POLICE OPERATIONS AND DATA ANALYSIS REPORT

BROOKINGS, SOUTH DAKOTA

July 2022

POLICE OPERATIONS

CPSM®

THE ASSOCIATION & THE COMPANY

The International City/County Management Association is a 103-year old, nonprofit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to its citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website (www.icma.org), publications, research, professional development, and membership. The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and emergency medical services.

ICMA also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security.

In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) was spun out as a separate company. It is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, and others.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted over 341 such studies in 42 states and provinces and 246 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

Thomas Wieczorek is the Director of the Center for Public Safety Management and Leonard Matarese serves as the Managing Partner for Research and Project Development. Dr. Dov Chelst is the Director of Quantitative Analysis.

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SECTION 1. EXECUTIVE SUMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Brookings Police Department. While our analysis covered all aspects of the department's operations, particular areas of focus of this study were identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

> ***It should be noted that all analysis of data, comparisons, and recommendations in this report are based on information that was collected by the department during the time of the COVID-19 pandemic.*

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations.

Based upon CPSM's detailed assessment of the Brookings Police Department, it is our conclusion that the department, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the department. Throughout this report, we will strive to allow the reader to take a look inside the department to understand its strengths and its challenges. The recommendations made in this report offer an opportunity for the department's strengths to become stronger and the challenges to become less challenging. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

As part of this Executive Summary, following we list general observations that we believe identify some of the more significant issues facing the department. Additionally, in this summary we also include a master list of recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications. Others involve the reassignment/repurposing of job duties to other sections or units. Oftentimes, the recommendations we make require a substantial financial commitment on the part of a jurisdiction. In the case of the Brookings Police Department, many recommendations can be accomplished by realignment of workload and/or reclassification of job descriptions. It is important to note that in this report we will examine specific sections and units of the department and will offer a detailed discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the City of Brookings choose to implement any or all recommendations, it must be recognized that this process should be approached as a long-term endeavor, since implementation of some recommendations could require a year, two years, or more. The recommendations are intended to form the basis of a long-term improvement plan for the city and department. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country. The number of recommendations should in no way be interpreted as an indictment of what we consider to be a fine department. As well, having new leadership in the department is conducive to creating an environment in which constructive change can thrive.

CPSM RECOMMENDATIONS FOR PRIORITY IMPLEMENTATION WITHIN ONE YEAR

The following recommendations are identified by CPSM as those that should be implemented within one year. This list is not ordered in terms of priority or importance; these recommendations are those that we advocate for implementation within one year from the data of this report.

- The department should adopt the organizational structure recommended by CPSM.

- CPSM would recommend the department move towards purchasing Lexipol's policy and procedure manual.

- Two additional patrol vehicles should be acquired to ensure an adequate supply of vehicles is available for shift deployments.

- When economically possible, CPSM would recommend that two of the dispatch positions be reclassified to lead dispatchers for supervisorial coverage.

- CPSM believes it is critical to take action to place high-risk items in the evidence area in individually locked and secured locations.

- CPSM recommends that four quasi-supervisory positions be established to provide more effective supervisory coverage of patrol operations on a 24/7 basis. This can be accomplished through the upgrading of four officer positions to a newly established position of Corporal. We recommend that this be a promotional position, with competitive testing, and that appointments be made based upon qualifying factors to include training, experience, initiative, and sound judgement. Officers appointed to this position should receive all relevant supervisory training afforded to and required of those who are appointed to the rank of Sergeant.

- Consideration should be given to adjusting the reporting time for one officer on each team by one hour (reporting at 5:00 a.m. and 5:00 p.m., or 7:00 a.m. and 7:00 p.m.) to allow for field coverage on a 24/7 basis and eliminate the period of each day wherein there is no consistent field coverage based upon the lack of overlap in shift reporting times.

- CID should begin to utilize the available case management module of the department's records management system to better track assigned investigations and develop performance-related data, both for individual detectives as well as the Division as a whole. Periodic activity reports should be provided to the Chief of Police for review.

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GENERAL OBSERVATIONS

- The department will be hiring a new police chief. Such a transition can create angst among some employees while creating a sense of excitement in others. Some will view it as a positive, while others will view it as a change in the status quo. The new chief will have to develop the trust of the employees, and work collaboratively to be effective and to make positive change.

- The new chief will have the opportunity to make positive changes in the organization by using this report and its recommendations as a roadmap and guide to move the department forward.

- Like many police agencies across the nation, BPD could, and should be, more proactive when purchasing and implementing the many new technologies available to law enforcement. There is tremendous opportunity for the department to work more efficiently and more effectively with the purchase and implementation of technology. Although it is a cliché, new technology would enable BPD employees to "work smarter, not harder." (See the *Administrative* section of this report regarding technology).

- It was clear while listening to employees during the three focus group, that there is no direction or leadership in the department, and there is a complete lack of understanding by the officers of what the department's mission is.

- The absence of civilian support staff leaves sworn staff to perform a variety of clerical duties across the organization.

- The department is struggling on a daily basis to provide enough drivable police cars for its officers. In fact, it was learned that vehicles most often are being passed from officers on one shift to the officers on the next shift without the vehicle being parked.

- Command officers were doing work not commensurate with their position within the organization. For example, the Assistant Chief approves online reports and the Patrol Lieutenant approves all police reports written by officers.

- The department is severely underrepresented in the number of female officers.

- The department is expending a great deal of time and resources on committees to write policy for the department. Many of these policies can be found by contacting other police agencies that have already-written policies in place. Another option is to contract with the Lexipol policy service to obtain up-to-date, tailored policies.

- The department is in the process of working with a designer on a new police facility that is intended to improve the working conditions of the employees of BPD.

- The communications unit has struggled with staffing issues; this has caused stress on the unit's dispatchers who have had to work forced overtime to meet minimum staffing needs. The department was recently allowed to increase its FTEs by three positions. The department has done an admirable job over the last year recruiting and hiring dispatchers to fill the vacant positions.

- The department provides excellent equipment for officers to do their jobs. In fact, one employee said, *"our equipment is very good."*

- In virtually all police studies conducted by CPSM, lack of communication is cited as an organizational impediment. That sentiment was expressed in Brookings as well. In some cases, the concern raised is justifiable, and in other cases, those who express the concern have

subjected themselves to selective awareness. In any event, we suggest open, constructive communication up and down the line is vital to any law enforcement organization.

- In addition to evaluating present staffing capacity to effectively manage workload at present, CPSM was asked to examine whether the police department may anticipate the need for additional staffing in the foreseeable future. While this is a difficult question to answer with certainty, we submit that absent a change in demographics and/or land use, no significant additional staffing need is anticipated.

This conclusion is based upon the following considerations; (1) According to U.S. Census data, Brookings population growth over the past decade was five percent. Given the present workload demands, a five percent service demand increase, or even greater, should be easily absorbed by the current workforce, and (2) We assume here that the community demographic and land use mix would not significantly change. Should these factors change significantly, this conclusion may not hold up. For example, should Brookings become a destination location for large-scale entertainment venues or recreational activities, then our assumptions would be invalidated. The City of Brookings Planning Department may be best positioned to forecast whether these factors may come into play.

As noted previously, a master list of recommendations follows; each is discussed in the appropriate section of the report. These recommendations are offered to enhance the operation of the Brookings Police Department. The recommendations are aimed at ensuring that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to the citizens of the City of Brookings.

CPSM staff would like to thank Interim Chief of Police Steve Lamken and the entire staff of the Brookings Police Department for their gracious cooperation and assistance during this study.

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RECOMMENDATIONS

Administrative
(See pp. 18-23.)

1. The department should consider developing a strategic plan and have the new chief work collaboratively with department members in its development.

2. Establish a technology working group, with ample representation from "end users," to address current and future IT needs and issues within the BPD, including elimination of work product redundancies.

3. The department should seek out training for employees on the current CAD/RMS.

4. The new chief should develop a succession plan to prepare the next generation of both command staff and first-line supervisors, both sworn and civilian.

5. CPSM would recommend the department move towards purchasing Lexipol's policy and procedure manual.

6. CPSM recommends the city consider developing and using a performance evaluation that more closely reflects the duties of a police officer.

7. The department should adopt the organizational structure recommended by CPSM.

Patrol Division

Patrol
(See pp. 24-62.)

8. CPSM recommends that four quasi-supervisory positions be established to provide more effective supervisory coverage of patrol operations on a 24/7 basis. This can be accomplished through the upgrading of four officer positions to a newly established position of Corporal. We recommend that this be a promotional position, with competitive testing, and that appointments be made based upon qualifying factors to include training, experience, initiative, and sound judgement. Officers appointed to this position should receive all relevant supervisory training afforded to and required of those who are appointed to the rank of Sergeant.

9. Reassign the responsibility of reviewing and approving police reports from the Patrol Division Lieutenant to the Patrol Division Sergeants.

10. Remove Sergeants from the call rotation when at minimum staffing. They could serve as assisting units and may handle minor calls but should not serve as the primary handling unit where reports or in-depth investigations are required. Workload demands on patrol officers are not so substantial as to warrant this, and the supervisory role is too vital to compromise it by diverting their work to that of a primary handling unit.

11. Consideration should be given to adjusting the reporting time for one officer on each team by one hour (reporting at 5:00 a.m. and 5:00 p.m., or 7:00 a.m. and 7:00 p.m.) to allow for field coverage on a 24/7 basis and eliminate the period of each day wherein there is no consistent field coverage based upon the lack of overlap in shift reporting times.

12. The department should consider establishing patrol beats and/or policing districts to ensure that there is more balanced patrol coverage and that crime and disorder issues are more effectively addressed throughout the city.

13. Take targeted action to mitigate conditions that result in high call volumes at the city's highest call volume locations. Under the supervision of the appropriate patrol Sergeant, the responsibility for addressing the conditions that foster high call volumes should fall to the patrol beat / patrol district's assigned police officers.

14. Consideration should be given to identifying high-frequency traffic accident locations and reporting those to the city's Traffic Safety Team for review, analysis, and recommendations for corrective action. Secondly, to streamline the corrective action process, in lieu of requiring City Council approval, authorize the City Manager to direct corrective action be taken where such action can be taken within authorized spending limitations.

15. Given the limited number of online reports being submitted, and recognizing that this is a relatively new program, dispatchers should be charged with encouraging callers to utilize this option in lieu of dispatching an officer, where appropriate.

16. Given the relatively high percentage of formal police reports written versus those calls handled via a computer-aided dispatch entry disposition, the department should examine its practices to ensure that formal police reports are not being unnecessarily prepared, reviewed, processed, and stored. This in keeping with its 2018 procedural change regarding this practice.

17. To more accurately track response times to emergency calls for service, examine the computer-aided dispatch system call classifications and ensure that only those calls that involve life-safety and/or in-progress crimes are classified as a Priority 1 call. Calls currently listed as Priority 1 but not fitting this definition should be reassigned an appropriate priority.

18. To more accurately capture total workload data, ensure that officers report their non-call activities (out-of-service time) to 911 dispatch to be recorded in the departments CAD system. As well, the department should ensure that the nature of the activities and the amount of time committed thereto is consistent with operational necessity and staff expectations.

19. Develop a monthly workload report reflecting each officer's performance data to be provided to and utilized by supervisors as a tool to assist in the supervision, mentoring, and evaluation of personnel.

Canine (K-9)
(See pp. 62-66.)

20. A comprehensive cost-benefit analysis regarding the future of the K9 Unit should be conducted so the department can determine if the current use and/or potential expanded use of this asset through cross-training is warranted.

21. Audits of training aids (illicit narcotics / drugs) should be conducted in compliance with policy. CPSM would suggest, however, that the frequency of the audits be reconsidered as described in our reporting. If modifications are made to the auditing process, the policy should be amended to reflect those changes.

Criminal Investigations

Criminal Investigations Section (Detectives)
(See pp. 67-76.)

22. CID should begin to utilize the available case management module of the department's records management system to better track assigned investigations and develop

performance-related data, both for individual detectives as well as the Division as a whole. Periodic activity reports should be provided to the Chief of Police for review.

23. Consideration should be given to creating a rotational schedule for the Detective assignment. CPSM recommends a six-year assignment with a staggered schedule to prevent an experience void.

24. Upgrade the two full-time detective positions to Corporal, contingent upon the decision to do the same for four positions as recommended In reporting on the Patrol Division.

25. Develop a training matrix that identifies essential and desirable training courses for every position in the CID.

26. Develop operational/reference manuals for new detectives and/or rotational officers to use as they transition into their new assignment.

27. Capture and review FBI Clearance Rates as part of the overall evaluation process for both the CID function as a whole as well as individual detectives.

28. Develop a policy to identifying the purpose, function, responsibilities and goals for this section.

Crime Scene Investigation Unit
(See pp. 76-80.)

29. Develop a training matrix of required desired training relative to the CSI function.

30. A robust case management software program should be acquired to track the department's efforts in the collection and examination of physical evidence.

31. CPSM has recommended that the city and police department consider the creation of a Corporal classification, with personnel rotating between Patrol and CID. Should that recommendation be accepted, we would urge that the patrol Corporals be assigned the CSI responsibility for the collection of evidence at crime scenes, allowing detectives to concentrate on other critical investigative tasks.

SROs
(See pp. 80-83.)

32. Consideration should be given to creating a rotational schedule for the SRO assignment. CPSM recommends a four-year assignment with a staggered schedule to prevent an experience void. This would allow for a rotational opportunity into this assignment every two years.

33. A department policy delineating the purpose of the SRO program and the roles and responsibilities of the SROs should be developed to guide operations. Those roles and responsibilities outlined in the city's MOU with the Brookings School District should serve as the framework for such a policy.

Administrative Division

Special Response Team (SRT)
(See pp. 84-89.)

34. The department should seek to expand the number of personnel assigned to the SRT to include additional resources from BPD, SDSU, and the Brookings County Sheriff's Department.

35. The department's commitment to SRT training is significant and exceeds that of many similarly situated agencies. Consideration should be given to conducting an evaluation as to whether the present level of training is necessary and best meets the broader policing needs of the community and department.

36. In our discussion, CPSM offered a modified training schedule which we believe would better position the department's first responders to address an active threat while strengthening the SRT's capabilities. We urge the department to strongly consider this alternative to the existing training model.

37. CPSM would urge that the department amend the SRT policy to address the importance of the Hostage Negotiation Team element of the SRT and provide selection, training and deployment guidelines for this unit. The policy should further indicate the importance of the HNT in de-escalating situations where an SRT response is required, and when circumstances permit.

38. The SRT should be more fully examined by the new administration to determine if it's staffing, training, equipment, and capabilities is consistent with the expectations of the department.

Training
(See pp. 89-93.)

39. CPSM would recommend the department form an internal training committee comprised of department personnel to follow trends in training, track legal changes made, and then make a recommendation of the type of training that should be provided to the officers.

40. CPSM recommends the department provide opportunities for the civilian staff in the department to attend continued professional training.

41. Command personnel should be sent to executive level continuing education, such as offered at the FBI National Academy, and the Police Executive Research Forum.

42. CPSM recommends the department develop a Master Training Schedule.

43. It is recommended that the department develop a Comprehensive Training Plan.

Support Services

Animal Control
(See pp. 94-97.)

44. CPSM recommends that the fan system be examined for the shelter since the windows and doors cannot remain open if there is not a CSO at the facility.

45. BPD should strive to provide the CSOs with additional professional training

46. Consider beginning a volunteer program to handle care and cleaning of the animals.

47. Discontinue the acceptance of cash for impound payments.

48. Install an alarm system at the shelter's office and kennel

49. CPSM recommends the city consider purchasing a standalone software program specifically designed for animal control units.

Fleet
(See pp. 98-101.)

50. To ensure adequate and consistent funding availability for future replacement of police vehicles, the department should work with the city to establish a Fleet Replacement Fund. Budget appropriations would match projected costs for a replacement vehicle(s) factoring in the replacement cycle, as reported, and would be deposited into the fund on a monthly basis during the projected life of the vehicle. As vehicles are to be replaced, adequate funding would exist to fund the replacement and no additional budget appropriation would be required.

51. Consideration should be given to leasing vehicles in lieu of purchase. A cost-benefit analysis would be required to determine which option is most beneficial in terms of cost. With a lease, the need to liquidate end-of-service vehicles would be eliminated. The lost revenue from any vehicle auction would need to be factored into the cost-benefit analysis.

52. Consideration should be given to centralizing vehicle operations, citywide, under the direction of a Fleet Division of the Public Works Department. This would eliminate or reduce the reliance on multiple employees from various departments conducting this work as a collateral duty to their regular assignment.

53. Two additional patrol vehicles should be acquired to ensure an adequate supply of vehicles is available for shift deployments. Alternatives include the purchase of new vehicles and/or retaining vehicles scheduled for end-of-service auction.

Communications Center/Dispatch
(See pp. 102-109.)

54. When economically possible, CPSM would recommend that two of the dispatch positions be reclassified to lead dispatchers for supervisorial coverage.

55. If the building of a new police facility and communications center doesn't come to fruition, CPSM would recommend remodeling of the current location, especially the addition of ergonomically correct workstations.

56. To more accurately track response times to emergency calls for service, examine the computer-aided dispatch system call classifications and ensure that only those calls that involve life-safety and/or in-progress crimes are classified as a Priority 1 call. Calls currently listed as Priority 1 but not fitting this definition should be reassigned an appropriate priority.

57. CPSM recommends that BPD develop and implement a Quality Assurance program.

58. CPSM recommends that when the center is fully staffed, professional training again be made available to the center's employees.

Property and Evidence
(See pp. 110-116.)

59. CPSM recommends that key card entry be installed on the door to the inner room of the P&E Unit.

60. CPSM believes it is critical to take action to place high-risk items in individually locked and secured locations.

61. CPSM recommends the P&E unit remain open until 6:00 p.m. at least one day a week to allow citizens the opportunity to arrange to pick up items after their workday ends.

62. Ensure the unit's policies are reviewed each year to remain current with legal mandates and best practices.

63. CPSM recommends that cameras be placed at minimum in the areas where the narcotics are stored, weapons are stored, and money is stored. The servers for these cameras should have the storage space to allow for video to be retained for 45 days.

64. Since the department has never conducted a firearms destruction, CPSM recommends that such a destruction be completed as soon as practical.

65. CPSM recommends the destruction of narcotic evidence should be through burning and not burial.

66. CPSM recommends purchasing a refrigeration monitoring unit for the refrigerator/ freezer.

67. The Evidence Technician should become certified through IAPE.

68. The Evidence Technician should attend the annual IAPE conference for ongoing professional training.

69. CPSM recommends that the department begin performing quarterly audits of the P&E Unit.

Personnel and Recruitment
(See pp. 116-119.)

70. Review the hiring policy to ensure it is relevant for today's best practices in hiring and recruitment.

71. CPSM recommends that all background investigations for sworn personnel positions be outsourced to a private investigation company specializing such investigations.

72. The department should strive to recruit and hire females for sworn positions.

73. CPSM recommends that BPD consider offering a hiring bonus to attract qualified candidates, if hiring becomes problematic.

Internal Affairs
(See pp. 120-126.)

74. The department's policy on citizen complaints should be reviewed annually.

75. The department complaint form should be prominently displayed on the department's website "home page" and be made available as an interactive form.

76. CPSM recommends adding to the department's policy that BPD will strive to complete all misconduct investigations in 45 calendar days, and service complaint investigations in 30 days, if possible, unless an extension is necessary.

77. CPSM recommends that the patrol supervisors complete appropriate complaint investigations.

78. Patrol supervisors should attend internal affairs training if they are handling complaint investigations.

79. When the department is faced with an employee's discipline that rises to anything that results in monetary loss, Education Based Discipline (EBD) should be considered.

80. CPSM recommends the department consider creating a matrix that reflects the rules and regulations governing discipline specific to the department and consider its use.

81. CPSM recommends the department develop a standardized EIP system complete with thresholds that trigger the EIP.

Use of Force
(See pp. 126-127.)

82. The Use of Force policy should be reviewed annually for any changes in law or altering any way that force is used.

Records Unit
(See pp. 128-133.)

83. CPSM would recommend the department create a Records Bureau policy or manual.

84. Consideration might be given to the unit remaining open until 6:00 p.m. on two to three nights a week for convenience of citizens.

85. Using salary savings created by the elimination of the Assistant Police Chief position, CPSM recommends creating a new Administrative Assistant FTE to assist the three lieutenants with clerical duties and assist with NIBRS reporting.

86. CPSM recommends BPD eliminate the acceptance of cash at its public window as a payment option for department services or records.

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SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Brookings Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the department.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Brookings Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol; investigations; support services such as records, communications, and property and evidence; and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In this report we will discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

The City of Brookings is the fourth-largest city in the State of South Dakota with a population as of 2020 of 23,377. Brookings is the county seat for Brookings County and is also the home to South Dakota State University, the state's largest institution of higher learning. The city's largest employers are South Dakota State University, Daktronics, and 3M. The city is characterized by warm, relatively humid summers, and cold, dry winters. The city has a total land area of 13.46 square miles and a water area of 0.08 square miles.

The City of Brookings operates under a Council/Manager form of government. The City Council consists of a Mayor, Deputy Mayor, and five council members. All members of council are elected to four-year terms and serve the city at large.

Demographics

The City of Brookings is a heterogeneous community. According to the 2020 U.S. Census the city's demographic makeup is 87.3 percent White, 2.8 percent Hispanic, 1.7 percent African-American/Black, 1.4 percent Native American, 4.4 percent Asian, and 1.6 percent two or more races.

The owner-occupied housing rate is the city is 49.1 percent; 50.9 percent of the residents live in rental housing. The median household income is $55,026 for the City of Brookings, compared to $59,533 for the State of South Dakota. Persons living in poverty make up 18.0 percent of the city's population. The median home price in the City of Brookings is $200,389, compared to $185,000 for the State of South Dakota.

LAW ENFORCEMENT SERVICES

The Brookings Police Department is the largest law enforcement agency in the County of Brookings, and provides a range of law enforcement services, excluding custody operations.

Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Brookings measure up against those of similarly sized jurisdictions in the state as well as the State of South Dakota and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR index is split into two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary,

larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

Data acquired by CPSM from the FBI for use in this report is for 2020, which is the most recent annual information available. As indicated in the following table, in 2020 the Brookings Police Department reported a UCR Part I violent crime rate of 154 (indexed per 100,000) and a property crime rate of 940 (indexed per 100,000).

In comparing Brooking's data with other South Dakota cities, one can see that Brookings reports a violent crime rate that is much lower than that of other cities, and a property crime rate that is also much lower than that of the comparable cities in the table. Brookings has a much lower overall crime rate compared to the national rate and the overall South Dakota rate.

TABLE 3-1: Crime Rates, 2019 and 2020

Municipality	State	2019				2020			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Aberdeen	SD	28,870	554	2,179	2,733	28,494	558	2,337	2,895
Huron	SD	13,840	419	2,522	2,941	13,469	319	2,138	2,457
Mitchell	SD	15,733	375	3,420	3,795	15,726	464	3,307	3,771
Pierre	SD	14,018	464	2,732	3,196	13,888	922	2,974	3,895
Watertown	SD	22,233	306	1,651	1,957	22,248	252	1,852	2,104
Yankton	SD	14,730	584	2,546	3,130	14,712	564	3,222	3,786
Brookings	**SD**	**24,823**	**222**	**1,273**	**1,495**	**24,682**	**154**	**940**	**1,094**
South Dakota		**884,659**	**399**	**1,771**	**2,170**	**886,667**	**501**	**1,957**	**2,458**
National		**328,239,523**	**379**	**2,010**	**2,489**	**331,449,281**	**399**	**1,958**	**2,357**

Note: Indexed per 100,000 population. Source: FBI Uniform Crime Report.

The following figure illustrates the trend in Part 1 crime in Brookings over the past ten years. It shows violent crime rose slowly and steadily from 2011 to 2019 and then saw a healthy decrease in 2020. The property crime rate reached its highest point in 2015, and since then has seen steady decline through 2020.

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FIGURE 3-1: Reported Brookings Violent and Property Crime Rates, by Year
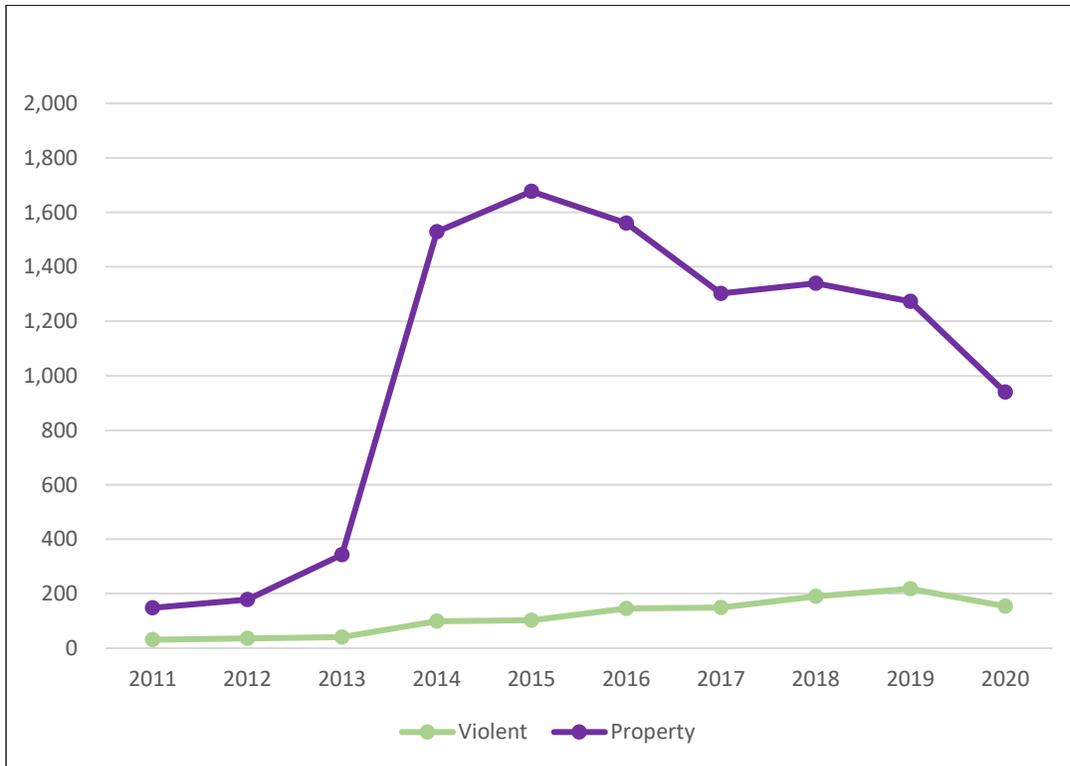
FIGURE 3-2: Reported Brookings and State Crime Rates, by Year
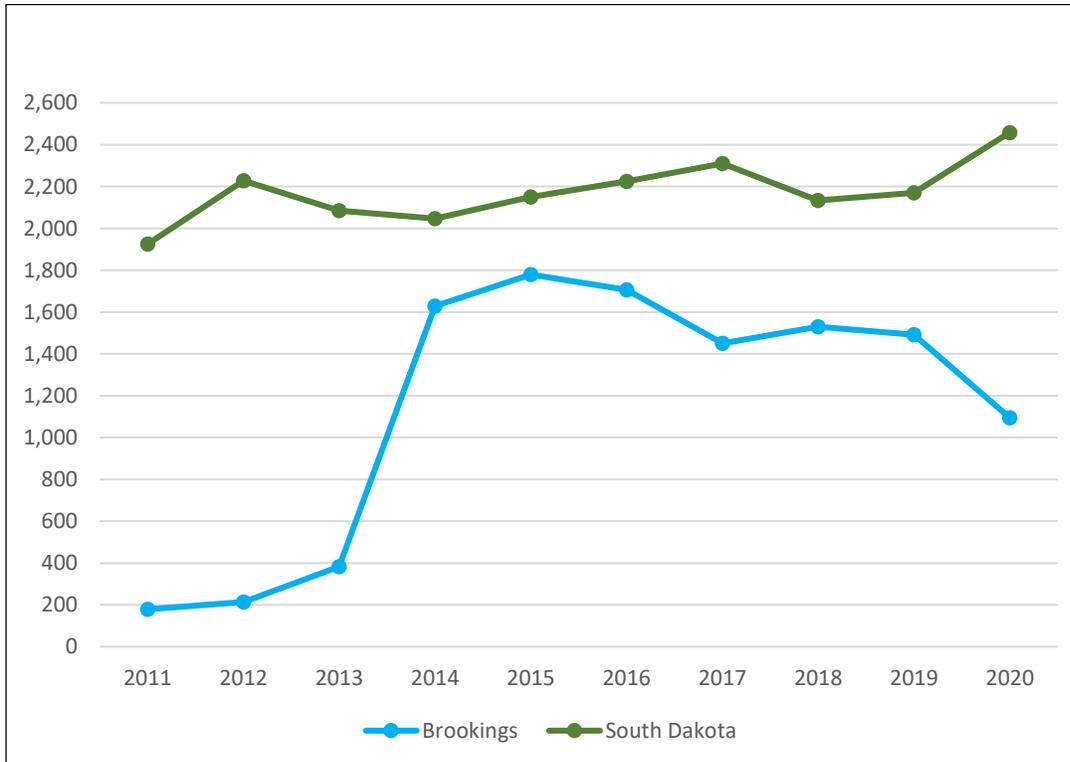
The following table compares Brookings' crime rates to both the state and national rates year by year for the period 2011 through 2020. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

TABLE 3-2: Reported Brookings, South Dakota, and National Crime Rates, by Year

Year	Brookings				South Dakota				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	22,324	31	148	179	857,332	230	1,695	1,925	317,186,963	376	2,800	3,176
2012	22,478	36	178	214	865,800	297	1,930	2,227	319,697,368	377	2,758	3,135
2013	22,741	40	343	383	881,153	299	1,785	2,084	321,947,240	362	2,627	2,989
2014	23,145	99	1,529	1,629	889,873	304	1,742	2,046	324,699,246	357	2,464	2,821
2015	23,501	102	1,677	1,779	895,557	368	1,782	2,150	327,455,769	368	2,376	2,744
2016	23,971	146	1,560	1,706	903,858	387	1,837	2,224	329,308,297	383	2,353	2,736
2017	24,198	149	1,302	1,451	869,666	434	1,876	2,310	325,719,178	383	2,362	2,745
2018	24,206	190	1,339	1,529	882,235	405	1,729	2,133	327,167,434	369	2,200	2,568
2019	24,823	218	1,273	1,491	884,659	399	1,771	2,170	328,239,523	379	2,010	2,489
2020	24,682	154	940	1,094	886,667	501	1,957	2,458	331,449,281	399	1,958	2,357

The following table compares Brooking's crime clearance rates to the national averages. These clearance rates are based on the department's reporting to the UCR. At the same time, it is difficult to make an apples-to-apples comparison in the data above because of the many variables involved, such as relative resources of a jurisdiction to solve crimes.

TABLE 3-3: Reported Brookings and National Crime Clearance Rates, 2020

Crime	Brookings			National		
	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	0	0	NA	18,109	9,851	54%
Rape	12	1	8%	110,095	33,689	31%
Robbery	2	0	0%	209,643	60,377	29%
Aggravated Assault	24	18	75%	799,678	371,051	46%
Burglary	37	8	22%	898,176	125,745	14%
Larceny	187	12	6%	4,004,124	604,623	15%
Vehicle Theft	8	1	13%	727,045	89,427	12%

Note: We could not locate state-level clearance rates for 2020 at this time.

TABLE 3-4: Department Authorized Staffing and Actual Levels, 2020

Position	2021 Budgeted	2021 Actual	2021 Vacancies
Chief of Police	1	1	0
Assistant Police Chief	1	1	0
Lieutenant	3	2	1
Sergeant	5	5	0
Police Officer	24	24	2
Detectives	3	3	0
Sworn Total	**37**	**36**	**3**
Dispatch Commander	1	1	0
Lead Dispatchers	2	2	0
Dispatchers	10	7	1**
Office Manager	1	1	0
Administrative Assistant	1	1	0
Community Service Supervisor	1	1	0
Community Service Officers (part-time)	2	2	0
Civilian Total	**18**	**15**	**1**
Total Authorized Personnel	**55**	**51**	**4**

**Position to be hired September 1, 2022 (Source BPD)

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SECTION 4. ADMINISTRATIVE

STRATEGIC PLAN

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust an organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future. Effective strategic planning articulates not only where an organization is headed, and the actions needed to make progress, but also how it will know if it is successful.

The Brookings Police Department has no strategic plan to use to guide the department into the near future. The department should consider developing a strategic plan and have the new chief work collaboratively with department members in its development.

SUCCESSION PLANNING

The city has contracted with Meliora Public Safety Consultants to conduct a nationwide search for a new police chief for the department. Once the new chief is hired, it will be incumbent upon him/her to work towards developing a succession plan for the department. Like many departments, in the next five years the department will see retirements within its management and supervisorial ranks. It will be important for the new chief to prepare the next generation of both command staff and first-line supervisors, both sworn and civilian.

MISSION STATEMENT/VISION STATEMENT

Mission Statement

> "The mission of the Brookings Police Department is to prevent crime, enforce the law, and support quality public safety by delivering respectful, professional, and dependable police service."

Value Statement

We are committed to:

- *Preserving life and enhancing the quality of life.*

- *Providing an environment that encourages problem solving, by both ourselves and the community, and being responsible for our actions and taking ownership of our work, our community, our profession, and each other.*

- *Educating ourselves and our community about the causes, resolution and prevention of crime that impacts human dignity and the worth of all individuals.*

A mission and value statement can provide a common theme around which members of the agency can base their day-today public interactions, tactical decision-making, and long-term strategic planning. When they are properly integrated within the organization, mission and value

statements can create a sense of unity, direction, and opportunity. Mission and value statements also will provide the foundation for an organization's strategic planning efforts. It is incumbent upon the leadership of the agency to ensure its employees reflect the mission and vision statements of the organization in daily interactions in the community.

TECHNOLOGY

Technology has long been a two-edged sword for law enforcement. While the benefits of implementing technology are obvious, the obstacles to getting the most from that technology often are not. In a time when the duties and responsibilities of law enforcement agencies have increased, a natural response is to turn to technology as a force multiplier. Technology can assist law enforcement agencies in better serving their communities by automating time-consuming tasks, dispatching personnel more efficiently, improving an agency's ability to collect and analyze data and disseminating this data to both internal and external audiences. However, implementing technology can be a long and difficult process.

No agency can afford to keep up with the *"latest and greatest"* technology available, nor should that be an objective. What is of critical importance is that decisions made relative to the acquisition of new technology, or the evaluation of existing technology, ensure its value to the department is both necessary and fully leveraged. This cannot be effectively accomplished without dedicated IT staff and end-user participation in the process. Many agencies make the mistake of excluding end users in this process and suffer the consequences of underutilization of these expensive assets.

CPSM recommends the formation of a technology working group made up of IT staff, users, and department command staff. Importantly, this group should be made up not only of those with IT interest and expertise, but also end users including those who are charged with utilizing the technologies. At a minimum, staff from Patrol, Records, Detectives, Traffic, command staff, and both the IT administrator and IT specialist assigned to the police department should be included in the working group. The group should be charged with examining new technologies and ensuring that existing technologies are being effectively utilized. Regularly scheduled meetings should occur no more than quarterly to ensure that adequate time exists between meetings to implement or begin implementation of the group's decisions, and to avoid *"meeting burn-out"* associated with insignificant agenda items. Most importantly, both city IT and police command staff authorized to make decisions and/or recommendations must be active participants in this process.

Information Technology Training
It was learned during the site visit that a large number of police department employees have never received any formal training on the Zuercher CAD/RMS. The last training provided to employees was when the system was purchased in 2012. That training and knowledge of the system was never passed on to the next generation of employees. It is critical the department arrange for training that would help empower employees with a full understanding of the capabilities of the system.

POLICY AND PROCEDURE MANUAL

Every law enforcement organization should have a comprehensive policy and procedure manual governing the operation of the department and the conduct of its employees. The challenge is keeping that manual up to date with current trends, laws, and best practices. If a department does not make timely revisions of its manual, it could lead to operational deficiencies and employee misconduct.

CPSM's review of BPD's policy and procedure manual showed that many of the policies have not been reviewed or revised in several years. As well, areas of the department that should be included in the manual are missing. CPSM would recommend the department move towards purchasing Lexipol's policy and procedure manual service. The Lexipol policy manual service offers state-specific policies, online training, mobile wellness resources, grant services, and automatic updates. In most cases, the transition to Lexipol is made with ease as there is minor work on the part of the department, which involves tailoring some policies to fit the way the department operates.

Currently, the department is expending a great deal of time and energy of its employees on committee work to write policies. Instead, the department should investing in already-prepared policies as offered via Lexipol. For example, it was learned there were multiple officers spending time writing a policy on use of pepper ball munitions; this is a policy that is included in the Lexipol policy manual service.

ORGANIZATION COMMUNICATION

In virtually all police studies conducted by CPSM, lack of communication is cited as an organizational impediment. That sentiment was expressed in Brookings Police Department as well. In some cases, the concern raised is justifiable, and in other cases, those who express the concern have subjected themselves to selective awareness. In any event, we suggest open, constructive communication up and down the line is vital to any organization. CPSM recommends the new police chief Improve internal communications, both top to bottom, and bottom to top, to ensure members of the organization are aware of the department's work plan, and that they feel valued and considered.

PERFORMANCE EVALUATIONS

In 2021, the City of Brookings implemented a new city-wide performance evaluation system for all city employees. CPSM reviewed the performance evaluation instrument and found that it did not provide job-specific rating areas related to law enforcement, such as decision making under stress, pursuit driving, obeyance of orders, report writing, etc. CPSM recommends the city consider developing and using for the police department a performance evaluation instrument that more closely reflects the duties of law enforcement personnel.

ORGANIZATION COMMAND STRUCTURE

Currently, BPD is operating with the organizational structure seen in the following figure. Under this structure the entire department reports to the Assistant Chief, while the Asisstant Police Chief reports to the Chief of Police.

FIGURE 4-1: Current Organizational Structure
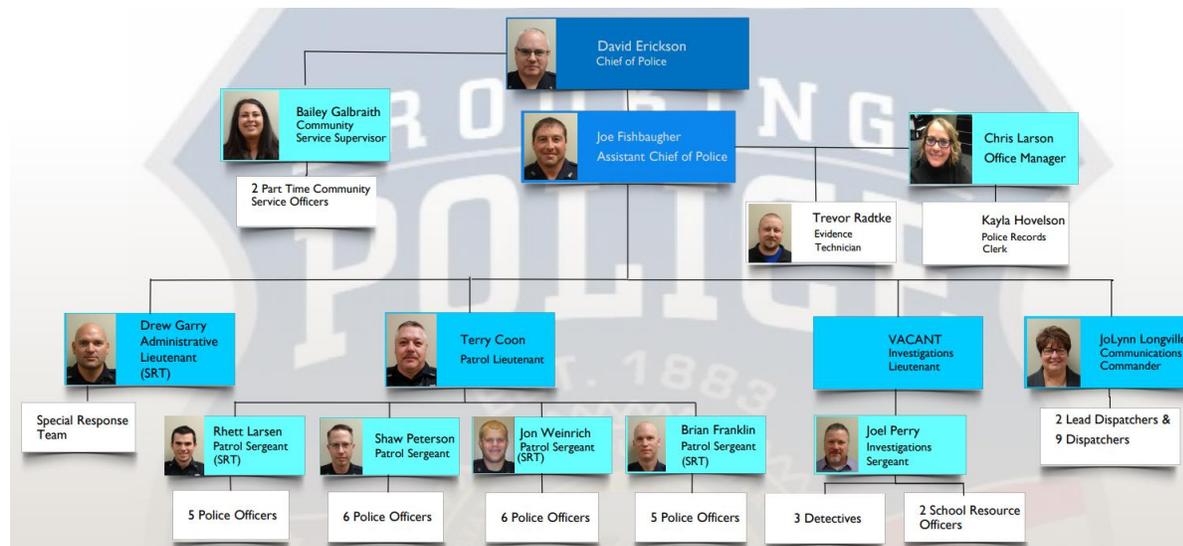
CPSM Recommended Organizational Structure

CPSM recommends the department adopt the organizational structure shown in the next figure. In almost all police organizations the size of Brookings PD, this organizational structure has proven to be the most effective and efficient for the operation of the department. As can be seen, the most notable change in the recommended organizational structure is the elimination of the Assistant Police Chief position. By eliminating that position and flattening the command structure to the three division lieutenants reporting directly to the chief, it will allow the chief to have more governance, connection and involvement in the operation of the department.

In this recommended structure, the current Assistant Chief of Police would be moved into the CID/Professional Standards Division position, which is currently vacant. By eliminating the Assistant Police Chief position, the department can use the salary savings from that position to add a sergeant FTE in the Professional Standards Division along with an Administrative Assistant position that can provide clerical assistance where needed in the three divisions and in the Records Unit.

Also included in the recommended structure are the following changes.

- Move the Communications Center from reporting directly to the Chief of Police to reporting to the Administrative Lieutenant.

- Some of the duties now handled by the Administrative Lieutenant would be transferred to the CID/Professional Standards Division, such as Training, and Hiring and Recruitment.

- Internal Affairs, which in the current structure is under the direction of the CID Sergeant, would be moved to be under the direction of the new Professional Standards Sergeant.

- As well, Property and Evidence, which now reports to the Assistant Police Chief, would be moved to be under the direction of the CID Sergeant. It is also recommended that the P&E position be physically moved downstairs into the CID Division and out of the upstairs Records office.

- Finally, the duties of NIBRS reporting that the Property and Evidence Technician currently handles, should be transferred to the current Administrative Assistant or to the new FTE Administrative Assistant.

Within this report is a recommendation to create a Corporal rank in the department. The recommended organizational structure reflects the addition of the Corporal position into each patrol team.

In order to develop the Lieutenants and expand their knowledge regarding all aspects of the department, CPSM would recommend that they be rotated every three years among the divisions.

There are many other duties handled within the three divisions by the Lieutenants. CPSM recommends that when the new chief is appointed the command staff should determine who should handle those responsibilities.

FIGURE 4-2: Recommended Organizational Structure

BROOKINGS POLICE DEPARTMENT
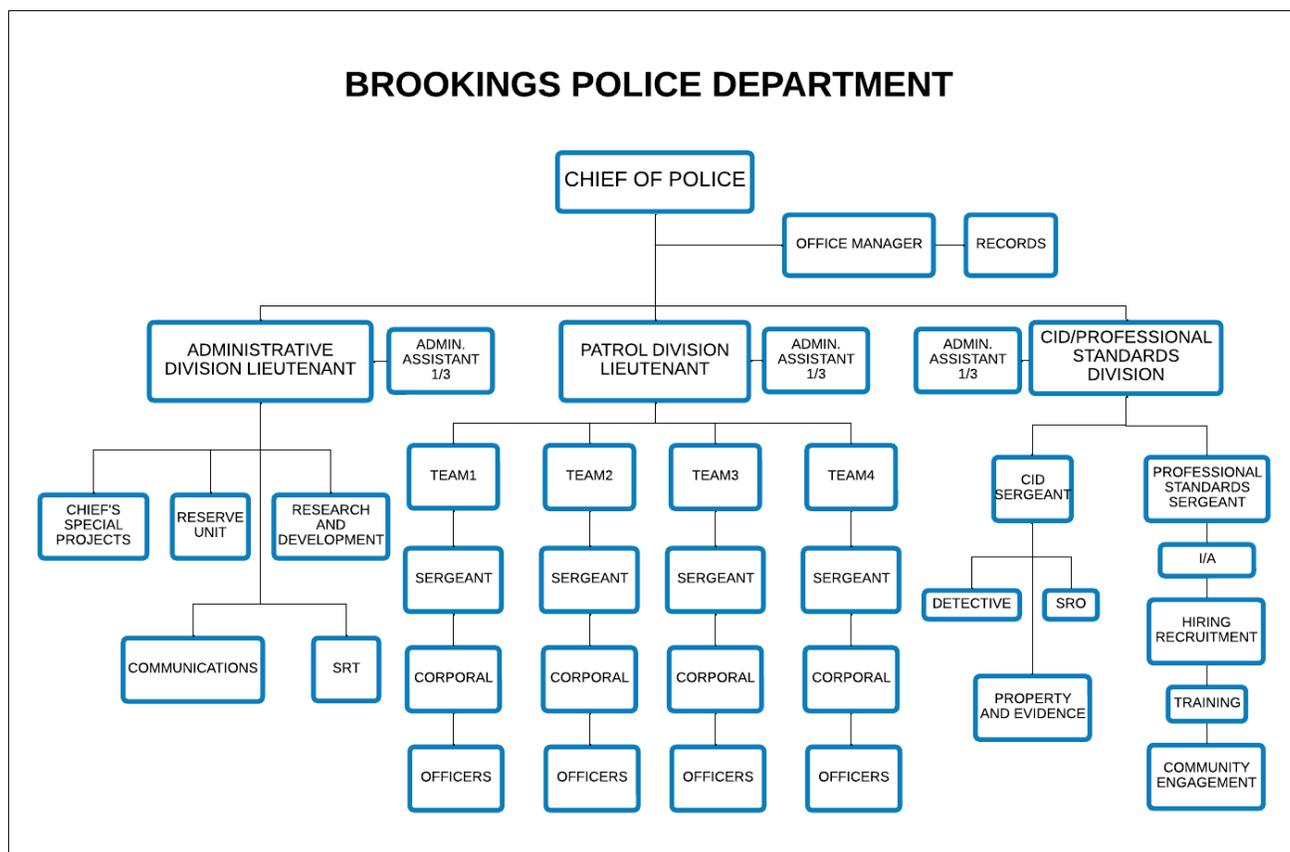
Administrative Recommendations:

- The department should consider developing a strategic plan and have the new chief work collaboratively with department members in its development. (Recommendation No. 1.)

- Establish a technology working group, with ample representation from "end users," to address current and future IT needs and issues within the BPD, including elimination of work product redundancies. (Recommendation No. 2.)

- The department should seek out training for employees on the current CAD/RMS. (Recommendation No. 3.)

- The new chief should develop a succession plan to prepare the next generation of both command staff and first-line supervisors, both sworn and civilian. (Recommendation No. 4.)

- CPSM would recommend the department move towards purchasing Lexipol's policy and procedure manual service. (Recommendation No. 5.)

- CPSM recommends the city consider developing and using a performance evaluation that more closely reflects the duties of a police officer. (Recommendation No. 6.)

- The department should adopt the organizational structure recommended by CPSM. (Recommendation No. 7.)

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SECTION 5. PATROL DIVISION

Uniformed patrol is considered the "backbone" of American policing. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to the department's capability to respond to emergency calls for service and provide general law enforcement services to the public.

The Brookings Police Department Patrol Division provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed patrol activities, engaging in neighborhood problem solving, traffic enforcement, and investigative follow-up. Additionally, one K9 unit supplements patrol staffing, and a part-time officer assists with parking enforcement, abandoned vehicles, and other related duties.

As well, for critical incidents that require specialized equipment and training that may be beyond the capabilities of basic patrol functions, the department employs a Special Response Team (SRT). The SRT includes both tactical (SWAT) and negotiation capabilities. This function is supervised by the Administrative Lieutenant, and while not technically assigned to the Patrol Division, its mission supports Patrol and is largely staffed with patrol officers. Therefore, we will report on the SRT in this section.

PATROL DIVISION STAFFING AND DEPLOYMENT

The Patrol Division serves under the direction of the Chief of Police, assisted by the Assistant Chief. The following table shows current authorized (budgeted) and actual staffing levels as of the date of the site visit in June 2022.

TABLE 5-1: Patrol Division Authorized Staffing Levels for FY 2021/2022

Position	2021/2022 Budgeted	2021/2022 Actual	Vacant
Sworn Personnel			
Lieutenant	1	1	
Sergeant	4	4	
Patrol Officer	21	19	2
K9 Officer*	1	1	
Part-Time Patrol Officer	1	1	
Total Sworn	**28**	**26**	**2**

Note: *The K9 officer is assigned to a patrol team.

Supervision / Staffing

The Patrol Division is managed by the division's sole Lieutenant. In this role, he serves as the patrol commander and is responsible for day-to-day management of the division's operations. In doing so, the Lieutenant spends much of his time in the station handling various administrative duties. And while he has extensive administrative responsibilities, he often spends time in the field overseeing shift operations.

There are four sergeants assigned to the Patrol Division. Under a Team Policing concept, they are deployed, to the extent possible, to provide 24/7/365 direct supervisory oversight of patrol operations. Sergeants may also serve as additional staffing in support of patrol officers during especially busy periods. They meet a critical need in directing and supervising field operations on a 24/7 basis. Absence of proactive field supervision in policing creates significant liability for an agency.

With respect to the sergeant's position, we noted that they provide 24/7 direct supervisory oversight, to the extent possible. However, there is inadequate staffing to provide coverage on a 24/7/365 basis. For example, in a 168-hour week, only 160 hours are covered by a sergeant at present staffing levels (four sergeants) leaving eight hours per week, or 416 hours per year, without a direct supervisor. However, when factoring in time off for training, vacation, sick, etc. at 240 hours per sergeant (CPSM uses six weeks per Sergeant per year for this example), equating to 960 hours per year, the combined total amounts to 1,376 hours. This is 115 twelve-hour shifts per year without a dedicated field supervisor. For comparison, a sergeant would typically work 161 twelve-hour shifts per year when factoring in six weeks of leave time.

To address this supervisory void, in the absence of a shift sergeant the department assigns the most tenured officer on the shift as the acting supervisor without regard to their training, experience, initiative, qualifications, or interest in performing in this role. CPSM suggests that this is highly problematic and may lead to a lack of adequate supervisory oversight that potentially exposes the community, staff, and the city to safety and liability concerns.

To address this deficiency, we urge the city and department to immediately consider the creation of a Corporal rank which would have responsibilities to include, but not be limited to, serving as an acting supervisor in the absence of a Sergeant. We recommend that this be a promotional position, with competitive testing, and that appointments be made based upon qualifying factors to include training, experience, initiative, and sound judgement. Officers appointed to this position should receive all relevant supervisory training afforded to and required of those who are appointed to the rank of Sergeant.

Patrol officers and a K9 officer round out full-time staffing of the Patrol Division. As noted, there are 21 patrol officers and 1 K9 officer assigned to this division. They are divided among four patrol teams providing 24/7/365 coverage. Additional staffing includes the part-time officer whose duties are limited largely to parking enforcement and abandoned vehicle abatement.

In virtually all CPSM studies we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will present an extensive discussion on deployment, workload, and other factors to be considered in establishing staffing levels. Upon thorough evaluation of all contributing factors, we will make staffing recommendations.

Supervisory Collateral Duty Assignments

In addition to general patrol supervision, Lieutenants and Sergeants have a lengthy list of collateral duties which they oversee and/or participate in as a member. While this is not uncommon in police agencies, each of these detracts from their primary roles. These duties include but are not limited to:

Lieutenant:

- Commander of the Critical Incident Stress Management Team.

- Scheduling and contract overtime.

- Fleet management.

- Commander of the K9 program.

Sergeants:

- SRT Tactical Team Supervisors (Two sergeants share this responsibility).

- SRT Hostage Negotiations Team (1 Sergeant).

- Field Training Program first-line supervisor.

- K9 team supervisor.

- Firearms and munitions training.

The nature of these duties, while outside of their basic patrol team supervisory responsibilities, is commonplace in agencies of this size. CPSM suggests that the workload demands associated with these added responsibilities are reasonable and prudent given overall workload.

Work Schedule / Deployment

With the exception of the Patrol Lieutenant who works Monday to Friday, 8:00 a.m. to 4:00 p.m. (flexes shift to work evenings as needed), sworn Patrol Division personnel work a hybrid 3/12 schedule under a *Team* concept. Under the Team concept the same group of officers works under the direction of the same Sergeant throughout the year. Shift sign-ups occur once per year. Reporting times are 6:00 a.m. and 6:00 p.m. daily. Team days off fluctuate throughout the rotation to allow for all personnel to enjoy a weekend off every other week. Under this schedule, they rotate between day and night shifts every eight weeks.

One area of concern is the absence of a shift overlap. As the off-going shifts come into the station for the last fifteen to twenty minutes of the shift to wrap up the day's work, and the on-coming shift spends fifteen to twenty minutes preparing for the day's deployment, there are two periods during the day, totaling approximately sixty to eighty minutes, where no officers are deployed in the field. If an emergency response is needed during these periods, the response will be delayed.

A simple solution, one that is commonplace with this work schedule, is to have one officer on each of the day and night shift teams report at 5:30 a.m. and 5:30 p.m. In so doing, at least one officer can be deployed to the field to respond to emergencies during these shift overlap periods. CPSM would strongly urge the department to consider this option.

Teams and staffing are established as follows. Here we utilize authorized staffing. As well, we identify the Teams as Teams 1 to 4 for purposes of clarity. Here, Teams 1 and 2 rotate together as do Teams 3 and 4. In other words, Teams 1 and 2 cover the day shift while Teams 3 and 4 cover the night shift. The two sets of Teams rotate between shifts every eight weeks, as noted earlier.

- Team 1 – 1 Sergeant / 6 Officers.

- Team 2 – 1 Sergeant / 5 Officers.

- Team 3 – 1 Sergeant / 6 Officers.

- Team 4 – 1 Sergeant / 5 Officers.

While this schedule allows for continuity of Team assignments and simplicity of scheduling, it does not necessarily allow for appropriate deployment of staffing based upon workload demands. For instance, as we discuss minimum patrol staffing next, we note that the department

recognizes the need to adjust minimum staffing levels based upon hour of day and day of week. In so doing, the department notes that minimum night shift staffing requires more officers than day shift, and minimum weekend night staffing requires more staffing than weekday nights.

Under the Team concept and rotation schedule in place here, staffing levels by Team are static and do not allow for staffing levels to be established to match perceived increased workload demands during the night shift. We inquired as to how such a schedule is rational, where staffing is static and does not account for the variations in minimum staffing. We were advised that at rotation times, some officers remain on the night-side deployments rather than shifting to days, and that this ensures that additional staffing is available during the night-side deployments.

CPSM did not conduct an audit of minimum staffing cost allocations by shift, something that is well beyond the scope of this study. As well, as we will address below, the present accounting system for the department does not allow for such an evaluation without an extensive audit. Staff should evaluate this issue to ensure that this schedule does not result in undue overtime budget expenditures relative to meeting minimum staffing.

Minimum Patrol Staffing

Police agencies across the country establish minimum patrol staffing levels. There are three primary reasons for this practice, as follows:

- To ensure that there is sufficient staffing to rapidly respond to emergency/life safety and in-progress crime calls.

- To ensure that there is adequate staffing to respond to overall workload demand.

- To ensure that adequate resources are available to reasonably provide for both resident and officer safety.

There are a number of variables present in every community which factor into an individual department's decision-making process in determining appropriate minimum staffing levels. These may include the availability of additional personnel resources to assist in emergencies (e.g., a neighboring police agency, sheriff's department, or state police), overall workload demands with a focus on violent crime, and the capacity of a community to financially support an established minimum staffing level.

In establishing minimum staffing levels, best practices suggest flexibility is warranted so as to vary levels by both hour of day and day of week, based upon need. Rarely would a minimum staffing level be standardized throughout the week, or at all time periods of the day. In Brookings the department has established minimum patrol staffing as follows:

- Day Shift – 1 Sergeant* / 2 Officers (three total).

- Night Shift – Sunday through Wednesday – 1 Sergeant* / 3 Officers (four total).

- Night Shift – Thursday through Saturday – 1 Sergeant* / 4 Officers (five total).

*In the absence of the team sergeant, the senior most officer assumes the role of supervisor.

Under this minimum staffing model, the Sergeant/supervisor is assigned calls for service in addition to serving as the team supervisor. If one additional officer is available on the shift, the sergeant/supervisor focuses upon their supervisory roles, but may assist on calls for service during peak workload demand periods.

CPSM would urge the department to increase minimum staffing to four total on day shift, and in all cases remove the Sergeant from the call rotation duties. While the department has appropriately established minimum staffing by day of week and shift, the opportunity remains to additionally focus on hours of the day. For instance, the hours between 3:00 a.m. and 6:00 a.m. weekdays and 7:00 a.m. weekends are generally slower in terms of workload demands, and therefore, minimum staffing levels could be reduced by one position during these periods.

Given authorized staffing levels, minimum staffing is generally met without the need for overtime deployments if all positions are filled. However, when factoring in leave time, there are limited hours of the day that overtime will be necessary. For fiscal year (FY) 20/21, 2,600 hours of overtime were expended in the Patrol Division. While the department's payroll system does not allow for isolation of overtime by category of work (e.g., court, minimum staffing, hold-over to complete investigation, etc.), payroll staff estimated that minimum staffing accounted for 80 percent (2,080 hours) of total overtime expenditures, or the equivalent of one FTE. Given the present vacancies, and assuming that this was the case in FY 20/21, this rate is not excessive.

In the following subsections, we will have an extensive discussion on deployment, workload, and other factors to be considered in establishing appropriate staffing levels, including minimum staffing. Upon thorough evaluation of all factors, we will make staffing recommendations.

Patrol Beats / Policing Districts

The department has not established patrol beats or policing districts, with the limited exception of snow plow enforcement periods. This is highly unusual, even for a smaller agency such as BPD. The reason for this decision is related to the lack of adequate resources to maintain beat integrity as officers must routinely travel throughout the city to handle calls for service or back-up other officers. In so doing, they would necessarily travel from beat to beat and the perceived benefit of beat integrity would be lost.

Given staffing levels of police departments across the country, CPSM understands that strict beat integrity cannot be maintained, whether it be a smaller agency such as BPD or a large agency deploying dozens of officers per shift. However, there are other benefits to establishing patrol beats that must be considered and that form the basis for nearly all law enforcement agencies, large and small, to establish patrol beats or policing districts.

For example, next in our reporting we will be examining Call / Workload Demand. In a sub-section titled *High Call Volume Locations,* we identify locations with a high incidence of both crime and non-crime calls as well as locations with a high incidence of traffic accidents. Through the establishment of patrol beats or policing districts, officers assigned to those areas can be assigned to address the causative factors that result in the higher call demands. Additionally, assigning officers to patrol beats or districts helps to ensure that patrol services are more equitably shared throughout the city vs. just in high call volume locations or those areas where officers may tend to concentrate their patrol activities.

As well, officers can more easily be held accountable for becoming acquainted with residents and businesses and working collaboratively in addressing crime and quality-of-life issues arising out of those patrol beats or policing districts. In one recent assessment in California, the agency utilized policing districts to ensure that patrol officers met the department's stated vision of *"Those we serve know those who serve them."*

In some instances, departments choose to establish both patrol beats and sub-districts. For instance, they may have two, three, or four patrol beats, but an additional six or eight policing districts within each patrol beat. Specific patrol officers are then assigned to a policing district as part of their broader patrol responsibilities and are charged with addressing causative factors of

crime and disorder within their district while working in partnership with the residents and business owners as described above.

As we report on *High Call Volume Locations*, we will provide additional information that will further demonstrate the value of establishing patrol beats and/or policing districts. We encourage the department to re-evaluate its deployment model and seriously consider the establishment of at least two patrol beats.

CALL / WORKLOAD DEMAND

As noted in the *Executive Summary*, our work followed two tracks: (1) the operational assessment, and (2) a data analysis of workload, primarily related to patrol and patrol-related functions. In the following pages, which are focused on the Patrol Division, we draw upon the data analysis report to assist in our operational assessment. The data analysis report, in full, can be found following the operational assessment and readers are encouraged to thoroughly review it. The data analysis is rich with information, only a portion of which is included in this segment of the report.

For purposes of our analysis, we use computer-aided dispatch (CAD) records generated by the department's 911/dispatch center, the Communications Section. These records pertain to identifiable workload associated with specific units and are the most accurate, verifiable, and comprehensive records available.

It is important to note that in reporting on deployment and workload in this section, we analyze the patrol workload without considering supporting units' workload. Patrol workload was defined by the department as the work of patrol officers and K9 unit only. Other support units such as Detectives, School Resource Officers, and CSOs will be examined later in our reporting.

Crime statistics for the City of Brookings indicate a low level of both violent and property crime in comparison to similarly sized South Dakota cities, the State of South Dakota as a whole, and national levels. These figures were discussed in *Section 3* of this report.

Prevention of crime and the apprehension of criminals are at the forefront of responsibilities for police departments, but demands on police resources involve much more than crime. Traffic enforcement, the efficient flow of traffic through the community, and maintaining peace and order are but a few of the many such non-crime activities that fall into the scope of work of a police department. As we examine workload demands we will explore all activities.

The following table shows the total calls for service and calls per day by category of call the department handled during the study period of January through December 2021.

The 911/dispatch center recorded approximately 11,433 calls that were assigned call numbers and which include an adequate record of a responding unit. When measured daily, the department reported an average of 31.3 patrol-related calls per day. The table does not include events for directed patrol, calls in which fewer than 30 seconds were spent on the call (indicating the call had been cancelled), and out-of-service activities. As we examine workload demands in detail, we will include all activities. Also, the number of calls shown includes both officer-initiated activity and community-initiated activity, that is, calls from residents, alarm companies, transfers from other law enforcement agencies, etc.

This table examines call volume by the category of the call, the total number of calls responded to in 2021, and the average number of calls per day. Both community-initiated and police-initiated calls are recorded here.

TABLE 5-2: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	557	1.5
Alarm	175	0.5
Animal	742	2.0
Assist other agency	614	1.7
Check	467	1.3
Civil matter	271	0.7
Crime–person	728	2.0
Crime–property	818	2.2
Disturbance	232	0.6
Investigation	173	0.5
Juvenile	215	0.6
Mental health	120	0.3
Miscellaneous	978	2.7
Suspicious incident	432	1.2
Traffic enforcement	990	2.7
Traffic incident	3,820	10.5
Warrant/prisoner	101	0.3
Total	**11,433**	**31.3**

Note: The focus here is on recorded calls rather than recorded events. We removed 234 events with zero time on scene and 104 directed patrol events.

Observations:

- On average, there were 31.3 calls per day, or 1.3 per hour.

- The top three categories accounted for 80 percent of calls:

  - 47 percent of calls were traffic-related.

  - 19 percent of calls were general miscellaneous events. (See *Appendix A* in the data analysis section for definition.)

  - 14 percent of calls were crimes.

In the following table we examine daily call volumes by month and source (community-initiated vs. police-initiated). Community-initiated calls include calls from citizens, businesses, alarm companies, transfers from other law enforcement agencies, etc. Police-initiated refers to calls generated by an officer or other Brookings police employee.

TABLE 5-3: Calls per Day, by Initiator and Month

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	14.1	14.5	15.5	15.7	17.3	17.7	20.4	22.5	21.6	22.3	17.5	16.3
Police	11.6	17.1	16.6	11.0	14.2	14.8	12.6	10.9	17.0	16.1	9.8	8.9
Total	**25.7**	**31.6**	**32.1**	**26.7**	**31.5**	**32.5**	**33.0**	**33.3**	**38.6**	**38.4**	**27.3**	**25.2**

In the next table we examine both the origin of the call and the average time spent on a call by the primary unit.

TABLE 5-4: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	33.0	537	24.6	19
Alarm	12.2	174	1.0	1
Animal	23.6	584	20.5	156
Assist other agency	27.5	539	31.7	75
Check	27.1	450	23.1	17
Civil matter	21.7	246	9.3	25
Crime–person	36.8	697	28.1	31
Crime–property	28.4	787	41.0	31
Disturbance	16.1	223	13.6	9
Investigation	36.4	162	15.2	11
Juvenile	38.4	201	7.1	14
Mental health	51.4	119	62.0	1
Miscellaneous	14.8	694	11.3	284
Suspicious incident	22.4	393	11.1	39
Traffic enforcement	20.2	682	47.8	307
Traffic incident	16.3	3	10.5	3,817
Warrant/prisoner	38.0	63	35.2	38
Weighted Average/Total Calls	**26.3**	**6,554**	**14.2**	**4,875**

Note: For this table, we removed four calls with inaccurate busy times. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call.

Observations from Tables 5-3 and 5-4:

■ The longer weighted average times spent on calls were for community-initiated calls, at 26.3 minutes; the average weighted time for police-initiated calls was 14.2 minutes. Mental health calls required the longest average time commitment at 51.4 minutes per call.

■ Further examination of mental health-related call activity should be conducted to determine if all calls for service capture actual mental health-related call demand, which at present is approximately 0.3 calls per day. For example, disturbances at a downtown business may result from a person suffering from a minor mental health crisis that does not rise to the level of a need for that individual to be involuntarily committed, but nonetheless, stems from an origin of a mental health issue. A modification of the department's CAD system would allow for that

call to be cleared as a disturbance/mental health. In so doing, the department can obtain a more accurate picture as to how mental health issues are impacting workload demand.

◾ While the data reflects that 43 percent of all call volume is initiated by the department, we would point out that approximately 80 percent of that activity involves traffic enforcement stops initiated by an officer (recorded as Traffic Incident). This call ratio is typical in smaller agencies with low crime rates.

In the following two tables we look at the average number of police units that responded to a call activity. Generally, as BPD deploys one-officer units with the exception of training cars, the number of units translates to the average number of officers that responded.

TABLE 5-5: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.5	538	1.4	19
Alarm	3.0	174	2.0	1
Animal	1.2	585	1.1	157
Assist other agency	1.9	539	1.5	75
Check	1.9	450	1.9	17
Civil matter	1.3	246	1.4	25
Crime–person	2.3	697	2.5	31
Crime–property	1.6	787	1.7	31
Disturbance	2.0	223	1.3	9
Investigation	2.2	162	1.7	11
Juvenile	1.7	201	1.8	14
Mental health	2.0	119	1.0	1
Miscellaneous	1.3	694	1.6	284
Suspicious incident	1.9	393	1.5	39
Traffic enforcement	1.4	683	1.7	307
Traffic incident	1.7	3	1.3	3,817
Warrant/prisoner	1.8	63	2.2	38
Weighted Average/Total Calls	**1.7**	**6,557**	**1.4**	**4,876**

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TABLE 5-6: Number of Responding Units, by Category, Community-Initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	369	95	74
Alarm	21	37	116
Animal	484	85	16
Assist other agency	269	149	121
Check	187	157	106
Civil matter	195	37	14
Crime–person	308	121	268
Crime–property	521	144	122
Disturbance	80	89	54
Investigation	66	44	52
Juvenile	120	53	28
Mental health	70	19	30
Miscellaneous	517	131	46
Suspicious incident	178	121	94
Traffic enforcement	475	158	50
Traffic incident	1	2	0
Warrant/prisoner	36	14	13
Total	**3,897**	**1,456**	**1,204**

In summary, the overall mean number of responding units was 1.7 for community-initiated calls and 1.4 for police-initiated calls. Fifty-nine percent of community-initiated calls involved one responding unit, 22 percent of community-initiated calls involved two responding units, and 18 percent of community-initiated calls involved three or more responding units. The largest group of calls with three or more responding units involved crime incidents.

Calls for Service Efficiency Measures

Further examination of various elements of the calls for service and patrol response data also warrants discussion. Data from Tables 5-2 through 5-6 provide a wealth of information about demand, workload, and deployment per call in Brookings. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

The following table provides a comparison of staffing, calls for service, and workload data for the Brookings Police Department in relation to that of other agencies for which CPSM has conducted similar studies from 2016–2021 (excluding 2020, data for which was affected by the COVID pandemic). Here, we limit our comparison agencies to those with a population under 100,000. The table presents a broad comparison, and should be viewed in that framework. Factors such as demographics, service expectations, availability to fund services, and the ability to provide for community and officer safety needs must all be considered.

Variable Description	Median	Minimum	Maximum	Brookings	BPD vs. CPSM Comps
Population	31,940	4,474	99,096	24,823	Lower
Patrol, Percent of Total Sworn	66.1	32.4	96.8	73.0	Higher
Call for Service Rate per 1,000 population (Includes Police-Initiated)	713.96	233.7	6,642.05	460.58	Lower
Avg. Service Time, Police CFS	16.62	7.1	47.33	14.17	Lower
Avg. Service Time, Community CFS	28.94	13	51.51	26.33	Lower
Avg. # of Responding Units, Police CFS	1.25	1.0	1.99	1.37	Higher
Avg. # of Responding Units, Public CFS	1.73	1.0	2.56	1.72	Lower
Workload Percent, Weekdays in Winter	31.57	5.08	66.6	14.69	Lower
Workload Percent, Weekends in Winter	31.38	4.12	68.99	18.92	Lower
Workload Percent, Weekdays in Summer	34.58	5.54	85.66	17.71	Lower
Workload Percent, Weekends in Summer	36.68	5.02	81.95	14.81	Lower
Average Response Time, Winter (min.)	11.69	3.1	29.68	9.92	Lower
Average Response Time, Summer (min.)	11.93	2.4	31.64	10.47	Lower
High-priority Response Time (min)	6.6	2.84	23.12	9.38	Higher
Violent Crime Rate (per 100,000)	205.85	0	1,621.05	222	Higher
Property Crime Rate (per 100,000)	2,184.61	319.04	11,234	1,273	Lower
Total Crime Rate	2,446.3	404.96	12,424	1,495	Lower

In comparing Brookings's data to that from other studies conducted by CPSM, we look for significant statistical anomalies. The most significant anomalies found in Brookings are:

- For the variable of *Patrol, Percent of Total Sworn* a higher than average result is commonplace in small agencies with few special assignments.

- Calls for service per 1,000 population is approximately one-third lower than median number.

- Workload percentages are less than one-half the median number.

- Higher than average response times to emergency calls (*High-Priority Response Times*).

As we examine deployment and workload later in this report, we will further address these areas.

High Call Volume Locations

In the four figures that will follow we provide information on frequent responses to specific locations for both crime and non-crime calls as well as high-frequency traffic accident locations. As well, we identify high-frequency traffic enforcement areas to determine if those efforts are targeted to high-frequency accident locations.

In the following figure, we examine locations with a high volume of calls involving reports of criminal activity in year 2021. This may include assaults, robberies, burglaries, larceny including shoplifting, auto crimes, etc. The red clusters represent multiples of 25 responses. We note here that police and sheriff's headquarters and Brookings Hospital are locations at which crimes

occurring throughout the city are reported rather than at the actual site of the crime. For that reason, these locations are listed under the call location but excluded from the map.

FIGURE 5-1: High-volume Locations for Crime Calls, 2021

CRIME RUNS
Red > 25 runs

RUNS	LOCATION	PLACE
112	307 3RD AV E	Brookings City Police Department*
48	2233 6TH ST	Walmart Supercenter
33	521 12TH ST S	Normandy Village
28	305 MAIN AVE	The 9 Bar & Nightclub
25	2410 YORKSHIRE DR	Yorkshire Apartments
19	300 22ND AVE	Brookings Health System*
18	400 7TH ST	Residential
17	303 3RD ST	The Wild Hare
16	300 MEDARY AVE S	Medary Village Mobile Home Park
16	2110 22ND AVE S	Hillside Trailer Court
14	401 MAIN AVE	Rays Corner
14	1029 WESTERN AVE	Heron Cove Apts
13	530 ELM AVE	Brookings High School
12	712 BROOKLAWN DR	Residential
12	408 3rd Ave S	Lamplighter Village
10	510 8TH ST S	Meadowlark Villa
10	790 22ND AVE S	Hy-Vee Grocery Store
10	120 2ND ST S	Signature Urgent Care
10	300 MAIN AVE	Skinner's Pub
10	2420 6TH ST	Taco Express
9	1605 6TH ST	McDonald's
8	2515 6TH ST	Econo Lodge Inn & Suites
8	913 ONAKA TRL	Arrowhead Apartments
8	421 MAIN AVE	Sully's Irish Pub
7	514 SUNRISE RIDGE RD	Quality Inn Brookings-University
7	827 5TH ST S	Residential

*Excluded from heat map: police stations & hospitals.

Next we examine locations with a high volume of calls involving noncriminal activity. This may include a family dispute, traffic accident, a suspicious person, a disturbance involving a customer, complaints involving unsheltered persons, a parking complaint, or any number of other calls that do not result a criminal investigative report. In this figure, the red clusters represent multiples of 80 responses. Once again, police and sheriff's headquarters and Brookings Hospital are excluded from the map.

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FIGURE 5-2: High-volume Locations for Calls for Service Stemming from Noncriminal Activity, 2021

OTHER RUNS

Red > 80 runs

RUNS	LOCATION	PLACE
402	307 3RD AV E	Brookings City Police Department*
138	2233 6TH ST	Walmart Supercenter
118	521 12TH ST S	Normandy Village
97	300 22ND AVE	Brookings Health System*
92	I29 MM 125	I29 MM 125
66	300 MEDARY AVE S	Medary Village Mobile Home Park
55	2410 YORKSHIRE DR	Yorkshire Apartments
47	2110 22ND AVE S	Hillside Trailer Court
46	530 ELM AVE	Brookings High School
43	790 22ND AVE S	Hy-Vee Grocery Store
42	780 22ND AVE S	Brookings City Liquor Store
41	315 7TH AVE	Brookings County Sheriff
40	400 7TH ST	Residential
38	1029 WESTERN AVE	Heron Cove Apts
36	510 8TH ST S	Meadowlark Villa
35	300 MAIN AVE	Skinner's Pub
35	305 MAIN AVE	The 9 Bar & Nightclub
33	401 MAIN AVE	Rays Corner
33	408 3RD AVE S	Lamplighter Village
33	303 3RD ST	The Wild Hare
33	6TH / 22ND AVE	Brookings Hospital Area
29	120 6TH AVE S	Washington Terrace Apartments
29	2420 6TH ST	Taco Express
29	1000 BLK 6TH ST W	Walmart
28	2018 OLWEIN ST	Residential
27	1605 6TH ST	McDonald's
26	926 25TH AVE	Taco Bell

*Excluded from heat map: police stations & hospitals.

Data from Figures 5-1 and 5-2 is strikingly similar, with several locations among the top response locations in both sets of data. Here, the benefits of patrol beats or policing districts can be made clearer. Staff should examine calls for service at these locations in an effort to identify opportunities to mitigate the need for such frequent police response.

As we mentioned in reporting on *Patrol Beats / Policing Districts,* officers assigned to specific beats or districts can be tasked with working collaboratively with interested parties to implement crime reduction strategies to mitigate the number of calls. This may include security assessments for target hardening, use of security cameras, additional private security, and providing targeted crime prevention tips for these more highly impacted locations.

The next two figures reflect high-volume traffic accident locations as well as traffic enforcement stops. This comparison allows us to see if resources are largely targeting enforcement efforts at high-frequency accident locations. An overlay of the figures shows the department is in general doing a good job of focusing on problematic locations. However, there are a substantial number of accidents reported in the area of 22nd Ave. South near Eighth St. S., which is not a target enforcement location This is in a retail area with larger than normal volumes of traffic, which likely contributes to the high accident rate. Nonetheless, the volume of traffic

enforcement stops here is lower than in other enforcement concentration zones such as Sixth St. between Main St. and Interstate 29.

FIGURE 5-3: High-Frequency Traffic Accident Locations

ACCIDENTS
Red >25 runs

RUNS	LOCATION
27	2233 6TH ST
16	I29 EXIT 133
12	24 HOUR LOT
12	22ND AVE / 6TH ST
12	790 22ND AVE S
11	6TH ST / MEDARY AVE
10	1605 6TH ST
9	530 ELM AVE
8	2420 6TH ST
7	20TH AVE / 6TH ST
6	22ND AVE S / 8TH ST S
6	6TH ST / SUNRISE RIDGE RD
6	8TH ST S / 17TH AVE S
6	20TH ST S / 22ND AVE S
5	8TH ST S / MAIN AVE S
5	500 BLK 22ND AVE
5	307 3RD AVE
5	MAIN AVE / 3RD ST
5	812 25TH AVE
4	5TH ST S / MEDARY AVE S
4	72 HOUR LOT
4	MAIN AVE S / 2ND ST S
4	500 BLK MAIN AVE S

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FIGURE 5-4: High-volume Traffic Enforcement Stops

TRAFFIC INCIDENTS
Red > 40 runs

RUNS	LOCATION
109	6TH ST / I 29 NB
84	1000 BLK BYPASS
59	500 BLK 6TH ST
47	400 BLK 6TH ST
42	600 BLK 9TH AVE
40	100 BLK 12TH AVE
38	22ND AVE / 6TH ST
37	1200 BLK 6TH ST
36	700 BLK 6TH ST W
35	500 BLK MEDARY AVE S
34	20TH AVE / 6TH ST
33	500 BLK MAIN AVE
27	1000 BLK 6TH ST
26	1700 6TH ST
26	400 BLK MAIN AVE S
25	6TH ST / WESTERN AVE
25	1400 BLK 6TH ST
25	300 BLK MAIN AVE S
24	1300 BLK 6TH ST
24	600 6TH ST
23	800 BLK 6TH ST W
22	1200 BLK 6TH ST
22	200 BLK MAIN AVE S
21	5TH AVE / 6TH ST
20	1600 BLK 6TH ST
20	300 BLK 6TH ST

Call Mitigation

In all of our studies CPSM examines call mitigation as a tool to reduce workload demand. Areas that we examine include alarm responses, responses to traffic collisions, alternate reporting practices, and the utilization of civilian personnel in responding to calls for service in lieu of, or in conjunction with, sworn personnel. Here, we will examine each of these areas.

False Alarm Responses

We look at responses to alarm calls since alarm response numbers as a percentage of calls for service are generally high, and the ratio of legitimate to false alarms is extremely low. In general, the rate of false alarms is about 97 to 98 percent of all activations.

During the one-year study period, the department responded to 175 alarm calls, or slightly less than 0.5 calls per day. The average time spent on each of these calls by the primary responding officer was 12.2 minutes (not including call receipt and dispatch-related time). This equates to approximately 35.6 hours per year. On average 3.0 officers responded per alarm call, resulting in a total of approximately 107 hours total patrol officer commitment. While any number of false alarms has a negative impact on police operations, for a city of this size, this call volume is not significant at only one alarm call every 50 hours.

Like most cities studied by CPSM, Brookings has enacted an alarm ordinance in an effort to regulate alarm systems. This is codified in *Chapter 21-026 - An Ordinance Establishing Procedures*

for False Security Alarms in the City of Brookings, South Dakota. This includes the response to false alarms and a cost recovery system for such responses. The ordinance is not designed to be punitive, but rather it incentivizes owners to manage their alarm systems more effectively and to reduce the number of false alarms.

Key provisions of Chapter 21-026 are as follows:

- All police responses to false alarms will be tabulated during any twelve calendar-month period.

- A fine is assessed beginning with the second and all subsequent false alarm responses during the applicable period.

- An exemption exists for "force of nature" occurrences such as extreme weather.

- The fine amount (not indicated in the ordinance) is established by Resolution.

- The Chief of Police may waive fines where appropriate.

This ordinance appears to be largely consistent with those of many agencies, though many provide for two or three false alarms before onset of the fines. From 1/2020 through 5/2022, only $600.00 in fines were levied, of which $150.00 was collected. The outstanding balance stems from responses to one business. In any event, this revenue stream is not significant.

Due to the burden associated with false alarm responses, some police departments have found it necessary to discontinue the response to certain alarms unless a crime is verified by the property owner or alarm company, though this is highly unpopular with residents and the business community. Given the low number of alarms per day, this does not appear warranted in the case of Brookings, absent any egregious violators that could be considered on a case-by-case basis.

Traffic Accident Responses

Along with reducing responses to alarms, another option commonly considered by police departments in an effort to reduce workload is discontinuing responses to non-injury traffic accidents where the involved vehicles do not pose a traffic hazard. That is not a practice employed in Brookings, and officers continue to respond to all collisions on both public roadways and private property.

During the one-year study period, the department responded to 556 traffic accident calls, or 1.5 calls per day. The average time spent on one of these calls by the primary responding officer was 33 minutes (not including call receipt and dispatch-related time). This equates to approximately 305 hours per year. On average 1.5 officers responded per traffic accident call resulting in a total of approximately 459 hours of patrol officer commitment, or 1.26 hours per day. As is the case with alarms, the community has an expectation that its police department will respond to all traffic accidents. To change the department's practices regarding responses to some traffic accidents would likely be highly unpopular. Considering that only 1.26 hours per day are encumbered by such responses, changing response protocols is not necessary.

As we discuss traffic collisions, we take this opportunity to further discuss the city and police department's traffic safety efforts and identify an unrealized opportunity. The city has established a citywide Traffic Safety Team (TST) made up by members of the Police Department, Public Works Department, City Traffic Engineer, and appointed citizens.

In effect, the agencies and staff represented by this team, along with citizen input, bring forth and examine identified traffic safety concerns. The three "E"s of traffic safety, *Engineering, Education, and Enforcement,* are considered in formulating actions that may serve to improve an identified safety concern.

Recommendations to address those concerns are then presented to the City Council, through the City Manager's Office, for possible Council-directed action. This may include changing signal timing, lane markings, traffic signage, directed enforcement, etc.

While we strongly support such a team, we point out that there may be opportunities to improve the process. CPSM was advised that high-frequency accident locations have not been specifically identified for analysis by the TST. In an attempt to reduce the frequency of collisions at those locations, we would encourage the department to identify the top three accident locations, and present those for review and analysis by the TST. Secondly, in the relatively few agencies that we have studied that have a TST or similarly charged teams, we have not encountered a situation in which the teams' recommendations for action must be approved by the City Council. Rather, the City Manager, as part of his/her broader duties, is generally authorized to take appropriate action within established spending limitations. The City Council is, however, given a report on the TST's work along with actions taken to address the identified traffic safety concerns. We suggest that this is a more efficient way to address such concerns, while still keeping City Council informed.

Online Reporting
Other steps that BPD has taken to reduce demands on officers' time include instituting online reporting for non-emergency incidents where no suspects are known, such as petty theft, malicious mischief, and lost property, as well as delayed traffic accident reporting. This is a relatively new reporting option, implemented on May 21, 2021. With online reporting, victims can immediately receive a case number by which they can track the status of their investigation. However, since its inception, only 36 such reports have been submitted. While any number reduces workload demands on officers, at less than one per week (36 over 48 weeks),this number suggests that further promotion of the availability of on-line reporting availability may be needed, or 911 dispatchers need to further encourage callers to utilize this option.

CAD Entry In Lieu of a Formal Police Report, Where Appropriate
In approximately 2018, the department modified its report requirements. Prior to that time, a formal police report was required for every call for service. There are many police responses where no crime is committed, and there is no need for an officer to write a formal police report. Rather, the information contained in the CAD call history for the call serves to document the response. The officer can add notes to the CAD call history where appropriate. This is common practice in police agencies across the country. Generally, approximately two-thirds of all calls can be documented solely through a CAD history.

Anecdotal evidence suggests that there remains opportunities in Brookings for reducing the need to write some formal reports going forward. For instance in 2021, the department responded to 6,557 community-initiated calls for service. In that year, officers wrote 4,700 formal police reports. This reflects that officers wrote formal reports on approximately 72 percent of calls, double the rate of most agencies. These numbers are not exact, as some of these reports are written based upon self-initiated activities, or by detectives or SROs. Nonetheless, the disparity is significant enough that this should be examined to determine if the report criteria in place today is appropriate.

Role of Part-time, CSO, and Reserve Officers

Part-time Officer / CSO

The department utilizes both a part-time officer and civilian Community Service Officers (CSOs) to complete some workload that would otherwise be assigned to a patrol officer. The duties include parking enforcement, abandoned vehicle abatement, and responses to animal calls. Both are excellent programs and the related workload can be appropriately handled by assigned staff, thus freeing up patrol officers to conduct proactive patrols in high crime areas as well as neighborhood problem solving.

Reserve Officers

The department has a cadre of twelve reserve officers who work under the direction of the Patrol Lieutenant, assisted by two full-time police officers who serve as liaison to the Reserve Unit.

Importantly, in April 2022, the department made a decision to restructure the Reserve Unit through the promotion of two reserve officers to Reserve Commander. CPSM strongly supports this action. Not only does it provide additional development opportunities for the reserve officers, but they may take on additional administrative duties for the Reserve Unit. Such duties may include, but not be limited to, mentoring of new reserve officers, coordinating reserve training, exploring additional opportunities to support the mission of the department, arranging for reserve officer staffing at special events and/or other policing deployments, and administrative duties such as the collection of data on work hour contributions.

Reserve officers initially undergo 100 hours of training to meet State of South Dakota requirements to serve as a Commissioned Reserve Officer. Once commissioned, the police department requires that they undergo a one-year probationary period during which they receive in-service training before they are authorized to carry firearms on duty. An additional forty hours of continuing professional training is required every two years.

When on routine patrol duties, they are assigned to work under the immediate supervision of a full-time officer. However, there are a number of secondary duties that they may perform independently. Examples include staffing at community events, prisoner security when hospital treatment will require prolonged security deployments pending booking at the Brookings County Jail, prolonged traffic control assignments, etc.

Reserve officers can receive pay compensation for order, maintenance, and security functions at sporting events, parades, etc. These possible paid opportunities are usually through a third-party contract and limited each year. CPSM notes that this is in keeping with industry standards.

A comprehensive listing of the nature of their contribution includes the following for both Reserve Commanders and reserve officers:

Reserve Commander roles and responsibilities include:

- Confers with potential reserves to explain policies, duties, responsibilities, and working conditions and to provide other pertinent information.

- Assists coordinators with reviewing applications, testing, interviews, and any other hiring procedural requests.

- Assists coordinators in instruction on trainings mandated by the state to maintain reserve status.

- Assists reserve officers with assignments for requested duties and events.

- Assists coordinators with work performance issues and will adhere to the chain of command with concerns, problems, and general operational duties.

- Ensures reserve officers maintain professionalism.

- Reserve Commanders will also have the same roles and responsibilities as the reserve officers.

Reserve officer responsibilities include assistance with:

- Hobo Days Parade (College Homecoming Parade).

- Fourth of July Parade.

- College Homecoming Weekend (Hobo Days).

- High School Homecoming Weekend.

- College football games.

- City business festivals/events (such as Pub Crawl, Skinner's Drive Through, Summer Downtown at Sundown).

- Brookings Arts Festival Weekend (annually in July).

- Brookings Marathon and Jack 15 Races.

- Emergency hold assistance at the hospital.

- Call-out on traffic control for fire calls, accidents, other miscellaneous needs.

- Call-out on miscellaneous busy weekend activities: Ride-along and foot patrols.

- Funeral and traffic control associated with funerals.

- Patrol for concerts.

- High school dances.

- Patrol for College Rodeo.

- Other duties as assigned for assistance by the Brookings Police Department.

Reserve officers are required to work a total of ninety-six hours per year, inclusive of both training hours and deployments. In our experience, reserve officers, on average, work far more hours than the minimum requirement. In our discussions with Reserve Program staff, we received anecdotal reports that this is true here in Brookings as well.

We attempted to quantify their contribution by obtaining data on the number of hours that they worked over the past three years. Unfortunately, that information is not recorded. Nonetheless, their contribution is significant and the department should begin to collect data on their efforts. As previously mentioned, the newly appointed Reserve Commanders could develop a system for doing so. As well, they could prepare an annual report on the Reserve Unit contributions for distribution among interested parties.

This is an excellent endeavor that both frees up officers' time committed to routine non-enforcement activities such as traffic control and security details, but also engages the community to work in partnership with the department, leading to stronger relationships. With the new command structure of the Reserve Unit, CPSM would encourage the department to further examine opportunities for the unit to support the Patrol function.

Out-of-Service / Noncall Activities

By necessity, officers engage in a variety of activities that are referred to as "out-of-service" or "noncall" activities. These include roll-call briefings, court appearances, administrative matters, training, report writing, and any number of other activities. In the period from January 1, 2021, through December 31, 2021, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.

- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.

- After these exclusions, 877 activities remained. These activities had an average duration of 59.3 minutes.

The following table reports noncall or out-of-service activity by the nature of the activity, the amount of time committed to the activity (per occurrence), and frequency of occurrence as recorded in the city's CAD system.

TABLE 5-8: Noncall Activities and Occupied Times by Description

Description	Occupied Time	Count
City/county hall	85.8	41
Special event	112.9	61
Meeting	81.6	29
Range	102.7	35
School	79.0	10
Training	111.4	27
Vehicle maintenance	13.6	39
Miscellaneous	49.6	206
10-10	52.0	11
10-19	45.7	113
10-42	46.3	260
No comments	73.1	45
Weighted Average/Total Activities	**59.3**	**877**

While these are common noncall or out-of-service activities for all policing agencies, collectively, an average of 59.3 minutes per activity is not insignificant. It is not possible, and is beyond the scope of our work, for CPSM to determine the appropriateness of the time commitment to these activities. However, the department may want to evaluate this data to ensure the time commitment is appropriate.

We would also point out here that the 877 activities represent only 2.4 activities per day, averaged over the year. This number is not a realistic reflection of the total number of noncall activities that officers engage in. For instance, with approximately ten officers on duty over any

given 24-hour day, this data suggests that only 25 percent took a meal break, or engaged in any one of the other listed activities. This suggests that officers are engaging in noncall activities without notifying the 911 dispatcher of their status. As such, workload associated with these activities is not captured.

In the *Workload Demand Analysis* section that follows, noncall activity and associated workhours are accounted for in the magenta-colored section of Figures 5-9, 5-11, 5-13, and 5-15. Note that this noncall activity or out-of-service time, with the exception of weekday business hours, is virtually non-existent. As a result, the data appears to be slightly distorted.

To this point, we have focused largely upon the number of calls and other patrol workload activities for the one-year study period. In the workload demand analysis that follows we will examine how the patrol force allocates time and resources to this workload and other activities. This analysis will assist CPSM in making our staffing recommendations, and better allow for the city and department to ultimately determine appropriate staffing for the patrol-related functions.

Workload Demand Analysis

Uniformed patrol is considered the "backbone" of American policing. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to have officers available to respond to calls for service and provide law enforcement services to the public.

Although some police administrators suggest that there are national standards for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, "A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems."[1]

Essentially, "discretionary time" on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is "discretionary" and intended to be used at the discretion of the officers to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time, officers are idle. This may be an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload as well as ensuring that sufficient staffing exists to respond to emergency situations involving the safety of the public and officers alike. Once the actual workload is determined, and the amount of discretionary

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1. John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," Public Management 86 (March 2004): 22–27.

time is determined, then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund services. The Brookings Police Department is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities), it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type enables identification of activities that are really "calls" from those activities that are some other type of event.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the *Patrol Saturation Index*.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It reflects the extent to which patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to current time spent to provide services.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once that threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes, "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit (June 2022), the department is authorized for 37 full-time sworn officers. When fully staffed, 27 of those personnel are assigned to patrol functions (includes Lieutenant, Sergeants, officers, K9 officer). When fully staffed, patrol staffing would thus represent approximately 73 percent of total sworn staffing, or somewhat higher than CPSM's Rule of 60 recommendation. This higher percentage of patrol personnel is often found in smaller departments. The staffing alignment serves to benefit the community through a dedication of resources to direct services. If the dedication of patrol resources is below the 60 percent level, there would be concern about the balance of resources within the department.

Rule of 60 – Part 2

The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service and self-initiated arrests, etc. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands in the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is "saturated" by CFS.

It is CPSM's contention that patrol staffing is optimally deployed when the SI is below the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels significantly lower than 60 percent, however, indicate patrol resources may be underutilized, and may signal an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated but consistent and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions. Other factors must be considered, such as the availability of sufficient resources to safely, efficiently, and effectively respond to emergency calls for service.

While the call data referenced in Tables 5-2 to 5-8 reflects call activity for the entire one-year study period, for the next portion of the study we examine not just the total number of calls, but the actual time spent on these calls as well as other duties. Here, we compare "all" workload, which includes community-initiated calls, police-initiated calls, directed patrol work, and noncall (out-of-service activities). We examined deployment and workload for eight weeks in winter (January 4 to February 28, 2021) and eight weeks in summer (July 7 to August 28, 2021).

The department's main field deployments consist of sergeants and patrol officers, including the K9 officer. Additional patrol support is derived from a part-time officer and part-time CSOs as previously described. For the following figures, basic patrol includes patrol Sergeants and officers. Added patrol includes the K9 unit as well as the part-time officer and part-time CSOs.

As previously noted, patrol Sergeants and patrol officers, including the K9 officer, work 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. And as noted, there are no shift overlaps.

In Figures 5-5 through 5-8 that follow, the numbers on the left edge of each figure reflect the number of officers deployed while the numbers on bottom edge of the figure represent hours of the 24-hour day.

The police department's total patrol force deployed an average of 5.0 police officers per hour on weekdays, and 5.07 officers per hour on weekends during the 24-hour day in winter 2021. For the summer period, average deployment was 5.1 officers per hour on weekdays and 5.2 officers per hour on weekends during the 24-hour day.

It is important to note that this staffing level includes regularly scheduled off-duty personnel who were required to work in an overtime capacity to meet minimum staffing.

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FIGURE 5-5: Deployed Units, Weekdays, Winter 2021
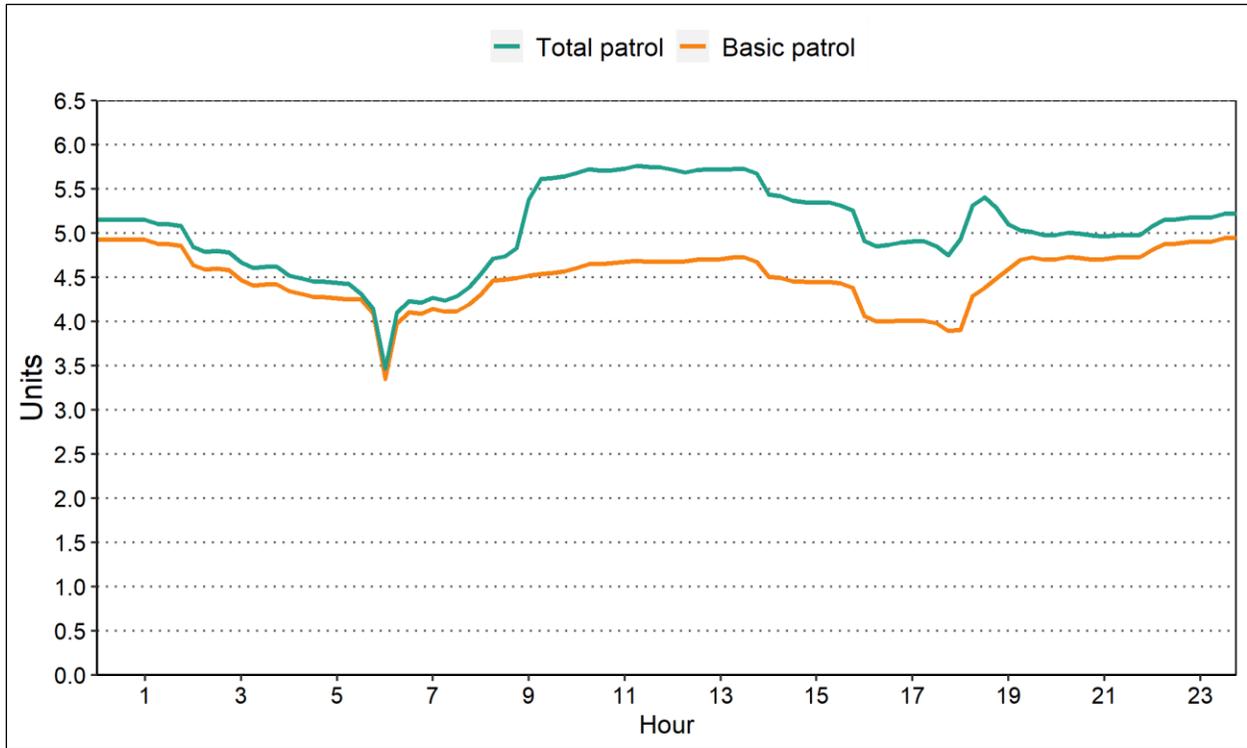
FIGURE 5-6: Deployed Units, Weekends, Winter 2021
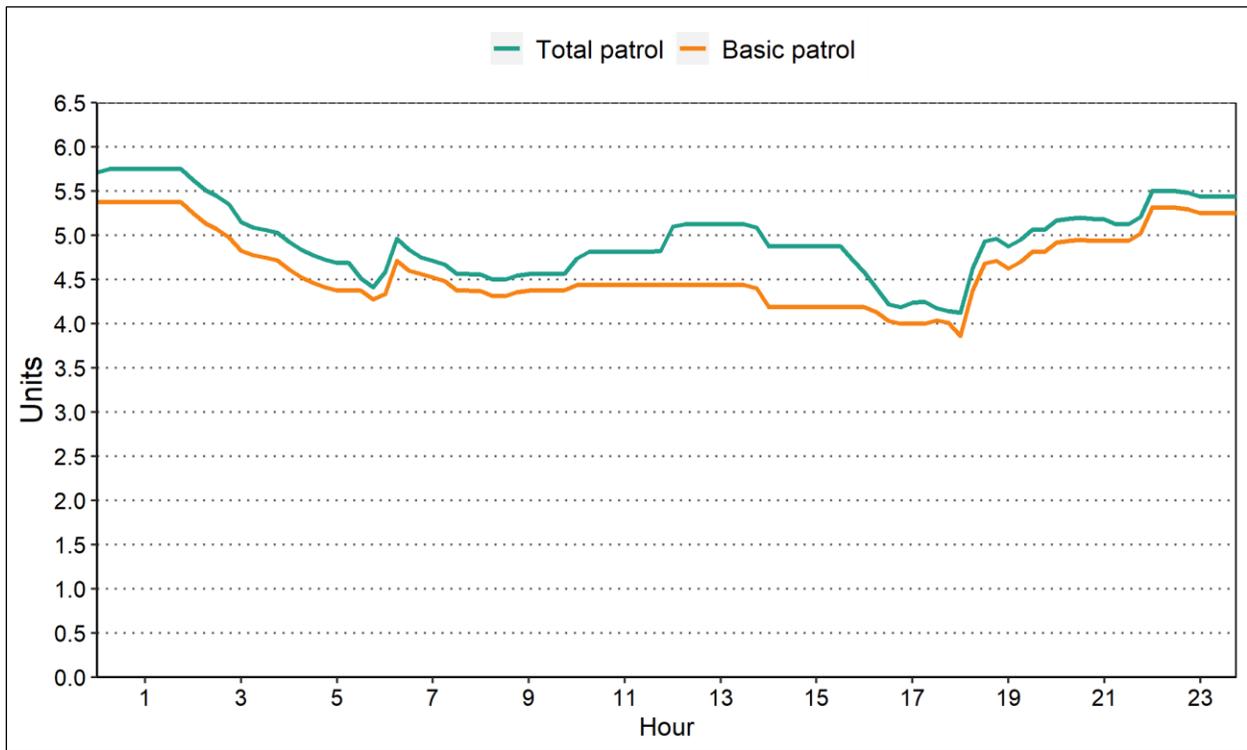
FIGURE 5-7: Deployed Officers, Weekdays, Summer 2021
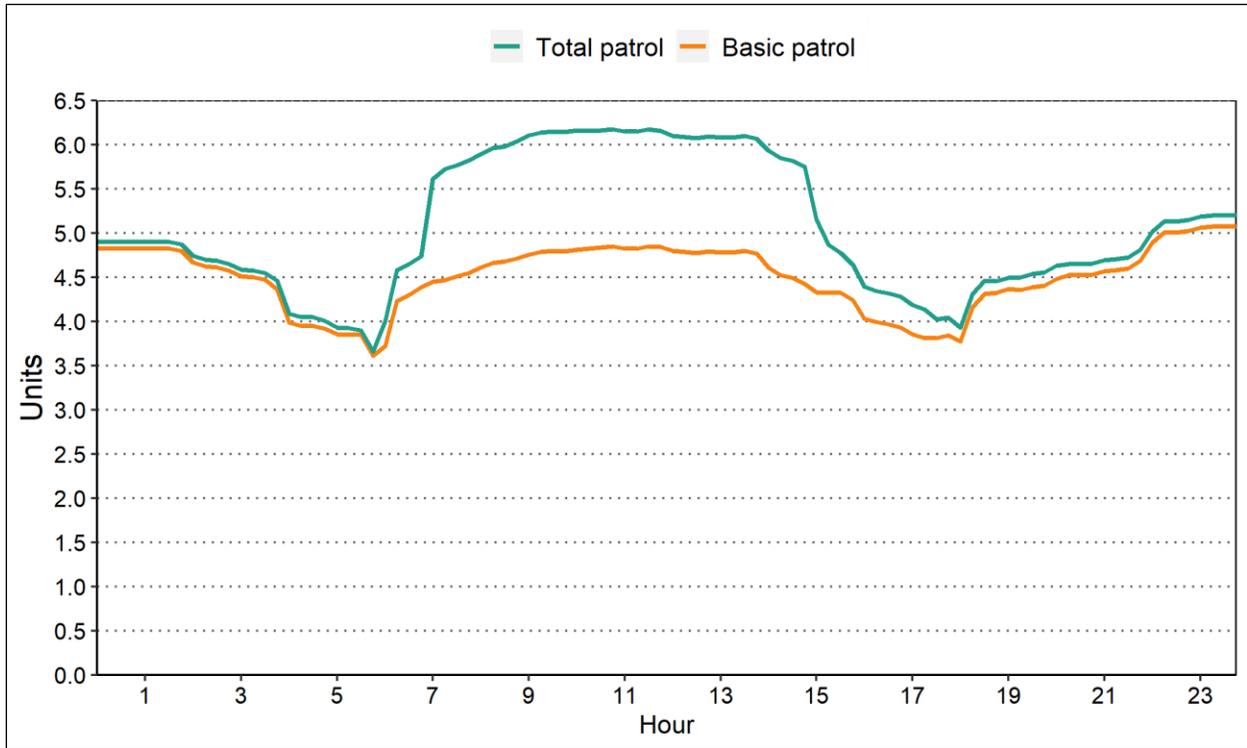
FIGURE 5-8: Deployed Officers, Weekends, Summer 2021
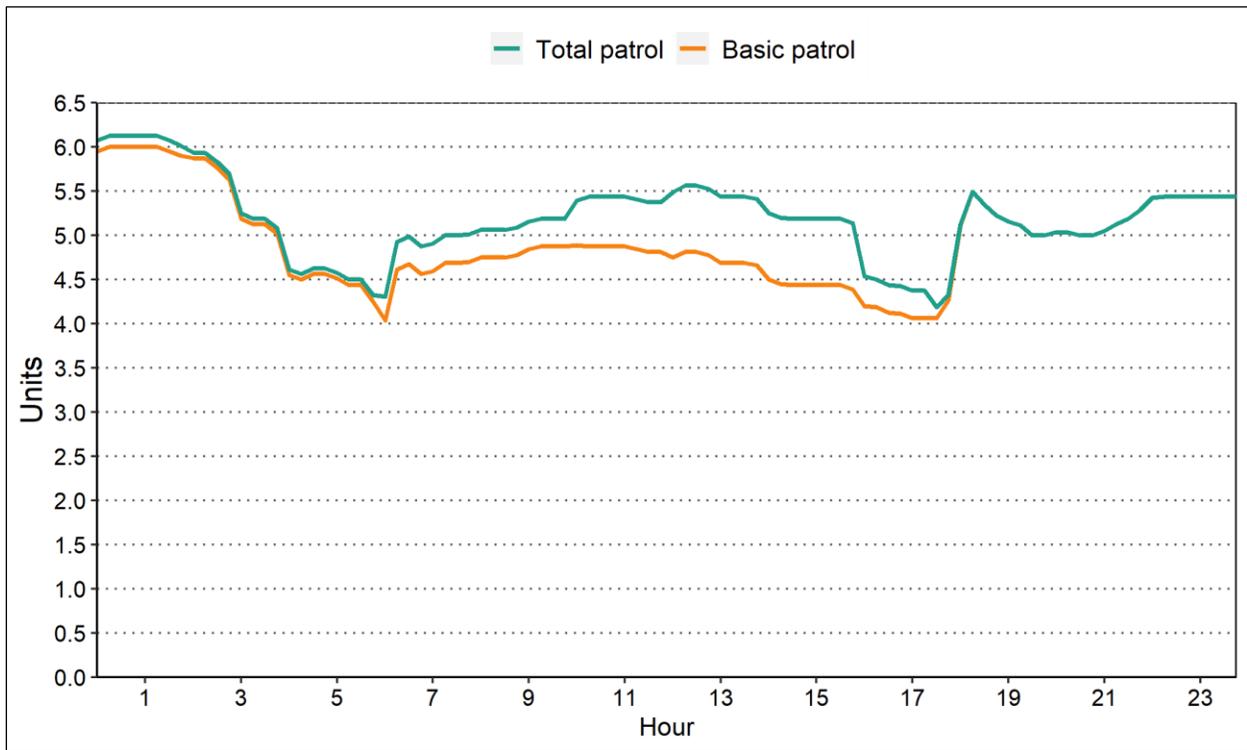
In Figures 5-9 through 5-16, which follow, we examine workload by source and activity. This enables an assessment of how the department and its patrol force are positioned to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and address traffic issues in the community. We considered only those personnel who reported for duty rather than authorized staffing levels and distinguish the deployment and workload between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday). As with the prior figures, the spikes in deployment represent shift overlaps.

Specifically, Figures 5-9, 5-11, 5-13, and 5-15 focus on deployment and workload. The numerical column on the left side of each figure represents the number of units; the numbers across the bottom of each figure represent the 24 hours of the day; and the colored sections within each diagram represent time committed by personnel to one of five activities: Community-Initiated Activity (orange); Officer-Initiated Activity (blue); Out-of-Service Activity (magenta); Directed Patrol Activity (Peach); and Uncommitted Patrol Activity (lime). Again, the Added Patrol (dark green) represents the K9 unit, the part-time officer, and CSOs.

For example, in Figure 5-9, on the left side of the figure, at midnight, one can see there were approximately 5.2 units deployed. Of those, approximately .5 were committed to a community-initiated call for service, .3 were committed to a police-initiated activity, and 4.4 were available and on routine patrol.

In Figures 5-10, 5-12, 5-14, and 5-16, we graph the saturation index. Patrol resources available are denoted by the dashed black line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100. The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above in the *Rule of 60, Part 2*, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time.

The data reveals that the BPD patrol function operates well within the Rule of 60 threshold in both winter and summer, both weekdays and weekends. In summary, a review of the workload figures that follow shows that workload appears to be easily manageable with available resources.

The following are average workload percentages reflected in the following figures:

- Winter weekdays: Community-initiated workload–8 percent; All workload–14 percent.

- Winter weekends: Community-initiated workload–12 percent; All workload–19 percent.

- Summer weekdays: Community-initiated workload–12 percent; All workload–18 percent.

- Summer weekends: Community-initiated workload–10 percent; All workload–15 percent.

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FIGURE 5-9: Deployment and All Workload, Weekdays, Winter 2021
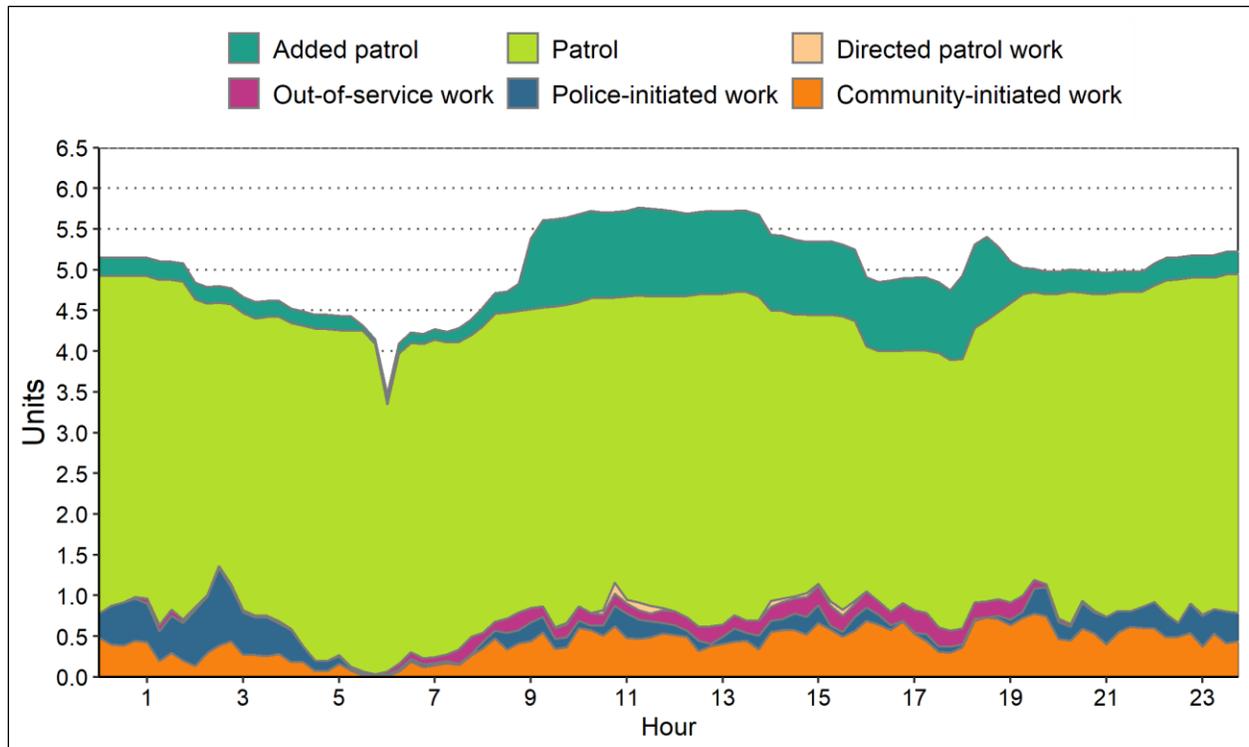
FIGURE 5-10: Percentage of Workload, Weekdays, Winter 2021
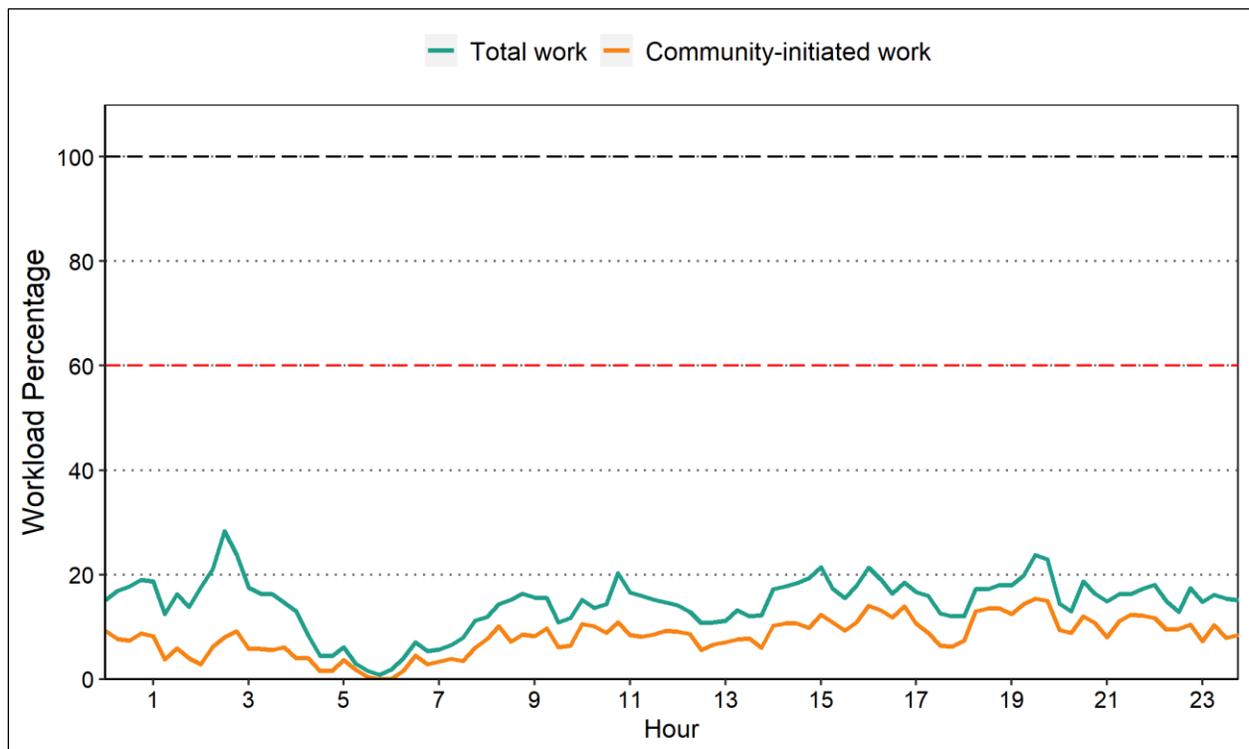
FIGURE 5-11: Deployment and All Workload, Weekends, Winter 2021
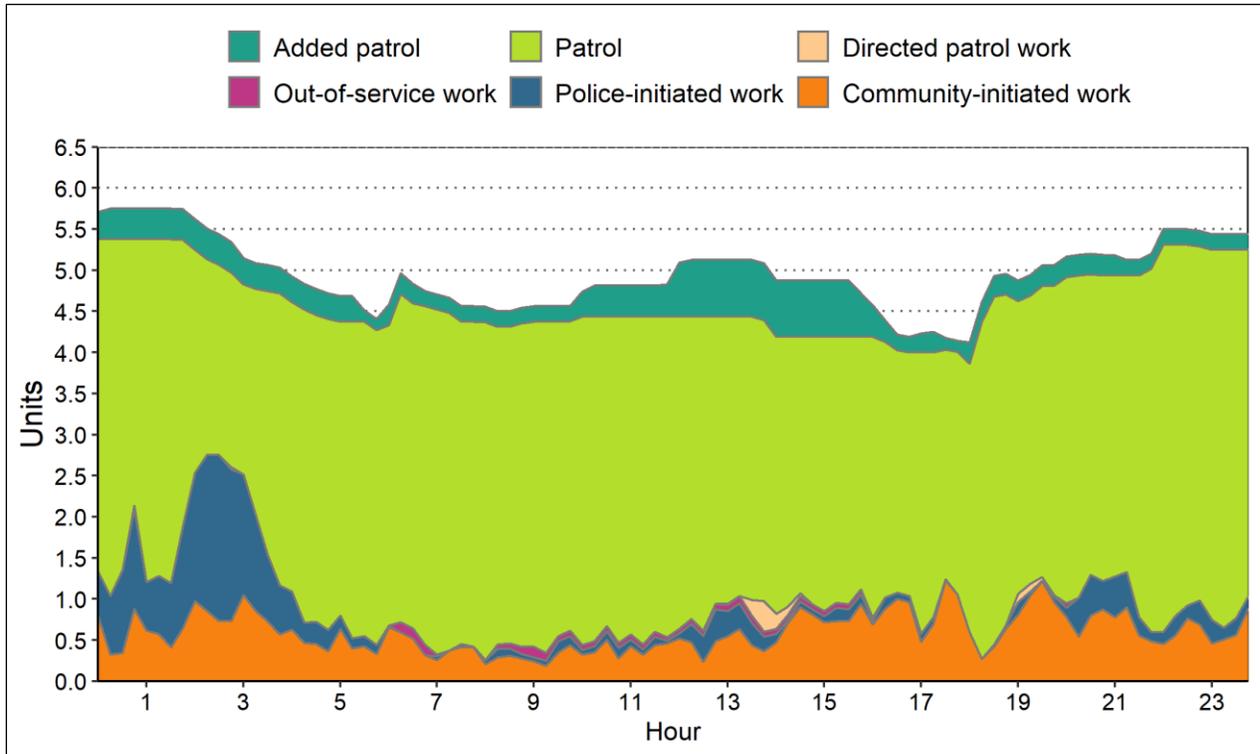
FIGURE 5-12: Percentage of Workload, Weekends, Winter 2021
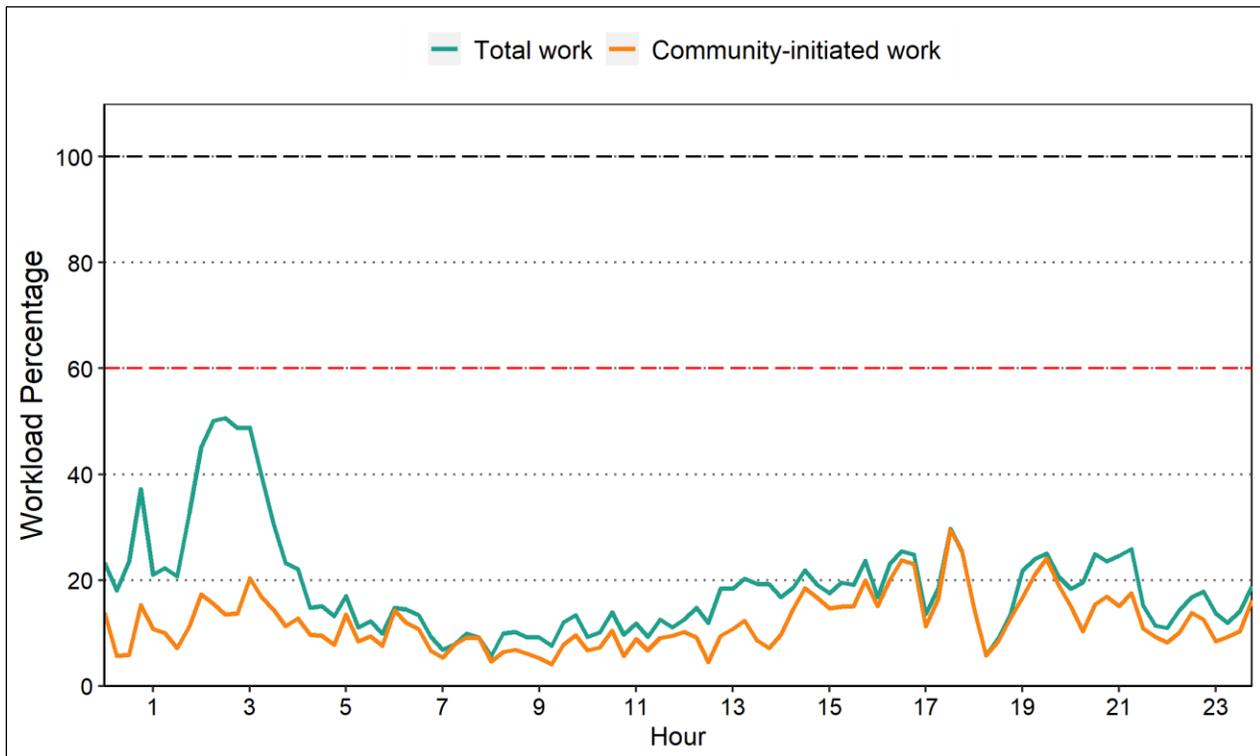
FIGURE 5-13: Deployment and All Workload, Weekdays, Summer 2021
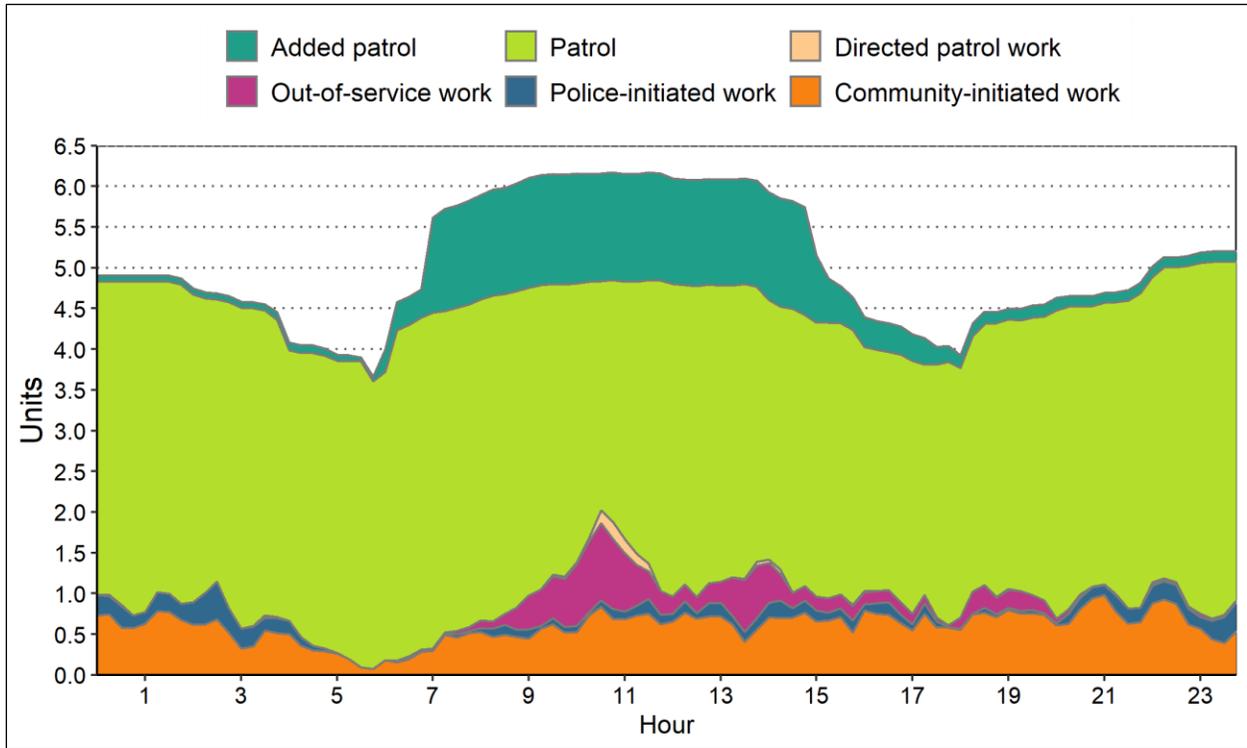
FIGURE 5-14: Percentage of Workload, Weekdays, Summer 2021
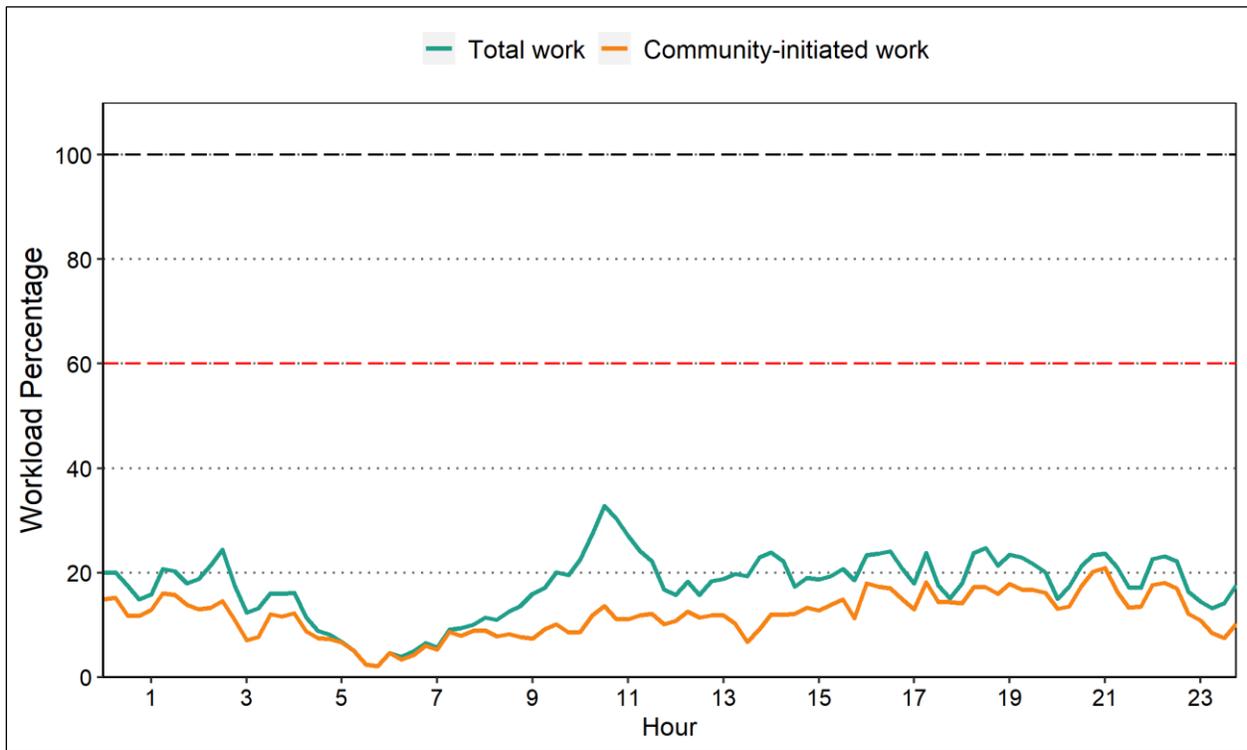
FIGURE 5-15: Deployment and All Workload, Weekends, Summer 2021
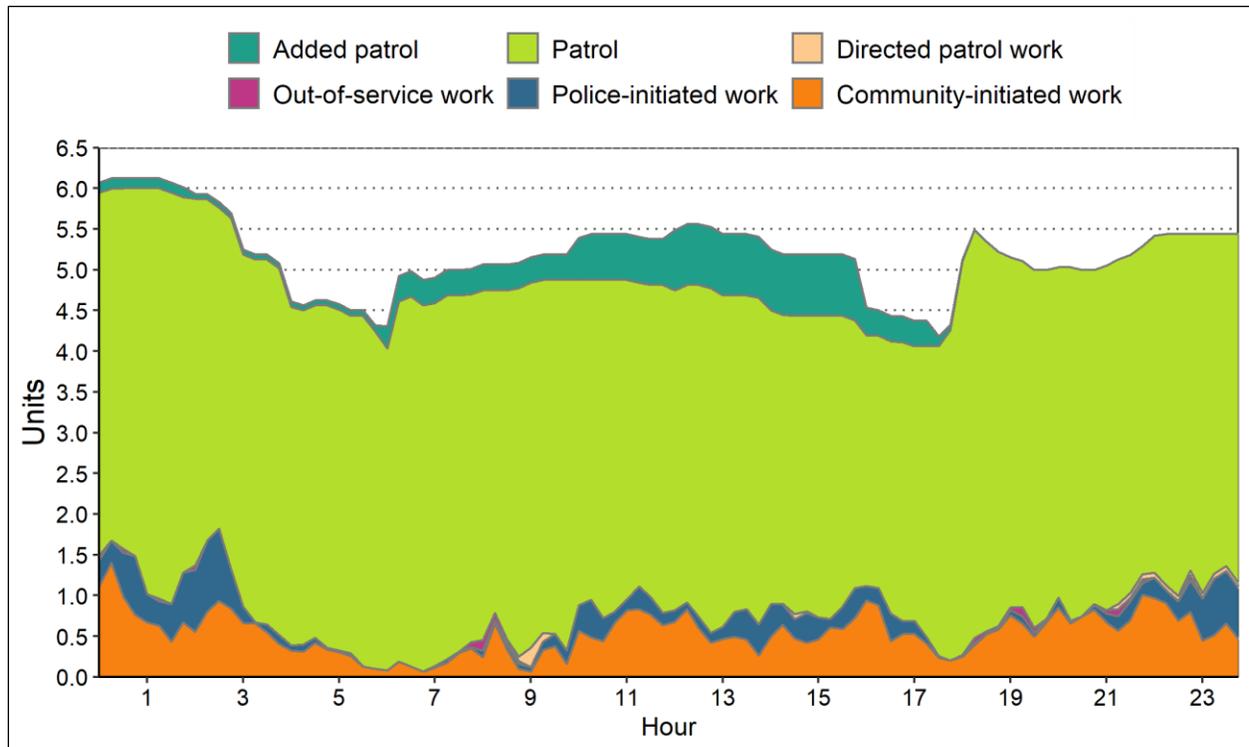
FIGURE 5-16: Percentage of Workload, Weekends, Summer 2021
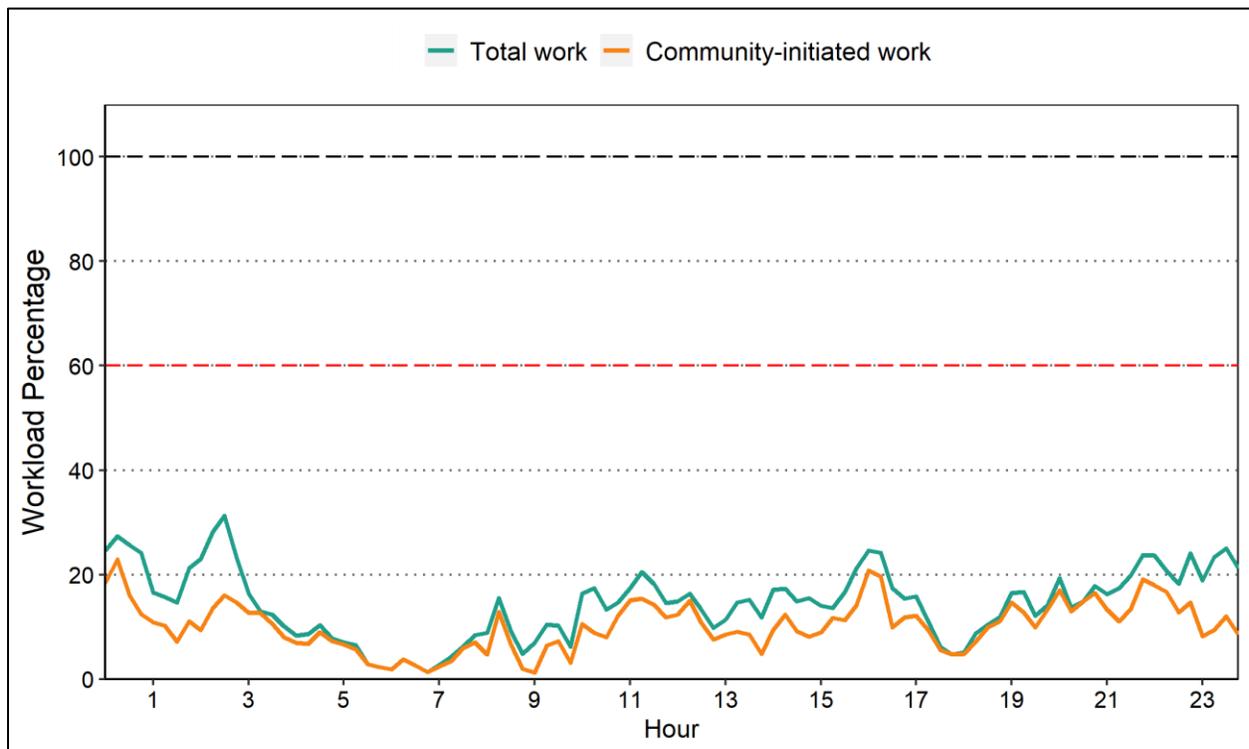
Patrol Deployment and Workload Demand Alignment

In all agencies, service demands on the police fluctuate from hour to hour and day to day based upon a variety of factors that are unique to a community. What is important is that police resources are properly deployed/aligned to meet those demands.

An examination of Figures 5-9 through 5-16 reflects that community-initiated service demands in Brookings generally begin to pick up at about 6:00 a.m. weekdays and 7:00 a.m. weekends in the summer as well as on weekdays in the winter, then taper off at around 3:00 a.m. On winter weekends, the activity is relatively constant.

It is interesting to note that there are relatively minor variations in workload demands around the clock, whereas in many agencies the workload demands begin tapering off after 8:00 p.m. weekdays. This may be attributable to the presence of South Dakota State University and a younger population that stays up later. Staff indicated that, not surprisingly, much of the nighttime activity is in fact attributable to students.

Nonetheless, in comparing this demand to the presently available shift staffing and work schedule, we conclude that deployments reasonably align with workload. With respect to minimum staffing numbers, the higher minimums during the evening and early morning hours appear to be warranted as it is during those hours where alcohol and related crimes, sometimes violent, occur.

Present Staffing Relative to Workload Demands

In the above reporting on patrol deployment relative to workload demand, we limited our analysis to how staffing aligned with workload. In other words, does the available staffing largely mirror workload demands by hour of day and day of week? As we consider appropriate staffing levels to meet workload demands, there are additional factors that we consider. Here, we will strive to do so.

Establishing appropriate staffing levels is generally the most complex task in our evaluation of patrol operations. In so doing, we must rely upon data that we have extensively reported upon above as well as additional workload data provided by the department, which we will include in this discussion. Additionally, we consider information derived from interviews that we conducted with department staff, and finally we draw upon our own experience leading organizations as well as conducting similar assessments of police agencies across the country.

The major data sources that we examine for this discussion include:

- Community- and Police-Initiated Workload Data (Tables 5-4, 5-5, and 5-8).

- Deployment and Workload Percentages (Figures 5-9 through 5-16).

- Records management system (RMS)-captured workload (Table 5-9).

- Average Response Times by Call Priority (Table 5-10).

First, we examine Community- and Police-Initiated Workload (Calls for Service). The department reported that a total of 22 full-time officers were authorized and deployed in the Patrol Division (Includes 21 general patrol officers and one K9 officer).

Based upon CAD data provided by the department for 2021 (Tables 5-4, 5-5, and 5-8), patrol officers responded to approximately 6,559 calls for service from the public, conducted 4,875 self-initiated activities, and engaged in 877 noncall activities.

If one assumes every activity was handled equally and each patrol officer worked the equivalent of 161 twelve-hour shifts per year (assumes six weeks leave average), each of the 22 patrol-related officers:

- Served as the primary handling unit on about 298.1 calls for service from the public (1.85 calls per shift). Average daily time commitment of 48.7 minutes.

- Assisted on 208.7 calls for service from the public (1.3 per shift). Average daily time commitment of 34.08 minutes.

- Conducted 221.6 self-initiated activities (1.38 per shift), of which 78 percent were traffic enforcement stops. Average daily time commitment of 19.5 minutes.

- Assisted on 88.6 self-initiated activities (0.55 per shift). Average daily time commitment of 7.8 minutes.

- Engaged in 39.8 noncall activities (.25 per shift). Average daily time commitment of 14.83 minutes.

Per officer, this amounts to an averaged total of 124.9 minutes, or 2.08 hours, per shift. CPSM believes this number is somewhat under-reported as officers likely do not report all noncall activity as we previously noted. In any event, adding in what we may anticipate as a more accurate reflection on noncall activity time would not significantly change the overall workload time commitment.

Next we consider Deployment and Workload Percentages from Figures 5-9 through 5-16.

The following reflect average workload percentages:

- Winter weekdays: Community-initiated workload–8 percent; All workload–14 percent.

- Winter weekends: Community-initiated workload–12 percent; All workload–19 percent.

- Summer weekdays: Community-initiated workload–12 percent; All workload–18 percent.

- Summer weekends: Community-initiated workload–10 percent; All workload–15 percent.

Collectively, these data establish that workload demands routinely fall within the low end of accepted standards established in the "Rule of 60" discussion. As well, the data reflect workload demands that are lower on average than those of other agencies studied by CPSM (Table 5-7). This conclusion is not compromised by the lack of accuracy regarding noncall activity, which would not significantly alter these numbers. These workload percentages are largely consistent with data on average workload hours per day as reported above.

Next we look at records management system (RMS)-captured workload including the total number of police reports written, arrests made, and the number of traffic and parking citations issued by the department in its entirety. These numbers were obtained from the department's records management system and represent the workload of the entire department, not just patrol officers. Separating out this information for just patrol officers would be a task that is both unreasonable and unnecessary given the time involved in isolating patrol officer activity from all others. Here we credit patrol and K9 officers with all workload, though some could be credited to other personnel. as we will describe shortly. As such, the numbers are skewed on the high side. Once again, however, the numbers are useful for this discussion.

The following table reflects the total number of formal police reports, arrests, and citations for the past five years as reported by the department.

TABLE 5-9: Written Reports, Arrests, and Citations, Department-Wide, 2017–2021

Workload Component	2017	2018	2019	2020	2021
Written reports	7,618	7,235	7,562	4,512	4,700
Arrests	217	222	189	179	185
Citations – moving	3,805	3,523	3,364	1,551	1,861
Citations – parking	2,744	2,792	2,378	1,661	1,808

Source: Brookings Police Department

Consistent with crime rates (Figures 3-1 and 3-2 and Table 3-2) the workload captured in these activity categories has largely declined over this five-year period, with some exceptions. As we examine individual workload in more detail below, we will utilize the most current data from this table, that from 2021.

In 2021, department personnel wrote 4,700 formal police reports, made 185 arrests, issued 1,861 traffic citations, and issued 1,808 parking citations. As with our Calls for Service analysis, if one assumes that every activity was handled equally and each patrol officer worked the equivalent of 161 shifts, each officer would have, on average:

- Written 213.6 police reports (1.33 per shift).

- Made 8.4 arrests (0.05 per shift).

- Issued 84.6 traffic citations (0.53 per shift).

- Issued 82.2 parking citations (0.51 per shift).

Once again, these numbers are skewed on the high side, as not all activities were handled by patrol officers alone. For instance, patrol Sergeants occasionally handle limited calls for service and engage in enforcement activities, Detectives may make arrests, and SROs write police reports, issue citations, and make arrests, and the part-time officer and CSOs write parking citations and limited police reports.

As well, online reporting accounts for approximately 20 of the total number of reports written in 2021. If all of these numbers were to be extracted, the per-officer numbers would be adjusted (reduced) accordingly. Nonetheless, the numbers provide a point of reference as to activity level and workload demand and are useful in this discussion. We submit that this averaged level of activity per officer is not significant. This level of activity is not surprising given workload demands in terms of work hours and workload percentages as reported here.

Finally, we examine response times (Table 5-10, which follows). Response time is a factor in considering staffing and deployment requirements. In previous reporting, we noted that the response time for Priority 1 calls was 9.4 minutes (although this number may be invalid due to improper call classifications as we will report). As well, reflected in Table 5-10, we note that average response time to all call priorities combined is 10.6 minutes. It is up to the city and its residents to determine if these response times are acceptable, and if not, additional staffing may be called for.

In summary, the workload demands at present appear to be met handily by authorized staffing. Minimum staffing levels appear to be reasonable and easily met when the department is at full strength. Due to workload demand reductions during the early morning hours, the opportunity

exists to reduce minimum staffing by one officer from 3:00 to 6:00 a.m. weekdays and 3:00 a.m. to 7:00 a.m. weekends. With regards to authorized staffing levels for patrol, we submit that the number presently authorized is appropriate and that no additional personnel are required to meet workload demands as presently exist.

Previously, we noted that at minimum staffing the Sergeants are included in the call rotation. In effect, they become a line police officer for purposes of call responses. CPSM recommends that Sergeants, even at minimum staffing, be eliminated from call rotation. In examining the workload demands as illustrated above, it appears there is no need to encumber a Sergeant with basic patrol duties because their role as a supervisor is of paramount importance. That is not to suggest that they cannot be used to handle minor calls or assist officers on any call. To the contrary, that is commonly a role of patrol Sergeants in agencies of this size and larger, and is wholly appropriate.

We would also like to point out that much of the average officer workload data reflected here (*Present Staffing Relative to Workload Demands)* to include daily call load, reports written, arrests made, and traffic citations issued, etc., was culled together through CPSM requests of department staff as no such comprehensive reports are produced by the department at present. Rather, if a supervisor seeks to review a subordinate's work efforts, they must conduct an individual search, something that patrol supervisors here and across the country rarely do.

CPSM inquired of two patrol Sergeants as to whether they have access to such information. One showed us on their computer how they can look up officers individually to cull that information together, while the other indicated that they have no way to access such information, which they suggested would be useful if available.

This information is or should be readily available in the department's records management system. Monthly reports reflecting this information could be generated by the department's Records Section for the entire Patrol Division, by individual officer, and provided to patrol supervisors. Such information would serve as a useful management tool for supervisors in evaluating the performance of personnel under their command.

Response Time to High-Priority Calls for Service

Another important aspect in our workload assessment and staffing analysis is response time to calls for service. Our focus here will be largely limited to high-priority calls for service, which are those calls that involve life-safety incidents and/or in-progress crimes. In Brookings there are 60 call types that fall within the Priority 1 listing of calls. Additionally, we excluded police-initiated calls, calls lacking a unit identifier, and calls at headquarters. Once again, this data is limited to those calls assigned to a patrol unit (patrol officer, K9 unit).

In *Section 8, Support Services Functions*, we will report on the Communications Center, which is responsible for 911 dispatching and related services. There, we will provide extensive additional detail on call classification, call processing, and response times to all call priority levels. We encourage readers to review that section for additional details.

As noted, the department assigns priorities to all calls, with Priority 1 as the highest priority. The following table shows average response times by priority, in minutes. Here again, we will be focusing on Priority 1 calls, but provide the additional priority information for reference. As well, we isolated injury accidents based upon call type "*Accident (Sig 1)*."

In the following table the *Dispatch Processing Period* is that time from receipt of a call until a unit is assigned and dispatched. The *Travel Time* is that period from the time that the officer is

dispatched to the call until the time at which they arrive at the scene. *Response Time* combines these numbers (rounded). *Calls* represents the total number of such calls.

TABLE 5-10: Average Response Times, by Call Priority

Priority	Minutes			Calls
	Dispatch Time	Travel Time	Response Time	
1	2.9	6.4	9.4	2,699
2	3.4	7.3	10.8	1,247
3	4.9	7.7	12.5	1,354
4	6.1	6.3	12.4	125
Total	**3.6**	**6.9**	**10.6**	**5,425**
Injury accident	2.2	2.6	4.8	37

Note: The total average is weighted according to the number of calls within each priority level.

As we examine Priority 1 call data, we find that each time component raises concerns since all numbers appear to be excessive. The *Dispatch Processing Period* for a Priority 1 call (2.9 minutes) should be between 1 and 1.5 minutes. The *Travel Time* (6.4 minutes) should be approximately 4 minutes, and the total Response time (9.4 minutes) should be closer to 5 minutes. As well, *Total Priority 1 Calls* (2,699) is an extraordinarily high number of calls for this community. Virtually all Priority 1 calls are community-initiated, and with a total of approximately 6,554 such calls, 2,699 represents about 41 percent of all community-initiated calls. Priority 1 calls represent closer to 10 to 15 percent of community-initiated calls in most studies conducted by CPSM.

CPSM examined the 237 call types recorded in the CAD system, of which 60 are classified as Priority 1 calls. As we mentioned previously, Priority 1 calls should be limited to life-safety and in-progress crimes. In our review we found Priority 1 calls include *Vandalism, Found Property, Noise Complaint, and Harassment,* to name of few. These do did not appear to rise to the level of life-safety or in-progress crime. These call types, and others, account for a substantial number of Priority 1 calls. For instance, the classification of *Noise Complaint* accounted for 175 Priority 1 responses during the one-year study period.

CPSM believes that 911 dispatchers intuitively know that such calls are not emergency calls and therefore, even though listed as a Priority 1 call in CAD, they may hold the calls and dispatch them as a non-emergency call. This results in a skewing of the response time numbers. This conclusion appears to be supported as we examine response time to injury collisions, where the overall response time to a life-safety call is 4.8 minutes.

CPSM would urge the department to review its CAD call priorities and limit Priority 1 calls to those involving life-safety or in-progress crimes. CAD can be easily modified to accomplish this. If that action is taken, we believe that the Priority 1 response times will fall into appropriate levels going forward.

PATROL SUMMARY

Overall, CPSM believes that the Patrol function is led by and includes a dedicated complement of personnel who attempt to well-serve the City of Brookings, a city that most call home. However, there are important issues that must be addressed.

We reiterate here our concern about staffing shortcomings for patrol supervision. Upgrading four police officer positions to Corporal, with requisite testing and training, is highly recommended. CPSM believes that ensuring around-the-clock supervisory coverage is the single most critical issue facing patrol.

We would also note here that it is the practice of the department that the Patrol Division Lieutenant, rather than the Sergeants, reads and approves all crime reports prepared by the patrol officers under his command. This is a practice that we have never seen in our professional careers as police chiefs or in our assessments of agencies across the country. This practice is detrimental to the operation of the division. It unduly occupies the Lieutenant's time and deprives the Sergeants of an important responsibility relative to the supervision of their personnel. It is the Sergeants' responsibility to supervise their personnel, and reviewing and approving their crime reports provides important information about an officer's investigative ability. This is a practice that can and should be rectified immediately.

With respect to shift schedules and personnel deployments, the present system appears to be popular with staff, and overall it serves the needs of the community and department. We will recommend one minor modification to allow for field coverage during shift overlaps. While there are a myriad of schedule options, CPSM sees no need to modify that which is in place. Nonetheless, as we previously addressed in reporting on *Work Schedule / Deployment,* the department should ensure that the schedule in place at present allows for sufficient flexibility of staffing as reported to CPSM, and does not result in undue overtime expenditures.

With regards to staffing, as we noted in the discussion on *Present Staffing Relative to Workload Demands* above, the authorized (vs. actual) staffing appears to be well-positioned to manage present workload demands. However, as vacancies occur, the minimum staffing levels often will require overtime backfill when officers take time off due to various leave factors. As such, we would urge the city and department to do everything in their power to anticipate vacancies and to take appropriate action, including-over hiring in anticipation of a vacancy, to ensure that adequate staffing exists without having to rely on regular mandatory overtime to meet minimum staffing levels.

We would also point out that the Patrol Division has no civilian support staff. As a result, sworn staff including the Lieutenant must perform some duties that could and should be handled by a civilian. For example, collecting and recording mileage from the fleet, scheduling vehicles for routine maintenance, and facilitating the transfer of these vehicles to and from the maintenance facility can be performed by a civilian staff member. This would free up sworn personnel time.

While the Patrol Division does not require full-time civilian support staff, other divisions of the department also lack such support staff. The Criminal Investigations Division is one such example. In the next section, we will address this again.

In our proposed reorganization of the department we suggest added civilian support staffing that could be shared between department divisions in a manner that both addresses the various divisions' needs and is fiscally prudent.

The following recommendations seek to further position the Patrol Division to better serve the community.

Patrol Recommendations:

- CPSM recommends that four quasi-supervisory positions be established to provide more effective supervisory coverage of patrol operations on a 24/7 basis. This can be accomplished through the upgrading of four officer positions to a newly established position of Corporal. We recommend that this be a promotional position, with competitive testing, and that appointments be made based upon qualifying factors to include training, experience, initiative, and sound judgement. Officers appointed to this position should receive all relevant supervisory training afforded to and required of those who are appointed to the rank of Sergeant. (Recommendation No. 8.)

- Reassign the responsibility of reviewing and approving police reports from the Patrol Division Lieutenant to the Patrol Division Sergeants. (Recommendation No. 9.)

- Remove Sergeants from the call rotation when at minimum staffing. They could serve as assisting units and may handle minor calls, but should not serve as the primary handling unit where reports or in-depth investigations are required. Workload demands on patrol officers are not so substantial as to warrant this, and the supervisory role is too vital to compromise it by diverting their work to that of a primary handling unit. (Recommendation No. 10.)

- Consideration should be given to adjusting the reporting time for one officer on each team by one hour (reporting at 5:00 a.m. and 5:00 p.m., or 7:00 a.m. and 7:00 p.m.) to allow for field coverage on a 24/7 basis and eliminate the period of each day wherein there is no consistent field coverage based upon the lack of overlap in shift reporting times. (Recommendation No. 11.)

- The department should consider establishing patrol beats and/or policing districts to ensure that there is more balanced patrol coverage and that crime and disorder issues are more effectively addressed throughout the city. (Recommendation No. 12.)

- Take targeted action to mitigate conditions that result in high call volumes at the city's highest call volume locations. Under the supervision of the appropriate patrol Sergeant, the responsibility for addressing the conditions that foster high call volumes should fall to the patrol beat / patrol district's assigned police officers. (Recommendation No. 13.)

- Consideration should be given to identifying high-frequency traffic accident locations and reporting those to the city's Traffic Safety Team for review, analysis, and recommendations for corrective action. Secondly, to streamline the corrective action process, in lieu of requiring City Council approval, authorize the City Manager to direct corrective action be taken where such action can be taken within authorized spending limitations. (Recommendation No. 14.)

- Given the limited number of online reports being submitted, and recognizing that this is a relatively new program, dispatchers should be charged with encouraging callers to utilize this option in lieu of dispatching an officer, where appropriate. (Recommendation No. 15.)

- Given the relatively high percentage of formal police reports written versus those handled through a computer-aided dispatch entry disposition, the department should examine its practices to ensure that formal police reports are not being unnecessarily prepared, reviewed, processed, and stored. This in keeping with its 2018 procedural change regarding this practice. (Recommendation No. 16.)

- To more accurately track response times to emergency calls for service, examine the computer-aided dispatch (CAD) system call classifications and ensure that only those calls that involve life-safety and/or in-progress crimes are classified as a Priority 1 call. Calls currently

listed as Priority 1 but not fitting this definition should be reassigned an appropriate priority. (Recommendation No. 17.)

- To more accurately capture total workload data, ensure that officers report their non-call activities (out-of-service time) to 911 dispatch to be recorded in the departments CAD system. As well, the department should ensure that the nature of the activities and the amount of time committed thereto is consistent with operational necessity and staff expectations. (Recommendation No. 18.)

- Develop a monthly workload report reflecting each officer's performance data to be provided to and utilized by supervisors as a tool to assist in the supervision, mentoring, and evaluation of personnel. (Recommendation No. 19.)

PATROL DIVISION SUPPORT UNITS / FUNCTIONS

In our reporting to this point we have looked broadly at the basic patrol function. In addition, we felt that a further analysis of units and/or functions that operate in direct support of the patrol function would be beneficial.

As a result, we conducted an assessment of the Canine (K9) Unit, the Special Response Team (SRT), and Fleet Operations. We note here that the SRT operates under the direction of the Administrative Division Lieutenant, but is largely made up of patrol personnel and provides direct support to the patrol function. The SRT will be discussed in the *Administrative* section and fleet management will be discussed in the *Support Services* section.

Canine (K9)

The department has one dedicated K9 unit assigned to the Patrol Division. The K9 officer is assigned to a patrol team and rotates his schedule consistent with that team's schedule. The K9 is trained in drug detection only. This is highly unusual. Virtually always, K9 units in agencies of Brookings' size are cross-trained to search for both drugs and suspects. This decision was made several years ago by a past administration. After discussing the K9 program, we will provide a summary of our assessment followed by recommendations for consideration.

The department's K9 program is regulated by Policy 101-40. This 10-page policy covers such areas as administration and supervision of the program, selection of handlers, training, deployment reporting, and audits relative to training aids. The policy was reviewed by CPSM and found to be consistent with best practices for such programs.

The policy identifies the duties of the K9 Unit as follows:

- Canine handler interdiction patrol.

- Roadside safety checkpoints.

- Narcotics interdiction efforts at special events.

- Motor carrier interdiction.

- Searches of buildings, vehicles, or storage areas.

- Searches of other similar facilities as requested.

- Assistance in the execution of narcotics search warrants or arrest warrants.

- Public appearances to promote public awareness and education.

- Other duties as directed by the Brookings Police Chief.

Training / Certification

As the K9 is a single-use dog, training is limited to drug detection. Initial training involves a six-week course. Upon completion, the K9 unit receives State of South Dakota certification. Annual recertification is required and involves one day of testing. To maintain proficiency, the K9 unit trains eight hours every other week. Training is coordinated through and provided by the state.

This level and manner of training is consistent with or exceeds the level of training for law enforcement agencies across the country.

Tracking Software

There are a number of K9 specific software programs designed to record a wide array of administrative information as well as operational workload for P*olice Service Dog* units. In 2021, commendably, the department moved away from recording limited information on an Excel spreadsheet and acquired KATS K9 (K9 Activity Tracking System), a robust program that captures such information. The information includes:

- Expenses (i.e., food, equipment).

- Vet bills.

- Arrests by race.

- Personal information of arrestees.

- Persons charged, showing offenses, date of arrests, callouts, assists for other agencies.

- Deployment frequency with bar charts.

- Deployments frequency by day of the week with a pie chart.

- Drug seizures.

- Area hotspots.

- Off-duty callouts.

- Vehicle disposition log by date, file number, license plate, and VIN.

Use of this tracking software allows for consistency of data collection and more comprehensive and readily available access to activity reports. Such reports are vital for the department's Chief and Command Staff as they examine the value of this resource and make program decisions going forward. CPSM strongly supports the use of this software program.

Deployment

In many agencies, K9 units have limited responsibilities and are often held in "reserve" to respond to calls requiring a K9 or to provide back-up support, which limits their involvement in a case. They rarely handle calls for service, write few crime reports, issue few traffic citations, and make few arrests. CPSM asserts that in all but the largest of agencies, and where K9 calls are commonplace, this practice leads to an unnecessary underutilization of this costly resource. Commendably, that practice is not in place in Brookings.

As previously reported, the K9 unit is assigned to a patrol team. If the patrol team is at minimum staffing on any given shift, the K9 is placed into the call rotation and may be assigned any call for service as needed. In the event that the shift is staffed at above minimums, the K9 unit is freed up to concentrate on drug interdiction, including Interstate 29 traffic. Given the patrol workload demands, CPSM believes that this is a reasonable and appropriate utilization of this resource.

K9 Workload

As we noted above, the K9 unit is embedded with a patrol team. And as we previously reported, no records are published on individual officers' workload. Here, CPSM attempts to identify K9-specific workload. That is to say, cases in which the K9 unit is requested for a drug-specific search as opposed to a search conducted relative to random traffic stop or other action not tied to a specific case for which the K9 unit's expertise is sought.

To obtain this, we requested information contained in the KATS K9 software program. As reflected, there were a total of two such call-outs between June 1, 2021, and June 15, 2022.

Incident Callout
BROOKINGS POLICE DEPARTMENT
2021-06-01 to 2022-06-15

Date	Incident #	Description	Callout	Clear
Gina/Bonnema				
2022/05/07 20:10	IP200703	Drug Search	2022/05/07 20:10	2022/05/07 20:11
2022/05/23 11:34	IP2200783	Drug Search	2022/05/23 11:19	2022/05/23 11:56

CLEAR MINUS CALLOUT: 0:38
TOTAL CALLOUTS: 2

TOTAL CALLOUT HOURS: 0:38
TOTAL CALLOUTS: 2

REPORT PRINTED BY SETH BONNEMA, BROOKINGS POLICE DEPARTMENT
WEDNESDAY, JUN 15, 2022 12:14

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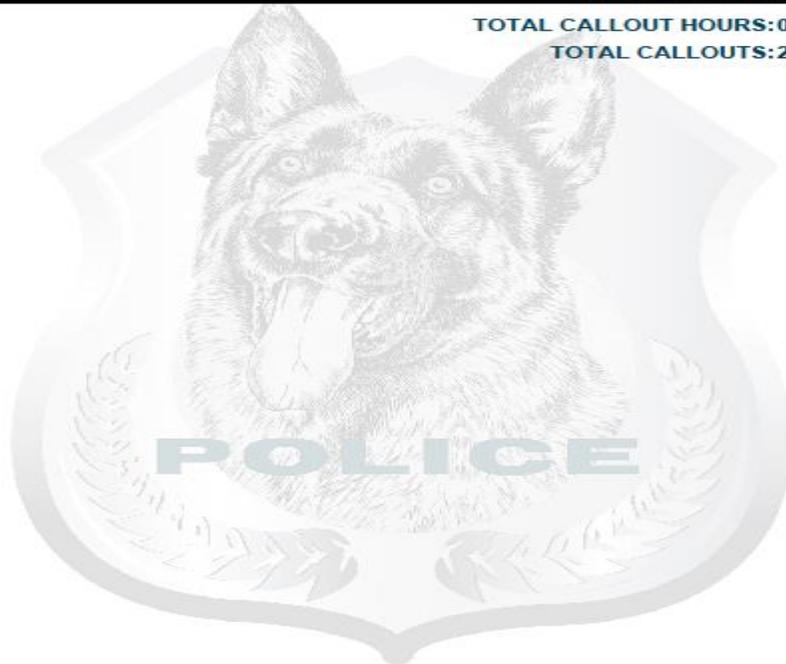
Additionally, and commendably, the K9 officer maintains, through the KATS K9 software program and previously on an Excel spreadsheet, comprehensive data on the unit's drug seizures. CPSM requested data for the past three years. That data is reflected in the following table.

TABLE 5-11: K9 Unit Drug Seizures

Drugs Seized (in grams)	2019	2020	2021
Marijuana	275.09 g	24.68 g	500.43 g
Cocaine			
THC Wax	11 g		16 g
Methamphetamine	29.48 g	142.38 g	20.50 g
THC Oil	3 g		22 g
Psilocybin	10 g		
Prescription Drugs (pill quantity)	6	2	
LSD	1 g		
MDMA/Ecstasy/Molly	19 g		
THC Edibles			
Total Street Value	$8,842.87	$9,150.44	$13,769.89
Total Cash Seizure	$7,190		

The amount of drug seizures varies widely from agency to agency based upon a host of factors. It is not the objective or responsibility of CPSM to make a determination as to whether this amount of seizure activity is high or low for a community such as Brookings, but rather, to provide data to the city and police department administrations to assist them in making informed decisions about department operations.

Security / Audits of Training Aids

Consistent with all K9 drug detection programs, training aids (narcotics/controlled substances) are required to as part of the on-going K-9 training. Given the fact that the handler has ready access to these illicit substances, it is important that adequate safeguards be put in place to ensure security of the substances and integrity of the K9 program. The policy addresses this in a sub-section titled "Control and Accounting Procedure / Training Aids (Drugs".

The policy calls for training drugs to be stored in a locked container in the Brookings Police Department evidence prep room. The evidence technician and the canine handler are the only two personnel assigned keys to the locked container. Every 30 days the drugs shall be weighed and the weights noted on the training drug control form. This audit is to be conducted by the evidence technician and will be supervised by the Assistant Chief. CPSM viewed these records and found that they were compliant with department policy.

As well, the Criminal Investigations Division (CID) Lieutenant is charged in policy with supervising thorough quarterly audits of the drug samples. During these audits the training aids are to be tested, weighed, documented, and repacked when necessary. The evidence technician would be responsible for providing access to the training aides for such an audit as the CID Lieutenant does not have access to the secured samples. CPSM attempted to view the records of these audits and learned that none of the parties was aware that such a mandate existed in policy, and that no audits of this nature have ever been conducted to their knowledge.

CPSM would offer that the inspection timeline is unduly onerous and could be modified to reduce the impact on staff without, we believe, compromising the security of the training aids.

We would suggest that the current 30-day inspection directive be changed to quarterly. Further, the current quarterly testing of the substances by the CID Lieutenant could be conducted as the substances are scheduled for destruction at the end of their useful life. Unannounced inspections at the direction of the Chief could continue as an option. At any time, should the tamper-resistant packaging be compromised, a formal investigation would then be initiated.

K9 Summary

K9 Units are an expensive asset and decisions around the utilization and deployment of this asset should be carefully considered through a comprehensive cost-benefit analysis. It is not the responsibility of CPSM to make a determination as to whether the department should expand or retain the use of a K9 unit, but rather, to provide information with which the department can make an informed decision regarding such.

We have to this point identified deployment and drug seizure data. It is clear from the data that both deployments and seizures are limited. We have also discussed cross-training. We would point out that cross-training a canine requires at least a doubling of the existing training requirement, not an insignificant amount in terms of both cost and out-of-service time.

If the department were to consider cross-training of the K9 unit it would be important to consider the potential frequency of deployments for suspect searches. If that need is infrequent, it may be unwise to invest in the initial and ongoing training required for such a capability. As well, the present K9 (Gina) may not be suited for such duty as she has a limited future service life based upon her age.

Canine (K9) Recommendations:

- A comprehensive *Cost-Benefit Analysis* regarding the future of the K9 unit should be conducted to determine if the current and/or potential expanded use of this asset through cross-training is warranted. (Recommendation No. 20.)

- Audits of training aids (illicit narcotics / drugs) should be conducted in compliance with policy. CPSM would suggest, however, that the frequency of the audits be reconsidered as described in our reporting. If modifications are made to the auditing process, the policy should be amended to reflect those changes. (Recommendation No. 21.)

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SECTION 6. CRIMINAL INVESTIGATIONS DIVISION

The Criminal Investigations Division is managed by a Lieutenant, assisted by a Sergeant, and includes two detectives, a rotational investigator position (from patrol), and two School Resource Officers (SROs). As we examine this division, we will report separately upon the detective function and that of the SRO function. The crime scene investigation (CSI) function is performed largely by detectives. We will report on that separately as well.

As we did with patrol, we will make CID staffing recommendations after a thorough review of the division's operations.

The following table reflects this division's organization structure and authorized (budgeted) staffing.

TABLE 6-1: Criminal Investigations Division Authorized Staffing for FY 2021/2022

Position	2021/2022 Budgeted	2021/2022 Actual	Vacant
Sworn Personnel			
Lieutenant	1		1
Sergeant*	1	1	
Detective	2	2	
Detective (Rotational Position)**	1	1	
School Resource Officer	2	2	
Total Sworn	**7**	**6**	1

Notes: *At present, with the extended vacancy at the position of Lieutenant, and to comply with city policy, the Sergeant is serving in an acting capacity at the rank of Lieutenant. **In an on-going program to allow for professional development and to supplement detective staffing, a patrol officer serves as a detective for a one-year assignment on a rotational basis.

CPSM strongly supports the rotational assignment of a Patrol Division officer to the detective function. There are several important benefits to doing this, including additional staffing support to detectives, professional development of the officer rotating through this assignment, and, with limited special assignment opportunities in the department for patrol officers, to prevent stagnation. The duration of the assignment is appropriate.

DETECTIVE FUNCTION

All detectives work a 5/8 schedule, Monday to Friday, with staggering reporting times of 7:30 a.m. or 8:00 a.m. This provides for coverage from 7:30 a.m. to 4:00 p.m., Monday through Friday. There is an on-call rotation for after hours and weekend incidents.

Case Intake

Law enforcement agencies vary widely in case intake policies and practices relative to Criminal Investigations Division functions. In some agencies, all cases are assigned to detectives for review and follow-up investigation where appropriate. In others, only felony cases are generally

referred to detectives, while patrol officers are responsible for the investigation to completion of misdemeanor cases. Various hybrid models are utilized by others. Decisions as to the case intake processes are often driven by staffing levels and case volume.

Here, the Criminal Investigations Division largely handles felony crimes and drug cases. Misdemeanor crimes are generally handled by Patrol Division officers.

While any detective may investigate any crime, one permanent detective along with the rotational detective generally handle the vast majority of non-drug-related crimes. The second permanent detective handles the majority of drug-related crimes, encumbering approximately 80 percent of his work efforts, with approximately 20 percent dedicated to general crimes.

CPSM believes that the model present in Brookings is consistent with best practices for an agency with this staffing level and call demand. We believe that assigning misdemeanor cases to a patrol officer allows for officers to develop investigative skills, and that the workload demand on patrol officers from this practice is not so significant as to interfere with their normal patrol duties. There may be cases, however, such as those where identified suspects are from out of the area, that the case may be more appropriately handled by the CID.

Case Management

The Brookings Police Department records management system (RMS) operates off of a Central Square Technologies (CST) software platform. In general, once a Call for Service is closed by the responding patrol officer, the call information is electronically transferred into the RMS. In cases where a crime report has been prepared, the case information transfers into a module, referred to as a "queue," pending formal disposition of the case. For cases that require detective review, the detective supervisor reviews the "queue" on a daily basis (normal business days) to determine what further action is required in completing the case. This begins the CID *Case Management* process.

Cases are reviewed for solvability factors to determine if the case warrants further investigation. If so, it is assigned to a detective and remains in the "queue" until it is closed upon completion of the investigation. It is here that Brookings PD CID diverges from best practices. Best practices call for a case that has been reviewed and assigned to a detective to be entered into a robust *case management software program* that records a variety of details about the case status. While the CST platform has such a module, the CID does not utilize it, citing a lack of training and familiarity with its use. We will continue to address the non-use of a case management tracking software as we provide additional information on case management to follow.

There are no written directives that establish the solvability factors that guide the decision making process in determining whether a case is assigned to a detective or closed by the supervisor due to lack of workable leads. Rather, the detective supervisor uses his training and experience to determine if a case warrants investigation.

The CST RMS has a robust case management module. The module includes elements for solvability factors, case assignment, case tracking, and case disposition. As an example, the CST system establishes a point formula for solvability factors which helps to determine if the case is to be assigned to a detective. Three or more points suggest the case is to be assigned to a detective. The points accrue as follows:

- Suspect can be named / in custody: 3.

- Suspect can be identified: 3.

- Suspect vehicle identified / unique vehicle identifiers: 3.

- Witness to offense: 2.

- Stolen property traceable: 1.

- Physical evidence collected: 1.

- Fingerprints lifted: 3.

- Video surveillance available: 2, or 3.

Keep in mind this is simply a sample of one vendor's solvability factor formula. CPSM would offer an alternative to this numerical structure that we believe provides greater definition of solvability factors. It provides guidance while giving a detective supervisor greater discretion in determining whether as case warrants investigation. These factors include but are not limited to the following:

- The suspect is named.

- The suspect can be identified.

- The address of the suspect is known.

- The suspect can be located.

- The license plate number of the vehicle used in the crime is known.

- The vehicle can be identified.

- There was traceable stolen property.

- There were identifiable latent fingerprints lifted from the scene.

- There was potentially identifiable forensic/biological evidence collected.

- A significant modus operandi has been recognized in the case.

- It is reasonably suspected that there was a limited opportunity to commit the crime.

- There is reason to believe that further Investigations effort will lead to the solving of the crime.

These solvability factors offer greater discretion to the reviewing supervisor and are consistent with best practices. These are factors presently utilized by the detective supervisor, though are not recorded in a policy or procedure manual.

As previously noted, in the present Brookings PD screening process, cases assigned to a detective remain in the "queue" until closed rather than being transferred into a comprehensive case management system. An effective case management system allows for, at a minimum, the following information to be stored in a case management report and accessible at any time:

- Detective assigned.

- Case number.

- Charge (nature of offense).

- Intake date (date assigned).

- Date of last reported activity (by detective).

- Automatic notification of delinquent reports (the department sets parameters).

- Case status / disposition (i.e., Active, Administratively Closed, Closed by Arrest).

Such case management systems allow for both supervisors and administrators to easily track the status of all assigned cases in real time. Staff indicated that they do not utilize this module due to a lack of both training and familiarity/comfort with this more robust case management system. CPSM often finds, especially in smaller agencies such as Brookings PD, that available technology is underutilized for these reasons. Nonetheless, we assert that a properly utilized case management system is important in providing supervisors and administrators with vital information necessary to effectively manage the CID. The decision to not utilize this available technology severely limits their ability to do so.

For example, when CPSM requested a sample of the case management reports utilized by the detective supervisor, we were only able to obtain the total number of cases handled by a detective in a given year. This limited information highlights the issue of not utilizing a comprehensive case management system.

Another important source of information for investigative units, and one that can be captured in a robust case management system, is clearance rates. Clearance rates are an important measure of an individual detective's performance and can lead to the identification of training needs, need for additional supervisory oversight, and in some cases reassignment from the unit. A comprehensive case management system enables the capture of this information on an individual basis. Staff indicated that the department's evidence technician is responsible for maintaining information on clearance rates, and that clearance rates are not tracked within the Criminal Investigations Division or utilized in personnel management.

CPSM maintains that while preventing a crime is of utmost importance to any law enforcement agency, solving crime should have parity. The solving of crimes which results in the prosecution of offenders not only prevents future crime, it provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR), are the benchmark for a department's effectiveness in solving crimes.

The UCR establishes a strict three-prong criteria for clearing of a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. Convictions or acquittals are not factored into clearance rates.

There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

As noted above, individual detective clearance rates are not tracked in the present case management process, nor are rates of the Criminal Investigations Division as a whole. We believe that this is an important omission that should be corrected. We suggest that BPD utilize the CST platform available or explore the acquisition of a more robust case management system that captures clearance rate information as defined by the FBI UCR.

Workload Demand

To this point, we have discussed staffing, work schedules, case intake, and case management procedures. Here, we will examine how the detective functions are positioned to manage workload demands. The following table reflects workload demands for the past three calendar years. Cases assigned to SROs will be addressed in reporting on the SRO function following reporting on the detective function.

TABLE 6-2: Detective Case Assignment, 2019–2021

Cases Assigned	2019	2020	2021
Lieutenant	66	33	29
Sergeant	97	106	70
General Crimes Detective	76	74	53*
Narcotic Cases Detective	46	60	50
Rotational Detective	95	33	None Assigned
Total	**380**	**306**	**202**

Notes: *Military deployment 1/21 – 5/21.

There are no absolute standards to determine appropriate caseload for police investigators. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. Nonetheless, the International Association of Chiefs of Police (IACP) suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded each year.

Broadly, these benchmarks give us the opportunity to examine whether the Criminal Investigations Division is adequately staffed to meet workload demands. In examining detective caseload (see above table) measured against the IACP benchmark, it can be seen that the average caseload per detective is well below that deemed acceptable (120to 180 cases per detective).

In terms of the second benchmark, reported FBI UCR Part 1 Index Crimes, we can look at FBI UCR data from 2019 and 2020, the most currently available (see Data Analysis Report, Appendix C, Tables 10-26 and 10-27 at the conclusion of the Operations Assessment). FBI UCR records indicate that in 2019, Brookings reported a total of 371 Part I crimes, followed in 2020 by a total of 270 reported Part 1 Crimes. Additionally, while not official FBI data, we asked the department to provide unofficial UCR data for 2021. The department reported a total of 207 Part 1 offenses for 2021. As is the case with the first benchmark, here again, it would appear that the Criminal Investigations Division is well-positioned to manage workload demands with existing staffing.

We point out here that the number of Part 1 offenses has declined in each of the past three years, in some cases dramatically. That decline coincides with reduced detective caseloads for that three-year period.

The city and the department should be both pleased and proud of these significant year-over-year crime rate reductions.

Investigations Training

Law enforcement training is an on-going process beginning with the basic police academy and continuing throughout an officer's career. Training requirements are mandated by the State of South Dakota, and all states. While we will address the broader subject of training in a separate section, here we will focus on the CID, and specifically, detectives.

When officers are assigned to specialized functions such as detectives, specialized training is essential to better prepare them for this work. To ensure that officers receive such specialized training, best practices indicate that a departmentally approved *Training Matrix* be developed; it should list required and/or desirable courses based upon the nature of the assignment. Once this is established, supervisors can then track their employees to ensure that this training is prioritized over other training offerings that may be available. For instance, as training requests are submitted for supervisory approval, the course curriculum can be evaluated to determine if it is relevant to the assignment, especially if other core courses identified in the matrix have yet to be completed. Decisions can then be made as to whether the time and expense associated with the requested training serves the best interests of the department.

CPSM inquired of staff as to whether a training matrix had been established for CID and we were advised that there was no such instrument. Staff indicated that the process for assignment to a training course is somewhat informal and includes the following:

- Detective will submit interest in training they desire to attend.

- Supervisor will see courses offered and send notice to see if anyone is interested.

- Leadership or other training opportunities discussed in annual performance evaluations will be sought.

CPSM believes that a training matrix is of greater value as opposed to the more informal model in use at present and we would urge the department to establish a matrix for the detective function as well as all CID functions. When we discuss the crime scene investigation (CSI) function we will further address this issue and provide a sample of such a matrix. We reiterate that the sample provided for the CSI discussion is just that, a sample. The department would need to develop its own matrix based upon its capacity to perform the function.

The CID should also have a reference manual for detectives and supervisors. This should include common forms, search warrant samples, and operational guidelines. This would be especially helpful for the rotational officer, and could be made available to all patrol personnel seeking assignment to CID. Examples of manuals are available from other police departments. These operational manuals benefit new detective staff and supervisors, easing the transition into Investigations. The Carlsbad, Calif., police department has an outstanding training program and is an excellent resource for the latter two recommendations.

Rotation Schedule

The detective assignment is a permanent assignment. Once assigned, detectives, including the sergeant, would only leave the assignment based upon promotion, retirement, personal request, or an administrative action related to a performance or discipline issue. The advantage of this practice is that personnel become highly trained and experienced. There is no question that there is value to this argument.

On the other hand, this practice limits opportunities for a change in personnel, except for the rotational position. While we strongly support this rotational assignment, with 24 officers assigned

to patrol it would take years before even a few are given the opportunity to be assigned to this coveted position.

Many, if not most, agencies of Brookings' size find that they are better served by implementing a rotational schedule. CPSM suggests that a rotational schedule should be considered here. There are a number of reasons for such an action. The reasons include the following:

- Opportunities for other employees to gain valuable experience in such an assignment.

- The potential for stagnation to occur in both the detective assignment as well as that of patrol.

- New energy and ideas may be brought into the detective workforce.

- Officers rotating out of Investigations assignments bring valuable experience back to patrol that they can share, especially relative to newer, less experienced patrol officers.

- As personnel are promoted, they bring more diverse experience into their supervisory/leadership roles versus being largely singularly dimensional. This allows for them to be more informed decision makers for the betterment of the entire department, not just focused on that section in which they spent the majority of their career.

- Assignment rotations help to prevent the *"Silo Effect"* in organizations. The *"Silo Effect" occurs* when the individual divisions become too focused on their own wants and needs and the broader interests of the department may be sacrificed. This transcends through the organization as employees move into management positions and make decisions that favor the *"Silo"* from which they came, or current or former members of it.

On the downside, there is a loss of experience associated with rotational schedules. To mitigate this, it is important that the assignment is of sufficient duration that expertise is developed, and that the rotation of personnel be staggered so as not to lose all experienced personnel simultaneously. For example, using the current Brookings PD detective staffing, this would require an assignment duration of approximately six years, with rotation of one detective supervisor or detective out of the unit every two years.

It is not surprising that in agencies that do not have a rotational schedule the detectives vehemently oppose such a concept. Conversely, those seeking this coveted special assignment opportunity strongly support rotations. While we appreciate each perspective, CPSM believes that the value of a making detectives a rotational assignment significantly outweighs the downside.

Upgrading Detectives to the Rank of Corporal (Proposed)
In reporting on the Patrol Division, CPSM recommended that the department upgrade, through a competitive process, four police officers to the rank of Corporal.

As we just mentioned, we strongly support rotational assignments. We believe that the upgrading of the two full-time detective positions to corporal, in conjunction with the proposed four patrol corporals, would allow for a corporal rotation between patrol and detectives. Such a rotation would provide promotional opportunities, lateral movement opportunities, and help to ensure that seasoned personnel would be assigned to CID. A win, win, win!

Clearance Rates

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Reporting (UCR) Program, are the benchmark for a department's effectiveness in solving crime.

The UCR establishes a three-pronged rule, each of which must be met to clear a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

CPSM inquired of CID staff as to who in the department is charged with calculating and reporting FBI clearance rates and we were advised that if this is done, it would be handled by the evidence technician, who is charged with reporting FBI National Incident Based Reporting System (NIBRS) data.

CID staff had no direct knowledge of the clearance rates for the Brookings Police Department. We submit that this is important information for police supervisors and administrators and should be considered as part of the overall evaluation of CID performance. A good case management system will provide clearance information on an individual detective as well as collective basis. The City of Roswell, Georgia, has such a system that may be accessible for review.

Policy Manual

As CPSM explores the various functions of departments, we examine policies that guide operations as well as how the department operating units comply with those guidelines. As we examined the policy manual, we noted that there was no specific policy to guide CID operations. For the CID, a policy may include elements such as supervisory and staffing structure to include duties and responsibilities, case management/tracking systems and reporting requirements.

There are outstanding policies in use by other departments that could serve as a model for such a policy in Brookings. For instance, the City of Sugar Land, Texas, has such a policy covering case management (General Order 41-03 R1) among other CID-related policies. Agencies are generally helpful in supplying such samples.

Command Structure

As we began our discussion of the CID, we indicated that the Lieutenant position is vacant. And as we further examined the workload demands upon the division, we believe one immediate supervisory position in CID is sufficient to appropriately manage this function. As such, an opportunity exists to repurpose a position to another area of the department where the need is greater.

In our proposed reorganization of the department we addressed the repurposing of a CID supervisory position. Please see the *Administrative Section* for additional information.

Detective Summary

In summary, we find that the division, as presently configured, does not require both a Lieutenant and a Sergeant in a supervisory structure. It is our recommendation the CID function be folded into a new CID/Professional Standards Division headed by a Lieutenant and that the Sergeant be responsible within that Division for the CID/detective function.

The present case management practices are inadequate. The inability to provide reliable case management data clearly reflects this assessment. The absence of this data limited our ability to fully assess this function. There are robust investigative case management software programs, including in the Central Square Technologies (CST) program, and which is available within the BPD. Use of this capability would better serve the department. A robust case management program enables supervisors to track in real time the status of open cases, and for those that are closed, the disposition to include clearance rates. Anecdotal information and direct supervisory assessments are not adequate for department administrations to make informed decisions.

The examination of the limited caseload data available suggests that there is adequate detective staffing to meet workload demand. And while the data is limited, the low Part 1 crime rates and the fact that patrol officers handle misdemeanor crimes to completion, including Part 1 misdemeanors, supports our conclusion relative to staffing levels.

CPSM believes that there is no question as to the competency and commitment of the existing detective staffing, and that their experience serves the department well within the narrow confines of the CID. However, a rotational schedule for detective assignments should be considered, with scheduling safeguards and flexibility put in place to ensure an experience vacuum is not created. The proposed upgrading of the full-time detectives to the rank of Corporal, contingent upon implementing our recommendation to create a Corporal rank in the Patrol Division, would serve to enhance those safeguards as well. The reasons for a rotation schedule, as previously noted, are significant and compelling.

The recommendations that follow will provide solutions to many of the issues that serve as an impediment to the section performing optimally.

Criminal Investigations Section (Detective) Recommendations:

- CID should begin to utilize the available case management module of the department's records management system to better track assigned investigations for a variety of performance related data, both for individual detectives as well as the Division as a whole. Periodic activity reports should be provided to the Chief of Police for review. (Recommendation No. 27.)

- Consideration should be given to creating a rotational schedule for the detective assignment. CPSM recommends a six-year assignment with a staggered schedule to prevent an experience void. (Recommendation No. 28.)

- Upgrade the two full-time detective positions to Corporal, contingent upon the decision to do the same for four positions as recommended in reporting on the Patrol Division. (Recommendation No. 24.)

- Develop a training matrix that identifies essential and desirable training courses for every position in the CID. (Recommendation No. 25.)

- Develop operational/reference manuals for new detectives and/or rotational officers to use as they transition into their new assignment. (Recommendation No. 26.)

- Capture and review FBI Clearance Rates as part of the overall evaluation process for both the CID function as a whole as well as individual detectives. (Recommendation No. 27.)

- Develop a policy to identifying the purpose, function, responsibilities, and goals for this section. (Recommendation No. 28.)

CRIME SCENE INVESTIGATIONS (CSI)

Forensic investigation of crime scenes is a highly specialized duty. Successful identification and collection of evidence, especially trace and biological evidence, is of paramount importance in successfully solving crimes and prosecuting offenders. Investigators must have a high degree of training, experience, skill, and commitment to master this art. Each is of vital importance to this effort. At major crime scenes such as a murder, kidnapping, sexual assault, home invasion robbery, etc., the collection and processing of evidence can take many, many hours, if not stretching into the following day(s).

Departments vary widely in practices relative to the collection of physical evidence, often dictated by staffing and funding availability. Larger agencies generally have full-time forensic units with dedicated specialists, often civilian, charged with the responsibility of processing crime scenes and collecting evidence. Smaller agencies generally assign this duty to patrol officers and/or property and evidence technicians as a collateral duty to their primary assignment.

At Brookings PD, the responsibility for the collection and examination of physical evidence falls largely on the CID, and specifically, the detectives. They are supported by patrol officers who may collect evidence in limited circumstances. Assignment of this duty to a detective, absent that detective serving as a full-time CSI, is rather unusual. Shortly, we will address this further and offer an alternative.

Training
All CID personnel assigned as detectives have reportedly undergone extensive training and have met the requirements of the State of South Dakota to serve as Certified Crime Scene Investigators. However, as is the case with the CID detective function, there is no training matrix that identifies necessary and/or desirable training, something we would urge be developed for the CSI function.

In our introduction to reporting on the CSI function, we indicated that this is a highly specialized duty that requires extensive training and experience to master. To illustrate that point, and for this limited purpose only, we have included a sample training matrix that follows. This matrix was developed by another agency (with 200 officers) for which CPSM conducted an operations assessment. In the case of this agency, the CSI role is a full-time assignment.

TABLE 6-3: Crime Scene Investigation Training Matrix (Sample for Illustrative Purposes Only)

Type	Class
Basic Crime Scene	Legal Issues of Crime Scene Searches
	Basic Crime Scene Photography
	Practical Crime Scene Processing/Investigation
	Evidence Collection and Processing
	Basic Crime Scene Investigations

Type	Class
	Crime Scene for Investigators
	Crime Scene Investigation
Adv. Crime Scene	Basic Crime Scene Academy
	Adv. Crime Scene Investigations
	Adv. Crime Scene Investigations
Latent Print Processing	Print Processing, Collection & Photography
Photography	Crime Scene Photography
	Crime Scene Photography
	Crime Scene and Evidence Photography
	Basic/Adv. Forensic Photography
Adv. Photography	Forensic Fire Inv. Photography
	Low Light, Night, Inclement Wx Photography
Firearms	Firearms for the Det. And CSI
Death Investigations	Death Investigation 101
	Death Investigations
Child Death Investigations	Child Death Investigations
	Child Death Investigation
	Child and Infant Death Investigations
Reporting	Photoshop, PowerPoint, Diagrams for CSI
Testimony	Forensic Science Courtroom Testimony
	Courtroom Testimony: Practical Approach
CCO	Cellebrite Certified Operator
Digital Evidence	Susteen - DataPilot
	DEI
	FARO - On-Scene
	IBIS - Collection
AFIS (Basic)	Fingerprint Recognition & Comparison (AFIS)
	Basic Latent Print Examination
	Intro to the Science of Fingerprint Class
	Basic/Intm. Fingerprint Comparison
	Fingerprint Comparison, ID, and AFIS Plotting
AFIS (Palms)	Palm Print Techniques
	Adv. Latent Palm Print Comparison
	Latent Palm Print Comparison
AFIS (Adv.)	Basic Latent Print Comparison
	Comprehensive Adv. Latent Print
Basic Shooting Recon	Shooting Incident Documentation
	Shooting Incident Reconstruction
	Shooting Reconstruction
	Basic Shooting Reconstruction
	Shooting Incident Reconstruction

Type	Class
Adv. Shooting Recon	Forensic Firearm/Toolmark ID Shooting Recon
	Adv. Shooting Reconstruction
Basic Bloodstain	Basic Bloodstain Pattern Recognition
	Basic Bloodstain Pattern Analysis
	Bloodstain Pattern Documentation
	Bloodstain Pattern Analysis Level I
	Documentation of Bloodstain Evidence
Adv. Bloodstain	Adv. Bloodstain Pattern Analysis
	Adv. Bloodstain Pattern Analysis
	Bloodstain Pattern Analysis Level II
	Adv. Bloodstain Pattern Analysis
Buried Body	Recovery of Human Remains Workshop
	Buried Body and Surface Skeleton
	Clandestine Grave Search & Recovery
Adv. Crime Scene Processing	Crime Scene Reconstruction - Level I
	Crime Scene Reconstruction - Level II
DVR/Video Processing	DVR Examiner (VERA)
	DVR Assessment & Video Recovery
	Fundamentals of Video Evidence
	Forensic Video Analysis
	Remote Online Training - ClearID
	Remote Online Training - Intro to Omnivore
	Remote Online Training - Ffmpeg Convert
	Remote Online Training - dTective Effects
FARO	FARO - Zone Core
	FARO Zone Point Cloud Crime
	FARO Zone Point Cloud Crash
	FARO Zone Adv. Diagramming
	FARO Zone 3D (Online)
Computer Forensics	BCERT (Computers)
Mobile Device Analysis	MDE (Handheld Devices)
	CCO/CCPA
Adv. Mobile Device Analysis	AMDE
	CASA
Adv. Digital Forensics	Mac Forensics Training
	BNIT
	NITRO
	Memory Forensics & Malware Analysis
	Digital Currency Course

Again, in providing this sample training matrix, we simply strive to illustrate the complexity of crime scene investigation. It is not our intention to suggest that Brookings, given its limited staffing

and crime rates, should seek to train to this level. Rather, we simply offer that the complexity of CSI work does not lend itself to burdening detectives with this responsibility. We will address this following our discussion on case management and workload.

Case Management / Workload Analysis

Staff indicated there is no centralized tracking of data relative to either the collection of evidence, or forensic analysis of any such evidence collected. Rather, if an attempt is made to collect evidence at a crime scene, whether or not the effort was successful, the detective/officer includes that information in the general crime report.

The absence of a dedicated case management software program is problematic. Factors such as the number of cases with workable evidence, information on the number of fingerprints submitted through the Automated Fingerprint Identification System (AFIS), the number of DNA samples submitted for match through the Combined DNA Index System (CODIS), matching "hits" for both AFIS and CODIS records, and a variety of other data is not available. This is important information for managers as they assess the effectiveness of the department's efforts collectively, as well as those of individual investigators. The department should migrate toward the use of a comprehensive case management program that supports CSI data.

The International Association for Identification (IAI) is the largest professional crime scene investigators association. It establishes standards for forensic excellence. Staff is encouraged to reach out to IAI to inquire about software programs that may be useful to Brookings PD.

Alternative CSI Staffing Proposal

CPSM believes that burdening detectives with the responsibility for collection of physical evidence at major crime scenes is not appropriate. Detectives have another equally important role that should not be put on hold while the time-consuming process of processing a crime scene for physical evidence occurs.

That role involves a myriad of other critically important investigative steps such as interviewing witnesses and suspects, and following up on leads both in the field as well as in the office. Investigative steps may call for searching law enforcement data bases, social media platforms, preparing photo line-ups, obtaining arrest and/or search warrants, and any number of other investigative activities, all with the goal of identifying and apprehending the offender. As well, each is time sensitive as delays can allow for the suspect to flee the area or re-offend. These are not duties that can or should be put on hold while the detectives conduct the laborious process of collecting physical evidence.

CPSM would offer an alternative. Previously, in reporting on the Patrol Division, we discussed the creation of a Corporal position and called for four such positions to be filled (upgraded from police officer) on a competitive basis. Then, in our discussion on the CID detective function, we suggested the two-full time detective positions be upgraded to Corporal, and that a rotational schedule be established. In so doing, patrol and detective corporal positions would rotate and all six positions would develop expertise in both criminal investigations as well as crime scene investigation. Then, at a major crime scene, while Patrol Corporals could be charged with processing the crime scene, the detectives could concentrate on the other important investigative responsibilities as discussed above.

Crime Scene Investigation Unit Recommendations:

■ Develop a training matrix of required desired training relative to the CSI function. (Recommendation No. 29.)

■ A robust case management software program should be acquired to track the department's efforts in the collection and examination of physical evidence. (Recommendation No. 30.)

■ CPSM has strongly urged that the city and police department consider the creation of a Corporal classification, with these personnel rotating between patrol and CID. Should that recommendation be accepted, we would urge that the Patrol Corporals be assigned the CSI responsibility for the collection of evidence at crime scenes, allowing detectives to concentrate on other critical investigative tasks. (Recommendation No. 31.)

SCHOOL RESOURCE OFFICERS (SRO)

SRO programs play an invaluable role in providing for a safe school environment, shaping young people's relationships with police, and in establishing and maintaining productive relationships with school officials. Recognizing the importance of such, the Brookings Police Department in conjunction with the Brookings School District have long maintained an SRO program.

The provisions of the agreement between the city and the school district are articulated in a Memorandum of Understanding signed in June 2021 and covering a one-year period. The provisions call for two SROs to provide services "when classes are in session." It does not define the services to be provided, but subsequent language indicates that "a full job description shall be on file with the City of Brookings." CPSM requested, received, and reviewed that four-page job description and found it to be comprehensive. All duties, responsibilities, and command and control functions were thoroughly articulated and in keeping with best practices of such a function.

Additionally, the agreement calls for the Brookings School District to reimburse the City of Brookings one-half of the annual salary and benefits for one of the two officers. By inference, the second officer's salary and benefits are the responsibility of the city. Though the formula for cost sharing of SRO personnel expenses varies from agency to agency, such decisions are economic policy decisions for the governing bodies and we submit that the spirit of this agreement is consistent with that of many other agencies.

Staffing / Work Schedule

Two BPD officers serve as SROs on a permanent (non-rotational) basis. Their normal work schedule is from 7:30 a.m. to 4:00 p.m., Monday through Friday, largely coinciding with the school hours for the school to which they are assigned. One SRO is assigned to the high school and two elementary schools. The second SRO is assigned to the middle school, the intermediate school, and one elementary school.

During school holiday periods the SROs are assigned to patrol to supplement staffing, or they are permitted to take leave time. During summer break, they are assigned to the Detective Section and handle a caseload, except for a six-week period in which they teach a program known as *Safety Town* to school age children.

Training

Training in preparation for their duties as an SRO, and continuing professional training, is extensive. The courses include:

- NASRO Basic SRO Course.

- NASRO Adolescent Mental Health Training.

- ALICE Instructor Certification.

- DARE Instructor Certification.

- Child Sexual Abuse Training.

- SDSRO Summer Conference.

- Juvenile Detention Alternative Initiative Conference.

- Center for the Prevention of Childhood Maltreatment Conference.

- Childhood Maltreatment Investigations: Minimal Facts and Beyond.

- Street Gang Awareness, Identification, and Investigation Seminar.

This is clearly an extensive list of training programs. Beyond the traditional courses attended by SROs in most agencies, it includes a number of investigative courses. This stems from fact that Brookings PD assigns SROs to conduct criminal investigations of crimes occurring on school campuses as well as cases involving children where the SRO is uniquely positioned to conduct a more thorough investigation based upon their relationship with staff and/or students. We will address this further as we discuss Workload next.

Workload

SROs serve as mentors for students, resources for families and school staff, and are responsible for law enforcement-related duties at the schools. Additionally, they are responsible for teaching a variety of courses, both during the school year and during the summer break. These courses include:

- DARE (Drug Abuse Resistance Education (Fifth Grade).

- Tobacco / Vaping Presentations.

- Internet Safety and Social Media.

- Sexual Assaults and Women's Self Defense.

- ALICE Active Shooter Training.

- Senior Internships Coordinator.

- Safety Town (during summer break).

Other related duties include providing security at both high school and SDSU sporting events as well as security at school board meetings.

Importantly, and as we mentioned previously, they are also responsible for criminal investigations of crimes occurring on school campuses as well as cases involving children where, based upon their duties as an SRO, they are uniquely positioned to conduct a more thorough investigation.

This is an excellent use of this resource as they are best positioned to seek cooperation from school staff as well as students involved in criminal activities, or witnesses thereto. While many agencies assign SRO programs under the direction of the Patrol function, here, the department has assigned this function to the Criminal Investigations Division. CPSM strongly supports this organizational alignment for each of the reasons stated here.

Staff indicated that the SROs do not maintain comprehensive data/reports on their work duties/efforts beyond the aforementioned training courses they provide, as much of their work involves providing a security presence, counselling (formal or informal), and other efforts which are not readily quantifiable.

However, CPSM requested criminal caseload data for the SROs as previously described. The following table reflects the total number of criminal cases handled by each SRO over the past three calendar years. These investigations are in addition to their general SRO duties and include investigations occurring during the school year as well as those assigned to the SRO during holiday or summer periods.

TABLE 6-4: SRO Criminal Case Assignments, 2019–2021

Cases Assigned	2019	2020	2021
SRO 1	36	31	51
SRO 2	33	25	50
Total	**69**	**56**	**101**

In comparing this data to that of the Detective Section personnel (Table 5-2), we note that the caseload reflects approximately one-half of that carried by a Detective. Again, this is an excellent use of SROs as the relationships that they develop with students over time allows them to be more effective investigators.

Rotation Schedule

The department's SRO program, like detectives, is a permanent assignment. Once assigned, SROs generally only leave the assignment based upon promotion, retirement, personal request, or an administrative action related to a performance or discipline issue. The advantage of this practice is that personnel become highly trained and experienced as well as develop relationships with both school administrators and instructional staff as well as the students. There is no question that there is value to this argument.

We would point out, however, that the arguments for a rotation schedule that we put forth in our discussion of the Detective Section apply here as well. We need not restate that information here, but would refer the reader back to that prior discussion.

Here, we would submit that a four-year assignment, overlapping to avoid a vacuum in experience, would well serve the department.

SRO Policy

There is no department policy delineating the roles and responsibilities of the SRO program as is commonly found in many police departments. However, as we previously mentioned, there is a comprehensive Memorandum of Agreement between the City of Brookings and the Brookings School District which provides detail about operational expectations of the program.

Since Memorandums of Agreement between cities and other entities are not typically included in policy manuals, and generally are not readily available to line staff for policy guidance, CPSM recommends that an SRO policy be developed. The existing MOA could serve as an excellent reference source to develop such a policy.

Summary

SRO programs play an invaluable role in shaping young people's relationships with police and in establishing and maintaining productive relationships with school officials. The City of Brookings and the Brookings School District are to be commended for their commitment to the SRO program and the community's children.

As well, the police department is to be commended for its decisions regarding organizational alignment of the SRO program as well as its utilization of the SROs.

SRO Recommendations:

- Consideration should be given to creating a rotational schedule for the SRO assignment. CPSM recommends a four-year assignment with a staggered schedule to prevent an experience void. This would allow for a rotational opportunity into this assignment every two years. (Recommendation No. 32.)

- A department policy delineating the purpose of the SRO program and the roles and responsibilities of the SROs should be developed to guide operations. Those roles and responsibilities outlined in the city's MOU with Brookings School District should serve as the framework for such a policy. (Recommendation No. 33.)

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SECTION 7. ADMINISTRATIVE DIVISION

SPECIAL RESPONSE TEAM (SRT)

The Special Response Team (SRT) is charged with responding to critical incidents where specialized training and equipment may be required to facilitate a safer outcome. Such incidents may include, but are not limited to, an active shooter, a hostage situation, a barricaded suspect, a high-risk search warrant entry, the search for an armed and dangerous suspect, civil unrest, and a suicidal individual. Such teams are alternatively referred to as SWAT (Special Weapons and Tactics), CIRT (Critical Incident Response Team), SEB / SET (Special Enforcement Bureau/Team), and other similar acronyms. They are generally made up of three elements; Tactical Team, Sniper Team, and Negotiation Team.

While critical incidents are limited in most cities of the size and demographic of Brookings, police agencies must be prepared to respond when they occur, and delays in a response (such as waiting for outside agency resources) can lead to adverse outcomes including the loss of life.

Staffing

The Brookings SRT is a collateral duty assignment made up of the personnel as shown in the following table.

TABLE 7-1: Special Response Team Staffing

Special Weapons and Tactics (SWAT)	
Lieutenant (Commander)	1
Sergeant (Team Leader)	3
Officers	4*
Sniper Element	3**
Hostage Negotiation Team	
Lieutenant (Commander)	1
Sergeant***	1
Detective	1

Notes: *Includes one South Dakota State University Police Officer. ** The Sniper Element is made up of members of the tactical team who are cross-trained. As such, the SWAT element has a total of eight members. ***The HNT Sergeant is cross-trained for both SWAT and HNT duties. Total SRT personnel assigned: ten.

There are no absolute/legal standards defining these teams' make-up, staffing, training requirements, and operational capability, etc. That is something that is simply implausible given the different operating environments that police departments find themselves in. For instance, the resources available in New York, Chicago, or Los Angeles will be dramatically different than those found in Brookings, S,D. Oftentimes, smaller agencies will form regional teams made up of three or more agencies to provide adequate staffing and equipment to create such a team.

While there are no absolute standards, entities such as the National Tactical Officers Association and the California Attorney General's Commission on SWAT Operations define different levels or tiers of teams based upon capability. For instance:

- A Level 1 or Tier 1 team is a dedicated team of officers from a single agency who work together full time, often as a crime suppression team, with a collateral duty of responding to

critical incidents. Such teams are often made up of 25 to 50 officers and train for critical incident responses 40 hours per month. These teams are exclusively found in large cities.

- A Level 2 or Tier 2 Teams may be single agency, multi-agency, or regional teams. Such teams are often made up of 15 to 20 officers and train eight to sixteen hours per month.

- A Tactical Response Team, similar to a Level 2 or Tier 2 team, with fewer personnel (10 to 15 officers), without sniper capabilities. This level would also train eight to sixteen hours per month.

- A Perimeter and Containment Team. This level of team is generally assigned to contain the incident and await the response of a formal SWAT team which would generally have additional staffing, training, and specialty equipment to more safely address the incident.

Again, there are no absolute standards, and these level designations oversimplify the complexity of such teams' operational capacity and make-up. Nonetheless, for the limited purposes of this assessment, we point out that the significant operational difference in capacity is that a Level 1 or Tier 1 team is deemed better positioned to effect a planned hostage rescue, while other levels are deemed capable of only emergency hostage rescues.

The Brookings SRT, in terms of its capabilities, considers itself a Level 2 or Tier 2. It is made up of Tactical, Sniper, and Negotiation elements. Staffing of the SRT is a collateral duty assignment. Members of the unit have permanent assignments throughout the department, and come together as a team when SRT is called into service. One sergeant is cross-trained in both tactical response and negotiations. And as noted in the staffing table, one officer from SDSU is assigned to the team.

In the future, the department would like to be positioned to ensure that there are two SRT tactical officers assigned to each shift as well as one HNT certified officer. As can be seen from the above staffing table, this would require more than doubling the size of the unit.

In the event of a protracted deployment of the SRT, or where additional resources are called for, the South Dakota Highway Patrol (SDHP) operates two SRT units referred to as "A Teams," one on the east side of the state, and the other on the west side of the state. As with the Brookings SRT, officers are assigned to the SDHP "A Teams" as a collateral duty to their regular assignments, and respond from their various posts as the incident calls for.

Policy

Policies 101-32 SRT (10 pages in length) and *101-32A SRT Sniper* (7 pages) address SRT operations. The policies spell out selection of personnel and training requirements, equipment, deployment criteria, command and control, and after-action debriefing and reporting.

Overall, the policies address basic standards with respect to what could be referred to as the tactical element (SWAT and Sniper) of the SRT. However, we found that a critical element of the SRT, the Hostage Negotiation Team (HNT), was only very minimally addressed as one sentence that indicated that the SRT must include a trained hostage negotiator (*Policy 101-32, page 239*). Unlike the training mandates for the tactical element (covered next), required training for the HNT element was not addressed. When CPSM requested training schedules for the SRT, we received schedules for the tactical teams (SWAT and Sniper), and were advised that the HNT does not train on a monthly basis.

In fairness, the role of the HNT is very different than that of the tactical element of the SRT. Many HNTs train on a different schedule than that of the tactical elements, sometimes on a quarterly

or bi-annual basis. But here, no training schedule is referenced for the HNT in this policy. We will address training in the next segment.

There are much more detailed SRT policies which are readily available. The department should seek sample copies from professional organizations such as the NTOA, the International Association of Chiefs of Police (IACP), or other law enforcement agencies with similar SRT units. Those policy samples could then be modified to meet the needs of the BPD SRT.

*Policy 101-48 Barricaded Subjects / Hostage, a*ddresses response to such calls, but focusses on the response of patrol officers. The policy recognizes that protracted negotiations often lead to a safer outcome, but again, the policy is focused upon the initial patrol response, not HNT's role.

CPSM would urge that the department amend the SRT policy to include a subsection (*Policy 101-32B Hostage Negotiation Team*) that addresses the importance of the HNT element of the SRT and provides selection, training, and deployment guidelines for this unit. The policy should further indicate the importance of the HNT in de-escalating situations where an SRT response is required, and when circumstances permit.

NOTE: Subsequent to our site visit, and in response to our discussion with the SRT Commander, we received a multipage document entitled "Chapter 1: Brookings Police Special Response Team (SRT) Policy Manual Introduction." It goes on to list 24 total chapters and includes a chapter on Crisis Negotiation that was absent from the initial policy manual provided.

This document is much more comprehensive than that of the initial policy (101-32) that we received in response to our request for current policies. We note, however, that the policy numbering is not consistent with the department's policy manual, and does not appear to have been fully adopted or integrated as department policy.

We would also note that in this more comprehensive "policy manual," Chapter 1 defines the SRT as a Perimeter and Control Team. This seems to be in conflict with how the team operates, which we previously suggested was as a Level 2 Team. As the only SRT in the county, it seems impractical that this team would define itself as limited to Perimeter and Control capabilities.

In any event, the issue of the SRT should be more fully examined by the new administration to determine if its staffing, training, equipment, and capabilities is consistent with the expectations of the department.

Training

Prior to being deployed as a member of SRT, each officer must undergo a certified 40-hour Basic Operator Training Course. Additionally, snipers must undergo a certified 40 hour Sniper Training Course. Once certified, ongoing training includes the following:

Tactical Team
Tactical training occurs twice per month at ten hours per session. The sessions alternate monthly between firing range and core team competencies.

Sniper Team
The sniper team trains twice per month, each session at four hours. As members of the core Tactical Team, the sniper element training is supplemental to that of the tactical training.

HNT

The Hostage Negotiation Team does not train on a monthly basis. The SRT Commander could not provide training records. The department policy does not address HNT training.

In keeping with best practices, all training records should be maintained in a master file in the training unit. At this time, that does not occur. Rather, the files are kept by individuals who coordinate training by discipline.

CPSM would point out that the two days, or 20 hours devoted to SRT training, is significant. In fact, it is double what is called for in Brookings' own SRT policy. Agencies studied by CPSM that maintain Level 2 or Tier 2 Teams generally dedicate one training day per month to the Tactical element, with additional time for the Sniper Element. These agencies indicate that this level of training is adequate, and that training beyond that amount is unnecessarily disruptive to other department operations. As well, it is costly in terms of both paid training overtime and position backfill for a patrol officer who is reassigned from a normal patrol shift to SRT training.

Previously we mentioned the NTOA and the California Attorney General's Commission on SWAT Operations as two agencies that have expertise in this field. The NTOA suggests that two days at eight hours per day is appropriate for the Tactical Unit's training needs. Conversely, the California Attorney General's Commission on SWAT Operations suggests that one day at eight hours is sufficient.

In either case, the amount of training time devoted to Brookings SRT operations exceeds the recommended minimum level established by either entity. The level of training is a policy decision to be made by Brookings based upon operational capabilities, staffing, and cost. Again, we simply point out that in our experience studying agencies across the country, one training day is the norm for those that operate a Level 2 or Tier 2 program.

While CPSM strongly supports all agencies having teams or access to teams with these specialized capabilities, we would be remiss if we didn't point out that many times it is the basic patrol officer who finds themselves thrust into these critical incidents. Active shooter situations in schools or a workplace are perfect examples. In these situations it is invariably an SRO or basic patrol officer who is called upon to take emergency action without the training or equipment provided to SRT immediately available. As such, CPSM would offer an alternative to the present tactical unit training schedule.

In lieu of two days of training per month for the SRT core team, we would suggest that the department consider a schedule of one day per month for the core team, and a second day per month where two core team members provide training to officers not assigned as SRT core team members. The non-SRT officers could be assigned to attend two or three such sessions per year to make class sizes and regular patrol team scheduling manageable. Furthermore, the classes could be opened to BCSO deputies as well as SDSU officers.

In so doing, all first responders would be better positioned to respond to such an incident ahead of a full SRT deployment. And given its given its limited staffing, in the event of a deployment, the SRT would be better able to draw upon support from a broader workforce.

As well, the present training regimen is rigorous and costly. It may dissuade other agencies from participating in the SRT due to the time and expense involved. We believe that the training option provided above is adequate for SRT requirements and better positions the department to respond to an immediate need where waiting for the SRT to mobilize is not an option.

As it relates to the Sniper element, the department reports that in addition to the initial 40-hour sniper training certification course, officers are required to train eight hours per month

(completed in two four hour blocks). This is addressed in Policy 101-32A. However, in a seeming conflict, Policy 101-32 requires only that they, upon certification, qualify once quarterly. Again, as Snipers are part of the Tactical Team, this training is in addition of the two days per month of Tactical Team training.

Deployments

As we previously noted, situations requiring deployments in cities such as Brookings are generally limited. Over the past three years the SRT has deployed eight times. The following is a summary of those deployments by year.

2019: 1 deployment

- High-risk search warrant.

2020: 2 deployments.

- High-risk search warrant.

2021: 5 deployments.

- Suicide.

- Warrant service / cancelled upon response.

- Warrant service on murder suspect.

- Burglary call.

- Hostage event .

The nature and frequency of these types of deployments are consistent with agencies of this size and community demographic.

SRT Summary

As we previously mentioned, and will restate here, while situations requiring an SRT response are limited in most cities of the size and demographic of Brookings, police agencies must be prepared to respond when they occur and delays in a response (such as waiting for outside agency resources) can lead to adverse outcomes including the loss of life. Therefore, the need for such a unit in Brookings is without question.

Importantly, we point out that the number of team members for a Level 2 or Tier 2 team, if that is the expected capability level, is low. Given the size of the City of Brookings and the surrounding area, this is somewhat understandable. Nonetheless, the unit is not adequately staffed to conduct many tactical missions without support from patrol or outside resources. As a simple example, existing resources could not both conduct a tactical entry while maintaining close in containment. That would fall to patrol, who would also be charged with maintaining perimeter security (the safe zone away from the target location at which the public would be held back). Patrol resources would be overtaxed as well.

For these reasons, we recommend that the SRT seek to expand its membership to include additional members from BPD, the SDSU Police Department, and from the Brookings County Sheriff's Department, which is not presently participating. As the only tactical team resource in Brookings County, each of these institutions have a vested interest in ensuring that such a team is readily available to serve all of the county's population. A less demanding training schedule, as addressed, may make participation by these agencies more attractive.

Finally, as we have stated, the issue of the SRT should be more fully examined by the new administration to determine if its staffing, training, equipment, and capabilities are consistent with the expectations of the department.

Special Response Team (SRT) Recommendations:

■ The department should seek to expand the number of personnel assigned to the SRT to include additional resources from BPD, SDSU, and the Brookings County Sheriff's Department. (Recommendation No. 34.)

■ The department's commitment to SRT training is significant and exceeds that of many similarly situated agencies. Consideration should be given to conducting an evaluation as to whether the present level of training is necessary and best meets the broader policing needs of the community and department. (Recommendation No. 35.)

■ In our discussion, CPSM offered a modified training schedule which we believe would better position the department's first responders to address an active threat while strengthening the SRT's capabilities. We urge the department to strongly consider this alternative to the existing training model. (Recommendation No. 36.)

■ CPSM would urge that the department amend the SRT policy to address the importance of the Hostage Negotiation Team element of the SRT and provide selection, training, and deployment guidelines for this unit. The policy should further indicate the importance of the HNT in de-escalating situations where an SRT response is required, and when circumstances permit. (Recommendation No. 37.)

■ The SRT should be more fully examined by the new administration to determine if its staffing, training, equipment, and capabilities are consistent with the expectations of the department. (Recommendation No. 38.)

TRAINING

In today's environment, law enforcement training is a necessity to maintain a highly functioning department, but that also comes at a financial cost to the department. Sometimes that cost becomes a burden, and the department is unable to provide necessary, quality training. However, any training provided to officers is an investment in the continued professionalization of the Brookings Police Department. Many agencies studied by CPSM are finding opportunities to partner with other agencies to provide quality training while sharing costs. BPD should work more closely with the sheriff's office and the university to determine areas where the sharing of training would be beneficial.

The Training Unit is under the direction of the Administrative Lieutenant. The Administrative Lieutenant handles all training for members of the department. There are five primary areas of responsibility regarding training for the Lieutenant, some of which overlap: (1) manage officer training records; (2) arrange for trainings to be hosted by the department; (3) schedule in-service training; (4) arrange for instructors; and (5) schedule all training for the department.

The Lieutenant coordinates the department's in-house instructors, schedules officers' training outside the area, and schedules officers' online training. An employee who instructs as in-house trainer is doing so as a collateral duty in addition to their primary assignment.

In order to track all training provided to department employees, the unit uses the department's RMS (Central Square); however, the South Dakota Law Enforcement Training Center just recently

launched ACADIS. ACADIS is a purpose-built system that empowers agencies to address training challenges by quickly disseminating training and policies, testing officers on training and observed skills, and tracking whether each officer has completed the necessary courses and certifications. All this information within one system provides the ability to get a comprehensive picture of the individual as well as enables robust analysis and reporting.

ACADIS will now allow the department to input all of its their training into the state system. The following are only a few of the 21 areas for which information can be uploaded:

- Annual handgun qualification.

- Canine-related training and courses attended by the handler.

- Domestic violence.

- Firearms training.

- Hostage negotiation.

- Law enforcement continuing education.

State Mandated Training

Each certified police officer in South Dakota must attend Domestic Violence Training (SDCL 23-3-39.4), which mandates DV training on issues pertaining to domestic abuse such as domestic incident criminal laws, availability of community resources, and protection of the victim. Then, after the initial training, the officers must have training on the topic at least once every four years.

Firearms Requalification – Each officer must qualify each year with their handgun by completing a certified shooting course approved by the Standards and Training Commission or the Law Enforcement Training Administrator. The officer must have a passing score of 75%.

Continuing Education Hours – Each officer must complete 40 hours of training in a two-year period in the following areas as designated by Administrative rule 2:01:0617:

- Annual Firearms Qualification.

- Continuing education of courses sponsored by Law Enforcement Training, or courses approved and documented by the law enforcement officer's agency.

Training Opportunities

The department strives to send personnel to as much training as the department's schedule and budget allow. Officers can make requests to attend training they wish to attend, and if the training works with the department's schedule and the budget, the department will send them. At minimum, the department strives to send sworn personnel to more than 20 hours per year of training, but there is no maximum. For example, members of the Special Response Team receive over 300 hours of training annually. The department encourages officers to attend advanced continuing education classes.

It was learned that the department determines what training should be provided to the officers from many different sources, such as South Dakota Public Assurance Alliance, state mandates, city mandates, and suggestions from the community. The South Dakota Public Assurance Alliance is a non-profit, nonpartisan association of incorporated municipalities in South Dakota, and its mission is to improve municipal government in South Dakota. As such, they have

identified 12 high-risk critical tasks related to law enforcement that the department believes should be part of its annual training for all officers. Those 12 high-risk critical tasks are:

- Use of force.
- Pursuits-EVOC.
- Search/seizure arrest.
- Care, custody, control/restraint of prisoners.
- Domestic violence.
- Off-duty conduct.
- Sexual harassment / discrimination / misconduct.
- Selection/hiring.
- Internal affairs.
- Special operations.
- Dealing with the mentally ill.
- Property / evidence.

Currently, there are no officers in Brookings who are out of compliance with their state certification.

It was also learned that much of the training provided to the officers is selected by the Chief of Police and does not require the approval of the state's training center. CPSM would recommend the department form an internal training committee comprised of department personnel to follow trends in training, track legal changes made, and then make a recommendation of the type of training that should be provided to the officers.

Continued professional training for the civilian employees of the BPD is non-existent. CPSM recommends the department provide opportunities for the civilian staff in the department to attend continued professional training.

Master Training Calendar

BPD currently has no Master Training Calendar to coordinate training that should be provided on a quarterly, annual, biennial, and quinquennial basis. The calendar should include training that is of the most critical need for recurring training and meet the training mandates of the State of South Dakota. To enhance this process and ensure that each of these critical training needs are met, CPSM recommends the development of a two-year Master Training Calendar for perishable skills, high-liability actions, related policies, and mandated recurring training that is offered in house.

A Master Training Calendar is not intended to be a static document, but rather a living tool subject to change. This is a vitally important document to ensure that necessary and appropriate recurring training is provided. As training priorities shift, it is too easy to neglect to schedule an important curriculum without such a schedule. CPSM would recommend that the Master Training Calendar provide detailed information where appropriate. For instance, rather than indicate solely defensive tactics, the training calendar should specify baton, chemical agents, electro-conductive devices, etc., at a schedule as determined by the department. In

the case of firearms, the calendar should specify duty weapons, patrol rifles, and shotguns. Providing this specificity ensures that no critical training aspect is overlooked.

A Master Training Calendar should serve as a living document, subject to annual department review for revisions as appropriate. Annually there should be a Training Needs Assessment completed to identify necessary and required training. This is an important function and this review provides for the opportunity to amend the Master Training Calendar as necessary.

Comprehensive Training Plan

The department should consider developing a comprehensive training plan to identify desirable courses for each position within the police department. The plan should serve as a guide for training courses to be taken by position. This is an excellent tool to both ensure that personnel are appropriately trained for their respective assignments and that training courses attended are generally prioritized by this plan.

While supervisors may assign individuals to attend training consistent with the comprehensive training plan, it is not uncommon for employees in departments to take the initiative and request training on their own. Seeking training generally demonstrates an employee's interest in developing their skills, for which that employee should be commended. However, in many cases, training requests may not be consistent with the Training Plan for their assignment, even in cases where Training Plan courses have yet to be attended. While training beyond the Training Plan is desirable, priority should be given to ensuring that Training Plan courses receive priority.

Following is a link to a well-developed training plan which identifies training for each specific position in the department. The department could use this as a model to develop its own.

https://www.sanleandro.org/DocumentCenter/View/2043/Training-Plan-PDF

Executive Training

Managing a police organization is a complex process for those tasked with ensuring the department operates at the most effective and efficient level. Those whose job it is to manage the organization must be as well-trained as those officers in the field. In 2020, several of the command staff began the FBI-LEEDA Executive Leadership Institute. FBI-LEEDA is an innovative program designed for executive level law enforcement leaders and focuses on the emerging issues facing law enforcement. Although FBI-LEEDA is excellent executive training, CPSM also recommends the command staff personnel be sent to the FBI National Academy, or Police Executive Research Forum (PERF) training. There are also some excellent online options for executive training.

Police Recruit Training

All new recruit officers hired by BPD are required to attend and complete the Law Enforcement Training Course at the George S. Mickelson Criminal Justice Training Center in Pierre, South Dakota. The certification course requires each student to successfully complete 520 hours of training to obtain certification. In the State of South Dakota, all full-time and part-time officers are required to obtain certification within their first year.

Once the recruit successfully completes the training they return to the department and enter the Field Training Officer (FTO) program. The purpose of the Field Training and Evaluation Program is to train new officers so that each is prepared to function as a solo beat officer at the conclusion of their training. The department has a 15-week FTO program that is modeled after the San Jose

Model. During the training officers are exposed to intensive on-the-job training and daily performance evaluations. Officers must meet specific performance to be certified for solo duty.

Per the union contract, FTOs may apply for the position once they have served three years with BPD. Selection is based upon their knowledge, skills, abilities, seniority, and a review of the employee's training and evaluation records. All eligible candidates must then pass an interview before being selected by the Chief of Police. Employees certified as FTOs are compensated for their time when actually training. The department currently has six FTOs to train new officers. The department averages about four new officers each year and has nearly a 100% passing rate.

A Patrol Sergeant oversees the FTO Program. Along with the Administrative Lieutenant they determine the schedule for each trainee.

Firearms Training

Although the State of South Dakota mandates only one handgun qualification annually, the department has two additional firearm training each year. Qualification for officers in the patrol rifle program qualify once a year.

Officers when required to qualify use an indoor range in the city limits that is actually owned by the County of Brookings. BPD must pay for use of the range.

Training Recommendations:

- CPSM would recommend the department form an internal training committee comprised of department personnel to follow trends in training, track legal changes made, and then make a recommendation of the type of training that should be provided to the officers. (Recommendation No. 39.)

- CPSM recommends the department provide opportunities for the civilian staff in the department to attend continued professional training. (Recommendation No. 40.)

- Command personnel should be sent to executive level continuing education, such as offered at the FBI National Academy and the Police Executive Research Forum. (Recommendation No. 41.)

- CPSM recommends the department develop a Master Training Schedule. (Recommendation No. 42.)

- It is recommended that the department develop a Comprehensive Training Plan. (Recommendation No. 43.)

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SECTION 8. SUPPORT SERVICES FUNCTIONS

ANIMAL CONTROL/COMMUNITY SERVICES

The City of Brookings Animal Control/Community Service Division has as its mission statement:

> *The mission of the Community Service Division of the Brookings Police Department is to provide quality, compassionate, and timely animal control services to the Brookings community, the enforcement of parking ordinances within the city, and to provide assistance with safe traffic control operations.*

Community Service Officers (CSO) respond to calls for service regarding animal complaints, investigate incidents related to animal bites and mistreatment, enforce leash laws, trap feral and stray animals, and respond and handle parking control issues. It was learned that the majority of the CSOs' time is spent on animal control issues, and unless things are very slow, they only respond to parking related issues when they are dispatched. In addition to handling calls for service and citizen complaints, the CSOs are also responsible for the daily feeding and care for the animals housed at the shelter. They are also responsible for the cleaning of the shelter which is done at the start of every day.

The Animal Control/Community Service Division has one full-time civilian employee and two part-time civilian employees. The two part-time employees report to the full-time employee who acts as the Community Service Division Supervisor. The supervisor reports to the Assistant Chief.

TABLE 8-1: Animal Control/CSD Work Schedules

Position	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Supervisor	7a/3p	7a/3p	7a-3p	7a/3p	7a-3p	Off	Off
Part-time 1& 2	3p/7p	3p/7p	3p/7p	3p/7p	3p/7p	10a/4p	12p/4p

The two part-time positions alternate their two workdays during the week, and alternate every other weekend. This schedule allows for animal control services 12 hours a day from 7:00 a.m. to 7:00 p.m.

When there is no CSO on duty, the full-time CSO handles all emergency responses on an on-call basis. Officers are also trained to be able to handle animal control calls when there is no CSO available.

The Community Service Division has one vehicle (see next Figure) which enables the CSOs to carry out their duties related to animal control calls for service. The vehicle appears to be in good order and is equipped sufficiently to meet their needs.

FIGURE 8-1: Community Service Division Vehicle

Animal Calls Handled

The following table details the calls for service (CFS) handled by the CSOs during a three-year period. It should be noted that the three-year period examined (2016/2017/2018) is prior to the COVID pandemic; this period was chosen in order to get a more realistic view of the staff's workload.

TABLE 8-2: Animal Calls for Service, 2016–2018

Type of call	2016	2017	2018
Dog complaints	5,140	5,544	4,268
Cat complaints	2,921	3,023	2,198
Other species	2,411	2,458	1,866
Total	**10,472**	**11,025**	**8,332**

As can be seen from the table above, the CSOs on average in 2016 and 2017 handled almost 29 calls for service each day of the year. In 2018, the number of CFS handled daily dropped to about 23 per day. On most days, there is a CSO on duty 12 hours a day during the week. Thus, on average, the CSOs are handling two or more CFS per hour.

Training

CSOs currently receive only in-house training regarding animal control and care, but no additional training. There are no state requirements mandating animal control training for the CSOs. However, Brookings should strive to provide all CSOs some level of professional training such as what is provided by The National Animal Care and Control Association (NACA). NACA has for 40 years provided training programs to deliver a higher standard in Animal Care and Cruelty Investigation training. That training is available to members online, and as well it leads to certification. Brookings should strive to send all CSOs involved in animal care and control to some level of professional training such as NACA. No program is ever successful without well-trained personnel.

The full-time CSO had been scheduled to attend certified training; however, the training was postponed when she took her maternity leave. It was learned that the training has now been rescheduled for the near future.

Animal Shelter

The city operates its own animal shelter located at 415 Western Ave. The facility is located behind the Brookings Municipal Utilities facility. The facility can accommodate 6 cats or other similar species, and 12 dogs.

During the site visit, CPSM visited the shelter and we found the facility to be very clean and well-maintained. The concrete floors of the shelter and those of the kennels where the animals are housed are heated due to the cold winter temperatures in Brookings. However, the shelter and kennels have no air conditioning. There is a large exhaust fan in the ceiling, but unless the doors and windows are open, the exhaust fan is not effective. CPSM recommends that the fan system be examined since the windows and doors cannot remain open if there is not a CSO at the facility.

As mentioned above, the CSOs operate the shelter. The shelter does not make use of volunteers. Many of the agencies studied by CPSM and which operate their own animal shelters make use of volunteers the shelters to relieve staff to concentrate on other duties. The city should consider beginning a volunteer program that would staff the shelter and handle the care and cleaning of the animals. The shelter does accept donations from the community and civic-minded groups.

TABLE 8-3: Shelter-housed Animals, 2016–2018

	2016	2017	2018
Dogs	34	38	23
Cats	204	212	164
Other Species	4	5	3

The shelter has no adoption program and all animals that qualify for adoption are transferred to the Humane Society for adoption. The totals shown in the following table are those animals transferred to the Humane Society for adoption.

TABLE 8-4: Animals Transferred to Humane Society

	2016	2017	2018
Dogs	34	38	23
Cats	204	212	164
Other Species	4	5	3

Impound Fees
When an animal is brought into the facility either by the CSOs or a citizen, impound fees are charged and begin to accumulate. It was learned that if an animal is released to its owner, even after only one day, the cost for the release could be as high as $160. Those fees seem to be high compared to other cities studied by CPSM.

Methods of Payment
An area of concern noted in the Animal Control Unit was the handling of cash. Cash payments, as well as checks and credit/debit cards are presently accepted for payment of impound fees. Cash transactions present an unnecessary risk to the city and the department.

Policy and Procedure Manual

The policies for the Animal Control Unit are covered in the Brookings Community Service Division Policy and Procedure Manual. The policy is well written and provides the necessary required direction. The policy was just recently reviewed and revised where necessary.

Cameras and Alarms

There are currently no cameras or alarm system in place on the Animal Shelter building and office. However, it was learned that a camera system has been purchased that will cover the inside and outside of the shelter and office, but there is a delay for IT to install the system. CPSM recommends there also be an alarm system installed at the shelter and office.

Database Management

Data is currently being retained in the department's CAD/RMS but it is not adequate for the retention of good accurate recordkeeping. CPSM recommends the city consider purchasing a standalone software program specifically designed for animal control units.

Animal Control Recommendations:

- CPSM recommends that the fan system be examined since the windows and doors cannot remain open if there is not a CSO at the facility. (Recommendation No. 44.)

- BPD should strive to provide the CSOs with additional professional training. (Recommendation No. 45.)

- Consider beginning a volunteer program to handle care and cleaning of the animals. (Recommendation No. 46.)

- Discontinue the acceptance of cash for impound payments. (Recommendation No. 47.)

- Install an alarm system at the shelter's office and kennel. (Recommendation No. 48.)

- CPSM recommends the city consider purchasing a standalone software program specifically designed for animal control units. (Recommendation No. 49.)

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FLEET MANAGEMENT

Fleet management is a shared responsibility between the Administrative Division Lieutenant and the department's other Division commanders. Generally, the Administrative Lieutenant coordinates budget-related aspects such as purchasing, while the other division commanders manage maintenance aspects.

The police department is assigned 21 vehicles. These are detailed in the following list, organized by assigned Division and noting the unit number, year, make, model, and mileage:

Patrol

- 01 - 2019 Dodge Charger, mileage 87,770.
- 02 - 2021 Dodge Charger, mileage 28,971.
- 03 - 2022 Ford Explorer (new vehicle entering service in June 2022).
- 04 - 2019 Ford Explorer, mileage 74,087.
- 05 - 2020 Ford Explorer Hybrid, mileage 48,950.
- 06 - 2020 Ford Explorer Hybrid, mileage 32,564.
- 07 - 2020 Ford F150 pickup, mileage 79,919.
- 08 - 2017 Chevrolet Tahoe, mileage 105,193. Assigned part-time to parking enforcement and used as a back-up patrol vehicle.
- 09 - 2022 Ford Explorer (new vehicle entering service in June 2022).
- 10 - 2021 Dodge Durango, mileage 24,015.
- 19 - 2017 Chevrolet Tahoe, mileage 59,654. Assigned to K9 officer.

Training

- 13 - 2013 Chevrolet Tahoe, mileage 41,559. Assigned to Training. Used as a travel vehicle.
- 14 - 2013 Chevrolet Impala, mileage 69,486. Assigned to Training as a travel vehicle. Used by CID as a secondary vehicle.

Investigations

- 15 - 2020 Dodge Caravan, mileage 9,348. Assigned to CID.
- 20 - 2021 Chevrolet Tahoe. mileage 4,313. Assigned to CID.
- 11 - 2015 Dodge pickup, mileage 43,546. Assigned to School Resource Officer.
- 12 - 2015 Chevrolet Tahoe, mileage 59,493. Assigned to School Resource Officer.

Administration

- 16 - 2018 Ford Taurus, mileage 15,529. Assistant Chief take-home vehicle.
- 17 - 2017 Ford Explorer, mileage 26,313. Chief take-home vehicle.

SRT

- 18 - 2011 Ford E450, mileage 7,255. SRT deployment.

Animal Control

■ 21 - 2017 Chevrolet Silverado, mileage 55,928.

The replacement cycle for these vehicles is as follows:

■ Patrol vehicles – 3 years.

■ Administration Vehicles / SROs – 7 years.

■ CID / Detective vehicles – 10 years.

■ SRT – No set schedule for this limited use vehicle.

This replacement schedule is typical of most law enforcement agencies with patrol vehicles being replaced earlier than other uses due to the 24/7 demand they endure. It appears that the city and department do a good job of ensuring that the fleet is replaced within the defined schedule, has reasonable mileage, and is well-positioned to serve the community. Further discussion relative to vehicle acquisition and maintenance is prudent here.

We begin this discussion briefly outlining the current practices of the City of Brookings, and specifically the Brookings Police Department, relative to its fleet to include automobiles, trucks, and specialty vehicles. This discussion will include vehicle acquisition, maintenance, and fuel, to include budgeted funds where applicable. Where applicable, we will also identify alternative methodologies used by other agencies around the country.

Vehicle Acquisition

Under current practices relative to the acquisition of new or replacement vehicles, it is the responsibility of the police department staff to submit budget requests, generally during the normal budget processing, for the number of vehicles requested. Such requests identify the vehicle requested including the total cost of purchasing and equipping the vehicle for deployment. This amount can be significant as fully equipped vehicles can exceed total costs of $60,000 each. At the end of a vehicle's life it is sold at auction and the proceeds are deposited to the city's General Fund. While this purchasing practice is not unusual, alternatives exist.

One alternative that helps to create funding stability in the annual budgeting processes is the use of a vehicle *Replacement Fund* for all city vehicles. This methodology calls for annual budget allocations to the *Replacement Fund* based upon projected costs of vehicle replacement, prorated over the planned life cycle of vehicles in the fleet (e.g., 3, 7, 10 years).

These deposits would begin when the vehicle first enters the fleet. This method provides for monies to be set aside over time to pay for a replacement vehicle at the time of purchase, eliminating the need for substantial budget allocations, financing costs, and even lengthy budget deliberations. If a department chooses to seek the addition of a vehicle to its fleet (versus replacing an existing vehicle), a new budget allocation would need to be submitted for approval of the cost of the added vehicle.

Of these two budget models, CPSM asserts the *Replacement Fund* option is the most stable and dependable as it provides a detailed cost breakdown, and ensures adequate funding for future acquisition needs.

We point out as well that some agencies have begun leasing vehicles in lieu of purchasing. This would provide some stability of funding, much like the *Replacement Fund* option. The

city/department would need to conduct a cost comparison to determine which acquisition method best meets its interests, something that CPSM suggests be done for future purchases.

Finally, we would encourage the city to examine assigning responsibility for citywide fleet acquisitions to the Public Works Department, with support staffing as necessary. This would centralize the responsibility for this function and allow for both expertise to be developed as well as economy of scale in lieu of employees of various departments assuming this responsibility as a collateral duty to their varied regular assignments.

Maintenance

For FY 21/22, a budget appropriation of $35,000 covers both routine maintenance (outside of warranty) and damage repair. These services are contracted out to a local vendor(s). Here again, these are functions coordinated by sworn police department staff. Centralizing these activities under a Fleet Division of the Public Works Department would be beneficial to the city for the same reasons as put forth relative to vehicle acquisition.

We must point out here that anecdotal evidence suggests that specific vehicles in the BPD patrol fleet, based upon the nature of use, have been found to be unreliable and lost to service for extended periods. For instance, the Dodge Chargers have been found by BPD and other agencies to be susceptible to engine failure when the vehicles are in an idling mode for long periods. CPSM cannot validate this information, and here we simply report that, again, agencies report this as problem. By the nature of police patrol duties, idling of vehicles is commonplace.

BPD staff including Lieutenants, Sergeants, and officers also report that the two hybrid models listed under Patrol have incurred engine failures at times during responses to calls for service. The combination of these issues has left the Patrol Section without sufficient vehicles to deploy all of a shift's officers.

CPSM asserts that this is a problem that should be addressed immediately and would offer that two additional vehicles are required to ensure that sufficient vehicles are available for deployment. This may be accomplished through the acquisition of new vehicles, and/or the retention of vehicles recently or scheduled to be taken out of service in the near future.

Fuel

For FY 21/22, a budget appropriation of $60,000 is set aside for fuel cost. Increased costs will result in a request for additional funding for FY 22/23. We note that some hybrid vehicles have been added to the fleet in 2020 in an effort to reduce fuel costs as well as due to environmental concerns. However, as reported above, the use of hybrid vehicles for police patrol purposes may not be viable at this time. Once again, CPSM does not purport to be automotive experts, and we are simply reporting on information as supplied to us.

Collisions / Vehicle Damage

Evaluating vehicle operations, including fleet accidents, provides an opportunity for a department to manage important assets, that is, personnel and vehicles. Ensuring department vehicles are being operated safely and efficiently is a key responsibility of supervisors and managers. Injury to personnel or damage to vehicles due to unsafe vehicle operations can have a long-term impact on valuable resources.

As we examined this issue, we were advised that in the event of a collision or damage, the involved employee's supervisor conducts an investigation. The completed investigation is

reviewed by the division Lieutenant, the Assistant Chief, and potentially the Chief of Police. If it appears that the employee was at fault, or otherwise responsible in some way for the collision or damage, an administrative investigation or disciplinary action may be initiated. Ultimately, collision / damage reports are reportedly filed at Human Resources.

CPSM inquired as to whether the department maintained annual collision data to include information such as the number of collisions, the movement prior to the collision (e.g., backing), if the collision occurred during a pursuit, the number of collisions in which the involved employee was deemed at fault, and other related factors. This is data that the department could utilize to determine if there were any common denominators present such as a high rate of turning movement or backing collisions. If so, then training could be initiated to reduce the incidence of such. Staff indicated that no such reports are prepared or maintained by the department. They indicated however, that the rate of collisions/damage is low. Nonetheless, such an analysis is an important management tool. To allow for this analysis, these records should be maintained.

Take-Home Vehicles

The police department assigns department vehicles authorized for take-home use to individual members at the discretion of the Chief of Police. Vehicle assignments are based on the nature of the member's duties, job description, and essential functions. At present, take-home vehicles are reportedly authorized for the Chief of Police, the Assistant Chief, the SROs, and the K9 Unit.

Fleet Recommendations:

■ To ensure adequate and consistent funding availability for future replacement of police vehicles, the department should work with the city to establish a *Fleet Replacement Fund*. Budget appropriations would match projected costs for a replacement vehicle(s) factoring in the replacement cycle, as reported, and would be deposited into the fund on a monthly basis during the projected life of the vehicle. As vehicles are to be replaced, adequate funding would exist to fund the replacement and no additional budget appropriation would be required. (Recommendation No. 50.)

■ Consideration should be given to leasing vehicles in lieu of purchases. A cost-benefit analysis would be required to determine which option is most beneficial from a cost standpoint. With a lease, the need to liquidate end-of-service vehicles through auction would be eliminated. The lost revenue from the vehicle auction would need to be factored into the cost-benefit analysis. (Recommendation No. 51.)

■ Consideration should be given to centralizing vehicle operations, citywide, under the direction of a Fleet Division of the Public Works Department. This would eliminate or reduce the reliance on multiple employees from various departments conducting this work as a collateral duty to their regular assignment. (Recommendation No. 52.)

■ Two additional patrol vehicles should be acquired to ensure an adequate supply of vehicles is available for shift deployments. Alternatives include the purchase of new vehicles and/or retaining vehicles scheduled for end-of-service auction. (Recommendation No. 53.)

COMMUNICATIONS CENTER

The dispatch/communications function is a vital component of an effective police department and fire department. 911/dispatch operators serve in two primary rolls: (1) Answering 911 and non-emergency telephone calls, and (2) radio dispatching calls for service. The BPD Communications Center serves as the Public Safety Answering Point (PSAP) for all of Brookings County to include law enforcement/fire/EMS calls for service. As such, all Communications Center personnel must be cross-trained in both the law enforcement and fire disciplines.

The Communications Center is operated through the county's PSAP funding; however, if the amount of funding received isn't sufficient to cover the Center's operating costs, the remainder is paid by the City of Brookings (two-thirds) and the County of Brookings (one-third).

The dispatcher is often the first point of contact for a citizen seeking assistance, and 911 operators play a significant role in setting the tone for the community's attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens, officers, and fire/EMS personnel alike. Because of the complexities of the position, the dispatchers must remain highly trained.

The Brookings 911 Emergency Communications Center is a division within the Brookings Police Department that is responsible for answering both emergency and non-emergency calls for service in the city. The center also dispatches calls for service (CFS) for the Brookings County Sheriff's Department, South Dakota Highway Patrol, nine fire departments, four ambulance services, and all 911-related calls for South Dakota State University.

The Center is staffed with civilian personnel working together as 911 call takers and law enforcement/fire/EMS dispatchers. The Division is managed by a civilian Communications Commander who reports directly to the Assistant Chief. The Communications Commander has many years of experience working in communications and operates as a dispatcher when needed due to staffing issues.

The unit's purpose is well-defined in the Center's mission statement:

> *Our mission is to provide the highest level of service for the public in their time of need, utilizing appropriate resources in a timely manner. We will strive to ensure fair, impartial, and courteous treatment; providing the best support possible for maintaining the safety of our citizens and public safety personnel. We will be lifelong learners, accepting our responsibilities, challenges, and necessary changes with a willing attitude as required by our profession.*

A Zuercher computer-aided dispatch (CAD) system (owned by Central Square) is used by the department. The CAD is a dispatch platform that captures, manages, and prioritizes mission-critical data to enable rapid decisions in situations where every second counts. The CAD system was implemented in 2012 and was last updated in April 2018. The department is in the process of beginning another upgrade to the system.

911 Center

Although the Communications Center is a separate division within the police department, it is governed by a PSAP Advisory Board consisting of representatives from the City of Brookings, County of Brookings, and those from the other entities that contract with the BPD 911 Center for dispatch services.

Facility

The 911 Center is located on the top floor of the police department. The center is a small room housing three workstations, and although clean, it is an uninviting and an unpleasant physical work environment. Across the hall from the 911 Center is a break room and lockers for the employees. At the current time, there is a hesitancy on the part of the city to provide funding to conduct any refurbishing work on the Center because discussions are taking place to construct a new police facility. CPSM would recommend that if a decision is not made within a reasonable amount of time regarding a new police facility the Center should be remodeled with new, ergonomically correct workstations.

Center Staffing/Scheduling

The center's Communications Commander is supported by two Lead Dispatchers, and ten Dispatchers. In Brooking's case, the Lead Dispatchers also act as supervisors during their shifts. Over the last two years, the 911 center has struggled with hiring and retention of employees. At one point, the center fell to a low of four dispatchers and the Communications Commander.

In many agencies, dispatch supervisors frequently and appropriately perform some routine dispatch and call-taker duties especially during peak hours. However, over the past two years BPD supervisors have often had to work as dispatchers their entire shift because of the shortage of staffing. Having both responsibilities (dispatch/supervisor) can come at the peril of the supervisors failing to perform their supervisorial roles.

When the 911 Center becomes fully staffed and fully trained, each shift will have three dispatchers assigned to it. At that time, CPSM would recommend if it is possible the department reclassify two of the dispatcher positions to lead dispatchers. That way, each shift would have a lead dispatcher (supervisor) on duty for accountability and supervision.

The position of 911/dispatch operator is challenging and stressful duty. Virtually every agency studied by CPSM has reported that finding qualified applicants who can complete the rigorous training program required to perform these duties is a struggle. At the current time, the unit is fully staffed, but not fully trained. The department has one dispatcher who recently was passed from training, and another two who are in training. The department also has a dispatcher beginning in September which will bring the BPD 911 center up to being fully staffed.

The following table reflects all authorized (budgeted) staffing assigned to the Communications Center. It depicts authorized positions, actual staffing, and vacancies.

TABLE 8-5: 911 Center Authorized Staffing

Position	Authorized	Actual	Vacant	Recommended new FTEs
Communications Commander	1	1	0	0
Lead Dispatchers	2	2	0	0
Dispatcher*	13	12	1	0
Total	**16**	**15**	**1**	**0**

Note: *Two dispatchers are currently in training and the last vacancy will be filled in September

There are two primary duties in dispatch centers, (1) radio dispatch, and (2) answering 911 emergency and general telephone calls. Best practices for a city of this size and call volume, call for (1) a dispatcher who is responsible for all radio communication between field units of police, fire, and EMS without telephone answering responsibilities, (2) a dispatcher acting as a

call taker and who also conducts record checks, without dispatch responsibilities. Currently in the BPD 911 center, one dispatcher handles all dispatching and call taking for police-related calls, while the other dispatcher handles all dispatching and call taking for the County Sheriff, fire departments, and EMS. CPSM would recommend that the 911 center move towards implementing the model of one dispatcher handling dispatching responsibilities and the other dispatcher handling call-taking responsibilities.

Minimum Staffing

The current minimum staffing for the 911 center is two dispatchers on duty at all times; however, the Chief has the discretion to approve the reduction to only one dispatcher between the hours of 0300-0700 on weekdays if the personnel number falls below 12 dispatch staff. Although it is understandable why the Center would opt to operate with only one dispatcher (due to staffing shortages), this option should be used sparingly, if at all, as it is not an ideal situation. It appears moving forward that falling below minimum staffing will not be a concern as the center will fully staffed.

Communication Center Schedule

Many agencies studied by CPSM have begun implementing modified work schedules in their communication centers, much like patrol divisions of departments. Most have opted to implement either a straight 12-hour shift schedule, or some variant of the 12-hour shift schedule.

In analyzing the data provided in this report, there really are no peak service times like in many police departments studied by CPSM. Brooking PD's workload seems to remain consistent throughout the day.

At the current time, the Communications Center is operating on a 42-hour-a-week schedule. However, when fully staffed, the Communications Center will begin operating on a 40-hour-a-week schedule made up of two twelve-hour shifts and two eight-hour shifts (see below). This shift schedule was a collaborative effort between the dispatchers and the Dispatch Commander. With three dispatchers working at all times (once fully staffed,) this schedule should work well to meet the needs of not only the department, but also the employees. Brookings PD is to be commended for its creativity in finding a schedule that not only meets the needs of the operations of the department, but also the needs of their employees.

The work schedule is as follows:

	SAT	SUN	MON	TUES	WED	THURS	FRI
WEEK 1			7A - 7P	7A - 3P	7A - 3P		7A - 7P
WEEK 2	7A - 7P	7A - 7P			7A - 3P	3P - 11P	

	SAT	SUN	MON	TUES	WED	THURS	FRI
WEEK 1			7A - 7P	3P - 11P	3P - 11P		7A - 7P
WEEK 2	7A - 7P	7A - 7P			3P - 11P	3P - 11P	

	SAT	SUN	MON	TUES	WED	THUR	FRI
WEEK 1	7A - 7P	7A - 7P		7A - 3P		7A - 3P	
WEEK 2			7A - 7P	7A - 3P		7A - 3P	7A - 7P

	SAT	SUN	MON	TUES	WED	THURS	FRI
WEEK 1	7A - 7P	7A - 7P			3P - 11P	3P - 11P	
WEEK 2			7A - 7P	7A - 3P	3P - 11P		7A - 3P

	SAT	SUN	MON	TUES	WED	THURS	FRI
WEEK 1			7P - 7A	11P - 7A	11P - 7A		7P - 7A
WEEK 2	7P - 7A	7P - 7A		3P - 11P		11P - 7A	

	SAT	SUN	MON	TUES	WED	THURS	FRI
WEEK 1			7P - 7A	11P - 7A		11P - 7A	7P - 7A
WEEK 2	7P - 7A	7P - 7A		3P - 11P		11P - 7A	

	SAT	SUN	MON	TUES	WED	THURS	FRI
WEEK 1	7P - 7A	7P - 7A		3P - 11P		3P - 11P	
WEEK 2			7P - 7A	11P - 7A	11P - 7A		7P - 7A

	SAT	SUN	MON	TUES	WED	THURS	FRI
WEEK 1	7P - 7A	7P -7A			11P - 7A	11P - 7A	
WEEK 2			7P - 7A	11P - 7A	11P - 7A		7P - 7A

Dispatch personnel currently do not rotate their shift schedules. So, in essence, dispatchers can remain on their current schedules indefinitely. The issue can mean that the lower seniority dispatchers run the risk of remaining on a night shift for many years without the opportunity to work the day shift. This can sometimes lead to unhappy employees who may eventually seek other employment that would allow them to work something other than a night shift. Some consideration should be given to implementing a shift rotation schedule allowing the lower seniority dispatchers the opportunity to work the day shift. A rotation of shifts quarterly with a dispatcher only able to remain on a shift deployment for two consecutive deployments before having to work another shift would allow the lower-seniority dispatchers the opportunity to work the other shift.

Procedure Manual

The Communications Center has a very thorough 100-page instructional procedure manual that provides guidance to all dispatchers regarding necessary information needed while in the course of their work in the communications center.

Stress and Burnout Affects

A very real challenge to staffing a communications center is dispatcher burnout. Burnout occurs when a dispatcher, already stressed by the nature of the job, is required to work overtime to cover staffing and complete required training. Brookings' Communications Center has been short-staffed for a considerable length of time, thus requiring employees to work extra shifts of overtime. For the past year, the staff has been working an extraordinary amount of overtime to cover vacancies. In its argument for the need of national standards for staffing, the Association of Public Safety Communications Officials (APCO) points out the fact that budget constraints, call volume stress, as well as caller-induced stress, combined with the requirement to work

overtime to cover shift shortages and complete training, begin to create burnout factors for dispatchers. As the burnout factors accumulate, sick leave use increases; as sick leave use increases, so does the requirement for others to fill in the void/s. As others fill the gaps, they begin to experience burnout factors themselves. In the end, sick leave use becomes a rampant problem, burnout is experienced by everyone in the center, and it becomes just a vicious cycle of burnout.

Due to the amount of overtime the BPD dispatchers have been exposed to over the last 18 months, the Communication Center Commander must remain vigilant to watch for the signs of burnout in the dispatch ranks and ensure that if burnout exists, it is being managed. Burnout and stress should be reduced once the center is fully staffed and all dispatchers are fully trained.

Training

All new dispatchers must successfully complete a 12-week in-house training program prior to being sent to Pierre, S.D., to attend the state's two-week certification course. The center's training program follows the standards set forth by the Association of Public Safety Communications Officials (APCO) and is designed specifically for the purpose of training and career development of all their employees.

The department has three certified trainers, of which two are the lead dispatchers. At the current time, both lead dispatchers are having to train the new personnel. Obviously, during times when staffing is short, exceptions must be made; however, CPSM would recommend the lead dispatchers not be used for training because they are also considered to be supervisors within the unit. When lead dispatchers are training, they are not acting in their supervisorial role.

Due to the staffing shortages over the last 18 months in the 911 Center, no dispatchers have attended any continued professional training. CPSM recommends that when the Center is fully staffed, professional training again be made available to the center's employees.

Telephone Call/Workload Demand

In addition to serving as the 911 Public Safety Answering Point (PSAP) where all 911 calls are received, the Dispatch Unit also receives various other calls via the department's telephone lines. In 2021, the Dispatch Unit answered a total of 36,656 incoming telephone calls (911/General information). This equates to an average of one call every 14.33 minutes. Of course, call volume would be higher during peak activity times, and lower during slower times of the day. Of that number, 8,712 (23 percent) were 911 calls. The remaining 27,944 (77 percent) were nonemergency and/or general business calls. This represents a significant volume of nonemergency call activity for the center.

In CPSM studies, it is common to find that the hours between 8:00 a.m. and 8:00 p.m. represent those that are busiest for most communication centers relative to telephone calls, though this varies somewhat from agency to agency based upon community demographics.

In the table that follows, we look at incoming call demand from 2021.

TABLE 8-6: Telephone Incoming Call Load and Radio Dispatches, 2021

All Calls	36,656
911 Calls	8,712
911 % of Total Calls	23%

As seen in the above table, in 2021, 77 percent of telephone calls received by the Dispatch Unit were non-911 calls. While some of these calls are appropriately handled by dispatch, in many cases, dispatch simply reroutes the caller to the appropriate party. At times, non-emergency calls have a significant negative impact on the 911/dispatch operation; however, this does not appear to be the case at BPD.

High-priority Calls

All police departments prioritize calls for service based upon the seriousness of the call. While definitions of a high-priority call may vary from agency to agency, such calls should include those involving life safety and in progress crimes. For such calls, citizens expect and demand that their police department be adequately staffed and prepared to respond in a timely fashion. While the data report contains considerable information concerning response times to all priorities of calls for service and should be reviewed in its entirety, here we will focus on the highest priority of calls for service.

The department assigns Priority 1 as the highest priority type of call. The following table shows average response times by priority, in minutes. Here again, we will be focusing on Priority 1 calls, but provide the additional priority information for reference. As well, we isolated injury accidents based upon call type "Accident (Sig 1)".

Note that in the table the Dispatch Processing Period is that time from receipt of a call until a unit is assigned and dispatched. The Travel Time is that period from the time that the officer is dispatched to the call until the time at which they arrive at the scene, and Response Time combines these numbers. Calls represents the total number of such calls.

TABLE 8-7: Average Response Times, by Priority

Priority	Time in Minutes			Calls
	Dispatch	Travel	Response	
1	2.9	6.4	9.4	2,699
2	3.4	7.3	10.8	1,247
3	4.9	7.7	12.5	1,354
4	6.1	6.3	12.4	125
Total	**3.6**	**6.9**	**10.6**	**5,425**
Injury accident	2.2	2.6	4.8	37

Note: The total average is weighted according to the number of calls within each priority level.

As we examine Priority 1 call data in this table, several aspects raise concerns as the time components and number of calls appear to be excessive. The *Dispatch Processing Period* for a Priority 1 call (2.9 minutes) should be between 1 and 1.5 minutes. The *Travel Time* (6.4 minutes) should be approximately 4 minutes, and the total Response time (9.4 minutes) should be closer to 5 minutes. As well, *Total Priority 1 Calls* (2,699) is an extraordinarily high number of calls for this community. Virtually all Priority 1 calls are community-initiated, and with a total of approximately 6,554 such calls, 2,699 represents about forty-one percent of all community-initiated calls. In most studies conducted by CPSM, Priority 1 calls represent closer to ten to fifteen percent of community-initiated calls.

For that reason, CPSM examined the 237 call types recorded in the CAD system, of which 60 were classified as Priority 1 calls. As we mentioned previously, Priority 1 calls should be limited to life-safety and in-progress crimes. Here, we found Priority 1 calls to include *Vandalism, Found Property, Noise Complaint, and Harassment,* to name of few. These do did not appear to rise to the level of life-safety or in-progress crime. These call types, and others, accounted for a

substantial number of Priority 1 calls. For instance, the classification of *Noise Complaint* accounted for 175 Priority 1 responses.

CPSM believes that 911 dispatchers intuitively know that such calls are not emergency calls and therefore, even though listed as a Priority 1 call in CAD, they may hold the calls and dispatch them as a non-emergency call. This then results in a skewing of the response time numbers. This conclusion appears to be supported as we examine response time to injury collisions where the overall response time to a life-safety call is 4.8 minutes.

CPSM would urge the department to review its CAD call priorities and limit Priority 1 calls to those involving life-safety or in-progress crimes. CAD can be easily modified to accomplish this. If that action is taken, we believe that the Priority 1 response times will fall into appropriate levels going forward.

FIGURE 8-2: Average Response and Dispatch Processing Times for High-priority Calls, by Hour
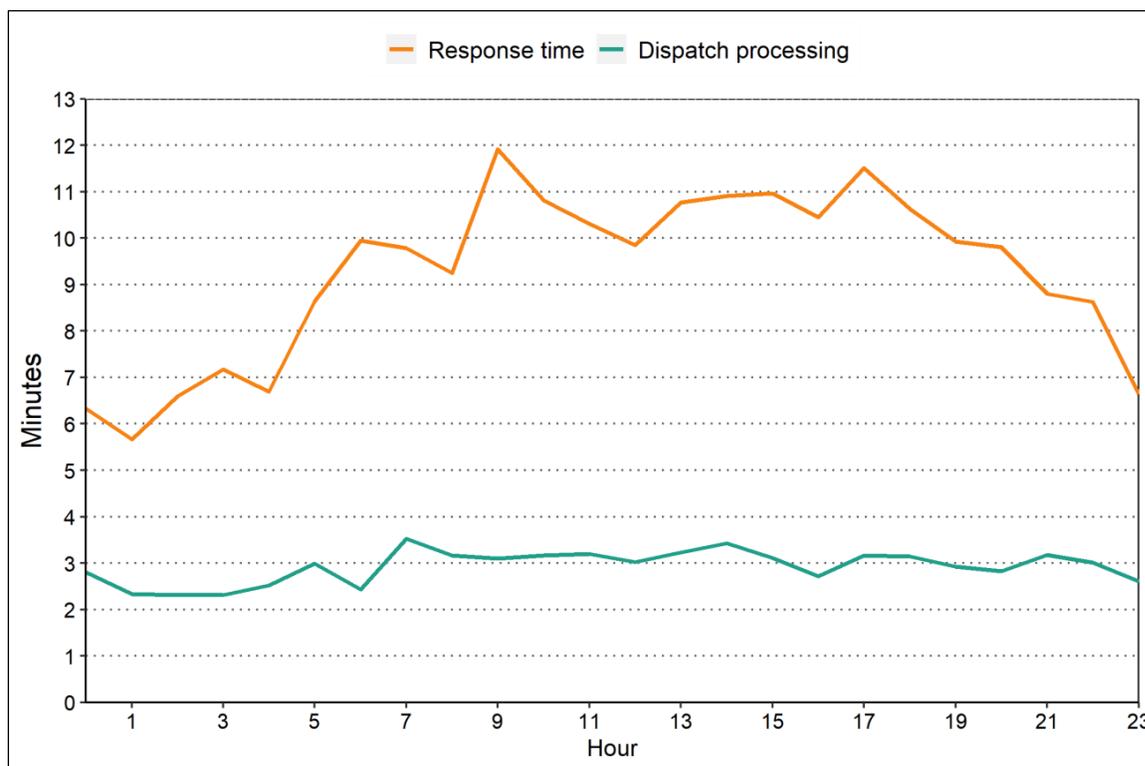
Observations:

- High-priority calls had an average response time of 9.4 minutes, lower than the overall average of 10.6 minutes for all calls.

- Average dispatch processing was 2.9 minutes for high-priority calls, compared to 3.6 minutes overall.

- For high-priority calls, the longest response times were between 9:00 a.m. and 10:00 a.m., with an average of 11.9 minutes.

- For high-priority calls, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 5.7 minutes.

Quality Assurance

Periodic review of random tape-recorded calls handled by each 911dispatcher or call taker is important to ensure quality control and helps to identify training and/or performance issues. A well-developed quality assurance protocol assures that there is an objective measuring of performance of the communications officer through random case review in a consistent and standardized manner. Monitoring communication calls for service can also assist in identifying troublesome areas that specific employees may have and provides an opportunity to correct that individual employee's deficiencies.

There is currently no Quality Assurance conducted at BPD except for the auditing of medical calls, which is required by law.

There are four principal objectives of a credible quality assurance program:

- Ensure that employees understand their duties.

- Measure and evaluate employee compliance relevant to their duties.

- Thoroughly review the effects of compliance, evaluating effectiveness, accuracy, and safety.

- Make the necessary changes and assure subsequent improvements in compliance through continuing education and feedback to both the employee and Director.

CPSM recommends that BPD develop and implement a Quality Assurance program.

Communications Summary

BPD's 911 Center has struggled over the last year due to a staffing shortage that caused employees to work a great deal of overtime just to meet operational needs. The dispatch personnel are to be commended for their commitment to ensuring the needs of the department are met and the 911 Center is staffed. The Center is also to be commended for training those new employees to bring staffing back to manageable staffing numbers.

Communications Center Recommendations:

- When economically possible, CPSM would recommend that two of the dispatch positions be reclassified to lead dispatchers for supervisorial coverage. (Recommendation No. 54.)

- If the building of a new police facility and communications center doesn't come to fruition, CPSM would recommend remodeling of the current location, especially the addition of ergonomically correct workstations. (Recommendation No. 55.)

- To more accurately track response times to emergency calls for service, examine the computer-aided dispatch (CAD) system call classifications and ensure that only those calls that involve life-safety and/or in-progress crimes are classified as a Priority 1 call. Calls currently listed as Priority 1 but not fitting this definition should be reassigned an appropriate priority. (Recommendation No. 56.)

- CPSM recommends that BPD develop and implement a Quality Assurance Program. (Recommendation No. 57.)

- CPSM recommends that when the Center is fully staffed, professional training again be made available to the Center's employees. (Recommendation No. 58.)

PROPERTY AND EVIDENCE UNIT

The Brookings Police Department (BPD) Property and Evidence (P&E) Unit is considered the custodian of all items collected by department personnel or submitted to the department as items for safekeeping, found property, items collected as evidence, or items to be destroyed. The unit is also responsible for the proper storage of all these items, the preservation of the items for possible future analysis, and the lawful release or disposition of property.

Property and evidence is one of the highest risk operations in any police department. The intake, processing, storage, and disposal of evidence and property are important functions for any law enforcement agency. It is especially true for weapons, narcotics, currency, and valuable jewelry. Police agencies across the country have often faced the consequences of mismanaged property and evidence sections. This has resulted in terminations and arrests of police employees, from janitors to police chiefs, for thefts of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits that revealed unaccounted-for property and evidence have led to the termination of police executives, though they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

The P&E Unit is under the responsibility of the Assistant Chief of Police. A Lieutenant is responsible for the management of the unit and has one civilian Evidence Technician who is tasked with the duties and responsibilities of the unit's intake, care, and disposal of the department's property.

Collateral Duties of the P&E Technician

Most all law enforcement agencies demand a lot of their personnel and oftentimes, an employee may have a multitude of duties outside of their primary responsibilities. At BPD, the P&E technician also has many collateral responsibilities. They are as follows:

- Responsible for NIBRS reporting.

- Manages all digital evidence.

- Responds to requests for discovery requests.

- Assists with covering the front window.

- Assists with processing crime scenes.

- Manages the department's lost and found items.

- Conducts the monthly checks of the K-9 drugs.

- Creates reports and custom modules as needed in the RMS.

Facility

The P&E Unit is located in the basement of the main police facility at 307 3rd Avenue. The P&E facility is divided into two parts. (1) The outer room is an area for officers to package, log, and tag evidence. This area also has temporary lockers in which the officers put the evidence after they have completed their processing. All officers have access to this area by means of a key card. (2) The inner room is where the processed property is removed from the lockers and catalogued to be stored. This area is only accessible by a key; the P&E technician and the commander of Investigation unit are the only two personnel who have keys.

At the current time, the P&E space is adequate and meets the needs of the department. In recent years, changes in law and procedures have reduced the amount of evidence necessary to be retained for court purposes, which has slowed the filling of the storage space. For example, legalization of medical marijuana has decreased the volume of drugs and drug paraphernalia.

Facility Security

Entry into the P&E facility "outer room" is by key card access and the information is retained and searchable. The "inner room" is accessed by key, and only the technician and supervisor have a key. CPSM recommends that an additional card reader be placed at the entrance to the "inner room" in place of a physical key. There are no cameras inside the P&E unit, only the hallway outside the entry door. CPSM would recommend that cameras be placed at minimum in the area where the narcotics are stored, weapons are stored, and money is stored. The serves for these cameras should have the storage space to allow for the video to be retained for 45 days.

Evidence Security

The P&E Unit does not have a secure location within the facility for such items as guns, narcotics, money, and jewelry.

Guns/Weapons

Handguns are kept in individual cardboard weapon boxes on a shelf in the unit. Also, there are some handguns hanging on the wall on pegs. Long guns/rifles are stacked on a shelf above the handguns or are standing upright against a wall. (See following Figure.)

FIGURE 8-3: Unsecure Storage of Guns/Weapons

Handguns and long guns/rifles should be kept in a locked and secure room or fenced-in area within the P&E unit. Also, there should be a camera covering the entrance to the secured area for weapons.

Narcotics

Narcotics seized or located by officers of the department are kept in plastic bins and stored on the shelving within the unit (see following Figure). Until a few years ago, the narcotics weren't even kept in plastic storage bins. It was learned the reasons for using the storage bins was to mediate smell and keep the narcotics dry. Narcotics should be stored in a locked and secure room or fenced area.

FIGURE 8-4: Unsecure Storage of Narcotics

Money

The unit has no safe in which to keep money or jewelry taken for safekeeping or evidence. Money and jewelry are stored in cardboard boxes on a top shelf in the unit. Money and jewelry should be stored in a safe.

All of these evidence items are considered high-risk for theft and should be stored in locked and secure locations. There should also be card readers in place as well as cameras monitoring those areas. CPSM believes it is critical to take action in placing these items in individually locked and secured locations.

Hours of Operation

The unit's hours of operation are Monday through Friday 8:00 a.m. to 4:00 p.m. The public can come in any time during the unit's working hours to pick up belongings. Oftentimes, it is difficult for citizens to arrange a time that is convenient for them to pick up property when the only hours available are from 8:00 a.m. to 4:00 p.m. during the week. CPSM would recommend the P&E unit remain open until 6:00 p.m. at least one day a week, which would allow citizens the opportunity to arrange to pick up items after their workday ends. This could be easily accomplished by changing the technician's work hours on one of his workdays to10:00 a.m. to 6:00 p.m.

Policy

Policy governing the P&E Unit can be found in Section 103 of the Brookings Police Department Policy and Procedure Manual. The purpose of the policy is to establish procedures and guidelines to provide for the security and control of seized, recovered, and evidentiary property, as well as abandoned, lost, or found property, in the custody of the department. Several sections within Section 103 haven't been reviewed or revised since 2018, while others were reviewed in 2020 and 2021. CPSM recommends the review of department policies be conducted each year to ensure they remain current with any changes in law or operational procedures.

Records Management System

The department's RMS system is used for the tracking of property and evidence items that are logged into the P&E area. The P&E technician uses a scanner with a bar code to document the logging in and storage of all property. The system meets the needs of the unit.

Workload

Whether it is a small department or large department, P&E units take in many items each year and BPD's unit is no exception. It is clearly evident from the following table that the number of property items logged in to the P&E unit during 2019, 2020, and 2021, and the number of items the unit purged during that same time, that the department is bringing in more evidence than it is purging. If ongoing purging is not conducted space becomes a premium and the unit will at some point run out of storage space.

TABLE 8-8: Property and Evidence Processed, 2019–2021

Category	2019	2020	2021
Total Intake of items	1,937	1,094	867
Total Purged items	0	886	887
Released to Owner	196	184	116

It was learned during the site visit that the unit has a backlog of 610 items that are ready to be disposed of, but the P&E technician is waiting on others to assist him.

It was also learned that the P&E Technician spends sometimes up to 20 hours weekly completing discovery requests for the State's Attorney's Office, reviewing videos that have come to the end of their retention and are close to being purged, and reviewing cases to see if they are completed so they can go back to their retention times. Most departments studied by CPSM have experienced a growing workload connected with the retention and discovery of digital evidence. That is expected to continue to increase into the future.

The P&E Technician also spends approximately five hours or so a week working on the NIBRS reporting to the FBI.

CPSM will be recommending an additional civilian administrative assistant to begin handling the responsibility of NIBRS reporting (See Records Section). This would allow the P&E Technician to focus on managing the department's digital evidence and the storage and purging of evidence items.

Purging of Property

One of the critical functions of the evidence/property unit is ensuring the appropriate, timely, and lawful disposition of evidence/property. A police agency should determine the proper method of disposal associated with each classification of property. The primary methods used in law enforcement to dispose of items are:

- Returned to the owner or finder.
- Sold at public auction.
- Converted to agency use (includes asset-seizure items).
- Destroyed.
- Donated.

Most of the items destroyed by the department are taken to a local landfill where they are crushed and buried in the presence of the technician. Items having any personal identification attached to them are burned with the assistance of the fire department. The department usually does not sell property, but the few times it has done so the department has used a local auction company or placed the item in the city's surplus property auction.

Weapons and Narcotics Destruction

The department has never conducted a destruction of firearms. Firearms pending destruction have a strong likelihood to be pilfered from storage as there is generally no longer any interest in the item for prosecution or release, so the sooner they can be removed from the unit, the sooner the likelihood ceases to exist. The department is currently researching its options for the destruction of weapons. The Bureau of Alcohol, Tobacco, and Firearms (ATF) recommends that the acceptable method of destruction is to completely melt (smelt), shred, or crush the firearm receiver. Some torch cuts are also an acceptable alternative to shredding. Since the department has never conducted a firearms destruction, CPSM recommends that it be completed as soon as practical.

The department conducts a narcotics destruction on average twice annually. Narcotics are packaged up into cardboard boxes, picked up and crushed in a city trash truck, which is then followed to the county landfill where the evidence is put into a hole and covered over. The Drug Enforcement Bureau states, "The method of destruction must render the controlled substance to a state of non-retrievable and meet all applicable destruction requirements." CPSM recommends that narcotics evidence should be burned and not buried.

Freezers/Refrigeration

The department has one evidence refrigerator/freezer for evidence that must be kept refrigerated; however, there is not a monitoring system on it to alert staff when it fails or is not working sufficiently to keep the temperature within established parameters. The refrigerator/freezer is less than five years old; however, in 2021 it was discovered that the freezer wasn't operating properly. A refrigerator/freezer from another location in the department was moved it into P&E Unit to replace the failing refrigerator/freezer. Evidence stored in police refrigeration units is biological evidence such as DNA, etc. that is common in felony cases. Oftentimes, the biological evidence is the only evidence identifying the suspect in criminal cases and is the most important piece of evidence. It is imperative that precautions are put in place to ensure that the evidence remains at the established parameters. CPSM recommends purchasing refrigeration monitoring units for the refrigerator and freezer.

Inspections

Inspections of the P&E unit are conducted each month to check for pest activity, signs of water damage, structural damage, and to ensure the refrigerators are operational.

Training

The lone Evidence Technician at BPD received on-the-job training after being hired and has received additional training through the International Association of Property and Evidence (IAPE) and R.A Doran and Associates. The department should strive for the evidence technician to attend ongoing professional training and to achieve the Certified Property and Evidence Specialist (CPES) designation. THE CPES designation attests to a technician's training, familiarization with IAPE professional standards, and that they have demonstrated their knowledge of the standards and best practices by having successfully completed a written examination. The evidence technician should also attend the annual IAPE conference to receive ongoing professional training.

Audits

Often overlooked areas of handling property and evidence held by law enforcement are inventories and audits. The purpose of an audit of property and evidence is to review how well the department receives, inventories, and establishes chain of custody. It also reports how well a department maintains property and evidence while it is in its custody, as well as how the department releases evidence for investigations and court purposes. Agencies have begun to recognize that the consequences of mismanagement of property and evidence can lead to agency embarrassment, lost court cases, loss of public confidence, and financial loss.

All departments should have a written policy that addresses when inventories and audits of the property and evidence room are conducted. An inventory is a comprehensive check of all items stored in the P&E room and should be completed annually. An audit is a list of items that are chosen by management of specific items of evidence to ensure they are present, in the location they are listed in the RMS, packaged properly, and documented in accordance with agency policy.

Audits have become an integral part of the proper operation of a department's property and evidence section. The last full audit completed by the department occurred in October 2021, and its purpose was to identify that all property items were accounted for and stored in the proper area in the P&E unit.

Although a full audit was completed in 2021, the department does not do quarterly or mini audits of high-risk items of evidence (guns, drugs, money, jewelry). A quarterly audit should consist of 20 to 25 randomly selected items from those high-risk areas. The audits should be documented and results retained for reference. CPSM recommends that the department begin doing quarterly audits of the P&E unit.

Property and Evidence Recommendations:

- CPSM recommends that key card entry be installed on the door to the inner room of the P&E Unit in place of physical key entry. (Recommendation No. 59.)

- CPSM believes it is critical the department take action in place high-risk items in individually locked and secured locations. (Recommendation No. 60.)

- CPSM recommends the P&E Unit remain open until 6:00 p.m. at least one day a week to allow citizens the opportunity to arrange to pick up items after their workday ends. (Recommendation No. 61.)

- Ensure the unit's policies are reviewed each year to remain current with legal mandates and best practices. (Recommendation No. 62.)

- CPSM recommends that cameras be placed at minimum in the areas where narcotics are stored, weapons are stored, and money is stored. The servers for these cameras should have the storage space to allow for the video to be retained for 45 days. (Recommendation No. 63.)

- Since the department has never conducted a destruction of firearms, CPSM recommends that a destruction be completed as soon as practical. (Recommendation No. 64.)

- CPSM recommends the destruction of narcotic evidence should be through burning and not burial. (Recommendation No. 65.)

- CPSM recommends purchasing a refrigeration monitoring unit for the refrigerator/freezer. (Recommendation No. 66.)

- The Evidence Technician should become certified through IAPE. (Recommendation No. 67.)

- The Evidence Technician should attend the annual IAPE conference for ongoing professional training. (Recommendation No. 68.)

- CPSM recommends that the department begin doing quarterly audits of the P&E unit. (Recommendation No. 69.)

PERSONNEL AND RECRUITMENT

The law enforcement profession always faces the challenge of renewing its ranks. For nearly every agency, this is an ongoing effort. However, for some time and especially more recently, finding qualified applicants who have the desire and ability to meet the requirements of the selection process and academy training has become a more challenging proposition, adding to a growing shortage of law enforcement officers nationwide.

Personnel and recruitment responsibilities at BPD are handled by the Administrative Lieutenant. This unit is responsible for a variety of personnel-related duties and serves as the primary contact point for the city's Human Resources Department.

TABLE 8-9: Department Staffing, 2022

Position	Budgeted Positions	Vacancies
Sworn		
Chief of Police	1 (interim)	0
Assistant Chief of Police	1	0
Lieutenant	3	1
Sergeant	5	0
Sworn Officer	27	2
Part-time Parking Control Officer	1	0
Total Sworn	**38**	**3**
Civilian		
Office Manager	1	0
Administrative Assistant	1	0
Community Service Supervisor	1	0
Community Service Officer P/T	2	0
Dispatch Commander	1	0
Lead Dispatcher	2	0
Dispatcher	13	0
Total Civilian	**17**	**0**

Hiring Process

BPD's hiring process is covered in the policy and procedure manual in section 104-06. The policy sets forth the general procedure for hiring police officers for the City of Brookings. The policy was

last updated or revised in 2018. CPSM would recommend the policy be reviewed to ensure it is still relevant with today's best practices in hiring and recruitment.

All police department employees, with the exception of the Chief of Police, may reside outside the city limits but must be able to respond during an emergency call within 30 minutes.

In order to become a police officer in the State of South Dakota, a person must meet the following criteria:

- Is a citizen of the United States.

- Is at least 21 years of age at time of appointment.

- Has his fingerprints taken by a qualified law enforcement officer?

- Is of good moral character.

- Is a graduate of an accredited high school or has a high school equivalency certificate acceptable to the commission.

- Is examined by a licensed physician who certifies, on forms prescribed by the commission, that the applicant is able to perform the duties of a law enforcement officer.

- Is interviewed in person by the hiring agency or its designated representative before employment. The interview shall include questions to determine applicant's general suitability for law enforcement service, appearance, personality, temperament, ability to communicate, and other characteristics reasonably necessary to the performance of the duties of a law enforcement officer.

- Takes the oath of office as required by SDCL 9-14-7 or 3-1-5. The oath may be taken before the nearest available judge of a court of record.

- Has not unlawfully used any prescribed drug, controlled substance, or marijuana within one year before the time of application for certification.

- Is eligible to reapply for certification, if the person has for any reason failed to successfully complete the basic law enforcement training program.

- Has not had his certification revoked, voluntarily surrendered certification, had an application for certification refused, or been dismissed from the basic training program, unless the commission upon application declares the applicant eligible for employment or certification.

- Has not become ineligible for employment or certification as a law enforcement officer in any other state, as a result of any proceedings involving any revocation, suspension, surrender of, or resignation or dismissal from certification, employment or training, unless the commission, upon application, declares the person eligible for employment or certification in South Dakota.

Candidates must submit an application online by using Governmentjobs.com. The South Dakota Law Enforcement Officers Standards and Training Commission establishes both hiring and training standards for police officers. For the hiring of police officers in the City of Brookings, these standards include a written exam (except for those holding state certification), a physical agility test, an interview panel, and a Chief's interview. After this the Chief can offer the candidate a conditional job offer which is contingent upon them completing a background check, pre-employment physical, drug/alcohol testing, a psychological profile, and a polygraph.

The following table lists the number of officers who left employment with BPD, through either retirement or resignation, and the number of officers hired during 2019, 2020, and 2021.

TABLE 8-10: Officer Attrition and Hiring, 2019–2021

	2019	**2020**	**2021**
Officers who left	2	4	3
Officers hired	6	4	2

Pre-Employment Background investigations

The pre-employment background investigation is one of the most important investigations a law enforcement agency will ever conduct. The investigations must be very comprehensive if they are to lead to informed hiring decisions. They must assure compliance with all applicable minimum standards for appointment and screen out candidates who are found unsuitable for the position, based on relevant information and their past history. Background investigations are also among the most challenging investigations to conduct. The manner in which background investigations are conducted, from areas investigated to the evaluation of resulting information, must be treated consistently across all candidates.

The department conducts background investigations of police recruits, already certified police officers, volunteers, and dispatchers working within the department. The background investigations are conducted by the CID Sergeant or other members of CID. All employees conducting hiring background investigations have been to a Background Investigators School.

On average, the department annually conducts four to six background investigations.

TABLE 8-11: Background Investigations, 2019–2021

2019	**2020**	**2021**
6	5	4

On average, the department completes hiring background investigations for recruits and lateral officers within two to three months.

Many police agencies studied by CPSM are outsourcing background investigations to retired law enforcement personnel who have obtained their private investigator licenses. Some of the reasons for outsourcing are: personnel currently doing background investigations can be assigned elsewhere there is a need in the department, the investigation can be completed in a timelier manner, extensive investigator experience, reduced costs, and sometimes even a better, more thorough investigation. CPSM recommends that consideration be given to outsourcing all background investigations to a private investigation company that specializes in conducting hiring background investigations.

TABLE 8-12: City of Brookings and BPD Demographics, 2021

	Male	**Female**	**White**	**Asian**	**African American**	**Hispanic**	**Native American**
BPD Sworn	97.2%	2.7%	95.7%	0%	1.6%	0%	2.7%
BPD Civilian*	21.6%	55.5%	94.5%	0%	0%	0%	5.5%
City of Brookings	51.48%	48.52%	89.7%	3.5%	1.7%	2.5%	1.3%

Note: *Includes civilian part-time staff.

Public safety agencies are facing ever-increasing pressure to have the racial, ethnic, and gender diversity of their employees match or exceed the racial, ethnic, and gender diversity found in their communities. Police agencies that are rich in diversity are simply more likely to garner individual trust among a group of citizens because the agency is reflective of the community and is inclusive of officers of many backgrounds and experiences. As can be seen in the table above, the department's demographics closely resemble the demographics of the city except the department is severely under-represented in the female sworn officers.

Many departments across the country are struggling to hire female police officers so, it is not just unique to BPD; however, with that being said, the department should focus on recruiting and hiring female police officers. BPD advised that it has advertised position announcements on a website aimed at female and minority candidates.

Recruitment
The department does not have a recruitment team because its hiring efforts are sporadic and dependent on both staffing needs and officers available for presentations.

Recruitment information is spread through advertising, word of mouth, social media, Indeed.com, local advertising, job fairs, and presentations. The department has made presentations to the Criminal Justice Program at SDSU and LA Tech.

Incentive Program
The department currently offers no incentive programs to hire qualified employees. Police departments across the country—both large and small—are resorting to desperation-level tactics to recruit officers as a perfect storm of retirements, public scrutiny, and fear has drained the pool of public safety candidates. A 2019 report by the Police Executive Research Forum called the struggle to recruit officers and the sharp increase in resignations and retirements among existing ones a "workforce crisis." Many departments have begun offering signing bonuses for experienced police officers to come to work for their departments. If recruitment becomes challenging for BPD, CPSM would recommend considering offering a hiring bonus to attract officers.

Personnel and Recruitment Recommendations:

■ Review the hiring policy to ensure it is relevant for today's best practices in hiring and recruitment. (Recommendation No. 70.)

■ CPSM recommends that all background investigations for sworn personnel positions be outsourced to a private investigation company specializing in such investigations. (Recommendation No. 71.)

■ The department should strive to recruit and hire females. (Recommendation No. 72.)

■ CPSM recommends that BPD consider offering a hiring bonus to attract qualified candidates, if hiring becomes problematic. (Recommendation No. 73.)

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INTERNAL AFFAIRS

Ensuring a department has the public's trust is vital to the law enforcement mission, and this trust rests on departmental responsiveness to community needs and expectations. The department must receive commendations and complaints with equal professional interest and courtesy and give both appropriate supervisory and management attention in order to foster public confidence and to promote constructive communication. In fact, the Brookings Police Department's Personnel Complaint policy states *"It is imperative that the Police Department operates in a degree of transparency and is responsive to complaints alleging employee misconduct and external concerns regarding the operation of the agency."*

The Brookings Police Department will accept and document all complaints alleging employee agency conduct for the following reasons:

- To ensure that complaints alleging employee or agency misconduct are accepted and investigated in a consistent and reasonable manner to uncover the truth of the allegations.

- To identify areas of misunderstanding by the complaining citizen.

- To identify employees whose attitude, behavior, and/or performance is in need of correction and supervisory intervention.

- To protect agency employees and the department from erroneous complaints.

- To identify department policies, training, and/or practices in need of reevaluation, clarification, and/or correction.

Staffing and Policy

Internal Affairs is carried out within the Criminal Investigations Division (CID); complaint investigations are conducted by the CID Sergeant. That sergeant reports to the CID Lieutenant, who reports to the Chief of Police.

The department's policy regarding the handling of citizen complaints is outlined in Section 104-03 (Procedure for Handling Citizen Complaints) of the department's policy and procedures manual. The policy was last revised in November of 2018. CPSM recommends that all department policies be reviewed yearly to ensure they are consistent with state law and are in accordance with best practices.

Complaints

The department has defined a complaint as "A concern expressed by a member of the public, which does not meet the agency's definition of a complaint but must be documented by the agency employee receiving the information from the member of the public."

A complaint can be made by any of the following:

- The aggrieved person.
- Third party.
- Anonymous.
- Agency employee.
- News media.

- Governmental agency.

- Notice of civil claim.

Complaints can be made in person, by telephone, by letter, or by e-mail. The department's website clearly explains how to file a complaint; however, a complainant must contact someone at the department to receive a complaint form. It would be suggested that the complaint form be added onto the website where it can be downloaded by the complainant. To take it another step further, it could be made available as an interactive form.

Complaint Process

All complaints are referred to a supervisor who may suggest appropriate remedies to resolve minor incidents; however, citizens are not discouraged from filing a complaint. The supervisor has the authority to handle the matter with discretion and make the appropriate resolution without a formal complaint. Many citizens only want to make their issue known to the department, be listened to, and that their incident will be handled appropriately. Although this does come with some risk that supervisors may *"kiss off"* complaints, if the supervisors are appropriately trained it can be an effective and efficient resolution to an incident.

Oftentimes, when these minor incidents are handled informally, if they are not properly documented, employee misconduct can be missed. It is imperative that some type of documentation occurs when incidents are informally handled. All informal complaints handled by supervisors are reported to the Patrol Lieutenant. As the department recently purchased the Frontline program, the sergeants will be required to enter into Frontline the information regarding any informal complaints that are received and handled.

When supervisors become aware of a person desiring to make a complaint against a BPD employee the supervisor will conduct a preliminary investigation. This preliminary investigation consists of a recorded interview with the complainant, completed citizen complaint form, and responding to the location of the incident to:

- Determine the identity of persons involved, witnesses, and other police personnel and employees.

- Ensure that proper evidence is collected and/or documented.

- Ensure that all reasonable documentation and physical evidence is maintained. This includes police reports, communications/dispatch information, MDT transmissions, medical documentation, and video recording of any portion of the police involvement.

- Ensure that all necessary medical treatment is provided and documentation is preserved.

Investigations of a serious nature are investigated by the CID Lieutenant, as are complaints filed against members of CID. Less serious complaints filed against patrol officers are handled by the patrol supervisor, but then handed over to the Patrol Lieutenant for completion. In order to develop the Sergeants in the organization, CPSM recommends that the patrol supervisors complete the entire investigation.

If an investigation is deemed to be criminal against a member of BPD, the South Dakota Division of Criminal Investigation handles the investigation.

BPD has not set a time frame for completing investigations but tries to complete them in a reasonable time frame. That is dependent upon the nature of the complaint, the investigator's case load, and the priority of the investigation. Most agencies studied by CPSM have

established timelines for completion of citizen complaints, usually 30 to 45 days; however, extensions can be granted if necessary. CPSM recommends adding to the department's policy that BPD will strive to complete all citizen investigations within 30 to 45 days unless an extension is necessary.

Complaint Investigations

Whether the investigation is conducted by the CID Lieutenant or the Patrol Lieutenant, the investigator is to conduct a fully documented and confidential investigation

All complaint data in the following tables was provided by the department and reflect the total number of citizen/internal complaints for 2019, 2020, and 2021.

TABLE 8-13: Citizen Complaints, 2019–2021

Year	# of Citizen complaints received	# of complaints investigated by Patrol Lt.	# of complaints investigated by Inv. Lt.
2019	17	14	3
2020	8	8	0
2021	5	4	1

Source: Brookings Police Department (4/24/2022)

TABLE 8-14: Citizen/Internal Complaint Investigation Adjudications, 2019–2021

Year	Total	Exonerated	Not Sustained	Unfounded	Sustained
2019	17	0	0	17	0
2020	8	0	0	8	0
2021	5	0	0	4	1

Source: Brookings Police Department (4/24/2022)

TABLE 8-15: Complaints vs. Police Contacts

Year	Total Police Contacts	Citizen Complaints	Sustained complaint
2021	11,433	5	1

Source: Brookings Police Department (4/24/2022)

The above tables represent not only the number of citizen complaint investigations conducted by BPD and their adjudications, but also compares those complaint numbers against the total police contacts by BPD. For 2021, there were 5 citizen complaint investigations conducted out of the 11,433 police contacts for that year, or one complaint for every 2,286 police officer contacts.

Tracking and Managing of Complaints

Data regarding administrative investigations and public complaints are valuable as a risk management tool to identify training needs, performance deficiencies, or patterns of misconduct. The department currently uses the Central Square RMS for the tracking and managing of complaints and their investigations. Investigations and complaints are logged into the system. It was learned that within several months the department will be implementing additional tracking and managing software from Frontline Public Safety Solutions. That software will provide a much more efficient platform for the tracking and managing of citizen complaints

as well as use of force incidents. The department is to be commended for moving ahead on this tracking platform for better tracking complaints and uses of force.

Adjudication of Complaints

The person adjudicating the complaint will make a recommendation for the disposition findings for each allegation using the following classifications based on the burden of proof of a preponderance of the evidence:

Sustained: There was a preponderance of evidence to prove the allegation.

Not Sustained: There was not sufficient evidence to either prove or disprove the allegation.

Exonerated: The actions of the employee were consistent with the law and agency policies, rules, regulations, and practices.

Unfounded: The allegation did not occur.

Policy and/or Training Deficiency: The allegation occurred but was the fault of deficiencies in agency policy and/or training and cannot be accountable to the employee involved.

Those complaint dispositions are most commonly used by almost all departments studied by CPSM and are the norm in the law enforcement profession. When the complaint investigation has been completed it is then reviewed by the supervisor, Lieutenant, Assistant Chief, and the Chief of Police.

Training

The CID Lieutenant has attended I/A investigation training and received a certificate indicating such. If patrol supervisors are to handle internal investigations, they should receive the same training and attend a class on the handling of complaint investigations.

Methods of Discipline

A method of discipline that is not discussed in the department's options is Education Based Discipline (EBD). EBD is unique to the law enforcement community and is an alternative to punitive discipline. EBD changes the interaction of employees and management, and it changes the impact of the discipline process forever. The premise of EBD is that it offers an alternative to unpaid suspension days and is beneficial to both the department and employee. It provides an opportunity for employees to voluntarily participate in an individualized remedial plan that emphasizes education, training, and other creative interventions that promote a successful outcome. When the department is faced with an employee's discipline that rises to anything that results in monetary loss, EBD should be considered. Discipline should not debilitate the affected employee, and most times the employee is less bitter regarding their discipline after EBD is utilized.

There is no indication that the department utilizes a standardized progressive discipline matrix. A standardized progressive discipline matrix can assist the department's leadership in objectively and consistently delivering discipline based on the severity of the violation and the discipline record of the department member. CPSM recommends that the department consider utilizing a system of progressive discipline with a standardized matrix to apply discipline in a consistent manner and for purposes of educating personnel as to potential disciplinary action for offenses. The following table provides an illustration of a progressive discipline matrix. CPSM recommends the department consider creating a matrix that reflects the rules and regulations governing discipline specific to the department.

TABLE 8-16: Example of a Standardized Progressive Discipline Matrix

Class	First Offense	Second Offense	Third Offense	Fourth Offense
1	Min: Verbal counseling	Min: Documented counseling	Min: Documented written reprimand	Min: 1-day suspension
	Max: Documented oral reprimand	Max: Documented written reprimand	Max: 3-day suspension	Max: 5-day suspension
2	Min: N/A	Min: Documented written reprimand	Min: 1-day suspension	Min: 5-day suspension
	Max: Documented written reprimand	Max: 5-day suspension	Max: 5-day suspension	Max: 10-day suspension
3	Min: Documented written reprimand	Min: Documented written reprimand	Min: 1-day suspension	Min: 30-day suspension
	Max: 1-day suspension	Max: 10-day suspension	Max: 15-day suspension	Max: Dismissal
4	Min: 1-day suspension	Min: 5-day suspension	Min: 10-day suspension	Min: Dismissal
	Max: 10-day suspension	Max: 15-day suspension	Max: 30-day suspension	Max: Dismissal
5	Min: 5-day suspension	Min: 10-day suspension	Min: 30-day suspension	Min: Dismissal
	Max: Dismissal	Max: Dismissal	Max: Dismissal	Max: Dismissal

The "class" category should clearly define specific department violations that fall within the categories. Potential discipline should be listed for the first offense through the fifth offense. This enables consistent and transparent issuance of discipline to department personnel. CPSM recommends the department create a matrix that reflects the rules and regulations governing discipline specific to the department.

Early Intervention Program

An Early Intervention Program (EIP) is a resource for supervisory personnel to identify employees who may display symptoms of job stress or performance problems at early stages. The intent of an EIP is to proactively provide employees with the assistance and training necessary to perform their assigned duties in an effective and efficient manner. While individual incidents such as personnel complaints, traffic collisions, and uses of force are reviewed at the time of occurrence by a supervisor and the chain of command, these incidents may appear acceptable in isolation, but a pattern of less-than-optimal job performance may be developing that is more difficult to identify. The tracking of the indicators detailed in an EIP enables supervisors to examine the totality of an individual's actions and make a more accurate assessment of the employee's well-being.

EIP programs are essential in large police organizations. In an agency the size of Brookings, while an EIP program would be best practice, it may not be as critical because of the size of the organization. In smaller departments such as BPD, oftentimes there is nothing that goes unnoticed in the department by supervisors and command staff. The new platform the department is implementing from Frontline Public Safety Solutions has the capabilities to provide for an EIP.

Prior to implementation, department management will have to identify the performance indicators for the program. It is important these indicators are reviewed annually to ensure they meet department and community expectations.

It is important to note that the notification triggered by reaching a threshold in and of itself does not suggest a definitive problem with an employee, but rather informs supervision of a high rate of total incidents. Again, this number is determined by the department. For instance, officers working high-crime areas are more commonly involved in arrests and uses of force, which has the potential to trigger a notification even though their actions are entirely appropriate. This applies to more proactive officers as well. Nonetheless, the department can look at the employee's pattern of conduct and determine if there may be a problem. If so, it may address the problem through counselling, training, or as otherwise called for.

CPSM recommends the department develop a standardized EWS system complete with thresholds that trigger the EWS.

The following table is an example of a robust EWS to cover the highest liability issues and their thresholds.

TABLE 8-17: Example of Thresholds in an Early Warning System

Incident Type	Number of officer events	Monthly time period of events
Bias Complaint	2	6
Citizen Complaint	2	12
Divisional	4	12
Internal complaint	2	12
Use of Force	5	6
Vehicle Accident	3	12
Vehicle Pursuit	4	12

Internal Affairs Recommendations:

- The department's policy on citizen complaints should be reviewed annually. (Recommendation No. 74.)

- The department complaint form should be prominently displayed on the department's website "home page" and be made available as an interactive form. (Recommendation No. 75.)

- It is recommended the department strive to complete the misconduct investigations in 45 calendar days, and service complaint investigations in 30 days, if possible, unless an extension is necessary. These time frames should be included in department policy. (Recommendation No. 76.)

- CPSM recommends that the patrol supervisors complete the entire investigation as appropriate. (Recommendation No. 77.)

- Patrol supervisors should attend internal affairs training if they are handling complaint investigations. (Recommendation No. 78.)

- When the department is faced with an employee's discipline that rises to anything that results in monetary loss, Education Based Discipline (EBD) should be considered. (Recommendation No. 79.)

- CPSM recommends the department consider creating a matrix that reflects the rules and regulations governing discipline specific to the department and consider its use. (Recommendation No. 80.)

- CPSM recommends the department develop a standardized EIP system complete with thresholds that trigger the EIP. (Recommendation No. 81.)

USE OF FORCE

The necessary and appropriate use of force in carrying out a police officer's duties up to and including the taking of a human life is among the most complex and critiqued actions of law enforcement. At no time in the past has the use of force been looked at, examined, and judged as it is today. It is essential and critical that the department have and follow a comprehensive policy on the use of force. Providing relevant training for the use of force is vital for the department. The purpose of comprehensive training in the use of force is to ensure employees are using proper and reasonable applications of force in the performance of their duties. With respect to the use of deadly force, no other responsibility of the city or department has more importance. Police departments must engage in an in-depth review of uses of force by their officers. In President Obama's *21st Century Policing* report, it was stated that departments must have a review process of uses of force by their officers in place.

BPD's Response to Resistance policy authorizes officers to use only the amount of force which is reasonably necessary to overcome the level of resistance to secure a subject, or to stop a direct threat of harm posed by a subject and which is clearly defined within the policy. Officers are required to notify a supervisor immediately after they employ any use of force, other than de minimis force. The Response to Resistance policy #102-01 is very detailed, thorough, and well written, but was last reviewed and revised in November 2018. Most policies, more specifically and more importantly the Response to Resistance policy, should be reviewed annually for any changes in law or altering any way that force is used.

Reporting Responses to Resistance

Officers at BPD must notify their supervisor as soon as possible about a use of force. The officer must also document in their official police report a complete, accurate, and appropriate description of the use of force utilized during the incident. The supervisor then will respond to the scene to investigate the incident. That investigation includes:

- Interviewing the involved subject if they are cooperative to determine their account of the incident. If the supervisor determines that unreasonable force was utilized, the Internal Affairs-designated investigator will be notified and assume control of the investigation.

- If a crime scene exists, or police equipment exists which may contain forensic evidence, the supervisor shall ensure that the scene and evidence is processed, photographed, and preserved.

- Taking photographs of the involved officer(s) and subject(s) depicting potential injuries or documenting the lack of any injuries to the parties involved.

- Interviewing and preferably recording witnesses to the incident and documenting their description of the event.

- Ensuring that a qualified health care provider handles any injuries or other medical conditions being experienced by the involved person.

- Reviewing any video recording of the incident, if available, prior to the completion of the Response to Resistance Form and the approval of the officer's report.

- The supervisor investigating the use of reportable force shall be responsible for the review and approval of the officer's reports of the incident, when practicable.

- The supervisor will complete the Response to Resistance Form prior to completing their shift and submit it along with the officer's report to their chain of command for review.

Duty to Intervene

In recent years, law enforcement agencies nationwide have begun to include duty to intercede and report provisions in their use of force policies. Duty to intervene requires an officer to intervene if they witness a department member using force that is clearly beyond that which is necessary, as determined by an objectively reasonable officer under the circumstances. A duty to report policy requires any officer who observes a law enforcement officer or an employee using force that potentially exceeds what the officer reasonably believes to be necessary to report such observation to a supervisor.

Policy #102-05 of BPD policy covers the Duty to Intervene and states, "Officers of this agency have an affirmative duty to intervene if they witness a use force that is clearly unreasonable. Any officer present and observing another officer using force that is clearly beyond that which is reasonable under the circumstances shall, when in a position to safely do so, intervene to prevent the use of unreasonable force. An officer who observes another employee use of force that exceeds the degree of force permitted by law should promptly report these observations to a supervisor."

De-escalation Provisions

De-escalation requirements are covered in Policy #102-04 of the Brookings Police Department Policy and Procedure Manual. Its effective date was June 24, 2020, and has not been revised or reviewed since implementation. CPSM recommends reviewing annually all policies dealing with the use or non-use of force.

Use of Force Incidents

TABLE 8-18: Use of Force Incidents Compared to Dispatch Calls, 2021

Year	Total Dispatched / Initiated Calls	No. of Use of Force Reports	% of Calls When Force Is Used	% of Arrests When Force is Used
2021	11,771	12	0.10%	1.5%

From January 1, 2021, to December 31, 2021, BPD recorded 11,771 calls for service. With 12 reportable use of force incidents, BPD officers used force in **0.10 percent of the calls**. For the same time period, the department's officers made 185 arrests. Based upon the number of arrests, BPD officers used force in 1.5% of arrests. Even for a smaller department the size of BPD, those numbers are extremely low and represent a well-trained department.

Use of Force Recommendation:

- The Use of Force policy should be reviewed annually for any changes in law or altering any way that force is used. (Recommendation No. 82.)

RECORDS UNIT

Contrary to the common perception that functions performed in law enforcement records units are as simple as filing reports and providing copies as needed, at BPD there is an exhaustive list of duties performed. Among the general duties performed daily, the Records personnel also:

- Handle all department payroll time sheets.

- Maintain the holiday and compensatory time for all department employees.

- Process invoices for payment.

- Maintain office materials for the department.

- Process parking tickets.

- False alarm follow-up.

- Data entry.

- Input all NIBRS information.

- Manage the department's digital evidence.

Policy

There is no policy that governs the functions and responsibilities of the Records Unit, nor written procedures that would provide employees guidance in the operations of the unit. However, Section 103 of the policy and procedure manual does cover Property and Digital Evidence Handling. Although the unit is small, and employees are aware of all operational aspects of the unit, having a procedure policy or manual is always beneficial. CPSM would recommend the department create a Records policy or manual.

Records Management System

The records management system (RMS) used by BPD is Central Square and is an integrated law enforcement software product offered by Tiburon. BPD also uses the RMS for its Dispatch and Investigations units. Other department units such as Professional Standards and Property and Evidence also use modules of the RMS tailored to their functions. Records staff report no interface issues among the various department functions and also report the current functionality meets Records, needs.

Records Staffing

The Records Unit falls under the direction of the Office Manager who reports directly to the Assistant Chief of Police.

The following table reflects current staffing assigned to Records. It shows authorized positions, actual staffing, and vacancies (if any) at present.

TABLE 8-19: Records Unit Personnel

Rank	Authorized	Actual	Vacant
Office Manager	1	1	0
Police Records Clerk	1	1	0
Evidence Technician	1	1	0
Safety Town Teacher (P/T)	1	0	1
Total	**4**	**3**	**1**

Workload Demand

In the introduction to the Records Unit above, some of the myriad responsibilities of a law enforcement agency records unit were described. A great majority of these functions are performed by BPD Records. Records staff are cross-trained in all the unit's assigned responsibilities; the office manager can and does fill in when necessary.

The Records Unit employee duties are as follows:

Office Manager
- Completes payroll time sheets weekly and monthly and submits to the Finance Department for processing.

- Maintains holiday banked and comp-time earned hours for departmental employees

- Processes invoices and bills for payment.

- Processes all credit cards.

- Assists with the budget and financial planning for the upcoming year.

- Prepares deposits for revenues received and tracks expenditures incurred for the department.

- Serves as a secretary to East Central Communication Council and Traffic Safety Committee. Prepares agendas, legal notifications for public meetings, distributes packets containing all necessary information for Board/Commission members.

- Maintains office materials and supplies for the department.

- Enters all training request forms into DocuSign.

- Enters overtime information for the department's Highway Safety Grant.

- Assists with front window and phone calls when necessary.

- Back up for the Administrative Assistant when absent.

Administrative Assistant
- Weekly deposit of cash received.

- Orders and restocks office supplies and officer's supplies.

- Processes parking ticket payments.

- Sends out reminder letters for parking tickets.

- Case processing in Central Square.

- False alarm follow-up.

- Data entry.

- Background checks.

- Facilitate use of the Administration Shared Calendar.

- Bike registration.

- Property claims.

- Uploading of trainings in Central Square.

- Various projects as assigned.

- Answers phone.

- Facilitate foot traffic that comes into the front lobby of the department.

Property and Evidence Technician

- Handles NIBRS reporting for the department.

- Manages the department's digital evidence to include sending over the requested items for discovery requests for the States Attorney's Office or other outside agencies.

- Assists with covering the front window.

- Assists the detectives with search warrants and the processing of crime scenes.

- Manages the lost and found items.

- Monthly checks of the drug dog training drugs.

- Assists supervisors and records with the task flow management for cases.

- Creates reports and custom modules in the RMS as needed.

As has been discussed in other areas of this report, there is a need in the department for an additional administrative assistant position to provide clerical assistance to the three division Lieutenants as well as in Records. This position for purposes of reporting should be assigned to the Records Unit.

Managing Digital Evidence
The emergence of body-worn cameras (BWCs) has not only had an impact on policing, but there is an expectation by the community that videos will be used in criminal cases and that the videos will be released through public record requests. This expectation has required police departments to create and staff units to handle the storage and retrieval of BWC digital evidence. At BPD, the digital evidence storage and retrieval is handled by the Evidence Technician. In conversations with the technician, we found he spends between 8 hours to 20 hours weekly on digital evidence tasks, depending on the number of requests for discovery and Public Records Act (PRA) requests.

There currently is no backlog of requests. However, there is a strong likelihood that requests may increase in the future as BWC footage is utilized more and more in law enforcement.

Work Schedules/Public Access Hours

Records personnel work a 5/8 schedule Monday through Friday. The Office Manager and the Police Records Clerk work 7:30 am to 3:30 pm, while the Evidence Technician works 8:00 am to 4:00 pm.

The public counter is open Monday through Friday from 7:30 a.m. to 4:00 p.m. Sometimes those hours of operation are not convenient for citizens to come into the station to conduct business because the hours conflict with the citizen's work hours. Consideration might be given to the unit remaining open until 6:00 p.m. two to three nights a week for convenience to citizens. That can be achieved by having the records clerk work a 10:00 a.m. to 6:00 p.m. on those days instead of their current schedule of 7:30 a.m. to 4:30 p.m. The department should try this for a trial period and see if it is worth doing so; if not, the department can change back to the original hours of operation.

FBI NIBRS Reporting

Virtually all law enforcement agencies provide statistical data to the FBI on crime rates and clearances. Essentially, under UCR criteria, an incident of crime is reported as a single crime, even in the event of multiple offenses within that one incident. The reported offense is for the most serious of the crimes from that single incident. For instance, an armed robbery that included an aggravated assault is reported as one incident, an armed robbery.

At the Brookings Police Department, the responsibility for reporting crime rates rests with the Records Section, and specifically with the Property and Evidence Technician. While this would seem to be a simple, straightforward task, it is anything but. To ensure consistency in reporting, the FBI has issued strict and detailed guidelines regarding classification and crime clearance criteria (coding). Among the important aspects of such reporting is to allow for the reporting agency to effectively measure its crime-fighting and solvability rates against other communities. This is not to be used to grade an agency against any other agency, but rather, to be used as a tool to better identify crime-fighting strategies and measure the effectiveness of the department and its investigators in solving crime. Should the department have low solvability (clearance) rates, or extraordinarily high rates, examination of the reasons should be undertaken. It may suggest a performance anomaly, or it may stem from improper coding.

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI, are the benchmark for a department's effectiveness in solving crime.

The FBI establishes a three-pronged rule, each of which must be met to clear a case. For FBI reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime. There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

BPD currently reports all crimes to the FBI National Incident-Based Reporting System (NIBRS). The FBI's NIBRS is an incident-based reporting system used by law enforcement agencies in the United States for collecting and reporting data on crimes. Data are collected on every incident

and arrest in the Group A offense category. Group A offenses are 46 specific crimes grouped in 22 offense categories. In addition to the Group A offenses, eleven Group B offenses are reported with only the arrest information. NIBRS is used to collect a greater level of information and provides a more robust reporting of crimes than does the UCR.

Based upon the Property and Evidence Technician's responsibilities related to managing the digital evidence, and the responsibility for all incoming and purging of property and evidence of which there is a backlog, CPSM would recommend that the NIBRS reporting be reassigned to the new Administrative Assistant position.

During the site visit, it was learned that some time each week is spent correcting and editing crime classifications in submitted crime reports. This can be rectified by having the report approvers double-check the crime classifications listed on the crime reports.

Payment Options

An area of concern noted was the handling of cash by Records. Citizens in Brookings can use cash as well as credit and debit cards to pay for accident reports, parking tickets, and Safety Town registration. These transactions are conducted by the Records staff at the BPD Records window. When cash is used by citizens for any reason, the citizen drops the cash into a drop box outside the Records Unit window, and that drop box is emptied at the end of each day by the Administrative Assistant. Each day's receipts are then stored in a locked box near the Records window, and then at the end of each week the cash is taken to the Finance Department for deposit. It was estimated that approximately 25 percent of the fees collected are paid for with cash; however, it was also learned that the overall amount is minimal.

Cash transactions present an unnecessary risk to the city and the department. CPSM by no means infers that any suspicious activity has occurred at the Brookings Police Department. To the contrary, the system in place serves to minimize the risk. However, CPSM does maintain that the present system presents an unnecessary risk to the city, BPD, and its staff, and should be revised to eliminate the acceptance of cash.

Obtaining of Police Reports

There are several platforms available to law enforcement agencies that allow citizens the convenience of accessing police reports and traffic accident reports online. These platforms easily integrate with a department's RMS and because they are web-based, users can access them at any time from any web-enabled device. Each of these platforms (LexisNexis Police Reports, On-line Police Reporting) are available to citizens of Brookings without leaving their home or office. The department is to be commended for its use of these platforms as they eliminate manual handling, save time, reduce the department's cost, and increase administrative efficiency. However, one of the biggest advantages to obtaining these platforms is the improved service to the public, as citizens and insurance companies can purchase reports online 24/7.

Records Unit Recommendations:

■ CPSM recommends the department create a Records Unit policy or manual. (Recommendation No. 83.)

■ Consideration might be given to the unit remaining open until 6:00 p.m. two to three nights a week for convenience of citizens. (Recommendation No. 84.)

- Using salary savings created by the elimination of the Assistant Police Chief position, CPSM recommends creating a new Administrative Assistant FTE to assist the three lieutenants with clerical duties and to assist with NIBRS reporting. (Recommendation No. 85.)

- CPSM recommends BPD eliminate the acceptance of cash at its public window as a payment option for department services or records. (Recommendation No. 86.)

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SECTION 9. SUMMARY

Throughout this report we have endeavored to provide the reader with insight into the Brookings Police Department, its strengths, and opportunities for improvement.

CPSM recognizes that the recommendations, especially those involving added personnel, come at a cost. Please be assured that these recommendations were not made lightly, but with significant consideration regarding the operational necessity associated with each position. In one case, we recommended a reduction in staffing, but only if what we believe is unnecessary workload is modified or transferred.

We further recognize that implementing many of these recommendations, should the BPD choose to do so, may in some cases take months or perhaps much longer. We would encourage the department leadership to work with the new Chief on identifying those recommendations that are most critical. As well, we would make ourselves available to consult as necessary and appropriate.

Additionally, a comprehensive data analysis report will follow. While the more pertinent aspects of that analysis are embedded in the operational assessment, readers are encouraged to review the data analysis report in its entirety.

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SECTION 10. DATA ANALYSIS

This data analysis on police patrol operations for the Brookings Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this analysis was developed using data recorded by the department's computer-aided dispatch (CAD) system.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove test records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.

- At this point, we have a series of records that we call "events." We identify these events in three ways:

  - We distinguish between patrol and nonpatrol units.

  - We assign a category to each event based on its description.

  - We indicate whether the call is "zero time on scene" (i.e., units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."

- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.

- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no unit time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered several issues when analyzing Brookings' dispatch data. We made assumptions and decisions to address these issues.

- 234 events (about 2 percent) involved patrol units spending zero time on scene.

- 4 calls lacked accurate busy times. We excluded these calls when evaluating busy times and work hours.

- The computer-aided dispatch (CAD) system used approximately 131 different event descriptions, which we condensed into 18 categories for our tables and 12 categories for our figures (shown in Chart 10-1). Table 10-18 in the appendix shows how each call description was categorized.

Between January 1, 2021, and December 31, 2021, the Communications Center recorded approximately 11,771 events involving a responding patrol unit. When measured daily, the

department was dispatched to an average of 32.2 patrol-related events per day, approximately 2 percent of which (0.6 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 10-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist other agency	Assist
Check	Check
Crime–person	Crime
Crime–property	
Directed patrol	Directed patrol
Disturbance	Disturbance
Animal	General miscellaneous
Civil matter	
Juvenile	
Miscellaneous	
Investigation	Investigation
Mental health	Mental health
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic enforcement	
Traffic incident	
Warrant/prisoner	Warrant/prisoner

FIGURE 10-1: Percentage Events per Day, by Initiator
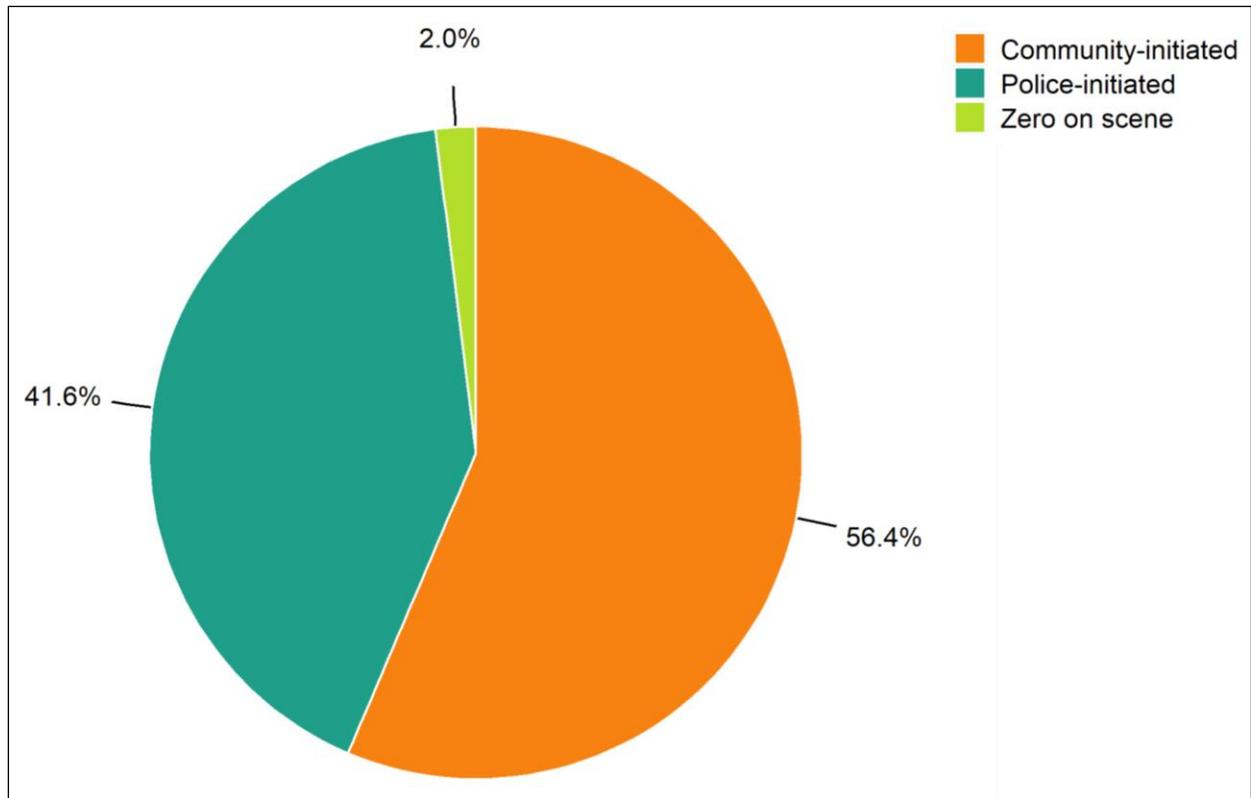
Note: Percentages are based on a total of 11,771 events.

TABLE 10-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	6,640	18.2
Police-initiated	4,897	13.4
Zero on scene	234	0.6
Total	**11,771**	**32.2**

Observations:

- 2 percent of the events had zero time on scene.

- 42 percent of all events were police-initiated.

- 56 percent of all events were community-initiated.

- There was an average of 32 events per day or 1.3 per hour.

FIGURE 10-2: Percentage Events per Day, by Category
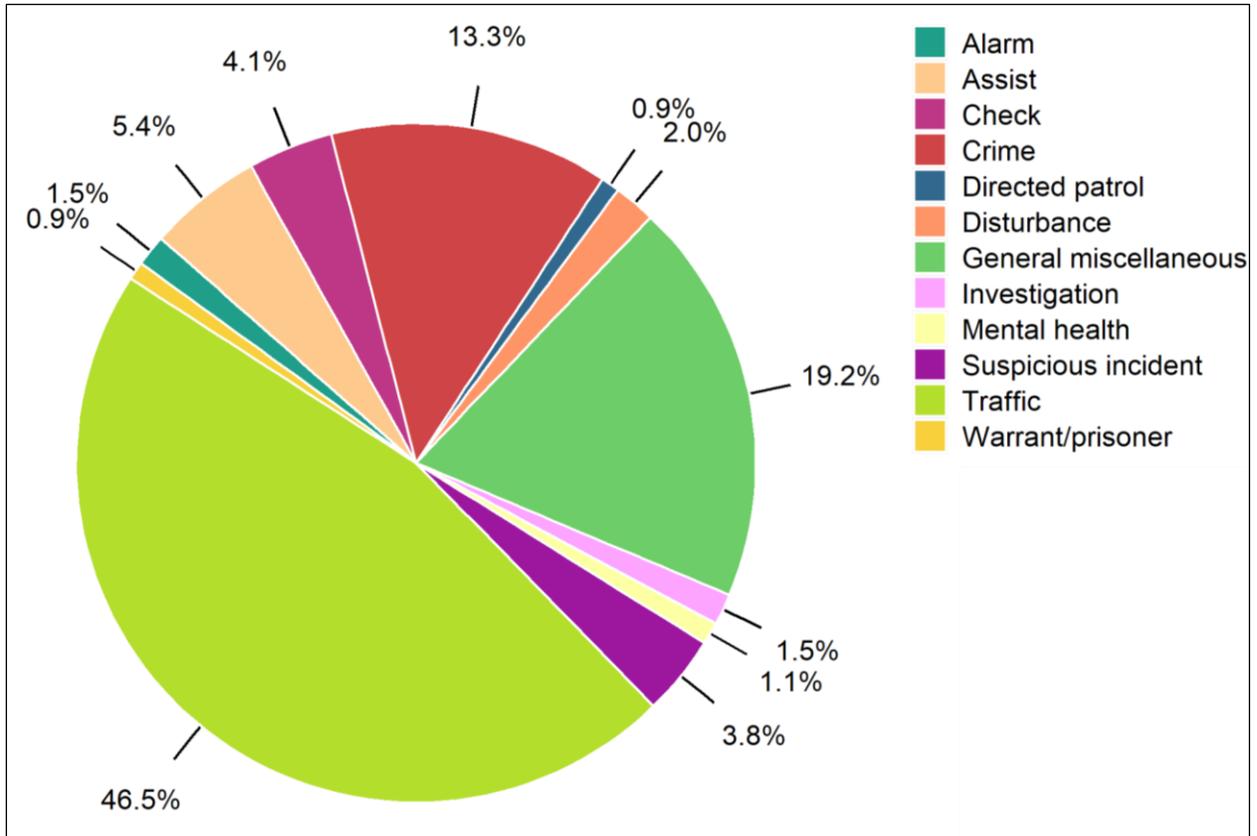
Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-2: Events per Day, by Category

Category	No. of Events	Events per Day
Accident	563	1.5
Alarm	176	0.5
Animal	761	2.1
Assist other agency	640	1.8
Check	477	1.3
Civil matter	272	0.7
Crime–person	733	2.0
Crime–property	827	2.3
Directed patrol	106	0.3
Disturbance	233	0.6
Investigation	174	0.5
Juvenile	217	0.6
Mental health	125	0.3
Miscellaneous	1,014	2.8
Suspicious incident	446	1.2
Traffic enforcement	1,024	2.8
Traffic incident	3,881	10.6
Warrant/prisoner	102	0.3
Total	**11,771**	**32.2**

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- The top three categories accounted for 79 percent of events.
    - 46 percent of events were traffic-related.
    - 19 percent of events were general miscellaneous events.
    - 13 percent of events were crimes.

FIGURE 10-3: Percentage Calls per Day, by Category
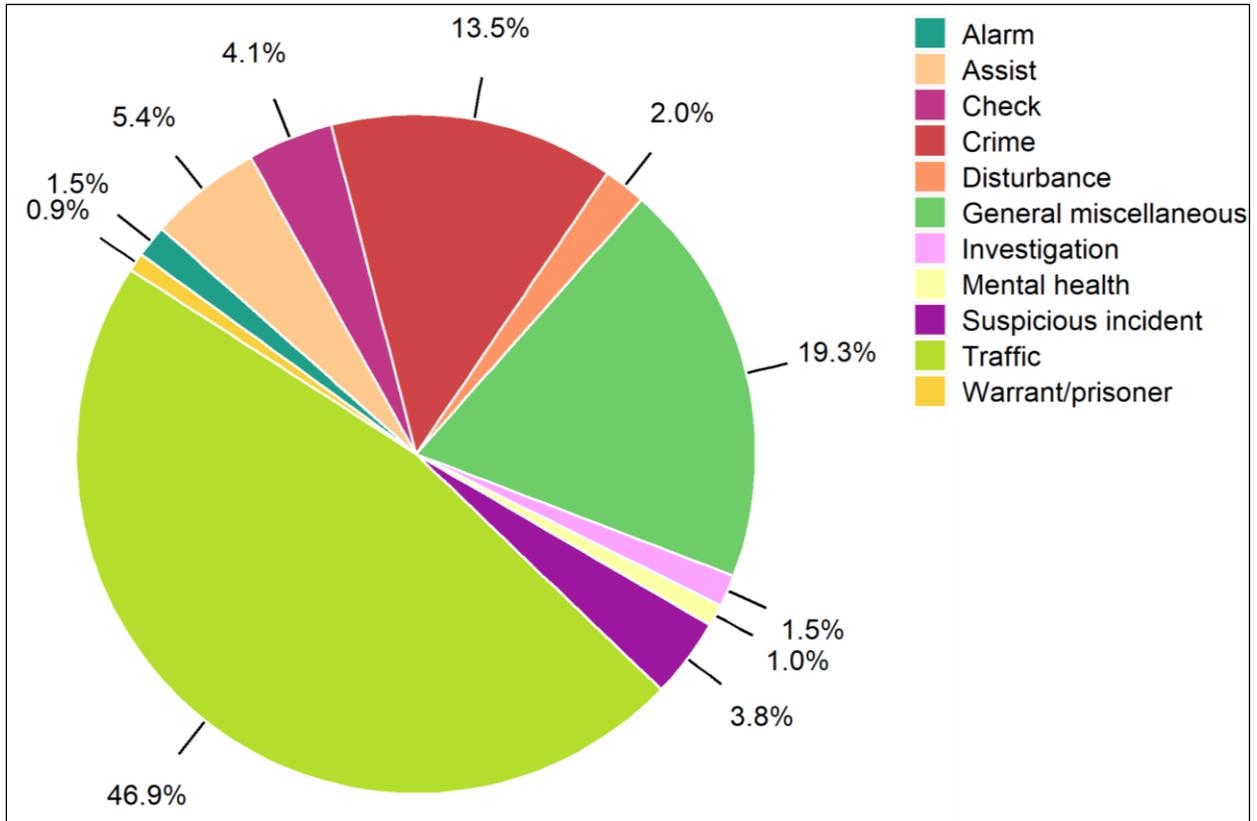
Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accident	557	1.5
Alarm	175	0.5
Animal	742	2.0
Assist other agency	614	1.7
Check	467	1.3
Civil matter	271	0.7
Crime–person	728	2.0
Crime–property	818	2.2
Disturbance	232	0.6
Investigation	173	0.5
Juvenile	215	0.6
Mental health	120	0.3
Miscellaneous	978	2.7
Suspicious incident	432	1.2
Traffic enforcement	990	2.7
Traffic incident	3,820	10.5
Warrant/prisoner	101	0.3
Total	**11,433**	**31.3**

Note: The focus here is on recorded calls rather than recorded events. We removed 234 events with zero time on scene and 104 directed patrol events.

Observations:

- On average, there were 31.3 calls per day, or 1.3 per hour.

- The top three categories accounted for 80 percent of calls:

  □ 47 percent of calls were traffic-related.

  □ 19 percent of calls were general miscellaneous events.

  □ 14 percent of calls were crimes.

FIGURE 10-4: Calls per Day, by Initiator and Month
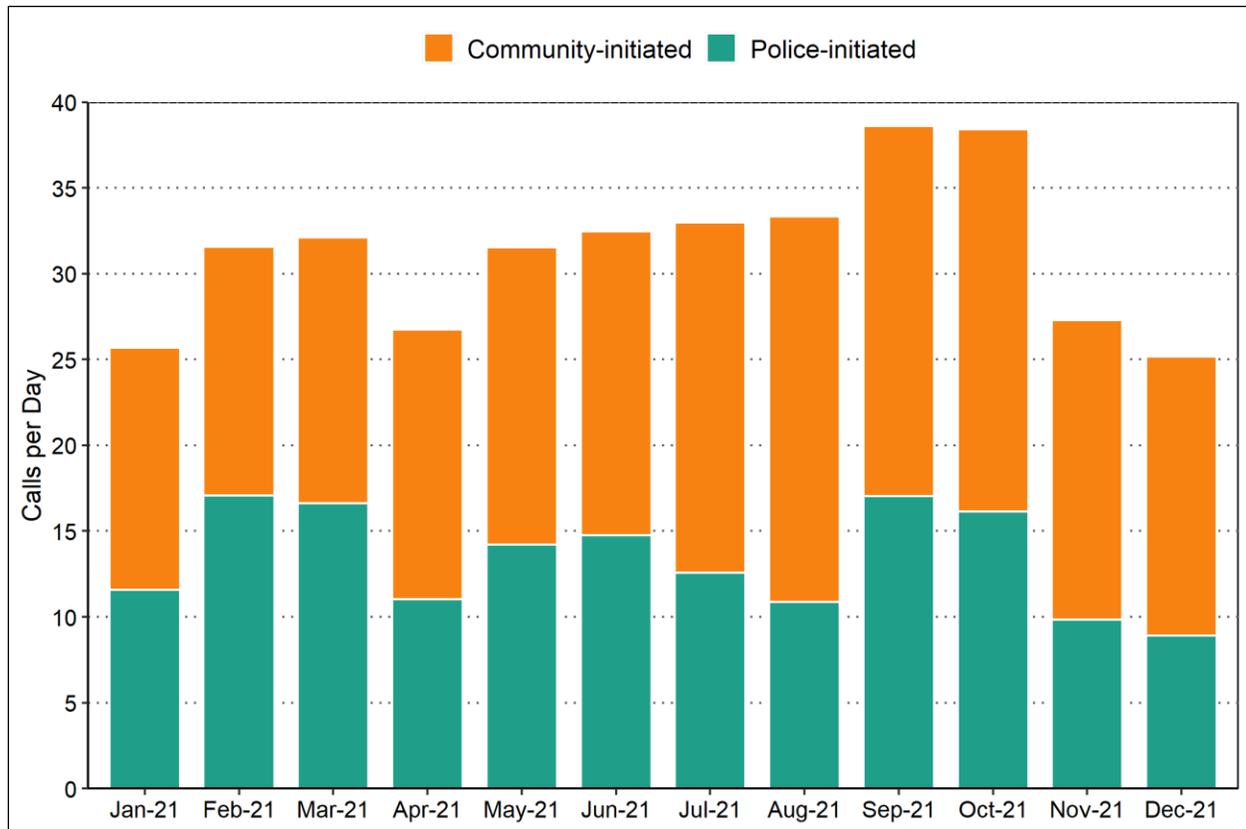
TABLE 10-4: Calls per Day, by Initiator and Months

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	14.1	14.5	15.5	15.7	17.3	17.7	20.4	22.5	21.6	22.3	17.5	16.3
Police	11.6	17.1	16.6	11.0	14.2	14.8	12.6	10.9	17.0	16.1	9.8	8.9
Total	**25.7**	**31.6**	**32.1**	**26.7**	**31.5**	**32.5**	**33.0**	**33.3**	**38.6**	**38.4**	**27.3**	**25.2**

Observations:

- The number of calls per day was lowest in December.

- The number of calls per day was highest in September and October.

- The months with the most calls had 53 percent more calls than the months with the fewest calls.

- September had the most police-initiated calls, with 92 percent more than December, which had the fewest.

- August had the most community-initiated calls, with 59 percent more than January, which had the fewest.

FIGURE 10-5: Calls per Day, by Category and Month
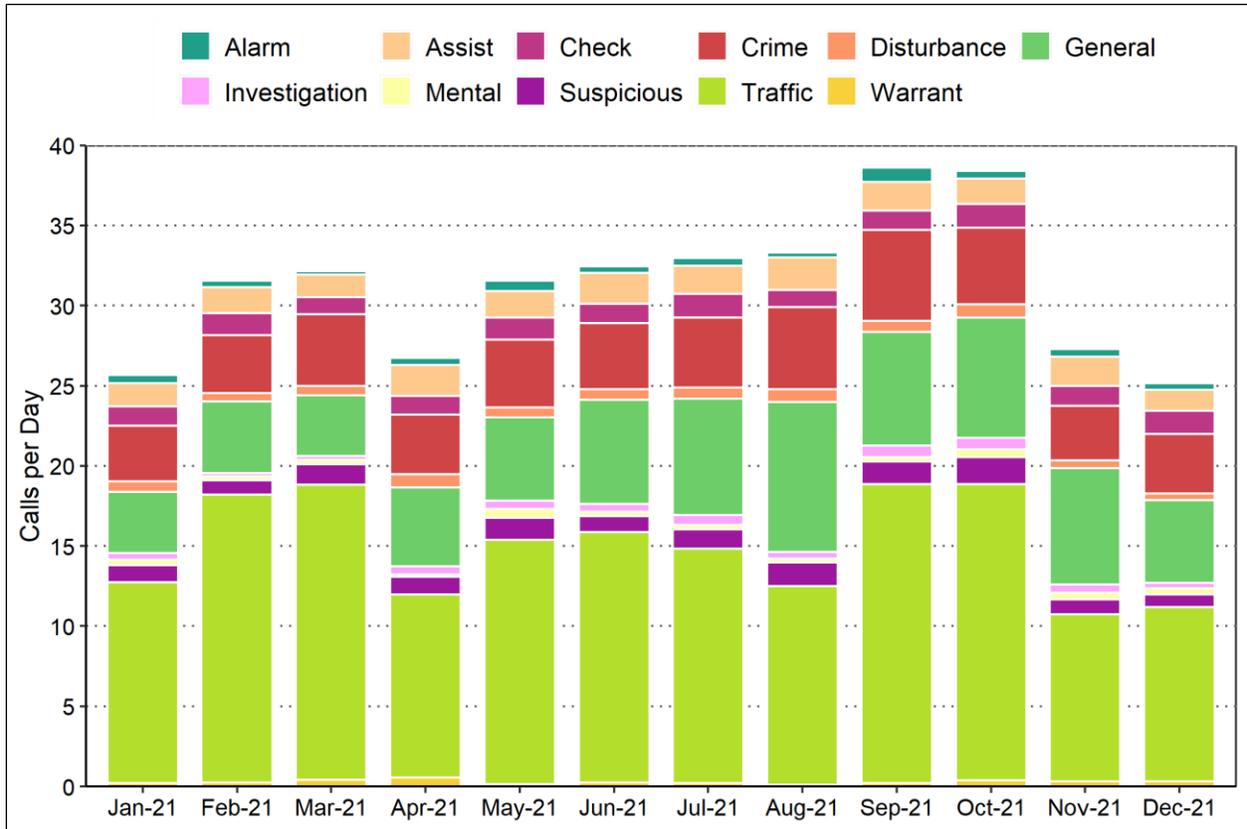
Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-5: Calls per Day, by Category and Month

Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	1.4	1.4	1.6	1.1	1.1	1.1	1.5	1.5	2.1	2.1	1.5	1.9
Alarm	0.5	0.4	0.2	0.4	0.6	0.4	0.5	0.3	0.9	0.5	0.5	0.4
Animal	1.0	1.4	1.3	1.3	1.8	2.8	2.5	3.1	2.9	2.5	2.3	1.5
Assist other agency	1.5	1.6	1.4	1.9	1.6	1.9	1.7	2.0	1.8	1.6	1.8	1.3
Check	1.2	1.4	1.1	1.2	1.4	1.2	1.5	1.1	1.2	1.5	1.3	1.5
Civil matter	0.6	0.8	0.6	0.6	0.6	0.9	0.7	1.1	0.4	0.8	1.0	0.8
Crime–person	1.8	1.7	2.0	1.7	1.9	1.9	1.8	2.2	2.8	2.4	1.9	1.9
Crime–property	1.6	1.9	2.5	2.1	2.4	2.3	2.6	3.0	2.9	2.4	1.5	1.8
Disturbance	0.6	0.5	0.6	0.8	0.6	0.6	0.7	0.8	0.7	0.8	0.5	0.4
Investigation	0.4	0.2	0.2	0.5	0.5	0.5	0.6	0.4	0.7	0.7	0.5	0.4
Juvenile	0.3	0.4	0.4	0.6	0.7	0.3	0.7	1.3	0.7	0.6	0.7	0.4
Mental health	0.4	0.2	0.3	0.1	0.5	0.3	0.3	0.3	0.3	0.5	0.4	0.4
Miscellaneous	2.0	1.9	1.5	2.4	2.1	2.5	3.3	3.9	3.1	3.7	3.3	2.5
Suspicious incident	1.1	0.9	1.3	1.1	1.4	1.0	1.2	1.5	1.4	1.7	0.9	0.8
Traffic enforcement	1.5	3.1	3.2	1.8	2.9	3.1	3.7	3.0	3.2	3.3	1.9	2.0
Traffic incident	9.6	13.5	13.6	8.5	11.3	11.4	9.5	7.9	13.4	13.1	7.0	7.0
Warrant/prisoner	0.2	0.2	0.4	0.6	0.1	0.2	0.2	0.1	0.2	0.4	0.3	0.3
Total	**25.7**	**31.6**	**32.1**	**26.7**	**31.5**	**32.5**	**33.0**	**33.3**	**38.6**	**38.4**	**27.3**	**25.2**

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 75 and 83 percent of calls throughout the year:

    □ Traffic calls averaged between 10.4 and 18.7 calls per day throughout the year.

    □ General miscellaneous calls averaged between 3.8 and 9.4 calls per day throughout the year.

    □ Crime calls averaged between 3.4 and 5.7 calls per day throughout the year.

- Crime calls accounted for 11 to 15 percent of total calls.

FIGURE 10-6: Primary Unit's Average Occupied Times, by Category and Initiator
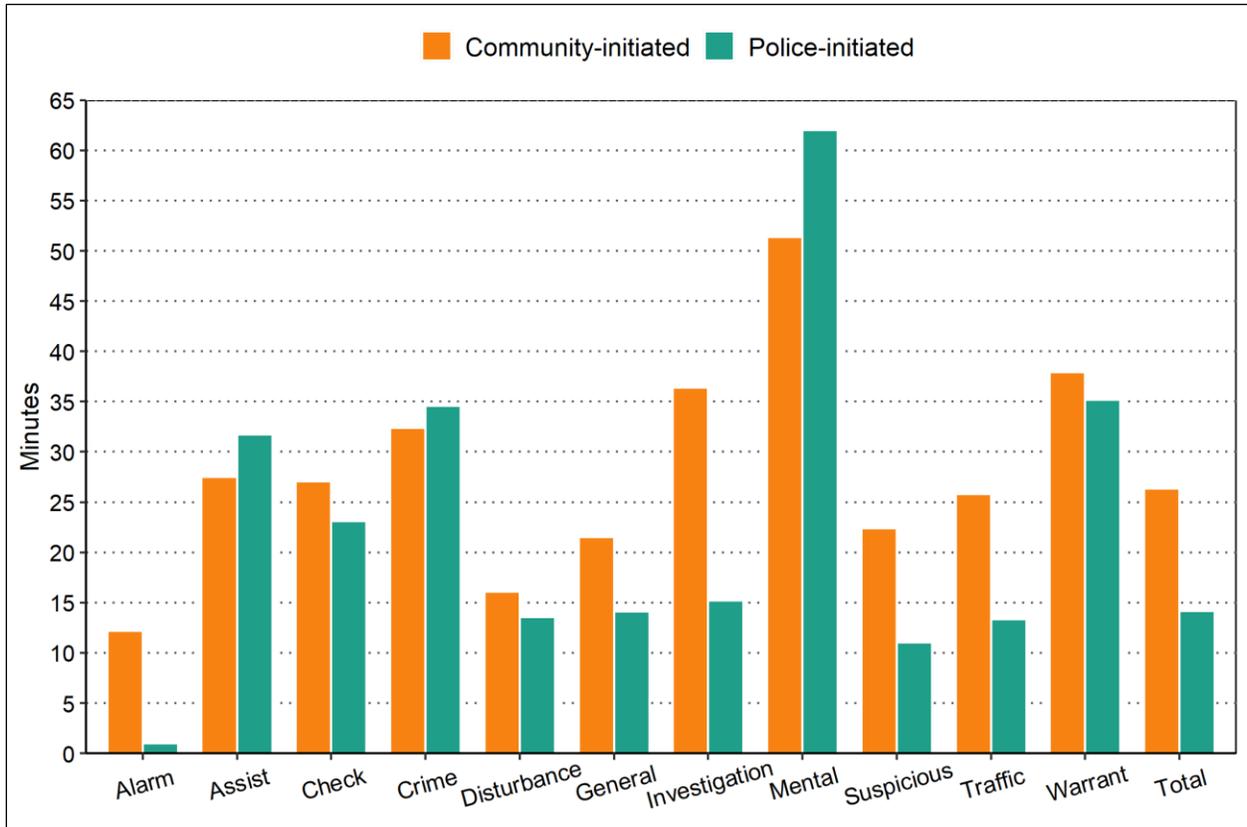
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	**Calls**	**Minutes**	**Calls**
Accident	33.0	537	24.6	19
Alarm	12.2	174	1.0	1
Animal	23.6	584	20.5	156
Assist other agency	27.5	539	31.7	75
Check	27.1	450	23.1	17
Civil matter	21.7	246	9.3	25
Crime–person	36.8	697	28.1	31
Crime–property	28.4	787	41.0	31
Disturbance	16.1	223	13.6	9
Investigation	36.4	162	15.2	11
Juvenile	38.4	201	7.1	14
Mental health	51.4	119	62.0	1
Miscellaneous	14.8	694	11.3	284
Suspicious incident	22.4	393	11.1	39
Traffic enforcement	20.2	682	47.8	307
Traffic incident	16.3	3	10.5	3,817
Warrant/prisoner	38.0	63	35.2	38
Weighted Average/Total Calls	**26.3**	**6,554**	**14.2**	**4,875**

Note: For this table, we removed 4 calls with inaccurate busy times. The information in Figure 10-6 and Table 10-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 1 to 62 minutes overall.

- The longest average times were for police-initiated mental health calls.

- The average time spent on crime calls was 32 minutes for community-initiated calls and 35 minutes for police-initiated calls.

FIGURE 10-7: Number of Responding Units, by Initiator and Category
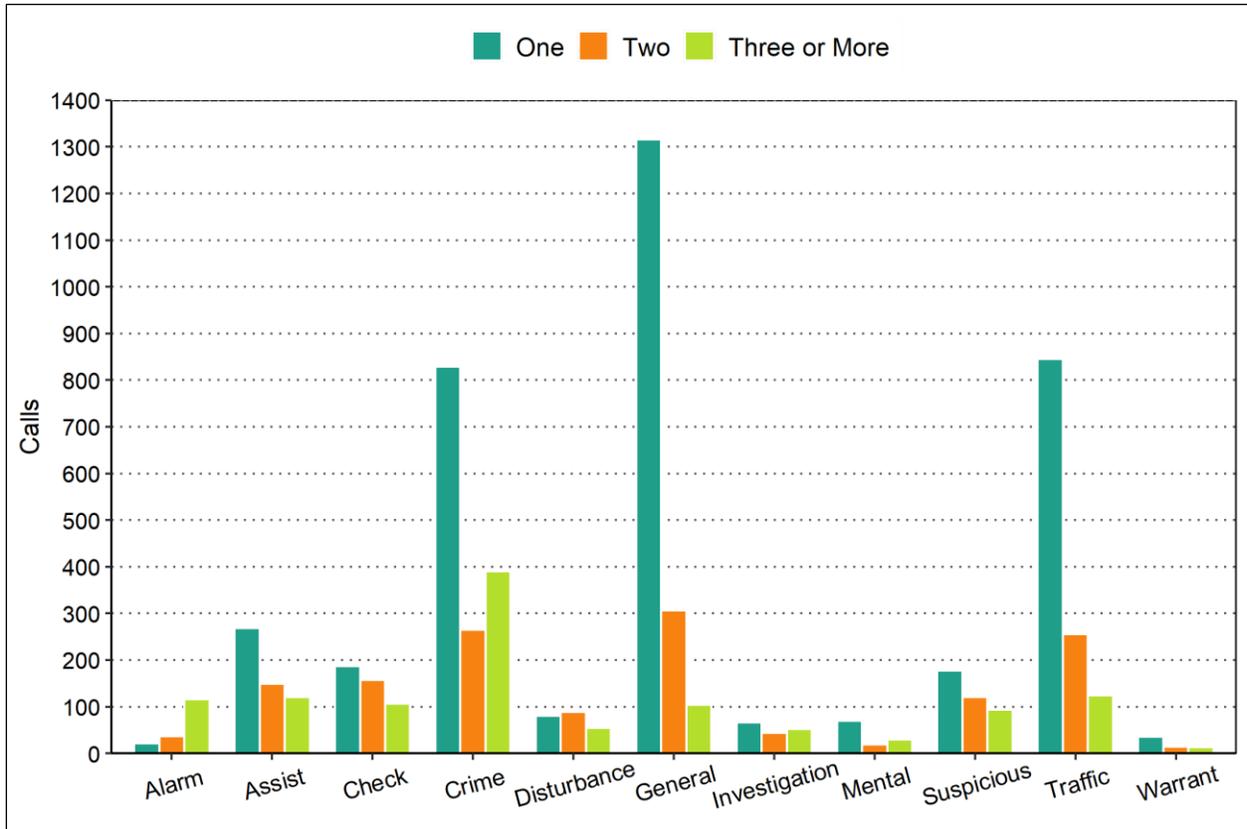
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.5	538	1.4	19
Alarm	3.0	174	2.0	1
Animal	1.2	585	1.1	157
Assist other agency	1.9	539	1.5	75
Check	1.9	450	1.9	17
Civil matter	1.3	246	1.4	25
Crime–person	2.3	697	2.5	31
Crime–property	1.6	787	1.7	31
Disturbance	2.0	223	1.3	9
Investigation	2.2	162	1.7	11
Juvenile	1.7	201	1.8	14
Mental health	2.0	119	1.0	1
Miscellaneous	1.3	694	1.6	284
Suspicious incident	1.9	393	1.5	39
Traffic enforcement	1.4	683	1.7	307
Traffic incident	1.7	3	1.3	3,817
Warrant/prisoner	1.8	63	2.2	38
Weighted Average/Total Calls	**1.7**	**6,557**	**1.4**	**4,876**

Note: The information in Figure 10-7 and Table 10-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

**FIGURE 10-8: Number of Responding Units, by Category, Community-initiated Calls**
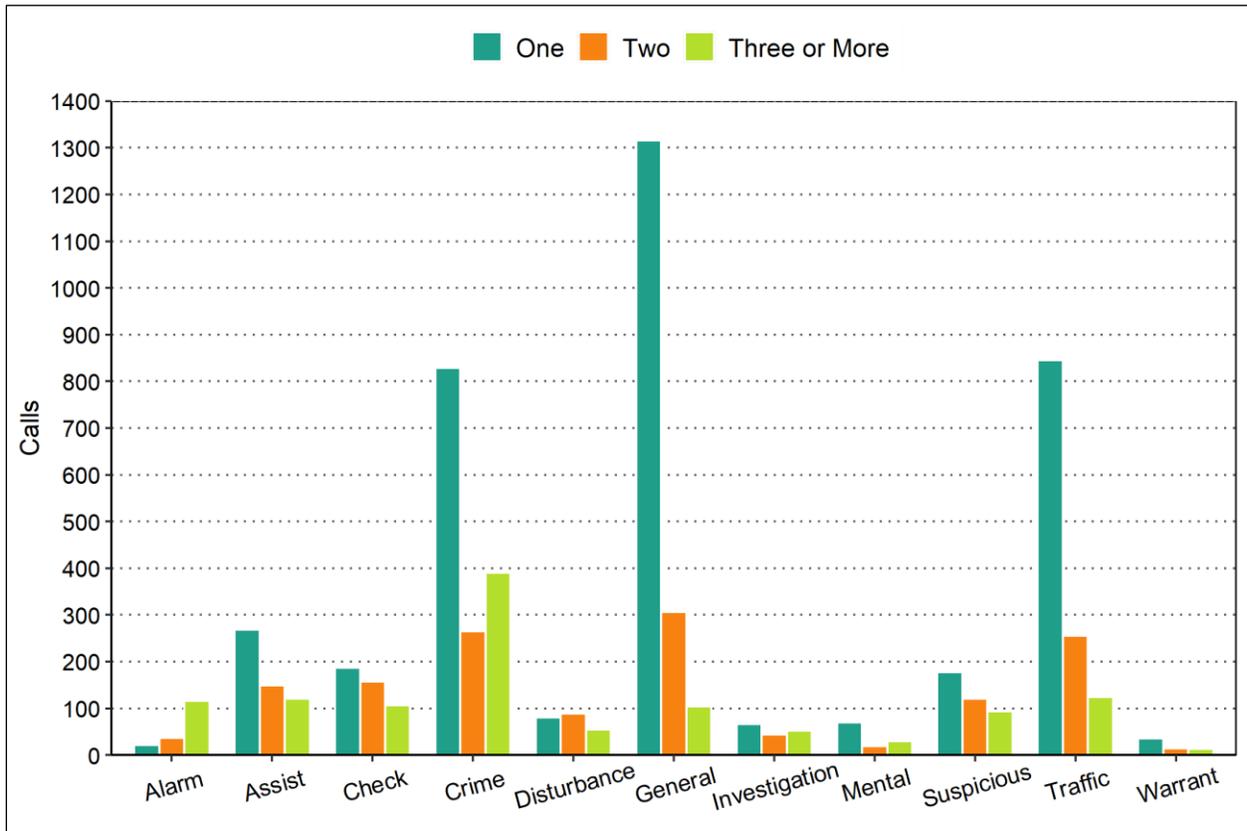
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	369	95	74
Alarm	21	37	116
Animal	484	85	16
Assist other agency	269	149	121
Check	187	157	106
Civil matter	195	37	14
Crime–person	308	121	268
Crime–property	521	144	122
Disturbance	80	89	54
Investigation	66	44	52
Juvenile	120	53	28
Mental health	70	19	30
Miscellaneous	517	131	46
Suspicious incident	178	121	94
Traffic enforcement	475	158	50
Traffic incident	1	2	0
Warrant/prisoner	36	14	13
Total	**3,897**	**1,456**	**1,204**

Observations:

- The overall mean number of responding units was 1.4 for police-initiated calls and 1.7 for community-initiated calls.

- The mean number of responding units was as high as 3.0 for alarm calls that were community-initiated.

- 59 percent of community-initiated calls involved one responding unit.

- 22 percent of community-initiated calls involved two responding units.

- 18 percent of community-initiated calls involved three or more responding units.

- The largest group of calls with three or more responding units involved crimes.

FIGURE 10-9: Percentage Calls and Work Hours, by Category, Winter 2021
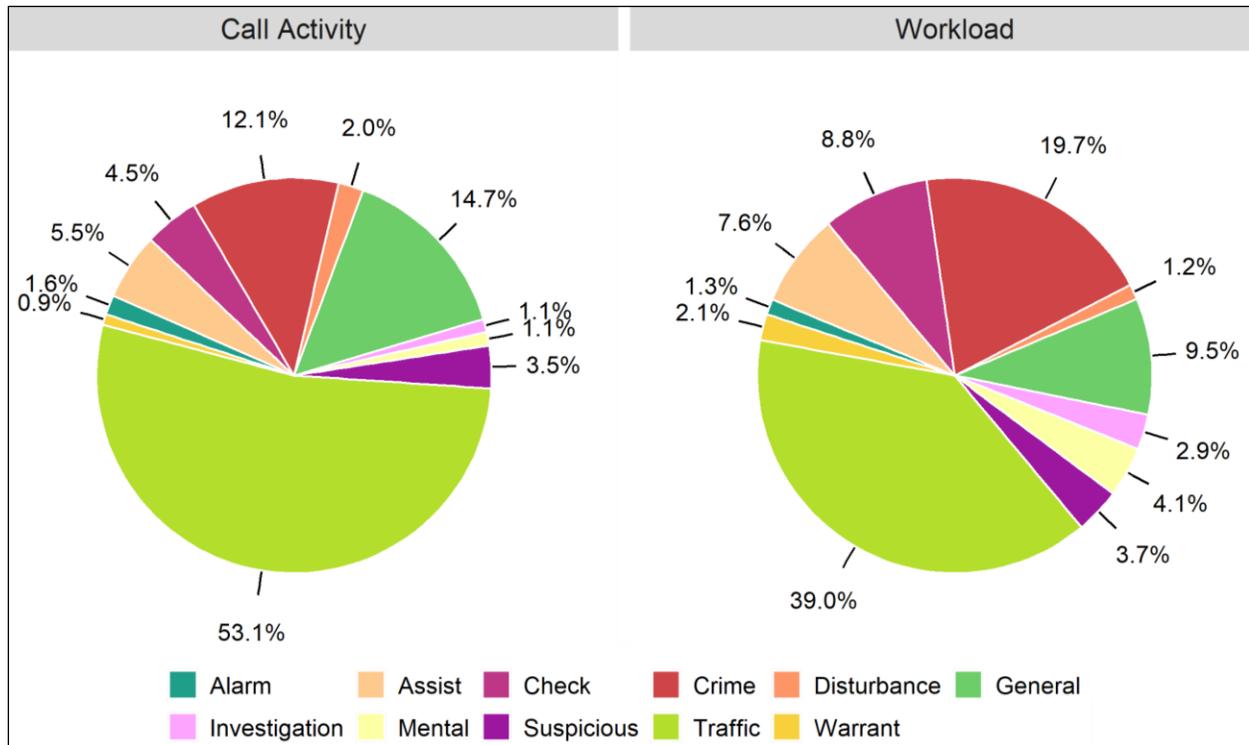
TABLE 10-9: Calls and Work Hours per Day, by Category, Winter 2021

Category	Per Day	
	Calls	Work Hours
Accident	1.4	1.2
Alarm	0.5	0.2
Animal	1.2	0.5
Assist other agency	1.6	1.3
Check	1.3	1.5
Civil matter	0.7	0.2
Crime–person	1.8	2.3
Crime–property	1.7	1.1
Disturbance	0.6	0.2
Investigation	0.3	0.5
Juvenile	0.3	0.2
Mental health	0.3	0.7
Miscellaneous	2.0	0.7
Suspicious incident	1.0	0.6
Traffic enforcement	2.3	1.9
Traffic incident	11.6	3.5
Warrant/prisoner	0.2	0.4
Total	**28.8**	**16.9**

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 29 per day or 1.2 per hour.

- Total workload averaged 17 hours per day, meaning that on average 0.7 units per hour were busy responding to calls.

- Traffic calls constituted 53 percent of calls and 39 percent of workload.

- General miscellaneous calls constituted 15 percent of calls and 10 percent of workload.

- Crime calls constituted 12 percent of calls and 19 percent of workload.

- These top three categories constituted 80 percent of calls and 68 percent of workload.

FIGURE 10-10: Percentage Calls and Work Hours, by Category, Summer 2021

Call Activity	Workload

Call Activity percentages: 2.3%, 14.2%, 3.9%, 6.1%, 1.2%, 0.4%, 25.5%, 1.5%, 0.8%, 4.2%, 39.9%

Workload percentages: 23.0%, 2.1%, 4.0%, 7.1%, 2.6%, 0.6%, 24.0%, 2.1%, 1.5%, 3.3%, 29.6%

Legend: Alarm, Assist, Check, Crime, Disturbance, General, Investigation, Mental, Suspicious, Traffic, Warrant
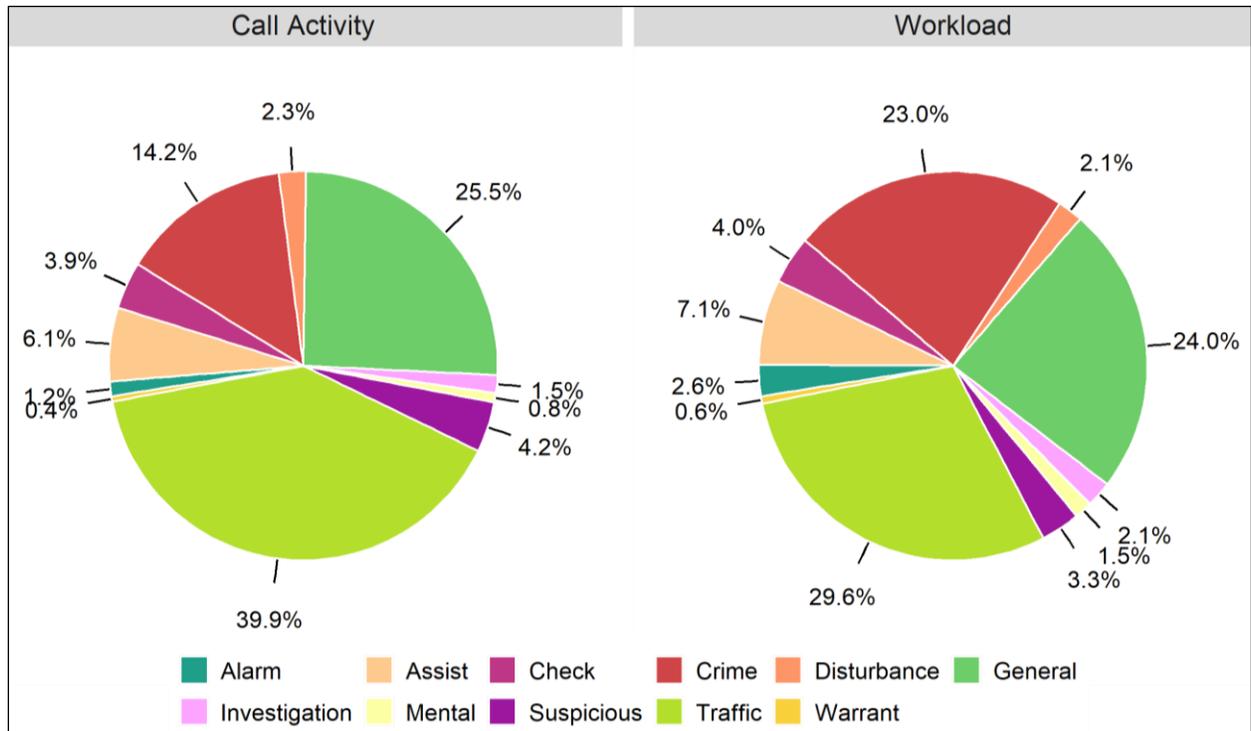
TABLE 10-10: Calls and Work Hours per Day, by Category, Summer 2021

Category	Per Day	
	Calls	Work Hours
Accident	1.5	1.1
Alarm	0.4	0.4
Animal	2.7	1.3
Assist other agency	2.0	1.2
Check	1.3	0.7
Civil matter	0.9	0.4
Crime-person	2.0	2.3
Crime-property	2.6	1.7
Disturbance	0.7	0.4
Investigation	0.5	0.4
Juvenile	1.0	1.5
Mental health	0.2	0.3
Miscellaneous	3.6	1.0
Suspicious incident	1.4	0.6
Traffic enforcement	3.2	1.9
Traffic incident	8.2	2.2
Warrant/prisoner	0.1	0.1
Total	**32.4**	**17.4**

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day and daily workload were higher in summer than in winter.

- Total calls averaged 32 per day or 1.3 per hour.

- Total workload averaged 17 hours per day, meaning that on average 0.7 units per hour were busy responding to calls.

- Traffic calls constituted 40 percent of calls and 30 percent of workload.

- General miscellaneous calls constituted 26 percent of calls and 24 percent of workload.

- Crime calls constituted 14 percent of calls and 23 percent of workload.

- These top three categories constituted 80 percent of calls and 77 percent of workload.

NONCALL ACTIVITIES

In the period from January 1, 2021, through December 31, 2021, the dispatch center recorded activities that were not assigned call numbers. We focused on those noncall activities that involved a patrol unit. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.

- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.

- After these exclusions, 877 activities remained. These activities had an average duration of 59.3 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

TABLE 10-11: Activities and Occupied Times by Description

Description	Occupied Time	Count
City/county hall	85.8	41
Special event	112.9	61
Meeting	81.6	29
Range	102.7	35
School	79.0	10
Training	111.4	27
Vehicle maintenance	13.6	39
Miscellaneous	49.6	206
10-10	52.0	11
10-19	45.7	113
10-42	46.3	260
No comments	73.1	45
Weighted Average/Total Activities	**59.3**	**877**

Observations:

- The most common out of service activities were for code 42.

- The activities with the longest occupied times were trainings and special events.

FIGURE 10-11: Activities per Day, by Month
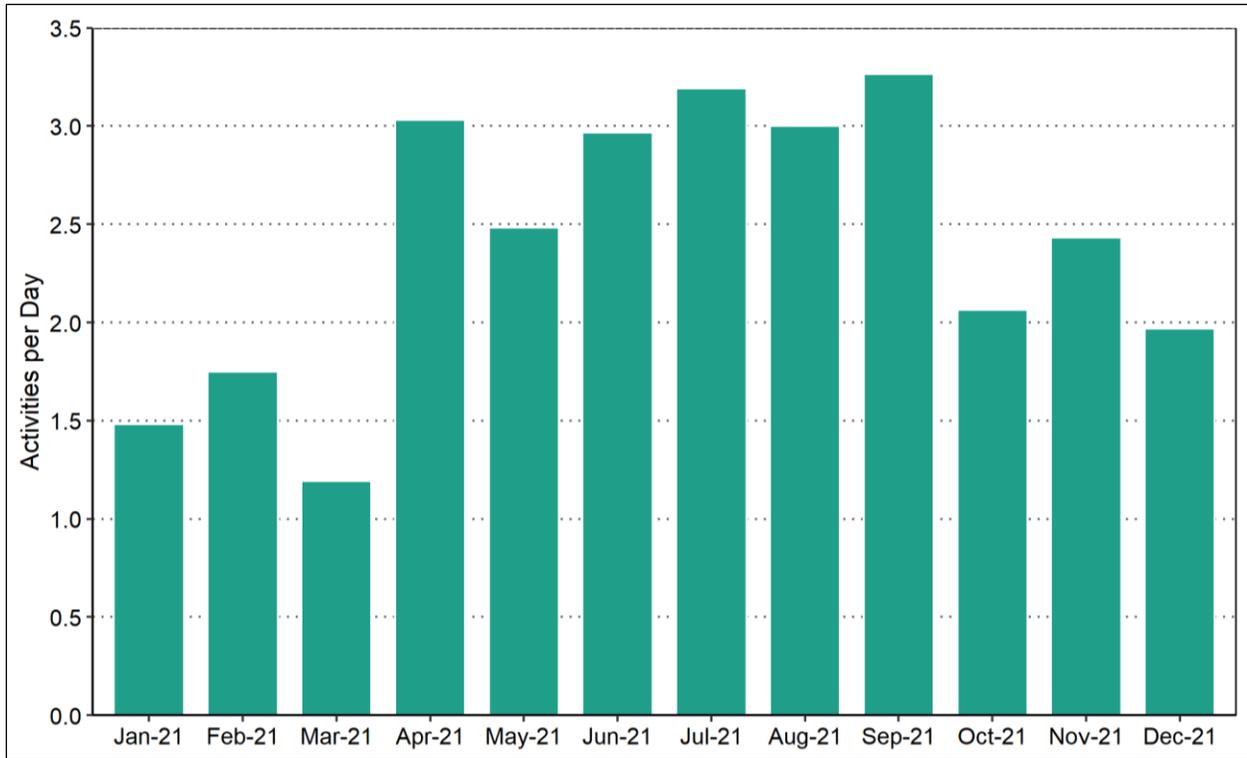
TABLE 10-12: Activities and Work Hours per Day, by Month

Activities	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Count	1.5	1.8	1.2	3.0	2.5	3.0	3.2	3.0	3.3	2.1	2.4	2.0
Hours	1.5	2.3	1.1	3.1	2.5	2.7	3.4	2.2	3.4	1.7	2.8	1.8

Observations:

- The number of activities per day was lowest in March.

- The number of activities per day was highest in September.

FIGURE 10-12: Activities per Day, by Day of Week
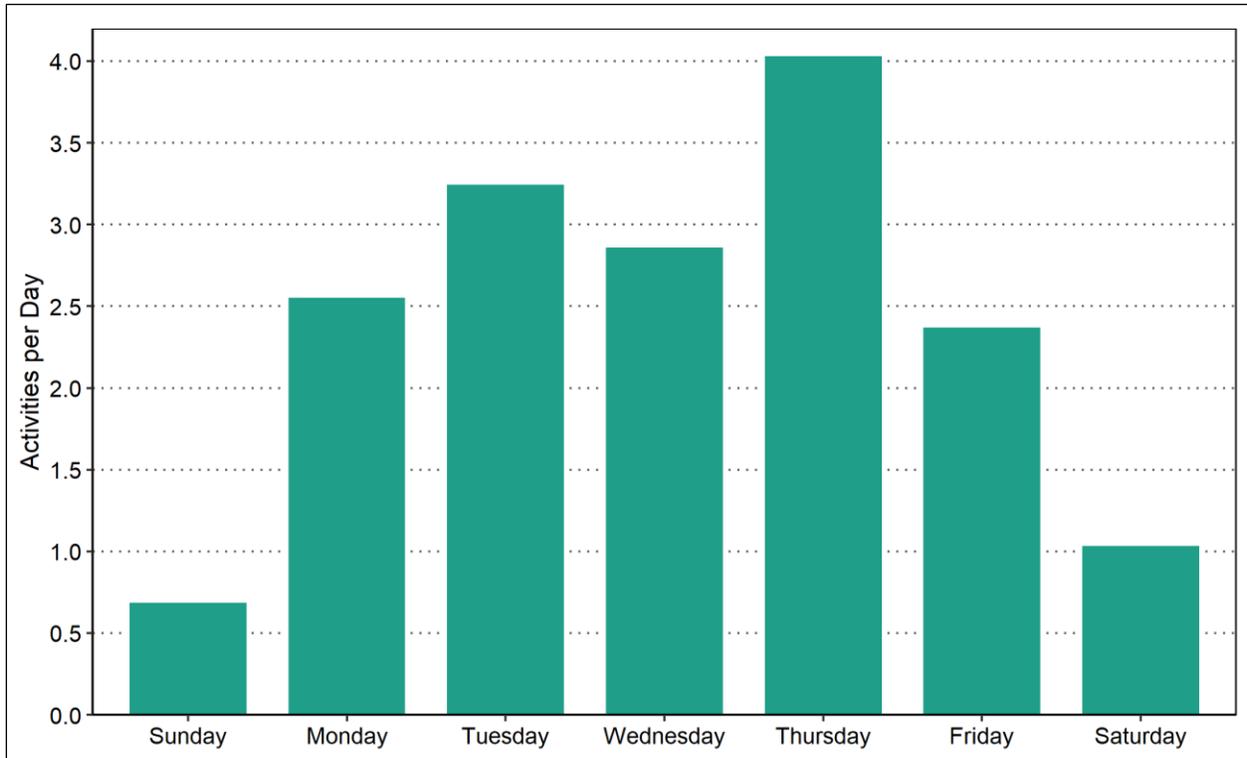
TABLE 10-13: Activities and Work Hours per Day, by Day of Week

Day of Week	Activities	Hours
Sunday	0.7	0.3
Monday	2.6	2.0
Tuesday	3.3	3.3
Wednesday	2.9	3.3
Thursday	4.0	5.0
Friday	2.4	2.0
Saturday	1.0	0.7
Weekly Average	**2.4**	**2.4**

Observations:

- The number of activities per day was lowest on weekends.

- The number of activities per day was highest on Thursdays.

FIGURE 10-13: Activities per Day, by Hour of Day
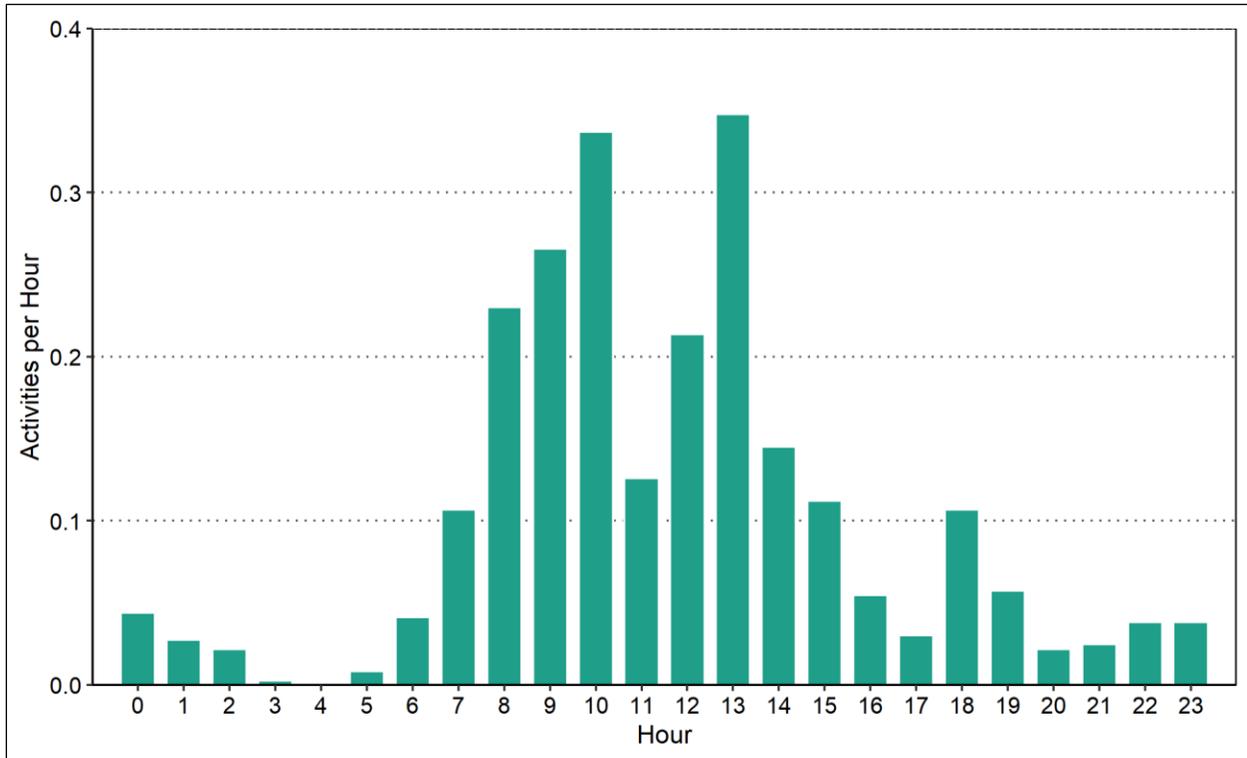
TABLE 10-14: Activities and Minutes per Hour, by Hour of Day

Hour	Activities	Minutes
0	0.04	1.53
1	0.03	1.54
2	0.02	0.32
3	0.00	0.07
4	0.00	0.00
5	0.01	0.12
6	0.04	3.58
7	0.11	6.03
8	0.23	18.99
9	0.27	15.72
10	0.34	18.88
11	0.13	8.88
12	0.21	10.04
13	0.35	19.72
14	0.15	8.38
15	0.11	8.07
16	0.05	5.09
17	0.03	3.15
18	0.11	7.15
19	0.06	2.01
20	0.02	0.55
21	0.02	0.57
22	0.04	0.90
23	0.04	1.13
Hourly Average	**0.10**	**5.93**

Observations:

- The number of activities per hour was highest between 1:00 p.m. and 2:00 p.m.

- The number of activities per hour was lowest between 4:00 a.m. and 5:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2021) and eight weeks in summer (July 7 through August 31, 2021). The department's main patrol force consists of patrol units and sergeants and operated on 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. The police department's main patrol force deployed an average of 4.5 units per hour during the 24-hour day in winter and 4.6 units per hour in summer 2021. With additional units including community service officers (CSO), K9, and parking enforcement units, the department averaged 5.0 units per hour during the 24-hour day in winter 2021 and 5.1 units in summer 2021.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.

- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, directed patrol, and out-of-service activities.

- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

FIGURE 10-14: Deployed Units, Weekdays, Winter 2021
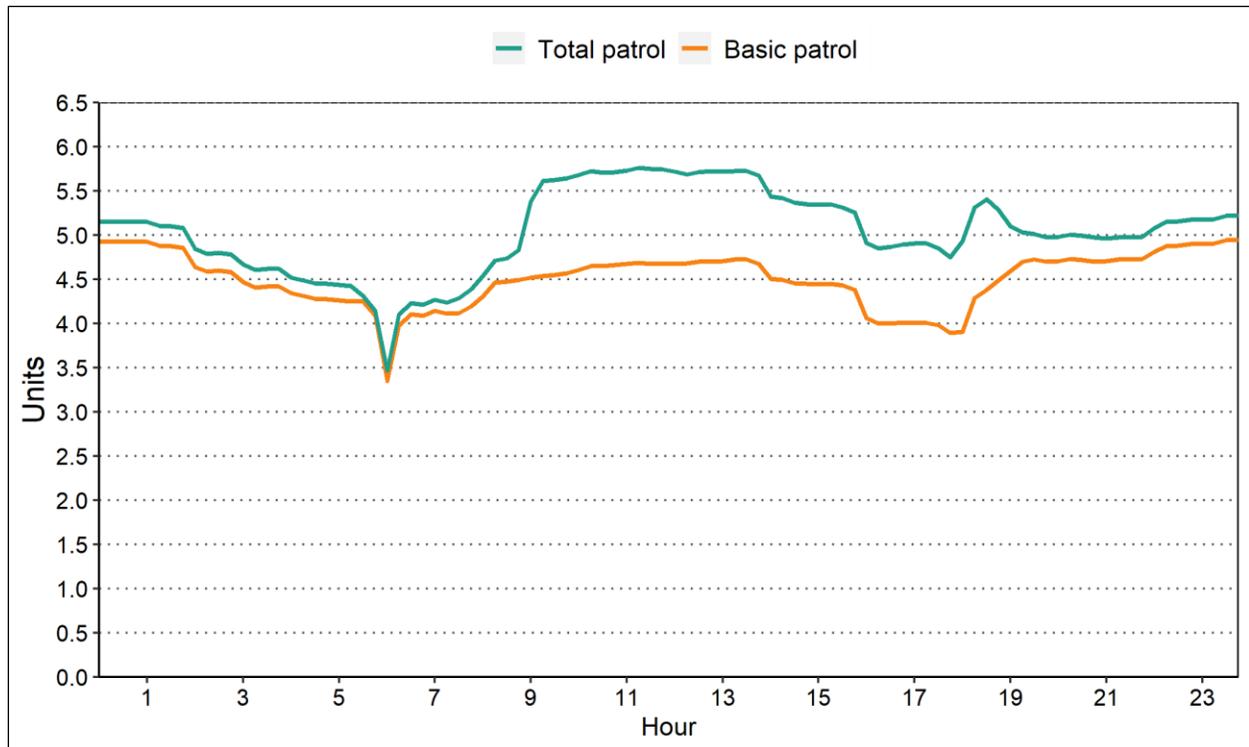
FIGURE 10-15: Deployed Units, Weekends, Winter 2021
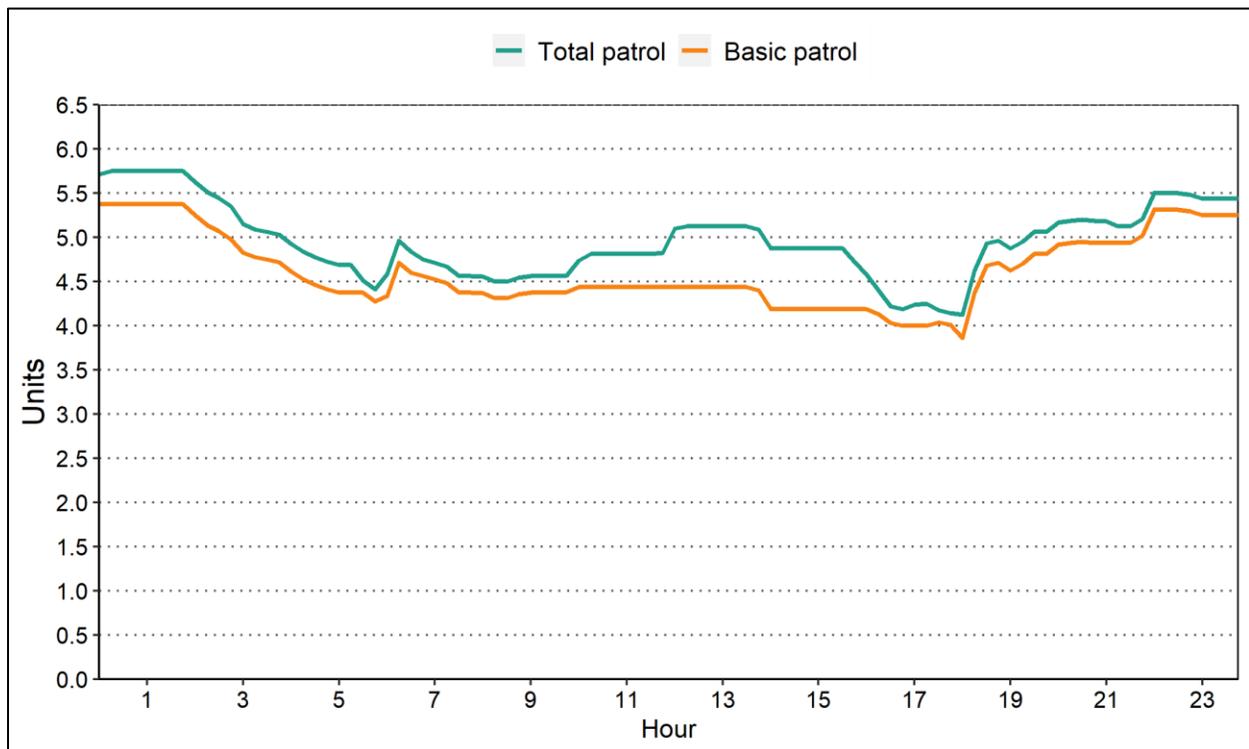
FIGURE 10-16: Deployed Units, Weekdays, Summer 2021
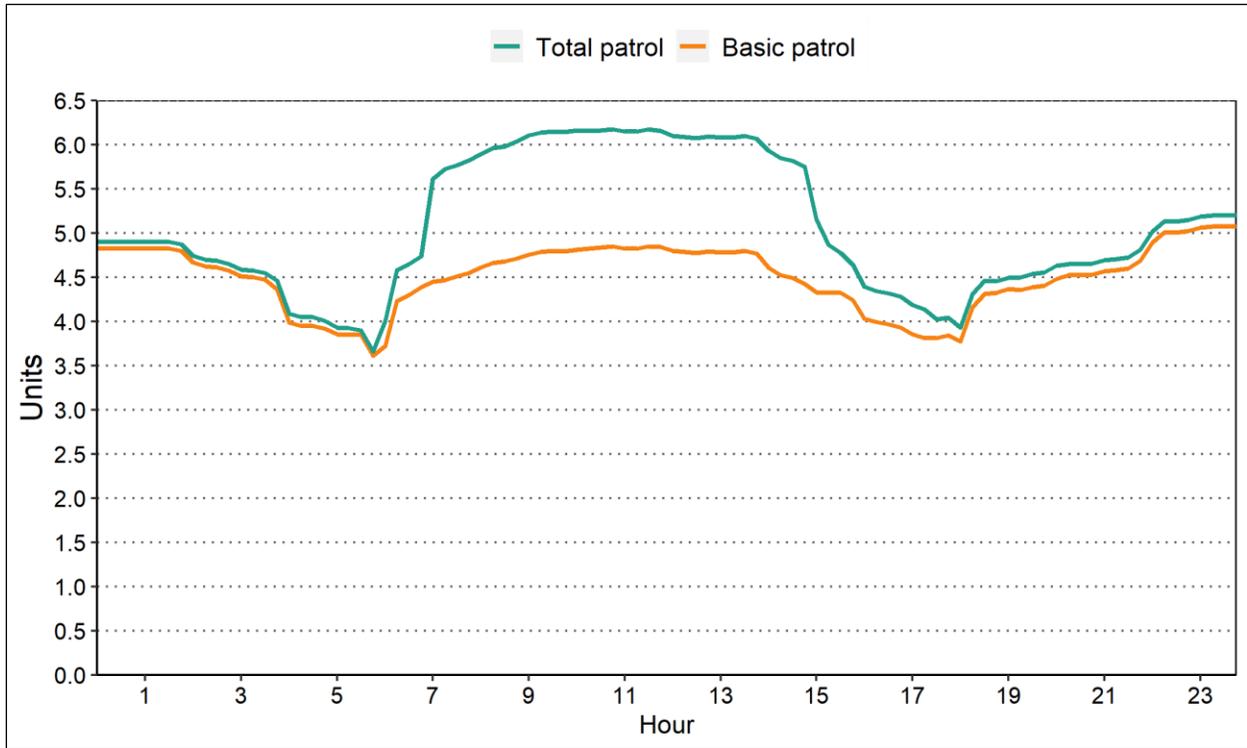
FIGURE 10-17: Deployed Units, Weekends, Summer 2021
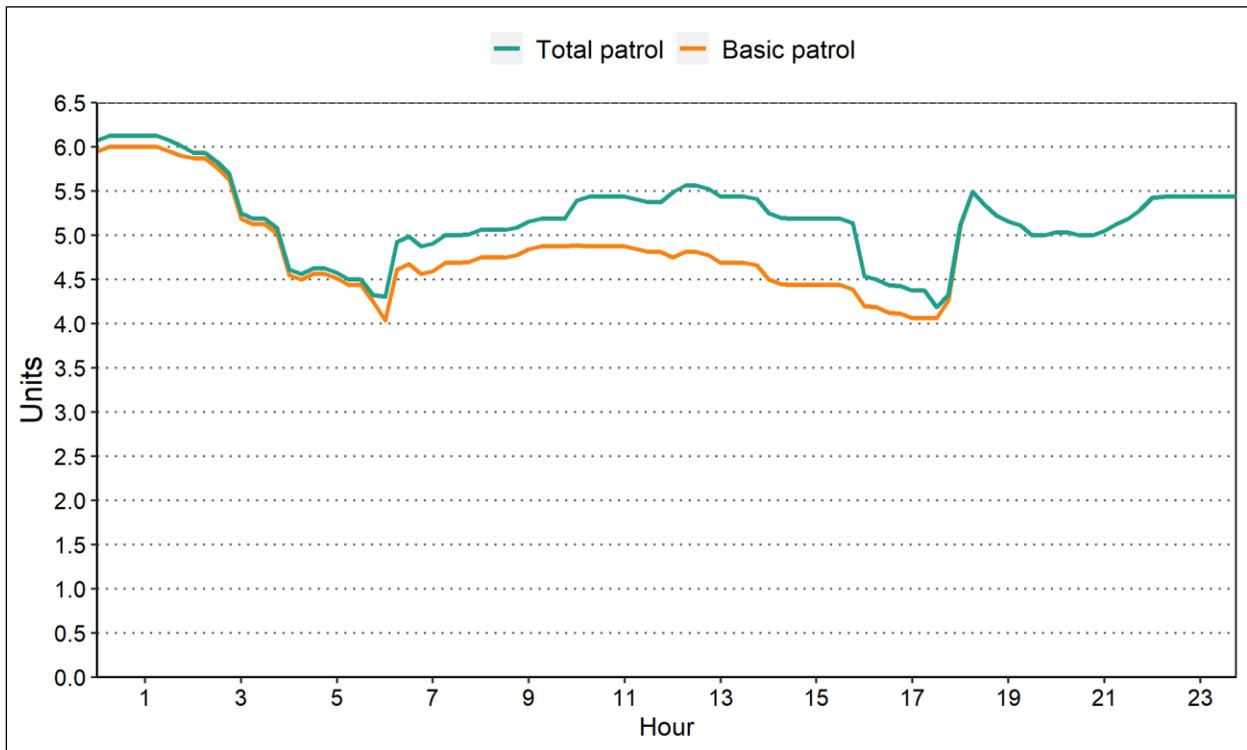
Observations:

- For Winter (January 4 through February 28, 2021):

  □ The average deployment was 5.0 units per hour during the week and 5.0 units per hour on the weekend.

  □ Average deployment varied from 3.5 to 5.8 units per hour on weekdays and 4.1 to 5.8 units per hour on weekends.

- For Summer (July 7 through August 31, 2021):

  □ The average deployment was 5.1 units per hour during the week and 5.2 units per hour on the weekend.

  □ Average deployment varied from 3.7 to 6.2 units per hour on weekdays and 4.2 to 6.1 units per hour on weekends.

FIGURE 10-18: Deployment and All Workload, Weekdays, Winter 2021
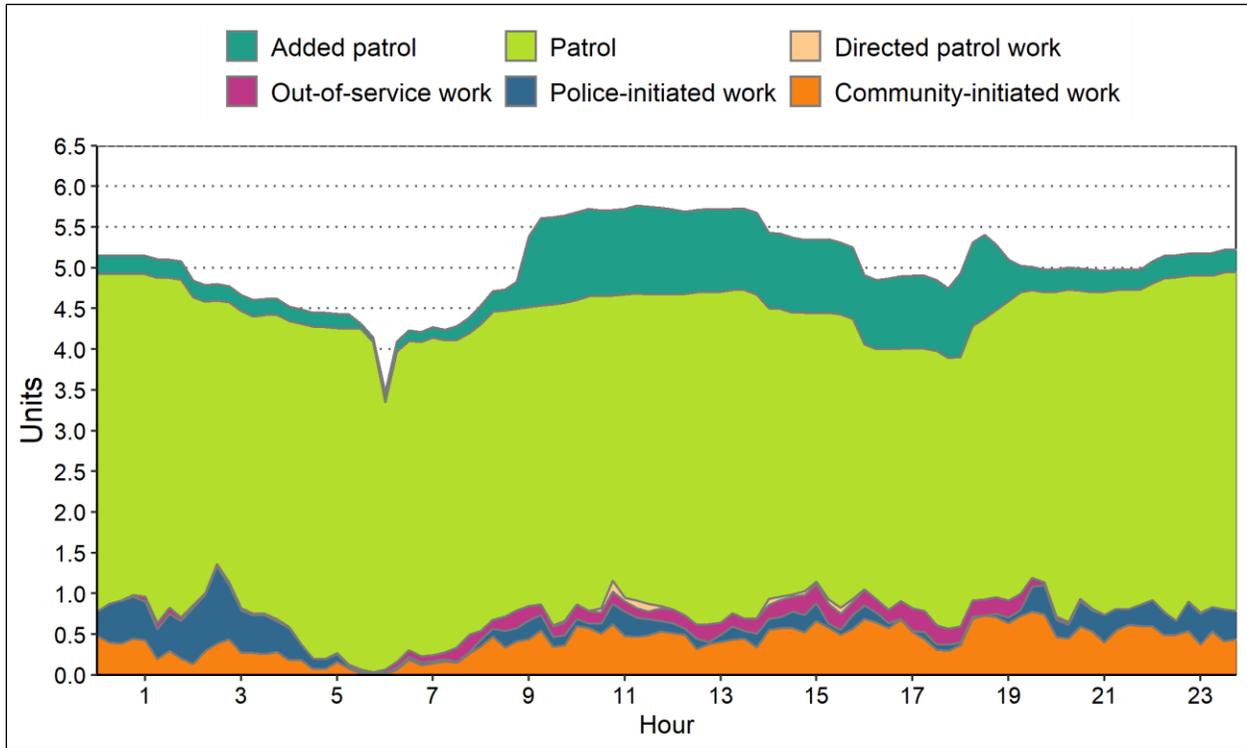
FIGURE 10-19: Deployment and All Workload, Weekends, Winter 2021
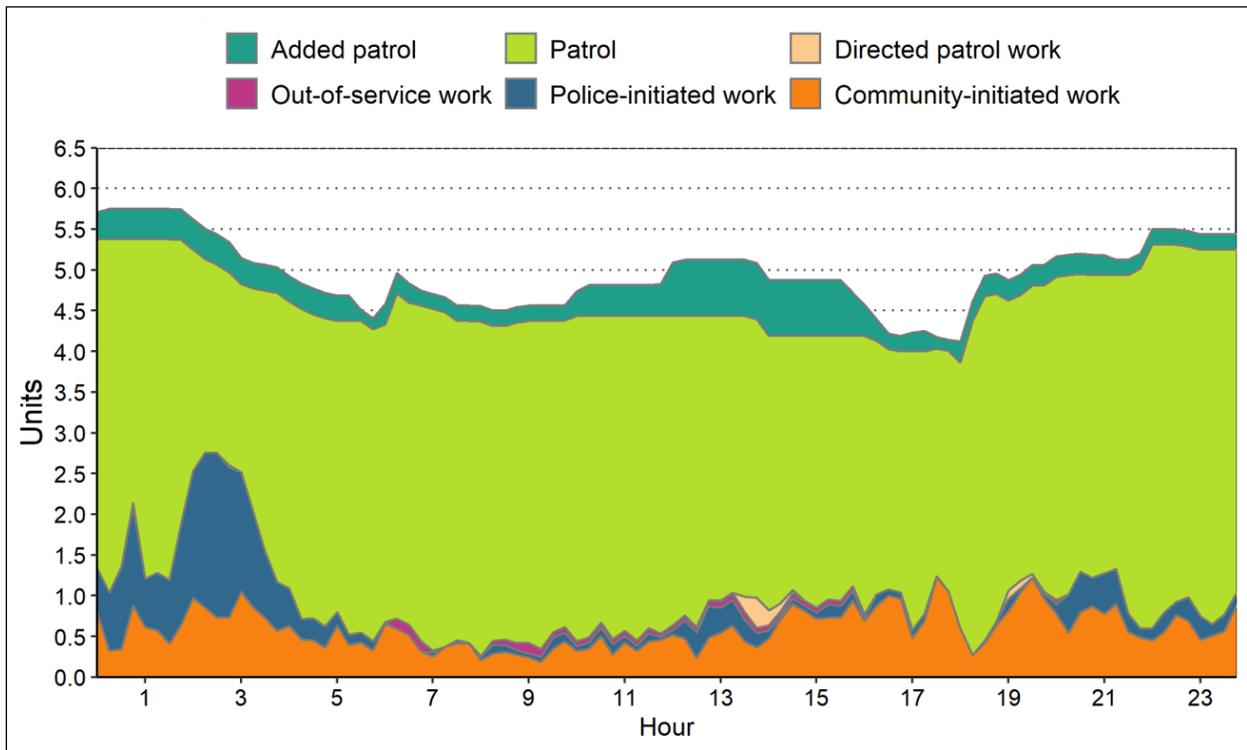
FIGURE 10-20: Deployment and All Workload, Weekdays, Summer 2021
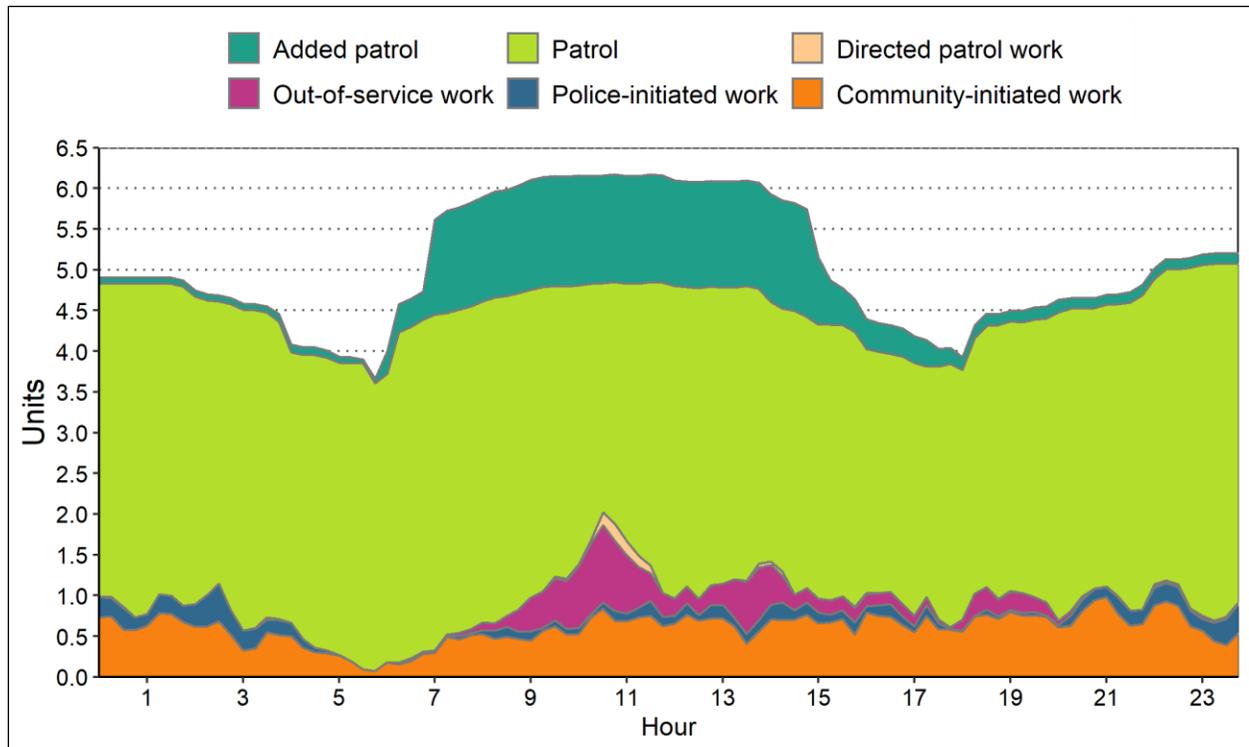
FIGURE 10-21: Deployment and All Workload, Weekends, Summer 2021
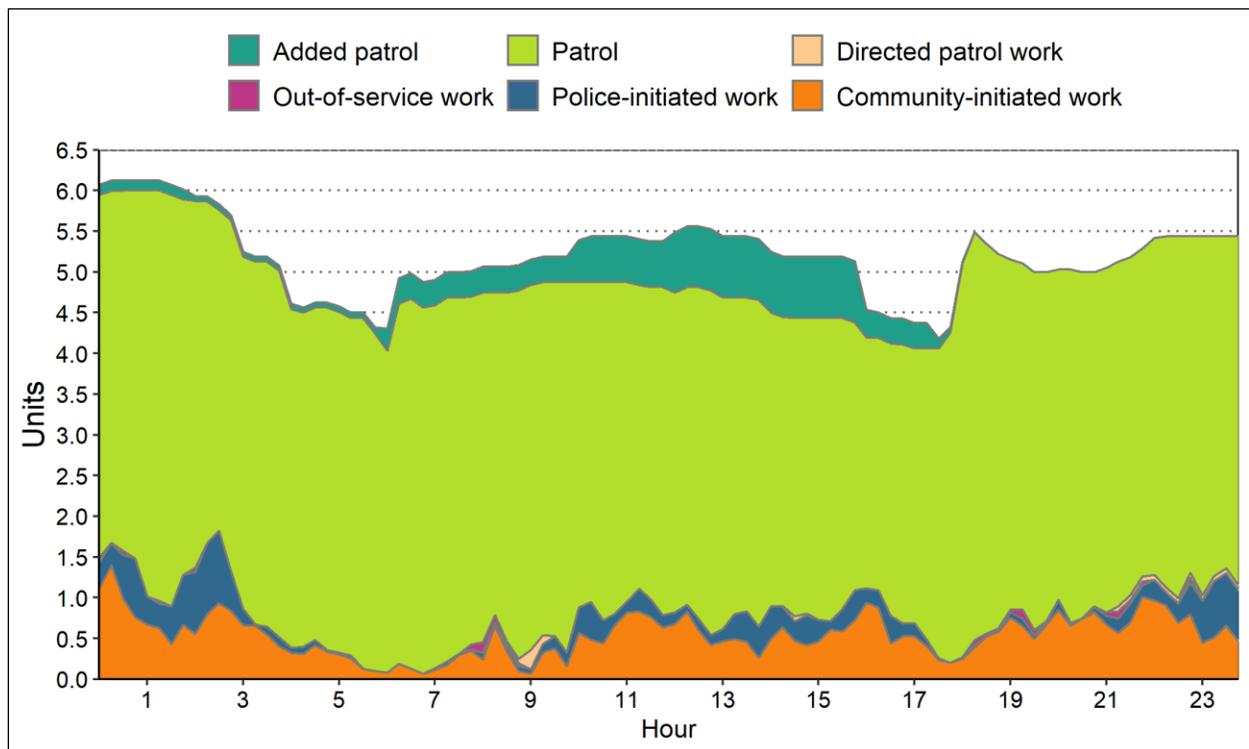
Note: Figures 10-18 to 10-21 show deployment along with all workloads from community-initiated calls and police-initiated calls, directed patrol work, and out-of-service work.

Observations:

Winter:

- Community-initiated work:

  - Average community-initiated workload was 0.4 units per hour during the week and 0.6 units per hour on weekends.

  - This was approximately 8 percent of hourly deployment during the week and 12 percent of hourly deployment on weekends.

- All work:

  - Average workload was 0.7 units per hour during the week and 0.9 units per hour on weekends.

  - This was approximately 14 percent of hourly deployment during the week and 19 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:

  - Average community-initiated workload was 0.6 units per hour during the week and 0.5 units per hour on weekends.

  - This was approximately 12 percent of hourly deployment during the week and 10 percent of hourly deployment on weekends.

- All work:

  - Average workload was 0.9 units per hour during the week and 0.8 units per hour on weekends.

  - This was approximately 18 percent of hourly deployment during the week and 15 percent of hourly deployment on weekends.

FIGURE 10-22: Percentage of Workload, Weekdays, Winter 2021
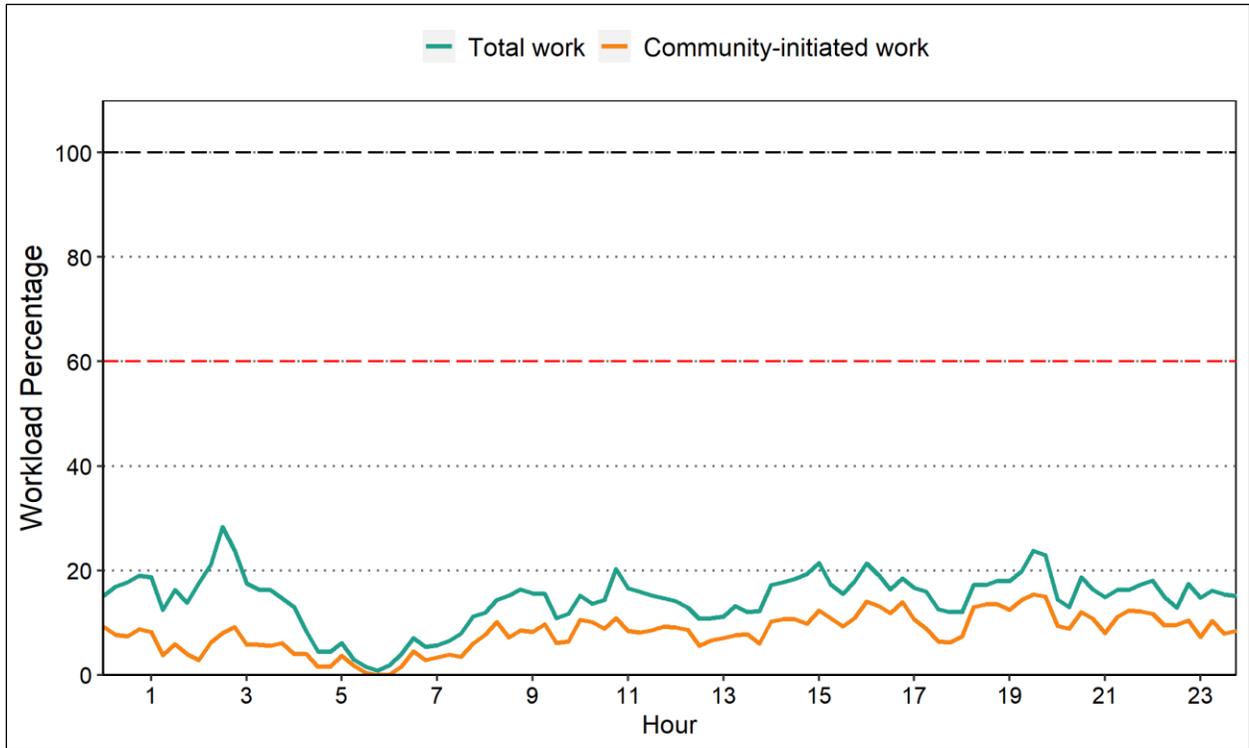
FIGURE 10-23: Percentage of Workload, Weekends, Winter 2021
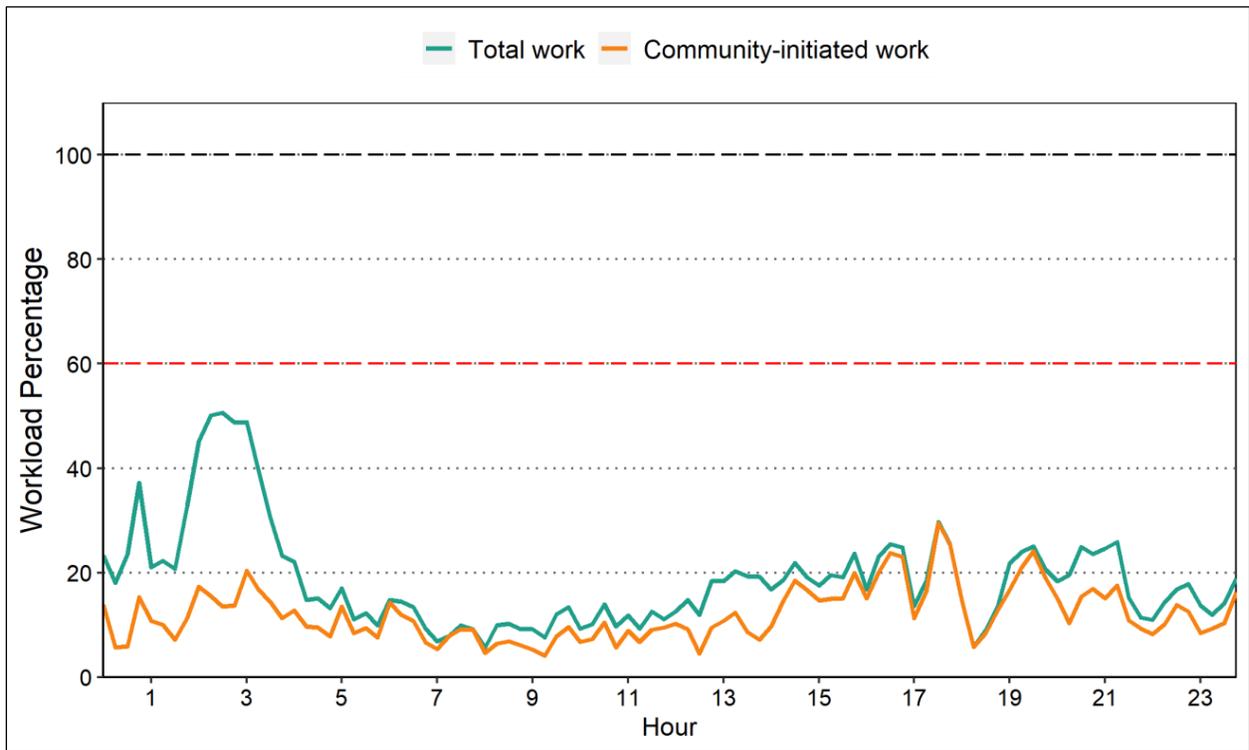
FIGURE 10-24: Percentage of Workload, Weekdays, Summer 2021
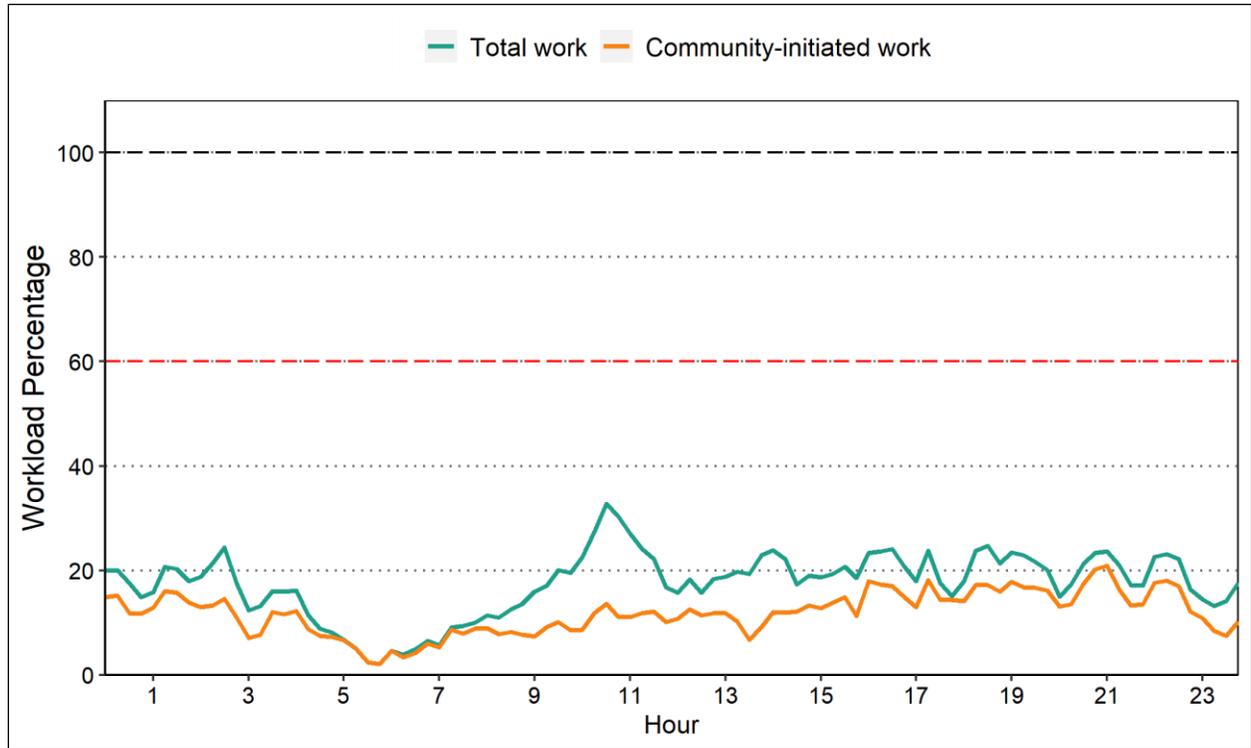
FIGURE 10-25: Percentage of Workload, Weekends, Summer 2021
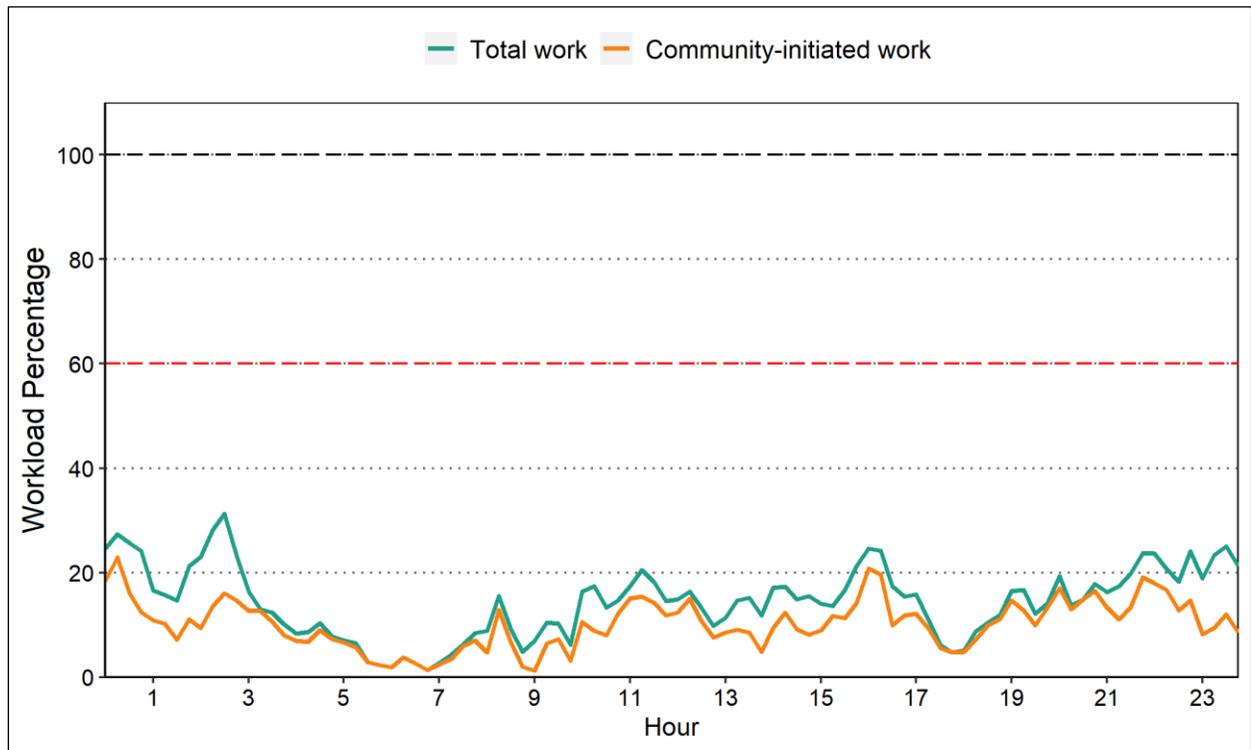
Observations:

Winter:

- Community-initiated work:

  - □ During the week, the workload reached a maximum of 15 percent of deployment between 7:30 p.m. and 8:00 p.m.

  - □ On weekends, the workload reached a maximum of 29 percent of deployment between 5:30 p.m. and 5:45 p.m.

- All work:

  - □ During the week, the workload reached a maximum of 28 percent of deployment between 2:30 a.m. and 2:45 a.m.

  - □ On weekends, the workload reached a maximum of 51 percent of deployment between 2:30 a.m. and 2:45 a.m.

Summer:

- Community-initiated work:

  - □ During the week, the workload reached a maximum of 21 percent of deployment between 9:00 p.m. and 9:15 p.m.

  - □ On weekends, the workload reached a maximum of 23 percent of deployment between 12:15 a.m. and 12:30 a.m.

- All work:

  - □ During the week, the workload reached a maximum of 33 percent of deployment between 10:30 a.m. and 10:45 a.m.

  - □ On weekends, the workload reached a maximum of 30 percent of deployment between 2:30 a.m. and 2:45 a.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

We begin the discussion with statistics that include all calls combined. We started with 1,599 calls for winter and 1,797 calls for summer. We limited our analysis to community-initiated calls, which amounted to 801 calls for winter and 1,185 calls for summer. Also, we removed a few calls lacking a recorded arriving unit, calls located at police headquarters, and calls with travel times longer than 30 minutes. We were left with 694 calls in winter and 948 calls in summer for our analysis. For the entire year, we began with 11,340 calls and limited our analysis to 6,531 community-initiated calls. With similar exclusions, we were left with 5,425 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares the winter and summer periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter versus summer), we show differences in response times by category.

FIGURE 10-26: Average Response Times, by Hour of Day, Winter and Summer 2021
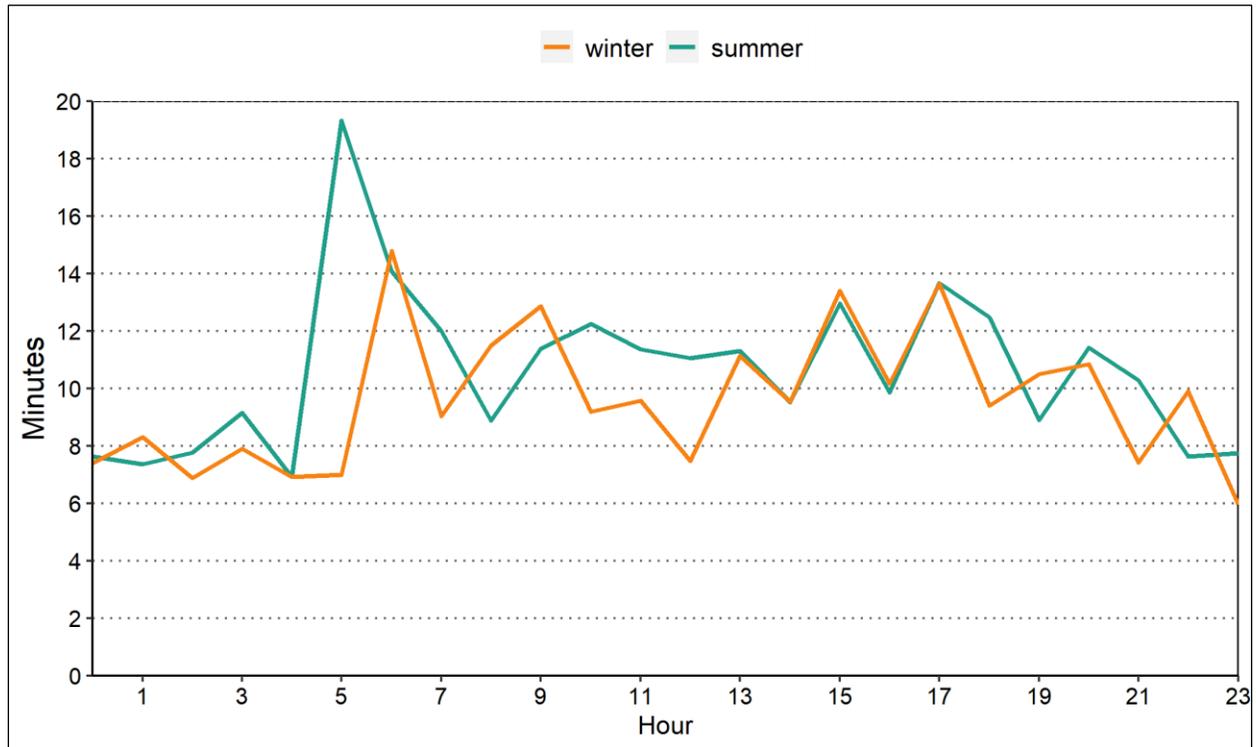
Observations:

■ Average response times varied significantly by the hour of the day.

■ In winter, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 14.8 minutes.

■ In winter, the shortest response times were between 11:00 p.m. and midnight, with an average of 6.0 minutes.

■ In summer, the longest response times were between 5:00 a.m. and 6:00 a.m., with an average of 19.3 minutes.

■ In summer, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 6.9 minutes.

FIGURE 10-27: Average Response Time by Category, Winter 2021
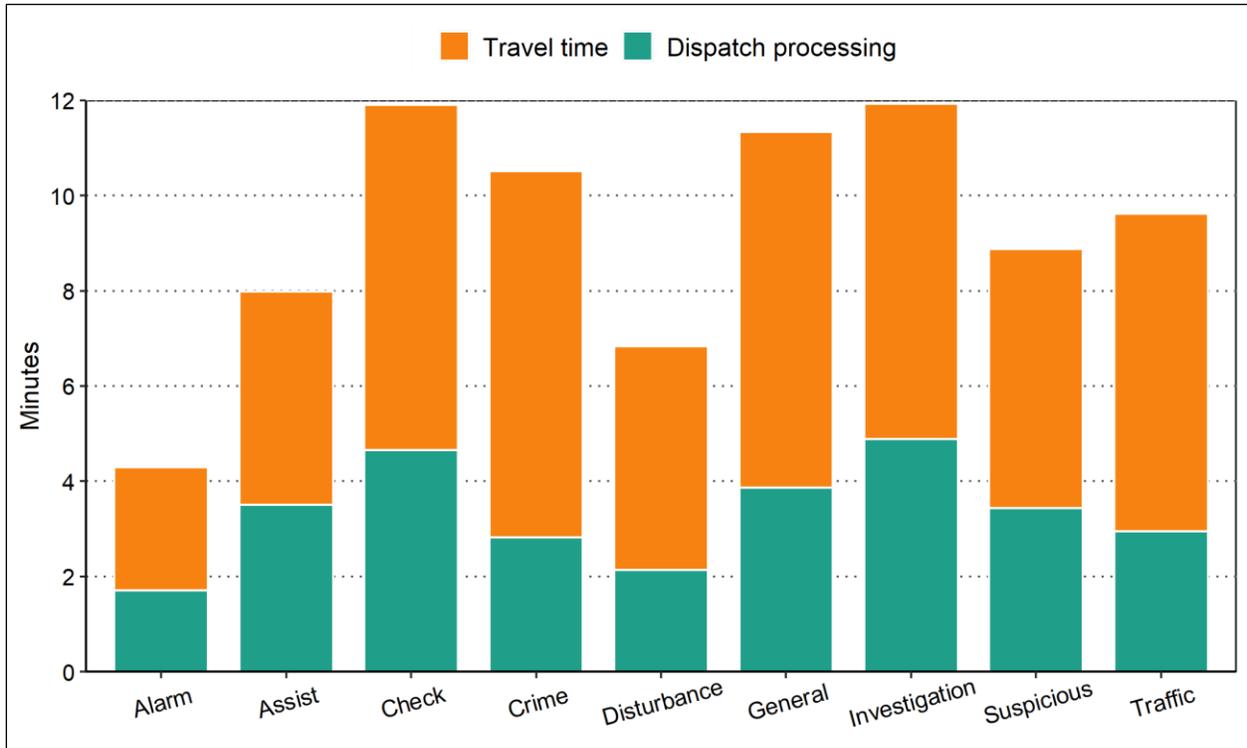
FIGURE 10-28: Average Response Time by Category, Summer 2021
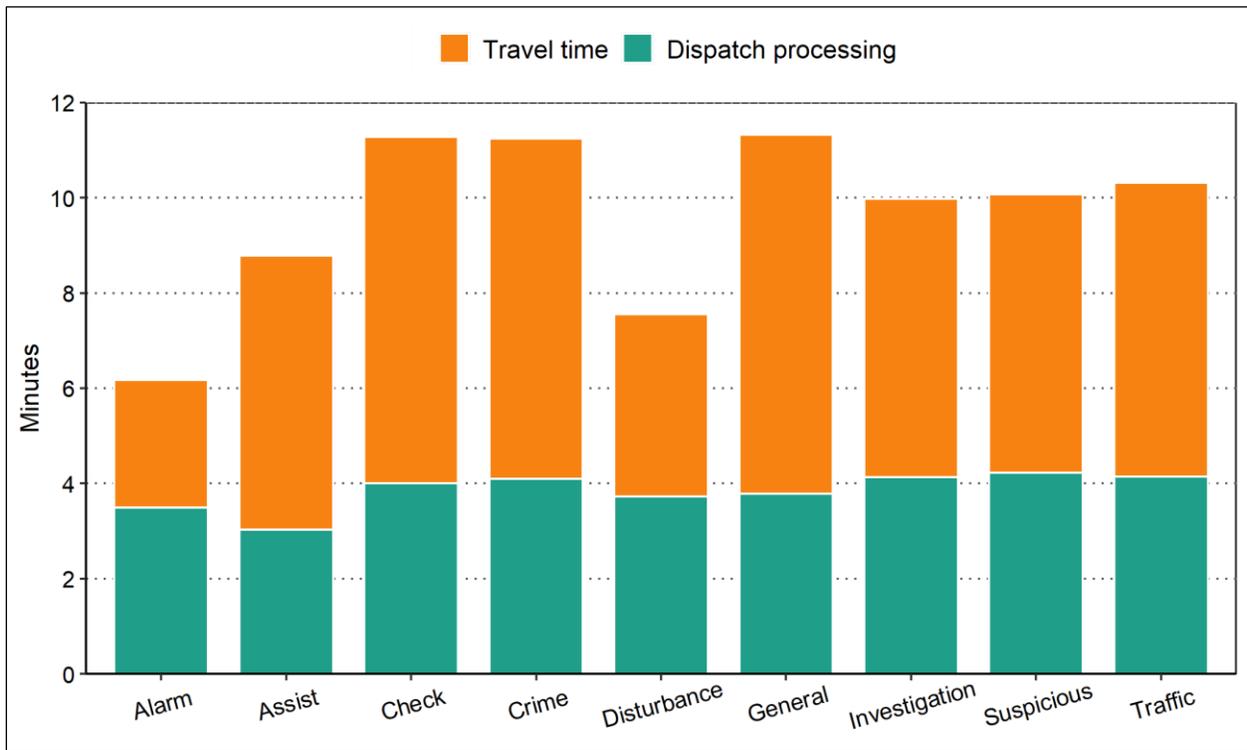
TABLE 10-15: Average Response Time Components, by Category

Category	Winter Minutes Dispatch	Winter Minutes Travel	Winter Minutes Response	Winter Count	Summer Minutes Dispatch	Summer Minutes Travel	Summer Minutes Response	Summer Count
Accident	3.2	6.6	9.9	74	3.2	6.0	9.2	78
Alarm	1.7	2.6	4.3	25	3.5	2.7	6.2	22
Animal	5.3	8.3	13.7	27	4.0	8.3	12.4	103
Assist other agency	3.5	4.5	8.0	62	3.0	5.7	8.7	89
Check	4.6	7.0	11.6	64	4.0	7.3	11.3	63
Civil matter	3.6	9.1	12.7	27	3.2	10.4	13.5	23
Crime–person	2.6	7.6	10.2	78	4.0	6.0	10.0	84
Crime–property	3.0	7.8	10.8	82	3.9	8.1	12.0	103
Disturbance	2.1	4.7	6.8	30	3.7	3.8	7.6	40
Investigation	4.9	7.0	11.9	16	4.1	5.8	10.0	18
Juvenile	2.8	8.0	10.8	13	3.8	9.7	13.5	41
Miscellaneous	3.6	6.4	10.0	72	3.7	5.3	8.9	100
Suspicious incident	3.4	5.4	8.9	53	4.2	5.9	10.1	57
Traffic enforcement	2.6	6.7	9.4	71	4.7	6.3	11.0	127
Total Average	**3.3**	**6.6**	**9.9**	**694**	**3.9**	**6.6**	**10.4**	**948**

Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time was as short as 4 minutes (for alarms) and as long as 12 minutes (for investigations).

- In summer, the average response time was as short as 6 minutes (for alarm) and as long as 11 minutes (for check and general miscellaneous).

- The average response time for crimes was 10 minutes in summer and 11 minutes in winter.

TABLE 10-16: 90th Percentiles for Response Time Components, by Category

Category	Minutes in Winter			Minutes in Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	4.7	12.7	16.8	5.7	11.1	17.4
Alarm	2.8	5.5	6.8	3.8	4.2	12.5
Animal	17.0	15.7	25.0	9.3	16.2	24.2
Assist other agency	4.8	8.5	12.6	4.1	11.8	14.9
Check	7.9	15.8	22.9	6.0	18.6	22.6
Civil matter	5.4	20.3	22.2	5.3	16.8	21.2
Crime–person	4.8	17.8	22.9	7.7	14.2	21.3
Crime–property	4.2	14.0	20.0	6.6	18.2	24.5
Disturbance	3.5	10.8	13.0	8.0	7.7	14.0
Investigation	7.2	13.4	26.1	7.6	13.5	18.6
Juvenile	5.9	12.9	17.5	5.9	21.4	27.9
Miscellaneous	7.5	16.0	21.4	6.9	11.0	14.5
Suspicious incident	4.1	13.1	17.5	6.2	11.2	20.2
Traffic enforcement	5.1	15.6	19.8	8.6	13.7	21.7
Total	**5.6**	**14.9**	**20.4**	**6.7**	**14.9**	**20.6**

Note: A 90th percentile value of 20.4 minutes means that 90 percent of all calls are responded to in fewer than 20.4 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 7 minutes (for alarms) and as long as 26 minutes (for investigations).

- In summer, the 90th percentile value for response time was as short as 13 minutes (for alarms) and as long as 24 minutes (for crimes).

High-priority Calls

The department assigned priorities to calls with 1 as the highest priority. The following table shows average response times by priority. Also, we identified injury accidents using the call description "ACCIDENT (SIG 1)," to see if these provided an alternate measure for emergency calls.

TABLE 10-17: Average and 90th Percentile Response Times, by Priority

Priority	Time in Minutes			Calls	90th Percentile, Minutes
	Dispatch	Travel	Response		
1	2.9	6.4	9.4	2,699	19.2
2	3.4	7.3	10.8	1,247	20.5
3	4.9	7.7	12.5	1,354	27.4
4	6.1	6.3	12.4	125	28.4
Total	**3.6**	**6.9**	**10.6**	**5,425**	**21.5**
Injury accident	2.2	2.6	4.8	37	8.8

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 10-29: Average Response and Dispatch Processing Times for High-priority Calls, by Hour
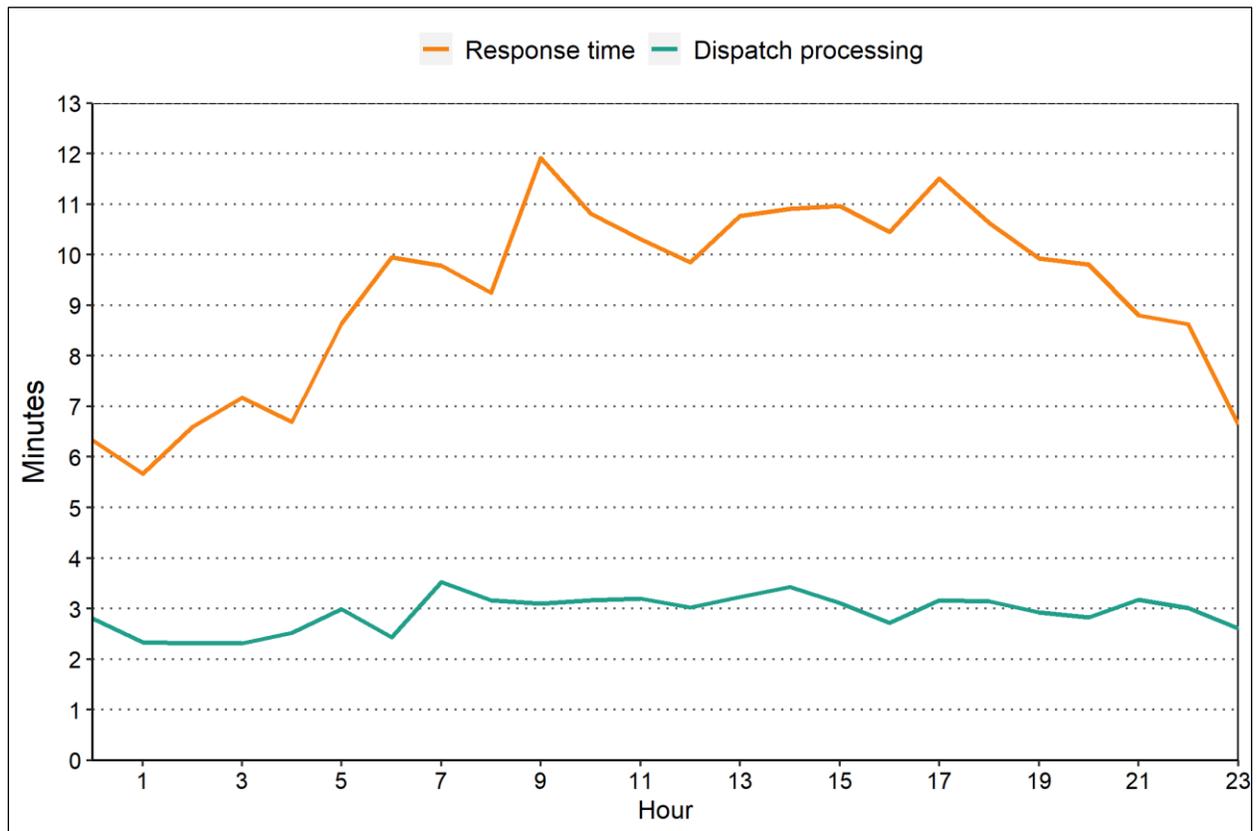
Observations:

- High-priority calls had an average response time of 9.4 minutes, lower than the overall average of 10.6 minutes for all calls.

- Average dispatch processing was 2.9 minutes for high-priority calls, compared to 3.6 minutes overall.

- For high-priority calls, the longest response times were between 9:00 a.m. and 10:00 a.m., with an average of 11.9 minutes.

- For high-priority calls, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 5.7 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from January 1, 2021, to December 31, 2021, were classified into the following categories.

TABLE 10-18: Call Type, by Category

Call Type	Call Type Description	Table Category	Figure Category
ALM	ALARM	Alarm	Alarm
BALM	BANK ALARM		
FALSE ALRM	False alarm		
AMBU	AMBULANCE CALL	Assist other agency	Assist
ASST	AGENCY ASSIST		
CBU	CONTROLLED BURN		
DSSR	DSS REFERAL		
FIRE	FIRE CALL		
FIRE -NO DISP	FIRE - NO FD DISPATCHED		
GASLEAK	GAS LEAK		
MED	MEDICAL CALL		
MSG	EMERGENCY MESSAGE/death, medical		
SAL	SALVATION ARMY		
TRANAMB	TRANSFER - AMBULANCE		
BLDE	BUILDING ENTRY/SECURITY	Check	Check
WELF	WELFARE CHECK		
WTCH	HOUSE/BUSINESS WATCH		
ASLT-A	ASSAULT/AGGRAVATED	Crime–person	Crime
ASLT-S	ASSAULT/SIMPLE		
CHINS	CHILD IN NEED OF CARE/SUPERVISION/ABUSE		
DOME	DOMESTIC		
DSCD	DISORDERLY CONDUCT		
EXP	INDECENT EXPOSURE/PUBLIC INDECENCY		
EXTR	EXTORTION/BLACKMAIL		
FMOF	FAMILY OFF/NON-VIOLENT		
HARA	HARASSMENT		
KDNP	KIDNAPPING/ABDUCTION		
MISC	SEX OFF/FAIL TO UPDATE OR REGISTER		
NOCONT	NO CONTACT ORDER VIOLATION		
PRO	PROTECTION ORDER		
PROT	PROTECTION ORDER VIOLATION		
PTOM	PEEPING TOM		
ROBB	ROBBERY		
SXOF	FONDLING/FORCIBLE		
SXOF	PORNOGRAPHY		
SXOF	RAPE/FORCIBLE		

Call Type	Call Type Description	Table Category	Figure Category
SXOF	SEXUAL ASSAULT		
BURG	BURGLARY/BREAKING & ENTERING	Crime–property	
DRUG	DRUG EQUIP VIOLATION		
DRUG	DRUG/NARC VIOLATIONS		
EMBZ	EMBEZZLEMENT		
FICT	FICTICIOUS/FALSE ID		
FIMP	FALSE IMPERSONATION		
FIREWORKS	FIREWORKS VIOLATION		
FORG	FORGERY/COUNTERFEIT		
FRAD-C	CREDIT CRD/ATM FRAUD		
FRAD-FP	FALSE PRETENSE/SWINDLE		
FRAD-W	WELFARE FRAUD		
LIQR	LIQUOR/FURNISHINGALCOHOL		
LIQR-OC	LIQUOR/OPENCONTAINER		
LIQR-P	LIQUOR/POSSESSION/CONSUMPTION		
LITTER	ILLEGAL DUMPING/LITTERING		
MAIL	MAIL FRAUD		
MVAND	MAILBOX VANDALISM		
MVTH	THEFT-MOTOR VEHICLE		
STPR	STOLEN PROPERTY		
THFT-A	THEFT-ALL OTHER		
THFT-S	SHOPLIFTING		
THFTC	THEFT-COIN-OPER DEV		
THFTFB	THEFT FROM BUILDING		
THFTFV	THEFT-ITEMS FROM VEHICLE		
THFTVPA	THEFT-VEH PARTS & ACCESSORIES		
TRSP	TRESPASS-REAL PROP		
VAND	INT DAMAGE/VANDALISM		
WEAP	WEAPON LAW VIOLATION		
CPA	COMMUNITY POLICING ACTIVITY	Directed patrol	Directed patrol
DRUGCTCK	DRUG COURT CHECK		
ESCO	ESCORTS(funeral, security, blood run)		
SPEC	SPECIAL EVENT/PARADE/GAME		
DRNK	DRUNKENNESS	Disturbance	Disturbance
MISC-P	PHONE CALLS/NON-THREATNING		
NUIS	NUISANCE/NOISE COMPLAINT		
SIG7	INTOXICATED PERSON		
ANIMC	ANIMAL COMPLAINT/AT LARGE/NUISANCE	Animal	General miscellaneous
ANIMF	ANIMAL FOUND		
ANIML	LOST ANIMAL		
BIT	ANIMAL BITE/ATTACK/SCRATCH		
CIV	CIVIL MATTER	Civil matter	

Call Type	Call Type Description	Table Category	Figure Category
KTP	CIVIL STANDY-BY/KEEP THE PEACE		
PAPER SERVICE	PAPER SERVICE		
JUV	JUVENILE INCIDENT	Juvenile	
LOIT	CURFEW/LOITERING/VAG		
RNWY	RUNAWAY		
TRUA	TRUANCY		
911A	911 (Abandoned Calls)	Miscellaneous	
911C	911(CELLULAR CALLS)		
911H	911 (Hang Up)		
911M	911(MISDIAL)		
911TXT	911 Text Call		
ATO	ATTENTION OFFICERS		
COVORD	COVID ORDINACE VIOLATION		
IDCHECK	ID CHECK		
MINN	MINN AST		
MISC-I	MISCELLANEOUS INCIDENT		
OFFINT	Officer Initiated		
PROPF	FOUND PROPERTY		
PROPL	LOST PROPERTY		
SXREG	SEX OFF/REGISTRATION		
NA	Report Not Needed		
ADBK	FOUND BICYCLE(abandoned)	Investigation	Investigation
DEA	DEATH/CORONER		
DEA-U	DEATH/UNATTENDED		
OPEN	OPEN DOOR/WINDOW		
PER	LOST PERSON		
PERS	FOUND PERSON		
SUIC	SUICIDE(COMPLETED) SIGNAL 20		
SUIC	SUICIDE/ATTEMPT SIGNAL 20		
MENT	MENTAL HEALTH RELATED	Mental health	Mental health
MISC	PROTECTIVE CUSTODY		
MISC-MC	MENTAL COMMITMENT		
SUSP	SUSPICIOUS PERSONS/VEHICLE	Suspicious incident	Suspicious incident
ACC-1	ACCIDENT(SIG 1)	Accident	Traffic
ACC-2	ACCIDENT(SIG 2)		
ACC-D	ACCIDENT(DEER)		
ACC-H	ACCIDENT(HIT & RUN)		
DUI	DUI	Traffic enforcement	
K9	K9 ASSISTANCE		
MOTO	MOTORIST ASSIST		
PKGC	PARKING (ALL RELATED)		

Call Type	Call Type Description	Table Category	Figure Category
RDHZ	ROAD HAZARD/DEBRIS		
SIG8	INTOXICATED DRIVER		
SNOWBAN	SNOW BAN TOW		
TRAF	TRAFFIC COMPLAINT		
TRAF-A	TRAFFIC (ALL RELATED)		
VEH	VEHICLE TOW		
NA	Traffic Incident	Traffic incident	
BOND	BOND VIOLATION		
PRIS	PRISONER TRANSPORT		
PROB	PROBATION/PAROLE VIOLATION	Warrant/prisoner	Warrant/prisoner
SEAR	SEARCH WARRANT		
WRNT	WARRANT ARREST		

APPENDIX B: CALLS EXCLUDED FROM THE STUDY

According to records obtained from CAD, Brookings PD was associated with 26,237 calls in 2021. 11,771 events were recorded with at least one patrol unit. In other words, 14,466 calls were excluded from our analysis.

Some of these calls (195) had a responding BPD unit that was not part of the patrol force. 69 calls had responding patrol units but lacked adequate unit information. These totaled 264 calls.

TABLE 10-19: All Excluded Calls

Summary of Calls Excluded	Count	Percentage
Duplicate Call	753	5
No Dispatched Units	6,661	46
Only Non-BPD Units Responded	6,788	47
Only Nonpatrol Units Responded	195	1
Missing or Inaccurate Patrol Unit Time Stamps	69	0
All Calls Excluded from Study	**14,466**	**100**

We examined the call records for these 6,661 calls without dispatched units more closely. We found that all except three calls had no first unit assigned, en route, or arrival times, recorded within the call record.

TABLE 10-20: Calls Without Units, By Disposition

Disposition	Count	Cumulative Percentage
NO FURTHER ACTION NEEDED	4,971	75
HANDLED BY DISPATCH	829	87
TRANSFERRED TO OTHER AGENCY	525	95
HANDLED BY LAW ENFORCEMENT	209	98
Other*	127	100
Total	**6,661**	**100**

Note: *These 127 calls include an additional 10 different cancel reasons.

TABLE 10-21: Calls with Only Non-BPD Units, By Description

Call Type	Count	Cumulative Percentage
TRAFFIC INCIDENT	1,437	21
AMBULANCE CALL	1,240	39
PAPER SERVICE	590	48
TRANSFER - AMBULANCE	424	54
MOTORIST ASSIST	256	58
TRAFFIC COMPLAINT	236	62
ACCIDENT(DEER)	200	65
FIRE CALL	178	67
ANIMAL COMPLAINT/AT LARGE/NUISANCE	175	70
ACCIDENT(SIG 2)	158	72
PRISONER TRANSPORT	136	74
SUSPICIOUS PERSONS/VEHICLE	129	76
WELFARE CHECK	126	78
CIVIL MATTER	106	79
ROAD HAZARD/DEBRIS	102	81
Other*	1,295	100
Total	**6,788**	**100**

Note: *These 1,295 calls include an additional 92 different call descriptions. Within this group, the most frequent type accounted for less than 2 percent of the total 6,788 calls.

TABLE 10-22: Calls with Only Nonpatrol Units, By Description

Call Type (Top 10 frequent)	Count	Cumulative Percentage
JUVENILE INCIDENT	27	14
TRAFFIC INCIDENT	12	20
AGENCY ASSIST	11	26
DSS REFERAL	9	30
OFFICER INITIATED	9	35
DRUG/NARC VIOLATIONS	8	39
ACCIDENT (SIG 2)	7	43
AMBULANCE CALL	6	46
ASSAULT/SIMPLE	6	49
MISCELLANEOUS INCIDENT	6	52
Other*	94	100
Total	**195**	**100**

Note: *These 94 calls include an additional 45 different call descriptions.

TABLE 10-23: Call Responses with Only Nonpatrol Units, By Unit Type

Unit Type	Responses	Cumulative Percentage
SRO	115	52
Detective	81	88
Unknown	13	94
Assist Chief	5	96
Dispatcher	4	98
Chief	2	99
Admin Lt	1	100
Evidence Tech	1	100
Total	**222**	**100**

Note: *As multiple units may respond to the same call, the 195 calls with nonpatrol units involved 222 responding units. The 222 responding units are separated by type.

APPENDIX C: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2010 through 2020, along with clearance rates for 2020. Crime rates are expressed as incidents per 100,000 population.

TABLE 10-24: Reported Crime Rates in 2019 and 2020, by City

| Municipality | State | 2019 | | | | 2020 | | | |
| | | Population | Crime Rates | | | Population | Crime Rates | | |
			Violent	Property	Total		Violent	Property	Total
Aberdeen	SD	28,870	554	2,179	2,733	28,494	558	2,337	2,895
Huron	SD	13,840	419	2,522	2,941	13,469	319	2,138	2,457
Mitchell	SD	15,733	375	3,420	3,795	15,726	464	3,307	3,771
Pierre	SD	14,018	464	2,732	3,196	13,888	922	2,974	3,895
Watertown	SD	22,233	306	1,651	1,957	22,248	252	1,852	2,104
Yankton	SD	14,730	584	2,546	3,130	14,712	564	3,222	3,786
Brookings	**SD**	**24,823**	**222**	**1,273**	**1,495**	**24,682**	**154**	**940**	**1,094**
South Dakota		**884,659**	**399**	**1,771**	**2,170**	**886,667**	**501**	**1,957**	**2,458**
National		**328,239,523**	**379**	**2,010**	**2,489**	**331,449,281**	**399**	**1,958**	**2,357**

**FIGURE 10-30: Reported Violent and Property Crime Rates, by Year**
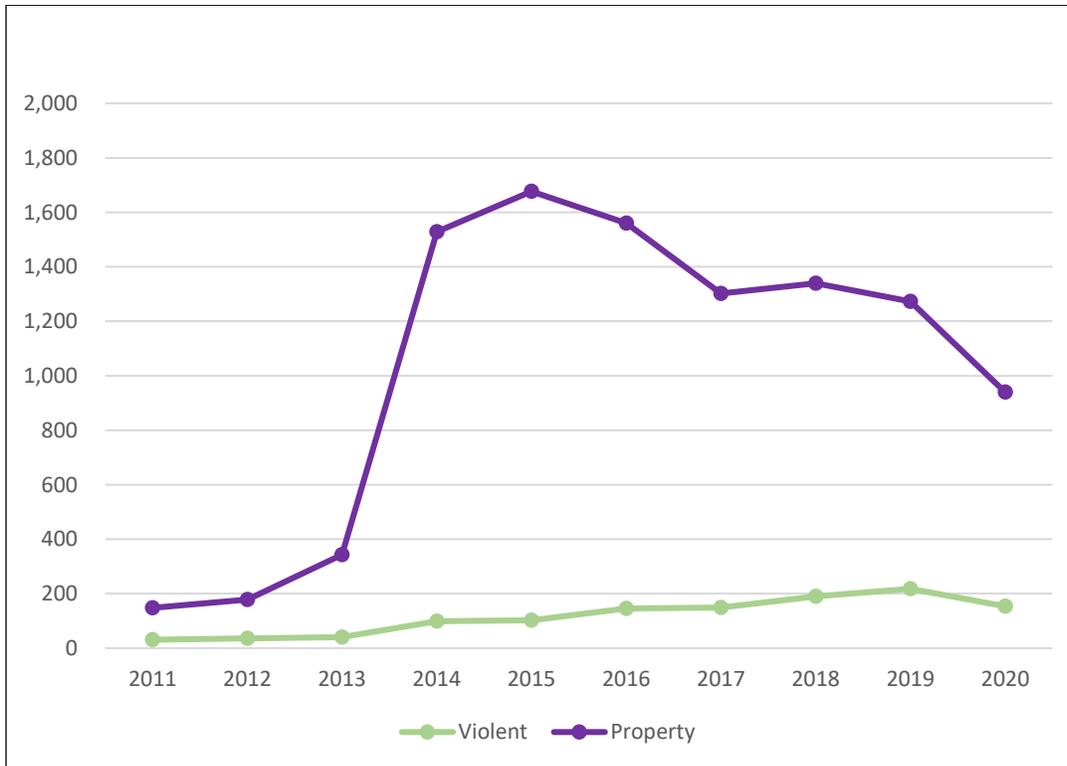
**FIGURE 10-31: Reported Brookings and South Dakota Crime Rates, by Year**
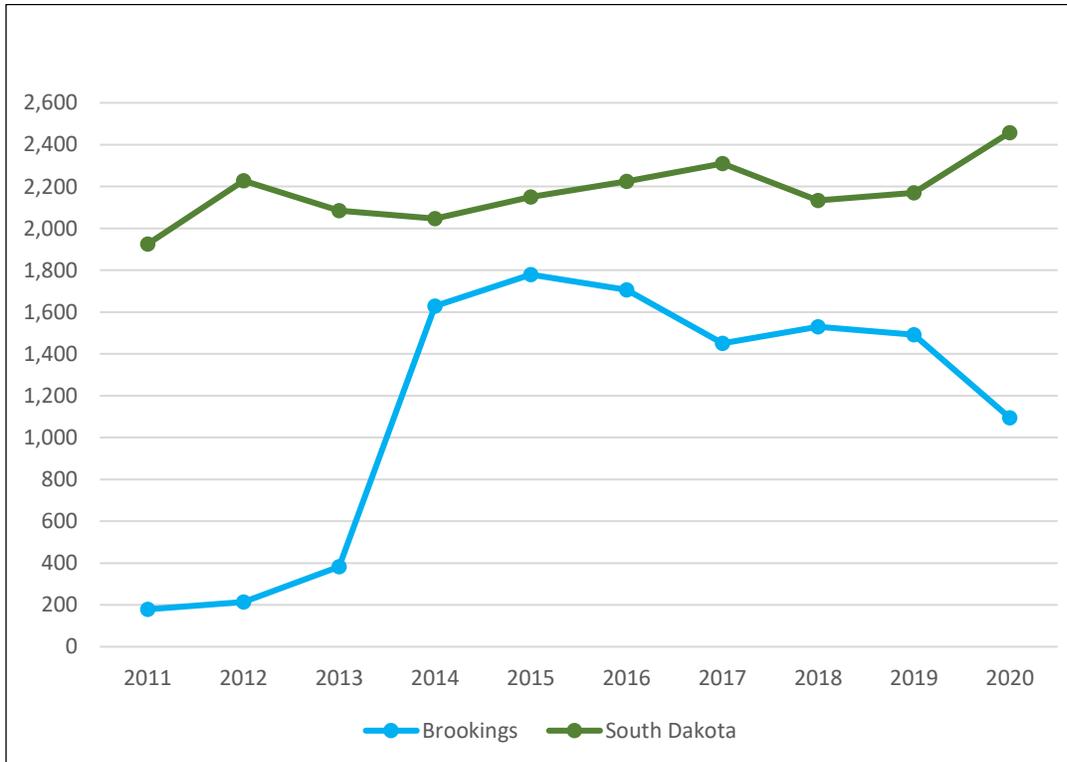
TABLE 10-25: Reported Brookings, South Dakota, and National Crime Rates, by Year

Year	Brookings				South Dakota				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2011	22,324	31	148	179	857,332	230	1,695	1,925	317,186,963	376	2,800	3,176
2012	22,478	36	178	214	865,800	297	1,930	2,227	319,697,368	377	2,758	3,135
2013	22,741	40	343	383	881,153	299	1,785	2,084	321,947,240	362	2,627	2,989
2014	23,145	99	1,529	1,629	889,873	304	1,742	2,046	324,699,246	357	2,464	2,821
2015	23,501	102	1,677	1,779	895,557	368	1,782	2,150	327,455,769	368	2,376	2,744
2016	23,971	146	1,560	1,706	903,858	387	1,837	2,224	329,308,297	383	2,353	2,736
2017	24,198	149	1,302	1,451	869,666	434	1,876	2,310	325,719,178	383	2,362	2,745
2018	24,206	190	1,339	1,529	882,235	405	1,729	2,133	327,167,434	369	2,200	2,568
2019	24,823	218	1,273	1,491	884,659	399	1,771	2,170	328,239,523	379	2,010	2,489
2020	24,682	154	940	1,094	886,667	501	1,957	2,458	331,449,281	399	1,958	2,357

TABLE 10-26: Reported Brookings, South Dakota, and National Crime Clearance Rates, 2019

Crime	Brookings			South Dakota			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	1	1	100%	30	24	80%	14,325	8,796	61%
Rape	12	3	25%	571	113	20%	124,817	41,065	33%
Robbery	1	0	0%	161	51	32%	239,643	73,091	31%
Aggravated Assault	41	23	56%	2261	1439	64%	726,778	380,105	52%
Burglary	28	5	18%	2525	384	15%	981,264	138,358	14%
Larceny	271	21	8%	10936	2184	20%	4,533,178	834,105	18%
Vehicle Theft	17	2	12%	1600	360	23%	655,778	90,497	14%

TABLE 10-27: Reported Brookings and National Crime Clearance Rates, 2020

Crime	Brookings			National		
	Crimes	Clearances	Rate	Crimes	Clearances*	Rate
Murder Manslaughter	0	0	NA	18,109	9,851	54%
Rape	12	1	8%	110,095	33,689	31%
Robbery	2	0	0%	209,643	60,377	29%
Aggravated Assault	24	18	75%	799,678	371,051	46%
Burglary	37	8	22%	898,176	125,745	14%
Larceny	187	12	6%	4,004,124	604,623	15%
Vehicle Theft	8	1	13%	727,045	89,427	12%

Note: We could not locate state-level clearance rates for 2020 at this time.

END