

Organizational Study of the Mendota Heights Police Department

For

Mendota Heights, Minnesota



Submitted by



March, 2016

Table of Contents

INTRODUCTION 3
EXECUTIVE SUMMARY 3
POLICIES AND PROCEDURES 4
EQUIPMENT 6
TECHNOLOGY 9
STAFFING AND SUPERVISION..... 12
MANAGEMENT AND LEADERSHIP..... 22
DEPARTMENT CULTURE AND CLIMATE..... 27
CONCLUSION..... 36
SUMMARY OF RECOMMENDATIONS 37

INTRODUCTION

McGrath Consulting Group, Inc. was contracted by the city of Mendota Heights to complete an organizational study of the Police Department. The focus of the study is on the practices of leadership, management, supervision, personnel, policies and procedures, and staffing, as well as assessing the current culture and climate of the department.

During the course of the study, consultants conducted formal interviews with all Police Department Sergeants, Officers and full and part-time Support Specialists. Team members toured the facility as well as the jurisdiction of Mendota Heights, Mendota, and Lilydale. Numerous documents and data were provided to the consultants and were reviewed both on and off-site. Consultants were also able to speak individually with the elected officials of the City.

The consultants wish to express appreciation to the many individuals who were involved in these interviews and other interactions, and to those who provided copious amounts of data and other items of information for this report. A special thanks to City Administrator Mark McNeill, Chief Aschenbrener and his staff, as well as all other personnel who ensured that consultants were provided with all support needed.

At the end of the report is a “Summary of Recommendations” by the consulting team.

EXECUTIVE SUMMARY

The executive summary provides a brief overview of the most important issues identified by the consulting team during the course of the study.

The recommendations in this report must be taken in context as to the fiscal capabilities, desire to make changes by Mendota Heights officials, and what is most prudent for the City.

Within the report consultants make 20 recommendations to improve the Department. The report provides sections addressing issues of leadership, management, supervision, personnel, policies and procedures, and staffing. The internal culture and climate and employee issues are also examined.

Consultants found department policies and procedures to be appropriate and follow requirements of the state of Minnesota. Equipment and technology are very good.

The two most significant concerns found that are in need of change and improvement include staffing, supervision, and internal culture and climate. Consultants recommend adopting a revised organizational chart which includes adding two additional personnel. These positions include an Administrative Captain and a part-time Community Service Officer. Regarding staffing, the current patrol scheduling system is not sustainable. A recommendation is made to adopt a 12 hour shift schedule for the patrol division.

There currently exists a culture of divisiveness amongst the police and department employees. A small number of persons oppose the police administration. The majority support the administration and department. Recommendations are provided to change this culture.

POLICIES AND PROCEDURES

All procedures undertaken by employees of the Mendota Heights Police Department are governed by Department Policy and Procedures Manual. This document was provided to the consultants for review prior to the on-site visit. The document is 368 pages in length and is divided into Chapter 1 – Personnel; Chapter 2 - Administration; and Chapter 3 - Operations. The manual was first developed in its current format in 2000. Approximately 12 to 14 of the more critical policies were updated in July of 2015. The police administration states that they intend to go through the entire policy manual for updates and then begin a three-year schedule of policy review. At the beginning of each policy, the effective date is listed, along with the dates of any

additional updates, and a future reevaluation date if it is a policy that needs periodic review. Also, the department member approving the policy or update is listed.

Minnesota statutes mandate that all police agencies must have policies on 12 critical issues. Annually, the Chief law enforcement officer (Chief of Police) of the agency must report to the Minnesota Board of Peace Officer Standards and Training (POST) that these policies are in place and being followed. Those policies are as follows:

1. Deadly Force and Firearms Use
2. Police Pursuit/Emergency Vehicle Operations
3. Allegations of Misconduct
4. Professional Conduct of Peace Officers
5. Response to Reports of Missing and Endangered Persons
6. Domestic Abuse Arrests
7. Predatory Offender Registration and Community Notification
8. Criminal Conduct on School Buses
9. Supervision of Part-time Peace Officers
10. Lighting Exemption for Law Enforcement Vehicles
11. Avoiding Racial Profiling
12. Procession of Property for Administrative Forfeiture

In addition to the annual reporting requirement, the post Board is required to periodically make on-site compliance review visits. On April 17, 2015 a representative of the Post Board conducted such an inspection and visit at the Mendota Heights Police Department. Following the inspection, Chief Aschenbrener received a letter from the Post Board stating that the policy manual contains the 12 required policies and that the content reveals that all policies meet statutory rules of Minnesota law. In addition to this letter the department received a certificate recognizing compliance with these legislative mandates.

In order to help determine how well staff is made aware of policies the consultants asked during the interviews; “What is the procedure for reviewing and updating policies?” Of the 19 persons

interviewed, 18 indicated that a new policy, or a revised policy, is sent to employees via email, placed on the department server, placed in the squad room with a signoff sheet, and are discussed in meetings or at roll call. Only one employee, due to being with the department for a very short period of time, did not know the process.

Although the staff overwhelmingly indicated they are made aware of policies consultants received two conflicting comments. One employee stated that the Chief of Police or a Sergeant updates the staff and there is a lot of dialogue when new policies are created or changes occur. However, another employee indicated that there was no purpose articulated to the rank-and-file when new policies or changes were made. One officer recommended that when revised policies are issued the changes should be highlighted.

Recommendations:

1. Develop a schedule to methodically review every policy on a three-year cycle. In year one all policies in Chapter one would be reviewed by the team of supervisory staff and the Chief of Police along with any specific agency subject matter experts. In year number two, Chapter two would receive the same review, and in year three Chapter three would be reviewed. This cycle would then continue.
2. Every year, after the chapter review is completed, all employees would be informed of any changes, and each policy would be reviewed during roll call or other training periods.

EQUIPMENT

During the on-site visit consultants inspected equipment in the building, as well as department vehicles, and interviewed personnel regarding the level of equipment, as well as any additional needs. The department, and the officers and civilians, are well-equipped to perform their duties.

All department vehicles, with the exception of the reserve squad and unmarked units, have in-car cameras. Staff informed consultants that some of the cameras and recording systems in the squad cars are older models and occasionally malfunction. New camera equipment is in the current department budget and is in the process of being ordered. All the squad cars have laptop

computers and are linked to the computerized dispatch system (CAD), as well as the state Criminal Justice Information Integration Network (CJIIN). The officers can do their reports on these laptops in the squad. This allows them to type arrest and offense reports, look up drivers' license information through the department of vehicle services, and they can obtain driver's license photos from the state system to identify persons on a traffic stop. Through the in car computer, the officers can send messages to other units signed on to the CAD system or on the Local Government Information System (LOGIS). LOGIS is a Joint Powers Entity (JPA) entity comprised of numerous metropolitan area cities. They provide numerous services to law enforcement agencies including, but not limited to, the CAD system, Internet access, scheduling product, budgeting and accounting products, and a police report system. Through this system data is entered onto a report one time and then the system populates all other required reports. They are then immediately and automatically distributed to the appropriate agencies.

The squad cars are equipped with medical supplies as all officers are trained in first responder medical procedures. The equipment includes automated external defibrillators (AED). Recently the department has ordered new AED's to replace older models. To the department's and City's credit, consultants were advised that there have been two lives saved within the last 10 months through use of the devices.

Department firearms include issued handguns and patrol rifles. The patrol rifles are issued to and remain within the squad vehicles. The department is currently in the process of selecting a new handgun to be issued to all officers. In order to select this firearm the administration formed a committee of officers to provide a recommendation. Currently, this committee is in the process of test firing handguns.

During interviews with the police department personnel each person was asked the following question. "What is the level of equipment of the department? Do you have additional equipment needs?" Overwhelmingly, responses regarding department equipment were very favorable. Of those that commented on the state of the equipment, 14 persons replied that it is mostly good or very good.

One officer stated that the department lacks for nothing, they have great equipment, and the department provides everything you need.

Additional positive comments from the staff included that they are well-equipped, damaged equipment is replaced easily, when things are broken they are fixed right away when you take it to a supervisor and they have good computers and phone systems. The fact that the police administration is allowing rank-and-file members to participate in choosing the next handgun was well received. Additional comments of officer safety included the significance of the patrol rifles and that additional protective bunkers are to be added to the squads.

Only one officer rated the equipment as sufficient. Two officers indicated there were some problems with squad car cameras not all functioning appropriately. Another officer commented that it was believed that the department was in the process of getting new AED's.

Consultants find that the department is well-equipped to perform their police function. This was evidenced both from the inspection process as well as the comments by personnel. The process of utilizing a committee to help choose the next handgun is an excellent way to select the appropriate weapon, as well as the positive morale effects on including a cross-section of department members to make this important decision.

Not including the handgun, it became apparent that not all department members are aware of what is budgeted, or of what steps the police administration is taking in replacing equipment. For example, several persons were unaware that the squad cameras and the AED's are in the process of being replaced.

Recommendations:

1. Annually, after the department budget has been approved by the City Council, the Police Chief should inform the department members of the equipment included in the budget, subject to funding.

2. Continue and expand, where feasible, the practice of utilizing a committee of a cross-section of department members, to provide input into selecting important items of equipment.

TECHNOLOGY

The department has devoted considerable resources to technology. The personnel are maximizing these technologies.

The officers are provided with 800 megahertz radios that reportedly work anywhere the officers must go and have very good coverage. The squads are equipped with a system known as “Rockets” which serves as an individual hotspot for each vehicle. With an air card in the vehicle this creates a standalone Wi-Fi hotspot. There are three CAD status boards, located in the squad room, Sergeants’ office, and the records area. These status boards provide a visual real-time depiction of what each police unit is involved in at the time.

The department uses numerous software to aid in their mission. These include records search capabilities through CJIIN (known as the “incredible search”), Accurint, which is another records search program available to both investigators and patrol officers, and Electronic Driving While Intoxicated (EDWI) software which provides officers with the ability to do an electronic driving while intoxicated report and a crash report online. This software is a product provided by the state of Minnesota to produce DWI reports and all associated paperwork. Additionally, electronic traffic crash (ECRASH) software works with EDWI by utilizing a touch screen which automatically inputs addresses and other information into the report. This software enables an officer to swipe a driver’s license and all information on that person is automatically entered into the reports. Additionally, the location of the incident is recorded through an embedded GPS system in the software. As of January 1, 2016, all Minnesota law enforcement agencies are required by statute to utilize the ECRASH program.

All sworn personnel are issued department iPhones. The majority of officers have been trained to take photos with the phone that can be downloaded to the department server. This allows those

photos to later be imported into department reports. Some, but not all officers, have been trained to use audio recordings with the phones to download to the server, which can then download to the case file. All department personnel have email, and those sworn members that are issued iPhones can access their email from those phones.

The interview rooms in the building are equipped with audio and video to redundantly record interviews and interrogations. The interview can be watched by other officers live time from an adjacent room. This allows them to begin the process of checking on a person's statements and comments while the interview is being conducted.

The department has a paging system known as "Everbridge". This system has the capability to send out notifications to numerous devices, including the department issued iPhones to conduct mass notifications or call personnel to duty in times of emergency.

The Chief of Police and all Sergeants are issued Microsoft Surface, which allows them to work with department files off-site. The "Entrust" software is utilized with the system to obtain a secure connection. Therefore this gives them remote secure access to their entire departmental electronic folders.

Officers are able to sign formal complaints through their fingerprint, which serves as an electronic signature. This system, known as ECHARGING, interfaces with CJIIN. When officers submit reports they first go to CJIIN, which is then sent to the department records management system (RMS). The records management system then distributes reports automatically to the proper agencies, such as the prosecutor's office and the courts. This entire system is administered through the Minnesota Bureau of Apprehension.

The department is in the process of changing their current evidence and property software. The administration cited concerns with the abilities of their current system.

The police administration would like to consider body cameras for officers. However, the current Minnesota State Statute, Chapter 13, Data Practices Law makes use of these recordings

problematic. It should be noted that in the proposed fiscal year 2017 federal budget \$7.5 million is proposed to provide matching grants to state, local, and tribal governments that will cover up to half the cost of purchasing body worn cameras. Therefore, it would be wise for the police administration to track this funding source and be prepared to make application for funding.

Additionally, the administration would be favorable to purchasing a thermal imaging device. A local incident was cited in which an endangered person was found by a neighboring police agency. Particularly with the cold weather in the winter, such a device could be very helpful in locating persons at risk.

When consultants interviewed department members the following question was posed. ” Are there new technologies that the department needs? What is the level of technology usage currently?”

The majority of those responding felt that overall their technology works well. Comments included; the department has advanced by leaps and bounds, department keeps up with technology within the budget, they are very equal to surrounding agencies, and they have incredible search capabilities An Officer that served with a previous department indicated Mendota Heights Police Department is light years ahead of that previous agency. Additionally, the technology in the squads was described as “awesome”.

There were some recommendations to improve technology. These included obtaining an updated model IBIS device. This equipment allows an officer in the field to obtain a photo and driver’s license information from a person by electronically obtaining their fingerprint. One officer stated a portable thermal imaging device could be useful. One officer indicated that the evidence system software does not work well. And a civilian support specialist indicated that video submitted into the system could not be downloaded to add to case files that were sent to the prosecuting attorney’s office. One officer felt that overall the technology is good but one improvement could be utilizing social media more to inform the public of issues.

The administration supports obtaining both the IBIS device and the portable thermal imaging unit. The department also has a replacement plan for the in car videos but not all officers are aware of this.

Recommendations:

1. Track the federal proposal for matching grants for body cameras and be prepared to make application for funding.
2. Obtain costs on a thermal imaging device. Consider sharing the cost, and the use of the device, with neighboring agencies.
3. Ensure that support specialists are trained in downloading video to include in police reports sent to the courts and other agencies.
4. If the department adds an Administrative Captain then that person could further consider the use of social media by the department.

STAFFING AND SUPERVISION

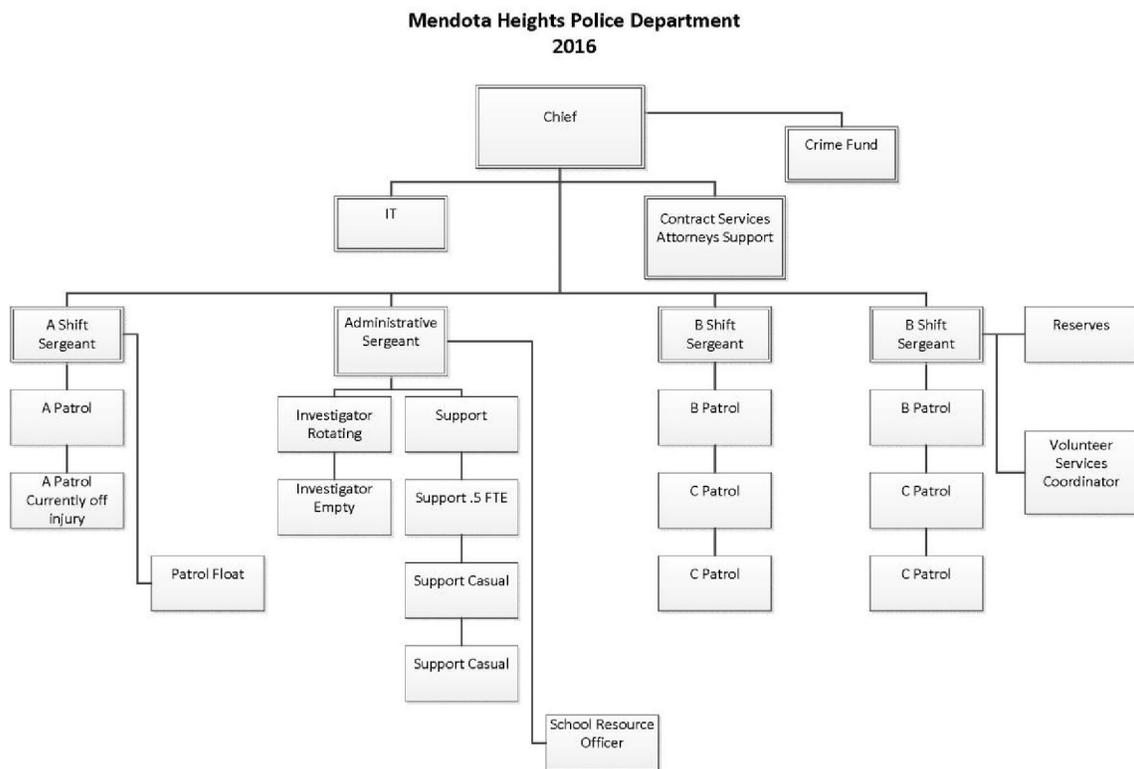
The authorized strength of the Police Department is a total of 23 full and part-time employees, along with an additional six volunteers which includes five Reserve officers and a Volunteer Services Coordinator. The department also uses the services of Police Chaplains.

Of the authorized total, 17 are sworn full-time personnel comprised of the Police Chief, four Sergeants, one Investigator, one School Resource Officer and 10 Patrol Officers. In addition to the 17 full time sworn personnel, the department employs one casual full-time licensed officer. This position is filled by a retired Mendota Heights Police Officer. Although this Officer retains police licensing, this position is limited to providing event security, and instructing DARE classes once per week for 11 weeks per year.

The civilian staff includes one full-time Support Specialist, two halftime Support Specialists, and two Support Casual positions. These five persons conduct the records and other administrative functions for the department. The two support casual employees are not on a set schedule but are called upon when needed due to workload or time off for the other support specialists.

The five Reserve Officers are non-licensed, non-sworn, and are unpaid volunteers. They are in a uniform distinctly different from the Police Officers and are not armed with firearms. Their function is to assist at special events, handle calls for service that do not require a sworn officer, conduct prisoner transports, and are trained in first aid and CPR. The Volunteer Services coordinator serves to organize events and coordinates reserve staffing. The position is also not paid except for when involved in activities with the Citizens Police Academy.

Beginning in January 2016 the department reorganized. This reorganization included creating the position of Administrative Sergeant and changing patrol shift hours from 9.5 hours per day to 10 hour shifts. Additionally, the administration instituted a policy of requiring a minimum of two patrol personnel per each shift. This minimum could be comprised of a combination of police officers and sergeants. This current organizational chart is shown below.



The new shift schedule creates three teams being designated as A, B, and C teams. Team A shift hours are 7 AM to 5 PM. Team B shift hours are 5 PM to 3 AM. Team C shift hours are 9 PM until 7 AM. In a two-week pay period, each officer and Sergeant is assigned to eight 10-hour

workdays. One Sergeant is assigned to team A, and two Sergeants are assigned to team B with alternate days off. No Sergeants are assigned to team C. Therefore, team B Sergeants supervise not only team B Officers on the shift, but also team C Officers from 9 PM until 3 AM, with no Sergeants assigned to team C. There is never a supervisor on duty from 3 AM until 7 AM.

Assigned to team A are three Patrol Officers. However, currently one of those three Officers is off on an injury. Team A is now supplemented with a “float” officer. Team B is staffed with two Patrol Officers. Team C, which does not have a Sergeant, is staffed with four Patrol Officers. Every Wednesday creates an overlapping shift for all of the teams. Therefore, with the current staffing levels and shift configurations, the only days patrol shifts are scheduled to have any more than the minimum staffing level is on Wednesday. This creates a situation in which any time an Officer or Sergeant is off duty due to compensatory, vacation, holiday, personal leave, training, extended disability (sick time), or other leave the shift must be covered utilizing overtime hours.

The current scheduling of the patrol shifts is becoming problematic for the department. Significant overtime is being expended to fill shifts. The problem has been exacerbated due to personnel that are currently off for extended periods of time. During the interviews with employees the consultants asked; “Do you have any concerns regarding the staffing levels of the agency”? Of the 19 persons interviewed, 14 indicated that they did have concerns. Several members felt the change to a 10 hour shift in patrol will be difficult to staff. When asked; “What major issues currently face your agency?,” five persons stated that staffing is a concern.

In January, 33 hours of overtime were required to fill patrol slots. In February, that number rose to 44.5 hours, through March 16th, 30 hours of overtime had been expended and there are anticipated to be 44 hours additional in March, for a total of 74 hours. The current average overtime rate of officers and sergeants is \$59.21. Therefore, it is expected that for the first quarter of the year a total of 151.5 hours of overtime at a cost of \$8,970.31 will be expended. The entire overtime budget for patrol for the year is \$90,500. At the end of March, 9.9% of the entire overtime budget will be expended solely for shift fill. At that rate, 39.6% of the entire overtime budget will be expended this year for this overtime cost. It is further anticipated that

there will be more cost in the summer months due to vacations. In January, only six days of vacation were utilized by the entire patrol force.

Consultants first reviewed staffing assigned to the patrol function. This is the area that has the most police personnel assigned. Consultants utilized the model developed by the International Association of Chiefs of Police to study patrol staffing. The International Association of Chiefs of Police (IACP) has developed a patrol staffing model to determine the appropriate number of patrol officers to be assigned to the patrol function. This calculation does not include supervisory ranks.

The IACP formula takes into account incidents reported (for this study includes citizen calls for service, traffic stops, and other officer self-initiated activities), average time to respond and handle the incident, patrol officer availability (relief factor), and a calculation for administrative duties (servicing vehicles, personal relief and break/meals, in-service training, meetings, etc.), as well as preventive/proactive patrol. This formula assumes that on average 45 minutes is required to handle an incident. The formula also assumes that one-third of an officer's time should be spent on this activity to allow for another third to be devoted to administrative duties and the final third on preventive/proactive patrol.

Consultants reviewed patrol calls for service from January 1, 2011 through December 31, 2015. The following lists the total calls for service for each of those years.

- 2011 7,618 calls for service
- 2012 8,531 calls for service
- 2013 8,175 calls for service
- 2014 7,725 calls for service
- 2015 7,079 calls for service

The number of calls for service for those five years is relatively stable. The calls range from a high of 8,531 calls recorded in 2012 to a low of 7,079 calls for service in 2015. The average number of calls for service for those five years is 7,960.

The following calculation is derived from the average of 7,960 calls for service recorded by the Mendota Heights Police Department over that period of time. Calculations are based on an eight hour shift.

- First, the 7,960 incidents are multiplied by .75 hours (45 minutes) to find that 5,970 hours are needed in patrol to process these incidents.
- Next the 5,970 hours are multiplied by three to allow for administrative and preventive/proactive patrol to find that a total of 17,910 hours are needed in patrol.

To staff one patrol position for a full year 2920 hours are needed (8 hours times 365 days). The required 17,910 hours are divided by 2920 showing that it takes 6.13 patrol units to process the volume of 7,960 incidents requiring 17,910 hours of response time.

Mendota Heights patrol officers are scheduled to work 2,080 hours per year. Consultants examined total leave times for all patrol officers and sergeants that worked in patrol for the years 2013 through 2015. The average annual time off per Officer or Sergeant, for all of the following leave categories, are shown as follows.

- Compensatory time 49.13 hours
- holiday time 8.2 hours
- extended disability time (sick leave) 39.3 hours
- personal leave time 19.3 hours
- vacation time 140 hours
- total annual average time off per officer 255.93 hours

Of the 2,920 hours needed to staff one patrol unit, an officer is available 1,824 hours (2,080 scheduled hours minus 255.93 hours of time off). To determine how many officers are needed to staff one patrol unit for one year, divide the number of hours needed by the number of hours

available (2,920/1,824) to determine the availability factor. The availability factor is calculated at 1.6. Therefore, 1.6 officers are required to fill each patrol unit.

Since 6.13 patrol units are required this is multiplied by the availability factor of 1.6 which results in: **1.6 Availability Factor times 6.13 patrol units = 9.8 Officers required to staff the patrol function.**

As seen from the calculations, Mendota Heights Police Department patrol should be staffed with 9.8, or 10 patrol officers. Currently 10 officers are assigned to serve in patrol. Therefore, staffing of this function is at the desired level.

Consultants next examined the staffing level of the investigative function. At this time one Investigator is assigned. Staffing levels were higher for this function in past years. In 2009 up to two officers served (not all for the entire year) and were supplemented by assistance from the School Resource Officer during summer months. In 2011 the number of Investigators assigned to this function was decreased to two Investigators with assistance from the School Resource Officer.

Prior to 2011 almost every criminal case was assigned to investigations to either conduct a full follow-up investigation, or at least a review. In 2009 there were 849 cases assigned and in 2010 there were 671 cases assigned. In 2011 the department began a more careful screen of cases based upon "solvability factors". Solvability factors include those matters that make it more probable for a case to be solved in which the offender is initially unknown. This would include such items as existence or lack of witnesses, physical evidence, video, etc. If a case lacked factors which would make it more probable for an offender to be identified, then the case was not actively investigated. This allows the investigators to focus their efforts where there is more likelihood to make an arrest or clear the case. In 2011 the number of cases assigned was reduced to 355. This number of assignments remained relatively stable. In 2012, 325 cases were assigned, in 2014, 339 cases, and in 2015, 358 cases. The year 2013 was the lowest year of assignments with a total of 205. From 2011 through 2015 there was an average of 316 cases assigned for follow-up investigations.

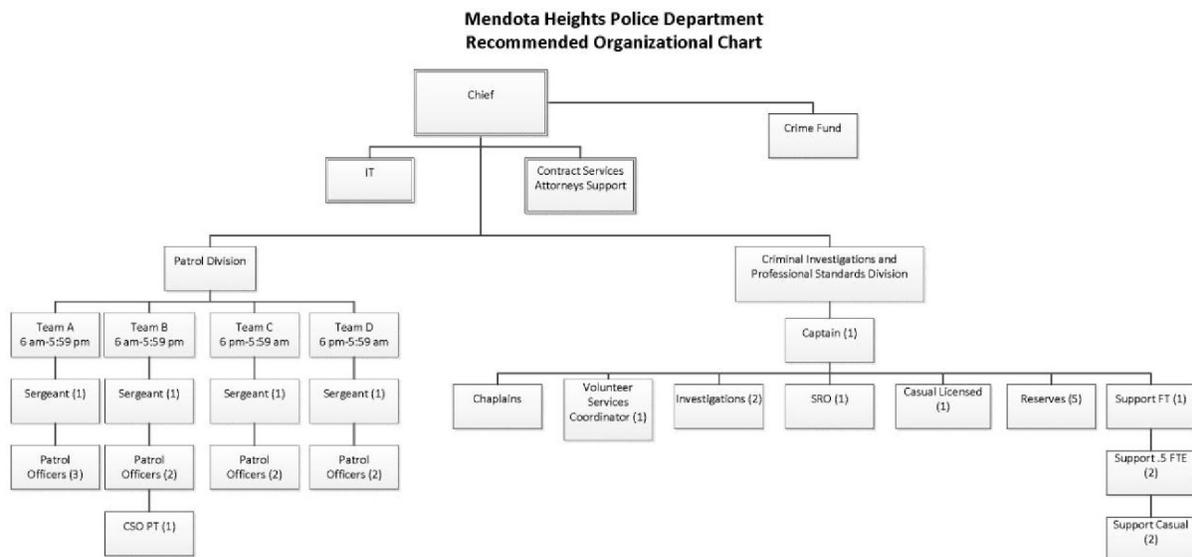
With the changes made in staffing in 2016 one investigator has been assigned this duty. Assuming an average time off of 255.93 hours for the investigator (same as patrol), this investigator will be off-duty approximately a total of 136 days per year (255.93 hours divided by an eight hour shift equals 32 days and the additional 104 days for Saturday and Sunday). Therefore the investigator will work approximately 229 days in a calendar year. If the average of 316 cases were assigned to this one investigator, that would equate to 1.37 cases assigned per day. However, the current investigator also serves on the regional SWAT team which requires him to participate two days of training every month. He is also assigned to an arson investigation team which takes away from his time investigating Mendota Heights cases. With both of these collateral duties over 24 additional days is deducted from his time. If it is assumed that this investigator would be available a maximum of 205 days per year then on average he would be assigned 1.54 cases per day. When necessary, the Administrative Sergeant is assisting with investigations. However, even with that support, less time is allowed to fully follow-up on the cases assigned. Since one investigator cannot keep up with the caseload previously assigned to multiple persons, cases are carefully screened and only those with a higher likelihood of being solved or cleared are assigned. Of course however, violent crimes against a person are all assigned for follow-up. Through March 16 of 2016 the one investigator has been assigned 41 cases. If that rate continues, significantly fewer cases will be assigned for follow-up. The police administration reported that this year they have received at least three phone calls from citizens concerned about the response they have received on follow-up to offenses perpetrated against them.

The civilian support staff was also reviewed. This group conducts the record-keeping function for the department as well as serving at the front desk. The staff includes one full-time support specialist, two halftime support specialists, and two designated as casual support on call. Every weekday morning, the Chief of Police and/or Administrative Sergeant meet with the support staff on duty as well as the investigator. They go over what clerical functions must be performed that day. This function seems to be appropriately staffed to properly perform their duties. Additionally, if needed due to workload the support casual employees are assigned to assist the full-time and halftime support specialists.

The department also has the services of volunteer reserve officers. At the beginning of 2016 there were three reserves but two additional have recently been hired bringing staffing to five reserves. The volunteer services coordinator helps to schedule the reserves for special events and other duties.

The reserves are used for tasks such as shuttling vehicles for service, taking other equipment for repair, other delivery tasks, etc. However, these persons are volunteers and have other jobs or responsibilities. Therefore they are not always available. This then results in having the Administrative Sergeant perform these tasks.

Consultants recommend changes in the organizational structure of the department, the patrol schedule, and the addition of an Administrative Captain and a part-time Community Service Officer (CSO). The recommended organizational chart, which includes the additional personnel, is shown below.



Currently the Chief of Police is the only exempt sworn position on the department. All patrol officers are represented by Law Enforcement Labor Services, Inc. and all Sergeants are represented by the Minnesota Public Employees Association. The Administrative Captain should be an exempt position. By adding this position the Administrative Sergeant would be put back into patrol to provide more supervision and coverage.

The Administrative Captain will report to the Chief of Police. This position will directly supervise the functions of investigations, support, the school resource officer, the reserves and volunteer services coordinator, and the chaplain program. This position is placed in a new division entitled criminal investigations and professional standards division. This Captain will also have the duties of internal affairs. In that role this person will receive, investigate and address citizen and internal complaints against department employees. It is recommended that the person hired or appointed to this position have a strong background in conducting internal affairs or receive significant training.

Additional duties could include responding and taking command at major incidents, conducting performance evaluations for assigned personnel, administering positive feedback and punitive discipline as necessary, participating in preparing the department's annual budget, serve as a media representative when needed, serving on boards and committees such as the Dakota County Drug Task Force and the CJIN Steering Committee, preparing periodic or special reports as assigned assisting with advance planning for special events. Occasionally, as duties permit, this person could fill in for patrol supervisor duties in the absence of a patrol Sergeant, thus also saving over-time costs. The Captain would be second in command of the Police Department and would serve as the chief executive when the Police Chief is out of town.

In July 2015 Chief Aschenbrener calculated the first year cost of pay and benefits for this position at approximately \$128,000. Additionally, one time setup costs for office equipment and supplies was estimated at \$36,800.

The current patrol schedule of 10 hour shifts, along with the two officer minimum, does not appear to be sustainable. It is recommended that patrol adopt a 12 hour shift with four teams. The

Administrative Sergeant should be transferred to patrol which then allows for a sergeant to be assigned to each team. This will create more consistent supervision and will eliminate the current four hour gap from 3am until 7am in which no supervisors are present in patrol. The recommended organizational chart transfers one officer from patrol to investigations. However, the fourth Sergeant in patrol covers that loss. The patrol division will be comprised of four Sergeants and nine officers. Three of the teams will have two officers assigned and one team will have three officers. However, this offers flexibility in that the third officer can be transferred to other teams to fill in vacancies due to injuries or other shortages. The two officer minimum requirement can be sustained much easier with this shift configuration which allows an officer to take time off without requiring mandatory overtime to fill the slot. A sample 12 hour shift configuration for patrol is depicted below. The boxes shaded in gray represent scheduled days off. In a 14 day cycle each officer is scheduled to work six 12 hour days and one 8 hour day. The department has flexibility on which days to schedule for eight hours and what those hours will be. As an example, in this schedule, the eight hour days are adjacent to regular days off and are not scheduled for Friday or Saturday.

April 3-April 30, 2016		3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30		
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Officer 1			O	O			O	O	O	8		O	O			O	O			O	O	O			O	O	8			O	O
Officer 2			O	O			O	O	O		8	O	O			8	O	O			O	O	O			O	O			O	O
		3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30		
April 3-April 30, 2016		S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S		
TEAM C		O			O	O				O	O			O	O	O			O	O				O	O			O	O		
Sgt. C		O		8	O	O				O	O			O	O	O			O	O				O	O	8			O	O	
Officer 1		O	8		O	O				O	O			O	O	O		8		O	O			O	O			O	O		
Officer 2		O			O	O			8	O	O			O	O	O	8		O	O				O	O			O	O		
TEAM D		S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S		
Sgt. D			O	O	8		O	O	O			O	O			O	O		8		O	O	O			O	O			O	O
Officer 1			O	O		8	O	O	O			O	O			O	O	8		O	O	O			O	O			O	O	
Officer 2			O	O			O	O	O	8		O	O			O	O			O	O	O			O	O	8			O	O
			O	O			O	O	O			O	O			O	O			O	O	O			O	O			O	O	

The addition of two more reserve officers will be helpful in completing various tasks that do not require a sworn officer. However, these reserve officers are volunteers and typically have other occupations. Therefore it can be difficult to schedule them on a regular basis.

To ensure that sworn officers are not required to regularly perform these tasks it is recommended that a part-time (20 hours per week or less) community service officer be added to a day shift team. The functions performed by the CSO would include, but not be limited to, animal control, setting up and monitoring the speed trailer, taking department vehicles for service, cleaning department vehicles, directing traffic, handling or assisting at calls for service in which a police officer is not required, and assisting at community events. This person would be in uniform similar to a reserve officer and distinctly different from a police officer. Other nearby agencies that have CSO positions average hourly pay is reported at being between 15 and 22 dollars per hour. If the City sets the wage at \$18.50 per hour (the average of surrounding agencies) and an additional 16% for benefits is included, the total hourly cost is \$21.46. The first year annual cost for this position is estimated at \$22,318 based on a 20 hour work week with 1,040 hours per year.

To improve the investigative function this recommended restructuring adds a second investigator as well as assigning supervisory duties to the Administrative Captain. The category of cases to be followed up can be expanded and more time can be devoted to each case.

Recommendations:

1. Adopt the revised organizational chart.
2. Change the patrol scheduling from 10 hour to 12 hour shifts.
3. Approve the position of Administrative Captain.
4. Approve the part-time Community Service Officer position.

MANAGEMENT AND LEADERSHIP

To consider the management and leadership of the department consultants examined a number of issues including training, department relationships with other law enforcement agencies, complaints against department personnel and internal affairs, communication, and teamwork in the supervisory ranks.

The consultants reviewed the departments training program as part of the consideration of management and leadership. The department has an obligation to ensure the workforce is trained appropriately to complete their mission. Failure to train appropriately can result in poor work quality as well as liability.

The department provides the appropriate training necessary and devotes substantial time and effort. Additionally, the department tracks and records all training.

Over the past three years training has increased. The department tracks the total number of hours spent on training as well as the hourly cost. In 2013 the department completed 675 hours of training for a total hourly cost of employees' time of \$30,423. In 2014 the number of hours increased to 972 with an annual cost of \$44,098. In 2015 the training and hourly cost again increased with 1592 hours of training at a cost of \$77,803. Over those three years, 3239 hours were devoted to training at a total cost of \$155,325. This represents an average cost per hour of \$47.95. The department keeps records on monthly training by employee, the course, and the total number of hours, the total cost, and whether or not overtime was utilized.

Police agencies in the state of Minnesota are required by legislation to provide training on certain matters, keep records, and report this information to the Minnesota Board of Peace Officer Standards and Training (POST). Specifically, the records required include Use of Force, and Police Pursuit and Emergency Vehicle Operations. Minnesota statute requires that all peace officers must complete use of force training every year. Regarding police pursuit and emergency vehicle operations all officers must complete an eight hour course in emergency vehicle operations and in the conduct of police pursuits every five years. Officers are also required to complete 48 hours of continuing education within their three year license renewal period. The department keeps an annual spreadsheet of training to log these requirements. An annual spreadsheet lists records on all officers showing a winter firearms shoot, an eight hour use of force course, first responder course (medical), 3-ECHO (active shooter training in conjunction with fire and EMS every three years), annual firearms qualification, summer firearms shoot, less lethal shotgun, and TASER.

The Chief of Police must annually submit a “Policy and Training Compliance” review form to the POST Board certifying the required training as been completed. In addition to the annual submittal of that form the POST Board is required to make a number of on-site compliance review visits with Minnesota police agencies. In March 2015 the board informed the Mendota Heights Police Department that they would be conducting an on-site compliance review visit on April 17, 2015. The department was required to provide their information on deadly force and firearms use and police pursuit/emergency vehicle operations. Both the written policies and proof of training was required to be examined. That on-site compliance check was completed and in June 2015 the Chief received a letter from the post Board stating that the records provided indicated officers are receiving the appropriate annual training and use of force and firearms as well as emergency vehicle operations and pursuit driving. In addition to the letter the department received a certificate from the board in recognition of compliance with legislative mandates and POST Board rules.

During the interviews with department staff the consultants pose the question: “What are the training needs of the department?” Most comments were favorable regarding the level of training. The majority felt that training was good and one officer commented that the Chief does a good job of training. Several persons confirmed they complete all the mandatory POST trainings and especially those dealing with firearms. Several persons also commented favorably about the training programs that have been developed in conjunction with the West St. Paul Police Department and the Inver Grove Heights Police Department. It was felt that by training together they are both developing instructors that can be used for all three departments, and, as a practical matter, by training together and being consistent they will all function better in the case of a critical incident in which all three departments are involved. Several officers commented that they have requested courses to enrich their jobs and have been allowed to attend.

Comments received during interviews from personnel suggesting improvement included developing a weekly or monthly training course with input from the staff. Report writing was suggested as a periodic refresher training to reduce simple coding errors that result in reports getting rejected and needing to be redone by the officer.

In summary, the consultants find that training is at a level appropriate to have the staff perform their jobs well, to prepare personnel to improve their skills, and avoid liability for the department. The 3-ECHO training was found to be an excellent initiative for active shooter training. This is a training program in which all Dakota County police agencies participate. The Mendota Heights Police Department does this training with West St. Paul, South St. Paul, and Inver Grove Heights along with the fire departments and emergency medical service of these jurisdictions. This training is designed to have police, fire, and emergency medical services coordinate efforts in the case of mass shootings to both stop and apprehend the offender as well as quickly provide extraction and medical care to the wounded. These departments coordinate a rotational training in which all officers receive the training in a three-year cycle. As part of the police pursuit training all Mendota Heights officers receive training in pursuit intervention tactics (PIT) in a five-year cycle after completing an initial emergency driving course.

Training for the department is primarily the course as required by Minnesota statute supplemented by requests for other training courses by department individuals. This is appropriate, however, consultants advise that an annual training curriculum be prepared, for staff based on their job assignment, to ensure a level of training for all employees. For example, as one person recommended, an annual refresher on report writing could be provided to all patrol officers. These trainings can be done on duty and provided by agency staff.

Another area the consultants examined in order to gauge the management and leadership of the department was to look at the relationship between the Mendota Heights Police Department and surrounding police departments. In the interviews with department staff, the question was posed; “What is your relationship with surrounding police departments?” The responses were overwhelmingly positive. Of the 19 persons interviewed, 18 of those described the relationships as either fantastic, great, really, very, or pretty good, good, or pretty close. Several persons commented how they worked especially well with the City of West St. Paul Police Department. Other departments that they mentioned that they had very good relationships with included Inver Grove Heights, Eagan and the State Patrol. Additional comments included that there is a monthly investigator meeting with departments on the northern edge of the county for information sharing and networking. This was commented on as being very successful. There was also mention that

there is a criminal justice information support group which helps the records personnel share best practices. One person could not answer the question as they had only been with the department a very short time.

Another area the consultants reviewed in consideration of the management and leadership of the department was the nature and number of citizen and internal complaints against police department personnel. It was reported that for the ten year period from 2006 through 2015 only seven complaints from citizens were received. Of those seven, one complaint was exonerated and the other six were unfounded. During the same ten year period, 15 internal complaints were investigated. The low number of external complaints, along with the fact that they were either exonerated or unfounded, which show that there are not problems with police and citizen interactions. However, with the internal conflicts noted in the section on Department culture and climate, consultants question whether or not policy violations are brought to the attention of the police administration for appropriate follow-up.

During the study the consultants found that communication could be improved from the Chief of Police to the line staff. The Chief of Police does a good job in meeting regularly with the Sergeants. In these meetings there is open discussion about the issues facing the Police Department. The Chief relies on the Sergeants to carry this information forward to the patrol officers and civilian staff. There were some indications that not always is the information relayed accurately to the line staff. The Chief should require that the Sergeants report back in writing, on a regular basis, as to when, how, and what they have briefed their subordinates on from the staff meetings.

Additionally, during interviews with personnel, there were several instances where staff was unaware of actions the administration was in the process of taking. For example, there were complaints about in car-video cameras and the evidence software system not working correctly. However, the department was already in the process of replacing these items.

With the internal divisiveness, as explained in the culture and climate section of the report, consultants feel it would be best to have the Chief conduct quarterly open department meetings.

The purpose is to further inform employees about any changes to occur, equipment to be purchased, personnel to be hired, department policy changes, etc. These meetings can be rotated between days and evenings. Attendance by off-duty personnel is optional. These meetings will help ensure the Chief's message and information is correctly conveyed to line personnel.

During the on-site visit the consultants attended a morning meeting with the Police Chief and a group of local area Police Chiefs and command staff of other police agencies. Although this was informal in nature, it was clear that these persons have an excellent professional working relationship. It was concluded by the consultants that the leadership and management of the Mendota Heights Police Department has established excellent working relationships with surrounding agencies. This is vital in a suburban area in a major metropolitan area for a police department to be successful.

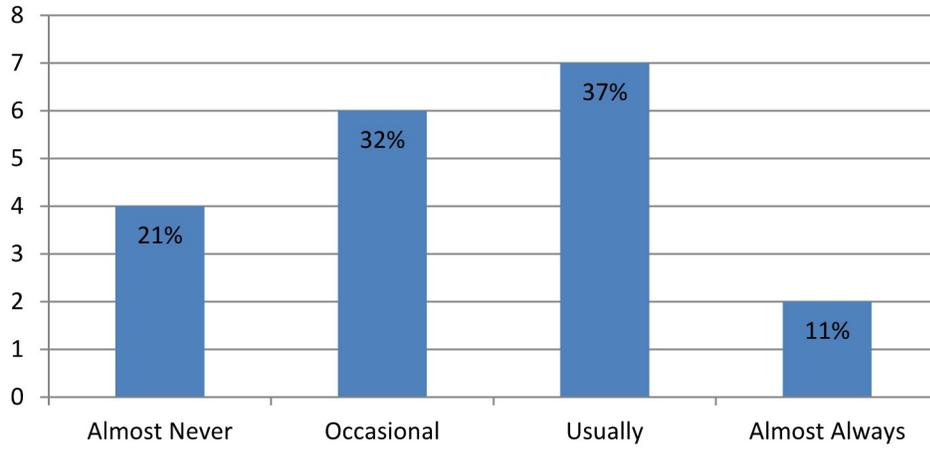
Recommendations:

1. Prepare an annual training curriculum for all employees based on their job assignment.
2. The Police Chief and Sergeants should review how internal policy violations are investigated and make appropriate revisions.
3. The Chief should require that the Sergeants report back in writing, on a regular basis, as to when, how, and what they have briefed their subordinates on from the staff meetings.
4. Chief conduct quarterly open department meetings. These meetings should be rotated between day and evening hours.

DEPARTMENT CULTURE AND CLIMATE

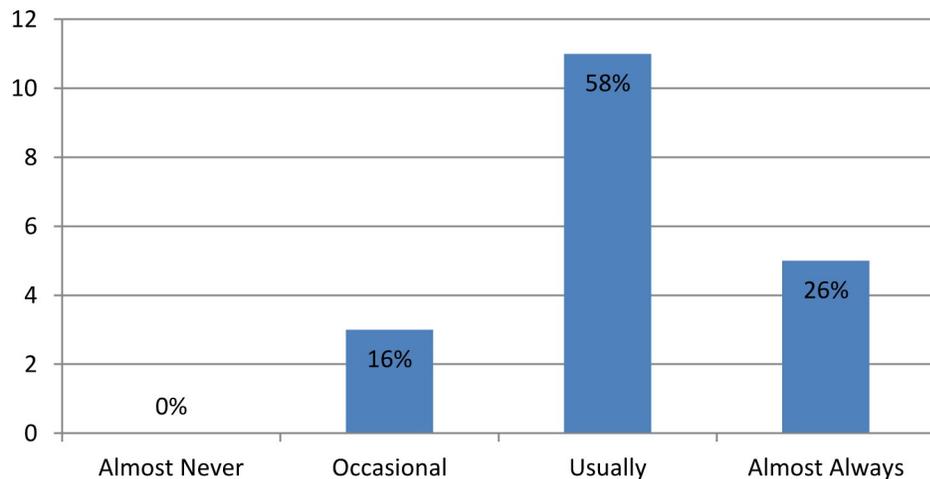
In order to understand the current state of employee issues related to the internal Department culture and climate, consultants individually interviewed 19 employees including all four Sergeants, all 12 officers, the full-time Support Specialist, and two part-time Support Specialists. In addition to open ended questions each person was asked to rate 12 specific questions as either; almost never, occasional, usually, or almost always. The raw numbers and percentage of answers are shown in the following 12 charts.

Chart 1
The Organizational Struture Encourages Adequate Planning and Participation



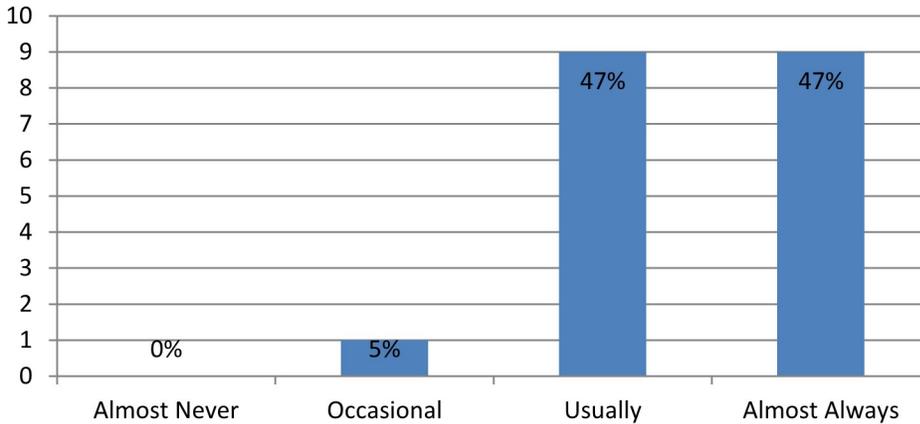
Almost Never	Occasional	Usually	Almost Always
4	6	7	2
21%	32%	37%	11%

Chart 2
Individuals Practice the Ethical Standards of the Organization.



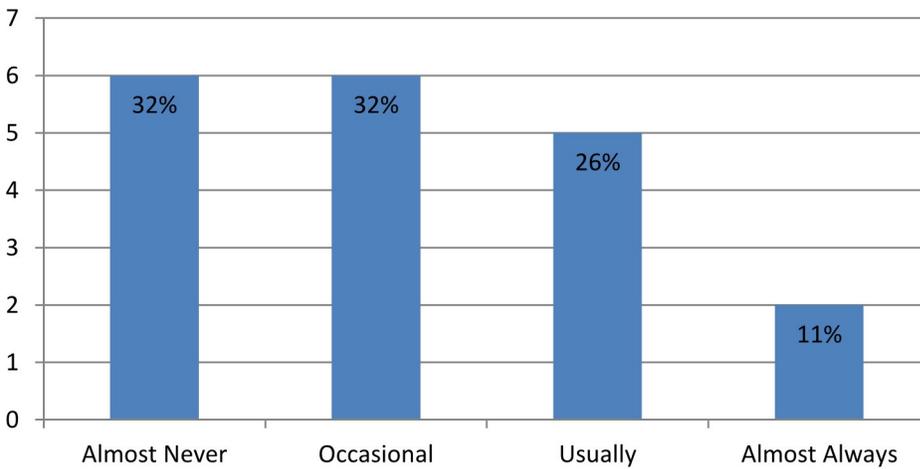
Almost Never	Occasional	Usually	Almost Always
0	3	11	5
0%	16%	58%	26%

Chart 3
Throughout the Organization There Are
Examples of Individuals Who Act Out Their
Commitment to do the Right Thing.



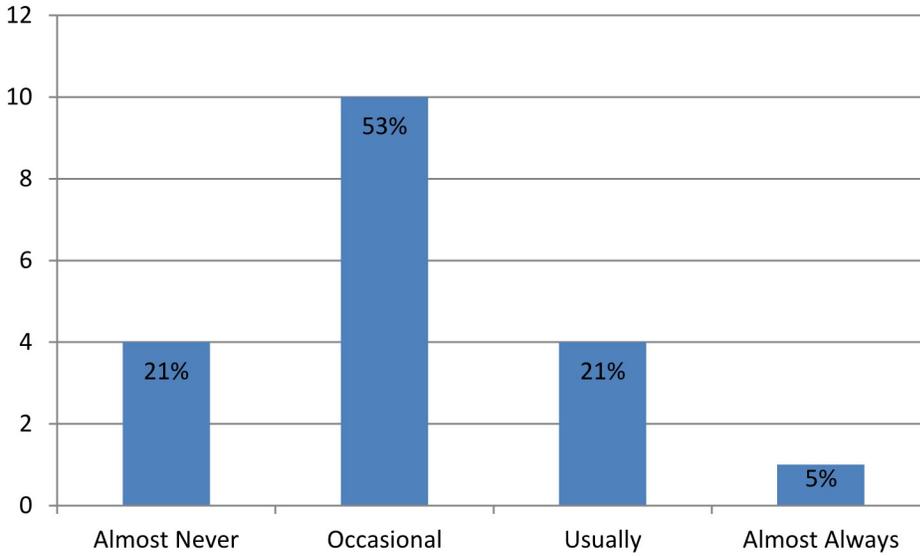
Almost Never	Occasional	Usually	Almost Always
0	1	9	9
0%	5%	47%	47%

Chart 4
Those Affected by a Decision are Involved in
the Decision Making Process



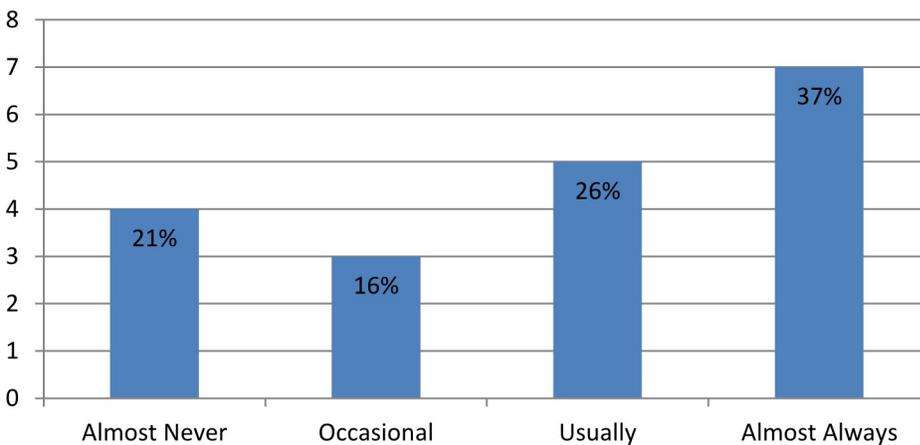
Almost Never	Occasional	Usually	Almost Always
6	6	5	2
32%	32%	26%	11%

Chart 5
People and Groups in the Department Trust Each Other

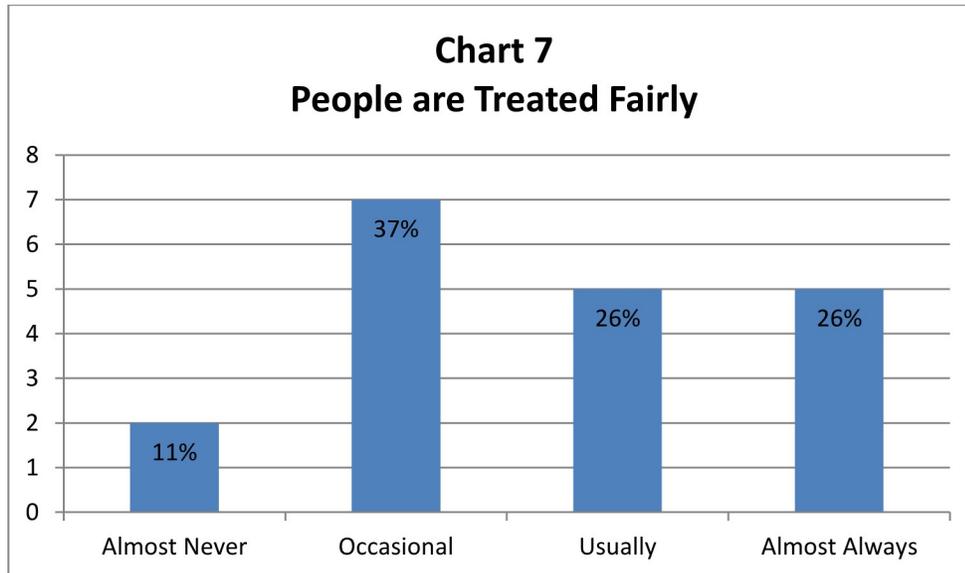


Almost Never	Occasional	Usually	Almost Always
4	10	4	1
21%	53%	21%	5%

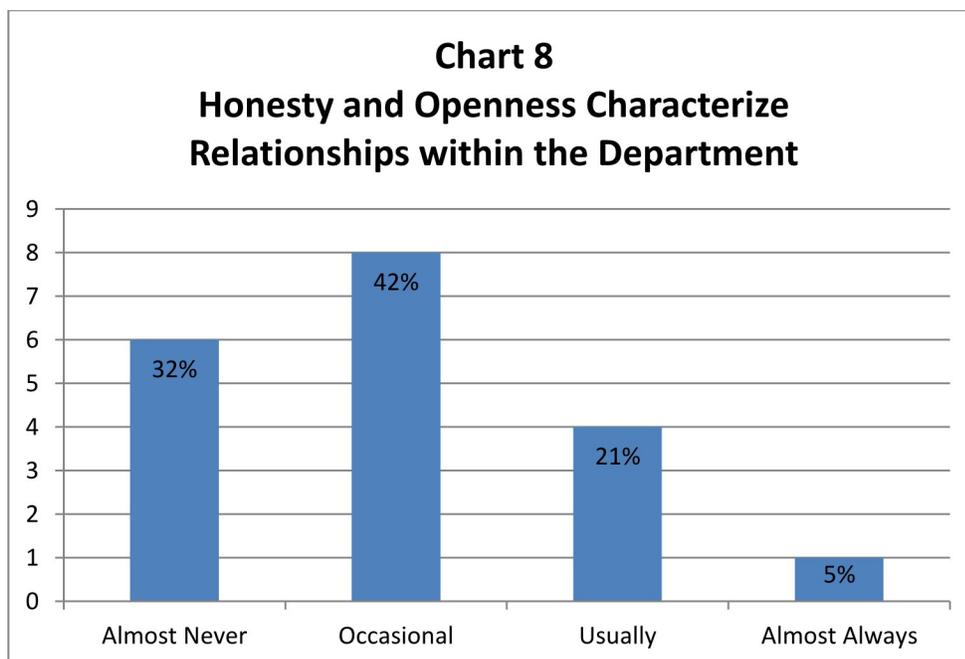
Chart 6
The Organization States and Promotes its Ethical Values



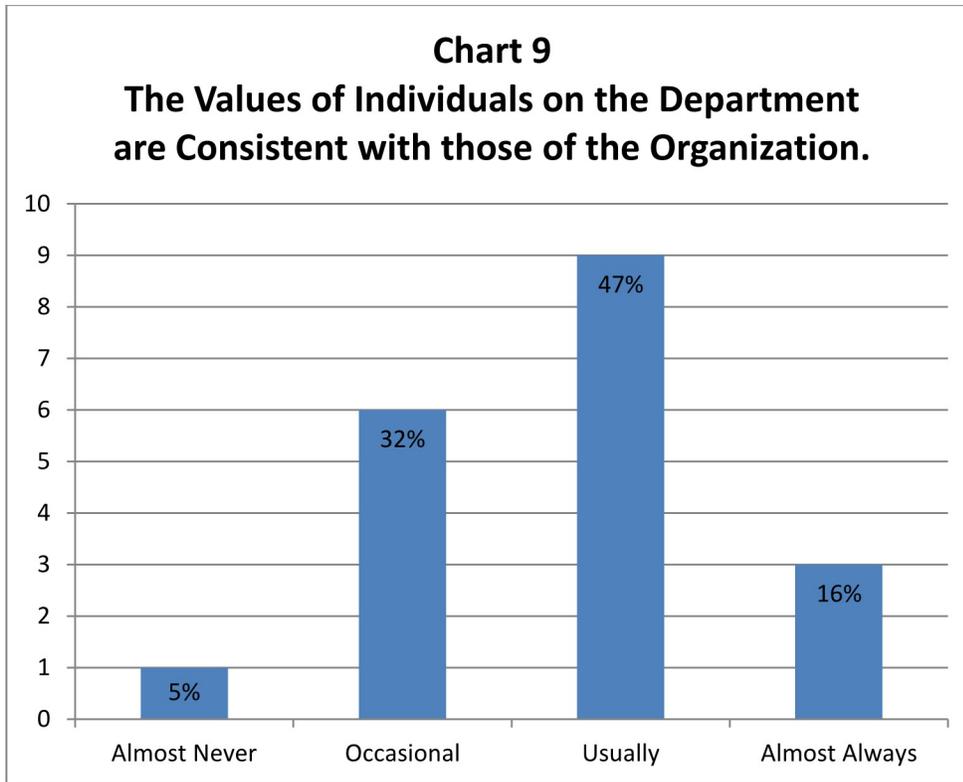
Almost Never	Occasional	Usually	Almost Always
4	3	5	7
21%	16%	26%	37%



Almost Never	Occasional	Usually	Almost Always
2	7	5	5
11%	37%	26%	26%

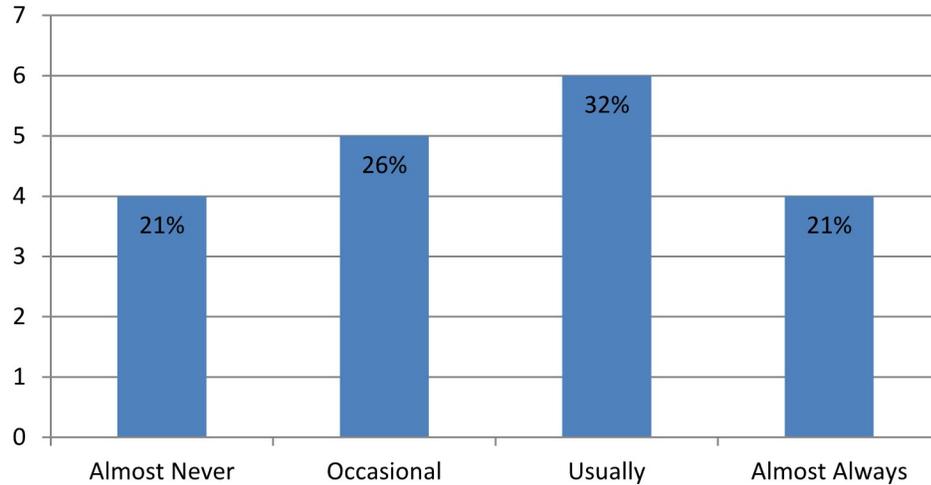


Almost Never	Occasional	Usually	Almost Always
6	8	4	1
32%	42%	21%	5%



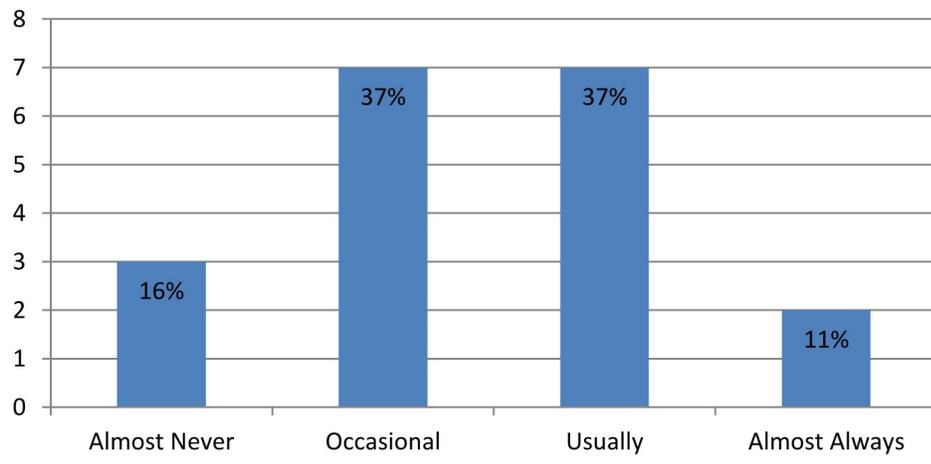
Almost Never	Occasional	Usually	Almost Always
1	6	9	3
5%	32%	47%	16%

Chart 10
A Clear Sense of the Organization's Mission is Shared.



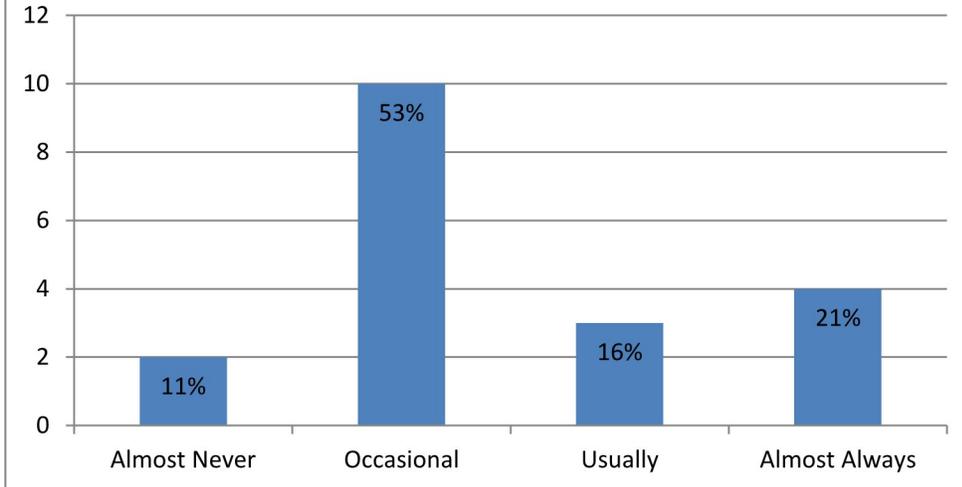
Almost Never	Occasional	Usually	Almost Always
4	5	6	4
21%	26%	32%	21%

Chart 11
There is Respect for Views of Others within the Department.



Almost Never	Occasional	Usually	Almost Always
3	7	7	2
16%	37%	37%	11%

Chart 12
Throughout the Organization People are Held Accountable.



Almost Never	Occasional	Usually	Almost Always
2	10	3	4
11%	53%	16%	21%

From the information derived from the employee interviews consultants found that the majority of employees support the police administration and want to progressively move the department forward. However, there is a small group of persons with ulterior motives and make it difficult for the Police Chief and administration to succeed.

Numerous persons cited this division of employees. During the employee interviews consultants asked the question; “What major issues currently face your agency?” Of the 19 persons interviewed, 14 commented that there is a division between employees in groups on the department. A theme found was that employees recognize that police work involves conflict resolution on a daily basis, but they do a very poor job when it is amongst them. There was also hope expressed that change comes and the department resolves conflict and differences between individuals and groups.

The consultants find that the divisiveness within the department is creating difficult work conditions and inhibiting progress. It may also contribute to unsafe conditions as there is a lack

of trust between the small number of persons creating problems and the majority of employees that support the administration.

Consultants recommend a two-pronged approach to improving the internal culture. First, when supervisors and the Police Chief become aware of employees that are violating department policies this needs to be addressed immediately. Allowing detrimental behavior to continue will only increase in amount and severity. If an Administrative Captain is added to the force, this position can focus on clear and consistent enforcement of department policies.

Secondly, actions should be taken to bring cohesiveness within the department. Consultants recommend obtaining the services of a firm specializing in transitioning police departments with difficult work cultures into successful healthy agencies. One firm consultants are familiar with that specializes in this service is Breach Point Consulting. This firm teaches police leaders how to negate the toxic work climate which can be caused by what they refer to as, “Universal Police Frustrations”. They also present a program for line personnel, in which staff are taught to remove classic frustrations encountered by law enforcement officers which impact and reward cynicism, and lead to a personal and professional healthy lifestyle. Chief Aschenbrener expressed that he is familiar with this firm and was impressed with their product.

Another group that the Chief should confer with is the Psychological Services section of the International Association of Chiefs of Police. Consultants spoke with a member of this group who advised that they could refer the Chief to a member of that section who practices in the state of Minnesota.

Recommendations:

1. All Sergeants should receive updated training on proper ways to conduct internal investigations as well as disciplinary procedures.
2. If an Administrative Captain is added to the force that person should be in charge of the internal affairs function of the department.
3. The department should use a firm specializing in organizational change to provide a seminar and training to all department personnel.

4. The Chief of Police should confer with the psychological services section of the international Association of Chiefs of Police to discuss what services they may provide.

CONCLUSION

From the study conducted, it is clear that the residents of Mendota Heights and become used to a high level of police responsiveness and safety. Crime, particularly violent crime, is rare in the City. Over the past several years response times to calls for service are recorded as very low.

The department provides excellent service to the citizens. From the study the most significant concerns are within the department related to staffing and culture.

Consultants recommend adopting a revised organizational chart which includes additional staff. One full-time and one part-time additional position are recommended. The cost related to these additions is a first year salary and benefit amount of \$128,000 for the Administrative Captain and \$22,318 for the part-time CSO. This amounts to an additional first year expense of \$150,318.

The department should also change the current 10 hour patrol shift schedule to a 12 hour shift schedule. This will provide better coverage with reduced overtime cost as well as eliminate the current daily four hour gap in supervision.

It is recommended that the culture and climate of the department be addressed in a two-pronged fashion. First, consistency and immediate steps should be initiated when there are policy violations. If the Administrative Captain is approved this function would fall under that person's duties. Secondly, it is recommended to bring in an outside firm that specializes in positive organizational change.

The firm of McGrath Consulting Group expresses thanks to the City of Mendota Heights for allowing us to conduct this study.

SUMMARY OF RECOMMENDATIONS

#		Topic	Recommendation
1		Policies and Procedures	Develop a schedule to methodically review every policy on a three-year cycle. In year one all policies in Chapter one would be reviewed by the team of supervisory staff and the Chief of Police along with any specific agency subject matter experts. In year number two, Chapter two would receive the same review, and in year three Chapter three would be reviewed. The cycle would then continue.
2		Policies and Procedures	Every year, after the chapter review is completed, all employees would be informed of any changes, and each policy would be reviewed during roll call or other training periods.
3		Equipment	Annually, after the department budget has been approved by the City Council, the Police Chief should inform the department members of the equipment included in the budget, subject to funding.
4		Equipment	Continue and expand, where feasible, the practice of utilizing a committee of a cross-section of department members, to provide input into selecting important items of equipment.
5		Technology	Track the federal proposal for matching grants for body cameras and be prepared to make application for funding.
6		Technology	Obtain costs on a thermal imaging device. Consider

			sharing the cost, and the use of the device, with neighboring agencies.
7		Technology	Ensure that support specialists are trained in downloading video to include in police reports sent to the courts and other agencies.
8		Technology	If the department adds an Administrative Captain then that person could further consider the use of social media by the department.
9		Staffing and Supervision	Adopt the revised organizational chart.
10		Staffing and Supervision	Change the patrol scheduling from 10 hour to 12 hour shifts.
11		Staffing and Supervision	Approve the position of Administrative Captain.
12		Staffing and Supervision	Approve the part-time Community Service Officer position.
13		Management and Leadership	Prepare an annual training curriculum for all employees based on their job assignment.
14		Management and Leadership	The Police Chief and Sergeants should review how internal policy violations are investigated and make appropriate revisions.
15		Management and Leadership	The Chief should require that the Sergeants report back in writing, on a regular basis, as to when, how, and what they have briefed their subordinates on from the staff

			meetings.
16		Management and Leadership	Chief should conduct quarterly open department meetings. These meetings should be rotated between day and evening hours.
17		Department Culture and Climate	All Sergeants should receive updated training on proper ways to conduct internal investigations as well as disciplinary procedures.
18		Department Culture and Climate	If an Administrative Captain is added to the force that person should be in charge of the internal affairs function of the department.
19		Department Culture and Climate	The department should use a firm specializing in organizational change to provide a seminar and training to all department personnel.
20		Department Culture and Climate	The Chief of Police should confer with the psychological services section of the international Association of Chiefs of Police to discuss what services they may provide.