

Study of the Oakdale Police Department



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Introduction

The Oakdale Police Department (OPD) is comprised of 41 full-time and 0.15 part-time employees with a budget of \$4,165,700 for FY 2009. The amount represents an increase of \$207,244 over the previous year due to state mandated employer benefit adjustments and payment of unused holiday hours. The Metropolitan Council estimates the 2009 population of Oakdale to be 27,350. According to the city website, Oakdale covers 13 square miles.

The U.S. Census Bureau, American Community Survey 2006-2008, estimates the median family income in Oakdale at \$80,643 with only 4.3% of the population below the poverty level. Of owner occupied homes, the median value is \$223,800 with 9,054 units. More females than males live in Oakdale, (51.5% to 48.5% respectively) with the median age at 35.9 years. The majority of the community is white (83.9%), followed by black (6.4%), Asian (6.2%), some other race (1.3%), and American Indian and Alaska native (0.4%). Hispanic or Latinos represent 2.6% of the city's population

A police officer in Oakdale must be licensed by the state of Minnesota and employed with a law enforcement agency that derives their power from a unit of government. The authority is found in Minnesota General Statute 626.84. A peace officer is defined as

"an employee or an elected or appointed official of a political subdivision or law enforcement agency (a unit of state or local government that is authorized by law to grant full powers of arrest and to charge a person with the duties of preventing and detecting crime and enforcing the general criminal laws of the state) who is licensed by the board (Board of Peace Officer Standards and Training), charged with the prevention and detection of crime and the enforcement of the general criminal laws of the state and who has the full power of arrest."

Oakdale Mission Statement and Core Values

The City of Oakdale has a published mission statement and core values. An organization's mission statement succinctly identifies why the organization exists. It describes the purpose of the organization and what it hopes to accomplish.

City of Oakdale Mission Statement: *"The City of Oakdale is committed to serve the continuing community-wide needs of our citizens by enhancing the vitality and quality of life for all."*

Core values illustrate the foundation on which work is performed and how members are expected to conduct themselves. They encompass the ethics, principles, and beliefs about the organization and their relationship with the community. Simply stated, core values identify the basic elements of how an organization goes about its daily work.

City of Oakdale Core Values:

"To fulfill this mission, we must, as a staff, foster an organizational culture that is built on the following core values."

- 1. "Considers everyone with whom it interacts is a stakeholder and a customer. As such, we will serve and treat all people with respect, fairness, dignity, and compassion."*
- 2. "Will be responsible steward of community resources by being responsive in meeting the needs of the community within fiscal limits that the community will support."*
- 3. "Will endeavor to enhance the environment and mitigate impacts on it to the extent possible."*
- 4. "Is committed to encouraging and fostering orderly, quality development and redevelopment."*
- 5. "Is dedicated to a standard of values that promotes diversity, honesty, and ethical behavior."*
- 6. "Is committed to developing a learning organization to the extent that it adds value to the community."*

Oakdale Police Department Best Policing Practices

In addition to performing the agreed upon scope of services in policing studies performed by PERF, site visits also provide the opportunity to discover best practices and effective programs that may be replicated by other departments throughout the nation. During our visits to Oakdale, PERF identified the following examples that we consider to be exemplary programs or policing best practice:

Crime Free Multi-Housing Program – Oakdale has a comprehensive Crime Free Multi-Housing Program designed to reduce criminal activity in apartment complexes while maintaining a stable tenant base, lowering maintenance costs and improving the personal safety of those that live, work and visit participating properties. This crime prevention program consists of working in partnership with responsible property owners and managers and has been credited with reducing crime and disorder in Oakdale’s apartment properties.

Oakdale Explorer Post 271 – The department has an active Explorer Program designed to build character, citizenship training and achieve fitness of the community’s youth between the ages of 14 and 20. Through participation in the program, youth are able to learn the skills and knowledge needed to perform as a police officer and first responder for the Oakdale Police Department and further their education. The program is designed to increase understanding between the youth and members of the department and to guide qualified young men and women into a career in law enforcement. The department identified examples where an explorer from the community has become an Oakdale police officer. Explorers contribute to Oakdale’s community by participating in various service projects including “Adopt a Street.” The post is responsible for keeping Hadley Avenue between Stillwater Boulevard and Highway Five trash free. Such programs that develop youth and recruit members of the community into a career with the police department are worthy of recognition.

Community Affairs Unit – The Oakdale Police Department has an effective Community Affairs Unit that uses creative outreach programs to initiate community partnerships through organizing and educating the city’s communities. The unit is staffed with one sworn officer and 2.15 civilian Community Service Officers. Examples illustrating the variety of programs conducted by the unit include:

- National Night Out – An annual event held in communities across America and abroad designed to: heighten crime and drug prevention awareness; generate support and participation in local anticrime programs; strengthen neighborhood spirit and police-community partnerships; and let criminals know neighborhoods are organized and fighting back.

- Building Bridges – A community alliance designed to help support the development of healthy families and eliminate child abuse and family violence.
- Monthly Neighborhood Watch Newsletter – A news letter designed to keep the community aware of crime and the available services of the Oakdale Police Department.
- Century College Service Learning Participation – A collaboration between the police department and the college to provide students taking “Police In Community” students with exposure to actual community policing activities through completing 40 hours of service with the police.

Crime in Oakdale

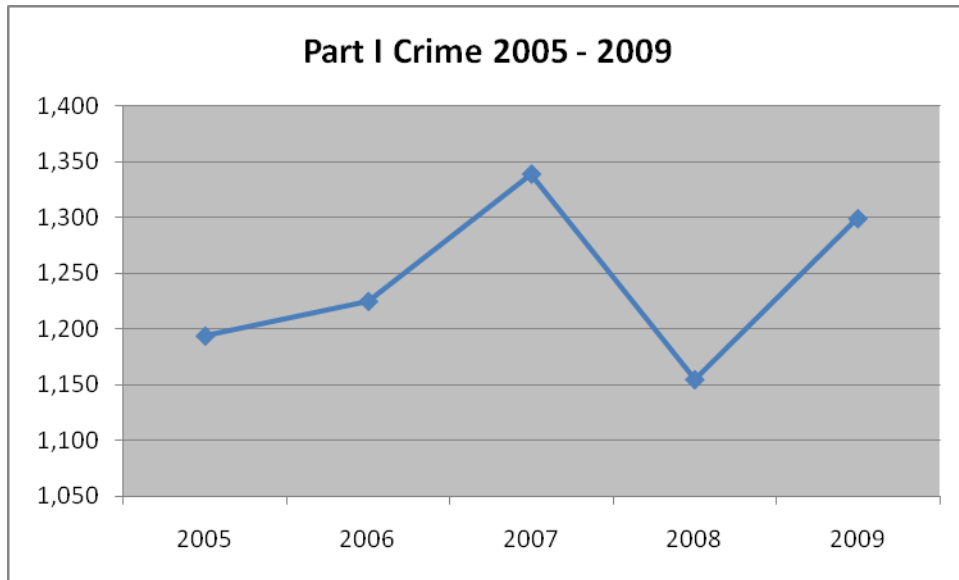
PERF used the Federal Bureau of Investigation's Uniform Crime Reports (UCR) to examine crime in Oakdale. This information is drawn from crime reports generated by the public, or by the police as they discover crime through their self-initiated activity. Reported crime data is systematically coded and categorized through a published set of guidelines. Uniform guidelines are designed to ensure consistency in reporting between police agencies and to provide comparisons over time and between agencies. This information is typically reported monthly to the state which forwards it to the FBI. UCR reports are published by the states and by the U.S. Department of Justice annually and as semi-annual interim reports. The State of Minnesota mandates reporting of crime by all police agencies in the state through the UCR.

The UCR identifies eight major crime categories labeled Part 1 offenses (also referred to Index Crimes.) Part 1 crimes are more serious in nature and more likely to be reported to the police than more minor Part 2 crimes. Part 1 Violent Crimes are homicide, forcible rape, robbery, and aggravated assault. Part 1 Property Crimes are burglary, motor vehicle theft, larceny theft, and arson.

Crimes that do not meet the Part 1 definitions are reported as Part 2 offenses. These offenses may not be as serious as Part 1 offenses, but can influence the safety and security of a community. These include various offenses such as gambling, prostitution, and narcotic violations as well as other offenses such as weapons violations, forgery and fraud, offenses against families/children, driving under the influence, liquor law violations, and vandalism.

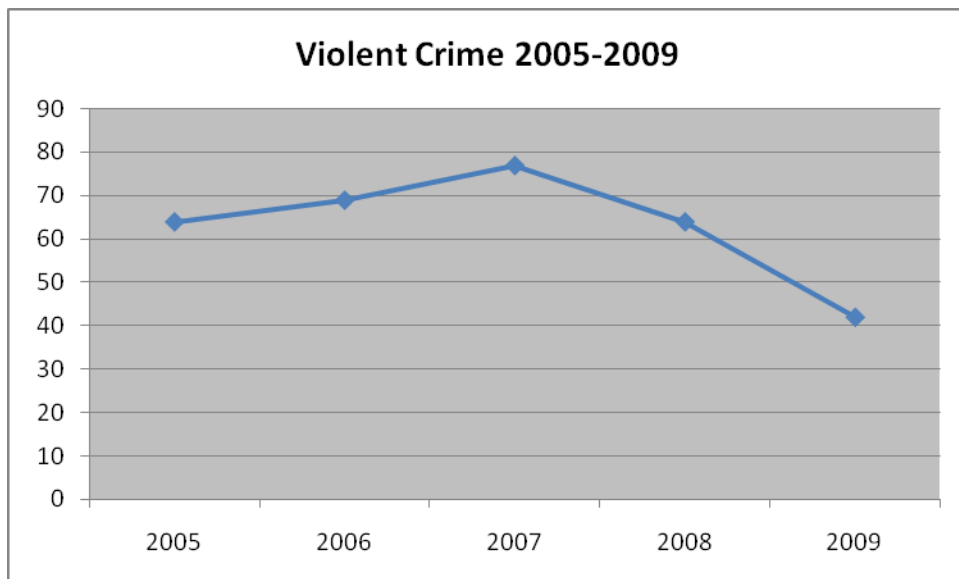
Part 1 Crime in Oakdale 2005-2009

The chart below shows changes in Part 1 crime for the five years from 2005 through 2009. Only 2008 posted a crime decrease. Overall, Part 1 crime in Oakdale increased by 12% in 2009 from the 2008 tallies. Increases were most apparent in reported rapes, burglaries, and larcenies.



From 2005 through 2009 Part 1 crime increased by a total of about 9%. During the same time period the city's population has decline by less than 2%.

The next chart illustrates the five year changes in violent crime in Oakdale.



From 2005 through 2007 violent increased in Oakdale. Beginning 2007 violent crime has been decreasing. From 2007 to 2009 there has been a significant decrease of 45%. During this downward trend, violent crime decreased by 13 incidents (16.9 %) from 2007 to 2008 and 22 incidents (36.1%) from 2008 to 2009. Reductions in robbery and aggravated assault account for these decreases.

The next chart depicts Oakdale's five year changes for property crime.

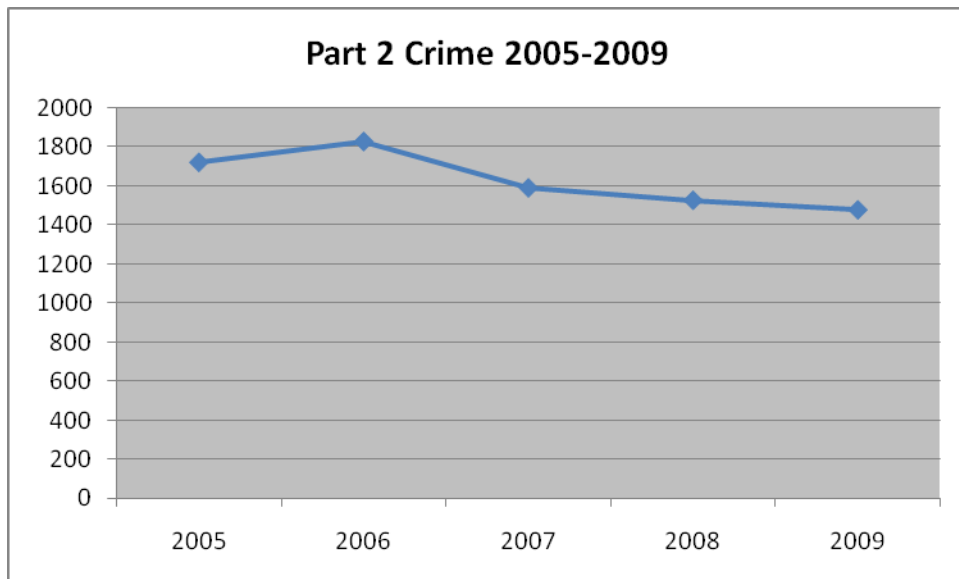


In reviewing the five year period studies, the number of property crimes increased in 2005 (1,130), 2006 (1156) and 2007 (1,262), followed by a sharp decrease of 171 offenses (14% in 2008). This was followed by an increase of 166 offenses (15%) in 2009, which brought the level of property crimes to the same level as in 2007. A 19 % increase in burglary and an 18% increase in larceny from 2008 to 2009 accounts for the rise in property crime.

Part 2 Crime 2005-2009

Part 2 crimes are typically less serious in nature than index crimes but in some ways are very important to the community in terms of public order and safety. Vandalism, fraud, other assaults, disorderly conduct, driving under the influence, and other offenses are the most commonly reported Part 2 crimes.

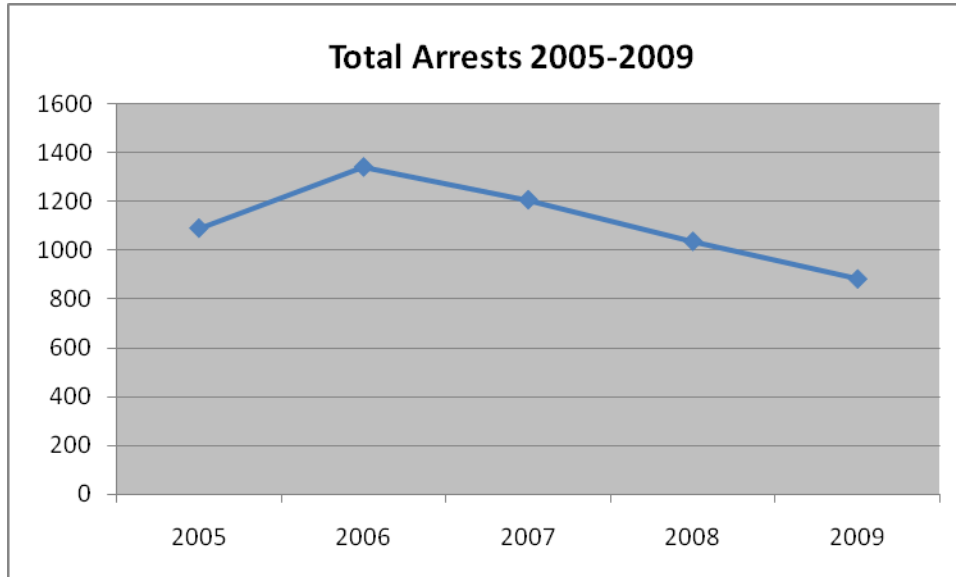
The chart below shows the number of for Part 2 crime in Oakdale from 2005 through 2009.



Part 2 crime increased by 106 incidents from 2005 to 2006, followed by a steady pattern of decline from 2007 to 2009. From 2006 through 2009, Part 2 crime decreased by 19%, or 348 incidents. During this three year period, reductions in disorderly conduct (28%), and vandalism (22%), accounted for this overall decline.

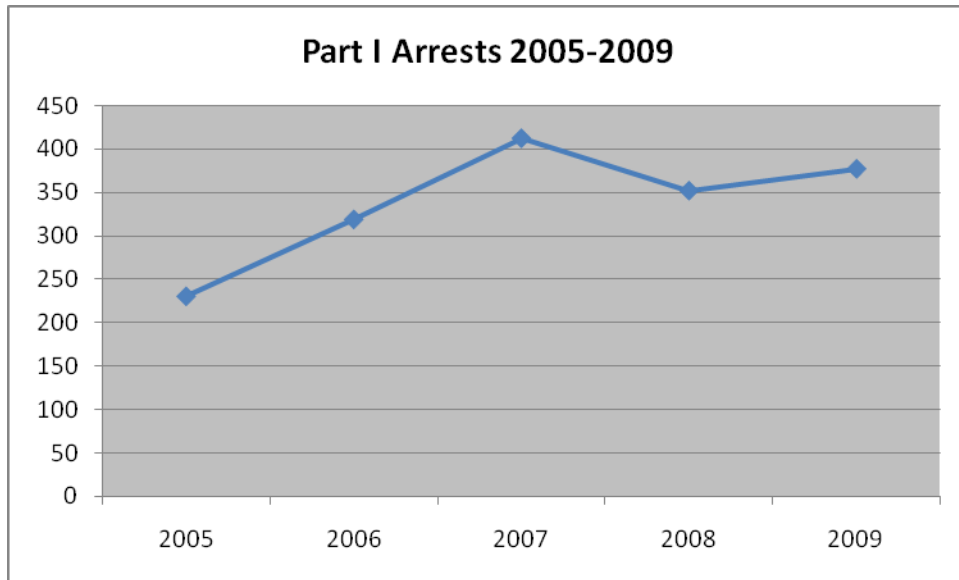
Arrests 2005-2009

The next series of charts show the total number of, Part 1 and Part 2 arrests by the Oakdale Police Department reported from 2005 through 2009.

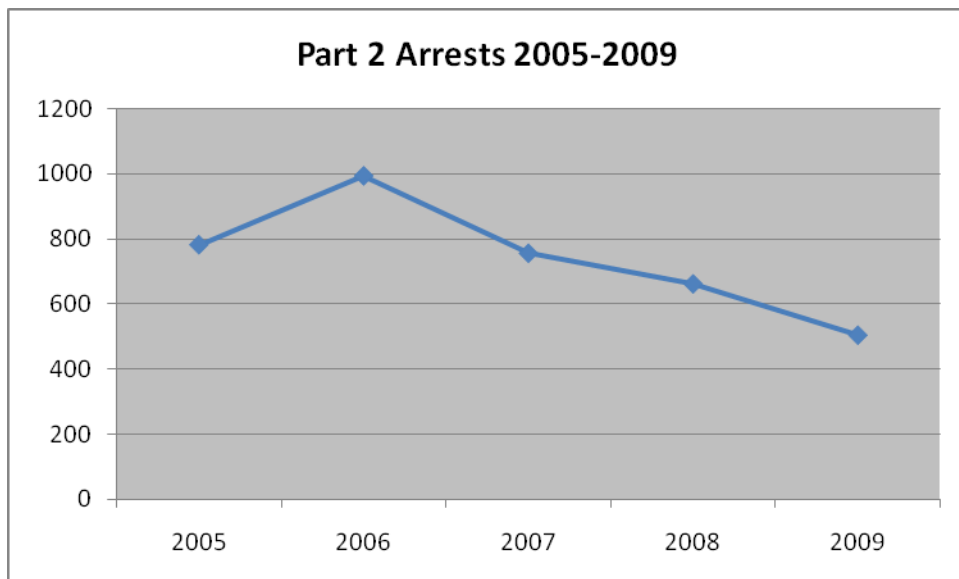


During the five years arrests ranged from a high of 1,340 in 2006 to a low of 882 in 2009.

Comparing the high year of 2006 with the low of 2009, adult arrests decreased by 19.5% (823 in 2006 and 679 in 2009) and juvenile arrests significantly declined by 60.7% (571 in 2006 and 203 in 2009).



Part 1 arrests increased by 78.4% from 2005 (231 arrests) to 2007 (412 arrests). In 2008, arrests declined by 60 (15%) in 2008 (352 arrests) before increasing by 25 arrests (7%) in 2009 (377 arrests).

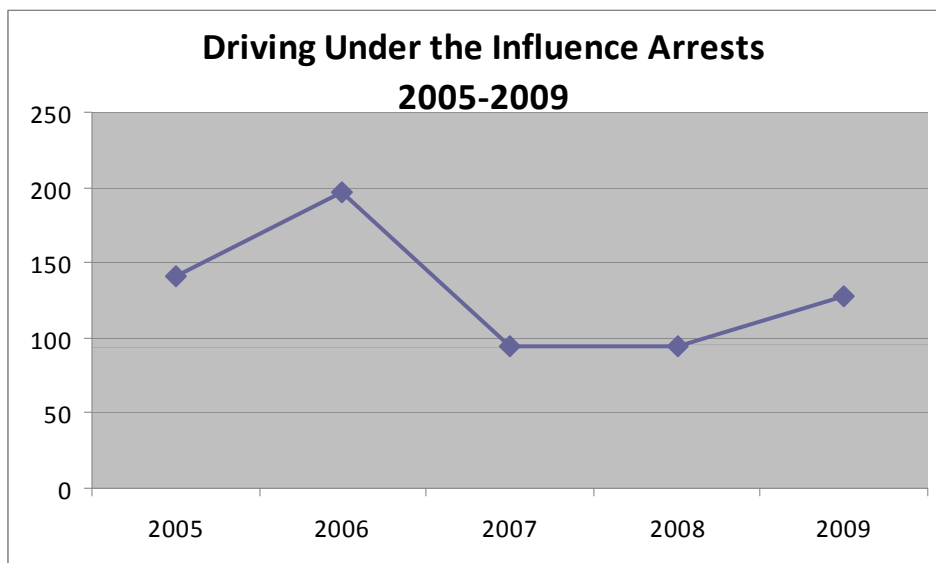


Part 2 arrests show an increase from 782 in 2005 to a five-year high of 993 in 2006, followed by a steady decline from 2006 to 2009. Part 2 arrests were reduced by 49% over this three year period to a low of 505 arrests in 2009.

Driving Under the Influence and Narcotic Arrests 2005-2009

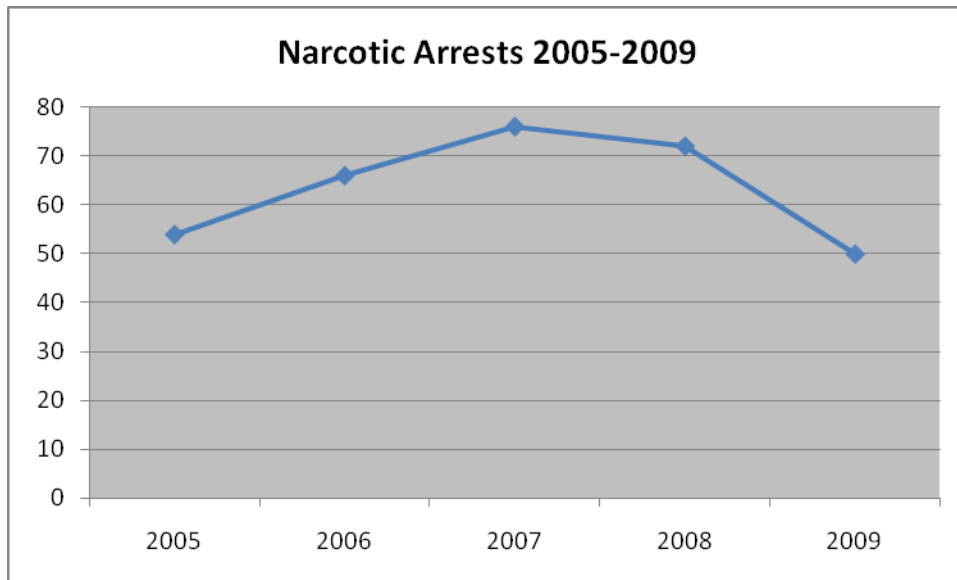
The number of driving under the influence and narcotic arrests may be an indicator of the amount of self-initiated activity willingly performed by a police department. These types of violations are most often observed by uniformed officers and sometimes may be a gauge of the level of motivation shown by patrol officers.

The chart below shows the number of driving under the influence arrests for the five year period of 2005 through 2009.



Drunk driving arrests showed an increase from 2005 (141 arrests) through 2006 (197 arrests), with a substantial decrease of about 52% (95 arrests) in 2007 and 2008. In 2009, Oakdale officers made 32 more arrests than in the previous year for a 36.9% increase. Adults were arrested for 98% of all DUI offenses during the five year period studied.

The chart below shows the number of narcotic arrests made by the members of the Oakdale Police Department from 2005 through 2009.



Total narcotic arrests steadily increased from 2005 through 2007, followed by a decline through 2009. From 2007 through 2009, narcotic arrests decreased by 34% reaching the lowest level in 2009, at 50 arrests. Between 2005 and 2009, the most frequent drug charge of an arrestee was possession of narcotics. In 2009, 48 possessions of narcotics arrests were reported as compared to two arrests for the sale of narcotics. Possession of marijuana is the most frequent narcotic arrest made in Oakdale.

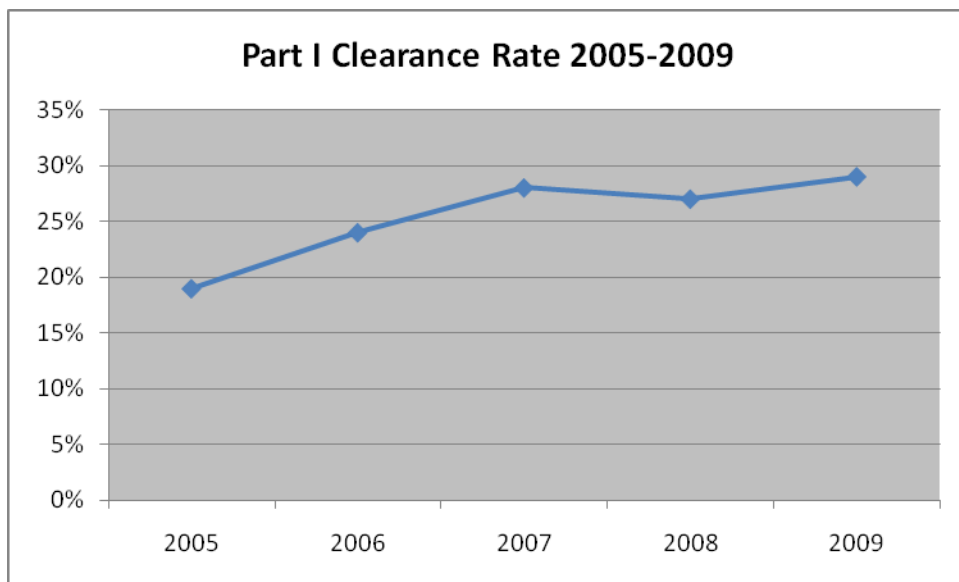
Clearance Rate 2005 - 2009

“Clearance rates” refer generally to “solving” a crime. Typically, a case is cleared when a suspect is arrested and charged with a crime or when “exceptional” circumstances prevent the arrest of an identified, chargeable suspect. The FBI Uniform Crime Report specifies that all four of the below criteria must be present in order to assign an “exceptional clearance” status to the investigation. The investigation must have:

- Identified the offender.
- Gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution.
- Identified the offender's exact location so that the suspect could be taken into custody immediately.
- Encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

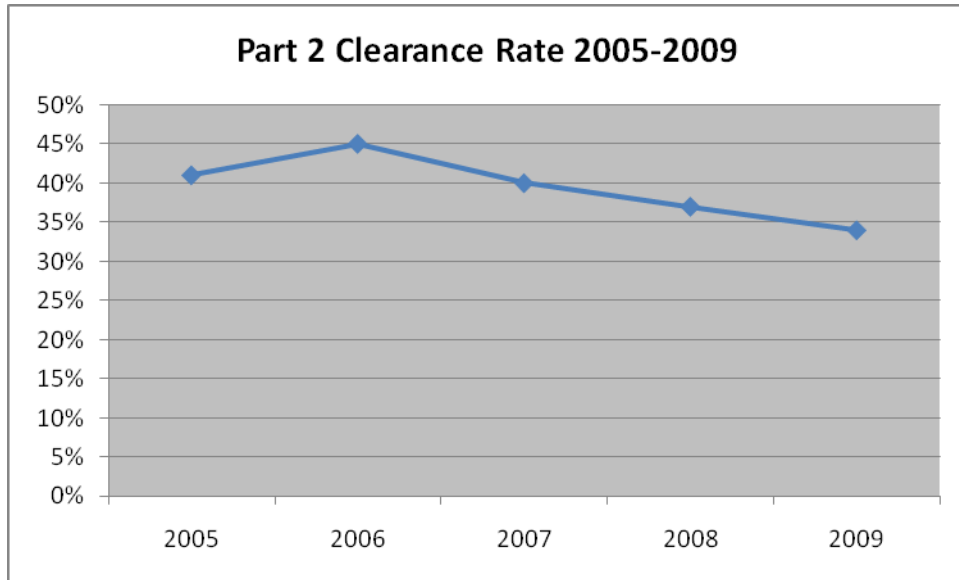
The examples of exceptional clearances offered by the UCR include, but are not limited to, "the death of the offender; the victim's refusal to cooperate with the prosecution after the offender has been identified; or the denial of extradition because the offender committed a crime in another jurisdiction and is being prosecuted for that offense."

The two charts below show the Oakdale Police Department's Part I and Part 2 clearance rates from 2005 through 2009.



From 2005 through 2007, Part I clearance rates steadily increased, with a slight decline in 2008. In 2009, the highest reported rate reached 29%. In 2009, both aggravated assault and larceny

posted the highest clearance rates of all eight index crime at 31%, followed by robbery at 22% and burglary at 20%. The lowest Part I clearance rate was auto theft at 13%.



Part 2 clearance rates increased from 2005 through 2006, then started a steady decline for the next three years reaching its lowest rate of 34% in 2009. As may be expected, liquor violations, DUI, and narcotic violations posted the highest clearance rates of all reported Part 2 crime in 2009 at 98%, 96%, and 88% respectively. The lowest Part 2 clearance rates were forgery/counterfeiting at 7% and vehicle tampering 4%.

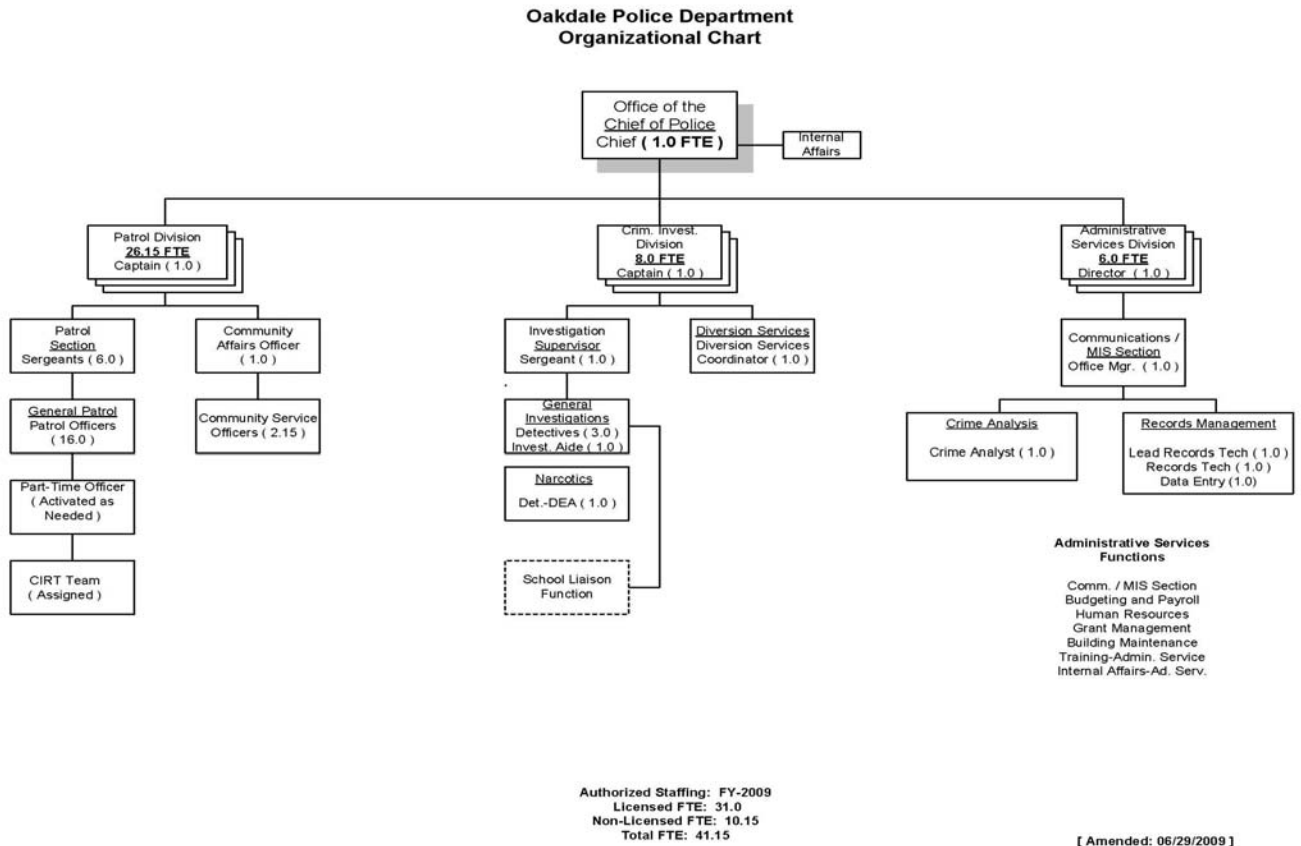
Organizational Structure

The Oakdale Police Department is led by the Chief of Police who reports to the Oakdale City Manager. There are two captains and a civilian director who report to the chief. Each is assigned to command one of the department's three divisions. Captains are in charge of Patrol and the Criminal Investigation Division and the civilian director oversees the Administrative Services Division.

The Patrol Division has six sergeants, 15 police officers, one community affairs officer, and 2.15 community service officers. The Criminal Investigations Division has one sergeant, three detectives, one investigative aide, one detective assigned to the Drug Enforcement Administration Task Force, and one diversion services coordinator.

The Administrative Services Division has one office manager, one crime analyst, one lead records technician, one records technician, and one data entry technician.

Current Oakdale Police Department organization chart:



Organization

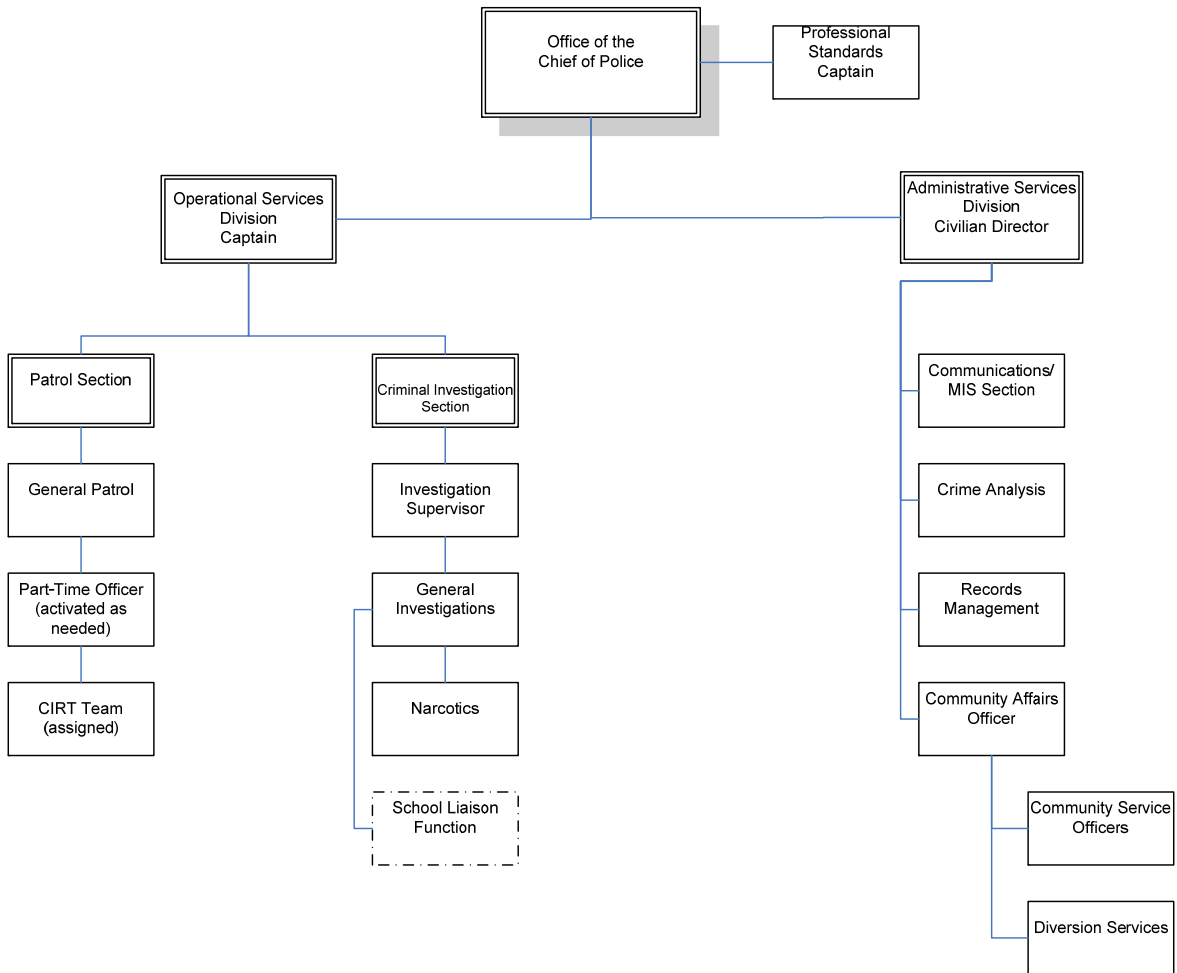
Recommendation 1: The department should be consolidated into two divisions; one managed by a captain and the other by a civilian director.

Recommendation 2: The department should create a Professional Standards Section that reports directly to the Chief of Police.

Finding: The Oakdale Police Department is currently organized into three divisions commanded by two captains and a civilian director. With 37.15 employees, not counting the Police Chief and three command personnel, the span of control equates to just over 12 employees

in each division, including supervisors. The Oakdale Police Department should be reorganized into two divisions: Operations (commanded by a captain) and Administration (under the authority of a civilian director). One of the existing captains should be temporarily assigned to the new Professional Standards Section with responsibility for internal affairs, policy development, inspectional roles and special projects including implementation of the recommendations included in this study. As one of the captains retires or leaves the organization, the position should be reclassified to sergeant and remain assigned to the Professional Standards Section.

Proposed Oakdale Police Department organization chart:



There are sufficient supervisors to handle the day to day oversight of the department. The command staff should be concerned with policy formulation, planning and direction, internal and external communication, staffing, budgeting, and coordination between the community, public safety agencies, the city council, city staff, as well as within the agency.

Office of the Chief

Recommendation 3: The Chief should conduct weekly formal meetings with the Senior Management Team comprised of the chief, and the division commanders (captains and civilian director). An agenda should be developed for each meeting and minutes maintained to document decisions, track progress and identify follow-up activities.

Finding: The chief currently meets on a regular basis with division commanders and conducts business on an informal basis. In order to manage, document and measure the changes within the department, the Senior Management Team (SMT) meeting should become more formalized. A standing SMT meeting, held minimally once a week, should be established. An agenda should be initiated for each meeting as developed by the chief with input from the members of the SMT. The agenda ought to be distributed to participants prior to the meeting so all may prepare and bring appropriate materials to the meeting to conduct business. Minutes should be taken to document decisions, follow-up responsibilities, newly identified issues and other activities conducted at these important management sessions. Upon review by the chief, the minutes should be distributed to the members of the SMT. Other than confidential information, the content of the minutes may be shared by the commander with staff. Meeting agendas and minutes should be maintained in file within the chief's office for reference and to provide a historical perspective of the department's leadership.

Recommendation 4: The department should develop a five year strategic plan with measureable goals and objectives updated annually and posted on the city's website.

Finding: The Oakdale Police Department does not currently have both a documented long range plan by which members of the department and community may have an understanding of the developmental planning of the agency and the operational philosophy by which the department operates. A strategic plan is a blue print typically set across a five year planning horizon that

describes where an agency is going and how this can be accomplished. In tough economic times, a strategic plan can be particularly helpful in guiding an organization when difficult decisions need to be made.

The chief and members of the command staff should develop a strategic plan for the Oakdale Police Department. Components of the plan should be tailored specifically to the department and the community it serves and include such items as:

- Organizational Philosophy – What is the guiding philosophy by which services are delivered (the department’s mission and core values)?
- Relationships – What is the desired relationship between: the police department and community; the police department and other City staff; the police department and other components of the criminal justice system; the police department and outside agencies; etc.?
- Delivery of Service – What types of service does/should the department provide and who in the organization is best able to deliver those services. How does the department work with the community and what is each entity’s role to address crime and disorder?
- Personnel and Staffing – Based upon the current and projected levels of service and population what are the anticipated staffing needs of the department?
- Economic Outlook – How is America’s economic crisis impacting the City of Oakdale’s budget? What is the police department’s role in maintaining the City’s economic stability?
- Technology Improvements – How can the department best use technology that is effective and affordable to improve the delivery of service to the community? How can the expanded use of the technology offered by crime analysis improve the efficiency of the department? How may Washington County’s new Computer Automated Dispatch and Records Management Systems be integrated into the department?
- Crime Prevention – How can the department ensure a commitment by all members of the department to educate members of the community so that they may actively participate in keeping their workplace and neighborhoods free from crime and disorder?
- Operational Efficiency – How will the department continually seek opportunities to improve service by maintaining a highly trained staff; sustaining up-to-date equipment; and using the most current technology available to the department?

- Sector Policing – How can the department’s sector approach be enhanced to maintain a decentralized and accountable strategy to improve the effectiveness of the department in delivering police services?
- Innovation – How will the department identify, implement and reward innovation? How may innovations be implemented to improve such activities as the patrol function, criminal investigation, traffic enforcement, and drug interdiction?

In implementing the strategic plan, the Chief of Police should be the key leader who can clear obstacles that may stand in the way of progress along with holding individuals accountable for action, tracking and progress reports. The strategic plan should include specific objectives with necessary tasks identified for achieving each objective. In order to achieve organizational accountability and personal responsibility for the successful implementation of the strategic plan, objectives should be: prioritized; have an associated timetable for completion; and identify a member of the department answerable for each task. Finally, the plan should be published and posted on the department website. It should be updated annually and tied to the budget process with performance measures that chart progress toward achieving stated goals.

Recommendation 5: The strategic plan should include a mission statement and description of core values that provides guidance and direction for the police department while supporting the City’s mission and core values.

Finding: While the City of Oakdale has a mission statement and description of core values, the Oakdale Police Department does not. Law enforcement, because of its unique power and authority, needs a specific set of guiding principles. The unique powers given to police agencies to take someone's life and deprive people of their liberty can put a police agency and those they serve at odds. This single quality sets policing apart from other governmental services. The mission statement and core values should be developed with input from police officers, employees, community members, business organizations, and other criminal justice

organizations such as probation and parole and youth services. Receiving information from stakeholders and having their participation in creating the plan should provide a foundation and direction for the police department based on the needs of the involved parties.

Recommendation 6: The department should create an Advisory Awards Committee chaired by a sergeant and made up of at least four additional members to identify formal and informal actions the department may take to recognize personnel achievement and excellence.

Finding: Oakdale Police Department Standard Operating Procedure PE-005 outlines the department's process for reviewing and awarding departmental commendations. Formal commendations range from a Class "A" Medal of Honor to a Class "E" Letter of Appreciation. Personal recognition is an important way to improve worker satisfaction and employees who demonstrate exemplary performance should receive public recognition.

The Oakdale Police Department should create additional opportunities to provide meaningful recognition to employees. This may be accomplished by initiating an Advisory Awards Committee. The committee should be chaired by a sergeant and made up of at least four additional members representing both sworn and civilian work groups. The group should recommend to the Police Chief the type of awards to administer, including recognition certificates and presentations, and the creation of an annual awards ceremony. Recommended changes to the uniform such as additional ribbons or pins should be forwarded to the proposed Uniform Advisory Committee (discussed later in this report) for review and consideration. Such actions should be mindful of the professional image and reputation of the department. Changes should also be respectful of past award recipients and seek to maintain the highest standards of the department.

Other recognition opportunities for consideration by the advisory committee may include: instituting a new officer swearing in ceremony at City Council meetings; formal promotional

ceremonies; impromptu letter of commendation presentations, and award information and photos in the departmental newsletter and local newspaper.

Recommendation 7: The Police Chief and command staff should look for opportunities to increase their visibility internally within the department and externally in the community.

Finding: The police chief communicates and is responsive to the agency, city council, and the community using the city e-mail system. Members of the city council remarked that the police chief is responsive to their questions and concerns about the city. The chief uses the e-mail and phone systems as a primary means of external communication. While command officers at times work the street, most of their time is consumed performing tasks at their desk.

As the department begins the process of implementing the PERF Study recommendations, it will be important for the chief and members of the Senior Management Team to increase their visibility and presence within the department and community to provide the leadership necessary to manage the change process. Critical communication, both upward and downward, will need to be accomplished both in formal meetings as well as in informal conversations. This process is vital to educate members of the department and community of the changes occurring within the department while at the same time soliciting input and suggestions.

This inclusive approach is an unobstructed, hands-on method, with direct participation by managers in the work-related affairs of their subordinates, in contrast to a rigid and distant management environment. In this philosophy, managers spend a significant amount of time making informal visits to work areas and listening to employees. The purpose is to collect qualitative information, listen to suggestions and complaints, determine the climate of the agency and keep a finger on the pulse of the organization during this critical and challenging time of change. In the community, this is accomplished through attending community meetings and events, speaking in front of groups along with informal discussions at these functions.

Recommendation 8: The department should establish an Organizational Improvement Team with representatives from each work group who meet regularly with the Police Chief and command staff to identify and seek solutions to agency issues.

Finding: The Police Chief began a series of informal meetings with police officers during the past several years. A number of questions and issues were presented and answered. However, formal minutes of the meeting do not exist. Not surprisingly, a misunderstanding with those in attendance has created unresolved issues between the Police Chief and officers.

While regular and ongoing communication is vital in any organizational setting, PERF recommends that a different structure be initiated to accomplish this within the Oakdale Police Department. The department should establish an Organizational Improvement Team (OIT) with representatives from each work group who meet regularly with the Police Chief and command staff to identify and seek solutions to agency issues. Meeting regularly, officers and employees enlist input throughout the department on problems and issues that affect the police service provided to the community. Formal meeting minutes on questions and responses by the Police Chief, command staff, and employees should be recorded. Draft minutes may be circulated to members of the team for review prior to department wide distribution to identify areas needing clarification and to ensure accuracy. The focus should be on internal and external problems that prevent the department from providing high quality service to the community.

Members of the team are accountable to the group of employees they represent. It is their responsibility to act as a communicator to bring issues between the Organizational Improvement Team and their peers and report back information from the meeting minutes. In this manner, while all members of the department cannot be a member of the OIT, they all have the opportunity for input.

The goal of the Organizational Improvement Team is improve communication between the executive team and members of the department and increase accountability for all members of the agency.

Recommendation 9: The Chief of Police should work with members of the SMT to provide clarification of their role within the Oakdale Police Department. Responsibilities should be commensurate with their management position in the organization.

The police chief, two captains and a civilian director currently make up the command staff of the Oakdale Police Department. As the agency's executives, their responsibilities should be high level planning, organizing, directing, staffing, coordinating and budgeting. An examination of the routine activities performed by division commanders revealed they are performing some functions not commensurate with their management position within the department. For example, tasks such as reviewing all reports, Uniform Crime Report coding and installing computers are not the best use of the time for these valuable management assets. Such specialization may also hamper the department's ability in the future when organizational expertise is isolated with a single person. As an individual leaves the department, especially when unexpected, so to does critical organizational knowledge.

The chief's Senior Management Team will play a vital role in the department's implementation of many of the recommendations included in this study. Study recommendations, some offered later in this report, include establishment and oversight of a strategic plan, developing a disciplinary matrix with accompanying standard operating procedures, instituting a Senior Sergeant and Field Investigator programs, along with continued monitoring and administering the county's new CAD and RMS systems. Implementation will require the leadership, management and communication skills of the command staff. The chief should work with the Senior Management Team to delegate responsibility and accountability for developing and institutionalizing these initiatives. Training opportunities should also be pursued for division commanders to provide the skills necessary to complete new and complex functions.

Domestic violence is another example of a change in the law (the inability to carry a weapon upon conviction) has resulted in changes with regard to the severity of punishment and should be incorporated into the matrix.

The department should be concerned not only that discipline is administered in a fair and equitable manner, but that there is also sufficient transparency in the process to permit its members to ascertain current and factual information, rather than rumor and reliance on historical accounts. This may be remedied by developing a comprehensive disciplinary matrix that matches, in advance, prohibited behaviors to set ranges of penalties and regular publication of all completed disciplinary action.

Two examples of effective Disciplinary Matrix's within a police environment are found in the Denver¹ and the Minneapolis Police Departments.

Recommendation 11: All Internal Affairs investigations should be complete with subsequent findings and disposition of the case resolved when an employee resigns at any time during the investigation and before discipline may be imposed.

Finding: During PERF's examination of the Oakdale Police Department's Internal Affairs files one example was found where an employee resigned before the investigation was completed. There was no finding or subsequent due process name-clearing outcome.

Best policing practices advocate that when an employee resigns during or before an IA investigation is complete or separates during the due process proceedings, the investigation and process continues as though the employee was still employed. After the investigation is final, a name-clearing hearing should be scheduled. The complete investigation and recommended discipline should be served with a return receipt signed or delivery attempted on the subject's last known address. A name-clearing hearing is still conducted even if the employee does not appear and the due process continues to final disposition.

¹ <http://www.denvergov.org/Portals/338/documents/Handbook%206-4-08%20-%20FINAL%20with%20appendix.pdf>

Recommendation 12: Internal Affairs investigation files and their subsequent investigation should be organized and filed in a standardized manner.

Finding: PERF's review of the Internal Affairs investigative files revealed a lack of consistency and the information included in the case files was difficult to follow. IA investigations and their file records should follow a standardized methodology such as: the report should begin with the complaint and allegation of the rule or policy violation; a summary of the investigation describing the methods, statements reported, evidence collected, and rationale used by the investigator in determining the conclusion or finding in the case; the completed investigation including the actions of the investigator, the transcribed statements of the complainant and witnesses, and all evidence obtained. The final sections are attachments that support the investigation.

Once the investigation is complete, the investigator should add a prior disciplinary history list of the employee, prior disciplinary actions for the rule or policy violation, and any pre-disciplinary standard forms used for notice, hearings, and reporting of the due process proceedings. The completed investigation may then be forwarded to the command officer(s) for study and action.

Patrol Division

Oakdale Patrol Staffing

In most U.S. police departments the majority of officers are assigned to the patrol function. Patrol officers are expected to respond to calls from the public for police service. Requests for patrol officer service may be made through a call to 911, or a non-emergency line, in person by flagging an officer down in the field, or by walking into a police facility. The Oakdale Police Department receives communications and dispatch service from the Washington County Sheriff's Communication Center. Calls from the public received there are sorted geographically by the address of the calling party, or by the address of the incident, and those originating in Oakdale are dispatched by radio to an available Oakdale patrol unit.

Oakdale officers reacting to these "calls for service" (CFS) will strive to deal with the problem, writing a report about the incident using the department's Initial Compliant Form (also referred the ICR). Patrol officers not only react to calls for service from the public, but also engage in proactive self-initiated activities such as traffic stops, checking on suspicious persons or otherwise initiating an encounter with a member of the public.

Both calls for service response and self-initiated work are important to patrol operations. However, a police agency can have less impact on when calls for service take place than on the timing of self-initiated activity. A call for service begins when a citizen makes a request for service, usually with the expectation that the police will respond immediately to that request. Although it is possible to manage this workload somewhat—separating urgent calls for immediate priority from non-urgent calls for delayed response—the times that calls originate cannot be controlled by the police. The greater the amount of time spent on calls for service the less the amount of time there will be for self-initiated work, follow-up investigations or community engagement.

How a city wants its patrol officer time used is an important policy decision. Local demographics, crime and disorder problems, and policing style all have an impact on the demands on patrol officer time. Police and city leaders in one jurisdiction may regard the patrol function as primarily composed of response to citizen calls for service, self-initiated activities to deter and discover criminal activities (through traffic stops, pedestrian checks, and building checks), and a certain amount of administrative activity. Another jurisdiction may want its patrol officers to be heavily involved in community policing and problem-solving activities, such as getting to know the people and conditions in the patrol area, attending community meetings to listen to neighborhood concerns, conducting analysis to develop plans to address community crime and disorder problems, and leveraging local government services to improve the quality of life in the city's neighborhoods. Some cities have their patrol officers spend some portion of their time conducting follow-up investigations of reported crimes. In this approach, patrol officers carry an investigative caseload. Thus, not all crime reports are sent to detectives for follow-up investigation.

The Oakdale Police Department has used the Daily Activity Log and the Patrol Officer's Shift Summary form to track the time spent by patrol officers in six categories:

- Administrative Time: Shift Preparation, Squad Maintenance, Special Details, Bank Run, GREAT Program Assignments, Meeting(s) with Supervisor(s);
- Calls: Response to Calls for Service – including follow-up investigation activity; transport of Jail when an arrest is made for a non-traffic matter;
- Patrol: Patrol of City, special assignments related to traffic complaints, stationary radar patrol;
- Traffic: Traffic stops, Transport to Jail for Traffic arrest, Traffic details;
- Reports: Completion of daily ICRs and Supplemental Reports; Completion of Follow-up Reports; and
- Break Time.

Summaries of patrol officer time are completed with the time estimated to the nearest quarter hour and aggregated into a report showing the total patrol officer time consumed by each activity.

An alternative to using officer daily activity logs is to examine the actual time recorded through a computer aided dispatch system (CAD) such as that maintained by the Washington County Sheriff's Office Communications Center (WCSO). PERF received a year (October 1, 2008 through September 30, 2009) of Oakdale police dispatching records for analysis. Each record contains information such as:

- Incident Number;
- Date of the call;
- Incident type;
- Location;
- Primary officer assigned;
- Back-up officers assigned;
- Time dispatched;
- Time officer arrived; and
- Time officer cleared (completed) the call.

The number of Oakdale dispatching records provided by the WCSO was 11,152 for the year. Of these, 1,842 (16.5% of the total) had no clear time recorded. In some instances blank clear times are to be expected when calls are cancelled. For example, in the Oakdale database, the call type for 825 of the blank 1,842 records was "Disregard." However, a substantial number were call types that should typically have a clear time. There were 377 (20%) "See Complainant" calls and 88 (5%) "Theft" calls.

Recommendation 13: The Oakdale Police Department should meet with the WCSO Communications Center to work together to increase the number of calls that have a clear time recorded. This may involve reinforcing patrol officer behavior or asking dispatchers to focus more intensely on the issue.

Finding: Dispatching records can provide a rich source of information to determine patrol activity and time utilization. Incomplete records detract from the most complete assessments of this data.

Of the remaining 9,310 records, 2,583 recorded messages such as “no further status checks” and “call by phone” or records queries such as checks on license plates and driver’s licenses. The remaining 6,727 recorded were made up of the following call types.

Types of Recorded Activity 2009

Code	Description	Count	Percent	
76	SEE COMPLAINANT	3225	47.9%	
761	SEE COMPLAINANT	541	8.0%	
762	SEE COMPLAINANT	174	2.6%	
	Total "See Complainant"			58.6%
74	THEFT	678	10.1%	
78	AMBULANCE RUN (MEDICAL)	613	9.1%	
50	PROPERTY DAMAGE ACCIDENT	348	5.2%	
81	ALARM	236	3.5%	
83	DISTURBANCE	230	3.4%	
14	ESCORT	199	3.0%	
69	FIRE	189	2.8%	
56	INV DRUNK DRIVER	132	2.0%	
79	DOMESTIC	56	0.8%	
52	PERSONAL INJURY ACCIDENT	48	0.7%	
15	PRISONER BEING TRANSPORT	15	0.2%	
82	BURGLARY	15	0.2%	
24	CONTROLLED SITUATION	10	0.1%	
ICR	SELF-INITIATED ICR	7	0.1%	
84	FIGHT	6	0.1%	
80	CRIM SEX	2	0.0%	
72	DEAD PERSON (DOA)	1	0.0%	
77	PROWLER	1	0.0%	
821	BURGLARY	1	0.0%	
		6727		

Almost 60% of the recorded incidents (58.6%) are "See Complainant". Three different codes make up this category – "76"/"761"/"762" – with the different numbers referring to the urgency of the call. The department does have other, more precise, call codes such as "theft", "disturbance", "domestic", "burglary", "prowler" etc. The pervasive use of the "See Complainant" code does not provide enough information to fully understand the nature of Oakdale residents' requests for police service.

Recommendation 14: The Oakdale Police Department should meet with the WCSO Communications Center to work together to substantially decrease the number of calls that are coded as “See Complainant.” The call type should reflect the reason someone is requesting police service rather than merely validating that service was requested. There are codes already available to increase the precision of dispatching records such as theft, prowler, domestic, burglary and disturbance. They should be used. If needed, additional codes should be added.

Finding: Dispatching records can provide a rich source of information to determine not only patrol activity and time utilization but also *why* people call the police. Although the nature of the call and details about the incident may be reflected in the ICR reports, the dispatching records should provide much more useful data than they currently do. ICR reports include incidents including order maintenance activities, general assistance, traffic and other services such as animal complaints. Generalized or ambiguous records labeled simply “see complainant” detract from the most complete assessments of this data.

Measuring Patrol Work

Measuring patrol work requires analysis of the amount of time that is being generated by citizen calls for service. How much of the available patrol time is being consumed by calls for service response provides insight about whether the number of officers assigned to patrol is appropriate and whether there is adequate time to perform all services. Using the year of Oakdale CAD data described above, PERF measured calls for service time beginning from the time that an officer is notified by the Communications Center to begin travel to the location identified by a calling citizen (time dispatched) until the officer notifies communications that the assignment has been completed (time cleared).

A comprehensive analysis of patrol workload requires measurement not only of the time used by the primary patrol officer dispatched to the call, but also the time spent by each back-up officer. Each dispatch record in the Oakdale database shows both the unit number for the primary unit and up to three additional unit numbers for back-up officers. Sometimes back-up officers are

sent some minutes after the primary officer is dispatched and may clear from a call before the primary officer who may be gathering additional information for an incident report. The ideal dispatch data will have a separate record for each officer on each call with their individual dispatch and clear times. When such data is not available, the total time per call is calculated by doubling the primary officer's time consumed for two-officer calls, tripling it for three-officer calls and quadrupling it for four-officer calls.

The results of this analysis is shown in the following chart which shows the average time consumed in Oakdale by calls for service response for the year's data. Each cell of the table represents, in minutes, the average time consumed over the year during that hour block on that day. For example, the average total time spent on calls for service from midnight to 1:00 AM (0000 – 0100) on Sunday was 15 minutes.

Average Time Consumed by Calls for Service in minutes							
Hour	SUN	MON	TUE	WED	THU	FRI	SAT
0000	15	7	14	29	19	12	41
0100	30	15	8	26	21	10	28
0200	16	33	12	13	9	5	39
0300	18	25	3	5	5	4	4
0400	18	5	7	7	3	3	4
0500	7	4	3	15	8	8	9
0600	2	13	10	3	10	12	23
0700	4	21	17	26	10	17	10
0800	6	29	39	39	31	33	23
0900	19	40	54	26	38	36	15
1000	36	34	50	32	40	37	24
1100	18	48	46	32	43	27	41
1200	29	40	35	30	43	35	24
1300	19	49	42	30	61	51	39
1400	13	41	30	49	62	43	40
1500	36	53	63	53	50	42	33
1600	35	40	68	46	37	35	14
1700	31	46	57	32	32	36	10
1800	35	65	58	36	26	45	30
1900	29	37	67	33	37	49	28
2000	32	29	26	30	51	42	37
2100	16	22	29	38	65	24	20
2200	19	27	24	32	51	37	35
2300	21	16	36	41	53	33	26

The total average per week of time consumed by calls for service is 4,822 minutes or 80.4 hours, based on dispatching records.

The next step in assessing patrol work is to determine the resources the department has available for patrol response. During 2009, Oakdale assigned 15 officers to patrol and call response. They each worked four ten-hour days followed by three days off and were assigned to one of four shifts:

- Day shift – 0700 – 1700: 4 officers;
- Overlay shift – 1100 – 2100: 2 officers;
- Evening shift – 1700 – 0300: 5 officers; and
- Midnight shift – 2100 – 0700: 4 officers.

The department used different days-off sequences to schedule more officers to work during the days that were expected to be busiest, a sound practice.

The next step in patrol response analysis is to determine the typical “show-up” rate. Not all officers scheduled to come to work on a given day and shift will do so. In Oakdale, absences from patrol may be due to vacation, holidays, illness, funerals, training, other assignments as well as several other seldom used categories. The show-up rate, based on PERF’s previous work, typically ranges from 65% to 85% with a 70% to 80% range being most prevalent. Data from the patrol portion of the department’s 2009 Time Off Summary reveals an average patrol show-up of 83.15%.

This rate was used in conjunction with minimum staffing guidelines to calculate the average officer hours available by day of the week and hour of the day in a matrix similar to that used for the calls for service time. The following table shows the result of these calculations.

Average Officer Time Available for Patrol in Hours October 1, 2008 – September 30, 2009 With 83.15 Show-Up Rate and Minimum Staffing Guidelines							
Hour	SUN	MON	TUE	WED	THU	FRI	SAT
0000	5.0	3.3	4.2	4.2	4.2	5.0	4.2
0100	5.0	3.3	4.2	4.2	4.2	5.0	4.2
0200	5.0	3.3	4.2	4.2	4.2	5.0	4.2
0300	2.5	2	2.5	2	2	2	2
0400	2.5	2	2.5	2	2	2	2
0500	2.5	2	2.5	2	2	2	2
0600	2.5	2	2.5	2	2	2	2
0700	2	2	2	2.5	2.5	2	2
0800	2	2	2	2.5	2.5	2	2
0900	2	2	2	2.5	2.5	2	2
1000	2	2	2	2.5	3.3	2	2
1100	2.5	2.5	2.5	3.3	3.3	3.3	2.5
1200	2.5	2.5	2.5	3.3	3.3	3.3	2.5
1300	2.5	2.5	2.5	3.3	3.3	3.3	2.5
1400	2.5	2.5	2.5	3.3	3.3	3.3	2.5
1500	2.5	2.5	2.5	3.3	3.3	3.3	2.5
1600	2.5	2.5	2.5	3.3	3.3	3.3	2.5
1700	2.5	2.5	3.3	3.3	4.2	4.2	3.3
1800	2.5	2.5	3.3	3.3	4.2	4.2	3.3
1900	2.5	2.5	3.3	3.3	4.2	4.2	3.3
2000	2.5	2.5	3.3	3.3	3.3	2.5	2.5
2100	3.3	4.2	4.2	4.2	5.0	4.2	5.0
2200	3.3	4.2	4.2	4.2	5.0	4.2	5.0
2300	3.3	4.2	4.2	4.2	5.0	4.2	5.0

The average patrol officer time per week totals 509.9 hours.

Using the “Average Time Consumed by Calls for Service” table and the “Average Officer Time Available” table the following table was calculated to show what percent of patrol officers’ time would be consumed by all recorded calls for service activity by hour of the day and day of the week.

OAKDALE AVERAGE PATROL OFFICER TIME CONSUMED BY CALLS FOR SERVICE							
HOURL	SUN	MON	TUE	WED	THU	FRI	SAT
0000	5.0%	3.5%	5.6%	11.6%	7.6%	4.0%	16.4%
0100	10.0%	7.5%	3.2%	10.4%	8.4%	3.3%	11.2%
0200	5.3%	16.5%	4.8%	5.2%	3.6%	1.7%	15.6%
0300	12.0%	20.8%	2.0%	4.2%	4.2%	3.3%	3.3%
0400	12.0%	4.2%	4.7%	5.8%	2.5%	2.5%	3.3%
0500	4.7%	3.3%	4.0%	12.5%	6.7%	6.7%	7.5%
0600	1.3%	10.8%	6.7%	2.5%	8.3%	10.0%	19.2%
0700	3.3%	17.5%	14.2%	17.4%	6.7%	14.2%	8.3%
0800	5.0%	24.2%	32.5%	26.1%	20.7%	27.5%	19.2%
0900	15.8%	33.3%	45.0%	17.4%	25.4%	30.0%	12.5%
1000	30.0%	28.3%	41.7%	21.4%	20.0%	30.8%	20.0%
1100	12.0%	32.1%	30.7%	16.0%	21.5%	13.5%	27.4%
1200	19.4%	26.7%	23.4%	15.0%	21.5%	17.5%	16.0%
1300	12.7%	32.7%	28.1%	15.0%	30.6%	25.6%	26.1%
1400	8.7%	27.4%	20.0%	24.6%	31.1%	21.5%	26.7%
1500	24.1%	35.4%	42.1%	26.6%	25.1%	21.0%	22.0%
1600	23.4%	26.7%	45.4%	23.1%	18.5%	17.5%	9.4%
1700	20.7%	30.7%	28.6%	16.0%	12.8%	14.4%	5.0%
1800	23.4%	43.4%	29.1%	18.0%	10.4%	18.0%	15.0%
1900	19.4%	24.7%	33.6%	16.5%	14.8%	19.6%	14.0%
2000	21.4%	19.4%	13.0%	15.0%	25.6%	28.1%	24.7%
2100	8.0%	8.8%	11.6%	15.2%	21.7%	9.6%	6.7%
2200	9.5%	10.8%	9.6%	12.8%	17.0%	14.8%	11.7%
2300	10.5%	6.4%	14.4%	16.4%	17.7%	13.2%	8.7%
							16.4%

The shaded areas are those time blocks where the average time consumed by calls for service is above 25% of the available patrol officer time. The busiest calls for service time is from 0800 through 1900 on Monday and Tuesday. The single highest time commitment is Tuesday from 1600 to 1700 when 45.4% of the available time is utilized. Comparing the average weekly calls

for service time – 80.4 hours – to the average patrol officer time available – 509.9 hours – shows that on the average, 15.8% of patrol officer time is consumed by calls for service.

There are no universally accepted standards for how much patrol time should be consumed by calls for service. Some departments set an informal target for the amount of patrol officer time that is consumed by calls for service at 30% to 40%. Other departments may set targets at 50% or 60%. A common rule of thumb, established before community policing became prevalent, was that one-third of an officer's time should be spent on calls for service, one-third on self-initiated activity, and one-third on uncommitted patrol time.

Few jurisdictions track closely how patrol officer time is used, or set formal targets. PERF's staff work in other cities has shown variation in target utilizations for patrol officer calls for service time. One city established a standard of 35%, another at 40%. In one large city, with ten police districts, the time consumed by district varied from a low of 30% to a high of just over 50%. In another city the time consumed figure was at 67%, and that jurisdiction set a target to reduce call-for-service time to 50%. The target for patrol staffing should balance the work that needs to be performed against the resources a jurisdiction has available for patrol services.

A closer examination of the data resulted in a reduction in the amount of patrol officer time consumed by calls for service because other departmental units also account for some of the calls for service time. Patrol sergeants average 2.2 hours per week, Criminal Investigation units average 3.2 hours per week and Community Service Officers (CSOs) tasked with responding to "cold" requests for response average 5.4 hours per week. The combined total of 10.8 weekly hours reduces the patrol officer response hours to 68.5 hours per week for an average time consumed figure of 13.4%.

The department compiled daily activity logs into a PPI Cumulative Ranking report which summarized Oakdale patrol activity from January 1, 2009 through September 30, 2009. The figures in this report vary somewhat from the calculations made from the dispatch data, perhaps because the instructions on the Patrol Officer's Shift Summary form ask that the "Time Spent" in hours be estimated to the nearest quarter hour. The report indicates that the number of available

patrol officer hours averaged 526.5 weekly – a difference of just over 3% from the 509.9 calculated from the dispatch data.

The PPI report shows that patrol officers averaged 118.6 hours weekly on calls compared to 68.5 weekly hours from the dispatch data. The difference is due at least in part² to the inclusion in the PPI calculations of how much time patrol officers spend on follow-up investigations.

In addition to calls for service work, Oakdale patrol officers are also responsible for conducting follow-up investigations on certain crimes reported to them. In-depth discussion on this process presented elsewhere in this report indicates that patrol officers are assigned an average of approximately five cases per week. The difference between the call hours from the PPI report and the analysis of dispatch data would indicate that patrol officers average 50.1 hours per week on follow-up investigations. Some of this time may be spent on continuing investigations assigned from previous periods and some may be on the week's new cases. There is currently no way to efficiently determine the amount of time spent on each case.

Recommendation 15: Patrol officers should record the time spent on follow-up investigations through the CAD system using the FU (follow up) code that already exists.

Findings: A dispatch record field labeled patrol zone is currently unused and could be converted for Oakdale to enter the case number for the follow-up investigation. This will increase the accountability for patrol investigations and allow the department to monitor which officers spend how much time on investigating each case.

Additional PPI categories of work not captured via the CAD system include the list below. Each category includes the percent of average weekly patrol time consumed (using the 509.9 hours from the dispatch data calculations).

² Some portion of the difference may be accounted for if some of the dispatches with no clear time were actually completed calls for which no clear time was recorded.

Activity	Average hours per week	Percent of available patrol officer time
Admin	47.7	9.4%
Traffic	24.5	4.8%
Reports	108.5	21.3%
Break	32.9	6.5%

Recommendation 16: Traffic activity should be recorded through the CAD system.

Finding: The Shift Summary form defines Traffic as “traffic stops, transport to jail for traffic arrest, traffic details.” The CAD code 38 “Traffic Stop” should be used to record all traffic stops, thus providing the time and location of the stop and the back-up units responding. This will not only allow better analysis but will also protect officers by ensuring that their location and activity are known in case problems ensue. In most departments, the weekly average amount of traffic enforcement activity will exceed the amount of time spent on administrative activity and breaks. In Oakdale both administration and break time exceed the time shown as “traffic.”

Recommendation 17: Report activity should be recorded through the CAD system.

Finding: The inability of the Washington County Communications Center’s current CAD system to provide critical information related to calls for service has led the Oakdale Police Department to require its field officers to complete an Initial Complaint Form on field activity. While this information is important to capture, it is an irritant to officers. As the new CAD/RMS/Field Reporting System is brought on-line by the Washington County Communications Center, this data will be available to the department. When the CAD reports are both available and reliable, the Initial Complaint Forms should be eliminated.

This analysis shows that more time is spent by patrol officers on “reports” than any other activity. Report time includes daily ICRs, supplemental, and follow-up reports. The number of calls for service average about 114 per week and the number of ICRs average about 159 weekly. But because traffic activity and patrol investigations are not recorded in the CAD system, and both activities require ICR completion, this discrepancy is not unexpected. The time that an officer starts a report and completes the report should be recorded, as well as the type of report and the case number. This will allow much greater capacity to assess whether the time devoted to report writing is justified and the extent to which ICRs need to be completed for almost all activity.

In Oakdale, the average weekly calls for service time plus follow-up investigation, administration, traffic, reports and break time totals an average of 332 hours per week, or about 65% of the available weekly patrol time. The amount of uncommitted patrol time – approximately 35% of available time – is typical for many agencies of Oakdale’s size.

However, the time spent in Oakdale on calls for service response is low compared to many jurisdictions. And, Oakdale’s calls for service response includes the time that patrol officers spend on fire and ambulance response that averages 13.9 hours per week, about 20% of the total calls for service time of 68.5 hours per week. Time that may be used in busier jurisdictions for calls for service response is used in Oakdale for follow-up investigations and report writing.

Patrol Scheduling

Schedules for patrol officers should combine matching personnel to workload and considering officers’ lives off duty. A further key element is to remain within the standards of the federal Fair Labor Standards Act which specifies that police officers can work no more than 171 hours in a 28-day period without being paid for overtime.

Oakdale’s schedule uses four shifts daily (ten hour shifts) along with different days off sequences and provides a reasonable match to the workload, as well as providing officers with a compressed schedule of four ten-hour days followed by three days off. Because the schedule is

based on a sequence of seven days, the number of people working each day can vary so that there is more coverage at peak times. The schedule provides stability since officers work the same shift and same days off for extended periods of time.

There are a variety of police patrol schedules. Most are based on shift lengths of eight, 10 or 12 hours. Eight-hour shifts require either staggered reporting times or overlap shifts to provide coverage at shift change. Eight-hour shift schedules typically provide only two straight days off, although some mix longer streaks of work days along with more consecutive days off.

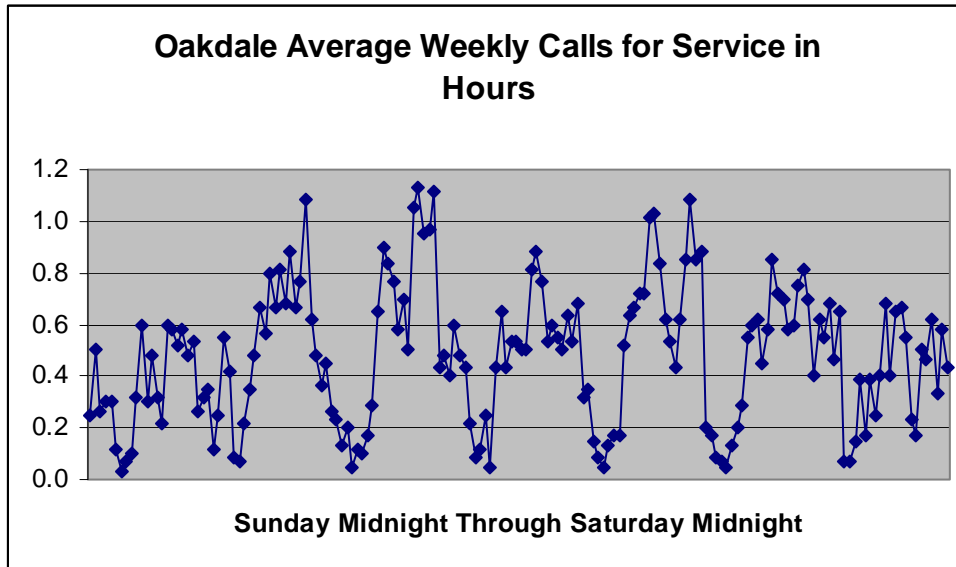
Twelve-hour shifts usually do not match workload consistently over the course of the shift and may increase officer fatigue, but they usually provide officers with the most scheduled non-work days. Ten-hour shifts provide 30 hours of coverage for 24 hours in the day, providing six hours of overlap time for busy periods. Depending on the design, 10-hour shifts usually provide more off days than an eight-hour shift, and less than 12-hour shifts. Most agencies strive to place officers on fixed shifts, that is, officers work the same hours for three months or more to avoid the long-term health problems discovered by medical research that are associated with shifts that rotate frequently from day to midnight to evening, etc.

PERF examined several schedule variations to determine whether using the same number of patrol officers and a different schedule would be beneficial for Oakdale. The current schedule arrays officers over the 168-hour blocks of the work week (24 hours a day times 7 days a week) with fewer officers assigned to come to work during less busy times and more during times expected to be busier. During expected peak periods, five or six officers are scheduled so that, given absences, at least four or five officers will be working. During slow periods when only two officers are scheduled, absences will be normally be filled through overtime to maintain both sufficient coverage and to meet officer safety needs. In addition, at least one patrol sergeant is scheduled at all times and can assist if needed.

Twelve-hour schedules require four equally-sized squads of officers to provide consistent coverage. For each 12-hour shift one squad works while the other is off. One result is that the number of people working each day is the same. Those days that usually have more work to

perform – typically Friday and Saturday evenings – will have no more officers scheduled than slower evenings like Sunday and Monday.

The following chart shows the pattern of calls for service over the average week.



Such fluctuations matched to a necessarily evenly-staffed 12-hour shift would create workload imbalances.

Another issue that is not favorable to a 12-hour shift schedule in Oakdale is the need to have the same number of people on each of the four shifts. With the current show-up rate, the number of officers need to be scheduled per shift would be four in order to have three officers usually showing up. Four officers assigned to each of the four shifts would require 16 patrol officers rather than the current 15, indicating that the city would need one additional patrol officer.

Currently, there are six patrol sergeants assigned so that one sergeant is scheduled for each of the three shifts per day. With a four-squad 12-hour shift configuration, four sergeants would be needed, one per squad. Of the two surplus sergeant positions, one could serve as a relief sergeant and the other position could be converted to a sixteenth patrol position.

Another factor to be considered is that under the four-ten schedule officers work 80 hours over every 14 day period. In a 12-hour schedule they would work 84 hours every 14 days. Each

officer would have to be paid for the additional 102 hours per year. To compensate all 16 officers for this additional time would require funding for an additional 1,664 hours per year.

If the city were decide to decrease the time patrol officers spend on follow-up investigations and report writing it could consider a 12-hour shift with three officers per squad. The expected show up would be two officers and a sergeant per shift. Under this scenario, the time consumed by calls for service would increase to peaks of over 50% for some time periods but the city would need three fewer patrol officers and one few sergeant. Some of these former patrol officers would be needed in the Criminal Investigations Division to perform the follow-up investigations previously conducted by patrol officers.

Another alternative to the four-ten is scheduling officers to work five eight-hour days followed by two days off. If staffing levels were set in this scheme at five officers and two sergeants in this five officers and two sergeants were assigned to each of the three daily shifts no funding increases would be needed since the current number of officers (15) and sergeants (6) would be used. The hours per officer per 14 days would remain at 80.

Under a five-eight schedule, for each shift at least three officers would be scheduled each day. Busier days would have four or five officers. This would reduce the need for overtime to cover absences when only two officers are scheduled, as with the current schedule, but due to the show up rate would increase substantially the times when only two officers are working. Also, officers would work on more days per week and have one less day per week off.

Recommendation 18: The current four-ten schedule reasonably balances workload and officers off-duty time. Unless the city and department decide to significantly reduce patrol officer time committed follow-up investigations and report writing, the current shift and schedule structure should be retained

Case Management for Patrol

The starting point of an Oakdale Police Department investigation begins when an officer responds to a citizen call for service or the officer self initiates an incident. If the officer's preliminary investigation reveals that a crime is committed, a report is written. Reports are also written when an officer feels an incident merits attention but may not meet the definition of a crime.

In Oakdale, officers write one of three separate reports: a Field Offense Report (FOR); a Special Report (SR); and/or an Initial Complaint Report (ICR) for an incident. The officer obtains a case number from the ICR board, which is a list of numbers that are used to track all reports in the department.

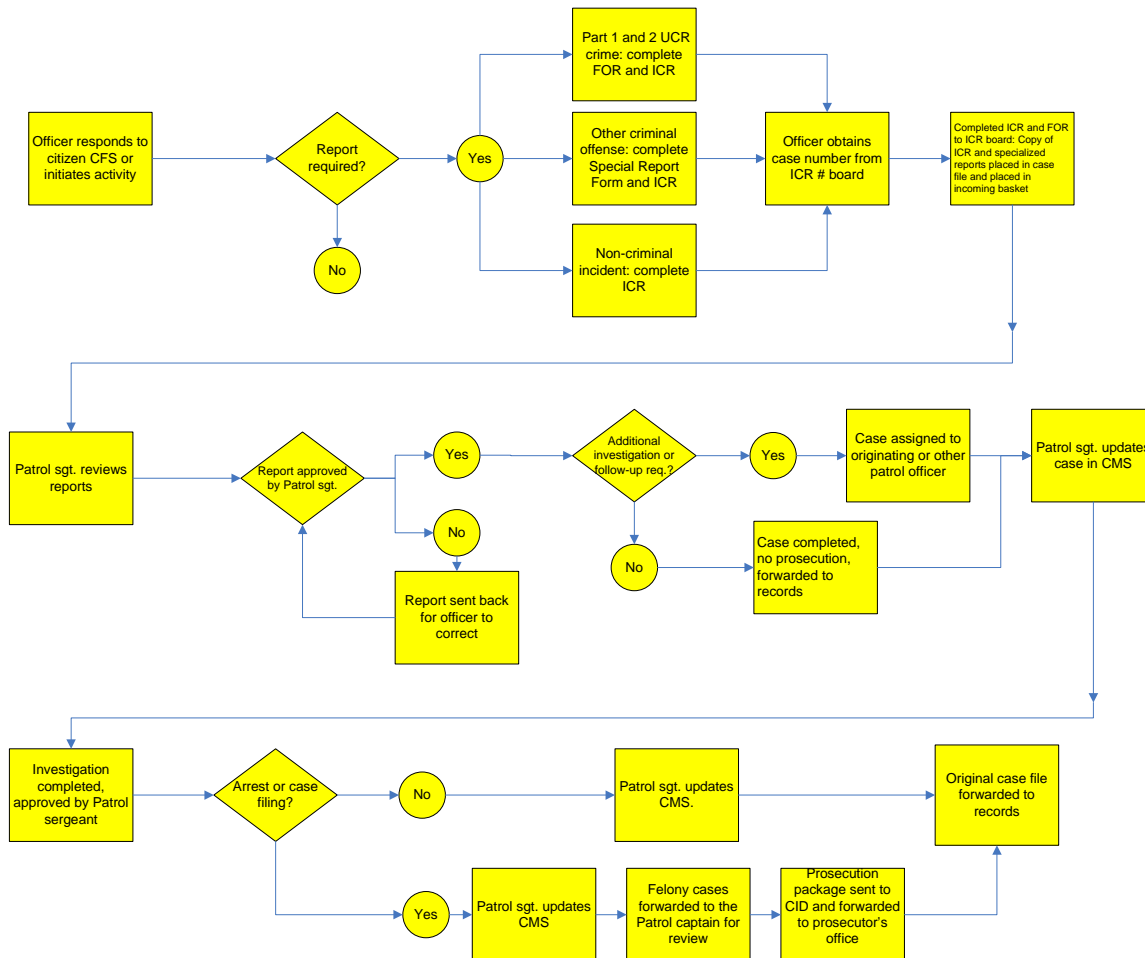
The initial complaint report and field offense report are placed on the ICR board and a copy of the ICR and the SR are placed in a case file in the incoming basket for the patrol sergeant's review. Reports that need corrections are given back to the originating officer for appropriate modification.

If the FOR and/or SR are sufficient, they are screened using the Oakdale Solvability Check Factor Worksheet for assignment (Refer to Appendix 1). Some are assigned to the originating officer by the sergeant for follow-up and updated in the case management system.

Upon completion of the investigation and approval by a patrol sergeant, either an arrest or a case filing occurs. If an arrest is made, the patrol sergeant updates the case management system. The patrol captain reviews all felony cases and forwards a prosecution package to CID for distribution to the prosecutor's office. For all other arrests, a prosecution package is completed and forwarded to CID for referral to the prosecutor's office. If there is no arrest, a sergeant updates the file in the case management system.

All original report(s), statements, and charging documents are forwarded to records.

Case Management Process Map for Patrol:



Recommendation 19: The Patrol Division Commander should conduct a monthly meeting with all patrol sergeants. An agenda should be developed for each meeting and minutes maintained to document decisions, track progress and identify follow-up activities.

Finding: The Patrol Division Commander’s meeting with sergeants should become more formalized. A standing supervisory meeting, minimally once a month, should be established. An agenda should be initiated for each meeting as developed by the patrol captain with input from field sergeants. The agenda should be distributed to participants prior to the meeting so all

may prepare and bring appropriate materials to the meeting to conduct business. Minutes should be taken to document decisions, follow-up responsibilities, newly identified issues and other activities resulting from the meeting. Upon review by the captain, the minutes should be distributed to the field sergeants. Other than confidential information, the content of the minutes may be shared by the sergeants with those under their command. Roll calls would be an appropriate venue for this to occur. Meeting agendas and minutes should be maintained in file for future reference and to provide a historical perspective of the division.

Recommendation 20: Patrol sergeants should have the primary responsibility for report review. The Patrol Division Commander should perform an inspection role of reviewing a random sample of reports.

Finding: As part of the routine report approval process, sergeants are tasked with reviewing and approving all reports written by officers or returning them for correction. The process is detailed in the Patrol Case Management Process Map described above. Currently, the patrol captain spends a significant amount of time replicating the review efforts of sergeants. This is time that may be better spent on higher level activities. It should be noted however, that the Washington County District Attorney's Office is satisfied with the quality of reports submitted by the department for prosecuting offenders and the Oakdale Police Department enjoys a higher than average percentage of felony cases filed successfully, estimated to be about 90% . Therefore, the challenge for the department is to maintain the current high quality of reports with the sergeants as the primary reviewer.

Key to achieving this result is the consistency and continuity of the review by patrol sergeants. As a team, they must collectively share the responsibility for the critical review of reports and provide officers with the appropriate feedback necessary to maintain the high quality of report writing. It is the vital task of this group of supervisors to: ensure that reports reflect all the work performed by officers; adequately document the elements to crimes; demonstrate adherence to the law as well as departmental policies, procedures and practices; and represent the department

in a professional manner. In those instances where reports are insufficient, suitable comments, counseling or training should be conducted by the sergeant with officers.

The captain should perform an inspectional role (which later may be reassigned to the Professional Standards Unit) to ensure that the quality of report writing maintains high. Common mistakes or weaknesses should be discussed at the supervisor's meeting to ensure consistency in reviewing reports. Training opportunities should also be pursued for supervisors needing to improve their report review skills.

Recommendation 21: The Patrol Performance Index (PPI) activities should be weighted on activities that address crime reduction and community safety issues. Ratings should be based on data with emphasis on outcomes related to specific problems. Comparison of officers should be made based upon shift assignment and goals specific to that work group rather than all patrol officers.

Finding: The Patrol Performance Index (PPI) is a tool used by the Oakdale Police Department to measure the performance of officers. The PPI is intended to provide the police department with a quantitative means to compare scores for tasks required with tasks performed. It considers the time worked by each officer according to shift and the amount of time spent on activities including: calls for service, patrol, traffic, reports, work breaks, field training, administrative issues, and public speaking. Also captured are the miles driven and the number of tasks produced by each officer in such categories as ICR, traffic, parking, equipment, non-traffic, DUI, and non-traffic arrests. An aggregate performance ranking by officer name is posted monthly.

Measuring and holding officers accountable for performance is good. However, not all work is equal. The Oakdale Police Department should emphasize officer performance that reduces crime and community problems and weigh the criteria accordingly. For example, no consideration is given to community problem solving and resolution, quality of life enforcement, and whether non-traffic arrests are either moving or non-moving violations or are felony or misdemeanor

offenses. Also, officers are not measured on community engagement and partnerships formed, clearance rate of assigned investigations, or whether crime and calls for service have been reduced in their primary zone assignment. By identifying tasks that officers are expected to perform and ranking their importance to crime and community problems, organizational priorities for officer work and community needs are met.

As police work differs by shift, so too should the comparison of officers' activity. As an example, an officer working during the early morning hours may be expected to handle fewer calls for service due to low volume during that time leaving more time for self-initiated activity. By contrasting the work of officers assigned to the same shift, a more fair and accurate comparison may be made.

Recommendation 22: The department should develop a Field Investigator Program to standardize the skills required of patrol officers in conducting follow-up investigations and recognize personnel for their expertise.

Finding: Unlike some police departments, a patrol officer in Oakdale is expected to conduct not only the initial investigation but follow-up investigations as well. This requires an additional set of skills that should be standardized and recognized and may be accomplished by developing a Field Investigator Program (FIP). Instituting such a program can also provide members of the department an opportunity to develop expertise and job diversity not currently available due to the size of the agency.

Under this proposal, an officer would have to demonstrate knowledge and proficiency in a variety of investigative activities before achieving the departmental status of a Field Investigator. Such skills may include: basic investigative competency; completion of interview/interrogation training; crime scene investigation knowledge; strong written and verbal skills; and obtaining a search and arrest warrant.

The criteria and methodology for becoming a Field Investigator may be developed by the current Criminal Investigative Division captain, sergeant and detectives along with other members of the department, and perhaps a representative of the Washington County District Attorney's Office. The department should also develop meaningful incentives for achieving the designation of Field Investigator, such as requiring Field Investigator status to compete for permanent detective positions, issuing name tags with Field Investigator designation, adding the title on the uniform badge, or an insignia or other marking on the uniform. Members of the Awards and Uniform Advisory Committees may be consulted to finalize any recommendation to the Chief of Police.

Recommendation 23: The department should establish a senior sergeant program to provide job enrichment and diversity opportunities based upon time in grade, education and performance. The senior sergeant position should not have further formal authority in the department but may be assigned administrative functions by their captain as needed.

Finding: As any agency of its size, the Oakdale Police Department has limited vertical opportunities for staff. PERF's recommendation of eliminating one captain position through attrition will further restrict prospects for advancement. To reconcile this, the department should create a senior sergeant program based on minimum criteria such as time in grade, education and meritorious performance. Additionally, a list of requirements for maintaining the designation should be developed and the Awards and Uniform Advisory Committees may be consulted to determine if a uniform designation is appropriate.

The intention of the senior sergeant program is to create opportunities for sergeants to develop their supervisory, management, administrative and leadership skills. Such a program will allow supervisors the opportunity to further contribute to the organization while preparing for a position of higher responsibility.

Once a sergeant has been designated as a senior sergeant, the captain or chief, through the chain of command, may assign ancillary tasks that may be needed to implement some of PERF's recommendations. The senior sergeant may also be designated to fill in for a captain in his/her absence.

Recommendation 24: The department should update Oakdale Police Department Standard Operating Procedure AD-02 Case Management to standardize what investigations will be conducted by CID and Patrol.

Finding: A comparison was made of the follow-up investigations conducted by patrol officers and detectives. Patrol was responsible for a total of 136 open cases from April 1 to September 30, 2009, some of which were assigned before April 1. Shift-2 had the greatest number of cases assigned (43) followed by Shift-1 (41), Shift-4 (29), and Shift-3 (23). Shift-2 also had the largest percentage (19%) and number (8) of active cases during the study period, while Shift-3 had only a single case open.

Patrol Shift	Active Pending	Arrest	Closed *
Shift - 1 (0700-1700)			
Cases (41)	7	15	19
Percentage	17%	37%	46%
Shift - 2 (1700-0300)			
Cases (43)	8	13	22
Percentage	19%	30%	51%
Shift - 3 (2100-0700)			
Cases (23)	1	8	14
Percentage	4%	35%	61%
Shift - 4 (1100-2100)			
Cases (29)	3	11	15
Percentage	10%	38%	52%
All Patrol Cases			
Cases (136)	19	47	70
Percentage	14%	35%	51%

* No further leads to investigate and does not meet the criteria for exceptional clearance

In assessing the results of the investigations by shift, Shift-4 had the highest percentage of arrests (38%) and Shift-1 had the largest number of arrests (15). Overall, 35% of the cases handled by patrol resulted in an arrest.

Next, PERF looked at the length of time it took patrol officers to complete an investigation and made a comparison by shift:

Patrol Shift	Days Cases Open
Shift - 1 (0700-1700)	
Average Days Cases Open	39.1
Median Days Cases Open	14
Shift - 2 (1700-0300)	
Average Days Cases Open	46.7
Median Days Cases Open	14.5
Shift - 3 (2100-0700)	
Average Days Cases Open	23.9
Median Days Cases Open	14
Shift - 4 (1100-2100)	
Average Days Cases Open	39.6
Median Days Cases Open	15
All Patrol Investigations	
Average Days Cases Open	39.5
Median Days Cases Open	14

In studying follow-up investigations conducted by patrol officers, there was consistency by shift of the median number of days a case remains open for investigation. (It should be noted that the median number of days was used rather than the average due to outliers that skewed the data.

There were several instances where an investigation conducted by a patrol officer remained open in excess of 200 days.) Based upon this information, open cases should be closely monitored by field sergeants to ensure investigations are completed in a timely manner by officers. Days off, the investigative skills of an officer, availability of the victim and witnesses, and the complexity of the case should all be considered by the sergeant when determining who the case should be assigned to.

PERF collected the data of three detectives assigned to the Criminal Investigative Division for the six month period of April through September 2009.

Case Disposition *	Active Pending	Suspect Arrested	Case Closed **
Detective 1			
Cases (47)	15	13	19
Percentage	32%	28%	40%
Detective 2			
Cases (77)	7	26	44
Percentage	9%	34%	57%
Detective 3			
Cases (63)	21	9	33
Percentage	33%	14%	53%
All Detective Cases			
Cases (187)	43	48	96
Percentage	23%	26%	51%

* Information from CID Case Management System, April through September 2009

** No further leads to investigate and does not meet the criteria for exceptional clearance

During the six month period studied by PERF, 187 cases were assigned to detectives for follow-up investigation. The number of cases assigned ranged from 77 handled by Detective-2 to 47 handled by Detective-1. Detective-3 also had the largest percentage (33%) and number (21) of active cases from April to September. In reviewing the results of the investigations, Detective-2 had the highest percentage (34%) and number of arrests (26).

Overall, 26% of the cases handled by detectives resulted in an arrest compared to 35% by patrol. Self-initiated activity including Driving Under the Influence arrests may be responsible for Patrol's higher percentage of cases in which an arrest was made. Both patrol and the CID closed 51% of their cases and made nearly the identical number of arrests: 48 by CID and 47 by patrol.

Finally, PERF looked at the type of cases handled by both patrol officers and detectives during the six month period of April through September 2009. There were twelve such case types. The data was analyzed using two criteria, the results of the investigation and the amount of time it took to complete the investigation.

Comparison of Patrol and CID Case Closures

Case Disposition	Cases Assigned		Active Pending		Suspect Arrested		Case Closed *		Exceptionally Cleared	
	Patrol	CID	Patrol	CID	Patrol	CID	Patrol	CID	Patrol	CID
Investigation Type										
Assault	9	3	2	1	2	1	5	1	0	0
Burglary	4	37	1	8	1	7	2	22	0	0
CDTP (Vandalism)	16	6	1	4	7	0	7	2	1	0
Criminal Sexual Conduct	3	12	0	3	1	3	2	6	0	0
Disorderly Conduct	5	2	0	0	2	2	3	0	0	0
Forgery	6	5	2	1	2	1	2	3	0	0
Fraud	4	9	0	0	0	6	4	3	0	0
Identity Theft	2	4	0	3	0	0	2	1	0	0
Robbery, Simple	1	2	0	0	1	0	0	2	0	0
Suspicious Act	2	6	1	0	0	0	1	6	0	0
Theft	58	21	9	5	15	9	33	7	1	0
Theft from MV	3	23	1	0	--	2	2	21	0	0
TOTAL	113	130	17	25	31	31	63	74	2	0

* No further leads to investigate and does not meet the criteria for exceptional clearance

In comparing the dispositions of the case types investigated by both patrol and detectives, over 70% of Patrol's arrests were for theft and vandalism, which were also the two most frequently investigated cases, accounting for 65% of all assigned cases. Seventy-one percent of the arrests made by detectives were for burglary, fraud and theft. Burglary, theft and theft from a motor vehicle cases make up 62% of the common cases assigned to investigations. Patrol made an arrest in 27% of the commonly investigated cases they handled, while detectives made an arrest in about 24% of their cases.

The next table illustrates the amount of time it took patrol officers and detectives to investigate the twelve common offense types.

Investigation Type	Number of Cases		Avg Days Open		Median Days Open	
	Patrol	CID	Patrol	CID	Patrol	CID
Assault	9	3	52.4	4	10	1
Burglary	4	37	56.8	1	14	0.9
CDTP (Vandalism)	16	6	25.5	6.5	14	3.5
Criminal Sexual Conduct	3	12	81	10.5	62	5.3
Disorderly Conduct	5	2	11.4	0.5	14	0.5
Forgery	6	5	57.8	10.4	52.2	12
Fraud	4	9	21	6.1	20.5	20
Identity Theft	2	4	20	4	20	6.3
Robbery, Simple	1	2	116	6.5	116	6.5
Suspicious Act	2	6	108	3.1	108	4
Theft	56	21	36.8	1.3	14	1.5
Theft from MV	3	23	45.3	0.7	11	2.9
TOTALS	111	130	52.7	4.6	17	3.8

This information reveals the greatest discrepancy between follow-up investigations conducted by patrol officers compared to a detective. Again, because of outliers in the number of days a case is open in patrol, the median calculation may be more relevant. Even still, there is a significant difference in the amount of time it takes for a patrol officer to complete an investigation as compared to a detective. This is certainly understandable as the officer has competing interest for time spent in the field while all a detective's duty time should be consumed investigating cases.

Oakdale Police Department Standard Operating Procedure AD-02 Case Management should be updated to reflect reasonable time limits for completing supplemental investigation of cases which must be monitored by the Watch Commander (Patrol Sergeants). Using the experience and expertise of personnel, along with the data provided to PERF, the procedure should also establish the type of cases that should generally be routinely assigned to Patrol and which are assigned to the CID. As an example, based upon the data, offenses such as criminal sexual assault, forgery, simple robbery and suspicious acts should be assigned to the CID unless specific circumstances dictate otherwise. Additional data is provided in the attached Appendix 2.

Recommendation 25: Shift sergeants should be responsible for reporting any problems and coordinate necessary repairs of the computer equipment in the patrol squad room used by officers to complete reports.

Findings: Officers are required to complete their report narratives using communal computers. This equipment is essential for the efficiency of operations. The police department recently added two additional computers in the patrol squad room and now has five operational for use. As equipment is in need of repair, it is important that incidents are reported and acted upon in a timely manner. Officers should continue the practice of completing a repair form when there is a problem with a computer and notify their sergeant. The sergeant should be responsible for seeing that the computer is restored to good working order as soon as possible. If possible, the department should work with the City to identify a technician that may be called upon for computer installations, repairs and maintenance.

Criminal Investigation Division

The Criminal Investigation Division (CID) is commanded by a captain. Other staff include: one sergeant, three detectives, one investigative aide, one detective assigned to the Drug Enforcement Administration Task Force, and one diversion services coordinator.

Most criminal investigations conducted at the Oakdale Police Department are handled in the Patrol Division. From previous studies and nationally accepted standards, PERF has found that CID typically investigates approximately 30% of reported crime. For the six month period from April 1 to September 30, 2009, only 12% of the Part 1 and Part 2 crimes were assigned for investigation by CID. Additionally, Oakdale Police Department detectives investigated 5% of the 9000 series calls for service and conducted employment and city licenses background investigations. The 9000 series of calls for service are not crime by UCR definitions, but require some level of investigative effort. Examples of 9000 calls assigned include suspicious acts, suspicious persons, found property, missing persons, juvenile problems, court order violations, and compliance checks.

Case Management for CID

An investigation for assignment in CID occurs in one of two ways: either from a referral from Patrol to CID, or an incoming case assigned directly to CID. In both circumstances, the CID sergeant does an initial case review to determine if the case is under active investigation by Patrol and thus deferred for assignment.

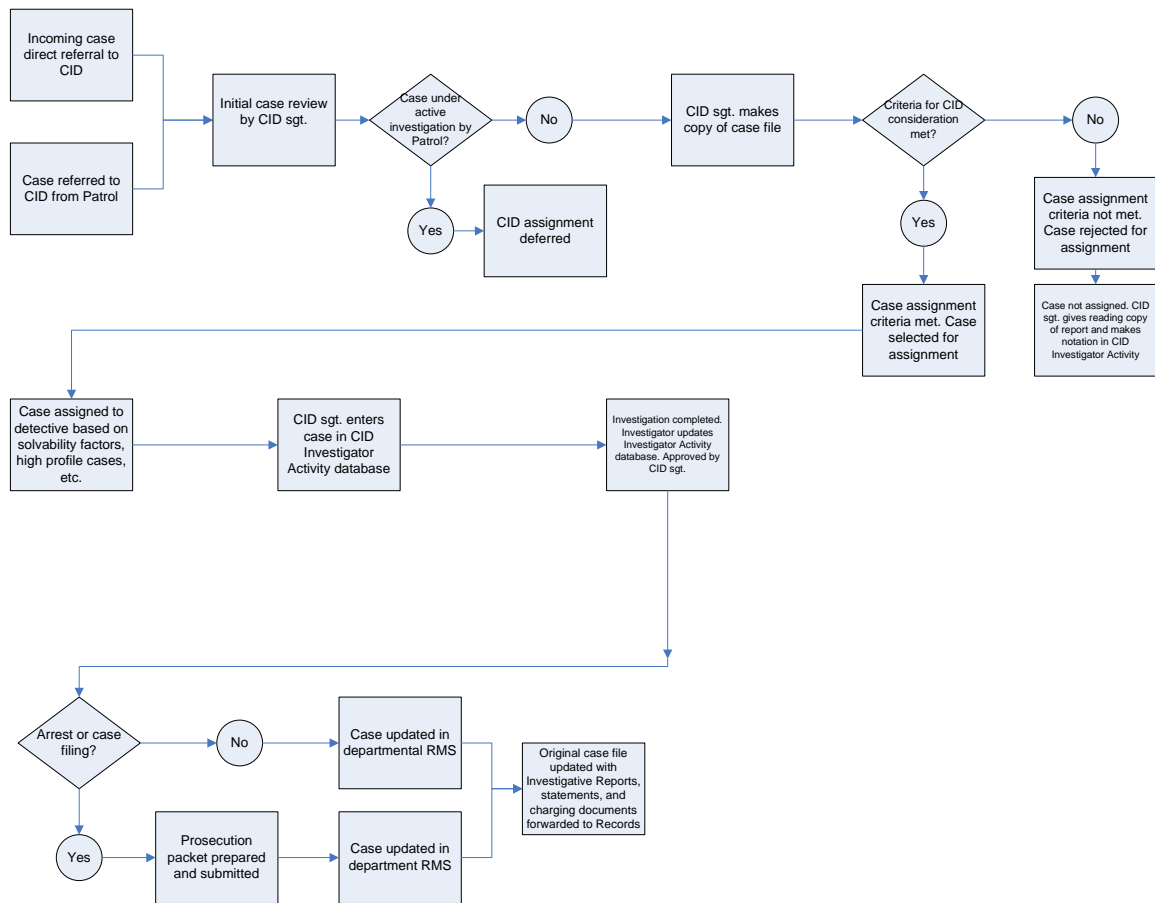
If the case is not assigned to Patrol, the CID sergeant makes a copy of the case file and reviews the case for assignment based upon the Oakdale Police Department Solvability Worksheet. If the minimum criteria are met, the case is assigned to a detective for follow-up investigation and the Investigator Activity Database is updated. If the case is not assigned, a copy of the report is given to a detective for reading and an update is made in the Investigator Activity Database.

When the investigation is completed, the detective updates the Investigator Activity Database and the report is forwarded to the CID sergeant for approval. The completed investigation

results in an arrest, case filing or closure. If an arrest is made, a prosecution packet is prepared and submitted for prosecution. The case is updated in the Records Management System. If there is no arrest, the case is still updated in the Records Management System.

All original report(s), statements, and charging documents are forwarded to records.

Case Management Process Map for CID:



Recommendation 26: The department should establish a formal training program for newly assigned personnel assigned to the Criminal Investigations Division. Training should incorporate a check off sheet for training new detectives similar to the patrol officer’s FTO process.

Finding: When a new detective is assigned to the Oakdale CID, the current training process is having them shadow a senior detective to learn the job. The detective is sent to formal training related to an investigative assignment as available.

Unlike some agencies, patrol officers in Oakdale are responsible for performing all investigative work on many criminal offenses. They therefore come to a detective assignment with some investigative experience. However, investigations typically handled by Oakdale’s Criminal Investigations Division may include more complex child abuse cases, criminal sexual conduct (both adult and juvenile), financial transaction card fraud, narcotic cases and applicant background investigations.

The CID should develop a formal training program for detectives that incorporates a more comprehensive curriculum than PERF’s recommended Field Investigator Program. Training should include a check-off sheet with specific instructions as to the skills and level of acceptable performance that must be certified by the CID sergeant. Also included should be training courses to complete, a probationary period of at least 6 months, and a final evaluation on the detective completed by the detective sergeant—much like the FTO program for new officers.

Recommendation 27: The department should develop a policy for the regular destruction of evidence. Guns, drugs, and other evidence cleared for destruction should be disposed of minimally once a year.

Finding: During the PERF site visit, several containers of guns, drugs, and evidence were sealed ready for destruction. Property tags indicate some items go back several years. Space is

limited and new items overcrowd the room. The below table shows a significant decline in the disposition of property from 2007 to 2009. In 2007, 1,223 pieces of property were disposed of, while in 2008, only 551 were and in 2009, there were 87 items disposed, two-thirds of which was returned to the owner.

Property Room Disposition 2007-2009

Year	Property Disposed	Burned	Destroyed	Auction	Returned
2009	87	3	18	8	58
2008	551	102	131	80	238
2007	1,223	432	386	86	319

The Oakdale Police Department should consult the city attorney and develop a policy for the regularly scheduled destruction of property as allowed in the State of Minnesota. The destruction of property should minimally be conducted on an annual basis.

Recommendation 28: The department should use a single Case Management System (CMS) for investigations completed by patrol officers and detectives. Sergeants should be responsible for maintaining the CMS for officers under their command.

Finding: Two mutually exclusive case management systems are currently in use by the Oakdale Police Department. Neither program is linked so that two officers (patrol and detective) could unknowingly work an investigation at the same time. Not only are duplicative resources used, confusion is created for the victims, witnesses, and suspects when they are repeatedly contacted by different members of the department for the same issue. Although this repetition does not occur on a regular basis, it does take place. The department should use either of the CMS's exclusively for all investigations. Sergeants, whether in patrol or CID, should be responsible for maintaining and monitoring the investigative activity of those under their command through the CMS.

Recommendation 29: Upon completion of the 2009-2010 school year, the SMT, with assistance from the CID sergeant, should evaluate the School Resource Officer (SRO) function as an ancillary duty of a detective to determine if the position should continue in that capacity or be assigned as a full-time position in patrol.

Finding: The Oakdale Police Department has an agreement with the North St. Paul-Maplewood-Oakdale School District for one school resource officer assigned to Tartan High School. Primary responsibilities of the SRO include criminal investigation, student mentoring, teaching a crime prevention course, and improving interaction between police and students at school. The School Board pays a portion of the officer's salary. Because of recent budget changes, the Oakdale Police Department removed the patrol officer and reassigned a detective who carries a reduced case load.

The recent detective assignment as an SRO occurred in the Fall 2009 school year. During the PERF site visit, data to evaluate the change was not available as the transfer of responsibilities had just occurred. However, the other two detectives' case load will undoubtedly increase due to lessened availability of the detective with SRO responsibilities. The change also removes a lateral assignment for patrol. At the conclusion of the 2009-2010 school year, the SMT, with input from the CID sergeant and Tartan High School, should evaluate the SRO function as an ancillary duty of a detective to determine if the position should continue in that capacity or be assigned as a full-time position in patrol. It should be noted that based on PERF's examination of calls for service, reassigning the position to a patrol officer will not have a negative impact on the department's ability to respond to calls for service.

The School Resource Officer Program should be viewed as an extension of the Oakdale Police Department's community policing efforts and plays an important role in the relationship between the police and Oakdale's youth. An evaluation of the program should be conducted biannually to ensure the best interests of the school, community, and department are being served.

Recommendation 30: The department should maintain its position on a regional narcotic task force (either DEA or Washington County)

Finding: In the past, the Oakdale Police Department has participated in Washington County and DEA narcotic task forces. Due to personnel and budgetary constraints, the department now participates in only the DEA Narcotic Task Force. Although narcotics are not a large problem in the City of Oakdale, participation in this regional task force is the department's primary investigative enforcement effort to curtail illegal drugs.

PERF believes it is in the best interest of the department to continue to participate in one regional narcotic task force. Our examination of calls for service reveals that continuing to assign one detective to a task force will not have a negative impact on the department's ability to respond to calls for service.

There are several organizational advantages for the department to assign a detective to a regional narcotic task force despite a lack of asset/forfeiture funds returning to Oakdale:

- Participation in a regional task force is an effective way for the department to responsibly address narcotics in Oakdale;
- This position creates an additional opportunity for job diversity which is important for a department the size of Oakdale;
- It adds one additional detective position that would otherwise not be available;
- Detectives assigned to the task force receive quality training at no cost to the department that will continue to have dividends upon their completion of this assignment and subsequent return to the department;
- The Oakdale Police Department has access to technical resources and equipment (tracking devices, recording and monitoring tools, surveillance equipment, etc.) otherwise not available;
- Information on criminal activity relating to Oakdale and the area is obtained and shared;
- Access to narcotic intelligence and clearing house information;
- Overtime funds (\$15,000) provided by the DEA; and
- A member of the Oakdale Police Department has the ability to network with federal, state, county and local law enforcement officers.

Administrative Services Division

Recommendation 31: The Crime Analyst should actively solicit feedback from members of the department to determine the usefulness of the unit's reports. Modifications should be made as necessary.

Finding: In Oakdale, crime analysis reports are currently distributed throughout the department on a weekly and monthly basis. This information may be used for the quick identification of crime and disorder problems in the city so an appropriate response may be initiated. Receiving feedback on the quality and usefulness of the information by sworn officers and supervisors may help improve the process and ensure organizational needs are met. PERF recommends that a feedback mechanism be implemented by the Crime Analysis Unit to solicit information to determine if reports are meeting the needs of users, or if an enhancement would improve the useful dissemination of information. Some agencies have found success attaching a survey to reports to solicit such feedback.

Recommendation 32 The department should consult with Washington County Communications to determine if a temporary index file may be initiated for retrieval of historical data until such time as the full CAD/RMS/Field Reporting System is implemented.

Finding: Minnesota has a 10 year record retention requirement. Paper reports, files, and documents are kept up to two years in Oakdale Police Department's Records Section. Reports from 2007 are stored in a hall closet and those from 1996-2006 are maintained at Oakdale Public Works. Retrieving old reports, files, and records is time consuming and cumbersome for clerks to have to move heavy boxes around. The new Washington County CAD/RMS/ Field Reporting System should reduce some storage needs when implemented. Until then, Washington County Communications should be consulted to determine if a temporary index file can be initiated for the retrieval of historical data.

The department may also wish to explore scanning reports, files and documents for retrieval processes. Even when the new CAD/RMS/Field Reporting System is implemented, some reports and documents must be retained and scanning is an efficient manner for housing and retrieval. Implementing a scanning process at this time can reduce the backlog of existing documents and be used when the new system comes on line.

Recommendation 33: The training of new officers should be conducted by a cadre of selected Field Training Officers.

Finding: The Field Training Officer function is now performed by both patrol officers and field sergeants in Oakdale. When a sergeant performs these duties, it restricts an officer's opportunity for diversity in their assignment and developing supervisory and leadership skills. It may also hamper the sergeant's ability to fulfill their primary responsibility of supervising the activity in the field.

Training new employees is a vital function of any police department. The type of employee a rookie officer develops into is often dependant on the quality of training provided by the FTO. Personnel selected as training officers should epitomize the characteristics of an outstanding officer in that agency; an experienced employee with high morals, strong work ethics, knowledgeable, and well-developed professional skills.

In order to maximize officers' opportunities for job diversity in Oakdale and to develop professionally, officers should fill the role of Field Training Officers. The role of the sergeant should be to oversee and administer training.

Recommendation 34: The Department should publish a personnel order, minimally on a quarterly basis, that lists transfers, promotions, commendations and disciplinary action. The disciplinary items should not identify the name of the individual, rather information such as:

- **The rank, race, and gender of the officer**
- **The charge(s) sustained**
- **Any mitigating circumstances (prior events, other aggravating circumstances)**
- **The discipline imposed**

Findings: Personnel laws restrict the department from publishing the names of employees in conjunction with the discipline imposed for violations of policies and practices. Without official information being communicated by the department, rumors within and outside the department may be the only source of information, regardless of its accuracy. The department, its members, and the disciplinary process may be unjustifiably criticized. The practice of issuing such information is performed by police departments across the country. Publishing the personnel order as described above will maintain the rights of employees along with the integrity of the Oakdale Police Department's disciplinary process, both of which are integral to maintaining confidence in the department by its members, city officials, and the community. This personnel order may also include additional information along with disciplinary action such as transfers, promotions and commendations.

Recommendation 35: The department should further promote transparency and community education efforts by publishing annual reports and other departmental information on-line.

Finding: The Oakland Police Department provides various bits of information for the public on its website. Included are monthly newsletters, interactive crime statistics information, a police service questionnaire, crime alerts and prevention brochures, information on the Police Explorer program, and links to various permit applications such as firearms, liquor licenses and block party/parades. Information on crime and calls for service are important resources for building

community interest in crime and disorder, finding ways to prevent and solve community problems, and starting a neighborhood watch group.

Additional information such as year end reports, policies and procedures, and Internal Affairs statistics will provide additional information to the community. As a mission statement and organizational values specific to the Oakdale Police Department are established, they too should be added to the site.

Recommendation 36: The department should establish a Uniform and Equipment Advisory Committee chaired by a sergeant and made up of at least four additional members representing both sworn and civilian personnel.

Finding: During the PERF site visit, a number of officers expressed dissatisfaction with issued uniforms and equipment. Complaints of poor uniform fit, quality, and warmth were reported. Some purchased their own uniforms and equipment to meet their personal needs. While perhaps demonstrating initiative, this practice can create safety issues for officers, liability issues for the City and the police department, and undermines the uniformity and professional image of the department. A recent example of the department's attempt to improve equipment is the installation of stainless steel hard drives in computers used in patrol units to decrease the long start-up time at the beginning of an officer's shift due to extreme cold weather conditions.

PERF recommends that an advisory committee of officers and supervisors be established to recommend changes in uniform policy, replacement standards, and new equipment testing for suitability and utility. Committee members may be given the task of identifying deficiencies in current uniform and equipment; research available alternatives, including testing as appropriate; consider the fiscal impact of options, and make recommendations to the chief for consideration.

Recommendation 37: The responsibility for UCR coding and reporting should be assigned to civilian personnel in the Records Section after appropriate training.

Finding: UCR coding and reporting for the Oakdale Police Department is now completed by a command officer. This task is not commensurate with a management position in the organization. As the department begins to implement the recommendations included in this study, the commander's time will be required to lead and manage organizational change.

Most police departments affix responsibility for UCR coding and reporting with trained civilian personnel. PERF recommends that the commander immediately train two civilian personnel from records to handle the assignment; one for primary responsibility and a second as backup. An orderly transition should preserve valuable institutional knowledge of the work process and enable a smooth transition of responsibility. Should the primary worker be absent or leave the organization, the Oakdale Police Department will have the institutional knowledge necessary to continue the work uninterrupted.

Recommendation 38: Oakdale Standard Operating Procedure PE-002 should be updated to: require officers to wear bullet proof vests; mandate that sworn personnel carry a weapon while on duty; and, other than in an undercover capacity, display a badge during duty hours.

Finding: Oakdale Standard Operating Procedure PE-002 addresses the uniform and personal appearance standards of the department. PERF recommends three modifications to the order:

1. Section 3.6.1 should be changed to make the wearing of bullet proof vests be **mandatory**. From 1998 to 2008, 762 of the 1,804 police officers killed in the line of duty in the United States were not wearing a bullet proof vest. This piece of safety equipment can only achieve its intended use when worn. The department should also ensure personnel wear the vest for activities such as firearms qualification and defense tactic training.
2. Section 3.7 should be modified to state that badges must be displayed while on-duty unless working in an undercover capacity.
3. Section 3.7.2 should be modified to require that all sworn officers carry their service weapon while on-duty.

Oakdale Tactical Training

The Oakdale Police Department is committed to training and equipping field personnel to immediately respond to tactical field incidents. All Oakdale officers attend eight tactical training sessions per year. One sergeant is responsible for each three to four hour class with the assistance of additional supervisors. Training records are recorded and maintained for each class.

Initially, each officer attended an active shooter course. Additional classroom and dynamic entry situations were developed integrating multiple force options into scenarios for the annual sessions. Officers are faced with real-life situations including, but not limited to, service of an arrest and/or search warrant, a barricaded suspect, and other scenarios that test the proper and legal use of defensive tactics, conducted energy devices (CEDs), handguns, and semi-automatic rifles. Air-soft training guns are also used as a training aid.

The officers are issued either a semi-automatic rifle or shotgun in addition to a semi-automatic handgun for deployment in the field. These weapons, along with an issued CED, expandable baton, and pepper/CS spray are used in the training. Officers perform dynamic entries as single, duo, or multiple officer teams.

Should a hostage situation arise, the department has the option of calling upon the St Paul Police Department's Special Weapons and Tactics Team (SWAT) to respond. Starting in April 2010, the department will begin joint training exercises with the Washington County SWAT.

Organizational Relationship and Communication

The relationship between the command staff of the Oakdale Police Department with supervisory and line personnel has been strained for some time. There have also been issues with communication and trust between the two groups. This came to a head with a vote of no confidence against the chief in 2009. To the credit of all members of the department, while their differences have been public, there is no indication that the community has lost confidence in the department's ability to provide for police services.

This then may be the commonality with which the department begins to move forward. As PERF conducted the study of the Oakdale Police Department, recommendations were developed not only to enhance the agency but to identify opportunities to improve the relationship and communication between work groups. Strategies were designed to have command staff, supervisors and line employees work together on meaningful issues to advance the department with the additional prospect of developing understanding and the cooperation of one another. PERF's intended outcome of this study is improved police services to Oakdale's community delivered by a cohesive Oakdale Police Department.

Appendices

Appendix 1

Oakdale Police Department
Solvability Factor Worksheet

Solvability Factor		Mark X If Present	Fill in Approp #	
CN-				
Sgt-				
A	Reliable Witness			3
B	Suspect Named			5
C	Suspect Described			2
D	Suspect Location Known			2
E	Suspect Identified or Can Pick From Lineup			2
F	Suspect Previously Seem			1
G	Vehicle Description			2
H	Tracable Property Taken			1
I	Significant MO			1
J	Usable Physical Evidence			1
K	Limited Opprotunity of Others to Commit			2
L	Community Importance			5
	Total SF		0	
Minimum of 5 required for Active Field Followup				
Recommend Closure				
Recommend Further Investigation				

Solvability Factor		Mark X If Present	Fill in Approp #	
CN-				
Sgt-				
A	Reliable Witness			3
B	Suspect Named			5
C	Suspect Described			2
D	Suspect Location Known			2
E	Suspect Identified or Can Pick From Lineup			2
F	Suspect Previously Seem			1
G	Vehicle Description			2
H	Tracable Property Taken			1
I	Significant MO			1
J	Usable Physical Evidence			1
K	Limited Opprotunity of Others to Commit			2
L	Community Importance			5
	Total SF		0	
Minimum of 5 required for Active Field Followup				
Recommend Closure				
Recommend Further Investigation				

Appendix 2:

Patrol Follow-Up Investigation by Disposition and Type of Investigation

Case Disposition	Cases Assigned	Active Pending	Suspect Arrested	Case Closed	Exec. Cleared
Investigation Type					
Accident Investigation	2	--	2	--	--
Assault	9	2	2	5	--
Burglary	4	1	1	2	--
Burning Violation	1	--	1	--	--
CDTP (Vandalism)	16	1	7	7	1
Controlled Substance	1	--	--	1	--
Criminal Sexual Conduct	3	--	1	2	--
Disorderly Conduct	5	--	2	3	--
Domestic Assault	4	--	3	1	--
DUI	6	--	5	1	--
Forgery	6	2	2	2	--
Fraud	4	--	--	4	--
Harassing Comm.	1	--	--	1	--
Harassment Rest. Order	1	--	1	--	--
Identity Theft	2	--	--	2	--
Obstruction	1	--	1	--	--
OFP Violation	1	--	1	--	--
Robbery, Simple	1	--	1	--	--
School Bus Stop Arm Viol.	2	1	1	--	--
Stalking	1	--	--	1	--
Suspicious Act	2	1	--	1	--
Terrorist Threat	1	--	1	--	--
Theft	58	9	15	33	1
Theft from MV	3	1	--	2	--
Unauthorized Use of MV	1	1	--	--	--
TOTAL					
	136	19	47	68	2

CID Follow-Up Investigation by Disposition and Type of Investigation*

Case Disposition	Cases Assigned	Active Pending	Suspect Arrested	Case Closed	Exec. Cleared
Investigation Type					
Assault	3	1	1	1	--
Background	2	0	0	2	--
Burglary	37	8	7	22	--
CDTP (Vandalism)	6	4	0	2	--
Child Abuse	8	3	1	4	--
Compliance Check	2	0	2	0	--
Criminal Sexual Conduct	12	3	3	6	--
Death	4	0	0	4	--
Disorderly Conduct	2	0	2	0	--
Drugs	6	1	4	1	--
Explosives	2	2	0	0	--
Fleeing	1	0	1	0	--
Forgery	5	1	1	3	--
Fraud	9	0	6	3	--
FTCP	9	9	0	0	--
ID Theft	4	3	0	1	--
Juvenile Problem	1	0	0	1	--
Licensing	2	2	0	0	--
Missing Person	10	1	1	8	--
Murder	1	0	1	0	--
Pornography	1	0	1	0	--
Robbery, Simple	2	0	0	2	--
Recovered Stolen Property	1	0	1	0	--
Stolen Property	4	0	3	1	--
Suspicious Act	6	0	0	6	--
Theft	21	5	9	7	--
Theft from MV	23	0	2	21	--
Theft MV	1	0	0	1	--
Tobacco	2	0	2	0	--
TOTAL	187	43	48	96	--

* Information from CID Case Management System, April thru September 2009

Of the 187 CID follow-up investigations that lead to an arrest, in 60% of the cases (29 of 48), the suspect was named in the original ICR. It is not know to what extent the patrol officer's investigative work lead to the identity of the offender or if the suspect's information was simply provided by the victim/reporting party at the time of the ICR. The 19 cases where a suspect was not named in the original ICR and an arrest was made by a detectives include burglary, burglary auto, csc adult, drugs, fleeing, fraud, missing person, motor vehicle theft, recovered stolen property, stolen property, theft, and tobacco.

Dispositions of Patrol Follow-Up Investigations by Shift

Patrol Shift	Active Pending	Suspect Arrested	Case Closed
Shift - 1 (0700-1700)			
Cases (41)	7	15	19
Percentage	17%	37%	46%
Shift - 2 (1700-0300)			
Cases (43)	8	13	22
Percentage	19%	30%	51%
Shift - 3 (2100-0700)			
Cases (23)	1	8	14
Percentage	4%	35%	61%
Shift - 4 (1100-2100)			
Cases (29)	3	11	15
Percentage	10%	38%	52%
All Patrol Cases			
Cases (136)	19	47	70
Percentage	14%	35%	51%

Dispositions of Follow-Up Investigations Conducted by CID *

Case Disposition	Active Pending	Suspect Arrested	Case Closed
Detective 1			
Cases (47)	15	13	19
Percentage	32%	28%	40%
Detective 2			
Cases (77)	7	26	44
Percentage	9%	34%	57%
Detective 3			
Cases (63)	21	9	33
Percentage	33%	14%	53%
All Detective Cases			
Cases (187)	43	48	96
Percentage	23%	26%	51%

* Information from CID Case Management System, April thru September 2009

Length of Open Patrol Investigations by Investigation Type

Investigation Type	Number of Cases	Average Days	Median Days
Accident Investigation	2	10	10
Assault	9	52.4	10
Burglary	4	56.8	14
Burning Violation	1	7	7
CDTP (Vandalism)	16	25.5	14
Criminal Sexual Conduct	3	81	62
Disorderly Conduct	5	11.4	14
Domestic Assault	4	27.5	25
DUI	6	13.2	5
Forgery	6	57.8	52.2
Fraud	4	21	20.5
Harassing Communication	1	21	21
Harassment Rest. Order	1	49	49
Identity Theft	2	20	20
Obstruction	1	0	0
OFP Violation	1	35	35
Robbery, Simple	1	116	116
School Bus Stop Arm Viol.	1	202	202
Stalking	1	12	12
Suspicious Act	2	108	108
Terrorist Threat	1	44	44
Theft	56	36.8	14
Theft from MV	3	45.3	11
Unauthorized Use of MV	1	160	160

Length of Open CID Investigations by Investigation Type *

Investigation Type	Number of Cases	Average Days	Median Days
Assault	3	4	1
Background Investigation	2	6	6
Burglary	37	1	.92
CDTP (Vandalism)	6	6.5	3.5
Child Abuse	8	1.88	1.5
Compliance Check	2	1	1
Criminal Sexual Conduct	12	10.45	5.33
Death	4	10	10
Disorderly Conduct	2	.50	.50
Drugs	6	.67	.67
Explosives	2	27	27
Fleeing	1	20	20
Forgery	5	10.4	12
Fraud	9	6.1	20
FTCP	9	2.44	2.44
ID Theft	4	4	6.33
Juvenile Problem	1	12	12
Licensing	2	4.5	4.5
Missing Person	10	1.1	.86
Murder	1	4	4
Pornography	1	13	13
Robbery, Simple	2	6.5	6.5
Recovered Stolen Property	1	5	5
Stolen Property	4	8	10
Suspicious Act	6	3.14	4
Theft	21	1.29	1.5
Theft from MV	23	.7	2.86
Theft MV	1	2	2
Tobacco	2	.5	.5

* Information from Patrol Case Management System, April thru September 2009

Number of Days Patrol Investigations Remain Open

Patrol Shift	Days Cases Open
Shift - 1 (0700-1700)	
Average Days Cases Open	39.1
Median Days Cases Open	14
Shift - 2 (1700-0300)	
Average Days Cases Open	46.7
Median Days Cases Open	14.5
Shift - 3 (2100-0700)	
Average Days Cases Open	23.9
Median Days Cases Open	14
Shift - 4 (1100-2100)	
Average Days Cases Open	39.6
Median Days Cases Open	15
All Patrol Investigations	
Average Days Cases Open	39.5
Median Days Cases Open	14

Number of Days CID Investigations Remain Open*

Assigned Detective	Number of Days a Case is Open
Detective 1	
Average Days Cases Open	8.97
Median Days Cases Open	5.42
Detective 2	
Average Days Cases Open	2.33
Median Days Cases Open	.86
Detective 3	
Average Days Cases Open	5.81
Median Days Cases Open	2.56
All CID Investigations	
Average Days Cases Open	5.70
Median Days Cases Open	2.95

*Information from CID Case Management System, April thru September 2009

PERF used six months data from the CID Case Management System to analyze the length of time a CID investigative case is open. For each case assigned to CID, the date assigned and date completed recorded in the CID CMS were used to calculate how long each investigation was open. All open investigations logged as “Active Pending” were given a closed date of November 25, 2009, the date the computations were made

Comparison of Patrol and CID Case Closures

Case Disposition	Cases Assigned		Active Pending		Suspect Arrested		Case Closed		Exe. Cleared	
	Patrol	CID	Patrol	CID	Patrol	CID	Patrol	CID	Patrol	CID
Investigation Type										
Assault	9	3	2	1	2	1	5	1	--	--
Burglary	4	37	1	8	1	7	2	22	--	--
CDTP (Vandalism)	16	6	1	4	7	0	7	2	1	--
Criminal Sexual Conduct	3	12	0	3	1	3	2	6	--	--
Disorderly Conduct	5	2	0	0	2	2	3	0	--	--
Forgery	6	5	2	1	2	1	2	3	--	--
Fraud	4	9	0	0	0	6	4	3	--	--
Identity Theft	2	4	0	3	0	0	2	1	--	--
Robbery, Simple	1	2	0	0	1	0	0	2	--	--
Suspicious Act	2	6	1	0	0	0	1	6	--	--
Theft	58	21	9	5	15	9	33	7	1	--
Theft from MV	3	23	1	0	--	2	2	21	--	--
TOTAL	113	130	17	25	31	31	63	74	2	0

Comparison of Length of Time for Open Investigations by Patrol and CID

Investigation Type	Number of Cases		Avg Days Open		Median Days Open	
	Patrol	CID	Patrol	CID	PATROL	CID
Assault	9	3	52.4	4	10	1
Burglary	4	37	56.8	1	14	0.9
CDTP (Vandalism)	16	6	25.5	6.5	14	3.5
Criminal Sexual Conduct	3	12	81	10.5	62	5.3
Disorderly Conduct	5	2	11.4	0.5	14	0.5
Forgery	6	5	57.8	10.4	52.2	12
Fraud	4	9	21	6.1	20.5	20
Identity Theft	2	4	20	4	20	6.3
Robbery, Simple	1	2	116	6.5	116	6.5
Suspicious Act	2	6	108	3.1	108	4
Theft	56	21	36.8	1.3	14	1.5
Theft from MV	3	23	45.3	0.7	11	2.9
TOTALS	111	130	52.7	4.6	17	3.8