



## Duluth Police Department

2021 Organizational Assessment



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# Introduction

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In the spring of 2019, the City of Duluth contracted with BerryDunn to conduct an operational assessment of the Duluth Police Department. This assessment examined more than 20 primary areas of department operation, as well as several sub-areas and specialized positions.

BerryDunn's analysis determined that several areas within the police department require adjustment to assist the DPD in meeting service demands, improving operational efficiency, and sustaining positive relationships and trust between the police department and the community. This study provides 45 recommendations, separated into two categories, following several major themes:

- Department communication
- Staffing levels and deployments, including scheduling
- Department unit consolidations, including improving the efficient use of resources and non-sworn personnel
- Personnel development
- Technology and data
- Recruiting, hiring, and retaining personnel
- Reporting and documenting crime and police activities

The two categories these recommendations were separated into are 'Priority' and 'Medium'. 'Priority' are recommendations that are important and should be prioritized for implementation. 'Medium' are recommendations that represent areas of improvement for the agency but are less urgent.

These findings and recommendations by BerryDunn are also separated in the status of findings, recommendations, and completion. The status of the 45 recommendations is a detailed overview of what the Duluth Police Department has done since the assessment was presented by BerryDunn, along with what is currently in the works or unable to be fulfilled.

Go to our website, [duluthmn.gov/police](http://duluthmn.gov/police), to read the entire Organizational Assessment. It can be found under the 'Reports' tab. This Organizational Assessment Report will be an ongoing assessment, reviewing the Duluth Police Department implementation of each recommendation provided by BerryDunn.





# Mission Statement, Values, Core Beliefs

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## Mission Statement

To provide a safe Duluth for all by strengthening relationships and serving in a respectful, caring, and selfless manner.

## Values

Fair  
Accountable  
Caring  
Transparent

## Core Beliefs

- We are a lifesaving organization.
- We recognize that our authority comes from our social contract with the community.
- People will believe we are there to serve them if we are kind, caring, and compassionate, and our actions match our words.
- People will trust us if they believe we are protecting their rights.
- Every interaction leaves a lasting impression.
- The safety of both our community and officers is paramount.

# Priority Findings, Recommendations, and Status

Findings	Recommendations	Status
<u>No. 3-2:</u> The Public Information Officer for DPD has limited experience in law enforcement and would benefit from additional exposure to police department units and their operations.	Expand the Public Information Officers' knowledge of police operations.	Completed with new hire in June 2021.
<u>No. 4-2:</u> The process of preparing cases for prosecution for those who are in custody is not consistently efficient. This has resulted in prosecution delays, and in some cases, the release of offenders prior to arraignment in court.	Revise in-custody report process.	Completed prior to new records management system (RMS) and with new RMS.
<u>No. 6-1:</u> DPD is required by Minnesota statute to provide notifications to schools regarding certain offenses committed by juveniles, but this process has not been consistently applied.	Provide juvenile offense notifications to schools.	Completed.
<u>No. 2-1:</u> In its current state, internal communication within the Duluth Police Department isn't serving the needs of the organization.	DPD should develop an internal communications strategy.	This will be a continuous project to improve internal communication with the use of video messaging, a newsletter, and possibly an app to assist with communications.

## Findings

### No. 9-2:

DPD has formed some partnerships with advocates and other non-law enforcement agencies and personnel. These partnerships have been effective and are representative of innovation and best practices within the industry. Although the current practices are highly effective and beneficial, DPD has experienced challenges within these partnerships in ensuring compliance with the Minnesota Government Data Practices Act (MGDPA).

### No. 10-1:

DPD is in the process of deploying a new records management system (RMS) and the rollout is expected to occur in the summer of 2020. This system is expected to provide additional functionality and efficiency for the department. Maximizing the effectiveness of this new system is a critical need for DPD.

### No. 10-2:

DPD has engaged in various iteration of crime information/abatement meetings, and/or intelligence-led policing (ILP) processes, but there is a need to clarify the goals and objectives for these initiatives, and to build a process that supports them.

## Recommendations

Ensure compliance with the MGDPA.

Track critical capability needs and integrate them into the new RMS.

Revise the crime meeting and ILP strategies.

## Status

This was completed by moving the advocates into a space that previously occupied the Sheriff's Office.

Tyler implemented in October 2021 and tracking is occurring.

Completed in 2019. Looking at it again in 2022.

Findings	Recommendations	Status
<p><u>No. 2-3:</u></p> <p>DPD does not have a formal structure in place for managing, implementing, monitoring, or communicating operational change.</p>	<p>DPD should establish an Operations Improvement Committee (OIC) to support internal improvements and changes within the organization.</p>	<p>An OIC was established in 2019 but has been defunct through COVID. DPD is looking to start it up again.</p>
<p><u>No. 3-5:</u></p> <p>Expanding the role of the part time Community Service Officer to a full-time unit would provide substantial benefits to the organization and reduce the obligated workload burden for patrol.</p>	<p>DPD should convert the part-time CSO Unit to a full-time unit, and staff the front desk and operational positions, commensurate with the determined functions for the unit.</p>	<p>Completed end of 2020/beginning of 2021.</p>
<p><u>No. 3-4:</u></p> <p>There is a substantial volume of work in the records area that relates to processing data requests. In addition, there is substantial workload involving coding and transcription of case reports.</p>	<p>DPD should add one full-time staff member to assist with data requests and one full-time staff member to assist with coding and transcription duties.</p>	<p>In progress. Started in the 1st Quarter of 2022.</p>
<p><u>No. 3-9:</u></p> <p>In some non-sworn roles within DPD, there are less-complex tasks that could be performed by personnel in administrative roles. Shifting these duties to administrative personnel would provide additional time for those in non-sworn roles to perform higher-level tasks.</p>	<p>DPD should engage in a job task analysis for those in non-sworn roles to determine if certain job tasks could be re-allocated to administrative personnel.</p>	<p>Civilian staff to train to absorb all non-sworn tasks being done by officers. This will be an ongoing assessment.</p>
<p><u>No. 2-2:</u></p> <p>There is a perception of inconsistent internal accountability for staff within DPD.</p>	<p>DPD should examine the current agency-wide accountability system, and establish appropriate procedures for effective and consistent accountability practices.</p>	<p>This has been looked at and we would benefit from using a discipline matrix.</p>



Findings	Recommendations	Status
<u>No. 4-7:</u> The patrol work schedule for DPD is not effectively or efficiently meeting staffing and personnel distribution needs for the Department.	DPD should make revisions to the patrol work schedule to maximize efficiency and the distribution of personnel.	2022 is the second revision of the patrol schedule and will be an ongoing assessment. We continue to evaluate how to provide the most coverage with the staff we have.
<u>No. 9-3:</u> DPD does not have a formal process for policy revisions or development that includes broad participation and input across the organization.	DPD should develop a formal process to solicit input from staff on any significant policy revision, or when considering the development or adoption of any new policy. The policy should also consider community involvement in major policies that will affect them.	While CALEA has allowed us to use a process whereby all policies are reviewed, edited, and signed off by all personnel, we will still need a process going forward that we follow should a policy need to be updated.
<u>No. 12-1:</u> DPD does not have a recruiting plan that supports a specific and focused effort at recruiting and building diversity within the Duluth Police Department.	DPD should develop a recruiting plan that outlines the goals and objectives of DPD in building and maintaining a diverse and quality workforce.	This is a continuous effort. DPD has been utilizing a variety of platforms including social media, videos, and billboards to recruit and retain individuals.
<u>No. 4-5:</u> Staffing levels in patrol are not optimized and do not meet operational demands.	DPD should add eight patrol officers to primary calls for service response in the Patrol Division.	Unable to make this happen for multiple reasons.



# Medium Findings, Recommendations, and Status

Findings	Recommendations	Status
<p><u>No. 2-4:</u></p> <p>DPD does not have a formal staff development system that includes coaching, mentoring, or succession planning.</p>	<p>DPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.</p>	<p>Currently in progress with CALEA expected to be finalized in 2022.</p>
<p><u>No. 2-5:</u></p> <p>There is a lack of consistency of documentation regarding supervisor notes pertaining to followers.</p>	<p>DPD should develop a policy and procedure relative to the recording of non-disciplinary supervisor notes.</p>	<p>Recently secure a COPS grant to provide us a more robust system to track all employee matters. This may take anywhere from 12 -24 months to implement due to City IT lack of resources.</p>
<p><u>No. 2-6:</u></p> <p>The current performance evaluation system is generic and is considered marginally useful at all levels of the DPD organization.</p>	<p>DPD should engage a collaborative process to evaluate the current performance appraisal system in use, to develop a system that will more closely conform to the needs and desires of the leadership and staff within the department.</p>	<p>This is a city mandated form for all employees and we add to it where we can.</p>
<p><u>No. 2-7:</u></p> <p>The culture and climate survey includes substantive feedback from staff that highlights several areas of concern.</p>	<p>DPD should review the quantitative and qualitative survey responses and consider any appropriate actions.</p>	<p>DPD looked at having C.M. Perme &amp; Associates, LLC. do this, but was cost prohibitive.</p>
<p><u>No. 4-3:</u></p> <p>Calls for service volumes within the patrol zones are unbalanced, contributing to operational and CFS response issues.</p>	<p>DPD should examine the patrol zones and revise their structure and the associated personnel allocations.</p>	<p>Has been looked at and the decision is to keep the zones as is.</p>



Findings	Recommendations	Status
<p><u>No. 3-1:</u></p> <p>DPD can improve the operational efficiency of the organization by making adjustments to the organizational structure, including restructuring of oversight roles.</p>	<p>DPD should adjust the organizational structure and organizational chart.</p>	<p>Finished in 2021 and will continue to be assessed. A third Deputy Chief was added, supervisory roles were trimmed, and investigative positions were cut.</p>
<p><u>No. 3-3:</u></p> <p>Staffing at the animal control shelter is insufficient to manage the workload and expectations for this unit. Based on staff input, there are training, equipment, and facility needs for this unit.</p>	<p>DPD should convert the part-time staff member of the Animal Control Unit to full-time. In addition, DPD should conduct a review of the infrastructure and operations of the Animal Control Unit and develop a strategic plan to address any shortcomings.</p>	<p>Infrastructure has been reviewed by facilities and they are in charge of any planning needs.</p>
<p><u>No. 3-6:</u></p> <p>A substantial volume of administrative work within this section is being managed by sworn staff. The diversity of work in this section and the increasing demands require additional capacity, particularly for sworn staff.</p>	<p>DPD should add one non-sworn staff member to this section to assist with administrative duties. The Lieutenant should develop metrics to quantify the workload for the units within this section.</p>	<p>In 2021, a civilian member was transferred to the Training Unit to absorb all non-sworn tasks being done by officers. This will be an ongoing assessment.</p>
<p><u>No. 4.1:</u></p> <p>The report writing and case review process in use by DPD is inefficient and at times inconsistent. The system doesn't formally engage the use of solvability factors as an assessment tool in determining which cases should be activated for additional investigation.</p>	<p>DPD should revise the report review and investigations referral process.</p>	<p>Currently being assessed. Needs further review.</p>
<p><u>No. 9-4:</u></p> <p>DPD doesn't have a policy or practice for annual policy review by staff.</p>	<p>DPD should require that all staff review all department policies annually.</p>	<p>Currently being worked on with CALEA Accreditation.</p>

Findings	Recommendations	Status
<p><u>No. 3-7:</u></p> <p>DPD established a Mental Health Unit to service the segment of the population within Duluth that is suffering from mental illness and addiction.</p>	<p>DPD should develop metrics for tracking the workload of the Mental Health Unit. DPD should increase staffing of this unit by one sworn officer to manager elder abuse and POR duties, and to support the unit.</p>	<p>This unit continues to expand depending on the communities needs.</p>
<p><u>No. 3-8:</u></p> <p>DPD is currently using overtime to supplement staffing for the Bike Patrol Unit. The use of overtime for planned staffing is generally considered an inefficient use of resources.</p>	<p>DPD should consider its current staffing model for the Bike Patrol Unit, to evaluate ways in which appropriate staffing might occur with minimal or no overtime use.</p>	<p>Unable to make this happen for multiple reasons, including being short staffed and not being at authorized levels.</p>
<p><u>No. 4-4:</u></p> <p>Numerous units with DPD that are not assigned primary patrol and calls for service responsibilities assume primary CFS duties on a case-by-case basis. This process is referred to as supplanting.</p>	<p>DPD should establish a supplanting CAD code that clearly identifies that the calls for service response was managed by a non-patrol unit on behalf of the Patrol Division.</p>	<p>Continuing to be assessed by the patrol division.</p>
<p><u>No. 4-6:</u></p> <p>Hiring levels at DPD do not account for attrition rates.</p>	<p>In collaboration with city leaders, DPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.</p>	<p>This is not achievable until we can get our staffing closer to authorized levels.</p>
<p><u>No. 4-8:</u></p> <p>Improvements and enhancements to the TRU and online reporting system will improve operational efficiency for DPD.</p>	<p>DPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU and online reporting systems.</p>	<p>Looking at options with our new Records Management System and IT in 2022.</p>

## Findings

## Recommendations

## Status

### No. 5-2:

DPD does not regularly collect perceived race and gender data on all law enforcement related contacts. Additionally, DPD does not collect outcome data from all law enforcement related contacts.

DPD should collect subject and outcome data from all law enforcement related contacts.

Started demographic data collection end of 2021.

### No. 7-1:

Call holding and stacking of calls for service within the dispatch center is contributing to inaccurate response time data and elongated response times.

DPD should work with the St. Louis County ECC to develop a policy and consistent procedure for distribution of calls for service for zone units that are in a busy status.

New Records Management System prevents this.

### No. 6-3:

The School Resource Officer's squad cars do not currently have computers and the same peripherals as the patrol units. The lack of this equipment eliminates certain efficiencies that might be gained (e.g., issuing citations, using the squad computer).

DPD should equip the School Resource Officer squad cars with the same technology that is deployed in the standard patrol units.

Completed in 2019.

### No. 6-2:

The use of School Resource Officers as a youth engagement mechanism is a best practice within the law enforcement industry. Due to volume concerns and workload demands within the middle and high schools, DPD doesn't provide consistent focused efforts in engaging youth at area elementary schools.

DPD should increase youth engagement at the elementary schools.

DPD has ongoing discussions with ISD 709 regarding our wish to implement DARE or other DPD youth programming.



Findings	Recommendations	Status
<p><u>No. 7-2:</u></p> <p>There is no current policy that dictates how many units to send to a call for service.</p>	<p>DPD should establish a policy and protocol for multi-unit dispatching, and this information should be merged with the CAD system.</p>	<p>Continuing to be assessed by the patrol division.</p>
<p><u>No. 8-1:</u></p> <p>The current system of categorization of cases within investigations does not allow for an evaluation of unit or investigator efficiencies.</p>	<p>DPD should establish a new coding and case monitoring processes for investigative cases and cases referred to investigation for review.</p>	<p>Currently in the works with the new Records Management System.</p>
<p><u>No. 8-2:</u></p> <p>There is a growing need within DPD to conduct forensic examinations of multiple electronic devices on various criminal cases, and the cost of outsourcing these services is prohibitive.</p>	<p>DPD should add a full-time staff member to focus on conducting forensic examinations of digital evidence.</p>	<p>Completed in 2021.</p>
<p><u>No. 8-3:</u></p> <p>DPD has a finite capacity to process crime scenes, due to staffing. This capacity can be significantly expanded, providing training to patrol officers on basic evidence gathering techniques.</p>	<p>DPD should provide POCSI training to all new patrol officers and to any existing patrol officers who have not received it. In addition, DPD should provide refresher training on an ongoing basis, to help ensure these skills are maintained.</p>	<p>All new recruits get POCSI Training.</p>
<p><u>No. 9-1:</u></p> <p>DPD has an extensive policy manual to provide guidance to personnel on operational rules and practices. Although the manual is comprehensive, there are aspects of the manual that should be adjusted to conform to industry best practices.</p>	<p>DPD should review the information provided by BerryDunn from the review of the DPD policy manual, and revise the associated policies, or adopt new policies as recommended.</p>	<p>Currently in the works with being CALEA Accredited.</p>

Findings	Recommendations	Status
<p><u>No. 8-4:</u></p> <p>Due to the volume of high-level drug cases that the task force handles, there is limited opportunity to address low and mid-level narcotic cases.</p>	<p>DPD should develop a process for the coordinated response and investigation of low and mid level drug cases.</p>	<p>Ongoing training available for patrol unit.</p>
<p><u>No. 10-3:</u></p> <p>DPD has made a commitment to broaden its Intelligence Lead Policing strategy, to include more robust crime meetings.</p>	<p>DPD should add a part-time administrative staff member to assist the crime and intelligence analysts.</p>	<p>This was re-tooled in early 2020 and again in early 2022.</p>
<p><u>No. 11-1:</u></p> <p>DPD does not currently have a formal process for training newly promoted personnel.</p>	<p>DPD should develop an FST program for all new supervisors.</p>	<p>The Professional Standards Lieutenant has been tasked with developing a training manual for new Sergeants and Lieutenants.</p>
<p><u>No. 11-2:</u></p> <p>DPD does not have a policy that establishes a department wide training strategy.</p>	<p>DPD should establish a broad training policy and plan that establishes a department wide training strategy.</p>	<p>This policy has been developed through the CALEA accreditation process.</p>
<p><u>No. 5-1:</u></p> <p>Although DPD emphasizes community policing as a department philosophy, many officers, particularly those in patrol, do not regularly exercise the full range of community policing strategies.</p>	<p>DPD should establish and quantify expectations for patrol and all other officers with regard to community policing, and create a reporting mechanism for officers to detail these activities back to their supervisors. These expectations, and the work done by officers, should be an accountability point within the performance evaluations for those staff.</p>	<p>Command Staff continues to assess this recommendation.</p>