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May 18, 2006
JOB DESCRIPTION

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Instructions: Complete all sections except No. 11. Refer to the "Guidelines for Preparing Job Descriptions" for instructions on completing specific items.

FOR DER USE ONLY	
Vacancy No. _____	
City Service Commission: _____	Finance Committee: _____
Fire & Police Commission: _____	Common Council: _____

1. Date Prepared/ Revised: May 17, 2005	2. Present Incumbent: New Position	3. Is incumbent underfilling position? YES <input type="checkbox"/> NO <input type="checkbox"/>	
3. Date Filled:	4. Previous Incumbent:	If YES, indicate underfill title in box 10.	
5. Department: Police Department		Bureau: Patrol Division:	Unit: Section:
6. Work Location: District Stations		Telephone: Email:	Work Schedule: Hours: _____ / Days: _____
7. Represented by a Union? YES	8. Bargaining Unit: If in District Council 48, chose a Local:		9. FLSA Status: NON-EXEMPT
10. Official Title:		Pay Range	Job Code
Underfill Title (if applicable):			EEO Code
Requested Title (if applicable): Community Service Officer			
Recommended Title (DER Use Only):		Approved by: _____	
		Date: _____	

11. BASIC FUNCTION OF POSITION:

To support basic Police operations and functions by performing a variety of specialized duties not requiring the attention of a sworn Police Officer.

12. DESCRIPTION OF JOB (Check if description applies to **Official Title** or **Underfill Title**):

A. ESSENTIAL FUNCTIONS/Duties and Responsibilities: (Refer to the "Guidelines for Preparing Job Descriptions" for instructions on determining Essential Functions.)

% of Time	ESSENTIAL FUNCTION
	• Responds to non-emergency police calls as deemed appropriate by the chief of police.
	• Assists Community Liaison Officers with nuisance properties investigations.
	• Direct traffic as directed, such as at minor traffic crashes, large events, fire scenes or as otherwise directed. Assists with accident clean-up. (Can CSO legally file traffic crash report?)
	• Testifies in Court, provides depositions (including felony/misdemeanor cases), traffic infraction hearings, criminal hearings, and civil trials as required.
	• Takes and files complaints from persons who walk into Police stations.
	• Conducts follow up on missing persons and files appropriate reports.

B. PERIPHERAL DUTIES:

% of Time	PERIPHERAL DUTY
	• May serve as a training officer for new Community Service Officers. (Do you have to pay extra like FTO?)
	• Responds to Department call-outs in cases of emergencies, severe weather, and natural disasters.
	• Delivers reports and other documents to persons and locations as required
	• Performs various other duties of an emergency and non-emergency nature as designated by a supervisor.

C. NAME AND TITLE OF IMMEDIATE SUPERVISOR:

Police Sergeant or civilian supervisor. (Are we creating a bureaucracy w/ a new civilian supervisor?)

D. SUPERVISION RECEIVED: (Describe the extent to which work assignments and methods are outlined, reviewed, and approved by this position's supervisor.)

Assignments received by shift commander, Captain, or dispatcher.

E. SUPERVISION EXERCISED:

Total number of employees for whom responsible, either directly or indirectly = None.

Direct Supervision: List the number and titles of personnel directly supervised. Specify the kind and extent of supervision exercised by indicating one or more of the following:

a. Assign duties	e. Sign or approve work
b. Outline methods	f. Make hiring recommendations
c. Direct work in progress	g. Prepare performance appraisals
d. Check or inspect completed work	h. Take disciplinary action or effectively recommend such
Number Supervised	Extent of Supervision Exercised (Select those that apply from list above, a - h)
Job Title	

F. MINIMUM QUALIFICATIONS REQUIRED: (Indicate the MINIMUM qualifications required to enter the job.)

Education and Experience:

Must be 21 at date of application and in good physical condition.
 Graduation from high school or G.E.D. Possession of a valid Wisconsin driver's license. Training and experience in public safety preferred. Preference in hiring will be given to retired or resigned Milwaukee Police Officers.

Knowledge, Skills and Abilities:

- Ability to learn the laws, ordinances, and policies governing law enforcement in the state of Wisconsin and City of Milwaukee.
- Ability to learn techniques of investigation and identification, criminal law, and criminal procedure including classification of crimes, rules of evidence, misdemeanor or felony classifications, and the seizure and processing of evidence.
- Ability to understand and carry out oral and written instructions during emergency and non-emergency situations.
- Ability to maturely deal with conflict and with emotionally upset persons.
- Ability to mentally visualize locations and routes within the City of Milwaukee.
- Ability to take appropriate action, which may include recommending arrest and citing suspected violators.
- Ability to deal with unusual and emergency situations, such as injured, frightened, distraught disoriented people or fatalities.
- Ability to learn the methods and practices of crime prevention, criminal investigation and identification, and basic crime scene processing techniques.
- Ability to learn and accurately recall names, places, and incidents.
- Ability to stand and walk for extended periods of time and to sit for several hours while operating a vehicle.
- Ability to work in inclement weather conditions.
- Ability to wear issued bullet resistant body armor and duty belt while performing duties.

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- Ability to establish and maintain effective working relationships with department officials, employees, members of other agencies, and with the general public.
- Ability to write basic reports using proper grammar.
- Ability to draw diagrams of accident scenes.
- Ability to maintain a mental capacity which allows for the exercise of sound judgment and rational thinking under strenuous and hectic circumstances; evaluate options and alternatives and choose an appropriate and reasonable course of action; and demonstrate needed intellectual capabilities during testing and training.
- Ability to lift and operate a fire extinguisher.
- Ability to use standard office software and hardware.
- Ability to use standard Police communications equipment.

Certifications, Licenses, Registrations:

Valid Wisconsin's driver's license.

Other Requirements:

13. PHYSICAL AND ENVIRONMENTAL DEMANDS: TOOLS AND EQUIPMENT USED

The Americans with Disabilities Act of 1993 requires job descriptions to provide detailed information regarding the physical demands required to perform the essential functions of a job; the conditions under which the job is performed; and the tools and equipment the employee will be required to use on the job. Reasonable accommodations may be made to enable qualified individuals to perform the essential duties and responsibilities of the job for each of the categories listed below.

G. PHYSICAL ACTIVITY OF THE POSITION: (List the physical activities that are representative of those that must be met to successfully perform the essential functions of the job).

CHECK ALL THAT APPLY:

<input checked="" type="checkbox"/>	Climbing: Ascending or descending ladders, stairs, scaffolding, ramps, poles, and the like; using feet and legs and/or hands and arms. Body agility is emphasized. Check only if the amount and kind of climbing required exceeds that required for ordinary locomotion.
<input checked="" type="checkbox"/>	Balancing: Maintaining body equilibrium to prevent falling when walking, standing or crouching on narrow, slippery or erratically moving surfaces. Check only if the amount and kind of balancing exceeds that needed for ordinary locomotion and maintenance of body equilibrium.
<input type="checkbox"/>	Stooping: Bending body downward and forward by bending spine at the waist. Check only if it occurs to a considerable degree and requires full use of the lower extremities and back muscles.
<input checked="" type="checkbox"/>	Kneeling: Bending legs at knee to come to a rest on knee or knees.
<input checked="" type="checkbox"/>	Crouching: Bending the body downward and forward by bending leg and spine.
<input checked="" type="checkbox"/>	Crawling: Moving about on hands and knees or hands and feet.
<input checked="" type="checkbox"/>	Reaching: Extending Hand(s) and arm(s) in any direction.
<input checked="" type="checkbox"/>	Standing: Particularly for sustained periods of time.
<input checked="" type="checkbox"/>	Walking: Moving about on foot to accomplish tasks, particularly for long distances.
<input type="checkbox"/>	Pushing: Using upper extremities to exert force in order to draw, press against something with steady force in order to thrust forward, downward or outward.
<input type="checkbox"/>	Pulling: Using upper extremities to exert force in order to draw, drag, haul or tug objects in a sustained motion.
<input type="checkbox"/>	Lifting: Raising objects from a lower to a higher position or moving objects horizontally from position-to-position. Check only if it occurs to a considerable degree and requires substantial use of the upper extremities and back muscles.
<input checked="" type="checkbox"/>	Fingering: Picking, pinching, typing or otherwise working primarily with fingers rather than with the whole hand or arm, as in handling.
<input checked="" type="checkbox"/>	Grasping: Applying pressure to an object with fingers and palm.
<input checked="" type="checkbox"/>	Feeling: Perceiving attributes of objects such as size, shape, temperature or texture by touching with the skin, particularly that of the fingertips.
<input checked="" type="checkbox"/>	Talking: Expressing or exchanging ideas by means of the spoken word. Those activities which demand detailed or important instructions spoken to other workers accurately, loudly or quickly.
<input checked="" type="checkbox"/>	Hearing: Perceiving the nature of sounds with no less than a 40 db loss. Ability to receive oral communication

	and make fine discriminations in sound.
<input type="checkbox"/>	Repetitive Motions: Substantial movements (motions) of the wrist, hands, and/or fingers.
<input checked="" type="checkbox"/>	Driving: Minimum standards required by State Law (including license).

H. PHYSICAL REQUIREMENTS OF THE POSITION: (List the physical requirements that are essential functions of the job.)

CHECK ONE:

<input type="checkbox"/>	Sedentary Work: Exerting up to 10 pounds of force occasionally and/or negligible amount of force frequently or constantly to lift, carry, push, pull or otherwise move objects. Sedentary work involves sitting most of the time. Jobs are sedentary if walking and standing are required only occasionally and all other sedentary criteria are met.
<input checked="" type="checkbox"/>	Light Work: Exerting up to 10 pounds of force occasionally and/or negligible amount of force constantly to move objects. If the use of arm and/or leg controls requires exertion of forces greater than that for sedentary work and the worker sits most of the time, the job is rated for Light Work.
<input type="checkbox"/>	Medium Work: Exerting up to 50 pounds of force occasionally and/or up to 20 pounds of force frequently, and/or up to 10 pounds of force constantly to move objects.
<input type="checkbox"/>	Heavy Work: Exerting up to 100 pounds of force occasionally, and/or up to 50 pounds of force frequently, and/or up to 20 pounds of force constantly to move objects.
<input type="checkbox"/>	Very Heavy Work: Exerting in excess of 100 pounds of force occasionally, and/or in excess of 50 pounds of force frequently, and/or in excess of 20 pounds of force constantly to move objects.

I. VISUAL ACUITY REQUIREMENTS: (List the visual acuity requirements that are essential functions of the job.)

CHECK ONE:

<input type="checkbox"/>	Operators (Electronic Equipment), Inspection, Close Assembly, Clerical, Administrative: This is a minimum standard for use with those whose job requires work done at close visual range (i.e. preparing and analyzing data and figures, accounting, transcription, computer terminal, extensive reading, visual inspection involving small parts, operation of machines, using measurement devices, assembly or fabrication of parts).
<input type="checkbox"/>	Machine Operators, Mechanics, Skilled Trades people: This is a minimum standard for use with those whose work deals with machines where the seeing job is at or within arm's reach. This also includes mechanics and skilled trade's people and those who do work of a non-repetitive nature such as carpenters, technicians, service people, plumbers, painters, mechanics, etc. (If the machine operator also inspects, check the "Operators" box.)
<input checked="" type="checkbox"/>	Mobile Equipment Operators: This is a minimum standard for use with those who operate cars, trucks, forklifts, cranes, and high lift equipment.
<input type="checkbox"/>	Other: This is a minimum standard based on the criteria of accuracy and neatness of work for janitors, sweepers, etc.

J. THE CONDITIONS THE WORKER WILL BE SUBJECT TO IN THIS POSITION:

List the environmental/working conditions to which the employee may be exposed while performing the essential functions of the job. Include scheduling considerations such as on-call for emergencies, rotating shift, etc. **Approximate Percentage of time performing field work: 60%**

CHECK ALL THAT APPLY:

<input type="checkbox"/>	None: The worker is not substantially exposed to adverse environmental conditions (such as typical office or administrative work).
<input checked="" type="checkbox"/>	The worker is subject to inside environmental conditions: Protection from weather conditions but not necessarily from temperature changes (i.e. warehouses, covered loading docks, garages, etc.)
<input checked="" type="checkbox"/>	The worker is subject to outside environmental conditions: No effective protection from weather.
<input checked="" type="checkbox"/>	The worker is subject to extreme cold: Temperatures below 32 degrees for period of more than one hour.
<input checked="" type="checkbox"/>	The worker is subject to extreme heat: Temperatures above 100 degrees for periods of more than one hour.
<input checked="" type="checkbox"/>	The worker is subject to noise: There is sufficient noise to cause the worker to shout in order to be heard above the surrounding noise level.
<input type="checkbox"/>	The worker is subject to vibration: Exposure to oscillating movements of the extremities or whole body.
<input checked="" type="checkbox"/>	The worker is subject to hazards: Includes a variety of physical conditions, such as proximity to moving mechanical parts, electrical current, working on scaffolding and high places or exposure to chemicals.
<input checked="" type="checkbox"/>	The worker is subject to atmospheric conditions: One or more of the following conditions that affect the respiratory system or the skin: Fumes, odors, dust, mists, gases or poor ventilation.

<input checked="" type="checkbox"/> The worker is subject to oil: There is air and/or skin exposure to oils and other cutting fluids.
<input type="checkbox"/> The worker is required to wear a respirator.

K. MACHINE, TOOLS, EQUIPMENT, ELECTRONIC DEVICES, SOFTWARE, ETC. USED BY POSITION:

List equipment needed to successfully perform the essential functions of the job. Reasonable accommodations may be made to enable qualified individuals with disabilities to perform the essential functions.)

CHECK ALL THAT APPLY:

<input checked="" type="checkbox"/> Camera and photographic equipment	<input checked="" type="checkbox"/> Office Equipment (desk, chair, telephone, etc.)
<input type="checkbox"/> Cleaning supplies	<input checked="" type="checkbox"/> Office supplies (pens, staplers, pencils, etc.)
<input type="checkbox"/> Commercial vehicle	<input type="checkbox"/> Packing materials (boxes, shrink wrap, etc.)
<input checked="" type="checkbox"/> Data processing equipment	<input checked="" type="checkbox"/> PC equipment (monitor, keyboard, printer, etc.)
<input type="checkbox"/> Handcart	<input checked="" type="checkbox"/> PC software
<input type="checkbox"/> Hand tools (<i>please list</i>):	
<input checked="" type="checkbox"/> Office Machines (<i>check all that apply</i>): <input checked="" type="checkbox"/> Copier <input checked="" type="checkbox"/> Facsimile <input checked="" type="checkbox"/> Calculator <input type="checkbox"/> Cash register	
<input checked="" type="checkbox"/> Other (<i>please list</i>): radio, belt	

L. SUPPLEMENTARY INFORMATION: (Indicate any other information which further explains the importance, difficulty, or uniqueness of the position, such as its scope of responsibility related to finances, equipment, people, information, etc. Also indicate success factors such a personal characteristics that contribute to an individual's ability to perform well in the job, and any other special considerations.)

To be hired as a Community Service Officer, applicants must first pass an examination for the job which may include written, oral, and physical elements. They must also pass a background investigation and medical examination, including a drug screen test. New Community Service Officers will be required to complete a training program. **Could some type of typing or keyboard proficiency be included?**

Residency in the City of Milwaukee is required within six months following hire and throughout employment.

Community Service Officers may be exposed to armed/dangerous persons, communicable diseases, bodily fluids, blood-borne pathogens or bio-hazards.

M. I believe that the statements made above in describing this job are complete and accurate:

Signature of Department Head or Designated Representative

Identifiable Costs Comparison - 20 positions, 5 years - (estimate)

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Police Officer

Community Service Officer

NOTES/QUESTIONS

Milwaukee Police Department Costs

Salary & Benefits

Salary & Benefits Total \$67,033
\$1,140,688

Salary & Benefits Total

\$48,726
\$974,802

CSO - SG 518

Vehicle

\$219,980

\$208,800

used 9 autos

Radio Shop

\$128,260

\$128,260

Uniform & Other Equipment Costs

\$104,744

\$93,744.00

Training Costs

Training costs based on instructors and time spent training is 920 to 950 hours total for an officer recruit class. Based on 1 Lieutenant, 3 Sergeants, and 5 Officers. \$232,400

Training costs based on instructors and time spent training is 620 hours total for a CSO recruit class. Based on 1 Lieutenant, 3 Sergeants, and 5 Officers. \$168,400

estimates are conservative, only uses base salary rates

DE/RP/PA & Police Commission Costs

TYPICAL OFFICER RECRUIT CLASS

\$20,180

POSSIBLE COSTS FOR CSO (TO HIRE 20-26 POSITIONS)

Total \$20,270

reduced officer class to approximately 20 for comparison

TOTALS

\$1,846,203

\$1,583,986

Salary & Benefits YEAR TWO

Salary & Benefits Total \$62,622
\$1,262,448

Salary & Benefits Total \$49,876
\$987,623

Salary & Benefits YEAR THREE

Salary & Benefits Total \$69,864
\$1,387,877

Salary & Benefits Total \$61,090
\$1,021,804

Salary & Benefits YEAR FOUR

Salary & Benefits Total \$72,628
\$1,462,663

Salary & Benefits Total \$62,386
\$1,047,719

Salary & Benefits YEAR FIVE

Salary & Benefits Total \$76,898
\$1,637,970

Salary & Benefits Total \$63,866
\$1,077,119

FIVE YEAR TOTALS

\$7,486,262

\$6,728,130

Final Report of the Community Services Staffing Task Force

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Table of Contents

I.	Introduction	Page 3
II.	Community Service Staffing Task Force: Background, Meetings and Discussion	Pages 3-7
III.	Community Service Officers: City of Orlando Model	Pages 7-8
IV.	City Attorney Information	Page 8
V.	Community Service Officer Duties and Calls for Service	Pages 8-9
VI.	Community Service Staffing Task Force Recommendations	Pages 9-11
VII.	Other Discussion Relating to Police Service	Page 11

Attachments

- Resolution 050956
- Task Force Members
- Task Force Meeting Minutes
- Cost comparison
- City Attorney's opinion related to civilians and traffic investigation and enforcement
- List of possible CSO duties identified by the task force
- Position description and compensation for the Community Service Officer from the Department of Employee Relations
- Police department estimated infrastructure costs for vehicle and equipment for a Community Service Officer
- Report and analysis from the Budget Office
- Orlando Florida Community Service Officer Model

I. Introduction

An amendment to the 2006 budget for the City of Milwaukee, adopted by the Common Council and signed by the Mayor, included the establishment of a "Community Service Staffing" Special Purpose Account (SPA) for public safety related purposes or police overtime, including costs associated with community service staff and services within the police department. This new SPA reserved \$1.5 million in 2006 police department overtime funds and is footnoted that no funds may be expended without Common Council approval.

The amendment also created a process, through the establishment of a task force, to investigate means and methods that would lead to community service staffing for public safety needs as well as to provide funds for the implementation of new staffing models for responding to Milwaukee residents' calls for service directed to the police department.

Common Council File Number 050956 implementing provisions relating to the establishment of a Community Service Staffing Special Purpose Account for public safety related proposes or police overtime in the 2006 City budget is attached to this report.

II. Community Service Staffing Task Force: Background, Meetings and Discussion

In January 2006, a task force entitled *Community Service Staffing (CSS) Task Force* was established in accord with the provisions of Common Council File 050956. This 8-member task force conducted a series of meetings in order to consider and develop recommendations regarding the applicability of Community Service Officers (CSO) for the City of Milwaukee to present to the Common Council for consideration and action.

A roster of the Community Service Staffing Task Force members, as well as the official minutes for each of the meetings is attached to this report.

The Task Force considered information gathered by the Legislative Research Bureau that was available on line throughout the nation including job descriptions, a background report on community service officers prepared by LRB, e-mail reports from law enforcement agencies on CSO effectiveness sought by a task force member, made telephone contacts with law enforcement agencies including a task force conference call, and sought public opinion.

Background:

Information provided by the Legislative Reference Bureau indicated that the concept of a CSO is approximately 40 years old. The concept of a CSO received prominent attention in 1967 with the publication of the findings of the President's Commission on Law Enforcement and the Administration of Justice (Commission). Among its various charges, the Commission was tasked with examining the role of police in the community, especially in the wake of the civil unrest experienced by several U.S. cities in the 1960's.

Among several recommendations submitted, the establishment of "Community Service Officers" was urged in order to create additional sets of "eyes and ears" in neighborhoods, especially those that were experiencing a disproportionate share of the urban problems of a particular city.

In its Task Force on Police, the Commission viewed the creation of CSOs as offering a neighborhood presence that would address citizen complaints of a non-urgent nature and respond to service calls that were considered not dangerous. The Commission, as a primary concern, understood many urban police forces to be predominately white male entities with little or no understanding of minority issues or concerns. The Commission urged creating the CSO with the view of improving service in the minority neighborhoods, relieving sworn officers of "lesser" duties, increasing urban police-oriented staffing and, as a by-product, increasing opportunity for minorities as these CSOs were envisioned as being members of the minority community served.

In 1973, The National Advisory Commission on Criminal Justice Standards and Goals, Task Force on Police (Task Force) continued the advocacy for increasing "civilianization" of police departments throughout the country. The position of this Task Force was that creating civilian positions in police departments would assist in diversifying the internal culture of the department as well as freeing-up sworn personnel for law enforcement. In this sense, the concept of the CSO was continued as a term for civilianization both within the police department and as an adjunct for quasi-police services in the community. In many cities, especially in California, traffic and parking enforcement traditionally conducted by sworn officers now became the purview of the CSO. Some cities employed CSOs as jail security or prisoner transport officers. In Dallas Texas, the CSO was stationed in a storefront office in the neighborhood and conducted counseling related to job and welfare services. These CSOs conducted community meetings and served as liaisons between the police department and the neighborhood.

Throughout the United States, several cities have employed the use of civilian CSOs. One larger city in the Midwest, Minneapolis, Minnesota uses a Community Service Officer position as a transition to a full time police officer.

A Community Service Officer (CSO) works 20 hours per week in the Minneapolis Police Department while enrolled as a full-time student in an approved, 2-year Law Enforcement Program. The City pays for all college tuition and books. CSOs assist the police department in a variety of non-enforcement activities. After CSOs successfully complete academic and fitness training, they may be eligible for promotion to full time police officer.

In Wisconsin, cities such as West Bend, Menasha and Oshkosh employ civilian CSOs with varied duties that include animal complaints, traffic and parking control, minor ordinance violations, support to police staff.

The common feature among municipalities that employ civilian public safety officers include the active support of the municipal police and other departmental staff with the stated avoidance of involving the incumbents of these positions in serious or dangerous law enforcement situations. These community positions have no arrest powers, may not carry weapons (although some carry pepper spray for self-defense) and may not respond to calls with an emergency status. Enforcement powers are generally related to parking control.

Meetings and Discussion:

As part of the initial meeting of the CSS Task Force, various challenges and benefits for the possibility of creating community service officers were articulated. The benefits and challenges, as viewed by the task force members, are:

Benefits:

- Improved response time to calls for service
- Freeing police officers for higher priority calls
- Increased visibility for the Police Department (MPD)
- Deterrent potential based upon an MPD presence
- Enhanced citizen satisfaction based upon shortened response times
- Improved community relations
- Formation of a pool for potential police recruits

It should be noted that, in October 2005, one of the members of the task force, prior to being appointed to the task force, had conducted an informal e-mail request for information asking municipalities and jurisdictions throughout the country about their experiences with "Community Service Officers" i.e., non-sworn civilians who have received classroom and field training for the purpose of responding to low-priority assignments to free sworn officers for higher priority calls. Without exception, all of the respondents spoke very highly about the positive contributions that Community Service Officers made to their respective departments, often citing the same benefits as identified by the Task Force.

Challenges:

- Safety issues for CSO/ citizens in escalating circumstances (i.e. priority 4 call becomes a priority 2 or 1 as the situation changes)
- Benefits vs. costs are unknown (vehicles, uniforms, training, salary, benefits are not determined as well as the ultimate budget impacts)
- Reporting structure of CSOs is unknown
- Enforcement powers, legal and contractual issues are unknown
- Citizen response, satisfaction, acceptance/non-acceptance are further unknowns

Safety

The task force discussed, as a recurring topic at each meeting, the safety considerations for a CSO as this position will not be trained for arrests, weapons and associated tactics related to dangerous situations or confrontations. The MPD and Milwaukee Police

Association representatives on the task force expressed concerns related to the circumstances that can occur in instances where low priority calls for police service escalate to a more urgent or unsafe circumstance for the responding officer.

It should be noted that, in an informal e-mail request for information conducted by the task force and sent to various jurisdictions throughout the United States, no injuries or safety concerns other than routine worker's compensation claims, were reported. No CSO was reported to have been killed in the line of duty. The only injury cited caused by a citizen was a CSO injured when a car accidentally ran over the CSO's foot. This survey was not intended to be inclusive of all jurisdictions but was the result of voluntary reporting of safety-related concerns relative to the position of Community Service Officer.

The safety of Community Service Officers was also addressed as part of a telephone conference by the task force with the Orlando Florida Police Department, a city with 20 plus years of program operation. In addition to having no instances of a Community Service Officer injured or harmed in the performance of duty, the Orlando Police Department reserves the CSO duty to designated areas of the city. Additionally, the Orlando Police Department keeps a "no-go" address list where only a sworn law enforcement officer may respond.

In all, the information received by the Task Force did not indicate a safety problem using trained civilian Community Service Officers to respond to calls for service for crimes no longer in progress or other duties.

Cost

The Task Force attempted to identify potential costs of a CSO program. A table prepared by the Department of Administration-Budget and Management indicated that the 5-year costs of a CSO program, including recruitment and training, salary and benefits, as well as equipment and uniform costs, with 20 officers would total (approximately) \$5.728 million. This estimate included the base salaries and no special pays or overtime.

Also included in the table, for informational and comparative purposes, were the 5-year costs of 20 police officers including all the components of recruitment, training, salary and benefits, etc. This estimate totaled (approximately) \$7.486 million and included the base salaries and no special pays or overtime.

This cost estimate was prepared on budget assumptions on today's pay range for officers and pay range for CSOs (located between a parking checker and a police officer). An exact comparison is not possible since the duties, pay range and training for CSOs have not officially been determined nor have they been approved by the Fire and Police Commission.

The cost comparison is attached to this report.

Reporting structure

The Task Force found that CSO programs are located within the police departments and may have either civilian or police supervisors. The program would be a responsibility of the Chief of Police.

Enforcement powers, legal and contractual issues

The CSO program would need authorization from the common council for some duties related to traffic as explained in Section IV of this report. An assistant city attorney addressed the Task Force and indicated bargaining units could petition to represent CSOs.

Public acceptance

A questionnaire was mailed to several community organizations throughout the city soliciting comments regarding the possibility of implementing a CSO program in Milwaukee and public acceptance. Public comment was also invited at the February 24, 2006 meeting of the CSO Task Force. Few comments were received from the questionnaire but were supportive of the concept. No members of the public testified at this meeting. Members reported on their public contacts and discussions with others on the concept indicating favorable comments.

III. The City of Orlando Florida Model

In the course of the deliberations of the task force, attention was given to the Community Service Officer Program established in Orlando Florida. The City of Orlando has had a Community Service Officer program established since 1983. The CSOs were established in 1983 as a result of a recommendation of the Orlando Crime Commission Report issued on October 8, 1981, to create a non-sworn category of "service officer" for the purpose of handling "barking dog" calls and non-crime responses. In addition, the goal of the CSO program was to maintain the quality of service, but reduce personnel costs by using civilian personnel to answer non-hazardous calls for service. The Orlando Police Department has a year 2006 authorized strength of 31 for its CSOs.

The program in Orlando was examined because the position duties closely mirrored the intent establishing the Milwaukee task force: to examine the possibility of employing and deploying a civilian officer core to respond to police calls for service that do not require the full police enforcement powers of a sworn police officer as well as time afforded to police officers to respond to calls and patrols requiring the full expertise and enforcement power granted to a sworn police officer.

More specifically, the Orlando CSO responds to emergency and non-emergency police calls such as criminal incidents not in progress, fires (including vehicle, residential, commercial), arsons, gas leaks/hazardous material spills or explosions, burglaries no longer in progress (including residential, commercial and vehicle), stolen/recovered vehicles, traffic crashes (from minor crashes up to traffic homicides), missing juveniles/adults, emergency road closures, traffic positions, animal complaints,

abandoned/disabled vehicles, theft, criminal mischief (vandalism), forgeries, frauds, embezzlements, counterfeit currency/checks, and other economic crime related calls.

The Orlando CSO recruits receive 672 hours of training at the Central Florida Criminal Justice Institute conducted by Florida Department of Law Enforcement certified instructors plus a 12-week field-training period conducted by veteran CSOs trained as Field Training Officers.

The City of Orlando Florida Police Department Community Service Officers provided the CSS Task Force with a template of a mature and robust CSO program in a larger city in the United States as a rationale for examining this program.

A detailed description of the Orlando CSO is provided as a reference at the end of this report.

IV. City Attorney's Office

The Office of City Attorney, in the course of the CSS task force meetings, has offered the opinion that civilian personnel, Community Service Officers, could serve as traffic accident investigators. No prohibition exists in state law. Furthermore, the CSO would be able to issue citations for municipal ordinance violations per Common Council and Chief of Police authorization. The CSO would be able to direct traffic; however, unless the CSO is designated as traffic officer, the directions given by a CSO would not be able to be enforced.

A City Attorney's opinion related to traffic duties for CSOs was requested in response to CSS task force members' questions, as the task force believes that traffic-related calls for service would be a major response item for the CSO.

The City Attorney's opinion related to civilians and traffic investigation and enforcement is attached to this report.

V. Community Service Officer Duties and Calls for Service

The task force gave considerable consideration to CSO responses to calls for service. In general, the task force believes that the CSO will be able to respond to most traffic incidents as well as non-violent, over-with calls for police service. "Over-with" calls for police service can be characterized as not-in-progress incidents where no suspect is present and a police report is required or a police investigation should be initiated. Examples of these types of calls include burglaries, stolen vehicles, animal complaints, vandalism and assorted economic crimes such as forgeries or frauds. Traffic related duties were also recommended.

The task force reviewed the current list of calls for service and identified calls for service from the priority one through four lists that can be handled by a CSO, freeing officers for other calls needing a law enforcement response. The task force acknowledges that the

Chief of Police reserves the authority to deploy a CSO in a manner consistent with the judgment and purview of the Chief of Police.

The Chief of Police has given the CSS task force a preliminary indication of how a CSO might be deployed within the structure of the Milwaukee Police Department:

- Chronic nuisance property investigations
- Station duty for walk-in complaints
- Missing person returns
- Traffic control, minor accident investigations and reports and parking problems

The task force recommends that the chief give serious consideration to the list of calls identified by this Task Force as possible CSO duties to free officers and improve police response to both higher and lower priority calls. The Task Force did not envision the CSO program as an indoor program or extension of the Police service specialist position.

The list of possible CSO duties identified by the Task Force is attached to this report.

VI. Community Service Staffing Task Force Recommendations

The Community Service Officer position is understood to be a civilian position in the police department that responds to non-emergency calls for service, traffic control, traffic incidents and other incidents not requiring the attention of a uniformed and armed sworn officer.

In a review of various programs nationally, the task force found that communities employing CSOs enjoy the following:

- Improved response time to calls for service
- Freeing police officers for higher priority calls
- Increased visibility for its police department
- Enhanced citizen satisfaction based upon increased response times
- Improved community relations
- Formation of a pool for potential police recruits

CSOs can assist MPD in, at a minimum, continuing the same level of service or improving police service at a lower cost.

In a review of identifiable costs comparing 20 positions of police officer to 20 positions of a CSO, the budget office estimates the potential savings of \$1.75 million over a 5-year period.

The following recommendations are offered for consideration relative to the implementation of a Community Service Officer position:

1. The Common Council should pass enabling legislation to create a CSO program for the City of Milwaukee including the authority for the CSO to

direct traffic, investigate traffic crashes, investigate complaints, write citations and to fulfill the role of CSO as designated by the Chief of Police. In order to assure that the CSO position duties as proposed are in compliance with city ordinances and state law, the City Attorney's office is requested to review any legal issues related to the establishment of a CSO program for the City of Milwaukee

2. The Community Service Officers should be full-time and part-time civilian positions assigned to the MPD Patrol Support Division and deployed by the Chief of Police with supervision provided by a Sergeant.
3. The pay range for the CSO is to be established between that of the position of Parking Checker and Police Officer. The position description and salary recommendation provided by the Department of Employee Relations (contingent upon approval by the Fire and Police Commission), and attached to this final report is recommended for acceptance as the framework, subject to modification, for the recruitment of individuals for this position, as well as serve as the guide for the intended scope of duties for the Community Service Officer.
4. All candidates for the position of CSO will pass examinations, background checks and psychological screening set by the Fire and Police Commission. Preference points will be awarded for retired or resigned-in-good-standing police officers who wish to apply to the CSO program.
5. The position of Community Service Officer will be represented by an appropriate bargaining unit.
6. Training will be required to be commensurate with the duties and job description eventually agreed upon.
7. Community Service Officers will wear a badge and have distinctive uniforms, vehicles and equipment as prescribed by the Chief of Police.
8. A public education plan will need to be implemented as to the role of the Community Service Officer in Milwaukee and the relationship of this role to the duties of a sworn police officer.
9. Funding shall be allocated for 20 CSOs in the 2007 budget. The Department of Administration is directed to seek start-up grant funding for equipment and training for the CSO program.
10. To implement the Community Service Officer program in a timely fashion, the Task Force recommends the following timeline:

- May 31, 2006 – Final Report of the Community Service Officer Task Force is to be introduced to the Common Council as a communication file and referred to the appropriate Common Council Standing Committee
- June 5 – June 16, 2006 – Final Report of the Community Service Officer Task Force to be reviewed and heard by the appropriate Common Council Standing Committee
- June 20, 2006 – Legislation, including ordinance changes, to be introduced authorizing the implementation of a CSO program for the City of Milwaukee
- June 26 – July 11, 2006 - Legislation, including ordinance changes, authorizing the implementation of a CSO program for the City of Milwaukee to be reviewed and heard by the appropriate Common Council Standing Committee
- July 12, 2006 - Legislation, including ordinance changes to be adopted by the Common Council authorizing the establishment of a CSO program for the City of Milwaukee
- August 30, 2006 – MPD and the Fire and Police Commission to finalize the job description of the duties of a CSO including recruitment strategies, application procedures, testing, and background check procedures
- September 2007 – First recruit class of CSOs to begin training with City of Milwaukee employee status
- January-March 2008 - First recruit class of CSOs deployed

VII. Other Discussion Relating to Police Service

The CSS Task Force, as part of its overall review of a CSO program, engaged in discussion related to providing more sworn patrol officers for duty to the community. While this discussion was not directly related to its mandate, the CSS Task Force makes the following observations not specifically related to a Community Service Officer program, but offered to address the desire for increasing the number or utilization of sworn police officers:

1. Examine the feasibility of creating a part-time police officer position for qualified MPD officers who may wish, or be unable, to work a full 40-hour per week tour of duty.
2. Examine the feasibility of augmenting or expanding the current position of Police Services Specialist to include job duties that would align with the job duties of a Community Service Officer. The skills

of the Police Service Specialist should be used to conduct investigations for all MPD positions requiring background checks.

Police Service Specialists, retired police officers, currently have the opportunity to return to non-enforcement activities with MPD including conducting licensing investigations, engaging in office duties or assisting with police vehicle services including vehicle conveyance and chauffer duties.

3. Civilianize Booking Officer and Community Liaison Officer positions.

The task force believes that these current MPD positions do not require the expertise of a sworn law enforcement officer. Police officers in these positions could be assigned to patrol duties.

Attachments

- Resolution 050956
- Task Force Members
- Task Force Meeting Minutes
- Cost comparison
- City Attorney's opinion related to civilians and traffic investigation and enforcement
- List of possible CSO duties identified by the task force
- Position description and compensation for the Community Service Officer from the Department of Employee Relations
- Police department estimated infrastructure costs for vehicle and equipment for a Community Service Officer
- Report and analysis from the Budget Office
- Orlando Florida Community Service Officer Model