

The City of Whitewater Police Department



September 12, 2024

Executive Summary

In pursuit of enhancing community safety and optimizing law enforcement practices, The City of Whitewater Wisconsin contracted Fitch and Associates LLC to conduct an organizational and workload study for its Police Department.

A comprehensive review of current staffing levels, workload distribution, and overall operational efficiency included an assessment of the proactive, reactive, and general patrol functions of the Police Department and also accounted for the impact of lost productivity. On-site interviews were conducted in an effort to harness expertise, identify concerns, foster collaboration, and shape strategic initiatives that resonated with the needs of the community and police service. Each stakeholder brought a unique perspective rooted in his/her respective fields as identified by Police Management and Common Council, contributing diverse viewpoints and actionable recommendations to inform future policies and practices. Common Council Members, community stakeholders, Police Command Staff, and frontline and civilian staff were also interviewed.

The organizational design and culture, as well as operations and support services of the Police Department were reviewed with respect to best practices and peer comparators.

Recommendations

1. Increase the frontline staffing to 17 by adding 4 officers as soon as possible, and attain 19 frontline officers within the next 3-4 years
2. No longer include the on-duty Lieutenant as part of frontline staffing minimums.
3. Add an additional School Resource Officer
4. Add one detective to the Detective Unit
5. Strengthen Dispatch technology to avoid shut downs, and consider hiring additional resources or partnering with other agencies for shared back-up/relief
6. Make the part time records technician position a full time role
7. Prioritize routine maintenance on police cruisers by adding a mechanic position or outsourcing the work
8. Provide an alternative long term property storage facility that provides for security and continuity of evidentiary items
9. Develop comprehensive job descriptions for Records staff
10. Review the fee structure for licensing and records requests
11. Formalize PD process for selection and field testing of equipment
12. Consider the strategic use of high visibility patrols in the downtown area
13. Incorporate prioritization coding of calls within the CAD system
14. Undertake a three-year cycle Strategic Plan process

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Throughout these engagements, a central focus emerged on strengthening community/Police relations, optimizing resource allocation, and integrating innovative approaches to address evolving challenges in public safety, including the influx of undocumented migrants to the City of Whitewater. This report encapsulates the collective wisdom and forward-looking strategies proposed by stakeholders with a common goal of ensuring the City of Whitewater remains a safe, inclusive, and resilient community.

This report also synthesizes insights gleaned in collaboration with John Weidl, City Manager for the City of Whitewater, and Dan Meyer, the Chief of Police for the City of Whitewater. Implementation of these recommendations will lead the Department through the next several years with a clear sense of strategic direction and the resources to preserve the outstanding qualities of teamwork and community service they have developed.

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The Whitewater Police Department

Policing in Whitewater has a long history. In 1858 what was then the Village of Whitewater was patrolled on foot and horseback by its first two law enforcement officers. The first Village Marshall was appointed a short time after, and police officers were added to parallel the growth of the town, rising to 7 officers in the 1950's and 20 officers by 1970. In 1971, Whitewater became the first City in Wisconsin to install a



911 system. Tools and technology continued to be added and the Department continued to evolve to remain effective and responsive to changing times and responsibilities.

Today, the Whitewater Police Department is a full-service, community oriented, and accredited law enforcement agency, which includes a 24/7 Communications Center. In 2008 the Department reached its current authorized strength of 24 sworn officers supported by 13 civilian personnel working together as a team. The Whitewater Police Department is innovative, professional, and responsive to the public safety concerns of its citizens.

History of Engagement

On December 8, 2023, the City of Whitewater issued a Request for Proposals for qualified firms to conduct an organizational and workload study for the Police Department. Police staffing had been static since 2008 and had seen significant increases in both call volume and complexity. Whitewater is a small city with approximately 15,000 residents. Beginning in 2022, there was also a sizable increase in the immigrant population, mostly from Central America, creating some new challenges for law enforcement. These challenges included significant issues communicating with the predominantly



Spanish speaking immigrants and cultural distrust of law enforcement which made dealing with calls for service take exponentially longer. There were also difficulties related to the documentation/identification of individuals, as well as issues associated with poverty and living conditions/housing situations. In the Request for Proposals document, and in a letter sent to the President of the United States on December 28, 2023, the City estimated they had received 800-1,000 immigrants from Nicaragua and Venezuela with a wide variety of legal statuses since early 2022.

Along with other firms, Fitch and Associates LLC submitted a proposal to conduct the study on January 26, 2024. The Fitch Team has 40 years of experience reviewing emergency services systems and developing staffing and deployment plans that maximize efficiency and effectiveness, all tailored to meet the particular needs of the community. Fitch was awarded the project in February of 2024.

A kickoff meeting was held on March 27, 2024.

An initial data request was sent on April 8, 2024 with the majority of the data downloaded by The City of Whitewater by April 25, 2024. Data analysis commenced on May 8.

An on-site visit took place on July 1-2, 2024 at which time personal interviews were conducted with over 25 personnel, sworn and civilian employees, municipal leaders, and other stakeholders.

A draft report was circulated on September 20, 2024, with a final version of the report delivered on September 30.

A formal presentation highlighting the key findings, and recommendations was delivered on October 15, 2024.

POLICE FRONTLINE WORKLOAD

Front line patrol is the core function of the Police Department, and is foundational to all other aspects of the Department workload. The Fitch approach yields a detailed understanding of the current demands



on the front line, which is the genesis for making evidence-based recommendations and options to meet the work requirements.

A comprehensive review of police workload encompasses four broad aspects of the work: reactive activities, proactive activities, administrative tasks, and general patrol.

Calls for Service: Reactive Workload

The reactive workload is principally composed of calls for service. Collecting objective and detailed information from the CAD system is a key element of this part of the analysis which provides important insights into the number of calls, how they are dispersed geographically and temporally, the types of calls, and changes to the nature of the workload from year to year.

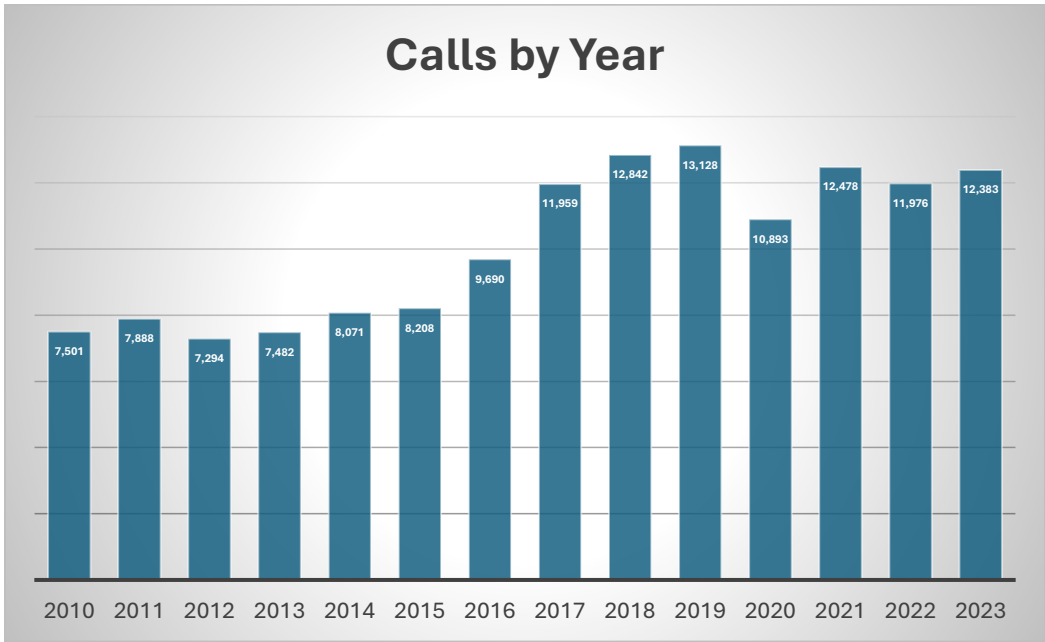
In the 38 years between 1970 and 2008, the Police Department added only 4 officers to achieve the current level of 24. In the 16 years since then, the WPD has remained status quo despite changes to the reactive call load, the nature of policing, and the community. There was a sizable increase in calls beginning in 2016 and another increase in 2017. Generally, calls remained consistent since then except for a modest decrease in 2020 during the pandemic. It is noteworthy that overall calls have increased by 50% since 2010 and there has not been a commensurate increase in staffing since 2008.



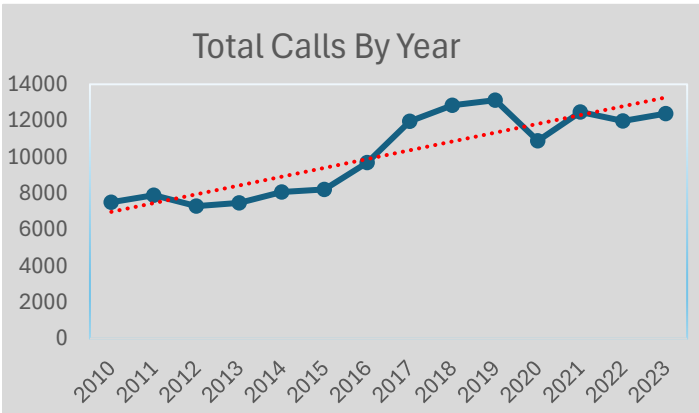
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Year	Total CFS
2010	7,501
2011	7,888
2012	7,294
2013	7,482
2014	8,071
2015	8,208
2016	9,690
2017	11,959
2018	12,842
2019	13,128
2020	10,893
2021	12,478
2022	11,976
2023	12,383





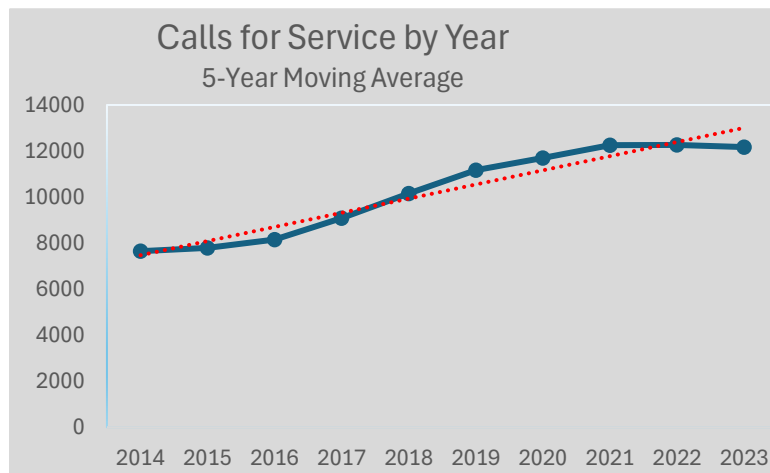
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The 5-year moving average clearly illustrates the trend of calls moderately increasing over the time.

Year	Total CFS	Moving Average
2010	7,501	
2011	7,888	
2012	7,294	
2013	7,482	
2014	8,071	7,647
2015	8,208	7,788
2016	9,690	8,149
2017	11,959	9,082
2018	12,842	10,154
2019	13,128	11,165
2020	10,893	11,702
2021	12,478	12,260
2022	11,976	12,263
2023	12,383	12,172



Police per Population Ratio

Estimates of Resident Population by Year ¹				
Year	Est. Pop	Police	Ratio	Police per 1,000
2011	14,659	24	0.001637	1.64
2012	14,843	24	0.001617	1.62
2013	15,049	24	0.001595	1.59
2014	15,028	24	0.001597	1.60
2015	14,677	24	0.001635	1.64
2016	14,501	24	0.001655	1.66

¹ <https://www.census.gov/data/datasets/time-series/demo/popest/2020s-total-cities-and-towns.html>

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2017	14,596	24	0.001644	1.64
2018	14,899	24	0.001611	1.61
2019	14,895	24	0.001611	1.61
2020	16,134	24	0.001488	1.49
2021	15,164	24	0.001583	1.58
2022	15,666	24	0.001532	1.53
2023	15,627	24	0.001536	1.54

Note this population does not include the University population regularly estimated to be 11,000 during the time period between 2011 and 2023, which includes about 8,000 full time and 3,000 part time students. The generally accepted best practice benchmark for police to population ratio is 2.2 officers per 1,000 people. With the current population, the Whitewater Police Department would need 34 officers to attain the 2.2 ratio for its resident population alone, not including the university population influx.

Information Calls

While the overall number of calls is required to gauge the workload of the Dispatch Unit, it was noted in the review that there were a number of calls every year that were never dispatched to an officer, nor was there an officer on scene for any period of time. For the sake of accuracy in examining the frontline officer workload, these calls were identified and eliminated from the sample.

Year	Total Calls	Information Calls	Net Calls where an Officer was Dispatched/Attended
2019	13,128	1,452	11,676
2020	10,893	1,440	9,453
2021	12,478	1,442	11,036
2022	11,976	1,454	10,522
2023	12,383	1,323	11,060

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The proportion of these information calls is consistent over the years, and the overall trend for the relevant period remains unchanged. The remainder of the calls mirrors reactive calls for service and self-initiated activity captured in the CAD system.

Deployment of Officers and Required Minimum

The Department currently operates with a minimum of 8 officers per day. To provide 24-hour coverage, the officers are deployed

over 4 different shifts with 2 officers (inclusive of supervisors) being on duty at any one time. During the months the University of Whitewater is in session (roughly September through May), staffing is increased to 9 officers per day. During this time, minimum deployment consists of 2 officers from 4:15 AM to 3:00 PM and 3 officers from 3:00 PM to 4:15 AM on Sunday through Wednesday, increasing to 4 officers on duty from 3:00 PM to 4:15 AM on Thursday through Saturday. Occasionally, officers are redeployed from shift to shift to ensure balanced and adequate staffing.

These minimum requirements are currently inclusive of officers and supervisors, in this case the Shift Lieutenants. While the Whitewater Lieutenants are working supervisors, it is not advisable to count them as part of the shift strength. In most Police Departments, working supervisors provide backup on calls, assist with key decisions, and authorize needed support services such as investigators. Shift supervisors in Whitewater also provide quality control and oversight over all administrative duties and are expected to provide mentorship to other officers. Including supervisors in shift strength could render them unavailable for extended periods of time and unable to perform these core supervisory functions.

In the Department's current deployment model, there are times when the minimum staffing requirement includes a supervisor which is contrary to best practice and detracts from the effective supervision and management of resources. It is recommended that the Police Department's minimum personnel requirement for shifts no longer include Lieutenants or acting supervisors.

Recommendation

Exclude supervisors from minimum personnel requirements for shift strength



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Number of Calls by Month

The resident population of Whitewater was estimated to be 15,627 in 2023. In addition, there are approximately 11,000 full and part time students that attend the University of Wisconsin Whitewater every academic year. The University has its own policing arm, however the additional student population significantly impacts the Whitewater Police Department's workload as the students commute off campus. As mentioned above, the deployment of minimum personnel is slightly increased during peak in-session months of September through May.

The following evidence suggests about 20-30% variation in calls, with the most significant months being March, April, May, September, and October when the University is in session. The year 2020 remains the notable exception to the pattern due to the pandemic when the University was effectively shut down.

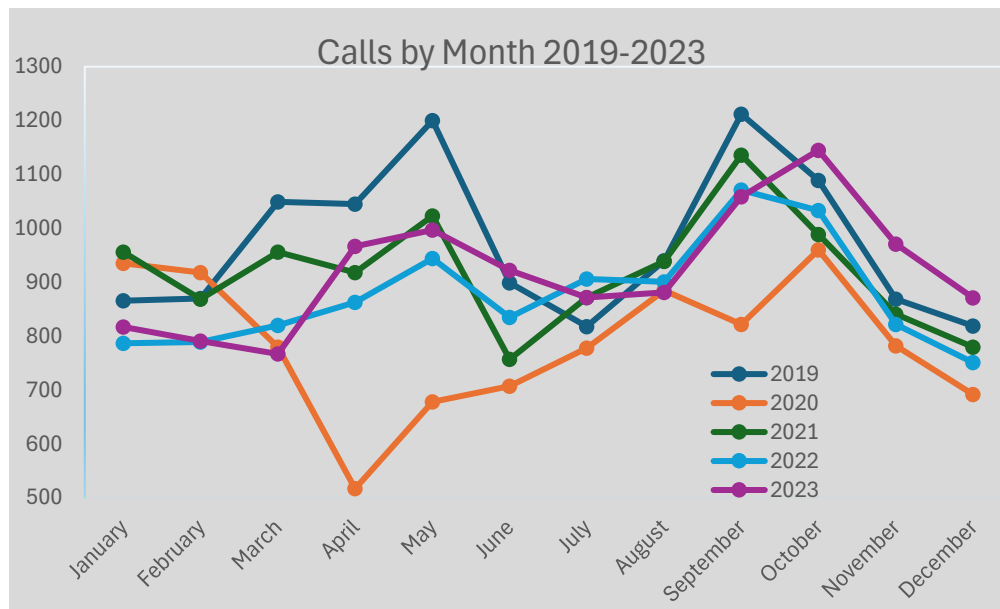
	2019	2020	2021	2022	2023
January	866	935	956	787	817
February	870	918	869	789	791
March	1,049	780	956	820	767
April	1,045	517	918	863	967
May	1,200	678	1,023	944	997
June	899	707	757	835	922
July	818	778	872	906	872
August	940	885	939	901	881
September	1,212	822	1,136	1,071	1,059
October	1,089	960	989	1,033	1,145
November	869	782	841	822	971
December	819	692	780	751	871
Total	11,676	9,454	11,036	10,522	11,060



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Number of Calls by Day

In addition to the monthly fluctuation in deployment, there is also a weekday pattern with the increases of minimum staffing on Thursday through Saturday during months when the University is in session

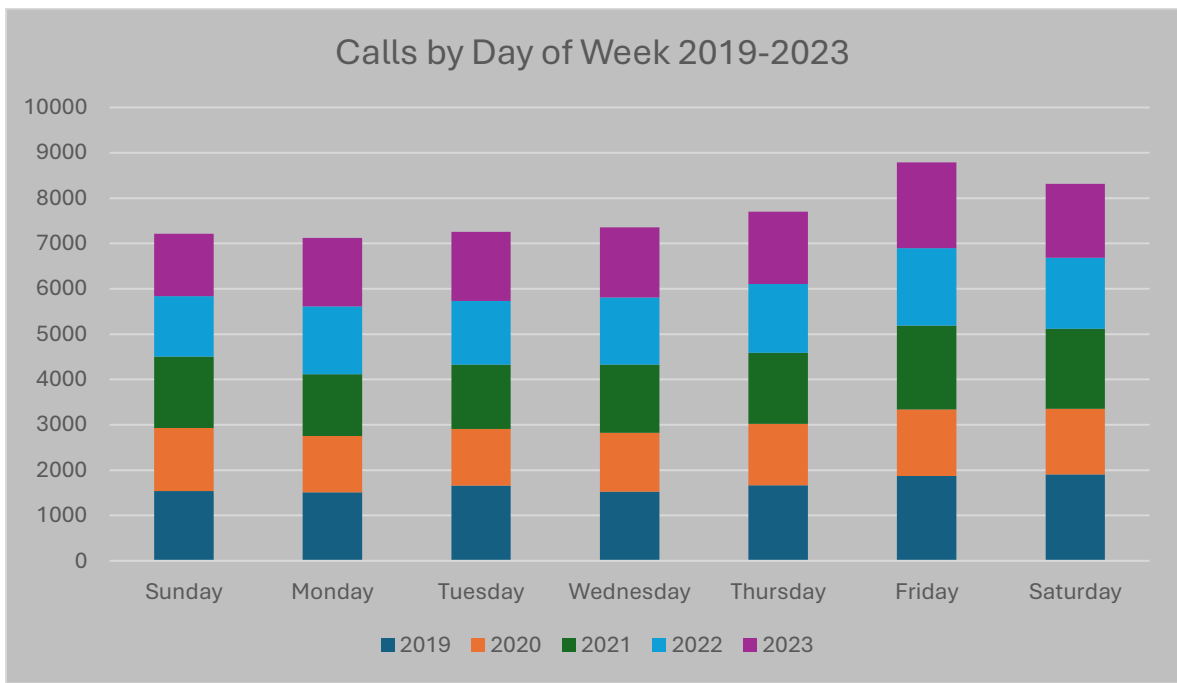
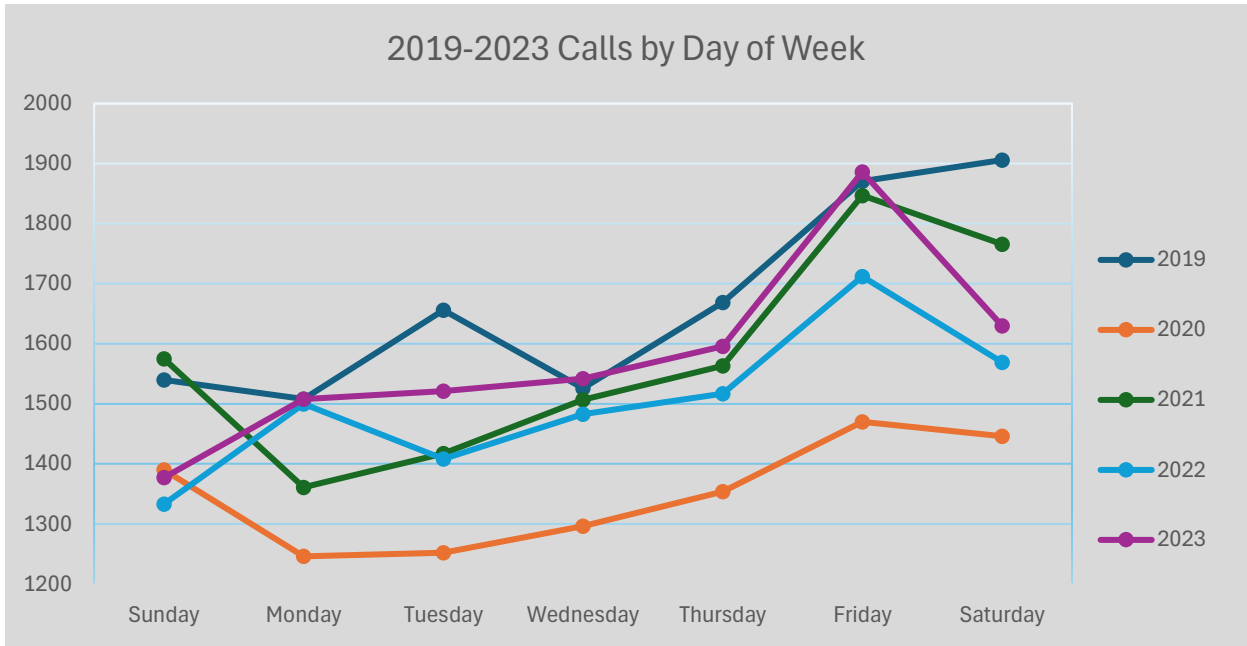
Thursday, Friday, and Saturday are the busiest days of the week, with a slight fluctuation from year to year. Friday is the busiest day in every year except 2019. The slowest day of the week is predominantly Sunday or Monday. The overall fluctuation is modest with a range of 12%-17%.



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Number of Calls by Shift

The City of Whitewater has a 4 shift system. First shift works from 7:00 AM - 3:15 PM, 2nd shift 3:00 PM - 11:15 PM, power shift 8:00 PM - 4:15 AM, 3rd shift 11:00 PM - 7:15 AM. Noteworthy, the Department has negotiated a modification to the shift timing commencing in 2025 that essentially moves the start time for each shift back one hour.

The members on the individual shifts are staggered in terms of days worked and days off to provide 7 day a week coverage. In reaction to planned and unplanned absences, officers' schedules are altered or may be moved to another shift to provide coverage. There is a detailed procedure governing the decisions regarding which officers get switched dependent on where the vacancy is. As a result of the system used, members on power and 3rd shift with low seniority are disproportionately subjected to shift switches.

The following data indicates the busiest shifts are 2nd and power shifts year over year, thereby requiring the most resources.

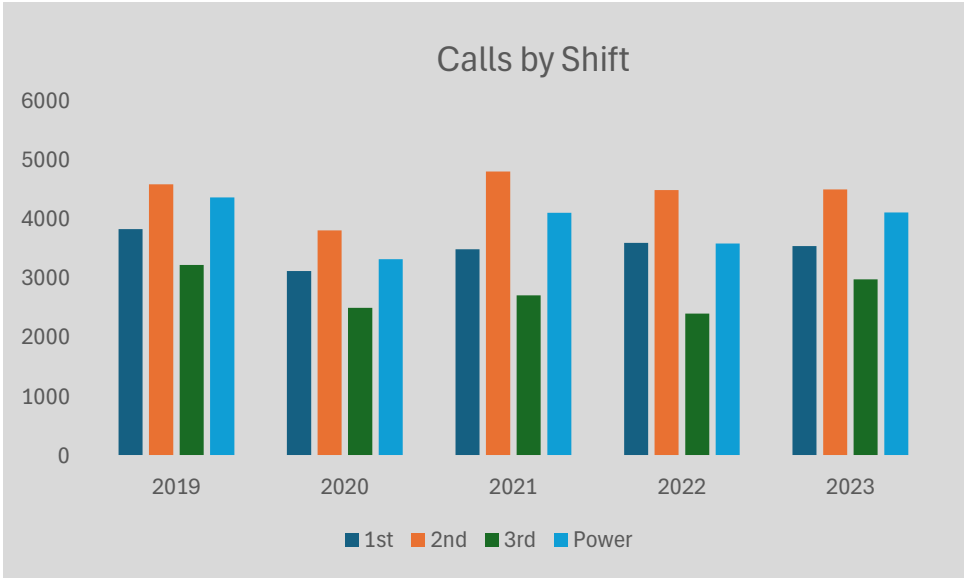
Calls for Service by Shift Assignment					
	2019	2020	2021	2022	2023
1 st	3,839	3,129	3,499	3,609	3,555
2 nd	4,601	3,818	4,817	4,502	4,514
3 rd	3,236	2,507	2,720	2,411	2,992
Power	4,378	3,330	4,119	3,596	4,123



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Number of Calls by Hour of Day

Over a 5-year period, the busiest hour of the day varies from year to year, however 12:00 AM, 3:00 PM, 4:00 PM and 9:00 PM are consistently high every year. The early morning hours from 3:00 AM to 6:00 AM are the least busy in every year as shown in the heat map below.

	2019	2020	2021	2022	2023
7:00	270	213	252	237	251
8:00	494	330	343	435	403
9:00	550	374	409	461	429
10:00	480	393	468	488	494
11:00	493	417	491	516	486
12:00	554	448	453	461	498
13:00	515	464	499	520	470
14:00	483	490	584	491	524
15:00	596	514	635	667	666



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16:00	712	567	616	631	620
17:00	568	458	587	536	568
18:00	520	485	577	498	549
19:00	443	412	503	519	474
20:00	503	456	638	500	537
21:00	696	504	743	647	627
22:00	563	422	518	504	472
23:00	455	360	433	339	450
0:00	648	527	656	541	750
1:00	701	409	559	521	621
2:00	544	402	408	339	442
3:00	268	250	164	205	224
4:00	232	243	181	179	153
5:00	155	168	192	168	146
6:00	234	148	127	119	206

Combining Weekly and Hourly Call Patterns

The combination of weekly and hourly call patterns provides further insight into the allocation of the workload. On Monday through Thursday, the 3:00 PM timeframe is the busiest, whereas on Friday through Sunday the time from 9:00 PM to 2:00 AM is the busiest. The Whitewater Police Department increases staff on Thursday, Friday, and Saturday nights which reflects the busiest times and days in the data below.

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
700	17	37	42	46	37	44	28
800	28	73	68	71	58	68	37
900	35	60	62	82	65	81	44
1000	37	62	85	93	79	95	43
1100	56	83	65	75	79	65	63
1200	48	88	80	63	78	80	61
1300	49	82	67	79	56	85	52
1400	50	73	85	79	68	99	70



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1500	57	115	116	103	94	116	65
1600	70	90	97	92	84	108	79
1700	74	89	94	75	78	82	76
1800	69	78	78	81	82	72	89
1900	58	63	60	68	71	68	86
2000	71	67	71	74	73	77	104
2100	83	73	78	65	102	113	113
2200	55	48	62	44	76	93	94
2300	40	41	49	56	73	88	103
2400	131	86	66	81	108	135	143
100	133	58	55	49	82	128	116
200	105	44	38	39	56	79	81
300	44	26	32	35	31	29	27
400	27	22	17	23	16	30	18
500	19	21	23	28	17	20	18
600	21	29	31	41	33	31	20

Proportionality of Workload Based on Deployment

In order to highlight the times when the Department is under or overstaffed for the workload, it is essential to explore the proportionality of calls, or which days and times are the most demanding once the number of staff on duty is factored in.

Use of officers deployed per calls, also referred to as per capita calls, is a convenient method to understand proportionality of the workload. In real operations, there are more complexities in certain calls which require more than one officer, and other calls are more routine thus not requiring as much time and resources. Per capita calls methodology yields a common denominator to assess relative workload at a particular time.

The pattern of weekly deployment of officers per day and hour of the week is depicted in the table below. The increase from 3 to 4 officers on Thursday, Friday and Saturday only takes place during the 65% of the year when the University is in session, hence the 3.65 deployment designation in the deployment table.



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	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
7:00	2	2	2	2	2	2	2
8:00	2	2	2	2	2	2	2
9:00	2	2	2	2	2	2	2
10:00	2	2	2	2	2	2	2
11:00	2	2	2	2	2	2	2
12:00	2	2	2	2	2	2	2
13:00	2	2	2	2	2	2	2
14:00	2	2	2	2	2	2	2
15:00	3	3	3	3	3	3	3
16:00	3	3	3	3	3	3	3
17:00	3	3	3	3	3	3	3
18:00	3	3	3	3	3	3	3
19:00	3	3	3	3	3	3	3
20:00	3	3	3	3	3.65	3.65	3.65
21:00	3	3	3	3	3.65	3.65	3.65
22:00	3	3	3	3	3.65	3.65	3.65
23:00	3	3	3	3	3.65	3.65	3.65
0:00	3	3	3	3	3.65	3.65	3.65
1:00	3	3	3	3	3.65	3.65	3.65
2:00	3	3	3	3	3.65	3.65	3.65
3:00	3	3	3	3	3.65	3.65	3.65
4:00	2	2	2	2	2	2	2
5:00	2	2	2	2	2	2	2
6:00	2	2	2	2	2	2	2

Since the number of deployed personnel fluctuates, an average of the number of officers deployed daily and hourly is taken to gain a better understanding of the proportionality of the workload. From this per capita workload perspective, it is possible to see if any times of the day/week are comparatively under resourced. The analysis reveals some of the most under resourced times are Monday through Friday between 10:00 AM and 3:00 PM. Despite the Friday and Saturday night shift increases, the hours between midnight and 2:00 AM remain disproportionately busy, as does the same period on Sunday night when the staffing model provides 3 officers.



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Per Capita Workload 2023

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
700	8.5	18.5	21	23	18.5	22	14
800	14	36.5	34	35.5	29	34	18.5
900	17.5	30	31	41	32.5	40.5	22
1000	18.5	31	42.5	46.5	39.5	47.5	21.5
1100	28	41.5	32.5	37.5	39.5	32.5	31.5
1200	24	44	40	31.5	39	40	30.5
1300	24.5	41	33.5	39.5	28	42.5	26
1400	25	36.5	42.5	39.5	34	49.5	35
1500	19	38.33333	38.66667	34.33333	31.33333	38.66667	21.66667
1600	23.33333	30	32.33333	30.66667	28	36	26.33333
1700	24.66667	29.66667	31.33333	25	26	27.33333	25.33333
1800	23	26	26	27	27.33333	24	29.66667
1900	19.33333	21	20	22.66667	23.66667	22.66667	28.66667
2000	23.66667	22.33333	23.66667	24.66667	20	21.09589	28.49315
2100	27.66667	24.33333	26	21.66667	27.94521	30.9589	30.9589
2200	18.33333	16	20.66667	14.66667	20.82192	25.47945	25.75342
2300	13.33333	13.66667	16.33333	18.66667	20	24.10959	28.21918
2400	43.66667	28.66667	22	27	29.58904	36.9863	39.17808
100	44.33333	19.33333	18.33333	16.33333	22.46575	35.06849	31.78082
200	35	14.66667	12.66667	13	15.34247	21.64384	22.19178
300	14.66667	8.66667	10.66667	11.66667	8.493151	7.945205	7.39726
400	13.5	11	8.5	11.5	8	15	9
500	9.5	10.5	11.5	14	8.5	10	9
600	10.5	14.5	15.5	20.5	16.5	15.5	10

A look back of the data from 2019-2022 indicates that this pattern has remained the same throughout the entire period as shown in the 5 year totals below.

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
700	51.5	99.5	106	101.5	86.5	105	62
800	79	168.5	157	162	142	154	94.5



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900	101.5	149.5	161.5	180	165.5	168	125
1000	121.5	167.5	181	202.5	174.5	201	120.5
1100	149.5	198	162.5	189	176	165	158
1200	126.5	193.5	185.5	166.5	169.5	174.5	163
1300	153.5	209.5	167.5	172.5	164	187.5	157
1400	139	188	205	195	182	225	172
1500	97.66667	172.33333	176.66667	160	154	180.33333	108.33333
1600	122	154.33333	149.66667	146	141.66667	168.66667	135.66667
1700	130	131.33333	133.33333	125.66667	123.66667	135	126.66667
1800	107	128.33333	116.33333	133	125.33333	130.33333	145.66667
1900	103.66667	115	100.33333	114	111.66667	121	128.33333
2000	108.66667	113.66667	123.66667	128.66667	102.4658	112.0548	126.3014
2100	122.33333	131.66667	136	124	137.2603	144.9315	157.8082
2200	90	89.66667	97	85.66667	106.8493	120.5479	134.5205
2300	58	61.333333	71.66667	82	92.32877	107.3973	132.6027
2400	97.66667	87.333333	106.66667	145	169.3151	167.1233	193.4247
100	73.333333	72.66667	87.333333	126.66667	140.8219	142.1918	174.7945
200	63.66667	58	59	75.66667	100.5479	110.137	141.0959
300	39.66667	41	50.66667	40	44.93151	48.49315	63.56164
400	65.5	66.5	72	66.5	77	58	59
500	74.5	67	68.5	55	68	42.5	44.5
600	69	64.5	71.5	65	56	41	46

Following is a schedule showing the minimum deployment of officers per day and hour with the schedule reflecting the adjusted start time for 2025 with 1st Shift beginning the day at 6:00 AM rather than 7:00 AM.

The first column showing the time of day is color coded to reflect the times policed by the different shifts (1st, 2nd and 3rd Shift) and the adjacent column highlighted in purple displays the overlapping power shift's hours of work. The weekday cells depict minimum deployment numbers and the cells highlighted in yellow show days/hours where the per capita call minimums would currently exceed the average and the suggested staffing to balance the workload.



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			Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
6:00	1 st Shift		2	2	2	2	2	2	2
7:00			2	3	3	3	3	3	3
8:00			2	3	3	3	3	3	3
9:00			2	3	3	3	3	3	3
10:00			2	3	3	3	3	3	3
11:00			2	3	3	3	3	3	3
12:00			2	3	3	3	3	3	3
13:00			2	3	3	3	3	3	3
14:00			2	3	3	3	3	3	3
15:00		2 nd Shift		3	4	4	4	4	4
16:00			3	4	4	4	4	4	4
17:00			3	4	4	4	4	4	4
18:00			3	4	4	4	4	4	4
19:00	Power Shift			3	4	4	4	4	4
20:00				3	4	4	4	4	4
21:00				3	4	4	4	4	4
22:00				3	4	4	4	4	4
23:00	3 rd Shift		3	4		4	5	5	4
			(Mon)	(Tues)	(Wed)	(Thurs)	(Fri)	(Sat)	(Sun)
0:00			3	3	3	4	5	5	5
1:00			3	3	3	4	5	5	5
2:00			3	3	3	3	3	3	3
3:00			3	3	3	3	3	3	3
4:00			2	2	2	2	2	2	2
5:00			2	2	2	2	2	2	2

Response Times

In order to obtain a comprehensive picture of the reactive workload, it is important to consider how the workload affects response time for priority calls. Even in areas where reactive calls for service demands are relatively low, it is necessary to maintain a certain number of resources to be able to respond to serious calls in a timely manner. Response time to in-progress priority calls has long been



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an important benchmark of adequate staffing. There are three related measures that must be taken into account.

First is queue time, which measures the amount of time it takes Dispatch to receive, process, or partially process the call information and dispatch the officers to the call. This may include call stacking time based on the Department dispatch processes.

The second component is the actual travel time it takes for the officer to arrive at the call. Many factors in the environment, including geographic features and traffic patterns influence travel time.

The sum of queue time and travel time is response time or how long it takes the officer to arrive on the scene. While there is no national standard of response time for Police agencies, response time for priority calls serves as an important metric for Police resource allocation studies. Response time compliance is an independent risk value for emergency services, and is predicated on having available vehicles strategically placed throughout the community to facilitate the most effective response to all calls. Thus, the notion of emergency response is a sum value of vehicles required to respond to calls and vehicles required to achieve response time compliance.



In reviewing the previous 5 years and over 50,000 individual calls that comprise the body of data, several anomalies surfaced. The first is the presence of information calls as mentioned earlier in this report. Upon reviewing the call for service data in detail, there were a significant number of a calls each year that were neither dispatched to an officer, nor was there an officer on scene for any period of time. These calls would have a travel and on-scene time of zero minutes and could potentially skew travel

and response times to appear shorter than they actually are. For the sake of accuracy in examining the frontline officer workload, these calls were identified and eliminated from the sample when calculating the response times.

There are also instances where the data was skewed by the response practices of the officers where travel time and/or the time the call was cleared were within seconds of the time the officer arrived at the call. This situation results when the officers volunteer for a call but do not attend the scene, or they simply forget to clear the call with Dispatch. While these actions are common practice in most police

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agencies, they do affect the quality and veracity of the data when it comes to evaluating queue, travel, response time, and time on scene.

The third notable anomaly in the data is that there is no call priority designation included during dispatch. In most cases, calls are assessed for whether they are in progress or belated, and if there is threat of harm. They are then assigned a priority designation that triages them as to which call should be dispatched first and how urgently it should be responded to. In the case of Whitewater, the prioritization of calls and expected response times happens during the actual dispatching of the call and are captured outside of the CAD system. This lack of integration means the data does not allow for

Recommendation

Integration of the prioritization of calls within the PD dispatch system

comparative evaluation of differing response times as related to call priority. As call volume increases over time, the supply of resources diminishes, or other factors in the environment affect timely response, it will become essential to be able to benchmark the ability to promptly respond to the most urgent

calls; the ones in which minutes or even seconds can make a difference in the outcome. It is also best practice to have prioritization of calls take place inside of the CAD system. One of the recommendations of this report is for the Whitewater Police Department to consider integrating the prioritization of calls within its dispatch system at the earliest opportunity, ideally when upgrading or replacing the current CAD system.

The below data is summarized by using the average of the samples collected. Any anomalies resulting from human error in time calculations were excluded from the data.

Queue	
	Average
2019	4:30
2020	3:55
2021	5:26
2022	5:09
2023	5:11

Summary

Queue times since 2021 have remained consistent at approximately 5 minutes

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Travel	
	Average
2019	4:01
2020	3:18
2021	3:13
2022	4:03
2023	4:03

Summary

Travel times are consistently in the 3-4 minute range from year to year

Response	
	Average
2019	8:21
2020	13:11
2021	8:02
2022	9:08
2023	9:13

Summary

Average response time has increased from 8 minutes in 2019 to a over 9 minutes in 2022 and 2023

Call Duration Comparison 2019 and 2023

Call Type	2019 freq	2019 avg	2019 90%	2023 freq	2023 avg	2023 90%
ASSIST CITIZEN	119	2:43:37	0:53:52	354	0:33:27	0:58:02
BATTERY SIMPLE						
ASSAULT	6	1:33:32	2:03:10	4	2:24:02	1:12:08
BURGLARY	11	2:03:37	0:50:21	16	0:41:06	0:58:30
DAMAGE TO PROPERTY	74	2:53:45	0:55:13	82	1:14:49	0:57:56
DOMESTIC ABUSE	30	2:35:25	2:16:32	44	7:26:03	0:58:29
EMERGENCY	10	7:51:08	2:31:38	13	7:33:39	1:07:55

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DETENTION						
HARASSMENT	80	0:27:09	0:41:42	55	0:19:57	0:58:17
MV THEFT REPORT	10	0:23:41	0:34:12	9	12:05:37	1:04:34
MVA PD	182	5:31:49	0:54:27	141	0:38:09	1:00:24
ROBBERY	0			3	3:31:18	1:35:12

Overall, for call duration for both 2019 and 2023, there is a wide variety of time spent on calls ranging from a few seconds, to several days or weeks. While in some cases, the calls spanning several days may be legitimate, it is also likely that some of the incidents are calls where the officer suddenly pre-empted from an existing call to attend something more urgent. This is a common occurrence in most busy Police Departments, and at times the original call may remain on the system for several days/weeks before the oversight is discovered and the call is cleared. Experience would suggest that in many cases, these extremely long calls may include a substantial number of incidents where the officer dealt with the call but never administratively cleared it from the system. To eliminate these lengthy calls from disproportionately skewing the data, the 90th percentile times are compared rather than the averages. This is the longest duration of time on scene at the call in 90% of the cases in the data set. The calls for service in 2019 in the 90th percentile duration time were 53 minutes and 56 seconds, and in 2023 it was 57 minutes and 53 seconds.

Selected Call Types

A comprehensive examination of the full range and variability of the types of calls responded to may result in several potential opportunities:

- Changes in call type over time reflects changes in the nature of the workload
- Frequent calls for service may benefit from an alternative approach, alternate policy, being worked in partnership with another agency (e.g. mental health), or being referred to a third party
- Evaluation of agency priorities and strategic directions for the future



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- Identification of pervasive community problems or chronic calls that might be more effectively addressed by a proactive or project based approach



A selection of the most frequent call types, those that may be of particular interest to the community sense of safety, and/or were identified in the interviews with members of the Police Department as trending higher were analyzed.

The City of Whitewater Police Department has 216 different types of calls in its CAD system, some of which are seldom used and many that appear to be related. For the purpose of this analysis, similar call types were grouped

together. For example, Alarm, Alarm Business, and Alarm Residential were combined as Alarm Calls. The following pages highlight the results of the analysis.

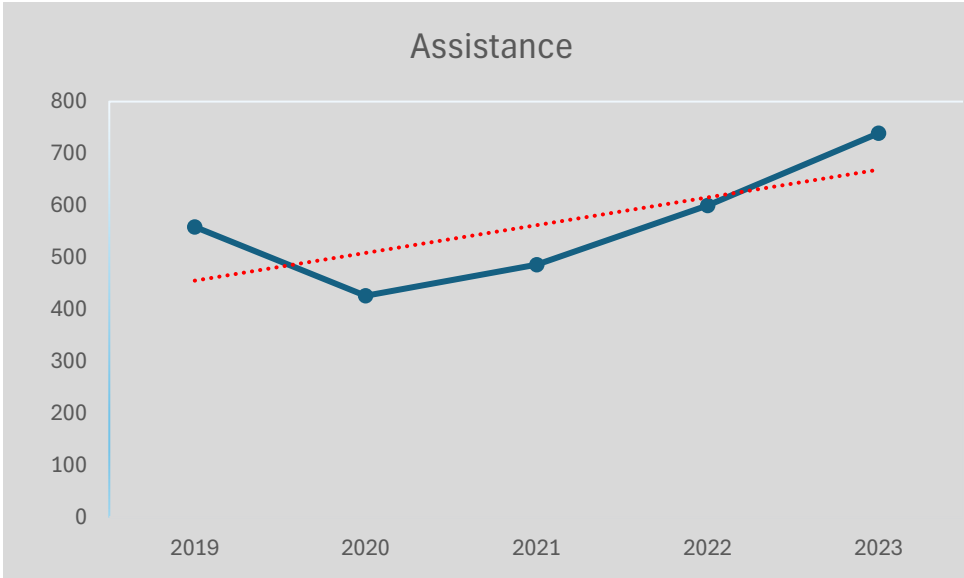
	2019	2020	2021	2022	2023
ASSIST	135	59	57	65	42
ASSIST CITIZEN	193	127	209	233	354
ASSIST CORONER	0	0	1	0	0
ASSIST MOTORIST	111	108	72	77	74
ASSIST OTHER DEPARTMENT	120	132	147	225	269
Assistance	559	426	486	600	739



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- ### Summary
- Call type steadily increasing year over year
 - Increase driven by Assist Citizen and Assist Other Department call types
 - Assist Other Department call type has almost doubled in 2022 and 2023, a trend worth noting and worthy of future investigation if continues

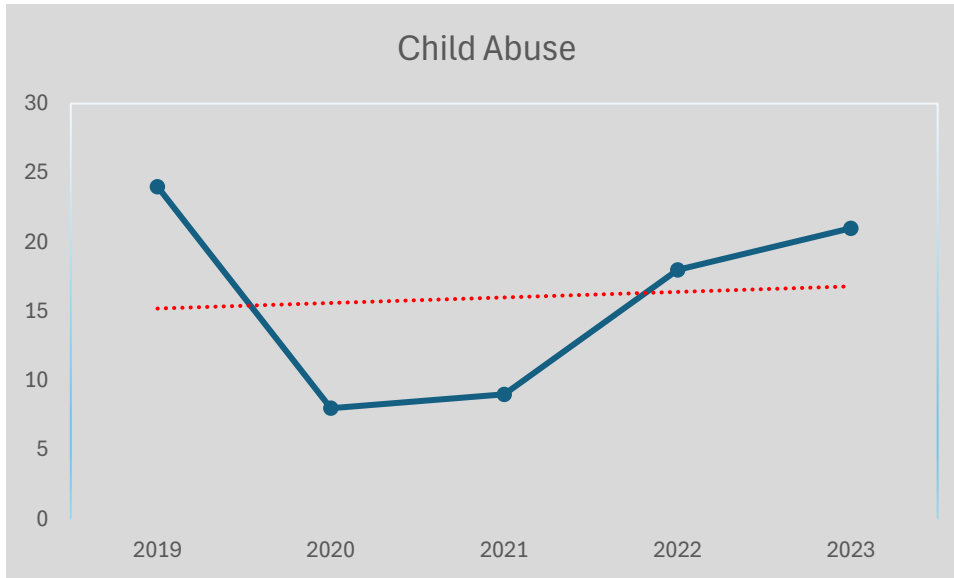
	2019	2020	2021	2022	2023
CHILD ABUSE/NEGLECT	20	6	6	13	18
CHILD EXPLOITATION	4	2	3	5	3
Child Abuse	24	8	9	18	21

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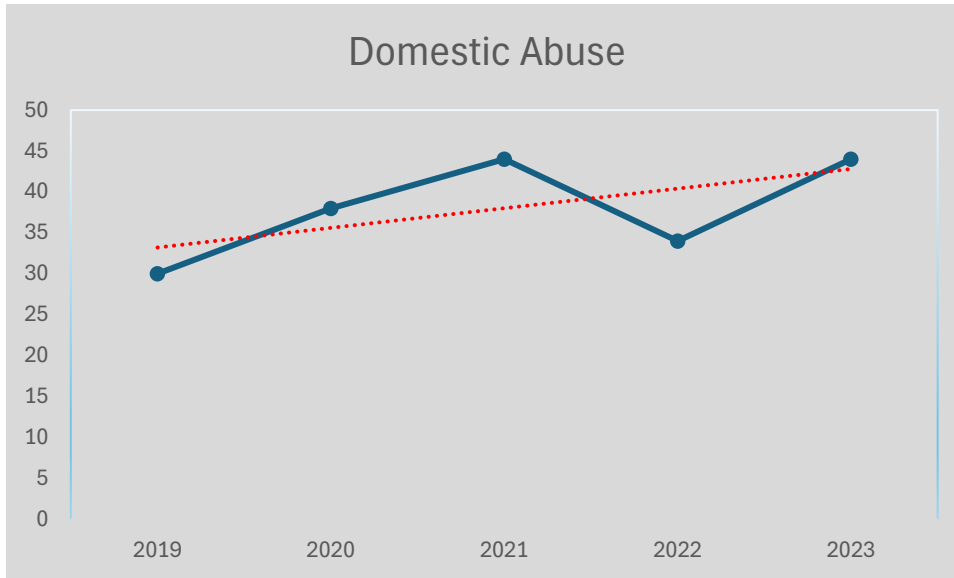
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Summary

- Officer identified call type with recent dramatic increases
- Relatively flat year over year call change between 2020-2021; large increase thereafter
- Overall numbers are relatively low which exaggerates the year to year fluctuations

	2019	2020	2021	2022	2023
DOMESTIC ABUSE	30	38	44	34	44



Summary

- Another area of perceived increase in calls underscored during officer interviews
- Recurring increases except for 2022

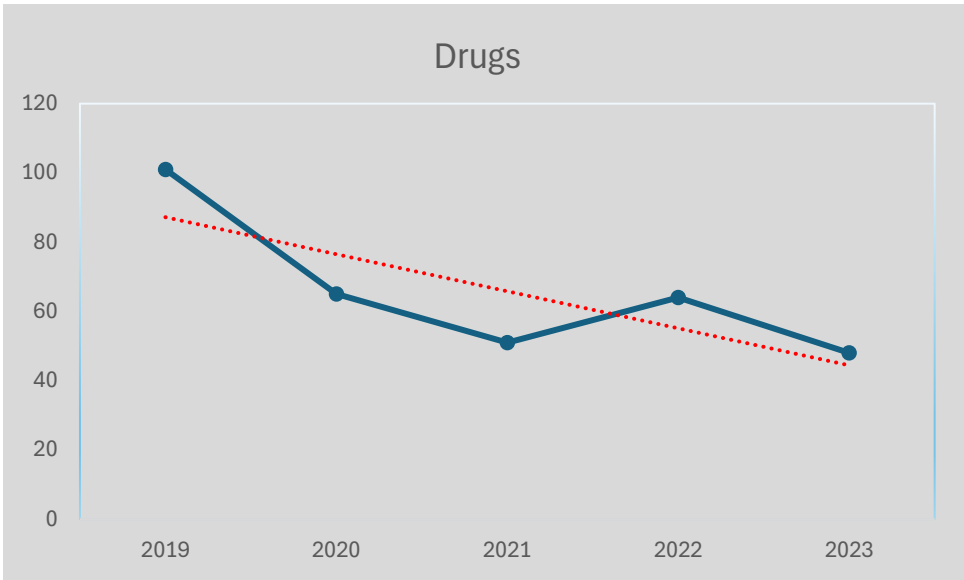


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	2019	2020	2021	2022	2023
DRUGS	101	65	51	64	48



Summary

- Indicator of citizen confidence in police to deal with quality of life issues
- Indicator of officer discretionary time resulting from proactive activity via field contacts or traffic stops
- Decrease in 2023 may signify a decrease in proactive policing and something to examine more closely if continues

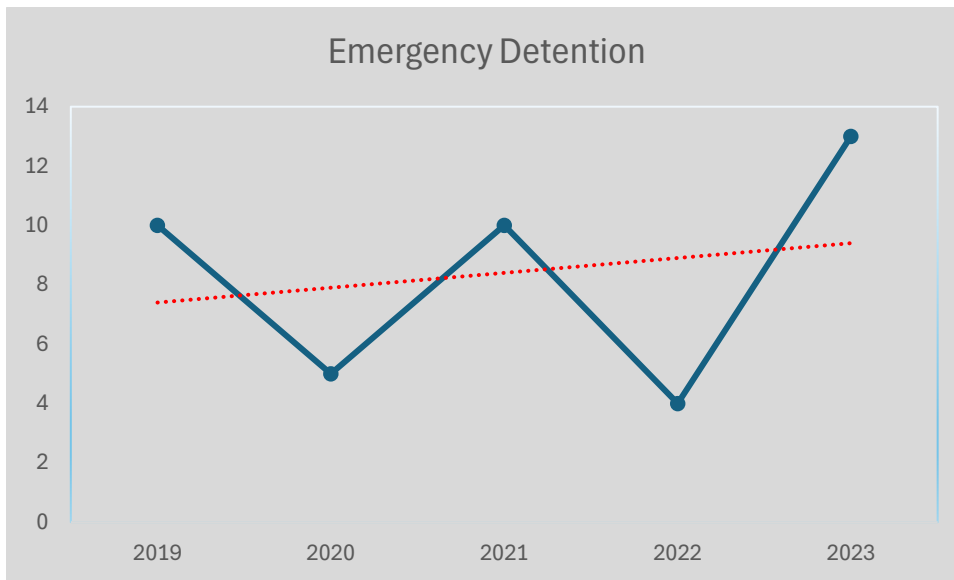
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	2019	2020	2021	2022	2023
EMERGENCY DETENTION	10	5	10	4	13



Summary

- Key issue highlighted in interviews due to hospital transport and the associated wait time which often can be over 10 hours
- Overall frequency is low, exacerbating the large fluctuations year over year

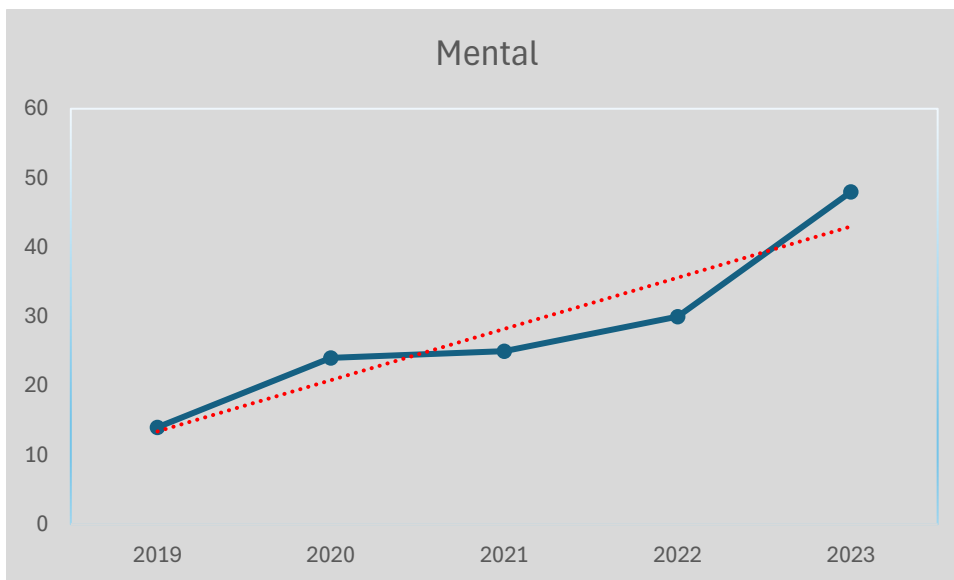
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	2019	2020	2021	2022	2023
MENTAL	14	24	25	30	48



Summary

- Significant increase almost every year
- Officer highlighted call type
- Mirrors general trend in policing where mental health calls are becoming a prominent and persistent call type that often strains police capacity and resources

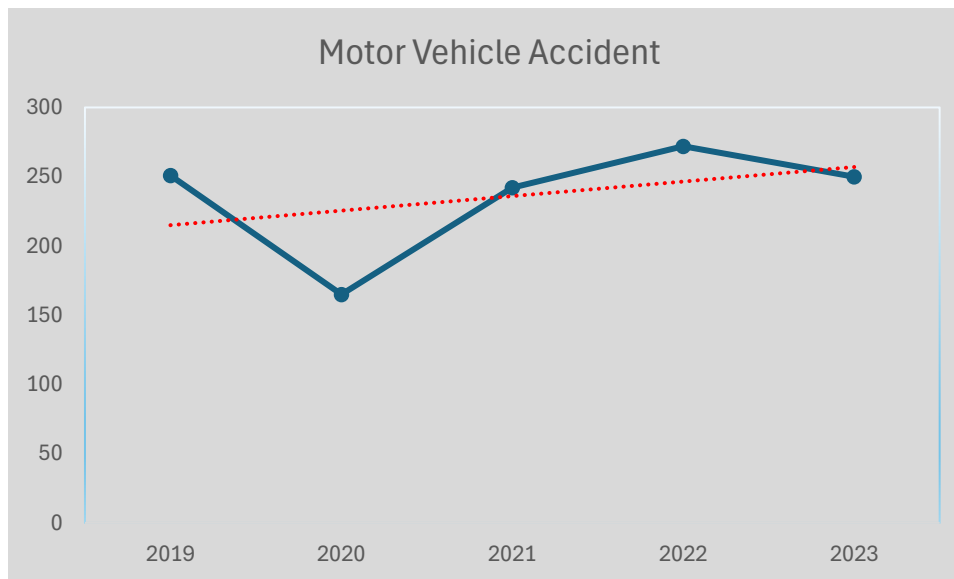


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	2019	2020	2021	2022	2023
MVA-FATAL	1	1	0	0	0
MVA-HIT & RUN INJURY	0	1	2	2	3
MVA-HIT & RUN PD	47	43	64	62	78
MVA-INJURY	21	13	21	33	28
MVA-PD	182	107	155	175	141
Motor Vehicle Accident	251	165	242	272	250



Summary

- Significant call type in terms of number of calls per year
- No expectation of dramatic changes in overall frequency over the next few years
- Relatively steady increase in Hit and Run incidents from 2020 to 2023

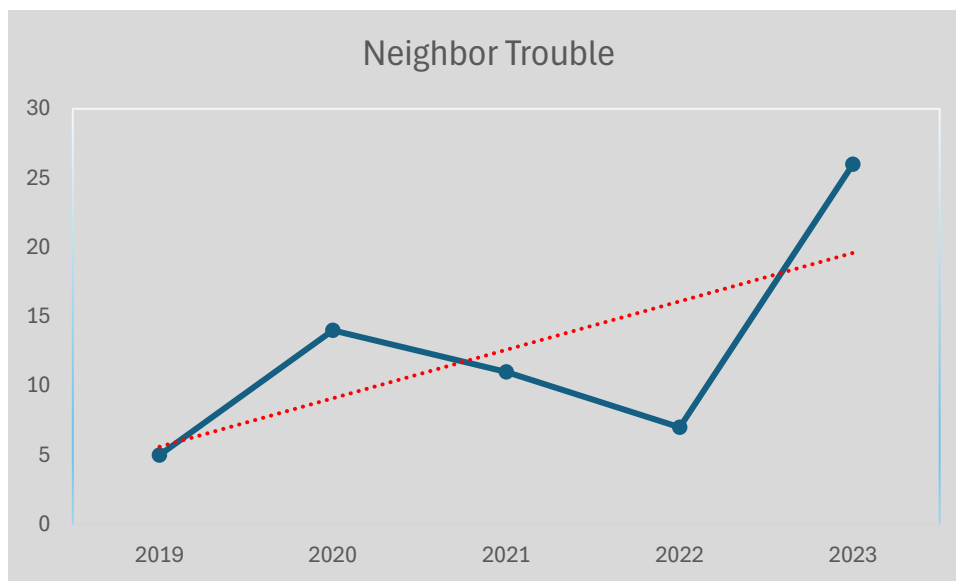


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	2019	2020	2021	2022	2023
NEIGHBOR TROUBLE	5	14	11	7	26



Summary

- Quality-of-life call type typically of concern to citizens
- Overall incidence is fairly low, but dramatic increase in 2023 is notable and should be monitored in future years for persistence

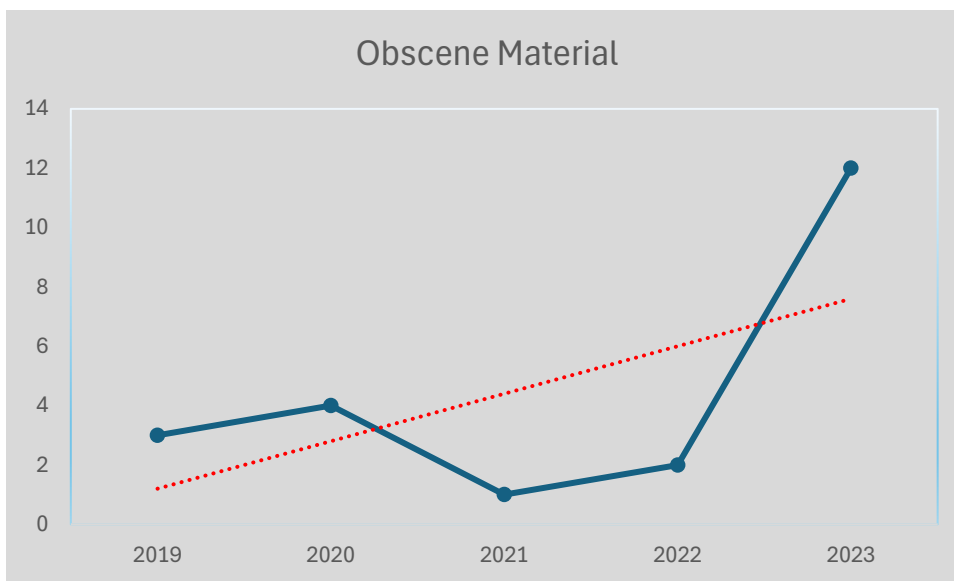
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	2019	2020	2021	2022	2023
OBSCENE MATERIAL	3	4	1	2	12



Summary

- Officer identified call type as steadily emerging
- Overall numbers are low, but the dramatic increase in 2023 supports anecdotal experiences relayed by the officers

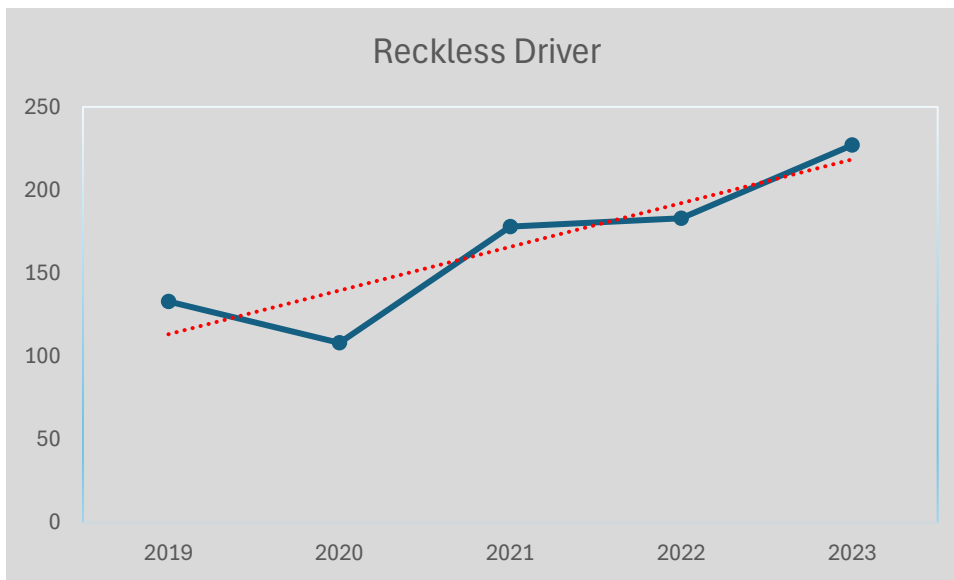
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	2019	2020	2021	2022	2023
RECKLESS DRIVER	133	108	178	183	227



Summary

- Officer identified issue caused by the increase of unlicensed/inexperienced drivers directly related to demographic changes
- Significant upward trend in the last 3 years

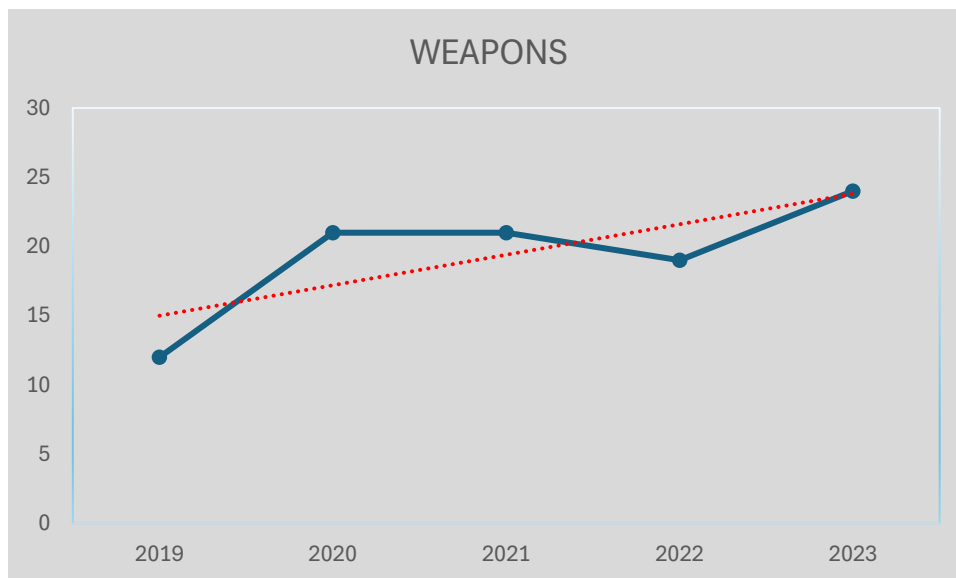


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	2019	2020	2021	2022	2023
WEAPONS	12	21	21	19	24



Summary

- Officer identified issue, although numbers are low
- Trend line is exaggerated by low 2019 incidents, otherwise relatively flat

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Top Ten Calls by Year

2019	
TRAFFIC STOP	2719
RESCUE	718
DC	565
PARKING COMPLAINT	424
WELFARE CHECK	383
BAR CHECK	374
FIELD CONTACT	372
COMPLIANCE CHECK	293
ANIMAL	261
SUSPICIOUS	254

2020	
TRAFFIC STOP	1897
RESCUE	493
WELFARE CHECK	394
DC	366
PARKING COMPLAINT	320
FIELD CONTACT	315
ANIMAL	261
RECEIVE INFORMATION	242
911 HANGUP	242

NOISE COMPLAINT	240
-----------------	-----

2021	
TRAFFIC STOP	2217
WELFARE CHECK	591
RESCUE	500
DC	493
BAR CHECK	400
PARKING COMPLAINT	325
ANIMAL	302
FIELD CONTACT	299
BUSINESS CHECK	266
911 HANGUP	262

2022	
TRAFFIC STOP	1716
PARKING COMPLAINT	683
RESCUE	526
WELFARE CHECK	517
DC	431
ANIMAL	291
FIELD CONTACT	272

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911 HANGUP	255
NOISE COMPLAINT	246
THEFT	240

2023	
TRAFFIC STOP	1447
WELFARE CHECK	571
DC	422
PARKING COMPLAINT	401

911 HANGUP	388
RESCUE	386
EXTRA PATROL/PATROL	361
ASSIST CITIZEN	354
911 OPEN LINE	324
SUSPICIOUS	299

Geospatial Analysis

Critical to the analysis of deployment efficiency in any agency is the determination of the location of incidents to identify the most effective placement of resources in order to reduce response times. Geographic analysis uses geography and mathematics to cross-reference call data with geography to compare the total reactive workload versus where officers are deployed. This type of analysis can help to identify alternate patrol area layouts and lead to more efficient response times.

Further to this, the crime information can be overlaid with data about population density, trends in residential and commercial development, current deployment beats, and other data to add context and insight into the calls for service patterns. Current and future development and population trends can also assist in predicting future demands and deployment needs.

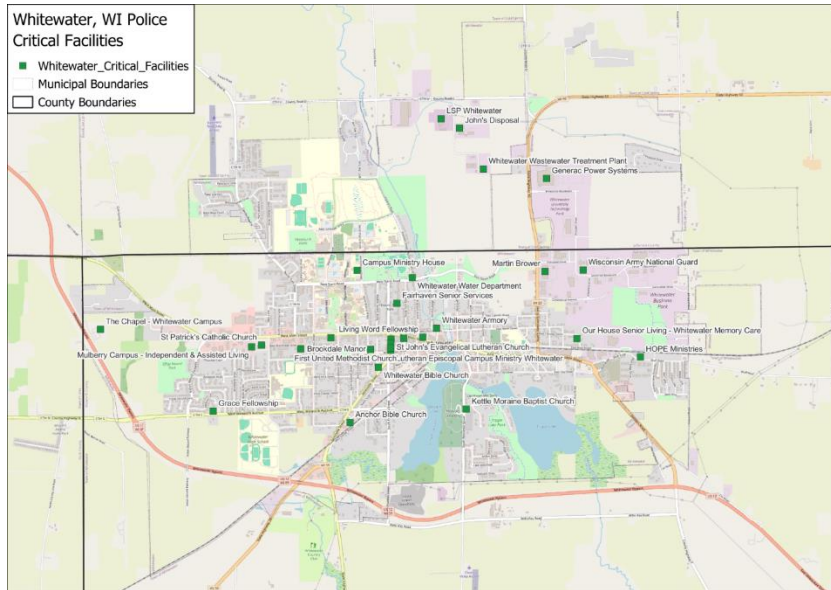
The following two maps show the locations of notable buildings in the City including the Whitewater and University Police stations. State Highway 12 runs along the outskirts of the City and most businesses are concentrated in the town center. Typically smaller cities located near major transportation routes experience transient crime, predominantly the trafficking of stolen goods, drugs, weapons or human beings between larger cities.

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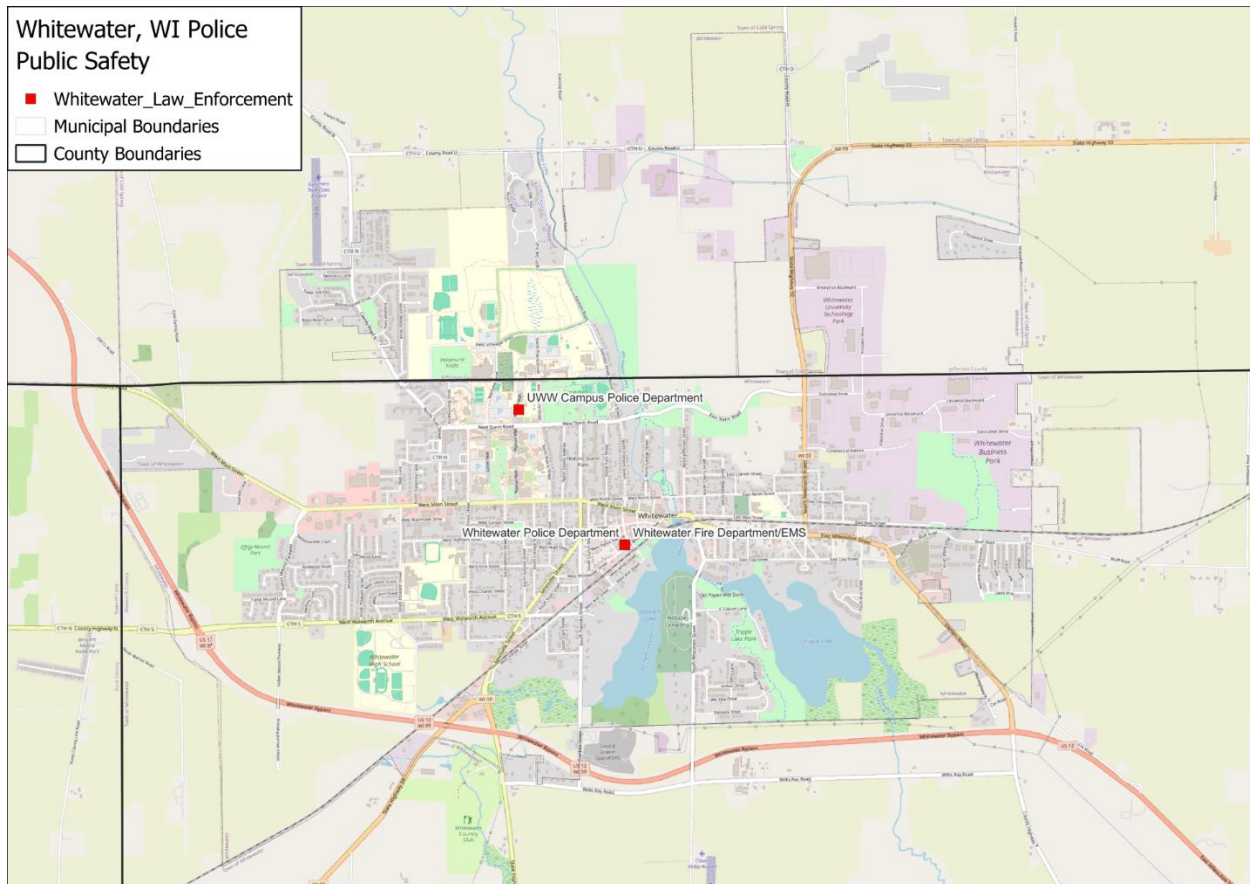


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The pattern depicted in the below map shows the concentration of calls near the downtown core of the City which includes a number of municipal services, businesses, and retail outlets. It is noteworthy that a similar map was produced for each calendar year from 2019-2022 and in every case the pattern was identical to the one presented in the 2023 data. This shows the stability and durability of the overall pattern.

Clusters associated with main downtown areas of cities are extremely predictable, providing key information used to formulate proactive initiatives and crime prevention measures. During the months when the University is in session and students are frequenting downtown, high visibility patrols on foot,



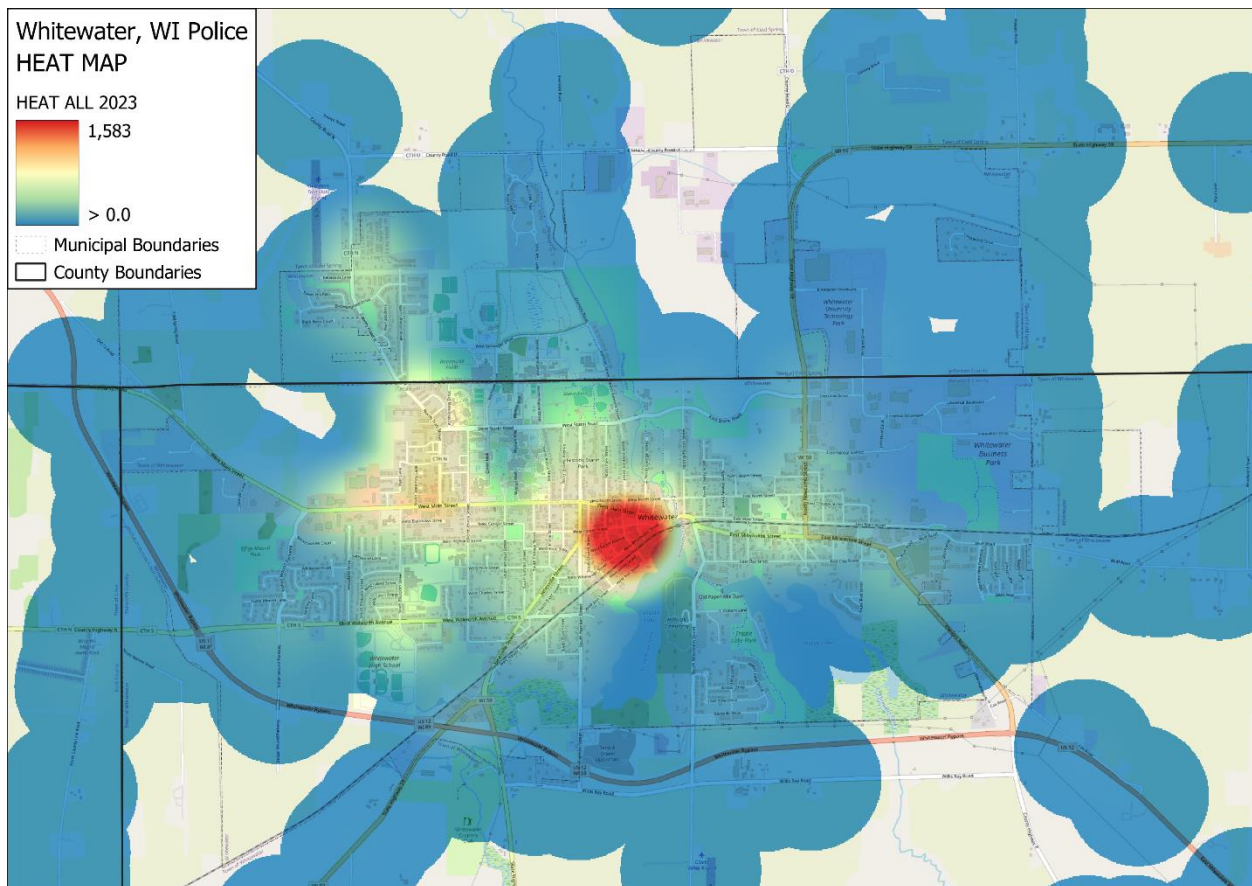
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bicycle or other means add to the community’s sense of safety and enhance resident communication of persistent and recurring problems in the area.

Problem solving efforts for downtown issues should dominate the list of proactive projects and goals originated by Department shifts each year. Whitewater’s current deployment philosophy adheres to this ideal and should continue to refine its shift plans as necessary.



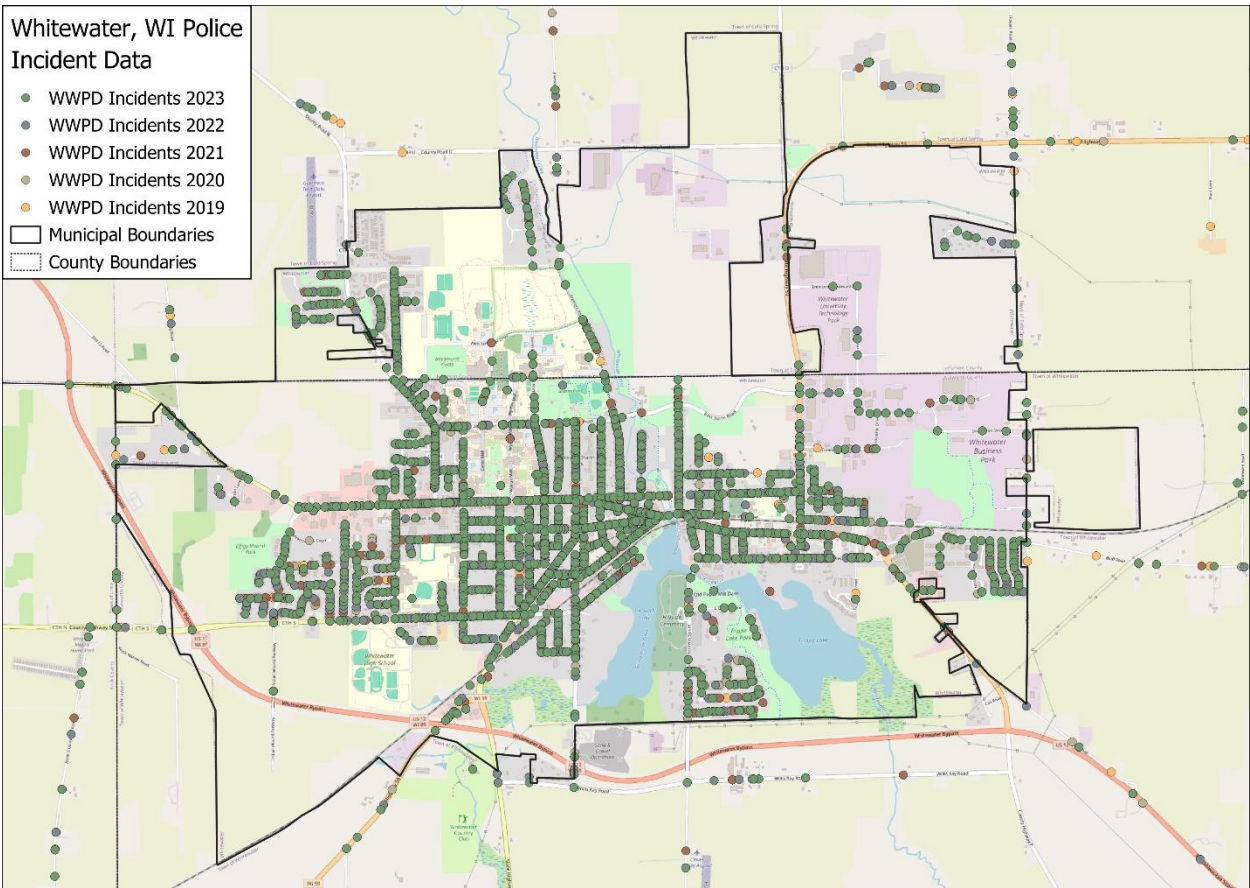


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The below plots of individual call locations for the five-year period clearly depicts the need for citywide coverage. Although the concentration of calls is heaviest in the downtown areas, there are calls every year from all parts of the City, which supports the need for sufficient patrol coverage to ensure timely responses throughout.





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Patrol

One of the important measures of workload and capacity utilized in the Fitch methodology is to account for demands on officer time outside of calls for service. As a baseline, it is essential to understand how many officers are engaged in general patrol (i.e. not assigned to a call, an administrative detail, or proactive self-initiated police activity) at a given time.

Available officers on undirected patrol are poised to respond to priority events. In addition to emergency response capacity, general patrol as a consideration in the workload provides visibility which creates a sense of safety (especially important for City Centers, entertainment districts and tourist areas). There is a strong correlation between Police presence and the subjective perceptions of an area as being safe. General patrol also provides a deterrent to public disorder and crime.

The overall queue and response times, reinforced by geospatial information, indicate the Whitewater Police Department has officers available and positioned for an effective response to all calls. This is particularly impressive when taking into account that the City does not restrict officers to particular geographic patrol zones, nor were the queue and response time analyses restricted to only top priority calls as they normally would be.



However, it was relayed by interviewed officers that these response times are impacted by clearing a priority call to attend another call or provide backup. Several officers indicated they would defer or avoid proactive activities that could make them unavailable for a protracted period of time if others on their shift were already engaged with a call. Effective call response time can easily be compromised



if officers choose to or are forced to displace useful proactive activity due to insufficient resources on the street.

Proactive Activity

In addition to the calls for service information, CAD and other data can also assist in depicting the proactive activities of officers. These can include traffic enforcement, citizen contacts, premise checks, foot patrol, or any other self-initiated policing activities that are captured in the CAD system or in other records. Most deployment models strive to include availability at appropriate times of the day for proactive activities.

The International Association of Police identifies uncommitted time as one of the most important and accurate indicators of police workload. Department expectations of the role of the officer in the community and his/her core job functions greatly impact the proactive activity workload. Police Departments that emphasize community outreach, engagement, and problem solving as part of the core responsibilities of frontline officers typically have an enhanced need for them to be available during the critical time period of 9:00 AM to 9:00 PM. Usually, these are proactive activities that allow officers to focus on Department and community priorities.

The Whitewater Police Department has done a remarkable job of not only routinely including proactive activities in their workload, but also recording these activities within the CAD system. In many Police Departments, officers perform proactive activities while they are depicted in CAD as being “available” i.e. on routine patrol. It is essential to log proactive activities in CAD so the Department is easily able to formulate and analyze metrics associated with the workload and consequently develop best practices.

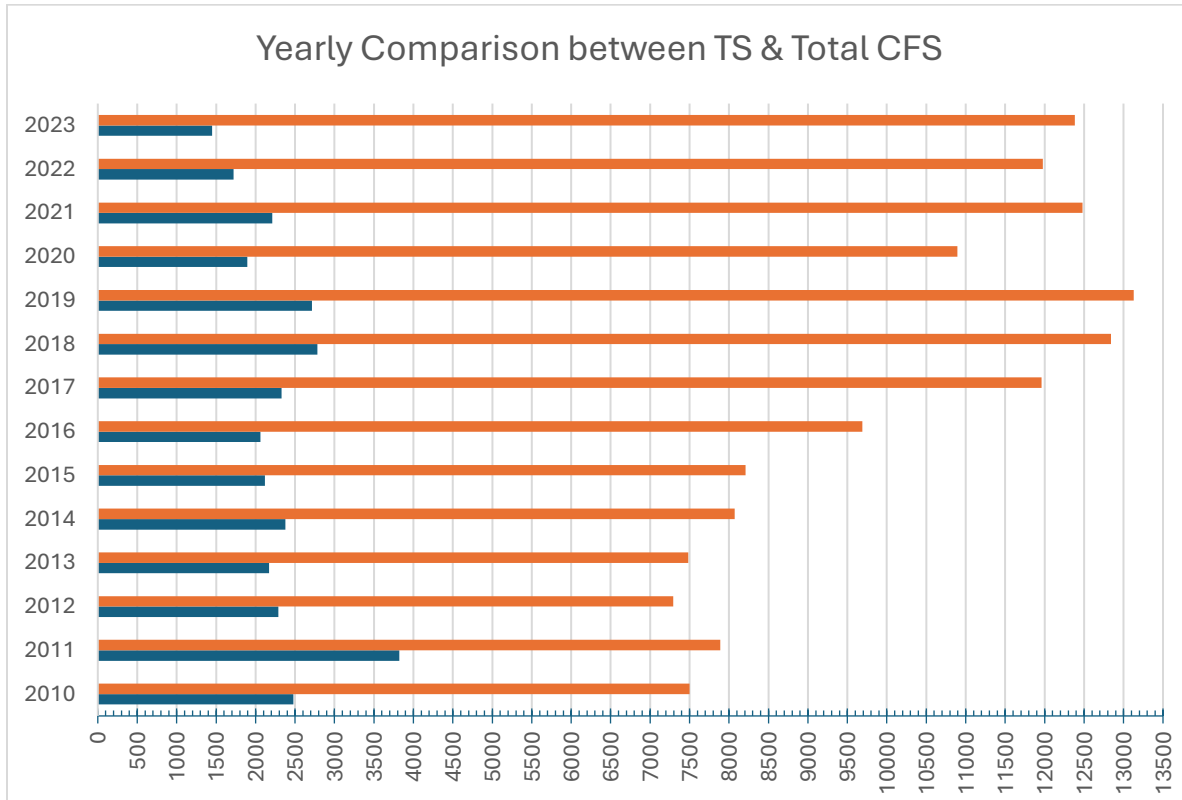
Notably, the Chief of Police raised a concern with Council over the decline of traffic stops in direct correlation with increases in reactive calls for service. The inference was clearly made that officers have less time to perform proactive activity because of the call volume. See below (blue line is traffic stops and orange line Calls for Service)

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It is useful to examine a wider range of proactive calls for service to determine if the trend affects other proactive call types. These call types along with their year-to-year fluctuations are captured in the table below. The data set for this analysis with the selected proactive activities only goes back to 2019 when a new RMS system was put in place. Most of these call types were clearly proactive activities by nature, however there are many other call types, for example, parking complaints, that are more ambiguous. Often officers may proactively conduct parking enforcement or they may be doing so reactively in response to a call for service from a citizen. It is difficult to further parse these ambiguous call types in order to definitively determine if they were as a result of proactive or reactive activity.

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CALL TYPE	2019	2020	2021	2022	2023
BAR CHECK	374	229	400	183	218
BUSINESS CHECK	69	162	266	45	221
EXTRA PATROL/PATROL	177	128	83	128	361
FIELD CONTACT	372	315	299	272	289
FOOT PATROL	28	61	101	125	105
MEETING	2	5	30	23	59
PARK CHECK	5	32	86	115	287
SCHOOL CHECK	1	2	4	0	68
TRAFFIC STOP	2,719	1,897	2,217	1,716	1,447
TOTAL	3,747	2,831	3,486	2,607	3,055

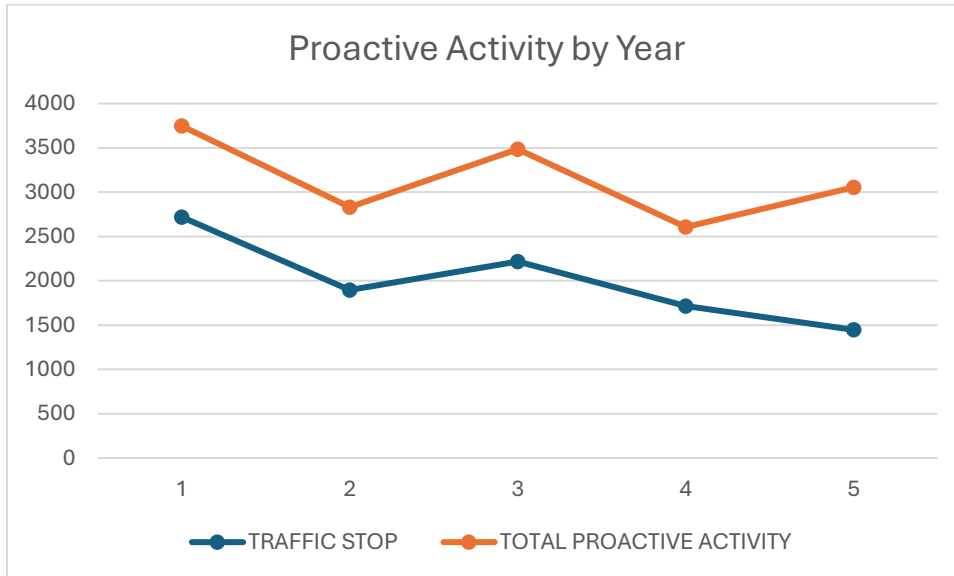
Some of these call types are among the top 10 or 15 high frequency calls every year, which is indicative of the value and emphasis the Whitewater Police Department places on proactive activity. Traffic stops are the most frequent proactive activity, and over the past 5 years they have experienced a steep decline as well as having the most variability of all the proactive categories. In 2023, the 1,447 traffic stops represent a low point in this data range at only 53% of the peak year in 2019 when 2,719 traffic stops were conducted, and representing only 72% of the five-year average of 1999 traffic stops per year.

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Before 2023, the total proactive activity decline mirrored the traffic stop pattern. In 2023, however, total proactive activity increased due to above average years in business checks, extra patrols, foot patrols, park checks, and school checks. The increase from the 2022 low point and the 3,055 proactive activities represented 97% of the 5-year average (3,145) and 82% of the peak value in 2019 (3,747).

Each of the frontline patrol shifts under the leadership of its Lieutenant develops proactive projects every year and then quantifies the results. Department perception exists that proactive call types such as park checks or bar checks fluctuate greatly from year to year depending on the focus of the patrol shifts. Examining the total proactive activities excluding traffic stops reveals that proactive call types experienced a modest increase over the time period mostly due to the considerable increase in 2023.

As previously noted, it is important to recognize that traffic stops comprise over 2/3 of all proactive activity in every year except 2023, where they were still the most voluminous call type but only represented about half of the total proactive activity. While it is probable that the call increase that began in 2017 correlates with some of the decrease in traffic stops, for the most part calls have held constant since 2019 at about 12,000 per year while traffic stops continued to decline. It will be worthwhile to see if the rebound in other proactive activity that occurred in 2023 expands to include a re-invigoration of traffic stops in 2024. Like many proactive activities it is a matter of concerted effort and perhaps the shift projects will include targeted traffic stops.

One of the themes expressed repeatedly in interviews of officers is the effect of the current staffing situation on their proactive activity. In situations where one officer is tied up on a call for service, the



other officers on the shift defer any proactive activity that would render them unavailable for a call for service or to act as a backup. This is believed to be a significant factor in the decrease that would also be ameliorated with increased staffing conditions at the busiest times.

It will also be noteworthy if any staffing increases realized by the recommendations in this report translate into increased proactive activity. The Whitewater Police Department is ahead of the curve in that regard due to its diligent tracking of a good range of proactive activities in its CAD database.

Administrative Time

There are several realities that take away from Police officers being available at work to take calls, patrol, and do proactive activities. These include lunches and breaks, vacation, training, sick time, on duty court appearances, on duty injuries, vehicle maintenance, meetings, etc. A comprehensive picture of workload must include the impact of these administrative tasks on the deployed staffing to accurately gauge the efficiency of the work shift, and deployment pattern.

An optimized staffing analysis was conducted utilizing mathematical formulae to determine the most efficient allocation of personnel to maintain the desired staffing. Variables included in the calculation were the average use of personal time, training, Family and Medical Leave Act, Military Leave and light duty hours. The highs, lows, and averages of these administrative time experiences lead to a high, medium, and low calculation of the optimized staffing quotient. The result of the calculation indicates how many officers would be required to ensure one full time position year-round.

Optimal Staffing Calculation	
High	1.55
Medium	1.39
Low	1.28

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FBI UCR Crime Data

For some other key indicators of workload for the frontline and detectives in terms of crimes that need to be investigated, staffing studies often refer to crime incidents. A comparison was provided by the Whitewater Police Department of information from the FBI Uniform Crime Reporting (UCR) Program. In comparing different regions of different populations, the rates of incidents are often expressed as the number of crimes per 100,000 residents. The graphs, tables, and discussion that follows compares the rates of violent and property crime in Whitewater with several comparison communities.

Crime Category	series	2018	2019	2020	2021	2022
Violent	Reported	24	31	37	38	33
	Cleared	21	23	33	24	27
		87.50%	74.19%	89.19%	63.16%	81.82%
Property	Reported	104	160	148	181	184
	Cleared	38	47	39	86	117
		36.54%	29.38%	26.35%	47.51%	63.59%
Homicide	Reported	0	0	0	0	0
	Cleared	0	0	0	0	0
		n/a	n/a	n/a	n/a	n/a
Rape	Revised Rape Reported	8	13	5	14	10
	Revised Rape Cleared	5	7	5	5	7
		62.50%	53.85%	100.00%	35.71%	70.00%
Robbery	Reported	3	0	1	2	2



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	Cleared	3	0	0	0	2
		100.00%		0.00%	0.00%	100.00%
Aggravated Assault	Reported	13	18	31	22	21
	Cleared	13	16	28	19	18
		100.00%	88.89%	90.32%	86.36%	85.71%
Arson	Reported	0	0	0	2	1
	Cleared	0	0	0	1	0
		n/a	n/a	n/a	50.00%	0.00%
Burglary	Reported	20	11	25	11	11
	Cleared	5	3	5	2	4
		25.00%	27.27%	20.00%	18.18%	36.36%
Larceny-Theft	Reported	74	140	117	165	166
	Cleared	26	35	31	82	109
		35.14%	25.00%	26.50%	49.70%	65.66%
Motor Vehicle Theft	Reported	10	9	6	5	7
	Cleared	7	9	3	2	4
		70.00%	100.00%	50.00%	40.00%	57.14%

Peer Comparators

It is possible to use the UCR statistics as a common denominator to compare the Whitewater Police Department with some of its peer Police Departments in the area. Four comparators were selected in concert with the Police leadership team. These comparator agencies were selected because of similarities in size of Police Department, population served, presence of a university and other variables. Obviously in policing, each situation is unique in terms of demands and conditions. These comparators, however, do serve their purpose by adding context to the Whitewater statistics. The ratio of officers per 1,000 residents in Wisconsin statewide is 2.26.



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Municipality	Population	Officers	Officers per 1,000 Residents
Lake Geneva	8,277	24	2.90
Watertown	22,926	40	1.74
Fort Atkinson	12,579	20	1.59
Menomonie	16,843	25	1.48
Whitewater	15,773	24	1.52

Violent Crime Rate Comparisons 2018-2022 (Rate per 100,000)

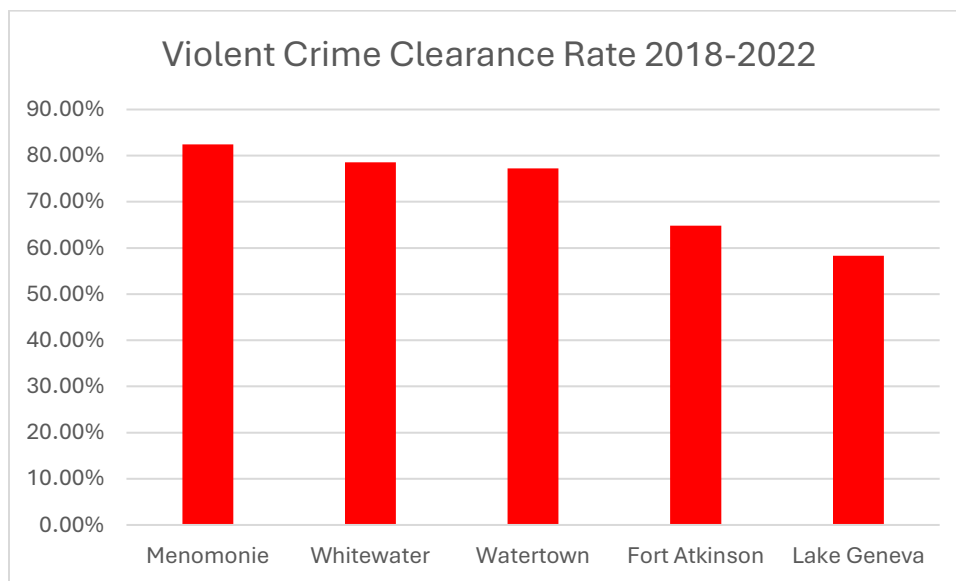
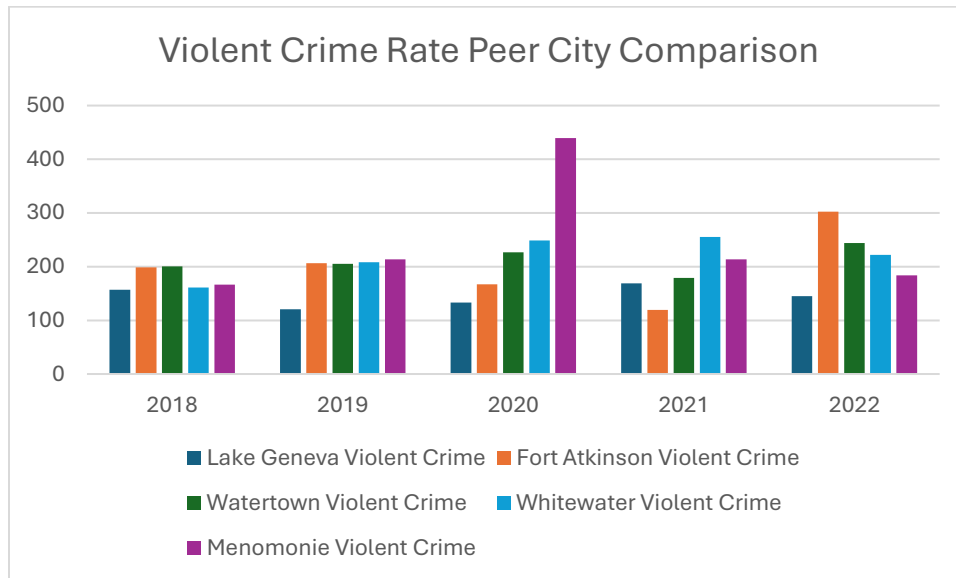
	2018	2019	2020	2021	2022
Whitewater Violent Crime	161.2	208.2	248.5	255.2	221.6
Fort Atkinson Violent Crime	198.7	206.7	166.9	119.2	302.1
Lake Geneva Violent Crime	157.1	120.8	132.9	169.1	144.9
Watertown Violent Crime	200.6	205	226.8	178.8	244.3
Menomonie Violent Crime	166.2	213.7	439.4	213.7	184.1



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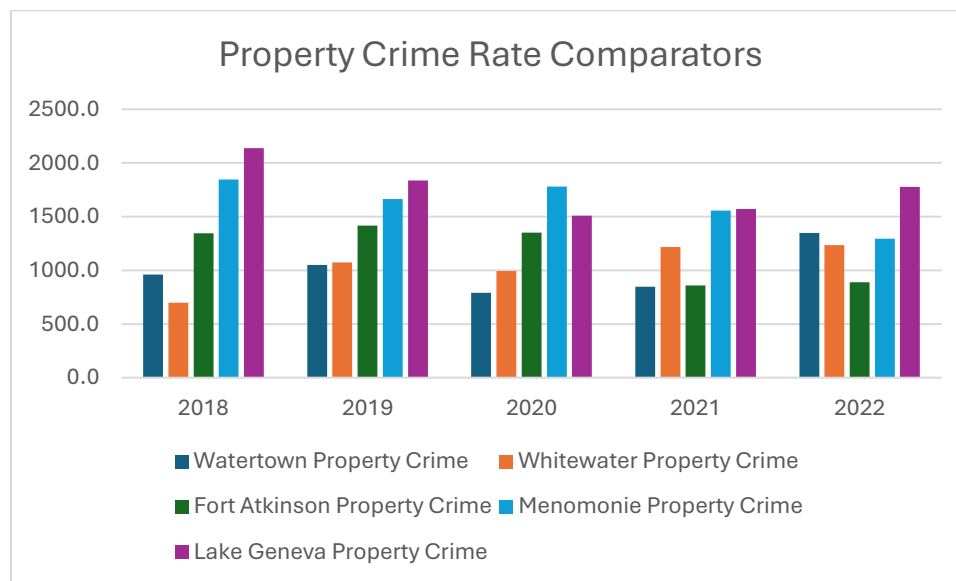
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Property Crime Rate Comparisons 2018-2022 (Rate per 100,000)

	2018	2019	2020	2021	2022
Whitewater Property Crime	698.5	1,074.6	994.0	1,215.7	1,235.8
Fort Atkinson Property Crime	1,343.5	1,415.1	1,351.5	858.6	890.4
Lake Geneva Property Crime	2,138.5	1,836.4	1,510.2	1570.6	1,776.0
Watertown Property Crime	959.6	1,051.2	789.5	846.2	1,347.8
Menomonie Property Crime	1,846.5	1,662.4	1,781.2	1,555.5	1,294.3

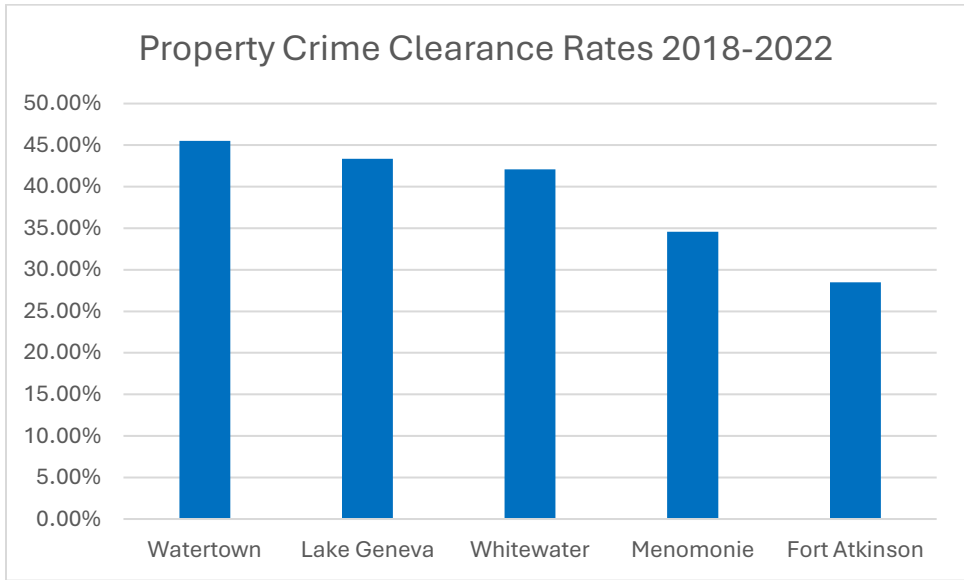




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Frontline Staffing Recommendation

A previous recommendation of this report was to exclude the supervisors as part of the minimum staffing requirement. An analysis of the proportionality of the workload suggested new minimum staffing levels based on the results in the table that follows:

		Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
6:00	1 st Shift	2	2	2	2	2	2	2
7:00		2	3	3	3	3	3	3
8:00		2	3	3	3	3	3	3
9:00		2	3	3	3	3	3	3
10:00		2	3	3	3	3	3	3
11:00		2	3	3	3	3	3	3
12:00		2	3	3	3	3	3	3
13:00		2	3	3	3	3	3	3
14:00	2	3	3	3	3	3	3	
15:00	2 nd	3	4	4	4	4	4	4
16:00		3	4	4	4	4	4	4
17:00		3	4	4	4	4	4	4



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18:00	Shift		3	4	4	4	4	4	4
19:00		Power Shift	3	4	4	4	4	4	4
20:00			3	4	4	4	4	4	4
21:00			3	4	4	4	4	4	4
22:00			3	4	4	4	4	4	4
23:00	3		4		4	5	5	4	
	3 rd Shift		(Mon)	(Tues)	(Wed)	(Thurs)	(Fri)	(Sat)	(Sun)
0:00		3	3	3	4	5	5	5	
1:00		3	3	3	4	5	5	5	
2:00			3	3	3	3	3	3	3
3:00			3	3	3	3	3	3	3
4:00			2	2	2	2	2	2	2
5:00			2	2	2	2	2	2	2

In order to cover off the peak needs of the workload during their respective shifts, it would require the following:

Shift	Current Staffing	Required Peak Staffing
1 st Shift	3	3
2 nd Shift	4	4
Power	3	2
3 rd Shift	3	3

To achieve the minimum staffing numbers required, it is essential to factor in the lost time due to illness, family medical leave, vacation, duty injury, military leave, and training as calculated in the optimal staffing analysis.

Optimized Staffing Ratio	
High	1.55
Medium	1.39



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Low	1.28
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Shift	Optimized Staffing Calculation					Required Staff		
	Current Staffing	Required Peak Staffing	High	Medium	Low	High	Medium	Low
1 st Shift	3	3	1.55	1.39	1.28	4.65	4.17	3.84
2 nd Shift	4	4	1.55	1.39	1.28	6.2	5.56	5.12
Power	3	2	1.55	1.39	1.28	3.1	2.78	2.56
3 rd Shift	3	3	1.55	1.39	1.28	4.65	4.17	3.84

In order to achieve the suggested staffing levels, 1st shift and 3rd shift would require 3-5 officers, power shift would remain the same with 3 officers, and 2nd shift would increase to 5-6 officers. It is recommended that as a conservative first step, the Whitewater Police Department increase staffing by 1 officer on 1st Shift, 2 officers on 2nd Shift and 1 officer on 3rd shift with no change to the current staffing (3 officers on Power Shift) as soon as possible (within 1-2 years). It is further recommended that the Whitewater Police Department consider adding another officer to 1st and 3rd shift within the next 3-4 years.

Shift	Current Staffing	Recommended Increase within 1 Year	Recommended Increase 2-3 years
1 st Shift	3	4 (+1 Officer)	5 (+1 Officer)
2 nd Shift	4	6 (+2 officers)	6 (no change)
Power Shift	3	3 (no change)	3 (no change)
3 rd Shift	3	4 (+1 Officer)	5 (+1 Officer)
Total	13	17 (+4 Officers)	19 (+6 Officers)

To assess alternative deployment patterns, a number of compressed work week schedules were reviewed consisting of both fixed and rotating shift schedules using 10,11, and 12 hour shifts to provide 24 hours a day, 7 days a week coverage. In each of those shift systems including the optimized staffing ratio, it would require between 20 to 25 officers on the frontline to fulfill the shift minimum staffing in the proportionality chart.



Recommendation

Increase frontline staffing by adding 4 officers

- 1st Shift +1
- 2nd Shift +2
- 3rd Shift +1

SUPPORT UNITS

Dispatch Unit

The queue times for calls in the Dispatch Unit are indicative of efficient performance in managing the incoming requests for service. The officers interviewed were generally complimentary of the Dispatch team. The members of the Dispatch Unit interviewed were of different age and experience ranges but were unanimously complimentary of the work environment, expressing that they felt part of the team, and that their proximity to the Police officers in the same building made them care even more about their safety. All of the dispatchers felt that the officers appreciated them, and would often stop in after chaotic or distressing calls to check on the dispatchers' well being. The dispatchers all preferred their environment to what they believed the work environment to be in the County dispatch system, and all of them intimated that they would rather be in Whitewater and be content and appreciated, rather than make a few more dollars in a less functional work situation.

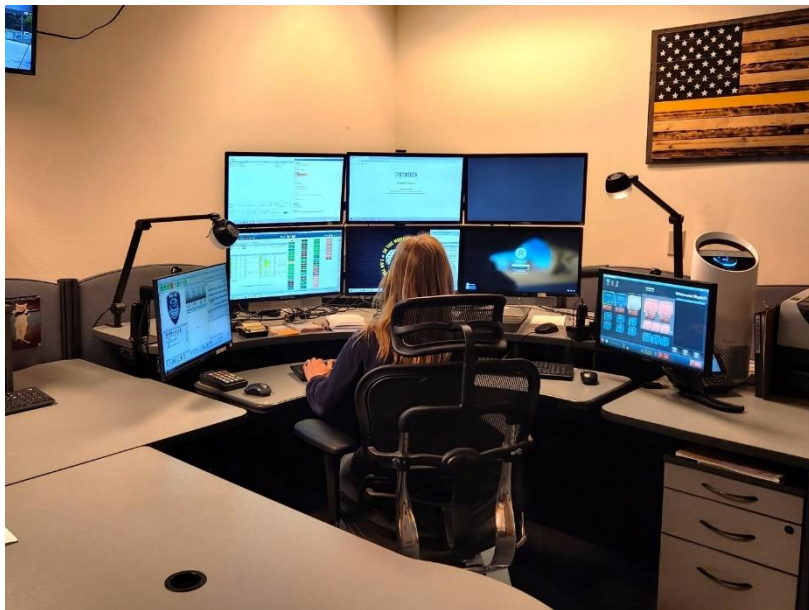
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The dispatchers felt that their supervisor and the command team were approachable and understood the challenges the dispatch position entailed. The dispatchers believed that the command team listened to their concerns and suggestions. A usual analysis of dispatch performance would include some metrics concerning the interval between someone calling 911 and the call being picked up, but in this particular case getting that data from the County proved elusive. Judging by the available data, the tour of the facility, and the qualitative data from dispatchers, colleagues and stakeholders, there are no areas of concern about the performance of the unit. The dispatchers also have a variety of administrative duties they perform when call volume allows, including processing parking tickets, and processing warrants, entering stolen vehicles, etc.



The dispatchers work a unique shift and exhibit a lot of flexibility with their schedule in order to provide coverage. Their adaptability, cooperation, and dedication is impressive, however, the schedule itself presents the most compelling issue for the unit. Due to the staffing level of 6 dispatchers, there is a significant amount of time where there is only 1 dispatcher on duty. There are only 2 dispatchers on duty on Thursday, Friday, and Saturday from 6:00 PM to 4:00 AM. The balance of the week is staffed

with only 1 dispatcher. This means there is no one to assist the dispatcher during a significant call, provide relief for breaks, or assist with incoming call volume. Having only 1 dispatcher on duty with no strategy to have some operational redundancy is contrary to best practice and NENA standards, a serious point of liability for the City. The lone dispatcher represents a single point of failure, whereby operations and emergency calls would halt should the one dispatcher become incapacitated. This is not a new problem. The Association of Public Safety Communications Officials (APCO) International Member Assistant and Advisory Program was contracted to do a review and assessment of the staffing level of the City of Whitewater's Public Safety Answering Point in May of 2013 and made the following observation:

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“The City’s PSAP operates with only one person on duty most of the time, exposing the City to a high level of risk from life-safety and liability standpoints when multiple incidents occur over a short time period. Addressing this deficiency should be a top priority for City officials. To remedy this situation, the City should assure two dispatchers are always on duty. To accomplish that staffing level, five additional Full Time Equivalent (FTE) PSAP employees are required.”²

Recommendation

Strengthen Dispatch technology to avoid shut downs, and consider hiring additional resources or partnering with other agencies for shared back-up/relief

Noteworthy, on-site interviews revealed frequent crashes in police 911 communications which pose significant risk-management challenges, potentially leading to organizational and legal liabilities due to delayed emergency response and compromised public safety.

It is recommended that the City of Whitewater develop a strategy to strengthen technology issues associated with dispatch system failures, while recognizing that implementing new communication technologies increases dispatch workload, necessitating ongoing monitoring to ensure effectiveness and efficiency in operations. Additionally problematic is when coverage for dispatchers for relief or other circumstances is required. This may be addressed through collaboration with partnering agencies for coverage or relief, or by hiring additional staff to facilitate a minimum of two dispatchers on duty at all times.

Detective Office

The Detective Office maintains a database that details investigations it is overseeing by year, categorized by the type of offense or the call type if there isn’t a particular criminal offense associated with the incident. It is an insightful source of information about the caseload and year to year changes. The overall amount of cases processed by the Detective Office from year to year is presented below.

	2019	2020	2021	2022	2023
Caseload	2,033	1,413	1,722	1,729	1,730

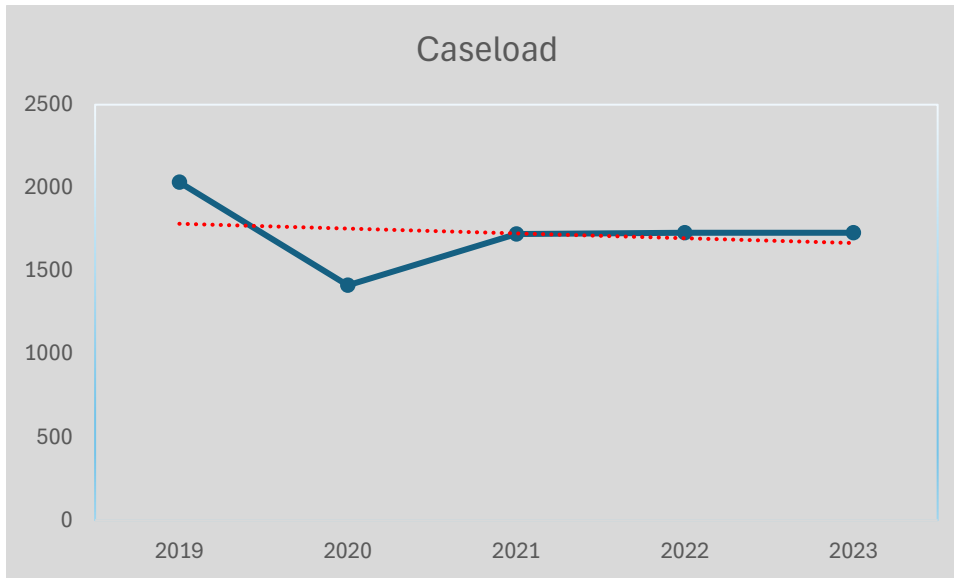
² APCO International review of The City of Whitewater’s Public Safety Answering Point, May 2013, Executive Summary page 4, items 1 and 2.

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The Detective workload has shown remarkably little fluctuation over the past three years. The three Detectives plus the SRO carry an average caseload of 1,700 cases, many of which entail significant follow up investigation. The caseload, along with the many other duties and responsibilities the Detectives are tasked with, proves quite demanding for the unit.



In the database maintained by the Detective Office, there are 232 distinct case types recorded. For the sake of clarity, these case types were grouped into similar types. For example, the individual offences of 5212-Weapons Possession, 5218-Weapons Pointing and Aiming, 5299-Weapons Offense were all grouped into a Weapons category.



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Top 10 Case Types by Year

2019	2020	2021	2022	2023	2024 ³
Disorderly Conduct	Property	Property	Property	Property	Property
Property	Disorderly Conduct	Theft	Theft	Disorderly Conduct	Traffic Offense
Drugs	Theft	Disorderly Conduct	Disorderly Conduct	Traffic Offense	Disorderly Conduct
Theft	Drugs	Liquor Offenses Adult/Unspecified	Crash	Theft	Crash
Crash	Damage	Drugs	Traffic Offense	Crash	Truancy
Traffic Offense	Crash	Crash	Drugs	Truancy	Hit and Run
Liquor Offenses Adult/Unspecified	Information	Traffic Offense	Truancy	Damage	Information
Damage	Traffic Offense	Damage	Damage	Drugs	Theft
Fraud and Forgery	Truancy	Truancy	OWI/DWI	Hit and Run	Drugs
OWI/DWI	OWI/DWI	OWI/DWI	Warrant	OWI/DWI	Warrant

Aside from their investigative workload, the Detectives serve multifunctional roles within the Police Department, from helping maintain the property and evidence room, to assisting with community events, traffic control, transporting prisoners to holding cells for the front line, holding serious and fatal accident crime scenes on the Hwy 12 bypass, assisting in the accreditation reviews, and even assisting in the maintenance and initial outfitting of cruisers. The Detective Unit members also serve as the forensic officers and process crime scenes. As often noted, with the proliferation of cell phones and

³ 2024 Data is only first quarter data.

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other technology, the complexity of crime investigation has increased exponentially in the last decade. The work schedule for the detectives features frequent call outs during weekday evenings and weekends. Typically, a designated Detective will be on call, but in most cases, given the well-known benefit of front-end loading resources for criminal investigations, the entire team will respond.

The Detective Office appears to be staffed with skilled personnel who are dedicated and enthusiastic about their role within in the Department and display a willingness to juggle many responsibilities to ensure the front-line officers are supported. The morale of the unit and its ingenuity and dedication to the organization is commendable. Although the caseload numbers have remained static over the past few years, it is clear that the Detective Office continues to function at a high level in large part due to the flexibility, determination, and ingenuity of its officers. One theme that surfaced from the interviews with the Detectives was the concern that, too often, complex investigations such as those including cell phone data for example, must be continuously set aside for a priority call such as a sexual assault that would, out of necessity, become their sole focus until it was completed. Moreover, investigation time has increased because of communication/translation barriers, requirements for documentation to be translated, need for understanding cultural context related to the case, and securing qualified translators.

The second theme was the need for more training on, and acquisition of, targeted investigative technologies to make the data-laden investigations more efficient. Specifically mentioned was getting trained on and acquiring Cell Hawk technology to more easily process cell phone data analytics and

Recommendation

Consider increasing the staffing of the Detective Office by adding one Detective position.

depict them in a mapping application. Investigative technologies are always evolving faster than most Police Departments, and even large ones can't keep up. In most cases, they represent a substantial investment into tools that could be obsolete within a year or two. It was clear, however, that this particular investment would be much more efficient than processing cell phone records

by hand, and would allow for significant time savings and reduction of errors.

The ever-increasing complexity of investigations, the growing demands associated to court disclosure and preparation, and the breadth of add on duties for this unit suggest strongly that another Detective position should be added.



School Resource Officer



The School Resource Officer role is widely recognized as one of the busier positions in the Police Department. The School Resource Officer position is attached to the Detective Office because of the sensitive nature of some of the calls for service they encounter (child abuse, child exploitation, sexual assaults, cyber bullying etc). The Detective Office provides supervision and support for some of the more complex cases.

One of the changes that has happened slowly over time according to the current and previous incumbents in the School Resource Officer position is that the opportunity to perform proactive work within the schools has been supplanted by the reactive workload. Reviewing the individual officer activity statistics for 2023 and 2024, it does appear that the reactive call load for

the SRO is higher than the average experienced by frontline officers, and it was also high in the areas of document service and arrests.

It is important to acknowledge, however, that the individual officer activity report for the SRO will also include calls attended while assisting the Detective Office as well as when working backfill or overtime shifts on the front line. Nevertheless, it does depict in general terms, the overall nature of the caseload.

Notable findings from the review of the SRO workload include:

- Heavy reactive call for service workload with 854 calls in 2021, 751 calls in 2022, and 883 calls in 2023, with 2024 calls on pace to exceed the 2023 total
- Commonly accumulate as much as 30 hours of overtime per pay period

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- School Resource Officers are required to deal with issues between undocumented students and other ethnicities with an increase in assaults
- Middle school student response and investigations account for most of the service calls
- Expectation to complete extensive, complicated, lengthy, and detailed investigations. i.e. child pornography, sexual assaults, cyber-bullying
- Truancy investigations and enforcement are time consuming
- Bomb threat investigations are lengthy and require many resources
- Eighty students are moving from middle school to high school in September and there are only two bilingual teachers on staff with anticipated increase to the SRO workload

The Whitewater Unified School District oversees 2 elementary, 1 middle, and 1 secondary school in the City. Most of the SRO involvement is with the high school and middle school. It would arguably be advantageous to have more Police involvement in elementary schools as well. The School Resource Officer position is partially funded through the school board. An additional School Resource Officer would allow more proactive activity to take place, and provide more involvement with the elementary school where early intervention with at-risk youth could have a substantial positive impact. In many communities, there is also a growing trend towards situation table approaches. In these instances, a broad network of youth services comes together to offer a more comprehensive approach to dealing with persistent youth issues and vulnerable students that any one agency could not offer in a

Recommendation

Add an additional School Resource Officer to allow for more proactive activities, better manage the current workload, and expand presence in the elementary and middle schools

standalone capacity. SRO participation in these situation table approaches could be a key element of success.

It is recommended that an additional SRO be added to assist with the workload and to afford the SRO the capacity to undertake the numerous proactive and relationship building activities that are associated with the role. Critically, an additional SRO would also ensure



that officers are able to have a presence in the middle and elementary schools. There is also a possibility of seeking more funding support through the school board for an additional officer and expanded SRO capacity.

Records

In addition to the Communications Unit, there are 3 civilian positions in the Department, 2 of which are dedicated primarily to the management of records, and another part time civilian position that deals primarily with the front desk. On days when the part time employee does not work, the records specialist covers the front desk. The unit enjoys good morale and is dedicated to the Department. The employees feel they are part of the team and their concerns are heard and understood by the Police leadership team. There is a general observation that the unit is somewhat understaffed, and that the current staff is spread too thin.

The front desk covers many areas of interaction with the public including records requests, license renewals, parking permits, tavern licences, lost and found property, and answering inquiries that are received over the telephone. The front desk also has administrative duties including monitoring the general Police email inbox, certain administrative duties associated with the courts, processing bail bonds, data entry of parking tickets, and performing quality control on crash reports.

Recommendation

Review of City fee schedule for license plate renewal, records requests, and licensing fees to explore opportunities for cost recovery

All of the Records civilians and the Support Services Manager indicated during their interviews that making the front desk Records Technician position into a full time role would be a tremendous benefit.

Open records requests in Wisconsin by law are free, however the Department can charge a nominal fee for the necessary and direct costs incurred to locate and produce the record.

Typically the charges are for paper and printing, photocopying, and digital mediums to store the information. Staff time to locate the record can be charged at the lowest pay rate of an employee who is capable of performing the work. There may be some limited opportunity for cost recovery for records

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Recommendation

Current part-time Records Technician position be expanded to a full time role

requests as well as licensing fees. The City should review its current fee structure in an effort to cover the cost to expand the front desk position to full time.

Of the two remaining records employees, one handles the redaction of security, body camera,

and other videos for court, and open records requests. The other associate deals with the records statistics. The job descriptions of the civilian staff are included with the job descriptions for other city clerical staff even though the Police positions have particular and unique aspects of complexity, discretion and secondary exposure to disturbing stimuli.

It is a recommendation of this report that the civilian records staff develops detailed job descriptions authenticated by the Support Services Manager that can be used to ensure its city clerical staff comparators are fair and they are being compensated appropriately.

Recommendation

Develops detailed job descriptions for Records staff to reflect current duties

It is also recommended that the part-time civilian Records Technician (front desk) position be expanded to a full-time role.

Both of the current full-time Records Specialists have duties that exceed their current work hours; the front desk coverage duties take away from their

core responsibilities, and both of the full time specialists work overtime to complete time sensitive work. The review of fee structure and potential overtime savings could easily make up the difference between the part time and full time salary of the Records Technician.



Property and Evidence

The Property and Evidence function is looked after by a combination of a 1st Shift Patrol Officer, the Detective Lieutenant, and the civilian Records Technician. The property room itself is well organized with good security and systems to maintain the chain of continuity of evidentiary items. The space, however, is near capacity, and has no drying room and other amenities that would be present in a more state-of-the-art facility.



Property is managed via a property module in the records management system, Pro Phoenix. The patrol officer maintains the system and processes the physical property items. Once property reaches its retention point and can be disposed of, the Department previously had a physical auction, but has now moved to an online auction which is much more efficient. The property officer estimates in the past it could take up to two months to prepare for the physical auction.

The patrol officer who deals with the property items clears out the input lockers on every shift and spends time processing items sporadically on days where there are 2 officers working on his shift.

This is yet another example of the officers willing to take on several specialized positions within the Department to ensure all aspects of the police work are taken care of. If things



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Recommendation

Review of current long term storage facility and provide an alternative that allows for secure storage and the ability to demonstrate continuity and chain of custody for all property and evidence items

remain status quo, this is something they will have to continue to rely on.

The main and most urgent concern is the offsite storage facility for larger property items and long term storage. Items are stored in a City Maintenance yard in a small and fairly insecure standalone garage. Due to the building's state of repair, there is a pronounced risk of water damage, damage by rodents, and considerable problems related to security and

continuity of any exhibits. Many of the items in long term storage relate to evidence being held for a set retention period, pending the possible appeal of an adjudicated criminal case. There exists a critical liability and potential loss of public confidence in the Police Department should items of evidentiary value in a criminal case be damaged, stolen, or not able to demonstrate a secure chain of custody. The current property storage facility makes this regrettable eventuality not only a possibility, but a foreseeable and avoidable certainty.



LOGISTICS AND SUPPLY

Equipment



From firearms to body armor, conducted energy weapons to Mobile Data Terminals, fingerprint scanners and facial recognition devices to body worn cameras, policing continues to be significantly impacted by advances in tools and technology. Providing needed high-quality equipment that increases safety, efficiency, accuracy and performance is a top priority for modern law enforcement agencies.

Police critics often point to the “militarization of the Police” as a point of contention. Much of that discussion centers on public perception and misperception about Police needs and roles. Advances in less than lethal use of force options and other equipment provide further options for

Recommendation

Develop a process for the selection and field testing of new equipment that includes the opportunity for user input and evaluation

officer safety, effective performance, and the building of community trust and confidence. An overview of Police operations must logically include a review of current equipment as an integral component of overall operational efficiency and value. Progressive Police Departments regularly seek out new innovations/improvements to equipment and have a fulsome evaluation process that includes the opportunity for employee input, real world conditions testing, and relevant performance data.

On site observations and interviews with officers indicated that all of the equipment from everyday use items like radios, to occasionally used equipment like the soft body armor for crowd control situations is well maintained, well organized, and in good enough supply that any special item needed is generally



readily available. The Department has neither a formal process for receiving new equipment, nor a formal process to field test items and receive feedback in a structured way. On occasion in the past, they have sporadically field tested different options for equipment and received feedback from the officers testing it, but formal processes or a committee with frontline representation that received equipment suggestions, researched options, tested equipment and provided feedback would be desirable.

The quality and utility of equipment is frequently an area where requests from officers for something new or different are constant, in keeping pace with emerging technology and advances in safety equipment and expanding investigative needs associated with the technical nature in which a growing number of crimes are committed. The lack of any negative commentary about equipment was surprising and indicative of a high level of satisfaction with existing issued equipment and the process used to evaluate additional tools and recognition of fiscal restraints. This is an impressive accomplishment and is a strong indicator of excellent flow of information from the frontline to command staff.

IT Needs and Capabilities

Evidence-based policing is heavily reliant on accurate and timely data to efficiently deal with emerging crime and disorder trends. A robust crime analysis capacity is also an essential tool for modern police agencies. The exploding availability of data from smart phones, security cameras, and other electronic devices has given rise to real time operations centers and other hubs of information. Seamlessly and harmoniously weaving this function into the reactive front-line workload and dispatch operations is both an emerging challenge and a significant opportunity for increased effectiveness.

A key to providing efficient and cost-effective service is to leverage leading edge technology to improve the proficiency of administrative processes, as well as making strategic use of operational tools where and how they make the most sense and provide the most value. Noteworthy, the exponential increase in the cost of equipment and vehicles and advanced technology software and hardware will require increased agency funding on an ongoing basis, but will reduce man hours in the long term.

This will become increasingly important as newer officers who are accustomed to, and rely on, ubiquitous and intuitive technology in their everyday life join the Police Department. In fact, they will

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become the technology, social media, software, and hardware experts of tomorrow. Due to the limited market, Police specific technologies, databases and applications often lack the complexity, intuitiveness and flexibility of the databases, software, and apps that users would encounter in different settings. New users encountering Police records and reporting systems for the first time are often surprised at the lack of integration between different Police systems even in the same department, and the lack of sophistication or user friendliness of software applications. Newer officer efficiency may be negatively affected by archaic systems and there will be an increasing demand for more contemporary technology and equipment in the future.



Police specific technologies are incredibly specialized, and most IT staff will not initially have the training and knowledge to troubleshoot systems or assist users. Developing this expertise should be a focal point of training, and relationships with product vendors for ongoing support also need to be prioritized. Lack of integration of Police specific systems is also another longstanding issue that all Police agencies face.

Whitewater already makes use of specific technologies with a focus on simplifying or automating labor-intensive tasks. Currently they make use of targeted technologies such as Propio language service to increase efficiency and productivity. Many established technologies such as automated license plate readers, CCTV technologies, automated fingerprinting technologies, e-ticketing, voice dictation, gunshot detection systems, training simulators, push to talk cellular radios, and others exist on the market. The Police Department has prioritized its technological needs with items that would be operationally assistive, including CellHawk software for cell phone analytics and mapping, Idemia Morphodent 2.0 which would give them access to federal fingerprint records to assist with identifying people, and GPS technology to track officers via their beat radios.

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Technology represents a significant investment for communities, and the Police Department has a responsibility to ensure these investments make sense in its environment by applying the following tests:

- Is there a recurring operational issue or call type that technology can assist with, i.e. is the scope of the issue large enough and frequent enough that this investment makes sense for our police agency?
- How will the information from this technology integrate with other systems, particularly the records management system?
- Does the vendor provide ongoing support and training for IT Staff and users?
- What quantifiable gains in productivity and time would be realized by using this technology?
- When the technology frees up significant officer time, what productive use will be made of that time?
- In some cases, technologies such as automated license plate readers can generate more proactive activity for officers and dramatically increase production (citations for example in the case of license plate readers. Does our agency have the capacity in our support services (records, courts, detective office) to manage the additional workload that will result from implementing the new technology on the frontline?

Technologies that meet these tests are useful and sensible investments that tangibly increase community safety and have widespread operational impact for the agency.

Fleet

The Fleet Department is equipped with a suitably sized fleet with appropriately outfitted marked vehicles. Officers interviewed were satisfied with the current situation. Some of the retired marked vehicles are pressed into service as detective vehicles. While not ideal, this is a common practice in many Police agencies and the members seemed accepting of the current situation.

In terms of adding additional fleet vehicles, the Department has prioritized getting two command staff squad cars with lights/siren installed. These would be used by command staff when they are on call on weekends for major incidents and would enhance efficiency and operational readiness.

Like many of the support service areas for the Police Department, fleet maintenance is a team effort. The vehicle maintenance budget is prepared and overseen by the Detective Lieutenant who, in addition to his other responsibilities, also installs the mobile data terminals and emergency lights and

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weapons racks into the vehicles. The Detective Lieutenant and others will also sporadically perform minor maintenance on the vehicles rather than send it through the City maintenance system. A sole City employee is responsible for routine preventative maintenance and repairs on the cruisers as well as other City vehicles. One of the common themes arising during the interviews was a general dissatisfaction with the current arrangement. Many members felt that Police repairs and maintenance, especially routine maintenance such as oil changes, were not prioritized by the current system and the city mechanic, often resulting in vehicles needlessly taken out of service for days for relatively minor repairs and upkeep.

Due to the nature of their work, police vehicles experience more wear and tear than personal or commercial vehicles. Operated sometimes at high speeds with abrupt cornering and braking, and in all

road and weather conditions, mechanical breakdowns and damage are weekly occurrences in most departments.

Recommendation

Prioritizing routine maintenance on operational vehicles, and expedite the process by adding another mechanic position or outsourcing routine maintenance to a qualified vendor

It is critical that vehicle maintenance happen on schedule and those vehicles taken out of service for maintenance and repair are returned to service in a timely fashion. The work of the Police officers to assist with the maintenance and equipping is laudable but hardly ideal, and is only

possible because of some of the skill sets of particular officers. The City should consider adding staff to conduct maintenance on the Police vehicles or consider outsourcing some of the maintenance to an appropriate vendor.



LEADERSHIP AND STRATEGIC DIRECTION

Organizational Design

The Whitewater Police Department is comprised of 24 officers and 10 full time civilian staff with one part time civilian as well as 2 Community Service Officers. The Chief is supported by 2 Captains and a civilian Support Services Manager. The Administrative Captain oversees the Detective Squad and the Community Service Officers. A Patrol Captain oversees all of the frontline officers and supervisors, and the Support Service Manager is responsible for the Communications Unit and clerical/records staff. The Detective Office is overseen by a Lieutenant who supervises 2 Detectives and 1 School Resource Officer.

Patrol is divided into 4 Shifts: 1st Shift, 2nd Shift, Power Shift, and 3rd Shift each overseen by a working Lieutenant who works the same shift as his squad. The International City/County Management Association Center for Public Safety Management published a benchmark study of effective Police deployment, and based on its review of 62 Police agencies, found that effective agencies had at least 60% of their sworn staff dedicated to frontline patrol. Including the Lieutenants on patrol who are working supervisors, Whitewater has 17 of its 24 officers deployed on patrol, representing approximately 71% of its sworn complement.

There are 6 dispatchers in the unit who work various flexible shifts to provide 24/7 coverage. A Communications Coordinator oversees the unit. There are 2 Records Specialists and a part time Records Technician.

The organizational chart appears to be quite balanced and the Lieutenants all have a sensible span of control. The senior leadership team of the Chief, Support Services Manager, and 2 Captains enjoys strong support from its subordinates. The Lieutenants are capable and support the Department goals



and priorities by leading their teams in proactive projects, providing hands on supervision and support, and good communication throughout the chain of command.



One theme that arose in some of the interviews was the issue of attracting good candidates to the 3rd Shift Lieutenant position. In Whitewater, the Police officers work the same shift all year round unless there is overtime or a switch made due to shift shortages. There is no rotation through different shifts, rather only through different days of the week,

and the Lieutenants work with their respective shifts. Essentially, 1st shift which is the 7:00 AM to 3:00 PM is the most popular and members with more seniority tend to gravitate to that shift. Third shift, which is the 11:00 PM to 7:00 AM or “graveyard” shift, is generally the least popular, and new Lieutenants are often assigned to 3rd shift. There is a feeling that this shift is a deterrent that keeps qualified senior officers from applying for a supervisory position. There are many advantages to having working Lieutenants temporally embedded within their shifts for coaching, mentoring, effective performance appraisal, and consistency, and it is certainly in agreement with best practices. However, this belief that the shift itself deters qualified applicants is something the command team should be aware of and address during the promotional process.

Organizational Culture

As a first step, it is important to discern between the notions of organizational culture and organizational climate. Organizational climate is the situation that results from the conditions set by the leadership of the organization and the accompanying policies and procedures, combined with the subjective interpretation and response of the members of the organization to these conditions.

Organizational culture is more about the underlying value system beliefs and assumptions held by members of the agency. Organizational culture is created by the norms of the group itself, and the organizational culture of those at the frontline worker level may differ substantially from those of mid and upper management. Organizational culture also arises as a reaction to the organizational climate and ambiguities or contradictions that are perceived to exist.



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While there may be some common elements, there is also ample evidence that organizational culture can vary significantly from Police Department to Police Department. The Police organizational culture (manifested as the thin blue line) has been used to at least partially explain resistance to change and reform, and there are certainly organizational cultures that perpetuate antiquated processes, outdated attitudes, and are suspicious of any change. However, a healthy organizational culture that believes deeply in the mission and value of the organization, that understands how its role contributes to the overall mission, existing in concert with an organizational climate that exists to support members in making decisions, and acting in ways that support the goals, can be a powerful tool to promote needed reforms. In this way, organizational culture can be seen as a Department's biggest strength or most significant obstacle. When the subcultural values are in harmony with the organization's values,

members are less likely to tolerate deviations of behavior that do not support Service priorities.



The Whitewater Police Department has an extraordinarily strong organizational culture. The members believe strongly in the Chief of Police and the command team. They feel that they are approachable, and listen and act on members concerns. There is a strong feeling of teamwork among all of the employees both sworn and civilian. Members are satisfied with the working conditions and

equipment and believe that even if they get something good versus optimal (e.g. model of Connected Energy Weapon), the Chief and his team are doing the best they can within the fiscal restraints of the budget. There seems to be ample training opportunities despite staffing challenges on the frontline. Frontline members are satisfied with the work schedule and there was some mild resistance to any change in schedule expressed by a minority of the members. Many of those interviewed intimated a satisfaction with the work environment and a sense of belonging. Officers interviewed felt satisfied with the work environment and that the Department did very well in the circumstances to maximize opportunities for specialty assignments for the officers. When members do leave the Department, the most frequent motivations behind it are moving closer to home, going somewhere less busy, or going to



a bigger Department to have more specialty opportunities. The two factors that threaten the impressive harmony of the frontline are overall workload and frustration over the frequent switching of shifts and compelled overtime to fill frontline shift shortages. While there is a considerable confidence in the command staff and the organization, it is believed that these factors could be trigger points that disrupt the high degree of organizational collaboration and attachment we are seeing.

Future Challenges and Opportunities

The Whitewater Police Department has a long and distinguished history that dates back over 150 years. Over that time, they have continued to evolve and adapt to technological innovation, a growing populace, changes to legislation, shifting crime patterns and new ways of policing. From the perspective of staffing, the Police Department has remained largely stagnant. The year 1970 saw the Department attain an authorized strength of 20 officers. Only four officers were added in the 38 years between then and 2008, and there has been no additional staffing added in the last 16 years. The officers of the Department exhibit high morale and identify strongly with the goals and priorities of the Department. In an era of increased specialization in larger Police Departments, these officers willingly take on additional responsibilities to help the Department grow in capacity and efficiency. The organization enjoys good lines of communication throughout the chain of command, and a strong leadership team that is respected by its subordinates.

The Department staffing minimums have also changed over time. The Department meets those minimums through a combination of shift switches and overtime (both voluntary and compelled). There is an established procedure and decision hierarchy to determine which officer is selected to switch shifts. It became clear during the interviews that the shift changes and compelled overtime have become a growing point of concern and frustration for the frontline members. This, coupled with the gradually increasing workload, has become a long simmering issue. The opportunity to conduct this operational and workload study and right-size the frontline in light of these difficulties comes at an opportune time.

One of the factors exacerbating the workload has been the influx of migrants arriving primarily from Nicaragua and Venezuela, with an estimated 1,000 immigrants arriving since early 2022. The migrants

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are attracted by the prospect of work on the farms that surround the city. The substantial influx of migrants has strained many city resources as they struggle to provide services including housing. The main issues stemming from the migrant population are threefold. The first is language. There are few Spanish speaking officers in the Police Department. They have relied heavily on expensive software to assist. Additional expenses to access Propio language services for frontline officers average over \$500 a month. There were frequent accounts during the interviews of officers where they related that the communication issues caused even the simplest of calls for service to take twice as long.

The second barrier is the cultural differences. The migrants do not have a full grasp of the laws. Many issues such as domestic abuse and driving a vehicle unlicensed are common events that officers have encountered. There are plenty of examples of calls where the lack of understanding of why the actions was illegal, combined with the language barrier has caused protracted and recurring issues. The other issue associated with their native culture is an inherent distrust of the Police. Most of the migrant population has arrived from Venezuela or Nicaragua, and generally speaking, their perceptions of the Police and the policing role that are native in their countries dictate how they perceive and interact with the Police in Whitewater. This makes gaining cooperation from witnesses and victims, or even identifying individuals in a call, especially problematic.

The Venezuelan Police are widely believed to be corrupt, abusive, and having ties to career criminals in the community. Community members are unlikely to approach the Police knowing that the interaction would lead to extortion or harassment, and if approached by Police they would likely be evasive and defensive. Venezuela has replaced much of the regional Police with the National Bolivarian Police which is an arm of the military and has been described as heavily armed but largely untrained.

Nicaragua, for many years, had an authentic community-oriented policing approach that emphasized dialogue with the community and problem solving, and many academics pointed to this model as the reason their violent crime rate was low compared to neighboring countries. This model took an abrupt turn in April 2018 when Police took an active role repressing political protesters and dissidents, and is now perceived as an arm of a corrupt and repressive government. In the case of Venezuela, most citizens have never had confidence or trust in the Police; in Nicaragua that trust, and confidence was betrayed. These perceptions, along with the constant political turmoil, unrest, and corruption in their home countries, set the context for how these migrants initially view the Police in their adopted country.

The third issue is poverty. There is a well-established correlation between poverty and crime. In Whitewater, the experience of officers is that many migrants make use of communal cars with no clearly identified owner in many cases. They often live in family and nonfamily situations in shelters

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poorly equipped to handle the Wisconsin winter. These overcrowded habitations have led to various crimes including assaults, weapons offenses, and horrifically, sexual assaults on children.

The repeated examples of complex, convoluted, and time-consuming calls involving the migrant population lent themselves the strongest theme arising from the interviews with Police staff. A combination of the recent changes, the fact that the Department does not specifically identify calls associated with the migrant population, and that interactions with migrants are spread over a wide range of call types, the demographic change has yet to show itself dramatically in the quantitative data. The qualitative evidence, however, as related by these anecdotes, undoubtedly exacerbates some of the workload issues that originated with the dramatic 2016 increase in calls for service. The Department has coped for several years through flexibility and ingenuity, but the combined toll of all the described aspects of the workload is escalating to the point where it will soon threaten the cohesion and harmony the Department currently enjoys.

Prioritization of Recommendations

The decision regarding which recommendations to adopt, in what order, and over what period of time is clearly that of the City of Whitewater and Whitewater Police Department's leadership. The table below summarizes the recommendations, and indicates which are immediate versus longer term priorities in the opinion of the Fitch team based on collective experience and knowledge of best practices. The recommendations are broken down into 4 categories: sworn personnel, civilian personnel, capital expenditure, and process.

Category	Recommendation	Urgency/Timeline
Sworn Personnel Recommendations	Increase the frontline staffing by adding 4 officers to attain 17 <ul style="list-style-type: none">• 1st Shift +1• 2nd Shift +2• 3rd Shift +1	1-2 years

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	Addition of an additional School Resource Officer to allow for more proactive activities, better manage the current workload, and expand its presence into the elementary and middle schools	Within 1 year
	Addition of an additional officer to 1 st and 3 rd shift to bring the frontline staffing to 19 officers	3-4 years
	Increase the staffing of the Detective Office by adding one Detective position	2-3 years
Civilian Personnel Recommendations	Strengthen Dispatch technology to avoid shut downs, and consider hiring additional resources or partnering with other agencies for shared back-up/relief	Within 1-2 years
	Expand current part time records technician position to a full time role	Within 1 year
	Prioritization of routine maintenance on Police operational vehicles and expedite the process by adding another mechanic	Within 2-3 years

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	position or outsourcing routine maintenance to a qualified vendor	
Capital Expenditure Recommendations	Review current long term storage facility and provide an alternative that allows for secure storage and an ability to demonstrate continuity and chain of custody for all property items	Within 1-2 years
Process Change Recommendations	Develop detailed job descriptions for Records staff to reflect current duties	Within 1 year
	Review fee schedule for license plate renewal, records requests, and licensing fees to identify opportunities for cost recovery	2-3 years
	Develop a process for the selection and field testing of new equipment that includes the opportunity for user input and evaluation	3-4 years
Operational Recommendations	No longer count Lieutenants/Acting Supervisors as part of minimum personnel levels	1-2 Years
	Deploy high visibility patrols focused on the downtown area	2-3 Years



	Integrate the prioritization of calls within the dispatch system at the earliest opportunity, ideally when upgrading or replacing the CAD system	2-3 Years

A Final Word

The City of Whitewater Police Department is, in many ways, in an enviable position. It is a resourceful, modern, and accredited agency. The Police Department has a committed sworn and civilian work force with strong ties to the organization. The staff is professional and has consistently shown a willingness to take on extra responsibilities and be flexible with work hours and duties in order to meet organizational goals and manage evolving workload demands. The frontline, specialty, and support workforce have also shown the ability to be adaptable as the nature of their community and the complexity of their work changes with time and technology.

The work teams have an impressive capacity to step up and meet challenges in the work environment, are resourceful and innovative, and strive to provide both an effective call response capacity, while still prioritizing proactive activity and community problem solving. The leadership team is respected by its subordinates and the agency's culture is defined by service, respect, and harmony with excellent communication at all levels of the hierarchy.

In many ways, the staffing model for the organization has mirrored its adaptability and flexibility, utilizing shift switches and adjustments to keep sufficient staff members on the frontline 24 hours a day. Recent demographic changes in the City have further strained resources and capacity, and has added new complexities and challenges to the workload. The Police Department staffing has not changed since 2008 despite a steep increase of approximately 50% in reactive calls for service that occurred in 2016 and 2017, and has persisted at that level ever since. The lack of staffing increase in 2017 to meet the escalated demand has been a long simmering issue that has been exacerbated by the

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growing complexity of calls and scrutiny of Police investigations nationally, as well as changing demographic circumstances and new challenges locally.

It is also worthy to note that the last Department strategic plan was issued for the five year period ending in 2020. Undertaking the strategic planning process is critical for the alignment of Police service goals with evolving community needs, enhanced resource allocation efficiency, and promotion of proactive response to emerging law enforcement challenges. Further, ensuring there is representation from residents and other key stakeholders will initiate trust in the planning process and strengthen ties with the community.

Addressing common themes in the City of Whitewater requires a comprehensive approach. Increasing staffing levels is essential to meet growing demands and maintain effective service delivery. Concerns surrounding the increased migration of Hispanics underscore the need for cultural competence and community engagement within law enforcement practices. Addressing workload challenges is crucial for officer well-being and operational efficiency in the City of Whitewater. Bridging the gap between policing and the community through transparency, collaboration, and proactive communication will foster trust and enhance public safety outcomes in Whitewater.

Finally, the staffing and operational recommendations contained in this report will position the Department to meet the demands ahead. Efficiently balancing emergency response reactive calls along with proactive problem-solving opportunities, the Whitewater Police Department will continue to serve the residents of its fine City with diligence and distinction.