

Duluth Police Department

Organizational Assessment for the Duluth Police Department  
Version 2.1



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## Project Overview

In the spring of 2019, the City of Duluth, Minnesota, contracted with BerryDunn to conduct an operational assessment of the Duluth Police Department (DPD). The BerryDunn team conducted two on-site visits and initiated a series of interviews with staff and select community members identified by DPD. Community members also had the opportunity to provide in-person and online feedback to BerryDunn, and staff from the DPD completed an in-house workforce survey. BerryDunn also used numerous other data-gathering instruments. BerryDunn conducted significant analysis of current data and new data generated as a part of this assessment and produced a series of findings and recommendations.

In addition to conducting this assessment and completing this report, BerryDunn will also engage with key staff from the DPD in a strategic planning process to prioritize and develop action steps for the recommendations developed. Once that process is complete and the strategic plan has been completed, BerryDunn will append it to this report in Appendix E.

Studies of this nature are predisposed toward the identification of areas requiring improvement, and accordingly, they have a propensity to present what needs work, without fully acknowledging and highlighting positive aspects of an organization. This report follows a similar progression. Because of the numerous recommendations contained within this study, those consuming this report might mistakenly conclude that the police department is in a poor condition. BerryDunn wishes to state the opposite quite clearly. Although this report contains several areas for improvement, BerryDunn made many positive observations, and would like to acknowledge a few specific areas in which the DPD seems to be operating very well. These areas include:

- The Domestic Violence Response Team (DVRT)
- The Sex Crimes, Child Abuse, and Neglect Unit (SCAN)
- The Mental Health Unit (MHU)

BerryDunn will provide additional details regarding these units in the body of this report, but these units are noteworthy in their design, function, and collaborative nature, and are excellent examples of industry-leading practices.

Notwithstanding the findings and recommendations outlined in this report, the DPD is a generally efficient and well-organized agency with a strong commitment to community policing and collaborative problem-solving efforts. Staff at all levels present a high level of commitment and pride in their work. The DPD provided BerryDunn unfettered access to staff and all data at its disposal, without reservation or hesitation. It was evident to the BerryDunn team that the command staff at the DPD want what is best for the agency and the community, and they are willing to take the necessary steps to help ensure positive and appropriate change takes place.

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 three rank-prioritized 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

This report outlines the process and methodology BerryDunn used to conduct the assessment of the police culture and practices of the DPD. The analysis provided by BerryDunn is balanced, and it fairly represents the conditions, expectations, and desired outcomes studied, and those that prompted and drove this assessment. Where external data was used for comparison purposes, references have been provided.

BerryDunn stands behind the core finding statements and purposes of the recommendations provided; however, those recommendations may be implemented by the DPD in several ways. Although BerryDunn has provided guidance and prompts within many of the recommendations, the DPD should select an implementation approach that works best for its culture and environment. BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City of Duluth on this important project.<sup>1</sup>

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<sup>1</sup> Portions of this report and the data within it have been reproduced from publicly available documents.

## Introduction and Summary

This report has been organized into several chapters, each of which corresponds to a section of organizational and/or operational function and analysis. Although each chapter is distinct, there is some repetition of information, due to the overlapping nature of police operations and the value in refreshing certain data for the reader. This report has been written for three different but important audiences: government officials, police officials and staff, and community members. Accordingly, BerryDunn has worked to provide sufficient details so that anyone reading this report can readily understand each aspect. This report contains numerous acronyms. BerryDunn will introduce each acronym in the body of this report, but a full list of acronyms used is also available in Appendix B.

In conducting this assessment, BerryDunn utilized several varied strategies, including collection of historical data (e.g., computer records, dispatch, and crime data), creation of new data through surveys and worksheets, and on-site interviews and observations by the BerryDunn team of staff and consultants. Following the collection of this information, BerryDunn engaged a thorough and comprehensive analysis of the data, which resulted in various recommendations for the DPD. These recommendations, and this report, were subjected to significant review by subject matter experts, the study team, and BerryDunn staff, with an emphasis on working to ensure a quality product that provided recommendations that conform to industry standards and best practices. Once the BerryDunn review was completed, the draft report was reviewed by the client to help ensure accuracy, relevance, and that all aspects of the scope of the project were addressed. Through this process, the final report was completed, which was provided to the client as the key deliverable product from this assessment.




Upon finalizing the findings and recommendations, BerryDunn engaged key staff from the agency in a strategic planning process. The purpose of this process was to further prioritize the recommendations from the assessment and to establish a short-term, mid-term, and long-term schedule for the agency to follow in addressing the recommendations. The strategic planning process also included developing action steps for the agency, relative to the major findings and recommendations.

Within the final report, BerryDunn has provided various tables and figures as visual aids and as a means to validate and substantiate the observations of the team, and the associated recommendations. Supplemental information, data, and tables are also included within the appendices at the end of the report. The formal recommendations in this report can be found in three sections. First, a summary of the principal findings and recommendations is provided below. This is intended to provide consumers with a quick reference list of the formal recommendations made in this assessment. Second, recommendations are included at the end of each chapter for which they apply. Each chapter recommendation is the result of the topical analysis from that chapter, and each also includes a summary of the basis for the

recommendation. Third, for ease of review, each of the full recommendations is included within Appendix A of this report.

BerryDunn has separated formal recommendations into three prioritized categories, in rank order. The seriousness of the conditions or problems that individual recommendations are designed to correct, their relationship to the major priorities of the community and the department, the probability of successful implementation, and the estimated cost of implementation are the principal criteria used to prioritize recommendations. Table 1 provides a description of the priority levels used for the recommendations.

**Table 1: Priority Descriptions**

Overall Priorities for Findings and Recommendations	
 <b>Critical</b>	<b>Critical/Priority</b> – These recommendations are very important and/or critical and the agency should prioritize these for action.
 <b>High</b>	<b>High/Primary</b> – These recommendations are less critical, but they are important and should be prioritized for implementation.
 <b>Medium</b>	<b>Medium/Non-Urgent</b> – These recommendations are important and less urgent, but they represent areas of improvement for the agency.

Due to their pressing nature, BerryDunn provided all of the Critical/Priority recommendations to the DPD midway through this assessment. This information was presented early in the process to allow the DPD to take prompt action in these areas, instead of waiting for the development of the full report and findings.


BerryDunn has provided a summary of the full recommendations and findings in the Principal Findings and Recommendations section of this report. The format of this information is provided in Table 2.

**Table 2: Short Recommendation Format**

Chapter: The Policing Environment		
No.	Finding	Recommendation
1-1	Brief Finding Statement	Succinct Recommendation Statement

The purpose of this format is to provide readers of this document with a quick review of the findings and recommendations. The format for the full recommendations is included in Table 3. Each finding and recommendation will include a description of the details supporting the recommendation, as well as details regarding areas for agency consideration. Again, BerryDunn has provided each of the full recommendations in the body of the report and in Appendix A.

**Table 3: Full Recommendation Format**

[Chapter and Title]		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter Section:</i>		
1-1	<b>Finding Area: (Finding Statement).</b> Supporting information regarding the finding.	 Critical
	<b>Recommendation: (Succinct Recommendation Statement).</b> Additional details concerning the recommendation, including items for consideration.	

### Changing Conditions

The DPD is a dynamic and ever-changing organization. BerryDunn recognizes that numerous changes have taken place since the start of this assessment in the spring of 2019. Conditions examined in this report may have changed in the time that has elapsed between report preparation and delivery. Understandably, it has been necessary to freeze conditions in order to prepare the report. The most current information on the conditions of the organization resides with the command staff of the police department, including information on actions that constitute consideration and implementation of the recommendations included in this report.

In addition, the DPD has provided BerryDunn with a brief outline of its actions during this assessment, including those that relate to early recommendations provided. This information is included in Appendix D.



## Principal Findings and Recommendations

### Critical/Priority Findings and Recommendations

Operations and Staffing		
No.	Finding	Recommendation
3-2	The PIO for the DPD has limited experience in law enforcement and would benefit from additional exposure to police department units and their operations.	Expand PIOs Knowledge of Police Operations.

Patrol Services		
No.	Finding	Recommendation
4-2	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

Juveniles and Youth Engagement		
No.	Finding	Recommendation
6-1	The 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

**Operational Policies**

No.	Finding	Recommendation
9-2	The 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, the DPD has experienced challenges within these partnerships in ensuring compliance with the MGDPA.	Ensure Compliance with the MGDPA.

**Data, Technology, and Equipment**

No.	Finding	Recommendation
10-1	The DPD is in the process of deploying a new 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 the DPD.	Track Critical Capability Needs and Integrate them into the new RMS.
10-2	The DPD has engaged various iterations 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.	Revise the Crime Meeting and ILP Strategies

## High/Primary Findings and Recommendations

Organizational Leadership and Culture		
No.	Finding	Recommendation
2-1	In its current state, internal communication within the DPD is not serving the needs of the organization.	The DPD should develop an internal communication strategy.
No.	Finding	Recommendation
2-2	There is a perception of inconsistent internal accountability for staff within the DPD.	The DPD should examine the current agency-wide accountability system, and establish appropriate procedures for effective and consistent accountability practices.
No.	Finding	Recommendation
2-3	The DPD does not have a formal structure in place for managing, implementing, monitoring, or communicating operational change.	The DPD should establish an Operations Improvement Committee (OIC), to support internal improvements and changes within the organization.

Operations and Staffing		
No.	Finding	Recommendation
3-4	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.	The 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.
No.	Finding	Recommendation
3-5	Expanding the role of the part-time CSOs to a full-time unit would provide substantial benefits to the organization and reduce the obligated workload burden for patrol.	The 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.

Operations and Staffing		
No.	Finding	Recommendation
3-9	In some non-sworn roles within the 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.	The DPD should engage in a job task analysis for those in non-sworn roles to determine if certain job tasks could be reallocated to administrative personnel.

Patrol Services		
No.	Finding	Recommendation
4-5	The staffing levels in patrol are not optimized and do not meet operational demands.	The DPD should add eight patrol officers to primary CFS response in the Patrol Division.
4-7	The patrol work schedule for the DPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.	The DPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.

Operational Policies		
No.	Finding	Recommendation
9-3	The DPD does not have a formal process for policy revisions or development that includes broad participation and input across the organization.	The DPD should develop a formal process to solicit input from DPD 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.

Recruitment, Retention, and Hiring Practices		
No.	Finding	Recommendation
12-1	The DPD does not have a recruiting plan that supports a specific and focused effort at recruiting and building diversity within the police department.	The DPD should develop a recruiting plan that outlines the goals and objectives of the DPD in building and maintaining a diverse and quality workforce.

### Medium/Non-Urgent Findings and Recommendations

Organizational Leadership and Culture		
No.	Finding	Recommendation
2-4	The DPD does not have a formal staff development system that includes coaching, mentoring, or succession planning.	The DPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.
2-5	There is a lack of consistency of documentation regarding supervisor notes pertaining to followers.	The DPD should develop a policy and procedure relative to the recording of non-disciplinary supervisor notes.
2-6	The current performance evaluation system is generic and is considered marginally useful at all levels of the DPD organization.	The 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.
2-7	The culture and climate survey includes substantive feedback from staff that highlights several areas of concern.	The DPD should review the quantitative and qualitative survey responses and consider any appropriate actions

Operations and Staffing		
No.	Finding	Recommendation
3-1	The DPD can improve the operational efficiency of the organization by making adjustments to the organizational structure, including restructuring of oversight roles.	The DPD should adjust the organizational structure and organization chart.
No.	Finding	Recommendation
3-3	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.	The DPD should convert the part-time staff member of the Animal Control Unit to full-time. In addition, the DPD should conduct a review of the infrastructure and operations of the Animal Control Unit and develop a strategic plan to address any shortcomings.
No.	Finding	Recommendation
3-6	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.	The 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.
No.	Finding	Recommendation
3-7	The DPD has established a MHU to service the segment of the population within Duluth that is suffering from mental illness and addiction.	The DPD should develop metrics for tracking the workload of the MHU. The DPD should increase staffing of the MHU by one sworn officer to manager elder abuse and POR duties, and to support the MHU.
No.	Finding	Recommendation
3-8	The 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.	The 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.

Patrol Services		
No.	Finding	Recommendation
4-1	The report writing and case review process in use by the DPD is inefficient and at times inconsistent. The system does not formally engage the use of solvability factors as an assessment tool in determining which cases should be activated for additional investigation.	The DPD should revise the report review and investigations referral process
No.	Finding	Recommendation
4-3	The CFS volumes within the patrol zones are unbalanced, contributing to operational and CFS response issues.	The DPD should examine the patrol zones and revise their structure and the associated personnel allocations.
No.	Finding	Recommendation
4-4	Numerous units with the DPD that are not assigned primary patrol and CFS responsibilities assume primary CFS duties on a case-by-case basis. This process is referred to as supplanting.	The DPD should establish a supplanting CAD code that clearly identifies that the CFS response was managed by a non-patrol unit on behalf of the Patrol Division.
No.	Finding	Recommendation
4-6	Hiring levels at the DPD do not account for attrition rates.	In collaboration with city leaders, the DPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.
No.	Finding	Recommendation
4-8	Improvements and enhancements to the TRU and online reporting system will improve operational efficiency for the DPD.	The DPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU and online reporting systems.

Community Engagement		
No.	Finding	Recommendation
5-1	Although the 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.	The 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.
No.	Finding	Recommendation
5-2	The DPD does not regularly collect perceived race and gender data on all law enforcement related contacts. Additionally, the DPD does not collect outcome data from all law enforcement related contacts.	The DPD should collect subject and outcome data from all law enforcement related contacts.

Juveniles and Youth Engagement		
No.	Finding	Recommendation
6-2	The use of SROs 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, the DPD does not provide consistent focused efforts in engaging youth at area elementary schools.	The DPD should increase youth engagement at the elementary schools.
No.	Finding	Recommendation
6-3	The SRO 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).	The DPD should equip the SRO squad cars with the same technology that is deployed in the standard patrol units.



Dispatch/Communications		
No.	Finding	Recommendation
7-1	Call holding and stacking of CFS within the dispatch center is contributing to inaccurate response time data and elongated response times.	The DPD should work with the SLCECC to develop a policy and consistent procedure for distribution of CFS for zone units that are in a busy status.
No.	Finding	Recommendation
7-2	There is no current policy that dictates how many units to send to a CFS.	The DPD should establish a policy and protocol for multi-unit dispatching, and this information should be merged with the CAD system.

Investigations Services		
No.	Finding	Recommendation
8-1	The current system of categorization of cases within investigations does not allow for an evaluation of unit or investigator efficiencies.	The DPD should establish a new coding and case monitoring processes for investigative cases and cases referred to investigation for review.
No.	Finding	Recommendation
8-2	There is a growing need within the DPD to conduct forensic examinations of multiple electronic devices on various criminal cases, and the cost of outsourcing these services is prohibitive.	The DPD should add a full-time staff member to focus on conducting forensic examinations of digital evidence.
No.	Finding	Recommendation
8-3	The 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.	The DPD should provide POC SI training to all new patrol officers and to any existing patrol officers who have not received it. In addition, the DPD should provide refresher training on an ongoing basis, to help ensure these skills are maintained.

**Investigations Services**

No.	Finding	Recommendation
8-4	Due to the volume of high-level drug cases that the task forces handles, there is limited opportunity to address low- and mid-level narcotics cases.	The DPD should develop a process for the coordinated response and investigation of low- and mid-level drug cases.

**Operational Policies**

No.	Finding	Recommendation
9-1	The 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.	The 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.
9-4	The DPD does not have a policy or practice for annual policy review by staff.	The DPD should require that all staff review all department policies annually.

**Data, Technology, and Equipment**

No.	Finding	Recommendation
10-3	The DPD has made a commitment to broaden its ILP strategy, to include more robust crime meetings.	The DPD should add a half-time administrative staff member to assist the crime and intelligence analysts.

**Training and Education**

No.	Finding	Recommendation
11-1	The DPD does not currently have a formal process for training newly promoted personnel.	The DPD should develop an FST program for all new supervisors.

**Training and Education**

<b>No.</b>	<b>Finding</b>	<b>Recommendation</b>
<b>11-2</b>	The DPD does not have a policy that establishes a department-wide training strategy.	The DPD should establish a broad training policy and plan that establishes a department-wide training strategy.

## Chapter 1: The Policing Environment

Examination of the policing environment is an essential prerequisite to informed judgment regarding policing culture, practice, policy, operations, and resource requirements. The geography, service population, economic conditions, levels, and composition of crime and disorder, workload, and resources in Duluth are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. These factors are examined in this chapter.

The main purpose of any police agency is to ensure public safety within the community. This objective is accomplished primarily through the function of those in the Patrol Division, who have the responsibility to maintain order, respond to calls for service (CFS), conduct traffic enforcement, maintain high visibility to deter criminal activity, and to have positive interactions with those in the community. These public contacts are essential to help establish good rapport, build relationships, and to bolster and help ensure ongoing community trust. Additional patrol officer responsibilities include conducting preliminary investigations, identifying, pursuing, and arresting suspects, rendering aid to victims, including psychological, emotional, and physical care, preparation of cases for court, including testimony, and writing reports that document accurate accounts of events.

In furtherance of the public safety mission, the DPD allocates personnel to investigations and a variety of other positions and roles, which support the patrol division and the needs of the department and the community. The DPD has authorization for 157 sworn positions and 46 non-sworn positions, for a total of 203 authorized positions. There are 28 officers assigned to support patrol operations as investigators, with 10 additional supervisor positions within the investigations units. There are 72 officers assigned the primary responsibility to responding to CFS, with an additional 13 officers assigned as sergeants within patrol, and 7 other administrative supervisors. The remaining 27 positions within the department are allocated to specialty assignments or units.

When examining staffing levels and allocations and other organizational metrics and measures, it can be helpful to compare one organization against another to help illustrate any significant variances between them. As these types of references will be used throughout this report, it will be helpful to explain the origins of these comparative numbers. For this assessment, BerryDunn has used comparative data from a variety of sources including the Federal Bureau of Investigations (FBI) Uniform Crime Reports (UCR), Bureau of Justice Statistics (BJS), and from prior staffing and organizational studies and assessments conducted by BerryDunn and the International Association of Chiefs of Police (IACP). In the following chapters and sections, this report will reference *example* cities, or *study* cities. These data emanate from prior operations and management studies that are publicly available, and they are considered relevant comparative data for this assessment.

Another important resource that BerryDunn references often in this report is the survey of *benchmark* cities. Several police chiefs created this annual survey in 1997 as a means to establish comparative statistics. As of 2017, 29 agencies are currently contributing data to this survey (many of which are of similar size to Duluth), and BerryDunn finds the site valuable and informative.<sup>2</sup>

Despite the value in looking at benchmarks and metrics from other communities, it is worth mentioning that these comparisons have limitations; accordingly, BerryDunn's analysis of various organizational and operational factors relies more heavily on data specific to the agency being studied or assessed. Still, benchmark data, and data from other studies, help to establish context and the level of agency conformance with other organizations within the industry. Accordingly, because of their strong comparative value, these sources will be referenced at various points within this report.

## I. Service Population

The City of Duluth is Minnesota's second-largest city by land area. The total area of the city covers 91.28 miles, approximately 71 squares miles of which is land, with roughly 20 square miles of water (see Figure 1). Positioned on the western edge of Lake Superior, the twin ports of Duluth, Minnesota, and Superior, Wisconsin, form the largest port of the Great Lakes, facilitating the transportation of coal, taconite, and grain via the Atlantic Ocean. Approximately 6.7 million tourists travel to the Duluth area annually, visiting various attractions that include the Glensheen mansion, Superior National Forest, Gooseberry Falls State Park, Minnesota's largest waterfall (Baptism Falls), and to take the scenic drive to the North Shore via Highway 61.

Based on its current population, Duluth is the fourth-largest city in Minnesota, behind Minneapolis, Saint Paul, and Rochester. Duluth is somewhat unique in Minnesota, as it has a substantial community population with a limited suburban population that abuts it. This stand-alone nature of the City of Duluth limits its ability to rely on assistance from neighboring communities, including Superior, WI, which is separated from Duluth by Lake Superior. These limitations extend into the public safety sector and require that the DPD have sufficient resources and the capacity to independently manage any public safety needs.

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<sup>2</sup> <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

Figure 1: Duluth Community Map



Source: Internet

As Table 4 indicates, the population in Duluth has fluctuated greatly over the past several decades. In 1960, Duluth reached a peak population of 106,000 residents,<sup>3</sup> but by 1980, the population had declined to roughly 93,000. The city population reached a low-point of 85,493 in 1990; however, growth has been on a slow and gradual upward trend since that time. Although some city officials have indicated that the growth rate in Duluth may increase, there is no data to indicate that substantial growth affecting the delivery of public safety services will occur in the near future.

<sup>3</sup> <http://worldpopulationreview.com/us-cities/duluth-mn-population/>

**Table 4: Population Trends**

Population	1980 Census	1990 Census	2000 Census	2010 Census	2015 ACS Est.	2020 Projected*
Population	92,811	85,493	86,319	86,066	86,238	86,668
Increase		-7,318	826	-253	172	602
<b>% Change</b>		<b>-7.88%</b>	<b>0.97%</b>	<b>-0.29%</b>	<b>0.20%</b>	<b>0.70%</b>

Source: U.S. Census Bureau

In addition to the permanent resident population, Duluth is also home to the University of Minnesota, Duluth campus (UMD), and the College of Saint Scholastica. These two universities have a combined enrollment population of approximately 15,000 students. Although the UMD has its own police force, many of the college students live off campus, which adds to the service population for the DPD.

In addition to examining general population numbers, it is also important to consider the demographics of the community. Table 5 shows the demographic breakdown of the City of Duluth, based on the 2010 census. This table shows that the population of Duluth is predominantly white, with African Americans making up the largest non-white segment of the population, at 2.71%. The Native American and Asian populations in Duluth are also relatively substantial, at 1.89% and 1.70% respectively.

**Table 5: Community Demographics**

Community Demographics 2018	Total	Percent
White	77,368	89.89%
African American	2,331	2.71%
American Indian and Alaska Native	1,630	1.89%
Asian	1,465	1.70%
Native Hawaiian or Pacific Islander	34	0.04%
Other	284	0.33%
Multiple Races	2,954	3.43%
<b>Total</b>	<b>86,066</b>	
Hispanic or Latino	1,972	2.29%
Not Hispanic or Latino	84,094	97.71%

Source: U.S. Census Bureau



Table 5 also shows the breakdown of the Hispanic or Latino population in Duluth. Although not considered a separate race, those who identify as Hispanic or Latino make up a large portion of the diversity of the population within Duluth, with 2.29% of the population.

Race and diversity are important factors as police agencies work toward hiring, recruiting, and staffing police departments that are representative of the communities they serve.

Understanding community demographics can also be important in ensuring the need and demands for cross-cultural knowledge with the police force. In addition, recognizing the ethnic makeup of the community may also be an important consideration in terms of the population served, for whom English may be a second language.

Table 6 provides historical, current, and projected population numbers, broken down by age. The data in Table 6 reflects a community of working-age people, ages 20 – 54, who are more likely to be using the roadways at the same time during peak commuting hours, necessitating a commensurate police presence and response. Conversely, this working-age population also leaves many empty houses, apartments, and condominiums, presenting potential targets for criminals during working hours. Based on 2017 American Community Survey (ACS) numbers, this age demographic (20 – 54) represented nearly 49% of the community population. Statistics of this nature are also important from a criminal perspective. Nationally, young males ages 15 – 24 perpetrate the majority of the violent crimes.<sup>4</sup>

In addition, Duluth has a significant retirement-aged population, with roughly 27% of the population aged 55 and over. This demographic group can also demand a substantial workload for police agencies; however, workload relating to an aging population tends to involve service needs and victimization by those who exploit older populations. As the community continues to grow, it is important to monitor the evolving population numbers in different age demographics, as significant shifts (either upward or downward) can affect workload volumes.

To be clear, the data in Table 6 does not reflect the roughly 15,000 students who live, work, and attend college in Duluth. Because they are not permanent residents, these individuals are not counted within census data. Still, the college age group and demographic adds to the overall public safety demands for the community.

It is important to note here that the BerryDunn police staffing model does not rely on population as a variant for calculating staff demands. Although BerryDunn recognizes that increases in population typically result in additional workload, and these shifts are often predictable and measurable, the most important point is the level of workload that is generated by the population, not the population itself.

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<sup>4</sup> <https://www.nij.gov/topics/crime/Pages/delinquency-to-adult-offending.aspx>



**Table 6: Population Age Ranges**

Population	2010	2010	ACS	2017	2010 – 2017	2020	2020
by Age	Census	Percent	Number	Percent	Pct. Change	Projected	Projected Pct.
0 – 4	4,798	5.56%	4,496	5.22%	-6.29%	4,367	5.08%
5 – 9	4,296	4.98%	4,010	4.66%	-6.66%	3,887	4.52%
10 – 14	4,010	4.65%	4,502	5.23%	12.27%	4,713	5.48%
15 – 19	7,686	8.91%	7,597	8.83%	-1.16%	7,559	8.79%
20 – 24	12,044	13.96%	12,270	14.26%	1.88%	12,367	14.38%
25 – 34	11,523	13.36%	11,241	13.06%	-2.45%	11,120	12.93%
35 – 44	8,676	10.06%	8,838	10.27%	1.87%	8,907	10.36%
45 – 54	11,117	12.89%	9,604	11.16%	-13.61%	8,956	10.42%
55 – 59	5,677	6.58%	5,333	6.20%	-6.06%	5,186	6.03%
60 – 64	4,572	5.30%	5,197	6.04%	13.67%	5,465	6.36%
65 – 74	5,473	6.34%	6,800	7.90%	24.25%	7,369	8.57%
75 – 84	4,067	4.71%	3,954	4.59%	-2.78%	3,906	4.54%
85+	2,326	2.70%	2,224	2.58%	-4.39%	2,180	2.54%
<b>Total</b>	<b>86,265</b>		<b>86,066</b>			<b>85,981</b>	

Source: U.S. Census Bureau

BerryDunn will expand upon this concept in other portions of this report. However, the optimal staffing levels outlined in this assessment will be based on overall workload demands, project data, and the overall analysis of those data, not population totals. This type of analysis is consistent with industry standards for conducting these assessments.

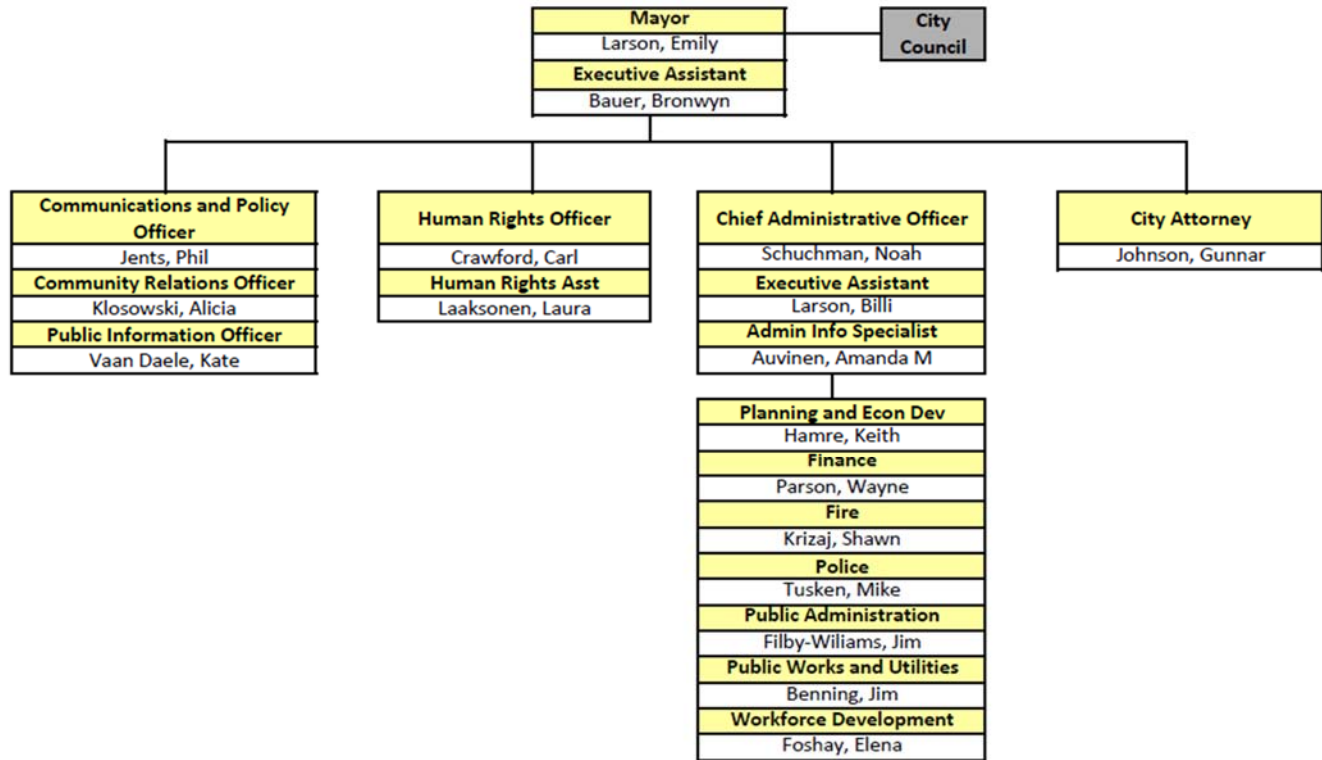
## II. Government and Budgets

Duluth has a Mayor-Council government, with the city administration making policy proposals to a nine-member city council. Duluth has five representational districts that elect their own councilor, with four additional councilors serving in at-large positions. The five districts are broken down into 34 precincts. There are also 30 boards and commissions involved in making informed decisions for the city.<sup>5</sup> The governmental structure and reporting hierarchies for the city government are shown in Figure 2.

<sup>5</sup> <https://duluthmn.gov/city-council/>

Figure 2: City Government Organizational Chart

**City of Duluth**  
**Legislative and Executive Department**  
3/1/2019



Source: Agency Provided Data

In Table 7, the city budgets for Duluth from 2015 to 2019 are shown. Although the population in Duluth has not substantially increased during this time (see Table 4), the overall city budget has increased by nearly 15%.

**Table 7: Government Budget**

Government Name	2015	2016	2017	2018	2019	% Change 2015 – 2019
Adjusted Budget	\$77,668,000	\$80,006,200	\$82,577,300	\$85,949,400	\$89,145,600	14.78%
Percent Change		3.01%	3.21%	4.08%	3.72%	

Source: Agency Provided Data

During this same five-year period, the police department budget increased at a similar rate, increasing nearly 13% overall, see Table 8.

**Table 8: Police Department Budget**

Agency Name	2015	2016	2017	2018	2019	% Change 2015 – 2019
Personal Services	13,309,207	13,863,368	13,784,864	14,714,307	14,890,400	11.88%
Employee Benefits	5,319,799	5,537,846	5,628,115	6,152,080	6,501,600	22.22%
Other Expenditures	1,534,629	1,403,886	1,419,599	1,306,910	1,357,600	-11.54%
<b>Total Expenditures</b>	<b>\$20,163,635</b>	<b>\$20,805,100</b>	<b>\$20,832,578</b>	<b>\$22,173,297</b>	<b>\$22,749,600</b>	<b>12.82%</b>
Percent Change		3.18%	0.13%	6.44%	2.60%	

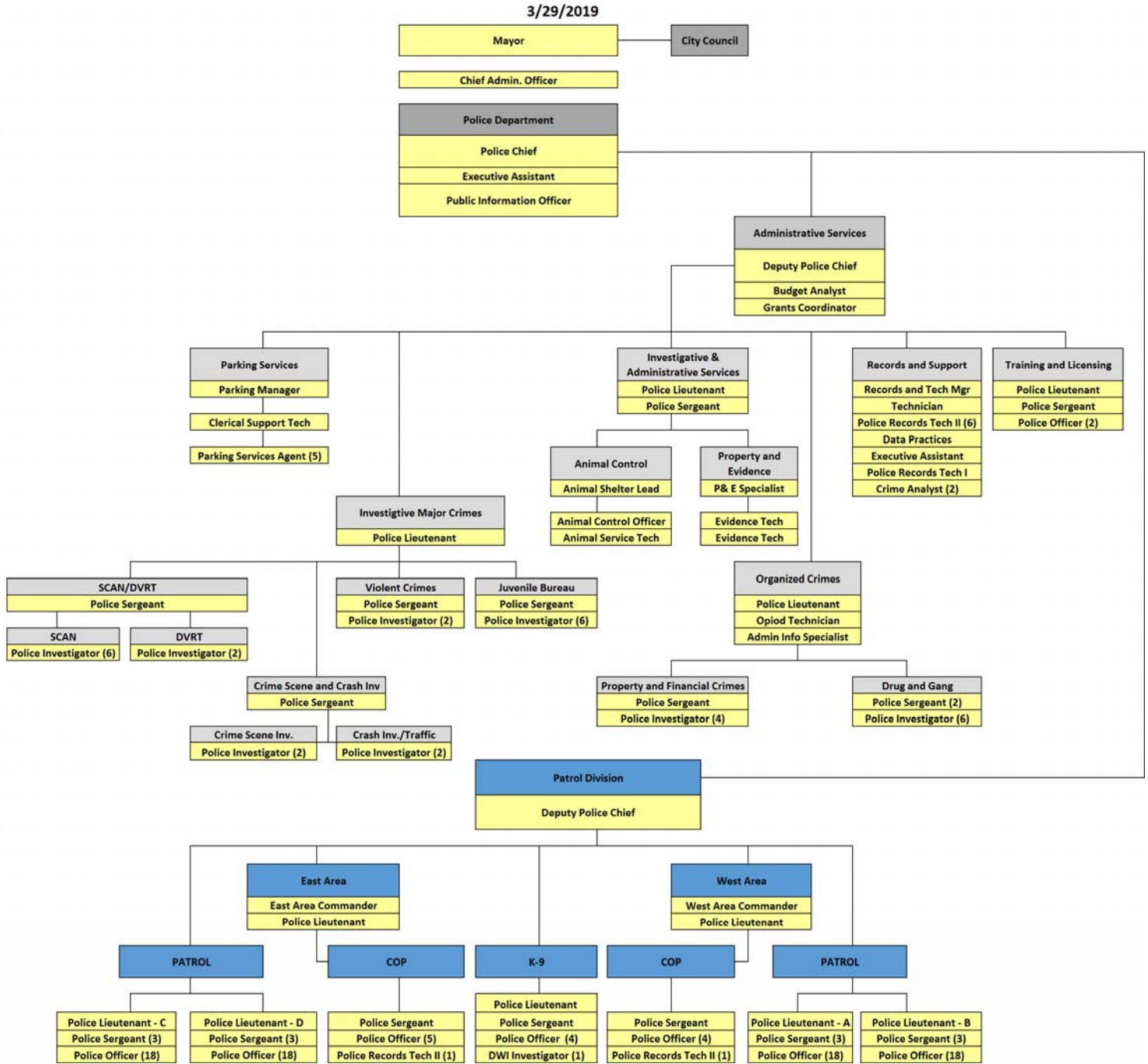
Source: Agency Provided Data

BerryDunn lacks the specific data to draw conclusions regarding the shifts in the budgets that have occurred at both the city level and the police department level. However, it is notable that Table 8 reflects a 22.22% increase in expenses related to employee benefits. This increase, which is nearly \$1.2 million, represents nearly 46% of the increase to the police department budget.

### III. Police Department Staffing and Organization

This next section reflects the organizational structure and staffing levels of the police department, including historic staffing levels and current personnel allocations. Figure 3 reflects the current structure of the police department, which is split into two main divisions. The Administrative Services and Patrol Division are each led by a deputy chief, who reports to the chief of police. Administrative Services includes the major sub-units of Investigations, Records, Animal Control, and Parking. The Patrol Division includes all Patrol Services and Community Policing.

**Figure 3: Police Department Organizational Chart**  
**City of Duluth Police Department**



Source: Agency Provided Data (Revised and Formatted by BerryDunn)

The historic staffing levels of the police department for the past five years are presented in Table 9. These numbers reflect actual staffing levels at the time the DPD reported this data to the FBI UCR for each of those years. This is an important distinction, because it helps to understand the actual staffing levels of the police department over these periods, not the number of allocated positions. This is important because optimal workload models are predicated on ensuring full staffing to maximize operational efficiency. Personnel fluctuations work against operational efficiency, and it is necessary to minimize them to achieve the best results.

**Table 9: Historic Staffing Levels**

Year	Population	# of Sworn	# of Non-Sworn
2013	86,211	153	25
2014	86,106	144	26
2015	86,241	151	25
2016	86,090	149	34
2017	86,306	143	25

Source: FBI - UCR

In contrast to actual number of staff shown in Table 9, Table 10 shows the current number of allocated sworn positions, broken out by rank and major unit of assignment.

**Table 10: Authorized Sworn Staffing Levels**

Section	*Total Number
Executive	3
Mid-Rank	10
Sergeants	22
Patrol Officers	72
Investigations	35
Other Sworn Personnel	15
<b>*Total</b>	<b>157</b>

Source: Agency Provided Data

\*Includes vacancies

Table 11 shows the percentage of personnel allocated within the organizational structure for several benchmark cities and several prior study cities, and the comparison to the personnel allocations within the DPD. In examining the data in Table 11, the personnel allocations at the mid- and first-line supervisor level within the DPD are slightly higher, and executive level is

slightly lower, than the comparisons provided. The sworn personnel allocations at the DPD are also slightly below the benchmark and prior study averages. BerryDunn will discuss and make recommendations concerning the organizational structure of the DPD in another chapter in this report. However, based on these comparisons, and despite a small number of recommended adjustments, the allocation of personnel among ranks at the DPD appears appropriate and is generally in line with other agencies in the industry.

**Table 11: Personnel Allocation Comparisons**

	Population	Authorized Officers	Executive	Mid-Level Supervisors	First-Line Supervisors	All Officers
<b>Benchmark Averages</b>	<b>172,795</b>	<b>236</b>	<b>3.19%</b>	<b>3.49%</b>	<b>11.75%</b>	<b>81.57%</b>
<b>Prior Study 1</b>	148,892	304	12	15	41	236
Percentages			3.95%	4.93%	13.49%	77.63%
<b>Prior Study 2</b>	251,893	516	18	14	51	433
Percentages			3.49%	2.71%	9.88%	83.91%
<b>Prior Study 3</b>	559,600	719	15	33	74	597
Percentages			2.09%	4.59%	10.29%	83.03%
<b>Prior Study 4</b>	708,920	636	21	30	74	511
Percentages			3.30%	4.72%	11.64%	80.35%
<b>Prior Study 5</b>	19,780	45	1	2	9	33
Percentages			2.22%	4.44%	20.00%	73.33%
<b>Prior Study 6</b>	113,875	182	3	9	22	148
Percentages			1.65%	4.95%	12.09%	81.32%
<b>Prior Study Averages*</b>	300,493	400	<b>2.91%</b>	<b>4.29%</b>	<b>11.28%</b>	<b>81.52%</b>
<b>DPD</b>	86,306	157	3	10	22	122
Percentages			<b>1.91%</b>	<b>6.37%</b>	<b>14.01%</b>	<b>77.71%</b>

Note: Executive includes the Chief of Police and two steps below. Mid-level includes three steps below the Chief, to one step above the line-level supervisor.

Source for Benchmark Data: <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

\*Table includes public data from prior studies conducted by the IACP.

In Table 12, the staffing numbers for sworn and non-sworn personnel for the DPD are provided. This table provides a detailed breakdown of the allocations of staff by section, and based on the number of supervisory personnel in each area. This type of breakdown helps to assess the organizational structure and span of control for the department.

**Table 12: Staffing Level Allocations by Unit**

Section	Sworn Personnel		Non-Sworn Personnel	
	Supervisor	Officer	Supervisor	Employee
<b>Office of the Chief</b>				
Chief of Police	1	0	0	0
Chief's Administrative Staff	0	0	1	1
<b>Administrative Services</b>				
Deputy Chief/Administrative Services	1	0	0	2
Parking Unit	0	0	1	6
Investigative and Administrative Services	2	0	0	0
Animal Control Unit	0	0	0	3
Property & Evidence	0	0	0	3
Records/Support Unit	0	0	1	10
Crime Analyst Unit	0	0	0	2
Training Unit	2	2	0	0
Community Service Officer (CSO) Program	0	1	0	12
<b>Major Crimes</b>				
Investigative Major Crimes	1	0	0	0
SCAN, DVRT, and Internet Crimes Against Children (ICAC)	1	9	0	0
Crime Scene Investigations (CSI)/ Accident Investigation Unit (AIU)	1	4	0	0
Violent Crimes Unit (VCU)	1	4	0	0
Juvenile Services Unit (JSU)/	1	6	0	0



Section	Sworn Personnel		Non-Sworn Personnel	
	Supervisor	Officer	Supervisor	Employee
School Resource Officers (SRO)				
<b>Organized Crimes</b>				
Organized Crimes	1	0	0	0
Property & Business Crimes	1	4	0	0
Drug and Gang Unit	2	6	0	2
<b>Patrol</b>				
Deputy Chief	1	0	0	0
Patrol A	4	18	0	0
Patrol B	4	18	0	0
Patrol C	4	18	0	0
Patrol D	4	18	0	0
Community Oriented Policing (COP) East and Downtown	1	5	0	1
COP West	1	4	0	1
Canine (K-9)/ Driving Under the Influence (DUI)	1	5	0	0
<b>*Sub-Totals</b>	<b>35</b>	<b>122</b>	<b>3</b>	<b>43</b>
<b>Totals</b>	<b>157</b>		<b>46</b>	

Source: Agency Provided Data

\*Includes vacancies

Although there is no hard and fast standard, a general rule regarding span of control is 1 supervisor for every 5 followers, although some have suggested this ratio could be higher, at 1 supervisor for 8 – 10 followers.<sup>6</sup> To a certain extent, the span of control number is fluid, based on the personnel being supervised, and their relative capabilities. Based on the data provided in Table 12, the overall span of control for sworn staff is 1 to 3.49, while the overall non-sworn span of control is 1 to 14.3. Although the sworn ratio seems low, when considered against the

<sup>6</sup> [http://higher.ed.mheducation.com/sites/007241497x/student\\_view0/part2/chapter4/chapter\\_outline.html](http://higher.ed.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html)



distribution of personnel by unit, the spans of control are reasonable. In contrast to sworn staff allocations, the span of control for non-sworn appears very high. However, many of the non-sworn personnel are supervised by sworn staff. Again, based on this more granular analysis, the spans of control are reasonable. As mentioned previously, BerryDunn will be recommending some minor adjustments to the organizational structure of the department; however, the spans of control within the DPD appear appropriate and adequate.

#### IV. Crime and Clearance Rates

Within the UCR standards set by the FBI, crimes are separated into two categories; Part 1 crimes (more serious), and Part 2 crimes (all others). Part 1 crimes for the DPD are shown in Table 13, for the three-year period from 2015 to 2017.

BerryDunn wishes to point out here that the FBI annual crime report is typically released late in the calendar year. Because of this, the most recent report available at the time of this assessment was the 2017 report. To allow for cross-comparison of crime occurrences and crime clearance rates, and to help ensure access to complete data, BerryDunn has used 2017 crime data for this report. It is also important to note that the FBI only tracks Part 1 crimes; there is no national data repository of Part 2 crime data available for comparison.

When examining Part 1 crimes, and clearance rates in particular, it is important to note that although there are eight crimes in this category. These are split into two sub-categories: violent crime and non-violent crime. The violent crimes category includes homicide, rape, robbery, and aggravated assault. In addition to being more serious in nature, *violent crimes* are also crimes against a person, and accordingly, there is usually a witness and/or substantial forensic evidence available for investigators. Due to their serious nature and these other factors, violent crimes also usually have a higher clearance rate than non-violent crimes.

In looking at Table 13, BerryDunn notes that the overall number of Part 1 crimes has fluctuated slightly between 2015 and 2017. In 2015, the number of Part 1 crimes was 3,963, and the number of Part 1 crimes in 2017 was 4,106. This represents an increase in Part 1 crimes of 3.6% from 2015 to 2017. Based on data provided to BerryDunn by the DPD, there were 4,044 Part 1 crimes in Duluth in 2018 (see Table 17). When compared against the 2015 data, this represents an increase of 2.04%. However, when the 2018 data is compared against the 2017 data, the number of Part 1 crimes has actually decreased by 1.51%. In general, the number of Part 1 crimes in Duluth has been fairly consistent between 2015 and 2018.

**Table 13: Part 1 Crimes and Clearance Rates**

Part 1 Offenses vs. Cleared	2015 Offenses	2015 Cleared	2015 Pct. Cleared	2016 Offenses	2016 Cleared	2016 Pct. Cleared
Homicide Offenses	2	2	100.00%	1	1	100.00%
Sex Offenses (Rape)	60	14	23.33%	46	14	30.43%
Robbery	54	22	40.74%	64	20	31.25%
Aggravated Assault	225	170	75.56%	196	152	77.55%
Burglary	602	52	8.64%	529	54	10.21%
Larceny (Theft)	2,858	738	25.82%	3,162	953	30.14%
Auto Theft	151	21	13.91%	136	23	16.91%
Arson	11	1	9.09%	8	3	37.50%
<b>Total</b>	<b>3,963</b>	<b>1,020</b>	<b>25.74%</b>	<b>4,142</b>	<b>1220</b>	<b>29.45%</b>

Part 1 Offenses vs. Cleared	2017 Offenses	2017 Cleared	2017 Pct. Cleared	3 Year Average	'16-'17 Change
Homicide Offenses	1	1	100.00%	100.00%	0.00%
Sex Offenses (Rape)	29	11	37.93%	28.89%	24.63%
Robbery	66	11	16.67%	28.80%	-46.67%
Aggravated Assault	181	154	85.08%	79.07%	9.71%
Burglary	506	53	10.47%	9.71%	2.61%
Larceny	3,091	848	27.43%	27.87%	-8.97%
Auto Theft	222	27	12.16%	13.95%	-28.08%
Arson	10	3	30.00%	24.14%	-20.00%
<b>Total</b>	<b>4,106</b>	<b>1108</b>	<b>26.98%</b>	<b>27.42%</b>	<b>-8.38%</b>

Source: FBI - UCR

Examining the data in Table 13 further, BerryDunn notes that sexual offenses are down more than 50% from 2015 to 2017, aggravated assaults are down 19.55%, and burglaries are down 15.95% during this period. In terms of overall numbers, the most substantial increases in crime between 2015 and 2017 have been in the areas of larceny (theft) and auto theft. However, even these increases have been relatively small, and again, crime has risen only 2.04% over the past four years.

The other pertinent information in Table 13 concerns crime clearance rates. There are two different crime clearance categories, cleared by arrest and exceptionally cleared. A crime is cleared by arrest when the police department charges the responsible person with the crime (adult or juvenile), whether by physical arrest, citation, or a formal complaint process. A crime can also become exceptionally cleared, if the offender is known and there is sufficient evidence to prosecute the case, but a determination is made not to pursue criminal charges (e.g., the victim does not want to pursue charges, the suspect is deceased). In both of these instances, the crime is considered solved, or cleared. There is also one other category worth mentioning relating to reported crimes, and that category is, unfounded. In some instances when a report is made to the police about an alleged crime, it is later discovered that no crime actually occurred. For example, a person might report their car stolen, only to realize later that they parked it at a friend's, and forgot they had left it there. In this case, the reported crime actually did not occur, and therefore, it is unfounded. Cases that are unfounded do not count as case clearances, but rather, the crime statistic is removed entirely, because there was no actual crime that occurred.

Although crime clearance rates are not the sole metric for determining effectiveness in addressing crime levels within the community, and there can be myriad factors that affect crime clearance rates, it is possible to monitor these rates, and to cross-compare these rates against other similar communities.

In contrast to the overall crime totals, crime clearance rates for the DPD have shifted substantially in three categories from 2015 to 2017. Sexual assault clearance rates have increased from 23.33% in 2015 to 37.93% in 2017, representing a 14.6% increase. Aggravated assault clearance rates are also up from 75.56% to 85.08%, which is a 9.52% increase. Robbery clearance rates, however, are down from 40.74% in 2015 to 16.67% in 2017, representing a decrease of 24.07%. These shifts are notable, but BerryDunn wishes to point out that each of these categories has a relatively small number of annual incidents. As a result, a small increase or decrease in the number of crimes cleared can cause a substantial shift in the percentages. In addition, BerryDunn lacks the data to understand the reasons behind the shifts in the clearance rates in these areas, but encourages the DPD to continue to monitor these changes and to explore what may be causing them.

It is also important to note that there are no specific standards for crime clearance rates within the law enforcement industry. Consequently, BerryDunn evaluates clearance rates from a pattern, and a violent or non-violent crime perspective.

Although there are no national standards to gauge clearance rates, in Table 14, Part 1 crime case clearance rates from nine recent police department operational assessments from around the country are provided, as compared to the DPD. In looking at the data in Table 14, the DPD crime clearance rates compare favorably against the prior study cities in most categories, with sexual offenses and burglaries lagging slightly behind. However, in terms of clearance rates related to violent crime, the DPD is well ahead of the trend.

**Table 14: Part 1 Clearance Rates Comparisons**

<b>Duluth Police Department</b>			
<b>Part 1 Offense Clearance Rates</b>	<b>Prior Study Cities*</b>	<b>Duluth 2017</b>	<b>Duluth 3 Yr. Avg.</b>
Homicide	64.19%	100.00%	100.00%
Sex Offenses/Forcible Rape	41.63%	37.93%	28.89%
Robbery	26.56%	16.67%	28.80%
Aggravated Assault	51.84%	85.08%	79.07%
Burglary	12.48%	10.47%	9.71%
Larceny	19.28%	27.43%	27.87%
Auto Theft	12.90%	12.16%	13.95%
Arson	28.51%	30.00%	24.14%
Violent Crime	42.87%	63.90%	61.84%

Source: FBI - UCR

\*Table includes public data from prior studies conducted by the IACP

Although the data in Table 14 provides a comparative view against other recent studies of police agencies in various parts of the country, the data in Table 15 compares the DPD against several other Minnesota police departments, as well as the Fargo, ND, and Superior, WI, police departments. BerryDunn uses this type of data to examine crime rates and trends, and to compare studied agencies against similar communities in the area or state. For Duluth, however, this type of analysis was challenging.

As BerryDunn mentioned early in this chapter, Duluth is somewhat unique in its geography and with regard to the lack of larger neighboring communities surrounding it. Many of the communities in Table 15 are part of the Minneapolis/St. Paul metropolitan area, and because of this, they have ready access to resources to support CFS volume demands and major public safety incidents. In terms of the out-state agencies (communities that are separated from major metropolitan areas) listed in Table 15, the Fargo Police Department in North Dakota is adjacent to the City of West Fargo, North Dakota, and the City of Moorhead, Minnesota. Similarly, the St. Cloud Police Department in Minnesota is adjacent to the City of Waite Park and several other municipalities. Rochester is the only other large city in Minnesota that is comparably isolated from larger neighboring municipalities.

**Table 15: Crime Rate Comparisons (2017 Data)**

City	Population	Violent Crime	Murder and Non-Negligent Manslaughter	Rape	Robbery	Aggravated Assault	Property Crime	Burglary	Larceny/Theft	Motor Vehicle Theft	Arson
Fargo, ND	123,430	495	3	81	68	343	3,880	593	2,975	302	10
Superior, WI	26,352	44	1	8	8	27	277	133	71	71	2
Moorhead, MN	42,999	89	1	25	11	52	889	130	655	104	0
Rochester, MN	115,228	224	1	61	46	116	2,148	288	1,757	98	5
St. Cloud, MN	67,911	255	3	61	49	142	2,805	330	2,278	181	16
Bloomington, MN	85,704	140	1	43	33	63	2,601	175	2,282	133	11
Brooklyn Park, MN	80,347	281	1	49	63	168	2,164	283	1,716	158	7
Plymouth, MN	78,356	63	0	16	15	32	964	181	755	28	0
Minnetonka, MN	52,811	35	2	13	4	16	901	110	755	34	2
Eagan, MN	66,805	56	2	16	14	24	1,276	100	1,128	42	6
Lakeville, MN	62,958	44	0	11	6	27	600	84	494	20	2
Maplewood, MN	40,689	92	0	13	39	40	1,912	205	1,537	169	1
Roseville, MN	36,196	89	1	11	31	46	1,952	215	1,633	100	4
Inver Grove Heights, MN	35,254	72	0	17	12	43	681	137	462	78	4
<b>Averages</b>	<b>65,360</b>	<b>141</b>	<b>1</b>	<b>30</b>	<b>29</b>	<b>81</b>	<b>1,646</b>	<b>212</b>	<b>1,321</b>	<b>108</b>	<b>5</b>
Duluth PD	86,306	277	1	29	66	181	3,829	506	3,091	222	10
<b>Study Dept. + or - Avg.</b>	<b>20,946</b>	<b>136</b>	<b>0</b>	<b>-1</b>	<b>38</b>	<b>100</b>	<b>2,183</b>	<b>294</b>	<b>1,770</b>	<b>114</b>	<b>5</b>

Source: FBI - UCR

In examining the violent and non-violent crime rates in Duluth against the composite of comparison cities listed in Table 15, BerryDunn notes that the Duluth totals are substantially above the comparison averages. Looking only at the communities highlighted in green in Table 15, which are the most similar to Duluth in terms of population, Duluth's violent crime rate is very comparable. However, regardless of the sub-set examined within these comparison cities,

the non-violent crime rate in Duluth is comparatively high, with 2,183 more non-violent crimes than the comparison averages. Even when this number is compared against only the green highlighted cities, Duluth's non-violent crime rate is 1,399 higher. The only city with a similar non-violent crime rate is Fargo; however, that city has a population that is 43% higher than Duluth.

Analyzing this data more closely, BerryDunn notes that the major difference in the non-violent crime rate in Duluth against the comparison communities is larceny, or theft. The most common types of crimes that fall into this category would include shoplifting and theft from motor vehicles. BerryDunn does not have sufficient data to explain why this crime category is comparatively elevated, but the number of larcenies in Duluth is 1,770 higher than the comparison average, and more than 1,000 incidents higher than the green highlighted cities. Given this substantial variance, BerryDunn suggests that the DPD look more closely at these crimes to evaluate an appropriate mitigation strategy.

Notwithstanding the above discussion, BerryDunn wishes to point out again that Duluth has some unique properties that make it difficult to cross-compare against other communities. For example, according to the U.S. Census bureau, 20.3% of the population in Duluth is living below the poverty line, and the median income in the community is \$47,277.<sup>7</sup> In contrast, the percentage of people living below the poverty line in Rochester is 10.4%, and the median income is \$68,574. In Fargo, the percentage of persons living in poverty is 13.9%, and the median income is \$50,561. Given the connections between crime and poverty, these numbers are relevant factors. Again, as BerryDunn pointed out previously, comparative data has its limitations, and the data provided here is an example of the difficulties in finding comparisons that align neatly across the board. Accordingly, as noted, while comparative data has value, it is important to evaluate these comparisons within the context of the target community.

In addition to examining Part 1 crimes, BerryDunn also examines Part 2 crimes, which include all law violations, state or local, which are not Part 1 crimes. In Table 16, the Part 2 crimes for the City of Duluth are provided. It is worth mentioning that the data in Table 16 was provided by the DPD from their records management system (RMS), and this data covers a three-year period from 2016 – 2018, as opposed to the Part 1 data, which spans 2015 – 2017.

In looking at the data in Table 16, the volumes for most of the categories have not changed substantially over the period examined; however, there are a few exceptions. The first and most significant change involves the category of crimes against the family; this category is up 128% over the three-year period.

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<sup>7</sup> [https://factfinder.census.gov/faces/nav/jsf/pages/community\\_facts.xhtml](https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml)

**Table 16: Part 2 Crimes**

<b>Incident Description</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Avg.</b>	<b>% Change '17-'18</b>
Disturbance/Disturbing Peace	5,101	5,479	5,635	5,405	2.85%
Property Damage/Vandalism	1,716	1,723	1,709	1,716	-0.81%
Animal Disturbance	1,208	1,292	1,587	1,362	22.83%
Assault	1,244	1,293	1,404	1,314	8.58%
Drug Incident	1,234	1,251	1,024	1,170	-18.15%
Crimes Against the Family	656	888	1,498	1,014	68.69%
Counterfeit/Fraud/Forgery	1,016	1,004	952	991	-5.18%
Juvenile Offense	737	694	804	745	15.85%
Harassment/Stalking/Bias	606	639	606	617	-5.16%
Trespass Violation	492	688	643	608	-6.54%
Loud Music/Party	629	478	528	545	10.46%
Threats	509	532	549	530	3.20%
Neglected Child	263	255	249	256	-2.35%
Fight	256	236	251	248	6.36%
Motor Vehicle Hit and Run	215	249	271	245	8.84%
Liquor	289	222	148	220	-33.33%
Crime Free Multi-Housing	354	205	52	204	-74.63%
Domestic Assault	256	271	289	272	6.64%
Fireworks	188	156	191	178	22.44%
Crimes Against Government/Justice	195	166	144	168	-13.25%
Sounds of Shots	150	155	143	149	-7.74%
Customer Trouble	134	141	167	147	18.44%
Order Violation	132	155	150	146	-3.23%
Person with Weapon/Gun	115	120	100	112	-16.67%
Garbage Call	106	100	114	107	14.00%
Runaway	54	35	104	64	197.14%



Incident Description	2016	2017	2018	Avg.	% Change '17-'18
All Other Offenses	258	301	477	345	58.47%
<b>Totals</b>	<b>18,113</b>	<b>18,728</b>	<b>19,789</b>	<b>18,877</b>	<b>5.67%</b>

Source: Agency Provided RMS Data

The FBI defines crimes against the family as “unlawful nonviolent acts by a family member (or legal guardian) that threaten the physical, mental, or economic well-being or morals of another family member and that are not classifiable as other offenses, such as assault or sex offenses.”<sup>8</sup> These incidents would include child neglect as well as other non-violent child and adult abuse or exploitation crimes. The increase in the number of these incidents is remarkable but not necessarily surprising. Many of these incidents involve mandatory reporters, who by position or role are required to report certain observations to the police department or social services. In recent years, there has been an increased emphasis on mandatory reporting, and this has resulted in substantial increases on those responsible for investigating these reports.<sup>9</sup>

Within the DPD, the SCAN Unit is responsible for receiving and assessing these reports. BerryDunn will provide additional details on this unit later in the report, but the SCAN Unit is an excellent example of inter-agency cooperation and collaboration, and although the volume is high, this unit is highly effective.

Another area of substantial increase involves animal disturbance calls. These incidents are up by roughly 31% over the three-year period. It is unclear what may be causing the increase in animal-related incidents; however, this increase involves 379 additional incidents over this period. BerryDunn will discuss the Animal Control Unit later in this report, but this increase may be a factor for consideration in evaluating staffing needs and organization for that unit.

Another Part 2 crime area that has experienced a substantial shift involves crime free multi-housing. This category (multi-housing) deals with reducing crime in rental properties, and it includes training for rental managers, crime prevention efforts, and monitoring of criminal incidents that violate multi-housing rules. The number of multi-housing violations has decreased by 302 incidents over the past three years, which involves an 85% reduction. Again, BerryDunn lacks the data to examine the reasons behind this reduction, but notes that multi-housing enforcement and accountability efforts in other communities have been highly successful in reducing crime. Accordingly, BerryDunn suggests that the DPD examine this shift to determine the cause, and consider adjusting enforcement practices, if necessary.

<sup>8</sup> <https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017/topic-pages/offense-definitions>

<sup>9</sup> <https://pediatrics.aappublications.org/content/139/4/e20163511>



The last observation regarding the data in Table 16 involves disturbing the peace and loud music/party incidents. Combined, these two categories comprise 5,730, 5,957, and 6,163 annual incidents respectively, for years 2016, 2017, and 2018. When considered against the total Part 2 crime volume, these incidents account for more than 31% of the overall volume for each of the three years. Given that Duluth has a large college student population, the number of disturbance incidents is not surprising. However, the volume of these incidents is consuming significant time for the department, and BerryDunn suggests that the DPD consider this category of offense as an area in need of a crime mitigation strategy.

In Table 17, BerryDunn has provided annual totals of Part 1 and Part 2 crimes from 2016 to 2018. The overall downward trend for Part 1 crimes as shown in Table 17 is consistent with crime patterns throughout the United States, which have been sharply on the decline over the past several years.<sup>10</sup> In contrast to Part 1 crimes, which have declined slightly in the past three years, Part 2 crimes are up 5.67% from 2017 to 2018, and they are up 9.25% from 2016 to 2018. Although this increase is substantial, most of it is attributable to increases in the crimes against the family and animal disturbance areas. These two categories account for an increase of 1,221 incidents over the three-year period. When they are excluded from the percentage shift in Part 2 crime volume, the net increase is reduced from 9.25% to 2.51%. To be clear, these categories have increased, and a substantial workload accompanies those increases. However, these increases are understandable and explainable, and not a reflection on public safety effectiveness.

**Table 17: Part 1 and Part 2 Crime Totals**

	2016	2017	2018*	2017 – 2018 Change
Part 1 Crimes	4,142	4,106	4,044	-1.51%
Part 2 Crimes	18,113	18,728	19,789	5.67%
<b>Total</b>	<b>22,219</b>	<b>22,808</b>	<b>23,807</b>	<b>4.38%</b>

Source: FBI - UCR Data; Agency Provided RMS Data

\*Part 1 Crime Data for 2018 is from RMS Data

## V. Call for Service (CFS) Data

The DPD also provided BerryDunn with data concerning other activity that is not crime-related; these activities are reflected in Table 18, which shows incidents from 2016 – 2018. This table shows annual activity for service categories that exceeded 100 incidents per year; the remaining service totals are reflected in an *all others* category within the table.

<sup>10</sup> <http://www.pewresearch.org/fact-tank/2017/02/21/5-facts-about-crime-in-the-u-s/>

**Table 18: CFS Totals**

Activity	2016	2017	2018	Average	2017 – 2018 Change
Alarm	2,056	1,815	1,987	1,953	9.48%
Assist Other Agency	662	633	650	648	2.69%
Attempt to Locate	2,257	2,275	2,151	2,228	-5.45%
Attempt Pickup	632	551	499	561	-9.44%
Callback Message	836	931	1,025	931	10.10%
Check Person/Welfare	2,837	3,313	3,492	3,214	5.40%
Check Hazard	841	755	963	853	27.55%
Child Custody/Visitation	261	229	202	231	-11.79%
Civil Matter/Process	514	365	453	444	24.11%
Domestic	739	917	1,000	885	9.05%
Drunk	1,218	1,207	833	1,086	-30.99%
Fire/Rescue	750	686	841	759	22.59%
Information	1,343	1,326	1,298	1,322	-2.11%
Medical	7,489	7,751	7,836	7,692	1.10%
Mental Health/Suicidal	957	1,123	1,292	1,124	15.05%
Missing/Found Person	121	113	128	121	13.27%
Neighbor Trouble	382	404	379	388	-6.19%
Overdose	105	156	124	128	-20.51%
Paper Service	596	1,253	783	877	-37.51%
Property/Property Recovered	932	909	800	880	-11.99%
Public Assist	1,373	1,225	1,310	1,303	6.94%
Suspicion	2,893	3,133	2,986	3,004	-4.69%
Tenant Trouble	138	105	141	128	34.29%
Traffic Complaint	517	431	291	413	-32.48%
Traffic Control	261	203	255	240	25.62%
Unknown Trouble	744	736	856	779	16.30%
Unwanted Person	1,554	2,284	2,651	2,163	16.07%

Activity	2016	2017	2018	Average	2017 – 2018 Change
Vehicle Info	1,608	1,244	1,399	1,417	12.46%
All Others*	529	615	680	608	10.57%
<b>Total</b>	<b>35,145</b>	<b>36,688</b>	<b>37,305</b>	<b>36,379</b>	<b>1.68%</b>

Source: Agency Provided RMS Data

\*All others includes all categories with under 100 average incidents per year.

In many of the service categories the data has remained relatively constant over the three-year period reported. However, several categories have experienced substantial shifts, either upward or downward, and are worth mentioning. The first notable category involves check person/welfare. These incidents have varied origins, but generally involve someone contacting the police to check on someone out of a sense of concern for their well-being. Between 2016 and 2018, the number of these incidents increased from 2,837 to 3,492, or 23.09%. BerryDunn also observed that the category drunk decreased by 385 incidents during this same period.

In some cases, check the welfare calls are placed to check on someone who is intoxicated. Although BerryDunn lacks the data to explain the increase in check the welfare and the decrease in drunk incidents, it is possible reporting practices may be responsible for a portion of these shifts, and that many of the incidents in the check the welfare category could also be attributed to the drunk category.

Another area that has increased substantially involves mental health calls. These incidents increased from 957 in 2016 to 1,292 in 2018, representing a 35% shift. It is well established that mental health issues in the United States are on the rise.<sup>11</sup> At the same time, resources available to assist those with mental health issues have declined in recent years.<sup>12</sup> Mental health calls often have a similar origin to check the welfare calls, and they often involve the same types of concerns. Again, it is possible that reporting practices could be responsible for shifts among individual categories, but either way, when combined, check the welfare and mental health incidents have increased by nearly 1,000 events over three years. BerryDunn has already commented on the positive nature and industry-leading work of the MHU at the DPD, and additional information will be provided on this unit in another section of this report. However, the above data support the need for an emphasis on providing services and resources to this portion of the service population.

<sup>11</sup> <https://www.anxietycentre.com/FAQ/why-is-mental-illness-on-the-rise.shtml>

<sup>12</sup> <https://www.npr.org/2017/11/30/567477160/how-the-loss-of-u-s-psychiatric-hospitals-led-to-a-mental-health-crisis>; <https://health.usnews.com/health-care/patient-advice/articles/2018-05-25/whats-the-answer-to-the-shortage-of-mental-health-care-providers>

The last notable area involves domestic disturbance incidents. It is important to mention here that there are two types of domestic calls—those that involve an assault or an alleged assault, which are criminal, and those that are verbal arguments that do not involve a criminal act. In Table 16, BerryDunn provided data concerning domestic assaults in Duluth. In 2016 there were 256, and in 2018 there were 289, which is an increase of 33 incidents, or 12.89%. Based on the data in Table 18, there were 739 non-assault domestic incidents in 2016, and 1,000 in 2018. This represents a 35.32% increase. Again, the DPD has an exemplary unit called the DVRT that is engaging in best-practices procedures. The combined increase of domestic incidents and assaults between 2016 and 2018 is 294. Similar to the MHU, these numbers support the need for the continued efforts of the DVRT.

## Summary

The City of Duluth is a community with a land mass of roughly 71 square miles, situated along the west shore of Lake Superior. Duluth is essentially a freestanding city, with limited supporting resources available from nearby communities. Duluth has a population of approximately 86,000 residents, but is also home to more than 15,000 college students who attend the UMD Campus and the College of Saint Scholastica. The population of Duluth was as high as 106,000 at one point, but it has declined from that peak, and has been consistently around 86,000 since 1990. Although there are some indications of population growth in the community, there are no expectations for a substantial population shift in the short-term.

The police department is authorized for 157 sworn positions and 46 non-sworn positions. Although the both city and the police department have experienced double-digit budget increases over the past five years, sworn police staffing levels have remained flat. The police department is operationally separated into two sections, which include the Administrative and Patrol Divisions. With some minor exceptions, staffing ratios by rank and spans of control are within typical levels, and the organization structure is generally functional.

Serious crime levels have been relatively constant over the past three years, although secondary crime incidents have increased roughly 9.25% during that period. In addition to secondary crime levels, non-criminal service call levels have increased roughly 6% in the past three years. Although there are some upward and downward shifts in crime and service levels that BerryDunn suggests the DPD should examine further, there are no areas of substantive concern reflected in the crime and service data provided and examined.

The DPD has three specialized units worth specific mention. The SCAN, MHU, and DVRT Units are all examples of units engaging in industry-leading and best-practices processes. Each of these units is serving a unique and important clientele within the community, and each is addressing a substantial need for services.

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## Recommendations

BerryDunn has no formal recommendations for this chapter.

## Chapter 2: Organizational Leadership and Culture

During the initial on-site visit in the early stages of this assessment, BerryDunn met with the command staff of the DPD. The purpose of that meeting was to acclimate the command staff to the processes and methodologies BerryDunn would use to conduct the assessment, and to explore any specific challenges or areas of focus the command staff might identify. During that meeting, staff explained that the DPD had engaged in a strategic planning process in 2016 – 2017, and the plan that emerged from that process was adopted in February/March of 2018. The DPD provided BerryDunn with a copy of that plan as part of the data request for this project; however, BerryDunn intentionally chose not to review the plan prior to the information-gathering portion of this assessment, so that the plan did not influence BerryDunn’s approach, findings, or recommendations.

Following the data-gathering and analysis phases of this assessment, BerryDunn reviewed the strategic plan. It is well organized and it identifies four high-level goals, as well as appropriate action steps and details for carrying out the key tasks for each goal. Upon a detailed review, BerryDunn noted several aspects of the strategic plan that were consistent with BerryDunn’s assessment and findings regarding various operational and organizational areas of the DPD. Although BerryDunn’s findings and recommendations for this assessment were developed independently, recommendations included in this report will include a notational reference to any areas also included in the strategic plan.

In addition to providing BerryDunn with the strategic plan, the DPD also provided a brief update on for each of the four major goal areas and the action steps associated with those goals. Many of the action steps have been completed, while others are still in progress.

### I. Mission, Vision, Goals, and Objectives

The chief of police is responsible for the development, coordination, and implementation of the mission, core beliefs, and values for the department. These principles underpin the overall purpose of the DPD. Within the strategic plan adopted by the DPD, the mission, core beliefs, and values of the DPD were outlined; they have been provided here as written.

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

**Core Beliefs:**

- We recognize that our authority comes from our social contract with the community.
- People will believe that 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 are paramount.

Values:

- Fair
- Accountable
- Caring
- Transparent

In BerryDunn's examination of the above mission, core beliefs, and values, they appear to reflect an organizational focus and culture committed to community collaboration and contemporary policing standards and practices.

### Goals

There are four major goals identified within the DPD strategic plan, and BerryDunn has reproduced them here, along with the sub-goals.

1. Goal: Strengthen Organizational Effectiveness and Efficiency
  - Go to no more than 60% obligated time for patrol officers
  - Jobs redesigned for maximum efficiency (to be further defined in terms of measurement after assessment is completed)
  - Target: Workloads balanced commensurate with staffing and demand
2. Goal: Strengthen Trust within the Community and the Department
  - Entire department engaged in developing relationships and problem-solving with the community
  - Year over year improvement in results due to communication process improvements
3. Goal: Commit to Professional Development and Employee Wellness
  - 100% of employees have a current evaluation on file on an annual basis with a development plan
  - 100% of employees have received training from community-based organizations
  - Implement four new employee-driven stress reduction opportunities
  - Morale is improved over baseline measurement of 2016 City of Duluth Employee Satisfaction and Wellbeing Survey
4. Goal: Commit to an Inclusive Work Environment and Leadership
  - Promote a more inclusive organizational culture (Look at the City survey)
  - Standards and mentorships to support performance
  - Increased diversity in hiring and leadership



As with the beliefs, values, and mission, BerryDunn has reviewed the goals of the strategic plan and notes they are demonstrative of an organizational intent to create and maintain an efficient and effective police department and a department that tends to employee and community needs. The goals, sub-goals, outcomes, and key actions within the plan are appropriate and reasonable, and if carried out, would help the DPD in fulfilling its overarching public safety responsibility to the community.

There is one aspect of the strategic plan, however, that requires some clarification. Within the goal to strengthen organizational effectiveness and efficiency, there is a sub-goal that seeks to limit the obligated workload of patrol officers to no more than 60%. The industry standard for assessing and determining staffing levels for patrol and other operational units involves an examination of obligated workloads. For patrol officers, there are three general categories of work responsibilities that consume their time: operational labor, administrative labor, and uncommitted time. Some analysis models group operational labor and administrative labor and identify these as the obligated workload. In these models, the split of duties is 60% to operational and administrative labor, with 40% allocated to uncommitted time. In BerryDunn's assessment this approach is flawed, because it is nearly impossible to accurately determine the volume of administrative labor for patrol and many other positions. This is because most organizations do not quantify this type of work, and accordingly, the volume cannot be accurately measured.

Instead of using a 60% and 40% model, BerryDunn uses a model that identifies operational labor as the obligated workload, with an upper threshold of 30%. The BerryDunn model allocates an additional 30% to administrative time, and another 30% to uncommitted time, with a 10% buffer built into the model. Anecdotally, to the extent that it is possible to measure it, BerryDunn has found that the administrative labor total tends to mirror and shift equally with the obligated workload total. For example, if the obligated workload total is 35%, the administrative labor total would also be roughly 35%. If the obligated workload total was to decline by a given percentage, the administrative labor volume would also decline by a similar percentage. This correlation is the result of administrative workload burdens that accompany additional CFS volume. BerryDunn will provide an expanded explanation of the application of this model in Chapter 4 of this report, but it is important to note the distinction between the 60% model identified in the strategic plan and the 30% model that BerryDunn utilizes.

### **Mission, Vision, Values, and Goals Review**

During the course of interviews, BerryDunn asked the DPD staff about their knowledge of the mission, vision, values, and goals of the department and whether staff felt that these are driving points for organizational leaders in making operational decisions. BerryDunn also asked staff whether these areas are communicated, emphasized, or reinforced within the department.

The response to BerryDunn's inquiries in this area was mixed. Virtually everyone interviewed expressed their belief that organizational leaders were conscious of the mission, vision, goals,



and objectives of the organization, and that these factors were prominent in the decision-making process, even if they were not explicitly discussed. Most of the staff also indicated they were familiar with the mission, vision, values, and goals of the organization, and they were accepting of them. However, several staff members said that the communication of these items was not consistent or thorough, and that the organization could do a better job of communicating and reinforcing these concepts. It is notable that within the strategic plan, there is a communication plan that includes a series of action steps, including communicating the mission, vision, values, and goals to the organization. Some staff members recalled these communications, but others did not. Based on this feedback, it is evident to BerryDunn that organizational leaders need to engage a strategy for communicating and promoting these principles.

## **II. Accountability, Ethics, and Integrity**

During the interviews with staff, it was clear to BerryDunn that the DPD does an excellent job of instilling very strong ethical values and the highest level of integrity in its members. The department has set the highest of standards in these areas for all members of the organization, and when any complaint is brought forward, the department takes it seriously and reviews it thoroughly, including conducting a formal investigation, if warranted.

In addition to setting internal standards for ethical behavior, the DPD has taken various steps to establish accountability to the community and to government officials. The police department publishes an annual report, frequently works directly with the city council and mayor, and participates in numerous city and community events on a regular basis throughout the year. The department has a thorough complaint process, which even allows for anonymous complaints, a practice which is not uniform among police agencies. The city also has a civilian review board that has the opportunity to review all internal affairs complaints upon their completion. When serious complaints are filed, the Investigative and Administrative Services Section (which is the professional standards/internal affairs unit of the department) conducts an investigation and completes a report. This report is then forwarded to the police chief for consideration. BerryDunn will outline this process more thoroughly in another chapter of this report, but the process in place is robust and appears to be meeting departmental and community needs.

Those interviewed were consistent in indicating that accountability is important and has improved in recent years, and that people are generally held accountable for their actions and behaviors. However, some staff members stated their belief this is an area that could be improved. Those interviewed agreed that personnel were consistently held accountable for serious matters. In addition, several staff mentioned that peer accountability within the organization is high, and that officers hold each other accountable. Still, some mentioned that less serious or minor issues that are persistent are not always addressed, and this has caused some frustration among staff. Those who expressed these sentiments acknowledged the difficulties in balancing accountability and the challenges in being consistent across the

department, but also indicated a desire for personnel to be held to the standards of their positions.

## Discipline

Within the context of accountability, the issue of discipline often emerges as a discerning factor. Although it is typical for officers to describe internal accountability from a positive perspective, whether discipline is administered fairly and objectively, and in a timely manner, often generates varied opinions. However, this was not the case with those interviewed at the DPD; staff were highly consistent in their opinions regarding agency discipline, and the comments were generally positive. Based on staff interviews, it was apparent that due to the positive and proactive approach to ethical behavior by the organization, a culture has emerged in which all members of the agency strive to maintain the highest of standards. In the event that someone must be disciplined, those interviewed said that it is generally done in a fair and transparent manner.

Staff explained that the organization is very open, up front, and transparent in terms of the expectations for employees, including the discipline processes. There is a culture of accountability, but there is also a recognition that people sometimes make mistakes. While the department holds people accountable, there is an attempt to use positive discipline when appropriate, including alternatives to formal discipline. In some cases, this involves using the complaint as a learning experience for the employee, with the possibility of additional training, instead of the traditional action of punitive discipline or suspension. This approach seeks to help the employee (and the organization) understand that what the employee did that was a violation of a policy or procedure, or that it was dangerous or otherwise detrimental to the organization. It also provides an opportunity to learn from the mistake to help ensure that it does not occur again. The objective is to use a process of discipline that will be most likely to change the behavior. This might involve sending an officer to driving school as a result of having an at-fault accident. It might also include sending an officer to report writing school, or other remedial training, if this will ultimately benefit the officer and the agency.

In addition to using alternatives to progressive discipline, such as the education-based discipline process described above, the organization also tries to give staff the opportunity to take ownership over mistakes and/or to offer any reasonable or mitigating explanation that might be appropriate. Those interviewed also explained that the sergeants have significant latitude in managing minor performance issues, and this often helps bring many complaints to a quick resolution. This can involve corrective action in the field, bringing up issues at roll call or during critiques, and verbal counseling or other corrective actions. There was little concern expressed with the fairness or objectivity of accountability processes within the agency. The fact that staff expressed few concerns in this area indicates a high level of trust and confidence in organizational leaders and in these processes, and it is a strong indication of the operational effectiveness.

### III. Leadership Style

The BerryDunn on-site team had an opportunity to observe organizational leaders in various meetings, and in interviews with them. Based on the interviews, the review of various department documents and reports, and the observations of the team, BerryDunn found the leadership—at all levels within the department—competent, engaged, and concerned with making decisions that benefit the community and the organization. During this process, BerryDunn noted robust discussion concerning various department matters, and significant attention to detail, including how decisions might affect the community, the organization, and individuals. From BerryDunn’s vantage point, organizational leaders appear to be working collaboratively to address the various issues that arise in the functional operation of a police agency.

When asked, those BerryDunn interviewed described a pattern of leadership internally that is widely varied among supervisors, but one that is typically contingency/situationally-based. Many remarked that there is a good balance in leadership styles throughout the organization, from delegating to directing, and that there is no singular style that is followed. Staff reported that supervisors and command staff generally seem to approach leadership matters in a manner that fits the issue at hand, in consideration of the capabilities and experience level of those who must carry out the work. Supervisors get to know their employees and what style of leadership will be most effective for each. Despite these responses, which were generally positive, some officers and other staff mentioned that although they have confidence in the command staff, they do not always have the level of interaction with them that they would prefer. For some, this has led to a feeling that the command staff is detached from the operational staff within the department. However, in general, those interviewed identified characteristics and behaviors of supervisors and command staff that are consistent with strong leadership.

BerryDunn notes here that there is a clear difference between leadership and supervision. Supervisors and managers get the work done. They monitor the plan to get the work done, break the work down into steps and sequences, identify what is required and what resources staff need, and take corrective action when necessary. Leaders are role models, accept responsibility, make difficult decisions, see through the eyes of others, and value people more than procedures.<sup>13</sup> As noted above, BerryDunn observed that the leaders at the DPD, across all ranks, are working hard to do the right things. In short, the BerryDunn team observed strong leadership throughout the organization (as opposed to managerial functions), even though these efforts may not be as visible to those at the line level.

BerryDunn also asked staff about the level of empowerment within the DPD. Most of the officers and other line-level staff expressed that they feel empowered to complete their work and that

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<sup>13</sup> <http://aboutleaders.com/management-and-supervision-vs-leadership/>

they know they can get help from their supervisor if they need it. Officers and line-level staff felt that communication regarding department matters was good, particularly with their primary supervisor, and that relevant information was conveyed to them, and in a timely manner. Although the notion of empowerment is often considered primarily from the perspective of the line-level officer or staff member, this issue also applies to first-line leaders. The supervisors interviewed for this assessment explained that they are not typically micro-managed; they are given the right tools and sufficient leeway, and they are expected to execute the work. There appears to be an overarching philosophy that the department wants to hire and promote quality people, and then the objective is to let them do their work. Those interviewed acknowledged that in some cases, additional oversight is warranted. However, they also stated that the intent is to hire and train staff that are capable and competent, and then to empower them to do their jobs without undue interference.

Another area that BerryDunn explored with staff concerns the level of inclusivity in the decision-making processes within the organization. When asked whether the right people are consulted regarding decisions that might affect those people, staff provided a mixed response. Staff reported that this is a hit-or-miss issue. In certain cases involving significant operational changes (e.g., the patrol schedule), there has been substantial input and discussion. Staff also said there is a high level of consistency in seeking input between line-level staff and line-level supervisors. However, several staff members also stated there has not been consistency in this area across the organization, and this has left some staff with a sense that their input is not valued. Some also conveyed to BerryDunn that this is an area that is improving, and there appears to be an effort by the command staff to be more inclusive.

### 21st Century Policing

In 2015, the U.S. Government convened a task force to determine the best and most contemporary industry standards and practices and “ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect.”<sup>14</sup> The findings of the task force were categorized into six primary pillars:

1. Building Trust and Legitimacy
2. Policy and Oversight
3. Technology and Social Media
4. Community Policing & Crime Reduction
5. Training and Education
6. Officer Wellness and Safety

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<sup>14</sup> [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

BerryDunn asked command staff at the DPD to complete a 21st Century Policing survey, which provides a mechanism for assessing the operational alignment of the agency with the findings of the task force. The results are provided in Table 19.

**Table 19: 21st Century Policing**

Area	Max. Possible	Average Score	Pct. of Max.
Pillar One	18	15	83.33%
Pillar Two	30	21.8	72.67%
Pillar Three	10	7.8	78.00%
Pillar Four	36	31.4	87.22%
Pillar Five	18	14.4	80.00%
Pillar Six	12	8.8	73.33%
<b>Totals</b>	<b>124</b>	<b>99.2</b>	<b>80.00%</b>

Source: 21st Century Policing Survey

The survey provided by BerryDunn consisted of 60 questions, separated within the six pillar areas. For each question, command staff were asked to independently assess whether the department regularly engages in practices that are consistent with the task force recommendation area, or whether the department inconsistently does so, or not at all. Below is a list of the sections from the survey in which the majority of the command staff indicated that the department has not fully achieved one of the task force recommendations.

- 1.8 Ensure a workforce that is diverse and representative of the community.
- 2.2.6 Have a serious incident review board that includes community members, for all force-use incidents that could deteriorate public trust. Should have the ability to identify administrative, supervisory, training, tactical, or policy issues requiring attention.
- 2.5 Report and maintain census data on department demographics, including race and gender.
- 2.11 Agencies should adopt specific policies relating to the Lesbian, Gay, Bi-Sexual, Transgender, and Queer/Questioning (LGBTQ) population.
- 4.5.3 Establish a formal community/citizen advisory committee to assist in developing crime prevention strategies, as well as providing input on policing issues.
- 5.10 Peace Officer Standards and Training (POST) and law enforcement should require basic and in-service training on policing in a democratic society.
- 5.11 The federal government, as well as state and local agencies, should encourage and incentivize higher education for officers.

- 6.3 United States Department of Justice (USDOJ) should encourage and assist departments in the implementation of scientifically supported shift lengths by law enforcement. “It has been established by significant bodies of research that long shifts can not only cause fatigue, stress, and decreased ability to concentrate, but also lead to other more serious consequences.”

Within the context of this survey, it is important to understand that not all of the task force recommendations apply equally to each agency. Further, the surveys for this study were completed independently by command staff based on their interpretation of the task force recommendation and their subjective assessment of the operational aspects of the agency in relation to each topical area. Lastly, there is no specific standard or expected score for any of the pillar areas, or the overall rating. Instead, BerryDunn provides this survey as one mechanism for examining and assessing various aspects of the agency, with the intent of encouraging additional discussion and consideration in any areas in which command staff scored the agency low. Accordingly, BerryDunn suggests that the DPD engage a conversation about the 21st Century Policing report, recommendations, and the assessment above to determine any appropriate actions to engage efforts that correspond to any of those areas.

#### **IV. Communication**

During the course of interviews with staff, BerryDunn inquired about various aspects of organizational communication within the DPD. In terms of the nature and type of communication within the department, those interviewed told BerryDunn that depending on the issue, communication may or may not be timely or come from a consistent source. The method of communication has also varied, occurring in the form of face-to-face communication, email, or even written memoranda for more formal or important communication. Several staff mentioned that communication has been effective within certain meeting structures or units, but that overall, there is a lack of a clear and intentional communication strategy within the organization. Some who were familiar with the strategic plan also mentioned to BerryDunn that the document contained a communication strategy; however, those same individuals added that the efforts to follow that strategy lacked consistency and were seemingly discontinued. In short, BerryDunn heard consistently from staff at all levels, sworn and non-sworn, that internal communication is an area in need of improvement.

Based on the feedback provided to BerryDunn during the interviews, it is clear that staff feel communication within the agency is fractured, and that command staff has not established strong and consistent channels of communication throughout the department, despite the path outlined in the strategic plan. It is evident that the DPD has engaged in a variety of steps to attempt to improve the consistency of internal communication, including various meetings, emails, and daily briefs; however, the consensus is that the approach has not produced the desired results. Because communication is so essential to effective leadership and operations,



BerryDunn recommends that the DPD revisit and further develop an internal communication strategy that can be implemented and sustained.

In addition to general communication, BerryDunn also explored the level of comfort for staff in bringing ideas, thoughts, or critiques forward. When asked, most of the staff interviewed said that the process of *safety in dialogue* works well (safety in dialogue refers to the process of supervisors and followers feeling free to talk out issues openly and confidentially, without fear of reprisal), and that they would feel comfortable bringing items up to a supervisor, or even the chief of police, without any undue concern.

Expanding on this concept, BerryDunn asked staff whether they feel their input is valued by supervisors and/or command staff. Staff reported they felt confident that their input was important, but reiterated that it is not always sought on issues of importance, or with regard to decisions that may affect them. Several of those interviewed also explained that they are very aware of the fact that those in leadership positions may be privy to information they cannot share or that might otherwise influence decisions in a direction that might be contrary to popular opinion or wishes. Generally, staff respect the leadership and recognize the challenges they face in making tough decisions. However, staff also feel there is a need for a more intentional process of inclusion within operational discussions that involve significant decisions.

## V. Management and Supervision

BerryDunn also explored the issue of supervisor accountability and reporting, and asked mid- and executive-level leaders to describe how work performance expectations are communicated to supervisors. Leaders conveyed to BerryDunn that there are several mechanisms in place for outlining supervisor expectations. When new sergeants are promoted, they meet with the police chief and deputy chief, who explain their role and the associated expectations. New sergeants generally start on the dayshift, and the appropriate lieutenant will meet with them to go over his or her expectations. Leaders also explained to BerryDunn that supervisor expectations, for all levels, are routinely communicated in group or individual meetings, or in written form, when that is more appropriate. This process was described consistently by those interviewed, and although it lacks formality, in general, the process appears to be working.

Although there is an ad-hoc process for outlining expectations for new sergeants, BerryDunn learned there is no formal indoctrination or training program for new sergeants. Those in law enforcement are well aware that the transition from line-level officer to line-level supervisor is one of the most challenging growth experiences for personnel. Line-level supervisors have a tremendous burden in managing the shift, and in maintaining healthy relationships and managing the morale of their followers. They must do this while carrying out the mission of mid- and upper-level leaders, and they must also make difficult decisions, including holding others accountable. For most new sergeants, this transition is very difficult, as they find themselves functioning as part of the organizational leadership for the first time.

Many organizations have found that developing a field supervisor training (FST) program can be helpful in bridging this gap for new sergeants. This training can include instruction on relevant policies and practices, supervisor expectations and limitations, and other information that aids them in their mission. Because of the vital role they play within the organization, it is critical that new sergeants are positioned for success, and BerryDunn recommends that the DPD develop an FST program. The structure should be tailored to the needs of the DPD, and it should be customized based on the duties and responsibilities that sergeants within the DPD are expected to perform. Additional details on this recommendation have been included in Chapter 11 of this report.

## **VI. Mentoring and Coaching**

Another operational aspect BerryDunn examined involves mentoring within the DPD. Staff interviewed told BerryDunn that other than for new officers, there is no formal mentoring program within the DPD. When new officers are hired, they are assigned a mentor who is not part of their work crew. The mentor is available for the new officer to ask questions of, and as a general person of support. This mentor remains assigned to the new officer during their first year of employment, while they are on probation. After probation, there is no formal mentoring program.

It is common knowledge that when high-potential, highly motivated employees are presented with the chance to learn, lead, and/or advance, they will take advantage of those opportunities. With this in mind, it is critical for agencies to cultivate and guide these quality employees, or the agency runs the risk of those employees becoming disenchanted or even seeking to leave the agency for other career opportunities. The DPD does not have a formal system in place to identify these employees, or a program to cultivate them once identified. Supervisors interviewed said that in lieu of a formal process, they will select employees they feel have potential and engage in coaching or mentoring those employees on a regular basis and as follow-up or in conjunction with the annual review process. Other mentoring and coaching described includes targeted training for staff and suggesting or assigning staff to attend community events.

Although BerryDunn acknowledges that some supervisors within the department are doing a good job in mentoring various personnel, this process is being done in an ad hoc fashion, and even though it may be working for some, there are likely others who are not fully benefiting from the opportunity to be mentored by those who have a broader level of experience. Based on the information provided, it is evident to BerryDunn that some staff members have been mentored in a variety of ways, but there is no consistent methodology for mentoring or development of staff, nor is there a policy for a formal mentoring program within the department.

In order to help staff learn, grow, and become more effective within their roles, and to prepare staff within the department for promotion to supervisory and command-level positions, the



department must create an atmosphere that not only encourages personnel development but specifically prepares staff for those opportunities through an intentional process. Accordingly, BerryDunn recommends the development of a formal mentoring program and policy that supports staff in their current roles, and one that identifies and develops potential leaders as well as those who have already been promoted who wish to advance further.

## VII. Performance Appraisals

During the course of this assessment, BerryDunn had the opportunity to examine and evaluate the performance appraisal system in use for employees with the DPD. Departments typically use performance appraisals to engage staff in a process that supports the vision, mission, and values of the department. They are a means by which supervisors formally interact with staff to mentor and promote their success, as well as to identify areas where training may improve performance. Employee performance evaluations may be also used as a tool to assist management in making key decisions concerning promotions, disciplinary action, training, and determination of eligibility for permanent appointment. These evaluations can also be used to alter the service expectations, policing styles, and responsibilities of officers and other staff.

Ultimately, the appraisal process should be fair and transparent, develop growth and learning, and identify problems early so that interventions can bring a problem to resolution before it becomes unmanageable. Lastly, supervisors should view performance appraisals as a helpful tool they can complete in a timely manner.

BerryDunn examined the performance appraisal process in use within the DPD, which included a review of the documents used and discussions with staff concerning the effectiveness of the process. The performance appraisal process was created by the human resources section of the City of Duluth, and it is utilized by all city staff. The system has three documents: a set of instructions, a self-evaluation form for staff to complete that includes a series of open-ended questions, and a performance appraisal form that is completed by supervisors, which also has a series of open-ended questions. For reference, BerryDunn has included these instructions and a copy of the questions for each form in the Performance Appraisals section of Appendix C of this report.

BerryDunn reviewed the appraisal documents and found that the instructions, while sufficient in establishing the process, provided essentially no direction for supervisors in terms of the expected content. The supervisor questions on the performance evaluation form provide a prompt for discussion regarding employee growth, goals, and opportunities, but there is no indication of any continuity of effort from one year to the next, nor is there any apparent mechanism to monitor any goals or areas of concern identified in the appraisal. The self-evaluation form provides a series of reflective questions for staff and provides an opportunity for staff to consider their performance over the past year, as well as future goals.

Performance management and appraisal systems come in a wide variety of structures and formats, but the effective characteristics of such a system generally involve the following key components:

- Specific performance standards are established and communicated.
- Performance is reviewed on the basis of results/output (quality, quantity, timeliness).
- Communication and feedback are provided on an ongoing basis.<sup>15</sup>

Many organizations use performance appraisal systems to monitor past performance, but also as tools to help personnel learn, grow, and develop, whether this relates to their current role, or to future roles within the organization. When these elements are included in the performance appraisal process, the following additional components are typically included:

- Coaching
- Mentoring
- Individual development plans<sup>16</sup>

In examining the process in place for the DPD, BerryDunn notes that the current process lacks specificity against all of these components. Although the appraisal system includes very good prompts for staff and appraisers, the value of the responses is minimal, unless those responses translate into meaningful assessment, monitoring, and personnel development. Feedback received from staff by BerryDunn mirrored the above observations of the current system. Most staff indicated there was limited value in the process, that the forms are too generic, feedback is not timely, and there is little follow-up on goals or personnel development.

BerryDunn recommends that the DPD form a committee to look more closely at the appraisal process with the objective of revising the process so that staff have confidence in the final product. The committee should include department members and personnel from human resources with the city. It should solicit feedback and participation from staff, sworn and non-sworn, and this feedback should be used to inform the revision process. Suggested areas for discussion as part of this process include:

- Methods to help ensure that supervisors conduct these evaluations consistently, fairly, and objectively
- Officer shift rotations, and methods to help ensure that the evaluation of each officer includes a review by each supervisor they have worked for during the evaluation period
- Systems for identifying Key Performance Areas (KPA) for each job specialty, and a mechanism for including and evaluating these

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<sup>15</sup> <https://hr.uiowa.edu/faq/what-are-characteristics-effective-performance-management-program>

<sup>16</sup> <https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/developingemployees.aspx>

- Goal setting and monitoring, and provisions for scheduling and documenting these interactions between the staff member and supervisor
- Monitoring of other key areas identified for the department, such as community policing or leadership, for example

BerryDunn recognizes that performance appraisal systems often receive criticism by those that must be evaluated, and that designing a system that is effective and that most staff agree with is an arduous task. Still, for the reasons stated in this section, it is critical that staff have confidence in the system, otherwise, there will be limited value in the process, and it may contribute to morale issues. Accordingly, BerryDunn recommends that the DPD engage a collaborative process to review and/or revise the current system.

### **VIII. Union/Labor Management**

BerryDunn also explored the relationship between the leadership at the DPD and the labor groups within the department. The DPD has four labor unions, one for the police chief, deputy chiefs, and other city and police department management staff; one for lieutenants; one for the sworn officers below the rank of lieutenant; and one for the non-sworn staff. BerryDunn interviewed a representative from each of the unions and asked about the labor relationship with the DPD leadership.

The consensus among all of the union/labor leaders regarding the relationship with the leadership at the DPD was that the relationship was positive. Those interviewed conveyed that when issues have come up, there have been positive discussions with the police chief and deputy chiefs, and this has contributed to a very small number of grievances. Based on information provided to BerryDunn for this assessment, there have only been two formal grievances in the past three years, and both of these involve substantive personnel issues.

In addition to discussing relationships, BerryDunn also explored any significant concerns the unions have been experiencing. The most common area of concern related to equitable pay for staff. Other significant issues concerned a general lack of staffing, work schedules for patrol and investigations, and ensuring the job descriptions and appointments are consistent with staff assigned to do the work.

Generally, the comments from the unions were positive, particularly in terms of relationships with the DPD leadership and especially the chief of police. BerryDunn recognizes there are circumstances and issues that arise in which the unions and department leadership may not agree. However, there appears to be an atmosphere of communication, respect, and cooperation between labor and management.

## IX. Workforce Survey

Workforce perceptions, attitudes, and expectations constitute essential information for understanding the current culture and effectiveness of the DPD, diagnosing opportunities for constructive change, and managing organizational transformation. BerryDunn surveyed the workforce to capture this information and to broaden staff involvement in the study.

### Survey Structure

The electronic survey offered to all staff consisted of a respondent profile (current assignment), 51 content items (opinion/perception), seven organizational climate items, and an open comments option that solicited feedback on what the department does well and what is in need of improvement. The content items section elicited employee responses in nine different dimensions:

- Leadership
- Communication
- Accountability and Fairness
- Job Satisfaction
- Training
- Equipment and Technology
- Patrol Staffing and Deployment
- Investigations Staffing and Assignments
- Community Policing and Engagement

Each of the dimension sections of the survey consisted of five or six forced-choice questions. At the request of BerryDunn, the DPD distributed the survey electronically via a link provided through the DPD email system, to every member of the agency, sworn and civilian, and the chief of police promoted participation. Survey protocols promoted anonymity of the respondents.

### Survey Response

The DPD is authorized to employ 203 full-time personnel, including both sworn and non-sworn positions. At the time of this assessment and the survey, there were some unfilled positions at the DPD, but BerryDunn does not know the exact number of positions that were open at the time the survey was distributed. Based on the data received, 113 persons completed the survey. If the department had been fully staffed at the time the survey was deployed, and if each staff member received an invitation, the 113 responses would represent a return rate of 55.67%, which is statistically significant and indicative of the desire of staff to engage in the process of self-analysis and improvement.

In Table 20, the profile of those who responded to the survey is provided. When fully staffed as allocated, 71.8% of the DPDs workforce is sworn, with 29.2% of the staff non-sworn. Based on the data in Table 20, the sworn staff response percentage was 79.65%, and the non-sworn rate

was 20.35%. These numbers are similar in ratio to the allocation of sworn and non-sworn personnel.

**Table 20: Respondent Profile**

Unit Assignment	Total
Executive and Command Staff, Sworn	8
Non-Sworn Supervisor or Manager	3
Other Non-Sworn Personnel	20
Patrol – Sworn Officer	50
Investigations Division – Sworn	23
Specialty Division or Assignment – Sworn	9

Source: Organizational Survey

### Survey Analysis – Content Section

Survey results are most useful to isolate conditions and practices that need attention and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. BerryDunn assigned numeric values of 1 – 5 (with 1 being low or never, and 5 being high or always), respectively. In some cases, if the question did not apply, respondents could also choose an N/A type response. For each of the nine dimensions, BerryDunn calculated the weighted average of the responses.

**Table 21: Survey Response Categories**

Survey Category	Average
Leadership	2.69
Communication	2.50
Accountability and Fairness	2.56
Job Satisfaction	3.02
Training	2.58
Equipment and Technology	2.99
Patrol Staffing and Deployment	2.32
Investigations Staffing and Assignments	2.67
Community Policing/Engagement	3.55

Source: Organizational Survey

As indicated, the scores for the dimensions in Table 21 represent the aggregate score from the respondents from multiple questions within the survey. Rather than report each individual score, the totals from questions within a themed area are averaged and provided in the table. Of the nine dimensions in the survey, the average employee rating was 2.76. In two of the dimensions, the average response was at or below 2.5; these categories are highlighted in yellow in the table. The lowest dimension scores were provided in the areas of communication and patrol staffing and deployment. These numbers suggest a certain level of dissatisfaction or challenge/concern with the current condition. In contrast, three areas, which are highlighted in green in the table, averaged a response of 2.99 or higher. Those areas included job satisfaction, equipment and technology, and community policing/engagement. These levels indicate a level of satisfaction or positive perspectives within the listed categories.

### Organizational Climate

The second portion of the survey involved an analysis of the organizational climate using specific survey questions that directly target certain operational areas. These questions intend to address many of the same categories in the content section, and to a certain extent, they are duplicative. However, by their construction, these questions provide a different vantage point and a readily observable range, both in reference to how the organization currently functions and how it should ideally function based on the opinions of the respondents. These questions engage a 10-point scale, with 1 being low and 10 being high, and BerryDunn has provided the response data in Table 22.

There are three important aspects of the organizational climate survey from Table 22, which make this a versatile tool. The first aspect relates to the *correct* or *right* response. Each organization is different, and accordingly, there is no pre-identified proper level associated with any of these questions. The responses reflect the collective desires of the staff at the DPD, and as such, they are representative of the current and desired culture of the DPD, as opposed to an arbitrary standard that is set elsewhere.

The second aspect of this tool is that it has great utility. The categories in this questionnaire are clear and the agency can easily identify, based on the responses, which areas require focused attention. The third notable aspect of this tool is that it is brief and easily replicable. The agency can re-administer this survey at various intervals. Doing so can provide the agency with comparative data to examine the prior condition against the current perceptions of staff, and the results can help the agency recognize whether its efforts are shifting in one or more of these cultural areas, and whether they are successful.

As with the responses to the main portion of the survey, BerryDunn will not provide an analysis here with regard to any specific question. Instead, the department is encouraged to examine the responses below, and to consider what adjustments, if any, might be appropriate to respond to the desired level noted by staff who took the survey.

**Table 22: Organizational Climate Assessment**

<b>CONFORMITY: The feeling that there are many externally imposed constraints in the organization; the degree to which members feel that there are rules, procedures, policies, and practices to which they have to conform, rather than being able to do their work as they see it.</b>	
Conformity is very characteristic of the organization	Current 7.48
Conformity should be a characteristic of the organization	Desired 5.57
<b>RESPONSIBILITY: Members of the organization are given personal responsibility to achieve their part of the organizations goals; the degree to which members feel that they can make decisions and solve problems without checking with supervisors each step of the way.</b>	
There is great emphasis on personal responsibility in the organization	Current 5.34
There should be great emphasis on personal responsibility in the organization	Desired 8.02
<b>STANDARDS: The emphasis the organization places on quality performance and outstanding production; the degree to which members feel the organization is setting challenging goals for itself and communicating those goals to its members.</b>	
High challenging standards are set in the organization	Current 5.43
High challenging standards should be set/expected in the organization	Desired 7.54
<b>REWARDS: The degree to which members feel that they are being recognized and rewarded for good work rather than being ignored, criticized, or punished when things go wrong.</b>	
Members are recognized and rewarded positively within the organization	Current 3.91
Members should be recognized and rewarded positively within the organization	Desired 8.76
<b>ORGANIZATIONAL CLARITY: The feeling among members that things are well organized and goals are clearly defined rather than being disorderly or confused.</b>	
The organization is well-organized with clearly defined goals	Current 4.01
The organization should be well-organized and have clearly defined goals	Current 8.65
<b>WARMTH AND SUPPORT: The feeling of friendliness is a valued norm in the organization; that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.</b>	
Warmth and support are very characteristic of the organization	Current 6.15
Warmth and support should be very characteristic of the organization	Desired 8.52



**LEADERSHIP: The willingness of organization members to accept leadership and direction from other qualified personnel. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organization is not dominated by, or dependent on one or two persons.**

Members accept and are rewarded for leadership based on expertise	Current	4.52
Members should accept and be rewarded for leadership based on expertise	Desired	8.53

Source: Organizational Survey

### Survey Analysis – Qualitative Responses

Within the survey, three open-ended text box sections were included, in which staff were afforded the opportunity to provide feedback. BerryDunn will provide details concerning these responses in this section. These response prompts included the following:

- Describe something the organization does particularly well
- Describe an area in which you feel the organization could improve
- Please use this section to explain any of your choices and/or to express your view on any topic not covered

Unlike quantitative analysis, which can be broken down into numeric representations, ratios, or percentages (as the above tables in this section demonstrate), qualitative data is much more difficult to present. The process of evaluating and reporting qualitative data involves looking for similarities in the data, which are then grouped into a small number (usually four to six) of overarching *themes*. There can also be sub-categories of data within each of these themed areas, but when done properly, each of the responses have a connection to the main theme. Data within these themed areas may be positive or negative or neither, such as comments that merely make a suggestion. The analysis provided here engages a contemplative process of considering each of the data elements (narrative responses) to determine within which themed area it may be most appropriately categorized, and then to consider the substance of each response in relation to the theme area and the other data within that category.

It is important to point out here that singular responses that could not be included as part of a themed category have been omitted from this analysis. By their nature, single responses are not representative of a perceived pattern, and even though they may have individual merit, they do not conform to a qualitative analysis process. Accordingly, BerryDunn has excluded these non-themed responses.

In addition to the themed analysis of the qualitative data, the analysis presented here also includes a Word Cloud graphic, see Figure 4. The Word Cloud is another analytical tool that represents the frequency of various words that the respondents mentioned within the open-ended narrative question. The more frequently a word appears within the narrative responses, the larger the word appears within the Word Cloud. Using Word Clouds can be helpful, in that



they can provide readers with a quick snapshot of the words and descriptors used by those who responded to the question. However, there is also a cautionary here, in that the words themselves do not necessarily provide the complete context of the response. Accordingly, within themed analysis below, BerryDunn will provide a summary that captures the essence of the overall words and responses.

### Qualitative Response Analysis

Of the 113 personnel who completed the survey, 94 provided a narrative response regarding either a positive aspect of departmental operations or an area that needs some focused attention. The feedback received from those who took the time to provide a narrative response was largely positive, and even in cases where the respondents expressed a need for improvement, most also provided positive comments and suggestions. The responses from all three of the narrative response areas have been themed, merged, and summarized in this section.

#### Leadership

Based on the qualitative survey responses, the staff at the DPD generally seem to regard the leaders of the organization as capable. Respondents noted several positive comments about the organizational leaders and supervisors, as well as areas they feel could use improvement, and/or areas in which they as staff have felt frustrated. From a leadership perspective these responses involved four primary areas: Front-Line and Command Staff, Communication, Morale, and Accountability.

- Front-Line and Command Staff

Several of those who responded were complimentary of the police chief, stating that he recognizes the good work of officers and is quick to take time to tell the employees how much their effort is appreciated. Respondents also commented that they believe the department and leadership is doing the best it can to actively set priorities and operational responses, based on the resources that are available to them. There were also several responses from employees who commented positively about their individual supervisors and how well the department promotes and emphasizes the moral and ethical philosophy of the agency. Additionally, several also responded positively about department expectations and the existence of good policies and procedures.

Despite these positive comments, several expressed concerns over the direction of the department, suggesting that based on decisions and their observations, there is an apparent disconnect between administrative and operational staff members. Some reported a perception that the command staff has not consistently or adequately considered the impact of operational decisions on patrol and investigations staff, and this has resulted in some staff members feeling as though they are not fully appreciated. Carrying this thread forward, some staff have said they feel the command staff is too

outwardly focused and seem only concerned with external support for the organization, without sufficient consideration for their internal constituents.

- Communication

One of the more commonly mentioned concerns by the respondents involved internal communication within the DPD. Several commented that there is a lack of adequate communication within the department, and that this has contributed to confusion, and in some cases, to morale issues. Several commented that information does not move up and down the chain-of-command and in between units, divisions, or sections of the department. The respondents indicated that the lack of strong internal communication has hampered successful operational activities and has caused frustration with personnel.

- Morale

A few of those who responded indicated that although most of the staff care about the success of the police department, including a dedication to the public safety mission and the organization as a whole, internal morale has been a challenge. Several of those who responded expressed a concern that personnel do not feel they always get support from senior staff, and that external factors and the image of the department appear more important than getting the job completed. In short, some expressed that they feel politics have invaded appropriate decision-making in an unhealthy way.

In addition, some respondents said the concerns of staff are not always prioritized or valued, and they cited the current pay and benefits as an example. Staff indicated they also feel as though they are treated like an asset for the organization and the city, as opposed to being an important and sought-after commodity. Respondents said they feel they have valuable information to provide to management, and they wish to be heard regarding the functioning and operation of the police department.

Lastly, some staff indicated there is a need for the department to provide more praise and recognition for the good work done by staff, as opposed to always finding opportunities to tell staff how they have made an error.

- Accountability

Another area identified by the respondents involved accountability. Some responses indicated a desire for more defined operational goals for the agency, so that staff would have more visible opportunities for achievement and success. Others expressed a desire for the establishment of goals that would lead to a culture change with the police department (although the details of the desired cultural shift were not further defined).

Within the category of accountability, some staff highlighted concerns regarding internal discipline. Respondents indicated a perception that discipline has not been handed out fairly, and that there is unequal accountability within the organization (this contrasts with

comments provided to BerryDunn during direct interviews). Those who expressed these thoughts stated it is important for officers to feel supported and trusted so they can perform their jobs appropriately and without undue stress. When staff feel that discipline is unfair or not balanced across the agency, it works against overall morale.

## Staffing

- Hiring and Recruiting

There were a number of positive comments regarding the recruitment efforts of the department, including observations that there has been a visible effort to increase recruiting overall and to recruit and hire more women and minorities.

- Retention

There were several comments indicating that because of the overall current state of the DPD it is difficult to maintain staffing levels. Respondents remarked that the DPD used to be considered a premier agency, but pay and benefits have declined from being competitive, to a position in which it is now difficult to recruit and retain staff. This has reportedly contributed to an unfavorable attrition rate for the department. Staff also commented that over the next few years, as many as 50 employees will be eligible to retire, and staff have concerns about keeping up with personnel losses.

Some indicated that a recent change in scheduling, which was described as reducing the number of off hours and increasing the number or work hours, has also driven some employees to look for alternative employment opportunities. Solutions included using exit interviews to identify ways to improve working conditions and a suggestion to come up with a plan to increase the ability of the agency to attract quality staff.

Comments regarding morale, low pay, and increasing workloads were addressed by many of the respondents. The feeling is that because of low pay, heavy workloads, and issues concerning equitable and fair accountability measures, recruitment is hard and retention is more difficult. Several respondents also indicated a concern that the retention issue was identified as far back as 2015, and the city and the department have not developed a method to reduce voluntary attrition.

- Staff Schedule and Staffing

The shift-schedule was identified as a concern by many respondents, both for the patrol division and for investigations. As indicated, this issue was also linked to attrition and recruiting efforts. There were comments in favor of the 12-hour shifts, and a desire to continue to work a four-day on/four day off work schedule.

In addition to the work schedule, there were several comments about not having enough staff to fill the patrol shifts, and for investigations, not enough personnel to address the demands for service.

## Organization and Operations

- Organizational Structure

Some respondents suggested there should be a reorganization of the department structure to better reflect an officer-to-supervisor ratio. The indication from these responses was that the department is top-heavy with supervisors, and that because of the numerous layers, there is a direct disconnect between administration and the other divisions inside the department.

- Community Policing

The most common positive response from staff involved the issue of community policing. More than a quarter of the respondents addressed community policing in their responses, with most noting the positive nature and sentiments of the department toward community policing, both from a philosophical and operational perspective. A small number of respondents mentioned that there is sometimes a philosophy or belief that there is a higher priority being placed on community policing, as opposed to stopping crime and holding criminals accountable.

- Training

Several staff members identified training as a positive aspect of the department. Respondents indicated the department has many specialty positions, and these varied operational positions provide an opportunity for training and skill building that translate into personal growth and greater value for the organization and the community. However, other responses indicated that the staff desire more training opportunities in general.

- Crime Response

A number of those who responded made positive comments about the capabilities of the DPD. These comments highlighted the ability of the department to serve the community, to manage general service calls and public safety needs, and the competency and success of the department in investigating and responding to major crimes.

- Equipment

Some of the responses highlighted that the department maintains and provides good equipment and is very professional. Others also noted that the department has embraced the use of technology, and it is active in collecting data to aid in the effective operation of the department. In contrast, others commented that the department needs to improve its use of technology, to streamline reporting efforts and requirements, and to reduce or eliminate redundant work efforts and improve efficiency.

As mentioned previously, BerryDunn created a Word Cloud from the narrative responses, which identifies the most common words mentioned; see Figure 4. This Word Cloud provides a visual

depiction of the terms mentioned most frequently in the narrative responses, and it provides a mechanism for evaluating the qualitative analysis above. In short, the above analysis should include sections that respond to the major words and categories from the Word Cloud.

Figure 4: Department Survey Word Cloud



Source: Organizational Survey; Areas of Improvement Narrative Responses

Based on a review of the Word Cloud, the most commonly mentioned words shown in Figure 4 are consistent with the qualitative categories and themes identified in this section.

### Climate Survey Overview

BerryDunn has provided the above data in Tables 19 through 22 and the themed qualitative responses without substantive commentary; this is by design. These data and statements, whether accurate or perceived, provide an opportunity for organizational leaders to examine practices, have further discussion, and seek remedies for those areas that seem to require focus. Although some of the qualitative comments appear negative, the general tenor of the responses was positive, and even in those circumstances in which staff offered contrary perspectives, BerryDunn concludes that staff conveyed their comments professionally and with a genuine desire to improve the organization.



The primary objective of conducting a culture and climate survey is to obtain meaningful and unfiltered feedback and to reveal and highlight the thoughts, ideas, and concerns that staff have about various organizational and operational issues. However, it is imperative that such remarks are not summarily dismissed. This information should be used as a prompt for action by organizational leaders to better understand why staff feel this way and to guide internal discussion and decision-making to mitigate any staff concerns.

Some of the respondents noted that this is the third survey they have completed concerning issues within the police department. Those same respondents indicated that even though they have shared these comments in the past, it appears as though they were not given consideration, and that no action has been taken to make things better. BerryDunn recommends that the DPD thoughtfully examine the results of this survey to ensure that steps are taken to explore and address the key issues identified.

## Summary

The leaders within the DPD have demonstrated a commitment to ensuring that the department is operating in an efficient and effective manner, in furtherance of the public safety mission for the organization in serving the Duluth community. The DPD engaged a consultant in 2016/2017 to aid the department in developing a strategic plan. That plan identified revised mission, core beliefs, and values statements that serve as the foundation for the organization. Within the plan, four key goal areas were established, with specific action steps for each of the primary goals. The DPD has engaged significant effort toward the completion of the goals and action steps; however, much of this effort has not been visible to staff, and this has resulted in a perception of inaction on the part of organizational leaders.

The DPD is a highly professional organization that prides itself in being ethical and in holding itself and staff members accountable to the community and to each other. However, consistent and equitable accountability have been raised as growth areas for the organization. From a discipline standpoint, the DPD utilizes a wide range of options available, resorting to formal punitive discipline only as a progressive requirement or when serious infractions occur.

The DPD leadership does not engage a singular operational style, but instead uses a variety of styles that are situationally based, taking into account the individual and task at hand. Staff feel empowered to do their work but have indicated a desire for more inclusivity in operational discussions and decisions that will affect them. The DPD is exercising an approach to law enforcement that is highly consistent with industry best practices and the components of 21st Century Policing.<sup>17</sup> Labor relations within the organization are positive and suggest a collaborative environment.

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<sup>17</sup> [https://cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)


One of the primary themes of the assessment pertains to communication. Although the DPD has used a variety of methods and has made improvements in this area, lack of information flow has been identified as a significant operational need. This is easily illustrated by the lack of knowledge of department staff concerning the progress that has been made in furtherance of the areas identified in the strategic plan.

Another primary area of focus is the need for mentoring, coaching, and staff development. Although a new appraisal system was recently implemented, this process falls short of providing the details and structure required to ensure goal development, progress, and monitoring. It also does not sufficiently provide for staff development, whether within role, or from a succession planning standpoint.


Through the organizational climate and culture survey, staff identified a number of areas they feel require some attention. As with perceptions related to the progress on the strategic plan, staff also noted they have conveyed similar concerns on two recent prior occasions, and it appears to them that nothing has occurred. This is another example of a significant need for operational leaders to close the communications gap.

### Recommendations

This section provides the seven formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 2 Section IV: Communication</i>		
2-1	<p><b>Finding Area – Internal Communication:</b> In its current state, internal communication within the DPD is not serving the needs of the organization. (Strategic Plan Item)</p> <p>Based on information from interviews with staff, BerryDunn found that internal communication with the DPD is inconsistent, with many agency members feeling that overall communication, and communication with and between supervisors and command staff, is in need of improvement.</p> <p>Staff report that one of the more common communication strategies is for information to be provided to lieutenants, with the expectation that it will trickle down and through the organization. This strategy has not been fully successful, and it has resulted in inconsistent, incomplete, and sometimes inaccurate messaging. Additionally, information does not always reach each level or unit</p>	 <b>High</b>

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p>within the organization, and this has resulted in staff feeling isolated from various operational discussions and decisions.</p> <p>Organizational leaders have engaged various meetings internally to help ensure more robust communication, but staff have noted that these actions have not been consistent, resulting in persistent communication gaps.</p> <p><b>Recommendation:</b> The DPD should develop an internal communication strategy.</p> <p>Within a policing environment that includes a diversely scheduled 24/7 work force, it is critical to develop communication processes that work to ensure that all messages reach their intended target. This must be done in a timely manner, and it must provide for consistent and accurate messaging. There can never be too many avenues of communication capacity, and redundancy with internal communications can be a positive attribute, especially when combined with operational transparency.</p> <p>BerryDunn recommends that the DPD conduct a series of internal discussions to determine how to improve communications. These discussions should focus on current gaps in practice and establishing ongoing formal mechanisms to overcome any identified gaps.</p>	


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section II: Accountability, Ethics, and Integrity</b>		
2-2	<p><b>Finding Area – Internal Accountability:</b> There is a perception of inconsistent internal accountability for staff within the DPD.</p> <p>During interviews with staff, each expressed that the DPD is a highly ethical organization that values performance and accountability. Each interviewed staff member was grounded in their commitment to doing the right thing at the right time. However, although accountability was rated high by everyone interviewed, staff also said that the level of accountability within the organization seems to vary. Staff noted a lack of accountability concerning work product, overlooking discipline issues, and observations of perceived favoritism toward certain employees. Staff also provided examples to BerryDunn regarding perceived inconsistency of disciplinary actions for different staff members who engaged in the same behavior.</p>	



Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p><b>Recommendation:</b> The DPD should examine the current agency-wide accountability system, and establish appropriate procedures for effective and consistent accountability practices.</p> <p>From a broad perspective, accountability for a police department relates to ensuring that the organization is accomplishing its public safety mission. Within this context, the police department is held accountable externally to the community served and the governing body to whom it reports.</p> <p>Internally, personnel who comprise the organization are dependent upon the work efforts and results of every other team member. When those efforts are accomplished and they serve the public safety mission, the department is successful. When the organization has a culture of accountability, both externally and internally, each member then takes ownership over their work and their mission, and consistent high performance becomes second nature. However, when individuals do not perform, and when accountability for inadequate performance is lacking, it can negatively affect the attitude and effort of staff, and this can result in a variety of poor outcomes.</p> <p>For it to be effective, accountability should be fair, consistent, timely, and certain. It is incumbent upon leaders to develop accountability systems and practices that meet these criteria, which also include opportunities for monitoring accountability efforts to help ensure they are producing intended outcomes. BerryDunn recommends that the DPD examine internal accountability practices to help ensure that they meet these criteria, including ongoing monitoring of accountability practices.</p>	


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section IV: Communication</b>		
2-3	<p><b>Finding Area – Organization Change Management:</b> The DPD does not have a formal structure in place for managing, implementing, monitoring, or communicating operational change.</p> <p>In 2016/2017, the DPD engaged in a strategic planning process to establish operational goals for the organization. This process was successful in producing a set of goals and action steps for accomplishing those goals. Since the adoption of the plan, the DPD command staff and other key leaders have engaged in a series of actions related to the stated goals. However, many staff members have</p>	


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p>expressed a lack of knowledge about those changes, or the work or decisions involved.</p> <p><b>Recommendation:</b> The DPD should establish an Operations Improvement Committee (OIC), to support internal improvements and changes within the organization.</p> <p>Although much prior work on operational changes within the DPD has already been done, particularly in relation to the strategic plan, internal involvement and messaging has not been consistent. This has resulted in staff feeling disenfranchised and separated from the decision-making processes, and in many cases, a perception of inaction by organizational leaders.</p> <p>Change within organizations is difficult, and police departments are no exception. Although there are myriad reasons why organizational changes ultimately fail, implementation issues are a key cause for these failures. Having an intentional process for change is a critical element in ensuring success, and this starts with having the right people involved from the beginning. Engaging multiple people within the organization, from varied areas and assignments, will help provide a broader perspective, but it will also foster involvement and communication throughout the department.</p> <p>The DPD is in the midst of significant change relating to the strategic plan, and additional changes will no doubt occur as a result of this report. The department is also in the planning process of implementing a new RMS. These in-progress and pending changes demand an organizational change management structure to help ensure success, and BerryDunn recommends that the DPD develop an OIC to assist with these processes.</p>	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section VI: Mentoring and Coaching</b>		
2-4	<p><b>Finding Area – Personnel Development:</b> The DPD does not have a formal staff development system that includes coaching, mentoring, or succession planning. (Strategic Plan Item)</p> <p>Although new officers at the DPD are provided a mentor as a point of contact within the organization during their first year of employment, there is no formal coaching or mentoring program within the department, and there is no formal system of succession planning. Based on interviews with staff, it is evident that</p>	 <b>Medium</b>


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p>some supervisors coach and mentor certain team members on their own, including identifying those they feel might be good leaders in the future. However, this system has been done informally, and not everyone is afforded the same opportunities.</p> <p>The lack of a personnel development system is not exclusive to line-level staff. Supervisors also expressed that there is no formal system of mentoring, coaching, or training for them in their supervisory roles.</p>	
	<p><b>Recommendation:</b> The DPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.</p> <p>Career development and succession planning programs involve a structured process that provides for individual growth, exposure, and development at all levels of the organization. These programs help individuals to be more productive, efficient, and effective in their current roles, which increases job performance and improves overall job satisfaction. In addition, these programs also prepare individuals to ascend to leadership positions, if they are interested in that progression.</p> <p>Regardless of whether certain persons ascend the promotional ladder, the development of personnel and providing them with enhanced training helps staff to see the organization through the lens of organizational leaders, and this broadens their perspective.</p> <p>In order to help ensure success within each operational role and to prepare those within the department for promotion to supervisory and command-level positions, the department must create an atmosphere that not only encourages personnel development, but one that specifically prepares staff for those opportunities through an intentional process. BerryDunn recommends that the DPD develop a formal coaching, mentoring, and succession planning program for staff, and that the program be implemented both in policy and practice.</p>	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 2 Section VI: Mentoring and Coaching</i>		
2-5	<b>Finding Area – Supervisor Notes Documentation:</b> There is a lack of consistency of documentation regarding supervisor notes pertaining to followers.	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p>The DPD uses IA Pro to document professional standards/internal affairs complaints and to record disciplinary actions for employees. Although these entries are consistently accomplished through staff assigned to these responsibilities, documentation of supervisor notes and non-disciplinary actions by supervisors is not consistent. This lack of consistency works against confidence in the system, while diminishing the potential for the system to act as an early warning system (EWS).</p> <p><b>Recommendation:</b> The DPD should develop a policy and procedure relative to the recording of non-disciplinary supervisor notes.</p> <p>The DPD uses IA Pro as its triggering EWS, and the details of these processes are included in DPD Policy 1016. The purpose of an EWS is to identify any pattern of behaviors, or a combination of behaviors by an employee, that may be affecting their performance or may otherwise indicate that the employee requires guidance and/or assistance. The key EWS factors for the DPD are included within Policy 1016.</p> <p>At present, there does not appear to be a clear policy regarding the collection, tracking, or disposal of supervisor notes. As a result, some supervisor/coaching notes may be entered into IA Pro, while others may not. In larger busy workplaces, ensuring that there is consistency can present a challenge. However, without a set of guiding policies to govern a particular practice, inconsistencies will be likely.</p> <p>BerryDunn understands that supervisor/coaching notes are non-disciplinary, and also recognizes that as the documentation of any supervisor-to-follower interaction increases, there is a greater sense of formality. As this formality increases, many officers and staff feel as though the process has shifted into the disciplinary arena. Despite these concerns, the value of an EWS increases with the inclusion of additional information, and supervisor notes often include minor details or nuances that might go unnoticed if they are retained independently and not considered collectively. Accordingly, BerryDunn recommends that the DPD develop a policy and procedure for uniform collection, retention, storage, and review of all supervisory notes. Additionally, BerryDunn recommends that this process be developed in conjunction with representatives from the respective labor associations.</p>	 <b>Medium</b>

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section VII: Performance Appraisals</b>		
2-6	<p><b>Finding Area – Performance Appraisals:</b> The current performance evaluation system is generic and is considered marginally useful at all levels of the DPD organization. (Strategic Planning Item)</p> <p>The current system was designed by human resources for the City of Duluth. The format is generic and does not include any job-specific evaluation. The system does not provide any standards or measurements, and it does not include any standardized mechanism for personnel development and/or monitoring of goals. Staff within the DPD, sworn and non-sworn, expressed their displeasure with the lack of specific information pertaining to their individual positions.</p> <p><b>Recommendation:</b> The 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>To achieve its public safety mission, the DPD must depend upon satisfactory work performance from all its employees. From an accountability standpoint, this means that staff should know what is required of them, and there should be a process to evaluate their performance against those expectations. Although the appraisal forms reviewed by BerryDunn appear to solicit some good information from both the employee and the supervisor, they do not include performance standards and measures, and they are general in nature. In addition, there is no process for personnel development and no system for monitoring progress against goals or future development opportunities.</p> <p>One of the key areas noted by staff, and a concern shared by BerryDunn, is the generic nature of the current system and the lack of job-specific evaluative criteria. Ideally, each performance appraisal should be tailored to each assignment and include criteria and measures that can be assessed against the performance of that employee. Although a formalized job task analysis provides one mechanism for the development of such standards, this is an arduous process, which can be time-consuming and expensive. Alternatively, the DPD could develop a small number of KPAs for each position, and these could be incorporated into the process.</p> <p>It is imperative that staff have some level of confidence in the appraisal system in use, otherwise, staff will find little value in going through the process, and it will become simply a perfunctory duty. To help ensure that the system in use in Duluth is valued and worthwhile, BerryDunn recommends that the DPD engage a collaborative process to design a system that will better suit the needs of the staff and the organization.</p>	 <b>Medium</b>

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	BerryDunn notes it is important to point out here that human resource departments often have very sound reasons for the layout of the performance appraisals they produce. Accordingly, it is critical to include representatives from human resources in this process.	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 2 Section IX: Workforce Survey</i>		
2-7	<p><b>Finding Area – Organizational Culture and Climate:</b> The culture and climate survey includes substantive feedback from staff that highlights several areas of concern.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should review the quantitative and qualitative survey responses and consider any appropriate actions</p> <p>The organizational climate survey provides organizational leaders with substantive data to consider, which reflects various perspectives of staff. However, the true value in this information is not in what it conveys, but rather, in what categories this information prompts additional inquiry, discussion, and action. BerryDunn encourages the leadership at the DPD to examine the survey information from this section and consider engaging in follow-up in the appropriate areas.</p>	

## Chapter 3: Operations and Staffing

### I. Organizational Structure

The structure of the DPD is similar to the majority of the police departments across the United States, in that it follows a hierarchical chain of command. The department is split into two main divisions, the Patrol Division and the Administrative Services Division. A deputy chief supervises each of these divisions, reporting directly to the chief of police. At the time of this study, the Patrol Division included the major sections of Patrol, K-9, and Community Policing. The Administrative Services Division includes the major sections of Administrative Services, Parking Services, Investigative Major Crimes, Investigative and Administrative Services (Professional Standards/Internal Affairs), Organized Crime, Records and Support, and Training and Licensing. This organizational structure is shown in Figure 3 in Chapter 1 and provides a good combination of decentralized decision-making along with corporate oversight. In its current condition, the organizational layout of the department, including the varied levels of command, is generally logical and functional. However, as noted in Chapter 1 of this report, BerryDunn has observed that adjustments to certain aspects of the organizational structure might improve operational effectiveness and efficiency.

Before addressing the organizational structure further, BerryDunn wishes to point out that there are innumerable ways in which a police organization may be organized and structured. There are also many factors to consider in assessing whether the structure of the organization is appropriate and effective. At a minimum, a thorough review of the organizational structure would include the following areas:

1. Spans of control
2. Authority and oversight
3. Grouping of similar duties and responsibilities
4. Functional utility

Because there are a number of significant details and considerations that accompany a detailed review of the organizational structure of a police department, there can also be many possible solutions. This also means there is no standardized or prescriptive design. What is most important is whether the structure is serving its purpose and working for the agency. For this reason, BerryDunn typically takes a general approach in providing guidance on organizational structure issues, relying on the agency to further define and refine its structure, based on a thoughtful and collaborative review.

Throughout this assessment, during the internal interviews, in conversations with staff, and as part of the analysis of the various data provided, BerryDunn continually considered the functionality of the organizational structure of the DPD against the areas listed. Upon review, BerryDunn noted several items that warrant further consideration.



## Unit Representation

BerryDunn noted that several units of the police department are not represented in the organizational chart. These include the following units:

- MHU
- Park Rangers
- Life Safety Unit/Life Safety Community Oriented Policing Officer (LSCOP)
- Housing and Redevelopment Authority Unit (HRA)
- Duluth Transit Authority (DTA) Unit
- Bike Patrol
- CSOs
- Police Reserves/Citizen Patrols
- Tactical Response Unit

Although it is not necessary to list every operational position, some of these areas include multiple personnel, and the DPD should give consideration to a more detailed listing of these assigned areas.

## Community Policing and Patrol

Within the current organizational structure of the Patrol Division, there are four patrol teams, each of which includes three sergeants and a lieutenant. Each of these lieutenants reports directly to the deputy chief of patrol. The Community Policing Section has two lieutenants, referred to as the east and west commanders in the organizational chart, and one sergeant. These lieutenants also report directly to the deputy chief of patrol. One lieutenant and one sergeant oversee the K-9 Section; however, both of these supervisors are performing a dual role. The lieutenant is also assigned as a team lieutenant in the Patrol Division, and the sergeant is also assigned to the Community Policing Section.

BerryDunn will discuss community policing and community engagement in greater detail in Chapter 5 of this report, and the philosophy of community policing will be discussed in the next section of this chapter. However, from an operational perspective, it is important to recognize that *community policing* should not be regarded solely as a unit or section of the department; it must be an overarching philosophy that permeates the entire organization. To be clear, it is reasonable to have a section of the organization dedicated to community policing, and given the multi-faceted approach to community policing in which the DPD is engaging, having a separate unit makes sense. Still, as a function of day-to-day operations, community policing should be a substantive responsibility of each officer, particularly those in patrol.

In addition, the DPD has made a commitment to be a data-driven organization. This means that leaders must have the flexibility and capacity to rapidly move and engage resources to address crime, disorder, and community problems. In this regard, the current authority structure creates operational and functional challenges. At present, four lieutenants oversee the Patrol Division,



and two lieutenants oversee the Community Policing Section. All these lieutenants operate on a peer level, and by all accounts, these relationships are positive. However, other than the deputy chief of patrol, this structure does not include a unified authority to strategize and direct resources. By restructuring these units and creating another supervisory layer, the DPD can streamline operations and add efficiency and accountability. As an example, the DPD could replace the east and west commander positions and create two captain positions, who would oversee all of patrol, including Community Policing, K-9, and all other specialty units in patrol.

### Investigations

The DPD allocates 38 sworn staff to the Investigative Major Crimes and Organized Crimes Divisions, which include one deputy chief and two lieutenants. The percentage of personnel allocated to these investigation divisions is reasonable and consistent with other organizations (see Table 59 in Chapter 4). However, BerryDunn noted that the DPD has many sub-units and specialized positions within the Investigations Division, and this has resulted in operational challenges for some of those units, as their workloads have at times exceeded their capacity. There are currently 11 different assignments within the five primary investigative units, which include SCAN/DVRT, CSI/AIU, VCU, JSU, and Organized Crimes. There are 14 investigators assigned to the Drug and Gang Unit and the JSU, which includes sergeants. If these personnel are excluded from the remaining staff, there are 21 investigators who staff nine different assignment areas.

BerryDunn will examine the workload volumes in the Investigations Division in Chapter 8 of this report. However, during the interviews, staff mentioned numerous times that the number of staff in their unit was a challenge, adding that there have been many occasions when investigators have been outsourced to another unit, or investigators have been brought into their units to support them, due to workload issues. Some personnel BerryDunn interviewed remarked that there had been discussion regarding a restructuring of the Investigations Division, and they were inquisitive regarding BerryDunn's position on the issue.

From an operational perspective, there are numerous variations in the structures of investigations divisions and units. Some departments use a generalist approach, in which the investigators are expected to handle a wide range of cases that essentially span the crime spectrum. Other organizations have highly specialized investigative units that are trained specifically for certain types of investigations. In some departments, case assignments are distributed by severity or geography, or by a distinction between person-related and property-related crimes. As with the overall organizational structure discussion, there is no standardized or preferred method.

The current structure of the Investigations Division for the DPD involves many units and assignments, each of which has a focused area of expertise. Although it is beneficial to have highly trained and skilled personnel working in dedicated areas, the size of these units within the DPD leaves them very susceptible to becoming overburdened with workload volume. This can

occur due to a major case, an unusual number of cases within their area of focus, or when an investigator is gone for an extended period. Although the department can shift resources on a temporary basis to offset these demands, doing so creates a shortage of staff in another area. Additionally, this also creates an inefficiency of work effort if the investigator being asked to support another unit does not have the same skill level as those within the unit.

BerryDunn recognizes that having specialized investigators is valuable from an operational perspective. As the skill level and expertise of an investigator increases, their effectiveness and efficiency increases, too. However, due to the relatively small number of investigators available to the DPD, it may be beneficial to merge some of the investigative units. Doing so would provide additional resources for the newly merged unit, including both investigators and supervisors. In addition, merging certain units would allow cross-training and skill building for investigators, which would add to their versatility and effectiveness.

### **Other Considerations**

In addition to the observations regarding the Patrol and Investigations Division, BerryDunn also noted that the CSOs within the DPD are currently under the supervision of the Records and Support Division (although they are not reflected on the organizational chart). Although their duties vary, at present, the CSOs have significant responsibilities in staffing the walk-up desk at the police department, and in taking various reports by phone. BerryDunn will provide additional details regarding a recommendation to change the role of the CSOs later in this chapter. If that recommendation is adopted, however, the CSOs would take on a much more active role within the Patrol Division, and the supervision of this unit might be more appropriate there.

### **Organizational Structure Summary**

Although the current organizational structure for the DPD is generally functional and the spans of control are reasonable, BerryDunn recommends that the DPD examine the organizational structure for revision, based on the rationale provided. BerryDunn also recommends that this review include significant collaboration among the involved units.

## **II. Policing Philosophy and Operations**

One of the components of this assessment includes an analysis of the policing philosophy and the prioritized focus of the organization. This is important, because the BerryDunn staffing model includes substantial discretionary time, which functions best in an environment predisposed to promoting community policing. In discussions with various personnel throughout the organization, BerryDunn heard consistently that the department has an excellent reputation for honesty and integrity in the community. BerryDunn also heard that community policing is a very important aspect of the operational philosophy of the department; this was conveyed both in the meeting BerryDunn had with the command staff and in the interviews conducted with various staff members. Chapter 5 of this report will explore and expand upon these issues; in

short, various recommendations in this report intend to support a community policing operational philosophy and the ability of staff to carry out that function.

The message conveyed to BerryDunn by those interviewed was one that clearly promotes community policing as a strategy and an expectation. However, despite the expression of community policing as an overarching philosophy and organizational commitment, BerryDunn observed an apparent disconnect between this philosophy and how it translates into an operational perspective with the Patrol Division. BerryDunn noted that during the interviews with patrol, there was very little mention of community collaboration or the development of relationships with community members in furtherance of the public safety mission. Even though the department has stressed the importance of community policing throughout the organization, and patrol staff are expected to attend community meetings to engage the community in non-enforcement activities, there is work to be done to help ensure that these philosophies filter into daily practice in the patrol division in a more thoughtful, intentional, and meaningful manner.

BerryDunn wishes to point out two important points here. First, the DPD has a separate COP Unit that is doing some very good work. In fact, some of this work is groundbreaking and is an example of best practices within the industry. However, the success of the COP Unit can also lead to an organizational belief that the COP Unit has primary responsibility for community policing for the department. From a fundamental and conceptual perspective, this is inaccurate. Although the COP Unit includes specialized functions and has personnel dedicated to specific COP functions, the responsibility for COP must reside with each member of the department, and those in patrol are in the best position to engage this work on a daily basis.

The second important point is that for many in patrol, it is not a question of whether they agree with the COP philosophy—the more pressing issue is how they can find the time to be more proactive in this area. It is evident to BerryDunn that staffing and personnel deployment issues have contributed to difficulties for patrol officers in successfully engaging in community policing activities on a consistent basis. However, if adjustments are made to staffing and personnel deployments, patrol staff should be afforded more time to perform this vital aspect of work.

In conversations with staff, BerryDunn discussed the use of data within the organization. Based on various interviews, reports, and other data reviewed by BerryDunn, it is evident the department has access to various crime and personnel data. However, BerryDunn saw limited evidence that this data was being put to optimal use from an operational perspective. BerryDunn is aware that the DPD is committed to and working toward developing an operational focus that is more data-driven. Of course, this requires not only the gathering of pertinent data but also the personnel and capacity to analyze these data. BerryDunn will explore this area further in Chapter 10 of this report.

### III. Support Services, Specialty Programs, and Assignments

This section provides a description of the various units and programs within the DPD that provide the resources for officers to do their job and meet the demands of the public. This section will briefly overview the operational divisions and sections that exist for the purpose of supporting the core mission of effectively policing the city. Much of the information from this section was provided directly from the command staff within the DPD, based on a data request from BerryDunn. Although BerryDunn will mention them briefly in this section, several areas will be addressed in detail later in this report. Those areas include the following:

- Patrol (Chapter 4: Patrol Services)
- Investigations and Crime Victim Advocate (Chapter 8: Investigations Services)
- Crime Analysis (Chapter 10: Data, Technology, and Equipment)
- Training and Academy (Chapter 11: Training and Education)
- Professional Standards/Internal Affairs (Chapter 13: Internal Affairs)

In addition, some of the information provided to BerryDunn included a comprehensive list of job duties for certain specialty assignments. The list of duties and responsibilities for the following specialty units is included in Appendix C:

- Records
- MHU
- LSCOP
- HRA
- DTA Unit

#### Office of the Police Chief

The Office of the Police Chief is comprised of the police chief, executive assistant, and the public information officer (PIO) for the department. The police chief and deputy chiefs provide overall guidance, policy direction, and management for all police department operations, programs, and police services in the community. They also establish high ethical and professional standards, and promote the mission and vision for the organization.

#### Public Information Officer (PIO)

The PIO interacts with the community in person, via social media, and through the press. The PIO is assigned to the administrative section. The PIO coordinates community outreach programs, which often involve numerous members of DPD staff. This section has one full-time sworn staff member.

During the initial on-site visit, BerryDunn had an opportunity to interview the PIO for the DPD and to discuss her background. BerryDunn learned that the PIO had recently moved to the DPD from the private sector and did not have a law enforcement background. The PIO described her

experiences since coming to the DPD, including her exposure to some of the various department operations.

The PIO performs a critical role within the police department. The PIO role includes proactively promoting the department through various means, educating the public on topics of interest that have a law enforcement or police department connection, and acting in a forward-facing role in addressing the media on department operations and regarding incidents of particular interest to the community. In some situations, this can present challenges for someone who is not fully versed in the nuances involved in various aspects of police operations. Although BerryDunn has no reason to question the capabilities of the current PIO, gaining additional knowledge of the details of unit operations throughout the DPD would be beneficial for her role. To accomplish this, BerryDunn recommends the DPD embed the PIO with various department units so that she can gain a detailed understanding of the mission and functions of those units.

### **Administrative Services Division**

The Administrative Services Division within the DPD falls under the command of a deputy chief and is split into six sections: Parking Services, Investigative and Administrative Services, Records and Support, Training and Licensing, Investigative Major Crimes, and Organized Crimes. A non-sworn manager oversees the Parking and Records and Support Sections, and a lieutenant oversees the remaining sections.

### **Parking Services**

The Parking Services Section is responsible for everything parking-related within the city. This includes management of the off-street parking operator's contract, on-street parking enforcement, and coordination with various city divisions regarding parking items. Parking Services interacts with various stakeholders and business groups and the media, and is involved in changes to on-street parking ordinances and configurations, and management and coordination of the Duluth Parking Commission. This section has responsibility for administration of all city-issued parking permits, selection, procurement, installation, and management of parking technology, parking ticket dispute resolution, and proactively affecting change to improve parking items throughout the city.

The Parking Services Section has one full-time non-sworn manager, six full-time parking attendants, and two part-time non-sworn personnel. The parking office is also supported by two part-time CSOs. Revenues from this section are sufficient to offset annual operating expenses. Based on interviews with staff, this section has sufficient personnel and is not in need of additional resources, equipment, or training.

### **Investigative and Administrative Services**

The Investigative and Administrative Services Section is responsible for maintaining professional standards for the department, and the responsibilities include conducting internal affairs (IA) investigations, policy development, and assisting with technology implementations.

Other duties related to this section include supervision of the property and evidence staff and evidence rooms, and oversight of the animal control unit. The daily work of this section consists of handling all IA complaints, policy development, and large-scale projects that include video consolidation, acquisition and implementation of the new RMS, and Armor radio replacement.

Staffing for this section includes one lieutenant, one sergeant, two full-time staff members and one part-time staff member in the animal control unit, and three full-time non-sworn staff in the property and evidence unit.

### Animal Control

This unit is responsible for animal control at the shelter and for investigation into animal control complaints, including dog bites. Table 23 includes statistical data from 2018 for the animal shelter.

**Table 23: Animal Shelter Statistics**

2018 Animal Shelter Statistics								
Intake		Intake Categories			Outcome Categories			
		Turned Over by Owner	Stray	Confiscated	Placed	Euthanized for Aggression	Euthanized for Sick	Returned to Owner
Dogs	321	11	277	33	77	7	0	237
Puppies	7	0	7	0	5	0	0	2
Adult Cats	251	23	227	1	207	0	2	42
Kittens	76	3	73	0	75	0	1	0
Other Domestic	6	0	5	1	5	0	0	1
Other Wildlife	3	0	3	0	3	0	0	0
<b>Total</b>	<b>664</b>	<b>37</b>	<b>592</b>	<b>35</b>	<b>372</b>	<b>7</b>	<b>3</b>	<b>282</b>

Source: Agency Provided Data

The shelter has a capacity for up to 70 cats and 45 dogs. The unit is staffed with two full-time non-sworn personnel and one part-time non-sworn staff member. These staff are responsible for maintaining care of the animals, seven days a week. Staff advised BerryDunn that the level of staffing at the shelter is inadequate, and their ability to care for the animals seven days a week is a challenge. Staff also told BerryDunn that it is difficult to manage all of the follow-up that is required of them, and although they would like to be more proactive as a unit, current staffing levels prohibit this.



The number of animals taken into the shelter is substantial, and given the responsibilities of staff in caring for the animals, it appears this unit requires additional resources. As BerryDunn noted in Chapter 1, the DPD has also experienced a 31% increase in animal disturbance calls over the past three years (see Table 16). Given this increase and the volume at the shelter, it is evident that additional staffing would benefit the Animal Control Unit.

Staff suggested to BerryDunn that increasing the part-time staff member of the Animal Control Unit to a full-time position would be helpful. BerryDunn agrees that this would improve the ability of this unit to function more effectively, as it would help ensure consistent staffing and increase the capacity of this unit to conduct follow-up work. However, increasing unit staffing by .5 of a full-time equivalent (FTE) position will not likely allow for a substantive opportunity for proactive animal control efforts; this will likely require an influx of additional resources.

BerryDunn has noted that the DPD uses part-time CSOs to staff the front desk at the police department and for a variety of other roles. Based on BerryDunn's assessment, expanding this unit to a full-time unit would provide support to a variety of department operations and functions, including the Animal Control Unit. BerryDunn will provide additional details regarding the use of CSOs later in this chapter, but the CSOs could play a significant role in the animal control area, to include CFS response, proactive animal control efforts, and assistance with animal care at the shelter.

In addition to staffing concerns, animal control staff explained several other needs at the shelter. These include training on best practices for animal control operations, replacing antiquated equipment, obtaining shelter software to manage the shelter and document staff activities, and improvements to the overall facility, which is very old. BerryDunn did not examine the shelter or its equipment and is not able to offer a specific recommendation concerning these areas. However, given the comments from staff, it appears this is an issue worth exploring further. Accordingly, BerryDunn recommends that in addition to moving the part-time position to full-time, the DPD should conduct a thorough assessment of the animal control operation, to include training, equipment, and the facility. Based on that assessment, the DPD should take any appropriate actions, including capital improvement budget planning, if that is warranted.

### **Property and Evidence**

The Property and Evidence Unit maintains the security and control of the property and evidence rooms. Daily activities for this unit include intake of evidence, release of property and evidence, maintaining digital evidence, routine audits, and annual inventories. Staff are also responsible for strict adherence to storage and preservation of evidence to prevent damage, tampering, and theft. This unit is staffed by three full-time non-sworn personnel. Table 24 provides data regarding property and evidence activity for 2018. Although this unit is managing a substantial amount of evidence, staff reported they are able to manage the volume.



**Table 24: Property and Evidence Activity**

Property and Evidence	2018
Digital Copy Requests	659
Items Submitted	7,248
Total Items Cleared	10,135

Source: Agency Provided Data

Although unit staff said they are keeping up with work demands, they mentioned that officers would benefit from a better understanding of how to collect and package evidence. In addition, Property and Evidence Unit staff noted that one of the challenges they face is storing and releasing evidence. Before disposing of evidence, it is customary to contact the responsible officer to verify that the evidence may be released, returned, or destroyed. Staff said they are aware officers are very busy, but that providing a timely response to requests regarding evidence dispositions would improve the efficiency of this unit.

BerryDunn recognizes that the issues raised by the staff of the Property and Evidence Unit are not unique to the DPD. However, the DPD does have a mechanism to address these concerns through the Crime Scene Unit, and BerryDunn will outline this opportunity later in this chapter.

### Records and Support

The Records and Support Section is responsible for the accurate processing, storage, and appropriate dissemination of police information in a timely manner, and the facilitation of the effective flow of information within the department in support of the department goals and objectives. Records and Support is also responsible for responding to data requests, transcribing dictations, processing gun permits, citations, accident reports, creating name types, entering names and incident offenses, and scanning items into the case files.

This unit is currently staffed with 10 full-time non-sworn positions and one part-time non-sworn position. Staffing includes one records and technology manager, one senior police records technician, six police records level-II technicians, one police records level-I technician, one data practices staff member, and one executive assistant. Additional staff are allocated to the Records and Support Section in the Crime and Intelligence Analysis Unit, and the CSO Unit.

Records staff reported to BerryDunn that there is a substantial personnel need within the Records Unit based on workload demands. One area for which additional staff was requested is in data practices. As Table 25 shows, in 2018 there were 5,491 data requests made to the DPD that required a response. This amounts to more than 20 requests per day on average. Although some data requests can be processed very quickly, others take significant time to accomplish. These requests are complicated by the need to conform to the Minnesota Government Data Practices Act (MGDPA), which has stringent requirements concerning what may and may not

be released. Processing these requests can be challenging, as there can be civil and criminal ramifications for lack of compliance. Given the volume presented, and assuming no other staff can readily assist with this workload, BerryDunn recommends a staffing addition to this area.

**Table 25: Records Unit Activity**

Records Unit – 2018	
Case Narrative Transcriptions	10,975
Citations Processed	6,570
Scanned Media Items	119,829
Gun Permits Processed	622
Accident Reports Processed	1,858
Incident Offense Records Created	23,745
Property Reports Processed	4,210
Public Data Requests Processed	5,491

Source: Agency Provided Data

Another area of need identified by records staff involves the workload volume associated with the coding of incidents within the RMS. BerryDunn was informed that records staff have had difficulties in keeping up with incident coding, as the six staff members assigned to these duties have numerous other responsibilities that also consume their time. Records staff suggested that a substantial increase in staffing would be necessary to manage this volume, along with the overall volume of the unit. Based on data provided to BerryDunn, the average number of annual incidents for the DPD over the past three years is approximately 60,000 (see Tables 17 and 18).

BerryDunn is aware that at present, crime and incident coding is accomplished by records staff. This coding, which is used for internal incident tracking and analysis purposes, also pushes data to the State of Minnesota, and ultimately to the FBI UCR. For decades, crime coding in Minnesota has followed the Minnesota Offense Code (MOC) structure, and the MOC coding system is complex and time-consuming. However, when the DPD moves to a new RMS in 2020, it will also be moving to the new National Incident Based Reporting System (NIBRS). The NIBRS system collects significantly more incident information than the UCR process, and in doing so, it will allow for greater analysis of crime trends across the country.

Although NIBRS has its complexities and application models vary, the DPD will be moving to a structure within the new RMS in which the officers in the field are responsible for NIBRS incident coding. Records staff will have the ultimate responsibility for quality assurance within this process; however, this will shift a significant workload burden away from them. Given these changes and shifts of duties, it would not be advisable for the DPD to add a substantial number of staff to the Records Unit to supplement coding responsibilities.

Although BerryDunn does not recommend adding staff to the Records Unit strictly for the purpose of incident coding, the data in Table 25 provides a glimpse of the overall workload for the unit, and it is substantial. In general, the data in Table 25 provides only the quantity of work engaged by this unit, without a determination of the staff effort required to accomplish it. Without this data, it is difficult to assess unit efficiency and workload demands. However, one area of Table 25 involves case narrative transcriptions. Operationally, officers at the DPD dictate their reports, and these are later transcribed into written form by Records Unit staff. In 2018, the unit transcribed 10,975 reports.

In one study that tracked dictated police reports and their durations, it was determined that the average length of the dictated report was 4.15 minutes, and the average transcription time of the clerical staff was 7.14 minutes.<sup>18</sup> Using these data, it would require 1,306 hours of staff time to transcribe the volume of dictated reports for the DPD. If there were a single person dedicated to transcription, this would effectively consume all of that individual's time. However, transcription efforts cannot rest solely with one person, as there are operational demands that often require that multiple transcriptions occur simultaneously. This is particularly true with regard to case narratives that involve persons who are in custody at the jail, awaiting arraignment. In fact, BerryDunn learned that the DPD has struggled with turnaround times on in-custody reports when faced with peak volumes.

Given the overall demands of the Records Unit, including current coding requirements and transcription expectations, and in consideration of the other work demands, BerryDunn recommends adding one full-time staff member. However, this recommendation comes with a stipulation. It is possible that adding one staff member to manage data releases and a second staff member to support coding, transcription, and other records functions may be insufficient. However, despite the data reflected in Table 25, the records unit has not established a process to clearly identify and quantify staffing demands and workloads. Doing so may reveal that the unit has additional staffing needs that will require action by the DPD. So, in addition to recommending these staff additions, BerryDunn also recommends that the Records Unit identify and quantify the amount of time associated with each of its major duties. This should occur within the current RMS environment, and after the new RMS is deployed and fully functional. This exercise will allow for a workload-based analysis of staffing needs, but it will also help the DPD assess the return on investment of the new RMS, based on operational efficiencies.

### **Crime and Intelligence Analysis Unit**

The Crime and Intelligence Analysis Unit is responsible for conducting research, interpreting, preparing, analyzing, and disseminating information relevant to actual and anticipated criminal

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<sup>18</sup> Weinzetl, M. P. 2005. Analysis of voice recognition software as an aid to the efficiency of the report writing process in law enforcement. St. Paul, MN: Concordia University. Thesis.

activities and relationships, to increase the effectiveness of patrol deployment, crime prevention, and the apprehension and prosecution of criminal offenders.

Currently there are two full-time non-sworn staff in this unit, who split the crime analysis and intelligence/investigative analysis duties for entire department, as well as the Drug Task Force. There is one additional analyst from the Minnesota CounterDrug program, funded by the National Guard, and this analyst provides assistance for the Drug Task Force only. There is also one temporary records person partially supporting the crime and intelligence analysis unit. BerryDunn will expand on this unit in Chapter 10 of this report.

**Community Service Officer (CSO) Unit**

The DPD currently has a CSO Unit that has 12 part-time CSOs assigned to it. The current primary duties of the CSO Unit include staffing the police desk of the DPD, and assisting with phone calls, questions, and taking minor reports. Based on data provided to BerryDunn, desk officers and CSOs at the DPD handled more than 1,200 CFS in 2018 (see Table 73). In addition to their value as an added resource, an additional benefit is that this unit can act as a recruiting resource for the DPD and a mechanism to train and groom highly qualified officer candidates. In Table 26, the DPD has provided additional data concerning the activities of the CSOs in 2018 (note that this data is from August to December of 2018).

**Table 26: Desk Officer/CSO Activity**

Desk Officer/ CSOs	
<b>2018 CSO Statistics (August – December 2018)</b>	
Calls for Service	929
Animal Shelter ICRs Entered	253
Videos picked-up	353
Fleet Pick-up/Drop-off	43

Source: Agency Provided Data

Details concerning the current duties of the CSOs are as follows:

- Provide daily staffing of the front desk to establish and maintain professional relationships with the public
- Provide customer assistance for walk-in traffic at the front desk including explanation of police protocols and procedures to the public
- Answer the DPD non-emergency, records, and Officer Priority phone lines
- Get tows and provide support for officers on the street
- Handle e-reports and follow-up under supervision of the Desk Officer

CSOs currently can handle the following computer aided dispatch (CAD) types independently (calls without suspects):

- No pay – gas drive off, services
- Theft
- Graffiti
- Vehicle prowls
- Vehicle damage
- Call backs and info requests
- Damage to property
- Crashes on private property
- Predatory offender registration (POR) intake and paperwork possessing
- Permit to purchase - initial intake, completion of permit cards and distribution.
- Property lost or found – both turned in at the desk and property needing to be picked up in the community (e.g., bikes or abandoned bags)

Other CAD types currently under development for CSO response include:

- Animal calls including dogs in cars, barking dogs, dogs running loose, and nuisance animals
- Hit-and-run on private property
- Fraud with no financial loss
- Motorist assists/stand by

As the DPD has been using the part-time CSOs, there has been internal discussion concerning the possibility of expanding this unit. The department has discussed several duties that the CSOs could perform, including the following:

- Supplementing the patrol division, particularly in the summer months or during special events
- Extending the front desk and call-taking hours
- Patrolling assigned areas in support of the focus of the department
- Identifying, reporting, and correcting public safety hazards
- Staffing the parking desk

The DPD has assigned a sworn officer to the CSO Unit and tasked that officer with the responsibility to develop, expand, and oversee the CSO program. Areas of consideration include the following:

- Scheduling
- Training
- Recruitment
- Quality assurance

- Report review
- Oversee and assign case follow-up
- CSO call response development for DPD and 911
- Coordinate program equipment needs
- Coordinate response and communication between DPD Units, DPD Union, and the CSO program for call response and work performance

The DPD has also identified a number of other areas in which the CSO Unit could support the Patrol Division. From BerryDunn's perspective, there are numerous support functions the CSOs could perform, including animal control, parking, crowd and traffic control, assistance on motor vehicle crash scenes and crime scenes, and park patrols. CSOs could also continue to support staffing the front desk and assisting with taking telephone reports and managing the online reports. Regardless of the final configuration, a full-time CSO Unit would be in a position to offset a substantial amount of workload that is currently being managed by sworn staff. BerryDunn will discuss alternative response to CFS in Chapter 4 of this report; however, having a fully staffed telephone response unit (TRU) and a robust online reporting system would both be of significant value. BerryDunn is aware that the CSOs are already performing some of these functions; however, increasing the level of staff would help ensure consistent staffing and monitoring of these tasks.

Given the potential benefits and suggested expansion of job duties, BerryDunn recommends that the DPD move to a full-time CSO Unit. The number of personnel for this unit could vary, depending upon the proposed expansion. However, if the DPD were to staff the front desk/TRU for two shifts per day (as an example, from 6:00 a.m. to 10:00 p.m.) and if there were two additional CSOs on duty in patrol during those same shifts, this would involve staffing six positions per day. The number of staff FTEs required to provide this level of coverage is ten.

### **Training and Licensing**

The Training and Licensing Section is split into four units, which include the Use of Force Coordinator, Licensing Unit, Policy Manual Administration, and Training. This section is responsible for a multitude of different things including but not limited to: recruiting, training, hiring, the internal training academy, use of force reviews, weapons and ammunition inventory and armoring, Taser inventory and maintenance, Alcohol/Gambling/Tobacco (AGT) Board for City of Duluth, mentorship programs, Citizens Police Academy, ballistic vest program ordering/tracking, Uber and Lyft compliance, taxi cab inspections, gun permits, alcohol compliance checks, tobacco compliance checks, internships, intern prep classes, firearms range maintenance, and Lexipol policy manual administrator. This section is currently staffed with one full-time lieutenant, one sergeant, and two full-time investigators, who are spread out among the sub-units.

The Training and Licensing Section was previously staffed with one lieutenant, two sergeants, and three investigators, for a total of six sworn staff. For reasons unknown to BerryDunn, the



unit has been downsized to four sworn staff. It is evident to BerryDunn that the workload for this unit is substantial and diverse. Moreover, there are significant administrative duties associated with the licensing and training units, and these are currently being managed by sworn staff; this is an inefficient use of these resources. BerryDunn will discuss training, hiring, and recruiting later in this report, but the DPD needs to increase its focus in these areas, which may prove difficult, given the current resource allocation. To support the overall administrative demands of this section, and to redistribute the administrative burdens, BerryDunn recommends the addition of one full-time non-sworn staff member to this section.

Feedback from staff in this unit indicates the need for additional sworn staffing; however, BerryDunn lacks sufficient data to demonstrate this need. It is evident that staff across this section are busy, and their work is valuable. Still, there is no data available to quantify the work demands, and this makes it difficult to justify the allocation of additional resources. BerryDunn recommends that the lieutenant for this section develop quantification metrics for each unit and develop a process for the collection of that data. If the analysis of these data provide a substantive basis for additional personnel, the lieutenant should present this data to the police chief for consideration of additional resource allocations.

BerryDunn will provide additional information regarding training in Chapter 11 of this report, and additional information on department policies in Chapter 9 of this report.

### **Use of Force (UOF) Coordinator**

The DPD uses an extensive review process for all use of force incidents. Generally, these incidents are reviewed by the supervising lieutenant, with additional review occurring by the deputy chief of patrol. If there are any questions or concerns about the use of force incident, the sergeant in this role will conduct an additional review, and make recommendations for additional training or other internal action, as appropriate. This unit is staffed with one full-time sworn sergeant.

### **Licensing Unit**

The Licensing Unit is responsible for alcohol and tobacco compliance, taxicab inspections, Uber and Lyft compliance, gun permits, AGT Board for the City of Duluth, and the agency ride-along coordinator. This unit is staffed with one full-time licensed investigator.

### **Training Unit**

The Training Unit processes training requests, documents all completed training in personnel files, and coordinates the citizens' police academy. This unit provides training at the UMD for intern preparation classes and is responsible for recruiting and for attending career fairs. This unit is staffed by one full-time investigator.



### **Policy Manual Administration**

The DPD policy manual is built on a framework developed by Lexipol, a national public safety resource organization that specializes in risk management and risk mitigation. The policy manuals developed by Lexipol are state-specific, and are vetted by law enforcement professional and public safety attorneys. Policy Manual Administration is managed by the lieutenant assigned to the Training and Licensing Section.

### **Investigative Major Crimes**

The Investigative Major Crimes Section, also referred to as the Major Crimes Bureau (MCB) consists of four primary units, which include four additional sub-units. The purpose of the MCB is to provide case screening and conduct specialized follow-up investigations. Staffing for the MCB consists of one lieutenant and four sergeants. It should be noted that three or four supervisory sergeants are responsible for supervising more than one sub-unit within the MCB. One sergeant is responsible for supervising SCAN, the DVRT, ICAC, and Sexual Assault Kit Initiative (SAKI). Another sergeant is responsible for supervising the JSU, which contains the SROs and human trafficking investigations. The third MCB sergeant supervises the CSI Unit, the AIU, the DUI officer, and the special events coordinating officer, and the fourth sergeant supervises the VCU.

This section of the report will provide an overview of the different units and sub-units within the MCB. However, details on these units will be included in Chapter 8 of this report.

### **Sex Crimes, Child Abuse, and Neglect (SCAN)/ Domestic Violence Response Team (DVRT)**

This unit includes two main units—SCAN, which has the sub-units of ICAC and SAKI—and DVRT. These units and their functions are briefly described in this section.

#### **SCAN**

The purpose of this unit is to investigate all child sexual abuse and sexual assault cases. SCAN investigative staff work in partnership with St. Louis County Social Services Initial Intervention Unit (IIU), which includes child protective services, to review and investigate all child maltreatment referrals. SCAN investigative personnel investigate cases of vulnerable adult abuse or neglect cases received through the Minnesota Adult Abuse Reporting Center (MAARC). The SCAN Unit is also tasked with POR reporting and compliance responsibilities.

#### **SAKI**

The purpose of this unit is to address the issue of backlogged, un-submitted sexual assault kits. If a DNA profile match to a possible suspect is detected in the Combined DNA Index System (CODIS), a national DNA database, the SAKI investigator is required to conduct follow-up investigation in these cases. The SAKI advocate is required to make contact with all victim survivors to keep them informed of the status of their cases and provide them access to necessary resources, if needed. Additionally, part of the SAKI program is to establish policies

and protocols to ensure that a backlog of un-submitted sexual assault kits does not recur, and to stay in compliance with national best practices dealing with the handling of sexual assault kits.

### **ICAC**

The ICAC Task Force is responsible for addressing online exploitation of children including, but not limited to, solicitation of minors, manufacturing and dissemination of child pornography, etc. The ICAC Task Force consists of four investigators, one from each of the partner agencies that include the DPD and St. Louis County Sheriff's Office in Minnesota, and the Superior Police Department and Douglas County Sheriff's Office in Wisconsin. The Superior Police Department has assigned a captain as the Task Force commander; however, supervision of the DPD investigator is the responsibility of the SCAN/DVRT supervisory sergeant. The ICAC Task Force is headquartered out of the Superior Police Department.

### **DVRT**

The purpose of the DVRT is to review and conduct follow-up investigations on all domestic violence related incidents and arrests. DVRT personnel conduct follow-up investigation on all referrals for gross misdemeanor and felony-level domestic violence cases, order for protection (OFP) violations, and stalking cases, and provide assistance to SCAN investigators on any domestic violence incident where there is a report of child abuse or neglect.

### **Crime Scene Investigations (CSI) and Accident (Crash) Investigations Unit (AIU)**

The CSI and AIU are supervised by one sergeant, and two full-time sworn personnel are assigned to each of these units.

#### **CSI Unit**

The purpose of the CSI Unit is to provide specialized investigative support by processing crime scenes and evidence items. Additionally, CSI investigators maintain national accreditation in latent fingerprint identification.

#### **AIU/Traffic**

The AIU conducts accident reconstruction relating to personal injury accidents, and conducts follow-up investigation on hit-and-run accidents. AIU personnel are responsible for vehicle forfeitures relating to DUI arrests, which includes providing testimony at forfeiture hearings. AIU personnel are actively engaged in public traffic safety enforcement initiatives such as: DUI saturation patrols, seatbelt, and distracted driving. The DPD has a grant-funded DUI officer who works under the supervision of the CSI/AIU supervisory sergeant. AIU personnel manage traffic safety plans for high-profile community events such as Grandma's Marathon and Tall Ships. AIU personnel also oversee the DPD Police Reserve program.

### **Police Reserve Program**

The DPD also has a Police Reserve Program that utilizes non-paid community volunteers to assist the police department. The unit currently has 15 police reserves and 7 volunteers in

policing (VIPs). Members of this unit assist the department with special events, traffic direction, road closures, and crowd control. The VIPs have engaged in some community patrols in the past, but this area of service has not been as active lately. One of the officers assigned to the AIU, supervises the activities of this unit.

There are no staffing needs identified for this unit.

### **Violent Crimes Unit (VCU)**

The purpose of the VCU is to conduct investigations into violent crimes and other serious crime categories, which include: homicides, suicides, unattended or equivocal deaths, robbery, felony-level assaults, missing persons, firearm-related crimes, and threats of violence incidents.

### **Juvenile Bureau/Juvenile Services Unit (JSU)**

The purpose of the JSU is to investigate delinquent acts and crimes within the legal parameters that apply to juveniles. JSU investigative personnel are responsible for conducting these investigations, and they work actively with community partners (e.g., schools, probation, parent groups) to address issues relating to delinquency and juvenile crime. The JSU also coordinates the Child Abduction Response Team (CART) program, which is a team made up of other law enforcement personnel and community partners that mobilizes when there is a report of a child abduction. JSU personnel also oversee the DPD School Patrol program.

### **Organized Crimes**

The Organized Crime Section/Organized Crime Bureau (OCB) has two main units, the Property and Financial Crimes Unit and the Drug and Gang Unit. The OCB Section also in the process of cross-training with the drug task force to help with drug investigations. The OCB has one lieutenant, three sergeants, ten investigators, and two non-sworn staff.

### **Property and Financial Crimes Unit**

The unit is tasked with investigating property and financial crimes within the City of Duluth and the local region. This unit has one sergeant and four investigators, with two investigators assigned to property crimes and two assigned to financial crimes.

### **Drug and Gang Unit**

The Drug and Gang Unit is tasked with investigating drug and violent crimes in a four-county area. The unit uses multiple investigative techniques including informants, surveillance, search warrants, and arrest warrants. In total, this unit has 20 full-time sworn personnel, and four full-time non-sworn personnel. The DPD provides two sergeants and six investigators to this unit, along with two support staff. The remaining personnel come from other agencies.

## Patrol Division

This section describes the various specialty units that the DPD uses to support the patrol function of the department. Chapter 4 of this report will provide extensive details concerning the primary patrol workloads and operations.

### Patrol Services

The Patrol Services Section of the DPD is the largest section within the department. There are 88 personnel assigned to this section, which includes four lieutenants, 12 sergeants, and 72 police officers. Personnel within this section are broken into four patrol teams, and each are allocated one lieutenant, three sergeants, and 18 patrol officers. These four patrol teams work varied shifts to provide overall staffing of the patrol schedule.

### K-9 Unit

The purpose of the K-9 Unit is to provide support for patrol operations including locating people, evidence, and contraband. K-9 handlers are required to complete eight hours of training per discipline, per month. They meet once per month for an eight-hour training day and complete two additional hours per week of maintenance training. On patrol, the K-9 handlers act as patrol officers with a citywide range. They are expected to respond to calls for which K-9 services could be used, and to make self-determinations on the appropriateness of K-9 use.

**Table 27: K-9 Statistics**

K-9 Activity	2018
Bite	1
Tracking Finds	6
Area Search Find	1
Building Search Find	1
Narcotic Search Find	10
Cash for Drugs	1
Paraphernalia	6
Evidence Find	1
Psychological Deterrence	43
Demo/Meet and Greet	34
SWAT	2
<b>Total</b>	<b>106</b>

Source: Agency Provided Data

K-9 handlers also complete many public demonstrations throughout the year. This unit is supervised by one lieutenant, who also has primary responsibility for supervision of one of the patrol teams. There is one sergeant assigned to this unit, who also serves as the community policing sergeant. Four other full-time sworn officers are assigned to this unit, each of whom has a K-9 assigned to him or her.

Although K-9 Units within the DPD are not expected to respond to CFS as primary responders, data in the CAD database reflects 468 hours of primary response by K-9 Units. The time associated with this volume consumes the equivalent of nearly one full-time K-9 officer.

Table 27 provides statistical data on K-9 use for the DPD for 2018. DPD staff suggested to BerryDunn that there would be some value in increasing the size of the K-9 Unit. At the same time, staff also acknowledged that the needs of the department as a whole likely outweigh the need for expansion of this unit. The data in Table 27 demonstrates an active unit, but not one that is overburdened. It is evident that the K-9 officers have dedicated significant time to support and supplant the patrol function, as evidenced by the 468 hours of primary CFS response. The response of the K-9 officers to CFS for the department are evidence of their willingness to step in, and of their team commitment. However, their response to these CFS is also an indication that they have availability, which would not support a need for unit expansion. Although BerryDunn recognizes the significant value that K-9 officers provide to the department and the community, there is no pressing need for additional staffing in this unit at this time.

### **Community Oriented Policing (COP)**

The COP Section plays a critical role in supporting the commitment of the DPD in promoting and engaging COP as an organization-wide philosophy and strategy. The COP Section has evolved to include several different positions that build upon and support community collaborations and relationships. Staffing within the COP Section includes two community officers, two police records technicians as support staff, and several specialized positions. Those positions include two HRA officers, one DTA officer, one downtown foot patrol/parking officer, and one LSCOP officer. In addition, COP has two mental health officers who work with two embedded social workers. Leadership for these specialized positions is provided by two lieutenants and one sergeant.

### **Mental Health Unit (MHU)**

The MHU works to reduce the number of CFS and increase the quality of life for person(s) suffering from mental illness and addiction. The MHU officers work under the direction of the east area COP commander and act as the liaisons for the police department to the community intervention group (CIG), mental health/CIG court, and other community partners, to reduce the number of CFS and increase the quality of life for person(s) suffering from mental illness and addiction. Staffing for this unit includes two full-time sworn officers, two embedded social

workers (paid for independently), and two clerical staff who are not directly assigned to the unit but who provide administrative support.

The embedded social workers include:

- Patty Whelen, an embedded social worker assigned directly to the MHU. This position is paid for through St. Louis County, and the program is in its second year. Funding for this position is considered on an annual basis.
- Susan Sawyer, an embedded social worker assigned directly to the MHU. This position is paid for through the Thrive Behavioral Network, which is the parent company of Birch Tree Center, a local mental health services provider. This position is in its second year of funding.

As BerryDunn has noted previously, this unit is doing groundbreaking work, and it is a tremendous example of community collaboration and best practices in the law enforcement industry. Additional details about this unit will be provided later in this chapter, but BerryDunn has two primary recommendations:

- **Develop and track workload metrics:** The MHU has collected some statistical data that supports the success of this unit. However, the work effort required and the daily workload for this unit have not been quantified. Based on preliminary data, there is reason to believe that an expansion of this unit could provide significant value to the community and the department. To support this, the MHU needs to develop processes to track efforts and the associated workload.
- **Increase sworn staffing by one position:** As indicated, the MHU has demonstrated some success and there are some data that support unit expansion. In addition to that data, there is also a need to provide support for elder abuse investigations, which often involve the same population served by the MHU. BerryDunn will provide additional details to support this recommendation within the Investigations Services Section of this report in Chapter 8.

### **Life Safety Unit**

The Life Safety Unit is a department within the Duluth Fire Department (DFD). The LSCOP officer serves under the direction of the west area commander but also reports to the fire chief for any fire investigation or life safety enforcement functions. The LSCOP officer assists the MHU, other COP Units, and Life Safety staff, which includes: Solid Waste Compliance Officer, Housing Inspectors, Arson Investigation, and Fire Prevention staff, when the need arises. The LSCOP officer encourages all residents and property owners to take an active role in making their community a safer place.

Staffing for the Life Safety Unit consists of one sworn full-time officer and two full-time non-sworn administrative staff members, who are funded by the fire department. The administrative



staff are not directly assigned to the COP Unit, but they provide administrative support to this unit.

No staffing needs have been identified for this unit.

### **Housing and Redevelopment Authority Unit (HRA)**

The HRA officers work under the supervision of the west COP lieutenant. These officers build trust between the residents of public housing and the DPD by improving the delivery of police services to the properties owned and managed by Duluth Area HRA. These officers also encourage residents of all public housing to take an active role in making their community a safer place. The sites served by the HRA officers include: King Manor, Grandview Manor, Tri-Towers, Ramsey Manor, Midtowne Manors I and II, Gateway Tower, Esmond Building, Harbor Highlands, and other properties that may be owned or managed by the Duluth HRA. The HRA provides partial funding for these positions.

This unit is staffed by two full-time sworn staff members. No staffing needs have been identified for this unit.

### **Duluth Transit Authority (DTA) Officer**

The DTA officer is assigned to the east area commander and works under the direct supervision of the community policing sergeant. The point of contact for the DTA for the transit officer is the DTA director of operations. The purpose of the DTA officer is to address crimes and safety issues relating to the DTA bus system.

This unit is staffed by one full-time sworn officer, who is paid for by the DTA. No staffing needs have been identified for this unit.

### **Park Ranger Program**

The purpose of the Park Ranger Program is to patrol city parks and trailheads to promote safety and community engagement with the public. These staff members also pick up abandoned bicycles, educate the public about rip currents during red flag days on Park Point, educate the public on city ordinances pertaining to parks, help direct traffic during major events, pick up loose dogs/cats, and perform other duties as assigned.

The program is staffed by college-aged students who are planning a career in the criminal justice field (most often in the law enforcement). The unit is made up of one park ranger coordinator (who is a retired DPD officer), four park ranger leads (who, along with the coordinator, are seasonal six-month employees) and seven park rangers who are 67-day temporary employees (they can only work up to 67 days during the summer, but the days do not need to be consecutive). The program runs from approximately mid-April to mid-October. The program is supervised by the east area lieutenant and the COP sergeant.



Although no staffing needs have been identified for this unit, BerryDunn notes that if the DPD moves forward with a fully staffed CSO Unit, the number of park ranger positions or allocated hours could potentially be reduced. If the DPD moves forward with a full-time CSO Unit, BerryDunn suggests that the DPD monitor the availability of the CSO Unit to manage some of the duties and responsibilities currently allocated to the park rangers, for possible reallocation to the CSOs.

### **Bike Patrol Unit**

The Bike Patrol Unit is responsible for proactively policing the city based on crime patterns defined during the DPD crime meetings. These officers typically spend most of their time in the downtown and Canal Park areas to increase the perception of safety, promote community engagement, work with businesses on concerns, and answer 911 calls for service in the downtown area.

The program is staffed by four full-time SROs who transfer to the unit after the school year is over. The unit is also staffed using overtime bike patrol officers throughout the summer, to increase the number of officers and visibility of the program. Members of the COP team also work on bikes during the summer to supplement the program. This unit is supervised by the COP lieutenants and the COP sergeant.

Although no staffing needs have been identified for this unit, BerryDunn notes that the DPD is using overtime to supplement staffing in this unit. As a general rule, the use of overtime for planned staffing of operational positions is not considered an efficient use of resources. BerryDunn recommends the DPD consider its current staffing model for the Bike Patrol Unit to evaluate ways in which appropriate staffing might occur without using overtime.

## **IV. Stakeholder Relationships**

As part of this assessment, BerryDunn explored the various stakeholder relationships that affect the operation of the DPD, to include intra-agency (internal units and sections), inter-agency (other departments), and external stakeholders (professional partners).

### **Intra-Agency Relationships**

During interviews, the staff within the DPD described internal operations and relationships between units positively, and BerryDunn found no evidence to suggest a pattern of internal conflict between units. However, as noted above, communications between units could be improved. This was particularly true relative to investigations and patrol. Staff reported that the interaction between these units is limited, as is the communication. The other notable area, described broadly, involves communication between the DPD administration and operational staff. Both of these noted areas are consistent with the communications challenged described in Chapter 2 of this report.

## Inter-Agency Relationships

When asked, those interviewed described relationships with area law enforcement as generally positive, including various partnerships on a variety of operational levels. Those interviewed noted they work most commonly with the UMD police department, the Minnesota State Patrol, and the St. Louis County Sheriff's Office, with whom they share a building. Some mentioned that on occasion, there have been minor operational challenges with the Sheriff's Office, but working relationships are currently good, and they seem to have improved. By all accounts, the collaborative relationship between the DPD and the St. Louis County Sheriff's Office is positive.

## Professional Partners

Within the context of this report, the term *professional partners* refers to other agencies the DPD interacts with on a regular basis, which may include law enforcement agencies or other organizations such as social services, prosecutors, probation, advocates, mental health organizations, hospitals, and the medical examiner. At the request of BerryDunn, the DPD convened a group of professional partners to engage in a group discussion concerning the working relationships and interactions between those interested groups, and the DPD. During one of the onsite visits, BerryDunn met with eight individuals who represented the following groups:

- St. Louis County Sheriff's Office
- St. Louis County Attorney's Office
- St. Louis County Child Protection
- City of Duluth City Prosecutor's Office
- University of Minnesota Duluth, Police Department

The discussion with this group was largely positive regarding procedures, practices, and relationships with the DPD and its personnel. Some of those in attendance with knowledge of the operations of the DPD suggested that there are some challenges regarding personnel deployments within patrol, and the ability of the DPD to manage service demands. There were also references to increasing investigative capacity within SCAN, due to the increasing volume of work. It was noted that the police department is highly involved in non-enforcement activities and that the DPD is well connected to the community. Positive comments from this group included the following:

- Fantastic leadership within the department
- Have very open and collaborative dialogues with their partners
- Strong leaders in the community
- Trailblazers that welcome the use of technology
- Innovative and industry leaders in using the MHU and DVRT
- Have engaged numerous court initiatives including treatment and mental health courts

- Use alternatives to arrest, such as *pocket cards* (information cards given to those with warrants so they can clear up the warrant without being arrested) and the SuperOne division program, which allows first-time shoplifters to avoid prosecution

There were two notable pieces of feedback from this group for the DPD to consider, relating to areas that require some additional focus. First, it was noted that the DPD could do better in terms of notifying external partners regarding changes of personnel assignments. For example, if there is a change to the staff member who is assigned to a collaborative role, it would be helpful for the police department to proactively notify those partners, to help ensure they are aware of any changes.

The second item relates to the handling of in-custody reports and the completion and submission of those reports to prosecuting attorneys. Because of tight timelines that are tied to the rules of criminal procedure for the courts, prosecutors often have a small amount of time available to them to prepare a criminal complaint, and/or to prepare for arraignment of a person who has been taken into custody and is in jail awaiting a court appearance. Based on feedback from the prosecutors, there have been instances in which they have had to release subjects prior to a court appearance or to request extended holds from the court due to delays in receiving case paperwork from the DPD. BerryDunn has included a recommendation regarding this feedback in Chapter 4, Section II of this report.

Despite the two areas noted, all professional partners had positive things to say about the DPD and the relationships between the police department and their organizations. It was evident to BerryDunn that the DPD strives to maintain positive relationships with these professional partners, and that the DPD has been responsive to their needs.

## V. Accreditation

Accreditation is a process through which police organizations are evaluated against a set of established criteria that represent typical, standardized, and expected procedures, protocols, policies, and practices of law enforcement agencies. Accreditation provides law enforcement agencies with an opportunity to regularly assess themselves, gauge their conformity with industry standards, and receive feedback that helps prioritize needed changes and improvements for the agency.

The DPD has considered agency accreditation in the past, but due to the costs and time commitments associated with initiating and maintaining accreditation, the DPD has not pursued agency accreditation further. It is worth noting here that the DPD uses a national resource for policy development, and this helps ensure that department policies are standardized and in line with national and industry practices. The DPD also publishes an annual report for the public.

Although the DPD does not engage in agency accreditation, it does maintain accreditation over its crime lab. This is necessary for the department to remain certified, which allows the lab

technicians to testify regarding any findings that emanate from evidence analysis occurring in the lab. The DPD crime lab is accredited through the American National Standards Institute (ANSI) National Accreditation Board. The accreditation was granted in 2018, and it is valid until the end of March of 2023.

## VI. Highlights and Best Practices

As BerryDunn noted at the beginning of this report, assessments of this nature tend to focus on areas requiring improvement, and they often fail to mention positive aspects of the operation. During the assessment, BerryDunn asked staff to identify some of the positive aspects of the organization. The following list expresses the common responses:

- Good community engagement.
- Collaborative, customer/community service organization.
- Transparency with the community.
- Good at providing public education.
- Embrace the public service commitment seriously. There is an understanding as to why the organization exists, and that is to serve the community.
- Good at hiring and training personnel. Staff are committed and competent, and provide their best efforts on the tasks they are assigned.
- Takes care of officers. There is a strong peer support team and resources available for those who are injured or might be in crisis.

In addition to the above statements, as BerryDunn has indicated previously, several aspects of the DPD operation are demonstrative of highly innovative and/or best practices within the industry. BerryDunn has provided an expanded description of those efforts here.

### Mental Health Unit (MHU)

The MHU services a specific segment of the community population within the City of Duluth—those suffering from mental illness and addiction. The work of this unit intends to reduce the number of CFS involving these individuals and to increase the quality of life for these persons. This unit currently has two full-time sworn officers assigned to it, and there are two embedded social workers in this unit, paid for by external resources. In addition, the MHU is supported on a part-time basis by two non-sworn administrative personnel, who split their responsibilities between multiple DPD and DFD units.

The MHU is a proactive unit that works directly with individuals chronically involved with the law enforcement system. The top 100 individuals are identified through police contacts, based on the number and severity of the incidents. MHU staff proactively seek out and contact the individuals on the chronic list, and check in with them to see what services they might require.

Although the MHU does not provide services directly, they will work with individuals to assist them in connecting with the following types of services:

- Case management
- In-patient/out-patient treatment for chemical dependency
- Medication management
- Psychiatric services

Interactions with the chronic group may occur in the jail or at the hospital, in a shelter, or even on the street. Although the program has only been active for about two years, word has circulated within the community about the good work being done in this program, and the MHU has found that some of those persons on the chronic list are now seeking MHU personnel out on their own. In addition to this, staff within the DPD have noticed the positive aspects of the MHU, and they are now providing direct referrals to the unit concerning persons they believe would benefit from additional services. At the time of this report, there was a list of referrals that included about 300 individuals. This is in addition to the chronic list, which is updated on a regular basis, based on program criteria, and due to persons who drop off the list.

Based on data provided to BerryDunn, the volume of calls for service involving the top 25 persons on the chronic list was reduced by 31% in 2018. BerryDunn notes that this statistic has two very important implications. First, it suggests a reduction of service volume for the DPD as it relates to those individuals. Even though some of these persons may return to the chronic list, reducing the frequency of police service demands for these individuals translates into a genuine time savings for the police department. Second, and perhaps more importantly, is the humanistic factor that accompanies these efforts. Many of the people the MHU works with are not adept in navigating the red tape associated with the various services that could help them. By working with these individuals, the MHU is providing them with an improved quality of life, if only for a short time.

In discussions with MHU staff, including the advocates, they pointed to two very important points that have contributed to program success—data sharing, and the collaborative efforts of the police and the embedded social workers. One of the key ingredients of the MHU program involves the CIG Authorization to Release Information form. This document, which is signed by the end user, allows for data sharing by the more than 20 groups who are part of the CIG. This data sharing is critical so that anyone within the CIG can assist a person in need, and so that the right services can be provided.

The second element of the success of the MHU relates to the collaborative partnerships with the social workers who are embedded within the unit. Although the police officers in the MHU are highly competent and trained, the social workers bring with them an additional level of training, knowledge, and connections to the resource system that provides another positive aspect to the unit.

Again, as BerryDunn has noted numerous times, this unit is doing some remarkable work. The review here is provided to give readers of this report a better understanding of this unit, but it is by no means comprehensive. Still, this unit is positively affecting department workload demands and many individuals within the community.

### **Domestic Violence Response Team (DVRT)**

The DVRT, which was started in 2005, conducts follow-up investigations on all domestic violence related arrests and on all referrals for gross misdemeanor and felony level domestic violence cases, OFP violations, and stalking cases. DVRT investigators also provide assistance to SCAN investigators on any domestic violence incident where there is a report of child abuse or neglect.

As with the MHU, the DVRT uses a collaborative approach to managing its area of responsibility. The DVRT receives referrals from all domestic violence (DV) cases, to include those in which an arrest has been made or when there is probable cause for an arrest but the offender was not present at the time of the call. Based on the work of this unit, the DVRT has achieved an 80% charge rate on cases that are referred for prosecution.

The success of this unit starts with the preliminary investigation completed by officers in the field. This includes a comprehensive risk-assessment protocol that engages a lethality assessment. Officers are able to contact advocates from the field, when warranted, to help ensure a timely connection with domestic assault victims. The DPD provides each officer with an extensive checklist for conducting domestic violence investigations, and the department has also developed a specific form for use in cases that involve strangulation assaults.

Once the investigation and report are completed, all domestic violence cases are referred to the DVRT for review and/or additional investigation. When a case is received, a referral worksheet is completed by the domestic violence specialist who is embedded with the department. This specialist is employed by the Domestic Violence Intervention Program. This worksheet contains basic information about the case, including the victim and suspect, charges, and other general comments. The DVRT then reviews each of these worksheets to determine what level of follow-up is needed, if any, and whether the case should be forwarded for prosecution.

When cases are referred for prosecution, the DVRT completes a Domestic Violence and Risk Management Tool, which provides details concerning the history of the assailant, prior victims and charges, and other information regarding OFP or harassment restraining orders (HROs). This tool also includes a list of risk and lethality factors that apply to this subject. These documents are forwarded as part of the case file, and they are available to judges, prosecutors, probation, and social services. The DVRT has found that this level of information sharing has been tremendously beneficial.

In addition, the DVRT meets with the coordinated community response team on the first and third Wednesday of each month. This group includes the DPD officers and DV specialist,



probation officers, representatives from the city and county attorney's offices, and various victim advocates. Each case that is referred for prosecution is evaluated at these meetings. The purpose of the review is to help determine any service needs and to act as a checks-in-balance system.

The DVRT also puts together a daily bulletin for patrol staff regarding any domestic violence incidents that are pending. These bulletins include information on who is eligible for a probable cause pickup and arrest. These are circulated throughout the department daily.

The methodology in place with the DVRT is an excellent example of a comprehensive collaborative process, and it is an example of best practices within the industry. This system helps to ensure that each case is investigated and evaluated on its merits. It also helps ensure that the courts are clear about the severity, risks, and potential lethality of any offenders, so that appropriate steps can be taken to protect the victims.

### **Sex Crimes, Child Abuse and Neglect (SCAN)**

Another notable area within the DPD is the SCAN Unit. The unit works in partnership with the St. Louis County Social Services IIU, also referred to as child protective services, to review and investigate all child maltreatment referrals. SCAN personnel also investigate cases of vulnerable adult abuse or neglect received through MAARC. This unit is also tasked with POR reporting and compliance responsibilities.

As noted previously within this report, the number of referrals from mandatory reporters relating to child or adult abuse and neglect has been increasing in recent years. These increases are due in part to changes in reporting requirements but also due to more community awareness regarding mandatory reports, due to several large-scale scandals. Mandatory reporting requirements apply to both the police and social services, and they include cross-reporting and collaborative investigation requirements. That means that one report from a mandatory reporter will be reported to both the police department and to social services. This increases the work burden for both, but is also requires significant collaboration so that each entity can perform the work required of it, without undermining or interfering with the other.

SCAN cases can come into the DPD in a variety of ways, but most are reported by the St. Louis County IIU, through a preliminary report emailed to the department in a PDF format. When these reports are received, the information is entered into the DPD system by records staff. The case is then referred to the SCAN Unit. Each day, a social services worker from the IIU meets with SCAN personnel at the DPD to go over any referral cases that either agency may possess. The purpose of this review is to reveal any duplicates and to help ensure that no cases are missed.

In some cases that involve a sense of urgency, cases may be reported directly to the SCAN unit. These generally involve incidents in which there is a substantial danger to a child or adult,



which requires prompt investigation. In these cases, the SCAN Unit investigator will enter the case data into the DPD system and start the investigation.

In cases that require a special protocol interview, the DPD uses First Witness, which is a private organization. These interviews are done using a multi-disciplinary team that includes:

- The First Witness interviewer
- The social worker involved
- The investigator from the DPD
- The prosecutor
- A defense attorney (when available)

The interviews are conducted with the social worker in the room with the First Witness interviewer. During the interview, members of the multi-disciplinary team can confer with the interviewer, to prompt specific questions. Once the interview is completed, they will conduct a meeting with whomever reported the incident to advise them concerning any next steps.

The work being done by the SCAN team is exemplary, and it is another excellent example of a collaborative work process that is demonstrative of industry-leading best practices. This process is highly interactive and involves a multi-disciplinary team, which helps ensure all cases are thoroughly and properly investigated.

### **Crime Scene Investigations (CSI) Training**

The DPD has two full-time sworn officers who provide specialized investigative support by processing crime scenes and evidence items. One of the challenges for this unit involves the ability to manage the volume of requests for its services. Although these officers have the skill to process any crime scene, in many cases, an officer with some basic training and ability can gather any pertinent evidence.

To help prepare officers to gather evidence of this nature, the DPD has developed a training program for patrol officers. This program, police officer crime scene investigations (POCSI), provides officers with the skills they need to gather and package evidence for future examination by one of the CSIs, or a more advanced lab, and the ability to photograph and gather other evidence, such as basic latent fingerprints.

Several officers within the DPD have been trained in POCSI, and this is a very good example of building skills for line staff, but also preserving the time of the CSIs for more critical tasks. This training could be provided to new officers during the DPD training academy, after they are hired. Refresher training could also be provided thereafter on a prescribed basis, to help ensure an appropriate level of skill for officers.

BerryDunn will have a formal recommendation on this training in Chapter 8 of this report, but this is another example of an industry-leading best practices process.

## VII. Civilianizing Staff and Reallocating Duties

One of the goals of this assessment was to consider operational roles being performed by sworn staff that could be performed by non-sworn staff. During staff interviews and through the analysis of the available data, BerryDunn looked for these opportunities. In some cases, such as in the Training and Licensing Unit, it is evident that there are administrative duties being performed by sworn staff that should be directed to non-sworn staff. In addition, BerryDunn noted that a substantial workload burden could be shifted from sworn patrol officers, if the department moved to a full-time CSO Unit. Beyond these areas, however, BerryDunn finds little indication that sworn staff are performing duties that could be shifted to non-sworn positions.

Beyond consideration of shifting duties from sworn staff to non-sworn staff, BerryDunn also heard that there were some duties being performed by key non-sworn staff members that could be performed at a lower operational level. For example, staff involved in the crime analysis and criminal intelligence work, perform various duties that could be done by an administrative staff member. For these staff members, shifting these duties to an administrative person would afford them the opportunity to dedicate more time to other functions that require a greater level of expertise.

Although BerryDunn considered various operational roles and whether the duties and responsibilities of staff in those roles were appropriately aligned to sworn or non-sworn staff, BerryDunn did not perform a complete job-task analysis to determine whether certain roles performed by non-sworn staff could be performed at an administrative level. To gain this level of understanding, the DPD could engage a firm to perform a job task analysis, and there are firms that specialize in this type of service. Alternatively, the DPD could perform this type of analysis on its own. Either way, BerryDunn recommends that the DPD consider whether non-sworn staff duties and responsibilities are appropriately aligned with personnel roles.

### Summary

Although the organizational structure for the DPD has appropriate spans of control and is generally functional, adjusting certain elements of the organizational structure would benefit the department. Areas for consideration of revision should include COP and the Patrol and Investigations Division. Revisions to the organizational structure should also include ensuring that all significant units within the department are reflected in the organizational chart.


The DPD is highly committed to community policing and has had great success in this area. However, staffing levels, personnel deployments, and overall workload have detracted from the ability of patrol officers to fully engage these principles. To help ensure that patrol officers have additional time to engage in meaningful community policing activities, changes in personnel deployments will be required.

Based on information provided to BerryDunn, the DPD is committed to using data-driven practices and to the concept of intelligence-led policing. However, using data in this manner requires specific efforts, and the DPD will need to make some adjustments in order to more intentionally engage these efforts.


There are several areas within the support services sections of the DPD that would operate more efficiently and effectively with additional staff resources. Those include the Animal Control Unit, Records and Support Section, the CSO program, Training and Licensing, and the MHU. In addition, the DPD should examine the staffing model in use for the Bike Patrol Unit. This model currently uses overtime to staff some shifts, and this may not be the most effective method.


### Recommendations

This section provides the nine formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

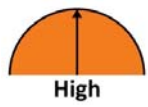
Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 3 Section I: Organizational Structure</i>		
3-1	<p><b>Finding Area – Organizational Structure:</b> The DPD can improve the operational efficiency of the organization by making adjustments to the organizational structure, including restructuring of oversight roles. (Strategic Plan Item)</p> <p>BerryDunn observed that several units and sub-units are not included in the organizational chart.</p> <p>The east and west commanders who oversee the COP section do not have authority over the direction of patrol resources.</p> <p>There are many different investigations units, most of which are small and have challenges in managing peak or unusual volumes. This has resulted in temporary assignments of investigators to other units to support them.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should adjust the organizational structure and organization chart.</p> <p>The DPD should make adjustments to the organizational structure and oversight responsibilities for community policing and patrol. These adjustments should include adding supervisory authority for the direction of patrol units to respond to intelligence-led policing (ILP) and other data-driven strategies that support COP and crime mitigation.</p>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	<p>The DPD should examine the units and job duties of the investigative units, and consider merging units that perform similar functions or manage similar crime activity. Consideration should also be given to spans of control.</p> <p>The DPD should ensure that all relevant functional units are represented on the organizational chart. Revising the organizational chart should be done in consideration of the recommendations of this assessment and may involve moving units within the organizational structure.</p>	


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments.</b>		
3-2	<p><b>Finding Area – PIO:</b> The PIO for the DPD has limited experience in law enforcement and would benefit from additional exposure to police department units and their operations.</p>	 Critical
	<p><b>Recommendation:</b> Expand PIOs Knowledge of Police Operations.</p> <p>Due to the nature of the position, the PIO is oftentimes the most visible and accessible person within the police organization. This role is very important in building and maintaining public trust with the community as well as in educating the public on various department operations. Developing a deep understanding of the varied department units and their objectives, processes, and methodologies is a key element in optimizing the effectiveness of the person in this role.</p>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-3	<p><b>Finding Area – Animal Control:</b> 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>Staff explained that they must care for housed animals seven days per week, and that the 2.5 staff members allocated to the unit are taxed in their ability to manage this function and carry out other expectations.</p>	 Medium


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	<p>The DPD has experienced a 31% increase in Animal Disturbance calls over the past three years, with no apparent mechanism to manage the increased volume. Equipment in use by staff is described as antiquated, and the facility is likely in need of updating.</p> <p><b>Recommendation:</b> The DPD should convert the part-time staff member of the Animal Control Unit to full-time. In addition, the 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>The operational review should include the following:</p> <ul style="list-style-type: none"> <li>• Line-level staff training</li> <li>• Supervisor training, including industry best practices</li> <li>• Review of equipment, including technology and software</li> <li>• Facility review</li> <li>• Operational review, including follow-up and proactive animal control needs and expectations</li> </ul> <p>BerryDunn also wishes to point out that the staffing recommendation provided here is predicated on an expectation that the DPD will convert the CSO program to a full-time unit, and that staff from that unit assist with animal control functions. If the DPD does not expand the CSO Unit, and/or if the DPD does not add animal control duties to the CSO Unit, additional staffing for the Animal Control Unit would likely be required, if proactive animal control duties are an expectation for this unit.</p>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-4	<p><b>Finding Area – Records and Support:</b> 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>The volume of data requests is equivalent to 20 requests per day. Although some requests are easy to process, data releases must conform to strict standards to avoid violating state law.</p> <p>The number of cases that require crime coding and the number of dictated reports that require transcription are significant. Although the Records Unit has several</p>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	<p>people who perform these functions, they are having difficulty managing the workload volume. This is supported by an expression by prosecutors that there have been delays in receiving transcribed case files, particularly for arrested subjects who are awaiting arraignment.</p> <p><b>Recommendation:</b> The 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>Although BerryDunn is making a recommendation to add two personnel to this unit, it is possible that adding these staff will not fully resolve workload imbalances. However, the Records Unit has not quantified current work demands, and this would be necessary to justify additional staff. In addition to adding the two staff members, BerryDunn also recommends quantifying and tracking staff efforts in the records area.</p> <p>BerryDunn is also aware that the DPD is in the process of acquiring a new RMS. When the new RMS is implemented, it may shift workload burdens and even alter the time associated with certain tasks. BerryDunn recommends that records staff quantify the workload demands of the new system, as compared to prior metrics, and as a means to inform decision makers regarding future staffing needs.</p>	


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-5	<p><b>Finding Area – CSOs:</b> Expanding the role of the part-time CSOs to a full-time unit would provide substantial benefits to the organization and reduce the obligated workload burden for patrol.</p> <p>The CSOs have been successful in performing work at the front desk of the DPD, managing walk-in reports and reports that have come into the DPD by phone or the online reporting system.</p> <p>There are numerous other tasks that the CSOs can perform, which do not require a sworn officer, and which would remove this obligated workload burden from patrol.</p> <p><b>Recommendation:</b> The 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>	


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	<p>Based on information provided to BerryDunn, the DPD has already given significant consideration to expanding the use of CSOs for various operational duties. BerryDunn sees significant value in shifting duties from patrol staff to CSOs, as this would ease the workload burden for patrol staff. In addition, there are other functions within the DPD that could benefit from a full-time CSO Unit, including animal control.</p> <p>Based on the need to staff a TRU, manage online reporting, and support patrol operations, BerryDunn recommends moving to a full-time CSO Unit with 10 full-time personnel. It is possible that the department might benefit from reserving a certain number of these positions for part-time staff, as not everyone who might have an interest in these positions will have the capacity to work full-time. This is an issue that the DPD should consider as part of the expansion of this unit. In any case, it will require 10 FTEs to appropriately staff this unit, as recommended by BerryDunn.</p> <p>BerryDunn also recommends that the DPD consider the placement of this unit with the organization, and overall supervision of these personnel. Given the level of effort that this reorganized unit will dedicate to patrol, BerryDunn recommends that the DPD consider moving this unit to that division.</p>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-6	<p><b>Finding Area – Training and Licensing:</b> 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>This section manages licensing and inspections for various transportation services, alcohol, gambling, and tobacco, and gun permits. The section is also responsible for all department training, including in-service training, and post-hire academy training.</p> <p>This section currently has no administrative non-sworn staffing to assist with administrative duties.</p> <p>Although this section manages a substantial workload, this has not been quantified.</p>	 <b>Medium</b>



Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	<b>Recommendation:</b> The 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.	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-7	<p><b>Finding Area – MHU:</b> The DPD has established a MHU to service the segment of the population within Duluth that is suffering from mental illness and addiction. This unit has been highly successful but has limited data to support unit expansion. This unit is serving a population that includes community members who are highly susceptible to elder abuse or are classified as vulnerable adults. This is an overlap with other efforts within the SCAN Unit in investigations.</p>	
	<p><b>Recommendation:</b> The DPD should develop metrics for tracking the workload of the MHU. The DPD should increase staffing of the MHU by one sworn officer to manager elder abuse and POR duties, and to support the MHU.</p> <p>Based on data reviewed by BerryDunn, the MHU has had significant success in providing positive outcomes for a targeted section of the community population. The community collaboration and efforts of the MHU are an example of industry best practices, and they have resulted in improvements in quality of life for many of the people the MHU has worked with, as well as reducing overall workload for the police department. Although the MHU has demonstrated success, there is limited data to quantify and express this unit's workload.</p> <p>Investigators within the SCAN Unit are currently responsible for managing vulnerable adult and adult abuse cases. Many cases of this nature overlap with the population the MHU is serving. In addition, the SCAN Unit is responsible for POR and monitoring of these individuals. There is a need within the SCAN Unit to provide relief for this workload. There would be significant benefits and synergies in shifting this work burden to the MHU. BerryDunn recommends creating one additional uniformed investigations position within MHU to manage elder abuse/vulnerable adult cases and to assume the POR responsibilities. This investigator could also provide support to the MHU as an additional resource.</p>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-8	<p><b>Finding Area – Bike Patrol:</b> The 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>The DPD uses bike patrol officers to provide additional resources in areas identified through the crime meeting process. Bike patrol officers also patrol areas of the community with high pedestrian volume, to provide opportunities for proactive and positive connections with those in the community.</p> <p>The Bike Patrol Unit is staffed primarily with SROs, who do not have school duties during the summer months. Additional staffing for this unit occurs through the use of COP officers and overtime for other bike patrol officers.</p> <p><b>Recommendation:</b> The 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>From an operational perspective, the use of overtime is generally regarded as a means to support emergencies, and unexpected or unplanned events. When it is possible to plan for staffing needs, the typical expectation is that the department will plan its work schedule to meet those demands. The rationale for this principle is that staffing costs are increased when overtime is used, and using staff at a standard rate can reduce costs, and/or create opportunities to increase overall staffing in other areas.</p> <p>Although departments should typically avoid using overtime for general staffing purposes, this is not always possible or reasonable. In some cases, adding a sufficient number of staff may be prohibitive from a cost standpoint, or because the reallocation of other internal resources may come at an operational cost for another unit.</p> <p>For the DPD, however, it may be possible to engage in other staffing models to avoid paying overtime. These could include reallocating certain patrol staff to bike patrol within their designated areas, or using a flexible work schedule to assign additional staff to bike patrol duties on a limited basis. BerryDunn recommends that the DPD examine staffing for the Bike Patrol Unit, in conjunction with other personnel deployments, to determine whether a more effective model is available.</p>	 <b>Medium</b>

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section VII: Civilianizing Staff and Reallocating Duties</b>		
3-9	<p><b>Finding Area – Civilianizing Staff and Reallocating Duties:</b> In some non-sworn roles within the 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>Reallocating certain non-complex job duties to administrative personnel would reduce the costs of those services, and improve operational efficiency and value for certain non-sworn personnel.</p> <p>The DPD should conduct a review of all positions to determine viability of civilianizing positions.</p>	<p>High</p>
	<p><b>Recommendation:</b> The DPD should engage in a job task analysis for those in non-sworn roles to determine if certain job tasks could be reallocated to administrative personnel.</p> <p>Performing a job task analysis can be an exhaustive process. If the DPD prefers, it could engage a firm to assist with this task. Doing so could reveal areas in which efficiencies could be gained, and this may be of interest to the DPD.</p> <p>However, it would be possible for the DPD to conduct this process internally, particularly if the focus of the inquiry is narrow. Once the information is gathered, the DPD should be in a position to determine whether it would be appropriate to shift certain duties and responsibilities to administrative staff, and this may include adding administrative staff to manage this volume.</p>	

## Chapter 4: Patrol Services

The purpose of the Patrol Division is to arrest criminals, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the community members of Duluth. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. The Patrol Division responds to emergency and non-emergency calls for service. When not responding to these calls, officers in this section use non-obligated time to actively patrol their beats, referred to by the DPD as zones. This section of the report provides substantive details concerning the structure of the Patrol Section, along with data an analysis regarding workloads and personnel deployments.

### I. Patrol Zones and Personnel Deployment

The authorized staffing levels for the Patrol Section are provided in Table 28. It is important to point out that the BerryDunn workload and staffing model for patrol relies upon calculating the actual time available for those officers who routinely respond to CFS. For the DPD, this includes only those at the officer rank assigned to patrol duties; that number is 72 (includes the total authorized number of line-level patrol, excluding K-9 officers and supervisors).

**Table 28: Patrol Staffing and Distribution of Personnel**

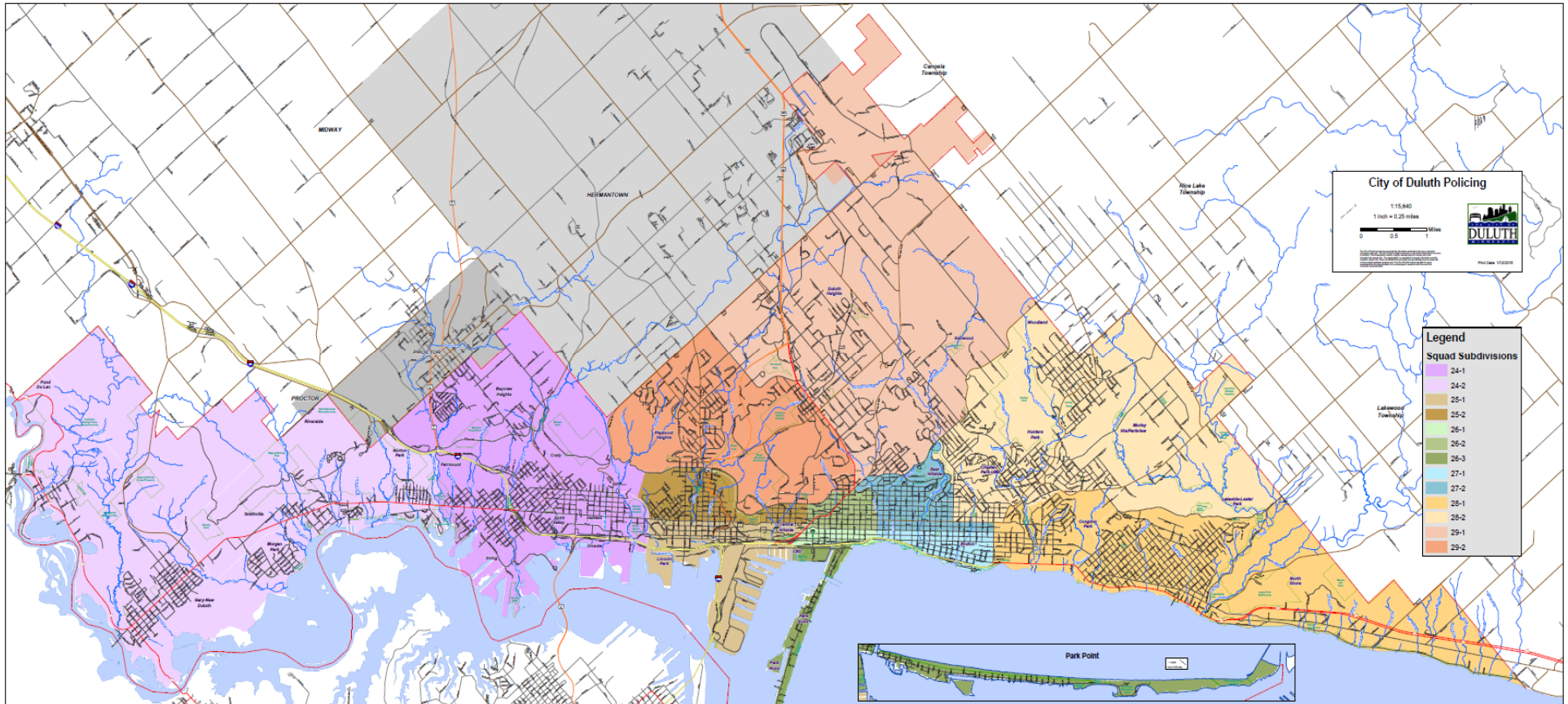
Section	Total Number
Command Personnel	
Deputy Chief	1
Patrol Lieutenants	4
Community Lieutenants	2
Community Sergeants	1
Patrol Sergeants	12
Patrol Officers	72
Other Units Assigned to Patrol	
K-9	4
Traffic - Toward Zero Deaths (TZD) - DUI	1
Community Officers	9
<b>*Totals</b>	<b>106</b>

Source: Agency Provided Data

\*Includes vacancies

The DPD separates the city into six primary patrol zones and these are depicted in Figure 5. The patrol zones are numbered from 24 through 29.

Figure 5: Patrol Zone Map



Source: Agency Provided Data

The geography of the City of Duluth is an important factor in understanding staffing demands and personnel allocations. As noted previously, the land area in Duluth is roughly 71 square miles. If the patrol zones were distributed equally in terms of geography, the average size would be approximately 12 square miles. Although there are many factors to consider in establishing the size of patrol zones, covering a 12-square-mile area, and providing sufficient response times, could present some challenges. For Duluth, this issue is more complex, due to the fact that the city is long and narrow, and the major roadways in the community do not provide ready access to each patrol zone. Another complication for the DPD is that the entire eastern border of Duluth is water, which creates another barrier to the ease of access between patrol areas. In addition, as Figure 5 shows, the patrol zones are not equal. The centralized patrol zones in the downtown portion of the city range from 1.85 to 3.49 square miles, while those on the outskirts of the city range from 19.16 to 24.63 square miles. BerryDunn will discuss patrol personnel deployments in detail in this chapter, but the geographical aspects of the city are an important factor in understanding staff distribution requirements.

It is also important to note here that police staffing levels are always in flux, as are position assignments and unit allocations. BerryDunn recognizes that some of the numbers in Table 28 reflect *authorized* staffing levels, not *actual* staffing levels, so actual staffing numbers may be slightly out of alignment with respect to the current conditions within the report. The workload calculations BerryDunn uses in this report rely on full staffing of the allocated positions. If one or more positions were vacant, these workload obligation calculations would increase in ratio to the number of vacant positions. Staffing needs will be discussed later in this section, but it is the assessment of BerryDunn that the DPD is in need of additional resources for the Patrol Division, and that certain organizational structure changes are warranted (which have already been described in Chapter 3).

Table 29 below shows the start and finish times for the various patrol shifts in use by the DPD. This table also shows the minimum staffing levels and personnel allocations for each shift and includes data on supervisor staffing. The DPD patrol schedule uses a four-day-on, four-day-off rotation, and a combination of 11-hour and 12-hour shifts. However, most of the patrol shifts are 12 hours in length.

Although there are some slight overlaps in the primary shifts that produce additional capacity to respond to CFS, these are minimal, and they do not fully respond to peaks and valleys in CFS distribution. BerryDunn will examine coverage and schedule issues more thoroughly later in this section. This is particularly true when the daily patrol staffing is at minimum levels.



**Table 29: Patrol Watch Shift Hours**

Shift	Begin	End	# of Hours	Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	Sergeant Y or N	Lieutenant Y or N
Supervisors – AM							
Sergeant 1	500	1700	12	2		Y	N
Sergeant 2	800	2000	12	1		Y	N
Lieutenant	500	1700	12	1		N	Y
<b>Minimums</b>					<b>2</b>		
Officers – AM							
Early 1	600	1800	12	5		N	N
Early 2	600	1700	11	1		N	N
Late 1	700	1900	12	5		N	N
Late 2	700	1800	11	1		N	N
Mid-Shift 1	900	2100	12	5		N	N
Mid-Shift 2	900	2000	11	1		N	N
<b>Minimums</b>					<b>12*</b>		
Supervisors – PM							
Sergeant 1	1700	0500	12	2		Y	N
Sergeant 2	1500	0300	12	1		Y	N
Lieutenant	1700	0500	12	1		N	Y
<b>Minimums</b>					<b>2</b>		
Officers – PM							
Early 1	1800	0600	12	5		N	N
Early 2	1900	0600	11	1		N	N
Late 1	1900	0700	12	5		N	N
Late 2	2000	0700	11	1		N	N
Mid-Shift 1	1600	0400	12	5		N	N
Mid-Shift 2	1600	0300	11	1		N	N
<b>Minimums</b>					<b>12*</b>		

Source: Police Department Provided Data

\*Informal staffing minimum is 12, but supervisors have discretion to increase or decrease, based on need.



## II. Patrol Call Load and Distribution of Calls for Service

BerryDunn examines workload data in several places in this report, most notably those that relate to patrol/field staffing requirements and investigations demand. BerryDunn uses CFS as a primary means to calculate obligated workload within the patrol division. CFS data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. For analysis purposes, BerryDunn will provide numerous tables and figures that outline various aspects related to CFS.

Table 30 shows a list of allocated work captured by CAD for a fiscal calendar year, starting on February 1, 2018, and ending on January 31, 2019. The reason for the selection of these months is that the DPD started a new CAD system in February of 2018, so similar CAD data did not exist for January of 2018. Throughout this report, where CAD data is referenced, it will be reflected as 2018 data, but the data actually refers to the fiscal year outlined here.

There are three important aspects of Table 30 to point out. First, the workload provided in this table is separated into categories that indicate patrol, supplemental patrol, and non-patrol functions, and it is important to understand the distinction between the different categories shown. Patrol refers to those officers who routinely are responsible for handling CFS. Supplemental patrol refers to those officers who support the patrol function, and who may occasionally answer CFS, but for whom CFS response is not a primary responsibility. The supplemental patrol section has also been separated into two categories—primary and secondary. The workload associated with the primary units in the supplemental patrol category would typically be workload that is handled by patrol staff. The secondary workload involves work that would not typically be part of the obligated workload for patrol. Non-patrol includes work volume that relates to officers who are not responding to CFS. Although this information relates to work performed by the DPD, it is not considered part of the primary CFS workload, and determining this value is a critical element in exercising the BerryDunn workload calculation formula.

The second point to understand is that the totals in Table 30 include both community- and officer-initiated activity. This is important to note, because the BerryDunn workload model categorically separates these CFS and relies on obligated workload that emanates primarily from community-initiated calls.

The third point relates to complications with the CAD data itself. Some of the data could not be categorized due to missing data. Despite these limitations, BerryDunn grouped these data into an *unknown* category, which is reflected in the table. Although the details of the unit activity were not necessarily discernable, BerryDunn was able to categorize the work by major section as shown in the table.

**Table 30: Patrol and Supplemental Patrol Unit Hours**

UNIT DESCRIPTION	Sum of Hours on Call				
	Patrol	Community	Unknown	Sub-Total	Officer
District 24 Squad	4519:27:49	70:14:07	4589:41:56	1028:45:50	5618:27:46
District 25 Squad	4745:08:32	77:23:08	4822:31:40	1254:57:59	6077:29:39
District 26 Squad	6351:21:32	90:03:36	6441:25:08	1478:05:34	7919:30:42
District 27 Squad	5635:22:48	77:46:16	5713:09:04	821:16:27	6534:25:31
District 28 Squad	2632:06:19	40:22:16	2672:28:35	481:30:53	3153:59:28
District 29 Squad	3383:06:32	38:54:26	3422:00:58	627:46:44	4049:47:42
Duluth Police Department – All	1:37:52	0:18:21	1:56:13	0:05:56	2:02:09
Patrol (General)	22:19:44	1171:31:11	1193:50:55	23:53:11	1217:44:06
Sub-Total Patrol	27290:31:08	1566:33:21	28857:04:29	5716:22:34	34573:27:03

Supplemental Patrol	Community	Unknown	Sub-Total	Officer	Grand Total
<b>PRIMARY</b>					
K-9 Units	468:32:02	99:20:05	567:52:07	196:21:23	764:13:30
Patrol Sergeant	1570:42:42	205:17:14	1775:59:56	476:41:45	2252:41:41
Patrol Lieutenant	275:29:18	96:39:21	372:08:39	63:59:52	436:08:31
Sub-Total Supplemental Patrol – Primary	2314:44:02	401:16:40	2716:00:42	737:03:00	3453:03:42
<b>SECONDARY</b>					
Duluth Police Parking Monitors	247:43:45	6:25:21	254:09:06	1:00:50	255:09:56
DWI: Driving While Intoxicated/TZD: Toward Zero Deaths	358:48:21	7:25:26	366:13:47	1086:12:34	1452:26:21

Mental Health Unit	212:23:42	71:26:23	283:50:05	94:26:59	378:17:04
PIO: Public Information Officer	480:42:40	17:46:11	498:28:51	162:54:16	661:23:07
SRO: School Resource Officer	333:17:54	301:30:37	634:48:31	84:54:10	719:42:41
Sub-Total Supplemental Patrol – Secondary (showing only units with over 200 total hours)	2691:40:48	2220:28:45	4912:09:33	2468:51:44	7381:01:17

Non-Patrol	Community	Unknown	Sub-Total	Officer	Grand Total
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INVESTIGATIONS AND TASK FORCE

DVRT: Domestic Violence Response Team	140:02:39	17:47:29	157:50:08	118:13:07	276:03:15
Financial/Property	47:18:14	36:32:04	83:50:18	5:44:38	89:34:56
Juvenile Unit	83:54:16	44:30:42	128:24:58	12:41:01	141:05:59
SCAN: Sex Crimes, Child Abuse and Neglect	50:16:29	84:48:49	135:05:18	9:41:53	144:47:11
Task Force	98:53:28	168:45:19	267:38:47	10:55:05	278:33:52
Sub-Total Investigations and Task Force (over 40 hours)	458:23:37	768:44:20	1227:07:57	169:56:50	1397:04:47

OTHER DULUTH DATA

Sub-Total Other Duluth Data	81:15:02	96:22:50	177:37:52	3:54:08	181:32:00
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OTHER POLICE AGENCY DATA

Sub-Total Other Police Agency Data	1085:23:34	868:30:23	1953:53:57	718:12:32	2672:06:29
<b>Grand Total</b>	<b>33921:58:11</b>	<b>5921:56:19</b>	<b>39843:54:30</b>	<b>9814:20:48</b>	<b>49658:15:18</b>

Source: Agency Provided Computer Aided Dispatch (CAD) Data

Arguably, some of the CFS responses allocated in the patrol category may not relate to calls for service that are part of the patrol obligation, and there are also likely CFS that were handled by secondary supplemental patrol units, which do relate to primary CFS workload. Similarly, some of the CFS responses within the non-patrol category may be in support of a call that patrol handled. However, without a case-by-case breakdown, it is not possible to be certain of these numbers. Despite the potential for variances in the data, BerryDunn is confident that these allocations accurately reflect the total obligated patrol response demands, and that the variations that might exist within the categories would not significantly affect the categorical totals or the calculations used by BerryDunn to determine staffing levels.

Community-initiated work effort by patrol and supplemental units combine for approximately 33,109 hours of the obligated workload shown in Table 30. Although other units support the patrol officers and engage in a certain amount of community-initiated CFS, it is evident that patrol officers are responsible for the bulk of the obligated time associated with community-initiated CFS.

Although Table 30 contains the relevant data that relates to the calculations required for this assessment, BerryDunn has included the full calculation of hours from the CAD dataset in the appendix (see Appendix C, Table C-2).

### Methodology

The BerryDunn project team obtained a comprehensive CAD dataset from the DPD for fiscal calendar year February 1, 2018, through January 31, 2019. The dataset contained more than 193,000 line entries, reflecting 53,642 hours of work effort. This total number of hours reflects the actual workload hours recorded within CAD, but there were three primary issues inflating these numbers, specifically as they relate to obligated patrol workload. First, numerous data did not appear to represent primary response to CFS within patrol. These data belonged to various units with the department including the PIO, SROs, Park Rangers, and Parking Monitors, to name a few. As part of the analysis process, BerryDunn separated and removed these data.

The second issue involved officer-initiated as opposed to community-initiated activity. As noted above, the BerryDunn workload model relies upon a separation of these activities, and accordingly, it was necessary to split these data as part of the analysis. The total number of obligated community-initiated workload hours in the patrol category, including incidents classified as unknown, was approximately 28,858. The number of officer-initiated workload hours for patrol was approximately 5,716. Again, these data were split apart from the obligated workload total for patrol.

The third issue relates to the data within CAD that is not part of the obligated workload for the patrol officers. This data includes both community- and officer-initiated data, which is reflected in Table 30 in the supplemental patrol and non-patrol categories. As part of the analysis process, BerryDunn separates these data so that only the obligated workload data remains, and this

number is used for calculating patrol staffing needs. Table 63 in this chapter, illustrates the mathematical calculations used by BerryDunn in determining the final workload obligation totals.

It is important to note here that there were significant challenges and limitations within the CAD dataset that the DPD provided to BerryDunn. There were many empty cells within the dataset, including missing times associated with unit response, missing zone codes, and missing source data relative to whether incidents were community- or officer-initiated. In some cases, response data was inverted, meaning that the arrival time preceded the dispatch time. This condition is explainable, but required the exclusion of these CFS when calculating unit response times. In addition, determining in-zone versus out-of-zone response was a challenge, due to the manner in which the data were represented.

Although there were challenges within the dataset, BerryDunn processed the dataset and accounted for these difficulties as part of the overall analysis of the CAD data. In some cases, this meant that some parts of the dataset were excluded from certain calculations. For example, in the case of inverted CFS response times, these incidents were removed so that they did not unduly skew response averages. In these instances, the data represented were used to determine averages and percentages of occurrences. So, despite the removal of certain data, it is highly likely that the averages and percentages would be consistent, even if all of the data were represented. To be clear, BerryDunn is confident that the workload data and calculations presented provide a reasonable representation of the volume of obligated work that the Patrol Division must manage.

BerryDunn also wishes to point out that it is common for CAD datasets to contain these types of challenges and variations in the data. BerryDunn also has significant experience in accounting for these variances and in cleaning the CAD database so that the data can be used for the calculations required.

In Table 31, BerryDunn provides data from CAD dataset that reflect the duration of CFS for the DPD, which are separated by those that included a report, as opposed to those that did not. Based on the data in this table, CFS that later require a report take an average of one hour and six minutes to complete, and those that do not include a report take approximately 20 minutes to complete.

There are two points about Table 31 that are important to understand. First, the CFS duration for report CFS does not include report-writing time. Officers at the DPD clear (leave) their CFS after completing their initial investigation, so actual report writing time is not included in the totals reflected. The second thing to understand is that the time associated with a report CFS includes the cumulative time associated with all units that were on-scene for that incident. Accordingly, the one hour and six minute total does not mean that one officer was on the scene for that period of time, but rather, this is the total average time commitment for a CFS that includes a written report, including all time by all officers who responded.

**Table 31: Average Cumulative Times – Report and No-Report CFS**

Disposition Type	Count of Incidents	Time Spent	Average Per Incident
<b>No Report:</b>			
Advised	11,363	4002:09:41	0:21:08
Aired to Units	5,625	6:03:40	0:00:04
Assisted	13,112	6777:10:53	0:31:01
Canceled	840	96:23:52	0:06:53
Civil	49	12:40:49	0:15:32
Cleared	2,409	1780:02:08	0:44:20
COP: Community Policing Referral	55	49:09:41	0:53:38
Detox	313	202:45:51	0:38:52
GOA: Gone on Arrival	2,526	301:03:35	0:07:09
ICR: Initial Complaint Report - Number	7	5:11:50	0:44:33
MOR: Matter of Record	6,515	2209:26:35	0:20:21
Pending	618	233:31:39	0:22:40
Papers Served	2	2:40:52	1:20:26
Reassigned	11	17:57:30	1:37:57
Referred	3,125	315:27:35	0:06:03
Refused Service	12	5:20:57	0:26:45
Sent on Way	662	257:30:57	0:23:20
TAG/Citation Issued	1,639	1013:57:41	0:37:07
Unfounded	865	198:53:56	0:13:48
Unable to Locate	4,117	734:55:41	0:10:43
Other	1,190	284:56:21	0:14:22
<b>Sub-Total</b>	<b>55,055</b>	<b>18507:21:44</b>	<b>0:20:10</b>

Disposition Type	Count of Incidents	Time Spent	Average Per Incident
<b>Report:</b>			
Arrested/Jailed	1,442	2965:56:15	2:03:25
DOA: Dead on Arrival	8	14:51:23	1:51:25
Report Taken	8,000	7368:55:07	1:33:30
<b>Sub-Total</b>	<b>9,450</b>	<b>10349:42:45</b>	<b>1:05:43</b>
<b>Grand Total</b>	<b>64505</b>	<b>28857:04:29</b>	<b>0:26:51</b>

Source: Agency Provided CAD Data

From prior studies, BerryDunn has noted that report CFS generally take at least twice as long as CFS that do not require a report. The data shown in Table 31 shows a similar pattern at the DPD. When taken as an overall average, non-report CFS taken by the DPD take about one-third of the time required compared to completed CFS that require a report. Although the disparity between report and non-report CFS is a little higher than data observed in other studies, the total time for report CFS is slightly lower than what is typical elsewhere. There could be several possible explanations for the disparity in these numbers; however, BerryDunn heard consistently that officers deal with CFS quickly, since they are busy and expected to move on to the next CFS. In addition, BerryDunn noted that the DPD engages significant backup time on CFS. These two pieces could be responsible for variations in averages on report and non-report CFS.

**Table 32: Officer Workload Survey – Reports**

Title	Duluth PD	*Prior Studies
Number of Responses	106	191
Number of Written Reports	168	485
Average Reports Per Shift	1.58	2.47
Average Minutes Per Report	20.54	40.29

Source: Patrol Workload Survey

\*Table includes public data from prior studies conducted by the IACP

As part of this assessment, BerryDunn asked the DPD patrol officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (BerryDunn did not identify which shifts to record). Based on the self-reported survey provided, patrol officers reported an average of 1.58 narrative reports per shift, with the average duration of approximately 20.54 minutes (see Table 32). Note that the time per report is in addition to the on-scene time for each CFS.



In Table 32, data collected from other departments in recent studies conducted is provided for comparative purposes with data from the DPD. The self-reported data from DPD is substantially lower than the data from the comparison studies. This is significant because the DPD primarily uses 12-hour patrol shifts, and the prior study communities used a variety of 10- and 12-hour shifts. BerryDunn lacks the data to conclude why these numbers are comparatively low; however, time pressures on staff could be a significant factor.

Within the same survey referenced in Table 32, officers reported data related to their workload and type of activity. The results, shown in Table 33, indicate that in total, officers handled 1,139 CFS, with an average of 10.75 CFS per shift, each averaging 32.98 minutes. This self-reported data does not include report-writing time but only the on-scene time associated with handling the CFS, including backup responses. BerryDunn notes that based on six recent studies, the average CFS handled per shift was 7.23, with an average CFS duration of 36.77 minutes. The amount of time per CFS is consistent with the prior study averages; however, the number of CFS per shift at the DPD is elevated in comparison. Again, it is worth mentioning that the prior study averages do not account for shift length variations, and BerryDunn has observed that the DPD has a higher rate of backup unit responses. These factors could explain the variations in these numbers relative to the comparisons provided.

**Table 33: Officer Workload Survey – CFS**

Title	Duluth PD	*Prior Studies Avg.
Number of Responses	106	200
Number of CFS Reported	1,139	1,571
Average CFS Responses Per Shift	10.75	7.23
Average Minutes Per CFS	32.98	36.77

Source: Patrol Workload Survey

\*Table includes public data from prior studies conducted by the IACP.

## Report Processing and Review

During interviews with staff, BerryDunn inquired about the process involved in police report writing and the review of those reports. The following briefly summarizes the steps in this process.

### Officer

- Following the incident, the officer generates a dictated police report
- For all criminal incidents, the primary officer assigned to the case will refer the case and the associated reports to one of the investigations units within the department
- All reports are referred to an investigations unit for review, and this includes cases in which an arrest has been made

- The referral to investigations corresponds to the type of incident. For example, if the incident involves a sexual assault, it will be referred to the SCAN Unit. If the incident involves a burglary, it will be referred to the Property and Financial Crimes Unit.
- Following the review of the report by the supervisor or investigator, the officer is responsible for making any adjustments to the report, if requested

### Records

- When a dictated report is received by records, they will transcribe it and update RMS with subject names and other crime coding
- Following transcription, reports are emailed to patrol officers and investigators
- Investigators respond with “approved” or make any necessary changes. If changes are made, records updates the report in the RMS and changes status to approved. If no changes are needed, records updates the status to approved.
- Patrol officers make any necessary changes and send the reports to a supervisor. The patrol supervisor reviews the reports and either sends it back to the officer for additional changes, or sends it to records as approved.

### Investigator

- Report/case review occurs in the investigations unit, based on who is assigned or available
- Report/case reviews may be done by a supervisor, but more typically, they are done by an investigator assigned to that unit
- If the investigator feels that the case requires additional investigation work, they will assign it within their unit (or send it to the appropriate unit, if it has been misrouted)
- If the investigator feels that the case requires additional work, or that the report requires corrections, they will refer it back to the officer
- After the investigator reviews the report, the patrol officer and a patrol supervisor will also review it
- If the investigator does not feel the case can be investigated successfully, they will close the case
- Once the case is ready for submission, whether the person is in custody, or it involves a citation or a formal complaint, the investigator will send the case to the appropriate prosecutor

### Supervisor

- When a report has been completed, the patrol supervisor for the officer will review it

- If the supervisor feels that the report requires corrections, they will refer it back to the officer
- All UOF reports are reviewed by the respective patrol lieutenant and by the UOF Coordinator in the Training and Licensing Unit

Any report/case review process should include some basic elements. It should act as a level of quality control, it should ensure that all reports/cases are reviewed so that nothing is missed, and it should provide a mechanism for case follow-up, when the established standards for additional investigation are met.

Based on an overall review of the report writing and approval process, BerryDunn finds that there are areas of inefficiency that the DPD should examine for revision. As part of the data request from BerryDunn, the DPD provided data regarding the number of cases referred to each investigative unit, and the number of cases that were activated for additional investigation. For 2018, there were 5,767 cases referred to the various investigations units for review. Of that number, 2,636 cases were activated. This means that investigators at the DPD reviewed 3,131 cases that were closed without any additional follow-up. Even if all of the cases involving the SCAN and DVRT Units were referred to them for secondary review, there would still be 1,716 cases that were reviewed by investigators that were not activated. It is also worth noting that some of the cases that were activated required minimal follow-up that could have easily been completed by an officer or other staff member. Although this number is unknown, it is evident that the number of cases in which an investigator could be removed from the review process is substantial.

One common way that police departments assess whether cases should be forwarded for investigation involves the use of solvability factors. There are numerous variations of this assessment model, but most emanate from the foundational work done by the Rochester, NY, Police Department in the late 1970s. In that study, research was done to isolate the common elements present in cases reported to the police that were successfully investigated. From that research, a series of common factors (solvability factors) were identified.<sup>19</sup> By considering whether one or more of these factors is present on any given case, police departments can focus their efforts on cases that have a reasonable opportunity for a successful resolution, and they can close those that are unlikely to be solved, even with reasonable investigative effort.

According to the DPD policy manual, Section 325.2.3 Solvability Factors Assessment, following the preliminary investigation, officers are expected to assess the likelihood of a crime being solved by using the Solvability Factor Matrix within the manual. The solvability factors in the DPD policy manual are weighted, meaning that certain factors are more likely to allow for

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<sup>19</sup> Managing Criminal Investigations in Rochester, New York – A Case Study  
<https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=92744>

successful investigation than others. If the case meets the minimum solvability score, the presumption is that the case should receive additional investigative effort.

Although the DPD has a policy on this, those that BerryDunn interviewed were not clear on whether the DPD was using solvability factors, and if so, how these are recorded or reported. More importantly, even if the DPD is using them, the results from the weighted solvability assessment are not being applied properly. When a case lacks sufficient details or evidence to support additional investigation, it is inefficient to require review by the investigative unit and by a supervisor. This level of review is redundant, and it absorbs precious time that could be allocated elsewhere.

In addition to the lack of a proper application of solvability factors, BerryDunn also noted that the review of cases by investigators is inconsistent. Staff interviewed by BerryDunn stated that they have observed variations on which cases are activated for investigation, based on who is reviewing them. Some also told BerryDunn that officers sometimes object to feedback or direction from the investigators, since the investigators do not have supervisory authority over the patrol staff.

BerryDunn acknowledges that the report review process in place for the DPD is thorough. It meets the standards for quality control and for ensuring that all cases are considered. However, the redundancy of the current process, and the potential for inconsistent reviews, both represent good reasons for the DPD to consider revisions to the review process. BerryDunn recommends that the DPD examine its report and case review process to look for opportunities to improve the efficiency of the process and to add consistency. BerryDunn also recommends that the DPD consider formalizing the use of solvability factors through this process, and/or taking steps to ensure compliance with this policy, if that process already exists. Finally, BerryDunn notes that some might suggest there is an ongoing need for investigators to review all cases so that they are aware of all criminal incidents that affect their investigations unit. Although this is a valid argument, the DPD has a crime analysis and criminal intelligence unit, and this level of awareness can occur at that level, rather than taking valuable time away from investigators to review cases that will not be activated.

### **In-Custody Reports**

In addition to the overall report/case review process, BerryDunn heard from prosecutors that the current system for processing reports and cases involving those who are in jail awaiting arraignment has sometimes resulted in a lack of timeliness in terms of the delivery of the reports to prosecutors. Because of delays in the processing of these files, prosecutors have sometimes had to release persons prior to an arraignment, or they have had to request extensions from the court—a process the court typically does not favor.

In discussion with staff, BerryDunn learned that the process for reviewing in-custody reports and case files does not deviate from the general report/case review process, other than the Records Unit giving priority to transcribing in-custody reports. Dealing with the processing of in-custody

reports is often more problematic following a weekend or a holiday. In those circumstances, the number of reports that records needs to process can be overwhelming and lead to delays in the delivery of those files to prosecutors.

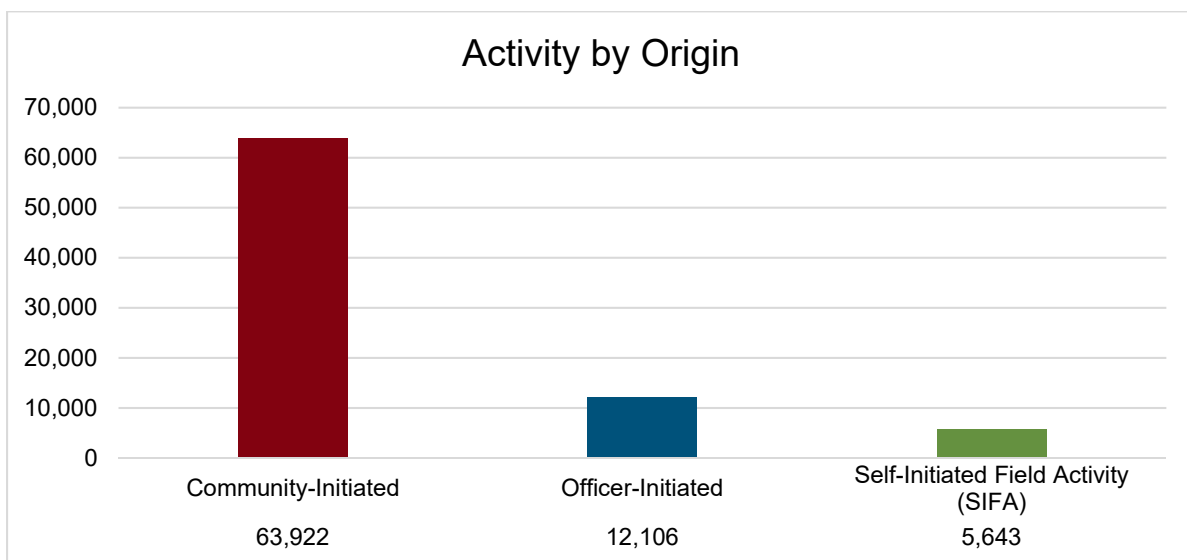
In addition to considering revisions to the report/case review process, BerryDunn also recommends that the DPD examine the in-custody report/case review process, to ensure a timely delivery of necessary reports and case files to prosecutors.

### III. Calls for Service Analysis

In this section, BerryDunn will examine the data related to the response to CFS by the DPD, both community- and officer-initiated, and provide a detailed analysis of this information.

CFS response represents the core function of policing, and responding to community complaints and concerns is one of the key measures of effective policing in every community. Leaders can also use data related to CFS to measure the confidence and reliance the public has on their police department. In many places around the globe, the public is reluctant to call the police when they have a problem, whether big or small. However, in America, despite the current challenges facing the profession of law enforcement, those in need of help will call the police (generally), regardless of how serious or simple the incident may be, and this is a fact that distinguishes American policing from many other countries. In Figure 6, a graphic depiction of community- and officer-initiated activity within the city for 2018 is provided, separated by category. The data in Figure 6 reflects activity only for patrol, and it excludes activity from all other DPD units.

**Figure 6: Community vs. Officer-Initiated CFS**



Source: Agency Provided CAD Data, patrol units only

In addition to providing data on community- and officer-initiated activity, Figure 6 also includes data regarding self-initiated field activity (SIFA). The model that BerryDunn uses for determining patrol staffing relies on an analysis of the obligated workload. Generally, BerryDunn considers the obligated workload to be the aggregate total of the time officers spend addressing criminal, non-criminal, traffic, and backup response activities that result from a call from the public or an incident an officer comes upon. Officer-initiated activity is not typically included in this total, unless the observed activity relates to an incident type that would result in a CFS, if not for the officer discovering the incident on his or her own (e.g., burglary in progress, motor vehicle crash, fight in a parking lot).

For the DPD, SIFA refers to self-initiated field activity, and on its surface, this appears to belong in the officer-initiated category. However, SIFA activity for the DPD is non-discretionary activity, and it is part of the data-driven policing strategy for the agency. The police department requires officers to spend time in designated areas, and this requirement effectively re-categorizes SIFA activity as part of their obligated workload. BerryDunn wishes to point out here that the use of directed policing activities like SIFA are not only reasonable, they are becoming a best practice within the industry. Rather than having officers randomly patrol areas of the community, perhaps spending time in neighborhoods where there is little demand for police services, data-driven policing strategies target the areas in which crime has been occurring, and/or where it is likely to occur, with the intent of apprehending those responsible, or deterring additional criminal activity. As appropriate as this type of strategy is, it also is non-discretionary, and it absorbs part of the obligated workload time available for officers. BerryDunn will also provide additional details on data-driving policing and ILP strategies in Chapter 10 of this report.

The total volume of activity shown in Figure 6 is 81,671 incidents. Based on the data in Figure 6, 78.27% of patrol officer volume relates to community-initiated activity. However, if the SIFA volume is added to the community volume as part of the obligated workload, the percentage shifts to 85.18%. BerryDunn notes that based on data from prior studies, the percentage of community-initiated activity can vary greatly. In five recent studies, the average percentage of community-initiated activity was 59.81%, but the range from these studies was from 41.60% to 72.05%. Based on the data from Figure 6, the DPD is on the outside of this range. There can be various explanations as to why the ratio of community- to officer-initiated activity varies so significantly; however, BerryDunn has determined that one of the key factors that drives these differences relates to staffing issues (and scheduling issues) and the amount of time officers have available to conduct self-initiated work.

Table 34 provides the top five types of activities handled by patrol staff of the DPD, based on time spent, separated by incident type. Again, as note in Chapter 1, the data in Table 34 demonstrates the service-oriented nature of the DPD. In addition to this observation, there are a few other notable aspects of the data in this table.

**Table 34: Top Five Community-Initiated Activities by Time Spent**

<b>Community Initiated</b>	<b>Hours on CFS</b>	<b>Pct. of Total</b>
<b>Crime</b>		
Disturbance	3030:54:25	11.11%
Domestic – Physical	1330:53:06	4.88%
Burglary	790:31:30	2.90%
Shoplifter	668:14:24	2.45%
Theft	668:09:53	2.45%
<b>Crime – Total Annual Hours</b>	<b>13104:33:05</b>	<b>48.02%</b>
<b>Service</b>		
Unwanted Person	1391:52:17	5.10%
Check Welfare	1382:52:26	5.07%
Domestic – Verbal	1066:20:15	3.91%
Suspicion	1022:54:45	3.75%
Suicidal	744:50:43	2.73%
<b>Service – Total Annual Hours</b>	<b>12059:10:33</b>	<b>44.19%</b>
<b>Traffic (Motor Vehicles Crashes Only)</b>		
Property Damage Motor Vehicle Crash	1327:10:11	4.86%
Personal Injury Motor Vehicle Crash	402:00:23	1.47%
Personal Injury Motor Vehicle Crash – Pedestrian	45:46:58	0.17%
Vehicle in the Ditch	43:05:57	0.16%
Property Damage Motor Vehicle Crash with Animal	14:12:05	0.05%
<b>Traffic – Motor Vehicle Crash Related</b>	<b>1832:15:34</b>	<b>6.71%</b>
<b>Traffic (No Motor Vehicle Crashes)</b>		
Parking – Other Problem	176:36:53	0.65%
Parking – Blocked Driveway	59:57:23	0.22%
Traffic Control	42:46:06	0.16%



Community Initiated	Hours on CFS	Pct. of Total
Hot-rodders	15:11:34	0.06%
<b>Traffic – Non-Crash Related Annual Hours</b>	<b>294:31:56</b>	<b>1.08%</b>
<b>Traffic – Total Annual Hours</b>	<b>2126:47:30</b>	<b>7.79%</b>
<b>Community-Initiated Total Hours</b>	<b>27290:31:08</b>	<b>100.00%</b>

Source: Agency Provided CAD Data, patrol response only

In the crime category, disturbance CFS account for 3,030 hours. This represents 11.10% of the total workload for patrol. This is a substantial amount of time, and as mentioned previously, this is an area where the DPD may wish to focus crime reduction strategies. When combined, physical domestic incidents and non-criminal domestics total 2,396 hours, or 8.78%, of the overall volume. As noted, this data supports the ongoing need for the DPD to continue to focus on the DVRT as a strategy to address and reduce the number of these incidents. In addition, to disturbances and domestics, the DPD spent 1,832 hours investigating motor vehicle crashes in 2018. Based on this data, motor vehicle crashes alone represent 6.71% of the total patrol workload. These three areas alone represent 26.59% of the total workload volume for patrol.

To put these numbers into perspective, the three areas noted have a combined workload of 7,258 hours. According to the BerryDunn model, these incidents consume all of the available time for 15 officers. This number is dramatic, and more importantly, the DPD can engage in specific strategies to reduce this volume. BerryDunn wishes to point out here that the times shown in Table 34 include only patrol units and exclude supplemental and non-patrol units. If this time was added to the total, it is likely that it would be increased substantially.

In contrast to Table 34, which reflects the top activities by time spent, Table 35 provides a list of the top DPD activities, based on the frequency of the events. This list reflects patrol responses only and excludes CFS types with less than 1% of the overall volume. Similar to the data in Table 34, the data in Table 35 shows that the workload demands for the DPD are primarily service-related. Within the 15 most frequent activities, only two relate to crimes.

**Table 35: Most Frequent Community-Initiated Activity by Volume**

*Description	Event Type	Fiscal Year 2018	Percent
Disturbance	Crime	5,867	9.18%
Medical	Service	5,803	9.08%
Check Welfare	Service	3,425	5.36%
Suspicion	Service	3,031	4.74%
Unwanted Person	Service	2,853	4.46%
Attempt to Locate (ATL)	Service	2,287	3.58%
Property Damage Motor Vehicle Crash	MV Crash	1,931	3.02%
Theft	Crime	1,676	2.62%
Vehicle Information	Service	1,278	2.00%
Parking Problem	Traffic	1,260	1.97%
Information	Service	1,244	1.95%
Public Assist	Service	1,238	1.94%
Domestic - Verbal	Service	1,214	1.90%
Animal Complaint	Crime	1,205	1.89%
Security Alarm	Service	1,158	1.81%
Shoplifting	Crime	1,082	1.69%
Call Back/Telephone Call	Service	900	1.41%
Check Hazard	Service	885	1.38%
Intoxicated Person	Service	874	1.37%
Unknown Trouble	Service	861	1.35%
Juvenile Offense	Crime	852	1.33%
Attempted Pick Up	Service	849	1.33%
Fraud	Crime	848	1.33%
Lost or Found Property	Service	818	1.28%
Suicidal Threats	Service	816	1.28%
Theft from Vehicle	Crime	806	1.26%
Drug Incident	Crime	705	1.10%
Assist Other Agency	Service	649	1.02%

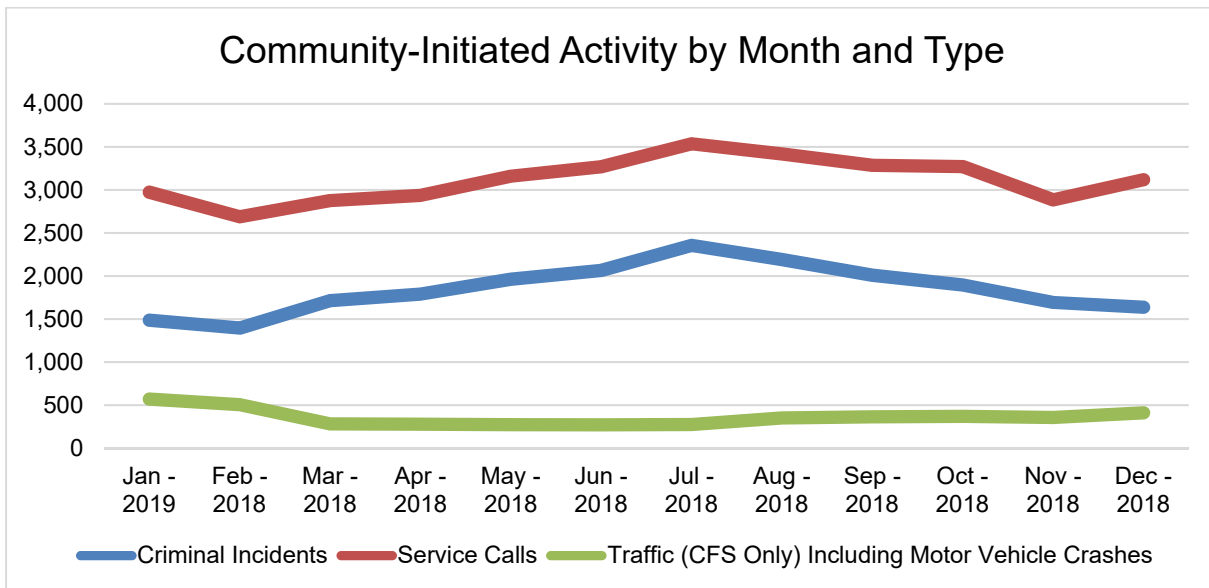
*Description	Event Type	Fiscal Year 2018	Percent
<b>Grand Total</b>		<b>63,922</b>	<b>100.00%</b>

Source: Agency Provided CAD Data, patrol response only

\*Top events by frequency with a minimum of 1% of the overall volume

To analyze the cyclical patterns of obligated work volumes, BerryDunn split these data by month, and Figure 7 reflects these data. As expected, CFS activity is generally higher through the summer months, when more people are out enjoying the resources of the city. The cyclical pattern of CFS during the time of year is an important consideration, similar to examining CFS patterns by day of the week and hour of the day. As will be explained below, departments must be able to allocate resources efficiently in response to these patterns.

**Figure 7: Call Volume by Month and Type**



Source: Agency Provided CAD Data, patrol response only

The following three tables show the volume of activity for the DPD by category, separated by community- and officer-initiated work. The data in Table 36 shows the total volumes for the DPD, including both community- and officer-initiated activity. In Table 37, the data is shown only for the community-initiated activity, and in Table 38, that data shows only the officer-initiated activity. Again, it is important to note here that this data only includes responses by patrol officers.

**Table 36: Total Cumulative CFS Volume by Category**

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (H:M:S)	% of Total Time Spent
Crime	22,196	26.98%	13104:33:05	37.90%
Service	41,292	50.20%	13948:55:20	40.35%
Traffic (No Crashes)	10,209	12.41%	2484:45:32	7.19%
Motor Vehicle Crashes	2,331	2.83%	1832:15:34	5.30%
Unclassified	583	0.71%	1566:33:21	4.53%
SIFA	5,643	6.86%	1636:24:11	4.73%
<b>Grand Total</b>	<b>82,254</b>	<b>100.00%</b>	<b>34573:27:03</b>	<b>100.00%</b>

Source: Agency Provided CAD Data, patrol response only

**Table 37: Community-Initiated CFS Volume by Category**

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (H:M:S)	% of Total Time Spent
Crime	22,196	34.72%	13104:33:05	48.02%
Service	37,418	58.54%	12059:10:33	44.19%
Traffic (No Crashes)	1,977	3.09%	294:31:56	1.08%
Motor Vehicle Crashes	2,331	3.65%	1832:15:34	6.71%
<b>Grand Total</b>	<b>63,922</b>	<b>100.00%</b>	<b>27290:31:08</b>	<b>100.00%</b>

Source: Agency Provided CAD Data, patrol response only

As indicated in Table 37, the largest portion of community-initiated activity for the DPD relates to service calls, which include CFS related to service, traffic, and motor vehicle crashes. Combined, these service categories comprise 65.28% of the total percentage of CFS, and 51.98% of the time spent by officers. Activity investigating crimes is much less frequent (about half as often as service calls) but takes nearly the same amount of time as service calls, consuming 48.02% of community-initiated activity for officers.

In Table 38, data regarding officer-initiated activity is shown. The largest volume of activity involves traffic enforcement, and this distribution is common for police agencies. SIFA data is also included in Table 38. As mentioned previously, although SIFA activity is an officer-initiated activity, it is required activity, as directed by the police department. Because of this, BerryDunn considers SIFA activity part of the obligated workload for officers.

**Table 38: Officer-Initiated CFS Volume by Category**

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (H:M:S)	% of Total Time Spent
Service	3,874	21.83%	1889:44:47	33.06%
Traffic (No Crashes)	8,232	46.38%	2190:13:36	38.31%
SIFA	5,643	31.79%	1636:24:11	28.63%
<b>Grand Total</b>	<b>17,749</b>	<b>100.00%</b>	<b>5716:22:34</b>	<b>100.00%</b>

Source: Agency Provided CAD Data, patrol response only

In Table 39, BerryDunn provides data regarding the time per CFS for the DPD from two perspectives. The first set of DPD data comes from CAD for fiscal year 2018. The second set of data comes from the self-reported CFS data collected from officers from two of their work shifts.

**Table 39: Time per CFS – Comparisons**

Duluth PD CAD Data			
Category	% of Total Calls	% of Call Time	Minutes Per CFS
Crime	34.72%	48.02%	35.42
Service	58.54%	44.19%	19.33
Traffic	6.74%	7.79%	56.10

Source: Agency Provided CAD Data CAD Data

*Prior Study Averages		
% of Total Calls	% of Total Call Time	Minutes Per CFS
39.19%	45.48%	55.96
44.05%	37.46%	41.01
16.76%	17.05%	49.07

\*Table includes public data from prior studies conducted by the IACP

Duluth PD Patrol Survey Data			
Category	% of Total Calls	% of Call Time	Minutes Per CFS
Crime	49.65%	56.58%	35.07
Service	47.45%	39.64%	25.71
Traffic	2.90%	3.29%	34.88

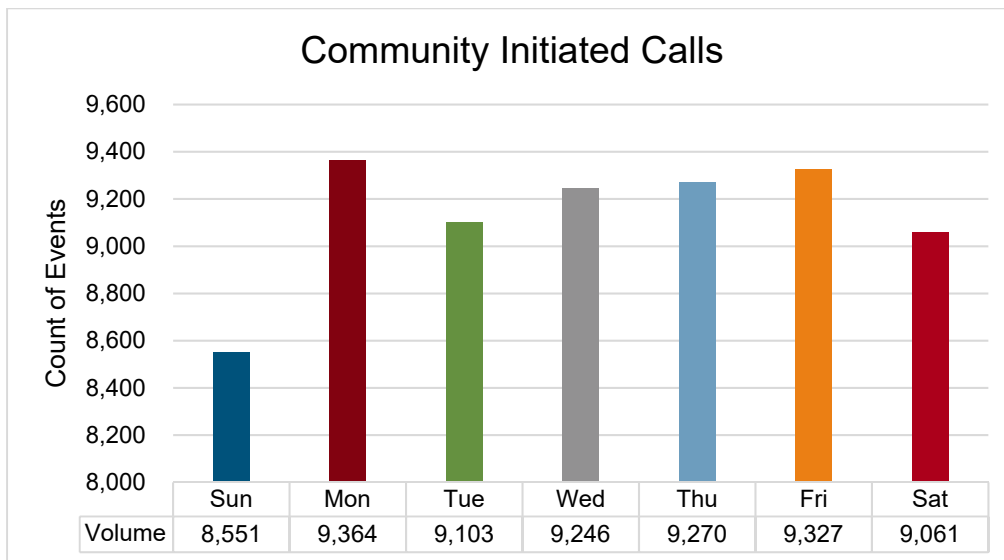
Source: Patrol Workload Survey

The data from the two DPD sources is similar, particularly with respect to the time associated with criminal calls, and the percentage of time per CFS. There are some variances in the times associated with service calls and traffic, which may be related to reporting practices or the small dataset used in the patrol workload survey. When taken as an aggregate, the minutes per CFS for the three categories are similar. However, the numbers are somewhat disparate when comparing the DPD CAD data in Table 39 against the prior study averages. For both crime and service categories, the average time per CFS for the DPD is more than 20 minutes lower than

the comparison group. This is significant because these times include the total on-scene time of all units, including backup. BerryDunn lacks the data to draw a conclusion as to why these times are comparatively low, but again surmises that personnel deployments and workload demands may be partially responsible.

As noted in reference to Figure 7, it is important to examine work volume patterns from a variety of perspectives. Figure 8 below depicts the number of CFS by day of the week for community-initiated CFS. This figure presents a familiar pattern seen by BerryDunn in past studies.

**Figure 8: Call Volume by Day of the Week**

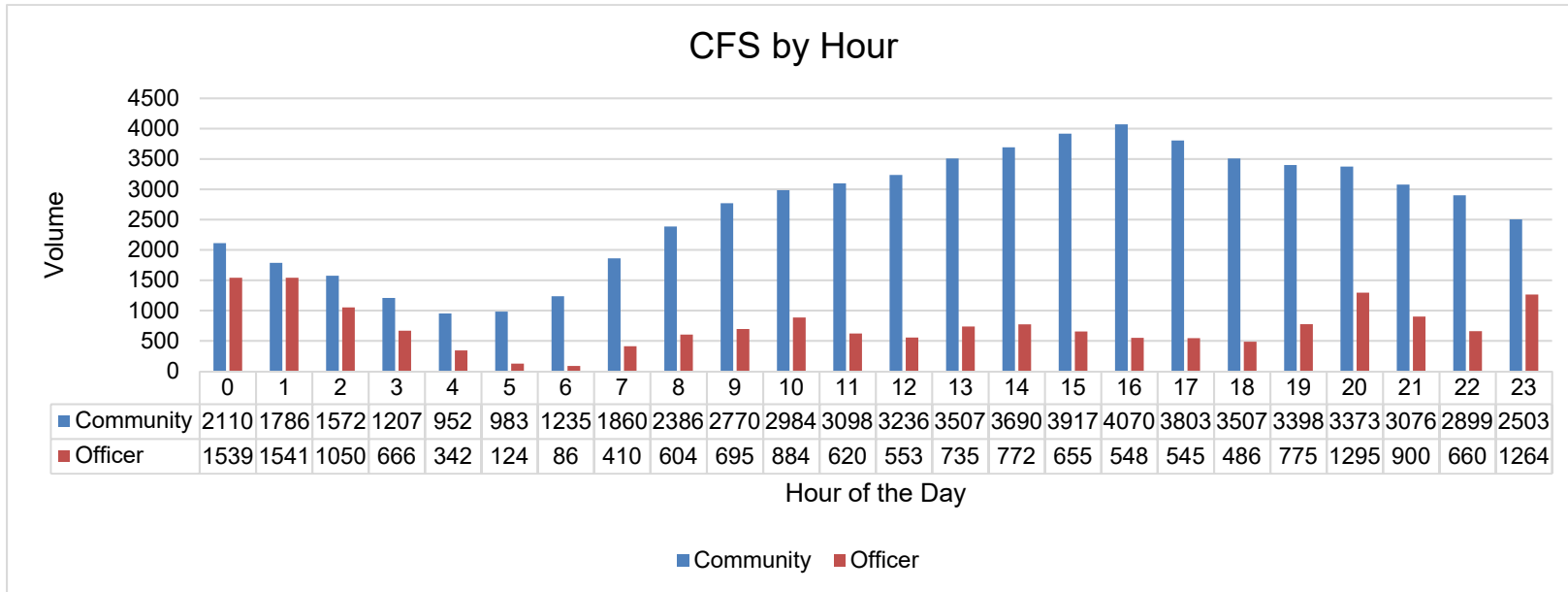


Source: Agency Provided CAD Data, patrol response only

Although they appear somewhat pronounced in the figure, there are only slight variations in the annual totals of community CFS by day of the week. The variation between the highest day, which is Monday, and the lowest day, which is Sunday, is about two CFS/day. This level of variation would not be sufficient to suggest varied staffing levels by day of the week.

Figure 9 shows the distribution of CFS by hour of the day, including both community-initiated CFS and officer-initiated activities. Again, this figure shows a familiar pattern of activity that BerryDunn has observed in numerous other studies. Based on this table, community-initiated CFS peak around 4:00 p.m., dipping to their lowest total about 4:00 a.m. The pattern in Figure 9 is important, because workload volumes are up to four times greater at the high point as opposed to the low workload volume point. These variations are significant, and they require a work schedule that is distributed appropriately to manage these variations.

Figure 9: Call Volume by Hour of the Day



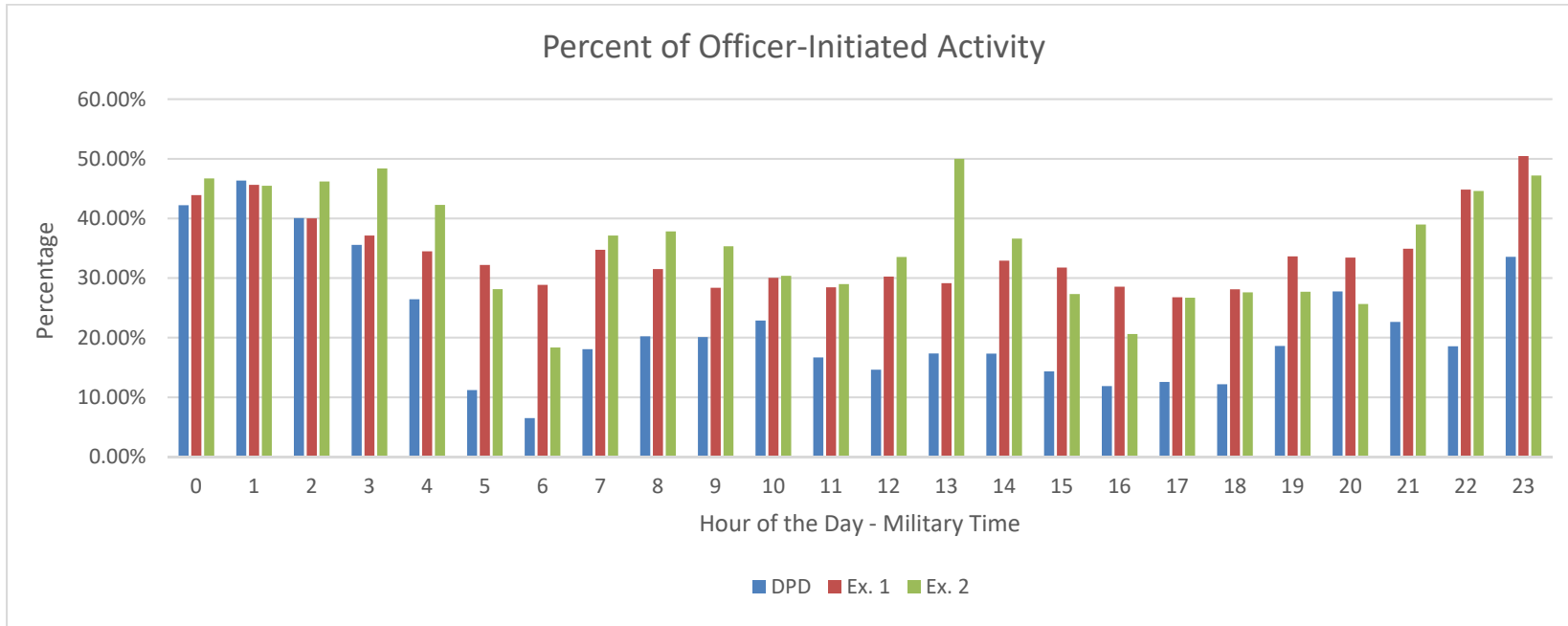
Source: Agency Provided CAD Data, patrol response only

In looking at Figure 9, it is apparent that a greater percentage of officer-initiated activity generally occurs (regardless of purpose) when the community-initiated CFS are lower. This is typical; as officers have more time available, they will engage in more proactive activity (or administrative duties), and this table reflects that pattern. However, BerryDunn notes that the volume of officer-initiated activity is relatively low when viewed by the hour. This is not surprising, as Figure 6 reflected that 78.27% of the time engaged by patrol officers is spent on CFS. However, the percentage of time spent on officer-initiated activity by the DPD is substantially lower than other distributions that BerryDunn has observed.

In Figure 10, BerryDunn has converted the DPD officer-initiated data from Figure 9 into a percentage of activity by hour. This table reflects what percentage of the total activity by hour involves officer-initiated activity. In Figure 10, BerryDunn has also included data from two other studies that have similarly sized police departments.



**Figure 10: Comparison of Officer-Initiated Activity by Percent**



In Figure 10, it is evident that as a percentage of activity, officer-initiated activity for the DPD is significantly lower than the two comparisons provided. In fact, the overall volume of officer-initiated activity by the DPD is the lowest that BerryDunn has observed. BerryDunn notes that this is an important observation, because it lends support to the theory that patrol officers are struggling with the workload volume. It also supports concerns about personnel deployments and staffing needs.

In Table 40, the data from Figure 9 is displayed, based on the percentage of overall CFS volume by hour of the day. The CFS data in Table 40 has been separated into three segments (and color-coded), which cover the hours of 0600 – 1800, 1000 – 2200, and from 1800 – 0600. These timeframes were used because they most closely resemble the shift hours used by the DPD.

**Table 40: CFS by Hour – Shift Block Configuration**

Community			Officer		
Hour	CFS Total	Percent	Activity	Percent	
0600	1,235	1.93%	86	0.48%	0600-1800 57.19%
0700	1,860	2.91%	410	2.31%	1000-2200 65.17%
0800	2,386	3.73%	604	3.40%	1800-0600 42.81%
0900	2,770	4.33%	695	3.92%	
1000	2,984	4.67%	884	4.98%	40.04%
1100	3,098	4.85%	620	3.49%	
1200	3,236	5.06%	553	3.12%	
1300	3,507	5.49%	735	4.14%	
1400	3,690	5.77%	772	4.35%	
1500	3,917	6.13%	655	3.69%	
1600	4,070	6.37%	548	3.09%	
1700	3,803	5.95%	545	3.07%	
1800	3,507	5.49%	486	2.74%	49.40%
1900	3,398	5.32%	775	4.37%	
2000	3,373	5.28%	1,295	7.30%	
2100	3,076	4.81%	900	5.07%	
2200	2,899	4.54%	660	3.72%	
2300	2,503	3.92%	1,264	7.12%	
0000	2,110	3.30%	1,539	8.67%	59.96%
0100	1,786	2.79%	1,541	8.68%	
0200	1,572	2.46%	1,050	5.92%	
0300	1,207	1.89%	666	3.75%	
0400	952	1.49%	342	1.93%	
0500	983	1.54%	124	0.70%	
<b>Total</b>	<b>63,922</b>	<b>100.00%</b>	<b>17,749</b>	<b>100.00%</b>	

Source: Agency Provided CAD Data, patrol response only

The data in Table 40 is very important, because it provides a clear picture of CFS distribution based on different sections of the day, which also track with shift and personnel allocations. As

shown in this table, the bulk of community-initiated CFS, more than 65%, occurs between 10:00 a.m. and 10:00 p.m. (1000 – 2200). In addition, the data in Table 40 shows 52.34% of CFS volume occurring between 8:00 a.m. and 6:00 p.m., and only 19.32% of the CFS activity occurring between 11:00 p.m. and 7:00 a.m. Again, this is a very typical distribution of CFS activity.

One of the reasons for analyzing CFS volumes by month, day of the week, or hour of the day is to look for patterns that the department can use to analyze personnel allocations and staffing, in hopes of more efficiently deploying personnel during the times when the most activity is occurring. Although BerryDunn favors this type of analysis and acknowledges it is a significant aspect of work schedule design, the volume of activity is not the sole factor to be considered in terms of scheduling personnel. Based strictly on the percentage of CFS reflected in Table 40, one might consider scheduling only 19% of the patrol staff from 11:00 p.m. to 7:00 a.m. However, CFS that occur at night often involve some of the most dangerous activities that the police must deal with, and most of these incidents require multiple personnel. In addition, this type of personnel allocation would not sufficiently cover the patrol zones of the city.

As BerryDunn has mentioned previously, geography is a significant factor, and the shape and geographic makeup of Duluth has an effect on personnel distributions. For these reasons, work schedule design and personnel deployments must include consideration of various operational aspects to help ensure that the workforce staffed, at all hours of the day, is equipped to manage the workload and type of work they will encounter.

In Table 41, the allocation of patrol officers is shown (excluding supervisors), by patrol zone and hourly blocks. As Table 41 shows, the DPD has equalized the distribution of personnel across the shifts and zones.

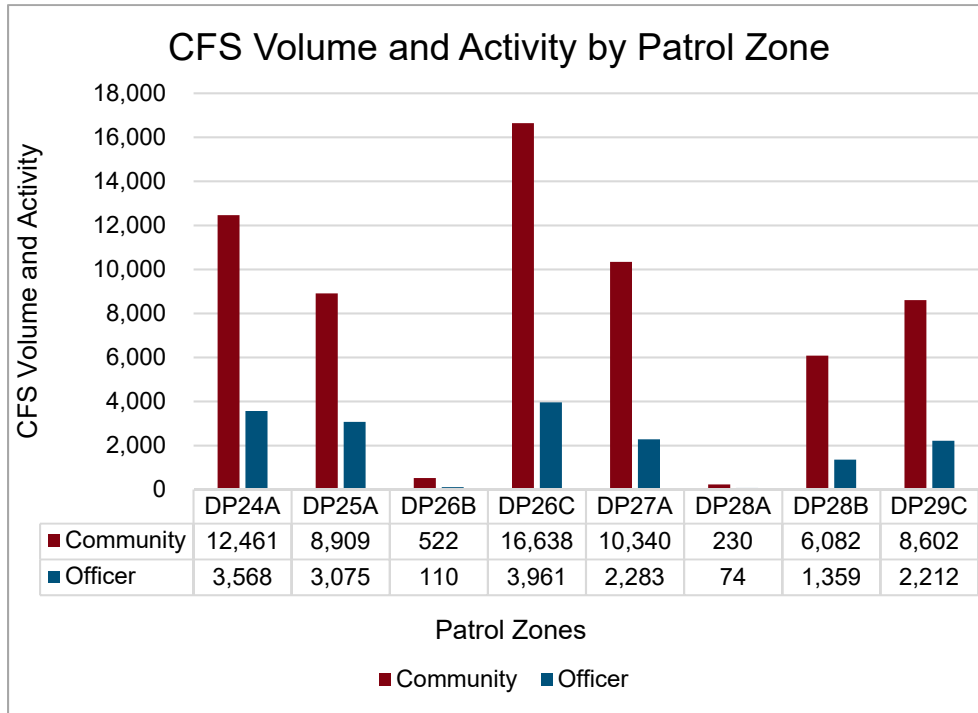
**Table 41: Patrol Officer Hourly Allocations by Patrol Zone**

Hours	Patrol Zones						Totals	Max Off
	24	25	26	27	28	29		
0400-0900	2	2	2	2	2	2	12	2
0900-1600	3	3	3	3	3	3	18	3
1600-2100	4	4	4	4	4	4	24	4-5
2100-0400	3	3	3	3	3	3	18	4

Source: Agency Provided Data

In Figure 11 below, a visual depiction of the CFS and officer-initiated activity is provided. Because of how the data are separated in CAD, BerryDunn has split the data from zone 26 into zones 26B and 26C, and the data from zone 28 have been split into zones 28A and 28B. These data are generally combined throughout this report but have been split here for illustration purposes.

**Figure 11: Annual CFS Volume by Patrol Zone**



Source: Agency Provided CAD Data, excludes CFS with undesignated zones

Figure 11 shows the disparity of CFS distribution between zones. In Table 42, the data from Figure 11 have been captured, but the size of the zones has been included.

**Table 42: Zone Size and Volume**

Zone	Sq. Miles	CFS Volume	CFS/Square Mile
24	24.63	12,483	507
25	3.49	8,922	2,556
26	1.99	17,205	8,646
27	1.85	10,362	5,601
28	19.16	6,316	330
29	20.65	8,658	419

Source: CAD and Agency Provided Data

As Figure 11 and Table 42 show, zone 24 has the second-highest volume, but it is the largest zone geographically, at almost 25 square miles. The next three highest-volume zones are 25, 26, and 27; however, these are the smallest zones in area. Although zones 28 and 29 have the lowest overall volume, they are both nearly 20 square miles in size, and they average 17 and 23 daily CFS respectively.

To further illustrate the distribution of CFS by zone and by hourly block, BerryDunn has provided Table 43. These hourly blocks correspond to the hourly shift allocation of patrol officers shown in Table 41.

**Table 43: Count of Community CFS by Hour-Blocks and Zone**

Patrol Zone	0400-0900	Daily CFS	0900-1600	Daily CFS	1600-2100	Daily CFS	2100-0400	Daily CFS
24	1,422	3.90	4,534	12.42	3,655	10.01	2,872	7.87
25	1,152	3.16	3,213	8.80	2,376	6.51	2,181	5.98
26	1,879	5.15	6,021	16.50	4,777	13.09	4,528	12.41
27	1,171	3.21	3,648	9.99	2,843	7.79	2,700	7.40
28	827	2.27	2,395	6.56	1,827	5.01	1,267	3.47
29	980	2.68	3,381	9.26	2,682	7.35	1,615	4.42
<b>Pct. by Shift</b>	<b>11.62%</b>	<b>20.36</b>	<b>36.27%</b>	<b>63.54</b>	<b>28.40%</b>	<b>49.75</b>	<b>23.71%</b>	<b>41.54</b>

Source: Agency Provided CAD Data

As Table 41 showed, the DPD staffing model distributes personnel equally across the shifts and zones. However, the data in Table 43 show that the distribution of CFS volume varies significantly by zone and time block. For example, the CFS volume in zone 26 between 9:00 a.m. and 4:00 p.m. (0900 – 1600) is nearly double the volume for zone 25, and more than double the volume of zone 28. There are numerous examples of these variances within Table 43; however, the variances are substantial and require a work schedule that can adjust to them.

BerryDunn wishes to point out here that the work schedule for the DPD uses an over-scheduling feature, which in theory provides additional staff who can be allocated in high-volume areas. BerryDunn will provide additional details and work schedule analysis later in this chapter, but based on numerous data provided and reviewed by BerryDunn, it is evident that the DPD is often operating at or below shift minimums, which do not respond well to peak CFS volumes.

Looking strictly at Table 41, it is difficult to understand how the personnel allocations translate into the number of officers working, based on the hour of the day, including the overlaps. Table 44 shows this breakdown, reflecting all of the officers scheduled to work, excluding supervisors. It is also important to note that the data in Table 44 represents the *maximum* number of personnel scheduled by hour. As BerryDunn will show in another figure, the totals in Table 44 are not typical of actual patrol staffing.

**Table 44: Patrol Officer Allocations by Hour (Excludes Supervisors)**

Hour	Shifts												Totals
	0600-1800	0600-1700	0700-1900	0700-1800	0900-2100	0900-2000	1600-0400	1600-0300	1800-0600	1900-0600	1900-0700	2000-0700	
0600	5	1									5	1	12
0700	5	1	5	1									12
0800	5	1	5	1									12
0900	5	1	5	1	5	1							18
1000	5	1	5	1	5	1							18
1100	5	1	5	1	5	1							18
1200	5	1	5	1	5	1							18
1300	5	1	5	1	5	1							18
1400	5	1	5	1	5	1							18
1500	5	1	5	1	5	1							18
1600	5	1	5	1	5	1	5	1					24
1700	5		5	1	5	1	5	1					23
1800			5		5	1	5	1	5				22
1900					5	1	5	1	5	1	5		23
2000					5		5	1	5	1	5	1	23
2100							5	1	5	1	5	1	18
2200							5	1	5	1	5	1	18
2300							5	1	5	1	5	1	18
0000							5	1	5	1	5	1	18
0100							5	1	5	1	5	1	18
0200							5	1	5	1	5	1	18
0300							5		5	1	5	1	17
0400									5	1	5	1	12
0500									5	1	5	1	12

Source: Agency Provided Data

The structure of the DPD patrol schedule is designed to maintain a minimum of 12 patrol officers on duty at all times. This helps ensure that there are at least two officers allocated to each patrol zone. BerryDunn agrees with this protocol, and the workload data and other factors support this as a minimum staffing level.

As BerryDunn has noted several times in this report, there are several key analysis points when considering personnel deployments for patrol units. These include the volume of activity, type of activity, number of available personnel, geographic patrol boundaries and natural or man-made barriers, traffic patterns, and variations in CFS volumes based on month, day of the week, and time of day. One of the more common ways to evaluate personnel deployments, particularly as they relate to community-initiated CFS demands, is to examine CFS response times. Although there are no specific national standards regarding response times, common Priority 1 response times (generally life-threatening and in-progress events) typically range between four and seven minutes. The next level of priority CFS, which generally involves immediate response needs but those that do not fall into priority category 1, range from roughly 8 to 12 minutes.

Table 45 provides the breakdown of CFS by priority, as assigned by the CAD system and dispatchers. Although there are 10 priority levels listed in this table, ranging from 0 to 10 (there is no priority 9 listing), the St. Louis County dispatch center, which provides dispatching services for the DPD, primarily uses priorities 1 – 4.

**Table 45: Community-Initiated CFS by Priority Level**

Call Priority	Community-Initiated CFS	% of Total	Average Response Time in Minutes: Dispatch to Arrival	Average Response Time in Minutes: Call Receipt to Arrival
0	3	0.01%	0:04:38	0:08:05
1	13,789	23.10%	0:04:07	0:05:57
2	30,310	50.78%	0:09:12	0:19:52
3	8,325	13.95%	0:10:50	0:21:51
4	2,551	4.27%	0:10:25	0:51:23
5	639	1.07%	0:45:13	0:52:48
6	9	0.02%	0:10:05	2:52:43
7	324	0.54%	0:00:01	2:26:41
8	45	0.08%	0:00:00	5:51:52
10	3,699	6.20%	0:49:03	1:02:39
<b>Grand Total</b>	<b>59,694</b>	<b>100%</b>	<b>0:11:06</b>	<b>0:22:14</b>

Source: Agency Provided CAD Data, primary response vehicles only



As indicated, Priority 1 CFS involve life-threatening or in-progress events, and Priority 2 CFS include all other high-priority CFS that do not fall into the Priority 1 category. For the DPD, Priority categories 3 and 4 reflect descending priorities of response.

Although Table 45 provides the overall response times for each priority level, it is important to understand that calculating response times can occur in two different manners, and Table 45 reflects these. The first response time calculation method shown in Table 45 reflects the response time from the point the officer received the CFS from dispatch to the point the officer arrived on the scene. The second method of calculating response times tracks the time from the point that dispatch received the call until the time the first officer arrived on the scene. This represents the actual time from the point the community member placed the call to the time the first officer arrived.

When departments calculate response times, they generally do so considering the first assigned time (when the call was dispatched) to the time the first officer arrived on the scene. Departments use this metric because this aspect of response time is the one over which they have the most control. Generally, department-established response policies remove the lag time between the time a dispatcher received the phone call, and the time the dispatcher assigned that call to an officer. In short, when the department considers response time to a CFS, it ignores the time it takes for the dispatcher to collect and dispatch the CFS. From the perspective of the department, this is an accurate measure. From the community member's perspective; however, response time includes the point from which they actually placed the call until an officer arrives or handles their request.

In most cases, the variations between these two methods is nominal; most communications centers do a very good job of dispatching the CFS rapidly, and there is usually little difference between the two measures. For the DPD, however, this is not true. There are significant differences between these times, as shown in Table 45. A full table that reflects CFS times by zone and priority can be found in Appendix C (see appendix Table C-3). In general, Priority 1 response times for the DPD are very good, regardless of the calculation method. Priority 1 responses average four to six minutes, and this is a reasonable and expected range for these types of calls. However, there are 10-minute average variances in the calculation methods for Priority 2 and 3 CFS, and a 40-minute average variance for Priority 4 CFS.

BerryDunn will discuss the details of these variances later in this chapter, but based on the data reviewed by BerryDunn, the primary reason for these delays relates to staffing and personnel deployment issues. It is important to point out here that all workload analysis calculations for this report utilize the time from the point the officer received the call to the time the officer finishes the call.

In Table 46, response time data is provided from six recent operational studies, as compared to the DPD. The data in this table reflect call receipt to first officer arrival times for Priority 1 and 2 CFS, as well as average response times for the agency across all priorities.

**Table 46: CFS Response Times in Minutes – Comparisons**

Study Cities	Priority 1	Priority 2	All Priorities
Example City 1	0:03:57	0:10:55	0:14:00
Example City 2	0:04:59	0:09:11	0:13:26
Example City 3	0:06:38	0:11:31	0:20:58
Example City 4	0:07:54	0:13:53	0:18:32
Example City 5	0:07:33	0:11:30	0:18:38
Example City 6	0:06:59	0:09:41	0:16:05
Averages	0:06:20	0:11:07	0:16:56
Duluth PD	0:05:57	0:19:52	0:22:14

Source: Data from prior studies

\*Table includes public data from prior studies conducted by the IACP

As noted above, the Priority 1 response times for the DPD are within an appropriate range. However, Priority 2 response times and overall responses times for the DPD are comparatively high.

Another metric that BerryDunn routinely examines is how often a patrol unit assigned to one zone must leave that zone to take a CFS in another zone, due to staffing or because the officer in that zone is unavailable for some reason. Table 47 provides in-zone versus out-of-zone response times for the DPD. This table includes data only for patrol officers.

**Table 47: CFS Response Times – In vs. Out of Patrol Zone**

	Incidents	Total Time Dispatch to Arrival	% of Total CFS In vs. Out of Zone	Avg. Response Time
In	39,342	8920:52:47	78%	0:13:36
Out	11,003	2020:25:55	22%	0:11:01
<b>Grand Total</b>	<b>50,345</b>	<b>10941:18:42</b>	<b>100%</b>	

Source: Agency Provided CAD Data

\*Patrol primary vehicles only, community initiated.

In Table 48, BerryDunn has provided in versus out of zone response times for all DPD responding units.

**Table 48: CFS Response Times – In vs. Out of Patrol Zone v.2**

	Incidents	Total Time Dispatch to Arrival	% of Total CFS In vs. Out of Zone	Avg. Response Time
In	77,416	25234:27:14	67%	0:19:33
Out	37,977	8099:56:19	33%	0:12:48
<b>Grand Total</b>	<b>115,393</b>	<b>33334:23:33</b>	<b>100%</b>	

Source: Agency Provided CAD Data

\*Patrol, all responding vehicles, community initiated.

In looking at the data in Tables 47 and 48, BerryDunn notes that those responding to a CFS outside of their zone are routinely arriving more quickly than those responding to a CFS within their designated patrol zone. There can be myriad reasons for this; however, BerryDunn notes that the level of backup officers on CFS for the DPD is relatively high. Given that the DPD is often operating at staffing minimums, and personnel distributions do not account for peaks in CFS within the patrol zones, many backup units have to leave their primary patrol zone to assist other officers. In a busy department like the DPD, this creates a cascading effect, in which everyone is moving to cover a vacuum created with the movement of one or two officers. More globally, it is BerryDunn’s assessment that there are staffing level issues and personnel deployment issues that are contributing to elongated response times and more frequent out-of-zone response by officers.

In Table 49, BerryDunn provides in-zone versus out-of-zone data from four prior studies, as compared to the DPD.

**Table 49: In vs. Out of Zone Comparisons**

Prior Study Cities	In-Zone Response %	Response Time In Zone	Response Time Out of Zone
Example City 1	65%	0:12:59	0:15:14
Example City 2	53%	0:07:13	0:06:25
Example City 3	34%	0:10:16	0:10:22
Example City 4	71%	0:11:46	0:07:36
Duluth PD (Patrol Only)	67%	0:19:33	0:12:48
Duluth PD (All Vehicles)	78%	0:13:36	0:11:01

Source: Agency Provided CAD Data

\*Table includes public data from prior studies conducted by the IACP

As Table 49 shows, the percentage of in-zone response for the DPD is similar to the comparison communities. However, overall in-zone response times are higher for the DPD than

the comparisons, and this is particularly true when looking only at primary patrol vehicle responses.

Although BerryDunn understands that out-of-zone response will likely always be an operational need at some level, another important consideration is how this contributes to staffing issues. CAD data will capture travel time from the point of dispatch to the time the officer arrives on the scene. What it will not do (without intentionally collecting this information) is capture the amount of time it takes officers to return to his or her zone after leaving to take a call. *Return time*, which is the time it takes to get back to an assigned zone, is essentially lost time. Theoretically, if it takes an officer five minutes to respond from one zone to another, it will take another five minutes to get back.

When an officer responds to a CFS within his or her zone, the officer is able to return to their patrol duties immediately when they clear the CFS. Conversely, when an officer must respond out of zone to a CFS, three things can happen. First, when an officer leaves his or her zone to take a CFS, and another CFS occurs in the original zone, another officer must leave his or her zone to take it. As explained above, this creates a cascading effect, which ultimately affects multiple officers/zones. Second, because of return time, a portion of the time for the officer who responds out of zone is lost time; this is significant. In short, out-of-zone response is inefficient, and it results in a *loss* of precious staffing resources. Third, out-of-zone response often elongates overall response times, because officers often respond to a CFS in their assigned zone while returning from another zone.

### **Zone Discussion**

The above section includes numerous references to shift zones, including how the DPD staffs the zones within the city. Like many departments, the DPD uses zone boundaries for the deployment of personnel, and this strategy is one that helps ensure that staff are dispersed throughout the community to aid in rapid response to CFS. BerryDunn supports the use of zone structures in this regard, but when used properly and more intentionally, these systems can also contribute to community policing strategies for the officers, the agency, and the community.

Using a zone system contributes to continuity of personnel within a geographical area, and it contributes to the community-policing philosophy. This provides officers with an opportunity to learn the intimate details of their patrol area, including any significant issues or problems. In addition, because of their ongoing presence, officers tend to encounter the same individuals with regularity, adding to their familiarity with those in the area. This improves the officer's ability to recognize criminal activity, and it contributes to relationship building. Unfortunately, primarily due to staffing and personnel deployment issues, the current zone structure has not afforded officers the opportunity to build this level of continuity.

Based on the above analysis, the zone structure and staff deployment strategies in use for the DPD appear to be in need of adjustment. In short, the CFS volumes and distribution of personnel do not appear to be maximized at this time. Moreover, as the DPD has expressed a

desire to focus on community policing, consistency of staffing geographical zones, or geographic policing, is important.

Geographic policing is a term used to describe a proactive, decentralized approach, designed to reduce crime, disorder, and fear of crime, by intensively involving the same officer in the same area of the community on a long-term basis, so that community members develop trust, thereby enhancing cooperation with police officers. Geographic policing encourages the assignment of police officers to defined geographic boundaries on a permanent basis, to work directly with community members to resolve problems. The concept involves collaboration, communication, and accountability. It is a strategy designed to make individual police officers responsible for the community's policing needs in a defined geographical area, with a service customized to each individual locality, ensuring the policing needs of local areas are met. One of Sir Robert Peel's principles is that, "Police, at all times, should maintain a relationship with the public, the police are the public and the public are the police."<sup>20</sup> Geographic deployment plans fulfill this principle, enhance customer service, and facilitate more contact between police and community members, thus establishing a strong relationship and mutual accountability. Geographic policing also implies a shift within the department that grants greater autonomy to line officers, which implies enhanced respect for their judgment as police professionals. Accordingly, BerryDunn recommends a strategy for the DPD that supports a consistent zone assignment structure.

### Cover Cars (Backup)

Part of the data analysis included looking at the amount of time spent on calls by the primary unit, and the cumulative amount of time spent on the call by additional units. These data have been presented in Table 50 in two sections. The top portion of the table provides data for patrol units only, for all events, including unclassified events. The bottom portion of the table provides the data for patrol and supplemental patrol units, for the same events. It is important to note that Table 50 identifies the number of incidents and the number of backup units, but it cannot identify how many backup units responded to each CFS.

Looking only at the patrol response data in the top portion of the table, there were 64,505 CFS and 62,625 backup responses. Of the 28,857 hours recorded for all this activity, 55.40% of the time was related to backup units. When the supplemental patrol units are added, there were 71,235 CFS and 76,352 backup responses. Of the 36,563 hours recorded for all this activity, 54.68% of the time was related to backup units. Table 50 also provides the average on-scene time for the primary units, the average cumulative on-scene time for backup (which may include multiple units per CFS), and the total average CFS time. In looking at these times, it is notable that the average on-scene times are essentially doubled for all crime, service, and motor vehicle crash reports, when the primary and backup times are combined.

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<sup>20</sup> [https://www.durham.police.uk/About-Us/Documents/Peels\\_Principles\\_Of\\_Law\\_Enforcement.pdf](https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf)

**Table 50: Primary and Backup Response Events and Time**

Patrol Only CFS Activity	Event Count	Primary Time	Average Time	Backup Events	Backup Time	Average Time	Total Time	Avg. Time per CFS
Crime	22,196	5162:41:31	0:13:57	28,428	7941:51:34	0:16:46	13104:33:05	0:35:25
Service	37,418	5409:29:23	0:08:40	31,464	6649:41:10	0:12:41	12059:10:33	0:19:20
Traffic	1,977	244:53:16	0:07:26	627	49:38:40	0:04:45	294:31:56	0:08:56
MV Crash	2,331	990:10:25	0:25:29	1,947	842:05:09	0:25:57	1832:15:34	0:47:10
Unclassified	583	1063:21:28	1:49:26	159	503:11:53	3:09:53	1566:33:21	2:41:13
<b>Totals</b>	<b>64,505</b>	<b>12870:36:03</b>	<b>0:11:58</b>	<b>62,625</b>	<b>15986:28:26</b>	<b>0:15:19</b>	<b>28857:04:29</b>	<b>0:26:51</b>
Patrol and Supplemental CFS Activity	Event Count	Primary Time	Average Time	Backup Events	Backup Time	Average Time	Total Time	Avg. Time per CFS
Crime	23,949	5657:33:49	0:14:10	33,774	9275:14:56	0:16:29	14932:48:45	0:37:25
Service	40,795	6578:28:42	0:09:41	38,916	8136:06:37	0:12:33	14714:35:19	0:21:39
Traffic	2,923	491:19:21	0:10:05	873	90:56:28	0:06:15	582:15:49	0:11:57
MV Crash	2,390	1034:42:35	0:25:59	2,398	1042:31:42	0:26:05	2077:14:17	0:52:09
Unclassified	1,178	2810:03:14	2:23:08	391	1446:49:09	3:42:01	4256:52:23	3:36:49
<b>Totals</b>	<b>71,235</b>	<b>16572:07:41</b>	<b>0:13:58</b>	<b>76,352</b>	<b>19991:38:52</b>	<b>0:15:43</b>	<b>36563:46:33</b>	<b>0:30:48</b>

Source: Agency Provided CAD Data

In addition to calculating the time involved in backup events, BerryDunn also examined the frequency of backup events, and these data are presented in Table 51. Based on the data in Table 51, crime incidents included 1.28 to 1.41 backup units, on average, per incident (depending upon whether the analysis involves only patrol, or includes supplemental patrol). Service calls included backup between 84% – 95% of the time, and motor vehicle crashes included backup between 82% – 84% of the time.

**Table 51: Backup Response Ratios**

Call Origin and Unit	Patrol Only Community and Unknown			Patrol and Supplemental Community and Unknown		
	Count of Events	% of Events	Backup to CFS Ratio	Count of Events	% of Events	Backup to CFS Ratio
<b>Primary Units</b>						
Crime	22,196	17.46%	1.28	23949	16.23%	1.41
Service	37,418	29.43%	0.84	40795	27.64%	0.95
Traffic (MV crashes only)	2,331	1.83%	0.84	2923	1.98%	0.82
Traffic (No MV Crashes)	1,977	1.56%	0.32	2390	1.62%	0.37
Unclassified	583	0.46%	0.27	1178	0.80%	0.33
<b>Sub-Total</b>	<b>64,505</b>	<b>50.74%</b>		<b>71,235</b>	<b>48.27%</b>	
<b>Backup</b>						
Crime	28,428	22.36%		33774	22.88%	
Service	31,464	24.75%		38916	26.37%	
Traffic (MV crashes only)	1,947	1.53%		873	1.62%	
Traffic (No MV Crashes)	627	0.49%		2398	0.59%	
Unclassified	159	0.13%		391	0.26%	
<b>Sub-Total</b>	<b>62,625</b>	<b>49.26%</b>		<b>76,352</b>	<b>51.73%</b>	
<b>Totals</b>	<b>127,130</b>	<b>100.00%</b>		<b>147,587</b>	<b>100.00%</b>	

Source: Agency Provided CAD Data

BerryDunn also examined the percentage of backup units by the DPD against prior studies. These data are represented in Table 52. The range of the percentage of primary response to CFS from the comparison studies is from 46% to 72%, and the range of backup response is from 54% to 28%. The average from these studies is 58% primary response, to 42% backup. BerryDunn has provided the percentages for the DPD from both the patrol-only, and patrol with supplemental patrol responses. These data show a primary response percentage of between 48.27% to 50.74%, and a backup response from 49.26% to 51.73%.



**Table 52: Backup Comparisons**

Prior Studies	Community-Initiated Primary Response	Community-Initiated Backup
Prior Study 1	46%	54%
Prior Study 2	61%	39%
Prior Study 3	72%	28%
Prior Study 4	58%	42%
Prior Study 5	54%	46%
Averages	58%	42%
Range	46% to 72%	28% to 54%
DPD – Patrol	50.74%	49.26%
DPD – Patrol and Supplemental	48.27%	51.73%

Source: Agency Provided CAD Data

\*Table includes public data from prior studies conducted by the IACP

In addition to looking at the amount of time spent on CFS between primary and backup units, and the frequency of these responses, BerryDunn also looked at which CFS included multiple-unit responses, and these data are provided in Table 53. BerryDunn notes that in keeping with contemporary policing standards, multiple responses of three or more units are typically limited to calls of a serious nature. Table 53 provides a breakdown of the CFS types that included an average of at least two units responding to each incident.

In looking at the data in Table 53, BerryDunn observes that of the top 25 categories listed, all appear to be serious enough to warrant the response of multiple personnel. Although a multi-unit response is appropriate for these incidents, the average unit response appears high for some CFS types. For the remaining categories listed, BerryDunn acknowledges that a consistent multi-unit response could easily be justified for most. However, there are some categories listed (e.g., animal bite, runaway, theft, damage to property) that may not require a standard multi-unit response. Although this may be appropriate on a case-by-case basis, the data in Table 53 reflect the average unit response to these incidents, which means that for individual incidents, the numbers would likely be higher (and in some cases, lower). When more units respond to an incident than is required to safely and effectively manage that incident, this is referred to as over-response.

It is also worth mentioning here that BerryDunn heard that over-response to CFS is an issue with some officers and that some supervisors do not monitor this closely.

**Table 53: Call Types Averaging More Than Two Responding Units**

No.	Event Type	No. of Incidents	No. of Units	Avg. No. of Units
1	Funeral Escort	1	17	17.00
2	Shooting	9	88	9.78
3	Stabbing	34	264	7.76
4	Domestic with Weapons	11	76	6.91
5	Person with a Gun	53	316	5.96
6	Robbery	61	328	5.38
7	Burglary in Progress	21	112	5.33
8	Person with a Weapon	67	326	4.87
9	Jumper/Suicidal	6	28	4.67
10	Medical from Assault	124	573	4.62
11	Aircraft Crash	1	4	4.00
12	Kidnapping	2	8	4.00
13	Domestic – Physical	522	2,081	3.99
14	Lost/Found Person	7	26	3.71
15	Motor Vehicle Crash – Pedestrian Injury	33	122	3.70
16	Fight	333	1,163	3.49
17	Party – Intervention Required	7	24	3.43
18	Personal Injury Motor Vehicle Crash	223	735	3.30
19	Attempted Suicide	133	437	3.29
20	Motor Vehicle Crash – Pedestrian Injury: Hit and Run	10	32	3.20
21	College Party	9	28	3.11
22	Overdose	187	567	3.03
23	Dead Body	135	409	3.03
24	Loud Party	192	579	3.02
25	Fight with Weapons	1	3	3.00
26	Burglary Report	486	1,432	2.95
27	Criminal Sexual Conduct	223	638	2.86
28	Domestic – Verbal	1,214	3,459	2.85

No.	Event Type	No. of Incidents	No. of Units	Avg. No. of Units
29	Indecent Exposure	22	62	2.82
30	Crisis Intervention	19	53	2.79
31	Attempted Pick Up	849	2,368	2.79
32	Suicidal Threats	816	2,264	2.77
33	Hold Up Alarm	80	217	2.71
34	Vehicle Theft/Attempted Theft	300	805	2.68
35	Sound of Shots	134	353	2.63
36	Assault	396	1,020	2.58
37	Disturbance	5,867	14,855	2.53
38	Court Order Violation	376	943	2.51
39	Recovered Vehicle	141	352	2.50
40	Missing Person	186	462	2.48
41	Security Alarm	1,158	2,864	2.47
42	Unwanted Person	2,853	6,860	2.40
43	Motor Vehicle Crash – Property Damage: Hit and Run	594	1,419	2.39
44	Vehicle Fire	58	138	2.38
45	Open Door	93	220	2.37
46	Animal Bite	34	79	2.32
47	Notification	17	39	2.29
48	Runaway	357	816	2.29
49	Psychological Problem	571	1,301	2.28
50	Lost/Found Child	40	91	2.28
51	Trespass	553	1,257	2.27
52	Detail	81	181	2.23
53	Unknown Trouble	861	1,908	2.22
54	Intoxicated Person	874	1,917	2.19
55	Damage to Property	518	1,131	2.18
56	Structure Fire	182	391	2.15
57	Theft	1,676	3,599	2.15

No.	Event Type	No. of Incidents	No. of Units	Avg. No. of Units
58	Loud Music	365	782	2.14
59	Prank 911 Calls	10	21	2.10
60	Suspicious Activity	3,031	6,268	2.07
61	Check Welfare	3,425	7,081	2.07
62	Customer Trouble	195	402	2.06
63	Juvenile Offense	852	1,711	2.01
	<b>Grand Total</b>	<b>64,505</b>	<b>127,130</b>	

Source: Agency Provided CAD Data

BerryDunn also wishes to point out that based on minimum staffing for the DPD, there are typically only two officers working within a patrol zone. If staffing levels are at the minimum and more than two officers respond to any CFS, one or more of those officers would have to respond from another zone, leaving that zone short in terms of allocated staff. As mentioned previously, this can create a cascading affect, which forces personnel into a pattern of out-of-zone response.

To be clear, there is a lack of data available for BerryDunn to definitively conclude that officers are routinely over-responding, or that supervisors are not managing resources properly in this regard. However, based on the feedback provided and a review of the data, it appears that over-response to CFS may be an issue in need of additional focus and effort at DPD. Accordingly, BerryDunn suggests continued monitoring of this issue by the DPD and a reemphasis for supervisors of their role in monitoring officer response.

BerryDunn also notes one other important point of clarification. BerryDunn is firm in its position that officer safety is of paramount importance. Nothing in this section should be construed to suggest that BerryDunn supports limiting unit responses to CFS in a manner that would jeopardize the safety of the officer or the public, or in a way that would interfere with the effective and efficient delivery of police services.

#### IV. Patrol Staffing Analysis and Calculations

As noted previously, BerryDunn patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. To assist in these calculations, BerryDunn obtained detailed patrol leave data from the DPD for 2018.

## Patrol Availability

Table 54 demonstrates the amount of time patrol officers have available for shift work. This table starts with the assumption that officers work a 40-hour work week. This computation is 52 weeks x 40 hours = 2,080 hours per year. However, in order to have a more accurate picture of how many hours per year the average officer is available to work, various leave categories must first be deducted from this total. The table below shows that after subtracting leave categories from the total, the average patrol officer is actually available to work 1,653 hours per year (rounded up), not 2,080 hours as is often thought (understanding that this represents the cumulative average—and individual officer availability can vary greatly).

**Table 54: Patrol Availability**

		<b>*Study</b>
<b>Annual Paid Hours</b>	<b>2080</b>	<b>Averages</b>
<b>Leave Category</b>		
Vacation	114.47	136
Illness/Sick	60.26	46
Compensatory Time Used	0.00	54
Holiday/Police Day Off	178.40	72
Military Leave	3.78	10
On-the-Job Injury Leave	14.75	10
Personal Business	9.09	
Bereavement	3.28	
Administrative Leave	4.50	
Leave without Pay	4.00	
Training	34.90	71
<i>Sub-Total (minus)</i>	427.43	
<b>Average Annual Availability (Hours)</b>	<b>1652.57</b>	<b>1,688</b>

Source: Agency Provided Data

\*Table includes public data from prior studies conducted by the IACP

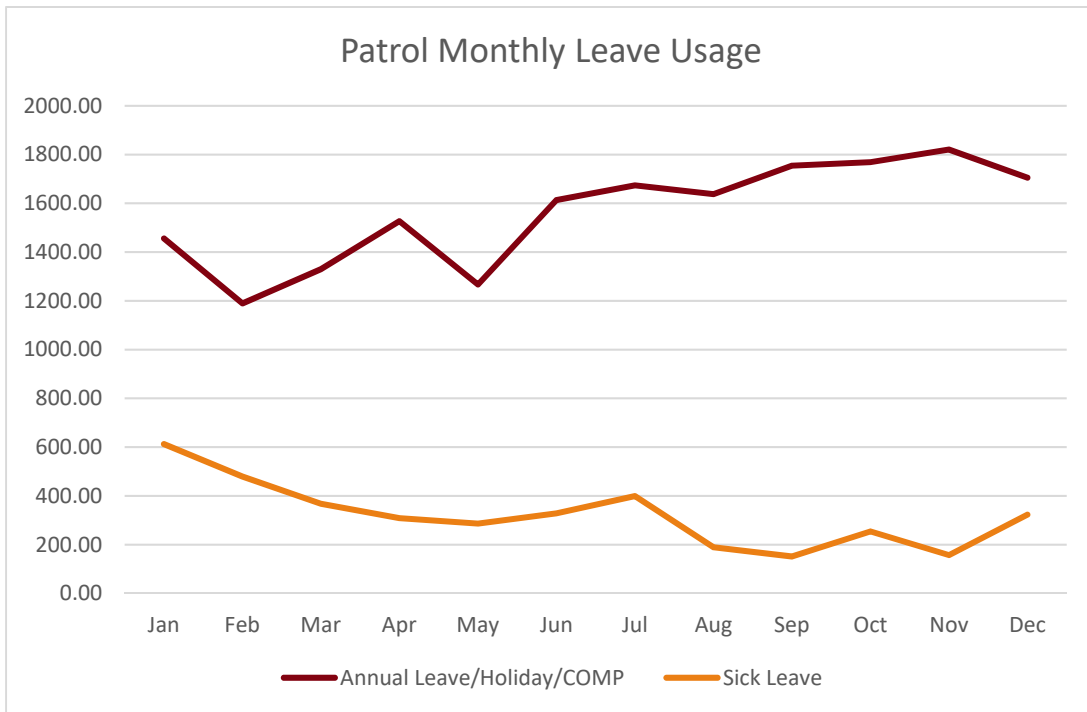
The Data in Table 54 also reflect average leave times by category from several prior studies. The overall totals for the DPD are similar to the comparisons. For the DPD, the police day off is similar to compensatory time from the comparison studies.

Understanding the actual amount of work time available for officers is central to building a work schedule and for ensuring that adequate shift coverage is attained in relation to CFS needs. It is

also a critical component in calculating staffing demands, based on an examination of workload against worker capacity.

In addition to understanding how much time officers have available to them for scheduling purposes, it is also important to understand when they are not available, because peaks and valleys in the use of leave time can complicate the process of maintaining coverage within the work schedule. In Figure 12 below, the patterns of sick leave and other annual leave for patrol officers are broken down by month.

**Figure 12: Annual Leave Hours – Patrol**



Source: Agency Provided Data

This figure shows that the months of July, and September through December, have higher annual leave time totals than the other months. Moreover, the totals are significantly higher for these months in comparison to February, March, and May. Due to these variations, the work schedule should have the flexibility to be adjusted to these patterns, so that staffing resources are used efficiently.

**Shift Relief Factor**

Another mechanism for understanding the number of officers required to staff a schedule is through determining the *shift relief factor*. The shift relief factor is the number of officers required to staff one shift position every day of the year. To calculate the shift relief factor, the average availability for each officer, as displayed in Table 54, is used. For the DPD, one position requires 4,380 hours per year to staff (12 hours x 365 days = 4,380 hours). Therefore, the shift relief factor is calculated to be 2.65 (4,380/1,653 = 2.65). To determine the shift relief factor for a 24-

hour period, this number is multiplied times the number of stated shift minimums for the DPD. Since the current scheduling model for the DPD includes shift minimums of 12 for dayshift and 12 for the nightshift (see Table 29), then the number of officers required to staff the current schedule and allocation of personnel, without operating short or using overtime, is 63.6 (2.65 x 24).

It is important to note that this calculation represents the number of personnel needed to staff the current stated shift minimums. However, if the DPD used its staff allocations as a baseline (18 per shift, as shown in Table 29), these numbers would change greatly. The day shift allocation is 18, and the overnight shift allocation is 18, for a daily total of 36. If the DPD wanted to maintain scheduling numbers based on the current allocations, the number of officers required would be 95.4 (2.65 x 36).

Understanding the various issues related to staffing, including the shift relief factor, is important from a scheduling standpoint. Police agencies tend to build their work schedule based on the total number of personnel available, as opposed to the workload capacity of those personnel. The result is an imbalance between the structure of the schedule and the number of hours officers can actually work. Schedules of this nature also typically fail to account for leave patterns, and peaks and valleys in service demands. However, these issues can be overcome through the use of a properly designed work schedule (assuming adequate staffing is available). To determine the proper number of officers required for patrol, agencies must first consider how many positions they want to staff at any given time (this should be based on workload demands). Once the department determines this number, it can calculate personnel needs.

**Table 55: Daily Shift Needs**

Daily Shift Needs					
Unit Calculations	Primary Min/Day	Backup Min/Day	Total Min/Day	Officer Available Min/Day	Daily Officers Required
Patrol	2,115	2,627	4,742	216	22
Patrol and Supplemental	3,122	3,031	6,153	216	28

Source: Agency Provided CAD Data; Calculations from Agency Data Provided

In Table 55, BerryDunn provides data regarding the number of minutes per days of obligated workload for DPD officers. The first line reflects only the patrol officers, and the second line reflects the patrol officers and the supplemental patrol staff. The CFS minutes per day have been calculated from the CAD data provided. The available minutes per day, by officer, are calculated based on a 30% availability of time to dedicate to the obligated workload, based on a 12-hour shift (12 hours x 60 minutes, multiplied by 30% = 216 minutes). Based on these data, the DPD would require 22 officers per day to manage the workload, if CAD data related only to patrol staff is calculated, and 28 per day, if supplemental patrol staff is added. Given these numbers, the staffing requirements to fill these shifts would be as follows:



- 22 Shifts = 58.3 Officers (2.65 x 22)
- 28 Shifts = 74.2 Officers (2.65 x 28)

Looking exclusively at the data from Table 55, and considering the workload volume for patrol and supplemental patrol, the DPD should be able to cover the work scheduled adequately with 28 shifts daily, or with an allocation of 74.2 patrol officers. However, these calculations presume an equal distribution of CFS by location, hour, day, and month. To more accurately understand the staffing needs of the DPD, there are other factors to consider. In Table 56, the number of CFS that each officer can handle per shift is provided. These calculations use a 30% availability factor for patrol officers, and 37 minutes per CFS as an overall average for cumulative on-scene time.

**Table 56: CFS Capacity by Shift Length**

Shift Length	Total Minutes	Total CFS Time	Number of CFS	Annual CFS Shift Total
12	720	216	5.84	2,131
11	660	198	5.35	1,953
10.5	630	189	5.11	1,864
10	600	180	4.86	1,776

Source: Calculations from CAD and Agency Data

\*Calculations are based on 30% encumbered time and an average CFS time of 37 minutes

Based on these calculations, the average number of CFS that an officer can handle on a 12-hour shift is 5.84. Using the CFS distribution data from CAD based on hour of the day and patrol zone, BerryDunn created Table 57. This table averages the CFS totals by hourly block and calculates the number of staff required to manage the volume in that zone, during that period.

**Table 57: Officers Required by Zone by Shift**

Hour Block	Description	Zones						Totals
		24	25	26	27	28	29	
1000-2200	CFS/Shift	23	15	30	18	11	17	114
	Officers/Shift	4	3	5	3	2	3	20
2200-1000	CFS/Shift	12	9	17	10	6	7	61
	Officers/Shift*	2	2	3	2	2	2	12

Source: Calculations from CAD and Agency Data

\*Minimum of two officers per zone

Based on the data in Table 57, it would require 20 officers per day to manage the volume between 10:00 a.m. and 10:00 p.m. (1000 – 2200), and 12 officers per day to manage the volume from 10:00 p.m. to 10:00 a.m. (2200 – 1000). BerryDunn notes here that these totals include a minimum staffing of two officers per patrol zone. It is also important to note here that these totals reflect an equal distribution of CFS across the calendar year.

Using the data from CAD and Tables 55 and 57, BerryDunn created Table 58. This table shows the number of daily shifts, based on patrol minimums, patrol and CAD calculations, and for patrol, supplemental, and CAD calculations.

**Table 58: Shift Relief Factor Calculations**

Shift Requirements	Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Shifts	Officers Required to Staff Minimums
Patrol Minimums	12	4380	2.65	24	64
Patrol CAD Calculations	12	4380	2.65	24	64
Patrol and Supplemental CAD Calculations	12	4380	2.65	28	74
Distribution/Shift Relief Calculations	12	4380	2.65	30	80
Distribution/Shift Relief Calculations	12	4380	2.65	32	85
<b>Alternate Shifts</b>					
Patrol Minimums	10	3650	2.21	29	64
Patrol CAD Calculations	10	3650	2.21	29	64
Patrol and Supplemental CAD Calculations	10	3650	2.21	34	74
Patrol Minimums	10.5	3832.5	2.32	27	63
Patrol CAD Calculations	10.5	3832.5	2.32	27	63
Patrol and Supplemental CAD Calculations	10.5	3832.5	2.32	32	74
Patrol Minimums	11	4015	2.43	26	63
Patrol CAD Calculations	11	4015	2.43	26	31
Patrol and Supplemental CAD Calculations	11	4015	2.43	31	75

Source: Calculations from Agency Data Provided

Based on the current configuration of the patrol zones, and the current workload volume, the number of daily shifts required to efficiently manage CFS volumes is 32. Based on the shift relief factor of 2.65, the DPD would require 85 patrol officers to consistently staff these shifts. These numbers also presume a fully efficient work schedule that has the flexibility to respond to and fill shift vacancies.

As BerryDunn has already noted, the current CFS distribution between the patrol zones is unbalanced. Based on the current CFS volumes, patrol zone 24 requires four officers from 10:00 a.m. to 10:00 p.m., and patrol zone 26 requires five officers during this same period (see Table 57). If the DPD were able to shift a portion of the workload from some of the more high-volume zones to some of the low-volume zones, this would likely reduce the overall daily shift demand from 32 to 30. Based on the shift relief factor, 30 daily shifts would require 80 officers allocated to patrol responsibilities (see Table 58).

In addition to examining workload volumes across the various areas considered so far, it is also worthwhile to look at how the DPD compares to other communities. In Table 59, BerryDunn has provided several comparisons regarding the distribution of personnel to patrol and investigations.

**Table 59: Patrol and Investigations Comparisons**

Cities	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Benchmark City Averages	236	132	55.93%	30	12.71%
Prior Study 1	304	130	42.76%	45	14.80%
Prior Study 2	512	221	43.16%	108	21.09%
Prior Study 3	720	374	51.94%	157	21.81%
Prior Study 4	636	343	53.93%	123	19.34%
Prior Study 5	182	98	53.85%	32	17.58%
*Prior Study Averages	471	233.2	49.53%	93	19.75%
Duluth PD	157	84	53.50%	35	22.29%

Note: Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenant) and above. Investigations include intelligence, task forces, narcotics, and general investigations.

Source: Benchmark City Data – <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

\*Table includes public data from prior studies conducted by the IACP

The DPD currently allocates 53.50% of its sworn officers to the Patrol Division, with 22.29% allocated to the Investigations Division. These personnel distributions are highly consistent with studies of other agencies and with the benchmark averages.

In Table 60, an analysis is provided regarding the total number of CFS handled on average by DPD officers, based on CFS and staffing totals. In looking at the totals for the benchmark cities, the data suggests that each patrol officer handles an average of 547 CFS per year. When looking at the numbers for the DPD, the average number of CFS per year, per officer, is 743.

This number is substantially higher than the comparisons; however, it is likely artificially low. Based on the data from Table 51, the number of annual CFS for the DPD for 2018 was 64,505, when the unclassified data was added. This new total would raise the per-officer CFS total to 750. However, these numbers do not include supplanting of CFS by supplemental patrol staff. If that total is used (71,235), the number of per-officer CFS raises to 828.

**Table 60: CFS – Comparison Data**

Benchmark City	Population	Total Calls for Service	*First Responders	CFS Per First Responder
Overland Park Study				
Average Totals (29 Cities)	172,795	76,406	140	547
**Prior Study Cities				
Prior Study 1	708,920	162,090	301	539
Prior Study 2	148,692	49,141	113	435
Prior Study 3	559,600	151,810	330	460
Prior Study 4	251,893	142,812	216	661
Prior Study 5	110,598	46,049	86	535
Duluth PD	86,306	63,922	86	743

Note: Includes all officers below rank of first-line supervisor, assigned to the following duties: Community-Oriented Policing, Emergency Response, K-9, Patrol, SRO, or Traffic.

\*Includes patrol officer allocations, not actual numbers of officers working.

\*\*Table includes public data from prior studies conducted by the IACP

Benchmark Data Source: <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

Duluth Source: Agency Provided CAD Data

Even if the minimal number is used, the per-officer CFS total is comparatively high. If the number is adjusted, as indicated above, which is likely a more accurate reflection of the CFS volume, the number is even higher.

There is one additional factor to mention regarding the data in Table 60. The data in this table presumes an equal distribution of CFS by patrol zone and by hour, which is not accurate. Based on the data from Table 40, the DPD experiences more than 65% of its CFS volume between 10:00 a.m. and 10:00 p.m. Using only the patrol number from Table 60, this would mean that 41,549 CFS occur between these hours. If the DPD scheduled its personnel equally across the day, that would translate into 966 CFS per officer working during this time. Of course, those working the opposite times in the 24-hour period would have a reduced total. However, this point illustrates the need to adjust the work schedule to accommodate peaks in CFS volume.

As is evidenced by the analysis in this section, determining the number of required personnel is a complicated process, as is understanding how to deploy them properly. Additional details are provided later in this chapter; however, it is BerryDunn’s position that the DPD requires additional staffing to meet service demands. It is also clear that the department will need to make adjustments to the work schedule in order to compensate for leave patterns and to maximize efficiency and personnel deployments in a geographical policing format.

### Workload Model and Analysis

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements, and BerryDunn uses a specific model for doing this. The primary standards employed for the DPD assessment include:

- Operational labor
- Administrative labor
- Uncommitted time

In the workload model used by BerryDunn, 30% is allocated to each of the labor areas, with a 10% buffer available to allow for daily variances.

### Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer CFS generated by the public and to address on-view situations discovered and encountered by officers. It is the total of criminal, non-criminal, traffic, and backup activity initiated by a call from the public, or an incident an officer comes upon (obligated workload). When expressed as a percentage of the total labor in an officer’s workday, operational labor of first response patrol officers should not continuously exceed 30%. As previously indicated, in order to quantify the amount of workload volume, the BerryDunn team conducted a thorough examination of CAD data provided by the DPD.

**Table 61: CAD Dataset Calculations**

Units	Totals
Full Dataset	49,658
Officer-initiated activity	-9,814
Supplemental patrol primary	-2,716
Supplemental patrol secondary	-4,912
Investigations and task force	-1,227
Other Duluth data	-177
Other police data	-1,954
Total	28,858

Source: Source: Agency Provided CAD Data

As noted, the BerryDunn model relies on removing workload that is not part of community-initiated calls for service, unless it is obviously part of the *obligated* workload (e.g., officer-observed criminal activity, directed activity such as SIFA).

**Table 62: Patrol and Patrol Unit Hours**

UNIT DESCRIPTION	Sum of Hours on Call				
	Community	Unknown	Sub-Total	Officer	Grand Total
<b>Patrol</b>					
District 24 Squad	4519:27:49	70:14:07	4589:41:56	1028:45:50	5618:27:46
District 25 Squad	4745:08:32	77:23:08	4822:31:40	1254:57:59	6077:29:39
District 26 Squad	6351:21:32	90:03:36	6441:25:08	1478:05:34	7919:30:42
District 27 Squad	5635:22:48	77:46:16	5713:09:04	821:16:27	6534:25:31
District 28 Squad	2632:06:19	40:22:16	2672:28:35	481:30:53	3153:59:28
District 29 Squad	3383:06:32	38:54:26	3422:00:58	627:46:44	4049:47:42
Duluth Police Department - All	1:37:52	0:18:21	1:56:13	0:05:56	2:02:09
Patrol	22:19:44	1171:31:11	1193:50:55	23:53:11	1217:44:06
<b>Sub-Total Patrol</b>	<b>27290:31:08</b>	<b>1566:33:21</b>	<b>28857:04:29</b>	<b>5716:22:34</b>	<b>34573:27:03</b>
<b>Supplemental Patrol</b>	<b>Community</b>	<b>Unknown</b>	<b>Sub-Total</b>	<b>Officer</b>	<b>Grand Total</b>
PRIMARY					
<b>Sub-Total Supplemental Patrol – Primary</b>	<b>2314:44:02</b>	<b>401:16:40</b>	<b>2716:00:42</b>	<b>737:03:00</b>	<b>3453:03:42</b>
SECONDARY					
<b>Sub-Total Supplemental Patrol – Secondary</b>	<b>2691:40:48</b>	<b>2220:28:45</b>	<b>4912:09:33</b>	<b>2468:51:44</b>	<b>7381:01:17</b>
<b>Non-Patrol</b>	<b>Community</b>	<b>Unknown</b>	<b>Sub-Total</b>	<b>Officer</b>	<b>Grand Total</b>
INVESTIGATIONS AND TASK FORCE					
<b>Sub-Total Investigations and Task Force</b>	<b>458:23:37</b>	<b>768:44:20</b>	<b>1227:07:57</b>	<b>169:56:50</b>	<b>1397:04:47</b>
OTHER DULUTH DATA					
<b>Sub-Total Other Duluth Data</b>	<b>81:15:02</b>	<b>96:22:50</b>	<b>177:37:52</b>	<b>3:54:08</b>	<b>181:32:00</b>
OTHER POLICE AGENCY DATA					
<b>Sub-Total Other Police Agency Data</b>	<b>1085:23:34</b>	<b>868:30:23</b>	<b>1953:53:57</b>	<b>718:12:32</b>	<b>2672:06:29</b>
<b>Grand Total</b>	<b>33921:58:11</b>	<b>5921:56:19</b>	<b>39843:54:30</b>	<b>9814:20:48</b>	<b>49658:15:18</b>

Source: Agency Provided CAD Data

BerryDunn started with the full CAD dataset, which included 53,642 hours of workload. BerryDunn determined that 3,984 hours of this volume was non-CFS related, and it was removed and segregated from the dataset. Using this as a baseline, BerryDunn removed the non-patrol data as shown in Table 61, derived from Table 62.

After these reductions were made, certain hours were added back into the totals, as these hours represent part of the obligated workload. Generally, data within the *supplemental patrol* category is not part of the workload for patrol. In this area, workload attributed to the park rangers, parking monitors, HRA, MHU, SROs, and others, likely fall into another category of work, which is not part of the obligated workload. This workload was shifted into the Supplemental Patrol – Secondary category. However, most of the data attributed to the patrol supervisors, and K-9 Units, is likely the result of *supplanting*. In this context, supplanting refers to officers or supervisors who act as primary CFS officers even though this is not part of their general work duties. When this occurs, it reduces the workload burden for patrol, artificially reducing their obligated workload total.

BerryDunn knows that supplanting is occurring at the DPD, based on conversations with staff (and a review the CAD data). Several individuals who were interviewed advised that there are times when staffing in patrol is low, and employees from other units have had to assist by taking calls for service. There are also other times when there has been an unexpected extreme workload demand for patrol, and other non-patrol officers have been called in to assist. This is commonplace in law enforcement agencies; however, when this occurs, it makes calculating the obligated workload for patrol more difficult.

For the DPD, BerryDunn concluded that the hours in the Supplemental Patrol – Primary area were likely part of the obligated workload, and that the hours shown in this area of Table 62 represent supplanting. For that reason, BerryDunn added these hours back into the obligated workload total in Table 63. It is also worth mentioning here that there are likely some hours in the Supplemental Patrol – Primary area that are not supplanting hours. However, it is also likely that there are hours in other unit areas that represent supplanting but cannot be isolated or quantified. BerryDunn points out that even if some of the number of hours attributed to supplanting are not part of the obligated workload for patrol, the number of unidentified supplanting hours from other units would easily offset those hours. Accordingly, it is BerryDunn's position that the supplanting hours attributed to this model reflect a *minimal level* of supplanting hours, and that if the actual hours could be quantified, they would exceed the number used in this calculation.

In addition to the supplanting hours, BerryDunn also calculated supplanting hours due to primary CFS duties being managed by other supplemental patrol units, and officers assigned to investigations units. This was done by analyzing case response types within CAD and isolating those from other activities associated with those units. Based on these calculations, these data were also added back into the obligated workload totals as supplanting activity. Lastly, as



BerryDunn mentioned previously, the SIFA hours are also considered part of the obligated workload. Accordingly, these were added to the obligated workload model.

To illustrate all of these calculations, BerryDunn has provided Table 63, which includes three models. In Model 1 only the patrol and supplemental patrol hours are reflected. In Model 2 the SIFA hours are added. In Model 3, the additional supplanting hours have been added to the table.

**Table 63: Obligated Workload Model – Patrol 30%**

	<b>Literal Explanation and Formula</b>	<b>Model 1</b>	<b>Model 2</b>	<b>Model 3</b>
A - 1	Primary Patrol Unit Obligated Hours – Community CFS	27,291.00	27,291.00	27,291.00
A - 2	Primary Patrol – Unknown Classification Hours	1,567.00	1,567.00	1,567.00
A - 3	Primary Supplemental Patrol Hours	2,315.00	2,315.00	2,315.00
A - 4	Primary Supplemental Patrol (Unknown Classification Hours)	401.00	401.00	401.00
A - 5	SIFA: Self-Initiated Field Activity		1,636.00	1,636.00
A - 6	Other Supplemental Hours			673.00
A - 7	Other Supplemental Unknown Classification Hours			555.00
A - 8	Investigations Hours			115.00
A - 9	Investigations Unknown Classification Hours			192.00
<b>A - Total</b>		<b>31,574.00</b>	<b>33,210.00</b>	<b>34,745.00</b>
B	Available Hours per Officer	1,653	1,653	1,653
C	Authorized Strength in Patrol	72	72	72
D	Current Patrol Hours Available (B*C)	119,016	119,016	119,016
E	Current % Obligated to Community CFS (A/D)	<b>26.53%</b>	<b>27.90%</b>	<b>29.19%</b>
F	Target Obligated Workload (30%)	30.00%	30.00%	30.00%
G	Officer Workload Hours Available at 30% (B*F)	496	496	496
H	Patrol Officers Required to Meet Target Workload (A/G)	64	67	70
I	<b>Additional Primary CFS Officers Needed (H minus C)</b>	<b>-8</b>	<b>-5</b>	<b>-2</b>

Source: Calculations from Agency Data Provided

Based solely on the data provided in Table 63, and looking at Model 3 in this table, it appears that the Patrol Division is appropriately staffed. However, although the calculations in Table 63 accurately reflect the minimum obligated workload for the Patrol Division, it is not possible to fully assess the level of supplanting that is occurring, due to limitations within the CAD dataset.

Based on an evaluation of the data provided, and prior experience, BerryDunn concludes that the amount of supplanting is likely higher than what is reflected in this table.

To help ensure that supplanting data can be captured more readily in the future, BerryDunn recommends that the DPD add a CFS disposition code, which clearly identifies the incident as an assist to the Patrol Section, regardless of the officer who managed the CFS. This can easily be done within CAD, and it would then require training non-patrol personnel to use this disposition code at the end of the CFS, so that a future analysis of the data can easily identify non-patrol units that managed a CFS in support of the Patrol Section. Doing this would also allow the department to gain clarity in terms of future workload demands, which may actually support additional personnel, over what BerryDunn is currently recommending.

As BerryDunn has pointed out in other areas, calculating the obligated workload is a critical factor in determining patrol staffing levels; however, it is not the only factor that should be considered. As indicated previously, other factors for consideration include the type of CFS activity, number of available personnel, geographic patrol boundaries and natural or man-made barriers, traffic patterns, unit response times, and variations in CFS volumes based on month, day of the week, and time of day. Based on the data from Table 63, and the other salient factors, it is BerryDunn's recommendation that the DPD should add eight officers to the Patrol Division. This recommendation is consistent with the workload distributions, CFS volumes, and the shift relief factor reflected in Table 58. This recommendation also presumes that the DPD will modify the zone boundaries to balance CFS volumes, and that the CSOs will absorb a portion of the current obligated workload.

### **Administrative Labor**

Precise information is not available in CAD for many administrative activities, due to variances in the way agencies and officers record these activities. Nevertheless, the interviews and field observations by BerryDunn suggest that administrative time for the DPD appears to be at the norm. Industry-wide, administrative time generally accounts for approximately 25% – 30% of an officer's average day, and such appears to be the case at the DPD. This percentage can seem high to those not acquainted with the patrol function. However, a review of typical patrol activities supports this average.

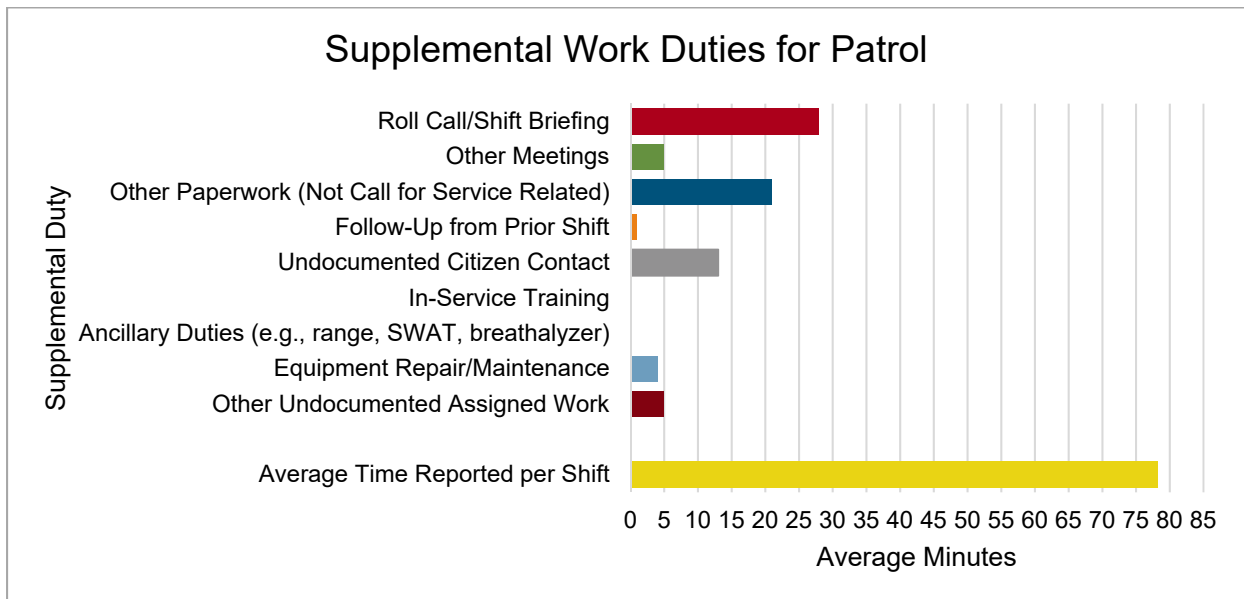
- Report-writing and case follow-up (variable)
- Patrol briefings – 15 minutes
- Administrative preparation/report checkout – 30 minutes
- Meal and personal care breaks – 30 minutes
- Court attendance (dayshift)
- On-duty training, not otherwise captured
- Vehicle maintenance and fueling (15 minutes per day)
- Meetings with supervisors (variable)
- Special administrative assignments (variable)

- Personnel/payroll activities (health fairs, paperwork review, and paperwork) training (variable)
- Field Training Officer (FTO) time for both trainee and trainer (variable); on-duty training for officers
- Equipment maintenance (computer, weapons, radio) (variable)

In order to attempt to illustrate allocations of administrative time that are unaccounted for in CAD, BerryDunn asked the patrol officers to complete a worksheet and survey during two of their patrol shifts (some of these data are reported in Tables 32 and 33). Officers were asked to record time spent on certain activities and to report this back via an online survey. Figure 13 below provides the breakdown of the information received from the 106 responses.

The average time reported for supplemental work by each officer, for each shift, was approximately 77 minutes. This does not include reports associated with CFS. It is also noteworthy that this survey spanned only two of the officer’s normal shifts (BerryDunn did not identify which shifts to use). While representative of the supplemental workload, it is possible that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered.

**Figure 13: Self-Reported Supplemental Workload**



Source: Patrol Workload Survey

### Uncommitted Time

The cumulative operational and administrative labor that officers must engage in should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem-solving efforts. A proportion of the workday must be uncommitted to any other type of labor. Uncommitted time allows officers to do the following:

- To have and initiate public-service contacts
- To participate in elective activities selected by the agency, such as community policing and problem solving
- To make pedestrian and business contacts
- To conduct field interviews
- To engage proactive traffic stops and proactive patrol efforts

Uncommitted time is the time left over after officers complete the work associated with both obligated/committed time and administrative time. A general principle for distribution of time for patrol is 30% across the board for administrative, operational, and uncommitted time, with a 10% flex factor. Ideally, particularly for service-driven organizations, the remaining 10% becomes uncommitted time, allowing officers more time for proactive community engagement. For a jurisdiction like the DPD, with its stated focus on exceptional service and community policing, no less than 40% uncommitted patrol time is ideal.

It has been the experience of BerryDunn that the percentage of administrative time generally mirrors operational labor totals. In other words, if a patrol officer is spending 35% of his or her time engaging in obligated workload, administrative time will likely capture 35% of his or her daily responsibilities. This is likely due to the types of administrative duties that typically follow the obligated workload, such as conducting follow-up, processing evidence, and writing reports. Essentially, if either the operational or administrative percentages are over 30%, the percentage of uncommitted time will be negatively affected. BerryDunn notes here that based on the data provide in Table 63, the obligated workload per officer is currently about 30%. Again, in all likelihood, the administrative time commitment is also likely 30%. As noted, it is BerryDunn's position that these data reflect the minimum calculable obligated workload and that these numbers are likely higher.

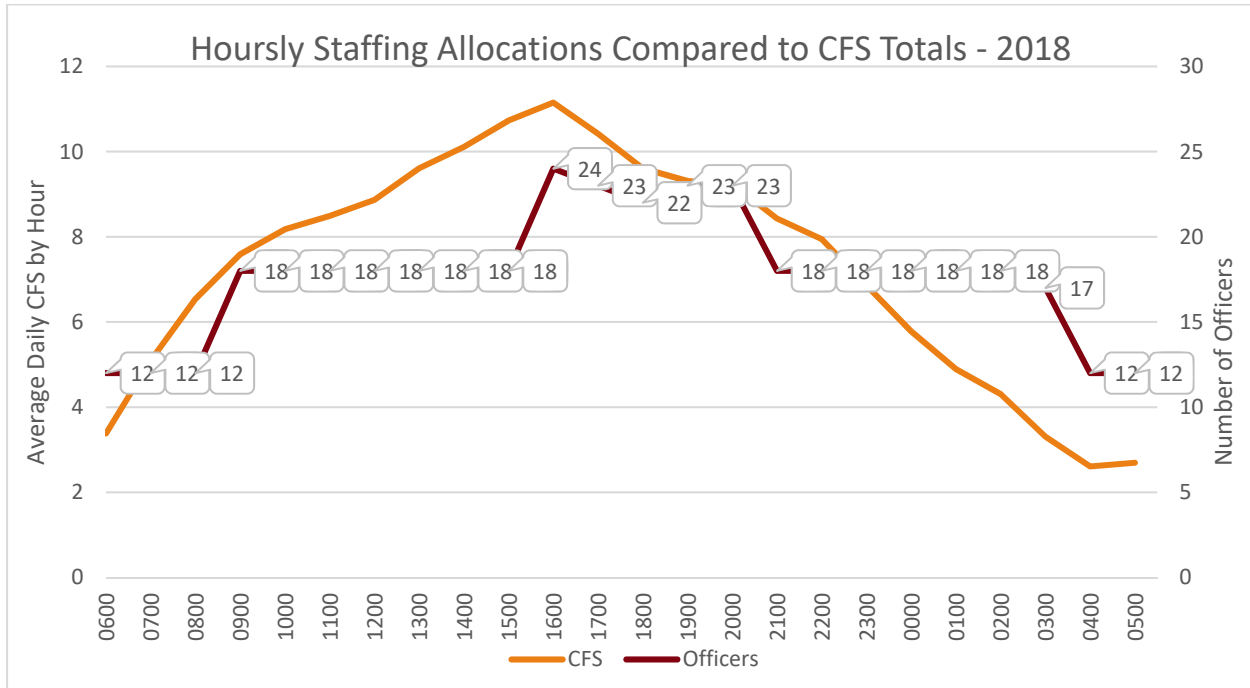
### Patrol Work Schedule

One of the most common area of concern that those interviewed conveyed to BerryDunn relates to the issue of staffing allocations in patrol. Many explained that they did not feel there are enough officers on the street an any given time to ensure that community complaints are handled in a timely manner. Staff interviewed explained that the patrol shifts often do not have a full complement of officers working and available to handle calls for service. Several staff members even showed BerryDunn an application on their phone that the police department uses to try to fill shift vacancies. Staff showed BerryDunn several pages of requests for staff to fill shifts, but BerryDunn was told that many of these go unfilled. The following section builds on the above analysis and examines staffing and scheduling issues.

Figure 14 below provides a graphic visual snapshot of the staffing allocations for DPD, as compared to hourly CFS totals. Figure 14 uses the staffing allocations by shift (see Table 44). To clarify, this table shows the allocated number of personnel, not the actual staffing levels.

BerryDunn notes that the design of the patrol schedule matches reasonably well with CFS volume and with the number of officers deployed, increasing and decreasing with the ebb and flow of CFS. There are some design disparities in the scheduling of officers during peak CFS periods. However, patrol deployments generally appear to correlate with anticipated and actual CFS volumes. Despite this, the schedule does not fully account for leave time and the cyclical pattern of leave time use (see Figure 12).

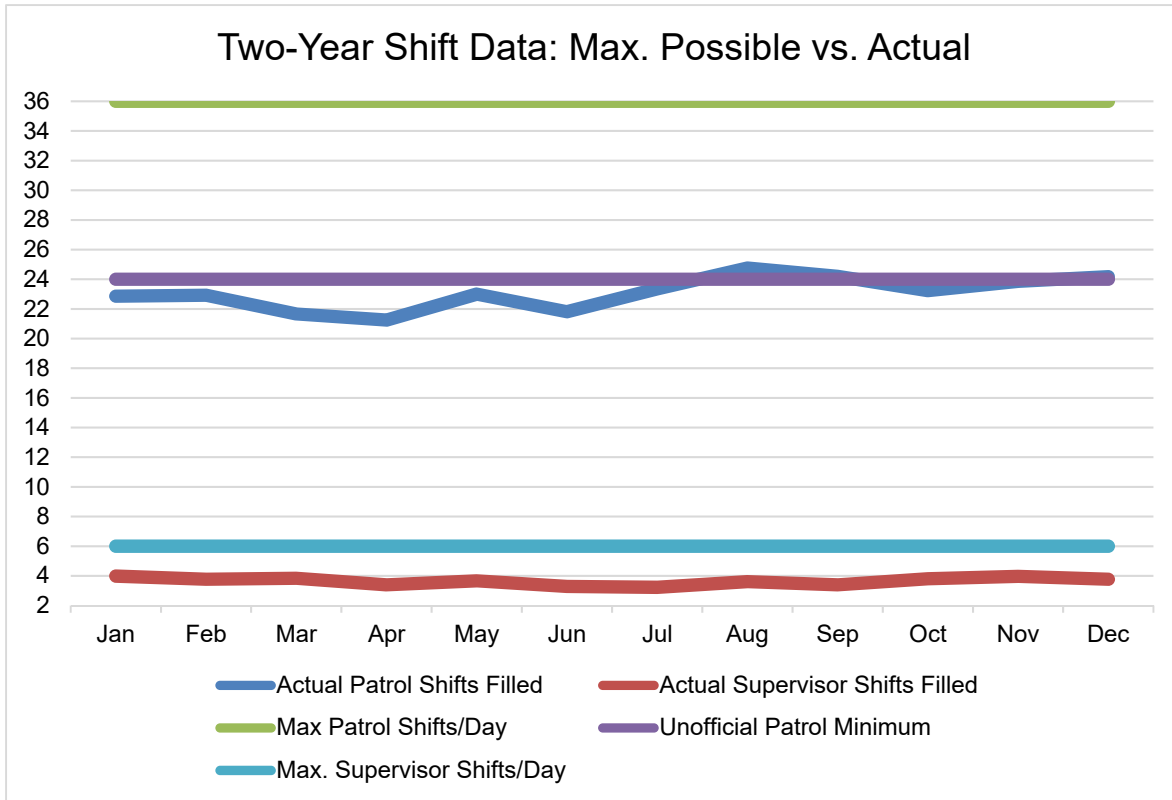
**Figure 14: Staffing Allocations vs. Hourly CFS Totals**



Source: Agency Provided CAD and Staffing Data

BerryDunn asked the DPD to manually calculate the actual work shifts for each month for 2017 – 2018, and this data is reflected in Figure 15. This figure separates patrol and supervisors, and it includes lines that show preferred shift totals, shift minimums, and actual staffing levels. Although there are several officers *allocated* to each shift during the design phase of the work schedule, the actual staffing levels are much lower. The data shown in Figure 15 seem to support the concerns raised by those interviewed, that despite the allocation of 72 personnel to the patrol division (excluding sergeants, K-9, and other officers), the daily staffing numbers are below optimal and workable levels.

Figure 15: Maximum Possible vs. Desired Shifts

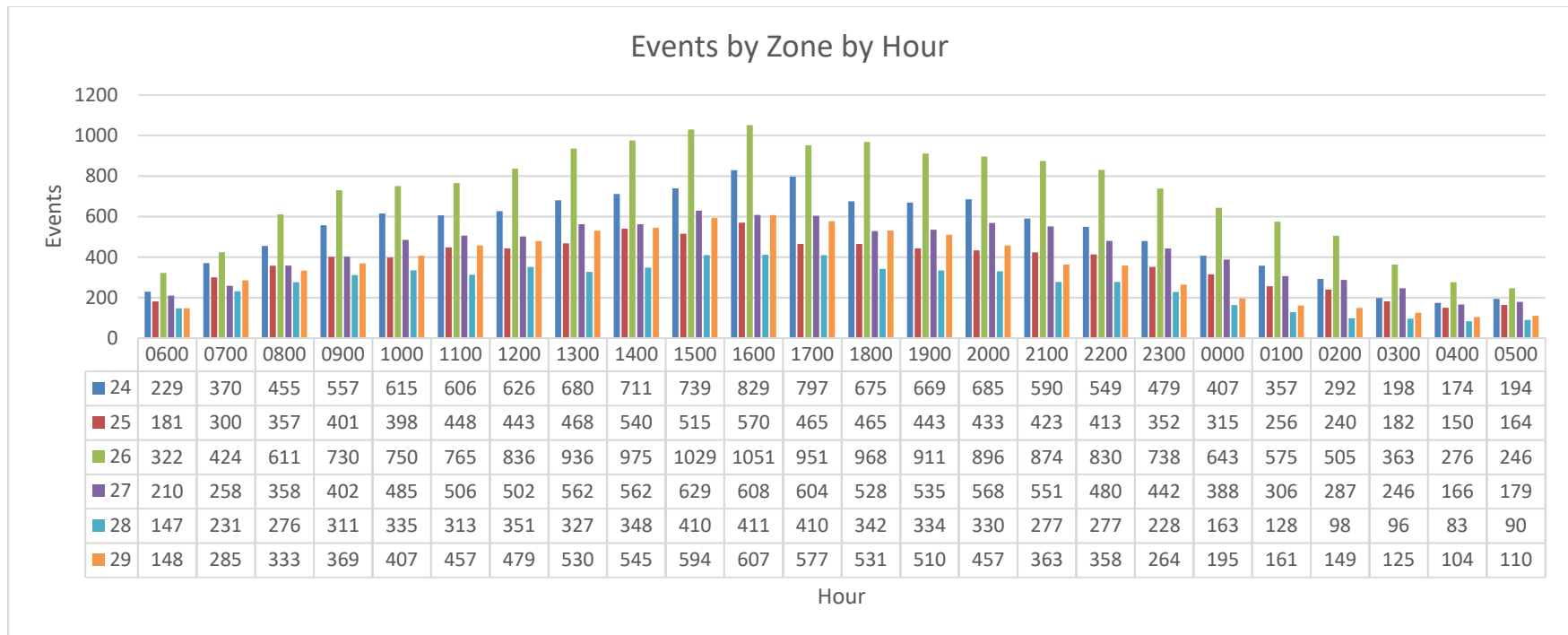


Source: Agency Provided Data

The data in Figure 15 are important because they help to illustrate actual staffing, as opposed to officer allocations. Based on these data, the DPD has not operated at optimal staffing levels or even consistently maintained preferred minimums.

As BerryDunn has mentioned previously, the service volume distribution of CFS between the patrol zones is unbalanced. However, as Figure 16 shows, the pattern of CFS by hour is consistent between the patrol zones. This information is important, because BerryDunn has suggested that the DPD make adjustments to the patrol zones. Based on the data from Figure 16 below, adjusting the patrol zones to improve the balance of CFS volume will not affect the pattern of hourly CFS.

**Figure 16: Events by Zone by Hour**



Source: Agency Provided CAD Data

In Table 64 below, BerryDunn has provided a Heat Map, which shows the most common type of CFS by patrol zone. Following Table 64, BerryDunn has provided Table 65, which effectively translates Figure 16 into a Heat Map.



**Table 64: CFS by Zone and Type – Heat Map**

Activity	DP24A	DP25A	DP26	DP27A	DP28	DP29C	Grand Total
Disturbance	1,066	783	2,207	1,065	277	467	5,865
Medical	1,258	546	1,580	620	801	993	5,798
Check Welfare	657	478	1,132	554	277	327	3,425
Suspicion	710	596	515	499	354	355	3,029
Unwanted Person	410	301	1,469	470	63	140	2,853
Attempt to Locate	500	342	378	292	294	478	2,284
Property Damage Motor Vehicle Crash	268	186	404	346	289	438	1,931
Theft	302	217	581	283	96	194	1,673
Vehicle Information	259	192	304	175	115	230	1,275
Parking Problem	249	186	169	294	237	106	1,241
Information	249	184	348	192	85	181	1,239
Public Assist	239	198	315	205	102	175	1,234
Domestic – Verbal	251	207	324	259	48	125	1,214
Animal Disturbance	294	186	132	167	225	199	1,203
Security Alarm	172	178	233	120	154	301	1,158
Shoplifter	236	70	112	337	27	300	1,082
Call Back/Phone Call	170	104	208	152	74	192	900
Check Hazard	176	177	165	102	115	149	884
Intoxicated Person	124	85	460	149	38	18	874
Unknown Trouble	140	130	239	154	57	140	860
Juvenile Offense	255	168	133	98	108	90	852
Fraud	161	96	142	124	154	171	848
Attempted Pick Up	148	181	268	143	38	39	817
Suicidal	153	105	187	137	86	148	816
Lost or Found Property	121	116	277	139	61	98	812
Theft from Auto	158	94	175	196	124	57	804
Drug	133	95	237	129	39	71	704

Activity	DP24A	DP25A	DP26	DP27A	DP28	DP29C	Grand Total
Assist Other Agency	115	104	220	94	31	84	648
Fire Alarm	66	62	207	72	64	129	600
Threats	104	108	165	109	41	68	595
Property Damage Hit and Run	89	90	134	118	54	107	592
Psychological Problems	123	105	153	81	41	68	571
Trespass	71	57	274	123	3	25	553
Harassment	104	90	135	88	53	71	541
Medical – Difficulty Breathing	147	73	121	40	68	89	538
Damage to Vehicle	103	101	114	114	50	50	532
Domestic – Physical	111	89	132	103	26	61	522
Damage to Property	111	98	124	104	31	48	516
Burglary	78	57	86	137	69	58	485
Civil	128	59	71	67	42	64	431
Medical – Heart	99	35	102	48	61	69	414
Theft of Gasoline/Drive-Off	115	94	50	44	61	46	410
Assault	64	47	166	61	21	37	396
Neighbor Trouble	111	90	52	69	49	22	393
Court Order Violation	90	67	79	56	40	44	376
Loud Music	76	67	94	72	36	20	365
Runaway	96	60	47	34	94	26	357
Child Neglect	74	47	63	58	28	83	353
Medical – Seizure	45	42	83	49	48	74	341
Fight	46	36	177	53	4	17	333
Parking Problem – Blocked Driveway	36	52	43	137	49	5	322
Vehicle Theft/Attempted Theft	78	60	67	39	14	42	300
<b>Grand Total</b>	<b>12,483</b>	<b>8,922</b>	<b>17,205</b>	<b>10,362</b>	<b>6,316</b>	<b>8,658</b>	<b>6,3946</b>

Source: Agency Provided CAD Data

**Table 65: CFS by Zone by Hour – Heat Map**

Hour	DP24A	DP25A	DP26	DP27A	DP28	DP29C	Grand Total
0	407	315	643	388	163	195	2,111
1	357	256	575	306	128	161	1,783
2	292	240	505	287	98	149	1,571
3	198	182	363	246	96	125	1,210
4	174	150	276	166	83	104	953
5	194	164	246	179	90	110	983
6	229	181	322	210	147	148	1,237
7	370	300	424	258	231	285	1,868
8	455	357	611	358	276	333	2,390
9	557	401	730	402	311	369	2,770
10	615	398	750	485	335	407	2,990
11	606	448	765	506	313	457	3,095
12	626	443	836	502	351	479	3,237
13	680	468	936	562	327	530	3,503
14	711	540	975	562	348	545	3,681
15	739	515	1029	629	410	594	3,916
16	829	570	1051	608	411	607	4,076
17	797	465	951	604	410	577	3,804
18	675	465	968	528	342	531	3,509
19	669	443	911	535	334	510	3,402
20	685	433	896	568	330	457	3,369
21	590	423	874	551	277	363	3,078
22	549	413	830	480	277	358	2,907
23	479	352	738	442	228	264	2,503
<b>Grand Total</b>	<b>12,483</b>	<b>8,922</b>	<b>17,205</b>	<b>10,362</b>	<b>6,316</b>	<b>8,658</b>	<b>63,946</b>

Source: Agency Provided CAD Data

As BerryDunn has mentioned at various points throughout this section, and as Figure 15 illustrates, the DPD has experienced challenges in maintaining staffing levels.

## Patrol Schedule Discussion

BerryDunn is aware that the patrol work schedule has been a contentious issue within the DPD, and that the DPD has gone through extensive efforts to develop a functional schedule. Unfortunately, as BerryDunn has pointed out, the schedule is not fully serving the needs of the DPD, and this has resulted in operational challenges. The discussion in this section provides details regarding the current DPD patrol schedule, as well as other items for consideration.

The DPD patrol schedule is based primarily on a 12-hour shift framework, although 11-hour shifts are also used. The schedule includes four teams who each work a four-day-on, four-day-off schedule. The allocation of personnel for each team is as follows:

- 1 lieutenant
- 3 sergeants
  - 2 primary
  - 1 mid-shift
- 18 patrol officers
  - 6 early shift
  - 6 late shift
  - 6 mid-shift
- 1 K-9

Each patrol officer works 30, 11-hour shifts per year, with the rest being 12-hour shifts. The total number of shifts depends on the rotation of the calendar, but for 2019, two teams were scheduled for 2,178 hours, and two teams were scheduled for 2,142 hours. Based on the union contract, officers may not exceed 2,080 scheduled hours, which includes holidays. There are currently 11 recognized holidays, and officers receive eight hours of credit for each holiday. Because officers are scheduled beyond the allowed 2,080 hours prescribed in the contract, officers take days off of the schedule to adjust their totals.

Although BerryDunn is aware that there are some vacancies within the Patrol Division, the patrol work schedule and personnel allocations are based on full staffing. Accordingly, BerryDunn will provide an analysis that assumes full staffing.

Based on the current DPD patrol schedule configuration, as expressed for 2019, teams B and C were scheduled for 2,178 hours, and teams A and D were scheduled for 2,142. Because the maximum hours officers can work under the contract is 1,992 (accounting for holidays), officers on each team must reduce their overall hours to achieve this number. For teams B and C, this total is 186 hours, and for teams A and D, this total is 150 hours. Mathematically, here is how this works:

### Teams B and C

Total hours scheduled:	2,178
Required reduction:	186

Number of officers:	36
Hours to be removed:	6,696
Number of shifts:	558

**Teams A and D**

Total hours scheduled:	2,142
Required reduction:	150
Number of officers:	36
Hours to be removed:	5,400
Number of shifts:	450
<b>Total Shifts Removed:</b>	<b>1,008</b>

To put this into perspective, once the base schedule has been developed, the DPD will need to remove between 12 and 15 shifts per officer, for a total of 1,008 shifts. Assuming that an officer worked only 12-hour shifts and that they worked a total of 1,992 hours for the year (accounting for holiday time off), each would work a total of 166 shifts. The removal of 1,008 shifts is equivalent to removing six full-time officers from the work schedule (1,008 divided by 166). To be clear, a portion of the shifts that must be removed are the result of holiday hours. However, even if these hours are excluded from the above calculations, the DPD would still need to remove 480 shifts from the schedule, or the equivalent of three full-time officers. Regardless of how this is calculated, the premise of the DPD work schedule requires the removal of 1,008 shifts. This amounts to nearly three shifts for every calendar day.

BerryDunn is aware that the DPD follows an extensive process for officers to take off these additional shifts, and for taking vacation. However, as Figure 12 shows, the use of leave time is not balanced. It is also important to point out here that the above calculations only relate to holidays and additional shift removal; they do not account for other forms of leave, or vacation. If the average officer takes 80 hours of vacation per year, this would result in an additional 480 shifts that would need to be removed from the schedule, representing another three full-time personnel. If the average vacation time were 100 hours, this number would increase to 600 hours, or about four full-time officers. Using only the minimums reflected here, based on shift reductions and vacations, the DPD is losing approximately nine full-time officers from the work schedule, or about 1,494 shifts. This amounts to four shifts a day, every day, assuming these shifts were removed from the schedule equally. Given these data, the maximum daily shift allocation the DPD could expect would be 32, assuming full staffing and equal distribution of leave. Based on the data in Figure 12, however, leave time is not balanced. Moreover, based on the data in Figure 15, actual staffing levels have been inconsistent and well below intended numbers.

Table 66 provides additional analysis of the DPD work schedule, against key patrol schedule standards.

**Table 66: Schedule Parameters Analysis**

Schedule Elements	DPD 12-Hour Schedule
The schedule must maximize coverage during the periods of greatest need.	⊙
The schedule must include a plan for the inclusion of additional work shifts, as the workforce grows on a temporary or a permanent basis.	✓
The schedule must include flexibility to allow for vacations, individual training, and sick leave.	⊙
The schedule must include flexibility to allow for department training and meetings.	⊙
The schedule must take into account how adjustments will be made if there is a reduction in force on both a temporary and a permanent basis	⊙
The schedule should provide the greatest possible amount of consistency and continuity.	⊙
Consideration should be given to how the schedule of supervisors is interwoven into the overall schedule.	✓
The schedule must take into account the holiday hours, which are equal to the total number of holidays (11 for example), multiplied times the regular work shift. For example, 10-hour shifts would equate to 110 hours of time taken off the total 2080 work schedule for each patrol officer.	⊙
The schedule must allow conform to Fair Labor Standards Act (FLSA) standards for maximum hours allowed within a work cycle.	✓
The schedule must not allow officers to exceed 2,080 hours for the year, inclusive of any leave time or holiday time.	⊙
The schedule should avoid the use of multiple shift durations.	⊙
SUPPLEMENTAL FACTORS	
The schedule design should be effective in reducing overtime.	⊙

Schedule Elements	DPD 12-Hour Schedule
The schedule design should reduce significant peaks and valleys that occur due to leave patterns.	⊙
The schedule should ensure appropriate staffing levels in all patrol zones.	⊙
The schedule design should include available supplemental staff to manage multiple CFS and priority CFS in patrol zones.	⊙

- ✓ – Fully achieves this objective
- ⊙ – Does not fully achieve this objective

The DPD patrol work schedule utilizes an over-schedule design. However, it lacks flexibility and consistency, the rotation exceeds 2,080 hours, it does not minimize the use of overtime or appropriate staffing in all patrol zones, and it does not adjust to peaks and valleys in leave time.

### **Balanced Schedule**

It is of some value at this point to discuss *balanced* as opposed to *on-demand* schedules. In short, in a balanced schedule, the department fully schedules all its personnel based on 40 hours per week, or 80 hours per pay period, throughout the year (this also often results in scheduling more personnel than required, which is referred to as over-scheduling). This is the most common form of police scheduling, and it is the type of schedule in use for the DPD.

This type of schedule works reasonably well if the department has enough people on the schedule to accommodate vacancies due to leave. BerryDunn refers to this type of scheduling as over-scheduling, because it relies on scheduling more staff than necessary for existing demands, in order to respond to requests for leave. In theory, because the department has *over-scheduled*, if someone takes leave, there is no need to backfill the opening, because the schedule still contains enough staff to cover shift minimums.

Although over-scheduling works, its effectiveness is impeded by peaks and valleys in the use of leave time by staff. Invariably, as shown in Figure 12, patrol staff within law enforcement agencies take leave in larger increments during certain portions of the calendar year (e.g., during summer months, over the holidays). This often results in an imbalance between the number of leave requests and the ability of the schedule to release staff on leave without creating a shortage in staffing or the need to pay overtime to cover peak demands. Conversely, during periods when nobody takes leave (e.g., February), staffing is at its peak. This also tends to happen when service volumes are lower, which results in a certain amount of inefficiency.



There is a delicate balance between using over-scheduling as a means to accommodate leave and having too many resources available. For those creating the schedule, it is also important to note that when using a balanced or over-scheduling system, it may appear that the schedule is very heavy with resources. This can create a tendency to think that there are too many staff assigned to a beat/zone, precinct, or division. In reality, as those staff take leave, which often averages 400 hours per staff member (for holiday, personal leave, and training), the schedule will thin out. Despite this, it is likely that there will be peaks and valleys in this type of system.

When there are peaks of resources, administrative staff can redirect personnel to specific projects or special enforcement duties. When there are valleys (shortages of staff), the department will need to use overtime as a means to cover minimum staffing levels. Staffing using a proper shift relief factor will minimize this, but there will likely be some need to pay overtime to meet minimums, assuming that leave requests follow similar industry patterns.

So, although using a balanced schedule is the most common form of police scheduling, it is also the most susceptible to inefficiency and instability, due to the lack of flexibility in the schedule to adjust to leave and leave patterns, and having *over-scheduled* personnel, at various points in the schedule. This is even more pronounced in the DPD schedule, because staff are scheduled well beyond the 2,080-hour threshold, and they must take additional time off the schedule to balance their hours.

### **On-Demand Scheduling**

One alternative to using a balanced schedule is to use on-demand scheduling, or a *short-schedule*. An on-demand or short schedule is a type of schedule that follows the FLSA 7k exemption for public safety scheduling and does not use the traditional 40-hour workweek to define the schedule or payment of overtime. In a short schedule, the department schedules officers fewer hours than required during any given month. This results in a circumstance in which the agency can use the unallocated hours in a flexible manner, to cover meetings, training, special events, or predictable leave (e.g., vacation) as the scheduling needs demand. This type of the schedule is substantially more efficient than a balanced schedule, because it is possible to adjust the work schedule on an ongoing basis and to respond to shift demands without the need for overtime or substantial over-scheduling of personnel.

There are myriad variations of short schedules, but the theory is rather simple. In a short schedule, the department schedules officers fewer hours than required during any given month. This process typically involves the creation of a schedule shell in which the department ensures filling all shift minimums. In this format, there is also some over-scheduling involved, which allows for immediate backfilling of shifts vacated due to leave requests; however, the design of these schedules does not include the significant peaks that often occur within a balanced schedule. Instead, the over-scheduling of staff is smaller, which creates more efficiency in terms of personnel usage.

In contrast to a balanced schedule, when staff request leave time (for whatever purpose—other than unscheduled sick leave), and there are insufficient over-scheduled resources to accommodate the request, the agency can use unallocated time from patrol staff to fill the void. This can provide tremendous flexibility for the agency, help ensure that staff are able to take leave time when requested, even during peak demand periods, and help reduce overtime costs. Unallocated hours can also be used to cover training time or other special work details.

Despite its efficiency, there are some drawbacks to this type of schedule. Administering the schedule is time-consuming, as it requires constant monitoring to ensure FLSA compliance, and there are many logistics involved in establishing the protocols for when and how unallocated hours will be scheduled. In addition, because some shift hours are unallocated, and they are added to the schedule as the need demands, this type of schedule includes a level of inconsistency and unpredictability for officers in terms of knowing their work schedule in advance. On-demand scheduling is also new to most agencies, officers, and finance departments, and there are some bookkeeping complexities. In short, the agency pays each officer 80 hours of straight pay (a *salary* of sorts) per two-week pay period, regardless of how many hours they work. This means an officer may work 66 hours and collect 80 hours of pay, or the officer may work 95 and collect only 80 hours. In some cases, moving to an on-demand schedule requires extensive coordination with the finance department so that it can understand and buy into the dynamics.

One other significant issue is that using an on-demand schedule will likely reduce overtime greatly within the agency. From a fiscal perspective for the agency, this is a very good thing; however, some staff become reliant on a regular stream of overtime pay, and when the stream of overtime money is substantially reduced, they may face personal budget issues. The department must understand this possible side effect and take steps to ensure that staff are aware of this change.

### **Base + (Base Plus) Schedule**

Another scheduling option for departments to consider is a Base +, or base plus schedule. A base plus schedule combines some of the factors of a balanced schedule with an on-demand schedule. In a base plus schedule, the main framework, including the schedule rotation (in terms of the number of days on and off) and the number of hours per shift, also results in a number of unallocated hours for each officer. As with an on-demand schedule, the unallocated hours can be structured and monitored based on a pay-period, work-cycle, or per-month basis. Once the main shell of the schedule is built, then department can then use the unallocated hours for each officer during the prescribed cycle (usually one to two shifts per month) to backfill gaps or holes created in the schedule due to leave time, training, or other expected/predictable absences.

The primary difference between an on-demand schedule and a base plus schedule is that in an on-demand schedule, the shifts are evaluated and added on an ongoing basis, usually in 30-day

increments. In a base plus schedule, the unallocated shift time is added when the schedule is constructed (usually a year at a time), but after predictable leave and training needs for the schedule are identified.

Like the on-demand schedule, the base plus schedule carries with it the same operational requirements regarding schedule administration, FLSA compliance, and following established scheduling protocols. This type of schedule has less flexibility for the agency in terms of being able to adjust the schedule throughout the year, but it provides additional stability for officers, in terms of knowing their full schedule for the year, including the placement of hours that were not initially allocated.

Despite the challenges associated with on-demand or base plus models, most of the issues can be overcome by developing strong protocols and procedures for implementing this type of schedule. In summary, the use of short scheduling has many benefits, and BerryDunn encourages agencies to consider this as an option. BerryDunn staff have also worked with agencies to develop this type of scheduling system, and other scheduling models, and if this is something that the DPD wishes to consider, BerryDunn can work with the DPD to outline some possible schedule options.

### Patrol Staffing Summary

Based on the data provided and the overall analysis, it is BerryDunn's assessment that eight additional officers should be added to the Patrol Division to manage obligated workload volumes and to accommodate the appropriate geographic distribution of personnel. Adding these positions would bring the allocation of personnel for patrol to 80 officers (excluding supervisors). As mentioned previously, this number will be sufficient to maintain appropriate staffing of the patrol zones, assuming that some balancing of the CFS volumes occurs through a zone redesign process. In addition, the DPD would need to make substantial adjustments to the patrol work schedule to achieve a balanced and consistent distribution of personnel.

It is also important to point out here that BerryDunn's recommendation of staffing at 80 officers reflects the optimal number of officers required to operate and to respond to CFS effectively and efficiently. This number is considered the *operational minimum*, and it is the baseline for staffing, not the maximum. Equally as important is understanding that the department occasionally has personnel who are non-operational, meaning that due to the Family Medical Leave Act (FMLA), military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to ensure staffing at the *operational minimum* level.

To maintain minimum operational staffing levels, some agencies, discuss using *over-hires*, in order to cover the lag time associated with hiring and training personnel. Rather than discussing over-hires, BerryDunn suggests that agencies should establish a *minimum operational level*, which help ensure maximum operational efficiency, and then setting a new *authorized staffing*

level, which offsets agency attrition levels and the vacancies that occur as a result of non-operational personnel.

## V. Traffic Enforcement

The DPD generally uses a patrol officer based approach to traffic enforcement. Although the DPD has one grant-funded DUI/TZD officer that focuses exclusively on traffic, patrol officers have the primary responsibility for traffic enforcement within the DPD. Patrol officers are expected engage in traffic enforcement, and/or to answer traffic-related CFS during the course of their shift, as workload demands or allows. This section provides additional details concerning traffic enforcement by the DPD

### Activity

In Table 67, BerryDunn has provided data concerning frequent traffic violations and traffic enforcement efforts of the DPD from 2016 – 2018. Looking at the data in Table 67, BerryDunn notes that there has been a dramatic reduction in traffic enforcement efforts over this period. Overall, traffic enforcement is down by nearly 42%, from 3,519 in 2016, to 2,043 in 2018. Based on the data in Table 67, driver's license violations, including suspension, revocation, or cancellation, and speeding violations, present the greatest levels of reduction.

BerryDunn recognizes that the data in Table 67 represent citation data and do not reflect all officer-initiated traffic efforts of the DPD patrol staff. However, the number of citations is extremely low in comparison to the size of the patrol staff. If the number of officers for the DPD in patrol was 72, and each worked 166 shifts, this would equal 11,952 patrol shifts. This would result in a ratio of approximately one traffic citation per officer for every six patrol shifts.

It is not BerryDunn's intent to be critical in this observation. As noted in Figure 10, the officer-initiated activity of the DPD is comparatively low, and it is BerryDunn's belief that this is directly related to staffing levels and personnel distribution issues. Essentially, the data in Table 67 affirm the challenges of the DPD patrol staff in finding time to perform all of their functions at an optimal level.

**Table 67: Frequent Traffic Violations**

Traffic Violations	2016	2017	2018	% Change 2016 – 2018
Driver's License Violations	835	496	406	-51.38%
Driving after Cancellation, Revocation, or Suspension	1,276	1,034	633	-50.39%
Driving after Cancellation; Inimical to Public Safety	43	40	18	-58.14%
DUI – Alcohol/Drugs	201	174	172	-14.43%
Equipment Violations	26	15	18	-30.77%
Hit and Run	7	8	9	28.57%
Littering: Dangerous Object	0	1	0	N/A
Motorcycle	4	0	1	-75.00%
Motorist Assist	0	1	0	N/A
Other	1	1	1	0.00%
Passing Violations	16	3	10	-37.50%
Pedestrian	3	3	2	-33.33%
Reckless/Careless/Improper Use	56	41	62	10.71%
Right of Way	6	19	4	-33.33%
Seatbelt	220	97	183	-16.82%
Sign/Semaphore/Control Device	49	57	41	-16.33%
Speeding	511	349	321	-37.18%
Turning/Lane Violations	58	49	25	-56.90%
Vehicle Registration	207	185	137	-33.82%
<b>Totals</b>	<b>3,519</b>	<b>2,573</b>	<b>2,043</b>	<b>-41.94%</b>

Source: Agency Provided Data

In Table 68, BerryDunn has provided data related to the time spent on traffic enforcement efforts by patrol staff of the DPD. As noted previously, motor vehicle crash responses consume the bulk of the community-initiated time in this category for officers. In looking at the officer-initiated category, nearly all of the time in CAD is associated with traffic stops. Again, BerryDunn notes that this number is extremely low. Assuming 72 patrol staff engaged in 2,188 hours of traffic stops for 2018, this equals about 30 hours of annual effort per officer for the year.

**Table 68: Traffic-Related CFS – Time Spent**

Unit Category	Hours on Call Time		
	Community-Initiated	Officer-Initiated	Grand Total
Chase – Police Pursuit		2:13:17	2:13:17
Hot-rodders	15:11:34		15:11:34
Parking – Blocked Driveway	59:57:23		59:57:23
Parking Complaint	176:36:53		176:36:53
Personal Injury Motor Vehicle Crash	402:00:23		402:00:23
Personal Injury Motor Vehicle Crash with Pedestrian	45:46:58		45:46:58
Personal Injury Motor Vehicle Hit and Run	3:21:52		3:21:52
Personal Injury Motor Vehicle Hit and Run with Pedestrian	12:11:13		12:11:13
Property Damage Motor Vehicle Crash	1327:10:11		1327:10:11
Property Damage Motor Vehicle Crash with Animal	14:12:05		14:12:05
Property Damage Motor Vehicle Hit and Run	411:33:08		411:33:08
Traffic Control	42:46:06		42:46:06
Traffic Stop		2188:00:19	2188:00:19
Vehicle Damage	178:16:42		178:16:42
Vehicle in the Ditch	43:05:57		43:05:57
Vehicle Information	279:13:52		279:13:52
Vehicle Recovery	184:52:32		184:52:32
Vehicle Theft/Attempted Theft	196:18:51		196:18:51
<b>Grand Total</b>	<b>3392:35:40</b>	<b>2190:13:36</b>	<b>5582:49:16</b>

Source: Agency Provided CAD Data

### Motor Vehicle Crashes

Table 69 below provides the data regarding motor vehicle crashes by type from 2016 – 2018. The total number of crashes and the number of each crash type is very similar across this period.

**Table 69: Traffic Crash Reports**

Motor Vehicle Crash Category	2016	2017	2018
Personal Injury Pedestrian Hit and Run	4	12	10
Personal Injury Hit and Run	2	4	2
Personal Injury Pedestrian	36	29	30
Personal Injury	220	213	225
Property Damage with Animal	71	75	75
Property Damage Hit and Run	542	552	616
Property Damage	2,070	2,123	2,032

Source: Agency Provided Data

Table 70 shows the number of traffic fatalities for the DPD from 2016-2018. Although total number of motor vehicle crashes within the city is substantial, the number of fatal crashes is very low.

**Table 70: Traffic Fatalities**

Motor Vehicle Crash Category	2016	2017	2018
Fatal, Motor Vehicle and Animal	0	0	1
Fatal, Motor Vehicle and Other Motor Vehicle in Traffic	2	1	2
Fatal, Motor Vehicle and Pedestrian	2	0	0

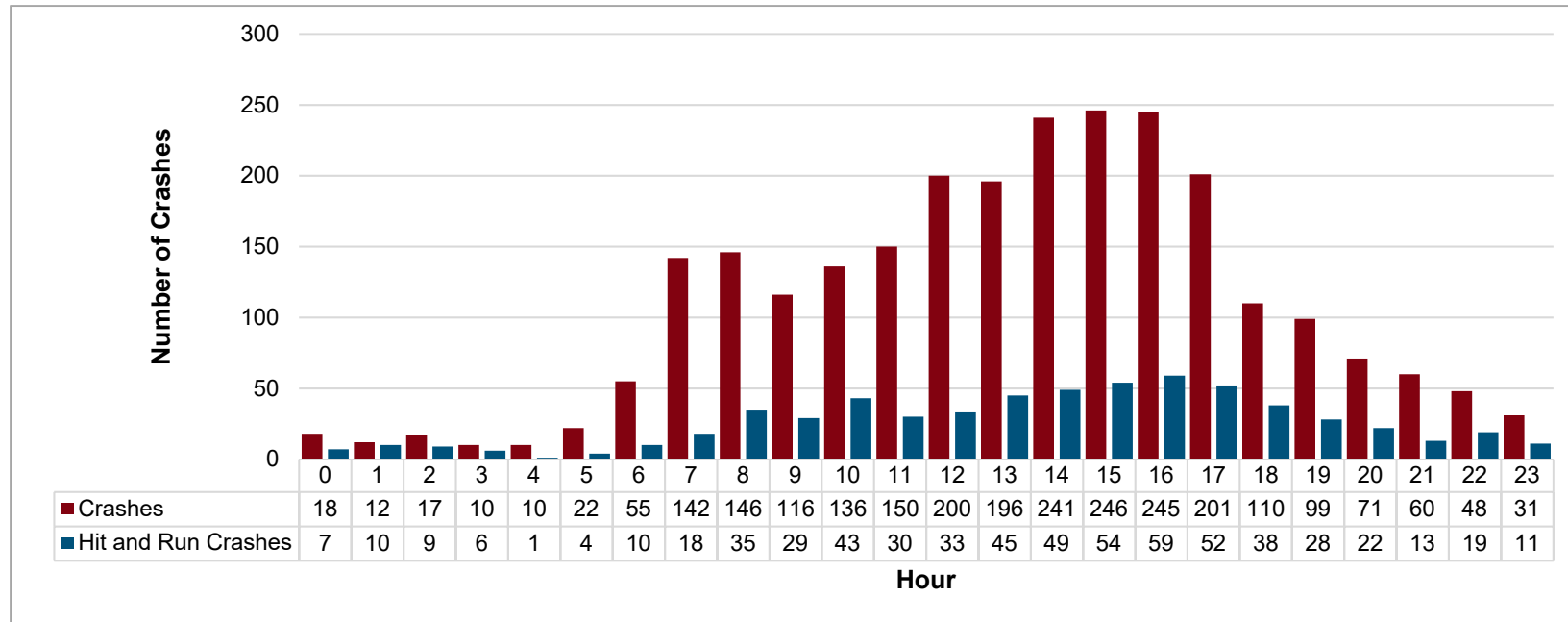
Source: Agency Provided Data

BerryDunn is aware that Duluth is a major city in the northern part of the State of Minnesota, and that the daily traffic volumes are substantial. Accordingly, BerryDunn is not surprised to see the number of motor vehicle crashes reflected in Table 69. However, the low fatality rate is remarkable.

In Figure 17, BerryDunn has provided a breakdown of motor vehicle crashes by hour of the day. This data is consistent with the CFS volume patterns reflected in Table 9. In addition, the peaks in crash volumes coincide with commuter times, between 7:00 a.m. to 8:00 a.m., and 2:00 p.m. to 5:00 p.m.



Figure 17: Motor Vehicle Crashes by Hour



Source: Agency Provided CAD Data

As noted, the overall volume of self-initiated traffic enforcement volume for the DPD is comparatively low. BerryDunn is confident that much of this relates to staffing needs and personnel distribution. If the DPD is able to follow the recommendations of this report, BerryDunn would expect to see significant improvements in these areas.

It is also worth mentioning again that motor vehicle crashes absorb a significant portion of the time available to officers. If the DPD moved to a full-time CSO program, this is an area where the CSOs could provide some substantial relief for sworn officers.

## VI. Alternative Response

As indicated above, based on the current workload, staffing, and patrol personnel allocations, there is a need to augment staffing within the Patrol Division. However, using alternatives to CFS response, such as a TRU and an online reporting system, can further reduce the burden on patrol officers, enhancing their effectiveness in the process. Although the DPD already has a TRU and an online reporting system, enhancing staffing of the TRU and encouraging the use of the TRU and online reporting systems by the public would further reduce obligated demands on patrol, and the combination of these efforts would improve officer outputs.

### Online Reporting

BerryDunn is aware that the DPD has an online reporting system. The types of CFS available within that system are reflected in Table 71. BerryDunn is also aware that the DPD is considering adding categories to this list. Based on BerryDunn's experience, the following categories are typical in online reporting systems:

- Vandalism
- Destruction of Property
- Theft up to \$5,000
- Theft from automobile
- Theft of auto parts and accessories
- Vehicle Tampering
- Attempted Auto Theft
- Credit/Debit Card Theft
- Identity Theft
- Lost Property
- Telephone Misuse
- Trespassing
- Noise Violations
- Loitering
- Disorderly Conduct
- Alcohol Violations

BerryDunn notes that many of these categories are present within the DPD system, or they are under consideration for additions to that system.

**Table 71: Online Reporting Types**

Incident Type	Definition	Example
Damage to Motor Vehicle	Motor vehicle damaged but no property was stolen.	A smashed window, scratched paint, broken light.
Damage to Property or Graffiti	When property (other than motorized vehicles) has been damaged.	House egged, rock through a window
Fraud/Scam	Financial fraud or scam (not identity theft).	Someone provides you with a bad check, an employee steals money or property from your business, someone uses your credit card without your permission
Identity Theft	Obtaining someone else's personal identifying information and using it to obtain credit, goods, or services.	Someone obtains a credit card using your SSN or obtains phone service using your personal information.
Lost Property	When property is missing but you do not have any reason to believe it was stolen.	Property that is missing, leaving items in restaurant, or missing from home.
Motor Fuel Theft (Gas Drive-offs)	For retailers and merchants.	Failing to pay for fuel at a gas station.
Theft of Property – Other Theft	Theft not fitting any of the other options.	Bicycle stolen from a yard, backpack stolen.
Theft from Vehicle	Property that has been stolen from locked or unlocked motor vehicle. If vehicle was damaged during the theft, include that information in the report.	Stolen equipment or belongings from a vehicle.

Source: Agency Provided Data

Many police reports, like the categories listed above, are conducive to online reporting. However, while BerryDunn advocates for online reporting, there are also reasons to urge caution in this regard. First, many community members still feel a need to engage the police directly, and an online reporting system may not be agreeable to them. BerryDunn encourages agencies to make these systems available, but to leave the opportunity open for community members to make police reports in a traditional fashion. This is particularly true in today's policing environment, where there is an ongoing need to build and maintain community confidence, trust, and support for the police department.

The second issue involves the types of reports that DPD might choose to place online. It is important to carefully consider which reports to place in this queue, keeping in mind that the police department should handle cases with witnesses and evidence in person and/or directly.

The final item involves secondary contact and follow-up. It is important that no case fall between the cracks, so the department should ensure that there is an error-free mechanism in place to double-check any reports that come into the agency through an online portal. This system should also involve a follow-up contact with the victim in some fashion, whether by email or phone, so that the complainant knows the police department received the report. It also adds a personal touch that demonstrates a focus on customer service.

BerryDunn is aware that the DPD is planning on moving to a new RMS platform. BerryDunn encourages the DPD to explore the online capacities of the new RMS system with the vendor, so that the efficiencies of these systems can be maximized. BerryDunn also adds here that many agencies have used a mobile app to aid in filing reports, complaints, providing tips, etc. Again, BerryDunn encourages the DPD to fully explore these options, once it updates its RMS.

Table 72 provides the data regarding online reports received by the DPD for 2018. Although the number of online reports received is a good start, the low numbers generally reflect a lack of community awareness of this option, and a lack of efforts by the DPD in gently directing the public to this resource.

**Table 72: Online CFS Reports for 2018**

Type of Call – Online	# of Calls
Damage to Motor Vehicle	15
Fraud	25
Fuel Theft	0
Identity Theft	5
Lost Property	41
Property Damage	8
Theft From Motor Vehicle	57
Theft of Property	70
<b>Totals</b>	<b>221</b>

Source: Agency Provided Data

As the DPD continues to explore, build, and refine its online reporting capacity, BerryDunn recommends additional efforts promoting the availability of online reporting to the community.

### Telephone Response Unit

The DPD does not have a formal TRU, but it does have CSOs who act as desk officers. The CSOs take phone reports, answer community member questions, and take lobby reports. Table 73 reflects the phone and walk-in reports that the CSOs handled for 2018.

**Table 73: TRU CFS Reports**

Activity	# of Calls
Animal Complaint	259
Lost or Found Property	175
Predatory Offender	167
Theft from Auto	167
Theft	132
Information	46
Vehicle Damage	43
Fraud	38
Vehicle Information	22
Damage to Property	21
Call Back/Telephone Call	16
Theft of Gasoline	14
Fight	9
Items/TTY	8
Assault	7
Civil Matter	6
Property Damage Motor Vehicle Crash	6
Graffiti	5
All Others (Less than Five Incidents Each)	34
<b>Total</b>	<b>1,204</b>

Source: Agency Provided Data

Based on the information above, it is evident that there is a demand for personnel to manage telephonic reports and lobby calls. However, in order for this type of a unit to operate efficiently and effectively, it must be consistently staffed during the hours when the need is most common. This is important so that officers, non-sworn staff, and dispatch know when someone is available to respond to a TRU request. For the DPD, this means ensuring that there are sufficient staff to manage TRU duties and any other supplemental needs (e.g., lobby calls).

When regularly staffed, TRUs provide an alternative reporting method that, like online reporting, reduces the obligated workload burden for patrol. Accordingly, BerryDunn recommends that the DPD provide sufficient staffing for this unit, and that the DPD educate staff and dispatch about the availability of these services, so that personnel can route CFS appropriately.

## Summary

The DPD Patrol Division has 106 personnel allocated to it, including 7 administrators, 13 sergeants, 72 patrol officers, and 14 specialty officers. The DPD has established six patrol zones within the city. Three of these patrol zones are geographically small, ranging in size from 1.85 to 3.49 square miles, and the remaining three are substantially larger, ranging from 19.16 to 24.63 square miles. The distribution of CFS volume between the patrol zones is unbalanced; however, the allocation of personnel is equalized when staffing levels are at the minimum. The DPD should make adjustments to the patrol zones to balance CFS volumes and to aid in a more stable and consistent distribution of personnel.

The schedule for the patrol officers and patrol supervisors is based on a 12-hour shift system. Four patrol teams are scheduled to cover the six patrol zones on a 24-hour basis.

Although the DPD has a robust report review process in place, elements of this process are inefficient and in need of revision. Revising these processes will benefit operational efficiencies for patrol and investigations, and contribute to a more streamlined process for providing reports and case files to prosecutors in a timely manner.

Based on calculations using the CAD dataset provided to BerryDunn, and after making adjustments to the dataset related to supplanting, the obligated workload for the Patrol Division is approximately 34,745 hours. This translates into the need for 72 patrol officers.

Although calculations were done using the data provided, the DPD could improve the quality of the CAD data by adding a code to track supplanting efforts by non-patrol personnel. However, looking solely at the obligated workload does not fully account for other factors that affect staffing demands. Based on geographic factors, CFS volumes and patterns, and other factors, BerryDunn has concluded that the DPD should add eight patrol personnel to optimize the Patrol Division.


In addition to adding patrol staff, it is also important for the DPD to identify its optimal staffing level and to develop a new authorized hiring level that accounts for annual attrition, to help ensure that optimal staffing levels are maintained. To optimize patrol staffing and the distribution of personnel, the DPD needs to make changes to the patrol work schedule. The current schedule, which is based on over-scheduling, lacks flexibility and does not meet optimal standards.

The DPD has a TRU and an online reporting system, but these systems could be better promoted and utilized, which would help mitigate a portion of the obligated workload for patrol


officers. This would help free them up for other activities, including proactive enforcement efforts, and COP.


## Recommendations

This section provides the eight formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</i>		
4-1	<p><b>Finding Area – Report Processing and Review:</b> The report writing and case review process in use by the DPD is inefficient and at times inconsistent. The system does not formally engage the use of solvability factors as an assessment tool in determining which cases should be activated for additional investigation. At present, officers self-refer cases to investigations. The review of these referrals is done by line investigators, and this may lead to inconsistency between reviewers. Line investigators do not have supervisory authority over those who write reports and conduct preliminary investigations, and the review of all referred cases is a significant drain on the time of investigators. Although they are outlined in policy, there is either an inconsistent or ineffective use of solvability factors as part of the report/case review process.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should revise the report review and investigations referral process</p> <p>Effective case review systems should provide a level of quality control, ensure that all cases are reviewed so that no cases are overlooked, and provide for an assessment of which cases should be activated for additional investigation, based on standardized criteria.</p> <p>BerryDunn notes that the current process within the DPD includes a redundant review of many cases, and that the process is inefficient. Adjusting the case review process to remove investigations personnel from the process, where appropriate, could save precious time that investigators could dedicate to case investigations.</p> <p>The consistent use of solvability factors helps ensure more thorough preliminary investigations and allows for easier evaluation of cases for investigative assignment. The new report/case review system should formally adopt and incorporate solvability factors. BerryDunn is aware that the new RMS the DPD will be implementing has this capacity.</p> <p>BerryDunn recommends that the DPD consider revisions to the report/case review system to maximize efficiency and improve consistency.</p>	




Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</b>		
4-2	<p><b>Finding Area – In-custody Reports:</b> 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.</p>	 <b>Critical</b>
	<p><b>Recommendation:</b> Revise In-Custody Report Process</p> <p>The report writing and case review process within the DPD has many layers, including dictation and transcription, referral for review, approval, and forwarding for additional action. BerryDunn has observed the potential for inconsistency and delays within the current process, and these are most critical relative to those who are in custody, due to the time-sensitive nature of providing this documentation to prosecutors.</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section III: Calls for Service Analysis</b>		
4-3	<p><b>Finding – Patrol Zones:</b> The CFS volumes within the patrol zones are unbalanced, contributing to operational and CFS response issues. CFS response times are elongated, in part, due to staffing and geographic distribution. Balancing patrol zone volumes will contribute to improved community policing efforts by officers.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should examine the patrol zones and revise their structure and the associated personnel allocations.</p> <p>BerryDunn favors the use of a patrol zone structure for several reasons, including workload management, response times, a broad distribution of personnel, and deployments that support community policing efforts.</p> <p>The department should evaluate the size and structure of the current zones to determine whether adjustments should be made. This should include consideration of the volume of each zone, as well as geographic boundaries.</p> <p>The department should ensure proper staffing of each patrol zone, based on CFS volumes, as identified in this report, or as adjusted, based on any zone revisions.</p>	

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>The staffing and deployments of personnel should be designed to minimize out-of-zone response.</p> <p>Although it is tied to work schedule design, the DPD should deploy personnel consistently within zones, in keeping with the concept of geographic policing and in order to support continuity of staffing as part of an overall community policing strategy.</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section IV: Patrol Staffing Analysis and Calculations</b>		
4-4	<p><b>Finding Area – Supplanting:</b> Numerous units with the DPD that are not assigned primary patrol and CFS responsibilities assume primary CFS duties on a case-by-case basis. This process is referred to as supplanting.</p> <p>Based on a review of the data in CAD, there is substantial supplanting of the Patrol Division by various officers. At present, there is no clear method to identify the level of supplanting occurring.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should establish a supplanting CAD code that clearly identifies that the CFS response was managed by a non-patrol unit on behalf of the Patrol Division.</p> <p>At present, various non-patrol units within the DPD assist the Patrol Division by taking CFS, when the patrol units are too busy to handle them. Supplanting artificially lowers the obligated workload for patrol, and makes a full analysis of the data difficult.</p> <p>BerryDunn recommends that the DPD add a disposition code of <i>Assist Patrol</i> within CAD, and that non-patrol personnel use this code when taking a CFS for patrol. This will make future analysis of the obligated workload easier and more accurate.</p>	

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</b>		
4-5	<p><b>Finding Area – Patrol Staffing:</b> The staffing levels in patrol are not optimized and do not meet operational demands.</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>Based on a strict obligated workload analysis, the allocation of 72 patrol officers appears sufficient to meet CFS volume. However, this number is not sufficient to optimize staffing levels and personnel distributions throughout the community. Although the obligated workload volume is balanced with staff distribution, an analysis of other factors suggests the need for additional patrol resources.</p> <p><b>Recommendation:</b> The DPD should add eight patrol officers to primary CFS response in the Patrol Division.</p> <p>Based on a thorough analysis of the obligated workload for patrol, BerryDunn calculates that the DPD needs to add eight officers to the Patrol Division in order to achieve the minimum staffing level required to achieve optimal efficiency.</p> <p>This recommendation presumes adjustments to the zones within the city to balance CFS volumes. If these adjustments are not made, additional patrol staff would be required to efficiently manage CFS and workload demands.</p>	 <b>High</b>

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</b>		
4-6	<p><b>Finding Area – Operational Minimums and Authorized Hiring Levels:</b> Hiring levels at the DPD do not account for attrition rates.</p> <p>Hiring for officers at the DPD occurs when there are vacancies. Because of the lag-time associated with hiring and providing initial training for officer personnel, the DPD is constantly operating at less-than-optimal levels.</p> <p><b>Recommendation:</b> In collaboration with city leaders, the DPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.</p> <p>It is important that the DPD ensure that the department is fully staffed at a level that is optimally efficient. Staffing at this level supports the full range of departmental services and contributes to maximizing the outputs of each unit and sub-unit within the department. Once the minimum operational level has been established, the city and the police department need to take steps to maintain staffing at that level. Due to attrition rates, non-operational personnel rates, and the lag-time involved in hiring and staffing sworn positions, the authorized hiring level must be adjusted. The authorized hiring level should be sufficient to overcome projected attrition and non-operational positions within the department.</p> <p>Based on the overall assessment of the DPD, BerryDunn recommends a minimum operational level of 166 officers; this will require an authorized hiring at a</p>	 <b>Medium</b>

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>rate of 174 to maintain minimum staffing for the agency. The numbers here reflect the following:</p> <p>Current Sworn Staffing: 157                      Additional Sworn Staffing: 9                      Estimated Attrition Rate: 8                      Authorized Hiring Level: 174</p> <p>These numbers assume a consistent attrition rate. BerryDunn is aware that the DPD has many sworn staff who are close to retirement. The DPD should monitor these staff, and adjust the authorized hiring level in advance of their retirement, to help ensure the minimum operational level of 166 officers is consistently maintained.</p>	

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section IV: Patrol Staffing Analysis and Calculations</b>		
4-7	<p><b>Finding Area – Patrol Work Schedule:</b> The patrol work schedule for the DPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department. (Strategic Plan Item)</p> <p>The patrol schedule lacks flexibility and consistency, the rotation exceeds 2,080 hours, it does not minimize the use of overtime or appropriate staffing in all patrol zones, and it does not adjust to peaks and valleys in leave time.</p> <p>Because of continuity of scheduling issues, the current patrol work schedule does not consistently align with geographic policing expectations, and this reduces the ability of the department to fully engage COP work in each of the patrol zones.</p> <p><b>Recommendation:</b> The DPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.</p> <p>Based on the numerous data provided, it is evident that the current work schedule in use by the DPD is not maximizing the use of personnel. Overall, the schedule lacks the flexibility to adjust to leave varied periods and lacks continuity of staffing. BerryDunn understands the complexities in making adjustments to the patrol work schedule. Patrol staff are significantly affected by these changes, and those adjustments can impact the lives of staff in a variety of ways. During interviews, virtually all levels of personnel discussed their apprehension regarding possible changes to the work schedule. Although BerryDunn recognizes and understands these apprehensions, the current work schedule is not serving the agency well.</p>	

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
	BerryDunn recommends that the DPD engage a committee to review the work schedule, in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs.	

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section VI: Alternative Response</b>		
4-8	<p><b>Finding Area – Alternative Reporting:</b> Improvements and enhancements to the TRU and online reporting system will improve operational efficiency for the DPD. (Strategic Plan Item)</p> <p>The DPD currently uses CSOs on a part-time basis to staff the desk in the lobby of the police department and to take phone reports. The system is working, but maximizing the use of the TRU will require supplemental staffing.</p> <p>The DPD also uses an online reporting system, but the number of reports received annually is low.</p> <p><b>Recommendation:</b> The DPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU and online reporting systems. Although the DPD already takes a number of phone reports, the DPD would benefit from extended and consistent staffing of a TRU. This would help ensure that personnel would be available on a consistent basis to accept these calls and to take these reports.</p> <p>Similarly, the DPD has an online reporting system that is currently underutilized. The DPD should expand the types of reports available within this system, and ensure that proper routing protocols are in place.</p> <p>Overall, the DPD should promote the use of these systems with staff, with the communications center, and within the community. As the community becomes more aware of their availability, a portion of the work will naturally shift to these areas.</p> <p>Increasing capacities in these areas will benefit the community, as it will increase the community’s access to these services based on personal needs. Improving alternative reporting for the DPD will also reduce the obligated workload for patrol and provide additional capacity within the Patrol Division.</p> <p>One of the important considerations in fully implementing these processes involves gently guiding the public toward these resources. BerryDunn has spoken with personnel within the St. Louis County communications center who were open to working with the DPD on creating protocols for these purposes.</p>	 <p>Medium</p>

## Chapter 5: Community Engagement

This section outlines a variety of efforts by the DPD to engage with the public in various community-oriented policing activities.

### I. Community Policing

BerryDunn had an opportunity to examine the community policing efforts of the DPD, including discussions with staff and government leaders, a review of the organizational goals of the department, and observations of the actions of the department. Based on this review, it is evident that community policing is a core organizational strategy and philosophy of the DPD.

Although there are myriad definitions for community policing, the 21st Century Policing Task Force final report explains that “community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.”<sup>21</sup> The report states further, “Neighborhood policing provides an opportunity for police departments to do things with residents in the co-production of public safety rather than doing things to or for them.”

This concept is in keeping with the policing philosophy of Sir Robert Peel, crafted in 1829, that still holds true today, which states:

The police at all times should maintain a relationship with the public that gives reality to the historic tradition that *the police are the public and the public are the police*; [emphasis added] the police are only the members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the intent of the community welfare.<sup>22</sup>

### COP in Patrol

BerryDunn notes that the leadership of the DPD has been effective and intentional with respect to various community policing efforts and in establishing this as an organizational philosophy. However, based on interviews and observations of BerryDunn, and an analysis of the data, those within the patrol division have struggled to engage in meaningful community policing activities; this appears to be primarily due to workload and staffing constraints. Those in patrol who were interviewed by BerryDunn explained that they are aware of the expectations of the department regarding community policing, but their daily duties make this a challenge. Several officers also described instances in which they have been directed to attend community meetings, even while CFS are stacking up, and this has been an area of frustration for them.

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<sup>21</sup> Final Report of The President’s Task Force on 21<sup>st</sup> Century Policing - [http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

<sup>22</sup> [https://www.durham.police.uk/About-Us/Documents/Peels\\_Principles\\_Of\\_Law\\_Enforcement.pdf](https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf)

BerryDunn asked about the documentation associated with officers engaging in COP, and the responses were mixed. Some staff reported that officers were expected to make an entry into the RMS system to log these activities, but others told BerryDunn there was no formal process or expectation to track these activities. Those who were aware of the process for logging these events told BerryDunn that although they can document the event, there is no formal mechanism or process for providing an explanation or narrative regarding their COP efforts. Essentially, they may log an event, but the log entry does not contain any details about what they did during that event.

Although it is clear to BerryDunn that the operational philosophy within the DPD is one that promotes and includes an expectation of COP activity by patrol staff, the application of these efforts is inconsistent, and they are not thoroughly documented. Accordingly, accountability for these behaviors is limited. In short, the reporting mechanism for officers for COP efforts is not well defined, and it does not include substantive details concerning officer activities. Overall, BerryDunn found little evidence that patrol officers engage in active problem solving or collaboration with the community, and as noted previously, the inconsistencies of the zone and personnel deployments for patrol provide a challenge to developing and maintaining long-term relationships between officers and those in the community. This is not to say that officers do not engage in community policing, and based on certain feedback and observations, some do this very well. However, without a consistent measurement process, it is difficult to discern the level of success in this regard, either individually or as a department.

BerryDunn also asked the DPD about pre- and in-service training for officers on community policing. Staff explained that officers are taught about community policing at the pre-hire academy level, and this concept is revisited during the post-hire academy at the DPD. However, the DPD does not have a requirement for additional community policing training after the academy or field-training processes are completed.

Again, it is evident to BerryDunn that the DPD promotes community policing, that it favors community policing as a philosophy, and that it engages in a wide range of community policing efforts (which are detailed below). However, the DPD would benefit from re-emphasizing to the Patrol Section (and the entire department) the full range of efforts associated with community policing, and the establishment of a reporting mechanism for tracking individual and department community policing efforts.

Tracking these efforts will certainly help supervisors in assessing the performance of officers in this area. More importantly, this emphasis will help ensure that officers are consciously working to engage meaningful community policing efforts with the public on a consistent basis. It is also worth pointing out here that although BerryDunn recognizes that the current staffing levels and other deployment issues within the Patrol Section have challenged officers to find time to fully implement community policing as a daily strategy, some officers have managed to find time for these activities, even if they are sporadic. However, implementing the recommendations in this



report from BerryDunn, including the staffing additions, should provide sufficient time for patrol staff to engage in these efforts on a consistent basis.

### **COP Unit**

As BerryDunn noted and detailed in Chapter 3, the DPD has a COP Unit that has several sub-units and specialty assignments. This unit plays a critical role in building and supporting many vital relationships within the community. Those in the unit recognize their unique role in contributing to the safety of the community and in developing and sustaining community trust. The unit includes two lieutenants, one sergeant, two non-sworn administrative staff, two embedded social workers, the HRA, DTA, LSCOP, and MHU officers, as well as the park rangers, and bike patrol officers.

BerryDunn will not repeat the information from Chapter 3 here; however, this unit is also active in many community initiatives and events, and BerryDunn will provide details on these efforts later in this chapter.

## **II. Community-Based Programs and Partnerships**

As indicated above, to promote and engage the community policing philosophy, the DPD uses a dual approach. The DPD expects all staff to engage in community policing, particularly those in patrol. However, the DPD also has a COP Unit and a PIO that engage in these activities.

As a part of the study, BerryDunn asked the DPD to provide a list of various events that outline community engagement efforts by the department. The following is a sample of those efforts and events:

- Grandma's Marathon
- Tall Ships
- Kids Cops and Cars
- 4th of July/ Fourth Fest
- Blues Fest
- College move-in /move-out days
- Concerts at Bayfront
- Airshows
- Various marches and protests
- Sporting events
- Sidewalk Days
- National Night Out
- Spirit Valley Days
- Inline marathon
- Christmas City of the North Parade
- Greater Downtown Council, Canal Park Business Association, and West Duluth Business Association meetings

- Reading to children at schools
- Get Hooked on Fishing program
- Daily engagement with Neighborhood Youth Services, Valley Youth center, Life House, and the Boys and Girls Clubs
- CHUM (food shelf)
- Damiano drop-in center
- Various church and charity events

BerryDunn also asked the DPD about its community collaborations, and staff reported that the COP officers do outreach with the businesses in the community, attend numerous meetings, and work with the Duluth Police Athletic League. In addition, some of the officers are trained in crime prevention through environmental design (CPTED), which uses specific strategies to reduce crime. The DPD also engages in specific outreach to community leaders to discuss topical issues.

Based on a review of the above information, it is evident that the DPD has a strong community policing mission and is engaging in significant and intentional community policing efforts regularly. BerryDunn knows that the above information is not complete, but rather, reflects a partial accounting of COP activities by the department. Even if the above information were complete, the wide range of efforts and the frequency of them are impressive, and these are indicative of a strong community policing philosophy within the DPD. In fact, these lists stand in stark contrast to the comments of the section immediately prior, in which BerryDunn indicated a need to make adjustments to some of the community policing strategies of the DPD.

It is important to note here that BerryDunn acknowledges and recognizes the department-wide efforts to engage the community to include numerous outreach programs and projects. This level of effort is substantial and commendable. In addition, BerryDunn is aware that there are individual officers who, despite workloads and other limitations, engage in individual community policing efforts quite successfully. The position of BerryDunn is that the DPD is doing a great job of engaging the community in a wide range of projects, programs, and outreach opportunities, but that the collaborative problem-solving and relationship-building aspects of community policing are not being fully realized within the Patrol Section. This is the substantive focus of the recommendation from BerryDunn, with full acknowledgement of the good work that is being done more generally and on a broader level within the department.

### Co-Production Policing

Although it is mentioned in the 21st Century Policing Task Force report, the term *co-production policing* is relatively new, and little has been written about it within the industry. As expressed in the Task Force report, co-production is about engaging in policing efforts collaboratively with the community. Traditionally, police agencies have set the course for policing priorities within the community, and arguably, police officials have the best vantage point from which to form the basis for these strategies. However, making these decisions independently, and without

community input and involvement, works against the notion of transparency, and it can foster mistrust and damage relationships.

Although community policing is an effective strategy, and true community policing involves the entire organization, these efforts often focus on individual issues or problems, leaving out the broader scope of community involvement. Co-production expands the focus of traditional community policing and includes a greater level of community participation and involvement in key policing strategies that affect the community. The key distinction is that although COP is informative, interactive, allows for community input, and is often collaborative with regard to problem solving, co-production involves a greater level of *influence* by the community regarding the overarching policing strategies and priorities that ultimately affect those being served by the police agency.

As a part this assessment, BerryDunn reviewed many different documents. One of those documents, which is discussed in greater detail in Chapter 6, is the DPD SRO manual. In the opening page of that document, BerryDunn found a section regarding COP, which provides significant clarity regarding the intent of the DPD in carrying out the COP philosophy. A portion of this section has been included here.

At the heart of COP is a redefinition of the relationship between the police and the community, so that the two collaborate to identify and solve community problems. In this relationship, the community becomes a “co-producer” of public safety. COP is not a single coherent program, rather, it can encompass a wide variety of programs or strategies which rest on the assumption that policing must involve the community. There are numerous elements frequently associated with COP programs, including these six:

- 1) The empowerment of the community
- 2) A belief in broad police function
- 3) The reliance of police on citizens for authority, information and collaboration
- 4) The application of general knowledge and skill
- 5) Specific tactics targeted at particular problems rather than general tactics such as preventative patrol and rapid response
- 6) Decentralized authority to better respond to neighborhood needs

Typical strategies used in COP include foot patrol, school resource officer, storefronts and mini-stations, the geographic assignment of officers, and neighborhood-based crime prevention activities.<sup>23</sup>

It is evident to BerryDunn that the DPD has made numerous intentional efforts to engage co-production policing within the community in a wide range of forums, and the above passage provides clear evidence of this work. DPD COP and co-production efforts include numerous

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<sup>23</sup> Duluth Police Department School Resource Officer Manual

community collaborations, topical community meetings and discussions, the citizen review board, and participation by outside resources in various police units (e.g., MHU, DVRT, SCAN). Certainly there are always opportunities to expand these efforts, and BerryDunn encourages the DPD to continue to evolve in this direction. However, the commitment of the DPD in this regard is substantial.

### III. Citizen Complaint Review Board

The City of Duluth has a citizen review board that has three primary responsibilities:

1. To receive complaints of alleged misconduct by DPD officers
2. To conduct a post-investigation and disciplinary review of officer complaints
3. To make recommendations to the chief of police for improving any of the following areas:
  - Police policies, procedures, and investigations of citizen complaints;
  - Police/citizen interactions;
  - Communication with sectors of the community where trust of law enforcement has historically been lower<sup>24</sup>

The citizen review board is an advisory body that was established by city ordinance. The authority of the board is limited, primarily due to statutory restrictions within Minnesota law. Accordingly, the board cannot conduct its own investigations or recommend or impose discipline.

Review boards can come in many variations, and they can be made up of internal staff or external individuals, as with the DPD model. BerryDunn has noted several different types of these boards in use throughout the United States, and the authority, structure, and purpose of these boards is very different. Accordingly, there is no uniform standard or practice for these boards, and this often leads to complaints from labor groups, the community, activist groups, or even government officials. Because of the numerous variations, the lack of standards, and the broad perspective of complaints from the different stakeholders, BerryDunn does not endorse any model, nor does BerryDunn advocate for or against the use of such review boards. Instead, BerryDunn prefers to take an approach that analyzes the function of each board independently, within the context of the community it serves. With regard to the board in use for the DPD, it appears that the board has a purposeful function. To that end, it is a mechanism for ensuring transparency and maintaining public trust, and it appears to be an acceptable practice, from the varied perspectives involved. From a co-production policing standpoint, the board also has the opportunity to influence policing policies and strategies. Overall, it is BerryDunn's assessment that this is an important entity, and that this board is fulfilling its mission well.

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<sup>24</sup> [https://library.municode.com/mn/duluth/codes/legislative\\_code?nodeId=Chapter%2020-%20Administration](https://library.municode.com/mn/duluth/codes/legislative_code?nodeId=Chapter%2020-%20Administration)

## IV. Media

As noted previously, the DPD has a PIO who works directly with the media. The PIO manages media relations and respond to media requests. The work of this unit is governed by department Policy 326. This policy outlines the role of the PIOs and their engagement with the media. Based on discussions with staff, BerryDunn learned that the DPD enjoys a positive relationship with the local media. No areas of concern regarding this section were identified to BerryDunn.

### Social Media

The DPD uses Facebook, Twitter, Instagram, and YouTube to inform the community of missing people, stolen/found property, recent scams, upcoming social events, people of interest, and other items of importance. When appropriate, the department will also include photos, or provide links to relevant news articles. The DPD has also used social media to promote positive items from the department.

BerryDunn reviewed the social media sites in use by the DPD and found that they were being used effectively, including a good mix of public interest items and public safety messages.

## V. Problem Solving

BerryDunn asked the DPD to provide examples of some proactive problem-solving efforts of the department. BerryDunn asked for information related to community problem-solving and efforts that affect dis-privileged populations. The information provided to BerryDunn was lengthy and contained substantial detail. The following is a brief summary of the examples provided.

### Community Problem Solving

#### Mental Health Unit (MHU)

The DPD began this initiative in 2015 when discussions were initiated with St. Louis County Public Health and Human Services to embed a social worker within the police department. This program evolved over a two-year period, and in 2017, a second embedded social worker was added from the Birch Tree Center, and Thrive Behavioral Network. The unit, which now includes a lieutenant, sergeant, two officers, and two support staff members, tracks interactions of individuals involved in low-level crimes to include trespassing, theft, and other crimes stemming from their mental illness. The unit also tracks people who we have experienced acute mental health episodes and helps to develop a continuum of care with partners (hospitals, mental health workers, homeless outreach, housing, etc.) to stabilize the individual.

#### Drug Outreach

The DPD has engaged a series of initiatives to target drugs and dangerous drug-related activity:

- Needle Disposal  
Due to the discovery of numerous used needles within the city, the DPD engaged a public education campaign that included training, public safety announcements, and a needle disposal hotline.

- **National Drug Take Back Day**  
For the past five years the DPD has participated in the drug take back day, which allows the public to safely dispose of old medications, to avoid putting these into the trash.
- **Opioid Intervention**  
In 2018 the drug task force was awarded a grant through the United States Department of Justice to obtain naloxone kits for first responders to use to reverse acute opioid overdoses. The grant also involved funding for an opioid program technician, and a hotline has been established to aid opioid users in finding treatment options.

### **School Collaboration**

Due to a post-incident review of the response of the DPD to a threat at a local school, the DPD convened a discussion with key leaders to evaluate methods to improve communication between the parties during these incidents.

### **Disaffected Populations**

#### **Juvenile Detention Alternatives Initiative (JDAI)**

The goal of this initiative is to reduce the incarceration of juveniles who are not a risk to public safety. The DPD works with the state JDAI coordinators, along with Arrowhead Regional Corrections staff, to accomplish this objective. Part of the process includes a Risk Assessment Index (RAI) evaluation. The RAI identifies several criminal offenses and assigns a point score to each. Individuals with lower scores may be placed in a non-correctional setting, if guardians cannot be contacted immediately. Only individuals who score high on the RAI will remain in custody until a court appearance. This program also engages the use of coaches to work with children and their families who are in the juvenile court process both pre- and post-adjudication. The coaches provide support to probation officers with an emphasis on cultural competency in working with the families of the children.

#### **At-Risk Youth Outreach**

Four years ago, a community-wide youth outreach initiative began with DPD. This youth outreach initiative included partnering with many youth and community organizations, local community boards, and the Duluth library. To compliment these partnerships the DPD added a measurable required activity for officers called community outreach. To help achieve this objective of officers connecting to area youth—most significantly, disadvantaged youth who are most represented within these organizations—a calendar of events was created, which is constantly updated. As part of this initiative, the DPD started a Fish with Cops program, and they are currently in the process of purchasing a pontoon boat and multiple sets of fishing gear to make this program a continual summer event. Overall, DPD officers attend between 1,500 – 2,000 community events every year, many of which occur within the disaffected populations of the community.



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### **Citizen Review Board**

The DPD partnered with local community leaders to create a citizen review board. The DPD invited and worked with leaders from the Indigenous Commission and the National Association for the Advancement of Colored People (NAACP) to craft an ordinance that would meet the requirements of state statute and agree with current contractual language and the Minnesota Peace Officer's Bill of Rights. The DPD was successful in crafting this ordinance and creating this board, and it is now in its eighth year of operation.

### **Problem-Solving Summary**

The above list of collaborative and problem-solving actions by the DPD is impressive. BerryDunn notes that these programs are highly proactive, collaborative, and work toward solving problems and building trust and relationships between the DPD and the community. These examples are highly suggestive of a community policing strategy and a keen awareness of the police department in monitoring the needs of the community.

## **VI. Community Surveys and Feedback**

As a part of this project, BerryDunn initiated an online community feedback mechanism to measure the attitudes and opinions of City of Duluth community members regarding DPD policing practices. This feedback portal was promoted by the DPD on its website and through its social media outlets. This process asked two open-ended questions:

1. What does the Duluth Police Department do well?
2. What does the Duluth Police Department need to improve on?

The nature of these questions provided community members with an unrestricted forum to offer their thoughts, ideas, and opinions, outside of the confines of a format that forces them to choose a rating on numeric scale, or to take an *agree or disagree* position on an issue. Although qualitative surveys of this nature are harder to quantify, by their design, they often provide a broad level of understanding as to what people think and feel about the police department. A summary of the responses is included below.

### **What does the Duluth Police Department do well?**

There were 30 responses to this question. Of the 30 responses, three were negative, each commenting on a separate topic. The other 27 responses were positive and complimented the department on community engagement and outreach to youth. There were positive statements in reference to the DPD Citizen's Academy and community communication.

The public made numerous positive statements about the embedding of a social worker into the DPD, expressing that they felt this was innovative. The respondents recognized the high volume of calls for service and limited resources that were available to respond. However, there were compliments on how good the department's response time was, despite these challenges. The respondents indicated they felt safe and thought the DPD was doing a good job and was highly involved with activities in the community.



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### **What does the Duluth Police Department need to improve on?**

There were 30 responses to this question. Several were in narrative form and covered multiple topics. There were comments about improving communication between the police department and communities of color, a desire to reduce bias within the police force, and an expressed need to address excessive use of force and trauma-related encounters.

Some comments described a desire to have a more common-sense approach to dealing with the community. Some respondents remarked that officers are too quick to pull their weapons during certain community member encounters, when this may not necessary. It was suggested that the police should exercise better judgment in this regard.

Some respondents stated that officers should be provided with the equipment needed to do their job. This should include training and all that is needed to keep the public safe. Although there was support for necessary equipment, it was also expressed that the department should also address more issues concerning community policing. One respondent indicated that they did not want to the police department to become militarized like some other locations.

There were some comments about enforcing the law to make the streets safer. This included patrolling the streets and neighborhoods with adequate staffing, and addressing problems that have an impact on the community such as drugs, prostitution, and other traditional crime.

Some asked the DPD to make crime statistics and prosecution rates available for the public to see, so that they will know what is taking place in their community. Other comments included developing a better understanding of the point of view of the public, and looking at things from the civilian side.

### **Prior Survey**

BerryDunn had the opportunity to review the data collected by the DPD in 2016 as part of an online survey the department initiated. For this survey, there were 813 responses, with more than 1,000 written comments. BerryDunn will not provide a deep analysis of the results of that survey, as that information has already been analyzed and circulated. However, based on a general review, the respondents of the survey indicated a high level of confidence in the DPD.

### **Community Forum**

As a part of this assessment, BerryDunn scheduled two open forum meetings, in which the public was invited to attend to provide feedback concerning the DPD. These sessions were promoted online and through the DPDs social media outlets. Only one person was present from the public at the first meeting, and that person did not wish to provide comment but instead provided a letter regarding a complaint about the agency. BerryDunn provided this letter to the DPD. For the second meeting, four people from the community attended. BerryDunn engaged a group discussion with those in attendance. Topics included:

- Low staffing levels
- Attrition of staff

- Perception of low morale within the police department
- The need to more effectively engage communities of color, including hiring and inclusion in the citizen's police academy
- Strong community outreach and communication by the police department
- Benefits of the downtown substation
- Perceptions that the open forums were not well advertised or advertised properly
- The need for more de-escalation training for officers
- Improve the dissemination of public data and information
- Training for staff on dealing with persons with disabilities, including invisible disabilities

### Community Feedback Summary

In any process that seeks feedback, the intent is to obtain enough responses so that the results are representative of the targeted group. This helps ensure that the information gathered is an indication of widely held thoughts or beliefs. However, for this project, there were only 30 responses to the online portal, and effectively only four community members who provided feedback at the public meetings. These numbers are extremely low, and because of this, they are not statistically valid. What this means is that BerryDunn cannot draw a conclusion as to whether the views expressed are shared by many people or only a few.

Although the response numbers are low and BerryDunn cannot attest to the commonality of the views expressed, there is still value in reviewing these comments. From a larger context, and from the perspective of trying to gain understanding about the issues and concerns within the community, it would not be advisable for the DPD to dismiss any or all of these comments. BerryDunn takes the perspective that when an issue is raised within this type of feedback process, it provides organizational leaders with an opportunity to explore its foundations. Those who analyze the feedback may ultimately conclude that the concern is inaccurate. However, even if the concern is incorrect, there can be value in exploring why one or more people came to that incorrect conclusion or perception. Accordingly, BerryDunn encourages the DPD to review the community feedback in this chapter from that perspective, and to engage in conversations to explore the basis of the comments provided.

## VII. Impartial Policing

"Biased policing and the perceptions of it threaten the relationship between police agencies and the diverse communities that they serve."<sup>25</sup>

Issues regarding fair and unbiased treatment of all individuals have been a concern for law enforcement agencies across the United States for many years. However, these issues have been heightened in America recently in the wake of the shooting of Michael Brown in Ferguson, Missouri, in 2014, and several subsequent high-profile incidents. Accordingly, police practices

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<sup>25</sup> [https://cops.usdoj.gov/html/dispatch/February\\_2009/biased\\_policing.htm](https://cops.usdoj.gov/html/dispatch/February_2009/biased_policing.htm)

have come under great scrutiny, and in some cases, for good reasons. BerryDunn recognizes that community trust is imperative, and that effective policing relies upon this base principle. Actions by the police that are biased, or those that the public perceives as biased or unfair, work against this concept and serve to undermine the ability of the police department to effectively carry out its mission. Therefore, it is incumbent upon every police agency and leader to ensure that all people are equally protected and treated fairly and properly in their encounters with the police. In this section, BerryDunn examines the efforts of DPD to meet this critical standard.

### Data Collection and Agency Practices

During the course of the assessment, BerryDunn learned that although race and gender data are collected for arrests, and gender data are collected on citations, collection of race and gender data are not a requirement, nor is it a consistent practice in all encounters. Collecting this data is important and the DPD should do this consistently in all law enforcement related contacts with those in the community. However, it is also important that DPD take the added step of tracking what occurs as a result of contacts with persons in the community. This means, for example, tracking whether a contact resulted in a warning, citation, arrest, pat-down or other personal search, a search of the person's vehicle or other property, or whether the person was detained and/or handcuffed. It also requires collection of police deployment strategies and tracking the outcomes of those involvements. Collection of data in this regard will allow police leaders to monitor policing practices to help ensure their efforts and those of their officers, are not discriminatory.

Like many police agencies in the United States, the DPD endeavors to use data-driven policing strategies to deploy resources, and this is something the DPD hopes to expand. This includes using various data analytics related to prior crime, and engaging predictive policing models to determine when and where crime might be likely to occur in the future. Using these data and strategies, the DPD intentionally deploys personnel disparately throughout the community. The purpose of this type of deployment relates to suppressing crime and arresting those responsible for it. These types of personnel deployments are indeed *disparate*, but that does not necessarily mean that they are *discriminatory*. Deploying personnel where the crimes or criminals are, or where analytic data suggests they will be, is an important aspect of resource management and crime suppression. What is more important than *where* the personnel are deployed is *how personnel conduct themselves* and how they treat each community contact or encounter. BerryDunn points out that although data-driven policing practices are appropriate, law enforcement agencies must also make sure that the personnel deployed do not engage in biased policing.

As noted above, the DPD does collect race and gender data in certain cases. However, there is a lack of sufficient data available to conduct any meaningful analysis of any patterns within the data. BerryDunn recommends that the DPD move toward a system of consistently collecting race, gender, and outcome data, such that these data can be reviewed and analyzed to help ensure that enforcement strategies are not resulting in discriminatory policing practices.

In Table 74, arrest data by race for the DPD from 2016 – 2018 is provided. Although the percentage of arrests is greater than the demographic distribution of people within the community, the data are proportional to those percentages.

**Table 74: Impartial Policing Data**

Arrest by Race	2016	2017	2018
American Indian or Alaskan Native	1,259	1,045	694
Asian or Pacific Islander	70	52	46
Black	1,289	1,089	908
Hispanic	47	37	33
White	6,387	5,338	4,506
<b>Total</b>	<b>9,052</b>	<b>7,561</b>	<b>6,187</b>

Source: Agency Provided RMS Data

## Policy

The DPD does not use the term *impartial policing*, but the department policy manual specifically references Racial/Based Profiling in Policy 401. It is strictly prohibited to select individuals for enforcement action of any kind based on race, ethnic background, national origin, gender, gender identity, sexual orientation/identity, religion, economic status, disability, age, cultural group, and/or any other identifiable characteristics.

There are two other aspects of the policy that are worth noting. First, the policy prescribes information that officers are required to provide during subject encounters, including:

- Introducing themselves and stating the reason for the contact
- Answering questions regarding the contact and providing referrals to other agencies, where appropriate
- Explaining the reason for the contact, if it is determined that the initial reason for the contact was inaccurate
- Providing their name, badge number, and department name if requested
- When requested, providing information regarding the filing of bias-based policing complaints

Second, there is a provision within this policy that requires supervisor monitoring of officer activities and compliance with the policy. Supervisors are required to conduct periodic reviews of available data to ensure compliance with the policy, and they are expected to investigate and take appropriate actions regarding any possible violation of the policy. Based on a review of the policy, BerryDunn notes that it establishes appropriate safeguards and clearly states the position of the DPD on this issue.

Table 75 provides a breakdown of all biased-based policing complaints from 2015 – 2018. In Minnesota, individuals can file a bias complaint through the Attorney General’s Office or through local processes. For the DPD, this includes filing a complaint through the police department or through the citizen review board. The data in Table 75 does not indicate the origin of the complaints received but provides a breakdown of the numbers of complaints and their dispositions.

**Table 75: Biased Policing Complaints**

Biased Policing Complaints	2015	2016	2017	2018
Exonerated	0	4	0	0
Not Sustained	5	1	0	3
Sustained	0	0	0	0
Unfounded	1	2	4	0
<b>Total</b>	<b>6</b>	<b>7</b>	<b>4</b>	<b>3</b>

Source: Agency Provided Data

To understand the data in Table 75, it is valuable to define the terms used:

- **Exonerated:** This means that there was sufficient data or evidence available for the department to determine that the actions of the officer were not a violation of policy.
- **Not Sustained:** This means that there is insufficient data or evidence for the department to conclude that a violation did or did not occur.
- **Sustained:** This means that upon an objective review of the data and evidence available, the department concluded that the actions of the officer violated the policy.
- **Unfounded:** This means that the actions reported in the allegation did not occur, and therefore, the basis for the complaint was disproved.

BerryDunn notes that the yearly number of biased-policing complaints is low, and that during the reported period, no complaints have been sustained.

### Procedural Justice

BerryDunn’s review of the policy manual did not find any specific reference to procedural justice. However, BerryDunn is aware that the DPD provides training on this area for staff. The concept of procedural justice has been a key element in guiding the behaviors of police officers in their interactions with the community. Procedural justice is an interdepartmental process that operates from four foundational pillars, impartiality (in decision making), transparency (in actions), voice (opportunities for voice), and fairness (In the process). The elements of procedural justice are typically conveyed as follows:

- Treating people with dignity and respect
- Giving individuals voice during encounters

- Being neutral and transparent in decision-making
- Conveying trustworthy motives<sup>26</sup>

It is important to point out here that procedural justice is a philosophy that relates to both internal and external dynamics and encounters. Embracing the aforementioned pillars has been shown internally to increase adherence to internal rules and processes, increase morale, and to decreased grievances by officers over new rules, procedures, and promotions. It has also been shown to contribute to the generation of new ideas and innovation, as it allows all stakeholders affected by departmental decisions to give insight, opinion, and perspective.

From an external perspective, procedural justice improves relationships with the public and contributes to community trust in the police department. BerryDunn sees this as a critical element of contemporary policing and encourages the DPD to continue to promote a procedural justice philosophy, both internally and externally.

### Training

In discussions with staff, BerryDunn learned that the DPD has been actively providing training to the department relating to bias-based policing. The DPD has hosted a two-day training on Fair and Impartial Policing (FIP) for the entire department, and plans on hosting this again. Command staff and most of the DPD have also received implicit-bias training, which helps officers understand how thoughts and ideas embedded within their subconscious can affect their behaviors and decisions. This will be an ongoing area of training within the department. In addition, the DPD is also working to bring intercultural leadership development training to the department.

### Summary

The DPD has clearly established COP as a departmental philosophy. However, staff within patrol have found it challenging to engage in meaningful COP activities on a consistent basis. This is due primarily to staffing levels and personnel deployment issues. The COP Unit has established several positive operational strategies and has had significant success, based on their work in the community.

From a broad perspective, the department engages in numerous outreach efforts and events. These include a variety of collaborations with local leaders, groups, and service organizations. Based on information provided to BerryDunn, the DPD has engaged significant efforts in addressing several broadly scoped community problems. These efforts are strong examples of the commitment by the DPD to the COP philosophy. Despite the intentional efforts of the DPD in establishing COP within the department, there are areas for improvement.

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<sup>26</sup> Final Report of The President's Task Force on 21st Century Policing - [http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)




The DPD has established a citizen review board to review complaints against officers and to advise the police chief regarding policy and procedural issues that might benefit from some adjustment. The citizen review board was established by the department and has been operating for about eight years. In addition to its review and advisory role, the citizen review board also provides a mechanism for receiving complaints about the department.

Although BerryDunn worked collaboratively with the DPD to provide opportunities for public participation in this assessment, community participation was very low. Those who provided feedback, however, identified several thoughts and ideas that are worthy of additional consideration by the DPD.

The DPD has made a strong commitment to combating biased-based policing within the department. This includes a robust complaint system, a strict policy that involves supervisory monitoring, and significant training for department staff. At present, the DPD collects limited race and gender data, and does not collect this data, or outcome-based data, on all law enforcement related activities by officers. To help ensure and preserve the commitment of the DPD to bias-free policing, BerryDunn recommends the collection and monitoring of these data.


### Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Community Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 5 Section I: Community Policing</b>		
5-1	<p><b>Finding Area – Community Policing:</b> Although the 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>(Strategic Plan Item)</p> <p>Patrol officer COP activity has been limited and hampered by staffing levels and personnel deployment issues.</p> <p>The DPD has provided a mechanism for documentation of COP efforts, but the process lacks the capacity to track specific activity, accomplishments, or efforts by officers.</p> <p>It is evident that the DPD has promoted COP as a departmental philosophy and objective, and the activities of the COP unit, and the department as a whole, demonstrate significant effort. Even within patrol, there is evidence of effort on the part of patrol officers. However, it is clear that these efforts could be improved.</p>	 <p>Medium</p>



Community Engagement		
No.	Issue and Opportunity Description	Overall Priority
	<p><b>Recommendation:</b> The 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>The established expectations should include strategies for building community relationships, and specific goals, policies, and objectives. These steps will create an agency-wide philosophy of proactive community interaction and establish formal responsibility to each employee of the agency and their importance to the overall success of the department.</p> <p>Based on interviews with staff, it appears that there may be a disconnect regarding the role of officers in attending community forums. This may be associated with a communication flaw where officers do not understand the nuances of community engagement, or why they are assigned to do certain tasks. The DPD should take several steps to encourage more consistent community policing efforts by staff. BerryDunn has provided several possible actions the DPD may wish to consider.</p> <ol style="list-style-type: none"> <li>1. Each new officer should be required to engage in a community-based project as a part of their field training. This will not only benefit the community, based on the outcome of their work, it will also solidify an understanding of the processes involved in these projects. This will benefit both the new officer and the FTO who must oversee the project.</li> <li>2. The DPD should provide periodic in-service training on community policing to staff, to include examples of successful projects and strategies officers have used, either internal or external to the DPD.</li> <li>3. As indicated previously, the DPD should fully embrace the concept of geographical policing, and strive to establish continuity of personnel deployments within designated zones or geographic areas. This type of focused deployment should aid officers in understanding that section of the community and its unique needs, and assist officers in building relationships and trust within the community, particularly within their assigned work area.</li> <li>4. The DPD should establish expectations for COP activity and a mechanism to capture this data. This information should be used as part of the performance evaluation, and as a mechanism to monitor COP activities by officers.</li> <li>5. The DPD should review the sections on COP within the SRO manual, and use this information as a springboard to develop a greater level of understanding of COP within the organization.</li> </ol>	

Community Engagement		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 5 Section VII: Impartial Policing</i>		
5-2	<p><b>Finding Area – Impartial Policing:</b> The DPD does not regularly collect perceived race and gender data on all law enforcement related contacts. Additionally, the DPD does not collect outcome data from all law enforcement related contacts. Documentation of complete and consistent demographic data by police agencies is necessary to provide complete supporting data to assess compliance with laws prohibiting bias-based profiling and address community complaints and concerns. Collected data should include gender, perceived race, and outcomes (e.g., cited, arrested, searched, warned, handcuffed).</p> <p><b>Recommendation:</b> The DPD should collect subject and outcome data from all law enforcement related contacts.</p> <p>Given the societal concerns over biased policing, it is important for the DPD to consistently collect perceived race and gender data regarding all community member contacts that result in any type of documentation of police efforts. In addition to collecting this data, the DPD should also ensure the collection of data that document what occurred within the contact or as a result of the contact. This includes, for example, documenting whether the contact resulted in a warning, citation, arrest, pat-down or other personal search, a search of the person’s vehicle or other property, or whether the person was detained and/or handcuffed.</p> <p>Additionally, because the DPD engages in proactive policing and data-driven policing efforts, and it intends to expand these efforts, BerryDunn recommends collection of activity data (e.g., officer-initiated, directed patrol, hot spot assignment) in concert with collecting perceived race, gender, and outcome data, as the two datasets are often intertwined.</p> <p>Person data should be collected on all police-related contacts (this includes SIFA, but excludes general COP activities).</p> <p>If possible, perceived race data should be a hidden field within RMS that does not appear on a police report unless it involves an arrest.</p>	 <b>Medium</b>

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## Chapter 6: Juveniles and Youth Engagement

Interactions with juveniles are an important element of policing. Positive police interactions with juveniles contribute to improved relationships and trust between the police and youth. Further, programs and projects that contribute to engaging youth in decision-making, problem solving, and collaborative efforts (such as restorative justice, youth courts, and peer interventions) lead to a sense of citizenship and contribute to reducing juvenile crime. This section outlines specific efforts and policies of the DPD that relate to juveniles.

### I. Policies

Section 313 of the DPD policy manual relates to juvenile investigations. This policy pertains to arrests, interviews, parental notification, transportation, and release of information pertaining to juveniles. The collective policies of the DPD toward juveniles suggest an appropriate set of guidelines, which are consistent with industry standards and comply with appropriate Minnesota law.

Within this policy, there is a provision for school notification of certain offenses, based on statutory requirements. During interviews with staff, BerryDunn learned that although these notifications occur in some instances, reporting practices have not been consistent. BerryDunn was also informed that information concerning juvenile offenses was not regularly circulated to the SROs in the department. Providing these notifications to the SROs could be particularly helpful in their interactions with those students. Given the statutory requirements, and the operational value, BerryDunn recommends that the DPD provide all juvenile offense notifications to the schools and SROs as appropriate.

Another area of this policy that is worth mentioning involves alternatives to arrest and/or detention. This section includes direction on the issuance of citations, and it also encourages officers to use their discretion in charging juveniles, particularly for minor offenses or first-time offenses.

As mentioned in Chapter 5, the DPD also participates in the JDAI project. This project has been underway since 2011, and it uses a RAI scoring process to determine whether secure holding of juveniles is needed. This system helps ensure that the least restrictive method is used with regard to juvenile holding.

### II. Programs

The DPD has numerous programs and outreach efforts that connect with youth, either directly or collectively within the community, many of which are outlined within Chapter 5. BerryDunn observes that the DPD is making a concentrated effort to engage with youth through these outreach efforts and through the SRO program.

### III. School Resource Officers (SRO)

The SROs for the DPD are assigned to the JSU. The purpose of the JSU is to investigate delinquent acts and crimes within the legal parameters that apply to juveniles. JSU investigative personnel are responsible for conducting these investigations, and they work actively with community partners (e.g., schools, probation, parent groups) to address issues relating to delinquency and juvenile crime. During the school year, the DPD assigns two SROs to full-time duties at the two high schools, and two SROs to full-time duties at the two middle schools.

As mentioned previously, BerryDunn reviewed the SRO manual for the DPD. Within that manual is mission statement for the SROs, which is included below.

School Resource Officers shall work with students, parents, and school staff to promote positive relationships, to promote positive choices and activities, and to establish rapport and encourage open communications. SROs shall ensure a safe and secure educational environment for all faculty and students in the Duluth Public Schools.<sup>27</sup> The manual also contains the following SRO goals:

- To **enhance safety in and around schools** within the Duluth Public School District through the development and implementation of safety measures and programs
- To **enhance the learning environment for students** within the Duluth Public School District
- To **provide a high level of police service** to the Duluth Public School District
- To **reduce juvenile crime** in the community
- To **increase school attendance** through the Student Attendance Review Board (SARB)
- To **build trust and a positive relationship with students** and provide students advice on potential problems involving police

The manual also includes a list of duties and operating procedures for the SROs. The manual is very well done, and it provides clear direction for the SROs, also establishing clear expectations for the school district on operational processes.

In addition to the SRO manual, BerryDunn also reviewed an agreement between the City of Duluth and the Duluth School District. As with the policy manual, the agreement outlines various expectations and responsibilities for both parties. The agreement also outlines substantive funding provided by the school district for the SROs.

BerryDunn has reviewed numerous police agencies that have a police presence within the school system. The SRO manual and agreement are two of the best documents BerryDunn has

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<sup>27</sup> Duluth Police Department School Resource Officer Manual

reviewed. They are thorough and complete, and they provide a clear understanding of the role and function of the SROs.

### SRO Discussion

During interviews, BerryDunn learned that the DPD used to teach the Drug Abuse Resistance Education (DARE) program within the schools, but that the department moved away from this program because it took the SROs away from their primary duties at the high schools and middle schools. Staff reported they felt they were losing an opportunity to connect with youth at the schools and that they felt this was an area that should be considered for additional resources.

In addition, SROs told BerryDunn that although they drive marked police units, their squad cars do not have the same computers and other technology equipment as the patrol vehicles. According to staff, this has sometimes created situations in which they need to go to the police department, or inside the school, to perform certain functions. Although BerryDunn recognizes that it is costly to place and maintain this equipment in the SRO vehicles, from an efficiency standpoint, having this equipment available would be preferable. This would also allow the SRO vehicles to be used as backup patrol vehicles, and SROs could also use them during summer months when school is not in session.

## IV. Discussion

BerryDunn notes here that the Task Force on 21st Century Policing contains numerous recommendations concerning juveniles. These include recommendations for agencies to:

- Adopt policies and programs that address the needs of children and youth most at risk for crime or violence, and reduce aggressive law enforcement efforts that stigmatize youth and marginalize their participation in schools and communities
- Work to reform policies that presently *push* youth toward the criminal justice system
- Work with schools to keep kids in school, and encourage alternatives to suspension and expulsion through restorative justice, diversion, counseling, and family interventions
- Work with schools to develop alternate strategies that involve youth decision making, such as restorative justice, youth courts, and peer intervention
- Work with schools to develop an approach to discipline that encourages development of new behavior skills and positive strategies to avoid conflict
- Work with schools to develop memoranda of understanding for SROs that minimize law enforcement's role in student discipline

- Engage youth in decision-making and problem-solving, and develop collaborations and interactions between police and youth<sup>28</sup>

It is the assessment of BerryDunn that in aggregate, the policies and practices of the DPD follow these contemporary philosophies, and the DPD applauds the creation and use of a system like the JDAI to reduce in-custody arrests of juveniles and over-criminalization of juvenile behaviors. BerryDunn encourages the DPD to continue with its youth-based initiatives and focused policies, and to continue to work with the schools to find alternatives to criminal charges for youth for minor offenses.

Although the DPD is engaging youth from a variety of perspectives, BerryDunn notes there is a need for the DPD to broaden these efforts. Given the criticality of engaging with youth, even at very young ages, BerryDunn recommends that the DPD explore methods to infuse additional resources into the elementary schools.

### Summary

The DPD places great value on interactions with youth in the community and is active in numerous projects and programs that involve area youth. The DPD has a thorough policy relating to juvenile investigations that outlines appropriate procedures for officers to follow.

The policy encourages officer discretion in cases involving minor offenses, or first offenses, and encourages alternatives to arrest and detention. The DPD has a process for and policy relating to school notifications for certain juvenile offenses, but reporting has been inconsistent. This is an area that the DPD needs to adjust.

The DPD participates in the JDAI program, which includes a risk assessment for juvenile offenders, and this helps ensure that custodial detention only occurs when needed.

The DPD provides four SROs, respectively, in the two high schools and two middle schools.


The efforts of the SROs are governed by a well written SRO manual and inter-governmental agreement. Despite success with the SROs, the DPD has a limited level of direct interaction with youth in the elementary schools, and this is an area that the DPD should address.


### Recommendations

This section provides the three formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.


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<sup>28</sup> The President's Task Force on 21st Century Policing  
[http://www.cops.usdoj.gov/pdf/taskforce/taskforce\\_finalreport.pdf](http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf)

Juveniles and Youth Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 6 Section I: Policies</b>		
6-1	<p><b>Finding Area – Juvenile Offense Notifications:</b> The 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.</p>	 <b>Critical</b>
	<p><b>Recommendation:</b> Provide Juvenile Offense Notifications to Schools</p> <p>Under Minnesota law, police agencies are required to report juvenile alcohol or drug violations to school chemical abuse pre-assessment teams. In addition, law enforcement is required to notify schools if there is probable cause to believe that a juvenile committed (1) an adult crime, (2) the victim is a student or staff member, and (3) notice is reasonably necessary to protect the victim. These notifications benefit the school system, but also have ancillary benefit to the SROs working for the DPD.</p>	

Juveniles and Youth Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 6 Section III: School Resource Officers</b>		
6-2	<p><b>Finding Area – SROs:</b> The use of SROs 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, the DPD does not provide consistent focused efforts in engaging youth at area elementary schools.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should increase youth engagement at the elementary schools.</p> <p>BerryDunn recognizes the substantial efforts of the DPD in engaging youth. This includes numerous programs, community initiatives, youth centers, and through the SROs. However, elementary-aged students have a need to develop positive relationships with police officers, and there is ample evidence around the country that points to the value of these interactions.</p> <p>BerryDunn recommends that the DPD examine this issue to determine ways in which the DPD can increase officer presence within the elementary schools. This could involve assigning additional staff as SROs, or utilizing patrol staff as liaisons within their patrol zones.</p>	



Juveniles and Youth Engagement		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 6 Section III: School Resource Officers</i>		
<b>6-3</b>	<p><b>Area Finding – SROs:</b> The SRO 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).</p>	
	<p><b>Recommendation:</b> The DPD should equip the SRO squad cars with the same technology that is deployed in the standard patrol units.</p> <p>Adding computers and other peripherals to the SRO squads would improve their efficiency. This would also allow the SROs to use these vehicles during the summer months when schools are not in session. Additionally, these vehicles could act as a backup to supplement the patrol fleet, if needed.</p>	

## Chapter 7: Dispatch/Communications

The St. Louis County Emergency Communications Center (SLCECC) provides public safety dispatching services for the citizens, communities, and public safety responders within the county. At nearly 6,900 square miles, St. Louis County is the largest county in Minnesota and the largest county east of the Mississippi River in the United States. The SLCECC provides dispatch services for 188 agencies, including police, fire, and other emergency medical service providers. The City of Duluth is situated at the southern portion of the county, which stretches all the way to the Canadian border. This chapter outlines the interactions between the SLCECC and the DPD.

### I. Communications Center Operations and Staffing

The SLCECC is located within the joint facility that is occupied by the DPD and the St. Louis County Sheriff's Office. The SLCECC has a supervising deputy, appointed by the Sheriff to oversee operations, as well as several dispatch supervisors. The SLCECC provides 24-hour dispatching services.

### II. Call Routing and Dispatching Protocols

The SLCECC separates call taker and dispatching roles, and further separates dispatching between police and fire. When calls are received, the call taker enters the information into CAD, and the CFS is then passed on to the appropriate dispatcher. All personnel within the SLCECC are cross-trained, but they are assigned distinct roles for each shift. CFS are dispatched by radio, and also through the mobile data terminal (MDT).

Within the CAD system, CFS types are prioritized by a color category that corresponds to a priority level. They are categorized as follows:

- Red – Priority 1: Generally a life-threatening incident
- Green – Priority 2: Not life-threatening, but requires immediate responses
- Blue – Priority 3: Needs services, but not immediate
- Black – Priority 4: Information, permits, records

Table 76 provides the lag time from the point the CFS is received, to the time the CFS is dispatched. Looking at the top four priorities (1 – 4), the lag time from the point the CFS is received at the SLCECC to the time the CFS is entered into CAD ranges from 1 minute and 19 seconds on priority 1 CFS, to 3 minutes and 28 seconds on priority 4 CFS. Reasonable lag times for CAD entry are generally between one to two minutes, and for the top priorities, the SLCECC is meeting these standards.

Although the lag time from call receipt to CAD entry is within acceptable margins, the lag time from CAD entry to the CFS being dispatched is not. Although the most serious CFS are dispatched within 3 minutes and 56 seconds, lag time for priority levels 2 – 4 range from 12 minutes and 15 seconds, to 25 minutes and 59 seconds.

**Table 76: Call Received to Dispatched**

Priority	Incident Count	Lag Time to Call Entry	Lag Time to Dispatch
0	3	0:02:09	0:19:24
1	13,789	0:01:19	0:03:56
2	30,310	0:02:30	0:12:15
3	8,286	0:02:37	0:16:06
4	2,551	0:03:28	0:25:59
5	638	0:02:34	0:21:43
6	9	0:00:23	0:02:39
7	1	0:01:42	0:02:27
10	3,696	0:36:47	3:12:30
<b>Grand Total</b>	<b>59,283</b>		

Source: Police Department CAD Data

As BerryDunn noted previously in Chapter 4, lag times for CFS are occurring due to staff availability. However, part of this issue also relates to protocols within the SLCECC regarding call holding. When calls are received by the dispatcher but not immediately dispatched, this is referred to as call holding or call stacking. This typically occurs when there is a CFS for a patrol zone and the unit is busy, and the dispatcher holds the CFS until the officer is available. In some organizations, the CFS is sent to the officer even if they are busy. However, this does not work cleanly for the DPD, because sending another CFS to an officer who is busy will remove them from the current CFS and assign them to the new one.

BerryDunn spoke with representatives from the SLCECC about this issue and learned there is no set protocol on how to manage CFS for officers that are busy. In some cases, the CFS is provided to an officer in an adjacent zone. In other cases, if the CFS is a high priority, the dispatcher may just give out the CFS over the radio to see who can take it. Some dispatchers will even notify the shift supervisor, but this is not typically done. BerryDunn inquired whether the SLCECC would be open to a policy that requires all CFS to be aired to the shift supervisor if the primary unit was busy, and BerryDunn was advised that the SLCECC would be open to this process. Based on the feedback provided to BerryDunn, there is inconsistency in how held or stacked CFS are managed, and the DPD needs to address this issue. BerryDunn recommends that the DPD meet with SLCECC staff to identify a protocol and policy that outlines this.

BerryDunn also wishes to note that, as mentioned in Chapter 4, because of CFS holding, there are significant issues in calculating response time data. This is an issue for the DPD, since CFS response times are an important metric to monitor.

BerryDunn also asked the SLCECC about the use of an automatic vehicle locator (AVL) system. Staff explained that all DPD squads have a global positioning system (GPS) device, and that dispatch can use these to see the locations of squads. However, no dispatching is occurring using an AVL/GPS system.

When BerryDunn asked the SLCECC about over-response to CFS, staff explained that they see some of this. In some cases, officers self-dispatch to CFS, and it is not up to the dispatchers to call them off a CFS. At present, there is no system within CAD that identifies how many units should be sent to each CFS. Generally, the dispatchers make this determination, and they routinely dispatch two squads to each CFS. As mentioned in Chapter 4, there is some indication of over-response to CFS. This is not completely surprising, given that there are no specific protocols in place to identify the number of responding units. However, even in agencies where these are identified, there are instances of over-response. As BerryDunn has already noted, this is an area that the DPD should monitor and reinforce with supervisors and officers. Over-response leads to inefficiency throughout the patrol zones, and reducing this will provide some relief to officers and reduce their overall workload.

### **III. Alternative Response**

BerryDunn has already discussed alternative response to CFS in Chapter 4; however, it is worth briefly revisiting that discussion here. The dispatch center is a key element in the success of any TRU or online reporting system. For these alternative methods to work and flourish, coordination with the dispatchers is required, so that they can route these callers to these other formats.

Based on discussion with SLCECC staff, some CFS are routed to the CSOs. However, this is not a well-defined practice, and there are no firm protocols on how to do this. Although there are no specific protocols in place at this time, the SLCECC reported a willingness to work with the DPD to develop these.

### **Summary**


The SLCECC provides dispatching services for the DPD. The SLCECC separates call taking from dispatching, with one staff member handling the phone call and another staff member handling the dispatching. All CFS are dispatched by radio and by MDT. All CFS are given a priority rating within CAD, and these are designated by color code. Lag time between call receipt and entry into CAD is nominal, and within an acceptable range. However, lag time between CAD entry and dispatching is elongated, primarily due to CFS holding when officers are busy. BerryDunn recognizes that the DPD has staffing and deployment issues that are likely contributing to call holding. However, this is an area that requires a solution.

Based on various data, it is evident to BerryDunn that there is some over-response to CFS occurring with the DPD. Educating officers on proper CFS response and holding supervisors accountable for monitoring this will alleviate some of this issue. However, the CAD system at the SLCECC does not have preloaded information on how many units should be dispatched to


CFS types, and the DPD should work to establish these standards and integrate them into CAD and the dispatching process.

### Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Dispatch/Communications		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 7 Section II: Call Routing and Dispatching Protocols</i>		
7-1	<p><b>Finding Area – CFS Routing:</b> Call holding and stacking of CFS within the dispatch center is contributing to inaccurate response time data and elongated response times.</p> <p>There is a lack of consistency and policy relating to how dispatch should manage CFS that come in for a specific patrol zone in which the officer is busy.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should work with the SLCECC to develop a policy and consistent procedure for distribution of CFS for zone units that are in a busy status.</p> <p>At present, there is no current defined method for distribution of priority 1 or 2 CFS within the SLCECC. BerryDunn recommends that the DPD and SLCECC should have a policy relating to immediate distribution of any priority 1 or 2 CFS. Consideration should be given to establishing time triggers for other priority CFS, so that they do not remain in a held or stacked status for longer than a specified period.</p> <p>The DPD should give strong consideration to the role of the shift supervisor in managing these processes. Additionally, the DPD may wish to consider using AVL for priority 1 and 2 CFS when the area unit is not available.</p>	

Dispatch/Communications		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 7 Section II: Call Routing and Dispatching Protocols</i>		
7-2	<p><b>Area Finding – Multi-Unit Dispatching:</b> There is no current policy that dictates how many units to send to a CFS.</p>	

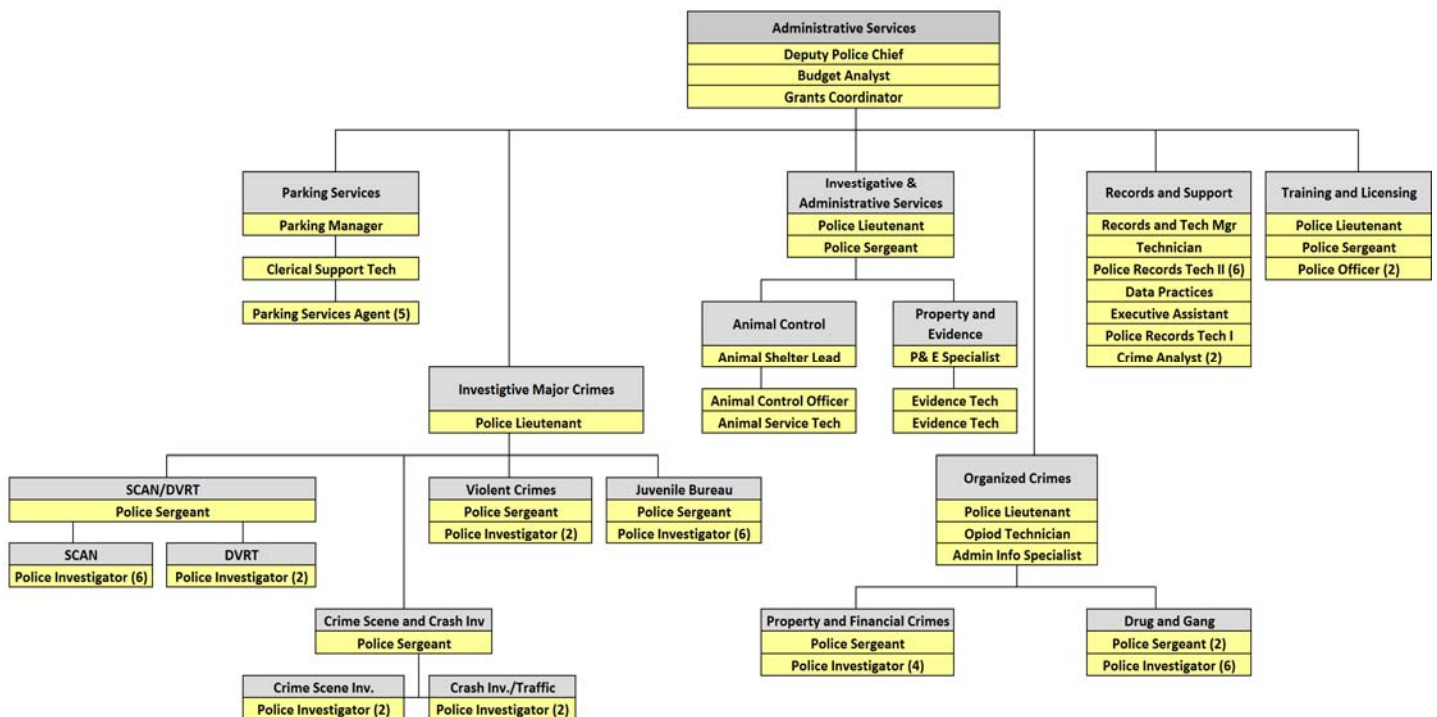
Dispatch/Communications		
No.	Issue and Opportunity Description	Overall Priority
	<p>At present, units are dispatched to a CFS based on the assessment of the dispatcher. This practice is subjective and may or may not match agency expectations or needs.</p> <p>Best practices provide a standard unit response number within CAD.</p> <p><b>Recommendation:</b> The DPD should establish a policy and protocol for multi-unit dispatching, and this information should be merged with the CAD system.</p> <p>BerryDunn recommends that the DPD identify unit response numbers based on CFS type. The DPD should work with the SLCECC to integrate this data with the CAD system so that dispatchers have a clear protocol on the number of units to send to different CFS.</p> <p>The policy should include language regarding over-response to CFS, self-dispatching, and supervisory requirements to monitor this activity.</p> <p>This practice will help ensure that sufficient resources are sent, and it will also help eliminate self-dispatching and over-response to CFS.</p>	 <p>Medium</p>

## Chapter 8: Investigations Services

Second only perhaps to patrol, the investigative function of any police organization is vitally important to operational and organizational success. The primary function of the Investigations Division is to provide follow-up investigations on a wide range of crimes and to work collaboratively with external partners to provide a professional product that will further the goal of accountability for offenders. The Investigations Division has many additional duties and responsibilities which include, but are not limited to, victim services, crimes against persons/property, control of crime scenes, crime scene processing, evidence collection, forensic examination of scenes/collected evidence, and sex offender registration/home verifications.

Figure 18 shows the organizational reporting structure of the investigations units for the DPD.

**Figure 18: Investigations Organizational Chart**



Source: Police Department Provided Data

### I. Investigations Staffing

Determining appropriate staffing levels within the Investigations Division and the specific units is complicated; however, this section provides BerryDunn’s assessment of the staffing needs for the investigations function within the DPD. The details of this assessment are outlined in this chapter.

Understanding appropriate staffing levels for investigations units is difficult, because there are no set standards for determining such staffing levels. Each agency is different, and the myriad



variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case. Time spent on cases is not consistent among investigators, in some cases multiple investigators work on the same case, some supervisors are more attentive and close cases that are not progressing more quickly, different types of cases take longer to investigate, and various factors contribute to differences in determining which cases should be investigated and which should be suspended or inactivated.

Table 77 reflects overall and unit staffing for the Investigations Division, which includes 38 full-time sworn officers/detectives.

**Table 77: Investigations Unit Staffing**

Investigations Unit	Deputy Chief	Lieutenant	Sergeant	Investigator	Totals
Investigations – Deputy Chief	1				1
<u>Major Crimes</u>		1			1
<b>Violent Crimes</b>			1	2	3
<b>SCAN/DVRT/ICAC</b>			1		1
SCAN				4	4
ICAC/Computer Forensics				1	1
SAKI				1	1
DVRT				2	2
<b>Juvenile Crimes/SRO</b>			1	6	7
<b>Crime Scene and Crash Investigations</b>			1		1
Crime Scene				2	2
Crash Investigations				1	1
<u>Organized Crimes</u>		1			1
<b>Drug and Gang (DPD Only)</b>			2	5	7
<b>Property and Financial Crimes</b>			1		1
Business/Financial Crimes				2	2
Property Crimes				2	2
<b>*Total</b>	<b>1</b>	<b>2</b>	<b>7</b>	<b>28</b>	<b>38</b>

Source: Agency Provided Data

\*Includes vacancies

There are many considerations involved in determining investigative staffing, and it is the assessment of BerryDunn that no process fully assesses these needs, due to the wide range of variables. However, BerryDunn has used a variety of calculations and analyses to draw the

conclusions presented here, and the narrative below outlines those findings. Generally speaking, this assessment relies on workload and work outputs, and these will be examined further in this chapter. This analysis process also relies on the collective experience of BerryDunn in assessing staffing levels within police agencies, and on national and other comparative data BerryDunn has gathered.

## II. Work Schedules

Investigators for the DPD work a variety of different schedules, depending upon the unit assignment. Generally, investigators work either eight- or nine-hour shifts. In the past, some investigators worked 10-hour shifts. However, the chief of police implemented a change that removed the opportunity for 10-hour shifts for investigators. During interviews, BerryDunn heard from several staff members that they preferred the 10-hour shifts. Staff explained that with the shorter shifts, they are required to work more days than patrol staff, and when taking vacation, it requires them to use a greater number of hours to obtain the same number of days off.

As BerryDunn has mentioned previously, the Investigations Division has many small units. This complicates the opportunity for using an alternative work schedule for investigators. For administrators, it is vital to ensure that the investigations units are adequately staffed on a daily basis. Many partner agencies have an expectation that investigative staff will be available on any given business day, and many cannot afford to wait—even one day—until an investigator is available. Although BerryDunn understands that the current schedule configuration is less than desirable for some investigators, BerryDunn also recognizes that investigator availability is an important consideration for the DPD, and the current schedule, although not preferred by some, satisfies this critical need.

Based on a normal work schedule, investigators are scheduled to work 2,080 hours per year. However, negotiated leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off mean that in actuality, investigators are only available to conduct work assignments for about 1,600 hours per year. This is a significant discrepancy between total hours charged to the department and the actual availability for investigators to conduct investigations, see Table 78.

The number of hours available for the investigators for the DPD is comparatively low based on data from other organizations. The average available investigator hours from four recent studies was 1,678, while the time available for DPD investigators is 1,600. As noted with regard to patrol workloads, the number of actual hours available for investigators is an important consideration in determining staffing needs. This number (1,600) will be used in various calculations in the following sections.

**Table 78: Investigations Availability**

		<b>*Study</b>
<b>Annual Paid Hours</b>	<b>2080</b>	<b>Averages</b>
<b>Leave Category</b>	<b>Hours</b>	<b>Hours</b>
Vacation	169.53	145
Illness/Sick	90.55	37
COMP Used	0.00	35
Holiday	88.00	74
Holiday Float	0.00	
Military Leave	4.35	4
Military Training	0.00	
On the Job Injury Leave	0.00	15
Other Leave	64.50	
Personal Business	10.25	
Bereavement	4.32	
Training	48.25	85
<i>Sub-Total (minus)</i>	479.75	
<b>Average Annual Availability (Hours)</b>	<b>1600.25</b>	<b>1,693</b>

Source: Police Department Provided Data

\*Table includes public data from prior studies conducted by the IACP

### III. Policies and Procedures

The DPD has two main policies, with several sub-sections, that govern and affect the operations of the Investigations Division. These two policies include:

- Policy 600 – Case Screening, Assignment, and Management
- Policy 325 – Solvability Factors

#### **Policy 600: Case Screening, Assignment, and Management**

The DPD conducts case screening to determine which cases are viable, and which warrant further investigative effort. Per the policy, patrol officers or supervisors may refer the case to the investigative unit for follow-up. Once it is received, the investigative unit leader determines the status of the case and whether it will receive additional investigation. The unit leader also has the responsibility to notify the crime victim of any changes in the case status.

Based on the policy, the decision to investigate the case can depend upon several factors, including the willingness of the victim to assist with prosecution, the quality of the preliminary investigation, the solvability factors, and the availability of investigative resources.

If a case is activated for investigation, the investigator is required to conduct additional follow-up and to submit a report within 10 days. Investigators are expected to review all assigned cases within 30 days of assignment and to recommend any status change to the supervisor or unit leader. Unit leaders/supervisors are expected to review caseloads and case dispositions quarterly, and to provide a summary of unit activity to the deputy chief of investigations.

### **Policy 325: Solvability Factors**

In Chapter 4, BerryDunn provided a general review of Policy 325, as it relates to solvability factors. As noted in that chapter, although their use is prescribed in policy, there is a lack of practical application of solvability factors within the DPD. Given their value and prominence in the case screening process, BerryDunn notes here again the recommendation for full implementation of these factors within the patrol function and within the preliminary investigation and reporting process.

### **Investigative Review and Analysis**

Based on the current practices for report routing, without a case-by-case analysis, there is no way to distinguish which cases referred to investigation received substantive investigative effort by an investigator. It is also not possible to determine which cases resulted in an arrest or charges based on investigative effort, as opposed to a citation or arrest occurring prior to referral of the case to investigations. In addition, BerryDunn was told that there are no prescribed case-closure expectations other than what is outlined in Policy 600. Lastly, supervisor review requirements for investigator caseloads are only required on a quarterly basis.

During discussions with various staff, BerryDunn learned that there are varied practices among investigators regarding the activation of cases, and different investigators hold cases open or active, inconsistently, for a variety of reasons. These practices skew investigative caseloads, and they also elongate open case durations.

BerryDunn heard from various investigators and supervisors that the investigative units within the DPD are busy. BerryDunn has no reason to doubt this; however, the manner in which cases are monitored and categorized does not provide an opportunity for a clear review of investigative caseloads, unit or individual investigator efforts, clearance rates related to investigative efforts, or case durations. As BerryDunn will explain in the next section, this limited the ability to fully assess the resource needs for the investigative units at the DPD.

The solution to these issues is for the DPD to implement a robust case categorization, review, and monitoring system for all that are referred and/or investigated by any of the investigative units within the DPD. BerryDunn is aware that the new RMS will have substantial capabilities in this regard, and BerryDunn recommends that the DPD develop policies, procedures, and workflows, to capture, track, and monitor this information.

## IV. Workloads and Caseloads

The following section provides various narrative, data, and tables that outline the workload and caseloads of those within the Investigations Division of the DPD. This includes the various units within the section and those who conduct the criminal investigations. These data emanate from various sources, to include CAD and other data supplied by the DPD.

### Investigative Major Crimes

The MCB consists of four primary units, SCAN/DVRT, CSI/AIU, VCU, and JSU. The purpose of the MCB is to provide case screening and conduct specialized follow-up investigations. Staffing for the MCB consists of one lieutenant, four sergeants, and 19 investigators.

### Sex Crimes, Child Abuse, and Neglect (SCAN)/ Domestic Violence Response Team (DVRT)

This unit includes two main units—SCAN, which has the sub-units of ICAC and SAKI—and DVRT. These units and their functions are briefly described in this section.

#### SCAN

The purpose of this unit is to investigate all child sexual abuse and sexual assault cases. SCAN investigative staff work in partnership with St. Louis County Social Services IIU, which includes child protective services, to review and investigate all child maltreatment referrals. SCAN investigative personnel investigate cases of vulnerable adult abuse or neglect cases received through the MAARC. The SCAN Unit is also tasked with POR reporting and compliance responsibilities.

In 2018, SCAN investigative personnel were referred 1,640 cases. The referrals were for allegations of both child and adult sexual assaults, reports of child maltreatment (cross-reported to St. Louis County IIU), and any in-custody cases requiring charges to be forwarded to the County Attorney's Office. SCAN also receives all reports of vulnerable adult abuse/maltreatment, and is responsible for POR compliance. SCAN investigators attend all forensic interviews of child victims or witnesses that take place at First Witness Advocacy Center. Additionally, SCAN investigative personnel are actively involved in multi-disciplinary teams, which involve several community partners.

BerryDunn will provide details regarding case assignments and caseloads later in this chapter, and based on a review of the data available, there does not appear to be a need to supplement staffing for this unit. However, in Chapter 3, BerryDunn recommended the addition of one uniformed investigator to work in the MHU. This investigator would assist the MHU but would also have responsibility over vulnerable adult abuse/maltreatment reports and POR duties.

The shifting of these duties has a dual purpose. First, the MHU is already working with many of the people who may be vulnerable adults or who may be the subject of elder abuse or maltreatment. Moreover, even if the MHU is not already dealing with these individuals, they require many of the same services that the MHU is coordinating for others, and there would be

synergy in merging these duties with the MHU. Second, SCAN has an ongoing significant volume of cases, and moving these responsibilities to the MHU will provide SCAN with additional capacity.

**SAKI**

The purpose of this unit is to address the issue of backlogged, un-submitted sexual assault kits. If a DNA profile (hit) is detected in CODIS, the SAKI investigator conducts follow-up investigation on these cases. The SAKI advocate is also required to make contact with all victim survivors to keep them informed of the status of their cases and provide them access to necessary resources, if needed.

When the SAKI program started in January of 2016, DPD evidence technicians identified 523 un-submitted/untested sexual assault kits kept at DPD. Although there are some mitigating circumstances that explain this number, this was one of the highest totals of any law enforcement agency within the state. Of the 523 untested kits, 399 were non-restricted reports, which were eligible to be sent for testing. There were an additional 124 anonymous, or restricted reports, which were not eligible to be sent for testing. These data are represented in Table 79.

**Table 79: SAKI Data**

SAKI		
Description	2016	2018
Un-submitted/untested sexual assault kits	523	0
Standard (non-restricted) of the 523	399	
Anonymous (restricted) of the 523	124	

Source: Agency Provided Data

As of April 2018, all kits have been submitted to the lab for testing. Additionally, SAKI personnel have been actively working on policy and protocol development, based upon national best practices, with regard to how to better address the issues of getting sexual assault kits tested, and providing resources and information to victim survivors relating to their cases. As a result of submitting the backlog of sexual assault kits for testing, additional investigation work has been generated. When there is a DNA hit within CODIS, the SAKI investigator follows up on those cases. In many cases, the subject of the hit lives outside of the Duluth area, which requires the SAKI investigator to travel to conduct the additional investigation.

To date, based on the work of this unit, 13 cases have been charged by prosecutors, 3 people have plead guilty, and 21 more have been referred for prosecution. Overall, there have been 203 DNA uploads to CODIS, which has led to 116 CODIS hits.

In addition to the SAKI investigator, two additional outside resources assist the DPD with this unit.

- Mary Faulkner is a SAKI grant coordinator/facilitator. She works specifically with the SAKI funded investigator of the DPD to get all sexual assault kits tested and to help ensure that grant is dispersed appropriately. She is an employee of the Program for Aid to Victims of Sexual Assault (PAVSA), and is paid 100% through the SAKI grant, which currently runs through 2021; this program started in 2015.
- Sam Madesen is a SAKI victim outreach advocate. She works directly with the SAKI-funded investigator of the DPD. She is an employee of PAVSA and is paid 100% through the SAKI grant.

DPD staff told BerryDunn that there was a need to add resources to the SAKI Unit, based on the number of CODIS hits and the need for additional investigation associated with those hits. Although BerryDunn recognizes the substantial value of the work of this unit, a staffing adjustment is not warranted at this time, and there are several reasons for this.

When the SAKI Unit was formed, there was a tremendous backlog of untested sexual assault kits. Based on the data provided by the DPD, all of this backlog has now been submitted to the Minnesota Bureau of Criminal Apprehension (BCA) crime lab for testing. Given the rapid influx of sexual assault kit testing performed by the BCA, it is not surprising that a significant investigative workload was generated. However, since all of the backlog has been submitted, future CODIS hits will likely be fewer and result from new cases or other new data that is submitted to the CODIS system. Essentially, it is likely that the DPD has already moved past the significant workload bubble created with the submission of the backlog of sexual assault kits.

In addition, BerryDunn has recommended that the DPD examine certain units within the Investigations Division for merging. If this occurs, and the SAKI investigator has a temporary need for assistance, there should be units available to assist. BerryDunn has also recommended shifting the vulnerable adult abuse/maltreatment and POR duties away from the SCAN Unit. This will provide additional capacity for this unit, which may be diverted on a temporary basis, to assist with SAKI cases.

Finally, at some point, the SAKI investigator and those within the SCAN Unit will have similar roles. At present, the SAKI investigator is working on the backlog of sexual assault kits as well as policies and procedures to eliminate a recurrence. However, eventually the work associated with the backlog will diminish, and the SAKI investigator will likely shift a substantial portion of his or her responsibilities to sexual assault investigations, whether they are new or the emanate from prior cases.

BerryDunn has already noted that the volume of activity for the SCAN Unit is substantial, and the number of abuse/maltreatment reports has increased dramatically. If the volume of SAKI activity continues to remain high, there may be a need to add another investigator. However, there is not a solid basis for adding more resources to this unit at this time. BerryDunn encourages the DPD to continue to monitor and track case volumes and investigative efforts, and to monitor staffing needs in SCAN and SAKI accordingly.



## ICAC

The ICAC Task Force is responsible for addressing online exploitation of children including, but not limited to, solicitation of minors, manufacturing and dissemination of child pornography, etc. The ICAC Task Force consists of four investigators, one from each of the partner agencies that include the DPD and St. Louis County Sheriff’s Office in Minnesota, and the Superior Police Department and Douglas County Sheriff’s Office in Wisconsin.

In 2018, 61 referrals were made to the ICAC Task Force by the DPD. This also includes cyber tips that were reported by the National Center for Missing and Exploited Children (NCMEC) to the Minnesota BCA, which were routed to the DPD. In 2018, the ICAC Task Force forensically examined 311 electronic devices (computers, tablets, and cell phones). Of the 311 items, the DPD investigator assigned to ICAC examined 219 of these devices, 163 of which were ICAC cases. The remaining devices were for various other crimes, such as: homicides, narcotics cases, robberies, assaults, etc. The average time to forensically examine each device varies greatly, but can take anywhere from hours to weeks. This is an extremely time-consuming and costly function, due to the need for specialized equipment and training, which is usually not provided locally. As an illustration of these expenses, the cost to *unlock* a single cell phone can cost up to \$2,000. ICAC activity for 2018 is reflected in Table 80.

**Table 80: ICAC Activity**

ICAC – 2018		
Referrals	61 Cases	
Forensically Examined	311 Devices	
Examined by the DPD ICAC TF Investigator	219	
Number of ICAC Cases Generated		163

Source: Agency Provided Data

As part of this assessment, BerryDunn was told that investigations staff feel there is a need to add one investigator to the ICAC Unit and a staff member to conduct forensic examinations of various evidence items.

With the proliferation of everything electronic, many—perhaps most—criminal investigations involve digital evidence of some sort. This can include video evidence, computer evidence, and mobile devices, such as cell phones. As previously indicated, these are not unique to ICAC cases, but rather, they occur in a wide variety of crimes. However, examination of these devices is complex for two main reasons. First, each type of device has unique operating system properties, which require substantial training and software to recover. Second, there are critical protocols that must be followed so that the evidence obtained is admissible in court. Again, if they are outsourced, the costs for these services can be extreme.

It is evident that the DPD has a significant need for resources to conduct forensic examinations of digital evidence. Moreover, the need for these examinations will only increase. At present, the

DPD ICAC investigator is performing many of these exams, which has two complexities. First, the investigator is consuming a substantial amount of time conducting these investigations, and the volume is becoming overwhelming. Second, because the DPD ICAC investigator is busy with forensic exams, their ability to fulfill their primary mission as an ICAC investigator is compromised.

Staff have told BerryDunn that there is a need to supplement resources in this unit by adding another ICAC investigator and a forensic evidence examiner. BerryDunn agrees that adding a forensic evidence examiner is necessary, but does not agree that adding another ICAC investigator is warranted at this time. By adding a full-time forensic evidence examiner, these duties will be removed from the responsibilities of the DPD ICAC investigator. Given that this person has spent a considerable amount of their time on forensic exams, this will provide substantial additional capacity for ICAC investigations. Accordingly, BerryDunn recommends that the DPD add a forensic evidence examiner. However, as this person will be responsible for forensic evidence for all DPD cases, BerryDunn notes that it may not be logical to assign this person directly to the ICAC Unit. BerryDunn recommends that the DPD carefully consider the allocation of this resource within the overall organizational structure.

## **DVRT**

The purpose of the DVRT is to review and conduct follow-up investigations on all domestic violence related incidents and arrests. DVRT personnel conduct follow-up investigation on all referrals for gross misdemeanor and felony-level domestic violence cases, OFP violations, and stalking cases, and provide assistance to SCAN investigators on any domestic violence incident where there is a report of child abuse or neglect.

In 2018, DVRT investigators were referred 887 cases. These referrals include the review of all in-custody domestic violence arrests. All arrests are reviewed by DVRT investigators and forwarded to the prosecutor offices (city and county) for charging. In addition to reviewing arrest cases, with the adoption of the Blueprint for Safety (a best-practices domestic violence response protocol), DVRT investigators review all domestic violence cases that do not involve an arrest at the scene. The DPD has had a longstanding relationship with Domestic Abuse Intervention Project (DAIP), which has led to the creation of "The Duluth Model" of domestic violence response, which has been recognized internationally. DVRT investigators work alongside a DAIP advocate and advocates from two different battered women's shelters. The information taken from domestic arrest and non-arrest cases is used by several different community agencies (i.e., courts, probation, treatment) to address the issue of domestic violence as part of a coordinated community response (CCR).

Staffing for the DVRT includes two investigators and a sergeant that supervises multiple units. In addition, the DVRT partners with two advocates, Jen Davey from Safe Haven, and Pat Goodman from the DAIP. These partners are funded by their respective organizations and assist the DPD with gathering and compiling case-relevant information. As BerryDunn has noted

previously, this is an excellent example of collaborative policing and of best practices in the industry.

### **Crime Scene Investigations (CSI) and Accident (Crash) Investigations Unit (AIU)**

The CSI and AIU are supervised by one sergeant, and two full-time sworn personnel are assigned to each of these units.

#### **CSI Unit**

The purpose of the CSI Unit is to provide specialized investigative support by processing crime scenes and evidence items. Additionally, CSI investigators maintain national accreditation in latent fingerprint identification.

To help prepare officers to gather evidence at crime scenes, the DPD has developed a training program for patrol officers. This program, POCASI, provides officers with the skills they need to gather and package evidence for future examination by one of the CSIs, and the ability to photograph and gather other evidence, such as basic latent fingerprints.

Several officers within the DPD have been trained in POCASI, and this is a very good example of building skills for line staff, but also preserving the time of the CSIs for more critical tasks. BerryDunn recommends providing this training to new officers during the DPD training academy, after they are hired. In addition, BerryDunn recommends providing this training to all existing patrol staff who have not received it, and refresher training thereafter, to help ensure an appropriate level of skill for officers.

Providing this training to patrol staff will help ensure that they know how to gather basic evidence at a crime scene. This will help ensure that CSI services are reserved for situations involving more complex evidence collection needs. To help ensure the success of this program, DPD supervisors must also be aware of the skills patrol officers have to collect basic evidence, and support officers conducting evidence collection, in lieu of calling out a CSI.

#### **AIU/Traffic**

The AIU Unit conducts accident reconstruction relating to personal injury accidents, and conducts follow-up investigation on hit-and-run accidents. AIU personnel are responsible for vehicle forfeitures relating to DUI arrests, which includes providing testimony at forfeiture hearings. AIU personnel are actively engaged in public traffic safety enforcement initiatives such as: DUI saturation patrols, seatbelt, and distracted driving. The DPD has a grant-funded DUI officer who works under the supervision of the CSI/AIU supervisory sergeant. AIU personnel manage traffic safety plans for high-profile community events such as Grandma's Marathon and Tall Ships. AIU personnel also oversee the DPD Police Reserve program.

Table 81 provides details regarding CSI and AIU activity for 2018. In 2018, there were 854 referrals made to CSI. These referrals included requests to process crime scenes, evidence items, and latent print examination and identification. There were 476 referrals made to the AIU. These referrals consisted of accident reconstruction duties on personal injury crashes, hit-and-

run follow-up requests, forwarding all DUI arrests for charging, and processing all DUI vehicle forfeitures. The grant funded DUI officer for the DPD falls under the supervision of the CSI/AIU sergeant. In 2018, the DUI officer made 97 arrests for impaired driving and issued 239 citations.

**Table 81: CSI/AIU Activity**

CSI/AIU	2018
Referrals Made to CSI	854
Referrals Made to AIU	476
Arrests for Impaired Driving	97
Citations Issued	239

Source: Agency Provided Data

In addition to the duties outlined, CSI personnel are responsible for producing specialized exhibits to be used in court, and AIU investigative personnel provide public awareness on traffic safety issues (e.g., TZD patrols, distracted and seat belt enforcement patrols).

### **Violent Crimes Unit (VCU)**

The purpose of the VCU is to conduct investigations into violent crimes and other serious crime categories, which include: homicides, suicides, unattended or equivocal deaths, robbery, felony-level assaults, missing persons, firearm-related crimes, and threats of violence incidents. The VCU currently has one sergeant and two investigators assigned to it. Staff reported to BerryDunn that there had been another investigator assigned to this unit, but due to attrition, the unit was downsized and the vacancy has not been filled.

In 2018, the VCU was referred 540 cases, which includes any violent offenses that require review for charges and/or follow-up, in-custody cases that need to be forwarded for charges, and any callouts for high profile incidents. Additionally, VCU investigative personnel are required to conduct follow-up investigation for the prosecutors' office on cases that are going to trial. For example, throughout 2018, VCU investigators were required to conduct follow-up on a 2017 homicide case that had five suspects who requested separate trials. Much of this follow-up had to do with the forensic examination of electronic devices.

Investigative staff told BerryDunn that due to the volume in the VCU, there is a need to back-fill and reallocate the VCU position that was reduced through attrition. BerryDunn is aware that the VCU is a busy unit and that investigators from other units have occasionally been temporarily allocated to the VCU to assist with the overall volume. Given the small size of this unit, this is not surprising. In fact, as BerryDunn noted in Chapter 3, having several small investigative units is a frailty of the organization of the Investigations Division. By reorganizing portions of the Investigations Division, the DPD will gain additional capacity. This will occur due to more immediate access to additional unit resources, better information sharing and collaboration, and efficiencies that will be gained through cross-training of personnel.

BerryDunn recognizes that the VCU handles some of the most time-consuming and complex cases that the DPD must investigate. Many of these cases require significant resources, particularly in the early stages. Having additional personnel allocated who can assist on these cases is very important. However, the demands of the VCU generally come in bursts, and when these occur, the unit would be hard-pressed to handle the volume, even with one additional investigator. BerryDunn is not averse to adding personnel to this unit; however, as the data and discussion below will show, the DPD currently lacks sufficient data to support a staff addition to the VCU.

It also worth mentioning here that BerryDunn is recommending the addition of a full-time staff member to conduct digital forensic examinations. This will provide some additional capacity, both for the ICAC Unit, and the other investigative units.

### **Juvenile Bureau/Juvenile Services Unit (JSU)**

The purpose of the JSU is to investigate delinquent acts and crimes within the legal parameters that apply to juveniles. JSU investigative personnel are responsible for conducting these investigations, and they work actively with community partners (e.g., schools, probation, parent groups) to address issues relating to delinquency and juvenile crime. The JSU also coordinates the CART program, which is a team made up of other law enforcement personnel and community partners that mobilizes when there is a report of a child abduction. JSU personnel also oversee the DPD School Patrol program.

The JSU consists of one supervisory sergeant, two investigators, and four SROs. Of the two investigators, one is specifically assigned to human trafficking investigations and has recently been made a task force officer for the FBI Child Exploitation Task Force in Minneapolis. The four SROs are assigned to the two middle schools (grades 6 – 8) and the two high schools.

In 2018, there were 1,020 referrals made to the JSU. These referrals included in-custody arrests that were referred for petitions/warrants, non-custodial cases that required follow-up investigation, and runaway/missing person reports that required immediate follow-up.

As noted in Chapter 6, SRO had been teaching the DARE curriculum to fifth grade classes, but due to staffing issues, the DPD had to suspend teaching the DARE program. As BerryDunn noted in Chapter 6, the DPD should seek opportunities to reinstate the DARE program or to increase its presence within the elementary schools through some other process or program.

### **Organized Crimes**

The OCB has two main units, the Property and Financial Crimes Unit and the Drug and Gang Unit. The OCB Unit is also in the process of cross-training with the drug task force to help with drug investigations. The OCB has one lieutenant, three sergeants, 10 investigators, and two non-sworn staff.

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### **Property and Financial Crimes Unit**

The unit is tasked with investigating property and financial crimes within the City of Duluth and the local region. This unit has one sergeant and four investigators, with two investigators assigned to property crimes and two assigned to financial crimes.

### **Drug and Gang Unit**

The Drug and Gang Unit is tasked with investigating drug and violent crimes in a four-county area. The unit uses multiple investigative techniques including informants, surveillance, search warrants, and arrest warrants. In total, this unit has 20 full-time sworn personnel, and 4 full-time non-sworn personnel. The DPD provides two sergeants and six investigators to this unit, along with two support staff. The remaining personnel come from other agencies.

In addition to the staff provided by the DPD, the Drug and Gang Unit also utilizes an external resource to assist them. Dan Priest is a crime analyst who works with this unit, conducting intelligence research, and providing data for the DPD crime meetings. Dan is employed by the Minnesota National Guard and is on loan to this task force.

During discussion with staff, BerryDunn learned that the Drug Task Force focuses primarily on high-level investigations. This is due in large part to the multi-agency structure of the unit, but also due to critical partnerships with other agencies that wish to have a focus on larger cases. The task force is busy with these high-level cases, and accordingly, they have little time for low- or mid-level narcotics cases.

The DPD needs to develop a strategy to conduct these types of cases. Although this could occur through one of the investigative units, this could also occur through the Patrol Division. Regardless of how it is structured, BerryDunn recommends that the DPD develop a coordinated strategy for conducting these investigations, and that protocols be put into place to help ensure that overlaps in investigations do not occur or cause interference to other units.

### **Crime Victim Advocates**

The DPD does not have an in-house advocate who works directly with crime all victims. Like most police agencies, the DPD relies on the city and county prosecutor to provide certain crime victim services. However, as noted elsewhere in this report, the DPD has several collaborations that include professional partners who work closely with designated populations that come into contact with the DPD. These partners are co-located within the MHU and DVRT Units. Again, BerryDunn applauds these partnerships and notes their best-practices nature.

### **Investigator Workloads**

The following information breaks down the workloads of those assigned to conduct criminal investigations. In Table 82, the total number of cases assigned to investigators from 2016-2018 is provided, separated by unit.



**Table 82: Cases Assigned by Year and Unit**

Assignments by Unit*	2016	2017	2018	Three Year Avg.	% Change '16 - '18
<b>Major Crimes</b>					
Violent Crimes	356	335	308	333	-13.48%
SCAN/DVRT/ICAC					
SCAN	498	423	582	501	16.87%
ICAC/Computer Forensics	33	43	36	37	9.09%
SAKI	523	No Data	No Data	N/A	N/A
DVRT	723	948	552	741	-23.65%
JSU/SRO	269	359	144	257	-46.47%
CSI/AIU					
Crime Scene	No Data	No Data	854	854	N/A
Crash Investigations	288	281	273	280	-5.21%
<b>Organized Crimes</b>					
Drug and Gang (DPD Only)	159	163	119	147	-25.16%
Property and Financial Crimes					
Business/Financial Crimes	254	238	234	242	-7.87%
Property Crimes	1213	805	388	802	-68.01%

Source: Agency Provided Data

The data in Table 82 reflects the number of cases assigned to each investigative unit or sub-unit. It also reflects substantial shifts in case assignments, which include increases for SCAN and ICAC, and decreases for JSU/SRO, DVRT, and the Property Crimes Unit. The data in Table 82 has been pulled from a larger dataset, which BerryDunn has provided in Table 83.



**Table 83: Cases Referred to Investigations**

2018 Case Assignments by Disposition									
Assignments by Unit – 2018	Referred	Assigned	Pct. Assgn.	Adult Arrest	Exc. Clear	Juvenile Arrest	Pending	Unfounded	Clearance
VCU	339	305	89.97%	157	0	2	145	1	52.30%
Violent Crime/Arson	6	3	50.00%	1	0	0	2	0	33.33%
SCAN	1,721	582	33.82%	46	0	2	531	3	8.29%
ICAC	48	36	75.00%	8	0	2	26	0	27.78%
DVRT	828	552	66.67%	426	1	6	118	1	78.58%
JSU/SRO	481	144	29.94%	15	0	68	61	0	57.64%
AIU	298	273	91.61%	265	0	0	8	0	97.07%
Drug Unit	164	119	72.56%	95	0	0	23	1	80.51%
Financial Crimes Unit	506	234	46.25%	37	0	1	196	0	16.24%
Property Crimes Unit	1,376	388	28.20%	155	0	8	224	1	42.12%
2017 Case Assignment by Disposition									
Assignments by Unit – 2017	Referred	Assigned	Pct. Assgn.	Adult Arrest	Exc. Clear	Juvenile Arrest	Pending	Unfounded	Clearance
VCU	349	329	94.27%	177	0	4	144	4	55.69%
Violent Crime/Arson	10	6	60.00%	3	0	1	2	0	66.67%
SCAN	828	423	51.09%	30	2	11	377	3	10.24%
ICAC	46	43	93.48%	12	0	1	30	0	30.23%
DVRT	1,525	948	62.16%	518	3	10	415	2	56.13%

JSU/SRO	422	359	85.07%	23	0	285	51	0	85.79%
AIU	313	281	89.78%	277	0	0	4	0	98.58%
Drug Unit	208	163	78.37%	137	0	0	26	0	84.05%
Financial Crimes Unit	574	238	41.46%	44	1	0	193	0	18.91%
Property Crimes Unit	1,454	805	55.36%	271	4	8	508	14	35.78%

**2016 Case Assignment by Disposition**

<b>Assignments by Unit – 2016</b>	<b>Referred</b>	<b>Assigned</b>	<b>Pct. Assgn.</b>	<b>Adult Arrest</b>	<b>Exc. Clear</b>	<b>Juvenile Arrest</b>	<b>Pending</b>	<b>Unfounded</b>	<b>Clearance</b>
VCU	379	355	93.67%	163	1	9	178	4	49.29%
Violent Crime/Arson	5	1	20.00%	0	0	0	1	0	0.00%
SCAN	992	498	50.20%	90	0	4	404	0	18.88%
ICAC	45	33	73.33%	13	0	0	20	0	39.39%
DVRT	839	723	86.17%	492	4	3	222	2	69.21%
JSU/SRO	475	269	56.63%	33	1	271	64	0	113.38%
AIU	307	288	93.81%	279	1	4	4	0	98.61%
Drug Unit	215	159	73.95%	131	0	0	28	0	82.39%
Financial Crimes Unit	603	254	42.12%	48	1	0	205	0	19.29%
Property Crimes Unit	1,358	1213	89.32%	262	8	13	903	27	23.86%

Source: Agency Provided RMS Data

The data in Table 83 show the number of cases referred to each investigative unit for review, and the number assigned. The data also show the percentage of cases assigned from those referred for review. Lastly, the table reflects case clearances, by clearance type, and the percentage of case clearances by unit. Several items within Table 83 require discussion.

As BerryDunn has explained previously, all criminal cases are reviewed by one of the respective investigative units. The referral number reflects the number of cases reviewed by each unit. This number is primarily a depiction of the number of reported crimes to the DPD, categorized by the investigative unit responsible for investigations of that type. The assigned number reflects that number of cases that were activated to an investigator for follow-up of some type. The challenge in analyzing this data is that the DPD has no mechanism to determine how much work effort was associated with an activated case. A case activation may require a very simple action by the investigator, such as collecting video evidence, or the case may require substantial effort involving conducting interviews, additional gathering of evidence, or digital forensic review, for example.

In many police agencies, minor follow-up activity is often handled by the officer who initially took the report. For the DPD, many of these minor actions are handled by investigators. As a result, the average time required for investigation of cases for the different units may be significantly skewed. BerryDunn is not suggesting that this approach is incorrect; in fact, based on prior discussion in this report, the workloads for patrol staff are already at their maximum capacity, or greater. However, the commingling of case types (minor follow-up versus major follow-up) makes it difficult to assess overall workloads and staffing needs. As BerryDunn has noted previously, this observation is one reason why the DPD has a need to adjust case tracking within investigations.

Looking closely at the percentage of case assignments for the individual units, BerryDunn noticed some significant shifts (see Table 84).

**Table 84: Case Assignment Percentages**

Investigations Unit	2016	2017	2018	Pct. Change 2016 – 2018
VCU	93.67%	94.27%	89.97%	-3.95%
Violent Crime/Arson	20.00%	60.00%	50.00%	150.00%
SCAN	50.20%	51.09%	33.82%	-32.64%
ICAC	73.33%	93.48%	75.00%	2.27%
DVRT	86.17%	62.16%	66.67%	-22.64%
JSU/SRO	56.63%	85.07%	29.94%	-47.14%
AIU	93.81%	89.78%	91.61%	-2.35%
Drug Unit	73.95%	78.37%	72.56%	-1.88%
Financial Crimes Unit	42.12%	41.46%	46.25%	9.79%
Property Crimes Unit	89.32%	55.36%	28.20%	-68.43%

Source: Agency Provided RMS Data

Based on the data in Table 84, the DPD experienced major reductions in case assignment percentages from the referrals to several units. SCAN, DVRT, JSU/SRO, and Property Crimes all experienced a double-digit decrease in case activations over the three-year period. For the remaining units, other than financial crimes, the activation rate variances were minimal (excluding arson, which has a very small number of incidents). Table 85 shows the changes in referrals and the percentage of change for referrals for these units.

**Table 85: Case Referral Changes**

Units	Referral Changes from 2016 to 2018		Assignment Change by Percent
SCAN	729	73.49%	-32.64%
DVRT	-11	-1.31%	-22.64%
JSU/SRO	6	1.26%	-47.14%
Property Crimes	18	1.33%	-68.43%
Financial Crimes	-97	-16.09%	9.79%

Source: Calculations from Agency Provided RMS Data

For SCAN, DVRT, JSU/SRO, and Property Crimes, the reduction of case assignments from referrals is remarkable, both from a percentage and a numbers perspective. What is unclear is why these rates have shifted so significantly, and there could be several explanations. It is possible that inconsistencies in case review and activation are partially responsible. It could be a resource issue; those reviewing cases may be prioritizing only the most serious or clearly solvable cases. The shifts could also be related to changes in personnel or operating practices. Lastly, the reductions could be the result of improved preliminary investigations by patrol officers, including better reporting.

It is worth noting as part of this discussion that SCAN may be in a different position than DVRT, JSU/SRO, and Property Crimes, with respect to analyzing these changes. As BerryDunn has noted previously in this report, the number of SCAN cases has increased substantially due to increased mandatory reporting. As Table 85 shows, the number of referrals to the SCAN unit has increased by 729 cases over the past three years. It is possible, and likely, that many of the increased referrals to SCAN involve mandatory reports that do not require follow-up; essentially, the report may simply be made to cover statutory or ethical obligations. If that is the case, it would explain the change in the case activation rate for SCAN.

The final issue with regard to Table 83 relates to the clearance rates provided. All arrest cases for the DPD are referred to the associated investigations unit, which will review the file and forward it for prosecution. This occurs whether or not any investigative effort takes place within the respective investigations unit. This means that the clearance rates provided in Table 83 refer to the department as a whole, and not specifically to the investigations units. Therefore,

without a case-by-case analysis, it is not possible to determine how many cases were solved or cleared by each investigative unit based on their investigative efforts. Accordingly, although the clearance rates in Table 83 are interesting from an organizational perspective, they cannot be used to gauge the relative effectiveness of the investigative units.

The discussion here related to Table 83 and the associated data from Table 84 and 85, further support BerryDunn’s recommendation that the DPD needs to revise and refine the case assignment, categorization, and monitoring processes for the investigative units. This is necessary to evaluate unit performance. In its current form, the data has limited value in assessing the volume, effort, and effectiveness of the investigative units or individual investigators. Accordingly, BerryDunn provides the following data and discussion, noting the stated limitations.

### Investigations Staffing Discussion

Table 86 provides a breakdown of the average annual caseload per investigator, per unit.

**Table 86: Average Annual Caseloads per Detective**

Assignment Area/Type	2018	Investigators*	Cases Per Investigator	Monthly Average per Detective
VCU	308	3	103	9
SCAN	582	4	146	12
ICAC	36	1	36	3
DVRT	552	2	276	23
JSU/SRO	144	6	24	2
CSI	854	2	427	36
AIU	273	1	273	23
Drug Unit	119	5	24	3
Financial Crimes Unit	234	2	117	10
Property Crimes Unit	388	2	194	16

Source: Agency Provided RMS Data

\*Number of investigators that carry a full caseload

Table 86 uses data from Tables 77 and 82 to identify the number of cases assigned per unit, and to quantify the number of investigators assigned to each of those units. It is important to note that the number of investigators listed includes only those investigators who carry a full caseload. Using this information, BerryDunn calculated the average monthly caseloads for each investigator. The caseloads ranged from 2 to 36 per month. BerryDunn notes that the averages for several of these units are comparatively high and outside the expected range. Again, this is

likely due to the referral processes in use at the DPD. To illustrate this, in prior studies, the range of monthly case assignments for investigators was between 3.3 and 9.6.

Like case clearance rates, there are no set standards for case assignments or caseloads, which complicates the process of conducting a workload analysis. However, the DPD numbers reflected in Table 86 are significantly higher than the rates observed in past studies. It is BerryDunn’s position that shifts in case assignment practices and categorization would provide a clearer understanding of the investigator and investigations workloads.

In Table 87, BerryDunn calculated the average number of hours each investigator has available for each case. This model engages the workload hours available as calculated in Table 78, and the average monthly caseloads as determined in Table 86.

**Table 87: Investigations Capacity per Detective (Model 1)**

Model 1 Investigation Unit	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
VCU	308	3	103	9	1,600.25	133.35	15.59
SCAN	582	4	146	12	1,600.25	133.35	11.00
ICAC	36	1	36	3	1,600.25	133.35	44.45
DVRT	552	2	276	23	1,600.25	133.35	5.80
JSU/SRO	144	6	24	2	1,600.25	133.35	66.68
CSI	854	2	427	36	1,600.25	133.35	3.75
AIU	273	1	273	23	1,600.25	133.35	5.86
Drug Unit	159	5	32	3	1,600.25	133.35	50.32
Financial Crimes Unit	234	2	117	10	1,600.25	133.35	13.68
Property Crimes Unit	388	2	194	16	1,600.25	133.35	8.25

Source: Calculations from Agency Provided Data

\*2018 data

\*\*Reflects personnel assigned who carry a full caseload

The data in Table 87 make two important assumptions. First, the averages assume that the investigations unit was fully staffed for the duration of the year. If a unit experienced a vacancy during this period, the averages for each officer would increase. The second item involves the total number of hours each investigator has available to distribute among the cases assigned to them for investigation. The data in Table 87 assumes that investigators use all of their available time (excluding leave time) to work on cases. However, BerryDunn recognizes that not all of the available time for investigators is spent on investigative efforts.

### Other Workload Data

Based on experience, observations, and interviews with investigators and supervisory personnel, BerryDunn knows that other duties and responsibilities consume a substantial amount of daily activity for investigators.

**Table 88: Investigations Workload Survey**

Category Options	Duluth PD		Prior Study	National Survey Averages by Percentage		
	Detectives	Supervisors	Averages*	Detectives	Supervisors	Total
Administrative/Other	9.11	16.25	7.30	5	8	7
Arrest	3.00	2.00	2.76	3	3	3
Community Contact	3.44	2.00	3.13	3	3	3
Crime Lab	10.00	1.25	0.39	3	1	1
Crime Scene Processing	1.22	2.63	1.58	4	4	3
Court/Trial Prep	2.00	0.63	2.63	2	2	2
District Attorney Follow-Up	4.00	1.25	3.23	2	1	1
Evidence Views/Disposition	2.11	2.75	1.45	2	1	1
Interviews	7.56	4.50	7.07	9	8	8
Investigations	21.00	20.00	19.92	21	14	14
Legal (e.g., Search/Arrest Warrant)	10.11	4.38	6.14	3	3	3
Meetings	3.00	9.25	4.86	4	4	5
Phone Calls/Emails	8.11	8.38	8.87	8	8	7
Report Writing	6.78	7.50	15.92	22	16	16
Supervisory Duties	0.00	11.88	3.12	0	14	15
Surveillance	3.56	1.38	3.40	4	4	4
Teaching	1.89	1.88	1.07	1	1	1
Threat Assessment	0.44	0.75	0.63	1	1	1
Training	0.56	0.75	2.12	2	2	2
Travel/Driving	2.11	0.63	4.22	3	2	3
<b>Total</b>	<b>100.00</b>	<b>100.04</b>	<b>99.79</b>	<b>102</b>	<b>100</b>	<b>100</b>

Source: Investigations Workload Survey

\*Table includes data from prior studies.



To quantify investigative and non-investigative work efforts, BerryDunn provided an Internet-based survey to the investigators. Within the survey, investigators were asked to quantify the percentage of time they spend conducting various activities. Table 88 shows the results of the workload question from the survey.

In addition to providing the data in Table 88 from the self-reported survey that relates to the DPD, BerryDunn has also provided supplemental data from some additional sources. Self-reported data from six recent studies have been averaged and included in the table below. The data in Table 88 also include data from a national survey of police investigators, conducted by the IACP, using the same survey completed by the DPD investigators. More than 900 investigators, including nearly 350 supervisors, completed the survey, and this data has been included as well.

The comparative data in this table are very useful, particularly because there is a lack of standardized data relating to investigations units. When examining the DPD data against the comparisons, BerryDunn notes that many of the totals are similar, whether compared to the prior study averages or the nation-wide survey averages. The most notable higher reported averages for the DPD include Administrative/Other, Crime Lab, and Legal. BerryDunn suspects that much of this is due to the administrative burdens on DPD investigators that relate to referrals and case reviews. One area that is comparatively lower for the DPD involves report writing. There could be multiple explanations for this, but BerryDunn notes that if many of the investigative actions on cases are brief, the number of reports and their depth would likely be lower than average.

It is important to note that the numbers in Table 88 are somewhat subjective and limited, based on how investigators understood the question categories, and how they reported their time within the categories. Still, from a productivity standpoint, there is value in looking at these numbers to consider where investigators are placing their efforts, and whether there are opportunities to add efficiency to those processes.

Using the data from Table 88, BerryDunn calculates that the sections highlighted in blue account for 22.11% of the time of detectives. Assuming that none of this time contributes to investigations work, this would reduce their availability by an additional 354 hours. These self-reported supplemental duty figures (non-investigative duties) from the DPD are also consistent with prior studies, which range from 20% to 25%, and the national survey, which suggests investigators across the United States spend about 18% of their time on the same activities. Based on the loss of hours to leave time from Table 78, and with the removal of these non-productive hours, investigators have about 1,246 hours per year to investigate cases (see Table 89).

What is shown in Table 89 is likely what would be a worst-case scenario. It is more likely that some of the time investigators attribute to non-productive activities is actually supporting their investigations. It is also important to note that the time available per case is actual time focused

on that particular investigation. When considering the actual productive work time per case, the above numbers, even those from Tables 87 and 89, cover a significant amount of work effort. Still, these calculations demonstrate why it is so difficult to assess investigative staffing, and they also illustrate how quickly investigator productivity can deteriorate, when an investigator is tasked with multiple and competing objectives.

**Table 89: Investigations Capacity per Detective (Model 2)**

Model 2 Investigation Unit	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
VCU	308	3	103	9	1,246.43	103.87	12.14
SCAN	582	4	146	12	1,246.43	103.87	8.57
ICAC	36	1	36	3	1,246.43	103.87	34.62
DVRT	552	2	276	23	1,246.43	103.87	4.52
JSU/SRO	144	6	24	2	1,246.43	103.87	51.93
CSI	854	2	427	36	1,246.43	103.87	2.92
AIU	273	1	273	23	1,246.43	103.87	4.57
Drug Unit	159	5	32	3	1,246.43	103.87	39.20
Financial Crimes Unit	234	2	117	10	1,246.43	103.87	10.65
Property Crimes Unit	388	2	194	16	1,246.43	103.87	6.42

Source: Calculations from Data Provided

\*Current year data

\*\*Reflects personnel assigned who carry a full caseload

BerryDunn notes that the average hours available per case for DPD investigators, as expressed in either Table 87 or Table 89, is comparatively low. This is particularly true as it relates to SCAN, DVRT, and VCU cases. In Table 90, BerryDunn has provided comparative data from five prior studies. Although the categories do not align perfectly, the variance regarding domestic violence cases is clear, with DPD averages at 4.52 hours per case, as compared to the average study rate of 11.04 hours. In addition, average hours for crimes against children and vulnerable adults, and for sexual offenses and special victims, range from 25 to 58 within the comparisons. The SCAN Unit, which investigates most of these offenses, averages only 8.57 hours. Lastly, the VCU averages 22.68 hours per case, compared to the major crimes comparative average of more than 300 hours per case.

Again, these numbers are not easily compared, and variances between units and unit responsibilities are certainly responsible for much of these differences. More importantly,

BerryDunn has concluded that due to reporting and procedural practices within the DPD, much of the data provided is not cross-comparable. Again, it is likely that many of the cases assigned to the investigative units within the DPD require little investigative time and effort, and the volume of these cases is skewing overall workload volumes.

**Table 90: Investigative Capacity – Comparisons**

Investigation Unit	Agency Hours	Average Study Hours*
Crime Against Children		25.44
Child Crimes and Vulnerable Adults		41.91
Sexual Offenses		58.38
Special Victims		56.20
SCAN	8.57	
DVRT	4.52	11.04
Major Crimes		305.30
VCU	22.68	
Fraud/Financial Crimes	21.34	18.47
Property	15.47	18.34
Narcotics and Organized Crime	187.36	105.34

Source: Calculations from Agency Provided RMS Data

\*Table includes public data from prior studies conducted by the IACP

In the same survey in which investigators were asked to quantify and self-report their non-investigative time, BerryDunn also asked them to provide data related to their current and preferred caseloads; their responses are reflected in Table 91.

As with the data in Table 90, the responses and categories in Table 91 do not neatly align with the DPD. However, it is notable that based on investigators' self-categorization, the DPD caseloads and preferred caseloads are generally similar to the comparisons provided (although the categories of other crimes against persons and property crimes are elevated).

In addition to the numeric responses, several investigators provided narrative responses within the survey. These responses resulted from two questions posed within the survey:

- How many active cases/investigations do you personally manage on average (cases assigned for you to work)?
- What do you think the optimal number of active cases should be for each investigator in your unit?

**Table 91: Self-Reported Current and Preferred Caseloads**

Investigations Caseload	Duluth PD Current	*Prior Studies Current Avg.	National Current Avg.	Duluth PD Preferred	Prior Studies Preferred Avg.	National Preferred Avg.
Fraud/Financial Crimes	0	14	18	0	12	11
Homicide/Violent Crime	0	13	15	0	8	9
Other Crimes Against Persons	27.5	12	18	17	7	12
Property Crimes	32	16	18	10	10	11
General Investigations	11	11	14	4	7	9
Other Specialized Unit	15	13	13	15	7	9
Task Force	10	22	10	9	6	7
Vice/Narcotics	100	6	11	100	5	7

Source: Investigations Workload Survey

\*Table includes data from prior studies.

There was little commonality within the responses. Some investigators explained their unique caseloads, or the uniqueness of their unit. Others discussed the number of case reviews versus activations, with one investigator mentioning that many of their activated cases are closed quickly. There was some also discussion regarding merging of investigative units and/or the shifting of certain investigations responsibilities. The one similarity in many of the responses was that it was difficult to answer these questions, with several investigators elaborating about specific processes that make this type of quantification difficult.

In Table 92, additional survey data from the DPD, prior studies, and the national survey of investigators is provided. In the top portion of Table 92, investigators were asked to identify what they felt the expected case closure timeline was within their agency, based on the listed categories. In the bottom portion of Table 92, investigators were to identify what they felt would be an optimal timeline for case closures in the same categories.

**Table 92: Self-Reported Case Closure Expectations in Days Active**

<b>Current and Reported</b>	<b>DPD</b>	<b>DPD</b>	<b>Prior</b>	<b>Natl.</b>	<b>DPD</b>	<b>DPD</b>	<b>Prior</b>	<b>Natl.</b>
<b>Case Closure Timelines</b>	<b>0-30</b>	<b>Pct.</b>	<b>Cities</b>	<b>Pct.</b>	<b>31-60</b>	<b>Pct.</b>	<b>Cities</b>	<b>Pct.</b>
Serious Persons Crimes	7	46.67%	42.00%	54.95%	5	33.33%	18.00%	17.77%
Other Persons Crimes	6	37.50%	27.64%	38.16%	6	37.50%	43.72%	40.32%
Property Crimes	7	46.67%	37.82%	30.04%	3	20.00%	28.50%	35.72%
Fraud/Financial Crimes	6	40.00%	21.15%	17.98%	4	26.67%	26.92%	25.17%

<b>Current and Reported</b>	<b>DPD</b>	<b>DPD</b>	<b>Prior</b>	<b>Natl.</b>	<b>DPD</b>	<b>DPD</b>	<b>Prior</b>	<b>Natl.</b>
<b>Case Closure Timelines</b>	<b>61-90</b>	<b>Pct.</b>	<b>Cities</b>	<b>Pct.</b>	<b>Over 90</b>	<b>Pct.</b>	<b>Cities</b>	<b>Pct.</b>
Serious Persons Crimes	1	6.67%	18.00%	11.68%	2	13.33%	22.00%	15.61%
Other Persons Crimes	1	6.25%	23.12%	14.61%	3	18.75%	5.53%	6.90%
Property Crimes	1	6.67%	26.42%	19.76%	4	26.67%	7.25%	14.48%
Fraud/Financial Crimes	1	6.67%	25.64%	27.39%	4	26.67%	26.28%	29.46%

<b>Optimal</b>	<b>DPD</b>	<b>DPD</b>	<b>Prior Cities</b>	<b>Natl.</b>	<b>DPD</b>	<b>DPD</b>	<b>Prior Cities</b>	<b>Natl.</b>
<b>Case Closure Timeline</b>	<b>0-30</b>	<b>Pct.</b>	<b>0-30</b>	<b>Pct.</b>	<b>31-60</b>	<b>Pct.</b>	<b>31-60</b>	<b>Pct.</b>
Serious Persons	6	37.50%	33.45%	52.02%	5	31.25%	25.55%	21.41%
Other Persons	9	52.94%	26.34%	37.78%	5	29.41%	43.91%	39.52%
Property Crimes	9	60.00%	23.86%	28.08%	3	20.00%	47.91%	40.00%
Fraud/Financial	8	53.33%	15.64%	17.16%	3	20.00%	30.62%	31.35%

Optimal	DPD	DPD	Prior Cities	Natl.	DPD	DPD	Prior Cities	Natl.
Case Closure Timeline	61-90	Pct.	61-90	Pct.	Over 90	Pct.	Over 90	Pct.
Serious Persons	3	18.75%	27.11%	12.47%	2	12.50%	13.72%	14.11%
Other Persons	2	11.76%	23.76%	15.35%	1	5.88%	5.99%	7.34%
Property Crimes	3	20.00%	24.35%	21.32%	0	0.00%	3.88%	10.60%
Fraud/Financial	3	20.00%	36.81%	27.84%	1	6.67%	9.73%	23.65%

Source: Investigations Workload Survey

\*Table includes data from prior studies.

In looking at the data provided in Table 92, the investigators from the DPD identified case closure expectations of 0 – 30 days in most instances (although the 31- to 60-day category was very close). This is consistent with the DPD policy, which suggests the initial filing of supplemental reports within 10 days of the case being activated, and a case review and recommendation within 30 days of activation. In looking at what DPD investigators felt was an optimal case closure timeline, responses for 0 – 30 and 31 – 60 were very similar, with a few suggesting longer case closure timelines.

BerryDunn also asked the DPD to provide data concerning case closure rates, based on the average number of days cases within each unit were active. These data are displayed in Table 93 below. BerryDunn notes that the case closure rates in Table 93 are within typical ranges. Cases that would be expected to have a longer duration (e.g., ICAC, Drug) are higher, and others such as DVRT are expectedly lower. However, BerryDunn notes that in many categories, the average number of days open has decreased dramatically. Again, there could be numerous explanations for this, but without better data collection and categorization of investigative effort, it is not possible to draw an affirmative conclusion.

**Table 93: Investigation Duration by Category of Assignment**

Unit	Average Number of Days Active		
	2016	2017	2018
VCU	38	36	26
Violent Crime/Arson	13	235	75
SCAN	52	64	10
ICAC	165	145	57
DVRT	12	12	8
JSU/SRO	20	20	25
AIU	94	72	45
Drug Unit	102	71	37
Financial Crimes Unit	43	38	29
Property Crimes Unit	56	33	21

Source: Agency Provided RMS Data

## V. Investigations Units Summary

Based on the observations, data analysis, and interviews conducted by BerryDunn, it appears that the Investigations Division operates highly effectively and efficiently. However, some staff suggested that with a couple of changes, the units could be more effective. Some personnel that BerryDunn interviewed said that although they are not overworked, adding personnel to the Investigations Section would spread out the caseload and allow investigators more time for each of their cases, which would help ensure that the cases are thoroughly investigated and nothing is missed.

Although some staff have suggested otherwise, BerryDunn has concluded, based on the overall analysis of the workload that except as otherwise described in this report and this chapter, there is not a need to add significant staffing to the Investigations Division. On its surface, much of the data provided in the tables in this chapter suggest that several investigations units are overburdened. However, given a full analysis of the data available, certain aspects of the data in this chapter provide a false impression of overall workloads. There is no question that the investigative units are busy and doing good work. Still, the reporting and categorization practices within the DPD make it very difficult to fully analyze these efforts.

Overall, BerryDunn is making several recommendations that will affect unit capacity and the overall effectiveness and efficiency of the Investigations Division. Those recommendations include:

- Restructuring the organization of the Investigations Division



- Adding an investigator to the MHU to manage elder abuse/neglect and POR cases
- Adding one full-time staff member to conduct digital forensic examinations
- Training all patrol staff on basic crime scene processing
- Revising report review and referral processes
- Developing new protocols for case categorization and monitoring

It is BerryDunn's assessment that these adjustments will positively affect unit capacity and effectiveness within the Investigations Division. Moreover, revising various protocols regarding case categorization and case monitoring will provide more robust data for the DPD to use in evaluating overall workloads demands within investigations.

### Summary

The Investigations Division for the DPD is separated into two primary sections, Investigative Major Crimes (MCB), and Organized Crimes (OCB). The units within these sections have primary responsibility over all criminal investigations for the DPD, and they also perform a variety of supplemental duties. The DPD allocates 38 sworn staff to the Investigations Division, including supervisors. As mentioned in Chapter 3, BerryDunn recommends that the DPD reorganize the Investigations Division. The purpose of that reorganization would be to minimize the duplication of duties across units, to reduce the number of overall units, and to increase unit sizes.

The DPD has policies related to case screening, assignment, management, and solvability factors. However, these policies are not consistently followed, and various procedures and case categorizations within the Investigations Division lack sufficient detail to provide sufficient monitoring by supervisors. In addition, these same challenges make it difficult to evaluate unit or investigator performance. These reporting practices and operational procedures complicated BerryDunn's ability to perform a full workload analysis for this division. BerryDunn recommends changes to these practices, so that future evaluations and improved monitoring can occur.

As society has changed and the number of digitized devices and sources has skyrocketed, police agencies have a growing need to conduct digital forensic examinations on a wide variety of sources. The outsourcing of these services is cost-prohibitive, but the DPD has the ability to perform these internally. Unfortunately, the volume associated with analyzing these devices is substantial, and the DPD is in need of another staff member to keep up with these demands.


The DPD has a very capable and competent CSI Unit; however, this unit has limited resources and cannot manage the evidence collection requirements for all criminal cases. Fortunately, this unit has developed a training for patrol officers that provides them with the skills they require to perform basic crime scene processing. This training, POCSI, should be provided to all new and current patrol personnel to improve their skillset and to provide additional capacity for the CSI Unit.

The DPD is a partner with the area Drug Task Force; however, because the task force focuses on high-level cases, many low- and mid-level drug cases are not investigated fully. The DPD needs to develop a coordinated response for investigating these cases, so that these offenses are addressed. The new system should include protocols to eliminate investigative conflicts between the local efforts and those of the task force.


It is apparent to BerryDunn that the Investigations Division is busy and doing good work. Some staff have suggested that there are staffing needs for various units within the Investigations Division, and in some cases, BerryDunn agrees. In others, however, the data is insufficient to support the addition of staff. BerryDunn has made several recommendations within this report which, if implemented, will produce additional capacity within the Investigations Division. BerryDunn encourages the DPD to implement these recommendations and to continue to monitor the workloads within the units of the Investigations Division.

### Recommendations


This section provides the five formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.


Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 8 Section III: Policies and Procedures</i>		
8-1	<p><b>Area Finding – Investigations Case Categorization and Monitoring:</b> The current system of categorization of cases within investigations does not allow for an evaluation of unit or investigator efficiencies.</p> <p>Although policy requires that investigators conduct follow-up within 10 days and a self-review of their cases within 30 days, this practice is inconsistent among investigators.</p> <p>Supervisors are required to review investigator caseloads, but only on a quarterly basis.</p> <p>The manner in which cases are monitored and categorized does not provide an opportunity for a clear review of investigative caseloads, unit or individual investigator efforts, clearance rates related to investigative efforts, or case durations.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should establish a new coding and case monitoring processes for investigative cases and cases referred to investigation for review.</p> <p>The new system should include regular monitoring and reporting of supervisors on investigator caseloads, and should include direction on case duration expectations. Cases that fall outside the prescribed case duration limits should</p>	

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>require a thorough review by the unit supervisor, and an elevated review, if durations exceed a secondary durational tier.</p> <p>The new system should also distinguish case referrals from case investigations, and be able to reflect clearance rates that occur as a result of investigative effort.</p>	

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 8 Section IV: Workloads and Caseloads</i>		
8-2	<p><b>Finding Area – Forensic Evidence Processing:</b> There is a growing need within the DPD to conduct forensic examinations of multiple electronic devices on various criminal cases, and the cost of outsourcing these services is prohibitive. The DPD is currently using the capacity of the ICAC investigator to process these devices, which is detracting from their ability to investigate ICAC cases. Local and county prosecutors are requesting more and more forensic exams of these devices, and the volume is currently prohibitive.</p> <p><b>Recommendation:</b> The DPD should add a full-time staff member to focus on conducting forensic examinations of digital evidence. BerryDunn recommends that the DPD explore adding this position as a non-sworn staff member, assuming there are no statutory reasons that prohibit it and assuming it is more cost-effective for the department. The DPD should also work with local and county prosecutors to develop a protocol on which devices require examination and which may be deferred for examination at a later time, if prosecution proceeds. The DPD should consider placement of this staff position within the agency, to include consideration of what other job duties this person might perform, if they have additional capacity.</p>	 <p>Medium</p>

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 8 Section IV: Workloads and Caseloads</i>		
8-3	<p><b>Finding Area – CSI:</b> The 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>	

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>The DPD has a training program that is already developed to provide basic crime scene training to officers. The program, POCSI, provides officers with the skills and tools they need to conduct basic crime scene investigations.</p> <p><b>Recommendation:</b> The DPD should provide POCSI training to all new patrol officers and to any existing patrol officers who have not received it. In addition, the DPD should provide refresher training on an ongoing basis, to help ensure these skills are maintained.</p> <p>Given the demands for advanced CSI processing, the DPD has a need to increase capacity. This can be done easily through training all patrol staff on POCSI. Although BerryDunn is aware of the workload constraints for patrol, in most cases, the officer could collect the evidence in the same time involved in calling out a CSI and waiting for them to arrive and process the scene.</p> <p>The DPD should make POCSI training mandatory for all patrol officers, and a policy should be developed regarding CSI callouts. Supervisors should monitor CSI callouts to verify that the level of evidence collection is beyond POCSI expectations.</p>	 <p>Medium</p>

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 8 Section IV: Workloads and Caseloads</b>		
8-4	<p><b>Finding Area – Drugs and Gangs:</b> Due to the volume of high-level drug cases that the task forces handles, there is limited opportunity to address low- and mid-level narcotics cases.</p> <p>The Drug Task Force has limited resources, and due to its multi-agency structure and the partnerships, it must focus its efforts on high-level narcotics cases.</p> <p>Many low- and mid-level narcotics cases provide intelligence and other opportunities for the investigation of high-level cases.</p> <p><b>Recommendation:</b> The DPD should develop a process for the coordinated response and investigation of low- and mid-level drug cases.</p> <p>BerryDunn recognizes that the task force cannot manage all drug cases and that its focus is on high-level cases. BerryDunn also understands that the DPD is doing some cross-training for investigators within the OCB. Although this is a good idea, the other investigators within the OCB have other responsibilities.</p> <p>For many departments, low- and mid-level drug cases are managed within the Patrol Division. If additional capacity within patrol is generated based on the</p>	 <p>Medium</p>

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>recommendations from this assessment, it is possible that a process could be developed to investigate these cases through the patrol units.</p> <p>If the DPD chooses this path, BerryDunn recommends it does so in a coordinated manner. If these efforts are not coordinated, conflicts could occur on the smaller cases among patrol officers, or more importantly, with the larger cases being investigated by the task force.</p>	

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## Chapter 9: Operational Policies

As part of this assessment, BerryDunn conducted a general review the DPD policy manual, which is approved by the chief of police and made available to all personnel. Overall, BerryDunn found the manual, which is 579 pages in length, to be comprehensive, well-organized, and professionally written. In addition, upon general review, the policy manual appears to be reflective of contemporary police best practices in the field.

The manual is produced by Lexipol, a national public safety resource organization that specializes in risk management and risk mitigation. The manual is web-based and personnel can access it at <https://policy.lexipol.com> (it is available online for the public as well). Access to the manual is limited to the viewing and printing of specific sections. No changes can be made to the electronic version without authorization.

As a condition of employment, all employees are required to read and obtain necessary clarification of policies. All employees are required to sign a statement of receipt acknowledging that they have received a copy or have been provided access to the policy manual and understand that they are responsible to read and become familiar with its contents.

There are no references to other regulatory documents applicable to DPD officers or other employees of the DPD.

### I. Overview

The DPD policy manual is most instrumental in governing behavior and proper procedure for police activities, and therefore, BerryDunn has focused this review on those documents and did not review the City of Duluth e-policy and procedural manual (e-PPM), or the DPD labor organization documents. For the policy review, BerryDunn focused on three major objectives:

1. The overall organization of the manual, with emphasis on a user's ability to easily locate subject matter
2. The composition of the manual in terms of its inclusiveness of relevant and contemporary topics, with emphasis on those orders that are critical to officer safety and accountability, and departmental liability
3. Whether critical topics provide officers with enough guidance and direction to perform their duties in accordance with departmental requirements

### II. Critical Policies

In addition to a general review, BerryDunn reviewed the manual for inclusion of several policies. The review examined the manual for two types of policies—high-risk policies, and emergent policies. The list of high-risk policies emanates from a study by Gallagher and Westfall, which

identified the top risk areas for police departments from a litigation standpoint.<sup>29</sup> According to their research, these policy areas combine for 90% of litigation issues against police agencies. Emergent policies are those BerryDunn has identified as important for police operations, particularly as the demands within the profession continue to shift.

### **High-Risk Policies**

- Off-Duty Conduct
- Sexual Harassment-Discrimination
- Selection/Hiring
- Internal Affairs
- Special Operations
- Responding to the Mentally Ill
- Use of Force
- Pursuit/Emergency Vehicle Operator Course (EVOC)
- Search/Seizure-Arrest
- Care, Custody, Control/Restraint of Prisoners
- Domestic Violence
- Property-Evidence

### **Emergent Policies**

- Crime Analysis and ILP
- Officer Wellness
- LGBTQ Policies
- Impartial Policing (Biased Policing)
- Unmanned Aircraft Systems (UAS)

Of the policy documents reviewed, BerryDunn located policies either directly or similarly titled to 10 of the 12 critical policy categories, or those that had sections containing policy direction that is specific to the identified critical policies. Of the listed critical and emergent policies, BerryDunn found that specific policies on crime analysis, off-duty conduct, selection/hiring, LGBTQ, and UAS were not addressed. Although LGBTQ was touched on in several related policies such as the Racial/Bias Based Profiling Policy 401, BerryDunn found no stand-alone policy related to LGBTQ.

Based on BerryDunn's review, several policy areas have been noted for improvement or development. BerryDunn recommends that the DPD review these items and consider appropriate policy revisions or adoption.

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<sup>29</sup> <http://www.theiacp.org/portals/0/pdfs/LBL2011-05-25ReducingAgencyLiability.pdf>



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## Policy Observations

### Off-Duty Conduct

During review, BerryDunn noted that the DPD Policy 341 – Off-Duty Law Enforcement Actions covers how an off-duty officer should respond to certain events. However, there is no other direction or guidance in the policy manual that covers off-duty conduct (other than the law enforcement code of ethics). This topic may be covered in the City of Duluth e-PPM. If it is, BerryDunn recommends that a reference be made to this section in the DPD manual. Alternatively, the DPD should have some information within the DPD policy that provides guidance to off-duty personnel on what is expected of them.

### Sexual Harassment-Discrimination

Duluth Police Department Policy 316 – Discriminatory Harassment covers sexual harassment and discrimination. BerryDunn recommends that a reference to the City of Duluth e-PPM be provided to ensure employees have an avenue to redress any complaints.

### Selection/Hiring

The DPD policy manual has no reference to selection/hiring of personnel. It is recommended that a policy be developed to address this important function and incorporated into the manual, or to have direction to the City of Duluth e-PPM, as well as any pertinent labor agreements or contracts.

### Responding to the Mentally Ill

Policy 408 – Emergency Admission to a Treatment Facility addresses the issue of dealing with mentally ill individuals. It is recommended the scope of the policy be expanded to include discussion about incidents involving juveniles and potential de-escalation best practices to help ensure the best possible outcome for such events.

Although BerryDunn recognizes that many of the DPD officers have Crisis Intervention Team (CIT) training, the DPD should consider making this a requirement. With the increasing amount of the population being affected with issues causing mental illness, a strong proactive policy that provides guidance to such situations is best.

### Crime Analysis and Intelligence-Led Policing

BerryDunn is aware that the DPD has one full-time crime analyst and one full-time staff member who works on criminal intelligence. Based on numerous discussions with staff and DPD leadership, BerryDunn is aware that the department would like to expand the use of these resources.

Although the DPD policy manual includes several references to crime analysis, there is not a separate policy regarding these activities. BerryDunn will provide additional discussion on this topic in Chapter 10, and a white paper on ILP has been included in Appendix G. BerryDunn

recommends that the DPD consider developing a crime analysis and ILP policy, in concert with its efforts to build a more robust ILP process for the department.

### **Officer Wellness**

The DPD has taken a progressive step in addressing officer wellness. Policy 1008 provides for guidance on physical fitness and utilizing gym facilities. However, it is recommended that a holistic approach be considered. Offering employees of the DPD lifestyle coaching, annual physical fitness evaluations, and the availability to have an Employee Assistance Program (EAP) to help with life's situations should be considered.

Given the progressive nature of the City of Duluth, BerryDunn suspects that DPD employees already have access to an EAP. However, is not referenced in the DPD policy manual. If the program is available through the City of Duluth, it is recommended to have a citation directing employees to the City of Duluth e-PPM.

### **LGBTQ Policy**

BerryDunn found no specific policy or reference to members of the LGBTQ community. Policy 401 clearly explains that members of the DPD are not to engage in biased policing practices relating to numerous protected class groups, and gender identity is mentioned among them. However, there are operational aspects of engaging people in the LGBTQ community, which may be appropriate to outline in policy. Those include issues such as person searches, personal pronoun references, jail location (male or female population), and use of restrooms, to name a few. Other considerations might include a policy relating to staff members who may be in the midst of gender transition.

Because of the sensitive issues that surround those within the LGBTQ community, BerryDunn recommends that the DPD consider modifying Policy 401 or developing a separate policy for dealing with this segment of the population.

### **Policy 102.3.2 – DEFINITIONS**

BerryDunn recommends that this section be kept updated with the use of terms. BerryDunn found no defining meaning for the terms CAL and ICR. Although these are commonly used terms in law enforcement and in the DPD, new employees or members of the public might find it difficult to understand their use.

### **Policy 319 – Public Alerts and Missing and Endangered Persons**

It is recommended that the DPD incorporate information on the NCMEC and Silver Alert into its policy for public alerts and missing and endangered persons. NCMEC is the nation's clearinghouse and comprehensive reporting center for all issues related to the prevention of and recovery from child victimization. Silver Alert is a public notification system in the United States that is used to broadcast information about missing persons—especially senior citizens with Alzheimer's disease, dementia, or other mental disabilities.

## Unmanned Aircraft Systems (UAS)

As the use of UAS become more prevalent, it is recommended that the DPD develop and implement a policy to address this issue. The use of UAS has become commonplace in the public safety arena as well as being a tool used by media to capture information. A proactive effort should be made to outline operational considerations for staff of the police department, and enforcement procedures for use at active crime scenes and events that may become a focal point of UAS users.

## Training

In reviewing the DPD policy manual, BerryDunn did not locate a policy related to department training. There are numerous references to training requirements associated with various operations in the department, and there is a stand-alone policy for FTOs. However, there is no policy regarding the training function within the department. A robust training policy can provide overall guidance for the department regarding many different aspects of the training program. Typical areas in a training policy include the following:

- Training records maintenance
- Requests for training
- Department types of training
- Training program and development
- Curriculum development
- Instructor development
- Annual training
- Preferred in-service training
- Specialized training required by designated unit or role
- Educational partnerships

BerryDunn recommends that the department develop a training policy that coincides with a department training program. BerryDunn will provide additional details on this recommendation in Chapter 11.

## Data Privacy

During discussions and interviews with staff, BerryDunn learned that non-DPD personnel had access to various data protected by the MGDPA. These personnel primarily include the professional partners embedded within the MHU and DVRT Units. BerryDunn learned that the DPD does not have an agreement in place that governs access to these data by these individuals or that otherwise prescribes the allowed use, confidentiality requirements, and penalties for improper use or release of these data. BerryDunn recommends that the DPD establish a policy and/or an agreement with any non-DPD personnel regarding access to data protected under the MGDPA.

### III. Analysis of Use of Force Policy – National Consensus Policy

In 2017, amid significant debate concerning variations in use of force practices and policies across the nation, several law enforcement groups convened to develop a model policy that would help improve uniformity regarding police uses of force within the profession. The organizations involved in these discussions included the following:

- Association of State Criminal Investigative Agencies
- The Commission on Accreditation for Law Enforcement Agencies
- The Fraternal Order of Police
- The Federal Law Enforcement Officer's Association
- The IACP
- The Hispanic American Police Command Officer's Association
- International Association of Directors of Law Enforcement Standards and Training
- National Association of Police Organizations
- National Association of Women Law Enforcement Executives
- National Association of Black Law Enforcement Executives
- National Tactical Officers Association

The convening of such a group, and their agreement on a model policy of this nature, is unprecedented within the law enforcement industry. Although there are aspects of the National Consensus Policy that some may disagree with, it is BerryDunn's position that as a whole, this policy provides strong guidance for law enforcement agencies to consider within the context of their operational policies and procedures. As part of this assessment, BerryDunn conducted an assessment of the DPD use of force policy, against the National Consensus Policy.

The DPD has a well written Use of Force Policy – 300. Upon review and using a comparison of the National Consensus Policy, BerryDunn makes the following observations, and recommends that the DPD consider the following areas for possible adjustments to the DPD policy.

#### Statements

The following statements are contained within the consensus policy:

- Deadly force should not be used against persons whose actions are a threat only to themselves or property.
- An officer shall use de-escalation techniques and other alternatives to higher levels of force consistent with his or her training whenever possible and appropriate before resorting to force and to reduce the need for force.
- Whenever possible and when such delay will not compromise the safety of the officer or another and will not result in the destruction of evidence, escape of a suspect, or commission of a crime, an officer shall allow an individual time and opportunity to submit to verbal commands before force is used.

- When de-escalation techniques are not effective or appropriate, an officer may consider the use of less-lethal force to control a non-compliant or actively resistant individual. An officer is authorized to use agency-approved, less-lethal force techniques and issued equipment to protect the officer or others from immediate physical harm, to restrain or subdue an individual who is actively resisting or evading arrest, or to bring an unlawful situation safely and effectively under control.
- All officers shall receive training, at least annually, on this agency's use of force policy and related legal updates. In addition, training shall be provided on a regular and periodic basis and designed to provide techniques for the use of and reinforce the importance of de-escalation; simulate actual shooting situations and conditions; and enhance officers' discretion and judgment in using less-lethal and deadly force in accordance with this policy. All use-of-force training shall be documented.

### Definitions

The following terms are identified within the National Consensus Policy:

- **Less-Lethal Force:** Any use of force other than that which is considered deadly force that involves physical effort to control, restrain, or overcome the resistance of another.
- **Objectively Reasonable:** The determination that the necessity for using force and the level of force used is based upon the officer's evaluation of the situation in light of the totality of the circumstances known to the officer at the time the force is used and upon what a reasonably prudent officer would use under the same or similar situations.
- **Serious Bodily Injury:** Injury that involves a substantial risk of death, protracted and obvious disfigurement, or extended loss or impairment of the function of a body part or organ.
- **De-Escalation:** Taking action or communicating verbally or non-verbally during a potential force encounter in an attempt to stabilize the situation and reduce the immediacy of the threat so that more time, options, and resources can be called upon to resolve the situation without the use of force or with a reduction in the force necessary. De-escalation may include the use of such techniques as command presence, advisements, warnings, verbal persuasion, and tactical repositioning.
- **Exigent Circumstances:** Those circumstances that would cause a reasonable person to believe that a particular action is necessary to prevent physical harm to an individual, the destruction of relevant evidence, the escape of a suspect, or some other consequence improperly frustrating legitimate law enforcement efforts.
- **Choke Hold:** A physical maneuver that restricts an individual's ability to breathe for the purposes of incapacitation. This does not include vascular neck restraints.
- **Warning Shot:** Discharge of a firearm for the purpose of compelling compliance from an individual, but not intended to cause physical injury.

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## **Use of Force Summary**

This portion of the report is intended to provide information to the DPD concerning areas of use of force policy, which may be valuable to consider in terms of adjusting or revising the DPD policy. Although BerryDunn acknowledges that the National Consensus Policy is very good, BerryDunn also recognizes that there are nuances within each agency that call for customization of various aspects of department operations. BerryDunn's recommendation in this section is for the DPD to review this information in relation to its own policy and to consider appropriate adjustments. Nothing in this section should be construed as a mandate for the DPD to adopt the National Consensus Policy, in whole or in part.

## **IV. Policy Review and Updates**

The DPD policy manual has a review trigger date listed in the manual and the review process is supplemented using Lexipol. As a condition of employment, all employees are required to read and obtain necessary clarification of policies. Employees are required to sign a receipt acknowledging that they have received a copy or have been provided access to the policy manual, which includes a provision that they understand they are responsible to read and become familiar with its contents. Employees are also responsible for keeping abreast of all policy manual revisions.

DPD Policy 102 provides details regarding the purpose and scope of the policy manual, formatting conventions, and information on policy revisions and review. Section 102.4.2 specifies that the chief of police is responsible for the periodic review of all department policies, and that this should occur at least annually. Section 102.4.1 outlines that all revisions or changes to the policy manual will be distributed to the command staff and sergeants, and that these persons are responsible for disseminating this information throughout the organization.

A strong set of guiding rules and procedures is a critical need for the efficient and effective operation of any police agency. Indeed, the DPD has an extensive set of guidelines, which BerryDunn finds instructional and functional. However, those governed by the rules have a vested interest in the development of the standards for which they will be held accountable and expected to follow. These same individuals often possess significant operational knowledge that leaders can call upon in the development of such processes. The DPD policy manual does not outline a formal policy review board or committee.

Although policy provides a process to forward all revisions or changes to the policy manual to command staff, sergeants, and the rest of the department, there is no mechanism for input stated for employee participation in development of such changes and recommendations. It is BerryDunn's belief that those who do the work on a consistent basis have the best vantage point from which to construct the rules and operating guidelines regarding operational functions. Persons in those positions often have ideas or suggestions, which if not for their inclusion in the process, would be unknown.



BerryDunn recommends that the DPD establish a formal committee responsible for review and input on any significant policy change, or when any new policy is being developed. This committee should be made up of a cross-section of operational personnel, and all significant policy revisions should be subject to this review. However, this committee would not replace the need to consult with others within the department or outside the department, should the policy require additional review, scrutiny, input, or buy-in from others.

In addition, just as BerryDunn recommends inclusion of those within the department as an advisory arm of policy construction, the DPD should also consistently engage the public in the process of developing or revising critical agency policies. BerryDunn recognizes that the DPD has done this in the past and that the citizen review committee has also participated in this process. However, in keeping with the co-production policing philosophy, BerryDunn suggests that the DPD adjust current policy and practices to regularly engage the public in policy decisions.

From an operational perspective, BerryDunn noted that at present, policy development is assigned to the investigative and administrative services lieutenant, but policy administration is assigned to the training and licensing lieutenant. It is likely that there could be efficiency in merging these responsibilities, and BerryDunn encourages the DPD to consider this.

## **V. Redundant, Outdated, or Conflicting Policies**

Other than the recommendations for policy adjustments or development, BerryDunn did not find any evidence of outdated or conflicting policies.

## **VI. Risk Management**

BerryDunn notes that the policies in place by the DPD meet or exceed national standards. Many of these policies appropriately target high-risk areas, and they are constructed to mitigate these issues.

BerryDunn also learned that the DPD performs an after-action review of all major incidents, to compare the actions and outcomes against department policies and procedures. This provides the department with an opportunity to examine formal rules and guidelines in context with actual operations. Based on that review, the DPD will make adjustments to policy, procedures, or department training, as appropriate.

## **VII. Training and Policy Dissemination**

Every new employee is provided access to the DPD policy manual, and all employees are required to read and obtain necessary clarification of all policies. Per Section 102.4.1, revisions, deletions, or additions to the DPD policy manual are distributed by command staff and sergeants. The documentation regarding initial policy distribution and policy revisions is sufficient; however, BerryDunn did not find any information concerning ongoing training on



department policies, or any information concerning a regular training and review process for all existing department policies.

During interviews, BerryDunn was told that certain policies are regularly reviewed in conjunction with training (e.g., use of force). BerryDunn was also told that some roll-call training is done on policies, and that the department has conducted some refreshers on certain policies. However, there is no policy that prescribes this process or outlines or requires regular review of department policies by staff.

Like many agencies, the DPD's policy manual is lengthy. It is also complex, and it contains critical operational information, which, if not followed, could result in numerous problems. Due to the irregularity of circumstances that staff encounter daily, it can be a challenge to maintain a working knowledge of each department policy that relates to each particular area or circumstance. Because of this, staff should regularly refresh their knowledge of all department policies.

BerryDunn recommends that the DPD implement a process that requires a complete review of the DPD policy manual by staff, at least annually. The process should include a requirement that staff provide feedback to their supervisor concerning the completion of their review(s), along with other information the department might find relevant.

## Summary

BerryDunn conducted a general review of the DPD policy manual with regard to its organization, relevance to industry standards, and key policy areas. Based on that review, BerryDunn noted some policy areas that were not covered, or other areas in which policy adjustments should be considered. BerryDunn recommends that the DPD consider making changes to the policy manual, based on the review provided.

One area that BerryDunn identified as a possible risk for the DPD involves compliance with the MGDPA. The DPD uses several external partners as key collaborators in different areas of department operations. However, there is currently no policy or agreement in place that requires non-department personnel to comply with the provisions of the MGDPA, and BerryDunn recommends that the DPD address this.


Although the DPD policy manual describes the process for dissemination of policies to staff, including revisions to policy, there is no formal process in place for developing new policies, or for making policy revisions. BerryDunn recommends that the DPD establish a policy for this, including the development of an internal policy review committee. Additionally, BerryDunn recommends that the DPD engage the public on major policy considerations or revisions.


BerryDunn recognizes that certain policies are reviewed regularly with staff. However, there is no provision in place that requires a regular review of all department policies. BerryDunn recommends that the DPD develop a procedure for this that includes a process for staff to provide feedback regarding their review of the manual and its contents.

It is important to note that the policy review BerryDunn conducted was general in nature, as are the recommendations. None of the information in this section should be considered legal advice, and BerryDunn recommends that the DPD discuss any policy adjustments with its legal advisors, prior to adoption and/or implementation.


### Recommendations


This section provides the four formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-1	<b>Finding Area – Policy Development and Revision:</b> The 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.	 Medium
	<b>Recommendation:</b> The 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.  This recommendation includes a review of the information provided by BerryDunn, relative to the National Consensus Use of Force Policy.	

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-2	<b>Finding Area – Data Privacy:</b> The 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, the DPD has experienced challenges within these partnerships in ensuring compliance with the MGDPA.	 Critical
	<b>Recommendation:</b> Ensure Compliance with the MGDPA.  There are significant restrictions to accessing police data under Minnesota law, and these apply to all non-agency personnel. The DPD has developed some remarkable collaborative processes, which include and engage the use of external	

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
	professional partners, but there are no current agreements in place to regulate access to, or dissemination of, protected data.	

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 9 Section IV: Policy Review and Updates</b>		
9-3	<p><b>Finding Area – Policy Committee:</b> The DPD does not have a formal process for policy revisions or development that includes broad participation and input across the organization.</p> <p>Changes in policies and procedures materially affect those who must carry out the work.</p> <p>Those who do the work are in the best position to recognize how changes will alter or affect the work they must perform.</p> <p>Persons who perform the work often have insights into details of the work, which should be considered during policy revision or development processes.</p> <p>Co-production policing practices suggest the inclusion of the public in key policy decisions.</p> <p><b>Recommendation:</b> The DPD should develop a formal process to solicit input from DPD 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.</p> <p>The DPD should consider establishing a representative committee to review and collaborate on all significant procedural and policy changes and on policy development, to help ensure optimal configuration.</p> <p>The committee should represent all areas of the department and should include sworn and non-sworn staff.</p> <p>If policy discussion or development concerns a unique aspect of department operations, the department should take steps to ensure that those with relevant knowledge and expertise in that area are involved in the process, regardless of whether those individuals are members of the committee. This could also involve external resources, when warranted.</p>	 <b>High</b>

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 9 Section IV: Policy Review and Updates</b>		
9-4	<p><b>Finding Area – Policy Review:</b> The DPD does not have a policy or practice for annual policy review by staff.</p> <p>Staff are required to maintain knowledge of all policies, but there is no provision within policy that requires staff to review DPD policies on any schedule.</p> <p><b>Recommendation:</b> The DPD should require that all staff review all department policies annually.</p> <p>The DPD policy manual is lengthy and complex, and it contains critical direction for staff. To help ensure appropriate working knowledge of DPD policies, there is a need for staff to periodically review them. Although the DPD provides training on policies it considers critical, there are numerous other policies not regularly reviewed that include important provisions.</p> <p>Staff interviewed told BerryDunn that some elements of the policies provided by Lexipol require updating. Others stated there are sections of department policies not consistently followed.</p> <p>It is critical that department staff follow all department policies. If policies interfere with operations, it is up to the department to adjust the policies, or to require staff to adjust to the policies. To ensure consistent operations and to minimize risk, the DPD must require strict adherence to all policies. However, to help ensure the viability of all policies, and to help ensure that staff understand and have working knowledge of those policies, a review process should be implemented.</p> <p>The DPD should establish a review process for all staff. As part of that review, staff should provide the following information to their supervisors:</p> <ul style="list-style-type: none"> <li>• Identifying any outdated information (e.g., statue references)</li> <li>• Identifying any conflicting or redundant information</li> <li>• Ensuring that all policies in place are still relevant</li> <li>• Considering any operational areas that are not covered by policy but for which a policy should be created</li> <li>• Collecting feedback from staff on any items of policy that should be adjusted, corrected, and/or considered for review.</li> <li>• Receiving confirmation from staff that they have reviewed all department policies</li> </ul> <p>All feedback from this process should be returned to the policy administrator for the department.</p>	 <b>Medium</b>

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## Chapter 10: Data, Technology, and Equipment

### I. Data and Technology

During the course of this assessment, BerryDunn had the opportunity to observe officers working in the field as well as in the office setting, and staff were also asked about the availability and use of technology within their work processes. BerryDunn found that although officers embraced the technology available to them, and in fact they hoped for system enhancements that could improve their capacity to perform their jobs, the current technology in use by the department is not fully meeting the needs of staff.

#### Software

The backbone of all effective police data functions is a robust RMS. At the time this assessment began, BerryDunn learned that the DPD is in the process of trying to upgrade the current RMS to a newer version. This process, which has been ongoing for quite some time, is expected to be completed in late spring of 2020. As the assessment progressed, BerryDunn learned that the DPD was not making full use of certain technologies that are commonly in use in other agencies. Moreover, some of the procedures surrounding report routing and case investigations were not automated or functioning in an optimal manner.

BerryDunn concluded that the current RMS was prohibiting the DPD from fully integrating other automated processes, such as online crash reporting, online and kiosk reporting by complainants, and data sharing with prosecutors. Beyond the expansion of various technologies commonly available and in use, the current RMS in use by the DPD also has limitations in terms of data mining and data use, and case management. In short, the current RMS is not meeting demands, but it is also prohibiting the DPD from moving forward in a variety of areas, and this is significantly restricting opportunities for efficiency improvements.

As this assessment progressed, BerryDunn continued to remain in contact with organizational leaders at the DPD on the RMS and other technology issues. In July of 2019, to aid the DPD in discussions with the RMS vendor, BerryDunn provided the DPD with a memo that outlined the RMS configurations that should be discussed as well as general field reporting expectations. This memo is provided in Appendix F.

In addition to the information in Appendix F, BerryDunn recognizes that this assessment will produce other information for the DPD that is pertinent and relevant for consideration as part of the rollout of the new RMS. Because of this, BerryDunn recommends that the DPD monitor and track any elements that may have relevance to the new system, so that these can be considered and discussed with the RMS vendor.

#### Integration with CAD

At present, the RMS in use at the DPD is not fully integrated with CAD, because these systems are from different vendors. The DPD currently uses an interface to collect and accept certain

data from CAD into the RMS. When the DPD moves to a new RMS, the department will still be using different systems, so a new interface will need to be built.

BerryDunn has noted several operational elements that the DPD should collect, including community policing efforts and a supplanting code for patrol, for example. It will be very important for the DPD to ensure that field mapping of the new interface accounts for any additional data the DPD needs to capture from CAD.

As part of this assessment, BerryDunn asked the DPD to complete a technology survey. This instrument is designed to capture the field reporting capacity of the law enforcement agency. The results of the DPD survey are included in Table 94.

**Table 94: Technology Scorecard**

Description	Main Score	Bonus	Total
Field Technology: Primary Score	89		
Bonus Score		0	
<b>Agency Totals</b>	<b>89</b>	<b>0</b>	<b>89</b>

Source: Agency Provided Data

The maximum score for this instrument is 100, or 115 with the bonus items. The DPD scored well on this instrument, despite certain limitations with the RMS. BerryDunn notes that the areas in which the DPD did not have functionality include the following:

**General Items**

- The DPD does not have the ability to record user-defined/customized activity (e.g., community policing)
- The DPD does not or cannot collect race/gender/outcome data on all contacts
- The DPD cannot produce search warrants, vehicle impound forms, or other customized forms

**Bonus Items**

- The DPD does not have handheld devices
- The DPD does not have or use Automated License Plate Readers (ALPRs)

**Equipment**

Generally speaking, the DPD has the equipment it needs to perform its function. However, as previously mentioned, there are numerous technologies available that could significantly improve overall operational efficiency but that the DPD cannot implement due to RMS limitations.

BerryDunn notes that officers have access to computers, both in the squad cars and in the office. As noted, those systems are functional, but not optimal, and this will not likely change until a new RMS is implemented. In consideration of the new RMS, BerryDunn recommends that the DPD examine the technology items memo in Appendix F and that these items be given strong consideration as part of the rollout of the new RMS.

BerryDunn also notes that the DPD does not issue cell phones or other handheld devices to officers as part of their technology deployment. BerryDunn is aware there are numerous benefits to providing officers and other staff with these devices, as they can be used as cameras, for immediate internet access for critical information, and for integration with RMS products, among other functions. BerryDunn encourages the DPD to consider how the issuance of handheld devices might serve and enhance technology efforts.

## II. Crime Analysis

During the course of this assessment, BerryDunn examined the capture, analysis, and use of crime and response data within DPD. Using data-driven strategies to inform policing and personnel deployment strategies have become a standard throughout the policing industry, and these processes have proved to contribute to the effective and efficient use of organizational resources. The use of data in the deployment of police resources and personnel is referred to as ILP, and this has become a *best practice* in modern law enforcement. ILP broadly consists of gathering information or data, converting that information/data into usable intelligence through analysis by trained professionals, and then using that intelligence to guide decision-making by executives and commanders to positively influence public safety objectives that support the mission of the department and the needs of the community.

It is important that the DPD utilizes its available technology appropriately and uses data and intelligence in decisions and deployment strategies. The department also needs to develop a culture of data-driven decisions and ILP at all levels. Although the chief, deputy chiefs, and other department personnel use data to make operational decisions, ILP calls for officers at all levels to use data to make decisions, solve community problems, and solve crimes. BerryDunn is aware that the DPD has a desire to engage ILP strategies more effectively, and that the DPD has held crime meetings in the past. However, the department has struggled to find a workable methodology and structure for its crime meetings, and it is seeking a new process.

Currently two DPD staff members are assigned to crime and intelligence analysis. In addition, there is also one analyst working with the drug task force. This analyst is funded through the Minnesota CounterDrug program and works exclusively with the task force. Additionally, one temporary records person partially supports the crime and intelligence analysts. BerryDunn met with the two analysts for the DPD and it was evident that both are well qualified and capable. Although one of the analysts is new, her background is impressive, and she has worked with a large police agency in the past. Both analysts explained that the DPD wants to improve its crime analysis and criminal intelligence utility, and this includes revising the crime meeting program.



The analysts described the use of ILP data for the DPD to BerryDunn, and it was evident that although the department does regularly use its analyst resources, there are significant opportunities to improve the use of data for ILP. To assist the DPD in further developing its ILP program and strategy, including the use of crime meetings, BerryDunn has provided an extensive sub-report on this topic, which can be found in Appendix G. BerryDunn recommends that the DPD use this resource to further refine and develop its ILP philosophy, along with the appropriate policies and procedures to help ensure that it is prioritized as an element of the operational culture of the organization.

BerryDunn asked the crime analysts about staffing, and they explained that the International Association of Crime Analysts recommends two crime analysts for every 4,000 Part 1 crimes. Given that the DPD has roughly this number of Part 1 crimes (see Table 13), current staffing levels for the analysts fall within the range. Although the analyst staffing levels may be appropriate, staff explained that there is an arguable need for additional support staff to manage non-skilled tasks for the analysts, such as data entry and crime tracking, completing informational bulletins, and assembling data for the crime meetings. Reassigning these duties to administrative staff would allow the analysts more time for the conducting crime analysis and criminal intelligence gathering and investigations.

In reviewing the policy manual for the DPD, BerryDunn noted that the department does not have a policy that covers crime analysis efforts, or ILP. As noted in Chapter 9, BerryDunn recommends that the DPD consider developing a crime analysis and ILP policy, in concert with its efforts to build a more robust ILP process for the department.

ILP is a best practices process for law enforcement agencies. At present, the DPD is not maximizing use of the crime analysts or the crime meeting process, and this has affected the value of ILP within the department. BerryDunn has provided a detailed report on crime meetings and the use of ILP strategies for the DPD, and engaging these processes is time-consuming. BerryDunn is aware that the DPD is committed to moving forward with revisions to its crime meetings and ILP practices, and those adjustments will require additional resources in order to be most effective. Accordingly, BerryDunn recommends that the DPD add a part-time administrative position to assist the analysts and to absorb duties that do not require their level of expertise.

BerryDunn also wishes to point out that in Chapter 3, a recommendation was provided for the DPD to engage a job task analysis, particularly as it relates to the shifting of administrative tasks away from sworn or other positions that require an elevated skillset. It is likely that based on this review, the DPD might identify additional administrative duties for which the DPD currently does not have a resource. If that occurs, BerryDunn recommends that the DPD consider adding a full-time administrative staff member to cover the range of duties identified, including those associated with the analysts. Of course, if there is a greater need, the DPD should consider additional personnel.

### III. Department Equipment

During this assessment, BerryDunn had an opportunity to review the equipment available and in use by the department, and to discuss facilities, space utilization, and fleet issues with officers. This section provides an overview of those observations.

Numerous officers and staff commented to BerryDunn positively about the equipment available to them. This included vehicles, personal equipment, department equipment, and technology. Although some commented that certain equipment could be improved, particularly with regard to technology, most reported they had sufficient equipment to do their jobs, even if they felt an upgrade would be helpful.

The DPD uses the same radio system as all other law enforcement agencies operating in St. Louis County, so radio interoperability is not an issue. Staff also explained that because of the volume of the DPD, they are assigned their own radio channel, and this has been effective. The DPD also mentioned that they monitor the other radio channels, and other agencies also monitor the DPD channel.

Based on the interviews with staff, no unmet equipment needs were identified.

### IV. Facilities and Space Utilization

The DPD uses three facilities for its operation. The main facility is shared with the St. Louis County Sheriff's Office, and this facility also houses the SLCECC. BerryDunn had the opportunity to tour this facility extensively while on-site and found it to be modern and well laid out. Staff told BerryDunn that although they are not out of space, they have used up what they have quickly, and future department growth may require some strategic planning. BerryDunn noted that the main facility appeared full, and agrees that substantial growth within the DPD should be accompanied with a discussion on the placement of any additional resources.

The second facility that the DPD uses is within the DTA building. This office houses the COP and MHU officers. BerryDunn observed this facility, and again, although it appears full, it also appears functional.

The other facility available to DPD staff is the west sub-station. Staff explained that this is used mostly as a brief stopping point, but it does have an evidence drop-off area.

It appears that the current facilities in use by the DPD are meeting operational needs. As indicated, if substantial growth were to occur in the DPD, space allocation may become an issue. However, at present, there are no apparent unmet facility needs.

### V. Fleet Management

As a part of this assessment, BerryDunn asked the DPD to provide information regarding its fleet of vehicles. These data are presented in Table 95.

**Table 95: Fleet Information**

Fleet Vehicles	Allocated
Vehicle Description	# of Vehicles
Administration Vehicles (e.g., Chief, Deputy Chief)	11
Marked Patrol Vehicles (excludes K-9 and motorcycles)	43
Unmarked Patrol Vehicles (excludes K-9 and motorcycles)	5
Marked K-9 Vehicles	5
Unmarked K-9 Vehicles	0
Police Motorcycles (all)	0
Investigations Vehicles (all units; excludes crime scene)	24
Dedicated Crime Scene Vehicles	1
Marked Vehicles for Non-Sworn Personnel (e.g., Animal Control, Community Service, Police Reserves)	14
Unmarked Vehicles for Non-Sworn Personnel	3
Specialty Unit Vehicles (e.g., SWAT, Command Post)	3
All Other Standard Vehicles Not Included Above	0
All Non-Standard Vehicles (e.g., golf carts, ATVs)	3

Source: Agency Provided Data

The number and classification of vehicles for the DPD appear consistent with operational requirements. Staff told BerryDunn that they have three spare patrol vehicles they can use to supplement the fleet, if needed. Staff also explained to BerryDunn that the DPD does not have a specific limit on the number of vehicles they acquire annually; rather, they are purchased on an as-needed basis. The DPD does not provide take-home cars for patrol; however, COP officers do have them, as they are permanently assigned to those officers.

BerryDunn also asked the DPD to provide data regarding its fleet budget, to include maintenance and capital improvement; these data are provided in Table 96.

**Table 96: Fleet Budget**

Budget	Last Full Year	2 Years Prior	3 Years Prior	4 Years Prior	5 Years Prior
Maintenance Budget (excluding personnel)	\$307,900	\$353,100	\$353,100	\$331,200	\$293,300
Capital Improvement – All Vehicles	\$610,000	\$560,000	\$559,900	\$559,900	\$500,000

Source: Agency Provided Data

The data in Table 96 include the budget for all vehicle maintenance and purchases. However, the DPD does not break out patrol versus non-patrol vehicle purchases; the budget shown reflects the budget for all vehicle purchases.

Most of the repairs for the DPD fleet vehicles are completed by the fleet services section of the city. If repairs require specific expertise, the DPD will bring the vehicle to an appropriate repair facility. Fleet repairs are generally scheduled in advance, and, as noted in Chapter 3, CSOs will sometimes take these vehicles in for service. However, officers will occasionally take them in, depending upon the issue and timing.

At present, the DPD does not have a fleet manager; the deputy chief over patrol manages this function, with assistance from one of the lieutenants. However, the DPD has been considering a part-time person for this.

Based on BerryDunn's review, the DPD does not appear to have any immediate needs with regard to the department fleet, and no unmet needs were expressed to BerryDunn by staff.

## Summary


The DPD can significantly improve the efficiency of its operations through the improvements to available technology. BerryDunn is aware that the DPD is in the process of acquiring a new RMS; however, it is vital that the new system be configured properly and in a manner that optimizes its functionality.


Given that the DPD is in the middle of acquiring a new RMS, BerryDunn has provided information to the DPD for consideration for field technology use, as well as RMS configuration. To help ensure this, the DPD should carefully monitor and track critical functionality needs for this system and convey these to the RMS vendor.


The DPD has been involved in ILP for several years but feels that adjustments to current protocols and practices concerning ILP would improve service delivery. To assist the DPD in developing a thorough ILP and crime meeting strategy, BerryDunn has crafted a white paper that outlines the common elements of these systems, and this has been provided to the DPD. With the expansion and increased focus of ILP within the DPD, there is a need to provide administrative support to the analysts that perform the work that feeds these processes, and BerryDunn recommends a part-time staff addition for this purpose.

## Recommendations

This section provides the three formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 10 Section I: Data and Technology</i>		
10-1	<p><b>Finding Area – Records Management System:</b> The DPD is in the process of deploying a new 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 the DPD. (Strategic Plan Item)</p>	 Critical
	<p><b>Recommendation:</b> Track Critical Capability Needs and Integrate them into the new RMS.</p> <p>Numerous operational constraints currently exist due to the poor functionality of the current RMS. Most modern RMS software products have significant capabilities; however, maximizing these opportunities will require intentional focus by the department on desired outcomes and conveying these to the vendor. BerryDunn is aware that the DPD has a committee working on the RMS project, which is a positive step in the implementation process. BerryDunn also recognizes that the timing of the RMS rollout is relevant to the operational assessment because there is an opportunity for the DPD to leverage and integrate the observations and recommendations from this project into discussions with the RMS vendor to improve the overall product value when deployed.</p>	

Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 10 Section II: Crime Analysis</i>		
10-2	<p><b>Finding Area – Intelligence Led Policing:</b> The DPD has engaged various iterations 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.</p>	 Critical
	<p><b>Recommendation:</b> Revise the Crime Meeting and ILP Strategies</p> <p>The DPD has personnel dedicated to crime analysis and intelligence, and these individuals have substantial skills. The current crime information/abatement meeting process is more informational. It currently neither includes an outcome-based evaluation of current or prior efforts, nor includes an expectation of response or actions by organizational leaders in relation to the data presented.</p>	

Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 10 Section II: Crime Analysis</i>		
10-3	<p><b>Finding Area – Crime Analysis/Criminal Intelligence:</b> The DPD has made a commitment to broaden its ILP strategy, to include more robust crime meetings. There are substantial administrative duties that are currently being managed by the crime analyst and criminal intelligence analyst, which could be performed by an administrative staff member.</p> <p>Reducing the administrative tasks for the analysts would provide additional capacity for them to apply their unique skillset to department operations.</p> <p><b>Recommendation:</b> The DPD should add a half-time administrative staff member to assist the crime and intelligence analysts.</p> <p>The DPD has two skilled analysts who are performing various administrative functions that could be completed by an administrative staff member. Because the DPD is moving toward a more robust ILP and crime meeting process, and because there will be increased demands on these resources, BerryDunn recommends that the DPD add a part-time staff member to perform these administrative duties.</p>	 <b>Medium</b>

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## Chapter 11: Training and Education

Within this section, the BerryDunn will describe the training function for the DPD. This includes academy training and in-service training.

### I. Academy

#### Pre-Service Training and Requirements

Within the United States, Minnesota is unique with regard to police officer training and eligibility. Unless the candidate has prior police or military experience, all persons wishing to become police officers must complete minimum college educational requirements. There are some variations to this, but generally, this requires a minimum of a two-year law enforcement degree from a state-accredited institution. In addition, candidates must attend a state-approved police skill academy, and unless an agency sponsors them (which is unusual), this training is done at the candidate's expense. Once these requirements are met, candidates must pass a state licensing exam. After passing the exam, the candidate becomes POST license eligible, and after the candidate is hired, the appointing agency can activate a peace officer license.

It is worth noting that this process involves the most rigorous pre-service standards in the United States.

#### In-Service

The pre-hire standards in the State of Minnesota provide substantive training that prepares police officer candidates for field deployment. For most departments, newly hired officers are placed into a field training program, and they begin their field service right away. The DPD is one of only a handful of Minnesota departments that deviates from this process. Following the hiring of a new officer, the DPD provides additional training to the officer as part of the DPD's own training academy.

This internal training lasts 11 weeks and it includes a variety of training topics specific to the DPD. Essentially, this academy allows the DPD to indoctrinate new officers to the DPD and to build upon the basic skills they developed within the state police academy. The DPD holds two academies each year and these are operated internally by the training staff. The training staff is small, but because the DPD only hires a small number of officers at a time, it is not overly burdensome. The DPD also does not train external officer candidates.

It is noteworthy to mention here that although the state training academies provide adequate training for officer candidates, the learning objectives followed by the authorized educational institutions are developed the POST board for the State of Minnesota. Because these standards must apply to the entire state, individual police agencies have very little influence over what is taught. Conversely, because the DPD provides its own internal academy, it has complete control over the content. This allows the DPD to customize the training for its new officers and to



help ensure that they fully understand the important aspects of policing in Duluth, which may deviate from other locations.

## II. Field Training

Following completion of the internal academy, new officers are placed in a field training program, commonly referred to as FTO program. The FTO program is designed to augment education and training received during the basic academy and the internal DPD academy, and to further familiarize new officers with policies, procedures, rules, and regulations specific to the DPD. While in the FTO program, new officers have the opportunity to learn and exercise these skills under the supervision of their training officer. Once the officers successfully complete the FTO program, they are allowed to operate as solo officers on patrol.

The DPD uses a hybrid field training program it developed. The program is based on the police training officer (PTO) program from the San Jose, CA, police department. PTO programs differ from traditional FTO programs in that they use contemporary adult learning methods and incorporate and include a greater emphasis on problem-solving.<sup>30</sup> The DPD engages a PTO framework, and it includes incremental increases in officer responsibilities for managing the daily work.

Staff explained to BerryDunn that officers are taught about community policing at the pre-service and in-service academies, and this concept is encouraged regularly throughout the FTO process. However, although the DPD field training program includes a focus on problem-solving, there is no expectation that those in field training engage in a specific community policing effort or project as a part of their field training. BerryDunn is aware that many departments require new officers in field training to select a community-based project and to work on and complete that project during their time in field training. This process teaches and reinforces community policing concepts for the new recruits, but it can also act as a refresher for FTOs, who must approve and oversee the projects. BerryDunn encourages the DPD to consider adding this process to its field training for new officers.

Staff reported that this model has worked well for the DPD, and that it has been very successful. When BerryDunn inquired about failure rates, DPD staff said it is rare that a candidate fails the FTO process, but there have been some instances in which new officers have come to a personal realization that law enforcement is not what they expected, and they have resigned.

In addition to providing in-service training for new police officers, many organizations have found that developing an FST program can be helpful in bridging this gap for new sergeants. The operational and personal changes involved in moving from a line-level police officer position to a first-line supervisor is arguably one of the most difficult adjustments for staff to make. This is often complicated by the fact that up until the promotion, the officer was in a peer relationship

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<sup>30</sup> <https://ric-zai-inc.com/Publications/cops-w0150-pub.pdf>

with other staff. However, after the promotion, many things change. There are a host of expectations for first-line supervisors that are new to them, and receiving guidance and support regarding these expectations and their new role can be a critical component of their success or failure.

Because of the vital role they play within the organization, it is critical that new sergeants are positioned for success, and BerryDunn recommends that the DPD develop an FST program. The structure should be tailored to the needs of the DPD, and it should be customized based on the duties and responsibilities that sergeants within the DPD are expected to perform. This training can include instruction on relevant policies and practices, supervisor expectations and limitations, and other information that aids them in their mission.

### III. Higher Education

#### Incentives

During this assessment BerryDunn asked staff about incentives for education. Staff explained that there are some incentives for certain degrees. Upon a review of the labor agreements in place, BerryDunn noted that all members of the police union are entitled to \$100 per month as an education incentive. Those with a master's degree are eligible for an additional \$50 per month.

#### Partnerships

Staff told BerryDunn that the DPD does not have any specific educational partnerships with area educational institutions. However, the DPD does have a relationship with the Fond du lac Community College to share its *Milo* system, which allows for the use of simmunition (simulated ammunition) and scenario-based video training. BerryDunn is aware that Milo systems are expensive, and this is a good example of a resource sharing and cost-effective training for the DPD.

### IV. Officer Development

During this assessment, BerryDunn inquired about officer development within the DPD. Staff told BerryDunn that the new performance appraisal system includes a provision for this. As BerryDunn noted in Chapter 2, there are significant limitations to the current appraisal system, and in its current form and as it is currently being used, it is not an effective tool in overall staff development. Again, as noted in Chapter 2, BerryDunn recommends that the DPD create a more robust staff development program.

In addition, as BerryDunn mentioned in Chapter 9, the DPD does not have a department policy on training, and there is no training structure provided for staff development, either generally or by specific role (e.g., sergeant, investigator, CSI). It is BerryDunn's position that the DPD needs to create a departmental training policy, and that policy should incorporate staff development as a component.

Two other aspects of officer development are worth mentioning here. First, BerryDunn learned that the DPD has a Master Police Officer Program, which is outlined in the police union contract. Officers are eligible for additional pay based on their level of education, internal training and skill building, service to the community, and longevity. BerryDunn notes that this is a good mechanism for recognizing and valuing the cumulative worth of long-term employees who develop expanded skills throughout their careers.

Second, some staff described the leadership training provided by the Minnesota BCA. The BCA has a leadership curriculum, and if staff attend a certain number of courses, they can receive a leadership certificate. BerryDunn is familiar with this program, and it is a good staff development tool. However, as noted previously, there is no noted set of required courses for those in supervisory roles, either pre-promotion or post-promotion. This is an area the DPD should consider as part of the personnel development program and training policy development.

### V. Records

The training officer for the DPD is responsible for maintaining the training records of DPD staff. This includes tracking all required training, as well as voluntary training taken by staff. Based on the data provide to BerryDunn, the average training hours for those in patrol (in all ranks) is 34.9, and the average annual training hours for those in investigations (in all ranks) is 48.25.

### VI. Required and In-Service Training

Like all states, Minnesota requires in-service training for all peace officers. Under Minnesota law, peace officers are required to receive 48 hours of continuing education every three years. Some of these hours involve state-mandated training, some of which is annually required.

The DPD ensures that each officer receives this training, but also includes training for officers on a variety of law enforcement topics such as Taser, officer survival, active shooter, cultural sensitivity, impartial policing, implicit bias, and procedural justice. The DPD also provides officers with CIT, which is a 40-hour course. The training officer for the DPD maintains all training records and is responsible for department compliance with state requirements.

Table 97 provides the annual training budget for the DPD.

**Table 97: Training Budget**

Year	Budget
2019	\$157,000.00
2018	\$65,000.00
2017	\$90,000.00
2016	\$90,000.00

Source: Agency Provided Data

BerryDunn notes that the annual training budget for the DPD increased substantially from 2016 to 2019. It is well established within the law enforcement field that failure to train is a critical source of liability for police agencies. BerryDunn recognizes the value in ongoing training for police staff, and compliments the DPD for its commitment to providing funding for this critical area.

In Table 98, BerryDunn has provided the required training hours for DPD staff, as well as the average training hours for patrol and investigators.

**Table 98: Required Training Hours**

*Required In-Service Training	Hours	Frequency
Use of Force	3	Annual
Firearms	5	Twice/Year
Emergency Driving	8	Every 5 Years
Crisis Intervention, Diversity, Conflict Management	16	Every 3 Years
Avg. Patrol Training Hours	34.9	Annual
Avg. Investigations Training Hours	48.25	Annual

Source: Agency Provided Data

### Use of Force

The DPD provides a minimum of three hours of annual use of force training to police officers. This training includes a review of the department policies on use of force and, in keeping with department and industry standards, it also includes provisions regarding de-escalation and retreat.

Officers within the DPD have access to various use of force tools, including firearms, a police baton, chemical agents/aerosol irritant projectors (AIPs), and electronic control weapons (ECWs, most commonly Tasers). In addition, the DPD has access to 40 mm chemical agent launching devices, which are available to be checked out by patrol staff each shift. The DPD provides training to personnel for all of the equipment, consistent with manufacturer and industry standards.

Two other elements relating to the use of force by DPD officers are worth mentioning here. First, the DPD has an internal policy that establishes a use of force review board, which is responsible for the review of all use of force incidents that involve great bodily harm or death to another person, or when a DPD officer discharges a firearm, excluding training or recreational use. This policy (301) is in addition to any other review or investigation, whether internal or external. It is BerryDunn’s observation that this is an excellent example of internal accountability and risk mitigation.

Second, the DPD has established a protocol to outsource the investigation of all officer-involved shootings to the BCA. This helps ensure that the investigation is impartial. Again, this is a good example of best practices in the industry.

## VII. Training Request Process

BerryDunn asked the DPD to provide information concerning the number of training requests submitted by staff, and the number that were approved. Table 99 shows the number of training requests for the DPD for the past three years. The DPD informed BerryDunn that it does not track denied requests.

**Table 99: Training Requests**

Year	Training Requests
2018	356
2017	337
2016	440

Source: Agency Provided Data

BerryDunn learned that the process for receiving voluntary training starts with a request form. That form is reviewed by the officer’s supervisor and is moved to the next step in the process, if approved. If approved by the initial supervisor, the form is forwarded to the training unit, and it is processed by the sergeant or lieutenant and considered for approval.

Based on the lack of a policy on officer development or training, this process is susceptible to inconsistency and unpredictability by those who review and approve these requests. Moreover, these same factors fail to provide officers with any direction concerning preferred training courses that relate to their position or personal growth.

As discussed in this chapter, the DPD places a great value on training. In fact, training expenses have increased sharply from 2016 to 2019. BerryDunn commends the DPD for its dedication to excellence through training. However, there is a need for the DPD to better understand how these resources are being allocated, and to clarify training expectations. These issues can be overcome through the development of a department training policy and plan.

### Summary

The State of Minnesota has the highest level of pre-service qualifications in the law enforcement industry in the United States. Officer candidates must complete significant college and law enforcement skills training and pass a state exam prior to being hired. The DPD provides additional police skills training in the form of an 11-week training academy for new officers. Following the DPD academy, new officers engage in a field training program for another 16 weeks prior to being authorized to assume police duties on their own.


Although the training for new DPD officers includes a COP focus, the department does not have an explicit requirement for new officers to engage in a community-based problem-solving exercise as part of their initial training. BerryDunn recommends that the DPD consider adding this element to its training regimen.

Like many departments, the DPD does not have a formal training program for new supervisors. The transition from line-officer to line-supervisor is very challenging for most new supervisors, and the DPD would benefit from developing an FST program. The FST program can help equip new supervisors with the requisite understanding of their new role and provide them with information regarding DPD expectations.


The DPD provides substantial funding for department training for both pre-service and in-service training. It is clear that the DPD values training, but the department does not have a training plan that clearly establishes responsibilities of the training unit, or a department-wide training strategy. BerryDunn recommends that the DPD establish a committee to develop a department-wide training policy and strategy for implementation.

### Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Training and Education		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 11 Section II: Field Training</b>		
<b>11-1</b>	<p><b>Finding Area – Field Training:</b> The DPD does not currently have a formal process for training newly promoted personnel.</p> <p>Transitioning from line-officer to line-supervisor requires major adjustments for most new supervisors.</p> <p>First-line supervisors play a critical role in the success of the organization, and their personal success is imperative.</p> <p>Many new supervisors do not have extensive leadership training when they are promoted, and they often lack clarity of their role.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should develop an FST program for all new supervisors.</p> <p>Training is often cited as one of the greatest responsibilities of a law enforcement agency. Implementing an FST program at the DPD will help new supervisors to act decisively in a broad spectrum of situations. Additionally providing FST will help new supervisors realize greater effectiveness in acting consistently with</p>	

Training and Education		
No.	Issue and Opportunity Description	Overall Priority
	<p>discipline, performance evaluations, and understanding the greater mission of the organization. Ultimately such a program will foster cooperation and unity throughout the organization while providing newly promoted personnel training commensurate with their duties.</p> <p>Elements of an FST might include the following:</p> <ul style="list-style-type: none"> <li>• Outlining supervisor expectations</li> <li>• Clarifying supervisory responsibilities regarding policies and other general oversight duties</li> <li>• Training on writing performance evaluations</li> <li>• Identifying accountability and disciplinary processes, to help ensure consistency throughout the organization</li> <li>• Mentoring by a senior supervisor within the same division</li> </ul> <p>There are many benefits to providing FST, and BerryDunn recommends that the DPD develop and implement this process.</p>	

Training and Education		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 11 Section VI: Required and In-Service Training</b>		
11-2	<p><b>Finding Area – Training Program:</b> The DPD does not have a policy that establishes a department-wide training strategy. (Strategic Plan Item)</p> <p>Although the DPD clearly values training for its staff, there is no specific process outlined in policy that provides direction for the training unit regarding the numerous duties and responsibilities of that unit.</p> <p>There is no policy that outlines required or preferred training for operational roles, and no policy that outlines minimum training expectations for supervisors.</p> <p>There is no policy that addresses officer development, and no identified process for staff development or improvement plans.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should establish a broad training policy and plan that establishes a department-wide training strategy.</p> <p>The DPD provides significant training for officers, and this is evidenced by the number of training hours each officer receives, as well as the fiscal allocations that support organizational training. However, other than annual required training, and specialized training requirements (e.g., BCA leadership, CIT), there does not appear to be a specific strategy in place for determining which courses officers</p>	



Training and Education		
No.	Issue and Opportunity Description	Overall Priority
	<p>should take. There is also no apparent method for determining which courses should be approved for officers, and why.</p> <p>BerryDunn recommends that the DPD develop a plan that outlines the types of training that coincide with certain job duties. For example, this would include the identification of baseline and advanced training for investigators, patrol officers, and supervisors. The DPD should carefully consider each of the categorical areas within the department and develop a list of preferred training that supports the development of skills for officers within those areas.</p> <p>Decisions regarding approval of training for officers should follow these guidelines. BerryDunn also notes here that supervisors should be having regular discussions with officers regarding their intended career path, as part of their performance evaluation and on an ongoing basis. Approval for specific training courses for officers should also take these discussions into account.</p> <p>In addition to developing this plan, the training division should be monitoring the progress of officers assigned within each of the identified areas, and when courses are available that are in alignment with the training needs for those positions, the training division should be proactively encouraging officers to submit for that training.</p> <p>As noted in Chapter 9, the DPD should consider the following areas developing a training policy, plan, and strategy:</p> <ul style="list-style-type: none"> <li>• Training records maintenance</li> <li>• Requests for training</li> <li>• Department types of training</li> <li>• Training program and development</li> <li>• Curriculum development</li> <li>• Instructor development</li> <li>• Annual training</li> <li>• Preferred in-service training</li> <li>• Specialized training required by designated unit or role</li> <li>• Educational partnerships</li> </ul> <p>BerryDunn recommends that the DPD convene an agency-wide committee, composed of a diverse composition of staff members, to assist in the development and evaluation of the training needs of the organization. This committee should solicit input from various organizational components and consider the full spectrum of operational services of the DPD. The committee should develop a training policy and plan, and provide this to DPD administration for consideration of adoption.</p>	

## Chapter 12: Recruitment, Retention, and Promotion

As the law enforcement profession currently faces great challenges, one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers who are representative of the communities they serve. Law enforcement departments across the United States have struggled with these issues traditionally, but there is mounting evidence that departments are facing even greater difficulty in their hiring practices today.<sup>31</sup> As the 21st Century Policing Task Force Report noted:

To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external relations but also to increasing understanding within the agency. Agencies should look for character traits that support fairness, compassion, and cultural sensitivity.<sup>32</sup>

The importance of attracting and hiring quality personnel is critical in today's law enforcement climate. Many police agencies contribute significant resources to their recruiting and hiring processes and the DPD is no different. This section outlines the processes in use by the DPD, and BerryDunn offers insights and recommendations from some of the more recent study work done on this subject.

As a part of this study, BerryDunn asked staff at the DPD to complete a recruiting survey designed to capture relevant data regarding recruiting, retention, selection, and hiring strategies. The survey, which was developed by the IACP, has been used to collect data from other agencies studied and from several agencies around the country who are demonstrating best practices in hiring. Throughout this section, BerryDunn will reference data from this survey, and in particular, how this data relates to the practices of the DPD.

### I. Personnel Experience and Diversity

Table 100 expresses the length of service for officers with the DPD (does not include prior experience), broken out by rank, including those in non-sworn positions with the DPD. As BerryDunn will show in Table 106 later in this chapter, the DPD has experienced a fair amount of turnover of sworn staff in the last few years. Despite the attrition rates reflected in Table 106 a large portion of the sworn workforce for the DPD has a significant amount of experience.

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<sup>31</sup><http://www.economist.com/news/united-states/21713898-stronger-economy-partly-blame-police-departments-struggle-recruit-enough> (Posted: January 7, 2017)

<sup>32</sup> Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services; Published 2015; page 52

**Table 100: Experience Profile**

Position	Years of Service						
	1 to 5	6 to 10	11 to 15	16 to 20	21 to 25	26 to 30	Over 30
Chief of Police						1	
Deputy Chief				1	1		
Lieutenant				1	6	3	
Sergeant		2	2	11	4	2	
Police Investigator	4	14	11	10	7	4	
Police Officer	35	16	4	4	2	2	
<b>Sworn Staff Totals</b>	<b>39</b>	<b>32</b>	<b>17</b>	<b>27</b>	<b>20</b>	<b>12</b>	
<b>Sworn Staff Percentages</b>	<b>26.53%</b>	<b>21.77%</b>	<b>11.56%</b>	<b>18.37%</b>	<b>13.61%</b>	<b>8.16%</b>	<b>0.00%</b>
Animal Control	1				1	1	
Police Records	2	4	1	1			1
All Other Civilian Staff	23	7		1		1	
<b>Civilian Staff Totals</b>	<b>26</b>	<b>11</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>1</b>
<b>Civilian Staff Percentages</b>	<b>59.09%</b>	<b>25.00%</b>	<b>2.27%</b>	<b>4.55%</b>	<b>2.27%</b>	<b>4.55%</b>	<b>2.27%</b>
<b>Grand Total</b>	<b>65</b>	<b>43</b>	<b>18</b>	<b>29</b>	<b>21</b>	<b>14</b>	<b>1</b>

Source: Agency Provided Data

There is significant experience within the administrative personnel of the DPD. Everyone at the lieutenant rank or higher has a minimum of 16 years' experience. There are similarities in looking at the sergeants and the investigators. For the sergeants, 80.95% have more than 11 years' experience, and for investigators, 64% have more than 11 years' experience. However, looking at the experience levels for patrol provided a different perspective. For those within the police officer rank, 55.55% have less than six years' experience, and 80.95% have less than 11 years' experience. On one level, Table 100 provides a positive view of the DPD. Those within the administrative, supervisory, and investigations roles have significant experience. This is very valuable from an operational standpoint. However, the relative inexperience within patrol is notable. Newer officers typically require more supervision and guidance, because they are less independent in completing their work. This contributes to more work for supervisors. Additionally, it is important to note here that the relative inexperience of the patrol staff is another reason the DPD needs to improve personnel efforts.

Based on the data in Table 100, the DPD has an experienced workforce, and this is particularly true at the supervisory and investigations level. However, as will be discussed later in the report,

attrition and staffing are significant issues to address, and making improvements in these areas will ultimately improve overall experience levels within the police department, and positively affect service to the community.

In Table 101, the breakdown of the racial diversity within the DPD is provided, with these data also separated by rank.

**Table 101: Diversity Profile – DPD**

Section	Race					
	Asian	African American	*Hispanic	Other	Native American	White
Executive	0	0	0	0	0	3
Mid-Rank	0	0	0	0	0	10
Sergeants	0	1	1	0	0	20
Patrol Officers	1	3	1	0	1	62
Investigations	1	2	0	0	1	28
Unit Other Sworn Personnel	0	0	0	0	0	14
<b>Totals</b>	<b>2</b>	<b>6</b>	<b>2</b>	<b>0</b>	<b>2</b>	<b>137</b>
<b>Percentages</b>	<b>1.34%</b>	<b>4.03%</b>	<b>1.34%</b>	<b>0.00%</b>	<b>1.34%</b>	<b>91.95%</b>

Source: Agency Provided Data

\*Not a race; included here for diversity comparison purposes

The sworn staff at the DPD are predominately white, at 91.95%, with 90.61% being non-Hispanic. Minority officers in the DPD comprise 6.71% of the sworn staff (8.05% if the Hispanic population is included). The percentage of white vs. non-white officers is somewhat reasonably proportionate to the Duluth population, which has an overall minority population of 10.11%, see Table 5. Within the community population, Asian Americans comprise 1.70%, and the DPD has 1.34% of its sworn strength that are Asian. The African American population of Duluth is 2.71%, and the percentage of African American sworn staff is 4.03%. Based on the census data from Table 5, the white non-Hispanic population in Duluth is 87.6%, with 2.29% identifying as Hispanic or Latino. Although the percentages of minority officers within the DPD are relatively close to community demographics, BerryDunn notes that losing one officer in any of these categories would significantly impact the percentages.

The other notable observation from Table 101 is the lack of minority representation within the supervisory ranks at the police department. Only 2 of the 35 supervisory positions (5.71%) within the department are staffed by those who are minorities or who identify as Hispanic/Latino. Although the racial makeup of the DPD is similar to community demographics, the data in Table 101 validate statements by department leadership and government officials that minority

recruitment should continue to be a key priority. This priority should hold true for both hiring purposes and for personnel development and promotions.

As indicated above, building a diverse workforce is an important aspect of contemporary policing. Based on discussions with staff, and in examining data for the DPD, there is a need to continue to build diversity within the department. BerryDunn is aware that the DPD has been working on this issue, and applauds those efforts.

BerryDunn has examined the diversity issue extensively, and Table 102 below provides aggregate data from five prior studies. Within the same table, BerryDunn has included national data, based on police departments that provide services to communities with a population between 100,000 and 249,999 people.

**Table 102: Diversity Profile – Prior Study Comparisons**

Position	Asian	African American	Hispanic	Other	Native American	White
Chief	0.00%	40.00%	0.00%	0.00%	0.00%	60.00%
Deputy Chief	0.00%	20.00%	0.00%	0.00%	0.00%	80.00%
Major/Commander	5.56%	11.11%	0.00%	0.00%	0.00%	83.33%
Captain	2.94%	23.53%	0.00%	0.00%	0.00%	73.53%
Lieutenant	0.00%	16.46%	2.53%	0.00%	0.00%	81.01%
Sergeant	2.07%	12.45%	1.66%	0.00%	0.83%	82.99%
Police Officer*	0.95%	14.56%	3.28%	0.36%	0.06%	80.79%
<b>**Prior Study Pct. Totals</b>	<b>1.11%</b>	<b>14.59%</b>	<b>2.96%</b>	<b>0.29%</b>	<b>0.15%</b>	<b>80.90%</b>
*Includes all officers below Sergeant, which includes Detectives, Corporals, and Trainees.						
National Percentages	2.50%	12.30%	10.70%	0.30%	0.30%	73.90%
<b>***Benchmark Cities Averages</b>	<b>2.51%</b>	<b>5.50%</b>	<b>*7.58%</b>	<b>1.86%</b>	<b>N/A</b>	<b>90.49%</b>

Source: <http://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>

Benchmark Study: <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

\*\*Table includes public data from prior studies conducted by the IACP.

\*\*\*Hispanic is not a race and was separated from the Benchmark totals; row will not total to 100%. In addition, all minorities other than Asian and African American are grouped within the Other category.

The percentages of minority officers within the DPD are comparative with the data provided in Table 102. However, it is important to remember that organizations should reflect the diversity makeup of the community they serve, and community demographics can vary greatly. Additionally, BerryDunn notes that although it is valuable for departments to reflect the

communities they serve, staff diversity is not simply about hitting a mark or checking a box with regard to a percentage. Achieving diversity is about building a workforce that understands the differences of people within the community, whether racial, ethnic, or cultural, and applying that understanding in practice.

Table 103 displays the gender profile of the DPD. It is common within the police industry for males to dominate the workforce, and at 90.60%, the percentage of males employed with the DPD is very similar to what BerryDunn has experienced in other studies.

**Table 103: Gender Profile – DPD**

Section	Gender	
	Male	Female
Executive	2	1
Mid-Rank	10	0
Sergeants	22	0
Patrol Officers	60	8
Investigations	28	4
<b>Other Sworn Personnel</b>		
Unit Other Sworn Personnel	13	1
<b>Totals</b>	<b>135</b>	<b>14</b>
<b>Percentages</b>	<b>90.60%</b>	<b>9.40%</b>

Source: Agency Provided Data

Although the percentage of sworn female officers within the DPD at 9.4% is comparable to other agencies studied, the number of women in supervisory and executive positions is very low in comparison to other studies and compared to national statistics. In fact, the DPD has only one female sworn officer in a supervisory position. However, because the total number of women within the department is low, it is not surprising that the number of women in supervisory positions is also low.

Table 104 provides the gender breakdown from five recent studies. Based on this table, the average number of males is 89.27%, while the number of women is 10.73%. Data from the benchmark cities studies is slightly more varied, with males at 87.51% and women at 12.49%.

To put these numbers into context, in a 2016 study that examined best practices in recruiting and hiring, the top 10 agencies identified had an average of 80.78% male officers and 19.22% women. Although these numbers are arguably substantially better than those for the DPD, these data represent some of the best percentages in the law enforcement industry. Again, it is important to recognize that the percentages reflected for the DPD involve small numbers, and even small changes could significantly affect the percentage totals. For example, if the DPD

replaced five sworn positions with female officers, the percentage of female officers would shift from 9.40% to 12.75%.

**Table 104: Gender Profile – Prior Study Comparisons**

Position	Male	Female
Chief	80.00%	20.00%
Deputy Chief	90.91%	9.09%
Major	89.47%	10.53%
Captain	91.18%	8.82%
Lieutenant	89.87%	10.13%
Sergeant	91.29%	8.71%
Police Officer*	88.92%	11.08%
<b>Percentage</b>	<b>89.27%</b>	<b>10.73%</b>
<b>Benchmark Cities Avg.</b>	<b>87.51%</b>	<b>12.49%</b>

Source: Table includes public data from prior studies conducted by the IACP

Benchmark Source: <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

\*Includes all officers below Sergeant, which includes Detectives, Corporals, and Trainees.

Given the fact that the DPD only has 14 female officers within its ranks, it is not surprising that the department only has one of these officers in a supervisory position. Similarly, the DPD only has two persons of color within its supervisory ranks. Again, the low numbers of persons of color within the agency are likely a contributing factor. As indicated throughout this section, the DPD needs to continue to work on targeted recruiting, with a focus on building racial, ethnic, and gender equity throughout the agency.

It is also worth noting that BerryDunn did not study potential barriers to the hiring or advancement of minorities or women within the DPD ranks. However, the numbers reflected in this section suggest the need for the DPD to examine what issues might be contributing to the relatively low representation of women and minorities within the department, particularly in supervisory positions. Improvements in this area may require a focused mentoring strategy, in addition to enhanced recruitment efforts.

It is important to add here that BerryDunn favors the hiring and promotion of quality candidates, regardless of gender, ethnicity, or other status. Traditionally, various groups of individuals have been underrepresented within the law enforcement industry, and there is significant evidence to



show that improving organizational diversity benefits the department and the community. There is also evidence to suggest that when organizations focus their efforts on improving organizational diversity, they get results. Accordingly, the DPD should continue to focus on building diversity within the department and within the supervisory ranks.

## II. Hiring, Recruitment, and Retention

Like many police agencies in the United States, the DPD has experienced some challenges in recruiting and retaining personnel. To its credit, the DPD is well regarded within the State of Minnesota, and within the law enforcement profession. In addition, as one of the larger agencies in Minnesota, the DPD is a draw for many candidates wishing to pursue a law enforcement career.

The DPD typically receives around 100 applicants during each hiring process, and this pattern has been consistent for the past several years. Although the DPD receives many applications, staff told BerryDunn that the quality of applicants has not been favorable, and the DPD has struggled to find a suitable number of candidates to hire. In addition, as the data in the prior section indicates, the DPD has not had significant success in hiring minorities or women.

BerryDunn inquired about the recruiting efforts of the DPD, both passive and active. From a passive standpoint, the DPD posts its job openings through social media, including Facebook, Twitter, and the City of Duluth website. The DPD also advertises openings on the Minnesota peace officer website, which is well known among law enforcement candidates within the state. The DPD also notifies local law enforcement colleges to make an announcement about upcoming hiring processes. From an active perspective, staff told BerryDunn that the DPD attends job fairs across the state and engages in recruitment at the high schools in Duluth.

The DPD also uses several of its non-sworn positions and community programs to feed the recruitment pipeline. These include CSO and park ranger positions, internships, mentoring through a local college, and the citizen police academy, ride along, and volunteers in policing programs.

During this assessment, BerryDunn had the opportunity to review various materials the DPD uses for its recruiting efforts. One area BerryDunn reviewed was the DPD career page on its website. The website included a general statement about joining the DPD, and there were links to the Minnesota POST Board website, the DPD strategic plan, and the DPD policy manual. Other than these links, the site has very little information for the interested candidate, does not include any photographs or links to the good work of the department, and overall did not reflect an enthusiastic approach to hiring or recruiting.

BerryDunn also reviewed a brochure the DPD uses for recruiting and hiring. The brochure is informative and is professionally done. It reflects the required qualifications and contract benefits, and it includes a description of the specialized units in the department. Despite its

professional appearance, the brochure has an informational flair and, like the website, does not convey a compelling message about working for the DPD.

In discussions with staff, BerryDunn was told that the department has emphasized the hiring of women and minorities. However, BerryDunn could find no evidence of intentional recruiting efforts for these under-represented groups. BerryDunn also learned that the DPD does not have anyone dedicated full-time to recruiting, but rather, these responsibilities are managed among the staff of the Training and Licensing Section. This lack of full-time attention to these duties may be partly responsible for the lack of refined recruiting sources for the DPD. It is also worth mentioning, however, that like many police agencies, the DPD has not historically had a need to actively recruit. Again, because of its size and status within Minnesota, the department has had the ability to attract numerous applicants simply by advertising. However, as the market has changed, active recruiting has become more important.

Throughout this assessment, several staff mentioned to BerryDunn that the pay level for the DPD is an impediment to attracting good candidates and to retention. Many mentioned this in the department survey, with some even stating that because the DPD has lagged behind in its pay, compared to departments in the Minneapolis/St. Paul metropolitan area, many DPD officers have left to improve their financial condition. BerryDunn learned that the DPD has been doing exit interviews with some officers, and indeed, some cited this as an issue. Others, however, were concerned about moving closer to family, or other issues unrelated to pay.

In conducting these assessments across the United States, officer pay has consistently been identified as an issue. Pay falls under the topic of working conditions, which covers a broad range of factors. When examining working conditions, it is important to recognize that although pay is an important factor, and a very visible one, the real challenge for departments occurs when the issue of pay permeates the discussion among staff, particularly in reference to recruiting, hiring, and retention.

During discussions with staff, BerryDunn was told that in order for the DPD to target and attract women and minority candidates, and to successfully hire and retain them, the DPD will need to address its pay equity issue with other larger departments in the State of Minnesota. BerryDunn is somewhat troubled by these sentiments, because they are myopically focused. There are many other aspects of work life within the DPD that are positive, and the department should be able to attract quality candidates even if there are some pay equity disparities. There are many other incentives that communities can offer law enforcement staff that do not involve a direct pay increase. Other agencies have used housing incentives, take home squad cars, education incentives and tuition reimbursement, and sick leave buy-back programs, among others, to encourage officer longevity. To be clear, BerryDunn does not have a position on whether the pay at the DPD is competitive or reasonable. Also, although pay equity has clearly been an issue for some who have left the DPD, is it not the only issue. Accordingly, it is important for the department to explore the entirety of the working conditions within the DPD—including pay—to seek opportunities to improve retention.

From a recruiting standpoint, the DPD needs to move forward, regardless of the discussion regarding pay and other working conditions. This means that the DPD needs to take a more aggressive approach to hiring and recruiting. As indicated previously, the content on the website could be improved. Most applicants use the internet and social media as their principal source for job information and accordingly, the DPD must enhance its recruiting presence on the web and social media in order to attract diverse and highly qualified candidates.

In addition to improving outreach to candidates through use of the website and social media, the DPD also needs to reach out to community groups directly for specific recruiting help. There is mounting evidence that within specific groups such as the African American, Hispanic, and Asian communities, there is a level of distrust toward the police, which cannot be overcome through the use of passive recruiting strategies. In other words, many possible candidates within these groups require a more direct approach or contact, and in some cases, they require encouragement from formal and informal leaders of their respective communities in order to pursue a career in law enforcement. In order to find and recruit these candidates, the department needs to form a trusting liaison relationship with these groups, and specialty group leaders need to be persuaded to actively encourage members of their communities to apply to the police department. Specialty group leaders can also help the police department in recruiting members from their communities by linking their websites to the police recruiting website, by including hiring information in their publications, and through direct contacts with community members they feel would be a good fit for the police department.

It is important to point out here that this type of recruiting requires a genuine effort on the part of the police department to build relationships with specialty groups and their leaders, and it also requires that police officials value the candidates who come forward from these contacts. In some cases, candidates may not be ready or suitable for immediate employment as a full-time officer. However, BerryDunn has already recommended the use of various non-sworn positions for other department operations, and these positions can be used as a feeder program for sworn positions, as non-sworn personnel become ready to move to the officer level.

In addition to improving these areas, the DPD would benefit from adopting a philosophy that everyone within the department is a recruiter. Research data suggests that word of mouth recruiting is second only to online sources as the primary method of generating good candidates. Agencies have used various processes to encourage staff to actively recruit good applicants, including offering a cash bonus or a floating holiday, for officers who recommend a candidate who is later hired. Other departments have used business cards that can be redeemed for a ride-along with the recruiting officer of the department, or with another officer. Regardless of the methodology, the DPD should create an atmosphere in which all employees recognize their role as a recruiter for the department.

BerryDunn also notes that the DPD does not have a specific recruitment plan. A good recruiting plan can establish priorities for the unit, and it helps everyone within the department understand how the unit will work toward attaining organizational goals. The recruitment plan should identify

the areas where the department will advertise and recruit candidates, including multiple traditional and web-based methods, and it should also outline the relationships between the DPD and various educational and law enforcement training institutions. The plan should also describe the commitment of the department to establishing a workforce that seeks an ethnic, racial, and gender balance that is also representative of the community it serves. Further, the plan should include specific steps and strategies that will be used to accomplish these goals.

There are multiple considerations to developing a strong recruiting plan, some of which are included within this section. To supplement this discussion, BerryDunn has compiled a list of additional considerations the DPD should evaluate as part of its process to develop a recruiting plan. BerryDunn has included this information in Appendix C, under Recruiting and Hiring Considerations. BerryDunn recommends that the DPD establish a recruiting and hiring plan, and that the department review this report and the relevant section in Appendix C as part of that process.

It is also worth mentioning at this point that developing a robust recruiting strategy and plan may substantially increase the workload of those in the Training and Licensing Section. BerryDunn has already made a recommendation to add a full-time administrative staff member to this section. However, it is possible that the added workload that emerges from the recruiting plan may exceed the capacity of those within the unit. If this occurs, BerryDunn would suggest that the DPD evaluate this unit for the addition of a full-time recruiting officer. BerryDunn also points out here that although estimates vary, many place the cost of hiring a police officer at \$50,000 or more. Considering the value of this unit, and the cost of not doing it correctly, the cost of adding one officer should not be a prohibitive concern.

### III. Selection

In addition to reviewing the recruitment efforts of the DPD, BerryDunn also examined the hiring process for the department. The City of Duluth and the DPD follow a civil service process, and accordingly, the hiring steps are prescribed. Based on BerryDunn’s request, the DPD outlined the hiring steps involved for police officers. Those steps are identified in Table 105.

**Table 105: DPD Hiring Steps**

Hiring Step	Scoring/Decision
Written Exam/Personnel Evaluation Profile (civil service process)	Must meet minimum point level
Oral Interview	70% passing score
Chief’s Panel Interview	Pass/Fail
Background Investigation	Pass/Fail
Background Interview	Pass/Fail
Psychological Exam	Hire/do not hire recommendation
Medical Exam	Fit/not fit for duty

Source: Agency Provided Data

The DPD noted that about 95% of those who take the written exam pass it, and between 60% and 70% of applicants pass the oral interview. From there, as is typical within the industry, only about 30% of applicants pass the background process. DPD staff told BerryDunn that the most common reasons for not passing the background investigation involve falsifying information or failing to disclose information, ineligibility (not POST license eligible), and negative past work history.

According to DPD staff, the hiring process takes about five months from start to finish. This is not uncommon within the industry. However, as noted previously, when quality candidates are identified, it can be very helpful to hire these individuals as soon as possible, so that they do not consider another employment opportunity.

As part of the hiring process, many agencies have identified various disqualification factors, which will cause an applicant to be immediately removed from further consideration. Some of these are based on law (such as having a felony conviction), and others are based on department preference, such as a poor driving record or other concerning conduct. BerryDunn is aware that the DPD has a list of discretionary disqualifying factors, which generally relate to prior traffic or criminal violations that are not an immediate bar to licensure, and to poor work history.

Based on a review of the discretionary factors for the DPD, BerryDunn notes that these are somewhat subjective, and this can be a good thing. This approach tends to consider the full range of candidate behaviors to determine whether there is a concerning pattern. This may involve consideration of the time that has passed since a prior incident or incidents, and the relevance of the incident to the job. BerryDunn acknowledges that this is a good approach, but also notes that the subjective nature of this approach can also lead to a certain amount of inconsistency. Accordingly, BerryDunn favors an approach that in some circumstances involves secondary review of the factors that might disqualify a candidate. BerryDunn has provided additional guidance concerning this type of review in the supplemental materials in Appendix C.

Based on a general review of the hiring process for the DPD, it appears to BerryDunn that it is consistent with other law enforcement agencies, and that the process is working. Again, BerryDunn has noted that the process could be improved upon, based on the information provided here and in Appendix C, and suggests that the DPD review its processes in comparison to the information provided in this report.

#### **IV. Attrition**

For many United States police departments, and for the DPD, attrition presents an ongoing challenge in terms of maintaining adequate staffing. Based purely on statistics, the average separation rate for officers should be about 3.33%, assuming departments only lose people through retirement. However, as a practical matter, BerryDunn recognizes that the distribution of hiring is often not equal; not everyone stays for 30 years in the profession (or in one place), and some areas are more conducive to lateral transfers among officers. Accordingly, in most

agencies, annual retirements usually fall below the average calculation rate. Of course, BerryDunn also knows that some officers in the department will leave for other reasons, which invariably increases the overall separation rate.

Determining what is a high separation rate is difficult, as myriad factors could affect officers leaving. However, data can be compared from other sources to assess the level of attrition in different agencies.

**Table 106: Annual Separations and Comparison Data**

<b>DPD Separations</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Totals</b>
Voluntary Resignation	4	3	7	8	11	33
Retirement	4	3	1	5	5	18
Discharge	0	2	3	0	1	6
Totals	8	8	11	13	17	57
Sworn Officer Totals	144	151	149	143	157	744
<b>DPD Separations</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Average</b>
Voluntary Resignation	2.78%	1.99%	4.70%	5.59%	7.01%	4.44%
Retirement	2.78%	1.99%	0.67%	3.50%	3.18%	2.42%
Discharged	0.00%	1.32%	2.01%	0.00%	0.64%	0.81%
<b>Grand Total Percentages*</b>	<b>5.56%</b>	<b>5.30%</b>	<b>7.38%</b>	<b>9.09%</b>	<b>10.83%</b>	<b>7.66%</b>
<b>Prior Studies</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Average</b>
Voluntary Resignation	2.13%	3.42%	3.84%	4.09%	4.40%	3.61%
Retirement	2.50%	2.96%	2.42%	2.63%	2.89%	2.69%
Discharged	1.17%	0.92%	0.75%	1.17%	1.24%	1.06%
<b>Grand Total Percentages*</b>	<b>5.80%</b>	<b>7.30%</b>	<b>7.01%</b>	<b>7.88%</b>	<b>8.54%</b>	<b>7.36%</b>

Source: Agency Provided Data

Separation rates shown as a percentage of the current sworn workforce. Totals reflect all sworn separations, including recruits. Discharged includes medical, death, and forced separations.

\*Table includes public data from prior studies conducted by the IACP.

In Table 106, the attrition rates from seven recent studies are shown. These rates include all separations combined, including voluntary resignation, retirement, and discharge. The overall range of attrition for these agencies was between 5.80% and 8.54%; the average rate was 7.36%. Table 106 also includes attrition data for the DPD. The average percentage of separations for the DPD at 7.66% is comparable to the study cities shown. However, the rate of attrition for the DPD has spiked in recent years, going from 5.56% in 2014, to 10.83% in 2018.



Part of the increase in the percentage of separations for the DPD involves retirements. The DPD experienced five retirements in both 2017 and 2018, and because of its relatively small workforce, those retirements significantly increased the overall attrition percentage. However, looking solely at the voluntary resignation category, the DPD has lost 26 officers in the last three years, moving from a voluntary resignation rate of 4.70% in 2016, to a rate of 7.01% in 2018.

In an effort to further understand the issues surrounding recruiting and hiring of police officers, in 2016 – 2017, the IACP conducted a targeted survey of 10 large United States law enforcement agencies. The agencies were selected based on FBI UCR data that reflected a higher than average gender balance within the departments.

**Table 107: Turnover Rates – Surveyed Cities**

Department	Retirement	Medical	Quit	Termination	Total
Mid-Size #1	4.76%	0.45%	3.85%	0.23%	9.29%
Mid-Size #2	2.98%	0.00%	4.84%	1.12%	8.94%
Mid-Size #3	*	*	*	*	*
Mid-Size #4	1.05%	0.00%	1.68%	0.00%	2.73%
Mid-Size #5	2.46%	0.00%	1.64%	0.00%	4.10%
Extra-Large #6	*	*	*	*	*
Extra-Large #7	7.42%	0.56%	2.96%	1.05%	11.99%
Extra-Large #8	2.31%	0.10%	2.02%	0.19%	4.62%
Extra-Large #9	1.55%	0.11%	1.09%	0.29%	3.04%
Extra-Large #10	3.85%	0.24%	1.28%	0.08%	5.45%

Source: Table includes public data from a prior study conducted by the IACP.

The IACP theorized that agencies with a high gender balance were likely accomplishing this due to strategic efforts, and suspected that these agencies would also have higher minority hiring rates and lower attrition rates. The agencies were contacted and agreed to complete an extensive survey, to provide their insights into building law enforcement agencies that are truly representative of the communities they serve (the names of the agencies have been redacted for anonymity purposes).

Table 107 shows that the rate of retirements from the survey agencies ranges from 1.05% to 7.42%. However, the average rate of retirements for these agencies is 3.29%. This average is higher than the data provided in Table 106, and this is a positive sign, as it indicates a certain



amount of longevity within the departments surveyed for the project. Table 107 also provides additional data regarding separations by category (in addition to retirement data). Again, a review of these data shows that most of the agencies surveyed have a relatively low attrition rate, particularly in those areas that involve terminations or those who voluntarily quit; this tends to indicate that these departments have strong recruiting and vetting processes.

Another area to examine with regard to attrition rates is the discharged or termination rate. The average discharge rate among the study agencies shown in Table 106 is 1.06%. The average discharge rate for the survey agencies shown in Table 107 is .37%. However, some of the agencies surveyed reported no discharges, and some reported discharge rates below .25%. In any case, these discharge rates are very low and indicative of strong recruiting, hiring, and retention strategies. The discharge rate for the DPD is .81%, which is within a reasonable range, based on the comparisons.

The final area to examine regarding attrition rates relates to voluntary separations. As with the prior categories, these data can be examined comparatively. The voluntary separation rate among the study cities shown in Table 106 is 3.61%. Based on the data in Table 107, the average resignation rate was 2.42%. Again, the voluntary attrition rate for the survey cities is lower (better) than the rate of the study cities. This rate is a further indication of best practices among the survey cities. The average voluntary separation rate for the DPD is 4.44%. However, the voluntary separation rate for the DPD for 2017 was 5.59%, and it was 7.01% in 2018.

Taken as a whole, the voluntary separation rates for the DPD do not appear excessive. However, when attrition rates for the DPD are examined from a short-term perspective, the numbers are higher than the comparisons provided. Given this upward trend, it is very important for the DPD and the City of Duluth to seek solutions to the voluntary attrition. Again, BerryDunn notes there are many working conditions that the DPD and City of Duluth staff can consider, but these separations are very costly. Using a conservative estimate of \$50,000 for the hiring and training of one police officer, the City of Duluth has effectively lost \$1.3M over the past three years. Arguably, some attrition will always occur. However, if the DPD could reduce the attrition rate by half, this could represent a substantial savings to the city. Accordingly, BerryDunn points out that it is in the best interests of the DPD to have a firm understanding of what is causing the voluntary separations so that the DPD and the City of Duluth can take steps to reduce these rates.

In addition to looking at attrition rates, it is also important to understand that the department occasionally has personnel who are non-operational, meaning that due to the FMLA, military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies that must be filled to ensure adequate/optimal staffing.

To understand how the number of non-operational personnel affect staffing levels, BerryDunn asked the DPD to provide monthly data regarding the number of personnel who were in a non-

operational role during the month. The DPD was asked to provide the cumulative number of lost weeks per month; Table 108 reflects that data (note that these data split the calendar year).

The data in Table 108 show that the DPD lost a total of 63 weeks of productivity due to leave during the period evaluated. Although the cumulative data for leave is equivalent to losing one full officer position for the year, the staggered nature of the non-operational leave time does not provide the DPD with an easy remedy. In contrast, the lower portion of Table 108 reflects time that officers were in training for the DPD during the same months. This training includes academy training and time spent in field training, during which they cannot act independently.

**Table 108: Non-Operational Personnel**

Type of Leave	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Light Duty	0	0	0	6	12	12	10	10	8	5	0	0
Major Medical	0	0	0	0	0	0	0	0	0	0	0	0
Other Medical Leave	0	0	0	0	0	0	0	0	0	0	0	0
On-Duty Injury	0	0	0	0	0	0	0	0	0	0	0	0
Off-Duty Injury	0	0	0	0	0	0	0	0	0	0	0	0
Sub-Totals	0	0	0	6	12	12	10	10	8	5	0	0
	2019	2019	2019	2019	2019	2019	2018	2018	2018	2018	2018	2018
Academy	21	0	0	0	0	0	0	0	0	0	35	28
Field Training	14	28	28	28	35	28	16	0	0	0	0	0
Sub-Totals	35	28	28	28	35	28	16	0	0	0	35	28
<b>Overall Totals</b>	<b>35</b>	<b>28</b>	<b>28</b>	<b>34</b>	<b>47</b>	<b>40</b>	<b>26</b>	<b>10</b>	<b>8</b>	<b>5</b>	<b>35</b>	<b>28</b>

Source: Agency Provided Data

The total number of weeks that staff were in training for the DPD during this period was 261. Calculating this at the 2,080 hour rate, taken as an average, the DPD operated short by five positions for the entire year. Although these personnel are being paid, from an operational standpoint, these are vacancies, and they need to be accounted for within the hiring practices of the DPD. This requires a proactive hiring strategy that predicts vacancies from retirement and other attrition and hires staff in advance of those vacancies, so that optimal staffing levels can be maintained consistently. Chapter 4 provides a recommendation on this subject.

## V. Promotion

BerryDunn asked staff of the DPD to describe the promotional process. Staff explained the process and told BerryDunn that the process has been consistent. All promotions are done internally and do not involve an external firm. Staff did not raise any concerns with BerryDunn

regarding the promotional processes with the DPD, nor did they suggest that there were concerns about unfairness.

The DPD has several supervisory ranks, including sergeants, lieutenants, and deputy chiefs. Although investigators are technically non-supervisory, appointment to an investigator position is considered a promotion, due to the additional pay that accompanies the position.

The promotional process for investigators, sergeants, and lieutenants is governed by civil service rules, but the deputy chief positions are appointed by the police chief. In general, the process for investigators, sergeants, and lieutenants involves candidates developing a presentation, based on a topic chosen by the police chief. Candidates present to a panel and are then asked a series of pre-formatted questions in an oral board setting. Once the presentations and interviews are completed, the panel ranks the candidates. After the rankings, the police chief will make a selection.

Although there is an apparent process outlined in civil service rules, as mentioned in Chapter 9, there is no policy regarding promotions. It is BerryDunn's position that the DPD should provide details to staff in policy regarding promotions. This helps ensure that staff are aware of the preferred qualifications, and this also helps inform staff of the steps they should take to prepare themselves for promotion. Even if this information is repetitive of the civil service standards, it should be included in policy.

## Summary

Like many organizations, the DPD has experienced challenges in recruiting, hiring, and retaining personnel. Although the DPD has substantial experience within its workforce, the DPD patrol staff reflects lower experience levels, due to attrition, particularly from officer separations in recent years.

The DPD has a workforce fairly representative of the community; however, the percentages of minority and female officers within the DPD could be improved. In addition to a need to improve general diversity and gender balance within the DPD, representation of these groups within supervisory ranks needs improvement.

The process for hiring officers within the DPD is similar to most law enforcement agencies, and it follows a natural progression. There are no indications of any concerns with the current hiring process from a validity standpoint.

Although the DPD hiring process appears to be meeting department needs, there is a need to improve the recruiting efforts of the department. In the past, the DPD has enjoyed prominent status within the law enforcement industry and in the State of Minnesota. However, with greater competition for quality candidates, the DPD need to make adjustments to its recruiting practices.


To help ensure that recruiting is a more intentional process, and one that has clear goals and objectives, the DPD should develop and establish a recruiting plan. The recruiting plan should

include numerous perspectives and operational components, including analyzing mechanisms for developing retention strategies. Examining attrition and retention issues within the DPD should cover a broad range of work conditions and include a collaborative effort with City of Duluth officials to develop strategies to retain personnel.

BerryDunn reviewed the general process involved in department promotions and found that they are applied consistently internally and appear to be meeting department objectives.

### Recommendations

This section provides the one formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Recruitment, Retention, and Hiring Practices		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 12 Section II: Hiring, Recruitment, and Retention</i>		
12-1	<p><b>Finding Area – Recruitment and Hiring:</b> The DPD does not have a recruiting plan that supports a specific and focused effort at recruiting and building diversity within the police department.</p> <p>The DPD does not have any full-time personnel dedicated to recruiting.</p> <p>Recruiting within the DPD is assigned to the training and licensing section, but there has been no apparent effort to expand recruiting efforts beyond this unit.</p> <p><b>Recommendation:</b> The DPD should develop a recruiting plan that outlines the goals and objectives of the DPD in building and maintaining a diverse and quality workforce.</p> <p>A good recruiting plan can establish priorities for the recruiting unit, and it also helps those within the department understand the recruiting goals of the department.</p> <p>The recruitment plan should identify the areas where the department will advertise and recruit candidates, including multiple traditional and web-based methods, and it should also outline the relationships between the DPD and various educational and law enforcement training institutions.</p> <p>The plan should also describe the commitment of the department to establishing a workforce that seeks an ethnic, racial, and gender balance that is also representative of the community it serves. Further, the plan should include specific steps and strategies that will be used in order to accomplish these goals.</p> <p>There are multiple considerations to developing a strong recruiting plan, and BerryDunn has compiled a list of considerations that the DPD should evaluate as</p>	 <p>High</p>

Recruitment, Retention, and Hiring Practices		
No.	Issue and Opportunity Description	Overall Priority
	<p>part of its process to develop a recruiting plan. BerryDunn has included this information in Appendix C, under Recruiting and Hiring Considerations.</p> <p>BerryDunn recommends that the DPD establish a recruiting and hiring plan, and that department review this report and the relevant section in Appendix C as part of that process.</p>	

## Chapter 13: Internal Affairs

The Investigative and Administrative Services Section, which is a sub-section of the Administrative Services Division, is responsible for conducting IA investigations for the DPD. This section is staffed by one lieutenant and one sergeant. The purpose of the Investigative and Administrative Services Section is to maintain the professional standards for the DPD. This includes internal affairs investigations, policy development, and technology implementations. Others duties related to this assignment are supervision of the property and evidence staff and rooms, along with animal care and control. Daily work consists of handling all IA complaints, policy development, large-scale projects, video consolidation, records management system, Armor radio replacement.

### I. Complaint Process and Routing

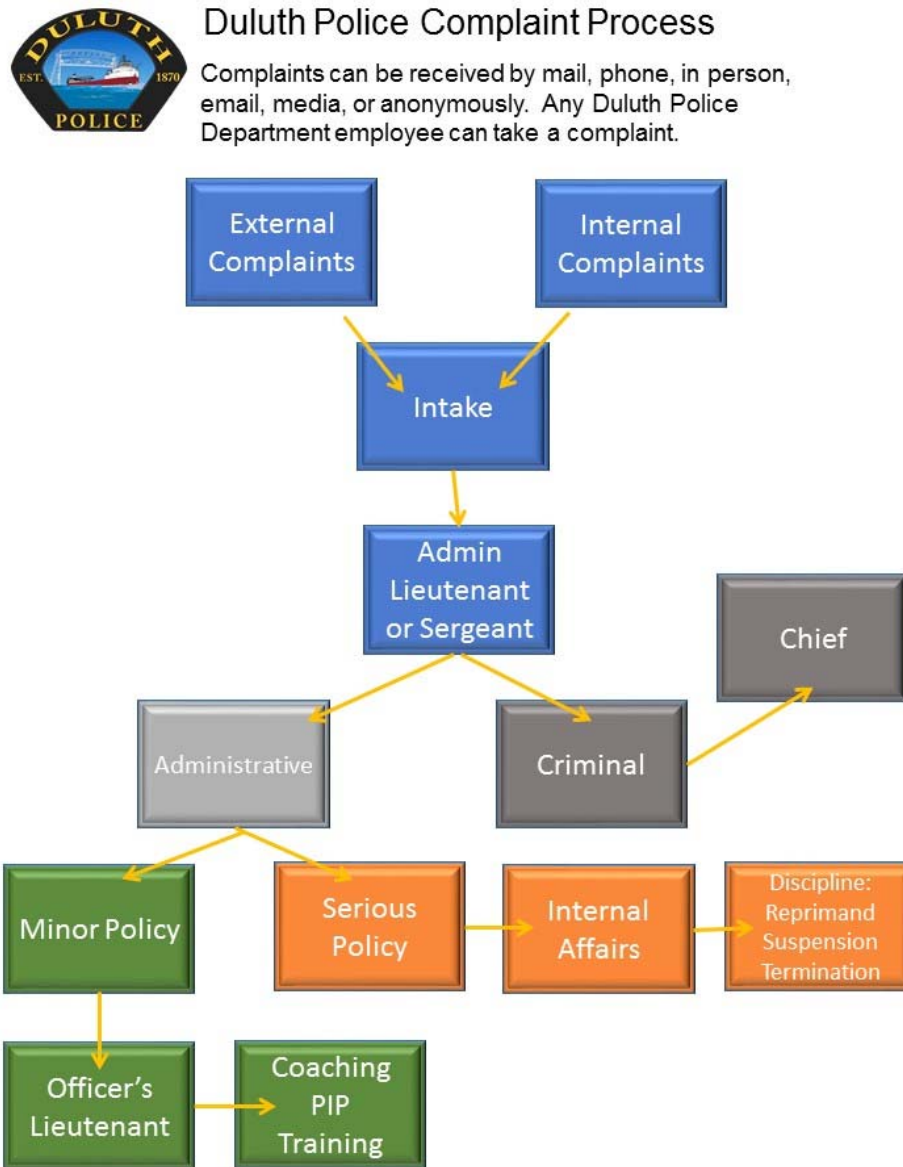
Complaints against department personnel can originate either internally or externally. Community members wishing to file a complaint can file the complaint in person, either in writing or verbally, by phone, or through social media. The DPD also takes anonymous complaints, and these are routed through the office of the police chief. All department staff are expected to receive complaints, if asked, and they are expected to route them to the supervisor and ultimately to the unit lieutenant. For internal complaints, staff typically file the complaint with their supervisor, but they can also talk directly with the IA staff. DPD Policy 1004 outlines the Internal Investigations process.

Generally, all complaints are routed to the IA lieutenant. After review of the complaint, if the IA lieutenant determines that the complaint is not criminal, and it will not result in discipline, the complaint can be routed to the employee's lieutenant for additional action. Regardless of the outcome, all complaints are documented within the IA database.

Figure 19 provides a flowchart for the routing of complaints within the DPD. There are essentially three paths in this process. Serious policy complaints are investigated by the IA staff. These are complaints that have the potential to result in discipline or termination. Minor policy complaints are referred to the supervising lieutenant, who will take appropriate action in the form of coaching, a personal improvement plan (PIP), additional training, or a combination of these items.

Complaints that involve possible criminal activity are forwarded to the police chief. It is important to note here that whenever a complaint is received that involves possible criminal activity, there will be two separate investigations. Due to procedural rules in law, all information gathered as part of a criminal investigation can be used in an internal (civil) investigation; however, the reverse is not true. As a condition of employment, employees can be required to provide information as part of the investigation, but if this information is obtained as a contingency to employment, it may not be used in criminal court. Accordingly, departments must carefully weigh the processes used and the sequence of these processes, to help ensure that the rights of the accused staff member are not violated.

Figure 19: Complaint Routing



Source: Graphic provided by DPD

## II. Dispositions

Numerous reporting and required actions are outlined within Policy 1004. These include notifications to any officer or staff member under investigation (unless notification would jeopardize the investigation) and notifications to the complainant. There is no prescribed timeline within the policy that identifies the expected length of an IA investigation. However, DPD staff informed BerryDunn that they are expected to conclude them within 60 days, and this usually occurs.



Per the DPD policy, complaints against staff will be categorized with one of the following dispositions:

- Unfounded – the allegation is false or not factual.
- Exonerated – the allegation is true but the actions of staff were consistent with policy.
- Not Sustained – there is insufficient evidence to prove or disprove the allegation.
- Policy Failure – the action is not a violation of policy, but the policy is not adequate.
- Sustained – the allegation is supported by sufficient evidence.

As part of this analysis, BerryDunn asked the DPD to provide data regarding complaints against the department and the disposition of those complaints. This data is provided in Table 109.

**Table 109: IA Case Dispositions**

Community Complaint	Exonerated	Not Sustained	Sustained	Unfounded	No Data Entered	Closed No Further Action	Total
2015	7	29	6	12	0	0	54
2016	15	14	15	13	0	0	57
2017	5	13	7	20	0	0	45
2018	21	8	13	10	0	0	52
Employee Performance	Exonerated	Not Sustained	Sustained	Unfounded	No Data Entered	Closed No Further Action	Total
2015	0	0	0	0	4	0	4
2016	0	0	7	1	3	0	11
2017	0	0	13	0	0	0	13
2018	0	0	11	0	0	0	11
Internal Complaint	Exonerated	Not Sustained	Sustained	Unfounded	No Data Entered	Closed No Further Action	Total
2015	0	2	7	1	0	2	12
2016	0	2	7	1	0	0	10
2017	0	1	13	0	1	0	15
2018	1	1	5	0	0	0	7

Source: Police Department Provided Data

Two observations regarding the data in Table 109 are important to mention. First, this table includes data regarding all cases that were forwarded to IA for investigation. As noted previously, some complaints are forwarded to the supervising lieutenant following a preliminary

review, and BerryDunn has no data on how many incidents this involved or what the non-disciplinary actions were for any of those complaints.

It is worth noting that BerryDunn favors complaint processes that allow for resolution at the supervisor level. In many instances, when minor cases are managed at the supervisor level, officers have less stress about the process and are more likely to be comfortable with the outcome. The DPD process appropriately delegates possible discipline cases to the IA investigators and returns non-disciplinary cases to the appropriate supervisor. The only caveat that BerryDunn will add with respect to this process is that some staff told BerryDunn that non-disciplinary supervisor actions are not consistent. Effectively, some supervisors treat certain cases or infractions one way, while others treat them a different way. To help ensure consistency in these processes, BerryDunn suggests that the DPD should have discussions with supervisors about these processes, and that the DPD follow the recommendation on this topic from Chapter 2.

A second notable point of Table 109 that is worth mentioning relates to the types of complaints. BerryDunn notes that there have been a number of employee performance and internal complaints over each of the years shown. The number of employee performance issues and complaints reflected in this table indicates an agency that is self-monitoring and highly ethical. Within these categories, BerryDunn also notes that there are a high percentage of sustained dispositions. This is not surprising, since those who would file an internal complaint or note a performance issue have a strong sense of what is appropriate and what is not consistent with agency expectations or policies. Regardless, the number of sustained complaints provides additional evidence of the accountability and ethical practices of the DPD.

### **III. Oversight**

One of the areas BerryDunn considers when assessing complaint processes within police agencies is the type and level of oversight that is involved. The routing of IA complaints for the DPD involves several steps and multiple layers of internal review by supervisors. This type of process, though perhaps time consuming, is commendable, as it helps ensure that multiple perspectives have been considered and that the final disposition is consistent with policy, departmental philosophies, and legal standards. As mentioned previously, in addition to the supervisory review of these complaints, the DPD also has a citizen review board. Details have been included in Chapter 5 regarding this board.

Based on an overall evaluation, the oversight processes and policies in place for the DPD, IA investigations are sufficient, and they provide for appropriate guidance and monitoring.

### **IV. Policy and Discipline**

As noted, Policy 1004 of the DPD policy manual provides guidance on IA investigations. This policy outlines that preference of the DPD for progressive discipline, except in circumstances that warrant more substantial discipline, due to their nature. The disciplinary actions are provided in ascending order within the policy, and they include the following:

- Advising
- Coaching/Counseling
- Training
- Verbal Reduced to Writing
- Written Reprimand
- Suspension
- Demotion
- Termination

BerryDunn notes that these steps are consistent within the industry. The progressive discipline process is a preferred practice.

Another policy worth mentioning with regard to IA investigations is Policy 332, which relates to critical incidents. This policy provides strong guidance for officers, on-scene supervisors, and investigators regarding the procedures to be used in the event of a critical incident, such as a major use of force incident or other serious incident involving DPD personnel.

These procedures are critical to ensure that all evidence is maintained and that nothing done by DPD staff interferes with or compromises any IA or criminal investigation that might occur later. This policy also provides guidance on how to treat staff following a critical incident, and it helps ensure that their physical and emotional needs are being met.

It is BerryDunn's assessment that this policy is relevant and comprehensive, and that it supports the DPD and the IA function well.

As BerryDunn has mentioned previously, the DPD also utilizes the Minnesota BCA for all officer-involved shootings or serious investigations that need to be outsourced. Again, this is a best practice with the law enforcement industry.

## **V. Tracking and Early Warning Systems**

The DPD uses a central software system called IA Pro to manage all IA complaints and investigations. According to staff, all complaints are recorded in IA Pro, regardless of whether they are treated as a non-disciplinary matter, and referred to the supervising lieutenant. BerryDunn has every confidence that the DPD is noting all complaints received within IA Pro. However, based on feedback from other staff, supervisors are not always consistent in their use of counseling/coaching, or in generating and documenting supervisor notes.

The intent of the any EWS is the well-being of all employees of the organization, and to proactively provide them with the assistance and training necessary to perform their assigned duties in an effective and efficient manner. All supervisors within the DPD have a responsibility to identify and assist those employees that show symptoms of job-related stress and/or performance problems. The EWS is designed as a resource to assist supervisors in identifying these employees. However, if supervisors who follow up on non-disciplinary IA complaints do

not forward outcome data to the IA for entry into IA Pro, some important details may be lost. Moreover, if supervisors generate coaching/counseling or supervisory notes, and these are not entered into IA Pro, it diminishes the value of the EWS. Accordingly, as mentioned in the recommendation in Chapter 2, BerryDunn recommends that the DPD provide appropriate steps to improve the consistency of data entry and monitoring on non-disciplinary actions by supervisors.

### **Summary**

Based on an overall review, the DPD has a strong internal affairs system, which includes appropriate policies and oversight, including both internal and external systems. It is evident that there is a culture of accountability within the organization, and that staff members in the organization value the professional and ethical environment of the DPD.

Despite the positive aspects of the policies at the DPD, there is a concern regarding the lack of feedback and inputs into IA Pro regarding non-disciplinary complaints and supervisory actions. This lack of reporting limits organizational knowledge of officer actions, and it also works against the functional use of an EWS.

### **Recommendations**

BerryDunn has no formal recommendations for this chapter.

## Chapter 14: Conclusion and Staffing Recommendations

BerryDunn's analysis of the DPD suggests that leaders are consciously engaged in running the department in progressive and positive manner, and that those within the organization, from command to line staff, take great pride in providing exemplary service to the public. Irrespective of the recommendations provided, BerryDunn found the DPD to be a full-service, community-oriented police agency that has worked hard to respond to increasing service demands. BerryDunn also noted several best practices and industry-leading aspects of the DPD operation.

In addition to the positive aspects of the work environment observed at the DPD, as the recommendations in this report suggest, there are opportunities for improvement. The three most notable categories of recommendations involve internal communication, staffing, and technology. Although the DPD has taken steps to improve internal communication, and some improvement has been noted, an operational gap remains. Numerous staff reported a willingness to not only know and understand more about department operations, but to have an opportunity to participate in discussions and decisions that will affect them.

Staffing includes the hiring and retention of personnel, the use of non-sworn personnel, and the efficient scheduling and deployment of personnel, particularly of sworn staff. There is also the need to significantly improve the use of technology, both as an internal strategy for strategic use of resources and developing operational efficiency, and as a mechanism for engaging alternative methods of incident reporting to mitigate growing staffing needs and service demands.

During the course of this study, BerryDunn heard from several within the agency that the department is in need of additional personnel. Although BerryDunn agrees that the department would benefit from hiring additional sworn personnel, BerryDunn also notes that the department would benefit from engaging non-sworn personnel in various roles. Combined with using alternative reporting methods, these strategies will help to stabilize the service demands for personnel and will help increase the ability of staff to engage in meaningful community policing activities.

One of the important staffing aspects for the DPD involves establishing a new *operational minimum* level of sworn staffing for the department, which BerryDunn has established at 166, along with a new *authorized* hiring level of 174. Hiring at 174 sworn positions will compensate for consistent attrition and non-operational personnel. These levels will help ensure that optimal operational minimums are maintained, which will lead to the more efficient and consistent delivery of police services for the community. At the same time, there is a need to staff various non-sworn positions, which include the reallocation of personnel and the merging of some units and responsibilities. These efforts are intended to create operational efficiency and to most effectively utilize the resources allocated to the police department.

In addition to the need for personnel, BerryDunn noted significant limitations for the DPD relating to the use of technology. Admittedly, much of these limitations are due to an outdated

RMS, and other peripheral software and hardware applications. The DPD can realize significant improvements in overall efficiency through the use of technology, and, as with the recommendations in this report relating to staffing, BerryDunn strongly recommends working quickly toward these solutions.

As indicated in the beginning of this report, it was necessary for BerryDunn to *freeze* certain conditions in order to conduct this assessment. However, this does not mean that the DPD has been constrained from making various changes during this process. In fact, BerryDunn worked with the DPD during the course of this project to inform key leaders on areas requiring more immediate attention. DPD staff have responded positively in this regard, operating in a process of continuous improvement during the time of this study. Accordingly, some of the recommendations made by BerryDunn have already been acted upon by the DPD, and some others are in queue. At BerryDunn's request, DPD staff have provided a list of these efforts as they relate to the assessment recommendations, and these are outlined in Appendix D of this report.

It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance, and that it is viewed as a valuable resource, not only for the DPD, but also the government officials for the City of Duluth, who work together on behalf of the public to provide policing excellence for the community.

## **I. Staffing Recommendations Summary**

The data in Table 110 provide a composite summary of the personnel and hiring adjustments recommended by BerryDunn in this assessment.


**Table 110: Staffing Recommendations Summary**


Action	Captain / Commander	Lieutenant	Investigations	Officer	CSO	Non-Sworn
Replace Lieutenant Positions with Captain or Ranked Commander Position	2	-2				
Eliminate Part-Time Animal Control Position						-.5
Add Full-Time Animal Control Position						1
Add Full-Time Data Practices Position						1
Add Full-Time General Records Position						1
Eliminate Part-Time CSO Model					-5	
Add Full-Time CSO Model					10	
Add Full-Time Administrative Position to Training and Licensing						1
Add Full-Time Investigator for Elder Abuse/POR Responsibilities in MHU			1			
Add Full-Time Patrol Personnel				8		
Add Full-Time Digital Forensic Evidence Examiner (preferably non-sworn)						1
Add Part-Time Administrative Position to Crime Analysis/Intelligence Unit						.5
<b>Total</b>	<b>2</b>	<b>-2</b>	<b>1</b>	<b>8</b>	<b>5</b>	<b>5</b>




## Appendix A: Findings and Recommendations


This section contains the full list of recommendations from this report, presented in the order in which they appear.


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 2 Section IV: Communication</i>		
2-1	<p><b>Finding Area – Internal Communication:</b> In its current state, internal communication within the DPD is not serving the needs of the organization. (Strategic Plan Item)</p> <p>Based on information from interviews with staff, BerryDunn found that internal communication with the DPD is inconsistent, with many agency members feeling that overall communication, and communication with and between supervisors and command staff, is in need of improvement.</p> <p>Staff report that one of the more common communication strategies is for information to be provided to lieutenants, with the expectation that it will trickle down and through the organization. This strategy has not been fully successful, and it has resulted in inconsistent, incomplete, and sometimes inaccurate messaging. Additionally, information does not always reach each level or unit within the organization, and this has resulted in staff feeling isolated from various operational discussions and decisions.</p>	 <b>High</b>
	<p><b>Recommendation:</b> The DPD should develop an internal communication strategy.</p> <p>Within a policing environment that includes a diversely scheduled 24/7 work force, it is critical to develop communication processes that work to ensure that all messages reach their intended target. This must be done in a timely manner, and it must provide for consistent and accurate messaging. There can never be too many avenues of communication capacity, and redundancy with internal communications can be a positive attribute, especially when combined with operational transparency.</p> <p>BerryDunn recommends that the DPD conduct a series of internal discussions to determine how to improve communications. These discussions should focus on current gaps in practice and establishing ongoing formal mechanisms to overcome any identified gaps.</p>	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section II: Accountability, Ethics, and Integrity</b>		
2-2	<p><b>Finding Area – Internal Accountability:</b> There is a perception of inconsistent internal accountability for staff within the DPD.</p> <p>During interviews with staff, each expressed that the DPD is a highly ethical organization that values performance and accountability. Each interviewed staff member was grounded in their commitment to doing the right thing at the right time. However, although accountability was rated high by everyone interviewed, staff also said that the level of accountability within the organization seems to vary. Staff noted a lack of accountability concerning work product, overlooking discipline issues, and observations of perceived favoritism toward certain employees. Staff also provided examples to BerryDunn regarding perceived inconsistency of disciplinary actions for different staff members who engaged in the same behavior.</p> <p><b>Recommendation:</b> The DPD should examine the current agency-wide accountability system, and establish appropriate procedures for effective and consistent accountability practices.</p> <p>From a broad perspective, accountability for a police department relates to ensuring that the organization is accomplishing its public safety mission. Within this context, the police department is held accountable externally to the community served and the governing body to whom it reports.</p> <p>Internally, personnel who comprise the organization are dependent upon the work efforts and results of every other team member. When those efforts are accomplished and they serve the public safety mission, the department is successful. When the organization has a culture of accountability, both externally and internally, each member then takes ownership over their work and their mission, and consistent high performance becomes second nature. However, when individuals do not perform, and when accountability for inadequate performance is lacking, it can negatively affect the attitude and effort of staff, and this can result in a variety of poor outcomes.</p> <p>For it to be effective, accountability should be fair, consistent, timely, and certain. It is incumbent upon leaders to develop accountability systems and practices that meet these criteria, which also include opportunities for monitoring accountability efforts to help ensure they are producing intended outcomes. BerryDunn recommends that the DPD examine internal accountability practices to help ensure that they meet these criteria, including ongoing monitoring of accountability practices.</p>	 <b>High</b>


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section IV: Communication</b>		
2-3	<p><b>Finding Area – Organization Change Management:</b> The DPD does not have a formal structure in place for managing, implementing, monitoring, or communicating operational change.</p> <p>In 2016/2017, the DPD engaged in a strategic planning process to establish operational goals for the organization. This process was successful in producing a set of goals and action steps for accomplishing those goals. Since the adoption of the plan, the DPD command staff and other key leaders have engaged in a series of actions related to the stated goals. However, many staff members have expressed a lack of knowledge about those changes, or the work or decisions involved.</p> <p><b>Recommendation:</b> The DPD should establish an Operations Improvement Committee (OIC), to support internal improvements and changes within the organization.</p> <p>Although much prior work on operational changes within the DPD has already been done, particularly in relation to the strategic plan, internal involvement and messaging has not been consistent. This has resulted in staff feeling disenfranchised and separated from the decision-making processes, and in many cases, a perception of inaction by organizational leaders.</p> <p>Change within organizations is difficult, and police departments are no exception. Although there are myriad reasons why organizational changes ultimately fail, implementation issues are a key cause for these failures. Having an intentional process for change is a critical element in ensuring success, and this starts with having the right people involved from the beginning. Engaging multiple people within the organization, from varied areas and assignments, will help provide a broader perspective, but it will also foster involvement and communication throughout the department.</p> <p>The DPD is in the midst of significant change relating to the strategic plan, and additional changes will no doubt occur as a result of this report. The department is also in the planning process of implementing a new RMS. These in-progress and pending changes demand an organizational change management structure to help ensure success, and BerryDunn recommends that the DPD develop an OIC to assist with these processes.</p>	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section VI: Mentoring and Coaching</b>		
2-4	<p><b>Finding Area – Personnel Development:</b> The DPD does not have a formal staff development system that includes coaching, mentoring, or succession planning. (Strategic Plan Item)</p>	


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p>Although new officers at the DPD are provided a mentor as a point of contact within the organization during their first year of employment, there is no formal coaching or mentoring program within the department, and there is no formal system of succession planning. Based on interviews with staff, it is evident that some supervisors coach and mentor certain team members on their own, including identifying those they feel might be good leaders in the future. However, this system has been done informally, and not everyone is afforded the same opportunities.</p> <p>The lack of a personnel development system is not exclusive to line-level staff. Supervisors also expressed that there is no formal system of mentoring, coaching, or training for them in their supervisory roles.</p> <p><b>Recommendation:</b> The DPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.</p> <p>Career development and succession planning programs involve a structured process that provides for individual growth, exposure, and development at all levels of the organization. These programs help individuals to be more productive, efficient, and effective in their current roles, which increases job performance and improves overall job satisfaction. In addition, these programs also prepare individuals to ascend to leadership positions, if they are interested in that progression.</p> <p>Regardless of whether certain persons ascend the promotional ladder, the development of personnel and providing them with enhanced training helps staff to see the organization through the lens of organizational leaders, and this broadens their perspective.</p> <p>In order to help ensure success within each operational role and to prepare those within the department for promotion to supervisory and command-level positions, the department must create an atmosphere that not only encourages personnel development, but one that specifically prepares staff for those opportunities through an intentional process. BerryDunn recommends that the DPD develop a formal coaching, mentoring, and succession planning program for staff, and that the program be implemented both in policy and practice.</p>	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section VI: Mentoring and Coaching</b>		
2-5	<p><b>Finding Area – Supervisor Notes Documentation:</b> There is a lack of consistency of documentation regarding supervisor notes pertaining to followers. The DPD uses IA Pro to document professional standards/internal affairs complaints and to record disciplinary actions for employees. Although these entries are consistently accomplished through staff assigned to these responsibilities, documentation of supervisor notes and non-disciplinary actions by</p>	

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p>supervisors is not consistent. This lack of consistency works against confidence in the system, while diminishing the potential for the system to act as an early warning system (EWS).</p> <p><b>Recommendation:</b> The DPD should develop a policy and procedure relative to the recording of non-disciplinary supervisor notes.</p> <p>The DPD uses IA Pro as its triggering EWS, and the details of these processes are included in DPD Policy 1016. The purpose of an EWS is to identify any pattern of behaviors, or a combination of behaviors by an employee, that may be affecting their performance or may otherwise indicate that the employee requires guidance and/or assistance. The key EWS factors for the DPD are included within Policy 1016.</p> <p>At present, there does not appear to be a clear policy regarding the collection, tracking, or disposal of supervisor notes. As a result, some supervisor/coaching notes may be entered into IA Pro, while others may not. In larger busy workplaces, ensuring that there is consistency can present a challenge. However, without a set of guiding policies to govern a particular practice, inconsistencies will be likely.</p> <p>BerryDunn understands that supervisor/coaching notes are non-disciplinary, and also recognizes that as the documentation of any supervisor-to-follower interaction increases, there is a greater sense of formality. As this formality increases, many officers and staff feel as though the process has shifted into the disciplinary arena. Despite these concerns, the value of an EWS increases with the inclusion of additional information, and supervisor notes often include minor details or nuances that might go unnoticed if they are retained independently and not considered collectively. Accordingly, BerryDunn recommends that the DPD develop a policy and procedure for uniform collection, retention, storage, and review of all supervisory notes. Additionally, BerryDunn recommends that this process be developed in conjunction with representatives from the respective labor associations.</p>	


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 2 Section VII: Performance Appraisals</b>		
2-6	<p><b>Finding Area – Performance Appraisals:</b> The current performance evaluation system is generic and is considered marginally useful at all levels of the DPD organization. (Strategic Planning Item)</p> <p>The current system was designed by human resources for the City of Duluth. The format is generic and does not include any job-specific evaluation. The system does not provide any standards or measurements, and it does not include any standardized mechanism for personnel development and/or monitoring of goals. Staff within the DPD, sworn and non-sworn, expressed their displeasure with the lack of specific information pertaining to their individual positions.</p>	 <b>Medium</b>

Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	<p><b>Recommendation:</b> The 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>To achieve its public safety mission, the DPD must depend upon satisfactory work performance from all its employees. From an accountability standpoint, this means that staff should know what is required of them, and there should be a process to evaluate their performance against those expectations. Although the appraisal forms reviewed by BerryDunn appear to solicit some good information from both the employee and the supervisor, they do not include performance standards and measures, and they are general in nature. In addition, there is no process for personnel development and no system for monitoring progress against goals or future development opportunities.</p> <p>One of the key areas noted by staff, and a concern shared by BerryDunn, is the generic nature of the current system and the lack of job-specific evaluative criteria. Ideally, each performance appraisal should be tailored to each assignment and include criteria and measures that can be assessed against the performance of that employee. Although a formalized job task analysis provides one mechanism for the development of such standards, this is an arduous process, which can be time-consuming and expensive. Alternatively, the DPD could develop a small number of KPAs for each position, and these could be incorporated into the process.</p> <p>It is imperative that staff have some level of confidence in the appraisal system in use, otherwise, staff will find little value in going through the process, and it will become simply a perfunctory duty. To help ensure that the system in use in Duluth is valued and worthwhile, BerryDunn recommends that the DPD engage a collaborative process to design a system that will better suit the needs of the staff and the organization.</p> <p>BerryDunn notes it is important to point out here that human resource departments often have very sound reasons for the layout of the performance appraisals they produce. Accordingly, it is critical to include representatives from human resources in this process.</p>	


Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 2 Section IX: Workforce Survey</i>		
2-7	<p><b>Finding Area – Organizational Culture and Climate:</b> The culture and climate survey includes substantive feedback from staff that highlights several areas of concern.</p> <p><b>Recommendation:</b> The DPD should review the quantitative and qualitative survey responses and consider any appropriate actions</p>	 <b>Medium</b>




Organizational Leadership and Culture		
No.	Issue and Opportunity Description	Overall Priority
	The organizational climate survey provides organizational leaders with substantive data to consider, which reflects various perspectives of staff. However, the true value in this information is not in what it conveys, but rather, in what categories this information prompts additional inquiry, discussion, and action. BerryDunn encourages the leadership at the DPD to examine the survey information from this section and consider engaging in follow-up in the appropriate areas.	


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section I: Organizational Structure</b>		
3-1	<p><b>Finding Area – Organizational Structure:</b> The DPD can improve the operational efficiency of the organization by making adjustments to the organizational structure, including restructuring of oversight roles. (Strategic Plan Item)</p> <p>BerryDunn observed that several units and sub-units are not included in the organizational chart.</p> <p>The east and west commanders who oversee the COP section do not have authority over the direction of patrol resources.</p> <p>There are many different investigations units, most of which are small and have challenges in managing peak or unusual volumes. This has resulted in temporary assignments of investigators to other units to support them.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should adjust the organizational structure and organization chart.</p> <p>The DPD should make adjustments to the organizational structure and oversight responsibilities for community policing and patrol. These adjustments should include adding supervisory authority for the direction of patrol units to respond to intelligence-led policing (ILP) and other data-driven strategies that support COP and crime mitigation.</p> <p>The DPD should examine the units and job duties of the investigative units, and consider merging units that perform similar functions or manage similar crime activity. Consideration should also be given to spans of control.</p> <p>The DPD should ensure that all relevant functional units are represented on the organizational chart. Revising the organizational chart should be done in consideration of the recommendations of this assessment and may involve moving units within the organizational structure.</p>	





Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments.</i>		
3-2	<p><b>Finding Area – PIO:</b> The PIO for the DPD has limited experience in law enforcement and would benefit from additional exposure to police department units and their operations.</p>	 Critical
	<p><b>Recommendation:</b> Expand PIOs Knowledge of Police Operations.</p> <p>Due to the nature of the position, the PIO is oftentimes the most visible and accessible person within the police organization. This role is very important in building and maintaining public trust with the community as well as in educating the public on various department operations. Developing a deep understanding of the varied department units and their objectives, processes, and methodologies is a key element in optimizing the effectiveness of the person in this role.</p>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</i>		
3-3	<p><b>Finding Area – Animal Control:</b> 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>Staff explained that they must care for housed animals seven days per week, and that the 2.5 staff members allocated to the unit are taxed in their ability to manage this function and carry out other expectations.</p> <p>The DPD has experienced a 31% increase in Animal Disturbance calls over the past three years, with no apparent mechanism to manage the increased volume. Equipment in use by staff is described as antiquated, and the facility is likely in need of updating.</p>	 Medium
	<p><b>Recommendation:</b> The DPD should convert the part-time staff member of the Animal Control Unit to full-time. In addition, the 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>The operational review should include the following:</p> <ul style="list-style-type: none"> <li>• Line-level staff training</li> <li>• Supervisor training, including industry best practices</li> <li>• Review of equipment, including technology and software</li> <li>• Facility review</li> <li>• Operational review, including follow-up and proactive animal control needs and expectations</li> </ul> <p>BerryDunn also wishes to point out that the staffing recommendation provided here is predicated on an expectation that the DPD will convert the CSO program to a full-time unit, and that staff from that unit assist with animal control functions.</p>	


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	If the DPD does not expand the CSO Unit, and/or if the DPD does not add animal control duties to the CSO Unit, additional staffing for the Animal Control Unit would likely be required, if proactive animal control duties are an expectation for this unit.	


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-4	<p><b>Finding Area – Records and Support:</b> 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. The volume of data requests is equivalent to 20 requests per day. Although some requests are easy to process, data releases must conform to strict standards to avoid violating state law.</p> <p>The number of cases that require crime coding and the number of dictated reports that require transcription are significant. Although the Records Unit has several people who perform these functions, they are having difficulty managing the workload volume. This is supported by an expression by prosecutors that there have been delays in receiving transcribed case files, particularly for arrested subjects who are awaiting arraignment.</p> <p><b>Recommendation:</b> The 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>Although BerryDunn is making a recommendation to add two personnel to this unit, it is possible that adding these staff will not fully resolve workload imbalances. However, the Records Unit has not quantified current work demands, and this would be necessary to justify additional staff. In addition to adding the two staff members, BerryDunn also recommends quantifying and tracking staff efforts in the records area.</p> <p>BerryDunn is also aware that the DPD is in the process of acquiring a new RMS. When the new RMS is implemented, it may shift workload burdens and even alter the time associated with certain tasks. BerryDunn recommends that records staff quantify the workload demands of the new system, as compared to prior metrics, and as a means to inform decision makers regarding future staffing needs.</p>	


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</i>		
3-5	<p><b>Finding Area – CSOs:</b> Expanding the role of the part-time CSOs to a full-time unit would provide substantial benefits to the organization and reduce the obligated workload burden for patrol.</p> <p>The CSOs have been successful in performing work at the front desk of the DPD, managing walk-in reports and reports that have come into the DPD by phone or the online reporting system.</p> <p>There are numerous other tasks that the CSOs can perform, which do not require a sworn officer, and which would remove this obligated workload burden from patrol.</p> <p><b>Recommendation:</b> The 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>Based on information provided to BerryDunn, the DPD has already given significant consideration to expanding the use of CSOs for various operational duties. BerryDunn sees significant value in shifting duties from patrol staff to CSOs, as this would ease the workload burden for patrol staff. In addition, there are other functions within the DPD that could benefit from a full-time CSO Unit, including animal control.</p> <p>Based on the need to staff a TRU, manage online reporting, and support patrol operations, BerryDunn recommends moving to a full-time CSO Unit with 10 full-time personnel. It is possible that the department might benefit from reserving a certain number of these positions for part-time staff, as not everyone who might have an interest in these positions will have the capacity to work full-time. This is an issue that the DPD should consider as part of the expansion of this unit. In any case, it will require 10 FTEs to appropriately staff this unit, as recommended by BerryDunn.</p> <p>BerryDunn also recommends that the DPD consider the placement of this unit with the organization, and overall supervision of these personnel. Given the level of effort that this reorganized unit will dedicate to patrol, BerryDunn recommends that the DPD consider moving this unit to that division.</p>	 <p>High</p>

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</i>		
3-6	<p><b>Finding Area – Training and Licensing:</b> 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>This section manages licensing and inspections for various transportation services, alcohol, gambling, and tobacco, and gun permits. The section is also</p>	 <p>Medium</p>


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	<p>responsible for all department training, including in-service training, and post-hire academy training.</p> <p>This section currently has no administrative non-sworn staffing to assist with administrative duties.</p> <p>Although this section manages a substantial workload, this has not been quantified.</p>	
	<p><b>Recommendation:</b> The 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>	

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-7	<p><b>Finding Area – MHU:</b> The DPD has established a MHU to service the segment of the population within Duluth that is suffering from mental illness and addiction. This unit has been highly successful but has limited data to support unit expansion. This unit is serving a population that includes community members who are highly susceptible to elder abuse or are classified as vulnerable adults. This is an overlap with other efforts within the SCAN Unit in investigations.</p> <p><b>Recommendation:</b> The DPD should develop metrics for tracking the workload of the MHU. The DPD should increase staffing of the MHU by one sworn officer to manager elder abuse and POR duties, and to support the MHU.</p> <p>Based on data reviewed by BerryDunn, the MHU has had significant success in providing positive outcomes for a targeted section of the community population. The community collaboration and efforts of the MHU are an example of industry best practices, and they have resulted in improvements in quality of life for many of the people the MHU has worked with, as well as reducing overall workload for the police department. Although the MHU has demonstrated success, there is limited data to quantify and express this unit’s workload.</p> <p>Investigators within the SCAN Unit are currently responsible for managing vulnerable adult and adult abuse cases. Many cases of this nature overlap with the population the MHU is serving. In addition, the SCAN Unit is responsible for POR and monitoring of these individuals. There is a need within the SCAN Unit to provide relief for this workload. There would be significant benefits and synergies in shifting this work burden to the MHU. BerryDunn recommends creating one additional uniformed investigations position within MHU to manage elder abuse/vulnerable adult cases and to assume the POR responsibilities. This investigator could also provide support to the MHU as an additional resource.</p>	 <b>Medium</b>

Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</b>		
3-8	<p><b>Finding Area – Bike Patrol:</b> The 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>The DPD uses bike patrol officers to provide additional resources in areas identified through the crime meeting process. Bike patrol officers also patrol areas of the community with high pedestrian volume, to provide opportunities for proactive and positive connections with those in the community.</p> <p>The Bike Patrol Unit is staffed primarily with SROs, who do not have school duties during the summer months. Additional staffing for this unit occurs through the use of COP officers and overtime for other bike patrol officers.</p> <p><b>Recommendation:</b> The 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>From an operational perspective, the use of overtime is generally regarded as a means to support emergencies, and unexpected or unplanned events. When it is possible to plan for staffing needs, the typical expectation is that the department will plan its work schedule to meet those demands. The rationale for this principle is that staffing costs are increased when overtime is used, and using staff at a standard rate can reduce costs, and/or create opportunities to increase overall staffing in other areas.</p> <p>Although departments should typically avoid using overtime for general staffing purposes, this is not always possible or reasonable. In some cases, adding a sufficient number of staff may be prohibitive from a cost standpoint, or because the reallocation of other internal resources may come at an operational cost for another unit.</p> <p>For the DPD, however, it may be possible to engage in other staffing models to avoid paying overtime. These could include reallocating certain patrol staff to bike patrol within their designated areas, or using a flexible work schedule to assign additional staff to bike patrol duties on a limited basis. BerryDunn recommends that the DPD examine staffing for the Bike Patrol Unit, in conjunction with other personnel deployments, to determine whether a more effective model is available.</p>	 <b>Medium</b>


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 3 Section VII: Civilianizing Staff and Reallocating Duties</b>		
3-9	<p><b>Finding Area – Civilianizing Staff and Reallocating Duties:</b> In some non-sworn roles within the 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>	 <b>High</b>


Operations and Staffing		
No.	Issue and Opportunity Description	Overall Priority
	<p>Reallocating certain non-complex job duties to administrative personnel would reduce the costs of those services, and improve operational efficiency and value for certain non-sworn personnel.</p> <p>The DPD should conduct a review of all positions to determine viability of civilianizing positions.</p> <p><b>Recommendation:</b> The DPD should engage in a job task analysis for those in non-sworn roles to determine if certain job tasks could be reallocated to administrative personnel.</p> <p>Performing a job task analysis can be an exhaustive process. If the DPD prefers, it could engage a firm to assist with this task. Doing so could reveal areas in which efficiencies could be gained, and this may be of interest to the DPD.</p> <p>However, it would be possible for the DPD to conduct this process internally, particularly if the focus of the inquiry is narrow. Once the information is gathered, the DPD should be in a position to determine whether it would be appropriate to shift certain duties and responsibilities to administrative staff, and this may include adding administrative staff to manage this volume.</p>	

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</b>		
4-1	<p><b>Finding Area – Report Processing and Review:</b> The report writing and case review process in use by the DPD is inefficient and at times inconsistent. The system does not formally engage the use of solvability factors as an assessment tool in determining which cases should be activated for additional investigation.</p> <p>At present, officers self-refer cases to investigations. The review of these referrals is done by line investigators, and this may lead to inconsistency between reviewers. Line investigators do not have supervisory authority over those who write reports and conduct preliminary investigations, and the review of all referred cases is a significant drain on the time of investigators. Although they are outlined in policy, there is either an inconsistent or ineffective use of solvability factors as part of the report/case review process.</p> <p><b>Recommendation:</b> The DPD should revise the report review and investigations referral process</p> <p>Effective case review systems should provide a level of quality control, ensure that all cases are reviewed so that no cases are overlooked, and provide for an assessment of which cases should be activated for additional investigation, based on standardized criteria.</p> <p>BerryDunn notes that the current process within the DPD includes a redundant review of many cases, and that the process is inefficient. Adjusting the case review process to remove investigations personnel from the process, where</p>	 <p>Medium</p>




Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>appropriate, could save precious time that investigators could dedicate to case investigations.</p> <p>The consistent use of solvability factors helps ensure more thorough preliminary investigations and allows for easier evaluation of cases for investigative assignment. The new report/case review system should formally adopt and incorporate solvability factors. BerryDunn is aware that the new RMS the DPD will be implementing has this capacity.</p> <p>BerryDunn recommends that the DPD consider revisions to the report/case review system to maximize efficiency and improve consistency.</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</b>		
4-2	<p><b>Finding Area – In-custody Reports:</b> 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.</p>	 Critical
	<p><b>Recommendation:</b> Revise In-Custody Report Process</p> <p>The report writing and case review process within the DPD has many layers, including dictation and transcription, referral for review, approval, and forwarding for additional action. BerryDunn has observed the potential for inconsistency and delays within the current process, and these are most critical relative to those who are in custody, due to the time-sensitive nature of providing this documentation to prosecutors.</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section III: Calls for Service Analysis</b>		
4-3	<p><b>Finding – Patrol Zones:</b> The CFS volumes within the patrol zones are unbalanced, contributing to operational and CFS response issues. CFS response times are elongated, in part, due to staffing and geographic distribution.</p>	 Medium
	<p>Balancing patrol zone volumes will contribute to improved community policing efforts by officers.</p> <p><b>Recommendation:</b> The DPD should examine the patrol zones and revise their structure and the associated personnel allocations.</p>	




Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>BerryDunn favors the use of a patrol zone structure for several reasons, including workload management, response times, a broad distribution of personnel, and deployments that support community policing efforts.</p> <p>The department should evaluate the size and structure of the current zones to determine whether adjustments should be made. This should include consideration of the volume of each zone, as well as geographic boundaries.</p> <p>The department should ensure proper staffing of each patrol zone, based on CFS volumes, as identified in this report, or as adjusted, based on any zone revisions.</p> <p>The staffing and deployments of personnel should be designed to minimize out-of-zone response.</p> <p>Although it is tied to work schedule design, the DPD should deploy personnel consistently within zones, in keeping with the concept of geographic policing and in order to support continuity of staffing as part of an overall community policing strategy.</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section IV: Patrol Staffing Analysis and Calculations</b>		
4-4	<p><b>Finding Area – Supplanting:</b> Numerous units with the DPD that are not assigned primary patrol and CFS responsibilities assume primary CFS duties on a case-by-case basis. This process is referred to as supplanting.</p> <p>Based on a review of the data in CAD, there is substantial supplanting of the Patrol Division by various officers. At present, there is no clear method to identify the level of supplanting occurring.</p> <p><b>Recommendation:</b> The DPD should establish a supplanting CAD code that clearly identifies that the CFS response was managed by a non-patrol unit on behalf of the Patrol Division.</p> <p>At present, various non-patrol units within the DPD assist the Patrol Division by taking CFS, when the patrol units are too busy to handle them. Supplanting artificially lowers the obligated workload for patrol, and makes a full analysis of the data difficult.</p> <p>BerryDunn recommends that the DPD add a disposition code of <i>Assist Patrol</i> within CAD, and that non-patrol personnel use this code when taking a CFS for patrol. This will make future analysis of the obligated workload easier and more accurate.</p>	 <b>Medium</b>


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</i>		
4-5	<p><b>Finding Area – Patrol Staffing:</b> The staffing levels in patrol are not optimized and do not meet operational demands.</p> <p>Based on a strict obligated workload analysis, the allocation of 72 patrol officers appears sufficient to meet CFS volume. However, this number is not sufficient to optimize staffing levels and personnel distributions throughout the community.</p> <p>Although the obligated workload volume is balanced with staff distribution, an analysis of other factors suggests the need for additional patrol resources.</p>	 High
	<p><b>Recommendation:</b> The DPD should add eight patrol officers to primary CFS response in the Patrol Division.</p> <p>Based on a thorough analysis of the obligated workload for patrol, BerryDunn calculates that the DPD needs to add eight officers to the Patrol Division in order to achieve the minimum staffing level required to achieve optimal efficiency.</p> <p>This recommendation presumes adjustments to the zones within the city to balance CFS volumes. If these adjustments are not made, additional patrol staff would be required to efficiently manage CFS and workload demands.</p>	

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 4 Section II: Patrol Call Load and Distribution of Calls for Service</i>		
4-6	<p><b>Finding Area – Operational Minimums and Authorized Hiring Levels:</b> Hiring levels at the DPD do not account for attrition rates.</p> <p>Hiring for officers at the DPD occurs when there are vacancies. Because of the lag-time associated with hiring and providing initial training for officer personnel, the DPD is constantly operating at less-than-optimal levels.</p>	 Medium
	<p><b>Recommendation:</b> In collaboration with city leaders, the DPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.</p> <p>It is important that the DPD ensure that the department is fully staffed at a level that is optimally efficient. Staffing at this level supports the full range of departmental services and contributes to maximizing the outputs of each unit and sub-unit within the department. Once the minimum operational level has been established, the city and the police department need to take steps to maintain staffing at that level. Due to attrition rates, non-operational personnel rates, and the lag-time involved in hiring and staffing sworn positions, the authorized hiring level must be adjusted. The authorized hiring level should be sufficient to overcome projected attrition and non-operational positions within the department.</p> <p>Based on the overall assessment of the DPD, BerryDunn recommends a minimum operational level of 166 officers; this will require an authorized hiring at a</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>rate of 174 to maintain minimum staffing for the agency. The numbers here reflect the following:</p> <p>Current Sworn Staffing: 157            Additional Sworn Staffing: 9            Estimated Attrition Rate: 8            Authorized Hiring Level: 174</p> <p>These numbers assume a consistent attrition rate. BerryDunn is aware that the DPD has many sworn staff who are close to retirement. The DPD should monitor these staff, and adjust the authorized hiring level in advance of their retirement, to help ensure the minimum operational level of 166 officers is consistently maintained.</p>	


Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section IV: Patrol Staffing Analysis and Calculations</b>		
4-7	<p><b>Finding Area – Patrol Work Schedule:</b> The patrol work schedule for the DPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department. (Strategic Plan Item)</p> <p>The patrol schedule lacks flexibility and consistency, the rotation exceeds 2,080 hours, it does not minimize the use of overtime or appropriate staffing in all patrol zones, and it does not adjust to peaks and valleys in leave time.</p> <p>Because of continuity of scheduling issues, the current patrol work schedule does not consistently align with geographic policing expectations, and this reduces the ability of the department to fully engage COP work in each of the patrol zones.</p> <p><b>Recommendation:</b> The DPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.</p> <p>Based on the numerous data provided, it is evident that the current work schedule in use by the DPD is not maximizing the use of personnel. Overall, the schedule lacks the flexibility to adjust to leave varied periods and lacks continuity of staffing. BerryDunn understands the complexities in making adjustments to the patrol work schedule. Patrol staff are significantly affected by these changes, and those adjustments can impact the lives of staff in a variety of ways. During interviews, virtually all levels of personnel discussed their apprehension regarding possible changes to the work schedule. Although BerryDunn recognizes and understands these apprehensions, the current work schedule is not serving the agency well.</p> <p>BerryDunn recommends that the DPD engage a committee to review the work schedule, in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs.</p>	 <b>High</b>

Patrol Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 4 Section VI: Alternative Response</b>		
4-8	<p><b>Finding Area – Alternative Reporting:</b> Improvements and enhancements to the TRU and online reporting system will improve operational efficiency for the DPD. (Strategic Plan Item)</p> <p>The DPD currently uses CSOs on a part-time basis to staff the desk in the lobby of the police department and to take phone reports. The system is working, but maximizing the use of the TRU will require supplemental staffing.</p> <p>The DPD also uses an online reporting system, but the number of reports received annually is low.</p> <p><b>Recommendation:</b> The DPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU and online reporting systems. Although the DPD already takes a number of phone reports, the DPD would benefit from extended and consistent staffing of a TRU. This would help ensure that personnel would be available on a consistent basis to accept these calls and to take these reports.</p> <p>Similarly, the DPD has an online reporting system that is currently underutilized. The DPD should expand the types of reports available within this system, and ensure that proper routing protocols are in place.</p> <p>Overall, the DPD should promote the use of these systems with staff, with the communications center, and within the community. As the community becomes more aware of their availability, a portion of the work will naturally shift to these areas.</p> <p>Increasing capacities in these areas will benefit the community, as it will increase the community’s access to these services based on personal needs. Improving alternative reporting for the DPD will also reduce the obligated workload for patrol and provide additional capacity within the Patrol Division.</p> <p>One of the important considerations in fully implementing these processes involves gently guiding the public toward these resources. BerryDunn has spoken with personnel within the St. Louis County communications center who were open to working with the DPD on creating protocols for these purposes.</p>	 <b>Medium</b>

Community Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 5 Section I: Community Policing</b>		
5-1	<p><b>Finding Area – Community Policing:</b> Although the 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. (Strategic Plan Item)</p> <p>Patrol officer COP activity has been limited and hampered by staffing levels and personnel deployment issues.</p>	 <b>Medium</b>


Community Engagement		
No.	Issue and Opportunity Description	Overall Priority
	<p>The DPD has provided a mechanism for documentation of COP efforts, but the process lacks the capacity to track specific activity, accomplishments, or efforts by officers.</p> <p>It is evident that the DPD has promoted COP as a departmental philosophy and objective, and the activities of the COP unit, and the department as a whole, demonstrate significant effort. Even within patrol, there is evidence of effort on the part of patrol officers. However, it is clear that these efforts could be improved.</p> <p><b>Recommendation:</b> The 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>The established expectations should include strategies for building community relationships, and specific goals, policies, and objectives. These steps will create an agency-wide philosophy of proactive community interaction and establish formal responsibility to each employee of the agency and their importance to the overall success of the department.</p> <p>Based on interviews with staff, it appears that there may be a disconnect regarding the role of officers in attending community forums. This may be associated with a communication flaw where officers do not understand the nuances of community engagement, or why they are assigned to do certain tasks.</p> <p>The DPD should take several steps to encourage more consistent community policing efforts by staff. BerryDunn has provided several possible actions the DPD may wish to consider.</p> <ol style="list-style-type: none"> <li>1. Each new officer should be required to engage in a community-based project as a part of their field training. This will not only benefit the community, based on the outcome of their work, it will also solidify an understanding of the processes involved in these projects. This will benefit both the new officer and the FTO who must oversee the project.</li> <li>2. The DPD should provide periodic in-service training on community policing to staff, to include examples of successful projects and strategies officers have used, either internal or external to the DPD.</li> <li>3. As indicated previously, the DPD should fully embrace the concept of geographical policing, and strive to establish continuity of personnel deployments within designated zones or geographic areas. This type of focused deployment should aid officers in understanding that section of the community and its unique needs, and assist officers in building relationships and trust within the community, particularly within their assigned work area.</li> <li>4. The DPD should establish expectations for COP activity and a mechanism to capture this data. This information should be used as part of the performance evaluation, and as a mechanism to monitor COP activities by officers.</li> <li>5. The DPD should review the sections on COP within the SRO manual, and use this information as a springboard to develop a greater level of understanding of COP within the organization.</li> </ol>	


Community Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 5 Section VII: Impartial Policing</b>		
5-2	<p><b>Finding Area – Impartial Policing:</b> The DPD does not regularly collect perceived race and gender data on all law enforcement related contacts. Additionally, the DPD does not collect outcome data from all law enforcement related contacts. Documentation of complete and consistent demographic data by police agencies is necessary to provide complete supporting data to assess compliance with laws prohibiting bias-based profiling and address community complaints and concerns. Collected data should include gender, perceived race, and outcomes (e.g., cited, arrested, searched, warned, handcuffed).</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should collect subject and outcome data from all law enforcement related contacts.</p> <p>Given the societal concerns over biased policing, it is important for the DPD to consistently collect perceived race and gender data regarding all community member contacts that result in any type of documentation of police efforts. In addition to collecting this data, the DPD should also ensure the collection of data that document what occurred within the contact or as a result of the contact. This includes, for example, documenting whether the contact resulted in a warning, citation, arrest, pat-down or other personal search, a search of the person’s vehicle or other property, or whether the person was detained and/or handcuffed.</p> <p>Additionally, because the DPD engages in proactive policing and data-driven policing efforts, and it intends to expand these efforts, BerryDunn recommends collection of activity data (e.g., officer-initiated, directed patrol, hot spot assignment) in concert with collecting perceived race, gender, and outcome data, as the two datasets are often intertwined.</p> <p>Person data should be collected on all police-related contacts (this includes SIFA, but excludes general COP activities).</p> <p>If possible, perceived race data should be a hidden field within RMS that does not appear on a police report unless it involves an arrest.</p>	

Juveniles and Youth Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 6 Section I: Policies</b>		
6-1	<p><b>Finding Area – Juvenile Offense Notifications:</b> The 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.</p>	 <b>Critical</b>
	<p><b>Recommendation:</b> Provide Juvenile Offense Notifications to Schools</p> <p>Under Minnesota law, police agencies are required to report juvenile alcohol or drug violations to school chemical abuse pre-assessment teams. In addition, law enforcement is required to notify schools if there is probable cause to believe that</p>	





Juveniles and Youth Engagement		
No.	Issue and Opportunity Description	Overall Priority
	a juvenile committed (1) an adult crime, (2) the victim is a student or staff member, and (3) notice is reasonably necessary to protect the victim. These notifications benefit the school system, but also have ancillary benefit to the SROs working for the DPD.	


Juveniles and Youth Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 6 Section III: School Resource Officers</b>		
6-2	<p><b>Finding Area – SROs:</b> The use of SROs 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, the DPD does not provide consistent focused efforts in engaging youth at area elementary schools.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should increase youth engagement at the elementary schools.</p> <p>BerryDunn recognizes the substantial efforts of the DPD in engaging youth. This includes numerous programs, community initiatives, youth centers, and through the SROs. However, elementary-aged students have a need to develop positive relationships with police officers, and there is ample evidence around the country that points to the value of these interactions.</p> <p>BerryDunn recommends that the DPD examine this issue to determine ways in which the DPD can increase officer presence within the elementary schools. This could involve assigning additional staff as SROs, or utilizing patrol staff as liaisons within their patrol zones.</p>	


Juveniles and Youth Engagement		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 6 Section III: School Resource Officers</b>		
6-3	<p><b>Area Finding – SROs:</b> The SRO 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).</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should equip the SRO squad cars with the same technology that is deployed in the standard patrol units.</p> <p>Adding computers and other peripherals to the SRO squads would improve their efficiency. This would also allow the SROs to use these vehicles during the summer months when schools are not in session. Additionally, these vehicles could act as a backup to supplement the patrol fleet, if needed.</p>	




Dispatch/Communications		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 7 Section II: Call Routing and Dispatching Protocols</b>		
7-1	<p><b>Finding Area – CFS Routing:</b> Call holding and stacking of CFS within the dispatch center is contributing to inaccurate response time data and elongated response times.</p> <p>There is a lack of consistency and policy relating to how dispatch should manage CFS that come in for a specific patrol zone in which the officer is busy.</p>	
	<p><b>Recommendation:</b> The DPD should work with the SLCECC to develop a policy and consistent procedure for distribution of CFS for zone units that are in a busy status.</p> <p>At present, there is no current defined method for distribution of priority 1 or 2 CFS within the SLCECC. BerryDunn recommends that the DPD and SLCECC should have a policy relating to immediate distribution of any priority 1 or 2 CFS. Consideration should be given to establishing time triggers for other priority CFS, so that they do not remain in a held or stacked status for longer than a specified period.</p> <p>The DPD should give strong consideration to the role of the shift supervisor in managing these processes. Additionally, the DPD may wish to consider using AVL for priority 1 and 2 CFS when the area unit is not available.</p>	


Dispatch/Communications		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 7 Section II: Call Routing and Dispatching Protocols</b>		
7-2	<p><b>Area Finding – Multi-Unit Dispatching:</b> There is no current policy that dictates how many units to send to a CFS.</p> <p>At present, units are dispatched to a CFS based on the assessment of the dispatcher. This practice is subjective and may or may not match agency expectations or needs.</p> <p>Best practices provide a standard unit response number within CAD.</p>	
	<p><b>Recommendation:</b> The DPD should establish a policy and protocol for multi-unit dispatching, and this information should be merged with the CAD system.</p> <p>BerryDunn recommends that the DPD identify unit response numbers based on CFS type. The DPD should work with the SLCECC to integrate this data with the CAD system so that dispatchers have a clear protocol on the number of units to send to different CFS.</p> <p>The policy should include language regarding over-response to CFS, self-dispatching, and supervisory requirements to monitor this activity.</p> <p>This practice will help ensure that sufficient resources are sent, and it will also help eliminate self-dispatching and over-response to CFS.</p>	

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 8 Section III: Policies and Procedures</b>		
8-1	<p><b>Area Finding – Investigations Case Categorization and Monitoring:</b> The current system of categorization of cases within investigations does not allow for an evaluation of unit or investigator efficiencies.</p> <p>Although policy requires that investigators conduct follow-up within 10 days and a self-review of their cases within 30 days, this practice is inconsistent among investigators.</p> <p>Supervisors are required to review investigator caseloads, but only on a quarterly basis.</p> <p>The manner in which cases are monitored and categorized does not provide an opportunity for a clear review of investigative caseloads, unit or individual investigator efforts, clearance rates related to investigative efforts, or case durations.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should establish a new coding and case monitoring processes for investigative cases and cases referred to investigation for review.</p> <p>The new system should include regular monitoring and reporting of supervisors on investigator caseloads, and should include direction on case duration expectations. Cases that fall outside the prescribed case duration limits should require a thorough review by the unit supervisor, and an elevated review, if durations exceed a secondary durational tier.</p> <p>The new system should also distinguish case referrals from case investigations, and be able to reflect clearance rates that occur as a result of investigative effort.</p>	


Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 8 Section IV: Workloads and Caseloads</b>		
8-2	<p><b>Finding Area – Forensic Evidence Processing:</b> There is a growing need within the DPD to conduct forensic examinations of multiple electronic devices on various criminal cases, and the cost of outsourcing these services is prohibitive.</p> <p>The DPD is currently using the capacity of the ICAC investigator to process these devices, which is detracting from their ability to investigate ICAC cases.</p> <p>Local and county prosecutors are requesting more and more forensic exams of these devices, and the volume is currently prohibitive.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should add a full-time staff member to focus on conducting forensic examinations of digital evidence.</p> <p>BerryDunn recommends that the DPD explore adding this position as a non-sworn staff member, assuming there are no statutory reasons that prohibit it and assuming it is more cost-effective for the department.</p>	


Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>The DPD should also work with local and county prosecutors to develop a protocol on which devices require examination and which may be deferred for examination at a later time, if prosecution proceeds.</p> <p>The DPD should consider placement of this staff position within the agency, to include consideration of what other job duties this person might perform, if they have additional capacity.</p>	

Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 8 Section IV: Workloads and Caseloads</b>		
8-3	<p><b>Finding Area – CSI:</b> The 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>The DPD has a training program that is already developed to provide basic crime scene training to officers. The program, POCSI, provides officers with the skills and tools they need to conduct basic crime scene investigations.</p>	 <b>Medium</b>
	<p><b>Recommendation:</b> The DPD should provide POCSI training to all new patrol officers and to any existing patrol officers who have not received it. In addition, the DPD should provide refresher training on an ongoing basis, to help ensure these skills are maintained.</p> <p>Given the demands for advanced CSI processing, the DPD has a need to increase capacity. This can be done easily through training all patrol staff on POCSI. Although BerryDunn is aware of the workload constraints for patrol, in most cases, the officer could collect the evidence in the same time involved in calling out a CSI and waiting for them to arrive and process the scene.</p> <p>The DPD should make POCSI training mandatory for all patrol officers, and a policy should be developed regarding CSI callouts. Supervisors should monitor CSI callouts to verify that the level of evidence collection is beyond POCSI expectations.</p>	


Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 8 Section IV: Workloads and Caseloads</b>		
8-4	<p><b>Finding Area – Drugs and Gangs:</b> Due to the volume of high-level drug cases that the task forces handles, there is limited opportunity to address low- and mid-level narcotics cases.</p> <p>The Drug Task Force has limited resources, and due to its multi-agency structure and the partnerships, it must focus its efforts on high-level narcotics cases.</p>	 <b>Medium</b>


Investigations Services		
No.	Issue and Opportunity Description	Overall Priority
	<p>Many low- and mid-level narcotics cases provide intelligence and other opportunities for the investigation of high-level cases.</p> <p><b>Recommendation:</b> The DPD should develop a process for the coordinated response and investigation of low- and mid-level drug cases.</p> <p>BerryDunn recognizes that the task force cannot manage all drug cases and that its focus is on high-level cases. BerryDunn also understands that the DPD is doing some cross-training for investigators within the OCB. Although this is a good idea, the other investigators within the OCB have other responsibilities.</p> <p>For many departments, low- and mid-level drug cases are managed within the Patrol Division. If additional capacity within patrol is generated based on the recommendations from this assessment, it is possible that a process could be developed to investigate these cases through the patrol units.</p> <p>If the DPD chooses this path, BerryDunn recommends it does so in a coordinated manner. If these efforts are not coordinated, conflicts could occur on the smaller cases among patrol officers, or more importantly, with the larger cases being investigated by the task force.</p>	

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-1	<p><b>Finding Area – Policy Development and Revision:</b> The 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><b>Recommendation:</b> The 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>This recommendation includes a review of the information provided by BerryDunn, relative to the National Consensus Use of Force Policy.</p>	 Medium


Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-2	<p><b>Finding Area – Data Privacy:</b> The 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</p>	 Critical


Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
	and beneficial, the DPD has experienced challenges within these partnerships in ensuring compliance with the MGDPA.	
	<p><b>Recommendation:</b> Ensure Compliance with the MGDPA.</p> <p>There are significant restrictions to accessing police data under Minnesota law, and these apply to all non-agency personnel. The DPD has developed some remarkable collaborative processes, which include and engage the use of external professional partners, but there are no current agreements in place to regulate access to, or dissemination of, protected data.</p>	

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 9 Section IV: Policy Review and Updates</b>		
9-3	<p><b>Finding Area – Policy Committee:</b> The DPD does not have a formal process for policy revisions or development that includes broad participation and input across the organization.</p> <p>Changes in policies and procedures materially affect those who must carry out the work.</p> <p>Those who do the work are in the best position to recognize how changes will alter or affect the work they must perform.</p> <p>Persons who perform the work often have insights into details of the work, which should be considered during policy revision or development processes.</p> <p>Co-production policing practices suggest the inclusion of the public in key policy decisions.</p> <p><b>Recommendation:</b> The DPD should develop a formal process to solicit input from DPD 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.</p> <p>The DPD should consider establishing a representative committee to review and collaborate on all significant procedural and policy changes and on policy development, to help ensure optimal configuration.</p> <p>The committee should represent all areas of the department and should include sworn and non-sworn staff.</p> <p>If policy discussion or development concerns a unique aspect of department operations, the department should take steps to ensure that those with relevant knowledge and expertise in that area are involved in the process, regardless of whether those individuals are members of the committee. This could also involve external resources, when warranted.</p>	 <b>High</b>

Operational Policies		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 9 Section IV: Policy Review and Updates</b>		
9-4	<p><b>Finding Area – Policy Review:</b> The DPD does not have a policy or practice for annual policy review by staff.</p> <p>Staff are required to maintain knowledge of all policies, but there is no provision within policy that requires staff to review DPD policies on any schedule.</p> <p><b>Recommendation:</b> The DPD should require that all staff review all department policies annually.</p> <p>The DPD policy manual is lengthy and complex, and it contains critical direction for staff. To help ensure appropriate working knowledge of DPD policies, there is a need for staff to periodically review them. Although the DPD provides training on policies it considers critical, there are numerous other policies not regularly reviewed that include important provisions.</p> <p>Staff interviewed told BerryDunn that some elements of the policies provided by Lexipol require updating. Others stated there are sections of department policies not consistently followed.</p> <p>It is critical that department staff follow all department policies. If policies interfere with operations, it is up to the department to adjust the policies, or to require staff to adjust to the policies. To ensure consistent operations and to minimize risk, the DPD must require strict adherence to all policies. However, to help ensure the viability of all policies, and to help ensure that staff understand and have working knowledge of those policies, a review process should be implemented.</p> <p>The DPD should establish a review process for all staff. As part of that review, staff should provide the following information to their supervisors:</p> <ul style="list-style-type: none"> <li>• Identifying any outdated information (e.g., statue references)</li> <li>• Identifying any conflicting or redundant information</li> <li>• Ensuring that all policies in place are still relevant</li> <li>• Considering any operational areas that are not covered by policy but for which a policy should be created</li> <li>• Collecting feedback from staff on any items of policy that should be adjusted, corrected, and/or considered for review.</li> <li>• Receiving confirmation from staff that they have reviewed all department policies</li> </ul> <p>All feedback from this process should be returned to the policy administrator for the department.</p>	 <b>Medium</b>


Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 10 Section I: Data and Technology</b>		
10-1	<p><b>Finding Area – Records Management System:</b> The DPD is in the process of deploying a new RMS, and the rollout is expected to occur in the summer of 2020. This system is expected to provide additional functionality and efficiency for</p>	


Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
	<p>the department. Maximizing the effectiveness of this new system is a critical need for the DPD. (Strategic Plan Item)</p> <p><b>Recommendation:</b> Track Critical Capability Needs and Integrate them into the new RMS.</p> <p>Numerous operational constraints currently exist due to the poor functionality of the current RMS. Most modern RMS software products have significant capabilities; however, maximizing these opportunities will require intentional focus by the department on desired outcomes and conveying these to the vendor. BerryDunn is aware that the DPD has a committee working on the RMS project, which is a positive step in the implementation process. BerryDunn also recognizes that the timing of the RMS rollout is relevant to the operational assessment because there is an opportunity for the DPD to leverage and integrate the observations and recommendations from this project into discussions with the RMS vendor to improve the overall product value when deployed.</p>	 Critical

Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 10 Section II: Crime Analysis</b>		
10-2	<p><b>Finding Area – Intelligence Led Policing:</b> The DPD has engaged various iterations 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.</p> <p><b>Recommendation:</b> Revise the Crime Meeting and ILP Strategies</p> <p>The DPD has personnel dedicated to crime analysis and intelligence, and these individuals have substantial skills. The current crime information/abatement meeting process is more informational. It currently neither includes an outcome-based evaluation of current or prior efforts, nor includes an expectation of response or actions by organizational leaders in relation to the data presented.</p>	 Critical


Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 10 Section II: Crime Analysis</b>		
10-3	<p><b>Finding Area – Crime Analysis/Criminal Intelligence:</b> The DPD has made a commitment to broaden its ILP strategy, to include more robust crime meetings.</p>	




Data, Technology, and Equipment		
No.	Issue and Opportunity Description	Overall Priority
	<p>There are substantial administrative duties that are currently being managed by the crime analyst and criminal intelligence analyst, which could be performed by an administrative staff member.</p> <p>Reducing the administrative tasks for the analysts would provide additional capacity for them to apply their unique skillset to department operations.</p> <p><b>Recommendation:</b> The DPD should add a half-time administrative staff member to assist the crime and intelligence analysts.</p> <p>The DPD has two skilled analysts who are performing various administrative functions that could be completed by an administrative staff member. Because the DPD is moving toward a more robust ILP and crime meeting process, and because there will be increased demands on these resources, BerryDunn recommends that the DPD add a part-time staff member to perform these administrative duties.</p>	 <b>Medium</b>

Training and Education		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 11 Section II: Field Training</b>		
11-1	<p><b>Finding Area – Field Training:</b> The DPD does not currently have a formal process for training newly promoted personnel.</p> <p>Transitioning from line-officer to line-supervisor requires major adjustments for most new supervisors.</p> <p>First-line supervisors play a critical role in the success of the organization, and their personal success is imperative.</p> <p>Many new supervisors do not have extensive leadership training when they are promoted, and they often lack clarity of their role.</p> <p><b>Recommendation:</b> The DPD should develop an FST program for all new supervisors.</p> <p>Training is often cited as one of the greatest responsibilities of a law enforcement agency. Implementing an FST program at the DPD will help new supervisors to act decisively in a broad spectrum of situations. Additionally providing FST will help new supervisors realize greater effectiveness in acting consistently with discipline, performance evaluations, and understanding the greater mission of the organization. Ultimately such a program will foster cooperation and unity throughout the organization while providing newly promoted personnel training commensurate with their duties.</p> <p>Elements of an FST might include the following:</p> <ul style="list-style-type: none"> <li>• Outlining supervisor expectations</li> <li>• Clarifying supervisory responsibilities regarding policies and other general oversight duties</li> <li>• Training on writing performance evaluations</li> </ul>	 <b>Medium</b>

Training and Education		
No.	Issue and Opportunity Description	Overall Priority
	<ul style="list-style-type: none"> <li>Identifying accountability and disciplinary processes, to help ensure consistency throughout the organization</li> <li>Mentoring by a senior supervisor within the same division</li> </ul> <p>There are many benefits to providing FST, and BerryDunn recommends that the DPD develop and implement this process.</p>	

Training and Education		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 11 Section VI: Required and In-Service Training</b>		
11-2	<p><b>Finding Area – Training Program:</b> The DPD does not have a policy that establishes a department-wide training strategy. (Strategic Plan Item)</p> <p>Although the DPD clearly values training for its staff, there is no specific process outlined in policy that provides direction for the training unit regarding the numerous duties and responsibilities of that unit.</p> <p>There is no policy that outlines required or preferred training for operational roles, and no policy that outlines minimum training expectations for supervisors.</p> <p>There is no policy that addresses officer development, and no identified process for staff development or improvement plans.</p> <p><b>Recommendation:</b> The DPD should establish a broad training policy and plan that establishes a department-wide training strategy.</p> <p>The DPD provides significant training for officers, and this is evidenced by the number of training hours each officer receives, as well as the fiscal allocations that support organizational training. However, other than annual required training, and specialized training requirements (e.g., BCA leadership, CIT), there does not appear to be a specific strategy in place for determining which courses officers should take. There is also no apparent method for determining which courses should be approved for officers, and why.</p> <p>BerryDunn recommends that the DPD develop a plan that outlines the types of training that coincide with certain job duties. For example, this would include the identification of baseline and advanced training for investigators, patrol officers, and supervisors. The DPD should carefully consider each of the categorical areas within the department and develop a list of preferred training that supports the development of skills for officers within those areas.</p> <p>Decisions regarding approval of training for officers should follow these guidelines. BerryDunn also notes here that supervisors should be having regular discussions with officers regarding their intended career path, as part of their performance evaluation and on an ongoing basis. Approval for specific training courses for officers should also take these discussions into account.</p> <p>In addition to developing this plan, the training division should be monitoring the progress of officers assigned within each of the identified areas, and when courses are available that are in alignment with the training needs for those</p>	 <b>Medium</b>

Training and Education		
No.	Issue and Opportunity Description	Overall Priority
	<p>positions, the training division should be proactively encouraging officers to submit for that training.</p> <p>As noted in Chapter 9, the DPD should consider the following areas developing a training policy, plan, and strategy:</p> <ul style="list-style-type: none"> <li>• Training records maintenance</li> <li>• Requests for training</li> <li>• Department types of training</li> <li>• Training program and development</li> <li>• Curriculum development</li> <li>• Instructor development</li> <li>• Annual training</li> <li>• Preferred in-service training</li> <li>• Specialized training required by designated unit or role</li> <li>• Educational partnerships</li> </ul> <p>BerryDunn recommends that the DPD convene an agency-wide committee, composed of a diverse composition of staff members, to assist in the development and evaluation of the training needs of the organization. This committee should solicit input from various organizational components and consider the full spectrum of operational services of the DPD. The committee should develop a training policy and plan, and provide this to DPD administration for consideration of adoption.</p>	

Recruitment, Retention, and Hiring Practices		
No.	Issue and Opportunity Description	Overall Priority
<b>Chapter 12 Section II: Hiring, Recruitment, and Retention</b>		
12-1	<p><b>Finding Area – Recruitment and Hiring:</b> The DPD does not have a recruiting plan that supports a specific and focused effort at recruiting and building diversity within the police department.</p> <p>The DPD does not have any full-time personnel dedicated to recruiting.</p> <p>Recruiting within the DPD is assigned to the training and licensing section, but there has been no apparent effort to expand recruiting efforts beyond this unit.</p> <p><b>Recommendation:</b> The DPD should develop a recruiting plan that outlines the goals and objectives of the DPD in building and maintaining a diverse and quality workforce.</p> <p>A good recruiting plan can establish priorities for the recruiting unit, and it also helps those within the department understand the recruiting goals of the department.</p> <p>The recruitment plan should identify the areas where the department will advertise and recruit candidates, including multiple traditional and web-based</p>	

Recruitment, Retention, and Hiring Practices		
No.	Issue and Opportunity Description	Overall Priority
	<p>methods, and it should also outline the relationships between the DPD and various educational and law enforcement training institutions.</p> <p>The plan should also describe the commitment of the department to establishing a workforce that seeks an ethnic, racial, and gender balance that is also representative of the community it serves. Further, the plan should include specific steps and strategies that will be used in order to accomplish these goals.</p> <p>There are multiple considerations to developing a strong recruiting plan, and BerryDunn has compiled a list of considerations that the DPD should evaluate as part of its process to develop a recruiting plan. BerryDunn has included this information in Appendix C, under Recruiting and Hiring Considerations.</p> <p>BerryDunn recommends that the DPD establish a recruiting and hiring plan, and that department review this report and the relevant section in Appendix C as part of that process.</p>	

## Appendix B: List of Acronyms

Table B-1: Acronyms

Full Name	Acronym	Page
American Community Survey	ACS	21
Alcohol Gambling and Tobacco	AGT	90
Aerosol Irritant Projectors	AIP	291
Accident Investigations Unit	AIU	28
Automated License Plate Reader	ALPR	279
American National Standards Institute	ANSI	102
Attempt to Locate	ATL	135
Automatic Vehicle Locator	AVL	228
Bureau of Criminal Apprehension	BCA	238
Bureau of Justice Statistics	BJS	17
Computer Aided Dispatch	CAD	89
Child Abduction Response Team	CART	94
Coordinated Community Response	CCR	240
Calls for Service	CFS	17
Community Intervention Group	CIG	96
Crisis Intervention Team	CIT	267
Combined DNA Index System	CODIS	92
Community Oriented Policing	COP	29
Crime Prevention through Environmental Design	CPTED	205
Crime Scene Investigations	CSI	28
Community Service Officers	CSO	28
Domestic Abuse Intervention Project	DAIP	240
Drug Abuse Resistance Education	DARE	222
Duluth Fire Department	DFD	97
Driver's License	D/L	401
Department of Motor Vehicles	DMV	401
Duluth Police Department	DPD	1
Duluth Transit Authority	DTA	77

Full Name	Acronym	Page
Driving Under the Influence	DUI	29
Domestic Violence	DV	104
Domestic Violence Response Team	DVRT	1
City of Duluth e-Policy and Procedural Manual	e-PPM	265
Employee Assistance Program	EAP	268
Electronic Control Weapons	ECW	291
Emergency Vehicle Operator Course	EVOC	266
Early Warning System	EWS	73
Fair and Impartial Policing	FIP	216
Federal Bureau of Investigations	FBI	17
Fair Labor Standards Act	FLSA	181
Family Medical Leave Act	FMLA	185
Field Supervisor Training	FST	53
Full-Time Equivalent	FTE	84
Field Training Officer	FTO	171
Global Positioning System	GPS	228
Housing and Redevelopment Authority	HRA	77
Harassment Restraining Orders	HRO	104
Internal Affairs	IA	82
International Association of Chiefs of Police	IACP	17
Internet Crimes Against Children	ICAC	28
Initial Intervention Unit	IIU	92
Intelligence-Led Policing	ILP	108
Juvenile Detention Alternatives Initiative	JDAI	209
Juvenile Services Unit	JSU	28
Canine	K-9	29
Key Performance Areas	KPA	55
Lesbian, Gay, Bi-Sexual, Transgender, and Queer	LGBTQ	50
Life Safety Community Policing Officer	LSCOP	77
Minnesota Adult Abuse Reporting Center	MAARC	92

Full Name	Acronym	Page
Major Crimes Bureau	MCB	92
Mobile Data Terminal	MDT	226
Minnesota Government Data Practices Act	MGDPA	85
Mental Health Unit	MHU	1
Master Name Index	MNI	401
Minnesota Offense Code	MOC	86
National Association for the Advancement of Colored People	NAACP	210
National Center for Missing and Exploited Children	NCMEC	239
National Incident Based Reporting System	NIBRS	86
Organized Crime Bureau	OCB	94
Order for Protection	OFP	93
Operations Improvement Committee	OIC	71
Program for Aid to Victims of Sexual Assault	PAVSA	238
Public Information Officer	PIO	81
Personal Improvement Plan	PIP	314
Predatory Offender Registration	POR	89
Police Officer Crime Scene Investigations	POCSI	106
Peace Officer Standards and Training	POST	50
Police Training Officer	PTO	288
Risk Assessment Index	RAI	209
Records Management System	RMS	35
Sexual Assault Kit Initiative	SAKI	92
Sex Crimes, Child Abuse, and Neglect Unit	SCAN	1
Self-Initiated Field Activity	SIFA	132
St. Louis County Emergency Communications Center	SLCECC	226
School Resource Officers	SRO	29
Student Attendance Review Board	SARB	221
Telephone Response Unit	TRU	90
Toward Zero Deaths	TZD	116
Unmanned Aircraft Systems	UAS	266



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Full Name	Acronym	Page
Uniform Crime Reports	UCR	17
University of Minnesota Duluth	UMD	20
Use of Force	UOF	91
United States Department of Justice	USDOJ	51
Violent Crimes Unit	VCU	28
Volunteers in Policing	VIP	94

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## Appendix C: Supplemental Tables and Figures

### Performance Appraisals

#### City of Duluth Performance Evaluation Format

**Purpose:** The performance review is a communication tool designed to support each individual's contribution to the organization and discuss his/her personal development. The review prompts discussion around achievements, improvement areas, goals, and growth opportunities.

#### Supervisor Instructions:

- Ask the employee to complete the Self-Evaluation form prior to the meeting.
- Give the employee a blank copy of the Performance Evaluation form to ensure they know what type of information will be discussed.
- Complete the Performance Evaluation form with thoughtful comments and suggestions prior to the meeting.
- Schedule a private meeting with the employee in a neutral location. The employee and the supervisor will bring their completed forms to this meeting. Please do not ask for the employee's completed form in advance.
- After both the supervisor and employee have completed their conversation and signed the form, please deliver a copy to HR or scan and email to [hrinformation@duluthmn.gov](mailto:hrinformation@duluthmn.gov) **before February 28th**.
- Human Resources will document the completion of the review and place in the employee file.

**Table C-1: Performance Appraisals**

Employee Questions
What accomplishments are you most proud of over the past year?
In what areas would you like to improve either personally or professionally?
What do you consider to be your greatest challenges?
What support do you need from your supervisor?
What are your professional goals (career, training, etc.) within the City of Duluth?
What tasks do you enjoy the most? Least?
Are there any job tasks you would like to learn?
What motivates you?
How do you like to receive feedback on your work?
How does your work contribute to the Duluth community?
Do you have any other ideas or suggestions you would like to share? (Improvements to your daily work, suggestions for reducing costs, and/or increasing productivity, quality, public service)
Supervisor Questions
What did this employee achieve? How did he/she grow this year? (Meeting Comments)
What are the opportunities for improvement? (Meeting Comments)
The goals for the department/division are:
How does this employee contribute to reaching these goals? (Meeting Comments)
What additional knowledge or skills sets would help this employee be more effective in this position? (Meeting Comments)
Would the employee like to have an additional follow up meeting outside of the annual review? (Yes or No)
Additional information/topics discussed/Employee comments or concerns:

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## DPD Specialty Units – Duties and Responsibilities

This section provides additional details from the DPD concerning the duties and responsibilities for some of the specialty units within the department.

### Records Unit

The following provides details regarding the typical daily duties and activities of records staff.

1. Perform transcription of police reports and typing services using independent judgment.
2. Assemble, code, and summarize a variety of police data including administrative citations, serious crime offenses, stolen, recovered, and towed vehicles, crime reports, and booking sheets.
3. Scan and verify a variety of records and reports into the records management system. Retrieve and distribute a variety of documents and police reports, citations, warrants and other materials to appropriate personnel and to appropriate agencies.
4. Complete criminal history background checks.
5. Release requested reports and related information to the public or to outside agencies in accordance with established regulations.
6. File, seal, purge, and destroy police documents as directed and/or in accordance with established regulations, and notify proper government agencies when process is completed.
7. Update Statutes and Ordinances in our Police Records Management System.
8. Validations and Monthly BCA Submittals
9. Administer CJIS systems programs within the local agency and oversee the agency's compliance with CJIS systems policies. Complete backgrounds, fingerprint, security awareness, and unescorted access forms. Set up new users in the CJIS group, RMS and portals. Local agency contact for the BCA for matters relating to CJIS information access.

### Mental Health Unit (MHU)

Duties for the MHU include the following:

1. Primary law enforcement and investigative responsibility in assigned area; provide community support to city as directed.
2. Maintain a close working relationship with the Community Intervention Group (CIG), including providing direct law enforcement support, short and long term problem solving, and lead weekly and monthly meetings.
3. Work with community partners to problem solve both acute and chronic, priority mental health cases.
4. Provide support to the 6th Judicial District Mental Health Court and Community Court.
5. Engage and liaison with business owners, other district officers, criminal justice, public and private organizations, and individuals to effectively problem solve.

6. Staffing of policing area and community offices.
7. Perform public relations and crime prevention activities.
8. Identify neighborhood concerns and facilitate responsive problem solving.
9. Develop and attend community partnerships through attendance of community meetings.

### Life Safety Unit (LSCOP)

The main duties of the LSCOP officer include:

1. Primary law enforcement and investigative responsibilities in assigned area; provide community to city as directed.
2. Provide a positive contact and build relationships with residents of City of Duluth.
3. Participate productively in collaborative meetings with internal and external partners of the City of Duluth (i.e. Blighted properties, CompStat, and Life Safety meetings) while being a representative of both the Life Safety Division and the Police Department.
4. Share information and knowledge and communicate with other City of Duluth employees to increase effective enforcement of violations and increase quality of life in all neighborhoods of Duluth.
5. Assist with the monitoring of conflict resolution between residents.
6. Attend resident community club meetings.
7. Perform public relations, community engagement and crime prevention activities.
8. Initiate the investigation of suspicious and criminal behavior with an emphasis on property issues, fire cause and determination and City of Duluth ordinances and codes related to buildings and property maintenance.
9. Identify neighborhood concerns and facilitate problem solving within the City of Duluth to bring about a responsive action orientated plan for concerned

### Housing and Redevelopment Authority Unit (HRA)

The duties and responsibilities of the HRA officers include the following:

1. Meet regularly, or as needed, with the HRA executive director or their designee to review issues of concern and implement strategies for a peaceful resolution
2. Provide weekly reports to HRA property managers regarding calls to service to their respective sites
3. Attend resident club meetings
4. Conduct periodic *knock and talks* (unannounced visits to tenants) when requested or when indicated
5. Address excessive noise disturbances by residents or guests of HRA properties
6. Investigate *unauthorized* persons suspected of residing in HRA properties
7. Assist with the eviction of tenants to include testimony and/or providing documentation for violations of lease or behavioral issues
8. Respond to HRA properties immediately if on duty, when special circumstances exist
9. Assist with the monitoring of conflict resolution between residents
10. Initiate the investigation of criminal behavior, including intruders and Suspicious behavior
11. Respond to Emergencies at HRA properties when on duty

12. Periodically walk through parking lots, stairwells, and hallways of HRA properties
13. Periodically monitor visitors coming to and from the HRA owned and managed high rises
14. Create a presence which will deter undesirable behavior
15. Be proactive in providing educational material or speaking engagements which will educate and nurture a safe environment for residents
16. Provide a positive contact with residents and visitors of HRA owned and managed properties

### **Duluth Transit Authority (DTA) Unit**

The duties and responsibilities for the DTA transit officer are as follows:

1. Meet monthly, or more frequently if needed, with the DTA's director of operations and/or general manager
2. Provide information to the area commanders as needed regarding long-term problem-solving efforts with the DTA
3. Have a positive presence within the Duluth transportation center and ride buses that drivers have documented problems on
4. Issue parking tickets in bus stops
5. Follow up on crimes that occur on buses to ensure they are taken to their logical end by officers.
6. Respond to 911 calls on buses and at DTA facilities as able
7. Assist in problem solving chronic issues with any bus route, shelter location, or transit hub.
8. Provide training to DTA employees if applicable
9. Work with DTA staff and bus drivers to determine current security and policing issues. Focus on maintaining a safe transit environment
10. Conduct investigations of all security incidents involving on-street operation, security issues, Minnesota crimes against transit act, etc.
11. Provide a visible presence patrolling stops with emphasis on passenger safety, enforcement of laws and ordinances, while utilizing a community policing philosophy
12. Communicate with bus operators and passengers to determine security and policing issues
13. Communicate with passengers to build confidence and promote a safe and secure environment within the bus
14. Be an ambassador for the Duluth Police Department, engage in conversation, be a friendly and approachable resource for riders to connect with their police department.
15. Enforce violations of DTA passenger rider policy and city ordinances.
16. Follow status of crimes charged resulting from investigations involving DTA entities and update the appropriate staff within the DTA
17. Assist with homeland security issues
18. Serve as a liaison with law enforcement agencies and DTA staff
19. Assist DTA staff in determining training needs for security and safety of all employees and riders

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20. Other duties as assigned



**Table C-2: CAD Data**

<b>UNIT DESCRIPTION</b>	<b>Sum of Hours on Call</b>				
<b>Patrol</b>	<b>Community</b>	<b>Unknown</b>	<b>Sub-Total</b>	<b>Officer</b>	<b>Grand Total</b>
District 24 Squad	4519:27:49	70:14:07	4589:41:56	1028:45:50	5618:27:46
District 25 Squad	4745:08:32	77:23:08	4822:31:40	1254:57:59	6077:29:39
District 26 Squad	6351:21:32	90:03:36	6441:25:08	1478:05:34	7919:30:42
District 27 Squad	5635:22:48	77:46:16	5713:09:04	821:16:27	6534:25:31
District 28 Squad	2632:06:19	40:22:16	2672:28:35	481:30:53	3153:59:28
District 29 Squad	3383:06:32	38:54:26	3422:00:58	627:46:44	4049:47:42
Duluth Police Department - All	1:37:52	0:18:21	1:56:13	0:05:56	2:02:09
Patrol (General)	22:19:44	1171:31:11	1193:50:55	23:53:11	1217:44:06
Sub-Total Patrol	27290:31:08	1566:33:21	28857:04:29	5716:22:34	34573:27:03

<b>Supplemental Patrol</b>	<b>Community</b>	<b>Unknown</b>	<b>Sub-Total</b>	<b>Officer</b>	<b>Grand Total</b>
<b>PRIMARY</b>					
K-9	468:32:02	99:20:05	567:52:07	196:21:23	764:13:30
Patrol Sergeant	1570:42:42	205:17:14	1775:59:56	476:41:45	2252:41:41
Patrol Lieutenant	275:29:18	96:39:21	372:08:39	63:59:52	436:08:31
Sub-Total Supplemental Patrol - Primary	2314:44:02	401:16:40	2716:00:42	737:03:00	3453:03:42
<b>SECONDARY</b>					
Animal Shelter	1:32:14	0:00:00	1:32:14	0:00:00	1:32:14
Bike Patrol	58:54:25	37:39:14	96:33:39	103:05:41	199:39:20

COP: Community Oriented Policing	185:17:09	127:01:04	312:18:13	296:07:40	608:25:53
COP: Community Oriented Policing Supervisor	88:06:51	88:20:29	176:27:20	101:02:15	277:29:35
Deputy Chief of Police - Patrol	1:39:56	0:00:00	1:39:56	0:00:00	1:39:56
Duluth Police Park Rangers	9:33:43	1316:21:53	1325:55:36	0:15:03	1326:10:39
Duluth Police Parking Monitors	247:43:45	6:25:21	254:09:06	1:00:50	255:09:56
Duluth Transit Authority	198:42:48	92:32:03	291:14:51	201:31:32	492:46:23
DWI: Driving While Intoxicated/TZD: Toward Zero Deaths	358:48:21	7:25:26	366:13:47	1086:12:34	1452:26:21
HQ: Headquarters Desk	195:27:17	0:00:00	195:27:17	0:04:08	195:31:25
HRA: Housing and Redevelopment Authority	148:53:04	92:18:54	241:11:58	141:00:22	382:12:20
Life Safety Squad	90:51:53	35:46:40	126:38:33	7:09:35	133:48:08
Mental Health Unit	212:23:42	71:26:23	283:50:05	94:26:59	378:17:04
Patrol Detail Squad	54:33:52	25:54:30	80:28:22	188:41:00	269:09:22
PIO: Public Information Officer	480:42:40	17:46:11	498:28:51	162:54:16	661:23:07
SRO: School Resource Officer	333:17:54	301:30:37	634:48:31	84:54:10	719:42:41
Unidentified	25:11:14	0:00:00	25:11:14	0:25:39	25:36:53
Sub-Total Supplemental Patrol - Secondary	2691:40:48	2220:28:45	4912:09:33	2468:51:44	7381:01:17

Non-Patrol	Community	Unknown	Sub-Total	Officer	Grand Total
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INVESTIGATIONS AND TASK FORCE

CSO: Community Service Officer	0:00:00	13:57:59	13:57:59	5:32:22	19:30:21
DVRT: Domestic Violence Response Team	140:02:39	17:47:29	157:50:08	118:13:07	276:03:15
Financial/Property	47:18:14	36:32:04	83:50:18	5:44:38	89:34:56

ICAC: Internet Crimes Against Children	0:00:00	0:00:00	0:00:00	0:00:00	0:00:00
Internal Affairs	0:03:33	0:00:00	0:03:33	0:00:00	0:03:33
Juvenile Unit	83:54:16	44:30:42	128:24:58	12:41:01	141:05:59
Licensing	0:00:00	24:16:54	24:16:54	0:00:00	24:16:54
Lieutenant	0:00:00	9:52:07	9:52:07	0:00:00	9:52:07
SAKI: Sexual Assault Kit Initiative	0:01:21	7:41:03	7:42:24	0:00:00	7:42:24
SCAN: Sex Crimes, Child Abuse and Neglect	50:16:29	84:48:49	135:05:18	9:41:53	144:47:11
Sergeant	3:31:50	218:27:40	221:59:30	0:01:19	222:00:49
Task Force	98:53:28	168:45:19	267:38:47	10:55:05	278:33:52
Traffic	9:58:12	101:53:51	111:52:03	2:35:15	114:27:18
VCU: Violent Crimes Unit	24:23:35	40:10:23	64:33:58	4:32:10	69:06:08
Sub-Total Investigations and Task Force	458:23:37	768:44:20	1227:07:57	169:56:50	1397:04:47

OTHER DULUTH DATA

Administrative Lieutenant	0:56:12	0:00:00	0:56:12	0:27:04	1:23:16
Bethany Shelter	0:00:00	33:40:25	33:40:25	0:00:00	33:40:25
Chief of Police	6:53:21	0:00:00	6:53:21	3:21:16	10:14:37
Duluth PD - Tactical Response Team Dispatchers	0:00:00	0:18:42	0:18:42	0:00:00	0:18:42
Duluth PD - Social Worker	62:43:27	13:42:29	76:25:56	0:00:00	76:25:56
License Officer/Officer Development Unit	1:08:24	0:00:00	1:08:24	0:00:00	1:08:24
Police Chaplain	7:57:58	0:00:00	7:57:58	0:00:00	7:57:58
Volunteer Code	1:35:40	48:41:14	50:16:54	0:05:48	50:22:42
Sub-Total Other Duluth Data	81:15:02	96:22:50	177:37:52	3:54:08	181:32:00

OTHER POLICE AGENCY DATA

All Squads within CAD system - St. Louis County	0:00:00	0:00:00	0:00:00	0:48:30	0:48:30
Arrowhead Regional Corrections	1:39:43	0:00:00	1:39:43	0:07:28	1:47:11
Babbitt Police Department	0:00:00	0:00:00	0:00:00	0:00:00	0:00:00
Bois Forte Police Department	2:51:40	0:00:00	2:51:40	0:00:00	2:51:40
Breitung Police Department	0:08:20	0:00:00	0:08:20	3:53:15	4:01:35
Chisholm Police Department	0:04:02	0:00:00	0:04:02	0:00:00	0:04:02
DNR: Department of Natural Resources - Duluth	0:03:04	0:00:00	0:03:04	0:00:00	0:03:04
Duluth Township Police Department	0:13:09	0:00:00	0:13:09	0:00:00	0:13:09
East Range Police Department	0:00:51	0:22:46	0:23:37	0:00:00	0:23:37
East Range Police Officer	0:00:00	0:00:00	0:00:00	0:00:00	0:00:00
Ely Police Department	0:00:00	0:00:00	0:00:00	0:05:00	0:05:00
Eveleth Police Department	3:50:27	0:00:00	3:50:27	0:00:00	3:50:27
Floodwood Police Department	10:34:28	2:11:47	12:46:15	36:51:33	49:37:48
Fond Du Lac Police Department	0:01:13	0:00:00	0:01:13	0:00:00	0:01:13
Gilbert Police Department	0:00:00	0:00:00	0:00:00	0:00:20	0:00:20
Hermantown Police Department	57:00:21	14:03:26	71:03:47	66:28:54	137:32:41
Hibbing	4:51:59	0:00:00	4:51:59	0:47:10	5:39:09
Minnesota State Patrol - Duluth	32:48:15	0:00:00	32:48:15	4:26:46	37:15:01
National Crime Information Center	1:48:19	0:00:00	1:48:19	0:00:00	1:48:19
Probation Officers	34:24:35	0:06:23	34:30:58	4:45:14	39:16:12
Proctor Police Department	22:26:54	9:25:02	31:51:56	38:37:13	70:29:09

School Police Director	0:00:00	39:18:18	39:18:18	1:59:27	41:17:45
St. Louis Co. Sheriff's Office	194:10:01	51:32:53	245:42:54	228:00:24	473:43:18
St. Louis Co. Sheriff's Office Jail	186:05:18	0:00:00	186:05:18	2:16:09	188:21:27
St. Louis County - Administrative	0:13:24	0:05:45	0:19:09	0:32:34	0:51:43
St. Louis County Sheriff's Office Deputy	286:16:57	70:32:31	356:49:28	33:14:34	390:04:02
St. Louis County Sheriffs Officer Investigator	0:00:00	22:24:49	22:24:49	0:00:00	22:24:49
St. Louis County Sheriffs Officer Supervisor	0:03:00	0:00:00	0:03:00	0:00:00	0:03:00
U.S. Border Patrol	3:30:28	524:20:53	527:51:21	0:00:00	527:51:21
UMD: University of Minnesota Duluth Police Department	234:50:56	134:05:50	368:56:46	295:13:11	664:09:57
UMD: University of Minnesota Duluth Police Officer	1:39:37	0:00:00	1:39:37	0:00:00	1:39:37
Virginal Police Department	5:46:33	0:00:00	5:46:33	0:04:50	5:51:23
Sub-Total Other Police Agency Data	1085:23:34	868:30:23	1953:53:57	718:12:32	2672:06:29
<b>Grand Total</b>	<b>33921:58:11</b>	<b>5921:56:19</b>	<b>39843:54:30</b>	<b>9814:20:48</b>	<b>49658:15:18</b>

Activity Description	Hours	Events			Grand Total
ATV: All-Terrain Vehicle Patrol	17:50:40	1			17:50:40
Business Check	0:45:12	5			0:45:12
Busy Available	3060:06:48	717			3060:06:48
Busy Unavailable	352:05:05	181			352:05:05
Court	9:43:20	4			9:43:20
Detail	1:33:03	3			1:33:03
Explosives Permit	0:00:51	1			0:00:51

Extradition Hearing	2:49:00	41			2:49:00
Follow-Up	64:53:54	130			64:53:54
House Watch	2:12:43	11			2:12:43
ICR: Initial Case Report Number	0:12:52	11			0:12:52
Permit to Acquire Handgun	53:01:34	401			53:01:34
Permit to Carry Handgun	0:32:34	3			0:32:34
Tactical Response Team Callout	7:13:04	2			7:13:04
Test Call	57:06:15	98			57:06:15
Tobacco Compliance Checks	0:01:08	1			0:01:08
Training - Out of Service	352:45:29	117			352:45:29
Urban Hunt	1:22:31	3			1:22:31
Water Race/Raft Permit	0:04:45	3			0:04:45
Sub-Total Non-CFS Data	3984:20:48	1734			3984:20:48
<b>Grand Total - All CAD Data</b>					<b>53642:36:06</b>

Source: CAD Data

**Table C-3: Response Time in Minutes by Priority and Patrol Zone**

Priority	Metric	Patrol Zone										Total
		DP24A	DP25A	DP26B	DP26C	DP26 Sum	DP27A	DP28A	DP28B	DP28 Sum	DP29C	
0	Dispatch to Arrival	0:11:19	N/A	N/A	N/A	N/A	0:02:34	N/A	N/A	N/A	N/A	<b>0:04:38</b>
	Call to Arrival	0:18:55	N/A	N/A	N/A	N/A	0:05:20	N/A	N/A	N/A	N/A	<b>0:08:05</b>
1	Dispatch to Arrival	0:05:15	0:04:15	0:03:10	0:04:26	0:04:23	0:03:20	0:00:52	0:03:00	0:02:54	0:03:44	<b>0:04:07</b>
	Call to Arrival	0:05:16	0:07:04	0:04:03	0:04:53	0:04:51	0:07:24	0:01:28	0:05:09	0:04:59	0:05:56	<b>0:05:57</b>
2	Dispatch to Arrival	0:09:19	0:08:58	0:07:16	0:08:55	0:08:53	0:09:41	0:11:35	0:09:15	0:09:20	0:09:26	<b>0:09:12</b>
	Call to Arrival	0:22:33	0:24:49	0:23:16	0:13:35	0:13:47	0:20:43	0:49:40	0:17:01	0:18:09	0:18:26	<b>0:19:52</b>
3	Dispatch to Arrival	0:09:42	0:09:00	0:10:27	0:14:46	0:14:36	0:09:38	0:04:39	0:08:44	0:08:38	0:11:55	<b>0:10:50</b>
	Call to Arrival	0:20:32	0:18:21	0:25:19	0:19:21	0:19:35	0:23:55	0:12:35	0:17:16	0:17:08	0:30:01	<b>0:21:51</b>
4	Dispatch to Arrival	0:16:41	0:07:16	0:42:59	0:06:46	0:09:17	0:06:59	0:07:24	0:11:15	0:11:09	0:10:09	<b>0:10:25</b>
	Call to Arrival	1:09:30	0:56:47	0:52:04	0:49:20	0:49:32	0:53:39	0:28:11	0:23:55	0:24:02	0:17:54	<b>0:51:23</b>



		Patrol Zone										
Priority	Metric	DP24A	DP25A	DP26B	DP26C	DP26 Sum	DP27A	DP28A	DP28B	DP28 Sum	DP29C	Total
5	Dispatch to Arrival	0:32:35	0:32:59	9:52:25	0:36:26	0:42:45	0:42:04	0:02:40	0:52:08	0:51:15	1:18:06	<b>0:45:13</b>
	Call to Arrival	0:41:09	0:38:38	9:55:37	0:38:33	0:44:53	0:42:47	N/A	1:05:17	1:04:07	1:42:00	<b>0:52:48</b>
6	Dispatch to Arrival	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1:30:41	1:30:41	0:00:00	<b>0:10:05</b>
	Call to Arrival	N/A	23:59:54	N/A	N/A	N/A	N/A	N/A	1:54:31	1:54:31	0:00:00	<b>2:52:43</b>
7	Dispatch to Arrival	N/A	N/A	N/A	0:00:12	0:00:12	0:00:00	N/A	N/A	N/A	0:00:00	<b>0:00:01</b>
	Call to Arrival	0:00:02	N/A	N/A	2:31:57	2:31:57	4:48:01	N/A	N/A	N/A	4:21:52	<b>2:26:41</b>
8	Dispatch to Arrival	N/A	N/A	N/A	0:00:00	N/A	N/A	N/A	N/A	N/A	N/A	<b>0:00:00</b>
	Call to Arrival	6:51:22	0:00:03	0:00:01	7:59:55	4:47:57	11:59:39	N/A	0:00:01	0:00:01	6:00:11	<b>5:51:52</b>
10	Dispatch to Arrival	0:45:39	0:47:17	0:53:42	0:46:52	0:47:07	0:46:10	0:11:13	0:59:59	0:58:38	0:57:14	<b>0:49:03</b>
	Call to Arrival	0:55:45	1:02:48	1:11:59	1:01:59	1:02:21	1:00:13	0:32:18	1:24:15	1:22:48	1:02:56	<b>1:02:39</b>

Source: Agency Provided CAD Data, primary response vehicles only

## Recruiting and Hiring Considerations

The following information outlines several recommended practices that law enforcement agencies can engage to improve the effectiveness of their recruiting and hiring practices. For this information to have the best value, departments should evaluate their current practices against those listed here, in consideration of the need for possible adjustments.

### **Institute a continuous hiring program, or alternatively, a more frequent process that reduces lag-time for applicants**

In today's competitive environment, having open hiring processes only 1 or 2 times per year may not be sufficient. Qualified applicants who are eager to enter the profession may not be willing to wait for the next opening, and they may take their talents elsewhere. To guard against this, departments need to reduce the lag-time between hiring processes. This could occur either through a continuous process, or through adding additional hiring cycles, if they are currently limited to a small number annually. Most modern hiring systems have the capability to accept applications on a continuous or more frequent basis, and this is preferred over hiring processes that occur sporadically.

While moving to an ongoing hiring process, or increasing the frequency of the hiring process may be difficult from a logistics standpoint, the establishment of a more rapid or frequent process is essential to expanding the pool of quality applicants available to the department. In addition, once these candidates are identified, the department needs to act swiftly to secure their employment, in advance of other opportunities they may have available.

Along with receiving continuous applications, law enforcement agencies should institute a written exam schedule that makes it more convenient for applicants, for example, on weekends or in the evening. This scheduling will provide candidates more flexibility and improve the numbers of candidates appearing for this part of the process.

### **Implement a mentor program for new officer candidates**

Law enforcement candidates want to feel they are important and that the department values their application. The overall process can be daunting for many candidates, and they often have a sense of uncertainty throughout. Tending to their needs and answering their questions can provide applicants with a sense of care and belonging early in the process, which will reduce the likelihood that they will continue seeking employment elsewhere.

To meet these needs for candidates, departments should develop a cadre of carefully selected, highly motivated, and trained mentors, to guide new recruits through the application process, and ultimately, their transition into law enforcement for the department. These mentors need to be selected based on their ability to train, guide, and empathize with new recruits. They should be assigned to priority candidates immediately after they are identified within the hiring process, to help ensure that the candidate stays in the process and ultimately is hired.

### **Establish an early hire program**

One method to overcome the negative impact that time has on the hiring process is to establish an early hire program. Once a candidate is fully qualified (successfully clears all the steps), the department should consider hiring him or her immediately, particularly if the start of the academy is not imminent. Today's candidates have oftentimes applied to multiple agencies, and although they may have a preference of which agency they want, they tend to go with the first job offer. By hiring candidates early, departments will keep quality candidates and not lose them to other agencies who may have faster processes. The early hire candidate can be brought on at a full or reduced salary rate, and assigned to assistance-type work in non-sworn areas. While similar to a cadet program, these positions involve vacant officer slots, rather than new positions, so they are effectively budget neutral or budget positive (depending upon the rate paid during the early hire period). Hiring these candidates early rather than waiting until sufficient numbers of applicants are hired to fill an academy class, will ensure a higher percentage of hires of quality applicants.

### **Provide a career fit tool, or day in the life training for applicants, to clarify work conditions and expectations**

In some cases, officer candidates have an unclear picture of what law enforcement work involves, and this can lead to lackluster performance, or candidates who choose to resign as they gain more understanding of what the job involves. To reduce this possibility, the department should include some type of unscored career fit tool at a very early stage of the process, describing real working conditions and tasks often performed. This could include things such as: a drunk person vomits in patrol car, trying to talk with an uncooperative witness, picking up the same person repeatedly for nuisance crimes. The candidates can then be asked about their willingness to do this kind of work. This would not be a scored tool, but it might help some applicants self-select out, as opposed to doing so after they are hired.

One way to orient candidates to the nature of the job is to create a video, similar to the IACPs Virtual Ride Along, which can be found on the Discover Policing website.<sup>33</sup> Again, the intent here is to help candidates understand the nature of the job as it truly exists within the department, as opposed to what they think it involves, based on information they might obtain from various sources.

### **Develop a brand that reflects the department commitment to the community, and its desire to protect and serve**

Having a strong brand can help create organizational pride, industry recognition, and enthusiasm for potential applicants. The brand should be concise, emotive, and simple, such as the longstanding slogan of the Marines; *The Few, The Proud*, or Verizon's, *Can you hear me now?* The brand should address community expectations and perceptions as well the reasons

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<sup>33</sup> [http://discoverpolicing.org/whats\\_like/?fa=virtual-ride-along](http://discoverpolicing.org/whats_like/?fa=virtual-ride-along)

officers have identified for choosing a career with department. Additionally, it should set the department apart from other law enforcement agencies.

Multiple tools are available to use in developing a brand, such as a mission statement, organizational values, and community expectations and perceptions. To assist with developing these tools, the department may wish to conduct a community survey to determine what the community expects from its law enforcement department and what qualities it desires in its officers. This survey can also be used to measure community perceptions. In addition, surveying first line supervisors can be an effective way to identify what qualities the best officers of the department possess, and this can help inform the branding process.

### **Conduct an internal assessment of employee benefits and job conditions, to ensure a competitive hiring environment**

The department should conduct an internal assessment of the benefits of working for the agency. Law enforcement leaders should ask themselves, and a core focus group of employees, what the department possesses that will attract the best possible officers. Effectively, the question to be answered is, “Why would I want to work for this department?” Conducting this inventory of benefits is a necessary first step in assessing what strategies will best succeed in attracting candidates. This inventory can also provide valuable tools to assist recruiters as well as potentially positively influencing turnover.

### **Establish a department philosophy that everyone is a recruiter**

Having a department-wide philosophy that emphasizes a recruitment potential in all public interactions can help overcome negative or unrealistic impressions of what law enforcement work entails and contribute to a larger strategic recruitment plan. Recruiting must become a part of everyday interactions between officers and the public. Establishing this mindset within the department to support recruitment can enhance community outreach efforts by making recruitment an overall philosophy for all, rather than a task to be performed solely by a specialized unit.

### **Create an inviting atmosphere within the department for potential applicants**

Outreach to potential applicants must be meaningful, genuine, and reflect a departmental desire to build true relationships with them. Making these contacts real requires going beyond traditional public appearances, and might require imaginative or creative techniques, such as citizen academies, open houses, facility tours, and ride-alongs. To enhance the personal touch, the department should routinely schedule open houses at their various facilities. Additionally, every officer should be equipped with a business card that on the back, has the department’s brand, as well as specific information on who to call to schedule a ride-along. This personal touch and referral will go a long way in opening the department to new applicants, and it will solidify the commitment of the department to a proactive and ongoing recruitment strategy.

It is also important to note that when prospective candidates inquire about a ride along, the department should ensure that the officer assigned to the task is genuinely interested in serving the best interests of the agency through this process. This means that the department should seek volunteers for these assignments, and equip those officers with the information they need to help aspiring officers navigate their way through the hiring process.

### **Utilize youth outreach programs to enhance the department image and recruiting efforts**

The department should consider using youth outreach programs to enhance its recruiting and image among the youth of the community. These programs can range from a paid cadet/internship programs, to other less costly programs, such as an explorer program, and/or partnership/mentor programs with local colleges and high schools. Because many high school students are already thinking about and starting preparation for future careers, high school age students should be a primary focus for long term results. A series of youth leadership academies offered during the summer months, emphasizing self-discipline and core values, such as service to the community, can build a strong cadre of potential recruits and advocates in the community.

### **Use community liaisons for increased contact with underrepresented communities**

The department should use their community liaisons to spread the word about recruiting efforts. Recruiting notices should be placed in community-specific newspapers, to include specific community and/or neighborhood newsletters. Department recruiting information and links should be on the web pages of professional, academic, and fraternal organizations throughout the city. The chief law enforcement executive and other members of the command staff should make direct appeals to community organizations for help in recruiting, especially from diverse communities.

A complaint that is often heard nationwide is that recruiting information is not getting to members of minority communities. By having a direct solicitation from members of the department command staff, the likelihood for better community communications increases significantly. The department should partner with community leaders and organizations to garner their support in referring applicants to the department. This partnership should include seeking a presence on the website of these organizations, as well as direct referrals to the department's recruiting website. The department should also consider holding separate recruiting meetings for members of specialty groups, including providing assistance and support in understanding the application and testing processes.

### **Develop a strategy to maximize opportunities with second-career applicants**

For many agencies, second-career applicants are a largely untapped market, and today's volatile economic situation has many people seeking career changes later in life. With the economic downturn of the late 2000s, many departments noted an increase in applicants seeking a second career in policing, coming from fields as diverse as automobile manufacturing, construction, marketing, and business administration. Second-career applicants present

opportunities for departments to expand their workforce to include individuals with prior experience in diverse careers.

Career military personnel are also a logical source of second-career applicants. The department should establish partnerships with the local military installations to provide presentations to service members who are within two years of retirement. Many service members retire at a young enough age that law enforcement is a viable choice as a second career. To maximize the potential for gaining the interest of these applicants, the department should make these connections and establish regular dialogue with military command personnel.

### **Expand personnel assigned to career days/job fairs, develop a recruiting speech**

In many law enforcement agencies, shortfalls in staff resources often affect critical areas, such as backgrounds, attendance at recruiting events, recruit testing, and other functions. While career fairs do not typically produce numerous applicants, they are an effective marketing tool for the department by providing the opportunity to boost departmental visibility and recruit targeting. To expand the recruiting pool of personnel, the department should assign selected patrol officers or selected staff from other units to attend these events. With a department-wide *everyone is a recruiter* philosophy; more events can be targeted. The department also needs to develop a specific recruitment information packet, or *recruiting speech*, that all personnel are familiar with and can use.

### **Establish an employee referral incentive program**

Employee referrals provide applicants with realistic and trustworthy answers to their questions, as well as a realistic portrayal of how a law enforcement career affects family life. Employee referral strategies will both increase applicant pools and provide balance to other recruitment strategies, such as online processes, that lack human interaction. To boost referrals, the department should establish an organization-wide recruitment/referral incentive program offering an incentive (monetary compensation or some other type of incentive, such as annual leave) for critical positions such as law enforcement officer. Human resources, along with appropriate government leadership, should identify critical positions where vacancies have a severe negative impact on services. Employees who recruit a qualified applicant would receive an incentive when the applicant is hired.

### **Develop a new more customer-friendly web page, and an enhanced social media presence for recruiting**

The department should examine and update their recruiting webpage, to emphasize ease of use and to provide more information, focusing on why a person should become an officer for the agency. Certainly, benefits, job security, and job challenges are important factors, but to have a successful strategy, the department must develop a brand for itself. Social media, such as Facebook and Twitter, should incorporate those changes as well as the new brand.



The new website should also incorporate various materials and information concerning the hiring and testing processes. If appropriate, this should include any areas or materials applicants should study to prepare themselves for the written exam. Ideally, those seeking information should be connected with a hiring mentor within the department, to maximize the information provided to the candidate, and to develop an early relationship between the applicant and the department.

### **Develop a recruitment video**

With the prevalence and popularity of online videos, such as on YouTube and other sites, effective recruiting videos are a requirement. Recruiting videos can be widely distributed and used by all members of the department to assist in recruiting and community engagement. Care should be taken to incorporate realistic information about job requirements, without over- or under-emphasizing the negative aspects of law enforcement work. There is little to be gained by attracting applicants who might have the necessarily abilities and skills to become an officer but lack the interest or will to do all of the duties the job requires. Accordingly, the recruitment video should highlight the positive aspects of law enforcement work, without ignoring those elements that might be detractors, for some people.

### **Establish an effective and measurable yearly recruiting plan**

Just as with any law enforcement operation, successful planning is key to success. The department should develop and implement an effective and measurable yearly recruiting plan. This plan should identify specific goals/benchmarks, task assignments, and tools to use to achieve the goals. The plan should include accountability measures, and a senior commander should be responsible for implementation and plan success.

### **Prioritize top applicants, based on agency criteria.**

In many departments, candidates are moved through the hiring process indiscriminately, without regard to their potential for successfully making it through the hiring process. In this sense, those who are highly-qualified candidates are treated the same as those who are clearly less qualified. Because of the competitive hiring market, this can lead to losing good candidates to other departments that act more swiftly, or who provide a greater level of focused attention to those candidates who are most likely to be hired.

The department should consider identifying a point within the hiring process at which they are able to distinguish those candidates the department would be most interested in hiring. Once this occurs, the department should assign them a mentor. In addition, the department should prioritize the background and other hiring processes for these applicants, to help ensure they remain highly engaged in the hiring process with the agency. This is not to say that the department should ignore or discard the other candidates. The idea here is to maximize the resources of the department with those who are the most likely to succeed. Focused attention should be afforded to as many applicants as the department can manage.



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**Re-evaluate the disqualification factors (both singular and combination) to more holistically evaluate the attributes they and their community**

It is important to note that while standards comprise an important part of a hiring process, certain steps, such as background investigations that impose unrealistic standards, can have a significantly negative effect on hiring the right people. Criteria that consider all criminal activity the same, regardless of type of offense or how recent the occurrence, or processes that screen out those who make voluntary admissions of drug use or other crimes (without any conviction), may impede an agency from hiring the diverse officers it needs for 21<sup>st</sup> century policing. The department should be cognizant of the potential for extenuating factors and re-evaluate their disqualification factors (both singular and combination) to more holistically evaluate the attributes they and their community want in their officers. This assessment should include evaluating the applicant's overall life experience and skills in a broader context.

As part of this process, the department should evaluate all discretionary disqualification factors in use, to determine whether they represent the standards the department and community prefer. This exercise is not about reducing standards, but instead, it is about clarifying which standards the department and community want to prioritize and maintain.

**Establish a review committee, to review questionable background information on candidates, which are non-disqualifying in nature**

Some applicants have items in their history, which may not immediately disqualify them as candidates, but which from a subjective view, may reflect poorly on the candidate overall. In the past, many departments have dismissed these applicants without further review or consideration. This can lead to the elimination of candidates who may have been a positive addition to the agency. The department should establish a secondary review committee to evaluate the details of any non-mandatory disqualification factors that may arise from the background investigation. This process could even involve an additional interview with the candidate. These processes often provide additional insight for the department about the candidate, and they can also provide an opportunity to provide feedback to the applicant.

Caution does need to be used to ensure that privacy laws are followed, and with regard to the committee makeup, especially if non-department members are used. To ensure compliance with these areas, the department should involve its labor attorney and human resources personnel at the outset of the development of this process, to establish a very clear and definitive policy on which cases will get a secondary review.

It is also important to note that it is likely impractical and counterproductive to offer to use this secondary review in every case. As a result, the department may wish to consider establishing specific standards for using secondary review. For example, secondary review might be restricted to cases that involve singular disqualification factors, as opposed to those that involve combination factors.

## Appendix D: Department Actions During the Assessment

This section of the report provides a brief overview of the actions and changes that the DPD has engaged during the course of this project, which relate directly to, or in part, to the findings and/or recommendations from this assessment. This information has been provided directly from the DPD. The numerical references below correlate to the recommendations numbers from this assessment.

2-1/12-1: DPD hired a civilian PIO who specializes in communication, to assist us in developing and maintaining better internal and external communications. DPD has also developed video chat capabilities for the police chief to implement for messaging to the department. DPD has also started a rebranding initiative and hired a marketing consultant, who will work in conjunction with the PIO to better market the DPD with our community, and with our recruiting and hiring efforts.

2-2: DPD administration has been reviewing an assortment of discipline matrixes to help us standardize our response to investigations into complaints.

3-3: DPD has moved the part-time animal control officer to a full time position and has been evaluating the facility and equipment needs, and at this time, several updates to the facility have been implemented.

3-4: DPD has put into place a plan to continually fund the current CSO program (it did not have any funding stream) and have been continually working towards growing this unit.

3-6/3-9: DPD recognized the need for a civilian person to take over the administrative roles with training and licensing some time ago and plans to add such a role. DPD has evaluated many jobs and tasks that are currently performed by sworn personnel to determine if civilian staff would be more appropriate.

5-2/10-2: DPD is in the process of building our new RMS system through Tyler. This new RMS will provide a number of efficiencies and allow the DPD to achieve better work flows, capabilities, as well as tracking and management.

6-1: DPD has been working on a plan with School District 709 to effectively provide mandated information to the appropriate individuals in District 709, as well as the SROs.

8-3: A process for providing POSCSI introduction training for new recruits has been implemented. Plans are in the works to do a more in-depth POSCSI training, to provide this training to as many in patrol as possible.

9-2: A review of our practice with non-agency personnel has occurred, combined with retraining to ensure those who should not have access to law enforcement data bases, do not. A plan has also been put into place to give our partner agencies a space that is outside of the space used by Investigations units, to further comply with data practices. This space is a swap of space with the SLCSO, and we are awaiting their exit of this space, upon which we will move our partner agencies.

10-2: DPD has reviewed its program on Intelligence Led Policing and based on that review, we have revised our goals and objectives to be outcome-based oriented.




## Appendix E: Strategic Planning and Action Plans

As a part of the organizational assessment process, BerryDunn provided DPD administrative staff with a full draft report, including the recommendations. Following a review of that draft, BerryDunn facilitated a strategizing session with the entire command staff of the DPD. This process, which spanned a day and a half, included two primary objectives:

1. Prioritizing the recommendations for action
2. Developing a set of high-level action steps for the prioritized recommendations

Sixteen command personnel participated in the strategizing session that was facilitated by BerryDunn. Command staff were provided with a full list of the recommendations and findings in advance of the session, and DPD administration prompted staff to familiarize themselves with the content prior to the session. During the strategizing session, personnel were divided into four groups, representing varying operational areas of the department, and each group was provided with a worksheet to record its ratings. The worksheet included color-coding for each recommendation, as prioritized by BerryDunn during the organizational assessment. The color-codes were provided as red, orange, and yellow, based on the prioritization levels identified in Table E-1.

**Table E-1: Recommendation Priority Levels**

Overall Priorities for Findings and Recommendations	
 <b>Critical</b>	<b>Critical/Priority</b> – These recommendations are very important and/or critical and the agency should prioritize these for action.
 <b>High</b>	<b>High/Primary</b> – These recommendations are less critical, but they are important and should be prioritized for implementation.
 <b>Medium</b>	<b>Medium/Non-Urgent</b> – These recommendations are important and less urgent, but they represent areas of improvement for the agency.

Each group was tasked with identifying a priority rating for each recommendation (A, B, or C), along with a brief rationale for the priority rating determined. Groups were instructed to base their ratings on the following rating system:

- A. Those your group feels are important to pursue now (immediate/short term)
- B. Those your group feels are important to pursue, but could or should be delayed for some reason (mid/long term)
- C. Those that your group feels the department may or may not pursue

Command staff were advised that the color-coding provided by BerryDunn on the worksheet should be viewed only as a guide, and they were encouraged to develop ratings based on their evaluation of agency priorities, irrespective of the color-coded ratings provided. To be clear, due to their criticality, six of the recommendations were pre-identified by BerryDunn as A-level priorities, and command staff were instructed not to change these ratings, as these recommendations were provided to the DPD midway through the project, and they require prompt attention.

After all groups had prioritized each recommendation, BerryDunn facilitated a discussion of each recommendation, including the underlying rationale from each group, and a consensus rating was established. The consensus ratings are provided in Table E-2, and are shown in categorical order (A, B, and C). Based on the consensus ratings, there were 17 A-level recommendations, 16 B-level recommendations, and 12 C-level recommendations. It is important to point out here that many of the C-level recommendations were placed in this category not because they would not be pursued at all, but because the groups felt there were other priorities, and/or that many of these could not be accomplished until other recommendations were completed.

**Table E-2: Recommendation Timelines**

No.	Recommendation	Timeline		
		Short	Mid	Long
2-1	<b>Finding Area – Internal Communication:</b> The DPD should develop an internal communication strategy.	A		
2-2	<b>Finding Area – Internal Accountability:</b> The DPD should examine the current agency-wide accountability system, and establish appropriate procedures for effective and consistent accountability practices.	A		
2-3	<b>Finding Area – Organization Change Management:</b> The DPD should establish an Operations Improvement Committee (OIC), to support internal improvements and changes within the organization.	A		
3-2	<b>Finding Area – PIO:</b> Expand PIOs Knowledge of Police Operations.	A		
3-5	<b>Finding Area – CSOs:</b> The 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.	A		
3-9	<b>Finding Area – Civilianizing Staff and Reallocating Duties:</b> The DPD should engage in a job task analysis for those in non-sworn roles to determine if certain job tasks could be reallocated to administrative personnel.	A		
4-2	<b>Finding Area – In-custody Reports:</b> Revise In-Custody Report Process	A		

No.	Recommendation	Timeline		
		Short	Mid	Long
4-5	<b>Finding Area – Patrol Staffing:</b> The DPD should add eight patrol officers to primary CFS response in the Patrol Division.	A		
4-6	<b>Finding Area – Operational Minimums and Authorized Hiring Levels:</b> In collaboration with city leaders, the DPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.	A		
4-7	<b>Finding Area – Patrol Work Schedule:</b> The DPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.	A		
6-1	<b>Finding Area – Juvenile Offense Notifications:</b> Provide Juvenile Offense Notifications to Schools	A		
8-2	<b>Finding Area – Forensic Evidence Processing:</b> The DPD should add a full-time staff member to focus on conducting forensic examinations of digital evidence.	A		
9-2	<b>Finding Area – Data Privacy:</b> Ensure Compliance with the MGDPA.	A		
9-3	<b>Finding Area – Policy Committee:</b> The DPD should develop a formal process to solicit input from DPD 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.	A		
10-1	<b>Finding Area – Records Management System:</b> Track Critical Capability Needs and Integrate them into the new RMS.	A		
10-2	<b>Finding Area – Intelligence Led Policing:</b> Revise the Crime Meeting and ILP Strategies	A		
12-1	<b>Finding Area – Recruitment and Hiring:</b> The DPD should develop a recruiting plan that outlines the goals and objectives of the DPD in building and maintaining a diverse and quality workforce.	A		
2-4	<b>Finding Area – Personnel Development:</b> The DPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.		B	
2-5	<b>Finding Area – Supervisor Notes Documentation:</b> The DPD should develop a policy and procedure relative to the recording of non-disciplinary supervisor notes.		B	
2-6	<b>Finding Area – Performance Appraisals:</b> The 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		B	

No.	Recommendation	Timeline		
		Short	Mid	Long
	the needs and desires of the leadership and staff within the department.			
3-3	<b>Finding Area – Animal Control:</b> The DPD should convert the part-time staff member of the Animal Control Unit to full-time. In addition, the DPD should conduct a review of the infrastructure and operations of the Animal Control Unit and develop a strategic plan to address any shortcomings.		B	
3-4	<b>Finding Area – Records and Support:</b> The 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.		B	
3-6	<b>Finding Area – Training and Licensing:</b> The 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.		B	
3-7	<b>Finding Area – MHU:</b> The DPD should develop metrics for tracking the workload of the MHU. The DPD should increase staffing of the MHU by one sworn officer to manager elder abuse and POR duties, and to support the MHU.		B	
4-1	<b>Finding Area – Report Processing and Review:</b> The DPD should revise the report review and investigations referral process		B	
4-3	<b>Finding – Patrol Zones:</b> The DPD should examine the patrol zones and revise their structure and the associated personnel allocations.		B	
4-4	<b>Finding Area – Supplanting:</b> The DPD should establish a supplanting CAD code that clearly identifies that the CFS response was managed by a non-patrol unit on behalf of the Patrol Division.		B	
4-8	<b>Finding Area – Alternative Reporting:</b> The DPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU and online reporting systems.		B	
7-1	<b>Finding Area – CFS Routing:</b> The DPD should work with the SLCECC to develop a policy and consistent procedure for distribution of CFS for zone units that are in a busy status.		B	
7-2	<b>Area Finding – Multi-Unit Dispatching:</b> The DPD should establish a policy and protocol for multi-unit dispatching, and this information should be merged with the CAD system.		B	
8-3	<b>Finding Area – CSI:</b> The DPD should provide POCSI training to all new patrol officers and to any existing patrol officers who have not received it. In addition, the DPD should provide refresher training on an ongoing basis, to help ensure these skills are maintained.		B	



No.	Recommendation	Timeline		
		Short	Mid	Long
11-1	<b>Finding Area – Field Training:</b> The DPD should develop an FST program for all new supervisors.		B	
11-2	<b>Finding Area – Training Program:</b> The DPD should establish a broad training policy and plan that establishes a department-wide training strategy.		B	
2-7	<b>Finding Area – Organizational Culture and Climate:</b> The DPD should review the quantitative and qualitative survey responses and consider any appropriate actions			C
3-1	<b>Finding Area – Organizational Structure:</b> The DPD should adjust the organizational structure and organization chart.			C
3-8	<b>Finding Area – Bike Patrol:</b> The 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.			C
5-1	<b>Finding Area – Community Policing:</b> The 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.			C
5-2	<b>Finding Area – Impartial Policing:</b> The DPD should collect subject and outcome data from all law enforcement related contacts.			C
6-2	<b>Finding Area – SROs:</b> The DPD should increase youth engagement at the elementary schools.			C
6-3	<b>Finding Area – SROs:</b> The DPD should equip the SRO squad cars with the same technology that is deployed in the standard patrol units.			C
8-1	<b>Area Finding – Investigations Case Categorization and Monitoring:</b> The DPD should establish a new coding and case monitoring processes for investigative cases and cases referred to investigation for review.			C
8-4	<b>Finding Area – Drugs and Gangs:</b> The DPD should develop a process for the coordinated response and investigation of low- and mid-level drug cases.			C
9-1	<b>Finding Area – Policy Development and Revision:</b> The 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.			C



No.	Recommendation	Timeline		
		Short	Mid	Long
9-4	<b>Finding Area – Policy Review:</b> The DPD should require that all staff review all department policies annually.			C
10-3	<b>Finding Area – Crime Analysis/Criminal Intelligence:</b> The DPD should add a half-time administrative staff member to assist the crime and intelligence analysts.			C

After the recommendations had been categorized, BerryDunn randomly assigned the prioritized recommendations to the groups for the development of action steps. This included all 17 of the A-level recommendations, 9 prioritized B-level recommendations, and 1 C-level recommendation. For each recommendation, each group was tasked with identifying high-level action steps, task owners, timelines, and any fiscal needs, partners, or other resources required. In addition, groups were asked to identify any potential barriers and possible solutions to any predicted objections or barriers identified. Following the development of the action steps associated with each task, BerryDunn facilitated a group discussion. During the discussion, the command staff were asked to provide additional input or ideas on necessary action steps, and this information was captured for each task.

Due to time constraints, action plans were not established for several of the recommendations in Table E-2. These have been highlighted in light blue for easy identification. BerryDunn has provided the DPD with the forms required to complete this process for the remaining recommendations, and encourages the DPD to engage this process as soon as it is feasible.

In Table E-3, BerryDunn has provided a summary of the action steps defined for each of the recommendations, as assigned to the individual groups and as refined through discussion with the entire command staff. The information contained within each of these action plans represents a high-level listing of action steps to move the recommendations forward. However, there are numerous details associated with each recommendation that the DPD will need to discuss, outline, and carry out as a part of the process. It will be up to the DPD administration to establish a schedule for additional dialogue and action on these items.

**Table E-3: Recommendation Action Steps**

<b>Recommendation Number:</b> 2-1	<b>Description - Internal Communication:</b> The DPD should develop an internal communication strategy.
<b>Operational Gaps:</b> Internal communication within the DPD is not serving the needs of the organization	
<b>Action Steps:</b>	
1. Intentional discussions with staff to determine how they want to receive information (taking different schedules into consideration)	
2. Determine a communication matrix depending on the type of information being disseminated	
3. Develop an ongoing evaluation strategy to identify effective and consistent communication strategies	
4. Identify current communication strategies. Utilize surveys to “fact check” what is currently being done.	
<b>Recommendation Number:</b> 2-2	<b>Description - Internal Accountability:</b> The DPD should examine the current agency-wide accountability system, and establish appropriate procedures for effective and consistent accountability practices.
<b>Operational Gaps:</b> Inconsistent accountability, lack of job performance metrics, and performance enforcement policy	
<b>Action Steps:</b>	
1. Articulate clear job expectations	
2. Define standards of proficiency	
3. Develop performance metrics	
4. Create overarching policy for enforcement including a discipline matrix	
<b>Recommendation Number:</b> 2-3	<b>Description - Organization Change Management:</b> The DPD should establish an Operations Improvement Committee (OIC), to support internal improvements and changes within the organization.
<b>Operational Gaps:</b> The DPD does not have a formal structure in place for managing, implementing, monitoring or communicating operational change.	
<b>Action Steps:</b>	

1. Communicate OIC initiative with work groups and solicit input
2. ID group structure and expectations
3. Convene group

<b>Recommendation Number:</b> 2-4	<b>Description - Personnel Development:</b> The DPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.
<b>Operational Gaps:</b> DPD does not have a formal staff development system. There is no formal system of succession planning. There is no formal system for supervisory development.	
<b>Action Steps:</b>	
1. Identify minimum training and/or skillsets required for each position	
2. Identify individuals whose career aspirations are a supervisory position	
3. Identify skills, abilities and attributes required for our supervisory/leadership positions	
4. ID career aspirations	
5. Develop training plans for various career plans	
6. Require those that attend training, to present highlights to their units	

<b>Recommendation Number:</b> 2-5	<b>Description - Supervisor Notes Documentation:</b> The DPD should develop a policy and procedure relative to the recording of non-disciplinary supervisor notes.
<b>Operational Gaps:</b> There is a lack of consistency of documentation regarding supervisor notes pertaining to followers	
<b>Action Steps:</b>	
1. Internal command level meeting to discuss status, execution, etc.	
2. Develop SOP for appropriate development of a working file	
3. Group rollout to all sergeants	

<b>Recommendation Number:</b> 3-2	<b>Description - PIO:</b> Expand PIOs Knowledge of Police Operations.
<b>Operational Gaps:</b> PIO has limited experience in law enforcement of would benefit from additional exposure to dept. units/operations.	
<b>Action Steps:</b>	
1. Identify from employee and supervisor organizational gaps	
2. Formulate a detailed plan to address gaps	
3. Implement plan – potentially similar to DEEP; include spending time on front desk for department overview	
4. Review how other departments train civilian PIO's	
<b>Recommendation Number:</b> 3-5	<b>Description - CSOs:</b> The 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.
<b>Operational Gaps:</b> Reduce the obligated workload burden for patrol	
<b>Action Steps:</b>	
1. Cost benefit analysis of expanding the CSO program	
2. Task analysis for determine how much unobligated time patrol officers would gain if CSOs were used	
3. Identify a political champion	
4. Evaluate CSO involvement in the program as a recruitment tool	
<b>Recommendation Number:</b> 3-7	<b>Description - MHU:</b> The DPD should develop metrics for tracking the workload of the MHU. The DPD should increase staffing of the MHU by one sworn officer to manager elder abuse and POR duties, and to support the MHU.
<b>Operational Gaps:</b> There is currently a lack of data to quantify activities of the MHU	
<b>Action Steps:</b>	
1. Task current MHU staff with documenting their current tasks for a 2 week timeframe. Use current grant statistics being gathered	

- |  |
|--|
| 2. Current MHU and SCAN review the viability of shifting POR and elder abuse   |
| 3. Evaluate the impact of expanding MHU (supervisory, physical location, etc.) |

<b>Recommendation Number:</b> 3-9	<b>Description - Civilianizing Staff and Reallocating Duties:</b> The DPD should engage in a job task analysis for those in non-sworn roles to determine if certain job tasks could be reallocated to administrative personnel.
<b>Operational Gaps:</b> Inefficient alignment of tasks	
<b>Action Steps:</b>	
1. Compile task list for each employee	
2. Job re-design	
3. Assign primary and alternate for each task.	

<b>Recommendation Number:</b> 4-1	<b>Description - Report Processing and Review:</b> The DPD should revise the report review and investigations referral process
<b>Operational Gaps:</b> Report and review process is inconsistent	
<b>Action Steps:</b>	
1. Continue with the current system until the updated RMS is realized	
2. During the development of the updated RMS review the workflow and referral process	

<b>Recommendation Number:</b> 4-2	<b>Description - In-custody Reports:</b> Revise In-Custody Report Process
<b>Operational Gaps:</b> The process of preparing cases for prosecution for those who are in custody is not consistently efficient	
<b>Action Steps:</b>	
1. Meet with Prosecutors to discuss issues	
2. Map of current processes	

3. Identify choke points and methods to overcome them
4. How are other agencies handling this work flow?

<b>Recommendation Number:</b> 4-5	<b>Description - Patrol Staffing:</b> The DPD should add eight patrol officers to primary CFS response in the Patrol Division.
<b>Operational Gaps:</b> Staffing levels in patrol are not optimized and do not meet operational demands	
<b>Action Steps:</b>	
1. Create presentation that addresses why there's a need, to include statistics, this report, best practices, etc. cost analysis	
2. Gather Stakeholders to form a committee to compile information ( police union, community partners, etc.)	
3. Present to city administration	

<b>Recommendation Number:</b> 4-6	<b>Description - Operational Minimums and Authorized Hiring Levels:</b> In collaboration with city leaders, the DPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.
<b>Operational Gaps:</b> Consistently operating at less than optimal levels	
<b>Action Steps:</b>	
1. Educate fiscal decision makers that it's not over-hiring rather hiring based on projected needs	
2. Enhance our recruitment strategies	

<b>Recommendation Number:</b> 4-7	<b>Description - Patrol Work Schedule:</b> The DPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.
<b>Operational Gaps:</b> Not enough staff to provide adequate customer service or a robust community policing program, officer safety concern	
<b>Action Steps:</b>	
1. Identify a schedule that serves the officers, organization and community	

2. Identify necessary resources
3. Develop a communication plan
4. Implement (Jan 1, 2021)
5. Re-evaluate (one year later)

<b>Recommendation Number:</b> 6-1	<b>Description - Juvenile Offense Notifications:</b> Provide Juvenile Offense Notifications to Schools
<b>Operational Gaps:</b> The DPD is required by Minnesota statute to provide notifications to schools recording certain offenses committed by juveniles, but this process has not been consistently applied.	
<b>Action Steps:</b>	
1. Review pertinent statutes	
2. Meet with schools	
3. Map current process	
4. Establish, fix or new process to ensure compliance	
5. Finalize with policy	

<b>Recommendation Number:</b> 7-1	<b>Description - CFS Routing:</b> The DPD should work with the SLCECC to develop a policy and consistent procedure for distribution of CFS for zone units that are in a busy status.
<b>Operational Gaps:</b> Call holding and stacking within dispatch center is contributing to inaccurate response time data and elongated response times. Lack of consistency and policy relating to management of CFS that come in for a specific patrol zone in which the officer is busy.	
<b>Action Steps:</b>	
1. Internal leadership team meet to develop a strategy and gain understanding of situation	
2. Meet with SLCECC, gain understanding of their protocols	
3. Finalize strategy	



4. Communicate plan and expectations to staff

<b>Recommendation Number:</b> 7-2	<b>Description - Multi-Unit Dispatching:</b> The DPD should establish a policy and protocol for multi-unit dispatching, and this information should be merged with the CAD system.
<b>Operational Gaps:</b> There is no current policy that dictates how many units to send to a CFS	
<b>Action Steps:</b>	
1. Internal leadership team meet to discuss and gain understanding of current situation	
2. Meet with SLCECC, gain understanding of current protocols and capabilities	
3. Develop strategy protocol and or policy to address multi-unit dispatching	
4. Internal rollout with emphasis on supervisory staff	

<b>Recommendation Number:</b> 8-2	<b>Description - Forensic Evidence Processing:</b> The DPD should add a full-time staff member to focus on conducting forensic examinations of digital evidence.
<b>Operational Gaps:</b> Need to conduct forensic examinations of multiple electronic devices on various criminal cases	
<b>Action Steps:</b>	
1. Review of current workload; what cases are “on hold” and “wait” time	
2. Researching cost of civilian vs. sworn position	
3. Discuss with prosecutors office regarding needs	
4. Research if civilian can do ICAC work?	

<b>Recommendation Number:</b> 8-3	<b>Description - CSI:</b> The DPD should provide POCSI training to all new patrol officers and to any existing patrol officers who have not received it. In addition, the DPD should provide refresher training on an ongoing basis, to help ensure these skills are maintained.
<b>Operational Gaps:</b> DPD currently does not provide this training and we should provide basic evidence collection skills	

<b>Action Steps:</b>
1. Identify officers who don't have POCSI training
2. Provide training to those who have not received it after one year of employment
3. Provide curriculum for a four-hour refresher training program
4. Provide refresher training every three years after initial course

<b>Recommendation Number:</b> 9-1	<b>Description - Policy Development and Revision:</b> The 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.
<b>Operational Gaps:</b> Organizational assessment shows certain policies that DPD should implement to conform to industry best practices	
<b>Action Steps:</b>	
1. Review BerryDunn's suggestions	
2. Ensure that policy suggestions are best practice, conform to state statute, and current union contract	
3. Write and educate the department	

<b>Recommendation Number:</b> 9-2	<b>Description - Data Privacy:</b> Ensure Compliance with the MGDPA.
<b>Operational Gaps:</b> Statue restrictions	
<b>Action Steps:</b>	
1. Restrict access based on statutory requirements	
2. Allow access for authorized advocates with a defined audit process (new RMS)	
3. Relocate advocates to obtain compliance with statues	

<b>Recommendation Number:</b> 9-3	<b>Description - Policy Committee:</b> The DPD should develop a formal process to solicit input from DPD 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.
<b>Operational Gaps:</b> Lack of through process, no standardize timeline for review.	
<b>Action Steps:</b>	
1. Create an internal policy review committee with cross-representation	
2. Meet quarterly and/or more frequently if needed	
3. Develop a standard timeline for employee review	
4. Implement and enforce policy	

<b>Recommendation Number:</b> 10-1	<b>Description - Records Management System:</b> Track Critical Capability Needs and Integrate them into the new RMS.
<b>Operational Gaps:</b> DPD is in the process of deploying a new 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 system is a critical need for the DPD	
<b>Action Steps:</b>	
1. Continue with current work group and expand as new info arises	

<b>Recommendation Number:</b> 10-2	<b>Description - Intelligence Led Policing:</b> Revise the Crime Meeting and ILP Strategies
<b>Operational Gaps:</b> DPD has engaged various iterations of crime information/abatement meetings, and/or intelligence – led policing processes. Need to clarify the goals and objectives for these initiatives, and build a process that supports them.	
<b>Action Steps:</b>	
1. Being addressed by Amanda Reale.	
2. Continue to evaluate intelligence led policing model of every other week.	

3. Ensure information being presented addresses needs of department and community

<b>Recommendation Number:</b> 11-1	<b>Description - Field Training:</b> The DPD should develop an FST program for all new supervisors.
<b>Operational Gaps:</b> The DPD does not currently have a formal process for training newly promoted personnel	
<b>Action Steps:</b>	
1. Involve cross section of Lt's to develop a list of what newly promoted Sgts need to know	
2. Outline supervisor expectations	
3. Identify leadership role in tactical decision making and team tactics	
4. Consider PEP rotation through investigative units (depending on person)	
5. Training in supervisory file procedure to include accountability, discipline, evaluations	
6. Training on community policing	
7. Ask Sergeants what they wish they knew when promoted. Starting point for training needs.	

<b>Recommendation Number:</b> 11-2	<b>Description - Training Program:</b> The DPD should establish a broad training policy and plan that establishes a department-wide training strategy.
<b>Operational Gaps:</b> DPD does not have a policy that establishes a department-wide training strategies.	
<b>Action Steps:</b>	
1. Identify training needs in each unit for "core" training; look at best practices	
2. Identify training needs in each unit for advanced training	
3. Identify training needs for promotional/leadership interest	

<b>Recommendation Number:</b> 12-1	<b>Description - Recruitment and Hiring:</b> The DPD should develop a recruiting plan that outlines the goals and objectives of the DPD in building and maintaining a diverse and quality workforce.
<b>Operational Gaps:</b> DPD does not have a formal recruitment plan.	
<b>Action Steps:</b>	
1. Develop a pre-employment mentorship program	
2. Develop. A multi-channel branding and communication strategy to specifically target recruits	
3. Further develop relationships with local educational institutions to ID potential recruits as early as possible	
4. Continual intentional community engagement to enhance relationships with underrepresented Duluth communities	
5. Make everyone in DPD a recruiter	

The strategizing and action planning session engaged with the DPD command staff represents an important step forward in responding to the recommendations from this organizational assessment. However, there are many steps the DPD will need to take to forward these initiatives. A brief list of those steps includes the following:

- Complete an action plan for each of the remaining recommendations
- Identify a schedule for additional action on each recommendation
- Determine task owners for each recommendation
- Refine and add action details for each recommendation
- Engage internal and external resources, based on recommendation needs
- Monitor recommendation and task progress and evaluate and implement adjustments as needed

## Appendix F: RMS Configuration Recommendations

### Duluth Police Department Operational Assessment

#### PROJECT MEMORANDUM

TO: Organizational Assessment Project Team

FROM: BerryDunn Project Team

SUBJECT: Records Management System (RMS) Configuration Memo

DATE: July 3, 2019

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The purpose of this memo is to provide preliminary information concerning project recommendations that could affect configuration of the new records management system (RMS) being deployed at the Duluth Police Department (DPD). It is likely that substantive discussion may need to occur internally with DPD leadership to identify the specifics associated with several of these areas, but this information should provide the vendor with enough information to begin system configurations.

#### 1. Report Review

The RMS should be configured to include queues for the routing of reports for review, and automatic triggers for report routing, based on each updated status. Queues should include:

- Each officer
- Supervisors, by group (e.g., patrol, investigations)
- Review groups (could include SCAN, DVRT, report review team)

Routing from the queues should be automated. For example, if an officer reviews a report and changes the status to *approved*, the report would automatically route to the supervisor queue.

There are many details to determining how reports should be routed, and this will require a substantial work-flow discussion. Part of that discussion should involve how in-custody reports will be managed, and whether the process will vary for these reports.

The main point for the RMS vendor is for them to understand that queues and triggers need to be established for report routing.

## 2. Oversight of Investigations

In addition to report queues, the RMS should also be configured to provide active case queues. These should be officer/investigator-specific, but based on permissions, should also be configured so that supervisors can view them.

Based on the current system of report review within the DPD, which BerryDunn expects will continue in some fashion, there are investigative units that review specific reports (e.g., SCAN, DVRT). Based on this review, the investigator may take no action, take minimal action to finalize the case, or may activate the case for investigation. In addition, arrests have been made in many cases that are routed to investigations. In these circumstances, investigations may or may not conduct additional investigation. However, the current tracking system does not distinguish these, so it is not possible to determine how many cases were solved by the investigative units, as opposed to merely having been reviewed and routed by them.

There are many details to this area, but in short, the RMS should have the capacity to track the activity of the investigations units, so that analysis can be performed to understand caseloads, and individual and unit efforts. This should include categorization/disposition codes that clearly express the investigative effort.

## 3. Tracking of Community Oriented Policing (COP) Efforts

The DPD currently has no mechanism for tracking details related to COP. Developing a system to collect this data will be a recommendation from the assessment. This should include, at a minimum, the date, location, and type of activity. In addition, the system should be able to collect details regarding the activity, when appropriate (e.g., problem-solving, community meeting).

The RMS should be capable of receiving and storing this data. Although the system has not been developed, BerryDunn envisions a customized report that officers can generate in the field that would include the require data and information. This may simply require that the RMS have the capability to import the data and form.

## 4. Collection of Subject Demographic Data

The DPD does not currently collect race, gender, and outcome data (whether a person was cited, warned, detained, handcuffed, searched, etc.) from all police-related community contacts. It will be a recommendation that the DPD initiate this process. In addition, it will be helpful for the DPD to differentiate community contacts that originate from directed patrols or Intelligence-Led Policing (ILP) strategies, from general patrol



activities. This segregation of data is crucial to monitoring police activities, and to help ensure that officers are not engaging in biased policing.

One of the discussion points for this process surrounds the notation of race. The DPD should not expect officers to ask for race, except in situations that require it (such as an arrest). Instead, the race field should be included as *perceived race*. If possible, it would be helpful for this to be a custom field within the RMS, in addition to the regular race field. Perceived race would be included on non-arrest contacts, and would not be printed in any police reports or other public documents, but rather, would only be revealed as part of the data analysis regarding demographic and outcome data.

#### 5. Solvability Factors

Based on policy, the DPD uses weighted solvability factors. The RMS should be configured to collect this information and to report it as part of the case file. In addition, the RMS should be set up to collect data on files that are closed due to a solvability rating that does not meet department standards.

#### 6. Other CAD Importing

In reviewing the CAD data for this assessment, BerryDunn noted many challenges and inconsistencies regarding how received codes. In addition, many calls that are earmarked for patrol response are handled by officers that are not assigned these primary duties. This practice, referred to as *supplanting*, skews workload data for patrol. One of the recommendations from this assessment involves adding a CAD disposition code that clearly identifies a call for service (CFS) as a patrol call, regardless of who responds to the CFS. This will allow for improved workload data analysis in the future.

It will be important for the RMS to have the ability to capture how received codes. BerryDunn will be recommending additional efforts by the DPD to expand the use of phone reporting, creating a formal telephone response unit (TRU). Reports and CFS activity managed by the TRU should be readily identifiable within CAD, and within the RMS. The same holds true for reports that originate through the DPD online reporting system. The RMS needs to be configured to identify these data as originating from that system, as opposed to CAD.

As noted above, there are many considerations for several of the areas above. Given the timeline for completion of the assessment and delivery of the report, BerryDunn recommends that the DPD discuss RMS configuration as an ongoing aspect of the RMS rollout.

If there are any questions regarding the information here, please feel free to contact me.

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The following tables include a list of common law enforcement technology equipment and functions. The DPD should evaluate their technology use against the items in these tables, and consider adding any elements not currently in use at the DPD.

**Table F-1: Field Technology Considerations**

Function	Description
Driver's License Swipe or Bar Code Readers	These devices provide for easy data capture in the field, and they help ensure the integrity of the data that migrates into RMS.
Printers	Patrol vehicles should be equipped with printers, which are capable of producing e-citations, and printing of other custom forms (see below).
e-Citation	<p>An e-Citation system should be instilled in the squad cars. Here are some key elements of that system:</p> <ul style="list-style-type: none"> <li>• Auto-importing of data from driver's license (D/L) readers, and from state department of motor vehicle (DMV) and (D/L) files</li> <li>• Ability to select from citation, written warning, verbal warning, or fix-it ticket, as appropriate, and the ability to print associated fine or other warning information, unique and specific to the type of action the officer chooses (e.g. citation or warning).</li> <li>• Embedded location addresses from CAD or other data repository</li> <li>• Embedded statutes and ordinance numbers</li> <li>• Ability to export the citation and all associated data directly into RMS when printed, to include DMV and D/L files</li> <li>• Auto-generation of case/citation file upon creation of the citation</li> <li>• Ability to integrate officer notes into the e-Citation at the time of issuance</li> </ul>
Custom Forms	<p>Patrol vehicles should have the ability to use of custom forms, as developed for the department. These should include, at a minimum:</p> <ul style="list-style-type: none"> <li>• Crash Information Exchange: The ability to use imported data from DMV and D/L files to create, print, and export driver and vehicle owner data, for motor vehicle crashes</li> <li>• Towing Form: The ability to use imported data from DMV and D/L files, to create and print a vehicle impound form</li> <li>• In all custom forms cases, the system should push these forms to the associated case file, to include creating or appending the Master Name Index (MNI) file. A copy of the file should also push to the RMS for storage.</li> </ul> <p>Note: There are likely many other forms that would be helpful for this type of process, which could be identified through different sections of the department. In short, a system should be used that can generate and map these custom forms to the RMS.</p>
State Crash Report Integration	The system should integrate the Crash Information Exchange custom form, with the State Crash Reporting System. This system should auto-populate appropriate fields, and have the capability of pushing to the state system, as well as saving a copy of the state crash report to the local RMS.

**Table F-2: RMS Functional Considerations**

Function	Description
e-Citation Push	The RMS should have the capacity to push citation data directly to the State/Municipal court system. This should include a review queue for the department prior to submission.
Criminal Complaint Push	The RMS should have the capacity to interface with local or state prosecutors, so that data can be pushed directly into their systems for review and/or the development of a criminal complaint.
Case Generation	Officers (sworn or non-sworn) should be able to generate a new record within RMS, either through populating/generating one of the custom forms, through e-Citation, or through just starting a record on their own. They should have the ability to fully populate the record from data collected in the mobile environment
Field Reporting	Officers in the field should have full access to the RMS from the field. This includes query capability, the ability to create, review, and print any police report, and the capacity to review any aspect of any case file, or documents or media stored within that file.
Media Storage	The RMS should have the capacity to store and hold any media files within the case record, to include: PDF or other Office documents (Word, Excel), digital photographs, and digital recordings. (This is not intended for body camera or surveillance footage).
Solvability Factors	The RMS should have the capability of using Solvability Factors (and/or weighted Solvability Factors) for each case, and these should be a user-accessible function.
Case Management	<p>The RMS should have a robust case management system, which includes, at a minimum:</p> <ul style="list-style-type: none"> <li>• A customizable routing system</li> <li>• Case management queues for each user</li> <li>• Case management views for appropriate supervisors</li> <li>• Tracking capabilities for time/effort on each case</li> <li>• Routing triggers associated with varied stages of the case review process</li> </ul>

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## Appendix G: Crime Meetings and Intelligence-Led Policing



### Crime Meetings and Intelligence-Led Policing (ILP)

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## Section 1: Introduction and Purpose

In today's policing environment, many law enforcement organizations have developed systems to utilize crime data to measure and gauge individual and agency performance, and as a tool to inform personnel deployments, enforcement operations, and other agency efforts to reduce crime (O'Donnell & Wexler, 2013). The primary purpose of these systems is to help guide leader decision-making and to aid in the development of intentional strategies that contribute to public safety within the communities served (Godown, 2009; LeCates, 2018). There are innumerable variations and titles for these systems, but most involve the use of data that is presented, analyzed, and discussed in some type of a coordinated crime meeting (O'Donnell & Wexler, 2013). Although there is no prescribed format for this type of meeting, the intent of this paper is to provide a brief overview of the typical elements and components of police accountability and performance measurement systems, as well as guiding information to assist law enforcement agencies as they consider developing or refining these processes.

## Section 2: CompStat-Based Systems in Policing

### Understanding CompStat

Virtually all police accountability and performance systems that engage crime data as a measurement tool emanate from the foundation of CompStat, which the New York Police Department (NYPD) implemented in 1994 under Chief of Police William Bratton (O'Donnell & Wexler, 2013). The term *CompStat* refers to computer comparison statistics (Godown, 2008) and involves the "scientific analysis of crime problems, an emphasis on creative and sustained approaches to solving the crime problems, and strict management accountability" (Reducing crime through intelligence-led policing, 2008, p. 2). CompStat emphasizes a strategic approach to identifying community and crime issues, and providing intentional and focused solutions to address them (O'Donnell & Wexler, 2013, p. 2). This CompStat process also includes accountability for leaders and managers who are responsible for carrying out these strategies and producing results (O'Donnell & Wexler, 2013, p. vii).

The CompStat process consists of four core components:

1. Accurate and timely intelligence
2. Effective tactics
3. Rapid deployment
4. Relentless follow-up and assessment

(O'Donnell & Wexler, 2013)

To provide additional context, the Los Angeles Police Department (LAPD) has expanded the description of these four core components, and includes the following summary of the CompStat process in its meeting materials:

1. Collect, analyze, map, and review crime data and other police performance measures on a regular basis
2. Create best-practice strategies to address identified issues and implement these strategies in real time
3. Hold police managers and employees accountable for their performance as measured by these data; and
4. Consistently review and repeat the process

(Godown, 2008, p. 2)

Although it contains four core components, CompStat has also been described in a more simplified manner as a process that involves a two-pronged approach. The first prong examines the data, while the second prong examines the agency response to the problems, including consideration of the effectiveness, efficiency, and ability of the agency to address crime and community problems using the strategies the agency has engaged (Godown, 2008). Within this context; however, it is important to understand that CompStat is “not a solution. It’s a method to obtain solutions” (O’Donnel & Wexler, 2013, p. 2). Essentially, CompStat is a process that begins with data, but the operational value of the process builds as unit commanders and other leaders ask and consider the following questions:

- What is the problem?
- What is the plan?
- What are the results to date?

(O’Donnel & Wexler, 2013, p. 2)

With the answers to these questions, the agency can formulate a plan to address any crime issues or other community problems identified, and once the plan has been implemented, the agency can evaluate the level of success of those efforts; this is the CompStat cycle. Not surprisingly, the CompStat cycle follows the same problem-oriented policing (POP) method outlined in the Scan, Analyze, Respond, and Assess (SARA) model used in community policing. The effects of applying the SARA model as a POP strategy have been widely researched and assessed as producing significant positive outcomes (Weisburd, Hinkle, & Eck, 2008); a properly designed and implemented crime meeting system has the potential to produce similar results.

Although the term *CompStat* refers specifically to the system established by the NYPD in 1994, many police agencies have adopted variations of that process providing a wide range of nuances and an equally diverse set of titles. For the purposes of this paper, the term *crime meeting* will be used synonymously to refer to all iterations of the different accountability and performance measurement systems in use, including CompStat-based systems.



## The Value of Crime Meetings

In a study that sought to gather information concerning the purpose and value of crime meetings, researchers surveyed 166 police departments currently using them. The respondents cited five primary reasons for their use:

1. Identify emerging problems
2. Coordinate the effective deployment of resources
3. Increase accountability
4. Identify community problems and develop police strategies
5. Foster information-sharing within the agency

(O'Donnell and Wexler, 2013, p. 8)

The five reasons cited provide support, and form the foundation for, a series of positive operational outcomes that a successful crime meeting system can produce, as identified by the respondents, including:

1. Improved information-sharing throughout the organization
2. More autonomous decision-making, which helps empower supervisors to take action when necessary
3. An organizational culture in which all staff members recognize the opportunity for greater flexibility and creativity in problem-solving

(O'Donnell and Wexler, 2013, p. 8)

The responses to the survey mirror the experiences of other police organizations using a crime meeting system, and attest to the operational value of these meetings for law enforcement agencies in fulfilling their public safety mission (Godown, 2008; Shah, Burch, & Neusteter, 2018).

## Intelligence-Led Policing (ILP)

When it was created in 1994, CompStat established a formalized process to examine and measure the effectiveness of the NYPD and its efforts to address crime and other community problems. Subsequently adopted by many police agencies, this data-driven process has been used to examine crime trends to aid police commanders in the strategic deployment of personnel. This data-driven process of examination and analysis, referred to as *predictive policing*, helps police agencies position personnel and other resources in areas where the data suggests additional crimes will occur. In theory, due to increased police presence, this approach intends to increase the likelihood of apprehending offenders in the areas targeted, and to reduce the number of crimes committed (LeCates, 2018).

The creation of CompStat was foundational in building an intentional data-driven law enforcement strategy; however, as technology and analytical capabilities improved, many police

agencies increased the depth of analysis they were applying to the data available. This expanded approach, identified as intelligence-led policing (ILP), involves a focus that considers additional factors, including potential victims and offenders (LeCates, 2018), and the multijurisdictional nature of crime (Reducing crime through intelligence-led policing, 2008). From an operational perspective, ILP involves “a collaborative law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations” (Navigating your agency’s path to intelligence-led policing, p. 4, 2009).

Understanding the difference between predictive policing and ILP is important. Both involve the strategic use of data, but ILP expands the use of raw data and information, converting it into actionable intelligence. Though the terms *information* and *intelligence* are often used interchangeably; they are not the same. All data is information, but data that is analyzed becomes intelligence, and intelligence data provides a higher level of understanding, which can contribute to improved decision-making and policing strategies that have a greater potential for success (Navigating your agency’s path to intelligence-led policing, 2009).

In the same way that ILP has expanded upon the predictive policing model, ILP deployment strategies also involve an expansion of the steps involved in a typical crime meeting system. The steps in an ILP process include:

1. Executive commitment and involvement
2. Collaboration and coordination throughout all levels of the agency
3. Tasking and coordination
4. Collection, planning, and operation
5. Analytic capabilities
6. Awareness, education, and training
7. End-user feedback
8. Reassessment of the process

(Navigating your agency’s path to intelligence-led policing, 2009, p. 7)

To be clear, ILP is an expansion of the crime meeting system. It includes both the core elements of crime meetings and predictive policing, which are expected to be used in conjunction with a coordinated ILP process.

### **Section 3: Implementing Crime Meetings**

Many police agencies have successfully implemented crime meeting systems, and many have integrated predictive policing and ILP as key strategies (O’Donnel & Wexler, 2013). There are several areas that police agencies should consider to help ensure success in developing and implementing a crime meeting system. The first, and perhaps most important consideration, is

that law enforcement leaders should start with the end in mind. The development of a crime meeting system should begin with two very important questions:

1. Why are we holding crime meetings?
2. What do we want to accomplish?

(O'Donnel & Wexler, 2013)

Like many other aspects of law enforcement, there is no one-size-fits-all solution for developing a crime meeting strategy. Each agency and community is unique, and it is incumbent upon law enforcement leaders to develop a process that will meet both agency and community goals and needs. Answering these questions can help the agency define the purpose and intended outcomes for the crime meeting system, which will ultimately drive numerous other operational aspects of the crime meeting system.

### **Important Considerations**

There are several things law enforcement leaders should consider and keep in mind when implementing a crime meeting system. It is important to recognize that crime meetings should be regarded as part of an overall agency strategy to improve individual and agency performance and to reduce crime. As mentioned previously, crime meetings are not solutions; they are methods for developing solutions. Additionally, crime meetings should be regarded as tools to aid in developing operational and deployment strategies, but they should not be the only methods used to address crime and community problems, and individual or agency performance (O'Donnel & Wexler, 2013).

In many agencies, the primary measure of success or agency performance involves an analysis of various statistics, including arrests, crime rates, traffic citations, and crash rates. Although these metrics are important, there are other operational areas that the law enforcement agency should consider quantifying and monitoring. Just as predictive policing evolved and paved the way for ILP, crime meetings can also be used to monitor and promote community policing efforts, leading to a host of positive outcomes, such as increased public trust and improved community relations. In addition, by their nature, crime meetings increase internal communication within police agencies, and as a result, can serve as platforms for promoting organizational and cultural change (Shah, Burch, & Neusteter, 2018).

When establishing a crime meeting and performance measurement system, police agencies also need to be mindful of the adage, "What gets measured gets done." Most police officers are accustomed to having their performance monitored, and much of that monitoring has been volume-based (e.g., number of citations, arrests, complaints). If certain metrics are prioritized, police officers will generally adjust their work behaviors to match expectations. Accordingly, police agencies should carefully consider what items to prioritize and how to measure those items. To help ensure a strong strategy for performance measurement, police agencies should consider the following:

- If only activity data is measured, this can lead to prioritizing numbers over outcomes
- When leaders fail to engage line staff in developing measurement metrics, this can lead to inaccurate or incomplete information regarding their activities
- Although most traditional crime meeting models have not done so, agencies should measure and monitor community perceptions of safety, crime, or agency performance
- The crime meeting system should include measuring individual and agency efforts in community policing, and problem-solving

(Shah, Burch, & Neusteter, 2018, p. 7)

### **Suggestions for Success**

To help ensure the success of the crime meeting system, agencies should consider the following tips:

- The information used for the crime meetings must be current and provided in a timely manner; stale information is of little use.
- Any response or plan developed for addressing crime or other community problems must include a specific set of strategies; it is insufficient to simply throw resources at a problem. Part of the response process involves clearly identifying what staff members are expected to accomplish.
- The ability to rapidly deploy resources to address an issue is a critical element of the process. Leaders and managers must have access to personnel, and/or the ability to direct personnel to engage in activities that support the mission.
- It is also important to monitor the strategy deployed. Monitoring the agency response must include an analysis of whether the strategy produced the intended results, and what metrics can be produced to demonstrate this. If the strategy is not producing positive results, it will be necessary to adjust the response. (Godown, 2008)
- Developing performance measures (PMs) and key performance indicators (KPIs) should be a collaborative process that includes substantive involvement from those expected to perform the work. Equal attention should be paid to the inclusion of the community in this process, so that identified PMs and KPIs align with community needs and expectations.

(Shah, Burch, & Neusteter, 2018)

### **Operational Aspects**

Although the following list is not all-inclusive, there are several operational aspects of crime meetings for agencies to consider as they develop their crime meeting system.

- **Agenda:** Crime meetings should follow a consistent and prescribed agenda. This is important to ensure continuity of the meetings and to clarify the progression of the meetings for anyone who may attend.

- **Attendees:** Although the list of attendees may vary, depending upon the scope and purpose of the crime meetings, attendance by command staff, and the agency head in particular, is vital to demonstrating executive buy-in. Once the base of attendees has been established, these meetings must take priority over all other work activity (except for true emergencies).
- **Frequency:** The regularity or frequency of crime meetings is an area that is widespread among agencies who conduct them, with weekly and bimonthly meetings being the most common. The interval for crime meetings should be considered and determined in conjunction with the intent and focus of the crime meetings.
- **Length:** As with frequency, meeting lengths vary greatly. Once the agency has identified the format, agenda, and purpose for these meetings, an appropriate timeline can be established. Meetings should be of sufficient length to manage the work to be completed, without being burdensome. Meeting lengths of one to two hours are commonplace. The agency may also wish to consider varied lengths for weekly meetings, with a larger scope meeting occurring monthly.
- **Format:** The agency should consider the format for the meetings, including who will moderate them. Additional items for consideration include how data will be presented and who will present it. This process might also vary from meeting to meeting, depending upon the area of focus.
- **Minutes, notes, and follow-up assignments:** The agency should assign a scribe to take meeting minutes, and to note any significant items, discussions, or developments from the meetings. Taking minutes and recording the activity of the meeting should include keeping track of any new assignments and documenting any reports on follow-up, based on assignments from the prior meeting or meetings.
- **Communication:** Minutes and all other pertinent information should be circulated throughout the agency following each crime meeting. This should be done in a timely manner, and prior minutes should be archived and stored for easy retrieval.

## Section 4: Summary

Crime meetings can be important tools for agencies to use as part of an overall strategy to address crime and community problems and issues. Engaging crime meetings that integrate both predictive policing and ILP strategies can add depth to the crime meeting system, and help equip law enforcement leaders with the information and intelligence they need to guide decision-making and personnel deployments. A successful crime meeting system can provide numerous benefits that extend beyond the obvious and important aspect of reducing crime. These benefits can include improving organizational communication and critical thinking, developing positive relationships, and building and sustaining community trust. Despite the many benefits of developing and engaging crime meetings as a performance measurement system and as a strategic element of reducing crime, each police agency and community is

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unique. Accordingly, each agency should tailor its approach to meet its unique demands, while keeping in mind the foundational elements of these systems.

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