

Referendum Items for Consideration

- Operating Expense Deficit - \$100,000
- Additional Admin position - \$55,000 - \$70,000
- Compensation Study - \$20,000 - \$50,000 (this is the wildcard)
- Additional FT Officer - \$55,000 - \$75,000 (offset by elimination of part-time)
- Small Capital Needs - \$25,000 (primarily IT-related items such as computers, server upgrades, remote meeting technology)
- Detective Conversion - \$4,000
- Emerald Ash Borer Treatment - \$15,000

Total All-in - \$274,000 - \$339,000

Minimum Investment - \$155,000 - \$170,000

Thoughts/Comments:

- Closing the operating expense deficit is critical but funding the new admin position shouldn't be excluded as we are hiring for that.
- Compensation study could potentially be implemented in phases (depending on results) to avoid including it in the referendum but should not be ignored. It is going to become increasingly difficult to retain employees, especially given the record inflation. There are other, potentially controversial, ways of becoming an employer of choice that may also be worth considering.
- Weighing the need for the FT Officer against the rest of the list is difficult but I felt it belonged after the compensation study because I think it is important that we retain the employees we have before we bring in additional staff. I realize this is counter to my request to convert the PT Admin position to a full-time Deputy C-T but the difference between the two is that PD, while tight, can operate with the existing staffing. It's when vacations, illnesses, etc occur that make it extremely difficult due to the need to rely on PT officers, which is almost impossible now. With the Admin, we simply cannot continue to function the way we have as it is causing extreme burnout amongst the staff.
- Small Capital Needs – I would like to see us create a new capital fund that is for small items costing less than \$10,000 or having a life cycle of less than seven years. Ideally, we would be able to get to the point where we could cash fund these items. This initial boost would allow us to get on a set rotation for all our IT needs, which have been sorely underfunded due to financial constraints.
- Emerald Ash Borer – Understanding the desires of our community and what makes us special, we want to save our Ash Trees. We have relied on donations but, ideally, we should be able to fund this work through levy and use donations to do more. Having this funding would ensure we can set a baseline every year.
- Please review Chief's very thorough memo with regards to PD needs, including information related to increase in wage for Detective position.

Once feedback is received on these items, we will begin working with Baird to evaluate impact on the levy and tax rate. Additionally, we are looking at two public information meetings with one in early July and one in late July/early August. This will allow us sufficient time to put the data together for the public. By early July the only outstanding item would be the compensation study, and thus the purpose behind scheduling a second informational meeting after that review/consideration by the Board so that we can update with final data.

Respectfully,
Sharon Eveland



SHOREWOOD HILLS POLICE DEPARTMENT Staffing Recommendation & Request

Prepared by: Jeffrey Pharo, Chief of Police
April 12, 2022

Summary of Situation and Request

The Shorewood Hills Police Department (SHPD) is a full-time, full-service police department. Historically, SHPD has staffed the department with full-time Officers so that if all full-time personnel are scheduled for their normal shifts, all shifts are covered. If an Officer is on vacation, at training, injured, or otherwise on extra days off, the department has covered those shifts with part-time Officers. That staffing model no longer works, and we are seeking to add an additional full-time Police Officer position to our authorized strength and eliminate our part-time Officer program. Additionally, we need to change the Officer/Investigator position to a promoted Detective position.

As you will see below, it is critical for operations, visibility, service, and safety of Officers and the community that an effective staffing plan be maintained by the SHPD.

Current Staffing

The SHPD sworn personnel consists of the Chief of Police, Lieutenant, Sergeant, a hybrid Officer/Investigator, and 3 full-time Officers. We currently have 7 part-time Officers on our roster, however, only 3 of them can pick up shifts on a consistent basis. Two of those are planning to retire soon.

The SHPD has 3 primary patrol shifts, the “A” shift runs 7:00 a.m. – 3:00 p.m., the “B” is 3:00 p.m. – 11:00 p.m., and the “C” runs 11:00 p.m. – 7:00 a.m. Full-time Officers work on a 6-days-on, 3-days-off rotation. We have a power shift that generally runs 5:00 p.m. – 3:00 a.m. When we can staff the power shift, usually, the Sergeant is assigned. The power shift rotation is a bit different because of the 10-hour shifts. The Lieutenant, Sergeant, and Investigator are built into the patrol rotation, and cover patrol in addition to their position-specific duties. The administrative roles of the SHPD command staff have increased greatly, largely due to technology improvements and demands, reporting requirements, and compliance with standards set by regulations, law, and policies.

Current Situation

The SHPD has seen a large amount of turnover since 2017, including 3 different Chiefs, and the retirements of the long-term Lieutenant and Sergeant. New promotions were made, and during that time, several Patrol Officers left the department for other agencies. For quite some time during 2021, the Chief, Lieutenant, and Sergeant were the only full-time personnel that were working solo patrol for the department, working back-to-back, without days off, on numerous 12-hour shifts. During recruiting efforts, we received very few applications, but were fortunate to find two experienced full-time Officers that were able to move into solo patrol with minimal training. During that same period, we ran two processes in attempts to hire additional part-time Officers and found no qualified candidates. As you will see in the section titled, “Recruiting Part-Time Officers,” it is nearly impossible to find candidates that will be effective without substantial training. With Command Staff regularly working patrol shifts, there are no resources to commit to field training new part-time Officers. When we hire a new full-time Officer, our training resources are tied to the full-time Officer. When staffing is critically low, the field training role is added to the Command Staff responsibilities. Training time, administration duties, and patrol functions all compete for time, and each suffers.

Recruiting Part-Time Officers

Although I titled this section “Recruiting Part-Time Officers,” the reality is that there are virtually none to recruit. Currently, for us to field a part-time Officer, they need to have completed the Police Academy, and must be certified by the WI Law Enforcement Standards Board (LESB.) Beyond that, they need to be field trained to our

standard and have enough experience to work as competent solo Patrol Officers. Typically, SHPD Officers work alone, with very limited resources, and need to be able to handle any police call that comes their way. That training process can take up to a full year for a new Officer. In three recent attempts to hire part-time Officers, we were unable to find any eligible candidates.

Historically, SHPD relied upon experienced Officers from other agencies that were seeking outside employment. Times have changed in several ways, and that pool of potential Officers no longer exists. Many other police agencies do not allow Officers to work part-time at other agencies. Most area police agencies are experiencing reduced staffing, difficulty in recruiting and hiring, early retirements, and Officers leaving for other career opportunities. Officers can work overtime in their current departments for over three times the pay of working part-time for SHPD, and the extra pay at their primary agency increases retirement and other benefits. There is no representation for part-time Officers, and in the current community climate, most Officers value their time off more than the small amount of pay from working part-time. In all but a very few cases, retired Officers are not interested in returning to policing in any manner.

The current rate of pay for SHPD part-time Officers is \$20.50 per hour. The 2022 entry-level pay rate for SHPD full-time Officers is \$25.86 per hour. Our part-time Officers do the same job that the full-time Officers do, without other benefits or representation. They are required to have the same qualifications as a full-time Officer but are not provided with the equipment an Officer needs (body armor, duty gear, etc.), at a cost of about \$2000. Full-time Officers are provided all needed equipment. The Maple Bluff Police Department is one of the only other local agencies that fields part-time Officers. Their part-time Officer pay rate is \$25 per hour. They are a direct competitor with SHPD for qualified candidates that come from a very limited candidate pool.

Technological changes are a factor for Officers and their desire to work part-time. Each agency has specific software programs related to incident reporting, crash reporting, records, body and squad car cameras, evidence processing, and more. Each agency has specific policies, procedures, and other dynamics that impact an Officer every shift. In years past, forms were consistent, fill-in-the-blank forms, and an Officer didn't need to keep up with login credentials, specific formats, and other perishable details just to "go to work." Some aspects of those make it almost impossible to work an occasional shift, especially during off-hours, because there is no one to fix login or technology problems. Good Officers that can work any situation, are frustrated, and hampered by technical difficulties, and the frustration and angst "just isn't worth it." (Quote from a SHPD part-time Officer that resigned recently.)

The Benefits of Adding a Full-Time Police Officer Position

We are currently short one full-time Officer. Being short that position results in the Sergeant moving out of the power shift to cover our "B" shift, therefore eliminating our supervisory presence and second officer during key hours. Another Officer is on light duty due to an injury, so I am covering patrol on day shift, sometimes for a 6-day rotation. Key administrative duties do not stop, so the patrol function, visibility, and "less important" administrative functions suffer. With very few part-time Officers to fill shifts, Officers have been ordered to work 12-hour shifts, and have been denied time off requests, so they aren't getting the rest they need. Overtime continues with each pay period.

An additional full-time Officer position should bring overtime reductions, consistent & full staffing, increased Officer visibility, increased supervisory presence, better recruitment and retention, better Officer safety, and better employee health & wellness.

- **Overtime Reductions**

Overtime, other than for court or late calls, is typically due to open shifts, and there being no part-time Officers available to cover. Officers, including the Lieutenant and Sergeant, working overtime are paid at time and one half their regular rate of pay. Adding another full-time Officer ensures that we have an Officer

that we can plug into open shifts without relying on part-time Officers. An additional full-time Officer adds over 220 shifts of patrol coverage (minus their time off for vacation, holiday, etc.)

In 2021, the budgeted amount for police overtime was \$9,000. The actual amount spent was \$21,737, an overage of \$12,737. Command staff covered a significant number of patrol shifts when no Officers were available or were already scheduled on back-to-back 12-hour shifts. Command staff coverage greatly reduced the amount of overtime generated, but that is not sustainable or in the best interest of the department or community.

- **Full and Consistent Staffing**

Full staffing allows the department to engage in community outreach and allows us to nurture relationships with the community. With full staffing, the department can fill liaison positions with significant community groups like apartment management, retail stores, the school, and others. Officers can provide increased traffic enforcement and have time available to work traffic grants.

- **Increased Officer Visibility & Service**

The addition of another full-time Officer will allow increased visibility of police. Assigned to patrol, Officers are not off the street for administrative duties. When an officer is assigned to a call, a second Officer can remain visible and available for service when they are not needed on the call. Officers that are not overworked provide better service. Citizens receive the level of service they deserve and expect from SHPD.

- **Increased Supervisory Presence**

With improved staffing, the Sergeant will work the power shift, and will consistently work with our newest Officers. Consistent with the position, the Sergeant's primary responsibilities will be supervision instead of patrol.

- **Better Recruitment and Retention**

We are more likely to recruit Officers for full-time, benefitted positions. Officers that feel overworked and are unable to take time off will look for other options and are more likely to leave the SHPD for better conditions. Officers consistently state that the lack of immediate backup from SHPD Officers is a factor in their decision to leave the department.

- **Better Officer Safety**

Adding another Officer will create more overlapping coverage when we are at full staffing, allowing us to add a second patrol officer during key hours, and keeping the Sergeant on the power shift. When we do not have a second Officer working, we rely on outside agencies to assist, and they are not always available. A second SHPD Officer provides immediate back-up. Officers that are not overworked due to overtime are more alert. With better supervisory coverage, new Officers will learn better tactics, enhancing their safety.

- **Better Employee Health & Wellness**

Officers that can take time off and are not overworked are less likely to burn out, become injured, or suffer other impacts of stress. With adequate time off, Officers are more likely to exercise and engage in healthy activities outside of work. They are less likely to rely on caffeine and other stimulants, while they are more likely to eat well, sleep better, and otherwise better take care of themselves.

Investigator Position Changed to Promoted Detective Position

The SHPD has a current position that is assigned as a hybrid Officer/Investigator. That Officer splits our day shift patrol responsibilities with the Lieutenant. This position is generally assigned as three days of the six-day rotation being patrol, and the other three days assigned as investigations. Although the Officer is assigned to patrol, during

those days, they are not able to “turn off” the investigative function, as cases continue to come in, and there is constant need for follow-up. This Officer needs to have a range of experience and an abundance of training in all aspects of investigation, and they serve as the primary investigator for the SHPD. We have no outside agency to follow-up on our investigations, and as a full-time, full-service agency, we are obligated to follow-up on cases in the same manner as any other police agency. This Officer serves as an investigator on the Dept. of Justice Internet Crimes Against Children (ICAC) Task Force. As technology and community expectations continue to expand, the Detective role will only become more crucial to the department.

In addition to their investigative role, this Officer is also responsible for the SHPD Property Room and evidence storage, recordkeeping, and disposal. That duty is constant, and each time property or evidence is kept or logged, this Officer has work to do to be compliant with standards of storage and evidentiary rules. In many agencies, this duty alone is a separate function, but within SHPD is another specialized task that this Officer brings to the department. Included with this function is ongoing, specialized training and certifications specific to that role. When new Officers are trained, this Officer trains the new Officer on the SHPD evidence processing and recordkeeping procedures.

This Officer is also trained and certified as an Evidence Technician, and in addition to the lead investigator on any major case, is the lead on evidence collection and handling.

Due to the advanced level of training required of this position, the level of service that this Officer brings to the department, and the resources that they have available, it is my recommendation that this position be reclassified as a promotion to “Detective,” and carry the pay consistent with the position. I do believe that this Officer can continue to work patrol shifts, but because there is no clear delineation of duties, their title should be that of Detective. Currently, when this Officer is working the investigative role, they are paid \$1.00 more per hour than their regular rate of pay. The Detective position should remain a WPPA represented position, as it does not carry supervisory responsibilities, and has a patrol component.

SUMMARY OF TOTAL COST OF IMPLEMENTATION

Cost for Additional Full-Time Police Officer Position

The entry level rate of pay for a probationary Police Officer is \$25.86 per hour as set by the 2022 WPPA contract, for an annual salary of \$53,788. That amount may vary somewhat, as candidates with significant experience may be hired at a higher rate. The cost of employer-paid benefits for a full-time Officer depends on if the employee elects family, single, or opts out of health and/or dental insurance. Employer-paid benefits, including Medicare, Social Security, health and dental insurance (family), WRS contribution, and payroll taxes, cost an estimated \$39,115 per year. The cost to equip a new Officer is approximately \$2000 upon hire (\$500 annually after), for an approximate total cost of \$92,903 for an entry-level Officer.

Our current part-time Officer program is budgeted at \$25,000 annually. Our current overtime budget is \$9000. The overtime budget could be reduced to \$5000 but cannot be eliminated due to overtime that will occur due to late calls, court, and other circumstances encountered in policing. Combined, there is a \$29,000 budget savings that can offset the cost of the additional full-time Officer position, reducing that cost to an estimated \$63,903.

Cost for Detective Promotion

The Detective promotion should carry a 5% pay increase (current standard for area agencies) over the Officer’s current base rate. In the current case, that would move the promoted Officer from \$30.87 per hour to \$32.41 per hour, a \$1.54 per hour raise. That position currently is paid an extra \$1.00 per hour when assigned in the Investigator role. With that current extra pay figured into the cost for half of the shifts per year, the total yearly cost

for this promotion, with a 5% pay raise would be \$2163 per year over the current rate of pay, plus an additional estimated \$899 increase in benefits paid by the Village, for a total of \$3062.

The total estimated cost for these changes to SHPD staffing is \$66,965.

Going Forward

Adding one additional full-time Officer is a start. As the Village continues to add apartments and businesses, and as demands for all police agencies continue to grow, the Village should move to always having a minimum of two Officers on duty. As noted above, other agencies are not always able to respond to SHPD requests for assistance, and all calls that require contact with a suspect or are “in-progress,” require a two Officer response. When the SHPD Officer is on a call, arrest, or otherwise out of service, there is no patrol presence in the Village. Some calls can take considerable time, such as an Emergency Detention (ED) related to a mental health emergency, an Operating While Intoxicated (OWI) arrest, or a significant investigation. A routine OWI arrest will take about 3 hours to complete. An ED transport to Winnebago Mental Health in Oshkosh will take a minimum of 6 hours. This staffing model will require additional commitments to department infrastructure, as an additional vehicle and more workspace will be needed.

Beyond these changes to our staffing model, the Village should look at the salary of our full-time Officers, as SHPD pay is currently at the low end of the scale in Dane County. Although determined through collective bargaining, to recruit and retain the quality Officers that SHPD deserves, pay rates need to be competitive with other agencies.

By making the immediate changes to the SHPD staffing model, I believe that we can effectively deploy our personnel and continue to provide exceptional service to the Village of Shorewood Hills. These changes create an additional promoted position, and continues moving the department forward, aids in recruitment and retention, and recognizes the value of our personnel. These changes allow us to have a staffing model that not only ensures basic patrol coverage but enhances that coverage with additional SHPD personnel.

By continuing to progress the SHPD and get ahead of future demands, we will be able to meet the needs of the community and continue to fulfill our mission to deliver quality law enforcement services, build trust, and improve the quality of life for our community.