

AGENDA

Task Force on County Operations & Organization

Jefferson County Courthouse
311 S. Center Avenue, Room 202
Jefferson, WI 53549

February 25, 2015 – 10:00 a.m.

Members

Kathi Cauley, Jennifer Hanneman-Chair, Sue Happ, George Jaeckel, Ron Krueger,
Russell Kutz-Vice Chair, Steve Nass, Joe Nehmer, Timothy Smith-Secretary

1. Call to Order
2. Roll Call
3. Certification of Compliance with Open Meeting Law Requirements
4. Introductions
5. Review of Agenda
6. Public Comment (Members of the public who wish to address the committee on specific agenda items must register at this time)
7. Approval of February 13, 2015 Task Force meeting minutes
8. Review of Audit – Sheriff's Office
9. Follow-up on Department Audits
10. Presentation on Continuous Quality Improvement (CQI)
11. Discussion and possible action on principle statement
12. Review information from Department Heads regarding comparable counties
13. Discuss scheduling topics for future agendas
14. Communications
15. Tentative Future Meeting and Agenda Items (March 13, 2015)
16. Adjourn

The Committee may discuss and/or take action on any items specifically listed on the agenda

Individuals requiring special accommodations for attendance at the meeting should contact the County Administrator 24 hours prior to the meeting at 920-674-7101 so appropriate arrangements can be made.

#7

**JEFFERSON COUNTY BOARD
COMMITTEE MINUTES**

February 13, 2015

Task Force on County Operations & Organization

1. Call to Order

Meeting was called to order by Schroeder at 8:30 a.m.

2. Roll Call

Task Force Members

Members present: Kathi Cauley, Jennifer Hanneman, George Jaeckel, Ron Krueger, Russell Kutz, Steve Nass, Joe Nehmer and Timothy Smith.

Others Present: Tammie Jaeger, Administration; Benjamin Wehmeier, County Administrator; Amy Smith, Reporter, Jefferson Daily Union; Barb Frank, County Clerk; Bill Kern, Highway Commissioner; Tammy Worzalla, Accountant; J. Blair Ward, Corporation Counsel; Brian Lamers, Finance Director; Terri Palm-Kostroski, Human Resources Director; John Rageth, MIS; Roland Welsch, MIS and Supervisor Carlton Zentner.

Excused: Susan Happ.

3. Certification of compliance with Open Meeting Law Requirements

Wehmeier certified compliance with the open meeting law.

4. Introductions

None

5. Review of Agenda

No changes

6. Public Comment

None

7. Approval of January 28, 2015 Task Force meeting minutes

Motion by Nass; Second by Jaeckel to approve the February 28, 2015 Task Force meeting minutes as printed. (Ayes-All) Motion carried.

8. Review of Audit - Administration, Highway and MIS

Wehmeier explained that the Administration Audit involved Palm, Lamers, Frank and himself. Staff reviewed the audit recommendations, findings and actions.

Rageth & Welsch reviewed the MIS Audit recommendations and actions.

Kern reviewed the Highway Department Operations Study recommendations and actions.

Staff addressed questions and discussed potential ideas that could be considered.

9. Discussion and possible action on principle statement

This item was postponed until the next meeting.

10. Review information from Department Heads regarding comparable counties

This item was postponed until the next meeting.

11. Discuss scheduling topics for future agendas

No action.

12. Communications

- Administrative Audit
- MIS Audit
- Highway Audit
- Highway Department project CTH G
- Input from Department Heads regarding comparable counties
- Input from Task Force on principle statement

13. Set next meeting dates

February 25th at 10:00 a.m. in Room 202 and March 13th at 8:30 a.m.

14. Tentative Future Agenda Items and Meeting Dates

- Approval of February 13, 2015 Task Force meeting minutes (February 25th)
- Follow-up on Department Audits (February 25th)
- Review of Audits – Sheriff's Office (March 13th)
- Overview Strategic Plan- Steve Grabow (March 13th)
- Overview of Comprehensive Plan – Rob Klotz (March 13th)

Future Agenda Items:

- Review future capital projects
- Review county department structure
- Review County Board Committee structure
- Report from the Finance Department on future projections – State Levy Caps
- Discussion on shared services:
 - a. Discussion with Mayors & Village Presidents regarding shared services
 - b. Department Head reports including current and potential possibilities for shared services
 - c. Discuss possible shared services with agencies outside of Jefferson County
- Discuss reports from Department Heads regarding their ideas on how things can be done better
- Presentation from other counties on their CQI process
- Information on the barriers and opportunities that may exist with combining services such as Fire and EMS – Krueger
- Possible topics presented by the Wisconsin Counties Association (WCA)

15. Adjourn

Motion made by Nass; Second by Jaeckel to adjourn at 11:20 a.m. (Ayes-All) Motion Carried.

Jefferson County Sheriff Administration & Patrol Division Facility

May 3, 2011

Final Report



Table of Contents

- 1 Preliminary Program Narrative
- 2 Emergency Operations Center Program
- 3 Emergency Operations Center Capabilities
- 4 Building Program Matrix
- 5 Cost Estimate
- 6 Preliminary Drawings

1. Preliminary Program Narrative

Preliminary Program Narrative

This program includes the following major function groups:

1. Patrol Division, along with Sergeants
2. Detectives
3. Captains, except for Jail Captain
4. Sheriff, Chief Deputy and Administration
5. Public Service Lobby & Reception
6. Emergency Operations Center
7. Assembly areas: briefing, lockers, break areas
8. Storage: Records, Files, Equipment, Armory, Evidence
9. Impound Storage

The Study looked at the alternate of including a Sheriff's Station into the development at the County Farms parcel. The Program Narrative is based on discussions with Sheriff Paul Milbrath and Chief Deputy Jeff Parker on March 18th, 2011. In attendance were also County Administrator, Gary Petre and the Highway Commissioner, Bill Kern. Later conversations and emails took place and have been incorporated into this document.

This program is based on the assumption of a new facility located in an adjacent parcel next to the proposed Highway Facility on the south side of the City of Jefferson. To date the architects have developed a concept site plan for the Highway Department to develop a new parcel just north of South Main Street, the new access road to the south STH 26 interchange. The vehicle maintenance functions of the Sheriff's department would be integrated into the Highway Shop while the remainder of the Patrol functions would have their own building and yard.

The operational goals for co-locating the two facilities are the following:

1. Having back-up mechanics to the Sheriff's mechanic.
2. Cross training of the two department's mechanics.
3. Eliminate redundancy of having heavy repair equipment at two Shops.
4. Efficiency of having routine maintenance being performed by Highway mechanics.
5. Centralize storage of parts allowing for better control of inventory and procurement.

6. Allow for expansion space and flexibility of the facilities over time.
7. Sharing and spreading the costs of infrastructure improvements over more Departments and their facilities. This includes the costs of roadway, water, sewer and other utility extensions.

DESCRIPTION OF MAJOR BUILDING FUNCTIONS, ROOMS AND STAFF

The current facility within the Courthouse is too small in terms of space for storage of records and equipment along with sufficient space for group assembly areas including the locker rooms and briefing areas, thus this program looks not only at the room count but also at a proper sizing for the function.

For a stand-alone facility the following space requirements are needed:

1. Deputies' Reporting Station. There are 34 deputies and three shifts. Approximately 8 are on a shift at a time, this does not include the sergeants or detectives. Currently there are six stations each with a PC that are open/unassigned. Based on Sheriff's comments this provision is low, so 10 stations will be provided. This will be a carrel approach with a low divider between worksurfaces of 4' for each Deputy. Paper slots for forms needed as well.
2. Patrol Sergeant Offices. There are 6 Sergeants. Currently there are two Sergeants' per office but now there will be one office for each. There should be rooms for a desk and a side area for visitor. Office size; 12' x 10'. Personnel and confidential matters will be discussed in the room.
3. Detective's Offices. There are 8 Detectives. Each needs a private office for desk and shelving. 12' x 10' size. Rooms need to be closed visually and acoustically.
4. Captains Offices. There are two Captains, the Patrol and Administrative ones. Each office 16 x 14' in size
5. Captain's Administrative. Two clerical positions in workstations sized 12' x 10' each.
6. Chief Deputy. Private office 16' x 16'

7. Sheriff. Private office 18' x 16'
8. Sheriff's Administrative Secretary. Workstation 12' x 10'
9. Sheriff's Bookkeeper. Private office 12' x 10'
10. Sheriff Waiting Area. Open area in front of Secretary with furnishings.
11. Sheriff's Files. Room to house State mandated records over long periods of time.
12. Communications Analysis Room. PC workstation where cell phones are hooked up, downloaded and analyzed.
13. Detective Files. Paper files of cases, could be rolling files.
14. Squad Briefing/Assembly. Sergeants, detectives, Captains and Chief Deputy may brief deputies in classroom setting, with a/v materials. Room for 16 people sitting at seminar style tables. Podium and PC stand at front, whiteboard and screen or monitor behind.
15. Equipment Testing. Off Briefing room provide space for PC and testing area. Size 14' x 12'
16. Interview Rooms. Provide 3. Room to put table between officer and guest. One-way vision glass into secured office area. Size each, 12' x 10'.
17. Patrol/Detective Break Room. Area for small kitchenette facilities.
18. Patrol/Detective Lockers. Provide 2' wide and deep lockers along with benches. Men's 75% and Women's 25% of staffing. One shower and restroom facilities for each gender.
19. Fleet Parking. A total of 35 car stalls which will include: 13 squad cars, 4 detective sedans, 2 administrative SUV's plus 3 motorcycles, ATV, snowmobile, boat and an allotment for future growth. Indoor, heated, drive-through with angled parking and drive aisle. Isolated per building code for ventilation and fire hazard purposes.
20. Armory. Rifles, handguns, ammunitions, handcuff's riot gear. Stored in explosion proof and impact room. Highly secured location needed.
21. Secured Evidence. Security pass and system required. Storage area for evidence for trials. (Vehicle Evidence in Impound section)

22. Evidence Analysis & Testing. Workbenches for testing equipment. Adequate ventilation. Includes blood samples, fingerprint detection.
23. Equipment Storage. Note, some of the vehicle equipment is currently stored with Deputy field equipment and with a separated maintenance area; this will have to be separated out. Storage items include motorcycle gear, helmets, radars, handcuffs and other protective gear.
24. Field Gear Lockers. 2' wide lockers for seasonal and specialized equipment. Squad bags are stored here as well but could be in separate locker set.
25. Division Server Closet. Computer racks.
26. Public Access Lobby. Card-key access required to get beyond this, bullet-proof windows. Should look into administrative/clerical staff area so they can respond and create a backup response to visitors. Vision lines from public to administrative must be clear and direct.
27. Public Receptionist Workstation. (Need to clarify on what title of this position is and I believe they have other duties). Vision lines to public.
28. Office Manager. Future position overseeing administrative pool. 12' x 12' office closed.
29. Public Lobby Restrooms.
30. Administrative Restroom. While this was not requested, I am proposing a set of M/W restrooms just off the Administrative workstations which would be near the Public Access Lobby. My thinking is that they would not have to go into the Locker Rooms and these would be closer to their workstation. Plus, I believe these staff don't have locker need!
31. Kitchenettes & Coffee stands. Separate from the Breakroom, I am proposing providing a few small kitchenettes and coffee stands based on division of staff. One near Administrative Workstations and one place between Sergeants and Detectives. I noticed how there are coffee stands already throughout the office areas.
32. Public Conference Room. For public meetings, associations, interviews, press hearings. Seat 25 people along with podium stadium, wall monitor/screen and room for camera and other media equipment.
33. Wellness Center. Fitness equipment.

34. Emergency Operations Room. Assembly room with various configurations of uses depending on emergency level. See Proposed Capability Plan following this for greater detail. Summary needs: Hold up to 50 people at peak periods, 12 tables, 24 seats set up in classroom model each with CPU and phones, two Dispatch consoles by vendors, 8 wall monitors, message board, whiteboards, podium, food warmer. 936 SF needed.
35. EOC Message Center. 6 workstations along wall, each with CPU and phones, storage cabinets above each workstation, printer/copier station. 300 SF needed.
36. EOC Conference Rooms. Two separate conference rooms, one at 210 SF and other at 288 SF. Provide in each conference tables, 1 computer, telephones, television, video conference, white boards.
37. EOC Break Room. Kitchenette counter with storage, sinks. 168 SF.
38. Vehicle Impound Yard. Fenced in area, outdoors.
39. Impound Vehicle Storage. Cold Storage, (max. 55 degree heated) sized for 8 vehicle stalls. Interior office for crash investigators, sized 12' x 12'.
40. Provide Yard security on back-half of facility, keep front public, open.

VEHICLE MAINTENANCE

Vehicle maintenance is to be incorporated into the Highway Facility Repair Bay area. The objective being to have Highway mechanics being back-ups to the Sheriff's tech, sharing of repair equipment and having better control over purchasing, stocking and security of equipment.

There is one mechanic currently and he is well-trained to executive his duties, however, over trained/compensated to perform more menial vehicle maintenance like oil changes. It was discussed that while he has one service bay now, that two would be ideal to allow one bay for diagnostics and shipping delays.

The types of vehicles maintained are squad cars, sedans, detective cars, sedans, and chief deputy cars, SUV's. Also, motorcycles and snowmobiles are maintained here, which are considered small-engines in the maintenance industry.

The type of maintenance activities undertaken here include the full range of

vehicle maintenance and repair; oil change, lubrication change, wiper blades, filter changes, brake pads, tire changes and engine adjustments. Maintenance activities not performed in-house includes: tire repair, body work, welding, machining, glass replacement, painting and engine overall or replacements.

In addition to maintenance of the vehicles, the mechanic has the function of outfitting the vehicles with all the equipment. This includes: mounts for PC's and radar guns, search lights, radios, antennas and other security equipment. Storage area needs to be provided for these equipment items along with the usual maintenance supplies listed in the prior paragraph. Further investigation into how much lineal feet of shelving will be needed will be conducted and this area will be incorporated into the Highway Shop's Parts Room.

The Maintenance Bay for the Sheriff's Vehicles should be a pull-in, pull out, two bays stacked in a row, with one having a 12,000 lift. Bulk Fluid reels should be provided for oils and lubrication along with compressed air, water and power. The width of the bay should accommodate the largest vehicle, a SUV, in width for maneuvering around the vehicle and for height when it is up on a lift. An overhead crane will be at the Highway Shop and this should extend over this bay as well.

SITING & RELATIONSHIPS

The initial concept was to have the Patrol Division structurally adjacent to the Highway Facility where they share a common wall between the Vehicle Garages. Further discussions with the Chief Deputy revealed an operational need to have the building sited apart from the Highway Facility for these reasons:

- Mixing of heavy truck traffic with public users to the Sheriff's station is not preferable.
- Mixing of squad car traffic with heavy trucks is not desirable.
- Allowing future expansion of the Sheriff's Station would be greater than be co-located
- Future expansion of the Highway Shop is more open
- Preference to have own access drive off the main subdivision road.

2. Emergency Operations Center Program

Emergency Operations Center Program

Operations Room (936 Sq. Ft.)

- 12 Tables and 24 seats are set up in a classroom model.
- There are 12 tables that have electric, data and voice cables hardwired.
- There are a total of 18 electrical circuits for the 12 tables. All outlets are on UPS and have generator backup.
- There are currently a total of 24 telephones. Total of 38 telephone jacks. There are both switched lines and business lines.
- There are currently a total of 12 computers. Total of 42 Data jacks.
- There are two overhead projectors. Will have capability to display 8 sources. No screens. Project directly on wall (much cleaner).
- There are 8 speakers mounted in ceiling for microphone system, video, etc.
- The audio-visual system is controlled with a touch panel installed in the wall at the podium.
- There will be the capability for wireless internet access on a separate server to avoid outside computers from infecting the county server allowing for outside agencies to bring and use their own laptop computers.
- A scrolling message board is located high on the front wall.
- One television is located high in the front left corner of the room.
- Currently white boards are located on the walls in the room. Future improvements will have Wall Talker installed on the walls.
- Clocks on all four walls.
- Two panels to hookup laptop computers at podium.
- All computers have ability to be projected on front wall.
- 50" Plasma Television

Message Center (300 Sq. Ft.)

- Message center is noted as work area on drawing.
- 6 workstations along wall.
- 1 Computer at each workstation.
- 1 Telephone at each workstation.
- All 6 workstations answer same telephone number. We have set aside one telephone number that will be used for general public to call. We can have 6 call takers or make a recorded message.
- All power is UPS and generator backup.
- Storage cabinets above each workstation.
- One color printer, scanner, copier, fax machine.

Communications Room (234 Sq. Ft.)

- Two 911 dispatch consoles.
- One ARES/RACES console with computer and telephone.
- Two fax machines. 1 dedicated outgoing, 1 dedicated incoming.
- One network printer.
- All power is UPS and generator backup.
- Three high mounted televisions.
- Counter with storage above and below.
- Audio/Visual component storage.
- White boards on walls.

Conference Rooms (210 & 288 Sq. Ft.)

- One conference table with chairs.
- 1 Computer.
- 8 Telephones.
- 1 television.
- Video conferencing in one conference room.
- Tele conferencing equipment in both rooms.
- White boards on walls.
- All power is UPS and generator back up.

Break Room (168 Sq. Ft.)

- Counter with storage above and below.
- Sink with hot/cold city water.
- Refrigerator.
- Microwave.
- Television
- Not all power is generator backup. None is UPS.
- One telephone.
- One LCD Television.

3. Emergency Operations Center Capabilities

Emergency Operations Center Capabilities

Capabilities

- 17 working computers with one network printer.
- 2 computers have capability to display on video projectors.
- 2 video projectors with DVD, VCR and computer inputs.
- Sound system in operations room only for DVD, VCR, computer and microphone inputs.
- 12 wired workstations in operations room with 24 seats.
- 1 dispatch counsel in communications room.
- 2 fax machines in communications room.
- 35 telephone lines throughout EOC.
- Teleconferencing in one conference room.

AVI provide and install equipment to allow:

- All 12 operations room computers to be displayed on video projectors.
- One video projector to display 4 separate inputs on one screen.
- Second video projector to display 4 separate inputs on one screen.
- Sound system in conference rooms and communications room with volume control.
- Two televisions. One for each conference room
- Video conferencing equipment for one conference room.
- This would be part of the Clerk of Courts program and the cost is unknown at this time.
- Podium
- Food warmer.

Vendor to provide and install equipment for:

- Dispatch counsel (total of two in communications room)
- Cost is part of communications budget.

Vendor to provide and install equipment to allow:

- Wireless connectivity to internet in EOC.
- Separate computer server for outside computers to access internet.
- Cost is part of IS budget.
- Local television viewing.
- Direct TV office information package viewing.

4. Building Program

SHERIFF ADMINISTRATION, PATROL DIVISION, EOC

Room Tabulation & SF

Jefferson County

Barrientos Design & Consulting, Inc.

4/27/2011

| FUNCTION AREA/ Room | Station X' | Con Y' | Net F/Statio | # of Sta. | Net Useable SF | Circulation Wall Allo | Gross SF | Occupancy Notes Room Configuration | |
|---------------------------------|---------------|-----------|-----------------|--------------|----------------------|--------------------------|-------------|---------------------------------------|----|
| | | | | | | | | X' | Y' |
| Rooms | | | | | | | | 30% | |
| Deputies Reporting Station | 8 | 6 | 48 | 10 | 480 | | | 34 deputies, floating station | |
| Patrol Sergeant Offices | 12 | 10 | 120 | 6 | 720 | | | | |
| Detective Offices | 12 | 10 | 120 | 8 | 960 | | | | |
| Captain's Offices | 16 | 14 | 224 | 2 | 448 | | | | |
| Captain's Administration | 12 | 10 | 120 | 2 | 240 | | | | |
| Sheriff's Office | 18 | 16 | 288 | 1 | 288 | | | | |
| Chief Deputy Office | 16 | 16 | 256 | 1 | 256 | | | | |
| Administrative Secretary | 12 | 10 | 120 | 1 | 120 | | | | |
| Sheriff Bookkeeper | 12 | 10 | 120 | 1 | 120 | | | | |
| Sheriff Files | 30 | 28 | 840 | 1 | 840 | | | | |
| Sheriff Waiting Area | 10 | 10 | 100 | 1 | 100 | | | | |
| Communication Analysis | 12 | 10 | 120 | 1 | 120 | | | | |
| Detective Files | 30 | 28 | 840 | 1 | 840 | | | | |
| Squad Briefing Assembly | 40 | 30 | 1200 | 1 | 1,200 | | | Seat 12 people, two at front | |
| Equipment Testing | 14 | 12 | 168 | 1 | 168 | | | | |
| Interview Rooms | 12 | 12 | 144 | 3 | 432 | | | | |
| Patrol/Detective Break Room | 30 | 24 | 720 | 1 | 720 | | | Seat 12 people lunchroom | |
| Patrol/Detective Lockers Mens | 40 | 30 | 1200 | 1 | 1,200 | | | 40 lockers | |
| Patrol/Detective Lockers Womens | 20 | 20 | 400 | 1 | 400 | | | 10 lockers | |
| Armory | 18 | 16 | 288 | 1 | 288 | | | | |
| Secured Evidence | 60 | 30 | 1800 | 1 | 1,800 | | | | |
| Evidence Analysis & Testing | 18 | 14 | 252 | 1 | 252 | | | | |
| Equipment Storage | 14 | 14 | 196 | 1 | 196 | | | | |
| Field Gear Lockers | 32 | 8 | 256 | 1 | 256 | | | | |
| Server Closet | 8 | 8 | 64 | 1 | 64 | | | | |
| Public Access Lobby | 18 | 14 | 252 | 1 | 252 | | | | |
| Public Receptionist Workstation | 14 | 12 | 168 | 1 | 168 | | | | |

Sheriff Facility

| | | | | | | | | |
|---------------------------|----|----|-----|---|-----|--------|-------|-------------------------|
| Office Manager office | 12 | 12 | 144 | 1 | 144 | | | |
| Public Restrooms | 16 | 14 | 224 | 1 | 224 | | | |
| Administrative Restrooms | 8 | 7 | 56 | 1 | 56 | | | |
| Kitchenette | 14 | 12 | 168 | 1 | 168 | | | |
| Public Conference Room | 30 | 24 | 720 | 1 | 720 | | | |
| Wellness Center | 24 | 20 | 480 | 1 | 480 | | | |
| Emergency Operations Room | 35 | 28 | 980 | 1 | 980 | | | |
| EOC Message Center | 19 | 16 | 304 | 1 | 304 | | | |
| EOC Break Room | 14 | 12 | 168 | 1 | 168 | | | |
| Mechanical/Janitorial | 24 | 20 | 480 | 1 | 480 | | | |
| SUBTOTAL | | | | | | 16,652 | 4,996 | 21,648 80 271 |

| | | | | | | | | |
|----------------------|----|-----|------|----|--------|--------|-------|-------------------------|
| FLEET STORAGE | | | | | | | | |
| Field Gear Lockers | 30 | 38 | 1140 | 1 | 1,140 | | | |
| Squad Fleet Parking | 24 | 12 | 288 | 35 | 10,080 | | | |
| Drive Aisle | 26 | 280 | 7280 | 1 | 7,280 | | | |
| SUBTOTAL | | | | | | 18,500 | 5,550 | 24,050 80 301 |

| | | | | | | | | |
|----------------------------------|----|----|-----|---|-------|-------|---|-----------------------|
| IMPOUND COLD STORAGE SHED | | | | | | | | |
| Impound Vehicle Parking | 12 | 29 | 348 | 8 | 2,784 | | | |
| Investigator's Office | 12 | 12 | 144 | 1 | 144 | | | |
| SUBTOTAL | | | | | | 2,928 | - | 2,928 80 37 |

TOTAL BUILDING SQUARE FOOTAGE **48,626**

5. Cost Estimate

Sheriff Administration & Patrol Division Costs

Co-located at County Farms with Highway Facility

Jefferson Co

4/27/2011 10:51

BUILDING CONSTRUCTION ONLY

| Rooms, Facilities | Area SF | Cost/SF | Cost |
|-----------------------------|---------------|------------------|------------------------|
| Sheriff Offices | 21,648 | \$ 210.00 | \$ 4,545,996.00 |
| Vehicle Garage | 24,050 | \$ 84.00 | \$ 2,020,200.00 |
| Impound Shed | 2,928 | \$ 38.00 | \$ 111,264.00 |
| Total Building Costs | 48,626 | \$ 137.32 | \$ 6,677,460.00 |

SITE CONSTRUCTION

| Description | Quantity | Unit | Cost | Total Cost |
|--|----------|-------|-------------|---------------------|
| Division 31 Earthwork | | | | |
| Contractor mobilization | 1 | allow | \$25,000.00 | \$25,000.00 |
| Earthwork - Site preparation | 1 | allow | \$10,000.00 | \$10,000.00 |
| Earthwork - Stripping and Stockpiling | 12,400 | sy | \$1.61 | \$19,964.00 |
| Earthwork - Finish Grading | 12,400 | sy | \$0.85 | \$10,540.00 |
| Utility connections | 1 | allow | \$90,000.00 | \$90,000.00 |
| subtotal | | | | \$155,504.00 |
| Division 32 Exterior Improvements | | | | |
| Drainage and containment | 1 | allow | \$32,000.00 | \$32,000.00 |
| Paving - Asphalt | 12,400 | sy | \$6.50 | \$80,600.00 |
| Site improvements - fencing, gates, s | 1 | allow | \$60,000.00 | \$60,000.00 |
| Site Lighting | 1 | allow | \$22,000.00 | \$22,000.00 |
| Landscaping | 1 | allow | \$12,000.00 | \$12,000.00 |
| subtotal | | | | \$206,600.00 |
| Sitework Total | | | | \$362,104.00 |

Sheriff Facility Building & Site Construction Costs

| | |
|----------------------------------|-----------------|
| Building Construction Cost Total | \$6,677,460.00 |
| Sitework cost total | \$362,104.00 |
| Construction Contingency | 5% \$351,978.20 |

Site C Total Construction Costs

\$7,391,542.20

Other Project Costs

| | |
|--|-----------------|
| Survey & Soils Exploration | \$5,000.00 |
| City Utility Improvements (carried in Highway Facility Costs) | \$0.00 |
| Architectural/Engineering Fees | 6% \$443,492.53 |
| City Building Permit Fees | LS \$32,416.78 |
| Planning Application Fees | \$8,000.00 |

Other Project Costs

\$488,909.31

Sheriff Facility Total Project Costs, as stand alone construction package

\$7,880,451.51

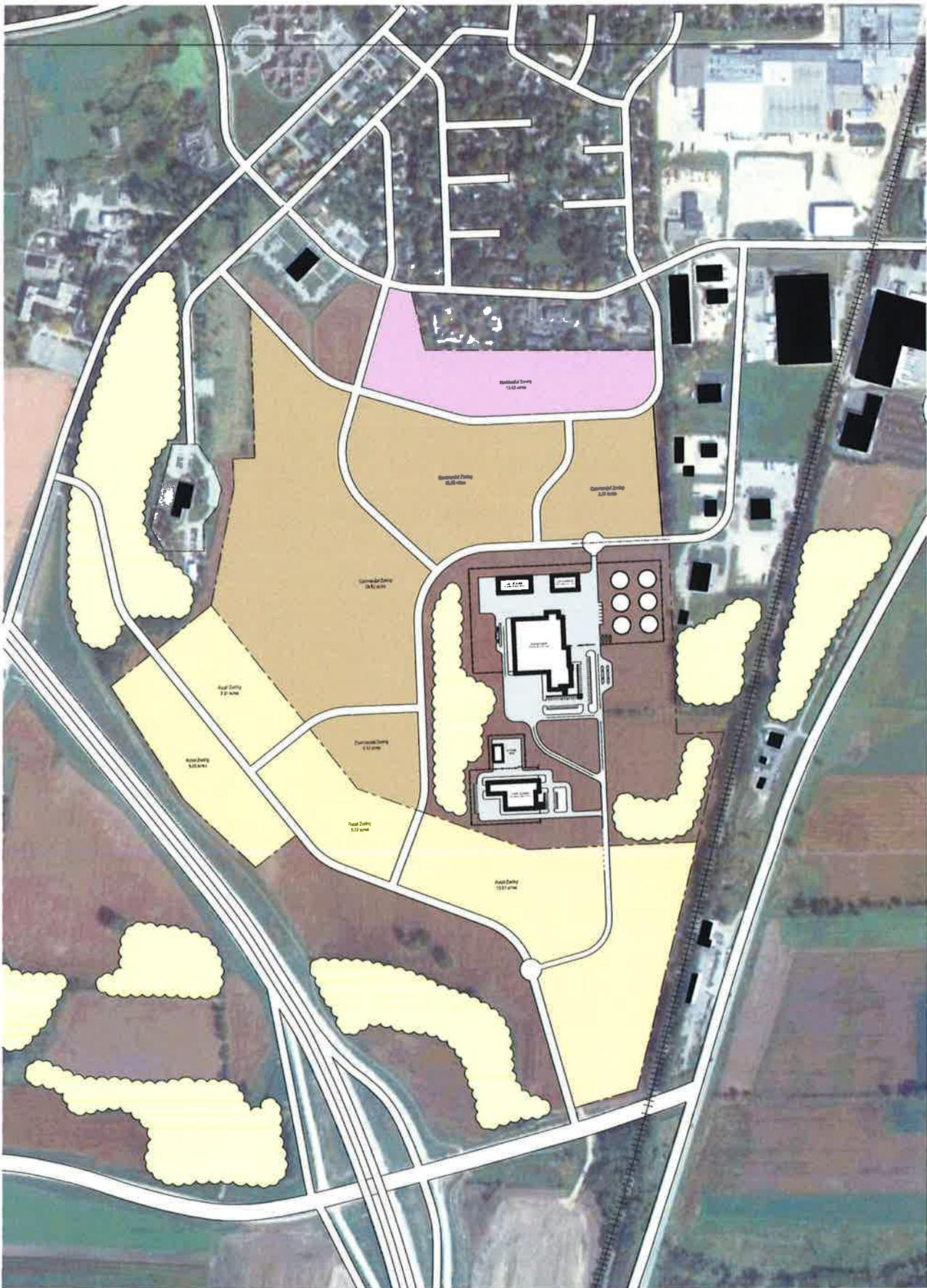
Savings if constructed with Highway Facility

| | |
|--|---------------------|
| Contractor General Conditions | \$200,000.00 |
| Increased bidding competition | 5% \$394,022.58 |
| A/E fee effort of joint package | 15% \$66,523.88 |
| Planning & Permitting processes joined | \$12,000.00 |
| Total Savings of Joint Package | \$672,546.46 |

Adjusted Project Cost if Constructed with Highway Facility

\$ 7,207,905.06

6. Preliminary Drawings





COUNTY FARMS DEVELOPMENT PLAN
NETS

Jefferson County Highway Department
 New Highway Maintenance Facility
 Thursday, April 28, 2011

BARRIENTOS 
DESIGN. ARCHITECTS. ENGINEERS.

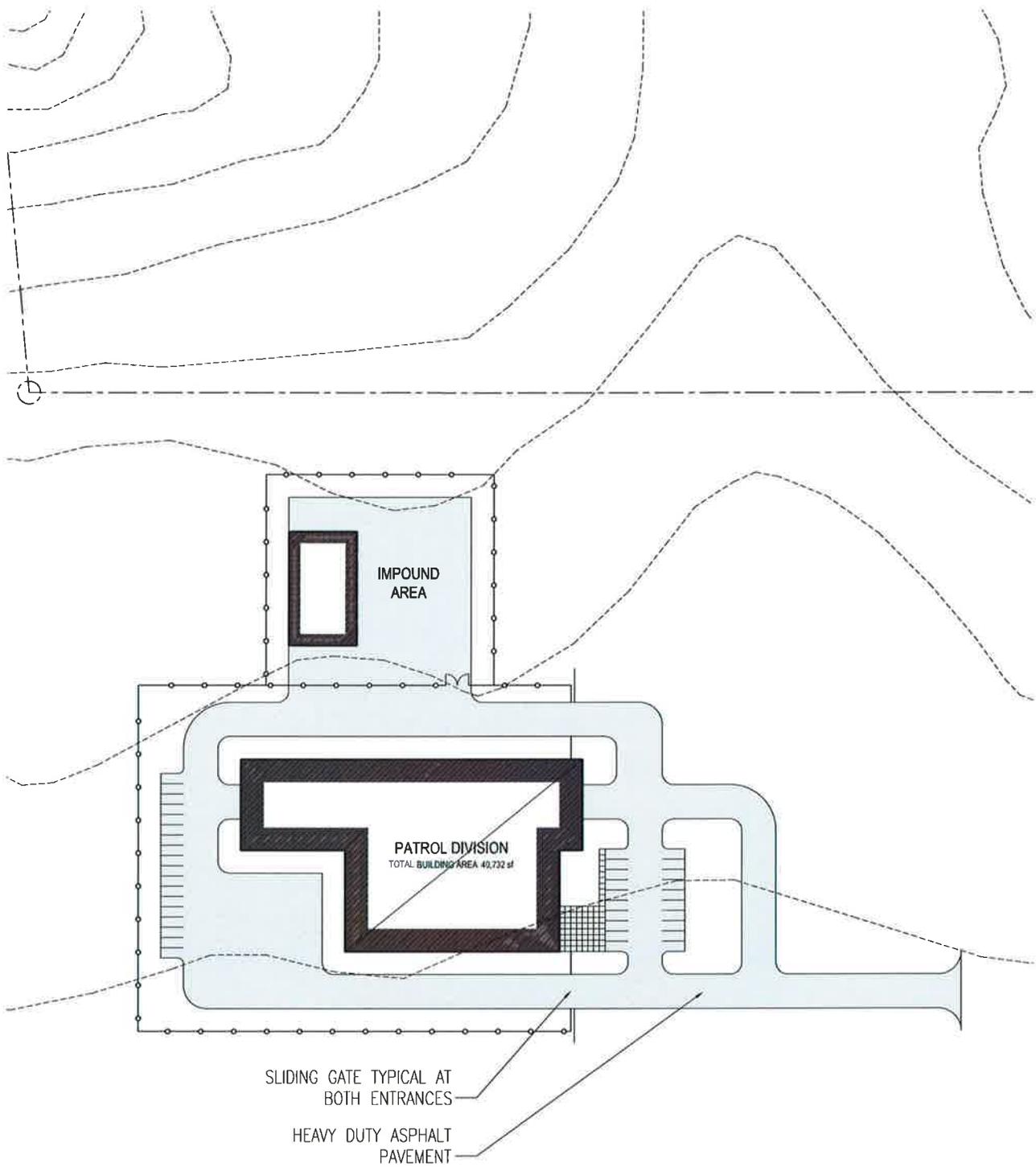




COUNTY FARMS DEVELOPMENT PLAN
 ALTERNATE WITH SHERIFF ADMINISTRATION/PATROL SCALE: 1" = 150'

Jefferson County Highway Department
 New Highway Maintenance Facility
 Thursday, April 28, 2011

BARRIENTOS 
 DESIGN ARCHITECTS ENGINEERS

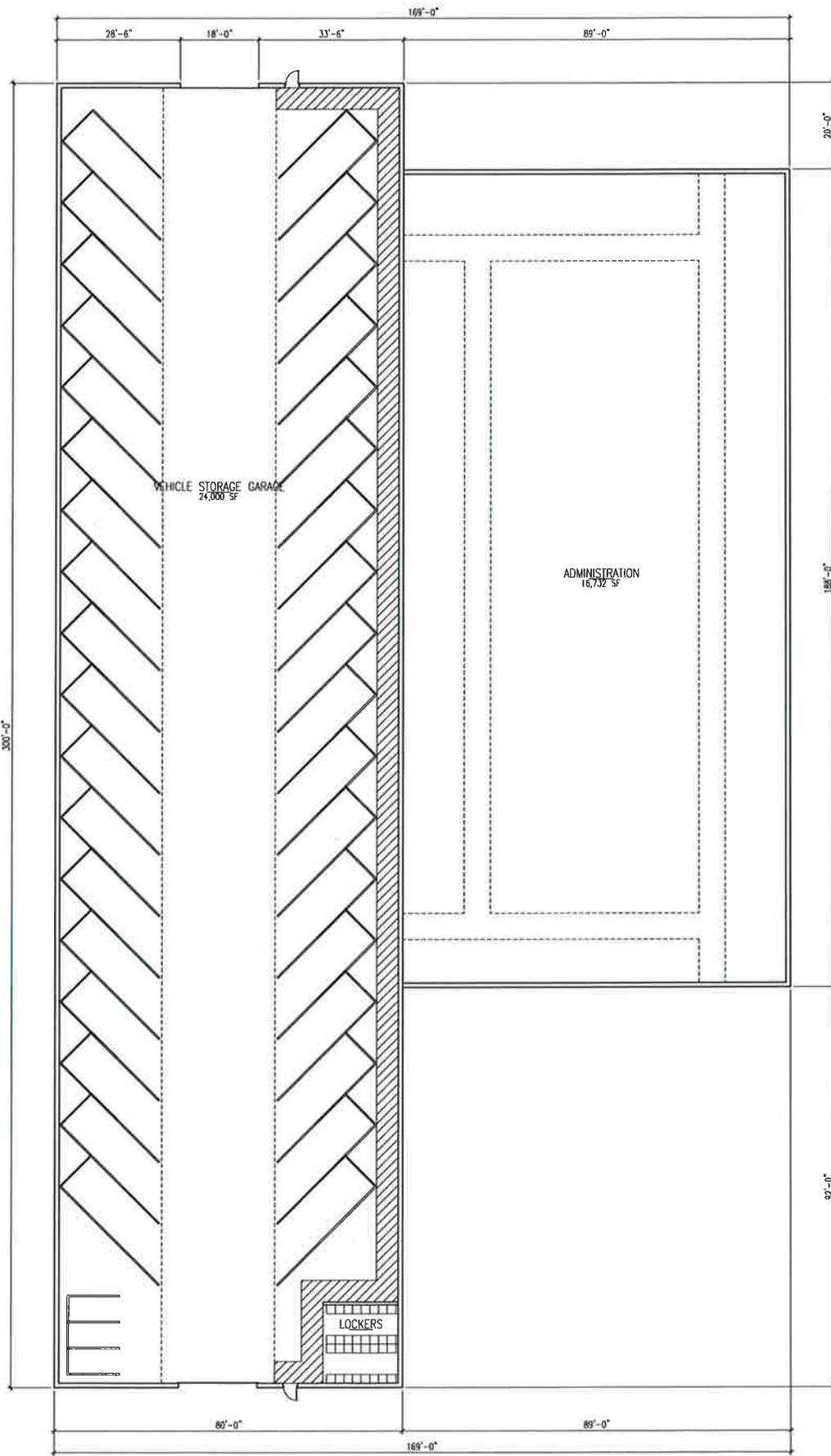


⊕ ① SITE PLAN
SCALE: 1" = 40'-0"

Jefferson County
 Sheriff Administration and Patrol Division Facility
 Thursday, April 28, 2011

BARRIENTOS
 DESIGN. ARCHITECTS. ENGINEERS.







FLOOR PLAN
 PATROL DIVISION
 SCALE: 1/16" = 1'-0"

Summary of Recommendations for the Jefferson County Sheriff's Office

| Ref ¹ | Recommendation | Time ² | Priority ³ | Notes | Cost |
|------------------|---|-------------------|-----------------------|--|--|
| 2-1 | The agency organizational structure should be revised to add an additional captain's position. | N | 1 | Current admin capt. has too many varying responsibilities | \$70,000 max ⁴ |
| 2-1 | The emergency management function should be placed within the command structure of the sheriff's office. | N | 2 | Should be part of the above restructuring | None |
| 2-2 | The current civilian emergency services manager should be retained, but that position should report to a member of the command staff and operational control of emergency management should belong to that command staff person with administrative support provided by civilian staff. | N | 2 | This will make Jefferson Co. emergency management more like the structure of other counties. | None |
| 2-2 | The communications section would be moved from the administrative captain to the patrol captain's control. | N | 1 | Communications under control of patrol sgt. most of the time anyway. | None |
| 2-2 | A "shift commander" position, logically a lieutenant, would be needed for the afternoon and midnight shifts and weekends. | L | 2 | Currently, outside normal business hours, the ranking on-duty person is a sergeant. | About \$60,000 ⁵ per lt. with four req. |
| 2-3 | The JCSO needs to conduct periodic reviews of their rules, regulations and written policy. A suggestion is that this be done on an annual basis with varying cycles (3, 4, and 5 years) for different guidelines | N/L | 1 | | None |

¹ Ref provides the page in the project final where this recommendation is detailed

² Time frame for implementation N = near-term, L = longer-term, N/L = near-term implementation, but an on-going process

³ The priority of the recommendation 1 = Low, 2 = High

⁴ This is the cost if a new staff member is added – the cost would be left if the promoted individual were not replaced

⁵ This is the cost for additional staff, for this recommendation, additional staff will probably not be needed

| Ref¹ | Recommendation | Time² | Priority³ | Notes | Cost |
|------------------------|--|-------------------------|-----------------------------|--|---|
| 2-3 | The JCSO needs to formalize mission statements for the agency and each division. | N/L | 1 | | None |
| 2-3 | Integrated report writing software, records management systems, computer-aided dispatch, and computer network management need to be implemented in the JCSO. | N | 2 | Federal grant funding may be available for this and implementation should free patrol deputy, investigator, and support staff time for other duties. | Upwards of \$100,000 |
| 2-4 | The JSCO budgeting process be automated | L | 2 | This could be part of the above recommended system or simple locally-developed spreadsheets. | No additional cost to under \$5,000. |
| 2-5 | All civilian staff within the JSCD (excepting foodservice and bookkeeping) should be placed under the control of an office manager or administrator | L | 2 | Staff job descriptions should also be simplified and more complete cross-training provided. | None to perhaps \$5,000 for pay increase for manager. |
| 2-7 | Additional items of security adjunctive equipment should be purchased to facilitate building and courtroom security. | N | 2 | Includes communications and less-lethal weapons | Under \$20,000 |
| 3-7 | The number of patrol deputies should be increased from 34 to 38. | N/L | 2 | This will result in some overtime savings (likely about the cost of one deputy is all four are added). | About \$40,000 per additional deputy. |
| 3-9 | If specific park patrols are still desirable, the county parks department should contract with the JCSO for a specific number of patrol hours. | L | 2 | This would be a cost to the parks department, not the sheriff's office, at about \$15/hour. | See note. |
| 4-8 | Based on the current 5/2 – 5/3 8-hour jail schedule rotation and position classification factors there are 34 deputies required to fill all established posts, this is an increase of 5 deputies | N | 1 | This will result in some overtime savings (likely about the cost of almost two deputies if all five are added). | About \$40,000 per additional deputy. |

| Ref ¹ | Recommendation | Time ² | Priority ³ | Notes | Cost |
|------------------|--|-------------------|-----------------------|---|---|
| 4-8 | Placing Jail Deputies on a 12-hour rotating schedule appears to provide some cost benefits and better allocation of staff and needs additional review. Both the schedule and additional manpower need to be re-evaluated for their effectiveness in reducing overtime. | N | 1 | Since jail and patrol deputies currently provide support for each other when either is understaffed, having them on different shift lengths could limit this beneficial practice. | Indeterminate |
| 4-8 | JCSO needs to establish and enforce policy designed to prevent abuse of sick leave. | N/L | 1 | This should have a positive benefit on sick leave use, especially in the jail. | Should save \$\$. |
| 4-8 | Some efficiency could be gained by adjusting some of the female deputies' rotations to provide more coverage on the jail afternoon shift. | N | 2 | | Should save \$\$. |
| 5-15 | Operating procedures for investigators should be codified for the protection of the agency and the employee | N | 1 | | None |
| 5-16 | Two additional <u>part-time</u> personnel should be added to the Investigative Division | N | 1 | These personnel will work entirely with evidence and other property. | Up to \$30,000 the first year, less afterwards. |
| 5-17 | Two additional detective positions be established and that those persons be assigned to the night shift and weekends. | L | 2 | Better non-business hours coverage needed in investigations. | About \$45,000 for each new position ⁶ |
| 5-18 | The agency should purchase appropriate computer hardware and software to assist with incident solvability and case management. | L | 2 | | |

⁶ Assumes investigators will come from current ranks and those people will be replaced with new hires.

Assessment of the Jefferson County Sheriff's Office

- Draft Final Report –

Section 1: Introduction

Overview

This document, hereinafter referred to as the Draft Final Report, is presented to the Jefferson County Sheriff's Office (JCSO) and the Jefferson County Board (the Board) by the Northwestern University Center for Public Safety (NUCPS). This report represents the draft final deliverable required as part of the current contract between the Board and the NUCPS for an "Operational Services Audit" of the Jefferson County (Wisconsin) Sheriff's Office hereinafter referred to as the Audit.

The Audit was initiated by the Board to provide a broad examination of the operations and staffing practices of the JCSO for the purpose of identifying and implementing more effective and efficient processes and methodologies, where needed, to address both current and future service demands on the sheriff's office. While the office has a long history of continually striving to improve the quality of police services to the community, the need to focus on more efficient management tools and operational procedures is particularly important in light of both likely population growth in Southeastern Wisconsin in general and in Jefferson County in particular and current economic conditions.

The initial activities for the Audit were directed at a review of the current practices of the JCSO, accepted general guidelines for the delivery of law enforcement and corrections services, and a comparison of these practices with other law enforcement agencies serving similar-sized jurisdictions. These review and comparison activities were used to assess the current staffing levels, organizational structure, policies, and operational procedures of the JCSO.

Assessments were conducted for five work areas of the JCSO:

- Patrol
- Investigations
- Support Services
- Corrections
- Support staff

Under the current JCSO table of organization, the patrol and jail functions are each commanded by a captain. Both investigations and support services fall under the control of the administrative captain. Support staff are assigned to all of these functions.

Final Report

The Final Report will provide an overview of the services delivered by the JCSO and will focus on: (1) recommendations, (2) policy issues to be determined, and (3) key findings based on the data. The recommendations and development activities included new or revised methodologies and/or technologies, and where needed, new or revised policies, operational practices, and organizational changes.

Observations in Relation to Study Findings and Recommendations

In the discussion of findings for each work area, a variety of recommendations are presented. The types of recommendations vary from area to area due to differences in the workforce, work environment, and type of work associated with each area (e.g., the differences between Corrections and the Court Services area). As a result of these differences, the recommendations for one work area may emphasize using models for better determining staffing needs while recommendations for another area may place more importance on gathering more or different data to support staffing decisions.

During the process of developing the recommendations, several guidelines emerged:

- Models, by themselves, do not guarantee a more effective or efficient process. Stated another way, a new model may use an improved methodology which, in some cases, may only be feasible with new or better data sources.
- For many law enforcement operations, the key to obtaining more effective and efficient processes is, in fact, largely determined by Office policies. As an example, the number of detectives required for an investigations unit is dependent on the number of cases to be investigated. However, the number of cases to investigate and how much time will be spent on each case are driven by the policies that govern investigative services. As a result, two agencies both serving comparable-sized jurisdictions may allocate different numbers of detectives and yet both may have the “correct” number of detectives for the policies that are used to govern investigative services in the two agencies.

The importance of policy in determining appropriate staffing levels for law enforcement agencies has two important implications:

1. Caution must be exercised in comparing the staffing levels of different sheriff's Offices.
2. Staffing methodologies should include the use of Office policies to estimate personnel needs.

It should also be noted that many of the commonly-used statistical measures used in law enforcement to assess or estimate police staffing are very crude measures (e.g., using patrol deputies or corrections officers per 10,000 population) that may not be appropriate for most agencies. The deputies (or more generically, “officers”) per 10,000 population measure, however, is widely accepted, and is likely to continue to be used for many years. (The fact that the FBI publishes officers/deputies per 10,000 population values every year adds to its legitimacy.) Recognizing the public acceptance of statistical measures such as deputies per 10,000 population, law enforcement agencies that believe their true staffing needs cannot be adequately estimated using simple broad-brush statistical measures are not likely to be successful in convincing funding agencies of that fact by merely claiming that their agency provides a “higher level of service.” Rather, such agencies must document their special staffing needs with the use of more sophisticated staffing procedures that are sensitive to quantitative policies and measures that reflect “levels of service.”

Format of the Final Report

The remainder of this document consists of four sections:

- Agency administration and general considerations
- Patrol Division
- Jail Division
- Investigation Division

Section 2: General Evaluation and Administrative Services

Introduction

The Jefferson County Sheriff's Office is a well-run, professional law enforcement agency. It is held in high regard by peer agencies in Jefferson County and throughout Southeastern Wisconsin. Agency executives of almost all other units of government in Jefferson County who interact with the JCSO were interviewed as part of this study. These included police chiefs of the cities and villages in the county, and other county departments such as the District Attorney, Clerk of the Court, Circuit Court Judges, and county central administration.

None had complaints or specific recommendations for changes in the delivery of service from the JCSO. The JCSO provides quality services to the citizens of the county and well fulfills all of its constitutional and statutory tasks, and more. In particular, heads of local agencies expressed appreciation for the specialized services that JCSO provides such as a SWAT Team and the Dive Team. Local agencies were also very satisfied with the intake process when their officers had to transfer prisoners for the county jail. Since these are mostly smaller agencies, they need to get their officers back in service in their jurisdictions as soon as possible; they universally thought the sheriff's personnel did everything possible to facilitate this.

Agency Organization

The current table of organization of the JCSO is shown in Figure 2-1. It is a typical organizational structure for law enforcement agencies of its size. Most agencies have an agency head with one subordinate commander heading the patrol function with another responsible for

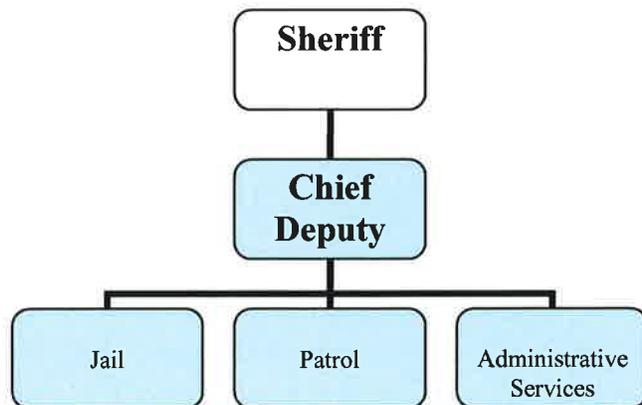


Figure 2-1 Current Table of Organization 1

all other functions. In sheriff's offices there is usually a third commander for the jail function. In sheriff's offices, having all operational commanders report to a chief deputy or undersheriff is also common.

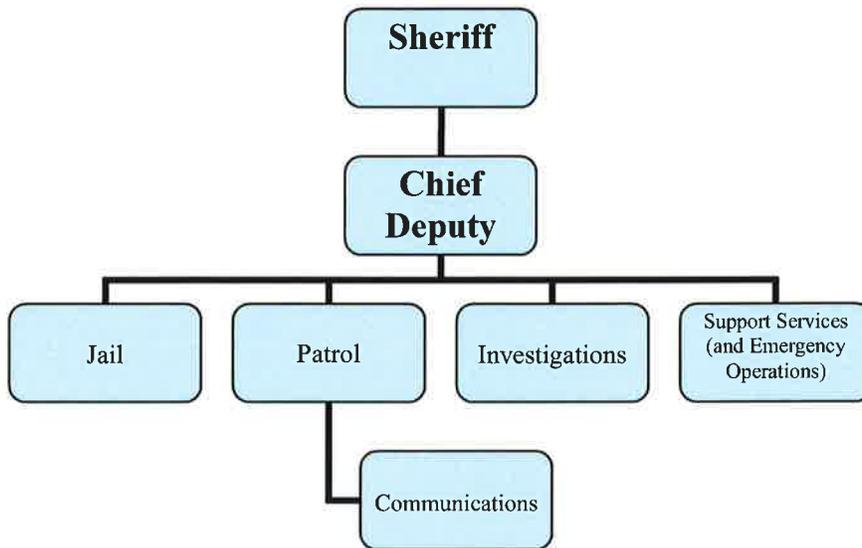
The Administrative Services captain currently oversees investigations, communications, support services, and all other agency administrative functions that are not explicitly under the control of

another command-level officer. **It is recommended that the organizational**

structure be revised to add an additional captain's position. Management of the Investigative Division, its two components, along with the Communication Division and the Support Services Division is complex. These divisions have heavy workloads and many diverse responsibilities which are too much for one captain to adequately control. In addition, the emergency management function should be placed within the command structure of the sheriff's office. To

simplify management of these diverse activities and control of personnel it is recommended this portion of the JCSO be reorganized as displayed in Figure 2-2.

The newly defined Investigative Division would contain the Detective Division and the Drug Task Force. The Emergency Management and Support Division would consist of the emergency management function, JCSO records, bookkeeper, support services and the entire agency administrative support function.



In addition, the communications section would be moved from the administrative captain to the patrol captain's control. In reality, communications personnel are under the supervision of a patrol sergeant at all times other than normal business hours Monday through Friday. This change in organization should eliminate cross-divisional reporting and communications.

In recent years, and especially since the events of September 11, 2001, most law enforcement agencies have taken on an additional role, that of "emergency management." The emergency management concept dates from the World War II and Cold War eras and was usually referred to as "Civil Defense." While it is most visible nationally in the context of "Homeland Security," at the local level this function is usually responsible for planning and overseeing the emergency response to a wide variety of incidents that a beyond what can usually be resolved by a routine law enforcement/fire/emergency medical services response. These can range from highway and rail incidents involving hazardous materials to natural phenomena like blizzards and flooding (with the latter being particularly sensitive in Jefferson County). Until recently, in Jefferson County, this function was not administratively located in the sheriff's office. It is now a free-standing function within the JCSO with two civilian employees. In other agencies contacted, oversight of the emergency management function was given to a member of their command staff, usually at the captain/lieutenant level. It is recommended that the current civilian emergency services manager should be retained, but that position should report to a member of the command staff and operational control of emergency management should belong to that command staff person with administrative support provided by civilian staff.

Looking to the near future, the JCSO will also need to add an additional management layer. At present, the highest ranking on-duty person, other than during normal weekday business hours, is a sergeant. A "shift commander" position, logically a lieutenant, would be needed for the afternoon and midnight shifts. To allow for full coverage, four persons would need to be placed in this position. A key benefit would be to permit patrol sergeants to spend most of their shift on

the road acting as a field supervisor. Depending on the final structure determined, it may be possible to reduce the number of sergeants needed in both patrol and the jail.

Fiscal Impact. The only fiscal impact for the above recommendations would be for the creation of additional positions. The establishment of the fourth captain position would result in the need for an additional JCSO position since there would be no change in duties/responsibilities of any other agency employee. The current average salary for a JCSO captain is about \$70,000 annually. The longer-term implementation of the “shift commander/lieutenant” position is more difficult to estimate. The current annual sergeant wage is about \$60,000 annually. Assuming a lieutenant position would be about half way between captain and sergeant wages, the annual salary for this position would be about \$65,000. Where the new position resulted in the elimination of a sergeant, the incremental annual cost would be only \$5,000. Where this resulted in an additional staff position, the cost would be the full \$65,000.

Review of Policies, Procedures, etc.

The JCSO needs to conduct periodic reviews of their rules, regulations and written policy. A suggestion is that this be done on an annual basis with varying cycles (3, 4, and 5 years) for different guidelines. A permanent committee of command, supervisory and operational personnel from all functional areas of the agency should be responsible for this with final approval the responsibility of the sheriff/chief deputy.

Mission Statements

There does not appear to be a formal mission statement for and of the operating divisions of the JCSO. Budget reports outline the primary responsibility of the sheriff as the protection and preservation of life, liberty and property. For example, it is common, and very appropriate for jails to define the reason for their existence as maintaining “safe and secure custody.” It can often be a very valuable and worthwhile exercise to discuss and formalize a mission statement for the divisions so that the best decisions may be made regarding the allocation of resources.

Increased Use of Technology

Most law enforcement agencies have moved away from the recording and transcribing of reports. Report writing software, records management systems, computer-aided dispatch, and computer network management have been integrated by a number of vendors to provide a seamless electronic report writing, analysis, and retrieval system. Some vendors even include modules for jail-based records.

These systems provide greater report accuracy with built in error-checking routines and automated downloading of information. They also enable patrol deputies to spend more time in their patrol areas, provide them greater access to previous incidents in a given area, and make reports more immediately available to others within the agency and the public as well. Reports

would also be more available to investigators and basic crime analytical functions would also be carried out automatically.

A committee from the JCSO and county MIS should begin work to determine specific needs and prepare a bid package.

Fiscal Impact. The cost of these automation systems varies considerably depending on the number of subsystems that are included in the package and their compatibility with current data systems and available statewide systems such as those for crash reporting and traffic citation processing. Different vendors also offer options such as outright purchase of a turn-key package to leasing where an annual fee is paid, but any upgrades are automatically provided at no additional cost. Another cost unknown that could have a significant cost impact is compatibility of current computer systems in the Communications Center as well as in each patrol and support vehicle. Cost estimates would likely range from a few hundred thousand dollars to potentially over one million dollars. There is currently federal grant money available for improving local public safety communications systems so that they better support interoperability among all public safety agencies from local through state and federal participants.

Budgeting Processes

The JCSO currently uses a manual “bottom up” approach to prepare their annual budgets. In general, sergeants with specific areas of responsibility make their requests to their respective captains who then prepare divisional estimates that are then passed to the chief deputy for consolidation into the proposed annual budget for the agency. Since this process has been used for many years, support staff carries out much of the document preparation under the guidance of the supervisors. While not at all “high tech,” this process is efficient.

Some of the records and reports automation systems referred to elsewhere in this report do contain budgeting and financial planning modules. This capability should be considered as part of the overall evaluation of these programs. **Alternatively, it is possible that a member of the county MIS department could develop a simple spreadsheet-based budgeting system that would mirror the current system. This would facilitate comparisons of alternatives and testing “what if” scenarios. If this capability is not available within the county, it should be available through local colleges.**

Fiscal Impact. The cost for this could range from nothing (if this could be arranged as a college project) to being part of the overall costs of an agency-wide automation upgrade, to a maximum cost of under \$10,000 if stand-alone budgeting software were to be purchased.

Civilian Staff

As another longer term recommendation, all civilian staff within the JSCD (excepting foodservice and bookkeeping) should be placed under the control of an office manager or administrator. The manager would also service as administrative assistant to the sheriff and

chief deputy. All other staff should be cross-trained in all support functions and occasionally rotate in their assignments. Job classifications would need to be adjusted so that all staff receive similar pay for similar work. This restructuring would probably have no fiscal impact.

General Recommendations

Due to the vast volume and diversity of the information received, the study team has taken the liberty of combining and summarizing suggestions made by employees with the JCSO with which the study team concurs. The study team submits them with our own recommendation to the Jefferson County Sheriffs Office to give strong attention to this input.

- Cross training of tasks among secretarial staff – a limited sense of territoriality among some support staff needs to be overcome by making all more aware of others' duties and emphasizing that all have an obligation to forward the work of the agency and ensure prompt and efficient delivery of services both within the agency and for the public. (This is a near term recommendation until the more complete realignment of civilian staff recommended above could be implemented.
- Training in constructive communication, especially for supervisors
- Team focus and building of teamwork with attention to ensuring support staff they are important and valued members of the agency
- Standardization of methods of accomplishing similar tasks across divisions
- Establishment of written policy for all classifications of employees, but particularly for civilians along with standardization of job descriptions;
- Regular meetings among staff, including JCSO Command Staff;
- A scanner, space saver filing system, photo room filing space, and more counter space, especially in administrative areas;
- An interview room in the lobby area (the need to conduct all citizen interviews in secure areas can be intimidating to many people)
- Improved training in UCR requirements
- Recognition through acknowledgement of work effort among staff by JCSO leadership.

Recent Wisconsin Legislation

The State of Wisconsin has recently enacted legislation that clarifies a law designed to authorize a city or village to abolish its police department if it enters into a contract with a county empowering the sheriff to provide law enforcement services throughout all of or in parts of the city or village.

Advocates of the change in state law say the clarification is likely to encourage communities to explore county law enforcement contracts as a way to save taxpayer dollars. The effect of this legislation is that cities and villages with a population of 5,000 or more no longer are required to have their own police departments. Such cities may now abolish their police department and contract with their county for full law enforcement services.

As previously indicated, Jefferson County does not have large population centers similar to surrounding counties. In spite of that fact, the population of Jefferson County has steadily increased. It is not likely that cities such as Racine, Kenosha, Janesville, Waukesha and Beloit will be disbanding their police departments. However, it is much more likely cities the size of Palmyra, Waterloo, Lake Mills and Johnson Creek with a much lower tax base and steadily increasing population, may find this an attractive way to avoid tax increases in the future. The JCSO already provides services, such as overnight patrol, to some of the smaller communities in the county.

The impact on the Jefferson County Sheriff's Office, should even one of these cities seek such contracting with the county, would be great. This trend should not be ignored. Clearly, a strong appeal is present for a small community to consider dissolving its police department in troubled financial times such as currently exists.

Reclassification of Positions

One of the specific requirements was to explore reclassifying some current deputy positions to potentially lower paying job classifications. This concept is explored in greater detail in the "Jail Division" section, but some aspects of this will be described here. Even though it is common for the JCSO to hold deputies over or call them in early to cover staffing shortages in both the jail and for patrol, in many cases these shortages are covered by moving deputies normally assigned to the jail to patrol for a shift (or vice versa) if the one division have more than minimum staffing on duty and they other would fall below.

The current method of having all deputies trained and qualified for both jail and patrol duties enables this, and if jail deputies were reclassified, this practice would be eliminated. This would result in increased overtime since off-duty staff would need to be called in for all cases where staffing fell below minimums.

While the current approach of having all deputies able to fill both patrol and jail duties does same overtime costs. One negative to this is that it frequently results in both the jail and patrol operating with minimum permissible staffing levels. This limits the ability of patrol deputies for self-initiated activities and proactive patrol. It also results in minimum jail supervision or inmates. Frequently operating at minimums is not a healthy situation.

Support Services

Due to current economic conditions, the strength of this section has been reduced from ten to six deputies. The primary impact of this reduction will be the elimination of deputies who perform screening activities at the entrance to the administration/courts section of the county building. While this staff reduction is permanent for the near future, recommendations relating to this division are made below.

Equipment. Additional items of security adjunctive equipment should be purchased to facilitate building and courtroom security. Purchase of these additional items of equipment will end the practice of deputies searching for this vital protective equipment that is often being used by other deputies performing similar functions. The needed items are:

- Five additional Taser units
- Three additional bailiff paging systems.

Court Entrance Security. If a decision is made that security needs to be returned to the courts entrance, the appropriate county entity (central administration, Clerk of the Court, judicial office, etc.) should contract with a private security firm for this service. Deputies assigned other activities in the county building can provide back up for these individuals via closed circuit television, radios, and bailiff paging systems.

Impact of Loss of Support Services Deputies

While a primary duty of the eliminated positions was county building entrance security, these deputies also carried out other tasks including process service. It is estimated that these deputies collectively performed about 4,000 hours on this service task. Since these services must continue, JCSO administration determined that they will be performed by patrol deputies. It is assumed that these service tasks will be performed in conjunction with all other patrol functions currently carried out by these deputies. It is plain from this that the patrol will therefore have about 4,000 hours less for those other functions.

Modeling can be done to show the impact of what effect such a time loss will have on the patrol function. In the model used to account for all on-duty deputy time, that time is allocated to four general activities (this concept is discussed in greater detail in the Patrol Division section of this report):

- Calls for service;
- Administrative activities;
- Self-initiated activities; and
- Free patrol

The addition of the service function will not affect calls for service and the amount of time expended on those calls also should not change. The time expended on administrative functions also will not change – the activities in this function are well-established by both practice and contract.

It is possible to allow for less time on self-initiated activities. This could be counter-productive for more than one reason. First, it would result in fewer traffic citations and consequently a loss in citation revenue. In addition, highway safety could be compromised as well as general public safety due to fewer contacts between deputies and suspicious persons.

It might seem that a reduction in “free patrol” time would be the logical category for reduction of effort. However, a decrease in free patrol time also has two negative consequences. The first would be increased call response times and the other would be increased patrol intervals. The latter means that patrol cars would be generally less visible on the roadways of the county.

Synergy of Recommendations

The evaluations of the various operating units of the JCSO were done in isolation. That is, when determining the number of deputies needed for the jail, the impact of these additional deputies on patrol or other agency functions was not considered. Similarly, in investigations, recommendations were made to increase staffing of both full time and part time deputies in addition to recommending that one captain’s position be devoted entirely to investigations rather than having investigations as only one of several areas of responsibility.

Additional staff in any area would have some modest effect in decreasing the need for additional staff in another area. At this time, it would be difficult to quantify these synergistic effects with any degree of accuracy or certainty. It is also recommended that prioritization of staffing needs should be a decision of the command staff of the JCSO.

Section 3: Patrol Division

Introduction

The primary purpose of this section of the report is to provide guidance in determining the number of deputies and sergeants needed for general patrol in Jefferson County. While the Jefferson County Sheriff's Office has statutory authority in all parts of the county, in practice the JCSO Patrol Division focuses its efforts in areas that are not served by local law enforcement agencies. However, JCSO deputies are often called upon to assist the local officers and to supplement them based on the nature of calls and whether or not local officers are on-duty. It should also be noted that, unlike most other Southeastern Wisconsin counties, Jefferson County does not contain a larger city. In fact, its two largest communities are only partially in Jefferson County, so its patrol deputies effectively do patrol almost the entire county. JCSO deputies also provide back up and assistance as needed to members of the Wisconsin State Patrol in the county. All JCSO deputies primarily work out of the centrally-located Jefferson County Center in the City of Jefferson.

Jefferson County is divided into four patrol areas that roughly correspond to the four quadrants of the basically square geography of the county. When sufficient patrol deputies are on duty, one patrol deputy is assigned to each quadrant. When there are fewer deputies on duty, different beat configurations are used. These divide the county into three or even two beat areas of approximately equal size. However, given the rural nature of most of the county and the relatively few patrol deputies on duty at any given time, any on-duty deputy can be assigned to a call anywhere in the county.

Determining the number of deputies assigned to patrol is just one aspect of optimizing the delivery of police services to a community. Some of these other factors that should be included in delivering the highest quality service are:

- Scheduling;
- Beat Configuration;
- Deployment – (when and where should available staffing be used); and
- Response Times.

None of these other variables were included in the scope of this Staffing Needs Study. However, as mentioned above, beat configurations vary based on the number of on-duty deputies to better equalize call loads across all patrol areas; this beat flexibility also decreases response times to calls for service. Scheduling sworn staff in terms of the number of deputies assigned to a shift, day off patterns, shift length, etc. can be very complicated. This is also usually part of negotiated labor agreements between the deputies' bargaining unit and the sheriff and county administration.

Patrol Staffing

As of the date of this writing, the strength of the JCSO Patrol Division is 34. This includes deputies and sergeants, but does not include the captain who commands the division. The deputies work 8 hour shifts; the sergeants work 8.5 hour shifts. Comparing patrol staffing from one county to another is very difficult. The number and nature of incorporated municipalities within a county can have a significant impact on the number of patrol deputies needed. In addition, even the basic title of “deputy” can have different meanings and job descriptions in different counties. Some counties include process servers, prisoner transporters, and/or court security staff as part of their “patrol strength” since in many cases the individuals assigned to a specialized task may not spend all or even most of their time on that task; when they are not involved in the specialized assignment, they serve as general patrol deputies. In Jefferson County, “patrol deputy” generally refers only to those individuals who spend the full shift riding in patrol vehicles answering calls for service and providing proactive law enforcement functions. In Southeastern Wisconsin, the JCSO is among the minority in not having “part time” patrol deputies.

Allocation Methods

Most law enforcement agencies do not use any formalized method or model for determining patrol staffing needs. Staffing is based on historical practice, budget constraints, and apparent population and demographic changes in the community.

Alternative Allocation Methods. Every staff estimating procedure represents a compromise between two often opposing objectives. One objective is to use a procedure that is as simple as possible so it will be easy to use, easy to understand, and equally important, easy to explain. Another advantage of simple procedures is that they usually require only a limited amount of data and few calculations.

Another obvious objective, however, is to obtain staffing estimates that are as accurate as possible. With the development of powerful personal computers, police planners and analysts have constructed a variety of staff estimating procedures that rely on sophisticated mathematical and statistical methods (e.g., queuing theory). The price that is paid, however, for the use of more complicated procedures is the loss of some advantages associated with simpler methods. In general, more complicated procedures are:

- More difficult to use
- More difficult to understand
- More difficult to explain
- More data intensive; that is, they require more data that may be difficult and time-consuming to collect

Also, given the uncertainties that are often associated with policing workload data, analysts have not always been successful in demonstrating greater validity for staff estimates produced with more complicated procedures. One advantage, however, that more sophisticated methods provide is greater transparency; that is, the ability to more easily see the impact of changes in data items, policies, and performance objectives on the final staffing estimate. Greater transparency allows the analyst to use the procedure to diagnose what data items, policies, and performance objectives have the greatest impact on staff requirements.

The discussion above about the relative merits of staff estimating procedures as they become more complicated suggests that there is no one “right” procedure for every law enforcement agency. Rather, each agency must find a staff estimating procedure that is best suited to its needs and capabilities. If it can be assumed that the quality of staffing estimates do improve as the models become more sophisticated, the decision of which procedure or model is best should be made based on staff capabilities, data availability, and the resources that can be committed to using the procedure. One common element to all staffing needs models is calls for service (CFS) initiated by the public.

Two alternatives are discussed in this section:

1. Use of the “Police Allocation Manual” (PAM) procedure
2. Use of the “Staff Wizard” allocation computer program

Police Allocation Manual (PAM). The PAM procedure was developed and field tested by the Northwestern University Center for Public Safety with a grant from the National Highway Traffic Safety Administration, U.S. DOT. The purpose of the project was to develop an easy-to-use, non-automated procedure to estimate patrol staffing. Three versions were developed for state, county, and municipal police agencies. An overview of the PAM project and methodology is presented in Appendix B-1.

The conceptual basis for the PAM model is based on dividing the patrol hour into four parts:

1. Reactive time (responding to citizen-generated CFS),
2. Proactive time (community-oriented policing and officer-initiated CFS),
3. Administrative time, and
4. Free patrol time.

PAM uses considerable data about the agency to estimate the staffing need for each component. The data required includes CFS workload, personnel policies, operating practices, the geography of the jurisdiction, and a number of patrol performance objectives. A list of the data requirements for PAM is shown in Appendix B-2. PAM staff estimates are obtained using eight worksheets that guide the user through each data collection and calculation step. The worksheets have been transferred to a spreadsheet to facilitate data entry and calculations.

The PAM procedure includes these advantages:

- PAM uses actual workload data for citizen-generated CFS to determine total obligated time.
- PAM uses the department schedule, shift length, and time off for benefits, non-patrol, and net comp to estimate the shift relief factor
- PAM allows the user to select several patrol performance objectives to use including:
 - Specification of a patrol interval objective as a measure of patrol visibility on different roadway types in the jurisdiction
 - Specification of the average number of minutes of administrative time per hour per officer
 - Specification of the average number of minutes of self-initiated time per hour per officer
 - Specification of the average number of minutes of community-oriented policing time per hour per officer
 - Specification of a percentage of time at least one unit will be available for response to an emergency citizen-generated CFS
 - Specification of an travel time objective to emergency citizen-generated CFS
 - Specification of an travel time objective to non-emergency citizen-generated CFS

The PAM procedure also addresses the limitations found in other staffing models:

- The procedure for determining the shift relief factor explicitly incorporates overtime worked and comp time taken
- The procedure explicitly incorporates data and/or performance objectives for:
 - Officer-initiated CFS
 - Community-oriented policing
 - Administrative activities
 - Free patrol time

Staff Wizard. The Staff Wizard computer program is distributed commercially by Corona Solutions, a software development and consulting company specializing in law enforcement applications. Staff Wizard was developed in the mid 1990's based largely on the "Patrol/Plan" software, a public domain computer program developed for the National Institute of Justice, U.S. DOJ by the Institute for Public Program Analysis. The principle developer of the Patrol/Plan software is a consultant for the current Jefferson County staffing needs project.

Conceptually, Staff Wizard is related to the PAM procedure. Staff Wizard divides the average patrol hour into three components: work time based on CFS, non-CFS time, and uncommitted time. Total time for all patrol work is based on:

- citizen-generated CFS rate (i.e., citizen-generated CFS per hour)
- percentage of CFS for each priority level
- percentage of CFS with one unit, two units, etc.
- average service time for 1st unit, 2nd unit, etc.

Used as a descriptive tool, Staff Wizard uses the workload information, the user-specified average number of non-CFS minutes per hour per unit, and the total number of units for patrol in a queuing theory model to estimate:

- total workload for patrol by priority level
- average minutes per hour per unit for:
 - citizen-generated CFS
 - non-CFS
 - uncommitted time
- average number of free units
- average queue (dispatch) delay
- saturation probability by priority level (the saturation probability is the likelihood that a call will have to be stacked)

The average number of free units and average queue delay are combined with the area of the patrol district and the average response speed to estimate the average response times by priority level.

Staff Wizard can also be used as prescriptive tool to determine the number of units that are needed to satisfy simultaneously a number of user-specified performance objectives such as:

- maximum saturation probability
- maximum average response time by priority level
- maximum average travel time by priority level
- maximum average queue delay by priority level

The queuing model utilized in Staff Wizard makes it a powerful planning tool. Unfortunately, the program has not expanded the basic capabilities of the original Patrol/Plan program. As a result, the Staff Wizard program has no mechanism for explicitly incorporating user data or performance objectives related to community-oriented policing or officer-initiated CFS. The times for both activities are buried in the time component identified as uncommitted time but there is no way to determine how committed time is divided among free patrol, community-oriented policing, and officer-initiated CFS. Since patrol interval frequencies are calculated assuming that all uncommitted time is free patrol time, the patrol interval estimates are likely to be unrealistically low.

A second limitation of Staff Wizard is the relative lack of transparency when compared to the PAM procedure. While the queuing model that forms the basis of Staff Wizard is a well-accepted planning tool, since Staff Wizard is a commercially distributed produce,

Corona Solutions has structured the program so that the user does not have the ability to “raise the hood” of the program and see exactly how each component is calculated. In contrast, the availability of PAM in the public domain, in both written form and in a spreadsheet, provides the user with complete visibility about each calculation and outcome.

A third consideration in the use of Staff Wizard is the fact that municipalities that are interested in using Staff Wizard only have two options; either purchasing the program or purchasing consulting services from Corona Solutions.

- Purchasing the program. The cost of buying Staff Wizard depends on the size of the jurisdiction. Additional costs may be incurred for: (1) integrating the program with the JCSO CAD system, (2) training (\$3,900 for two days of on-site training), and (3) maintenance (15% annually of the original purchase price including upgrades and technical assistance).
- Consulting services. The cost of securing consulting services depends on the nature and extent of the services requested.

Recommendations. Both alternatives presented above are viable options for providing the JCSO with reliable staffing estimates for patrol. However, the PAM procedure appears to represent the best choice for these reasons:

- The current PAM spreadsheet, build using the eight worksheets in the original PAM documentation, provides the user with complete transparency about each calculation.
- Acquisition costs for the PAM model are minimal.

PAM Staffing Estimates

This section is divided into three parts. The first briefly describes the modifications and improvements to the PAM procedure used for the Jefferson County Sheriff’s Office. The second and third parts present staffing estimates for patrol deputies.

NUCPS often provides consulting services where the PAM model is applied to determine patrol staffing needs. Each time the model is used it is usually updated and/or expanded to meet specific client needs. Recent modifications incorporated into the PAM model as used for the JCSO include:

1. An additional input data item has been added to permit the user to indicate the percentage of time each supervisor spends on administrative activities. This value is used in PAM to calculate an “effective” number of deputies (or span of control) that can be supervised. The effective number of deputies is always less than or equal to the ideal number of deputies per supervisor supplied by the user. The effective number of deputies is used in the program to determine

the total number of supervisors required. As a result, the number of supervisors required increases as the percentage of time spent on administrative activities increases.

2. The input data items for total benefit time off per year per officer has been expanded to explicitly identify vacation time, holiday time, sick leave, and all other benefit time off.
3. Three input data items were added to estimate the net compensatory time off per year for each officer. The three data items are:
 - Overtime hours worked per year per officer
 - Percentage of overtime worked on patrol per year per officer
 - Comp time hours taken per year per officer

Patrol Officer Staffing Estimates. PAM estimates for the number of sergeants and deputies required for patrol for the county are shown in Table 2-1.

Table 2-1

Recommended Patrol Staffing, Number of Sergeants and Deputies

| | Patrol | |
|--------------------|-----------------|------------|
| | Current* | PAM |
| Sergeants | 6 | 6 |
| Deputies | 34 | 38 |
| Total Sworn | 40 | 44 |

* - Actual patrol staffing level for most of calendar 2007 (not number of deputies actually authorized for patrol)

The input data values for PAM are shown in Appendix B-4. The PAM spreadsheets will be provided to the JCSO in electronic format.

Fiscal Impact. The average annual cost for a JCSO deputy is about \$49,000; a new hire would certainly earn less. While the addition of new deputies would not eliminate all overtime, it should decrease the current overtime burden. It is estimated that if all four recommended positions were filled, one of those positions would be covered by overtime savings. In addition, raising staffing levels above minimum would create more unobligated time for patrol deputies would should result in more traffic citations.

Using the PAM Procedure for Forecasting Future Staffing Needs

Forecasting future patrol staffing needs is possible with the PAM procedure due to the number and variety of input data items. Among the variables that can be used for forecasting are:

- Calls-for-service (CFS) – The number of CFS can be used in two ways:
 1. A time series of annual CFS total for the jurisdiction can be used to estimate CFS growth rates and predict future CFS totals. These predictions can be used in PAM to predict future staffing needs.
 2. Since CFS totals tend to be highly correlated with population, a time series analysis of population growth in the jurisdiction can be used to estimate future CFS totals and used directly in PAM.
- Personnel benefits – Changes in the amount of benefit time off and/or regularly-scheduled time off due to a schedule change can be easily put into PAM to assess the impact on staffing.
- Roadway miles – As more areas within the county are developed and the number of street miles increases, the impact on patrol staffing and patrol performance can be investigated with PAM.

Although each of the input data items identified above can be used as a single forecasting variable, regional growth is usually characterized by changes in multiple community indicators. PAM offers the advantage of allowing the user to modify and investigate the impact on staffing with estimates of the changes in multiple variables.

One difficulty in using the PAM model in Jefferson County is the number of data elements that needed to be estimated or had to be hand-searched through the current JCSO records system (refer to Appendix B-2 for a list of the data elements needed to utilize the PAM model). The JCSO needs to install and use a modern records management system (RMS) that can automatically determine many of the PAM elements as well as provide better information for crime analysis and provide much better information to deputies and investigators in the field.

Parks Patrol-Related Recommendations

Over the course of a year, and looking at all parks in the county, the number of calls for service in the parks is comparatively small. Under current economic conditions, assigning any deputies to full-time park patrol is not cost-effective. However, if specific park patrols are still desirable, the county parks department should contract with the JCSO for a specific number of patrol hours. Part-time deputies should be utilized for this activity. The average cost for a part-time deputy is under \$16/hour and this cost would be bourn by the Parks Department budget.

Section 4: Jail Division

Introduction and Overview

The Jail Division of the Jefferson County Sheriff's Office operates continuously, 24 hours per day, 365 days a year. The current facility was completed in 1991 and is staffed by one captain, six sergeants, twenty-nine sworn jail deputies and nine civilian employees. Medical services are provided to the inmates through a combination of a contracted healthcare agency and the use of nursing staff from the county health department. Food service is operated in-house and staff with a combination of county employees assisted by inmate workers. The rated capacity of the jail is 214 beds divided between 116 secure detention beds and 88 dormitory style beds for Huber (work release) inmates. **Although the jail has in the past leased beds to the state and federal prison systems as well as surrounding counties, the increased in-house population as well as the completion of several major building projects in other counties has greatly reduced the need for, capacity to accommodate, and income from contract housing.**

The average daily population (ADP) in the jail during 2007 was 194 inmates consisting of both pre-trial and county sentenced inmates. This is up from an ADP of 183 in 2006 and below the current year-to-date ADP for 2008 of 208 inmates. Currently, approximately 14% of the jail population is pre-trial status and the remaining 86% serving some type of sentence in the jail. Approximately 17% of the population is female.

Review of Best Practices for Determining the Staffing Levels of Jail Personnel

The most commonly utilized and accepted method in determining appropriate staffing levels for correctional facilities is to identify staffing patterns within the correctional facility and develop a shift relief factor based on the number of net annual work hours for each category of employee. This procedure was developed through the National Institute of Corrections (NIC) and has become the standard practice for correctional facilities.

Information obtained from other sheriff's offices will be used to a limited extent in this study but not for the purpose of determining appropriate staffing to inmate ratios or staffing to supervisor ratios. Using a staffing ratio to compare one facility to another will produce inaccurate results. There are too many differing factors from one facility to another making it difficult, if not impossible to compare the two. For example, a facility's design plays a major role in the amount of staffing required. A facility with smaller housing units will require more staff to supervise the same number of inmates than a facility with larger housing units.

Supervisor ratios will also vary from facility to facility based on different responsibilities assigned to the corrections division. In some facilities for example, corrections staff are responsible for external transportation of inmates and have supervisors specifically assigned to this task. In other facilities, corrections officers are responsible for the

supervision and transportation of inmates to and during court appearances and have supervisors specifically assigned. Finally, the number of days staff is available will vary from facility to facility based on a number of factors including schedules, use of benefit time and training.

Review of Current Practices in the JCSO Jail Division.

Data regarding current practices of the Jail Division was obtained from the following resources:

- Interviews were conducted with senior staff members responsible for the leadership, management and implementation of operations for the Jail Division. Interviews consisted of face-to-face contact, and extensive exchange of email.

- A tour of the facility was conducted with the Jail Division captain.

- Data requested from jail staff included:

1. Staffing

- Organizational Chart
- Number of staff assigned to the Jail Division by category
 - Part-time / full-time
 - Sworn / civilian
 - Number assigned to each shift
 - Number and rank of supervisory / line staff / administrative
- Current schedule(s) used
 - A copy of the schedule for a complete rotation period
 - Fixed / rotating days off
 - Shift hours
- Summary of benefit days taken
 - Vacations
 - Compensatory
 - Holidays
 - Sick days
 - Bereavement
 - Disciplinary days (suspensions)
 - Military days (number of staff in Reserves)
 - FMLA days
 - Injury days
 - Any other category of time off?

- Training days taken
- Overtime usage

2. Directives / Policies

- Policy and procedure relating to the Jail Division
- Applicable State Standards
- Current or planned accreditations (i.e. ACA/ NCCCHC, etc.)
- Copies of applicable labor contracts
- Personnel policies relating to benefit time accrual / use (sick policy?)
- Policies / Statutes relating to mandated training

3. Administrative

- Copy of Jail Division approved budget
 - Amount allocated for regular salaries and wages
 - Amount allocated for overtime
- Copies of annual reports for Jail Division

4. Operations

- Management philosophy
 - Direct Supervision (all/part of facility?)
 - Podular Remote Supervision
 - Linear
- Work Release (Huber), Community Based Programs, Electronic Monitoring?
- Inmate population data
 - Average daily population
 - Peak population
 - Average daily bookings / releases per shift
 - Do you hold/process prisoners for other agencies?
 - Breakdown of average/typical inmate category
 - Pre-trial
 - County Sentenced
 - State Sentenced awaiting transport
- Facility rated capacity / design capacity
- Different Housing Capacities and Staff / Inmate Ratios for each

- Male / Female inmate ratios
- Policies regarding cross gender supervision
- Post descriptions
- Inmate programming / activity schedules
- Prisoner transportation procedures and responsibilities
 - Who transports prisoners to and from the jail?
 - Who provides security for inmates in the hospital?
- History of completed suicides (if applicable)
- History of major facility incidents
- What type of jail management system (JMS) do you use?
 - Is it integrated with other divisions, or stand-alone?
- Map of facility?

5. Contract Services

- Food Service contracted?
- Medical / Mental Health contracted?
- Maintenance / Janitorial services contracted?

3.1 Current Jail Division Activities – Post Descriptions/Staffing Patterns

The roles of jail staff are typically expressed as posts for both supervisors (jail sergeants) and line staff (jail deputies). A staffing pattern identifies where staff members are assigned to work, including time and location and function. Due to the static nature of many assignments within a correctional facility, staffing needs are determined to a great extent by the number of posts rather than specific workloads. The following is a brief description of each post along with some of the main responsibilities of staff assigned. The overall staff coverage plan is summarized in Appendix 3-1. A housing capacity and supervision summary is outlined in Appendix 3-2.

Supervisory Staff (Jail Sergeants)

Sergeants assigned to the Jail Division report directly to the jail captain and according to their job description are responsible for the following:

- Supervision of all deputies assigned to the jail and Huber Division, K-9 program, courtroom deputies, jail clerks, boat/snowmobile patrol and agency dive team.

- Completion of employee evaluations.
- Staff scheduling.
- Plan, coordinate and implementation of ongoing training activities as mandated by state standards.
- Supervision and implementation of the Jail Field Training Program
- Assist jail deputies in their daily activities
- Prepare and communicate daily shift briefings
- Participate in yearly budget preparation
- Coordinate and supervise inmate programming activities
- Assist in the review, formulate and implement policy and procedures
- Review, investigate and respond to complaints from the public and/or other agencies.
- General supervision of jail maintenance and janitorial activities, including the ordering of supplies.

Because sergeants assigned to the jail must be able to move freely throughout the facility to supervise operations and respond to problems, they cannot be assigned to a static post. There is currently one post identified requiring a supervisor on each shift, seven days a week. Sergeants assigned to the Jail Division do not require break relief, however the position must be filled if staff assigned to this position are away (Away Relief).

Jail Deputies

Deputies assigned to the Jail Division report to the jail sergeants. According to their job description and based on their particular post assignment, they are generally responsible for the following:

- Maintain the security of the jail through physical patrols and video surveillance.
- Conduct regular cell inspections and searches within the facility.
- Conduct strip searches of inmates coming into the facility for processing.
- Recognize potential inmate conflict and intervene in disputes.
- Discipline inmates when appropriate and initiate state charges when appropriate.
- Process incoming inmates through the Jail Management Software (JMS).
- Complete initial medical screening of incoming inmates.
- Escorting inmates to court.
- Maintain accurate documentation regarding inmate activities, maintenance issues and inmate discipline.

- Accurately document medical issues of inmates, including examination and verification of medications brought in by inmates.
- Dispense and document medication as directed by the Jail Medical Staff.
- Render aid and medical assistance to inmates as needed.
- Receive, record, and route incoming monies.
- Distribute inmate grooming items, uniforms, linen, request slips, commissary slips and mail.
- Respond to inmate request slips.
- Transport inmates to and from appointments

Within the Jail Division there are currently four distinct post assignments identified:

Central Control Post – Responsible for monitoring cameras and all doors throughout the facility. Perimeter security and internal circulation must be controlled at all times. Central control is staffed with one jail deputy on each of the three shifts seven days a week. This position requires both break relief and away relief.

Housing Pod Post – Responsible for monitoring inmate activities within each housing unit. The pod officer post is responsible for control of local doors within each housing section. The housing pod post must be staffed 24-hours a day, seven days a week and require both break and away relief. (Incorrect)

Huber Post – Responsible for monitoring inmate activities within each Huber dormitory area. Responsible for processing individuals into and out of the Huber program as well as checking them in and out based on individual schedules and pass privileges. This post must be staffed 24-hours a day, seven days a week and requires both break and away relief.

Book Rover Post – Responsible for the intake and release of all prisoners brought into the facility. Intake procedures include the initial pat-search of prisoners, processing through the jail management software (JMS) system, fingerprinting and changeover. Deputies assigned to this post are also required to ensure proper arrest documentation is provided giving the sheriff's office legal authority to hold the individual. Although peak periods and numbers of admissions vary greatly and are always difficult to predict with a degree of accuracy, data collected shows an average of 10 bookings and releases each day. The afternoon shift has the bulk of bookings with almost 46% of the total whereas the day shift and midnight shift each handle approximately 29% and 26% respectively. Appendix 3.11 provides a summary breakdown of booking activity.

When not processing prisoners, deputies assigned as book rovers are responsible for transporting inmates throughout the facility, delivering meals to the housing units,

responding to emergency situations as they arise. These positions do not require break relief; however they do require away relief. (More detail on this as it applies)

Current Schedule Rotation

Both jail deputies and jail sergeants work the same schedule rotation. Jail deputies work one of three 8-hour shifts and jail sergeants work one of three 8.5-hour shifts. Deputies may bid to work on a different shift based on their seniority, but do not rotate from shift to shift on a scheduled basis. The current schedule, commonly referred to as a 5/2-5/3 rotation, consists of 5 working days followed by 2 off days then 5 working days followed by 3 off days. It is a very commonly used and popular schedule within law enforcement and corrections.

The 5/2-5/3 rotation has a total of 14 distinct patterns or groupings. In other words, 14 deputies could have different sets of days off. The 15th deputy scheduled would have a duplicate schedule to one of the original 14. This particular schedule takes 105 days to repeat. During a 28-day (Garcia) cycle, the number of hours worked range from a low of 144 to a high of 160, well below the limit of 171 requiring time and a half compensation. Appendices 3.3 and 3.4 illustrate the current schedule being used.

Shift Relief Factor

A shift relief factor (SRF) is an expression of the total number of hours that need to be worked at one post divided by the number of hours that the “average employee” in the job classification assigned to that post is available to work. A shift relief factor identifies the number of hours that staff who work essential posts are actually available to work. It accounts for the use of leave, training time and other factors such as vacancies, which result in staff not being available to work a post. A shift relief factor, when combined with an appropriately documented staffing pattern provides a way to move from the number of people who are needed on one day to the number needed for 24/7 coverage.

Because there are some posts that may not be staffed every day or on every shift, different shift relief factors must be developed. Additionally, there will be some posts that do not need an availability factor. For example, if a post does not need to be filled if the deputy calls in sick or is on vacation, then a shift relief factor is not necessary.

Appendices 3.5 and 3.6 illustrate how the shift relief factor is computed for the various position classification factors. Appendix 3.7 summarizes benefit time taken during 2007 and year-to-date 2008 which is used in calculating the shift relief factor.

Jail Sergeants – work a 5/2–5/3 schedule and do not require relief for meal periods or breaks. Their position does require backfilling for regular days off, vacation scheduling and other absences.

Jail Deputies – work a 5/2–5/3 schedule and are either assigned to a static post which requires relief for meal periods and/or breaks as well as days off, or to a roving type of post which will require backfilling for days off, but not for breaks or meals.

Observations and Recommendations

Jail Division Mission Statement. There does not appear to be a formal mission statement for the Jail Division. Budget reports outline the primary responsibility of the sheriff as the protection and preservation of life, liberty and property. It is common, and very appropriate for jails to define the reason for their existence as maintaining “safe and secure custody.” It can often be a very valuable and worthwhile exercise to discuss and formalize a mission statement for the Jail Division so that decisions made regarding allocation of resources. For example, the Jail Division currently has a variety of educational and religious programming available for the inmate population. The importance and priority of providing inmates with educational and rehabilitative programming will depend to a great extent on the resources directed to it.

Staffing Coverage and Current Schedule Rotation - Based on the current 5/2 – 5/3 8-hour schedule rotation and position classification factors there are 34 deputies required to fill all established posts in the jail on a 24/7 basis. There are currently 29 deputies assigned to the Jail Division requiring that 5 positions be backfilled with either overtime hours or by drawing upon staffing from other divisions. (HUGE FACTOR)

The shift relief factor for jail deputies is relatively high, requiring almost 2 (1.99) deputies to fill each identified post. Aside from having a lot of benefit time available (see Appendix 3.10), policies regarding the use of sick time can have a great effect on how it is either used or not used. For example, a “use it or lose it” policy for accumulated benefit time often creates a greater use of benefit time because employees feel that they are entitled to the benefit time and aren’t willing to lose it because they aren’t using it. The establishment and enforcement of policy designed to prevent abuse of sick benefit leave can also have a great impact on its use.

There are two ways to lower a shift relief factor (SRF); reduce the number of posts that staff are assigned to, or increase the amount of time that staff are at work. Based on observations, it appears that with the current number of inmates housed in the jail there are no opportunities at this time to safely reduce the number of post assignments. Based on the current schedule, it does appear that some efficiency could be gained by adjusting some of the female deputies’ rotations to provide more coverage on the afternoon shift.

Staffing Coverage and Proposed 12-hour Schedule Rotation. Appendix 3.12 illustrates a sample 12-hour schedule rotation. This particular schedule involves four groupings of staff assigned to two shifts. In this example, staff work 2 days followed by 3 days off; work 2 days followed by 2 days off and finally work 3 days followed by 2 days off. On this schedule staff work 168 hours within a 28-day Garcia cycle. Because of the differences in the length of each shift (12-hours versus 8-hours), it is difficult to

accurately predict the use of benefit time. For example, union contracts describe benefit time as accrued and taken in days. A determination and agreements would need to be established whether a vacation day now equals 12 hours or remains at 8 hours. Likewise, it would be logical that if an employee calls in sick, they would be utilizing 12 hours of sick time and would not report for duty after using 8 hours.

The shift relief factor created by this particular rotation and using the same position classification factors as the 8-hour schedule is 2.98 requiring a total of 36 staff members to fill all established posts. This would require some, although less additional staffing or the use of overtime to backfill. All things being equal without considering any classification factors, a 12-hour schedule would require 2.0 deputies to fill each post for one shift and 4.0 to fill the post for two shifts (24-hour period). The current 8-hour schedule would require 1.47 deputies to fill each post for one shift and 4.41 to fill the post for 3 shifts (24-hour period). It would appear then that going to a 12-hour schedule would require less staffing, however the exact amount would need to be determined after reliable position classification data can be gathered.

Use of Overtime – Last year approximately \$130,500 in overtime dollars was spent to staff the jail. Much of this is due to the shortage of staffing outlined above and the need to keep positions staffed on a 24/7 basis. Although there will always be a need for a certain amount of overtime, some reductions may be gained by hiring additional employees to fill some of the positions currently being staffed with overtime dollars. The recommendation would be to start small with one new deputy to determine how much overtime is reduced as a result.

Staffing Classification – Currently, jail deputies are all sworn and have the same arrest powers as those assigned to other divisions within the sheriff's office. There are typically three different staffing classifications utilized within jails. Employees assigned to jails may be sworn and considered in the same classification as highway patrol. They may be classified as "corrections officers" or "jail officers" in which case they are considered "civilian" employees with no arrest powers outside of their particular job assignment. The third classification of employee would be a civilian "clerk" type of position. These position classifications are used in a variety of combinations in different counties. The costs involved with each classification of employee are based on salary, pension and amount of training. Aside from the tangible costs, there are a number of significant factors that must be considered.

- Changing the classification of staff assigned to the jail would be permanent.
- The JCSO would become divided with the establishment of a lower paid, lesser trained classification of employee.
- Due to current labor agreements, changes in classification would have to be 'grandfathered' in over a period of time. Any costs savings would not be seen for several years.
- Cross utilization of employees from other divisions would no longer be possible.

- There is a possibility of utilizing a clerk classification of employee for certain tasks not directly responsible for the supervision of inmates. Some agencies for example utilize clerks for the processing of inmates into and out of the facility. Structural changes would be necessary to enable civilian staff to process inmates and remain safe.

Inmate Population – As mentioned above, decreasing or combining established posts is one method of reducing the number of staff required to operate the jail. The Jefferson County Jail is at its capacity with no foreseeable relieve coming. **Aside from the safety concerns of not being able to properly classify inmates because of a lack of space, a crowded jail creates tension with staff increasing the use of sick time. In addition, the ability of the sheriff's office to generate additional revenue through the leasing of beds is significantly reduced or eliminated.**

The Jefferson County Jail is fairly unique in the makeup of the inmate population. Typically the number of inmates being held on a pre-trial basis is significantly higher than those serving a county sentence. **At the Jefferson County Jail, however, the opposite is true. Approximately 9.6% of the population is pre-trial while almost 60% are serving some type of sentence in the jail (Huber/Jail). Inmates serving a sentence in the county jail are generally considered to be of the lowest risk from a classification standpoint. These inmates have generally committed misdemeanor offenses of such a nature that the sentence they received was less than a year. It would appear that this would open up opportunities for the sheriff's office and the judiciary to explore alternatives to incarceration such as electronic monitoring or expanded use of the Huber (work release) program. Caution should be used in determining what programs are implemented and what inmates participate in those programs. Individuals must be carefully screened to determine if they are appropriate to participate and would not pose a danger to the community.**

There are a number of ways to set up and administer electronic monitoring programs as well. For example, the can be set up as sentencing alternatives to give judges the option of sentencing someone directly into the program. They could be set up as a step down program for those who have completed a portion of their sentence. Some communities have implemented programs for pre-trial inmates who may not be appropriate to hold in jail, but too much of a risk for the judge to let out on bond without supervision. Regardless of how these programs are set up, care must be taken to ensure they do not “widen the net” as opposed to actually reducing the number of inmates housed in the jail. Net widening occurs when inmates are sentenced or placed in the program to a higher degree of supervision than they would have been prior to the program being established. In other words, if a judge places someone on electronic monitoring that prior to the program being established he would have just released on bond, use of the program does not reduce the number of inmates housed in the jail.

Appendices

- 3.1 Jefferson County Jail Staff Coverage Plan**
- 3.2 Jefferson County Jail Housing Summary**
- 3.3 Current 8-hour 5/2 – 5/3 Schedule Rotation (28-day Cycle)**
- 3.4 Sample 8-hour 5/2-5/3 Schedule Rotation (28-day Cycle)**
- 3.5 Position Classification Factors 5/2 – 5/3 Jail Sergeants**
- 3.6 Position Classification Factors 5/2 – 5/3 Jail Deputies**
- 3.7 Jail Deputy / Sergeant Time Off Data Elements**
- 3.8 Time Off By Month Comparison Chart**
- 3.9 Jail Deputy Available Vacation / Holiday Time**
- 3.10 Deputy Benefit Time Available Summary**
- 3.11 Jefferson County Jail activity schedule**

Section 5: Investigations Division

Introduction

The staffing, the internal allocation and the deployment of criminal investigative and narcotics investigative personnel are issues that have been debated and studied for many years. For such law enforcement components to be most effective, investigators have to be available to promptly respond to crime scenes. They must have the time to conduct initial and follow-up investigations without being overburdened by an oppressive caseload or by other tasks which are somewhat related to their function and duty but have become very time consuming and arduous due to agency practice or other causes.

Determining the “appropriate” caseload for investigators is complicated by concerns about local crime patterns and clearance rates, the unpredictability of crime and the varying complexity of different categories of crime. In all but the largest law enforcement agencies, criminal investigators receive their case assignments from their immediate supervisors based upon:

- The types of crimes that have recently occurred;
- How many investigators happen to be on duty and available;
- Trends of specific crime(s) that have developed; and
- If possible, what special expertise and talent a particular investigator may possess in his or her ability to bring a case to a successful conclusion, clearance and prosecution.

Considerations and factors such as repeat offenders, public perceptions of crime and community expectations also impact on the work of the criminal investigator. As a result, the importance of such “soft” factors as community expectations has led most knowledgeable observers and practitioners to conclude that determining the strength and staffing levels of an investigative unit cannot be done by using a simple formula based on the number of cases. Simply stated, a higher or increasing crime level does not indicate a need for more investigators and, likewise, a lower or decreasing crime level does not indicate that fewer investigators are required or acceptable. It is also recognized that the application of even the most excellent of patrol resource models, such as the Police Allocation Model (PAM), cannot accurately determine the precise number of criminal investigators for most agencies. A primary reason for this is that, for the most part, investigators work in a highly reactive mode. Although somewhat simplistic, it is fair to say that Patrol is driven by the need for law enforcement presence, visibility and response to calls for service. Detectives are driven by the occurrence of crime and the development of information.

During the data gathering phase of a recent and similar law enforcement staffing analysis, this study team contacted law enforcement agencies of a variety of sizes. These agencies were requested to provide their criminal investigator staffing level. They were also asked why they established the particular level. Some of these agencies state that it is their

practice to maintain a 10:1 ratio of patrol personnel to investigators. None of these agencies was able to present any sound reasons as to why they have established such a ratio, beyond saying “that’s the way it has always been and we’ve been following that number” or “someone else uses that number, so we do as well” or will report that budgetary constraints do not allow the number of personnel that we “really” need to do the job.

Determination of the adequate staffing and deployment of investigative personnel depends, not only on the number of cases, but also on the types of criminal offenses and the time required for the investigation for each type. Homicides and sexual assaults, for example, require more investigative time than do less serious offenses. As a result, the caseload, or the number of cases, may not be a good indicator of staffing needs. Thus, both the number of cases by type and the expected time required for each type are workload factors that need to be used to determine the appropriate allocation of personnel within an investigative unit.

There is little question that the challenges of successful criminal investigation have increased in the recent past. Only a few years ago, law enforcement agencies were not confronted with the investigation of:

- The appearance and spread of “home” laboratories manufacturing controlled substances.
- Computer crime
- Identity theft
- Increased child pornography
- Cellular phone usage in criminal activity
- Terrorism
- The appearance and increase of gang activity
- Prescription drug abuse (The Jefferson County Drug Task Force is currently experiencing a significant rise in prescription drug abuse in the area)

In addition to the impact of related tasks on the availability of investigators and the vast amount of time required to investigate certain crimes when they do occur, the study team has made careful examination of existing investigative procedures and policy. Such an examination is critical due to the fact that procedures, policy, law and practice drive the investigative process. For example, inappropriate or ineffective case screening or case processing can increase the workload and reduce the efficiency of an investigative unit.

Review of Current Practices in the JCSO Investigations Structure

The criminal investigation component of the Jefferson County Sheriff’s Office (JCSO) is included in the Investigative Division. This division consists of two subcomponents: the Detective Division and the Drug Task Force. The Investigative Division is one of three divisions which are under the administrative leadership of a commanding officer who

holds the rank of captain. This captain also heads the Communication Division and the Support Services Division and reports to the sheriff through the chief deputy.

Administrative support is provided by a secretary, a receptionist, a full time clerk and a part time detective secretary. An additional secretary is assigned to the Drug Task Force of the Investigative Division. The Drug Task Force secretary is located at the headquarters of the Drug Task Force which is located away from the JCSO.

Detective Division

The Detective Division (DD) is comprised of one sergeant who is responsible for supervision of six detectives. Additionally, the sergeant manages case assignment, case management tasks and myriad of other duties consistent with criminal investigation. Four of these detectives are assigned to the day shift and the remaining two are assigned to work from 2:00 p.m. to 10:00 p.m. All detectives work Monday through Friday and are off on weekends, unless they are called up for duty. Whenever a detective is required to be on call for a weekend, and is required to carry a pager or leave a phone number where he can be contacted, the detective is entitled to on call pay in accordance with existing labor contract. Detectives are called up to work after hours based on a supervisor's recommendation as to the time of the call up or the nature of the case. Work performed by detectives who report for duty on a call up basis is compensated at overtime rates.

The responsibilities of detectives assigned to this division include, but are not limited to, conducting initial and follow-up investigations of suspected criminal activity, interviewing witnesses and suspects, preparation and execution of search warrants, preparation of reports for criminal complaints, collection and preservation of evidence and many other duties which are related to criminal investigation. One of the detectives is designated as a juvenile detective handling all juvenile matters

Promotion. The rank of detective is a promotable position. A deputy must have a minimum of three and one-half years of law enforcement experience with the JCSO. A deputy may be credited with additional time of service on a one-time use basis as follows:

- Associate Degree = 6 months additional time of service
- Baccalaureate Degree = 18 months additional time for service

The promotional process is guided by existing civil service ordinance.

Operations. The Detective Division investigates a variety of major crimes and major incidents as well as non-traffic homicides and other non-traffic deaths. They gather information related to crimes, as well as criminal intelligence information. **The average active caseload of each detective at the JCSO is approximately 17 to 20+ cases. This caseload varies from week to week and even day to day.**

In the vast majority of initial criminal investigations, detectives are not routinely dispatched to a crime scene. Agency practice is that uniform deputies are dispatched as primary responders. When patrol deputies determine that a crime may have occurred, and that the services of detectives are needed, they confer with their supervisor who will then contact the DD supervisor and request such assistance. Detectives who respond will then take the lead in the investigation of the crime(s) with the assistance of the patrol deputies. They will interview victims and witnesses, gather evidence and conduct whatever initial, and follow up, investigation they are able to develop.

In general, detectives will be summoned to investigate most burglaries and robberies, all homicides and all dead bodies. Additionally, they are called upon to investigate major arsons, sexual assaults and some other offenses. They will gather and process the vast majority of evidence recovered at crime scenes. The tasks of evidence gathering, packaging, processing and storing consume an inordinate amount of detective time. Two of the six detectives assigned to the Detective Division are designated as evidence officers. Additionally, both Detectives assigned to the Drug Task Force expend a considerable amount of time performing similar tasks, as is displayed in the following table. It is typical that detectives are called upon to perform other duties beyond initial response and follow-up to crimes and criminal activity.

The Jefferson County Sheriff's Office also receives requests for assistance and expertise from other law enforcement agencies in the county. These requests normally involve assistance in major crimes, such as homicides or requests for resources and equipment. These requests are usually minimal and are approved or disapproved by the commanding officer. Such requests have averaged 17 per year over the past two years. (Requests from other agencies made to the JCSO for Computer Voice Stress analysis services are increasing) At times, and dependent upon the size and complexity of the investigation, the Detective Division may assume full investigative responsibility over a criminal case in order to better coordinate investigative actions.

Jefferson County Drug Task Force (DTF)

The Jefferson County Drug Task Force (DTF) is structured as a joint multi-jurisdictional venture comprised of the JCSO and seven other local municipal law enforcement agencies established by a multi-jurisdictional agreement. The County District Attorney's Office also participates with a staff assistant district attorney serving as an associate in an overseeing capacity of the DTF. The DTF is guided by a steering committee which, in addition to other matters, serves as an internal decision maker, a conflict resolution body and a catalyst between all agencies involved.

The lead agency is the Jefferson County Sheriffs Office. Supervision of the Task Force is effected by a full time JCSO detective sergeant. The Task Force has affiliated with four nearby counties, all of which form the South East Area Drug Operations Group (SEADOG).

It should be noted that there is not a consistent level of participation in the DTF from the standpoint of personnel staffing. Assignments vary based upon the needs and availability of all agency participants. Assignments range from full time to part time to a limited term employee.

In general, personnel assigned work Monday through Friday from 8AM to 4PM. Hours sometimes vary based on need and investigative development. Personnel report for duty at an independent, county-owned facility in Jefferson County and use this facility as their headquarters. The Task Force is guided by governing rules in the form of a set of rules and guidelines entitled the Jefferson County Drug Task Force Operational Policy dated September 18, 2008. The methodologies and standards of assignment of personnel to the DTF vary amongst the contributing agencies. Assignments do not involve a promotion. The length of assignment to the DTF also varies.

The DTF develops and cultivates informants, and they rely on the information received from these informants, along with other sources, to create their own cases and investigations. Should information relative to drug activity or suspected drug activity come to the attention of a member of the JCSO, any of the participating agencies or a number of other sources, the information relative to drug sale, manufacture or usage is passed to the DTF for follow-up and action. In matters of minor possession cases, which are normally dealt with by issuance of citations by uniformed patrol deputies, information regarding the case is sent to the DTF as intelligence information, for review purposes and potential follow-up if appropriate.

The DTF is a county-wide unit that is, at times, called upon by other agencies in the county when information relative to drug manufacture, trafficking and use is developed. A frequent occurrence in the county, when smaller agencies develop information relating to controlled substance activity, is for that agency to contact the DTF and turn the information over to them for continued investigation and disposition.

The Task Force also provides extended technical support for all county agencies, whether or not such agencies are represented on the unit. They possess forensic computer equipment and assist when needed on crimes that involve computers, cellular phones and other technology items. The Task Force also maintains and installs audio and visual surveillance systems to assist agencies with the investigation of other crimes.

DTF Byrne Grant Funding. The existence and operation of the JCSO DTF is subsidized by funding received from the Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program (Byrne Formula Grant Program). This grant program is a partnership among federal, state, and local governments with a goal to create safer communities. The Bureau of Justice Assistance (BJA) is authorized to “award grants to states and units of local government to improve the functioning of the criminal justice system—with emphasis on violent crime and serious offenders—and enforce state and local laws that establish offenses similar to those in the federal Controlled Substances Act.” Grants may be used to provide personnel, equipment, training, technical assistance,

and information systems for more widespread apprehension, prosecution, adjudication, detention, and rehabilitation of offenders who violate such state and local laws.

Recent awards to the JCSO DTF received from the Byrne Grant Program are:

- \$34,305.00
- 28,212.00
- 28,024.00
- 26,233.00

(Source: JCSO DTF)

DTF Asset Forfeiture Seizures. The JCSO DTF receives fiscal support in the form of monies and seized equipment under the guidelines and laws governing asset forfeiture at the federal and state levels. When it is determined that property and/or money is involved in the manufacture, sale, trafficking or use of controlled substances, such

property may be seized by law enforcement officials. A portion of such items may be turned over to the investigating and seizing agencies(s) for direct use in the continuation of the enforcement of controlled substance laws.

| Year | Total Seized (In USD) | Turned Over to JCSO-DTF For Use |
|------|-----------------------|---------------------------------|
| 2003 | \$ 9,753 | \$ 2,700 |
| 2004 | 147,632 | 19,202 |
| 2005 | 23,257 | 3,650 |
| 2006 | 34,017 | 23,205 |
| 2007 | 361,190 | 150,604 |
| 2008 | 154,756 | 57,135 |

Note: Value of seized property is estimated and converted to USD

Figure 4-1 Asset Forfeitures

Other Duties – Investigation Division Personnel

In addition to the crime scene and follow-up work of criminal investigation, Investigation Division personnel perform a number of duties and tasks related to their rank as mandated by necessity or agency policy.

In addition to the tasks listed above, personnel frequently volunteer for additional duties and assignments which are part of the responsibilities of the Jefferson County Sheriff's Office. However, most court preparation, presentation and testimony generated by arrests made during these voluntary assignments will be performed during regular duty hours resulting in lost investigative and follow-up time.

| TASK | No. of Personnel | Total Hours per Month | Rank |
|---|------------------|-----------------------|--------------------|
| Arson Task Force | 1 | 5 | Detective |
| Autopsy Monitoring | 6 | 10 | “ |
| CVSA Operation | 1 | 5 | “ |
| Evidence Processing | 6 | 40 | “ |
| Evidence/Property Officers | 2 | 80 | “ |
| Labor Union Work | 1 | .5 | “ |
| Prisoner Transports | 6 | 12 | “ |
| Stepwise | 2 | 20 | “ |
| SWAT Calls & SWAT Training | Variable | Variable | “ |
| SWAT Negotiators | 3 | 2 | “ |
| Tours & Presentations | 2 | 1 | “ |
| White Collar Crime | 2 | 40 | “ |
| *Equipment Maintenance | 5 | 8 | Detective/Sergeant |
| *Writing Warrants, Seizures and Subpoenas | 4 | 40 | Detective |
| *Cellular Phone & Computer Forensics | 1 | 10 | “ |
| *Meetings and Training | 5 | 20 | Detective/Sergeant |
| *Other Agency Assists | 5 | 40 | “ |
| *Byrne Grant Funding Activities | 1 | 100 | Sergeant |
| *Informant Development | 5 | 60 | Detective/Sergeant |
| *Evidence Processing | 5 | 20 | “ |
| *Property Officer | 2 | 40 | Detective |
| *SWAT Calls & SWAT Training | 3 | 10 | Detective/Sergeant |
| *Presentations | 5 | 10 | “ |

* denotes Drug Task Force personnel

Table 4-2

Comparison with Other Law Enforcement Agencies of Similar Size and Function

A common approach to examining and determining staffing and deployment for criminal investigations is to compare one agency to others of similar size and function. Comparing staffing levels with other law enforcement agencies is suggested for an initial analysis however should not be used as a singular determining factor. **A survey of six Wisconsin county sheriff's offices of similar size and demographics to the JCSO showed an average of 13.4 detective positions per agency.**

When an agency has more detectives or fewer detectives than other similarly sized agencies, it should not be taken as an indication that the agency is over staffed or under staffed. Differences need to be analyzed using caseload data, crime trends, community differences and varying demographics, along with agency policy and practice. One agency may have an above average number of detectives that could be justified in a number of ways. The agency may experience particular problem offenses, which take

vast amounts of time and effort to investigate, or its policy may be that all reported crimes must be reviewed by a detective as opposed to using solvability factors to determine which cases are assigned for further investigation. The local prosecutor's standards for case submission may influence how much time is spent on an investigation. The application of techniques and methodology of the facets of the criminal justice system within an individual county, also referred to as agency policy, also effects staffing. The differences need to be analyzed in consideration of the factors previously discussed.

Population Comparison

The Wisconsin County population statistics are presented in the below Table # Included are population figures from the year 2000 Census, the October 2008 final estimate and the change by individual County.

A total of 14 counties, including Jefferson County, are illustrated. Dane, Waukesha, Kenosha and Washington County do have significant demographic differences in comparison to Jefferson County. Larger city population concentration, coupled with independent municipal law enforcement agencies in those cities, have a tendency to reduce the need for significant criminal investigation assistance and involvement from the respective county sheriff.

Counties such as Jefferson, Walworth, Columbia and others rely more on their sheriff's office to possess the resources necessary to provide full service to its municipalities. Walworth County and Jefferson County, in particular, have no major population centers. This fact results in these sheriff's offices absorbing a greater responsibility for the investigation of crimes that occur in their respective counties. Considering the nine largest communities in Jefferson County, only Watertown, Jefferson and Fort Atkinson have full-time investigators.

Index Crime Offense Comparison

Statistical data follows that illustrates the reported major crimes in fourteen local Wisconsin counties for the year of 2007. As indicated elsewhere in this report, comparisons of this nature are in most cases interesting at best. The FBI itself, the collector and repository for crime data, cautions against making assumptions and decisions based on such comparisons.

The FBI cautions "Because of the many variables that influence crime in a particular town, city, county, state, or region, the UCR Program does not encourage comparisons of this nature. Some of those variables include, but are not limited to: population density and the degree of urbanization, modes of transportation of highway system, economic conditions, and citizens' attitudes toward crime."

| 2007 WISCONSIN COUNTY | <u>Violent Crime</u> | Murder & non- negligent manslaughter | Forcible Rape | Robbery | Agg. Assault | <u>Property Crime</u> | Burglary | Larceny- Theft | Motor Vehicle Theft | Arson |
|------------------------------------|--------------------------|--|------------------|----------|-----------------|---------------------------|------------|-------------------|---------------------------|----------|
| Columbia | 32 | 0 | 2 | 1 | 29 | 400 | 123 | 259 | 18 | 0 |
| Dane | 66 | 0 | 15 | 11 | 40 | 1,376 | 324 | 967 | 85 | 7 |
| Dodge | 37 | 1 | 5 | 0 | 31 | 266 | 73 | 177 | 16 | 3 |
| Green | 10 | 2 | 3 | 0 | 5 | 167 | 46 | 110 | 11 | 1 |
| Iowa | 9 | 0 | 0 | 0 | 9 | 188 | 43 | 138 | 7 | 0 |
| Jefferson | 51 | 0 | 7 | 1 | 43 | 478 | 167 | 287 | 24 | 6 |
| Kenosha | 34 | 1 | 2 | 12 | 19 | 772 | 184 | 554 | 34 | 0 |
| Lafayette | 2 | 0 | 1 | 0 | 1 | 165 | 40 | 122 | 3 | 1 |
| Racine | 17 | 0 | 1 | 9 | 7 | 683 | 95 | 539 | 49 | 5 |
| Rock | 38 | 3 | 9 | 3 | 23 | 605 | 187 | 396 | 22 | 4 |
| Sauk | 33 | 0 | 2 | 6 | 25 | 614 | 88 | 497 | 29 | 0 |
| Walworth | 6 | 0 | 5 | 0 | 1 | 407 | 75 | 297 | 35 | 1 |
| Washington | 24 | 0 | 6 | 1 | 17 | 567 | 122 | 409 | 36 | 8 |
| Waukesha | 30 | 0 | 5 | 4 | 21 | 493 | 101 | 378 | 14 | 0 |

Source FBI UCR

Table #

Statistical data illustrating levels of crime are more meaningful when a comparison is made within one single geographic area and is reported in an annual, monthly or even daily manner applied in a true crime analysis format. The following Table shows a five-year span of UCR Violent Crimes and Property Crimes occurring entirely in Jefferson County.

Table #

| JEFFERSON COUNTY YEAR | <u>Violent Crime</u> | Murder & non- negligent manslaughter | Forcible Rape | Robbery | Agg. Assault | <u>Property Crime</u> | Burglary | Larceny- Theft | Motor Vehicle Theft | Arson |
|--|--------------------------|--|------------------|----------|-----------------|---------------------------|------------|-------------------|---------------------------|----------|
| 2003 | 32 | 0 | 10 | 0 | 22 | 297 | 55 | 225 | 17 | * |
| 2004 | 36 | 0 | 16 | 0 | 20 | 370 | 76 | 273 | 21 | 5 |
| 2005 | 52 | 0 | 14 | 1 | 37 | 402 | 79 | 290 | 33 | 3 |
| 2006 | 49 | 0 | 4 | 3 | 42 | 456 | 111 | 325 | 20 | 2 |
| 2007 | 51 | 0 | 7 | 1 | 43 | 478 | 167 | 287 | 24 | 6 |

* denotes Data not available Source FBI UCR

Index Crime Offenses in the Violent Crime category have shown moderate increase in Jefferson County over the past five years. Index Crime Offenses in the Property Crime category have significantly and steadily increased.

In summation, comparisons to other sheriff's offices and population alone are not recommended as the major method of determining staffing levels for criminal investigation units. It is not possible to thoroughly investigate all reported crime. The number of crimes investigated and the depth of the investigations are largely the result of changing trends in the types and complexity of crimes, public perceptions, community expectations, community demands and agency policy.

Additional Considerations

1. The effect of Interstate I-94 , which passes through the heart of Jefferson County and ties the state Capitol City with the largest city in Wisconsin.
2. The increase in recreational trails, wildlife areas, parks and camping areas in the county.
3. The growth and complexities of investigating certain crimes such as:
 - Methamphetamine manufacturing, sale and use
 - Computer crime
 - On-line child pornography
 - Prescription forgery and abuse of prescription drugs
 - Identity theft
 - Cellular phone usage in criminal activities
 - Terrorism
 - Gang activity

One such case culminated in June of 2008 following a ten month investigation. JCSO worked with other local, county state and federal agencies in focusing on a large scale drug trafficking organization based out of the City of Watertown. During the course of the investigation, a total of 12 undercover operations were conducted. These operations utilized multiple informants, and undercover police officers. A total of 17 individuals were arrested and large quantities of cash, vehicles and a number of firearms were seized. It is paramount that it be recognized that these types of crimes have already developed in every county and city in Wisconsin.

Investigations of such complex crimes take large volumes of time to detect, to investigate and to prosecute. Further, if investigators dedicate their time to such multifaceted and time consuming investigations, the time available to dedicate to violent crime, property crime and other drug offenses will lessen. **Indications of this "time crunch" are already evident within the Investigative Division.**

Managing Criminal Investigations

The intention and purpose of this analysis is to present a set of recommendations relating to the actual operation of the Jefferson County Sheriff's Office. The study team will offer written discussion on policy and procedure that might well impact on staffing levels and practices. Some of these discussions are presented for consideration.

Computerized Case Management Case Screening. Case screening policies mandating which crimes will be investigated and the thoroughness of the investigations is a major determinant of total personnel needs. The objective of case screening is to assign available personnel to those investigations that have the greatest probability of being resolved. A written directive should specify how such screening is to be conducted, by whom, and what criteria (solvability factors) should be used. Screening of preliminary investigative information will assist in the decisions of whether follow-up investigations should be made.

As previously stated, it is not possible to investigate all reported crime. A good case screening system, however, can increase both the effectiveness and efficiency of criminal investigation units by intelligently selecting cases and allocating investigative time to those cases.

A case screening system is based on policy decisions about which crimes will be investigated and what solvability factors are required to initiate an investigation. Some law enforcement agencies limit follow-up investigations to serious felonies while others may investigate all felonies and serious misdemeanors.

In using a computerized case management system a point system, a prepared checklist or other method is often used to identify what solvability factors exist in each case. The point threshold will obviously affect the number of cases investigated. There is often resistance by detectives to having a computer decide which cases are investigated and which are not. However, it is the agency that determines the solvability factors and points. The decision about the extent of follow-up or the suspension of investigative efforts should be made at a management, or at the minimum a supervisory level. This provides improved management control over the productivity of investigations.

The computer is only reacting to what the agency has decided. Additionally, the process is faster than requiring a supervisor to read through all reports. Such a system ensures standardization in the application of investigative time and can be easily modified to suit changing crime patterns and crime trends.

In addition to applying solvability points, case management software provides a number of other functions. It can track the progress of current cases, document the hours spent on each investigation, and document case dispositions; all useful for future work force assessments.

Solvability Factors. Not all crimes can be solved, no matter how much investigative effort is put forth. The volume of crime is at a level that most police agencies find it difficult to provide more than minimal follow up by investigative attention to low priority crimes. As a result, agencies must allocate scarce investigative personnel resources to those crimes that have a chance for solution.

Once an initial crime report has been completed, the report is scrutinized to determine what steps should be taken next to solve the crime. Minor misdemeanor and property crime cases must display a potential for solution before they are assigned to an investigator for follow up. A bicycle stolen overnight from a front yard might normally not be assigned to an investigator. If, however, crime analysis shows that there had been a number of recent thefts in the same proximity or the stolen bicycles appeared in local stores for resale, the case would most likely be assigned to a detective for follow-up.

Another factor in the assignment of cases is the seriousness of the offense. The more serious are often assigned for follow up investigation regardless of the existence or lack of existence of solvability factors. These types of crimes are assigned because of factors that include the perceived severity of the crime, injuries caused to the victim, a threat of continued violence associated with the crime and a higher potential for solving the case and making an arrest. Significant property loss, as defined by the agency or by state law, can also cause a crime to receive immediate follow-up investigation.

The criteria that govern this decision making process are known as solvability factors. Almost every police organization that employs full time investigators uses some version of solvability criteria to assign cases and assist in identifying which cases will be investigated and which cases will not. If certain basic facts are known, this can lead investigators on a clear path toward resolving the case. Without a distinct degree of “lead” information, a case has almost no potential for resolution. This is why solvability factors are so important. They provide a valid guide to the allocation of scarce resources; namely the detective.

Solvability factors are those leads, clues and pieces of information present at a crime, which have been found to be useful in bringing a case to a successful disposition. The success of the follow-up investigation, if one is necessary, depends heavily on how the preliminary investigation was conducted and on the information uncovered during the initial phase.

It is imperative that an agency apply the principles of development, identity and application of solvability factors as a regular component of all criminal investigations. It is not important what methodology is applied in the application of solvability factors. What is most important is that the methodology is thorough, consistent and in conformity with agency policy.

Useful solvability factors include:

- Determination of the existence of witnesses to the crime

- Knowledge of the suspects name
- Knowledge of where the suspect can be located
- Description of suspect
- Description of the suspect's vehicle
- Property with traceable, identifiable characteristics, marks or numbers
- Existence of a significant method of operation
- Presence of significant physical evidence
- Belief that crime may be solved with publicity and/or reasonable additional investigative effort
- Possibility and/or opportunity for anyone, other than the suspect, to have committed the crime
- Reporting officer has personal knowledge which provides substantial leads for clearing the case

Major cases and less serious cases, with higher solvability ratings, are initially assigned to investigators for follow-up. While the system is not perfect, it helps focus efforts on the most serious crime problems of the community. Patrol officers and detectives are encouraged to be candid with crime victims about the solvability of each case in order to provide a realistic expectation of services from the agency. If the officer determines that there are no solvability factors, the officer should advise the victim that the case will be held pending the development of new investigative leads, at which time the case may be re-opened and a follow-up investigation conducted. This is just one way that investigators can shape community expectations.

Crime Analysis. Crime analysis has been practiced in law enforcement long before agencies began sticking pins into wall maps to mark the locations of crimes that have occurred. As such earlier practices continued, critics charged that all law enforcement was learning was where crimes had already occurred. Perhaps the first step in the development of crime analysis was when someone stepped back and saw a cluster, pattern or geographical area where many crimes occurred. Watching that pattern continue to grow indicated the obvious. These realizations led to plans. Get more officers into that area or establish a fixed surveillance or assign more detectives to investigate those crimes or inquire of neighbors, shopkeepers and others as to what they know about individuals who might be acting suspiciously.

In contemporary law enforcement, in some ways computers and crime analysis software have replaced the "pins" and the "maps". Through effective screening of cases, application and inclusion of solvability factors and crime trend and pattern analysis have been joined by the technology of integrated computers, mobile data computers, CAD (Computer Aided Dispatching), intricate RMS (Records Management Systems) and more. No modern law enforcement agency should be without these capabilities.

Cases not assigned for immediate investigation may contain useful information. Even cases lacking solvability factors can contain valuable information useful in determining crime patterns. Establishing crime patterns is the first step in effective crime analysis.

This can lead to an increase in police presence in various neighborhoods. Additionally, it is not uncommon for a suspect developed in one case to be linked to an unassigned case, which can then be reactivated.

A word of caution is presented in the development and in the all-important updating and monitoring of such systems. The importance of selecting, installing and maintaining technology, in order to best meet the present and future needs of the agency, cannot be overemphasized. A disturbing number of law enforcement agencies have determined that they are fully capable of “going it alone.” Consideration should be given to conferring with a technology consultant on these matters.

Report Writing and Data Entry. The study team has observed the current methods of report writing involving the vast majority of criminal offense reports, supplementary reports and other non-criminal reports.

Most reports are dictated by investigators into recording devices. This dictation is most often done in the offices of the sheriff’s office as opposed to from the street or the scene of a crime. The recorded information is then turned over to the secretarial staff. The dictated material needs to be transcribed and entered into the CIS-RMS after the appropriate electronic form template is brought forward from the system. The entry of the dictated material and the accessing of the various templates required results in the creation of an electronic report.

This practice clearly leads to a bottle neck in the report entry system. Entering personnel are required to prioritize which reports get entered and which must wait. Obviously, the reports involving smaller crimes are set aside. A backlog exists and citizens who come to the sheriff’s office are, at times, unable to obtain copies of reports for weeks. This creates ill feelings amongst those citizens that are unable to get copies of these reports and also leaves the public with the perception that the absence of a report is indicative that nothing is being done relative to their original complaint.

The fix for this difficulty is in the installation and use of Mobile Data Computers (MDC) in agency vehicles which are capable of accessing the CIS computer in order that detectives and deputies can create their own reports from the scene of their investigation. This recommendation will be carried in to the Technology recommendation section of this analysis.

Criminal Investigation Policy - Recommendations

The study team has reviewed the various policies that govern the JCSO, as well as those that relate to the formation and operation of the Jefferson County Drug Task Force. It is the recommendation of the study team that the JCSO conduct periodic reviews of their rules, regulations and written policy. A suggestion is that this be done on an annual basis.

In general, the JCSO has established a solid set of policies and procedures. It is not the purpose of this analysis to delve deeply into existing policy or comment on policy that might well be developed. There are, however, a few matters that the study team feels would be well to attend to relating to the development of written and succinct policy in the field of criminal investigation and drug enforcement.

These recommendations focus on the advisability of developing a written policy and do not imply that procedures are not already in place. The study team recommends that these procedures should be codified for the protection of the agency and the employee.

- Development of a written case screening system
- Develop criteria for establishing habitual or serious offenders
- Development of procedures for information control related to intelligence
- Development of a written policy relative to use of confidential informants
- Development of a written policy on controlled drug buys and, conducting or participating in, surveillance, undercover, decoy and raid operations. (such policy should be developed in close accord with members of the office of the local District Attorney)

Investigative Personnel - Recommendations

The slight increase in violent crime coupled with the steady increase in property crime in the county are displayed in the **2003-2007 Jefferson County** table displayed earlier in this analysis. These increases would seem to indicate that additional personnel resources in the form of criminal investigators would be in order in order to deal with the trend.

Additional detectives will enable the agency to increase the percentages of crimes which can be actively investigated and increase the amount of time devoted to each case, as well as to increase arrests and the rate of crime clearance. As arrests increase, and offenders are successfully prosecuted, crime should decrease as more repeat offenders are incarcerated.

Additional investigative time also will allow detectives to adopt more of the principles associated with problem oriented policing. They will be able to focus on patterns of criminal activity and locations that are prone to high levels of criminal behavior. By addressing some of the conditions that facilitate the commission of crime, their actions should further reduce criminal activity within the county.

An increase in the number of detectives should also result in all detectives having additional unobligated time to work in concert with patrol officers and community groups. As the detectives become more engaged in direct community contacts, they will be able to better utilize the critical communication connections that are important to solving multiple crimes.

The study team recommends that existing conditions be modified in order that detectives might have more time to devote to the actual investigation of crime. **The study team recommends the addition of two part-time personnel to the Investigative Division. The hiring of individuals who possess a background in law enforcement, such as retired members of the JCSO or other similar agency, is paramount. We further recommend that these individuals be designated as evidence officers and be assigned the evidence related duties currently being performed by detectives of the Detective Division and the Drug Task Force, thereby relieving detectives of the vast majority of those duties.**

Fiscal Impact. The primary recommendation is to add two deputies to the Investigation Division. As mentioned in the patrol section, the average annual wage for a deputy is about \$49,000. It is assumed that experienced deputies would be selected for investigations, so the cost per deputy would likely exceed the average annual cost.

It was also recommended that two additional part-time deputies be utilized by the Investigative Division. The hiring of individuals who possess a background in law enforcement, such as retired members of the JCSO or other similar agency, is paramount. The primary use of these individuals would be as evidence officers and be assigned the evidence related duties currently being performed by detectives of the Detective Division and the Drug Task Force, thereby relieving detectives of the vast majority of those duties.

It is estimated that these deputies would work about 1000 hours annually each (especially in their first year as they reorganized and better structure the evidence function). The average wage for part time deputies is \$15.61 hourly so the annual cost for this recommendation would be about \$31,200.

Scheduling

Detectives' working the day shift only, with weekends off, was the recommendation of O.W. Wilson in the 1950's. His rationale was that the sources of information detectives needed were only accessible during regular work week hours. To a great extent he was right at the time, but with the availability of computerized records and 24/7 access to information, this is no longer true.

Most of the personnel in the Investigative Division work the day shift and are off duty on weekends. The exception is that two detectives work 2p.m.-10p.m. They also have weekends off. Specifics of the current scheduling practice are detailed earlier in this study with some variables which involve the Drug Task Force.

Although detectives are on call, they are called out only in a few of the most serious cases. The majority of cases wait until they are assigned to a detective. The current practice of dispatching patrol personnel to investigate crimes as they are reported and then requiring the patrol officer to continue the investigation compounds the delay. The result is often that a detective does not see the case until the next day, at the earliest.

More delay is currently built in to the system when offense reports do not get entered into the system in a timely fashion. The press of work on the administrative staff frequently results in a prioritization of entry resulting in reports involving lesser crimes being delayed for additional periods of time. More typically, the case is not turned over to a detective for several days or until the patrol officer has exhausted all leads. It is well accepted that the probability of solving a crime diminishes the further the investigation gets from the time of commission. This is truer of violent crimes than it is of property crimes. Violent crimes are usually reported as soon as they occur and the offenders and witnesses are likely still in the area. Property crimes are not reported until they are discovered by which time the critical time advantage has been lost.

The Jefferson County detectives depend on the patrol officer responding to the scene and conducting the preliminary investigation to locate witnesses and apprehend offenders, if they are known. Consideration should be given to modifying this practice so that detectives are dispatched to such crime scenes whenever possible. There is no substitute for personal, on scene examination by a criminal investigator in order to facilitate the clearance of a crime. This practice would need to be a flexible one. Detectives are not always available. In such cases, the patrol officer would continue to have the total responsibility for preliminary investigation. Current policy and practice appears to work well under the coordination of patrol and the criminal investigation supervisor.

Crimes committed at night are committed by offenders that are out at night. Crime does not cease at 6 p.m. Witnesses to a crime committed at 11 p.m. are not likely to be found at 11 a.m. The informants that every good detective needs to develop are generally not day people. The Jefferson County Sheriff's Office should consider assigning its detectives to work the hours when crimes are being committed.

Likewise, the work hours of the Drug Unit should be evaluated and adjusted to make the unit members more available during nighttime hours. Drug trafficking, dealing and use is not widespread only on Monday through Friday, ceasing at 6p.m.

The study team recommends that two additional detective positions be established and that those persons be assigned to the night shift and work hours as determined by the Sheriff. Our recommendation is that these hours be 2p.m.-10p.m. or 3p.m.-11p.m. It is further recommended that the two detectives currently working 2p.m.-10p.m. be retained on that shift. This would result in six detectives working the day shift and four detectives working the night shift.

The study team recommends that staffing schedules be established that would result in detectives being on duty seven days a week, both on the day shift and on the night shift. (2p.m.-10p.m.; 3p.m.-11p.m. or whatever night schedule is set by the sheriff)

Technology Recommendations

The study team recommends that the Jefferson County Sheriff's Office purchase the appropriate computer hardware and software to assist them in the development and establishment of

- A computerized case management system that will encompass a case screening system for case assignments
- An enhancement of Crime Analysis capability
- Installed Mobile Data Computers in vehicles which permit 2 way transmission from remote locations and allows direct access to CIS (Computer Information Systems) to facilitate report writing and entry
- Contracting with a law enforcement technology consultant to evaluate the needs of the JCSO and to make recommendations relative to technological availability and need

Summary

The Investigative Division is a well-functioning component of the JCSO and is under excellent leadership in the areas of command and supervision.

During this analysis, the study team has had contact with a number of chiefs of police, supervisors and officers of municipalities located in Jefferson County. Without exception these individuals speak very highly of the work, the assistance and the cooperation that they receive from members of the JCSO Detective Division and the Drug Task Force. This attitude extends to the office of the assistant district attorney who works most closely with general detectives and task force members.

The civilian/secretarial personnel of the JCSO are efficient and dedicated to doing things right. They are highly effective in capturing data and record keeping, as is the case with all of the command and supervisory staff who has had contact with this analyst.

Assessment of the Jefferson County Sheriff's Office

- Executive Summary -

Introduction

This document is presented to the Jefferson County Sheriff's Office (JCSO) and the Jefferson County Board by the Northwestern University Center for Public Safety (NUCPS) to summarize its Final Report as part of the final deliverable required as part of the current contract between the Board and the NUCPS for an "Operational Services Audit" of the Jefferson County (Wisconsin) Sheriff's Department.

The initial activities for the Audit were directed at a review of the current practices of the JCSO, accepted general guidelines for the delivery of law enforcement and jail services, and a comparison of these practices with other law enforcement agencies serving similar-sized jurisdictions. These review and comparison activities were used to assess the current staffing levels, organizational structure, policies, and operational procedures of the JCSO.

Assessments were conducted for the following major work areas of the JCSD:

- Administration,
- Patrol,
- Jail,
- Investigations, and
- Support Services

In addition, the role of support staff in all of these functions was evaluated.

This Executive Summary focuses on recommended changes in organizational structure, staffing needs, general operations, and the potential fiscal impact of these recommendations.

General Findings

Agency Organization. **It is recommended that the JCSO organizational structure be revised to add an additional captain's position.** The current Administrative Services Division is responsible for several different operations in the agency. These divisions have heavy workloads and many diverse responsibilities which are too much for one captain to adequately control. In addition, the emergency management function should be placed within the command structure of the sheriff's office. To simplify management of these diverse activities and control of personnel it is recommended this portion of the JCSO be reorganized as displayed in Figure E-1.

In other agencies contacted, oversight of the emergency management function was given to a member of their command staff, usually at the captain/lieutenant level. The current civilian

emergency services manager should be retained, but that position should report to a member of the command staff and operational control of emergency management should belong to that command staff person with administrative support provided by civilian staff.

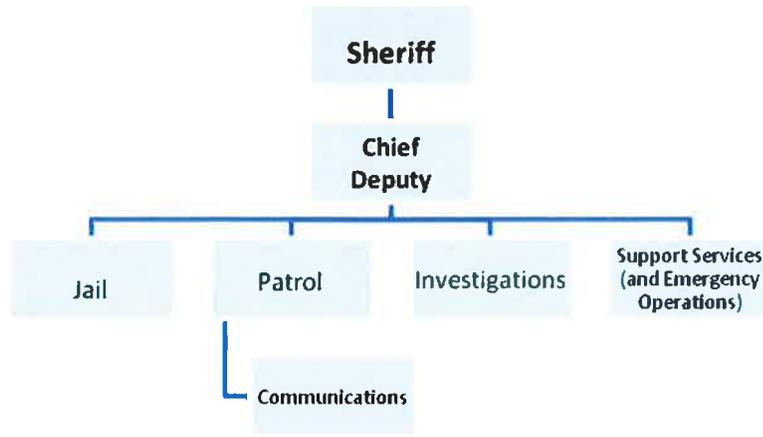


Figure E-1: Proposed Table of Organization

The newly defined Investigative Division would contain the Detective Division and the Drug Task Force. The Emergency Management and Support Division would consist of the emergency management function, JCSO records, bookkeeper, support services and the entire agency administrative support function. In addition, the communications section would be moved from the administrative captain to the patrol captain’s control.

Looking to the near future, **it is recommended that the JCSO add an additional management layer.** At present, the highest ranking on-duty person, other than during normal business hours, is a sergeant. A “shift commander” position, logically a lieutenant, would be needed for the afternoon and midnight shifts.

Support Services

Due to current economic conditions, **the strength of this section has been reduced from ten to six deputies. The primary impact of this reduction will be the elimination of deputies to perform screening activities at the entrance to the courts section of the county building. While this staff reduction is permanent for the near future, it will also have impact on patrol operations. Additional items of security adjunctive equipment should be purchased to facilitate building and courtroom security including Taser-type units and additional bailiff paging systems.** If a decision is made that security needs to be returned to the courts entrance, consideration should be given to contracting with a private security firm for this service.

Impact of Loss of Support Services Deputies. **In addition to providing court security, these deputies also devoted about 4,000 hours to process service. This shortfall will mostly be covered by patrol deputies. The time for this activity will come from either a reduction in their self-initiated activities or free patrol time. Loss of self-initiated time could result in fewer traffic citations, a probable reduction in highway safety, and fewer contacts between deputies and suspicious persons. Reduction in “free patrol” time would result in increased call response times and generally less visibility of patrol cars on the roadways of the county.**

Written Guidelines. **The JCSO needs to conduct periodic reviews of their rules, regulations and written policy.** A suggestion is that this be done on an annual basis with varying cycles (3, 4, and 5 years) for different guidelines. The JCSO also needs a formal mission statement for all of the operating divisions of the JCSO.

Increased Use of Technology. **The JCSO needs to explore automation packages that will permit electronic completion of reports in patrol vehicles, improved records management systems, computer-aided dispatch, and computer network management.** These are offered as integrated packages by a number of vendors to provide a seamless electronic report writing, analysis, and retrieval system; jail-based records can also be included. These systems have built in error-checking routines and automated downloading of information. They also enable patrol deputies to spend more time in their patrol areas, provide them greater access to previous incidents in a given area, and make reports more immediately available to others within the agency and the public as well. Reports would also be more available to investigators and basic crime analytical functions would also be carried out automatically.

Budgeting Processes. If an integrated records system is implemented, adding a budgeting module should be considered as part of the overall evaluation of these programs. Alternatively, it is possible that a member of the county MIS department could develop a simple spreadsheet-based budgeting system that would mirror the current system. If this capability is not available within the county, it should be available through local colleges.

Civilian Staff. **The JCSO should consider placing all civilian staff under the control of an office manager or administrator.** The manager would also service as administrative assistant to the sheriff and chief deputy. All other staff should be cross-trained in all support functions and occasionally rotate in their assignments. Job classifications should be adjusted so that all staff receive similar pay for similar work.

Fiscal Impacts. The creation of a fourth captain position would add about \$70,000 annually in salary costs since this would be an additional staff member. The costs of the “shift commander” position are harder to estimate since some would be additional positions and others would be reclassification of sergeants. The new lieutenant positions would cost about \$65,000 in salary and the reclassified sergeants would increase these salaries by about \$5,000.

The cost of implementing a new communications/report preparation/records management system could range from a \$150,000 to near \$1,000,000. However, there is currently more federal grant money available in this area than any other public safety function. If budgeting software was not included in the new information management system, costs to develop a simple spreadsheet based system should be under \$10,000. All equipment recommendations should also cost under \$10,000. The other recommendations in this section should have little, if any, cost.

Patrol

The tool used to determine optimal patrol staffing was the “Police Allocation Model” (PAM) which was developed and field tested by the Northwestern University Center for Public Safety with a grant from the National Highway Traffic Safety Administration, U.S. DOT. An overview of the PAM project and methodology is presented in an appendix.

The conceptual basis for the PAM model is based on dividing the patrol activity into four parts:

1. Reactive time (responding to citizen-generated CFS),
2. Proactive time (community-oriented policing and officer-initiated CFS),
3. Administrative time, and
4. Free patrol time.

PAM uses agency data to estimate the staffing need for each of these components. The data required includes CFS workload, personnel policies, operating practices, the geography of the jurisdiction, and a number of patrol performance objectives. PAM staff estimates are obtained using eight worksheets that guide the user through each data collection and calculation step.

Based on both historical records and desired service delivery levels, using the PAM model, it is recommended that the patrol strength of the JCSO be set at 38 patrol deputies and 6 patrol sergeants. This would result in an increase of 4 deputies from current levels. The model used to produce this staffing recommendation is also provided in an annex.

Parks Patrol. The number of calls for service in the parks is comparatively small. Under current economic conditions, assigning any deputies to full-time park patrol is not cost-effective. However, if specific park patrols are still desirable, the county parks department should contract with the JCSO for a specific number of patrol hours. Part-time deputies should be utilized for this activity.

Fiscal Impact. The approximate annual cost for a new JCSO deputy is about \$46,000. While the addition of new deputies would not eliminate all overtime, it should decrease the current overtime burden. In addition, raising staffing levels above minimum would create more unobligated time for patrol deputies which should result in more traffic citations.

Investigations

Like other operations of the JCSO, the investigations function is well-run and effective. Investigators are well-trained and the Drug Task Force is supported by the other law enforcement agencies in the county and is well-respected in Southeastern Wisconsin. **It is recommended that many of the operating policies and processes be better documented;** these include:

- Development of a written case screening system policy
- Develop criteria for identifying and tracking habitual and serious offenders

- Development of procedures for information control related to intelligence
- Development of a written policy relative to use of confidential informants
- Development of a written policy on controlled drug buys and, conducting or participating in, surveillance, undercover, decoy and raid operations.

In terms of staffing, it is recommended that investigations add two additional part-time and two full time staff. The part time deputies (who should have investigative experience) should be designated as evidence officers and be assigned the evidence related duties currently being performed by full time detectives. The full time deputies should be assigned to the night shift and work hours as determined by the sheriff, as well as to increase on-duty coverage by investigators on weekends.

A computerized case management system should be implemented (which will enhance crime analysis capability) along with in-vehicle computers that will allow direct access to Computer Information Systems to facilitate report writing, data entry, retrieval of existing report data, and intelligence information.

Fiscal Impact. Basic crime analysis software can cost from \$2,000 upward depending upon computer systems and software already in place. The average cost for an experienced deputy is \$49,000 annually. The estimated cost for the two part time deputies is about \$30,000.

Jail

Staffing. Based on the current 5/2–5/3 8-hour schedule rotation and position classification factors, **34 deputies are required to fill all currently established posts in the jail on a 24/7 basis.** There are currently 29 deputies assigned to the Jail Division requiring that 5 positions be backfilled with either overtime hours or by drawing upon staffing from other divisions. Initial findings suggest that converting to a 12-hour shift may reduce the number of positions needed.

Shift Relief Factor (SRF). The SRF for JCSO jail deputies is relatively high, requiring almost 2 (1.99) deputies to fill each identified post. Aside from having a lot of benefit time available, policies regarding the use of sick time can have a great effect on how it is either used or not used. For example, a “use it or lose it” policy for accumulated benefit time often creates a greater use of benefit time because employees feel that they are entitled to the benefit time and aren’t willing to lose it because they are not using it. The establishment and enforcement of a sick leave management policy designed to prevent abuse of sick benefit leave can also have a great impact on its use.

Inmate Population Classification. The Jefferson County Jail is unusual in the makeup of the inmate population. Typically the number of inmates being held on a pre-trial basis is significantly higher than those serving a county sentence. At the Jefferson County Jail, however the opposite is true. Approximately 9.6% of the population is pre-trial while almost 60% are serving some type of sentence in the jail. Inmates serving a sentence in the county jail are

generally considered to be of the lowest risk from a classification standpoint. These inmates have generally committed misdemeanor offenses of such a nature that the sentence they received was less than a year. It would appear that this would create opportunities for the **sheriff's office and the judiciary to explore alternatives to incarceration such as electronic monitoring and expanded use of the Huber (work release) program.**

Fiscal Impact. As with Patrol, the cost of a new deputy is about \$46,000 per year (salary only). However, the additional staff recommended here should substantially cut the overtime generated by the jail to cover all necessary posts when insufficient staff are on duty. There should be no cost associated with the other recommendations; in fact, implementation of these should result in savings due to decreased use of sick time and a reduction of jail inmates.

Synergy of Recommendations

The evaluations of the various operating units of the JCSO were done in isolation. That is, when determining the number of deputies needed for the jail, the impact of these additional deputies on patrol or other agency functions was not considered. Similarly, in investigations, recommendations were made to increase staffing of both full time and part time deputies in addition to recommending that one captain's position be devoted entirely to investigations rather than having investigations as only one of several areas of responsibility.

Additional staff in any area would have some modest effect in decreasing the need for additional staff in another area. At this time, it would be difficult to quantify these synergistic effects with any degree of accuracy or certainty. It is also recommended that prioritization of staffing needs should be a decision of the command staff of the JCSO.

| Principle Statement Ideas / Suggestions & Ideas | What to look for in Comparable Counties |
|--|---|
| "Working with county employees, elected officials, municipalities and residents to find ways to provide services to the community in an efficient manner while maintaining current staff and without incurring additional debt" | Population Size, Mean Income, Location More importantly will be for department heads to give us important characteristics. |
| Incorporate the Jefferson County Strategic Plan into the discussion; Utilize resources from UW Extension, Center for Local Government for data research; Provide an avenue for county employees to provide input and pass information to them. Explore services and research provided through our membership in the WI Counties Association, National Association of Counties and others; Make continuous improvement part of the culture through employee training; Understand major revenue flows from State funding formulas to department. | |
| Avoid bonding for operational costs except in the case of natural disaster or war. Establish staffing models, measurable operational efficiencies and capital improvement plans, which at minimum, sustain current county services and ideally improve these services in the future. | |
| Target efficiency across all departments within the current county structure Focus on the financial future as well as current Not looking for opportunities to cut positions but rather areas for both stability and growth Maintain a pure shareholders first mentality | |

Notes:

Clerk of Courts

- The counties selected have the same number of judges.

Human Resources

- The counties selected were used when completing the classification/comp study. We also used Waukesha and Dane for HR purposes – this is where we recruit from and lose employees to

County Fair

- Fairs that offer musical entertainment
- Fairs that offer music entertainment above \$50,000 per night
- Fairs run by the county
- Fairs with 50,000 visitors or greater
- Fairs with over \$500,000 in revenue

Fair Park

- Counties in the southwest part of the state
- Fair Parks with year round activities
- Fair Parks with 200,000 – 250,000 yearly visitors
- Fair Parks with over \$1,000,000 in revenue
- Fair Parks with over 100 camping sites
- Fair Parks with horse shows
- Fair Parks with similar type events – i.e. car shows, animal auctions, gun shows, swap meet etc.
- Fair Parks with over 50 events per year

Health Department

The following counties are listed because they are the ones where we either draw nurses from or lose nurses to – making them our “market” for future nurses: Dane, Rock, Waukesha, City of Watertown (Jefferson & Dodge).

Nurses either come here to work or go out to work in the other counties due to better pay and benefits such as tuition reimbursement.

So when I think of comparative counties I look to where our employees live, shop, get medical care. I also think of “like” population and characteristics.

Although we are considered more rural, we have two major roads intersecting our county that makes it easy for people to travel into Dane/Waukesha/Rock counties to either work or get goods and services. We also have more social issues related to travel between our county and Dane/Rock/Waukesha and onto Milwaukee and Rockford.

Other comparative counties are related to population include: Sauk, Portage, Wood, St. Croix, Manitowoc, Ozaukee, Dodge, Eau Claire, Walworth, Fond du Lac, and LaCrosse. This is not to imply that these counties have the same programs and services, especially in Public Health. I was looking merely at the population. Not all of them have Environmental Agent status or WIC. This has always been a hard question to answer. Very hard to compare as no two counties are alike.

Highway

- geographic location
- number of lane miles
- urban vs. rural (suburban)
- construction vs. maintenance (types of work performed)
- presence of freeway/interstate
- size/type of workforce
- number/type of trucks/equipment
- functional classification of roads
- number of bridges

Land Information

- Total real estate parcel records
- Real estate transactions each year
- Number of parcel records changed each year
- Total personal property records

Surveyor

- Total public land survey monuments to maintain
- Certified survey maps and subdivisions reviewed each year

UW Extension

- Extent to which their individual "needs assessment" matches with the needs identified in our "UW Extension/Jefferson County Office Multiyear Needs Assessment and Program Plan."
- An expectation for having experienced faculty with a capacity to address complex issues from many stakeholders. (i.e. similar staffing and programming expectations)
- A county with rural and smaller, individual community characteristic roots, but a county that is now urbanizing with proximity to one or more larger metropolitan areas. (i.e. values and culture from its heritage but complexity of modern, and diverse urban life--- we have a unique location between Madison and Milwaukee that is the epicenter of a market area of 11 million people within a relatively short distance)
- A county with similar aspirations for economic success (such as an articulated vision similar to ours): "A leader in home-grown business development and innovation linkage, agricultural enterprise and healthy, small town living."