

Law Enforcement Analysis of the Cloquet Police Department

Cloquet, Minnesota



Final Report

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Submitted by:

**Upper Midwest Community Policing Institute
The Minnesota Chiefs of Police Association**

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Executive Summary

The following detailed analysis of the Cloquet Police Department discusses all areas identified in the Request for Proposal. Along with the analysis, the Consultants have provided sample action plans, procedural best practices, and source material to assist in the implementation of the recommendations contained herein.

The Cloquet Police Department has undergone significant changes throughout the past ten years. The Chief has led the department through a major philosophical and operational transformation that provided a sound foundation from which the police department can continue to improve. Although past organizational change required a great deal of effort, the Chief, because of his dedication, is still willing to push forward to improve services to the citizens of Cloquet. The stakeholders with whom the Consultants spoke stated that past inconsistencies and difficulties in the work environment were rectified by the organizational changes implemented by the current Chief. The Chief, with the direction and support of the city council and city administration, led the transition of an organization that was in trouble to one that has significant public support from its business community, school district, citizens and surrounding law enforcement agencies. The current employees demonstrated their dedication to improvement by actively participating in this assessment.

Building upon the success of past initiatives, the Department can further benefit by implementing the recommendations contained in this report. The recommendations fall into four overarching categories: vision/mission/goals, accountability, efficiencies, and personnel allocation.

Vision/Mission/Goals

The Cloquet Police Department has a published mission statement; however, the mission statement does not appear to have meaning to the members of the organization nor does it appear to guide the organization to a common focus of policing. The Department lacks a vision statement and formal organizational goals. Vision and mission statements and organizational goals serve as essential governance tools providing a firm foundation for future cohesive growth and development. A clear vision statement provides a common understanding of the organization's values and desired future direction. When used effectively, it will guide every aspect of the organization. A living mission statement details how an organization achieves its vision. Organizational and individual goals at all levels of the department serve as vital benchmarks documenting the progress toward achieving the mission and vision. Performance expectations that are clearly articulated and in line with the mission and vision statements create an environment where employees feel valued, are challenged to improve, and whose achievements are recognized.

Accountability

In today's policing environment, where transparency is a primary expectation of the community, establishing systems for accountability for the Cloquet Police Department is critical. The most efficient and effective way to increase accountability is to accurately and thoroughly capture the activities to which employee time is allocated. Another component of accountability is a systematic accounting of case assignment, management, and investigative initiatives. A key element of an effective accountability system is the review of police operations by a body

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independent of the department that represents the interests of the community. To be effective, this body must have clearly defined roles, responsibilities, and operating guidelines.

Efficiencies

The Cloquet Police Department could achieve a greater level of efficiency through a change in organizational structure. Our proposed model for reorganization clearly establishes command and control while providing direction and minimizing the potential for litigation. The recommended structure allows for improved communication and greater efficiency in resource allocation and service delivery. The addition of non-sworn staff allows for greater efficiency by minimizing the time sworn officers engage in non-enforcement activities. By exploring shared services, the city can reduce redundancies and leverage resources to maximize output.

Personnel Allocation

The Cloquet Police Department could better allocate their limited personnel resources by implementing new patrol and detective schedules. Our proposed schedule increases staffing during peak activity times while decreasing overtime costs. In addition to improved service delivery and investigative capacity, the recommended schedule promotes officer health, wellness, and safety, and organizational efficiency.

It is important for readers to understand that this analysis resulted from interviews with approximately 54 individuals of Cloquet, including leadership in the police department, staff at all levels, union leadership, local police partners, the Cloquet community, the Scanlon community, and communication dispatch personnel. In addition, numerous documents were reviewed including: authorizing legislation, Minnesota Police Officer Standard and Training Board mandated policies, other policies critical to the effective operation of today's policing agencies, labor agreements, organizational structure, work schedules, crime statistics, police reporting practices, technology, performance measures, training materials and grievance history. In addition the consultants toured the police department facilities and Carlton County dispatch center.

In the midst of what might be construed by some as a negative portrait of the Cloquet Police Department, it is important for the reader to remember that a significant number of police department staff are dedicated, eager, loyal, and committed public servants who want the department to progress, modernize and become the best police agency possible. Without these dedicated individuals, most of the changes and recommendations included in this report could not, and would not, be possible.

We would like to thank all of the members of the Cloquet Police Department and the participants of this study for their candor, commitment and participation in this project. In the final analysis, the citizens of Cloquet believe that they have outstanding police service and feel safe within the community.

Note: The use of the male pronoun when referring to police officers in this report is for the sake of convenience and consistency and is not in any way intended to ignore the presence or importance of females within the ranks of the Cloquet Police Department.

Significant Findings

Vision/ Mission/Goals

- The Department does not have a current vision statement thereby depriving the organization of one of the most effective governance tools to define and guide the organization's ability to create a future for itself.
- The Department has a written mission statement; however the mission statement is not meaningful to the members of the organization and does not guide the work of the organization toward a common purpose.
- The Department does not have current written goals and objectives to measure the performance of the organization. It appears that the Department has substituted organizational goals and objectives for individual officer goals which are developed and discussed during annual performance evaluations. The Department does not mandate or encourage documented organizational goals or communicate performance expectations outside of performance reviews.

Organizational Structure

- The Department's current operational organizational structure does not adequately divide command and control, disperse supervisory roles and responsibilities, provide clarity for the chain of command, nor support succession planning.

Work Schedules

- All three detectives are assigned to the same working hours which decreases investigative availability and increases overtime costs.
- The current patrol schedule is out of sync with the service demand, is inflexible, is designed contrary to the literature regarding health, safety and productivity of the officers and appears to be responsible for an excessive use of sick leave, especially with respect to the night shift.
- The K-9 is assigned to a detective, which reduces the dog's availability to the patrol function, increases the costs of the program and does not support career development.

Accountability

- The Department's current Policy Manual is substantially in compliance with the requirements of the Minnesota Board of Peace Officer Standards and Training with respect to mandated policies. However the Manual contains titles, functions and procedures that do not exist within the organization, thereby limiting its ability to effectively guide the organization. Many of the policies contained in the Manual are not intentionally followed as a practice. The Policy Manual does not appear to provide guidance with respect to officer discretion.
- The investigative function of the department is not guided by a system for the assignment, management, supervision, and follow up of criminal investigations.

- The Department relies on the Central Dispatch Center to capture data related to day-to-day patrol officer and department activities. For the purpose of this analysis, the dispatch center was only able to provide documentation for 25% of the minimum number of patrol hours, indicating that another method of documenting activity is necessary.
- The Citizen Advisory Board's role with respect to allegations of employee misconduct appears to be inconsistent and lacks statutory and policy authority for its function and access to investigative data.

Crime Analysis

- There were 4,945 Part I crimes and 8,175 Part II crimes reported by the Cloquet Police Department in 2012.
- The City of Cloquet has a considerably higher rate of Part I crime in comparison to other cities with similar populations used in the analysis.
- The City of Cloquet has a low clearance rate for crime investigated in comparison to other cities with similar populations used in the analysis.
- The community is generally pleased with the service of the police department, but on a neighborhood level, citizens are concerned about drugs and drug related crime.

Calls for Service

- There were 8,882 individual calls for service reported by the Cloquet Police Department in 2012, which are broken down as follows: 6,310 calls in the City of Cloquet proper, 2,090 calls on the Fond du Lac Reservation within the City of Cloquet and 482 calls in the City of Scanlon. This breaks down to approximately 22 calls for service per day.
- There were 2,407 individual traffic stops made by Cloquet Police Officers in 2012, which are broken down as follows: 1,606 stops in the City of Cloquet proper, 590 calls on the Fond du Lac Reservation within the City of Cloquet and 211 stops in the City of Scanlon.
- The City of Cloquet's highest days for calls for service are Friday and Wednesday.
- The City of Cloquet's highest hours for calls for service are between 15:00 – 17:00

Jurisdictional Considerations

The Consultants appreciate the complexity of jurisdictional issues between the City of Cloquet and the Fond du Lac Band of Lake Superior Chippewa and the critical distinction between Band law and state law when evaluating the authority of police officers. Even the licensure of Peace Officers Standards and Training does not grant the officer additional authority under Band law. Lastly, the consideration of insurance limitations drives the authority relationship between police departments.

There appears to be a lack of clarity, at least in the formal sense, to provide the officer clear direction with respect to authority. There appears to be much duplication of response and on-site negotiation regarding who will take the lead on the call and the subsequent investigation when appropriate. In fact, some of the guiding documents appear to be in conflict with one another and are further complicated by the administration's and police officer's individual interpretation.

History and Background

Cloquet is a city in Carlton County, Minnesota, United States, located at the junction of Interstate 35 and Minnesota State Highway 33. The City of Cloquet contracts to provide policing services to the City of Scanlon, population 992. In addition, a portion of the city lies within the Fond du Lac Indian Reservation and also serves as one of three administrative centers for the Indian Reservation. Cloquet is located along the Saint Louis River south of Duluth. The community is located along a busy transportation corridor that includes Interstate I-35, State Highway 33 and the St. Louis River resulting in multiple discrete areas within the community.

According to the United States Census Bureau, the city has a total area of 35.97 square miles (93.16 km²), of which, 35.20 square miles (91.17 km²) is land and 0.77 square miles (1.99 km²) is water. Cloquet was incorporated as a city, with a mayor and city council, in 1904. Prior to that, it was a village from 1884 to 1904. As of the census of 2010, there were 12,124 people, 4,959 households and 3,126 families residing in the city. The population density was 344.4 inhabitants per square mile (133.0 /km²). There were 5,235 housing units at an average density of 148.7 per square mile (57.4 /km²). The racial makeup of the city was 84.4% White, 0.4% African American, 10.8% Native American, 0.5% Asian, 0.1% from other races, and 3.7% from two or more races. Hispanic or Latino of any race were 1.3% of the population.

There were 4,959 households, of which 32.9% had children under the age of 18 living with them, 43.1% were married couples living together, 14.4% had a female householder with no husband present, 5.6% had a male householder with no wife present, and 37.0% were non-families. 30.5% of all households were made up of individuals and 12.9% had someone living alone who was 65 years of age or older. The average household size was 2.40 and the average family size was 2.96.

The median age in the city was 37 years. 25.5% of residents were under the age of 18; 8.9% were between the ages of 18 and 24; 25.5% were from 25 to 44; 25% were from 45 to 64; and 15.2% were 65 years of age or older. The gender makeup of the city was 48.7% male and 51.3% female.¹

Cloquet is faced with challenges as its population continues to grow and diversify. The provision of effective policing is costly and planning for future growth is a wise and responsible endeavor. Since the City provides services for Scanlon, shares services with the Carlton County Sheriff's Office and interacts closely with the Fond du Lac Tribal Police and population, clearly defined roles and responsibilities are crucial to the Department's future success.

¹United States Census Bureau.

Purpose and Methodology

Purpose

The law enforcement analysis was conducted to identify the current strengths, weaknesses and challenges facing the Cloquet Police Department, to identify gaps that exist between current and desired performance levels and to make strategic recommendations.

Methodology

The City of Cloquet (City) contracted with the Regional Center for Policing Innovation (Consultants) to conduct a law enforcement analysis of the Cloquet Police Department (the Department). The assessment was designed to evaluate several aspects of the Department including:

1. The Cloquet Police Department's current organization and staffing model
2. Quantity of workload and personnel allocation
3. The Department's rules, regulations, standard operating procedures and general orders, including the role of the Citizen Advisory Board in the area of citizen complaints
4. Equipment and technology utilization
5. Options for efficiency improvements including shared services

The Regional Center for Policing Innovation's assessment team used three major methodologies to collect information about the Department from which to analyze, draw conclusions and formulate recommendations.

1. The Consultants developed and administered standardized interview questions for all participants (sworn and non-sworn) to ensure consistency of data and to allow for comparative analysis. In total, the Consultants interviewed 34 individuals and facilitated a community meeting consisting of 20 citizens.
2. Various documents, reports, and data provided by the Cloquet Police Department and the Carlton County Sheriff's Office were reviewed to evaluate staffing and organizational structure, work schedules, call volume, workload, overtime, policing practices and operational efficiency and effectiveness of the Department.
3. Equipment and technology were reviewed by touring the Department facilities and Carlton County dispatch center.

Within this report, when additional methodologies are required to analyze specific functions within the Department, the methodology is explained as part of the introduction to that respective function.

The Consultants wish to advise readers that the analysis and related recommendations contained in this report are based on a review of limited data that was available to the consultants.

Evaluation of Current Conditions

A. Cloquet Police Department Organizational Structure and Staffing Model

1. Mission, Vision, Values and Goals

The mission of the Cloquet Police Department is “to provide quality police services to the community; uphold the constitution; enforce state laws and city code; and respond to and deter crime. We will nurture public trust by striving to attain the highest degree of integrity and professional conduct at all times”.

The value statement appears to be included as part of the mission statement. The Department does not appear to have a vision statement. The Department’s goals and objectives outlined in Policy 1.002 of the Cloquet Police Department Policy Manual were last updated in 2009.

Analysis

An organization’s mission statement defines its purpose, guides the accomplishment of goals, objectives and tasks, provides context for strategic direction and sets the tone for its members. It can be a powerful motivator for positive growth and the achievement of goals as a group.

The Department has a published mission statement which is posted at the entrance to the police station; however, it does not appear to guide the organization in its daily practice. Individuals interviewed were unable to clearly articulate the mission statement and did not feel that it was meaningful to them. The mission of the organization does not appear to drive the organization, resulting in the lack of a common departmental purpose.

The Department does not appear to have a written vision statement which, in the Consultant’s opinion, is vital to ensuring a consistent focus within all functions of the organization.

Per Policy 1.002, goals and objectives must be reviewed, updated, and distributed to all members of the organization on an annual basis. Individual officer/non-sworn goals are addressed in the annual evaluations and appear to have replaced department/organizational goals and objectives.

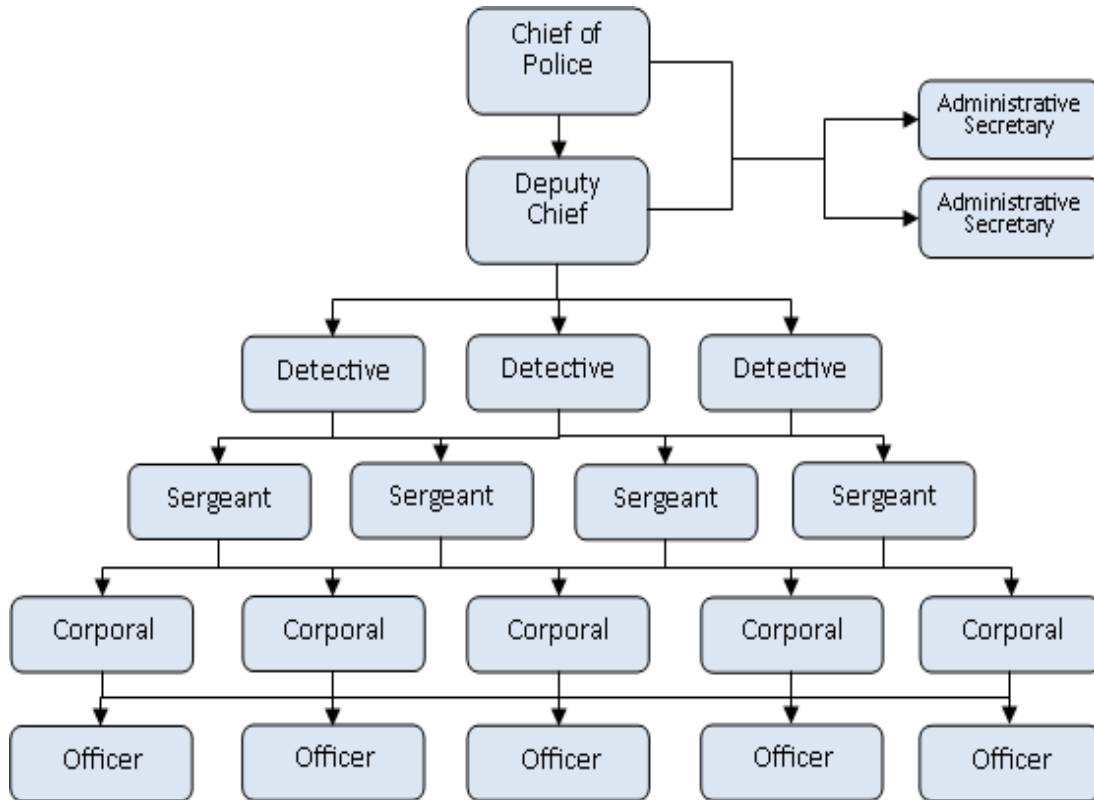
The lack of a current and inculcated mission, vision, values, goals and objectives deprives an organization of one of the most effective governance tools to define and guide the organization’s ability to create a future for itself and the community it serves. Additionally, this environment can create disparity in the level and quality of service provided to the community and within the Department.

Recommendations

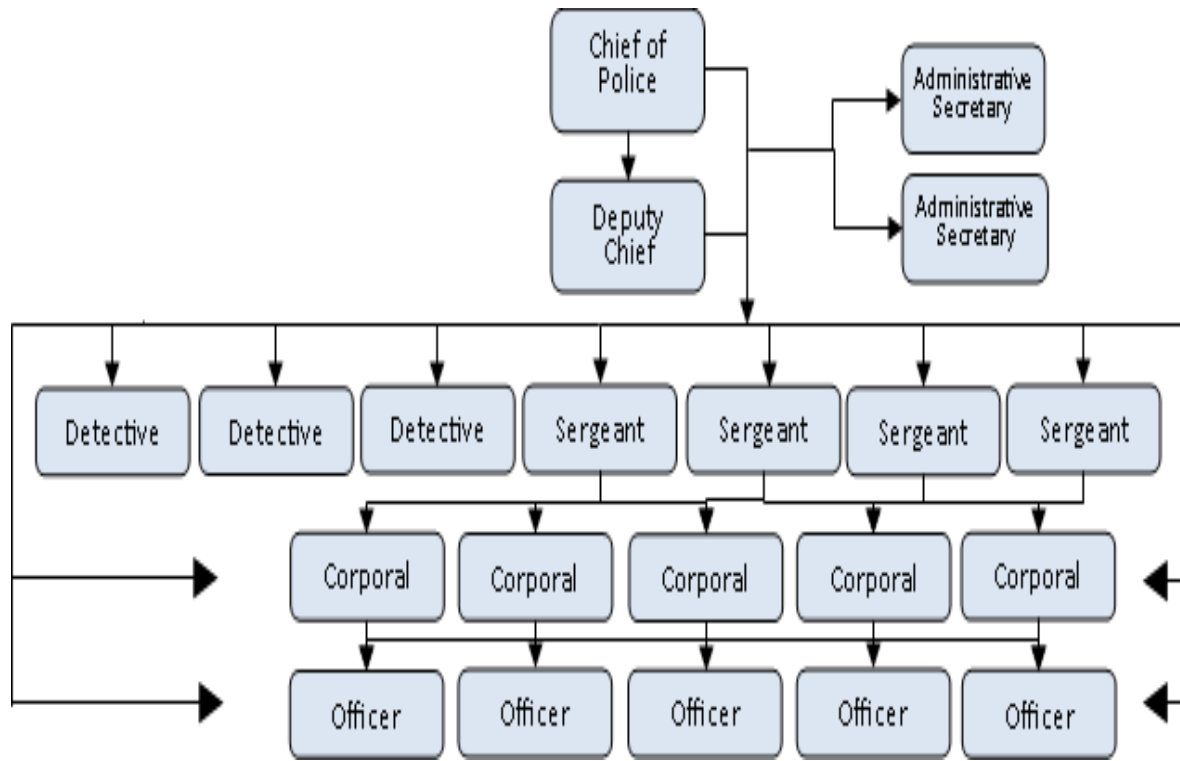
- Create an organizational mission statement that leads the organization and each member to deliver professional police services and ensures consistency with the direction of police services and the expectations of the community.
- Develop a corresponding Departmental vision statement to guide functions.
- Vigorously communicate and reinforce the principles of the mission and vision as they are translated into day-to-day operations.
- Follow the established policy to develop annual goals and objectives for all organizational functions with achievable, measurable outcomes.
- Report monthly progress toward achievement of goals and objectives to the City Council and the community through the City Administrator.

2. Organizational Structure

The Cloquet Police Department has an authorized strength of 19 sworn officers and two full time clerical support personnel. There is a Police Chief, Deputy Police Chief, three detectives, four sergeants, five corporals, and five patrol officers (the rank of corporal is not a functional position within the organization and serves only as recognition for time and service with the department). The Department's published organizational chart is diagramed below:



Although the above is the formal organizational chart, the following diagram depicts the manner in which the Department actually functions:



Analysis

An effective police department organizational structure should be designed to maximize leadership resources, distribute operational responsibilities, establish proactive policing initiatives and respond to service expectations. For organizational effectiveness and efficiency, separation of duties and span of control for all levels of responsibility should be appropriately matched to the service delivery needs of the organization.

The current organizational structure of the Department appears to establish authority and responsibility for all functions of the Department; however, the practiced organizational structure is not representative of the official organizational structure. Written job descriptions appear to be appropriate for the size of the agency and levels of responsibility although the majority of personnel report jointly to the Chief and Deputy Chief. This situation is inconsistent with organizational accountability, span of control and delineation of responsibilities and results in confusion of command and control. In addition, members of the organization do not always function in accordance with the written job descriptions; i.e. the detectives' job description does not reflect their functional position within the organization and as further articulated in the sections that follow.

Administration: The Chief and Deputy Chief jointly and directly supervise all functions of the Police Department. In practice, there is not a clear separation of duties for the Chief and Deputy Chief. The result is duplication of effort and the Chief and Deputy Chief perform duties better

suited for first line supervisors and/or civilian employees. Interviews revealed that the Chief and Deputy Chief conduct both 8:00 and 9:00 mandatory daily morning meetings (M-F). The 8:00 meeting is with the investigative unit while the 9:00 meeting is with the on duty patrol shift. While these meetings may be somewhat effective, they do not include the night and weekends shifts where significant activity occurs. The Chief and Deputy Chief also cover the front office during lunch, on sick and vacation days for the support staff and complete a variety of administrative tasks such as payroll processing and equipment maintenance. The Consultants believe this is an ineffective use of the command staff's skills and abilities. Delegation of these tasks would add to the professional development of supervisory staff and allow administration to focus on strategic issues.

All ranks of the Department see no differentiation of roles and responsibilities of the two command positions. When asked during the interview process who they reported to, all levels responded with the answer, "Wade and Terry". The job descriptions confirm that all levels of the Department report jointly to the Chief and Deputy Chief.

Detective: The current organizational structure places detectives in the third level of command under the Chief and Deputy Chief. In the absence of the command staff, detectives assume responsibility for the Department. Their command/supervisory responsibilities are not clearly articulated. Interviews determined that sergeants do not understand that they report to detectives, yet detectives believe they have command and control over the sergeants' positions due to the organizational hierarchy.

The detective unit is under the command of the Deputy Police Chief and is guided by Department Policies 3.004 (Specialized Assignments) and 4.200 (Criminal Investigations). Policy 3.004 directs the Police Chief to annually review all specialty assignments, including the detective position, and determine whether such assignments remain or are reassigned. The policy further outlines criteria for the selection of personnel to fill the 10 specialized assignments within the Department. From observation, interviews and discussions with the Police Chief, this policy is not followed. The detective position appears to be a permanent, promoted position within the organization, yet documentation of the process does not appear.

Policy 4.200 outlines case assignments, follow-up investigations and reporting requirements of the detective unit commander in great detail. In addition, it outlines how cases are selected for investigation based on solvability factors; however, no one could identify the solvability factors. The policy also requires the unit commander to maintain records describing the unit's work and performance. The detective unit operates outside of this policy.

Detectives manage their own case loads. There is no case management system in place making it challenging for administration to determine detective workload and/or the number of detectives required to staff the unit. All detectives work day shift and, since most narcotics and task force work is done in the evening, detectives routinely work overtime to cover these investigations.

In addition to the detectives' primary responsibilities, they are assigned various auxiliary tasks, such as K9 unit, drug task force, emergency response team, dive team, computer forensics, Internet Crimes Against Children (ICAC), social media and school liaison. Specialty assignments in the detective unit appear to detract from their investigative responsibilities as is reflected in their low clearance rates (see page 23 for clearance rate details).

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Patrol Sergeant: Each of the four patrol sergeants is assigned to a 12 hour shift and supervises a team comprised of corporals and police officers. The sergeants do not appear to have a clear understanding of their authority and performance expectations. Sergeants seem to have a passive role in the daily shift meetings, limiting their ability to develop and exercise supervisory skills. They do not seem to have official responsibilities in approving police reports for the personnel they supervise nor are they held accountable for the work performance of employees assigned to their shifts. They do not provide coaching or mentoring to their subordinates or initiate and direct proactive policing strategies and they don't have ownership for performance evaluations. In addition to their patrol supervisory duties, the sergeants have other duties such as squad car purchase and maintenance, scheduling, evidence room responsibilities, maintenance of forms and training. These peripheral duties absorb valuable time and result in ineffective day to day operations that limit available supervisory time.

Corporal: Corporal is a designation that reflects seniority only. When the supervisor is not scheduled, the senior corporal assumes command of the shift and receives extra compensation for that duty. When not exercising that function, the corporal acts as a police officer. Interviews indicated that some senior corporals prefer not to assume supervisory duties in the absence of the sergeant which results in less experienced corporals assuming supervisory responsibility.

Police Officer: Police Officer duties and responsibilities are consistent with organizations of similar size and complexity.

Administrative Police Secretary: There are two full time administrative police secretaries. Their duties include; covering the front desk during business hours, answering telephone calls, processing walk-in reports, correcting the officers' reports, entering records from the computer aided dispatch system (CAD) into the records management system, and transcribing audio recorded interviews.

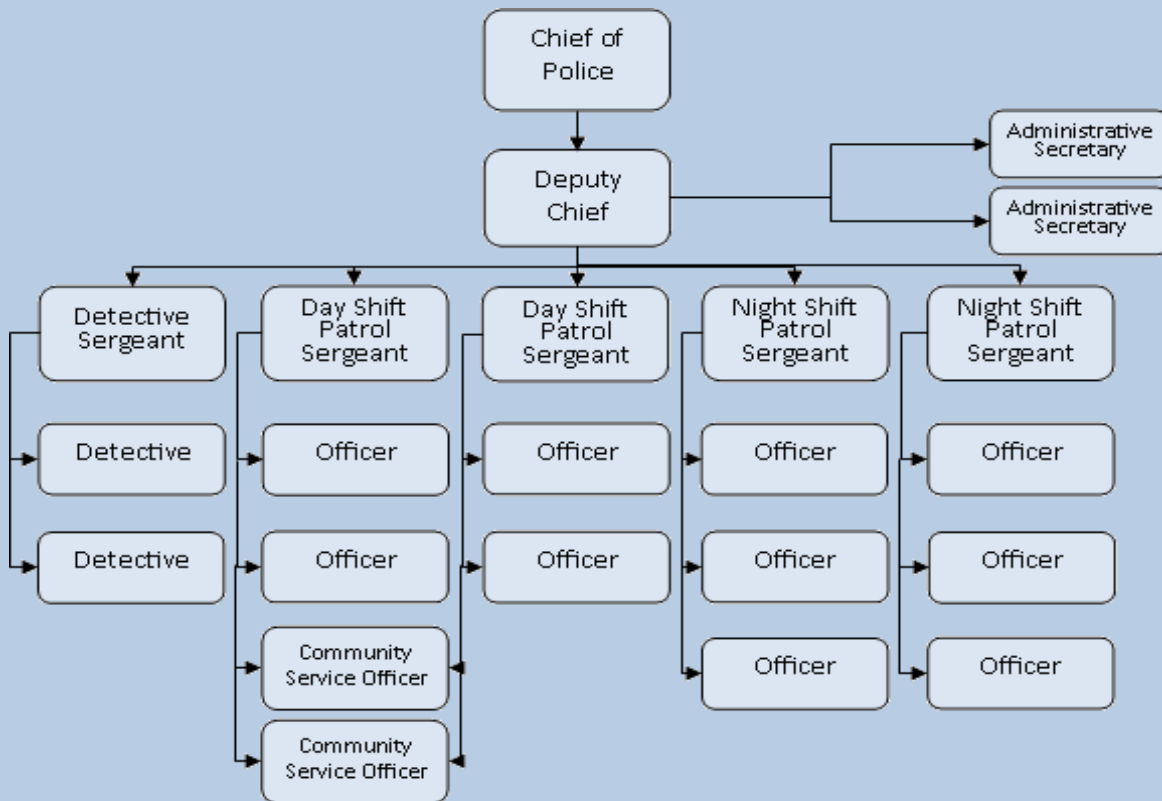
Interviews indicated that even with two administrative police secretaries, senior staff covers the desk for breaks and vacation or sick days. As a result of staffing changes, sick and vacation time off during the past summer, the department was two months behind entering low-level incidents into the records management system.

In addition to the standard job duties, the Department administrative police secretaries performed two duties that are uncommon in the industry. The first duty is the correction of police reports without an approval process. The administrative police secretaries check for grammar and spelling, but they also occasionally change content when they perceive reports to be confusing. Interviews revealed the administrative police secretaries make changes to a report if the report does not make sense. The reporting officer is not notified of the changes. If a report is so confusing that they cannot make sense of it, the secretaries give it to a detective, the Chief, or Deputy Chief to make changes. In addition, the administrative police secretaries often "assign" cases to detectives. The secretaries try to direct calls to the detective with the least work at the time, but they may give cases to whoever is in the office at the time. This is also a non-standard practice in law enforcement. The administrative police secretaries also independently authorize the release of information pursuant to the Minnesota Data Practices Act of which their job descriptions are silent.

Recommendations

- Create a new organizational structure which will maximize leadership resources, distribute operational responsibilities, insure efficiencies, and support the mission, vision, and values of the Cloquet Police Department.

Proposed Organizational Structure



- Create an organizational structure that:
 - Realigns job duties and responsibilities of the command staff to be consistent with established job descriptions and supporting policy in alignment with new organizational structure.
 - Focuses the Deputy Chief's position on running the day-to-day operations of the Department which will allow the Police Chief to enhance and expand community partnerships, oversee implementation of long range strategies, guide the Department's performance, and focus on proactive Department initiatives.
 - Realigns all sergeants to report directly to the Deputy Chief.
 - Eliminates the supervisory rank of the detective position.
 - Creates an investigative sergeant to oversee the daily activity of the detective unit.

Recommendations (Continued)

- Rotate sergeants and police officers through the detective unit to develop organizational capacity and individual professional growth and insure succession planning.
- Eliminate the corporal designation and continue to compensate senior officers when acting in a supervisory capacity.
- Remove the K9 from the detective unit and assign it in the patrol division to increase productivity.
- Reassign supplemental duties currently in the detective and sergeant ranks to officers, adding to their professional development and insuring equal distribution of the work.
- Consider the use of non-sworn staff, such as Community Service Officers, to perform duties not requiring the knowledge, skills, and abilities of a sworn officer. This position would assist with administrative tasks, sick or vacation coverage, and work on long term problem solving in neighborhoods and nuisance calls.
- Stagger the administrative police secretaries' lunch and break times to eliminate the need for command staff to cover lunch and break times.
- Change all job descriptions to reflect the recommended organizational structure and lines of authority.

3. Evaluation of Current and Alternative Staffing Options

3.a Current Patrol Staffing Levels and Work Schedule: The Cloquet Police Department is currently on a 12-hour schedule with shifts starting at 0600 and 1800. The Department staffs the patrol function with a total of 14 personnel including 4 sergeants, 5 corporals, and 5 officers divided into two teams. Each team consists of 2 sergeants, 2 or 3 corporals, and 2 or 3 officers which are divided between day and night shifts at the discretion of the Police Chief.

Minimum staffing levels are 2 officers on day shift and 3 on the night shift for a total of five 12-hour shifts per day. On this schedule, each officer works 84 hours per pay period. To ensure that officers do not go over their 2,080 hour annual limit, they are given 104 hours to take as time off at the start of the year. Officers take this time off in addition to authorized sick, vacation, and compensated (comp) time. To determine adequate staffing levels for the minimum staffing need, the availability rate must be calculated. Under the current schedule, the availability rate for the Cloquet Police Department is 71%, which does not include the Chief or Deputy Chief.

Methodology

The Consultants looked at the number of officers assigned to patrol (allocation) and the number of hours that can be allocated to patrol and responding to calls for service (availability rate).

Each officer assigned to patrol is paid for 2,080 hours per calendar year. To calculate the number of hours each officer is available for patrol, the following factors must be taken into consideration: available vacation time, available sick time, training, comp time, holidays,

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personal days, possible Family Medical Leave Act (FMLA) time and union mandated break periods.

Analysis

To determine the availability rate of a police organization, the following factors must be analyzed and projected.

Factors affecting 2,080 hours	Actual available hours
<p>Past usage of vacation and sick and available vacation and sick leave.</p> <p>In 2012, Cloquet officers took an average of 12% of their 2,080 hours in sick and vacation leave (Appendix A). As of 7/9/2013, the officers assigned to patrol have used an average of 11% of their available sick and vacation time.</p> <p>As of 07/09/2013, the patrol division (13 officers) has 8,298 hours of vacation and sick leave available (30% of total workable hours). This number is high for a Department of this size, but it appears to be affected by length of employment and the lack of a cap on the accrual of sick leave. To schedule using a conservative approach that reduces overtime, it is assumed that 20% of an officer's patrol time will be encumbered by vacation or sick time. (2,080 x .80 = 1,664)</p>	1,664
<p>Training Time</p> <p>There is no training data yet. The Department uses the Police Accredited Training Online (PATROL) training offered by the League of Minnesota Cities Insurance Trust. PATROL provides 9 hours of Peace Officer Standards and Training (POST) mandated training per year. In addition to any additional training requested, each officer is required to complete Use of Force training and firearms training. Three, 12 hour shifts are allocated for the purpose of this formula (1,664-36=1,628)</p>	1,628
<p>Holidays</p> <p>The collective bargaining agreement does not allow for time off on the 11 recognized holidays; overtime is paid instead.</p>	1,628
<p>Mandated break periods</p> <p>The collective bargaining agreement received on 7/12/2013 does not include information on union mandated breaks. Break periods are not covered by the Fair Labor Standards Act and are usually negotiated between labor and management. It is customary that officers receive one half-hour break and two fifteen-minute breaks per shift. On 12-hour shifts, officers work 173 full shifts. A conservative estimate of break time is that officers use 80% of available break time (173 * .80 = 138. 1,628 – 138 = ,1490)</p>	1,490

From the Consultants' analysis of the above factors, the availability rate of the Cloquet Police Department is 71%. In 2010 (the latest research on availability rate for police departments) the Police Executive Research Forum concluded that the average availability rate for police departments is 75%.

Current hours available: With the minimum staffing level of 2 officers assigned to patrol during the day and 3 officers assigned to patrol at night, the department needs to schedule 60 hours of patrol per day or 21,900 hours per year. Using the 71% availability rate with 14 patrol officers, there are 20,860 patrol officer hours available, requiring approximately 1,040 hours to be filled by overtime. Since the current practice of providing 104 hours additional hours is not a standard practice, these hours were not factored into the availability rate computation which would lower the availability rate even further.

Available hours for Patrol: If the availability of each patrol officer is 1,490 hours, availability by number of officers assigned to patrol is calculated as follows:

Number of Officers	Total Patrol Hours Available
14	20,860
15	22,350
16	23,840
17	25,330

Based on the current schedule design, 1,040 hours of overtime are generated before delivery of police services begins. If the Department chooses to remain with the current schedule design, 15 officers would be required for the patrol function. If the Department desires to have their sergeants function as effective supervisors, 19 patrol officers would be required.

3.b Alternatives for Patrol Allocation and Deployment: The optimal schedule for the Cloquet Police Department would assign more officers on the street during peak call times, reduce overtime costs, provide flexibility in the assignment of personnel, and would rotate officers from days to nights once a year. The Consultants recommend alternative allocation and deployment configurations to achieve an optimal schedule.

Methodology

The current allocation practice and increased allocation models were analyzed using deployment models of 9-, 9.5-, 10- and 12-hour shifts.

Analysis

The Consultants' analysis of the alternative shift models are described below. Detailed examples of all analyzed schedules to assist in implementation can be found in Appendix C-Suggested Schedules of this report.

9-Hour shifts: A 9-hour shift is a six days on, three days off rotation. The Consultants have provided an excel workbook titled "Nine Hour" for reference. A 9-hour shift requires coverage for 63 hours per day and 22,995 hours per year. The first two schedules have 14 officers allocated for patrol (20,860 coverage hours). The third scheduled has 16 officers allocated

(23,840 coverage hours) and the fourth schedule has 16 officers allocated, with Sergeants on a five days on, four days off 10-hour shift.

9.5-Hour Shifts: A 9.5-hour shift is on a six day on, four day off rotation. The day shift is from 06:30 to 16:00, the second shift is from 15:30 to 01:00 and the third shift is from 21:30 to 07:00. All three shifts would have a minimum of two patrol officers. This schedule allows for increased staffing during peak call times. This schedule demands 57 patrol hours per day and 20,805 hours per year. This deployment is the most advantageous for the Cloquet Police Department.

10-Hour shifts: A 10-hour patrol schedule would require a minimum of 16 officers assigned to patrol divided into three shifts. The shifts would be from 05:00 to 15:00, 13:30 to 23:30, and 19:30 to 05:30. Officers would rotate on a five days on, four days off schedule. There would be a two officer minimum for the first and third shift and a three officer minimum for the second shift. This schedule requires a minimum of 70 patrol hours per day and 25,200 hours per year. With an availability rate of 1,490 hours and 17 officers assigned to patrol, there would be 25,330 patrol hours available and a majority of overtime could be avoided. With 16 officers assigned to patrol, there are 23,840 hours available.

Additional Considerations of 9-, 9.5- and 10-Hour schedules: In addition to increasing the number of officers assigned to patrol, these schedules may require an increase in equipment expenditures. While it is possible to move to an alternative shift and still minimize patrol coverage overtime through shift movement, it requires more work by the first line supervisors. Currently, the Cloquet Police Department has seven marked squad cars. With shift overlap at full coverage, it is possible that all seven squads would be in use at one time. Additional officers would need to be equipped and additional squad cars may need to be purchased. Depending on the maintenance and replacement schedule, an additional two marked cars may be needed. This expense could be mitigated by shifting Detectives' take home cars to patrol.

Alternative 12-hour shifts: Twelve-hour shifts do not allow for supervisors to make adjustments in scheduling for periods of less than 12 hours. To ensure that three officers are on duty during busy times, the shift start and end times should be changed. Because Cloquet Police Department's peak time is from 11:00 to 21:00, three officers should be scheduled during this time. This schedule can be achieved by moving shift start times to 13:00-01:00 (3 officer minimum) and 01:00-13:00 (2 officer minimum). This schedule requires 21,900 patrol hours and 15 officers assigned to patrol.

Instead of moving all the shifts, a power shift could be added that would add extra patrol from 13:00 to 01:00. The shift minimums could be two officers from 06:00-18:00, two officers from 13:00-01:00, and two officers from 18:00-06:00. This would require 72 patrol hours per day or 26,280 hours per year and a minimum of 16 officers assigned to patrol. This schedule can be achieved with 16 officers or possibly 14 officers, if the rotation is changed.

Alternative Schedule Rotation on a 12-hour shift: The current four on, four off schedule of the Cloquet Police Department has officers rotating days off, then switching shifts from days to nights. A more advantageous schedule would be a rotation that allows for the same two days off every week and two weekends off per month. This rotation limits the number of hours owed to

an officer to four per pay period and allows supervisors to schedule time off during non-peak times.

While there are benefits to officers working different shifts, officer safety and productivity would be increased if officers were rotated on a less frequent basis than every 16 days. Rotations could be bid in 6-month increments, giving officers the opportunity to work both days and nights in any given year.

3.c Health, Safety, and Productivity Implications: Patrol deployment systems can have varying implications for the health, safety and productivity of officers which ultimately impacts the quality of services provided to the communities they serve.

Analysis

The Consultants examined the current allocation and deployment model for the Cloquet Police Department including sick leave and vacation time. In addition, the Consultants researched the issues surrounding shift work and deployment systems.

Schedule Configurations: The Cloquet Police Department currently schedules 12-hour shifts in which officers work four days on, followed by four days off, four more day shifts followed by four days off, then switch to a night shift. During interviews, police management surmised that most of the short notice sick time was taken by employees when assigned to the night rotation. In 2012, there were 591 hours of overtime paid to cover sick calls at night compared to only 272 hours to cover dayshift sick calls.

Research on 12-hour shifts: A growing body of research suggests that 12-hour shifts, while popular with many patrol officers, have a detrimental long-term impact. Research indicates that the risk of an accident increases after a person has been on duty for nine hours or more². After 10 hours on duty, the risk increases by approximately 90% and after 12 hours by 110%. The same study concluded that night shifters are three times more likely to get into an accident than day shifters. The US Department of Transportation limits the number of hours that over-the-road truck drivers can drive to 11 hours, with 10 hours off required between shifts. While no such regulations exist for police officers, cities may find that reducing the number of continuous hours worked to 10 hours per shift will increase safety and productivity³.

Research on rotating shifts: Established research suggests that rotating shifts, from days to nights, is detrimental to employee health and performance because it takes the human body seven days to adjust to a new sleep schedule.⁴ The Cloquet Police Department rotates shifts every 16 days, which gives officers only one or two working days in which they are fully alert. Our determination of alertness was based on information from the Police Foundation's Shift Length Experiment.⁵ In addition, frequent day-to-night rotations cause more sick calls and a greater overtime expense. High employee stress levels are apparent in the increased level of sick

² National Institute of Justice Journal, Issue 262

³ Amendola et al., 2011

⁴ Health Affects of Shift Work, 2012

⁵ The Shift Length Experiment, 2011

time used in the Department.

Recommendations

- Implement a 9.5-hour patrol shift to be consistent with the resources of the department, effective call volume management, and the Consultants' research for optimal employee health and safety.
- Limit day to night shift rotation to a maximum of once a year.
- Remove patrol sergeants from shift minimums.

4. Leadership Succession Planning and Employee Recruitment/Retention

The Department has a system in place for formal annual performance evaluations; however, there is an opportunity to enhance the process to include career advancement, leadership succession planning, and employee recruitment and retention. There is also an opportunity to develop a process and procedure to identify excessive employee stress levels and excessive overtime as it relates to stress. The department does not have access to an on-staff human resource professional.

Analysis

Annual performance evaluations are completed for all staff where individual goals are established. Interviews determined that the evaluation effectiveness to drive improved performance and behavior is inconsistent due to lack of supervisor ownership of the current process. The performance evaluations tend to focus on specific individual training goals rather than the overarching needs and priorities of the organization as a whole. In some areas performance evaluations are tied to policies and procedures which often times are inconsistent with the functioning of the Department.

The Department would benefit from developing specific policies and procedures for leadership succession planning. Although all supervisors are sent to leadership training, they are not empowered to function in a leadership capacity or are held accountable for their supervisory role resulting in a lack of progressive professional development through the application of the training received. Additionally, there does not appear to be opportunity for officers and supervisors to be assigned or allowed to work in a variety of capacities. Succession plans in the public safety and emergency management environment identify a common practice of a three deep philosophy. This philosophy provides for knowledgeable employees that are capable of handling many of the responsibilities of law enforcement agencies. Succession planning also creates a learning environment within an organization as well as providing options for the city to have additional trained resources in the event of a major disaster where critical personnel are not available to respond.

The Cloquet community noted that the Department is currently comprised of all males and stated that they desire a more diverse Police Department. The current practice is to hire the candidate who scores highest on the new hire list and promote from within the organization whether or not

there is a qualified candidate for promotion. This practice limits the department's ability to hire and promote the most qualified and/or diverse candidates. There is confusion about the role of the Citizen Advisory Board in the recruitment and retention process.

The department currently does not explore the resources at the Fond du Lac Tribal College for potential officer recruitment beyond the current internship which is limited to one student per year.

Examination of the Department operations and input from community members revealed multiple opportunities to expand the use of non-sworn civilians in the department, such as Community Service Officers, Reserve Officers, and community volunteers who could also serve as a candidate pool for future officers.

A human resource (HR) professional would be able to provide the necessary training and expertise in the areas of increasing diversity and ethical and legal guidance in hiring and promotion practices. An HR professional could also serve as a resource to Department administration and the Citizen Advisory Board as they navigate the complexities of the human resource function of a professional progressive police department.

Recommendations

- Consider hiring a human resource professional (City staff position) or obtain human resource services through a shared position among neighboring agencies.
- Define the process of recruitment, including a strategy for attracting diverse candidates.
- Develop best hiring practices, including a process for consideration of external candidates.
- Compare internal and external applicants using character based hiring to ensure the selection of the most qualified candidate.
- Develop a standard for promotions that provides for discretion and alternative selection criteria when all internal candidates do not meet the criteria.
- Describe in detail the role of the Citizen Advisory Board in the hiring and promotion process.
- Continue the practice of conducting annual performance evaluations, while focusing on the improvement of evaluating accountability to professionalism, absenteeism, ethical behavior and command presence.
- Implement and enforce the assessment of performance and measurement of job duties at all departmental levels.
- Create a succession plan, including the development of policies and procedures, for all positions in the organization. The succession planning should include the philosophy of encouraging career development by rotating specialty assignments and providing exposure to leadership opportunities.

B. Analysis of Workload and Personnel Allocation

1. Crime in Cloquet and Scanlon

This section will provide summary data regarding past and current crime trends in the Cities of Cloquet and Scanlon. The Consultants used the Federal Bureau of Investigations Uniform Crime Reports (UCR) to examine crime in Cloquet and Scanlon for the years of 2008-2012. This information is taken from incident reports generated by the public or by the police through self-initiated activity.

The UCR collects crime data across eight major categories labeled Part I offenses, which are more serious crimes in a community and are the most likely to be reported to police. Part I crimes include the violent crimes of homicide, forcible rape, robbery and aggravated assault and the property crimes of burglary, motor vehicle theft, larceny theft and arson.

The UCR also collects data on less serious crimes, called Part II offenses, which can affect the safety of a community. Part II offenses are other crimes not included in Part I including: forgery, fraud, stolen property offenses, vandalism, prostitution, narcotic violations, gambling, driving under the influence, disorderly conduct and weapons violations.

The UCR also determines the crime rate which is defined as the number of crimes per 100,000 population.

Methodology

The Consultants analyzed the information and compared crime information in the City of Cloquet to the state average and similarly sized cities. The State of Minnesota groups UCR reporting agencies by population. With a 2012 population of 12,218, Cloquet falls into population Group 5. Group 5 consists of 55 cities with a population of 10,000 to 25,000.

The Consultants assumed that Cloquet reported crimes accurately for both the City of Cloquet and the City of Scanlon. The Consultants also assumed that the increase in the drug category of “cocaine/opium” was due to an increase in heroin and other opiates, not cocaine. This assumption was made using data from statewide drug trends.

Analysis

Part I and Part II Crime in Scanlon: The City of Cloquet includes crime statistics for the City of Scanlon with their own for the purposes of reporting to the State.

Part I Crime in Cloquet in 2012: There were 4,945 Part I crimes reported by the Cloquet Police Department in 2012. In comparison with other Group 5 cities, the data shows that the City of Cloquet has a Part I crime rate that is considerably higher than other Group 5 cities and the state average. Cloquet reports higher rates of all Part I crimes except robbery, with larceny and burglary showing the highest incidences above the state average. The following chart shows the Part I crimes in the City of Cloquet and Group 5 cities by type for 2012 (Full 5 year breakdown of Cloquet PD UCR data is located in Appendix A- Item A2):

Law Enforcement Analysis of the Cloquet Police Department

Crime	Murder	Rape	Robbery	Aggrav. Assault	Burglary	Larceny	MV Theft	Arson
Cloquet	8	52	26	148	574	3961	156	17
Group 5	0.7	35.6	27	98	398	2134	119	15
<i>Difference</i>	<i>7.3</i>	<i>16.4</i>	<i>-1</i>	<i>50</i>	<i>176</i>	<i>1827</i>	<i>37</i>	<i>2</i>

Part II Crime in Cloquet in 2012: There were 8,175 Part II crimes reported by the Cloquet Police Department in 2012. While Part II crimes are comprised of several crimes, we selected 8 Part II crimes which occur in the City of Cloquet. The following chart shows the selected Part II crimes in the City of Cloquet and selected Group 5 cities and clearance rates for 2012 for comparison:

Selected Part II Crimes		Other assaults	Forgery	Fraud	Stolen Property	Vandalism	Weapons	Prostitution	Narcotics
Cloquet	crime rate	1332	78	513	8	1985	40	0	548
	%cleared	25%	11%	3%	0%	9%	40%	0%	75%
Alexandria	crime rate	824	83	208	8	1233	8	0	391
	%cleared	99%	50%	60%	100%	21%	100%	0	100%
Fergus Falls	crime rate	1603	88	509	14	1322	96	7	606
	%cleared	93%	58%	88%	100%	28%	85%	100%	85%
Grand Rapids	crime rate	1691	105	655	31	1427	84	10	465
	%cleared	94%	40%	56%	100%	66%	100%	0%	84%
Red Wing	crime rate	1623	127	562	44	959	44	0	473
	%cleared	75%	10%	18%	71%	15%	100%	0%	99%
Willmar	crime rate	722	184	341	16	1377	39	0	520
	%cleared	81%	12%	34%	100%	10%	100%	0%	96%

Comparison Group Overview: The comparison group contains the cities of Alexandria, Fergus Falls, Grand Rapids, Red Wing, and Willmar which all fall within Group 5 of the UCR reporting groups. While no two cities are identical, the cities in the comparison group were selected based on similar demographics, population and geography. The price per capita was obtained from the 2011 Minnesota State Auditor and includes police, ambulance and other law enforcement costs. Fergus Falls did not report to the State Auditor for 2011.

City	Population	Number Sworn Staff	Price Per Capita
<i>Cloquet</i>	<i>12,218</i>	<i>19</i>	<i>\$171.86</i>
Willmar	17,854	31	\$180.59
Grand Rapids	9,457	19	\$182.93
Alexandria	20,003	20	\$194.83
Red Wing	15,641	27	\$230.43
Fergus Falls	13,531	23	Unknown

Law Enforcement Analysis of the Cloquet Police Department

2012 Crime Rates: The City of Cloquet had the second highest combined crime rate of the cities compared for 2012.

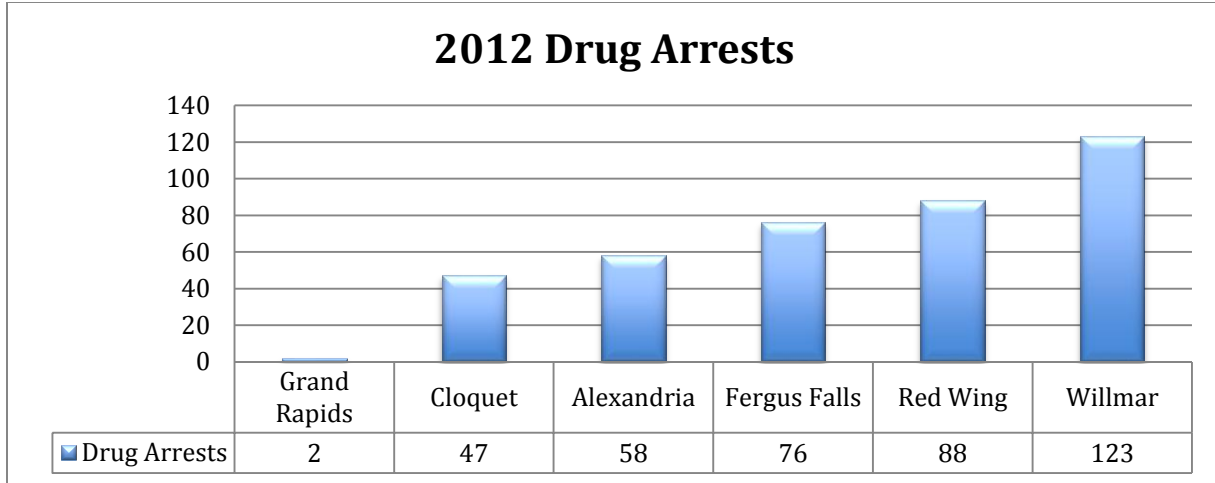
City	Population	Part One	Part Two	Combined
Grand Rapids	9,457	5,551	10,955	16,506
<i>Cloquet</i>	<i>12,218</i>	<i>4,945</i>	<i>8175</i>	<i>13,120</i>
Fergus Falls	13,531	366	9120	12,785
Red Wing	15,641	4,431	7110	11,540
Willmar	17,854	3,657	5170	8,827
Alexandria	20,003	2,833	5340	8,173

2012 Crime Clearance Rates: One of the tools used to evaluate the effectiveness of police investigation units is the analysis of criminal investigation clearance rates. Criminal investigations can be cleared in one of five methods: arrest, exceptionally cleared, referred to another agency, inactive, and unfounded. The City of Cloquet had the lowest combined clearance rate of the cities within our comparison group. When the data was analyzed by crime type and compared, Cloquet had the lowest clearance rate for 17 of the 24 crime types. See Appendix A-Item A3 for comparison breakdown of every crime type.



Narcotics Trends: The City of Cloquet made 47 narcotics arrests in 2012, the fewest in the past five years. There was a dramatic decrease in marijuana arrests while the number of cocaine/opium and methamphetamine arrests increased slightly. Cocaine/opium arrests increased from one in 2011 to 6 in 2012. The statewide trend is a decrease in cocaine related incidents and an increase in incidents involving heroin and other opiates (methadone and prescription narcotics).

The City of Cloquet had the second fewest drug arrests of the 6 cities compared. It had the lowest narcotic crime clearance rate (75%) in the comparison group.



Based on data, interviews and a community meeting, there is a discrepancy between the Department’s and the community’s perspective about the prevalence and seriousness of drug activity within the community. The Department has focused its enforcement of drug laws using the regional Task Force model, including the purchase and deployment of a drug detection K-9. The citizens believe there is drug activity visibly present in their neighborhoods and strongly believe that the Department needs to aggressively address drug related activity on a local level.

2. Calls for Police Service

The Consultants analyzed the calls for service data based on type, day of week, time of day, location and calls that do not require a response by a sworn officer. In addition, the Consultants analyzed the frequency and time encumbered by officers when engaged in traffic enforcement activities.

Methodology

The Consultants received calls for service data from the Carlton County Sheriff’s Department. The original data was in the form of a Portable Document Format (PDF) and contained one entry per incident, but did not account for multiple officers on one incident. This data was converted to an Excel spreadsheet and formatted so that individual incidents could be analyzed for time of day and day of week data. The data conversion was extensive. The next data received accounted for multiple officers on one incident and was in the form of an excel spreadsheet, but was not formatted in a way that allowed the Consultants to do calculations based on time. In order to correctly format and account for time, the following function was applied to cells that needed to be formatted as a time: =LEFT(cell containing data, 2)&”:”&RIGHT(cell containing data,2). After that function was applied, incidents that started before midnight and ended after midnight were calculated manually. The seconds were dropped from all call times. If each second value was maxed at 59 seconds, there would be approximately 190 more hours accounted for. To validate the data for time consumed on calls, 10% were manually checked to ensure that the function detailed above was accurate.

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Several assumptions were made while evaluating service data. There were 11,289 individual incidents that had unique case numbers. Of those 11,289, 2,442 contained no acknowledgement or arrive time. It was assumed that some of those incidents were a result of an officer creating a number and not being dispatched to a call. Through interviews, we learned that it is an officer's responsibility to record his acknowledgement and arrive time. This issue will be important when peak staffing times are discussed.

Analysis

Calls for service: When analyzing the impact of calls for service on patrol staffing, the data must be analyzed both quantitatively and qualitatively. In order to be properly analyzed, the data provided was formatted in several different configurations. Depending on the formatting used, there were between 11,151 and 11,290 individual calls for service (including traffic stops) in 2012. The statistical margin of error was calculated at plus or minus 2%. The raw data of calls by individual incident is contained in Appendix B-Item B1.

The Consultants calculated the time that the Department officers spent responding to calls in 2012. Through reformatting dispatch data, there were 5,627 hours and 02 minutes accounted for. The margin of error is high because many calls do not have all of the time data accounted for (as described in the methodology section). If the Department scheduled a minimum of 60 patrol hours per day, there are 21,900 hours to account for. Calls for service data accounted for 25% of the minimum possible patrol hours in 2012. This is the result of insufficient data entered into the CAD system at the time of the call for service. (This discrepancy will be addressed in the Equipment and Technology section of this report.) The raw data of time accounted for is in Appendix B-Item B2.

The top 5 call types accounting for the greatest amount of time in 2012 are:

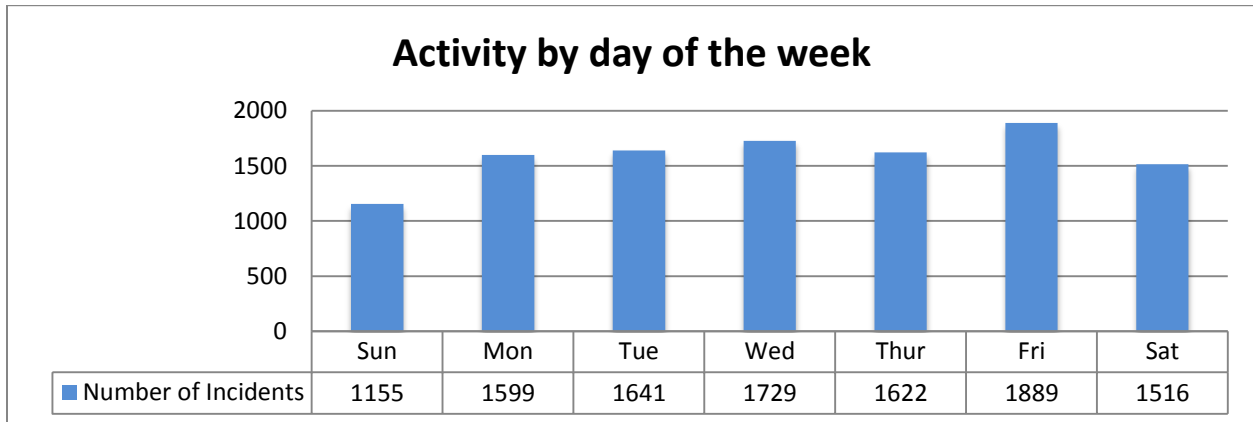
Call Type	Number of Incidents	Time Encumbered (hrs:min)
Suspicious Activity	666	510:27
Traffic Stop	1,816	333:46
Detail	445	290:27
Assist other	276	202:18
Theft	410	195:11

Call type in 2012 with the greatest disparity between the number of incidents and time encumbered:

Call Type	Number of Incidents	Time Encumbered (hrs:min)
Robbery	8	31:41
Water Emergency	16	23:23
Disorderly Conduct	17	10:22
Search Warrant	22	45:19
Person with a weapon	36	81:01

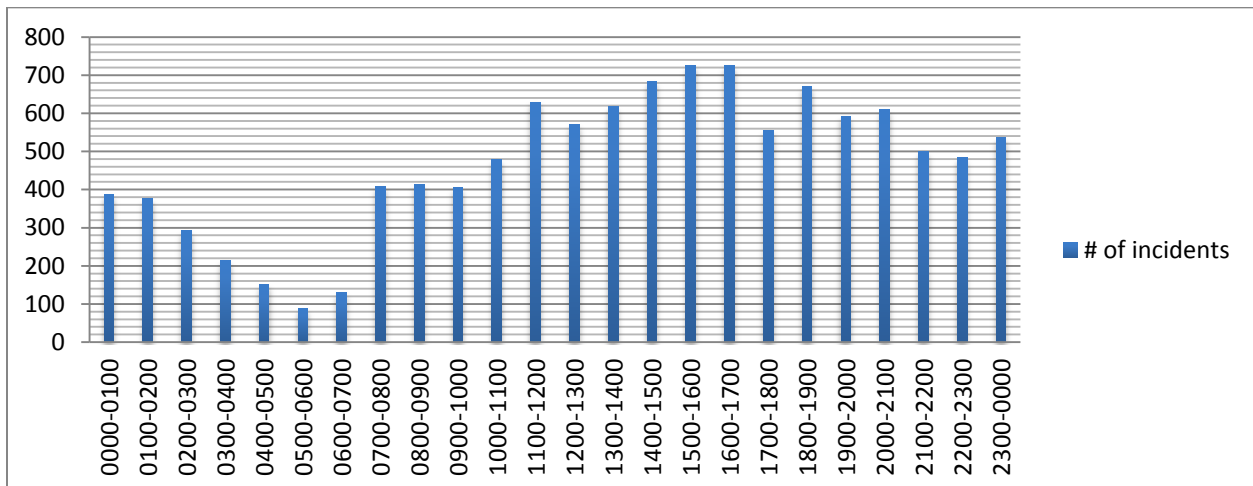
Law Enforcement Analysis of the Cloquet Police Department

Activity by day of the week: The Consultants received 11,151 incidents that could be analyzed by day of the week. The greatest amount of activity occurred on Fridays followed closely by Wednesdays. The breakdown follows:



Activity by time of day: When reviewing calls by time of day, it is important to consider the nature of the calls, as well as the number of calls. To analyze the data both quantitatively and qualitatively, the Consultants reviewed the nature of calls and assigned a number value to call types where two officers would automatically be dispatched for a Part I crime. Raw data for time and day activity is in Appendix B-Item B3.

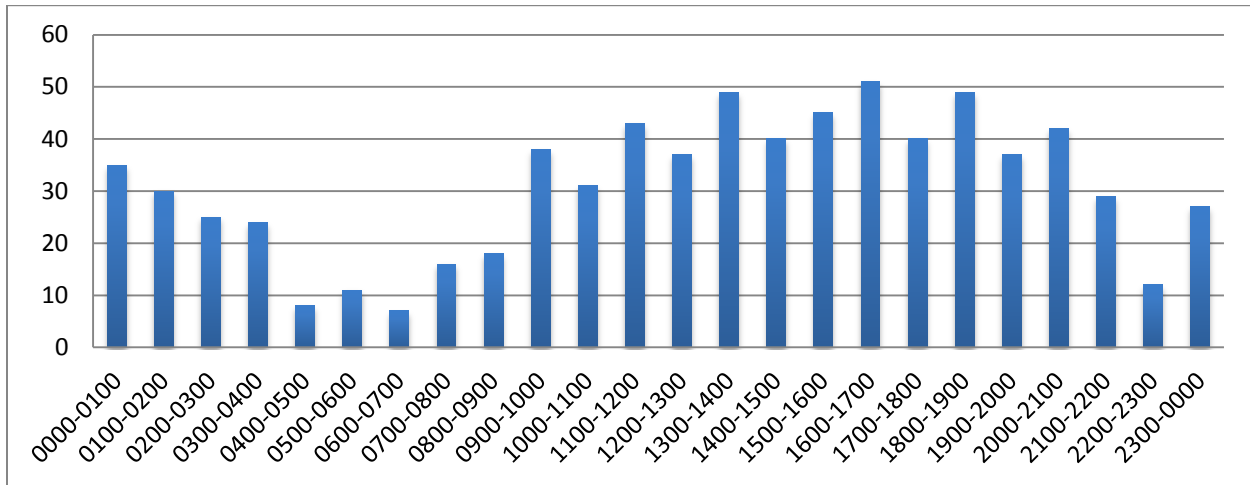
Quantitative Analysis: The chart below represents the number of incidents that originated in each hour interval in 2012. The Department currently staffs a minimum of two officers from 06:00-18:00 and three officers from 18:00-06:00. The time chart below and the data collected by the Consultants indicate that during the busiest times of day (15:00-17:00), the Department staffs two officers. Because these calls come in at the end of the officers' 12-hour shifts, overtime costs may be incurred.



Qualitative analysis: As previously stated, it is not sufficient to review the number of calls received, the nature of the calls and the amount of police resources consumed must also be considered. The Consultants identified all of the Part I crimes and those incidents where two

Law Enforcement Analysis of the Cloquet Police Department

officers would automatically be dispatched (N=1,028). Of those evaluated, calls with a dispatch, acknowledged, arrived and clear time were isolated. The chart below indicates the actual number of verifiable incidents dispatched during the hour time frame.



Crime by location: Dispatch locations that are the responsibility of the Department were separated into three dispatch codes. The City of Scanlon is dispatched under code 6SCA442, and the City of Cloquet is broken down into two codes. Code 6CLQ471 covers the City of Cloquet proper, while Code 6CLQ428 covers the Fond du Lac Reservation within the City of Cloquet.

The table below shows the area where a call was assigned, the number of calls in that area, and the number of those calls that would require two officers be dispatched. Call for service by location raw data is located in Appendix B-Item B4.

Area	Number of Calls	Calls that Require 2 Officers
6CLQ471 City of Cloquet	7,916	743 (9%)
6CLQ428 Fond du Lac Reservation within the City of Cloquet	2,680	250 (9%)
6SCA442 City of Scanlon	693	53 (7%)

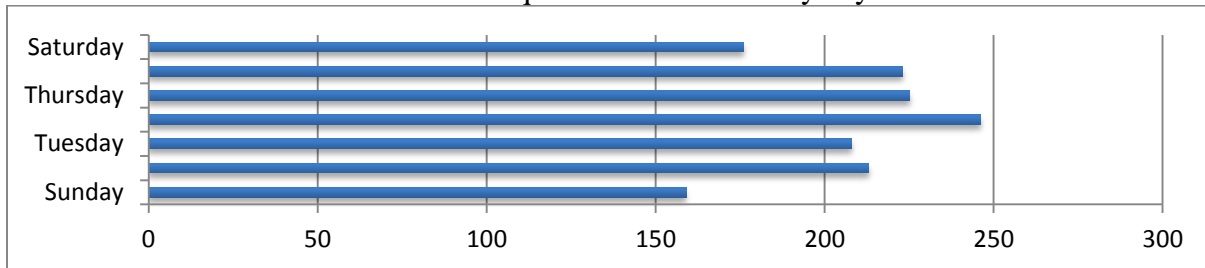
Individual addresses were also examined. Addresses with the highest incidence of calls for service were:

Location	Number of Calls
Wal Mart	328
FDL Homes/Housing	258
Cloquet Sr. High (Includes details)	192
FDL Gas and Grocery	150
Super One	93

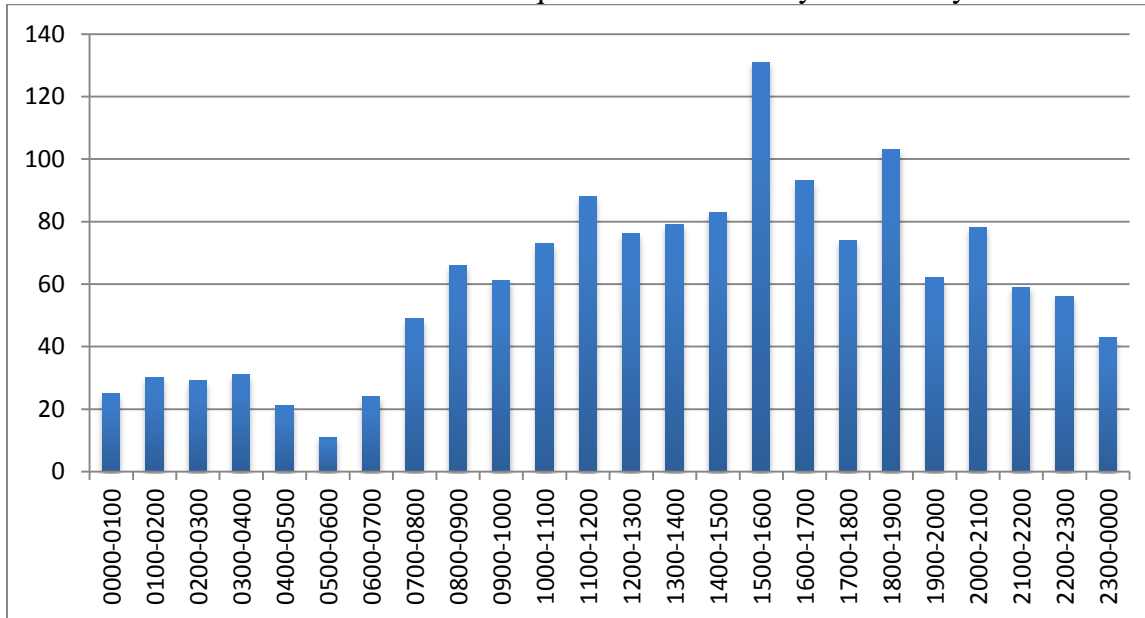
Law Enforcement Analysis of the Cloquet Police Department

Analysis of calls that do not require sworn officers: Not all calls for service require a response by a licensed police officer. Some calls can be handled by non-sworn community service officers or police reserve officers. The call classifications most often handled by non-sworn employees include animal complaints, garbage houses, house checks, parking complaints, transports, lost and found property and traffic control. In 2012, the Department spent more than 484 hours responding to 1,388 calls that could have been handled by non-sworn employees. While the Department contracts with Friends of Animals for animal control services, the department spent more than 70 hours on animal calls in 2012. Analyzing these calls by day of week, the majority of complaints were received on Wednesdays (n=246) with the busiest times of day between 13:00 and 20:00. Raw data is located in Appendix B-Item B5.

Calls that do not required sworn officer by day of week:



Calls that do not require sworn officer by time of day:



Analysis of the time of day data: Based on the analysis of call volume and severity, the Department staffing should increase from 13:00 to 20:00 daily. Currently, staffing is increased from 18:00-06:00. If non-sworn employees are considered to assist with patrol, they should be staffed from 13:00 to 20:00.

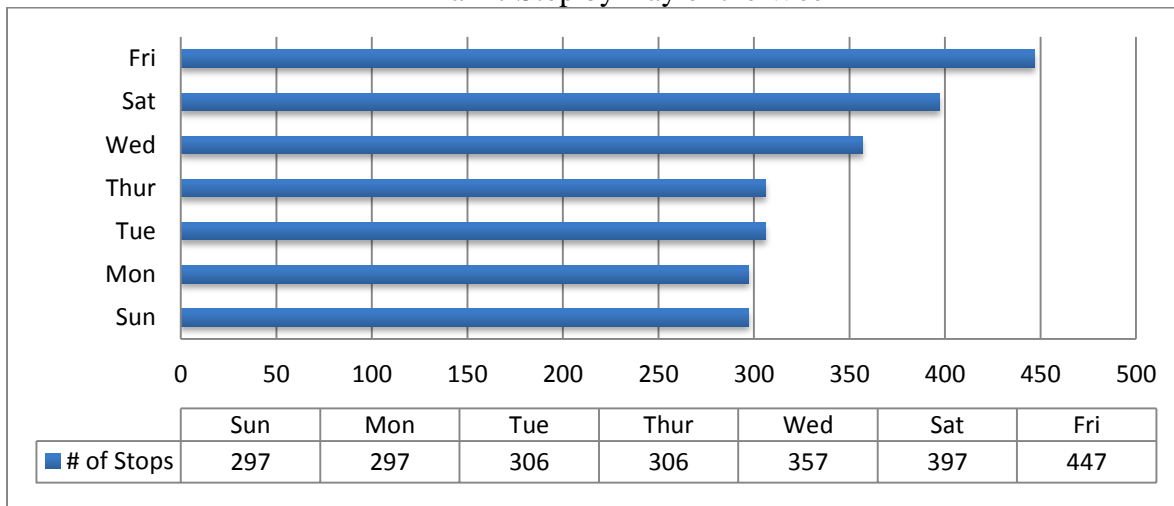
Law Enforcement Analysis of the Cloquet Police Department

Traffic Stop Data: In 2012, Cloquet Police Officers made 2,407 individual traffic stops. Dispatch data was presented in two separate formats; one listed by the Initial Complaint Report (ICR), while the other contained time data. The ICR data indicated that there were 2,407 stops while the time data listed 1,816 stops. The difference is believed to be due to the final call type since the Department 2012 annual report lists 2,146 warnings and citations. For the purpose of location, the ICR data was analyzed. For the time spent, the time data was analyzed since it included multiple officers on the same stop. Raw traffic stop data is contained in Appendix B-Item B6.

Time spent on traffic: The data provided by the Carlton County Sheriff's office indicated that in 2012, the Department officers spent 333 hours and 46 minutes engaged in traffic stops, which represents 6% of all the time accounted for in 2012.

Location	Number of Stops
6CLQ471 City of Cloquet	1606
6CLQ428 Fond du Lac Reservation within the City of Cloquet	590
6SCA442 City of Scanlon	211

Traffic Stop by Day of the Week



3. Patrol Allocation Models

There are several methods for determining the appropriate number of officers assigned to patrol. The following methods are highlighted: per capita method, calls for service method, minimum staffing approach and the workload staffing model. Generally, the workload staffing model is the most widely accepted because it takes supervision and department philosophy and goals into consideration.

Analysis

Per capita approach: The per capita approach to patrol staffing determines the optimum level of staffing based on population served. The target number is obtained by comparing staffing levels to those of other cities with similar population and demographics (Performance Based Approach to Police Staffing and Allocation). Because the per capita approach does not consider several factors that could affect staffing (geography, policing philosophy and call load), it is generally considered the least reliable model. In 2011, the Federal Bureau of Investigation reported that the number of full-time officers in the mid-west region was 2.2 officers per 1,000 residents. In departments that served populations of 10,000 to 24,999, such as the Department, the officer to 1,000 residents ratio was 1.9 officers. Using the per capita staffing approach, the Department would be staffed at 22 full-time patrol officers.

Calls for service method: The calls for service method of patrol allocation evaluates the number of calls for service. In 2012, the Department reported that it received 8,233 calls for service (2012 Cloquet Police Department Annual Report). The industry standard for calls for service allocates 45 minutes per call. Using this formula, Cloquet Police Department officers spent 6,174.75 hours on calls in 2012. Based on this activity level, the calls for service method would allocate 5 officers to patrol. This staffing level does not include administrative, patrol or investigative time or time spent processing paperwork.

Minimum staffing approach: The minimum staffing approach requires government leaders to determine the number of officers required to meet the minimum needs of the population. There are no objective standards for setting the minimum staffing levels. In some areas, minimum staffing levels are set by ordinance or labor contract (Performance Based Approach to Police Staffing and Allocation). When setting minimum staffing levels, consideration is given to budget, geography, call load, response time expectations, officer safety and policing philosophy. The current minimum staffing set by the Cloquet Police Department is two officers from 06:00 to 18:00 and three officers from 18:00 to 06:00.

Workload approach: The workload approach considers actual workload, department philosophy, minimum performance standards and other variables that impact service delivery. The workload approach is generally considered the most accurate staffing method since it requires careful analysis and consideration of community norms and expectations⁶. In addition to considering the calls for service data, the department takes policing philosophy, performance standards, geography and administrative time into account when determining staffing levels.

Two important factors to consider when calculating workload are proactive problem solving and adequate supervision. If officers are expected to be engaged in community oriented policing (COP) and problem oriented policing (POP), one-third of their available time should be allocated to these activities. Allocating one third of staff time for COP and POP reduces the availability of each patrol officer to 998 hours for response to calls. While one-third of patrol time is the minimum required to engage in meaningful problem solving, the International Chiefs of Police Association prefers that agencies take a more proactive approach with 45% to 50% of an officer's time spent on COP and POP activities.

⁶ Fritsch, Leiderbach and Taylor, 2009

The role of the first line supervisor is crucial in any policing organization. Because of the financial and performance implications of failure to supervise officers, it is imperative that supervisors are not routinely assigned as a primary responding unit. In the calls for service data provided by the Cloquet Police Department, it appears that sergeants were assigned as the primary call car for 1,617 incidents (not including traffic stops). This represents approximately 20% of the call responses in 2012. When first line supervisors respond as the primary call car, their roles become less supervisory and more of a 'senior patrol officer', thereby diminishing the monetary and training investment in the sergeant and increasing exposure to litigation resulting from a failure to supervise.

Recommendations

- Design and implement a schedule that addresses the workload requirements of the Cloquet Police Department. Based on the workload analysis and the current 12 hour shifts, the Consultants concluded that there is a need for three officers from 13:00 to 01:00. If it is accepted that there should be a three officer minimum during peak times, then the minimum number of patrol officers required to provide coverage and minimize overtime is 15 officers assigned to patrol on 12 hour shifts. For other schedules, which would be more advantageous in reducing overtime and increasing staffing levels, the minimum number of officers assigned to patrol would be 14 to 17 depending on the schedule configuration.
- Adopt a schedule that increases staffing during peak call volume and severity of the calls for service. Based on the analysis of call volume and severity, Cloquet Police Department staffing should increase from 13:00 to 20:00 daily. Currently, staffing is increased from 18:00-06:00.
- Incorporate part-time, non-sworn staff as an option to deal with service requests that do not require the knowledge, skills and abilities of a full time sworn officer. If non-sworn employees are considered to assist with patrol, they should be staffed from 13:00 to 20:00.
- Avoid assigning sergeants as primary cars.

4. Analysis of Overtime

Methodology

The Consultants received the time sheets for 2012 and 2013 through August 25th. The hours submitted as overtime were analyzed. When calculating the overtime figures, the Consultants did not include holidays or time that officers took as compensatory in lieu of overtime. It should be noted that there was no information provided for employee 516, a sergeant. Raw overtime data is provided in Appendix A-Item 1.

Analysis

2012 Overtime, Patrol Division

Category	Number of Hours
Overtime to cover sick calls during the day	272
Overtime to cover sick calls during night	591
Grant Funded	328
Case work, late call, transport	143
CERT or Dive team	74
Training	164
Court	69
Flood	163
Other	191
Total Overtime 2012	1,995

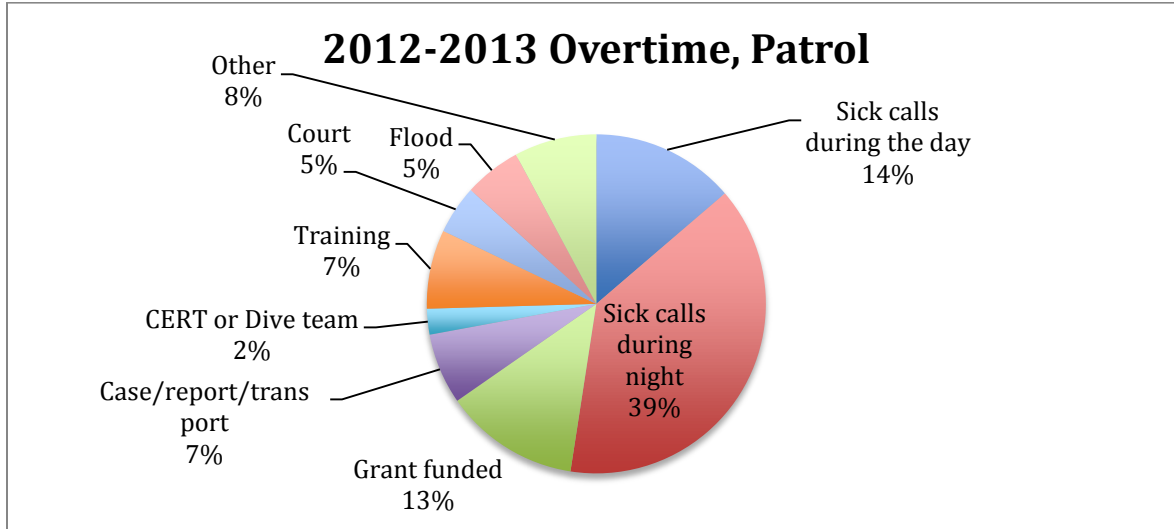
The amount of overtime paid for shift coverage was further examined. Sergeants worked 338 of the sick coverage hours while officers or corporals worked 525 hours. Per step seven of the 2012 pay scale in the union contract, sergeants earned approximately \$14,402 and officers and corporals earned approximately \$19,908. These pay estimates do not include benefits or shift differential. With 591 hours covered from 18:00 to 06:00, there was an additional \$354.60 paid. (NOTE: This amount does not include overtime earned by employee 516.)

2013 January-August 25th Overtime, Patrol Division

Category	Number of Hours
Overtime to cover sick calls during the day	141
Overtime to cover sick calls during night	576
Grant Funded	60
Case work, late call, transport	61
CERT or Dive team	0
Training	63
Court	71
Flood	0
Other	46
YTD Total	1,018

The largest amount of overtime was again paid for coverage of sick calls, particularly night shift sick calls. From January to August 25th, there were 717 hours of overtime to cover for sick calls, with sergeants taking 239 hours and officers and corporals covering 478 hours.

Combined Overtime for 2012 and 2013 YTD



2012 Overtime, Detective Division: Overtime paid to the detective division was analyzed. During employee interviews, it was stated that some methamphetamine investigations may be reimbursed through grant funding. All overtime listed as meth related was put into its own category, but not every hour was eligible for reimbursement. Overtime indicated as a warrant, either a search warrant or an arrest warrant, was put in the ‘warrant’ category. The category ‘call time’ relates to Article 23 of the union contract.

2012 Overtime, Detectives

Overtime Category	Number of Hours
General Investigations	961
Meth Related	160
Call Time	91
Warrants	65
Cert or Dive team	26
Other	26
Training	17
Street Coverage	10
Flood	3
Total	1,359

2013 Overtime January-August 25th, Detectives

Overtime Category	Number of Hours
General Investigations	306
Meth Related	148
Warrants	68
Call Time	49
Training	9
Cert or Dive team	0
Street Coverage	0
Other	0
Total	580

Overtime issues of concern:

1. The Consultants discovered a lack of consistency in following department policy on approving and denying overtime and the application of overtime to grant funded initiatives.
2. The Consultants identified situations when the overtime distribution and use was not mission specific but rather a convenience factor for the employees.
3. The current work schedule creates an overtime obligation.

Recommendations

- Reduce the excessive use of overtime to cover minimum shift coverage by implementing a schedule which limits day/night shift rotation and require supervisor authority to move shifts and deny all but necessary overtime.
- Develop a policy that regulates an officer's time off to insure adequate staffing.
- Develop and enforce a policy that punishes excessive use of overtime/sick time.
- Develop a system of accountability for overtime that is available to all supervisors who are made accountable for its efficient management.
 - The Detectives' work schedule should be changed to allow for more detective coverage throughout the day, thereby reducing the need for overtime.
 - Detective overtime must be monitored to ensure consistency with the overall mission of the police department.

C. Police Department's Rules, Regulations, Standard Operating Procedures and General Orders

1. Department Rules, Regulations, and Policies & Procedures

The Cloquet Police Department has a comprehensive written policy manual which is in compliance with the required policies and reporting requirements of the Minnesota Board of Peace Officer Standards and Training (POST). In addition, the Department has comprehensive policies addressing subjects required of an effective 21st century policing organization. The Consultants reviewed the Department's policy manual, with a focus on high liability issues, memoranda of understanding, mutual aid agreements, a sampling of Department records and subsequently interviewed Department personnel.

Analysis

While the Police Department is in compliance with legal and police practice requirements, the organization and its members do not appear to be guided by the policies. In many situations, the Department operates in direct contradiction to established policy. Latitude in the use of police discretion does not appear to be guided by policy. In most functions within the Department, sufficient administrative and management processes are established; however, application is inconsistent.

Many Departmental policies are outdated and reference persons, positions or functions that are not within the current Department staffing. As a result, the policy manual is not applicable in many situations. The consultants identified the following four policies as critical areas in need of immediate attention:

- Property and Evidence
- Citizen Complaints-Allegations of Employee Misconduct
- Allocation and Distribution of Personnel
- Supplemental Employment

Property and Evidence (Policy 5.500): The Cloquet Police Department Policy 5.500 outlines a comprehensive process for the collection and storage of evidence and property; however, the policy is not followed consistently. The Department currently assigns each officer an evidence locker with a padlock; however, during interviews with officers they stated that they often leave their individual lockers unsecured. The evidence room is secured using a key card for initial entry into the evidence processing area and a hard key is needed to access the storage room. All officers, including non-sworn personnel, have access to the property and evidence room. The property and evidence room is monitored by video. If items of evidence need to be sent for testing, they are left in the processing area and a detective is notified by email. There is no central record of items currently contained in the property and evidence room. There is also no record of evidence which have been sent out for examination. While marijuana is stored off-site, other drugs and items of value are not stored separately within the main property and evidence room. Guns are stored in a locked gun locker, but they are not individually cased. Each individual officer is responsible for determining the disposal schedule and method of items they

have seized as evidence. If the officer determines that items are to be auctioned, the Deputy Chief is notified by email. There is no formal department oversight or accountability for the auctioning, disposal and destruction of the evidence.

Recommendations

- Update and rewrite the property and evidence policy with direct application to Cloquet Police Department practices.
- Designate one supervisor as the evidence control technician with responsibility for ensuring that all items of evidence are properly documented and packaged.
- Maintain a central record of all items in the rooms and supplemental reports completed when items are sent or received back from examination.
- Clear firearms of ammunition and individually case them to avoid accidents or damage.
- Package all drug evidence and store separately in a designated area.
- Properly document and record cash and deposit it in a designated account at a financial institution.
- Reconfigure the physical space to include lockers where officers can submit evidence and secure the locker.
- Limit access to the property and evidence room to only the employee assigned as the evidence technician.
- The Chief should conduct unannounced proactive audits of the property and evidence room semi-annually, at a minimum.
- Video recordings must be retained consistent with the auditing practices.
- The Minnesota State Auditor has developed best practices for the handling of property and evidence by law enforcement agencies, a copy of which has been attached to this report in Appendix E.

Citizen Complaints – Allegations of Misconduct (Policy 6.001): The Cloquet Police Department Policy 6.001 concerning allegations of misconduct appears to have very rigid procedures for filing a formal complaint. Interviews with Department personnel indicated that methods other than the procedures identified in the policy are in fact being used.

While the investigative process is meticulously articulated in the policy, the policy is not being followed. Essential elements of the police officers Bill of Rights and the model policy distributed by the Minnesota POST Board are not being documented in the complaint file. In some instances, the Police Chief is directly involved in the investigative process thereby nullifying his neutrality as the ultimate decision maker with respect to the quality of the investigation, findings of fact and implementation of discipline, if required.

Officers involved in investigations are given immunity warnings immediately upon notification of a complaint, instead of investigation strategies being established on a case by case basis. In some cases, formal statements are not corrected and signed by the subject of the interview. In addition, officers' reports are substituted for formal statements instead of taking the formal statements. Upon completion of the investigation, there is not a comprehensive investigative

report which includes an investigation log and a summary of all evidence prepared and included in the investigation file.

Recommendations

- Rewrite Department Policy 6.001 to bring it into compliance with the Minnesota Police Officers Bill of Rights and State Statutes.
- Rewrite the Internal Affairs investigations policy to bring it in line with the Police Officers Bill of Rights and current best practices. The investigation of allegations of misconduct is a POST mandated policy.
- Provide the responsible party for internal affairs investigations with comprehensive training in the state of the art practices and processes of internal affairs investigations.
- Implement investigation policy standards to follow all of the prescribed steps including notification requirements.
- Revise Policy 6.001 to ensure that the investigation file is complete and at a minimum, contains the information outlining each step of the investigation, a comprehensive final investigation report including an investigation log and summary of all evidence and accurate and complete, documented statements consistent with the Minnesota POST mandated policy.
- Provide comprehensive initial and ongoing training to staff assigned to conduct misconduct investigations.

Reporting for Allocation and Distribution of Personnel (Policy 1.400): The Cloquet Police Department Policy 1.400 requires the supervisor of the investigations unit and the supervisor of the patrol unit to provide the Police Chief with comprehensive workload analysis reports of their respective functions on an annual basis to ensure the adequacy of the number of personnel, the workload demand, time allocated and the distribution of personnel based on need. This policy does not appear to be followed, which results in command officers and supervisors making decisions without the benefit of accurate, real time data. This data is essential to the development of the annual budget, which determines personnel strength and allocation.

Recommendations

- Require compliance with Department Policy 1.400-Allocation and Distribution of Personnel (supervisors must provide comprehensive workload analysis reports of their respective functions on an annual basis).
- Modify the reporting section to require timely reports, at least monthly, from unit supervisors to ensure strategic delivery of police services.

Supplemental Employment (Policy 3.602): The Cloquet Police Department Policy 3.602 authorizes supplemental employment with the Police Chief's authorization. The policy allows officers to wear their official police uniform, carry Department weapons and act under the authority and guidelines of the Department policy. Supplemental employment is authorized and contracted through the City of Cloquet. Per this policy, the City disclaims responsibility for

workers compensation or liability claims resulting from work performed under the policy. This situation could result in a potential liability issue for the City and the officer. Ultimately, the City's insurance carrier could deny representation in the event of an incident.

Recommendations

- Establish a consistent policy for supplemental employment. If the Department's uniform and equipment are used, the City should assume liability.
- The City should review the policy in detail with the Traveler's insurance to ensure the policies are consistent with the insurance carrier.

2. Document Control and Security

The Consultants reviewed the document control and security procedures, inspected records, and conducted interviews with staff members.

Analysis

Document control relative to calls for service within the police department is primarily the clerical staff's responsibility. The Consultants review of procedures indicated a lack of proper checks and balances. The police report approval process is inconsistent and lacks formal supervisory approval. In addition, discrepancies were found within internal affairs investigations, personnel files, performance evaluations, and training files.

Employee time sheets and scheduled time off documents exist; however, the current system could allow unauthorized persons to access and change records. Currently, the Department does not mandate the use of electronic or manual logs of officers' daily activity because it is the perception of members of the organization that such documentation is created and maintained through the Computer Aided Dispatch system. Our observations were that the Computer Aided Dispatch system is not accurately reflecting the officers' activity because sufficient data is not being input into the system.

Data in the personnel files is incomplete, kept in multiple locations and is not segregated as required by Minnesota State Statute. The Police Chief and Deputy Chief currently have access to legal counsel in the area of human resources.

Recommendations

- Create comprehensive policies and procedures for the collection, storage and dissemination of all documents in the Department.
- Develop a security plan for sensitive documents by utilizing existing technology to limit access to sensitive documents.
- Require independent supervisor approval of any changes to official police reports by clerical staff.
- Develop a mechanism to capture officers' daily activities for evaluation and use in developing efficient and effective proactive policing strategies.

Recommendations (Continued)

- Provide training to all staff involved in records retention and release.
- The Chief and/or Deputy Chief should consult with a human resource professional in regards to the handling and security of departmental documents.
- All staff involved in the processing or release of data, consistent with the Minnesota Data Practices Act, should receive training.

3. Citizen Advisory Board

The Citizen Advisory Board was created as a Police Civil Service Commission and functioned under Minnesota State Statute Chapter 419. In June of 2012, the City Council determined the existing police civil service commission would no longer exist and created a police citizen advisory board by adoption of city ordinance. The advisory board was charged by the city council “to assist the Department with regard to disciplining procedures, public complaints, and hiring procedures”. The board was also charged with “assisting the Police Chief by providing an objective community perspective in the handling” of these matters.

Analysis

On June 7, 2012, the City Council adopted and promulgated “administrative rules and procedures” to guide the functioning of the advisory board. Based on the review of documents and interviews with advisory board members and executive police personnel, the advisory board does not appear to function as an independent advisory board to the Police Chief which was the intent of the enabling ordinance. The Police Chief is too intimately involved in the selection and/or promotion process to maintain his neutrality in the final selection of the “best” (highest score) candidate. The selection process for new officer candidates does not provide for a conditional job offer to a select a number of candidates, which would allow the Department to conduct a comprehensive background investigation and psychological evaluation as required by the Minnesota POST Board.

The promotional process, as outlined in the Citizen Advisory Board Rules and Regulations, does not allow the Chief to make lateral transfers or conduct an open competitive process for external candidates. From our review of the Citizen Advisory Board rules, a conflict exists with the current union contract as it relates to promotions was also discovered.

Inquiries determined that interview panel participants for the last sergeant’s promotional process were concerned that the candidates interviewed were not prepared for the position of sergeant, yet were promoted. Interviews also revealed that an assignment to detective was accomplished outside of rules and regulations of the Citizen Advisory Board by selecting a candidate from outside of the Department.

The adopted rules are silent as to the Citizen Advisory Board’s role in citizens’ complaints and allegations of employee misconduct, except to note that the board will coordinate with the rules and regulations of the Police Department (Rule 13). The Department’s policy addressing

allegations of employee misconduct is also silent with regard to the Citizens Advisory Board. The Minnesota POST Board mandates that the Department have a policy addressing allegations of employee misconduct; therefore, it appears that any role of the Citizen Advisory Board would be in violation of the department policy. Of greater concern is the access of the Citizen Advisory Board to misconduct investigation data which at the time of their review would be classified under the Minnesota Data Practices Act as confidential data. The advisory board does not appear to be authorized to have access to active investigative data consistent with the Minnesota Government Data Practices Act. The Consultants found nothing in the record where the advisory board was granted authority to receive and review active investigative data.

Rule 1-Subdivision i. of the Citizen Advisory Board administrative rules and procedures, refers to a three member board appointed by the mayor (approved by the City Council). Each term was to be staggered by the others and was to be a three (3) year term. Interviews indicated that members of the advisory board have served for many years.

The interview process identified significant confusion with respect to authority, roles, responsibilities, practices and expectations among the members of the Citizen Advisory Board and between the advisory board, police executive leadership and the City Council.

Recommendations

- Prior to the next officer hiring process, the Citizens Advisory Board should assume more authority and control over the hiring and promotion processes and functions to maintain credibility and transparency.
- The Citizens Advisory Board should have access to a human resource professional that can train and advise board members on rules of their authority and responsibilities to include, but not be limited to, hiring and promotional practices, the Minnesota Peace Officer Bill of Rights, nuances of internal affairs investigations, Department policy, recent arbitration and court decisions, and applicable Minnesota State statutes.
- Prior to the next officer hiring process, the Citizens Advisory Board rules and regulations should be amended to include a process to provide a conditional job offer to a select number of candidates so that comprehensive background investigations and medical/psychological evaluations can be conducted as required by the Minnesota POST Board.
- Prior to the next officer hiring process, the Citizens Advisory Board rules and regulations should address the promotion and/or hiring of external candidates to promote diversify in the workplace rather than hiring based on the highest score. The Department should consider the totality of the circumstances and the needs of the organization in selecting the most qualified candidate rather than the “best” candidate based on scores.
- The City Council should seek a legal opinion regarding the transfer of confidential investigative data to the Citizen Advisory Board.
- The City Council should define the role of the Citizen Advisory Board in the area of employee misconduct. The Citizen Advisory Board’s role should be consistent in application and not at the Police Chief’s discretion.
- The role of the Citizen Advisory Board with respect to allegations of employee misconduct should be incorporated into the police Department’s policies and procedures manual under mandated Policy 6.001 regarding the receipt and investigation of employee misconduct.

Recommendations (continued)

- The City Council should create a comprehensive policy establishing rules governing all areas of responsibility of the Citizen Advisory Board and ensuring consistency with the Police Department's policy manual and union contracts. This may require a change in the union contract and/or policy manual.
- The rules of conduct created by the Citizen Advisory Board should be merged into the standards of conduct policy of the Police Department.
- The Mayor and City Council should adhere to the administrative rules as they relate to the appointment of Citizen Advisory Board members. Each board member should sign a conflict of interest statement with the city annually. Members with actual or perceived conflicts of interest should be reviewed on an individual basis for suitability of appointment and/or reappointment.
- The Citizen Advisory Board should create and distribute minutes of meetings consistent with their philosophy of transparency and pursuant to the appropriate city ordinances, Department policies and laws of the state of Minnesota.

4. Accountability

From a review of the Department's rules, regulations, standard operative procedures, and general orders and the consensus of the interview process, it is the Consultants' belief that accountability within all levels of the organization is lacking. It is essential that comprehensive, measureable systems of accountability are established to hold personnel accountable for all policy and to ensure the desired level of performance is delivered. Inconsistent accountability creates confusion and dissension among staff members.

Analysis

Interviews uniformly reported a lack of accountability at all levels of the organization. In addition, accountability for infractions and misconduct appears to be enforced on an inconsistent basis. Individuals interviewed also noted that policy violations do not appear to be addressed uniformly and in a timely manner and follow-up of individual outcomes is not a priority within the organization. The Consultants also noted that there appears to be a lack of evidence-based, data-driven policing practices which results in officers functioning more as independent contractors instead of working as a cohesive team focused on goals and objectives.

Recommendations

- Develop formal performance expectations for all functions within the organization, including outcomes and performance measurements.
- Create a work plan document that includes assignment of authority and responsibility, timelines for completion and follow up of all departmental activity and reporting.
- The Chief of Police through the chain of command must hold all members of the organization accountable for the efficient and effective delivery of police services consistent with the department's rules, regulations, standard operating procedures, and general orders.

5. External and Internal Communication Processes

The Department has an effective and respected external communication process using several methods, including social media outlets such as Nixle, Twitter and Facebook. In addition, the department uses traditional communication methods in support of their social media and which addresses the information needs of all stakeholders within the community. The department established a Facebook page in May 2011 and has nearly 1,200 “likes”. The content of the page is a good mix of information ranging from crime alerts to department updates. The two-way conversation is respectful and the page is updated frequently. The Nixle account is active and appears to be in frequent use. This external communication method has been extremely successful in the apprehension of criminal suspects.

The Police Chief provides weekly, comprehensive written reports to the City Administrator and the City Councils of both Cloquet and Scanlon outlining significant Department activity. The Chief has open and effective lines of communication with neighboring Chief Law Enforcement Officers (CLEOs) and maintains an open and trusting relationship with local media outlets.

Internal communications consist of a weekday morning briefings with staff that includes the Police Chief, Deputy Chief, Detectives and on-duty patrol personnel. The general topic of discussion involves the previous days’ events, case assignments, and general training. Employees not part of the daily meetings, are briefed on the information shared at the meeting by word of mouth (while picking up officers at home during shift change). Additional internal communication is achieved through email and occasional voicemail messages.

Analysis

A detective is assigned to manage the Department’s social network communications. His passion for this assignment often results in his working on the network on off duty hours, which exposes the City to potential liability under the Fair Labor Standards Act.

While the Department has effective external communications, internal communication processes could be improved. The Department currently lacks a comprehensive policy for the requirements, preferred method of dissemination and content for internal communications.

The Chief and Deputy Chief conduct a daily Monday through Friday 8:00 a.m. meeting with the detective team where case assignments are made and the status of investigations are updated. The Chief and Deputy Chief also conduct a 9:00 a.m. meeting Monday through Friday with the on duty shift in which relevant information is exchanged. These meetings have become a venue to discuss personnel related issues, which are comingled with case assignment and update discussions. This situation has caused concern and embarrassment for employees whose names were discussed. In addition, the inherent nature of the shift assignments is not conducive to the exchange of necessary information between shifts. The practice of shift change occurring on an individual basis and “officers being picked up at home” does not lead to consistent shift communication. Information exchanged is cascaded through individual bias.

Policies requiring the notification of individuals regarding issues such as citizen complaints, investigator case assignments and the disposition of police services are not consistently followed.

Interviews indicated that the City of Scanlon would like increased communications with respect to events specific to Scanlon.

Recommendations

- The Department should continue its social media outreach since the community has come to expect and rely on this level service.
- The Department should institutionalize their social media outreach initiative, providing additional staff training in updating social media so all work is done on duty and in compliance with FLSA standards.
- The Chief should establish comprehensive and effective internal communication processes and procedures. Leadership should fully communicate department expectations, strategies and outcomes using multiple communication avenues. The Chief should communicate leadership philosophy and organizational successes, reinforce mission, share dates of note and work plan amendments, report on budget modifications and expenditures, provide technology updates and give personnel recognition.
- The Department should create a policy to guide all communications within the Department defining the subject, method and timeframe (for example, timeliness of response to emails).
- The Department should explore methods of creating more effective internal communications.
- Distribute activity reports on a daily basis (seven days a week). Reports should be vetted to contain information that meets the purpose and audience for which they were intended.
- Structure a shift change, led by a sergeant, to communicate significant officer safety concerns, share shift action plans, provide training opportunities, enhance performance through after-action reviews, goal progress and accomplishments, provide feedback, clarify directions, and provide rumor control.
- With the implementation of an effective case management system, the detective meeting should be changed from daily to weekly and should be led by their supervisor, which would allow for more time for active investigations.
- Establish weekly meetings with both shifts for the Police Chief and Deputy Chief to reinforce the organizational mission, vision and values.
- Eliminate the practice of picking officers up at home to increase productivity, allow for a formal shift change and the consistent exchange of information.
- Consider implementation of a formal process for receiving employee suggestions and concerns (with established guidelines for open topics and mechanisms to provide feedback on ideas submitted.) Methods can include face to face, group meetings and electronic.
- Develop a consistent practice on the follow-up of complainants/investigations to enhance the communication between the department and community.
- Consider creating a newsletter specific to Scanlon.

6. Police Training Practices

The Department utilizes Police Accredited Training Online (PATROL) training, sponsored by the Minnesota League of Cities, to satisfy some of the continuing education requirements of the Minnesota POST Board. Other training provided by the Department is related to job requirements or expectations and is often driven by individual officer interest. Although the majority of the staff agrees that numerous training opportunities are offered and they are encouraged to attend, difficulties with budgetary constraints and scheduling conflicts are impediments to desired training needs. In addition, interviews determined that training is offered to those who seek it, while those who do not seek it are not required to attend. As a result, officers most in need of training may not receive it. And, due to the lack of a comprehensive training records system, it is difficult to determine if performance training goals are achieved. The majority of training is made part of the annual evaluation process.

The City of Cloquet and its neighboring law enforcement agencies share instructors for firearms, use of force, emergency response and dive team training. However, each agency maintains its own complement of certified instructors in these specialized training areas which is an expensive duplication if true sharing is to be accomplished.

There is not a formal process for succession planning and individual skill development based on the overall organizational needs.

Recommendations

- Develop a comprehensive training strategy for the Department based on organizational needs and developmental goals independent of individual performance evaluation training requests.
- Develop or purchase training system software to schedule, track, and document desired training compliance of organizational and individual training goals.
- Consider sharing certified instructors by function with neighboring agencies to reduce redundancy or consider contracting for these services.
- Create a succession planning strategy for each employee identifying training needs that are consistent with overall Department goals.

7. Crime Prevention and Public Education Programs

The City of Cloquet currently conducts a Citizens Police Academy, which is very well received by the community. It appears that the Academy is conducted on an intermittent basis.

Officers conduct periodic business checks and leave notification of their presence. Business owners expressed a feeling of security due to the visibility of the police in the community.

Officers provide educational crime prevention presentations upon request. The Department's canine is part of their crime prevention and public education initiatives. The officers, while on

patrol, give recognition to youth who demonstrate safe biking and pedestrian practices as part of a Minnesota Chiefs of Police Association initiative.

Analysis

The Cloquet Police Department's crime prevention and public education programs could benefit by initiating a greater diversity of proactive policing strategies. Interviews indicated that the community would welcome an increased police presence and involvement in neighborhood problem solving and addressing quality of life issues.

Recommendations

- Conduct the Citizens Police Academy on a regular basis.
- Develop a policing philosophy that is proactive, engages the community on a consistent basis; and seeks feedback from the community on the delivery of policing services.
- Develop problem solving strategies consistent with 21st Century Policing practices that include using data that is available through existing technology.
- Establish geographic accountability for police officers to ensure more visibility in neighborhoods.

D. Police Department Equipment and Technology

1. Equipment

The Consultants reviewed the equipment currently available in the Cloquet Police Department and found that it is consistent with professional norms.

Analysis

Patrol Vehicles/Equipment: The Cloquet Police Department has four marked sedans and three marked sport utility vehicles (SUVs) assigned to the patrol function. In addition, there are five unmarked vehicles assigned to police administration and the detective unit. The department is in the process of obtaining a K9 vehicle; it had not yet been determined if the vehicle would be marked. All marked vehicles are equipped with 800 Megahertz radios, audio and video recording devices, automatic vehicle locators, computers, automated ticket writers, cell phones, speed detection devices, a rifle (.223) and a 12-gauge shotgun. The equipment, vehicles and the technology therein are consistent with agencies of similar size. A sergeant currently reacts to requests to repair and/or replace malfunctioning technology in marked squad cars and either orders and repairs defective parts, or arranges for a contracted service to deal with technology that is beyond the sergeant's training and experience.

The Chief, Deputy Chief and three detectives use unmarked squad cars. The Chief and Deputy Chief should have take-home car privileges, so they may respond rapidly to call outs and attend meetings and other functions outside of normal duty hours. The three detectives also have take-home car privileges, the justification of which is to provide more parking spaces at the current facility for visitors.

Each marked squad is equipped with an Automatic Vehicle Locator (AVL), a GPS device that can provide real time information regarding the location of the vehicle. The technology could be used by the dispatch center in emergency situations; however, it is not being fully utilized at this time. Employees at the dispatch center stated that they do not routinely use the AVLs to dispatch squads, because they perceived that the AVLs are not always functioning, though they believed that the AVLs would play a larger role in the future.

The vehicles are replaced on a rotating schedule, generally taking a vehicle out of service when it reaches approximately 90,000 to 100,000 miles. The equipment in the vehicles is also replaced in approximately a 3-5 year rotation. The vehicle and equipment replacement policy is consistent with agencies of similar size and complexity. This policy allows the Department to maintain state-of-the-art technology in the cars, enabling officers to perform their duties effectively and efficiently.

Recommendations

- Consider assigning a marked SUV as a supervisor's vehicle to increase visibility and provide necessary storage for emergency equipment specific to the supervisor's role on patrol.
- Limit the take home car policy for detectives to only the on-call detective.
- Use Automated Vehicle Locator technology to its fullest capability to ensure officer safety, efficient dispatch of the closest police vehicle and the conduct of performance audits.
- The sergeants should conduct proactive, frequent, and documented, equipment inspections.

2. Technology

The Consultants learned through interviews, physical inspections and review of documents that the technology within the Department is consistent with agencies of similar size and complexity. There are, however, some areas in which the use of available technology can be improved.

Analysis

While the hardware and software are sufficient to meet the daily requirements of providing police service to the City of Cloquet and the City of Scanlon, a comprehensive understanding and use of the technology is lacking. For example, there was difficulty in accessing data for the purpose of gathering data for this report. The current security system in place could allow for information to be accessed by unauthorized individuals.

Repairs to hardware and software are conducted through a contracted vendor with limited knowledge of the Department requirements and there are slow response times for repair. The result is that employees of the Department conduct hardware repairs and software workarounds due to their lack of understanding of the software capabilities as well as the lack of appropriate repair resources.

Technology systems do not currently produce regular reports analyzing officer activity, calls for service, response times, workload requirements, etc. from which administration can make strategic management decisions in the deployment of the Department's limited resources.

Interviews with the City Council concluded that they are willing to provide the Department with the technology needs they deem necessary to provide effective services.

Recommendations

- Partner with another entity for access to a shared staff IT professional well versed in law enforcement software applications and hardware functionality, implementation and maintenance of the equipment owned and leased by the Department.
- Assign the IT person to train staff on existing software, create appropriate security and maintain firewalls and audit functions to appropriately limit software access.
- Provide the Department with monthly reports both from the Automated Dispatch Center and the Records Management System, consistent with the effective 21st Century management practices.

Automated Radio Dispatching System: The Cloquet Police Department is dispatched through a formal agreement with the Carlton County Sheriff's Office. The Computer Aided Dispatch system is a WebQuery-web based version to which the Chief and Deputy Chief (and all officers) have access. When a request for service in the City is received in the dispatch center, the dispatcher announces that they have a call for a "City" car. Interviews with dispatchers revealed that there isn't a consistent method for dispatching police vehicles. They stated that the dispatch system automatically assigns a police vehicle, but the automated assignment is not used because the software bases the assignment on the current police activity and includes all on duty personnel as resources to respond to the call. The Chief and Deputy Chief are included as call cars; therefore the automated dispatch system is manually overridden by the dispatcher by announcing that there is a call for service in the "City". The dispatcher gives call details to the answering Cloquet police officer, who either accepts the call and responds or assigns the call to another on duty Cloquet police officer. The responding Cloquet police officer acknowledges the call and notifies the dispatcher that he is the primary car. The Cloquet officer is then responsible for recording the time of acknowledgement by pressing the appropriate key on his squad laptop and radios dispatch when he arrives at the call. The officer is again responsible for entering the arrival time on the squad computer. After the officer has been on a call for 5 minutes, dispatch checks his status by radio. At the completion of the call, the officer advises dispatch via radio and records the time on his squad computer.

The arrival and clearing of calls is handled in an inconsistent manner resulting in inaccurate and incomplete response data. The Consultants were able to track only 25% of officers' time based on the available automated dispatch records.

Recommendations

- Create a policy to clearly define and delineate the responsibilities of the dispatch center and the police officer to ensure the full utilization of the automated dispatch system and the data contained therein.
- Require dispatch personnel to record official times via the recorded radio system. The practice of radioing arrival and clearing and having officers responsible for recording their times via squad computer is redundant, a possible officer safety issue, and results in incidents with incorrect or incomplete times.
- Consider assigning officers to geographic locations at the start of a shift, then dispatch calls by area. Officers could cover calls and patrol in their areas. Assigning areas of responsibility would decrease response times and increase officer accountability. Radio and follow up on calls could be assigned to the area car rather than to random officers. Sergeants should avoid being the primary responding officer.

Records Management System Software: The Cloquet Police Department contracts with the St. Louis County Sheriff's Office for records management services. ShieldWare[®] Records Management System, the Department's system, is a comprehensive product that accommodates the Department's data collection, reporting and administrative needs. The Records Management System contains extensive incident data.

When an officer is dispatched to an incident, a record is created in the dispatch system. The administrative police secretaries access each incident and transfer the initial data into the records management system. Some of the information auto populates, however most must be entered manually before the narrative section of the report can be uploaded. Once the initial information is transferred from the dispatch system into the records system, the administrative police secretaries:

- Verify the location of the incident because the dispatch system and the records system format addresses differently
- Verify the primary responding agency
- Add information regarding the ward in which the crime occurred for future use in the annual report
- Add the names of the individuals involved and check against existing records
- Assign the incident a Minnesota Offense Code (MOC)

The secretaries then open the officer's report and make the changes they deem necessary. The report is subsequently copied into the records system.

Feedback from employee interviews indicates that the procedure for entering information into the records system is redundant and not fully understood by the administrative police secretaries.

They were unaware of why some information was entered and did not know how to generate reports.

Recommendations

- Provide Records Management Systems training to improve efficiency and functionality. Increased systems knowledge would enable the administrative police secretaries to provide necessary data and reports for administration to understand the type and location of criminal activity and make informed decisions on resource allocation.

Crime Mapping: The radio user group that includes Cloquet Police Department has an account with Crime Mapping.com. The data accessed through CrimeMapping.com does not appear to be complete from March 2013 to August 2013, as there are only 25 documented crimes that received a Cloquet Police Department response. Crime Mapping.com provides robust analytical tools that do not appear to be used by the department to direct patrol or analyze crime trends.

Recommendations

- Maximize the investment in CrimeMapping.com by entering data into the system in a timely and accurate manner and using the tools to direct police functions.
- Train sergeants to use the analytical tools provided and utilize the information to direct patrol activities.
- Give command staff access to this data to make strategic decisions to direct police operations and keep the public informed about the criminal activity in their neighborhoods.

Scheduling Software: The Cloquet Police Department currently pays a subscription fee to use scheduling software. The current schedule is a static rotation of four on, four off and does not necessarily require scheduling software. Days off are requested and documented in a paper notebook that is physically attached to the paper schedule. Officers are permitted to make or delete entries in the notebook.

Recommendations

- Determine whether the static rotating four on, four off schedule is the most beneficial to police operations. If so, the software is unnecessary.
- Maximize the functionality of the current scheduling software to include scheduled days, scheduled vacation, comp time used, sick time, overtime, special details and schedule changes.
- Limit access to the scheduling software to supervisors. Password protect software and create an audit trail to ensure accuracy of payroll records and avoid giving time off when shifts are short.

E. Options for Shared Services and Efficiency Improvements

1. Options for Shared Services

The Cloquet Police Department currently works with the Fond du Lac Tribal Police Department, the Carlton County Sheriff's Office and the Minnesota State Patrol to provide back up to calls for service and assist in officer safety situations. The Department is part of the Northeast Law Enforcement Administrators Council (NLEAC) which conducts monthly meeting in the northeast region of Minnesota to discuss shared training and other law enforcement related issues. The Department also has a formal agreement with St. Louis County and four other counties known as Northeast MN Information Sharing. This group shares a Computer Aided Dispatch (CAD) system and dispatching services. In addition, Cloquet Police Department is part of NEMISIS (Northeast Minnesota Intelligence Sharing Information System), a regional records management group that shares a records management system with 26 agencies in northeast Minnesota. The Cloquet Police Department is also a member of an emergency response team that includes the City of Cloquet, the City of Moose Lake, Thompson Township and the Carlton County Sheriff's Office. This group shares in equipment purchases and training and policy and procedure development for the multi-agency emergency response team. The Cloquet Police Department also has two members on a dive team in conjunction with the Sheriff's Office and the local fire department. The Cloquet Police Department also participates in shared grant opportunities including a drug enforcement task force, methamphetamine interdiction, education, Internet Crimes Against Children (ICAC) and traffic safety grants such as Safe and Sober.

Interviews with chief executives of neighboring law enforcement agencies indicated that there is currently not a desire to formalize the shared services relationship involving shared supervision and patrol coverage. Fond du Lac Tribal Police desire more autonomy in the response to calls for service and investigation of crime that occurs on the reservation. Interviews with representatives from the City and County revealed that attempts to share human resource services have been unsuccessful.

Currently the dispatch center does not provide activity reports on a regular basis to allow police administration to make real time data driven decisions.

The Consultants identified opportunities to share services with other departments for the creation of a human resource and information technology position either through shared services among the city departments or with other private and/or public sector partners.

Recommendations

- Create a working group composed of representatives from neighboring law enforcement agencies including governing bodies led by a professional facilitator to create the environment where shared services are valued and there is a willingness to pursue solutions.
- The working group should identify and explore specific areas in which shared services would effectively increase the efficiency and effectiveness of the delivery of police services.
- The working group should develop a timeline and implementation plan.
- The Cloquet Police Department should form a joint problem solving team consisting of an officer and a member of the public works department from each city, to establish a collaborative partnership with the Fond Du Lac Police Department. This team should serve as a clearinghouse for crimes and quality of life issues that impact the Fond du Lac Reservation, the City of Cloquet, and the City of Scanlon. The team should meet weekly to review calls for service and emerging problems in the area of the reservation serviced by the City of Cloquet. The team should advertise that they are the point of contact for people living in the area and the team should track their activity, focusing on problem identification and resolution.

2. Efficiency Improvements

Options for efficiencies have been identified throughout the report as reflected in the Consultants recommendations. In addition, the Consultants have selected the following detailed examples of selected organizational efficiencies that, if implemented, could yield a high benefit, with a low cost for the Department. The model provided can be duplicated for use in the implementation of the remaining recommendations.

Improving an organization is a constant and ongoing process of evaluation, analysis, and implementation. While change for the sake of change can be stressful and expensive, change that has been analyzed, has a documented organizational purpose, and is clearly communicated to all members of the organization, will improve overall operations and enhance employee satisfaction.

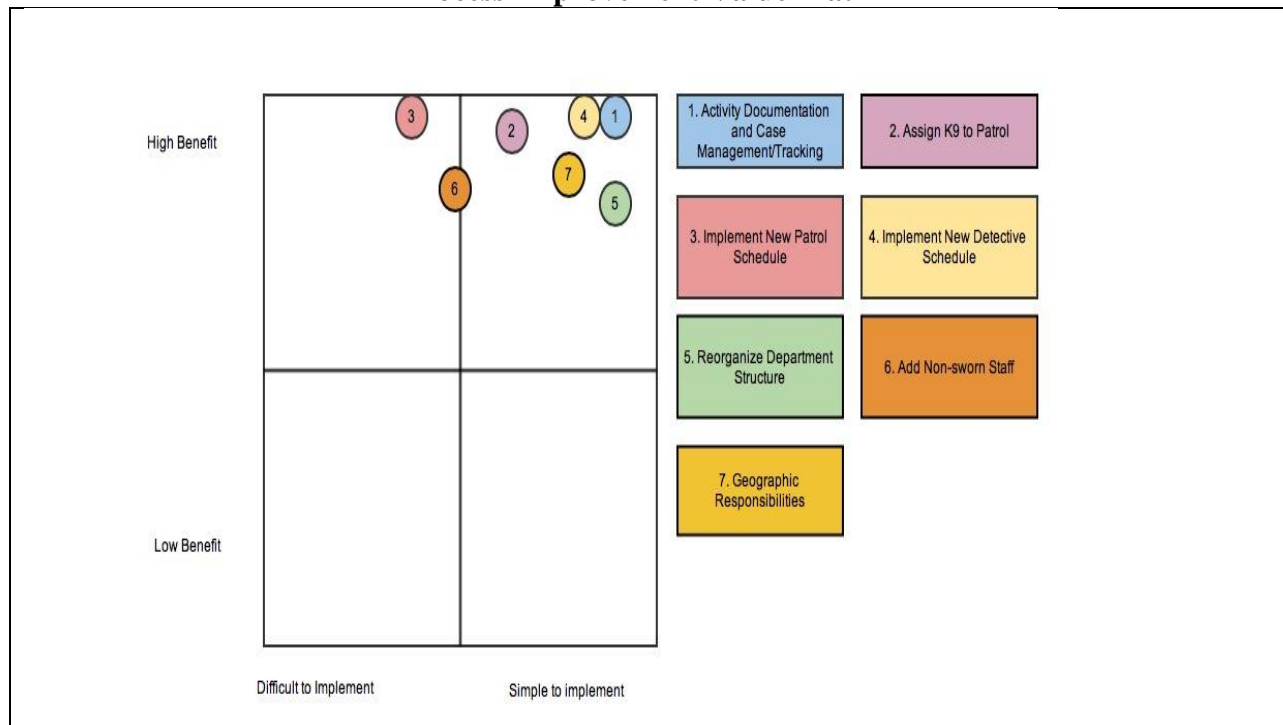
Most innovation falls into two categories; radical innovation or incremental innovation. For the purpose of this report the Consultants recommend incremental innovation.

The following examples have two parts: Part one provides a summary of the current status of a process, the suggested goal for the process and a generalized approach for achieving the goal. An analysis is provided to support the change. The second part of the example includes a sample action plan for implementing the change.

Each example was analyzed for dependencies (one action is dependent on another action) and placed on the process improvement value matrix to determine the order of implementation.

Example	Dependencies
Activity documentation	None
Case management and Tracking	None
K9 assignment	None
Patrol schedule	None
Detective schedule	None
Reorganization structure	Patrol schedule change
Addition of non-sworn Staff	Patrol schedule change and reorganization of Department structure
Geographic responsibilities	Reorganization of Department structure and performance expectations

Process Improvement Value Matrix



Example 1: Activity Documentation

The only system in place to document officer activity is the dispatch system that just tracks calls and traffic stops.

Goal: A system that allows the Department to accurately track the amount of each officer’s time allocated to a variety of activities.

Approach: Cloquet Police Department adopts a daily time system that tracks how much time of each shift is allocated to various activities including; report writing, crime prevention, targeted and random patrol, areas patrolled, break time and meeting time.

Analysis

In 2012, the information provided from Carlton County Dispatch accounted for only 25% of the minimum amount of time that officers spent on patrol. There is no information regarding the activities of patrol officers when they are not on a traffic stop or call for service. The absence of this information makes creation of a deployment schedule difficult. Properly documenting an officer’s unencumbered time increases accountability and protects the City, Department and officers from litigation.

Assumptions: It is assumed that the Department officers are engaged in activity other than calls for service and traffic stops.

Costs: The costs depend on the complexity of the activity tracking tool implemented. A simple word document (sample provided in Appendix D item D1) would have no cost.

Example 1: Action Plan

Project	Documentation of Activity
Sponsor	City and Police Administration
Owner	Police Chief
Start date	
End date	
Cost	Dependent

Action Item 1	Decide on what data should be captured
Owner	
Start date	
Completion date	
Description of activity	The Police Chief will determine what data should be captured and how often
Milestones/Deliverables	1. List of activity that officers are expected to engage in 2. Decide how frequently officers should be documenting activity (industry standard is every 10-15 minutes)
Action Item 2	Select a tool to collect the data
Owner	Police Chief
Start date	
Completion date	
Description of activity	Research the tools available to collect activity data. Ensure that the tool collects all the data necessary and that data can be extracted. Sample document included in Appendix D item D1
Milestones/Deliverables	1. Selection of a shift activity collection tool
Action Item 3	Implement activity tracking
Owner	Police Chief
Start date	
Completion date	

Description of activity	Introduce the tool to the employees. Train and communicate expectations for what is to be tracked and how often
Milestones/Deliverables	1. Patrol staff starts tracking all agreed upon activity
Action Item 4	Audit of data
Owner	Deputy Chief
Start date	
Completion date	
Description of activity	Each day, the Deputy Chief should inspect the activity documentation to insure accuracy and completeness
Milestones/Deliverables	Ability to produce documentation and information regarding officer activity

Example 2: Case Management and Tracking

There is no system in place to track case assignments and progress. The Department does not currently track how many cases each detective is assigned and how many are active.

Goal: A method to track cases assigned to detectives and the progress on each.

Approach: The Department implements and maintains a case management system.

Analysis

Currently, the only way to receive a case update or assignment is an in-person meeting. The Department holds a meeting every morning that includes the detectives, the Chief, and the Deputy Chief. A case management and tracking system would allow administration to monitor cases remotely and frequently and would allow analysis of workload and clearance rates. In 2012, the Department had a clearance rate of 34%, while the state average is 48%. Of the 224 police departments reporting in the 2012 Uniform Crime Reports, 18⁷ had a clearance rate lower than the Department. Detectives logged 1,359 hours of overtime in 2012, 961 of which were classified as case investigation. Without a case management system in place, there isn't a way to validate the clearance rates or analyze the overtime.

During employee interviews, we learned the administrative police secretaries often “assign” cases to detectives by forwarding calls and walk-in reports. There is no standard process for case assignments and cases are often forwarded to the detective who happens to be in the building or the one who has the lowest perceived caseload.

Assumptions: It is assumed that the clearance rate is correctly reported to the State of Minnesota.

⁷ The cities who reported a clearance rate less than 34% in 2012 are: Spring Lake Park, Ortonville, Moose Lake, North Branch, Lakes Area, Burnsville, Mendota Heights, Minneapolis, International falls, St. Paul, Babbitt, Floodwood, Big Lake, Becker, Melrose, New Richland, and Cottage Grove.

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Costs: The costs associated with this change depend on the complexity of the case management system implemented and the time employees spend updating the system daily.

Example 2: Action Plan

Project	Documentation of Activity
Sponsor	City and Police Administration
Owner	Police Chief
Start date	
End date	
Cost	Estimated 20 hours administration pay

Action Item 1	Decide on what data should be captured
Owner	Police Chief
Start date	
Completion date	
Description of activity	The Police Chief will determine what data should be captured and how often
Milestones/Deliverables	1. Decide what information should be collected and formatted
Action Item 2	Select a case management tool
Owner	Police Chief
Start date	
Completion date	
Description of activity	Research the tools available. Could be as simple as an excel document or as complex as a third party software
Milestones/Deliverables	1. Selection of a case tracking and management tool
Action Item 3	Implement case tracking and management tool
Owner	Police Chief
Start date	
Completion date	
Description of activity	Introduce the tool to the employees. Train and communicate expectations for what is to be tracked and how often. Include data privacy issues in training.
Milestones/Deliverables	1. Detectives using the case tracking and management tool as trained
Action Item 4	Audit of data
Owner	Deputy Chief
Start date	
Completion date	
Description of activity	The data contained in the management system should be reviewed frequently to ensure it is up to date.
Milestones/Deliverables	1. Ability to produce documentation and information regarding cases.

	2. Reconciling case tracking data with reported UCR data to ensure accuracy
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Example 3: K9 assignment

The Department currently has a detective assigned as the K9 officer. Detectives are scheduled to work day shift Monday through Friday.

Goal: Use the K9 in the most efficient and effective way possible while increasing officer safety and decreasing overtime.

Approach: Assign the police K9 to a patrol officer.

Analysis

Currently, the police K9 is assigned to a detective. Detectives are assigned to work day shift and have a higher pay scale than patrol officers. In 2012, detectives logged a total of 1,359 hours of overtime, an average of 453 hours per detective while patrol officers averaged 153 hours of overtime per officer. Using the 2014 pay scale, the City of Cloquet would save \$5.89 for every hour of overtime if the K9 is assigned to patrol rather than a detective. The Fair Labor Standards Act (FLSA) mandates that K9 handlers be compensated for taking care of the K9 during off duty time. Handlers are compensated at ½ hour of regular pay on regularly scheduled days and ½ hour at overtime rate for scheduled days off. If officers were moved to a 6/4 schedule with approximately 146 days off (compared to detectives at 105 days off), there is still a cost savings of approximately \$305 per year on the FLSA mandated hours if the K9 is assigned to a patrol officer. Increased training demands in addition to current investigative duties could result in more overtime at the detective rate of pay. Patrol officers are at a lower rate of pay and a rotating schedule. Detectives are assigned to fewer incidents than patrol officers and spend a considerable amount of time in the office preparing cases. K9 handlers are required to train frequently and often at an overtime rate. Assigning the K9 to patrol will increase the amount of time that the dog is deployed on the street and increase the return on the investment. Because patrol officers are uniformed and fully equipped for each patrol shift, a patrol K9 handler will have a faster, safer response time to incidents.

Assumptions: It is assumed that an officer in the patrol division is interested in the specialty assignment of K9 handler.

Example 3: Action Plan

Project	Assign K9 to patrol officer.
Sponsor	City and Police Administration
Owner	Police Chief
Start date	
End date	
Cost	Estimated 40 hours administration time, training new handler.

Action Item 1	Selection process for new K9 handler
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Owner	Police Chief
Start date	
Completion date	
Description of activity	Police administration will have to determine if the current K9 handler should be re-assigned to patrol or if a new handler should be selected. If a new handler is needed, there needs to be a selection process.
Milestones/Deliverables	<ol style="list-style-type: none"> 1. Determine interest among patrol officers 2. Determine the process for selection including timeline 3. Select new handler
Action Item 2	Train new K9 handler
Owner	Deputy Police Chief
Start date	
Completion date	
Description of activity	Locate and evaluate training methods and classes to train new handler
Milestones/Deliverables	1. New K9 handler attends and successfully completes training

Example 4: Patrol schedule

The Department currently has a 12-hour schedule that rotates officers from days to nights every 16 days. The minimum staffing levels are two officers from 0600 to 1800 and three officers from 1800 to 0600.

Goal: To schedule officers on a rotation that is healthy and productive and increases staffing around peak call times while minimizing overtime costs.

Approach:

Implement a schedule that improves documentation of officer activity, increases coverage during peak times and minimizes overtime. A specific example is to move Cloquet Police Department officers to a schedule of nine and a half hour days on a 6 day-on, 4-day off rotation. This schedule will have three shifts, all with a two car minimum and allows for four cars on from 2130 to 0030 which are the Department's sustained high volume call for service hours.

Analysis

The information analyzed was calls for service data, crime rates and frequencies, sick time usage and overtime expenditures.

Calls for service data: With an availability rate of 1,490 per officer, Cloquet Police Department needs to deploy the 14 officers assigned to patrol in a manner that minimizes overtime while maximizing coverage. The main obstacle in creating an affective patrol deployment schedule is the lack of data showing how patrol officers spend their time. If the patrol division was staffed

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at minimums, there would be 60 hours of patrol a day and 21,900 hours per year. The 2012 dispatch data only accounts for 5,627 hours or 25% of the patrol division's time.

Crime rates and frequencies: While the Department does have a higher than average part one crime rate, their overall calls for service, as reported in the 2012 Cloquet Police Department annual report, are 8,236. This averages 22 calls per day or approximately 4 calls per day per officer in 2012. The hours of 1100-1800 have high call volume and are currently handled by a two officer minimum. That minimum should be extended until 2130.

Sick time and Overtime: In 2012, the City of Cloquet paid 863 hours of overtime to cover for officers who called in sick. The current union agreement states that officers who are called in receive three hours of "Call Time" overtime. This practice results in 15 hours of overtime paid for a 12 hour sick call. Of the 863 hours, an overwhelming majority were used to cover nighttime sick calls; 591 hours compared to 272 hours of overtime paid to cover daytime sick calls. Data on rotating schedules supports moving officers from days to nights as infrequently as possible. Regardless of the schedule, the Consultants recommend that officers not be moved from days to nights more than once per year.

Assumptions: It is assumed that management has control over the schedule as stated in the union contract.

Costs: The cost to implement this change is estimated at 30 hours of administrative time and 20 hours of sergeant's time.

Example 4: Action Plan

Project	Patrol Schedule
Sponsor	City and Police Administration
Owner	Police Chief
Start date	
End date	
Cost	30 hours of administrative time and 20 hours of sergeant's time

Action Item 1	Change the patrol deployment schedule
Owner	Police Chief
Start date	
Completion date	
Description of activity	Change the patrol deployment schedule to a 9.5 hour day on a 6 day on 4 day off rotation (full schedule detailed in Appendix C, titled "schedule example")
Milestones/Deliverables	<ol style="list-style-type: none"> 1. Communication of the need for the change 2. Publish new schedule 3. Conduct shift assignments or bid 4. Decide on rotation frequency
Action Item 2	Implement updated sick time policy
Owner	Police Chief
Start date	

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Completion date	
Description of activity	Research and implement a policy that requires officers to submit a doctor's note after three consecutive shifts where sick time is used and for every sick call after 95 hours of sick time have been used in a calendar year (excluding approved FLMA leave)
Milestones/Deliverables	<ol style="list-style-type: none"> 1. Enact policy 2. Have officers indicate understanding of new policy and provide an opportunity for clarification and questions
Action Item 3	Assign a supervisor responsible for tracking 2,080 time
Owner	Deputy Chief
Start date	
Completion date	
Description of activity	Because of the rotating shifts, a supervisor will need to ensure that each officer is schedule for 2,080 hours in a calendar year. This supervisor will assign time off or schedule additional shifts as needed.
Milestones/Deliverables	1. An accurate count of each scheduled shift so that officers work 2,080 hours per year

Example 5: Detective schedule

The Cloquet Police Department has three detectives. All three detectives are scheduled to work day shift Monday through Friday.

Goal: Implement a schedule that increases detective coverage and minimizes overtime.

Approach: In the short term, assign the three detectives to a staggered schedule: One detective scheduled to work 7:00 am to 3:00 pm, one scheduled 8:00 am to 4:00 pm and one scheduled 2:00 pm to 10:00 pm.

Analysis

Analysis of the overtime approved for the detectives in 2012 showed that 486 hours of the 1,359 hours occurred on weekdays from 6:00 AM to 6:00 PM. By staggering the detective schedule, there would be at least one detective from 7:00 AM to 6:00 PM and the need to pay overtime would be reduced. If properly staffed and supervised, the Department could expect to reduce weekday overtime from 486 hours per year to 121 hours per year. The 2014 pay rate for detectives is \$61,624 per year or \$29.62 per hour with \$44.44 per hour as an overtime rate. If this one category of detective overtime is reduced as projected, a savings of \$16,220 per year would be realized.

Assumptions: It is assumed that the data contained in the 2012 time sheets is accurate.

Cost: There are no costs associated with this example other than 5 staff hours to determine a scheduling method.

Example 5: Action Plan

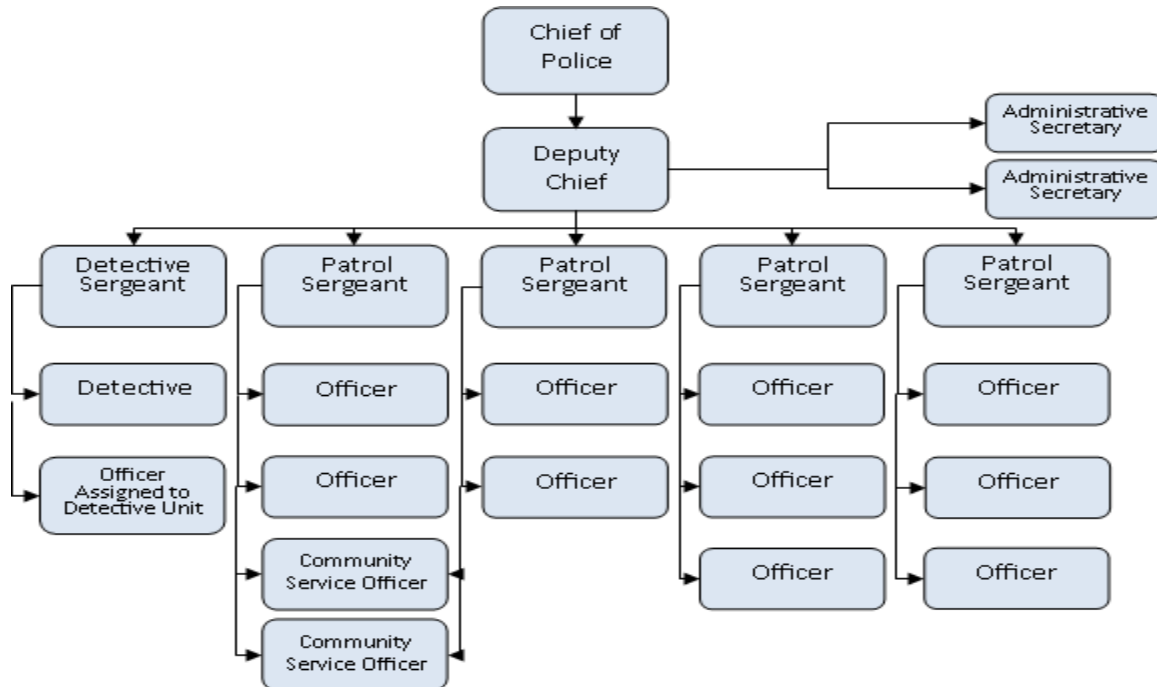
Project	Change schedule of officers assigned as detectives
Sponsor	City and Police administration
Owner	Deputy Police Chief
Start date	
End date	
Cost	Five hours of administrative salary
Action Item 1	Determine which employee is going to work what hours
Owner	Deputy Police Chief
Start date	
Completion date	
Description of activity	Speak with each detective to determine shift assignment.
Milestones/Deliverables	Assign staggered shifts to detectives
Action Item 2	Monitor overtime
Owner	Deputy Police Chief
Start date	
Completion date	
Description of activity	Check case tracking/management and time sheets to ensure compliance with the schedule and make changes as necessary
Milestones/Deliverables	Reduction in overtime from 7:00 am to 8:00 pm

Example 6: Reorganization of Department structure

The current command structure of the Cloquet Police Department has every employee reporting jointly to the Chief and Deputy Chief.

Goal: Create an organizational structure more in-line with professional standards and increase accountability and efficiency.

Approach: Reorganize the Department so that officers and detectives report to Sergeants and each sergeant has an area of responsibility.



Analysis

During employee interviews, the Consultants learned that the current organizational structure of the Department does not provide for a clear chain of command or specific areas of responsibility. Some employees stated that Sergeants report to detectives while other employees stated that detectives and sergeants were of equal rank unless they were at a crime scene. The Police Chief and Deputy Chief are involved in all areas of supervision and daily assignments, leaving them very little time for strategic planning and quality assurance. Assigning sergeants to specific areas of responsibility allows administration to focus on Department issues rather than daily tasks, while providing an opportunity for professional growth for staff. Sergeants would rotate areas of responsibility, including detective sergeant, every four years.

Patrol Unit: Each of the four patrol sergeants would act as a project manager for all activities within assigned area, supervise patrol officers, and would be assigned one of the following areas of additional responsibility: training, special events, equipment, and scheduling/payroll.

Detective Unit: Creating a detective sergeant position would result in increased accountability and a decreased need for daily meetings that consume five salary hours. A detective sergeant, in conjunction with a case management system, will increase efficiency and could lead to a higher clearance rate. The detective sergeant would be responsible for the forfeiture process and evidence. Because of the complexity of some calls handled by the detectives, one detective assignment should be permanent while the other would rotate on a three-year basis. This rotating assignment allows for increased professional development for patrol officers and, after returning to patrol, those officers would be able to respond to incidents for which the Department currently incurs detective overtime pay.

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Duties of the Detective Sergeant: Supervise detectives, schedule detectives in a way that decreases overtime, supervise property and evidence process, assign cases and track progress, manage initial stages of forfeiture process, and prepare media updates regarding current cases.

Duties of permanent Detective: Work cases as assigned, track case load and progress, manage time and schedule to reduce overtime, train in rotating detectives, and facilitate transport of evidence for testing and court.

Duties of rotating officer assigned to Detective Unit: Work cases as assigned, track case load and progress, manage time and schedule to reduce overtime, and train officers in crime scene procedures.

Assumptions: It is assumed that sergeants have, or can acquire, the skills necessary for their new roles.

Costs: The costs associated with the reorganization are limited to training costs for new responsibilities. Administrative salary to conduct reorganization is estimated at 40 hours.

Example 6: Action Plan

Project	Department Reorganization
Sponsor	City and Police Administration
Owner	Police Chief
Start date	
End date	
Cost	40 hours administrative salary

Action Item 1	Create specific job descriptions for sergeants
Owner	Police Chief
Start date	
Completion date	
Description of activity	Create job descriptions including task/area specific information for each sergeant position. Include opportunities for professional growth and a possible rotation schedule.
Milestones/Deliverables	Produce clear job descriptions and expectations that are specific to areas of responsibility
Action Item 2	Selection of Detective Sergeant
Owner	Police Chief
Start date	
Completion date	
Description of activity	Using job description, create a selection process to determine appropriate employee to be the detective sergeant. Conduct selection process.
Milestones/Deliverables	Promote a detective sergeant

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Action Item 3	Assignment of sergeants to specific areas of responsibility
Owner	Police Chief
Start date	
Completion date	
Description of activity	Match sergeant skills to documented responsibilities, seek out training opportunities related to job tasks, communicate expectations to sergeants.
Milestones/Deliverables	Each sergeant is assigned to a specific area
Action Item 4	Communication of new structure
Owner	Police Chief
Start date	
Completion date	
Description of activity	Communicate new chain of command and areas of responsibility for each employee. Train officers on new expectations.
Milestones/Deliverables	Officers are knowledgeable on duties, responsibilities and chain of command.

Example 7: Addition of non-sworn personnel

In 2012, Cloquet Police Department spent over 484 hours responding to 1,388 calls that could have been handled by non-sworn employees. Sworn officers often fill in for administrative police secretaries for breaks and sick calls.

Goal: Have non-sworn employees complete tasks that do not require a sworn officer.

Approach: Addition of two, part-time Community Service Officers.

Analysis

There are many calls and situations that do not require a response by a licensed officer. By adding non-sworn positions such as Community Service Officers (CSO), sworn officers would have more time to engage in crime prevention and proactive problem solving. CSO's can be trained to handle a variety of incidents including animal complaints, traffic direction, lost and found property and front desk duties. CSO's are typically part-time employees who are law enforcement students. Recruitment of potential CSO candidates would be aided by the proximity of the City of Cloquet to colleges with Law Enforcement programs. In 2012, the Cloquet Police Department contracted for animal control services at a cost of \$27,000 a year; however, sworn officers still spent 70 hours responding to animal complaints. CSO's are typically paid an hourly wage that is half that of a sworn officer. CSO's should be assigned both patrol/ response duties and administrative/investigative duties. The CSO program can also be used as a feeder program for hiring new officers.

Assumptions: It is assumed that the city can add non-sworn staff without union discussion.

Law Enforcement Analysis of the Cloquet Police Department

Cost: The cost of a Community Service Officer is approximately 15\$ per hour for 20 hours per week for two CSO's (\$31,200), the use of an appropriately marked vehicle such as a retired squad car and approximately \$1,000 for uniform acquisition and maintenance.

Example 7: Action Plan

Project	Addition of Community Service Officers
Sponsor	City and Police Administration
Owner	Police Chief
Start date	
End date	
Cost	40 hours administrative salary, outfitting and training costs
Action Item 1	Create job description for Community Service Officer (CSO)
Owner	Deputy Chief
Start date	
Completion date	
Description of activity	Identify and describe duties to be completed by a CSO including: front office duties, evidence duties, patrol duties, and traffic direction
Milestones/Deliverables	A detailed job description for CSO
Action Item 2	Hire two, part-time CSOs
Owner	Police Chief
Start date	
Completion date	
Description of activity	Advertise position at area law enforcement programs, decide on interview and hiring process, determine exact equipment to provide each new CSO
Milestones/Deliverables	1. Hire and equip two CSOs
Action Item 3	Train CSOs
Owner	Deputy Chief
Start date	
Completion date	
Description of activity	Identify officers who possess the skills that you intend for the CSOs to learn. These officers do not have to be field-training officers, as this can also provide an avenue of professional development. Create a training schedule for all of the tasks required.
Milestones/Deliverables	Fully trained CSOs
Action Item 4	Create a CSO schedule
Owner	Deputy Chief
Start date	
Completion date	

Description of activity	Create and implement a CSO schedule that rotates each from patrol duties to front office and investigative assistance duties. The schedule will include who is responsible for supervision for each assignment. Evidence transport and other planned activities that do not require a sworn officer should be coordinated with CSO schedule.
Milestones/Deliverables	A CSO schedule that covers administrative and patrol needs

Example 8: Assign officers to teams and geographic patrol areas

There is no set process for dispatching of radio calls.

Goal: Efficient and timely response and follow up to radio calls

Approach: Assign patrol officers to geographic areas of responsibility at the start of each shift.

Analysis

At the start of each shift, sergeants would assign each patrol officer a geographic area of responsibility. The initial dispatch process would remain the same, but once the location of the call was given, the officer who is assigned to that area would take the call. If the officer was unavailable, another officer responds. While not on calls, officers would remain in their area of responsibility unless they were backing up an officer in another area. Keeping officers in assigned areas would provide for faster initial response times and improve neighborhood visibility. Officers may be assigned to more than one area per shift depending on staffing levels.

In addition to being assigned areas for patrol. Each officer would be assigned to one of the four patrol teams. Each team would be responsible for problem solving and case follow up in their areas. The team assignment would last a year, while patrol area assignments could change from shift to shift. By assigning officers to areas, residents have a point of contact and can get to know the officers in their area. Familiarity with area officers can lead to increased communication, improved public perception and increased problem identification.

Assumptions: It is assumed that officers will be expected to follow up on low level cases and that sergeants will assign areas at the start of each shift.

Cost: The costs associated with this example is 10 hours of administrative time to define the geographic areas and assign teams and the time it takes sergeants each shift to assign officers to patrol areas.

Example 8: Action Plan

Project	Geographic Areas of Responsibility
Sponsor	City and Police Administration
Owner	Police Chief
Start date	
End date	
Cost	10 hours administrative salary, 3 minutes sergeant time per day

Law Enforcement Analysis of the Cloquet Police Department

Action Item 1	Define geographic areas
Owner	Police Chief
Start date	
Completion date	
Description of activity	Using the voting wards, create four patrol areas taking into account location, area, number and severity of calls.
Milestones/Deliverables	Four, clearly defined patrol areas.
Action Item 2	Assign sergeants and officers to teams
Owner	Deputy Chief
Start date	
Completion date	
Description of activity	Examining schedule rotations and assigning sergeants and officers to teams in a way that provides ensures that team members are distributed evenly across shifts and assignments
Milestones/Deliverables	Sergeants and officers assigned to teams
Action Item 3	Codify and communicate expectations
Owner	Police Chief
Start date	
Completion date	
Description of activity	Clarify and codify the types of activities done within the team concept. Ensure that sergeants understand and have the ability to assign officers to areas at the start of each shift. If a sergeant is not working a particular shift, the duty to assign areas would fall on the sergeant from the previous shift or the senior officer on duty
Milestones/Deliverables	Each employee
Action Item 4	Promote the team concept to the public
Owner	Police Chief
Start date	
Completion date	
Description of activity	Identify appropriate avenues of communication (newsletter, social media) and communicate the concept to the public. Inform residents of who their team officers are and how to contact them.
Milestones/Deliverables	Public informed of team concept, areas and contact information.
Action Item 5	Assign follow ups and tasks
Owner	Deputy Chief
Start date	
Completion date	
Description of activity	Ensure that calls for service and requests for information are assigned to officers within their team area
Milestones/Deliverables	Consistent assignment of cases and tasks

Law Enforcement Analysis of the Cloquet Police Department

Action Item 6	Assure compliance with team concept
Owner	Police Chief
Start date	
Completion date	
Description of activity	Conduct daily and weekly audits of dispatched calls and follow-ups. Ensure that officers are being assigned areas at the start of their shift and that they are staying in their area when possible.
Milestones/Deliverables	<ol style="list-style-type: none">1. Reduced response times when officers are dispatched to calls within their areas2. Officers have increased awareness of problems in their assigned area

Police Facility

While the Consultants were not asked to assess the police facility, the issue was raised repeatedly by individuals at all levels of the organization and by City management. The current physical structure prohibits the effective practice of professional policing. The Cloquet City Council and Cloquet leadership should work collaboratively to complete a needs assessment for a new police facility, which should be a priority in the City Council strategic and capital improvement plans.

Appendices

Appendix A – Raw Overtime Data

Appendix A – 5 Year Cloquet PD UCR Data

Appendix A – Comparative City Analysis

Appendix A – Crime Clearance Rates

Appendix B – Calls for Service Data

Appendix C – Schedules

Appendix D – Sample Activity Tracking Tool

**Appendix E – MN State Auditor Best Practices Review: Property
and Evidence Room Policies and Procedures
Manuals**

Appendices are stored electronically on the CD located on the back cover of the Report.