

Village of Shorewood
Police Organization Study



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Table of Contents

<i>Village of Shorewood Police Organization Study.....</i>	4
Introduction.....	4
About Shorewood	5
Police Service Delivery in Shorewood	7
How Many Officers does Shorewood Need?.....	9
Calls for Service in Shorewood	14
Patrol Deployment in Shorewood	21
Shift Relief Factor.....	23
Criminal Investigation	24
Traffic Stops and Arrests	26
Processes for Accountability	38
Internal Investigation	38
Use of Force Review	41
Early Intervention Systems.....	42
Shorewood Police Department Policy Assessment	44
Focus Group Analysis.....	49
Community Oversight and Shorewood.....	54
Other Organizational Issues.....	56
Job Descriptions	56
Equipment.....	56
Supervisor Salary	57
Training	58
Conclusions and Recommendations	59
Appendix A: Sample Traffic Stop Data Collection Instrument	70
Appendix B: Implementation Plan	71
Appendix C: Community Feedback.....	74

Table 1 Racial Population in Shorewood 2019	6
Table 2 Part One Offenses and Arrests 2019	7
Table 3 Top Twenty CFS Types	19
Table 4 CFS Time Performance	21
Table 5 Police Officer Benefit Time Off	23
Table 6 Shift Relief Factor Calculation	23
Table 7 Criminal Investigation Case Flow	24
Table 8 2019 Self-Generated Activity	28
Table 9 Gender Distribution in Traffic Stops.....	30
Table 10 Distribution by Driver Race/Ethnicity.....	31
Table 11 Observed Data on Race and Stop Outcome	32
Table 12 Expected Outcome Race and Outcome.....	32
Table 13 CHI SQUARE Results	32
Table 14 Arrestee Distribution by Race	34
Table 15 Arrestee Distribution by Gender.....	34
Table 16 City of Residence	36
Table 17 Racial Characteristics for Arrestees from Milwaukee	37
Table 18 Racial Demographics of Shorewood Resident Arrestees	37
Table 19 Comparison of Arrest and Population Data for Black Arrestees	38
Table 20 SHPD Training 2019.....	58
Table 21 Recommended SHPD Staffing	63
 Figure 1 Village of Shorewood	6
Figure 2 Shorewood Police Organizational Chart.....	8
Figure 3 Workload Based Police Officer Time Allocation	14
Figure 4 Call Receipt and Dispatch Process	15
Figure 5 Example of CAD Entries for Traffic Stop	15
Figure 6 Examples of CAD Events Where Times are Identical	16
Figure 7 CFS by Month	17
Figure 8 CFS by Day of Week	18
Figure 9 CFS by Hour of Day.....	18
Figure 10 Distribution of CFS by Priority	20
Figure 11 Distribution of Calls for Service by Shift	22
Figure 12 Distributions of Officers and Sergeants by Shift	22
Figure 13 APD Solvability Matrix.....	26
Figure 14 Traffic Stops by Month	29
Figure 15 2019 Traffic Stops by Day of Week	29
Figure 16 2019 Traffic Stops by Hour of Day	30
Figure 17 Traffic Stop Driver Age	31
Figure 18 2019 Arrests by Month.....	33
Figure 19 2019 Arrests by Day of Week	33
Figure 20 2019 Arrests by Hour of Day	34
Figure 21 Age of Arrestees	35

Village of Shorewood Police Organization Study

Introduction

In August 2020, the Village of Shorewood, Wisconsin, engaged Alexander Weiss Consulting, LLC to conduct an organizational study for the Shorewood Police Department. The project included the following tasks:

- Assess the organizational structure of the department.
- Review job descriptions of current positions and propose modifications if needed.
- Meet with all department staff to better understand their roles and services, with the village manager's staff to learn about the organization, and with village officials about their perspectives on police organizational structure and services. Conduct forums or focus groups to learn the community's perspective on department services.
- Research services, staffing levels, work environment, policies, community engagement programs, data sharing, and compensation in comparable and neighboring communities. Provide recommendations on supervisory staff pay.
- Review current activities that support equity, diversity, and inclusion and assess how the department can expand on these activities, including through a Community Police Oversight Committee initiative proposed by the Village Board.
- Provide review and recommendations on procedures for handling community complaints and concerns about the Police Department.
- Review equipment and vehicle fleet to perform current services.
- Review current trainings offered to Police Department personnel and provide recommendations on additional trainings, especially professional development involving cultural competency and equity, diversity, and inclusion.
- Identify current policing practices influenced by systemic racism and provide recommendations for policy changes to ensure more equitable services.
- Identify how changes in parking policy may affect staffing.
- Assess financial impact for any recommendations or considerations for altering services.

- Research industry standards, best practices, and trends in policing services.
- Obtain and review any service delivery feedback (e.g., email, phone call records, social media, surveys) on police services.
- Provide short- and long-term recommendations for Village consideration.
- Perform any other research or tasks that would be relevant and valuable for the study.
- Create a final report for the village that includes analysis, findings, and recommendations for the Police Department and other general recommendations.

To accomplish this, we

- Reviewed department reports, budgets and data.
- Examined workload data.
- Interviewed elected and appointed officials.
- Interviewed police department staff.
- Gathered data from law enforcement officials in surrounding communities.
- Conducted three focus groups of residents.
- Provided interim briefing for project oversight committee.
- Provided briefings for the Shorewood Human Relations Commission and Police Commission.

About Shorewood

Shorewood is on the shore of Lake Michigan and immediately north of the City of Milwaukee. It is bordered by Lake Michigan on the east, the City of Milwaukee on the south, the Milwaukee River on the west, and the Village of Whitefish Bay to the north. The village was originally incorporated in 1900 as the Village of East Milwaukee, making Shorewood the fourth oldest suburb in the Milwaukee area. The Village is 1.59 square miles. Figure 1 presents a street map of the village.

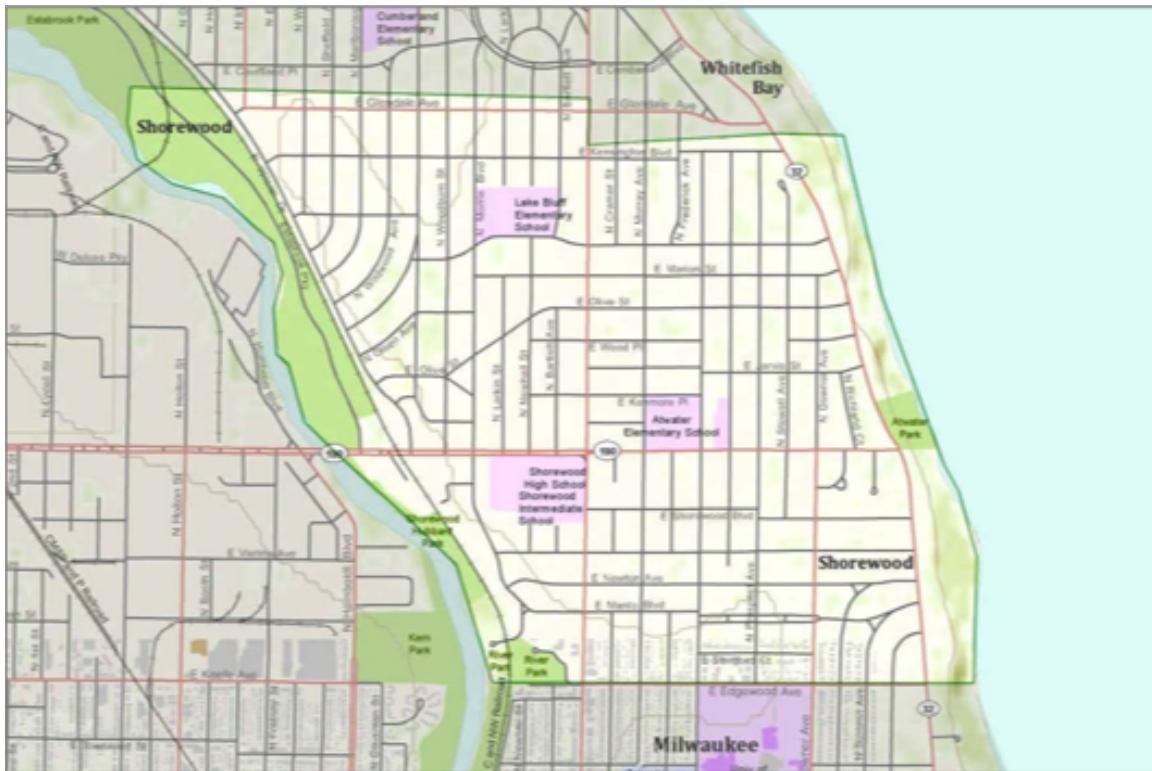


Figure 1 Village of Shorewood

The U.S. Census Bureau estimates the population of Shorewood in 2019 to be 13,145. Although the population is predominantly non-Hispanic white, the village does have substantial numbers of African American, Asian, multi-racial, and Hispanic populations. Table 1 lists the racial composition of the village in 2019.¹

Race	Percentage
White Alone (includes Hispanics)	87.4
Black/ African American Alone	3.2
American Indian/ Native	0.3
Asian Alone	5.4
Two or More Races	2.4
Hispanic/ Latino (can be of any race)	3.4
White/ Not Hispanic	85.0

Table 1 Racial Population in Shorewood 2019

¹ US Census Bureau Quick Facts, Shorewood village, Wisconsin. As of November 9, 2020: <https://www.census.gov/quickfacts/shorewoodvillagewisconsin>.

Shorewood has relatively low levels of major crimes. In 2019, Shorewood Police Department (SHPD) reported 230 Part One offenses in the Uniform Crime Reports. This rate of approximately 1,750 Part One offenses per 100,000 population was about two-thirds the rate reported for the nation as a whole.² Table 2 lists the number of Part One offenses by type, and offenses made for such offenses, in Shorewood.³ Though Shorewood clears a substantial number of Part One offenses by arrest, there are some issues it may wish to consider in prioritizing cases for investigation, as we will discuss.

Offense	Number	Arrests	% Cleared by Arrest	% Cleared by Arrest Midwest Region ⁴
Murder	0	0		
Rape	1	1	100	31
Robbery	7	2	29	24
Aggravated Assault	16	11	69	49
Burglary	28	2	7	12
Larceny	168	62	37	21
Motor Vehicle Theft	10	2	20	14
Total	230	80		

Table 2 Part One Offenses and Arrests 2019

Police Service Delivery in Shorewood

The Police Department currently has 29.5 full-time equivalent employees (FTEs), of whom 25 are sworn officers. A Police Chief and Deputy Police Chief (currently vacant) oversee the department. There are two Police Lieutenants and four Police Sergeants who serve as patrol supervisors. There are 15 Patrol Officers and 2 Detectives who are unionized. In addition, an Administrative Services Manager supervises one Public Safety Clerk and two Community Service Officers (CSOs), who fulfill parking enforcement duties and other administrative tasks.

² Federal Bureau of Investigation, *Crime in the United States*, annual. As of November 9, 2020: <https://ucr.fbi.gov/crime-in-the-u.s./>.

³ Wisconsin Department of Justice, UCR Offense Date. As of November 9, 2020: <https://www.doj.state.wi.us/dles/bjia/ucr-offense-data>. Part One arrests occurred in 2019 but may not be related to 2019 offenses.

⁴ Federal Bureau of Investigation, Percent of Offenses Cleared by Arrest or Exceptional Means, 2017. As of November 9, 2020: <https://ucr.fbi.gov/crime-in-the-u.s./2017/crime-in-the-u.s.-2017/topic-pages/clearances>.

The police department has the following mission statement.

The Shorewood Police Department recognizes that a pro-active approach to crime prevention and crime reduction is the highest priority. To obtain this the Shorewood Police Department will partner with the community to preserve peace, reduce fear, and make Shorewood a safe place to live, work, shop and play. The Shorewood Police Department is committed to working with the community to solving problems and achieving positive outcomes.⁵

The annual budget for the department is approximately \$3.9 million. Figure 2 depicts the current organization of the department.

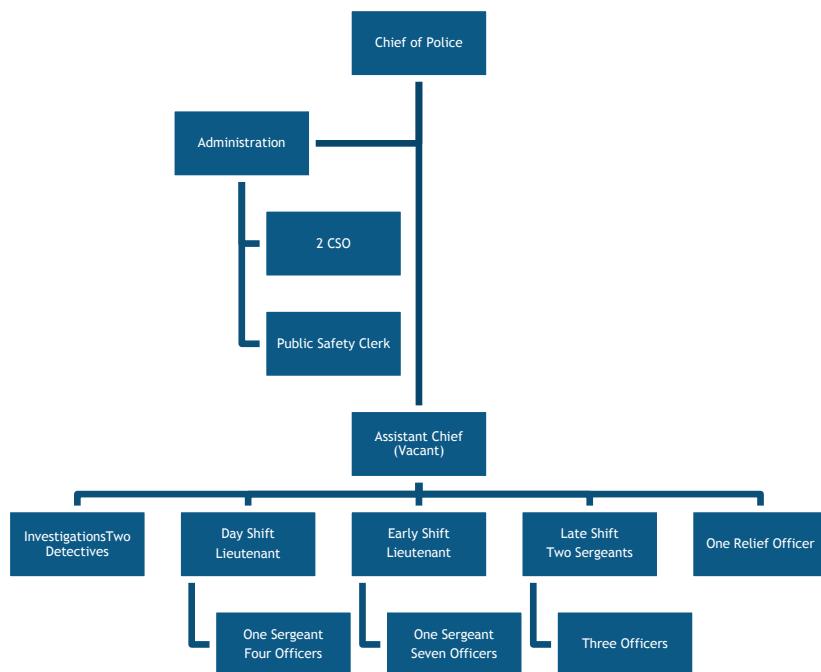


Figure 2 Shorewood Police Organizational Chart

The department uses a minimum staffing approach to patrol staffing. This requires at least one supervisor and two officers on the day and late midnight shifts, and one supervisor and three officers on the afternoon shift. If staffing falls below the specified minimum levels, then the department must engage an officer from another shift to fill the vacancy.

A Relief Shift officer has some flexibility by contract. There is no minimum staffing requirement for the Relief Shift. The Relief Shift officer can also adjust work four hours

⁵ Village of Shorewood, 2020 Budget, November 18, 2019. As of November 9, 2020: <https://www.villageofshorewood.org/DocumentCenter/View/7701/2020-Budget-Book-PDF>

either way, i.e., to work the last four hours of the Early Shift or the first four hours of the Late Shift.

How Many Officers does Shorewood Need?

In the face of increasing costs and shrinking revenues, many communities are asking how many police officers are required to ensure public safety. Put another way, what number of officers would help an agency most cost-effectively meet the demands placed on it? This is a fundamentally different question than how many officers does a community want or can a community support. Yet answering the need question effectively frames a discussion about *want and affordability*.

Unfortunately, law enforcement administrators have few resources to guide them in determining the number of officers they need. To be sure, there are multiple approaches to answering this question, ranging from the simple to the complex, each with a range of advantages, disadvantages, and assumptions.

The sections that follow highlight common staffing approaches and demonstrate how agencies may develop and use a workload-based assessment of patrol staffing needs that incorporates performance objectives for discretionary time. Where possible, workload-based approaches are superior to others in that they can help provide a better and more objective way to determine staffing needs. Additionally, comprehensive assessments for patrol help to answer a host of critical questions regarding resource allocation and deployment.

Traditionally, there have been four basic approaches to determining workforce levels: per capita, minimum staffing, authorized level, and workload-based. Each differs in its assumptions, ease of calculation, usefulness, validity, and efficiency. Each is reviewed below to provide context for developing an evidence-based approach to police staffing.

The Per Capita Approach

Many police agencies have used their resident population to estimate the number of officers a community needs. The *per capita* method compares the number of officers with the population of a jurisdiction. To determine an optimum number of officers per population—that is, an optimum officer rate—an agency may compare its rate to that of other regional jurisdictions or to peer agencies of a similar size. Although it is difficult to determine the historical origin of, or justification for, the per capita method, it is clear that substantial variations exist among police departments.

Advantages of the per capita approach include its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, are readily available and regularly updated. Per capita methods that control for factors such as crime rates can permit communities to compare themselves with peer organizations. The disadvantage of this method is that it addresses only the relative quantity

of police officers per population and not how officers spend their time, the quality of their efforts, or community conditions, needs, and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers.

Agencies using the per capita method may risk a biased determination of their policing needs. There are several reasons for this. First, a generally accepted benchmark for the optimum-staffing rate does not exist. Rather, there is considerable variation in the police rate depending on community size, region, and agency structure and type. For example, it is generally known that police rates are substantially higher in the northeastern than in the western regions of the United States. When comparing individual jurisdictions, it is not uncommon for similar communities to have per capita rates that are substantially different.

Given the disadvantages noted above as well as others, experts have strongly advised against using population rates for police staffing. The International Association of Chiefs of Police (IACP) warns, “Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions. Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data.”⁶

The Minimum Staffing Approach

The *minimum staffing* approach requires police supervisors and command staff to estimate a sufficient number of patrol officers that must be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. The use of minimum staffing approaches is fairly common and is generally reinforced through organizational policy and practice and collective bargaining agreements.

There are two principal reasons a jurisdiction may use a minimum staffing approach. First, policy makers in many communities believe a minimum number of officers are needed to ensure public safety. This may be particularly common in small communities where there are relatively few citizen-generated demands for police service yet residents expect a minimum number of officers to be on duty at all times. Second, police officers themselves may insist (often through collective bargaining) that a minimum number of officers be on duty at all times. In some communities, the minimum staffing level is established by ordinance.

There are no objective standards for setting the minimum staffing level. Agencies may consider population, call load, crime rate, and still other variables when establishing a minimum staffing level. Yet many agencies may determine the minimum necessary staff level by *perceived* need without any factual basis in workload, presence of officers, response time, immediate availability, distance to travel, shift schedule, or other performance criteria. This may result in deploying too few officers when workload is high and too many officers when it is low. To be sure, the minimum staffing level is often higher

⁶ International Association of Chiefs of Police, Technical Assistance. As of November 9, 2010: <https://www.theiacp.org/technical-assistance>.

than what would be warranted by the agency workload. Even when the minimum staffing is not workload based, it is not uncommon to hear police officers suggest that an increase in the agency's workload should warrant an increase in the minimum staffing level.

Minimum staffing levels are sometimes set so high that they result in increasing demands for police overtime. When staffing falls below the minimum standard, police managers typically must hire back officers on overtime to satisfy the minimum staff requirement. It is not uncommon for some agencies to hire back officers nearly every day due to officers taking time off for sick leave, vacations, or other reasons. Additionally, some agencies use a very narrow definition of available staffing. For example, agencies may hire back to fill a vacancy in patrol, even though there are a number of other officers on the street, including those in traffic, school resource units, and supervisors. Inefficiency increases when there are minimum staffing levels on overlapping shifts, leading to a higher number of officers on duty at a time that may not coincide with workload demand.

Most police officers, given a choice, would prefer to have more officers on the street, lending credence to a minimum-staffing model. Nevertheless, increasing the minimum staffing level will not, by itself, improve agency performance or necessarily increase officer safety. In fact, officers hired back to work extra shifts are likely to be fatigued, increasing the risk of injury to themselves or others. Minimum staffing can also decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workload demands.

Finally, in some agencies the minimum staffing level may become, by default, the perceived optimal staffing level. In these situations, agencies often use the minimum level as a method to decide, for example, whether an officer can take a benefit day off. Others build work schedules so as to ensure that the minimum level is on duty. In these situations, staffing decisions are based on meeting the minimum level rather than optimizing the available resources to meet workload demand.

The Authorized Level Approach

The *authorized level* approach uses budget allocations to specify a number of officers that may be allocated. Although the authorized level may be determined through a formal staffing assessment, it is often driven by resource availability and political decision-making. The authorized level does not typically reflect any identifiable criteria such as demand for service, community expectations, or efficiency analyses, but may instead reflect an incremental budgeting process.

The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, line staff, and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level. Additionally, unless an agency staffs above the authorized level, fluctuations in recruitment, selection, training, and attrition may lead to the actual staffing levels falling below authorized levels.

Because the authorized level is often derived independently of workload considerations, an agency may be able to meet workforce demand with fewer officers than authorized. Still, the *perception* of being understaffed, resulting when officials bemoan the department operating below authorized strength, can diminish morale and productivity and make it appear that the community is not adequately funding public safety.

The Workload-based Approach

A more comprehensive attempt to determine appropriate workforce levels considers actual police workload. *Workload-based* approaches derive staffing indicators from demand for service. What differentiates this approach is the requirement to systematically analyze and determine staffing needs based upon actual workload demand while accounting for service-style preferences and other agency features and characteristics. The workload approach estimates future staffing needs of police departments by modeling the level of current activity. Conducting a workload analysis can assist in determining the need for additional resources or relocating existing resources (by time and location), assessing individual and group performance and productivity, and detecting trends in workload that may illustrate changing activity levels and conditions. Furthermore, a workload analysis can be performed at every level of the police department and for all key functions, although it is more difficult to assess workload for some units than others. The importance of the workload-based approach to staffing is evidenced by it being codified as a standard (16.1.2) by the Commission on Accreditation for Law Enforcement Agencies: The agency allocates personnel to, and distributes them within, all organizational components in accordance with documented workload assessments conducted at least once every three years.

Learning how to conduct a workload-based assessment may be challenging for police administrators. Typical workload models are complicated and require intensive calculations. They also require decisions on a wide array of issues that are very difficult for officials and communities to make—such as how frequently streets should be patrolled—and do not uniformly account for discretionary activities, such as time for community policing and other officer-initiated activities.

Even with shortcomings, allocation models based on actual workload and performance objectives are preferable to other methods that might not account for environmental and agency-specific variables. Agencies could benefit from a more popularized workload-based methodology of staffing analysis that is easy to learn and comprehend; is employed by administrators; and, importantly, helps to effectively manage discretionary time. No single metric or benchmark should be used as a sole basis for determining an agency's staffing level. Rather, agencies should consider metrics in light of professional expertise that can place them in an appropriate practical context.

A step-by-step approach for conducting a workload-based assessment should include the following:

1. *Examining the distribution of calls for service by hour, day, and month.* Calls for service can differ by the hour of the day, the day of the week, and the month of the year. Peak call times can also differ by agency. Knowing when peak call times

- occur can help agencies determine when they must have their highest levels of staff on duty.
2. *Examining the nature of calls for service.* Reviewing the nature of calls can help better understand the work that an agency's officers are doing. Types of police work required can vary by area within a single jurisdiction and require agencies to staff differing areas accordingly.
 3. *Estimating time consumed on calls for service.* Determining how long a call takes, from initial response to final paperwork, is key to determining the minimum number of officers needed for a shift. This is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.
 4. *Calculating agency shift-relief factor.* The shift-relief factor shows the relationship between the maximum number of days that an officer can work and *actually* works. Knowing the relief factor is necessary to estimating the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers is working each day.
 5. *Establishing performance objectives.* This encompasses determining what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. For example, an agency might build a staffing model in which officers spend 50 percent of their shift on citizen-generated calls and 50 percent on discretionary activities.
 6. *Providing staffing estimates.* Staffing needs will, as noted earlier, vary by time of day, day of week, and month of year, among other variables. Agencies should distribute their officers accordingly. For example, a shift with only half the number of calls than another shift will require half the number of officers. These numbers may also vary by the type of calls, and the time and officers they require, in each shift. For example, one large urban agency assigns two officers to each unit in its evening shift, affecting the number of officers needed for units to respond to calls. Another responds to the same type of calls in different ways in different shifts (for example, sending a unit in some shifts, but requesting citizens file a report in person at a station during others).

In order to use a workload-based approach, we use a two-stage process.⁷ First, we partition officer activities into two groups: community-generated and other. Second, if we know how much time is consumed by community generated work, then we can build a model that incorporates the other activities. Figure 3 depicts this strategy. Here, we assume officers spend one-third of their time on community-generated activity and two-thirds on other activity, including officer discretionary activity.

⁷ Jeremy M. Wilson and Alexander Weiss, A Performance-Based Approach to Police Staffing and Allocation, US Department of Justice, Office of Community Oriented Policing Services. As of November 9, 2020:
<https://cops.usdoj.gov/RIC/Publications/cops-p247-pub.pdf>.

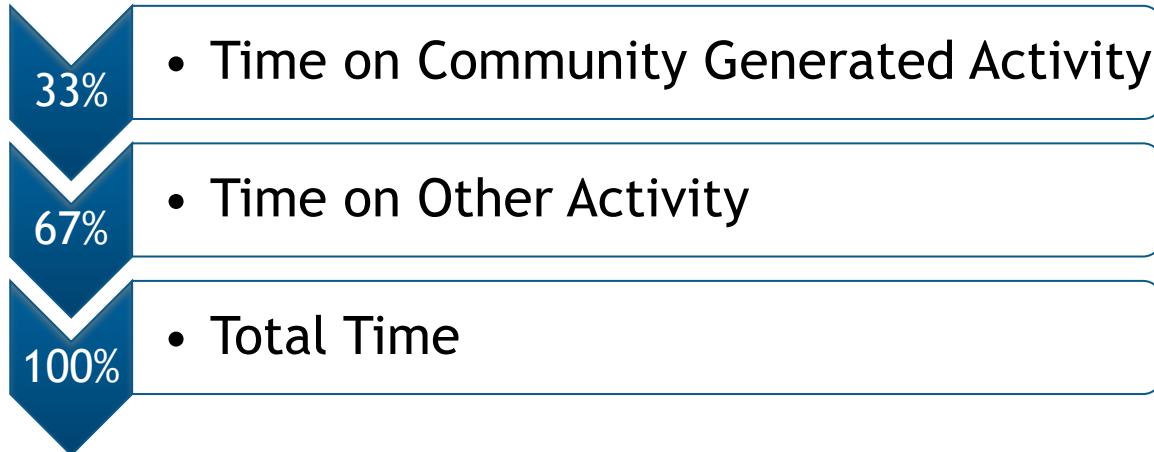


Figure 3 Workload Based Police Officer Time Allocation

Calls for Service in Shorewood

To estimate the appropriate level of officers required for the patrol division, we begin by examining “Community Generated Calls for Service.” We obtained this data from Bayside Communications. A call for service in this context is one in which someone **requests the police** (typically by phone) and one or more officers **are dispatched**. It is important to distinguish community-generated calls for service from other data. Many dispatch systems record “events” like traffic stops or building checks. They often classify these events as calls for service. It is clear, however, that these are officer-initiated activities. **The number of community-generated calls is often substantially different from the more globally used term call for service.** This is particularly true in Shorewood.

We were originally provided data on 13,558 computer-aided dispatch (CAD) events for 2019. By examining the call categories with the department, we were able to identify and eliminate from our consideration 7,998 calls that were clearly officer-generated. This left us with 5,560 events.

To further identify unique events, we examine (as we have in every similar study we have conducted) the time that the call was reported, dispatched and when the assigned officer arrived. For example, in a typical community generated call a dispatcher might receive a call at 2:00 PM about a disturbance. It takes some time to gather information from the complainant and create the call. Some systems track the time from when the phone was answered until the call is created. This is referred to as the process time. Once a call is created it can be dispatched. In some systems calls are “stacked”, or are placed in queue, until an officer is available; in others, non-urgent calls are communicated electronically to officer computers. Finally, when an officer arrives the time is recorded. Figure 4 illustrates this sequence.

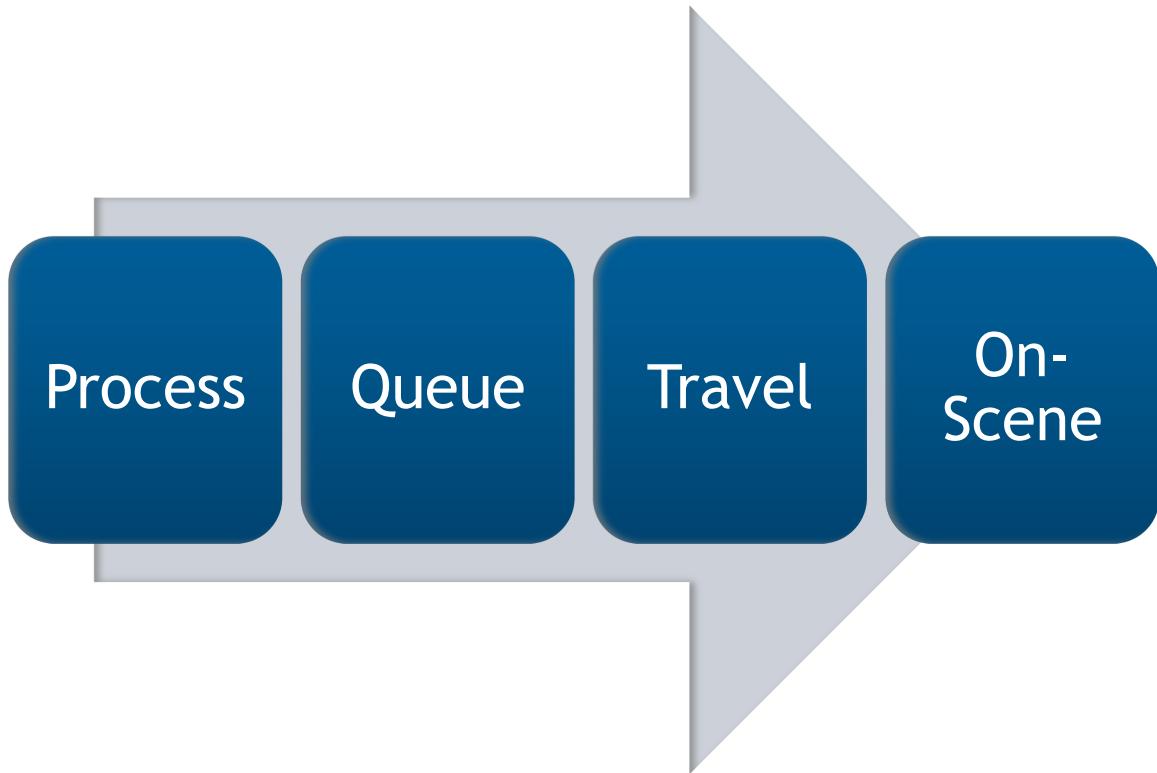


Figure 4 Call Receipt and Dispatch Process

Now consider, alternatively, an officer-initiated activity such as a traffic stop. An officer stops a vehicle and informs the dispatcher of their location and a description of the car (typically the license plate). The dispatcher must create an event for the stop. So, the report, dispatch and arrive times are the same.

Figure five is a record of a traffic stop in Shorewood. Note that the Report, Dispatch and Arrive times are identical—even to the second. We also observe that the stop ended at 1:55, after 10 minutes.

Report				Dispatch	Arrive	Finish
19- 006781	06/30/19 01:45:16	Traffic Stop	3800BLK N Maryland Ave;SH	06/30/19 01:45:16	06/30/19 01:45:16	06/30/19 01:55:21

Figure 5 Example of CAD Entries for Traffic Stop

When we screened the 5,560 CAD call events, we found that only 4,444 had unique times. Figure 6 lists some examples of problematic call for service (CFS) records.

Call#	CFS	Reported	Dispatch	Arrival	Finish
19-000645	Assist Other Agency	20/01/2019 22:25:12	20/01/2019 22:25:12	20/01/2019 22:25:12	20/01/2019 22:27:12
19-000752	Traffic Control	24/01/2019 15:10:00	24/01/2019 15:10:00	24/01/2019 15:10:00	24/01/2019 15:49:14
19-003547	Request for Police	21/02/2019 09:29:00	21/02/2019 09:29:00	21/02/2019 09:29:00	21/02/2019 09:29:00
19-001795	Police Mutual Aid	26/02/2019 00:58:11	26/02/2019 00:58:11	26/02/2019 00:58:11	26/02/2019 01:59:01
19-001830	Fraud	27/02/2019 11:34:41	27/02/2019 11:34:41	27/02/2019 11:34:41	27/02/2019 11:34:41
19-006500	Suspicious Activity	24/06/2019 05:55:49	24/06/2019 05:55:49	24/06/2019 05:55:49	24/06/2019 05:58:36
19-006505	Accident/PI	24/06/2019 10:57:08	24/06/2019 10:57:08	24/06/2019 10:57:08	24/06/2019 11:41:22
19-006511	Request for Police	24/06/2019 11:48:47	24/06/2019 11:48:47	24/06/2019 11:48:47	24/06/2019 12:24:26
19-006512	Accident – PDO	24/06/2019 12:12:11	24/06/2019 12:12:11	24/06/2019 12:12:11	24/06/2019 12:34:29
19-006520	Assist Other Agency	24/06/2019 15:17:20	24/06/2019 15:17:20	24/06/2019 15:17:20	24/06/2019 15:40:40

Figure 6 Examples of CAD Events Where Times are Identical

Note that in every one of these calls the report, dispatch and arrival times are identical. There are several possible reasons for such anomalies. For example

- Because Shorewood is relatively small, it is likely that officers may come upon incidents before the communication center has been notified. When this occurs, the dispatcher must create an event, and report, dispatch, and arrival times will be identical.
- A person may come to the station to file a report. In this case, the CAD record is created to align with the incident report.
- Shorewood officers are permitted to create events in CAD—a process we believe to be problematic.
- An event may have been entered and cancelled (perhaps it was a duplicate). Notice call 19-003547. We observe that all four times, including the finish time, are identical.
- Some officers create a CAD record for what appears to be a community-generated call for service. For example, SHPD identified 70 “parking complaints” that were officer-generated.

CAD data is often problematic, and Shorewood is no exception. The department maintains that even though these calls do not fit the definition of a community generated call, as we have defined it, they still represent events that consume officer time. We agree, and hence include some information from both data sets in parts of our analysis. But the most critical component that can be affected by this issue is that of response time—the time from when a call was dispatched until an officer arrives. **If we were to include all of these calls in all our analysis, then calls with a response time of zero would greatly skew the data and show average response times that are shorter than reality. In addition, the difference between 4,444 and 5,560 amounts to about three additional calls per day spread**

among at least seven officers, three supervisors, and in some cases community service officers.

We calculate that in 2019 Shorewood police responded to 4444 community-generated calls for service, or on average 12 calls per day, or, if one is using the expanded data on 5,560, about 15 calls per day. On days where the minimum number of officers are on duty (7 officers), we would expect each officer to handle about two calls per shift (2.1 for the larger group of calls). Since the average time on a call is thirty minutes, we would expect an officer on a typical day to spend about one hour on community generated calls. One could expect an additional hour or two for paperwork depending on the day's activities, although most calls do not require an incident report but are reconciled in the CAD event notes.

The next several figures illustrate the distribution of calls based on 4,444 CFS.

Figure 7 illustrates the distribution of calls by month. As we would expect, the peak demand occurs during the warmer weather.

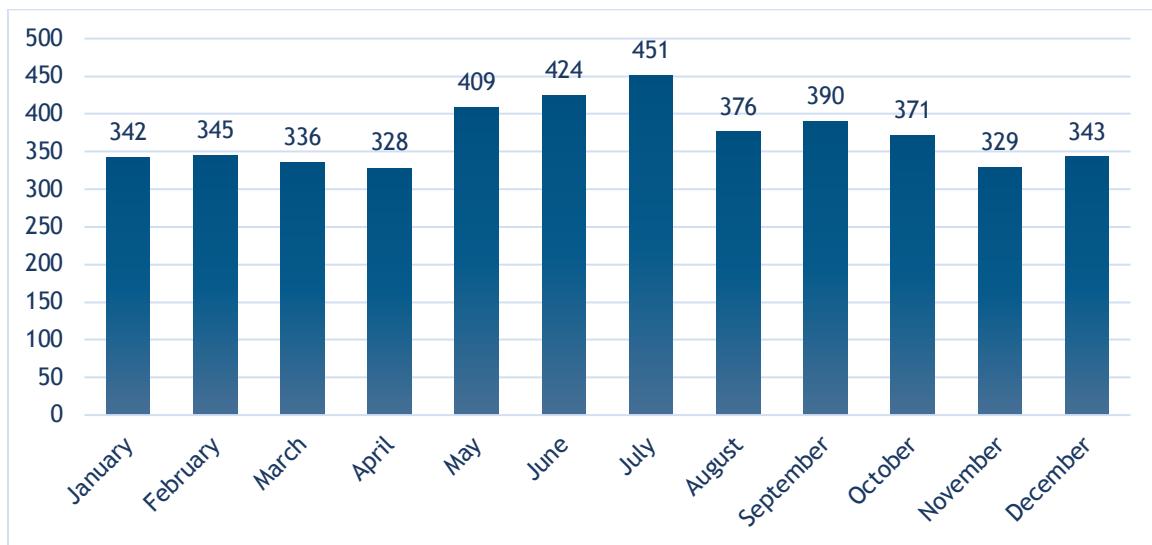


Figure 7 CFS by Month

Figure 8 shows the distribution of calls by day of week. It is unusual that an agency will have fewer calls on Saturday than on weekdays, but, as we will discuss later, this is driven, in part, by the nature of calls that Shorewood police are handling (e.g., bank deposit calls that only occur on weekdays).

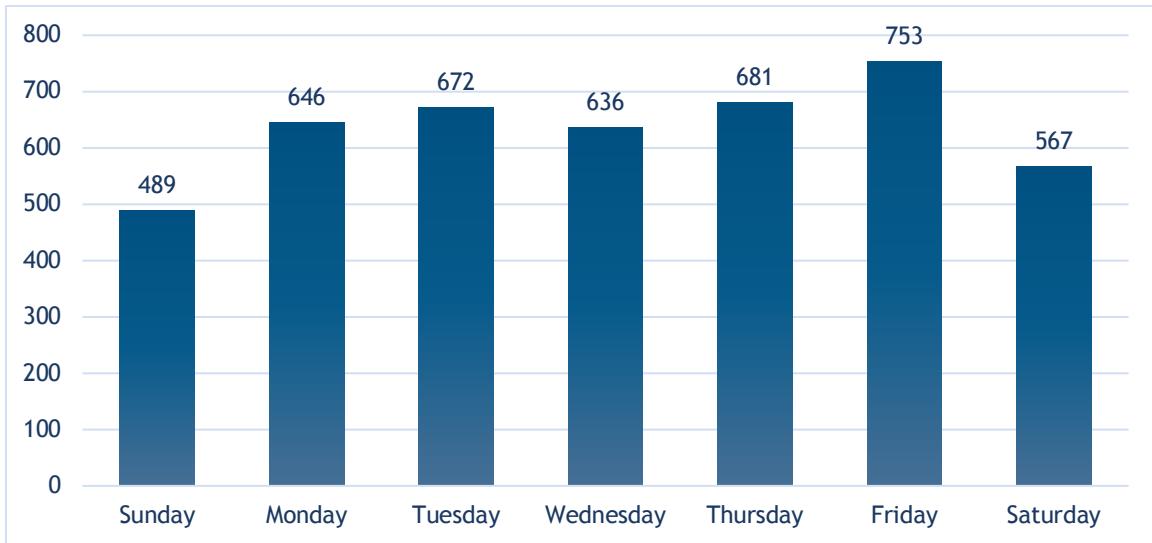


Figure 8 CFS by Day of Week

Figure 9 illustrates calls for service by hour of day. Note that the peak demand time is at 1:00 PM. This is atypical; most agencies experience peak calls in late afternoon. We are told that this is driven by the bank deposits that typically occur that time of day. Note also, that with the exception of the 1:00 PM (13) hour, over the course of the year there is, on average, fewer than one call per day during each hour.

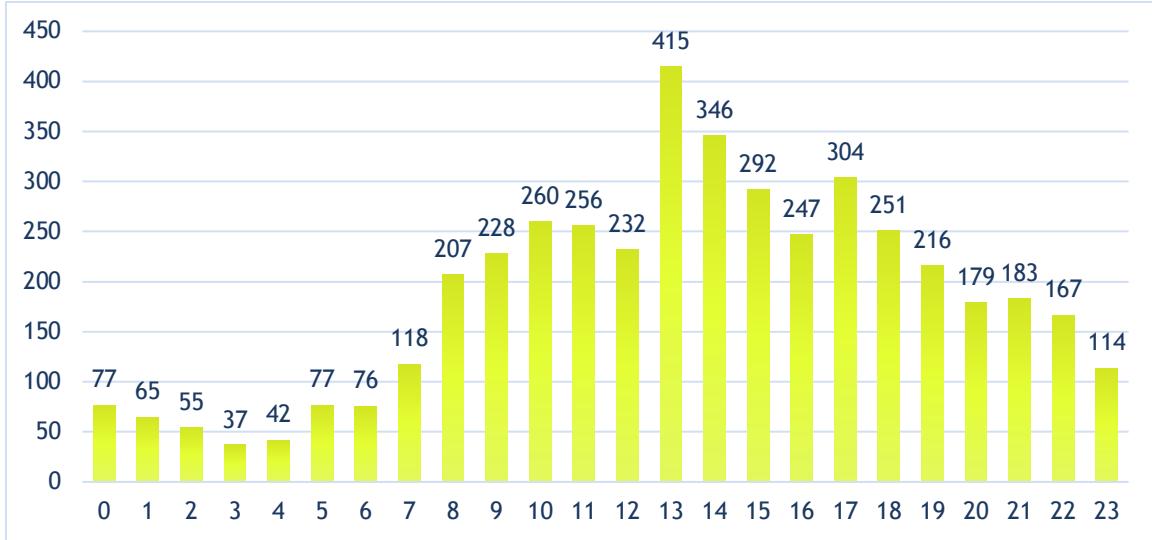


Figure 9 CFS by Hour of Day

Table 3 notes the most common types of calls that officers respond to. It includes results from both the data set with 4,444 CFS and with 5,560 CFS.

Call Types	4444CFS	5560CFS
Request for Police	505	679
Parking Complaint	484	581
Suspicious Activity	344	425
Welfare Check	342	400
911 Hang up/error	319	333
Bank Deposit	248	256
Accident - PDO	162	191
Burglar Alarm	160	163
Animal Complaints	158	168
Theft Complaint	124	137
Disorderly Conduct	112	122
Driving Complaint	111	129
Noise Complaint	92	95
Found Property	90	165
Entry to Vehicle	87	111
Auto Lockout	82	88
Retail Theft	78	83
Fire Call - PD	73	93
Hit and Run	66	70
Fraud	51	62

Table 3 Top Twenty CFS Types

There are, in our view, several categories of calls that the police should not handle. There are also police calls that could be handled by other entities or by non-sworn police staff.

First, we believe the department should discontinue bank deposits. We also believe the department should discontinue helping persons who have locked themselves out of their cars or homes except in life-threatening situations.

Second, we suggest that non-sworn staff handle many of these calls. These include parking complaints, animal complaints, found property, and property-damage-only (PDO) vehicle crashes. Combined, these four categories alone comprise about one in four calls.

Third, Shorewood may adopt strategies used in other communities to reduce false alarms. Milwaukee, for example, was an early adopter of such strategies that have proved to be highly successful.⁸

Fourth, many minor incidents, such as minor thefts not requiring an immediate police response but requiring official documentation for other purposes, could be self-reported through an on-line crime reporting system.

Shorewood may also seek to refine further its categories for future analysis. The largest category of calls, “Request for Police,” is too generic and tells us very little about the nature of these calls. SHPD should work with Bayside to refine these categories.

Shorewood uses a prioritization scheme to identify calls that require rapid response. Figure 9 illustrates how the calls fit under this rubric. As we can observe, very few calls require a rapid response.

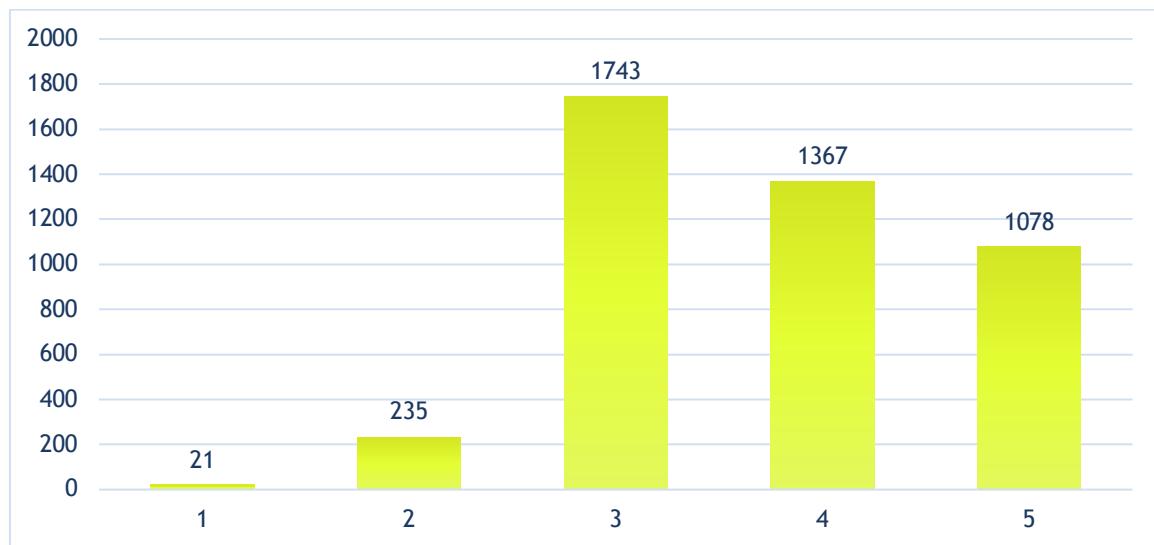


Figure 10 Distribution of CFS by Priority

We next consider time components for calls for service. There are three metrics we consider:

1. *Report to Dispatch*, the period of time from when a call is “created” in the CAD system until an officer(s) is dispatched.
2. *Travel time*, the time from dispatch to the first officer arrival at the scene.
3. *On-scene* time, the time from first officer arrival to when the final officer clears.

Table 4 illustrates our analysis. We have provided performance data for Priority One Calls and for All Calls. For all calls, the average time from when the call was created until

⁸ Salt Lake City Police Department, Verified Response Really Does Work. As of November 9, 2020: http://slcpd.com/wp-content/uploads/multiple_cities_endorse_VR.pdf

dispatch was 4 minutes and 28 seconds, and the average travel time was 6 minutes and 50 seconds, or a combined 11 minutes, 18 seconds. For priority one calls, the average time from when the call was created until arrival, that is, the dispatch to arrival times, is 4 minutes, 11 seconds—quite good by any standard.

Category	All Calls Mean	Priority One Calls Mean
Reported to Dispatch	0:04:28	0:01:51
Dispatch to Arrival	0:06:50	0:02:20
Arrival to Finish	0:24:40	0:45:23
Dispatch to Finish	0:31:33	0:47:43

Table 4 CFS Time Performance

Patrol Deployment in Shorewood

SHPD uses a three-shift staffing model. Like many similarly sized agencies, staffing is often driven by the need to meet a minimum staffing level. Importantly, even though the starting times for the shifts are part of the collective bargaining agreement, the minimum staffing is not. SHPD also cannot use a police officer to act as officer in charge in the absence of a sergeant or other supervisor. Even though this does constrain staffing it is a very positive requirement.

Figures 11 and 12 compare the distribution of calls for service on each shift with the distribution of officers by shift. From this perspective, the shifts are not well aligned with workload. However, we should consider that detectives are available on day shifts to assist when needed, and that the day shift workload includes the bank deposit runs.

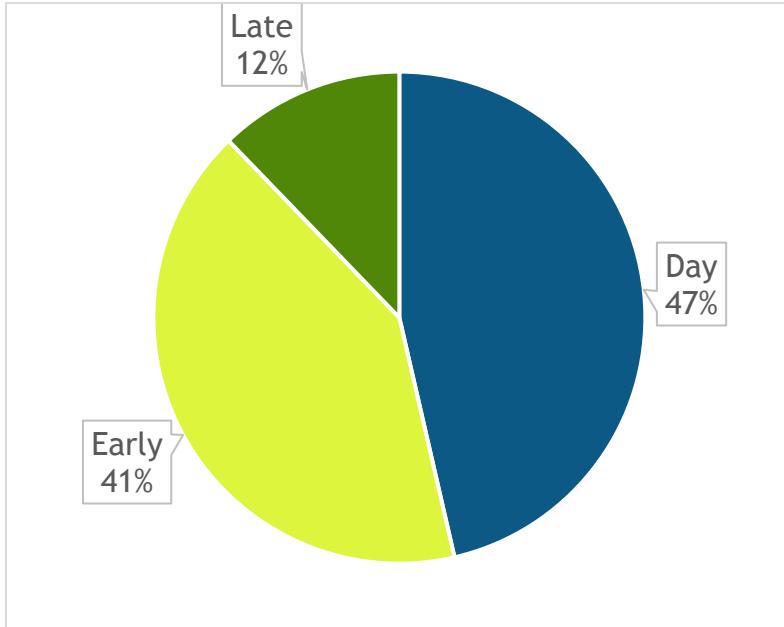


Figure 11 Distribution of Calls for Service by Shift

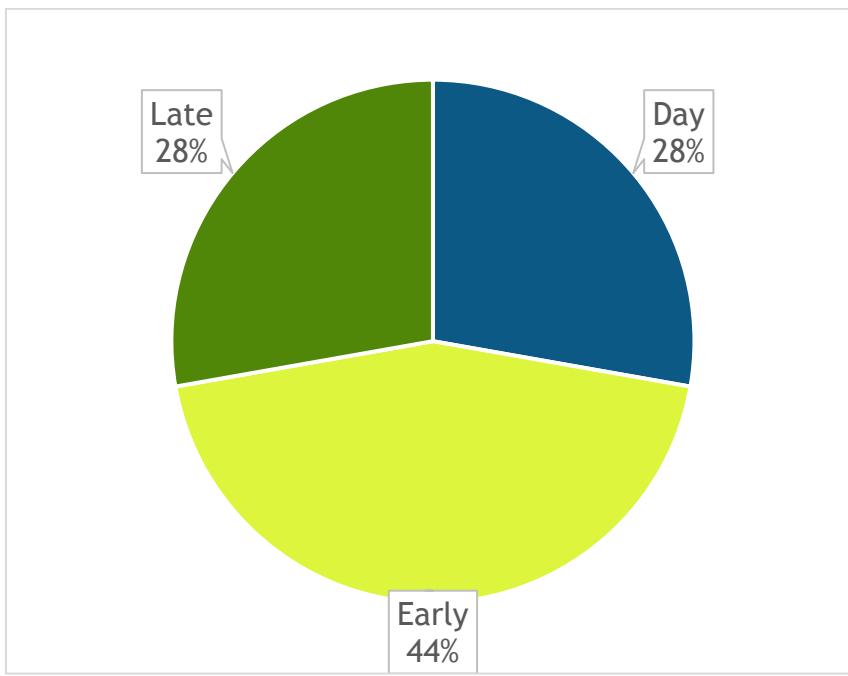


Figure 12 Distributions of Officers and Sergeants by Shift

Shift Relief Factor

Having discussed calls for service, we turn to patrol staffing estimates. An important element of the estimate is the “shift relief factor.” The shift relief factor (SRF) tells us the number of officers that should be assigned to a shift in order to ensure that the appropriate number is on duty. We calculate the SRF by examining data about officer time off such as for sick leave or vacation.

For 2019 SHPD (13 FTE) officers used benefit time off hours as shown in Table 5. The number of hours varied from 240 to 569, with an average of 408.

Officer	Hours of Benefit Time Off
1	483
2	473
3	463
4	240
5	395
6	311
7	403
8	569
9	443
10	454
11	333
12	395
13	341
Average 408	

Table 5 Police Officer Benefit Time Off

In addition, each officer attended 25 hours of in-service training. We add this to our benefit time off (BTO) calculations to identify the total time off, in hours, an average officer will have in a year, as shown in Table 6.

BTO	433
Regular Days Off	1004
Total Time Off	1437

Table 6 Shift Relief Factor Calculation

To calculate the shift relief factor, we use the following formula:

$$\text{SRF} = \frac{\text{Maximum Possible Hours}}{\text{Hours Worked}}, \text{ or } \frac{3011}{1574}, \text{ or } 1.9$$

Because SHPD does not handle enough community-generated calls for service to utilize a workload-based staffing model, it will be more likely to use the minimum staffing approach and include a shift-relief factor.

This means that for every officer that we want to be on duty we need to assign 1.9 officers to that shift. In other words, if SHPD wished to staff two officers on duty, 24/7, it would require a staff of 12 officers (4 on each shift).

Criminal Investigation

The Shorewood Police Department assigns two detectives⁹ to conduct follow-up investigations. The detectives work an eight-hour day on the following schedule:

5 On -2 Off, 5 On 2-Off, 4 On -3Off.¹⁰

Detectives are on call after hours for serious incidents. After preliminary reports are prepared, cases are reviewed by the deputy chief who decides which cases should be assigned for follow-up.

Table 7 illustrates the flow of cases from preliminary investigation to clearance by arrest.

Cases Reported in 2019	577
Number of Cases Assigned to Detectives	79
Average Time Before Case is Closed or Suspended	28 Days
Cases Cleared by Arrest	39

Table 7 Criminal Investigation Case Flow

Examining this table raises questions about unit productivity. First, only 79 reported crimes, or 14% of the total, are assigned for follow-up. This is fewer than the number of Part One Offenses (230). Second, assuming an equal distribution of cases for each detective, the annual workload is about 40 cases. Finally, only 39 crimes, or 7% of the total, are cleared by arrest.

Most law enforcement agencies face a common dilemma. The number of offenses reported to the police is more than can be assigned for follow up. Therefore, it is necessary to utilize some type of screening process to decide which cases to assign.

The assignment of cases should be based on the likelihood of solvability and the seriousness of the offense. For example, the Adams County, Colorado sheriff uses the following scheme to guide decisions.¹¹

Each day (except on weekends) a detective sergeant reviews all case reports submitted by patrol. Misdemeanor cases that have been resolved at the scene by

⁹ In the department, “detective” is a rank. We discuss this in the section of conclusions and recommendations.

¹⁰ We are told that this schedule is designed to align hours worked with patrol. It is defined by the collective bargaining agreement.

¹¹ Adams County Sheriff (CO) Staffing Analysis. Alexander Weiss Consulting, LLC

patrol receive no further attention. The remaining cases classified as priority 1, priority 2, or priority 3.

Priority 1 cases include all homicides and cases in which a patrol officer has made a felony arrest. All felony arrest cases must be filed with the District Attorney within 72 hours.

Priority 2 are cases in which either the suspect is known or there are sufficient investigative leads to investigate the case.” These leads might include:

- Known offender (not yet apprehended)
- Physical description sufficient to potentially identify the suspect
- Presence of DNA or fingerprints from crime scene
- Unique or recurring MO
- Video evidence that could lead to identification

Priority 3 cases are those that do not contain sufficient leads to be active. After the case is reviewed by a sergeant and a detective, cases may be re-classified or made inactive.

In 2015, this agency reviewed 6,500 cases. It identified 508 priority 1 cases and 1921 priority two cases. In other words, 2,429 (37% of all cases) were assigned for follow-up.

Another approach requires field sergeants to assess whether a case should be assigned for follow-up.¹² The Albuquerque Police Department (APD) scores cases on a solvability matrix illustrated in Figure 13. The threshold that defines when a case is assigned is dynamic and based on ongoing analysis of success in handling cases.

¹² Albuquerque Police Department Procedural Orders 2-60

Points	Factor	Score
10	Suspect Identified	
7	Presence of Significant Evidence	
5	Identifiable Property	
4	Suspect Vehicle Information	
3	Significant Description of Suspect	
2	Belief that crime may be solved with a reasonable effort.	
	Total Score	

Figure 13 APD Solvability Matrix

Traffic Stops and Arrests

Much of the interaction that the public has with the SHPD is through events such as traffic stops and arrests. A thorough analysis of SHPD performance should account for these interactions, including whether they are fair and proportionate across identifiable sectors of the community. Below, we examine SHPD data on traffic stops and arrests. We will describe each of these data sets and then look at whether there is evidence of racial disproportionality in the application of these police tactics.

For many years, researchers and policy makers have sought to understand the effect of race on decision-making in the criminal justice system. Such concern is well placed. U.S. incarceration rates are highest for African Americans and lowest for whites, and particularly high for black males.¹³ Such incarceration rates for African Americans are considerably higher than what one would surmise from victimization surveys.¹⁴

Such discrepancies raise questions of the effect of race on decision-making by law enforcement officers, and particularly of racial profiling, that is, “the use of race or ethnicity, or proxies thereof, by law enforcement officials as a basis for judgment of criminal suspicion.”¹⁵ As one author notes, “if police pay more attention to (are more likely to stop and/or search) members of some racial groups, then regardless of actual criminality or offending rates, those groups will bear a disproportionate share of sanctions.” Moreover, racial bias by law enforcement officers may subject innocent individuals to stops, searches and arrests.

¹³ E. Ann Carson, Prisoners in 2018, U.S. Bureau of Justice Statistics. As of November 9, 2020: <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=6846>.

¹⁴ Rachel E. Mortan and Barbara A. Oudekerk, Criminal Victimization, 2018, U.S. Bureau of Justice Statistics. As of November 9, 2020: <https://www.bjs.gov/content/pub/pdf/cv18.pdf>.

¹⁵ Jack Glaser. *Suspect Race: Causes and Consequences of Racial Profiling*. New York: Oxford University Press. 2015.

Traffic stop data is an important source of information about police-community encounters. Traffic stops are the most common form of police-initiated contact, representing about 9% of all such contacts.¹⁶ Often, a person's opinion of a law enforcement agency is affected by the nature of the traffic stop.

It is important to consider how law enforcement agencies use traffic law enforcement and how that affects community perceptions. Traffic law enforcement has always been a key component of any program to reduce traffic crashes. Evidence suggests that when it is applied at high accident locations and focused on the contributing factors it can be effective. Moreover, recent research suggests that this data-driven traffic law enforcement may reduce crime in high accident locations.¹⁷ Many communities assign officers to address traffic complaints provided by residents.

In some communities traffic law enforcement is designed, in part, to generate revenue. Such fines and fees "account for more than 10 percent of general fund revenues in nearly 600 U.S. jurisdictions" and more than 20 percent in nearly 300.¹⁸ To generate more fines, agencies may focus on equipment and registration violations. This strategy may result in high rates of stops for individuals who lack resources to address these issues. There may also be significant fees associated with these fines, even when individuals are found not guilty of any violations.¹⁹ Not surprisingly, these costs are often borne by persons of color. The inability to pay fines and fees may lead to arrest warrants, incarcerations, and driver license suspensions.²⁰

Finally, police officers may use traffic law enforcement as a "pretext" to conduct a further investigation of a vehicle or its occupants. This type of encounter is legal as long as the officer can articulate the violation that was observed.²¹ Such stops, however, can have

¹⁶ Elizabeth Davis and Anthony Whyde, *Contacts Between Police and the Public*, 2015, US Department of Justice, Bureau of Justice Statistics, October 2018. As of November 9, 2020: <https://www.bjs.gov/content/pub/pdf/cpp15.pdf>.

¹⁷ Edmund F. McGarrell, Jason Rydberg, and Alexis Norris, *Flint DDACTS Pilot Evaluation: Summary of Findings*, July 2014. As of November 9, 2020: https://cj.msu.edu/_assets/pdfs/mjsc/MJSC-FDDACTS-Summary-July2014.pdf

¹⁸ Mike Maciag, *Addicted to Fines*, *Governing*, September 2019. As of November 9, 2020: <https://www.governing.com/topics/finance/gov-addicted-to-fines.html>

¹⁹ Stacey Vanek Smith and Cardiff Garcia, *Police Fines Fund City Budgets, but At a Cost*, National Public Radio, June 19, 2020. As of November 9, 2020: <https://www.npr.org/2020/06/19/880754386/police-fines-fund-city-budgets-but-at-a-cost>

²⁰ Allison P. Harris, Elliot Ash, Jeffrey A. Fagan, *Local Budget Shortfalls Alter the Racial Disparities in Traffic Stops*, *Washington Post*, August 27, 2020. As of November 9, 2020:

<https://www.washingtonpost.com/politics/2020/08/27/local-budget-shortfalls-alter-racial-disparities-traffic-stops/>

²¹ *Whren v. United States*, 517 U.S. 806 (1996)

serious consequences for police community relations, particularly among African Americans and Latinos who were stopped much more often for investigatory purposes.²²

In 2019, SHPD captured data on 3012 traffic stops. The department emphasized to us that traffic stops are conducted relatively infrequently, particularly given the number of vehicles that travel through Shorewood. Traffic stops are the largest category of officer-initiated activity, as Table 8 shows. The number is relatively small given the total number of vehicles that travel on thoroughfares such as Capitol Drive (more than 20,000 vehicles each day, or more than 7.3 million per year), Oakland Avenue (more than 10,000 each day, or more than 3.6 million per year), and Lake Drive (more than 14,000 each day, and more than 5.1 million each year). Put another way, the relative risk of a driver travelling through Shorewood being stopped by the police is small.

CONV – Conveyance	26
CRIME - Crime Prevention	1,607
PRIS - Prisoner Transport	35
SPAS - Special Assignment	1,149
STAT - STAT Alert	1
TS - Traffic Stop	3,009
CHECK - Vacation/Business Check	2,171
TOTAL Self-generated CFS	7,998

Table 8 2019 Self-Generated Activity

Figures 14, 15, and 16 illustrate the distribution of traffic stops by month, day of week, and hour of day.

²² Charles R. Epp, Steven Maynard-Moody & Donald P. Haider- Markel, Pulled Over: How Police Stops Define Race and Citizenship 150 (John M. Conley & Lynn Mather eds., 2014). See also: Jonathan Blanks, Thin Blue Lies: How Pretextual Stops Undermine Police Legitimacy, 66 Case W. Res. L. Rev. 931 (2016)

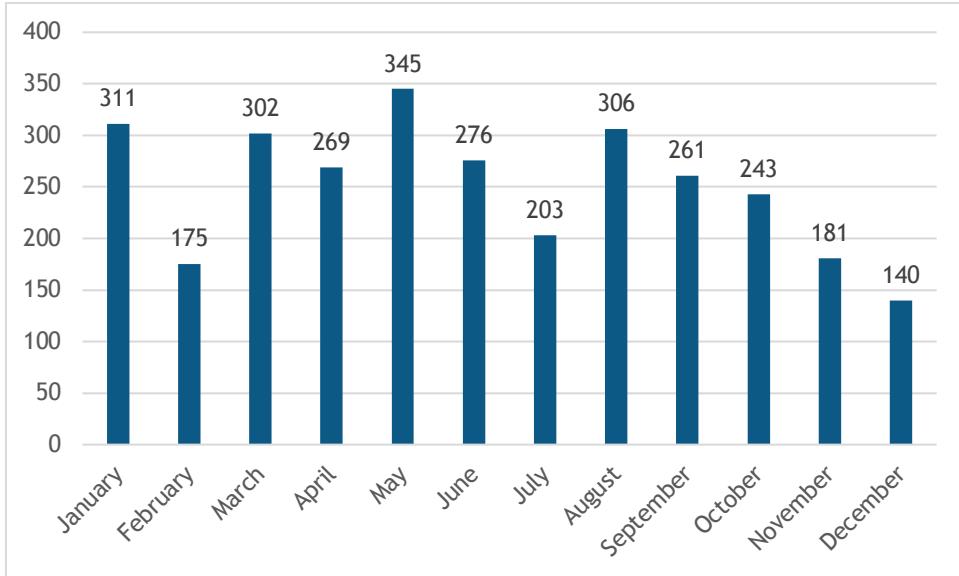


Figure 14 Traffic Stops by Month

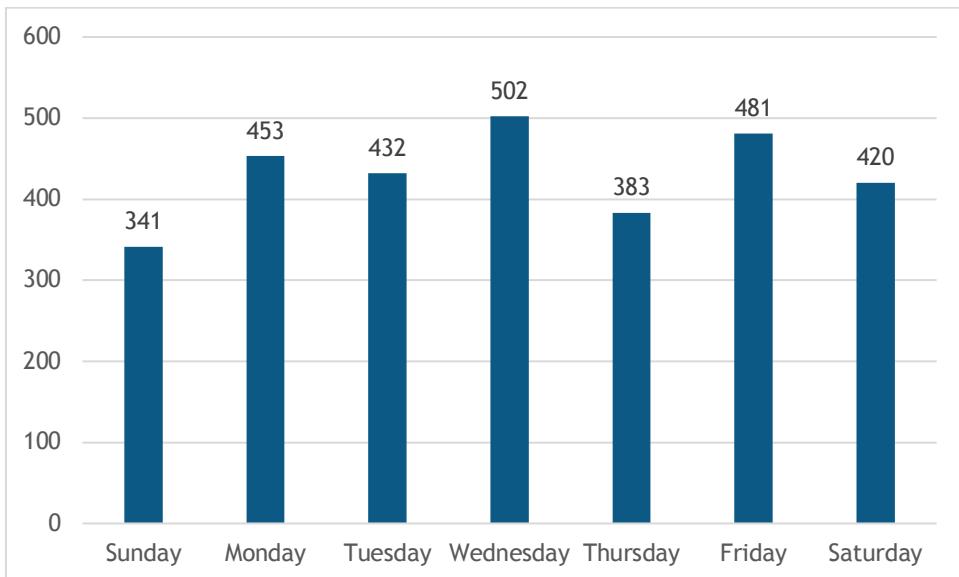


Figure 15 2019 Traffic Stops by Day of Week

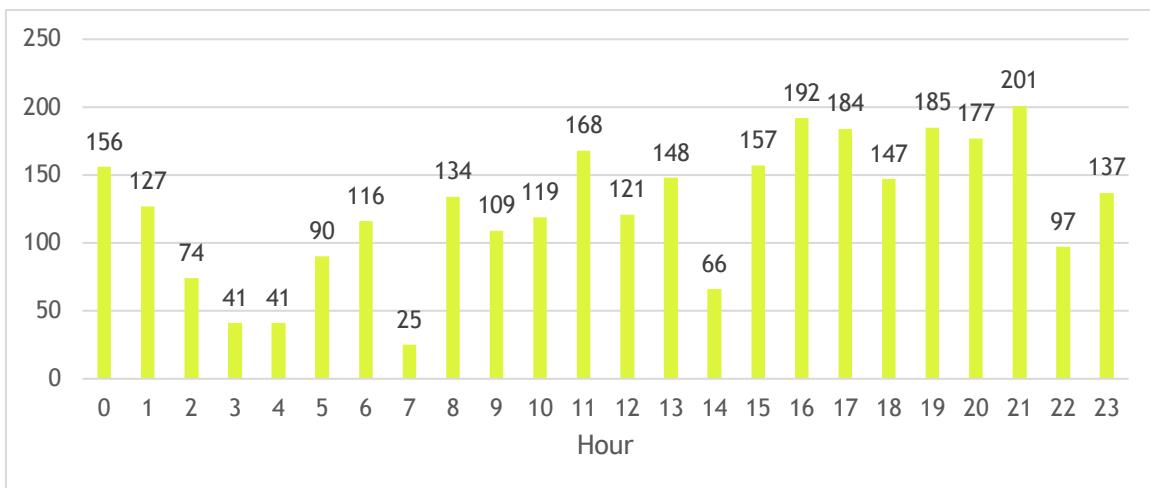


Figure 16 2019 Traffic Stops by Hour of Day

The hourly distribution is instructive. Notice, for example, that although stop levels are high during the evening commute time, they remain high until 10:00 PM (or through 2100 Hours), when traffic volumes are presumably lower.²³

Tables 9 and 10 illustrate the distribution of stops by the gender and race/ethnicity of the driver.

Gender	Count
Female	1,291
Male	1,697

Table 9 Gender Distribution in Traffic Stops

²³ The SHPD receives state funding to support overtime for enforcement of speeding, seat belts, and OWI. This probably contributes to the late evening activity.

Race	Count
American Indian/Alaskan Native	10
Asian	172
Black/African American	1,024
Unknown	1
White	1,685
Hispanic/Latino	96

Table 10 Distribution by Driver Race/Ethnicity

Altogether, we find that 57% of drivers stopped are male and 44% are members of racial or ethnic minorities.

Figure 17 shows the distribution of drivers by age.

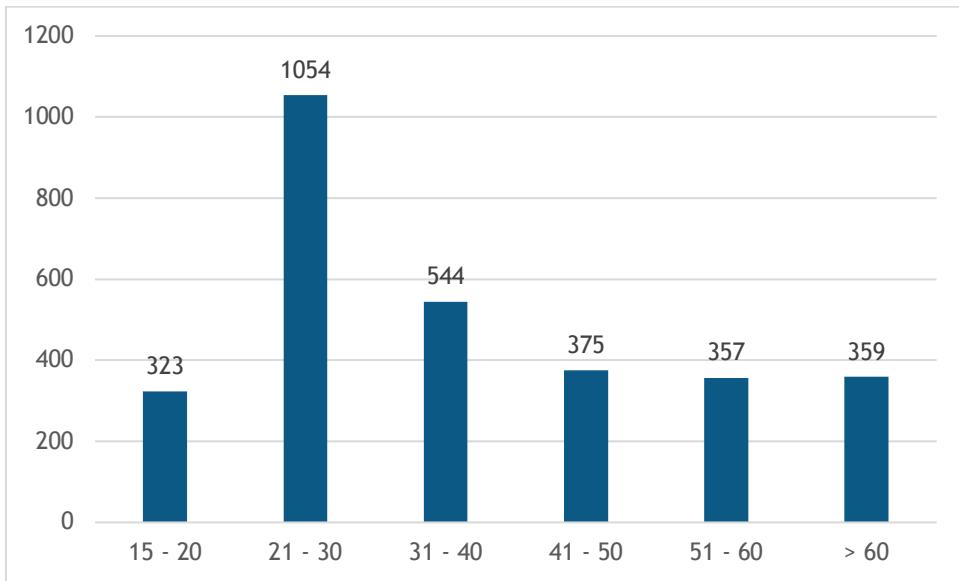


Figure 17 Traffic Stop Driver Age

Finally, we examine the relationship between race/ethnicity and stop outcome. The traffic stop file indicates whether the stop resulted in a citation or a written warning. (In some cases, written warnings were oral.) We examine this relationship through a contingency table and a Chi-Square Test. In this type of analysis, we compare the actual distribution of outcome by race and whether a stop resulted in a citation or warning.

Table 11 illustrates our observed outcomes. Note that Black drivers were cited 44% of the time (363/820), while white drivers were cited 35% of the time (522/1481).

Observed	American Indian/Alaskan Native	Asian	Black/African American	White	Total
Citation Issued	3	59	363	522	947
Written Warning Issued	5	96	457	959	1,517
Total	8	155	820	1,481	2,464

Table 11 Observed Data on Race and Stop Outcome

Table 12 shows us what the distributions would look like if race were not a factor in the outcome. For example, we would expect Black drivers to be cited 315 times, but they were cited 363 times.

Expected	American Indian/Alaskan Native	Asian	Black/African American	White
Citation Issued	3.07	59.57	315.15	569.20
Written Warning Issued	4.93	95.43	504.85	911.80

Table 12 Expected Outcome Race and Outcome

We also conducted a statistical test for this analysis, as illustrated below. We conclude that race and outcome are dependent.²⁴

Assumptions and Results	
H0	Race and Outcome are Independent
H1	Race and Outcome are Dependent
Degrees of Freedom	3.000
Chi Square (Table Value .05 Significance)	7.815
Chi Square (Calculated)	18.167
P value is Less than .05 We can reject H0	

Table 13 CHI SQUARE Results

²⁴ Because we have captured all of the traffic stop data, we can observe that there are big differences between races. The statistical test simply describes this outcome in terms of probability.

We next consider characteristics of arrests in Shorewood. In 2019, SHPD made 415 arrests, including arrests for felonies, misdemeanors, and warrant arrests from Shorewood or other jurisdictions. Figures 18, 19, and 20 show these arrests by month, day of week, and hour of day.

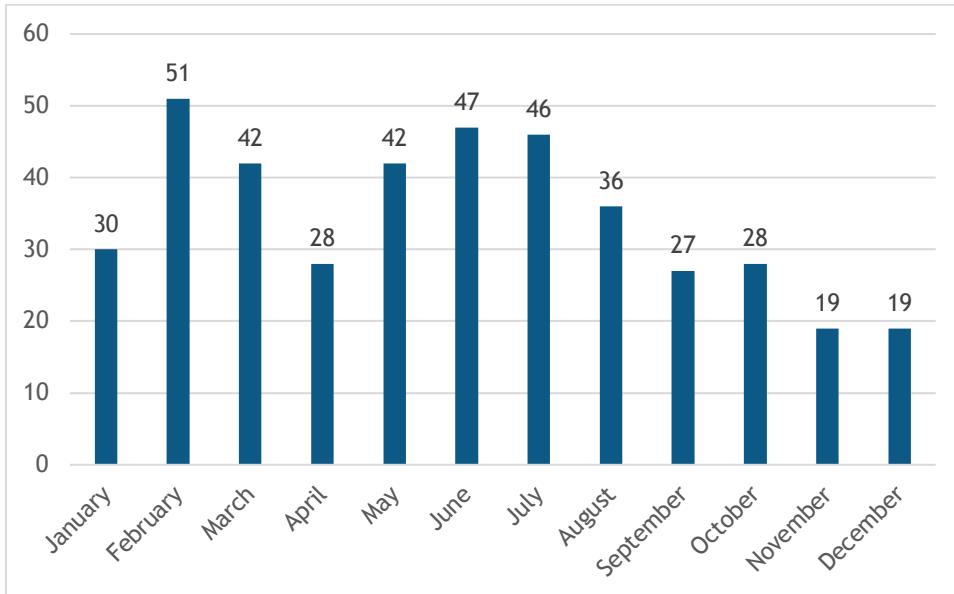


Figure 18 2019 Arrests by Month

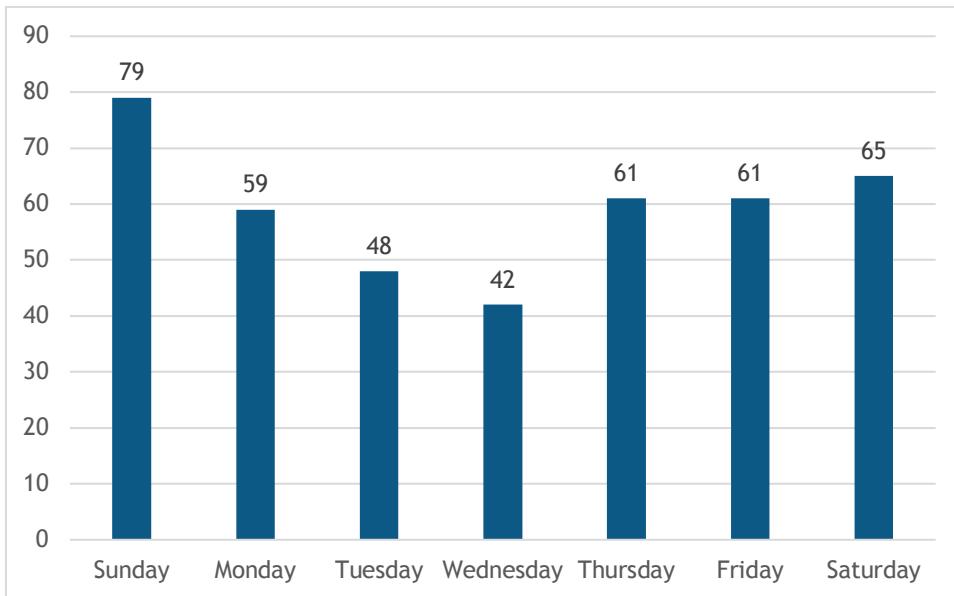


Figure 19 2019 Arrests by Day of Week

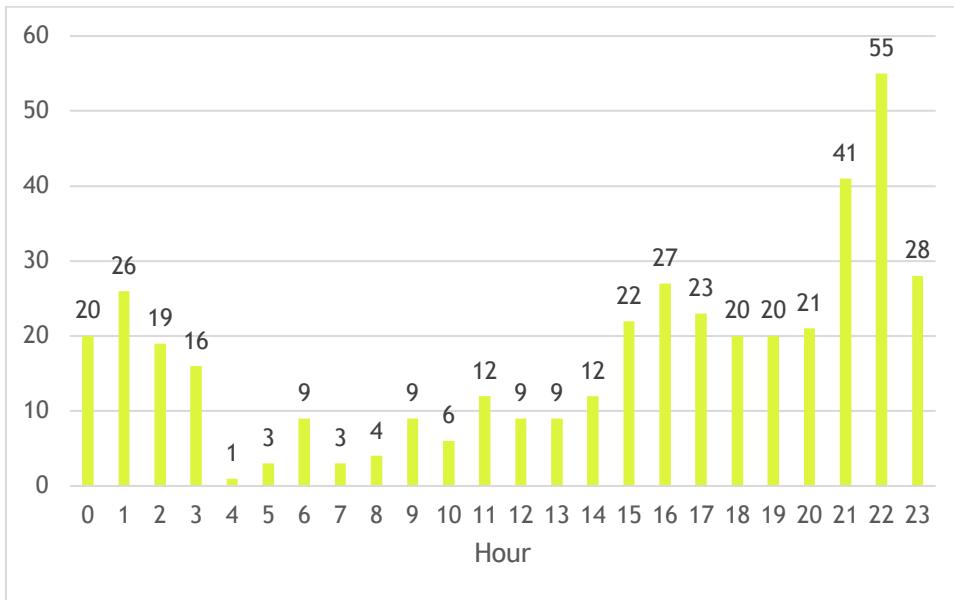


Figure 20 2019 Arrests by Hour of Day

Tables 14 and 15 show the demographics of arrestees. Note that 56% of arrestees are minority, and 69% are male.

Race	Count
American Indian/Alaskan Native	3
Asian	7
Black/African American	202
Unknown	3
White	182
Hispanic	18
Total	415

Table 14 Arrestee Distribution by Race

Gender	Count
Female	130
Male	285
Total	415

Table 15 Arrestee Distribution by Gender

Figure 21 illustrates the age of arrestees.

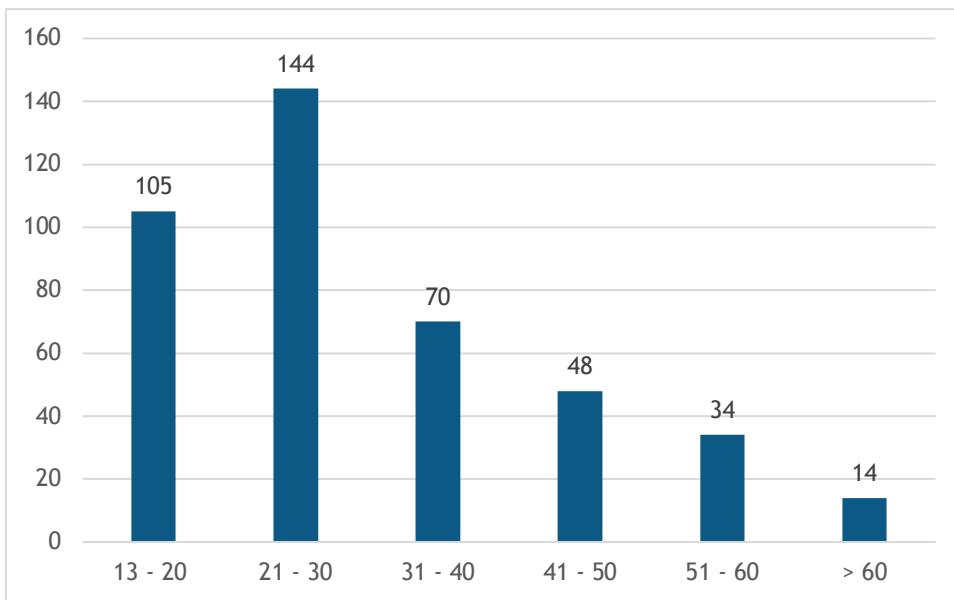


Figure 21 Age of Arrestees

Table 16 notes the residence city of arrestees.

Barrington	1
Battle Creek	2
Bayside	3
Bellwood	1
Brookfield	3
Brown Deer	4
Chicago	1
Delafield	1
Fox Point	1
Franklin	1
Glendale	11
Grafton	1
Greenfield	1
Hartland	1
Kenosha	1
Melrose Park	1
Menomonee Falls	1
Mequon	2
Milwaukee	250
Morristown	1
Mt Pleasant	1
Muskego	1
New Berlin	4
Oak Creek	1
Oklahoma City	1
River Hills	1
Shorewood	94
St. Louis	1
Sussex	1
Waukegan	1
Waukesha	2
Wauwatosa	6
West Allis	6
Whitefish Bay	5

Table 16 City of Residence

We observe that 60% of the arrestees have a home address in Milwaukee, and 23% have a home address in Shorewood.

We tested whether there was evidence of racial disproportionality for these two groups of arrestees. Table 17 shows the racial demographics for arrestees from Milwaukee and Table 18 shows the same information for Shorewood. Among Milwaukee residents arrested by the SHPD, 74% are Black, while the Black population of Milwaukee is 39%. Among Shorewood residents arrested by the SHPD, 11% are Black, while the Black population of Shorewood is 3.2%.

Race	
American Indian	2
Black	184
White	64
Total	250

Table 17 Racial Characteristics for Arrestees from Milwaukee

Race	
American Indian/Alaskan Native	1
Asian	6
Black/African American	10 ²⁵
Unknown	2
White	75
Total	94

Table 18 Racial Demographics of Shorewood Resident Arrestees

One way to consider this data is to find the likelihood that residents of these communities are arrested and the effect of race on that likelihood. Table 19 shows for Milwaukee and Shorewood the African American percentages of Shorewood arrestees, of population, and the ratio of these percentages. If race were not a factor in the decision to arrest, we would expect the percentage arrested would be close to the population percentage and the ratio in the last column to be approximately 1. We find that Milwaukee African Americans are about 1.9 times as likely to be arrested in Shorewood as their population numbers would suggest, and Shorewood African Americans are about 3.6 times as likely.

²⁵ Two persons were cited but appeared in the arrest file.

Community	% of Arrests	% of Population	Ratio % of Arrests / % Population
Milwaukee	26%	39%	1.9
Shorewood	11%	3%	3.6

Table 19 Comparison of Arrest and Population Data for Black Arrestees

Processes for Accountability

Law enforcement agencies have several processes to ensure accountability in their work, whether in answering community service calls or enforcing the law against suspected violators. They are also coming under increasing pressure to ensure professional conduct, transparency, and accountability in their work. Police managers have several tools to ensure accountability of the force. In this section, we discuss three and their application in Shorewood. These are

- Internal Investigation
- Use of Force Review, and
- Early Intervention Systems

Internal Investigation

As we gathered information about policing in Shorewood, we were struck by an incongruity. Many of the people we spoke with expressed dissatisfaction with the police; some told us about specific cases in which, in their view, the police had acted improperly. Some elected officials reported having received numerous complaints about the police and indicated that they passed these complaints onto Village officials or to the chief of police.

Nevertheless, when we examined the complaint files, we found only three complaints for 2018, and three for 2019, and some of these were generated internally. There was clearly a disconnect between the way in which residents complained about the police to us and the relative paucity of complaints in the official files. In our view, there are three critical issues to explain this incongruity: the handling of informal complaints, the process for filing formal complaints, and communication channels for resolving issues.

Any complaint procedure is only as good as the relationship between the police and the community. One organization has suggested that

Filing a complaint against a police officer should be relatively easy with as many access points as possible. The types of complaints that an agency chooses to accept will have major implications on staffing needs, system costs, and case processing delays. A lot will depend on the nature and level of distrust of police and/or a lack of confidence in

the ability of the police to treat complaints objectively and take their complaints seriously.²⁶

Handling informal complaints can be problematic for law enforcement agencies. Consider the following example. A resident comes into the station to complain that during a traffic stop an officer was discourteous. In most agencies a supervisor would be notified to meet with the complainant and allow the complainant to express their objections. In Shorewood, the supervisor might ask the person whether they want to file a formal complaint. If so, then the supervisor will initiate the complaint process. If not, the next steps depend on the supervisor. The supervisor may pass an account of the incident to a member of the command staff, or he may enter a summary of the incident into the agency early intervention system. There is a possibility that there will be no record of this incident, and that without a formal complaint there will be no record in the internal affairs database. This is not consistent with best practices.

The Fox Point (WI) Police Department offers an alternative process worth consideration. Department directives note

Supervisor Responsibility: The supervisor receiving the complaint will conduct a preliminary investigation to determine if a violation of department directives, rules, regulations, or state statutes has actually occurred. If the preliminary investigation leads the supervisor to believe the complaint is a minor complaint that stems from a misunderstanding, the supervisor may attempt to mediate and resolve the misunderstanding. If the citizen is satisfied with the explanation, no further investigation is required. The supervisor that receives this minor complaint will complete the online documentation for Receipt of Citizen Complaint.²⁷

The second component of the complaint process is the ways in which complaints can be filed. SHPD has published a brochure about how to file a complaint. It is available on the department website. While instructive, we think that parts of the brochure should be reconsidered.

The best practice in law enforcement is to actively encourage complaints. For example, consider how the Boise (ID) Police Department internal affairs division instructs residents:

We encourage your feedback as we strive to maintain our high standards, and welcome your recommendations about the service we provide, your commendations of police employee performance, or your complaints about the actions of any department

²⁶ National Association for Civilian Oversight of Law Enforcement, What Types of Complaints Should Be Accepted, 2016. As of November 10, 2020:

<https://www.nacole.org/complaints>

²⁷ FOX POINT POLICE DEPARTMENT DIRECTIVE 11.1-2020

member. To file a commendation or complaint, please fill out the form below or call (208) 570-6160.²⁸

By contrast, the SHPD pamphlet says:

“The Village of Shorewood welcomes constructive criticism of the Police Department or valid complaints about its members or procedures.”

This implies that the department has set a floor for what it considers to be a reasonable complaint. What, after all, is constructive criticism? The department should just accept the facts about the incident and commence the investigation.

The next paragraph in the brochure suggests the factors that will influence the investigation:

“Police officers must be free to use their best judgement to take action in a reasonable, lawful and impartial manner without fear of reprisal. At the same time, they must strictly observe the rights of all people.” Again, this places the burden of proof on the complainant.

The complaint form is available at SHPD and online. The first paragraph states:

“The Shorewood Police Department takes seriously all complaints regarding the service provided by the Department and the conduct of its members. The Department will accept and address all complaints of misconduct in accordance with policy and applicable federal, state and local law.”

This statement describes a more robust, open approach than the brochure but confounds the process by addressing “all complaints of misconduct in accordance with policy and applicable federal, state and local law.” It is not clear what policy or applicable law may be.

There is no mention on the form that the complaint can be submitted anonymously. Rather, the form instructs the complainant that, “Pursuant to Wis. Stats. Section 946.66(2), whoever knowingly makes a false complaint regarding the conduct of a law enforcement officer is subject to a Class A forfeiture.” A signature is then required. The statute, however, does not require the complainant to acknowledge notification of the warning. In our view, this signature request may be viewed as intended to discourage filing the complaint.

²⁸ Boise (ID) Police, Office of Internal Affairs. As of November 10, 2020:
<https://www.cityofboise.org/departments/police/office-of-internal-affairs/>

Finally, there is no capability to file this complaint on-line, and this should be an option. In Seattle, for example, there are online complaint forms for both regular and anonymous complaints.²⁹

Persons receiving a traffic citation in Shorewood, which, as noted, is one of the most common interactions that police have with the public, receive an instruction sheet with information about how to commend or complain about an officer. This information, however, does not mention how citizens might file anonymous complaints.

The third component of the complaint process is communications channel. In Shorewood, this particularly includes making sure that village officials, both appointed and elected, report complaints about the police to the department promptly. It is, of course, unreasonable to hold the department responsible for events that it does not know about.

This problem can be addressed rather easily. Whenever officials learn about a complaint, they should inform the complainant of their rights and describe the process for filing a complaint. If complainants choose not to file a formal complaint, then officials should ensure that a summary of the complaint be forwarded to the SHPD and included in the department's internal affairs and Early Intervention System.

Use of Force Review

SHPD requires that officers who use force in their course of their duties prepare a memorandum describing the circumstances and justification for the use of force. The memorandum is then reviewed by senior staff. This process is in keeping with best practices. The department should be praised for defining the pointing of a weapon as a use of force, particularly when this requirement is often resisted by police labor organizations. In 2019, there were 47 use-of-force investigations. The department determined that all these uses of force were in compliance with policy.

There are three things that we believe could improve this procedure. First, after reviewing the officer's memorandum about the use of force, the senior staff prepares a cover sheet. We suggest that the department prepare a memorandum describing the process of evaluation (e.g. body cameras, witnesses, 911 recording) and attach it to the record.

Second, we believe the outcomes should be better defined such as this example from the Washington DC Police Department:

- Justified, Within Departmental Policy
- Justified, Policy Violation.
- Justified, Tactical Improvement Opportunity
- Not Justified, Not Within Departmental Policy

²⁹ Seattle Office of Police Accountability, File a Complaint. As of November 10, 2020: <https://www.seattle.gov/opa/complaints/file-a-complaint>.

Finally, the SHPD should publish an annual use of force report that describes the types of force used; the gender, race, and city of residence of those on whom force was used; and the outcomes of the use of force.

Early Intervention Systems

Early Intervention Systems³⁰ (EIS) have been used in policing since the 1970s. The theory behind this strategy is that significant officer misconduct does not normally appear without warning. That is, there were often signs that the officer was experiencing issues but they were too subtle to be readily noticed.

Samuel Walker, a key scholar in the development of EIS has described them as follows:

Early intervention systems (EIS) are an important new police accountability tool. They are a required reform in all of the Justice Department consent decrees and settlement agreements. EIS are designed to identify officers with patterns of problematic performance and then subject each officer to an intervention designed to correct his or her performance.

An EIS is a computerized data base of police officer performance indicators, including uses of force, citizen complaints, arrests, traffic stops, officer discipline records, use of sick leave, and others. Each department (or the negotiated consent decree) can determine how many and which indicators to incorporate into its system.

Each EIS system utilizes a formula for identifying officers with patterns of problematic conduct. A peer officer comparison system is widely used. In this approach, officers are identified because they have higher number or problematic indicators than other officers working the same assignment.

Interventions to improve officer performance can include counseling by supervisors about the officer's performance, retraining on areas of police conduct where a problem seems to exist, or professional counseling to address an officer's personal problems (e.g., substantive abuse, family issues).³¹

The types of incidents that are tracked will vary by agency but here is a list suggested by the International Association of Chiefs of Police:³²

- Complaints – both from the public and other employees
- Body-worn camera or dash camera footage

³⁰ These are sometimes referred to as early warning systems.

³¹ Samuel Walker, Early Intervention systems. As of November 10, 2020: <https://samuelwalker.net/issues/early-intervention-systems/>

³² International Association of Chiefs of Police. Early Intervention Systems, May 2020

- Disciplinary actions
- Documented performance counseling/redirection sessions
- Intimate partner assault
- Domestic incidents
- Personal issues affecting work-related performance (e.g., divorce, death of a family member)
- Motor vehicle collisions
- Pursuits – both vehicular and foot
- Lawsuits and claims
- Assaults on the officer
- Reports of individuals resisting arrest or the employee filing resisting arrest charges
- Use of force reports
- Leave usage
- Criminal arrests made
- Traffic stops conducted
- Investigative stops initiated
- Injury on duty
- Loss or damage of agency equipment, to include motor vehicles
- Firearm discharge
- Commendations and awards
- Response to critical and/or traumatic incidents
- Agency rule violations
- Training activity
- Evidence and/or property seizures
- Criminal investigations of employees
- Secondary employment
- Worker's compensation claims.

SHPD previously used a software package to store this data, but in the interest of reducing costs dropped the platform and built an internal system. This internal system tracks the incidents but does not flag problem officers, nor is there a threshold at which action is taken.

Most agencies use a software package for their EIS program. The National Police Foundation has suggested that

The most important functions of an EIS are flagging capacity, evaluation of situational factors, time parameters, and documenting remedial actions, tools or resources provided, and/or monitoring steps taken. In addition, an EIS should have the capacity for examining not only individual and group performance, but performance of supervisors as well.³³

Shorewood Police Department Policy Assessment

The SHPD has policies and procedures to address many of the operational issues it faces. We reviewed these as part of our overall analysis. The Shorewood Police Department Policy and Procedures are also available on the agency website.

The SHPD Policy Manual includes the Law Enforcement Code of Ethics and the SHPD Mission Statement. Although there is a section for Goals & Objectives, it has not been completed. Altogether, the manual lists 138 policies. These are divided by chapter, as listed below.

1. Law Enforcement Authority/ 4 policies
2. Organization and Administration/ 7 policies
3. General Operations/ 40 policies
4. Patrol Operations/ 29 policies
5. Traffic Operations/ 7 policies
6. Investigation Operations/ 6 policies
7. Equipment/ 4 policies
8. Support Services/ 8 policies
9. Custody/ 3 policies
10. Personnel/ 30 policies

We closely reviewed areas that have traditionally resulted in high liability risk to agencies and their communities. These policies cover some of the more important functions of a police department. How an officer performs in a high-risk situation will depend, in part, on the department's policy, training, and supervision. The focus of this review is to provide comments and suggestions on the SHPD's high-risk policies. Portions of the policies are highlighted along with our comments and suggestions. Our review is based primarily on:

³³ National Police Foundation, Best Practices in Early Intervention Implementation and Use in Law Enforcement Agencies, CALEA. November 2018.

1. United States Department of Justice Special Litigation Section/ Conduct of Law Enforcement Agencies.
2. The President's Task Force on 21ST Century Policing:
https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf
3. Civil Litigation pertaining to use of force, officer-involved shootings, complaint investigations, training, policy, supervision, jail operations, auditing, mental health, and police standards.

Use of Force – 300

COMMENT & RECOMMENDATION: There are only two definitions provided for the entire policy. All terms within the policy, such as “seriousness” and “conducted energy device” (CED), should be defined to ensure personnel understand and comply with the provisions of the policy.

300.2.1 – Duty to Intercede

Wisconsin Defensive and Arrest Tactics Manual (DAAT) System

COMMENT & RECOMMENDATION: The DAAT System should be added as an attachment to the policy.

300.7 – Supervisor Responsibilities

“When a supervisor is able to respond to an incident”

COMMENT & RECOMMENDATION: Use of force incidents require the full attention of a police agency and specifically of a field supervisor. Current policy does not mandate a supervisor to respond to the incident scene but, with the words “is able,” allows the supervisor discretion. We recommend a supervisor respond to all use of force incidents in order to assess the force encounter and agency policy. We suggest changing the language to read: “A supervisor will respond to a use of force incident scene.”

300.9 – Training

Officers will receive periodic training on this policy and demonstrate their knowledge and understanding.

COMMENT & RECOMMENDATION: The word “periodic” is vague and open to interpretation. Specificity, such as semiannual or annual training, is preferred and ensures personnel receive training.

303 – Conducted Energy Device

Members carrying the CED should perform a spark test to the unit prior to every shift.

COMMENT & RECOMMENDATION: Change “should” to “shall.”

303.8 – Supervisor Responsibilities

When possible, supervisors should respond to calls when they reasonably believe there is a likelihood the CED may be used. A supervisor should respond to all incidents where the CED was activated.

COMMENT & RECOMMENDATION: Remove the first sentence. Replace “should” with “shall” in the second sentence. It is very important for a supervisor respond to all CED deployments. While the CED is a less-lethal tool for use of force, a supervisory response is required to ensure the officer’s use of force is aligned with agency policy and applicable laws.

303.9 - Training

Proficiency training for personnel who have been issued CEDs should occur every year. A reassessment of an officer’s knowledge and/or practical skill may be required at any time if deemed appropriate by the Deputy Chief of Police. All training and proficiency for CEDs will be documented in the officer’s training file.

COMMENT & RECOMMENDATION: To ensure compliance with SHPD Policy, remove the word “should” and insert “shall.” This language change will ensure annual CED training.

Personnel Complaints – 1010

Shorewood’s Personnel Complaint Policy 1010.3.3

1010.3.2 SOURCES OF COMPLAINTS

The following applies to the source of complaints:

- (a) Individuals from the public may make complaints in any form, including in writing, by email, in person or by telephone.*
- (b) Any department member becoming aware of alleged misconduct shall immediately notify a supervisor.*
- (c) Supervisors shall initiate a complaint based upon observed misconduct or receipt from any source alleging misconduct that, if true, could result in disciplinary action.*
- (d) Anonymous and third-party complaints should be accepted and investigated to the extent that sufficient information is provided.*
- (e) Tort claims and lawsuits may generate a personnel complaint.*

COMMENT & RECOMMENDATION: The SHPD should consider providing facilities within the village for accepting complaints. For example, the SHPD could provide secure drop boxes in the public library and other municipal locations that are convenient to the public.

The SHPD should strive to ensure all anonymous complaints are investigated to the fullest extent. Anonymous complaints should be treated similarly to signed complaints, with the assigned investigator exhausting all investigative techniques.

1010.4.1 - COMPLAINT FORMS

Personnel complaint forms will be maintained at the police facility and be accessible through the department website. Forms may also be available at other Village facilities.

Personnel complaint forms in languages other than English may also be provided, as determined necessary or practicable.

COMMENT & RECOMMENDATION: Available complaint forms should reflect the diversity of the community. The SHPD should provide complaint forms in all languages spoken within the village by residents and visitors. (The Census Bureau estimates that 16.5 percent of Shorewood residents use a language other than English at home.) Complaint forms should also be available to those with vision impairments.

The SHPD should provide interpretation services for those who cannot communicate outside of their native language. If the SHPD does not have in-house personnel who can interpret for the individual, then the department should contract for interpretation services as needed.

1010.6.2 - Administrative Investigation Procedures

(h) The interviewer should record all interviews of members and witnesses. The member may also record the interview. If the member has been previously interviewed, a copy of that recorded interview should be provided to the member prior to any subsequent interview.

COMMENT & RECOMMENDATION: Replace “should” with “shall.”

1010.6.5 COMPLETION OF INVESTIGATIONS

Every investigator or supervisor assigned to investigate a personnel complaint or other alleged misconduct shall proceed with due diligence in an effort to complete the investigation within a reasonable amount of time based upon the complexity of the investigation.

COMMENT & RECOMMENDATION: To ensure a complaint investigation is completed in a timely manner, the SHPD should consider defining a reasonable completion time for a complaint investigation. An approximate and acceptable time period to complete a complaint investigation is normally 60 to 90 days. There are circumstances when an investigation will exceed this time. In such circumstances, the investigator should document the reason(s) for the additional required time to complete the investigation. Establishing a specific timeline will provide an accountability process to ensure the investigator is completing the investigation in a timely manner and is responsive to the complainant.

1010.6.6 NOTICE TO COMPLAINANT OF INVESTIGATION STATUS

The member conducting the investigation should provide the complainant with periodic updates on the status of the investigation, as appropriate.

COMMENT & RECOMMENDATION: A common problem in the police community is not keeping a complainant updated on the progress of their complaint. As noted, some individuals find it very difficult to file a complaint against a police officer. Once they file a complaint, they sometimes are frustrated by not knowing the status of their complaint. A

complainant should, at a minimum, be provided a monthly update on the status of their complaint. A personal phone call is the preferred method to communicate the monthly update. At the conclusion of the investigation, the department should send the complainant the final disposition of the complaint and note whether any discipline was imposed.

1010.14 RETENTION OF PERSONNEL INVESTIGATION FILES

All personnel complaints shall be maintained in accordance with the established records retention schedule and as described in the Personnel Files Policy.

COMMENT: The retention schedule with specific time periods should be listed in this policy. Shorewood Police Department Policy 1013 – Personnel Records states it is the policy of this Department to maintain personnel records and preserve the confidentiality of personnel records pursuant to the Constitution and laws of Wisconsin (Wis. Stat. § 19.36(10)). The citation specifically states: *(10) Employee personnel records. Unless access is specifically authorized or required by statute, an authority shall not provide access under s. 19.35 (1) to records containing the following information, except to an employee or the employee's representative to the extent required under s. 103.13 or to a recognized or certified collective bargaining representative to the extent required to fulfill a duty to bargain under Ch. 111 or pursuant to a collective bargaining agreement under Ch. 111:*³⁴

If there is a collective bargaining unit agreement (CBA), the CBA and retention schedule should be inserted into the policy.

Vehicle Pursuits – 306

306.3.1 WHEN TO INITIATE A PURSUIT

Officers are authorized to initiate a pursuit when it is reasonable to believe that a suspect is attempting to evade arrest or detention by fleeing in a vehicle that has been given a signal to stop by a peace officer (Wis. Stat. § 346.03; Wis. Admin. Code § LES 3.07(1)(a). Extended pursuits of violators for misdemeanors, municipal violations, and traffic offenses are discouraged.

306.3.2 WHEN TO TERMINATE A PURSUIT

Pursuits should be discontinued whenever the totality of objective circumstances known or which reasonably ought to be known to the officer or supervisor during the pursuit indicates that the present risk of continuing the pursuit reasonably appears to outweigh the risk resulting from the suspect's escape (Wis. Admin. Code § LES 3.07(1)(c)).

COMMENT & RECOMMENDATION: Police pursuits are inherently dangerous to the officer, pursued driver, and innocent bystanders. The department should strongly consider its risk tolerance regarding police pursuits. It may want to consider allowing pursuits only for serious felony type incidents such as pursuing a violent offender. Every pursuit must be approved by a supervisor. The department will need to further review its “risk tolerance”

³⁴ <https://docs.legis.wisconsin.gov/statutes/statutes/19/ii/36/10>

regarding policy restrictions and how much risk the village and department can tolerate regarding civil litigation, property damage, and injury and potential death of individuals.³⁵

Property & Evidence – 801

801.9 INSPECTIONS OF THE PROPERTY AND EVIDENCE SECTION

On a monthly basis, the Investigation Division supervisor shall inspect the evidence storage facilities and practices to ensure adherence to appropriate policies and procedures.

- (a) *Unannounced inspections of evidence storage areas shall be conducted annually, as directed by the Chief of Police.*
- (b) *An annual audit of evidence held by the Department shall be conducted by a Division Commander, who is not routinely or directly connected with evidence control, as assigned by the Chief of Police.*
- (c) *Whenever a change is made in personnel who have access to the Property and Evidence Section, an inventory of all evidence/property shall be made by an individual not associated with the Property and Evidence Section or function, with the assistance of the new personnel, to ensure that records are correct and all evidence property is accounted for.*

COMMENT & RECOMMENDATION: This section is well done and accords to industry standards such as those of the Commission on Accreditation Law Enforcement Agencies (CALEA).

Focus Group Analysis

To further understand attitudes toward and issues regarding the SHPD, we conducted three focus groups via Zoom with residents and other community stakeholders. These focus groups, held September 3, 2020, discussed attitudes toward and perspectives on the police department as well as the major issues and concerns. Below we highlight the main issues/themes discussed by the focus groups and make specific recommendations based on feedback and concerns.

Issue 1: Community Policing and Community Outreach

The community members that participated in the focus groups said that the police department will engage the community informally by participating occasionally in community events. Some community groups also noted they had participated in the police ride-along program. Nevertheless, it was clear that participants wanted significantly more opportunities to informally interact with the department. Most residents claimed there is little contact between the department and residents and few opportunities to interact informally with officers. Residents want to know more about what is happening in the department and opportunities to raise concerns and collaborate with the department to solve problems.

³⁵ Police Vehicle Pursuits, 2012-2013, US Department of Justice, Bureau of Justice Statistics, May 2017. As of November 10, 2020:

<https://www.bjs.gov/content/pub/pdf/pvp1213.pdf>

Recommendations

There is a need to design a broader community interaction strategy with the main goal of building stronger relationships with residents and visitors. Considering the size of the village and availability of discretionary time of the officers, focus group participants thought the department was missing opportunities for more frequent informal community interaction.

It was not surprising that the residents who attended the focus group raised a variety of different concerns about problems in their community. These included drug issues, concerns about automobile break-ins, stolen bikes, and communication problems. Having consistent and informal meetings and interactions with citizens will allow the department to learn more directly about citizen concerns and priorities. It may be challenging to get systematic community input without a formal block club/neighborhood association structure, but asking the police to organize or establish such meetings does not require the commitment of significant personnel. These meetings would be an important first step for improving police-citizen communication and interaction. Some specific recommendations on improving police-citizen communication follow. Other strategies, of course, are also possible.

1. Organize and host community events to connect with the community. These events should be scheduled often and publicized. Such events take time and effort, but they are critical to building relationships with community. Currently, there are certainly some limitations and concerns to having such meetings during the pandemic. When it is safe to do so, these focused strategies to connect with the community and understand the concerns of the community will produce significant results. We recommend establishing monthly or bi-monthly community meetings. These meetings would be critical for exchanging information, understanding concerns, and establishing community priorities. The police department can discuss initiatives, goals, and strategies, and receive input from the community. There are other more intimate ways to gather and share information (e.g., “Coffee with a Cop” programs) as well as for the community to get to know officers and for officers to learn more about community concerns.

There are two critical elements of successful community policing initiatives. First, such strategies should focus on enhancing community engagement. The goal needs to be collaboration between the police and community working to identify and respond to key community problems. This requires that community members be active participants in enhancing community safety and that officers think about their role in preventing crime. Devising strategies to improve neighborhood conditions, conducting door-to-door visits to discuss personal safety, and assisting in providing social services are important ways to improve trust between citizens and law enforcement. Second, community policing features problem solving. Problem-solving focuses on being proactive in responding to crimes by more systematically understanding the characteristics of a particular problem, developing responses, and then evaluating the results. For example, a number of

residents discussed concerns about stolen bicycles. Police departments have a ready-made example of how to respond to bike theft.³⁶

2. It would make sense for officers to do all or part of their shifts on bike or foot patrol. Several focus group participants complained about an “aggressive level of policing,” “using military like equipment” (SUVs, assault weapons), and “not knowing the community.” Bike and foot patrol is a cost-efficient way to increase informal interactions between the police and public. Again, the key is to consider how to most effectively use such patrols, and to do them strategically—in specific areas, at particular times of the day, and in appropriate weather.
3. Another inexpensive but effective way to engage the public and share information is through communication outreach. Departments should have a public information dissemination strategy with a specific individual (sworn or nonsworn) responsible for sharing information via public media, newsletters, and social media (e.g., Twitter, Facebook, Instagram). In this way, departments could share information about crime patterns, particular events, public safety announcements, and new initiatives.

Issue 2: Racial Bias and Disparities in Police Response

One of the concerns raised in each focus group was disparities in the enforcement of law and the differential treatment of minorities. Minorities feel that they are specifically targeted, that interactions between minorities and the police are handled differently, and that levels of satisfaction and mistrust are much higher among minorities. Members of the focus group shared specific examples of disparities in treatment. There was also a common perception among all focus group participants that minorities were more likely to be stopped, questioned, and treated more harshly by law enforcement. Some of these concerns might have been increased because of recent protests across the country, but the participants provided specific concerns on which local data also provides some context.

Recommendations

There is a significant need to share information, better understand problems that need to be addressed, and identify whether the priorities of the department are consistent with concerns of the minority community. It is critically important to prioritize specific strategies that engage the minority community. Our recommendations include both community outreach and organizational strategies.

1. Establish better communication channels with minority community leaders (e.g., business, service, religious) and with residents. These connections will promote information sharing, help in understanding community resources that are available, and provide a better understanding of issues to address. Moreover, these leaders will be critically important for department efforts to build and establish trust and to address any crises that may arise. Such efforts can also help increase the number of informal

³⁶ Shane D. Johnson, Alden Sidebottom, and Adam Thorpe, *Bicycle Theft*, Center for Problem-Oriented Policing, 2008. As of November 10, 2020: <https://popcenter.asu.edu/content/bicycle-theft-0>

interactions between officers and minority residents and improve understanding of resident concerns and needs.

2. There are several organizational changes that should occur in order to address concerns about differential police response. These include

- a. Systematic evaluation of police responses using data. The department needs to rely more on the data being collected on police responses to understand the patterns of offending in the community and whether responses and outcomes disproportionately impact minorities. These data should be used by the department to solve and respond to problems and identify issues of concern, but they should also be made available to the public so that an understanding of the nature of the response is based on empirical data and not perceptions.³⁷
- b. Continued efforts to recruit and retain minority officers. Minority officers are underrepresented in most police organizations. Recruiting and retaining such officers is also a significant challenge. Diversifying the police department will increase understanding of the Shorewood community and introduce opportunities to improve relationships with the minority community. It will also help build trust in the community, which is critical to the overall mission of the department. Some strategies that have proven to be effective for other departments in recruiting minority candidates include specific marketing campaigns for such candidates, partnering with community-based organizations and schools, attending community events hosted by minority organizations, and partnering with minority leaders to achieve recruitment goals. At present, the SHPD has one African American officer, one Hispanic officer, one Ukraine Immigrant officer, one Native American officer, one Hispanic Public Safety Clerk, and one African American Administrative Manager.
- c. Training of Police Officers. The department could also address differential police response by enhancing its training. Police officers are more likely to stop, cite, and arrest minority suspects than white suspects. Minority citizens who are unarmed are more than twice as likely to be killed by police as unarmed white citizens. Research on these topics note a significant need for police organizations to better understand differential response, acknowledge potential biases, and implement responses. Training about racial profiling and implicit bias can be another important focus area.

Overt prejudice in a response is easy to identify, but police organizations should also consider how implicit biases impact the attitudes and actions of individuals in different circumstances. Implicit bias is formed unintentionally but influenced by actions and interactions with others. Corporations, universities, and criminal justice agencies have sought to identify the sources of implicit bias and implement policies that improve

³⁷ It appears that the data necessary to build a useful information system is being collected, with the exception of data about race and traffic stops (see Appendix). What is lacking is a user interface that can integrate the data into department operations.

responses. Training alone cannot eliminate implicit bias, but it can be an important first step and be effective in combination with other changes. In particular, training can help law enforcement officers improve their decision-making, which in turn can help mitigate implicit biases.³⁸

Issue 3: Responding to Citizen Complaints and Concerns

Citizens discussed an unwillingness to report concerns because of fear of retaliation, having their names linked to a complaint, or not understanding how to file a complaint. In addition, there is evidence that many residents did not make complaints directly to the police department but shared their concerns with other officials who may or may not have been shared them with the police. The critical issue here is transparency and response to citizen concerns. The quality of police-citizen interaction is highly correlated with citizen satisfaction/dissatisfaction. It is also helpful to know that it is not generally necessary to respond quickly to all calls or in some cases for an officer to respond at all, but it is absolutely critical that residents have some platform to raise their concerns and believe that their concerns matter.

Recommendations

The current complaint collection system is not being used frequently by citizens and was not well known by the focus group participants. We discussed earlier the need to enhance communication efforts and processes for filing a complaint. There are other ways to collect complaint information, such as anonymous tip lines or from direct contact with residents during community meetings. A second part of this concern is how the agency responds to these complaints. Some participants in our groups reported that they did file complaints but it was not clear to them how an issue was resolved. Most residents who were involved in the complaint process said that the issue was addressed but they did not have interactions with the police to know what had happened. Here, it would be important to develop a transparent process for evaluating and responding to these complaints. It would make sense to include citizens as part of the process, with such citizens also being part of the decision-making in adjudicating the complaints.

³⁸ See Lorie Fridell and Hyeyoung Lim, Assessing the Racial Aspects of Police Force Using the Implicit- and Counter-bias Perspectives, *Journal of Criminal Justice*, 44: 36-48, 2016; Katherine B.

Spencer, Amanda K. Charbonneau, and Jack Glaser, Implicit Bias and Policing, *Social and Personality Psychology Compass*, 10 (1): 50-63, 2016; and Tiffanie Wen, Is It Possible to Rid Police Officers of Bias? BBC, (as of November 10, 2020: <https://www.bbc.com/future/article/20200827-is-it-possible-to-rid-police-officers-of-bias>).

Community Oversight and Shorewood

Many communities are grappling with the critical issue of police reform and accountability. Shorewood is no different. There are organized efforts to have greater citizen input into police policymaking and discipline.³⁹ In this section we review this important issue.

To begin, we should consider that, in a formal sense, police accountability is built into our system of government. That is, residents of a community elect officials who in turn write law and who through processes such as hiring and budgeting can, ostensibly, ensure that the police agency does the right things.

Unfortunately, in some places this approach has failed to achieve the desired effect. In the 1950's, for example, there was widespread corruption in many police organizations.⁴⁰ Moreover, police chief careers were often tied to local politics. It was not uncommon for the election of a new mayor to result in the appointment of a new police chief, even when the incumbent chief was performing well.

In response, many communities sought to make their law enforcement agency less susceptible to political influence. One approach to doing so was the council-manager form of government in which the city council appointed a city manager to serve as chief administrative officer. In some council-manager communities, it is improper for elected officials to contact members of the police department directly; instead, they must do so through the city manager.⁴¹ The City of Milwaukee offered its police chief essentially life time tenure in order to reduce political influence on the police department, but the results of that approach were decidedly mixed.⁴²

Other cities turned to other means to ensure greater police accountability and community trust. Several cities, including Los Angeles, Chicago, Detroit, and Kansas City, Missouri, established civilian police commissions or boards that played a role in the selection of the chief, policy development, and discipline.

³⁹ "A Proposal for A Community Oversight Board for the Shorewood Police" Shorewood Moving Forward, Shorewood Solidarity Network.

⁴⁰ Jay Maeder, NYPD Corruption Scandal: the Harry Gross Affair, *New York Daily News*, August 14, 2017. As of November 10, 2020:

<https://www.nydailynews.com/new-york/nypd-corruption-scandal-harry-gross-affair-article-1.819147>

⁴¹ Melanie M. Poturica and David A. Urban, A City Council Member's Role with Respect to Individual City Employees, Western City, March 1, 2007. As of November 10, 2020: <https://www.westerncity.com/article/city-council-members-role-respect-individual-city-employees>

⁴² Ronald Howard Snyder, Chief for Life: Harold Breier and His Era, Ph.D. Dissertation, University of Wisconsin - Milwaukee, 2002. As of November 10, 2020: <https://dc.uwm.edu/etd/549>

Over time, cities developed a variety of civilian oversight classification systems. Such models were typically one of three types. These were

1. The investigation-focused model involves routine, independent investigations of complaints against police officers, which may replace or duplicate police internal affairs processes, though non-police civilian investigators staff them.
2. The review-focused model concentrates on commenting on completed investigations after reviewing the quality of police internal affairs investigations. Recommendations may be made to police executives regarding findings, or there may be a request that further investigations be conducted. A review board composed of citizen volunteers commonly heads this model, and they may hold public meetings to collect community input and facilitate police-community communication.
3. The auditor/monitor model focuses on examining broad patterns in complaint investigations including patterns in the quality of investigations, findings, and discipline rendered. Further, in some cities that use this model, auditor/monitors may actively participate in or monitor open internal investigations. This model often seeks to promote broad organizational change by conducting systematic reviews of police policies, practices or training, and making recommendations for improvement.⁴³

In our view, Shorewood is seeking greater oversight for several reasons. First, ironically, there are so many entities that have a role in police oversight it is difficult to know where best to direct one's concerns. For example, Shorewood is served by

1. Village Board of Trustees
2. Village Board of Trustees Public Safety Committee
3. Shorewood Village Administration
4. Shorewood Police Commission
5. Shorewood Human Relations Commission
6. Shorewood Police Department.

Each of these groups plays a role in police department affairs.

Second, the village is unable to produce information, particularly statistical data, that informs residents about police agency performance. For our study, for example, we encountered a significant amount of difficulty in obtaining police data about the kinds of things that every agency should have readily available. This difficulty, in our view, is largely the fault of the software vendor, but this lack of data creates the impression that the department is not being transparent.

⁴³ Darrel W. Stephens, Ellen Scrivner, and Josie F. Cambareri, *Civilian Oversight of the Police in Major Cities*, US Department of Justice Office of Community Oriented Policing Services, 2018.

Finally, our review suggests that the police department does not receive sufficient policy guidance from elected and appointed officials. In many such areas of policy and strategy, department officials use their best professional judgement. Unfortunately, their choices do, on occasion, create some ill will in the community—ill will which might be avoided through use of a clear oversight structure.

Other Organizational Issues

In addition to the work already described, we were asked to examine job descriptions, equipment and vehicles, supervisory compensation, and training. We review each of these below.

Job Descriptions

In general, we found the job descriptions to be sufficient, although the description for the Chief of Police is quite operational in nature.⁴⁴

We did find an important inconsistency in the agency job descriptions. For police officers, there is an educational requirement of an associate's degree and preferably a bachelor's degree. For the detective position, no such requirement exists. For sergeants, only an associate's degree is required. This should be corrected.

Equipment

Based on our examination and interviews with members we found the equipment and vehicles to be quite adequate. The facility itself is remarkable!

There are some emerging trends in law enforcement fleet management worth considering. For example, Bourbonnais, Illinois is now leasing police vehicles with a lease price per vehicle of \$35,885.75, and with additional equipment \$42,000 to equip each vehicle.⁴⁵ The US Government also makes extensive use of leasing for its law enforcement

⁴⁴ For an example of a description with a greater focus on management see:
https://www.ci.mequon.wi.us/sites/default/files/fileattachments/police/page/15784/police_chief_2018.pdf

⁴⁵ Jeff Bonty, Bourbonnais Trustees Approve Leasing Police Vehicles, Kankakee Daily Journal, September 9, 2020. As of November 10, 2020:
https://www.daily-journal.com/news/local/bourbonnais-trustees-approve-leasing-police-vehicles/article_bea64e90-f2af-11ea-904f-8f4d317761d2.html

vehicles.⁴⁶ Moreover, some communities are moving towards the use of hybrid and electric vehicles for their fleet.⁴⁷

The number of vehicles that a police organization requires is based largely on two factors. First, there must be enough vehicles to accommodate the days and shifts where the maximum number officers are on duty. Second, there must be enough excess capacity to account for time that vehicles are out of service for repairs and maintenance. This, of course will vary with the age of vehicles and access to repair facilities. That is, if a vehicle is out of service because of insufficient capacity of repair facilities, it is of limited value to the department, even if the repair is quite minor.

Supervisor Salary

One of the important objectives of a compensation system is that supervisors should earn more than subordinates. In police organizations, this is sometimes made difficult because of overtime. That is, while police officers are paid overtime for a call occurring late in their shift, supervising officers are not. In Shorewood sergeants can earn overtime, but those in ranks above that do not.

The compensation system in Shorewood is confounded in part because supervising officers are not part of the bargaining unit. That is, police officers negotiate wages and benefits through their union, but police supervisors are compensated based on the village schedule.

Based on the current contract (expiring this year) the top pay for a police officer is \$80,952.00, and the top pay for a detective is \$85,382.00. The pay range for a police sergeant is from \$83,390.00 to \$92,620.00. We observe that an entry level makes less than a top-grade detective and only three percent more than a top tier police officer. In our experience, a supervisor should earn five to ten percent more than the top earner, which is this case a detective. Based on that goal, the sergeant should earn at least \$87, 659 (5% above detective).

⁴⁶ Mike Simms and Eric Jones, FedFleet 2019, US General Services Administration. As of November 10, 2020:

https://www.gsa.gov/cdnstatic/Travel_Vehicle_Card_Services/FedFleet2019_Law%20Enforcement.pdf

⁴⁷ See Skip Descant, Cities Are Inchng Toward Fully Electric Police Cars, Government Technology, May 19, 2020 (as of November 10, 2020): <https://www.govtech.com/public-safety/Cities-Are-Inching-Toward-Fully-Electric-Police-Vehicles.html>, and Fred Lambert, Tesla Model 3 Police Cars Pay for Themselves Faster than Expected, Says Police Chief, ElekTrek, June 30, 2020 (as of November 10, 2020: <https://electrek.co/2020/06/30/tesla-model-3-police-cars-faster-roi-police-chief/>).

Training

We conducted a review of SHPD training records. The training log identifies mandatory and other trainings. The principal categories of training are operational and administrative. Table 20 lists training topics for 2019.

Policy Review - Brady Material Disclosure
Policy Review - Department Use of Social Media
Policy Review - Employee Speech, Expression and Social Networking
Policy Review First Amendment Assemblies
WI Traffic Safety Officer Conference
Policy Review - Discriminatory Harassment
Evidence Collection - Electronic Device Collection, Handling and Storage
Law Enforcement and the Transgender Community
Phoenix RMS NIBRS Training
Policy review- Processing and Temporary Detention
Legal Update - Child Passenger Safety Law
Policy Review- Anti-Retaliation
Policy Review - Body Armor
Policy Review - Child Abuse
Policy Review - Hazardous Material Response
Legal Update - Municipal Ordinance 3003
Submission of DNA Evidence to State Crime Lab
Policy Review - Mobile Audio Video
Policy Review - Foreign Diplomatic and Consular Representatives
Firearms - Outdoor Shoot
Annual CEW User Update
Phoenix RMS Case Management System Training
WI Badger Tracs Software Review
CPR

Table 20 SHPD Training 2019

In 2018 the SHPD held a course on implicit bias, procedural justice, and cultural competency.

Six SHPD personnel have attended Critical Incident Training (CIT), and we recommend that everyone does so. Requiring personnel to attend CIT will make officers feel more comfortable and help them develop positive views of those who work with the mentally ill.

CIT training and exposure will also instill greater appreciation of inclusion and diversity. This type of training has shown demonstrable results.⁴⁸

Conclusions and Recommendations

In this report we have examined several aspects of police operations and organization in Shorewood. In general, we found the Shorewood Police Department to be a professional organization that has instituted many of the best practices in policing. We were particularly impressed with the quality of officers and supervisors with whom we met. It is clear that they care a great deal about their department and about the community. In spite of these strengths, we believe that there are several areas of concern and several operational and procedural initiatives that could be enhanced.

Recommendation One. The Shorewood Police Department should repurpose its service delivery to be more focused on problem-solving and on enhancing community engagement.

Many police organizations like to say that they practice problem-oriented policing, but few actually do. Problem-oriented policing (POP) requires police agencies

to develop strategies that prevent and reduce crime. Under the POP model, police agencies are expected to systematically analyze the problems of a community, search for effective solutions to the problems, and evaluate the impact of their efforts. POP represents police-led efforts to change the underlying conditions at hot spots that lead to recurring crime problems. It also requires police to look past traditional strategies and consider other possible approaches for addressing crime and disorder.⁴⁹

Almost everyone we spoke with in Shorewood described the main crime problem in the village as theft from parked cars—which, according to officers, were typically unlocked. The police department’s strategy to address this problem is to patrol and look for potential offenders. In addition, the police have also delivered regular messages to residents about the need to secure property. While this approach may have some success, we believe that there must be more collaboration with stakeholders.

Another example of a problem that may require collaboration with stakeholders is retail theft at Metro Mart. A problem-oriented approach should include a collaborative effort to deter offenders. Some efforts that were launched in 2018 have been effective.

For both these problems, however, the criminal justice system is not likely to be of much value because these offenses are not viewed as serious ones. SHPD utilizes the principles

⁴⁸ Michael S. Rogers, Dale E. McNiel, and Renée L. Binder, Effectiveness of Police Crisis Intervention Training Programs, *Journal of the American Academy of Psychiatry and the Law*. As of November 10, 2020:

<https://doi.org/10.29158/JAAPL.003863-19>.

⁴⁹ <https://crimesolutions.ojp.gov>

of problem-oriented policing but it should understand that these efforts must be ongoing and directed at a range of community problems.

SHPD should also be engaged in significantly more community engagement, particularly given the strong desire of residents to have more personal interaction with officers as well as considerable amount of uncommitted time that officers have.

The department has launched several initiatives can serve as a starting point for future work. These include

- Farmer's Market
- Foot patrol in business districts
- Pedestrian Parades with Pedestrian and Bicycle Safety Committee
- First Ride/Bicycle Rodeo
- Shorewood School District and School Safety
- National Night Out
- Senior Resource Center meetings
- Drug Take Back
- Walk and Talks
- Citizen Academy
- Ride along Program
- Nixle Alerts
- Crimereports.com/City Protect (since January 2017)
- Twitter, Facebook
- Monthly reports on website
- Weekly Log on website
- Coffee with a Cop
- Placing the department Policy Manual online
- Placing the department Union Contract online
- HRC Liaison
- Body Camera Program (one of the first in the State)

As a recent study pointed out

“Community engagement” has come to describe everything from ice cream socials to serious discussions about department practices. All of these forms of police-community interaction are important for building relationships and improving trust. *But real engagement is more than just conversation. It means giving the public a voice in how their communities are policed.*⁵⁰

This study by the Policing Project produced three key findings. These were

⁵⁰ Beyond the Conversation: Ensuring Meaningful Police-Community Engagement, The Policing Project, NYU School of Law, May 2018

1. Virtually all participating police departments are taking steps to connect with members of the public, including by hosting meetings, attending forums, and using social media.
2. Many of these efforts are aimed at building relations with the community, as opposed to engagement that enables members of the public to provide input on policing policies and practices. In other words, there has been a great deal of *community interaction*, but much less in the way of *true engagement*.
3. Community members overwhelmingly said that they want more opportunities to weigh in on department policies and practices. This finding suggests that agencies that do not currently involve the public in these sorts of decisions are missing a critical opportunity to build legitimacy and trust.

The SHPD encourages its officers to interact regularly with residents. They recently announced, for example, a “walk and talk initiative”. The department memo detailing the program notes

This initiative requires officers to do a 20-30-minute foot patrol once in their work week in an area assigned to them.

While on their foot patrol, Officers are encouraged to interact with citizens that they see by way of greeting them and engaging in a conversation (If the citizens would like)

The Village has been divided up into 14 areas and an officer has been assigned to each area. Officers foot patrols should be done somewhere within their area.

Officers should be calling out a foot patrol with dispatch, giving them a general location of their patrol. Their log entry should include “Walk and talk foot patrol”, or something to that effect.

In our view this is a good first step, but note that officers are only expected to do this for 20-30 minutes per week!

There are a number of very successful police engagement programs underway in American communities. These provide examples of how agencies are working to build stronger relationships with the communities they serve. Some resources include:

Ready, Set, Engage! Ideas and Options for Community Engagement and Partnership Building, from COPS Office, US Department of Justice.

Engagement-Based Policing:

The What, How, and Why of Community Engagement, Major City Chiefs Association.

Examples of Community-Police Engagement. Ohio Community Police Advisory Board.

Outside the Academy: Learning Community Policing Through Community Engagement. Anne Li Kringen, and Jonathan Allen Kringen, National Police Foundation, July 2017.

Recommendation Two. SHPD should examine alternative models for handling calls for service and patrol staffing.

We have previously pointed out that the SHPD currently responds to a considerable number of calls for services that should not be police responsibilities or that could be better handled by nonsworn staff. As many as one third of calls for service may fall into this category. Moreover, a substantial fraction of calls could be handled through on line crime reporting.

One might ask why, when an agency appears to have a large amount of uncommitted time, it would seek to do less work. There are several valid reasons, noted below.

- The village spends a great deal of time and money to train and certify police officers to perform their job. Everything they are asked to do that does not conform with that strategy is inefficient and diminishes their role. For example, we were told that SHPD officers do not particularly like helping people break into their cars.
- Some tasks could be performed better by nonsworn staff. For example, many cities use nonsworn traffic accident investigators, who often bring training in mathematics and physics to the job.⁵¹
- It is possible, in some communities, to use these alternative approaches to reduce sworn staffing levels.

In communities like Shorewood, it can be difficult to identify the optimal number of officers because of the relatively small number of calls for service. However, we can offer the following staffing recommendation, which is also summarized in Table 21.

- The current deputy chief position should be reclassified as a captain whose principal job will be director of operations.
- The position of lieutenant should be eliminated through attrition.
- Each patrol shift should be assigned two sergeants and four police officers. This should result in at least one sergeant and two officers on duty. In addition, two police officers should serve as a flex squad, who will be available to work on special assignments or to fill patrol staffing gaps.
- We propose reducing the detective division to one police officer. This will be described in a subsequent recommendation.

⁵¹ CBS Denver, Civilian Crash Investigators Added to Denver Police Force, May 31, 2017. As of November 10, 2020:

<https://denver.cbslocal.com/2017/05/31/civilian-crash-investigators-denver-police/>.

Current Staffing	Proposed Staffing	Difference
1 Chief	1 Chief	0
1 Deputy Chief	1 Captain	0
2 Lieutenants	0 Lieutenants	-2
4 Sergeants	6 Sergeants	+2
15 Police Officers	14 Police Officers	-1
2 Detectives	1 Police officer	-1
25	23	-2

Table 21 Recommended SHPD Staffing

Recommendation 3. The Shorewood Police Department should engage the community in a frank and open conversation about the effect of race on traffic stops and arrests.

At first glance, it appears that Blacks are overrepresented in traffic stops and arrests in Shorewood, but this apparent discrepancy requires careful consideration. One way to consider it is in terms of a population at risk. For example, we could look at a formula such as:

Percentage of stops for a given race/ the percentage of drivers of that race.

It can be difficult, of course, to determine what the population at risk is, particularly for a population such as drivers.⁵² The SHPD provided us a great deal of information suggesting that the percentage of minority drivers stopped in Shorewood approximates the percentage of minorities among the region's drivers, though this also depends on how one defines the regional population. The most reliable way to find the driving population at risk would be through road side surveys, similar to those conducted to measure seat belt use.

In our view it is important to pay attention to both the regional population at risk and the population actually stopped. That is, there should be a close examination of what influences where and why traffic stops are conducted, how drivers are treated during stops, and what

⁵² Joyce McMahon, Joel Garner, Ronald Davis, and Amanda Kraus, How to Correctly Collect and Analyze Racial Profiling Data: Your Reputation Depends on It! Final Project Report for Racial Profiling Data Collection and Analysis, US Department of Justice Office of Community Oriented Policing Services, 2002. As of November 11, 2020: <https://cops.usdoj.gov/RIC/Publications/cops-p044-pub.pdf>.

can be done to address community perceptions that minorities are being singled out unjustly.

There are several strategies that the SHPD can pursue to address some concerns about different treatment of drivers by race. Among these are the following.

- The SHPD should have a well-defined traffic law enforcement strategy based on crash prevention⁵³ and that addresses resident complaints.⁵⁴ Research has shown that higher numbers of speeding and seat belt citations can significantly reduce the number of crashes in a jurisdiction.
- SHPD supervisors should routinely review body camera and in-car video to ensure that stops are conducted in a professional manner.
- The agency should continuously review data from traffic stops (a suggested form for enhanced data collection is attached as an appendix). It should also produce a semi-annual report that describes the data.
- SHPD should rethink its strategy of using a computer inquiry to justify a traffic stop. We were told by officers that they routinely run vehicle registration numbers through their in-car computer—even if no violation has been observed. This tactic is, in our view, problematic. Consider the following hypothetical. An African-American man has had his driving license suspended and, as a result, has stopped driving. His eighteen-year-old son is driving his father’s car to the grocery store. An officer sees this vehicle, determines that the owner’s license has been suspended, and initiates a stop—even though there has been no violation and the driver is legally driving the car. While the officer probably had no intent to harm in this case, it would not be surprising for the driver to believe he was stopped because of his race.

The Governors Highway Safety Association (GHSA), a leading highway safety group that represents the top highway safety officials in each state, has recently addressed issues similar to those we observed in Shorewood. The organization suggests several strategies to support both reform and “the proven role of traffic enforcement and the wider criminal justice system to prevent crashes, deaths and injuries; stop dangerous driving; and hold drivers accountable for poor, often deadly, choices.”⁵⁵ Among specific steps the GHSA suggests are

⁵³ Mohammad Mahdi Rezapour Mashhadi, Promotes Saha, and Khaled Ksaibati, Khaled, Impact of Traffic Enforcement on Traffic Safety, International Journal of Police Science & Management, 2017. As of November 11, 2020:

<https://doi.org/10.1177%2F1461355717730836>. Results showed that higher numbers of speeding and seat belt citations reduce the number of crashes significantly.

⁵⁴ See, for example, the form of the Elk Grove (CA) Police Department that allows residents to raise traffic and parking concerns (as of November 11, 2020):

http://www.elkgrovepd.org/about_us/forms/traffic_and_parking_concerns).

⁵⁵ GHSA, GHSA Recommends Steps to Fight Racism in Traffic Enforcement, September 23, 2020. As of November 11, 2020:

- More federal, state and local investment in social and criminal justice programs to alleviate law enforcement burdens and prevent recidivism, particularly among impaired drivers.
- Development and rigorous evaluation of effective public safety programs or technologies that can supplement existing and necessary traffic enforcement efforts conducted by sworn law enforcement officers.
- In addition to policies and training on racism, bias, de-escalation, use of force and officer intervention, investment in empathy, stress management, early warning systems and mental health programs for officers who are often on the front lines of highway carnage and trauma.
- Empowering state and local leadership, law enforcement leadership, and the criminal justice system to hold accountable police officers who have violated public trust.
- Initiatives to collect and report standardized data about race in traffic enforcement.
- Require law enforcement grant subrecipients to take proactive steps to root out bias in traffic stops, analyze and reform policies on use of force and officer intervention, and to ensure high quality officer recruitment and ongoing training.

Recommendation 4. SHPD should rethink its approach to criminal investigation.

We were surprised to see the relatively low percentage of cases assigned to detectives for follow-up. Most agencies have more cases to follow-up than they have resources, but the 14% of cases in Shorewood that are assigned for follow-up seems remarkably low. We assume nothing happens with the remaining 86% of cases and victims.

The SHPD may wish to consider some ways to better leverage the investigation resources that it does have. Specifically

- The department could implement a case screening protocol based on solvability and seriousness. That is, the department could assign all serious cases for follow-up and assign other cases for follow-up on their likelihood of being solved.
- SHPD should carefully analyze the amount of time devoted to various types of cases. Many agencies track how long a case is active, but what is most important is the *actual time* that is spent on it. For example, an investigation might include the following tasks:
 1. Interviewing Victim, Complainant, Witnesses, or Other Involved Persons
 2. Interviewing Perpetrator/Suspect
 3. Conferring with SHPD Personnel (e.g., Responding Officers, Other Investigators)
 4. Conferring with Prosecutor's Office Personnel
 5. Conferring with non-SHPD Law Enforcement Personnel

<https://www.ghsa.org/resources/news-releases/Equity-In-Traffic-Enforcement20>.

6. Attempting to Locate Someone Involved with Case (e.g., Witness, Relative, Neighbor)
7. Database or Records Check (e.g., TCIC/NCIC, CCH, AFIS, Credit Check)
8. Running a Warrant
9. Making an Arrest
10. Processing Physical Evidence
11. Appearing in Court Concerning This Case
12. Writing Supplemental Reports
13. Traveling
14. Conferring with Confidential Sources
15. Conducting Physical Surveillance
16. Reviewing Case File⁵⁶

Once the department knows the time it needs for these tasks, it can estimate resource requirements based on the frequency of cases. If the agency believes that the case assignment system in place is accurate, i.e., that only about 14% of cases should be assigned for follow-up, then we believe that it could eliminate one (1) detective position.

Another approach the SHPD may wish to pursue would be to assign the most serious cases to the one detective and have patrol follow-up the rest. That is, the officer assigned to the case initially would be responsible for follow-up. Many officers would find this rewarding and such work would enhance their skills. Under this approach it may be necessary to increase patrol division staffing.

The department should regularly inform victims about the status of their case. For example, when a case investigation has been suspended, the department should notify the victim, who should also be told what to do if any further facts emerge.

We also believe that when someone becomes an investigator that they should not be promoted. Many agencies have investigators (many are called detectives) but they hold the same rank as police officers. There are two advantages to this approach. First, it reinforces the notion that investigators and police officers have equal status. Second, because the position does not involve a promotion, personnel can be periodically rotated back to patrol. This provides opportunities for career development among patrol officers.

Recommendation 5. SHPD should improve its information systems and adopt a more efficient data-driven approach to policing.

Like many organizations, the SHPD has invested significantly in information technology. Our experience during this study suggests that while SHPD systems capture a great deal of information it is extraordinarily difficult to extract it for management decision-making. It

⁵⁶ Houston (TX) Police Department, Operational Staffing Model, May 2014. As of November 11, 2020: https://www.houstontx.gov/hpd_staffing_report-2014may.pdf.

is not unusual for an organization to struggle to obtain data for the first time, but this case was among the most challenging we have encountered.

One approach to addressing this issue would be to work with the criminal justice department at the University of Wisconsin – Milwaukee (UWM). UWM likely has graduate students who have experience working with data systems. They could help SHPD develop a platform that makes data accessible to the department and community. They could also assist with crime analysis and in preparing reports on traffic stops and arrests. This could be a highly successful collaboration.⁵⁷ This could also result in a permanent position for a crime analyst, perhaps as a replacement for one of the two eliminated officer positions.

The Police Data Initiative is a great source to examine how other communities capture police data and make it available: <https://www.policedatainitiative.org>.

Recommendation Six. We recommend enhancing current oversight rather than adding another oversight group for the SHPD.

It is clear that some Shorewood residents believe that the current approach to oversight is inadequate, and, to an extent, we agree. However, we think that current oversight could be improved without adding another layer.

Shorewood would be well served to adopt a coproduction of public safety approach (CPPS). The CPPS model is an emerging one, particularly in response to the death of George Floyd. Adopting this approach would signal that Shorewood will be a leader in efforts to reform the police. A recent essay described the CPPS model as follows.

The CPPS model places the delivery of public safety services into a shared decision model – one that assigns the public joint decision authority in establishing policing strategies within their communities. CPPS relies upon certain tenets of community-based policing but moves the theory further by calling for shared ownership, responsibility and voices in establishing how public safety services are delivered. It facilitates collaboration between community members and police about what services are needed and how those services should be delivered. The goal is strategic policing in support of public safety as agreed upon by the communities being policed. Police as well as other agencies that have particular expertise in a variety of social services provide public safety through shared responsibility. Under CPPS, community members are not just ad-hoc participants in policing, but active and engaged partners with city and police leadership.

There are critical components to this approach:

⁵⁷ As part of our study of the Lansing Michigan Police Department (LPD), we were able to facilitate the assignment of two Michigan State University (MSU) graduate students to the department. This proved to be a positive move for both MSU and the LPD.

- Use of force training, an essential part of policing skills, must focus on prioritizing interventions that rely upon de-escalation and crisis intervention ahead of a use of force decision.
- Stakeholders recognize that racial bias exists in American society, and will work to mitigate and eliminate that bias among policing personnel.
- Communities should have a voice in police funding priorities.⁵⁸

Under this approach Shorewood can facilitate collaboration among residents, elected officials, and village staff. It is, in our view, much more effective.

Here are potential roles for the current set of oversight entities:

1. Village Board of Trustees. Provide oversight of police department through communication with residents, policymaking, and budget formulation.
2. Village Board of Trustees Public Safety Committee. Conduct focused inquiries about police practice and procedure and exercise oversight through public hearings and budget.
3. Shorewood Village Administration. Ensure implementation of trustee policy, oversee budget, review police department activity, ensure that collective bargaining agreement does not include impediments to effective internal control.
4. Shorewood Police Commission. Oversee hiring, discipline, and termination for sworn personnel. Receive and investigate community complaints about police misconduct.
5. Shorewood Human Relations Commission. Provide forum for community members to share their views about the SHPD. Provide an annual report about police activities and race/gender. Review use of force and internal investigations when completed.
6. Shorewood Police Department. Through effective leadership and management ensure the delivery of unbiased, constitutional policing. Provide regular reports about police activity.

With respect to complaints against the police, we have identified several strategies designed to increase access and accountability. We do believe that Shorewood would be well served by letting residents know that they can submit a complaint to the Police Commission if they wish to do so. We also believe that the Human Relations Commission can, under its portfolio, review completed internal affairs investigations to the extent permissible under law.

We have identified a number of areas where SHPD could improve its performance. We would be remiss, however, if we did not note that the department and the community have

⁵⁸ Kenneth A. Bouche, Co-Produced Public Safety: A Visionary Model for the Future of Policing, Hillard Heintze, June 16, 2020. As of November 11, 2020: <https://www.hillardheintze.com/law-enforcement-consulting/co-produced-public-safety-a-visionary-model-for-the-future-of-policing/>.

made significant progress in recent years in their efforts to bring the department in line with the best practices of the industry.

Like much of the country, Shorewood is grappling with the challenges of proving high quality public safety services while under extraordinarily high levels of scrutiny. In our view, to succeed in this environment the SHPD must undertake three critical steps: sound co-produced strategy, transparency, and accountability. We hope this report can serve as a roadmap as you pursue this goal.

Appendix A: Sample Traffic Stop Data Collection Instrument

TRAFFIC STOP DATA SHEET

Agency Code _____

Section A - Traffic Stop Information

Date of Stop (MM/DD/YYYY) _____ **Time of Stop (Military Time)** _____ **Duration of Stop (Mins)** _____

Officer Name _____ **Officer Badge #** _____

Name of Driver _____

Address _____

City _____ **State** _____ **Zip Code** _____

Vehicle Make _____ **Vehicle Year** _____

Driver Sex: 1 Male 2 Female **Driver's Year of Birth:** _____ (Ex: 1957)

Driver Race: 1 White 2 Black or African American 3 American Indian or Alaska Native
4 Hispanic or Latino 5 Asian 6 Native Hawaiian or Other Pacific Islander

Reason for Stop: 1 Moving Violation 2 Equipment 3 License Plate / Registration 4 Commercial Vehicle

If Moving, Type of Violation: 1 Speed 2 Lane Violation 3 Seat Belt 4 Traffic Sign or Signal 5 Follow too Close 6 Other

Result of Stop: 1 Citation 2 Written Warning 3 Verbal Warning / Stop Card

Beat Location of Stop _____

**Section B - Searches **

Vehicle: _____

Consent Search Requested?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Consent Given?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Search Conducted?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Search Conducted By?

1 <input type="checkbox"/> Consent	2 <input type="checkbox"/> Other
------------------------------------	----------------------------------

If a search of the Vehicle was conducted, was contraband found? 1 Yes 2 No

If yes, what was found: 1 Drugs 2 Drug Paraphernalia 3 Alcohol 4 Weapon 5 Stolen Property 6 Other

If the contraband found was drugs, what was the amount? 1 <2 grams 2 2-10 grams 3 11-50 grams 4 51-100 grams 5 >100 grams

Driver: _____

Consent Search Requested?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Consent Given?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Search Conducted?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Search Conducted By?

1 <input type="checkbox"/> Consent	2 <input type="checkbox"/> Other
------------------------------------	----------------------------------

Passenger(s): _____

Consent Search Requested?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Consent Given?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Search Conducted?

1 <input type="checkbox"/> Yes	2 <input type="checkbox"/> No
--------------------------------	-------------------------------

Search Conducted By?

1 <input type="checkbox"/> Consent	2 <input type="checkbox"/> Other
------------------------------------	----------------------------------

If search of the Driver or Passenger(s) was conducted, was contraband found? 1 Yes 2 No

If yes, what was found: 1 Drugs 2 Drug Paraphernalia 3 Alcohol 4 Weapon 5 Stolen Property 6 Other

If the contraband found was drugs, what was the amount? 1 <2 grams 2 2-10 grams 3 11-50 grams 4 51-100 grams 5 >100 grams

Appendix B: Implementation Plan

We have been asked to prioritize our recommendations and action items that arose from the Police Department Organizational Study. We have organized these suggestions into two groups. First, we list that items according to time frame, i.e., we categorize items as to how long it should take to accomplish. Second, we list items according to their priority, i.e., ranked to their importance.

It is important to acknowledge that these actions items are interconnected. That is, they are pieces of a bigger implementation challenge. Implementing one item, for example, may be necessary but not sufficient in terms of reform.

The overall goal of the action plan should be to increase trust and cooperation between the police department and the community it serves. To do this the department must do much better at:

- Data-driven strategy and problem solving
- Community engagement
- Transparency, and
- Accountability.

Task to accomplish within 60 days.

- Significantly increase use of foot patrol, bicycle patrol, and market the opportunity to ride-a-longs with officers
- Implement alternative methods to assigning sworn officers to handle bank deposits, animal complaints, parking complaints and auto and home lockouts.
- Stop permitting officers to create a call in the CAD system
- Change policy to prohibit officers from making traffic stops solely on the basis of a computer inquiry-must observe a traffic law violation.
- Rewrite policy on complaints to be more welcoming (less judgmental), and be more explicit about anonymous complaints.
- Insist that every complaint, even those resolved informally should be entered into the complaint file.
- Make it easy to file complaints on line.
- Remove the signature line from the complaint form.
- Ensure that persons that file complaints are kept informed of the status and outcome of the investigation.
- When conducting a use of force review staff should memorialize their investigation and rationale for their decision.

To be accomplished within 120 days.

- Prepare a plan that would facilitate the receipt of complaints by the police commission

- Develop a system for screening and assigning cases for follow-up investigation
- Work with vendor to acquire an early intervention system platform
- Identify a training program on implicit bias and implement annually. Ensure that all officers have been trained in crisis intervention techniques (CIT).
- Reduce minimum staffing level to one sergeant and two officers on duty on all shifts
- Examine department's participation in state traffic safety grant to ensure it is consistent with village values.
- Review policy on what should occur when an elected or other village official becomes aware of a complaint against a police officer.

To be accomplished within 270 days.

- Reclassify deputy chief position to captain and conduct search for new captain
- Begin process (collective bargaining) to eliminate rank of detective. Through attrition eliminate rank of lieutenant.
- Redesign police information systems to increase usability and transparency. Three step process:
 1. Hire staff with experience in police information and data
 2. Engage a consultant to work with police department to define data requirements
 3. Work with vendor to ensure that this data can be easily obtained

Priority of Key Recommendations

In our report we provided six key recommendations. As we described earlier, we believe these are interconnected but here is the list in relative priority order.

Recommendation 1. The Shorewood Police Department should repurpose its service delivery to be more focused on problem-solving and on enhancing community engagement.

Recommendation 2. The Shorewood Police Department should engage the community in a frank and open conversation about the effect of race on traffic stops and arrests.

Recommendation 3. SHPD should improve its information systems and adopt a more efficient data-driven approach to policing.

Recommendation 4. SHPD should examine alternative models for handling calls for service and patrol staffing.

Recommendation 5. SHPD should rethink its approach to criminal investigation.

Recommendation 6. We recommend enhancing current oversight rather than adding another oversight group for the SHPD.

In the first section we described many of the tasks that are necessary to implement these recommendations. We believe that much of this work would benefit by the preparation of a **strategic plan** for the police department. Sometimes when an organization prepares such a plan they rely too heavily on voices inside the organization. We are proposing a process that includes many more stakeholders-particularly members of the Shorewood community.

For example, when the Ashland Oregon Police Department prepared its strategic plan it included a diverse group of external participants including:

- The Ashland Chamber of Commerce
- Ashland School District
- Southern Oregon University
- Oregon Shakespeare Festival
- Options for Homeless Residents of Ashland
- The Medford Police Department
- Jackson County Sheriff's Office
- Jackson County District Attorney's Office
- Jackson County Public Defender's Office
- Asante Health Group
- City of Ashland team mates (non-police)
- Business representatives from the Railroad District
- Advocates for members of homeless community
- Both Rotary Clubs⁵⁹

Developing a strategic plan would provide a framework to ensure that required tasks are accomplished and would provide the community access and buy-in for police reform.

⁵⁹ 2018-2023 Strategic Plan
Ashland Police Department

Appendix C: Community Feedback

After our presentation for the Village Board on November 19, 2020 we invited members of the community to offer feedback. Responses arrived by email and by telephone. In consultation with the village administration, it was decided to not include the actual emails so as to not identify the senders publicly. Therefore, we have summarized the responses and the actual communications are available from the village administration.

Response Number 1. We received a telephone call for a Shorewood resident who related that she notified the police in May of 2018 after she was assaulted. She indicated that one or two days later she went to the police station to complain that the officers had not taken any action. She reported that she has never received from the department about either the assault or the formal complaint. This matter was referred to the Village Manager.

Response Number 2. We received an email that suggested that our analysis did not adequately address the data. We believe that given the data issues that we encountered and the strict timeline established in the agreement that our analysis is both comprehensive and valid.

Response Number 3. We received an email from a resident who wanted to voice her strong support for the police department and who suggested that the department should hire more officers rather than fewer.

Response Number 4. We received an email from a member of the police commission raising some questions about the recommendation that the commission assume a role in the police complaint procedure.

Response Number 5. We engaged in a lengthy telephone conversation (also an email) with another member of the police commission concerning the validity of our findings.

Response Number 6. We received an email from a resident regarding the village role in maintaining and access to data.