

DOOR COUNTY SHERIFF'S OFFICE



STAFFING ANALYSIS & OPTIMIZATION

JUNE 2020





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TABLE OF CONTENTS

EXECUTIVE SUMMARY	6
INTRODUCTION	8
Study Methodology	8
Quantitative Data Analysis.....	8
Qualitative On-Site Observations.....	8
Stakeholder Interviews	9
ORGANIZATIONAL STRUCTURE	9
SCHEDULING AND STAFFING	10
FIELD SERVICES	11
PATROL DIVISION	11
INVESTIGATIVE DIVISION	39
JAIL DIVISION	45
COURT SERVICES UNIT	54
SUPPORT SERVICES DIVISION	57
PROFESSIONAL STANDARDS DIVISION (NEW DIVISION)	60
Compensation and Hours of Work	69
Fair Labor Standards Act	69
FLSA Work Period.....	69
Compensation Changes with Schedule Recommendations.....	70
Overtime Calculations.....	70
Clothing Allowance	71
SUPERVISION	71
CIVIL SERVICE PROCESS AND HIRING	72
Recruitment	74
National Recruitment Trends	74
Current County Recruitment Trends	76
Civil Service Background	76
Current Civil Service Process.....	77
Civil Service Ordinance and Regulations	77
Vacancy Approval Process.....	79
Distinctions Between Deputy Positions for Recruitment.....	81
Recommended Recruitment Process.....	82
Recruitment Sources and Locations	82
Screening Applications	83
Testing	84
Interviewing	85
Background Checks	86

Post-Offer / Pre-Employment Testing	88
Applicant Communication.....	89
Retrocession.....	90
Promotion	90
Job Descriptions	91
WRS Protective Status	92
Compression	93
Policy Review	94
SURVEY RESPONSES	96
APPENDIX A: EMPLOYEE SURVEY INTERVIEW QUESTIONS.....	111
APPENDIX B: CHART OF CONSULTANT RECOMMENDATIONS	112

TABLE OF TABLES

Table 1: Priority Definitions for Recommendations	9
Table 2: Patrol Division Current Rotation Schedule (Six Days On Three Days Off)	12
Table 3: Two-Week Cycle Schedule of Shifts and Number of Personnel Assigned	12
Table 4: Estimated Speeds Based on Drive Time.....	13
Table 5: Dispatched Calls for Service by Zone 2017-2019	16
Table 6: 2017 - 2019 Dispatched Calls for Service	17
Table 7: 2017 – 2019 Self-Initiated Calls for Service.....	18
Table 8: Calls for Service by Type and Patrol Zone	19
Table 9: 3 Year Dispatched Calls For Service by Town/Municipality	21
Table 10: Dispatched Calls for Service by Zone 2017-2019	23
Table 11: 3 Year Comparison for Proposed Zone Alignment Utilizing Dispatched Calls for Service	27
Table 12: 12 Hour Patrol Schedule (Phase One).....	36
Table 13: 12 Hour Patrol Schedule (Phase Two).....	38
Table 14: Five Year Part I Crime	40
Table 15: Jail Division Current Rotation Schedule (Six Days On Three Days Off)	46
Table 16: Three Year Jail Daily Population & Annual Bookings.....	47
Table 17: 12 Hour Jail Schedule.....	51
Table 18: FLSA 207K Exemption Work Period Chart.....	69
Table 19: 2017-2019 Days to Fill Vacancies By Position Type	76

TABLE OF FIGURES

Figure 1: 2020 Sheriff’s Office Organizational Chart	10
Figure 2: Response Times During Peak Season	14
Figure 3: Dispatched Calls for Service by Year.....	17
Figure 4: Self-Initiated Calls for Service by Year	18
Figure 5: Existing Patrol Zones Map	20
Figure 6: 3 Year Calls for Service by Town.....	22
Figure 7: 2017 Dispatched Calls for Service by Zone	24
Figure 8: 2018 Dispatched Calls for Service by Zone	24
Figure 9: 2019 Dispatched Calls for Service by Zone	25
Figure 10: Zone 1 Dispatched Calls for Service by Year	25
Figure 11: Zone 2 Dispatched Calls for Service by Year	26
Figure 12: Zone 3 Dispatched Calls for Service by Year	26
Figure 13: Proposed Zone Alignment Map Based Upon 3 Year Dispatched Calls for Service	28
Figure 14: Five Year Part I Crime by Type.....	41
Figure 15: Recommended Sheriff’s Office Proposed Organizational Chart – Phase One	66
Figure 16: Recommended Sheriff’s Office Proposed Organizational Chart – Phase Two	68
Figure 17: Percent Change in Applicants by Job Type (Jan 2013 – Dec 2017)	75

EXECUTIVE SUMMARY

McGrath Consulting, Inc., was commissioned by the Door County Sheriff's Office to conduct a Staffing Analysis and Optimization Plan. The study included an in-depth analysis of topics as it pertains to optimizing staffing, including:

- *Organizational Structure*
- *Scheduling*
- *Staffing*
- *Patrol Zone Configurations*
- *Supervision*
- *Civil Service Process and Hiring*

The following major issues are identified. The report contains detailed information on these matters.

From the study it has been identified that the agency needs a separate division to deal with a broad range of administrative functions and duties that are now managed by supervisors in the Field Services and Jail Divisions. Additionally, the agency needs a division devoted to ensuring professional and unbiased conduct of all personnel.

It is recommended the Office add a new division of Professional Standards. The division should be supervised by the rank of captain.

The position of captain is recommended to provide stronger oversight of the line operations of patrol, investigations, and jail. Adding a captain to the structure builds capacity, oversight, and more leadership to the agency. This position will directly perform all internal investigations.

Additionally, there are needs related to social services in which the agency is involved. The agency is incredibly involved in community outreach as well as diversion programs. It is recommended that the agency create the new sworn deputy position of Mental Health and Community Engagement Officer and place within the Professional Standards Division. Grant funding for this position has been submitted by the local school district to the Bureau of Justice Assistance.

The position of Evidence Custodian is recommended, and it should be in the Professional Standards Division. The Evidence Custodian will have further administrative and technical duties as assigned by the captain.

To provide for a more appropriate level of patrol coverage consultants recommend increasing the number of patrol deputies and sergeants, convert annual work hours to 2080, staff patrol

shifts with four teams working 12-hour shifts, and reconfigure the zone map to provide for six zones.

To establish proper coverage in patrol, it is recommended that a two phased approach be taken to adding staff. In Phase One, deputies and one sergeant would be added. Finally, in Phase Two an additional three deputies would be added. This phased approach is recommended as to not take on the immediate larger cost, as well as the difficulties in the personnel and training issues encountered when adding significant numbers of personnel at the same time. In Phase One, the minimum patrol staffing level should be raised to four. In Phase Two, the minimum patrol staffing level should be raised to five.

The current jail schedule does not optimize use of jail operations deputies and supervisors. The current minimum jail staffing does not provide for appropriate coverage and supervision during peak activity periods.

To provide for a higher level of jail coverage consultants recommend increasing the number of Jail Sergeants by one, converting annual work hours to 2080 and staffing jail shifts with four teams working 12-hour shifts.

The Investigative, Court Security, and Support Services Divisions are sufficiently staffed, and no schedule change recommendations are made.

The County will be better served with their recruitment needs if the County discontinued Civil Service. With established recruitment policies incorporated into the Administrative Manual the County Board can continue to be reassured the hiring process is fair, impartial, and in compliance with legal and best practice standards. This will allow the flexibility for Human Resources, in cooperation with the Sheriff's Office, to be highly responsive with recruitment timelines, and subject matter experts can assist in the assessment of applicants in a recruitment process that is controlled, objective, defensible, and transparent.

Additional recommendations regarding personnel practices are contained within the report.

Consultants have provided 75 recommendations to the Office to optimize staffing. Those recommendations are listed within sections of the report as well as a comprehensive listing in Appendix B.

INTRODUCTION

McGrath Consulting Group, Inc., an organization that specializes in public sector consulting, was contracted by the Door County, Wisconsin, Sheriff's Office to conduct a Staffing Analysis and Optimization Plan. Ron Moser, Lead Police Consultant, served as the Project Manager with Dr. Victoria McGrath serving as the Company Principal for the project.

A thorough document review, stakeholder interviews and on-site tours were conducted. During the site visit, the consultants gathered and analyzed both qualitative and quantitative data to gain a better understanding of the status quo of the organization. The consultants then completed a thorough assessment comparing the status quo to federal and state laws/regulations, industry standards and best practices.

At the completion of the assessment, the consulting team supplied their findings, and developed and prioritized recommendations to present to the Office. This report outlines the methodology, current Office status quo and prioritized recommendations and justifications.

The consultants would like to extend appreciation to Sheriff Sternard, Chief Deputy McCarty, Lieutenants Lauder and Veaser, County Administrator Pabich, Human Resources Director Hendee, GIS/LIO Coordinator Haight, and all members of the Door County Sheriff's Office for their time, cooperation and sharing of information and perceptions with McGrath Consulting Group.

Study Methodology

McGrath Consulting Group's methodology for obtaining data and completing the assessment includes quantitative data analysis, qualitative on-site observations and stakeholder interviews.

Quantitative Data Analysis

Quantitative methods emphasize objective measurements and the statistical, mathematical, or numerical analysis of data collected. Quantitative data is any data that is in numerical form such as statistics, percentages, etc.; allowing the consulting team to analyze the data to yield an unbiased result that will validate the information gathered by the consulting team.

Quantitative research using statistical methods starts with the collection of data based on the objectives of the study and developing employee interview questions in a manner which give a quantitative measurement of qualitative answers.

Qualitative On-Site Observations

Qualitative methodology is a method of observation to gather non-numerical data e.g. thoughts, opinions, and key issues. Qualitative methods used included observations by the consulting team and in-depth interviews with stakeholders. All organizations have a culture

which is comprised of beliefs and behaviors that determine how members behave in the office. Qualitative research allows the consulting team to understand the opinions, attitudes, behavior, feelings, beliefs, values, perceptions, and underlying assumptions that comprise an office’s culture.

Stakeholder Interviews

During the course of the study, the consulting team conducted interviews with County Administration and Sheriff Office leadership. In addition, all employees (excluding deputies in academy, reserve and special deputies); but including command staff participated in an individual engagement interview/survey with members of the consulting team. These interviews focused on 28 standardized questions. Additional supplemental questions were posed based on the individual’s rank and assignment. These questions were developed to help gain feedback on optimizing staffing. The aggregate results of the survey questions will be provided within the relevant areas of the report. A copy of the survey questions is provided in Appendix A at the end of the report.

Recommendations

The report includes an overview of the Office by related topics. Each of these topic sections includes a review of the status quo, Office self-assessment perceptions, and recommendations as applicable.

Overall, the consultants provide 75 recommendations for the County’s consideration. At the close of each section throughout the report, a list of recommendations will be provided for that section. Additionally, all recommendations are summarized in chart format in Appendix B. Each recommendation has been ranked with a priority level by the consultants.

The table below identifies how each level of priority has been defined.

Table 1: Priority Definitions for Recommendations

PRIORITY	DEFINITION	EXAMPLE
1	Urgent/Immediate	Potential issue of legality or detriment to the County, in which essential action is needed.
2	Pressing < Priority 1	Significant impact on organization; action needed as soon as possible.
3	Important < Priority 2	Organization will benefit by addressing soon; items that should be accomplished.

ORGANIZATIONAL STRUCTURE

The current authorized staffing of the office includes 52 full-time sworn personnel, nine part-time sworn, and three full-time civilian personnel supplemented by a Sturgeon Bay police

officer at half-time. The contingent of sworn personnel includes the Sheriff, Chief Deputy, Field Services Lieutenant, Jail Lieutenant, three Patrol Sergeants, three Jail Sergeants, one Investigations Sergeant, 18 Patrol Deputies, one Canine Deputy, two Investigators, one Drug Task Force Investigator, three School Resource Officers, 15 Security Deputies (jail), one Jail Administrative Assistant, two Court Security Deputies, three part-time Casual Call Deputies, and six part-time Security Deputies. Patrol Division is also supported by four Sworn Reserve Officers and six Non-Sworn Reserve Officers. The three civilian positions include an Administrative Assistant, Records Clerk, and Court Liaison.

The current organizational chart is presented as follows.

Figure 1: 2020 Sheriff's Office Organizational Chart



SCHEDULING AND STAFFING

The Door County Sheriff's Office (DCSO) currently utilizes an 8-hour, 6-days-on, 3-days-off work schedule in the Patrol and Jail Divisions. The Collective Bargaining Agreement (CBA) provides for 1947 work hours per year for these divisions and 2080 hours per year for all other employees, including sworn members in the Investigative Division and the Court Security deputies. The School Resource Officers, who are assigned to the Investigative Division, work a schedule of 1952 hours per year. The Canine Deputy's schedule is addressed in a Memorandum of Agreement (MoA) to the CBA.

The current organizational chart provides the Patrol Division with three shifts, each staffed with one sergeant and six Patrol Deputies, one Canine Deputy on a float shift as well as a Reserve Unit staffed with four Sworn Reserves and six Non-Sworn Reserves. The Patrol Division and the Investigative Division is managed by the Field Services Lieutenant.

The current organizational chart provides the Jail Division with three shifts, each staffed with one sergeant and five Security Deputies. The jail is also staffed with six part-time Security Deputies, each authorized to work 48 hours in each two-week pay period. The part-time deputies fill vacancies in the schedules of all three shifts. The schedule for each part-time deputy may vary each pay period because shifts are awarded to part-time deputies based on vacancies existing in the schedule after full-time deputies' shifts have been entered into the schedule document. Part-time deputies request and are awarded shifts based on their seniority. The Jail Division is managed by the Jail Lieutenant.

Consultants are providing multiple schedule alternatives for comparison purposes. Notations are provided with each alternative schedule to identify total annual hours worked per deputy as well as additional staff needed to reach the identified patrol staffing minimum.

FIELD SERVICES

PATROL DIVISION

The Patrol Division is commanded by the Field Services Lieutenant. Three patrol shifts are each staffed with one sergeant and six Patrol Deputies assigned to eight hours shifts. The shifts work six days on and three days off. A Canine Unit is in the Patrol Division and serves to float between shifts based on vacancies and needs. This schedule provides for a weekend off for each deputy approximately every six weeks.

The current 8-hour patrol schedule requires annual standard hours worked of 1947. Each full-time deputy and sergeant work a six days on and three days off rotation. The Canine Deputy floats and is not counted in shift allocation numbers. **The minimum on-street staffing level consists of one supervisor plus two deputies for a total of three.** Table 2 shows the current scheduling.

Table 2: Patrol Division Current Rotation Schedule (Six Days On Three Days Off)

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
Day Shift														
Sergeant	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 1 (1 st OIC)	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 2	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 3	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 4	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 5	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 6 (2 nd OIC)	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Staffing	1/4	1/4	1/4	1/4	1/4	1/4	1/3	1/3	1/3	1/4	1/4	1/4	1/4	1/4
Evening Shift														
Sergeant	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 1	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 2	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 3 (1 st OIC)	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 4 (2 nd OIC)	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 5	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 6	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Staffing	1/4	1/4	1/4	1/3	1/3	1/3	1/4	1/4	1/4	1/4	1/4	1/4	1/3	1/3
Night Shift														
Sergeant	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 1	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 2	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 3 (2 nd OIC)	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 4 (1 st OIC)	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 5	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 6	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Staffing	1/4	1/4	1/4	1/3	1/3	1/3	1/4	1/4	1/4	1/4	1/4	1/4	1/3	1/3
Deputy (Canine)	Float													

An examination of a recent two-week cycle schedule shows the number of shifts in which four and five deputies were assigned to work that shift (does not include float Canine Deputy) and the resulting percentage of time at minimum patrol.

Table 3: Two-Week Cycle Schedule of Shifts and Number of Personnel Assigned

	Four Assigned	Five Assigned
Day Shift	3	11
Afternoon Shift	5	9
Night Shift	5	9
Total (42 shifts)	13	29
% at Minimum	30.9	69.0

Therefore, 30.9% of the shifts in a two-week cycle will be at the minimum patrol staffing levels if only one deputy is off.

Current minimum patrol staffing level is three total which could be comprised of two deputies and one sergeant or officer in charge (OIC). When at minimum staffing, the sergeant or officer in charge is assigned to and handles all calls for service in a zone and serves as the primary back-up unit for the other two zones and is responsible for overall supervision of the shift. With this amount of responsibility and workload, the sergeant may not be able to have contact with deputies on a regular basis. If the supervisor must leave their zone, the result in no unit staffing in that zone.

When a deputy gets tied up with a lengthy call, the other deputies must “play defense” and not practice proactive or community-oriented policing to be available for calls or to back-up other deputies.

The geography of the jurisdiction makes the patrol function challenging. The total area of the county is approximately 482 square miles. The zones are very large. The square miles of each zone are as follows: Zone 1: 147.63, Zone 2, 139.44, and Zone 3, 200.84. The county is completely bordered by water on three sides, with only an adjacent county bordering its southern end. There are 298 miles of shoreline. Zone 3 could get cut off from Zones 1 and 2 (and vice versa) as the zones are separated by a waterway with only three drawbridges allowing access between the zones.

There are concerns with response and back-up on calls due to this unique geographic configuration. The following two maps depict calculated travel time for a deputy to respond from one location in the county to another (mapping from ESRI mapping program assuming traffic on a Tuesday at 1pm, heavy traffic), with estimated speeds of:

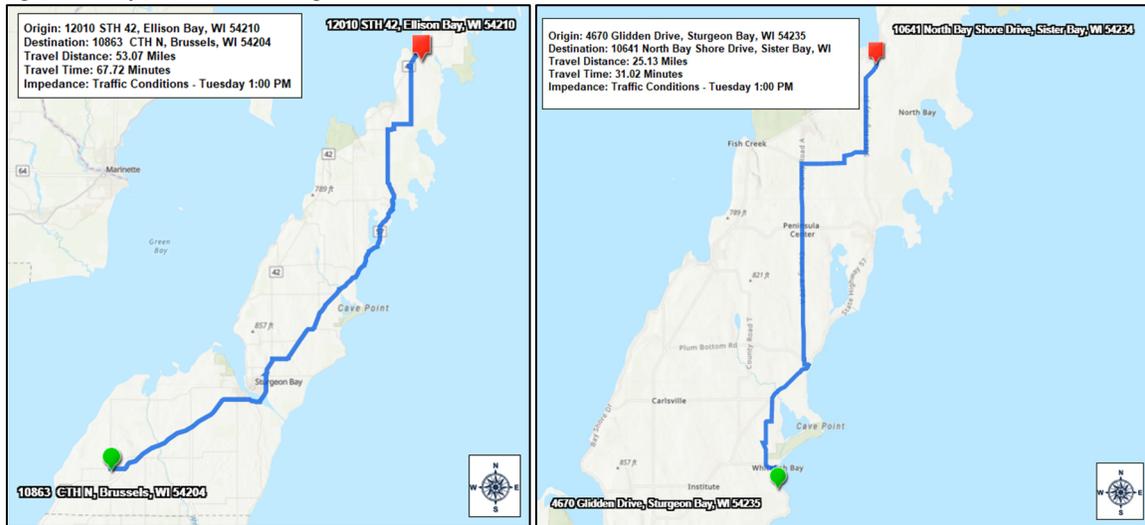
Table 4: Estimated Speeds Based on Drive Time

Estimated Speeds		
Drive Time	Urban (mph)	Rural (mph)
Local	25	35
Arterial	40	50
Freeway	55	65

The maps illustrate the excessive time a patrol unit would take to provide back-up to another deputy in an emergency setting. To travel from the north end of the county, 12010 STH 42, Ellison Bay, to the south end, 10863 CTH N, Brussels, the estimated time to travel 53 miles is 67.72 minutes.

To travel from 4670 Glidden Drive, Sturgeon Bay, to 10641 North Bay Shore Drive, Sister Bay, the estimated time to travel 25 miles is 31.02 minutes.

Figure 2: Response Times During Peak Season



Tourism is a major draw for the county. The tourist season (hereafter referred to as in-season) runs from May to the end of October. Due to increased need for patrol response during the in-season, the minimum patrol staffing level is increased to a minimum of four deputies during peak times (supervisor plus three). In 2019 those peak dates were May 24-27, June 28-30, July 1-7, every weekend in July and August, September 1-2, October 11-13, and October 18-20. Therefore, approximately 39 days per year, or 11% of the year, the minimum staffing level is raised to four.

Additionally, there are numerous major events that require additional staffing throughout the year. In 2017 major events occurred on January 2, May 7, June 12, July 12, August 8, September 9, October 5, November 4, December 1. There was a total of 60 major events. Many of the events are multiple days in length.

In 2019 major events occurred on January 1, February 1, March 2, April 3, May 10, June 17, July 36, August 15, September 12, October 18, November 7, December 5. The total number increased to 127. Many events are multiple days in length, and longer than in 2017. This shows an increase in events of 211% in two years as well as events in February, March and April that were not scheduled in 2017. Further patrol responsibilities include requirements for boat patrol and snowmobile patrol. These assignments are on overtime.

The patrol deputies cannot rely on mutual aid being available for major situations or high liability calls. Mutual aid back up capabilities are sparse due to the geography and lack of surrounding or other law enforcement agencies. Assistance for emergency calls can get a response from either Sturgeon Bay Police Department or the Kewaunee County Sheriff's Office if they have units available. However, they are small agencies and do not have sufficient patrol staffing for Door County to be sure there would be units available for back-up.

The number of sworn personnel performing policing functions for the DCSO is 32.5 consisting of the Sheriff, Chief Deputy, Field Services Lieutenant, four sergeants, 18 Patrol Deputies, one Canine Deputy, three Investigators, three School Resource Officers, and a half-time contracted Forensic Investigator.

The full-time off-season population of county is 27,785. In the in-season, the population soars to approximately 250,000 (population estimates provided by Door County Sheriff Office). Deducting the population of Sturgeon Bay of 8,958 (US Census 2018), the off-season county population patrolled by the Sheriff's Office is 18,827. Using the formula of 32.5 sworn staff divided by population X 1,000 = # sworn per thousand, the off-season ratio of sworn staff performing policing functions for the Sheriff Office is 1.73 sworn per thousand. When using this same formula, the in-season staffing ratio drops to 0.13 sworn staff per thousand.

According to the Federal Bureau of Investigations (FBI) Uniform Crime Reports (UCR) Law Enforcement data, Wisconsin had an average of 2.1 sworn officers per thousand and the United States had 2.1 sworn officers per thousand as of 2018 which is the most recent year available. Door County staffing is well below the state and national average.

Consultants analyzed data provided by staff related to dispatched calls for service and deputy self-initiated calls for service for the years of 2017, 2018 and 2019. It should be noted that Tables 8 and 9 include only the data that can be attributed to one of the three identified zones and excludes the data included in Tables 5, 6, 7 and 10 that cannot be attributed to a known zone. Therefore, Tables 5, 6, 7 and 10 containing all the data, have been used for total calls for service comparison purposes. In these four tables, data that cannot be attributed to zone is listed as "Unk" for unknown.

Dispatched calls for service are incidents where deputies respond to a specific location in response to a request for service, usually directed by the dispatch center. The data illustrates two trends. The first trend is that the Patrol Division has experienced an increase in the number of dispatched calls for service each year. Dispatched calls rose approximately 1.8% from 2017 to 2018 and approximately 11% from 2018 to 2019. These calls for service rose approximately 13% from 2017 to 2019.

The second trend is that there is a significant increase in the number of dispatched calls during the months of May through October which is also the in-season. The in-season monthly average of dispatched calls for service compared to off-season months were approximately 52% higher in 2017, 60% higher in 2018 and 48% higher in 2019, for a three-year average increase of approximately 53% each year. To further illustrate this disparity, when the dispatched numbers in March are compared to the numbers in July, the increase is approximately 204% in 2017, 228% in 2018 and 198% in 2019. The three-year average increase from March to July is approximately 210%.

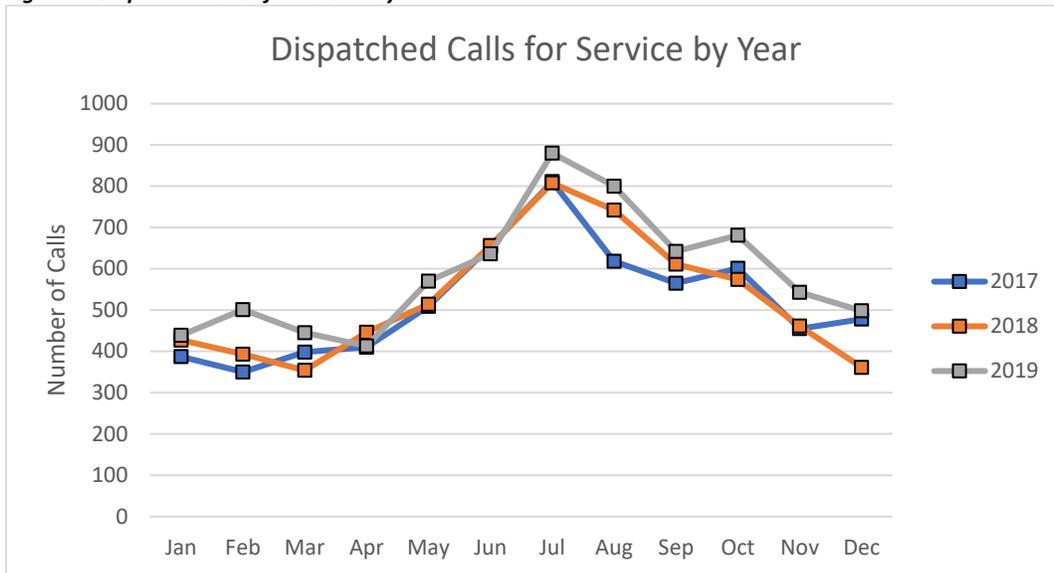
Table 5: Dispatched Calls for Service by Zone 2017-2019

Dispatched Calls for Service													
2017	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	96	88	89	104	154	238	319	236	201	209	125	132	1988
Zone 2	97	84	103	113	130	165	219	181	150	155	128	131	1653
Zone 3	173	157	185	173	195	232	245	178	194	216	191	191	2327
Unk	22	22	21	21	31	20	29	23	21	22	12	25	269
Total	387	350	398	410	509	654	811	618	565	601	455	478	6236
2018	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	120	93	75	105	175	266	323	297	214	207	131	105	2109
Zone 2	118	114	78	118	149	167	221	205	178	144	121	104	1715
Zone 3	170	170	185	202	175	207	236	219	204	202	199	139	2305
Unk	20	17	17	21	16	17	28	22	16	21	10	14	219
Total	427	393	354	446	514	656	808	742	611	574	461	361	6347
2019	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	132	142	123	124	181	199	342	307	223	222	158	128	2279
Zone 2	120	147	109	117	168	176	274	195	189	185	144	147	1968
Zone 3	179	199	201	156	203	238	249	275	197	246	230	214	2585
Unk	8	14	13	16	19	24	16	24	34	28	11	10	217
Total	439	501	445	413	570	636	880	800	642	681	543	498	7048

Table 6: 2017 - 2019 Dispatched Calls for Service

2017 - 2019 Dispatched Calls for Service												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2017	387	350	398	410	509	654	811	618	565	601	455	478
2018	427	393	354	446	514	656	808	742	611	574	461	361
2019	439	501	445	413	570	636	880	800	642	681	543	498

Figure 3: Dispatched Calls for Service by Year



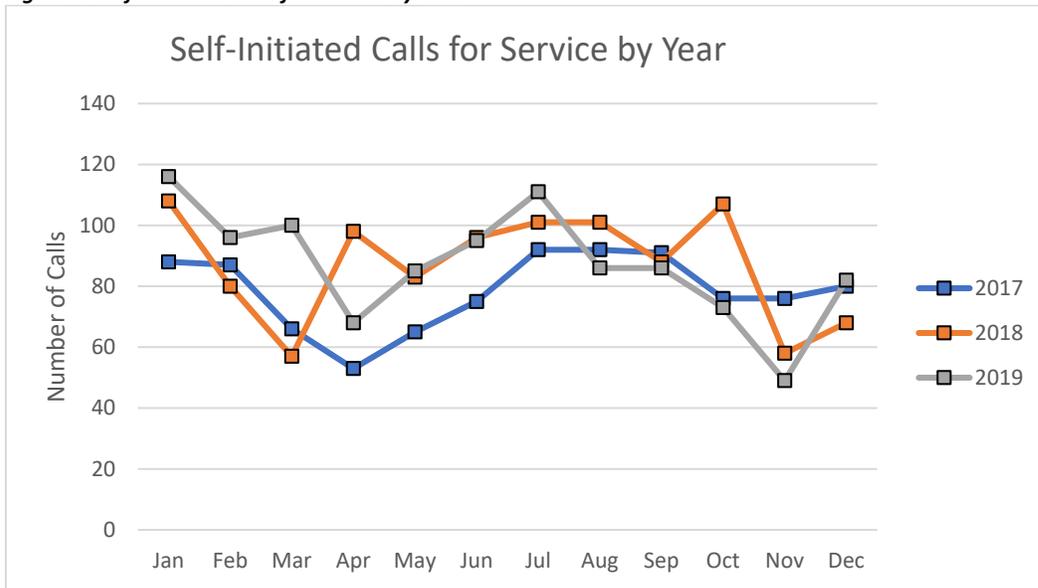
Self-initiated calls for service generally refer to activities that are initiated by the deputies during the “free time” when they are not performing tasks associated with dispatched calls. It should be noted that self-initiated activity may be directly impacted by dispatched calls for service, in that when the deputies spend more of their time during a shift responding to dispatched calls, they have fewer opportunities to initiate activity on their own. The data illustrates two trends. The first trend is that that the Patrol Division has experienced an increase in the number of self-initiated calls for service each year. Total self- initiated calls rose approximately 11% from 2017 to 2018 and approximately .2% from 2018 to 2019.

The second trend is that there is an increase in the number of self-initiated calls during the months of May through October. The in-season monthly average of self-initiated calls compared to off-season months were approximately 9% higher in 2017, 23% higher in 2018 and 5% higher in 2019. The three-year average increase was approximately 12%.

Table 7: 2017 – 2019 Self-Initiated Calls for Service

2017 - 2019 Self-Initiated Calls for Service												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2017	88	87	66	53	65	75	92	92	91	76	76	80
2018	108	80	57	98	83	96	101	101	88	107	58	68
2019	116	96	100	68	85	95	111	86	86	73	49	82

Figure 4: Self-Initiated Calls for Service by Year



The DCSO Patrol Division currently utilizes three areas of patrol hereafter referred to as zones. The first zone is Zone 1 which is the northernmost zone in the county. Zone 2 is located in the middle of the county while Zone 3 is at the southern end of the county. Zone 1 is 147.63 square miles in size, Zone 2 is 139.44 square miles, and Zone 3 is 200.84 square miles. See Figure 5 for the existing patrol zone map for more information.

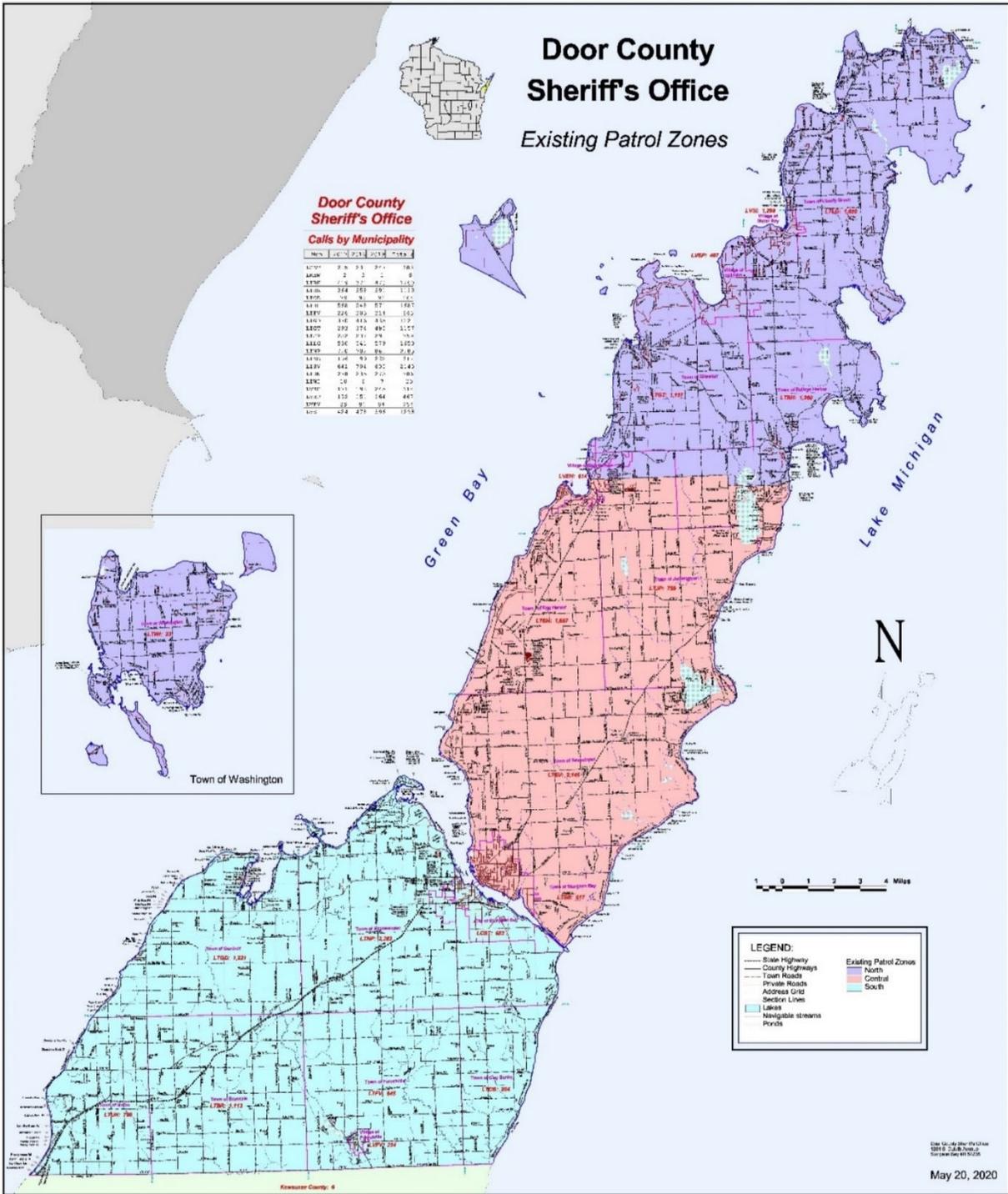
The consultants examined the calls by zone for dispatched and self-initiated. When assessing the current zones calls for service, Zone 2 and Zone 3 share the City of Sturgeon Bay and Town of Sturgeon Bay data set. The dispatch data granularity included towns and municipalities but no addresses. As a result, the data for these the City and Town of Sturgeon Bay was spilt equally in Table 8.

Table 8: Calls for Service by Type and Patrol Zone

Type	Dispatched			Self-Initiated		
Year	2017	2018	2019	2017	2018	2019
Zone 1	1988	2109	2279	271	284	320
Zone 2	1653 *	1715 *	1968 *	256 *	291 *	311 *
Zone 3	2327 *	2305 *	2585 *	391 *	450 *	412 *

* denotes calls for service data was split 50% between zones covering City of Sturgeon Bay & Town of Sturgeon Bay.

Figure 5: Existing Patrol Zones Map



Consultants examined the dispatched calls for service categorized by town and municipality over a three-year period and ranked the towns and municipalities in order from greatest to least amount of dispatched calls. See Table 9 for more information.

Table 9: 3 Year Dispatched Calls For Service by Town/Municipality

TOWN/MUNICIPALITY	2017	2018	2019	TOTAL	AVERAGE
TOWN OF NASEWAUPEE	720	702	861	2283	761
TOWN OF SEVASTOPOL	641	704	800	2145	715
TOWN OF EGG HARBOR	568	548	571	1687	562
TOWN OF LIBERTY GROVE	530	541	579	1650	550
VILLAGE OF SISTER BAY	424	478	396	1298	433
TOWN OF BAILEYS HARBOR	419	371	470	1260	420
TOWN OF GARDNER	370	416	435	1221	407
TOWN OF GIBRALTAR	293	374	490	1157	386
TOWN OF BRUSSELS	364	358	391	1113	371
TOWN OF JACKSONPORT	232	237	290	759	253
CITY OF STURGEON BAY	205	231	247	683	228
TOWN OF FORESTVILLE	226	205	214	645	215
TOWN OF STURGEON BAY	196	199	222	617	206
VILLAGE OF EGG HARBOR	171	198	245	614	205
VILLAGE OF EPHRAIM	152	151	164	467	156
TOWN OF CLAY BANKS	79	93	92	264	88
VILLAGE OF FORESTVILLE	89	81	84	254	85
TOWN OF WASHINGTON ISLAND	10	6	7	23	8

This ranking is depicted as density of calls for service over a three-year period by town and municipality in the map in Figure 6.

in-season, was in the middle for four months and had the least amount of calls for four months. Zone 2 had the least amount of calls for four months and was in the middle for eight months. Overall, Zone 3 had and averaged the greatest amount of calls over the three-year period. Zone 1 averaged 280 less calls than Zone 3 but averaged 347 more calls than Zone 2. The zone with the least amount and average of calls was Zone 2. See Table 10 for more information.

Table 10: Dispatched Calls for Service by Zone 2017-2019

Dispatched Calls for Service													
2017	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	96	88	89	104	154	238	319	236	201	209	125	132	1988
Zone 2 *	97	84	103	113	130	165	219	181	150	155	128	131	1653
Zone 3 *	173	157	185	173	195	232	245	178	194	216	191	191	2327
Unk	22	22	21	21	31	20	29	23	21	22	12	25	269
Total	387	350	398	410	509	654	811	618	565	601	455	478	6236
2018	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	120	93	75	105	175	266	323	297	214	207	131	105	2109
Zone 2 *	118	114	78	118	149	167	221	205	178	144	121	104	1715
Zone 3 *	170	170	185	202	175	207	236	219	204	202	199	139	2305
Unk	20	17	17	21	16	17	28	22	16	21	10	14	219
Total	427	393	354	446	514	656	808	742	611	574	461	361	6347
2019	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	132	142	123	124	181	199	342	307	223	222	158	128	2279
Zone 2 *	120	147	109	117	168	176	274	195	189	185	144	147	1968
Zone 3 *	179	199	201	156	203	238	249	275	197	246	230	214	2585
Unk	8	14	13	16	19	24	16	24	34	28	11	10	217
Total	439	501	445	413	570	636	880	800	642	681	543	498	7048
3 YR Total	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	348	322	286	333	509	702	984	840	637	638	414	365	6376
Zone 2 *	334	344	290	348	446	507	714	580	516	484	393	381	5335
Zone 3 *	522	525	570	531	572	677	729	671	594	664	620	543	7216
Average	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Zone 1	116	107	95	111	170	234	328	280	212	213	138	122	2125
Zone 2 *	111	115	97	116	149	169	238	193	172	161	131	127	1778
Zone 3 *	174	175	190	177	191	226	243	224	198	221	207	181	2405

* denotes calls for service data was split 50% between zones covering City of Sturgeon Bay & Town of Sturgeon Bay.

Zone Ranking in Amount of Calls	Highest	Middle	Lowest
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Figure 7: 2017 Dispatched Calls for Service by Zone

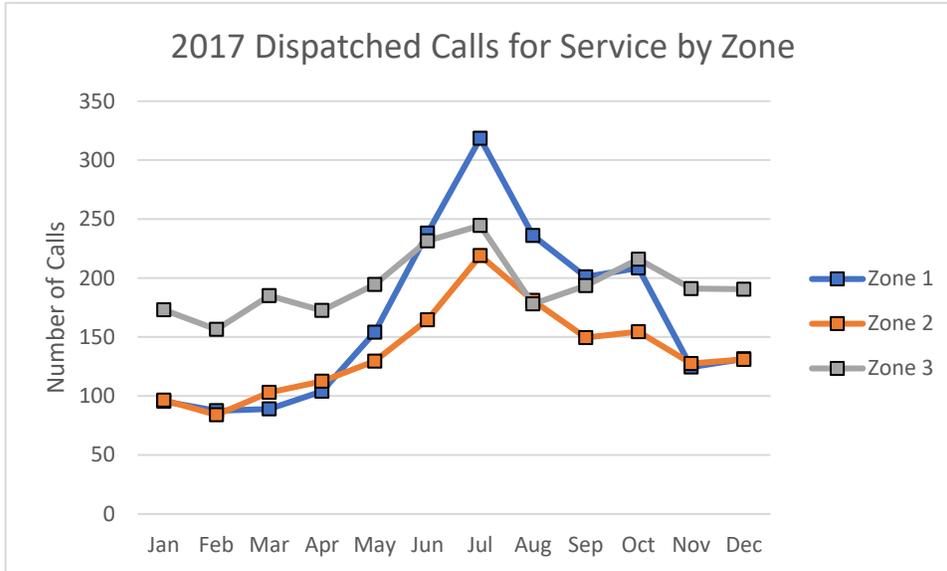


Figure 8: 2018 Dispatched Calls for Service by Zone

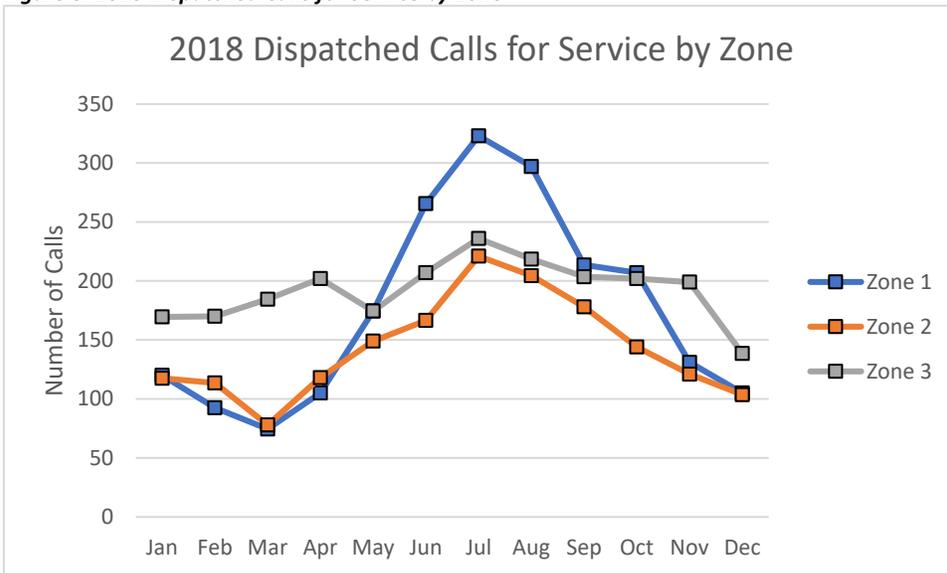


Figure 9: 2019 Dispatched Calls for Service by Zone

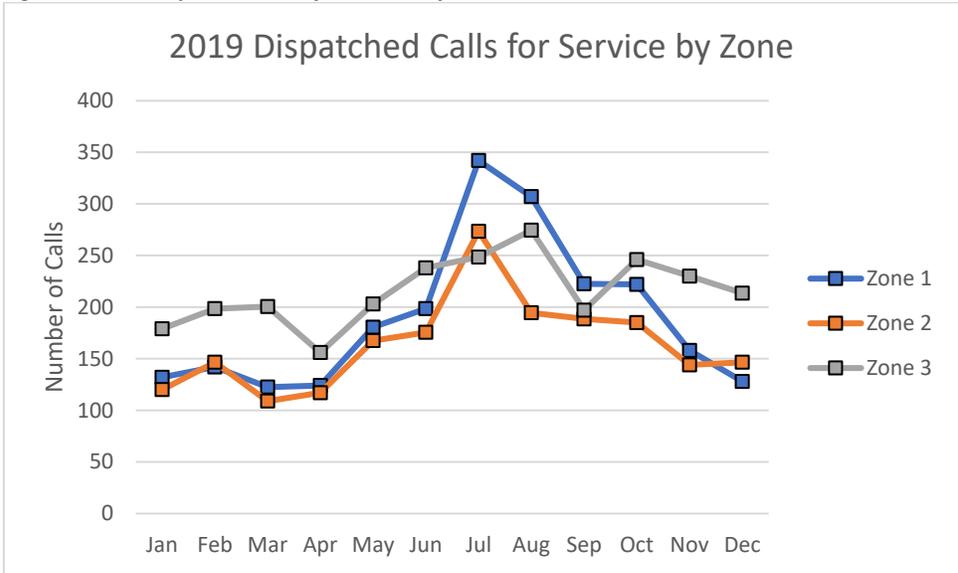


Figure 10: Zone 1 Dispatched Calls for Service by Year

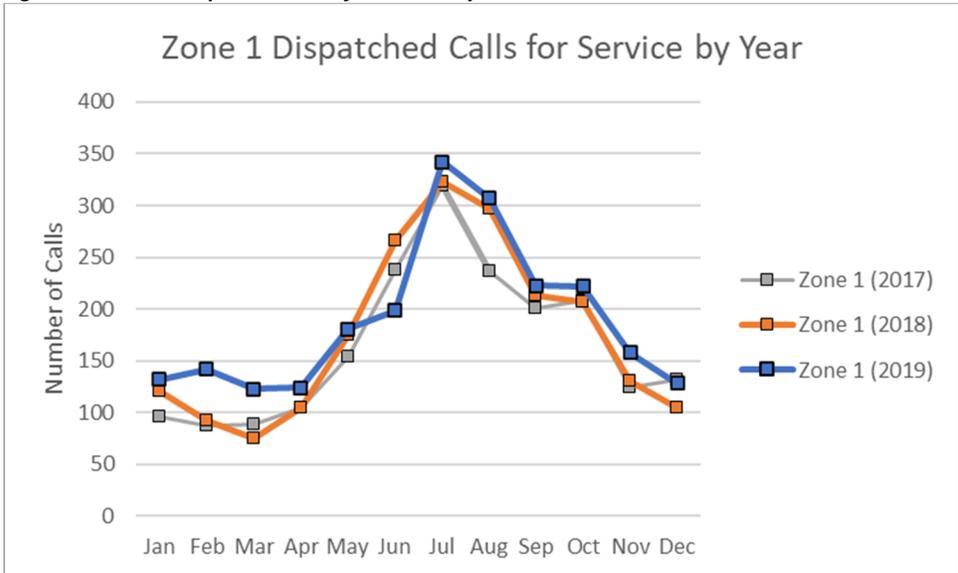


Figure 11: Zone 2 Dispatched Calls for Service by Year

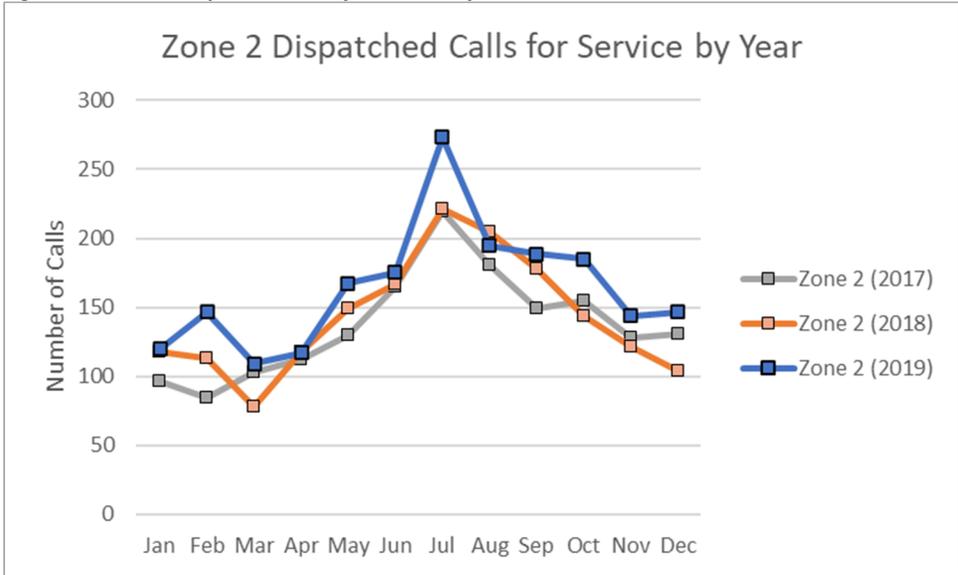
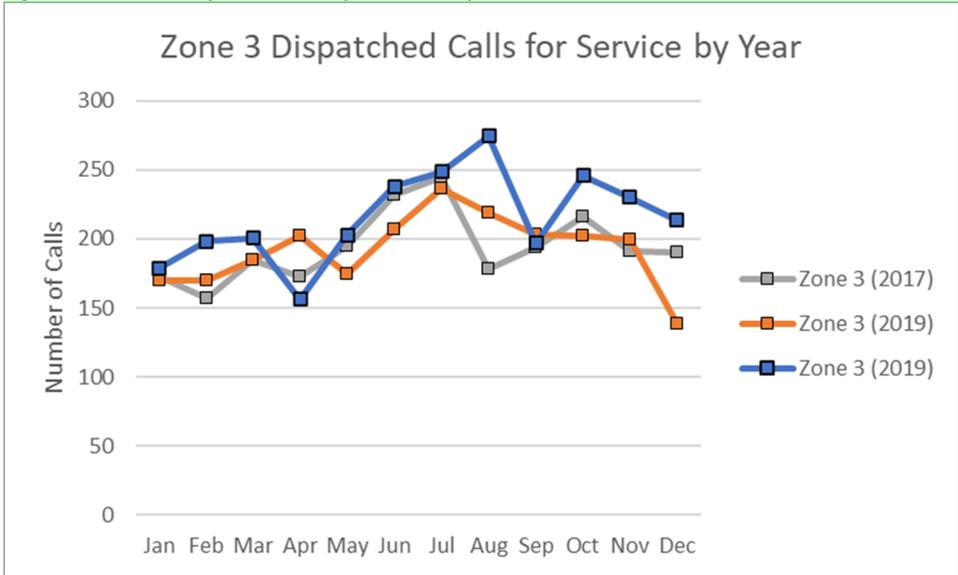


Figure 12: Zone 3 Dispatched Calls for Service by Year



It is recommended that for better coverage and response the three-zone system be expanded to six zones. The three-year comparison and average of the six zones recommended is shown in Table 11 using the data from 2017 to 2019. The range of calls for service of the three-year average is lowest in Zone 4 with 932 calls to the highest in Zone 6 with 1040 calls, for a range of 108 calls. The average number of calls per zone is 1,051.

Table 11: 3 Year Comparison for Proposed Zone Alignment Utilizing Dispatched Calls for Service

Type	Dispatched				
Year	2017	2018	2019	3 YR Total	Average
Zone 1	964	1025	982	2971	990
Zone 2	864	896	1124	2884	961
Zone 3	971	983	1106	3060	1020
Zone 4	842 *	919 *	1035 *	2795 *	932 *
Zone 5	1315 *	1296 *	1486 *	4096 *	1365 *
Zone 6	1012	1009	1099	3120	1040

* denotes calls for service data was split 50% between zones covering City of Sturgeon Bay & Town of Sturgeon Bay.

The map in Figure 13 illustrates the recommended six zone configuration for patrol. When staffing is not sufficient to assign a patrol unit to each zone, the shift supervisor should have authority to assign units to two adjoining zones based on expected activity that shift.

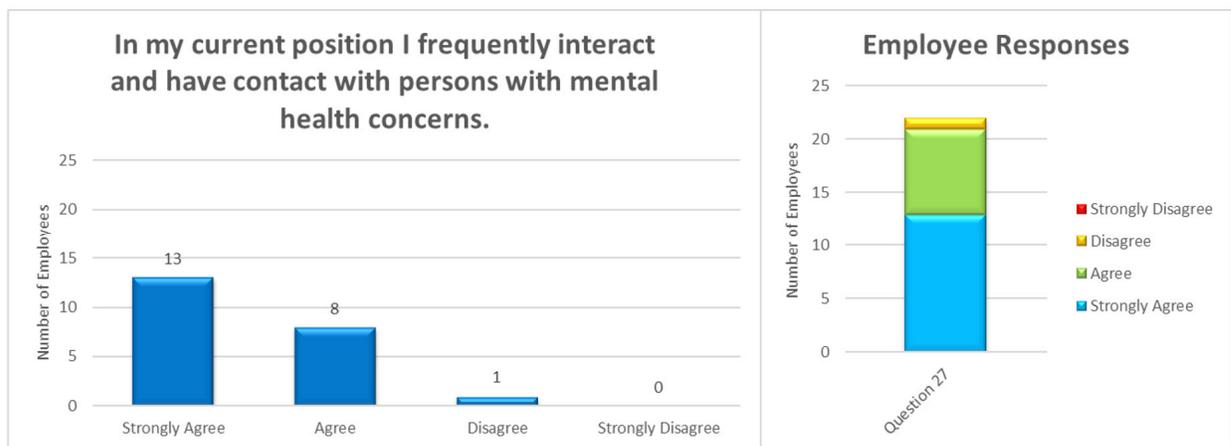
EMPLOYEE SURVEY

Patrol Division deputies and sergeants provided information on their frequency of contacts with persons with mental health concerns, substance abuse, staffing levels, response to calls for service and zone map configuration. Detailed information is provided in the following graphs.

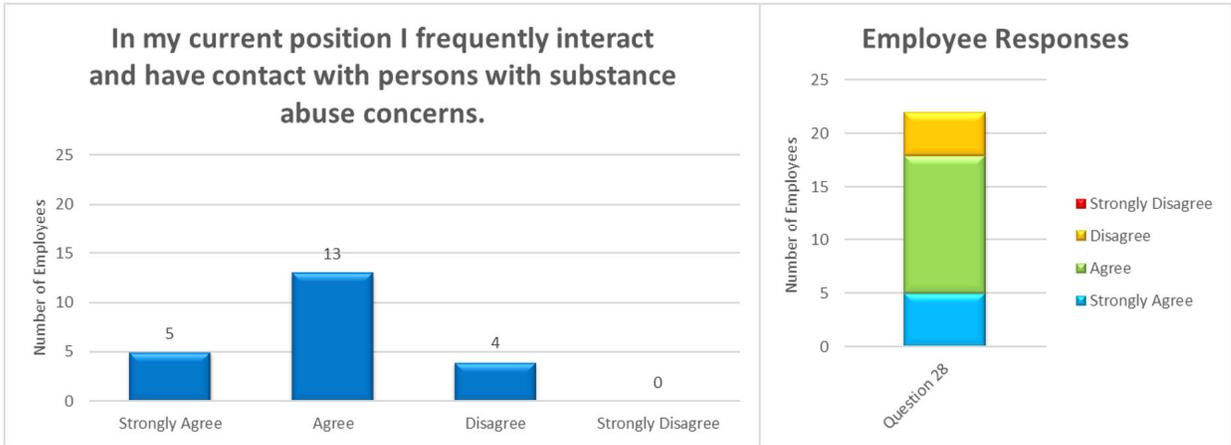
Responses include 95% of those interviewed reporting that they frequently interact with persons with mental health concerns and 88% frequently interact with persons with substance abuse concerns.

Additionally, 80% of those interviewed reported concerns relating to the ability of the agency to consistently provide expected levels of safety and service to the community served and provide for reasonable levels of safety for DCSO personnel.

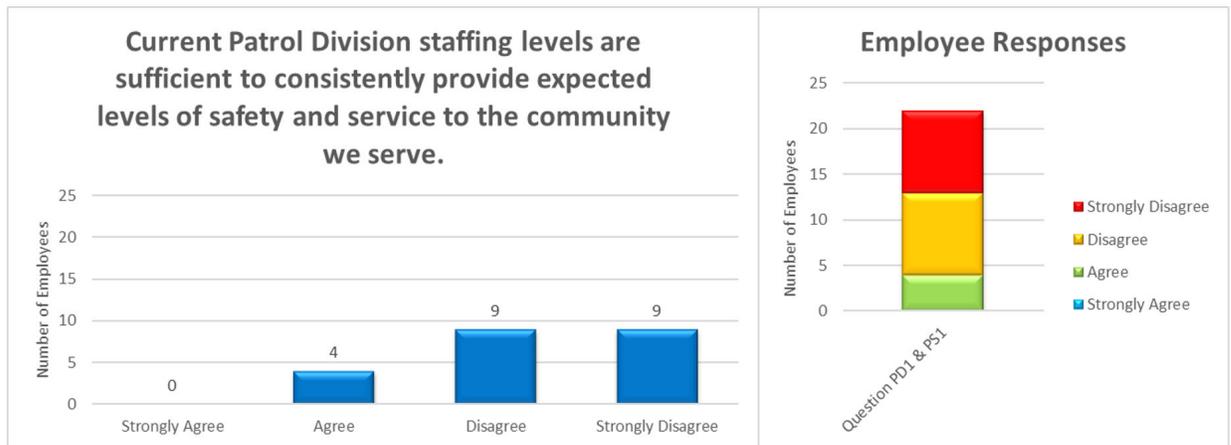
Responses also indicate that 42% of those interviewed expressed concern regarding the ability of the current zone map configuration to provide appropriate response time to calls for service and a reasonable level of safety and service to the entire community served. Half of those interviewed expressed concern related to the ability of the current zone map configuration to provide a reasonable level of safety for DCSO personnel.



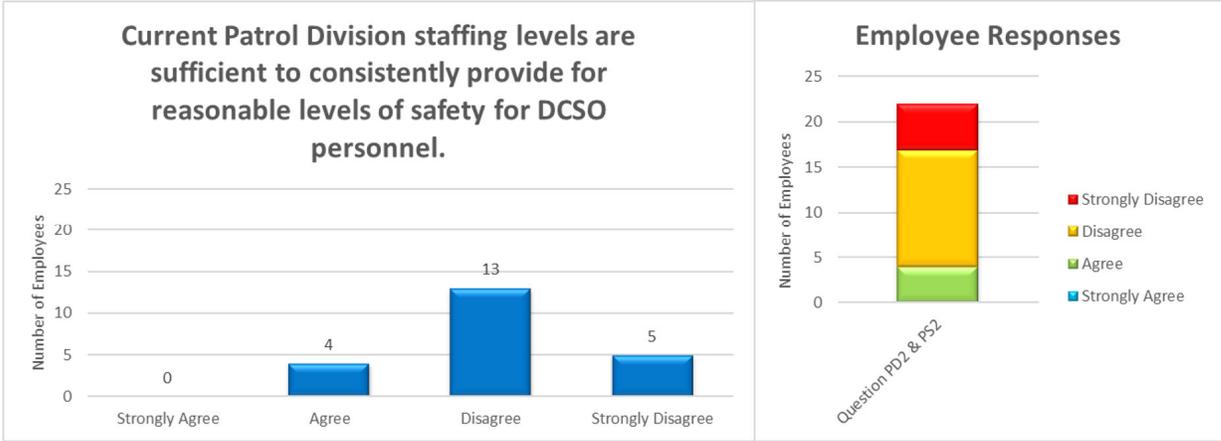
Strongly Agree	59%
Agree	36%
Disagree	5%
Strongly Disagree	0%



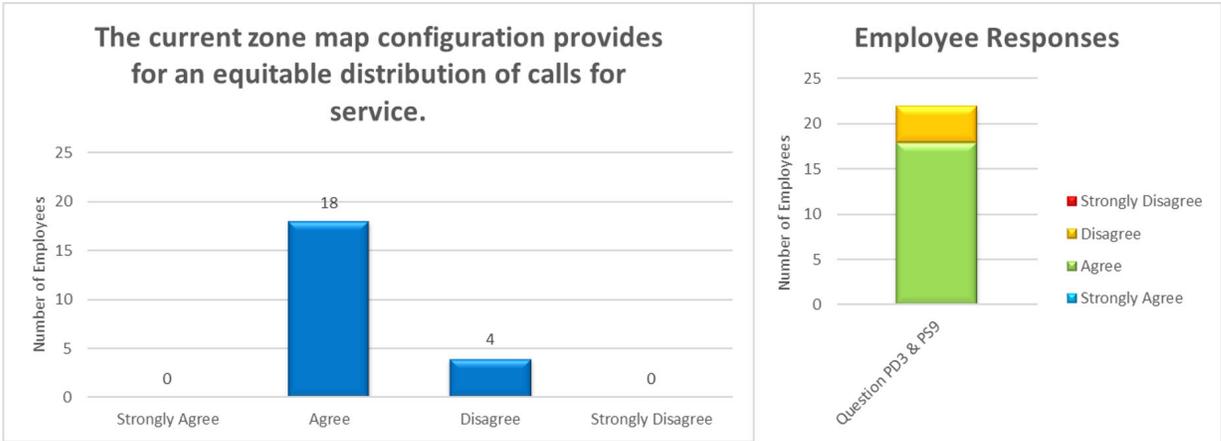
Strongly Agree	23%
Agree	59%
Disagree	18%
Strongly Disagree	0%



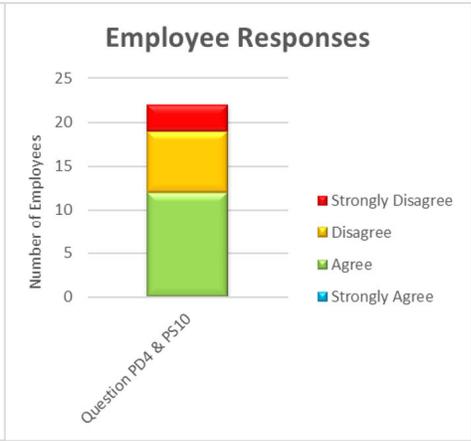
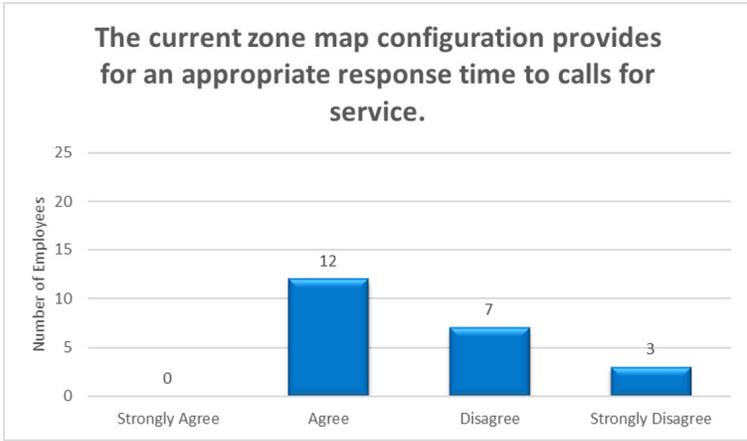
Strongly Agree	0%
Agree	18%
Disagree	41%
Strongly Disagree	41%



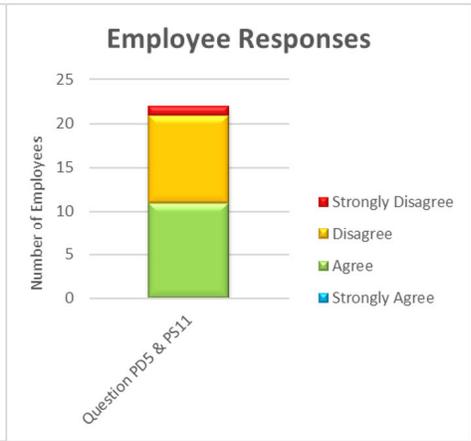
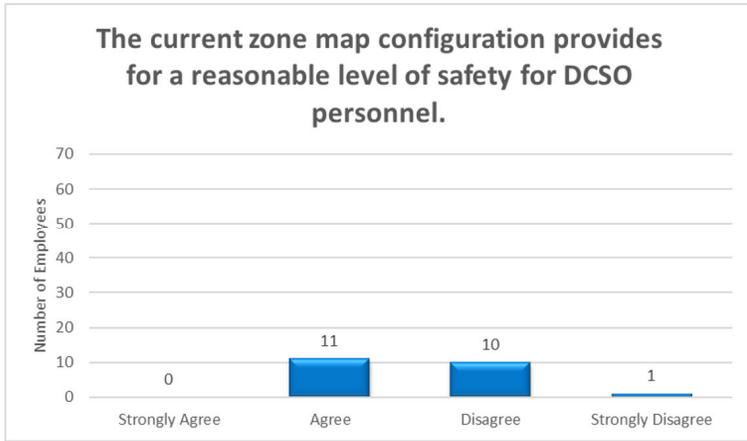
Strongly Agree	0%
Agree	18%
Disagree	59%
Strongly Disagree	23%



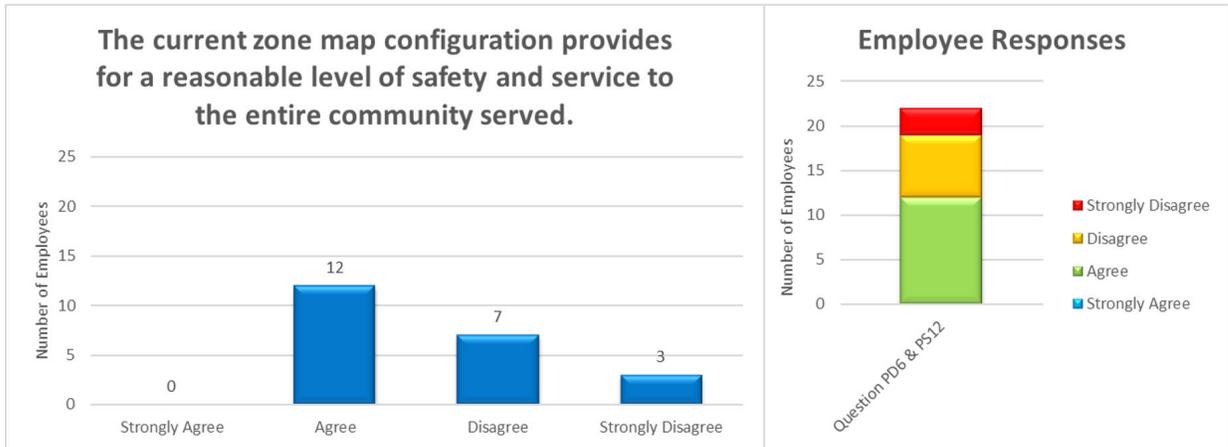
Strongly Agree	0%
Agree	82%
Disagree	18%
Strongly Disagree	0%



Strongly Agree	0%
Agree	55%
Disagree	32%
Strongly Disagree	14%



Strongly Agree	0%
Agree	50%
Disagree	45%
Strongly Disagree	5%



Strongly Agree	0%
Agree	55%
Disagree	32%
Strongly Disagree	14%

ASSESSMENT

The current level of staffing in patrol is insufficient and the current schedule does not optimize use of patrol operations deputies and supervisors. The current minimum patrol staffing does not provide for appropriate coverage and supervision.

The unique geography of the county contributes to difficulty in safe and timely response and mutual aid cannot be routinely relied upon. The in-season raises the population, congestion, traffic, and sheriff service substantially.

The patrol deputies and sergeants report having significant contact with persons with mental health concerns as well as substance abuse. They also responded that current staffing levels are insufficient to provide reasonable levels of safety to themselves as well as the county they serve.

In order to provide a more appropriate level of patrol coverage, the consultants recommend increasing the number of patrol deputies and sergeants, converting annual work hours to 2080, staffing patrol shifts with four teams working 12-hour shifts, no longer assigning the sergeant dual responsibility for zone coverage and overall shift supervision, and reconfiguring the zone map to provide for six zones.

To establish proper coverage in patrol, it is recommended that a two phased approach be taken to adding staff. In Phase One, two deputies and one sergeant would be added. Then, in Phase

Two, an additional three deputies would be added. This phased approach is recommended to aid in maintaining budget control while additionally managing onboarding challenges that can arise from adding additional personnel simultaneously.

In Phase One, the minimum patrol staffing level should be raised to four. In Phase Two, the minimum patrol staffing level should be raised to five. The Phase Two staffing levels of 39.5 sworn performing policing functions brings staffing numbers closer to state and national levels in the off-season yet is still substantially lower during the in-season. The off-season number of sworn per thousand population rises to 2.09, close to the state and national average of 2.1. The in-season however is at .158 sworn per thousand.

As can be seen by the in-season staffing ratio, patrol is still short during this timeframe. Therefore, it is recommended that from mid-May until mid-October patrol and investigative deputies and supervisors will not be scheduled for non-mandatory training and other non-essential administrative functions.

The two following patrol schedules are recommended for the Patrol Division. They are based on two phases of adding additional patrol staff. In Phase One, staffing is increased by one sergeant and two deputies for a total of 25. In Phase Two, staffing is increased by an additional three deputies for a total of 28.

The Phase One 12-hour patrol schedule requires annual standard hours worked of 2080. Moving the DCSO's Patrol Division to a 12-hour schedule causes the three existing shifts to be reallocated to two shifts and four patrol teams. Each team would follow a 14 day on/off rotation in the following manner: two days on, two days off, three days on, two days off, two days on, and three days off. Each team will need to have one sergeant and five deputies. This results in an additional staffing need of one sergeant and two deputies. The Canine Deputy will not be assigned to a team, will not count toward team manpower and will float. **The Phase One 12 Hour patrol schedule requires a minimum on-street staffing level of one supervisor and three deputies for a total of four.** See Table 12 for more information.

There are numerous advantages to a 12-hour patrol schedule. Among the benefits are, allowing up to two deputies off each day for sick, vacation, training, military or FMLA, while still meeting the minimum patrol staffing level of four. Supervision becomes more consistent as the same sergeant works every shift with their team and there are no rotating days off. The reduction in days supervised by an OIC (which is at least two days per week in other schedules) also results in a savings of premium pay to the OICs.

Additional ancillary advantages of the 12-hour schedule include, the ability to have consistently 14 out of every 28 days off, with younger deputies placing a high priority on personal time away, this allows them personal time without the use of benefit time.

Deputies with less seniority do not sacrifice preferable days off to those with more seniority, they do not have to wait years to have enough seniority to share preferable days off.

With the current six days on, three days off schedule, some DCSO's deputies have cited a stronger comradery on their team since they are on the same rotation as other deputies. The 12-hour schedule will grow this rotational team comradery to the entire team and build cohesion amongst each team.

Disadvantages of the 12-hour patrol schedule consist of having to add one additional patrol sergeant and two patrol deputies to staff the fourth patrol team.

There are seven 12-hour shifts per two-week pay period equaling 84 hours. To mitigate the additional pay one day per pay period per deputy can be scheduled as an eight-hour day when the minimum patrol staffing levels are exceeded. This is typically accomplished by a deputy reporting four hours after the shift begins or leaving four hours early.

When unforeseen staff shortages occur, such as a sick call, it is more difficult to staff the vacancy because of complicating factors. Simply ordering on-duty personnel to stay for another half shift and ordering personnel in from the oncoming shift six hours early will result in an 18-hour shift for those deputies, which may not be a safe alternative due to fatigue. This usually limits the available personnel for call-in to those who are on a day off that is not adjacent to the additional time worked. Conversely, the availability of half the days of the year off may entice some deputies to be more inclined to accept a last minute call for overtime since they have more days off with this schedule and the twelve-hour shift is more profitable than the shorter eight-hour shifts.

When staffing shortages occur that require overtime pay to fill, the cost rises from eight hours overtime pay to twelve, a 50% increase over eight-hour shifts. Some deputies may be less inclined to volunteer for a twelve-hour shift than an eight-hour shift.

Some departments note that because deputies work directly opposite shifts (one team is always off when the others are working) the deputies may not have meaningful interaction with half of the department during any given year.

An extension to the issue above is that when shifts do not change during a time period when command staff is present, some departments' command staff comment that they rarely see the deputies and supervisors on the night shifts. This can be partially addressed by scheduling the

shift change time when command staff is typically present. The flip side to this is that some departments report that the evening and midnight shifts are more resisted by the deputies than the day shift. If all four shifts either begin or end at an undesirable time (between 2100-2400 hours) the deputies may be less supportive of the 12-hour shifts.

Table 12: 12 Hour Patrol Schedule (Phase One)

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
Team A 0600-1800														
Sergeant	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 1 (1 st OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 2 (2 nd OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 4	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 5	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Staffing	Other team	Other team	1/5	1/5	Other team	Other team	Other team	1/5	1/5	Other team	Other team	1/5	1/5	1/5
Team B 0600-1800														
Sergeant	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 1 (1 st OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 2 (2 nd OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 4	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 5	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Staffing	1/5	1/5	Other team	Other team	1/5	1/5	1/5	Other team	Other team	1/5	1/5	Other team	Other team	Other team
Team C 1800-0600														
Sergeant	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 1 (1 st OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 2 (2 nd OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 4	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 5	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Staffing	Other team	Other team	1/5	1/5	Other team	Other team	Other team	1/5	1/5	Other team	Other team	1/5	1/5	1/5
Team D 1800-0600														
Sergeant	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 1 (1 st OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 2 (2 nd OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 4	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 5	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Staffing	1/5	1/5	Other team	Other team	1/5	1/5	1/5	Other team	Other team	1/5	1/5	Other team	Other team	Other team
Deputy Canine (1300-0100 HRS)	O	W	W	O	O	W	W	O	O	W	W	W	O	O

The Phase Two 12-hour patrol schedule requires the same annual standard hours worked of 2080 as Phase One. Moving the DCSO's Patrol Division to a 12-hour schedule still causes the three existing shifts to be reallocated to two shifts and four patrol teams. Each team would follow a 14 day on/off rotation in the following manner: two days on, two days off, three days on, two days off, two days on, and three days off. Unlike Phase One, in Phase Two each team will need to have one sergeant and six deputies. This results in an additional staffing need of one sergeant and five deputies which is three more deputies than in Phase One. **The Phase Two 12-hour patrol schedule requires a minimum on-street staffing level of one supervisor and four deputies for a total of five.** See Table 13 for more information.

In Phase Two, all the advantages of Phase One are maintained and one additional advantage that occurs is the minimum staffing is increased by one deputy from three deputies to four deputies.

All disadvantages from Phase Two are maintained but one additional disadvantage in Phase Two is that the Canine Deputy is assigned to a team, will count toward team manpower and will not float.

Table 13: 12 Hour Patrol Schedule (Phase Two)

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
Team A 0600-1800														
Sergeant	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 1 (1 st OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 2 (2 nd OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 4	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 5	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 6	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Staffing	Other team	Other team	1/6	1/6	Other team	Other team	Other team	1/6	1/6	Other team	Other team	1/6	1/6	1/6
Team B 0600-1800														
Sergeant	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 1 (1 st OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 2 (2 nd OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 4	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 5	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 6	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Staffing	1/6	1/6	Other team	Other team	1/6	1/6	1/6	Other team	Other team	1/6	1/6	Other team	Other team	Other team
Team C 1800-0600														
Sergeant	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 1 (1 st OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 2 (2 nd OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 4	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 5	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 6	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Staffing	Other team	Other team	1/6	1/6	Other team	Other team	Other team	1/6	1/6	Other team	Other team	1/6	1/6	1/6
Team D 1800-0600														
Sergeant	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 1 (1 st OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 2 (2 nd OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 4	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 5	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 6	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Staffing	1/6	1/6	Other team	Other team	1/6	1/6	1/6	Other team	Other team	1/6	1/6	Other team	Other team	Other team

An additional issue that affects both the Patrol and Investigative Division is that of the responsibilities of the Field Services Lieutenant, who has overall command of both divisions. In addition to regular duties of supervising the Patrol and Investigative Divisions the Field Services Lieutenant has numerous duties of administrative nature. These duties take away from sufficient time to supervise and assist with matters in patrol and investigations. Those administrative duties identified are:

- Coordinating and providing department training programs; includes record keeping, reporting, evaluating, and recommending specific training for individuals and groups of employees.
- Development of daily long-range planning of the Office for the Sheriff and Chief Deputy.
- Effectively recommend and take necessary disciplinary action on subordinate personnel.
- Conduct internal investigations.
- Handle citizen complaints.

Recommendations

- *Convert patrol deputies and sergeants annual work hours to 2080. **Priority 1***
- *Staff patrol shifts with four teams working 12-hour shifts. **Priority 1***
- *Do not assign a sergeant responsibility for zone coverage as well as overall supervision of the shift. **Priority 1***
- *Reconfigure the zone map to provide for six zones. **Priority 1***
- *Patrol minimum staffing should increase to four at all times during Phase One (one supervisor and three deputies). **Priority 1***
- *Patrol minimum staffing should increase to five at all times during Phase Two (one supervisor and four deputies). **Priority 1***
- *From mid-May until mid-October patrol and investigative deputies and supervisors will not be scheduled for non-mandatory training and other non-essential administrative functions. **Priority 1***
- *The administrative duties the Field Services Lieutenant performs that are not directly related to the patrol or investigations function should be transferred to the new Professional Standards Division. **Priority 2***

INVESTIGATIVE DIVISION

The Investigative Division is commanded by the Field Services Lieutenant. The Investigative Sergeant reports directly to the Field Services Lieutenant. The sergeant directly supervises two Investigators, one Investigator assigned to the Kewaunee/Door County Drug Task Force, three School Resource Officers and a part-time Forensic Investigator. The sergeant and two investigators work Monday through Friday 8 am until 4 pm and are subject to call outs. The Investigator assigned to the Drug Task Force flexes scheduling to accommodate the cases being worked. School Resource Officers work primarily Monday through Friday days in conjunction

with the school schedule. The Sheriff’s Office has a three-year contract with the schools, with the School Resource Officers scheduled for 1952 hours per year. As the positions were recently assigned in the fall of 2019 the officers have not yet worked an entire year. However, it is planned that the officers use vacation and other time off during the summer to accommodate presence at the schools during the school year. They may also be used to support field services functions during the summer. The Forensic Investigator is a Sturgeon Bay police officer that is funded at 50% by the Sheriff’s Office; and thereby devotes 50% of work time to Door County investigations.

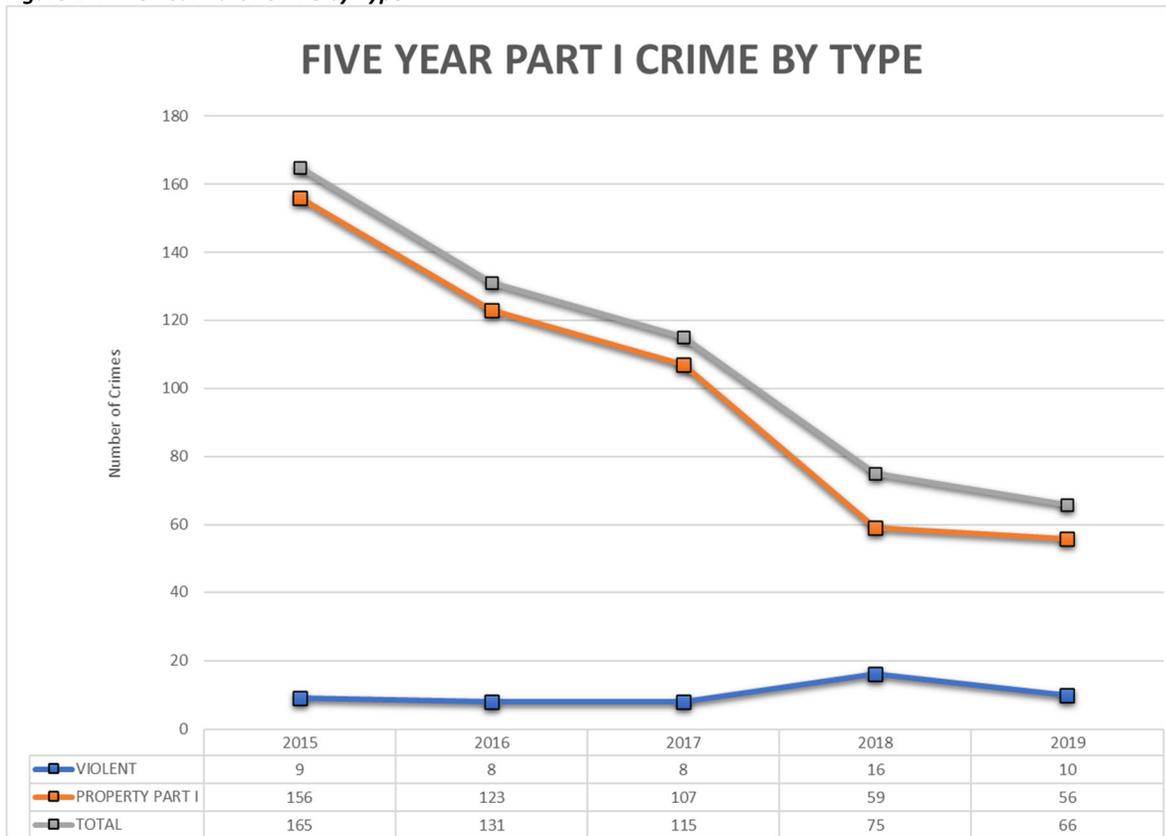
Table 14: Five Year Part I Crime

	HOMICIDE	RAPE	ROBBERY	AGG ASSAULT	BURGLARY	LARCENY THEFT	MOTOR VEHICLE THEFT	ARSON	HUMAN TRAFFICKING - SEX	HUMAN TRAFFICKING - INVOLUNTARY SERVITUDE	TOTAL
2019	0	4	0	6	10	43	3	0	0	0	66
2018	0	10	0	6	1	56	2	0	N/A	N/A	75
2017	0	1	0	7	29	73	4	1	N/A	N/A	115
2016	0	3	0	5	18	103	2	0	N/A	N/A	131
2015	0	4	0	5	31	122	3	0	N/A	N/A	165

Source: Wisconsin Department of Justice UCR Offense Data

Between 2015 and 2019, Part I crime has decreased by 60%. During this same five-year period, Violent Part I crime has increased by 11% or one crime (10 versus 9). Property Part I crime has decreased by 64% or 100 crimes (156 versus 56). The percentage of Part I crime that is violent has increased from 5% to 15% while the percentage of Property Part I crime that is property has decreased from 95% to 85%.

Figure 14: Five Year Part I Crime by Type

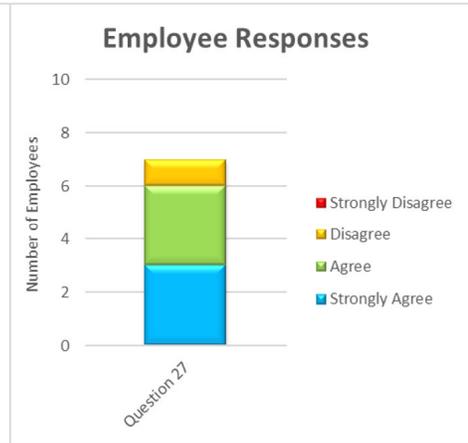
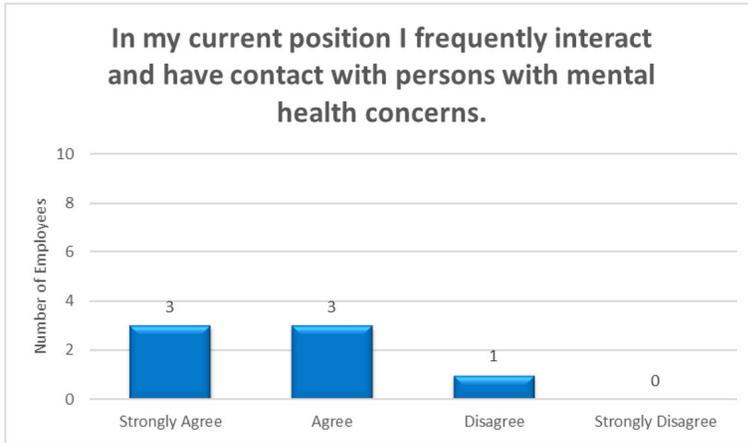


EMPLOYEE SURVEY

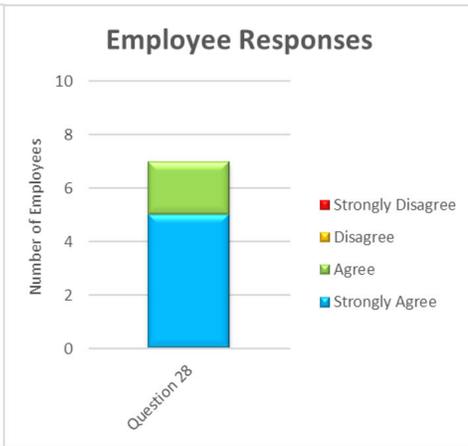
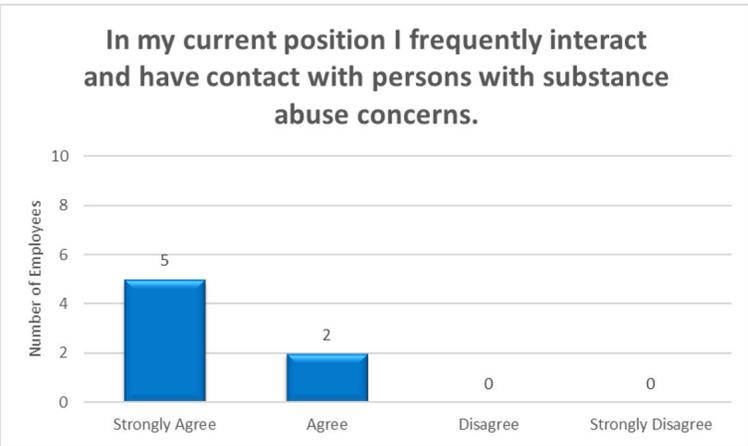
Investigative Division deputies and sergeants provided information on their frequency of contacts with persons with mental health concerns, substance abuse, and staffing levels. Detailed information is provided in the following graphs.

Responses include 86% of those interviewed reporting that they frequently interact with persons with mental health concerns and 100% frequently interact with persons with substance abuse concerns.

Despite the frequency of interaction with persons with mental health and substance abuse issues, 86% of those interviewed reported confidence in the ability of the agency to consistently provide expected levels of safety and service to the community served by the Investigative Division and 100% expressed confidence in the agency's ability to provide for reasonable levels of safety for personnel in the division.



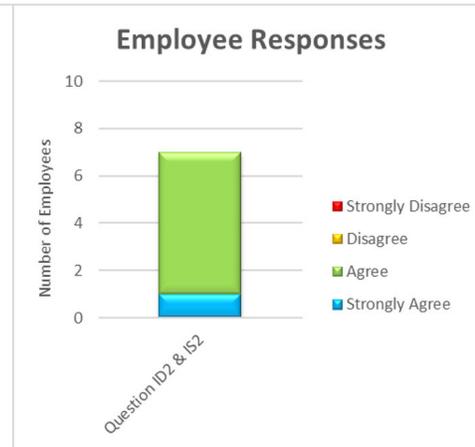
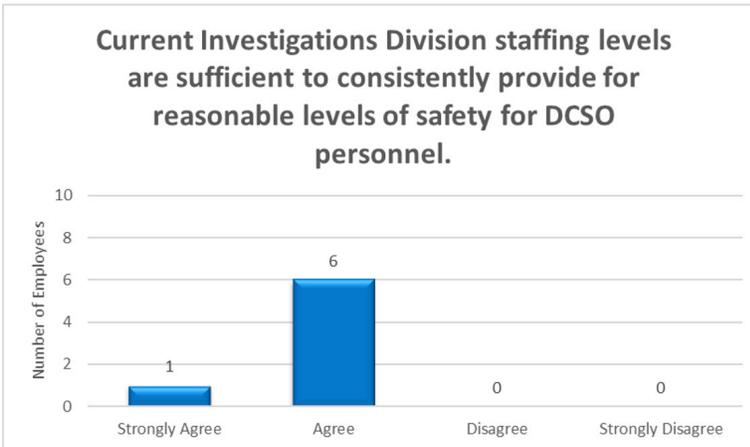
Strongly Agree	43%
Agree	43%
Disagree	14%
Strongly Disagree	0%



Strongly Agree	71%
Agree	29%
Disagree	0%
Strongly Disagree	0%



Strongly Agree	14%
Agree	43%
Disagree	43%
Strongly Disagree	0%



Strongly Agree	14%
Agree	86%
Disagree	0%
Strongly Disagree	0%

ASSESSMENT

The Investigative Division is sufficiently staffed to perform the basic investigative functions, but there are improvements that can be made to optimize staffing and performance. The following issues were found during the course of the study. The personnel in the division are split regarding staffing providing expected levels of safety and service to the community with 57% agreeing or strongly agreeing that they do, with 43% disagreeing. Comments received indicated that for general crime investigation staffing is sufficient, but there may be a need for additional support in drug investigations. Furthermore, consultants are concerned that a part-time forensic investigator, who is a Sturgeon Bay police officer, may be insufficient for the amount of forensic (digital electronic) work required. More and more, criminal cases of all nature are intertwined with evidence of a digital nature. Consultants recommend this function be supplemented by assigning and training one of the general investigators in basic digital forensic investigative procedures, to be performed as a collateral duty.

It is difficult to exactly determine the caseloads of the investigators. No actual tracking or assignment log is kept. Investigators names are attached to case numbers in the Spillman records management system, but there is no further information readily derived. Consultants recommend responsibility for better use of the Spillman system be initially assigned to a new position on the organizational chart of Professional Standards Captain.

Regarding scheduling all general investigators work Monday through Friday days. There is no regular coverage at any time in the evenings or weekends. Although with limited staff it is difficult to greatly expand coverage, it is recommended a trial alternative schedule be developed. Weekend and evening coverage were considered. It is recommended that a trial period be initiated in which one of the two general investigators works from 1pm to 9pm Monday through Friday. This will allow for overlap for division meetings and coordination. It will allow the night investigator to conduct follow-up on cases in which persons cannot be contacted during the day, as well as the day shift investigator being able to follow-up on issues for the night investigator. It will also provide more frequent contact with night shift patrol and investigators.

The evidence storage and accounting function is controlled by the Investigative Division with the sergeant overall in charge using the Drug Task Force Investigator as back-up. This function should be the responsibility of a different division. Those that collect, submit, and testify regarding evidence should not also have the duty of the procedures to safely maintain it. Therefore, it is recommended that the evidence storage responsibility be transferred to the new Professional Standards Division. This will also serve to free up time for the Drug Task Force Investigator as well as the Investigations Sergeant.

In addition to regular duties of investigation and supervision the division sergeant has numerous duties of administrative nature. These duties take away from sufficient time to supervise and assist with investigations. Those administrative duties identified are:

- Setting up training and maintaining records for personnel.
- Conducting background checks for applicants.
- Evidence room custodial duties.
- Facilitation of drug take-back program.
- Building 10 duties including facilitating insurance inspections of crashed vehicles, and processing of disposal of released vehicles.
- Responsibilities of duties with SWAT, dive team, boat patrol, MRAP, and command vehicle.
- Video retrieval.
- Maintaining adequate evidence gathering supplies.
- Grants within the division.

To alleviate the concerns noted and to optimize performance in this division it is recommended that these aforementioned administrative duties be transferred and assigned to the responsibility of a Professional Standards Captain that consultants recommend be added to the organizational structure.

Recommendations

- *At the end of the three-year contract with the schools convert annual work hours of School Resource Officers to 2080. **Priority 3***
- *Assign and train one of the general investigators in basic digital forensic investigative procedures, to be performed as a collateral duty. **Priority 2***
- *Transfer the evidence storage responsibility to the new Professional Standards Division. **Priority 2***
- *The captain in the new Professional Standards Division should assist in developing a tracking system for the Investigative Division for case management. **Priority 2***
- *A trial period should be initiated in which one of the two general investigators works from 1pm to 9pm Monday through Friday. **Priority 2***
- *The administrative duties that the Investigative Sergeant performs which are not directly related to the investigations function should be transferred to the new Professional Standards Division. **Priority 2***

JAIL DIVISION

The Jail Division is commanded by the Jail Lieutenant. Three jail shifts are each staffed with one sergeant and five Security Deputies assigned to eight hours shifts. The shifts work six days on and three days off. Six part-time Security Deputies are used to fill-in staff when vacancies occur. This schedule provides for a weekend off for each deputy approximately every six weeks.

The current 8-hour jail schedule requires annual standard hours worked of 1947. Each full-time deputy and sergeant work a 6 days on and 3 days off rotation. The minimum staffing level

consists of one supervisor plus three deputies for a total of four. Table 15 shows current scheduling.

Table 15: Jail Division Current Rotation Schedule (Six Days On Three Days Off)

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
Day Shift														
Sergeant	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 1	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 2 (2 nd OIC)	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 3	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 4 (1 st OIC)	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 5	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Staffing P1	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3
Evening Shift														
Sergeant	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 1	W	W	W	O	O	O	W	W	W	W	W	W	O	O
Deputy 2 (1 st OIC)	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 3	O	O	O	W	W	W	W	W	W	O	O	O	W	W
Deputy 4 (2 nd OIC)	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Deputy 5	W	W	W	W	W	W	O	O	O	W	W	W	W	W
Staffing	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3
Night Shift														
Sergeant	W	W	W	W	W	O	O	O	W	W	W	W	W	W
Deputy 1	W	W	W	W	W	O	O	O	W	W	W	W	W	W
Deputy 2 (2 nd OIC)	W	W	O	O	O	W	W	W	W	W	W	O	O	O
Deputy 3 (1 st OIC)	W	W	O	O	O	W	W	W	W	W	W	O	O	O
Deputy 4	O	O	W	W	W	W	W	W	O	O	O	W	W	W
Deputy 5	O	O	W	W	W	W	W	W	O	O	O	W	W	W
Staffing	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3	1/3

The current practice is the schedule is posted and bid annually. The part-time staff is used to fill vacancies (training, vacation, FMLA as they occur). The part-time schedule is set monthly. Part-time jail deputies then identify vacancies that they want to work and sign up to fill the identified vacancies. When this process is finished, the remaining vacancies are posted for full-time deputies to work the shift on overtime pay.

This can result in an extremely varied schedule for each part-time jail deputy and no consistent pattern can be discerned, therefore, the part-time jail deputies are not included in this sample of the current work schedule.

The following table shows the average daily inmate population and annual bookings for the previous three years.

Table 16: Three Year Jail Daily Population & Annual Bookings

	2017	2018	2019	Average
Average Daily Population	73	79	80	77
Annual Bookings	939	877	889	902

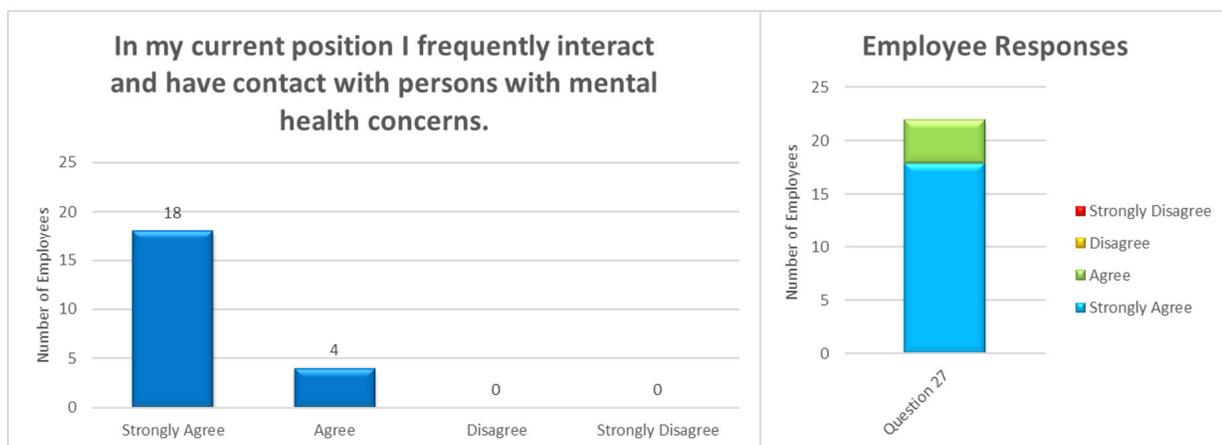
EMPLOYEE SURVEY

Jail Division deputies and sergeants provided information on their frequency of contacts with persons with mental health concerns, substance abuse, and staffing levels. Detailed information is provided in the following graphs.

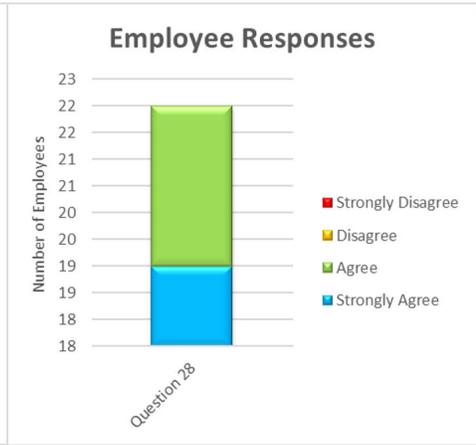
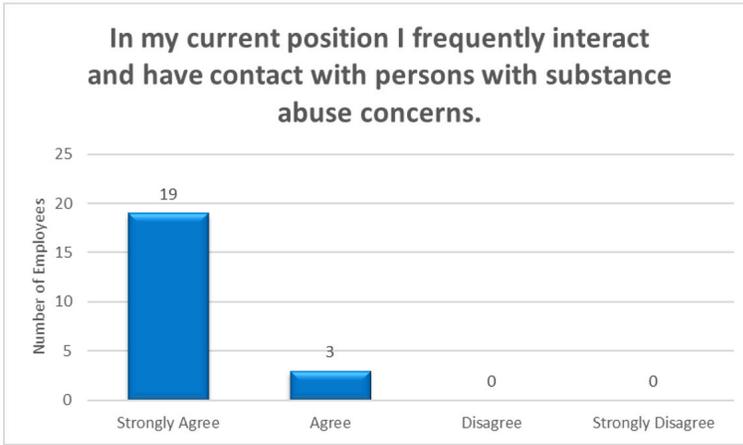
Responses include 100% of those interviewed reporting that they frequently interact with persons with mental health concerns and frequently interact with persons with substance abuse concerns.

Despite the frequency of interaction with persons with mental health and substance abuse issues, 59% expressed confidence in the agency’s ability to provide for reasonable levels of safety for personnel in the Jail Division.

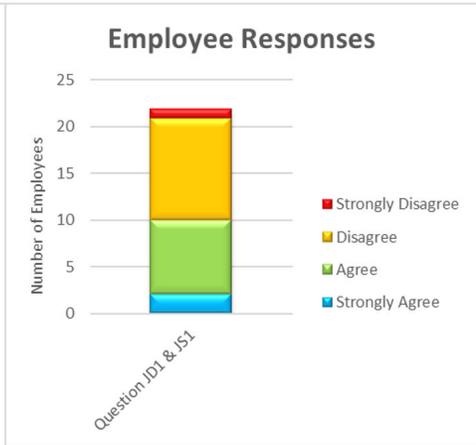
Of those interviewed, 55% reported concern regarding the ability of the agency to consistently provide expected levels of safety and service to the community served by the Jail Division.



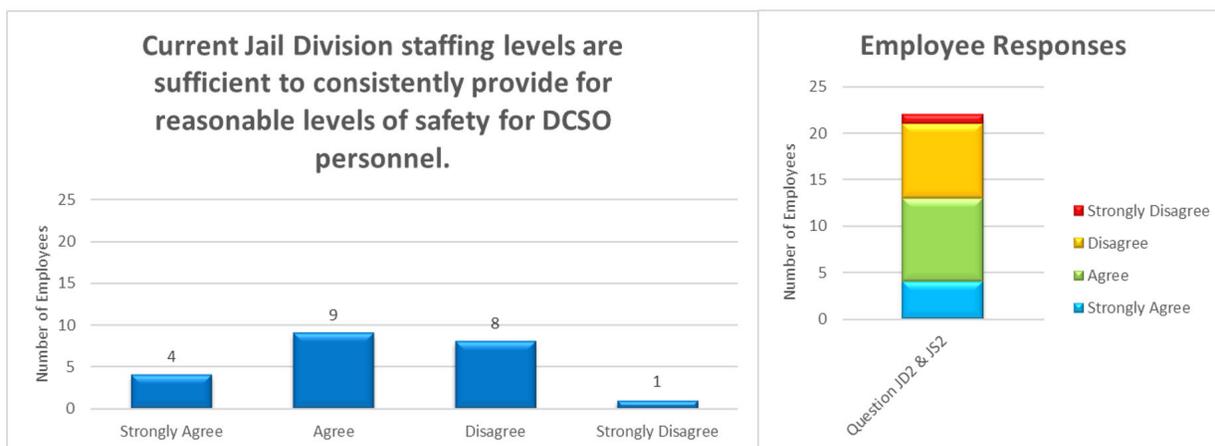
Strongly Agree	82%
Agree	18%
Disagree	0%
Strongly Disagree	0%



Strongly Agree	86%
Agree	14%
Disagree	0%
Strongly Disagree	0%



Strongly Agree	9%
Agree	36%
Disagree	50%
Strongly Disagree	5%



Strongly Agree	18%
Agree	41%
Disagree	36%
Strongly Disagree	5%

ASSESSMENT

The current schedule does not optimize use of jail operations deputies and supervisors. The current minimum jail staffing does not provide for appropriate coverage and supervision during peak activity periods.

The jail deputies and sergeants report having significant contact with persons with mental health concerns as well as substance abuse.

The respondents were very complimentary of the numerous programs in the jail designed to improve the level of service to the inmates with the goal of helping them better acclimate to life outside of incarceration. They also recognize the value of the revenue derived from Sanctions inmates. Despite this, they reported concern regarding the ability of the agency to consistently provide expected levels of safety and service to the community served by the Jail Division. This is primarily attributed to the increased need for direct monitoring and escorting of inmates that are engaged in these numerous programs.

To provide for a higher level of jail coverage consultants recommend increasing the number of Jail Sergeants by one, converting annual work hours to 2080 and staffing jail shifts with four teams working 12-hour shifts. Consultants also recommend that all work shifts, including part-time jail deputy work shifts be determined at the beginning of each year by the shift sergeant, based on the needs of the department, (such as minimum staffing levels and statutory gender

requirements) and that the current practice of awarding shifts based solely on seniority be discontinued.

In addition to regular duties of jail supervision and management, the division lieutenant has numerous duties of administrative nature. These duties take away from sufficient time to supervise and assist with matters in the jail. Those administrative duties identified are:

- Receive and process complaints and grievances from employees and make recommendations to the sheriff on any needed action.
- Prepare the jail budget, monitor the budget, and prepare reports and analysis as required. Responsible to report fiscal status of jail and court services operations, including managing accounts receivable and accounts payable.
- Research, plan, organize, and conduct division training. Responsible for training of jail and court services employee's in compliance with the state's certification program. Administer in-service training programs.
- Manage all aspects of contracted services in the division. These contracts include: inmate housing (state and county), inmate food service, inmate laundry, inmate commissary, inmate health service, and alcohol and drug abuse screening.
- Ensure that all inmate complaints are investigated.

The 12-hour jail schedule requires annual standard hours worked of 2080. Moving the DCSO's Jail Division to a 12-hour schedule causes the three existing shifts to be reallocated to two shifts and four jail teams. Each team would follow a 14 day on/off rotation in the following manner: two days on, two days off, three days on, two days off, two days on, and three days off. Each team will need to have one sergeant and five to six deputies. This results in an additional staffing need of one sergeant. **The minimum staffing level consist of one supervisor plus three deputies for a total of four.** See Table 17 for more information.

Table 17: 12 Hour Jail Schedule

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
	M	T	W	TH	F	SA	SU	M	T	W	TH	F	SA	SU
Team A 0600-1800														
Sergeant	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 1 (1 st OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 2 (2 nd OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 4	O	O	W	W	O	O	O	W	W	O	O	W	W	W
P/T Deputy 1	O	O	W	W	O	O	O	O	O	O	O	W	W	O
P/T Deputy 2	O	O	O	O	O	O	Team B	W	W	O	O	O	O	W
Staffing	Other team	Other team	1/5	1/5	Other team	Other team	Other team	1/5	1/5	Other team	Other team	1/5	1/5	1/5
Team B 0600-1800														
Sergeant	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 1 (1 st OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 2 (2 nd OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 4	W	W	O	O	W	W	W	O	O	W	W	O	O	O
P/T Deputy 2	O	O	O	O	O	O	W	Team A	Team A	O	O	O	O	Team A
P/T Deputy 3	O	O	O	O	W	W	O	O	O	W	W	O	O	O
P/T Deputy 4	W	W	O	O	O	O	Team D	O	O	O	Team D	O	O	O
Staffing	1/5	1/5	Other team	Other team	1/5	1/5	1/5	Other team	Other team	1/5	1/5	Other team	Other team	Other team
Team C 1800-0600														
Sergeant	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 1 (1 st OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 2 (2 nd OIC)	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 3	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Deputy 4	O	O	W	W	O	O	O	W	W	O	O	W	W	W
Staffing	Other team	Other team	1/4	1/4	Other team	Other team	Other team	1/4	1/4	Other team	Other team	1/4	1/4	1/4
Team D 1800-0600														
Sergeant	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 1 (1 st OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 2 (2 nd OIC)	W	W	O	O	W	W	W	O	O	W	W	O	O	O
Deputy 3	W	W	O	O	W	W	W	O	O	W	W	O	O	O
P/T Deputy 4	Team B	Team B	O	O	O	O	W	O	O	O	W	O	O	O
P/T Deputy 5	W	W	O	O	O	O	O	O	O	W	W	O	O	O
P/T Deputy 6	O	O	O	O	W	W	O	O	O	W	W	O	O	O
Staffing	1/4	1/4	Other team	Other team	1/4	1/4	1/4	Other team	Other team	1/4	1/5	Other team	Other team	Other team

Current practice is for jail supervisors to schedule full-time deputies first and then post schedule vacancies in advance of the schedule effective date. Part-time jail deputies then identify vacancies that they want to work and sign up to fill the identified vacancies. When this

process is finished, the remaining vacancies are posted for full-time deputies to work the shift on overtime pay. This can result in an extremely varied schedule for each part-time jail deputy and no consistent pattern can be discerned.

Consultants recommend that all work shifts, including part-time jail deputy work shifts be determined at the beginning of each year by the Jail Lieutenant, based on the needs of the department, (such as minimum staffing levels and statutory gender requirements) and that the current practice of awarding shifts based solely on seniority be discontinued. The same established schedule should then be repeated by the shift sergeant each pay period throughout the year. If the requirement for shifts to be awarded strictly by seniority remains in effect, the bidding process could be for established positions on the schedule, such as “Team A Deputy”, “Part-time Deputy 1”, etc., rather than for specific days off on a particular shift.

The agency should also consider adding additional part-time jailers. This would provide for additional coverage as needed. This will permit more shifts to be staffed at straight time pay and not violate the 48 hour per pay period rules.

Current authorized strength for Jail Division is three sergeants and 15 Jail Deputies, which can be broken down into three four-person teams for Teams A, B & C and a three-person team for Team D. One additional Jail Sergeant will need to be authorized. Authorized part-time strength for Jail Deputies is six deputies, working 48 hours in two-week pay period. Distribution of the six part-time deputies raises both day shift teams (A & B) to a minimum of one supervisor and five deputies every day and both night-shift teams (C & D) to a minimum of one supervisor and four deputies every day with Team D having one day with five deputies. This accommodates at least one deputy off each day for sick, vacation, training, military, FMLA, etc. and still meet minimum staffing level on the shifts.

The staffing needs of the department are provided for in a more timely and efficient manner. The time and effort to establish the schedule is done with care once before the first schedule of the year is implemented and there is no need to revamp the schedule multiple times throughout the year, saving staff time needed to maintain the schedule. The staff time saved includes the supervisor preparing the schedule as well as all of the employees that must submit their preferences multiple times during the year to fill vacancies. This reduces the margin of error caused by repeating a complicated process for establishing the schedule, involving multiple employees each month. Employees can be provided with a schedule for the entire year, which helps to predict their days off far in advance. This assists employees with requesting benefit time off adjacent to their scheduled days off. This assists employees with planning their personal lives, including child or elder care and attendance at family and social events.

There are numerous advantages to a 12-hour jail schedule. Among the benefits are, allowing up to two to three deputies (depending on the team) off each day for sick, vacation, training, military or FMLA, while still meeting the minimum jail staffing level of four. Supervision becomes more consistent as the same sergeant works every shift with their team and there is no rotating to different days off. The reduction in days supervised by an OIC (which is at least two days per week in other schedules) also results in a savings of premium pay to the OICs.

Additional ancillary advantages of the 12-hour schedule include the ability to have consistently 14 out of every 28 days off, with younger deputies placing a high priority on personal time away, this allows them personal time without the use of benefit time.

Deputies with less seniority do not sacrifice preferable days off to those with more seniority, they do not have to wait years to have enough seniority to share preferable days off.

With the current six days three days off schedule, some DCSO's deputies have cited a stronger comradery on their team because they are on the same rotation as other deputies. The 12-hour schedule will grow this rotational team comradery to the entire team and build cohesion amongst each team.

Disadvantages of the 12-hour schedule includes needing one additional Jail Sergeant to be added to staff the fourth jail team. There are seven 12-hour shifts per two-week pay period equaling 84 hours. To mitigate the additional pay one day per pay period per deputy can be scheduled as an eight-hour day when the minimum jail staffing levels are exceeded. This is typically accomplished by a deputy reporting four hours after the shift begins or leaving four hours early. It is recommended that these days are scheduled in advance as well. This eliminates scheduling conflicts caused by too many deputies waiting until the end of the pay period to request their eight hour day, which may result in the payment of overtime for those who are denied the eight hour day due to the minimum staffing levels.

When unforeseen staff shortages occur, such as a sick call, it is more difficult to staff the vacancy because of complicating factors. Simply ordering on-duty personnel to stay for another half shift and ordering personnel in from the oncoming shift six hours early will result in an 18-hour shift for those deputies, which may not be a safe alternative due to fatigue. This usually limits the available personnel for call-in to those who are on a day off that is not adjacent to the additional time worked. Conversely, the availability of half the days of the year off may entice some deputies to be more inclined to accept a last minute call for overtime since they have more days off with this schedule and the twelve-hour shift is more profitable than the shorter eight-hour shifts.

When staffing shortages occur that require overtime pay to fill, the cost rises from eight hours overtime pay to twelve, a 50% increase over eight-hour shifts. Some deputies may be less inclined to volunteer for a twelve-hour shift than an eight-hour shift.

Some departments note that because deputies work directly opposite shifts (one team is always off when the others are working) the deputies may not have meaningful interaction with half of the department during any given year.

An extension to the issue above is that when shifts do not change during a time period when command staff is present, some departments' command staff comment that they rarely see the deputies and supervisors on the night shifts. This can be partially addressed by scheduling the shift change time when command staff is typically present. The flip side to this is that some departments report that the evening and midnight shifts are more resisted by the deputies than the day shift. If all four shifts either begin or end at an undesirable time (between 2100-2400 hours) the deputies may be less supportive of the 12-hour shifts.

Recommendations

- *Convert jail deputies annual work hours to 2080. **Priority 1***
- *One additional Jail Sergeant will need to be authorized. **Priority 1***
- *The Jail Division should change to a 12-hour schedule with four shift teams. **Priority 1***
- *All work shifts, including part-time Jail Deputy work shifts be determined at the beginning of each year by the shift sergeant, based on the needs of the department. **Priority 1***
- *Schedule shifts for part-time jailers as part of regular scheduling. **Priority 1***
- *Part-time jailers should be regularly scheduled to work 48 hours per two-week cycle. **Priority 1***
- *The current practice of awarding shifts based on seniority should be discontinued. The gender requirement should stay in place. **Priority 1***
- *Increase number of part-time jailers. Will permit more shifts to be staffed at straight time pay and not violate the 48 hour per pay period rules. **Priority 1***
- *The administrative duties that the Jail Lieutenant performs which are not directly related to the jail function should be transferred to the new Professional Standards Division. **Priority 2***

COURT SERVICES UNIT

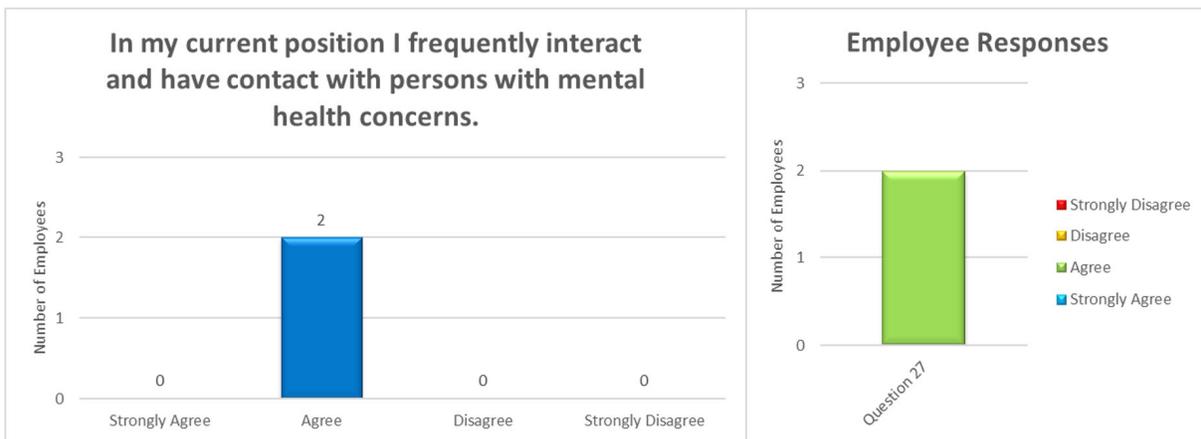
The Court Services Unit is commanded by the Jail Lieutenant. Two Court Security Deputies report to the day shift Jail Sergeant. The Court Security Deputies also assist in the jail as needed. Three part-time Casual Call Special Deputies report to the Jail Lieutenant and are used to fill the security function as needed.

EMPLOYEE SURVEY

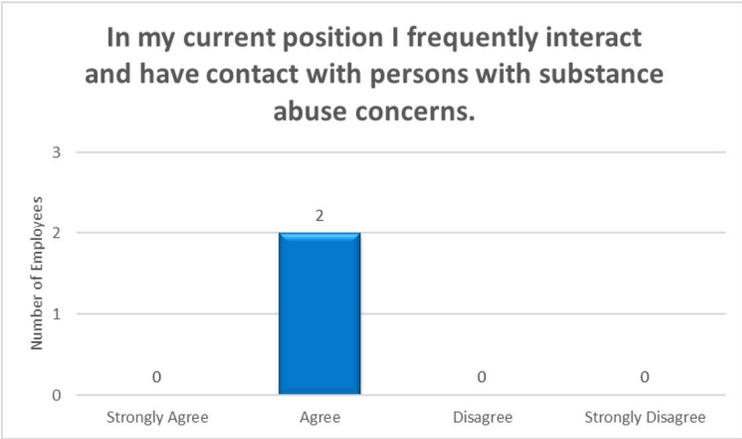
Court Services Unit deputies provided information on their frequency of contacts with persons with mental health concerns, substance abuse, and staffing levels. Detailed information is provided in the following graphs.

Responses include 100% of those interviewed that they frequently interact with persons with mental health concerns and frequently interact with persons with substance abuse concerns.

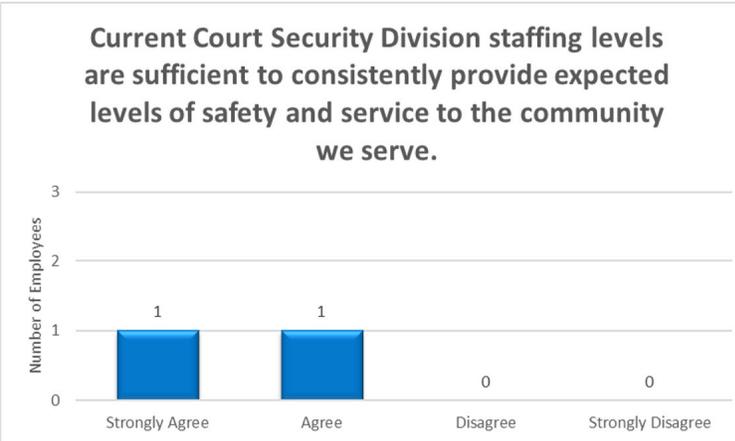
Despite the frequency of interaction with persons with mental health and substance abuse issues, 100% expressed confidence in the agency’s ability to both provide for reasonable levels of safety for personnel and to consistently provide expected levels of safety and service to the community served by Court Services.



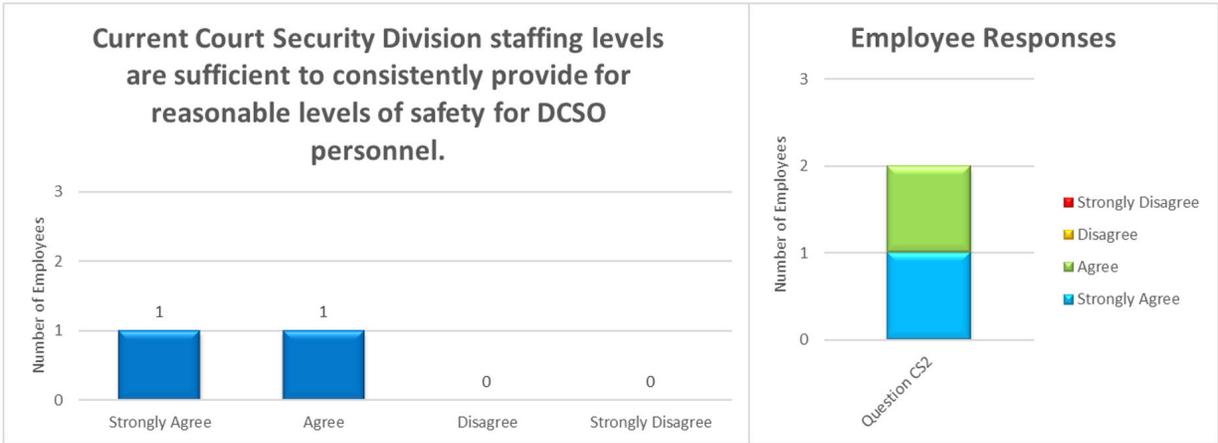
Strongly Agree	0%
Agree	100%
Disagree	0%
Strongly Disagree	0%



Strongly Agree	0%
Agree	100%
Disagree	0%
Strongly Disagree	0%



Strongly Agree	0%
Agree	50%
Disagree	50%
Strongly Disagree	0%



Strongly Agree	0%
Agree	50%
Disagree	50%
Strongly Disagree	0%

ASSESSMENT

The deputies work 2080 hours per year. In addition to their security work in the court, they are called upon to assist in the jail when there are shortages or additional help is needed due to extraordinary circumstances. Court security is also responsible for scheduling prisoner transports and conducting most of these transports.

No additional personnel or schedule changes are needed in this unit.

SUPPORT SERVICES DIVISION

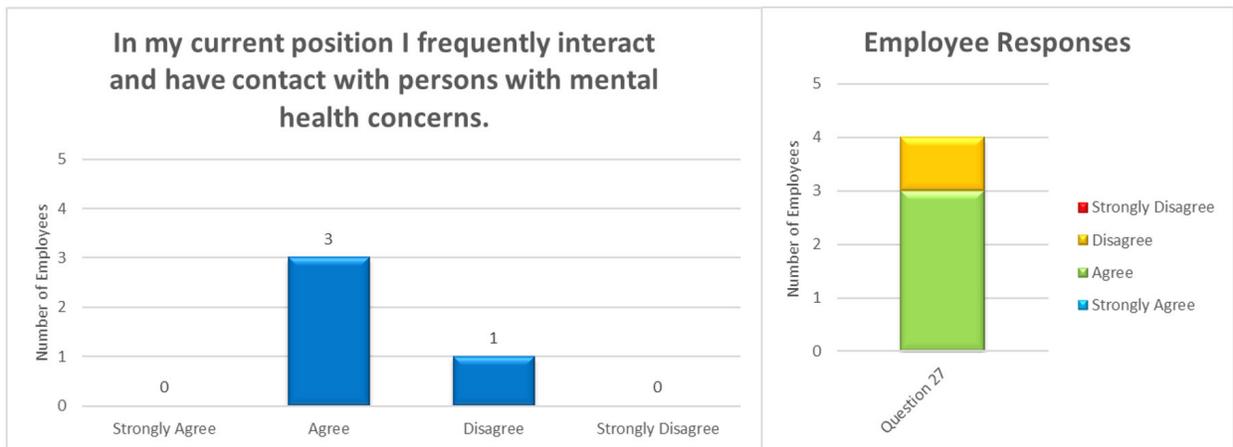
The Support Services Division is commanded by the Chief Deputy. The civilian positions of Administrative Assistant, Records Clerk, and Court Liaison report to the Chief Deputy. The sworn deputy position of Jail Administrative Assistant is positioned on the organizational chart as serving in Support Services Division, but in everyday practice that position reports to the Jail Lieutenant.

EMPLOYEE SURVEY

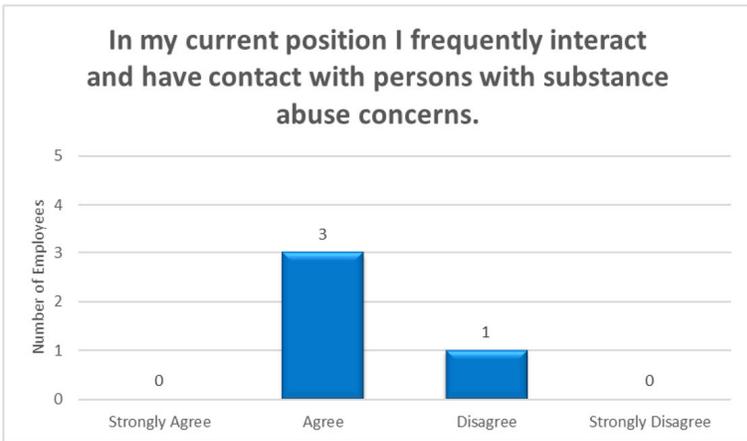
Support services personnel provided information on their frequency of contacts with persons with mental health concerns, substance abuse, and their duties performed. Detailed information is provided in the following graphs.

Responses include 75% of those interviewed reporting that they frequently interact with persons with mental health concerns and frequently interact with persons with substance abuse concerns.

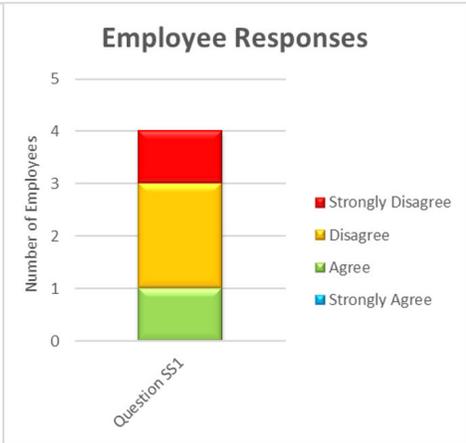
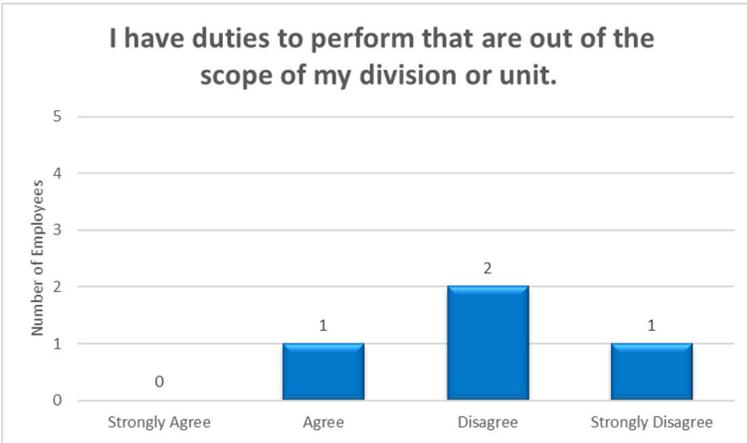
Of those interviewed, 25% reported having duties to perform that are outside of the scope of their division or unit.



Strongly Agree	0%
Agree	75%
Disagree	25%
Strongly Disagree	0%



Strongly Agree	0%
Agree	75%
Disagree	25%
Strongly Disagree	0%



Strongly Agree	0%
Agree	25%
Disagree	50%
Strongly Disagree	25%

ASSESSMENT

Support Services personnel on occasion have contact with persons with mental health or substance abuse issues. However, this is primarily when they encounter them at the front desk, and then call for other personnel to handle. They primarily report that they do not have duties that are outside the scope of their work. No additional personnel or schedule changes are needed in this area.

PROFESSIONAL STANDARDS DIVISION (NEW DIVISION)

The Sheriff's Office does not have a Professional Standards Division devoted to the numerous administrative tasks faced by the agency as well as performing internal investigations. Instead, many of the functions are spread between the commanders of the operations divisions, being the Field Services Lieutenant, Jail Lieutenant, and Investigations Sergeant. Faced with these tasks their availability to serve significant time with actual contact with subordinates is limited. These positions need more time for contact with line positions. From the study it has been identified that the agency needs a separate division to deal with a broad range of administrative functions and duties that are now managed by supervisors in the field services and Jail Divisions. Additionally, the agency needs a division devoted to ensuring professional and unbiased conduct of all personnel. During the course of this project rioting broke out through the country due to the death of an arrestee while in police custody. Now is a critical time for law enforcement agencies to demonstrate their personnel conduct themselves in the upmost professional manner. Therefore, the Professional Standards Division should be added to the organizational structure. This division should be commanded by a captain. The position of captain is recommended to provide stronger oversight of the line operations of patrol, investigations, and jail. Adding a captain to the structure builds capacity, oversight, and more leadership to the agency. The captain rank adds a layer of separation from line personnel. As this position will directly perform all internal investigations for all divisions, the rank of captain provides for the appropriate authority to go along with the duties and responsibilities.

The Professional Standards Captain will have direct supervision of the Field Services and Jail Lieutenants. The captain position will be responsible to ensure that these divisions are consistent in their practices and that they adhere to the highest standards of conduct.

The survey responses of agency personnel strongly show an agency that is well managed and supervised. Personnel clearly understand the chain-of-command, and the mission statement is understood, promoted, and followed. It is reported that supervisors communicate well with subordinates, they provide guidance and instruction, are approachable, show respect and concern for their personnel, and employees are comfortable going to them with concerns.

Three issues were found that show some inconsistencies. Of the employees responding, 23% felt that the chain-of-command is not routinely followed. When asked if supervision is consistent across divisions, shifts and teams, 27% disagreed and 10% strongly disagreed. Related to accountability, 25% of the respondents disagreed that throughout the organization personnel are held accountable, and 5% strongly disagreed (Note: see Survey Responses section for all charts).

The administrative functions performed by the Field Services Lieutenant, Jail Lieutenant, and Investigations Sergeant are listed in their respective sections in previous sections of this report. Major issues recommended for transfer to this division include responsibility for internal investigations and discipline, training, records management, and evidence control.

By adding the Professional Standards Division and the Captain position the agency is showing clearly to the public and the personnel the importance of holding themselves accountable. This is a critical and appropriate time to take this action.

Additionally, there are needs related to social services in which the agency is involved. The agency is incredibly involved in community outreach as well as diversion programs. The diversion programs include *Pathways* which targets persons with problems or history of opioid or meth usage. The second diversion program is *Bridgeways* which targets persons that use THC. As of mid-December 2019, 37 persons had been referred to the diversion programs for that year. The Sheriff's Office is committed to making these programs a success.

The agency each year has identified initiatives to accomplish. In 2020 the initiatives are to establish both peer support and officer wellness programs for Sheriff's Office employees. The position of Mental Health and Community Engagement Officer is recommended to play a major role in facilitating both the diversion programs and the peer support program.

The South Door School District has applied for a grant from the Bureau of Justice Assistance for funding for the position of Mental Health and Community Engagement Officer. The grant would provide funding to the school district, who in turn would contract with the Door County Sheriff's Office, for this position. The funding applied for would provide for a three-year contract.

The school district developed a job description for the position. In that description the job goal is stated as follows. "To promote and enhance the overall academic mission by providing services that strengthen home, school, and community partnerships, and address barriers to learning and achievement by advancing the understanding of the influences of family, community, and cultural differences along with the implementation of effective mental health

intervention strategies". The job description also provides for such other duties as may be determined by the Sheriff's office in consult with school administrative staff.

The qualifications for this position include those of a deputy as well as receiving and maintaining proper certification as established by state law and the Wisconsin Department of Justice. The position would require some level of knowledge and background in behavioral sciences. Consultants were informed that the Northeast Wisconsin Technical College is in the process of developing a two-year degree for Justice and Community Advocacy, which would be under the umbrella of the criminal justice field of study. This could be an excellent source of curriculum for persons interested in this position.

Therefore, consultants recommend the agency create the new sworn deputy position of Mental Health and Community Engagement Officer and place within the Professional Standards Division.

During the study there were difficulties obtaining data from the Spillman records management system and other information technology systems. The agency should improve the ability to optimize the use of data to optimize operations and provide needed information to command staff.

Another issue to be addressed is that of the evidence storage function and responsibility. Currently evidence is under the purview of investigations. The Investigations Sergeant and Drug Task Force Investigator perform this function. Consultants recommend this function be separated from the division that submits evidence. They should not be responsible for maintaining the evidence that they submit and will later be called upon to present in prosecutions.

It is recommended that the evidence storage function be removed from the Investigative Division. Also, improvement needs to be made in the ability to obtain and use information from the agency. Therefore, the position of Evidence Custodian is recommended. This position would have other technical duties to include assisting with reports and serving as a subject matter expert using the Spillman records management system. The evidence technician should also be assigned duties, to be identified by the Professional Standards Captain, that will be transferred from the Jail and Field Services Divisions.

ASSESSMENT

The job descriptions of the Professional Standards Captain, Mental Health and Community Engagement Officer, and Evidence Technician would need to be developed with both sheriff

command staff and human resources. The following provides points for consideration for the essential job functions of each position.

Professional Standards Captain:

- Perform all administrative duties identified in the current duties of Field Services Lieutenant, Jail Lieutenant, and Investigations Sergeant. Delegate tasks from those duties to personnel within the division.
- Manage all aspects of internal affairs investigations.
- Manage all aspects of agency training and training records.
- Serve as the person responsible for managing the records management system.
- Maintain and control the evidence storage function.
- Research, apply for, administer, and control all agency grants.

Mental Health and Community Engagement Officer:

- Serve in a role to assist with agency diversion programs.
- Facilitate the peer support and officer wellness programs and serve in a leading role providing peer support to agency personnel and facilitating officer wellness.
- Act as a liaison between the agency and the community members of the county.
- Assist victims and witnesses of violent crime, elderly victims, victims of domestic and sexual abuse, and child victims.
- Provide information and referrals to persons on issues including, but not limited to homelessness, basic needs such as food, clothing and shelter, financial assistance and legal services. Assist with linking to the proper agency.
- Provide assistance to persons with substance abuse issues.
- Conduct in-service training to personnel on a variety of topics related to social services.

Evidence Custodian:

- Serve as the Evidence Custodian.
- Maintain detailed records regarding the control of evidence and recovered property.
- Transport evidence to and from the lab.
- Dispose of evidence per policy and statute
- Fulfill court subpoenas for evidence.
- Conduct periodic audits of evidence
- Assist with issues related to the Spillman records management system.
- Prepare detailed reports for command staff from agency records, databases, and information technology sources.
- Serve as a subject matter expert on minor technology issues within the agency.

- Assigned duties, to be identified by the professional standards captain, that will be transferred from the Jail and Field Services Divisions.

Recommendations

- *Modify the organization chart to add a Professional Standards Division. **Priority 1***
- *Create the position of Professional Standards Captain to oversee the Professional Standards Division. **Priority 1***
- *Create the position of Mental Health and Community Engagement Officer within the Professional Standards Division. **Priority 1***
- *Create the position of Evidence Custodian within the Professional Standards Division. **Priority 1***

RECOMMENDED PHASE ONE AND TWO ORGANIZATIONAL CHARTS

Consultants make several recommendations for the modification of the organizational structure of the Door County Sheriff's Office in Phase One. The Jail and Patrol Divisions should be converted to a 2080 annual work hour schedule. This will modify the schedule of deputies and sergeants in the Patrol and Jail Divisions, as well as School Resource Officers. The Patrol and Jail Divisions should be transitioned to a 12-hour work schedule comprised of four teams working 12-hour shifts. This will necessitate the increase of patrol staffing by one sergeant and two deputies for a total of 25 deputies (including Canine Float) and the increase of jail staffing by one sergeant.

Consultants further recommend the addition of a Professional Standards Division. This will require the creation of the position of Professional Standards Captain to oversee the Professional Standards Division. Also required is staffing the new position of Mental Health and Community Engagement Officer, a sworn deputy position. This will assign the existing Records Clerk and Court Liaison within the Professional Standards Division and create the new positions of Mental Health and Community Engagement Officer and Evidence Custodian.

The Professional Standards Division would also have supervision over the positions of Records Clerk and Court Liaison.

The job descriptions of the Professional Standards Captain, Mental Health and Community Engagement Officer, and Evidence Technician would need to be developed with both sheriff command staff and human resources. The following provides points for consideration for the essential job functions of each position.

Professional Standards Captain:

- Perform all administrative duties identified in the current duties of Field Services Lieutenant, Jail Lieutenant, and Investigations Sergeant. Delegate tasks from those duties to personnel within the division.
- Conduct internal investigations.
- Conduct pre-employment background checks.
- Research, apply for, administer, and control all agency grants.

Mental Health and Community Engagement Officer:

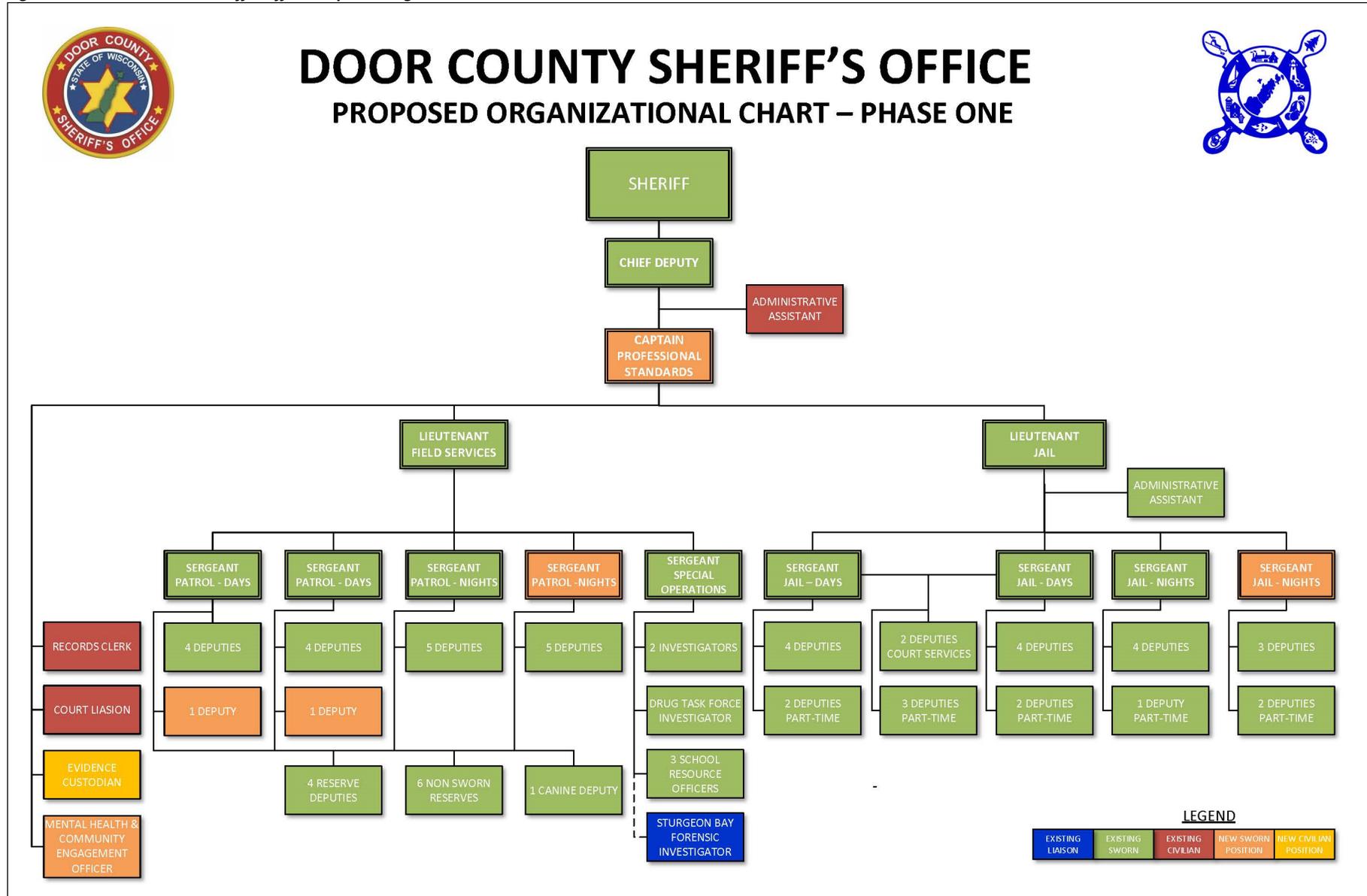
- Conduct the position responsibilities listed on the job description for Mental Health and Community Engagement Officer as prepared by the South Door County School District.
- Serve in a role to assist with agency diversion programs.
- Facilitate the peer support and officer wellness programs and serve in a leading role providing peer support to agency personnel and facilitating officer wellness.
- Act as a liaison between the agency and the community members of the county.
- Assist victims and witnesses of violent crime, elderly victims, victims of domestic and sexual abuse, and child victims.
- Provide information and referrals to persons on issues including, but not limited to homelessness, basic needs such as food, clothing and shelter, financial assistance and legal services. Assist with linking to the proper agency.
- Provide assistance to persons with substance abuse issues.
- Conduct in-service training to personnel on a variety of topics related to social services.

Evidence Custodian:

- Serve as the Evidence Custodian.
- Maintain detailed records regarding the control of evidence and recovered property.
- Transport evidence to and from the lab.
- Dispose of evidence per policy and statute
- Fulfill court subpoenas for evidence.
- Conduct periodic audits of evidence
- Assist with issues related to the Spillman records management system.
- Prepare detailed reports for command staff from agency records, databases, and information technology sources.
- Serve as a subject matter expert on minor technology issues within the agency.

Perform assigned duties, to be identified by the Professional Standards Captain, that will be transferred from the Jail and Field Services Divisions.

Figure 15: Recommended Sheriff's Office Proposed Organizational Chart – Phase One

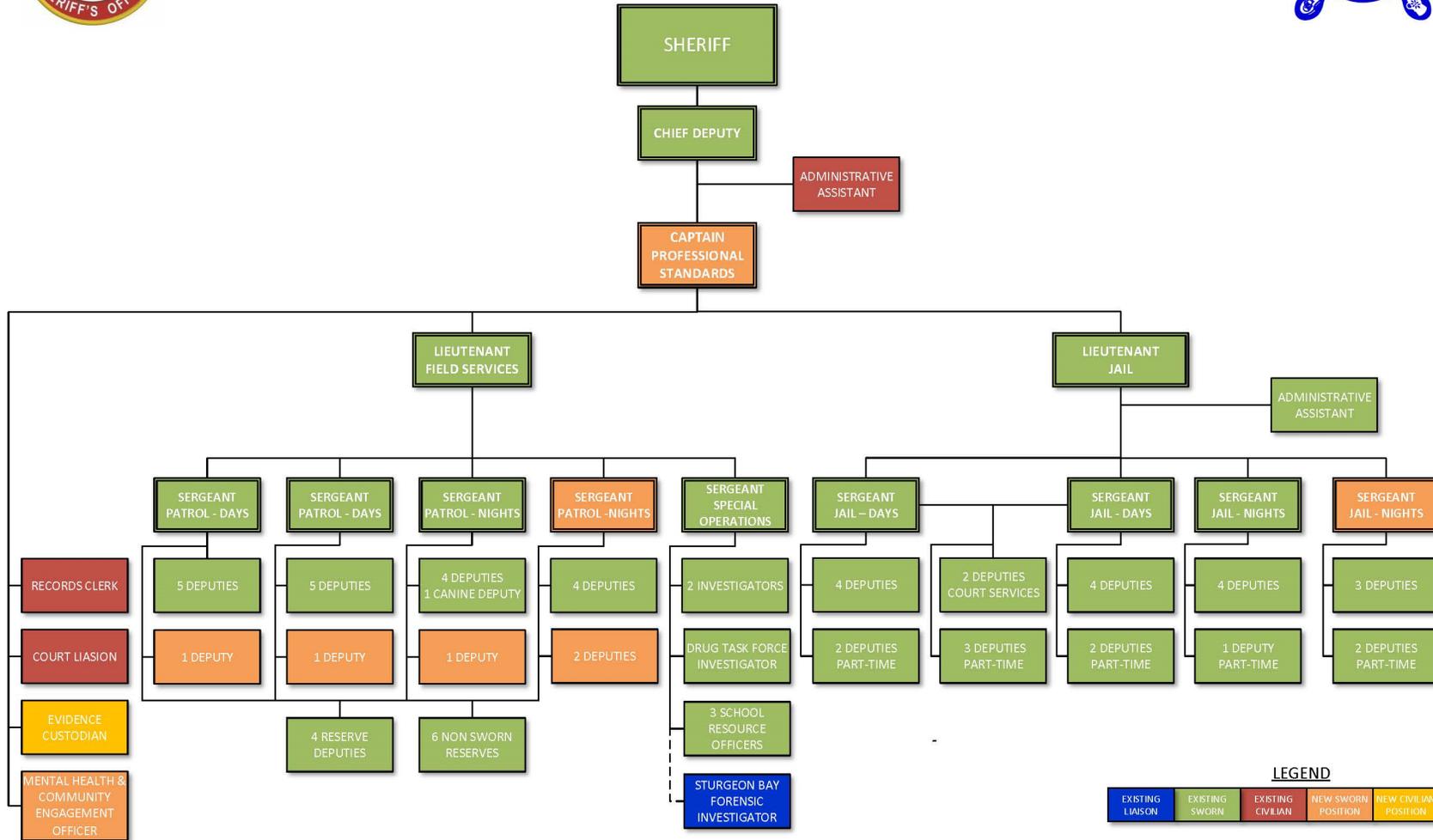


Consultants make recommendations for the modification of the organizational structure of the Door County Sheriff's Office from Phase One to Phase Two. The patrol staffing should be increased by an additional three deputies for a total of 28 (including Canine Deputy assigned to patrol team).

Figure 16: Recommended Sheriff's Office Proposed Organizational Chart – Phase Two



DOOR COUNTY SHERIFF'S OFFICE PROPOSED ORGANIZATIONAL CHART – PHASE TWO



Compensation and Hours of Work

Fair Labor Standards Act

In order to understand the compensation and overtime rules for the Office, one must first take a step back and understand the definition of an employee and the types of employees allowed under the Fair Labor Standards Act (FLSA). The FLSA is the federal law passed in 1938 to regulate minimum wages, overtime pay, equal pay, and child labor standards in employment. In 2004, the federal regulations were amended with clarifications to the federal exemptions to the overtime provisions as well as clarifications with municipal employees.

FLSA Work Period

FLSA overtime requirements for public safety employees differ from other employees, because a specified number of work hours is needed within the FLSA work period before the FLSA rate can be applied to overtime pay; this provision is commonly referred to as the 7(k) exemption. The law allows the employer to choose a pay cycle from seven to 28 days as illustrated in the table below, for specific police (and fire) positions:

Table 18: FLSA 207K Exemption Work Period Chart

Maximum Hours Worked (Rounded) Before Overtime		
CONSECUTIVE DAYS WORK PERIOD	HOURS OF FIRE PROTECTION	HOURS OF LAW ENFORCEMENT
28	212	171
27	204	165
26	197	159
25	189	153
24	182	147
23	174	141
22	167	134
21	159	128
20	151	122
19	144	116
18	136	110
17	129	104
16	121	98
15	114	92
14	106	86
13	98	79
12	91	73
11	83	67
10	76	61
9	68	55
8	61	49
7	53	43

Each covered employer is required to establish a written work period in which it calculates compensation. The CBA does not identify a work period, although it does identify a 6-3 work schedule with 8-hour shifts. The County's Administrative Manual identifies a two-week pay period, which will then be used, absent any other work period reference. Because the County pays overtime for all hours worked after 8 hours per day in accordance with the CBA, the

County exceeds the FLSA compensation requirements for bargaining unit members. With that said, the County is recommended to develop a written policy outlining the FLSA work period for the Sheriff's Office to incorporate into the County's Administrative Manual for clarity, referencing the 7(k) exemption. If the County maintains a 14-day work period, and identifies the 7(k) provision in policy for law enforcement, the County is only required to compensate overtime after 86 hours of work in that 14-day work period in order to be compliant with FLSA. The County, however, is simply being more generous at this time, as the CBA states overtime will be paid for hours worked in excess of the normal workday and/or work period.

Recommendations

- *Develop a written policy outlining the FLSA work period for the Sheriff's Office to incorporate into the County's Administrative Manual for clarity, referencing the 7(k) exemption. **Priority 1***

Compensation Changes with Schedule Recommendations

Currently the Office operates on a 6-3 rotation with 8-hour shifts. This rotation then results in 1,947 hours annually for Security Deputy, Road Deputy, and sergeants (special assignments may differ). School Resource Officers are scheduled for 1,952 hours annually. All other positions are a 5-2 rotation with 8-hour shifts, resulting in 2,080 work hours annually. Article 16 of the CBA indicates that employees are to be paid overtime for all hours worked in excess of the normal workday and or work period, but it also identifies 8 hours per day. Hours, wages, and working conditions are mandatory subjects of bargaining in Wisconsin, which likely means schedule change recommendations will result in bargaining.

With that said, the language in the CBA already supports the schedule recommended changes described earlier in this Report. A 12-hour shift rotation will result in seven (7) shifts every 14-days, or 84 hours worked. Because the FLSA 7(k) exemption allows up 86 hours of work in a 14-day work period, with the recommendation for the County to identify that in policy, the County is not legally obligated to pay overtime on the new recommended scheduled work hours. The County would, however, be obligated to pay overtime after 86 hours, or beyond the scheduled workday/work period as it does now, based upon the intent of the language in the CBA. This would result in simply paying overtime over 12 hours of work or on any day outside of their normal rotation.

Overtime Calculations

Per the Fair Labor Standards Act, all remuneration for employment paid to, or on behalf of, the employee must be calculated into the overtime rate, unless it is a regular rate exception. The County provides law enforcement personnel with shift differential, acting pay, and longevity

pay. These special pays should be reviewed with the Finance Department and Human Resources to ensure they are properly included into the calculation of regular rate for the purposes of FLSA overtime for compliance purposes.

Recommendations

- *Review the calculation of special pays to ensure they are properly included into the calculation of regular rate for the purposes of FLSA overtime. **Priority 1***

Clothing Allowance

Based on the Sheriff's Directive 20-01 that was issued in April 2020, clothing allowance should not be used in the calculation of the regular rate of pay for overtime calculation, but in order to ensure that, the County must be compliant with collecting receipts. For the future, any allowance which is simply a stipend or is simply provided as an estimate regardless of actual replacement must be included in the calculation rate for the purposes of FLSA overtime. Therefore, it is recommended a clothing allowance policy be developed for incorporation into the County Administrative Manual indicating that all clothing allowance directives/provisions provided throughout the County will be handled in accordance with FLSA requirements to ensure compliance and consistency. This may also result in procedures outlined by Finance or Human Resources for all departments to follow going forward.

Recommendations

- *Develop a written policy outlining clothing allowance/reimbursement provisions for the County to incorporate into the County's Administrative Manual for clarity. **Priority 1***

SUPERVISION

Currently, the position of sergeant is included in the same bargaining unit as deputy sheriffs. From discussions with command staff as well as reviewing the current job descriptions of the sergeants, the consultants are concerned of the level of supervisory responsibility of the position. Sergeants are considered first level supervisors; they manage and counsel their staff, and conduct employee evaluations. In addition, they develop, monitor, and evaluate the training program for probationary deputies. Additionally, the job description of the Road Sergeant states that they recommend promotion, rewards, transfers, discharge, or discipline of the deputies under their supervision. However, in practice this is conducted by the Field Services Lieutenant. If this were to occur in actual practice, then this would happen with deputies of a lower rank that are within the same collective bargaining unit. This could create a

conflict of interest between two bargaining unit members as it pertains to performance management and corrective action. Therefore, it is recommended these duties transfer to the recommended new position of Professional Standards Captain.

The County should conduct a thorough analysis of the duties and responsibilities of the role of sergeant for the Office and either 1) perform a unit clarification to have this supervisory rank removed from the bargaining unit; or 2) remove all supervisory duties related to internal investigations, performance evaluations, discipline, and discharge of bargaining unit personnel from their responsibilities. Although any internal investigations and discipline can be reassigned with the recommendation for an additional lieutenant, sergeants would still need to be involved with the performance evaluation process, because the lieutenants simply cannot evaluate all the deputies. If sergeants are not removed from the bargaining unit, the lieutenant must then have a much more active role in the guidance, development, and review of evaluation documents by the sergeants before they are presented to the employees.

Recommendations

- *Evaluate the position of sergeant for unit clarification out of the bargaining unit. If this cannot occur, remove the duties involving investigations and disciplinary action; and require active involvement of lieutenants in the performance evaluation process between sergeants and deputies. **Priority 2***

CIVIL SERVICE PROCESS AND HIRING

The Human Resource function is one of the major components of any organization. Its policies impact every member of the organization and can be an area of major litigation. Human Resources related policies and practices can also have a significant impact to operations. The purpose of a Human Resources (HR) Department is to be a strategic business partner to an organization to ensure that managing the 'human capital' of the organization is done in an objective and lawful manner, is consistent with the mission of the organization, and fosters a positive work environment.

There are several disciplines of HR, so the focus of an HR department varies based upon the organizational structure of an organization, the organization's understanding and acceptance of the role of HR, and the strengths of the staff. The County has centralized Human Resources, meaning there is a dedicated oversight department to manage most HR functions for the entire organization. The benefits of a centralized system include streamlined processes, legal compliance, reduces the amount of time command staff must spend on HR functions so they

may focus more on their respective operations, and places the responsibility of HR functions with personnel who are trained in human resources.

In order for a centralized HR system to be most effective, there needs to be sufficient HR staffing, well developed processes and systems, and an acceptance by departments to relinquish control of these processes over to HR. It was observed during the course of the Study the working relationship between Human Resources and the Sheriff's Office is strong and collaborative.

County government is uniquely distinguished by having elected officials serve as department heads when all others are appointed by a County Administrator (or governing body in some cases). As a result, it is not unheard of to see department policies and procedures change when there is a change in leadership, which can occur with Sheriff's once every four years in Wisconsin. It is important for the County overall, to insulate these changes as much as possible to ensure legal compliance, best practices, and stability remains within an organization when a change in leadership occurs. Changes should be for operational necessity, efficiency, compliance and best practices only. Therefore, it is important for any organization to ensure the scope and responsibility of human resources related functions are identified in policy, subject to change only by the authority of the organization (County Board).

Specifically, all recruitment should be administered in a manner designed by the Human Resources Director, who is considered the subject matter expert and senior advisor to the County in these matters. It is recommended the County's Administrative Manual include a policy on recruitment to read language such as "The Human Resources Director shall develop and conduct an active recruitment program designed to meet current and projected county employment needs. Recruitment shall be tailored to the position to be filled as determined by the Human Resources Director or designee. It is the responsibility of the department heads and managers and other hiring officials to adhere to all administrative recruitment policies and procedures outlined in the Administrative Manual." The recruitment policy should also include the approval process, accepting applications, interviewing, skills testing/pre-employment testing, and background screening so it is clear what the policies of the County are, so they can be administered consistently from the Human Resources Department.

Recommendations

- *Within the Administrative Manual, designate the Human Resources Director as the position having responsibility over all recruitment for the County, and that all hiring officials will adhere to all recruitment policies and procedures outlined. **Priority 3***

Recruitment

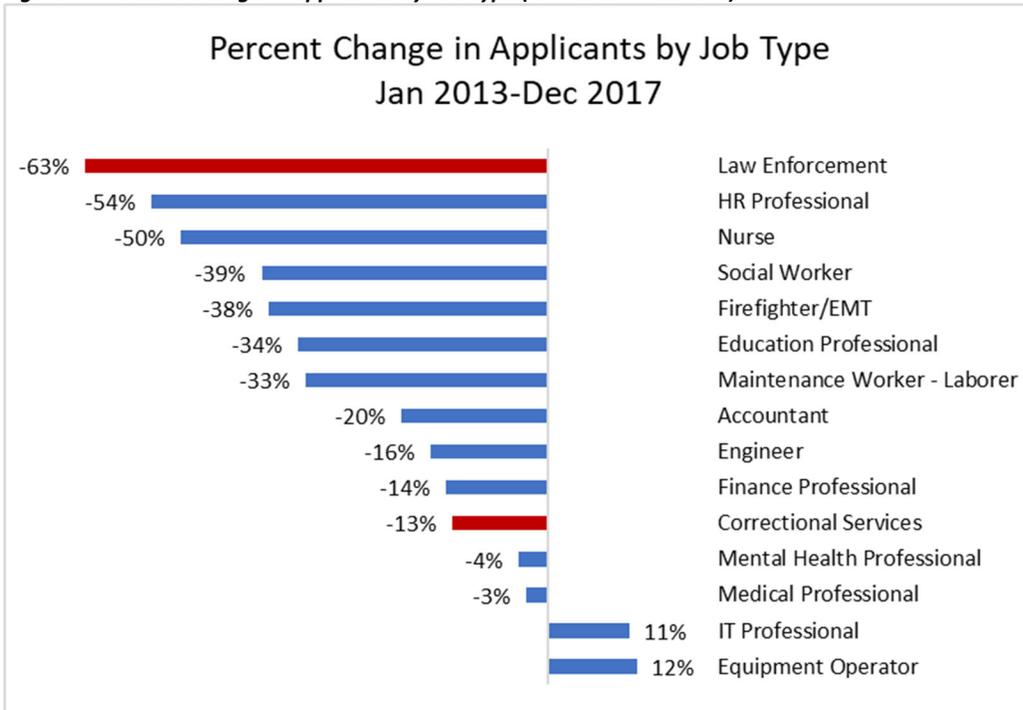
Recruitment is a critical part to ensure proper staffing. It is the potential employee's first contact with the employer, so it is an employer's first opportunity to make a positive impression for the applicant. Right or wrong, first impressions can influence decisions. The recruitment process should be easy to follow, transparent, and timely, so the applicant has a positive experience; so even if they are not selected, they may be drawn to apply again in the future.

From an operational standpoint, recruitment should be occurring as quickly as possible, while maintaining legally required and best practice standards with the recruitment process. Often vacancies within law enforcement will result in overtime from remaining personnel to ensure the minimum staffing levels are met. This can be challenging on operational budgets, especially with Wisconsin levy limits. In addition, although overtime is expected in this line of work, ongoing overtime may exacerbate burnout within the ranks, decreased job satisfaction, and demotivates the ranks.

National Recruitment Trends

According to human resources and law enforcement professionals across the United States, it is becoming progressively harder to hire qualified public safety personnel. The number of applicants has dramatically dropped from the past for law enforcement and corrections personnel. Looking at a tight labor market, recruitment, and retention of qualified personnel with the necessary skills for public service topped the list of workforce challenges (State and Local Government Workforce: 2017 Trends). Between 2013 and 2018, postings for government jobs have increased by 29% while applicant volume fell by 8%, resulting in a 37% gap (Neogov Job Seeker Report 2019). The figure below is a snapshot of the types of positions where the number of applicants is shifting, in some cases, dramatically, with law enforcement having the largest decrease.

Figure 17: Percent Change in Applicants by Job Type (Jan 2013 – Dec 2017)



Source: Neogov, 2019

In terms of how long recruitment should take, Neogov, one of the largest public sector/government HR related platforms for recruitment, onboarding, and performance management conducted a survey in late 2018 of applicants for public sector jobs. The respondents reported that nearly 47% of applicants found jobs in less than 6 months. Many found jobs more quickly, so it is important for public sector employers to efficiently recruit/market and have a streamlined process to capture qualified candidates quickly. Within this survey, younger job seekers (under age 35) also spent less time looking for jobs (1-3 months) than older job seekers over the age of 35. This is considered the mobile cross-section of today’s workforce. (Neogov Job Seeker Report 2019)

Government tends to move recruitment along more slowly; however, it is time for significant change and modernization at every phase of the employment lifecycle. By updating the recruitment process, this can be the start of a total transformation. Today’s applicants expect an understandable and transparent recruitment processes at a fast pace. A qualified applicant is unlikely to wait months for a hiring decision, especially in law enforcement, when there are multiple options and an overall decrease in applicants nationwide.

Door County is experiencing this same trend, in that historical recruitments netted double digit applicants, but this number has shrunk with the more recent recruitments to single digit

applications. As a result, the County needs a process to be able to be responsive to applicants they receive for possible employment.

Current County Recruitment Trends

At the onset of the project, the consultants requested turnover data, if available. The Sheriff’s Office, in lieu of turnover data, provided a timeline to visually show the amount of time between a position vacating to the replacement employee having completed FTO and working independent shifts. Since 2015, due to posting requirements, recruitment, FTO, retrocession union rights etc. it has taken between 4-22 months for positions to be filled back to regular productivity level. Human Resources was able to provide more targeted information by isolating the number of days to fill a position from the County’s applicant tracking software (ATS). Below is a summary of the information provided by Human Resources.

Table 19: 2017-2019 Days to Fill Vacancies By Position Type

YEAR	POSITION TYPE	AVERAGE DAYS TO FILL
2017	On-Call	14
	Full-Time Jail	300
2018	On-Call	17
	Full-Time Jail	125
2019	Part-Time Jail	99
	Sergeant	81
	Lieutenant	85

Although not a complete picture (internal postings are excluded), the information from both Human Resources and the Sheriff’s Office does indicate a significant period of time between the onset of a vacancy to filling the position, which is problematic for the operations of the Office, and the wellbeing of personnel filling the gaps.

Civil Service Background

The Wisconsin State Statute §63.01 allows an option for each county with a population under 750,000 to create a Civil Service Commission. If established, the Commission is made up of five members who do not hold any public position or office, must reside in the county, and are appointed by the County Board Chair for staggering terms. The Civil Service process was historically a common public sector hiring processes within the State and was developed with the intent to have a fair and impartial hiring process. However, since the Civil Rights Act of 1991 in which the burden of proof for discrimination changed from the employee to the employer, and the introduction of a jury trial, as well as punitive and compensatory damages, an

employer's human resources compliance landscape has significantly changed. Because employers now have significant compliance standards/burden of proof, this negates the need for most civil service processes, because compliance is now simply the law.

In addition, there are no qualifications to be on a Civil Service Commission other than they must be a resident of the county, cannot hold a public office position, and must have a demonstrated interest. This is not to say Commission members are not qualified, but only that there is not a high level of qualification threshold. As a result, civil service processes may be conducted by individuals who may have a desire, but do not necessarily have the human resources nor operational qualification needed to properly participate in the selection process of the position being filled. These processes can also be slow and lengthy, which is problematic in today's recruitment environment, which is highly competitive, mobile, and immediate.

Current Civil Service Process

Door County has not been able to keep all five Commission spots filled. The Commission has had less than five members since late 2019, with no success in filling the vacancy. The Commission only meets as needed, which totaled five times in 2019, and four times in 2018. During interviews with both the Human Resources Department and Sheriff's Office, the Civil Service process was identified as an area in the recruitment process that slows the pace in which to fill a position, simply because all interviews must be scheduled based upon the commission members availability. In some cases, because of the pace of the current recruitment process, the HR Department did state candidates remove themselves from consideration simply because they find employment elsewhere before the County is able to coordinate schedules for interviewing.

Door County conducted a statewide survey of Civil Service Commissions, since it is permissible in all counties (except Milwaukee County which is mandated by State Statute). This survey identified 52 out of 72 counties (72%) no longer utilize a civil service process while three percent (3%) did not respond. Overall, 18 counties (25%) still use some civil service process, although at least three are noted as actively considering changing this.

Civil Service Ordinance and Regulations

According to County Ordinance 4.01, Door County currently utilizes a Civil Service Commission for:

The selection of "deputy sheriff(s)" includes (for purposes of this ordinance) Chief Deputy, Lieutenant, Sergeant/Jail Administrator, Investigative Sergeant, Sergeant, Investigator, Security Deputy, Road Deputy, and any

other law enforcement employee of Door County except and unless the authority to select lies with any other county officer, elected or appointed official, committee, commission or board.

This ordinance also provides more detailed information on the process. In addition, the County provided the consultants with a Civil Service Rules and Regulations document, which was last revised in August 2014. The Commission Rules and Regulations cover the procedures HR follows to accomplish the duties listed in the County Ordinance, including the application, recruitment and screening, testing and background, and the certification of candidate process.

In reviewing both the Ordinance and Regulation document, two concerning issues were found. First, there is no law enforcement subject matter expert involved in the screening, interviewing, or ranking of any law enforcement candidate in the current process until the Civil Service Commission certifies the top three candidates to the Sheriff for hire. Once that occurs, the Sheriff can then conduct an interview, but only with the three candidates, which is very late in the recruitment process. A qualified candidate who may have tested poorly or simply interviewed poorly, but who is otherwise highly qualified, may not have the opportunity to meet with command staff based upon the ranking of commission members. In reverse, a candidate that would normally not be the right fit for the organization but tested and interviewed well may be allowed through the entire process. Although it is understood the civil service process historically was put in place to keep politics and favoritism out of the selection process with an elected department head, the current process may be limiting the Office. In addition, this process does not give the candidate the ability to truly interact and connect with the Office. It is important to engage candidates in the process as there are multiple employment opportunities available in law enforcement and presenting the County as an employer of choice matters with candidate decisions.

The second concern is the County utilizing Wisconsin State Statute §59.26(8), which states:

In any county with a population of less than 750,000, the board, by ordinance, may fix the number of deputy sheriffs to be appointed in that county at not less than that number required by sub. (1) (a) and (b) and may set the salary of those deputies. Subject to sub. (10), the board may provide by ordinance that deputy sheriff positions be filled by appointment by the sheriff from a list of all persons with the 3 highest scores for each position based on a competitive examination.

This means the County currently limits the Sheriff to select only from the top three candidates. This language is permissive, which means the County has the ability modify this restriction if it chooses. Other County departments (including departments directed by an elected official department head) do not have any such limit, but simply include HR to ensure compliance and best practices are used. This limitation, compounded by the current procedures which does not allow for the Office to be involved in the screening process, is putting harsh limits on the Office's ability to hire the best qualified candidates. This is even more problematic when considering the amount of time, the recruitment process takes.

It does appear the Civil Service Rules and Regulations have been updated to better match the County's HR application processes and to align with State required law enforcement standards. One might ask why the Civil Service Rules and Regulations need to identify these types of requirements when the County is legally mandated to follow them; and if these standards are updated, the Commission Rules and Regulations then must also be updated, which makes it duplicative, time consuming, and administrative unnecessary. In fact, relevant human resources procedures contained in the Civil Service Rules and Regulations could be sufficiently incorporated into the Door County Administrative Manual, which is the document that should cover the application process for the rest of County. The Administrative Manual is updated by the County Board as needed, based on recommendations from subject matter experts in employment/labor law, so there is oversight.

Overall, the County will be better served with their recruitment needs if the County discontinued Civil Service. With established recruitment policies incorporated into the Administrative Manual, under the direction of the Human Resources Director, the County Board can continue to be reassured the hiring process is fair, impartial, and in compliance with legal and best practice standards. This will allow the flexibility for Human Resources, in cooperation with the Sheriff's Office, to be highly responsive with recruitment timelines, and subject matter experts can assist in the assessment of applicants in a recruitment process that is controlled, objective, defensible, and transparent.

Recommendations

- *Discontinue the Civil Service Commission for recruitment and promotional activity. **Priority 1***
- *Eliminate the Civil Service Ordinance and develop all recruitment and promotional policies for incorporation into the County Administrative Manual. **Priority 1***

Vacancy Approval Process

In reviewing the County's recruitment policies, it was also noted the County has an exceptionally long and multi-step approval process to fill positions. By Administrative Policy
Door County Sheriff's Office Staffing Analysis & Optimization
McGrath Consulting Group, Inc.

2.04, for each vacancy, the department lead must submit a Vacant Position and Job Analysis Form with an updated job description to Human Resources and request a fiscal impact statement from Finance. This is a standard process which should continue. Human Resources then works with the County Administrator for a recommendation to fill the position. This step is also standard and should continue. The County then submits the request to fill a position to the oversight committee for approval, and finally to the administrative committee for approval, prior to authorizing recruitment. There are some challenges with the committee's involvement with the current approval process.

First, a portion of the process seems duplicative, in that the County Board has already adopted the approved number of FTE and annual budget to coincide with approved staffing levels. The County Administrator is charged with preparing a balanced budget to the County Board for adoption. The County Board may amend, but ultimately adopts a balanced budget, with the expectation that administratively, it is up to the County Administrator and department heads to carry out their operations within the balanced budget. If a department has a budget concern or if the need to change a position arises, this would be the type of circumstance in which the County Administrator would engage the oversight committees, as it could impact the overall budget. Secondly, as the approval process currently exists, two committees are involved in a decision that was previously approved in the annual budget process. Waiting for two committees to approve filling a vacancy could add up to two months of waiting to start recruitment, since both committees only meet monthly.

When asked how often either committee challenges the recommendation to fill the position, the response was this has never happened. This is an indication that if Administration (Human Resources, Finance, and County Administrator) have vetted the position, the committees trust their administration's recommendations. As a result, Administrative Policy 2.04 should be adjusted so both oversight committees are removed from the approval process to allow for an expedited hiring process. The committees can receive monthly information updates on human resource activity that occurred during the month, if desired, but that will not delay the recruitment process.

Recommendations

- *Continue the County Administrator approval process for budgeted position vacancies, to include Human Resources and Finance. **Priority 2***
- *Discontinue Committee approvals for budgeted position vacancies. **Priority 2***

Distinctions Between Deputy Positions for Recruitment

Currently Door County has a collective bargaining agreement (CBA) provision that allows for part-time personnel. The CBA is silent about whether these part-time personnel are for the patrol or jail, but the County is currently utilizing them in a jail capacity only. The CBA allows for part-time to post into full-time only when vacancies occur. Should the County have an opening in Patrol, employees would post from jail into patrol, essentially making the jail the entry point into the Office. Recently, however, the County is beginning to see a shift in this trend, as jail personnel are not posting into patrol, or they do not possess the minimum requirements and would be required to be removed from the work schedule to complete the Academy. The County has not historically had to hire externally for a patrol position, but this is becoming more of a concern that it may need to occur in the near future.

At this time, the County utilizes a single Eligibility List for both Security Deputy and Road Deputy vacancies, although it should be stressed the list is currently only used for Jail openings, since patrol has been filled by internal posting processes. The County feels there will be a need to hire patrol positions externally in the future. From a recruitment/retention perspective, it can be very challenging to work from a single recruitment list, because patrol duties and work environment are very different from duties and work environment found in a jail, the skillset needed to be a jailer differs from that of Patrol Officer. The applicant may simply want to decline a jail vacancy offered because they want to work in patrol (or vice versa), or worse, feel the need to take a position they do not want since that is where the opening currently exists and they have to start somewhere. An employee may excel at corrections-based responsibilities yet be challenged with patrol responsibilities (and vice versa) simply because of their personal strengths and weaknesses as well as their likes/dislikes. That does not make them a poor employee, simply the expectation of an employee to be capable/comfortable doing both types of work when they are not interested could limit the pool of employment applicants. The County may also lose a job seeker who is looking for patrol and will not apply for a jailer position simply because they do not desire to work in that setting, whereas they are well suited for patrol. For Door County, although both positions are deputy sheriffs, they are distinctively different positions, and should be recruited separately. Therefore, it is recommended the County establish separate recruitment processes for both a corrections track (Security Deputy) and patrol track (Road Deputy) so candidates may apply for the position that is best suited for their skillset. Finally, although the County has not had a need to hire externally for patrol in the past, the jail should not be the entry point into the Office for the same reasons stated above.

Recommendations

- *Develop separate recruitment processes for patrol and jail. **Priority 2***

Recommended Recruitment Process

Eligibility lists are a traditional tool used widely among Wisconsin Sheriff's Office's, because of the number of steps and amount of time it takes to process applicants. It was ideal to have a list of vetted candidates for the Sheriff to hire from at the time of a vacancy. However, the challenge of eligibility lists is they become outdated quickly because most candidates are looking for immediate employment. When a County has a vacancy, they find candidates have already taken other employment and are no longer interested. This can be costly, because of the amount of time HR and law enforcement personnel have taken to process these applicants to establish an eligibility list. Some organizations then have opted to move away from eligibility lists and recruit for each vacancy. This can be more effective, provided the organization has an efficient recruitment process. There may also be some opportunities to use the recruitment for additional openings that occur within a couple months of the recruitment process if the organization's recruitment policy allows for that.

Door County's challenge is more the amount of time it takes to fill the vacancy than the actual level of turnover itself. As a result, the County is recommended to transition to recruit at the time of a vacancy once it has streamlined its recruitment processes. This will also allow the County to focus its recruitment to corrections separate from patrol, and full-time separate from part-time. The recommended process is outlined below. In addition to this new process, the County is recommended to incorporate into its recruitment policy the option to allow the Office to use the same recruitment for a future opening that occurs within 120 days, for the same position. The County may be able to capture qualified candidates who have not found other employment within that timeframe before re-recruiting. This means if a Security Deputy vacancy goes to public recruitment, and the County recruited for a Security Deputy in the past 120 days, it could review that recruitment for viable candidates before starting a new public recruitment. Patrol however should not be used for jail, and vice versa.

Recommendations

- *Recruit for patrol and jail at the time of vacancy once all recruitment processes have been updated. **Priority 2***
- *Develop a recruitment policy to consider previous applicants for the same position in jail or patrol if within 120 days. This policy should be located within the County Administrative Manual. **Priority 2***

Recruitment Sources and Locations

The Human Resources Department and Sheriff's Office is recommended to develop a targeted recruitment plan to ensure all recruitment tools are ready when a vacancy occurs. Today's candidate for example, does not utilize the traditional modes when seeking positions. Social

media is part of that cultural shift. What drives employees now is more than just a paycheck. Employees want a purpose, and the County's website and Sheriff's Office web page should be expounding as to why there is a benefit to becoming a Door County Deputy Sheriff. In addition, the use of online job boards, online portals, employer websites, and social media sites for recruitment can assist to go beyond the traditional borders and help bring a diverse workforce. These are some of the most successful methods of recruitment. Thus, the County needs to ensure its website and social media sites are emphasizing what makes Door County the employer of choice in the region in addition to providing transparent information about the hiring and selection process. The County is recommended to develop a recruitment strategy and identify meaningful aspects of the Office that can be marketed to show Door County as a viable employer.

Recommendations

- *The Sheriff's Office and Human Resources should develop a formal written recruitment strategy for the Department's recruitment needs. **Priority 2***
- *The Sheriff, HR, and countywide webpages should be updated to reflect why Door County is an employer of choice for recruitment purposes. **Priority 3***
- *Provide hiring process information on the Sheriff and HR webpage for process transparency. **Priority 3***

Screening Applications

All applications should be submitted to the Human Resources Department via the County's electronic Applicant Tracking System (ATS). Applications should be screened for minimum qualifications listed on an up-to-date job description by HR staff. All screening documentation is to be retained within the ATS or with the Human Resources recruitment file so it can be audited to ensure all applicants were objectively evaluated against minimum qualification criteria. All communications to candidates should occur from HR via the ATS, using template communications so the message is screened, consistent, timely, and retained in the ATS.

Recommendations

- *HR should screen all applicants for minimum qualification and maintain all documentation. **Priority 2***
- *HR should be designated the department communicating with applicants during the interview/hiring process. Templates should be developed within the Applicant Tracking System. **Priority 2***

Testing

Employers may use tests and other selection procedures to screen applicants for hire. There are many different types of tests and selection procedures. The use of tests and other selection procedures can be a very effective means of determining which applicants or employees are most qualified or have the aptitude for a particular job. However, use of these tools can violate the federal anti-discrimination laws if an employer uses them to discriminate based on a protected class. Use of tests and other selection procedures can also violate the federal anti-discrimination laws if they disproportionately exclude people in a particular group by race, sex, or another protected basis, unless the employer can justify the test or procedure under the law.

The Sheriff's Office utilizes standardized law enforcement-based tests provided by Stanard & Associates but has also historically used Wisconsin Personnel Partners. The tests are deemed to be valid by the third-party test developer. Depending on the vendor, this step in the hiring process can be very time consuming, as there is a period of time in which to submit applicant information to the vendor, schedule the exam, conduct the exam, and present test scores to the County. This process can take as long as six weeks from beginning to end. Given the County requires Road Deputy applicants to be Certifiable upon hire, meaning they have completed the state required academy program, and are otherwise ready to start field training, it is not unreasonable to remove a law enforcement test from the hiring process for Road Deputy positions.

The same argument cannot be made however for Security Deputy positions. Although the Sheriff deputizes these positions, there is not a requirement for a new hire to be certified or certifiable. Instead, the position is required to complete the state's Jail Officer Basic Training within the timeframe identified in the State's Law Enforcement Training Standards Administrative Code, usually in the first year of employment. Because of this, it is recommended the County administer the National Corrections Officer Selections Test (NCST) offered by Stanard & Associates in the screening process. This validated test measures reading comprehension, problem solving, and report writing, and is an indicator of training success and job performance. Stanard & Associates allows for employers to self-proxy the exam, and they provide an examiners manual to administer and score the test so the County can expedite this process. It is important the testing process does not create any disparate impacts toward applicants, nor should it be proxied by the hiring authority, so only the Human Resources Department should be the proxy for the test to eliminate this risk. This test would be considered pass/fail, and the policy of the County should be a 70% score or above is considered passing. Those who pass the test can then proceed to the next step.

Personality testing is a tool used to gain insight on an applicant's interactions, personality, and behavioral tendencies. The intent is to identify the applicant's character relevant to the job.

This is different from an aptitude test, which measure one's ability to do the job. Personality tests assess whether the applicant will do the job, and how, and is generally an indicator of how the person will perform. This is a tool the County can use to ensure the right fit for Door County. The Personnel Evaluation Profile (PEP) or an equivalent personality inventory normally takes less than 30 minutes to administer, and the County Human Resources Department will receive results in the same business day. The test should be used for both patrol and jail job opportunities. Administering the test prior to the interview may give the interview panel an advanced look at each candidate, in addition to the paper review. However, with that said, there is an associated cost to adding this step, so the Human Resources Department may determine this step can coincide the background process, to narrow the number of tests administered and associated cost.

Finally, the County has a requirement for a typing test in both the Security Deputy and Road Deputy job descriptions. Although keyboarding is necessary to perform assigned functions, this test was recently discontinued by the County because the test was not likely validated and is difficult to administer in-house. Testing for a typing/data entry can be costly and time consuming if outsourced and given this is not a primary function of the position, I agree with HR's decision to stop using it as a screening test. The position description should be amended to identify keyboarding as a knowledge/skill/ability required for the position only, but not used as a minimum requirement.

Recommendations

- *Discontinue standardized tests for patrol recruitment processes provided the minimum qualifications continue to require certification or being LESB certifiable at time of hire. **Priority 3***
- *Administer the National Corrections Officer Selections Test (NCST) offered by Stanard & Associates in the screening process for jailer recruitment processes. **Priority 2***
- *The Human Resources Department should self-proxy all standardized tests. **Priority 3***
- *Establish 70% as the score for passing and incorporate this threshold into the County's recruitment policy within the Administrative Manual. **Priority 2***
- *Incorporate Personality Testing into the Office's hiring process. **Priority 3***
- *Amend the jailer and patrol job description to include keyboarding as a knowledge/skill/ability for the position, but do not test for the skill. **Priority 2***

Interviewing

After testing, the Sheriff's Office should be conducting an initial interview with at least two Command Staff, inclusive of the Sheriff. Questions are to be set in advance, but should be updated and refreshed routinely, with a review by Human Resources to ensure proper questions are asked. Questions should be behavioral, technical, involve critical thinking, and include role play. All members of the panel should be trained by Human Resources on

discrimination, interview techniques and questioning, rating and documentation, and interview biases. In addition, the scoring methodology system and all recruitment documents should be turned over and retained by Human Resources, for retention, in the event the County must defend any claim of discrimination.

Recommendations

- *Utilize a standardized rating system to rank candidates during interviews. All personnel who participate in interviews should be trained in interview techniques/legal questioning. **Priority 1***
- *All interview documents should be retained by Human Resources. **Priority 2***

Background Checks

Upon completion of the interview and tests, the applicants should be ranked in order of interview results. Human Resources, by policy, can set number of candidates to complete a background packet. This phase of the background process is very comprehensive, so the Office should not spend resources to background all candidates, only the top 2-3 rated candidates following the interviews.

Currently, in-house investigators are assigned employment background investigations. Although this may, at face value, be an economical solution, there are challenges with this option. First and foremost, during the investigation process, that investigator learns personal information about a potential future co-worker. This may be information that is sensitive in nature that co-workers should not be privileged to know. In-house investigations do not allow for that desired separation of information. In addition, employment backgrounds take time away from the investigator's everyday criminal investigation workload. Finally, there are multiple legal requirements associated with the background process, even for law enforcement positions, so it is critical that the person/agency that conducts background investigations is properly trained for public safety applicant background investigations.

The County does not currently have the applicant complete a specific background packet. The background process was described as the assigned in-house investigator simply having an interview with the applicant, so it is not known what types of questions are asked of the candidate, if the information is relevant to the position (and lawful), and if the information collected is consistent across all background checks being conducted by the Office. Human Resources does provide the candidate with an Authorization to Release Records, but the last revision appears to be from 2001. The County is highly recommended to establish a background investigation policy, in conjunction with input from the Sheriff's Office as well as update all Release forms. This policy should include what information will be collected, what interviews

will be conducted, what legal protections the candidate has, how the record will be retained, as well as disqualification information.

The Office indicated they conduct a credit pull to provide them credit information on the applicants. If the County determines credit rating and credit history is relevant to the position, the County must ensure it is compliant with the Fair Credit Reporting Act (FCRA). The FCRA specifically requires the following:

1. Notify the applicant the County might use information in their consumer report for decisions related to their employment. This notice must be in writing and in a stand-alone format. The notice cannot be in an employment application.
2. Get written permission from the applicant. This can be part of the document used to notify the person that a consumer report is requested.
3. Certify compliance from which the County is receiving the information. The County must certify that:
 - a. the applicant gave permission to get a consumer report;
 - b. the County complied with all of the FCRA requirements; and
 - c. the County will not discriminate against the applicant or otherwise misuse the information, as provided by any applicable federal or state equal opportunity laws or regulations.
4. Before a candidate is rejected based on information in a consumer report, the County must give the applicant:
 - a. a notice that includes a copy of the consumer report; and
 - b. a copy of "A Summary of Your Rights Under the Fair Credit Reporting Act".
5. If the County takes an adverse action based on information in a consumer report, the applicant must be given notice of that fact – orally, in writing, or electronically.

The County's current release form and process is insufficient for the federal FCRA requirements. Because of the complexities of this process, employers often rely on third-party vendors to satisfy the requirements surrounding credit checks.

This is highly recommended background checks be coordinated from the Human Resources Department to ensure legal compliance. This does not mean HR will conduct the investigations, rather, they will work to establish a reputable and trained third party to complete the work. If the HR Department determines background checks will continue in-house, all personnel assigned to conduct employment background checks should have completed a training course in employment related background check for legal purposes and should be at the rank of Lieutenant or above in the Sheriff's Office.

Upon completion of the background process, all documents are submitted to Human Resources. The Human Resources will then notify the Sheriff to review the results. Upon the Sheriff's review and final determination, Human Resources should extend a conditional offer of employment, or to inactivate the candidate on behalf of the Sheriff. All applicant communications are recommended to come from Human Resources at this phase. All application and supporting materials, including the background check should be submitted to the Human Resources for proper document retention requirements for all candidates.

Recommendations

- *Establish a recruitment policy within the Administrative Manual identifying the number of candidates to be backgrounded based on the ranking of the interview process. **Priority 2***
- *Establish a background investigation policy for incorporation into the Administrative Manual, as well as update all Release forms, in conjunction with input from the Sheriff's Office. This policy should include what information will be collected, what interviews will be conducted, what legal protections the candidate has, how the record will be retained, as well as disqualification information. **Priority 1***
- *If credit reporting/credit history is considered in the background investigation, ensure the background process is compliant with FCRA requirements. **Priority 1***
- *Background checks should be coordinated through the Human Resources Department to ensure legal compliance. **Priority 2***
- *Ensure all in-house background investigators are properly trained for public safety applicant background investigations. **Priority 1***
- *All background documents should be retained by Human Resources. **Priority 2***

Post-Offer / Pre-Employment Testing

After a written conditional offer is accepted by the candidate, the County requires a psychological exam, a physical and functional capacity test and a drug test in accordance with state administrative code.

Because the consultants are recommending a separation in the recruitment process between deputies in patrol versus the jail, and because the type of work and work environment is substantially different, the County should engage their occupational health provider to review the functional capacity portion to ensure the test represents the level of physical tasks required for each position. In order for this test to be valid, it must be applicable to the physical fitness level required to perform the essential job duties of being a correctional officer or patrol officer. Testing components that cannot be directly linked to job functions are problematic in that they may be considered discriminatory, thereby wrongly eliminating candidates who would otherwise be qualified for the job. Because it is not known if the current exam is

validated, to reduce liability risk in this area, the consultants are recommending Human Resources communicate with the provider for further information on this exam. It is plausible a separate exam will be required for patrol and corrections functions.

The County is recommended to have the results of all pre-employment exams sent directly to Human Resources so all related application/interviewing/pre-employment documentation is received, handled, and retained in one area; and all potential medical information is separate from the hiring authority. Once all results are received, Human Resources and the Sheriff may discuss the outcomes should there be anything that would disqualify a candidate in this last process.

The Human Resources Department is recommended to review the medical documentation generally received by each medical provider to determine if the level of information provided needs to change based on the Genetic Information Nondiscrimination Act (GINA) to minimize the County's discriminatory practice liabilities.

Recommendations

- *HR should investigate the contents and validity of the physical functional ability exam with the occupational health provider to have on file. **Priority 1.***
- *Human Resources in collaboration with the Sheriff's Office should ensure the functional capacity test represents the level of physical tasks required for patrol and jail separately. **Priority 1***
- *Ensure all pre-employment testing including psychological exam, physical, functional ability, and drug test results are submitted to HR. HR will be responsible to communicate required results information to the hiring authority. **Priority 2***
- *HR should review the level of medical documentation received to ensure the County only receives the level of information required. **Priority 1***

Applicant Communication

Human Resources should be responsible for ensuring all applicants are notified of their status during the application process. In addition, applicants who are receiving a written conditional offer of employment, should receive written notification of the process from Human Resources that will ensue outlining the remainder of the hiring process.

Finally, when a candidate completes all required post-offer testing, a final offer of employment should be sent from Human Resources, indicating salary, benefits, start date, and welcoming the employee to Door County. Information as to new employee orientation with Human Resources and the Sheriff's Office should also be included. Recommendations related to

applicant communication and record retention were listed earlier in the report, so there are no further recommendations in this area.

Retrocession

Currently the CBA and a subsequent MoA allows for a bargaining unit employee to return to their former position up to 45 days after the completion of the Field Training Program. Field Training is described as 12 work weeks in duration. This means that provided the employee otherwise meets the qualifications for the position, and does not require any additional training such as the Academy or Jail Officer training, the employee may return to their former position during the 12 week field training, and up to 45 days following the completion of that, which results in close to 18-weeks, or 4 ½ months. As a pre-emptive measure, the County allows job shadowing/ride along opportunities prior to postings, so the employee can better ensure this is the best move for them. This provision leaves open the possibility that when the County moves to fill the vacancy, that new employee may be bumped right into layoff. This is challenging in that most applicants will not be willing to take employment with a risk for being bumped into a layoff situation so soon after hire, yet operationally the position needs to be filled. The County is recommended to allow retrocession only during the 12-week Field Training Program, and only if the employee is failing the program. This will allow better assurances to new employees and reduces the risk of retrocession well after FTO is completed.

Recommendations

- *Negotiate to allow retrocession only during the 12-week Field Training Program, and only if the employee is failing the program. **Priority 3***

Promotion

Currently the Sheriff's Office uses the Civil Service process for promotions, in which the Sheriff makes the selection based upon the top three ranking internal applicants. With the recommendation to eliminate Civil Service from the recruitment/promotional process, the County should introduce an assessment center in conjunction with an interview process for future promotions. Although an interview is important for the selection of personnel, an interview does not normally provide a total picture of each candidate's strength and weaknesses.

The consultants suggest the inclusion of a testing process called an Assessment Center for all promotional opportunities. An Assessment Center is a process that places the candidate in a

testing environment that provides a high degree of reliability and insight into his/her supervisory, leadership, management, and/or operational potential by testing skills and ability, rather than just knowledge. The candidate participates in a series of exercises designed to simulate his/her competency to perform a particular job.

The Assessment Center process allows the Assessors to observe the candidate's thought process, organizational skills, leadership ability, stress tolerance, analytical skills, influence, delegation ability, decisiveness, sensitivity and/or empathy, communication techniques (both verbal and non-verbal), ability to function as a team member, and his/her ethics. In addition, assessment center testing can also be utilized to show a candidate's ability to command. It is recommended to utilize an assessment center with a panel of outside law enforcement experts, in conjunction with an interview process inclusive of the Sheriff and command staff in lieu of a test. The County Human Resources Department can then compile the results of the Assessment Center and interview process to rank the candidates, for the Sheriff to select from the top three ranked candidates.

Recommendations

- *Incorporate an Assessment Center and rigorous interview process into the Office promotional process. **Priority 3***
- *Discontinue the use of standardized testing for Sergeant and Lieutenant promotional processes. **Priority 3***
- *Establish a recruitment policy within the Administrative Manual identifying the Assessment Center process to be used for promotional purposes. **Priority 3***

Job Descriptions

Job descriptions are useful communication tools to explain to employees what tasks an employer expects them to perform. Job descriptions should also address performance standards. Without these tools, employees may not perform as expected. Job descriptions also identify the education, skill, and ability necessary for a position, which are referred to as minimum qualifications. Clear and accurate job descriptions should reduce the risk of unqualified candidates from participating in the recruitment process, as the listed minimum qualifications should serve as a guide screening for recruitment and promotional purposes. These will also provide employees with a guide of what will be needed to attain higher ranking positions they may be interested in obtaining in the future.

Job descriptions are also an important part of the application process – in which the applicant signs off that they are capable of performing the functions of the position; of indicating the types of accommodations that are required. The job descriptions should also delineate

responsibilities for promoted ranks – not only operational skills, but also management and leadership skills required for the positions. These job descriptions should be utilized not only in the hiring process, but also the promotional process.

Job descriptions currently exist for the Sheriff's Office, but it was discovered the information contained in these documents may not be completely accurate. The Department, in cooperation with Human Resources, should review and update all department job descriptions now, at the time of a vacancy, and annually so changes are communicated to all personnel, as an example, during the annual performance evaluation process. Human Resources should hold the master document for all County job descriptions, so any revisions are not official until finalized through Human Resources.

Recommendations

- *The Sheriff's Office and Human Resources Department should ensure all job descriptions are updated now, at the time of a vacancy, and annually going forward; and shared with employees during evaluation meetings. **Priority 2***

WRS Protective Status

Following the enactment of the 2011 Act 10, any employee who was not defined as a public safety employee or transit employee were offered significantly different collective bargaining rights. Within this sweeping legislation also came major changes to employer contributions within the Wisconsin Retirement System (WRS). As a result of these legislative changes, many counties throughout Wisconsin started to evaluate employment category designations.

Participating employees can fall into the category of Protective occupation under Social Security if their principal duties (51% or more) meet all the following requirements identified in Wisconsin State Statute §40.02 (48)(a):

- Involvement in active law enforcement or active fire suppression or prevention;
- Frequent exposure to a high degree of danger or peril; and
- A high degree of physical condition.

The Statute does provide titles that may be included in this designation, which includes Deputy Sheriff, but the Employee Trust Fund (ETF) Board who manages the WRS System indicated this designation is not to be made on the title, but rather by evaluating whether at least 51% of the employees duties meet the above listed criteria. The significance of this designation is not only to maintain a higher level of retirement/duty disability protections, but it is also important for

maintaining collective bargaining rights as a public safety employee. This designation is independent of the Sheriff's constitutional authority to depute, as a deputized employee may still hold a general employment category for WRS purposes.

The position of Jailer/Correctional Officer across the state was closely scrutinized after 2012, in which the majority of Counties determined the classification of this position should be designated as a general employment category, after having conducted their own position analysis.

The consultants learned this was a topic discussed with the full County Board in 2018, when the County was considering a designation change from Protective status to a General status. At that time, the County Board determined, by majority vote, to leave the Protective Status designation.

Although the consultants understand the desire to involve the governing body on a significant change in employee benefits, the determination of the proper employment category should be the responsibility of the County's designated WRS Agent. The Consultants acknowledge the Protective classification in corrections is likely a draw for recruitment and retention as well as other advantages for the County. However, if the position is not properly classified, the County is providing for a higher level of benefit than required and is not aligned with this State Statute.

Throughout the course of the study, and in this report, it has outlined how different the position of Road Deputy is from Security Deputy, not only from a minimum qualifications and certifications requirement, but also in terms of duties, responsibilities, and even work environment. As a result, upon completion of recruitment process updates and updating of the job descriptions, it is recommended the County WRS Agent conduct an evaluation for the positions of Security Deputy and Security Sergeant, and Jail Lieutenant to determine if they each meet the Protective status qualification as listed in Wisconsin State Statute §40.02 (48)(a).

Recommendations

- *Upon completion of recruitment updates and job description updates, the WRS Agent should conduct an evaluation of the positions of Security Deputy and Security Sergeant, and Jail Lieutenant to determine if they each meet the Protective status qualification as listed in Wisconsin State Statute §40.02 (48)(a). **Priority 3***

Compression

One concern raised during the Study was the perception of compression between ranks, and an unwillingness to promote as a result. Compression is defined as salaries of job classifications of a higher rank or authority are paid less than positions of a lower rank or authority. It is

important to understand the consultants did not conduct a Compensation Study, but they did do a review of the salary ranges per rank, inclusive of union, non-union, and the Sheriff. There appears to be sufficient separation between each of the ranks, with the exception of Chief Deputy and Sheriff, which is recommended to be re-evaluated by the County prior to setting the wages of the Sheriff for the next term. Overtime was also reviewed, and it was found that overtime does exist individually up to \$15,000 annually and was as high as \$18,000 in previous years. Overtime beyond \$7,000 is hard to facilitate within any Salary Schedule. It is even more difficult to accommodate overtime with stipends and special pay which compound the compression. Grant work, minimum staffing levels, and critical incidents are factors that drive overtime in a 24/7/365 operation, which the County has little control over. However, without addressing the provisions of daily overtime with the bargaining unit, it is unlikely the County will be able to eliminate the issue of compression altogether. It is recommended compression be discussed with the County's compensation consultant when the County conducts a market update to the existing non-union salary schedule, as well as setting a policy for a set percentage increase during promotions.

Recommendations

- *Evaluate the salary of the Sheriff for better separation between ranks with the Chief Deputy salary range prior to setting the wages of the Sheriff for the next term. **Priority 3***
- *Discuss with the County's compensation consultant the compression between bargaining and non-bargaining wages during the next non-bargaining market update for non-bargaining adjustments. **Priority 3***
- *Incorporate a set promotional percentage increase into the County's compensation policy within the Administrative Manual. **Priority 3***

Policy Review

An Administrative Manual is a summary of information about an organization that will often include administrative procedures and employment related policies. This document covers basic topics such as expectations of conduct, selection and promotional processes, hours of work, discipline, benefits (if applicable), separation, and standard employment policy topics such as harassment. An Employee Handbook is a more basic overview of these overarching policies of the organization. It would be expected an Administrative Manual is more comprehensive and will provide clarification and interpretation that may not be included in an Employee Handbook. Door County currently has both an Administrative Manual and Employee Handbook, although revisions were last made in 2013/2014. It is recommended all policies be reviewed every two years, and as legal updates require. Both documents are believed to be provided to employees upon hire and are electronically accessible.

In addition, the Sheriff's Office has department specific policies for both patrol and jail. The patrol policies also cover a number of human resources-based topics. County Administration did confirm these policies were reviewed by Human Resources and Corporation Counsel to ensure there were no conflicting statements between documents. With that said, Sheriff's Office employees have an Administrative Manual, Employee Handbook, County Department Policies, and a collective bargaining agreement to follow. The question any reasonable employee may ask is why have duplicative policies?

Operational policy should be determined by the law enforcement subject matter experts, but guiding human resources related policies should be determined by human resource subject matter experts, who recommend policy for the entire organization, which is the County. A department's human resources related policies should only supplement the County's policies, when necessary.

For employee ease, the department specific human resources related policies should be re-evaluated for duplication and eliminated from the Office's policy manual when guiding county policies in these areas exist. It is understood the Office utilizes LEXIPOL which develops and updates public safety policies based on Federal and State policies and caselaw. LEXIPOL policies are developed to be legally defensible. With that said, these policies must also align to current processes, so the County must consider and weigh the effort it takes to duplicate and manage multiple policy sources. Thereafter, the County should then consider the necessity of having both an Administrative Manual and Employee Handbook, and if the two documents can be updated and consolidated into a single overarching policy manual.

A statement on conflicting policies should be included in these documents so it is clear to employees and they also acknowledge they are covered by all policy documents. All employees should be provided a copy of all policies and provide an acknowledgement of receipt.

Recommendations

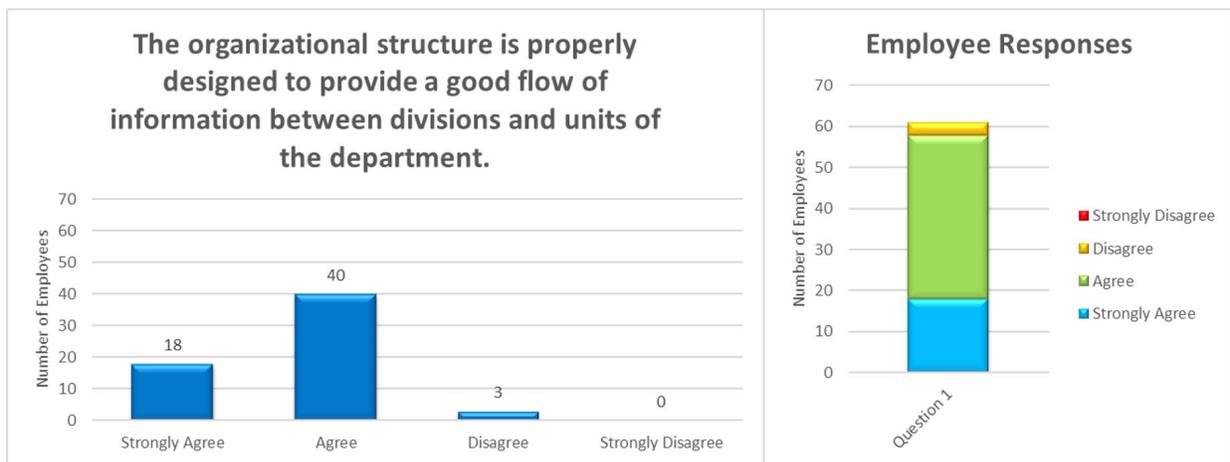
- *Review Office Policies to eliminate duplication with county policy. **Priority 3***
- *Review County Administrative Manual with the Employee Handbook to consider consolidation and updates into one Policy Manual. **Priority 3***
- *Incorporate conflicting language into each policy manual/document so it is clear what manuals supersede others. **Priority 2***
- *Provide all policies to employees and require a written acknowledgement. **Priority 3***

SURVEY RESPONSES

Organizations interested in achieving success must take an honest, fact-based approach to understand where they succeed and fall short. Self-assessments are valuable tools to help get a quick understanding of the organization.

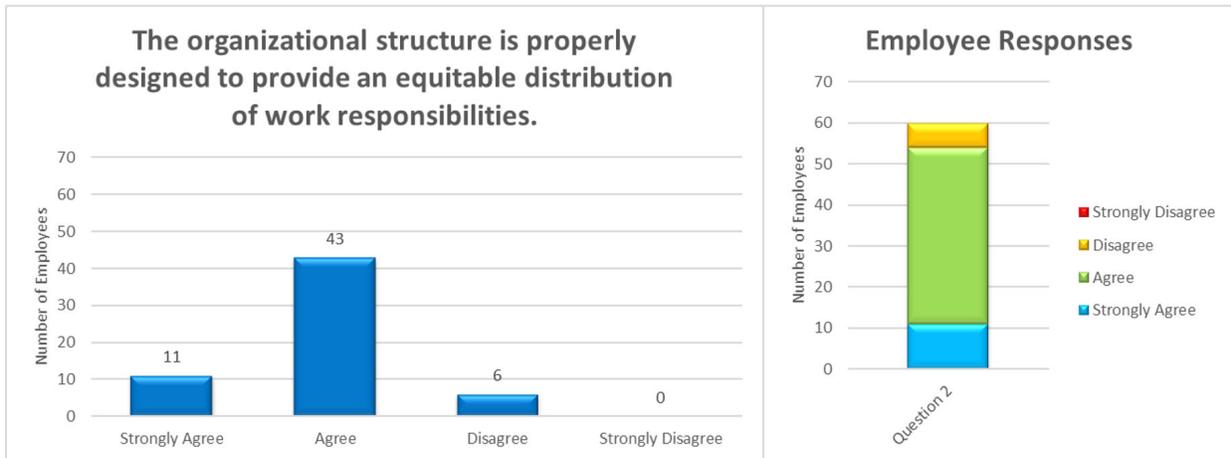
The remaining sections of this report will provide detailed information from the survey responses to provide more meaning, trends, themes, and recommendations.

Survey question #1: “The organizational structure is properly designed to provide a good flow of information between divisions and units of the department.”



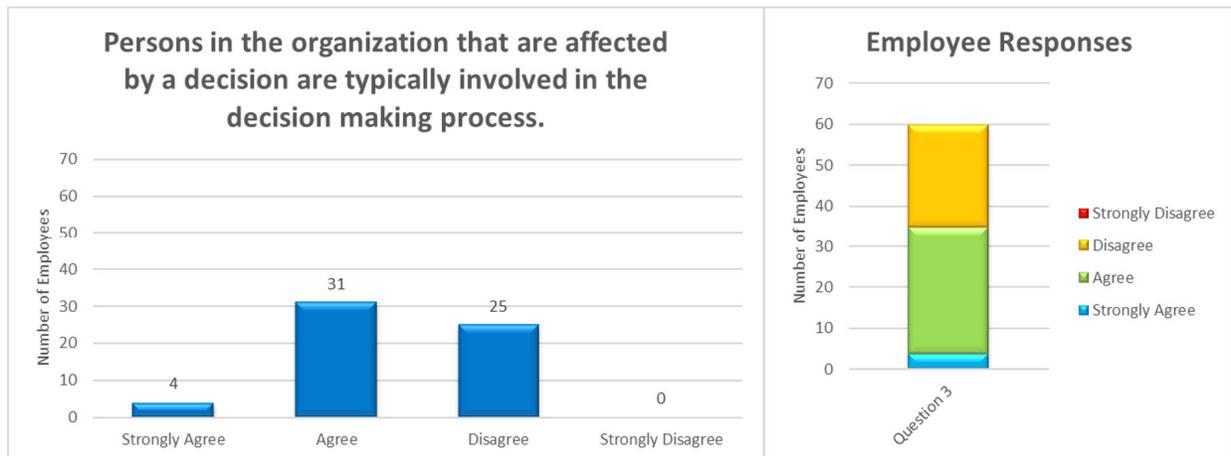
Strongly Agree	29.51%
Agree	65.57%
Disagree	4.92%
Strongly Disagree	0%

Survey question #2: “The organizational structure is properly designed to provide an equitable distribution of work responsibilities.”



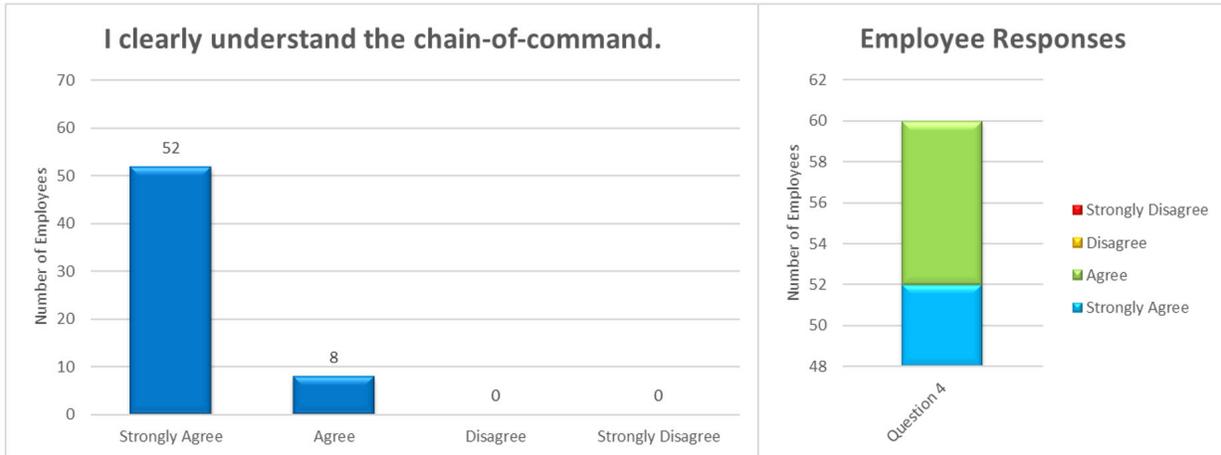
Strongly Agree	18.33%
Agree	71.67%
Disagree	10.00%
Strongly Disagree	0%

Survey question #3: “Persons in the organization that are affected by a decision are typically involved in the decision-making process.”



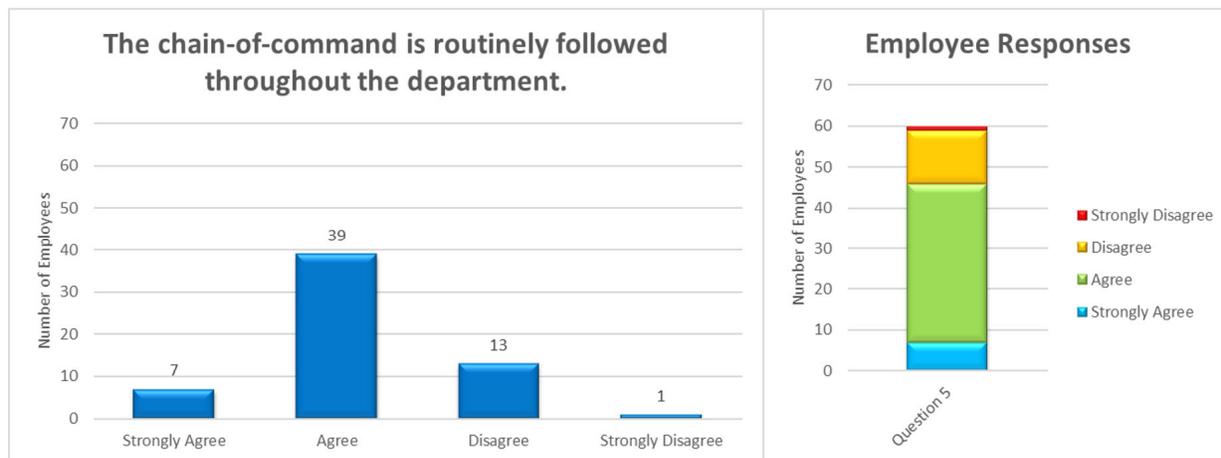
Strongly Agree	6.67%
Agree	51.67%
Disagree	41.67%
Strongly Disagree	0%

Survey question #4: "I clearly understand the chain-of-command."



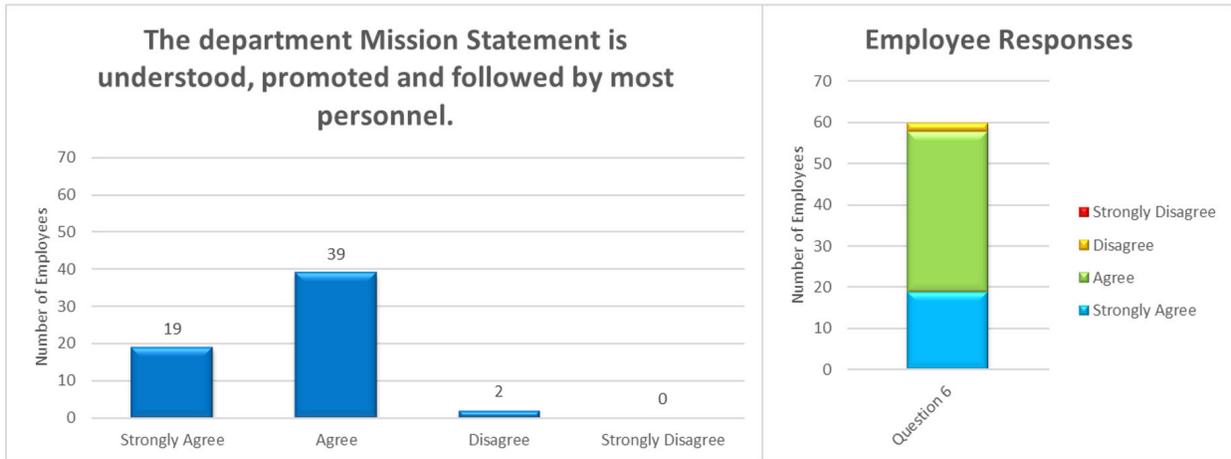
Strongly Agree	86.67%
Agree	13.33%
Disagree	0%
Strongly Disagree	0%

Survey question #5: "The chain-of-command is routinely followed throughout the department."



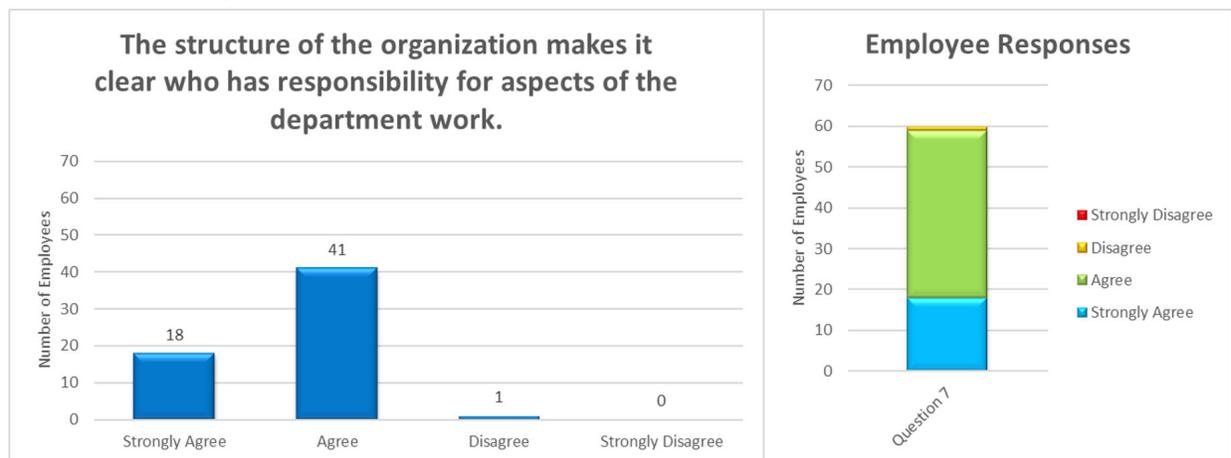
Strongly Agree	11.67%
Agree	65.00%
Disagree	21.67%
Strongly Disagree	1.67%

Survey question #6: “The department Mission Statement is understood, promoted and followed by most personnel.”



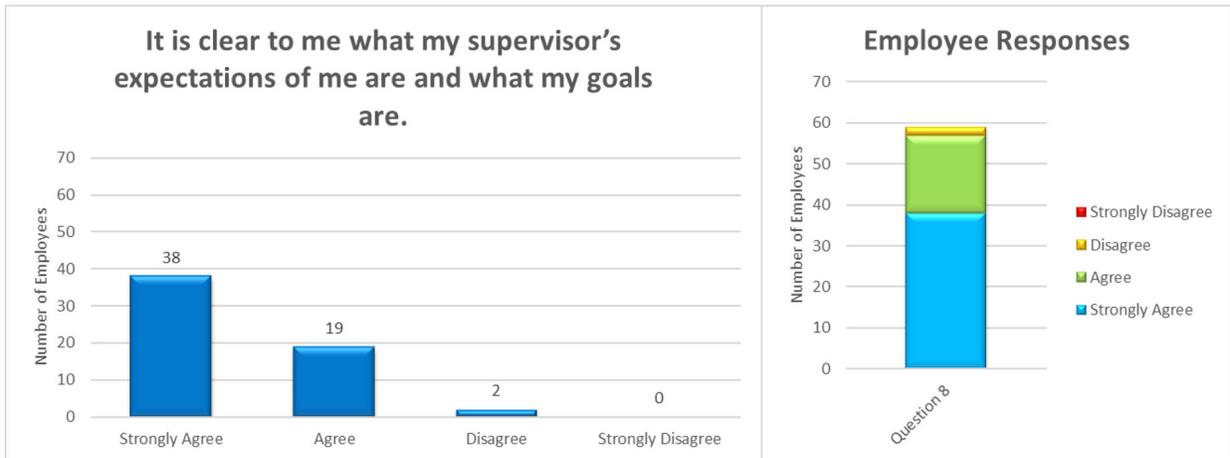
Strongly Agree	31.67%
Agree	65.00%
Disagree	3.33%
Strongly Disagree	0%

Survey question #7: “The structure of the organization makes it clear who has responsibility for aspects of the department work.”



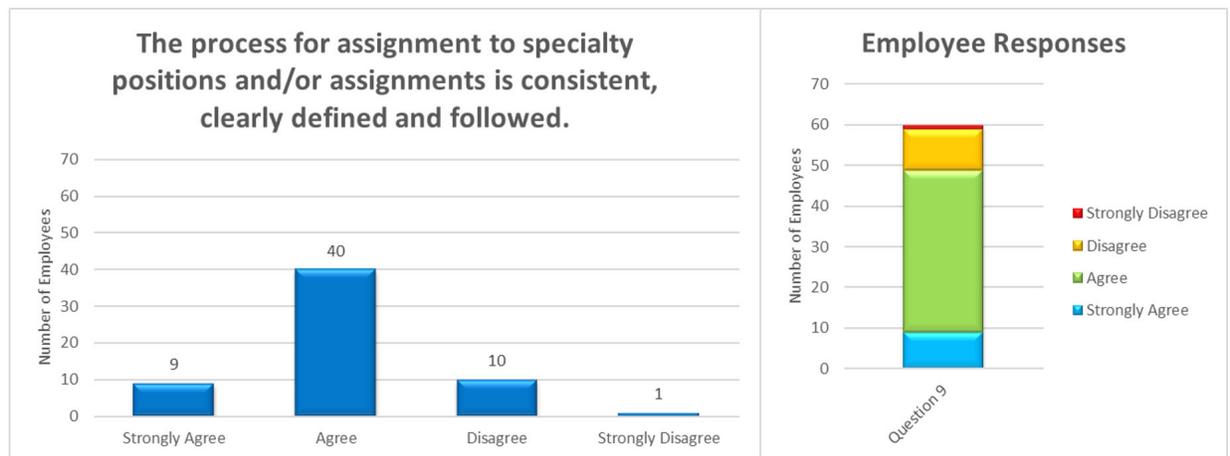
Strongly Agree	30.00%
Agree	68.33%
Disagree	1.67%
Strongly Disagree	0%

Survey question #8: “It is clear to me what my supervisor’s expectations of me are and what my goals are.”



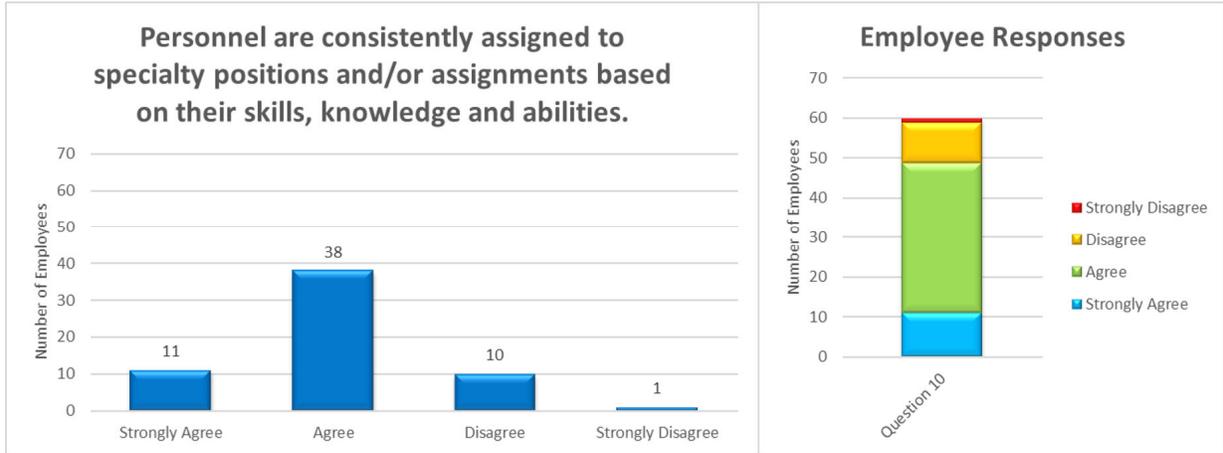
Strongly Agree	62.41%
Agree	32.20%
Disagree	3.39%
Strongly Disagree	0%

Survey question #9: “The process for assignment to specialty positions and/or assignments is consistent, clearly defined and followed.”



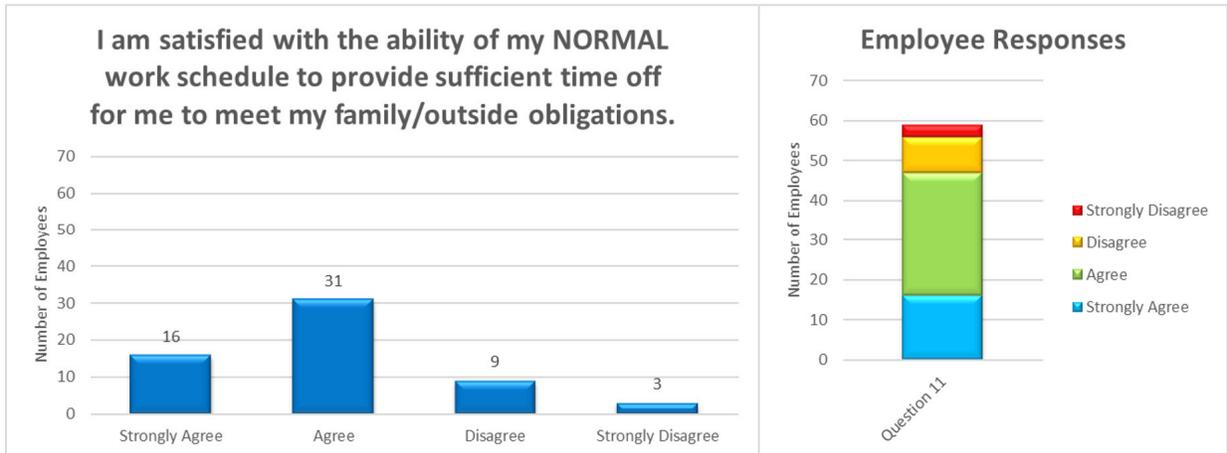
Strongly Agree	15.00%
Agree	66.67%
Disagree	16.67%
Strongly Disagree	1.67%

Survey question #10: "Personnel are consistently assigned to specialty positions and/or assignments based on their skills, knowledge and abilities."



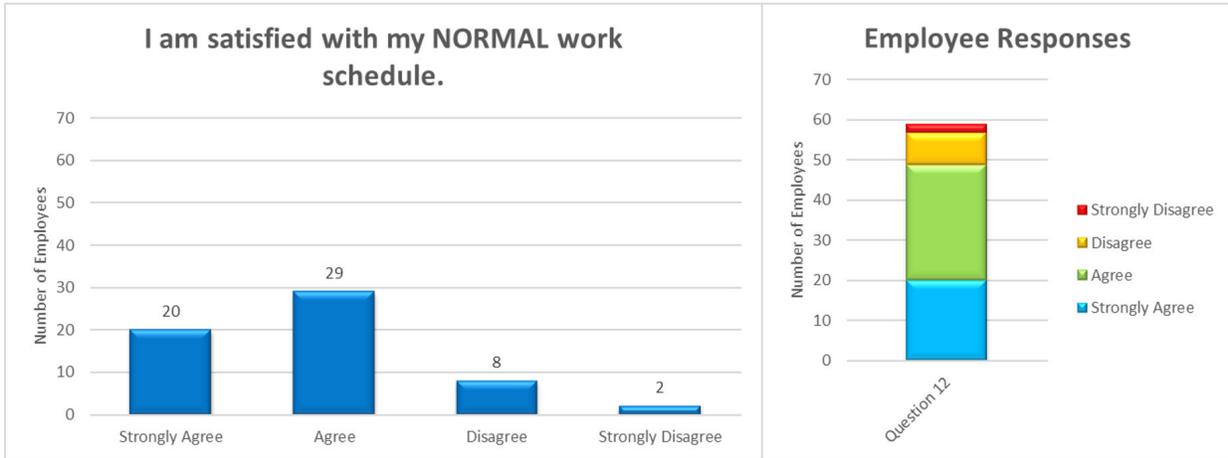
Strongly Agree	18.33%
Agree	63.33%
Disagree	16.67%
Strongly Disagree	1.67%

Survey question #11: "I am satisfied with the ability of my NORMAL work schedule to provide sufficient time off for me to meet my family/outside obligations."



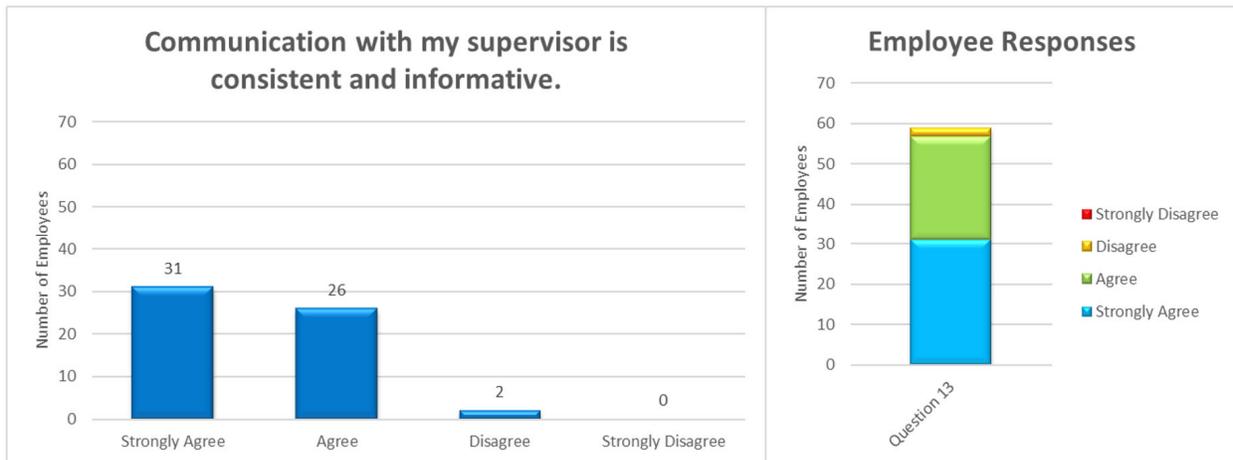
Strongly Agree	27.12%
Agree	52.54%
Disagree	15.25%
Strongly Disagree	5.08%

Survey question #12: "I am satisfied with my NORMAL work schedule."



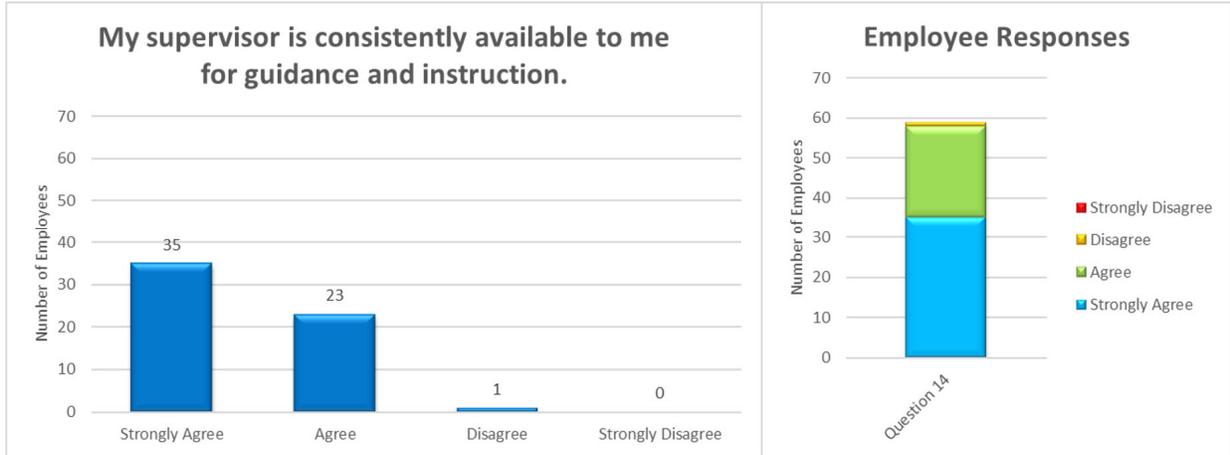
Strongly Agree	33.90%
Agree	49.15%
Disagree	13.56%
Strongly Disagree	3.39%

Survey question #13: "Communication with my supervisor is consistent and informative."



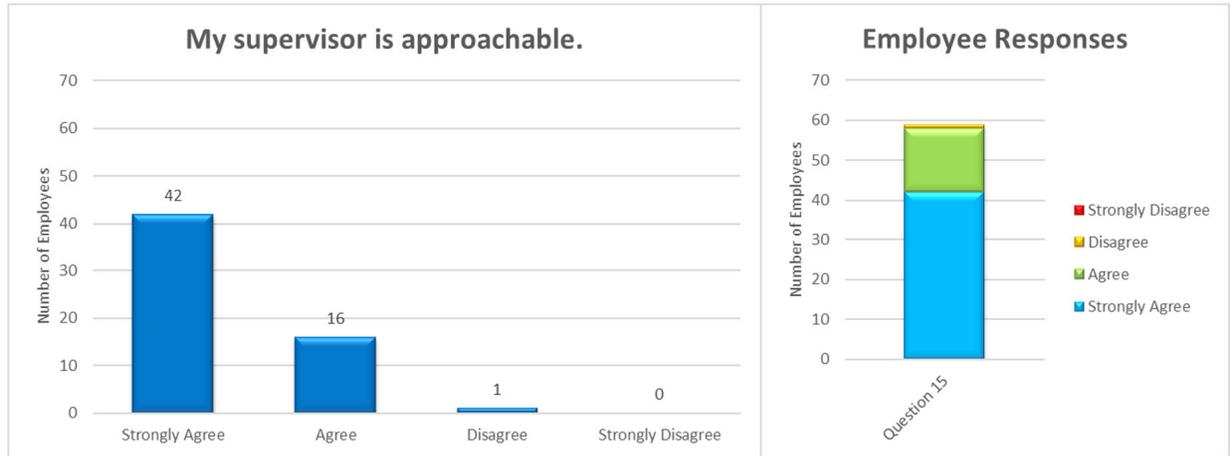
Strongly Agree	33.90%
Agree	49.15%
Disagree	13.56%
Strongly Disagree	3.39%

Survey question #14: “My supervisor is consistently available to me for guidance and instruction.”



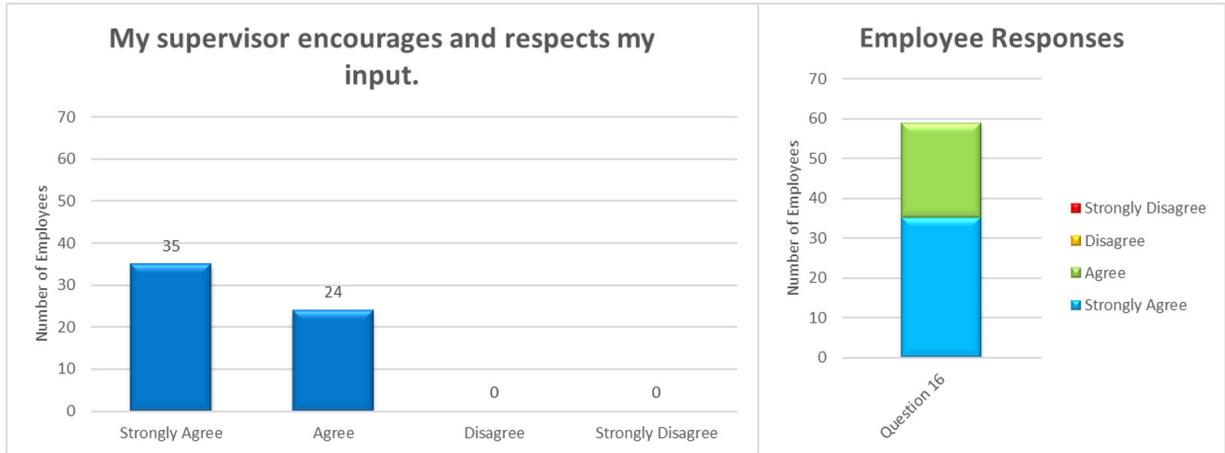
Strongly Agree	59.32%
Agree	38.98%
Disagree	1.69%
Strongly Disagree	0%

Survey question #15: “My supervisor is approachable.”



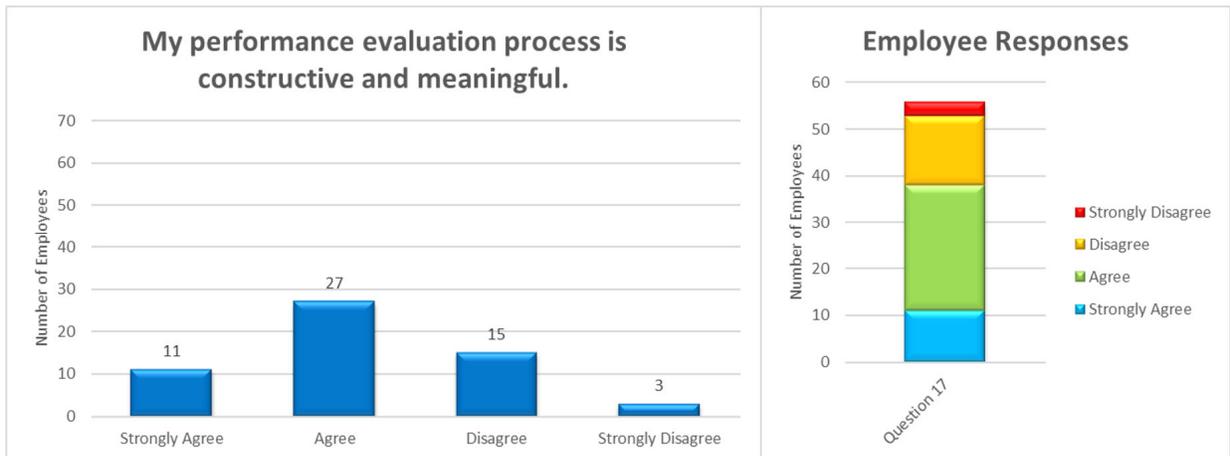
Strongly Agree	71.19%
Agree	27.12%
Disagree	1.69%
Strongly Disagree	0%

Survey question #16: “My supervisor encourages and respects my input.”



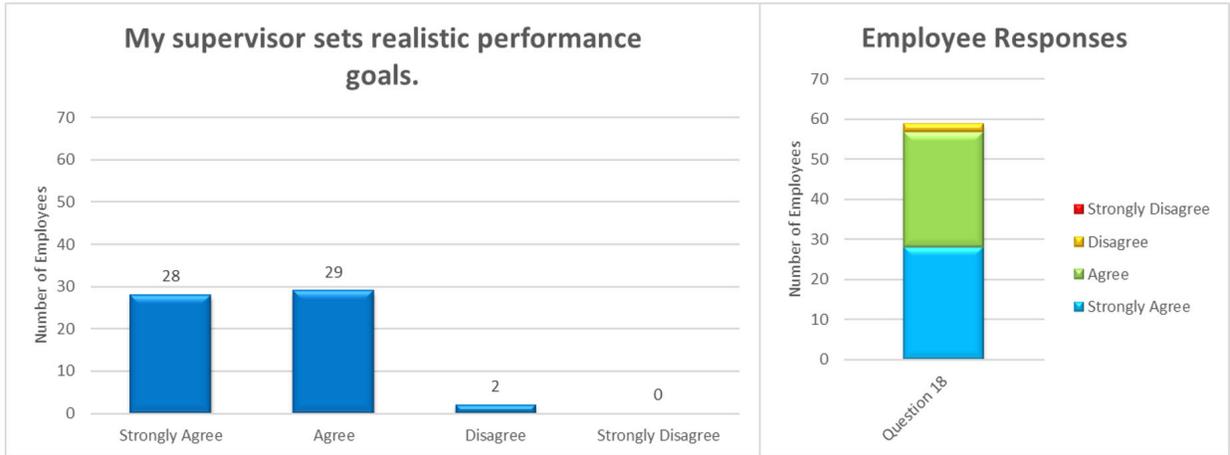
Strongly Agree	59.325%
Agree	40.68%
Disagree	0%
Strongly Disagree	0%

Survey question #17: “My performance evaluation process is constructive and meaningful.”



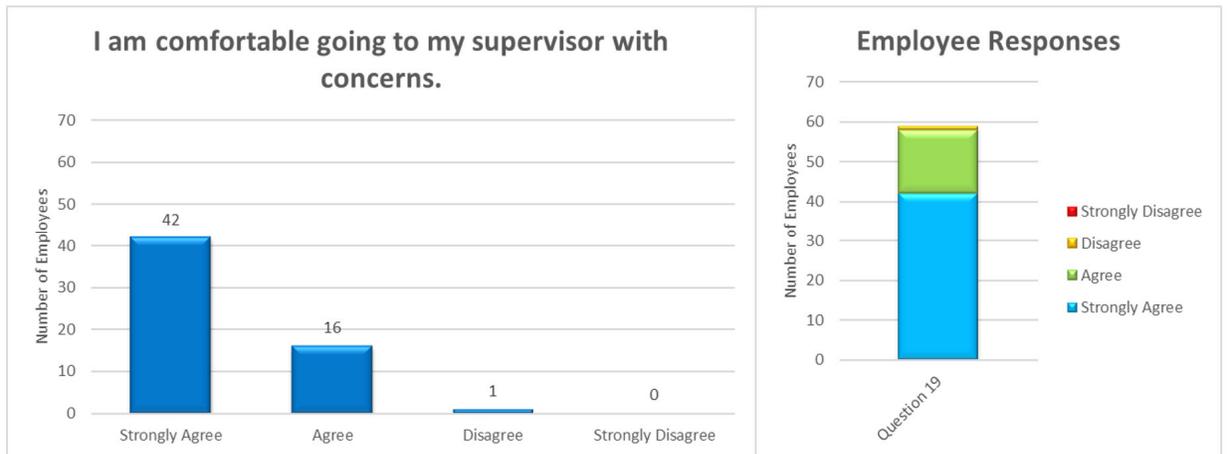
Strongly Agree	19.64%
Agree	48.21%
Disagree	26.79%
Strongly Disagree	5.36%

Survey question #18: "My supervisor sets realistic performance goals."



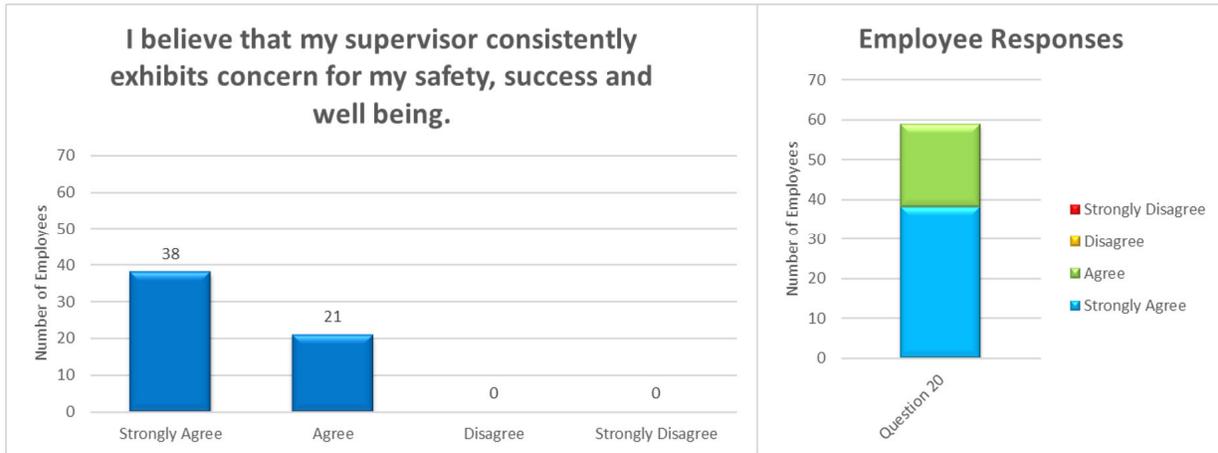
Strongly Agree	47.46%
Agree	49.15%
Disagree	3.39%
Strongly Disagree	0%

Survey question #19: "I am comfortable going to my supervisor with concerns."



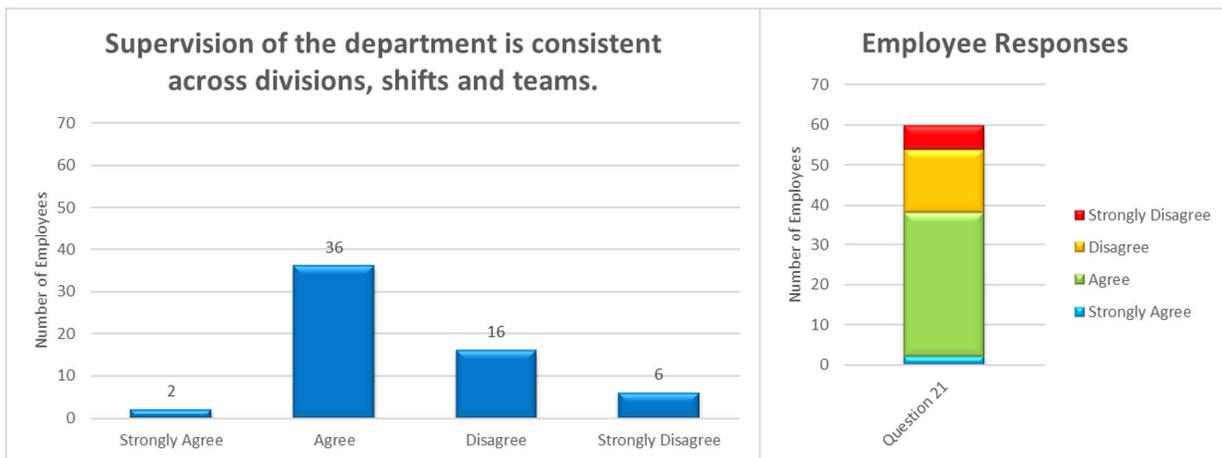
Strongly Agree	71.19%
Agree	27.12%
Disagree	1.69%
Strongly Disagree	0%

Survey question #20: "I believe that my supervisor consistently exhibits concern for my safety, success and well-being."



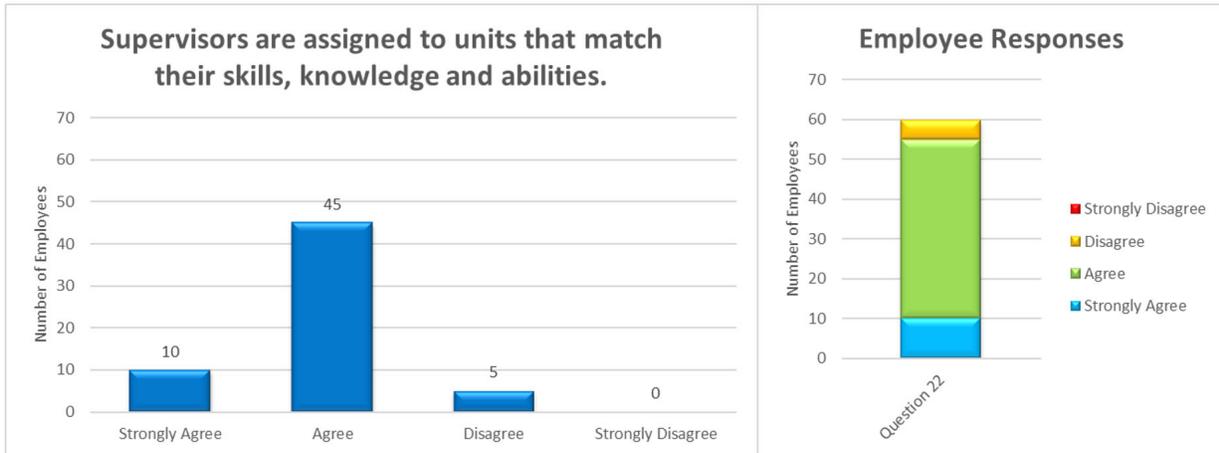
Strongly Agree	64.41%
Agree	35.59%
Disagree	0%
Strongly Disagree	0%

Survey question #21: "Supervision of the department is consistent across divisions, shifts and teams."



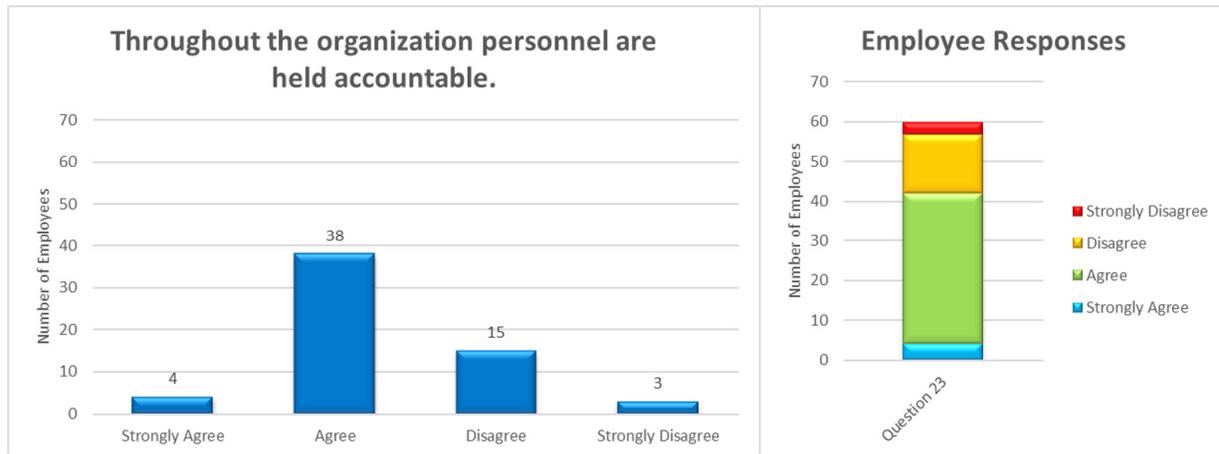
Strongly Agree	3.33%
Agree	60.00%
Disagree	26.67%
Strongly Disagree	10.00%

Survey question #22: "Supervisors are assigned to units that match their skills, knowledge and abilities."



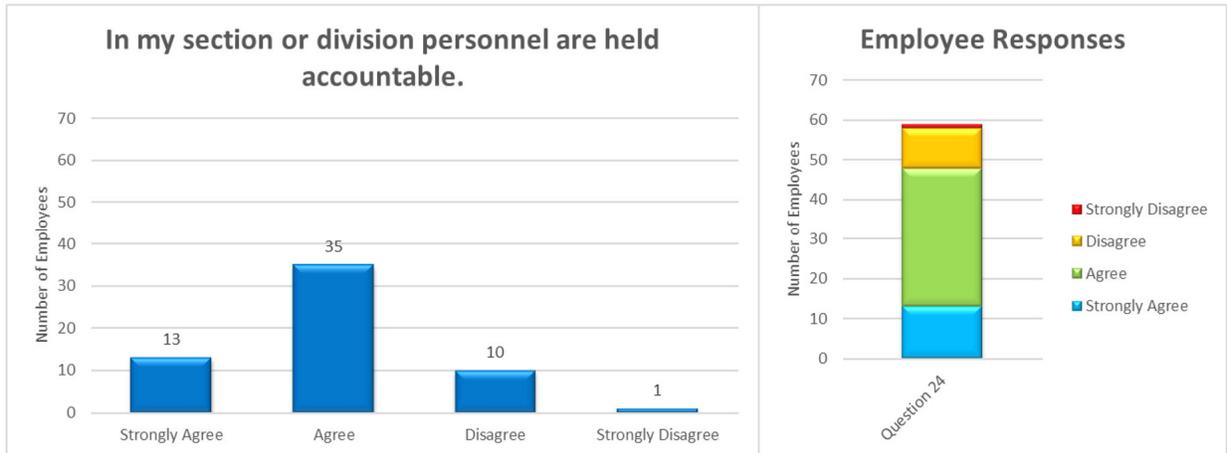
Strongly Agree	16.67%
Agree	75.00%
Disagree	8.33%
Strongly Disagree	0%

Survey question #23: "Throughout the organization personnel are held accountable."



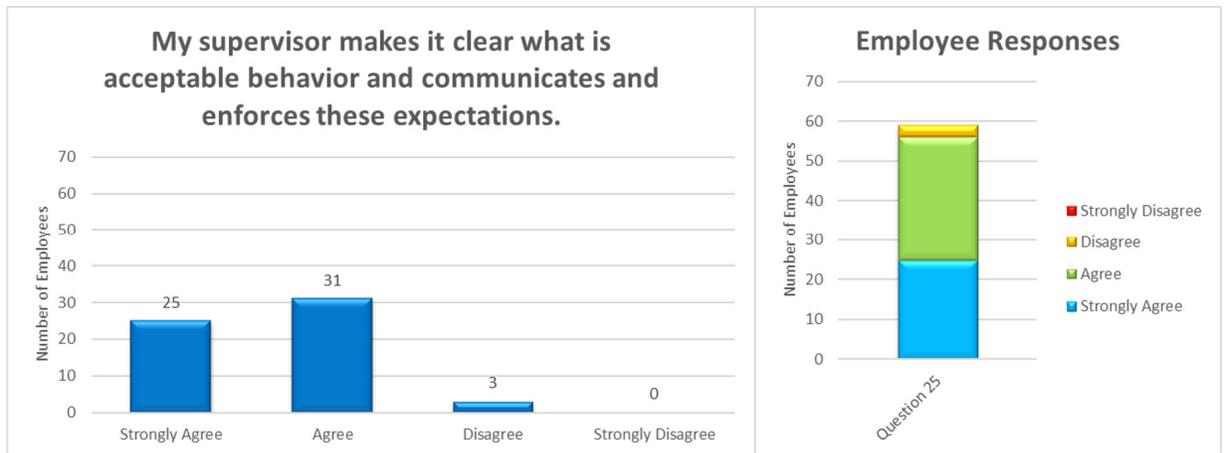
Strongly Agree	6.67%
Agree	63.33%
Disagree	25.00%
Strongly Disagree	5.00%

Survey question #24: "In my section or division personnel are held accountable."



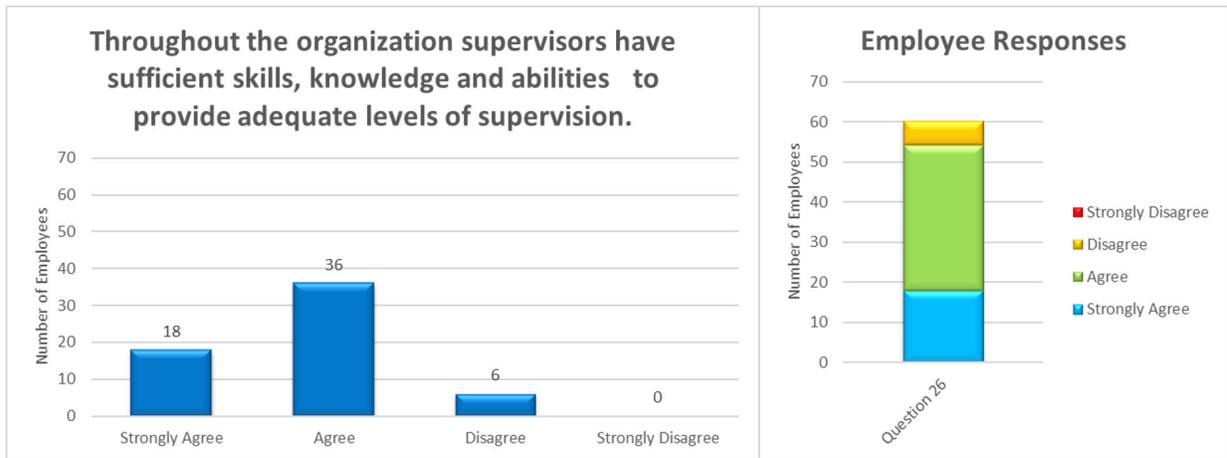
Strongly Agree	22.03%
Agree	59.32%
Disagree	16.95%
Strongly Disagree	1.69%

Survey question #25: "My supervisor makes it clear what is acceptable behavior and communicates and enforces these expectations."



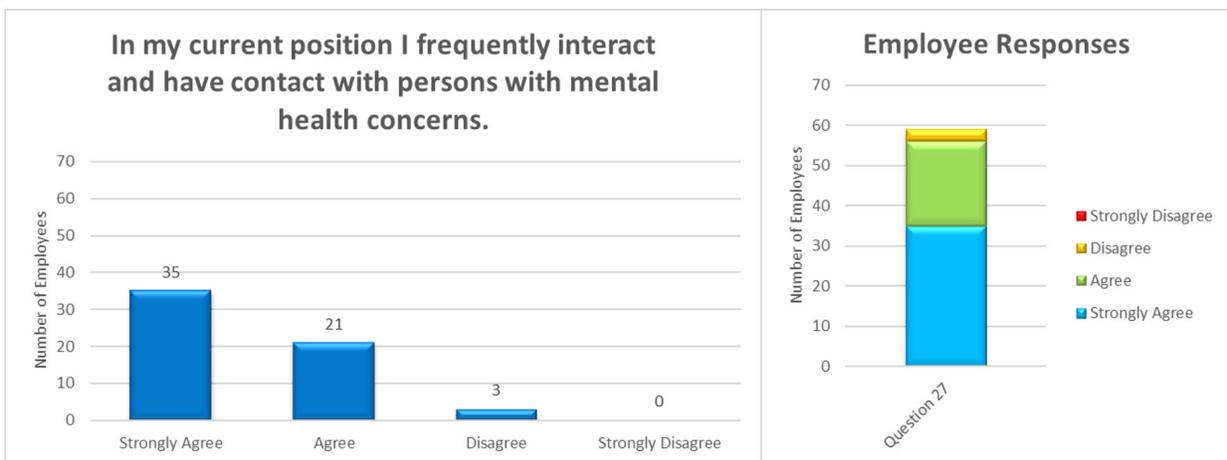
Strongly Agree	42.37%
Agree	52.54%
Disagree	5.08%
Strongly Disagree	0%

Survey question #26: "Throughout the organization supervisors have sufficient skills, knowledge and abilities to provide adequate levels of supervision."



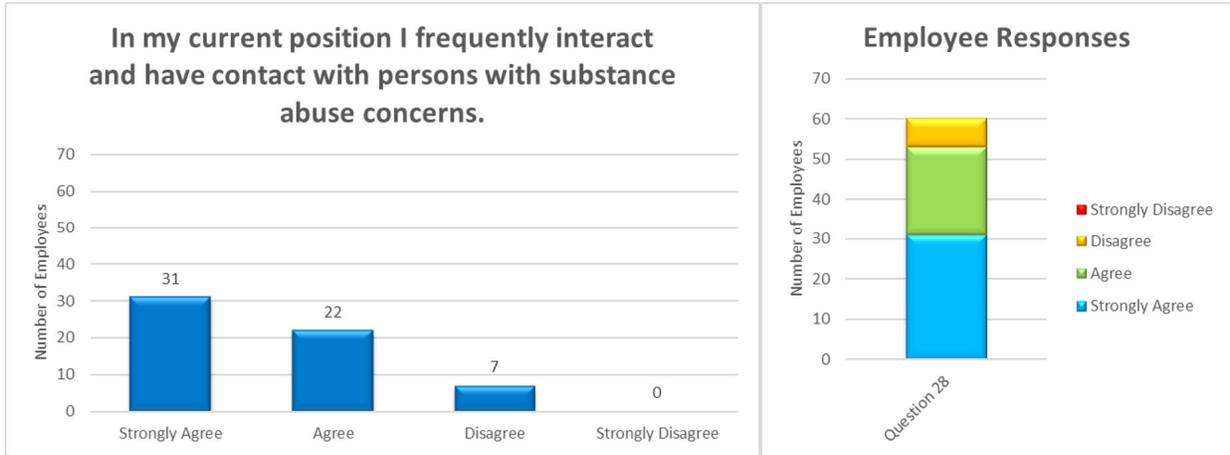
Strongly Agree	30.00%
Agree	60.00%
Disagree	10.00%
Strongly Disagree	0%

Survey question #27: "In my current position I frequently interact and have contact with persons with mental health concerns."



Strongly Agree	59.32%
Agree	35.59%
Disagree	5.08%
Strongly Disagree	0%

Survey question #28: "In my current position I frequently interact and have contact with persons with substance abuse concerns."



Strongly Agree	51.67%
Agree	36.67%
Disagree	11.67%
Strongly Disagree	0%

APPENDIX A: EMPLOYEE SURVEY INTERVIEW QUESTIONS

1. *The organizational structure is properly designed to provide a good flow of information between divisions and units of the office.*
2. *The organizational structure is properly designed to provide an equitable distribution of work responsibilities.*
3. *Persons in the organization that are affected by a decision are typically involved in the decision-making process.*
4. *I clearly understand the chain-of-command.*
5. *The chain-of-command is routinely followed throughout the office.*
6. *The office Mission Statement is understood, promoted and followed by most personnel.*
7. *The structure of the organization makes it clear who has responsibility for aspects of the department work.*
8. *It is clear to me what my supervisor's expectations of me are and what my goals are.*
9. *The process for assignment to specialty positions and/or assignments is consistent, clearly defined and followed.*
10. *Personnel are consistently assigned to specialty positions and/or assignments based on their skills, knowledge and abilities.*
11. *I am satisfied with the ability of my NORMAL work schedule to provide sufficient time off for me to meet my family/outside obligations.*
12. *I am satisfied with my NORMAL work schedule.*
13. *Communication with my supervisor is consistent and informative.*
14. *My supervisor is consistently available to me for guidance and instruction.*
15. *My supervisor is approachable.*
16. *My supervisor encourages and respects my input.*
17. *My performance evaluation process is constructive and meaningful.*
18. *My supervisor sets realistic performance goals.*
19. *I am comfortable going to my supervisor with concerns.*
20. *I believe that my supervisor consistently exhibits concern for my safety, success and well-being.*
21. *Supervision of the office is consistent across divisions, shifts and teams.*
22. *Supervisors are assigned to units that match their skills, knowledge and abilities.*
23. *Throughout the organization personnel are held accountable.*
24. *In my section or division personnel are held accountable.*
25. *My supervisor makes it clear what is acceptable behavior and communicates and enforces these expectations.*
26. *Throughout the organization supervisors have sufficient skills, knowledge, and abilities to provide adequate levels of supervision.*
27. *In my current position I frequently interact and have contact with persons with mental health concerns.*
28. *In my current position I frequently interact and have contact with persons with substance abuse concerns.*
29. *Is there anything you would like to tell us to help us complete this Staffing Analysis?*

APPENDIX B: CHART OF CONSULTANT RECOMMENDATIONS

NUMBER	SECTION	RECOMMENDATION	PRIORITY
1	Patrol Division	Convert patrol deputies and sergeants annual work hours to 2080.	1
2	Patrol Division	Staff patrol shifts with four teams working 12-hour shifts.	1
3	Patrol Division	Do not assign a sergeant responsibility for zone coverage as well as overall supervision of the shift.	1
4	Patrol Division	Reconfigure the zone map to provide for six zones.	1
5	Patrol Division	Patrol minimum staffing should increase to four minimum at all times during Phase One (one supervisor and three deputies).	1
6	Patrol Division	Patrol minimum staffing should increase to five minimum at all times during Phase Two (one supervisor and four deputies).	1
7	Patrol Division	From mid-May until mid-October patrol and investigative deputies and supervisors will not be scheduled for non-mandatory training and other non-essential administrative functions.	1
8	Patrol Division	The administrative duties the Field Services Lieutenant performs that are not directly related to the patrol or investigations function should be transferred to the new Professional Standards Division. Priority 2	2
9	Investigative Division	At the end of the three-year contract with the schools convert annual work hours of School Resource Officers to 2080	3
10	Investigative Division	Assign and train one of the general investigators in basic digital forensic investigative procedures, to be performed as a collateral duty.	2
11	Investigative Division	Transfer the evidence storage responsibility to the new Professional Standards Division.	2
12	Investigative Division	The captain in the new Professional Standards Division should assist in developing a tracking system for the Investigative Division for case management.	2

NUMBER	SECTION	RECOMMENDATION	PRIORITY
13	Investigative Division	A trial period should be initiated in which one of the two general Investigators works from 1pm to 9pm Monday through Friday.	2
14	Investigative Division	The administrative duties that the Investigative Sergeant performs which are not directly related to the investigations function should be transferred to the new Professional Standards Division.	2
15	Jail Division	Convert Jail Deputies annual work hours to 2080.	1
16	Jail Division	One additional Jail Sergeant will need to be authorized.	1
17	Jail Division	The Jail Division should change to a 12-hour schedule with four shift teams.	1
18	Jail Division	All work shifts, including part-time Jail Deputy work shifts be determined at the beginning of each year by the shift sergeant, based on the needs of the department.	1
19	Jail Division	Schedule shifts for part-time jailers as part of regular scheduling.	1
20	Jail Division	Part-time jailers should be regularly scheduled to work 48 hours per two-week cycle.	1
21	Jail Division	The current practice of awarding shifts based on seniority be discontinued. The gender requirement should stay in place.	1
22	Jail Division	Increase number of part-time jailers. Will permit more shifts to be staffed at straight time pay and not violate the 48 hour per pay period rules.	1
23	Jail Division	The administrative duties that the Jail Lieutenant performs which are not directly related to the jail function should be transferred to the new Professional Standards Division.	2
24	Professional Standards Division	Modify the organization chart to add a Professional Standards Division.	1
25	Professional Standards Division	Create the position of Professional Standards Captain to oversee the Professional Standards Division.	1

NUMBER	SECTION	RECOMMENDATION	PRIORITY
26	Professional Standards Division	Create the position of Mental Health and Community Engagement Officer within the Professional Standards Division.	1
27	Professional Standards Division	Create the position of Evidence Custodian within the Professional Standards Division	1
28	Fair Labor Standards Act	Develop a written policy outlining the FLSA work period for the Sheriff's Office to incorporate into the County's Administrative Manual for clarity, referencing the 7(k) exemption.	1
29	Overtime Calculations	Review the calculation of special pays to ensure they are properly included into the calculation of regular rate for the purposes of FLSA overtime.	1
30	Clothing Allowance	Develop a written policy outlining clothing allowance/reimbursement provisions for the County to incorporate into the County's Administrative Manual for clarity.	1
31	Supervision	Evaluate the position of sergeant for unit clarification out of the bargaining unit. If this cannot occur, remove the duties involving investigations and disciplinary action; and require active involvement of lieutenants in the performance evaluation process between sergeants and deputies.	2
32	Civil Service Process and Hiring	Within the Administrative Manual, designate the Human Resources Director as the position having responsibility over all recruitment for the County, and that all hiring officials will adhere to all recruitment policies and procedures outlined.	3
33	Civil Service Ordinance and Recommendations	Discontinue the Civil Service Commission for recruitment and promotional activity.	1
34	Civil Service Ordinance and Recommendations	Eliminate the Civil Service Ordinance and develop all recruitment and promotional policies for incorporation into the County Administrative Manual.	1
35	Vacancy Approval Process	Continue the County Administrator approval process for budgeted position vacancies, to include Human Resources and Finance.	2
36	Vacancy Approval Process	Discontinue Committee approvals for budgeted position vacancies.	2

NUMBER	SECTION	RECOMMENDATION	PRIORITY
37	Distinctions Between Deputy Positions for Recruitment	Develop separate recruitment processes for patrol and jail.	2
38	Recommended Recruitment Process	Recruit for patrol and jail at the time of vacancy once all recruitment processes have been updated.	2
39	Recommended Recruitment Process	Develop a recruitment policy to consider previous applicants for the same position in jail or patrol if within 120 days. This policy should be located within the County Administrative Manual.	2
40	Recruitment Sources and Locations	The Sheriff's Office and Human Resources should develop a formal written recruitment strategy for the Department's recruitment needs.	2
41	Recruitment Sources and Locations	The Sheriff, HR, and countywide webpages should be updated to reflect why Door County is an employer of choice for recruitment purposes.	3
42	Recruitment Sources and Locations	Provide hiring process information on the Sheriff and HR webpage for process transparency.	3
43	Screening Applications	HR should screen all applicants for minimum qualification and maintain all documentation.	2
44	Screening Applications	HR should be designated the department communicating with applicants during the interview/hiring process. Templates should be developed within the Applicant Tracking System.	2
45	Testing	Discontinue standardized tests for patrol recruitment processes provided the minimum qualifications continue to require certification or being LESB certifiable at time of hire.	3
46	Testing	Administer the National Corrections Officer Selections Test (NCST) offered by Stanard & Associates in the screening process for jailer recruitment processes.	2
47	Testing	The Human Resources Department should self-proxy all standardized tests.	3
48	Testing	Establish 70% as the score for passing and incorporate this threshold into the County's recruitment policy within the Administrative Manual.	2

NUMBER	SECTION	RECOMMENDATION	PRIORITY
49	Testing	Incorporate Personality Testing into the Office's hiring process.	3
50	Testing	Amend the jailer and patrol job description to include keyboarding as a knowledge/skill/ability for the position, but do not test for the skill.	2
51	Interviewing	Utilize a standardized rating system to rank candidates during interviews. All personnel who participate in interviews should be trained in interview techniques/legal questioning.	1
52	Interviewing	All interview documents should be retained by Human Resources.	2
53	Background Checks	Establish a recruitment policy within the Administrative Manual identifying the number of candidates to be backgrounded based on the ranking of the interview process.	2
54	Background Checks	Establish a background investigation policy for incorporation into the Administrative Manual, as well as update all Release forms, in conjunction with input from the Sheriff's Office. This policy should include what information will be collected, what interviews will be conducted, what legal protections the candidate has, how the record will be retained, as well as disqualification information.	1
55	Background Checks	If credit reporting/credit history is considered in the background investigation, ensure the background process is compliant with FCRA requirements.	1
56	Background Checks	Background checks should be coordinated through the Human Resources Department to ensure legal compliance.	2
57	Background Checks	Ensure all in-house background investigators are properly trained for public safety applicant background investigations.	1
58	Background Checks	All background documents should be retained by Human Resources.	2
59	Post-Offer/Pre-Employment Testing	HR should investigate the contents and validity of the physical functional ability exam with the occupational health provider to have on file.	1
60		Human Resources in collaboration with the Sheriff's Office should ensure the functional	1

NUMBER	SECTION	RECOMMENDATION	PRIORITY
	Post-Offer/Pre-Employment Testing	capacity test represents the level of physical tasks required for patrol and jail separately.	
61	Post-Offer/Pre-Employment Testing	Ensure all pre-employment testing including psychological exam, physical, functional ability, and drug test results are submitted to HR. HR will be responsible to communicate required results information to the hiring authority.	2
62	Post-Offer/Pre-Employment Testing	HR should review the level of medical documentation received to ensure the County only receives the level of information required.	1
63	Retrocession	Negotiate to allow retrocession only during the 12-week Field Training Program, and only if the employee is failing the program.	3
64	Promotion	Incorporate an Assessment Center and rigorous interview process into the Office promotional process.	3
65	Promotion	Discontinue the use of standardized testing for Sergeant and Lieutenant promotional processes.	3
66	Promotion	Establish a recruitment policy within the Administrative Manual identifying the Assessment Center process to be used for promotional purposes.	3
67	Job Descriptions	The Sheriff's Office and Human Resources Department should ensure all job descriptions are updated now, at the time of a vacancy, and annually going forward; and shared with employees during evaluation meetings.	2
68	WRS Protective Status	Upon completion of recruitment updates and job description updates, the WRS Agent should conduct an evaluation of the positions of Security Deputy and Security Sergeant, and Jail Lieutenant to determine if they each meet the Protective status qualification as listed in Wisconsin State Statute §40.02 (48)(a).	3
69	Compression	Evaluate the salary of the Sheriff for better separation between ranks with the Chief Deputy salary range prior to setting the wages of the Sheriff for the next term.	3
70	Compression	Discuss with the County's compensation consultant the compression between bargaining and non-bargaining wages during the next non-	3

NUMBER	SECTION	RECOMMENDATION	PRIORITY
		bargaining market update for non-bargaining adjustments.	
71	Compression	Incorporate a set promotional percentage increase into the County's compensation policy within the Administrative Manual.	3
72	Policy Review	Review Office Policies to eliminate duplication with county policy.	3
73	Policy Review	Review County Administrative Manual with the Employee Handbook to consider consolidation and updates into one (1) Policy Manual.	3
74	Policy Review	Incorporate conflicting language into each policy manual/document so it is clear what manuals supersede others.	2
75	Policy Review	Provide all policies to employees and require a written acknowledgement.	3