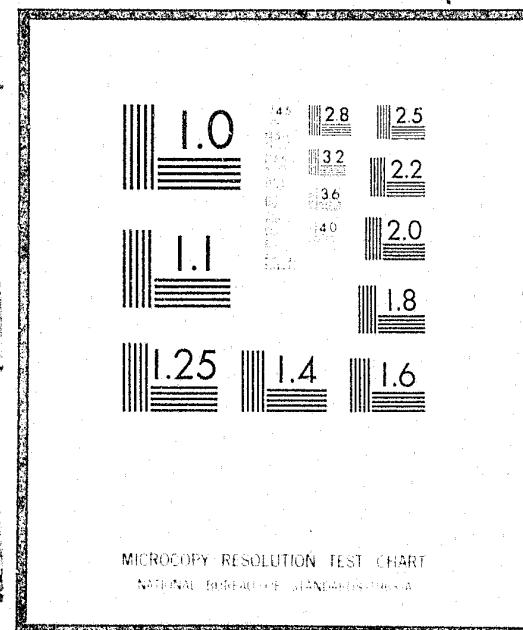


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

8/24/77

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## LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

### POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT:

Organization and Management Study

REPORT NUMBER:

76-191/098

FOR:

Oconomowoc, Wisconsin, Police Department

Population: (1975 estimate) 10,300

|                         |    |
|-------------------------|----|
| Police Strength (Sworn) | 21 |
| (Civilian)              | 2  |
| Total                   | 23 |

Square Mile Area: 5.4

CONTRACTOR:

Public Administration Service  
1776 Massachusetts Avenue, N.W.  
Washington, D.C. 20036

CONSULTANT:

Ronald F. Wiborg

CONTRACT NUMBER:

J-LEAA-002-76

DATE:

February, 1977

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APR 12 1977

ACQUISITIONS

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## I. INTRODUCTION

Technical assistance was requested by the City of Oconomowoc, Wisconsin, to study its police department and make recommendations for change with emphasis on:

1. Manpower allocation
2. Organization and planning
3. Training assessment
4. Feasibility of partial or full consolidation with other area departments.

The key persons involved in the initiation and processing of this request for technical assistance were:

Requesting Agency: Mr. George De French  
Oconomowoc City Administrator

Planning Agency: Mr. Charles M. Hill, Sr.  
Executive Director  
Wisconsin Council on Criminal  
Justice

Approving Agency: Mr. V. Allen Adams  
Regional Administrator  
LEAA Region V, Chicago, Ill.

On-site evaluation was conducted during the period January 2-7, 1977. During this time Ronald F. Wiborg, the consultant, a) interviewed members of the police department and city officials, b) observed police procedures, c) examined reports, records, and statistical data.

Individuals contacted during the study were:

Mayor Florence Whalen  
City of Oconomowoc

Mr. George De French  
City Administrator  
City of Oconomowoc

Chief Leonard L. Schacht  
Chief of Police  
Oconomowoc Police Department

Captain Charles Fortmann  
Oconomowoc Police Department

Sergeant Kenneth Sherman  
Oconomowoc Police Department

Sergeant Harold Lemke  
Oconomowoc Police Department

Sergeant John Ahrendt  
Oconomowoc Police Department

Corporal Michael Dodd  
Oconomowoc Police Department

Detective Herman Steinke  
Oconomowoc Police Department

Detective Ernest Lindemann  
Oconomowoc Police Department

Patrolman Tom Liston  
Oconomowoc Police Department

Patrolman Timothy Carpenter  
Oconomowoc Police Department

Patrolman William Dexter  
Oconomowoc Police Department

Alevia Wittnebel, Clerk  
Oconomowoc Police Department

Lucinda Schlieve, Clerk  
Oconomowoc Police Department

Peter Fjolandts  
Chief of Security  
Olympia Village

Tom Merrifield, Director  
Southeastern Wisconsin Regional  
Criminal Justice Planning Commission  
Racine, Wisconsin

Robert Kowalski, Planner  
Waukesha County Criminal Justice Coordinating  
Council  
Waukesha, Wisconsin

Greater Oconomowoc Area Chamber of Commerce

Manager and Reservations Clerk  
Olympia Village  
Oconomowoc, Wisconsin

## II. STATEMENT OF THE PROBLEM

The purpose of the study is to determine what changes can and should be made in the present organization and management framework of the Oconomowoc Police Department.

The City of Oconomowoc and its services, such as police and fire, etc., have in the past been justifiably planned for in the general mode of a small city, well removed from a large metropolitan area. The city is beginning to experience tremendous expansion in population, resort, and recreational facilities, however. Many neighboring communities are currently contracting with the city for certain services such as fire protection and ambulance and library services. The major problem facing Oconomowoc and its police department is that the small-town atmosphere which characterized its function and overall management in the past is now gone. The city is about to experience a projected 50 per cent increase in permanent population, along with a continued increase in vacation and recreational facilities. The police department must plan now for this new growth before it arrives.

With this thought in mind, the primary areas of concern for the City of Oconomowoc and its police department are as follows:

1. Dispatching
2. Records
3. Security
4. Juvenile Officer
5. Property and Evidence Control
6. Performance of Non-police Functions
7. Operations

### III. ANALYSIS OF THE PROBLEM

#### The Community

The City of Oconomowoc is located 30 miles west of Milwaukee, Wisconsin, in Waukesha County. Since the late 1800's the city has been known for its surrounding recreation and resort facilities.

The 1975 projected population is 10,300, which is up nearly 25 per cent from a 1970 level of 8,741. The city limits comprise 5.4 square miles containing 39.4 miles of streets. In addition, there are two lakes, Fowler and Lac La Belle.

Oconomowoc's major resort facility is on the eastern edge of the city limits. Known as Olympia Village, this resort complex is host to conventions and vacationers from around the country. Olympia Village officials estimate that 150,000 to 175,000 people from outside a 30-mile radius of Oconomowoc stay at the resort during a calendar year.<sup>1</sup> Even though the vacation/convention complex is nearly self-contained with restaurants, movie theaters, clothing stores, a golf course, ski runs, etc., many of its clients frequent Oconomowoc's business district. Between June 1 and September 30, an estimated 500-600 people per day leave the Olympia Village complex and drive in the Oconomowoc area on shopping and sightseeing excursions. From October through May this number is estimated at 300-400 each day.<sup>1</sup>

In addition to this resort trade, the City of Oconomowoc is also host to residents from smaller neighboring communities such as the Town of Oconomowoc, Village of Oconomowoc Lake, Lac La Belle, Summit, and Ixonia, the jurisdictional boundaries of which adjoin Oconomowoc's city limits. Thus, the actual population, both permanent and transient, which has a direct affect on municipal services, far exceeds the 10,300 projected through 1975. In addition, the city anticipates a growth in population of 50 per cent over the next several years. Present housing subdivisions are making plans for expansion, and at least four new subdivisions are already platted.

#### City Government

The city is under a council-manager form of government. The chief of police is appointed by the City Police and Fire Commission, with the approval of the city council. He is solely responsible for the operation of his department. As far as

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<sup>1</sup>/This information on Olympia Village was provided by its manager and chief of security.

formally reporting to the mayor and council, the chief reports to the mayor and to the council or council's police committee if requested by the mayor.

The city council has taken strides toward planning the expansion of some of its services. Some neighboring communities now have or are making preparation for purchase of fire protection and library services from the City of Oconomowoc. Also, the city is completing construction of a multi-million dollar sewage treatment plant.

#### Police Department

The Police Department consists of 21 certified officers and 2 civilians. Authorized positions are:

- 1 Chief of Police
- 1 Captain
- 3 Sergeants
- 3 Corporals
- 2 Detectives
- 11 Patrolmen
- 2 Civilian clerical

The department's manual of rules, regulations, and policies is a very well written, comprehensive document.

There are three marked and one unmarked squad cars. All marked vehicles are equipped with two-way radios, sirens, red lights, shotguns, and cages.

1. The department's dispatch function is currently being handled in a somewhat desultory manner. Between the hours of 8:00 A.M. and 4:00 P.M. dispatching is handled by whoever happens to be near the microphone. Most radio transmissions are taken care of by the day clerk/secretary who also types all departmental correspondence, takes all fine money for the violations bureau, and takes care of the walk-up citizen business at the front window. If she is busy, the shift supervisor may do some dispatching. If she is out of the office and the shift supervisor is not readily available, the chief of police must occasionally answer radio calls.

The second shift dispatch duties are handled in much the same manner, but with less walk-up traffic at the front window.

Primary dispatch functions for the third shift, 10:00 P.M. to 6:00 A.M., are performed by night shift plant operators in the municipal-owned power plant, several blocks from the police department. There is no access to the teletype or records unless an officer returns to and unlocks the police department offices during the third shift.

Communications is the nerve center of any police department. Loss of radio communications can cripple a department. Giving only secondary consideration to its communications responsibilities is hampering the overall effectiveness of this department.

The police department is responsible for assisting ambulance and fire calls, but the dispatch center for these two vital services is at the power plant. Actually, even though the police department is primarily responsible for responding to all emergency situations, all burglar alarm monitors except one, all fire phones and radios, and all ambulance phones and radios are located at the municipal power plant. These are operated by persons whose primary responsibility is monitoring electrical power equipment, not dispatching.

The teletype is an essential part of any police department's operation, both for seeking and receiving information from the state computer and the National Crime Information Center, as well as communicating with other law enforcement agencies around the state. For the most part, the Oconomowoc Police Department is not accessible between 10:00 P.M. and 6:00 A.M., because there are no dispatch personnel in the building during those hours.

2. The records section has been substantially improved during the past two years, according to departmental personnel. However, there remains much more work to be done.

The current method of indexing is cumbersome in that a new card is made out for each offense. For example, if a local business establishment reported 25 shoplifting incidents during a calendar year, there would be 25 separate index cards in the index file.

Some information is kept on file in the chief's office, some in the records area, while some is kept upstairs in the detectives' offices. There actually is no central records area.

The filing cabinets are kept in a separate room away from the administrative area of the department. When anyone wants to retrieve a file or insert new information into the system, he or she must walk some 20-30 feet into the other room, which serves a multitude of purposes such as booking, weapons storage, and cell area.

Files are maintained in the active file for only the current year. Following the close of that year they are boxed up and taken downstairs to a damp, dusty

cellar. No method of cross-indexing the information contained in the boxes is attempted, thus making specific information difficult, if not nearly impossible, to retrieve.

In hopes of doing some trend analysis for determining whether or not a grid patrol allocation would be beneficial, the consultant wanted to spot-check ICR's (initial complaint reports). Under the present system, this is impossible; the present records system cannot be used for any type of analytical or research purpose.

Putting written information into a filing system is a basic clerical process; being able to retrieve, use, and analyze it is a key management tool in law enforcement.

3. \* Building security is a somewhat overlooked but vitally important problem facing this department.

Within the past year, the department's radar units were stolen during a burglary of the police department. Radios, the teletype, and all criminal and case history information could have been destroyed in as little time as it took to steal the radar units.

Administrative personnel who work in the building after 5:00 P.M. have no security whatsoever. Anybody can walk in the front door and up to the secretary's desk virtually unnoticed. If the secretary is working at her desk and no uniformed officers are in the building, anyone can walk in the front door, proceed to the filing room, and have access to every key in the building, including the gun locker and evidence storage areas -- again, virtually unnoticed.

4. The handling of juvenile offender cases is not viewed as a serious problem area by many departmental personnel. However, an examination of juvenile data tends to support an opposite conclusion.

According to Wisconsin's Crime Information Bureau, Oconomowoc has the highest juvenile arrest rate for Part I crimes in Waukesha County (see Table 1). While this could be regarded as being due to effective investigation on the part of the police department, the real question is, "What happens to a juvenile once he is arrested?" The question is particularly pertinent in that Oconomowoc also has the highest percentage of juveniles going to court or probation and the lowest percentage handled within the department.

The high percentage of court appearances by juveniles from Oconomowoc, which has no police personnel assigned strictly to juvenile matters, warrants further study. Those departments in Waukesha County that have officers assigned strictly to juvenile cases have higher arrest rates for Part II offenses, while at the same time a lower percentage of those arrested are going to court, as Table 1 indicates.

TABLE 1.  
Juvenile Statistical Data 2/

| City                                | Arrest Rate<br>Per 100,000 |         | % Handled Within<br>The Department<br>And Released | % Court Or<br>Probation | % Welfare<br>Agency | % Other<br>Police Agency | No. of Juvenile<br>Officers |
|-------------------------------------|----------------------------|---------|--|-------------------------|---------------------|--------------------------|-----------------------------|
|                                     | Part I                     | Part II |  |                         |                     |                          |                             |
| Brookfield                          | 2,135                      | 4,364   | 63.2   | 34.1                    | 1.9                 | 0.8                      | 1 Full-time<br>2 Part-time  |
| Menomonee Falls                     | 1,666                      | 4,060   | 74.0   | 21.5                    | 2.3                 | 2.2                      | 2 Full-time                 |
| New Berlin                          | 894                        | 4,689   | 56.1   | 38.1                    | 4.8                 | 1.0                      | 4 Full-time                 |
| Waukesha                            | 2,550                      | 7,470   | 49.9   | 42.8                    | 3.9                 | 3.4                      | 5 Full-time                 |
| Muskego                             | 1,914                      | 5,692   | 70.1   | 29.9                    | 0.0                 | 0.0                      | 1 Part-time                 |
| Oconomowoc                          | 2,831                      | 4,123   | 34.8   | 64.8                    | 0.0                 | 0.4                      | 0                           |
| Delafield                           | 571                        | 2,939   | 72.1   | 25.6                    | 2.3                 | 0.0                      | 0                           |
| Pewaukee                            | 2,334                      | 10,095  | 68.5   | 31.5                    | 0.0                 | 0.0                      | 3 Part-time                 |
| Waukesha<br>Sheriff's<br>Department | 681                        | 2,730   | 43.5   | 0.9                     | 55.1                | 0.5                      | 6 Full-time                 |

2/ Source of Information: Waukesha County Criminal Justice Coordinating Council

5. Property and evidence control procedures are somewhat lax.

Evidence is presently stored in the basement of city hall and in a large garage formerly occupied by the fire department. Security is the primary problem in both locations.

The evidence storage room in the basement is damp, thus causing rust and general deterioration of some pieces of evidence. Although the room is specifically assigned to the police department, any city employee can gain access to the basement and easily enter the evidence storage room, which is secured with a simple padlock. Also, all members of the police department have access to the key for this padlock.

The storage area in the former fire department garage is "secured" by chicken wire stapled to a frame of two-by-fours. Exterior windows are not barred, grilled, or screened in any way. The door to the garage itself has a somewhat less than secure lock. The chicken wire could be pulled off the wood frame with very little effort. The safe containing confiscated narcotics is also kept in this garage area. Again, many city employees as well as all the members of the police department have access to this area. No one person is assigned responsibility for evidence control.

In a related manner, the department's gun locker is located in the filing/booking/cell room, immediately adjacent to one of the two cells. A large key board hangs on one of the walls with each key clearly labeled, including the key for the gun locker. This room is easily accessible to everyone, including any citizen walking through the front door.

6. Like many other police departments, this one performs certain non-police functions which cut down the number of man-hours available for patrol.

Non-police functions performed by the Oconomowoc Police Department include money escorts, funeral traffic, calls for stray dog pick-up after 3:30 P.M. and all day on weekends, collection of money from and repair of parking meters, delivering mail to the post office for other city offices, delivering city licenses, school crossing guards, delivering council information to councilmen, etc. In checking with both first and second shift personnel, approximately three man-hours per day are spent on money escorts, school crossing duties, funeral traffic, and dog calls after 3:30 P.M. This three-hour average is five days per week or nearly 60 hours per month expended on just these four functions, not to mention the other non-police duties listed above. When viewed in the context of man-hours, 60 hours per month means  $1\frac{1}{2}$  police officers each month are performing duties which actually are not a police responsibility.

Many of the non-police functions mentioned are a convenience to taxpayers and city officials. However, when the cost of providing this service, conservatively estimated at 60 hours each month, is considered, it becomes a very ex-

pensive "convenience." This time could be better spent on crime prevention duties such as Operation I.D., Neighborhood Watch, etc., which are "non-patrol" in nature but would better serve the community as a whole.

7. Departmental operations or methods of executing day-to-day police functions are for the most part adequate.

However, radar procedures could be changed in a way that would greatly improve its effectiveness. At present, the police department has two radar units, both of which require the squad car to be stationary. For all practical purposes, the radar car is thus not used for patrol, although it is available for emergency calls. A moving radar system would allow for more thorough radar coverage, while at the same time keeping that squad car on the patrol beat rather than sitting in one spot on a street.

The present practice of an officer leaving his patrol beat to return to the station in order to fill out a report or dictate it into a tape recorder is taking considerable time away from the patrol functions. If the officers could dictate the information for a report while in the squad car, a tremendous amount of time could be saved.

The present practice of maintaining a radio log as well as a daily shift report is somewhat duplicative in nature. Also, as with the records system, any attempt at in-depth trend analysis using these two reports is virtually impossible.

There seems to be some confusion as to who supervises the detectives. A November 4, 1975, memo states that detectives are under the supervision of the chief. Some patrol supervisors retain the distinct impression that the detectives were under the supervision of a shift supervisor if the detective is actually working on a case during that shift. Clearing up this situation should improve the inter-departmental communications between patrol and the detectives.

The only in-service training currently available is outside the department and requires time off in most instances. The training program offered through the Waukesha Chiefs of Police Association is offered only during the first four months of the calendar year. Thus, there is very limited opportunity for in-service training the remaining eight months.

#### IV. FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

One of the major questions posed in this study was whether or not partial or full consolidation with other, neighboring agencies should be undertaken. Full consolidation, in other words, a variation of what has become known as a metropolitan police, is not a realistic goal at this time.

Generally speaking, a full consolidation of law enforcement agencies involves the county sheriff's department assuming functions being performed by smaller municipalities. In the case of Waukesha County, the number and size of municipal governments is increasing, thus decreasing the unincorporated portion of the county. This has, in fact, decreased the number of square miles in Waukesha County for which the sheriff's department has jurisdictional responsibility.

Attempting to consolidate with the Town of Oconomowoc, Village of Oconomowoc Lake, Summit, and Lac La Belle would create some serious problems:

- a. How would the consolidated department be financed? Would each municipality pay according to population? Would there be an area-wide tax levy for law enforcement, and if so, would state law allow this?
- b. What measures would be taken and by whom to standardize salary differences between the various departments?
- c. What measures would be necessary to accommodate positions on other departments? What is to become of the officers holding the rank of Chief or Sergeant on one of the other departments?

The only "simple" way of consolidating these departments would be for the City of Oconomowoc to annex its neighboring governmental jurisdictions. This is neither realistic nor recommended.

At the present time, the city and its neighboring law enforcement agencies enjoy an informal, yet extremely effective, joint support arrangement. These departments respond immediately as backup assistance for each other, are in constant radio contact with one another, and also share some investigative resources. Attempting to formalize this existing arrangement and spell out everything on paper would probably not increase the effectiveness of these shared services.

It is recommended that no formal arrangement for full consolidation of law enforcement services be attempted at this time. However, arrangements for sharing of dispatch and in-service training resources with neighboring departments should be pursued; they will be discussed later in this report.

## DISPATCHING AND COMMUNICATIONS

1. The City of Oconomowoc has recently received approval from the Federal Communications Commission for a new radio frequency which is being assigned to the police department. Currently, the department shares a frequency with the Waukesha County Sheriff's Department and many of that county's municipalities. At times, the traffic on that channel is extremely heavy.

When the new equipment necessary for the additional frequency is installed, it will require a new dispatch console. The current console has a two-frequency capability; the frequency shared with the sheriff, and point-to-point.

It is recommended that the new dispatch console have an immediate capacity of at least four channels; one channel for point-to-point, one channel for the sheriff's frequency, one channel for the new police department frequency, and one channel for the state patrol frequency. This last frequency is already in the squad cars for car-to-car communications with the state patrol. Furthermore, the new four-channel dispatch console should have scan capabilities.

2. The above recommendation will then provide four-channel communications capability for both the squad cars and the dispatch console. At present the dispatcher cannot communicate with the state patrol vehicles as the squad cars do.

With the increasing number of radio calls for police assistance, there is a need for some type of backup or recall system for the communications center. It is recommended that all telephone and radio communications be tape-recorded. This will probably require a recorder with a minimum of eight channels -- one channel for each of the four dispatch frequencies and one channel for each non-administrative telephone line, plus playback capability.

3. The police department should seriously consider implementation of a 911 emergency telephone system. Many law enforcement agencies throughout the nation have already converted to this system. Some states, such as Minnesota, have now complete statewide 911 implementation plans. It seems that it is only a matter of time before 911 becomes a reality throughout the country.

There were a great number of times during the on-site phase of this study that all telephone lines at the police department were busy at the same time; nearly all were incoming calls.

It is recommended that the city implement a 911 emergency telephone system. If this is not financially possible at this time, then some type of system for designating certain lines as emergency or non-administrative should be developed.

Presently, all lines are used for incoming and outgoing calls and are accessible from every telephone in the department.

The feasibility of implementing 911 should be studied. If this system is not feasible now, then the possibility of changing the three present telephone lines to "incoming only" should be pursued. This would in effect designate these three lines as non-administrative and preserve their use for incoming calls only. Two additional lines should then be installed for outgoing or administrative calls.

4. The present use of a radio log to record radio calls is not adequate for this department's needs. The volume of radio and telephone calls does not always allow dispatchers the opportunity to record all information in the radio log.

A different system for logging dispatch information could be a very effective management tool. It would allow analysis of response time, type of call, amount of time spent at scene or location of complainant, number of officers responding, etc. The present logging system provides some of this data but not all of it. Also, the reliability of the information recorded in present logs is questionable, simply because of the volume of communications.

It is recommended that a time clock punch-card system be used in conjunction with the new dispatch console. All of the dispatch information mentioned above is contained on a 3" x 7" computer card that also serves as an ICR (Initial Complaint Report). Each time a car is dispatched, an ICR is filled out and inserted in a time clock. Each card has space for 6 to 10 "times" to be punched in by the clock. This allows ample space for recording of time dispatched, time arrived, time cleared, time of second unit sent, etc. Routine radio calls such as 10-7 or 10-19 need not be put on an ICR form such as this. However, for those calls necessitating dispatch of a car, this system of logging information such as name and address of complainant, time dispatched, unit dispatched, time arrived, time cleared, name of officer responding, disposition of incident, etc., is compact and concise. It makes all information available on one form, gives the officers a reliable time log for use in filling out their reports, provides supervisors a detailed log of activities on their shift, and affords management an opportunity to thoroughly analyze response times and police activities which do not require the filing of an Incident Report.

5. At the present time, fire and ambulance dispatch duties are performed by personnel at the municipal power plant. As mentioned in the problem analysis section of this report, dispatching is not their primary responsibility but constitutes an additional duty.

The police department is the emergency center for Oconomowoc and its neighboring communities. It must respond for assistance at fires and nearly all emergency ambulance calls. The present dispatching system does not give police department personnel a first-hand knowledge of fire and medical emergencies.

As mentioned earlier, 911 emergency telephone systems will soon be a reality throughout the nation. Federal and various state guidelines for implementation of

911 require that all police, fire, and medical emergency communications, both incoming and outgoing, be handled in one emergency center within each 911 geographic area.

It is recommended that all fire and ambulance telephone and radio equipment be moved from the power plant to the police department. Furthermore, all burglary and robbery alarms monitors should also be moved from the power plant to the police department. In essence, the power plant employees should no longer be responsible for any emergency service dispatching.

In keeping with this recommendation, the new dispatch console discussed above should, of course, be installed at the police department.

Some members of the police department stated that earlier attempts to have the new dispatch console installed at the police department rather than at the power plant had not been favorably received. Apparently, someone supposedly knowledgeable in the field of radio communications had said the new console could not be installed at the police department because the transmitter and antenna would have to also be moved. He further stated this was not advisable because of dampness in the basement of the police department. These objections can be answered as follows:

- a. The transmitter could be installed on the second floor in a closet or corner of a room, if it had to be moved from its present location.
- b. The transmitter ~~does~~ not have to be located at the police department; it can remain at its present location connected to the new console at the police department via a telephone line as the present console is currently connected.
- c. The radio tower and antenna can also remain at the present location -- there is no need to move them to city hall. This consultant was personally involved in the planning of more than 20 countywide law enforcement radio communications systems in Minnesota. In each instance, the dispatch console and transmitter were located in different buildings, some as much as 30 miles apart, connected via telephone lines.

6. At present, there is emergency stand-by power at the transmitter site but not at the police department. During a recent power outage, the transmitter was functioning but the dispatch console was without power, thus requiring the dispatcher to use a 5-watt portable radio to communicate with the squad cars.

It is recommended that an emergency generator be installed at the police department. There must be emergency electrical power available at both the

police department and the transmitter site. Incidentally, installing an emergency generator at the police department is far less expensive than moving the transmitter and radio tower to city hall.

7. The police department is experiencing an ever-increasing number of radio and telephone calls. Department records reflect 3,500 to 4,000 calls per month. In addition, the department sent an average of 1,140 teletype messages per month during 1976. These 1,140 teletype messages were requests for information, and there were at least that many messages coming back into the department. Each incoming teletype message must be read in its entirety to determine whether or not it contains information requested by or pertinent to the Oconomowoc Police Department.

This volume of radio, telephone, and teletype communications traffic warrants full-time attention by trained personnel whose primary responsibility is handling communications.

It is recommended that the department utilize full-time dispatchers on all shifts. These persons should be thoroughly trained in the area of radio and teletype communications.

Communications is the nerve center of any law enforcement agency. With the coming of 911, the ever-increasing number of calls for police assistance, and the recommended move of fire and ambulance communications to the police department, the need for full-time dispatching is further exemplified.

#### RECORDS

As mentioned previously, the records section has been improved over the past two years, but the system is still quite cumbersome. The indexing system is somewhat bulky in that a new index card is completed for each offense. In screening the index cards, it was noted that some individuals who had been arrested a number of times for various offenses have an index card for each arrest. When viewed in the light of the magnitude of the overall indexing file, an inordinate amount of time is spent on typing a new index card each time an incident report is filed. It would be more efficient if there were one index card for each person or business establishment on file; any subsequent information could be added to the original index card. A 3" x 5" index card can contain date, offense, and report number information for 40 to 50 separate incident reports.

At the present time, records are only current for one year, after which they are placed in a box and moved to a storage vault. The result is very costly and time-consuming searches of records in the vault area, since very often, the records being searched cover a time period of more than one year. It would be more efficient from a standpoint of information retrieval if records covering a two- or three-year period were retained on a current status.

Attempting to locate information contained in records stored in the vault in the basement is difficult at best, and in some cases, nearly impossible. Once the records are removed from the filing cabinets, they are not cross-indexed when moved to storage, even though cross-indexing would make retrieval a less costly process.

The present location of the records filing cabinets is physically separated from the administrative work area, and a great deal of time is wasted walking back and forth from the work area to the filing area.

The present indexing, filing, and storage of records is not organized in a way that provides any analytical capability. For example, attempting to complete a burglary M.O. search would be virtually impossible. The system is only a way of storing information; it does not allow it to be used as a management or analytical tool.

A thorough working knowledge of Wisconsin's statutory requirements and the State Department of Justice procedures for law enforcement records keeping was not possible during the relatively short time available for this study. Therefore, it is recommended that the police department request the Justice Department's Crime Information Bureau render on-site technical assistance to develop and implement a new records system.

#### SECURITY

This side of the law enforcement function is somewhat controversial. On the one hand, the police department must be accessible to the public. On the other hand, there should be sufficient security to prevent unauthorized or unnecessary access to certain department functions.

The communications system, essential to the functioning of the department and costly to purchase, maintain, and staff, must be provided with adequate physical security. Similarly, the records system, which contains a large volume of critical information (despite the retrieval problem), must be protected, since loss of or damage to the records could have a devastating effect on the department's operations.

The physical layout of the Oconomowoc Police Department could best be characterized as critically lacking in security. As mentioned previously, when the department was burglarized, only the radar units were stolen. The vulnerable records and communications equipment could easily have been destroyed. In general, any time a police department is burglarized, it should indicate to local officials that a security problem exists and remedial action is warranted.

Ideally, the police department should be moved to a new building specifically designed for police operations. Since this does not appear to be a realistic

possibility for the near future, some modifications to the present facility are recommended.

The key to providing security, while at the same time not "locking out" the public, is controlled access. This is relatively easy to accomplish without massive or costly remodeling.

- a. A solid wood or metal door should be installed at the main access point to the department in the main hallway of city hall. The present side entrance to the department should be locked securely and used as an emergency exit only.
- b. Exterior windows should preferably be bullet proof, but at an absolute minimum, impact proof. Impact proof means it could be cracked by an impact but not broken.
- c. Access to second floor and the hallway beyond the police department, after 5:00 P.M. and on weekends, should be prevented by installing movable, locking metal gates, floor to ceiling.
- d. The street side door to city hall should be replaced with a metal door, wired to an alarm system monitored in the dispatch area, and locked after normal business hours. Therefore, the only entrance to city hall after normal business hours would be the front entrance.

A proposed diagram for remodeling the present facility from both a security and work flow standpoint is attached as Appendix A. If the chief of police, supervisors, and administrative personnel determine that modifications to this proposal would improve the functional capability of the department, they are strongly urged to do so. Again, the relatively short time on-site for this study prevented an in-depth analysis of work flow.

#### JUVENILE OFFICER

From an organizational standpoint, the police department has separate patrol and detective functions. There is a need for one other separate function within the department: juvenile delinquency.

The reasons for establishing a juvenile division or juvenile bureau were spelled out earlier under the analysis of the problem. However, in summary, a substantial number of Oconomowoc's population are juveniles. Even though both detectives work with juveniles, the bulk of their work is investigative in

nature; those investigations result in juvenile court petitions or some other course of action outside of the department. This is not intended as a criticism of the detective division; there simply are not sufficient manpower or local resources available for handling juvenile matters by another method under the present departmental structure. In reviewing the information contained in Table 1, it should be noted that departments which have juvenile officers handle a higher percentage of juvenile cases within the department than does Oconomowoc. Doing so provides those departments an opportunity to attempt to work with the juveniles and their families at the local level rather than giving that responsibility to the court or probation officers. A closer, more intimate contact between the police department and juvenile offenders at the local level, which is the source of their problems in most cases, is a much more effective approach than requiring county court and probation officers to remedy the situation.

It is recommended that the police department establish a juvenile bureau at the earliest possible time. There should be at least one full-time officer, trained in juvenile delinquency matters, assigned to this bureau at its inception. In addition, it is further recommended that the department reassess this bureau's manpower level at the end of one year in order to determine whether or not an additional one or two positions may be required. Attempting to operate the juvenile bureau with insufficient manpower will render it nearly as ineffective as having no bureau at all.

From an organizational standpoint, the juvenile bureau must work with the patrol and detective divisions but should be under the direct supervision of the chief of police or captain. Unlike the detective division, the juvenile bureau is rarely called upon by the patrol division to assist with the investigation of a crime scene and thus is not faced with the problem of who is in charge of a given situation.

#### PROPERTY AND EVIDENCE

The present procedures and facilities for property and evidence control are not the most efficient, especially from chain of evidence standpoint. All departmental personnel have access to the evidence and property areas. Because of this easy accessibility it is not inconceivable that all 21 members of the police department could be subpoenaed into court to testify that they did or did not "handle" a piece of evidence considered crucial to a particular case being tried. Given present evidence control procedures, any good defense attorney could challenge the chain of evidence on a particular article.

It is recommended that the windows in the caged evidence area in the garage be removed and replaced with concrete block or bricks. Furthermore, the chicken wire should be removed and replaced with solid walls. At least two heavy locks should be installed on the door to that evidence storage area.

The evidence storage area in the basement should not be used for storing anything that is subject to deterioration due to the dampness of the basement.

The safe used for storing narcotics is large and extremely heavy. Nevertheless, it could be removed from the garage area. It is recommended that it be secured to a wall in the garage in some way. Perhaps angle iron braces could be welded into the safe and then secured to a wall with heavy bolts. Once the bolts are secured in the wall, they, too, could be welded to the threaded part. This is only one suggestion, but basically the safe should be secured so that in order to move it, you would also have to move the wall.

In order to control access to the evidence storage, someone should be assigned responsibility for those areas. It is recommended that an evidence and property control officer be designated. This person would control access to evidence areas and maintain an inventory of all stored evidence.

The key board which presently hangs on a wall above the filing cabinets is accessible to virtually everyone, and all keys, including the one for the weapons locker, are clearly labeled. It is recommended that this key board be moved to a more secure area, perhaps the dispatch area.

#### NON-POLICE FUNCTIONS

As discussed earlier, a rather substantial amount of time is being expended on non-police functions that include money escorts, dog calls after 3:30 P.M. and on weekends, delivering mail and city licenses for city hall, school crossing duties at the high school, funeral traffic, parking meter collection and repair, etc. At the very least, an average of three man-hours per day is spent on these functions.

It is recommended that:

- a. The city change its present policy of providing money escorts for a relatively few local businesses. If escort services are not available from a private source, it is suggested the city charge businesses for such services, which remove patrol cars from the patrol function.
- b. The city discontinue the present policy of having the police department perform routine messenger-type services such as delivering mail and city licenses.
- c. If at all possible, install red lights at the school crossing area. If it is still necessary to have someone at the crossing area, hire personnel for this function as is done in other cities.

- d. Parking meter maintenance should be the responsibility of the street department rather than the police department.
- e. The present practice of having the police department handle dog calls after 3:30 P.M. and on weekends should be discontinued. Many departments hire someone to perform this service, paying them perhaps \$5 per stray dog picked up.
- f. Rather than performing non-police functions, the police department could be much better utilized if it would spend the time currently expended on non-police functions on other services which would benefit more businesses and home owners. Business security checks, enrolling home owners and businesses in crime prevention programs such as Operation I.D., Neighborhood Watch, etc., would benefit more taxpayers and very possibly reduce crime. Theft and burglary are the number one and two crimes, respectively, committed by both adults and juveniles in Oconomowoc. Efforts aimed at reducing these crimes benefit everyone.

#### OPERATIONS

- a. The manual of rules and regulations recently published by the department is a very comprehensive, well-written and useful document.
- b. The department's rank structure is good, insuring the presence of at least one supervisor on each shift at all times. The corporal rank allows the department an intermediate step in the process of selecting and training senior supervisory personnel.
- c. The 400-hour basic training requirement for all Waukesha County law enforcement agencies is commendable. The relatively high number of hours, which is in excess of State of Wisconsin requirements, is a policy which should most definitely be continued.
- d. The department presently has a 40-hour in-service training program, also through the Waukesha County Chiefs Association. This is a well-rounded program and covers a vast array of subject matter. The only minor drawback to this program is that it is given during the first quarter of each calendar year. This means virtually no in-service training takes place during the remainder of the year. It is recommended that some type of inter-departmental in-service training be

scheduled, on the basis of 3 or 4 hours per month. Numerous films and visual aids are available from many sources and should be utilized.

- e. Under present departmental policy, all incident reports (IR's) are routed through the detective bureau where some are followed up and some are not. It is recommended that someone be designated to assign followup responsibilities for IR's. Logically, this function could be performed by the Captain.
- f. The present method of random patrol, rather than assigning cars to specific sectors, is not causing any undue slowness in response. Average response time is three to five minutes anywhere in the city. However, with the city growing so fast, there will be more streets to patrol. It is recommended that the department remain aware of the possibility of instituting a sector patrol structure. When some of the new subdivisions are built, the patrol methodology should be re-examined.
- g. The present management structure of the department provides for the Police and Fire Commission to hire the Chief, who in turn is totally responsible for the police department. This system is admirable, to say the least. It lends stability to the department as a whole and keeps politics out as much as possible. It is recommended this structure continue and not be altered in any way.
- h. As mentioned previously, the present radar units require that the squad car be in a stationary position. This in effect takes the squad car away from the patrol function. It is recommended that the department convert to a moving radar system such as MR-7 or MR-9. This system can be used in both a stationary position or with the squad car moving, thereby allowing the squad car to patrol and operate the radar unit at the same time.
- i. At present, patrolmen return to the office to write out reports. Again, this takes a car and patrolman off the road. The detective bureau has been successfully using a small portable tape recorder for dictating reports at the scene of a crime or in the car while returning from an investigation. It is recommended that portable tape recorders be put in each squad car. This would permit all officers to dictate "on-the-scene" and reduce the time spent in the office writing reports.
- j. At present, the department has three marked and one unmarked full-size squad cars. There has been some discussion about switching to intermediate-size cars with smaller engines. It is strongly recommended this not be done. This consultant has read many of the studies, most notably from Los Angeles, where departments have experimented with smaller cars. There are some advantages, as set forth in the California

study, but these vehicles were not tested under conditions like those in Oconomowoc, Wisconsin. The weather is one important factor to consider. Road conditions and sub-zero temperatures during the winter are terribly hard on an automobile. The squad cars in Oconomowoc are used for virtually everything from radar to high-speed chases to transporting prisoners. They must be dependable and extremely durable. One more thing to remember is that policemen must ride in those cars for eight hours -- a squad car is a policeman's office.

- h. The present policy of written and oral examinations for promotion is commendable. However, some concern has been expressed about the amount of non-law enforcement material in the written examination, in particular, the stress on mechanical aptitude. It is recommended that the FPC research other departments' examinations to determine whether or not a test can be used which is more law enforcement oriented.

#### GENERAL COMMENTS

The City of Oconomowoc is to be commended for having a well-trained, dedicated department. Great strides have been made in improving the operation of this department during the past two years.

The size of the department has steadily increased along with the population. It has now reached a point where it is no longer a small town police department serving a small town. Oconomowoc is about to literally "burst at the seams." The city must plan for expanded services now rather than wait and react to the increased demand. To a great extent, this had been done. A new sewage treatment plant is being built to meet forecast demand. The fire department has been vastly modernized in recent years, again preparing to meet new demands forecast by population growth projections. Considerable foresight has been exhibited by the city council in taking these steps.

This same philosophy of planning for the future must be carried forth into planning for the police department. Equipment is in the process of being updated and modernized. Operations must also be modernized. The recommendations set forth in this report are basically ways of modernizing and further professionalizing the police department.

It cannot be too strongly emphasized that Oconomowoc is growing and so is the demand for increased services. The city must "gear-up" for those increased services now, for all city departments.

## V. SUMMARY OF RECOMMENDATIONS

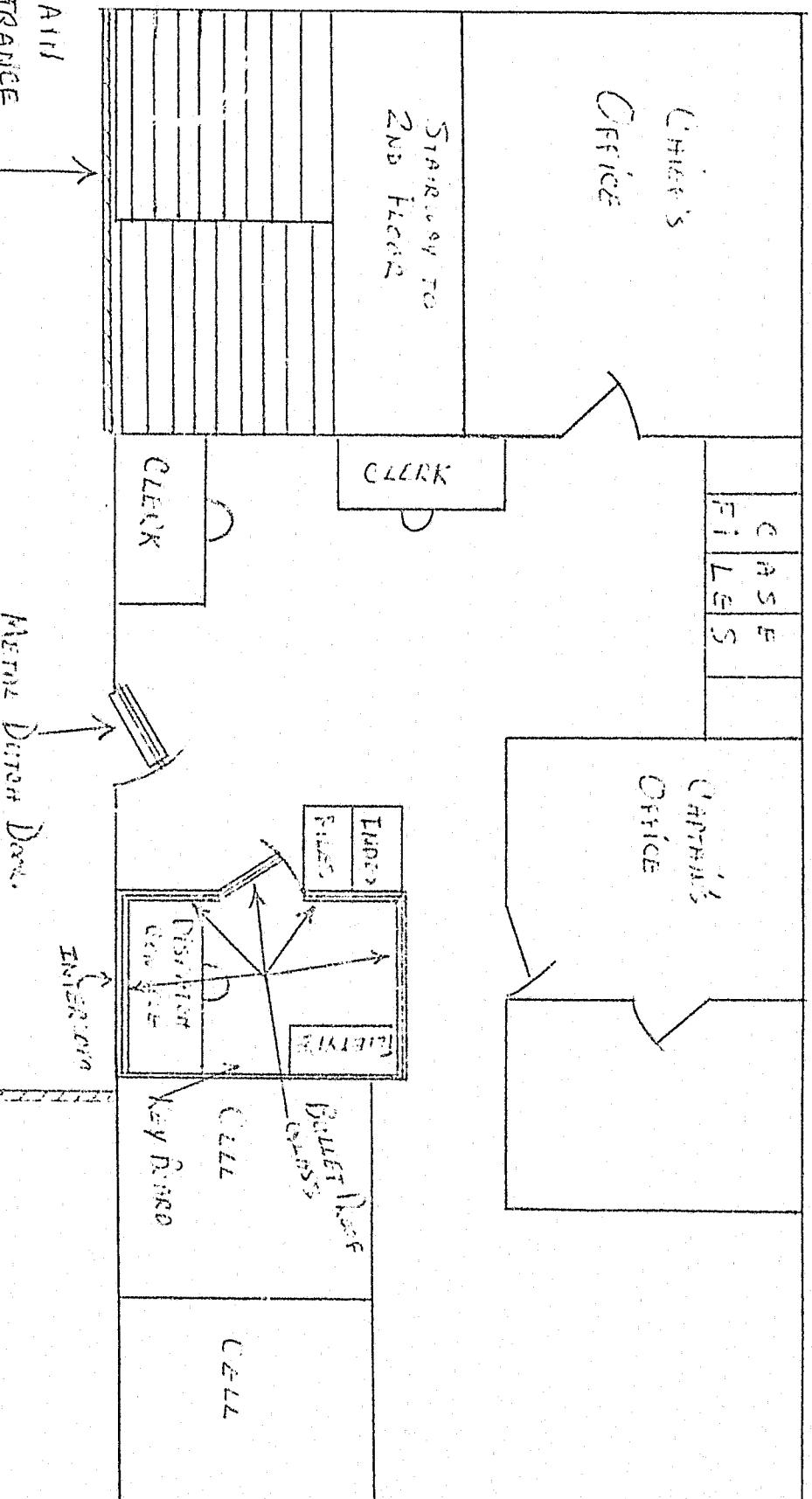
In summary, it is recommended

1. That no formal arrangement for consolidating neighboring law enforcement services with those of Oconomowoc be attempted at this time;
2. That a new dispatch console be ordered, having a capacity of at least four channels; and that all radio and telephone communications be tape-recorded;
3. That the city implement a 911 emergency telephone system (or, if this is not yet feasible, designate certain lines for incoming, emergency calls only);
4. That a time clock punch-card system be put into effect along with the new dispatch console;
5. That all fire and ambulance telephone and radio equipment, as well as burglar and robbery alarm monitors, be moved from the power plant to the police department;
6. That an emergency generator be installed at the police department;
7. That the department utilize full-time dispatchers on all shifts;
8. That the Wisconsin Justice Department's Crime Information Bureau be asked to assist in developing and implementing a new records system;
9. That the department's physical security be improved by a) installing a solid wood or metal door at the main access point to the department, b) making exterior windows bullet or impact proof, c) restricting access to the second floor and the hallway beyond the police department after 5:00 P.M. daily and on weekends by installing movable, locking metal gates, and d) replacing the side door to city hall with a metal door wired to an alarm system and locked after normal business hours;
10. That the department establish a juvenile bureau with at least one full-time officer assigned, adding an additional position if necessary;
11. That the evidence and property storage areas be made secure by replacing the chicken wire cage with solid walls, providing the door with heavy locks, securing the safe used for storage of narcotics to the wall, designating a person responsible for evidence and property control, and moving the board that holds all the department's keys to a more secure area;

12. That the time spent on non-police functions be sharply reduced or eliminated entirely;
13. That various operational changes be made, including the institution of a regular, monthly in-service training program; the designation of an officer to be responsible for IR followup; the adoption of a sector patrol structure; the purchase of a moving radar system; the addition of portable tape recorders to squad cars for dictating reports; the retention of full-size rather than intermediate-size patrol cars; and the conversion to a promotion exam system that is more law enforcement oriented.

**APPENDIX - A.**

**SUGGESTED PHYSICAL LAYOUT FOR  
OCONOMOWOC POLICE DEPARTMENT**



**END**