FINAL REPORT ON THE POLICE ORGANIZATIONAL AND WORKLOAD STUDY

AUGUST 28, 2025

APPLETON, WISCONSIN

MATRIX

CONSULTING GROUP

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INTRODUCTION AND EXECUTIVE SUMMARY

The City of Appleton hired Matrix Consulting Group to conduct an Organizational and Workload Study of the Appleton Police Department (APD). This document comprehensively analyzes current staffing needs for every department function and recommends utilizing existing resources effectively when appropriate. This analysis highlights the impact of staffing levels on achieving targeted service levels and supporting effective operational management.

Matrix Consulting Group was founded over 22 years ago and has extensive experience conducting similar assessments for over 400 police departments in Wisconsin, elsewhere in the United States and Canada. Our firm has assisted numerous police departments in improving workload balance, management, operations, and attaining 21st-century Policing goals.

SCOPE OF WORK

The scope of this study included assessing current enforcement operations, response capabilities, staffing, and other resources necessary for delivering services to the City.

This project focused on the delivery of law enforcement services in Appleton, which included:

- Proactivity.

- Resource allocations.

- Current staffing.

- Management of resources.

- Responsiveness to the public.

The scope of work also included a survey to gauge department employees' attitudes about its operations and services to the community, as well as a comparative survey to gauge best and emerging practices of agencies similar to that of APD. The results of these surveys are included in the appendices of this report.

APPROACHES UTILIZED IN THE STUDY

Data utilized in this study was developed based on the work conducted by the project team, including:

- Interviews were conducted with staff.

- An employee survey was deployed to gauge employee opinions on key topics within the organization.

- Collection and analysis of workload and service data.

- A review of operational documents and reports, budget data, organizational structure, and key practices.

- Community stakeholder feedback.

Throughout the study, the consulting team met with Police Department and City representatives to review findings at each stage.

KEY FINDINGS AND STRATEGIC IMPROVEMENT OPPORTUNITIES

The demands and expectations placed on policing today are greater than ever. While the need for transparency and accountability regarding resources has always existed, it has now emerged as a core expectation from the community and the profession. This study aims to provide a justified, data-driven plan for police staffing in Appleton and its staffing and organizational needs. Our data-driven approach ensures an empirical foundation for current and long-term staffing and organizational successes.

The Appleton Police Department exhibits substantial strengths in the services it provides to the community, founded upon a dedication to responsiveness, accessibility, and public safety. For example:

- Patrol officers maintain relatively high levels of proactive time, enabling them not only to address calls effectively but also to engage in visible, community-oriented policing during periods of peak demand.

- The Department strategically aligns its staffing with times of highest community demand, thereby ensuring timely service and a robust field presence.

- Specialized units, such as the Community Services and K9 Units, further enhance service delivery by addressing non-emergency concerns and supporting public safety operations during high-risk incidents.

- Administrative and police communications personnel provide consistent front-line service, managing large volumes of public requests, records, and walk-in contacts with minimal backlog—thereby ensuring that community members receive prompt and reliable assistance.

These operational strengths collectively reflect a department that is profoundly focused on fulfilling the evolving needs of its residents through efficient, proactive, and community-centered service delivery.

The following table summarizes all the recommendations in this report. The report should be reviewed to understand the factual basis behind each recommendation and the analysis that led to it.

SUMMARY OF RECOMMENDATIONS

ADMINISTRATIVE SERVICES UNIT

Administrative Services Unit	Upgrade the Lead Administrative Support Specialist and Lead Police Communications Specialist to official supervisory roles.
Administrative Support Section	If the overtime hours related to fulfilling open records requests keep increasing in 2025, consider raising the number of part-time Administrative Support Specialist positions from 2 to 3.

PATROL DIVISION

Patrol	Increase the authorized staffing of Sergeants and Officers in the Patrol Division by 1 FTE for a total of 56 FTE authorized.
	Deploy patrol field personnel to optimize their service levels and provide a high level of service to the Appleton community.
K9 Units	Maintain the current staffing of 4 FTE K9 units assigned to the Patrol Division.

PATROL DIVISION – NORTHERN & SOUTHERN DISTRICT SUPPORT UNITS

Traffic Safety	Increase the staffing of Traffic Safety Officers (TSOs) within the Patrol Division by 3 FTE for a total of 5 FTEs.
	Deploy the 5 FTE TSOs strategically across the red and blue patrol teams during the primary day shift, deployed at 0700 hours.

PATROL DIVISION – DOWNTOWN DISTRICT SUPPORT UNITS

Operations Coordination	Explore transitioning the Operations Coordinator position from a sworn to non-sworn position.
Professional Development	Increase Professional Development staffing by two full-time trainers (officers).
	Complete an annual organizational needs assessment to support the advancement of training for both sworn and non-sworn employees.

INVESTIGATIONS AND COMMUNITY RESOURCES UNIT

Investigative Services	Add one additional lieutenant to investigative services for a total of two assigned.
	Maintain current staffing of detectives but transfer the caseload from school resource officers (this is over 100 cases, including approximately 90 sex assault cases) to investigative services.
	Split investigations into person crimes and property crimes units with a lieutenant over each.
Forensic Evidence	Add one forensic evidence specialist for a total of three assigned.

	Create and staff a forensic evidence supervisor position with the full responsibilities of a unit supervisor.
Crime Analysis	Start tracking unit performance measures for the crime analyst.
Investigative Software and Technology	When updating the records management software, add a detective case management module so that performance measures and case assignments can be better tracked.
School Resources	Add one additional lieutenant to the school resource unit for a total of two assigned.
	Maintain the current staffing of school resource officers, but transfer the sexual assault, child abuse, child neglect, and other sensitive or complex investigative caseload to investigative services.
Special Investigations	Add one SORP officer position for a total of two assigned.
	Add one additional officer to the SIU for a total of five assigned
	Add one additional officer to the MEG for a total of two assigned.
Community Resources Unit	Establish a structured internal tracking system to monitor qualitative performance measures assigned to the Community Resource Unit.

OFFICE OF THE CHIEF OF POLICE

The Chief of Police is supported by an Assistant Chief and, administratively, by a Fiscal Resources Manager, an Executive Assistant, and an Administrative Support Assistant.

1.   CHIEF OF POLICE

The Chief of Police is the highest-ranking officer in the department and is responsible for overseeing all aspects of its operations. Duties include leadership and administration, strategic planning, personnel management, community engagement, operational oversight, and accountability.

2.   ASSISTANT CHIEF OF POLICE

The Assistant Chief of Police assists the Chief in overseeing department operations, leading the team, and managing administrative responsibilities. The department Captains and the Administrative Services Manager report directly to the Assistant Chief.

3.   EXECUTIVE ASSISTANT

The Executive Assistant provides administrative support to the Chief of Police and works from 7 am to 4 pm, Monday through Friday. Tasks include the following:

•   Maintain the Chief's calendar and other administrative support.

•   Maintain retiree and family contact lists.

•   Department newsletter contribution.

•   Manage the department's volunteer program.

•   Organizational chart and roster updates.

•   New employee orientation and pre-employment background packet set up.

The completion times for workloads in roles such as executive assistants are often undocumented, making it difficult to conduct a workload-based staffing analysis. Performance metrics such as completed work products, timely task completion, and work backlogs frequently impact staffing levels. This role does not have any workload backlogs.

4.   FISCAL RESOURCES MANAGER

The Fiscal Resources Manager works from 8 a.m. to 5 p.m., Monday through Friday, and supervises the Administrative Support Specialist. The following table outlines assigned tasks:

FISCAL RESOURCES MANAGER TASKS

Task	Description
Budget Management	• Prepare annual budget. • Deposit receivables. • Process accounts payables. • Process procurement card statements. • Balance petty cash. • Manage evidence receivables/equitable sharing account. • Manage K9 funding. • Prepare quarterly and annual invoices. • Maintain training balance. • Track costs for various events. • Verify monthly cellphone reports.
Payroll Management	• Oversee all aspects of payroll processing. • Prepare shared Excel reports. • Verify bi-weekly payroll reporting. • Track military leave and type of pay. • Track FMLA and type of leave. • Verify FLSA activity. • Track restricted duty. • Verify annual holiday payout. • Verify annual physical fitness payout. • Update Aladtec schedule.
Grant Management	• Federal grants management. • State grants management. • Local grants management. • Annual report preparation and maintenance.
Other	• Manage cellphone replacement requests, assignments and disconnects. • Balance front desk daily collection reports. • Overtime entries. • Assist with contract negotiation recommendations. • Prepare contract information. • Track staffing changes. • Prepare organizational chart, assignments, and changes.

As illustrated above, tasks generally fall into four categories: budget management, payroll management, grant management, and others. The completion times for workloads in roles such as budget managers are often undocumented, complicating the ability to conduct a workload-based staffing analysis. Performance metrics, including completed work products, timely task completion, and work backlogs, frequently influence staffing levels. Workload backlogs are minimal. Most tasks the Fiscal Resources Manager performs are essential for the department's safe operation and administration. If not properly maintained, they can lead to issues such as civil liability, government scrutiny, and potential sanctions.

While no national standard exists for staffing administrative support personnel, caution should be exercised to avoid overburdening them. Assigning too many tasks can lead to health issues, burnout, and high turnover rates.

5.   ADMINISTRATIVE SUPPORT SPECIALIST

The Administrative Support Specialist works from 7 am to 4 pm Monday through Friday. Assigned tasks include the following:

- Booking employee travel and training.
- Assist with department payroll.
- Track seizure funds.
- Invoicing.
- The court required restitution.
- Officer certifications report(s).
- False Alarms.
- Blood draws.
- Front desk daily collections.
- Leave balance report(s).

The completion times for workloads in roles such as administrative support specialists are often undocumented, complicating workload-based staffing analysis. Performance metrics such as completed work products, timely task completion, and work backlogs frequently influence staffing levels. This role does not have any workload backlogs. Based on the current workload assigned, the position is adequately staffed.

ADMINISTRATIVE SERVICES UNIT

The Administrative Services Manager oversees the Administrative Services Unit, which includes the Administrative Support and Police Communications sections.

1.   ADMINISTRATIVE SERVICES MANAGER

The Administrative Services Manager oversees the daily operations of the Administrative Support Section and the Police Communications Section, supervising the staff in each area. The manager works from 6:00 a.m. to 2:00 p.m., Monday through Friday, and holds a senior management position.

SUPERVISORY SPAN OF CONTROL

The span of supervisory control can vary based on several factors; however, a department's management level typically consists of three to five employees. These spans of control must ensure that managers and supervisors are not overstretched within the department. The table below illustrates the current span of control for the Administrative Services Manager at the authorized staffing level:

SUPERVISORY SPAN OF CONTROL

	Ratio
Administrative Services Manager	16:1

As illustrated above, the current supervisory span of control does not align with the recommended ratio. The leads of the Administrative Section and Police Communications Section assist by scheduling daily coverage, offering guidance and direction to employees, and completing their assigned work tasks.

As mentioned, the Administrative Services Manager is considered a senior management position. Both the Administrative Section Lead and the Police Communications Section Lead are considered non-supervisory roles. Elevating these two lead positions to supervisory status, with full supervisory authority, will ensure efficient operations, enhance accountability, improve compliance, and provide better employee support while reducing the manager's workload.

RECOMMENDATION:

Upgrade the Lead Administrative Support Specialist and Lead Police Communications Specialist to official supervisory roles.

2.   ADMINISTRATIVE SUPPORT SECTION

The Administrative Support Section oversees various administrative tasks related to department operations, including file maintenance, warrant entry and filing, and auditing and processing police records.

The Administrative Support Section includes one Lead Administrative Support Specialist, eight full-time Administrative Support Specialists, and two part-time Administrative Support Specialists. The Lead Administrative Support Specialist is responsible for scheduling daily coverage for records tasks, providing guidance and direction to employees, and completing assigned records tasks.

The Full-time Specialists and Lead work from Monday to Friday, 8 a.m. to 4 p.m., whereas the part-time Specialists are scheduled Monday through Friday from 8:30 a.m. to 12:30 p.m. and 12:30 p.m. to 4:30 p.m., totaling 20 hours each week.

(1)   ADMINISTRATIVE SUPPORT SECTION WORKLOAD

As noted earlier, the department is authorized one Lead Administrative Support Specialist, eight full-time Administrative Support Specialists, and two part-time Administrative Support Specialists. The table below illustrates various tasks completed by Administrative Support Specialists from 2022 through 2024:

ADMINISTRATIVE SUPPORT SECTION WORKLOAD *2022 – 2024*

	2022	2023	2024	3 Year Avg.
Reports Processed	14,091	12,719	11,327	12,712
Supplements Processed	9,274	10,026	9,454	9,585
Confinements	1,399	1,536	1,468	1,468
Traffic/Ordinance Tickets	8,696	9,769	8,340	8,935
Open Records Requests	3,324	4,083	4,082	3,830
Subpoenas Processed	3,815	3,837	3,337	3,663
Subpoena Cancellation	1,412	1,414	1,151	1,326
Data Submittal	--	--	7,672	

As illustrated above, the Administrative Support Section processed an average of 12,712 reports, 9,585 supplemental reports, 1,468 confinements, 8,935 traffic and ordinance tickets, 3,830 open records requests, 3,663 subpoenas, and 1,326 subpoena cancellations each year from 2022 to 2024. The chart below visually represents this information:
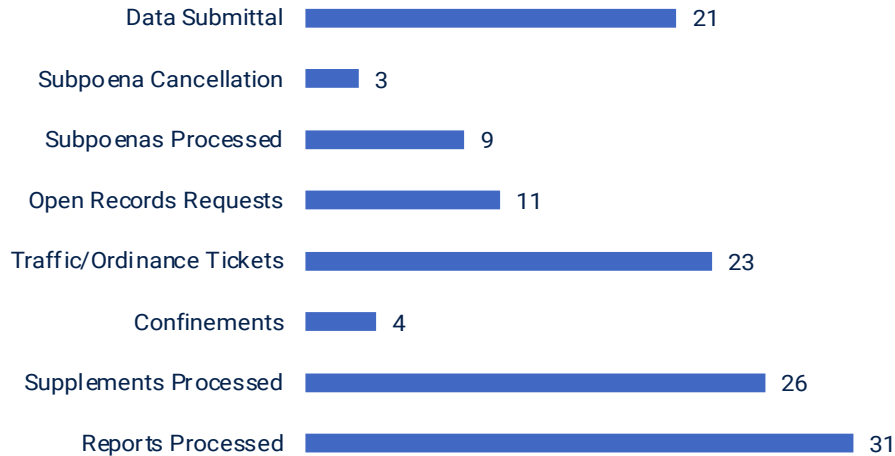
ADMINISTRATIVE SUPPORT SECTION WORKLOAD 2024

Category	Value
Data Submittal	7,672
Subpoena Cancellation	1,151
Subpoenas Processed	3,337
Open Records Requests	4,082
Traffic/Ordinance Tickets	8,340
Confinements	1,468
Supplements Processed	9,454
Reports Processed	11,327
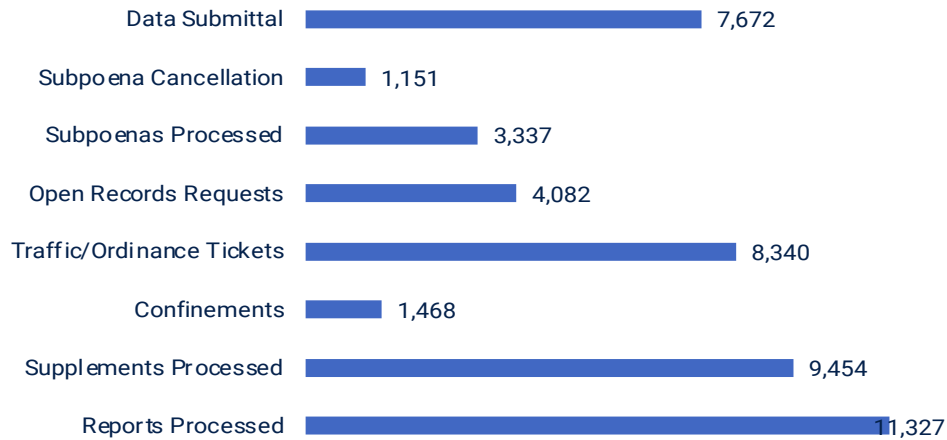
The table below shows various average Administrative Support tasks in 2024:

ADMINISTRATIVE SUPPORT SECTION WORKLOAD AVERAGES – *2024*

	2024	Monthly Avg.	Weekly Avg.	Daily Avg.
Reports Processed	11,327	944	218	31
Supplements Processed	9,454	788	182	26
Confinements	1,468	122	28	4
Traffic/Ordinance Tickets	8,340	695	160	23
Open Records Requests	4,082	340	79	11
Subpoenas Processed	3,337	278	64	9
Subpoena Cancellation	1,151	96	96	3
Data Submittal	7,672	639	148	21

As illustrated above, the Administrative Support Section processed an average of 31 reports, completed 26 supplemental reports, handled 4 confinements, issued 23 traffic or ordinance tickets, addressed 11 open records requests, managed 9 subpoena processes, canceled 3 subpoenas, and submitted 21 data entries each day during 2024. The chart below visually represents this information:

ADMINISTRATIVE SUPPORT SECTION DAILY WORKLOAD AVERAGES

Task	Value
Data Submittal	21
Subpoena Cancellation	3
Subpoenas Processed	9
Open Records Requests	11
Traffic/Ordinance Tickets	23
Confinements	4
Supplements Processed	26
Reports Processed	31

(2)   ADMINISTRATIVE SUPPORT SECTION WORKLOAD ANALYSIS

Total workload completion times for administrative roles, such as those in the Administrative Support Section, are often undocumented, making it challenging to perform a workload-based staffing analysis. Performance metrics, including completed work products, timely task completions, and work backlogs, often influence staffing levels.

To assist with workload analysis, employees in the Administrative Support Section estimated the time spent on tasks to evaluate the current extent of the workload. The following table illustrates the estimated time spent on the workload for 2024:

ADMINISTRATIVE SUPPORT SECTION ESTIMATED WORKLOAD TIME – *2024*

	Task Total	Completion Time (minutes)	Total Workload Time (minutes)
Reports Processed	11,327	30	339,810
Supplements Processed	9,454	20	189,080
Confinements	1,468	30	44,040
Traffic/Ordinance Tickets	8,340	5	41,700
Open Records Requests	4,082	5*	20,410
Subpoenas Processed	3,337	5	16,685
Subpoena Cancellation	1,151	5	5,755
Data Submittal	7,672	1 Hour/Month	720
Total			**658,200**

* Time needed to complete open records requests can range from less than one minute to several hours, depending on the complexity and type of case. An average completion time of three minutes is used for workload estimation purposes.

While the average minimum task completion time was used in the analysis above, it is important to acknowledge that the time needed to complete each task can vary depending on its complexity. As noted, 658,200 minutes (10,970 hours) are required to handle the current annual workload in the Administrative Support Section.

(3)   CALCULATION OF ADMINISTRATIVE SUPPORT SECTION STAFFING NEEDS

In 2024, Administrative Support Section employees took a total of 2,539.75 hours of leave (including vacation, floating holidays, and other paid time off). On average, this amounts to 254 per employee (for calculation purposes, the two part-time employees have been converted into one full-time employee). The following table illustrates this calculation process.

CALCULATION OF AVERAGE LEAVE HOURS

Leave Hours		2,539.75
Divided by 10 Employees	÷	*10*
Average Section Leave Hours Per Employee		**253.98**

The total recorded workload hours amount to 10,970. The standard number of hours in an employee's work year is 2,080. When accounting for average leave hours, the total of average net available work hours is 1,826. Based on this figure of 1,826, a total of 6 full-time employees are required. The following table illustrates this process:

CALCULATION OF ADMINISTRATIVE SUPPORT SECTION STAFFING NEEDS

Total Workload Hours		10,970
Divided by Total Net Available Hours for 1 Employee	÷	1,826
Total Number of Employees Needed	=	6.00

The Records Section is currently authorized to have one Lead Administrative Support Specialist, eight full-time Administrative Support Specialists, and two part-time Administrative Support Specialists. It is worth noting that the workload analysis only covers tasks currently tracked by the section.

While conducting a workload analysis, it is also important to consider task backlogs. From December 2024 to March 2025, employees logged around 160 overtime hours to meet open records requests. Although there is no national standard for staffing police records personnel, it is vital to prevent overloading them. Most record tasks are crucial for the safe operation and management of the department. If not managed properly, these tasks can lead to issues such as civil liability, government scrutiny, and potential sanctions. Given the current workload demands, the Records Section is adequately staffed.

RECOMMENDATION:

If the overtime hours related to fulfilling open records requests keep increasing in 2025, consider raising the number of part-time Administrative Support Specialist positions from 2 to 3.

3. POLICE COMMUNICATIONS SECTION

The Police Communications Section is responsible for various support tasks, including front desk customer service, report completion, call screening, answering general incoming and non-emergency telephone calls, and initiating non-critical service requests through the department's computer-aided dispatch (CAD) system.

The Police Communications Section comprises one Lead Communications Specialist and three Police Communications Specialists (authorized four). The Lead Communications Specialist is responsible for scheduling front desk coverage, directing and guiding the staff, and completing assigned front counter tasks.

The Lead Communication Specialist works from 6 a.m. to 2 p.m. daily. Police Communications Specialists cover various shifts to ensure coverage from 6 a.m. to 10 p.m., Monday through Friday.

(1) POLICE COMMUNICATIONS SECTION WORKLOAD

As noted earlier, the department is authorized to have one Lead Communication Specialist and four Police Communications Specialists. The table below illustrates various tasks completed by Police Communications Specialists from 2022 through 2024:

POLICE COMMUNICATIONS SECTION WORKLOAD 2022 - 2024

	2022	2023	2024	3 Year Avg.
Warnings	10,360	8,777	8,938	9,358
Offense Reports Written	109	85	83	92
Accident Reports Processed	1,999	1,919	1,914	1,944
Animal License Registration	2,936	3,137	2,775	2,949

As illustrated above, the Police Communications Section processed/completed an average of 9,358 warnings, 92 reports, 1,944 accident reports, and 2,949 animal license registrations each year from 2022 to 2024. The chart below visually represents this information:

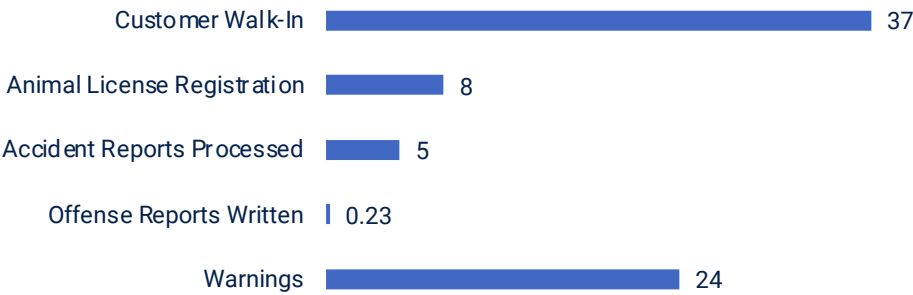#### POLICE COMMUNICATIONS SECTION WORKLOAD 2024
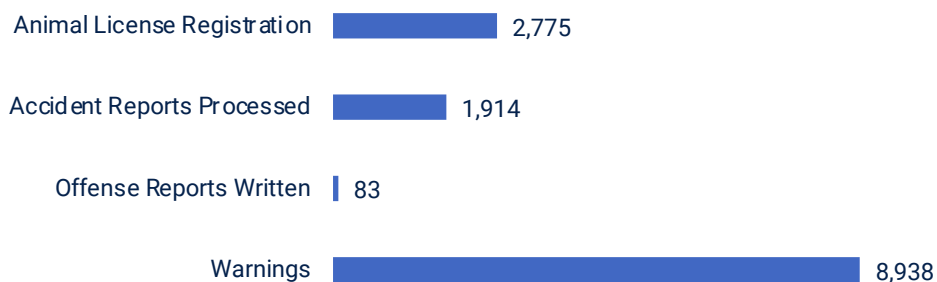
The table below shows various average Administrative Support tasks in 2024:

POLICE COMMUNICATIONS SECTION WORKLOAD AVERAGES – 2024

2024		Monthly Avg.	Weekly Avg.	Daily Avg.
Warnings	8,938	745	172	24
Offense Reports Written	83	7	2	.23
Accident Reports Processed	1,914	160	37	5
Animal License Registration	2,775	231	53	8
Customer Walk-Ins				37

As illustrated above, the Police Communications Section processed an average of 24 warnings, 5 accident reports, and 8 animal license registrations daily in 2024. While customer walk-ins are not routinely tracked, employees in the Police Communications Section monitored the number of customer contacts for three months. Although the number fluctuated from 20 to 62 customers each day, they averaged 37 customer contacts daily. The chart below visually represents this information:

POLICE COMMUNICATIONS SECTION DAILY WORKLOAD AVERAGES – *2024*

As previously mentioned, the Police Communications Section is responsible for answering general incoming and non-emergency telephone calls and initiating non-critical service requests through the department's computer-aided dispatch (CAD) system. The table below illustrates the total number of non-emergency calls received in 2023 and 2024:

	2023	2024	2 Year Avg.
Non-Emergency Telephone Calls	74,411	71,563	72,987

As illustrated above, the Police Communications Sections processed an average of 72,987 general incoming and non-emergency calls each year from 2023 to 2024. The chart below visually represents this information:

NON-EMERGENCY TELEPHONE CALLS 2023 AND 2024

As illustrated above, in 2024, the Police Communications Section received 71,563 telephone calls, each lasting an average of one minute and twenty-three seconds. On average, the Police Communications Section spent 16.6 minutes out of each hour handling telephone calls. The table below illustrates this calculation process:

CALCULATION OF OCCUPIED NON-EMERGENCY CALL TAKING TIME 2024

Total Non-Emergency Telephone Calls		71,563
Divided By Total Days in Year	÷	365
	=	196
Divided By Total Hours In Workday	÷	16
	=	12
Multiplied By Average Call Time (seconds)	x	83
	=	16.6 Minutes

(2)   POLICE COMMUNICATIONS SECTION WORKLOAD ANALYSIS

Total workload completion times for administrative roles, such as those in the Police Communications Section, are often undocumented, making it challenging to perform a workload-based staffing analysis. Performance metrics, including completed work products, timely task completions, and work backlogs, often influence staffing levels.

To assist with workload analysis, employees in the Police Communications Section estimated the time spent on tasks to evaluate the current extent of the workload. The following table illustrates the estimated time spent on the workload for 2024:

POLICE COMMUNICATIONS SECTION ESTIMATED WORKLOAD TIME 2024

	Task Total	Completion Time (minutes)	Total Workload Time (hours)
Warnings	8,938	10 Hours/Week	520
Offense Reports Written	83	2.5 Hours/Week	130

	Task Total	Completion Time (minutes)	Total Workload Time (hours)
Accident Reports Processed	1,914	15 Hours/Week	780
Animal License Registration	2,775	10 Hours/Week	520
Customer Walk-Ins	9,213	*5 Minutes	768
Non-Emergency Telephone Calls	71,563	1 Min./23 Sec.	1,650
Total			**4,368 Hours**

The Time needed to complete a customer walk-in can range from less than one minute to several minutes, depending on the customer's needs. An average completion time of five minutes is used for workload estimation purposes.

While the average minimum task completion time was used in the analysis above, it is important to acknowledge that the time needed to complete each task can vary depending on its complexity. As noted, 4,368 hours are required to handle the current annual workload in the Police Communications Section.

(3)   CALCULATION OF POLICE COMMUNICATIONS SECTION STAFFING NEEDS

In 2024, Police Communication Section employees took a total of 1,712.50 hours of leave (including vacation, floating holidays, and other paid time off). On average, this amounts to 342.50 hours of leave per employee. The following table illustrates this calculation process.

CALCULATION OF AVERAGE LEAVE HOURS

Leave Hours		1,712.50
Divided by 5 Employees	÷	*5*
Average Section Leave Hours Per Employee		**342.50**

The total recorded workload hours amount to 4,368. The standard number of hours in an employee's work year is 2,080. When accounting for average leave hours, the total of average net available work hours is 1,737. Based on this figure of 1,737, a total of 3 employees are required. The following table illustrates this process:

CALCULATION OF POLICE COMMUNICATIONS SECTION STAFFING NEEDS

Total Workload Hours		4,368
Divided by Total Net Available Hours for 1 Employee	÷	1,737
Total Number of Employees Needed	=	2.51

The Police Communications Section is currently authorized to employ one Lead Communications Specialist and four Communications Specialists. Considering current workload demands, the section is adequately staffed.

PATROL DIVISION

The Patrol Division within the Appleton Police Department is led by two sworn Captains. The Captains are responsible for the operational and functional management of the Division as a whole and should be maintained at times in the future. The Captains are directly supported by Lieutenants who function as first-line supervisors for patrol-related functions throughout the City. These patrol functions include the deployment of four patrol shifts across two teams, staffed by Sergeants and Officers responsible for patrol duties throughout the City.

Patrol operations within the Appleton Police Department is divided into two main commands: the Downtown District Command, and the Northern and Southern District Command. Each of these two main functions are overseen by a single FTE Captain, respectively, and are central to patrol and field operations throughout Appleton. The Downtown District Command also oversees crucial field services such as Operations Coordination, Community Services, and Professional Development, while the Northern and Southern District Command encompasses traffic enforcement.

1.   PATROL OPERATIONS

The following section outlines the patrol-related workload in Appleton. This analysis, when combined with a net availability factor, will yield direct staffing recommendations for Appleton patrol operations. Upon the completion of overall patrol-related workload analyses, the workload and staffing of each of the support functions listed above will be evaluated in an effort to make direct staffing and scheduling recommendations for both the Downtown District Command and Nothern and Southern District Command.

(1)   PATROL WORKLOAD ANALYSIS

The following sections provide analysis of patrol workload and other issues relating to the effectiveness of field services.

(1.1)   CAD ANALYSIS METHODOLOGY

Our project team has calculated the community-generated workload of the police department by analyzing incident records in the computer aided dispatch (CAD) database, covering the entirety of calendar year 2024.

For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions need to be met:

• The incident must have been unique.

• The incident must have been first created in calendar year 2024.

• The incident must have involved at least one officer assigned to patrol, as identified by the individual unit codes of each response to the call.

- The incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being either self-initiated (e.g., traffic stops) or other kinds of activity generated by the police department (e.g., directed patrol) are not counted as community-generated calls for service.

- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or lack of any time stamps.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by APD patrol units.

(1.2) CALLS FOR SERVICE BY HOUR AND WEEKDAY

The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

CALLS FOR SERVICE BY HOUR AND WEEKDAY – *2024*

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	167	92	95	74	76	97	155	756
1 AM	174	77	70	67	75	79	137	679
2 AM	148	61	56	45	65	70	127	572
3 AM	84	46	47	49	43	40	79	388
4 AM	52	48	48	35	39	43	65	330
5 AM	47	52	55	60	70	46	46	376
6 AM	51	88	82	77	77	74	75	524
7 AM	79	125	126	135	143	113	77	798
8 AM	110	183	170	189	199	162	126	1,139
9 AM	140	200	208	181	176	182	146	1,233
10 AM	135	221	208	196	212	196	163	1,331
11 AM	162	224	251	220	205	194	177	1,433
12 PM	196	265	233	239	240	262	173	1,608
1 PM	165	245	201	252	240	251	214	1,568
2 PM	203	221	245	228	272	262	201	1,632
3 PM	210	292	261	268	269	273	206	1,779
4 PM	181	282	335	314	280	303	204	1,899
5 PM	213	286	271	258	249	280	212	1,769
6 PM	199	218	224	214	202	282	219	1,558
7 PM	206	229	249	240	192	231	247	1,594
8 PM	181	200	204	198	175	220	238	1,416
9 PM	162	145	180	168	181	217	230	1,283
10 PM	138	122	159	157	148	187	209	1,120
11 PM	107	117	124	110	129	156	185	928
Total	3,510	4,039	4,102	3,974	3,957	4,220	3,911	27,713

The provided table offers a comprehensive analysis of community-generated requests for service directed to the Appleton Police Department, categorized by hour of day and day of the week. Over the analyzed period, a total of 27,713 calls were recorded. The data reveals a pronounced pattern in call volume, with increased activity observed during the afternoon and early evening hours, specifically between 2 PM and 6 PM. The peak call volume is noted at 4 PM on Tuesdays, with a total of 335 calls. Conversely, the early morning hours—ranging from midnight to 6 AM—demonstrate a markedly lower volume of calls, including some of the most minimal hourly counts, such as 35 calls recorded at 4 AM on Wednesday. Friday emerges as the busiest day of the week, recording 4,220 calls, whereas Sunday registers the least number of calls at 3,510. In summary, the department exhibits a distinct daily rhythm in its workload, indicating a need for

staffing and resource allocation to be concentrated more significantly during the afternoons and early evenings, particularly on weekdays.

Findings aggregated by hour of the day are shown below:

CALLS FOR SERVICE BY HOUR – *2024*
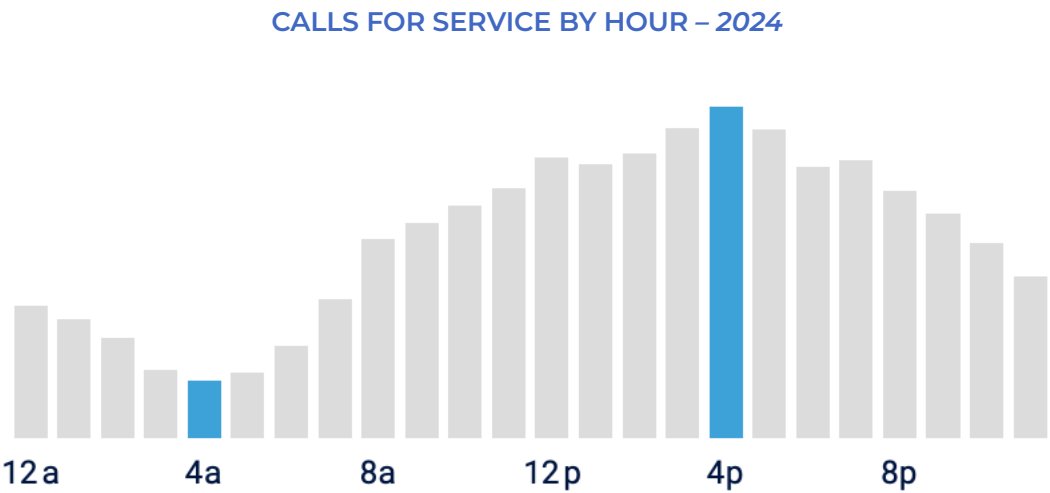
As shown above, calls for service are minimal during the 4:00 AM time block, while calls for service are most prevalent in the afternoon and early evening hours, peaking around 4:00 PM.

(1.3)   CALLS FOR SERVICE BY MONTH

The following table displays calls for service totals by month, showing seasonal variation as a percentage difference from the quarterly average:

CALLS FOR SERVICE BY MONTH

Month	# of CFS	Seasonal +/-%
Jan	2,043	
Feb	1,829	-13.2%
Mar	2,143	
Apr	2,284	
May	2,567	+3.8%
Jun	2,341	
Jul	2,620	
Aug	2,706	+16.1%
Sep	2,715	
Oct	2,403	
Nov	2,109	-6.7%
Dec	1,953	
Total	**27,713**	

The data presents a comprehensive overview of seasonal variations in community-generated calls for service directed to the Appleton Police Department. It is observed that call volumes are notably lowest during the winter months, particularly in February, which exhibits a 13.2% decrease from the average, accumulating only 1,829 calls. In contrast, the summer months—most notably July, August, and September—experience peak levels of activity. August is particularly significant, with 2,706 calls, which reflects a 16.1% increase above the average. Additionally, May showcases a modest seasonal increase of 3.8%. Conversely, the fall and early winter months, encompassing November and December, demonstrate a decline in call volume, with November reflecting a 6.7% seasonal decrease.

These trends indicate that the demand for services escalates markedly during the warmer months, likely attributable to increased outdoor activities and public interactions, while the colder seasons result in fewer calls. Seasonal fluctuations need to be taken into account when strategizing staffing levels and implementing proactive community policing initiatives throughout the year.

(1.4)   MOST COMMON TYPES OF CALLS FOR SERVICE

The following table provides the ten most common incident categories of calls for service handled by APD patrol units over the last year, as well as the average call handling time (HT)[1] for each:

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[1] Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

MOST COMMON CALLS FOR SERVICE BY TYPE – *2024*

Incident Type	# CFS	HT
Welfare Check	4,322	42.6
911 Misdial	3,539	9.9
Assist	3,071	37.8
Disturbance	1,971	57.5
Accident	1,791	49.8
Reckless Driver	1,315	18.5
Susp Incident	1,292	32.6
Trespassing	644	31.0
Harassment	600	43.6
Alarm Law	594	16.9
All Other Types	8,574	48.3
Total	27,713	38.7

The table above outlines Appleton Police Department's community-generated calls for service by incident type, total volume, average handling time (HT), and time-of-day distribution. Welfare checks account for the highest volume of calls (4,322), with moderate handling times (42.6 minutes), and they tend to cluster in the afternoon and early evening. Similarly, 911 misdials (3,539) and assists (3,071) are frequent, though they require significantly less time to manage, with HTs of 9.9 and 37.8 minutes, respectively.

Disturbance calls (1,971) have the highest handling time at 57.5 minutes, often occurring during late night and early morning hours. Accident-related calls (1,791) are also time-consuming (HT 49.8), spiking in frequency during the daytime, especially in the afternoon commute window. Other categories, such as reckless drivers, suspicious incidents, and harassment, exhibit more varied but generally daylight-concentrated activity patterns. Interestingly, alarm law incidents (594) occur primarily in the early morning and late-night hours, likely due to unoccupied business or residential spaces.

Overall, calls peak during midday and afternoon hours, underscoring the importance of aligning staffing levels with these temporal trends and accounting for high-handling-time call types like disturbances and accidents in workload planning.

(1.5)   CALLS FOR SERVICE RESPONSE TIME BY PRIORITY LEVEL

The following table displays call for service statistics priority level, showing the distribution of calls by response time for each category, with the median (middle value) response time[2] indicated in the second column from right and the semi-transparent vertical line:

RESPONSE TIME BY PRIORITY LEVEL

Priority Level	# CFS	% of CFS	Median RT	RT Distribution
1	589	2%	8 min.	
2	430	2%	7 min.	
3	11,414	41%	9 min.	
4	15,280	55%	14 min.	

Response times are a key performance metric for law enforcement agencies because they directly impact public safety, community trust, and the perceived effectiveness of the police. Rapid response can reduce harm in critical incidents, deter ongoing criminal activity, and increase the likelihood of apprehending suspects. Long response times, especially for higher-priority incidents, may lead to poorer outcomes, reduced citizen satisfaction, and criticism of departmental efficiency. Monitoring response time patterns also supports informed staffing, beat design, and deployment strategies.

The table above outlines the Appleton Police Department's response performance by priority level for community-generated calls for service. Calls are categorized into four priority levels, each associated with its volume, percentage of total calls, median response time, and a visual distribution of response times. Priority 3 and Priority 4 calls constitute the overwhelming majority of service demand, representing 41% and 55% of total calls, respectively. In contrast, Priority 1 and Priority 2 incidents—typically involving the most urgent situations—account for only 4% of all calls combined.

Response times generally align with the urgency of the call. Priority 2 calls show the quickest median response time at 7 minutes, slightly faster than Priority 1 at 8 minutes. Priority 3 calls have a median

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[2] Response time is defined in this report as the duration between the call creation timestamp and the arrival time stamp for the first patrol officer on the scene.

response of 9 minutes, while Priority 4, which includes lower-priority or non-emergency incidents, exhibits a notably longer median of 14 minutes.

These findings demonstrate that officers are available to respond quickly, even to lower priority calls.

(2) ANALYSIS OF PATROL RESOURCE NEEDS

Analysis of the community-generated workload handled by APD patrol units is at the core of analyzing field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs of the community, and by measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

To provide a high level of service, it is not enough for patrol units to function as call responders. Instead, officers must have sufficient time outside of community-driven workload to proactively address public safety issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the service environment. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

With this focus in mind, the following sections examine process used by the project team to determine the patrol resource needs of the Appleton Police Department based on current workloads, staff availability, and service level objectives.

(2.1) Overview of the Resource Needs Analysis

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

  i.   The number of community-generated workload hours handled by patrol.
  ii. The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
  iii. The remaining amount of time that patrol has to be proactive, which can also be referred to as "uncommitted" time.

This study defines the result of this process as, **patrol proactivity**, or the percentage of patrol officers' time in which they are *available and on-duty* that is *not* spent responding to community-generated calls for service. This calculation can also be expressed visually as an equation:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \text{\% Proactivity}$$

The result of this equation is the overall level of proactivity in patrol, which in turn provides a model for the ability of patrol units to be proactive given current resources and community-generated workloads. There are some qualifications to this, which include the following:

- Optimal proactivity levels are a generalized target, and a single percentage should not be applied to every agency. The actual needs of an individual police department vary based on a number of factors, including:

  - Other resources the police department has to proactively engage with the community and address issues, such as a dedicated proactive unit.

  - Community expectations and ability to support a certain level of service.

  - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.

- Sufficient proactivity at an overall level does not guarantee, based on workload patterns and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, in order to provide an adequate level of service to the valued members of the Appleton community, APD should generally target an overall proactivity level of **at least 50% as an effective benchmark of patrol coverage.**

(3)   PATROL UNIT STAFFING AND NET AVAILABILITY

The Appleton Police Department currently follows a modified 12-hour Pittman schedule with a rolling 8-hour shift across two patrol teams (Red Team and Blue Team). This schedule has been agreed upon and conferred by the representation groups throughout APD. The following table outlines this schedule, showing the number of positions that are assigned to each shift team (including those on long-term and injury leave, but excluding vacancies and desk officer assignments):

PATROL STAFFING CONFIGURATION *(CURRENT STAFFING LEVELS)*[3]

Team	Shift	Start Time	End Time	# Curr.
Red	Days	0700	1900	7
	Swing 1	0900	2100	2
	Swing 2	1500	0300	8
	Nights	1900	0700	7
Blue	Days	0700	1900	5
	Swing 1	0900	2100	3
	Swing 2	1500	0300	9
	Nights	1900	0700	7
			Total Officers (*Current*):	**48**

In total, APD is staffed with 48 of the authorized 55 Sergeant and Officer positions responsible for responding to calls for service in Appleton. It is important to use currently staffed patrol personnel rather than authorized personnel in a staffing study when evaluating staff capacity against community-generated workload because the actual number of officers available to respond to calls reflects the real operational capacity of the agency. Authorized staffing represents the theoretical maximum—a budgeted or ideal level of staffing—but it does not account for unfilled vacancies, extended absences, officers in training, or those assigned to restricted duty. Relying on authorized figures can significantly overstate the department's ability to meet service demands and lead to inaccurate conclusions about workload distribution, response time expectations, and patrol sufficiency.

By using current staffing levels, the analysis aligns with real-world conditions, allowing for a more accurate assessment of whether officers are overextended, whether response times are being impacted, and how workload is distributed across shifts and beats. It also ensures that recommendations for staffing increases, shift restructuring, or workload rebalancing are grounded in the present-day operational environment—critical for making credible and effective policy decisions.

Further, it is important to note that this staffing level is net of Traffic Safety Officers (TSOs), and K9 units, as these personnel will be evaluated in subsequent sections (see below).

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[3] Figures displayed in the table also include those in injury and long-term leave, but exclude permanent vacancies in which the position slot is actually open. Further, this figure EXCLUDES the officers assigned to 'DESK' assignments, as these FTE do not have a presence in the field.

(3.1)   PATROL UNIT NET AVAILABILITY

Out of the 2,015 hours per year that each officer is scheduled to work in a year (excluding overtime), a large percentage is not actually spent on-duty and available in the field.

As a result, it is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefings. The impact of each of these factors is determined through a combination of calculations made from APD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result represents the total **net available hours** of patrol officers, or the time in which they are on-duty and available to complete workloads and other activities in the field.

The table below outlines the calculation process in detail, outlining how each contributing factor is calculated:

Factors Used to Calculate Patrol Net Availability

Work Hours Per Year

The total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: **2,015 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

The average value of 211 hours of leave per year per officer is reasonable in the experience of project staff.

Calculated from APD data: **211 hours of leave per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each officer spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Without any data recording on-duty court time specifically for patrol officers, the number of hours is estimated based on the experience of the project team.

Estimated: **20 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that are completed while on-duty and not on overtime.

Calculated from APD data: **75 hours of on-duty training time per year**

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying 90 minutes of time per shift times the number of shifts actually worked by officers in a year after factoring out the shifts that are not worked as a result of leave being taken.

Estimated: **273 hours of administrative time per year**

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:
1,436 net available hours per officer

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of patrol officers:

CALCULATION OF PATROL UNIT NET AVAILABILITY

Base Annual Work Hours		2,015
Total Leave Hours	−	211
On-Duty Training Hours	−	75
On-Duty Court Time Hours	−	20
Administrative Hours	−	273
Net Available Hours Per Officer	=	1,436
Number of Officer Positions	×	48
Total Net Available Hours	=	68,928

The table above indicates that the patrol officers within APD have a total of 1,436 net available hours per year. This figure translates to indicate that each APD patrol officer is on duty and available to provide service for only 69% of the contracted hours each year.

Overall, the 48 FTE patrol units *currently* assigned to APD patrol field operations combine for a total of 68,928 net available hours per year, representing the time in which they are on duty and able to respond to community-generated incidents and be proactive.

(3.2)   OVERVIEW OF CALL FOR SERVICE WORKLOAD FACTORS

The previous chapter of the report examined various trends in patrol workload, including variations by time of day and of week, common incident types, as well as a number of other methods. This section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

Each call for service represents a certain amount of workload, much of which is not captured within the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the police department, while others must be estimated due to limitations in their measurability.

The following table outlines the factors that must be considered in order to capture the full scope of community-generated workload, and provides an explanation of the process used to calculate each factor:

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

Calculated from APD data: **27,713 community-generated calls for service**

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps.

The average time shown below indicates that the average primary unit handling time is within the time to be expected in the experience of project staff.

Calculated from APD data: **38.8 minutes of handling time per call for service**

Number of Backup Unit Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

This number can also be expressed as the *rate* of backup unit responses to calls for service and is inclusive of any additional backup units beyond the first.

Calculated from APD data: **0.54 backup units per call for service**

Backup Unit Handling Time (multiplied by the rate)

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

Because calls featuring backup unit responses tend to be more severe, and consequently often require higher workloads for personnel on-scene, the average backup unit handling time is frequently higher than the overall average for primary units, as is the case in Appleton.

Calculated from APD data: **39.8 minutes of handling time per backup unit**

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated to be around one report per three calls for service in the experience of project staff. This includes any supporting work completed by backup units.

In this case, the number has been calculated from APD data, with a rate of 0.41 reports per call for service. While slightly higher than the expected rate in the experience of project staff, this figure is not beyond unreasonable ranges.

Calculated from APD data: **0.41 reports written per call for service**

Report Writing Time (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time must be estimated based on the experience of the project team. It is assumed that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: **45.0 minutes per report**

Number of Jail Transports/Bookings

The number of arrests made that involve transport to and booking at a jail, assuming that this time is not captured within the call handling time. In the case of Appleton PD, there was an *additional* 282 jail transports that were not accounted for in the handling time above that corresponded with incident numbers assigned to patrol officers.

Calculated from APD data: **0.01 jail transports/bookings per call for service.**

Time Per Jail Transport and Booking (multiplied by the jail transport/booking rate)

Given that data systems do not always capture the time that officers spend in the process of completing jail transports and bookings before they become available and in-service again, an estimate is used based on the experience of the project team. This number is adjusted the number as needed based on local factors, such as jail proximity and processing time.

Estimated: **45.0 minutes per jail transport and booking.**

Total Workload Per Call for Service

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, reporting writing time, and jail transport/booking time.

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 36,885 total hours in 2024.

Calculated from previously listed factors: **79.9 total minutes of workload per call for service**

Each of the factors summarized in this section contribute to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, and report writing time.

These factors are summarized in the following table:

SUMMARY OF CFS WORKLOAD FACTORS

Total Calls for Service	27,713	49%
Avg. Primary Unit Handling Time	38.8 min.	
Backup Units Per CFS	0.54	27%
Avg. Backup Unit Handling Time	39.8 min.	
Reports Written Per CFS	0.41	23%
Time Per Report	45.0 min.	
Jail Transports/Bookings Per CFS	0.01	1%
Time Per Jail Transport/Booking	45.0 min.	
Avg. Workload Per Call	79.1 min.	
Total Workload	**36,532 hrs.**	

Overall, each call represents **an average workload of 79.1 minutes**, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, as well as any reports or other assignments completed in relation to the incident.

(3.3)   CALCULATION OF OVERALL PATROL PROACTIVITY

Using the results of the analysis of both patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can function proactively. The result can then function as a barometer from which to gauge the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

The following table shows the calculation process used by the project team to determine overall proactivity levels, representing the percentage of time that patrol officers have available outside of handling community-generated workloads:

CALCULATION OF OVERALL PATROL PROACTIVITY

Total Patrol Net Available Hours		68,928
Total Patrol Workload Hours	−	36,532
Resulting # of Uncommitted Hours	=	32,396
Divided by Total Net Available Hours	÷	68,928
Overall Proactive Time Level	=	46.9%

Appleton PD patrol units have a **patrol proactive time level of 46.9%,** a figure that falls short of the targeted levels of proactive capability (50%) outlined in sections above. This percentage, when compared to recommended proactive times above, indicates staffing levels are potentially capable of handling the calls for service workload in Appleton with sufficient proactive time available to address problems in the community.

The following chart shows this analysis at a more detailed level, providing proactivity levels in four-hour blocks throughout the week:

PROACTIVITY BY HOUR AND WEEKDAY

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	63%	79%	75%	74%	72%	66%	43%	69%
6am–10am	32%	24%	28%	26%	12%	22%	41%	28%
10am–2pm	26%	2%	-2%	6%	6%	-22%	15%	5%
2pm–6pm	29%	25%	28%	27%	27%	18%	37%	33%
6pm–10pm	47%	53%	46%	57%	53%	45%	45%	49%
10pm–2am	57%	74%	55%	69%	70%	62%	53%	63%
Overall	45%	48%	42%	48%	46%	37%	42%	47%

Overall, the department maintains an average of 47% proactive availability, though this varies considerably by time block and day. The highest levels of proactive time are consistently observed during the overnight hours (2:00 a.m. to 6:00 a.m.), averaging 69%, with Monday peaking at 79%. Similarly, late evening hours (10:00 p.m. to 2:00 a.m.) maintain strong proactive time across most days (63% overall), supporting visibility and deterrence during late-night activity.

In contrast, daytime hours (6:00 a.m. to 6:00 p.m.) show significantly reduced proactive capacity. The 10:00 a.m. to 2:00 p.m. period is especially constrained, averaging just 5% overall and even dropping into negative values on Tuesdays (-2%) and Fridays (-22%), indicating that officers are routinely over-tasked during that time and unable to maintain discretionary activity.

These findings suggest that while Appleton PD maintains strong proactive patrol capacity during night and overnight hours, there is limited flexibility during daytime periods, particularly late morning and early afternoon. For the community, this means that service levels are likely more responsive and enforcement-oriented at night, but more reactive and call-driven during the day. As such, any efforts to enhance visibility, conduct proactive enforcement, or address quality-of-life concerns during daylight hours may require either additional staffing or strategic reallocation of resources.

(3.4)   PATROL STAFFING LEVELS REQUIRED TO MEET SERVICE LEVEL OBJECTIVES

To determine staffing needs, it is also important to consider the number of vacancies that currently exist, as well as the rate of turnover. An agency will never be fully staffed, as there will always be vacancies occurring as a result of retirement, termination, and other factors. When these events occur, it takes a significant amount of time to recruit a new position, complete the hiring process, run an academy, and complete the FTO program before the individual becomes an on-duty officer. Given this consideration, agencies must always hire above the number needed to provide a targeted level of service.

The amount of 'buffer' that an agency requires should be based on the historical rate of attrition within patrol. Attrition can take many forms – if it is assumed that the majority of vacancies are carried in patrol staffing, a vacancy at the officer level in any other area of the organization would consequently remove one officer from regular patrol duties. Likewise, promotions would have the same effect, in that they create an open position slot in patrol. Not included, however, are positions that become vacant while the individual is still in the academy or FTO program, and they are not counted in our analysis as being part of 'actual' patrol staffing.

HISTORICAL SWORN TURNOVER

Year	# Separations
2022	10
2023	9
2024	13
Avg. Sep.	10.7
Total Sworn	115
Turnover Rate	**9.3%**

Given these considerations, **an additional 9.3% *authorized* (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order to account for turnover** while maintaining the ability to meet the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it is an intermediate step in the calculation process.

These calculations are shown in the following table:

CALCULATION OF PATROL UNIT STAFFING NEEDS

```
Total Workload Hours                        36,532
Proactivity Target                             50%
Staffed Hours Needed             =          73,065

Net Available Hours Per Officer  ÷           1,436
Turnover Factor                  +            9.3%
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Patrol Officer FTEs Needed       =              56
```

As a result, **APD patrol operations need to be staffed with a total of 56 FTE officers** to properly assign sufficient personnel to patrol to reach the targeted 50% proactivity level while accounting for a 9.3% turnover rate that has been experienced by the agency.

It is important to note that the calculations do not take into account the effect of cumulative vacancies that are not able to be replaced and filled over a *multi-year* period. This is intended, as budgeting for additional staff does not fix recruiting, hiring, or training issues. Instead, the turnover factor is designed to provide a balance against the rate of attrition, assuming new recruits can complete the academy and FTO program each year.

Further, these considerations do not take into account the *minimum staffing contingencies* that are set for officer safety and response time capabilities. Final recommendations presented in sections below will encompass all of these considerations.

Finally, as discussed previously, current approaches to deployment result in inconsistent levels of service throughout the day. This issue will be examined later in this chapter of the report.

(4)   SELF-INITIATED ACTIVITY

The analysis to this point has focused exclusively on the reactive portion of patrol workload, consisting of community-generated calls for service and related work. In the remaining available time, which is referred to in this report as proactive time, officers are able to proactively address public safety issues through targeted enforcement, saturation patrol, community engagement, problem-oriented policing projects, and other activity. Equally critical to the question of how much proactive time is available is how and whether it is used in this manner.

There are some limitations on how the use of proactive time is measured, however. Not all proactive policing efforts are tracked in CAD data, such as some informal area checks, saturation patrol, miscellaneous field contacts, and other types of activity. However, many categories of officer-initiated activity are nonetheless recorded, such as traffic stops, predictive policing efforts, and follow-up investigations.

Nonetheless, CAD data does provide for a significant portion of officer-initiated activity to be analyzed and, examined for how uncommitted time is utilized for proactive policing.

(4.1)   SELF-INITIATED ACTIVITY BY HOUR AND WEEKDAY

Self-initiated activity displays different hourly trends compared to community-generated calls for service, as illustrated in the following table:

SELF-INITIATED ACTIVITY BY HOUR AND WEEKDAY

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	172	74	149	100	149	125	174	943
1 AM	129	66	85	80	93	114	138	705
2 AM	95	57	50	63	58	69	107	499
3 AM	32	46	51	39	35	46	28	277
4 AM	20	31	42	28	45	33	28	227
5 AM	13	23	31	23	24	25	16	155
6 AM	11	13	8	17	15	7	9	80
7 AM	20	123	112	96	111	129	48	639
8 AM	67	143	155	123	120	139	117	864
9 AM	118	118	120	93	96	110	96	751
10 AM	90	120	112	86	86	109	81	684
11 AM	85	114	99	74	95	104	84	655
12 PM	70	101	84	93	88	109	67	612
1 PM	66	87	79	88	111	101	60	592
2 PM	41	73	69	64	74	49	62	432
3 PM	78	156	193	166	192	143	115	1,043
4 PM	88	142	142	139	160	141	166	978
5 PM	79	130	124	111	142	135	169	890
6 PM	57	92	130	113	129	125	104	750
7 PM	94	156	136	171	185	176	183	1,101
8 PM	118	235	162	212	183	207	239	1,356
9 PM	102	197	159	184	196	224	209	1,271
10 PM	73	129	97	142	103	141	177	862
11 PM	52	119	127	107	115	209	178	907
Total	1,770	2,545	2,516	2,412	2,605	2,770	2,655	17,273

The chart displays the self-initiated activity of Appleton Police Department patrol units by hour and day of the week, totaling 17,273 incidents[4]. The data indicates that self-initiated activity is most frequent during the evening hours, with noticeable spikes between 3:00 PM and 1:00 AM. The peak occurs at 8:00 PM, followed closely by 9:00 p.m. Friday records the highest overall rates of self-initiated activity, suggesting increased patrol focus ahead of the weekend, with an increase in self-initiated activity during the late evening hours of Saturday.

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[4] The 17,273 self initiated incidents includes a total of 3,078 incidents that were conducted as a result of grant-related traffic enforcement. This enforcement was prevalent Sunday through Thursday between the hours of 1500 and 2200.

In contrast, Sunday shows the lowest level of such activity. Early morning hours, particularly between midnight and 5:00 AM, show minimal proactive engagement, aligning with lower public activity levels during those times.

When compared to the community-generated workload of 27,713 calls for service, this is a level of self-initiated activity that is as to be expected in the experience of project staff. The hourly and daily trends highlighted above also support the findings from above that there is a lack of proactive capabilities during the midday, something that staffing recommendations below will attempt to alleviate.

(4.2)   SELF-INITIATED ACTIVITY BY CATEGORY

Unlike community-generated calls for service, self-initiated activity is typically more concentrated over a few call types:

MOST COMMON CATEGORIES OF SELF-INITIATED ACTIVITY

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
Traffic Stop	9,740	62.1						
Crime Prevent	3,513	77.4						
Traffic Safety	1,675	15.8						
Ordinance	634	8.3						
Parking	360	22.8						
Warrant	205	76.5						
Susp Incident	195	34.4						
Susp Vehicle	168	65.3						
SORP	70	–						
Susp Person	70	32.7						
All Other Types	643	–						
Total	17,273	45.4						
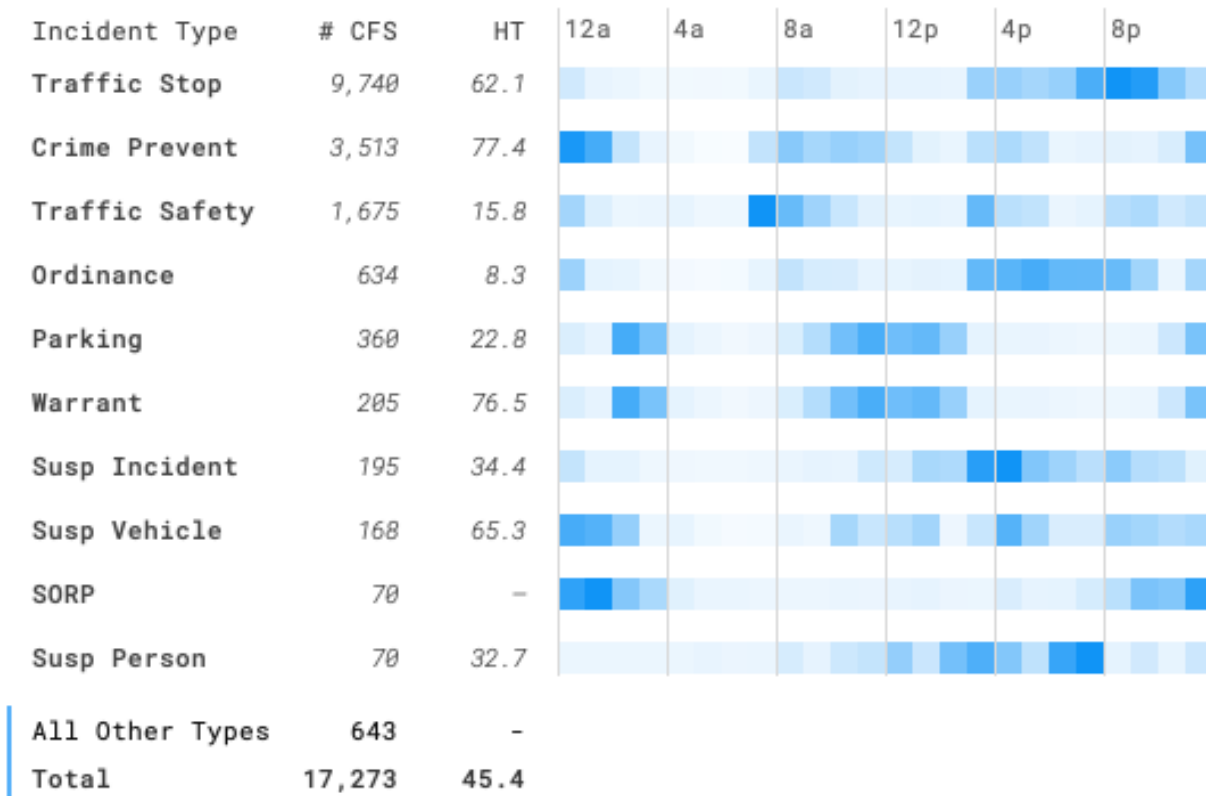
This chart provides a breakdown of the types and timing of self-initiated activities conducted by Appleton Police Department patrol units. It shows that the vast majority of officer-initiated work is focused on traffic-related enforcement, with traffic stops alone accounting for 9,740 incidents, or over 56% of all self-initiated activity. Other frequent categories include crime prevention efforts (3,513 incidents) and traffic safety patrols (1,675 incidents).

The heatmap illustrates the temporal distribution of these activities across the day. Traffic stops and traffic safety efforts are most heavily concentrated during the afternoon and evening hours, peaking between

12:00 PM and 10:00 PM, which aligns with higher roadway activity and officer availability. Crime prevention activity is more evenly spread throughout the day but also intensifies in the afternoon and evening.

Activities such as school safety and parking enforcement are more prominent during morning and early afternoon hours, consistent with school schedules and business district activity. Suspicious incidents and vehicle checks are more sporadic, with slightly more occurrences during late-night and early-morning hours, likely driven by officer observation rather than routine patrol schedules.

(5)   PATROL LIEUTENANT FIRST-LINE SUPERVISION

Ensuring that patrol has adequate supervision is critical to the effectiveness of patrol operations in the field.

Staffing needs for patrol lieutenants can be measured by span of control ratios, or the average number of officers assigned to lieutenants. Many of the key drivers of lieutenant workloads include report review, use of force and pursuit review, and performance evaluations, scale directly with the number of officers that are assigned to a lieutenant. Consequently, the more officers that are assigned per lieutenant, the less time that lieutenants are able to be out in the field directly supervising them. In general, no lieutenant should supervise more than about 7 officers.

These targets should be adjusted based on the administrative duties that sergeants are required to handle. If lieutenants handle more responsibilities with significant workloads than is typically the case, then the span of control that an agency should target should be lower than normal, ensuring that lieutenants supervise fewer officers.

Current staffing within PD patrol units (including vacant positions and K9 units) does not exceed the recommended spans of control for patrol units.

(6)   RECOMMENDED PATROL STAFFING AND DEPLOYMENT BY PATROL TEAM

The following section takes into account the considerations outlined in previous sections to outline the most efficient and optimal patrol staffing and deployment strategy for the current operations of Appleton PD. These recommendations are summarized in the following staffing table:

RECOMMENDED PATROL STAFFING AND DEPLOYMENT

Team	Shift	Start Time	End Time	# Rec.
Red	Days	0700	1900	9
	Swing 1	0900	2100	6
	Swing 2	1500	0300	6
	Nights	1900	0700	7
Blue	Days	0700	1900	9
	Swing 1	0900	2100	6
	Swing 2	1500	0300	6
	Nights	1900	0700	7
	Total FTE (*Recommended*):			**56**

The recommended staffing table above outlines the deployment of a targeted total of 56 FTE Sergeants and Officers. These recommendations are made in an effort to (1) maintain the current schedule that has been agreed upon within the organization and collective bargaining units, and (2) more effectively deploy patrol resources during times of high call volume to provide a high level of service to the Appleton community.

The effectiveness of this staffing and deployment model is summarized in the chart below, outlining the resulting effect on proactive capabilities for APD patrol units.

PROACTIVITY BY HOUR AND WEEKDAY – *RECOMMENDED DEPLOYMENT*

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Overall
2am–6am	60%	78%	74%	74%	72%	65%	41%	67%
6am–10am	54%	49%	51%	50%	38%	47%	58%	51%
10am–2pm	58%	45%	42%	47%	47%	31%	52%	46%
2pm–6pm	51%	46%	48%	47%	47%	41%	55%	49%
6pm–10pm	48%	55%	48%	58%	53%	46%	45%	52%
10pm–2am	48%	69%	46%	63%	65%	55%	44%	56%
Overall	53%	55%	50%	56%	54%	46%	51%	**55%**

In comparison to the proactive capabilities of the current staffing levels presented in sections above, the recommended deployment model increases the overall proactive capabilities, as well as optimizes the

proactive capabilities of APD sergeants and officers across shifts and throughout all seven days of the week.

(7)   RECOMMENDED PATROL STAFFING AND DEPLOYMENT BY DISTRICT COMMAND

The section above utilizes CAD data to make direct staffing recommendations relating to the personnel assigned to either the Blue Team or the Red Team. While there are two different command structures within patrol field operations named 'Downtown' and 'Northern and Southern' District Commands, each of these different command structures alternates days on and days off, so there is a deployment of Sergeants and Officers to each of these three geographic areas, regardless of their team assignment. As a result, it is also important to analyze the proportions in which the recommended staff totals (from above) should be geographically deployed.

Project staff utilized the geographic information provided in APD's CAD database, as well as shapefiles outlining each of these three geographic areas, to find the proportions in which the total calls for service occur in each of these areas. These findings are expressed in the table below:

PATROL WORKLOAD BY PATROL AREA

	Primary Units		Backup Units		% Wkld.
District	# CFS	Avg. HT	# CFS	Avg. HT	
Downtown	10,992	37.8	6,701	37.2	41%
Northern	8,491	37.1	4,108	40.9	29%
Southern	7,721	42.1	233	43.2	19%
Outside of Divisions[5]	509	32.3	3,969	32.6	10%
Total	27,713	38.7	15,011	39.8	**100%**

The data above corroborates the information provided to project staff by APD personnel via interviews and the employee survey, as the downtown district is the largest driver of total patrol workload, accounting for 41% of the overall workload in 2024. The Northern and Southern districts account for 29% and 19% of the patrol workload, respectively. As mentioned previously, these workload proportions can be utilized to provide more direct staffing recommendations, as shown in the following table:

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[5] These are calls for service that were handled by patrol officers, but did not have sufficient geographic data/information to accurately geocode.

RECOMMENDED PATROL STAFFING AND DEPLOYMENT BY PATROL AREA

Team	Shift	# Downtown	# Northern	# Southern	# Rec.
Red	Days	4	3	2	9
	Swing 1	3	2	1	6
	Swing 2	3	2	1	6
	Nights	4	2	1	7
Blue	Days	4	3	2	9
	Swing 1	3	2	1	6
	Swing 2	3	2	1	6
	Nights	4	2	1	7
			Total FTE (*Recommended*):		56

RECOMMENDATIONS:

Increase the current authorized staffing of Sergeants and Officers assigned to the patrol division by 1 FTE for a total of 56 FTE authorized.

Deploy patrol field personnel as aligned by project staff to optimize their service levels and provide a high level of service to the Appleton community.

(8)   EVALUATION OF MINIMUM STAFFING LEVELS

When evaluating the minimum staffing levels of a police patrol division, it is critical to consider both the workload demands and the need to maintain continuous coverage across all shifts. Key factors include the volume and nature of calls for service, response time expectations, geographic coverage areas, and officer availability after accounting for leave, training, and other non-patrol duties. Ultimately, the goal is to maintain adequate staffing to ensure officer safety, public service levels, and operational flexibility at all hours of the day.

The following table outlines the current minimum staffing levels for APD patrol during specific times of day and days of the week:

MINIMUM STAFFING LEVELS – *CURRENT*

Start Time	End Time	Weekend	Weekday
0700	0900	6	7
0900	1100	7	8
1100	1500	8	9
1500	0300	12	12
0300	0700	6	6

In order to evaluate the minimum staffing levels for their effectiveness in their ability to handle the workload in Appleton across all hours of the day, project staff have assigned a 20% proactivity floor and calculated hourly staffing needs based upon this proactive driver. Utilizing this method allows project staff to not only provide minimum staffing guidance based upon the same parameters in which staffing recommendations are made, but include a service- and officer safety-orientation towards these recommendations.

While project staff are providing data-driven recommendations and technical guidance regarding patrol minimum staffing levels, it is important to recognize that final determinations must also consider a range of operational and organizational factors. These include, but are not limited to, department policy, officer safety, supervision and span of control, deployment strategies, and the need for adequate coverage to respond effectively to both emergency and non-emergency calls for service. Additionally, community expectations, legal requirements, and labor agreements may further influence the appropriate staffing thresholds. As such, the recommendations presented should be viewed as one component of a broader decision-making process that balances analytical findings with practical, legal, and strategic considerations.

The table below summarizes the minimum staffing levels to accomplish a 20% proactive rate by hour for Appleton patrol units:

APPLETON MINIMUM STAFFING @ 20% PROACTIVITY LEVEL
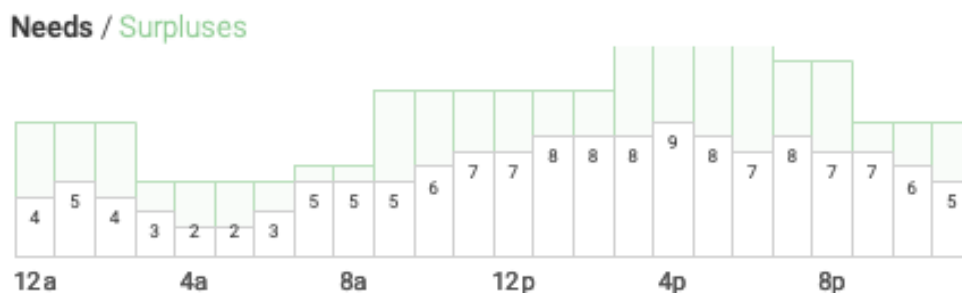
Under these assumptions, minimum staffing needs range from 2 FTE to 9 FTE based upon the call volume experienced throughout the time of day.

The following table expands on this to summarize the staff who are assigned to each of the hours of the day, in accordance with the current deployment recommendations for the APD patrol.

Hour	20%	D	S1	S2	N	Total	Buffer
0000	4			6	7	13	+9
0100	5			6	7	13	+8
0200	4			6	7	13	+9
0300	3				7	7	+4
0400	2				7	7	+5
0500	2				7	7	+5
0600	3				7	7	+4
0700	5	9				9	+4
0800	5	9				9	+4
0900	5	9	6			15	+10
1000	6	9	6			15	+9
1100	7	9	6			15	+8
1200	7	9	6			15	+8
1300	8	9	6			15	+7
1400	8	9	6			15	+7
1500	8	9	6	6		21	+13
1600	9	9	6	6		21	+12
1700	8	9	6	6		21	+13
1800	7	9	6	6		21	+14
1900	8		6	6	7	19	+11
2000	7		6	6	7	19	+12
2100	7			6	7	13	+6
2200	6			6	7	13	+7
2300	5			6	7	13	+8

The outlined minimum staffing levels at 20% proactivity levels can be used by APD administration to adjust their minimum staffing levels by shift as deemed fit.

(9)   K9 UNITS

Currently, the Appleton Police Department deploys a total of four FTE K9 units, two of which are assigned to the red team, and the remaining two units assigned to the blue team. Of these units, two are assigned to swing shifts, with the second units on each team assigned to the day shift. The following sections provide analysis of the community-generated workload and identify the optimal deployment for these

resources in an attempt to evaluate the potential need to expand staffing, or alter their deployment practices.

(9.1)   CAD ANALYSIS METHODOLOGY

As with the patrol analysis above, our project team has calculated the community-generated workload related to K9-unit deployments in calendar year 2024. For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions needs to be met:

*   The incident must have been unique.

*   The incident must have been first created in calendar year 2024.

*   The incident type of the event must have corresponded sufficiently to a community-generated event.

*   There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or lack of any time stamps.

*   Incidents must be categorized into relevant call types to K9-related topics (e.g., "K9 deployment", "Alarm", "Burglary Alarm", etc.).

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by APD K9 units.

(9.2)   CALLS FOR SERVICE BY HOUR AND WEEKDAY

The following table displays the total number of calls for service that fall into the categories above:

K9 UNIT CALLS FOR SERVICE BY HOUR AND WEEKDAY – *2024*

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	22	18	44	17	23	14	30	168
1 AM	24	13	38	5	15	30	42	167
2 AM	19	20	16	19	18	30	19	141
3 AM	12	13	9	26	14	16	22	112
4 AM	5	18	11	10	10	19	9	82
5 AM	15	14	21	25	28	21	20	144
6 AM	13	21	18	15	24	10	17	118
7 AM	17	9	19	28	19	25	10	127
8 AM	14	18	32	13	25	25	22	149
9 AM	22	13	30	40	27	19	18	169
10 AM	7	17	25	32	20	14	29	144
11 AM	9	18	34	27	18	8	21	135
12 PM	23	26	19	25	38	41	23	195
1 PM	22	31	25	22	15	26	17	158
2 PM	33	21	20	12	18	35	19	158
3 PM	18	28	18	12	35	16	27	154
4 PM	21	36	20	14	31	19	37	178
5 PM	35	27	37	43	11	49	17	219
6 PM	14	22	40	20	23	30	27	176
7 PM	17	22	51	36	24	40	37	227
8 PM	20	11	31	31	38	31	31	193
9 PM	30	33	20	18	44	36	38	219
10 PM	22	21	38	26	40	14	59	220
11 PM	13	18	18	27	21	35	32	164
Total	447	488	634	543	579	603	623	3,917

The call for service data for Appleton Police Department's K9 units reveals clear temporal trends in activity. K9-related calls are most concentrated during the late afternoon and evening hours, particularly between 5 PM and 10 PM. The highest volumes occur at 7 PM (227 calls), 10 PM (220), 5 PM and 9 PM (both 219), and 8 PM (193), indicating that demand for K9 support peaks during these hours—likely due to increased public activity and enforcement needs.

In contrast, the early morning hours between 2 AM and 6 AM reflect significantly lower activity, with the lowest call volume occurring at 4 AM (82 calls). From a day-of-week perspective, Tuesday (634 calls), Friday (603), and Saturday (623) are the busiest, while Sunday (447) and Monday (488) are the least active. These patterns suggest that K9 units should be strategically scheduled to provide coverage during peak evening hours and busier days of the week, while minimizing deployment during low-demand periods such as early mornings and Sundays.

The findings above, when combined with an average handling time for these calls for service of 41.3 minutes per call, results in a total workload of 2,696.2 hours in calendar year 2024. The following table below outlines the staff needed to handle this workload, assigning a 50% proactive target to mirror the patrol analysis above:

CALCULATION OF K9 UNIT STAFFING NEEDS

Total Workload Hours		2,696.2
Proactivity Target		50%
Staffed Hours Needed	=	*5,392.4*
Net Available Hours Per Officer	÷	*1,424*
K9 Officer FTEs Needed	=	**4**

The calculation above indicates that there should be a total of four FTE K9 units authorized for APD field operations, resulting in a recommendation to maintain the current staffing of K9 units within the patrol division.

RECOMMENDATION:

Maintain the current staffing of 4 FTE K9 units within the patrol division.

2. NORTHERN AND SOUTHERN DISTRICT COMMAND SUPPORT UNITS

As mentioned previously, the Northern and Southern District Command also encompasses the current traffic enforcement functions of APD. This unit is evaluated in the section below.

(1) TRAFFIC SAFETY OFFICERS

The Appleton Police Department deploys one (1) FTE Traffic Safety Officer (authorized for two FTEs) as a part of its field operations strategy. The following sections provide analysis of their community-generated workload and identify the optimal deployment for this unit.

(1.1) TRAFFIC CAD ANALYSIS METHODOLOGY

As with the patrol analysis above, our project team has calculated the community-generated workload of the police department by analyzing traffic-related incident records in the computer-aided dispatch (CAD) database, covering the entirety of the calendar year 2024.

For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions need to be met:

• The incident must have been unique.

- The incident must have been first created in calendar year 2024.

- The incident type of the event must have sufficiently corresponded to a community-generated event.

- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or lack of any time stamps.

- Incidents must be categories to relevant call types to traffic enforcement and safety topics (e.g., Accident(s), Traffic Safety, and Traffic Stops).

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service associated with the TSOs workload in 2024.

(1.2) CALLS FOR SERVICE BY HOUR AND WEEKDAY

The following table displays the total number of traffic-related calls for service by each hour and day of the week:

CALLS FOR SERVICE BY HOUR AND WEEKDAY – *TRAFFIC*

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	15	2	7	4	4	10	8	50
1 AM	9	1	3	5	4	3	11	36
2 AM	13	4	3	1	7	6	8	42
3 AM	8	0	2	2	3	1	3	19
4 AM	4	2	0	1	4	2	3	16
5 AM	3	7	3	3	12	3	5	36
6 AM	2	5	6	6	11	9	5	44
7 AM	4	23	29	28	39	18	6	147
8 AM	5	23	18	23	31	17	7	124
9 AM	18	15	19	28	22	21	11	134
10 AM	19	34	30	14	21	23	19	160
11 AM	22	33	33	24	26	35	25	198
12 PM	23	37	29	30	37	46	25	227
1 PM	18	36	21	32	29	42	30	208
2 PM	27	28	37	32	46	46	34	250
3 PM	23	45	51	48	57	51	29	304
4 PM	16	47	76	57	37	52	29	314
5 PM	30	46	52	42	38	40	26	274
6 PM	21	26	33	27	22	53	28	210
7 PM	24	29	27	21	23	34	33	191
8 PM	27	15	18	23	19	26	23	151
9 PM	10	8	18	22	18	28	31	135
10 PM	8	4	15	12	10	21	19	89
11 PM	5	4	7	9	6	20	22	73
Total	354	474	537	494	526	607	440	3,432

The table displays traffic-related calls for service in Appleton, distributed by hour and day of the week. The data reveals a clear pattern of increased traffic-related activity during weekday daytime hours, particularly between 11:00 AM and 5:00 PM. The highest volume of calls occurs on Fridays, with 607 calls, followed by Tuesdays and Thursdays. Weekdays see a gradual build-up in activity from 7:00 AM, peaking in the mid-afternoon hours, corresponding with commuting periods and high traffic flow.

In contrast, weekends, especially early morning and late-night hours, see significantly lower call volumes, suggesting reduced traffic enforcement needs during these times. The hour with the most activity is 4:00 PM on Tuesday (76 calls), emphasizing a weekday afternoon peak in demand. Overall, this distribution underscores the importance of allocating traffic enforcement resources during weekday daylight hours, with reduced staffing needs overnight and on weekends.

These findings, in combination with an average handling time of 52.7 minutes per call for service translates to a total workload of 3,015 hours in 2024.

The following table outlines the staff needed to handle this workload, assigning a 50% proactive target to mirror the patrol analysis above:

CALCULATION OF TRAFFIC SAFETY OFFICER STAFFING NEEDS

Total Workload Hours		3,015
Proactivity Target		50%
Staffed Hours Needed	=	*6,030*
Net Available Hours Per Officer	÷	*1,424*
Patrol Officer FTEs Needed	=	5

The data support a staffing model that expands the functions of traffic safety beyond the current two authorized FTEs to a total of five authorized FTEs. While the section above highlighted the increased workload during weekdays, the recommended increase in FTEs facilitates the deployment of traffic enforcement staff across all seven days of the week. This need parallels the current deployment of the primary day shift, which begins at 0700 hours. To provide service across all seven days of the week, these five FTEs should be divided between the current Red and Blue Teams for deployment.

RECOMMENDATIONS:

Increase the staffing of Traffic Safety Officers (TSOs) within the Patrol Division by 3 FTE for a total of 5 FTEs.

Deploy the 5 FTE TSOs strategically across the red and blue patrol teams during the primary day shift, deployed at 0700 hours.

3.   DOWNTOWN DISTRICT COMMAND SUPPORT UNITS

The Downtown District Command, beyond its deployment of patrol resources, also encompasses crucial support units such as Operations Coordination, Community Services, and Professional Development. These units are evaluated in the succeeding sections.

(1)   COMMUNITY SERVICES UNIT

The Community Services Unit is supervised by a Lead Community Service Officer and staffed with eleven Community Service Officers. The Lead Community Service Officer also serves as the department's Humane Officer and works from 6 am to 2 pm, Monday through Friday. The Community Service Officers have varied shifts, from 7 am to 3 pm, 3 pm to 11 pm, or 9 pm to 5 am.

(1.1)   HUMANE OFFICER WORKLOAD ANALYSIS

As the department's Humane Officer, the Lead Community Service Officer completes various animal investigations. The table below illustrates the total number of investigations completed by the Humane Officer in 2024:

HUMANE OFFICER INVESTIGATIONS – *2024*

	Total
Dangerous Animal/Prohibited Dangers Animal	9
Abatement Order	2
Humane Level State Referrals	3
Total	**14**

While the total workload completion time is currently not tracked, it is estimated that dangerous/prohibited animal investigations range from two weeks to one month in length (not total workload time), depending on the process and contesting hearing meetings. Abatement orders typically range from two days to one week to complete.

(1.2)   COMMUNITY SERVICES UNIT WORKLOAD ANALYSIS

Community Service Officers respond to various non-emergency calls for service including directing traffic, private property motor vehicle crashes, abandoned vehicles, ordinance enforcement, crossing guard responsibilities (when required), and various animal-related calls for service.

The table below shows the total number of calls for service activities handled by Community Service Officers for each hour and day of the week in 2024:

CALLS FOR SERVICE BY HOUR AND WEEKDAY – *COMMUNITY SERVICES*

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	6	0	0	0	4	0	10	20
1 AM	3	1	0	1	6	2	4	17
2 AM	2	1	0	1	1	1	3	9
3 AM	0	0	1	0	3	1	2	7
4 AM	2	0	0	0	1	0	4	7
5 AM	1	0	1	1	2	1	3	9
6 AM	4	18	5	10	6	11	7	61
7 AM	11	33	27	32	34	29	17	183
8 AM	11	39	31	38	30	38	21	208
9 AM	16	72	53	64	53	55	35	348
10 AM	21	48	38	40	52	41	19	259
11 AM	28	50	42	37	37	45	35	274
12 PM	27	65	66	70	59	73	44	404
1 PM	30	49	31	40	33	43	37	263
2 PM	24	39	42	32	37	44	28	246
3 PM	28	50	51	45	50	61	35	320
4 PM	25	58	66	46	39	48	32	314
5 PM	25	39	48	42	48	43	23	268
6 PM	29	41	34	37	40	27	24	232
7 PM	28	30	34	21	33	35	18	199
8 PM	14	25	22	25	13	28	14	141
9 PM	16	20	21	20	16	23	15	131
10 PM	3	8	13	8	8	11	14	65
11 PM	0	1	4	4	2	8	3	22
Total	354	687	630	614	607	668	447	4,007

In 2024, Community Service Officers responded to 4,007 calls for service, which were recorded in the department's Computer-Aided Dispatch (CAD) system. Call activity peaks between 8 a.m. and 6 p.m., Monday through Friday.

The table below shows the ten most common incident categories addressed by Community Service Officers in 2024:

MOST COMMON CALLS FOR SERVICE – *COMMUNITY SERVICES*

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
Animal Call	1,097	41.4						
Motorist Assist	584	32.6						
Lost and Found	554	45.0						
Hazard	406	24.3						
Abandoned Veh	255	36.3						
Admin	226	32.6						
Accident P-lot	160	36.8						
Animal Bite	146	71.1						
Assist	103	30.4						
Accident	87	34.0						
All Other Types	389	38.0						
Total	4,007	38.2						

In 2024, the most common incident type was an animal call, with an average handling time of 41.4 minutes each. The highest number of animal calls for service occurred between 10 a.m. and 2 p.m. The average handling time for all service calls in 2024 was 38.2 minutes each.

The table below shows the total number of self-initiated activities completed by Community Service Officers for each hour and day of the week in 2024:

SELF-INITIATED ACTIVITY BY HOUR AND WEEKDAY – *COMMUNITY SERVICES*

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	15	2	7	8	14	14	30	90
1 AM	16	1	2	0	8	2	28	57
2 AM	14	1	0	3	11	4	12	45
3 AM	5	0	0	1	6	1	18	31
4 AM	8	0	0	1	0	0	12	21
5 AM	0	2	0	0	1	0	4	7
6 AM	1	6	2	3	6	3	5	26
7 AM	7	16	22	18	11	18	9	101
8 AM	7	17	18	22	21	22	12	119
9 AM	9	23	26	19	19	23	19	138
10 AM	10	18	23	25	22	24	13	135
11 AM	10	18	31	27	24	32	13	155
12 PM	11	12	21	25	13	20	11	113
1 PM	8	27	15	23	14	18	16	121
2 PM	6	20	19	22	18	25	15	125
3 PM	15	17	21	13	16	14	13	109
4 PM	12	7	22	14	9	14	12	90
5 PM	8	8	12	16	10	14	12	80
6 PM	9	9	5	15	13	18	11	80
7 PM	8	11	14	13	12	12	12	82
8 PM	5	7	7	12	7	9	5	52
9 PM	4	6	7	6	7	18	8	56
10 PM	2	8	6	11	7	44	49	127
11 PM	0	12	12	29	31	50	38	172
Total	190	248	292	326	300	399	377	2,132

In 2024, Community Service Officers completed 2,132 self-initiated activities recorded in the department's Computer-Aided Dispatch (CAD) system. As shown above, the total number of self-initiated activities occurred between 10 p.m. and 1 a.m. on Fridays and Saturdays.

The table below illustrates the ten most common self-initiated categories addressed by Community Service Officers in 2024:

MOST COMMON SELF-INITIATED ACTIVITY – *COMMUNITY SERVICES*

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
Parking	1,321	27.3						
Crime Prevent	346	198.5						
Animal Call	111	40.8						
Ordinance	83	6.7						
Lost and Found	67	51.1						
Hazard	51	20.0						
Graffiti	43	–						
Traffic Safety	32	43.2						
Abandoned Veh	17	–						
Traffic Stop	17	–						
All Other Types	44	6.1						
Total	2,132	29.6						

In 2024, parking was the most common self-initiated activity, with an average handling time of 27.3 minutes each. The highest number occurred between 8 a.m. and 3 p.m. The average handling time for all self-initiated activities in 2024 was 29.6 minutes each.

The Community Service Unit assisted in various special events throughout the year. The following table illustrates the number of special events assisted in 2024:

CSO SPECIAL EVENTS – *2024*

	# Days
Permitted Special Events	83
Multi-Day Special Events	38
Saturday Farm Markets	19
Total	**140**

(2)   OPERATIONS COORDINATION

The Operations Coordinator position is held by a Sergeant who works Monday through Friday, from 7:00 a.m. to 3:00 p.m. The Operations Coordinator is responsible for the following tasks:

• Manage department special events coordination.

- Develop and modify special event plans to include staffing, mapping, and logistics.

- Member of the City of Appleton Special Events Committee, attend meetings, conduct plan reviews, and approve/deny events as necessary.

- Coordinate contract wrecker service program, solicit bids, maintain tow call list, and verify tow bills for the department.

- Maintain officer overtime/off-duty assignment lists and coordinated requests for police employment and overtime details.

- Maintain/administer grants related to traffic enforcement and traffic equipment procurement.

- Complete initial investigations into minor citizen complaints about tow services.

- Assist with schedules and general resources for CSOs.

- Assist with training and hiring of CSOs.

- Monitor grant enforcement activity and collect data as needed.

(2.1) POTENTIAL FOR CIVILIANIZATION OF POSITION

There is potential to transition the Operations Coordinator from a sworn to a non-sworn position. Non-sworn staff with specific skills in logistics, large-scale event planning, and public relations could replace the sworn officer. The advantages of a non-sworn position include the following:

- Free up time for sworn police officers to complete crime prevention and reduction tasks, including community policing.

- Non-sworn employees have skills that are more appropriate for immediate tasks.

- The cost of non-sworn personnel is less than that of sworn personnel.

- Promote improved community relations and assist with police legitimacy.

While much public discussion focuses on effective strategies to increase the supply of police officers to meet the demand for police services, it is also essential to explore alternative methods for managing that demand. Many police organizations, if not most, struggle to find qualified candidates to fill sworn police officer vacancies. As sworn vacancies rise, many organizations continue to expand the role of non-sworn employees. Although the position is adequately staffed at its current authorized level, it is possible to civilianize the role.

RECOMMENDATION:

Explore transitioning the Operations Coordinator position from a sworn to non-sworn position.

(3) PROFESSIONAL DEVELOPMENT

Professional Development is managed by a Lieutenant who acts as the department's training coordinator and oversees both the in-service training program and the new officer orientation academy, Field Training Program. The Lieutenant works Monday through Friday from 9 a.m. to 5 p.m.

(3.1)   CURRENT TRAINER STAFFING MODEL

The department currently relies on part-time trainers to conduct various training courses. These trainers also hold full-time positions within the department. The table below presents the current part-time trainers by discipline:

PART-TIME TRAINERS

	# Trainers
Handgun and Rifle Instructor	16
DAAT Instructor	10
EVOC, Vehicle Contracts, and HRVC	7
Professional Communication	2
Scenario Based Training	3
Tactical Response	3
OMVWI and SFST	4
Taser	13
Less Lethal	3
PIT	3
Ballistic Shield	3
Wrap Restraint	3
LE Wellness	1
SPEAR	1

While the department currently employs only part-time trainers to instruct training courses, it is important to recognize the impact that training has on department operations and staffing. To assess staffing needs, it is crucial to understand the overall workload involved in administering police training. This workload typically includes various administrative tasks related to managing the training program, developing course curricula and instructional hours, and addressing additional administrative responsibilities.

(3.2)   DEPARTMENT CONTINUING TRAINING

The State of Wisconsin mandates 24 hours of training each year for police officer certification. This requirement stipulates that 4 hours every 2 years must focus on emergency driving and vehicle contacts, along with an annual qualification on the officer's duty weapon. The remaining hours can address a topic deemed acceptable by the department itself.

To meet state requirements and fulfill additional department mandates, trainers offered several training courses in 2024. The table below illustrates these courses, along with the total number of courses instructed and the total instructional hours:

TRAINING COURSES – *2024*

	Course Length	# Courses Taught	Instructional Hours
Spring EVOC Training	4	1	4
Precision Immobilization Technique (PIT)	4	2	8
Spring Unified Tactics	8	9	72
Spring In-Service Train the Trainer	6	1	6
FTO Train the Trainer	16	1	16
Critical Incident Scenario Training	3	8	24
Fall In-Service Train the Trainer	6	1	6
Fall Unified Tactics	8	9	72
Taser	4	12	48
Fall EVOC Training	4	8	32
New Officer Orientation	24	5	120
Total	**87**	**57**	**408**

As illustrated above, in 2024, department trainers instructed 57 courses for a total of 408 instructional hours.

(3.3)   CURRICULUM DEVELOPMENT AND INSTRUCTIONAL HOURS

The time required to develop each course varies based on factors such as topic complexity, course duration, and the instructor's experience. Research in instructional design indicates that 40 to 49 hours of curriculum development are typically needed for each hour of instructor-led training. In 2024, 3,888 hours were allocated to curriculum development and course instruction. The table below illustrates this calculation process:

CURRICULUM DEVELOPMENT & COURSE INSTRUCTION

Total Course Hours		87
Multiplied by development time per each hour	x	*40*
	=	*3,480*
Total Curriculum Development		3,480
Total Instructor Hours	+	408
Total Workload Hours	**=**	**3,888**

(3.4)   CALCULATION OF STAFFING NEEDS

As illustrated above, in 2024, the total workload hours allocated for curriculum development and course instruction were 3,888. The baseline number of hours in an employee's work year is 2,080. However, after accounting for vacation, sick leave, training, and other absences, a more suitable figure is typically 1,720 hours. Based on this 1,720-hour figure, a total of 3 full-time trainers are required. The following table demonstrates this calculation process:

CALCULATION OF FULL-TIME TRAINER STAFFING NEEDS

Total Workload Hours		**3,888**
Divided by Total Net Available Hours for 1 FT Employee	÷	*1,720*
Total Number of Trainers Needed	=	2.26

As discussed earlier, the department has one full-time lieutenant assigned to Professional Development. While the lieutenant instructs courses, the department primarily relies on part-time trainers. This analysis does not account for the untracked time spent on various administrative tasks related to managing the department's training program.

When determining the appropriate size of a police training unit, several key factors should be considered: department size, training mandates, operational needs, budget, and future growth. The ideal ratio of trainers to officers varies depending on the type of training. While no national standard for instructor-to-student ratios exists, practical skills training, such as firearms training, use of force training, and EVOC training, should have lower ratios ranging from 1:3 to 1:8 to ensure effectiveness, safety, and hands-on instruction. In contrast, lecture-based courses tend to have higher instructor-to-student ratios.

(3.5)   PROFESSIONAL DEVELOPMENT STAFFING

Education and training are critical components of police agencies. Advanced training technologies and techniques are essential for equipping officers with a necessary combination of knowledge and skills, enhancing the safety and effectiveness of law enforcement while benefiting communities. As illustrated above, assessing current curriculum development and instructional hours requires three full-time trainers.

Increasing Professional Development staffing by two full-time trainers will enable the department to explore advanced training technologies and techniques. Additionally, this will allow the lieutenant to reduce the time spent on curriculum development and instruction, leading to a greater focus on enhancing the department's training program for both sworn and non-sworn employees. Although the department will need to continue relying on part-time trainers, adding two full-time trainers will help alleviate staffing issues caused by depending on part-time trainers to fulfill full-time assignments.

An annual organizational needs assessment should be completed to support the advancement of departmental training. A thorough assessment should incorporate the needs of each role and function within the department (both sworn and non-sworn members) and may vary for each unit.

RECOMMENDATIONS:

Increase Professional Development staffing by two full-time trainers (officers).

Complete an annual organizational needs assessment to support the advancement of departmental training for both sworn and non-sworn employees.

INVESTIGATIONS AND COMMUNITY RESOURCE UNIT

A captain leads the investigations and community resources unit, which comprises investigative services, the school resource unit, the special investigations unit, and the community resource unit. A lieutenant leads each unit.

UNIT ADMINISTRATION

Administration of the Investigations and Community Resources Unit consists of the captain, who provides overall leadership, management, and administration of the Investigative and Support Services Unit. The captain has four direct reports. There are no reported backlogs of administrative tasks to be completed.

1.   INVESTIGATIVE SERVICES

The Investigations Services Unit is responsible for conducting follow-up investigations for incidents reported to patrol. The unit consists of a lieutenant, nine investigators (Sgt /Ofc), one forensic investigator, one forensic evidence lead, two forensic evidence specialists, and a crime analyst.

(1)   ADMINISTRATION

Administration consists of the lieutenant, who provides overall leadership, management, and administration of the Investigative Services Unit. The lieutenant has 14 direct reports. The lieutenant is also the deputy emergency manager for the city. There are no reported backlogs of administrative tasks.

(2)   INVESTIGATIVE WORKLOAD ANALYSIS

To conduct the workload analysis, net available work hours for Investigators, caseloads, and average hours per investigation type are utilized.

(3)   CALCULATION OF INVESTIGATOR NET AVAILABILITY

Before determining availability and staffing needs, it is important to first review the number of net hours investigators are available to conduct investigations. To conduct this analysis, it is critical to understand the time Investigators are on leave – including vacation, sick leave, injury, military leave, or any other type of leave – and hours dedicated to on-duty court or training time and time spent on administrative tasks.

The impact of these factors is determined by combining calculations from APD data with estimates based on the project team's experience. These estimates are then subtracted from the annual base number of work hours per position. The result indicates the total **net available hours** for Investigators and other positions when they are on duty and can fulfill workloads and other activities in the field.

Net availability for Investigators differs from that of patrol officers due to court and administrative responsibilities. Workloads such as case plans, executing search warrants, and other tasks that do not fit

directly into case investigative hours are factored into an estimated administrative time figure. The table below details this process, specifying how each contributing factor is calculated:

Factors Used to Calculate Investigator Net Availability

Work Hours Per Year

The total number of scheduled work hours for Investigators, without factoring in leave, training, or anything else that takes Investigators away from every day on-duty work. This factor forms the base number from which other availability factors are subtracted to calculate the total net available hours.

Base number: **2,080 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, including injuries, military leave, and FMLA—anything that would cause Investigators who are normally scheduled to work on a specific day to not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

From APD Data: **355 hours of leave per year**

On-Duty Training Time (subtracted from total work hours per year)

The average number of hours spent per year in training completed while on duty and not on overtime.

Estimated: **75 hours of on-duty training per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours each Investigator spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Without any data recording on-duty court time specifically for Investigators, the number of hours is estimated based on the project team's experience. This equals approximately one 10-hour workday per month.

Estimated: **120 hours of on-duty court time per year**

Patrol Coverage (subtracted from total work hours per year)

The average number of hours that investigators are required to provide patrol coverage per year.

Estimated: **24 hours of on-duty court time per year**

Administrative Time (subtracted from net available hours after leave, court, and training hours deducted)

The total number of hours per year spent completing administrative tasks while on duty, including staff meetings, returning phone calls and emails, search warrant preparation and planning, and various other activities, including some operations, that may not be directly captured in the case hours calculations.

The number is estimated at 20% of the network hours after other deductions.

Estimated: **201 hours of administrative time per year**

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for Investigators, the time they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:
1,305 net available hours per Investigator

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of Investigators:

CALCULATION OF INVESTIGATOR NET AVAILABILITY

Base Annual Work Hours		*2,080*
Total Leave Hours	−	355
On-Duty Training Hours	−	75
On-Duty Court Time Hours	−	120
Patrol coverage	−	24
Administrative Hours	−	201
Net Available Hours Per Investigator	**=**	**1,305**

Investigators have approximately 1,305 net available hours per year, representing the total time they can conduct investigations. This is slightly low for a typical investigative unit due to the high number of leave hours. The following sections will analyze Investigator caseloads using these hours.

(4)   CASELOAD DATA

The records management system (RMS) was unable to provide the relevant caseload data, so the data was developed manually. APD provided the project team with a document with caseload data from 2024 for their investigators. Investigators do have some specialization, but they are all generalists who could be assigned any case type. With an overlap between case types, a single caseload was developed for analysis.

(4.1)   CASELOAD HOURS

Not all investigative cases require the same investigative hours; for example, a homicide investigation requires more investigative time (and resources) than a burglary. Matrix Consulting Group developed several case-type investigative caseload work hours to account for this. The average case hours were developed through dozens of studies and interviews with Investigators working on each case type. The following case-type caseload workload hours were used to calculate staff resource needs:

(4.2)   HOMICIDE

Homicide cases are among the most complex and time-consuming investigations conducted. These cases are scrutinized; therefore, nearly all investigative techniques are employed. Additionally, due to their complexity, a group of Investigators typically handles them, and extra resources are often utilized. The following table displays a breakdown of approximate caseload hours for a homicide case or officer-involved shooting:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	4 hours	100%
Crime Scene Material	Evidence to Property / Evidence	4 hours	100%
Cell Phones	Cell Phone Downloads, with some taking longer than others.	30 hours	100%
Video	Review of video recovered from scene and BWC	60 hours	100%
Social media/Electronic Records/Physical location	Warrants/Subpoenas/Review of Evidence Obtained.	40 hours	100%
Location Data	Warrants/Subpoenas/Review of Evidence Obtained.	40 hours	100%
Surveillance	Surveillance, including locating suspects and writing reports.	10 hours	100%
Postmortem Exam	Autopsy performed by ME (Investigators observe and consult)	6 hours	100%
Victim / Witness Interview(s)	Interview(s), including report writing.	40 hours	100%

Task	Processes Involved	Approximate Time	% of Time Completed
Suspect Interview(s)	Interview(s), including report writing.	12 hours	50%
Jail Call Monitoring	Listen to calls and write reports.	20 hours	100%
Consult with DA	Conduct follow-up and write additional reports.	10 hours	100%
Total	*If all tasks are completed*	276 hours-	
	On Average	**270 hours**	

This list is not exhaustive and does not encompass all elements. Not every homicide will have the same amount of evidence or interviews conducted. These hours include the assumption that investigators will perform RMS searches, conduct social media investigations, check association files, receive informant information, and utilize other investigative techniques (trackers, cell tower data, etc.), if available.

It also assumes that Investigators work as a team and that not all investigative hours will be handled by a single investigator (these are hours for the lead Investigator only). Many cases will not require the number of hours listed, but some may need significantly more.

Estimating the case time along with the percentage of completion for each subtask results in about **270 hours** allocated per case for the primary investigator.

Additionally, on average, most departments assign a team of other Investigators to assist during the early stages of a homicide investigation, representing approximately 40 hours per investigator assigned, as detailed under homicide investigation assist.

(4.3) HOMICIDE INVESTIGATION ASSIST

When a homicide occurs, it typically necessitates the response of multiple Investigators to aid in the investigation, including support with warrants, interviews, crime scene canvassing, and the identification of additional witnesses. The team approach may involve overtime and regular shifts, with the first 72 hours demanding substantial resources. To accommodate a team-based strategy, it is assumed that at least four Investigators will participate in the investigation, contributing 40 hours per work week (excluding overtime). The calculation is 40 hours multiplied by four Investigators, totaling 160 hours.

(4.4) PERSON CRIMES

Crimes against individuals are treated more seriously by the judicial system and typically have more witnesses and evidence, necessitating more time for interviews and recovering and processing evidence than property crimes.

Approximate case hours were compiled through extensive interviews with Investigators and are summarized in the following table:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to the crime lab includes submission and report.	3 hours	10%
Crime Scene Material	Evidence to property, inspection, and report writing.	4 hours	30%
Cell Phones	Cell phone downloads, with some taking longer than others.	10 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	10 hours	50%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	10 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	20%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	10%
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, and report writing.	10 hours	10%
Consult with DA	Conduct follow-up and write additional reports.	1 hour	20%
Total	*If all tasks are completed:*	*82.0 hours*	
	On average:	**22.6 hours**	

Based on the completion percentage for each subtask, each solvable case averages approximately **22.6 hours**.

(4.5) SEX ASSAULT / ABUSE

Sexual assault and crimes against children are particularly complex cases that the judicial system treats more seriously. These cases typically have fewer witnesses, requiring more time for interviews and the recovery and processing of evidence compared to other person crimes. The following chart outlines approximate investigative times for sex crimes:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to the crime lab includes submission and report.	2 hours	50%
Crime Scene Material	Evidence to property, inspection, and report writing.	2 hours	50%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	40%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	50%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	10 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	20%
Sex Assault Kit	Sex Assault Exam, including report writing.	6 hours	90%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	100%
Suspect	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls and report writing.	2 hours	40%
Consult with DA	Review cases and perform follow-up, including report writing.	1 hour	20%
Total	*If all tasks are completed:*	*65.0 hours*	
	On average:	**26.6 hours**	

Using the above work hour estimates and the percentage of each subtask's completion time, approximately **26.6 hours** per solvable case are available.

(4.6) INTERNET CRIMES AGAINST CHILDREN (ICAC)

Internet Crimes Against Children are complex investigative cases that rely heavily on digital forensic evidence and require unique processes. The judicial system treats these cases more seriously; they tend to have fewer witnesses, thus requiring more time for interviews, writing search warrants, and recovering

and processing evidence than other crimes. The chart below shows the approximate investigative time for ICAC investigations:

Task	Processes Involved	Approximate Time	% of Time Completed
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	30%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	30%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	30%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	20%
Document / Digital Evidence Review	Review/ recover images, and files, and write reports.	30 hours	100%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	50%
Suspect	Suspect interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls and report writing.	4 hours	10%
Consult with DA	Review cases and perform follow-up, including report writing.	4 hours	10%
Total	If all tasks are completed:	86.0 hours	
	On average:	**44.4 hours**	

Using the work hour estimates above and the percentage of completion time for each subtask, approximately **44.4 hours** are required per solvable case.

(4.7)   BURGLARY / PROPERTY CRIMES

Burglary and other property crimes are generally less complex investigative cases than personal crimes, requiring less investigative time and resources. The judicial system treats these cases with less seriousness, and they tend to have fewer witnesses. The following chart outlines the approximate investigative times for burglary and property crimes:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to the crime lab includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	20%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	2 hours	50%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	30%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	1 hour	50%
Suspect Interview	Interview(s), including report writing.	1 hour	50%
Jail Call Monitoring	Listen to calls and report writing.	2 hours	10%
Consult with DA	Review cases and perform follow-up, including report writing.	1 hour	10%
Total	*If all tasks are completed:*	*51.0 hours*	
	On average:	**16.9 hours**	

Using the estimated work hours above and the percentage of each subtask as completion time, this amounts to approximately **16.9 hours** per solvable case.

(4.8)   FINANCIAL CRIMES / FRAUD

Financial crimes are exceedingly challenging to pursue and typically take longer to investigate because much of the evidence must be subpoenaed or obtained with a search warrant. In addition, a significant amount of the evidence belongs to financial institutions. Investigators must wait for these institutions to comply with legal requests for information before proceeding, which can take weeks to months, depending on the type and amount of data requested. Moreover, financial crimes tend to have much lower solvability rates (approximately 50% less solvable than personal crimes). These cases typically do not require an

Investigator to respond to a scene and are often handled as follow-ups a day or more after the incidents. The following chart details the processes and times associated with financial crimes:

Task	Processes Involved	Approximate Time	% of Time Completed
Document / Digital Evidence Review	Review/ recover financial data, and files, and write reports.	12 hours	100%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	10%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	8 hours	10%
Cell Phone/computer evidence	Warrants/subpoenas, including submission and report.	8 hours	50%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	50%
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	2 hours	20%
Total	*If all tasks are completed:*	*56.0 hours*	
	On average:	**29.7 hours**	

Using the above work hour estimates and the percentage of each subtask as completion time, approximately 29.7 hours per solvable case are used.

(4.9)   DOMESTIC ASSAULT

Domestic assault cases generally require less investigative time since the victim and suspect are typically known; however, some investigation is necessary for successful prosecution. The following chart outlines the approximate investigative times for these cases:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to the crime lab includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	10%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%

Task	Processes Involved	Approximate Time	% of Time Completed
Video	Review of video recovered from scene and BWC, report writing.	2 hours	100%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	4 hours	10%
Surveillance	Surveillance, including locating suspects and report writing.	2 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	100%
Suspect Interview	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls, and report writing.	2 hours	10%
Consult with DA	Review cases, and perform follow-up, including report writing.	1 hour	10%
Total	*If all tasks are completed:*	*23.0 hours*	
	On average:	**8.7 hours**	

Using the estimated work hours and the percentage of each subtask as completion time amounts to about **8.7 hours** for each solvable case.

(4.10)   MISSING / RUNAWAY

Missing or runaway cases typically involve interviewing the reporting party, the last person to have seen the individual, checking the last known locations, talking to close friends and relatives, and entering information into a teletype. Depending on the leads and investigation required by law or agency policy, these cases can take anywhere from 2 to 4 hours, with an average of about **3 hours**.

(4.11)   GENERAL CRIMES / OFFICER ASSIST

General crimes and officer assistance can vary significantly based on the type of crime or the assistance required. These cases typically involve lower-level offenses that require some follow-up or instances where an officer needs help with a case they are investigating. This assistance may include cell phone downloads, social media inquiries, open-source searches, warrant preparation, or other investigative techniques. Depending on the crime type and investigative requirements, these cases generally take between 2 and 6 hours, with an average duration of **4 hours**.

(4.12)   DRUG CRIMES

Drug crimes and officer assistance can vary significantly depending on the specific type of support required. These cases are generally considered lower-level offenses that may necessitate some follow-up, or an officer might need help with an ongoing investigation. This can involve support with tasks such as cell phone downloads, social media analysis, open-source research, warrant preparation, or other investigative methods. The duration of these cases typically ranges from 4 to 8 hours, with an average of around **6 hours**.

(4.13)   INACTIVE /SUSPENDED CASE / INFORMATION OR REFERRAL

Investigators are assigned cases that become inactive or suspended due to a lack of additional leads, victim cooperation, or evidence. Although a case may not result in prosecution, it still requires the Investigator to review it and attempt to contact the victim(s) or witnesses. Some cases are for information only or may result in a referral to another agency. Depending on the type of crime and investigative needs, these cases take between 1 and 3 hours, with an average duration of **2 hours**.

(5)   CASELOAD WORKLOAD HOURS ANALYSIS

The investigative division conducts follow-up investigations on incidents reported to patrol. Among the three units, there are a total of nine investigators authorized. To determine the caseload, the project team reviewed the total number of assigned cases and sorted them by case type. It is worth noting that the SROs investigate all sensitive crimes, including adult/juvenile sexual assaults, sex trafficking, drug-endangered children, child abuse, and neglect. The cases assigned to the investigative division in 2024 are as follows:

2024 INVESTIGATOR CASELOAD

Case Type	Number	Hours Per	Total
Assist	2	4	8
Battery	1	22.6	22.6
Burglary	7	16.9	118.3
Check Fraud	2	29.6	59.2
Cold Case Homicide	1	100	100
Criminal Damage	1	16.9	16.9
Crypto Fraud	16	29.6	473.6
Death Investigation	18	22.6	406.8
Embezzlement	1	29.6	29.6
Fatal Crash	1	22.6	22.6
Felon In Possession of a Firearm	3	22.6	67.8
Fraud	23	29.6	680.8
Hit and Run- Serious Injury	4	22.6	90.4
Homicide	5	270	1,350
Homicide Assist*	5	160	800
Officer Involved Shooting Investigation	1	276	276
Possession of a Short Barrel Rifle	1	22.6	22.6
Reckless Endangering-Shooting	2	22.6	45.2
Reckless Homicide - OD	10	22.6	226
Robbery	4	22.6	90.4
Sex Assault	1	26.6	26.6
Shooting	3	22.6	67.8
Stabbing	1	22.6	22.6
Suicide	10	22.6	226
Threats	1	22.6	22.6
Welfare Check	1	4	4
Total	**121**	**-**	**5,276.4**

*Not included in case total.

As the table above indicates, the assigned caseload represents approximately 5,276.4 hours. As mentioned, the investigative division has nine authorized general investigator positions authorized. By using the previous calculation of net available caseload hours alongside the total 2024 caseload, we can determine the number of Investigators needed to investigate this caseload:

CALCULATION OF INVESTIGATOR STAFFING NEEDS

Total Caseload Hours	5,276.4
Divided by total net available hours for 1 Investigator (1,305)	÷ 1,305
Number of Investigators Needed	= 4.04

As the table indicates, approximately four Investigators are needed to handle the assigned workload hours, and nine Investigator positions are currently authorized. The caseload consists of the more complex or serious types of cases, excluding the cases investigated by SROs. The analysis indicates there is capacity for more cases to be assigned to investigations.

As noted earlier, SROs investigate all sensitive crimes, including adult/juvenile sexual assaults, sex trafficking, drug-endangered children, child abuse, and neglect. It is not typical for SROs to be assigned all sensitive crimes, though it is not unusual for them to be the lead in child abuse or cases that are reported at schools.

Investigators are all generalists, though some have specialties they focus on. This is also not typical for larger investigative units. A more usual approach is to divide the unit into person crimes and property crimes, with some overlap necessary when caseloads fluctuate or on major cases like homicides, when most of the unit may assist.

(6)   FORENSIC INVESTIGATOR

The forensic investigator conducts forensic analysis of digital devices. The majority of the work is in cell phone data extraction for investigative cases. The unit reported the following performance measures for 2024:

2024 DIGITAL FORENSIC ACTIVITIES

	Number
Cell Phone Extractions	75
Forensic Computer Examinations	3
Total	78

As the table indicates, the forensic investigator performed 75 cell phone extractions and three computer extractions during 2024. It takes 4 to 6 hours to extract data from a cell phone, which does not include writing search warrants or interpreting data, which takes an additional 2 to 4 hours for each part of the process. The following table shows the approximate workload for cell phone data extraction:

2024 CELL PHONE/COMPUTER EXTRACTION WORKLOAD

	Number	Hours Per	Total
Warrant	78	3	234
Data Extraction	78	5	390
Data Interpretation	78	3	234
Report Writing	78	2	156
Total		-	1,014

As the table indicates, the cell phone/computer data extraction workload represents approximately 1,014 hours. It is worth noting that the investigator is typically responsible for writing the search warrant, though there are cases when the digital forensic investigator may do so. The forensic investigator has typically a backlog of 3-7 phones at any given point. The current caseload can adequately be handled by one forensic investigator.

(6.1)   FORENSIC EVIDENCE

Forensic evidence specialists conduct crime scene investigations and manage the property room. The unit is comprised of a forensic evidence lead and two forensic evidence specialists. The unit has three main areas of responsibility: property and evidence, crime scene processing, and responding to open records requests. Property and evidence activities include taking the property in, entering it into the property management software, tagging it, and placing it into evidence. Other tasks include lab runs, receiving evidence back from courts or labs. Additionally, the unit responds to crime scenes, processes them and writing reports as well as responding to open records requests. Forensic evidence specialists are assigned to work 2,080 hours per calendar year, before annal leave, training and other deductions. The following table shows the net available hours the forensic evidence specialists:

CALCULATION OF FORENSIC EVIDENCE SPECIALIST NET AVAILABILITY

Base Annual Work Hours		*2,080*
Total Leave Hours	–	207
On-Duty Training Hours	–	20
On-Duty Court Time Hours	–	20
Administrative Hours	–	366
Net Available Hours Per Specialist	**=**	**1,467**

Many of the processes that the forensic evidence specialist perform have average time estimates to perform, which are analyzed in the following section:

PROPERTY AND EVIDENCE ACTIVITIES

	Number	Minutes to Process	Total Hours
Items received	1,751	15	**437.75**
Items purged- Destroyed	3,888	25	**1,620**
Items purged - Donated	532	25	**221.67**
Returned to the owner	1,611	30	**805.5**
Total	7,782	N/A	**3,084.92**

As the table indicates, the workload hours associated with property and evidence are approximately 3,084 hours.

CRIME SCENE RESPONSE ACTIVITIES

	Number	Hours to Process	Total Hours
Crime Scene Response	61	4	**244**
Homicide Scene Response (2 Techs)	3	16	**48**
Total	64	N/A	**292**

As the table indicates the workload hours related to crime scene response is approximately 292 hours.

OPEN RECORDS ACTIVITIES

	Number	Minutes to Process	Total Hours
Open Records Requests	2,427	30	**1,213**
Total	2,427	N/A	**1,213**

As the table indicates the workload hours associated with crime scene response is approximately 1,213 hours. Using the workload hours associated with the processes assigned an approximate staffing needs can calculated.

CALCULATION OF STAFFING NEEDS

Property and Evidence	3,084
Crime Scene Processing	292

Open Records Process	1,213
Total Workload Hours	**4,589**
Divided by total approximate net available hours for 1 staff (1,467)	÷ 1,467
Number of Personnel Needed	**= 3.12**

As the table indicates, the personnel needed is approximately 3.12; however, this does not include other tasks such as processing lab requests and testing. Additionally, the forensic evidence lead has other responsibilities for the unit. The unit has limited capacity to perform additional duties or to respond to any additional crime scenes. Adding one forensic evidence specialist would increase the unit's capacity and allow for crime scene processing.

The forensic evidence lead has responsibilities for scheduling and coordinating the response for the unit as well as other administrative functions. Adding another forensic evidence specialist position will increase the workload for this position. Performance evaluations for the unit are conducted by the lieutenant, who does not work directly with the team. Elevating the forensic evidence leads to a supervisor role, with the recommended added staff would allow them to conduct employee evaluations and perform more traditional supervisory roles of leadership, mentoring and training.

(7) CRIME ANALYST

The Crime analyst does investigative workups, manages the city camera and flock systems, GIS heat mapping and prepares statistical reports. The tasks for this position are varied and no task times are associated with the tasks assigned. Additionally, performance measures are not tracked. This is a relatively new position and some additional tasks have been assigned as the position has evolved. There is no reported backlog on tasks to be performed and the statistical reports needed can be prepared when needed. Adopting some performance measures for this position is recommended so that future analysis can be conducted to determine if there is a need for a second crime analyst.

(8) SPANS OF CONTROL

The lieutenant has 14 direct reports for a span of control of 1 to 14. The lieutenant's span of control is greater than recommended by the International Association of Chiefs of Police (IACP), which recommends no more than 6 to 9 direct reports for front-line supervisors. This large span of control makes it challenging to monitor and track individual performance, allow time for mentoring, and provide oversight when needed. Adding a second lieutenant would reduce the span of control to 1 to 7, which is within the recommended range. Splitting investigative services into property crimes and person crimes units with a lieutenant over each with additional support staff beneath each lieutenant would increase operational oversight and reduce the span of control.

RECOMMENDATIONS:

Add one additional lieutenant to investigative services for a total of two assigned.

Maintain current staffing of detectives but transfer the caseload from school resource officers (this is over 100 cases, including approximately 90 sex assault cases) to investigative services.

Split investigations into person crimes and property crimes units with a lieutenant over each.

Add one forensic evidence specialist for a total of three assigned.

Create and staff a forensic evidence supervisor position with the full responsibilities of a unit supervisor.

Start tracking unit performance measures for the crime analyst.

When updating the records management software, add a detective case management module so that performance measures and case assignments can be better tracked.

2.   SCHOOL RESOURCE UNIT

The School Resources Unit provides safety and security to local schools. School Resource Officers (SROs) are assigned to schools, conduct investigations, and provide security for students and staff. The school resource officer unit consists of one lieutenant, 11 SROs, and one sex offender registry officer.

(1)   SCHOOL RESOURCE OFFICERS (SROS)

School resource officers are assigned to each public high school, an alternative high school and the 4 middle schools. The other SROs cover the elementary schools. The district has approximately 15,000 students with the largest high school (North) having approximately 1,500 students.

The National Association of School Resource Officers recommends approximately 1 SRO per thousand high and middle school students, depending on location, number of buildings, and the campus size. The school resource unit meets this ratio, though the student population at North High is slightly higher. With extra SROs working in elementary schools, there is typically coverage when needed. In addition to working as SROs, the officers assigned are assigned investigative cases, including sexual assault, child abuse, and child neglect. In 2024, this was well over 100 cases, including approximately 90 sexual assault cases. They accomplished this in addition to attending 260 school events and giving 80 presentations.

Though the SRO to student population ratio meets recommendations, the assigning of sensitive complex investigations is not typical for an SRO unit. There are no reported issues with case quality or the timeliness of investigations, but conducting investigations can take away from their primary responsibility of school security. It is common for SROs to conduct school threat investigations and investigate minor crimes reported at schools. There is current capacity with investigative services to absorb this caseload. Task time analysis is not conducted for SROs since their assignment falls more generally under a fixed-post staffing model of having someone assigned and on duty during specific work hours to provide security coverage. Current staffing of SROs is adequate to provide school coverage and to attend school-related events.

(2)   SEX OFFENDER REGISTRY POSITION (SORP)

The SORP officer is responsible for managing the sex offender registry, conducting home visits (when scheduled or required), making high risk offender release or move notifications and conducting ICAC (internet crimes against children) investigations. There are approximately 429 registered sex offenders residing in the city. All require at least a yearly check in, though higher risk sex offenders require more. A check in takes approximately 1 hour per offender, including paperwork associated with the check in.

ICAC investigations take approximately 44 hours per case. The SORP officer is assigned an average of 50 cases a year with 20 cases closed in 2024. Using the hours of work for the tasks above a staffing analysis can be conducted:

SORP ACTIVITIES

	Number	Hours to Process	Total Hours
Sex Offender Check in	42	2	**84**
ICAC Investigation	50	44.4	**2,220**
Total	N/A	N/A	**2,304**

As the table indicates the workload hours associated with crime scene response is approximately 2,304 hours. By using the previous calculation of net available caseload hours alongside the total 2024 caseload, we can determine the number of SORP officers needed to investigate this caseload:

CALCULATION OF SORP STAFFING NEEDS

Total Caseload Hours		2,304
Divided by total net available hours for 1 SORP (1,330)	÷	*1,330*
Number of Investigators Needed	=	1.73

As the table indicates, approximately 1.73 SORP officers are needed to handle the assigned workload hours.

(3)   SPANS OF CONTROL

The lieutenant has 12 direct reports (when fully staffed) for a span of control of 1 to 12. The lieutenant's span of control is greater than recommended by the International Association of Chiefs of Police (IACP), which recommends no more than 6 to 9 direct reports for front-line supervisors. This large span of control makes it challenging to monitor and track individual performance, allow time for mentoring, and provide oversight when needed. Adding a second lieutenant would reduce the span of control to 1 to 6.5, which is within the recommended range. Splitting the SRO unit into two zones with a lieutenant over each, with the SORP positions under one lieutenant, would increase operational oversight and reduce the span of control.

RECOMMENDATIONS:

Add one additional lieutenant to the school resource unit for a total of two assigned.

Maintain the current staffing of school resource officers, but transfer the sexual assault, child abuse, child neglect, and other sensitive or complex investigative caseload to investigative services.

Add one SORP officer position for a total of two assigned.

3.   SPECIAL INVESTIGATIONS UNIT (SIU)

The Special Investigations Unit conducts proactive investigations. The team members also serve on the U.S. Marshal's TF and conduct fugitive apprehensions. The unit also includes one officer assigned to the Lake Winnebago Metropolitan Enforcement Group (MEG).

(1)   SPECIAL INVESTIGATIONS UNIT (SIU)

SIU conducts all self-initiated investigations through tips and informants. The unit focuses on cases with a narcotics nexus. Proactive enforcement units are analyzed differently from reactive investigative units, since they create their own caseload. Adding more people could increase the number of cases, but resources for additional staff are not unlimited. Reactive units must work cases assigned as there is typically a direct victim to the crime, whereas in proactive instances, there is no direct victim. There is a relationship between criminal activity and narcotics, but it is not correlated enough to suggest that adding staff will always reduce associated criminal activity. A two-part analysis is used to conduct an analysis of proactive units: Is there a problem or crime that should be addressed, and does the unit use the time they have to address the problem effectively? In other words, is the unit actively working to address the issue? To measure this, we analyze performance measures for the unit and the number of staff assigned. The unit reported the following performance measures for 2024:

SIU ACTIVITIES

Activity / Seizure	Number
Fugitive Apprehensions	431
Felony Cases Cleared	469
Firearms Seized	21
Search Warrants Served	17
Arrests (From cases)	116
Fentanyl Seized	501 grams
Meth Seized	4,204 grams
Heroin Seized	137 grams
Cocaine Seized	1 Kg
Currency Seized	$30,960

As the table indicates, the unit is very active, especially considering it consists of only four officers assigned. The unit averaged more than one apprehension per day, which is significant when considering they were also working narcotics-related investigations. It is evident from the number of apprehensions and narcotics cases that the unit is very effective, and it is also evident from the number and amount of seizures that there is significant narcotic-related activity in the region.

(2) LAKE WINNEBAGO METROPOLITAN ENFORCEMENT GROUP (MEG) OFFICER

The MEG Officer serves on the Lake Winnebago Metropolitan Enforcement Group. The Lake Winnebago Area Metropolitan Enforcement Group - Drug Unit (LWAM) consists of 15 narcotics investigators employed by the State of Wisconsin and local Sheriff's Offices/Police Departments within Outagamie, Winnebago, Fond du Lac, and Calumet counties. The unit conducts mid- to high-level narcotics investigations using a multi-agency approach. The unit reported the following performance measures for 2024:

LAKE WINNEBAGO METROPOLITAN ENFORCEMENT GROUP ACTIVITIES

Activity / Seizure	Number
Firearms Seized	80
Fentanyl Seized	9,561 grams
Meth Seized	37,401 grams
Heroin Seized	654 grams
Cocaine-Base Seized	1,439 grams
Cocaine-HCL Seized	7,469 grams

As the table indicates, the unit is very active. Multi-agency task forces provide smaller communities with additional resources to conduct longer-range, more complex investigations, which would be difficult to do

on their own. Task Forces like this pool resources to investigate larger narcotic distribution networks that generally reach beyond one city. Appleton is one of the larger agencies to be a task force member, but only contributes one officer. As indicated by the seizures of SIU and MEG, there is likely significant narcotics activity in the Appleton region.

Adding an additional officer to SIU and to MEG would enable the police department to apprehend more wanted subjects and to conduct more narcotics investigations.

RECOMMENDATIONS:

Add one additional officer to the SIU for a total of five assigned

Add one additional officer to the MEG for a total of two assigned.

4.   COMMUNITY RESOURCE UNIT

A lieutenant supervises the Community Resource Unit, which consists of three sergeants, one police officer, and one Police Community Engagement Specialist. The lieutenant also functions as the department's Public Information Officer. Assigned staff work Monday through Friday, from 8 am to 4 pm or 9 am to 5 pm.

The table below shows the total number of calls for service activities handled by the Community Resource Unit for each hour and day of the week in 2024:

CALLS FOR SERVICE BY HOUR AND WEEKDAY 2024

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	0	0	0	0	0	0	0	0
1 AM	0	0	1	0	0	0	1	2
2 AM	0	0	0	0	0	0	1	1
3 AM	0	0	0	0	0	0	0	0
4 AM	0	0	0	0	0	0	0	0
5 AM	0	0	0	0	0	0	0	0
6 AM	0	0	0	0	0	0	0	0
7 AM	0	2	1	1	0	2	0	6
8 AM	0	1	1	1	3	1	0	7
9 AM	0	1	5	5	1	1	0	13
10 AM	0	3	9	5	6	2	0	25
11 AM	0	4	2	4	5	4	1	20
12 PM	0	6	7	5	0	2	0	20
1 PM	0	4	3	2	6	1	0	16
2 PM	0	3	2	3	3	2	1	14
3 PM	0	3	3	3	3	1	1	14
4 PM	0	2	2	0	0	0	0	4
5 PM	0	1	1	0	0	0	0	2
6 PM	0	0	0	0	0	1	1	2
7 PM	0	0	1	0	0	0	0	1
8 PM	0	0	0	0	0	0	0	0
9 PM	0	0	0	0	0	0	0	0
10 PM	0	0	0	0	0	0	0	0
11 PM	0	0	0	0	0	0	1	1
Total	0	30	38	29	27	17	7	**148**

In 2024, the Community Resource Unit responded to 148 calls for service, which were recorded in the department's Computer-Aided Dispatch (CAD) system. Call activity peaks between 7 a.m. and 5 p.m., Monday through Friday.

The table below shows the ten most common incident categories addressed by the Community Resource Unit in 2024:

MOST COMMON CALLS FOR SERVICE 2024

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
Assist	84	42.7						
Welfare Check	28	58.0						
911 Misdial	8	8.0						
Accident	4	50.9						
Reckless Driver	3	11.9						
Disturbance	2	–						
Weapon	2	142.7						
Sex Offense	1	70.8						
Runaway	1	45.1						
Theft	1	77.0						
All Other Types	14	125.2						
Total	148	52.3						

In 2024, assists were the most common incident type, with an average handling time of 42.7 minutes each. The highest number of assists occurred between 9 a.m. and 1 p.m. The average handling time for all service calls in 2024 was 52.3 minutes.

Many tasks completed by the Community Resource Unit are not reflected in the department's Computer-Aided Dispatch (CAD) system. The following sections outline the multiple officer functions and any additional performance-related workload.

(1)   COMMUNITY LIAISON OFFICER

A Sergeant is assigned as the Community Liaison Officer and is responsible for building relationships with underserved communities to promote greater collaboration and partnerships. Responsibilities include responding to service calls related to unhoused populations, mental health issues, landlord-tenant disputes, and long-term crime concerns.

PERFORMANCE-RELATED WORKLOAD

The table below illustrates various performance-related workload data for 2024:

COMMUNITY LIAISON OFFICER PERFORMANCE-RELATED WORKLOAD 2024

	Total
Site Security Assessment	**20**
Community Engagement Presentation/Event	**50**
Nuisance Abatement Action	**9**

Other performance-related tasks include the following:

• Provided numerous community members with guidance on topics such as landlord/tenant information, ordinances, and homeless issues.

• Assisted in the coordination/execution of a large-scale, multi-agency active shooter/mass casualty training event.

• Partnership with organizations providing support to unhoused individuals and providing direction for correcting missteps on startup, and helping ensure future goals align with community needs.

• Provided training, security assessments, and consultations to community members, businesses, and organizations, ranging from scams, CPTED/physical security, active shooter preparedness, de-escalation, and community safety.

• Formed partnerships with other city departments such as Inspections, Fire, Health, and Community Development to solve various community issues.

The Officer is also tasked with representing the department in several forums, including the following.

• Fox Cities Housing Coalition

• Appleton Housing Authority

• Interagency Collaboration

• IDN

• Central Safety

• FCHC DEI Subcommittee

• Site Plan Review

• Washington Square (ADI)

• TRG

The Community Liaison Officer also serves on the Wisconsin Crime Prevention Practitioners Association Board and is the Vice Chair of the Appleton Housing Authority.

(2)   THREAT ASSESSMENT OFFICER

A Sergeant is assigned as the Threat Assessment Officer. Responsibilities include managing threat mitigation at large events, investigating school threats, and serving as a Task Force Officer for the Federal Bureau of Investigation.

PERFORMANCE-RELATED WORKLOAD

The Threat Assessment Officer is responsible for completing several performance-related tasks, which include the following:

- Lead investigator handling threats of violence in the city and a resource for nearby agencies.

- Federal Bureau of Investigation, Joint Terrorism Task Force Officer.

- Lead facilitator for the department and community in guiding resources to address violent threats and other forms of violence.

- Establish and maintain a close working relationship with State and Federal agencies, serving as the lead investigator for cases involving threats toward individuals, organizations, school districts, and political entities.

- Identify, evaluate, and address an identifiable community or individual threat through internal and external referrals, using threat assessment techniques and intelligence-driven policing strategies.

- Work with internal and external stakeholders to enhance the response and effectiveness when dealing with offenders who show dangerous behavior.

- Conduct security evaluations to improve the safety of local businesses and government organizations.

- Offer training and guidance on topics related to school safety and security.

- Core trainer for active threat response in the department's bi-annual in-service training.

(3)   VICTIM SERVICES OFFICER

A Sergeant is assigned as the Victim Services Officer and also functions as the facility's canine handler. Responsibilities include helping crime victims access resources and conducting follow-up investigations.

PERFORMANCE-RELATED WORKLOAD

The Victim Services Officer is responsible for completing several performance-related tasks, which include the following:

- Member of the Critical Incident Response Team.

- Serve as the primary contact for violent crimes, utilizing a trauma-informed and victim-centered approach, including investigative follow-up on cases such as intimate partner violence, stalking, and strangulation.

- Assist victims of crime by connecting them to community resources and helping them develop safety plans.

- Assist ISU in major case investigations and act as a point of contact for victims when needed.

- Train new officers in victim services, domestic abuse investigations, and related paperwork.

- Provide officers with updated training and information on domestic violence, stalking, contact prohibitions, strangulation, victim services, and policy updates.

- Attend monthly meetings of the Coordinated Community Response Teams for Sexual and Domestic Violence.

- Created and maintain an accessible digital folder of documents to assist officers with domestic-related investigations.

- Review U-Visa certification applications received by the department.

- Conducts dedicated school visits year-round with Facility K9 and other K9 deployments upon request.

The table below offers approximate workload estimates for 2024:

VICTIM SERVICE OFFICER PERFORMANCE-RELATED WORKLOAD 2024

	Total
Victim Support	100
K9 Deployment	50
Student Contact	200
Presentation	5

(4)   BEHAVIORAL HEALTH OFFICER

An officer is assigned as the Behavioral Health Officer and works with a Clinical Social Worker from Outagamie County. Responsibilities include responding to mental health service calls and following up on cases.

PERFORMANCE-RELATED WORKLOAD

The Behavioral Health Officer is responsible for carrying out several performance-related tasks, including the following:

- Represent the department's interests in mental health-related meetings and committees with local healthcare systems, hospitals, and government support services.

- Serve as the department's liaison to diversionary courts.

- Coordinate with consumers to redirect repeat calls for service to the appropriate resource based on individual needs.

- Develop response plans for individuals dealing with mental health issues to inform department personnel and provide consistent guidance.

- Coordinate the work of CIT-trained officers and Community Crisis Response Team members to support proactive efforts and planning for consumers in need.

- Assess the department's mental health training for police and provide additional training as necessary.

- Prepare and deliver presentations to schools, organizations, and community leaders on mental health topics.

(5)   POLICE COMMUNITY ENGAGEMENT SPECIALIST

The Police Community Engagement Specialist attends community events, creates and posts social media content, and manages the department's website content.

POLICE COMMUNITY ENGAGEMENT SPECIALIST WORKLOAD

The table below shows different social media posts and followers from 2022 to 2024.

SOCIAL MEDIA 2022 - 2024

	2022	2023	2024	3 Year Avg.
Facebook Followers	53,267	56,000	58,560	**55,942**
Facebook Posts	293	521	451	**422**
Instagram Followers	2,678	2,932	3,167	**2,926**
LinkedIn Followers	600	895	1,036	**844**
LinkedIn Posts	-	-	50	**-**
YouTube Followers	168	184	214	**189**
YouTube Posts	1	1	2	**1**

As shown above, the department had an average of 55,942 Facebook followers, completed 422 Facebook posts, and each year from 2022 to 2024, had 2,926 Instagram followers and 189 YouTube followers. The chart below visually displays social media followers in 2024.

SOCIAL MEDIA FOLLOWERS 2024
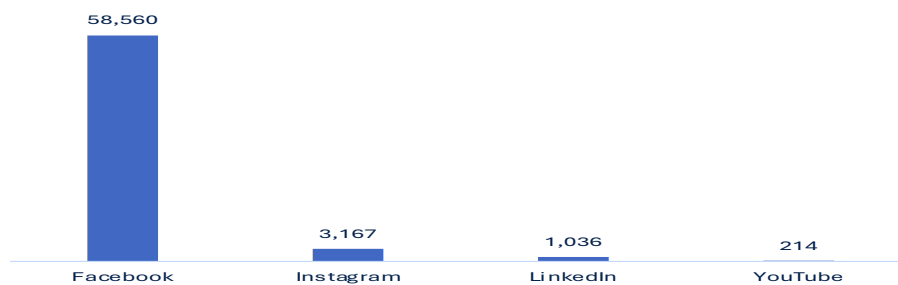
As shown above, in 2024, the department had 58,560 Facebook followers, 3,167 Instagram followers, 1,036 LinkedIn followers, and 214 YouTube followers. The chart below visually displays social media posts from 2024.

SOCIAL MEDIA POSTS 2024
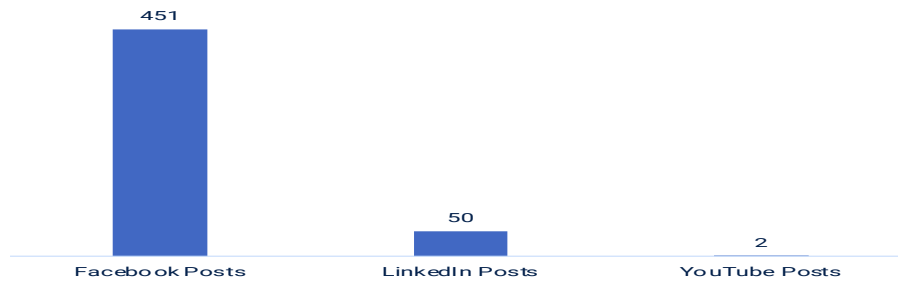
As shown above, 451 Facebook posts, 50 LinkedIn posts, and 2 YouTube posts were created in 2024. The table below displays various social media averages for 2024.

SOCIAL MEDIA POST AVERAGES 2024

	2024	Monthly Avg.	Weekly Avg.
Facebook	451	38	**9**
LinkedIn	50	4	**1**

As shown above, an average of 9 Facebook posts and 1 LinkedIn post are created each week throughout 2024. The time spent preparing each post is not tracked. The completion time for this workload can vary since the Police Community Engagement Specialist creates posts using photos from various community events. Editing and assembling clips is time-consuming, as is cross-posting across platforms. Once a post goes live, it is monitored for engagement to evaluate community feedback and ensure timely follow-up communication when needed.

(6) COMMUNITY RESOURCE UNIT WORKLOAD ANALYSIS

Workload in patrol-related functions is driven by historic call data, such as the number of incidents, time spent per incident, travel time, and report writing. The workload analysis is mostly reactive and quantifiable using CAD data, peak demand times, and beat/sector analysis. A Community Resource Unit's workload is often not driven by 911 calls; it is proactive, less quantifiable, and focused on relationship-building, trust, outreach, prevention, and problem-solving. The workload for a Community Resource Unit is often more qualitative, including the number of community events attended, the number of crime victims assisted, and other assigned tasks.

TRACKING UNIT PERFORMANCE-RELATED MEASURES

Tracking performance measures in units like the Community Resource Unit requires a nuanced approach but is essential for workload-based staffing analysis. While monitoring workload through the department's Computer-Aided Dispatch (CAD) system is useful, implementing a structured internal monitoring and reporting system is even more beneficial. Internal tracking methods may include standardized activity tracking templates or project/case tracking databases that enable personnel to log activities such as community contacts, problem-solving efforts, meetings, and other initiatives and information.

Tracking qualitative performance measures ensures the full scope of the unit's work is accurately captured. Tasks such as relationship-building, victim assistance, problem-solving, and community outreach are often time-consuming but do not generate traditional workload indicators. A structured internal tracking system that includes qualitative tasks will provide a comprehensive view of how time and resources are actually used, enabling an evaluation of how many personnel are needed to sustain or expand the unit's mission. It will also highlight the unit's broader value beyond traditional enforcement activities.

RECOMMENDATION:

Establish a structured internal tracking system to monitor qualitative performance measures assigned to the Community Resource Unit.

APPENDIX A: RESULTS OF THE EMPLOYEE SURVEY

The scope of work for the project included a survey to gauge the attitudes of the department's employees on various topics related to the Department and serving the community. An employee survey is essential in any staffing and operations study today.

MCG project staff developed these specific questions and themes after consulting with members of the APD administration and staff during the early stages of the project.

The initial round of invitations was distributed on February 24, 2025, and the survey closed to responses on March 7, 2025. Of the 140 invitations sent to APD employees, the project team received 115 responses (either partial or complete), resulting in a response rate of 82%.

KEY HIGHLIGHTS

While many of these topics are expanded upon in the following sections, there are several key takeaways to note:

- APD respondents expressed high levels of satisfaction on several key topics, including:
    - General service levels to the City of Appleton,
    - Training practices within the department, and
    - Patrol and other field services within the agency.

- While respondents felt that the current alternative response services offered by APD are strong, respondents (notably civilian respondents) indicated that these personnel are fully utilized and that the need for these services is growing throughout the City of Appleton.

- Open-ended responses indicate that staffing is the most notable opportunity for improvement within APD, while the personnel within APD is the organization's greatest strength.

General findings for all demographics, general topics, and open-ended responses are provided in the sections below.

RESPONDENT DEMOGRAPHICS

As expected, most survey respondents (77%) indicated that they are sworn members of APD, while the remaining 23% of respondents indicated that they are civilian employees throughout the organization. The total respondent count of 115 is shown below.

Employee Status	%	#
Sworn Employee	77%	89
Civilian Employee	23%	26
Total Responses	100%	115

Most respondents (37%) have been employed by the organization for 15 years or more, followed by employees who have been with APD between 5 and 10 years. Another 19 respondents (17%) have served APD between 2 and 5 years, while new employees (those employed by APD for less than 2 years) account for 12% of the respondent pool. Four respondents declined to respond to this question.

Employee Tenure	%	#
Less than 2 years	12%	14
Between 2 and 5 years	17%	19
Between 5 and 10 years	19%	22
Between 11 and 15 years	11%	13
15 years or more	37%	43
Prefer not to answer	3%	4

Approximately two-thirds of the responding APD employees have been with APD for their entire law enforcement careers; however, the remaining one-third (34%) of respondents have served another law enforcement agency before Appleton PD.

Employee Transfer Status	%	#
Yes	34%	39
No	66%	75

As expected, most respondents (68%) identify as male, with 25 female respondents. Eleven respondents (10%) declined to respond to this question.

Employee Gender ID	%	#
Male	68%	78
Female	22%	25
Prefer not to answer	10%	11

Three respondents (3%) from APD have acquired a High School Diploma, followed by 5% of respondents who have attended some college. Another 24% of respondents have received a 2-year college degree, while an additional 55% of respondents indicated that they have received a 4-year college education. Eight respondents (7%) from APD have attended graduate school.

Employee Education Level	%	#
High school diploma	3%	3
Some college	5%	6
2-year degree	24%	27
4-year degree	55%	63
Graduate degree	7%	8
Prefer not to answer	6%	7

As expected, most respondents (84%) indicated being of White descent, followed by 3% of Hispanic/Latino and Asian respondents. One respondent identifies as Black or African American and Native American, respectively. Ten respondents (9%) declined to respond to this question.

Employee Race/Ethnicity[6]	%	#
White	84%	96
Black or African American	1%	1
Native American	1%	1
Asian	3%	3
Hispanic or Latino	3%	3
Prefer not to answer	9%	10

[6] Due to the lack of variation across respondents and demographic categories with minimal respondents, crosstabulations for this demographic category will not be conducted in an effort to protect the anonymity of responding employees.

Most respondents are sworn, non-supervisory personnel, accounting for 60% of the total respondent pool. These respondents are followed by non-supervisory civilian employees (20%) and supervisory sworn personnel (17%). Supervisory civilian employees accounted for 3% of the total respondent pool.

Employee Rank	%	#
Civilian: Non-Supervisory	20%	23
Civilian: Supervisory	3%	3
Sworn, Non-Supervisory: Police Officer or Sergeant	60%	69
Sworn, Supervisory: Lieutenant or above	17%	20

As expected, more than half of the respondents (54%) are assigned to the Patrol Division. In comparison, another 27% indicated they are currently assigned to the Investigative and Community Resource Division. Administrative Services Division employees accounted for 16% of the respondent pool, with the Office of the Chief/Assistant Chief/Command Staff accounting for 3% of all respondents.

Employee Current Assignment	%	#
Office of the Chief/Assistant Chief/Command Staff	3%	4
Patrol Division	54%	62
Investigative and Community Resource Division	27%	31
Administrative Services Division	16%	18

MULTIPLE CHOICE QUESTIONS

The following sections report responses to questions relating to different topics relating to the Appleton Police Department. These topics are organized into matrices that evaluate 1) general topics, 2) patrol-specific topics, 3) training-related topics, and 4) alternative response topics. The general, training, and alternative response sections were asked of all respondents, regardless of current assignment. In contrast, the patrol-specific questions were asked to those respondents who indicated that they were currently assigned patrol-related assignments within the Patrol Division.

Questions regarding these topics were asked in statement form, with respondents indicating their level of agreement (i.e., Strongly Disagree (SD), Disagree (D), Agree (A), Strongly Agree (SA), or No Opinion (NO)). Results are presented with a blue shading that correlates with the level of agreement (or disagreement) with the statements listed.

GENERAL TOPICS MATRIX

General topics questions were asked to all staff members. These questions cover APD's level of service to the community, its relationship with the community, technological resources, internal communication, and many others. The findings are presented in the table below:

#	Statement	SD	D	A	SA	NO
1	The department provides a high level of service to the community.	1%	2%	44%	54%	0%
2	Community policing is a high priority for the department.	1%	7%	42%	49%	1%
3	In general, we have a good relationship with the community.	0%	0%	44%	55%	1%
4	I have the technology necessary to complete my job tasks adequately and efficiently.	5%	20%	51%	21%	3%
5	Appleton PD is a desirable place of employment for potential employees.	0%	5%	51%	38%	6%
6	There is clear communication from the top of the organization.	8%	31%	42%	15%	5%
7	Supervisory spans of control are adequate.	5%	11%	57%	17%	10%
8	We have the resources we need to complete our jobs effectively.	2%	21%	57%	18%	2%

Responding employees indicated high levels of agreement relating to all topics covered in the general topics matrix above. This finding is extraordinary in the experience of MCG project staff. These findings exhibit that APD employees have favorable opinions on all of these vital topics, including, but not limited to:

- APD provides high levels of service to the community,

- APD places a high priority on community policing,

- APD's relationship with the community,

- The technological resources provided to APD employees,

- APD being a desirable place for new employees,

- Clarity in communication from the top of the organization,

- The adequacy of supervisory spans of control and

- Possessing the resources necessary for employees to complete their job tasks effectively.

This high level of agreement to all general-related topics included in the matrix above is a strength of the current APD organization and something that the APD administration should seek to build upon in the future.

TRAINING MATRIX

The questions below were presented to all respondents, regardless of their current assignment, to gauge employee attitudes regarding specific topics surrounding training within APD.

Findings are presented in the table below:

#	Statement	SD	D	A	SA	NO
1	I received enough initial training to be effective at my job.	1%	3%	69%	27%	0%
2	I received enough continual training to be effective at my job.	0%	19%	58%	21%	3%
3	Our training division has adequate resources to provide sufficient training for our department.	7%	24%	50%	13%	5%
4	There is sufficient specialized training offered through the department.	5%	33%	46%	11%	6%
5	The department provide sufficient opportunities to attend specialized trainings outside the department.	8%	36%	39%	10%	6%

Responding APD employees express high levels of agreement and satisfaction with all topics included in this matrix of questions. While there are extreme levels of agreement regarding initial and continual

(general) job training, specialized training offered through the department and opportunities for specialized training outside of the department received lesser overall agreement rates.

ALTERNATIVE RESPONSE MATRIX

The questions below were presented to all respondents, regardless of their current assignment, to gauge employee attitudes regarding specific topics surrounding alternative response services within APD.

Findings are presented in the table below:

#	Statement	SD	D	A	SA	NO
1	We have adequate alternative response programs with the department to properly serve the community.	2%	11%	60%	19%	8%
2	Alternative response personnel within the department are fully utilized.	5%	27%	40%	15%	13%
3	The need for alternative response programs within the city is growing.	3%	15%	36%	35%	11%

Responses indicate an overwhelming consensus that adequate mental health response programs within the department serve the community properly; however, responses also suggest that employees feel that 1) these alternative response employees are fully utilized and 2) the need for alternative response programs throughout the city is growing.

The table presented below indicates that the predominant number of individuals who believe that the alternative response personnel within APD are being utilized to their full potential are civilian employees within the organization.

Employee Status	SD	D	A	SA	NO
Sworn Employee	6%	35%	42%	8%	8%
Civilian Employee	0%	0%	33%	38%	29%

Furthermore, civilian employees are also the group that most notably thinks that the need for alternative response programming throughout Appleton is growing, as shown below:

Employee Status	SD	D	A	SA	NO
Sworn Employee	4%	18%	40%	27%	12%
Civilian Employee	0%	4%	25%	63%	8%

PATROL MATRIX

The questions below aim to gauge employee attitudes about patrol and field services within APD. These questions were only presented to respondents currently assigned to the Patrol Division.

Most respondents within the Patrol Division are currently assigned to the Day Shift (45%), followed by the Afternoon Shift (30%) and the Night Shift (25%).

Current Shift Assignment	%	#
Day Shift	45%	27
Afternoon Shift	30%	18
Night Shift	25%	15

Further, the Red and Blue Teams are equally represented in the findings, as shown below:

Current Team Assignment	%	#
Red Team	46%	23
Blue Team	54%	27

Findings are presented in the table below:

#	Statement	SD	D	A	SA	NO
1	We have sufficient proactive time available to address problems in the community.	5%	31%	53%	8%	3%
2	Most of the time, there are adequate backup units available.	7%	19%	63%	10%	2%
3	Our response times to lower-priority calls are adequate.	2%	15%	71%	12%	0%
4	Our response times to higher-priority calls are adequate.	0%	7%	54%	37%	2%
5	Our current shift schedule works well operationally.	2%	19%	59%	20%	0%
6	Our shift schedule allows for a good work / life balance.	7%	15%	59%	17%	2%
7	The amount of overtime I am required to work is reasonable.	2%	14%	58%	10%	17%
8	Patrol Lieutenants have sufficient presence in the field.	17%	29%	42%	8%	3%
9	The collateral duties that are assigned to me are manageable.	3%	22%	64%	5%	5%

Responding patrol employees indicated high levels of agreement relating to all topics covered in the patrol matrix above. This finding is extraordinary in the experience of MCG project staff. These findings exhibit that APD patrol officers have favorable opinions on all of these vital topics, including, but not limited to:

• Having sufficient proactive time to address problems throughout the community,

• The presence of backup units,

• Response times to high- and low-priority calls for service,

• The feasibility of the current shift schedule and its ability to allow officers to perform an adequate number of tasks as well as provide a satisfactory work/life balance, and

• The manageable number of collateral duties assigned to personnel.

While patrol employees expressed a high level of agreement with all topics above, statement number 8 regarding the adequate field presence of patrol Lieutenants only garnered 50% agreement compared to 46% disagreement. As a result, these findings are explored further below.

PATROL OPPORTUNITIES FOR IMPROVEMENT

As mentioned above, only 50% of patrol employees agreed that "patrol Lieutenants have sufficient presence in the field." Project staff conducted crosstabulations on these findings and, as a result, discrepancies across patrol shifts were revealed, as shown below:

Patrol Shift	SD	D	A	SA	NO
Day Shift	35%	42%	23%	0%	0%
Afternoon Shift	0%	22%	67%	11%	0%
Night Shift	7%	13%	47%	20%	13%

Respondents assigned to the day shift disagree at a substantially higher rate with this statement compared to their counterparts assigned to the afternoon and night shifts. This finding likely correlates to an increased workload during daytime hours, and will be explored further in this study.

OPEN ENDED RESPONSES

The concluding sections of the survey asked respondents to answer in open-ended form, indicating what they thought were 1) the top three strengths of APD and 2) the top three opportunities for improvement at APD. Keyword phrase analysis was used by MCG project staff to analyze these open-ended responses. The most frequent topics of responses are displayed in the following tables.

TOP STRENGTHS OF THE APPLETON POLICE DEPARTMENT

The top response from employees regarding the strengths of APD is directly related to the personnel within the department. This response includes both sworn and civilian employees throughout the organization. Most respondents feel that the dedication and professionalism of personnel throughout the organization are key reasons for its success.

Rank	Response Code
1	Personnel
2	Progressive/Innovative
3	Community Relationship

Other top responses indicated that respondents feel that the progressiveness and innovativeness at APD is a strength of the department and the strengths that lie within the strong relationships that APD has with the Appleton community.

TOP AREAS FOR IMPROVEMENT WITHIN THE APPLETON POLICE DEPARTMENT

As to be expected, staffing (or the lack thereof) was the top response for the area(s) for improvement within the department:

Rank	Response Code
1	Staffing
2	Technology/Equipment
3	Communication

This response code notably included comments relating to field-level staffing (i.e., patrol officers and investigators) and key support staff. Other top responses include a desired improvement of equipment and technology and communication throughout the organization. While these topics corresponded with high levels of satisfaction in the matrices presented above, these open-ended responses noted that there are always areas for improvement and that communication is an integral part of the success of a police agency.

APPENDIX B: RESULTS OF THE COMPARATIVE SURVEY

As a part of the scope of work, the MCG team utilized a comparative survey to gauge the practices of similar agencies to APD. The goal of agency selection was to include agencies throughout Wisconsin that mirrored the current organization and/or staffing levels of APD. Once a list of comparable agencies was established, information on current practices of several relevant topics was collected. The sections below outline these different topics.

The agencies that were included in outreach efforts for this comparative survey are as follows, with agencies that did not respond adding an asterisk (*):

Eau Claire PD	Racine PD*
Green Bay PD	Sheboygan PD*
Janesville PD	Waukesha PD
Kenosha PD	Wausau PD
La Crosse PD*	West Allis PD
Oshkosh PD	

It should be noted that responses have been compiled by the MCG team but are largely verbatim responses of what was received by the responding agencies. If there was no response for a section from a responding agency, they were eliminated from the table and/or section in this summary report.

OVERVIEW OF RESPONDING AGENCIES

The following table provides a summary of the population and department size of the surveyed agencies:

RESPONDING COMPARATIVE AGENCIES

Agency	Population	Sq. Mi.	Pop/mi2
West Allis	59,588	11.4	5,227.0
Kenosha	98,210	28.6	3,433.9
Appleton	**74,873**	**25.3**	2,959.4
Waukesha	70,452	25.5	2,762.8
Oshkosh	66,184	27.1	2,442.2
Green Bay	105,734	45.5	2,323.8
Wausau	39,893	19.2	2,077.8
Eau Claire	70,469	34.3	2,054.5
Janesville	66,113	34.4	1,921.9

These locations are ideal for comparative analysis due to their shared characteristics and notable differences. All are mid-sized cities, which creates a consistent baseline for evaluating law enforcement operations, staffing models, and community engagement strategies. Their diversity in population density and geographic size allows for a meaningful comparison of how departments adapt to urban versus more suburban or spread-out environments. Additionally, since all the cities are located within Wisconsin, they operate under the same state laws, funding structures, and general policy frameworks. This geographic consistency minimizes external variables, making it easier to focus on organizational differences, community policing models, and resource allocation within similar regulatory environments.

SUMMARY OF KEY FINDINGS

- Appleton PD is one of only two agencies that utilize a 12-hour shift deployment for patrol field operations.

- Appleton PD is similar to most comparative agencies in terms of their:

  – Sworn and civilian span of control ratios.
  – Online reporting practices.
  – Alternative response practices and deployment.
  – The utilization of civilian field responders and neighborhood liaisons.
  – Investigative shift deployments.

- Appleton PD's sworn vacancy rate of 8% is average in comparison to responding agencies.

DEPARTMENTAL STAFFING

The tables below portray statistics related to general staffing amongst comparative agencies in relation to Appleton PD:

AUTHORIZED STAFFING LEVELS AND VACANCY RATES

The table below provides the total authorized (sworn and civilian) positions throughout responding agencies:

AUTHORIZED STAFFING LEVELS

Agency	Sworn FTE (Auth.)	% Sworn (Auth.)	Civ. FTE (Auth.)	% Civ. (Auth.)	Total FTE
Green Bay	190	79%	49	21%	239
Kenosha	222	94%	14	6%	236
Oshkosh	109	66%	57	34%	166
West Allis	126	79%	33.55	21%	159.55
Appleton	**115**	**76%**	**37**	**24%**	152
Waukesha	124	84%	23	16%	147
Eau Claire	105	74%	37	26%	142
Janesville	105	86%	17	14%	122
Wausau	81	86%	13.5	14%	94.5

The table above indicates that APD ranks 5th with regards to overall staffing levels when combining sworn and civilian authorized staff. Their current sworn-to-civilian staffing ratio of approximately 3:1 is average when compared to the responding comparative agencies. Sworn staffing accounts for a high of 94% of total staffing (Kenosha) and a low of 66% of total staffing (Oshkosh).

However, it is also important to consider the current vacancy rates of these personnel, as shown below:

CURRENT VACANCY RATES

Agency	# Sworn Vacancies	% Sworn Vacancies	# Civ. Vacancies	% Civ. Vacancies	% Total Vacancies
Eau Claire	15	14%	4	11%	13%
West Allis	16	13%	3.5	10%	12%
Oshkosh	14	13%	1	2%	9%
Waukesha	9	7%	0	0%	6%
Appleton	**9[7]**	**8%**	**0**	**0%**	**6%**
Green Bay	13	7%	1	2%	6%
Wausau	2	2%	2	15%	4%
Janesville	3	3%	2	12%	4%
Kenosha	6	3%	0	0%	3%

In total, Appleton PD has a current vacancy rate of 6%, matching that of Green Bay PD. This is an average vacancy rate amongst responding agencies, with vacancy rates as high as 15% (Eau Claire) and as low as 3% (Kenosha). Appleton PD and Kenosha PD are the only two comparative agencies with zero current civilian vacancies.

As a part of the current vacancy rates shown above, the number of sworn separations (i.e., terminations, resignations, retirements, etc.) is also important to consider in any law enforcement staffing and organizational analysis. The table below outlines the number of sworn separations for all responding agencies over the past calendar year (e.g., 2024), and compares them to their current sworn staffing to calculate the percentage of their sworn personnel that have separated in the past year.

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[7] While vacancy rates and vacant positions can vary, this figure corresponds to the number of total vacancies at the onset of this study.

SWORN SEPARATION PERCENTAGE BY AGENCY

Agency	# Sworn Sep.	% Sworn Sep.
West Allis	18	14%
Oshkosh	15	14%
Appleton	13	11%
Waukesha	11	9%
Eau Claire	9	9%
Green Bay	15	8%
Kenosha	10	5%
Janesville	4	4%
Wausau	3	4%

The Appleton Police Department has recorded thirteen separations over the past year, resulting in a separation percentage of 11%. This figure positions the department as having the third-highest separation percentage among the responding agencies, following West Allis and Oshkosh, which both reported a 14% separation percentage during the same period. The range of sworn separation percentages among the agencies varies from 4% (Janesville Police Department and Wausau Police Department) to 14% (West Allis Police Department and Oshkosh Police Department).

SPANS OF CONTROL RATIOS

Maintaining adequate spans of control throughout a hierarchical organization such as a police department is key to ensuring a functional and accountable organization. This is especially important at the rank of sergeant, who serves as the front-line supervisor to line-level personnel who interact with citizens daily. The table below expands upon the allotment of officers and sergeants to patrol ranks presented above and orders them relating to their supervisory spans of control.

SPANS OF CONTROL RATIOS[8]

Agency	Sworn SoC Ratio	Civilian SoC Ratio
Appleton	**6**	**8**
Eau Claire	6	4 - 6
Green Bay	7 - 10	-
Janesville	6 - 8	6 - 8
Kenosha	10 - 15	10 - 1
Oshkosh	6 - 9	8 - 10
Waukesha	4.6	6.75
Wausau	6.26	3.75
West Allis	10 - 11	3 - 5

Appleton PD has spans of control ratios throughout their department of approximately 6:1 for sworn personnel and 8:1 for civilian personnel. These ratios are within the acceptable range in the experience of MCG team and compare similarly to that of other responding agencies of comparable ratios (i.e., Eau Claire, Janesville, and Oshkosh PDs). Spans of control ratios are highest at Kenosha PD, with sworn ratios frequently at 15:1, and lowest amongst the civilian staff at West Allis PD, with ratios as low as 3:1.

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[8] Ratios shown below are 'per one supervisor'.

FIELD OPERATIONS

The tables below portray statistics related to patrol staffing and deployment strategies amongst comparative agencies in relation to Appleton PD.

PERSONNEL ASSIGNED TO REGULAR PATROL POSITIONS

The table below indicates the number of sworn personnel (officers and sergeants) that are dedicated to patrol functions at comparative agencies. These totals indicate those personnel that are dedicated strictly to patrol functions, eliminating those that are currently on special assignments throughout their respective operations/patrol divisions or bureaus.

PATROL FIELD OPERATIONS AUTHORIZED STAFFING

Agency	Ofc.	Cpl./MPO[9]	Sgt.	Lt.	Cpt./Cmdr.	% of Sworn
Green Bay	140		16	14	7	93%
Janesville	66		9	3	1	75%
Kenosha	147		11	6	3	75%
Oshkosh	66		9	3	1	72%
Eau Claire	58		11	3	1	70%
Appleton	**61**			**12**	**2**	65%
Wausau	43			8	1	64%
West Allis	63	3	9	3	1	63%
Waukesha	64		7	3	1	60%

The table above highlights notable differences in rank distribution among Wisconsin police agencies. Appleton has 61 officers[10] but no corporals or MPOs, which aligns with findings from many other agencies that also do not include intermediate supervisory rank (with the exception of West Allis PD). The department has 12 lieutenants and two captains, comparable to most other responding agencies, considering the lieutenant rank as the first-line supervisor.

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[9] One question of the comparative survey requested information relating to intermediate supervisory positions within field operations (i.e., Corporals or Master Police Officers (MPOs)). Seeing as only West Allis PD deploys these positions, there will be no summary table provided.
[10] Including two authorized Traffic Safety Officers that are patrol-based FTE.

PATROL SHIFT SCHEDULES

Patrol shift lengths and schedule types are critical factors in law enforcement operations, impacting officer performance, well-being, and public safety. Shift length (e.g., 8, 10, or 12-hour shifts) affects fatigue levels, job satisfaction, and efficiency. Shorter shifts may reduce fatigue but require more shift transitions, while longer shifts provide more days off but can increase burnout (Amendola et al., 20d1[11]). Schedule types, such as fixed or rotating shifts, influence officer consistency, circadian rhythm alignment, and community engagement. Poor scheduling can lead to exhaustion, reduced decision-making ability, and lower morale. Departments must balance operational needs with officer wellness to maintain effective policing.

The following table provides findings on the shift schedules deployed by Appleton PD and comparable agencies:

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[11] Amendola, K. L., Weisburd, D., Hamilton, E. E., Jones, G., & Slipka, M. G. (2011). *The impact of shift length in policing on performance, health, quality of life, sleep, fatigue, and extra-duty employment*. Police Foundation.

PATROL SHIFT SCHEDULE

Agency	Shift Schedule
Appleton	**12-hour modified schedule with a rolling 8-hour shift.**
Eau Claire	10.5-hour shifts. 4 on and 4 off.
Green Bay	8.5-hour shift, spanning over 5 patrol shifts. This is on a 5on-3off schedule. There is also two admin schedules, that are 5on-2off, then 4-on-3off, over a 14-day cycle.
Janesville	8 hours (5 on-2 off;5 on-3 off).
Kenosha	8 hour - 4 on / 2 off
Oshkosh	10-hour shifts - 5 on, 4 off 5 on, 4 off 5 on, 5 off.
Waukesha	10.25-hour; 4 on 4 off, 3 on 3 off
Wausau	12 hours w/2 10-hour days (2 on, 2 off, 3 on, 2 off, 2 on, 3 off).
West Allis	8-hour shifts; 4 on, 2 off.

As illustrated in the preceding table, various shift schedules are implemented by the responding comparative agencies. Appleton Police Department is one of the two agencies, alongside the Wausau Police Department, that employs a 12-hour deployment length. Nonetheless, there exists a diverse array of shifts utilized across these agencies. In fact, only two agencies share identical shift lengths and rotation practices; the Kenosha Police Department and West Allis Police Department deploy their patrol personnel on 8-hour shifts within a four-day, two-day off-shift rotation schedule.

MINIMUM STAFFING IN PATROL OPERATIONS

Patrol minimum staffing levels ensure adequate officer coverage for public safety, rapid emergency response, and officer safety. Proper staffing prevents burnout, maintains community trust, and allows proactive policing. Insufficient staffing can lead to delayed responses, increased crime, and officer fatigue,

impacting both effectiveness and overall departmental efficiency. It should be noted, however, that minimum staffing is, in part, a function of geographical size of the agency and workload levels.

The minimum staffing levels of responding agencies are provided below:

PATROL MINIMUM STAFFING LEVEL

Agency	Minimum Staffing per Shift
Appleton	**Yes. Ranges from 7 to 12 depending on time of day and day of week.**
Eau Claire	Yes.
Green Bay	Various. Mins vary from 10, then 13, then 16, then back to 10
Janesville	Yes (A Shift – 9, B Shift – 10, C Shift – 8)
Kenosha	Yes.
Oshkosh	No.
Waukesha	Yes.
Wausau	No, but the unwritten level is between 6-7 depending on the time of day.
West Allis	Dependent on time of year and scheduled events as well as other factors; 5 would probably be bare bones minimum.

In total, seven out of the nine comparative agencies maintain minimum staffing levels for patrol shifts, excluding the Wausau Police Department, which has indicated an informal minimum staffing requirement. Furthermore, it is pertinent to emphasize that these staffing minimums differ across shifts (for instance, between day and night shifts) and are also influenced by seasonal variations (for example, the West Allis Police Department).

ROTATION OF PATROL BEATS

Rotating patrol officers' beats, or district assignments is a widely debated practice in law enforcement. Proponents argue that rotation enhances adaptability, reduces officer complacency, and broadens experience, improving situational awareness and problem-solving abilities (Cordner, 2016[12]). It also ensures fair workload distribution and prevents officers from becoming too reliant on routine patterns, which can hinder proactive policing. Additionally, officers gain exposure to diverse neighborhoods, fostering well-rounded policing skills (Peak & Glensor, 2019[13]).

However, critics argue that long-term assignments build stronger relationships with the community, leading to greater trust and collaboration in crime prevention (Skogan, 2017[14]). Familiarity with a specific area improves response times, increases knowledge of recurring issues, and enhances crime deterrence. Frequent rotation may disrupt rapport with residents and reduce officers' investment in long-term problem-solving (Schafer, 2013[15]).

Departments must weigh these factors to determine whether rotation aligns with their policing model and community engagement goals.

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[12] Cordner, G. (2016). *Police Administration*. Routledge.
[13] Peak, K. J., & Glensor, R. W. (2019). *Community and Problem-Oriented Policing: Effectiveness, Strategies, and Policies*. Pearson.
[14] Skogan, W. G. (2017). *Police and Community in Chicago: A Tale of Three Cities*. Oxford University Press.
[15] Schafer, J. A. (2013). *Effective Police Leadership: Moving Beyond Management*. Routledge.

PATROL BEAT ROTATION PRACTICES

Agency	Beat Rotation Practices
Appleton	**1-year assignment, then re-bid.**
Eau Claire	1-year assignment, then rotation.
Green Bay	For most part, they are assigned the same beat but cover the entire city.
Janesville	Assigned for 6 months.
Kenosha	Routine, but can change daily if needed
Oshkosh	Assigned to and maintain a beat.
Waukesha	Senior officers select their assignment. Less senior officer fill in and change more frequently.
Wausau	Patrol beats rotate every 2 months.
West Allis	Same beat, no rotation.

The responses delineate the existence of varying perceptions regarding the rotation of patrol officer assignments. Approximately fifty percent of the participating agencies routinely rotate patrol beats, with assignments ranging from a duration of two months to one year before the process of rebidding or reassigning. Conversely, some agencies opt to maintain consistent patrol beats. This situation exemplifies the presence of two distinct schools of thought on the aforementioned subject.

ALTERNATIVE RESPONSE

The tables below portray findings relating specifically to alternative response practices of Appleton PD and responding comparative agencies.

TELEPHONE REPORTING PRACTICES

Telephone reporting in a police department refers to a system where officers or civilians handle certain non-emergency incidents over the phone instead of dispatching an officer to the scene. This approach is typically used for low-priority reports such as minor thefts, vandalism, lost property, and non-injury accidents. Telephone reporting units (TRUs) allow departments to allocate resources more efficiently by freeing up patrol officers for higher-priority calls and proactive policing efforts. It also provides a convenient option for the public to report incidents without requiring an in-person response, improving accessibility and efficiency in law enforcement operations.

The following table outlines the presence of telephone reporting in responding agencies, with necessary notes provided for context.

TELEPHONE REPORTING PRACTICES

Agency	Y/N	Notes
Appleton	√	
Eau Claire		
Green Bay	√	Desk Officer
Janesville	√	
Kenosha		
Oshkosh	√	Non-emergency phone number.
Waukesha	√	Desk Officer
Wausau		
West Allis		

Just 50% of the responding agencies reported that they currently offer telephone reporting at their respective agencies. In contrast to online reporting, which is detailed below, telephone reporting is not as widely implemented among these comparative agencies.

ONLINE REPORTING PRACTICES

In comparison, online reporting in a police department is a digital alternative to traditional in-person or telephone reporting, allowing citizens to file certain non-emergency reports via a web-based system. This method is typically used for minor crimes such as theft, vandalism, lost property, and fraud where no suspect is present. Compared to telephone reporting, online reporting offers even greater efficiency by reducing call volume and minimizing the need for police personnel involvement in low-priority cases. It also enhances accessibility, allowing citizens to submit reports at their convenience. While both methods streamline resource allocation, online reporting further modernizes police services by integrating automation, digital records management, and improved data tracking.

The following table outlines the presence of online reporting in responding agencies, with necessary notes provided for context.

ONLINE REPORTING PRACTICES

Agency	Y/N	Notes
Appleton	√	**Minor property damage/theft with no suspects or obvious evidence, as well as past-tense retail theft.**
Eau Claire	√	
Green Bay	√	
Janesville	√	
Kenosha	√	
Oshkosh		Currently implementing online reporting.
Waukesha	√	Currently for certain retail theft.
Wausau	√	Used for non-felony crimes.
West Allis	√	Reckless driving.

If consideration is given to Oshkosh PD for their current implementation of online reporting practices, all responding comparative agencies utilize online reporting within their departments. It should also be highlighted that these agencies utilize online reporting for a variety of reasons, spanning from all non-felony crimes to reckless driving to minor property damage or theft in the case of Appleton PD.

MENTAL HEALTH RESPONSE

Police response to mental health crises is a critical issue in contemporary American policing due to the growing number of encounters between law enforcement and individuals with mental illnesses. Traditional policing methods often do not align with the needs of those experiencing mental health crises, increasing

the risk of escalation and use of force (Watson & Wood, 2017[16]). Many departments now implement Crisis Intervention Teams (CIT) and co-responder models to improve de-escalation, reduce arrests, and connect individuals with appropriate mental health services (Compton et al., 2014[17]). Addressing mental health in policing enhances public safety, reduces strain on the criminal justice system, and fosters trust between police and communities. Without effective mental health response strategies, departments risk exacerbating public concerns over excessive force and the criminalization of mental illness.

The table below presents information concerning: 1) the existence of alternative response programs or practices within comparable responding agencies; 2) their classification as either a co-response model or solely consisting of professional and civilian staff; and 3) any notable external relationships associated with these practices.

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[16] Watson, A. C., & Wood, J. D. (2017). *Crisis intervention team (CIT) programs: A best practice for law enforcement?* International Journal of Law and Psychiatry, 50, 103-110.
[17] Compton, M. T., Broussard, B., Munetz, M., & Oliva, J. (2014). *Crisis Intervention Team (CIT) programs and implementation: A guide to best practices*. Oxford University Press.

ALTERNATIVE RESPONSE PROGRAMS

Agency	Y/N	Co-Responder	Professional	External Relationships?
Appleton	√	√		**Y – County Clinical Social Worker**
Eau Claire	√	√		Y - Embedded DHS Social Worker
Green Bay	√	√		Y - External Social Services
Janesville	√	√		Y - County Social Services
Kenosha			√	External entity upon request.
Oshkosh	√	√		Winnebago Co. Crisis w/ OPD K9 and BHO
Waukesha	√	√	√	Yes – grant funded.
Wausau	√	√		WPD, MCSO, and North Central Healthcare.
West Allis	√	√		W/ Milwaukee Co.

All responding agencies deploy, to some level, alternative response measures for mental health calls for service. Most of these programs (with the exception of Kenosha PD), are internal co-responder models that operate with external social service providers. Some agencies (Oshkosh PD and Wausau PD) even go as far as to partner with other law enforcement agencies for these services to their respective communities.

HOMELESSNESS RESPONSE

The way police respond to homelessness is a vital concern in modern American policing, as officers frequently serve as the initial contact for individuals experiencing homelessness, juggling law enforcement duties with social service requirements. Traditional law enforcement approaches, such as citations and arrests, have proven ineffective in addressing the root causes of homelessness and can exacerbate cycles

of poverty and incarceration (Herring, 2019[18]). Many departments are shifting toward alternative models, including homeless outreach teams and partnerships with social service agencies, to provide long-term solutions rather than punitive measures (DeVerteuil, 2015[19]). Effective policing strategies focus on harm reduction, connecting individuals with housing and mental health resources, and reducing unnecessary criminalization. As homelessness continues to rise, law enforcement agencies must adapt their responses to foster public trust, improve community safety, and ensure a more compassionate, problem-solving approach.

HOMELESSNESS RESOURCES AND PROGRAMS

Agency	Y/N	Sworn	Professional	Embedded (Y/N)
Appleton	√		√	√
Eau Claire				
Green Bay	√	√		√
Janesville	√	√		√
Kenosha	√		√	
Oshkosh	√	√		√
Waukesha	√	√		√
Wausau	√		√	√
West Allis				

Five responding agencies deploy a homelessness response program within their agency, four of which are embedded programs. Kenosha PD's relationship with external entities for mental health support also extends to homelessness situations, with the remaining four departments with homelessness support and resources have a mixture of sworn and professional staff dedicated to these efforts.

CIVILIAN FIELD RESPONSE

Civilian field responders play a crucial role in police departments by handling non-emergency and specialized tasks, allowing sworn officers to focus on critical law enforcement duties. While we have already covered how crisis intervention specialists assist in mental health and substance abuse crises, providing de-escalation and connecting individuals to appropriate services, Community service officers (CSOs) respond to minor incidents such as traffic accidents and ordinance violations, reducing the burden on patrol officers. Traffic and parking enforcement officers manage parking violations and traffic control,

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[18] Herring, C. (2019). *Between Street and Shelter: Homelessness and Policing in Urban America*. University of California Press.
[19] DeVerteuil, G. (2015). *Resilience in the Post-Welfare Inner City: Voluntary Sector Geographies in London, Los Angeles and Sydney*. Policy Press.

ensuring safer roadways. By integrating civilian responders, police departments improve efficiency, enhance community relations, and provide specialized services without diverting sworn officers from high-priority duties.

The following table outlines civilian field response practices across these comparative agencies:

CIVILIAN FIELD RESPONSE PRACTICE

Agency	Y/N	Types of calls
Appleton	√	Directing traffic, private property crashes, abandoned vehicles, ordinance enforcement, and animal related CFS. Primary unit for community-generated parking complaints.
Eau Claire	√	Animal complaints, parking enforcement, found property, stalled autos and miscellaneous other calls.
Green Bay	√	Minor crashes to direct traffic, stalled vehicles, minor theft calls
Janesville	√	Community Service Specialists respond to direct traffic at crashes or special events, address animal complaints (barking dogs, loose pets, too many pets, etc.) and bites, parking enforcement and abandoned vehicles, vehicle unlocks and found property.
Kenosha	√	CSOs that respond to animals control issues, parking, and assist in patrol needs (i.e. traffic control)
Oshkosh	√	All "not in progress" calls for service.
Waukesha	-	-
Wausau	√	5.4 FTEs in the Community Service Officer (CSO) role. They enforce ordinance violations (e.g. parking, park rules, smoking, animal violations, etc.).
West Allis	√	Parking complaints, animal complaints, traffic control.

As illustrated above, all agencies employ civilian field responders as part of their response strategy to service calls. The roles and responsibilities associated with these personnel encompass a range of duties,

including traffic management, handling abandoned vehicles, animal control, addressing ordinance violations, and responding to all "not in progress" service calls.

NEIGHBORHOOD LIAISONS

Neighborhood liaisons are civilian or sworn personnel in a police agency who serve as a bridge between law enforcement and the community, fostering positive relationships and addressing neighborhood-specific concerns. Their primary role is to enhance communication, build trust, and collaborate with residents, businesses, and community organizations to improve public safety and quality of life.

The table below outlines the presence, or lack thereof, of neighborhood liaison positions within responding comparative agencies:

NEIGHBORHOOD LIAISONS

Agency	#	Sworn	Professional	Area Assignment?
Appleton	2	√ (1)	√ (1)	
Eau Claire	-			
Green Bay	10	√ (10)		Yes
Janesville	1	Deputy Chief coordinates with external groups.		
Kenosha	23	√ (20)	√ (3)	
Oshkosh	1	√ (1)		
Waukesha	2	√ (2)		Yes
Wausau	5	√ (5)		Yes
West Allis	1	√ (1)		

Appleton PD is one of seven responding agencies that utilize neighborhood liaison positions. Most notably, APD is only one of two agencies that utilize professional staff as a part of these efforts. Green Bay PD and Wausau PD are the only agencies that indicated that these personnel have area assignments as a part of their response and services to the community.

CRIME ANALYSIS

Crime analysis is a systematic process that helps law enforcement identify crime patterns, allocate resources, and enhance public safety. By using data from police reports and calls for service, agencies can focus efforts on high-crime areas (Weisburd, 2015[20]). It also supports proactive strategies like problem-oriented policing and intelligence-led policing, enabling targeted crime prevention measures (Santos,

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[20] Weisburd, D. (2015). *The Law of Crime Concentration and the Criminology of Place*. *Criminology*, 53(2), 133–157.

2017[21]). Additionally, crime analysis aids investigations by linking suspects and crime series, improving efficiency (Weisburd & Eck, 2004[22]). It fosters community trust by promoting transparency and evidence-based policing, ensuring more effective law enforcement decisions and safer communities.

Agency	#	Sworn	Civilian
Appleton	**1**		√ (1)
Eau Claire	1		√ (1)
Green Bay	2		√ (2)
Janesville			
Kenosha			
Oshkosh	1	√ (1)	√ (1)
Waukesha	1	√ (1)	
Wausau			
West Allis	1	√ (1)	√ (1)

[21] Santos, R. B. (2017). *Crime Analysis with Crime Mapping* (4th ed.). Sage Publications.
[22] Weisburd, D., & Eck, J. E. (2004). *What Can Police Do to Reduce Crime, Disorder, and Fear? The Annals of the American Academy of Political and Social Science*, 593(1), 42–65.

COMMUNITY POLICING

Community policing is a proactive law enforcement strategy that emphasizes building partnerships between police and the community to identify and solve problems collaboratively. It shifts the focus from reactive policing, responding to crimes after they occur, to a more preventative and engagement-oriented approach. Community policing involves three key components: community partnerships, problem-solving, and organizational transformation (Skogan, 2019[23]).

COMMUNITY POLICING TRAINING

Incorporating community policing into a police agency's policies, training, and practices is crucial for several reasons. First, it strengthens public trust and police legitimacy by fostering positive interactions between officers and residents (Tyler, 2017[24]). When the community sees law enforcement as approachable and invested in their well-being, cooperation in crime prevention and reporting increases. Second, community policing enhances problem-solving by focusing on the root causes of crime rather than just enforcement. Officers trained in community policing are better equipped to address neighborhood-specific issues such as homelessness, substance abuse, and youth violence (Cordner, 2020[25]). Third, embedding community policing principles in training ensures that officers develop communication, de-escalation, and cultural competency skills, reducing the likelihood of excessive force incidents and improving conflict resolution.

Ultimately, community policing improves public safety by fostering collaboration, reducing crime through proactive measures, and enhancing the relationship between police and the communities they serve.

The table below outlines the community policing-related topics that are trained at these respective agencies.

[23] Skogan, W. G. (2019). *The Future of Community Policing: Theories and Practices*. Oxford University Press.
[24] Tyler, T. R. (2017). *Why People Obey the Law*. Princeton University Press.
[25] Cordner, G. (2020). *Community Policing: Elements and Effects*. Routledge.

COMMUNITY POLICING TRAINING PRACTICES

Topics that are covered through in-service training are indicated with an "I", while those topics covered through academy training are indicated by an "A". If a topic is covered in both in-service and academy training revolutions, it will be indicated with an "I/A".

Agency	Appleton	Eau Claire	Green Bay	Janesville	Kenosha	Oshkosh	Waukesha	Wausau	West Allis
Cultural Awareness/Diversity	I/A	I	I/A	I/A	I	I/A	I	I	I
Procedural Justice	I/A	I	I/A	I	I	I/A		I	I
Communication Skills	I/A	I	I/A	I/A	I/A	I/A	I/A	I	I
Problem-Solving Strategies		I	I/A	I/A	I	I/A		I	I
Community Engagement	I/A	I	I/A	I/A	I	I		I	I
Youth Outreach	I[26]	I	I/A	I/A	I	I			I
Mental Health Awareness	I/A	I	I/A	I/A	I/A	I/A	A	I	I
Bias & Sensitivity Training	I/A	I	I/A	I/A	I	I/A	I	I	I
Partnership Building		I	I/A	I/A	I	I			I
Restorative Justice Practices		I	I/A	I					I
Legal & Ethical Training	I/A	I	I/A	I	I/A	I/A	I/A	I	I
Crisis Intervention Training	I/A	I	I/A	I	I/A	I	I/A	I	I

[26] SRO-specific in-service training.

Responding comparative agencies cover a large majority of these topics within either their academy or in-service training revolutions. Most notably, eight of the twelve topics listed are covered, in some capacity, by all responding agencies, while four agencies cover all of the community policing topics presented. Appleton PD covers 75% of all community policing topics presented.

INFORMATION AND TIP-GATHERING PRACTICES

Responding agencies were also asked to indicate whether or not they had established methods in order to gather or receive tips or information from the community. The findings are presented below:

INFORMATION AND TIP-GATHERING PRACTICES

Agency	Y/N	Notes
Appleton	√	**Website and email links on other city department sites, social media, Speak Up Speak Out.**
Eau Claire	√	Crime Stoppers
Green Bay	√	Crime Stoppers
Janesville	√	P3 Tips & social media
Kenosha	√	Crime Stoppers, Community Events, Messaging portal on website.
Oshkosh	√	Speak Up Speak Out / Crime Stoppers.
Waukesha	√	Speak Up Speak Out / Crime Stoppers.
Wausau	√	Crime Stoppers, Speak Up Speak Out, Facebook, or direct.
West Allis	√	Crime Stoppers

All responding agencies have an established form of information flow and/or tip-gathering practices from the community. Notably, seven of the responding agencies specifically note the utilization of 'CrimeStoppers', a program that is specifically dedicated to these efforts.

INVESTIGATIVE PRACTICES

The following sections present findings relating to the investigative practices of responding comparative agencies.

DETECTIVE SHIFTS

Detectives can work a variety of shifts throughout police organizations. The following table presents findings relating to the deployment of one shift or multiple shifts for investigators in these respective agencies, as well as any notes on their lengths or rotations.

DETECTIVE SHIFT SCHEDULE OVERVIEW

Agency	Shift Type	Notes
Appleton	**5/8s**	**All investigators work a 5/8-hour shift schedule.**
Eau Claire	5/8s	-
Green Bay	5/8s	There is also two admin schedules, that are 5on-2off, then 4-on-3off, over a 14-day cycle.
Janesville	Multiple	They are given two options: 4/10's or 5/8's. No more than two detectives off on the same rotation of days Monday through Friday.
Kenosha	Multiple	8 hours – mix of 4/2 and 5/2
Oshkosh	5/8s	-
Waukesha	5/8s	'Day' and 'Early' Shift.
Wausau	5/8s	Shifts range between 7:30 AM to 6 PM, Monday-Friday.
West Allis	5/8s	-

The utilization of a 5/8-hour shift is present in all responding comparative agencies; however, Janesville PD also note the use of 4/10-hour shift as well.

CIVILIANIZED INVESTIGATIVE ROLES

Police agencies benefit from using civilian personnel in investigative support roles by enhancing efficiency, reducing costs, and improving specialization. Research suggests that civilian employees contribute significantly to investigative functions, particularly in crime analysis and forensic support (Maguire & King, 2020[27]). Civilians bring expertise in digital forensics, cyber investigations, and administrative tasks, allowing sworn officers to focus on frontline duties (Peak, Gaines, & Glensor, 2019[28]). This approach increases investigative capacity, reduces officer burnout, and strengthens community relations (Fyfe et al., 2018[29]). By integrating civilians into investigations, agencies optimize resources, enhance case outcomes, and improve public safety services.

The following table summarizes how civilian staff members are utilized in investigative support capacities across responding agencies:

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[27] Maguire, E. R., & King, W. R. (2020). *Policing and Law Enforcement*. Oxford University Press.

[28] Peak, K. J., Gaines, L. K., & Glensor, R. W. (2019). *Police supervision and management: In an era of community policing*. Pearson.

[29] Fyfe, N. R., Terpstra, J., & Tops, P. (2018). *Centralizing forces? Comparative perspectives on contemporary police reform in Northern and Western Europe*. Routledge.

CIVILIAN INVESTIGATIVE SUPPORT ROLES

Agency	Appleton	Eau Claire	Green Bay	Janesville	Kenosha	Oshkosh	Waukesha	Wausau	West Allis
Data Entry/Mgmt.	√	√	√	√	√		√	√	√
Evidence Handling	√	√	√			√	√		√
Research & Analysis	√	√	√	√		√		√	√
Report Prep.	√	√		√	√	√	√		
Witness Coord.								√	√
Admin. Support	√	√		√	√	√	√	√	√
Crime Scene Ast.	√	√	√						
Surveillance Ops.									
Training Coord.	√	√			√	√	√		
Equipment Mgmt.	√	√	√	√		√			
Legal Compliance									

As shown above, a majority of responding agencies utilize civilian staff for administrative support and data entry/management roles in investigations. However, there are no responding agencies that utilize these personnel for surveillance operations, nor legal compliance.

INVESTIGATIVE CALL-OUT ROTATIONS

A call-out rotation is a scheduling system used by police agencies to ensure that investigators are available to respond to major incidents or urgent cases outside of normal working hours. This system ensures continuous, 24/7 coverage for critical cases such as homicides, sexual assaults, officer-involved shootings, and other serious crimes requiring immediate investigative attention.

The following table summarizes the call-out rotations and practices of responding comparative agencies:

CALL-OUT ROTATIONS

Agency	Call Out Rotation(s)
Appleton	Yes.
Eau Claire	No.
Green Bay	No – call ins are by seniority, no one is 'on call', only supervisors.
Janesville	No.
Kenosha	No rotation, based on seniority and/or specialty.
Oshkosh	Call-ins are by seniority, with the most senior getting called first.
Waukesha	There is a callout rotation for OIS involvement in Milwaukee Area Investigative Team. The other detectives are not "on call", but can be called into work if needed.
Wausau	Yes, there is a call-in rotation. Each detective (6) signs up for approximately 8 weeks in 1-week increments.
West Allis	One detective is on call for weekends.

As shown in the table above, half of the responding agencies, including Appleton, utilize a set call-out rotation for investigative personnel. The other half of the responding agencies indicated that there is no rotation, noting specifics such as the fact that call-ins are solely based on seniority.

NO LEAD CASE VICTIM CONTACT PRACTICES

Contacting victims in cases without leads reassures them, encourages cooperation, and may uncover new evidence. It fosters trust, provides support, and strengthens community engagement. Ongoing communication helps identify case connections and allows for new investigative approaches, ensuring a victim-centered approach that enhances case resolution and law enforcement effectiveness.

The following table summarizes these practices across responding comparative agencies, indicating whether or not victims are contacted by investigative staff.

NO LEAD CASE VICTIM CONTACT PRACTICES

Agency	Victim Contacts
Appleton	Yes.
Eau Claire	No.
Green Bay	Not all cases are assigned to a detective, those that are assigned out, are contacted by a detective.
Janesville	No.
Kenosha	Yes.
Oshkosh	Not always. If a detective is assigned, yes, but if they aren't it may be a case-by-case basis.
Waukesha	No.
Wausau	Only in cases referred to the bureau. Otherwise, the officer will have that contact.
West Allis	When case are investigated by detectives, detectives should be doing this.

Appleton PD is one of six agencies that contact victims regardless of suspect and/or lead status. However, four of these six agencies specifically mention that this is only a practice for cases in which are referred to an investigator or the investigative division of their respective agencies, a practice that is common in the experience of project staff.

SPECIALIZED UNITS

SPECIALIZED UNITS AND DEPLOYMENT

Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
Traffic Unit	Appleton	Staffed		√	2
	Eau Claire	-	-	-	-
	Green Bay	Staffed		√	5
	Janesville	Collateral		√	66
	Kenosha	Staffed	√		5
	Oshkosh	-	-	-	-
	Wausau	-	-	-	-
	West Allis	Staffed		√	2
DUI Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
	Appleton	Staffed		√	2
	Eau Claire	-	-	-	-
	Green Bay	-	-	-	-
	Janesville	Collateral		√	66
	Kenosha	Staffed		√	4
	Oshkosh	-	-	-	-
	Wausau	-	-	-	-
	West Allis	-	-	-	-
SWAT Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
	Appleton	Collateral	-	√	21
	Eau Claire	Collateral	√		8
	Green Bay	Collateral		√	24
	Janesville	Collateral		√	36
	Kenosha	Staffed		√	22
	Oshkosh	Collateral		√	15

SPECIALIZED UNITS AND DEPLOYMENT

Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
	Wausau	Collateral		√	5
	West Allis	Collateral		√	22
Gang Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
	Appleton	-	-	-	-
	Eau Claire	-	-	-	-
	Green Bay	-	-	-	-
	Janesville	Staffed		√	8
	Kenosha	Staffed		√	8
	Oshkosh	-	-	-	-
	Wausau	-	-	-	-
	West Allis	-	-	-	-
Narcotics Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
	Appleton	Staffed		√	6
	Eau Claire	Collateral	√		3
	Green Bay	Collateral	√		4
	Janesville	Staffed		√	7
	Kenosha	Staffed	√		4
	Oshkosh	Both	√ (4)	√ (1)	5
	Wausau	Staffed		√	2
	West Allis	Collateral	√	√	11
K9 Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
	Appleton	Staffed		√	4
	Eau Claire	Staffed		√	3
	Green Bay	Collateral		√	6
	Janesville	Staffed		√	4
	Kenosha	Staffed		√	5

SPECIALIZED UNITS AND DEPLOYMENT

Unit	Agency	Staffed/Collateral	Regional	Internal	# of Staff
	Oshkosh	Staffed		√	4
	Wausau	Staffed		√	4
	West Allis	Staffed		√	3
	Agency	Staffed/Collateral	Regional	Internal	# of Staff
Victim Services Unit	Appleton	Staffed		√	1
	Eau Claire	-	-	-	-
	Green Bay	-	-	-	-
	Janesville	Staffed		√	6
	Kenosha	Collateral	DA's Office		4
	Oshkosh	-	-	-	-
	Wausau	Staffed		√	2.75
	West Allis	Staffed		√	1

This table above outlines the presence and staffing structure of specialized units across eight Wisconsin police departments, with a focus on whether these units are fully staffed or collateral, internal or regional, and how many personnel are assigned. The data reflects the level of specialization and resource allocation different agencies dedicate to functions such as traffic enforcement, DUI enforcement, SWAT operations, narcotics, and victim services. Some departments prioritize certain units, while others lack them entirely or participate in regional task forces.

In general, departments like Janesville, Kenosha, and West Allis maintain a broader array of specialized units and assign significant staffing – especially Janesville, which has high numbers assigned to collateral duties in traffic and DUI enforcement (66 each), SWAT (36), and victim services (6). Kenosha demonstrates a robust investment in multiple areas, particularly in its SWAT (22), gang (8), narcotics (4), and K9 (5) units. West Allis is also notable for participating across nearly all categories, often through collateral or shared arrangements. Smaller departments or those with more limited resources, such as Eau Claire and Wausau, tend to use collateral or regional participation to maintain specialty unit functionality without full-time staffing.

Specifically, regarding the Appleton Police Department, the data shows a strong commitment to a variety of internal specialty units. Appleton staffs its own Traffic Unit, DUI Unit, Narcotics Unit, K9 Unit, and Victim Services Unit, with personnel counts ranging from 1 (victim services) to 6 (narcotics). Each of these units is internal rather than regional, indicating Appleton's emphasis on localized expertise and direct service delivery. Although Appleton does not have formalized or reported participation in SWAT or gang units, its

investment in DUI enforcement, narcotics investigations, and victim services reflects a balanced focus on public safety, enforcement, and community care. This localized and staffed approach positions Appleton as a department that values maintaining internal capability over-relying on regional support, at least in the areas where units are established.

PERFORMANCE EVALUATION PRACTICES

Police agencies rely on performance evaluations to gauge officer effectiveness, pinpoint improvement areas, and ensure accountability. These assessments deliver structured feedback, which is vital for professional growth and career advancement (Peak, Gaines, & Glensor, 2019[30]). Establishing clear evaluation criteria is essential for fairness, minimizing bias, and enhancing officer motivation (Cordner, 2021[31]). Transparent performance metrics align personal goals with departmental aims, boosting the overall effectiveness of the agency (Maguire & King, 2020[32]). Furthermore, clearly defined evaluations address training needs, promote officer morale, and uphold ethical standards (Fyfe et al., 2018[33]).

The following table summarizes the frequency in which common topics are utilized as criteria in officer's performance evaluations, as well as the type and count of "other" criteria mentioned by responding agencies:

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[30] Peak, K. J., Gaines, L. K., & Glensor, R. W. (2019). *Police supervision and management: In an era of community policing*. Pearson.
[31] Cordner, G. (2021). *Police Administration*. Routledge.
[32] Maguire, E. R., & King, W. R. (2020). *Policing and Law Enforcement*. Oxford University Press.
[33] Fyfe, N. R., Terpstra, J., & Tops, P. (2018). *Centralizing forces? Comparative perspectives on contemporary police reform in Northern and Western Europe*. Routledge.

PERFORMANCE EVALUATION CRITERIA

Agency	Appleton	Eau Claire	Green Bay	Janesville	Kenosha	Oshkosh	Waukesha	Wausau	West Allis
# of CFS Handled	√			√	√		√		√
Time to Handle CFS					√				
Total # of Crime Prevention Projects/ Programs	√			√			√		
Community Events Attended	√				√				
Total # of Report Errors				√	√		√		
Time to Write Reports					√				
At-Fault Officer-Involved Traffic Crashes	√			√	√		√	√	
Citizen Complaints	√			√	√		√	√	
Policy Violations	√			√	√		√	√	

Other: Warnings (1), Citations (1), Arrests (2), Self-Initiated Field Activity (1), Traffic Enforcement Stops and Citations (2), Communication and Interaction (1), Conflict Resolution (1), Decision-Making (1), Initiative (1), Investigative Skill (1), Knowledge of Law, Policy, and Procedure (1), Professional Appearance (1), Report Writing (1), Self-Initiated Activity (1), Team Policing (1), Traffic Law Enforcement (1), FTO Hours (if applicable) (1), OWI Arrests (1), Parking Tickets (1), Overall Comments (1).

The table reveals significant variation among comparative police agencies regarding the performance and operational metrics they track. While some cities leverage data in several key areas, such as calls for service, community engagement, officer accountability, and internal performance, others monitor only a limited set of indicators. Departments like Kenosha, West Allis, and Wausau appear to employ broader evaluation practices, while cities like Green Bay and Janesville report on just one category. Several agencies track community-focused metrics, such as crime prevention programs and events attended, while others emphasize internal measures like report accuracy, policy violations, or officer-involved incidents. The "Other" category indicates that some departments also assess more nuanced performance factors, including investigative skill, professionalism, decision-making, and traffic enforcement, providing a more well-rounded view of officer activity and effectiveness.

Specifically, the Appleton Police Department stands out for tracking a relatively wide array of categories. Appleton monitors the number of calls for service handled, the number of crime prevention programs or projects, community events attended, and various aspects of officer accountability, including at-fault traffic crashes, citizen complaints, and policy violations. This suggests that Appleton PD maintains a balanced focus on both external engagement and internal accountability. Their inclusion of community-oriented and operational metrics reflects a comprehensive approach to performance management and public service, potentially positioning them as a strong model for mid-sized departments aiming to enhance transparency and effectiveness.

DEPARTMENT ADMINISTRATION

Another area of interest relates to the hours in which an agency's front desk is open to the public. The following table outlines findings relating to these hours:

AGENCY FRONT DESK HOURS

Agency	Front Desk Hours	Days
Appleton	**0600 - 2200**	**Mon - Fri[34]**
Eau Claire	0800 - 1630	Mon - Fri
Green Bay	0800 - 1700	Mon - Fri
Janesville	M - Th; 0800 - 1630; Fr: 0800 - 1200.	Mon - Fri
Kenosha	0730 - 1800	Mon - Fri
Oshkosh	0630 - 1600	Mon - Fri
Waukesha	0700 — 1700	Mon - Fri
Wausau	0800 - 1630	Mon - Fri
West Allis	Varies	

Responding agencies have open desk hours for an average of 10 hours per day. Appleton opens its doors for the longest period (16 hours) in comparison to these agencies.

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[34] Appleton PD also utilizes a vestibule-based phone connected to dispatch that is available 24/7.