Audit of Milwaukee Police Department Overtime

W. MARTIN MORICS
City Comptroller
City of Milwaukee, Wisconsin

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City of Milwaukee

Office of the Comptroller

W. Martin Morics, C.P.A.
Comptroller

Michael J. Daun
Deputy Comptroller

John M. Egan, C.P.A.
Special Deputy Comptroller

Craig D. Kammholz
Special Deputy Comptroller

June 18, 2007

To the Honorable
the Common Council
City of Milwaukee

Dear Council Members:

The attached report summarizes the results of our Audit of Milwaukee Police Department Overtime.

A survey of comparable cities disclosed that Milwaukee spends more on police overtime than its peer cities. The audit concludes that significant reductions in Milwaukee Police Department overtime are possible with improvements in overtime budgeting, planning and management. A "zero-based" overtime budget is needed to better match expected workloads with available staffing. Re-examination of deployment practices and adjustments in Patrol district boundaries may provide opportunities to reduce overtime. Enhancements are needed in overtime analysis and reporting. Improvements in court scheduling would reduce court related overtime. Special event policing and the limited duty program for injured officers can impact overtime by increasing the workload for other officers. Also, certain labor contract provisions increase overtime. The audit makes ten recommendations.

Audit results are discussed in the Audit Conclusions and Recommendations section of the report, which is followed by the response from the Milwaukee Police Department.

Appreciation is expressed to the Milwaukee Police Department for the full cooperation extended to the auditors.

Sincerely,

W. MARTIN MORICS
Comptroller

I Audit Scope and Objectives

This is an audit of Milwaukee Police Department Overtime. The audit was requested by Milwaukee Common Council President Willie Hines.

The audit covered all Milwaukee Police Department (MPD) paid and compensatory overtime. The audit utilized consulting services from the Police Executive Research Forum (PERF), a national law enforcement research and membership association. The audit included analysis of available data on overtime from 2002 through 2005, interviews of MPD personnel during 2006 and a survey of other police departments. The primary objectives of the audit were to:

- Develop comprehensive descriptive data on MPD overtime.
- Identify the causes and drivers for the overtime.
- Evaluate MPD overtime management.
- Evaluate the potential for overtime reduction.

II Background

The Milwaukee Police Department includes three major service bureaus, the Patrol Bureau, Criminal Investigation Bureau and Administration Bureau. The Patrol Bureau provides uniformed police services through the seven district stations listed in Table 1 (next page). The Patrol Bureau has an authorized staff of over 1,600. Each station is continuously staffed with three eight-hour shifts as indicated below. While this is accurate for the vast majority of personnel, a small number begin and end their shifts one hour earlier.

- Day shift, 8:00AM to 4:00PM
- Early shift, 4:00PM to 12:00AM
- Late shift, 12:00AM to 8:00AM

Table 1: Milwaukee Police District Stations

District	Address	Square Miles Served	Population Served
1	749 W State Street	2.1	5,000
2	245 W. Lincoln Avenue	17.9	92,000
3	2333 N 49th Street	10.1	100,000
4	6929 W Silver Spring Drive	27.8	90,000
5	2920 N 4th Street	8.8	97,000
6	3006 S 27th Street	12.3	99,000
7	3626 W Fond du Lac Avenue	15.7	140,000
Total		94.7	623,000[1]

Source: Milwaukee Police Department Website

Major crimes are investigated by the detectives in the Criminal Investigation Bureau, which has an authorized staff of over 400. CIB includes divisions responsible for homicides, crimes against persons, property crimes, vice control, sensitive crimes, intelligence and crime analysis. The Administration Bureau, with an authorized staff of nearly 800, is responsible for squad dispatching, the police training academy, personnel services and computer systems. In addition to these major bureaus, the Office of the Chief of Police, with an authorized staff of over 100, conducts internal investigations through its Professional Performance Division, conducts background investigations on police applicants and provides budget and financial services for the department.

MPD had 2,632 employees on its payroll at the end of 2006, including 1,960 sworn personnel (74.4 percent) and 672 civilians. About 95 percent of the sworn personnel are represented by collective bargaining organizations. The labor unions representing MPD employees are listed in Table 2 (next page). Sworn personnel below the rank of captain are eligible for paid overtime at 1.5 times their base salary rates and compensatory time off of 1.5 times overtime hours worked. Captains are eligible for time off equal to overtime hours worked. Unionized civilian personnel are eligible for paid overtime at 1.5 times their base hourly rates and compensatory time off of 1.5 times overtime hours worked.

[1] Population numbers on the MPD website are dated. In 2006 the State of Wisconsin estimated total City population at 590,370 residents.

Table 2: MPD Employee Labor Organizations

Labor Organization	Contract Term	Representing
Milwaukee Police Association	2004 - 2006	Sworn Officers
Milwaukee Police Supervisor's Organization	2001 - 2003	Sworn Supervisors
Milwaukee Police Association Police Aide Unit	2004 - 2006	Civilian Aides
Association of Law Enforcement Allied Services Personnel	2004 - 2006	Civilian Workers
Milwaukee District Council 48 AFSCME/AFL-CIO	2004 – 2006	Civilian Workers

The overtime incurred by MPD employees in recent years is summarized in Table 3. This table shows that from 2002 to 2006, total personnel costs (including overtime) increased from $127.1 million to $148.6 million, or 16.9 percent. At the same time, overtime increased 28.4 percent. As a result, overtime is now 12 percent of total compensation compared to 10.9 percent in 2002. Hours of overtime increased 6.3 percent, from 412,198 in 2002 to 437,967 in 2006. Compensatory time overtime actually decreased slightly over this period.

Table 3: MPD Overtime Summary (Dollars in Thousands)

	2002	2003	2004	2005	2006[2]	Change 2002 through 2006	Average annual change
Total personnel costs including OT	$127,080	$152,723	$143,366	$152,594	$148,552	+16.9%	+4.2 %
Paid OT dollars	$13,866	$17,914	$13,518	$14,483	$17,803	+28.4%	+7.1%
OT as Percent of Total Personnel Costs	10.9%	11.7%	9.4%	9.5%	12.0%		
Paid OT hours	412,198	500,742	364,114	401,854	437,967	+6.3%	+1.6%
Compensatory-time OT hours earned	209,685	244,770	199,735	207,041	192,392	-8.2%	-2.1%
Estimated cost of Compensatory time hours earned	$7,053	$8,756	$7,415	$7,462	$7,821	+10.9%	+2.2%
Total Estimated MPD Overtime Costs	$20,919	$26,670	$20,933	$21,945	$25,624	+22.5%	+5.6%

[2] While figures for 2006 are reported in this table, the audit analyzed 2005 overtime as this was the most recent year for which information was available during the audit.

III Audit Conclusions and Recommendations

A. Summary Conclusions

The audit survey of comparable cities in Appendix 1 indicates that Milwaukee spends more on police overtime than its peer cities. In addition, Milwaukee has more positions authorized for sworn police personnel than other cities. The audit concludes that significant reductions in Milwaukee Police Department overtime are possible with improvements in overtime budgeting, planning and management.

The MPD's annual overtime budget is based on a "roll-over" of the previous year's budget, plus or minus a factor to adjust for known changes. Despite this status quo budget approach, MPD routinely exceeds its annual overtime budget, often by millions of dollars. The audit recommends a "zero-based" overtime budget that better matches expected workloads by location with available staffing resources.

In recent years the workload indicated by calls for service has varied widely among patrol districts, confirming that the pending MPD deployment and staffing study is needed to establish minimum patrol staffing levels and evaluate patrol shift schedules. The audit recommends that this study be expanded beyond the Patrol Bureau to establish appropriate staffing levels throughout the entire department, including detectives in the Criminal Investigation Bureau. The audit also recommends that MPD's current internal study of Police district boundaries be completed with the goal of more evenly balancing Police district population and calls for service.

Although MPD overtime authorization and approval procedures provide strong controls over daily overtime decisions, the department makes little use of data from its Computer Aided Dispatch system and the City payroll system to analyze the trends, patterns and reasons for overtime. The audit recommends that MPD enhance overtime analysis and reporting by better utilizing this extensive data. Appendix 2 shows how payroll data was used in the audit to analyze overtime in the CIB and the audit recommends further review of CIB staffing and overtime practices.

Scheduling policies followed by the Milwaukee County Courts and District Attorney's Office tend to increase court overtime for MPD officers. Meetings currently taking place

between MPD senior commanders and representatives of those agencies may result in policy changes that reduce court overtime. The audit recommends that Common Council representatives and City officials participate in these discussions.

The audit noted that MPD incurs significant costs for police services for special events. Officers working at special events are not available to respond to calls for service, which can result in overtime for other officers. The audit recommends that MPD report annually to the Common Council on the cost and impact of these special events.

The audit survey disclosed that MPD has significantly more injured officers on limited duty than other cities. MPD indicates that about one-half of its limited duty officers were injured while off duty. Officers on limited duty are not able to perform the full range of duties required of fully effective police officers, in effect reducing the number of officers available to respond to calls for service. The audit recommends that MPD work with labor organizations to reduce the number of officers on limited duty, especially those officers injured while off duty.

The MPD has begun employing civilian personnel in positions designed to allow sworn officers to concentrate on law enforcement activities. These civilian Community Service Officer and Police Service Specialist Investigator positions have the potential to reduce costs and free up time for sworn officers in the field. The audit recommends that MPD report annually on the cost, savings and effectiveness of these civilian positions.

Certain labor contract provisions tend to increase MPD overtime. The audit recommends that MPD work with labor organizations to minimize overtime while protecting police officer benefits.

B. Overtime Management Issues

Overtime Budgeting

The MPD spends more on overtime than most of its peer cities. The MPD consumed 402,000 hours of paid overtime in 2005, costing $14.5 million. Assuming the average officer is available for 75 percent of his or her annual 2,080 hours, this equates to the services of about 258 full time officers. See Appendix 3 for a description of MPD paid

overtime. In addition, MPD officers earned over 207,000 hours of compensatory time through overtime, which equates to 133 full time officers or an estimated total of $7.5 million in added labor costs. The audit survey (Appendix 1) disclosed that 2005 overtime costs for peer cities ranged from $2.7 million to $11.3 million, excluding compensatory time costs.

The MPD routinely exceeds its annual overtime budget, often by millions of dollars. Over the past five years, actual MPD overtime expenditures have exceeded the MPD budget request by 49 percent, or $26 million, and the adopted budget by 59 percent, or $29 million. Among other factors, the MPD justifiably refers to the random incidence of "high-impact" crimes as a significant driver of overtime. However, there are also a number of factors contributing to overtime over which MPD has substantial control. Current deployment practices and the existing police district boundaries are two examples of these controllable factors. These and other drivers of overtime are discussed in this audit.

The MPD annual internal overtime allocation amount is expressed in hours whereas the City overtime budget for the MPD is expressed in dollars. These two figures are not reconciled (matched) to each other. This means that even before the budget year begins, the MPD budgeted overtime hours may be over (or under) the dollar amount appropriated in the City budget.

Each year, the Department's current overtime budget is based on the previous year's actual overtime, plus or minus a factor to adjust for known changes. Beyond this "roll-over" of last year's total, the MPD was unable to provide any fundamental rationale or method used to determine the extent of MPD overtime required. See Appendix 4 for a description of current MPD overtime budgeting methodology.

The audit recommends that MPD management perform a more fundamental, in-depth analysis of workload trends and staffing patterns within each of the department's bureaus and shifts, at least once every 2 to 4 years. Comparing workload and existing staffing patterns would then form the basis for targeted staffing levels, deployment decisions, overtime needs, related service levels and response time goals for each district and shift. This comprehensive build-up of MPD staffing and overtime needs is discussed further in Recommendation 1 below.

Recommendation 1: Develop zero-based overtime budget

In order to better justify overtime and to ensure that overtime is used for operational necessity, MPD should depart from its current "roll-over" budget to a "zero-based" approach. Given a baseline year for which a full year's expenditures will have occurred (for example 2007), the department would create for each location (such as District 2 late shift) a projection of overtime hours based on a projection of estimated workload and target service level. This would lead to a "bottom-up" budget based on hours, rather than a roll-over of the prior year's aggregate overtime budget in dollars.

The MPD zero-based budget approach should begin with an in-depth analysis of calls for service and other key workload data throughout the City. This analysis in turn will lead to targeted service levels (response time targets, crime clearance rates, etc.) in each police district and shift, which shape requested staffing levels and deployment decisions. The MPD zero-based overtime budget can then be developed from projected overtime hours for each location after major deployment decisions and staffing projections have been made. The zero-based budget approach described above is likely to provide a better match between expected workload within each district with available staffing resources. Specific overtime needs in certain areas of the city could be based on the need to use different categories of overtime and workload projections (high priority calls for services, special events, intense case investigations, etc.) and estimates of the frequency with which extraordinary efforts (overtime) will be needed to address high priority service needs.

While much more effective than current practice, this zero-based budget process is time consuming and cannot be accomplished every year. The first MPD zero-based, workload and resource driven budget could be done for budget year 2009 during 2008. This initial zero-based budget would utilize 2007 data. Going forward every 2 to 4 years, annual budgets would be built on updates of the zero-based budget developed for 2009.

Overtime Planning and Management

As described in the Overtime Authorization and Monitoring section of this report, MPD has developed detailed procedures for daily authorization and approval of overtime. These procedures provide important day to day controls which discourage overtime

abuse. However, despite the existence of these daily controls over individual overtime decisions, the audit found no evidence of any formal assessment or analysis by MPD management of overtime trends and patterns using CAD and payroll data as described in the following two paragraphs. A more in-depth assessment of the purpose, location and time during which overtime occurs could help the Department anticipate and staff for those situations which repeatedly demand overtime. In addition, being familiar with specific overtime patterns and trends within police districts and shifts would allow MPD to better plan for and estimate department-wide overtime needs for both staffing and budget purposes. This lack of analysis severely hampers the ability of MPD to anticipate the need for reassignment and redeployment of officers that could reduce overtime.

To be able to evaluate the service level and cost outcome of its staffing and overtime decisions, MPD management must have critical performance data available regarding calls for service, response time, overtime trends and purposes, and unanticipated "spikes" in overtime use. Much of this data is resident in the current MPD information systems, but the MPD makes little if any use of the data analysis potential of these systems. For example, its Computer Aided Dispatch (CAD) system and the City payroll system provide valuable databases for analysis of overtime trends and causes. The MPD misses a significant opportunity to assess the necessity of overtime beyond its review of individual overtime requests. By examining calls for service and related overtime use patterns, the CAD system could be an invaluable analytical tool. Likewise, the City payroll system contains a rich dataset of detailed purposes for which overtime has been incurred – data far beyond the three major groups ("extension of duty", "court" & "other") traditionally presented by the MPD.

The City payroll system provides data on who worked overtime, where they worked (payroll location), when and how long they worked, the type of overtime and what they were paid. The payroll system also provides program codes designed to identify the type of work officers performed. MPD has over 111 program codes. However, this proliferation of codes and the lack of specificity of many of these program codes limit the usefulness of this data. For example, a substantial portion of sergeants' and lieutenants' overtime is charged to the "Management and Administration" program code. Similarly, a significant portion of patrol overtime is charged to "General Offenses."

As described in more detail in Appendix 2, Criminal Investigation Bureau (CIB) Day, Early and Late shift detectives incur significant overtime. This extensive CIB overtime

seems inconsistent with MPD's stated practice of handing off investigative follow-up from shift to shift for many of its cases. These high levels of CIB overtime warrant further analysis.

Also, the valuable case tracking features of the Department's crime data system ("Tiburon system" named for the vendor) are not being utilized. The MPD Tiburon system has the potential to provide a wealth of statistical information about MPD operations, from the number and nature of calls for service, length of time between the call and police arrival on the scene (response time), the time that a call begins and ends, and ultimate disposition of the incident to a variety of statistical compilations on the types of incidents, arrests, and case clearance rate, etc.

The auditors requested information from MPD's Tiburon system, specifically related to calls for service around shift change times, time spent by officers at crime scenes after their normal shifts, time spent by officers at the MPD Prisoner Processing Section and the County jail and time required for identification technicians to arrive at crime scenes. While the Tiburon system has the functionality to fulfill this request, MPD staff could not provide the requested information, apparently due to a lack of training in data extraction using the Crystal Reports tool. Since this information could not be produced, the audit utilized the Department's standard Tiburon report on calls for service by district and by shift for a basic analysis of current deployment and overtime practices.

While the audit was able to analyze the standard reports and extract relevant data from the payroll system, the use of dispatching and case management data, particularly around shift changes, would have allowed the audit to look at MPD overtime in much greater detail. Unfortunately, the inability to obtain the requested data precluded a more comprehensive analysis.

Recommendation 2: Provide enhanced reporting on overtime

MPD should provide enhanced reporting on overtime from the crime data Tiburon system and City's Human Resource Management payroll system (HRMS) to senior command staff and location commanders to facilitate informed oversight and analysis of overtime. The following are examples of how these systems should be utilized for enhanced overtime reporting.

- Calls for service data by priority, time of day, type of call, call duration, when

calls are dispatched and concluded etc. should be obtained from the CAD system. Unlike current reporting in MPD, such reporting would link demand and call data with overtime utilization. Appendix 7 provides an example of an overtime report from the CAD system that would provide location commanders with information that could be used to determine patterns of overtime use by their staff. Similar reports summarized by division or bureau could be provided to senior command staff.

- Overtime by program code should be obtained from the City payroll system. Program codes should be redesigned to provide meaningful, mutually exclusive classifications of work done on overtime. Reports of overtime by specific program code would supplement current biweekly reports of actual versus budgeted overtime and would provide location commanders with data to evaluate activities performed by their staff on overtime. Similar reports summarized by division or bureau would be provided to senior command staff.

This reporting should also be provided in a "roll-up" executive format for the Police Chief, the Fire and Police Commission and appropriate Common Council Committees.

Recommendation 3: Examine CIB overtime

Senior command staff and Criminal Investigation Bureau commanders should examine CIB overtime usage by program code. The extent of overtime among Day, Early and Late Shift detectives warrants a close look at current policies and practices. As stated in Recommendation 4, the current MPD deployment and staffing study should be expanded to include CIB. MPD should also establish a policy detailing the circumstances under which detectives are "hired back" through overtime to fill a shift vacancy created by a detective taking compensatory time off.

Overtime Authorization and Monitoring

MPD personnel spend substantial effort preparing, reviewing and approving written requests for the majority of patrol overtime before it is incurred. Each officer must fill out an overtime card for each instance of overtime. Prior to working overtime, officers must obtain their shift commander's signature to pre-authorize the overtime. The shift commander also prepares an Extension of Duty report listing all officers working

overtime. Officers must contact the shift commander every 30 minutes while working overtime. The shift commander logs these calls on the Extension of Duty report. After working overtime, officers must obtain a signature approving the overtime from the shift commander or a supervisor of higher rank. These procedures constitute strong controls over daily overtime decisions. However, these procedures do not guarantee that overtime decisions are consistent between shift commanders.

MPD allocates budgeted overtime hours to each location. Each location commander receives a report for each pay period showing the location's overtime versus the budget for the latest pay period and for the year to date. Each location commander also receives a report of overtime hours worked by each employee at the location during the most recent pay period. Senior command staff receive summary reports comparing overtime hours to the budget for the most recent pay period and the year to date for each location. Any time a patrol or CIB location exceeds its allocated overtime hours for a pay period, the location commander must provide the Patrol Deputy Chief or CIB Deputy Chief with a report on the reasons for the overtime and the measures that will be taken to reduce overtime. In addition, the Assistant Chief requires each Deputy Chief to provide an explanation any time a bureau is over its allocated overtime hours for a pay period. These requirements serve as incentives for location commanders to meet their overtime allocation. However, there is no incentive for commanders to reduce overtime below the allocation.

The Criminal Investigation Bureau follows essentially the same overtime authorization and monitoring procedures as the Patrol Bureau. CIB officers and detectives are required to fill out overtime cards and to obtain supervisory pre-authorization and approval. Extension of Duty reports are prepared. CIB location commanders provide reports on overtime to the CIB inspector each pay period. The inspector summarizes these reports for the CIB Deputy Chief. The only difference in procedures is that detectives are not always required to contact a supervisor every 30 minutes while on overtime. CIB commanders stated that detectives working overtime at the Police Administration Building to interrogate suspects or to write reports are not required to call, because supervisors are on scene to monitor them. Commanders also stated that in the case of a major incident a supervisor is with detectives at the crime scene and the commander therefore may not require update calls.

C. Operational Issues

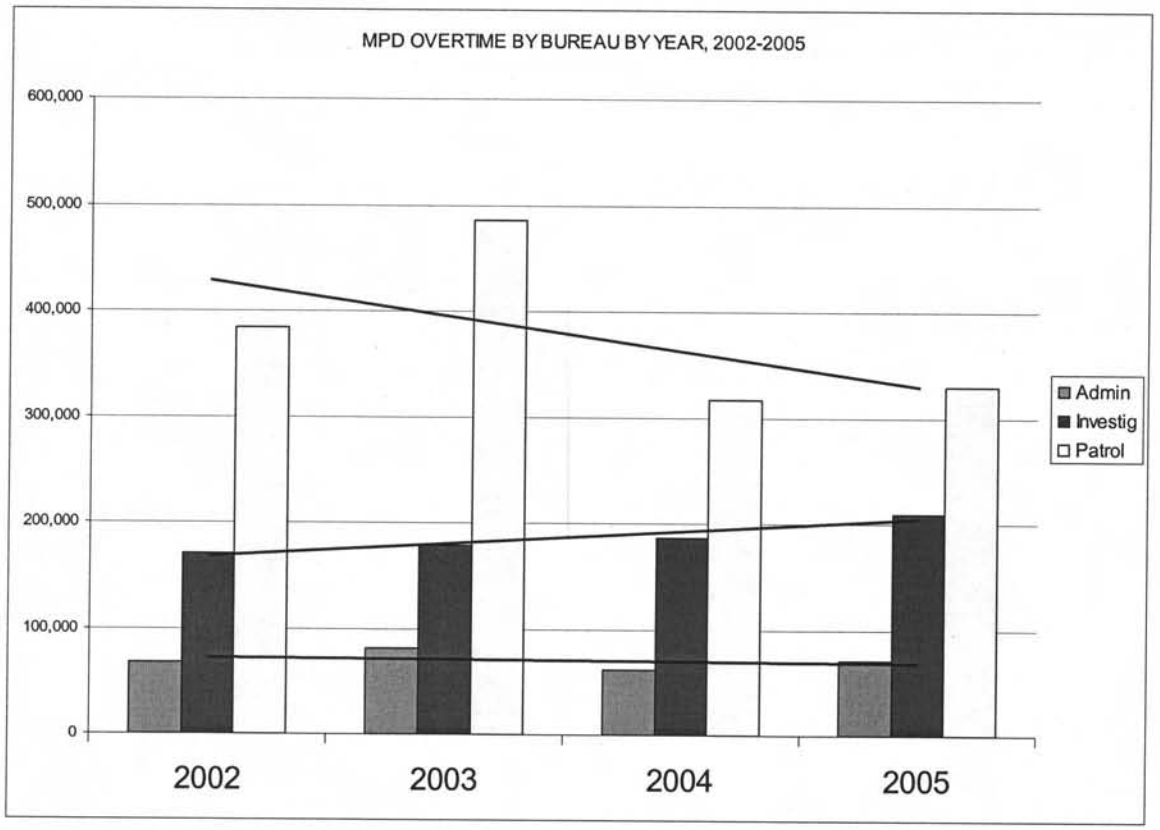
Deployment

The strategy and methods employed by the MPD to deploy its patrol officers and detectives to the various shifts throughout the city are fundamental determinants of achieving effective, efficient and consistent police response to citizens' calls for service (CFS) and investigation of crimes. Deployment and allocation practices are also critical drivers of overtime expenditures.

The audit could not uncover any MPD policy or established practice for evaluating and adjusting patrol officer deployment throughout the seven police districts and three shifts. Some MPD commanders referred to a study conducted 10-15 years ago which apparently provided a methodology for deployment, but the methodology called for in the study was not apparent from audit interviews. Other MPD commanders asserted that deployment was based upon a formula which heavily weighted the location and time of calls for service. However, audit examination of actual patrol deployment in 2005 could not confirm that such a policy was in fact in use.

As shown in Figure 1 (next page), the largest amount of overtime is generated by patrol officers: 54 percent in 2005.

Figure 1: MPD Overtime by Bureau



When compared to two basic workload measures (calls for service and priority 1 CFS), Figures 2 and 3 (next page) show that patrol deployment throughout the City is extremely unbalanced, with wide variations evident. Appendix 5 provides more detail on these variations. In 2005, the last year for which complete data was available, calls for service per patrol officer averaged 344. Among the 21 patrol work groups (three major shifts for each of seven police districts), workload ranged from a low of 88 CFS per officer per year to nearly 600 CFS per officer per year. Some officers will average less than one call per day while others will average three or more. Even wider variations exist when focusing on only priority 1 calls for service. Such extreme variation in workloads can lead to excess patrol overtime and inconsistent response to priority calls for service, depending on the location and time of the call.

Figure 2: MPD Calls For Service

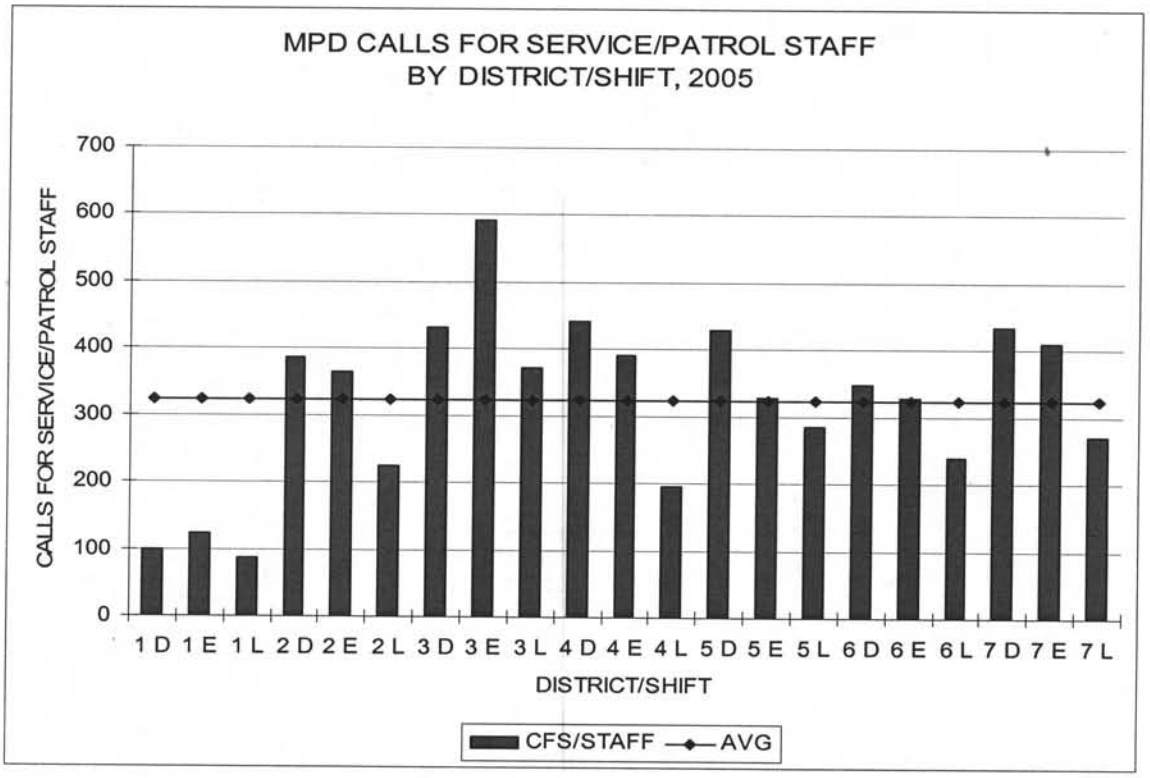
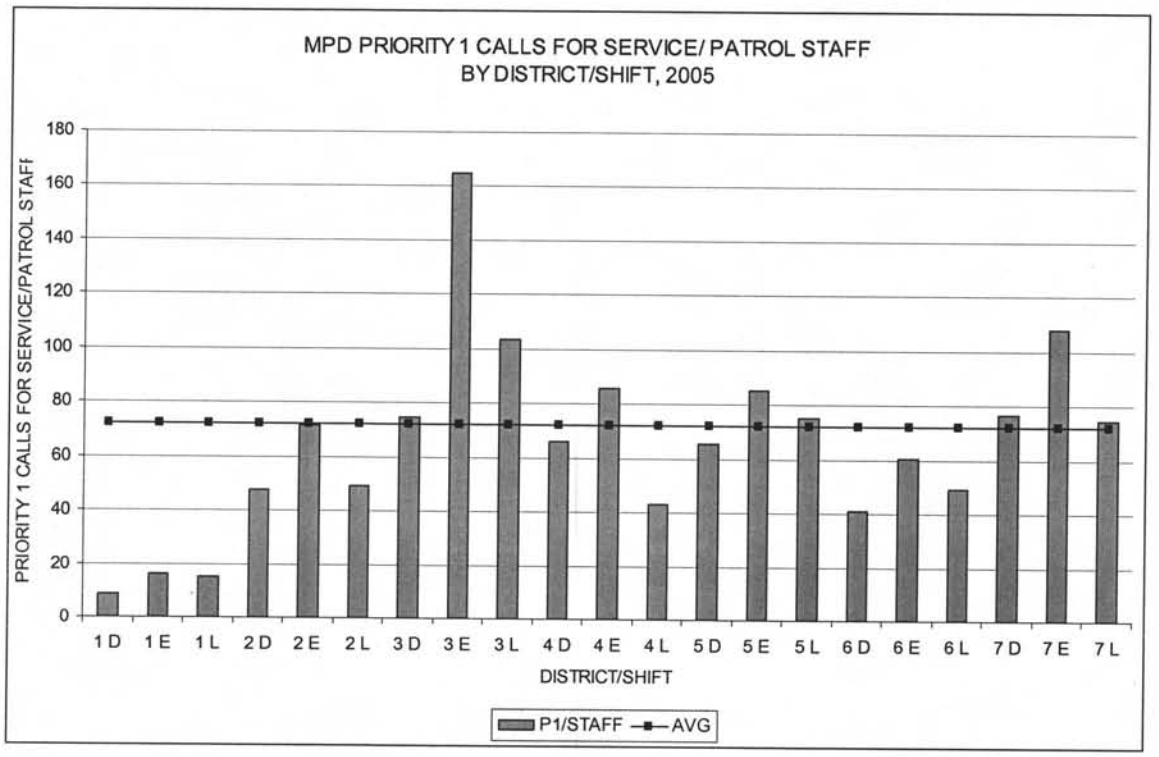


Figure 3: MPD Priority 1 Calls For Service

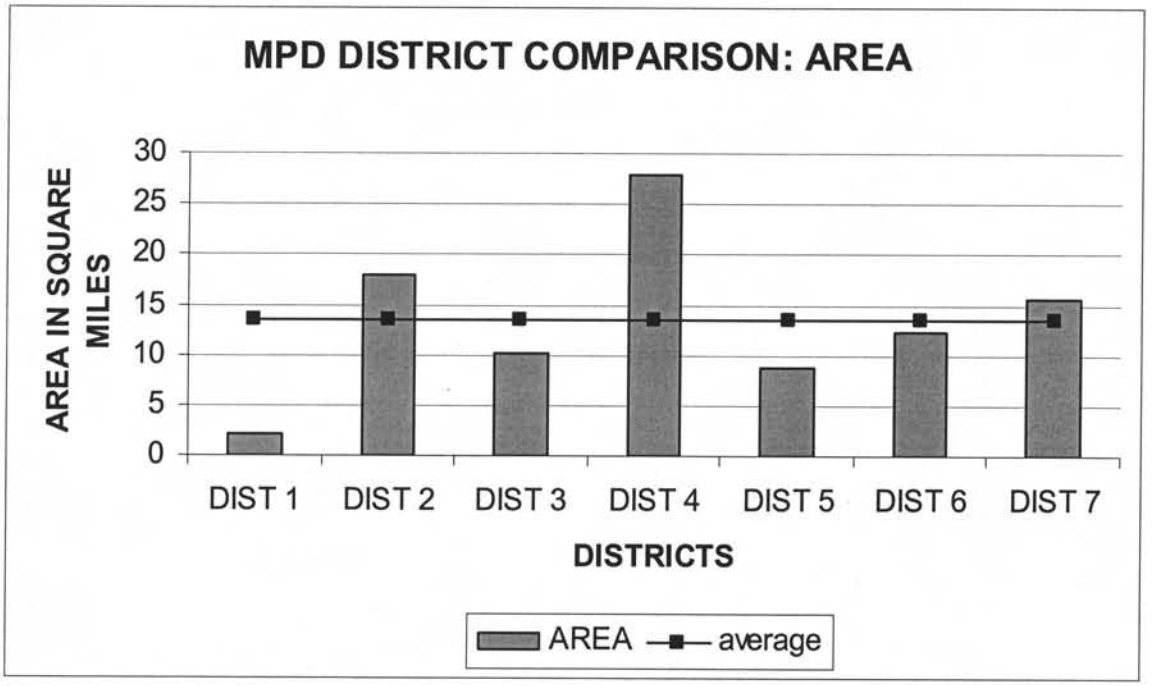


The MPD Criminal Investigation Bureau detectives incur the next largest portion of MPD overtime: 34 percent (the remaining 12 percent is administration). As noted in Appendix 2, within the CIB, the Early and Late shift CIB detectives generate the highest overtime per detective. Such high overtime levels are counter-intuitive, given MPD statements that their policy is to hand cases off from one shift to the next shift.

The Fire and Police Commission and the Department of Administration - Budget and Management Division have retained a consultant to conduct a deployment and staffing study of MPD. This study is currently limited to only the Patrol Bureau. MPD senior commanders stated that they have requested that the study be expanded to include the entire department.

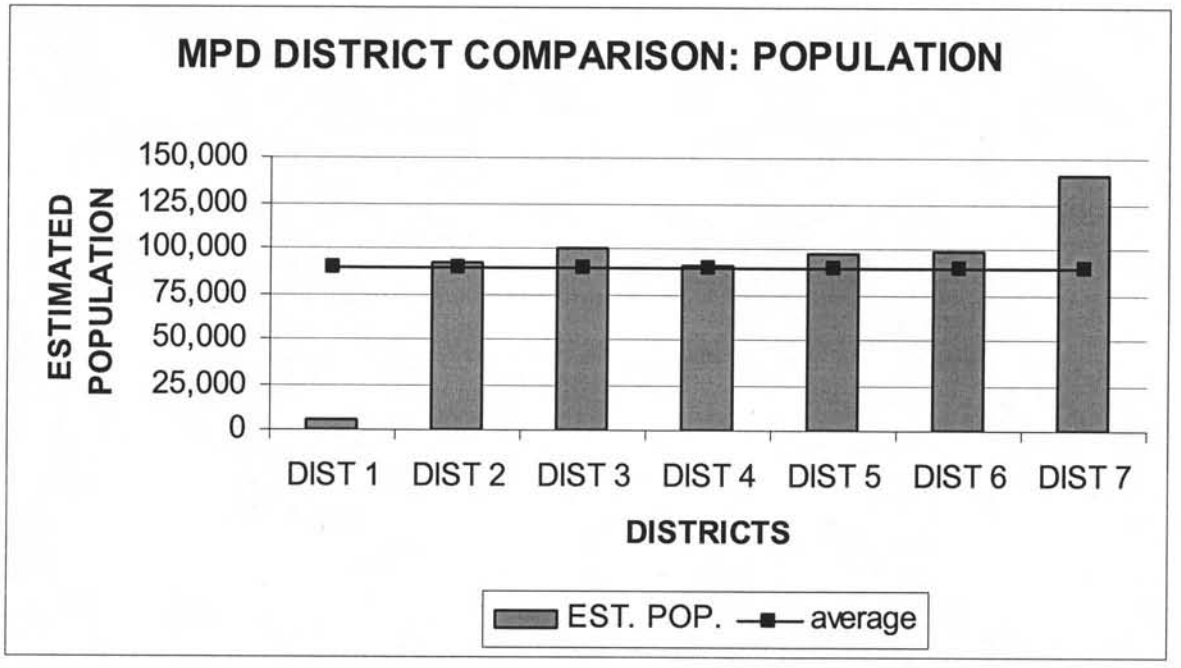
Figures 4 and 5 (next page) show that the current seven Patrol districts vary widely in terms of both land area and, to a lesser extent, population encompassed within each district. For example, District 7 includes about 16 square miles and 140,000 people while District 1 covers a little over 2 square miles and about 4,000-5,000 people. **Such extremes of both service area and population can impact deployment and police response times.**

Figure 4: MPD District Area



Source: MPD website

Figure 5: MPD District Population



Source: MPD website

MPD senior commanders stated that the department has begun an analysis of current police district boundaries. MPD intends to recommend revised district boundaries to the Fire and Police Commission later this year.

Recommendation 4: Re-examine deployment

The Fire and Police Commission and MPD should re-examine deployment practices with the objective of establishing a closer relationship to the incidence of high priority calls for service. There may be significant opportunities to lower patrol overtime with a more CFS driven patrol deployment approach. The current MPD deployment and staffing study should establish minimum patrol staffing levels and evaluate patrol shift schedules. The study should be expanded to include the Criminal Investigation Bureau and the Administration Bureau to establish appropriate staffing levels throughout the department. Sufficient additional resources should be allocated to accommodate such an expanded scope of the deployment and staffing study. Also, such deployment analysis should build upon the existing effort to study MPD deployment in order to utilize this information for the initial 2009 zero-based budget effort (see Recommendation 1).

Recommendation 5: Re-examine district boundaries

MPD's current study of Patrol district boundaries should be completed with the goal of resizing current Police districts to more evenly balance current district population and calls for service. This resizing provides the potential for improved workload balancing and overtime reduction.

Court Scheduling

Poor co-ordination and limited scheduling flexibility by the County courts and District Attorney's Office continue to result in inefficient and costly use of patrol and detective time and resulting overtime. The District Attorney's Office subpoenas all officers at a crime scene. Courts schedule more cases than can be heard in a day, resulting in officers being required to attend court multiple times for the same case. Plea agreements can be made up to the beginning of a court session, resulting in officers appearing at court

unnecessarily. Last-minute postponements also cause unnecessary court overtime. MPD personnel asserted that the District Attorney's Office often gives priority to suburban officers over Milwaukee officers in scheduling pre-trial meetings. Past efforts to reach agreement with the District Attorney's Office and the court system on methods to reduce officers' time at court have not been successful. There is no data available to determine the amount of unnecessary overtime caused by these practices. However, MPD commanders stated that it is significant.

MPD senior commanders stated they are again meeting with the District Attorney and the Chief Judge of the County courts regarding court scheduling issues. The newly appointed District Attorney and Chief Judge may be more receptive to adopting procedures to minimize MPD court overtime. Also, MPD expressed interest in specialized scheduling software for the administration of court overtime.

Recommendation 6: Explore methods to reduce court overtime

With new leaders in place at the District Attorney's office and the County courts, the Chief of Police and the Fire and Police Commission should initiate a "Court Coordination Working Group" consisting of representatives from the District Attorney's Office, the County courts, the Common Council and other City elected leaders, the Fire and Police Commission and the MPD. This working group should investigate methods, including technology improvements, to minimize court overtime.

Special Events

MPD officers incur significant overtime expended on certain special events (parades, etc.) benefiting specific groups or participants for which no charge is assessed by the City. The cost of MPD overtime charged to payroll program codes for festivals and other special events in 2005 amounted to only $81,114. The cost of MPD straight time charged to program codes for these special events in 2005 amounted to $287,861. However, MPD senior commanders stated that these amounts significantly understate the total cost of police services for special events. MPD provided documents indicating that the cost of police officers' salaries for special events actually totaled $734,129 in 2005 and $836,273 in 2006. MPD commanders stated that officers working at special events are not

available to take calls for service, which can result in overtime for other officers.

MPD personnel also stated that the only payments the City receives for special events are Summerfest lease payments and special event permit fees. As these are general fund revenues, these revenues are not credited to MPD.

Recommendation 7: Report on special event policing

In an effort to disclose the true cost associated with policing community special events, MPD should work with the Comptroller's Office and DOA-Budget and Management Division to prepare an annual report to the Common Council on police costs related to special events.

Limited Duty and Civilian Staff

MPD personnel stated that one of the drivers of overtime is staffing shortages. This problem is apparently exacerbated by the 135-140 sworn officers on limited duty due to injuries that make them unable to fully perform law enforcement duties. Many of these limited duty officers perform clerical work. The survey of other police agencies reported in Appendix 1 revealed that the MPD has significantly more officers on limited duty than its peer cities.

MPD senior commanders stated that approximately half of the officers on limited duty were injured while off duty. Senior commanders would like to restrict limited duty to only those officers injured while on duty. They would also like to restrict the amount of time an officer can be continued on limited duty.

In addition to utilizing limited duty officers, the MPD has begun employing civilian personnel in positions designed to allow sworn officers to focus on law enforcement activities. The 2007 MPD budget includes 23 full time equivalent (FTE) positions for these personnel, as follows:

- Community Service Officers: 15 FTE for ½ year = 7.5 FTE
- Police Service Specialists: 18 ½ FTE positions = 9 FTE
- Police Service Specialist Investigators: 13 ½ FTE positions = 6.5 FTE

These civilian personnel may work on a full or part time basis. Police Service Specialists are retired MPD officers who perform a variety of duties. Police Service Specialist Investigators are retired MPD officers or individuals with equivalent experience who conduct background investigations of prospective MPD employees. Community Service Officers are new positions that will begin in mid-2007 and will be filled by retired or resigned MPD officers or other individuals with public safety training, performing a variety of non-emergency duties. MPD has requested Common Council approval for 10 additional Police Service Specialist Investigators. The intent is no doubt to lower the average cost of the police force and free up time for officers in the field. These positions are paid from 14 percent to 46 percent less than sworn police officers. The use of retired police officers results in additional savings in health insurance costs to the City, since retired individuals are covered by their retiree health insurance. MPD senior commanders also expressed interest in exploring the concept of part time sworn officers.

MPD currently provides verbal reports to the Common Council's Public Safety Committee on the effectiveness of the civilian personnel described above. However, MPD has not provided a formal written report with an assessment of the cost and service effectiveness of these civilian personnel compared to using full time, full service sworn officers.

There is no material cost savings from the use of overtime instead of filling additional full time sworn officer positions. The added fringe benefits cost associated with full time officers is approximately offset by the overtime premium in using existing officers. The use of part time retired officers as civilians results in material savings versus the use of additional full time officers. The primary savings result from health care premiums and from the lower pay received by these civilians.

Recommendation 8: Investigate methods to reduce limited duty

MPD should work with the Milwaukee Police Association and Milwaukee Police Supervisors Organization to identify methods to reduce the number of injured officers on limited duty. Efforts should be made to restrict limited duty to officers injured on the job.

Recommendation 9: Report effectiveness of the Police Service Specialist and Community Service Officer positions

MPD should periodically assess and report in writing to the Common Council on the cost, savings and overall effectiveness of Police Service Specialists, Police Service Specialist Investigators and Community Service Officers in assuming non-law enforcement duties previously performed by sworn officers. The report should also evaluate the benefits on officer overtime resulting from these civilian personnel. To the extent that these personnel are productive and reduce costs, the number of these positions should be maximized. Use of full or part time civilian personnel could help to reduce overtime as well as possible "burnout" caused by excessive overtime.

MPD should also analyze the costs and benefits of part time sworn officers and report the results of this analysis to the Common Council.

D. Labor Contract Issues

The audit found no issues regarding City of Milwaukee compliance with the overtime related provisions in the labor agreements of the MPA and MPSO. MPD has issued a detailed Standard Operating Procedure setting forth the process to be followed for authorizing and approving overtime. The procedures mandated by this document are in compliance with the provisions of the labor agreements. A limited audit sample of overtime authorization and approval documentation disclosed that overtime procedures were followed properly.

Certain labor contract provisions do contribute to the high level of MPD overtime. Each officer receives 12 minutes of overtime daily for shift roll call. The cost of this mandated overtime premium was over $122,000 in 2005. Also, officers required to be in court outside of their normal shift are paid overtime at 1.5 times their hourly rate and are paid for a minimum of 2.5 hours per court appearance, regardless of the amount of time actually spent in court. The cost of paid overtime for court appearances of less than 2.5 hours was nearly $1.7 million in 2005. However, the excess payment attributable to the 2.5 hour minimum could not be determined. Appendix 6 provides a description of labor

contract provisions influencing overtime.

Recommendation 10: Explore options to reduce overtime related to labor agreement provisions

MPD and the City Labor Negotiator should work with the MPA and MPSO to explore the possibility of modifying labor contracts through negotiations with the goal of minimizing overtime while protecting police officer benefits. Negotiations should focus on contract provisions such as roll call overtime, court overtime minimum, the allowable compensatory time balance, and replacement overtime. Appendix 6 provides the details of these contract provisions.

Comparison to Other Police Agencies (highlights of survey)

The Police Executive Research Forum (PERF) surveyed other police agencies for comparison to the Milwaukee Police Department. The survey included questions on overtime budgets, the impact of vacancies on overtime, and current factors driving overtime. Departments were selected for the survey based on population of the jurisdiction. PERF used the 2006 National Directory of Law Enforcement Administrators to determine the five agencies serving populations immediately greater and smaller then MPD. The five departments serving smaller populations were Oklahoma City, Portland, Nashville, Fort Worth and Seattle. The five serving greater populations were Boston, Austin, El Paso, Louisville and Memphis. The survey also included other Wisconsin departments in Racine, Kenosha and Madison to determine whether there were any issues unique to this state. Of the fourteen surveys distributed, nine were returned. This survey provides a comprehensive comparison of overtime.

Of the nine cities, Table 4 (next page) shows that in 2005 Milwaukee's overall crime rate (crimes per 100,000 people) was sixth. Milwaukee was second in the rate of violent crime (homicide, robbery, rape and aggravated assault) while placing seventh in property crime (burglary, larceny and auto theft.) Milwaukee had the highest number of authorized sworn personnel per 100,000 people.

Table 4: Population, Sworn Personnel, Crime Rates

(Ranked by Total UCR Part 1 Crime Rate)

City	Population	Authorized Sworn Personnel	Sworn Personnel Per 100,000 People	Total Crimes	Total Crimes Per 100,000 People	Total Violent Crime	Violent Crimes Per 100,000 People	Total Property Crimes	Property Crimes Per 100,000 People
Oklahoma City	531,688	1,029	193.5	46,683	8,780.1	4,538	853.5	42,145	7,926.6
Seattle	579,215	1,248	215.5	47,580	8,214.6	4,109	709.4	43,471	7,505.2
Nashville	557,034	1,217	218.5	44,770	8,037.2	8,974	1,611	35,796	6,426.2
Portland	540,389	1,028	190.2	41,503	7,680.2	3,858	713.9	37,645	6,966.3
Fort Worth	613,261	1,242	202.5	41,130	6,706.8	3,920	639.2	37,210	6,067.6
Milwaukee	586,500	2,135	364.0	38,822	6,619.3	6,010	1,024.7	32,812	5,594.5
Racine	80,503	205	254.6	4,948	6,146.4	391	485.7	4,557	5,660.7
Louisville	623,735	1,300	208.4	31,342	5,024.9	3,896	624.6	27,446	4,400.3
Kenosha	95,240	186	195.3	3,157	3,347.2	249	261.4	2,908	3,053.3

Source: Police Executive Research Forum

Departments were asked to report their overall budgets and overtime budgets for 2005 and 2006. Blanks in the table indicate instances in which departments did not provide data. As indicated in Table 5, overtime budgets on average represented 3.6 percent of the total authorized budgets for the responding agencies in 2005 and 2006. MPD had the largest overtime budget percentage for both 2005 and 2006.

Table 5: Police agency budgets

	2005 Budget			2006 Budget			Change
Department	**Total (million)**	**Overtime (million)**	**OT % of Total**	**Total (million)**	**Overtime (million)**	**OT % of Total**	**2005 to 2006**
Racine	$25.1	$0.8	3.2%	$26.0	$0.8	3.1%	-0.1%
Kenosha	$20.6	$0.2	1.0%	$21.4	$0.3	1.4%	0.4%
Oklahoma City	$128.0			$132.3			
Portland	$132.4	$5.6	4.2%	$141.1	$6.0	4.3%	0.1%
Nashville	$149.6	$4.2	2.8%	$150.6	$4.3	2.9%	0.1%
Fort Worth	$174.9	$5.6	3.2%	$192.2	$6.2	3.2%	0.0%
Seattle	$187.7	$8.8	4.7%	$190.3	$9.5	5.0%	0.3%
Milwaukee	$186.0	$11.2	6.0%	$207.0	$11.2	5.4%	-0.6%
Louisville	$134.1	$5.0	3.7%	$139.0	$5.0	3.6%	-0.1%
Average %			**3.6%**			**3.6%**	

Table 6 shows a comparison between the amount of money authorized and the amount actually spent on overtime for 2005. One department reported spending the exact amount allotted. The remaining agencies spent in excess of their budgeted overtime funds ranging from 46 percent over budget to less than one percent over budget. Milwaukee had the second largest overage at 28.9 percent followed closely by Seattle at 28.6 percent.

Table 6: Overtime budgets and expenditures

Department	2005Overtime Budget	2005 Actual Overtime Expenditure	Difference	% difference
Racine, WI	$765,000	$805,201	($40,201)	5.3%
Kenosha, WI	$271,677	$271,677	$0	0%
Oklahoma City, OK		$2,658,514		
Portland, OR	$5,558,003	$8,151,519	($2,593,516)	46.7%
Nashville, TN	$4,167,800	$4,677,237	($509,437)	12.2%
Fort Worth, TX	$5,601,635	$6,061,533	($459,898)	8.2%
Seattle, WA	$8,814,208	$11,331,389	($2,517,181)	28.6%
Milwaukee, WI	$11,237,123	$14,482,859	($3,245,736)	28.9%
Louisville, KY	$4,958,710	$5,005,040	($46,330)	0.9%

To get an idea of the pattern of overtime spending, survey participants were asked to provide the dollar amounts spent on police overtime for each of the last five years. Fewer than half of the departments provided data for 2001; as a result, only data for 2002-2005 were included in the analysis. Oklahoma City was not able to provide the information requested; they, therefore, were not included in the table. Table 7 presents the reported data.

Table 7: Overtime expenditures 2002 to 2005

Department	2002 Overtime	2003 Overtime	2004 Overtime	2005 Overtime	% Change
Racine, WI	$891,257	$724,009	$627,126	$805,201	-9.7%
Kenosha, WI	$290,466	$265,337	$285,490	$271,677	-6.5%
Portland, OR	$6,296,995	$7,198,247	$7,418,085	$8,151,519	29.4%
Nashville, TN	$3,230,816	$3,284,233	$3,291,900	$4,677,237	44.8%
Fort Worth, TX	$4,161,811	$5,140,794	$5,880,718	$6,061,533	45.6%
Seattle, WA	$8,688,962	$9,875,611	$10,755,660	$11,331,389	30.4%
Milwaukee, WI	$13,865,504	$17,913,510	$13,517,826	$14,482,859	4.5%
Louisville, KY		$4,632,880	$5,917,304	$5,005,040	8.0%

The "percent Change" column captures the change in overtime spending between the first and last reported year. For example, Nashville reported $3,230,816 was spent on overtime in 2002 and $4,677,237 was spent in 2005; during that time period, overtime spending in Nashville increased by approximately 45 percent. While overtime spending did fluctuate over the years in many of the reporting departments, six of the eight departments saw an increase.

Although the Milwaukee Police Department expended the largest amount of money of the surveyed agencies, the change from 2002 to 2005 was an increase of approximately 4.5 percent. An analysis of the time period requested by the Common Council, 2003 to 2005, revealed a decrease of 19.2 percent.

Survey participants were asked if compensatory time is accruable in lieu of paid overtime, any caps or special conditions for compensatory overtime and who decides whether overtime will be compensatory or paid. The results are listed in Table 8.

Table 8: Compensatory time policies

Department	Comp Time Accruable	Cap/Special Conditions	Who Decides
Racine, WI	Yes	No more than 40h/month	Employee/Contract
Kenosha, WI	Yes	45h	Contractually
Oklahoma City, OK	Yes		
Portland, OR	Yes	160h (s)	Employee
Nashville, TN	Yes	480h (s) & 240h (c)/yr	Employee
Fort Worth, TX	Yes	120h	Usually employee
Seattle, WA	Yes	40h (s)	Usually employee
Milwaukee, WI	Yes	225h (s) & 180h (c)	Employee
Louisville, KY	In some cases	Contract; Union/non status	Contract; Union/non status

All surveyed departments reported that compensatory time is accruable in lieu of paid overtime and all but one reported a cap or special conditions. Officers in Louisville may or may not be able to accrue comp time based on their contract and their union or non-union status. Conditions usually involved a cap on the number of hours personnel were allowed to save per month or year. Four departments reported a difference in the number of comp time hours an employee may be able to accumulate based on their sworn or civilian status. Six of the nine departments reported that the employee decides whether or not to accrue comp time or take paid overtime.

No departments reported measuring or studying the impact of vacancies on overtime. Milwaukee wrote that the vacancy rate is taken into account during overtime budget considerations but current analysis is of insufficient depth to provide definitive answers. Seattle described studying the effects of the vacancy rate in terms of salary savings to meet budget targets.

Respondents were asked to identify the software used to track payroll and overtime information and to report the manner of entry. A total of seven agencies provided answers to this survey question. Three reported using PeopleSoft, one IBIS, one WorkBrain Accounting, one Mobius and one ADP Enterprise HRMS. All departments,

with the exception of Louisville, reported the method of data entry. Six classified their process as manual, one said both manual and automatic and one reported the use of both online and paper timesheets.

Table 9 displays the percentage of non-clerical functions performed by civilian personnel. Nashville indicated that communications and animal control were not functions of the police department. Similarly, Louisville indicated that communications, detention/jail, animal control and court liaison positions were not functions of their department.

Table 9: Use of civilians

	Records	Communications	Front Desk	Community Relations	Patrol	Investigations	Traffic	Forensics
Civilian only	88.9%	66.7%	55.6%	55.6%				33.3%
Sworn & Civilian				11.1%		11.1%		11.1%
Milwaukee	Y	Y	Y	Y				

	Personnel	Training	Detention/ Jail	Supply/Prop	Evidence	Animal Control	Court	Crime Analysis
Civilian Only	22.2%	22.2%	11.1%	77.8%	44.4%	11.1%	44.4%	44.4%
Sworn & Civilian	22.2%	22.2%		11.1%				11.1%
Milwaukee	Y	Y		Y				

The highlighted rows of the chart show which MPD positions are filled by civilian personnel. Functions in which other agencies have used civilian employees and MPD reports exclusively using sworn personnel include forensics, detention/jail, evidence and court.

Participants were asked if sworn personnel were unionized, the number of labor unions, which ranks were unionized and to describe contractual obligations related to overtime. Of the departments surveyed, all reported representation by a union or association with the exception of Fort Worth. Details are listed below in Table 10 (next page).

Table 10: Labor unions

Department	Sworn Unionized	Number of Unions	Ranks
Racine, WI	Yes	2	(1) Patrol & Inv.; (1) supervisors
Kenosha, WI	Yes	1	Patrol, detectives, court officers
Oklahoma City, OK	Yes	1	All; not chief
Portland, OR	Yes	2	All but Chief and Asst. Chief
Nashville, TN	No	2 Associations	All by associations
Fort Worth, TX	No		
Seattle, WA	Yes	2	(1) Officers, detectives, Sgt; (1) Lt., Cptn. and Communications Director
Milwaukee, WI	Yes	2	(1) Patrol & Inv.; (1) supervisors
Louisville, KY	Yes	1 (2 CBUs)	(1) CBU patrol-Sgt; (1) CBU Lt.-Capt

Milwaukee reports that sworn personnel belong to the Milwaukee Police Association, Milwaukee Police Supervisors Organization or are considered part of the General City Managers and Elected Officials group, which is not represented. Civilian personnel are represented by AFSCME, ALEASP and MPA Police Aides or are not represented. Most departments with multiple unions or associations separate employee membership in bargaining units at some level of rank and based on sworn or civilian status within the organization.

Table 11 shows a comparison of contractual obligations related to overtime for Milwaukee and the other departments surveyed categorized by activity. For overlapping activities as reported by non-Milwaukee departments, the details of compensation have been listed. The number of agencies reporting these benefits is listed after the activity in parenthesis.

Table 11: Overtime in labor contracts

OTHER RESPONDING DEPARTMENTS	MILWAUKEE POLICE DEPARTMENT
➢ **Court**-(2)-2hr minimum, 2hr minimum ➢ **Call backs**-(4)-minimum of 2hrs, 3hrs, 2.7hrs, 3hrs ➢ **Day light savings time**-(1)-paid extra hour ➢ **Off-duty traffic stop**-(1)-10 minutes per stop ➢ **Prisoner transport**-(1)-8.5hrs on regular day off ➢ **Working holiday**-(1)-paid time and ½ ➢ **Off-duty phone calls**-(2)-1.5hrs for each phone call in excess of 30 minutes; 30 minute minimum or actual time spent ➢ **On-call pay**-(1)-10% of straight time pay	➢ **Court**-2.5hr minimum at time and ½ ➢ **Roll-call**-12 minutes per shift at time and ½ ➢ **Lunch**-20 minutes ➢ **Shift extension**-Time and ½ ➢ **Overtime outside regularly scheduled shift**-time and ½

All but two departments indicated that they share law enforcement responsibility in the jurisdiction, most with the sheriff. Portland works with the sheriff and Transit police. Nashville shares with seven satellite agencies and handles all major crime investigations for those agencies. Table 12 details survey responses.

Table 12: Shared law enforcement responsibilities

Department	Shared Responsibility	Agency
Racine, WI	No	
Kenosha, WI	Yes	Sheriff
Oklahoma City, OK	Yes	OK Co. Sheriff
Portland, OR	Yes	Sheriff & Transit
Nashville, TN	Yes	7 satellite agencies
Fort Worth, TX	No	
Seattle, WA	Yes	King Co. Sheriff
Milwaukee, WI	Yes	Mil. Co. Sheriff
Louisville, KY	Yes	Jeff Co. Sheriff & several smaller PDs

Departments were asked to provide the average number of sworn personnel on limited duty. Table 13 lists the responses.

Table 13: Officers on limited duty

Department	Average of Sworn on Limited Duty
Racine, WI	2/day
Kenosha, WI	3/day
Oklahoma City, OK	
Portland, OR	6 to 12/day
Nashville, TN	7 to 13/ month
Fort Worth, TX	11/day
Seattle, WA	25/day
Milwaukee, WI	135-140/day
Louisville, KY	10/day

MPD staff reported a high number of sworn personnel on limited duty. Based upon the State of Wisconsin's personnel laws, the department must find activities that can be performed by an injured employee. Personnel on limited duty status may also participate in promotional examinations and may not be passed over for promotions due to their work status. This has limited the department's ability to move personnel where they are most needed within the organization.

Departments were asked if overtime was tracked for major cases, at what point tracking begins, and if tracking was manual or automated. Six departments indicated they do track overtime; one department does not track overtime while two others do but not all the time. Louisville said it tracks all overtime. Seattle begins tracking in the preplanning stages if possible and three track at the onset of the incident. Racine tracks when requested and Portland and Milwaukee begin tracking when the case is classified as major and resources expended are greater than normal. Table 14 contains the information from the survey responses.

Table 14: Overtime tracking

Department	Is Overtime Tracked?	When does tracking begin?	Manual or Automated
Racine, WI	Occasionally	When requested	M
Kenosha, WI	Yes	Start	M
Oklahoma City, OK	Yes	Start	M
Portland, OR	Yes	When determined to be major	M/A
Nashville, TN	Yes	Immediately	M
Fort Worth, TX	No		
Seattle, WA	Yes	Pre-plan if possible	M
Milwaukee, WI	Not usually	Realization at the extent of resources expended	M/A
Louisville, KY	Yes	All OT tracked	M

Most departments track overtime manually; however, Milwaukee and Portland indicated both manual and automated methods.

Six departments indicated they did not track the outcomes of overtime. Those three agencies answering they did track overtime outcomes did not provide specific outcomes or measures. Responses indicated command staff within agencies were monitoring overtime rather than tracking outcomes.

Criminal Investigation Bureau Overtime

MPD investigative units generate large amount of overtime. In 2005 the Criminal Investigation Bureau detectives consumed 95,091 overtime hours. This equates to and average of 385 hours per detective. At 40 hours per week, this is an amount of extra work of nearly 10 weeks per year per detective.

The amount of overtime consumed represents a substantial amount of extra work for detectives. The department should closely examine staffing practices to see whether additional detectives are needed and whether fatigue may be resulting from the significant amount of extra work that many detectives are performing.

Four units – Criminal Investigations Early, Late, Day and Vice Control account for almost 80 percent of all detective overtime. In some investigation unit's overtime can be expected to be a constant factor because of the nature of the work. Vice Control, HIDTA, and Intelligence Division activities, to the extent they involve field work such as surveillance, stake-outs and suspect tracking, may be best performed by the same group of officers over extended periods of time. Intelligence gathering may also require constant long working hours to maintain continuity of operations. Vice control may also generate large amounts of overtime due to undercover operations.

What seems less understandable is the large amount of overtime generated by the Day, Early, and Late Criminal Investigation detectives. Project staff team members were initially told that MPD detectives hand the cases they are working on to the next shift. In such a system, it would seem that overtime would be minimal as the on-coming detectives meet briefly with detectives leaving. Then, the on-coming shift continues investigating cases transferred from the earlier shift, decreasing substantially the need for overtime. If this system were effective one would expect to see relatively high amounts of overtime per detective for officers in Vice Control, HIDTA, and Intelligence and relatively low amounts of overtime per detective in the Day, Early, and Late Criminal Investigation. The table below shows the average overtime per detective for each investigative unit.

Table 15: 2005 overtime per detective

LOCATION NAME	Show-up	OT per Show-up
CRIMINAL INVEST - LATE SHIFT	31	601.5
CRIMINAL INVEST – EARLY SHIFT	48	505.5
VICE CONTROL DIVISION	31	465.3
HIDTA	12	465.1
INTELLIGENCE DIVISION – DAYS	10	453.7
INTELLIGENCE DIVISION – EARLY	9	375.3
SENSITIVE CRIMES LATE SHIFT	4	320.3
CRIMINAL INVEST – DAY SHIFT	60	285.6
SENSITIVE CRIMES EARLY SHIFT	8	251.3
PROFESSIONAL PERFORMANCE DIV	16	163.4
SENSITIVE CRIMES DAY SHIFT	7	158.9
POLICE ACADEMY	1	77.5
PERSONNEL DIVISION[3]	10	2.6

Contrary to expectations the units with the highest average overtime per detective are the Early and Late Criminal Investigations units. MPD personnel later explained that in many instances investigations cannot be passed on to the next shift. They stated that violent crimes generate investigations that require an immediate response. In addition, responding detectives must prepare required reports. In these instances, follow-up for investigations is passed on to the next shift. MPD personnel stated that minor felony investigations are held for the next shift. Irrespective of the method of passing cases to the next shift, the department should review these Criminal Investigation units to determine the causes of the high usage of overtime in these units.

The next four tables show the top ten generators of overtime for each of the top four detective unit overtime users, based on the Program Codes being used.

[3] Although the MPD indicates that there were no detectives assigned to the Personnel Division, the table reflects what was recorded in the FMIS payroll system for 2005.

Table 16: CIB Vice Control Division

VICE CONTROL	
PROGRAM DESCRIPTION	331 88
Vice Control	8,753.8
State Case-Felony	3,144.9
District Attorney Appearances	1,078.8
Special Operations	824.3
FLSA Replacement	228.0
Summerfest	82.3
State Case-Misdemeanor	73.4
Roll Call-Paid	54.6
Other Court Proceedings	38.9
Quasi-Judicial Hearings	33.1
	14,312.1
	99.2%

The top ten codes for Vice Control account for 99.2 percent of the total hours of overtime. The largest generator is Vice Control, likely signifying surveillances, stake outs and other activities which need continuity of investigative efforts. However, consideration should be given to further refining the activities covered by this "catch-all" category to determine just what actions require operation past normal shift lengths.

The next two largest categories are a result of district attorney and court processes which likely result from the need for Vice Control detectives to conduct these activities when they are usually off-duty. Vice Control operations are usually scheduled at night and on weekends rather than during weekdays when the courts are operating and members of the district attorney's office are preparing cases.

The next table shows the top ten overtime generators for Day Shift Criminal Investigation detectives.

Table 17: CIB day shift

CRIMINAL INVEST – DAY SHIFT	
PROGRAM DESCRIPTION	331 91
Homicide Investigations	3,437.5
Robbery Investigation	2,733.0
District Attorney Appearances	1,742.1
State Case-Felony	1,471.1
Burglary Investigation	1,387.0
Assault Investigation	938.1
Special Operations	845.8
FLSA Replacement	599.8
Crimes Against Persons	599.4
Forgery-Embezzle-Fraud Invest	593.3
	14,347.1
	83.7%

These top ten categories account for 83.7 percent of the unit's overtime. The single largest generator is Homicide Investigations. The severity of the crime of homicide and the need to devote high levels of personnel to try to solve murders as quickly as possible account for a high level of overtime for homicide investigations. Each investigative unit has "homicide investigation" as its most frequently used overtime category. The department should review how it investigates homicides. Are industry best practices being followed to ensure that these investigations are both efficient and effective? An examination could be made of successful homicide cases to determine what tasks are most likely to be common across solved cases and the time typically necessary, regular and overtime, to conduct them.

Other high categories include specific crime types including Robbery, Burglary, and Assault investigations. A "catch-all" category of "Crimes Against Persons" also generates a high level of overtime usage. It is unknown what crime types are covered by this category and whether it excludes the type of investigations covered by the specific crime type categories. Improved accounting of overtime expenditure would be achieved by more specific attribution rather than this general code.

Overtime coding should include whether the investigation was of a "hot" case, a crime

that just occurred that requires immediate follow-up investigation. Absent extraordinary circumstances, crimes that occurred on previous days do not normally require investigative effort beyond the end of the shift. This is especially true of property crime such as burglary and forgery-embezzlement-fraud. The department needs to closely examine the factors that generate these high levels of overtime since the structure of investigations should result in handing off these more routine cases from the day shift to the afternoon shift.

Another category that should be further defined is "Special Operations." The department should be able to track each individual special operation to know its cost in overtime.

In addition, the department should determine what is generating the large amount of overtime that results from District Attorney Appearances and State Case Felony appearances on dayshift. As stated earlier such activities occur during week days, day shift when day shift detectives are scheduled to work. This would seem to require little overtime for court and prosecution related activities needed for dayshift detectives.

The next table shows the most frequent overtime categories for early shift investigators.

Table 18: CIB early shift

EARLY CRIMINAL INVEST - EARLY SHIFT	
PROGRAM DESCRIPTION	331 92
Homicide Investigations	6,548.8
State Case-Felony	5,971.0
Crimes Against Persons	3,481.2
Robbery Investigation	2,295.7
District Attorney Appearances	2,293.8
Investigations	758.6
Sensitive Crimes	359.7
Assault Investigation	350.0
Burglary Investigation	332.6
FLSA Replacement	318.0
	22,709.4
	93.6%

The top ten overtime codes for the Criminal Investigation Early Shift detectives account for almost 94 percent of all of the unit's overtime. Their highest generator of overtime is for Homicide Investigations. As with the Day Shift detectives, the need to maintain the continuity of homicide investigations usually justifies some level of overtime.

Afternoon shift detectives also have substantial overtime for court appearances – District Attorney Appearances and State Case Felony. Since they do not work when court is in session, they accrue overtime for attending court and district attorney appearances.

They also have high levels of overtime for Robbery Investigations, Sensitive Crimes, Assault Investigations and Burglary Investigations. These investigations are those that would be expected to be handed off to the next shifts given the structure of MPD investigative squads unless they are "hot" cases.

The department should determine why Early Shift Criminal Investigations use overtime for "Sensitive Investigations" when there is both an Early Shift Sensitive Investigations unit and a Late Shift Sensitive Investigations unit. In keeping with the stated aim of the structure of investigations in the MPD, one could expect that these crimes would be investigated by the Sensitive Investigations unit or by the Early Shift detectives handing them off to the late shift sensitive crime detectives who have special expertise in these investigations.

The department should also examine closely the use of two other overtime codes – "Crimes Against Persons" and "Investigations." These catch-all codes seem to provide little detail about why overtime is being accrued. There are specific codes for each major crime type that could be used.

The next table shows the most frequently used overtime categories for the Late Shift criminal investigation units. These officers are working the midnight shift, generally from midnight to eight in the morning.

Table 19: CIB late shift

LATE CRIMINAL INVEST – LATE SHIFT	
PROGRAM DESCRIPTION	331 93
Homicide Investigations	4,436.0
Crimes Against Persons	3,916.6
State Case-Felony	3,197.0
District Attorney Appearances	1,677.2
Robbery Investigation	1,665.8
Arson Investigation	753.8
Burglary Investigation	668.5
FLSA Replacement	520.9
Crimes Against Property	484.0
Assault Investigation	190.8
	17,510.6
	93.9%

The top ten codes for Criminal Investigation – Late Shift account for almost 94 percent of all of the unit's overtime. As with the other two criminal investigation units the leading generator of overtime is Homicide Investigation. And, as with Afternoon Shift, substantial amounts of overtime are consumed by State Case Felony and District Attorney Appearances. These uses are to be expected.

Robbery, Arson, Burglary and Assault Investigations, again, are those types of overtime that should be reduced by having late shift detectives hand off cases to the day shift detectives. The department should examine why, despite this organizational design, substantial amounts of overtime is still being used for investigations that would seem to be appropriate for hand-off. It should also review whether overtime is being used for "hot" cases or for cases that are from previous days.

As with the other shifts "catch-all" categories are used by late shift detectives to charge large amounts of overtime. These are Crimes Against Persons and Crimes Against Property. The department should examine why the specific crime type categories are not used and these general categories are.

Finally, the department should consider the rationale for filling detective vacancies when

employees use compensatory time. Each one of the top four overtime units has as a top ten category "FLSA Replacements." This category is used when a detective takes compensatory time off and another detective is hired back on overtime to fill that position. Most departments do not fill such vacancies. As part of this consideration, the current MPD deployment and staffing study should be expanded to include establishing appropriate staffing levels for the CIB. The department should also lay out a detailed explanation of the circumstances under which detectives are "hired back" to fill a shift vacancy. Filling a vacancy created by an officer taking comp time should not be automatic.

Description of MPD Overtime

a) MPD paid overtime totaled 402,000 hours in 2005, at a cost of $14,483,000.

b) Definition of overtime (from MPD labor contracts): All work outside of the regularly scheduled 8 hour shift.

c) Types of overtime.

   i) Extension of duty: Officers working before or after their regular shifts or on a scheduled day off. Paid at 1.5 times hourly rate. 81 percent of 2005 overtime, $11,759,000.

   ii) Roll call: 12 minutes per shift for each officer. Paid at 1.5 times hourly rate. 1 percent of 2005 overtime, $122,000.

   iii) Court overtime: Officers required to be in court or meeting with DA outside of their normal shift. Paid at 1.5 times hourly rate with a minimum of 2.5 hours per court appearance. 14 percent of 2005 overtime, $2,017,000.

   iv) Replacement overtime: Officer replacing an officer who is using compensatory time off. Officers have the right under their labor contract to take their compensatory time off if they obtain a replacement. Replacement officer is paid at regular hourly rate. However, if the replacement time causes the officer to work more than 86 hours in a two week period, hours over 86 are paid at 1.5 times hourly rate in accordance with FLSA. 3 percent of 2005 overtime, $441,000.

   v) Other: Holiday overtime, FLSA overtime, etc. 1 percent of 2005 overtime, $144,000

MPD Overtime Budgeting Procedures

Each MPD location is allocated a set number of overtime hours. This allocation is developed using a previous year's actual overtime hours, reduced by a percentage determined for each location.

The appropriation for MPD overtime in the City budget is developed independently from the overtime hours allocation. The MPD proposed budget is developed using the actual amount paid for overtime in a previous year, adjusted for known changes. DOA-Budget and Management Division reduces MPD's proposed overtime budget in most years. This results in an unrealistic overtime budget, requiring the use of Contingent Fund transfers of appropriations to fund overtime in most years. Additionally, the use of the previous year's expenditures assumes that overtime was necessary and managed efficiently in that year.

Both the overtime hours allocation and the dollar amount budgeted for overtime use a "roll-over" strategy based on a previous year. In order to better justify the use of overtime and to ensure that overtime is used for operational necessity, the department could depart from its current roll over strategy to a "zero-based" approach. For a baseline year the department would create for each location a projection of overtime hours based on projections of operational necessity rather than simply basing the number on previous funding levels. This would require specifying desired service levels, including determining the proportion of officers' time that should be consumed in responding to calls for service. This process would be less arbitrary than the current practice. Under the current practice, there are no incentives for spending less than a unit's allocated amount.

Milwaukee Police Department Patrol Districts
2005 Calls for Service Per Officer on Duty

District Station	Shift	Overtime Hours	Calls for Service	Priority 1 Calls	Officers on Duty	Calls per Officer	Priority 1 Calls per Officer	Patrol Overtime per Officer
1	Days	1,915	2,480	212	25	99.2	8.5	76.6
1	Early	1,200	2,354	307	19	123.9	16.2	63.2
1	Late	1,241	1,494	259	17	87.9	15.2	73.0
2	Days	4,660	13,156	1,623	34	386.9	47.7	137.1
2	Early	13,110	18,224	3,562	50	364.5	71.2	262.2
2	Late	4,118	8,768	1,914	39	224.8	49.1	105.6
3	Days	6,685	17,291	2,987	40	432.3	74.7	167.1
3	Early	8,057	23,069	6,418	39	591.5	164.6	206.6
3	Late	3,443	10,029	2,798	27	371.4	103.6	127.5
4	Days	3,468	15,023	2,241	34	441.9	65.9	102.0
4	Early	6,974	19,933	4,361	51	390.8	85.5	136.7
4	Late	2,865	7,807	1,725	40	195.2	43.1	71.6
5	Days	5,547	17,614	2,685	41	429.6	65.5	135.3
5	Early	12,784	21,304	5,544	65	327.8	85.3	196.7
5	Late	4,806	11,058	2,926	39	283.5	75.0	123.2
6	Days	2,407	11,149	1,310	32	348.4	40.9	75.2
6	Early	6,995	15,096	2,776	46	328.2	60.3	152.1
6	Late	2,260	7,158	1,475	30	238.6	49.2	75.3
7	Days	11,017	23,863	4,213	55	433.9	76.6	200.3
7	Early	18,265	32,904	8,648	80	411.3	108.1	228.3
7	Late	6,095	14,091	3,871	52	271.0	74.4	117.2
Grand Totals		**127,912**	**293,865**	**61,855**	**855**			
Average		**6,091**	**13,994**	**2,945**	**41**	**343.7**	**72.3**	**149.6**

Labor Contract Provisions Influencing Overtime

Certain provisions of the Milwaukee Police Association and Milwaukee Police Supervisors Organization contracts influence overtime. In particular, the following provisions tend to increase overtime.

- All officers, except Vice Control Division officers, are paid for 12 minutes of overtime at 1.5 times their hourly rate for roll call for each shift worked. The overtime pay requirement for roll call is unusual. An audit survey of eight other police departments disclosed that none of the departments surveyed pay overtime for roll call. Roll call overtime in 2005 totaled 57,548 hours, the great majority of which was compensatory time. Paid overtime cost was $122,425.
- Officers required to be in court outside of their normal shift are paid overtime at 1.5 times their hourly rate and are paid for a minimum of 2.5 hours per court appearance regardless of the amount of time actually spent in court. The audit survey disclosed that only 2 of the 8 departments surveyed had court time minimums. Paid overtime for court appearances of less than 2.5 hours amounted to $1,694,722 in 2005.
- Officers who work overtime have the option of taking paid overtime or compensatory time, until their compensatory time balance reaches 225 hours. Compensatory time off can increase overtime to the extent that officers who take compensatory time off are replaced by officers on overtime. The 225 hour allowable compensatory time balance has the potential to increase this problem. MPD officers earned over 207,000 hours of compensatory time in 2005. The audit survey disclosed that 4 of the 8 departments surveyed had allowable compensatory time balances of less than 225 hours.
- An officer who is denied compensatory time off for staffing reasons has the right to take the time off if he or she obtains a replacement. The replacement is paid overtime at the straight time rate. Payments for replacement overtime amounted to $440,434 in 2005.

Sample CAD Overtime Report

The following report will provide information to supervisors and commanders regarding calls that extend past the end of a shift. This information can be used to help determine patterns of overtime use. Data would come from the Computer Aided Dispatch (CAD) system.

Enter date or date range
Enter shift change time or times

For all calls that are dispatched before shift change time and are cleared after shift change time the following information would be displayed:

Call Number
Date
Call type
Priority
Location
Disposition
Time Call Dispatched
Time Call Cleared
Total Consumed Time
Time consumed from shift change time until call cleared time
Unit Number/Officer ID for each Unit/Officer assigned to the call

This information would be summarized in "roll-up" reports for senior command staff.

City of Milwaukee

Police Department

Nannette H. Hegerty
Chief of Police

Friday, June 08, 2007

To the Honorable
The Common Council
City of Milwaukee

Dear Council members:

Attached to this letter is a detailed report containing the response of the Milwaukee Police Department to the Audit of Milwaukee Police Overtime conducted by the Comptroller's Office.

The Department takes seriously its statutory responsibility to provide for public safety, and recognizes that the careful administration of the resources provided to carry out this responsibility, including the expenditure of overtime monies, is a critical element in achieving this goal. To that end the Department has welcomed, and is appreciative of the efforts of the Comptroller's Office in conducting this audit. There is much in the analysis and thoughtful recommendations contained in the audit report that will be of value as the Department continues to move forward with its efforts to deliver high quality law enforcement services in a manner that respects its financial realities and responsibilities.

There are also, understandably, portions of the report that necessitate a response, whether in the form of clarification, additional information or a restatement of facts. It is vitally important that as accurate a depiction of the Department as possible be available when considering the conclusions and recommendations of the audit report. The response of the Milwaukee Police Department seeks to provide that accuracy, reflecting both the mission and current capacities of the Department.

Again, it is important to note the appreciation of the Milwaukee Police Department for the professionalism with which this audit was conducted, and the recommendations that will aid the Department in providing for a safe City of Milwaukee.

Sincerely,

NANNETTE H. HEGERTY
CHIEF OF POLICE

Police Administration Building, 749 West State Street. Post Office Box 531, Milwaukee, Wisconsin 53201-0531 (414) 933-4444
Web Site: http://www.milwaukeepolice.org

OVERTIME AUDIT
MILWAUKEE POLICE DEPARTMENT
RESPONSE TO DRAFT REPORT

This report is a response to the draft report on Milwaukee Police Department overtime that was prepared by the Police Executive Research Forum (PERF).

I Audit Scope and Objectives

No Response

II Background

A more accurate depiction should include the shifts that start one hour early on each shift. Approximately 40% to 50% of primary squad officers begin their shift one hour early.

Day Shift	7am	to 3 pm	or	8am to 4pm
Early Shift	3pm	to 11pm	or	4pm to 12am
Late Shift	11pm	to 7am	or	12am to 8am

The early start time is not only designed to provide continuous coverage on the street at shift change, it is also intended to reduce extension of duty overtime.

The Milwaukee Police Department's Vacancy Report for Pay Period 26, ending December 31, 2006, indicates the Department is authorized for 1,539 police officers, and at that time had 1,371 actual police officers. Many of those police officers are not assigned to the Patrol Bureau. Police officers are assigned to non-patrol duties such as the Police Academy, School Resource Officers, Community Services Division, High Intensity Drug Trafficking Area (HIDTA), Vice Control Division, Sensitive Crimes Division, Crime Analysis, the Professional Performance Division and the like. These officers are engaged in police work but are not available to respond to calls for service. On May 03, 2007, 1,001 police officers were assigned to the Patrol Bureau. Of the 1,001 officers, approximately 114 were assigned to Patrol Support. These officers comprise the Tactical Enforcement Unit, Motorcycle Unit, Mounted Patrol Unit and the seasonal Harbor Patrol Unit.

III Audit Conclusions and Recommendations

A. Summary Conclusions

The comparison of Milwaukee Police Department overtime expenditures to that of "peer" cities does not accurately reflect the challenges faced by the City of Milwaukee. The draft report fails to include demographic, socio-economic or crime figures for the comparison cities. These data sets would be very important to put things in context for the report. To compare overtime expenditures without taking "crime drivers" into consideration results in a conclusion that is not meaningful. The levels of poverty, teen pregnancy, and high school dropouts are higher in Milwaukee than the cities to which Milwaukee was compared. All of these factors influence the

Police Department's workload and should be considered when conducting an analytical comparison of overtime expenditures with "peer" cities.

B. Overtime Management Issues
(Overtime Budgeting)

No Response

Recommendation #1

Develop Zero-Based Overtime Budget
With the addition of some staff and training, zero-based budgeting for overtime could be conducted throughout the Milwaukee Police Department (MPD).

Overtime Planning and Management
Although the audit found no evidence of "formal" assessment or analysis by MPD management of overtime trends and patterns, overtime is evaluated on a bi-weekly basis by the Assistant Chief of Police to determine the need for reassignment and redeployment of officers. The Assistant Chief requires justification from the Patrol Bureau and Criminal Investigation Bureau as to their overtime expenditures. The requirement for justification causes all management staff to constantly scrutinize their overtime expenditures and develop strategies to reduce its use. It is not uncommon for the Assistant Chief to change staffing levels or to reassign or redeploy officers as needed.

Overtime reports are disseminated to the command staff following the conclusion of each pay period. These reports provide a comparison of overtime expenditures of the current year and the previous year, in addition to information on grant paid overtime for the same period. It also includes a comparison of actual hours expended on extension of duty with budgeted hours for all locations and shifts. Examination of this data allows management staff to hold subordinate staff accountable for proper overtime management.

Additionally, every Patrol Bureau and CIB work location commanding officer, along with subordinate shift commanders, appear before a quarterly review board comprised of the Assistant Chief and the Deputy Chiefs in which every facet of the command is examined, including, and most especially adherence to budgeted overtime hours. During these reviews goals are set, strategies to achieve the goals are developed, and timelines are established. This "line level" analysis of overtime drivers is extremely helpful in adjusting resource allocations to meet overtime goals.

The draft report states that the MPD makes little, if any, use of data in the current MPD information systems that are available through the Computer Aided Dispatch (CAD) system to analyze overtime usage. MPD administration disagrees with the concept of using CAD information for overtime analysis. The configuration of the Tiburon CAD system is not designed for overtime analysis, nor is it possible to extract that data from the system. The Tiburon CAD system could possibly be "rewritten" to provide this type of data, however, it is not economically or operationally feasible to do so.

Instead, this information can be extracted from the current payroll system providing that additional payroll codes are assigned to better capture the actual purpose of the overtime. Please refer to Recommendation #2 for additional information on this issue.

The draft report states that the Criminal Investigation Bureau (CIB) detectives incur significant overtime and that such high overtime levels are counter-intuitive, given the MPD policy of handing cases off from one shift to the next. The practice is to pass on any follow-up required for a particular case, not to pass on the entire case and to secure from duty. Given the need for successful prosecutions of offenders, it is not possible to hand over an entire case at end of shift.

The practice of passing on follow up to the incoming shift has a two fold benefit. Each officer is required to document his or her involvement in the case. If the out-going shift had to stay and complete all follow-up on active investigations and then file their reports, the amount of overtime expended would be substantially higher. The passing on of follow-up completes the active investigative responsibility for the out-going shift, as the subsequent shift detectives take up this work on straight time. The out-going shift detectives then must file all of the reports related to their portion of the investigation. This may include supplementary reports, arrest reports, entries into NCIC for stolen vehicles or property, teletypes for descriptions of suspects, reports for warrant requests, inventory of evidence or a multitude of other administrative duties that MUST be completed before they secure from duty.

The second benefit of the CIB follow-up practice is that the MPD enjoys one of the highest clearance rates for homicides of any major city in the country. The CIB regularly receives calls from other jurisdictions, inquiring of the practices that lead to high clearance and conviction rates. These clearance rates are the result of aggressive work on active leads on a 24/7 basis and a practice of not letting the work wait until the primary investigator returns on the next shift, after off days or after a vacation. When possible, CIB supervisory personnel will allow a detective to delay follow-up until their return on the next shift, but this is done on a case-by-case basis. The resulting clearances give closure to our victims, but just as importantly, it removes a criminal from the street where they will likely continue to re-offend until brought to justice. This is a form of crime prevention that cannot be quantified, but most certainly cannot be ignored.

The Tiburon data system has a case management module built into it; however, CIB command staff have indicated that the module's present format is not suitable for their needs. CIB command staff will travel to another local law enforcement jurisdiction that currently uses the Tiburon case management module to see it in actual use and reevaluate its usefulness for our Department.

The MPD has already identified the importance of Crystal Reports and the need to maximize the functionality of the Department's Tiburon data system. An analysis was conducted in 2006 that identified the Department's need to increase the number of personnel trained in the creation and use of Crystal Reports to extract data. To that end, funding was secured for the 2007 budget year to accomplish this goal. MPD Technical Services staff has completed the process for hiring a trainer to conduct the training. Training has been scheduled for June 11-15, 2007.

Recommendation #2

Provide Enhanced Reporting on Overtime

The draft audit report recommends the implementation of redesigned program codes to provide more meaningful exclusive classifications of work done on overtime. The MPD is working on this at this time. The CIB will expand its program codes to allow more specific analysis of the type of activity resulting in overtime. For instance, program codes will be assigned to such things as interrogation, report writing, inventorying of evidence or investigation. These types of codes will enhance MPD's ability to better determine exactly what types of activities drive overtime. The Patrol Bureau will reexamine its program codes and make recommendations for additions to enable command staff to better analyze overtime usage in the Districts.

Overtime Authorization and Monitoring

MPD has indeed implemented strong controls over daily overtime decisions. I have even administered formal discipline for abuse of overtime. The draft report points out, however, that these procedures do not guarantee that overtime decisions are consistent between shift commanders. The shift commanders are held accountable for overtime approval through the Assistant Chief's review of overtime expenditures on a bi-weekly basis. Overtime reports generated by payroll specify the amount of overtime budgeted for each pay period along with the actual amount used. These figures are broken down to each shift throughout the Districts. Therefore, it is quite simple to determine if a shift commander is approving considerably more overtime that his or her peers through a comparison of work locations and shifts.

The draft audit report states that the bi-weekly reviews by the Assistant Chief and the Deputy Chiefs of a work location's allocated overtime hour expenditures serves as an incentive for locations commanders to meet their allocation, however there is no incentive for commanders to reduce overtime below their allocation. This does not take into account that the allocation provided to the work locations represents a reduction in overtime hours from the previous two years. Simply meeting the budgeted allocation for all work locations would result in significant reductions in overtime.

It is true that detectives are not always required to contact a supervisor every 30 minutes while on overtime. If a detective is on extension of duty while writing reports, this activity is conducted on a bank of computers located within eyesight of the shift commander. In a case such as this, a supervisor personally monitors the detective. The same would hold true for a detective at a major crime scene. Major crime scenes require the assignment of a Lieutenant of Detectives who personally monitors the detectives on scene. The third case scenario is a detective who is involved in an interrogation. Requiring this detective to check in every 30 minutes would be counter productive and could have an adverse impact on the detective's ability to develop a rapport with the suspect and secure a useful confession.

c. Operational Issues

(Deployment)

The current administration of the MPD had intended to study deployment and staffing of its personnel when the Common Council voted to allocate monies to hire a consultant to conduct a deployment and staffing study. The deployment and staffing study is currently underway. Matrix Consulting Group was the vendor chosen to conduct the study.

The justification for overtime expended by the CIB was presented in the MPD's response to Recommendation #1.

MPD conducted a study to adjust District boundaries that was underway as this audit was being conducted. The study is complete and the revised boundaries have been presented to the Mayor's office for his comments or recommendations. After the Mayor reviews the proposal they will be presented to the Common Council for their input. Any necessary adjustments will then be made and the proposal will be presented to the Fire and Police Commission for approval.

Recommendation #4

Re-examine Deployment

Matrix Consulting Group is currently studying deployment and staffing.

Recommendation #5

Re-examine District Boundaries

New District boundaries have been proposed and are in the approval process at this time.

(Court Scheduling)

Having identified court related overtime as excessive, the current MPD administration had attempted to incorporate court-scheduling software into its court overtime reduction strategy. Unfortunately, the success of this endeavor required the approval of the Courts, District Attorney's Office and the suburbs of Milwaukee County. The former District Attorney and Chief Judge were not interested in participating; therefore, the proposal was dropped.

Recommendation #6

Explore Methods to Reduce Court Overtime

A working group will be assembled to explore revisiting MPD's prior proposal regarding court-scheduling software.

(Special Events)

City leaders have been approached in the past in regard to charging for police related services for special events. City leadership was not interested in pursuing this matter stating that additional revenue was generated for the City through participation of citizens in the event itself. It was felt that charging for police related services would result in cancellation of the events by the organizers and that would have an adverse impact on businesses located near the event itself.

Recommendation #7

Report on Special Event Policing

An end of year report to the Common Council could easily be submitted if they so desire.

(Limited Duty and Civilian Staff)

The limited duty numbers reported in the draft report require some clarification. On May 3, 2007, MPD had a total of 129 sworn law enforcement officers on limited duty. Of that number, 65 were on permanent limited duty. Permanent limited duty is defined as a status wherein the officer will never recuperate adequately to allow him or her to return to full duty status. The remaining 64 officers were on short-term limited duty or light duty status. Short-term/light duty status varies from a few days to one-year; therefore members are continuously rotated back into the full duty work force. These officers may have a minor injury that will fully heal allowing their return to full street patrol.

The Limited Duty Program has been beneficial in the reduction of injury leave pay as it relates to members out on leave for occupational injuries. Members on light duty/limited duty status are placed in areas of the Department where they provide valuable law enforcement related services but do not have physical contact with the public. Elimination of this program would have an adverse impact on internal resources and on the services the MPD provides to the community.

The report states that the 2007 MPD budget includes 23 full-time equivalent Community Service Officer positions. This is incorrect. The correct number is 15 full-time equivalent positions.

Recommendation #8

Investigate Methods to Reduce Limited Duty

The Personnel Division and the Medical Section of the Administration Bureau are currently in the process of developing both Light Duty and Limited Duty Policies addressing, not only the concerns noted in this audit, but numerous other issues. It is anticipated that the policy recommendations will be submitted to the Chief on or about June 30, 2007. The MPD executive staff, the City Attorney and the labor organizations will review both policies prior to implementation by the Department.

Recommendation #9

Report Effectiveness of the Police Service Specialist and Community Service Officer Positions

The audit report calls for periodic assessment and report (in writing) to the Common Council on the cost, savings and overall effectiveness of Police Service Specialists, Police Service Specialist Investigators and Community Service Officers. Because Police Service Specialist Investigators are a new civilian designation on the Milwaukee Police Department it is premature to report on outcomes to the Common Council at this time. A year-end report could be submitted to the Common Council if they so desire. The Police Service Specialist Investigators are part of the MPD's strategy to civilianize positions allowing for law enforcement personnel to perform more law enforcement related work. Sometime in the near future, the entire Background Unit will be civilianized. Although MPD has authority to hire Community Service Officers, as of this time we have not received the classification report (which recommends salary) from the Department of Employee Relations. Until the report is received and approved by the Fire and Police

Commission and Common Council, we cannot start the hiring process. Currently we are preparing for additional recruit classes during calendar year 2007. Background personnel are concentrating on conducting extensive background investigations on potential police recruits. As stated above, we have not been able to move forward on the Community Service Officer positions. This administration anticipates that backgrounds on potential Community Service Officer positions will be conducted sometime after November 2007.

Recommendation #10

Explore Options to Reduce Overtime Related to Labor Agreement Provisions

The Milwaukee Police Department has in the past and will continue to work closely with the City Labor Negotiator to explore the possibility of modifying labor contracts through negotiations. It should be noted that the Department has no control over rates of pay, as they are a contractual item, which impacts and raises overtime dollars.

MPD RESPONSE TO INFORMATION IN APPENDICIES

Appendix #2 (Page 31 and Page 32)

Overtime expenditures by the day, early and late shift CIB detectives were addressed in Recommendation #2 of this document.

The draft report states that contrary to expectations, the units with the highest average overtime per detective are the early and late shift CIB units. It is not at all surprising to the Administration that such is the case. Considering crime trends and frequency of occurrence, the high volume of overtime for these shifts is directly related to the volume of new felony cases that occur on these two shifts. Historically, 75 to 80 percent of new homicides come in on these shifts. Violent crimes, in which personal injury occurs, generate time consuming investigations that require an immediate response and cannot be "held" until the next shift reports for duty. In addition, responding detectives are required to file offense reports, supplementary reports, inventory evidence, etc. while the follow-up for the investigation is passed on to the oncoming shift. Felony investigations of a "minor" nature, or those not requiring an immediate response, are routinely "held" for the oncoming shift at shift change to control and reduce overtime.

The additional factor resulting in high overtime on these shifts is noted in the draft report on Page 37, where it states, "substantial amounts of overtime are consumed by state felony cases and district attorney appearances." All of the detectives working on the night shifts must appear in court on overtime. To the greatest extent possible, MPD utilizes a liaison program to handle charging cases in the District Attorney's Office, but the court cases for these shifts will always be on overtime.

Appendix #2 (Page 32)

The chart makes reference to detectives assigned to the Personnel Division. There are no detectives assigned to the Personnel Division.

Appendix #2 (Page 38)

The draft report states that a FLSA replacement in the Criminal Investigation Bureau is automatic and that the Department should clarify and restrict the circumstances in which a detective is "hired back" to fill a shift vacancy.

Clarification as to the history of the FLSA policy and circumstances under which it is used is needed. The FLSA policy is a contractual item. Some time ago, replacement procedures were negotiated into the MPA contract. When, because of minimum staffing requirements, officers and detectives are unable to secure compensatory off days, they may provide a replacement and the compensatory off day must be approved. The MPA negotiated this agreement so that no one can be denied compensatory time off when prescribed staffing levels can be met through a replacement (paid at FLSA premium rates where they apply).

The FLSA policy is administered consistently in the Districts and in the CIB. Detectives are routinely granted compensatory off days without a replacement if staffing levels permit. If staffing is at or below minimum, the member is required to secure a replacement and the compensatory off day is granted in compliance with the contract.

The draft report further questions the need for minimum staffing levels in the CIB. The CIB handles all felony investigations occurring in the City of Milwaukee on a 24/7 basis. If detectives are not available to handle the call, this responsibility would fall to a patrol officer who, most likely, would not have the training or expertise to handle the felony investigation properly. This would compromise the investigation and lead to reduced clearance rates, unsuccessful prosecutions and a failure to provide maximum effort on behalf of the victim. In addition it would also cause an extraordinary drain on patrol resources, severely impacting the Department's ability to respond to calls for service.