

CRT 15. For purposes of assessing staffing levels and needs, and making requests for personnel expenditures to the Common Council, the MPD should find ways to capture and convey data on both patrol and non-patrol officer staffing levels, and to ensure that staffing levels of all categories are not underreported to the Common Council.

To determine police staffing needs, various police departments, including MPD, perform workload analysis. This includes estimating the amount of time officers spend on reactive policing activities (i.e. responding to resident calls for service) versus proactive policing activities (i.e. self-initiated activities).

No objectively-justified, universally-accepted standard exists for police staffing allocation and workload. However, a common convention (endorsed by US Office of Community-Oriented Policing Services, the International City/County Management Association Center for Public Safety Management, and other professional organizations) is that about 60% of a department's officers should be assigned to patrol, and about 60% of a patrol officer's time should be reactive. For example, the study, *"How many officers do you really need? A Review of 62 Police Agencies Analyzed by the International City/County Management Association Center for Public Safety Management,"* notes:

There should be approximately 60 percent of the total number of sworn officers in a department assigned to the patrol function. According to the table the mean patrol percentage is 66.1 percent. In other words the average department in this study assigns about two-thirds of its officers to patrol.... The ratio of dedicated time compared to discretionary time [also termed reactive versus proactive time] is referred to as the "Saturation Index" (SI). It is CPSM's contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS [calls for service] and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

In contrast to the average U.S. police department, MPD assigns a substantially higher percentage of its officers to specialized units (Community Policing Teams, Neighborhood Officers, etc.) that perform predominantly proactive policing, and a lower percentage of its officers to patrol (i.e. substantially less than 60%). This reflects Madison's historical commitment to community policing and is, we think, a good thing. But simultaneously, in analysis of *patrol* staffing, MPD targets a relatively low 50% reactive time for patrol officers (rather than 60%) and treats a higher percentage as understaffing. Such an approach appears to effectively consider Patrol Division in isolation (as though it were operating alone in the field). However, as the US Office of Community-Oriented Policing Services notes (in *"A Performance-Based Approach to Police Staffing and Allocation"*): *"Agencies developing a specialized unit have less need to increase the discretionary time for patrol officers to devote to community policing.... Some communities might want officers to be available for patrol for at least half their shift.*

Others, like Chicago, devote considerable resources to specialized patrol units; as a result, beat cars need less time for officer-initiated activities.”

In analyzing and targeting an appropriate ratio of reactive to proactive time, consideration should be given to the overall composition of units in the field, since in the case of MPD, Patrol Division is not operating alone in the field. If Madison wishes to commit to a 1:1 reactive:proactive allocation of time, comprehensive estimates of time spent on reactive and proactive policing activities, taking into account all units in the field (including predominantly proactive specialized units) appear needed for rational and informed decision-making by elected officials. In addition, estimates of MPD staffing requirements based on comparisons with other cities should employ sufficiently comparable cities. For example, a population ratio analysis using cities that are predominantly larger or higher in crime, or a comparable cities analysis including a benchmark city with much higher crime and incarceration rates, would not provide a representative result.

Staffing analysis for police departments is a complex topic and, given limitations in expertise of committee members, the language of the original CRT proposal was amended to convey the key concept that staffing levels of both patrol and non-patrol units should be captured and taken into account, and that overall staffing levels should not be underreported to the Council, but without being overly-prescriptive on the details of how this should be done.