

# **Staffing Analysis for the Sheriff's Office**

## **COUNTY OF DANE, WISCONSIN**

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# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

The Matrix Consulting Group, was retained by the County of Dane and the Dane County Sheriff's Office to conduct a Staffing Analysis. The final report, which follows, presents the results of the study. This study, which began at the end of 2009, was designed to provide an assessment of the staffing of the Sheriff's Office operations, identifying strengths and improvement opportunities relating to service delivery, organization and staffing, as well as management.

## **1. INTRODUCTION**

In reaching the concluding point of the study, the project team has assembled this final report which summarizes our findings, conclusions and recommendations where appropriate.

In this Staffing Analysis of the Dane County Sheriff's Office, the Matrix Consulting Group project team utilized a wide variety of data collection and analytical techniques.

The project team conducted the following analytical activities:

- At the outset of the project, the study team interviewed the Sheriff and his management team. We also interviewed the County Executive and her staff as well as others. The purpose of these interviews was to develop an initial understanding of the issues and background which led to this study.
- The project team conducted extensive interviews of staff in every function within the Sheriff's Office. Members of the project team interviewed over 100 staff in individual interviews. These interviews included staff at every level in the organization – managers, supervisors and line staff.
- While on site, the project team collected a wide variety of data designed to document workloads, costs, service levels and operating practices. The project team developed descriptive summaries, or profiles, of each function within the Sheriff's Office – reflecting organizational structure, staffing, workloads, service levels and programmatic objectives.

- In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of performance measures, called “best management practices” against which to evaluate current staffing levels in the DCSO. These performance measures comprise the main thrust of the ‘issues phase’ of the project. The measures utilized were derived from the project team's collective experience in working with hundreds of law enforcement agencies in Wisconsin and throughout the country. The performance measures utilized represent:
  - Statements of "effective practices" based on the study team's experience in evaluating operations in other law enforcement operations. These measures are both qualitative and quantitative.
  - Where they exist, statements reflecting "industry standards" were used to incorporate commonly utilized service delivery approaches in addition to targets developed by national research organizations.
  - In both instances, these measures of efficiency and effectiveness were selected and adjusted to reflect the unique operating and service conditions in Dane County. Such factors as weather, topography and history came into play in the selection of actual performance measures.
- The project team developed a comparative survey with law enforcement agencies in other jurisdictions, primarily in Wisconsin. While no jurisdiction is a perfect fit, the project team attempted to isolate those agencies which are encountering some of the same service issues as Dane County. As a result, the project team focused comparative efforts on counties in Wisconsin as well as elsewhere in the country.

This study was comprehensive in method to meet a focused scope of work. The scope of this project included the following:

- **Determining appropriate service levels** in each law enforcement and corrections function in the Dane County Sheriff's Office.
- **Determining appropriate staffing levels** for each law enforcement and corrections function at the appropriate level of service.
- **Determining if resources are managed effectively** in terms of deploying personnel.

This study's focus was to provide both the County and the Sheriff's Office with analysis and guidance regarding law enforcement needs, in the context of ensuring that existing resources were utilized efficiently and cost effectively.

## **2. EXECUTIVE SUMMARY**

The following exhibit provides a summary of the primary findings and recommendations in this Staffing Analysis:

<b>Issue</b>	<b>Recommendation</b>	<b>Fiscal Impact</b>
Operational changes in patrol should occur prior to any significant staffing reductions.	Prior to significant staffing reductions in field services patrol, various operational changes should be explored and potentially implemented to include beat re-design, shift schedules and shift deployment, call prioritization methods and current dispatch protocols related to high priority calls, implementation of advanced technologies such as Vehicle Locator Systems tied to CAD and workload transfer of some investigative follow-up work to detectives.	Internal costs. VLS costs are varied dependent upon technology.
Staffing Levels in Patrol require adjustments based on a variety of workload factors.	In the mid-term, reduce field services patrol deputy staffing levels from the existing 72 positions to 58 authorized positions. This will result in a cost off-set of approximately \$930,000 annually in salary and benefits in patrol.	(\$930,000) per annum.
Supervisory staffing levels in patrol need to be enhanced.	Recommendation: Increase field sergeant supervisory levels in field services patrol from six (6) to eight (8) positions to enhance supervision consistent with best practices. Such positions result in an approximate additional cost of \$249,000 annually in salary and benefits plus moderate overtime for periodic leave coverage.	\$249,000 per annum plus moderate overtime.

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Issue	Recommendation	Fiscal Impact
<p>The Traffic Safety Team should be augmented.</p>	<p>Expand the Traffic Safety Team from six (6) to nine (9) deputy positions to maintain the Traffic Enforcement Index. Such positions can be transferred from existing field patrol services at an estimated re-allocation cost of approximately \$200,000 annually in salary and benefits.</p> <p>As the Sheriff's directive is for patrol to emphasize traffic enforcement activities, sufficient flexibility should be allowed to deploy these additional three deputies as necessary, whether within the dedicated Traffic Enforcement Team, another specialized patrol unit dedicated to fatal/serious injury accident reductions (e.g., OWI Enforcement), etc.</p>	<p>+\$200,000 per annum.</p>
<p>Various work outputs, comparative indicators and lack of performance measures indicate staffing can be moderately reduced in the community deputy program.</p>	<p>Reduce community deputy staffing levels from nine (9) authorized positions to six (6) authorized positions, deploying two community deputies at each precinct. This will result in a cost off-set of approximately \$200,000 annually in salary and benefits. Upon development of a performance management program for the community deputy program, modify future staffing levels based upon needs.</p>	<p>(\$200,000) per annum.</p>
<p>Patrol contracts for service do not appear to be fully-loaded based upon available information.</p>	<p>DCSO should continue to provide staffing levels for contract agencies based upon their requested needs; however, these contracts should be re-visited to ensure fully-loaded costs are captured for services rendered. Present contract information suggests otherwise. Ensuring "break even" operations and no County subsidization of augmented law enforcement services is a best practice that should be employed.</p>	<p>Unknown but likely positive revenue.</p>

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<b>Issue</b>	<b>Recommendation</b>	<b>Fiscal Impact</b>
MATE is staffed adequately given its particular emphases.	Maintain existing staffing levels in Marine and Trail Enforcement.	None
Motorist Service Patrol is staffed adequately given its particular emphases.	Maintain existing staffing levels in the Motorist Service Patrol.	None
Airport Detail can no longer utilize patrol to augment staffing and thus staffing levels should be increased moderately.	Increase the Airport Detail from eight (8) to ten (10) deputy positions to accommodate fixed post staffing requirements. Such positions can be transferred from existing field patrol services at an estimated re-allocation cost of approximately \$133,000 annually in salary and benefits.	\$133,000 per annum.
The Airport Detail can benefit from direct supervision; such supervision can address off-loaded administrative work from the Traffic Sergeant, allowing additional focus on that important service.	Add an Airport Sergeant position to directly oversee this detail and share in administrative responsibilities with the "Traffic Sergeant" position. This position would result in an approximate additional cost of \$125,000 annually in salary and benefits.	+\$125,000 per annum.
Investigative case management could benefit from some significant modifications.	Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.	Internal staff costs.
Case management would benefit from a priority process.	Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.	Internal staff costs.
Case management would benefit additional sergeant-level case screening.	Include formal case screening and prioritization of criminal cases in the Detective Sergeant's duties and responsibilities.	Internal staff costs.

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<b>Issue</b>	<b>Recommendation</b>	<b>Fiscal Impact</b>
Formalized case status reporting is currently lacking and would enhance case management.	Implement a formalized 30-day case status reporting program whereby detectives inform supervision, who can then provide feedback, as to case progress and need to remain opened or be closed.	Internal staff costs.
Case management software is not being fully utilized.	Implement and utilize the full capabilities of the Spillman/Summit Case Management System.	Internal staff costs.
Based on various investigative metrics, DCSO detectives are presently overstaffed.	Over the course of one year, and subsequent to the implementation of revised case management and investigative practices, reduce ISB core detective staffing levels from 17 to 12 authorized positions. This reduction will result in an approximate salary and benefit savings of \$376,000 annually.	(\$376,000) per annum.
Detective supervision is adequate.	Maintain existing supervision levels of one (1) detective sergeant overseeing core and specialized detectives. Upon implementation of recommended changes in ISB operations and staffing levels, and more positive economic conditions, re-visit such detective supervision in the future for potential increase to two sergeant positions.	None
Implement revised performance measurement programs for DCNGTF.	Implement SARA problem solving and reporting to help define DCNGTF successes. Implement output-based reporting on a quarterly basis and include highlights in the Sheriff's Annual Report.	Internal staff costs.
DCNGTF staffing is adequate.	Maintain existing authorized staffing in the DCNGTF of one (1) Sergeant, four (4) Detectives, one (1) Deputy, and two (2) part-time Clerks.	None



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Revised supervision in gang support is warranted.	Transfer the Gang Detective to the Dane County Narcotics and Gang Task Force to receive work direction and general supervision from that Unit.	None
Computer forensics staffing is adequate.	Maintain existing DCSO staff resources in Computer Forensics of one (1) Detective position. As has been done with the facility, negotiate sharing of personnel resources with the Madison Police Department.	None
Provision of "other agency" detective support should be evaluated on an annual basis.	Maintaining a total of three (3) "other-agency" Detective positions for criminal intelligence, the Joint Terrorism Task Force, and the DA's office is a policy decision or legislative directive. As such, retaining the JTTF and criminal intelligence positions should be predicated on a zero-based budgeting exercise whereby such positions are re-justified annually based upon pre-established performance expectations.	None
While the fixed post staffing plan for the detention system is appropriate for the design capacity, population in the three facilities is well below design capacity.  Similarly, there are opportunities to reduce staffing in the Electronic Monitoring program due to under-utilization of the program compared to its staff-design levels.	Adjust the classification system to enable housing units to be idled when they are not necessary to handle population levels. To achieve these savings, position reductions in the Task Forces would be necessary. The Security Services Division operates with only 2% overtime.  Reduce staffing in the Electronic Monitoring program by two positions.	(\$947,000) per annum
The DCSO does not have sufficient levels of supervision on duty during weekends and during evening and midnight shifts.	Re-deploy existing Sergeants to achieve a minimum of two Sergeants on-duty at all times. This would require that Sergeants all be placed on the 6-3 schedule, that 6 be assigned to the Day shift and 5 to the other shifts.	None

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<b>Issue</b>	<b>Recommendation</b>	<b>Fiscal Impact</b>
The DCSO has proactively utilized civilian Clerk and Sheriff's Aide positions to perform a number of functions in Security Services	Continue to evaluate future positions for civilian classifications.  Consider, in the future, the possibility of using the Correctional Officer classification in Security Services.	None
Staffing of the Internal Affairs Function	The Professional Standards Lieutenant is expending a very high percentage of time in direct activities associated with internal investigations and administrative hearings. The project team recommends the addition of a Sergeant to assist both with supervision of staff and to centralize the handling of claims and lawsuits in the DCSO.	\$130,000
Staffing of the Background Investigations Function	Eliminate one Deputy Sheriff I-II, as investigations have fallen significantly in the past four years.	(\$94,573) per annum
Staffing of the Training and Planning Bureau	DCSO staff dedicated to the training function are effectively fully-utilized.	None
Staffing of the Payroll Function	The project team makes no recommended changes to the staffing levels of the payroll function.	None
Staffing of the Scheduling Function	The project team makes no recommended staffing changes to this function at the current time. However, this function will likely undergo some significant changes in efficiency with the procurement and installation of a new scheduling software package that may allow for transfer of existing personnel to other functions.	None

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Issue	Recommendation	Fiscal Impact
Staffing of the Officer In Charge Section	The current staffing level of four (4) Lieutenants is insufficient to cover all shift rotations, primarily due to the low availability factors for these positions. The project team recommends the addition of one (1) Lieutenant to ensure proper coverage of evening and night shifts. The project team recommends, however, that supervisory staffing allocations be amended in the Jail and in Field Services to provide a greater degree of supervision on whom the OIC can rely for support.	\$155,000
Staffing of the Court Security function.	Utilize the current inmate classification system in use in the jails to determine the numbers of required Bailiffs. Those inmates classified as "Minimum" security could be attended by a single Bailiff, thereby potentially reducing staffing by one (1) Deputy position.	(\$94,573)
Staffing of the Conveyances Section	Four primary Deputies are used to perform conveyances, and although there are many others involved in conducting these in a typical year, the project team determined that the four who are primarily used are sufficient in the majority of cases, and recommends that additional staff continue to be procured from the Task Force.	None
Declining workloads in the service of civil process	Although the number of civil papers served has decreased in recent years, the project team does not recommend any reduction in the six (6) Deputy positions assigned to the Section as of the current time. However, if workloads continue to decline by more than 7%, a reduction of one (1) Deputy is possible.	None

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<b>Issue</b>	<b>Recommendation</b>	<b>Fiscal Impact</b>
Increased workloads of the Traffic Court Office as a result of increased traffic citations written by the Traffic Team.	The project team recommends the addition of a Deputy III position to address a 119% increase in workloads over the past 12 years.	\$102,695 per annum

## **2. FIELD SERVICES DIVISION PATROL-RELATED SERVICES**

This chapter focuses on the Patrol-related Services duties and responsibilities, beginning with patrol services that are provided by DCSO. The workload information utilized in this section was obtained from interviews with Division management, supervisory and line personnel, lead administrative staff, and a review of documents and information from the Department's varied information systems as well as the County-based Computer Aided Dispatch (CAD) system.

### **1. OVERALL ORGANIZATION OF PATROL SERVICES.**

As demonstrated in the Profile Chapter of this report, patrol services is composed of three shifts – 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> – operating on the 6-days-on/3-days-off shift schedule, 8.0 hours daily. There are both “Power Shift” cars overlapping 2<sup>nd</sup> and 3<sup>rd</sup> shift and “Cover Cars” on 2<sup>nd</sup> shift providing additional field coverage. Patrol services is part of the Field Services Division and overseen by a Captain with Precinct Commanders (lieutenants) assigned to each of the three precincts. A total of six (6) sergeants are assigned to 2<sup>nd</sup> and 3<sup>rd</sup> shift to provide field supervision. At the time of this study, the following table reflects the shift deployment program.

**DCSO Current Shift Deployment**

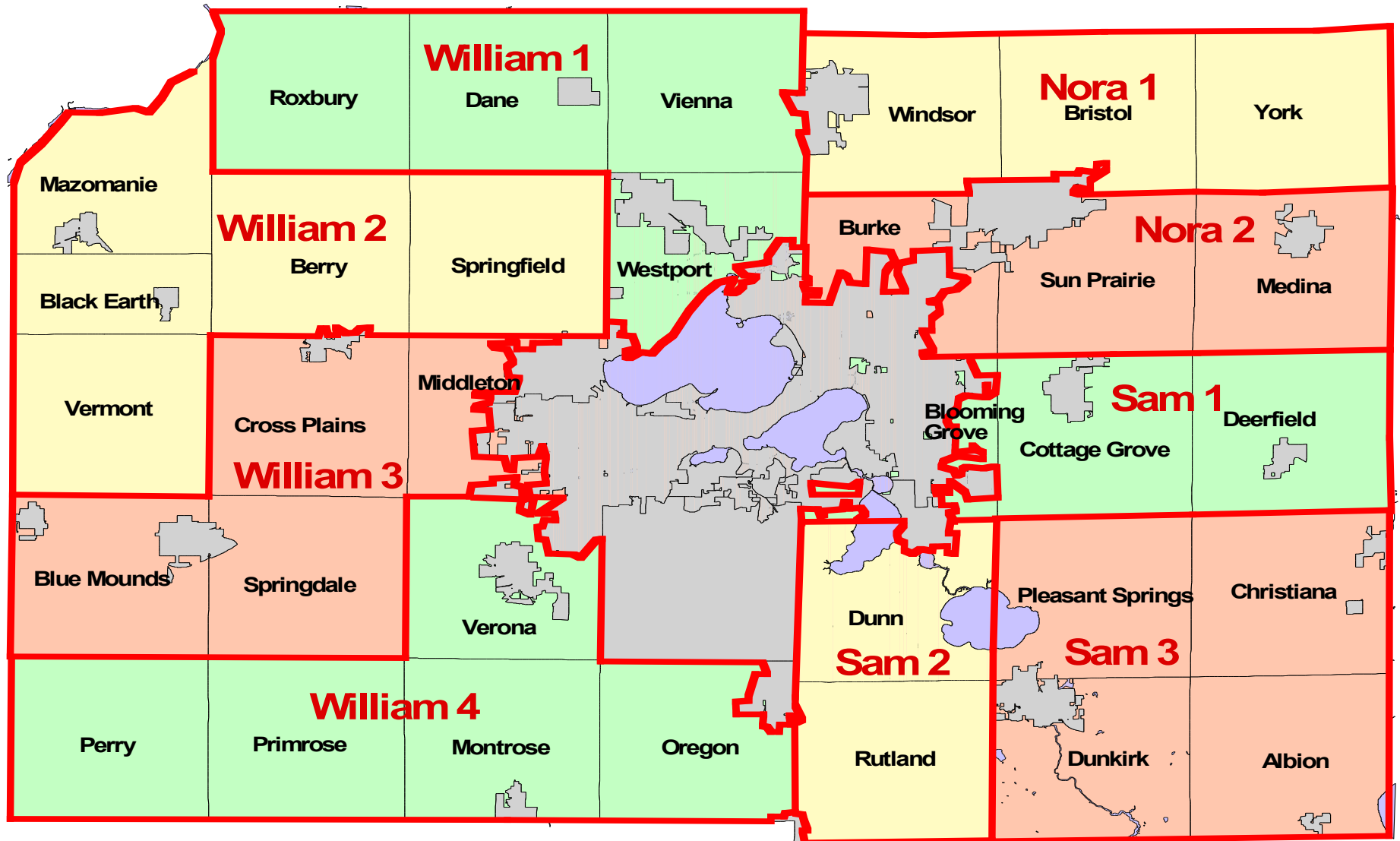
<b>Shift</b>	<b># Lieutenants Deployed</b>	<b># Sergeants Deployed</b>	<b># Deputies Deployed</b>
1 <sup>st</sup> -0700-1500 hrs	3	0	18
2 <sup>nd</sup> -1500-2300 hrs	0	3	21
3 <sup>rd</sup> -2300-0700 hrs	0	3	21
Power Shift- 1900-0300 hrs	0	0	4
Cover Car- 1500-2300 hrs	0	0	2 <sup>1</sup>
"Field Task Force" (absentee coverage)	0	0	6

DCSO operates with three precincts (each with a station) and nine beats by which patrol and other field services are deployed. Minimum staffing (excluding Power Shift) is one deputy per beat, 24/7. The three precincts and the respective beats are identified as West (William), Northeast (Nora), and Southeast (Sam) as shown in the precinct/beat map on the following page.

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<sup>1</sup> 1.5 fixed post positions are assigned to the cover car, one being a K-9 Unit. Field Task Force relief staff will occupy cover car positions, as necessary.

Dane County Patrol Beat Map



## 2. THE DANE COUNTY SHERIFF'S OFFICE EMBRACES THE PROBLEM-ORIENTED POLICING PHILOSOPHY.

The mission of the Dane County Sheriff's Office is as follows:

*The Dane County Sheriff's Office is committed to the safety of our community by upholding all constitutional and statutory obligations, providing a visible presence, solving problems through partnerships, emphasizing quality service and providing a safe and secure environment for all.*

This mission statement is further expanded upon in Annual Reports provided by the Sheriff's Office. The DCSO has defined itself as a "problem-oriented policing agency." Although there are several definitions of problem-oriented or community policing<sup>2</sup>, the Matrix Consulting Group believes that the definition developed by the U.S. Department of Justice most accurately reflects the philosophy. This is summarized as follows:

*(This) policing philosophy promotes and supports organizational strategies to address the causes and reduce the fear of crime and social disorder through problem-solving tactics and community-police partnerships. Such policing focuses on crime and social disorder through the delivery of police services that include aspects of traditional law enforcement, as well as prevention, problem-solving, community engagement, and partnerships. The model balances reactive responses to calls for service with proactive problem-solving centered on the causes of crime and disorder. This approach requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues.*

A further description that embraces the intent of problem-oriented policing includes:

*Problem-oriented policing recognizes, at the outset, that police are expected to deal with an incredibly broad range of diverse community problems—not simply crime. It recognizes that the ultimate goal of the police is not simply to enforce the law, but to deal with problems*

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<sup>2</sup> The U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office) distributes various literature on problem-oriented policing to agencies throughout the world. Community-oriented and Problem-oriented policing are most often used interchangeably.



*effectively—ideally, by preventing them from occurring in the first place. It therefore plunges the police into an in-depth study of the specific problems they confront. It invites consideration of a wide range of alternatives, in addition to criminal law, for responding to each specific problem. It looks to increased knowledge and thinking about the specific problems police confront as the driving force in fashioning police services.<sup>3</sup>*

Problem-oriented and community-based policing have been the outgrowth of progressive law enforcement research over the past four decades. The philosophy is the evolution of numerous studies conducted by various respected bodies. Some of the primary studies leading to these philosophies are widely considered the benchmarks for “sea-change” in the law enforcement profession, are applicable references, and are summarized below:

Year	Study and Primary Findings
1967	<b>Presidents Commission on Law Enforcement and Administration of Justice</b> delivers a report that suggests that police need to work to be more responsive to community needs – a key aspect of which is through improved communication with the community.
1968	<b>National Advisory Commission of Civil Disorders</b> found that law enforcement agencies must provide comprehensive services and recommended that police re-examine the traditional police organizational structure and processes.
1972	<b>Kansas City Preventative Patrol Study</b> found that preventative patrol time is not only uncommitted time but that it is generally also unproductive time. Study found that the varied intensity of random police patrols did not impact levels of crime. Also found that isolating Police Deputies in their cars and making them solely responsive to radio calls for service made them less responsive to the community and its needs.
1977	<b>Kansas City Response Time Study</b> found that a large proportion of the most serious (i.e., FBI Part 1) crimes are not susceptible to the impact of rapid police response. Further, the study found that for the majority of calls that could be impacted by rapid response, the rapidity of response was most often linked to how quickly the complainant called rather than how quickly the police department responded. Said in another way, the study found that very low response times did nothing to deter crime and did little to result in the immediate apprehension of criminals.

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<sup>3</sup> Problem-oriented Policing – Reflections on the First 20 years. UDOJ Report, October 2000. Page V.

Year	Study and Primary Findings
1977	<p><b>National Institute of Law Enforcement and Criminal Justice</b> (various field research projects) found that there is no universal deployment approach or tactic that can work equally well in all communities. Further, the studies showed that traditional deployment approaches allow police to intervene (typically after the fact) in incidents but do nothing to result in reduction of criminal activity or to improve the general quality of life in the community.</p> <p><b>National Advisory Commission on Criminal Justice Standards and Goals</b> recommended a crime analysis capability in every police agency designed to emphasize proactive and targeted police response to crime problems.</p>
1978	<p><b>Integrated Criminal Apprehension Program (ICAP)</b> developed at the Federal level first identified the four “types” of analysis—crime analysis, intelligence analysis, investigative analysis, and operations analysis—specifically designed to augment police problem solving related to local and regional crime trends, patterns and series.</p>
1980	<p><b>National Center for Community Police Research</b> found that the public is equally interested in police response to crimes and to police provision of order maintenance and assistance with quality of life issues.</p>
1981	<p><b>National Institute of Justice's Differential Police Response Study</b> examined approaches to reducing police response to non-emergency calls for service. The study found that a large number of calls could be handled over the phone, by non-sworn field personnel or by simply delaying the response to the call for service.</p>
1985	<p><b>Police Executive Research Forum's Studies in San Diego, Peoria and Rochester</b> found that the use of sophisticated technology and deployment strategies to reduce response times were well intentioned but generally misguided – fast response times neither addressed crime effectively nor enhanced citizen satisfaction with the police department.</p>
1988	<p><b>Bureau of Justice Statistics</b> studies found that only 10% of a Police Deputy's time is spent on crime related activities. The remainder of the time is spent handling administrative functions, patrolling and other activities.</p>
1990	<p>The publication of <b>Problem-Oriented Police</b> which recommended a re-dedication to the basic principles of crime problem-solving and prevention. It further describes a set of procedures that seek to make police operations more effective by focusing on the crime <i>problem</i> rather than the crime incident, and by finding ways to eliminate root causes before the problems themselves develop.</p>
1990's and Beyond	<p>A number of practical and local experiments are undertaken to address the potential of various strategies in improving the ability of the police to respond effectively to the most critical issues while at the same time improving their operational efficiencies. These programs have included: self-reporting (gas drive offs, “beer runs” are examples); call-in reporting (misdemeanors, theft of property from a motor vehicle, etc.); and civilian field responders (minor accidents, misdemeanor reports, minor felony reports, evidence collection, and traffic control).</p>

These studies have laid the groundwork for the philosophies embraced by many law enforcement agencies throughout the nation.

Underlying the concept of problem-oriented policing is the impact on resource availability and needs. Problem-oriented policing generally requires more resources than the previous police service models characterized by reactive patrols and responses to the fundamental work driver of community-generated calls for service. That is, additional resources are devoted to identified and targeted problems above and beyond the response to community-generated calls for service typically accomplished by “patrol.” These additional staff resources can come in many forms—from school resource officers, to DARE officers, to specialized Directed Action Response Teams (DART in some nomenclature) to community officers, to civilian Victim/Witness Assistance staff, etc. The staff resource make-up and distribution of policing agencies who have adopted the problem-oriented policing philosophy varies widely throughout the nation. For example, the DSCO in 2002 conducted extensive work related to the problem-oriented policing concept. Abstracts from that internal study of particular relevance are noted as follows:

- “What started as a call analysis, resulted in the implementation of a successful problem-orientated program that changed the shape of the Dane County Sheriff's Office. The program, prompted by ideas generated from a Community Policing Consortium seminar, has made problem-orientated policing a reality in a rural setting.”
- “The creation of the rural, problem-orientated policing program started with an evaluation of existing services. Are we providing consistent programming and services to all residents of Dane County? Are we responding in a proactive or reactive manner to citizen concerns? Is there a better approach to recurring problems? (We) discussed the need to identify our law enforcement priorities and our approach to how we respond to calls. Lastly, we discussed how we could best use our resources and wondered whether we had enough resources.”
- “One such problem-oriented program (already) created in 1997 was the addition of Community Deputies. Community Deputies were added to take a more proactive approach in problem solving and prevention. The deputies primarily work with at risk families and youth in the community. They also work closely with

a wide variety of agencies with whom law enforcement has typically not interacted (such as human services, health department, humane society, and zoning), taking a multi-disciplinary approach to solving problems.”

- “(It was recommended) the creation of a new model of policing labeled the Team model. The Team model consists of redesigning areas into geographic beats and assigning patrol deputies, community deputies, and detectives to each of the areas. The team is permanently assigned and accountable to their areas, working closely in solving recurring problems in their beats.”
- “Since implementing the model in January 2002 there have been varying degrees of (internal) acceptance. The program has resulted in many favorable comments by town officials, citizens, and other providers who feel the Dane County Sheriff's Office has been more responsive and attentive to their needs. Probably the most beneficial aspect of the program has been the relationship built between the team members and the community in their respective beats. Town officials and service providers have commented on the consistency of staff and their knowledge of whom to turn for assistance with problems.”

In summary, the extensive internal DCSO study resulted in a re-designed (and expanded) beat system with the four geographical areas of the county divided into 9 beats; essentially staff used in patrol was reduced, however the personnel eliminated from patrol were shifted to community deputy positions. In effect, the re-design dedicated deputies consistently to one or two beats over the long term to learn the unique needs of each geographic locale, as well as created ultimately, an expansion of the Community Deputy program to now one deputy in each of the nine beats. It further allocated detective positions to each precinct locale. As stated previously, the implementation of problem or community-oriented policing ultimately has an impact on law enforcement staffing levels. At issue is whether the community<sup>4</sup> embraces such a philosophy; as reflected through survey responses conducted by DCSO, special taxation measures for law enforcement services, recognition of additional budgetary requirements to support the problem-oriented policing concept, etc.; and understands

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<sup>4</sup> “Community” referring to not only the general public the DCSO serves but the County's political bodies elected to represent the community at-large.

the attendant resource requirements to make it work effectively. These concepts will be further explored in this chapter.

### **3. OVERVIEW OF THE MATRIX CONSULTING GROUP'S PATROL STAFFING ANALYTICAL MODEL.**

While it would be useful to identify a 'golden rule' of law enforcement staffing needs, the utilization of various comparative measures does not adequately provide for a comprehensive evaluation of field staffing needs, nor should it be used as the primary basis for a local government to measure the effectiveness of law enforcement services. There are some metrics which are commonly used to discuss law enforcement staffing levels, such as the oft used "deputies per 1,000 population." The Matrix Consulting Group does not use a "per capita" or "per 1,000" ratio as an analytical tool in assessing field staffing needs, for the following important reasons:

- Ratios do not consider the seriousness of the workload levels of the jurisdictions being compared. For example, the crime rate is not considered in any comparative analysis of workloads, specifically, the number of serious crimes in a community (e.g., homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, and larceny).
- Ratios do not consider a jurisdiction's approach to alternative service delivery or "differential law enforcement response." The use of civilian personnel or lack thereof, to handle community-generated calls for service and other workloads has great potential to impact the staffing levels of sworn personnel. The level / amount of civilians (i.e., community service deputies, telephone reporting, online services, etc.) can be used to maximize the efficiency and effectiveness of sworn personnel. These resources are not calculated in sworn staffing ratios.
- Ratios do not consider the differences in service levels provided or philosophies with which a jurisdiction may deliver law enforcement services (e.g., community-oriented or problem-oriented policing, a reactive versus proactive approach, the utilization of other regional law enforcement resources in solving problems, etc.). These variables contribute to the inability to compare the necessary number of field patrol personnel through a ratio or per-capita analyses.
- Ratios do not consider other differences which have an impact on regular patrol staffing needs, such as the existence of special enforcement / support units, as

well as operational approaches (e.g., the use of field citations versus transported arrests, manual versus automated field reporting systems, and whether patrol deputies are expected to follow-up on certain investigations).

- Ratios do not take into account geographic, meteorological and topographical differences (e.g., square miles of a service area) and other response impediments which can impact patrol staffing needs.
- Ratios do not take into account changing population characteristics, such as jurisdictions with a significant exodus of commuters or college towns with large seasonal fluctuations in population.

For these reasons, the project team does not use “per capita” or “per 1,000 residents” ratios as a way for our clients to measure effectiveness in providing law enforcement services, or as a determinant in developing staffing needs. Instead, the project team’s analysis of DCSO patrol staffing considered the need for a balance of community-generated workloads and the availability of proactive time to perform problem-oriented and proactive policing; while considering, as a backdrop, the importance of deputy safety. The following subsections describe this analytical process.

**(1) The Analysis of Field Patrol Resource Requirements Should Be Based on Actual Workloads Handled and Appropriate Targets of Proactive Patrol.**

The Matrix Consulting Group utilizes a method in which the number of field (patrol) personnel required is based on an analysis of the unique workloads and service level requirements of a community. In order to evaluate these resources and staffing issues, the project team conducted a data collection and analytical effort focusing on the following:

- Determining community-generated workloads to the level of detail necessary to understand the work volume and the time required to handle such work.
- The field resources used to handle calls for service and proactive workloads based on deputy availability levels (after taking into account personnel time for vacation, sick, etc.).

- Deployment and scheduling patterns utilized by the Dane County Sheriff's Office.
- Targeting a sufficient amount of time beyond community-generated, or "reactive" workload; this can then be utilized to perform proactive or problem-oriented policing services (e.g., special enforcement of high-crime areas, etc.).
- Maintaining a deployment that would help reduce risk and maintain deputy safety levels.

Field law enforcement services represent one of the areas of law enforcement operations in which staffing can be quantified based on service levels desired. The quantification of workload allows us to evaluate beyond a simplified "deputies per 1,000 population", and address numerous variables (such as the impact of a commuter community on work requirements) that ratio analysis cannot answer. Several factors determine the level of patrol staffing required in a community, including understanding these important variables:

- The community-generated call for service demand by time of day, and day of week.
- How deputies are utilized in the field, how they are scheduled, and in what manner they are deployed (e.g., one-person versus two-person patrol cruisers).
- How calls for service are managed by a law enforcement agency. Many law enforcement agencies throughout the United States "manage" lower priority calls for service in a number of ways that do not include sworn staff, such as use of civilians, telephone reporting units, online self-reporting, etc. Other agencies do not subscribe to this approach, due to collective bargaining or for other reasons, and will use sworn staff for all responses. What these "non-sworn" methods of handling calls for service have in common is that they free up the time of trained, professional deputies from handling lower priority routine calls so that more of their available time can be spent on calls requiring a higher level of expertise and training.
- The level of service desired by the community. This reflects the amount of "proactive" time, or "uncommitted" time a community desires<sup>5</sup>. This is a

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<sup>5</sup> "Community desires," should be overtly stated or reflected through an organization's strategic plan, in annual performance objectives, in annual budgetary documentation, through periodic community surveys, etc. In the absence of such community input, a public sector service organization must defer to common or best practice approaches to service delivery.

significant factor and primary driver impacting required patrol staffing levels. Uncommitted time involves time not spent handling community-generated calls for service and reflects proactive time for which a deputy is available for community policing, directed or preventive patrol, self-initiated activity (i.e., observations—including suspicious pedestrians or vehicles, etc.), and other approaches for addressing crime problems, quality of life issues, etc.

The project team has employed a model based on these decision points in evaluating deputy field staffing for the DCSO in terms of workload, service levels, and overall operations. The following section identifies and discusses the various characteristics and elements of the field staffing model, and how reactive and proactive (uncommitted) time is calculated.

## **(2) Workload and Data Elements Utilized in the Patrol Staffing Model.**

One of the primary responsibilities of a patrol deputy is responding to and handling community-generated calls for service. Further, workload related to these calls for service, including reports, arrests / bookings, back-up assistance to other patrol deputies on a call, etc., as well as the associated time spent on these activities, are primary responsibilities of the deputy. These elements are foundational in deriving the total field staffing levels required, based on desired service levels. In effect, patrol staffing levels are ultimately driven by the patrol deputy's time, which can be classified into two categories.

### **(2.1) Response-Oriented Patrol Requirements (Also Known as "Reactive or Committed Time").**

Reactive or Committed time, is classified as the handling of community-generated calls for service and the immediate responsibilities linked directly to that specific incidence, including reports, arrests / bookings, back-up assistance to another patrol deputies on a call, etc. In effect, reactive time includes the period of work from



the point at which a unit responds to a call to the point when a unit “clears for service.”

The following points are noted with respect to response-oriented or reactive time.

- This is a primary mission of any law enforcement field patrol force.
- Clearly defined areas of responsibility (e.g., beats) and clearly defined back-up relationships are a core concept for consistent ‘committed time’ service delivery.
- A Department should have clearly defined response policies in place – this includes: prioritization of calls, response time targets for each priority, back-up policies, and supervisor on-scene policies. In the absence of such formal policies, common practice, or ideally ‘best practice guidelines’ can be used.
- This Reactive or Committed time workload in many communities generally makes up an average of between 40% and 60% of each deputy’s net available time per shift. This includes the time to prepare reports, transport and book prisoners, and provide field back-up. The concept of Reactive (and Proactive) time is widely acknowledged by various established bodies, including the International Association of Chiefs of Police, Northwestern Universities Police Allocation Model, etc.
- Response times should also be determined as an output metric linked to performance. Response time is reflective of the speed by which a unit is able to respond on-scene upon the citizenry requesting service.

The calculation of reactive or committed time is one of the cornerstones to patrol staffing level findings, conclusions and recommendations.

## **(2.2) Proactive Patrol Requirements (Also Known as “Uncommitted or Unobligated Time”).**

The following points are noted with respect to Proactive or Uncommitted time:

- Proactive enforcement addresses all other workloads that are not in response to a community-generated call for service. These include such important services as deputy self-initiated activity<sup>6</sup>, proactive or preventive patrol, investigative follow-up, traffic enforcement, etc. It is critical to recognize that all self-initiated activity falls within the uncommitted time category.

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<sup>6</sup> It should be noted that when the DCSO conducted the aforementioned 2002 study, it included deputy self-initiated activity in the “reactive or committed time” category as opposed to the “proactive time” category. While the project team’s approach is more widely accepted, as long as the ratios of available time are adjusted accordingly the difference in the analytical approach is not inappropriate. The proportion of captured “self-initiated activity time” is noted later in this report.

- A Department should have clearly defined uses for uncommitted time. Deputies should know what they are expected to do with time between calls for service.
- The 'proactive' element of field patrol in many law enforcement agencies generally makes up between 40% and 60% of each deputy/officer's day, on average. Typically, less than 30% net proactive time available to patrol staff results in inefficient bundling of available time – i.e., uncommitted time comes in intervals too short to be effectively used by field personnel. Proactive time of more than 50% generally results in less than efficient use of community resources, as it is difficult to effectively manage field patrol personnel with this level of uncommitted time. There are important exceptions, however, to these ratios that can be impacted by such issues as officer safety, response times, etc. For example, very small agencies with only a small contingent of field staff must have high levels of proactive time in the 60% range to address response time, officer safety, and other performance-related issues.

The calculation of Proactive or Uncommitted time is the other cornerstone to staffing level findings, conclusions and recommendations. These elements are further discussed in the following sections.

#### **4. THERE ARE SEVERAL DATA SETS USED IN CALCULATING REACTIVE AND PROACTIVE TIME AND PERFORMING A STAFFING LEVEL ANALYSIS.**

The following represents important data elements used by the project team in analyzing and developing patrol staffing levels.

##### **(1) Community-Generated Calls for Service (CFS) Data by Time of Day.**

The project team requested from the DCSO dispatch, information for calendar years 2008 and 2009. Dispatch records related to this twenty-four month period were provided for all law enforcement incidents occurring in Dane County<sup>7</sup>. This data represents the first critical information required to analyze field resources—that is, to document the primary workloads handled by patrol deputies. As stated, one of the

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<sup>7</sup> The DCSO indicated that it has been having difficulty acquiring such data in the last decade in order to revisit its beat structure. Recent discussions involving Dispatch, the DCSO and the Matrix Consulting Group have hopefully facilitated an ability to acquire such information. Additionally, the DCSO noted that CAD records are not exclusively reflective of the calls for service workload, with precinct walk-ins and other similar situations also creating community-generated calls for service. Such workload is currently not quantifiable by the DCSO, however in the project teams' experience such work is typically marginal, and for staff modeling purposes has been compensated for in this report through other formulaic considerations.

primary responsibilities of a deputy is to respond to community-generated calls for service. These calls certainly do not represent all workload however, such as deputy-initiated events, deputy observations in the field resulting in a contact, traffic stops, investigative follow-up, administrative time, or other activities reflected in Computer-Aided Dispatch (CAD) records. Calls for Service, as defined herein, *represent contacts from the community, generally via E 9-1-1 telephone or other methods such that a CAD record is created, ultimately resulting in one dispatched incident, regardless of the number of patrol units sent.* It is critical to understand this fundamental definition in order to comprehend how future analyses are performed in this report. Community-generated calls for service are not intended to reflect all workload that patrol deputies perform. Indeed, in the twenty-four month period over 18,000 self-initiated CAD activities were registered by patrol deputies. However, community-generated calls for service reflect workload that requires a mandatory response from the law enforcement agency; i.e., the community expects service when it dials E 9-1-1. While all other police activities are vitally important, response to community-generated calls for service is the primary core business of a law enforcement agency.

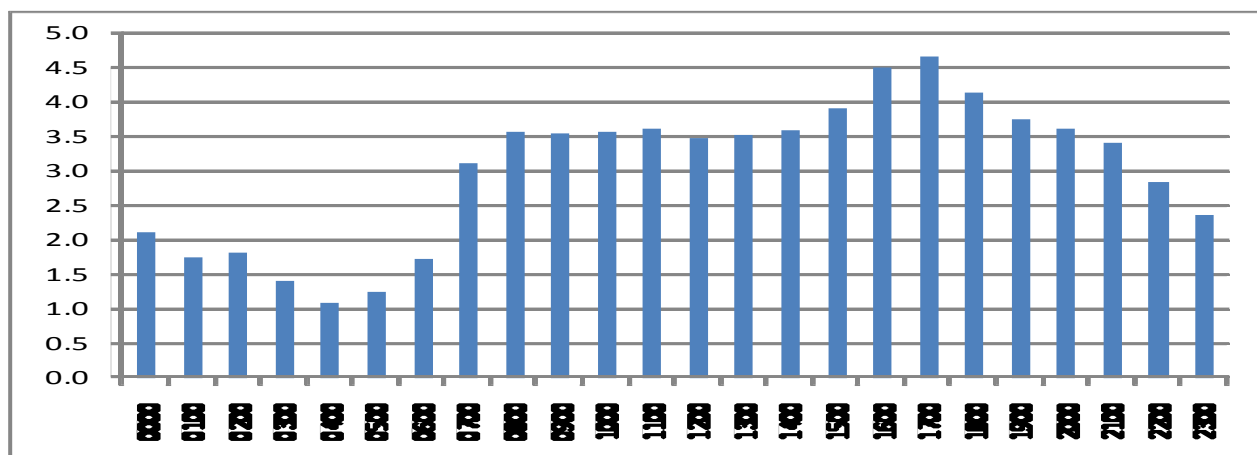
Calls for service and other data are available by analyzing CAD records. This data was evaluated and culled to generate the previously defined community-generated call for service. Deputy self-initiated activities, multiple incident entries—where more than one unit responded to a call, specialized unit incident responses (e.g., Marine-based or Beltline Deputies), etc., were reviewed and abstracted as required, to result in unique CFS generated by time of day and day of week in the DCSO's service area over the 2008 and 2009 calendar year. In any modeling exercise, the inclusion or exclusion

of varied data can have an impact on staff resource outcomes; as a consequence, it is the project team's philosophy to attempt to compensate for workloads that may go un- or under-reported, erring on the side of crediting patrol services with call workloads, as necessary. With respect to the DCSO, the following CFS workloads were addressed as follows:

- Calls for service included all types of response to community-generated calls regardless of disposition (e.g., whether or not a report was filed). Additionally, these calls include responses by the DCSO in an inter-agency assist capacity to other law enforcement agencies, totaling over 3,700 calls in the two year period examined. As the level of inter-agency policing response is often driven by formal or informal policy, some law enforcement agencies choose to minimize their interagency response, thus discounting such workload from patrol's core-business responsibilities. For purposes of the analysis of the DCSO, the project team has chosen to include all inter-agency CFS responses in its staff modeling.
- All calls for service responded to by contracted patrol units (e.g., village contracts) were instead attributed to core patrol for purposes of staff resource modeling and development. In effect, if these contracts were cancelled the sheriff's office would still be responsible for addressing such calls with patrol resources.
- Both community-generated calls for service and self-initiated activity excludes MATE and Beltline deputies responses, as these specialized units respond to unique incidents. Because both MATE and Beltline deputies have a problem-oriented policing focus, they are addressed separately in the report. Despite the realities of periodic assistance by these deputies to patrol, from a staffing modeling perspective they are considered an "unavailable resource" to core patrol services.
- Because of database limitations, calls for service do not include the responses of other policing agencies who responded exclusively to a Dane County service call (although it does include the call if a DCSO unit arrived some time later). Furthermore, in events where a citizen does a precinct walk-in or seven-digit telephone dial in request, this response is not captured as it is not reflected in CAD records.

Based upon this analysis, the following bar graph shows the average number of calls for service occurring per hour. Note the graph is notated in military time (0000 = Midnight and 1300 = 1:00 p.m.)

Average Number of Calls for Service per Hour (Military Time)



The following table further elaborates upon the calls for service information by showing data by time of day and day of week.

Average Number of Calls for Service by Hour of Day and Day of Week (Calendar Year 2008 & 2009)

Hour of Day/Day of Wk	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	3.4	1.5	1.7	1.5	1.8	2.0	3.0
0100	2.8	1.2	1.2	1.3	1.5	1.6	2.8
0200	2.9	1.3	1.1	1.4	1.4	1.8	3.0
0300	2.3	1.0	1.1	1.1	1.1	1.0	2.3
0400	1.5	1.1	0.9	1.1	0.8	1.0	1.2
0500	1.2	1.2	1.2	1.3	1.3	1.3	1.3
0600	1.3	1.9	2.0	1.9	1.8	1.9	1.2
0700	1.7	3.4	3.6	3.8	3.3	3.8	2.3
0800	2.4	4.0	4.3	4.1	3.5	3.8	3.1
0900	3.1	3.9	3.5	3.5	3.7	3.6	3.7
1000	3.4	3.7	3.6	3.2	3.2	3.6	4.2
1100	3.7	3.4	3.4	3.7	3.2	3.9	4.0
1200	3.2	3.5	3.3	3.6	3.3	3.6	3.8
1300	3.6	3.4	3.5	3.7	3.4	3.6	3.5
1400	3.4	3.4	3.6	3.8	3.3	3.8	3.8
1500	3.8	3.9	3.9	4.0	3.9	4.3	3.7
1600	4.1	4.5	4.7	4.5	4.7	5.1	4.1
1700	4.0	4.5	5.0	4.9	5.0	5.2	4.0
1800	3.8	4.2	4.2	3.8	4.5	4.3	4.2
1900	3.4	3.7	3.9	3.7	3.9	4.0	3.8
2000	3.4	3.5	3.5	3.5	3.6	3.9	4.1

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

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Hour of Day/Day of Wk	Sun	Mon	Tue	Wed	Thu	Fri	Sat
2100	3.3	3.2	3.1	3.1	3.2	4.2	3.8
2200	2.4	2.3	2.4	2.8	2.7	3.6	3.8
2300	2.5	2.0	2.2	2.0	1.9	2.7	3.3
<b>TOTAL / DAY</b>	<b>70.6</b>	<b>69.5</b>	<b>70.7</b>	<b>71.2</b>	<b>70.0</b>	<b>77.6</b>	<b>78.0</b>

This calls for service data represents one of the critical elements of the DCSO patrol staffing analysis to be discussed throughout this chapter. Particular highlights regarding the data include:

- Calls for service lull in the early morning hours (0400), which is a typical CFS lull for many local law enforcement agencies.
- Conversely, calls for service peak in the 1600-1800 time frame (4:00 p.m. to 6:00 p.m.) and whereas this is not uncommon, many law enforcement agencies experience their peak in calls for service later in the evening.
- Calls for service are at their lowest at 0400 hours Tuesday mornings, where there is less than one call, on average, in that hour throughout the DCSO service area. Alternately, the highest average workload is experienced at 1700 hours (5:00 p.m.) on Friday evenings.
- Total average calls for service per day range from approximately 70 calls from Sunday through Thursday to approximately 78 calls on Friday and Saturday. This pattern of increased CFS workload on the “weekend” is common in many local law enforcement agencies.

This calls for service data can be further defined based upon the priority of the call for service.

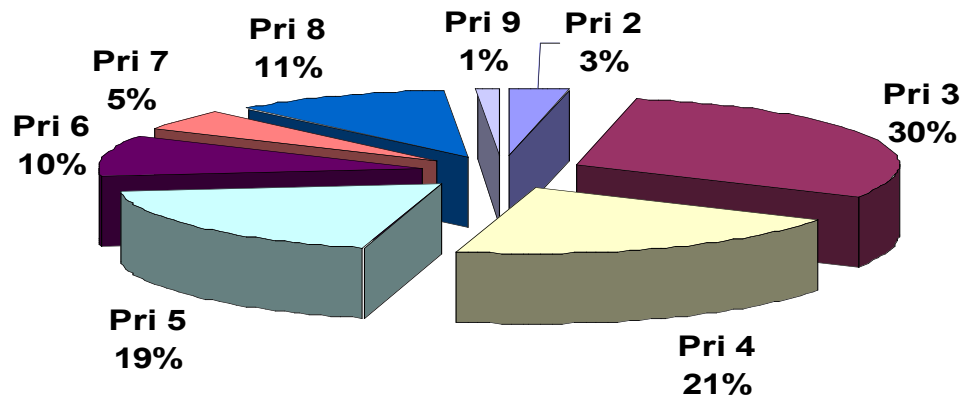
**(2) Calls for Service Data by Call Priority.**

Calls for service are identified by priority type, with higher priority calls generally responded to with greater urgency and/or additional law enforcement resources due to the nature of the call. The DCSO currently uses an eight-step priority system, with priority 2 being the highest and priority 9 the lowest. The following call types are representative of various call priorities:

- **Priority 2** – Accident with Injuries; Weapons Violation.
- **Priority 3** – 911 Disconnect, Alarm, Disturbance, Family Disturbance, Emergency Medical Services Assist, Robbery.
- **Priority 4** – Non-injury Accident, Accident with a Deer, Check Person, Intoxicated Driver, Suspicious Person.
- **Priority 5** – Residential Burglary, Property Check, Property Damage, Fraud, Threats, Safety Hazards.
- **Priority 6** – Assist Citizen, Missing Juvenile, Theft, Theft from Auto, Worthless Check.
- **Priority 7** – Noise Disturbance, Road Rage.
- **Priority 8** – Annoying Phone Call, Found Property, Parking Complaint (public roads).
- **Priority 9** – Parking Complaint (private property).

The distribution of 2008 and 2009 calls for service is shown in the following pie chart.

### CFS By Priority



Particular highlights regarding the data include:

- Priority 2 (highest) and Priority 9 (lowest) reflect the lowest percentage of priority calls at 3% and 1%, respectively.
- Priority 3 and Priority 4 calls represent over half (51%) the calls for service classifications. Given the use of an eight-step priority system, this is potential evidence of a need to further refine the calls by priority type and develop a new priority system.
- In the project team's experience there are some call types which are prioritized atypical of other law enforcement agencies. For example, an intoxicated driver is rarely prioritized in other agencies over an emergency medical assist, whereby a police unit is supporting an emergency fire/paramedic unit only. Similarly, the prioritization of a missing juvenile is typically not ranked below non-injury accidents.

Understanding the fundamentals of an agency's call priority system can help identify potential resource allocation issues that ultimately impact staffing patterns. For example, periods of time that experience an inordinate amount of high priority calls might very well require additional staff resources, due to back-up unit or other



requirements, compared to periods of time where high priority calls are generally non-existent. These represent important reasons why a well-designed priority system is a critical law enforcement tool.

### **(3) Call for Service Priority by Time of Day.**

The distribution of call priorities by time of day also is also an indicator of where staff resources can be applied in order to reduce response times to these high priority events and help ensure officer and citizen safety. The table below shows the proportion of calls, by each priority, falling within the noted work hour.

**% of Calls for Service of Noted Priority by Time of Day**

<b>Time/Priority</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>
0000	3.3%	3.3%	3.0%	2.6%	1.8%	3.7%	2.9%	0.7%
0100	3.4%	3.1%	2.6%	2.2%	1.3%	2.9%	1.6%	0.7%
0200	4.7%	3.3%	2.6%	1.8%	1.2%	2.9%	1.9%	<b>0.0%</b>
0300	<b>1.1%</b>	2.6%	2.0%	1.9%	1.3%	2.2%	1.1%	<b>0.0%</b>
0400	1.5%	<b>1.9%</b>	<b>1.8%</b>	<b>1.4%</b>	<b>1.0%</b>	1.4%	<b>0.7%</b>	0.3%
0500	1.9%	<b>1.9%</b>	2.3%	1.7%	1.4%	<b>1.3%</b>	0.8%	0.7%
0600	2.6%	2.4%	3.2%	2.1%	2.0%	2.3%	1.5%	1.7%
0700	5.5%	4.1%	4.8%	4.2%	4.1%	5.3%	3.7%	6.1%
0800	4.6%	4.6%	4.3%	4.7%	6.3%	<b>5.7%</b>	6.1%	6.4%
0900	4.2%	4.5%	4.2%	5.1%	6.8%	4.9%	5.3%	10.5%
1000	4.3%	4.8%	4.2%	5.1%	6.3%	4.6%	5.1%	8.1%
1100	5.4%	4.8%	4.3%	5.4%	5.7%	4.6%	5.4%	<b>11.1%</b>
1200	5.1%	4.9%	3.9%	4.8%	5.6%	4.7%	5.4%	7.8%
1300	3.1%	4.8%	4.1%	5.2%	5.6%	5.5%	5.0%	10.8%
1400	4.9%	4.7%	3.9%	5.8%	6.2%	4.1%	5.2%	8.8%
1500	5.3%	5.1%	5.2%	5.8%	6.4%	4.4%	5.4%	7.4%
1600	<b>6.8%</b>	5.9%	6.0%	6.4%	6.8%	5.3%	<b>6.8%</b>	4.7%
1700	6.4%	<b>6.0%</b>	<b>7.1%</b>	<b>6.7%</b>	<b>6.9%</b>	4.4%	<b>6.8%</b>	3.0%
1800	6.2%	5.7%	6.1%	5.6%	5.1%	5.3%	6.3%	1.7%
1900	3.7%	5.0%	6.0%	5.0%	5.1%	5.0%	5.3%	3.7%
2000	4.7%	5.0%	5.6%	4.5%	3.9%	4.9%	5.7%	2.7%
2100	4.4%	4.7%	5.0%	4.6%	3.9%	4.9%	5.0%	1.0%
2200	3.8%	3.6%	4.4%	4.3%	2.9%	5.4%	3.9%	0.7%
2300	3.2%	3.4%	3.7%	3.0%	2.4%	4.2%	3.2%	1.4%

Particular highlights regarding the data include:

- In similar respects to call volumes, many of the higher priority calls for service have valleys and peaks in the early morning hours (approximately 0300-0400) and early evening hours (approximately 1600-1700), respectively.
- As a consequence of this, ideal staffing and deployment patterns, with respect to being available for higher priority calls for service, should generally emphasize early evening timeframes.

As noted previously, these types of priority patterns can ultimately impact deployment and staffing patterns.

#### (4) Calls for Service Data by Amount of Time Spent on Call.

The length of time a deputy is on a call for service represents a notable portion of his/her workload. Length of time on a call for service is defined as the point from which a deputy receives a call from dispatch to clearance of the call. The following table demonstrates the average amount of time spent on a Call for Service by the primary responding unit (as defined in the CAD records.), by priority and day of week as well as an overall average:

**Average Time on CFS (Minutes) for Primary Unit by CFS Priority and Day of Week**

Priority	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Average
2	01:10	00:49	00:58	00:53	00:52	00:50	00:58	<b>00:56</b>
3	00:32	00:28	00:28	00:30	00:28	00:28	00:30	<b>00:29</b>
4	00:43	00:39	00:38	00:38	00:39	00:40	00:41	<b>00:40</b>
5	00:38	00:41	00:40	00:38	00:39	00:39	00:40	<b>00:39</b>
6	00:37	00:41	00:36	00:41	00:39	00:39	00:39	<b>00:39</b>
7	00:33	00:34	00:30	00:29	00:30	00:32	00:28	<b>00:31</b>
8	00:23	00:25	00:25	00:25	00:22	00:21	00:21	<b>00:23</b>
9	00:34	00:33	00:37	00:34	00:34	00:29	00:21	<b>00:32</b>
All Priority								<b>00:34</b>

Particular highlights regarding the data include:

- The overall time on a call for service, regardless of day of week or priority of call, is **34 minutes**. This is consistent with the 30-40 minute average typically seen by the project team in other law enforcement agencies.

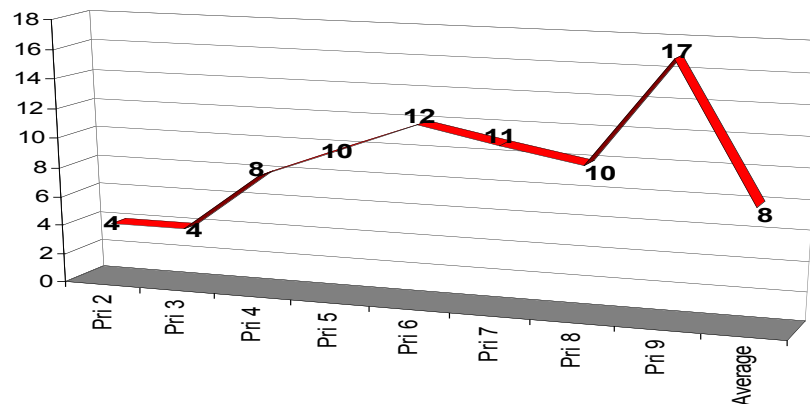
- As would be expected, the highest priority call (priority 2), has the lengthiest amount of time dedicated by the primary responding unit, at an average of 56 minutes per call.
- Although not reflected in the table above, with regard to time on call data related to secondary (back-up) units, the average time on call is **24 minutes**. This represents 71% of the total time spent by the primary unit and is considered reasonable. Generally, when the project team has no such data available, we estimate that secondary units spend 75% of the time on call when compared to the primary unit.

Time spent on calls is an important metric with respect to perceived service levels by the community.

**(5) Response Time and Response Time by Call Priority.**

Response time reflects an important service level metric. Response time is considered from the caller's perspective; that is, the time in which the caller initiates the call to arrival of the unit on scene. Response time targets are also influenced by the dispatch agency, as the time between a call receipt and that call being dispatched is one important variable in response time over which law enforcement agencies have little control (unless they are also operating the dispatch center). This time period is defined as "queue" time and is noted in the graph below for a primary responder for the various priorities noted previously:

**Average Queue Time for Dispatched Call by Priority (Primary Unit Rounded to Minutes)**



As shown by the graph above, the average queue time for a call for service is eight minutes. Higher priority calls have reduced queue times compared to lower priority calls; however, in an ideally designed priority system one would expect the queue times to gradually increase from highest to lowest priority. Many local law enforcement agencies have targeted response times for various priorities. A review of the Field Services Manual Table of Contents indicates no such policy is in place at the DCSO. However, the following information demonstrates data available related to response time.

- Average Response Time for Primary Unit: **21 minutes.**
- Average Response Time for Back-up (secondary) Units: **25 minutes.**

The following table shows average response times by priority, by day of week as well as overall average by call for service priority.

**Average Response Time (Minutes) for Primary Unit by CFS Priority and Day of Week**

<b>Priority</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Average</b>
<b>2</b>	00:18	00:12	00:15	00:13	00:14	00:14	00:16	<b>00:15</b>
<b>3</b>	00:14	00:14	00:14	00:15	00:14	00:14	00:14	<b>00:14</b>
<b>4</b>	00:22	00:20	00:20	00:21	00:22	00:21	00:23	<b>00:21</b>
<b>5</b>	00:26	00:26	00:28	00:28	00:26	00:26	00:29	<b>00:27</b>
<b>6</b>	00:28	00:26	00:26	00:30	00:26	00:28	00:26	<b>00:27</b>
<b>7</b>	00:26	00:27	00:22	00:25	00:25	00:27	00:23	<b>00:25</b>
<b>8</b>	00:22	00:29	00:23	00:28	00:25	00:25	00:28	<b>00:26</b>
<b>9</b>	00:30	00:41	00:30	00:40	00:31	00:26	00:29	<b>00:32</b>
<b>All Priority</b>								<b>00:21</b>

Particular highlights regarding the data include:

- Average response time for the primary unit to the two highest priorities (Priority 2 and Priority 3) is 15 minutes and 14 minutes, respectively. This results in 11 minutes and 10 minutes driving time to the call location.<sup>8</sup>
- There is little gradation in response times for “middle priority” calls (Priority 5 through Priority 8) providing additional evidence, in conjunction with the prior information, that refinement of the current call priority system may be warranted.
- Importantly, these response times are lengthy based on the project team’s experience, particularly with respect to the higher priority calls. Generally speaking, in a municipal environment, the highest priority calls are targeted at 5 minutes or less, whereas in a rural environment these are targeted at 7 minutes or less.
- Despite these response time service level objectives, which impact both community service perception and officer safety, the project team understands that these response times are impacted by several factors, including the aforementioned need to potentially re-develop a more accurate priority system, the large geographic area the DCSO must service, winter weather impacts, the current precinct and beat structures, etc.

In summary, response time targeting is an important service level metric that can drive staffing levels in a variety of law enforcement organizations. In the absence of any policy directive, however, it is difficult to determine to what level these response time targets should influence DCSO staffing levels in patrol.

<sup>8</sup> After subtracting four minutes to account for queue time.

**(6) Data Based Upon a “Revised Priority System.”**

Because the project team noted particular issues within the existing CAD call priority system, both in the types of calls attributed to each priority as well as the significant number of priorities used (eight), the project team re-seeded the existing calls for service database using a relatively common (in the law enforcement field) four-priority system, described as follows:

- **Priority E** – Emergency Response, highest priority call, typically responding in a code 3 (lights and sirens) fashion.
- **Priority 1** – High priority call, desirous of immediate law enforcement response in a rapid fashion. Circumstances may dictate a code 3 response.
- **Priority 2** – Moderate priority call, timely response is desirable but not critical.
- **Priority 3** – Lowest priority call, calls that are typically queued by dispatch pending the resolution of other higher priority calls noted above.

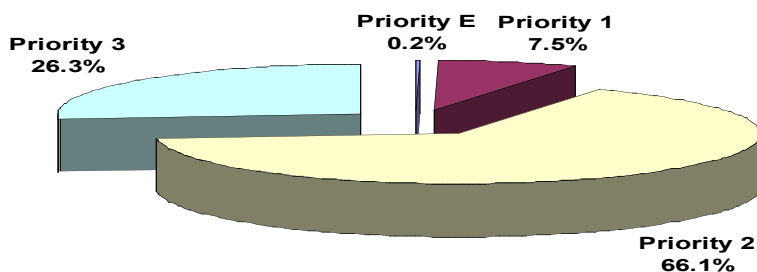
With respect to this revised priority system, the following call types reflect representative examples of the kinds of community-generated calls for service that would fall under each priority (using current CAD nomenclature).

**"Revised Priority" Based on CAD Call Types (4-priority System)**

<b>Emergency (E)</b>	<b>Priority 1</b>	<b>Priority 2</b>	<b>Priority 3</b>
Person Not Breathing	Injury Accident	9-1-1 Disconnect	Stray Animal
Person Down	Accident Unk. Injury	Accident Deer	Annoying Phone Call
Lake Rescue	Attempted Suicide	Accident No Injury	Check Property
Armed Robbery	Domestic/Family Trouble	Alarm	Fraud
	Weapons Violation	Burglary <sup>9</sup>	Information
	Intoxicated Driver	Disturbance	Noise Disturbance
	Fight in Progress	EMS Assist	Graffiti Complaint
	Prowler	Suspicious Person/Vehicle	Theft from Auto
	Strong Arm Robbery	Theft Retail	Towed Vehicle
	Sexual Assault	Safety Hazard	Parking Complaint

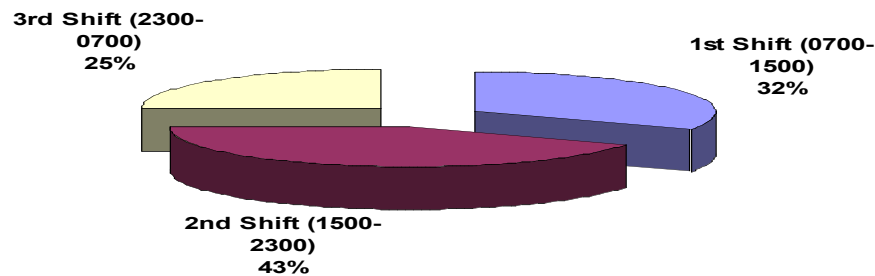
Based upon the above, the following pie charts show the distribution of community generated calls for service for 2008 and 2009 by the noted variables.

**CFS Priority by Type (2008 & 2009)**



<sup>9</sup> CAD currently makes no distinction between "cold" burglaries and those "in-progress"—though clearly in-progress felonies would be of higher priority.

**Priority "E" & 1 CFS by Shift (2008 & 2009)**



The following is noted regarding the above pie charts.

- Priority "E" represents 0.2% of the DCSO's calls for service workload, or approximately one in every 500 calls.
- Priority 1 calls represent approximately 7.5% of all the DCSO's calls for service. Generally speaking, the large majority of police agencies do not have high priority calls for service (e.g., "E" and 1) exceeding 10% of their call loads.
- As is typical, Priority 2 calls represent the bulk of the calls for service workload, making up two-thirds of the DCSO's requests for service.
- Highest priority calls for service are more frequent during the 2<sup>nd</sup> shift (i.e., Nights) than in either the 1<sup>st</sup> or 3<sup>rd</sup> shift. This is generally common. Of all higher priority calls for service, only one-in-four occur during the 3<sup>rd</sup> shift (i.e., "Graveyard" shift).

#### **(7) Frequently Responded to Call Types.**

The types of calls for service to which a law enforcement agency responds reflect what service requirements the community is generating, and provide some framework for risk assessment and ultimately resource requirements. The following table reflects the "top twelve" calls for service over the two-year period, representing nearly 65% of all calls for service workload generated.



**Top 12 DCSO Calls for Service (2008 & 2009)**

<b>Calls for Service Type</b>	<b>% of Total CFS</b>	<b>Revised Call Priority</b>
Information	8.8%	Pri 3
EMS Assist	8.7%	Pri 2
Assist Outside Agency	6.7%	Pri 2
Accident No Injury	6.3%	Pri 2
9-1-1 Disconnect Related	6.0%	Pri 2
Check Property	5.4%	Pri 3
Assist Citizen	5.2%	Pri 2
Safety Hazard	4.5%	Pri 2
Alarm	3.8%	Pri 2
Check Person	3.6%	Pri 2
Accident Deer	3.0%	Pri 2
Domestic Family Trouble	2.8%	Pri 1

The following is noted regarding the above table.

- The most frequent call for service occurrence, Information, is a response in order to obtain or address a wide variety of information from a complainant. The types of information that fall within this category are extremely numerous, ranging from complaints related to drag racing or illegal fireworks, to BOLO reports (be-on-the-lookout) for escaped livestock, to vehicles out of gas. Generally speaking, these are community-assistance calls that often do not involve criminal activities.
- The second and third most frequent call types, Emergency Medical Assist (EMS) and Assist Outside Agency, respectively, are call types such that the kind of police response is largely policy driven. EMS response by a law enforcement agency varies significantly nationally, whereby the vast majority of police agencies will respond to life-threatening calls but response beyond that it is dictated by both organizational policy and capacity to respond effectively (e.g., appropriately trained staff in medical services, appropriately outfitted vehicles with AED and first aid equipment—as is the case with the DCSO, etc.) Furthermore, assisting outside agencies in a “mutual aid” or other capacity is also a policy decision. Some agencies choose to respond to many calls in support of other police agencies, whereas others (e.g., Madison PD) will only respond to the highest priority requests for aid (e.g., Priority “E” or Priority 1 calls).
- As to be expected, the majority of call types that occur frequently are Revised-priority 2 calls—those for which “a timely response is desirable but not critical.”
- Domestic Family Trouble is the only Priority 1 call that falls within the top twelve call types. Ideally such calls should typically have a two-person response.

**(7) Call Response by Township Area – Rural versus Urban Workloads.**

Calls for service data provided near the conclusion of the project engagement provided workload information to better profile work by geographic area. In Dane County there are 33 township blocks, as represented by the beat map provided earlier in this chapter. These townships each generate work for the DCSO. Interestingly, the workload results generated from these townships resulted in the 9-beat design created several years ago, which is still in use by the DCSO today. The following table provides information with respect to 2008 and 2009 CAD-based data for the townships.

**Township Calls for Service and CAD Incident Information (2008 & 2009)**

<b>Township</b>	<b>Township Profile</b>	<b>Beat</b>	<b>% CFS</b>	<b>% All incidents</b>
Albion	Rural	S3	2.5%	2.3%
Berry	Rural	W2	1.0%	1.0%
Black Earth	Rural	W2	2.2%	3.9%
Blooming Grove	Urban	S1	4.4%	6.4%
Blue Mounds	Rural	W3	2.4%	2.1%
Bristol	Rural	N1	3.4%	3.1%
Burke	Urban	N2	6.1%	6.0%
Christiana	Rural	S3	4.0%	4.0%
Cottage Grove	Urban	S1	1.2%	1.5%
Cross Plains	Rural	W3	3.2%	3.1%
Dane	Rural	W1	1.9%	1.8%
Deerfield	Rural	S1	4.3%	4.2%
Dunkirk	Rural	S3	1.6%	1.4%
Dunn	Urban	S2	5.6%	5.5%
Mazomanie	Rural	W2	3.7%	4.6%
Medina	Rural	N2	2.1%	1.8%
Middleton	Urban	W3	4.6%	4.8%
Montrose	Rural	W4	1.9%	1.7%
Oregon	Rural	W4	3.5%	3.1%
Perry	Rural	W4	0.6%	0.5%
Pleasant Springs	Rural	S3	3.7%	3.5%
Primrose	Rural	W4	0.7%	0.6%
Roxbury	Rural	W1	2.0%	1.8%
Rutland	Rural	S2	2.5%	2.3%

<b>Township</b>	<b>Township Profile</b>	<b>Beat</b>	<b>% CFS</b>	<b>% All incidents</b>
Springdale	Rural	W3	2.7%	2.3%
Springfield	Rural	W2	3.2%	3.1%
Sun Prairie	Urban	N2	3.0%	2.8%
Vermont	Rural	W2	1.1%	1.0%
Verona	Urban	W4	3.9%	3.3%
Vienna	Rural	W1	2.0%	2.1%
Westport	Urban	W1	6.3%	5.8%
Windsor	Urban	N1	7.7%	7.6%
York	Rural	N1	1.2%	1.0%

With regard to definitions for the table headers above, the following is noted:

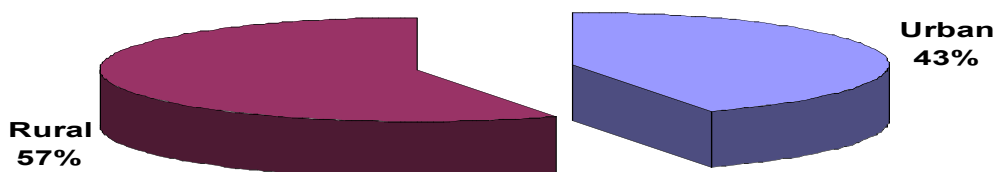
- Townships can be located on the map noted earlier in this chapter.
- Townships are defined as either Urban or Rural based on their community make-up. These definitions were provided by the DCSO and corroborated by the project team. Typically, urban locales are more active than rural townships in any law enforcement service area.
- Beats can be located on the map provided earlier in this chapter.
- Percentage of calls for service (% CFS) represents the proportion of total calls for service for which patrol is responsible (as defined in this chapter) occurring in 2008 and 2009. Thus, Albion had 2.5% of all county-wide calls for service occurring over the two-year period.
- Percentage of all Incidents (% All Incidents) reflects not only community-generated calls for service as defined above, but also the CAD incident recorded to include MATE response, Beltline response, and importantly, deputy self-initiated activities. Thus, Albion had 2.3% of all county-wide incidents recorded over the two-year period. Interestingly, there is usually only marginal difference between the proportion of CFS and overall incidents in each of the respective townships serviced by the DCSO.

Based on the above information the following data is provided:

**Calls for Service Distribution by Beat (2008 & 2009)**

Beat	% Total Calls for Service
William 1	12.2%
William 2	11.2%
William 3	12.9%
William 4	10.5%
Nora 1	12.4%
Nora 2	11.2%
Sam 1	9.8%
Sam 2	8.1%
Sam 3	11.8%
Average	11.1%

**CFS Originating from Urban vs Rural Townships**



With regard to the above information, the following is noted:

- Despite the 9-beat system being in place several years, the proportional workload distribution among these beats remains somewhat balanced, ranging from 8.1% in beat S2 to 12.9% in beat W3. Clearly, however, there is opportunity for beat re-balancing as there is a more than 50% call for service differential between these two beats.
- Of particular interest, 43% of the DCSO's calls for service occur within the nine (9) townships defined as urban.<sup>10</sup> Generally speaking, these townships adjoin the City of Madison (see map). Further, these areas represent only 27% of the total townships for which the Sheriff is responsible.

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<sup>10</sup> It is also noted that with regard to total CAD incidents, which includes deputy self-initiated activity, Rural versus Urban is 56% and 44%, respectively.

**(9) Deputy Back-up Rate.**

Back-up rate reflects additional deputies responding to a call for service in addition to the primary unit. Back-ups are deployed for a variety of reasons most often based on officer safety and/or citizen safety. The availability of back-up support is particularly important in jurisdictions that generally deploy one-person units such as Dane County Sheriff's Office<sup>11</sup>. The project team's review of the data indicated that DCSO was able to deploy back-up units in a number of instances ranging from one to several deputies dependent upon the call type.

In general, the project team notes that the vast majority of local law enforcement agencies have a back-up rate of approximately 0.4 to 0.6 deputies/officers per call for service; that is, on average, 1.4 to 1.6 deputies/officers will be deployed to each call. Based on our analysis, the **DCSO has a back-up rate of 0.68**. Given the range noted above, this back-up rate should be considered reasonable and is currently within acceptable parameters.

**(10) Report Preparation Time.**

One of the more time-consuming efforts related to law enforcement work is the recording, or report writing, related to calls for service. The report writing activity is accomplished throughout the nation in a number of different ways. With regard to the DCSO, deputies dictate their reports and these reports are transcribed by clerical staff. The following table shows the percentage of calls for service occurring in the listed hour that ultimately result in staff dictating a report.

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<sup>11</sup> With the exception of training, Dane County exclusively deploys one-person patrol cruisers.

**% of Calls for Service by Time That Result in Patrol Deputies Preparing Reports**

<b>Time of CFS</b>	<b>Primary Unit Prepares Report</b>	<b>Back-up Unit Prepares Report</b>
0000	26%	8%
0100	25%	7%
0200	26%	7%
0300	26%	6%
0400	32%	6%
0500	33%	5%
0600	37%	3%
0700	38%	4%
0800	39%	5%
0900	36%	3%
1000	36%	5%
1100	34%	6%
1200	34%	5%
1300	32%	3%
1400	35%	6%
1500	34%	7%
1600	31%	6%
1700	32%	7%
1800	31%	7%
1900	31%	7%
2000	27%	8%
2100	27%	6%
2200	26%	8%
2300	27%	7%
<b>AVG % of CFS RESULTING IN RPT</b>	<b>32%</b>	<b>6%</b>

Particular highlights regarding the data include:

- On average, in nearly one-in-three cases (32%) a primary unit will prepare a report as a result of responding to a call for service.
- On average, in approximately one-in-twenty cases (6%) a back-up or secondary unit will prepare a report (often a supplemental) with respect to responding to a call for service.
- The project team typically allows 30 minutes preparation time, per report, in the absence of other workload data. The project team however was able to obtain a sample of over 500 dictated field reports from January to March of 2010 which indicated, on average, an electronic dictation lasted approximately 13.5 minutes. This does not address how long it may take if the deputy re-does a dictation to correct mistakes, etc. Clearly, however, the amount of time taken by patrol deputies in report preparation is within standards the project team has developed.

Report preparation time is an important component in understanding committed time requirements. These data elements<sup>12</sup> are used in the development of staffing information herein.

\* \* \*

In summary, the various data noted in the prior section is used in a variety of ways to develop staffing and deployment findings conclusions and recommendations as noted in the subsequent section.

## **5. RESULTS OF THE DATA ANALYSIS REVEAL INTERESTING PROACTIVE AND REACTIVE TIME OUTCOMES.**

The prior data sets are ultimately used in the calculation of proactive and reactive time and ultimately a determination of necessary staffing resources. These data sets are:

- Average calls for service per hour, per day of week.
- Average calls for service handling time for the primary response unit of 34 minutes.
- Total report preparation time for the primary units, based on hour of day information showing the proportion of reports written in any given work hour. Whereas 13.5 minutes preparation time was calculated based on report transcription evidence, the project team used 30 minutes preparation time in order to accommodate transcription corrections, transcription downloading, etc.
- Average calls for service handling time for back-up units based upon an average of a 24 minute handling time and a back-up rate to each call for service of 0.68.
- Total report preparation time for the back-up units based on hour of day information. The same time preparation parameters were used for back-up units.
- Provision of 60 minutes administrative time for each deputy per shift. In the absence of recording real administrative time, (which extremely few law enforcement agencies do), 60 minutes per eight hour shift has been determined

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<sup>12</sup> Other elements, such as jail run and booking time are embedded in the call for service information provided and thus considered in subsequent analysis.

by the project team to be a reasonable level of time dedicated to activities such as meal breaks, vehicle checks and fueling, e-mail reviews, etc. It should be noted that practically speaking a portion of “administrative time” is performed on-the-clock or during uncommitted time as staff are available at station or in the field to respond to calls for service, as necessary.

This foundational data was used for the following calculations.

**(1) Calls for Service-related Workload by Time of Day and Day of Week.**

Based upon the data provided, the project team developed a table showing the amount of time dedicated to handling patrol-based community-generated calls for service by hour and by day of week. This data calculates all previously noted data elements including response time information, call handling information, report development information, and primary versus secondary unit involvement data. The following table shows the total (average) amount of minutes necessary to handle calls for service based upon two years worth of calls for service information.



**Total (average) Minutes Required to Handle Community Generated Calls for Service**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	200.4	89.0	99.0	92.2	107.5	119.5	176.3
<b>0100</b>	164.1	72.1	69.2	78.2	86.6	96.0	164.1
<b>0200</b>	170.1	79.3	63.9	82.0	82.5	105.0	175.2
<b>0300</b>	138.2	58.0	64.2	65.3	62.5	60.8	137.0
<b>0400</b>	94.4	65.1	55.8	65.6	49.4	62.2	75.7
<b>0500</b>	74.8	75.4	76.5	78.2	77.0	79.0	79.0
<b>0600</b>	81.1	119.8	121.6	119.3	111.0	118.6	75.7
<b>0700</b>	108.7	213.8	224.8	238.5	206.4	234.2	142.3
<b>0800</b>	149.2	249.2	270.3	256.5	220.4	238.9	194.1
<b>0900</b>	190.0	239.2	215.2	216.4	227.6	221.4	228.0
<b>1000</b>	212.3	229.0	225.0	198.5	200.8	225.4	260.0
<b>1100</b>	229.0	210.6	208.6	229.2	198.0	238.5	249.8
<b>1200</b>	197.4	212.8	205.5	223.0	205.5	221.6	234.0
<b>1300</b>	220.0	204.3	211.0	222.6	207.6	217.7	210.2
<b>1400</b>	212.7	212.7	221.9	237.3	204.7	236.6	237.8
<b>1500</b>	232.0	240.3	242.2	246.9	243.4	265.3	227.9
<b>1600</b>	247.2	271.7	284.8	270.9	284.8	310.3	249.0
<b>1700</b>	247.2	274.9	303.2	298.5	308.4	319.0	247.8
<b>1800</b>	234.6	258.1	257.3	231.2	273.0	262.8	258.6
<b>1900</b>	208.4	223.7	239.5	225.0	236.6	242.4	228.9
<b>2000</b>	204.9	209.0	208.2	211.0	213.9	233.3	244.3
<b>2100</b>	193.9	189.9	186.4	184.1	190.4	251.9	228.4
<b>2200</b>	141.4	136.2	144.0	164.5	163.4	217.2	228.2
<b>2300</b>	148.2	118.9	128.5	121.7	112.6	163.7	197.5

Particular highlights regarding the above information include:

- As with the calls for service distribution noted previously, the amount of time dedicated to calls for service workload generally peaks in the 1600-1800 timeframe.
- There are particular examples of workload spikes of note, to include the Saturday night to Sunday morning transition and the approximate shift change timeframe of 0700-0800.
- Calls for Service workload patterns suggest sufficient peaks and valleys whereby staff deployment scheduling could help address such patterns. The 6-days on/3-days off deployment schedule currently employed may have opportunities for revision based on these workload patterns.

The calls for service patterns noted indicate sufficient workload peaks and valleys whereby the current core strategy of deploying 1 deputy for each of the 9 beats every hour and every day of the week is not the most efficient deployment of resources. Even when considering the previously discussed Power Shift and Cover cars that provide shift overlap and augmented services, the 6/3 deployment schedule still does not ideally accommodate workload patterns. This is discussed further in the following sections.

**(2) Estimated Available Proactive Time by Time of Day and Day of Week.**

Based upon the amount of time required to handle calls for service noted previously, these are compared to existing patrol unit deployment standards that reflect the following:

- Nine (9) patrol units deployed 24/7, one (1) to each of the 9 beats.
- Two (2) Power Shift Units deployed from 1900 – 0300 hours, seven days per week.
- One-half cover car deployed during 2<sup>nd</sup> Shift from 1500 – 2300 hours, seven days per week<sup>13</sup>.

Based on these deployment philosophies the project team calculated the available proactive or uncommitted time available as shown in the following table.

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<sup>13</sup> As noted in the Profile, the Cover Car only has two total deputies assigned and will provide fill-in coverage during beat vacancies. In consideration of leaves, days-off, back-fill, etc. the project team estimated that only 0.5 cover cars would be deployed on any given day. A greater deployment level would result in additional proactive time during the noted period.

**Calculated Proactive Time Currently Available by Time of Day/Day of Week (Typical Deployment)**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	65%	85%	83%	84%	81%	79%	69%
<b>0100</b>	72%	88%	88%	86%	85%	83%	72%
<b>0200</b>	71%	86%	89%	86%	86%	82%	70%
<b>0300</b>	71%	88%	86%	86%	87%	87%	71%
<b>0400</b>	80%	86%	88%	86%	90%	87%	84%
<b>0500</b>	84%	84%	84%	83%	84%	83%	83%
<b>0600</b>	83%	75%	74%	75%	77%	75%	84%
<b>0700</b>	77%	55%	52%	50%	56%	50%	70%
<b>0800</b>	68%	47%	43%	46%	53%	49%	59%
<b>0900</b>	60%	49%	54%	54%	52%	53%	52%
<b>1000</b>	55%	52%	52%	58%	57%	52%	45%
<b>1100</b>	52%	55%	56%	51%	58%	50%	47%
<b>1200</b>	58%	55%	57%	53%	57%	53%	50%
<b>1300</b>	53%	57%	55%	53%	56%	54%	56%
<b>1400</b>	55%	55%	53%	50%	57%	50%	50%
<b>1500</b>	53%	52%	51%	50%	51%	47%	54%
<b>1600</b>	50%	46%	43%	46%	43%	38%	50%
<b>1700</b>	50%	45%	39%	40%	38%	36%	50%
<b>1800</b>	53%	48%	48%	54%	45%	47%	48%
<b>1900</b>	65%	63%	60%	63%	61%	60%	62%
<b>2000</b>	66%	65%	66%	65%	65%	61%	60%
<b>2100</b>	68%	69%	69%	70%	68%	58%	62%
<b>2200</b>	77%	77%	76%	73%	73%	64%	62%
<b>2300</b>	74%	79%	78%	79%	80%	72%	66%
<b>Average</b>	<b>65%</b>	<b>65%</b>	<b>64%</b>	<b>64%</b>	<b>65%</b>	<b>61%</b>	<b>61%</b>

Particular highlights regarding this information include:

- Average proactive time is that time available after lost administrative time (e.g. report writing, one hour administrative time per shift, etc.).
- Average proactive time on any given day exceeds 60%.
- Proactive time availability is at its lowest on Friday in the 1700 hour (36%) and highest on Thursday in the 0400 hour (90%).
- Proactive time availability equals or exceeds a 50% proactive time target in 86% of the above day/time blocks.
- Proactive time availability does not include (correctly) other sworn staff positions that are possibly available in the field in the event a service request requires a

high priority response. These, dependent upon the time of day, potentially include sergeant units, traffic units, community deputies, and the like.

- Given overall proactive time availability, with little exception in specific time blocks, more than sufficient uncommitted time should be available based upon current DCSO patrol deployment patterns. Barring the discussion of response time, the deployed level of deputy patrol resources may be excessive. This is further explored in the following sections.

Based upon proactive time availability using standard patrol deployment practices, the proportion of proactive time available exceeds the percentages the project team would typically recommend even in rural county environments. Available proactive time and other factors impacting staffing will be further explored in the following sections.

**(3) Total Patrol-related Work Time Required to Achieve Proactive Time Targets.**

Based upon the calls for service workload, additional time calculations can be developed to achieve a desired proportion of proactive (uncommitted) time for deputies to perform the other important law enforcement functions. The following three tables show the total (average) amount of minutes necessary to handle calls for service and achieve the listed proactive time targets.

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

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**40% Proactive Time Target: Work Minutes Required to Meet Target and Handle CFS**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	334.1	148.4	165.0	153.6	179.2	199.1	293.9
<b>0100</b>	273.6	120.2	115.3	130.3	144.4	160.0	273.6
<b>0200</b>	283.5	132.2	106.5	136.6	137.6	175.0	292.0
<b>0300</b>	230.3	96.7	107.0	108.9	104.2	101.4	228.4
<b>0400</b>	157.4	108.5	93.0	109.4	82.3	103.6	126.1
<b>0500</b>	124.7	125.7	127.4	130.4	128.4	131.6	131.6
<b>0600</b>	135.1	199.7	202.7	198.8	185.0	197.7	126.2
<b>0700</b>	181.1	356.3	374.7	397.5	343.9	390.3	237.2
<b>0800</b>	248.6	415.4	450.5	427.5	367.4	398.2	323.4
<b>0900</b>	316.6	398.7	358.7	360.6	379.3	369.1	379.9
<b>1000</b>	353.8	381.6	375.1	330.8	334.7	375.7	433.3
<b>1100</b>	381.7	351.0	347.7	381.9	330.0	397.5	416.3
<b>1200</b>	329.0	354.6	342.4	371.7	342.4	369.4	390.1
<b>1300</b>	366.7	340.6	351.7	370.9	346.0	362.9	350.3
<b>1400</b>	354.5	354.5	369.8	395.5	341.2	394.3	396.3
<b>1500</b>	386.7	400.6	403.6	411.5	405.6	442.2	379.8
<b>1600</b>	412.0	452.9	474.6	451.5	474.6	517.2	414.9
<b>1700</b>	412.1	458.2	505.3	497.5	514.0	531.7	413.0
<b>1800</b>	391.0	430.1	428.9	385.3	455.0	437.9	431.1
<b>1900</b>	347.4	372.8	399.2	375.0	394.4	404.0	381.6
<b>2000</b>	341.6	348.3	346.9	351.7	356.5	388.9	407.2
<b>2100</b>	323.2	316.5	310.7	306.9	317.3	419.8	380.6
<b>2200</b>	235.6	227.0	240.0	274.2	272.3	362.1	380.3
<b>2300</b>	246.9	198.1	214.2	202.9	187.7	272.8	329.2

**COUNTY OF DANE, WISCONSIN**  
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**50% Proactive Time Target: Work Minutes Required to Meet Target and Handle CFS**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	400.9	178.0	198.0	184.3	215.0	238.9	352.6
<b>0100</b>	328.3	144.3	138.4	156.4	173.3	192.0	328.3
<b>0200</b>	340.2	158.7	127.8	163.9	165.1	210.0	350.4
<b>0300</b>	276.3	116.0	128.4	130.6	125.0	121.7	274.0
<b>0400</b>	188.9	130.2	111.5	131.3	98.8	124.3	151.3
<b>0500</b>	149.7	150.9	152.9	156.4	154.1	157.9	157.9
<b>0600</b>	162.2	239.7	243.3	238.6	222.0	237.3	151.4
<b>0700</b>	217.4	427.5	449.6	477.0	412.7	468.3	284.6
<b>0800</b>	298.4	498.5	540.6	513.0	440.9	477.9	388.1
<b>0900</b>	379.9	478.5	430.4	432.8	455.1	442.9	455.9
<b>1000</b>	424.6	458.0	450.1	396.9	401.6	450.8	520.0
<b>1100</b>	458.0	421.2	417.2	458.3	396.0	477.0	499.5
<b>1200</b>	394.8	425.5	410.9	446.1	410.9	443.2	468.1
<b>1300</b>	440.1	408.7	422.1	445.1	415.1	435.4	420.3
<b>1400</b>	425.4	425.4	443.8	474.6	409.5	473.1	475.5
<b>1500</b>	464.0	480.7	484.4	493.8	486.7	530.7	455.7
<b>1600</b>	494.4	543.5	569.6	541.8	569.6	620.6	497.9
<b>1700</b>	494.5	549.8	606.4	597.0	616.9	638.1	495.6
<b>1800</b>	469.2	516.1	514.7	462.4	546.1	525.5	517.3
<b>1900</b>	416.9	447.3	479.0	450.0	473.2	484.8	457.9
<b>2000</b>	409.9	418.0	416.3	422.1	427.8	466.6	488.6
<b>2100</b>	387.9	379.8	372.8	368.3	380.8	503.8	456.7
<b>2200</b>	282.8	272.4	288.0	329.0	326.7	434.5	456.3
<b>2300</b>	296.3	237.7	257.1	243.4	225.2	327.3	395.1

**60% Proactive Time Target: Work Minutes Required to Meet Target and Handle CFS**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	501.1	222.6	247.5	230.4	268.8	298.7	440.8
<b>0100</b>	410.3	180.3	173.0	195.5	216.6	240.0	410.3
<b>0200</b>	425.2	198.3	159.7	204.9	206.3	262.6	438.1
<b>0300</b>	345.4	145.0	160.5	163.3	156.3	152.1	342.6
<b>0400</b>	236.1	162.8	139.4	164.1	123.5	155.4	189.2
<b>0500</b>	187.1	188.6	191.1	195.5	192.6	197.4	197.4
<b>0600</b>	202.7	299.6	304.1	298.2	277.5	296.6	189.3
<b>0700</b>	271.7	534.4	562.0	596.2	515.9	585.4	355.8
<b>0800</b>	373.0	623.1	675.7	641.2	551.1	597.3	485.1
<b>0900</b>	474.9	598.1	538.0	541.0	568.9	553.6	569.9
<b>1000</b>	530.7	572.5	562.6	496.1	502.0	563.5	650.0
<b>1100</b>	572.5	526.5	521.5	572.9	495.1	596.2	624.4
<b>1200</b>	493.5	531.9	513.7	557.6	513.7	554.1	585.1
<b>1300</b>	550.1	510.8	527.6	556.4	518.9	544.3	525.4
<b>1400</b>	531.7	531.7	554.7	593.2	511.8	591.4	594.4
<b>1500</b>	580.1	600.9	605.5	617.2	608.4	663.3	569.6
<b>1600</b>	618.0	679.4	712.0	677.2	712.0	775.8	622.4
<b>1700</b>	618.1	687.2	758.0	746.3	771.1	797.6	619.6
<b>1800</b>	586.5	645.1	643.4	578.0	682.6	656.9	646.6
<b>1900</b>	521.1	559.2	598.8	562.5	591.5	606.0	572.3
<b>2000</b>	512.4	522.5	520.4	527.6	534.7	583.3	610.8
<b>2100</b>	484.9	474.8	466.0	460.3	476.0	629.7	570.9
<b>2200</b>	353.4	340.5	360.0	411.3	408.4	543.1	570.4
<b>2300</b>	370.4	297.2	321.4	304.3	281.5	409.1	493.8

These minutes can then be converted into total patrol units necessary by time of day and day of week as shown in the following sub-section.

**(3.1) Total (One-Deputy) Patrol Units Required to Achieve Various Proactive Time Targets.**

The calls for service minutes can be converted to the total number of one-deputy patrol units that would be required to accommodate calls for service workload at a desired level of proactive time. The tables, which follow, show the number of patrol units required based upon the noted time data above. The units required can be

juxtaposed against the common deployment standards noted previously and currently in place at the DCSO, as shown in the following table.

**Typical DCSO Patrol Unit Deployment (Calculated<sup>14</sup>)**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	11.0	11.0	11.0	11.0	11.0	11.0	11.0
<b>0100</b>	11.0	11.0	11.0	11.0	11.0	11.0	11.0
<b>0200</b>	11.0	11.0	11.0	11.0	11.0	11.0	11.0
<b>0300</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>0400</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>0500</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>0600</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>0700</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>0800</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>0900</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>1000</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>1100</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>1200</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>1300</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>1400</b>	9.0	9.0	9.0	9.0	9.0	9.0	9.0
<b>1500</b>	9.5	9.5	9.5	9.5	9.5	9.5	9.5
<b>1600</b>	9.5	9.5	9.5	9.5	9.5	9.5	9.5
<b>1700</b>	9.5	9.5	9.5	9.5	9.5	9.5	9.5
<b>1800</b>	9.5	9.5	9.5	9.5	9.5	9.5	9.5
<b>1900</b>	11.5	11.5	11.5	11.5	11.5	11.5	11.5
<b>2000</b>	11.5	11.5	11.5	11.5	11.5	11.5	11.5
<b>2100</b>	11.5	11.5	11.5	11.5	11.5	11.5	11.5
<b>2200</b>	11.5	11.5	11.5	11.5	11.5	11.5	11.5
<b>2300</b>	11.0	11.0	11.0	11.0	11.0	11.0	11.0

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<sup>14</sup> See Section 5.(2).



**COUNTY OF DANE, WISCONSIN**  
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**40% Proactive Time Target: # of Patrol Units Needed to Handle CFS and Proactive Target**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	6.4	2.8	3.1	2.9	3.4	3.8	5.6
<b>0100</b>	5.2	2.3	2.2	2.5	2.8	3.0	5.2
<b>0200</b>	5.4	2.5	2.0	2.6	2.6	3.3	5.6
<b>0300</b>	4.4	1.8	2.0	2.1	2.0	1.9	4.3
<b>0400</b>	3.0	2.1	1.8	2.1	1.6	2.0	2.4
<b>0500</b>	2.4	2.4	2.4	2.5	2.4	2.5	2.5
<b>0600</b>	2.6	3.8	3.9	3.8	3.5	3.8	2.4
<b>0700</b>	3.5	6.8	7.1	7.6	6.6	7.4	4.5
<b>0800</b>	4.7	7.9	8.6	8.1	7.0	7.6	6.2
<b>0900</b>	6.0	7.6	6.8	6.9	7.2	7.0	7.2
<b>1000</b>	6.7	7.3	7.1	6.3	6.4	7.2	8.3
<b>1100</b>	7.3	6.7	6.6	7.3	6.3	7.6	7.9
<b>1200</b>	6.3	6.8	6.5	7.1	6.5	7.0	7.4
<b>1300</b>	7.0	6.5	6.7	7.1	6.6	6.9	6.7
<b>1400</b>	6.8	6.8	7.0	7.5	6.5	7.5	7.5
<b>1500</b>	7.4	7.6	7.7	7.8	7.7	8.4	7.2
<b>1600</b>	7.8	8.6	9.0	8.6	9.0	9.9	7.9
<b>1700</b>	7.8	8.7	9.6	9.5	9.8	10.1	7.9
<b>1800</b>	7.4	8.2	8.2	7.3	8.7	8.3	8.2
<b>1900</b>	6.6	7.1	7.6	7.1	7.5	7.7	7.3
<b>2000</b>	6.5	6.6	6.6	6.7	6.8	7.4	7.8
<b>2100</b>	6.2	6.0	5.9	5.8	6.0	8.0	7.2
<b>2200</b>	4.5	4.3	4.6	5.2	5.2	6.9	7.2
<b>2300</b>	4.7	3.8	4.1	3.9	3.6	5.2	6.3

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

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**50% Proactive Time Target: # of Patrol Units Needed to Handle CFS and Proactive Target**

<b>Time/Day</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
<b>0000</b>	7.6	3.4	3.8	3.5	4.1	4.6	6.7
<b>0100</b>	6.3	2.7	2.6	3.0	3.3	3.7	6.3
<b>0200</b>	6.5	3.0	2.4	3.1	3.1	4.0	6.7
<b>0300</b>	5.3	2.2	2.4	2.5	2.4	2.3	5.2
<b>0400</b>	3.6	2.5	2.1	2.5	1.9	2.4	2.9
<b>0500</b>	2.9	2.9	2.9	3.0	2.9	3.0	3.0
<b>0600</b>	3.1	4.6	4.6	4.5	4.2	4.5	2.9
<b>0700</b>	4.1	8.1	8.6	9.1	7.9	8.9	5.4
<b>0800</b>	5.7	9.5	10.3	9.8	8.4	9.1	7.4
<b>0900</b>	7.2	9.1	8.2	8.2	8.7	8.4	8.7
<b>1000</b>	8.1	8.7	8.6	7.6	7.7	8.6	9.9
<b>1100</b>	8.7	8.0	7.9	8.7	7.5	9.1	9.5
<b>1200</b>	7.5	8.1	7.8	8.5	7.8	8.4	8.9
<b>1300</b>	8.4	7.8	8.0	8.5	7.9	8.3	8.0
<b>1400</b>	8.1	8.1	8.5	9.0	7.8	9.0	9.1
<b>1500</b>	8.8	9.2	9.2	9.4	9.3	10.1	8.7
<b>1600</b>	9.4	10.4	10.8	10.3	10.8	11.8	9.5
<b>1700</b>	9.4	10.5	11.5	11.4	11.7	12.2	9.4
<b>1800</b>	8.9	9.8	9.8	8.8	10.4	10.0	9.9
<b>1900</b>	7.9	8.5	9.1	8.6	9.0	9.2	8.7
<b>2000</b>	7.8	8.0	7.9	8.0	8.1	8.9	9.3
<b>2100</b>	7.4	7.2	7.1	7.0	7.3	9.6	8.7
<b>2200</b>	5.4	5.2	5.5	6.3	6.2	8.3	8.7
<b>2300</b>	5.6	4.5	4.9	4.6	4.3	6.2	7.5

**60% Proactive Time Target: # of Patrol Units Needed to Handle CFS and Proactive Target**

Time/Day	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	9.5	4.2	4.7	4.4	5.1	5.7	8.4
0100	7.8	3.4	3.3	3.7	4.1	4.6	7.8
0200	8.1	3.8	3.0	3.9	3.9	5.0	8.3
0300	6.6	2.8	3.1	3.1	3.0	2.9	6.5
0400	4.5	3.1	2.7	3.1	2.4	3.0	3.6
0500	3.6	3.6	3.6	3.7	3.7	3.8	3.8
0600	3.9	5.7	5.8	5.7	5.3	5.6	3.6
0700	5.2	10.2	10.7	11.4	9.8	11.2	6.8
0800	7.1	11.9	12.9	12.2	10.5	11.4	9.2
0900	9.0	11.4	10.2	10.3	10.8	10.5	10.9
1000	10.1	10.9	10.7	9.5	9.6	10.7	12.4
1100	10.9	10.0	9.9	10.9	9.4	11.4	11.9
1200	9.4	10.1	9.8	10.6	9.8	10.6	11.1
1300	10.5	9.7	10.0	10.6	9.9	10.4	10.0
1400	10.1	10.1	10.6	11.3	9.7	11.3	11.3
1500	11.0	11.4	11.5	11.8	11.6	12.6	10.9
1600	11.8	12.9	13.6	12.9	13.6	14.8	11.9
1700	11.8	13.1	14.4	14.2	14.7	15.2	11.8
1800	11.2	12.3	12.3	11.0	13.0	12.5	12.3
1900	9.9	10.7	11.4	10.7	11.3	11.5	10.9
2000	9.8	10.0	9.9	10.0	10.2	11.1	11.6
2100	9.2	9.0	8.9	8.8	9.1	12.0	10.9
2200	6.7	6.5	6.9	7.8	7.8	10.3	10.9
2300	7.1	5.7	6.1	5.8	5.4	7.8	9.4

Particular highlights regarding this information include:

- With respect to the **40% proactive time target**, the DCSO currently deploys more than sufficient patrol units (and staffing levels) with the exception of a few hour blocks in the 1700 timeframe.
- With respect to the **50% proactive time target**, the DCSO currently deploys sufficient patrol units (and staffing levels) with the exception of some heavier call for service time periods occurring early morning and late afternoon to early evening.
- With respect to the **60% proactive time target**, the DCSO currently deploys sufficient patrol units (and staffing levels) overall, however achieving this time target in certain time frames is not possible given current deployment practices.

In summary, with regard to uncommitted or proactive time, there is more than sufficient time available in DCSO patrol services to perform a variety of law enforcement efforts, as demonstrated by both the available uncommitted time (over 60%, on average, based upon current deployment practices) and reviewing the actual units that would be necessary in the field based on various proactive time targets. Based on this data, there clearly are no understaffing issues within line patrol deputies. At issue, however, is what the appropriate level of staffing within patrol services is, given the various operational data noted previously. This will be discussed in the following section.

**6. PATROL STAFFING LEVELS SHOULD BE DRIVEN BASED ON AN OVERALL 50% AVERAGE PROACTIVE TIME TARGET.**

Selecting an appropriate proactive time target is critical in developing patrol staffing levels. Reiterating information from a prior section:

*The “proactive” element of field patrol generally makes up between 40% and 60% of each deputy’s day, on average. Typically less than 30% net proactive time available to deputies results in inefficient bundling of available time – i.e., uncommitted time comes in intervals too short to be effectively used by field personnel. Proactive time of more than 50% generally results in less than efficient use of community resources, as it is difficult to effectively manage field patrol personnel with this level of uncommitted time. There are important exceptions, however, to these ratios, that can be impacted by such issues as officer safety, response time, etc. For example, very small agencies with only a small contingent of field staff must have high levels of proactive time in the 60% range to address response time, officer safety, and other performance issues.*

Without long-standing, approved policy decisions at both the DCSO and the County-level as to what proportion of proactive time is targeted to effectuate law enforcement services, judgments must be made with respect to desirable proactive time targets. Based on a variety of factors, the project team believes an overall average of

50% proactive time is an appropriate target. The following is noted with respect to this target.

**(1) A 50% Proactive Time Target is Typically the Objective at the Highest End of the Range for Uncommitted Time.**

Generally speaking, a 50% proactive time target is typically the highest uncommitted time target recommended in any law enforcement agency, particularly given the previously noted range of 30% to 50%. This results in a deputy having, on average, half of his/her shift available to perform proactive, problem-oriented and community-focused law enforcement services.

**(2) DCSO Has Previously Established Informal Unobligated Time Targets of 40%, Although this was Defined Somewhat Differently.**

While there is no policy directive at the DCSO with respect to uncommitted time, there is documentation that periodically references a desirable level of unobligated time (generally synonymous with uncommitted or proactive time). This documentation is directly linked to the in-house problem-oriented policing efforts noted previously in this chapter. For example, in a lengthy June 2001 internal memorandum regarding the DCSO's Problem-Solving Initiative, it was indicated that 40% unobligated time was an appropriate target to perform problem-oriented policing. At issue here is the actual definition of unobligated time.

Unobligated time was defined somewhat differently by the DCSO than proactive or uncommitted time. In the DCSO's definition, unobligated time excluded deputy self-initiated activities such as traffic stops, pedestrian stops, etc. The definition, however, of proactive time, allows for these self-initiated activities to be performed during the uncommitted time period. Effectively, the difference between unobligated time as used

by the DCSO and proactive (uncommitted) time used by the project team is in how the time associated with self-initiated activities is captured. As the DCSO's unobligated time target of 40% excludes self-initiated activity, this target must be raised to become synonymous with the proactive/uncommitted time targets noted previously.

A review of the prior 2008-2009 Computer-Aided Dispatch data indicates that there are indeed CAD entries for self-initiated activities. As noted previously, over 18,000 self-initiated activities were recorded in CAD over the two-year period. The average amount of time taken for each self-initiated activity was 52 minutes. When juxtaposing the self-initiated data with the calls for service information discussed previously, the overall impact was that recorded self-initiated activity represented an average of 10% of a deputy's work day<sup>15</sup>. For purposes of aligning the definitions of unobligated and uncommitted/proactive time, then, an additional 10% of time should be added to the DCSO's 40% unobligated time target resulting in a 50% uncommitted/proactive time target by the project team's definition.

**(3) Whereas Existing Response Times are of Concern, There is no Strong Evidence to Support that They can be Improved with Additional Uncommitted Time Availability.**

Of greatest concern to the project team is the current response time performance of the DCSO, particularly with respect to what are currently classified as higher priority calls for service. The following response time information is duplicated from elsewhere in this report:

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<sup>15</sup> It should be noted that in nearly any law enforcement agency the level of self-initiated or proactive work is not always recorded in CAD, as staff are regularly performing such things as radar speed enforcement, case follow-up, and a variety of other tasks during their "available for call" uncommitted time periods. This is common practice, and the reason why uncommitted time percentages are set at the levels noted.

**Average Response Time (Minutes) for Primary Unit by CFS Priority and Day of Week**

<b>Priority</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Average</b>
<b>2</b>	00:18	00:12	00:15	00:13	00:14	00:14	00:16	<b>00:15</b>
<b>3</b>	00:14	00:14	00:14	00:15	00:14	00:14	00:14	<b>00:14</b>
<b>4</b>	00:22	00:20	00:20	00:21	00:22	00:21	00:23	<b>00:21</b>
<b>5</b>	00:26	00:26	00:28	00:28	00:26	00:26	00:29	<b>00:27</b>
<b>6</b>	00:28	00:26	00:26	00:30	00:26	00:28	00:26	<b>00:27</b>
<b>7</b>	00:26	00:27	00:22	00:25	00:25	00:27	00:23	<b>00:25</b>
<b>8</b>	00:22	00:29	00:23	00:28	00:25	00:25	00:28	<b>00:26</b>
<b>9</b>	00:30	00:41	00:30	00:40	00:31	00:26	00:29	<b>00:32</b>
<b>All Priority</b>								<b>00:21</b>

As suggested previously, these response time targets, particularly for the higher priority calls, are generally below desirable service levels of a seven minute response time to high priority calls in a rural area. Yet this response time should largely be discussed in the context of a deputy-safety issue, not a community service issue. This is due to the following facts:

- In 1977 a Kansas City Response Time Study found that a large proportion of the most serious (i.e., FBI Part 1) crimes are not susceptible to the impact of rapid police response. Further, the study found that for the majority of calls that could be impacted by rapid response, the rapidity of response was most often linked to how quickly the complainant called rather than how quickly the police department responded. Said in another way, the study found that very low response times did nothing to deter crime and did little to result in the immediate apprehension of criminals.
- In 1985 the Police Executive Research Forum's Studies in San Diego, Peoria and Rochester (NY) found that the use of sophisticated technology and deployment strategies to reduce response times were well intentioned but generally misguided – fast response times neither addressed crime effectively nor enhanced citizen satisfaction with the police department.

In general then, response time is largely an officer/deputy safety issue, as it is beneficial to have multiple units available, particularly for higher priority calls that involve life/safety issues.

The project team believes that addressing the DCSO's response time issues cannot be resolved by manipulating available proactive time to any degree; indeed, response time performance currently experienced is based on uncommitted time availability now of over 60%. Certain DCSO features will always impact response time, to include seasonal inclement weather and the large size of the County (over 1,200 square miles). However, there are a variety of operational approaches that can be implemented to impact response time favorably. These will be discussed in a following section. In summary, a proactive time target of 50% for the DCSO will not have a significant impact on response time either positively or negatively.

**(4) Based on Existing Field Services Strategies, There Are Other Resources Available in Case of Need to Augment Field Services Patrol Deputies.**

While the project team believes that the 50% proactive time target is reasonable given information noted previously, there are other resources available to augment patrol, if necessary, in the event of high priority major incidents (snow storms, terrorist attack, vehicle crash closing freeways, etc.). Some of this is due to the problem-oriented policing philosophy adopted. Additional resources currently available include:

- During the 1<sup>st</sup> and 2<sup>nd</sup> shift a total of nine community deputies are regularly deployed and can provide assistance, as necessary.
- During the 1<sup>st</sup> and portions of the 2<sup>nd</sup> shift there are detectives available both within the Public Safety Building and at the precinct locales.
- The Traffic Safety Team composed of six deputies is generally deployed some time during 1<sup>st</sup> or 2<sup>nd</sup> shifts.
- The Marine and Trails Enforcement Detail composed of three staff are occasionally available for field response.
- There are over a dozen contract deputies that, in the event of emergencies can respond generally during 2<sup>nd</sup> and 3<sup>rd</sup> shift.



- There are a variety of local police agencies in Dane County (including the Madison Police Department which is located in the County's center) that can provide back-up in the event of such issues. Such mutual aid has been done in the past with all Dane County law enforcement agencies and is common practice throughout the nation. It should be noted, however, that with respect to DCSO, the following is outlined in MPD's mutual aid policy, "The primary backup responsibilities for police or peace duties to all jurisdictions within Dane County *rest with the Dane County Sheriff's Office*. However, the policy of the Madison Police Department is to recognize that providing routine backup, and/or responding to minor assists, and/or assuring officer safety is part of being a good neighbor." In effect, both DCSO and their law enforcement agency counterparts are expected to provide mutual assistance; thus the inclusion of such DCSO workload in the calls for service modeling. In summary, there are a number of police agencies that can be relied on in the case of emergency as noted below:

**Dane County Policing Agencies Resource Availability - Minimum Staffing Levels<sup>16</sup>**

Agency	1st Shift (Min)	2nd Shift (Min)	3rd Shift (Min)
Cross Plains Police Dept.	1	1	1
Dane Police Dept.	0	0	0
Middleton Police Dept.	3	3/4	3/4
Shorewood Police Dept.	1	1	1
Waunakee Police Dept.	1	1	1
Belleville Police Dept.	Varies	1	Varies
Blue Mounds Police Dept.	0	0	0
Fitchburg Police Dept.	3	3	3
Mount Horeb Police Dept.	1	2	2
Town of Madison Police Dept.	2	2	2
Verona Police Dept.	Varies	2	Varies
Sun Prairie Police Dept.	4	5	4
Deforest Police Dept.	1	1	1
Marshall Police Dept.	1	1	1
U.W. Police Dept	3	Varies	Varies
McFarland Police Dept.	1	2	2
Maple Bluff Police Dept.	1	1	1
Cottage Grove Police Dept.	1	1	1
Stoughton Police Dept.	2	2.5	2.5
Monona Police Dept.	2	2	2
Capitol Police Dept.	5	3	2
V.A. Hospital Police Dept.	2	2	Varies
Brooklyn Police Dept.	-	-	-
Oregon Police Dept.	1	1	1
Town of Albion Police Dept.	-	-	-
Madison Police Dept.	23	26	16
State Patrol	2	2	2

<sup>16</sup> Some data is alleged to be questionable; however, the data is relevant for illustrative purposes.

In summary, beyond the field patrol deputy staffing levels necessary at 50% proactive/uncommitted time, there are a variety of other resources often available in the event of emergency situations.

**7. A 50% PROACTIVE TIME TARGET RESULTS IN FIELD DEPUTY STAFFING LEVEL DECREASES IN PATROL SERVICES.**

The following table regarding current staffing deployment for field services is replicated from a previous page:

**DCSO Field Services Patrol Deputy Deployment**

<b>Shift</b>	<b># Deputies Deployed</b>
1 <sup>st</sup> -0700-1500 hrs	18
2 <sup>nd</sup> -1500-2300 hrs	21
3 <sup>rd</sup> -2300-0700 hrs	21
Power Shift- 1900-0300 hrs	4
Cover Car- 1500-2300 hrs	2
"Field Task Force" (absentee coverage)	6
<b>TOTAL:</b>	<b>72</b>

The level of deputy deployment above results in proactive/uncommitted time proportions exceeding 60%, with ranges varying from 36%-90% dependent upon the time of day. Fully 86% of the 168 "time blocks" in a 7-day, 24-hour week exceed 50% uncommitted/proactive time. As detailed previously, the project team believes based upon all data that the current level of proactive time is excessive.

**(1) At a 50% Average Proactive Time Target, 58 Patrol Deputies should Be Fielded.**

To operate at the 50% proactive time target<sup>17</sup>, a total of fifty-eight (58) authorized staff positions in patrol field services should be fielded. This is based on the following factors:

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<sup>17</sup> To ensure a 50% proactive time target throughout most of the 24-hour period, the number of average patrol units necessary for each shift was calculated. A standard deviation calculation (with a moderate result) was applied and added to this mean, and then the resultant rounded up to achieve the number of patrol units required. Calculations

- Although each deputy is paid for 1,955 hours annually (a 37.5 hour work week), deputies are not available during all these hours. Scheduled and unscheduled leave such as sick, vacation, bereavement, compensatory time off, bereavement, etc., result in staff being unavailable for work.
- In addition to leave, various periodic administrative activities (beyond the day-to-day normal administrative time previously captured in the analysis) occur during work time, that make a deputy unavailable to work on-shift. These include in-service training, court time, union meetings, and other administrative functions.
- Based upon the above leave/administrative types, 1,375 hours per annum per deputy are used to reflect the amount of time per year that can be dedicated to all duties and responsibilities related to patrol field services. This number is based upon calendar year 2008 Personnel Replacement Factor data provided by the DCSO<sup>18</sup>.
- With respect to a vacancy factor, given the current economy, the extremely limited turnover presently experienced, and various calculations discussed herein that favor additional units fielded as opposed to fewer (e.g., rounding unit calculations upward), a limited 1% vacancy factor is currently satisfactory. As turnover increases, so too should authorized staffing levels to ensure the proper number of staff are fielded.

In consideration of the above variables, staffing calculations result in the need for 58 authorized positions in field patrol services—14 less than present patrol deputy staffing levels. The project team believes this level of staffing is appropriate and satisfactory given Dane County's community needs expressed by calls for service, as well as the DCSO's problem-oriented policing philosophy. This staffing reduction, however, is predicated on important operational shifts as discussed in the next section.

**Recommendation: Formally adopt a proactive time proportion of 50% uncommitted time.**

**Recommendation: In the mid-term, reduce field services patrol deputy staffing levels from the existing 72 positions to 58 authorized positions. This will result in a cost off-set of approximately \$930,000 annually in salary and benefits in patrol.**

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were then performed to determine how many staff were required to staff these units. This results in a minimum of 50%+ proactive time for the vast majority of time blocks.

<sup>18</sup> 1,475 net annual work hours available were very recently calculated for 2009. This demonstrates that such a figure can evolve annually.

**8. STAFFING REDUCTIONS SHOULD AND WILL BE PREFACED BY OPERATIONAL CHANGES IN FIELD SERVICES PATROL.**

The current method of conducting patrol services will likely be inadequate if significant staffing reductions occur in the absence of operational changes. Some of the operational changes that could occur include the following.

**(1) Deploying 58 Deputies in Patrol Requires A Different Deployment Strategy.**

The following table summarizes suggested deployment of 58 patrol deputies.

**DCSO Field Services Patrol Deputy Deployment**

Shift	# Deputies Deployed
1 <sup>st</sup> -0700-1500 hrs	19
2 <sup>nd</sup> -1500-2300 hrs	19
3 <sup>rd</sup> -2300-0700 hrs	11
Power Shift A- 1700-0100 hrs	2
Power Shift B- 1900-0300 hrs	2
"Field Task Force" (absentee coverage)	5
<b>TOTAL:</b>	<b>58</b>

The above schedule will result in the following deployed units based upon net availability (relief factor) considerations.

**5/8 6-3 Shift Deployment Program – 58 Patrol Deputies (# of Patrol Units Fielded)**

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	7	7	7	7	7	7	7
0100	6	6	6	6	6	6	6
0200	6	6	6	6	6	6	6
0300	5	5	5	5	5	5	5
0400	5	5	5	5	5	5	5
0500	5	5	5	5	5	5	5
0600	5	5	5	5	5	5	5
0700	9	9	9	9	9	9	9
0800	9	9	9	9	9	9	9
0900	9	9	9	9	9	9	9
1000	9	9	9	9	9	9	9
1100	9	9	9	9	9	9	9
1200	9	9	9	9	9	9	9
1300	9	9	9	9	9	9	9

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

1400	9	9	9	9	9	9	9
1500	9	9	9	9	9	9	9
1600	9	9	9	9	9	9	9
1700	10	10	10	10	10	10	10
1800	10	10	10	10	10	10	10
1900	11	11	11	11	11	11	11
2000	11	11	11	11	11	11	11
2100	11	11	11	11	11	11	11
2200	11	11	11	11	11	11	11
2300	7	7	7	7	7	7	7

**5/8 6-3 Shift Deployment Program – 58 Patrol Deputies (% Proactive Time by Time Block)**

	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>
0000	45%	76%	73%	75%	71%	67%	52%
0100	48%	77%	78%	75%	72%	70%	48%
0200	46%	75%	80%	74%	74%	67%	44%
0300	47%	78%	76%	75%	76%	77%	48%
0400	64%	75%	79%	75%	81%	76%	71%
0500	71%	71%	71%	70%	71%	70%	70%
0600	69%	54%	54%	55%	58%	55%	71%
0700	77%	55%	52%	50%	56%	50%	70%
0800	68%	47%	43%	46%	53%	49%	59%
0900	60%	49%	54%	54%	52%	53%	52%
1000	55%	52%	52%	58%	57%	52%	45%
1100	52%	55%	56%	51%	58%	50%	47%
1200	58%	55%	57%	53%	57%	53%	50%
1300	53%	57%	55%	53%	56%	54%	56%
1400	55%	55%	53%	50%	57%	50%	50%
1500	51%	49%	49%	48%	48%	44%	52%
1600	48%	42%	40%	43%	40%	34%	47%
1700	53%	48%	42%	43%	41%	39%	53%
1800	55%	51%	51%	56%	48%	50%	51%
1900	64%	61%	59%	61%	59%	58%	60%
2000	65%	64%	64%	63%	63%	60%	58%
2100	66%	67%	68%	68%	67%	56%	60%
2200	76%	76%	75%	72%	72%	62%	60%
2300	60%	68%	65%	67%	69%	55%	46%

With regard to the number of staff by assignment, number of units deployed by shift, and proportion of proactive time available, the following points are noted.

**(1.1) Overall Proactive Time is Appropriate at the Recommended Reduced Staffing Levels.**

The information in the previous table shows proactive time fluctuating by time of day and day of week at the noted patrol unit deployment schedule. Overall, the 50%+ proactive time target average is achieved on the 1<sup>st</sup> and 2<sup>nd</sup> shifts—only a few time blocks contain proactive percentages in the 30% to 40% ranges. Proactive time on the 3<sup>rd</sup> shift exceeds 60% on average. Proactive time during “graveyard shifts” is common as described further below; this latter percentage cannot be addressed through further reduced staffing levels without potentially severe operational risks. In sum, recommended staffing levels with the noted deployment strategy result in more than adequate proactive time across all shifts.

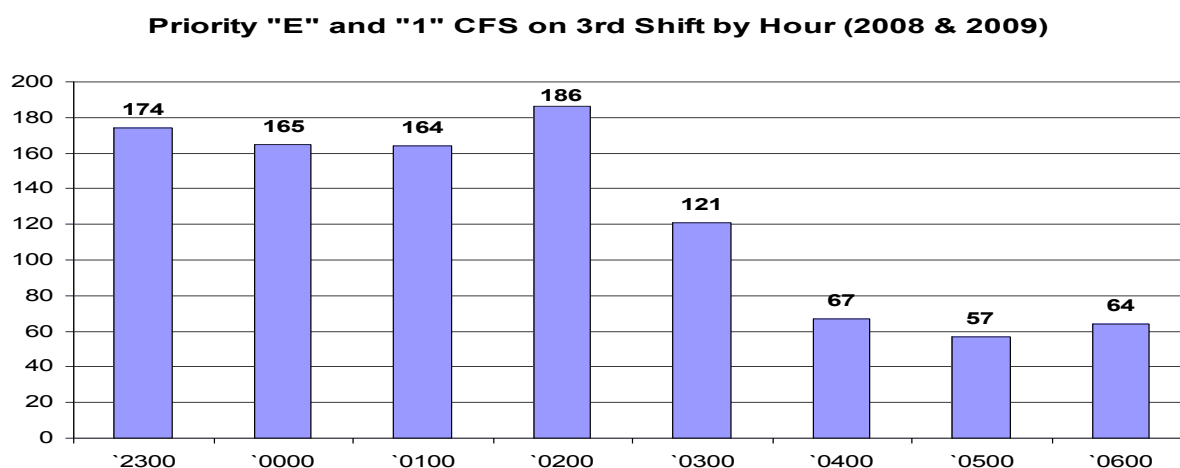
**(2.1) Reduced Staffing in Patrol is Primarily the Result of 3<sup>rd</sup> Shift Staffing Changes.**

The impact on patrol staffing levels is largely the result of a significant staffing decrease in the 3<sup>rd</sup> shift—the time period from 2300 hours to 0700 hours. While the average proactive time in the 3<sup>rd</sup> shift averages a high 67% over the course of the eight hour time frame, it has a wide range: from 44% to 81%. Such levels of proactive time in most law enforcement agencies are typically unavoidable during what is considered the “graveyard” shift; at issue primarily is the level of resources needed for officer safety and to respond to high priority or/or multi-unit calls for service, while allowing for sufficient law enforcement presence in the case of such events. Indeed, these issues—deputy safety and flexibility to respond in the case of multiple high risk calls— is one of

the primary concerns of the DCSO with respect to staffing changes. Reduction in deployment from seven units to the five units in the project team's staff modeling, is a significant concern of the Department. While the project team recognizes this unease, as such concerns are frequently displayed with respect to graveyard staffing levels, the decision to staff fundamentally based on workloads is ultimately a risk assessment exercise. The following points are noted with respect to 3<sup>rd</sup> shift activities.

**(2.2) Minimal High Priority Activities Occur on the 3<sup>rd</sup> Shift.**

The total number of high priority calls—those in the revised “E” and Priority “1” system that would benefit from a multi-unit response, is typically minimal on the 3<sup>rd</sup> shift. Over a two year period, the number of calls for service that fall in this high priority category averages 1.4 per day on the 3<sup>rd</sup> shift; this limited frequency significantly minimizes the risk that such calls will occur simultaneously. Indeed, such calls have a tendency to occur more frequently when the “power shift” units are deployed as opposed to when a lesser number of units are present in the latter half of the shift, as shown in the following chart.



Importantly, from a deputy safety perspective, many of these call types are urgent but not particularly high risk to the individual deputy. Of the Priority “E” and “1” calls, over 40% are related to traffic accidents or intoxicated drivers, and while these are clearly urgent calls, they are generally of very low risk to the deputy (other than the actual drive time, which has no bearing on the number of units fielded). Other high priority calls, such as family domestic cases (most frequent high priority call on the 3<sup>rd</sup> shift), fights in progress, and weapons violations, occur with slightly greater frequency than traffic accidents and OWI’s and average just over a half a call a day.

In summary, from an officer safety perspective, the probability of a high priority event occurring such that another 3<sup>rd</sup> shift deputy is unavailable to respond in a back-up role is very slim based on the data. Despite the recommended reduction in staffing levels for the 3<sup>rd</sup> shift, the actual call volumes, the type of calls occurring, and the proportion of proactive time available are such that recommend staffing should not have a measurable negative impact on deputy safety in the field.

**(2.3) The Chance is Marginal That Calls for Service that Might Benefit from Two or More Deputies Will Overlap.**

While the frequency of high priority calls for service during the 3<sup>rd</sup> shift is somewhat negligible, the number of calls that might benefit from more than one deputy is more significant. Lower priority calls such as non-injury accidents, suspicious persons or vehicles, alarms, and the like, may require more than one deputy present to ensure the scene is properly and safely resolved. Such calls, based on the project team’s review, represent approximately one-quarter or one-in-four of all calls occurring on the 3<sup>rd</sup> shift. This is not to imply that these calls must have two deputies respond, only that such call types could potentially benefit from a multi-unit response. Based on



the data, the project team believes that the various call types that might benefit from more than one deputy result in an average of three (3) of these calls daily occurring during the 3<sup>rd</sup> shift. This is more than twice the frequency of occurrence of the previously noted high priority calls. Therefore, the possibility that two calls will occur within the same time frame, with both benefiting from more than one deputy, is more likely than a “high risk” officer safety issue transpiring. This issue—an inability to field sufficient resources due to multiple simultaneous calls—is one of the other prime concerns of the DCSO with respect to reduced patrol staffing levels.

While a discussion of probability theory goes beyond the scope of this report, statistics can be used to estimate the chances such simultaneous events will occur. In brief, during the 3<sup>rd</sup> shift there is an approximate 6% chance during each “two-plus” deputy event that another “two-plus” deputy event will occur within the same timeframe. While the odds of such a multiple occurrence are infrequent, they are not infinitesimal. When such an event occurs this leaves little resources left in the County to respond elsewhere, particularly in the latter half of third shift. However, the chances that a third calls for service event occurs while these other units are occupied on their multi-unit calls (given the 3<sup>rd</sup> shift calls for service workloads volumes) is slim; thus, the chance of exhausting the DCSO’s patrol resources is marginal. In the outside event that such would occur, the Sheriff’s office may have to queue a call for later dispatch, clear deputies from an existing scene, or rely on mutual aid resources from other local law enforcement agencies.

In summary, given the totality of information, the project team does not believe there is sufficient risk with respect to deputy safety or the chance of simultaneous multi-unit calls that warrant a change in the recommended staffing levels.

**(3) Revise Power Shift Deployments.**

As shown in the Profile Section of this report four (4) deputies work the 6-on/3-off schedule on a “Power Shift” deployment from 1900-0300 hours. This provides additional coverage on the 2<sup>nd</sup> and 3<sup>rd</sup> shift’s busy service periods. The project team suggests revising the power shifts such that one shift begins at 1700 and another begins and 1900. This provides “better fit” coverage based on calls for service workloads. The two separate power shifts are staffed with two (2) deputies each (total of four (4) deputies).

**(4) Maintain the Field Task Force Concept in a Slightly Revised Format.**

The DCSO has found success in implementing a Field Task Force (FTF) to provide leave coverage for various field units (patrol, airport, MATE coverage, etc.). Currently the FTF is staffed with six personnel. The FTF was designed largely to help minimize overtime coverage—an issue impacting many law enforcement agencies nationwide. As a result of the formation of the FTF in March 2009, the DCSO has had some success reducing overtime, as reflected by the examples in the following table.

**Change in Overtime by Selected Category (Change Largely Attributed to FTF Implementation)**

<b>OVERTIME CATEGORY</b>	<b>CY 2008</b>	<b>CY 2009</b>
TRAINING	\$ 51,025.53	6,810.51
SICK LEAVE	\$ 86,577.40	65,296.12
TEAM CALL OUT	\$ 129,030.61	71,734.01
VACANT POSITION	\$ 38,630.15	19,205.05
RESTRICTED DUTY	\$ 14,216.75	4,046.05
FAMILY LEAVE	\$ 23,486.41	7,526.50
BOAT PATROL	\$ 53,674.50	32,090.40
VACATION/HOLIDAY	\$ 29,451.79	10,614.44
MILITARY LEAVE	\$ 15,398.67	6,247.55
FLSA-OVERTIME	\$ 25,393.87	13,083.48
WORKER'S COMPENSATION	\$ 28,911.03	864.85
PATROL (DUE TO WEATHER CONDITIONS)	\$ 13,935.74	4,933.83

While the Net Annual Work Hours (NAWH) calculated result in the Relief Factor of 2.12 used in prior staffing formulas,<sup>19</sup> and this Relief Factor is designed to calculate absence impacts, such a factor does not consider the “real life” inconsistencies of actual absenteeism whereby scheduled, unscheduled and long term absences (e.g., FMLA) can severely impact deployment strategies and costs to deploy personnel. As a result, the project team believes there is opportunity to continue the FTF program, if desired by the DCSO, under the following minor revisions:

- Deploy five (5) Field Task Force personnel instead of the current six (6) deputies. These five positions are part of the overall 58 positions assigned to patrol as shown in Section 8(1).
- Deploy two (2) Field Task Force personnel during 1<sup>st</sup> shift, two (2) during 2<sup>nd</sup> shift (with one covering the first power shift time period), and one (1) during the 2<sup>nd</sup> power shift time period.

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<sup>19</sup> The Personnel Replacement Factor or “relief factor” was 2.07 in 2001.

**(5) Consider Negotiating a 3-12 Shift Deployment Program.**

Various shift schedules can be implemented in a department, ranging from a 5-day / 8-hour work week, to a revised 8-hour schedule (such as that within the DCSO), to a 4-day / 10-hour work week, to a 12-hour deployment schedule.

A 4/10 work schedule's primary benefits are the additional days off provided to staff, the ability to have overlap coverage during peak workloads, and the ability to have an additional staff contingent available during overlap to undergo training or some other activity. With respect to the DCSO, there is no significant "peak calls for service workload" whereby an overlap of two shifts would prove significantly beneficial. Furthermore, there are several disadvantages. All shift schedules which are not equally divisible into 24 hours of the day suffer from cost inefficiencies. For example, a 4/10 plan requires three shift deployments totaling 30 hours of paid time to cover a 24-hour timeframe. The staffing requirements for a 9-, 10- or 11-hour schedule increase the number of staff needed on duty, and where some effectiveness could potentially be gained by the shift overlaps provided in these types of schedules, it is clearly more costly and thus less efficient than schedules equally divisible in a 24-hour time period. Despite the built-in cost inefficiencies, departments often elect to keep a 10-hour work schedule for a variety of reasons. These positive reasons, beyond those provided above, include negotiated contract agreements, having an attractive work schedule to make it easier to recruit new staff, and also retention of existing personnel. Given that the DCSO has a "cost-efficient" 8-hour schedule currently, and no real need for significant shift overlaps, developing a 4/10 work schedule alternative is not the most viable option.

The 12-hour deployment schedule that is receiving increasing popularity with many law enforcement agencies is a scheduling option worth noting. The project team believes that implementation of a 12-hour shift program can periodically solve various issues perceived by law enforcement personnel, oftentimes with the advantages outweighing various disadvantages. The noted disadvantages of a 12-hour work period are purported fatigue and difficulty coordinating court dates to allow for sufficient rest between shifts.

With regard to benefits, the following beneficial generalities can be noted about the 3/12 shift schedule. This information coincides with a recent study performed by Lincoln, Nebraska, including an officer survey of the LPD patrol regarding potential issues associated with its implementation of a 3/12 schedule. The survey noted:

- 100% of the respondents felt they were able to perform all police functions on the 3/12 schedule.
- 87% disagreed that they had become so tired during a shift that they were unable to function normally or safely.
- When asked about how rested they felt after returning from days off, 82% of officers said they were “very rested,” 9% percent felt “somewhat rested,” and an additional 9% found no difference from previous scheduling alternatives.
- When queried about their ability to work additional hours beyond a 12-hour shift, 42% felt there was no difference, 40% said they were “somewhat less able” to work, and 18% were “significantly less able” to work overtime.
- Positive mood and disposition changes had been noticed by the families of 77% of the respondents.
- Because a 3/12 program allows officers and their supervisors to always work identical shifts (often not the case on other schedules), approximately 50% of officers reported an improvement in their level of supervision, and 100% of surveyed employees were very satisfied with the “squad concept”—always working with the same sergeant and the same group of officers.<sup>20</sup>

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<sup>20</sup> All results found in the August, 2008 article from *The Police Chief* magazine.

In summary, the 3/12 shift schedule could potentially provide a number of benefits for the DCSO that could address one of its primary concerns—officer safety during low workload periods (e.g., the 3<sup>rd</sup> shift). Importantly, the 3/12 schedule could provide sufficient flexibility and staff resources with the recommended staffing level of 58 patrol deputies. The table below shows the number of units that could be deployed on a 3-12 shift program, and the resulting proactive time levels under the recommended patrol staffing contingent.

**3-12 Shift Deployment Program – 0600-1800, 1800-0600 (# of Patrol Units Fielded)**

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	8	8	8	8	8	8	8
0100	8	8	8	8	8	8	8
0200	8	8	8	8	8	8	8
0300	8	8	8	8	8	8	8
0400	8	8	8	8	8	8	8
0500	8	8	8	8	8	8	8
0600	10	10	10	10	10	10	10
0700	10	10	10	10	10	10	10
0800	10	10	10	10	10	10	10
0900	10	10	10	10	10	10	10
1000	10	10	10	10	10	10	10
1100	10	10	10	10	10	10	10
1200	10	10	10	10	10	10	10
1300	10	10	10	10	10	10	10
1400	10	10	10	10	10	10	10
1500	10	10	10	10	10	10	10
1600	10	10	10	10	10	10	10
1700	10	10	10	10	10	10	10
1800	8	8	8	8	8	8	8
1900	8	8	8	8	8	8	8
2000	8	8	8	8	8	8	8
2100	8	8	8	8	8	8	8
2200	8	8	8	8	8	8	8
2300	8	8	8	8	8	8	8

**3-12 Shift Deployment Program – (% Proactive Time Available by Time Block)**

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	52%	79%	76%	78%	74%	72%	58%
0100	61%	83%	84%	81%	79%	77%	61%
0200	60%	81%	85%	80%	80%	75%	58%
0300	67%	86%	85%	84%	85%	86%	67%
0400	78%	84%	87%	84%	88%	85%	82%
0500	82%	82%	82%	81%	82%	81%	81%
0600	85%	77%	77%	77%	79%	77%	86%
0700	79%	59%	57%	55%	61%	55%	73%
0800	72%	53%	49%	51%	58%	54%	63%
0900	64%	54%	59%	59%	57%	58%	57%
1000	60%	56%	57%	62%	62%	57%	50%
1100	56%	60%	60%	56%	62%	55%	52%
1200	62%	59%	61%	58%	61%	58%	55%
1300	58%	61%	60%	58%	60%	59%	60%
1400	59%	59%	58%	55%	61%	55%	55%
1500	56%	54%	54%	53%	54%	49%	57%
1600	53%	48%	46%	48%	46%	41%	53%
1700	53%	48%	42%	43%	41%	39%	53%
1800	44%	39%	39%	45%	35%	37%	38%
1900	50%	47%	43%	46%	44%	42%	45%
2000	51%	50%	50%	50%	49%	44%	42%
2100	54%	55%	56%	56%	55%	40%	46%
2200	66%	68%	66%	61%	61%	48%	46%
2300	65%	72%	69%	71%	73%	61%	53%

The above schedule, incorporating existing relief factors information<sup>21</sup>, would require staff deployments as shown in the following table.

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<sup>21</sup> Relief factor on a 12-hour program is calculated differently than on an 8-hour program. Assuming the same DCSO deputy net availability of 1,375 hours, a deputy must cover his/her "front-side" or "back-side" annual shift of 2,190 hours for the year. This results in a 1.59 relief factor for each of the four teams in the two shift schedule.

**3-12 Shift Deployment to Achieve Noted Units Fielded and Proactive Time**

<b>Shift</b>	<b>Deputies Assigned</b>
Front-side Team A (0600-1800)	16
Back-side Team B (0600-1800)	16
Front-side Team C (1800-0600)	13
Back-side Team D (1800-0600)	13
<b>Total Deputies</b>	<b>58</b>

The following is noted with respect to the demonstrated 12-hour shift schedule above:

- The schedule provides a greater average number of units deployed (9) than the noted 5-8 schedule (8.3). There are no fewer than eight patrol units ever deployed, thereby addressing the DSCO's primary staff reduction concern related to "officer safety."
- The schedule introduces a "team concept" whereby one or more supervisors are responsible for their team throughout the year.
- The schedule provides a marginal overall increase of proactive time throughout the week over the 5-8 of +2%.
- The schedule offers the various benefits typically attributable to a 3-12 shift program.

The development of a 3/12 shift schedule that meets the specific needs of the DCSO is beyond the scope of this report; there are numerous alternatives that can be designed. Changing work schedules must be performed in consultation with bargaining units to help ensure acceptance and a smooth transition. However, the following is representative of some varied approaches that can be taken when designing a 3/12 shift schedule:

- A 3/12 shift schedule can be developed that allows for rotating days off, thereby allowing all officers to have some weekend time off. One schedule would be: work two days, take two days off, work three days, take two days off, work two days again, then take three days off. The cycle then begins again.
- A 3/12 shift schedule can be developed that allows for fixed days off, thereby allowing officers to have a consistent time-off schedule. For example, one team works three consecutive days the first week with four days off, and four



consecutive days the second week with three days off. A counterpart team works in the opposite fashion (four work days, followed by three work days the second week). This results in an 84-hour schedule every two weeks, whereby the extra four hours can be provided in flex time—which officers are allowed to take at any time during the pay period, in whatever increments they chose so long as it has supervisory approval; which can be banked to allow for extra leave time; paid on an overtime basis; etc.

There are numerous 3/12 shift schedules that could be designed to meet the unique needs of the DCSO, through a collaborative effort between management and union representatives. In conclusion, the 3-12 shift is a 'meet and confer' issue, as it results in a change in working conditions. As such it cannot be implemented without Union approval. Furthermore, various issues will need to be resolved during such negotiations, to include an increase in compensated work hours from 1,955 to 2,190 and how such change will (or will not) be compensated for in going to this revised program. In effect, the 3-12 shift schedule is offered as an alternative operational approach to conducting DCSO business, with its inherent advantages and disadvantages. Implementation of such would, at best, be a mid-term goal.

**(6) Re-visit Beat Design and Deployment Strategies Exemplified by Urban versus Rural Resource Allocation.**

During the previously mentioned Problem-oriented Policing in-house exercise in the early 2000's it was noted, "As we continue with the Team Model we will constantly analyze data in order to maintain the proper beat configuration and staffing level." A beat re-design has not taken place since that time. The DCSO previously had difficulty obtaining CAD data by township in order to perform such an exercise, however, such information is now available.

With respect to beat deployment and ultimately beat reconstruction, there is no "right" method with respect to configurations or the number of beats. For example, the

City of Berkeley, California (103,000 population, 18 square miles) has eighteen beats; which amounts to far more beats for a far smaller area than Dane County. Deploying staff resources based on a fixed number of beats regardless of time of day, day of week or community problems is not ideal, particularly given that modern computerized technologies can, as programming allows, modify beat structures quickly dependent upon need. For example, an agency may wish to add a night time foot beat in a downtown area only. Similarly, an agency may wish to divide its service area into quadrants instead of “eighths” during the less active “graveyard shift.”

The purpose of constructing beats is to: 1) identify law enforcement service areas requiring specific needs; 2) to create service areas that facilitate expeditious response times; and/or 3) to create service areas that attempt to balance workloads among all areas. The present 9-beat system was intended to accomplish the noted objectives in the early 2000's.

The DCSO can benefit from revisiting its beat deployment philosophy. Recommended staffing levels no longer coincide with “9 deputies, one to each beat, throughout the day and week.” Such beat reconstruction considerations could include differentiating between urban and rural deployments. As noted earlier in the chapter, only nine generally adjacent urban townships (of 33 total) generate over 40% of the calls for service workload. These townships could potentially be classified as Urban Beat West (essentially Westport, Springfield, Middleton, Verona) and Urban Beat East (essentially Windsor, Burke, Sun Prairie, Cottage Grove, Blooming Grove, and Dunn) with resources deployed accordingly. Specific beat modeling is beyond the scope of this study; however, beat structures should be re-designed based upon resources

available and to meet the three objectives noted above. As a result, the DCSO should regularly revisit its beat structure framed by these goals.

**(7) Explore Other Strategies to Facilitate Effective Deployment.**

Beyond the above operational revisions noted, other possibilities exist to change the way patrol services are conducted, to include:

- **A re-visitation of call prioritization and dispatch practices.** The means by which units are dispatched impacts availability, deputy safety and ultimately service levels. Our examination of the current dispatch priority system indicates opportunities for revision to better provide “prioritized service.” For example, the two top priority calls (2 and 3) have an average of a four minute queue time which impacts overall response time and the rapidity in which a unit arrives on scene. Typically, highest priority calls should be dispatched within 60 seconds. The project team created a revised priority system to help facilitate an understanding of “higher risk,” “higher priority” calls versus those considered less demanding. The DCSO, in cooperation with the dispatch agency and other local law enforcement organizations (who all use the same eight priority system), can endeavor to revise and streamline the present call prioritizations to help facilitate better responses.
- **Further implementation of advanced technologies.** In law enforcement agencies that cover large geographies, such as Dane County, the implementation of some advanced technologies can prove extremely beneficial. One such technology is a GIS-based Vehicle Locator System (VLS) allowing real-time deployment of the closest unit to a call for service. Whereas in the concept of problem-oriented policing deploying the assigned beat car to a beat call is practical, in higher priority calls it is extremely beneficial to deploy the closest unit to the incident scene. Such technologies can improve deputy safety, response time, service delivery and use of available proactive time.
- **Re-allocation of Workloads.** The DCSO’s patrol deputies (as well as other field staff) are assigned a variety of cases for investigative follow-up, and while preliminary investigation is common practice among most law enforcement agencies, assigning follow-up investigation to patrol staff is performed in some agencies and not in others. Based on our review, there are no formal protocols in place at the DCSO related to what type of case a patrol deputy will follow-up. In the absence of formal case management, as discussed in the investigative chapter, it is difficult to manage patrol deputies’ proactive time which would be used for such investigations. In many other policing agencies, patrol staff (if they perform a follow-up function) do so on the following case types:

**Case Types Typically Assigned to Patrol**

<b>Case Type</b>	<b>Assigned Under the Following Circumstances</b>
Animal Complaint	No injury to reporting party.
Assault – Misdemeanor	No visible injuries to victim. Adults only.
Criminal Trespass	Suspect apprehension reasonable to limited.
Destruction of Property	Suspect apprehension reasonable to limited.
Exposing – Sexual Misconduct	Suspect apprehension reasonable to limited.
Vandalism and Graffiti	Suspect apprehension reasonable to limited.
Threats / Harassment (phone, etc.)	Suspect apprehension reasonable to limited.
Missing Property	Varied.
Petty Thefts, including from Motor Vehicle	Suspect apprehension reasonable to limited.

As shown by the above, investigation of felonies or high priority misdemeanors (e.g., domestic violence) is generally not assigned to field staff and is instead assigned to investigators. This indicates opportunity for transfer of some investigative workload from patrol deputies to detectives, thereby freeing additional proactive time to perform field-level problem-oriented policing. This workload transfer should be considered, particularly as recommendations made within the investigations chapter indicate some additional workload capacity for detective staff based upon caseload benchmark measures and other performance metrics.

In summary, there are a variety of operational changes that should be strongly considered prior to major staffing changes. This will help ensure that the DCSO can properly maintain appropriate service levels despite modest reductions in existing proactive time. Failure to address a variety of potential operational changes while implementing significant staffing reductions in patrol has a risk of impacting law enforcement service levels unfavorably.

**Recommendation:** Prior to significant staffing reductions in field services patrol, various operational changes should be explored and potentially implemented, to include beat re-design, shift schedules and shift deployment, call prioritization methods and current dispatch protocols related to high priority calls,

implementation of advanced technologies such as Vehicle Locator Systems tied to CAD and workload transfer of some investigative follow-up work to detectives.

**9. MODIFY THE MINIMUM FIELD SERGEANT SUPERVISOR STAFFING LEVELS CURRENTLY USED AND AUTHORIZE THE APPROPRIATE STAFFING LEVELS.**

As noted previously, the current number of field sergeants deployed to patrol is six positions. These staff operate on the 2<sup>nd</sup> and 3<sup>rd</sup> shifts, with no field sergeant supervisor dedicated to the 1<sup>st</sup> shift. Instead, the Precinct Lieutenants, who have varied duties and responsibilities which generally keep them in the office, are presently tasked with “field supervision” during the days.

Based on present authorized staffing levels, deployment schedules and personnel availability (after leave, etc.), there is regularly only one field sergeant deployed throughout the County on the 2<sup>nd</sup> and 3<sup>rd</sup> shifts to cover over 1,200 square miles and supervise several staff. This existing level of supervision is not fully appropriate given the size of the service area, the ratio of supervisors to line staff in most law enforcement agencies, as well as the fact that less experienced deputies are deployed during nights and early morning hours, particularly in comparison to their day counterparts.

The DCSO should adopt a minimum supervisory field staffing level of the following:

- 1<sup>st</sup> shift – One (1) Precinct Lieutenant at each Precinct on Weekdays (as is presently assigned); One (1) Field Sergeant for the entire County 7 days/week (currently there is no Sergeant). Given relief factor requirements, two (2) Sergeants must be assigned.
- 2<sup>nd</sup> shift – Two (2) Field Sergeants 7 days/week. Given relief factor requirements, four (4) Sergeants must be assigned.

- 3<sup>rd</sup> shift – One (1) Field Sergeant 7 days/week. Given relief factor requirements, two (2) Sergeants must be assigned. Based on previously noted reduced staffing levels in patrol, 1 Field Sergeant will likely be sufficient to oversee the smaller contingent of deputies.

In addition to the above, a moderate overtime budget must be developed to accommodate periodic scheduled and unscheduled leave of supervisory staff, despite the relief factor accommodation. For example, the following illustrative “schedule” demonstrates that with four staff positions assigned on the 6-3 schedule, there will be potential gaps in 2-supervisor coverage on occasion.

**Illustrative 6-3 Schedule for Four Supervisors**

Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Day 9	Day 10	Day 11	Day 12	Day 13	Day 14	Day 15
A	A	A	A	A	A				A	A	A	A	A	A
			B	B	B	B	B	B				B	B	B
C	C	C				C	C	C	C	C	C			
A	A	A	A	A	A				A	A	A	A	A	A

As shown above, there will be instances when scheduled or unscheduled leave will result in only one position being available in a three day period. In those instances, overtime should be authorized to maintain coverage.

In order to accommodate the noted minimum staffing levels, eight (8) Field Sergeant positions need to be authorized and allocated across shifts accordingly. The present distribution of two (2) Field Sergeants reporting out of each Precinct will need to be modified. The project team believes such field supervisory to staffing ratios is warranted, given revised staffing recommendations, for effective field supervision.

**Recommendation: Increase Field Sergeant supervisory levels in field services patrol from six (6) to eight (8) positions to enhance supervision consistent with best practices. Such positions result in an approximate additional cost of \$249,000 annually in salary and benefits plus modest overtime for periodic leave coverage.**

\* \* \*

The following sections discuss units that are often generally classified in law enforcement agencies as “Problem-oriented Policing” units. These are the specialized units beyond patrol services designed to provide specific types of services and address unique community issues. Whereas patrol services also embrace problem-oriented policing philosophies (as in the case of the DCSO responding to a variety of “Information” community-generated calls for service noted earlier in this chapter), the amount of time they can dedicate to specific issues is generally exceeded by their efforts related to calls for service response, general traffic enforcement, pedestrian stops, and the like. As such, dedicating specific units to perform specialized duties is now common practice in law enforcement agencies throughout the nation.

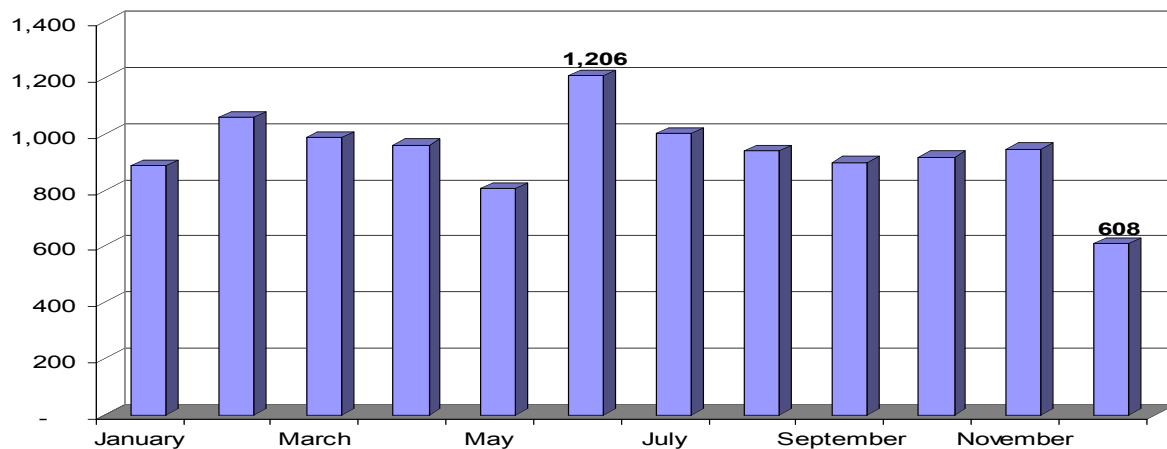
**10. THE TRAFFIC SAFETY TEAM PERFORMS EFFICIENTLY WITH ITS CURRENT CONTINGENT OF STAFF AND THE COUNTY HAS AN EFFECTIVE TRAFFIC ENFORCEMENT INDEX.**

Six (6) Traffic Deputies are deployed on motorcycles or cruisers and work the 5-day (Monday through Friday) shift schedule, 8.0 hours daily, flexing between 1<sup>st</sup> shift and 2<sup>nd</sup> shift as well as weekends dependent upon need. Specific duties and responsibilities are outlined in the Profile Chapter. There are a few major efforts Traffic Deputies should be involved with. These are discussed in the sections below.

**(1) The DCSO Traffic Safety Team Completes Citations Above the Best Management Practices Benchmark of 1.0 Tickets Per Hour.**

One important measure of traffic enforcement productivity, particular for a traffic unit, is the number of citations issued per field deployment hour. Based on calendar year 2009 data, the following bar chart shows the relative citation production for the Traffic Safety Team.

**2009 Traffic Safety Team Citation Production by Month**



The data shows that citation production fluctuated from 608 citations in December to 1,206 citations in June. Given seasonal weather this variance is to be expected. Total citations generated for the Unit in 2009 equaled 11,452 citations as well as 241 warnings. Of these citations, 1,169 were written on grant-funded overtime. Based on the project team's research over two decades, we have discovered that a productive motor unit should be able to generate 1.0+ citations/warnings per field deployed hour. Based on the estimated net annual field hours available to the Traffic Safety Team and the 2009 non-grant citation production of 10,283 citations, the Unit produces approximately 1.2 citations per deputy per hour. The Unit exceeds this 1.0+ performance benchmark and is deserving of accolades.

**(2) The Dane County Sheriff's Office Traffic Enforcement Index Achieves Best Management Practices Standards.**

The overarching and primary mission of traffic enforcement is reducing the occurrence of death and injury related to vehicular accidents. To that end, minimizing both fatal and injury accidents should be a core business responsibility of the Traffic Safety Team. Research by the Northwestern University Traffic Safety Institute suggests



that there is a strong correlation between accidents, driving under the influence of alcohol, and the ability to enforce traffic laws and generate citations. In brief, as citations and driving while intoxicated arrests go up, injury and fatal accidents generally go down. Consequently, a Traffic Enforcement Index (TEI) was developed by the Traffic Safety Institute and has been largely adopted by the Matrix Consulting Group as a valid analysis tool. The TEI is a performance indicator of traffic enforcement effectiveness, which suggests that the ratio of injury/fatal accidents to the number of moving citations plus the number of OWI arrests should be, at the lowest, in the 1:25 range and ideally 1:40 or better.

The TEI is composed of both the efforts of a dedicated Traffic Enforcement Team as well as the citations and OWI arrests generated by patrol services. Based on calendar year 2009 data provided by the DCSO, the following table is shown:

**2009 DCSO Traffic Enforcement Index (TEI) Data**

<b>Activity</b>	<b>Number of Activities</b>
Citations by Traffic Safety Team (regular time)	10,283
Operating While Intoxicated Arrests	536
Citations by Patrol (regular time)	12,362
TOTAL Citations/OWI	23,181 <sup>22</sup>
Fatal and Injury Accidents	572
<b>TRAFFIC ENFORCEMENT INDEX:</b>	<b>1:40</b>

While the Traffic Safety Team's current contingent of six deputies performs well, their services are certainly augmented by patrol deputies who are also dedicated to traffic enforcement activities. Because of this partnership, the DCSO has achieved the best practice TEI standard of 1:40.

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<sup>22</sup> Totals do not include grant funded overtime citations, as these are not necessarily consistent each year. As a result, the TEI was calculated based upon "regular time" performance. If overtime citations were included the TEI would improve even further beyond current best practice levels.

It should be noted that with the recommended reduced field staffing levels in patrol, citation production will decline. Such staffing and citation reductions cannot be offset by increased performance of the Traffic Safety Team, as they are already performing well. Essentially, the approximate 20% decrease in patrol staffing will likely result in at least a 20% drop in citation production. In order to maintain the TEI at appropriate best practice levels, the project team would recommend augmenting the Traffic Safety Team in order to compensate for the citation production loss in patrol.

Given the evidence, and the fact that all types of vehicle crashes—hit and runs, injury, non-injury accidents, etc.—represent the single most frequent type of field incidents recorded by the DCSO, the project team recommends that the Traffic Safety Team be increased in size from six to nine Deputy positions. Assuming the same performance outputs from new traffic Deputies, this should result in maintaining the Traffic Enforcement Index best management practices target of 1:40. The DCSO should allocate these staff to focus on both traffic enforcement, driving while intoxicated arrests, and as practical accident response.

**Recommendation: Expand the Traffic Safety Team from six (6) to nine (9) Deputy positions to maintain the Traffic Enforcement Index. Such positions can be transferred from existing field patrol services at an estimated re-allocation cost of approximately \$200,000 annually in salary and benefits.**

**Recommendation: As the Sheriff's directives is for patrol to emphasize traffic enforcement activities, there should be sufficient flexibility to deploy these additional three deputies as necessary, whether within the dedicated Traffic Enforcement Team, another specialized patrol unit dedicated to fatal/serious injury accident reductions (e.g. OWI Enforcement), and the like.**

**11. THE NUMBER OF COMMUNITY SERVICES DEPUTIES IS GENERALLY DRIVEN BY PROBLEM-ORIENTED POLICING PHILOSOPHIES AND AVAILABLE PERFORMANCE METRICS DEMONSTRATING OUTPUTS AND OUTCOMES.**

Problem-oriented policing positions are more difficult to review than their patrol counterparts, particularly those that are specialized to meet unique community needs or requests. Such positions include a variety of sworn personnel throughout the nation, from Crime Prevention Officers and DARE Officers to School Resource Officers and Community Deputies. These positions are often defined as ancillary as they tend to support the core services provided by law enforcement to generally include calls for service response, criminal investigations, and in the case of a sheriff's department jail and bailiff services. As such, the staffing levels are largely predicated on agency policy and strategy surrounding problem-oriented or community-based policing and the ability of the organization to fund these types of positions.

The DSCO currently has nine (9) Community Deputy positions, one for each beat assignment. Interestingly, deputies do not work the same schedule; some are deployed on 1<sup>st</sup> shift and some deployed on 2<sup>nd</sup> shift, although all flex time as necessary. Staffing has increased from the five (5) positions present in the early 2000's, as a result of the aforementioned in-house problem-oriented policing project. In effect, staffing nearly doubled in the Community Deputy ranks as a result of the "POP" initiatives.

The project team was not initially able to collect any recorded workloads from the community deputies with respect to "problem oriented policing directives;" information provided was largely estimates of work performed. As a result, the Community Deputies, based on the project team's request, participated in a self-reporting exercise for a two month period to portray the work which they accomplished. The information

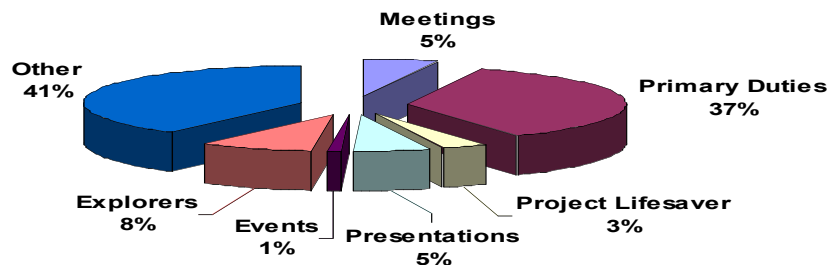
provided by the self-reporting exercise indicated some interesting outcomes. The following table, representing work efforts, is essentially abstracted from the spreadsheet of information provided by the Community Deputies.

**Community Deputy Self-Reporting Exercise – Jan/Feb 2010**

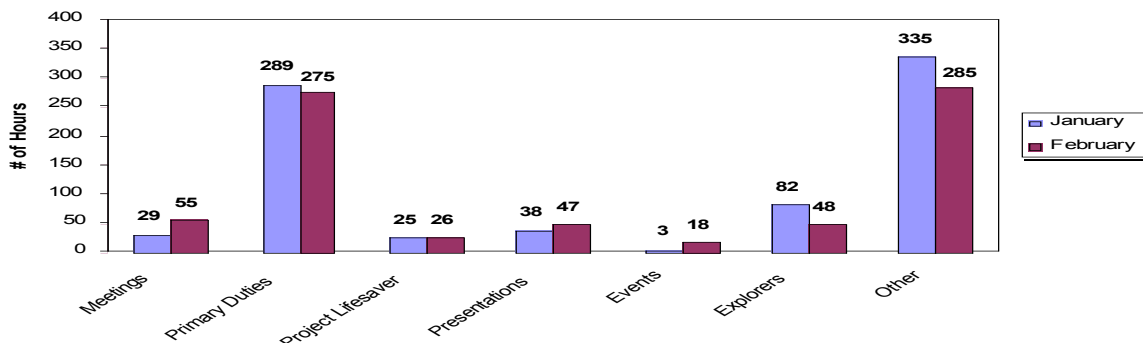
TYPE	Jan-10			Feb-10		
	#	Time Spent	% of Time	#	Time Spent	% of Time
<b>Meetings</b>						
JFF	6	10.6	36%	11	16.6	30%
Town Board	4	4.1	14%	9	8.3	15%
All Other	25	14.7	50%	22	30.3	55%
<b>Totals</b>	<b>35</b>	<b>29.4</b>		<b>42</b>	<b>55.2</b>	
<b>Primary Duties</b>						
Patrol Calls	34	70.5	24%	41	65.1	25%
Patrol Assigned Beat		78.1	27%		95.6	35%
Follow-Up		68.2	24%		54.6	20%
All Other		72	25%		60.1	20%
<b>Totals</b>	<b>34</b>	<b>288.8</b>		<b>41</b>	<b>275.4</b>	
<b>Project Lifesaver</b>						
Initial Hook-Up	1	1.8	7%			
Battery Changes	30	23.2	93%	30	25.5	100%
<b>Totals</b>	<b>31</b>	<b>25</b>		<b>30</b>	<b>25.5</b>	
<b>Presentations</b>						
Internet Safety	1	6.5	17%			
Risky Behavior	2	6	16%	1	3	6%
All Other	1	1.8	5%	4	9.5	20%
GREAT				4	14	30%
Prep Time		24.1	63%		20.2	43%
<b>Totals</b>	<b>4</b>	<b>38.4</b>		<b>9</b>	<b>46.7</b>	
<b>Events</b>						
Mock Acc Prep		3	100%		4	22%
Car Seat Checks				2	14	78%
<b>Totals</b>		<b>3</b>		<b>2</b>	<b>18</b>	
<b>Explorers</b>						
Meetings	6	60	73%	2	10	21%
Competitions				1	24.5	51%
Public Events				7	9.8	21%
All Other		21.8	27%		3.4	7%
<b>Totals</b>	<b>6</b>	<b>81.8</b>		<b>10</b>	<b>47.7</b>	
<b>Other</b>						
Vehicle Maintenance		10.7	3%		8.2	3%
Training		92	27%		103.5	41%
Office Time		232.4	69%		173.1	61%
<b>Totals</b>		<b>335.1</b>			<b>284.8</b>	

This detailed data is summarized in the two diagrams which follow:

**Distribution of Community Deputy Workload**



**January/February 2010 Community Deputy Service Totals (Hrs)**



The data both by percentage as well as number of hours reveals interesting results:

- Primary duties represent over 550 hours of work in two months and over one-third of Community Deputy dedicated time. Patrol calls and proactive patrol services in their assigned beat reflect the primary duties and responsibilities. Another area of service is follow-up investigations also performed by detectives and patrol deputies.
- “Other” duties reflect over 600 hours of work in two months and over 40% of Community Deputy dedicated time. Nearly two-thirds of this “Other” category is dedicated to office time performing various tasks.
- A variety of community-based efforts—various meetings, events, presentations, etc.—represent approximately 15% of Community Deputy dedicated time.

- Working with Explorers took nearly 130 hours of work in two months or 8% of Community Deputy dedicated time.

It should be noted that the Community Deputies made it very clear to the project team that the self-reporting exercise was only illustrative, as different types of activities are performed dependent upon the season and different emphases is placed on certain functions based upon the time of year.

Beyond the self-reporting exercise, information was provided with respect to “field work” performed by assigned Community Deputies in 2008 and 2009. This work is reflected in the following:

**Case/Incident/Activity Workload Assigned to Community Deputies (2008 & 2009)**

Deputy	Service	Primary	Back-up	Reports	Annual Cases Assigned (2008) <sup>23</sup>	Avg./Mo	Annual Cases Assigned (2009)	Avg./Mo	2 year Average/Mo.
CD1	5/17/09 - present	83	58	71			141	21.7	22
CD2	2004 - 5/10/09	113	109	98	165	13.8	57	10.4	12
CD3	1999 - 6/16/2008	45	32	17	77	11.9			12
CD4	8/2007-present	284	270	168	318	26.5	236	19.7	23
CD5	1999 - present	33	73	23	62	5.2	44	3.7	4
CD6	6/30/02 - present	99	121	105	121	10.1	99	14.2	12
CD7	11/29/09 - present	10	6	5			16	16	16
CD8	11/9/08 - present	94	98	53	14	8.8	178	14.8	12
CD9	2002 - present	68	113	66	94	8.2	87	7.3	8
CD10	7/2005 - present	139	216	146	164	13.7	191	15.9	15
CD11	8/2007-present	184	203	109	217	18.1	170	14.2	16

<sup>23</sup> The two Annual Cases Assigned columns reflect case incidents when a Community Deputy responded in a primary or back-up capacity. The sum of the two columns is equal to the sum of the Primary and Back-up columns.

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

CD12	6/30/02 - 8/16/08	5	15	4	20	3.1		3
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The following is noted with respect to the preceding table's information:

- Case-related workload varies significantly by Community Deputy. For those deputies providing service in the entire two-year timeframe cases range from 4 – 23 per month with the average being 13 cases monthly.
- For those deputies providing service in the entire two-year timeframe "Primary Handlers" range from a two-year total of 33 to 284.
- For those deputies providing service in the entire two-year timeframe "Back-up Handlers" range from a two-year total of 32 to 216.
- The above data does not consider the impact of long-term absences or extended leave. And while this presumably would have an impact on the amount of activity documented by the community deputies in '08-'09, it cannot fully account for the significant fluctuations in the types of work noted.

The above information demonstrates that there is a huge fluctuation in what duties Community Deputies are performing, with an apparently limited consistency among them.

The above information can be detailed further by looking at the actual "case" history of Community Deputy 1 (CD1) as demonstrated below.

Call Type	Primary	Backup	Reports	Date of Incident
911 DISCONNECT		1		02/18/08
911 DISCONNECT		1		03/25/08
911 DISCONNECT		1		03/28/08
ABANDONED 911	1			04/16/09
ACCIDENT-INJURY		1		12/19/08
ACCIDENT-INJURY		1		05/15/09
ACCIDENT-INJURY	1		1	09/21/09
ACCIDENT-NO INJ		1		06/26/09
ACCIDENT-NO INJ	1			09/11/09
ACCIDENT-NO INJ		1		12/11/09
ACCIDENT-V/DEER	1			09/30/08
ALARM-UNF	1			02/13/08
ALARM-UNF		1		05/05/08
ALARM-UNF	1		1	09/25/08
ALARM-UNF	1			10/29/08

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Call Type	Primary	Backup	Reports	Date of Incident
ALARM-UNF		1		01/05/09
ARRESTED PERSON	1		1	10/16/08
ARRESTED PERSON		1		10/28/08
ARRESTED PERSON	1		1	01/09/09
ARRESTED PERSON		1		05/19/09
ARRESTED PERSON		1		09/21/09
ASSIST AGENCY	1			02/04/08
ASSIST AGENCY		1		06/12/08
ASSIST AGENCY		1	1	07/08/08
ASSIST AGENCY	1		1	07/11/08
ASSIST AGENCY	1			09/23/08
ASSIST AGENCY		1		10/01/08
ASSIST AGENCY		1		11/04/08
ASSIST AGENCY	1			11/26/08
ASSIST AGENCY	1			12/02/08
ASSIST AGENCY	1		1	02/27/09
ASSIST AGENCY		1		08/12/09
ASSIST AGENCY		1		08/12/09
ASSIST AGNCY K9		1		06/01/09
ASSIST CITIZEN	1			09/24/08
ASSIST CITIZEN	1			12/19/08
ASSIST CITIZEN		1	1	02/26/09
ASSIST CITIZEN		1		09/24/09
ATL-PERSON		1		05/18/09
BATTERY	1		2	05/05/08
BATTERY	1			05/22/08
BATTERY		1	1	03/22/09
BURGLARY/RES		1		09/17/08
BURGLARY/RES		1	1	09/29/08
CHECK AREA/PROP	1			10/09/08
CHECK AREA/PROP		1		04/02/09
CHECK PERSON	1			02/04/08
CHECK PERSON		1	1	03/04/08
CHECK PERSON	1			05/19/08
CHECK PERSON		1		08/26/08
CHECK PERSON		1		09/29/08
CHECK PERSON		1		10/17/08
CHECK PERSON		1		12/05/08
CHECK PERSON		1		02/27/09
CHECK PERSON	1		1	03/10/09
CHECK PERSON		1		05/26/09
CHECK PERSON		1		06/29/09
CHECK PERSON		1		08/14/09
CHILD ABUSE	1		1	11/06/08
DAMAGE TO PROP	1		1	10/26/09
DEATH INVEST.		1	1	03/26/08



**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Call Type	Primary	Backup	Reports	Date of Incident
DISTURBANCE		1		02/19/08
DISTURBANCE		1		11/04/08
DISTURBANCE		1		12/18/08
DISTURBANCE		1	1	04/08/09
DISTURBANCE		1	1	10/31/09
DOMESTIC	1		1	06/13/08
DOMESTIC		1		11/03/08
DOMESTIC		1		07/03/09
DOMESTIC	1			10/29/09
DOMESTIC	1		1	12/07/09
DOMESTIC	1		1	12/11/09
DRUG INVEST.	1		2	09/18/08
DRUG INVEST.		1		03/31/09
DRUG INVEST.	1		1	04/29/09
EMS ASSIST	1			04/23/08
EMS ASSIST		1		07/16/08
EMS ASSIST		1		07/21/08
EMS ASSIST		1		12/19/08
EMS ASSIST		1		06/25/09
EXPLSVE ORD DSP		1		02/17/09
FIRE INVEST (P)		1		02/23/09
FIRE INVEST (P)		1	1	03/15/09
FOLLOW-UP	1			08/14/08
FRAUD	1		1	03/28/08
INFORMATION		1		04/23/08
INFORMATION	1			05/05/08
INFORMATION		1		06/04/08
INFORMATION	1			12/16/08
INFORMATION		1		04/16/09
INTOX. DRIVER		1		05/05/08
JUV CONTACT		1	1	07/07/09
JUV DISTURBANCE		1		11/10/08
JUV DISTURBANCE	1		1	06/29/09
JUV DISTURBANCE	1			10/16/09
LANDLORD/TENANT		1		05/14/09
LIQUOR LAW VIOL		1		06/06/08
LIQUOR LAW VIOL	1		1	06/19/08
LIQUOR LAW VIOL		1		08/13/08
LIQUOR LAW VIOL	1		1	08/21/08
LIQUOR LAW VIOL		1		04/09/09
LIQUOR LAW VIOL		1		05/07/09
LIQUOR LAW VIOL	1		1	06/06/09
LIQUOR LAW VIOL		1		08/12/09
MISSING JUVEN.	1		1	02/03/08
MISSING JUVEN.		1	1	04/22/08
MISSING JUVEN.		1	1	07/11/08

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Call Type	Primary	Backup	Reports	Date of Incident
MISSING JUVEN.	1		2	07/16/08
MISSING JUVEN.		1		01/15/09
MISSING JUVEN.		1		03/19/09
MISSING JUVEN.		1		03/26/09
MISSING JUVEN.		1		10/15/09
NEIGHBOR TROUBL		1		11/05/08
ROBBERY/S.ARMED		1	1	05/21/08
ROBBERY/S.ARMED		1		09/08/09
SAFETY HAZARD		1		06/13/08
SAFETY HAZARD	1			12/09/09
SAFETY HAZARD	1			12/15/09
SEARCH WARRANT		1		11/05/08
SEX ASSLT-CHILD	1		2	04/11/08
SEX ASSLT-CHILD	1		2	11/09/09
SEX ASSLT-CHILD	1		1	12/11/09
SPECIAL EVENT	1		1	02/23/08
SPECIAL EVENT		1		03/17/08
SPECIAL EVENT		1		03/18/08
SPECIAL EVENT		1		04/08/08
SPECIAL EVENT		1		04/10/08
SPECIAL EVENT		1		04/14/08
SPECIAL EVENT		1		04/23/08
SPECIAL EVENT		1		05/01/08
SPECIAL EVENT		1		05/12/08
SPECIAL EVENT		1		05/12/08
SPECIAL EVENT		1		05/22/08
SPECIAL EVENT		1		06/09/08
SPECIAL EVENT		1		06/19/08
SPECIAL EVENT		1		08/13/08
SPECIAL EVENT		1		09/05/08
SPECIAL EVENT		1		09/10/08
SPECIAL EVENT		1		09/19/08
SPECIAL EVENT	1		1	11/19/08
SPECIAL EVENT	1		1	11/20/08
SPECIAL EVENT	1			11/20/08
SPECIAL EVENT		1		01/26/09
SPECIAL EVENT	1		1	01/27/09
SPECIAL EVENT	1		1	02/05/09
SPECIAL EVENT		1		02/12/09
SPECIAL EVENT		1		02/12/09
SPECIAL EVENT		1		03/18/09
SPECIAL EVENT		1		03/19/09
SPECIAL EVENT	1		1	04/14/09
SPECIAL EVENT		1		04/28/09
SPECIAL EVENT	1		1	05/14/09
SPECIAL EVENT	1		1	05/14/09

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Call Type	Primary	Backup	Reports	Date of Incident
SPECIAL EVENT		1		05/26/09
SPECIAL EVENT		1		06/24/09
SPECIAL EVENT		1		07/02/09
SPECIAL EVENT		1		07/02/09
SPECIAL EVENT	1		1	08/27/09
SPECIAL EVENT		1		09/09/09
SPECIAL EVENT		1		09/21/09
SPECIAL EVENT		1		09/24/09
SPECIAL EVENT		1		09/24/09
SPECIAL EVENT	1		1	10/26/09
SPECIAL EVENT	1		1	10/26/09
SPECIAL EVENT	1		1	10/26/09
SPECIAL EVENT		1		11/11/09
SPECIAL EVENT		1		11/17/09
SPECIAL EVENT	1		1	11/17/09
SUSPICIOUS PERS		1		05/13/08
SUSPICIOUS PERS	1		1	08/26/08
THEFT		1	1	10/14/09
THEFT FROM AUTO		1	1	09/28/09
THEFT FROM AUTO	1		1	11/02/09
TRAFFIC INCIDNT	1		1	09/17/08
TRAFFIC INCIDNT		1		10/14/08
TRAFFIC INCIDNT	1			05/05/09
TRESPASS CMLNT	1		1	06/10/08
TRESPASS CMLNT		1	1	11/03/08
VIOLATE CRT ORD		1	2	05/14/08
VIOLATE CRT ORD	1		1	04/08/09
WEAPONS VIOL.		1		01/09/09

The following is noted with respect to the previous table's information:

- The Community Deputy's log shows responses to a wide variety of incidents ranging from alarm response to weapons violations. Many of these are in direct response to assisting patrol deputies in performing their services.
- Those activities described as Special Events represent community undertakings consistent with various problem-oriented policing exercises or community support endeavors. These activities, however, numerically represent the significant minority of activities in the two year log. What is unclear is the proportion of time spent in each activity (which is not readily available).

Based on the above log only, it is difficult to distinguish in most circumstances how a "problem-oriented and focused" Community Deputy significantly differs from his/her patrol counterparts.

Despite the wealth of metric information provided above, it is difficult to quantify to what level such activities are value-added with respect to a problem-oriented policing program. Clearly working with the Explorer program is critical if the DCSO desires such a youth-based program. However, spending significant efforts on “office time” is unclear. Further, patrolling beat areas a large portion of time and responding to calls for service may be largely redundant, as such activities have been considered and incorporated into staffing level suggestions for patrol deputies. Of course, Community Deputies perform other types of proactive functions compared to their patrol counterparts (e.g., neighbor problem solving) but it is unclear in the absence of detailed tactical action plans, directed patrol plans, or formalized problem-oriented policing directives, as to how Community Deputies are specifically performing differently when they are operating on patrol.

A review of the DCSO Annual Report provides some additional insight as to the types of activities performed by the Community Deputies. The following is abstracted from the 2008 report:

*The Dane County Sheriff's Office Community Deputies are unique positions designated to enhance the overall effectiveness in identifying and dealing with community-based problems. Community Deputies are assigned to a specific geographic beat and work closely with beat deputies. Together they take a proactive approach to solving problems in their beat.*

*Community Deputies are responsive to many quality of life issues that have not been considered a law enforcement function in the past, but if left unattended may lead to significant law enforcement problems. Community Deputies work closely with numerous agencies such as: human services, town government, school officials, other law enforcement agencies, Department of Corrections, Humane Society, TRIAD and SAFE Kids, just to name a few.*

*Using community resources and agencies, Community Deputies assist in taking a multi-disciplinary approach to problems. The primary focus of the Community Deputies is to increase the effectiveness*

(emphasis added) of the Dane County Sheriff's Office in the areas of 'at risk' families and youth, elderly issues, and recurring neighborhood incidents. Community Deputies accomplish this by conducting follow-up on law enforcement contacts in which 'at risk' behavior is present or there are recurring incidents. Crime prevention and community relations/presentations are also a significant responsibility of the Community Deputies.

In addition to above, the project team was provided with a number of accolades with respect to the services provided by the Community Deputy contingent. The following is one such example (redacted as appropriate).

To Whom It May Concern:

We would like to thank [REDACTED] for his very special presentation at LaFollette High School regarding drugs and alcohol issues. The eye-opening information that she presented to the students and teachers at the meeting will definitely be useful in their decision-making processes regarding their future.

We would enthusiastically invite [REDACTED] to our school for future presentations. Her warm personality and charisma made it easy for the students to connect with her.

Clearly the community is in many ways supportive of the DCSO Community Deputies' program initiatives. At issue, however, is how many staff are needed to conduct such services.

The project team performed a comparative survey of other comparable agencies that were agreed upon by the DCSO management. The following table shows the results of this comparative survey:

**Comparison of DCSO Community Deputy Staffing with Other Regional Sheriff Offices**

<u>Agency</u>	<u>CRO</u>	<u>Population</u>	<u>Sq Miles</u>	<u>Cities</u>	<u>Townships</u>	<u>Villages</u>
	<u>8</u>					
Brown Co. Sheriff's Office	Dep - 8	226,778	528	2	13	9
	<u>9</u>					
Racine Co. Sheriff's Office	Dep - 9	199,510	333	2	6	9
	<u>11</u>					
	Sgt - 2					
	Dep - 8					
Sedgwick Co. Sheriff's Office	Civilian - 1	476,026	1008	20	27	0
	<u>5</u>					
Waukesha Co. Sheriff's Office	Dep - 5	380,629	556	8	12	18
	<u>9</u>					
Dane County Sheriff's Office	Dep - 9	491,357	1202	7	19	34

In summary, the number of staff dedicated to community or problem-oriented policing varies widely by agency, ranging from 5 to 11 dependent upon the community in question.

The totality of information above provides a framework for how the current Community Deputy program is operating and how it may be perceived by the community. Critically however, there is currently no existing method to adequately measure this program's effectiveness, or what special impact Community Deputies have in resolving local problems. In the absence of such performance information, and in conjunction with the above self-reporting and other data, it is difficult for the project team to justify a Community Deputy staffing contingent based solely upon a decade-old beat structure design—a beat structure that currently has community generated calls and self-initiated activity workload differentials of up to 50% among these areas.

In light of the information previously provided, the project team cannot recommend a contingent of Community Deputies that is currently equivalent to deploying a full “day shift’s” worth of patrol field staff. Workload (case-related) variances among staff are too great; self-reporting exercises indicate activities that may have marginal value (e.g., “Other Workload”); and comparative data with other regional law enforcement agencies is not conclusive. The DCSO strongly believes that the method for measuring a Community Deputy program's effectiveness is to support recognized academic standards whereby public surveys are used for measuring the effectiveness related to questions surrounding: *1) the public level of fear of crime, 2) public safety, and 3) public perceptions of crime.* Such a survey has not been conducted by the County and is beyond the scope of this engagement. Until specific and identifiable

performance measures and outcomes can be linked to the Community Deputies' services there is presently no justification for the existing staffing contingent of nine personnel.

Several steps should be taken by the Community Deputies program<sup>24</sup> to improve the tracking of performance—linking goals to objectives and ultimately to outcomes—and overall enhancement of problem-oriented policing “performance management.” The value of performance measurement cannot be underestimated, particularly since performance measurements should be a core business practice of all progressive agencies and fundamental to successfully managing law enforcement services, especially those that can be defined as ancillary. An often repeated phrase is, “You cannot manage what you can’t measure.” The belief in this sentiment is the cornerstone of the performance measurement philosophy.

The DCSO should adopt the SMART philosophy of performance measurement and performance goals and objectives development for its Community Deputies and other relevant programs. SMART is an acronym for (S)pecific, (M)easurable, (A)chievable, (R)elevant, and (T)ime-bound. Specifically:

Specific	Objectives must express the action and results required so that the reviewer of the objective can see clearly whether or not the objective has been achieved.
Measurable	When setting objectives, there must be some way of measuring and validating whether the objective has or has not been achieved, and to what level of success or failure.
Achievable	Although objectives should be challenging and encourage continuous improvement, they must be reasonable and achievable.
Relevant	The objectives must be pertinent to the organization's core business practices and measure performance that reflects critical operations fundamental to the success of the work unit's mission.
Time bound	Objectives need to have clear time frames attached to them such that success or failure can be analyzed within an established period.

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<sup>24</sup> Many of the DCSO's programs can benefit from the performance management approach discussed.

SMART performance management provides linkages to the necessary steps (objectives) to accomplish a goal. Without this direct linkage, a performance objective becomes a performance *metric* or *indicator*. A metric is essentially a counting of an occurrence linked to some type of task a work unit performs. For example, the number of calls responded to in a month or the number citations written. An indicator, often called a Key Performance Indicator (KPI), is a somewhat more sophisticated form of metric that provides additional information reflecting the organization's goals, that is quantifiable (measurable), and that is a key to success. It differs from a performance measure in that it only possesses three of the five SMART characteristics (Specific, Measurable, and Relevant). For example, the response time to a priority call for service in a certain beat is a KPI. A performance measure is the *output* of a performance objective that leads to a desired *outcome*. The purpose of performance measurement is to impart key information to assist in managing and decision-making. Without a SMART performance management program it is difficult to fully justify staffing levels in any type of support-based unit.

In summary, after consideration of all previous information, the decision remains regarding the level at which to staff the current Community Deputy program. As previously noted, the program began with five (5) staff and grew to nine (9) such that one deputy could be assigned to each beat. The DCSO believes that no changes should occur in staffing, as without definitive workload and performance-related outcome information there is no basis for a staffing change until such performance-related programs can be implemented. Conversely however, at the other extreme is a



zero-based budgeting approach, whereby there is currently no solid data to justify the existence of the program. Clearly a resolution is required between these extremes.

The data provided does suggest there are some opportunities for efficiencies, given the wide variance in Community Deputy workload as shown in the prior case-related tables. Further, the self-reporting exercise corroborates efficiency opportunities to some degree. In sum, the project team must ultimately defer to professional judgment based on our experiences with a wide variety of law enforcement organizations. To that end, the project team recommends that the current contingent be reduced to six (6) personnel, with two positions assigned to each precinct location. Upon implementation of the noted performance management program, the Community Deputy program should be allowed to expand (or contract) based upon specific outcomes, achievements, and problem-oriented policing objectives. As data becomes available, the County should support this initiative, as dedicated “problem solvers” can potentially have a dramatic impact on a community’s desirability.

**Recommendation: Reduce Community Deputy staffing levels from nine (9) authorized positions to six (6) authorized positions, deploying two Community Deputies at each precinct. This will result in a cost off-set of approximately \$200,000 annually in salary and benefits. Upon development of a performance management program for the Community Deputy program, modify future staffing levels based upon needs.**

**12. THE DCSO SHOULD SUPPLY SHERIFF DEPUTIES TO CONTRACT AGENCIES BASED UPON THEIR REQUESTED NEEDS; HOWEVER, THESE CONTRACTS SHOULD BE REVISITED TO ENSURE FULLY-LOADED COSTS ARE CAPTURED AND REIMBURSED TO THE SHERIFF.**

The project team is a strong proponent of sheriff’s offices contracting service delivery to other local agencies for law enforcement services. The DCSO provides a number of contracts to various communities throughout Dane County as discussed in

the Profile Chapter. The level of staffing provided to these agencies should be based on their requested needs. At issue is whether or not the costs of such services are adequately paid for.

The project team was provided a number of contracts from community agencies and observed a variety of issues which preclude the team from concluding whether or not such contracts are fully-loaded; that is, do the contracts capture the total operational and overhead costs for providing the law enforcement service. The following points are noted:

- Many contracts provided appeared to have formally expired. The terms and conditions of one contract provided shows expiration at the end of 1998; another shows expiration at the end of 2008. These contracts do, however, have updated "Schedule A's" with the relevant costs. The binding contract language, however, has not been updated regularly.
- It was noted by staff to the project team that one jurisdiction being provided service "had no contract."
- Contracts had limited information with respect to up-to-date terms and conditions regarding payment requirements and what those payments were based upon. An independent Excel spreadsheet was provided showing a representative schedule of contract calculations based on a more recent contract; however, it appeared that this did not capture all loaded costs.
- The representative schedule noted above appeared to be lacking in fully-loaded cost considerations.

With respect to fully loaded costs, the following representative schedule is provided:

**Town of Windsor Contract Schedule A**

<b>Town of Windsor</b>	<b>Deputy A</b>	<b>Deputy B</b>
Deputy's hourly wage and benefit	\$ 54.24	\$ 41.39
Liability Insurance	\$ 0.32	\$ 0.32
Initial Training	\$ 0.55	\$ 0.74
In-service Training	\$ 0.05	\$ 0.05
Portable Radio Depreciation	<u>\$ 0.19</u>	<u>\$ 0.19</u>
<b>Hourly Deputy's Wage and Support Costs</b>	<b>\$ 55.35</b>	<b>\$ 42.69</b>
Vehicle Depreciation	\$ 0.95	\$ 0.95
Gasoline	\$ 0.82	\$ 0.82
Vehicle Insurance	\$ 0.05	\$ 0.05
Vehicle Equipment Depreciation	\$ 2.68	\$ 2.68
Flares, Medical Supplies	\$ 0.02	\$ 0.02
Vehicle Maintenance Cost	\$ 1.05	\$ 1.05
Cellular Phone	<u>\$ 0.10</u>	<u>\$ 0.10</u>
<b>Hourly Vehicle Cost</b>	<b>\$ 5.67</b>	<b>\$ 5.67</b>
<b>Hourly Wage, Support and Vehicle Costs</b>	<b>\$ 61.02</b>	<b>\$ 48.36</b>
Dane County's Indirect Cost (6.3%)	\$ 3.84	\$ 3.05
<b>Total Hourly Cost</b>	<b>\$ 64.86</b>	<b>\$ 51.41</b>
37 1/2 hours multiplied by 52	1950	1950
	<b>\$ 126,485</b>	<b>\$ 100,243</b>
<b><u>Total Cost</u></b>	<b><u>\$ 226,728</u></b>	

In the example above, hourly vehicle costs were charged such that at the federal rate, the patrol unit would travel less than 12 miles an hour. While this is possible in a small community, it appears unusual. Additionally, Dane County's indirect costs were calculated at only 6.3%. In the project team's experience, the County's indirect cost or overhead rate is extremely low to capture the costs of HR, Finance, IT, Administration, and other functions that go to support the Sheriff's department. As

such, 6.3% is an extremely low ratio for overhead costs, particularly when the project team has seen rates 3-4 times above this rate as a result of professional cost allocation studies.

In summary, a review of the present contract information resulted in the project team having concerns as to whether or not the Sheriff's Office and County were being fully reimbursed for services offered. While any level of staffing a contract agency wants should ultimately be provided (within reason), such services should be provided at a fully "break-even" point whereby the County is not subsidizing another jurisdiction's augmented operations.

**Recommendation:** The DCSO should continue to provide staffing levels for contract agencies based upon their requested needs; however, these contracts should be re-visited to ensure fully-loaded costs are captured for services rendered. Present contract information suggests otherwise. Ensuring "break-even" operations and no County subsidization of augmented law enforcement services is a best practice that should be employed.

### **13. MAINTAIN EXISTING STAFFING LEVELS IN MARINE AND TRAIL ENFORCEMENT (MATE).**

Another specialized enforcement unit is dedicated to Marine and Trail enforcement (MATE) programs. Staff perform varied field enforcement and related functions including lake patrol, trail patrol, rescues, death investigations on trails/waterways, and response to after hours complaints. A total of three (3) positions (1 Sergeant and 2 Deputies) are assigned the program; however these staff are augmented by a group of 20 to 25 deputies utilized to cover summertime boat hours and related "marine" efforts.

MATE performs a variety of duties. For example, 697 citations were issued by MATE in 2008 and 2009, or approximately one per day. In addition, the following table shows how hours were expended by MATE staff during calendar year 2009:

**MATE hours of Service - 2009**

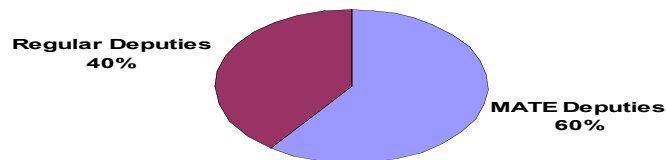
<b>ATV Patrol 2009</b>				
	Patrol Hours	Exempt Hours	Admin. Hours	Total Hours
January	15.5	0	22	37.5
February	26.5	0	10	36.5
March	32	1	34	67
April	6	16	14	36
May	4	13	8	25
June	0	0	22	22
July	0	14	0	14
August	2	0	0	2
September	0	0	0	0
October	11	7	18	36
November	0	2	0	2
December	3	5	15	23
<b>Totals</b>	<b>100</b>	<b>58</b>	<b>143</b>	<b>301</b>
<b>Boat Patrol 2009</b>				
	Patrol Hours	Exempt Hours	Admin. Hours	Total Hours
January	0	0	12	12
February	6	0	40	46
March	14.5	66	80.5	161
April	84	1	83	168
May	376	23	113	512
June	507	15	167.5	689.5
July	515.1	29	168	712.1
August	498.5	17	149	664.5
September	306	44	88	438
October	73	0	119	192
November	13	0	46	59
December	31.5	4	66.5	102
<b>Totals</b>	<b>2424.6</b>	<b>199</b>	<b>1132.5</b>	<b>3756.1</b>
<b>Snowmobile Patrol 2009</b>				
	Patrol Hours	Exempt Hours	Admin. Hours	Total Hours

**COUNTY OF DANE, WISCONSIN**  
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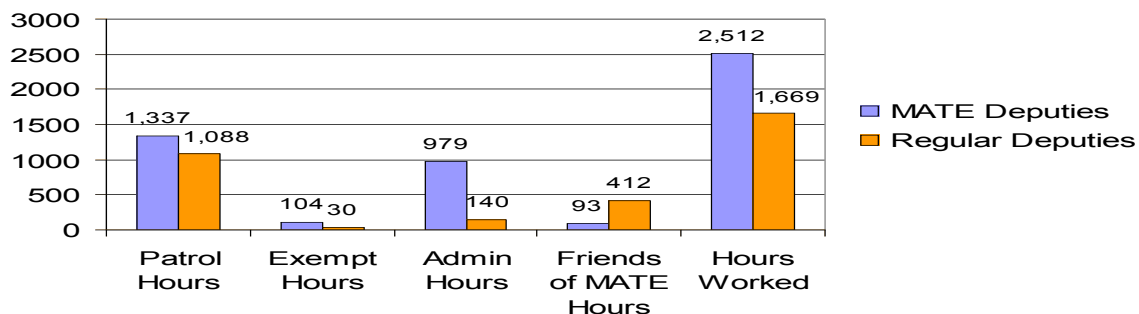
January	63	83.5	67	213.5
February	84	0	80.5	164.5
March	0	0	6	6
April	0	0	8	8
May	0	0	8	8
June	0	0	6	6
July	0	0	0	0
August	0	0	6	6
September	0	0	0	0
October	0	0	3	3
November	0	0	0	0
December	102.5	1	36	139.5
<b>Totals</b>	<b>249.5</b>	<b>84.5</b>	<b>220.5</b>	<b>554.5</b>

In addition to the above information, the following chart and graph reflect the contribution of the assigned deputy staff providing support during seasonal months.

**2009 Boat Hours**



**2009 Boat Hours**



As shown by the graphs and table, MATE staff—both full-time and part-time—performs a variety of functions with minimal cost to the County. Deputies working

seasonally will be periodically back-filled by Field Task Force Staff. Full-time staff are somewhat minimal, particularly since the Sergeant position not only performs as a supervisor but also as “field response staff.” Additionally, over 70% of costs for the MATE unit are reimbursed by the state, while the “Friends of” account pays for additional boat enforcement during busy periods. As a result of existing operational protocols, current full-time staffing levels are adequate and the method by which services are augmented during on-season is appropriate.

**Recommendation: Maintain existing full-time staffing levels in Marine and Trail Enforcement and continue operational protocols with respect to staffing seasonal workloads.**

**14. MAINTAIN EXISTING STAFFING IN THE MOTORIST SERVICE PATROL.**

The Motor Service Patrol (MSP), funded by the State of Wisconsin Department of Transportation, patrols the beltline corridor running east and west on the south side of Madison. Deputies provide roadside service to motorists including tire change, gas provision, stranded motorist assistance, etc. When crashes occur on the beltline, MSP deputies are dispatched to assess medical needs and clear the roadway of vehicles and debris. Given this service is externally funded and operates according to desired DCSO policy, no changes are recommended in staffing levels.

**Recommendation: Maintain existing staffing levels in the Motorist Service Patrol.**

**15. WITH CHANGES IN FIELD SERVICES PATROL STAFFING, THE AIRPORT DETAIL STAFFING LEVELS NEED TO BE INCREASED SLIGHTLY.**

The DCSO provides law enforcement services to the Dane County Regional Airport who contracts with Homeland Security's Transportation Security Administration (TSA). Services at the Dane County Regional Airport require 24-hour security services as it is a Level 2 airport facility. Staff are assigned to cover five (5) fixed positions, two

on 1<sup>st</sup> shift, two on 2<sup>nd</sup> shift and one on 3<sup>rd</sup> shift. The contract further stipulates one staff must be present at all times from 0400-2300 to staff the checkpoint area. Staff provide law enforcement and security services to the airport proper, including inspections, TSA service request response, traffic and parking enforcement, and citizen requests for assistance.

Although eight (8) positions are directly assigned the airport security detail, two (2) additional deputy positions from field service patrol provide additional airport coverage, as needed. These two positions currently spend one-half of their time at the airport, and one-half of their time on patrol. Given previously recommended changes in patrol, however, staffing in patrol no longer has the additional “capacity” to support airport coverage and should no longer accommodate Airport Detail “back-fill.” As such, to ensure appropriate staffing for the fixed post positions, ten (10) authorized positions should be allocated to the Airport Detail. As desired, extra airport personnel above fixed post staffing requirements can be re-assigned daily back to augment patrol services similar to how patrol now provides necessary staffing to the Airport Detail, as necessary. While this recommendation may be perceived as moving two deputies from “organizational slot A to B” with no tangible benefit, it is the project team’s determination that fixed post staffing requirements should be assigned accordingly, and that if additional capacity is available these fixed posts (assigned to airport) can be reallocated day-by-day dependent upon need.

**Recommendation: Increase the Airport Detail from eight (8) to ten (10) deputy positions to accommodate fixed post staffing requirements. Such positions can be transferred from existing field patrol services. Reallocating two staff from patrol results in a +\$133,000 additional cost to the Airport Detail that may or may not be reimbursed.**



**16. ASSIGN AN ADDITIONAL SERGEANT POSITION TO THE AIRPORT DETAIL AS WELL AS TO OFF-LOAD THE TRAFFIC SERGEANT FROM VARIED ADMINISTRATIVE DUTIES.**

The Airport Detail currently has no direct supervisor over this important program and must “share” supervision dedicated to other core patrol function. Based exclusively on the Airport Detail’s size (particularly with the increased staffing noted previously), there are sufficient personnel to warrant a direct supervisor.

With respect to the Traffic Sergeant, this position is apparently tasked with supervising six Traffic Team Deputies, nine Community Deputy positions, two Freeway Service Team Deputies, and the Crash Reconstruction Team. Under the general direction of a Lieutenant of Field Services, this sergeant is responsible for the daily operation of administrative functions as they relate to grants, special event coordination, oversight of crash reports, and custody of vehicles. The position provides management, oversight, auditing and development of Field Services grant applications and audits, as they relate to traffic safety and enforcement. Given the general duties and responsibilities noted, the following major tasks, with proportion of time dedicated, are noted:

**“Traffic Sergeant” Primary Duties and Responsibilities**

FUNCTION A -	38	%:	Grant Administration (Traffic Safety and Enforcement, Equipment, and others)
FUNCTION B -	18	%:	Crash Administration
FUNCTION C -	12	%:	Special Event Coordination
FUNCTION D -	8	%:	Traffic Safety
FUNCTION E -	8	%:	Supervision
FUNCTION F -	8	%:	Other
FUNCTION G -	5	%:	Managerial
FUNCTION H -	3	%:	Oversee Custody of Vehicles in DCSO impound

Given the information above, and the fact that the Traffic Safety Team is recommended to be expanded, it is apparent that the Traffic Sergeant should allocate

more time in direct supervision of this team. The duties and responsibilities of this sergeant should be appropriately re-allocated between two positions, specifically this position and the recommended Airport Detail sergeant. In this manner both positions can share important mission-critical administrative responsibilities while providing sufficient management and supervision over their core service areas.

**Recommendation: Add an Airport Sergeant position to directly oversee this detail and share in administrative responsibilities with the Traffic Sergeant position. Such positions result in an approximate additional cost of \$125,000 annually in salary and benefits.**

#### **17. CONTINUE CURRENT MANAGEMENT AND OPERATIONAL PRACTICES OF THE SPECIALIZED TEAMS.**

There are various specialized details within the DCSO that are managed through the use of personnel assigned to other duties and responsibilities. With one exception, none of these services are staffed by full-time equivalent positions and all services are performed as ancillary duties on regular time or overtime by existing (largely Field Services) sworn staff. These details include:

- Tactical Response Team – The Tactical Response Team is the County's special weapons and tactics group responding to high threat environments including protective service details, hostage rescues, high risk warrants, barricaded suspects, etc. The team is composed of 24 members including one (1) overseeing Lieutenant assigned to the Security Services Division, one (1) Sergeant, twenty (20) DCSO field staff (6 snipers, 14 entry team), and two (2) Tactical Paramedics from other local agencies.
- Bomb Squad – The Bomb Squad responds to a variety of explosive ordinance threat calls in Dane County as well as (as needed) 26 total counties in Southwest Wisconsin. The Bomb Squad is overseen by one (1) Lieutenant and is staffed with seven (7) certified bomb technicians.
- Dive Team – The Dive Team is assigned evidence and recovery operations in Dane County waterways. The Dive team is overseen by the MATE sergeant and composed of seven (7) members.

- Accident Reconstruction Team – The Accident Reconstruction Team is composed of three (3) Deputies (with an additional 3 under training) performing call-out services for accident reconstruction on fatalities, major vehicular accidents likely resulting in arrests, mapping services on high profile crime scenes, and accident reconstruction for local agencies in a mutual aid capacity. The Team is overseen by the Traffic Sergeant in Field Services.
- K9 Units are the only “full-time” units assigned to patrol. Beyond normal calls for service response K9 units perform search and identification tasks as well as suspect location and apprehension. One K9 possess explosive device identification skills.

The methods by which the DCSO manages these teams is effective. Like most law enforcement agencies, the training and deployment of these staff requires overtime expenditures and/or the use of augmentation staff such as the DCSO's Field Task Forces. As such, these special details will always require budgeted overtime expenditures.

## **18. SUMMARY OF STAFFING CHANGES.**

The following table summarizes the staffing changes noted in this patrol-related services chapter.

**Staffing Changes in This Chapter**

<b>Unit / Position</b>	<b>Current Staffing</b>	<b>Recommended Staffing</b>	<b>Change +/-</b>
Field (Patrol) Services	72 deputies	58 deputies	-14 deputies
Patrol Sergeant	6 sergeants	8 sergeants	+2 sergeants
Traffic Safety	6 deputies	9 deputies	+3 deputies
Community Deputies	9 deputies	6 deputies	-3 deputies
Contract Deputies	15 deputies	15 deputies	0 deputies
MATE	2 deputies	2 deputies	0 deputies
MSP	2 deputies	2 deputies	0 deputies
Airport Detail	8 deputies	10 deputies	+2 deputies/+1 sergeant

### **3. FIELD SERVICES DIVISION INVESTIGATIVE SERVICES BUREAU**

This chapter provides an analysis of the staffing, operations and workload of the Investigative Services Bureau (ISB). The workload information used in this section was obtained from interviews with Bureau supervisory and line personnel, lead administrative staff, and a review of documents and information from the Department's varied information systems. This Bureau is responsible for various investigative and special enforcement services including criminal investigations, narcotics enforcement, gang tracking and suppression efforts, special assignment support (e.g., District Attorney's Office, Computer Forensics, etc.) and various other supportive investigative efforts as detailed in the Profile Chapter. The analysis in this chapter begins with core investigative services.

#### **1. VARIOUS STAFF ARE ASSIGNED TO DIFFERENT DETAILS WITHIN THE DETECTIVE BUREAU.**

The Investigative Services Bureau is managed by an Investigative & Special Services Lieutenant who reports directly to the Field Services Captain. This Bureau is responsible for various core investigative and special detail services. The following sections of the study pertain to the organizational and staffing analysis of the Units with an investigative operations focus as described in the DCSO Profile. These include the following:

- Detective's Unit, both General Crime and Domestic Violence.
- Dane County Narcotics and Gang Task Force (DCNAGTF).

- Special Investigative service units, including computer forensics, criminal intelligence, Joint Terrorism Task Force, Gang Unit, and District Attorney support.

These investigative units compose the Investigative Services Bureau. The following table summarizes the major activities performed by each Unit:

**Cases Assigned to Various Investigative Units**

<b>Unit</b>	<b>Case Types Assigned</b>	<b>Notes</b>
Detective's Unit – General Crimes	Typically assigned various persons and property-related crimes as well as various misdemeanor and informational cases for investigative follow-up. These include major Part I felonies such as homicides, robberies and burglaries as well as thefts, suspicious activities, etc.	Twelve (12) detectives currently perform as generalist detectives.
Detective's Unit – Domestic Violence	Typically assigned various domestic abuse cases as defined by Wisconsin law. Will also periodically be assigned other generalist caseloads.	Five (5) detectives currently perform as domestic violence detectives.
DCNAGTF	A joint cooperative effort with the Madison Police Department. Investigates various narcotics and gang related cases largely involving mid to upper-level narcotics dealers penetrating the Dane County area.	Seven (7) full-time equivalents including one (1) sergeant, five (5) sworn, and two (2) part-time civilian personnel.
Special Investigative Service Units	Individual detectives assigned to a variety of specialized investigative services, often supporting other County/Regional law enforcement organizations.	Five (5) detectives, assigned to five different specialized units.

The available workloads associated with these investigative units will be examined in detail in the following sections. Further, the project team will evaluate the organization, staffing and case assignment philosophy related to the above investigative Units throughout this chapter.

## **2. INVESTIGATIONS WORKLOAD, STAFFING, AND EFFECTIVENESS ARE EVALUATED DIFFERENTLY THAN FIELD OPERATIONS.**

It is more difficult to evaluate the staffing levels required by criminal investigations because, unlike patrol operations, more subjective and qualitative determinants of workload and work practices need to be considered. Patrol services have the benefit of several quantitative measures, such as calls for service, response times and proactive time, to assist in the evaluation of staffing requirements. Conversely, investigative services have important but fewer such reliable measures. Comparisons with other agencies are informative, but less than ideal given the varied approaches of conducting investigative business among differing law enforcement agencies throughout the nation. Factors making comparative analyses difficult include:

- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level criminal cases to Detectives differs. Also, the extent to which patrol performs preliminary or complete investigations varies widely and thereby impacts Detective caseloads. The Dane County Sheriff's Office assigns numerous cases to patrol field deputies. Additionally, there is no formal case screening process, thereby limiting cases to detectives based upon solvability. These two illustrative factors impact caseloads.
- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies. For example, Dane County Sheriff's office largely relies on the Detectives and other staff assigned cases to self-screen and prioritize cases whereas other departments may use crime analysis or dedicate Detective Sergeants to read and initially screen cases based on various solvability factors.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, time devoted to administrative tasks, etc.
- Complexity of caseloads is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness cooperation, quality of information provided by the original report taker, and numerous other factors. The way information in a single case may combine with information on other cases (e.g., serial crime) also impacts investigative actions.

- Additional duties and responsibilities performed by detectives beyond caseload work. Such activities may include being a specialized trainer, assisting on warrant arrests or various other administrative duties detracting from casework.
- Finally, the nature of the County organization, regional law enforcement community and citizens are a factor in evaluating investigative workload and staffing needs. Varied expectations can translate into service levels requirements that impact detectives in terms of what is investigated and how investigations are conducted. For example, the DCSO provides a detective to the District Attorney's Office, whereas this is not a common practice in many other local law enforcement agencies.

As noted previously, investigative workloads have numerous qualitative considerations when compared to that which depicts typically quantitative-driven patrol workload. And while there are some important quantitative metrics available, qualitative issues must also be considered and further emphasized. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues, and operational philosophies that have an impact on overall staffing needs. The project team performed the following steps in the analysis of the Bureau:

- Reviewed case management practices through interviews with unit supervisory and other line staff and obtained available workload data for each of the Units using a variety of data collection methods.
- Compared the DCSO's Detective staffing and workload with investigative benchmarks from other law enforcement agencies.
- Examined other qualitative measures of workload, as appropriate, to determine the effectiveness of Bureau services.
- Examined organizational and supervisory spans of control.

The sections which follow provide a description of how the project team conducted its analysis relative to the aforementioned approaches.

Investigative workload and staffing requirements can employ a series of

indicators to determine the extent to which core investigative staffing and general workload in the Bureau compare to ranges observed in other police agencies. This information is used to determine if the Dane County Sheriff's Office is within the ranges measured by those indicators. Investigative workloads vary depending on the number and types of cases a Detective is assigned, their complexity, and also the level of service desired by an agency. Generally speaking, however, the comparative measures that can be used to determine staffing, efficiency and effectiveness are displayed in the following table:

<b>Comparative Measures</b>	<b>Comparative Industry Patterns</b>
Part I Offenses per "line" Detective in core investigative functions such as persons and property crimes Detectives. This does not include those assigned to "proactive" units such as narcotics or vice.	The Average distribution of Part I Offenses per "line" Detective developed in police services studies in the U.S. generally ranges from 300-500 Part I Offenses per investigator.
Case Clearance for Part I Crimes.	The Uniform Crime Report provides data on average case clearance by major crime type for various sized jurisdictions.
Active cases assigned to "property" crimes Detectives (e.g., burglary/theft).	15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over the last several years.
Active cases assigned to White Collar crimes Detectives (e.g., fraud).	These have a broader range due to their varied complexity, from 10 to 20 active cases per month each.
Active cases assigned to "person" crimes Detectives.	8 to 12 active cases per month based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings) to include homicides. Domestic Violence cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20 to 30 cases per investigator per month, whereas others can only handle DV cases typically attributed to "felonious person crimes."
Active cases assigned to "generalist" crimes Detectives.	12 to 15 active cases per month based on the same survey.



There is no caseload standard for specialized detective units noted previously because these types of cases are more proactive in nature. They can consume many weeks of staff time generating leads, contacts and suspect information; and they may also often require surveillance and related activities. Furthermore, there are as yet to be developed caseload standards for computer forensic work, given the extreme variance in the potential complexity of a case and the tools available to the computer forensics investigator(s).

**3. A COMPARISON WITH NATIONAL CRIME CLEARANCE DATA SHOWS DCSO HAS BOTH POSITIVE RESULTS AND LOWER OUTCOMES WHEN COMPARED TO PEER AGENCIES.**

One approach to evaluating the outcome of investigative services or investigative effectiveness is to benchmark case clearances<sup>25</sup> versus other local law enforcement agencies in similar sized communities. Information available from the Uniform Crime Reports provides case clearance statistics for Part I crimes. The following table shows the DCSO's case clearance performance as compared to other types of law enforcement agencies in the United States. The table depicts overall case clearance for violent and property crime, comparing the DCSO to other county-based communities and other law enforcement agencies overall.<sup>26</sup>

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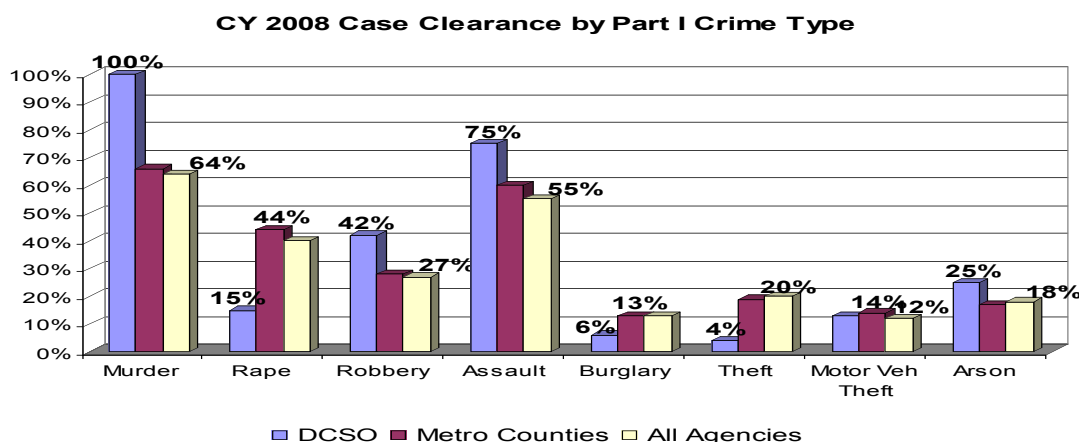
<sup>25</sup> Cases are cleared through an arrest or exceptional circumstances.

<sup>26</sup> Dane County also tracks information based on Wisconsin Incident Based Reporting System (WIBRS) sponsored by the Office of Justice Assistance. The project team examined data from 2008 and 2009 and noted no substantive difference with respect to case clearance when compared to UCR data.

2008 Part I Uniform Crime Reporting Data DCSO vs. Other Locales

	<i>Violent Crime</i>	<i>Property crime</i>
# Offenses	57	1,163
Clearance Rate DCSO	57%	5%
Clearance Metro Counties	51%	17%
Clearance All Agencies	45%	17%

The graph below shows additional UCR comparative data, by crime type, based upon the same comparative information.<sup>27</sup>



It should be noted that UCR data should be viewed with some caution; that is why it is only one method by which the project team evaluates investigative services.

The following is abstracted directly from the FBI's website:

"Each year when *Crime in the United States* is published, many entities—news media, tourism agencies, and other groups with an interest in crime in our Nation—use reported figures to compile rankings of cities and counties. These rankings, however, are merely a quick choice made by the data user; they provide no insight into the many variables that mold the crime in a particular town, city, county, state, region, or other jurisdiction. Consequently, these rankings (alone) lead to simplistic and/or incomplete analyses that often create misleading perceptions adversely affecting cities and counties, along with their residents."

The following points regarding the above table and bar chart data are noted:

- The DCSO performs generally above other law enforcement agencies—either similar counties, or all national local police agencies—with respect to clearance

<sup>27</sup> Note that there is an apparent discrepancy related to rape clearance that is being resolved with the UCR.

of violent crimes. The sole exception to this is the clearance of forcible rape where the DCSO is notably lower.

- Conversely, the DCSO performs below other above other law enforcement agencies, either similar counties, or all national local police agencies, with respect to clearance of property crimes. The exceptions to this are the clearance of arson and motor vehicle theft where the DCSO is comparable or superior in some instances.
- Comparatively speaking, the DCSO is clearing various types of Part I persons crimes usually better than other counterparts in similar jurisdictions; however, this outcome is not achieved for Part I property crimes. In those cases, the clearance rate is notably lower than the average of other law enforcement agencies.
- One important possible caveat related to case clearances, is that the number of actual cases investigated in an agency can have dramatic impact on case clearance. Few crime incidents in a community can potentially result in either very high or very low clearance rates when compared against national clearance averages. Further, communities with excessive crime compared to the “norm” can suffer lower clearance rates due to lack of personnel resources dedicated to investigations. From a comparative standpoint, the DCSO is not considered outside the “norm” of the “average” U.S. County. Evaluating data based on averages, medians and standard deviations indicates no relevant outliers with respect to DCSO Part I crime types as illustrated in the table below. Therefore, the higher or lower clearance percentages noted previously cannot be attributed to the potential exceptions noted above.

**2008 # of UCR Part I Crimes – DCSO Compared to National Counties**

<b>Crime Type / Agency</b>	<b>Murder</b>	<b>Forcible Rape</b>	<b>Robbery</b>	<b>Ag. Assault</b>	<b>Burglary</b>	<b>Theft</b>	<b>Motor Vehicle Theft</b>
<b>DCSO 2008</b>	1	13	7	36	297	805	61
<b>Avg. Other Counties in U.S. 2008</b>	1	8	22	73	216	497	71

Clearance rates can be impacted by a number of factors, including the investigative process used, skills of staff and staffing levels, and should not be considered an exclusive measure of investigative productivity. It is, however, one measure that can allude to several operational characteristics. For example, this UCR data can provide a broad indicator of investigative staffing and workload balance. Case clearance rates dramatically below or above national averages could be indicative of

staffing issues in the respective investigative areas. The project team does not believe the DCSO clearance rate data reflects a staffing issue given that both higher and lower clearance outcomes dependent upon crime type is inconclusive. Rather, it likely reflects the methods in which investigative services are conducted at the DCSO. Person crimes clearance rate is noteworthy; whereas achieving property crime clearance rates consistent with national averages should be strived for as a noteworthy goal, as it reflects an important law enforcement agency core business function – the investigation and ultimate clearance of criminal cases.

**4. USING UNIFORM CRIME REPORTING PART I CRIME DATA, THE RATIO OF PART I CRIMES PER DETECTIVE IS SIGNIFICANTLY LOWER THAN OTHER BENCHMARK AGENCIES.**

The number of Part I crimes per Detective in many other law enforcement agencies in the United States averages between 300-500 crimes per Detective. Part I Crimes are taken from the annual Uniform Crime Report and compared to actual detective staffing levels in a police agency. The following reflects information gathered by the project team over the last several years related to these staffing patterns:

**Range of Part I Offenses per Investigative Staff**

<b>Range of Part I Offenses Per Core Investigator</b>	<b>Percent of Departments Surveyed with Part I Offense Ratios in the Range</b>
Less than 300	5.3%
300 to 400	31.6%
400 to 500	42.1%
More Than 500	21.0%
<b>TOTAL:</b>	<b>100%</b>

In addition to the above table, a comparison of this metric against a variety of law enforcement agencies with which the Matrix Consulting Group has directly worked over the last four years, as well as a few agencies local to the DCSO, is further enlightening:

**Range of Part I Offenses per Core Investigative Staff**

<b>Agency</b>	<b>Part I Offenses Per Core Investigator</b>
Galt, CA Police Department	257
Goodyear, AZ Police Department	461
Gilroy, CA Police Department	466
Grants Pass, OR Public Safety	636
Spokane, WA Police Department	352
Omaha, NE Police Department	326
Aurora, CO Police Department	211
Orange Co. Sheriff, FL	494
Boca Raton, FL	175
Huntington Beach, CA	338
Newport Beach, CA	266
Palm Springs, CA	437
Santa Monica, CA	177
Corvallis, OR Police Department	403
Beverly Hills, CA Police Department	102
Waukesha County Sheriff	43
Racine County Sheriff	59
Sedgwick County Sheriff	111
<b>AVERAGE OF THESE AGENCIES</b>	<b>295</b>
<b>Dane County Sheriff Office</b>	<b>73</b>
<b>DCSO Without DV Detectives</b>	<b>103</b>

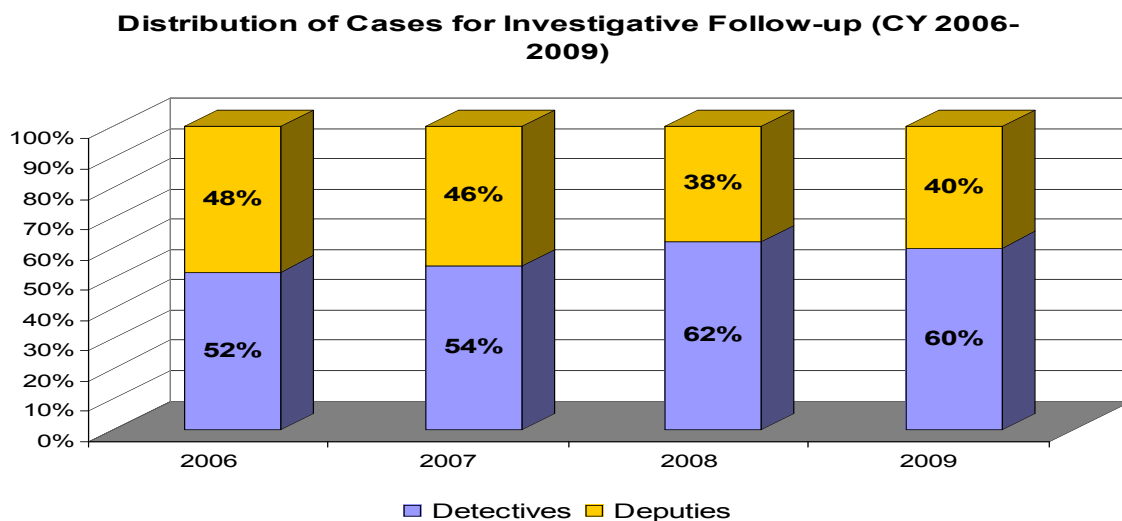
Based on detective staffing levels of seventeen (17) “core detectives”—12 generalist detectives and 5 domestic detectives— and based on 2008 UCR/IBR data<sup>28</sup> of 57 violent crimes and 1,180 person crimes, the ratio of Part I Offenses per Detective is 73:1. This is significantly below the average of the agencies with which the project team has recently worked and is also well below the low end of the noted 300-500 in surveyed agencies as noted by the prior table. However, given the special responsibilities of the 5 domestic detectives, it could be argued that they should not be included in the metric; thus, results excluding these detectives show a ratio of 103:1. Furthermore, with respect to regional Sheriff agencies, Dane County compares favorably. Nevertheless, overall, based solely on Part I crime incidents, the DCSO has

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<sup>28</sup> Note that 2009 WIBRS data shows slightly fewer person and property crimes.

a significant number of detective staff assigned when compared against other national law enforcement agencies.

Of further importance, the DCSO ratio excludes the resources from patrol (and elsewhere) that are regularly used in investigative follow-up. Including these resources would drive this ratio even lower for those Part I felony crimes that may be investigated by sworn staff other than the 17 core investigators assigned to the ISB<sup>29</sup>. Indeed, a relatively large proportion of cases are assigned to patrol and other deputies as shown by the following bar chart:



As demonstrated in the bar chart, over the past four years Investigative Service Bureau detectives have investigated from 52% to 62% (average 57%) of cases whereas deputies assigned to patrol, community services, etc. were assigned on average 43% of the cases. While the project team does not have data showing what proportion of cases assigned to deputies are Part I felonies versus other cases, anecdotal information

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<sup>29</sup> There is no available data demonstrating what proportion of deputy time is dedicated to investigative services, therefore they cannot be included in the noted ratio.

based upon several interviews suggest they may be investigating felonies in addition to lesser crimes.

This information is potentially telling with respect to detective staffing patterns; however as any standalone metric, this performance measurement is inconclusive in and of itself as there are other workload drivers beyond Part I felony crimes. Nevertheless, these data point to a potential operational issue deserving further analysis.

#### **5. THE DETECTIVE UNITS WERE FURTHER EVALUATED BASED ON CASELOAD INFORMATION FROM A VARIETY OF SOURCES.**

To analyze staffing and workloads for core detective work, the project team obtained various information from the Spillman Technologies Summit records management software, internal Bureau reports, and a detective workload self-reporting exercise conducted in January/February of 2010. It should be noted that records management systems generally contain Case Management System (CMS) modules that are a software product that can maintain significant information regarding investigative case workloads. The level of detail available in a CMS is based on how the product was initially developed and how it is used by the end-user. At the DCSO, there are some shortcomings associated with the CMS that will be discussed in this report. Despite these shortcomings, the project team developed an approach that entailed the following analytical considerations:

- Based on the project team's request, the ISB administrative staff were able to download calendar years 2008 and 2009 caseload information into an Excel spreadsheet. Data contained information including case types assigned to Detectives, date of case, case disposition and other relevant case information. The data provided, however, was unable to readily distinguish between an assigned case and an actively worked case as it was pointed out to the project team that this feature was not generally used by detective staff in the Bureau.

For example, over 82% of 2009 cases were still classified as “active,” which is a significantly higher proportion of actively classified cases than what would be experienced if the CMS were used effectively. Despite these data shortcomings, the project team used two years’ worth of CMS data in our analysis.

- The project team typically defines “Active” cases differently than “Assigned” and other case types. *Assigned* cases are those that remain open and pending in the Detective’s case file in addition to those cases closed through some type of disposition (e.g., arrest, uncooperative victim, etc.) but remaining in the detective’s caseload for one or more reasons. *Active* cases are those that have been actively worked (a reasonable level of hours dedicated to investigative workload performed) from a Detective’s Open case file within the last 30 days, including those cases that were worked and subsequently closed. Generally speaking, the number of active cases worked by a Detective will be less than the total number of assigned cases, and more often than not, all assigned cases that remain open will not have had follow-up work accomplished within thirty days. Those cases not worked in the last 30 days are, in effect, “inactive” from a workload perspective. As previously suggested, the ISB does not consistently use the CMS case disposition and clearance features on a day-to-day basis, which would have helped the project team define active and inactive cases. As a result, this makes the identification of active versus inactive cases difficult.
- Investigative data was sorted in a variety of analytical methods to portray assigned caseloads by individual Detective. Note that this information did not provide active caseloads but only information relative to the total number of cases assigned to individuals.
- In order to get a better sense of active caseloads, the project team requested that ISB core detectives undertake a self-reporting exercise to identify the cases assigned as well as those cases actively worked for one month from January 15 to February 15, 2010. Although there was an inconsistent level of detail provided between detectives on this self-reporting exercise, the self-reporting exercise did provide important information on the types of cases and level of workload experienced.
- Finally, the project team compared the DCSO’s investigative workload to what the project team defines as best management practices benchmarks for Detective active caseloads. The project team has developed workload ranges through comparative surveying of other law enforcement agencies engaged in efficient and effective case management processes, as well as other methodologies, to ensure the benchmarks are representative. Using this, the project team was able to assess potential operational and staffing issues as noted in the following sub-sections.



Based on the variety of data collected, the project team provides our analysis in the following sub-sections.

**(1) The Average Number of Monthly Assigned Cases to ISB Core Detectives is Well Below the Number of Active Case Benchmarks.**

As noted previously, the number of assigned cases to a detective usually exceeds the number of active cases a detective is working. An active case is generally defined as having various characteristics that essentially contribute to its active status. These characteristics include the following:

- Can the complainant or witness identify the offender?
- Is the offender known to the complainant or witness?
- Does the complainant or witness know where the offender can be located?
- Is there physical evidence at the scene which would aid in the solution of the case (e.g., fingerprints, other physical evidence)?
- Is the complainant or witness willing to view photographs to aid in identifying the offender?
- Can the complainant or witness provide a meaningful description of the offender (e.g., home address, auto driven, scars, or other distinctive features)?
- If the offender is apprehended, is the complainant willing to press the complaint in court?
- Does the crime involve a sensitive or unusual place or person (e.g., church, temple, school; child, physically disabled person, etc.)?
- Is there a pattern of such crimes in the area which points to a single individual or gang operating in the area?
- Does the number of similar types of crimes in the area raise questions concerning the Agency's image concerning performance and efficiency?

In effect, cases which reflect “yes” answers to the above are typically active and worthy of aggressive follow-up investigation<sup>30</sup>. Based on active case information, there are various benchmark measures that have been developed with respect to these active cases. Active caseload benchmarks are reiterated as follows:

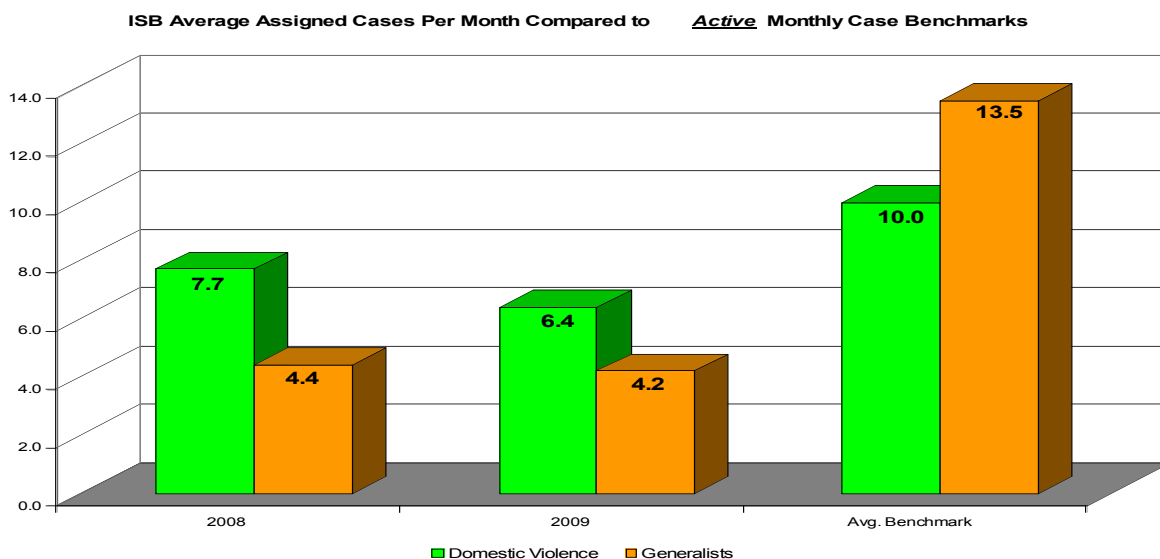
<b>Comparative Measures</b>	<b>Comparative Industry Patterns</b>
Active cases assigned to “property” crimes Detectives (e.g., burglary/theft).	15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over the last several years.
Active cases assigned to “person” crimes Detectives.	8 to 12 active cases per month based on the same survey. 3-5 active cases for complex person crimes such as felony assaults (shootings) to include homicides. Domestic Violence cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20-30 cases per investigator per month whereas others can only handle DV cases typically attributed to “felonious person crimes.” Based on interview with DCSO command staff, they believe a monthly caseload average of 8 active cases is satisfactory for their DV detectives.
Active cases assigned to “generalist” crimes Detectives.	12 to 15 active cases per month based on the same survey.
Active cases assigned to white collar crimes Detectives (e.g., fraud).	These have a broader range due to their varied complexity, from 10 to 20 active cases per month each.

The ISB essentially deploys their core detectives as either “generalists” or domestic violence (or “person crimes”) detectives and thus the two benchmark measures related to these areas are applicable for ISB. Since the project team does not have accurate active caseload information for the ISB core detectives, the actual number of assigned cases (typically a larger number) to detectives must be used to compare against the active case benchmarks from the table above. Using calendar year

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<sup>30</sup> Cases that do not have any of these elements should most often not be activated and pursued for investigative follow-up.

2008 and 2009 data, the following bar chart portrays ISB domestic violence detective and generalist detective information compared to the noted benchmarks.



The data in the chart can be further elaborated upon by examining detailed assignment histories for the core detective positions. This information is displayed in the table which follows:

**Case Assignments to Detective Staff for Calendar 2008 and 2009<sup>31</sup>**

<b>Detective</b>	<b>Core Focus</b>	<b>Primary (2008- 2009)</b>	<b>Annual Cases Assigned (2008)</b>	<b>2008 Avg./Mo</b>	<b>Annual Cases Assigned (2009)</b>	<b>2009 Avg./Mo</b>	<b>2008 &amp; 2009 Avg./Mo</b>
D1	Domestic Investigation	84	66	5.5	18	2.4	4.3
D2	Domestic Investigation	62	15	3.8	47	3.9	3.9
D3	Domestic Investigation	219	142	11.8	77	9.6	11.0
D4	Domestic Investigation	153	90	7.5	63	5.3	6.4
D5	Domestic Investigation	231	117	9.8	114	9.5	9.6
G1	General Investigation	117	44	3.7	73	6.1	4.9
G2	General Investigation	38	18	1.5	20	1.7	1.6
G3	General Investigation	60	25	2.1	35	2.9	2.5
G4	General Investigation	297	159	13.3	138	11.5	12.4
G5	General Investigation	69	37	3.1	32	2.7	2.9
G6	General Investigation	68	18	3.6	50	5.9	5.0
G7	General Investigation	43	14	3.1	29	2.6	2.8
G8	General Investigation	46	21	1.8	25	2.1	1.9
G9	General Investigation	54	33	2.8	21	1.8	2.3
G10	General Investigation	195	115	9.6	80	6.7	8.1
G11	General Investigation	65	33	4.1	32	2.7	3.3
<i>Partial Yrs</i>	<i>Domestic Investigation</i>	52			52	8.0	8.0
<i>Partial Yrs</i>	<i>General Investigation</i>	2	2	0.3			0.3
<i>Partial Yrs</i>	<i>General Investigation</i>	6	6	2.4			2.4
<i>Partial Yrs</i>	<i>General Investigation</i>	2	2	0.8			0.8

Data portrayed by individual detective position corroborates the summary information in the prior graph. Data in the table has been properly annualized to compensate for long-term absenteeism (such as FMLA) or assignments not lasting the entire twenty-four month period. Comparing the information above regarding the DCSO detective caseload with the active caseload by case type benchmark table noted previously shows that in the vast majority of instances caseloads for DCSO detectives fall well below the noted benchmarks. There are a few possible personal exceptions noted whereby detective "D3" and detective "D5" in 2008 and 2009 had a number of assigned cases that fell at the mid- to higher-end of the benchmark range for active

<sup>31</sup>The data is based on 16 detective positions as a 17<sup>th</sup> position has been recently added.

person cases. This, of course, assumes that all cases assigned to these domestic violence detectives are actively worked. In only one instance (detective "G4") did a generalist detective fall within the benchmark range of 12-15 cases.

Based on the totality of data related to assigned ISB Detective caseloads, further analysis is clearly warranted, as the current performance metrics do not appear to support existing staffing levels. These performance issues can be exacerbated by less than effectual case management, resulting from a variety of factors including opportunities to significantly improve the use of case management software.

**(2) The Average Number of Monthly Assigned Cases to ISB Core Detectives Varies Widely by Position, Indicating Case Management Issues and Imbalanced Workloads.**

As noted in the prior table, the number of cases assigned to detectives varies widely. This is further demonstrated in the table below:

**Case Assignment to Individual Detectives Outcome – Calendar 2009**

	Avg. Cases / Month (Low End)	Avg. Cases / Month (High End)	% Difference
<b>Domestic Violence</b>	<b>2.4</b>	<b>9.6</b>	<b>300%</b>
<b>Generalist Assignment</b>	<b>1.7</b>	<b>11.5</b>	<b>576%</b>

As shown, the difference between the numbers of monthly cases assigned to each detective varies dramatically, particularly for generalist detectives, likely resulting in significant workload differences among varied staff. Such caseload differences are expected among different types of investigative units, such as between a homicide unit and a white collar crime unit; and similarly, workload differences are periodically experienced by individual detectives, as a portion of staff may be working on a particularly high profile and difficult case. However, the caseload differences noted above do not fall within these explanations and are indicative of serious case

management issues deserving resolution. As suggested previously, such case management issues can impact the perceived and real staffing needs of an agency. This will be further explored in later sections.

**(3) Detective Self-Reporting of Monthly Case Work Reveals Interesting Results.**

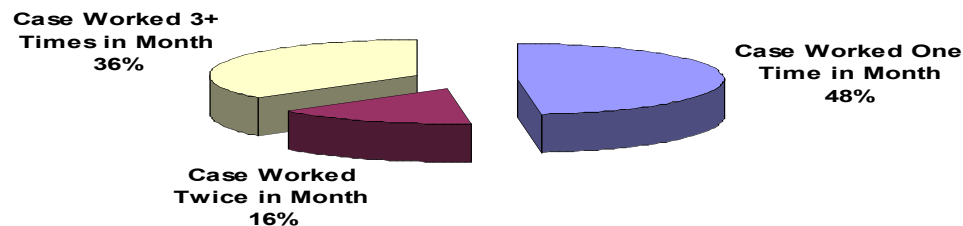
In the absence of detailed case management information from the Spillman/Summit records management system, the project team undertook a detective self-reporting exercise that was successful through the cooperation of ISB staff. All previously noted core detectives participated in this self reporting exercise from January 15 to February 15, 2010. This self-reporting exercise revealed a number of aspects of how investigative work is conducted by ISB. Concern was raised as to the validity of the random sampling during this period of time—specifically winter-time at the beginning of the year. However, evaluating the actual monthly caseload assignments of five different detectives who have worked the entirety of 2008 and 2009 indicates that their work in the January and February time frames is balanced with workload for the remainder of the year. In fact, work in these two months represented from 15%-21% of total work assigned (whereby 2-of-12 months or one-sixth of year represents approximately 17%). Furthermore, the self-reporting exercise is a relevant sample of the workload performed, as an average of approximately 11 different cases for each investigator had some type of work performed related to that case (ranging from an e-mail transaction to dozens of hours of investigative work).

**(3.1) Caseload Work Was Performed on Some Cases that Did Not Require Considerable Effort.**

The overall objective of performing any follow-up investigation in a criminal case is to gather additional evidence and information to prove the elements of the particular crime in order to affect an arrest and support prosecution of the offenders and/or to recover stolen property. Cases are active and aggressively worked to achieve this objective. Active cases generally require consistent attention until the case is resolved through some kind of case suspension or case closure. In sum, active cases are worked with regularity. This of course is not the only work a detective performs; there are certainly other work requirements that need to be accomplished. Some of these work requirements are regularly related to a particular case and can include e-mails to victims, release of unneeded evidence, packaging evidence for a future hearing, etc. And while all law enforcement agencies perform these kinds of duties, these are typically not attributed to active cases if they are the sole type of activity performed over a relatively lengthy time period (e.g., one month).

A review of the self-reporting information provided indicated that ISB detectives recorded work activities to associated case numbers that typically would not fall within the definition of an “active case.” This is illustrated by the number of times a case number was referenced or “worked.” Case numbers with multiple references over the course of one month can be defined as actively worked, whereas cases that are attended to infrequently generally do not fall in the definition of an “active case.” The following pie chart shows the frequency in which cases were worked for all ISB self-reporting detective staff.

**Frequency in Which a Case Was Worked (Self-Reporting Exercise)**



As shown by the pie chart above, nearly one-half of the cases reported on the self-reporting exercise were worked just one time over the period of 30 calendar days. Typically, these would not be classified as “active” cases but would represent additional administrative work related to various cases that investigative staff perform. There are, however, some caveats to this conclusion. For example, a newly assigned case may have been received, may be active, but may not yet be worked aggressively. However, based on the data collection efforts and a review of the detective’s self-reporting comments, this is the exception rather than the rule. Activities performed one time on cases included such comments as “review report,” “re-interview witness in preparation for future trial,” “send letter to Department of Transportation,” “contact Wisconsin State Crime Lab,” “help victim locate property,” etc. In conclusion, detectives were generally detailed in recording case-related activity on their self-reporting exercise but the work recorded in a number of instances would typically not be linked to active casework, but would be associated with ancillary duties performed by all law enforcement investigators in the course of normal business.

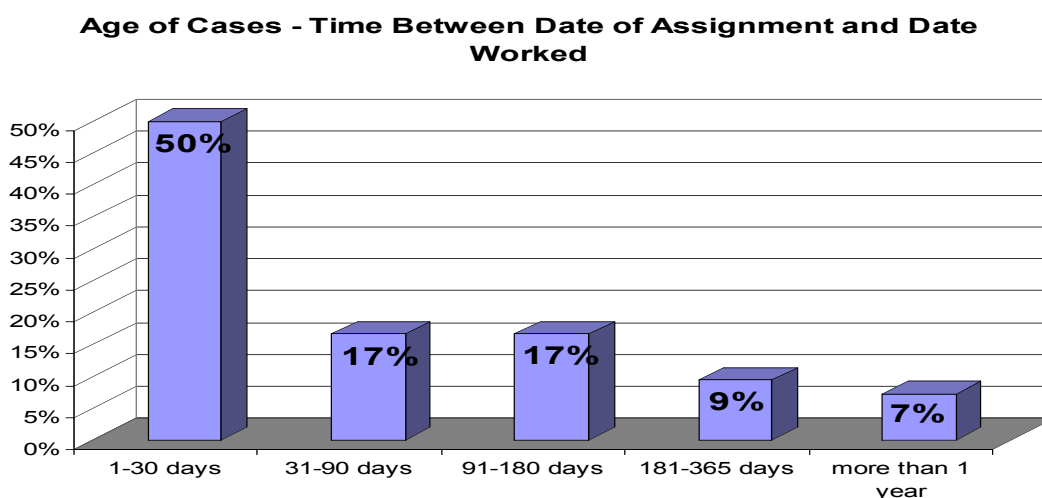


### (3.2) Caseload Work Was Performed on Some Cases that are Aged.

Another method for evaluating caseload work is to identify when the case was originally assigned. One often cited maxim is that most solvable crimes are solved within 48-hours. As a consequence, investigative activity related to such solvable cases occurs within a generally short time-frame. Furthermore, many law enforcement agencies throughout the nation have adopted case closure guidelines ranging from 30-90 days from original case assignment. For example, the following General Order from a west coast Police Department stipulates common case closure guidelines:

*As a general rule, most cases should be closed within 60 days. Unit supervisors shall inspect cases that exceed this limit to determine the status of the investigation.*<sup>32</sup>

An examination of self-reporting data suggests that ISB core detectives are working on a number of cases that are aged. The following chart shows distribution of cases worked based upon their age.

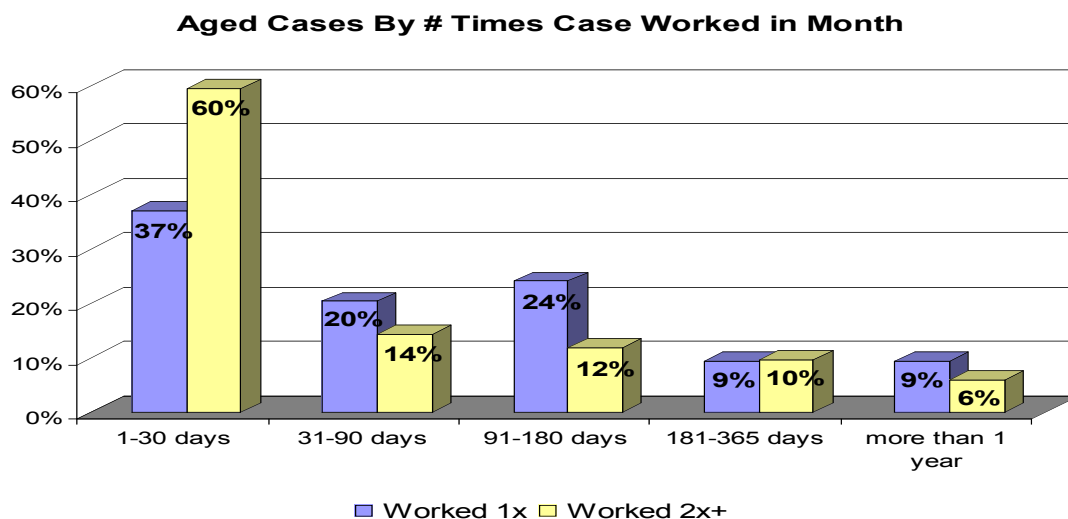


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<sup>32</sup> G.O.6 – page 4 Garden Grove Police Department.

As shown by the data in the chart above, while 50% of the cases worked were assigned within 30-days of the self reporting exercise, one-half of these cases were older. More telling, approximately one-third of all cases were older than 90-days, exceeding the aforementioned guidelines of case closure within 30-90 days of assignment.

This caseload information becomes further enlightening when juxtaposed against the frequency in which cases were worked. The following bar chart shows this relationship.



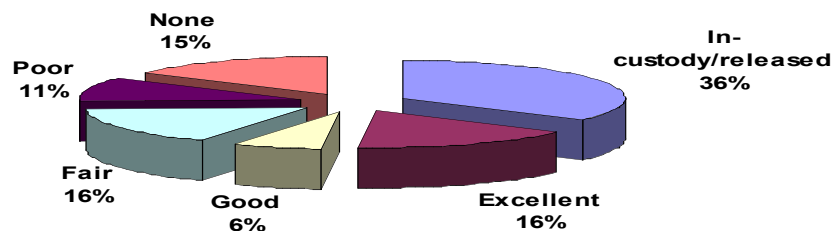
As shown by the data above, newer cases—those assigned within the last 30 days from the detective’s self-reporting period—were aggressively pursued, with 60% of all cases that were worked two or more times falling in the “occurred within the last 1-30 day category.” Conversely, over 40% of the cases that were worked only one time in the self-reporting period were aged over 90 days, that period of time when a case should generally be closed based on standard practices. In summary, the data suggest that detectives are working on far older cases than what many other local law enforcement agencies would consider the norm. Further, many of these older cases

are only given some cursory attention, as they were attended to once in the 30-day period. This data further reflects operational and potential staffing issues deserving resolution.

**(3.3) Caseload Work Was Performed on Some Cases that Have Limited Chance of Solvability and Arrest.**

Reiterating the primary objective of follow-up investigations—to identify, apprehend, and successfully prosecute the offender—provides a critical foundation for *why* any criminal case is worked. As part of the self-reporting exercise the project team requested that detective staff determine the likelihood of arrest for each case they were working on. For the vast majority of cases, this request was complied with. The data detectives provided is subjective, as there is no real objective measure to determine likelihood of arrest. Despite this subjectivity, such perceptions are important, and can reflect potential misallocation of valuable staff time. The following pie chart shows the distribution of opinions related to the likelihood of arrest for the cases worked in the self-reporting period from January 15 to February 15, 2010.

**Case Likelihood of Arrest / "Solvability"**



Of particular importance related to the data in the chart above, over one-quarter of the cases worked on were described as having “Poor to No” chance of arrest. This percentage becomes even more enlightening when recognizing that once “suspect in-custody” cases are eliminated from the pie chart above, fully 40% of cases that do not yet have an arrestee are classified in the “Poor to None” likelihood of arrest.

Law enforcement agencies with a comprehensive case management system would not assign the vast majority of “poor to none” cases to their detective staff, instead inactivating them for potential follow-up pending a change in case status (e.g., the case becomes part of a recognizable pattern/series of crimes). In effect, based on the above data, ISB core detective staff are working on cases that many of their law enforcement counterparts would not be assigned.

**(3.4) Self-Reporting Data by Individual Detective Corroborates Other Data Suggesting Case Management, Work Practice and Staffing Issues.**

Beyond the consolidated self-reporting data results for core detectives, an examination of individual results is also informative. Reiterating, a self-reporting exercise has inherent weaknesses as different staff have different work tendencies, different abilities/desires to record details, etc. Nevertheless, in conjunction with other analytical tools the exercise is valuable. The following table includes some of the data elements discussed previously and reflects the self-reporting outcomes for January 15 to February 15, 2010.

Self-reporting Data Exercise & Assigned Case Information (by Detective Position)

Detective	Core Focus	Cases Worked 1x	Cases Worked 2x+	Avg. Age of Cases (days)	2009 Avg. Cases Assigned/Mo.
D1	Domestic Investigation	9	13	54	2.4
D2	Domestic Investigation	8	6	378	3.9
D3	Domestic Investigation	1	16	16	9.6
D4	Domestic Investigation	5	4	48	5.3
D5	Domestic Investigation	10	5	95	9.5
G1	General Investigation	5	3	67	6.1
G2	General Investigation	1	6	229	1.7
G3	General Investigation	0	4	n/a	2.9
G4	General Investigation	8	7	117	11.5
G5	General Investigation	1	7	86	2.7
G6	General Investigation	2	9	84	5.9
G7	General Investigation	1	4	194	2.6
G8	General Investigation	2	8	175	2.1
G9	General Investigation	4	8	111	1.8
G10	General Investigation	10	15	103	6.7
G11	General Investigation	5	7	200	2.7

The following points are noted regarding the data in the table above:

- Self-reporting data is reflected in the three columns beginning with “Cases Worked 1x (one time).” This information is contrasted with the average number of cases assigned to each detective per month in calendar year 2009.
- Cases worked one time are, in the project team’s experience with other national law enforcement agencies and best practice investigations, generally not considered active cases as previously defined. These workloads are typically administrative work efforts associated with wrap-up, file maintenance, court preparation, etc., that are regularly performed by all types of law enforcement investigators in the provision of services.
- Cases worked two or more times could be defined as actively worked, although whether or not such case *should* be worked remains an outstanding issue. It should be noted that in regular examples ISB detectives assist one another in case work. For example, in the instance of Detective “G3” three of the four cases worked involved multiple detectives on the assignment. Another example is Detective “G8” in which three of the eight cases worked involved multiple detectives. Whether or not the detective was the “lead investigator” on a case, such work has been credited to the individual detective in the “Case Worked 2x” column if such information was recorded.
- An examination of the “Cases Worked 2x+” row demonstrates that with only a few exceptions the benchmark measures of 8-12 active cases worked for persons crimes (domestic violence) and 12-15 active cases worked for generalist

detectives is not being met based on this self-reporting exercise. This corroborates the evidence suggested by the "Assigned Case per Month" row.

- The Average Age of Cases column reflects how old the case work is that is being performed by each detective. Averages can be skewed based on some cases that are exceptionally old. However, despite this caveat the column is informative, indicating that a number of the detectives in ISB are working caseloads that are relatively aged and that would have been closed in many other agencies based upon the 30-90 day case closure parameter noted previously.
- There are some important individual performance outcomes that are noteworthy and represent very effective investigative and case management efforts on the part of some detectives. One example is the data for Detective "D3," which reflects a significant amount of work performed multiple times on several cases; this is in addition to an overall caseload that is aged less than 30-days. It is further interesting to note that this detective position has the second-highest average number of cases assigned per month. While these metrics do not reflect the quality of investigation performed, they certainly reflect an ability to efficiently manage caseloads.

In summary, the self-reporting exercise by individual detective, for the most part, also points to issues of case management, work practice, and staffing issues.

**6. THERE ARE A FEW OPERATIONAL CONSIDERATIONS WITH RESPECT TO DANE COUNTY SHERIFF SERVICES THAT MAY marginally IMPACT DETECTIVE WORKLOADS.**

In a number of law enforcement agencies, as noted in the introduction to this chapter, there are certain operational practices that can have an impact on staffing levels. For example, given the particular community profile in Beverly Hills, California, the Beverly Hills Police Department detective bureau provides some of the highest levels of investigative services to a very demanding community. In effect, no case went unassigned, with even minor, likely unsolvable crimes receiving some level of Detective Bureau service. This impacted necessary detective staffing levels and how investigative services were approached.

With regard to various operational practices, Dane County submitted the number of reports/supplemental reports detectives have prepared; these are noted in the table below:

**2008 & 2009 Supplemental Reports Written by Detective**

<b>Detective</b>	<b># of Supplemental Report Written</b>	<b>"Annualized" Supplemental Reports</b>
D1	129	159
D2	158	237
D3	347	416
D4	353	353
D5	254	254
G1	171	171
G2	118	118
G3	216	216
G4	430	430
G5	150	150
G6	192	341
G7	102	158
G8	169	169
G9	191	191
G10	335	335
G11	165	198
<b>AVERAGE:</b>	<b>224</b>	<b>244</b>

With regard to the average number of supplemental reports written over a two year period, preparing an average of approximately three (3) supplemental reports every four work days (considering net annual availability) is certainly not uncommon in the investigative practice and is considered part of the core business of a detective and thus included within the previous benchmark ranges. What is notable is the wide range of supplemental reports being written by staff. Comparing the annualized supplemental reports of detectives "D1," "D3," "G2," and "G4" indicates a dramatic discrepancy in the number of supplemental reports prepared, and while differentiation is to be expected, some detectives writing nearly four-times the amount of reports as others is not consistent with best practice. Indeed, this is another reflection of issues with respect to

established case management protocols. Clearly, some detectives, based exclusively on paperwork, may feel far busier than others.

Beyond the above, Dane County has a few operational considerations that impact the DSCO Investigative Services Bureau. These include:

- There is a tendency of some detective staff to be responding in the field under various circumstances. For example, detective "G4" and "G10" responded to over 200 field incidents in the two year period, ranging from suspicious person and vehicle calls to accident reports to traffic stops. What is particularly interesting is these two detectives have generally larger caseloads as well as write a significant number of supplemental reports yet still find time to venture into the field to provide "support service." These kinds of activities, particularly on a frequent basis, are generally uncommon in many detective operations throughout the nation, where "case investigations" is the predominant core business focus.
- Dane County has been nationally recognized as a leader in Domestic Violence crime efforts. Dane County previously received a STOP Violence Against Women's Grant which initially funded three dedicated Domestic Violence detectives. According to a 2000 report from the *Institute of Law and Justice*, it was concluded<sup>33</sup>:

*The Dane County Arrest Project is an ambitious attempt to tackle the problem of domestic violence. The merits of this project are worthy of discussion. Several elements coexist to produce a solidly run program. First, staff are clearly well-qualified and have considerable experience in domestic violence. Second, the level of coordination between advocates within the criminal justice system and the non-profit community is substantial. Third, the community boasts an active task force. Finally, the Dane County Arrest Project has the potential of becoming a national model for a coordinated response to domestic violence. This project was chosen as one of six Arrest projects nationwide to be included in further impact study. Results from this study will reveal how project elements, such as specialized prosecution and bail monitoring, affect offender.*

Further, Dane County continues to be perceived as a leader in addressing Domestic Violence problems as detectives have recently provided Domestic Violence Investigation training to the Rock County Sheriff's Office. Such a program has an impact on staffing levels. As a result the project team believes the benchmark measurement for felony person crimes of 8-12 active cases is

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<sup>33</sup> Dane County, Wisconsin, Arrest Policies Project – A Process Evaluation, 2/8/2000, page 23-24.



more applicable than the typical domestic violence benchmark of 20-30 active cases.<sup>34</sup>

- Although evidence is only anecdotal, there appears to be a reasonable amount of time dedicated to supporting the District Attorney's Office. While there is a specialized District Attorney detective assigned to the DA (not included in the previous analysis), core ISB detectives play an active role in carefully preparing case documentation for the DA's Office. This includes development of case-based three-ring binders with tabs, etc. This kind of "administrative task" goes above and beyond what the project team has observed in most other law enforcement agencies. Thus, this administrative support activity can take away from other investigative core business.

It is important to recognize various operational caveats associated with an agency when evaluating staffing and operations, and when practical, to incorporate these into any future conclusions and recommendations. Services, such as Dane County's domestic violence operations, have been considered in the project team's analysis.

**7. THE DANE COUNTY INVESTIGATIVE SERVICES BUREAU IS SIGNIFICANTLY OVERSTAFFED WITH CORE DETECTIVE POSITIONS; HOWEVER CASE MANAGEMENT AND INVESTIGATIVE PRACTICES SHOULD FIRST CHANGE PRIOR TO SIGNIFICANT REDUCTIONS.**

The various analyses presented previously consistently point to overstaffing issues in the ISB's core detectives staffing composed of domestic violence and generalist detectives. The following highlights various analyses:

- Whereas the DCSO clears a higher proportion of person crimes than comparable counterparts and the national average (an important achievement), they clear a significantly lower proportion of property crimes when performing the same comparison. Thus, fielding higher investigative staffing levels in the DCSO cannot be linked to exceptional performance overall. Furthermore, overall performance does not suggest too few staffing issues but likely case management practices.
- The number of ISB detectives per Part I (felonious) crimes experienced in Dane County is extremely high in comparison to other law enforcement agencies. The

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<sup>34</sup> For comparison, Omaha Police Department Domestic Violence Squad had 55 Active cases per month per detective. This unit was understaffed by a minimum of 60% personnel.

ratio of 73 Part I Crimes per Detective is one of the lowest ratios the project team has observed.

- Based on average number of cases assigned per month per detective as well as actively worked cases (worked two or more times in a month) based upon the self-reporting exercises, caseloads per detective are below benchmark measurement standards, often significantly so. There are a few individual exceptions to this.
- Workload is significantly imbalanced among detectives, convoluting case management practices and ultimately impacting perceived staffing needs.
- Detectives work a number of cases that can be defined as “over-aged.” Generally accepted standard practice is to close the vast majority of cases within a 30-90 day time span. There is evidence of some staff accomplishing this in the self reporting exercise.
- Detectives work a number of cases that have poor leads and limited opportunity for solvability and arrest. Generally accepted standard practice is that such cases would be screened out from detective workloads and only worked pending change in solvability status.

In summary, the analysis consistently points to overstaffing issues among the 17 authorized ISB core detectives. This provides an opportunity for detective staffing reductions in the mid-term; however, to allow for such staffing reductions case management practices at the DCSO must be thoroughly revised. In the absence of revising case management practices, there will likely be a dramatic impact on the short and mid-term effectiveness of detective operations, as significant staffing reductions without effectively implementing change management can lead to very undesirable outcomes.

**(1) The Investigative Services Bureau Should Formalize the Case Screening Process Using Solvability Factor and Priority Status Methodologies.**

The current state of the Spillman/Summit records management CMS is indicative of a largely informal case management process. One detective sergeant (with periodic support from the Lieutenant) is tasked with assigning criminal cases for follow-up to

detectives, patrol staff, community deputies, etc. According to a variety of interviews, there is limited clarity as to why a certain DCSO staff position gets a certain case for follow-up work. According to further discussions, in the past five to six years there have been four different ISB sergeants, each one using a different system of assigning and tracking cases. For example, one sergeant used the case management system in Spillman/Summit while another used a paper log to track most information although Spillman/Summit was used periodically to assign cases. A third sergeant used an independent database for case management that was created by the ISB Lieutenant at the time. The current sergeant, who (in the project team's opinion) was not provided a reasonable level of cross-training prior to taking on the investigative position, stopped using the database and assigned cases in Summit without using the full features of the case management module.

Because the case management process is not formalized and the case management software is not effectively used, the ISB cannot ensure case management is accomplished consistently throughout the Bureau. Present case screening practices (which are generally non-existent, as nearly all written cases get assigned to some staff position) also have no formal way to help prioritize workloads. The lack of effective case management results in many of the issues noted in this chapter. In effect, poor case management practices at the DCSO will have an impact on perceived staffing needs, as there is no effective linkage between what work should be done and what is actually accomplished. Generally speaking, poor practices in any field can result in unnecessary staffing levels, as the common response (in reasonable economic times) is to add staff resources to address any perceived problems. Developing a detailed case management

philosophy and the associated protocols is beyond the scope of this report; however, particular guidelines are highlighted herein. There are examples available of detailed relevant policies and procedures associated with investigative services. These can be found in such locations as the Georgia Association of Chiefs of Police.<sup>35</sup>

In order to ensure consistency and help prioritize work for investigative follow-up, a formal case screening checklist with relevant solvability factors should be adopted by ISB. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2).

Based on the project team's review of various case screening processes in use in varied law enforcement settings, we believe that the following 12-point check-list, in conjunction with a Priority Status methodology, should be considered for adoption.

## **(2) The Solvability Factor Methodology.**

The use of solvability factors is consistent with CALEA's Section 42.1.2 which states, "The agency uses a case-screening system and specifies the criteria for continuing and/or suspending an investigative effort." This screening can take several forms. For example, one police agency in which the project team has experience uses nine criteria to determine the initial disposition of a case. In the course of our research, the project team believes the following twelve point process is most practical. If a crime report has any one of the solvability factors noted, it should be assigned for investigative follow-up. The twelve points are:

- Witnesses to the crime;

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<sup>35</sup> [http://www.gachiefs.com/DeptResrcs\\_SamplePolicyManual.htm](http://www.gachiefs.com/DeptResrcs_SamplePolicyManual.htm)

- Knowledge of the suspect's name;
- Knowledge of where the suspect can be located;
- Reasonable description of suspect;
- Identification of suspect probable;
- Property with traceable, identifiable characteristics, marks or numbers;
- Existence of a significant modus operandi;
- Presence of significant physical evidence;
- Reasonable description of the suspect's vehicle;
- Positive results from a crime scene evidence search;
- Belief that crime may be solved with publicity and/or reasonable additional investigative effort; and
- Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

These solvability factors should be incorporated into a formal case screening process whereby the above list, or some derivative, is used as a cover sheet on all cases to determine whether it is an assignable case to a Detective for investigative follow-up. For those cases requiring follow-up, the suggested prioritization, as discussed subsequently, should be noted on the cover sheet.

Adoption of a formal screen process will ensure that for those cases with no solvability factors checked, the maximum service received on the case is minimal and has limited impact on staff workload. This may amount to one courtesy telephone call to the victim advising them of their case status and the need for additional information to continue the investigation.

Effective case screening allows for the bulk of investigative resources to be dedicated to solvable cases, thereby allowing time to focus on solving and clearing major crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by the DCSO in the short term. Implementing this practice should be a precursor to reducing staffing levels significantly.

**Recommendation: Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.**

### **(3) The Prioritization Methodology**

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating. Prioritization of workload has clearly been widely adopted in patrol services throughout the nation through call priority classifications, but is used in a lesser capacity in other law enforcement arenas. The project team believes case prioritization is an effective management tool to augment case screening. The seven-priority rating includes:

- Priority 1 – Felony Crime with In-custody suspect or excellent chance of arrest.
- Priority 2 – Misdemeanor Crime with In-custody suspect or excellent chance of arrest.
- Priority 3 – Felony Crime with reasonable chance of arrest.
- Priority 4 – Felony Crime with limited chance of arrest.
- Priority 5 – Misdemeanor Crime with reasonable chance of arrest.
- Priority 6 – Misdemeanor Crime with limited chance of arrest.
- Priority 7 – Courtesy phone call based on no solvability factors.

This priority system can be modified to meet the unique needs of the DCSO; however, the concept should be used as a framework for prioritizing workload, thereby focusing detective resources on the most important cases. A 1-7 Priority should be assigned on all case screening cover sheets as noted previously.

**Recommendation: Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.**

**(4) The Detective Sergeant Should Perform Comprehensive Case Screening and Prioritization on All Cases.**

The personnel used for case screening are varied throughout different law enforcement agencies. Frequently, a Detective Sergeant performs this role, in some agencies it is performed by "Screening Sergeants" assigned to a Crime Analysis or Intelligence Unit, while in other organizations the Patrol Desk Sergeants perform this task as part of their crime report approval process.

Currently, ISB core detectives are largely self-screening and self-prioritizing caseloads within their respective service areas. The sergeant's initial role in case review has been generally limited determining which cases should be assigned to what personnel. This practice, in the absence of formalized case management, is not a common one, and the project team believes the sergeant should become more involved in a formally established case screening and prioritization process.

To that end, the project team recommends that the Detective Sergeant screens, prioritizes and specifically assigns criminal cases to the varied detectives and, as appropriate, to field staff. The involvement of supervisor positions in a case screening and prioritization process is an important element in effective case management, and significantly helps ensure accountability by identifying where resources should be

focused. Formal processes, overseen by supervisors, assist in clarifying performance expectations and helps ensure the consistent application of procedure over the long-term regardless of what personnel are assigned to supervision or detective assignments. Further, such formality at the line level helps manage workload. Consequently, case screening and prioritization should become a consistent practice at the DCSO.

**Recommendation: Include formal case screening and prioritization of criminal cases in the Detective Sergeant's duties and responsibilities.**

**(5) Implement Formal Case Status Reporting Every 30-days To Facilitate Expedient Case Closure.**

An important issue noted previously is that detectives apparently work on several cases that are aged. As further noted, the vast majority of cases should be closed within a 30-90 day timeframe. There is no formal process<sup>36</sup> whereby a 30-day status report is provided to detective supervision informing them of case progress and the need for the case to remain opened or closed based upon investigative leads and case circumstances. Such formality helps ensure cases do not languish indefinitely and staff resources are properly dedicated to solving crimes, making arrests and clearing cases on those incidents that have a reasonable probability of success.

**Recommendation: Implement a formalized 30-day case status reporting program whereby detectives inform supervision, who can then provide feedback, as to case progress and need to remain opened or closed.**

**(6) Utilize the Full Capabilities of the Spillman/Summit Case Management System.**

As noted throughout this chapter, the Spillman/Summit case management system software is not being effectively used. The DCSO should, as necessary, receive

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<sup>36</sup> Detectives are asked approximately 3 times per year by administrative staff to identify whether a case should be closed or not and this data is then entered into Summit. This is not considered a formal case management protocol by the project team.



training from the vendor to allow the full suite of features to be used in CMS. Our evaluation and data collection efforts indicate that the software is capable of performing the various case management protocols necessary, with effective use. Proper use of a case management system should be considered a vital priority.

**Recommendation: Implement and utilize the full capabilities of the Spillman/Summit Case Management System.**

**8. UPON CHANGING CASE MANAGEMENT AND INVESTIGATIVE PROTOCOLS, REDUCE ISB CORE INVESTIGATIVE STAFFING FROM 17 TO 12 AUTHORIZED POSITIONS.**

Based upon the totality of information provided in this chapter, upon revision and adoption of new case management and investigation practices, the DSCO should reduce ISB core detective staffing levels from the current 17 authorized positions to 12 authorized positions. The following points are noted:

- Reductions in staffing should occur after implementation of revised case management practices as discussed in this chapter. This effort should occur within one year's period of time.
- Reduction in staffing as recommended will likely result in caseloads consistent with active case work at the lower end of the benchmark measures noted previously.
- Reduction in staffing considers the operational caveats of the DSCO noted previously, such as the County's important domestic violence efforts.
- Despite these staffing reductions, upon implementation of a new case management protocols there may be sufficient time to off-load follow-up investigative work from field and patrol staff thereby freeing time to perform other field services. This does not preclude, however, field staff from performing appropriate preliminary investigative work.
- Upon the staffing reductions noted, the DCSO should re-allocate positions, as they deem appropriate, between domestic violence and generalist detective positions.

In conclusion the data overwhelmingly suggest an opportunity to significantly reduced ISB core detective staffing levels upon implementation of more effective case management practices.

**Recommendation: Over the course of one year, and subsequent to the implementation of revised case management and investigative practices, reduce ISB core detective staffing levels from 17 to 12 authorized positions. This reduction will result in an approximate salary and benefit savings of \$376,000 annually.**

**9. MAINTAIN EXISTING SUPERVISORY STAFFING LEVELS IN THE INVESTIGATIVE SERVICES BUREAU.**

While the project team had initial concerns with respect to the level of supervision provided to the ISB, specifically one Detective Sergeant over so many line positions, based upon the recommended staffing adjustments and staff re-allocations in this chapter one Sergeant position is satisfactory, though at the high-end of the preferred level of supervision to staff ratios. As the Investigative Services Bureau changes both the method in which it conducts business as well as staffing levels, the level of first line supervision should be re-evaluated, particularly as economic conditions improve. Having two Sergeant positions over the recommended level of core and specialized detectives would not be inappropriate, as other law enforcement agencies have adopted such close supervision levels with positive effect; however, given other major changes are recommended, modifying detective first line supervision should be held in abeyance until the outcome of organizational and staffing changes, as well as economic conditions, warrant further exploration of additional staffing.

**Recommendation: Maintain existing supervision levels of one (1) Detective Sergeant overseeing core and specialized detectives. Upon implementation of recommended changes in ISB operations and staffing levels, and more positive economic conditions, re-visit such detective supervision in the future for potential increase to two (2) Sergeant positions.**

**10. THE DANE COUNTY NARCOTICS AND GANG TASK FORCE APPEARS APPROPRIATELY STAFFED, BUT SHOULD ADOPT VARIOUS PRACTICES TO HELP ENSURE FURTHER OPERATIONAL ACCOUNTABILITY.**

Proactive investigative functions such as the DCNGTF are more difficult to evaluate than are 'reactive' case handling investigations as performed by the ISB core detectives. Although the DCNGTF does have cases assigned such as narcotics, these alone do not effectively capture workloads and the potential staffing requirements needed in a proactive unit. In brief, the allocation of staff resources to these types of functions is generally a policy decision driven by the law enforcement executives of the jurisdiction. There is no formula to evaluate the level of staff resources a community should allocate to these enforcement efforts because:

- Proactive investigations are, by their very nature, discretionary. These investigations relate to a community's values to address a wide variety of problems.
- Dedicated proactive investigative units are found in agencies which have the resources for such specialized full-time activities and which are committed to addressing important quality of life issues.
- The caseloads of proactive investigative units are typically different from the kinds of caseloads handled by core investigative units. Caseloads for proactive investigative units are long-term oriented, rely on specific problem identification and varied targeting techniques. Results, then, need to be measured differently than for traditional case handling investigators – clearance rates and active cases are not a useful measure for proactive investigations.
- Proactive investigations are often regional in nature, and therefore can periodically rely on the support of other additional local, State and Federal agencies in higher profile cases.

As a result of these factors, and because staffing levels often become an outcome of performance, the effectiveness of proactive investigative units needs to focus more on the process of targeting problems in the community and making

assigned staff accountable for results. In brief, proactive investigative units require close scrutiny given their unique roles and have established performance expectations.

To that end, the DCNGTF should report upon the following performance factors:

**Best Management Practices Performance Review – DCNGTF**

<b>Performance Target</b>	<b>Reporting Criteria</b>
Are decisions made at the appropriate level?	Major initiatives are documented and approved by the DCNGTF Lieutenants in a Tactical Action Plan format. The DCNGTF should maintain direct supervision of operations through a Sergeant position.
Clearly defined mission that focuses on both street level as well as large-scale interdiction.	The Unit has been developed with specific missions with both a regional and local focus. This information is noted in the respective Tactical Action Plans.
Internal systems and performance measures have been designed to provide for internal accountability.	The Unit provides quarterly performance reports relative to output metrics that foster accountability.
Internal systems provide for clear accountability and tracking of property/evidence.	In association with Property and Evidence, clear protocols are in place and reported upon.
Interaction with local, state, federal and international agencies is performed.	The Unit is involved in several cooperative efforts and task forces and output and outcome measures are reported upon.
Secured storage on-site for narcotics, money, weapons, other contraband, etc.	Secured facilities are in place and periodically audited for security.
Asset seizure funds are regularly audited by an external entity.	Audit trails are in place to ensure the appropriate use of asset seizure funds.

The DCNGTF has adopted some of these practices, such as providing information to be included in the Sheriff's Annual Report, yet there are opportunities for further improvement related to tracking and reporting upon DCNGTF outputs and outcomes.

**(1) The DCNGTF Should Implement Formal Problem Solving and Reporting of Outputs and Outcomes.**

As is the case with most performance reporting in any law enforcement agency, proactive enforcement units often report on performance outputs that include number of arrests, weapons and drugs confiscated, monies seized, warrants served, etc. The DCSO has implemented reporting these metrics in the Annual Report as represented by the following example.

**DCNGTF Arrest Data – Calendar 2007 & 2008**

	CY 2007	CY 2008
<b>Total Arrests</b>	<b>261</b>	<b>195</b>
<b>Total Charges</b>	<b>558</b>	<b>510</b>
<b>Avg. # of Charges/Arrest</b>	<b>2.14</b>	<b>2.62</b>

Although performance outputs and reporting such as the above are important, it is difficult to objectively link such outputs to performance outcomes—specifically the suppression of illegal activities within Dane County’s varied communities. Special enforcement activities should be tied to mitigating “community harm” as a result of these enforcement efforts, and further tools are necessary beyond the above performance outputs to capture these efforts. To that end, the DCNGTF should adopt a problem solving model whereby outcomes from the problem solving can be reported upon. One approach would be to employ a model that encompasses the four stages of a problem solving process defined as “scanning, analysis, response and assessment” (SARA). This problem solving approach can be detailed in a formal Tactical Action Plan document. The following is an overview of the process:

- **Scanning** – The initial stage of scanning involves looking for and identifying problems. Who are the victims, who is harmed by what type of behaviors, who are the probable offenders, and the nature of the events.
- **Analysis** – Develop a thorough understanding of a problem and conduct research using varied resources such as intelligence files, Crime Analysis, Patrol Bureau input, etc. If the problem has been addressed previously, assess the effectiveness of past responses as a base line.
- **Response** – This is a three stage objective. Develop a list of possible responses to the problem and the resources necessary to address the issue that is consistent with information analyzed; select the response most likely to succeed based on information available; and implement the chosen response.
- **Assessment** – Obtain on-going feedback on how well the response is working and report upon performance outputs and outcomes related to the response. Based on the “de-briefing” of the response, make adjustments that can change the type of response, that will improve future analysis of the problem, or that may redefine the nature of the problem.

It is important that reporting via the SARA model occurs, as this should result in outcomes—not just outputs—that can be reviewed and measured. Development of periodic SARA-based Tactical Action Plans should be adopted in addition to the reporting of performance outputs as in the provided examples. These reports should assist in justifying activities performed by the DCNGTF.

**Recommendation: Implement SARA problem solving and reporting to help define DCNGTF successes.**

**Recommendation: Implement Output-based reporting on a quarterly basis and include highlights in the Sheriff's Annual Report.**

- (2) **Maintain Existing Staffing in the DCNGTF; However Transfer the Gang Detective to this Unit.**

As previously noted, the project team believes staffing resources dedicated to proactive investigative units is a policy decision. Based on our interviews of DCSO and DCNGTF staff members and our review of work practices, the project team believes the existing contingent staff is satisfactory staffing for the DCNGTF and consistent with

other law enforcement agencies' efforts. It should be reiterated that the DCNGTF is a combined unit with Madison PD and as such, additional staff resources are available to perform activities.

One outstanding issue is the reporting relationship of the Gang Detective. This will be discussed further in the section below.

**Recommendation: Maintain existing authorized staffing in the DCNGTF of one (1) Sergeant, four (4) Detectives, one (1) Deputy, and two (2) part-time Clerks.**

**11. THERE ARE OPPORTUNITIES TO MODIFY SPECIAL ASSIGNMENTS IN THE INVESTIGATIVE SERVICES BUREAU.**

As noted earlier in this chapter as well as the Profile Chapter, there are five specialized assignments within the ISB. These are discussed in the following sub-sections.

**(1) The Gang Detective Should be Transferred to the Dane County Narcotics and Gang Task Force and Supervised From this Unit.**

The Gang Detective gathers intelligence on gangs operating throughout Dane County (including incorporated areas) and works closely with other law enforcement agencies to address issues. The Detective will interface with the DCSO jail inmates to acquire gang-related intelligence, and will interface with the U.S. Marshalls regarding fugitive information. The Detective also attends a variety of community meetings and provides training/presentations to various parties regarding gang criminal activities. Whereas this detective's emphasis is on jail gangs, fugitive information, etc. and the DCNGTF is on street gangs, there is certainly several common characteristics associated with the gang intelligence and gang enforcement activities, whether it is street-based or jail-related information. As a consequence, the Gang Detective, currently supervised by the Detective Sergeant, should be both functionally and

physically transferred to the DCNGTF whereby work direction will be provided by the DCNGTF sergeants-in-charge. This oversight will help ensure consistency in the delivery of gang enforcement/intelligence activities county-wide.

**Recommendation: Transfer the Gang Detective to the Dane County Narcotics and Gang Task Force to receive work direction and general supervision from that Unit.**

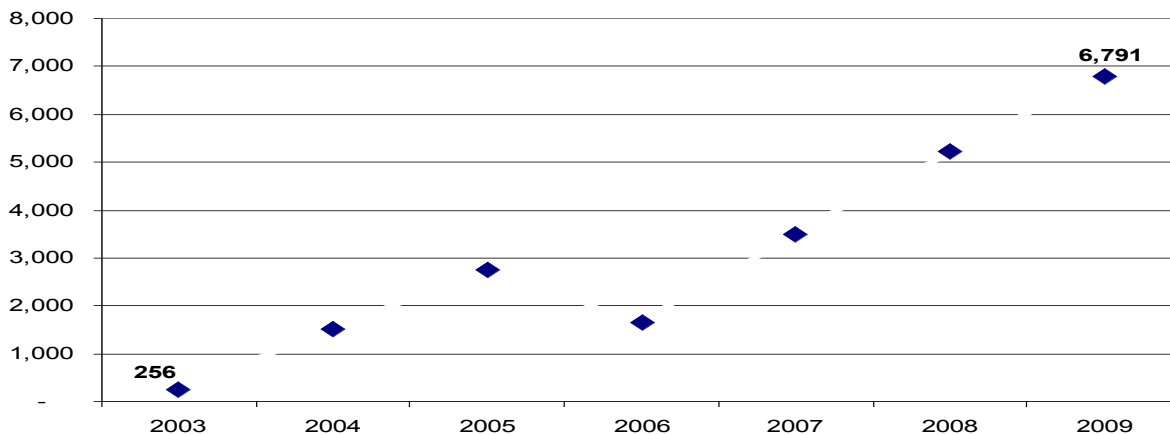
**(2) Maintain Existing DCSO Staff Resources in Computer Forensics. Negotiate Sharing of Personnel Resources with Madison Police Department.**

During the last decade, the dedication to computer forensic investigations has become more important in augmenting day-to-day crime solving. The DCSO and the Madison Police Department share a facility and equipment related to computer forensics investigations (Computer Forensics Shared Resources Partnership). Staff assigned to this Unit, however, do not work on each other's cases. One DCSO detective is assigned to computer forensics, providing such service to Dane County and villages/townships in the County. The position performs computer forensic (investigative and technical) examinations on various electronic apparatus to include computers, cell phones, PDAs, blackberries, etc., in support of other ISB services. Staff abstract data from electronic storage devices to include e-mails, text files, chat files, photographs, and other software-based file structures containing relevant information.

Workload has increased regularly year-to-year related to the Computer Forensics Detective. The following chart shows the growth in computer-related investigative tasks performed from 2003 to 2009:



**Gigabytes of Hard Drive Information Reviewed - CY 2003-09**



As shown by the data above, a near twenty-five fold increase has been experienced with respect to evaluating hard drive information. In addition to this data, the Computer Forensics Detective completed the self-reporting exercise and in the 30-day period worked on nine (9) cases in support of other ISB detectives. Furthermore, the Computer Forensics Detective has a caseload of over 30 cases although given case management issues noted previously it is not clear which should be currently “active” versus inactive.

In summary, there is sufficient workload to maintain the existing dedicated Computer Forensics Detective. Ideally, however, to benefit from available resources, both the DCSO and the Madison PD should negotiate joint sharing of both computer forensic detectives assigned to the Computer Forensics Shared Resource Partnership facility. While sharing of the facility is noteworthy, sharing of staff would be another important step. Clearly both DCSO and MPD have a positive track record in sharing resources as evidenced by the Dane County Narcotics and Gang Task Force.

**Recommendation: Maintain existing DCSO staff resources in Computer Forensics of one (1) Detective position. As has been done with the facility, negotiate sharing of personnel resources with the Madison Police Department.**

**(3) Re-evaluate the Policy Decisions to Staff Other Multi-Agency Efforts with DCSO Detective Staff Positions and Adjust Staffing Accordingly.**

The DCSO also has three (3) additional specialized detective positions assigned to multi-agency initiatives or other departments. These are noted in the Profile Chapter but briefly highlighted below:

- The Criminal Intelligence Detective is assigned to the Wisconsin Statewide Information Center (Fusion Center) and interfaces with local, state and federal officials regarding various criminal occurrences. In effect, the detective acts as an intelligence or “crime analyst” for regional crime activity.
- The Joint Terrorism Task Force Detective is assigned to the JTTF—a cooperative effort with the Federal Bureau of Investigation (FBI). The JTTF Detective participates in the investigation of terrorists and terrorist organizations planning or carrying out terror acts impacting the State of Wisconsin.
- The District Attorney’s Detective is assigned to the County’s District Attorney’s Office and provides various follow-up support in aid to the District Attorney and that office’s staff. State Statute requires the Sheriff to assign one detective to work in the DA’s Office to assist with court cases.

As discussed previously, proactive or specialized investigative functions are more difficult to evaluate than are ‘reactive’ case handling investigations as performed by the ISB core detectives. For example, none of the above staff were directed to perform self-reporting exercises and there are no output reports related to these positions, thus workloads remain unclear. Staffing such units is a policy decision or legislative directive. At issue is whether or not such staffing is value-added, particular in lean economic times. Providing support to other agency’s regional or local offices is often noteworthy, but such positions are often at risk in any law enforcement agency that must address budgetary issues. As such, the DCSO executives should perform a “zero-based budgeting” exercise and re-confirm the need to staff those specialized positions not mandated. If such positions were exclusively funded by non-County

monies such a decision would be relatively simple; however, in the absence of support funding, these positions should be re-justified based on performance standards and outcomes on an annual basis.

**Recommendation:** Maintaining a total of three (3) “other-agency” detective positions for criminal intelligence, the Joint Terrorism Task Force, and the DA’s Office is a policy decision or legislative directive. As such, retaining the JTTF and criminal intelligence position should be predicated on a zero-based budgeting exercise whereby such positions are re-justified annually based upon pre-established performance expectations.

## **4. FIELD SERVICES DIVISION ADMINISTRATIVE SERVICES**

This chapter focuses on the Administrative Services duties and responsibilities provided to the Field Services Division. The information used in this section was obtained from interviews with Division management, various personnel, lead administrative staff, and a review of documents and information from the Department's varied information systems typically provided by the Division's Administrative Services Supervisor

### **1. OVERALL ORGANIZATION OF ADMINISTRATIVE SERVICES.**

The Administrative Services Unit manages the functions related to the transcription of DCSO narrative reports, collation of hardcopy crime reports, entry of various data into Spillman/Summit records management system, and responds to numerous data requests. Staff act as stenographers, transcribing all field services division and security services division (excluding DCNGTF) report narratives. Staff will prioritize transcription based on an in-house priority system. Staff will also work on collation of reports, assembling of daily MATE reports into monthly reports, photocopy of hardcopy reports, and perform other duties as assigned. With respect to data maintenance, staff abstract and manage information from completed crime reports and enter such information into various databases. Finally, staff provide data entry support to the Traffic Safety Unit with regard to traffic citation and other information. The Administrative Services Unit is fully civilianized and overseen by one supervisor who is supported by 5.5 full-time equivalent staff positions and several limited term employees. Further details regarding this Unit are found in the Profile Chapter.

## 2. THE ADMINISTRATIVE SERVICES UNIT PROVIDES SOME CORE BUSINESS FUNCTIONS IN SUPPORT OF DCSO.

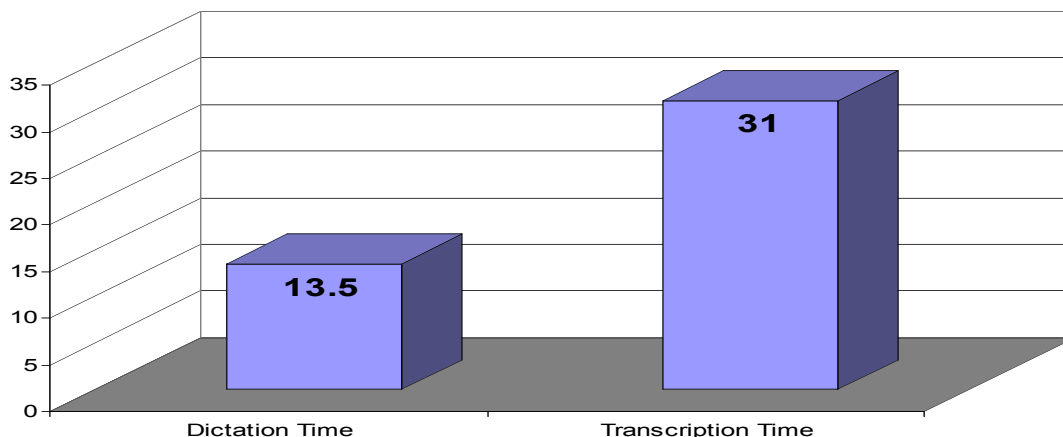
While there are many important duties and responsibilities performed by the Administrative Services Unit, one key responsibility is the transcription of reports for nearly all DCSO staff who prepare such documentation. Performance related to this service can have a dramatic impact on other operations as failure to dictate reports in a timely manner can impact the productivity /of several other units. The following table shows the number of reports transcribed by the Unit over the last two years.

**Reports Transcribed – 2008 and 2009**

	2,008	2,009
Background Reports	145	76
Stenos' Reports	12,187	11,118
Totals	12,332	11,194

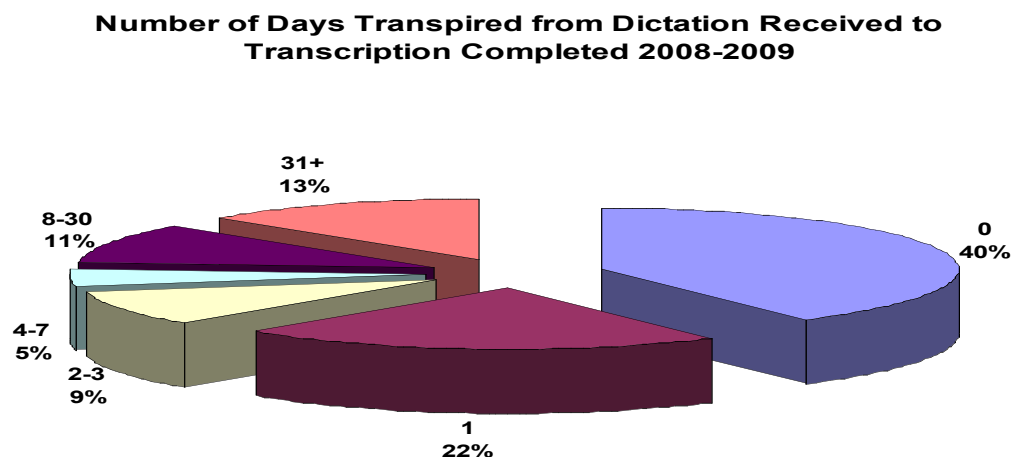
As shown above, close to 1,000 reports per month are transcribed by the Unit. Based upon further data provided by the Unit, a sample of dictation performance was reviewed by the project team. Data was analyzed from the first quarter of 2010 with respect to field patrol deputies dictations and the length of time it took staff to transcribe such dictations. The following bar chart shows this comparison:

**Average Dictation and Transcription Time (Minutes)**



The chart above was based on a sample of over 750 reports and shows the average dictation time of 13.5 minutes and average transcription time of 31 minutes. Typical performance for a transcriptionist should be an ability to transcribe dictated material within 2.5 – 3.0 times the length of the “recording.” Based upon the above, transcription performance is approximately 2.3 times the recording, indicating a very productive output. In fact, the performance outputs for individual staff ranged from 1.9 to 3.0 resulting in some very rapid transcription for some staff and other staff at the outliers of the performance metric but no staff, based on the sample, “underperforming.”

If performance is appropriate then a review of backlog information can indicate potential staffing issues. Two years’ worth of transcription data was reviewed to determine turn-around time. The following pie chart demonstrates turn-around performance.



The average turn-around time for transcription services is nine days. This is marginally above a desired turnaround time of a maximum of one work week, particularly given the necessity to obtain reports quickly. The pie chart data, however, indicate this average is skewed by approximately 25% of the dictations which take 8 or

more days to transcribe. Fully 62% of dictations are transcribed the same or next day upon receipt. In effect, average turn-around time is likely a product of managing lower priority dictations than understaffing issues.

While transcription services represent one of the primary core business practices of the Administrative Services Unit, as noted there are other services provided. The following table provides output metrics associated with data entry:

**Data Entry Totals – 2008 and 2009**

	<b>2008</b>	<b>2009</b>
Law Records Modified	24,721	22,306
Citations – Traffic Team	10,360	11,451
Accident Records Modified	2,861	2,195
<b>Total Records Modified</b>	<b>37,942</b>	<b>35,952</b>

As shown by the data, literally tens-of-thousands of records are addressed with respect to data entry services. Given the minimal staffing dedicated to this service as shown in the Profile Chapter, this is a noteworthy accomplishment.

In summary there is no evidence to suggest increases or decreases in staffing requirements in the Administrative Services Unit. Staff appear to be generally well organized and are well supervised and as a result provide important core services to DCSO that appear efficient and usually effective.

**Recommendation: Maintain existing staffing levels in the Field Services Division Administrative Services Unit.**

## **5. SECURITY SERVICES DIVISION**

The Dane County Sheriff's Office operates a detention system which is comprised of three facilities. The work groups in Security Services are managed by the Captain who reports directly to the Sheriff (through the Undersheriff). This Division is responsible for operating the three detention facilities that operate under the authority of the Dane County Sheriff. These three facilities include:

- City-County Building Jail was constructed in the 1950's and is a linear style indirect supervision facility primarily used to house medium and maximum security inmates. Its design capacity is for 341 beds with 24 segregation cells.
- Ferris Center was built in the 1980's and is a dorm style housing unit for convicted persons sentenced to work release. This facility is designed to house 144 inmates but with double bunking can house 288.
- Public Safety Building (booking, release and direct supervision style housing for low and medium security inmates). This facility has a design capacity of 408 inmates in the direct supervision areas with indirect supervision (intake) beds for 64 inmates and an additional 20 segregation beds (for a total of 492 beds).

Security Services is responsible for intake (booking), housing pre-adjudicated inmates and housing inmates who have been convicted and sentenced to serve their sentence in the County jail. Some of the inmates are sentenced for work release – these are typically housed at the Ferris Center. Other inmates may be in the facility temporarily due to court dates, transfers between facilities or temporary holds for other jurisdictions.

The examination of staffing in Security Services begins with documentation of the fixed post staffing plan utilized in the facilities. Our approach to evaluating and analyzing the staffing needs in each section can be summarized as follows:



- Evaluating the fixed post staffing plans of the staff-intensive functions of booking, custody operations, records and affiliated functions. Our efforts required us to first examine the effectiveness and efficiency of the fixed post staffing plans for the three facilities and their functions. The project team carefully examined the facility, the needs of the various housing units and service areas, safety for officers and inmates and other issues as we assessed each element of the fixed post staffing plan.
- Analyzing the workload and associated time demands in functions which are not driven by a fixed post staffing plan to determine the personnel required. This includes administrative and support functions in the DCSO's Security Services.
- Examining recent changes in the population and program participation in Security Services for any potential impact on staffing needs.

These analyses considered a wide range of associated issues including frequent inmate transports to local hospitals, the need to cover housing units to maintain classification, the need to cover meals and other administrative functions and other issues. As a result, our analysis included examination of those functions in the DCSO Security Services which require coverage but which do not currently have staff assigned.

## **2. THE CURRENT FIXED POST STAFFING PLAN SHOWS THE INFLUENCE OF DIFFERENT FACILITY ARCHITECTURES AND CLASSIFICATION TYPES.**

A fixed post staffing plan is, as its name implies, an approach for documenting the minimum staffing required for a correctional or detention facility. The fixed post staffing plan for the Dane County Sheriff's Office – Security Services, is presented as an exhibit on the following pages. Note that the fixed post staffing plan includes posts in all three of the DCSO's facilities.

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Post	Post	Days / Week	Hours / Day	Number	Hours / Year	Civilian / Sworn	Classification
Ferris	Security	7	24	4	35,040	Sworn	Deputy
PSB	Booking	7	24	1	8,760	Sworn	Deputy-III
PSB	PSB-3A	7	24	1	8,760	Sworn	Deputy
PSB	PSB-3C/E	7	24	1	8,760	Sworn	Deputy
PSB	PSB-G/I	7	24	1	8,760	Sworn	Deputy
PSB	PSB-3K	7	24	1	8,760	Sworn	Deputy
PSB	PSB-4A	7	24	1	8,760	Sworn	Deputy
PSB	PSB-4C/E	7	24	1	8,760	Sworn	Deputy
PSB	PSB-4G/I	7	24	1	8,760	Sworn	Deputy
PSB	PSB-4K	7	24	1	8,760	Sworn	Deputy
PSB	FEM Housing	7	24	1	8,760	Sworn	Deputy
PSB	Male Seg	7	24	1	8,760	Sworn	Deputy
PSB	Male Housing	7	24	1	8,760	Sworn	Deputy
PSB	Move 1	7	24	2	17,520	Sworn	Deputy
PSB	Move 1	7	8	1	2,920	Sworn	Deputy
PSB	Move 3	7	24	2	17,520	Sworn	Deputy
PSB	Move 3	7	16	1	5,840	Sworn	Deputy
PSB	Recreation	5	8	1	2,086	Sworn	Deputy
PSB	Medical Move	5	8	1	2,086	Sworn	Deputy
CCB	Recreation	5	8	1	2,086	Sworn	Deputy
CCB	Medical Move	5	8	1	2,086	Sworn	Deputy
CCB	6-East	7	24	2	17,520	Sworn	Deputy
CCB	6-West	7	24	2	17,520	Sworn	Deputy
CCB	6-West*	7	16	1	5,840	Sworn	Deputy
CCB	7-East	7	24	2	17,520	Sworn	Deputy
CCB	7-West	7	24	3	26,280	Sworn	Deputy
CCB	Central Control	7	24	1	8,760	Civilian	Sheriff's Aide
CCB	Visitation	7	16	1	5,840	Civilian	Sheriff's Aide
PSB	Central Control	7	24	2	17,520	Civilian	Sheriff's Aide
PSB	Visitation	7	16	1	5,840	Civilian	Sheriff's Aide
PSB	Central Booking	7	24	1	8,760	Civilian	Sheriff's Aide
PSB	Property	7	24	1	8,760	Civilian	Sheriff's Aide

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

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PSB	Custody Control	5	8	1	2,086	Civilian	Sheriff's Aide
PSB	Booking Clerk	7	24	2	17,520	Civilian	Clerk
PSB	Records Clerk	5	8	1	2,086	Civilian	Clerk

The following provides our review of the fixed post staffing plan, and any issues identified with the current plan:

Post	Notes
<b>FERRIS</b>	
Security	<ul style="list-style-type: none"> <li>• Minimum security.</li> <li>• All beds are dorm-style – inmates are eligible for work release.</li> <li>• <b>No issues.</b></li> </ul>
<b>PSB</b>	
Booking	<ul style="list-style-type: none"> <li>• Handle intake and out-processing. Interact with law enforcement and recently arrested individuals.</li> <li>• <b>No issues.</b></li> </ul>
PSB-3A	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
PSB-3C/E	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
PSB-G/I	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
PSB-3K	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
PSB-4A	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
PSB-4C/E	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
PSB-4G/I	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
PSB-4K	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
FEM Housing	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
Male Seg	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
Male Housing	<ul style="list-style-type: none"> <li>• Housing for inmates.</li> <li>• <b>Appropriately staffed for number of inmates.</b></li> <li>• <b>Appropriately classified as a sworn position.</b></li> </ul>
Move 1	<ul style="list-style-type: none"> <li>• Staffing level varies based on time of day.</li> <li>• Position moves inmates from booking to temporary housing.</li> <li>• Will also support other movements in the facility and respond to emergencies.</li> <li>• <b>Primary source of flexibility for the entire complex – appropriately staffed with sworn personnel.</b></li> </ul>

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Post	Notes
Move 3	<ul style="list-style-type: none"> <li>Staffing level varies based on time of day.</li> <li>Position moves inmates in housing units.</li> <li>Will also support other movements in the facility and respond to emergencies.</li> <li><b>Primary source of flexibility for the entire complex – appropriately staffed with sworn personnel.</b></li> </ul>
Recreation	<ul style="list-style-type: none"> <li>Single position supporting movements of inmates for short recreation periods.</li> <li><b>Appropriately staffed with sworn personnel.</b></li> </ul>
Medical Move	<ul style="list-style-type: none"> <li>Handles movement of inmates, or provides protection to medical staff.</li> <li><b>Appropriately staffed with sworn personnel.</b></li> </ul>
Central Control	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
Visitation	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
Central Booking	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
Property	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
Custody Control	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
Booking Clerk	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
Records Clerk	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
<b>CCB</b>	
Recreation	<ul style="list-style-type: none"> <li>Single position supporting movements of inmates for short recreation periods.</li> <li><b>Appropriately staffed with sworn personnel.</b></li> </ul>
Medical Move	<ul style="list-style-type: none"> <li>Handles movement of inmates, or provides protection to medical staff.</li> <li><b>Appropriately staffed with sworn personnel.</b></li> </ul>
6-East	<ul style="list-style-type: none"> <li>Housing for inmates.</li> <li><b>Appropriately staffed for number of inmates.</b></li> <li><b>Appropriately classified as a sworn position.</b></li> </ul>
6-West	<ul style="list-style-type: none"> <li>Housing for inmates.</li> <li><b>Appropriately staffed for number of inmates.</b></li> <li><b>Appropriately classified as a sworn position.</b></li> </ul>
6-West*	<ul style="list-style-type: none"> <li>Housing for inmates.</li> <li><b>Appropriately staffed for number of inmates.</b></li> <li><b>Appropriately classified as a sworn position.</b></li> </ul>
7-East	<ul style="list-style-type: none"> <li>Housing for inmates.</li> <li><b>Appropriately staffed for number of inmates.</b></li> <li><b>Appropriately classified as a sworn position.</b></li> </ul>
7-West	<ul style="list-style-type: none"> <li>Housing for inmates.</li> <li><b>Appropriately staffed for number of inmates.</b></li> <li><b>Appropriately classified as a sworn position.</b></li> </ul>
Central Control	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>
Visitation	<ul style="list-style-type: none"> <li>Non-contact position.</li> <li><b>Appropriately civilianized position.</b></li> </ul>

The summary of the classifications utilized in the three facilities is presented in the table, below, which focuses on the three primary classifications:

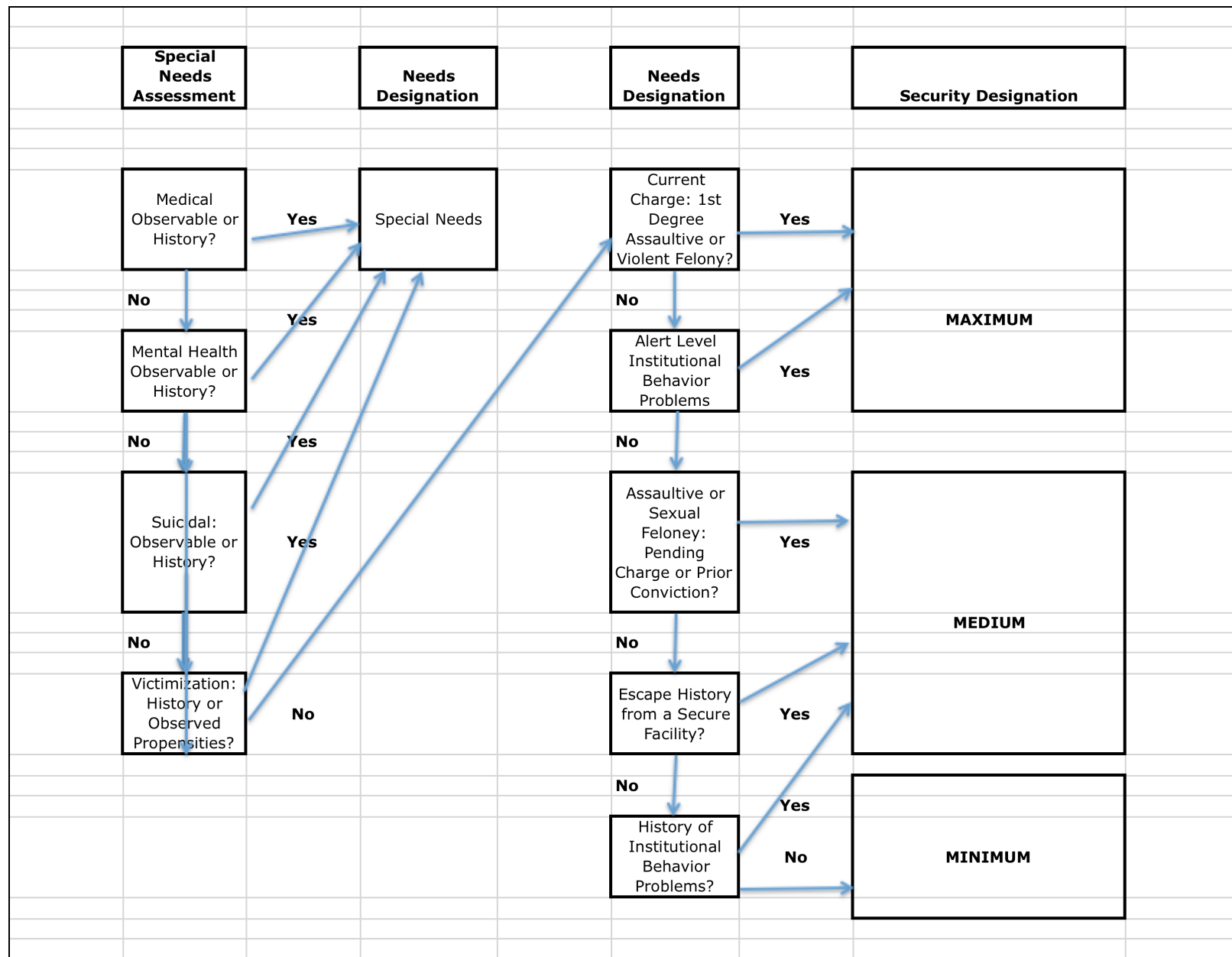
<b>Classification</b>	<b>Total Hours / year</b>	<b>FTE's Required @ 82% Availability</b>	<b>Total Current</b>	<b>Variance</b>
Deputy	308,268.57	192.79	169.00	-23.79
Aide	57,565.71	33.75	37.00	3.25
Clerk	19,605.71	12.77	15.00	2.23

Note that the calculation, above, shows that there is a significant gap between the number of Deputies required to staff the fixed post staffing plan, with no overtime, and the number of Deputies that are currently assigned to Security Services. This suggests that any changes in the fixed post staffing plan will result not in reduction in personnel, but instead, reduction in overtime costs incurred by the Sheriff's Office. This will be explored in a later section.

### **3. THE DCSO UTILIZES A FORMAL CLASSIFICATION SYSTEM BY WHICH IT ASSIGNS INMATES TO HOUSING UNITS.**

The Sheriff's Office utilizes a formal classification system for determining the appropriate housing unit for inmates. The State of Wisconsin requires, by statute, that all correctional institutions make use of a classification system. It is important to have a classification system in a detention setting for a number of reasons. These reasons include:

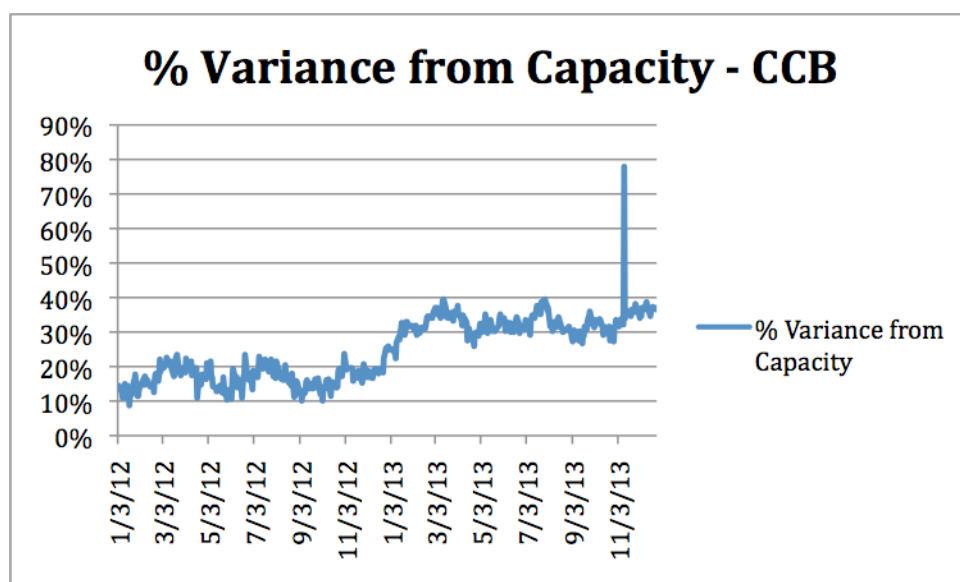
- Promoting safety among inmates.
- Promoting safety for staff.
- Ensuring appropriate utilization of system architecture and holding areas, by type, to best match inmate behavior to inmate freedoms.
- Operating an efficient facility that maximizes the use of available housing units while at the same time reducing the use of staffing and overtime.



The classification system, depicted on the preceding page, which is in use by the DCSO is clearly designed to accomplish the first three objectives. The question that arises, however, is whether or not the same system could be used to further enhance the efficiency of operations in the DCSO. Recall the following:

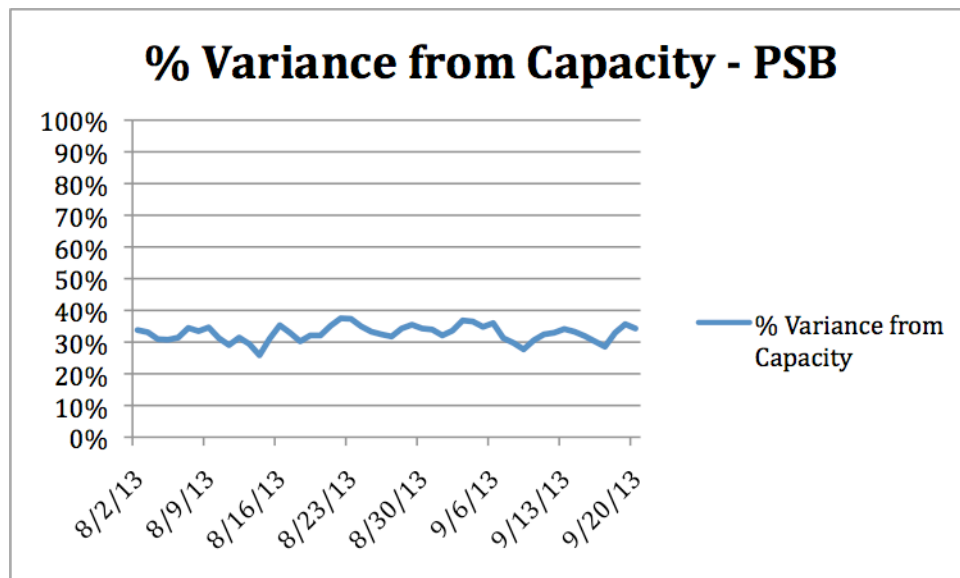
- The DCSO currently operates Security Services with a deficit of Deputies – indicating that the system could be heavily dependent on the use of overtime to meet the demands of the fixed post staffing plan. However, the DCSO has made use of a Task Force of staff to fill in these gaps in coverage in the FPSP, reducing their reliance on overtime. This also suggests that the DCSO has the ability to implement additional flexibility in its application of the fixed post staffing plan vis a vis the classification system.
- The DCSO is dealing with three distinct correctional philosophies and architectural styles – thereby necessitating variable approaches to staffing.

The project team next turned to an examination of the utilization of housing units by the DCSO. To do this, we obtained data regarding the actual number of inmates housed in each of the three facilities and compared that to the design capacity of the facilities. The results are shown as a percentage of variance from design capacity. The first exhibit shows the CCB – the highest classification facility:





Note that the variance from design capacity has been increased steadily over the period in CCB which includes, for this facility, data from across a 2-year period. The following chart shows that there has been less variance in the PSB, though over a shorter period of time (due to data availability):



The graph, above, shows that there has been less variance at the PSB, however, the graph also shows that there has been significant available capacity in the facility consistently since last summer.

The project team draws the following conclusions from these analyses:

- There are opportunities to reduce the fixed post staffing plan in the PSB by consolidating housing units and closing others when the level of population is down, as it is now.
- Similarly, the population in the CCB has been declining somewhat over the period of available data. The project team cognizes that the CCB is a less flexible facility from its design to its use as a Maximum holding area.
- The DCSO should not be expected to run with each housing unit a total maximum capacity before another is opened. There are classification and other safety justifications for maintaining flexibility of classification, for maintaining the ability add or subtract inmates from housing units, or to handle new arrivals to the facility without having to call in new staff.

The said, the project team recommends that the DCSO take the following steps:

- Include a focus within the classification system to include attention to the housing capacity of the facility. This should include actively asking the question, each day, “is there a housing unit that we can close – and therefore not staff, given our population and its characteristics?” Given the utilization, daily, of overtime staffing this should be easy to accomplish.
- At least one housing unit in the CCB should be available to be closed given current conditions. Depending on the needs of the facility, this could result in at least one, and possibly two overtime Deputy positions going un-filled in the fixed post staffing plan on a daily basis.
- The impacts in the PSB could be even more dramatic, with between one and three housing units being available for closure if inmates are consolidated under current housing conditions.
- The Ferris center and its related Electronic Monitoring are another issues for the DCSO. The project team offers the following:
  - Given the Ferris Center's isolation from the other two facilities it is not feasible to reduce staffing. The response to emergencies within the facility largely comes from in-house staff, with some support from neighboring law enforcement agencies and Deputies from the DCSO.
  - The Electronic Monitoring program appears to represent another issue altogether. The current level of staffing assigned to the program were designed to handle twice the number of program participants. While it is true that the current level of staffing allows for a greater level of proactivity in terms of enforcements, follow-up checks, this is not the level of service that was originally designed into the system. The project team recommends a reduction in staffing for this program of two Deputy positions.

The exhibit, below, summarizes the staffing impact of these recommendations:

<b>Position</b>	<b>Deputies</b>	<b>Hours / Day</b>	<b>Days / Week</b>	<b>Total Hours / Year</b>	<b>Position Cost</b>	<b>Cost / Hour (OT)</b>	<b>Total Cost</b>
Close 1 Housing Unit - CCB	1	24	7	8,760	N/A	\$31	\$271,560
Close 2 Housing Units - PSB	2	24	7	17,520	N/A	\$31	\$543,120
Reduction in Elec. Mon. Staffing	2	8	5	4,171	\$66,429	N/A	\$132,858
<b>Total</b>							<b>\$947,538</b>

This analysis shows the significant impact that can be had by simply asking the question regarding the fixed post staffing plan – savings of over \$800,000 annually by closing, potentially in rotation, 3 housing units. This example assumes a consistent ability to reduce housing units by three Deputy positions. An additional \$133,000 could be saved from reducing staffing in Electronic Monitoring by two positions. This would have to be reversed should the participation in this program increase over time.

However, these savings may be difficult to obtain without making actual position cuts from the various Task Force units. A review of the Task Force records shows that the Security Services Division received more than 67% of the total hours in 2009. This includes almost 71% of the 6-3 schedule Task Forces and 55% of the Monday – Friday Task Force.

- 38,000 hours of time were provided by the Task Forces to the Security Services Division in 2009. At the 82% net availability noted previously in this report, this is equivalent to 22.3 personnel – almost exactly the predicted variance of 23.8 personnel calculated previously in this chapter.
- This indicates that in order to achieve the savings forecast, the County would actually need to consider position reductions in the Task Forces (rather than simply reducing overtime expenditures).

While the Task Forces allow the DCSO to easily shift personnel resources, they are, in large part, dedicated to the Security Services Division. Any decision to reduce housing units, and thereby reducing staffing, will require an actual reduction in staffing, not simply a reduction in overtime expenditures.

**Recommendation: While the fixed post staffing plan is appropriate for the facility as it is designed and given its capacity, the current population trends in the three facilities may present an opportunity to reduce staffing. The classification system will need to be modified to evaluate whether or not there are opportunities, on a daily basis, to close one or more housing units by increasing the utilization of other housing units. The project team believes that annual savings of \$947,000 are achievable with these modifications to current staffing approaches.**

**5. THE DANE COUNTY SHERIFF'S OFFICE SHOULD RE-DEPLOY ITS SERGEANTS TO PROVIDE FOR BETTER COVERAGE ON EVENING AND MIDNIGHT SHIFTS.**

The DCSO currently manages Security Services with a Captain, who has overall responsibility for the Division, and three Lieutenants – each of who is primarily responsible for one of the three facilities and the personnel assigned to each facility. In addition to their primary responsibilities, each of the four top commanders in the Division are responsible for a number of functions including administrative and support roles (including committee participation on a variety of topics).

It should be noted that the Lieutenants do not currently serve as shift commanders. They all work a Monday through Friday shift schedule during the days. The Captain, too, works Monday through Friday and on the day shift. Shift command during evenings, midnights and weekends is provided by the Officer in Charge (OIC) and by the Sergeants who are working that shift.

In addition to the Captain and Lieutenants, the DCSO has a cadre of 16 Sergeants assigned to Security Services. The current deployment of these personnel is as follows:

- Four (4) Evening Shift
- Four (4) Midnight Shift
- Remaining eight (8) on days including a variety of programmatic assignments within Security Services.

While the project team recognizes that there are a number of committees, programs and other challenges facing the DCSO, we believe that the provision of appropriate supervision is critical to ensuring proper risk management and facility safety

and security. Staff and inmates must know that supervisors are present and in the facility and that they may appear unannounced and unexpected, in order for them to be effective. Under the current approach, where four Sergeants are assigned to Evenings and Midnights it is frequently the case that there is only one Sergeant for the entirety of the three facilities. Each of which has very different operating characteristics – and all of which are effectively isolated from each other – either by design or by geography. This results from the fact that Sergeants, like Deputies, work a 6-on / 3-off schedule, and from these personnel taking their allotted days off for vacation, holidays, sick time, etc. in addition to their regular days off. The way in which Sergeants on the evening and midnight shifts are scheduled are shown below:

Day / Sgt.	M	Tu	W	Th	F	Sa	Su	M	Tu	W	Th	F	Sa	Su
Sgt. A	1	1	1	1	1	1	0	0	0	1	1	1	1	1
Sgt. B	0	0	0	1	1	1	1	1	1	1	0	0	0	1
Sgt. C	1	1	1	0	0	0	1	1	1	1	1	1	0	0
Sgt. D	0	0	0	1	1	1	1	1	1	0	0	0	1	1
<b>Total Scheduled</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>3</b>

Field Services runs a similar schedule with its supervisors – which can lead to an additional challenge – when the OIC is unavailable a Sergeant from either Field Services or Security Services will be tapped to serve as the OIC. When this occurs, the Security Services Division is often staffed by a single Sergeant to supervise three facilities – including one that is remote from the other two by several miles.

Day shift faces a similar issue during weekends. This includes shift personnel from their Monday through Friday regular assignment to giving them weekend duty. A single Sergeant is responsible for all three facilities on the weekends (recall that day shift personnel work Monday through Friday with no regular scheduled personnel on weekends).

The project team next examined the potential span of control in the Security Services Division. This is shown, below, in the following table:

Shift	Low	High
Day	6	45
Evening	15	45
Midnight	15	45

The project team's experience indicates that in mid-sized correctional centers, a ratio of 1:15 supervisors is an appropriate target given: 1) risk management challenges in a correctional setting 2) the separation between floors and 3) the wide variety of housing units. This would suggest that the County increase the number of Sergeants on duty in the Security Services Division to at least a minimum of two Sergeants on duty (this would reduce the ratio to a maximum of 1:22 per Sergeant). One option would be to redeploy the existing Sergeants to provide for the following deployment:

- Six (6) to Day Shift
- Five (5) to Evening Shift
- Five (5) to Midnight Shift

If personnel were placed on the 6-on / 3-off scheduled (which is what the evening and midnight shift personnel work currently) this would result in a situation where at least two people on duty (assuming that one might be off for vacation, sick or other leave):

Day / Sgt.	M	Tu	W	Th	F	Sa	Su	M	Tu	W	Th	F	Sa	Su
Sgt. A	1	1	1	0	0	0	1	1	1	1	1	1	0	0
Sgt. B	0	0	0	1	1	1	1	1	1	0	0	0	1	1
Sgt. C	1	1	1	0	0	0	1	1	1	1	1	1	0	0
Sgt. D	0	0	0	1	1	1	1	1	1	0	0	0	1	1
Sgt. E	1	1	1	1	1	1	0	0	0	1	1	1	1	1
Total Scheduled	3	3	3	3	3	3	4	4	4	3	3	3	3	3

**Recommendation: The DCSO should re-deploy its supervisors as shift Sergeants, with five assigned per shift. This will provide for at least three to be scheduled on duty at all times. The DCSO should be authorized to utilize overtime to maintain a minimum on-duty staffing level of Sergeant staffing in the Security Services**

**Division (even if one of the Sergeants is taken to serve as the OIC). This would not require additional positions to be added to this classification.**

**6. THE DANE COUNTY SHERIFF'S OFFICE AND THE COUNTY OF DANE HAVE BEEN PROGRESSIVE IN THEIR USE OF CIVILIANS IN SECURITY SERVICES.**

The use of civilians in certain roles in correctional settings is a best practice – as Dane County is aware. The DCSO has been proactive in its use of non-sworn civilian classifications in a number of roles in Security Services. These include roles in booking, control, property, etc. When the project team examines the fixed post staffing plan for opportunities to further civilianize, we utilize the following criteria:

- What is the level of contact required in the position?
- If there is contact, with what level of inmate? Are there security measures in place?
- Is this position under the supervision of a sworn Deputy?
- Would a Clerk or Sheriff's Aide in this role have to give orders to a sworn person?

An examination of the current fixed post staffing plan shows that the only positions which remain staffed with sworn Deputies are those in housing areas or in Intake / Booking where there is direct contact with inmates. There are no additional opportunities for civilianization at this time given the current fixed post staffing plan. The sole remaining opportunity for reducing personnel costs, given the current plan, would be to consider shifting some personnel to a new classification of Correctional Officer. However, this analysis is specifically not within the scope of this study.

**Recommendation: Evaluate any new position in the future for civilianization. Consider, at some point in the future, the potential applicability of the correctional officer classification in the DCSO. This would require further analysis, as well as negotiation.**

## **6. EXECUTIVE SERVICES**

The Executive Services Division is managed by a Captain who reports to the Chief Deputy. This Division is responsible for providing internal services to DCSO employees such as payroll processing; budget, grants and contract administration; accounts payable and receivable; recruiting; the hiring process; promotional process; personnel issues; budget analysis; DASO resolutions and ordinance amendments; purchasing; and scheduling. The Division is also responsible for public and media relations through the Public Information Officer, the training of both sworn and civilian staff; background investigations; adherence to professional standards; and for overseeing operations of the jail and field operations, through the Officer in Charge (OIC), on second and third shifts.

### **1. ADMINISTRATION**

Executive Services is administered by a Captain, who oversees the functions of Officer In Charge, Administrative Services, the Training and Planning Bureau, and Professional Standards. The Captain has two staff positions of Public Information and Education Officer, and Budget/Control Analyst reporting to it.

#### **(1) The Project Team Analyzed the Position of Captain of Executive Services.**

The position of Captain of Executive Services ensures the proper coordination of services among the four sections of the organization, and serves as the representative of Executive Services both internally as well as to other outside agencies and individuals. The project team's assessment of this position is that it has a reasonable span of control, with four OIC Lieutenants, a Professional Standards Lieutenant, a Training and Planning



Lieutenant, a civilian Administrative Services Manager, a civilian Public Information Officer and a civilian Budget/Control Analyst reporting to it. The project team therefore makes no recommended changes to the staffing level of one Captain in Executive Services.

**Recommendation: The project team makes no recommended changes to the staffing level of one Captain in Executive Services.**

**(2) The Project Team Analyzed the Position of Public Information and Education Officer.**

The Public Information and Education Officer in the DCSO is responsible for the official response to media calls for information regarding DCSO events, major traffic accidents, etc., serving as the single point of contact and disseminating approved messages for the Office. The position is also responsible for writing press releases, coordinating the annual DCSO awards ceremony, attending recruitment events, creating advertisements, posters, etc., to promote DCSO as a desirable employer, and coordinating the 11-week Citizens Academy.

In the project team's experience, most Sheriff's Offices of the six of the Dane County Sheriff's Office employ a Public Information Officer. The position is a discretionary one, however, the position serves an important role in coordinating responses to inquiries, and in issuing non-conflicting responses to requests for information about the DCSO. For these reasons, the project team makes no recommended staffing changes regarding the PIO.

**Recommendation: The project team makes no recommendation to alter the staffing of one Public Information and Education Officer in Executive Services.**

**(3) The Project Team Analyzed the Position of Budget /Control Analyst.**

The position of Budget/Control Analyst is responsible for preparation of all budget documents, in concert with the Sheriff, Chief Deputy and Executive Services Captain. The position also monitors budget and spending trends, as well as the use of overtime in each Bureau; ensures compliance with contracts for security and food services; monitors compensatory time balances; collects information on capital project needs; estimates and projects revenues, as well as other duties.

This position, like that of PIO, is a discretionary one, however in the project team's experience in Sheriff's Offices of the size of the DCSO, it is very common to have such a position within the organization to ensure focused attention upon potential budgetary issues, and to apprise managers of these issues in an efficient manner.

**Recommendation: The project team makes no recommendation to alter the staffing level of one Budget/Control Analyst in Executive Services.**

The next section analyzes the staffing requirements in the Office of Professional Standards.

**2. OFFICE OF PROFESSIONAL STANDARDS**

The Office of Professional Standards is managed by a Lieutenant who reports to the Executive Services Captain. The Lieutenant is responsible for tracking complaints that are received by the DCSO from citizens and other sources. The majority of these investigations are handled by first line supervisors throughout the organization, however the Lieutenant does directly investigate several complaints per year. The Lieutenant's primary responsibilities are to oversee personnel investigations, overseeing and tracking complaint investigations, and supervising the activities of the four Deputies involved in conducting background investigations and verifications.

Although the Office has no other budgeted positions, it has access to four Deputy Sheriffs I-II who conduct background investigations and verifications. These Deputies are budgeted elsewhere in the Executive Services Division.

The project team noted several strengths of the organization. These include:

- The Professional Standards Lieutenant handles the management of the Office in addition to assuming a relatively great workload of about 60 complaint investigations annually.
- In addition, the Lieutenant assists various other communities within the County in their investigations.
- Turnaround times are very good for complaint investigations, at about 19 days, on average.

The next section analyzes the staffing needs in the Office of Professional Standards.

**(1) The Project Team Analyzed Workloads in the Internal Affairs Function.**

The Professional Standards Lieutenant tracks citizen complaints assigned to first line supervisors, conducts internal personnel investigations, coordinates administrative hearings for alleged rule violations, conducts administrative review of critical incidents, facilitates IME's, assists outside agencies and supervises background investigations and TIME system validations.

In response to a request by the project team the DCSO provided data related to the number, and time expended in, administrative hearings conducted from March, 2007 through April, 2010 (38 months), as well as similar data for internal investigations. During this time period, there were 31 administrative hearings conducted. The Professional Standards Lieutenant completed nine of these with no assistance, and

assisted in the remaining 22. There were a total of 308 work days expended by DCSO personnel, with approximately 212 of these being expended by the Lieutenant.

Similarly, there were 32 internal investigations during the 38 month time period, 23 of which were conducted solely by the Professional Standards Lieutenant. There were a total of approximately 370 work days expended conducting these internal investigation, with approximately 260 days expended by the Professional Standards Lieutenant.

The table below provides a summary of the time expended, with an average annual number of days expended.

<b>Item</b>	<b>Total Days Expended by Lieutenant</b>	<b>Average Annual Days Expended by Lieutenant</b>
Administrative Hearings	212	67
Internal Investigations	260	82
<b>Total</b>	<b>472</b>	<b>149</b>

As the table indicates, the Professional Standards Lieutenant expended approximately 149 days during the average year for the past three-plus years. This equates to about 1,266 hours per year. If it can be assumed that the Lieutenant's availability factor was between 75% and 80%, then the total available work hours were 1,466 and 1,564 in the average year, and the total dedicated time expended in administrative hearings and internal investigations accounted for between 81% and 86% of available hours.

In addition to the Lieutenant's dedicated time, the position is also responsible for the supervision of the Deputies I-II involved in background investigations, as well as other functions noted above. With the relatively great percentage of time expended in administrative hearings and internal investigations, however, there is little time for these important duties. In order to have sufficient time for the supervision of the Office, the

project team recommends the addition of a Sergeant who would actively supervise the Deputies I-II involved in conducting background investigations, as well as assist the Lieutenant in conducting administrative hearings and personnel investigations. In addition, it is recommended that the DCSO centralize the oversight of claims and lawsuits that are currently handled by the four Divisions individually, with the Sergeant taking the lead on these cases, in coordination with the Lieutenant. This would result in a more consistent handling of cases, and would centralize not only the expertise, but the documentation of cases as well.

**Recommendation: The Professional Standards Lieutenant's workload, as documented in the number of days expended in personally conducting administrative hearings, critical incident and personnel investigations, is limiting the amount of time available for supervision of the Office. The project team recommends the addition of a Sergeant, at a cost of approximately \$130,000, to directly supervise the Deputies I-II conducting background investigations, but also to coordinate the response and handling of claims and lawsuits that are currently handled by the separate Divisions within DCSO.**

**(2) As the Numbers of Background Investigations Have Declined in Recent Years, the Staffing Levels Allocated to This Function Should Decrease as Well.**

There are four (4) Deputy Sheriffs I-II who perform background investigations on prospective DCSO employees, and "mini investigations" on other positions, such as interns, chaplains, inmate volunteers, Citizens Academy participants, etc.). These Deputies also perform validations (validating whether property listed as missing in the database is still missing), as time permits.

Background investigations have been declining in recent years, as the table below indicates.

<b>Year</b>	<b>Sworn</b>	<b>Non-sworn</b>	<b>Total</b>
2006	60	57	117
2007	71	45	116
2008	48	33	81
2009	29	15	44

Although no quantitative service level goal exists for numbers of investigations per Deputy, or targeted turnaround times for these investigations or validations, the project team obtained data indicating that the average processing time for validations is between 6 and 9 days each, with relatively wide variations between types of validations. A recent memo prepared by Executive Services personnel calculates that the four (4) Deputies expend, as a group, 192 to 288 hours monthly on validations, or from 48 to 72 hours each per month.

Additionally, no “hard” data exist to verify the turnaround times on background investigations. The Professional Standards Lieutenant estimates that the average time of completion is between 2.5 and 3.0 weeks per investigation.

There should be a sufficient number of Deputies to complete background investigations and validations within turnaround times that are short enough to maintain equilibrium between incoming work and outgoing work output for both types of work.

The nature of background investigations is such that the investigative details drive the time of completion of any single investigation, however, as sufficient numbers are worked and the overall times are analyzed, the averages tend to cluster around predictable levels. The Professional Standards Division recently obtained a quote from a private vendor which indicated that it would perform background investigations for a fee of about \$2,300 per investigation. This figure, in the project team's experience is higher

than could be performed by a public sector entity such as the DCSO. Our recent experience indicates that it should cost approximately \$925 per investigation if done internally.

The project team applies a cost per investigation of \$925 to the 44 investigations performed in 2009 to arrive at a cost of \$40,700. However, this is not the only core function of the four Deputies. To this must be added the cost of the validations, which is reportedly between 192 and 288 hours per month, or between 2,304 and 3,456 hours annually.

The following table provides the calculation of the required numbers of Deputies to complete the assumed numbers of background investigations and validations.

<b>Element</b>	<b>Number</b>
Midpoint Hourly Rate for Deputy I-II	\$47.45
Hours Expended Annually on Validations	2,304 to 3,456
Annual Cost of Validations	\$109,324.80 to \$163,987.20
<b>Midpoint Annual Cost of Validations</b>	<b>\$136,656.00</b>
Number of Background Investigations in 2009	44
Average Cost to Complete Background Investigation	\$925
<b>Total Annual Cost of Background Investigations</b>	<b>\$40,700</b>
Total Cost of Background Investigations and Validations	\$177,356.00
Full Annual Cost of One Deputy I-II (1,950 hours * \$34.13)	\$94,572.86
Subtotal Deputies Required (\$138,995/\$66,554)	1.87
Availability Factor for Deputies	79%
<b>Total Required Deputies</b>	<b>2.37</b>
Total Current Deputies I-II	4

As the table shows, the number of required Deputies I-II required to complete both validations and background investigations is 2.37, or 3 full time equivalents. Therefore, the Section has one more Deputy assigned than is required to conduct the duties.

It is true that the numbers of background investigations have been declining markedly in recent years, and these are at a critical point as they relate to the required staffing contingent for the Office of Professional Standards. It is probable that the numbers of background investigations will not drop much further than the current levels,

as these are at only 38% of the levels of only three years ago. However, until these investigations rebound to levels that reach about 95 investigations per year, the project team recommends the reduction of one Deputy in this Section.

**Recommendation: The project team recommends the reduction of one Deputy Sheriff I-II in the Professional Standards Division. This will result in a cost savings of approximately \$94,573, based on figures provided by DCSO for the average cost of one Deputy I-II. There will reportedly be an increase in the numbers of retirements in the near future, which will have the effect of increasing the numbers of background investigations necessary. However, as the timing of these required background investigations is unknown, the Office of Professional Standards should adopt a flexible approach to staffing, procuring staff from the Task Force as necessary, and until the levels of required investigations reaches a consistently higher level than is present currently.**

The next section analyzes the staffing requirements in the Training and Planning Bureau.

### **3. TRAINING AND PLANNING BUREAU**

The Training and Planning Bureau oversees the daily activities of training, recruitment and operation of the Dane County Law Enforcement Training Center (DCLETC). The Training Bureau maintains training records, processes requests to attend specialized training, and plans and implements training programs for sworn and civilian staff, including annual in-service training, jail officer and basic recruit training, and patrol and jail training programs.

The staff consists of a Lieutenant over the Training and Planning Bureau, a Training Sergeant, a Recruiting Deputy III, four Training Deputies III, a Recruiting Deputy III and a Range Technician.

The project team noted a number of positive aspects of Training operations. These include:



- The State of Wisconsin requires a minimum of 24 hours of in-service training per sworn employee. A random sample of training records conducted by the project team indicates that this minimum is met in each case, with the targeted number of hours being 32 per employee.
  - The Training Bureau conducts a highly successful Hunter Safety Course, and a Hunter Site-In, which are performed as a public service, using retirees and in-house staff to conduct the programs.
  - The Training Bureau has been aggressive in seeking revenue-enhancement opportunities through the provision of course offerings and range access to outside agencies.
- (1) The Results of the Survey of Other Law Enforcement Agencies Indicate That the DCSO Allocates a Similar Number of Staff to the Training Function As Do the Survey Participants.**

As noted above, the Training Bureau operates the DCLETC, and dedicates a Sergeant, four Training Deputies, a Recruiter and a Range Technician as staff. In addition to conducting both in-service and specialized training at the DCLETC, staff also conduct training courses under contract at MATC in Madison.

The project team conducted a survey of other, similar, police and sheriff departments, the results of which are provided elsewhere within this report. The results of the training portion of the survey indicates that, of the four other entities who participated, the DCSO is somewhat unusual in its provision of this level of staffing, as the table below indicates.

Element	Dane County Sheriff	Brown County Sheriff	Racine Police	Sedgwick County (KS) Sheriff	Waukesha County Sheriff
Total Staff	568	318	236	538	369
Sworn Staff	458		141		172
Sworn Staff in Patrol	149	89	53	75	112
Training Staff	4	3	1	4	1
Hours of In-Service Training Required	24	24	24	40	24

As the table shows, the DCSO allocates more staff to the training function than do three of the four survey participants, although the number is similar to that of the Brown County Sheriff, which also has a requirement for 24 hours of in-service training.

The fact that other law enforcement agencies perform their training functions in manners different from those of the DCSO does not necessarily mean that these are “best practices” nor even the optimum way in which the DCSO should conduct its training operations. It does, however, lead to an analysis of the proper staffing levels at the DCSO.

**(2) Analysis of the Dedicated Training Staff at the DCLETC Indicates That the Deputies Are Fully Utilized.**

As noted above, the State of Wisconsin requires that sworn staff receive a minimum of 24 hours of in-service training annually. The DCSO strives to provide each sworn staff member with 32 hours, and a random sample of 33 staff members (representing about 7% of all sworn staff) across all ranks indicates that the average is, in fact, about 32 hours per staff member per year, if 2008 was representative of the whole.

In service training is provided primarily by four of the five Deputies. (The Recruiting Deputy does provide in service training, but, in 2009, at least, the number of

classroom hours for this position was well below that of the other four Deputies. This position has other duties that make it dissimilar to the others, and will therefore not be included in the analysis of the “average” training Deputy, below.)

An analysis of the 2009 calendars of activity for the four primary Training Deputies indicates that there was a total of 1,468 in service classroom hours, for an average of 367 per Deputy. Further, each of these four Deputies provides other training, which includes MATC Firearms training, Instructor courses, HR 218 training, Hunter Site In, and others. The total number of hours accumulated by the four Deputies for this instruction totaled 1,480, for an average of 370 per Deputy.

In addition to the in-classroom hours, there is course preparation time, which in the experience of the project team equates to approximately 0.75 hours for every one hour spent in the classroom. (This is an average of the one hour of course preparation work for new classes, and one-half hour of course preparation for classes that have been taught previously). Therefore, as the table below summarizes, the average Deputy expends approximately 1,290 hours per year in providing instructional services.

<b>Element</b>	<b>Number</b>
Average In Service Classroom Hours	367
Average Non-In Service Instructional Hours	370
Sub-Total Instructional Hours	737
Course Preparation Time (at 45 minutes per Hour of Classroom Time)	553
<b>Average Total Instructional Service Time</b>	<b>1,290</b>

The Training Deputies must also attend conferences each year, and recertify periodically in various disciplines. For example, the Deputies attend a week-long ILEETA conference, and a spring and fall LETO conference. They also recertify every two to three years by taking courses offered by Glock, Sig, Colt, Smith & Wesson, Remington, Beretta and Ruger. The project team, in coordination with the Training

Sergeant, estimated that the average number of hours per Deputy expended in conferences and periodic recertification was 113.

Further, each Training staff member has clerical and administrative responsibilities, such as file maintenance, processing of training requests, scheduling the training, coordinating out of town travel for training, as well as other like functions. Interviews indicate that these tasks fall primarily on one of the Deputies, although each has some degree of clerical and administrative work to perform. If it can be assumed that at least 100 hours of these clerical and administrative tasks are performed, on average (which is believed to be a relatively conservative estimate), then the average Training Deputy is utilized for 1,503 hours per year, as the table below shows.

<b>Element</b>	<b>Number</b>
Average Total Instructional Service Time	1,290
Conferences and Recertification Time	113
Clerical and Administrative Time	100
Total Average Committed Time	1,503
Total Available Hours per Year	1,599
<b>Average Utilization Rate</b>	<b>94.0%</b>

As the table shows, the average Training Deputy is utilized an average of 94% of the 1,599 available hours, and is therefore considered to be essentially fully-utilized. In all likelihood, this utilization rate would have been greater had one of the Training Deputies been available throughout 2009. However, this Deputy had an illness that restricted the available time, and thus lowered the overall utilization for the Training staff, on average.

As the utilization of the Training Deputies is considered relatively high, the project team analyzed the extent to which the Training and Planning Bureau utilized overtime. From data provided by the DCSO, the project team determined that there was a total of 315 hours of overtime used by the five Training Deputies in 2009. If it is assumed that

each Deputy is available for 1,599 hours annually, the 315 hours equates to about 4% of the total, which is well within expected ranges for overtime.

**Recommendation: The project team does not recommend any change to the current level of staffing in the Training Center.**

**(3) The Project Team Analyzed the Position of Training and Planning Bureau Lieutenant.**

The Training and Planning Bureau Lieutenant reports to the Executive Services Captain, and provides overall direction and management for the Bureau. The position is responsible for the development of all new training; tracking new Deputy training for the first six months and ensuring that performance meets requirements and expectations; delivering orientation to new recruits; tracking and monitoring employee college credits; tracking and monitoring employee in-service training; as well as other duties.

The position of Lieutenant in the Bureau serves a necessary purpose of providing oversight for the Bureau, and for direct supervision of the Sergeant over the Training facility. The project team therefore concurs with the requirement for this position in the organization.

**Recommendation: The project team makes no recommendation to alter the staffing level of one Training and Planning Bureau Lieutenant.**

**(4) The Project Team Analyzed the Position of Training Facility Sergeant.**

The Training Facility Sergeant reports to the Training and Planning Bureau Lieutenant, and manages the activities of the DCLETC, including coordinating outside and specialty courses; coordinating and administering instructor classes for MATC; coordinating and administering two Jail Academies annually; recruiting outside agencies into the firing range and coordinating these schedules; coordinating and administering

civilian training; preparing monthly statistics for the Training Facility and monitoring its budget; and determining new course offerings.

The position of Training Facility Sergeant also supervises the activities of the Training Deputies, the Recruiting Deputy and the Range Technician. The position is a common and necessary one in training facilities, and the project team concurs with the need for the position.

**Recommendation: The project team makes no recommendation to alter the staffing level of one Training Facility Sergeant.**

**(5) The Project Team Analyzed the Position of Range Technician.**

The civilian position of Range Technician is responsible for setting up classrooms and audio/visual equipment at the DCLETC; for record keeping related to ammunition used at the range, inventory of OC, FX equipment, tactical gear, etc.; performing building maintenance, including painting, testing of alarms, minor plumbing repairs, etc.; for maintaining the range, including range signs, targets, etc.; for grounds maintenance; and for supply management.

The position of Range Technician is a common one at ranges. The use of a civilian in this position is an effective means to maintain the range, and the project team concurs that it fills a necessary role at the range.

**Recommendation: The project team makes no recommendations regarding changes in the current staffing of one Range Technician.**

**(6) The Project Team Analyzed the Position of Recruiting Deputy III.**

The position of Recruiting Deputy III was created in January, 2008, and although the DCSO utilizes other staff within the Office in the recruiting function, this position is the lead recruiter for the agency, and as such, is responsible for recruiting qualified staff who reflect the diversity and make-up of Dane County. The incumbent attends

community events and career fairs throughout the Midwest region in order to disseminate information about careers in the DCSO, and to attract qualified and interested applicants.

The primary function of the position is recruiting qualified personnel, however the incumbent is also a qualified instructor at the DCLETC, and conducted a significant number of hours of instruction in 2009. Although these instructional hours were primarily necessitated due to the absence of one of the Training Deputies, this capability provides an added dimension of flexibility to the Training and Planning Bureau. The project team therefore, recommends the retention of this position in the organization.

**Recommendation: The project team makes no recommendation to alter the staffing level of one Recruiting Deputy III in the Training and Planning Bureau.**

The next section analyzes the staffing requirements of the Division of Administrative Services.

#### **4. ADMINISTRATIVE SERVICES**

Executive Services' Administrative Services Bureau provides a variety of services to DCSO staff. These include accounts payable, payroll, purchasing and employee scheduling. The Administrative Service Division is managed by an Administrative Services Manager. Scheduling is conducted by a Clerk IV and a Clerk Typist III. Payroll is processed by two Account Clerks II. Accounts Payable are processed by an Account Clerk II. There is an additional half-time relief employee available for scheduling and for covering for the Accounts Payable Account Clerk II. Finally, the Sheriff's Secretary is located organizationally within the Administrative Services Bureau.

The project team noted several strengths of the Administrative Services Bureau. These include the following:

- The DCSO offers direct deposit of payroll checks for its employees, and it is estimated that between 75% and 80% of employees utilize this service.
- There is an initiative to procure a new scheduling system. In the interim, the two staff members assigned to this task have developed complex, but very manual, work methods to meet the demands of this very important function, and appear to be highly skilled at accomplishing their tasks.
- The DSO makes use of Purchasing Cards, or "P Cards" for routine purchases and travel-related expenses. It maintains several generic, non-named P Cards which may be transferred to different individuals.

**(1) The Project Team Reviewed the Staffing Levels of the Payroll Section.**

The two employees in this section process bi-weekly payrolls for the 568 employees of the DCSO. One Account Clerk II processes Administrative Services, Field Services and Support Services payrolls, while the other Account Clerk II processes the payroll for employees in Security. Further, the positions are responsible for ensuring proper payments, and making calculations for, such items as incentive pay, training, weekend OIC, special teams participation, U-Pay, OT, K-9, and others. These positions also bill for services provided to other municipalities for services provided by DCSO Deputies, and process and maintain Employee Action Forms.

The project team's experience indicates that each payroll processing employee typically handles these services for between 350 and 375 employees. Given that there are 564 DCSO employees, this equates to about 282 per payroll clerk currently. Alternatively, handling between 350 and 375 employees per payroll clerk would require between 1.5 and 1.6 FTEs. Given that there are two employees currently processing payroll in the Division of Administrative Services, these ratios indicate that the staffing levels are sufficient to adequately perform payroll processing services for the 564 employees. There I, therefore no recommended change in staffing for this function.



**Recommendation: No change to current staffing levels of one Account Clerk II and one Clerk Typist III in the payroll processing function of Administrative Services.**

The next section analyzes the staffing of the Scheduling Functions of Administrative Services.

**(2) The Scheduling Section Will Be Experiencing Operational Changes with the Purchase and Installation of a More Functional Software System.**

The Scheduling Section of Administrative Services is responsible for the short and long term scheduling of personnel within DCSO. The Section is staffed with three personnel, or 2.5 FTEs. These include two Account Clerks II, one of whom is responsible for making daily schedules, making Task Force assignments, off-duty assignments, scheduling overtime, posting time-off slips, and related functions, with the other responsible for long range scheduling, including the development of annual calendars, future time-off slips, developing in service schedules, boat schedules, Field Services event schedules, lateral requests, and other responsibilities. Finally, the Section has approximately one-half of the time of another clerical position, whose responsibilities include filling in for the two permanent employees, processing off duty assignments, Coliseum sign ups, and generally attempting to assist the other two staff members as workloads require additional assistance in an area.

The Administrative Services Bureau has been attempting to procure a software package that would facilitate scheduling efforts to a greater degree than is possible with the current system. Currently, the Clerks in the Section must manually call up to 30 to 40 individuals in order to fill in for other individuals who are unavailable for work on a particular day. There are many other advantages to a more technologically advanced software system, however one of the main advantages in terms of time-savings, is the

ability of the system to automatically dial individuals from a prioritized call list to fill absences.

The project team understands that a Request for Proposals (RFP) will be issued in April for such a system. Although any new system is unlikely to be operational before the end of 2010, its purchase and installation will facilitate the scheduling effort to a degree that, at the present time, is unquantifiable, but will undoubtedly have an impact on both the operation as well as staffing requirements. The project team believes that the efficiencies gained through the installation of this system, once the current staff acclimate to it, will allow the part time position which currently allocates about half-time to the Section, will be able to re-direct time to other areas such as assisting the Training Section with clerical work that is now handled by sworn staff, as well as assisting the Sheriff's Secretary in handling certain administrative tasks related to the Sheriff, Deputy Sheriff, Executive Services Captain and Executive Services Administrative Manager.

**Recommendation: The project team does not recommend any change in staffing in the Scheduling function at this time. It is recommended that the Administrative Services Bureau procure and install the new scheduling system and make a determination as to the impact the system has on operations. It is likely that the services of the Clerk Typist in the Section who now allocates about half-time to the function will have excess capacity that should be re-directed to assisting as clerical support in the Training Section of the organization, as well as assisting the Sheriff's Secretary in handling administrative tasks for several positions.**

The next section analyzes the position of Administrative Services Manager.

**(3) The Project Team Analyzed the Position of Administrative Services Manager.**

The civilian position of Administrative Services Manager reports to the Executive Services Captain, and is responsible for the supervision and oversight of the accounts payable, scheduling and payroll functions of the DCSO, as well as the position of

Sheriff's Secretary. The Administrative Services Manager prepares budget resolutions and contracts, ensures that grants are approved, administers the interview and hiring process for applicants, getting names, dates of birth, etc., and obtains records checks on these individuals. The Manager also contacts prospective interviewees to determine their interest in interviewing with the DCSO, and schedules dates for these interviews.

The project team's assessment indicates that the position of Administrative Manager has a reasonable span of control, and is a necessary one in providing supervision to the clerical staff reporting to the position.

**Recommendation: The project team does not recommend any change in the staffing level of one Administrative Services Manager.**

**(4) The Project Team Analyzed the Position of Account Clerk II in Accounts Payable.**

The position of Account Clerk II in Accounts Payable is responsible for receiving and verifying invoices for items and services consumed by the DCSO; for determining the appropriate budget line items for these items and services; for scanning and recording all invoices; for maintaining records of all P-Card transactions; assisting the Administrative Services Manager in certain elements of the hiring process; maintaining the petty cash drawer; making deposits of cash and checks; sending requests for payment to the County Controller's Office; as well as other responsibilities.

The civilian position of Account Clerk II in Accounts Payable is a single-incumbent position in the organization, and serves a critical role in ensuring that purchases are recorded properly, and that the DCSO adheres to proper purchasing rules and regulations.

**Recommendation: The project team does not recommend any change in the staffing level of one Accounts Payable Clerk II in Accounts Payable.**

**(5) The Project Team Analyzed the Position of Sheriff's Secretary.**

The civilian position of Sheriff's Secretary reports administratively to the Administrative Services Manager. The position provides secretarial and administrative support for the Sheriff, Chief Deputy, the Executive Services Captain and the Administrative Services Manager by ordering supplies, printing business cards and picture ID badges. The position is also responsible for typing and mailing correspondence, typing background reports, setting up files for Deputies handling background checks, as well as other related duties.

In the project team's experience, this is a common position, and in the DCSO, the position has a reasonable number of individuals it is responsible for supporting.

**Recommendation: The project team does not recommend any change in the staffing level of one Sheriff's Secretary.**

The next section analyzes the staffing requirements in the Office of the Officer in Charge.

**5. OFFICER IN CHARGE**

The Officer in Charge (OIC) is responsible for ensuring that Sergeants in the field and in the Jail receive needed support and resources to perform their duties on the evening and night shifts. Further, the OIC monitors radio traffic, communicates with the media in cases of major incidents, reviews rules and regulations of the Office of Sheriff, schedules replacements for DCSO staff who advise the OIC of their upcoming absences, and many other related duties. The OIC is, in effect, the acting Sheriff during the evening and night shifts.

There are four (4) Lieutenants in the position of OIC, each working a 6 & 3 rotation. During weekends and holidays, other day shift Lieutenants cover the position of

OIC on a rotational basis. Two of the OICs assigned to the Executive Services Division on a full time basis work the 3:00 pm till 11:00 pm shift, and two work the 11:00 pm till 7:00 am shift. Two of the OICs are assigned to coordinate the FTO and the JTO programs.

The project team analyzed the required staffing levels for the OIC, utilizing net available work hour data provided by the DCSO. These data indicate that the current staffing level of four Lieutenants is insufficient to cover each of the shifts, as the table below indicates.

<b>Item</b>	<b>Number</b>
Number of Daily Shifts (each covered by a Lieutenant)	2
Shift Factor (each Lt. works a 6 & 3 rotation)	66.7%
Positions Needed with Shift Factor	3.0
Availability of Lieutenants	65.2%
Positions Needed with Shift Factor and Net Availability	4.6 (5 FTE)
Current OIC Positions	4

As can be seen from the table, there is a need for a fifth Lieutenant in the OIC Section. The primary driver in the calculation of the need for the additional position is the relatively low net availability factor or 65.2%. This is lower than many other positions in the organization, due in part to the assignments as FTO and JTO to two of these Lieutenants. To illustrate, if the net availability factor were 75% rather than the 65.2% reflected in the net availability data, the current four positions would be adequate to cover the required shifts.

The project team did note, however, that there is frequently only one Sergeant in the Jail on whom the OIC may rely for supervision and support. There is also similar coverage on Patrol, with minimal supervision during much of the time during evening and night shifts. These situations potentially place the OIC in positions in which there are no available supervisors during periods of major incidents in the Jail or in the field. It is

recommended that staffing allocations be amended in both the Jail and Field Services to ensure that adequate supervision is available during these times. The project team has made these recommendations elsewhere in this report.

**Recommendation: The project team recommends the addition of one Lieutenant in the OIC Section of Executive Services at an estimated annual cost of \$155,000.**

The next section analyzes the use of overtime in the Executive Services Division.

## **6. OVERTIME USE IN THE EXECUTIVE SERVICES DIVISION**

The project team obtained and analyzed data reflecting the usage of overtime in each Division of the DCSO for 2008 and 2009, and calculated the overtime expenditures as a percentage of total budgets. The following table contains the data and calculations for the Executive Services Division.

**Overtime Expenditures for Executive Services**

Budget		Overtime Expense		Overtime as Percentage of Budget	
Actual '08	Adopted '09	Actual '08	Adopted '09	2008	2009
\$4,231,116	\$4,932,892	\$379,854	\$140,061	9.0%	2.8%

As can be seen in the table, although overtime expenses varied widely from 2008 to 2009, the 2009 total of 2.9% is considered low in comparison to the expected levels of 5% to 7%.

## 7. SUPPORT SERVICES

The Support Services Division is managed by a Captain who reports directly to the Chief Deputy. This Division is responsible for service of civil papers, warrants, extraditions, conveyances, provision of courthouse security, processing of crime scenes through collection of evidence and processing of fingerprints, cataloguing of property and evidence, the receipt, input, maintenance and issuance of records such as warrants, citations and civil process, foreclosure sales, maintenance and repair of the DCSO fleet of vehicles and equipment, hardware and software research, maintenance of security cameras in all facilities, and performing public reception services.

### 1. ADMINISTRATION

The position of Captain administers the functions performed by Support Services, which are briefly recounted above. The project team's assessment is that this position has a reasonable span of control, with two Lieutenants, a civilian Administrative Services Supervisor, and a civilian Systems Coordinator. The Captain ensures the coordination of all units, the adequate training and cross-training of staff, and represents Support Services both internally as well as externally to other agencies and to the public.

**Recommendation: The project team recommends no change in the staffing of the position of Captain of Support Services.**

### 2. SYSTEMS COORDINATION

The project team analyzed the Systems Coordination Section, which is comprised of a single position with the duties and responsibilities outlined below.

**(1) The Project Team Reviewed the Position of Systems Coordinator.**

The Systems Coordinator fills a variety of roles regarding the management of systems projects in the DCSO. Recent projects have included the Jail Population Analysis System (JPAS), Jail Dashboard, Mobile/CAD replacement, and working with Spillman to modify the law records and supplements to create electronic files for submittal to DA office.

The position also sets up new users in the system, maintains printers by cleaning and coordinating repair, resets passwords on accounts on a routine basis, and serves as “Mini Help Desk” for DCSO. The position acts as liaison with County IT for web content for DCSO, and had been active in the ad hoc committee to enhance the DCSO web page.

The project team has reviewed the position duties and has determined that the position fills a critical need in the Office as liaison to the County IT Department, as well as in providing focused support to the many systems projects in DCSO.

**Recommendation: The project team recommends no change to the staffing level of one Systems Coordinator.**

**3. COURT SERVICES**

The Court Services Bureau performs a variety of services, including the service of civil process, conveys prisoners within and outside the state, handles all traffic citations and handles extraditions, provides courthouse security, provides inmate movements to and from court, processes crime scenes, operates the evidence room, and works with Dane County Child Support to locate and apprehend subjects with warrant related to child support.



The project team noted several strengths of the Court Services Bureau. These include the following:

- The Court Security staff collects and reports workload statistics that are exceptionally detailed. These data assist managers in the organization to anticipate workloads and to make informed decisions regarding the deployment of personnel.
- The Bureau has instituted a bar coding system that greatly enhances its ability to track and monitor pieces of evidence in the Evidence Room.
- The DCSO has instituted a “pool” of available staff in the Task Force who are allocated on a daily basis according to needs.

**(1) The Project Team Analyzed the Position of Court Services Lieutenant.**

The Court Services Lieutenant oversees a wide variety of services, including those of the service of civil process, conveyances, court services related to traffic court, criminal cases and child support, courthouse security and movements, and the crime scene unit. Additionally, the Lieutenant administers foreclosure sales in the County.

There are many functions being performed within Court Services, with staff who require guidance and oversight. Further, these functions require adequate cross-training of employees who are capable of filling in both during absences and in peak workloads. The position of Court Services Lieutenant is required, among other duties, to ensure the adequate coverage of each of the functions with available staff.

The next section begins the project team's analysis of the court security function.

**(2) The Project Team Analyzed the Court Security Function.**

The DCSO is mandated by state law to attend upon the courts for safety and security. There are 11 Court Commissioners and 17 Circuit Court judges for which Court Security is assigned responsibilities, although these services are provided only in rare

circumstances for Commissioner proceedings. There are 2 Sergeants, 27 Deputies I-II and 1 Sheriff's Aide assigned to the Court Security function.

The Court Security function has a staffing protocol that it follows in assigning Bailiffs to courtrooms. This protocol is provided below:

- Out-of-custody proceeding (1 Bailiff)
- In custody defendant trial (2 Bailiffs)
- Jury trial for out-of-custody defendant (1 Bailiff)
- Jury trial for in-custody defendant (3 Bailiffs)
- High media interest trial (may assign extra Bailiff – must enforce Fire Marshal codes for occupancy).

There should be a sufficient number of Deputies to cover courts on days it is in session. This coverage must be modified to incorporate the need for multiple Deputies to provide security for in-custody cases. The Court Security Section has access to Deputies in the Task Force, thereby alleviating potentially critical Bailiff manpower shortages. To illustrate, the average number of Bailiffs actually assigned on a daily basis to the Section in 2009 was 19.37, however an average of 5.00 were assigned from the Task Force to cover shortages.

The project team utilized the staffing protocol, as reflected above, to determine the required numbers of Bailiffs in 2008. The calculation is provided in the table below.

<b>Element</b>	<b>Number</b>
Number of Court Day Equivalents in 2008	3,241
Hours Bailiffs Assigned per Day	8
Total Hours of Coverage Required	25,928
Number of In-Custody Inmates (Requires 2 Bailiffs, per Staffing Protocol)	11,120
Assumed Average Case Time (Hours)	0.5
Additional Hours for In-Custody Defendant (0.5 hours * 11,120 defendants)	5,560
Total Required Hours	31,488
Hours Bailiffs Are Available per Year (at 74.3% per Net Availability Data)	1,452.94
Average Number of Bailiffs Needed	21.7
<b>Total Bailiffs Assigned to Section</b>	<b>22</b>

The calculation in the table shows that an average of 21.7 Bailiffs, or 22 FTEs, were needed to provide security to the courts in 2008 under the stated staffing protocols. However, given that the net availability factor for Bailiffs in 2008 was 74.3%, this meant that, of the 22 assigned on a permanent basis, only 16.3, or 17 FTEs, were available on the typical day, requiring an average of five (5) Bailiffs to be assigned from the Task Force.

Note from above that the staffing protocol calls for two (2) Bailiffs to be present in the court when there is an in-custody defendant. From Court Security records, it is known that there were 11,120 such defendants in the courts in 2009 (the only year for which this piece of data was provided). Given that two Bailiffs were assigned to these defendants, this resulted in a probable 5,560 additional hours for Bailiff presence last year, if it can be assumed that these court appearances averaged 30 minutes (see the table above). This estimate of 30 minutes is, if anything, a conservative one, as there were undoubtedly several instances in which these cases involved a lengthy jury trial.

The DCSO utilizes a very functional and sophisticated inmate classification process that results in a particular inmate being classified as a minimum, medium or maximum security risk. Minimum security inmates are those who pose the least risk in the jails, and are those who have had no history of institutional behavior problems, escape attempts, assaultive behavior, etc. It is not known exactly how many of the 11,120 such defendants in 2009 were classified as "Minimum Security", however, it is typical for approximately 35% of inmates to be classified in this manner. If this were the case in the Dane County courts in 2009, then approximately 3,892 defendants would have been classified as "Minimum Security". At 30 minutes per defendant, this would

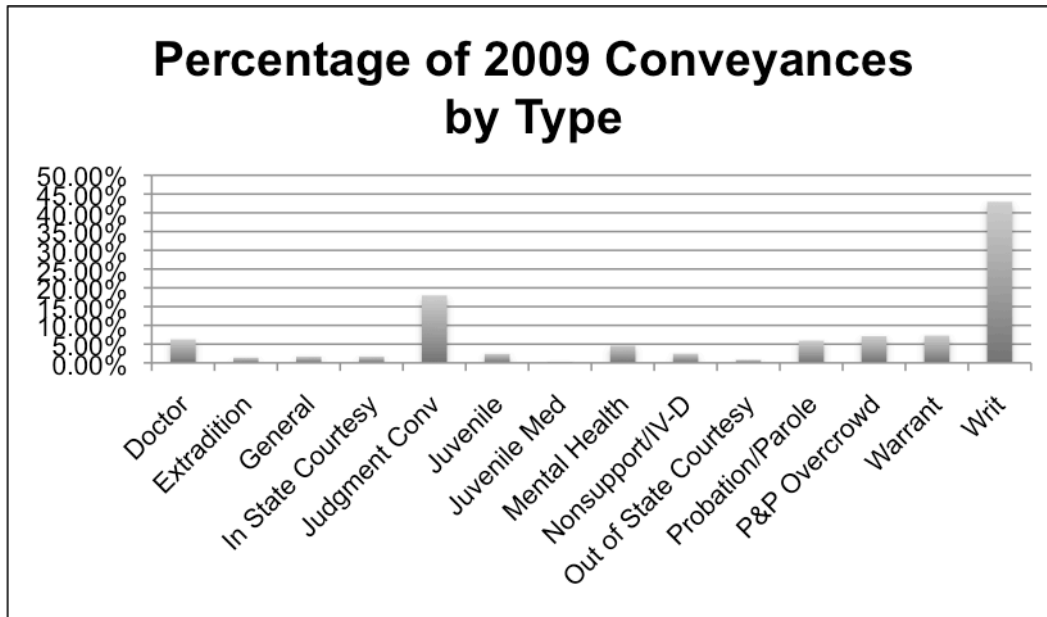
have resulted in the expenditure of 1,946 hours of a second Bailiff's time that potentially could have been avoided if the same classification system that is applied at booking were also applied to the court security function. If, however, the Minimum Security classification had been as high as 65%, then approximately 7,228 inmates would have required only a single Bailiff rather than the two that were assigned. Again, at 30 minutes per defendant, this would have resulted in the expenditure of 3,614 hours of a second Bailiff's time that may have been avoided through the use of the classification system. This is the equivalent of somewhat more than two (2) Bailiffs.

If the inmate classification system already in use in the DCSO jails were incorporated into the Bailiff staffing protocols for courts, the Court Security section could have utilized one fewer FTE Bailiff in 2009, assuming a Minimum Security classification in 35% of cases, and two fewer if this classification is applied in as many as 65% of cases. According to data provided by the Office, the average Deputy is compensated \$94,573, including salary and benefits.

**Recommendation: Utilize the current inmate classification system in use in the jails in the courtroom staffing protocols used for the determination of the required numbers of Bailiffs. Those defendants classified as "Minimum Security" could be attended by a single Bailiff. The project team is aware that there are, at times, lags in receiving the classification of a particular defendant, and further, there is a separate classification system in use for juveniles. However, the project team recommends that, for cases in which the classification is known, that it be used to determine the minimum required Bailiff staffing level. If the Minimum Security classification is applied to at least 35% of defendants, this would result in the elimination of a Deputy position, saving approximately \$94,573 annually.**

**(3) The Conveyances Section Is Staffed Appropriately with Four Primary Deputies Conducting Conveyances. Additional Deputies Should Be Procured from the Task Force on an As-Needed Basis.**

The DCSO is responsible for conveying inmates to a variety of locations, and for many different reasons, both within and outside the County and even the State. The following chart shows the numbers of conveyances by type in 2009:



The Conveyances section used a total of 109 different Deputies in performing conveyances in 2009, consuming 8,115 hours, although the four Deputies permanently assigned to the Section accounted for over 57% of the total hours worked.

The analysis of staffing requirements for Conveyances is complicated by the fact that the Section has little discretion in determining when and where inmates must travel, as it is almost entirely a reactive function. As noted, above, although four Deputies were involved in the majority of conveyances in 2009, there were 105 other Deputies who were needed to either accompany these Deputies, or were required to perform conveyances as a single unit, in pairs, or in very rare cases, as part of a three-person team.

In analyzing the staffing requirements in the Section, the project team collected and analyzed all trips made in 2009. The following table presents several pertinent facts related to these conveyances:

Element	Number	
	High	Low
Average Deputies per Trip	1.87 (Apr)	1.67 (Sep)
Average Hours per Trip	2.67 (Oct.)	2.00 (Jul)
Trips per Month	74 (Nov)	106 (Jan)

The project team sampled six months of data provided by the Conveyances Section and determined that there were an average of 5.45 Deputies used each day. The four Deputies assigned to the Section on a permanent basis accounted for 2.60 of the Deputies assigned to the Section, with the remainder (2.85) coming from either the Task Force or from other divisions of the DCSO. Although the predominant number of Deputies conducting conveyances are either permanently assigned to the Section, or are obtained from the Task Force, there are occasions in which others may be called upon when, for example, Patrol Deputies are in an area of the County in which they can more conveniently retrieve an individual from a local holding cell.

Although the data in the table are presented as they were provided by the Section, there is one modification that must be made to these data in order to make any inferences related to optimum staffing. When Deputies report the length of each trip, the times are reported only for the amount of time spent with inmates. Therefore, for instance, if two Deputies convey one or more inmates to a location, consuming two (2) hours, and there is a one-hour return trip, only the two hours are reported in the data. Interviews indicate that there is no “average” amount of time expended in these non-reported return trips, as they clearly vary depending upon the location from which the Deputies are returning. However, if the simplifying assumption can be made that the

portion of each trip that is spent in the presence of an inmate accounts for two-thirds of the total trip time, then the following table shows the estimated average amount of time per trip, including both the time with the inmate(s) and the return trip as well.

<b>Month (2009)</b>	<b>Average Hours per Trip</b>
January	3.20
February	3.66
March	3.14
April	3.44
May	3.50
June	3.50
July	3.00
August	3.35
September	2.81
October	4.01
November	3.63
December	3.47
<b>Average</b>	<b>3.39</b>

As the table shows, the estimated average time per trip varies from a low of 2.81 to a high of 4.01 hours. One further complicating factor is that there is a relatively wide distribution of times around these averages, and it is not possible to forecast in each instance the exact amount of time required for each trip, even in those instances for which average times are fairly well known due to the numbers of times the trips have been made in the past.

What is known about the data to this point is that (a) given the staffing protocols of the Conveyance Section, about 1.8 Deputies are required per trip, (b) each trip consumes about 3 hours and 23 minutes (or, 3.4 hours), including inmate transport and return, and (c) about 8,115 hours were expended by the 109 Deputies who performed conveyances in 2009. However, in planning these conveyances, the numbers of destinations must be factored into the equation.

The project team analyzed six months of trips in 2009 by the Conveyances Section and determined that there were an average of 7.1 destinations per day to which

inmates had to be conveyed. Again, however, there was a relatively wide dispersion around this average, with a standard deviation of 2.6. (This means that about 68% of the time the numbers of destinations to which inmates must be conveyed on a daily basis range from a low of 4.5 to a high of 9.7). Therefore, the table below provides the required staffing contingent (with a 68% certainty):

<b>Element</b>	<b>Number</b>
A). Average Deputies per Trip	1.8
B). Number of Destinations per Day (68% certainty)	4.5 to 9.7
C). Average Destinations Accomplished per Day per Deputy Pairing	2.22
D). Deputy Pairings Needed per Day (B/C)	2.0 to 4.37
E). Average Deputies Needed per Day (D * A)	3.6 to 7.9
F). Actual Average Number of Deputies Used	5.45

The table shows that the actual number of Deputies utilized in the Conveyances Section on a daily basis was well within the expected range. Recall from above that the average time per trip was 3.39 hours. If the average Deputy is making 2.22 conveyances per day, then the average amount of time expended in conveyances per Deputy is  $2.22 \text{ trips per day} \times 3.39 \text{ hours per trip} = 7.5 \text{ hours per day}$ .

There are four (4) Deputies who are dedicated to the Section on a daily basis, and due to absences, the Section had access to 2.6 of these on an average day (from above). Therefore, there was an average daily deficit of 2.85 Deputies (5.45 minus 2.60). Given that the standard deviation of the number of Deputies needed on a daily basis was 2.1 for the six-month sample period in 2009, then with about 68% certainty, there would be a need for between 3.35 and 7.64 total daily Deputies. With the availability of 2.60 assigned Deputies to this Section, the predicted deficit of needed Deputies is therefore between 0.75 and 5.04 Deputies which would need to be procured from the Task Force, or other locations within the DCSO. The actual figure of 2.85 for the six-month period is well within this predicted range.



The question, then, becomes whether it is more feasible to permanently staff the Conveyances Section with an additional one or two Deputies from the Task Force, or to maintain the flexibility of utilizing these Deputies elsewhere within the DCSO as they are needed. The project team's analysis indicates that, although there are clearly demands for more than the four Deputies permanently assigned to the Section on an average day, it is also true that in 11 of the 132 days sampled (10.6%), no Deputies were needed from the Task Force. Had another Deputy been permanently assigned to the Section, that Deputy would have been returned to the Task Force in about one of every 10 days. It is therefore the recommendation of the project team that the Conveyances Section continue to be staffed with four permanently assigned Deputies, covering daily deficits from the Task Force.

**Recommendation:** There are many factors that determine the numbers of Deputies needed in the Conveyances Section on a daily basis. So, for many reasons, there is no definitive methodology to determine the numbers of Deputies that should be allocated to the function on a permanent basis. The Conveyances Section, and in fact the DCSO in general, has created a pool of Deputies (the Task Force) from which it, and other sections in the DCSO, can procure Deputies on a daily basis, as needed. The Conveyances Section does permanently assign four Deputies to the Conveyances function, and the analysis in this section of the report indicates that there is, with 68% certainty, a need for at least four Deputies. We have shown in the analysis above that (a) there is high utilization among the Deputies in the Conveyances Section on a daily basis (i.e., 7.5 hours on average), and (b) in about one of every 10 days, there is no need for an additional Deputy beyond the four that are permanently assigned to the Section. We therefore recommend no change in the permanent assignment of Deputies to the Section, but rather fill any daily deficits from the pool available in the Task Force.

- (4) Staffing Levels in the Civil Process Section Are Appropriate Currently, However Continued Reductions in the Numbers Served May Impact Staffing Levels in the Future.**

Court Services has six (6) Deputies II who serve civil papers covering two shifts. These papers include injunction orders, restraining orders, subpoenas, eviction notices,

foreclosure notices and other types of legal documents. The Deputies serving civil papers typically work alone, with two working from 12:30 pm – 8:30 pm, and four working from 3:00 pm – 11:00 pm, covering the east and west portions of both the County and the City of Madison.

The numbers of civil papers accepted for process by the DCSO has declined by about 8% from 1999 to 2008. The table below shows the numbers accepted for process during this period.

<b>Year</b>	<b>Number Accepted</b>
1999	16,700
2000	16,780
2001	16,882
2002	17,017
2003	16,816
2004	16,719
2005	16,497
2006	15,898
2007	15,632
2008	15,367

Although the above figures reflect the numbers of papers accepted for service, there are many unsuccessful attempts at service, which are in fact part of the workload. The Division provided the number of total (i.e., both successful and unsuccessful) attempts at service for 2009. This figure was 21,558, of which 17,869 were served by the six (6) assigned Deputies. The remainder was served by a total of 58 others within the DCSO. For purposes of calculating the total needed staffing contingent, the project team used the total number of 21,558.

The Section has no stated service level objectives, however, the project team typically experiences a total time of approximately 24 minutes for each service, which includes travel time, as well as office and administrative duties associated with the service. After determining the number of civil papers served by Deputies, this number is

multiplied by the numbers of minutes needed to serve them. As noted above, this is assumed to be 24 minutes per service. Then, the net availability factor is applied (assumed to be 1,599 hours of available time per Deputy) to arrive at the number of needed Deputies. The calculation of the required staffing level is provided below:

<b>Data Element</b>	<b>Number</b>
Total Attempts	21,558
Hours per service	0.40 (or, 24 minutes)
Total Required Hours	8623
Annual Hours Worked	1,950
Availability Factor	82%
Total Available Hours	1,599
Total FTEs Required	5.4
Total Current FTEs	6
Difference	0

As can be seen from the calculations in the table, and given the workload in 2009, as defined by the numbers of civil papers served, the actual required staffing contingent for the Civil Process Section is 5.4, or 6 FTEs. However, as was noted earlier, the workload has been declining in recent years. If the workload declines further, to a point at which the number of attempts reaches 19,988 (a further decline of a little over 7% from 2009 levels), then the required staffing contingent in the Section would decline to five Deputies.

**Recommendation:** The project team does not recommend any change in staffing levels in the Civil Process Section at this time. However, if workloads decline by more than 7% from 2009 levels, a reduction of a Deputy position in the Section is possible.

**(5) The Staffing of the Evidence Room Appears Sufficient at the Current Time.**

There is one civilian LTE assigned to the Evidence Room who is responsible for the receipt, disbursal, maintenance and recording, as well as purging of the evidence inventory. When the LTE is not available, one Deputy attends the Evidence Room as needed.

In 2008, the Evidence Room received 2,898 pieces of evidence, which reportedly represents a significant increase over previous years. The project team's typical experience indicates that each Evidence Technician should handle about 4,000 pieces of evidence annually. This figure allows for the maintenance of equilibrium between the number of items received, and the numbers necessary to be purged from the inventory. This figure of 4,000 pieces of evidence was corroborated in the survey administered to participants as a part of this project. Although all four participants did not provide sufficient data to make exact comparisons to DCSO's evidence processing function, the responses of Sedgwick County, KS and the City of Racine, WI were as follows:

Respondent	Staff	Pieces of Evidence
Sedgwick County, KS	2 Civilian Evidence Technicians	There were 3,018 cases for which evidence was collected, with "double or triple" the number of cases being the number of pieces of evidence. This equates to an average of 7,545 pieces of evidence.
Racine, WI	1 Civilian Evidence Technician	3,204 pieces of evidence

Therefore, in Racine, the Evidence Technician is responsible for 3,204 pieces of evidence, and the two (2) Evidence Technicians in Sedgwick County are responsible for an average of about 3,773 pieces of evidence each.

Although the DCSO allocates one LTE (working a maximum of 1,040 hours per year) to the Evidence Room, there are two Deputies IV who work crime scenes who are able to cover staffing requirements in the Evidence Room as necessary. As noted above, the DCSO processed 2,898 pieces of evidence in 2008, which is both below the project team's benchmark of 4,000.

**Recommendation: The project team does not recommend any changes in the staffing of the Evidence Room.**

**(6) The Increased Number of Citations Issued by the Traffic Team Has Had a Great Impact on the Workload of the Traffic Court Officer.**

Court Services is staffed seven days each week, with Task Force Deputies working Saturdays and Sundays, processing paperwork, citations and reviewing affidavits with the Duty Judge. In recent years, the Traffic Team has expanded both the numbers of staff and the number of traffic citations issued. Further, the Traffic Officer in the Court Services Unit of Support Services handles the ordinance citations for Dane County Zoning and Planning, the Parks, Dane County Humane, and Public Health. The numbers of citations have seen a rather large increase in recent years, as the table below shows.

<b>Year</b>	<b>Citations</b>
1998	11,835
1999	12,738
2000	13,273
2001	13,392
2002	13,738
2003	14,740
2004	16,083
2005	15,697
2006	18,104
2007	19,004
2008	23,733
2009 (estimated)	25,956
<b>Percent Increase 1998 to 2009</b>	<b>119%</b>

As the table shows, there has been a 119% increase in the numbers of citations issued over the 12-year period, with a 65% increase just since 2005. The workload has been handled by the same staffing contingent since 2008, and there was a 9.4% increase in the workload from 2008 to 2009. The greater increases in the number of citations has increased the amount of time the Traffic Court Officer must spend in court, as opposed to processing the paperwork that is the main driver of the workload.

With 25,956 estimated citations processed in 2009, the Traffic Court Officer and Task Force Deputies expended about 6.3 minutes per citation, as the table below shows.

Element	Number
Number of Citations Processed	25,956
Number of Hours per Week (7 days per week)	52.5
Number of Hours per Year	2,730
Citations Processed per Hour	9.5
Minutes per Citation Processed	6.3

The project team's typical experience is that the Traffic Court Officer should be expending approximately 8 minutes per citation. If this were the case in the DCSO, the function of processing citations is slightly under-staffed, as the table below indicates.

Element	Number
Number of Citations Processed in 2009	25,956
Growth in Citations Since 2008	9.3%
Projected Number of Citations in 2010	28,370
Optimum Minutes per Citation Processed	8
Minutes of Citation Process Time at Optimum	226,960
Hours of Citation Process Time at Optimum	3,783
Number of Hours per Year for One Position	2,730
<b>Number of FTEs Needed</b>	<b>1.39</b>

As is shown in the table above, there are 1.39 FTEs needed, or two positions. Although this is only slightly above the one FTE currently allocated to the function, the rapid growth in citations in recent years (particularly since 2008, when the Traffic Team generating these citations increased by three members) will likely continue in the future.

**Recommendation: Increase the staffing in the Traffic Section of the Court Services Unit by one Traffic Court Officer. The net cost, including salary and benefits for a Deputy III, is \$102,695.**

**(7) Caseloads Have Declined in Recent Years for the Criminal Court Deputy, However Work Volume Still Justifies the Presence of a Full Time Officer.**

The Criminal Court Deputy is responsible for creating identification packets for the District Attorney's Office, filling out case intake sheets, and delivering cases to the DA. Further, the Deputy completes Probable Cause affidavits, which must be signed by a judge or Court Commissioner for inmates held prior to sentencing for more than 48

hours. These duties are performed for adult, as well as juvenile, defendants. These cases cover the unincorporated areas of the County as well as certain municipalities within the County.

The numbers of criminal cases since 2003 are presented in the table below for both adults and juveniles.

<b>Year</b>	<b>Adult Cases</b>	<b>Juvenile Cases</b>
2003	1,539	279
2004	1,368	227
2005	1,705	169
2006	1,639	237
2007	1,530	187
2008	1,299	193
2009	1,228	155

Note that the numbers of cases have generally declined since 2003, with adult cases down by a little more than 20%, and juvenile cases down by over 44% since 2003. Part of this decline is due to DeForest and Mt. Holeb taking over their own cases in recent years.

The Criminal Court Deputy must read each report, complete the intake sheet and deliver these to the DA's Office twice daily on most days. The following table provides a breakdown of the time spent in reviewing cases and preparing identification packets and intake sheets.

	<b>Units of Activity</b>	<b>Number of Minutes per Task</b>	<b>Total Minutes</b>
Case Review	1,383	15	20,745
Complete Adult Intake Sheets	1,228	12	14,736
Complete Juvenile Intake Sheets	155	17	2,635
<b>Subtotal</b>			<b>38,116</b>

In addition to the tasks listed above, the Deputy physically transports cases to the DA's Office twice daily, and is typically in Court daily for approximately 30 minutes preparing for In-Custody. The Deputy also completes Probable Cause affidavits daily,

consuming about 30 minutes per day. If it is assumed that there are 220 work days in a typical year, then these two tasks consume approximately 13,200 minutes. Combined with the 38,116 minutes of activity in the table above, this gives a total of 51,316 minutes, or 855 hours annually.

Although the number of hours accounted for in the specifically-enumerated tasks (855) does not equate to a full time equivalent employee, there are other tasks for which there is unaccountable, but necessary, time expended. These tasks include running reports each morning on the individuals arrested and in jail over the previous two shifts, getting referrals, and other activities.

The caseload of the Criminal Court Deputy has clearly declined over the past several years, however the numbers of cases still require a full time Deputy, as there are 855 hours of accountable time in addition to an amount of unaccountable time for which there are no time standards to apply, that likely moves the position close to full utilization.

**Recommendation: The project team does not recommend any change in the current staffing level in the Criminal Court Section at this time.**

**(8) The Deputy in Child Support Is Fully Utilized.**

The Child Support (IV-D) Deputy is responsible for working in cooperation with the Dane County Child Support Agency to locate and apprehend subjects with warrants related to child support. These subjects may be in Dane County or elsewhere in the country. Dane County Child Support reimburses the majority of the cost of the Deputy assigned to this function. The Deputy works in conjunction with the Child Support Agency in taking warrants and finding the location of the subject to effect an arrest. Once warrants are served, the Deputy must close out the warrant and update internal activity files related to the warrant.



The workload of the Deputy, based on 2009 data, is summarized in the table below.

	<b>Units of Activity</b>	<b>Number of Minutes per Task</b>	<b>Total Minutes</b>
Attempts at Subject Contact	1,266	30	37,980
Cancel Warrants	1,063	20	21,260
Update Internal Activity Files	1,063	5	5,315
Arrests	87	90	7,830
<b>Subtotal</b>			<b>72,385</b>

The 72,385 minutes of activity in 2009 equate to 1,206 hours, which is approximately 75% utilization for the position. However, it must be noted that the incumbent in the position fills a unique role in the Section as a Spanish-speaking Deputy. The incumbent is frequently called upon in Booking, Civil Process and Conveyances to perform roles in these sections in order to communicate effectively with subjects. A review of the Deputy's daily activity logs notes many instances of this type of function.

The attainment of 75% utilization in accountable functions in the incumbent's primary role in Child Support would be sufficient justification for the position, however the additional unique roles the incumbent fills fully occupy a full time equivalent, and the project team makes no recommendation to alter the staffing of this function.

**Recommendation: The project team does not recommend any change in the current staffing level in the Child Support (IV-D) Section at this time.**

**(9) Although Extraditions Have Decreased Moderately in Recent Years, the Allocation of One Deputy to Coordinate These Continues to Be Appropriate.**

There is one Deputy III assigned to coordinate all incoming and outgoing extraditions for the DCSO. This position requires close coordination with the District Attorney's Office to determine whether the subjects who are located in other states are desired by the DA, to send the DA Request for Authorization, to set up files, to obtain

Governor's Warrants when required, as well as many other administrative duties. Further, the Deputy must coordinate the logistics of transporting a subject back to Dane County through a variety of means, including either via ground transportation or air, via DCSO transport or through the US Marshal or Northwest Shuttle Service.

The numbers of new extraditions from 2007 are presented in the table below.

Year	Number
2007	271
2008	255
2009	241
2010 (through 6/15/10)	125

As the table indicates, the numbers of extraditions have dropped from 271 in 2007 to 241 in 2009, a decrease of about 11%. However, the 125 new extraditions through June 15, 2010, if annualized, represent a slight reversal in this downward trend, with a projected number of between 250 and 260 this year.

The workloads associated with the coordination of each of the extraditions varies widely, and depends upon such factors as whether the subject signs a waiver of extradition, whether the subject is incoming or outgoing, whether a Governor's Warrant is required, whether the subject is being transported via ground or air, and many other variables. The project team has reviewed the workloads with the incumbent, and concurs with the need for the Deputy assigned to the function, and does not recommend any change to the current staffing level of one Deputy position.

**Recommendation: The project team makes no recommendation for altering the current staffing level of one Deputy III in the Extraditions Section of Court Services.**

#### **4. ADMINISTRATIVE SERVICES**

The Administrative Services Section of Support Services provides clerical and administrative support to the Sheriff's Office. Staff in the Administrative Services

Division process citations, warrants and civil process paperwork; document, schedule and route conveyances; report offenses to the federal government; respond to records requests by phone, e-mail, fax and in person; and serve as reception for the Sheriff's Office.

The project team noted several strengths in the Administrative Services Section, including:

- Administrative Services is exceptional in its documentation of workloads and services rendered.
- Administrative Services has recently begun accepting credit card payments for fees charged for records, photos, videos, etc.
- Administrative Services staff are well cross-trained to handle multiple functions within the Division.

The next section begins the analysis of these functions.

**(1) The Project Team Analyzed Staffing Levels in the Warrants Section.**

The Warrants Section of Administrative Services is staffed with four (4) Clerk Typists III who are responsible for the entry of warrants into the database, running and analyzing criminal histories, entry into NCIC and validating outstanding warrants, among other related duties. The following table presents a summary of the warrants processed by the Warrants Section since 2006.

<b>Year</b>	<b>No. of Warrants</b>
2006	6,076
2007	6,782
2008	6,379
2009	5,260

The table indicates that the numbers of warrants have declined markedly since 2007. The decrease from that year to 2009 is 1,522, or about 22%.

In analyzing required staffing in the Warrants section, the project team made the following assumptions:

- The project team assumed an availability of 82% to account for leave usage, training, administrative duties, etc. This results in 1,599 net hours per FTE.
- The project team assumed that the Division Supervisor did not spend a large portion of time performing line responsibilities but rather was focused on troubleshooting, dealing with problem records, and monitoring and evaluating staff performance.
- The project team calculated staffing needs for the core functions, as presented in the table below. The workload data in the table reflect 2009 levels. Note that there are several functions performed under the category of "Warrant Entry" in the table. These include entry into the database, running criminal histories, entry into NCIC, and creating, transporting and filing warrant files.

	<b>Units of Activity</b>	<b>Number of Minutes per Task</b>	<b>Total Minutes</b>
Warrant Entry	5,260	12	63,120
Warrant Close Out	3,948	12	47,376
Second Party Checks in NCIC	3,948	12	47,376
Monitor/Cancel Detainers	399	30	11,970
Monitor for Canceled Warrants	75	20	1,500
Warrant Validations	7,200	20	144,000
Warrant Withdrawals	1,750	10	17,500
<b>Total FTE Minutes</b>			<b>332,842</b>
<b>Total FTE Hours</b>			<b>5,547.4</b>
<b>Number of FTEs Required</b>			<b>3.5</b>
<b>Total Current FTEs</b>			<b>4.0</b>
<b>+/- (-) FTEs</b>			<b>0.5</b>

The table above indicates that the Warrants Section's core workloads require a total of 3.5 FTE's, and it has a current total staffing contingent of 4. However, there are miscellaneous non-core functions such as updating death notice information, processing incoming teletypes, processing Attempt to Locate (ATL) requests, and processing incoming Dane County Attorney warrant withdrawals that add at least some amount of time to the calculated times in the table. Further, the Section estimates that it receives 7,000 phone calls for a variety of reasons each year. If it can be assumed that each of

these consumes an average of two (2) minutes per call, then this alone would add another 233 hours per year to the total, which is the equivalent of 0.15 FTEs.

The analysis above indicates that the Warrants Section is sufficiently staffed at the current workload levels. However, it should be noted that the numbers of warrants processed has decreased by 22% in the past two years. If this decline continues into the next two to three years, it is likely that the staffing levels should be revisited.

**Recommendation:** The project team does not recommend any change in the current staffing levels in the Warrants Section at this time. However, if the numbers of warrants processed continues to decline in the next two to three years, the Sheriff's Office should re-examine the optimum staffing levels in the Section, utilizing the calculation methodology presented in the table above.

**(2) Staffing Levels in the Citations Section Appear Reasonable at the Current Time.**

The Citations Section of Administrative Services is staffed with one (1) Court Services Clerk (a Clerk Typist III), one (1) half-time Clerk, and two (2) LTEs working 16 hours per week. The Section's core duties include processing ordinance tickets and OWI (Operating While Intoxicated) tickets. These functions include running vehicle and driver's license reports and entering data into the database, making copies for the Clerk of Courts (or Juvenile Court, as the case requires). The positions in the Section also have other duties, including creating an ID packet for each defendant in criminal UTC cases, writing "parent letters" to parents of juvenile defendants, voiding citations containing errors, matching citations to those on each of four court lists per week, and other similar clerical duties and functions.

As has been noted earlier in this report, the numbers of citations have increased greatly in the last several years. The table re-printed below shows this rapid increase in:

<b>Year</b>	<b>Citations</b>
1998	11,835
1999	12,738
2000	13,273
2001	13,392
2002	13,738
2003	14,740
2004	16,083
2005	15,697
2006	18,104
2007	19,004
2008	23,733
2009 (estimated)	25,956
<b>Percent Increase</b>	<b>119%</b>

In analyzing the required staffing levels in the Citations Section, the project team made the same assumptions as were made for Warrants. Specifically,

- The project team assumed an availability of 82% to account for leave usage, training, administrative duties, etc. This results in 1,599 net hours per FTE. For LTEs, it is assumed that employees are available for 16 hours each week.
- The project team assumed that the Division Supervisor did not spend a large portion of time performing line responsibilities, but focused on troubleshooting, dealing with problem records, and monitoring and evaluating staff performance.

The project team calculated staffing needs for the core function of entry into the database by utilizing a figure of eight (8) minutes per citation, which is typical of this function. At this processing rate, the Section expends 3,461 hours annually, as the calculation in the table below indicates:

<b>Element</b>	<b>Number</b>
Citations Processed	25,956
Minutes per Citation Processed	8
Minutes of Annual Citation Processing	207,648
Hours of Annual Citation Processing	3,461

The calculation indicates that about 3,461 hours are expended in citation entry, which is a workload that consumes approximately 2.2 FTEs. However, these are not the only activities which are performed by the Citations Section. The following table provides estimates of the amounts of time expended for other functions.

<b>Activity</b>	<b>Estimated Hours per Week</b>
Writing Letters to Parents of Juvenile Defendants	2 to 3
Development of Court Lists	2 to 3
Updating Rebooked Citations	1 to 2
Handling Phone Calls from Parents of Juveniles	2
Preparation of Pre-Trial Packets on Not Guilty Pleas	4
Disposition of Citations	2
<b>Total "Other" Activities</b>	<b>13 to 16</b>

In addition to the 3,461 annual hours of "Core" activities of entering citations into the database, the staff in the Citations Section expend between 13 and 16 hours per week, or between 676 and 832 hours per year, on the "Other" activities listed in the table above. Therefore, the staff expend between 4,137 and 4,293 hours annually on required tasks, which equates to between 2.6 and 2.7 FTE. As the table below indicates, the Section has access to about 4,063 hours annually, which would leave the Section short by between 74 and 230 hours per year.

<b>Position</b>	<b>Annual Hours of Availability</b>
Court Services Clerk (FT)	1,599.0
Court Services Clerk (PT)	799.5
LTE (16 hours per week)	832.0
LTE (16 hours per week)	832.0
Total Available Hours	4,062.5

The addition of a full time staff member, or even a LTE at 16 hours per week, would add such excess capacity in the Section that it would not, in the view of the project team, be a productively-utilized position to cover a shortfall of between 74 and 230 hours per year (or between 1.4 and 4.4 hours per week). In the immediate future, it is recommended that the Section rely upon contributions from light-duty Deputies, or even clerical staff in other sections of Administrative Services, to cover the needs as they arise.

Although the project team does not at this time recommend a permanent staffing increase for the Citations Section, it should be acknowledged that the numbers of citations have increased markedly in recent years, and are likely to continue to do so

with the advent of the Traffic Team in the County. For this reason, the project team recommends that the DCSO closely monitors the increases in number of citations, and make adjustments as necessary to the staffing levels. As was noted above, the numbers of warrants are declining, and it is reasonable to expect that at a point in the future, the workloads of the two Sections may intersect at a point at which it becomes feasible to transfer a Clerk from one Section to the other.

**Recommendation: The project team does not recommend any change in the staffing levels of the Citations Section at this time. Temporary “spikes” in activity may require additional assistance from time to time, but as was pointed out in the discussion above, these needs should be filled by light duty Deputies or other staff within the Administrative Services Division as they arise.**

**(3) The Project Team's Analysis of the Records Section Indicates That It Is Appropriately Staffed at the Current Time.**

The Records Section is responsible for maintaining and managing the Sheriff's Office's records, including arrest reports, complaints, employer requests for information on prospective hires, and moving violation reports, among many other functions. The Section is staffed with three (3) Clerk Typists I-II, who are also responsible for taking requests for records over the phone, in person, via fax and on line, creating line-ups from photographs, performing background checks on prospective DCSO employees, accepting and processing cash for records, mailing reports to recipients, redacting restricted information from reports, as well as other related duties.

The Records Section had processed 9,804 records requests through December 14, 2009. If records requests had continued to come into the Section at that pace through the remaining 14 days of the year, the staff in the Section would have received and processed 10,195 records requests in 2009, representing a relatively large increase over previous years, as the table below indicates:



<b>Year</b>	<b>Records Requests</b>
2006	5,129
2007	5,320
2008	5,798
2009 (projected)	10,195
<b>Pct. Increase from 2006 to 2009</b>	<b>99%</b>

Although the large increase in the numbers of records requests handled by the Section likely is a result of better methods of data capture in 2009, it is still true that the Section had been experiencing steady increases in the numbers of records from 2006 through 2008, when the methods of data capture and reporting were similar. As the table shows, the number of records requests increase from 5,129 to 5,798 during this time, representing a 13% increase over the three-year period, or an annual increase of 6.3%.

As was noted above, there are several duties for which the Records Section staff are responsible. The primary duties relate to responding to records requests from the public, the media and other agencies and answering phone calls regarding the status of reports, redaction of restricted data, and correspondence with Corporate Counsel. In calculating the time expended on these primary duties, the project team used the following assumptions, as has been the case in evaluating other administrative and clerical functions of the Division:

- The project team assumed an availability of 82% to account for leave usage, training, administrative duties, etc. This results in 1,599 net hours per FTE.
- The project team assumed that the Division Supervisor did not spend a large portion of time performing line responsibilities, but rather was focused on troubleshooting, dealing with problem records, and monitoring and evaluating staff performance.

The following table provides an analysis of the time expended in the primary Records functions:

	<b>Units of Activity</b>	<b>Number of Minutes per Task</b>	<b>Total Minutes</b>
Process Records Request	10,195	8	81,560
Phone Calls and Response to Request for Information	6,000	10	60,000
Report Redactions	523	90	47,070
Total FTE Minutes			188,630
Total FTE Hours			3,143.8
<b>Number of FTEs Required</b>			<b>2.0</b>

In addition to the 3,143.8 hours shown in the table, there are miscellaneous duties the Records Section must handle such as modifying records, scanning information into the RMS, providing back-up coverage for the reception desk, filing and sorting, and other related duties. These duties have historically been estimated to consume about 15% of the total time expended by the Clerk Typists in the Section. Therefore, including the miscellaneous duties, the Section is expending a combined total of approximately 3,699 hours annually. With 1,599 hours available for each Clerk Typist per year, this equates to a need for 2.3 FTEs. There are currently 3 Clerk Typists in the Section, and therefore the calculation of required FTEs is the same as the current staffing level, although there is clearly some excess capacity. Given the increase in the numbers of records requests in recent years, however, it is likely that the current need for 2.3 FTEs will increase as well over the next several years, and as a result, the project team does not recommend any change in the staffing levels in the Section.

**Recommendation: The project team does not recommend any change in the current staffing levels in the Records Section of the Division.**

**(4) The Project Team's Analysis of the Conveyances Section Indicates That It Is Appropriately Staffed at the Current Time.**

The Clerk Typist III in the Conveyances Section is responsible for making arrangements for pickups of inmates and arrested persons at facilities located throughout the State, and arranges for transport of persons to other facilities, including

for reasons as medical appointments. The Clerk Typist III notifies medical personnel of the need for paperwork preparation prior to conveyance, calculates routing for Deputies in conveyance of inmates and contacts facilities to determine the most convenient time for drop offs.

The following workloads have been reported in the Conveyances Section:

<b>Year</b>	<b>Number</b>
2006	6,500
2007	6,188
2008	4,273
2009 (through 12/14/09)	2,822
2009 (annualized)	2,960

The numbers of conveyances have reportedly been declining in recent years due to the development of the Jail Diversion Program. The project team has determined that, although there is clearly a need for a Clerk to prepare the scheduling for Deputies in this complex task, due to the relatively large decline in workload in recent years, we do not recommend any change in the current staffing level of one Clerk Typist III at this time.

**Recommendation: The project team does not recommend any change in the current staffing levels in the Conveyance Section of the Division.**

**(5) The Position of Administrative Services Supervisor Should Be Retained.**

The Administrative Services Supervisor oversees a wide range of clerical and administrative functions in Support Services, including those of Civil Process, Conveyances, IBR, Records, Warrants and Citations. Further, the position is responsible for administering on-line training for DCSO employees, organizing the documentation of the FBI audit to ensure all staff are fingerprinted, serving as DCSO phone coordinator by programming phones and resolving problems, administering the

Summit System for deletion of cases, false name bookings, and assisting with the budget process for Support Services.

There are many functions being performed within Administrative Services, with 17 staff who require guidance and oversight. Further, these functions require adequate cross-training of employees who are capable of filling in both during absences and in peak workloads. The position of Administrative Services Supervisor is required, among, other duties to ensure the adequate coverage of each of the functions with available staff.

During the course of this study, the position of Administrative Services Supervisor became vacant, and had not been filled at the time of this writing. The project team recommends the filling of this position as soon as is practical.

**Recommendation: The project team recommends the retention of the position of Administrative Services Supervisor, and filling this vacant position as soon as is practical.**

**(6) The Civil Process Section Is Staffed Appropriately at the Current Time.**

The Civil Process Section is staffed with a Coordinator, a Clerk III and a Clerk-Typist I-II. These positions are responsible for gathering civil papers from Deputies, verifying the accuracy of papers, preparing the papers for assignment and proper routing, scheduling and entering foreclosure sales into the RMS, processing payments received for service of papers, responding the inquiries at the customer service window, and entering transactions into the RMS as well as into the State, federal and Civil Process databases, as well as other duties.

The numbers of civil papers served has declined marginally in the past several years, as the table below shows.

<b>Year</b>	<b>Papers Accepted for Service</b>
2006	15,898
2007	15,632
2008	15,367
2009 (through 12/17)	14,572
2009 (annualized)	15,153

As the table shows, if it can be assumed that the total number of papers accepted for service by the end of 2009 was reasonably close to the projected annual total of 15,153, then there has been a decline of about 745 papers, or about 4.7%, since 2006.

The project team utilizes a figure of 8 minutes per paper to account for the clerical tasks of entering pertinent information into the various databases. At this level, the 15,153 papers in 2009 would have consumed about 2,020 hours of clerical time. Assuming each clerical position is available for approximately 1,750 hours annually, this equates to the need for 1.2 FTE. However, these positions are also responsible for other functions, such as routing, preparation of foreclosure sale packets, response to inquiries, and periodic validations, as well as other duties. Although the project team does not possess data that indicate the amount of time consumed in these activities, they are believed to be at least 50% of the workload, and likely more. If this is the case, then there is a requirement for at least 2.4 FTE's in the Section. With 3 FTE's available, the project team makes no recommendation to alter the staffing level in the Civil Process Section of Administrative Services.

**Recommendation: The project team makes no recommended changes to the current staffing level in the Civil Process Section.**

The next section analyzes the Records Section of Support Services.

## **5. RECORDS**

The Records Section of Support Services ensures the proper issuance of records to requestors, ensures the proper maintenance and repair of the DCSO's 111 vehicles,

installs and maintains various software installed on computers and MDCs, maintains all security cameras in the DCSO facilities, monitors phones in the jail, sets up surveillance equipment, handles in-car video, and transfers the video to DVD on request.

**(1) The Project Team Analyzed the Position of Records Lieutenant**

The Records Lieutenant not only oversees the functions of vehicle maintenance and repair coordination, and technical projects, but also serves as the Records Custodian for DCSO, with responsibility for proper fulfillment of records requests, reviewing all requests for records to ensure their authorized release, and preparing correspondence for records that are denied or redacted. Further, the Lieutenant serves as the DCSO liaison to the 911 Communications Center.

The project team's assessment is that this position has a reasonable span of control, with responsibility for the oversight of Fleet Management and Technical Projects. The project team has, in the next section, recommended the civilianization of the Sergeant position currently responsible for technical projects. This particular Sergeant currently is responsible for administrative supervision over the 25 Task Force Deputies. With this position's civilianization, the project team recommends that the Lieutenant be given this responsibility.

**Recommendation: The project team makes no recommended changes to the staffing of the position of Records Lieutenant. However, with the civilianization of the Sergeant position over Technical Projects, it is recommended that the Lieutenant assume this responsibility.**

**(2) The Project Team Analyzed the Potential of Civilianizing the Position of Technical Projects Sergeant.**

The position of Technical Projects Sergeant is one whose duties, in the experience of the project team, are typically performed by non-sworn personnel. The project team reviewed the nature, skills and expertise of the position's duties, and

concluded that there are no inherent requirements of this position be filled with sworn personnel. The position's primary duties are presented in the table below:

Position	Primary Duties
Sergeant – Technical Projects	<ul style="list-style-type: none"><li>• Supervises the Video/Audio Forensics Deputy.</li><li>• Supervises the 25 Deputies in the Task Force.</li><li>• Installs, troubleshoots and coordinates training for Traffic and Criminal Software (TraCS) which is loaded on 50 MDCs and 17 PCs.</li><li>• Maintains inventory of available TraCS citation numbers.</li><li>• Installs, configures, troubleshoots, repairs and maintains 80-90 MDCs in the DCSO. Also installs and repairs mobile printers on MDCs.</li><li>• Orders broadband air cards, maintains the inventory, reviews and approves monthly air card billings and troubleshoots air card problems.</li><li>• Downloads data and video from Tasers and troubleshoots problems.</li><li>• Researches, evaluates and implements new hardware.</li><li>• Member of the DCSO Technology Team, the County 911 Technical Committee and the State Traffic Records Coordinating Committee.</li></ul>

It should be clearly stated that the incumbent in this position has appropriate experience and performance levels that are indicative of successful performance of the assigned duties in the past. It should also be noted that the Technical Projects Sergeant has nominal responsibility for the supervision of the 25 Deputies in the Task Force. This latter responsibility, however, is one that does not require a significant amount of daily involvement, as the Task Force Deputies are pulled from other Sections of DCSO based on need. It is recommended that the responsibility for administrative supervision over the Task Force Deputies be transferred to the Lieutenant in the Records Section.

After careful review, the project team also recommends that the position of Technical Projects Sergeant be filled with a civilian. The position does not require the type of training and background that commissioned personnel typically possess. Additionally, this is a position for which highly skilled new hires are most likely to be found through competitive recruitment, outside of the DCSO, enabling the selection of an

individual with extensive functional experience in the relevant duties. The position is not in a traditional area where commissioned personnel have significant experience.

**Recommendation:** The position of Technical Projects Sergeant should be civilianized by attrition or as other opportunities present themselves. There would be limited to no cost savings with this conversion. However, over time, the result would be greater technical expertise and background of the individuals in these positions.

### **(3) The Project Team Analyzed the LTE Position for Video Processing**

The LTE employee in the Technical Projects Section of the Records Bureau is responsible for in –car video, transferring video to a secure server, and transferring video to DVD for use by other agencies, particularly the District Attorney.

This position has a limited set of duties, however it performs a critical role in the organization that would likely require the allocation of more costly resources if the incumbent were not available to the DCSO. For this reason, the project team concurs with the need for the position, and with the use of an LTE to perform the responsibilities.

**Recommendation:** The project team concurs with the need for one LTE position in the Technical Projects Section of the Records Bureau.

## **6. OVERTIME USE IN THE SUPPORT SERVICES DIVISION**

The project team obtained and analyzed data reflecting the usage of overtime in each Division of the DCSO for 2008 and 2009, and calculated the overtime expenditures as a percentage of total budgets. The following table contains the data and calculations for the Executive Services Division.

**Overtime Expenditures for Support Services**

Budget		Overtime Expense		Overtime as % of Budget	
Actual '08	Adopted '09	Actual '08	Adopted '09	2008	2009
\$9,711,261	\$10,291,856	\$276,115	\$158,559	2.8%	1.5%



As can be seen in the table, overtime use in the Support Services Division varied from 2.8% in 2008 to 1.5% in 2009, with both figures reflecting overtime use below the levels of 5% to 7% that are typical in the project team's experience.

**7. THE PROJECT CONCURS WITH THE USE OF THE TASK FORCE TO SUPPLEMENT STAFFING IN SECURITY AND SUPPORT SERVICES, HOWEVER THE ACCOUNTABILITY FOR USE OF DEPUTIES FROM THE TASK FORCE SHOULD BE ENHANCED.**

The DCSO has created a pool of Deputies, called the "Task Force", that is used to supplement staffing in certain areas of the Office on an as-needed basis. The theory behind the Task Force is that it allows flexibility for the assignment of Deputies to areas of the DCSO where they are needed on a daily basis, as opposed to permanent assignment to specific functional areas. This not only provides flexibility, but also increases the utilization of personnel overall. The use of this Task Force also has the benefit of allowing for a greater degree of cross-training of Deputies than would have been the case through permanent assignment.

The question naturally arises as to the appropriate number of Deputies to have available in the Task Force on a daily basis. However, any attempt to calculate the exact number is a difficult proposition, as there are many factors that can arise within each of the primary functional areas that can, and do, influence the number needed on a daily basis. This is, of course, one of the primary reasons for the existence of the Task Force, so it should be unsurprising that there is no definitive number that will exactly satisfy every day's requirements precisely.

The project team did, however, analyze the use of Deputies from the Task Force by the primary, non-Jail, functional areas that use these Deputies on a daily basis. These areas are in Court Security (as Bailiffs), Civil Process, Civil Executions and

Conveyances. In the case of Civil Process, Civil Executions and Conveyances, a random sample of Personnel Schedules was used to determine the incidences of use of Deputies from the Task Force, as well as the numbers of Deputies pulled from the Task Force on days which they are used. The random sample covered 34 days in 2009.

**Utilization of Task Force Deputies**

<b>Date</b>	<b>Civil Process</b>	<b>Civil Executions</b>	<b>Conveyances</b>
1/8/09	1	1	0
1/13/09	1	1	1
1/30/09	1	1	0
2/4/09	0	1	0
2/9/09	0	0	2
2/19/09	0	0	2
3/4/09	2	0	3
3/20/09	1	0	0
3/26/09	1	0	1
4/3/09	0	0	2
4/7/09	1	1	3
4/20/09	0	1	2
5/6/09	0	0	4
5/11/09	0	0	0
5/21/09	0	0	3
6/3/09	0	0	0
6/11/09	0	0	1
6/26/09	0	2	3
7/3/09	0	1	0
7/8/09	0	1	1
7/27/09	0	0	2
8/4/09	0	0	6
8/12/09	0	0	1
9/11/09	0	0	2
9/17/09	0	0	1
9/30/09	0	0	2
10/6/09	0	0	1
10/12/09	0	0	0
10/21/09	0	0	1
11/9/09	1	0	0
11/19/09	0	0	0
12/3/09	0	0	2
12/8/09	0	0	4
12/14/09	0	0	0
<b>Days Using Task Force</b>	<b>8</b>	<b>9</b>	<b>23</b>
<b>Number Deputies Used</b>	<b>9</b>	<b>10</b>	<b>50</b>
<b>Average Used per Day</b>	<b>0.26</b>	<b>0.29</b>	<b>1.47</b>

As can be seen from the table, the numbers of days that Deputies were pulled from the Task Force was relatively minimal for Civil Process (23% of days in the sample) and Civil Executions (26%). Nor do the numbers needed from the Task Force vary

greatly for these two functions. The situation in Conveyances, however, differs, as not only did this Section require at least one Deputy on 23 of the 34 days (almost 68%), but the numbers of Deputies needed varied from zero on 9 of the days, to as many as six (6) on 8/4/09.

The project team did not need to utilize a random sample to determine the numbers of Deputies pulled from the Task Force as Bailiffs, as that Section of Court Security provided a daily account of the use of the Task Force according to its standard staffing protocol. To summarize, Court was in session on 251 days in 2009, and Court Security utilized the Task Force on all but 20 of these days, with 6 of these 20 days occurring in only two separate weeks. The numbers needed varied from zero (on those 20 days) to as many as 15 on 4/30/09. The average number needed was five (5).

If the Task Force were staffed at the averages needed, there clearly would be a significant number of days on which there would be greatly insufficient numbers of Deputies required. If these averages were used for these four functions, there would be a need for about seven (7) Deputies. However, in Court Security alone, there were 71 days on which at least this number were required to supplement the permanent Bailiff staffing level.

The Task Force that is used by Support Services is also used to staff the Jail on an as-needed basis. However, whereas Support Services pulls staff from the Task Force primarily during the day shift, Security utilizes staff on all three shifts. According to data provided by the DCSO, this required 38,056 hours in 2009, or almost 20 FTEs, representing by far the greatest number of hours of use of Task Force Deputies.

The use of Deputies in the Task Force by Support Services is primarily driven by variations in workloads. In the Jail, however, staffing needs are dictated by a fixed post staffing plan, with variances in staffing needs mainly due to absences by assigned staff. In analyzing the data, it appears that Deputies are assigned to Support Services from the Task Force based on the daily requirements dictated by workload variations, with the remainder of the Deputies assigned to Security.

**Recommendation:** The project team does concur with the DCSO that the use of the Task Force is an efficient method of assigning staff where they are needed, rather than permanently assigning staff to areas in which they may be under-utilized on many days. It is recommended, however, that the DCSO develop a priority system of assignment, and to document the functions for which these Task Force Deputies are used on a daily basis.

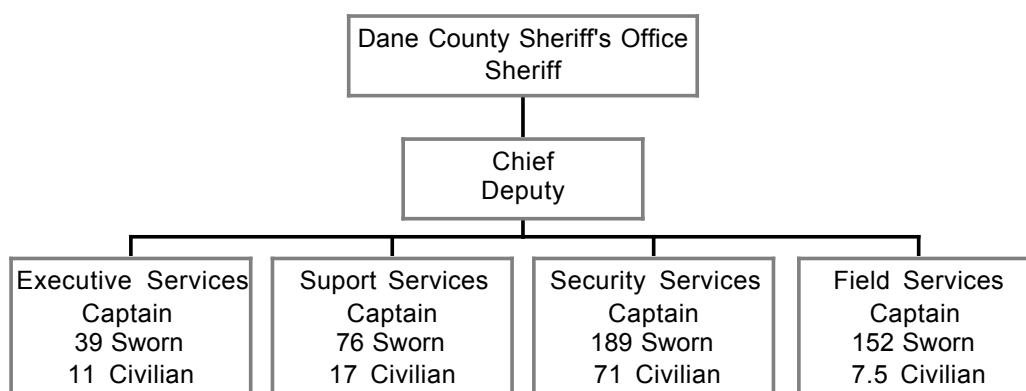
## 8. ORGANIZATIONAL STRUCTURE AND COMMAND STAFFING

This chapter addresses the overall organizational structure and top management positions in the Dane County Sheriff's Office. The project team has reviewed and evaluated the current organizational plan to test whether there are opportunities to streamline the organization or whether there are management and / or programmatic gaps that require potentially additional management resources.

It should be noted that this chapter of the report does not address issues at the level of divisional or unit organizational structure and management staffing; this is left for analysis in the other chapters of the report.

### 1. THE ORGANIZATIONAL STRUCTURE OF THE SHERIFF'S OFFICE REPRESENTS A FUNCTIONAL ALLOCATION OF RESPONSIBILITIES AMONG TOP MANAGEMENT STAFF.

The Matrix Consulting Group has been working with the Sheriff's Office for several months to understand its operations as well as its organizational requirements. The current organizational structure is depicted below:



The matrix, below, summarizes the organization and key roles of top management staff:

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Function	Position	Key Roles and Responsibilities
DCSO Leadership	Sheriff	<ul style="list-style-type: none"> <li>• Manages and coordinates all law enforcement services in the County's service areas (unincorporated, contract and otherwise).</li> <li>• Manages all Security Services, court and related functions of the Sheriff's Office.</li> <li>• Provides overall leadership and guidance of Office personnel and police services.</li> <li>• Provides overall management and administration of the Office; coordinates resources. A member of the executive management team of the Office and the County.</li> <li>• Represents the Office to the public; develops relationships with business and neighborhood leaders.</li> <li>• Develops and maintains good working relationships with other managers in the County and peers in the regional and state law enforcement community.</li> <li>• Represents DCSO in regional and state law enforcement work efforts and projects.</li> <li>• Coordinates and evaluates top Office managers.</li> <li>• Performs routine administrative functions in the day-to-day management of the Office.</li> </ul>
	Chief Deputy	<ul style="list-style-type: none"> <li>• Reports directly to the Sheriff. This position is appointed by the Sheriff and as such serves at the pleasure of the Sheriff.</li> <li>• Responsible for the day to day operations of the Sheriff's Office. This includes managing the four Captains that are responsible for each of the Divisions of the Sheriff's Office: Field Services (patrol, investigations, etc.), Security Services (corrections), Executive Services (finance, training, professional standards) and Support Services (courts, civil process, etc.).</li> <li>• Represents the Office to the public; develops relationships with business and community leaders.</li> <li>• Develops and maintains good working relationships with other managers in the County and peers in the regional and state law enforcement community.</li> <li>• Represents DCSO in regional and state law enforcement work efforts and projects.</li> <li>• Serves as Chair of the 911 Board.</li> <li>• Coordinates and evaluates top Office managers.</li> <li>• Performs routine administrative functions in the day-to-day management of the Office.</li> </ul>

**COUNTY OF DANE, WISCONSIN**  
**Staffing Analysis for the Sheriff's Office**

Function	Position	Key Roles and Responsibilities
Field Services	Captain	<ul style="list-style-type: none"> <li>Leads and manages the Division to deliver patrol, traffic, criminal investigations, narcotics &amp; gang enforcement, specialized community services, contract services, marine and trail enforcement and other specialized services to Dane County.</li> <li>Develops and implements Department policies, procedures, goals and objectives.</li> <li>Works closely with the Sheriff to accomplish the goals of the Department.</li> <li>Directly supervises three (3) precinct Lieutenants, one (1) Lieutenant responsible for ISB and specialized services and one non-sworn Administrative Services Supervisor.</li> <li>Participates in the development of the annual budget; manages division expenditures.</li> <li>Represents the Department in varied community forums, as required.</li> <li>Performs routine administrative functions and conducts special projects, as directed by the Deputy Chief and Sheriff.</li> <li>Works 1<sup>st</sup> Shift, Monday-Friday.</li> </ul>
Security	Captain	<ul style="list-style-type: none"> <li>Responsible for supervising the Security Services Division.</li> <li>Sets policy according to the direction of the Undersheriff and Sheriff.</li> <li>Works with other participants in the criminal justice system to address a wide range of issues.</li> <li>Functions as a member of the DCSO command staff.</li> </ul>
Executive Services	Captain	<ul style="list-style-type: none"> <li>Oversees and guides the operations of the Executive Services Division of DCSO. Direct reports include the Public Information and Education Officer, the Budget/Contract Analyst, the Administrative Services Manager and the Training Captain.</li> <li>Develops and oversees budget for the Executive Services Division.</li> <li>Coordinates management and evaluates operations. Provides overall leadership of the Division.</li> <li>Performs routine administrative functions in the day-to-day management of the Division.</li> </ul>
Support Services	Captain – Support Services	<ul style="list-style-type: none"> <li>Oversees and guides the operations of the Support Services Division of DCSO. Direct reports include the Systems Coordinator, the Administrative Services Supervisor, the Records Lieutenant and the Court Services Lieutenant.</li> <li>Develops and oversees budget for the Support Services Division.</li> <li>Coordinates management and evaluates operations. Provides overall leadership of the Division.</li> <li>Performs routine administrative functions in the day-to-day management of the Division.</li> </ul>

Note the following with respect to the organizational structure of the Dane County

Sheriff's Office:

- The Sheriff is the top management position in the Sheriff's Office and has a wide variety of external and internal roles and responsibilities.
- The Chief Deputy is the "Number Two" in the organization, a position appointed by the Sheriff, functions essentially as the internal operations manager for the DCSO.
- Four Captains head divisions within the DCSO, as follows:
  - Field Services Captain heads the functions of patrol, traffic, investigations and field support functions.
  - Security Services Captain heads the detention system operations.
  - Executive Services Captain heads certain administrative functions (e.g., budget) as well as Public Information and Training.
  - Support Services Captain heads court related functions as well as records and other administrative support functions.
- Unlike many law enforcement agencies, the Dane County Sheriff's Office organizes all operational and support functions in a division – there are no 'staff' functions reporting directly to the Sheriff.

The next section provides our observations on the current organizational structure and command staffing in the Sheriff's Office.

## **2. THE SHERIFF'S OFFICE OPERATES WITH A LEAN COMMAND STAFF UNDER ITS CURRENT CONFIGURATION.**

The project team next reviewed the current organizational structure and approach to command staffing in the Sheriff's Office. The following paragraphs provide our key findings:

- The Sheriff's Office operates with a lean command staff – with only six top management positions.
- The Sheriff's Office is mostly organized along logical / functional lines – field services and security services are well defined functionally; support and executive services mostly divide between external (i.e., Support Services) and internal (i.e., Executive Services).



- The Executive Services and Support Services commands also reflect that, in spite of the smaller staff compositions, the great number of functions within them.
- The DCSO is a relatively 'flat' organization which has pushed down important organizational responsibilities to the level of Lieutenant and Sergeant.
- There are no examples of 'one-over-one' reporting relationships in which one commander reports to one other commander with no other functional responsibilities.
- The Sheriff's Office has civilianized many support / administrative functions.

Prior to examining potential organizational issues, the project team has developed a set of organizational principles against which to identify issues in the DCSO. These are described in the next section.

**3. A SUCCESSFUL ORGANIZATION IS COMPRISED OF STRUCTURAL AND FUNCTIONAL ELEMENTS AS WELL AS INDIVIDUAL MANAGEMENT CHARACTERISTICS.**

Any organization, whether law enforcement or not, must balance the need to function at the highest level of efficiency and effectiveness with the fact that it is comprised of human beings. Successful law enforcement organizations optimize the management and control of the organization while furthering the goal of providing a high level of service to the community. As a paramilitary organization centered around the concept of security, this balance is somewhat easier than for other types of complex organizations. In common with all complex organizations, an analysis of organizational structure needs to focus on functional alignment; spans of control; and unit and individual performance criteria. No organization can be effective without some balance in these criteria.

There are a number of structural, functional and span of control criteria that should be considered in an analysis of the organization of the Dane County Sheriff's

Office. The paragraphs, which follow, provide the project team's description of the organizational factors considered in this study.

- **Complementarity of Functions:** Are functions grouped consistent with periodic interaction, common planning and scheduling approaches, to delivery services which are linked in some way, etc.?
- **Degree of Coordination Required:** This factor concerns the relationships within units and among units, sections and divisions. Many functions need close or indirect alignment in order to maximize efficiency and/or effectiveness.
- **Accountability:** Does the organizational structure foster accountability among management and supervisory staff? While this criteria overlaps with the management systems utilized, the organizational structure itself can facilitate or impede the performance of an organization.
- **Complexity of Work:** Does the task involve a lot of steps, have many decision points, or require a large amount of personal discretion in decision making? Greater complexity in work generally requires closer organizational placement.
- **Degree of Organizational Risk:** This relates to how much risk a function incurs if an activity is not performed or is performed poorly. Risk might involve financial or personnel concerns. Generally, higher risk functions are close in contact with top management staff. For example, property and evidence presents a relatively high organizational risk.
- **Degree of Public Scrutiny:** This factor is concerned with the degree to which public attention is routinely paid to a given activity. For example, internal affairs is a function whose work results in public scrutiny at some level.
- **Supervisor and Management Responsibilities:** This relates to whether the supervisor is fully devoted to overseeing the primary activities on the function or has been assigned other duties. This results in functional responsibility being placed higher or lower in a management chain.
- **Degree of Centralization:** The physical dispersal of the function also relates to supervisory and management requirements – the greater the level of decentralization, the greater the number of managers and/or supervisors are generally required.

The section, below, provides the project team's evaluation of the current organization against these organizational and span of control measures.

**4. THERE ARE NO ORGANIZATIONAL ISSUES TO BE ADDRESSED GIVEN THE CURRENT STRUCTURE AND RECENT INITIATIVES.**

The project team reviewed the current organizational structure in comparison to the above mentioned criteria. The exhibit, that follows, provides our assessment:

Criteria	Findings
<b>Complementarity of Functions</b>	<ul style="list-style-type: none"> <li>The Sheriff's Office has organized like functions together.</li> <li>Operations and Support functions report to a Captain, each under a distinct manager.</li> <li>Functions are broken down logically.</li> </ul>
<b>Coordination</b>	<ul style="list-style-type: none"> <li>Frequent management team interaction, including supervisors, occurs throughout the Sheriff's Office with regularly scheduled / frequent meetings. The organizational structure supports this approach.</li> </ul>
<b>Accountability</b>	<ul style="list-style-type: none"> <li>Organizational structure generally fosters accountability – both within units and between units in the DCSO.</li> <li>Managers and supervisors work closely in areas where accountability can be strengthened by those interactions (e.g. patrol and investigations).</li> </ul>
<b>Complexity</b>	<ul style="list-style-type: none"> <li>The Sheriff's Office places much responsibility on Lieutenants or first line supervisors for handling day to day operations. This allows command staff members to focus on broader issues (e.g. interaction with other jurisdictions, or on-going projects).</li> </ul>
<b>Organizational Risk</b>	<ul style="list-style-type: none"> <li>The Sheriff's Office continues to place significant management resources to oversee the most significant risk areas (i.e. patrol). This includes dedication of Lieutenants (or Sergeants) to provide shift command oversight at all times (Countywide).</li> </ul>
<b>Public Scrutiny</b>	<ul style="list-style-type: none"> <li>Functions which are under public scrutiny (patrol, Professional Standards, Investigations) are well-placed organizationally and also receive appropriate levels of management oversight.</li> </ul>
<b>Management Responsibilities</b>	<ul style="list-style-type: none"> <li>The Sheriff's Office has focused on pushing management decision making down to the lowest levels possible – giving Sergeants and Lieutenants direct responsibility for overseeing day to day operations throughout the organization.</li> <li>This approach allows the Captains, the Chief Deputy and the Sheriff to focus their attention on broader issues.</li> </ul>
<b>Centralization</b>	<ul style="list-style-type: none"> <li>In spite of being a County operation, with distinct differences in the areas which are served, the functions of the DCSO are generally centralized in the headquarters – resulting in lean management oversight.</li> <li>The only deviation from that approach is the decentralization of some Patrol services – and this has resulted in the creation of several command positions to provide this oversight.</li> </ul>

The project team's review of the current organizational structure does not identify any significant issues.