REPORT

POLICE DEPARTMENT STAFFING ANALYSIS

OXFORD, MA

November 2024

INTRODUCTION

The Town of Oxford, Massachusetts, retained the services of Municipal Resources, Inc. (MRI) of Portsmouth, New Hampshire, to provide technical assistance to the Town in researching, analyzing, and recommending an adequate level of police staffing. In the months that followed, MRI has collected various data from the Town of Oxford and conducted a substantive review and analysis of the current data available.

MRI would like to thank the staff of the Oxford Police Department for their insight and professional commitment towards the enhancement of services provided to the residents and visitors of Oxford and give thanks to Police Chief Michael Daniels for his assistance as MRI gathered pertinent data for this analysis.

THE POLICING ENVIRONMENT

Examination of the policing environment is an essential prerequisite to an informed judgment regarding policing culture, practice, policy, operations, and resource requirements. The geography, service population, economic conditions, levels, and composition of crime and disorder, workload, and resources in Oxford, are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. The main purpose of a police agency is to ensure public safety within the community. This objective is accomplished primarily through the patrol function, which has the responsibility to maintain order, respond to Calls for Service (CFS), conduct traffic enforcement, maintain high visibility to deter criminal activity, and have positive interactions with those in the community. These public contacts are essential to help establish a good rapport, build relationships, and to bolster and ensure ongoing

community trust. In a smaller agency such as Oxford, additional patrol officer responsibilities are expansive and include conducting preliminary investigations, identifying, pursuing, and arresting suspects, rendering aid to victims, including psychological, emotional, and physical care, preparation of cases for court, including testimony, and writing reports that document accurate accounts of events.

MRI observed that the community expectations for the Oxford Police are very high, and the staff of the Department work diligently to meet those expectations. In large part, this is due to the extraordinary level of commitment to customer service in their daily interactions with the community. MRI was duly impressed with the dedication to resolving all incidents of crime within the community. While this may sound counter-intuitive considering police exist to do just that, the reality in many New England communities is that the workload pressures begin to impact the ability to dedicate adequate time to resolving crime. As an example, it would not be unusual for many police agencies to respond to the vandalized mailbox and complete a report that is purposely focused upon serving as an insurance statement. However, in Oxford, MRI observed that incidents such as these receive every effort to thoroughly investigate. Officers will strive to conduct a neighborhood canvas, attempt to add patrol to a targeted area experiencing issues and employ other methods to attempt to satisfactorily resolve the problem. In gathering data to develop this report, MRI noted this desire by the officers to respond to every incident. However, it is the belief that workload demands are negatively impacting on the desire to continue this level of commitment, for which the Department is proud, that deeply concerns Chief Daniels.

At the time of this report, the Oxford Police Department consists of twenty-two (22) full-time sworn police officer positions. Ironically, a review of older accounting records and statements from employees who were hired in the early 2000s has revealed that there were twenty-three (23) sworn staff members ten (10) years ago in 2014. MRI noted that as administrative tasks escalated due to implemented State legislation regarding training requirements for sworn officers, weapon permitting requests, additional responsibilities to the community, and other managerial tasks associated with the litigious environment of law enforcement, the Oxford Police have not added personnel to address growing concerns about traffic enforcement or their investigative capacity. Over the years, the calls for service that the Department must respond to have increased. Additionally, MRI noted that the Town of Oxford does not have a School Resource Officer (SRO) assigned to the Oxford schools. Finally, each supervising Sergeant assigned to patrol duties must commit a portion of their eight (8) hour shift in the police facility addressing myriad administrative tasks while not patrolling the community. Ultimately, the cumulation of these factors is lessening the capacity of the Oxford Police to respond to obligated calls for service from the community.

The stagnant staff level has not kept pace with the volume of calls for service nor the complexity of many of them. There is an emergent reality that the department is becoming one-dimensional, with officers responding to 911 calls, taking minimal reports to fulfill the needs of insurance companies, and not having time to engage in a proactive style of policing.

Year	Calls for service	Police officers	Calls per officer
2004	23,493	18	1,259
2009	30,345	20	1,517
2014	35,940	23	1,562
2023	36,018	22	1,637

Chief Daniels expressed his opinion that the organization has already arrived at being considered a "reactive" police agency without time to engage in desired community-oriented programs intended to build relationships and/or trust capacity through a proactive policing strategy. Additionally, there are several aspects that make providing law enforcement services to the Town of Oxford unique and present challenges from a patrol perspective. The twenty-six (26) square miles, as well as the geographic and infrastructure features, can often impact officer response times and the lack of availability of backup officers can be a challenge. The proximity of a large metroplex such as Worcester and I-395 traversing the community often has spillover effects upon the police. Under ideal conditions, the Town is divided into three (3) patrol sectors. The Central zone is Rocky Hill to Fairview Road, the North zone is Rocky Hill to the Auburn Townline, and the South zone is Fairlawn to the Webster Townline. Chief Daniels believes this is an ideal design that when in place, ensures patrol activity in the residential and business areas of the community while enabling a quicker response. This design is a deliberate organizational effort to ensure that each neighborhood is being adequately serviced. When officer availability falls short, as it often does, the patrol sectors are readjusted, and the Town is literally divided in half. This significantly hampers police response time and eliminates any semblance of traffic enforcement initiative. Unfortunately, as MRI discovered, the "ideal" situation of three patrol sectors is rarely implemented due to officer unavailability and the large workload demands that result.

A fully staffed patrol shift consists of three (3) patrol officers and a supervising Sergeant. However, numerous factors that will be discussed later in this report often mean that this designed personnel staff configuration is rarely met. Chief Daniels has determined that no patrol shift should be reduced below a Sergeant and two (2) patrol officers. As noted, during these occasions, the three (3) patrol sectors are reduced to two (2). Unfortunately, Chief Daniels and his staff conveyed that the patrol shifts are rarely fully staffed and all too often are left with no supervising Sergeant on duty at all. MRI is concerned that this situation creates a poorly

controlled risk environment with no supervising officer. To address this situation Chief Daniels is discussing the possibility of elevating senior patrol staff members to the rank of Corporal, with accompanying training, to address this deficiency in supervision.

In addition to the police-centric calls for service, The Oxford Police, who are actively patrolling the community 24/7, also attempt to respond to most medical calls as they may arrive on the scene prior to the Oxford Fire Department (SHFD) simply because they are out and about patrolling the community. With 64% of fire department calls for service involving medical aid nationally[1], the rapid response makes sense. Unfortunately, interviews with agency personnel revealed that all too often the patrol officers are already busy addressing calls for service and are unable to respond. However, the newly constructed fire facility in the northern area of Oxford has sharply decreased response time for EMS and has therefore greatly lessened the need for police response. MRI was pleased to note that both agencies are dispatched through the Oxford Communications Center, located in the police facility, allowing for a simulcast to both police and fire.

As noted, the budget and authorized structure of the organization is twenty-two (22) sworn staff which is comprised of a Police Chief, and two (2) Lieutenants, with one overseeing Operations and the other Administrative Services. There are four (4) Sergeants; three (3) are assigned to patrol duties while one Sergeant is assigned to oversee the Dispatch function as well as a variety of administrative functions. The Department has an Investigative Unit of one Detective. Patrol, the backbone of any police organization, currently has thirteen (13) officers, including the anticipated Corporals, assigned to the three (3) patrol shifts with one patrol officer assigned to oversee all court and prosecution responsibilities. As noted, Sergeants are assigned as the overall commander for each of the three patrol shifts which function from 11PM to 7AM, 7AM to 3PM, and 3PM to 11PM. The Sergeants are considered "working supervisors" whereby they often are assigned calls to respond to or are a backup unit for those incidents where multiple officers are needed. Because they are required to be first responders, they will be used in the calls for service calculations. During Chief Daniels's tenure, the Department has continued to function under this established work design with three (3) patrol shifts of the personnel allocations, articulated previously, working four (4) days on-duty and two (2) days off schedule. However, as noted, Chief Daniels has recently proposed the promotion of four (4) patrol officers to Corporal to augment the lack of supervision on the patrol shifts as Sergeants are not always available. MRI sees the value in Chief Daniels's strategy as the lack of supervision by a senior and skilled officer is

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[1] https://www.usfa.fema.gov/statistics/reports/firefighters-departments/fire-department-run-profile-v22i1.html. Retrieved October 23, 2024.

extremely problematic to the Town of Oxford as the agency attempts to manage the inherent risk associated with the absence of supervision.

Currently, there are no vacancies in the sworn police officer staff, although one recently hired officer is now in the Massachusetts Police Training Council (MPTC) basic academy with a graduation date rapidly approaching in December 2024. Upon return to the Department, this officer will require an additional eight (8) to twelve (12) weeks of field training period to learn the nuances of the Town of Oxford such as roadway infrastructure, records management system, radio protocol, and other traits that make policing in the Town of Oxford unique. This officer's absence represents a loss of 20% of the patrol shift capacity which will not be rectified until late February or March of 2025.

As an aside, MRI was pleased to note that during October of 2023, the Town of Oxford separated from the antiquated Massachusetts Civil Service police hiring system and developed a new recruitment and selection policy that enabled the agency to attract a much wider and diversified applicant pool. In discussions with Chief Daniels, he advised that under the newly implemented selection process, there were 68 applicants for two (2) open Police Officer positions demonstrating an immediate benefit.

Another challenge uniquely associated with smaller agencies is myriad ancillary issues that must be accomplished regardless of the size of the police agency simply because residents anticipate that the service exists. It is evident to MRI that the Oxford Police is an agency that conveys a message that "we do that" as they strive to provide a high level of service options to the community. Almost every officer has one or more collateral duties. While the list is exhaustive, it is worthy to note that the agency performs such functions as, Car Seat Technician, Crime Scene processing, Drug Take-Back Program, Evidence & Property Management, Firearms Licensing, Fleet Maintenance, Grant Writing, NARCAN Coordinator, Sex Offender Registry Coordinator, Sexual Assault Investigator, along with others too numerous to mention.

While it is important to articulate the host of duties performed by the staff of the Oxford Police, the primary focus of this report is designed to determine the capability of the patrol function who are exclusively tasked with responding to calls for service. It will be these sixteen (16) positions that determine the capacity of the Oxford Police to adequately respond to the demands of the Oxford community.
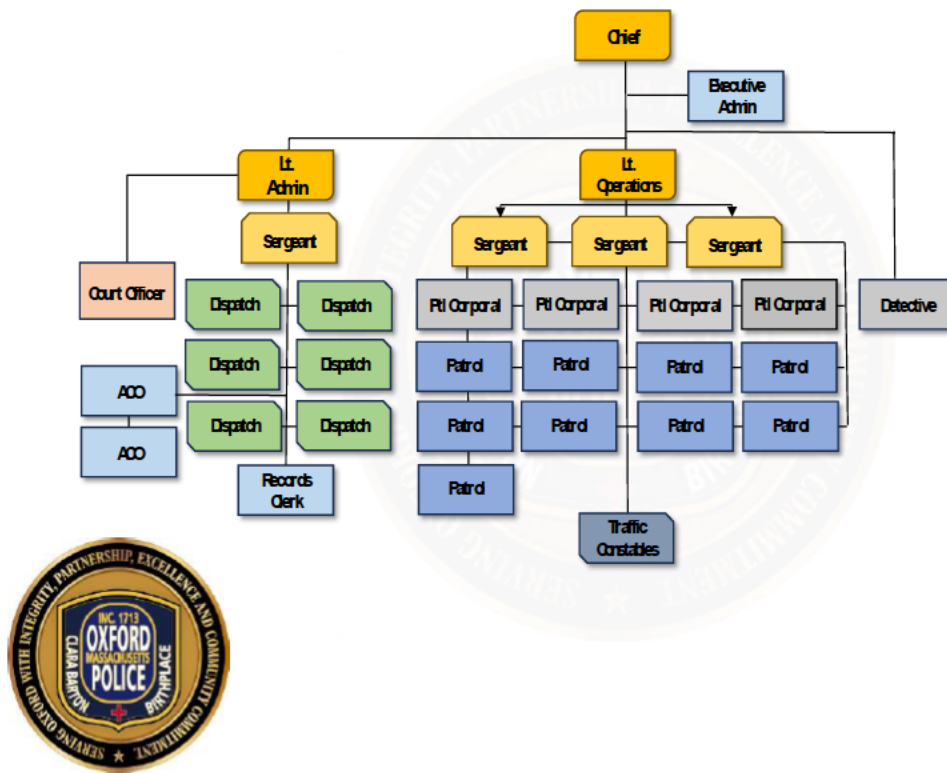
As of: May 31, 2024

*The above organization chart provided by Chief Daniels portrays a proposed addition of four corporals to augment the lack of supervision often realized by the agency. MRI will discuss this recommendation later in this report.

THE SERVICE POPULATION

The Town of Oxford is in Worcester County and has a 2023 census population estimated at 13,347. The Town is considered a bedroom community to the Worcester metroplex region. Oxford operates under an open town meeting form of government, which is led by Town Manager, Jennifer Callahan who reports to a five (5) member Board of Selectmen. She is the chief administrative and fiscal officer of the Town's day-to-day operations including the preparation of the annual budget, hiring of all staff, and setting compensation, as well as formulating and implementing personnel policies. Oxford is largely a residential community with excellent access to I-395 which runs north-south through the community providing easy access to Connecticut and Rhode Island.

While it is important to reiterate that the MRI staffing model does not rely on population as the sole variant for calculating staff demands, MRI recognizes that increases in population typically result in additional workload, and these population shifts are often predictable and measurable. However, Oxford is minimally impacted by any population fluctuations that are commonly associated with tourism, college campuses, or large shopping complexes. Municipal Resources, Inc. primarily focuses on staffing needs based on officer availability and workload demands. Another important measure for determining police staffing needs, and for monitoring police department activities and operational success, involves an examination of crime data. To gain a greater perspective on the policing environment, MRI conducted a significant analysis of the calls for service (CFS) data for the Town of Oxford.

COMPETENT POLICE RESPONSE TO CITIZEN'S REQUESTS

Just how many police officers are required to adequately provide competent services to a community has long been a topic for debate. The Federal Bureau of Investigation (FBI) tracks the number of police officers per 1,000 residents. The largest police presence is found in Washington, DC, where there are 5.7 officers for every 1,000 residents, followed closely behind by Wilmington, Delaware, with 4.3 officers per 1,000. Obviously, larger agencies have a greater call volume to address, but they also have the flexibility to assign their larger staff numbers to issues as they arise. According to FBI statistics, New England communities with a population between 10,000 and 25,000 residents have an average of 1.8 police officers per thousand residents[2]. The Oxford Police Department has a ratio below that average with 1.6 officers per thousand. As with most smaller law enforcement agencies, the Oxford Police Department does not have the same flexibility to reassign officers to a given situation or emergency as does a larger organization.

As noted, population is an important consideration in understanding the allocation of police officers. However, it is important to reiterate that the MRI staffing model does not rely on population as a single variant for calculating police staffing demands. The inherent problem with doing so is related to the distinctly different composition of that population. For instance, if the population consisted of 1,000 college-aged students as opposed to 1,000 active retired individuals, the policing environment would be manifestly different. As we will highlight, any need for changing staffing levels for the Oxford Police is based upon a holistic approach considering workload demands, officer availability and ultimately the challenges of the police agency to respond adequately to the community demands on a 24/7 basis.

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[2] https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/topic-pages/tables/table-24 /

The optimum allocation of human resources in a police department is a challenging problem not only for the police manager, but also for the town administrator, elected officials, and ultimately the taxpayer. No one formula is interchangeable from one community to the next. Likewise, the quality of law enforcement is often directly related to the effective distribution of police personnel, especially patrol officers, who represent the most important element in the police service. For this reason, the proper staffing and distribution of personnel should be given prime consideration and be well-conceived by the governing body. While what occurs in one community may have no correlation to another, it is always interesting to note what comparable communities are investing to provide policing services within their community. While each community has a variety of unique dynamics that drive the composition of their police agency, often they are more similar than not and may offer insight as to how Oxford is approaching the delivery of policing services.

The manner in which law enforcement services are provided by the police department and the types of services that it provides are a reflection of the character and demands of that community. The continuing challenge for the Oxford Police Department will be the ability to define the appropriate allocation and deployment of officers to meet the demands of the residents of Oxford. While this report could focus exclusively upon crime statistics as the driving factor for determining how many police officers are necessary, MRI believes that is a counter-productive strategy as more crime may dictate more police; but if there is less crime, should there correspondingly be less police which may enable those with poor intent to fill the void? MRI believes that embracing a consistent strategy stabilizes expectations, productivity, and budget expenditure.

In today's policing profession, calls for service from the public are obligatory functions to which officers must respond adequately. Many calls are not criminal in nature, but the police are responsible for resolving the issue regardless of criminality, and the Oxford community's expectations are high to do so in an efficient, compassionate, and professional manner. The police do not have the option to discard or ignore a matter that many may consider unimportant or de minimis.

Today's police are challenged with complicated issues such as mental health, juvenile offenses, and other incidents that are not easily or immediately resolved. If officers do not have adequate time to address the service demands, community satisfaction wanes while the need for management of risk by the agency increases. Additionally, it must be noted that many obligated calls for service demand multiple officers to respond. While not all the officers may remain after the initial response, the issue often requires a triage strategy approach before the decision to

reassign officers to other tasks can be made. In Oxford, a call for service requiring multiple officers obviously removes personnel from their assigned patrol sectors and eliminates the ability to respond to subsequent matters.
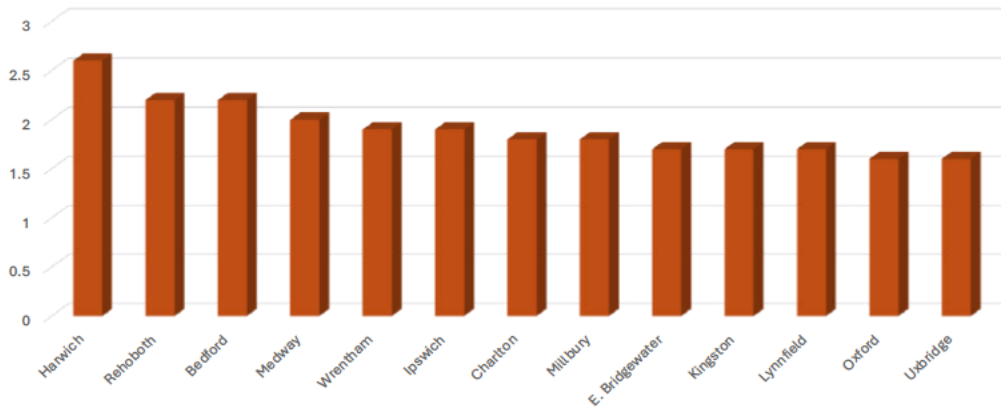
COMPARABLE COMMUNITIES

While what occurs in one community may have no relationship to another, it is interesting to note what comparable communities in Massachusetts, whether by population or service demands, are investing to provide policing services within their community.

Accomplishing this exercise highlights several similarities that may be found to be useful to the policy maker in Oxford, or at minimum, answer potential questions. Using data from 2023, the last year with fully compiled statistics, the following matrix is offered. The communities selected for inclusion with this matrix were suggested by Chief Daniels and Town Manager Jennifer Callahan as viably comparable to the policing environment in Oxford.

The data table list is shown in order of service population, the largest comparable community being Wayland; and the smallest, Wrentham.

Town	Population	# of Officers	Calls for service 2023	FY24 Budget	Calls Per Officer	Cost Per Resident	Officers per thousand
Wayland	16,000	24	17,000	$4,443,425	708	$277	1.5
E. Bridgewater	14,408	24	21,581	$3,813,386	899	$265	1.7
Bedford	14,394	31	15,989	$4,444,061	516	$309	2.2
Uxbridge	14,200	23	18,501	$3,486,000	804	$245	1.6
Millbury	14,002	25	23,191	$3,714,125	928	$265	1.8
Kingston	13,948	24	13,899	$4,707,543	579	$338	1.7
Ipswich	13,903	26	20,287	$3,236,855	780	$233	1.9
Harwich	13,600	35	15,811	$5,309,965	452	$390	2.6
Oxford	13,500	22	36,018	$3,222,282	1,637	$238	1.6
Medway	13,115	27	9,113	$3,823,873	338	$291	2
Lynnfield	12,925	22	9,745	$3,390,249	442	$262	1.7
Charlton	12,697	23	26,709	$3,473,300	1,161	$273	1.8
Rehoboth	12,643	28	15,742	$3,900,000	562	$308	2.2
Wrentham	12,195	23	17,313	$3,494,281	753	$282	1.9
Average	**13,680**	**25.5**	**18,365**	**$3,889,953**	**754**	**$284**	**1.85**

Oxford, MA
Prepared by Municipal Resources, Inc.
November 2024

Number of officers per 1,000 residents

MRI noted with interest that, of the fourteen (14) agencies used as comparable communities, Oxford is the second to last in the number of police officers employed by each community and the second to lowest in cost per resident to fund the police department.

Cost per resident to fund the Oxford Police
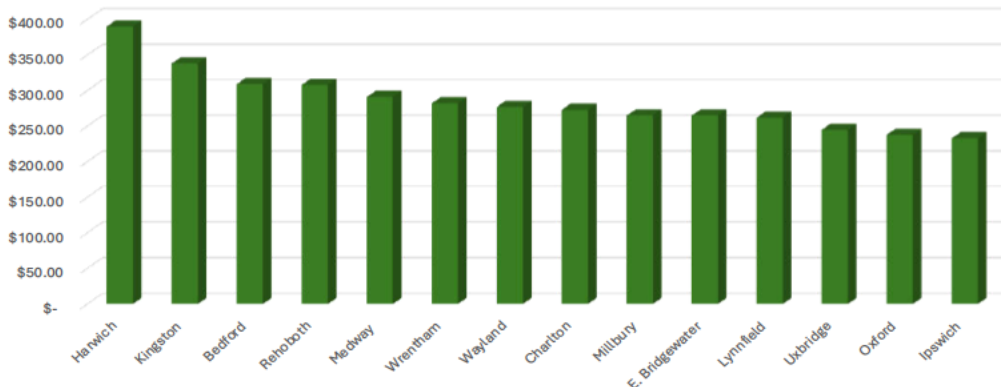
Number of calls handled by each officer
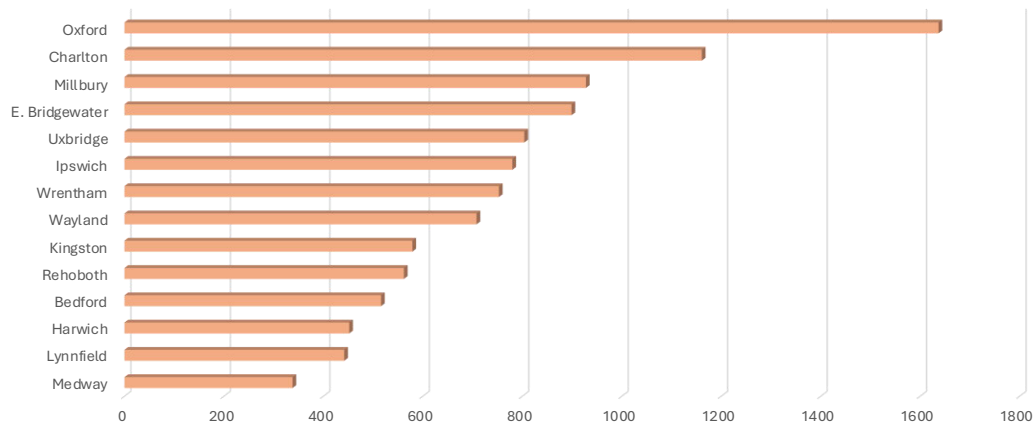
Conversely, the number of calls handled by each officer matrix above reveals that Oxford Police are addressing more calls than any other comparable community. Over 29% more calls per officer than Charlton and 79% more than Medway with the lowest number of calls handled by each patrol officer. The workload placed upon each officer can have wide-reaching impacts on an officer's ability to perform at a high level. Police need to be available to accomplish more than just responding to calls for service. While admittedly a simplistic view of calls per officer, many of these same calls demand multiple officers further impacting patrol officer time. In fact, in Oxford, almost 76% of all calls for service required more than one officer to initially respond. However, once triaged, often the call could be stabilized allowing other officers/s to leave and continue patrol activities.

Additionally, the purpose of the police department, and particularly those who work within the patrol function, is to arrest criminals, reduce crime, reduce the fear of crime, and use proactive problem-solving methods in partnership with the citizens of Oxford. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, drug enforcement, and other highly visible police functions. Patrol personnel respond to emergency and non-emergency calls for service, and when not responding to these calls, they use non-obligated time to actively patrol the community. The more workload on each officer, the less time available to be devoted to these preemptive activities. And after a continued

absence, it is highly likely the community will begin protesting the lack of visibility, traffic enforcement, and other initiatives they view as important.

Additionally, the more workload on individual officers, the higher the stress on their performance and satisfaction with the work environment.[3] While MRI did not conduct a salary comparison for this workload analysis, there could be a reasonable concern that if other nearby police agencies are paid higher or even similarly to Oxford, a less demanding workload may be an attractive draw. While there is no glaring demonstration of officers leaving the employ of the Oxford Police for this reason, this reality warrants attention by the police administration as well as the governing body. In the current employment environment, the need for retention is paramount!

Due to the rather random nature of service demands and needs, it is a challenge to distribute patrol forces effectively. Police managers design purposeful patrol activities to prevent any number of incidents, but for purposes of tabulation and statistical analysis, being definitive with the number of incidents that were prevented is not possible because you can't accurately measure what didn't happen. However, the objective for any police manager is to create a highly visible police presence, thereby encouraging those with nefarious intent to go to a community with a more passive patrol strategy. That is a difficult premise to accomplish if officers are constantly "responding" to calls for service or have a large, complex area to patrol such as is the case in Oxford.

The following matrix is designed to highlight the organizational composition of the same fourteen (14) police agencies who voluntarily shared their data as comparable communities. They share one or more features that offer insight into what other communities are doing with their police departments. In this format, readers can see how the organization of the Oxford Police Department compares to similar agencies.

As observed, the matrix depicts a host of similarities with assignments of command staff and mid-management positions such as Lieutenants and Sergeants. In several police agencies, significant deviations begin with the allotment of patrol staff, the backbone of any police organization, as well as those personnel deducted from patrol duties to perform administrative or specialized law enforcement activities.

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[3] https://mail.ajmesc.com/index.php/ajmesc/article/view/613

Comparable Community Police Organizational Structures

City	Chief	Dep. Chief	Capt.	Lieut.	Sgt.	Corporal	Det.	Patrol	Specialty	Total Sworn	Dispatch	Civilian Staff
Oxford	1			2	4	4	1	9	1 Court	22	5	2
Wayland	1			1	6		2	15	1 SRO	24	8	1
Uxbridge	1			1	5		1	15	1 SRO	23	5	1
Harwich	1	1		2	5		2	26	2 SRO	35	5	2
Medway	1			3	7		2	12	2 SRO	27	7	1
Rehoboth	1	1			8		3	18	1 SRO	28	6	2
Charlton	1	1		1	4		2	14	1 SRO	23	6	1
Millbury	1			1	7		1	13	2 SRO	25	6.5	1
Kingston	1			2	5		3	12	1 SRO	24	7	1
Bedford	1			2	7		3	16	2 SRO	31	9	1.5
E. Bridgewater	1	1			7		3	12	1 SRO	24	4	1
Ipswich	1			1	6		2	14	2 SRO	26	4.5	1
Wrentham	1	1		2	4		1	13	1 SRO	23	Regional	2.5
Lynnfield	1		1		5		2	12	1 SRO	22	4.5	2

Regardless of funding, in communities such as Oxford, there is a firm expectation that police services will be delivered in a timely, very personal, and compassionate manner. This model of policing often consumes significant officer time. An additional, yet possibly the most critical component of managing personnel in a law enforcement agency, is the expectation that they will actually be available to perform requested or required tasks. While police operational budgets must calculate that employees are compensated for 52 weeks of employment annually, factors such as vacation, training, sick leave, and/or court time make officers unavailable to perform obligated work. All these influences deduct from police officer's availability to respond, thereby reducing the ability of the department to react in a timely fashion to the community's requests.

The following exercise is designed to assist the Town of Oxford in determining officer availability and therefore, the number of officers required to meet the demands of the community. Additionally, it may serve as one factor enabling the Town of Oxford to plan accordingly for setting of benchmarks for when additional personnel should be considered.

As stated earlier, performing a workload analysis for a police department is not an exact science. One strategy, which was developed by the International Association of Chiefs of Police (IACP) is

based upon the premise that suggests an officer's day should be divided into three equal functions including:

- Obligated police officer work or responding to calls for service
- Administrative tasks/Report writing
- Proactive community policing and/or preventive patrol

Ideally, an officer should be responding to calls for service and resolving problems for approximately one-third of their workday. This is referred to as "obligated" work, as police have no option but to respond to these requests. Police work is recognized as a very paper intensive profession. For virtually every action an officer performs, there is the necessity to complete a report or form so that the events and subsequent actions are memorialized. It is often the situation that the time committed to report development, and the writing of the report, may take longer than the act of resolving the original issue that resulted in the report. These report writing/follow-up functions account for another third of the officer's time. The remaining one-third of the officer's time should be committed to community policing or active patrol designed to protect the community by deterring criminal activity, as well as to conduct traffic enforcement initiatives demanded throughout the community. Without the high visibility of police officers patrolling throughout the community, criminal activity will fill that void. In this day and age, the community is predisposed to want meaningful interaction with their police officers, even if it is as basic as performing directed traffic patrols throughout neighborhoods.

With this entire premise determined to be true in any community, but especially in Oxford where policing is necessitated to be more "engaging and personal," one must first gain insight of the actual availability or optimal use of an Oxford Police officer. The importance of this segment of the exercise is recognition of the reality that even though a community compensates an employee within a budgeted calendar year for 52 weeks of employment, they are factually not available for actual patrol duties for all of that time as the following exercise demonstrates:

40 hours of work per week X 52 weeks **2092 hours**

According to the Oxford Finance Department, each officer is budgeted for 2,092 hours annually and compensated according to their salary grade. While salary is not a consideration in this analysis, there are other contractual factors that MRI must take into account as this analysis proceeds. By contractual agreement, the Oxford Police are entitled to vacation or annual leave. Annual leave fluctuates according to seniority with more years with the agency, the more vacation. For instance, after 30 days employment an officer is entitled to two (2) weeks' vacation

expanding to five (5) weeks after 20 years. An analysis of that data revealed that the average number of hours each of the police officers would be eligible to use equates to 120 hours.

Average combined vacation leave	<u>120 hours</u>
Remaining	**1972 Hours**

The Oxford Police staff appear to use their sick leave very conservatively. Employees earn one day a month with a maximum accruement for each officer of 160 hours. During 2023, the average *use* of sick time per officer was approximately 56 hours:

Hours of sick leave	<u>56 hours</u>
Remaining	**1916 hours**

MRI found Oxford Police very adept at managing training hours. During 2023, Oxford Police officers completed approximately 1,232 hours of training in their quest to remain current with best practices and to satisfy Massachusetts training requirements. While Chief Daniels expressed significant concern at the difficulty of removing officers from patrol duties to meet these mandatory hours, he has no alternatives under current law.

These hours are a minimum and attempt to capture other specialized training that individual officers may have committed weeks attending. To remain conservative in the calculations, the average time each officer committed to training is calculated at 56 hours. Of course, during these training classes and exercises, the officer is eliminated from patrol activity. Chief Daniels and his staff attempt to strategize to minimize officers from being away from obligated patrol functions through overtime or comp time. However, additional officer time is consumed by roll-call training which expends additional hours but is not calculated by MRI as it was determined that officers could leave the police facility and respond to the call for service. Regardless of where this training occurred, off-site or in-house, officers were not engaged in proactive or reactive police initiatives. While training is recognized as a critical component, and in some cases, Massachusetts mandated, the absence of staff due to these needs is an important component for management to gauge.

Average annual training for each officer	<u>56 hours</u>
Remaining	**1860 hours**

Whenever an Oxford Police officer makes an arrest or issues a traffic summons, there is the possibility that they will need to attend court proceedings, taking them away from performing tasks within the community. While the vast majority of police actions will not result in any court obligations, officers can be consulting with court officials preparing for the potential trial. Due to a strategy of plea negotiation by the District Attorney's Office, Oxford Police are not routinely tasked with attending court. Not a significant amount of patrol staff time is consumed by court activities to include trials, case preparation, and pre-trial conferences and fortunately, the court is relatively close in neighboring Dudley.

Average time for officers to be in court activity	<u>22 hours</u>
Remaining	**1838 hours**

Additionally, officers perform a variety of community outreach tasks that are not patrol related such as safety presentations, responding to school events and/or other such occasions. These tasks are critically important to forming relationships but have been significantly reduced due to pressures to respond to calls for service. Attempting to capture a conservative figure while still identifying the task led MRI to determine that approximately fifteen (15) hours is committed to community outreach.

	<u>15 hours</u>
Remaining	**1823 hours**

Officers are entitled to maternity or paternity leave throughout the year to a maximum of twelve (12) weeks. While currently the leave for these joyous events is relatively low, two (2) weeks are used as a reasonable consideration for paternity leave while the more expansive maternity leave is not calculated in this matrix. On the opposite spectrum, bereavement time is also calculated in similar fashion with officers engaging the sick leave bank for the time needed for these forlorn events with one week calculated.

	<u>90 hours</u>
Remaining	**1733 hours**

Oxford officer's contract authorizes four (4) days off for Personal Time. These days are "use or lose" annually and the Department average reflects that. In 2023 the average personal time was 32 hours.

<div align="right"><u>32 hours</u></div>

Remaining   **1701 hours**

Officers have the contractual option to accrue comp-time rather than overtime. While this initially appears positive to the operational budget, the fact is that many of today's police officers value time off rather than financial compensation. When an officer ultimately uses their comp-time, the resulting vacant shift must be filled by another officer equating to the expenditure of overtime funds. While negotiations have resulted in each officer being able to accrue 48 hours annually, they can also bank twelve (12) holidays (96 hours) annually.

Compensation and banked holidays   <u>144 hours</u>

Remaining   **1557 hours**

An unfortunate but realistic aspect of the police profession is the incident of an Injury on Duty (IOD). The Oxford Police recently had an officer return to work who had been listed as IOD for slightly more than two (2) months. For a smaller agency like Oxford, these two (2) months without a patrol officer are equivalent to 20% of a patrol shift being unavailable to respond to calls for service. This reality creates significant stress on Town finances paying for an officer unavailable to perform while creating the necessity for overtime expenditures and adding stress to those officers still working as their call volume increases and days off decreases. As this data is impossible to predict, MRI will not calculate these statistics into the officer availability matrix as they will skew the data for an event that is not predictable. However, it is critical for the governing body to be aware of the reality faced by Chief Daniels as he attempts to adequately staff patrol shifts to ensure prompt delivery of services to the Oxford community.

MRI learned of yet another influence considered as important to determining officer availability. After reviewing the issue, it was decided not to include the data in the formula above as the patrol sergeants can "drop what they are doing" and respond to situations as needed. The reality is that patrol Sergeants must address a host of administrative duties as supervisors and devote approximately 312 hours annually to scheduling and other administrative tasks. While the Operational Lieutenant routinely manages and establishes the work schedule, each supervisor of

a patrol shift must deal with the immediacy of vacancies due to illness or any other short-notice event. This actuality virtually eliminates the sergeant from any active patrol functions.

Regardless of all these influences upon patrol officer availability, based upon the "one-third principal," 1,557 hours/3 = 519 hours, it is expected that officers at the Oxford Police Department should be committing 519 hours annually to each task demonstrated in the following manner:

• Obligated response to CFS	519 hours
• Administrative/Report writing	519 hours
• Proactive community policing and/or preventive patrol	<u>519 hours</u>
	1,557 hours

Continuing with the exercise, MRI found that the Oxford Police have an emergency communications center handling 911 calls for Police, Fire, and EMS. The records management system engages IMC as the product which is robust and can produce detailed reports so that an analysis of calls per month, day, and hour can lead to a more efficient management of human resources.

MRI has used the term "call for service" (CFS) throughout this report. It is defined as any event or task that the public requests the department to accomplish. Regardless of the magnitude of the event, or how the police view the situation, the Oxford Police Department must respond and satisfactorily address the issue. MRI concluded that all patrol officers, including patrol sergeants, who are deemed "working supervisors," routinely respond to calls for service. However, the exercise is also designed to quantify and articulate the fact that simply because an officer is employed by an agency, does not necessarily indicate that the officer is available to provide patrol services and respond to these calls for service. After all the external and internal influences upon officer time are calculated, each officer has 1,557 hours annually in which they can deliver police service to the citizens of Oxford, not the entire 2,092 hours for which the officer is compensated. In essence, each patrol officer is **_unavailable_** to provide services to the community for approximately 535 hours or thirteen (13.375) weeks out of each fiscal year. This fact creates an immediate shortfall.

2,092 hours – 1,557 hours = 535 hours

535 hours divided by 40-hour work week = 13.375 weeks

Ultimately, the single most important factor in determining adequate staffing for a police agency is what level of service the community demands. Often this is driven by how much the community determines to spend on police resources, as personnel are the costliest items in any police budget. While a community ultimately determines staffing levels via funding allocations, there are several questions that must be answered by the community, such as:

- How long are residents willing to wait for an officer to respond to a routine (non-emergency) call for service?
- Does the Oxford community desire a highly visible police patrol presence, designed to deter crime or address safety needs, such as speeding cars traversing neighborhoods?
- Do the residents desire a more benign patrol-based policing model or one where officers are actively engaged in identifying and remedying the underlying causes of crime and disorder and are capable of addressing it?

MRI has noted that Oxford's historical strategy is not to focus on specialized functions such as creating a School Resource Officer (SRO). Not addressing this function in a modern police agency is highly unusual as noted in the comparable community matrix where each of the thirteen communities has one or two SROs on staff. A positive result is that Oxford has not deducted personnel from the patrol function to fill this type of specialized position without replenishing the capacity to respond to obligated calls for service whenever specialized police services are created. The negative is that the schools are missing the benefits of a robust SRO program.

Chief Daniels has attempted to maximize the complement of officers to the community's best interests. He and his command staff have concluded that each shift ideally should be staffed with the following configuration:

Day Shift	7:00AM-3:00PM	Three (3) patrol officers, one Sergeant
Evening	3:00PM-11:00PM	Three (3) patrol officers, one Sergeant
Midnight	11:00PM-7:00AM	Three (3) patrol officers, one Sergeant

This complement of personnel is the best-case scenario to meet service demands while utilizing the current budget authorized strength of officers. However, MRI was advised that it is often difficult or impossible to staff this configuration with more than three (3); instead, two (2) patrol officers and no Sergeants. As noted, when police are requested, the obligation must be to respond to calls for service within a reasonable time span. While the majority of police calls in Oxford can be categorized as quality-of-life issues, such as noise, traffic complaints, and assisting the public, they all must be answered.

Any police officer vacancy poses a significant challenge as MRI continues analyzing the data. At the present time, one officer will graduate from the police academy in December filling an existing vacancy on patrol. While calculations could be based upon the current situation and the future expectation that there will be additional vacancies, this would be unrealistic as the vacancies will be filled as qualified candidates are identified. The question remains, is the current authorized strength appropriate to address the obligated demands placed upon the Oxford Police? And as MRI has discovered, rarely is the desirable shift configuration implemented due to staffing shortages. As a reminder the minimum shift allocation allowed is two (2) officers and a Sergeant, not the preferable three (3) and a Sergeant.

MRI believes that the best approach is to focus on the budgeted staff of sixteen (16) officers assigned to patrol duties in the Town of Oxford; three (3) sergeants, four (4) Corporals, and nine (9) patrol officers:

Sixteen (16) officers X 40.23 hours/week X 52 weeks equate to 33,471 hours.

In other words, _if_ each of the sixteen (16) full-time officers were available for patrol activity for 2,092 hours per year, those officers could adequately address 33,471 hours of patrol coverage within a year. However, as the previous exercise demonstrates, MRI concludes that due to contractual obligations and other tasks required of the patrol officers that prevent them from being available for their patrol duties, the sixteen (16) officers are only available 24,720 hours annually.

Sixteen (16) officers X 1,545 hours annually equates to 24,720 hours

33,471 hours – 24,720 hours = 8,751 hours

8,751 hours divided by 2092 hours = 4.2 officers

This fact creates a gap of 8,751 hours, or the equivalent of four (4.2) officers, which is not filled to address obligated patrol duties, nor does it address the scheduled patrol shifts that Chief Daniels deems essential for minimally providing services to the community of Oxford.

As with any mathematical approach to a profession that must respond to and satisfy subjective consumers, there are acknowledged shortcomings, including a two-tenths (.2) of an officer. MRI suggests caution be exercised in interpreting these results. However, there is ample information within these calculations that should provide Chief Daniels and governing officials with abundant evidence that staffing levels at the Oxford Police Department are below those necessary to provide adequate, and possibly minimum, staffing levels on a 24/7 basis.

ADDITIONAL FINDINGS

Crime Rate

It would be irresponsible to directly correlate crime rates to the lack of a visible police presence. While clearly that is one factor, convenient traffic corridors like I-395 must also be considered. Whatever the collection of reasons, the residents of the Town of Oxford are not enjoying as low a crime rate as many of their comparable communities. Based on data from Mass.gov, Oxford has a crime rate of 2,215 per 100,000 people. Obviously, Oxford does not have a population of 100,000 people. However, this is the mathematical formula used that establishes the national standard of determining crime rates across the United States and essentially means that for every 100,000 persons, 2,215 will be the victim of a crime.

In the following graph, the highest crime rate of the comparable communities was the Town of Wrentham with a crime rate of 3,316 and the lowest of the fourteen communities is Medway with a crime rate of 608. It is noteworthy that the City of Worcester has a crime rate of 3,014 according to Mass.gov.[4]

As articulated previously, MRI does not focus exclusively on any one factor including crime statistics to be the driving factor for determining how many police officers are necessary. Caution must be engaged as MRI believes that a singular focus is a counter-productive strategy as more crime may dictate more police; but if there is less crime, should there correspondingly be less police which may enable those with poor intent to fill the void? MRI believes that reducing the crime rate and then embracing a consistent status quo strategy stabilizes expectations, productivity, and budget expenditures. Unfortunately, MRI has concluded that the Oxford Police are currently a one-dimensional, reactive police agency due to workload demands placed by the community upon the agency. Additionally, MRI has determined that there is almost no proactive patrol strategy that would create a high visibility atmosphere for police and their vehicles which ultimately reduces criminal activity, motor vehicle accidents, and the accompanying traffic enforcement so desired by the community. The chart below validates that conclusion when the crime rate associated with population in Oxford is the third highest of the comparable communities used in this report. The hypothesis that police are observed actively patrolling the community by those with ill-intent and are deterred, going to another community, is manifested in the higher crime rate experienced in Oxford.

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[4] https://ma.beyond2020.com/ma_tops/report/crime-overview/worcester/2023

While community expectations will undoubtedly surface due to the lack of services such as a concerted traffic initiative, it remains that each call for service requires appropriate police response. When response to service requests is delayed or ignored due to more serious incidents or a large volume of calls, there needs to be an assessment of the level of services the department can provide. If the backlog becomes too lengthy, or clearance rates decline due to the Oxford Police's inability to adequately investigate criminal conduct or traffic accidents increase due to the agency's inability to perform directed traffic patrols, there must be preparation to make suggestions that may not be embraced by a community accustomed to personalized service. Ultimately, without additional human resources, the community will need to determine what the gap will be between the level of service that it desires and can ultimately afford.

It must be acknowledged that MRI found that the community does enjoy a tempered lifestyle experienced by many residents in spite of the lack of police visibility and seemingly satisfied police response time to residents' requests. However, there are emerging indications that the sworn staff is becoming discouraged with time restraints placed upon them due to a heavier workload and the emerging issue of their lack of time to adequately solve residents' issues.

Crime rate per 100,000 persons

https://www.mass.gov/crime-statistics
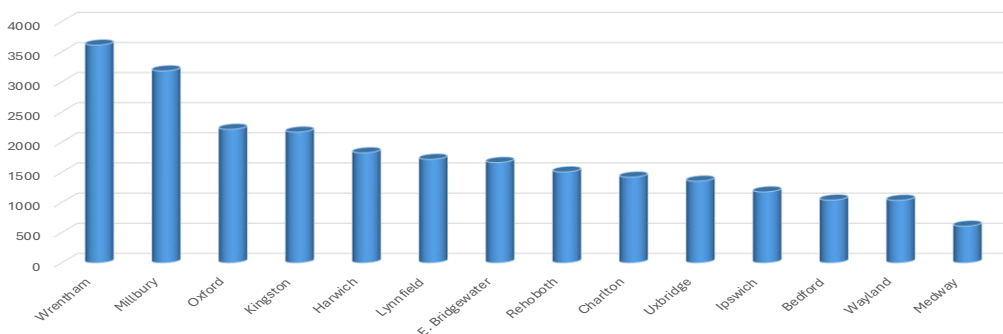
Ultimately, as MRI has already stated, there is significant evidence that the Oxford Police is a one-dimensional, reactive agency where police reports are seemingly completed to memorialize the event and satisfy insurance requirements as opposed to a multi-dimensional, pro-active, problem-solving, and engaged strategy the community can embrace. With a calculated hypothesis based on MRI's experience, there will emerge a gap of resident dissatisfaction and officer awareness that they and the Oxford Police could and should be accomplishing more. Before the potential of community dissatisfaction arrives at that intersection, there should be

the opportunity to strategically plan by gradually addressing staff challenges and community satisfaction.

Review of Patrol Strategy

MRI attempted to assess whether there were any recommendations to offer as it pertained to activity by the month, the day, or hour so that officers could possibly be assigned in more advantageous ways. As noted in the graph depicting four (4) years of calls for service by month, MRI saw no dramatic deviations that would offer alternative recommendations for patrol allocations to address any significant upswings in demands for obligated services. As noted in the chart below, no clear pattern emerged other than the months when the weather is more agreeable and, not surprisingly, are more demanding upon the need for police response. However, MRI did note the overall increased demands from the community in 2024 that appear to have been predictable from the increasing data following COVID-19.

## Monthly Offense Activity
2021-September 2024
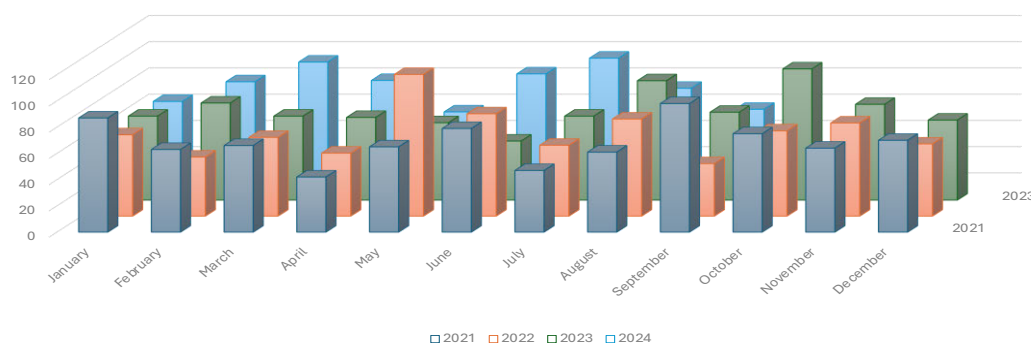
The above graph depicts four (4) years of calls for service by month. Other than to illustrate that the calls for service are increasing overall each year, MRI did not observe any detectable patterns by month that may offer recommendations regarding schedule or patrol strategy modifications. Since the four (4) year graph may visually contain too much data to discern a pattern, the following graph depicts the singular year of 2023 by month and the inherent fluctuations that occur throughout the year.

2023 Monthly Activity
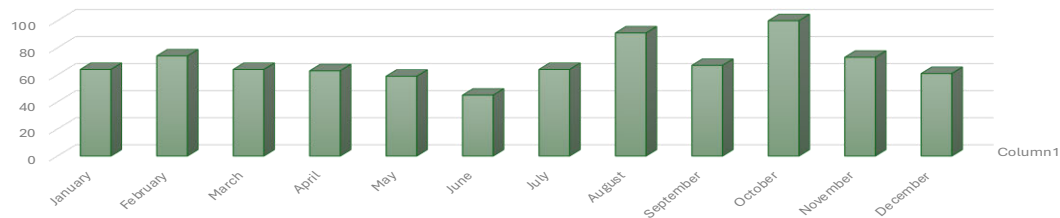
MRI researched calls for service by day to ascertain if there were any discernable patterns that may offer a tangible alternative strategy. Demands upon the Oxford police are higher on weekends, beginning on Thursday through Saturday and Sunday. However, the deviation between individual days is not so great as to suggest a complete revamping of the current patrol schedule, but the workload of each day is! MRI is suggesting that the police administration review the pros and cons regarding the adoption of a ten (10) hour patrol shift in which each officer would work four (4) days on duty and three (3) days off. This plan implements overlapping shifts that could be designed to meet the demands of statistically busy days. This strategy may have a positive impact in reducing officer workload on these busy days.

Calls for Service by Day
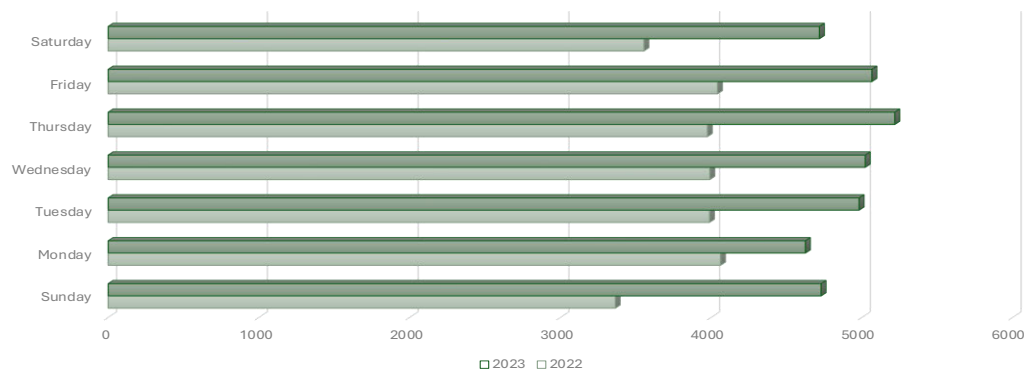
Analyzing calls by the hour was also unremarkable and followed a pattern recognized by most police agencies. After 1:00AM, call volume drops dramatically and begins to stabilize during the daytime hours. MRI learned that the sharp increase in activity at midnight is due to the officer's conducting door and building checks. As officers get out of their vehicles and physically check doors, windows, and other egress points at businesses throughout the community, this activity is called into dispatch to memorialize that all was secure at the time of the inspection. As noted earlier, this activity is indicative of the commitment of the Oxford Police as they work to support the community. What has been evident through anecdotal conversations with members of the Oxford Police and confirmed by analyzing the data is that the Department is currently very busy, and all indicators point to an ever-increasing demand with each passing year. While MRI is hesitant to draw any definitive conclusion based upon such a short time span, the lack of any proactive patrolling may be manifesting itself in more offenses, as demonstrated by data retrieval and crime rates.

Calls for Service by Hour
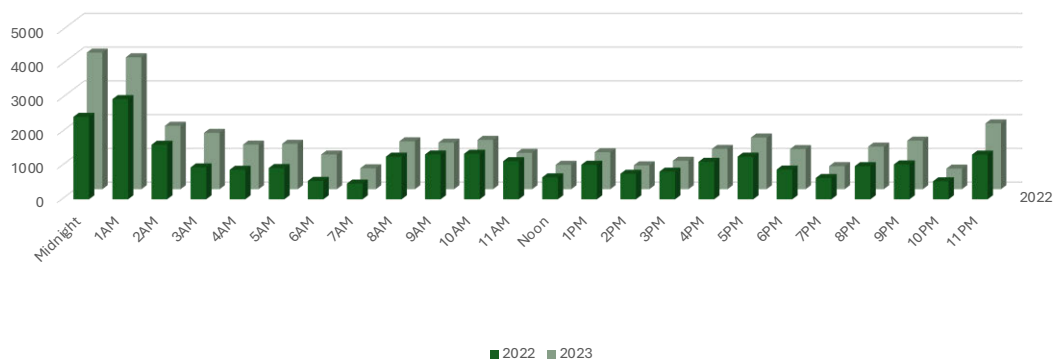
As MRI has highlighted throughout this report, one major objective for any police manager is to create a highly visible police presence. The very fact of seeing a marked police vehicle patrolling through the community is itself, a deterrent. One goal of these efforts should be the encouragement of those with nefarious intent to go to any other community who have a more passive patrol strategy. That is a difficult premise to accomplish if officers are constantly

"responding" to calls for service. There is emerging evidence that Oxford is becoming that "passively patrolled" community.

	2023	2024	2025	2026	2027	2028	2029
Calls for service*	36,018	37,458	38,957	40,515	42,135	43,821	45,574
Budgeted # Patrol Officers	16	16	18	19	20	20	21
Calls Per Officer	2,251	2,341	2,164	2,132	2,025	2,191	2,170

*A 4% increase is projected annually to perform this analysis

The exercise above is designed to further enhance the ability of the Oxford community to monitor demands upon the existing staff and react accordingly. Calls for service rose by over 20% from 2022 to 2023. It is not clear to MRI the reasons behind this large increase as 3%-5% increases were the norm in previous years. In making projections for the matrix above, MRI typically uses 4% as a yearly probable increase to determine a fair, yet conservative approach to calculate future demands upon the agency and the number of patrol officers required to meet those demands. However, MRI wants to highlight that the projected calls for service for 2024 are escalating at a significant rate and in all likelihood, the matrix above will require updating when the 2024 data is finalized.

When this data was calculated in the very first matrix of this report comparing similar communities, MRI used the entire agency complement of 22 officers divided into the number of calls for service. But the reality is that calls for service are directly addressed by only sixteen (16) patrol personnel consisting of patrol sergeants and patrol officers. This math provides a true representation of the workload placed upon the patrol officer assigned to respond to obligated calls for service. At the current level of calls for service that each Oxford officer is handling during a year, MRI can safely determine that the agency is in a reactive mode. These workload levels are extremely high and must be stabilized to enable the staff to proactively address community issues. The lower the calls per officer become, the more attentive and problem-solving the officer can be. MRI must conclude that the goal of stabilizing calls around or below 2,000 per officer is highly desirable but fiscally unlikely. By adding two (2) patrol staff in 2025, and then one officer in 2026, and yet another in 2027, will contribute to stabilizing calls per officer. Ultimately, this

step process may permit further assessment and allow the agency to transition to a more proactive strategy rather than a one-dimensional reactive style.

MRI appreciates that the reality of adding four (4) police patrol officers immediately is most likely a non-starter for Oxford with the knowledge that personnel are the most expensive item in any municipal budget. MRI's analysis is designed to determine the number of police officers required to meet the current demands of the community, not the ability to politically resolve or fund that need. It is often the case that the demands placed upon any police department and the financial realities and capacity of the community to fund, may not intersect.

MRI wants to stress again that the data in this report focuses *exclusively* on patrol capacity to respond to obligated calls for service. If there are any deviations of personnel to specialized assignments such as a School Resource Officer, traffic initiative, task force assignments, detectives, or an administrative function, the projections will fail. Each specialized assignment that is staffed will require an additional hiring of personnel to backfill.

The burden of an overwhelming number of calls for service will ultimately fall to the patrol officers, not detective/s or command staff who are required to fulfill a host of administrative tasks. When patrol staff begin to simply respond and are not problem-solving due to the pressures of calls for service backing up, then community dissatisfaction will escalate, creating a predicament for Town government that will ultimately cost more tax-payer funds as opposed to a well-planned systematic approach. Additionally, it is important to note that the Town should plan to add additional police officers as the community grows in population or calls for service rise sharply. As noted previously, FBI statistics cite an average of 1.8 full-time officers per 1000 inhabitants in Northeast communities with populations between 10,000 and 25,000 inhabitants. Were Oxford to add four (4) additional officers based on today's population, there would be 1.9 officers per 1000 inhabitants. As MRI acknowledged earlier in this report, the FBI's research should not be the pivotal factor for Oxford, however, it does offer insight into the challenge.

Calls for service are often more complicated

Many of the calls for service that police address today are significantly more complicated than in years past. While it is evident that the volume of calls for service is challenging the police in Oxford, the profession in general is responding to more complex problems. Mental health services, neighbor disputes, and juvenile matters, for example, often consume significant time away from patrol activities and prevent officers from responding to other calls from residents and performing preventive patrol. The following matrix represents the number of hours currently devoted to problem-solving these challenging problems by the Oxford Police. While the 2024

<u>data has already exceeded 2023 statistics by 15%</u>, several months remain until the data is complete.

Year	Hours	Percent increase
2022	8,770	
2023	9,662	10%
2024	11,244	15%

Additionally, many of these calls require multiple officers to respond. For instance, most people with a mental illness are not inherently dangerous; however, during a crisis, some people experience delusional and irrational thoughts that can lead to unpredictable situations. Add alcohol and/or drugs to the crisis and the stakes are even higher. The need to assign multiple officers to many of these incidents' further strains officer availability. While MRI did not perform a microscopic assessment of the various types of calls for service that the Oxford Police address, a review of 2023 data indicated that 76% of the calls responded to by the Oxford Police required, at least initially, two (2) officers to answer. Ten (10) percent of the calls in 2023 initially required three (3) officers to respond initially. Once the incident is triaged, officers are often released back to patrol. All these types of calls require the officer to make difficult judgments about the mental state and intent of the individual and necessitate the use of special skills, techniques, and abilities to resolve the situation effectively and appropriately, all the while minimizing violence. The goal to de-escalate the situation safely for all individuals involved is not accomplished in minutes and requires time, patience, and often multiple officers to ensure a successful resolution. Often, they require multiple visits with the residents to problem-solve these complex issues. MRI concluded that these realities further add to the factors that are contributing to the Oxford Police's capacity to only react to issues rather than working collaboratively to prevent and avoid significant issues within the community.

Create Corporal Positions

Chief Daniels explained that very often there are no supervisors on duty during a patrol shift. He is concerned that this lack of supervision exposes Oxford to unnecessary liability. Consequently, he is reviewing the option to promote qualified patrol officers and provide them with appropriate supervisory training which will enable them to oversee the supervision of a patrol shift when Sergeants are unavailable.

Given the frequency that Sergeants are not on shift, MRI agrees that this strategy warrants further review. MRI believes that there is a significant risk for Oxford regarding the legal premise

of "negligent supervision" which refers to the failure of an employer to adequately oversee the activities or behavior of their employees. If it can be proven that this lack of oversight resulted in harm or injury to the worker or another individual, litigation may follow. While MRI concurs that litigation may occur regardless, managing risk so that the Town will prevail in any such litigation, should be a primary function of the police manager.

Recommendations:

- **Hire four (4) police officers:** MRI calculations determined that the Oxford Police should hire four (4) additional officers to the staff to focus exclusively on ***current*** patrol obligations. As noted, the strategy should be implemented to ensure sworn staff achieve the desired level of twenty-six (26) total officers. As articulated numerous times, if any officers are diverted from patrol to meet the demands of other duties, they must be replaced by additional personnel.

- **MRI recommends discussions be initiated with school administrators to determine the viability of adding a School Resource Officer (SRO)** to the sworn staff. This would be an additional hire above the four (4) patrol officers. MRI would assume that a senior patrol officer would be assigned to this position, most likely from the current roster of sixteen (16) patrol officers.

- **MRI recommends a review of the patrol schedule.** Explore the potential positive or negative aspects of implementing a patrol schedule that overlaps patrol shifts.

- **Conduct a community survey in 2025**: MRI suggests that the Oxford Police conduct a survey in 2025 to assess the level of community satisfaction with the Police Department to establish a baseline for future surveys. It would be interesting to note if there would be additional initiatives that the community would want from the Oxford Police. If there were a desire for a traffic function or drug enforcement focus, it would assist the agency in determining where the community concerns are focused. However, it is these initiatives that challenge any police agency with limited personnel.

CONCLUSION

This document is designed to provide an effective workload analysis for the Oxford Police Department based on a snapshot of data generated by the agency in 2023. MRI found the agency to be struggling to maintain what is an adequate response to meet the current demands of the Oxford community. The goal of this report is to quickly identify the number of patrol officers required to address the _existing_ demands upon the agency with a defensible prediction of future needs. While four (4) immediate hires are recommended, this number could easily expand to address the community's desire for a focused traffic initiative and Chief Daniels's aspiration for a Detective Sergeant to oversee the investigative unit as well as the commencement of a School Resource Officer program at the Oxford High School.

It is MRI's hope that this report provides a viable approach that is acceptable to the taxpayers of Oxford and allows the agency an opportunity to quickly focus on those topics where enhancement would benefit the Oxford Police organization as it provides policing services to the community of Oxford