



**Auditor of State
Betty Montgomery**

VILLAGE OF CARDINGTON PERFORMANCE AUDIT

MAY 16, 2006



**Auditor of State
Betty Montgomery**

To the Residents, Elected and Appointed Officials of the Village of Cardington:

On June 22, 2005 the Village of Cardington entered into a contract with the Auditor of State of Ohio to provide a Performance Audit of the Cardington Police Department. The performance audit contains recommendations which identify the potential for effectiveness and efficiency improvements. The performance audit also provides an independent assessment of the Village of Cardington's Police Department. While the recommendations contained in the audit report are resources intended to assist in improving the efficiency and effectiveness of the Cardington Police Department, the Village is also encouraged to assess overall strategic planning for the Village and develop other alternatives independent of the performance audit.

An executive summary has been prepared which includes the project history; a discussion of the police department, overview; the scope, objectives and methodology of the performance audit; and a summary of noteworthy accomplishments, recommendations, and financial implications. This report has been provided to Village of Cardington, and its contents discussed with the appropriate officials and Village officials. The District has been encouraged to use the results of the performance audit as a resource in further improving the police department's overall operations and service delivery.

Additional copies of this report can be requested by calling the Clerk of the Bureau's office at (614) 466-2310 or toll free at (800) 282-0370. In addition, this performance audit can be accessed online through the Auditor of State of Ohio website at <http://www.auditor.state.oh.us/> by choosing the "On-Line Audit Search" option.

Sincerely,

A handwritten signature in cursive script that reads "Betty Montgomery".

BETTY MONTGOMERY
Auditor of State

May 16, 2006

Executive Summary

Project History

The Village of Cardington engaged the Auditor of State's Office (AOS) in June, 2005 to conduct a performance audit of Cardington Police Department (CPD) operations. Fieldwork began in August of 2005. The performance audit was designed to identify areas of strong performance and, in areas where efficiency could be improved, develop recommendations to optimize operational and service levels to assist the Village in its efforts to maximize current funding and prepare for future needs. The performance audit includes assessments of human resources, contractual issues, organization and reporting relationships, and financial management issues for CPD. Assessments were based on best practices, industry standards, and comparisons to similar-sized village operations.

Village of Cardington Overview

Cardington is a statutory village with a council-mayor form of government. The Village of Cardington was incorporated in 1857 and is located in central Ohio, 45 miles northwest of downtown Columbus. The Village is in Morrow County and is served by State routes 42 and 529.

In 1990, the Village's population was 1,770 and the population in 2000 was 1,849, an increase of 4.5 percent. In 2004, Cardington had a 1.0 percent municipal income tax and collected \$782,000. During that year, the Village expended \$253,000 on CPD operations, an amount representing 32 per cent of total income tax collections.

The citizens' survey conducted by AOS for this performance audit found that the CPD was supported by most residents. Also, the funds expended by the Village to provide CPD services are less than the peer villages' average expenditures. In this area, Village leaders and residents should work to set priorities for CPD services and determine the level of financial support that citizens are willing to support for these services.

Objectives

A performance audit is defined as a systematic and objective assessment of the performance of an organization, program, function or activity to develop findings, recommendations and conclusions. The overall objective of this performance audit was to review and analyze the selected administrative and operational areas of the client and three peer villages and develop

recommendations for additional study or improvement, where appropriate. The following assessments were conducted in the performance audit of CPD.

- Human Resources issues, including the appropriateness of departmental staffing levels, the use of auxiliary personnel, staff turn-over; the use of performance evaluations; training, and the adequacy of current job descriptions.
- Contractual issues, including compensation and work hours.
- Organizational and reporting relationship issues between CPD, the Mayor and Council, and other law enforcement and auxiliary agencies, including the internal chain of command.
- Service levels, including an evaluation of services and operational indicators (e.g., level 1 crimes per 1,000 residents, annual volume of traffic citations, etc.), as well as whether CPD is effective in assuring the safety of citizens. Input will be solicited from Village residents to assist with these assessments.
- Financial Management issues, including the costs to operate the Department and whether they meet expected parameters such as equipment for officers and the use of grant and alternative funding.

Where appropriate, recommendations were developed which could potentially increase the efficiency and effectiveness of CPD. In other instances, best practice implementation and appropriate achievement levels are noted.

The performance audit was designed to develop benchmark data allowing the Village to compare its performance to like-sized Ohio municipalities. The issue for further study was developed where data indicated a potential for enhanced efficiency in an area outside the scope of this audit. Also, recommendations were developed in some areas that could provide effectiveness and/or efficiency improvements. The issue for further study and recommendations comprise a range of options that the City can consider in its continuing efforts to provide services in an efficient and effective manner.

Scope and Methodology

The performance audit was conducted in accordance with Generally Accepted Government Auditing Standards. Audit work was conducted between August, 2005 and January, 2006, and data was drawn from fiscal years 2002, 2003, 2004 and 2005. To complete this report, the auditors gathered a significant amount of data pertaining to CPD; conducted interviews with several individuals associated internally and externally with the department, and reviewed and

assessed available information. Furthermore, periodic status meetings were held throughout the engagement to inform the Village of key issues impacting selected areas, and share proposed recommendations to improve or enhance operations. Finally, the Village provided comments in response to various recommendations, which were taken into consideration during the reporting process. At the conclusion of the audit, the Village was invited to provide a written response for inclusion in the final audit report, but declined the opportunity to do so.

Several villages were selected to provide benchmark comparisons for the areas assessed in the performance audit. The villages of Creston (Wayne County), Mount Gilead (Morrow County) and Sugarcreek (Tuscarawas County) were used as peers for the performance audit. These villages were selected based upon demographic and operational data. Furthermore, external organizations and sources were used to provide comparative information and benchmarks, including: the Supreme Court of Ohio, the Commission on Accreditation for Law Enforcement Agencies, Inc., the Government Accounting Standards Board, the Government Finance Officer's Association, the Ohio Office of Criminal Justice Services, the Ohio Association of Chiefs of Police, the Ohio Local Law Enforcement Information-Sharing Network, the City of Elyria, the Ohio Municipal League, the American Public Works Association, the International City Managers Association, the Ohio State Employment Relations Board, the Society For Human Resource Management, the United States Department of Justice, the National Advisory Council for State and Local Budgeting, and Ohio Auditor of State Best Practices.

The Auditor of State and staff express their appreciation to the villages of Cardington, Creston, Mount Gilead, and Sugarcreek for their cooperation and assistance throughout this audit.

Conclusions and Key Recommendations

The performance audit found that the CPD was supported by the citizens of Cardington. Even though CPD personnel are used differently than in peer departments, operating ratios indicated that CPD was comparable to the peers. The primary areas for improvement identified in this performance audit include developing a CPD mission statement, strategic plan, performance measures, and regularly completing a citizen community expectations survey. The key recommendations are discussed below.

In the area of planning and organization the Village should consider the following:

- **Develop formal (written) mission and value statements for CPD, with input from both management and staff and in accordance with the Village's strategic public safety planning process.**

- **Develop and implement a three to five-year strategic plan which formally defines, prioritizes, and reports the Village’s goals, objectives, and strategies as they pertain to public safety services.**
- **Develop key safety service-related performance measures.**
- **Ensure that organizational structures and reporting relationships between elected officials and members of the CPD are clearly defined and adhered to in order to enhance and facilitate effective communications and reinforce the responsibility of the Chief of Police position.**

In the area of community policing, the Village should consider the following:

- **Develop a formal community policing plan.**
- **Publish a formal annual report.**

In the area of staffing levels and personnel management, the Village should consider the following:

- **Deploy recruiting strategies which are aligned with peer and best practices to fill vacant positions to help ensure the appointment of qualified full-time personnel, particularly with regard to recruitment of a police chief to lead and manage CPD operations.**
- **Maintain its staffing level of 5.6 FTEs.**

In the area of policies and procedures, the City should consider the following:

- **Adopt a policy on the maintenance of personnel files and records in accordance with best practice standards and ensure the policy complies with applicable laws.**
- **Ensure that job descriptions for all CPD staff, particularly the police chief position, are comprehensive, current, and updated in accordance with best practice standards.**
- **Delegate a higher level of administrative support duties for CPD operations to the Mayor’s Court Clerk in a manner commensurate with peer practices.**
- **Revise and update the policies and procedures manual for safety forces. As part of the policy manual review, CPD should develop, formalize and enforce an acceptable use policy for users of Village computers.**

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- **Establish standard operating procedures (SOP's) which address rules of conduct for all division personnel.**

In the area of training, the Village should consider the following:

- **Establish minimum training requirements for each job level and track training hours completed in a manner commensurate with peers and best practices. The Village should, in conjunction with the Safety Committee, prepare a formal training budget to be submitted for approval by Council.**

In the area of fleet vehicle maintenance and management, Cardington should consider the following:

- **Develop a formal vehicle replacement plan that is linked directly to the recommended strategic public safety planning process. In addition, as resources become available, CPD should consider the purchase of one additional vehicle, either marked or unmarked.**

In the area of grant funding, Cardington should consider the following:

- **Seek grant funding to help promote and support the goals and objectives of CPD operations.**

In the area of accreditation and certification, Cardington should consider the following:

- **Consider emulating accreditation/certification standards from nationally recognized best practice organizations such as the American Correctional Association (ACA) and/or the Commission on Accreditation for Law Enforcement Agencies (CALEA).**

Issues for Further Study

Auditing Standards require the disclosure of significant issues identified during an audit that were not reviewed in depth. These issues may not be directly related to the audit objectives or may be issues that the auditors do not have the time or the resources to pursue. AOS has identified the following such issue.

- **Mayor's Court:** The Village should examine options to the current operations of its Mayor's Court. The Supreme Court of Ohio offers case management and technical assistance for case flow management which could help the Mayor's Court develop a comprehensive plan to improve its processes. The Supreme Court also offers training on identifying and implementing best practices, and allocating resources efficiently.

Summary of Financial Implications

The following table is a summary of estimated implementation costs resulting from performance audit recommendations. These recommendations provide a series of ideas or suggestions that Cardington should consider. Detailed information concerning the financial implications, including assumptions, is contained in the body of the performance audit report.

Summary of Financial Implications

Recommendations	Implementation Costs	
	Annual	One-Time
R2.7 Increase salary for Chief of Police position	\$7,218	
R2.8 Salary and benefits for additional full-time officer	\$39,280	\$2,000
TOTAL	\$46,498	\$2,000

Source: AOS recommendations

Police Department

Background

This performance audit provides recommendations to enhance service levels related to the Village of Cardington's Police Department (CPD). Analyses contained within this report include comparisons with police departments in the following peer villages: Creston, Mt. Gilead, and Sugarcreek. Additional comparisons are made to other best practice resources such as the Ohio Association of Chiefs of Police (OACP), the U.S. Department of Justice's (USDOJ) Bureau of Justice Statistics, the Ohio Office of Criminal Justice Services (OCJS), and the Government Finance Officers Association (GFOA).

Organizational Structure & Staffing

During the course of the performance audit CPD experienced significant staff turnover. The department replaced one full-time officer position and is in the process of permanently filling the Chief position. At the beginning of 2005, CPD employed four full-time officers (including one Chief and one Deputy Chief) and eight auxiliary officers, for a total of 5.6 sworn full-time equivalent employees (FTEs). Effective May 31, 2005, staffing was reduced to 3.0 FTEs following the resignation of the Chief. The Deputy Chief was then appointed acting Chief by the Mayor. Another full-time officer resigned in the summer leaving one full-time patrol officer and the acting Chief who also functions as an active first-shift officer. The department now has three full-time officers and ten auxiliary personnel (equivalent to a total of 5.6 FTEs).

Sworn auxiliary officers are required to volunteer 16 work hours per month in order to maintain their auxiliary status. Two auxiliary officers are classified part-time (0.5 FTE each) since they work regularly assigned shifts. Newly appointed auxiliary personnel are required to work alongside a full-time officer in order to become knowledgeable about applicable laws and codes, learn the map of the jurisdiction, and demonstrate capacity to accurately complete a call record report to document details of calls for service. Upon approval by the Chief, the new auxiliary officer is declared "road cleared" and may perform patrol duties alone. Although this process is not formalized, the acting Chief stated that the department has begun to develop formal procedures for assessing and approving new hires for road-cleared status. Within the auxiliary unit, sworn officers possess all the general arrest powers of full-time officers.

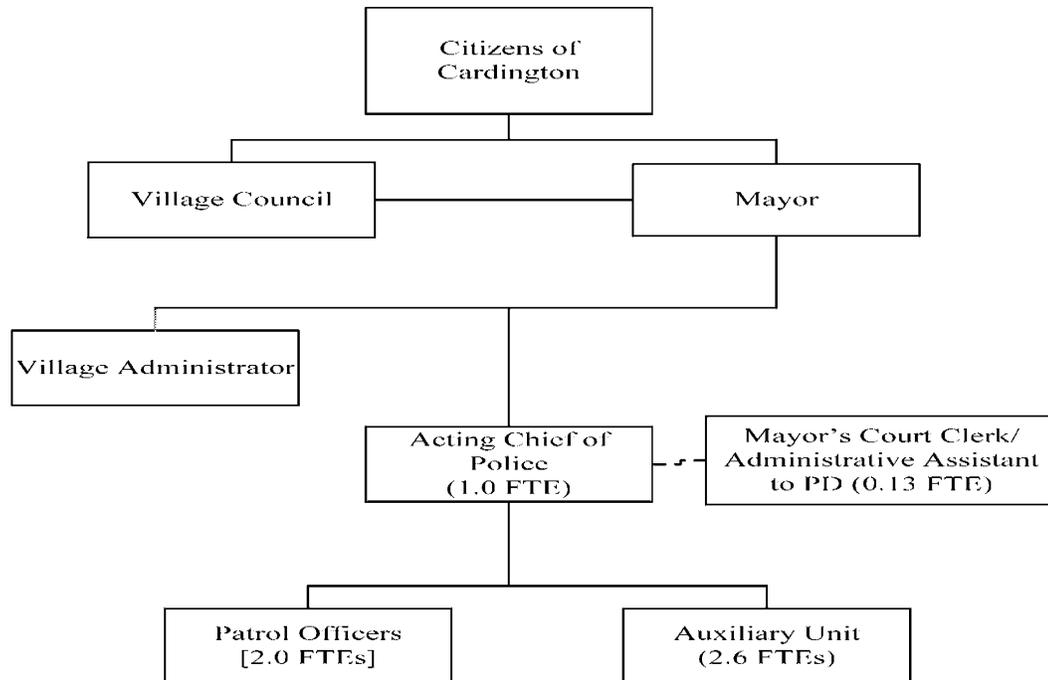
Non-sworn personnel include the Mayor's Court Clerk who currently performs minimal administrative support duties for the PD. The Mayor's Court Clerk position is part-time (0.5 FTE) and only about one quarter of total work time is spent on duties specific to the CPD (for a total of 0.13 FTE). The Mayor's Court clerk is responsible for handling crash reports, processing

Law Enforcement Automated Data System (LEADS) reports, and receiving inbound calls from Village residents, as well as other clerical duties.

CPD employee work rules are outlined in the Safety Forces of the Village of Cardington Personnel Policies and Procedures Manual. Department employees are not covered under a collective bargaining agreement.

Chart 2-1 illustrates CPD’s organizational reporting structure and actual staffing levels.

Chart 2-1: Cardington Police Department Organization



Source: AOS

By statute, the Mayor is responsible for the oversight of safety forces in the Village. The Mayor is charged with appointing the Chief of Police, with approval from Council. Also pursuant to Ohio Revised Code (ORC) § 737.11, the purpose of the CPD is to serve and protect the citizens of Cardington by enforcing local, State, and federal laws. Sworn officers provide the resources to enforce laws through activities such as patrolling the community and investigating potential criminal incidents and complaints within the Village. CPD’s jurisdiction spans 1.86 square miles within Morrow County. CPD does not operate its own jail or dispatch center. Jail services are

contracted through the Morrow County Correctional Facility. Dispatching services are contracted out to Morrow County Emergency Management personnel within the Morrow County Commissioners Office at an annual cost to the Village of approximately \$4,000.

The Village Safety Committee comprises three members of Council, although their level of involvement in CPD matters has been somewhat limited. In the past, the Safety Committee's role has been to review and acknowledge for Council record the number of citations issued on a monthly basis. CPD does not have any type of formalized strategic plans or goals. A written mission statement was noted within the Safety Forces Personnel Policies and Procedures Manual; however, this appears to have been authored solely by the former Chief of Police without input from internal and external stakeholders.

Table 2-1 compares CPD's 2005 staffing levels, by sworn and non-sworn position, with those of the peers. Sworn position titles are further compared by rank and non-rank FTE; or command personnel and line-staff.

Table 2-1: Cardington and Peer Staffing Level Comparison

Positions	Cardington	Creston	Mt. Gilead	Sugarcreek	Peer Average
SWORN FTEs					
Police Chief	1.0	1.0	1.0	1.0	1.0
Sergeant/Lieutenant	0.0	0.0	1.0	1.0	0.7
Captain	0.0	0.0	1.0	0.0	0.3
Patrol Officers	2.0	7.0 ⁴	3.0	5.8 ⁵	5.3
Auxiliary Units	2.6 ¹	0.6	1.6	0.8	1.0
Subtotal	5.6	8.6	7.6	8.6	8.3
NON-SWORN FTEs					
Clerical	0.13 ²	0.7	0	0	0.2
Dispatch	0.00 ³	0.11	0	0	0.0
Subtotal	0.13	0.81	0.0	0.0	0.3
TOTAL FTEs	5.7	9.4	7.6	8.6	8.6

Source: Village of Cardington and the peers

¹ Includes one part-time (0.5 FTE) auxiliary captain who oversees the auxiliary staff, one regular part-time auxiliary patrol officer (0.5 FTE), and eight additional auxiliary staff (0.2 FTE each) for a total auxiliary unit of 2.6 FTEs.

² Part-time (0.5 FTE) Mayor's court clerk also performs clerical duties for the PD (approximately 1 hour per day or 0.13 FTE).

³ Dispatch function is performed by the Morrow County Sheriff's Office.

⁴ Includes two full-time (2.0 FTE) and ten part-time patrol officers (0.5 FTE each) for a total of 7.0 FTEs.

⁵ Includes two full-time (2.0 FTEs), two part-time (total of 1.0 FTE) patrol officers, five part-time (0.5 FTE each) in training, and one part-time (0.3 FTE) officer who works 16 hours per week on Friday and Saturday night only, for a total of 5.8 FTEs.

CPD employs approximately 3.0 fewer employees, compared to the peer average. Specific to patrol officers, CPD also falls about 3.0 FTEs below peer average staffing levels. However, CPD’s interim Police Chief assumes an active Chief role in that he performs duties of a patrol officer during a regular shift. This differs from Creston and Sugarcreek where the Chief position is more administrative.

CPD also uses 10 part-time auxiliary staff to perform patrol duties and cover regular shifts in the absence of a full-time officer, as well as to provide coverage for sick and vacation leave. The peers report using auxiliary officers primarily for special duty assignments rather than to cover regular shifts. This variation in the purpose and use of auxiliary staff accounts for Cardington’s higher auxiliary staffing level of 2.6 FTEs compared to the peer average of 1.0 FTE. Non-sworn staffing levels for clerical and dispatch personnel are also slightly below the peer average. Similar to Cardington, the Mayor’s Court clerk at Creston provides administrative support duties for the PD, including minimal dispatching (CPD and the peers’ contract with the County for their primary dispatching services).

Based on 2005 staffing levels, Cardington appears to be understaffed, particularly in terms of actual full-time ranked officers and regular full- or part-time patrol officers (see **Table 2-1**), although FTEs per square mile is still above the peer average (see 2004 *Operating Ratios* in **Table 2-3**). Cardington’s emphasis on the use of auxiliary police officers as regular part-time or full-time staff varies from the organizational philosophy of the peers who generally limit coverage provided by auxiliary staff to special events, supplemental support to full-time officers or to provide back-up for leave.

Financial Data

Table 2-2 summarizes CPD’s actual operating expenditures for 2002-2004. **Table 2-2a** compares 2004 actual expenditures to the peers.

Table 2-2: Cardington Operating Expenditures Comparison

	Actual	Actual	Annual	Actual	Annual
	2002	2003	Percent Change	2004	Percent Change
Salaries and Benefits	\$173,076	\$191,838	11%	\$189,004	(1%)
Operations and Maintenance	\$31,134	\$26,130	(16%)	\$56,398	116%
Capital Outlay	\$22,521	\$6,700	(79%)	\$7,517	12%
Other Payouts	\$0	\$1,167	100%	\$350	(70%)
Total Expenditures	\$226,731	\$225,835	0%	\$253,269	12%

Table 2-2a: Cardington and Peer Operating Expenditures Comparison

	Actual	Actual	Actual	Actual	Actual
	Cardington 2004	Creston 2004	Mt. Gilead 2004	Sugarcreek 2004	Peer Average 2004
Salaries and Benefits	\$189,004	\$152,670	\$313,793	\$219,488	\$228,650
Operations and Maintenance	\$56,398	\$46,600	\$45,896	\$39,439	\$43,978
Capital Outlay	\$7,517	\$1,228	\$23,024	\$0	\$12,126
Other Payouts	\$350	\$0	\$0	n/a	n/a
Total Expenditures	\$253,269	\$200,498	\$382,713	\$258,927	\$284,754

Source: Village of Cardington and peers

CPD expenditures increased \$27,434 (about 12 percent) in 2004 over 2003 figures, attributable primarily to a more than \$30,000, or 116 percent increase, in Other Operations and Maintenance. The majority of the increase is accounted for by the increase in motor vehicle expense (\$20,000 which include the purchase of a car), physicals for employees (\$4,165), insurance and bonding (\$2,740), and fuel (\$2,575). CPD's 2004 expenditures in this category were \$12,420 (22 percent) above the peer average. For example, Cardington spent approximately 18 percent more on fuel in 2004 than Mt. Gilead (see **Table 2-2**). The cost of employee physicals also increased over 100 percent because the Village hired two new officers in 2004. According to Cardington's Clerk-Treasurer, Ohio Police and Fire (OP&F) requires a comprehensive pre-employment physical for all new hires at a cost to the entity of at least \$2,000 per physical. CPD's 2004 expenditures in the Other Operations and Maintenance category were \$12,420 (28 percent) above the peer average (see **Table 2-2a**). An example, Cardington spent approximately 22 percent, or \$1,839, more on fuel in 2004 than Mt. Gilead. Village officials explained the difference by noting that Mt. Gilead purchases fuel in bulk to fill the tanks owned by the Village of Mt. Gilead. Although Capital Outlay expenditures increased by 12 percent in 2004, Cardington's total Capital Outlay was approximately 38 percent below the peer average.

Key Operating Statistics

Table 2-3 compares CPD's key 2004 operating statistics and expenditure ratios with those of the peers.

Table 2-3: 2004 Police Department Operating Expenditures Comparison

	Cardington	Creston	Mt. Gilead	Sugarcreek	Peer Average
Operating Expenditures¹	\$253,300	\$200,500	\$382,700	\$258,900	\$280,700
Total FTEs¹	6.3	9.4	7.6	8.6	8.5
• Sworn FTEs	6.2	8.6	7.6	8.6	8.3
• Non-Sworn FTEs	0.13	0.81	0.0	0.0	0.3
Village Residents	1,849	2,161	3,290	2,174	2,542
Jurisdiction (Square Miles)	1.9	2.2	7.0	3.8	4.3
Calls for Service	1,385	280	742	1,202	741
Total Vehicles	2	4	4	7	5
• Marked	2	4	3	6	4
• Unmarked	0	0	1	1	1
EXPENDITURE RATIOS					
Per FTE	\$40,206	\$21,330	\$50,355	\$30,105	\$32,895
Per Resident	\$137	\$93	\$116	\$119	\$110
Per Square Mile	\$133,316	\$91,136	\$54,671	\$68,132	\$64,777
Per Call for Service²	\$183	\$716	\$516	\$215	\$379
OPERATING RATIOS					
Village Residents per FTE	293	230	433	253	298
FTE's Per Square Mile	3.32	4.27	1.09	2.26	1.97
Calls per FTE	220	30	98	140	87

Source: Village of Cardington, the peers, and the U.S. Census Bureau

¹ Staffing figures exclude vacancies and expenditure ratios are rounded to nearest \$100. Operating ratios are based on sworn FTE figures.

² Cardington calls for services include all calls. Peer calls for service only include calls which result in reports.

CPD's 2004 operating expenditure ratios exceed the peer average in nearly every category, despite employing fewer FTEs who serve fewer residents over a smaller jurisdiction. The number of residents per FTE is slightly below the peer average. However, FTEs per square mile are above the peer average (3.32 compared to 1.97). CPD appears to have approximately 2.5 times the number of calls per FTE in comparison to the peer average (this figure may be high due to differences in types of calls reported). Overall, CPD's relatively high level of expenditure can be attributed, in part, to the salaries paid to auxiliary staff, the number of arrest incidents leading to housing and meal expenses for inmates, as well as frequent repairs and maintenance on patrol vehicles.

CPD operates two cruisers with an average age of over three years and average mileage of 74,784.5 miles. The CPD lacks a formal replacement plan, as well as formal road training for auxiliary staff, thereby contributing to increased maintenance and repair costs (see **R2.15**).

Other issues which have affected CPD operations include turnover rates, disciplinary problems, and lack of structure and administrative functioning. There have also been varying degrees of disagreement among those internal and external stakeholders whose decisions directly impact Cardington's public safety services. This is of particular concern because the Village allocates more than 54 percent of General Fund expenditures (about \$270,000) to its *police enforcement* line-item, yet has no formal plan that establishes expectations, guides strategic goals and objectives (see **R2.2**), or tracks the performance (see **R2.3**) of these activities. As a result, CPD's relationship with Village Council and the Mayor's Office, has at times been strained, with varying degrees of cooperation. For example, the former Chief of Police resigned following ongoing conflicts with the Mayor and at least some members of Council. One lawsuit involving a former CPD employee over a disciplinary matter has been settled. In addition, a records request was made of the Village Solicitor on behalf of a group of four former auxiliary officers. However, throughout the performance audit, no further action occurred on the records case.

According to the Mayor, efforts are being made to improve relationships with internal and external stakeholders and to improve the overall level of functioning within the CPD. The acting Chief of Police attends Council meetings and his comments are invited by the Safety Committee or other members of Council.

Combined with the Village's informal organizational structure and minimal training of staff, turnover issues have had a negative impact on the morale of CPD employees and may negatively influence public perception of the Village's ability to perform public safety services. To gain insight on residents' opinions regarding CPD, a community survey was performed as part of the performance audit. Results of the survey are used to support recommendations throughout the report. A full summary of results is noted in **Appendix A**.

Issues Requiring Further Study

Auditing Standards require the disclosure of significant issues identified during an audit that were not reviewed in depth. These issues may not be directly related to the audit objectives or may be issues that were determined to require further study, but which fell outside the scope of the performance audit.

- **Mayor's Court:** The Village should examine alternatives to the current operation of its Mayor's Court. The Supreme Court of Ohio offers case management and technical assistance for case flow management which could help the Mayor's Court develop a comprehensive plan to improve its processes. The Supreme Court also offers training on identifying and implementing best practices, and allocating resources efficiently. Specifically, case management programs (CMP) provide comprehensive training and approaches to case management that are grounded in best practice principles. In addition, CMP assists in the development and revision of case management plans through on-site or telephone consultation with judges, clerks of court, and other designated personnel.

Upon request, CMP can conduct audits and reviews of how a court uses its case management software. CMP also identifies and recommends resource allocations, staffing needs, and financial needs as they relate to case management principles and fundamentals in a given court. These services are available at no cost and could be a valuable resource to the Cardington Mayor's Court. A comprehensive analysis of Cardington's operations might also include reviews of peer Mayor's Court operations.

Recommendations

Planning and Organization

R2.1 CPD should develop formal (written) mission and value statements for CPD, with input from both management and staff and in accordance with the Village's strategic public safety planning process (see R2.2). Furthermore, CPD should publish these statements online, as well as on documents prepared for public distribution (e.g., strategic plans, annual reports, reports to Council, etc.). By formalizing its mission, vision, and values, and making these available to elected Village officials and the public, CPD can more effectively guide its overall decision-making process and impact the decisions of its elected officials. In addition, CPD will be better able to communicate its philosophy and expectations regarding the provision of law enforcement services to Village residents.

CPD's Safety Forces Personnel Policy Manual contains a written mission statement authored by the former Chief of Police. However, current management and staff did not have input on the formal mission, and no values statements have been developed. The Government Finance Officers Association (GFOA) suggests that one of the critical uses of a mission statement is to help an organization prioritize what it should (and should not) do. For example, organizational goals (see **R2.2**), strategies, programs, and activities should logically cascade from the mission statement.

According to the American Public Works Association (APWA), statements should be developed which define the department's mission, vision, and values. These statements should be approved by the legislative or administrative body and reviewed periodically. Articulating mission, vision, and values through formalized statements helps to define departmental purpose and helps employees to view themselves as contributing to the achievement of that purpose. Vision statements answer the questions of what the leadership wants and where the department is going in the future. Value statements, according to APWA, are those beliefs that guide an organization and the expected behavior of its employees. A police department should use value statements to clarify its policing philosophy and communicate its expectations to employees and the public. Specifically, a department should consider its values when developing policy and procedures manuals and when evaluating employee performance. This will help lend significance and meaning to employee responsibilities, while creating predictability in management decisions.

According to the article *How to Write a Mission Statement* (Reh, n.d.), the task of writing a mission statement is a difficult and complex activity involving every level of the organization. A good mission statement provides strategic vision and direction for the

organization and should not have to be revised every few years. Goals and objectives are the short-term measures used to accomplish the mission and vision. The organization should only have to revise its mission statement when it is no longer appropriate or relevant.

The article outlines the following process for developing a mission statement:

- List the organization's core competencies (values), and include its unique strengths and weaknesses;
- List who the primary customers are – internal and external;
- Review how each customer relates to each of the organization's strengths (if possible, ask them);
- Write a one-sentence description of each customer/strength pairing;
- Combine any that are essentially the same;
- List the sentences in order of importance to the organization's vision, if one exists;
- Combine the top three to five sentences into a paragraph;
- Ask customers if they would have confidence in/ feel safe with/ want to coordinate with an organization with that mission;
- Ask employees if they understand, support, and can act on it;
- Ask counsel and any other suppliers of resources or expertise if it makes sense to them;
- Incorporate the feedback from customers, employees, and counsel/suppliers/experts and repeat the process;
- Refine the paragraph into statements that clearly articulate the way the organization wants to relate to those it affects, publish it in every available venue, post it where people will see it everyday, and email it to all department employees.

CPD should take advantage of online reference materials and assistance made available through OACP's website (www.oacp.org) to assist in the process. Through its webpage, OACP provides a link to numerous police departments across the state who publish mission and value statements on their own websites. For example, the City of Elyria Police Department (EPD) publishes the following mission and value statements on its website:

“We, the members of the Elyria Police Department, are dedicated to preserving the safety and quality of life of the citizens of Elyria by maintaining a professional demeanor while working within the community.”

Elyria Police Department's "Core Values" or "Organizational Values"

- **Integrity:** EPD is committed to the highest professional standards. Integrity and truthfulness in all relationships, and ethical conduct is expected and demanded by the members of this organization.
- **Respect:** EPD personnel will treat all persons in a dignified and courteous manner and demonstrate an understanding of their cultural diversity in dealing with the public in our public and private contacts.
- **Service:** EPD will provide professional quality service.
- **Accountability:** EPD will hold ourselves to the highest standards in our conduct on-duty and off-duty. The goal of all members of the EPD is to maintain superior performance with the trust and cooperation of the community.

Absent formally established mission, vision, and value statements, CPD may have difficulty conveying its overall direction and mission to employees, as well as to Village officials and the general public. CPD should be able to develop mission, vision and value statements using current resources.

R2.2 Cardington should develop and implement a three to five-year strategic plan which formally defines, prioritizes, and reports the Village's goals, objectives, and strategies as they pertain to public safety services²⁻¹. The strategic planning process should be representative and include input from internal and external stakeholders. Specifically, the Village should seek feedback from the Mayor and members of Council, the Village Administrator and Solicitor, as well as from CPD personnel and Village residents. The strategic plan should also provide a link to the mission, vision, and value statements (see R2.1) of CPD, as well as to the *police enforcement* budget. This will help to ensure that Village resources are allocated in a manner consistent with formal expectations and goals. Finally, the strategic plan should contain action steps and specific performance measures (see R2.3) to help monitor the achievement of goals and objectives. A strategic plan will help to facilitate effective communication between Village officials, Cardington safety forces and the public by providing a formal statement on planned public safety-related services and operations.

Cardington has not established a formal, three to five-year strategic plan to prioritize CPD activities. This can be attributed, in part, to the fact that strategic planning processes are not prevalent within Village operations. Testimonial evidence from interviews with Cardington personnel indicates that long-term goals for the CPD have not been

²⁻¹ The Village may also undertake a comprehensive strategic planning process, involving all areas of operations in the strategic plan. A comprehensive strategic plan is highly recommended for all levels of government. However, as this report pertains only to CPD, the recommendation is targeted to the Police Department.

established. The Department has not been able to develop the stability and internal leadership resources necessary to prioritize and formalize safety-related goals and objectives. Contributing factors include turnover at the Chief level, strained internal relationships between the administration and members of Council, limited involvement of the Council Safety Committee, and insufficient communication. Moreover, Cardington's financial condition, while stable, has resulted in a relatively reactionary approach to public safety services on the part of Village officials. For example, loss of full-time officers has led to increased use of auxiliary officers. Although being developed, the lack of a training or mentoring program has led superiors to make decisions on officer "readiness" that could be a contributing factor to the lack of professionalism of CPD officers noted in comments received from residents (see survey results in **Appendix A**). In addition, the loss of the canine unit has led to a reduction in programs and services that involved canine operations although the department still owns the equipment needed for the canine program.

According to GFOA, a strategic planning process – with sufficient performance measures (see **R2.3**) – is a comprehensive and systematic management tool designed to help organizations assess the current environment, anticipate and respond appropriately to changes in the environment, envision the future, increase effectiveness, develop commitment to the organization's mission (see **R2.1**), and achieve stakeholder consensus on strategies and objectives for achieving that mission. Strategic planning is about influencing the future rather than simply preparing for or adapting to it. The focus is on aligning organizational resources to "bridge the gap" between present conditions and the envisioned future.

A strategic plan is a practical, action-oriented guide which is essential for allocating limited resources within smaller communities. A key responsibility within the strategic planning process is to efficiently and effectively manage services, programs, and resources, and to clearly communicate results. In addition, strategic plans should identify various action steps required to manage specific goals and objectives, and include performance measures (see **R2.3**) to gauge progress in attaining goals and objectives. The Village of Creston has developed a formal policy regarding its planning function. The policy outlines the following as functions of the planning process:

- Planning shall be a priority for the department;
- Goals and objectives will be formulated through meetings of staff officers;
- Budgets will be formulated by the Chief of Police and submitted for review and revision by the Finance Committee with the final budget proposal submitted to the Mayor and Fiscal Officer before presenting to Council for approval;
- Case and arrest statistics will be compiled by each officer and the Chief to assist in formulating schedules and demonstrating needs for personnel;

- Certain departmental needs may be met through assistance from federal and state grants and information should be compiled and analyzed to assist in procuring such aid.

While it is important to balance the vision of the community with available resources, the resources available should not inhibit planning. Rather, organizational objectives should help to determine how available resources can be linked to future goals. An important complement to the strategic planning process is the preparation of a long-term financial plan²⁻², prepared concurrently with the strategic plan. A government should have a financial planning process that assesses the long-term financial implications of current and proposed policies, programs, and assumptions. Without a formal strategic plan that is adequately linked to financial resources, the Village cannot effectively communicate its public safety-related vision, goals, and objectives, nor can the Village ensure the availability of resources necessary to meet public demands for these services.

R2.3 Village Council, with assistance from the Village Administrator and Solicitor, should work with the Mayor and Chief of Police to develop key safety-related performance measures. By developing formal performance measures in conjunction with a strategic planning process (see R2.2), Cardington and its public safety officials can more effectively monitor the achievement of its mission, goals, and objectives. Moreover, CPD can use performance measures to enhance accountability by providing regular updates and reports to Village officials and the public in a manner similar to the peers.

The Village does not use formal performance measures to monitor the efficiency and effectiveness of its public safety services. GFOA indicates that a key responsibility of local governments is to develop and manage programs, services, and their related resources as efficiently and effectively as possible, and to communicate the results of these efforts to internal and external stakeholders. When linked to an organization's budget and strategic planning process, performance measures can be used to assess accomplishments on an organization-wide basis.

GFOA suggests that performance measures should:

- Be based on program goals and objectives that tie to a mission statement or purpose (see **R2.1**);
- Measure program outcomes;
- Provide for resource allocation comparisons over time;
- Measure efficiency and effectiveness for continuous improvement;

²⁻² AOS has outlined best practices in financial forecasting in its online Best Practices Newsletter (Volume 1, Issue 1, 2004).

- Be verifiable, understandable, and timely;
- Be consistent throughout the life of the strategic plan;
- Be reported internally and externally (e.g., departmental websites, annual reports, reports to Council, etc.);
- Be monitored and used in managerial decision-making processes; and
- Be designed in such a way to motivate staff at all levels to contribute toward organizational improvement.

Some examples of police-related performance measures include, but are not limited to the following:

- Number of incidents per sworn/non-sworn officer, per resident, and per square mile;
- Expenditures per incident (call for service);
- Number of dispatched calls per hour/shift;
- Average response time from dispatch to officer arrival (with five minutes or less as a preferred benchmark);
- Number of citizen/employee/inmate grievances or complaints filed; and
- Average time to resolve grievances or complaints.

Further examples and their interrelationship can be found in *Service Efforts and Accomplishments Reporting: Its Time Has Come -- Police Department Programs* (Governmental Accounting Standards Board, 1988.)

In addition, the Village of Creston's PD policy outlines the following process for conducting a semi-annual analysis of its operations to measure progress toward goals:

- At least semi-annually, operational activities will be analyzed to ensure proper allocation and deployment of personnel;
- Analysis will include, but not be limited to, the number of service calls, cases and accidents, the location of calls by district or general geographic area, the time (during which shift), day and date of the call, and if possible, the number of calls that are delayed.

When used in the long-term planning and goal-setting process, and linked to the entity's mission, goals, and objectives, meaningful performance measures can assist government officials and citizens in identifying financial and program results, evaluating past resource decisions, and facilitating qualitative improvements in future decisions regarding resource allocation and service delivery. For example, if CPD's stated goal is to decrease the number of drug-related incidents, the strategic plan should include a

process for measuring performance by objective (e.g., the number of drug-related arrests and/or number of drug-related health care incidents).

Once CPD has established its mission, identified its stakeholders, and defined its goals, development of key performance indicators (KPI's) will provide a way to quantifiably measure progress toward its goals. KPI's reflect the organization's goals and are key to the organization's success, are quantifiable (measurable), and are generally long-term considerations. Without a system of formal performance measurement, Cardington cannot effectively monitor the achievement of public safety-related goals and objectives. Moreover, the Village cannot adequately communicate its expectations in this regard to employees, or to the general public.

R2.4 The Village should take steps to ensure that organizational structures and reporting relationships between elected officials and members of the CPD are clearly defined and adhered to in order to enhance and facilitate effective communication and reinforce the responsibility of the Chief of Police. CPD should assign rank to positions that hold responsibility for training and/or supervising new employees in accordance with peer and USDOJ standards. This will help improve efficiency as well as internal relationships and will avoid confusion that could otherwise be the result of an organizational structure in which staff personnel receive conflicting direction from more than a single authority.

According to statute, the Mayor oversees the safety operations of the Village and shall appoint a Chief of Police with approval from Council. With the resignation of the former Chief of Police in May 2005, the Mayor appointed the Deputy Chief to fill the interim position until a permanent replacement is recruited following the performance audit. In addition to the change in this key leadership position, the Mayor has assumed a higher level of involvement and a more "hands-on" approach to his role as head of the Village safety forces than the previous administration. Based on interviews with personnel, there have been instances in which they were confused as to whom they report. Part of this confusion is due to the fact that the acting Chief and patrol officers state that they have never seen a written copy of their job description (see **R2.10**) which should clarify the position of the immediate supervisor. CPD only uses the rank of Chief and officer within its full-time unit. However, one experienced officer is responsible for training and overseeing new employees and auxiliary staff. Two peers (Mt. Gilead and Sugarcreek) have full-time officers assigned to the rank of Sergeant and Lieutenant to indicate their higher level of responsibility/experience than line staff (patrol officers). In a manner commensurate with peers and with USDOJ standards, CPD should consider assigning higher ranks to personnel with middle-level management responsibilities.

In a manner similar to the Village of Creston, CPD should formalize an outline of its organizational structure and direct reporting relationships, and adhere to that structure in

its day-to-day operations. Creston's PD is organized into an administrative and an operations department. The administrative department is comprised of the Chief of Police and clerical personnel under the Chief's direction. The operations department is comprised of patrol personnel and the reserve unit. Some of the issues faced by the CPD appear to be directly related to the fact that the acting Chief is essentially an operations position rather than an administrative position. Since the department has experienced significant turnover, there has been a need for the acting Chief to continue regular patrol duties. However, the lack of administrative and organizational leadership duties has taken a toll on overall operations. CPD should take steps to ensure that administrative tasks are performed and improved and that the appointment of a permanent Chief considers the required knowledge, skill, and ability to provide appropriate leadership for both the administrative and operations sides of the department.

Community Policing

R2.5 In conjunction with the Village's strategic, public safety services plan (see R2.2) and accompanying performance measures (see R2.3), CPD should develop a formal, community policing plan. This plan should be developed with input from internal and external stakeholders – including Village officials, CPD employees, and the general public – through regular attendance at open meetings, as well as continued use of citizen surveys. A formal community policing plan may help to reduce Cardington's overall number of crime-related incidents.

CPD's acting Chief expressed a goal to place additional emphasis on community policing and an interest in obtaining feedback from the community regarding the accessibility and visibility of law enforcement officers. While this is a pro-active goal related to CPD's efforts to improve, it should be noted that issues of communication still exist with some primary stakeholders and a community policing philosophy or plan has not yet been established. According to *Reinventing or Repackaging Public Services – the Case for Community-Oriented Policing* (Public Administration Review, Nov.-Dec. 1998), a small percentage of local police departments formalize their community policing philosophy via a written plan. Rather, it is more likely that a community policing philosophy is developed informally and in accordance with citizen surveys, similar to CPD. Notwithstanding, police departments nationwide have established a variety of community policing program alternatives. The USDOJ reports that in cities with 1,000 to 4,999 residents, the most popular form (90 percent) of community policing involves small, group meetings with the general public to obtain feedback.

According to OACP, community policing is an organizational philosophy and set of corresponding procedures used by police officials and citizens to identify, diagnose, and resolve problems that require police and community attention. This philosophy has two distinct and important characteristics. First, the police department intentionally relies on

and collaborates with citizens to develop a specific style of policing that is unique to and most appropriate for the community it serves. Second, the police department uses a mutually reinforcing, neighborhood-oriented approach to identify problems that require solutions. Ensuring that internal and external lines of communication remain open is the responsibility of all police employees and is essential to establishing a long-term, community-based policing partnership based on acceptance, trust, and credibility. Using survey results compiled as part of the performance audit, CPD, in conjunction with the Safety Committee should review stakeholder responses in designing and developing the community policing component of its overall policing program. Obtaining stakeholder input is a key activity in developing a formal community policing plan which will help CPD address community concerns and achieve its mission (see **R2.1**).

R2.6 In conjunction with a community policing plan (see R2.5), CPD should develop a formal annual report. Specifically, this report should be used to provide stakeholders with regular updates on police-related activities, as well as with operational and financial statistics. Additionally, CPD should ensure that the annual report reflects its own mission and vision (see R2.1), as well as the Village’s strategic, public safety-related goals and objectives (see R2.2), and agreed-upon performance measures (see R2.3). Moreover, CPD should ensure the effective and efficient distribution of this annual report by publishing it online and making copies available to Village officials and the general public. Finally, CPD should ensure that it complies with all established general orders to minimize potential risks of legal and financial liability.

Although CPD has started to track various operational expenditures and statistics (e.g., incidents, calls for service, costs, etc.) it does not publish an annual report that uses performance measurement to monitor progress on strategic goals and objectives. CPD should develop administrative reports, including annual reports, distribute them to Council members and make them available to the public. The Village of Sugarcreek produces an annual year-end summary report for its PD operations which includes summarized data for the year compared to the previous year. Mt. Gilead also tracks and reports annually information concerning calls for service, arrests, and other police-related data. As with the absence of both strategic (see **R2.2**) and community policing plans (see **R2.5**), the lack of formal reporting can be attributed to the Village’s relatively reactionary approach to public safety service provision.

According to ICMA, annual reports help to provide a basis for service evaluation and accountability and may include the following elements:

- Status of major projects and issues;
- Financial/fiscal status;
- Status of strategic planning efforts;

- Actual program service levels and targets; and
- Citizen/employee satisfaction.

According to GFOA, objectives can only be fully realized if they are readily available to all interested parties. Presentation on an agency's website offers an unparalleled means of providing easy access to both documents.

Organizations may also use annual reports to provide benchmark comparisons to comparable jurisdictions, past performance trends, and established performance targets, in order to assess service efforts and accomplishments. Without an annual report that uses performance measurement to monitor progress on strategic goals and objectives, CPD cannot effectively communicate its accomplishments, nor its needs, goals, and initiatives to primary stakeholders.

Staffing Levels/Personnel Management

R2.7 The Village should deploy recruiting strategies which are aligned with peer and best practices to fill vacant positions. Better recruitment will help ensure the appointment of qualified full-time personnel, particularly with regard to selection of a police chief to lead and manage CPD operations. In addition, best-practice recruiting activities will help ensure appointment of full-time personnel with qualifications commensurate to the knowledge, skills, and abilities outlined by peer job descriptions. For the police chief position, this would include demonstration of an ability to effectively manage administrative and organizational duties as well as technical aspects of the job. In addition, CPD should consider increasing the hourly wage that full-time sworn officers receive to help the department attract and retain qualified staff and minimize turnover.

CPD hired two full-time employees in 2004 at a cost to the Village of approximately \$2,500 each for physicals, drug testing, etc. In 2005, CPD experienced turnover of two full-time positions (Police Chief and one patrol officer). Resignation of the Chief of Police resulted in the assignment of an acting Chief from the ranks. While this helped maintain operational continuity through retained institutional knowledge and a level of stability during a time of transition, it had a negative impact on employee morale and the performance of administrative functions may have been delayed or incomplete due to experience levels.

Table 2-4 compares CPD's total 2005 salary and wages by sworn position with those of the peers.

Table 2-4: Average Actual Salary & Wages by Sworn Position – 2005

	Cardington	Creston	Mt. Gilead	Sugarcreek	Peer Average
SWORN POSITIONS					
Chief	\$16.16	\$17.97	\$19.91	\$21.00	\$19.63
Captain	\$13.50 ¹	n/a	\$19.52	\$15.50	\$17.51
Lieutenant	N/A	n/a	N/A	\$14.70	n/a
Sergeant	N/A	n/a	\$16.08	\$14.10	\$15.09
Road Patrol Officer	\$13.50	13.50	\$15.82	\$12.23	\$13.85

Source: Village of Cardington and peer police departments

¹Not a full-time position.

According to the Village, CPD’s established hourly wage for the Chief position is \$16.16; road patrol officers earn \$13.50 per hour compared to the peer average of \$19.63 and \$13.85 respectively (See **Table 2-4**). Pay rates for patrol officers at CPD are comparable to Creston and Sugarcreek. Therefore, there is no recommendation for change.

The Village should seek to remedy wage-related discrepancies to ensure qualified, consistent leadership within CPD. Absent sufficient financial incentives for tenured, experienced employees; the Village is likely to continue to experience instability within its sworn command structure.

Financial Implication: Assuming the Village approves a 21 percent hourly wage increase for the Chief of Police to a level commensurate with the peer average, it will incur annual implementation costs of \$7,218 (excluding benefits). This figure assumes that the Chief serves as a full-time employee working 2,080 hours per year.

R2.8 CPD should maintain its staffing level of 5.6 FTEs (see Table 2-1). In addition, CPD should seek to use auxiliary unit staff in accordance with ORC guidelines to provide supplemental support to regular CPD staff similar to peer practices. This shifting of FTEs could be accomplished by reducing the auxiliary staffing levels to 1.6 FTEs and increasing full-time ranked officers by 1.0 FTE. Therefore, overall staffing levels are maintained but capacity, authority and responsibility are increased through assignment of rank to one full-time officer. CPD should look for opportunities to use lower cost auxiliary personnel to support non-critical functions. In addition, the Village should align the Village Ordinances with the duties of the CPD and the use of auxiliary personnel.

CPD has two full-time patrol officers compared to the peer average of five (see **Table 2-1**). However, CPD’s acting Chief also performs patrol duties during a regular shift. CPD also has a higher number of auxiliary staff (2.6 FTEs) compared to the peers (1.0 FTE). This is indicative of Cardington’s philosophy regarding the use of auxiliary officers to perform regular patrols, which varies from the manner in which peer auxiliary units are

used. Cardington could choose to hire one additional full-time officer if it reduced auxiliary staffing to 1.6 FTEs. This would allow CPD to have a number of FTEs per resident similar to the peers and still maintain a higher number of FTEs per square mile than the peers (see **Table 2-3**).

According to USDOJ, auxiliary police officers are typically unpaid citizens who are recruited and trained to supplement and support regular police officers in their duties. Specific responsibilities include crime prevention and community-oriented policing (see **R2.5**), such as conducting security surveys, organizing neighborhood watch programs, providing additional security at courts and in schools, and enforcing curfews.

CPD's auxiliary unit is authorized to have 15 participants with each contributing a minimum requirement of 16 volunteer hours of service per month. The number of hours served by the auxiliary is equal to 2.6 FTEs, compared to the peer average of 1.0 FTE auxiliary staff (see **Table 2-1**). According to the acting Chief, several auxiliary members work paid shifts over and above the minimum volunteer hours due to the reduced number of full-time officers on staff. Auxiliary officers help increase police coverage and visibility at community events. A shift in the use of full-time versus auxiliary staffing should be made in accordance with Cardington's overall goals and objectives for PD operations.

Financial Implication: By reallocating staffing resources from within the auxiliary unit to fill one additional full-time position, the Village would incur annual salary and benefit costs of approximately \$39,280. The one-time cost of hiring a full-time employee is approximately \$2,000 for pre-employment medical testing.

Policies and Procedures

R2.9 CPD should adopt a policy regarding the maintenance of personnel files and records in accordance with best practice standards and ensure the policy complies with applicable laws. In addition, the Chief should be responsible for ensuring that personnel files contain current job descriptions, wage information, documentation of background checks, and legal verification of sworn oath of office in accordance with best practices for record-keeping.

A review of CPD personnel files was conducted as part of the performance audit. Files were found to be incomplete in terms of documentation of employee applications, background checks, job descriptions, oath of office forms and performance evaluations. According to SHRM, the following items should be maintained in a basic personnel file:

- Employment application and resume;
- College transcripts;
- Job descriptions;
- Wage information;
- Education and training records;
- Disciplinary notices and documents;
- Performance evaluations;
- Test documents used by an employer to make employment decisions;
- Background checks;
- Exit interviews, and
- Termination records.

The following items should be maintained in separate files:

- Medical records – The Americans with Disabilities Act requires employers to keep all medical records separate, including pre-employment physical examinations, medical leaves, workers’ compensation claims, and drug and alcohol testing.
- Equal Employment Opportunity – In order to minimize claims of discrimination, it is important to keep source documents that identify an individual’s race and sex in a separate file. If internal or external charges are investigated, it is recommended that these files also be maintained separately.
- Immigration (I-9) forms – These should be maintained chronologically by year and, particularly if payroll functions are performed internally, these forms should be kept with tax withholding records.
- Workforce.com recommends minimum time frames for record-keeping from one year for hiring information to thirty years for medical records. A written policy adopted by the Village Records Commission will allow supervisors and payroll officers to be consistent with replies when employees request access to their files and will ensure that practices are compliant with state and federal requirements. An annual review of personnel files should be conducted to make necessary updates. These duties could, in part, be delegated to the Mayor’s Court Clerk/Administrative Assistant. Implementation of this recommendation could be made at no additional cost to the Village.

R2.10 CPD should ensure that job descriptions for all staff, particularly the police chief position, are comprehensive, current, and updated in accordance with best practice standards. Existing job descriptions should be updated to reflect changes in duties

and should reflect relevant knowledge, skills, and abilities required to perform the job functions. Accurate and current job descriptions should then serve as criteria for evaluating employee performance.

The acting Chief, as well as full-time and auxiliary patrol officers, stated they had never been provided a copy of their job description. A review of personnel files revealed that job descriptions were either missing or outdated (see **R2.10**). Village officials have expressed the intent to soon begin formal recruitment of a permanent police chief. However, the Village should develop a comprehensive job description for the position to facilitate effective recruiting (see **R2.7**).

According to Business and Legal Reports, Inc., organizations should have a formal schedule for reviewing all job descriptions, preferably at least once a year. Maintaining up-to-date job descriptions is important because they facilitate effective human resources management in the following ways:

- Clarify duties and define relationships between individuals and departments.
- Help the job holder understand the relative importance of tasks and level of accountability.
- Provide information about the knowledge, training, education, and skills needed for a job.
- Help minimize conflicts and improve communications by telling employees what they need to know about the job.
- Help management analyze and improve the organizational structure and resource allocation.
- Provide all this information in a completely objective and impersonal way.

Accurate job descriptions also provide a basis for job evaluation, wage and salary surveys, and an equitable wage and salary structure. The content of the written job descriptions should include the following:

- List of tasks;
- List of decisions made;
- Amount of supervision received;
- Supervision exercised;
- Interactions with other staff;
- Physical conditions;
- Physical requirements; and
- Software or other equipment used.

For example, based on a completed job analysis, Creston outlined a general description for the Chief of Police position as the administrative head of the department who reports directly to the Mayor. Specifically, the position is described as a working administrator, meaning that the job is primarily an office-type administrative role but may on occasion require performance of road officer duties. Educational requirements stipulate the candidate must be a high school graduate (with college training highly desirable), and possess state certification as a police officer with a minimum of 10 years full-time experience. Among other requirements, the candidate must possess thorough knowledge of the principles and methods of organization, management and supervision and the ability to read, comprehend, and apply constantly changing court decisions and legal requirements. In addition to the general operational responsibilities of the Chief, key administrative duties listed in the job description include the following:

- Prepare, recommend, and submit to the Mayor, Finance and Safety Committees, a department budget of the total operating costs based on comparison of past costs and projections of future needs;
- Prepare and submit a five-year plan of goals and objectives including expected financial expenditures for the department to the Finance and Safety Committees;
- Submit monthly written evaluations on command officers-in-training and bi-annual written evaluations thereafter for efficiency, performance, and/or promotion;
- Monitor operations and responsiveness of the department and recommend revisions and changes;
- Attend meetings as needed to inform Council and Safety Committee members of department progress and provide monthly reports of department activities to the Mayor;
- Investigate all allegations of police misconduct and document disciplinary actions;
- Maintain an effective public relations program involving all officers of the department;
- Initiate community policing programs;
- Recruit and screen all department applicants and provide background investigations for interviews and assume responsibility to documentation of physical exams prior to hiring;
- Maintain department records, certifications and trainings in personnel files and submit to the Mayor for review;
- Initiate safety programs in the department and develop safety policies;
- Respond to citizen complaints and recommend solutions;
- Provide training program or seminar information to the Safety Committee to ascertain training opportunities;

- Attend seminars and workshops to remain knowledgeable of the principles and practices of modern police administration and methods;
- Prepare bids, specifications, reports, and correspondence to provide information and purchase materials and services; evaluate bids and recommend vendors;
- Review and advise subordinates in complex criminal or other investigations;
- Review current policies and procedures and recommend changes or additions as needed to reflect changes in the law and improve departmental effectiveness;
- Approve/disapprove monthly officer work schedules, use of overtime and leave usage;
- Initial and review for accuracy and completeness officer citations and reports prior to being entered into the computer by the clerk; review, initial, and submit daily logs to the Mayor;
- Submit his/her own leave usage requests to the Mayor and name the appointed officer-in-charge during leave time; and
- Set an example to subordinates and citizenry in sobriety, dignity, civility, discretion, skill, diligence, obedience, and the proper observation of discipline.

CPD should use the best practice criteria listed above to revise and update its job descriptions and should consider using the Creston administrative duties and other job aspects as a model for developing the police chief job description. The job descriptions should be reviewed and updated annually to ensure that employees are clear about their own duties and responsibilities. New job descriptions should be maintained in an electronic format so that they can be updated easily. Absent clear guidance and leadership, employees do not have adequate clarity concerning the expectations for their positions. This could be linked to negative commentary about police officers' lack of respect and courtesy to citizens which was mentioned by some residents on the community opinion survey. This recommendation can be implemented at no additional cost to the Village.

R2.11 CPD should allocate a higher level of administrative support duties for CPD operations to the Mayor's Court Clerk in a manner commensurate with peer practices. By capitalizing on the knowledge, skills, and abilities of the Mayor's Court Clerk/ Administrative Assistant to a greater degree, CPD could increase the accuracy and completeness of administrative tasks necessary for effective and efficient functioning within the department.

The job description for the Cardington Mayor's Court Clerk/Administrative Assistant lists duties relative to providing support for CPD operations. However, the current Clerk reported spending only about one hour per day on CPD-related tasks. The performance audit revealed several administrative tasks that were not regularly completed which could be assumed by the Mayor's Court Clerk. For example, officers reported that a work schedule is not consistently maintained and posted to indicate when they are required to

report for duty. Absent appropriate scheduling procedures, CPD cannot achieve the level of efficiency desired by Village officials or meet employee expectations of its leadership. One employee reported a problem with potential disciplinary action for failure to report for a shift without a call to the Chief. However, the work schedule was not posted or otherwise communicated to the officer. Additional problems may occur when calls from citizens cannot be appropriately routed because schedules are not posted which would otherwise inform the Mayor's Court Clerk/Administrative Assistant who is on duty.

The Village of Creston reported that the Mayor's Court Clerk spends approximately half her time on administrative support duties for the Village PD. One primary administrative task performed on behalf of the Creston PD includes establishing the monthly work schedule and submitting it to the Chief for approval. The Clerk then posts the schedule in a prominent place and sends an email to the officers to inform them of their work schedule for the coming month. By allocating administrative tasks to the Mayor's Court Clerk/Administrative Assistant in a manner similar to Creston, CPD could increase the efficiency and effectiveness of its operations while remaining within the parameters of the written job description for the position (see **R2.9**).

R2.12 CPD should revise and update its policies and procedures manual for safety forces. As part of the policy manual review, CPD should develop, formalize and enforce an acceptable use policy describing the appropriate and inappropriate uses of computers. The policy should ensure that all personnel are made aware that computer/network usage is a privilege, not a right, that can be revoked for defined unacceptable behavior. Also, Village officials should monitor and audit computers for potential inappropriate usage.

A review of the Safety Forces Personnel Policies and Procedures Manual revealed a need for a comprehensive update to ensure stated contents and page listings match what is actually contained within the manual. Some policies that are listed in the table of contents are missing or do not correspond to the listed page numbers. (For example, the policy for executing a search warrant is listed as appearing on page 48 but actually appears on page 66.) These kinds of discrepancies should be corrected to facilitate use of the manual as a reference tool for employees.

The manual was also compared to policy and procedures manuals of the peers. Based on interviews with CPD officers and on survey comments by Village residents, a number of issues should be addressed through the development of formalized policies. For example, CPD does not have a policy denoting acceptable use of office computers or for accessing the Internet that employees must review and sign. During the performance audit, officers reported problematic personnel issues surrounding inappropriate use of CPD office computer equipment and improper access and use of the Internet. For example, there is a forum for officers to share experiences with peers from other departments and, internally,

for officers to share communications via email. While using these information-sharing networks, employees should be sensitive to harassment issues and use caution and respect to avoid creating a hostile work environment.

An acceptable use policy helps protect both the organization supplying computer access and the user. According to the Ohio Local Law Enforcement Information-Sharing Network (OLLEISN) Best Practice, a comprehensive policy for CPD would contain the following elements:

- Purpose – To ensure CPD email, Internet and other information technology resources are used for official law enforcement purposes to carry out the duties of the organization.
- Scope – The policy shall apply to all individuals who have access to email, Internet and other Information Technology (IT) resources of CPD including sworn law enforcement officers and non-sworn civilian employees.
- Background – Employees must have access to Internet, email, and other IT resources to carry out their official duties for the CPD. The purpose of these resources is to support the agency in achieving its mission and goals, and resources must be used as a tool to efficiently and effectively manage the operations of the agency. Inappropriate use of these resources results in lost productivity, workplace lawsuits, public relations concerns, security breaches, disciplinary action and misused computer resources. IT resources are not intended for personal use by employees of the CPD.
- Policy – This policy establishes acceptable and unacceptable use of Internet, email, and other IT resources. All employees are responsible for appropriate and responsible use of these resources.

Specifics of the policy should clearly define acceptable use as that which is necessary to carry out official CPD duties (with a minimal amount of personal use of email for important, brief communications that must be addressed while on duty). CPD should reserve the right to revoke personal use of technology resources at its discretion. OLLESIN defines unacceptable use of IT resources as any of the following:

- Illegal Use: IT resources shall not be used for or in support of any violation of local, state, or federal laws;
- Commercial Use: IT resources shall not be used for commercial purposes, product advertisements, or “for profit” personal activity;

- Accessing Sexually Explicit Materials: IT resources shall not be used to view, transmit, retrieve, save or print for personal reasons any electronic messages or images which may be deemed sexually explicit;
- Lobbying: IT resources shall not be used for any form of lobbying, such as using email to circulate solicitations for money or advertisements for charities, political reasons or religious purposes;
- Copyright Infringement: IT resources shall not be used to duplicate, transmit, or use copyright materials such as software, documents, music, graphics, and other materials in violation of copyright laws;
- Junk Mail: IT resources shall not be used to distribute chain letters, advertisements, or unauthorized solicitations for personal reasons;
- Harassment: IT resources shall not be used to distribute harassing statements or images which disparage others based on race, national origin, sex, sexual orientation, age, disability, or political or religious beliefs;
- Incite Violence: IT resources shall not be used to incite violence or to describe or promote the use of weapons or devices associated with terrorist activities;
- Gambling or Wagering: IT resources shall not be used to observe or participate for personal reasons in any gambling or wagering activities;
- Software: IT resources shall not be used to maintain, copy, or transfer unauthorized software or software that is not licensed by the department.

While CPD has generally relied on employee professionalism to guide behaviors and actions, the lack of a specific Internet usage policy increases risk for inappropriate distribution of confidential information, legal liability for offensive material sent or received by an employee, libel issues arising from employee opinions documented in e-mail, and lost productivity. The risk could be minimized through formalization of its policy, specifically for employees who have Internet access, and the implementation of computer use audits.

R2.13 In conjunction with a revision of its Safety Forces Personnel Policies and Procedures Manual, CPD should establish standard operating procedures (SOP's) which address rules of conduct for all division personnel. Specifically, SOP's should be developed to guide officers who may be given conflicting or questionable orders. In a manner similar to the peers, CPD should formalize SOP's that require division personnel to obtain knowledge of directives, procedures, policies and laws to serve as a guide when given conflicting or questionable orders by superiors.

During the performance audit, officers reported having been given oral and written directives which they believed were at the least improper, not in the best interest of local residents. CPD does not have a written policy or SOP to guide employees in this situation. Mt. Gilead's Standard Operating Procedures Manual contains a Rules of Conduct section which stipulates the following:

“Division personnel are to be thoroughly familiar with Division rules, policies, directives, orders, and city, state, and federal laws that pertain to their employment....Division personnel who are given an otherwise proper order which conflicts with a previous order, rule, regulation or directive are to respectfully inform the superior officer...Personnel are not to obey any order which they know or should know would require them to commit any illegal act. If in doubt as to the legality of an order, request the issuing party to clarify the order or to confer with higher authority.”

According to *Police Administration*, 5th ed. (Gardner, 2004), the development of directives should involve considerable planning and careful analysis of organizational goals and objectives (see **R2.1**). In general, behaviors and directives should be guided by an updated policy and procedures manual. However, all directives, including those not specifically outlined in a policy manual, should be guided by safety enforcement laws. Discussing a newly disseminated order with patrol officers directly will help ensure they understand the directive and the reasons behind it.

CPD should inform officers of a process in which they are free to appeal to the Mayor when there is sufficient cause to believe a directive is improper without fear of reprisal.

Training

R2.14 CPD should establish minimum training requirements for each job level and should track training hours completed in a manner commensurate with peers and best practices. It should, in conjunction with the Safety Committee, prepare a formal training budget to be submitted for approval by Council. By failing to prioritize training through establishment of a formal training budget, CPD increases the potential for more costly consequences including injury and legal liability.

According to interviews with Village officials and personnel, CPD does not have a budget for training. In particular, Village officials reported an obvious need for revision of, and better training on, the use of force. Community survey results and reported problems with CPD staff behaviors can be attributed to issues involving insufficient training of new recruits. Insufficient or inappropriately administered training of safety personnel can result in increased liability to the Village. The acting Chief stated that CPD has made efforts to enlist training assistance from Mt. Gilead.

The Village of Creston requires all newly appointed PD employees to complete a training period of 180 days. Throughout the training period, the employee is required to be evaluated by the Mayor or Chief on a monthly basis. Similar requirements for Sugar Creek are outlined within their police department policy manual. Further, according to *Police Administration*, 5th ed. (Gardner, 2004), deployment of training within smaller

departments often depends on services of nearby larger departments or regional or state training academies.

The Department should continue to avail itself of the expertise of nearby departments as opportunities arise, and should also seek training opportunities through the County Sheriff's Office. Unless officers are thoroughly trained before they are on the job for any considerable length of time, they are likely to develop rigid habits and attitudes that will be difficult to alter and which could lead to behavioral problems similar to those experienced in the Village in the recent past. Therefore, training requirements and appropriate budgetary appropriations for training should be incorporated into CPD's overall strategic plan (see **R2.2**).

Fleet Vehicle Maintenance and Management

R2.15 CPD should develop a formal vehicle replacement plan that is linked directly to the Village's recommended strategic public safety planning process (see R2.2). In addition, as resources become available, CPD should consider the addition of one vehicle, either marked or unmarked. By acquiring one additional vehicle, CPD could increase its ability to provide service to the community in the event of extended repairs, etc.

CPD currently maintains two vehicles in its fleet, both of which are marked. CPD does not have any unmarked vehicles. In 2004, the Village purchased one new cruiser at a cost of about \$21,000. The Village spent an additional \$3,000 to equip the vehicle. The other cruiser was purchased in 1999 and has approximately 107,000 miles.

According to CPD, the newer cruiser required extensive repairs during 2005 which left the department with a single vehicle during those times. The peer average fleet size is five (see **Table 2-3**). Although a formal vehicle replacement plan has not been developed, CPD tries to repair and replace vehicles as needed, depending on the availability of resources.

Based on replacement benchmarks, CPD should plan to replace its cruisers when odometers reach 85,000 to 100,000 miles.²⁻³ CPD, however, does not currently link funds for vehicle purchases to a formal replacement planning process. Rather, vehicle replacement typically occurs on an *ad hoc* basis, as resources become available. One of CPD's vehicle odometers significantly exceeds recommended replacement benchmarks of 85,000 to 100,000 miles. Without a formal replacement plan, CPD cannot effectively plan and budget for vehicle replacement. As a result, CPD operates slightly older, higher

²⁻³ David N. Ammons; *Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards*, 2nd Edition (2001)

mileage vehicles which cost more, on a per vehicle basis, to maintain and repair (see **Table 2-2a**), compared to the peers.

According to the International City/County Management Association (ICMA), a formal vehicle replacement plan should stipulate those criteria to be considered when making replacement decisions (e.g., minimum age and mileage requirements). ICMA further suggests that because law enforcement vehicles typically experience more intense use, they should be targeted for replacement sooner rather than later. However, the American Public Works Association (APWA) Management Practices Manual (3rd ed.) recommends that equipment be replaced at the most economical point in its life-cycle, referring to the length of time over which average total unit cost is lowest. In addition to age and mileage requirements, economical replacement plans also consider total maintenance/repair and fuel costs. Although replacement criteria cannot account for all factors inherent in the decision-making process, a formal vehicle replacement plan provides organizations with an effective mechanism for linking criteria to projected budgets. Moreover, these plans can be used to more effectively manage associated fuel and maintenance costs.

By developing a formal vehicle replacement plan, CPD can more effectively link replacement decisions to available resources. Furthermore, CPD can develop its fleet replacement schedule while tracking and minimizing costs associated with maintenance/repairs and fuel.

Grant Funding

R2.16 CPD should seek grant funding to help promote and support the goals and objectives of its operations. Although financially stable, Cardington officials state they do not have funding available to support a number of PD initiatives. In particular, a training budget has not been established. Lack of training and funding to support PD goals could be a contributing factor in community survey responses that reflect a low opinion of PD officers.

According to Village officials, CPD has, in the past, worked with the Morrow County Emergency Management Office to obtain grant funding. If CPD were to continue to work with Morrow County to search for grant funds, it may be able to improve operations and services to the community.

At the Ohio Office of Criminal Justice homepage, there is a list of available grants for the 2005 and 2006 fiscal year. The following is an abbreviated list of available grants:

- Edward J. Byrne Memorial Justice Assistance Grant
- Family Violence Prevention and Services (FVPS)
- Residential Substance Abuse Treatment (RSAT)

- Violence Against Women
- Local Law Enforcement Block Grant (LLEBG)
- Justice Assistance Grant-Law Enforcement (JAG LE)

Table 2-5, shows various resources for finding and applying for grant funding.

Table 2-5: Grant Resources for Police Departments

Available Grants	Website
Finding Federal Grants	
Catalog of Federal Domestic Assistance (CFDA)	www.cfda.gov
The Foundation Grants Index	www.fdncenter.org
National Directory of Corporate Giving	www.fdncenter.org
Federal Register	www.gpoaccess.gov/nara
Grants.Gov	www.grants.gov
Finding Private Grants	
Foundation Directory	www.fdncenter.org/cleveland
Identifying Federal Grant Source	
Department of Justice (DOJ)	www.usdoj.gov
National Institute of Justice (NIJ)	www.ojp.usdoj.gov/nij
Office of Juvenile Justice and Delinquency Prevention (OJJDP)	www.ojjdp.ncjrs.org
Bureau of Justice Assistance (BJA)	www.ojp.usdoj.gov/bja
The Office of Victims of Crime	www.ojp.usdoj.gov/ovc
Identifying State Grant Sources	
The Ohio Office of Criminal Justice Services (OCJS)	www.ocjs.ohio.gov
Ohio Department of Public Safety (ODPS)	www.ohiopublicsafety.com
Ohio Department of Alcohol and Drug Addition Services (ODADAS)	www.odadas.state.oh.us
Ohio Department of Education (ODE)	www.ode.state.oh.us
Ohio Department of Health	www.odh.ohio.gov
Ohio Department of Job and Family Services	www.jfs.ohio.gov
Ohio Department of Mental Health (ODMH)	www.mh.state.oh.us
Ohio Department of Youth Services (ODYS)	www.dys.ohio.gov
Ohio Attorney General	www.ag.state.oh.us/crimevic/crimevictimservices

Source: OCJS, *Grant Writing* publication.

In addition to grant information published by specific State and federal agencies, information regarding available grants and their eligibility requirements can be found in the following sources:

- **Local Government Resources-** is a research database within the State Auditors Office web site that contains links to a variety of grant resources, including *The Nonprofit Times*;
- **Federal Register-** contains all current grant solicitation notices issued by federal agencies;
- **Catalog of Federal Domestic Assistance-** a searchable database of federal grant programs;
- **Office of Management and Budget Circulars;** and
- **The Foundation Center-** a comprehensive source about grant writing and the funding process with Internet links to private and corporate foundations.

According to *Grant Writing*, a publication of the OCJS, the applicant should follow set guidelines during the grant application process that will allow the grant process to be understood by the entity collectively, and the grant reviewer. The process should be designed to best fit the needs of the organization and may include, but is not limited to, the following.

- **Identify the organization's grant needs.** The Village should determine the existing needs or problems, and how the grant money can indirectly help meet the need or solve the dilemma.
- **Determine the program objectives.** These objectives should be tangible, specific, concrete, measurable, and achievable in a specific time period. The objectives define the measurable outcomes of the project.
- **Define the method(s) that will achieve the objectives.** The Village PD should determine the methods/programs and activities it wants to pursue. These action plans should explain the specific activities of the programs.
- **Determine a method to evaluate the outcomes of the proposed program(s).** Quantifiable measures of inputs, outcomes, and outputs allow management to assess program performance to facilitate effective management. In addition, they allow results to be communicated to all stakeholders.
- **Illustrate financial need for grant funding.** Detailed cost estimates and program budgets should be prepared to illustrate financial needs in contrast with CPD resources. These estimates and budgets should justify the financial need to all stakeholders involved.
- **Assess and monitor staff qualifications.** Illustrate to the stakeholders that allocated funds will be used to attract and retain qualified personnel.

The evolution of appropriate policies and procedures in the grant seeking process should assist CPD to research and develop grants in a more efficient and cost effective manner. Moreover, the process will demonstrate that the CPD is attempting to obtain grants available to law enforcements agencies.

Accreditation/Certification

R2.17 Upon implementation of performance audit recommendations, and subject to resource availability, CPD should consider emulating accreditation/certification standards from nationally recognized best practice organizations such as the American Correctional Association (ACA) and/or the Commission on Accreditation for Law Enforcement Agencies (CALEA). While the cost of actually obtaining accreditation/certification from a best practice organization may be prohibitive, by becoming familiar with and seeking to emulate the standards, CPD can more effectively ensure accountability and minimize liability.

Best practice accreditation/certification programs offer law enforcement agencies the opportunity to evaluate their operations against national standards, remedy deficiencies, and upgrade the quality of their programs and services by developing formal policies and procedures and by undergoing regular, independent audits from peers. In addition to ensuring compliance with established standards, these audits also help to facilitate continuous improvement through interviews and assessments conducted by independent auditors with related backgrounds in law enforcement.

Candidates for accreditation/certification from a law enforcement best practice organization must adhere to a comprehensive set of standards over various administrative operations that typically include the following: staffing, fiscal controls, training/development, inmate health care, facilities management, communications/dispatch, and corrections. Candidate agencies must also develop formal policies and procedures for such primary functions as safety and emergency protocols, sanitation, and food service. Finally, in order to maintain accreditation/certification, agencies typically undergo periodic compliance audits.

ACA identifies the following benefits to accreditation/certification:

- **Improved staff training and development:** Employee training requirements address pre-service, in-service, and specialized training curricula with clear timelines, and consider the agency's mission, physical characteristics, and inmate populations. The professional growth of employees is systematically developed through training plans that annually identify current job-related training needs in relation to position requirements, current issues, new theories, techniques and technologies.
- **Assessment of program strengths and weaknesses:** Re-accreditation/re-certification audits involve assessments that cover administration and management, physical facilities, institutional operations and services, and programs. These compliance audits also assess issues and concerns that may

affect the quality of life at a facility such as staff training, adequacy of medical services, sanitation, incidents of violence, crowding, offender activity levels, programs, and provisions of basic services that may impact the life, safety, and health of inmates, as well as staff.

- **Defense against lawsuits and minimized liability insurance costs:** Nationally recognized agencies have a stronger defense against litigation through enhanced documentation and the demonstration of a "good faith" effort to improve operations. Furthermore, as an incentive to achieve accreditation/certification, some insurance companies offer a reduction on liability insurance premiums [e.g., the County Risk Sharing Authority (CORSA)]. Adherence to nationally recognized standards for fire, health, and safety protocols helps to minimize insurance claims and premium expenses.
- **Establishment of measurable criteria for upgrading operations:** Through comprehensive standards and the accreditation/certification process, agencies are continuously reviewing their policies and procedures. This results in continuous improvement and an enhanced ability to make necessary improvements when deficiencies are recognized.
- **Improved staff morale and professionalism:** Accreditation/certification is awarded to the "best of the best" in the law enforcement field. As a result, employees have a better understanding of policies and procedures, which can contribute to improved working conditions.
- **Safer environment for staff and inmates:** Administrative and line staff, as well as inmates, benefit from increased accountability, attention to facilities-related issues, and security procedures.
- **Performance-based benefits:** The accreditation/certification process facilitates the implementation of agency-specific performance benchmarks, such as Part-I crimes per 1,000 residents and expenditures per FTE. This data can be used to set goals and objectives (see **R2.2**) based on performance measures (see **R2.3**), which can be used to justify funding requests or programmatic changes.

According to CALEA, CPD should expect to pay a total of about \$15,200 over the first three years, with an annual maintenance fee of up to \$7,500 thereafter to commence in the fourth year.

Financial Implications Summary

The following table is a summary of estimated implementation costs resulting from performance audit recommendations.

Summary of Financial Implications

Recommendations	Implementation Costs	
	Annual	One-Time
R2.7 Increase salary for Chief of Police position	\$7,218	
R2.8 Salary and benefits for additional full-time officer	\$39,280	\$2,000
Total	\$46,498	\$2,000

Source: Performance Audit Recommendations

The financial implications summarized above are presented on an individual basis for each recommendation. The actual costs could vary depending on the implementation of the various recommendations.

Appendix A

Resident Opinion Survey

A community opinion survey was conducted during the performance audit to gauge citizen perception of CPD. The survey was intended to provide an avenue for residents of the Village to express opinions regarding their experiences, interactions and perceptions of local law enforcement officers. The survey was conducted by phone. Out of 80 residents contacted, surveys were completed by approximately 34 percent. The survey results were summarized and are presented below. The results are referenced throughout the report to provide support for various recommendations.

Items 1-10 on the survey (listed below) measured resident opinions regarding responsiveness, professionalism and competence of CPD as well as perceived effectiveness of the Village Mayor and Council. Responses were recorded on a scale of 1 to 3 with 1 being poor and 3 being excellent.

1. Police Officers' attitudes and behavior toward citizens. Average Rating: **2.11**.
2. Overall competence of Cardington Police Department. Average Rating: **2.19**.
3. Personal feeling of safety and security as a whole. (i.e. domestic disputes, loud noise, vicious dogs, etc.) Average Rating: **2.33**.
4. Responsiveness of the PD to the community's overall policing needs. Average Rating: **2.28**
5. Responsiveness to community drug activity complaints. Average Rating: **2.19**.
6. Control of traffic concerns (speeding, accidents, etc.). Average Rating: **2.33**.
7. Crime prevention efforts (educational programs in schools; for adults). Average Rating: **2.00**.
8. Effectiveness of the Mayor. Average Rating: **2.00**.
9. Effectiveness of the Village Council. Average Rating: **1.80**
10. Your support for the police department is..... Average Rating: **2.20**