

10% Reduction to the 2020 Police Department Budget

Introduction

Common Council resolution 200259 directed the Budget Director to prepare a detailed 2021 budget for the Milwaukee Police Department reflecting a 10% reduction in its 2020 budget. The Common Council expressed its intent to use these savings to increase the resources available for purposes related to improving public safety and health and included the following:

- The Fire and Police Commission to fund training to hire additional investigators and to ensure adequate external monitoring, the latter to be acquired via a request-for-proposals process
- The Milwaukee Health Department to fund community-based mental health programs and services including the Blueprint for Peace, Trauma-informed care, domestic violence programming, and 414LIFE
- The Office of the Common Council - City Clerk to fund the Community Collaborative Commission (CCC) which will use these resources to select and fund, via a request-for-proposals process to be approved by subsequent Common Council action, community-based organizations that can accelerate and enhance police-community relations including those necessary to implement the recommendations of the Community Collaborative Committee's report; and
- The Housing Trust Fund and other agencies to further the creation of affordable housing including new housing cooperatives, rehabilitation, and home ownership
- Other purposes as may be discerned in collaborative discussion with the community

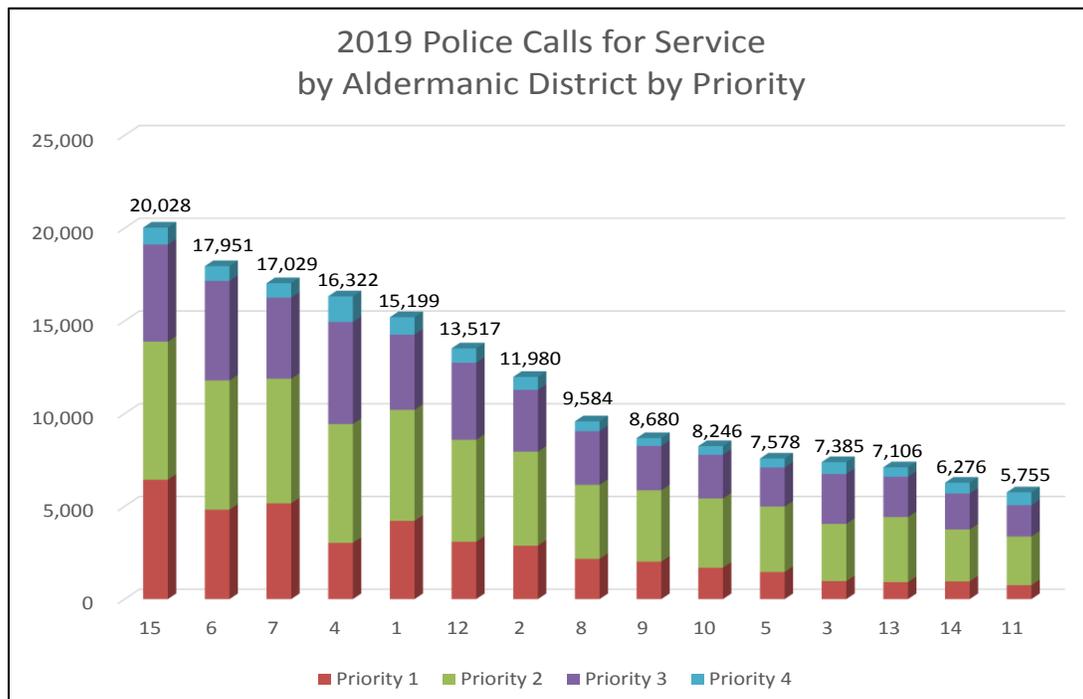
Plan to Reduce 10% from the 2020 Police Department Budget

Resolution 200259 directs a 10% cut to the 2020 MPD budget. The 2020 MPD budget is \$297.4 million. A 10% cut results in a budget of \$267.6 million, a reduction of \$29.7 million. However, achieving a MPD budget of \$267.6 million in 2021 requires cutting the MPD's requested 2021 budget. The 2021 requested budget includes legally required salary increases as well as other cost increases. The 2021 MPD requested budget is \$315.9 million, an \$18.5 million or 6.2% increase from the 2020 budget. Reaching the \$267.6 million target required by Resolution 200259 in 2021 requires cutting the 2021 MPD requested budget by \$48.3 million. A 10% reduction to the 2020 budget results in a 15.3% reduction to the 2021 requested budget.

Current Response Times

It is important to understand the current call volume, response time and type of calls the Police are dealing with to determine the potential impact to residents of a 10% cut in Police Department budget.

The following graph shows police call volume by aldermanic district from highest to lowest by priority of the call for 2019. There were 172,677 total calls for service in 2019. Most of the calls for service were in the 15th Aldermanic District which made up 11.7% of the total calls. The top five aldermanic districts made up slightly more than 50% of the calls.



The table that follows shows the top 10 types of calls per aldermanic district. The top 10 calls are 48.9% of the total calls. It will be important to look at these calls as criminal and non-criminal calls. There are cities that have directed non-criminal calls to other alternative methods of response that will be part of a later discussion.

Call Type	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	Total
TRBL W/SUBJ	1,438	1,066	1,200	2,897	761	1,841	1,483	1,106	765	691	609	1,754	832	645	1,838	18,926
WELFARE CITIZEN	851	729	641	1,114	610	1,036	829	611	669	611	525	856	630	544	1,026	11,282
ACC PDO	583	551	573	925	417	765	779	640	382	552	327	763	499	439	866	9,061
BATTERY	739	555	254	783	265	926	845	374	412	359	160	586	185	199	1,029	7,671
CALL FOR POLICE	798	560	206	667	270	873	812	376	485	332	149	536	211	171	1,098	7,544
SUSP PERS/AUTO	442	516	379	400	588	521	507	375	355	475	442	554	463	356	518	6,891
ENTRY	568	464	253	374	250	645	647	305	365	322	143	499	184	217	762	5,998
INJ PERSON/SICK	406	321	367	837	175	562	481	392	191	206	177	677	338	267	514	5,911
SUBJ WANTED	597	521	81	493	252	770	692	237	305	256	112	360	137	160	757	5,730
MO	455	371	261	685	257	549	619	212	280	239	241	336	301	162	542	5,510
Grand Total	6,877	5,654	4,215	9,175	3,845	8,488	7,694	4,628	4,209	4,043	2,885	6,921	3,780	3,160	8,950	84,524

Staffing

Wages and fringe benefits are 95% of the Police Department budget. Any reduction to the Police budget requires substantial personnel reductions.

Annual Police staffing is determined using average sworn strength. Actual daily staffing varies from this average depending on the number of sworn employees leaving City employment and when new sworn employees are hired. Employees are hired in classes that normally range in size of 35 to 65 positions. On average, 4.5 to 6 sworn employees leave the City per pay period. Actual sworn strength during the year is affected by when new classes start.

A final decision on the sworn staffing level for 2021 has not been determined, however, one option is not hiring any new employees in 2021. This would reduce average sworn staffing by 150. However, the City can hire 30 sworn staff in early 2021 using COPS grant funds, resulting in an average sworn strength of 120. Annual average sworn strength would reduce from 1,802 in 2020 to 1,682 in 2021. This reduction would not require layoffs and would generate savings of \$10.6 million. This \$10.6 million represents a 3.6% cut to the 2020 MPD budget.

Further reductions to average sworn strength will require layoffs. The City can impose layoffs but layoffs will increase unemployment compensation costs and can only occur based on seniority, as required by the Milwaukee Police Association contract. One concern with layoffs is that they may negatively impact diversity in the department. Before the Common Council adopts reductions that require layoffs, we recommend a study to determine the potential impact on diversity.

Staff Reduction Impact on Response Times

Response times to calls increase during the year because of the ongoing staffing reductions through attrition of 4.5 to 6 positions per pay period. The staffing reduction that occurred in the 2020 budget provides a basis to estimate the impact on response times from further reductions in 2021. In 2020 sworn strength was reduced by 62. While response time improved for priority 1 and 2 calls, wait times increased significantly for priority 3 and 4 calls. Response times for priority 1 and 2 will worsen in 2020 as sworn strength continues to decline and will likely be higher than in 2019.

Median Response Times		
	<u>2019</u>	<u>2020</u>
Priority 1	0:09:13	0:09:04
Priority 2	0:14:50	0:14:34
Priority 3	0:19:54	0:21:42
Priority 4	0:17:31	0:21:50

Since a sworn strength reduction of 62 in 2020 increased response times for priority 3 and 4 calls, we expect a reduction of 120 sworn personnel in 2021 to more than double response times for priority 3 and 4 calls. The increase in response times could be 6 to 9 minutes.

The impact of the staffing reduction on response times for priority 1 and 2 calls is more difficult to predict. While the department made a concerted effort to maintain priority 1 and 2 call response times in 2020 despite a reduction of 62 sworn personnel, these response times will increase as further staffing reductions occur in 2020. An additional reduction of 120 sworn officers means less units can respond to calls, which increases response times. Further analysis is needed to estimate the potential increase for priority 1 and 2 calls. The Common Council should review the estimated increases to priority 1 and 2 calls before making decisions on reductions to the Police budget.

Alternative Response to Non-Criminal Calls

Police officers respond to many different types of calls. Some calls require law enforcement personnel, such as homicides, shootings and burglaries. Other calls do not necessarily require law enforcement personnel to respond, such as mental health incidents, landlord/tenant troubles, animal bites, welfare checks, and traffic accidents with only vehicle damage, suicides and overdoses. While there may be some benefits to having law enforcement personnel present to investigate and resolve some of these incidents depending on their severity, it is worth exploring alternative response models.

Many cities have created alternative response models. Their origin centers on the replacement of police response to mental health related calls with professionals trained in dealing with patients with mental health issues. The health professional are trained to deal with these situations and are better at de-escalating the situation. Health professional response to these calls also frees up time for the police to respond to other calls for service.

Police officers spend an average of 1 hour and 43 minutes per mental health observation call. There were 8,141 calls in 2019 meaning officers used 13,975 hours at these calls or the equivalent of at least 7 police officers.

Eugene, Oregon

Eugene Oregon set up a mobile crisis intervention program in 1989 that responds to a broad range of non-criminal crises, including homelessness, intoxication, disorientation, substance abuse and mental illness problems, and dispute resolution. Mobile teams consist of two individuals with one having a medical background and the other being a crisis worker with training and experience in the mental health field. They responded to an estimated 17% of Eugene's police calls in 2017 and have a \$2.1 million budget.

It is community-based public safety system to provide mental health first response for crises involving mental illness, homelessness, and addiction. White Bird Clinic launched CAHOOTS (Crisis Assistance Helping Out On The Streets) as a community policing initiative. The CAHOOTS is linked to other programs run by White Bird Clinic such as a medical clinic, mental health outpatient services, drug and alcohol treatment and dental clinic.

Milwaukee County

One of the components of the crisis services offered by the Milwaukee County Behavioral Health Division is the Crisis Mobile Team (CMT). The Mobile Team provides crisis services on an outreach basis. This service operates 24 hours per day (on call services from midnight to 7:30 am) 7 days per week. The team goes to the individual and provides services in the setting in which the mental health emergency or crisis is occurring; private homes, group living settings, work settings, police stations, jails, hospital emergency rooms and virtually anywhere in the community where it is deemed safe and appropriate to meet the person. CMT will work with the individual and his/her significant supports, as well as referring agencies, for as long as is necessary to intervene successfully in the crisis. This is accomplished by initiating necessary treatment, resolving problems, providing high levels of support until the crisis is stabilized, and planning for ongoing services. CMT will also provide stabilization services as deemed clinically appropriate.

Objectives of the mobile services include relief of immediate distress in crisis and emergency situations; reducing the level of risk in the situation; assisting law enforcement officers who may be involved in the situation by offering services such as evaluations for Emergency Detention, and describing other available services and intervention options; and providing follow-up contacts to determine whether the response plans developed during the emergency are being carried out. In 2018, the Crisis Mobile Team was involved in 3,337 crisis contacts in the community.

The Milwaukee County Behavioral Health Division Crisis Services has joined with the City of Milwaukee Police Department (MPD) and the West Allis Police Department (WAPD) to implement an expansion program of the Crisis Mobile Team. This expansion, called the Crisis Assessment Response Team (CART), consists of a single mobile team clinician and a single police officer partnered together as a mobile team in the community. Their primary objective is to respond to Emergency Detention calls to provide service and attempt to stabilize the individual with their own natural supports/resources or assist them in obtaining voluntary treatment. The goal of the team is to decrease Emergency Detentions by identifying and utilizing voluntary alternatives and make a positive impact for individuals experiencing a crisis. Due to partnering with law enforcement, the team is still able to initiate involuntary treatment when necessary. There are 3 CART units providing service in one shift and is available 7 days/week in Milwaukee. In 2018, CART made 2,722 community contacts for assessment and stabilization services.

The County program uses police officers because State law only allows law enforcement officers to initiate involuntary mental health treatment. Wisconsin is one of a handful of States that require law enforcement involvement in involuntary treatment. State law would need to be changed to allow medical staff to make that call so police can be removed from responses to mental health calls.

Mental Health Education

It is often difficult for mental health patients to navigate the mental health system especially for those who are unable to afford medical insurance. The City Health Department's MKE Elevate strategic planning meetings with residents identified a need to focus more on mental health issues. The first goal of MKE Elevate is to improve access to mental health services.

Consolidation of the Dispatch and IT in New Department

The police and fire departments currently have their own dispatch and information technology (IT) sections. The Mayor's plan is to move these dispatch and IT functions to a new department, an Office of Emergency Communications. Although this does not generate net budget savings, the new department will have a civilian staff, which allows existing sworn personnel to return to performing police duties. Alternatively, these positions could be eliminated. Since implementation of this new department should be coordinated with the implementation of a new 911 and CAD system, this change will occur in mid to late 2021.

Planning to create the new Office of Emergency Communications has already begun. Several new positions are created in the 2021 budget. Those positions include a director position (to be hired by mid-2021), two CAD Administrator positions, a position of GIS System Administrator, and the transfer of the Emergency Communications Manager from the Police Department. The two CAD and the GIS position will be created in October so they can be hired by the beginning of 2021 and assist with implementation of the new CAD system.

A formal process has been developed to implement the new 911 system and CAD systems and to create the new consolidated department. The automation and department creation need to proceed simultaneously with the goal of both being in place at the beginning of 2022.

An Executive Steering Committee consisting of stakeholder departments has been established. Departments have agreed to provide a representative with the authority to apply necessary organizational resources to accomplish project activities.

The committee is responsible for:

- Establishing and maintaining a formal governance structure beyond the implementation of the automated system and creation of the new department.
- Allocating resources and facilitating interdepartmental coordination, as necessary, to ensure compliance with critical tasks and milestones of the program
- Approval of all project scope changes, new financial purchases, and change order decisions that fall within the scope of ESC members' approval authority.

- Approval of all new operational workflows, business processes, policies, procedures, and training curriculums
- Approval of program payment milestones

Most of the staffing for the new department will be transferred personnel from the police and fire departments. There will be 6 to 8 new positions added with an additional 15 ECO positions added for the purpose of allowing training on the new system while the old system remains operational. The new department will consist of the following:

- Emergency Communications Management Section
 - Director
 - Assistant Director
 - Shift Managers
 - Shift Supervisors
 - Emergency Communications Operators (ECO)
 - Personnel
 - Finance
- Training Section
- Radio Communications
- IT/System Administration
- Quality Assurance

Consolidating dispatch and IT to a new department will improve Police and Fire services:

- Consolidated dispatch eliminates the need to transfer calls between fire and police dispatchers
- New GIS information in the CAD system allows dispatch of the closest available unit, improving response time
- Enhanced data analysis to:
 - Improve crime fighting initiatives
 - Identify trends and patterns, hot spots and frequent flyers
 - Improve the ability to make data driven decisions
 - Measure the effectiveness of strategies and tactics in a timely manner
- Enhanced employee productivity and eliminating unnecessary duplicate workflows and business processes.

Fully funding the Office of Emergency Communications will transfer approximately \$23 million from the Police Department.

Move Internal Affairs Out of the Police Department

The Internal Affairs section in the police department consists of 31 sworn positions including captain (1), police lieutenant (3), sergeant (12), detectives (11) and police officers (4). The section investigates potential violations of the law and professional misconduct by police personnel. Actions taken by the Police Chief are reviewed by the

Fire and Police Commission. Sworn personnel can appeal the Chief's decision at a hearing.

An **administrative investigation** operates independently of the **criminal investigation** into a law enforcement officer. Traditionally, law enforcement agencies often stay the administrative investigation into an officer accused of potentially criminal misconduct pending a prosecutor's decision on the criminal charge. This occurs for a variety of reasons: (1) the belief that the criminal penalties are stronger and therefore take precedence; (2) the desire to have an independent review of the criminal investigation (often, conducted by the same law enforcement agency); (3) to ensure that the potential prosecution is not impacted by administrative process and findings; and, (4) to ensure full visibility into the evidence¹.

However, the criminal charging review for officer-involved criminal investigations takes significant time. Nationally, highly publicized actions of officer misconduct take months and years to make a final determination on whether criminal prosecution will occur².

There are serious questions regarding the review of police law breaking and misconduct by the police department. Several cities have set up separate departments or organizations to review charges brought up against police personnel.

There were two distinct alternatives. Some use an audit system while others use a separate independent review organization. The cities of Portland, San Jose and Los Angeles (City & County) use an audit system. The audit system analyzes the process used to conduct the investigation and assures the process was appropriately followed. New York, Philadelphia, San Francisco, New Orleans, Atlanta, Boston and Indianapolis have review agencies that are not linked to the police department.

Creating a separate organization or department to either audit or investigate will require procedures to be developed and legislation drafted. Resident input into the process will be critical. Changes may take one or two years to put into place.

Special Events

The Police Department spent 14,511.4 hours providing resources to special events in 2019. Services provided focus on traffic control. A small amount of permit fee revenue is generated by these services.

The police can no longer provide these services at the expense of reduced police coverage to residents or through costly overtime. Without a specific reason beyond traffic control, the department should no longer provide services to permitted events. If there is a need for police presence, permit fees should be set to cover all police costs, unless an exemption is granted.

1 & 2. "Why Do Internal Investigations of Police Officers Take So Long?" by Debra K. Kirby, Esq. July 24, 2018 published on hillardheintze.com

A process to charge larger special events was adopted by the City last year. Legislation should be developed for smaller events in 2021 that discourages or prohibits the use of sworn personnel at these events or has a charge to recover the costs, and that establishes an exemption process. Community liaison officers will remain responsible to attend community events at no cost to the community.

Expand Use of Community Service Officers

Community Services Officers (CSO) were added to the Police Department years ago to perform functions that were law enforcement related but did not require a police officer to do the work. There are currently 25 CSO positions in the Police Department. Of these positions, 9 are filled and 16 are vacant. CSO job duties include:

- Respond to non-emergency, low-priority calls for service, including theft, non-injury traffic accidents or vandalism.
- Inspect property damage and accident sites and take photos; canvas for and interview witnesses.
- Document observations, determine findings and prepare reports.
- Based upon investigation and assessment, determine whether sworn law enforcement should be called to the scene.
- Testify in court and provide depositions, as required.
- Take and file complaints from individuals who walk into the Police stations, as directed.
- Assist Community Liaison Officers with nuisance property investigations.
- Respond to call-outs in cases of severe weather and natural disasters.
- Provide services at special events, including traffic control.

The cost of a CSO is \$40,501 per year while police officer pay begins at \$63,069. Three CSOs can be funded at the cost of two police officers. For example, response to property damage only accidents required 13,771 hours of response time. That equals 7 police officer positions. Using 7 CSOS rather than 7 police officers saves \$161,000 in direct salaries. This savings could be used to maintain three police officers or to reduce the tax levy.

If there are no police classes in 2021, it is difficult to replace police officers with CSOs and avoid layoffs. As noted previously, reducing more than 150 sworn positions requires layoffs. Savings from reducing police officers through layoffs to increase CSOs is partially offset by the unemployment compensation costs and the cost of the CSO. Further analysis is needed to determine if this scenario results in net savings.

A plan should be developed to utilize CSOs in place of police officers for 2022. The plan needs to determine the situations where CSOs will replace police officers, how many CSOs are needed, how many sworn positions will be eliminated without layoffs, and the overall savings.

Civilianizing Sworn Positions

Similar to replacing police officers with CSOs, current positions filled by sworn personnel can in some cases be replaced by civilian positions. Simply adding civilian staff and not eliminating police officers will increase costs. A plan must be developed that coordinates civilian and officer staffing in a manner that produces savings. A plan should be developed for the 2022 budget.

Conclusion

There are opportunities to make changes to the Police Department budget that can free up funding. Savings would mainly come from a reduction in the average sworn strength. Sworn strength can be reduced up to 120 before layoffs occur, saving up to \$10.6 million.

Dispatch and IT functions in the Police Department will be moved to a new department during 2021. This will reduce the Police Department by approximately \$23 million.

There are gaps in mental health services that can be filled by an alternative response to some police calls for service. The alternate response will improve services to the mentally ill while prioritizing police response to calls for service requiring a law enforcement response.

Moving internal affairs to a new department, changing special event staffing, increasing the use of CSOs and civilianizing sworn positions will take place over the next few years.

- Special Events – April 2021
- CSOs/Civilianizing – 2022
- Moving Internal Affairs – 2023

The total reduction to the Police Department budget will be \$33.6 million.

This report was completed in a short period of time, as required by the mandate in Council File 200259. As is evident from this report, more thorough analysis is required to develop a more comprehensive reform of the Police Department and the City's response to various community issues and concerns. Other alternatives can be explored, and further analysis should occur. Two important issues not addressed in this report should be highlighted. First, significant reductions to the Police Department will likely require the department to restructure its organization and operations and adjust various policies and procedures. The Police Department is an important partner that needs to be involved in the decision making process. Second, comprehensive reforms will require involvement by both Milwaukee County and the State of Wisconsin. Changes in State law, collaboration with the County, and funding support from both governments, are an important component of comprehensive policing reform.