

# AN OPEN INVESTIGATION

*Exploring Police Consolidation in Milwaukee County's North Shore*



WISCONSIN

**POLICY FORUM**

## **ABOUT THE WISCONSIN POLICY FORUM**

The Wisconsin Policy Forum was created on January 1, 2018, by the merger of the Milwaukee-based Public Policy Forum and the Madison-based Wisconsin Taxpayers Alliance. Throughout their lengthy histories, both organizations engaged in nonpartisan, independent research and civic education on fiscal and policy issues affecting state and local governments and school districts in Wisconsin. WPF is committed to those same activities and that spirit of nonpartisanship.

## **PREFACE AND ACKNOWLEDGMENTS**

This report was undertaken to provide citizens and policymakers in Milwaukee County's North Shore with information and analysis that would help enlighten them on the possibility of merging their seven police departments into a single consolidated department. The intent was to lay out fiscal and programmatic data and model options for a consolidated police department, but not to make recommendations on the future of police services for individual communities or the North Shore as a whole.

Report authors would like to thank the police chiefs and managers in the seven North Shore municipalities, as well as officials at the Bayside Communications Center, for their assistance in providing data and information and for patiently answering our questions.

In addition, we wish to thank the City of Glendale for commissioning and underwriting much of the cost of this research.



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# INTRODUCTION

Over the past decade, the Wisconsin Policy Forum (WPF) has conducted more than a dozen service sharing and consolidation studies for local governments seeking to explore the benefits of collaboration with neighbors in key functional areas. These governments approached us for a variety of reasons, including the hope of creating new efficiencies that might reduce the cost of existing services or service upgrades and the potential to more effectively serve residents by creating larger departments with greater staff capacity and equipment.

Most of WPF's studies have focused on metro Milwaukee, but they have [also](#) stretched as far south as Kenosha and Rock counties, as far north as the Fox Valley, and as far west as La Crosse County. Perhaps no area in the state, however, has been more successful in recognizing the benefits of service sharing and consolidation than Milwaukee County's North Shore (consisting of the villages of Bayside, Brown Deer, Fox Point, River Hills, Shorewood, and Whitefish Bay and the City of Glendale).

In 2015, upon the 20<sup>th</sup> anniversary of the creation of the North Shore Fire Department, WPF performed an [analysis](#) that quantified the considerable financial and service-level benefits that had been generated by consolidation. The seven North Shore municipalities also have consolidated their health departments and dispatch centers and there has been partial consolidation with regard to libraries, courts, and information technology services.

One of the few large functional areas that has not been subject to consolidation in the North Shore is police services, despite numerous studies conducted for one or more communities. In late 2021, facing the need for expensive upgrades to the city's police headquarters, Glendale's mayor approached WPF to re-examine this issue. After consulting with top elected officials and managers at the six other North Shore municipalities and confirming their openness to a study, WPF and the City of Glendale reached agreement on a research plan to model options for a consolidated North Shore Police Department and broadly assess its financial and service-level impacts.

This study is a high-level analysis that seeks to assist policymakers and citizens in better understanding police services in their communities. Analysis and reflection of the comprehensive data sets we collected also yield several insights that speak to the efficacy of consolidation.

We use those data sets to inform the development of two staffing models for a consolidated department. The two models can be used to assess potential fiscal and service-level impacts and key decisions when it comes to consolidation, but considerable further analysis and negotiation would be required to actually implement a consolidated department. In addition, our charge was only to consider a single consolidated department; the communities may wish to "start small" with some less comprehensive consolidation alternatives, but we do not provide analysis of such options.

This study was undertaken with the cooperation and consultation of the police chiefs and city/village managers from each of the seven North Shore communities. We also relied heavily on data supplied by the consolidated dispatch center in Bayside. While none of the officials we interviewed individually or in groups were asked to support or reject the notion of consolidation, all were willing to spend time with us to ensure the accuracy of our data analysis and modeling.

In the pages that follow, we lay out the factors that should be considered when it comes to police consolidation in Milwaukee's North Shore. We do not endorse any one plan or model discussed in this report; rather, we encourage leaders across the seven communities to consider our research as they seek to provide high-quality law enforcement services at a reasonable price for their citizens.



# CHARACTERISTICS OF PARTICIPATING MUNICIPALITIES

This section provides an overview of key demographic data for the six villages (Bayside, Brown Deer, Fox Point, River Hills, Shorewood, and Whitefish Bay) and the city of Glendale. We focus primarily on demographic metrics that have some bearing on police department capacity and the community’s overall approach to policing. Milwaukee County’s “North Shore” covers all of the land bounded by the border of Ozaukee County to the north, the City of Milwaukee to the west and south, and Lake Michigan to the East.

## General Demographic Characteristics

Both geographic size and density have an impact on police department staffing and patrol strategies, as they can impact both call volumes and the approach needed to achieve acceptable response times.

**Table 1** shows how the population of each municipality has changed from 2010 to 2020. Shorewood, Glendale, Whitefish Bay, and Brown Deer all have similar populations between 12,500 and 15,000, and combined comprise more than 80% of the North Shore’s population. Growth in all four of these jurisdictions outpaced the statewide rate of 3.6% since 2010.

The seven communities range in geographic size from about 1.5 square miles (Shorewood) to nearly 6.0 square miles (Glendale). River Hills has the lowest population density in the North Shore by a wide margin, while Whitefish Bay and Shorewood – the two municipalities closest to Milwaukee’s city center – are by far the densest. In fact, Shorewood has nearly 29 times more people per square mile than River Hills.

**Table 1: Population, population change, and population density**

Municipality	2020 Population	Change Since 2010	% Change Since 2010	Square Miles	Population Density (Per Sq. Mi.)
Bayside	4,482	+93	+2.1%	2.386	1,878
Brown Deer	12,507	+508	+4.2%	4.395	2,846
Fox Point	6,934	+233	+3.5%	2.862	2,423
River Hills	1,602	+5	+0.3%	5.331	301
Shorewood	13,859	+697	+5.3%	1.590	8,716
Whitefish Bay	14,954	+844	+6.0%	2.116	7,067
Glendale	13,357	+485	+3.8%	5.965	2,239

Source: Decennial Census, 2010 and 2020, Tables P1 and P2; Census Bureau 2019 Gazetteer Data

**Table 2** shows the racial and ethnic makeup of Milwaukee’s North Shore communities. All seven are majority white, and all but Glendale and Brown Deer have concentrations of white residents above the statewide rate of 80.4%. Both Glendale and Brown Deer have concentrations of Black or African American residents that are more than double the statewide rate of 6.4%. All seven communities have a lower concentration of Hispanic/Latino residents than the state of Wisconsin as a whole (7.6%).



**Table 2: Population racial/ethnic makeup**

Municipality	2020 % White alone	2020 % Black or African American alone	2020 % any other race alone or multiracial	2020 % Hispanic/Latino of any race
Bayside	90.7%	3.3%	6.0%	2.8%
Brown Deer	61.9%	28.6%	9.5%	3.9%
Fox Point	91.5%	2.8%	5.7%	2.4%
River Hills	82.3%	6.3%	11.4%	4.1%
Shorewood	88.1%	2.9%	9.0%	3.4%
Whitefish Bay	91.9%	1.9%	6.2%	2.8%
Glendale	79.4%	14.1%	6.5%	3.6%

Source: Decennial Census, 2010 and 2020, Tables P1 and P2

Age makeups of the seven North Shore communities vary, as shown in **Table 3**. Shorewood and Whitefish Bay are the youngest communities with median ages below 40 as well as the smallest concentrations of residents above the age of 65. River Hills and Bayside, on the far north end of Milwaukee County, both have populations with a median age at least 10 years higher.

**Table 3: Population age breakdown**

Municipality	Median Age	% Under 18	% 65+
Bayside	49.4	22.2%	24.9%
Brown Deer	41.9	22.5%	18.2%
Fox Point	45.6	21.2%	20.9%
River Hills	50.9	23.8%	25.0%
Shorewood	36.8	22.5%	15.8%
Whitefish Bay	39.1	30.9%	13.9%
Glendale	44.9	18.2%	23.2%

Table 1 source: American Community Survey, 2019 5-Year Averages, Table S0101

**Table 4** shows the breakdown of household income across Milwaukee County's North Shore. The community's smallest municipality, River Hills, is home to many wealthier families and individuals. Three municipalities (Brown Deer, Shorewood, and Glendale) have median household incomes that are less than half of those in River Hills.



**Table 4: Household income**

Municipality	Median Household Income	% HHI below \$35,000	% HHI above \$200,000
Bayside	\$101,231	15.3%	19.0%
Brown Deer	\$63,884	23.2%	1.6%
Fox Point	\$117,903	10.6%	22.4%
River Hills	\$161,719	5.5%	42.6%
Shorewood	\$74,745	20.0%	13.5%
Whitefish Bay	\$124,397	11.4%	25.4%
Glendale	\$77,584	18.6%	7.5%

Table 2 source: American Community Survey, 2019 5-year Averages, Table S1901

## Housing Characteristics

The North Shore features a diverse array of residential and commercial areas, which is important to consider when it comes to a potential police department consolidation.

**Table 5** shows key features of the housing stock in each of the seven municipalities. While all communities besides River Hills have at least some concentration of multi-family housing, rates are highest in Brown Deer, Shorewood, and Glendale. Total housing units in each community tends to track closely to overall population.

**Table 5: Housing types in North Shore communities**

Municipality	Estimated Total Units	3-19 Units	20+ Units	% 3+ Units
Bayside	1,959	53	296	17.8%
Brown Deer	5,526	585	1,314	34.4%
Fox Point	2,849	37	447	17.0%
River Hills	624	0	0	0.0%
Shorewood	6,305	1,191	1,331	40.0%
Whitefish Bay	5,409	482	167	12.0%
Glendale	6,054	687	1,492	36.0%

Table 3 source: American Community Survey, 2019 5-Year Averages, Table DP04

The North Shore communities show even greater differences when it comes to commercial property, as shown in **Table 6**. For example, Glendale is home to the Bayshore shopping mall, a commercial center for the region. The concentration of commercial property plays a key role in the distribution of police services, as areas with high amounts of commercial property tend to foster higher numbers of police calls and the need for a greater police presence in general. Also, the “property wealth” of each of the seven communities – as depicted in the table by per capita assessed value – is related to each community’s ability to pay for public services in general. Per capita assessed value reflects both the relative amounts of commercial property in each jurisdiction as well as the proportion of multi-family housing, which generally has lower per-unit value than single family housing.



**Table 6: Assessed property values**

Municipality	Residential % of Total Assessed Value	Commercial % of Total Assessed Value	Total Assessed Value	Per Capita Assessed Value
Bayside	89.0%	10.7%	\$637,842,200	\$142,312
Brown Deer	64.7%	31.2%	\$1,044,623,500	\$83,523
Fox Point	90.4%	9.1%	\$1,253,755,800	\$180,813
River Hills	98.7%	1.1%	\$487,792,400	\$304,490
Shorewood	79.2%	20.2%	\$1,789,249,400	\$129,104
Whitefish Bay	94.5%	5.4%	\$2,473,091,400	\$165,380
Glendale	51.3%	43.5%	\$2,075,388,000	\$155,378

Table 4 source: Wisconsin Department of Revenue, 2020 data

## Crime Rates

Crime rates also play an important role in police response. Wisconsin police departments report crime voluntarily via the Wisconsin Incident-Based Reporting System (WIBRS), the Wisconsin-specific version of the FBI's National Incident-Based Report System (NIBRS). Within WIBRS, crimes are categorized in three ways: person crimes (e.g. rape, assault, intimidation); property crimes (e.g. theft, robbery, fraud); and society crimes (e.g. weapons law violations, prostitution, drug violations).

**Table 7** shows crime rates for each municipality in 2021 using 2020 population numbers (the most recent available). Five of the seven North Shore municipalities had a crime rate of less than 40 per 1,000 people in 2021, while the other two – Glendale and Brown Deer – had a crime rate of more than 100. The vast majority of all crimes committed in the seven North Shore municipalities are not of a violent nature: there were only three instances of “murder and non-negligible manslaughter” across the communities in 2021, and in six of the seven municipalities property crimes account for a majority of all crimes.

**Table 7: Crime rates per 1,000 population, 2021**

Municipality	Total Crime Rate	Person Crime Rate	Property Crime Rate	Society Crime Rate
Bayside	23.9	2.0	13.8	8.0
Brown Deer	112.7	10.2	76.2	26.2
Fox Point	17.9	2.0	13.3	2.6
River Hills	20.6	1.9	9.4	9.4
Shorewood	37.4	2.0	31.7	3.8
Whitefish Bay	18.4	0.8	12.8	4.7
Glendale	105.6	7.3	67.3	31.1
<b>TOTAL</b>	<b>57.3</b>	<b>4.3</b>	<b>39.2</b>	<b>13.8</b>

Source: WI Incident Based Reporting System, 2021

## Summary

Our review of key demographic, housing, crime and spending characteristics across Milwaukee County's North Shore shows that important distinctions exist between each of the seven municipalities, despite their geographic proximity. Glendale, Shorewood, and Brown Deer have the highest rates of violent and property crime, the most commercial real estate, and more multi-unit



housing. Their populations have grown recently at faster rates than the rest of the North Shore, and they house populations with a younger median age. They also have the lowest median household incomes ranging from \$60,000 to \$80,000.

On the other hand, Whitefish Bay, Bayside, Fox Point, and River Hills have less violent and property crime and have more single family housing and less commercial real estate. They also tend to be home to individuals with higher median household incomes, and except for Whitefish Bay are home to older populations than other North Shore communities.

Combined, these seven communities have a 2020 population of 67,695, or a little over 10% of the total population of the city of Milwaukee. Another item that stands out is the relative population density of each community – Shorewood and Whitefish Bay are denser than even Milwaukee at over 7,000 people per square mile, while no other North Shore community is even half as dense. When it comes to the provision of police resources and how to distribute both staff and costs, all of these factors will need to be considered.



# OVERVIEW OF PARTICIPATING AGENCIES

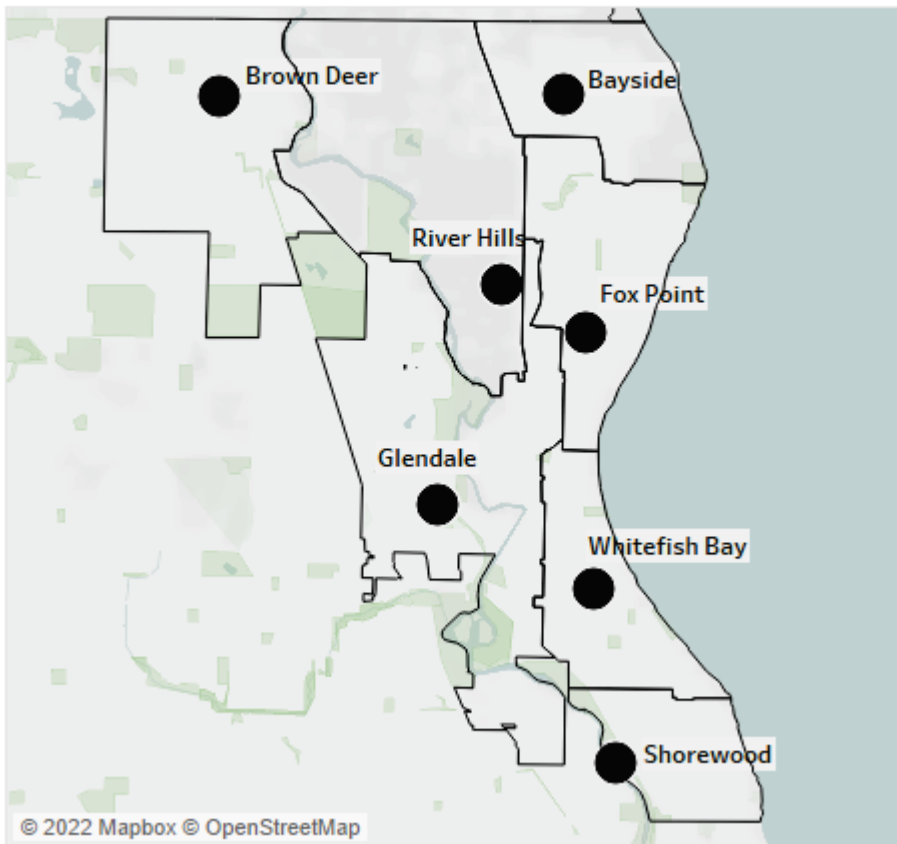
Each North Shore municipality operates a police department that is headquartered within its own boundaries. Snapshot descriptions of each agency can be found in **Appendix A**. In this section, we provide a broad overview.

The seven departments range in staff size and budgets, but they share many common characteristics. All seven are led by a chief of police and each is ultimately governed by – and receives much of its revenue from – the city or village in which it is located. Each has a civilian police commission, which handles personnel issues. Rank and file officers in each community are represented by distinct collective bargaining units.

The location of each department’s headquarters can be seen on **Map 1**. Each department has one station, located generally in or near the population center of its governing municipality and adjacent to its city or village hall. These seven buildings oversee a coverage area of about 24.6 square miles, roughly one-quarter the size of the city of Milwaukee.

**Map 1: Location of North Shore Police Departments**

Boundaries represent municipalities



## Staffing

The combined sworn strength of the seven departments is 162 full-time-equivalent employees (FTEs), ranging from 11 in River Hills to 41 in Glendale (see **Table 8** for more detail). The majority of those FTEs – 95 in total – are general patrol officers. In the North Shore, patrol officers account for most of the time spent “on the streets” in and around communities.

**Table 8: Sworn strength staffing overview**

Department	Total FTEs	Patrol FTEs	Sergeant FTEs	Command FTEs*	Other FTEs**
Bayside	13	9	0	1	3
Brown Deer	31	17	6	3	5
Fox Point	17	10	4	2	1
Glendale	41	23	6	3	9
River Hills	11	7	2	2	0
Shorewood	25	14	6	3	2
Whitefish Bay	24	15	4	3	2
<b>TOTAL</b>	<b>162</b>	<b>95</b>	<b>28</b>	<b>17</b>	<b>22</b>

\* Command staff includes chiefs, captains, and lieutenants that have command or administrative assignments.

\*\* Other includes detectives, community liaison and school resource officers, and some lieutenant positions that are not “command” in nature but instead are part of a patrol bureau.

Across all departments, the North Shore averages 2.39 sworn staff per 1,000 residents. Only Shorewood (1.80) and Whitefish Bay (1.60) fall below that number; River Hills, with 11 sworn staff and a population of just 1,602, has 6.87 sworn officers per 1,000 residents, more than double the next highest department (Glendale, 3.07).

Included in the sworn staff totals are 10 full-time detectives or investigators: four in Glendale, two in Brown Deer, two in Shorewood, and one each in Whitefish Bay and Fox Point. In all cases, detectives report to a captain or other member of the command staff. The two remaining departments – Bayside and River Hills – can request detective services from other departments; the Bayside chief specifically noted that the department typically requests support from Fox Point when in need of a detective.

One major difference between departments is the structure of command staff. The smallest departments, like River Hills and Bayside, operate with only a small handful of command staff, and those staff members frequently spend time patrolling rather than at department headquarters. Others, like Glendale – with two captains, three lieutenants, and six sergeants – run their department in a more hierarchical manner, with each distinct staffing level typically filling a unique role.

**Table 9** shows that an additional 18.3 *non-sworn* FTEs serve the seven North Shore departments. Six departments utilize an administrative employee to support the chief, for a total of 5.0 FTEs. Glendale has an additional seven individuals (5.3 FTEs) who serve as non-sworn “desk officers” and complete paperwork and behind-the-scenes tasks, while Brown Deer, Shorewood, and Whitefish Bay also employ public safety clerks to handle records and evidence management (in smaller departments that lack the capacity for such staff positions, sworn officers fulfill many of the same roles). Finally, Shorewood and Whitefish Bay employ community service officers who primarily enforce parking ordinances and also support sworn officers as necessary.



**Table 9: Non-sworn staff**

	Clerks	Community Service Officers	Admin	Total
River Hills	-	-	0.3	0.3
Bayside	-	-	0.7	0.7
Fox Point	-	-	1.0	1.0
Shorewood	1.0	2.0	1.0	4.0
Whitefish Bay	1.0	2.0	-	3.0
Brown Deer	2.0	-	1.0	3.0
Glendale	5.3	-	1.0	6.3
<b>Total</b>	<b>9.3</b>	<b>4.0</b>	<b>5.0</b>	<b>18.3</b>

***Patrol Shifts and Staffing***

The 95 patrol officers in the North Shore are organized by three shifts, which all seven departments define loosely the same way – day shift (around 7am to 3pm), early shift (around 3pm to 11pm), and night/late shift (around 11pm to 7am). Each department assigns its officers to these shifts as detailed in **Table 10**. While these figures represent the number of patrol officers assigned to each shift, the actual number of officers on patrol at a given time will be lower because of vacation, sick time, family leave, and related circumstances. Also, command staff often are called upon to fill in and conduct patrol duties.

**Table 10: Assigned shift staffing for patrol officers**

Department	Total Patrol	Day Shift	Early Shift	Night Shift	Other
Bayside	9	3	3	3	0
Brown Deer	17	6	6	5	0
Fox Point	10	3	4	3	0
Glendale	23	8	8	6	1
River Hills	7	2	3	2	0
Shorewood	14	4	6	4	0
Whitefish Bay	15	5	6	4	0
<b>TOTAL</b>	<b>95</b>	<b>31</b>	<b>36</b>	<b>27</b>	<b>1</b>

Because officers assigned to shifts do not work every day, the actual staffing level during each shift for each department is lower than that shown above. We asked the chiefs to provide their best guess with regard to *average* staffing on each shift, and the ranges they provided are summarized below. It is important to note that these are estimates and not based on a formal workload analysis.

- Day shift: 2 in Fox Point, River Hills, and Shorewood to 5 in Glendale;
- Early shift: 2 in Fox Point and River Hills to 5 in Glendale;
- Late shift: 2 in Fox Point, River Hills, and Shorewood to 3.5 in Glendale.



In total, based on estimates provided by the chiefs, on an average day in the North Shore there are 20.5 patrol officers on the day shift, 22.5 patrol officers on the early shift, and 17.0 patrol officers on the late shift.

## Facilities

In response to a survey we sent to each of the North Shore departments, nearly every one described its police headquarters as, at the very least, adequate. A number of departments have either new facilities or had a renovation completed recently, including Whitefish Bay (complete renovation in 2017/2018), Shorewood (2017 retrofitting), and Fox Point (new building in 2008). Bayside described its facilities as “adequate,” while River Hills – whose last remodel took place in 1998 – described its facilities’ condition as “OK”.

One department, however, noted significant needs. Glendale’s primary building was initially constructed in the 1960s, and additional parts were added in 1994. In 2018, the department made updates to its garage, sally port, property room, and evidence processing room. However, the chief describes their facilities as being in “poor condition,” and city officials have expressed concern about the state of the building as it currently stands.

## Vehicles

**Table 11** provides details on the number of vehicles owned and operated by each department. In total, North Shore police departments have 69 vehicles, of which 44 (63.8%) are marked patrol vehicles. Another 11 (15.9%) are unmarked, while the remaining 14 (20.3%) are in use by sworn and non-sworn staff, but are not designated for typical patrol purposes.

In general, most vehicles across all departments are new as of the last few years, and tend to be replaced frequently. However, multiple departments mentioned having issues when it came to procuring new vehicles as of the beginning of 2022, primarily due to supply chain issues. Most North Shore departments do not have reserve vehicles, and use their entire stock on a day-to-day basis. That means when cars go out of service, each department has to get by with its remaining vehicles.

**Table 11: Vehicles owned by North Shore Police departments**

Department	Total Vehicles	Patrol	Unmarked	Other
Bayside	5	4	1	0
Brown Deer	15	9	4	2 (command post vehicle, motorcycle)
Fox Point	7	7	0	0
Glendale	18	9	2	7 (2 bureau, 1 K9, 1 court/community outreach, 1 chief, 1 SRO, 1 traffic)
River Hills	5	4	0	1 (chief)
Shorewood	10	6	3	1 (parking checker)
Whitefish Bay	9	5	1	3 (chief, detective, community service officer)



# Budgets

Given that personnel expenses comprise the vast majority of police department expenditures, it is not surprising that 2022 budgeted expenditures largely mirror staffing levels, as shown in **Table 12**.<sup>1</sup> Glendale’s police budget is by far the largest of the seven communities at \$6.4 million, while River Hills and Bayside are budgeted to spend less than a third of Glendale’s budgeted amount.

**Table 12: 2022 budgeted expenditures for police services**

	Personnel Expenditures	Non-Personnel Expenditures	Total Police Department Expenditures	Police as % of total General Fund	Per Capita Expenditures*
Bayside	\$1,659,127	\$150,705	\$1,809,202	39.3%	\$404
Brown Deer	\$3,736,194	\$266,500	\$4,002,694	38.1%	\$320
Fox Point	\$2,256,080	\$483,483	\$2,739,563	39.3%	\$395
River Hills	\$1,406,415	\$253,746	\$1,660,161	39.8%	\$1,036
Shorewood	\$3,607,375	\$383,345	\$3,990,720	31.8%	\$288
Whitefish Bay	\$3,673,425	\$264,141	\$3,937,566	34.1%	\$263
Glendale	\$6,020,589	\$353,932	\$6,374,521	38.7%	\$477
<b>Total</b>	<b>\$22,389,869</b>	<b>\$2,124,558</b>	<b>\$24,514,427</b>	<b>36.8%</b>	<b>\$362</b>

\* Based on 2020 population totals

The table also shows that despite the differences in the size of police budgets, there is similarity among the seven communities with regard to police spending as a share of total budgeted General Fund expenditures, with each municipality budgeted to spend roughly between 30% and 40% of their total budgets on police. In this case, Shorewood and Whitefish Bay are the lowest comparative spenders at 31.8% and 34.1% respectively.

Finally, per capita expenditures for police services generally reflect overall population size. In the smaller communities, per capita costs tend to be higher, with River Hills’ per capita expenditures more than twice those of the next highest municipality (Glendale). Shorewood and Whitefish Bay spend the least amount on a per capita basis for police services.

<sup>1</sup> This table was compiled by examining expenditure budgets for each of the seven departments. We did not do an exhaustive look at any grant-funded or other special activities that were not included in core budgets. Also, there may be differences among the municipalities in how certain centralized costs are categorized and whether they are allocated to departmental budgets. Consequently, readers should only view this table as a high-level comparison of departmental expenditures.



## Service Characteristics

Though the seven North Shore departments are in close geographic proximity, operations differ significantly from one municipality to the next. In particular, larger departments that deal with higher levels of crime, such as Brown Deer and Glendale, operate differently from smaller departments with relatively low levels, such as Fox Point, Bayside, and River Hills. That said, each chief asserted that the concerns and desires of community residents remain the most important criteria when it comes to how police resources are deployed.

Below we provide an overview of what police activity looks like in the North Shore on a day-to-day basis by looking more closely at response data, calls for service, types of arrests and citations, and dispatch data provided by the Bayside Communications Center, which serves all seven communities. We also explore the range of additional services provided by each department as well as how they currently support each other via mutual aid. This overview provides further insight into potential barriers and opportunities when it comes to potential future collaboration or consolidation.

### *Service Demand*

The Bayside Communications Center (hereafter referred to as “dispatch”) handles calls for all seven North Shore police departments, as well as the consolidated North Shore Fire Department. While we requested and received data for the last three full years (2019-2021) to identify trends, we decided to focus almost exclusively on the 2021 data sets given the disruption caused by the COVID-19 pandemic during 2020. We also exclude 911 hang-ups and errors from this analysis.

It is important for readers to recognize that our analysis of dispatch data – while insightful – is somewhat challenged by the fact that the departments may not be fully consistent in how they code events. Also, in our modeling section, we emphasize the distinction between community-generated calls for service and officer-initiated activities (like traffic stops or community engagement). Because the seven departments do not log officer-initiated calls in the same way, this analysis also should be viewed as insightful but not necessarily definitive.<sup>2</sup>

In total, the dispatch center logged 66,563 individual events for North Shore police departments in 2021 (this total does not include 911 calls in which a hang-up occurred prior to any dispatch). By far, two departments logged more of those events than the other five: Glendale (16,802) and Brown Deer (15,491). Fox Point (5,900) and River Hills (5,872) had the fewest events; the other three departments all fell between 6,000 and 9,000.

Two specific call types stand out across all seven departments. Together, traffic stops (18,615) and vacation/business checks (10,373) accounted for 43.5% of all events logged in 2021. Traffic stops in particular were the most or second-most frequently-logged event in every department, while vacation/business checks were in the top three call types for six of the seven. **Table 13** shows more detail on total dispatched-logged events and these two call types for each of the seven departments.

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<sup>2</sup> We would recommend that regardless of whether future discussion occurs regarding consolidation, the North Shore departments and their policymakers consider establishing a consistent methodology for coding calls for service as a means of enhancing their ability to strategically analyze police response and crime data across the entire North Shore.



**Table 13: Logged dispatch events in 2021**

Department	2021 Total Events	Traffic Stops and Vacation/Business Checks (% of all events)	All Other Events Logged
Bayside	6,594	3,535 (53.6%)	3,059
Brown Deer	15,491	7,252 (46.8%)	8,239
Fox Point	5,900	2,483 (42.1%)	3,417
Glendale	16,802	6,993 (41.6%)	9,809
River Hills	5,872	3,930 (66.9%)	1,942
Shorewood	8,353	1,346 (16.1%)	7,007
Whitefish Bay	7,551	3,449 (45.7%)	4,102
<b>TOTAL</b>	<b>66,563</b>	<b>28,988 (43.5%)</b>	<b>37,575</b>

The high incidence of traffic stops and vacation/business checks shows that a substantial portion of patrol work in the North Shore involves “officer-initiated” activities or other activities that do not involve calls from citizens that may necessitate an immediate response.<sup>3</sup> Instead, these are activities pursued by officers to promote public safety and community engagement. In the next section of the report, in which we model scenarios for a consolidated department, we emphasize this distinction between “community-generated” calls for service in which an individual requests the police and one or more officers are dispatched, versus officer-initiated or other activities that are not related to an emergency 911 call.

The significant number of officer-initiated and non-emergency activities reflects a sentiment voiced by chiefs that responding to various resident needs outside of immediate and direct response to crime-related incidents – as well as simply maintaining a visible presence – are top priorities of police in the North Shore. Additional items logged in dispatch that illustrate this point include items such as complaints related to parking, driving, noise, or animals (4,240 total actions) and residents noticing an open door (1,122).

That said, North Shore sworn staff still do frequently respond to community-generated calls relating to crime. Disorderly conduct (1,392 instances), burglar alarms being set off (1,262), and retail theft (883) all rank highly in this category. Crimes that would require a more intensive use of resources, such as homicides (one instance in 2021), cases involving an individual armed with a gun or other weapon (9), robberies (25), and burglaries (72) happen less frequently; however, department leaders noted that especially in the case of smaller departments, these types of events can require resources that exceed their typical capacity and frequently demand assistance from neighboring departments.

### ***Arrests and Citations***

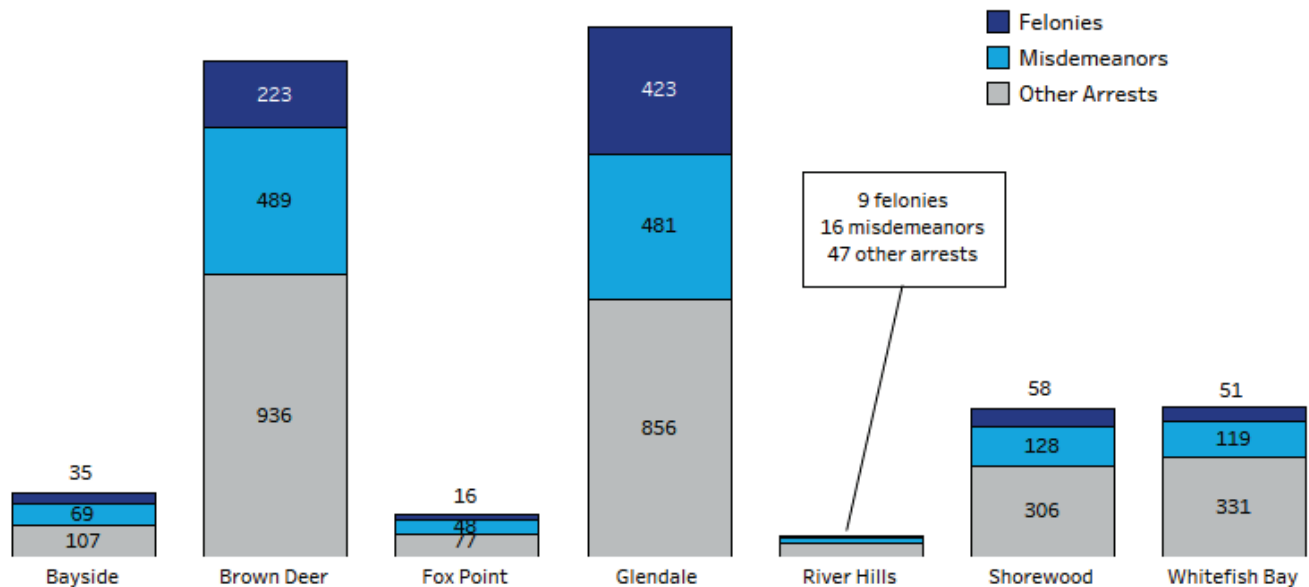
In 2021, the seven North Shore police departments made 4,825 arrests. Not surprisingly, the vast majority – 3,408, or 70.6% - occurred either in Glendale (1,760) or Brown Deer (1,648). Only two other departments – Whitefish Bay (501) and Shorewood (492) – averaged even one arrest per day (see **Figure 1**). It should be noted that arrests entail taking individuals into custody and transporting them, which requires officers to temporarily leave their patrol duties and may require them to

<sup>3</sup> While all seven departments report conducting vacation and business checks, the nature of those checks and the availability of officers to respond to citizen requests to conduct them varies by department.



supervise individuals while they are being held at the station. Only Glendale among the seven North Shore departments has a holding area staffed by other personnel.

**Figure 1: Arrests in the North Shore, 2021 Data**



Only a very small proportion of arrests made in 2021 involved felonies (815, or fewer than one out of every five). Of those, 646 (79.3%) occurred either in Glendale or Brown Deer. Four felony-type arrests occurred more than 50 times in the North Shore in 2021: fleeing or eluding a traffic officer while operating a vehicle, driving or operating a vehicle without the owner’s consent, bail jumping, and retail theft of an amount between \$500 and \$5,000.

Just over a quarter of all arrests were for misdemeanors (1,350, or 28.0%). These arrests included those for three crimes that happened at least 100 times in 2021: disorderly conduct (135), carrying a concealed weapon (127), and resisting or obstructing an officer (122).

The remaining 2,660 (55.1%) arrests in the North Shore were classified as either ordinance violations, non-criminal arrests, or “unclassified.” The most frequent of this type involved individuals who had a warrant out for their arrest in another jurisdiction (233). In many cases, individuals were arrested for violations of an ordinance specific to the municipality in which they were located. Two of the most frequent ordinance-related arrests were for possession of marijuana (199) and the first instance of Operating While Intoxicated (146).

Far more frequently than they arrested people, the North Shore departments issued citations.<sup>4</sup> The seven departments combined in 2021 to issue 23,241 citations, or nearly five times the number of arrests. Just over half of this combined amount involved traffic-related citations: 11,721, or 50.4%.

The overwhelming majority of citations were for 12 specific ordinance codes, all of them related to driving (see **Table 14** for more detail). In total, 9,177 traffic citations (78.3%) and 6,644 warnings

<sup>4</sup> Per departmental reporting to the Bayside Communications Center, “warnings” are considered to be specific types of citations.



(68.2%) were for one of these 12 offenses, which include speeding, running a red light, and operating a vehicle without a license or insurance.

Glendale (7,620) and Brown Deer (6,655) had by far the highest volume of citations last year, which would have been expected given their populations and commercialization. However, citation totals do not always correspond with population or crime rates. For example, River Hills, by far the smallest community in the North Shore in terms of population, issued more than 3,000 citations and warnings. Conversely, Shorewood, with a much larger population and two state highways within its boundaries, issued about 500. This comparison shows that departments can have different priorities that may affect how patrol resources are deployed.

**Table 14: Most common traffic-related citations, 2021 (warnings in parentheses)**

Violation	Bayside	Brown Deer	Fox Point	Glendale	River Hills	Shorewood	Whitefish Bay
Non-Registration of Vehicle	85 (68)	80 (518)	82 (42)	63 (772)	78 (176)	53 (20)	278
Operating without Valid License (1 <sup>st</sup> offense)	54 (9)	321 (22)	25 (1)	490 (46)	87 (5)	30 (5)	77
Operating with Suspended License	103 (9)	601 (18)	49	868 (49)	142 (3)	58 (2)	133
Operating without Insurance	24 (2)	294 (175)	9 (15)	137 (99)	63 (30)	33 (5)	50
Operating without Proof of Insurance	63	34 (64)	13 (44)	22 (101)	204 (543)	18 (43)	48
Running a Red Light	86	110 (79)	3 (21)	64 (72)	7 (4)	21 (30)	68
Exceeding Posted Speed Limits	58	628 (626)	82 (288)	671 (303)	804 (446)	30 (31)	416
Operating while Intoxicated	22	43	5	67	6	22	57
Failure to Wear a Seatbelt	26	160 (50)	38 (5)	140 (85)	31 (16)	61 (1)	107
Failure to Stop at Stop Sign	5	68 (200)	14 (27)	46 (226)	64 (32)	4 (4)	36
Unreasonable & Imprudent Speed	18	75 (98)	4	151 (354)	9 (130)	14 (1)	43
Operating without Required Lamps	1 (1)	4 (258)	2 (14)	2 (124)	(230)	2 (2)	13
<b>Total, Above Traffic Citations &amp; Warnings</b>	<b>545 (89)</b>	<b>2,418 (2,108)</b>	<b>326 (457)</b>	<b>2,721 (2,231)</b>	<b>1,495 (1,615)</b>	<b>346 (144)</b>	<b>1,326</b>
<b>Total, All Traffic Citations &amp; Warnings</b>	<b>764 (108)</b>	<b>3,025 (2,978)</b>	<b>492 (663)</b>	<b>3,553 (3,569)</b>	<b>1,619 (2,185)</b>	<b>532 (244)</b>	<b>1,736</b>

### **Mutual Aid**

Frequently, North Shore departments collaborate when it comes to responding to calls for service, especially in cases that require more capacity than a single department can handle. Dispatch logs these calls either as “Assist Other Agency”<sup>5</sup> or “Police Mutual Aid.” Though Glendale logged the most “Assist Other Agency” calls in 2021 (309), five of the remaining six departments logged at least 180 calls under that designation, indicating that mutual aid is given or received by most departments on a majority of days each year. Only Shorewood (90) had a comparatively low number of “Assist Other

<sup>5</sup> Assist Other Agency calls are not limited to other agencies in the North Shore; North Shore departments also are commonly called upon to assist the Milwaukee and Mequon police departments as well as other nearby departments beyond the North Shore.



Agency” calls. There were 104 total calls under “Police Mutual Aid,” nearly half of which (46) came from River Hills.

Conversations with department leaders revealed insights about the nature of mutual aid in the North Shore:

- River Hills leaders noted that sometimes shifts are staffed by only one officer, in which case they notify Fox Point and Bayside in case they need backup. In the case of a major incident, River Hills sworn staff will almost always reach out to other departments. They also mentioned requesting 20-30 mutual aid calls a month on average, “which is an increase.” Most frequently, River Hills assisted Brown Deer (“a majority of calls”), as well as Bayside and Fox Point to a lesser extent.
- The Bayside chief mentioned relatively frequent mutual aid interaction with Fox Point and River Hills as well, including – like River Hills – whenever a major incident occurs within the village. The chief also noted that because they do not have a detective, they may request services from Fox Point’s detective. However, the department has also dealt with the realities of a small staff by training its sworn staff in additional duties and paying them overtime when necessary.
- The Fox Point chief noted assisting Bayside with some frequency, and also that they receive about as much mutual aid as they give out.
- Whitefish Bay’s chief mentioned mainly requesting/giving mutual aid when it came to large incidents like a vehicle fleeing or a robbery. In light of the close proximity of Bayshore, such requests often are tied to that location. The Brown Deer chief also noted that this was the case for his department.
- Despite having some of the highest levels of crime and activity, and noting that officers are “losing the ability to just drive around and see things out,” the Glendale chief mentioned giving mutual aid much more than the department requests it. For example, one type of call that happens with some frequency is one in which a car or other property was stolen in a surrounding community and then travelled through Glendale while trying to get away.

In short, North Shore police departments already frequently collaborate, and each of the seven department leaders cited mutual aid cooperation as strong and as “second nature” for them and their neighboring chiefs. There are some distinctions among departments in their use of mutual aid, however, in that while each of them relies on neighboring departments for assistance during major incidents, smaller departments use it more frequently to fill holes when short-staffed or because they lack specialized positions (e.g. detectives).



# MODELING A NORTH SHORE POLICE DEPARTMENT

Our analysis of North Shore demographics and crime rates as well as police department budgets, staffing, operational frameworks, and activities informs our consideration of what a single consolidated North Shore Police Department (NSPD) might look like. The key questions, of course, are how the department would be staffed and how staff would be deployed across the North Shore. The answer to those questions are not driven solely by demographics or crime rates, but also by several less quantifiable factors such as:

- *perceptions* of crime in the community
- *perceptions* regarding the benefit of police patrols as a method of deterring crime
- the prioritization of public safety relative to other needs, such as public works, public health, etc.
- the willingness and capacity of North Shore municipalities and their citizens to spend on public safety services

As we set out to model the hypothetical NSPD, we not only considered these factors and the wealth of data we collected, but also some of the potential advantages we have observed in the several previous studies we have conducted on fire department consolidation. Those include:

- The opportunity to strategically deploy a larger set of resources based on actual demand or other priorities as opposed to municipal boundaries.
- The ability to achieve greater cost efficiency by consolidating non-response tasks such as planning, administration, training, and special operations.
- The opportunity to reduce leadership positions while enhancing the effectiveness of command by allowing leaders to strategically manage and deploy command staff and vehicles on a regional level, and to employ specialized positions for specialized tasks.

We also reviewed four studies of police staffing and organization, including one for Glendale and one for Shorewood that were both completed within the last two years.<sup>6</sup> We used these analyses to address technical questions such as how to appropriately estimate the number of minutes spent per call and the number of officers needed to cover time off for a single shift. Yet, we also found that while there are many methodologies to use in considering police staffing levels, there is *no commonly accepted* method for determining what is appropriate for each community.

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<sup>6</sup> The four are a [white paper](#) prepared for the International City-County Managers Association (ICMA); a 2020 patrol staffing report conducted by the Madison (WI) Police Department; and two recent studies conducted for North Shore departments – one by Matrix Consulting Group for the City of Glendale that was completed in August 2021; and one by Alexander Weiss Consulting for the Village of Shorewood that was completed in December 2020.



## Comparable Cities

Additional helpful context for our modeling was derived from our review of six police departments in Wisconsin that serve communities with populations that are similar in size to the North Shore.<sup>7</sup> **Table 15** shows those communities and how they compare to the North Shore communities as a collective region in terms of geography, population, crime rates, and sworn officers.

**Table 15: Characteristics of comparable cities and police departments**

	Population	Crime Rate (per 1,000 population)*	Area (square miles)	Sworn Officers
<b>North Shore</b>	<b>67,695</b>	<b>57.3</b>	<b>24.6</b>	<b>162.0</b>
Appleton	74,255	61.4	25.3	113.0
Eau Claire	69,086	68.7	34.1	99.0
Janesville	64,682	61.4	34.8	105.0
Oshkosh	66,753	52.3	28.0	105.0
Waukesha	72,419	25.9	25.8	124.0
West Allis	59,778	85.6	25.3	126.6

\* Includes crimes against persons, property, and society

Source: WI Incident Based Reporting System, 2021

On average, the comparison departments have 112 sworn officers – 50 fewer than the collective number maintained in the North Shore. That is explained partly by the fact that the seven individual departments in the North Shore are unable to achieve economies of scale realized by larger departments. We also see that most of the comparison cities have crime rates that are close to or higher than those in the North Shore.

**Tables 16** and **17** provide additional details on sworn staffing at the six comparison departments, including the number of command staff and details on each department's patrol division. It should be noted that rank does not necessarily correlate to duties across all departments. For example, in River Hills and Whitefish Bay, lieutenants act as second-in-command to the chief and take on other department-wide duties. In larger departments, those administrative functions typically are assigned to captains or assistant/deputy chiefs, while lieutenants typically are tasked with oversight of patrol shifts or investigations. To adjust for these differences, **Table 16** includes higher-ranked officers and only those lieutenants who are assigned to administrative or command functions.

<sup>7</sup> The six police departments are the only departments in Wisconsin that serve populations of between 57,000 and 77,000 people with the exception of the Racine Police Department. We excluded Racine from our analysis because that city's socioeconomics and density are markedly different from those of the North Shore.



**Table 16: Command staff, North Shore and six comparable Wisconsin cities**

	Chief	Asst Chief	Deputy Chief	Captain	Lieutenant	Total Command Staff
<b>North Shore</b>	<b>7</b>	<b>0</b>	<b>0</b>	<b>6</b>	<b>4</b>	<b>17</b>
Appleton	1	1	0	3	1	6
Eau Claire	1	0	2	0	1	4
Janesville	1	0	2	0	1	4
Oshkosh	1	1	2	0	1	5
Waukesha	1	2	0	3	1	7
West Allis	1	0	2	4	1	8

**Table 17** focuses on patrol divisions within each of the comparison departments. Command staff for patrol are indicated in the first column, but the positions listed are counted in Table 17 above. The lieutenants listed in Table 18 are assigned to a patrol or investigation division. In the North Shore, Bayside and Glendale both have three lieutenants assigned to patrol shifts, while Brown Deer has two lieutenant positions that oversee patrol and investigation bureaus.

**Table 17: Patrol staffing, North Shore and six comparable cities**

	Command Staff	Lieutenant	Sergeant	Officer	Officer/Sgt Ratio
<b>North Shore</b>	<b>0</b>	<b>8*</b>	<b>28</b>	<b>95</b>	<b>3.4</b>
Appleton	Captains (2)**	12	0	60	5.0
Eau Claire	Deputy Chief	3	9	60	6.7
Janesville	Deputy Chief	3	9	65	7.2
Oshkosh	Captain ***	3	9	65	7.2
Waukesha	Captain	5	8	64	8.0
West Allis	Captain	3	9	68	7.6

\*There are 12 lieutenants in the North Shore. Four are counted as command staff and eight are counted in patrol divisions.

\*\*Each captain in Appleton oversees one geographic district. Also, 12 lieutenants in Appleton function as shift supervisors similar to sergeants in other departments and 24 officers hold the rank of sergeant but essentially act as patrol officers.

\*\*\*Oversees patrol and Investigations.

Finally, in reviewing organizational charts for the comparison departments, we did take note of non-sworn staffing levels, which ranged from 15 full-time positions in Eau Claire to 27 in Appleton.<sup>8</sup> Oshkosh cites 17 full-time non-sworn positions plus 17 part-time crossing guards and 10 part-time community service officers, while Appleton also cites 14 part-time civilian positions. Janesville cites 17 non-sworn FTEs while West Allis cites 18.5. By comparison, the seven North Shore departments currently employ 18.3 non-sworn FTEs collectively.

**Overall, the review of the comparison departments highlights that smaller police departments may by their very nature produce certain inefficiencies.** For example:

- The number of patrol officers in the North Shore is significantly higher than in the comparable cities. One reason is that the geographical territory covered by each patrol officer

<sup>8</sup> We exclude dispatch positions that are housed in some comparison departments from our totals, as dispatch is an independent function in the North Shore. Also, some departments cite court clerks in their org charts (which are included in our totals) while others do not. Finally, we were not able to determine the number of non-sworn positions in Waukesha.



is guided by municipal boundaries and is likely much smaller than it otherwise would be if not for such boundaries.

- In the comparable departments, a typical sergeant supervises between 5.0 and 8.9 patrol officers per shift, while we have been informed that police industry standards generally cite an ideal level of 5.0 officers per sergeant.<sup>9</sup> In the North Shore, because patrol shifts are much smaller but a sergeant still is needed to supervise each shift, the collective ratio of sergeants to patrol officers is only 3.4.
- The number of command staff in the comparable departments ranges from 4 to 8. In the North Shore, because there are seven individual departments, there are 17 command staff. In smaller departments, command staff often have varied responsibilities beyond desk duties. They may substitute for a sergeant who is off or even staff a patrol shift.

It is important to remember that a modeling exercise, by necessity, simplifies the staffing structure for each department for purposes of comparison. Also, each police department has its own unique organizational model and culture that is not necessarily reflected in numbers or tables.

## Modeling Considerations

Police consolidation studies often use a “workload staffing model” that considers how much time officers ideally should be spending on community-generated calls that require an immediate response versus conducting officer-initiated activities, responding to non-emergency citizen requests, or simply patrolling the streets. Many of these studies cite a “rule of 60” which suggests that no more than 60% of an officer’s time should be spent responding to community-generated calls, leaving 40% for officer-initiated policing and other activities that do not require an immediate response, like vacation and business checks or community engagement.

For smaller departments, however, which have lower call volumes and perhaps higher expectations with regard to police visibility and community engagement, a model based on minimum staffing may be more appropriate. To provide backup, small departments typically field a minimum of two patrol cars per shift, which equates to six officers to cover three 8-hour shifts over a 24-hour period. In light of vacation and other time off, those departments will need between 9 and 12 officers to guarantee such coverage. In most smaller communities, especially ones where the crime rate is relatively low, a methodology that examines call volumes and uses a “rule of 60” approach would produce a minimum staffing level that would provide fewer than two patrol cars per shift.

In light of this divergence, we decided to create two hypothetical models for a consolidated North Shore Police Department:

- **Model 1** represents a “status quo” scenario with regard to patrols. It maintains the identical patrol capacity in each of the seven communities that exists today. This model reflects the input we received from chiefs and village/city managers and administrators regarding minimum staffing and their perceptions of citizen expectations. Consolidation still presents some efficiencies since a larger department would be able to reduce the number of command staff, patrol supervisors, and non-sworn staff.

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<sup>9</sup> This standard was cited by one of the North Shore chiefs who instructs at Northwestern University’s Center for Public Safety and attributed the standard to that entity.



- Model 2** presents a reimagined staffing plan that reduces patrol capacity but adds other capabilities that may improve police response in the North Shore. Patrol staffing levels are based on a workload staffing model that reflects what we would deem to be an appropriate ratio of community-generated versus officer-initiated and non-emergency police activities in the North Shore. Under this model, the average number of patrol officers in the North Shore on any given shift declines from just under 20 today to about 16. Again, under this model, additional efficiencies are achieved through reductions in command staff, shift supervisors, and non-sworn staff, but we also reallocate a portion of the financial savings from the reduced patrol officers to add several positions that have the potential to enhance police services in ways that may not be affordable otherwise.

Below we provide additional details on the two models and their fiscal impacts when it comes to personnel expenses. **We do not provide cost estimates and comparisons for other elements of the hypothetical consolidated department – such as those associated with vehicles, facilities, supplies, and commodities – because of the highly speculative nature of such estimates.** However, we do discuss those elements at the end of the section, as well as other considerations.

Also, police department revenues are difficult to compare across jurisdictions because of different budgeting practices. Given that revenues offset a small percentage of police expenditures (ranging from 2.5% in Bayside to 13.7% in Shorewood), we do not address revenues in this analysis.

Those who would like to see even greater detail on the assumptions and calculations behind each model should refer to **Appendices B and C.**

## Model 1: Retain Current Patrol Capacity

As noted above, Model 1 assumes the status quo in terms of patrol staffing, but adjusts command staff, sergeants, and non-sworn staff to reflect economies of scale from consolidation. **Table 18** summarizes the sworn staffing levels in Model 1 and how they compare to current collective staffing. Total sworn officer FTEs are reduced by 16, from 162 to 146.

**Table 18: Model 1, sworn staff**

<i>Command</i>	Current	Model 1
Chief	7	1
Assistant Chief	0	1
Captain	6	3
Lieutenant	4	3
<i>Patrol</i>		
Lieutenant	8	3
Sergeant	28	20
Officer	95	101
<i>Other Sworn</i>		
Detective	9	9
Community Liaison/School Resource Officer	5	5
<b>Total Sworn</b>	<b>162</b>	<b>146</b>



Some important notes associated with this model include the following:

- To maintain existing patrol capacity, we actually increase the current number of patrol officers in the North Shore by six FTEs to 101. This adjustment is based on our interviews with chiefs, which indicate that some departments currently use sergeants and lieutenants (and even more senior command staff) to patrol occasionally. We do not anticipate such usage in the larger consolidated department so we added six patrol officers to account for the elimination of time spent by supervisory and command staff on patrol duties.
- The number of sergeants in our model is reduced from the current 28 to 20. This reflects the previously mentioned ideal standard of one sergeant supervising every five officers on patrol. Maintaining a 5:1 ratio is not possible in smaller departments given that they do not have five officers patrolling at any given time but those officers still require supervision.
- Command staff is reduced from 17 to 8. Our model includes one assistant chief, three captains, and three lieutenants who would have general administrative or department-wide responsibilities but generally no supervisory responsibility over patrol shifts. This number of command staff is consistent with the West Allis (8) and Waukesha (7) departments.

From an operational perspective, we would envision that the department would be divided into two patrol bureaus – one encompassing Bayside, Fox Point, and River Hills, and the other serving the four remaining communities. One captain could be assigned to each patrol bureau, while the third could focus on support services, community engagement, training, and other department priorities. Operating procedures could be established to dictate that officers on patrol in one bureau would not respond to calls in the other bureau unless a major incident dictated such a move. That is not too different from current operations given that officers from the three small communities often provide back-up in one of the larger neighboring jurisdictions when a significant incident occurs, and this approach could reassure those communities that patrol resources within their jurisdictions would not frequently be diverted to other parts of the North Shore.

With regard to non-sworn staff, we examined administrative staffing for the North Shore Fire Department (NSFD) as well as the comparison police departments to model the support staff that would be required for our hypothetical NSPD. A consolidated department offers an opportunity to reduce certain support staff positions, as shown in **Table 19**. We assume that only two administrative assistants would be needed for a single department and that the number of records/property clerks could be reduced to six (plus one supervisor).

**Table 19: Model 1, non-sworn staff**

	Current	Model 1
Admin Assistant	5.0	2.0
Records/Property Clerk	9.3	6.0
Community Service Officer	4.0	3.0
Records Supervisor	0	1.0
Finance/HR Dir	0	1.0
HR Specialist	0	1.0
Fleet Manager	0	1.0
Mechanic	0	1.0
IT Specialist	0	1.0
Total	18.3	17.0



It was also necessary, however, to add several administrative and support positions to reflect our assumption that the NSPD – like the NSFD – would be an independent, freestanding department. Consequently, unlike the seven existing departments, it would no longer receive administrative and certain other support services from a larger municipal government. This required us to add a finance/human resources director and HR specialist, an information technology specialist, and a fleet manager and mechanic to service the department’s vehicles.

It is possible that a consolidated department would opt instead to contract for one or more of these functions, either with one of the participating municipalities or a private entity. Also, given that the NSFD already has an administrative infrastructure, it is conceivable that the two departments could share that infrastructure (though it likely would need to be expanded somewhat to accommodate both departments). On the other hand, it is possible that additional positions would be required for areas like fleet and information technology if those functions are not outsourced. We acknowledge that our framework likely would need to be altered if a consolidation initiative moves forward, but we also believe it represents a reasonable set of assumptions for modeling purposes.

It is important to note that the creation of HR, finance, and IT positions to support an NSPD would reduce workload in each of the seven municipal governments. Because police departments represent approximately 40% of municipal budgets and a similar percentage of total staffing in each jurisdiction, it is likely that such a move would create possibilities for eliminating certain municipal staff positions. However, because we cannot reliably determine precisely how that would play out and what the estimated cost savings would be, our model does not include any such savings.

The salary schedule used to project salary expenditures for a consolidated department is shown in **Table 20**. Our estimated average salary amounts<sup>10</sup> are based primarily on analysis of existing salary levels at the North Shore police departments and comparison departments, though we also consulted the NSFD salary schedule for certain administrative and support positions. For patrol officers, we used an estimate of \$90,000, which reflects the highest average officer salary observed among the seven departments (Shorewood’s at \$89,732).

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<sup>10</sup> We use average salaries to calculate the personnel cost for our model NSPD; in reality, positions have salary scales.



**Table 20: Salary schedule for consolidated North Shore PD**

Position	Salary
Chief	\$150,000
Assistant Chief	\$130,000
Captain	\$120,000
Lieutenant	\$102,000
Sergeant	\$97,000
Officer	\$90,000
Detective	\$92,000
Community Liaison Officer	\$90,000
Admin Assistant	\$63,000
Records/Property Clerk	\$46,000
Community Service Officer	\$40,000
Records Supervisor	\$60,000
Finance/HR Dir	\$110,000
HR Specialist	\$75,000
IT Specialist	\$85,000
Fleet Manager	\$85,000
Mechanic	\$80,000

By applying the average salary schedule to the number of FTEs for each position category, we are able to calculate an estimated salary cost for our model NSPD. We also added an estimated overtime cost, which reflects a 15% reduction in current collective budgeted overtime costs for the seven departments in light of a larger department's increased ability to redeploy staff to cover for unanticipated time off and other circumstances; and a fringe benefit cost, which we estimate at 43.4% of salary costs based on the current average among the seven departments. This yields a total estimated annual personnel cost of just under \$22 million, which represents an estimated annual savings of \$677,000 from current collective personnel expenditures, as shown in **Table 21**.

**Table 21: Model 1, estimated annual personnel cost**

	Current	Model 1
Sworn Salaries	\$14,006,559	\$13,560,000
Non-Sworn Salaries	\$894,751	\$1,017,000
Overtime	\$714,000	\$606,900
Total Salaries and OT	\$15,615,310	\$15,183,900
Total Benefits	\$6,774,559	\$6,529,077
Total Personnel Expense	\$22,389,869	\$21,712,977
FTEs	162	146
Difference		(\$676,892)



It may seem counter-intuitive to see such a relatively small personnel savings given the total reduction of 16 FTEs in our model. However, **the reduced savings can be explained, in part, by our use of higher average salaries for most positions than the existing departments are currently paying.** For example, the total expense for non-sworn personnel increases even though there is a reduction of 1.3 FTEs because the three additional administrative positions are more highly paid than current non-sworn positions. With regard to sworn staff, the salary scale in Model 1 reflects the highest patrol officer salary among the seven departments, and higher-level sworn positions are then pegged to that salary level. Overall, the average salary/benefit cost for all positions reflected in Model 1 is \$10,000 higher than the current average cost of \$138,000.

## Model 2: Redesigned Police Staffing Framework

Model 2 imagines what a consolidated NSPD might look like if local officials wish to take advantage of the elimination of municipal boundaries to reallocate patrol capacity while also fortifying specialized areas of police operations. Our approach could have entailed mapping out enlarged patrol boundaries that cross municipal lines and using those boundaries to determine an ideal number of average patrol officers for each shift. However, given the strong emphasis placed by chiefs on police visibility, we also wanted to take into account both nationally established standards and current North Shore averages regarding how much time officers should be spending on responses to community-generated calls versus officer-initiated activity, response to non-emergency requests, and general patrolling.

Consequently, we started with a workload analysis that we developed from our review of the four police staffing studies noted above. That analysis centered around the following data points:

- Identifying community-generated calls from dispatch data. In doing so, we generally used a definition from the Weiss study for the village of Shorewood, which defines a community-generated call for services as “one in which someone requests the police (typically by phone) and one or more officers are dispatched.”
- Estimating the time per call for a community-generated call, including time spent by backup units and time to write reports
- Calculating an FTE multiplier that considers the number of officers needed to provide coverage for each officer when considering vacation time, sick leave, etc.

**Appendices B, C, and D** provide a more detailed description of the various elements of our methodology. However, its key components are that 27,335 calls logged by the Bayside Communications Center in 2021 were community-generated; that officers in the North Shore spend an average of 59 minutes on each community-generated call; and that 1.91 officers are required to provide coverage for each desired patrol officer position.

When we plugged those assumptions into our model, we determined that *to respond solely to the current volume of community-generated calls* in the North Shore, the collective region would require a staffing level of 25 patrol officers. Given the current patrol staffing of 101 (including the six added for time spent by command staff on patrol), we estimate that community-generated calls currently account for about 24% of the collective time spent by patrol officers in the North Shore, leaving 76% for officer-initiated and other activities. (This is an average and the percentage varies between municipalities.)



Our original inclination was to apply the “rule of 60” to our calculation of how many patrol officers should be included in Model 2 (i.e. 60% of officer time should be spent on community-generated calls and 40% on officer-initiated and other non-emergency activities). But in light of the much smaller current ratio and the clear sentiment we heard from the chiefs that ensuring sufficient general patrol time is a high priority of elected officials and citizens, we instead opted for a model that aims to ensure that 33% of patrol officer time is spent on community-generated calls and 67% on officer-initiated and other activities.<sup>11</sup> Based on that assumption, our model indicates that total patrol staffing should be 75 FTEs, or a reduction of 20 from current levels.

As shown in **Table 22**, Model 2 maintains an identical command staff as that hypothesized for Model 1 but contains two other sworn staffing changes. Because of the reduction in patrol officers, our use of a 5:1 ratio for sergeants to patrol officers results in a further reduction of five sergeants (to 15) when compared to Model 1. We also add three community liaison officers to provide additional capacity for community engagement in light of the reduced patrol capacity.

**Table 22: Model 2, sworn staff**

Command	Current	Model 1	Model 2
Chief	7	1	1
Assistant Chief	0	1	1
Captain	6	3	3
Lieutenant	4	3	3
<i>Patrol</i>			
Lieutenant	8	3	3
Sergeant	28	20	15
Officer	95	101	75
<i>Other Sworn</i>			
Detective	9	9	9
Community Liaison/School Resource Officer	5	5	8
Total Sworn	162	146	118

With regard to non-sworn staff, our roster grows by seven FTEs (to 24) from the 17 contained in Model 1 (see **Table 23**). We added three community service officers to help offset the reduction in patrol officers and to bulk up functions like parking enforcement and response to certain low-urgency calls that do not require sworn staff. In addition, we added four non-sworn “specialized” positions that would be determined by department leadership but that could include positions like public information officer, crime analyst, or behavioral health specialist/social worker. We estimate an average salary of \$70,000 for those positions.

<sup>11</sup> Recent consultant studies for Shorewood and Glendale conducted similar analyses and estimated that 36% and 29% of officers’ time in those communities respectively is spent on community-generated calls.



**Table 23: Model 2, non-sworn staff**

	Current	Model 1	Model 2
Admin Assistant	5.0	2.0	2.0
Records/Property Clerk	9.3	6.0	6.0
Community Service Officer	4.0	3.0	6.0
Records Supervisor	0	1.0	1.0
Finance/HR Dir	0	1.0	1.0
HR Specialist	0	1.0	1.0
Fleet Manager	0	1.0	1.0
Mechanic	0	1.0	1.0
IT Specialist	0	1.0	1.0
Specialized Positions	0	0	4.0
<b>Total</b>	<b>18.3</b>	<b>17.0</b>	<b>24.0</b>

**Table 24** shows our estimated personnel cost for Model 2 and compares the total to current personnel expenditures and those shown earlier for Model 1. The substantial estimated annual savings of \$3.75 million reflects the sizable reduction in patrol officer costs, which are only partially offset by the added non-sworn staff.

**Table 24: Model 2, estimated personnel cost**

	Current	Model 1	Model 2
Sworn Salaries	\$14,006,559	\$13,560,000	\$11,011,757
Non-Sworn Salaries	\$894,751	\$1,017,000	\$1,417,000
Overtime	\$714,000	\$606,900	\$606,900
<b>Total Salaries</b>	<b>\$15,615,310</b>	<b>\$15,183,900</b>	<b>\$13,086,505</b>
<b>Total Benefits</b>	<b>\$6,774,559</b>	<b>\$6,529,077</b>	<b>\$5,605,332</b>
<b>Total Personnel Expense</b>	<b>\$22,389,869</b>	<b>\$21,712,977</b>	<b>\$18,640,989</b>
FTEs	162	146	118
<b>Difference</b>		<b>(\$676,892)</b>	<b>(\$3,748,880)</b>

## Summary and Observations

By presenting two models, we aim to provide North Shore leaders with distinct approaches that hopefully will assist them in framing a decision on whether to pursue a consolidated department:

- **Model 1** shows that staffing efficiencies and personnel-related cost savings could be produced by consolidation even if patrol capacity is kept the same for each community. These savings would be somewhat modest, however, when distributed among seven municipalities, and it is questionable whether they would overcome the perceived negative elements for each community associated with loss of local control over police services. (As noted earlier and discussed further below, additional savings related to vehicles, facilities, and other areas likely would be generated and are not considered here.)



- **Model 2** shows that substantial additional savings might be reasonably achieved under a patrol and staffing framework that erases municipal boundaries and reflects a reduction in patrol officer-initiated activity from 76% to 66% of total hours. Obviously, this model would reduce the number of patrol officers on the street at any one time in the North Shore. Also, those patrol officers may spend more time in Glendale, Brown Deer, and to some extent Shorewood because of the greater call volumes in those communities, which could further reduce officer visibility in other parts of the North Shore.

For comparative purposes, **Table 25** shows that patrol staffing in both models still would exceed such staffing in the six comparison departments. However, consideration of these numbers also should take into account the expectations of North Shore citizens and their willingness to pay for law enforcement services, which may distinguish the North Shore from the six comparison communities.

**Table 25: Patrol staffing, Models 1 and 2 vs. six comparison departments**

Patrol Staff	Lt	Sgt	Officer	Total Patrol
<b>NS Model 1</b>	<b>3</b>	<b>20</b>	<b>101</b>	<b>124</b>
<b>NS Model 2</b>	<b>3</b>	<b>15</b>	<b>75</b>	<b>93</b>
Appleton	12	0	60	72
Eau Claire	3	9	60	72
Janesville	3	9	65	77
Oshkosh	3	9	65	77
Waukesha	3	8	71	82
West Allis	3	9	68	80

There are several additional factors that should be kept in mind when considering the two models and whether either – or perhaps a third model with patrol capacity that falls in between the two – might be appropriate for the North Shore. These include:

- **The cost savings for both models almost certainly are understated.** For purposes of this high-level analysis, we only considered personnel costs and savings. It is highly likely that additional substantial savings would be recognized by reducing the fleet of collective police department vehicles and the number of police stations in the North Shore. Over the long term, station savings could be particularly significant given the costs of major repairs or renovations that likely could be avoided at most existing stations and by virtue of sharing whatever station costs would be incurred among the seven communities. We would envision one main station for the NSPD (which likely would entail significant renovation or expansion costs at one existing station) and perhaps one smaller substation. Additional but smaller savings also likely would materialize from reduced costs associated with uniforms, supplies, etc., and it is again worth noting that our salary estimates for sworn positions were conservative given our use of the highest patrol officer average salary among the seven departments as our starting point. Conversely, there would be start-up costs that cannot be determined at this time, including costs associated with standardizing communications and information technology systems and equipment. Such costs could offset some potential savings in the immediate years following consolidation.



- **Law enforcement has unique elements that may be challenging to resolve under a consolidated framework.** While the differences may not be stark, each of the seven communities has its own code of ordinances that ideally would be unified if the police departments consolidate. Similarly, each functions with its own municipal court and legal counsel which ostensibly could and should be merged, bringing both possible efficiencies and financial benefits but also an additional set of details that would have to be worked out; and municipalities have different parking regulations and as a consequence, some do relatively little parking enforcement while others do a lot. Finally, different attitudes and opinions on policing – ranging from prioritization of traffic stops to enforcement of low-level marijuana transgressions to the presence of police officers at schools – may exist within the seven communities and would need to be reconciled, as well as any different features among the seven distinct contracts with collective bargaining units.

In the next section, we reflect on these points and the characteristics of the two models and offer some final insights and conclusions.



# CONCLUSION

One of the foremost concerns we heard from the North Shore chiefs was that efforts to take advantage of economies of scale under a single consolidated department would conflict with the expectations of North Shore elected officials and citizens with regard to police presence in their communities.

Many of the chiefs acknowledged that a consolidated department could reasonably allow for a reduced number of patrol shifts by assigning larger geographic patrol areas to officers and taking advantage of the greater opportunities for back-up and other synergies that would exist in a single department. Yet, several (particularly from the smaller communities) also argued that while fewer patrols might be justified on paper, their communities found substantial value in having several officers patrolling their municipal boundaries at all times as a deterrent to crime. Furthermore, they pointed to a desire by citizens to have sufficient police capacity to serve them in ways that larger departments often do not, such as by providing vacation checks and engaging in various forms of community engagement activities.

Several chiefs also expressed concern that in light of the much heavier call volumes in Glendale and Brown Deer, even those officers specifically assigned to patrol the smaller communities in a consolidated department would spend much of their shifts being pulled into responses in the larger municipalities.

Chiefs from the larger communities also pointed to the benefits of having ample patrol capacity within their jurisdictions to focus on proactive policing and community-wide priorities as opposed to responding mainly to calls for service. And, they noted the much heavier volumes of commercial activity and hotels/motels in Glendale and Brown Deer, which demand specific types of policing activities that they fear could be lost in a consolidated department.

We appreciate and have reflected considerably on those concerns, which prompted us to develop our two distinct models. But ultimately, the key question for policymakers may not come down to numbers, but instead will focus on **how would police services change under a consolidated department with reduced street patrols similar to those presented in Model 2?**

One way to assess this question is to consider how individual police functions might be impacted. While we are not experts in policing, we offer the following thoughts on a few important functions:

- **Patrol.** As noted in earlier sections, estimates by the chiefs indicate that currently, the average number of officers on patrol at any given time in the North Shore is just under 20. We estimate that the reduction of 20 patrol officers from the current level in Model 2 would reduce the average number of patrols by between 4.0 and 4.4 on average. In terms of the impact that may have, the chiefs emphasized that patrols are important in their communities because they provide residents with a *perception* of safety, in addition to acting as deterrents to crime. While there is value associated with both of those elements, if elected leaders wish to consider Model 2 or another model calling for reduced patrols, then they should conduct further analysis and consultation with law enforcement experts to assess whether and to what extent a reduced patrol presence might actually impact the *incidence of crime* and the safety of citizens.



- **Response to emergency calls.** Depending on how patrol areas under a consolidated department are drawn, response times for 911 emergency-related calls may lengthen with fewer patrol units available at any time. Whether the difference would be noticeable to residents and impact their safety is a question that could and should be analyzed further using geographic data from the dispatch center if a model with reduced officer capacity is pursued. With regard to lower-priority calls involving thefts, neighbor disturbances, etc., there also could be somewhat lengthier response times with a reduction in officer capacity, though whether that reduction would be noticeable is more questionable and is a matter that would similarly benefit from further analysis.
- **Community engagement.** Community-oriented policing is a goal of every department in the North Shore. The shape of such policing strategies varies by municipality, but all departments indicated that they regularly provide vacation checks, business checks, and other responses (e.g. bats in the attic, etc.) that build trust in their communities and provide a level of service that citizens appreciate and appear eager to support. Under Model 2, we estimate that each officer would be able to devote two thirds of his or her time to officer-initiated activities, which would appear to still allow sufficient time for various community-oriented, officer-initiated police activities. An additional three community liaison officers also would contribute toward that goal.
- **Traffic enforcement.** Enforcement of traffic laws is an important safety issue in several of the North Shore communities. While the amount of time spent on traffic enforcement varies quite a bit between the departments, in some jurisdictions it is a large part of the job for patrol officers. It is certainly possible that time spent on traffic enforcement may be reduced with a reduction in patrol staffing. At the same time, at least one North Shore community (Shorewood) has dramatically reduced its focus on traffic enforcement in the past two years, and others may find such a trade-off acceptable.
- **Prisoner transport/detention.** The processing of arrests is time consuming for officers, both in terms of fingerprinting and other administrative tasks and in terms of guarding prisoners while they are at the station and transporting them to the County Jail. Glendale is the only North Shore department with desk officers who monitor prisoners, but a consolidated department would certainly have such capacity and therefore most likely make prisoner detention and transport more efficient overall.
- **Investigations.** State data suggest that North Shore police departments clear a high percentage of crimes against persons, but crimes against property and society crimes have lower rates of resolution. The consolidated investigation resources in an NSPD could allow for a higher level of service in the smaller communities and might also be used in more proactive ways, as opposed to solely reacting to reported crimes.

While clearly of far lesser significance, it is also important to note the potential administrative benefits that are typically associated with consolidation and that may materialize under a consolidated NSPD. Those may include the following:

- With a larger support staff, some **time spent on records management, evidence management, etc. may be shifted away from patrol officers**, giving officers more time to devote to patrols and other police activity.



- It is possible that a larger organization, by offering a wider variety of types of policing and more opportunities for advancement than currently exist in some of the smaller departments, would **appeal to more police recruits and may aid in future recruitment and retention efforts** (though it also should be acknowledged that smaller and less active departments offer attributes that may be more attractive to some prospective employees).
- Dedicated human resources, finance, and IT positions could **add to the administrative expertise and capacity that is needed to support police functions**. Currently, the police department often is just one city or village department under the purview of municipal staff who handle those functions.
- A data collection and analysis function that extends across the entire North Shore may offer **enhanced opportunity to analyze and respond to crime trends and target resources more effectively**.

In addition, consolidation may pose an opportunity to cost-effectively expand certain police services. For example, several of the comparison departments we studied are able to field investigative teams to address issues like street crimes (Janesville), special investigations (Appleton), computer forensics (Waukesha), and sensitive crimes (West Allis). Also, as noted in our discussion in the previous section, a consolidated structure may offer an opportunity to add specialized positions such as crime analysts, trained clinicians to address behavioral health-related incidents, or a public information officer. Which positions would be best suited for an NSPD would be up for debate, but any of these could improve police services.

Finally, at the beginning of this study, one official brought up police department culture and asked what effect consolidation might have on social and racial aspects of policing. In today's environment of heightened expectations around diversity, equity, and inclusion, we agree that this issue demands further consideration. North Shore police departments must both protect and serve while also respecting people of different cultures and backgrounds and taking great care to avoid the types of racial profiling and similar tactics that have engendered protests across the country. It is possible that efforts to reconcile this delicate balance may be better and more easily accomplished in a larger department that serves a diverse set of neighborhoods and socioeconomic and racial groups.

We have attempted to present the pros and cons associated with a consolidated North Shore Police Department as objectively as possible, and in so doing it has become evident to us that there is no clear-cut answer as to whether consolidation should occur. We also recognize that the prospects for creating a single North Shore Police Department may come down to the following two questions that cannot be settled solely by number crunching and modeling nor by the preliminary analysis we have conducted:

- **How will my own community be impacted?** As we have discussed, from a service-level perspective, a real concern for the smaller communities with regard to either model (but particularly Model 2) is that the much higher volume of calls in the larger communities would leave them with a vastly reduced patrol presence. Even Whitefish Bay and Shorewood – despite having populations that are similar to those of Brown Deer and Glendale – may share that concern given their lower call volumes and comparative lack of commercial and hotel/motel activity. The question is whether those concerns could be sufficiently alleviated via the patrol framework established by the consolidated department; whether some of the service-level



benefits associated with consolidation would offset those concerns; and whether the potential financial savings would make it worthwhile for the smaller and less commercialized communities to consolidate, particularly given their low crime rates and relatively high per capita police costs. The answer to the latter question would be determined, in part, by whatever allocation formula is used to share the cost of the consolidated department among the seven municipalities and also may be impacted by considerations regarding state-imposed property tax levy and expenditure restraint limits.

- **How important is local control?** Each of the North Shore municipalities is accustomed to deciding for itself the level of policing that its citizens desire and wish to pay for, and that element of self-determination would be diminished for each under a consolidated department. Given previous experience with consolidated fire, dispatch, and public health services, it would be logical to assume that a freestanding Board of Directors with equal representation from each municipality would be created to govern the NSPD and establish its annual budget. On the one hand, North Shore elected officials and residents have already experienced that paradigm and appear to be largely satisfied with it despite the tradeoff of losing full control. On the other, the differences in police service and activity levels among the seven communities – as well as distinctions regarding citizen needs and expectations – are more pronounced than for other services that have been successfully consolidated and may not be as easily accommodated under a joint governance structure.

If, after considering the contents of this report and these questions, North Shore leaders conclude that the time is not yet ripe for a single North Shore Police Department, then they may wish to consider further analysis of less comprehensive consolidation options involving communities with the most similar characteristics and challenges (e.g. a consolidated Bayside-Fox Point-River Hills department). They might also contemplate “starting small” by consolidating support or special functions (e.g. a consolidated detective bureau to serve the entire North Shore or a small team of jointly funded crime analysts) or by initiating new efforts to share information technology platforms or other types of policing tools and equipment.

Overall, we hope our analysis has provided North Shore leaders with useful and balanced information that will prompt further thought and discussion. We would be happy to assist with any further analysis or facilitation that may be helpful.



# APPENDIX A: SNAPSHOTS OF NORTH SHORE POLICE DEPARTMENTS

## Village of Bayside Police Department

The Village of Bayside, the northeastern-most community on Milwaukee’s North Shore, is also home to the dispatch services for all seven North Shore communities. It is one of the smallest of the seven communities with a population of just 4,482 and an area of 2.4 square miles.

Bayside PD’s scope of services is the smallest of the seven departments within this study. They do not have a municipal court bailiff, a clerk of courts, or jail staffing, and their detention facilities include only two holding cells rather than a certified municipal lockup. Bayside does not have any special units, nor do they perform parking enforcement. That said, like all other departments in this study, they perform vacation house checks, medicine collection, and help with car lockouts.

In 2021, the Bayside PD issued 954 citations and made 211 arrests. Of the 954 citations, 764 (80.1%) were traffic-related, while another 108 (11.3%) were warnings. Slightly less than half of all arrests (49.3%) were for felonies or misdemeanors, with no single crime accounting for more than 8 felony or misdemeanor arrests.

Item	Amount
Population served	4,482
Total FTEs (Sworn FTEs)	13.7 (13.0)
Per Capita 2021 Crime	23.9 instances per 1,000 people
Per Capita 2021 Arrests	47.1 per 1,000 people
Per Capita 2021 Citations	212.9 per 1,000 people
Departmental Vehicles	5 total vehicles
2021 Personnel Spending	\$1,659,127
2021 Total Spending (% of general fund)	\$1,809,202 (39.3%)

## Village of Brown Deer Police Department

With a 2020 population of 12,507, the Village of Brown Deer – the westernmost community in the North Shore – is slightly smaller than the three municipalities to its south. It is significantly less population-dense than Shorewood and Whitefish Bay but more population dense than all other North Shore communities.

Brown Deer PD’s offers many services compared to other North Shore departments. Their special units include a K9 unit, a motorcycle unit, and a bicycle unit. They enforce parking rules, help with car lockouts, as well as perform medicine collection and vacation house checks. Along with their municipal lockup facilities, they have a municipal court bailiff. Brown Deer PD also has a School Resource Officer.

The Brown Deer PD issued 6,655 citations and made 1,648 arrests in 2021. Nearly all citations were either traffic-related (45.5%) or warnings (44.7%). Just 712 arrests (43.2%) resulted in felony or



misdemeanor charges. The most-issued felony or misdemeanor arrests were for disorderly conduct (76), carrying a concealed weapon (51), or intentional retail theft of \$500 or less (36).

Item	Amount
Population served	12,507
Total FTEs (Sworn FTEs)	34.0 (31.0)
Per Capita 2021 Crime	112.7 instances per 1,000 people
Per Capita 2021 Arrests	131.8 per 1,000 people
Per Capita 2021 Citations	532.1 per 1,000 people
2021 Personnel Spending	\$3,736,194
2021 Total Spending (% of general fund)	\$4,002,694 (38.1%)

## Village of Fox Point Police Department

The Village of Fox Point is the most centrally-located of the seven North Shore communities, sharing borders with River Hills, Bayside, Glendale and Whitefish Bay. Its population (6,934) and size (2.9 square miles) are also near the middle of the seven municipalities.

Fox Point PD offers services roughly in line with other departments. They have a clerk of courts as well as a municipal court bailiff. They offer school safety services but do not have a school resource officer on staff. As is common in North Shore departments, they offer vacation house checks, medicine collection, and help with car lockouts. They also offer school safety and crime/violence prevention services through presentations, site surveys, and special events.

The Fox Point PD issued 1,223 citations and made 141 arrests in 2021. More than half of all citations – 663 (54.2%) – were warnings, and most of the rest – 492 (40.2%) – were traffic-related. Only 64 total arrests (45.4%) resulted in misdemeanors or felonies, with no individual crime accounting for more than 8 total arrests.

Item	Amount
Population served	6,934
Total FTEs (Sworn FTEs)	18.0 (17.0)
Per Capita 2021 Crime	17.9 instances per 1,000 people
Per Capita 2021 Arrests	20.3 per 1,000 people
Per Capita 2021 Citations	176.4 per 1,000 people
2021 Personnel Spending	\$2,256,080
2021 Total Spending (% of general fund)	\$2,739,563 (39.3%)

## City of Glendale Police Department

Glendale, the only city in the North Shore, is the third biggest by population at 13,357 but the largest by size at just under 6 square miles. Like Fox Point, it is centrally located, sharing borders with Brown Deer, River Hills, Whitefish Bay, and Fox Point itself.

Glendale PD offers a wide array of services. To go along with their lockup, they have jail staffing, as well as a municipal court bailiff and a clerk of courts. Their special units include a K9 and bicycle unit, and like other North Shore departments they perform vacation house checks, medicine collection, parking enforcement, and help with car lockouts. The department also has a school resource officer.



In 2021, Glendale PD issued 7,620 citations and made 1,760 arrests. Of the 7,620 citations, 3,553 (46.6%) were for traffic violations and 3,569 (46.8%) were warnings. More than half of all arrests – 904 (51.4%) – resulted in felonies or misdemeanors. Among the crimes that warranted the most misdemeanor or felony charges were carrying a concealed weapon (56), resisting or obstructing an officer (49), and fleeing or eluding a traffic officer (44).

Item	Amount
Population served	13,357
Total FTEs (Sworn FTEs)	47.3 (41.0) (full strength)
Per Capita 2021 Crime	105.6 instances per 1,000 people
Per Capita 2021 Arrests	131.8 per 1,000 people
Per Capita 2021 Citations	570.5 per 1,000 people
2021 Personnel Spending	\$6,020,589
2021 Total Spending (% of general fund)	\$6,374,521 (38.7%)

## Village of River Hills Police Department

The Village of River Hills, with a population of just 1,602, is the smallest of the seven North Shore communities, and because of its relatively large size (5.3 square miles) is also by far the least dense.

Despite its small size, the River Hills PD still offers an array of services that include vacation house checks, medicine collection, help with car lockouts, parking enforcement, and crime/violence prevention. They also have a municipal court bailiff.

River Hills PD issued 3,842 citations but made just 72 arrests in 2021. The majority of citations – 2,185 (56.9%) – were warnings, with traffic citations – 1,619 (42.1%) in total – accounting for nearly all of the rest. There were only 25 (34.7%) arrests that resulted in misdemeanor or felony charges in River Hills.

Item	Amount
Population served	1,602
Total FTEs (Sworn FTEs)	11.3 (11.0)
Per Capita 2021 Crime	20.6 instances per 1,000 people
Per Capita 2021 Arrests	44.9 per 1,000 people
Per Capita 2021 Citations	2,398.3 per 1,000 people
2021 Personnel Spending	\$1,406,415
2021 Total Spending (% of general fund)	\$1,660,161 (39.8%)

## Village of Shorewood Police Department

The Village of Shorewood is the southernmost of the seven North Shore communities, and is located the closest to Milwaukee's city center. It is the second-most populous North Shore community with a population of 13,859, but with a total size of just 1.590 square miles it is the most population-dense.

Like other departments on the North Shore, Shorewood conducts vacation house checks, medicine collection, and helps with car lockouts. They also enforce parking rules, and have a bicycle unit. Despite not having a clerk of courts, they do have a municipal court bailiff.



Shorewood issued 982 citations and 492 arrests in 2021. Most citations were either traffic-based (532, 54.2%) or warnings (244, 24.8%). Only 186 (37.8%) of all arrests in Shorewood resulted in felony or misdemeanor charges, including 25 instances of disorderly conduct and 21 instances of resisting or obstructing an officer.

Item	Amount
Population served	13,859
Total FTE (Sworn FTE)	29.0 (25.0)
Per Capita 2021 Crime	37.4 instances per 1,000 people
Per Capita 2021 Arrests	35.5 per 1,000 people
Per Capita 2021 Citations	70.9 per 1,000 people
2021 Personnel Spending	\$3,607,375
2021 Total Spending (% of general fund)	\$3,990,720 (31.8%)

## Village of Whitefish Bay Police Department

At 14,954 residents, Whitefish Bay is the most populous of the seven North Shore communities, and is second in population density behind Shorewood. It is surrounded by Shorewood to its south, Glendale to its west, and Fox Point to its north.

The Whitefish Bay PD offers a wide array of services, including vacation house checks, medicine collection, help with car lockouts, and crime/violence prevention in the form of a neighborhood watch. The department has a bicycle unit and helps with school safety.

There were 1,965 citations and 501 arrests issued by the Whitefish Bay PD in 2021. The vast majority of citations – 1,736 (88.3%) were for traffic violations. Of the 501 arrests, 170 (33.9%) resulted in felonies or misdemeanors, including 20 for disorderly conduct and 13 each for resisting/obstructing an officer and fleeing/eluding a traffic officer.

Item	Amount
Population served	14,954
Total FTE (Sworn FTE)	27.0 (24.0)
Per Capita 2021 Crime	18.4 instances per 1,000 people
Per Capita 2021 Arrests	33.5 per 1,000 people
Per Capita 2021 Citations	131.4 per 1,000 people
2021 Personnel Spending	\$3,673,425
2021 Total Spending (% of general fund)	\$3,937,566 (34.1%)



# APPENDIX B: REQUIRED FTES TO STAFF PATROL SHIFTS

Total police FTEs and sworn officers are two ways of measuring the level of police services in a community. However, the public and policymakers are also interested in how those totals translate into actual patrols on their streets.

North Shore chiefs reported that at a minimum there are typically 15.7 patrol cars available in the North Shore as a whole and that the average number across all shifts is 20 patrol cars. However, these reports are best estimates and are not based on actual counts. Shorewood and Whitefish Bay, for example, have almost identical numbers of patrol officers, and yet Shorewood reported an average of 2.3 patrol cars and Whitefish Bay reported an average of 3.7 patrol cars. Similarly, River Hills reported two cars on patrol at all times, but with only seven officers this means that only one officer is available to cover time off for six others.

Several of the smaller departments reported that sergeants, lieutenants, and command staff may also staff patrol shifts on occasion. We estimated that the time spent by those personnel equate to 6.0 FTEs on patrol. This adjustment increases the total collective FTEs estimated to maintain current patrol capacity in the North Shore from 95 to 101.

Departments also use overtime to staff patrol shifts when necessary. Instead of counting overtime as part of patrol capacity, we assume that at projected staffing levels under either model, the consolidated department only would need minimal amounts of OT to staff patrols, and this is one piece of the reduction in the 15% reduction in overtime we cite in our modeling.

A total FTE count of 101 officers who currently patrol the North Shore and an average of 20 patrols in the North Shore at any given time suggests an FTE multiplier of 1.71, which means that for every officer, the department needs an additional 0.71 officer FTE to cover vacation and other time off. The table below converts the FTE multiplier into available hours per year and compares this ratio to those used in the four other studies we reviewed.

## Hours worked and FTE Multipliers, various studies

	ICMA	Glendale (Matrix)	North Shore (Observed)	Madison	Shorewood (Weiss)
Hours worked/patrol officer	1,664	1,367	1,209	1,101	1,087
% time off	20.0%	34.3%	41.9%	47.1%	47.7%
FTE multiplier	1.25	1.52	1.71	1.89	1.91

Note: Some studies used 3011 hours per year and others used 2080 hours per year. We converted all to 2080 hours per year. Also, studies differ in how variables are defined. In the Matrix study, time off includes court time (20 hours) and administrative workload (317 hours). The Madison PD analysis also incorporates compensatory time offset with overtime worked.

Given the range of FTE multipliers shown in the table, it is difficult to ascertain the exact number of patrol cars on average in the North Shore. However, we feel confident saying that the actual number of patrols on average ranges from 17.9 (using an FTE multiplier of 1.91) to 20 (using an FTE multiplier of 1.71). In our modeling, we conservatively use 1.91 – the highest of the FTE multipliers cited in the four studies – to calculate our staffing estimates.



# APPENDIX C: CALCULATION OF NEEDED PATROL FTEs IN MODEL 2

Model 2 has 75 patrol officer FTEs, a reduction of 20 from the current total of 95. Our estimate was calculated based on a “workload staffing model,” which is one of several ways to model police staffing. This type of analysis compares demand for service – measured by the time spent responding to community-generated calls – to the number of available patrol hours. Most of these studies cite the “rule of 60,” which suggests that no more than 60% of an officer’s time should be spent responding to community-generated calls for service, leaving 40% for proactive policing.

Calculating required patrol staffing based on a workload methodology requires analysis of the following factors:

- The number of community-generated calls, which we estimated by examining dispatch data (see **Appendix D**).
- Estimating the time per call for a community-generated call, including backup units and time to write reports (we used the highest number in the studies we reviewed, which was 59 minutes in the Matrix study).
- Applying an FTE multiplier (we use 1.91, which is the highest multiplier used in the four studies we reviewed and is therefore a conservative estimate)

The table below shows the total calls recorded in the dispatch system for 2021 by municipality. **Appendix D** details how we defined community-generated versus officer-initiated calls. It is important to note that each department uses dispatch classifications a little differently, so there may be value in further review of this breakdown. This analysis is only a first pass that gives a broad idea of staffing levels relative to demand for service.

## Community-generated and total calls for service in the North Shore, 2021\*

	Community-Generated Calls	Total Calls
Bayside	1,784	18,920
Brown Deer	6,563	16,314
Fox Point	2,698	6,232
Glendale	7,701	17,897
River Hills	1,397	5,963
Shorewood	4,033	8,804
Whitefish Bay	3,159	8,047
<b>Grand Total</b>	<b>27,335</b>	<b>82,177</b>

\* Includes 911 hang-ups

Using the community-generated call total of 27,335 and the assumptions on minutes per call and FTE multiplier noted above, we estimate that approximately 25 officers are required to respond solely to the volume of community-generated calls across the North Shore. This calculation is shown below.



**Calculation of officers needed to respond to community-generated calls only**

Community-generated calls (2021)	27,335
59 minutes/call	0.98
Total hours needed	26,879
Officers needed (@ 2070 hours/officer)	12.99
Officers needed w/FTE multiplier of 1.91	24.80

For Model 2, we used 33% as our standard for how much time patrol officers should be devoting to community-generated calls on average, leaving 67% for officer-initiated or other non-emergency response activities. This is an increase from our estimate of the current North Shore average of 24%, but still well below the ICMA “rule of 60” that would indicate 60% of an officer’s time should be spent on response to community-generated calls, leaving only 40% for officer-initiated and other activities.



# APPENDIX D: HOW WE CATEGORIZED COMMUNITY- GENERATED CALLS

The two tables below show our designations of community-generated versus officer-initiated police calls and activities based on the categories used by the Bayside Communications Center in 2021.

## Dispatch call categories designated as community-generated

- Abandoned Vehicle
- Accident – PDO
- Accident/PI
- ALS - Assault with a Weapon
- Animal Complaints
- Armed/Shooter/Weapon
- Assault/Battery
- Assist Other Agency
- Bomb Threat
- Burglar Alarm
- Burglary
- Chapter 51 Commitment
- Controlled Substance
- Death Investigation
- Disabled Vehicle
- Disorderly Conduct
- Disturbance
- Domestic Violence
- Driving Complaint
- Entry in Progress
- Entry to Vehicle
- Family Trouble
- Fight
- Fire Call – PD
- Forced Entry
- Fraud
- Gambling
- Hit and Run
- Hold Up Alarm
- Homicide
- Indecent Exposure
- Juvenile Complaint
- Milwaukee Area Investigative Team
- Missing Person



Motor Vehicle Theft  
Neighbor Trouble  
Noise Complaint  
Open Door  
Operating While Intoxicated  
Police Mutual Aid  
Probation and Parole Req  
Property Damage  
Property-Damage Unintentional  
Prostitution  
Public Asst./Investigate  
Recovered Stolen Veh  
Request for Police  
Restraining Order  
Retail Theft  
Road Hazard - PD  
Robbery  
Sex Offense / Assault  
Shots Fired  
Smart Call Up  
Suicide  
Suspicious Activity  
Telephone Complaint  
Theft Complaint  
Trespassing  
Truancy  
Vehicle Crash - I-43  
Vehicle Crash w/Injuries  
Weapons Complaint  
Welfare Check

**Dispatch call categories designated as officer-initiated or other**

\*Ride Schedule-GLPD ONLY\*

911 Hang up/error  
Auto Lockout  
Bank Deposit  
Code Violations  
Community Engagement  
Consensual Encounters  
Conveyance  
Crime Prevention  
Curfew/Loitering



Escort  
Fingerprinting  
Found Property  
Investigative Response  
Liquor Law Compliance/Vio  
Lock Out  
Lost Property  
Medication Collection  
Mental Health  
MyBlue Sector Officer Program  
Parking Complaint  
Prisoner Transport  
Repossess A Vehicle  
Solicitor Complaint  
Special Assignment  
STAT Alert  
Stolen Property-Recovered  
SUAS Utilization - GLPD only  
Subject Stop for FI  
Traffic Control  
Traffic Stop  
Vacation/Business Checks  
Warrant Pick UP

