

204

INDIVIDUAL TECHNICAL ASSISTANCE REPORT

*In Response to a Request for Technical Assistance*

*By the*

Eau Claire County, Wisconsin, Sheriff's Department

*[Handwritten signature]*

September 25, 1973

NCJRS

NOV 30 1976

ACCL

Prepared by:

Public Administration Service  
1313 East 60th Street  
Chicago, Illinois 60637

(Per Contract J-LEAA-015-72)

37841

I. PRELIMINARY INFORMATION

A. Consultant Assigned:

G. Stephen Lloyd  
Senior Associate  
Public Administration Service

B. Date Assignment Received:

June 15, 1973

C. Date of Contact with LEAA Regional Coordinator:

June 18, 1973

D. Dates of On-Site Consultation:

July 17-19, 1973

E. Individuals Contacted:

Arvin Ziehlsdorff  
Sheriff  
Eau Claire County

Roger R. Hahn  
Captain

Roger T. Brown  
Senior Lieutenant

Donald J. Spindler  
Sergeant

Donald R. Foss  
Detective Sergeant

Virginia Hahn  
Bookkeeper

## II. STATEMENT OF THE PROBLEM

### A. Problem as per Request for Technical Assistance:

Communication from staff of the Wisconsin Council on Criminal Justice indicated that the Eau Claire County Sheriff desired a study leading to the proper allocation of manpower resources of his department. On-site visitation was to be limited to three days.

### B. Problem Actually Observed:

The actual problem differed in several respects from that indicated in the technical instructions. The Sheriff had earlier defined several areas which he felt needed to be explored. Basically, these included organization, manpower requirements and distribution, criminal and civil process records, personnel records, training, and several other areas. A study of the jail was not requested since this function of the Sheriff's Department is currently being studied separately. The three days of on-site visitation did permit exploration of several of these functions of concern to the Sheriff.

## III. FACTS BEARING ON THE PROBLEMS

See attached consultant's report.

## IV. POSSIBLE COURSES OF ACTION

See attached consultant's report.

## V. RECOMMENDED COURSE OF ACTION

See attached consultant's report.

CONSULTANT'S REPORT

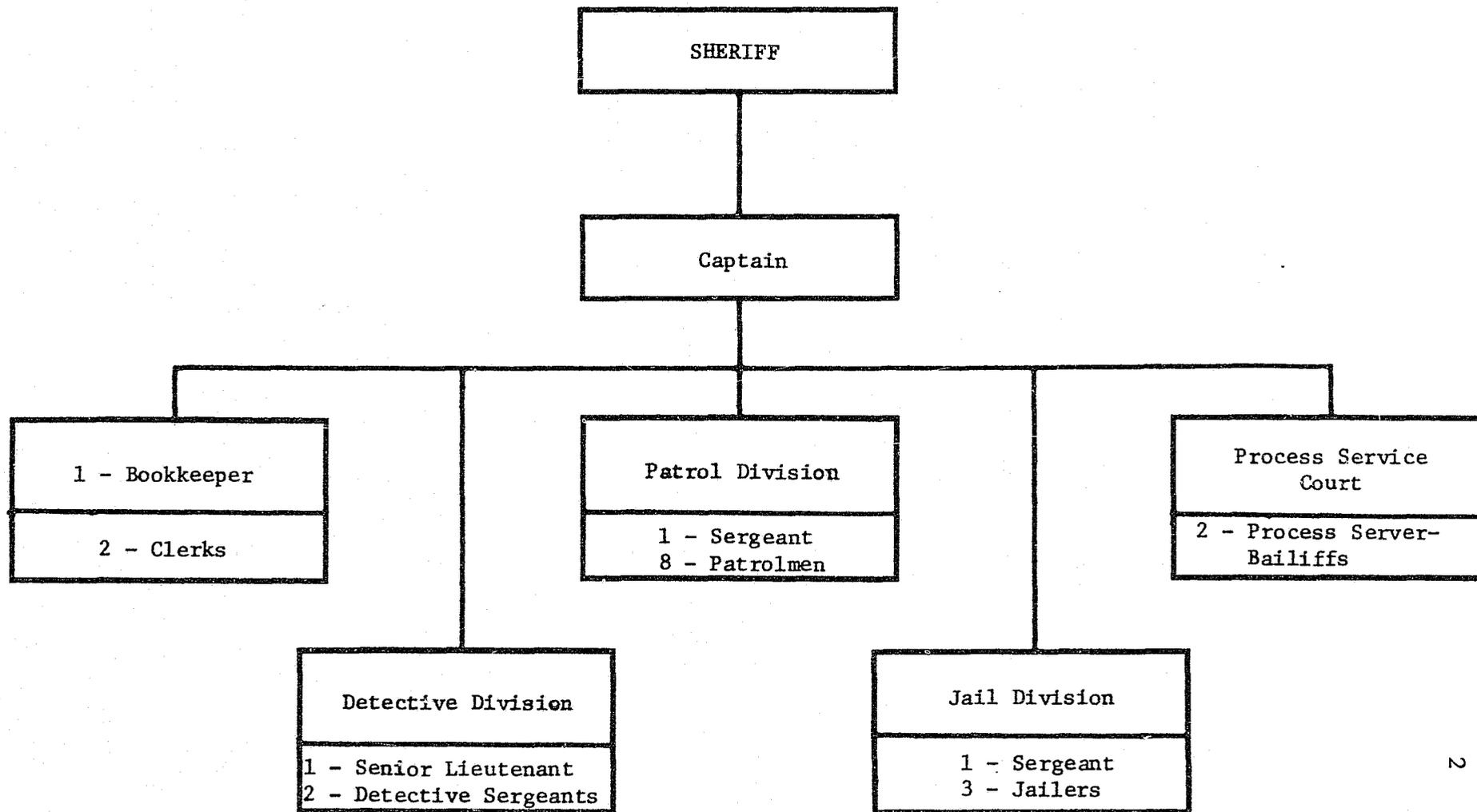
## I. INTRODUCTION

The Eau Claire County Sheriff's Department provides a host of law enforcement services to residents of the unincorporated area of Eau Claire County. The only other law enforcement agency in the County with any notable resources is the Eau Claire Police Department. This department adequately satisfies the needs of the City of Eau Claire for police services. The communities of Altoona, Augusta, Fairchild, and Fall Creek have small departments which call upon the Sheriff's Department for assistance in the event of major incidents. In addition to its law enforcement responsibilities, the Sheriff's Department operates the only jail in the County, serves process papers, transports prisoners and patients to state institutions, provides bailiffs to the circuit and county courts, and performs a number of other functions outside the scope of law enforcement.

The Department has a total of 23 employees, not including the jail cooks, who are paid primarily by the Sheriff, one of the many archaic features of the office of the Sheriff in Wisconsin and elsewhere. These employees are as follows: sheriff, captain, senior lieutenant, two detective sergeants, one patrol sergeant, one jail sergeant, eight patrolmen, three jailers, two process servers-bailiffs, one bookkeeper, and two clerks. These employees are ostensibly organized as illustrated in Chart I. Supplementing the above staff is a complement of approximately 25 reserve officers. These officers are used for vacation relief. With respect to law enforcement and other responsibilities, the Sheriff's Department compiled the following record in 1972.

Complaints Handled	\$,718.0
Total Arrests	126.0
Adult Arrests	67.0
Juvenile Arrests	59.0
Part I Index Crimes	205.0
Percent Cleared by Arrest	18.8
Accidents Investigated	491.0
Process Papers Served	3,831.0
Prisoners and Mental Patients Transported	130.0

Chart I  
ORGANIZATION CHART  
OF THE SHERIFF'S DEPARTMENT  
EAU CLAIRE COUNTY, WISCONSIN



## II. DISCUSSION OF CURRENT INADEQUACIES

In 1969, after a limited survey of the Eau Claire County Sheriff's Department in conjunction with another study, Public Administration Service concluded that the Department had the earmarks of a good, small police department but suffered appreciably from inadequate personnel management policies, records and communications procedures, and housing facilities. Some of these problems have been rectified in the ensuing four years while others uncovered during the course of this study must be dealt with. Some of the positive aspects of the Department are its excellent equipment (motor vehicles, radios, and cameras), salary and fringe benefit improvements since the last survey, improved training, and improved communications with the advent of the joint communications center operated by the Eau Claire Police Department. It is also expected that the Sheriff's Department and the Eau Claire Police Department will join together in a joint facility in the not too distant future. This can only serve to benefit both departments. The Sheriff's Department can anticipate improvements in police records management, evidence storage, facilities for in-service training, office space, and other programs made possible by the proximity of the two departments.

Despite the present and expected future improvements, the Sheriff's Department suffers from several inadequacies some of which can be overcome through its own actions, and others which will require County Board action. It is well to list the more serious inadequacies perceived during the course of the current survey. These will be discussed in greater detail in the next section of the report. They are as follows:

1. The organization needs restructuring to enable the Sheriff to deal directly with the component divisions rather than through an intermediary.
2. Certain supporting services, e.g., criminal records, equipment maintenance, personnel records, property records, are too decentralized.
3. The clearance rate for Part I index crimes (18.8 percent) is unacceptable and indicates a need for more thorough follow-up investigations.
4. Record-keeping procedures involved in paper service are archaic and in need of revision.
5. Existing records indicating officer activity are not analyzed to determine the level and distribution of patrol manpower.

6. The Detective Division keeps no log of cases under investigation nor is there a case assignment and follow-up system.
7. The Detective Division is overburdened with duties which largely explain why the Sheriff's Department has a low clearance rate. These duties include attending hearings on commitments to mental institutions every Monday, serving as court bailiffs, serving warrants, and transporting individuals to institutions.
8. Field supervision of Patrol Division personnel is inadequate. After 5:00 p.m. there is no supervisor on duty. This problem is not mitigated by the current practice of having a detective serve as the duty officer. The duty officer serves in this capacity for seven days and is on call to supervise if needed. However, he is not regularly in the field to supervise.
9. Patrol Division personnel are also burdened with many of the same duties that Detective Division personnel perform; e.g., prisoner transportation, court bailiff duties, etc. Coupled with the patrol manpower situation; e.g., a maximum of two patrolmen in the field at one time, these other duties seriously limit the amount of time which patrol personnel can devote to their primary duties of preventive patrol, business checks, traffic enforcement, and initial investigations. It is not uncommon to have only one patrolman covering the entire County during the busy day and evening hours. Although reserves are occasionally used to supplement regular manpower, this staffing method is not an adequate substitute for regular police manpower.
10. Although juvenile arrests constitute approximately 50 percent of the Department's total arrests, the Department is not sufficiently staffed to handle this growing and special problem.

Several other practices have been traditional in the operation of the Sheriff's Department which may not be possible to change. The principal ones are related to the financing of the Sheriff's operations. These include the accounting practices of requiring the Sheriff to finance, out of his own funds, the food service operation of the jail and the pickup and delivery of fugitives and individuals to state institutions. Although the Sheriff is eventually reimbursed for expenses incurred in these activities, he must maintain a rather elaborate set of books to justify these expenditures to members of the County Board. It would be much simpler if these activities were financed directly and entirely from county

funds. Obviously, the Sheriff would be required to submit required documentation in accordance with accepted accounting principles and to live within the budget for these respective items. However, the accounting system would be under the jurisdiction of appropriate county officials whose primary responsibilities are accounting-oriented. As noted above, these practices have surrounded the office of the Sheriff for years and may not be possible to change. But they must be questioned. The fallacy of having a county official, whose primary responsibilities relate to law enforcement, involved in an area in which he is not qualified should be self-evident.

A similar situation is the practice of using money obtained from the sale of photographs and accident reports to purchase the photography equipment. Such revenue should be turned over to the County and the equipment included as a budgeted item.

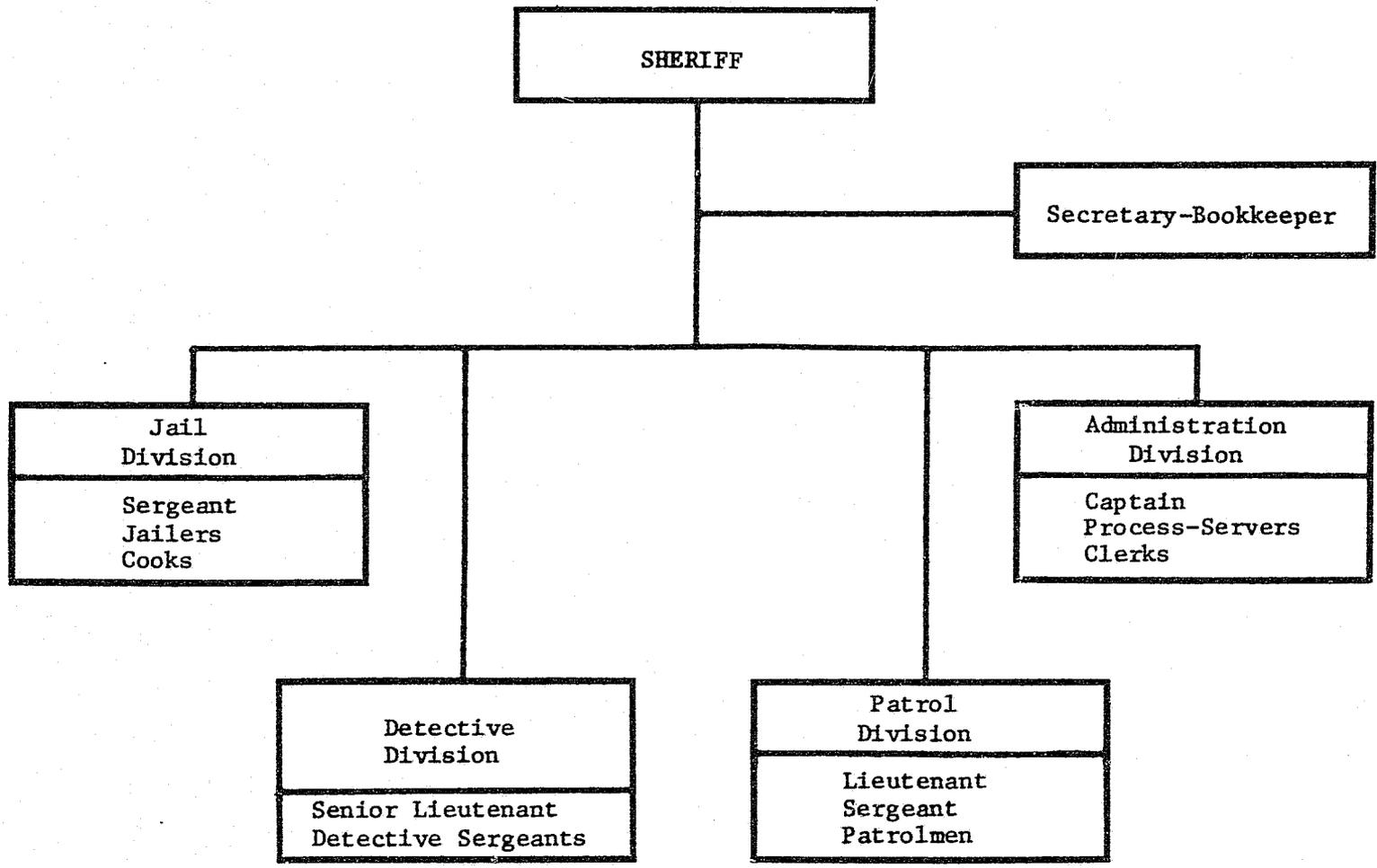
### III. RECOMMENDATIONS FOR IMPROVEMENT

The recommendations which follow relate to the principal operations of the Sheriff's Department except the jail function. Although the problems presented by the archaic methods of financing food service, travel, and the purchase of certain equipment were noted previously, it should be clear that a more thorough exploration of these practices, involving as participants the Sheriff, certain members of the County Board, and other county officials, will be required to rectify the situation.

#### Organizations and Functions

1. Restructure the organization as illustrated in Chart II below. A few comments and explanations are in order. The principal changes are the creation of an Administration Division commanded by the Captain and the removal of the Captain from direct line authority over the other divisions.
2. The Administration Division should perform the following functions:
  - a. Maintenance of the Department's criminal records.
  - b. Evidence and recovered property storage.
  - c. Typing of all department reports and correspondence with the exception of the Sheriff's.
  - d. Process service and court bailiff service.
  - e. Maintenance of all vehicle service records on both patrol and detective vehicles.
  - f. Maintenance of all personnel records; e.g., employee file, sick leave, vacations, overtime worked, training records. No personnel records should be maintained by the other divisions.
  - g. Compilation and typing of the traffic citation control ledger and bail list.
  - h. Prisoner fingerprinting and photography.

Chart II  
 PROPOSED ORGANIZATION  
 OF THE SHERIFF'S DEPARTMENT  
 EAU CLAIRE COUNTY, WISCONSIN



3. If the Sheriff so desires, the Captain should serve as the Sheriff's chief deputy. In that capacity he would relieve the Sheriff in his absence, be the administrative and personnel officer of the Department, and attend meetings of the Law Enforcement Committee of the County Board in the Sheriff's absence.
4. The secretary-bookkeeper should be the Sheriff's personal secretary as well as maintain the Huber Act prisoners accounts. Until such time as policies are changed with respect to the food account, the travel account, and the photo equipment account, the secretary-bookkeeper should also maintain these accounts. The last mentioned should be transferred from the Detective Division.
5. Other recommended changes are covered below.

#### **Manpower Level and Deployment**

A methodology for determining, as accurately as possible, the manpower level and deployment of the Sheriff's patrol personnel is being submitted under cover. This methodology should assist the Sheriff in the future to determine the need for manpower as well as its deployment. One thing is clear now, however. The Sheriff needs more supervisory and field manpower to do the job which he has been assigned. To this end the following recommendations are in order:

1. Reclassify the Sergeant of Patrol to Lieutenant. Assign vehicle maintenance records, personnel records, and traffic clerical functions to the Administration Division to enable this supervisor to provide more field supervision.
2. Assign a Sergeant to supervise the Patrol Division during the evening hours. This position should be filled by promotion which in turn will require filling a patrolman's vacancy.
3. Continue the duty officer concept to provide a on-call supervision when the Lieutenant and Sergeant are off duty.
4. Increase the Patrol Division from 8 to 10 patrolmen. This complement should enable the Sheriff's Department to mount the following patrol effort:

<i>Time of Day</i>	<i>Officers In Field</i>	<i>Relief</i>
7:00 A.M.— 3:00 P.M.	1	
8:00 A.M.— 4:00 P.M.	1	
3:00 P.M.—11:00 P.M.	1	
4:00 P.M.—12:00 A.M.	1	
11:00 P.M.— 7:00 A.M.	1	
12:00 A.M.— 8:00 A.M.	1	
<i>Total</i>	<i>6</i>	<i>4</i>

National surveys indicate that it takes 1.6 officers to cover one position 24 hours per day, seven days per week to account for vacations, sick leave, days off, court time, training, and the like. Thus, to enable the Sheriff to have six officers in the field around the clock, four relief officers must be provided ( $6 \times 1.6 = 9.6$  and rounded to 10).

5. Even with two officers on duty at one time on the day and evening shifts, the Sheriff's Department will still be in danger of being short staffed for patrol purposes because of the likelihood of patrol personnel being called upon to serve as court bailiffs, to serve papers, or transport prisoners.

It is important, therefore, that the Sheriff's Department revise the officer's daily activity report to reflect all duties performed by patrol personnel. A sample form is included as Attachment I. This form can be modified to suit the situation. An analysis of these daily activity reports, coupled with an analysis of the complaint/dispatch cards completed by the communications center, should enable the Sheriff's Department to determine precisely the amount of manpower required to satisfy the many demands placed upon patrol personnel.

6. The Detective Division personnel, as noted above, are required to perform many duties which detract from their basic investigative mission. One man is assigned practically full-time to serving warrants while all personnel are involved in court-related duties. To allow the Detective Division more time for follow-up investigations, and for juvenile and crime prevention work, the following recommendations are appropriate:
  - a. Transfer the clerical work involved in warrant processing to the Administration Division.

- b. Assign one detective as a specialist for cases involving juveniles and for crime prevention work.
- c. In the event that one detective is unable to devote sufficient time to juvenile and crime prevention work, the Sheriff should increase the Detective Division by one detective. An analysis of the detective's daily activity reports and case load information should provide accurate proof of this situation. A methodology for determining detective manpower is being submitted under separate cover.
- d. The Sheriff's juvenile specialist should work closely with juvenile specialists of the Eau Claire Police Department as well as with personnel assigned to the courts, schools, and the County Social Service Department. It is hoped that the following will result from this coordinated effort:
  - (1) Development of coordinated juvenile delinquency planning;
  - (2) Development of a coordinated referral system;
  - (3) Joint juvenile investigations;
  - (4) The potential development of a Youth Service Bureau serving all of Eau Claire County.

#### Records

A detailed study of the Sheriff's basic record system was not performed. However, the consultant did observe the record-keeping procedure involved in paper service. The following recommendations seem appropriate:

1. The Sheriff's Department should adopt the same system now used by the Eau Claire Police Department. This system includes a central index to all reports and files, central files with one numbering system, a field reporting system, and report review. Among other notable features of this system is its use of automatic data processing.
2. Records now maintained by the Detective Division should be incorporated within the general records system of the Department.

3. The records system involving paper service should be revised to incorporate the following changes:
  - a. Each time a paper is received in duplicate for service, it should be stamped with the date and receive a control number. A "day sheet" should be completed and attached to the original and filed by control number. The control number should also be affixed to a "proof of service" form which will go with the duplicate paper to the person on whom the paper is being served. A simple number check-off form should be devised so that the clerk handling this task can account for control numbers issued.
  - b. When the "proof of service" form is returned by the process server, the original paper with the "day sheet" should be pulled from the control file and the charges figured on the "day sheet" and on the "proof of service" form. The original paper and the "proof of service" form should be sent to the attorney.
  - c. The "day sheets," representing papers served, should be filed by attorney's name and within this breakdown by date of service.
  - d. The ledger book should be eliminated. Information entered in the ledger duplicates that which appears on the "day sheet." The "day sheets," representing papers served, should satisfy all requirements for a permanent record.
  - e. All other procedures should remain substantially the same.
4. Centralize vehicle operation and maintenance records and personnel records in the Administration Division.
5. Institute a case assignment system for all cases assigned to the detectives. Work load and performance records, made possible with a case assignment system, would facilitate systematic planning and evaluation of detective operations. A case assignment records system should contain the following information:
  - a. An entry (using report number) for every case to be followed up.

- b. The nature of the crime.
- c. The state in which the case is received.
- d. Who is assigned to the case.
- e. The date and time of the detective's first contact with persons involved in the case.
- f. The dates when preliminary, interim, and final investigative reports are due.
- g. The disposition of a case—cleared, open suspended.

### **Personnel Management**

During the past four years salaries of Sheriff's personnel have been substantially increased, new officers now are required to undergo recruit training; fringe benefits have been improved; and there have been other improvements which indicate that the Sheriff's Department is moving in the right direction. The following recommendations are offered to improve the Department's management of personnel:

1. Policies on overtime and compensatory time should be the same for process servers and clerical employees as for other Sheriff's Department employees.
2. A career development plan should be formulated for each of the Sheriff's law enforcement personnel. This plan should specify the desired courses of study to be taken by each man. Each man should be reimbursed for tuition and books upon successful completion of the course. In addition, he should receive additional salary increments for completion of degree programs.

### **Detective—Patrol Interrelationship**

The operational interactions between the Detective Division and the Patrol Division are quite significant. The quality of preliminary investigations and the amount of information forwarded to the Detective Division by patrol forces often determine the effectiveness of investigations as well as the record of an entire Department.

The Sheriff's Department suffers in some respects from an inadequate understanding of the respective roles of those two important units. Several recommendations are in order:

1. The quality of preliminary investigations should be improved. The patrol lieutenant and the recommended patrol sergeant should spend time in the field supervising patrol personnel and reviewing their work methods. Report review—a function of the Detective Division—should be improved.
2. Responsibility for complete preliminary investigations should be placed with the Patrol Division, until the decision is made to transfer responsibility to the Detective Division.
3. It should be made clear to the commanders of these respective units that the Patrol Division is not merely a traffic patrol but the basic investigative arm of the Department.

ATTACHMENT I



**END**

7 ablos/116001