

**REPORT ON MANPOWER/STAFFING NEEDS
OF THE SHERIFF'S OFFICE IN
GALLATIN COUNTY, MONTANA
AUGUST 11-14, 2014**



**Assessment conducted by the
National Sheriffs' Association
prepared for Sheriff Brian Gootkin
by Les Poole and Hilary Burgess
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Executive Summary

The primary concern throughout this assessment has been the safety and security of officers, civilian staff, judges, court staff, visitors, the community at large and response to their needs based on the data available from the Sheriff's Office, the CCC and the Court; and from the policy, procedures and practices of the Sheriff's Office. This analysis indicates specific concerns about safety, security and efficiency within the County due to huge and unsustainable staff shortages. Certain improvements in policies and common understanding on data collection are needed.

Primarily, there is a substantial and worrying shortage of patrol staff – the basis for all later internal appointments. Current staffing is unable to handle all the demands made on them (see Appendix C). The Sheriff's efforts to respond to all emergency CFS throughout the County exceeds practicality and all attempts at efficiency given the total of 31 patrol deputies and 6 supervisors responsible for attending them. There is an extensive over commitment by patrol staff to fulfill the duties required of them and their shortage of numbers and available supervision is a cause for significant concern on grounds of officer safety. Regardless of any other caveats, the agency is understaffed with patrol deputies spending some 78% of their available duty time answering calls and covering staff shortages in other sections of the agency. That percentage needs to be reduced considerably. Inevitably, many issues cannot be dealt with properly or followed up subsequently without additional staff. This is manifested clearly by the failure to follow up, report and investigate all incidents comprehensively. After careful review, some internal practices within the Sheriff's Office need to be changed in order to streamline various processes operationally, together with some changes in communicating, recording and circulating data within and between the CCC and the Sheriff's Office.

The data provided by the CCC is currently insufficient to provide clear answers to some of the vital questions posed in the pre-visit questionnaire (see Appendix B) and is still unavailable or not recorded; others presented in a non-user friendly format that had to be re-worked by Undersheriff Springer and Lieutenant Wade. Despite those two officers' extremely helpful work and exemplary level of cooperation, certain other data is not readily available from the Sheriff's Office or the CCC.

The data collection methods and dissemination do not provide precise and essential data on which the Sheriff can make informed and effective decisions on deployment, workload and changes in crime patterns. The data provided and utilized in this report is clearly under-reported and that makes a precise determination of final staff requirements more difficult. Calculations presented in this report are, therefore, based on a conservative view of the real requirements of the agency. Until those issues are addressed, patrol staffing levels can only deteriorate and remain hidden from review.

Response to CFS from the community by patrol staff are reasonably good considering the distances involved and the limited staff, but unfortunately the extent of follow-up subsequently on calls and crimes by deputies and some other issues do not always achieve the same standard as a result of an

overload in responding to CFS. Deputies need further guidance, policy and training to rectify the deficiencies in reporting that are occurring and relief from “call-chasing” that reduces opportunity to investigate crimes reported to them.

Certain internal factors aggravate these problems. These include the absence of policies and procedures on crime reporting and investigation, lack of follow up in investigations, better use of solvability factors, adequate record keeping in respect of crimes, resort to various opportunities to make financial savings by appointing civilian staff in lieu of deputies to carry out duties that do not involve police powers, and other internal recording and maintenance of specific records, i.e. training. These internal issues also need to be addressed.

Another factor remains the need to resolve a distinct mismatch between the needs, understanding and training (or lack of it) of the Sheriff’s Office staff and those of and by the CCC. The primary task of the CCC should be to provide accurate essential data to meet the requirements of those agencies they service and the ability and experience to train them to a level of competence in the relevant systems which is currently absent. Three major shortfalls in the data are, providing no distinction between reactive commitments (CFS) and proactive work, not recording the time spent on calls from arrival to clearance and ability to redeploy, and non-recording in the CAD system of incidents of less than one minute – predominantly crime patrols. This should be included in a thorough review of maintaining adequate records in the CCC. Other matters are associated with the understanding and use of the RMS that requires improvement and the training of Sheriff’s Office staff at an appropriate level by a person qualified in their understanding and application of the system. This is not currently occurring.

There are also insufficient supervisors at Sergeant/Lieutenant rank in the positions detailed and a requirement for more detectives to handle crime investigation.

The number of staff deployed on courthouse and courtroom security is seriously depleted and insufficient to maintain safety and security for judges, the public and officers and this too needs to be rectified promptly. Absence of staff in this area affects other areas of the law enforcement division who have to provide adequate cover to make up for the shortfalls in court staff. The safety and security issues must not be ignored as an event in the courthouse could have serious, even fatal consequences without adequate staffing, and presently standards do not match minimal national guidelines.

In addition, there are some fundamental faults in the structure of the courthouse that have already been drawn to attention previously as a result of other reviews and have not been responded to locally, plus some other external and internal security measures that need to be addressed. A separate report, the “Gallatin County, Montana, Courts Review of Court Security Operation,”¹ addresses the courthouse and courtroom security as well as building structural issues.

¹ National Sheriffs’ Association. September 2014. *Gallatin County, Montana, Courts Review of Court Security Operation*.

There is also ample opportunity for the Sheriff to do “more with less” and to achieve greater efficiency through civilianization. This may require education of, and an adjustment of expectations of the communities within the County if they are not to be seen as a decline in service quality. However, none of the changes proposed in this report to do “more with less” obviate the need to fill the shortfall of sworn staff to address these patrol, investigations and courtroom challenges competently.

Of the total of 52 sworn staff, only 37 (31 deputies and 6 Sergeants) are involved in entering and/or responding to CFS on the CAD system. All other managers, supervisors, Investigations and support staff do not perform those functions. The data assessing the need for sworn deputies for Patrol is, therefore, confined to those posts in Appendix C. At the time of the on-site assessment, one Sergeant’s position was vacant and three deputies were under training and not functioning alone.

Details of additional staffing are provided later in the report and distinguish between staff required now and those it is recommended are needed in the short-term (1 year) and mid-term (2 years) or as soon as possible. The total number of additional staff recommended for Patrol is 19, including 2 contract positions. Appointment of 3 civilian call responders would reduce this number by 3, making a total of 16 for patrol. Appointment of 2 additional civilians for specific duties could reduce that further to 14.

Required NOW	TOTALS
<ul style="list-style-type: none"> • 8 Patrol Deputies of 19 recommended – Appendix C • 1 Patrol Sergeant for relief duties and identified tasks • 1 Lieutenant as Project Manager for extensive changes proposed • 2 Investigators • 2 Deputies for courtrooms, covering judges taking and leaving the bench and as needed based upon courtroom activity (1 per floor) • 2 Deputies dedicated to the screening operation • 1 Sergeant present in the courthouse to assign/reassign staff – deploy them as needed and to respond to emergencies • 2 Deputies/civilians for prisoner movement team • 1 officer as a coverage factor and to be deployed as needed 	
20 TOTAL NOW	20
<hr/>	
Required SHORT-TERM (1 year)	
<ul style="list-style-type: none"> • 2 Patrol deputies – negotiated for Big Sky and Three Forks or provided by GCSO • 3 Civilian call responders (call priorities 4 and 5 – peak times) • 2 Civilians to cover MV duties and other administrative tasks identified 	
7 TOTAL (1 year)	20 + 7 = 27

Required MID-TERM (2 years or as soon as possible)

- 4 Patrol Deputies will be required provided that the 3 civilian call responders are employed as above after 1 year + 2 additional civilian support and 2 funded contract positions are forthcoming. If they are not provided, the total would be 11 additional patrol deputies.
- 1 Detective Sergeant in DTF – subject to workload review, etc.
- 4 Deputies, one for each courtroom (three District Court & one Standing Master)
- 2 Deputies/civilians for each magnetometer*
- 1 Deputy for each x-ray machine*
- 1 Sergeant supervisor
- 2 Deputies/civilians for prisoner movement team
- 1 Deputy as a 10% coverage factor

* If Recommendation 4 from the separate “Gallatin County, Montana, Courts Review of Court Security Operation”² report is implemented.

16 TOTAL (2 years)

27 + 16 = 43

² National Sheriffs’ Association. September 2014. *Gallatin County, Montana, Courts Review of Court Security Operation* (p. 4).

Introduction

Background: This report has been prepared in response to a request from Brian Gootkin, Sheriff of Gallatin County, Montana, to the National Sheriffs' Association (NSA) for a staffing study of his Law Enforcement Division. The study was conducted by Mr. Fred Wilson and Ms. Hilary Burgess of the National Sheriffs' Association and Mr. Les Poole, an independent consultant. The project was led by Les Poole and overseen by Mr. Fred Wilson, Director of Operations for the National Sheriffs' Association. All members of the project team have considerable experience in undertaking this type of analysis either independently, for the NSA, or together with a team of management consultants. Mr. Wilson has expertise in all associated matters plus financial matters; Ms. Burgess has special expertise in Court Security matters; Mr. Poole has special expertise in Investigations, Patrol, Organizational, Staffing and Training issues. Resumes at Appendix A.

Methodology: Prior to meeting the Sheriff and the agency staff, NSA requested information relating to staffing resources, assignments, training and functions performed by law enforcement staff (see Appendix B) in order to assess staffing requirements. Website documents on Gallatin County were also reviewed and considerable detailed information relating to daily operations was provided by the Sheriff's Office in a pre-visit report. The review process began in July 2014 and continued through December 2014.

Commencing on August 11, 2014, the NSA study team conducted a three-day site visit to Gallatin County when they met with Sheriff Gootkin and all senior members of the command team including all Lieutenants and above, and supervisors and deputies across every section of the agency, including the Jail. Staffing of the Jail Division does not form part of this study.

The focus of the site visit was primarily on deputies, civilian staff and managers employed by the Sheriff, the extent of their duties, and daily deployment and the impact of those duties on patrol, court security, transport and investigations staffing. Numerous individual interviews were undertaken including deputies and staff from every section of the Division. An examination was made of the courts and their security arrangements, their transport responsibilities, training requirements, warrants, civil process, the investigations section, and the patrol staff. A visit was made to two of the contract sites – one at Big Sky and the other at Three Forks. Numerous interviews took place with staff from each of those Sections and sites plus individual supervisors, the County accountant, the Director of Communications and Manager of the Records Management System (RMS) and calls for service (CFS).

Subsequently, additional data was gathered in an attempt to clarify specific information and to match the observations on-site, interviews, verbal responses received with the data initially provided, including numerous phone calls, text and email messages to many staff of Sergeant rank and above. Documents reviewed included:

- NSA Staffing Evaluation pre visit report provided by Sheriff Gootkin, August 2014

- Gallatin County Sheriff's Office (GCSO) CFS detail, extensive with significant gaps in data recorded and provided
- Patrol schedules
- GCSO crime reports and crime data for the agency
- Incomplete Incident and Crime Reports July 2013 to July 2014
- Investigations responsibilities
- Case reviews of investigators workload
- GCSO Court Security data and scheduling
- GCSO transport deployment and availability data
- Data on warrants activity
- Data on civil process unit activity
- Training schedules and abstractions from duty for training, including hours incurred as trainers – significant gaps in data recorded
- Copies of GCSO RMS reports
- Job descriptions of civilian staff
- Organizational chart

Delay in Submission of Report: The data collection system and dissemination is unsatisfactory and there is a lack of certain accurate data available which tends to under-report vital issues referred to later in the report. Consequently, there has been considerable delay in preparing this report which is mainly due to the absence of comprehensive and understandable data from the County Communications Center (CCC). Some of the data recorded in the Center are at odds with those internally maintained in the Sheriff's Office and other data is not maintained or available in a user-friendly format. There is a clear disconnect and misunderstanding between the Sheriff's staff and the person responsible for handling the RMS and Computer Aided Dispatch (CAD) systems in the CCC and also between the CCC staff member responsible for training the GCSO staff in CAD and RMS issues. These matters will be detailed later in the report.

Description of the Gallatin County Sheriff's Office (GCSO)

Governance Structure: Gallatin County is governed by a Board of Commissioners. The board consists of three commissioners elected to six-year terms. Other elected officials in the county include the Sheriff, Auditor, Treasurer, and County Attorney.

Population Size and Growth in Past 2 Decades – Composition and Age Structure: Gallatin County is comprised of 2,606 square land miles and 26 square water miles for a total of 2,632 square miles. According to the latest census, there are 91,896 people residing in Gallatin County. The population in Gallatin County has nearly doubled since the 1990 census when it reported 50,463 people. The county's citizens are predominantly white at 93%. This percentage has changed little since 1990. The median age is 32.9 and the average household income is \$52,211 with 13.3% living below the poverty level. Gallatin County's industries include a university, retail trade, agriculture, tourism and hunting.

Influx of Immigrants or Tourists at Certain Times of Year – Transients: Gallatin County has two ski resorts, Bridger Bowl and Big Sky (actually located in Madison County but patrolled by Gallatin County Law Enforcement). The county is a major destination for other winter activities to include world recognized ice climbing, all types of skiing, and snowmobiling. Summer activities bring in tourists for hunting, fishing, hiking, horseback riding, camping, boating and gateway to Yellowstone National Park. The Cities of Bozeman and Belgrade boast the State's greatest annual airport boarding and arrivals and holds the past two years of record numbers. Tourism is significantly increased in August during the week long "Rockin the Rivers" concert venue in neighboring Jefferson County. There has been a gradual increase in transients over the past few years, mostly in the City of Bozeman itself.

Climate Seasonality: Bozeman's average yearly temperature is a comfortable 56 degrees. The average growing season is 107 days. Located at an elevation of 4,793 feet, winters can be brisk, and plenty of snow covers the mountains. The average temperature is 13 degrees in January, but is ever-changing. The mean temperature in August is 81 degrees. The average mean snowfall is 73.1 inches.

Details of Municipal Agencies within the County: The GCSO shares primary law enforcement responsibilities with four municipal police departments, including the Bozeman Police Department (65 sworn), Belgrade Police Department (16 sworn), Manhattan Police Department (3 sworn) and West Yellowstone Police Department (4 sworn).

Responsibilities of State Police Organizations within the County: The primary responsibilities of the Montana Highway Patrol are to safeguard Montana's highways to enforce federal, state and local traffic laws. They respond to and investigate vehicle accidents and potential safety hazards on and off Montana's roads.

Shared Responsibilities with National or Other Agencies: There are two, state-recognized police organizations within the county not listed under municipalities, Bozeman International Airport Police (7 sworn) and Montana State University Police Department (19 sworn). The Sheriff's Office works closely with the National Park law enforcement, U.S. Forest Service, DEA, FBI, Montana Fish, Wildlife and Parks and the State Criminal Investigation Bureau.

Sheriff's Responsibilities – Patrol, Investigation, Traffic, Courts, Jail, Etc.: The Sheriff is responsible for general Law Enforcement in Gallatin County. Those duties include, but are not limited to, Search and Rescue, Criminal Investigation, General Patrol, Civil Process, Office of the Coroner, Detention, Animal Control, Training, Concealed Weapons Permits, Prisoner Transports, and Court Security.

The agency patrols the county's 2,632 square miles by car, truck, boat, bike, and snowmobile. The Sheriff is currently allotted 52 sworn deputies that are assigned to several detachments including Patrol, Detectives, Administration, Support Services, and the Missouri River Drug Task Force. The agency also administers the Gallatin County Detention Center where dedicated civilian detention officers attend to detainees.

Contract Arrangements within the County: Contracts exist between the Sheriff and the Sheriff of Madison County, Montana in respect of the Big Sky Resort Area District; and between the Sheriff and the City of Three Forks, Montana.

Findings and Recommendations

Policing Philosophy, Priorities and a Strategic Plan: The data and other information gathered during the course of this study provided a sufficient picture of the manpower demands on the GCSO to establish that there is a severe shortage of sworn deputies. This stretches resources unreasonably to meet the Sheriff's community policing and interaction philosophy, response to CFS, and demands made on a regular basis upon patrol deputies, coroners' duties, investigations, courts, transport, warrants and civil process staff. The Sheriff's philosophy is manifested in the extensive efforts made by him to respond to community needs in attending all CFS, encouraging deputies as first responders to medical emergency calls when in close proximity, and providing necessary assistance to West Yellowstone PD during their recent staffing difficulties.

This could be further clarified and made explicit by development of a Strategic Plan for 2015/2016 that has been discussed with the Sheriff. This would detail specific goals, objectives and strategies to be applied to the overt fulfillment of a much more proactive rather than a reactive policing approach. The reactive style of policing is a "fire department style," either rushing from call to call or responding only to calls from their base, 100% of their time. The fire department primarily has a reactive and a minimal preventive one. Law enforcement in 2015 is not just about answering calls, that is not a positive approach to modern law enforcement. From the data examined, the patrol deputies and Sergeants are involved in this style of response to the detriment of more proactive policing, crime prevention and regular follow up on crimes recorded. The local figures provided indicate that some 78% of officers' patrol time is spent in responding to calls plus the other multitude of duties placed upon them.

The maximum figure recommended by the International Association of Chiefs of Police (IACP) and the National Sheriffs' Association (NSA) is that upwards of 40% of time needs to be spent on officer-initiated activities, not on CFS (see IACP's "Patrol Staffing and Deployment Study"). IACP and the NSA recommend a maximum of 60% reactive and 40% proactive approach. Many agencies apply a 50/50 balance. Examples of a staffing formula for sworn law enforcement deputies that is a standard method of determining patrol staffing needs is attached at Appendix C using a 60% reactive and 40% proactive model on which this staffing analysis is based. This figure is obtained in the following way. An agency that spends 100% of its on-duty time answering CFS is fully engaged in "response" or "reactive" policing. This leaves no time for other duties which include making vehicle stops and checks, focusing attention on repeat locations for crime, repeat offenders on bail, suspect vehicles or individuals, vulnerable premises, crime prevention, ensuring public safety at dangerous road junctions, meeting and interacting with the community, short walking or car crime patrols or high visibility policing, etc. In other words, "proactive officer initiated activities." At this point, Gallatin patrol staff is spending less than 25% of their available time on proactive activities.

Clear goals and policing objectives can be achieved by providing a Strategic Plan with sufficient sworn deputies to enable patrol officers' initiated responses and focused proactive work to take place. This would normally require a minimum of 40% of available patrol deputies' time being

deployed on issues other than CFS and is the minimum target that the Sheriff should be aiming for. The staffing recommendations of this report relate to a 40% proactive workload factor as detailed in Appendix C. Absent more precise information from the CAD system covering all the required information regarding patrol officer time allocations, the 40% figure is both reasonable and justifiable.

Recommendation 1:

It is recommended that the Sheriff develop and apply a Strategic Plan to his future operations in law enforcement in 2015/2016. This can only be achieved with adequate staff that is NOT available at present.

Recommendation 2:

It is recommended that the Sheriff utilize the staffing formula described in Appendix C to review future needs and requirements for sworn staff based on the data contained therein enabling a maximum of 60% of deputy time to be spent on CFS with a 40% deployment on proactive work. This approach supports his community-oriented philosophy to law enforcement.

Deputy Staffing Levels: The philosophy of the Sheriff, focused on community policing even with the creation of a Strategic Plan cannot be served by the number of patrol deputies that are currently available to him. Crime, traffic and community objectives can only be achieved by providing sufficient police resources to enable patrol officer initiated responses to take place during non-response periods. Consequently, crime prevention, problem solving, intelligence-led policing and neighborhood or community-oriented approaches are minimized or ignored due to time committed to CFS demands.

The staffing of this agency is spread far too thin to the detriment of the safety of patrol deputies and the community. The significant and unrelenting responsibilities are presently unachievable on the basis of the number of existing sworn deputies in all Sections or in providing adequate civilian support to enable those functions to operate effectively. The practice of using the “rob Peter to pay Paul” philosophy has stretched the seams far beyond the realistic capabilities of the Sheriff to fulfill all his legal obligations, deliver all that is required of him to protect and provide an excellent quality of service to his communities, and to achieve both an efficient and effective operation that ensures the safety of all parties.

Unfortunately, a culture has evolved particularly among newer officers that their primary function is to attend emergency calls at all costs. This is creating excessive stress in responding to calls for the majority of their time and in their completing extensive other duties with a lack of staff numbers, being expected to investigate and clearing crimes without full investigation or recording and failing to complete the necessary paperwork.

The Sheriff performs the duties of County Coroner which involves the agency in additional responsibilities including instances of unattended or suspicious death occurring within the County.

Over the past 3 years these calls averaged 100 per year involving an average time of 2 hours and 52 minutes per call. In effect, this amounts to 252 hours per year engaged in these duties. All Coroner calls are attended by a Sheriff's Office patrol deputy or sergeant trained as a Deputy Coroner. However, in addition to these figures that are recorded, there are a number of others that are not. Significant among them, a number of Coroner cases are called in from the Hospice that require attendance and reporting. In the event of this being a suspicious death or one with complications this will take considerably longer and require attendance of a member of GCSO Investigations staff. These duties take the Deputy Coroner trained deputies away from any patrol duties. They are also represented in the workload for investigators.

At the present time these demands on patrol are wholly unrealistic due to extensive other commitments and demands made upon patrol staff that are also frequently deployed to cover shortfalls in various other duties. Other positions within the agency are not sufficiently staffed and the only means of filling those positions is through employment of new deputies on patrol or in the case of the Courthouse Security, deputies or civilians employed to fill the shortfall.

Recommendation 3:

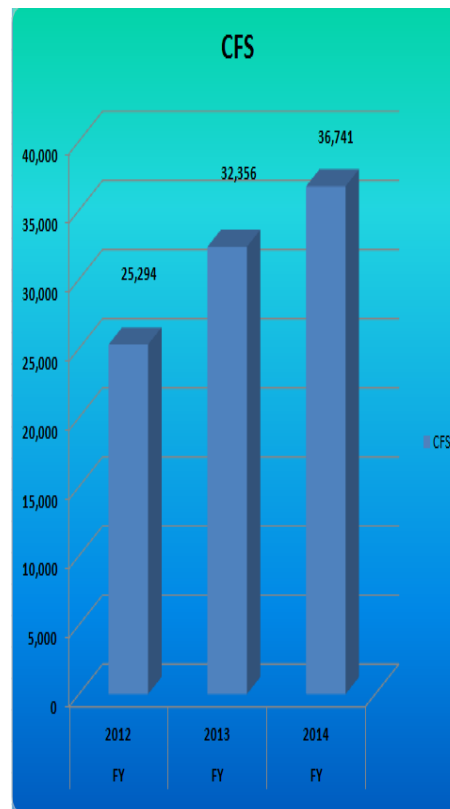
Additional patrol positions should be created immediately in order to enable these deficiencies to be rectified. This will be detailed in following sections of the report. It is recommended that the principles of Quality, Achievement, and Outcome be the focus of the agency with a distinct move away from the determinants of Quantity, Activity and Output related to responding to CFS and extensive deployment on additional duties. Currently this is not achievable. Consistent borrowing from patrol and deployment on other duties detracts from this opportunity and philosophy. It also is a serious factor that detracts from ensuring safety of officers and the community. Based on the detail provided in the report a substantial increase is recommended in the provision of patrol deputies and other staff in the Transport/Court Security and Investigations Sections. Additional recruitment will be required to enable this community policing philosophy to be effective and productive. Positive steps need to be taken immediately to appoint additional deputies.

Calls for Service (CFS) and Gauging Demand for Patrol Services: The total CFS for GCSO in the financial year 2013/2014 was 36,741 (see diagram on next page). The number of calls has increased over 31% since 2012 with no commensurate increase in patrol staff. This is a significant increase in workload.

There remains a discrepancy in the recorded figures provided by the CCC of 33,749. This is accounted for by almost 3,000 events that are closed within one (1) minute that are not accounted for as CAD calls. The reason for this discrepancy is referred to in the "Data and CAD Issues" section.

GSCO CALLS FOR SERVICE

CALLS FOR SERVICE		
FY	FY	FY
2012	2013	2014
25,294	32,356	36,741



Accurate data regarding CFS are often difficult to obtain from a CAD system that was not necessarily built with a law enforcement database perspective as its primary purpose, or done with limited consultation with the end-user. Consequently, various figures depicting different priorities can appear conflicting when, in fact, they are responses to alternatively phrased interrogative

questions of the database. The CAD system itself does not directly impact on the staffing levels of the agency. However, it does provide the basis on which specific data on staffing can be analyzed. The CAD data provided for GCSO has been helpful but does not effectively answer all the questions requested and contained in Appendix B.

Call Prioritization: The agency has a graded response policy for prioritization of calls which is well established – priorities 1 to 5. The graded response system limits the response and backup to defined types of incidents effectively but there are an excessive number of calls at priority levels 4 and 5 that are being responded to by deputies – some 63% of the total calls. Some unnecessary time is being spent on CFS where officer safety or serious matters are not an issue and could be responded to in different ways. Call priorities have not been reviewed for some 10 years and at present some appear inappropriate, i.e. foot pursuit, traffic pursuit, arrest, traffic stop are graded as low – priority 5; others a priority 4, i.e. fraud in progress, barking dog, hunting/fishing violation. Some of these classifications are potentially serious and officer safety related with litigation possibilities that should be upgraded in priority level.

Recommendation 4:

It is recommended that the graded response system for priority calls should have a comprehensive review to establish appropriate call gradings where safety and seriousness are a significant issue. Some of the priority level 4 and 5 calls could easily be dealt with by civilian responders (see Recommendation 21).

Secondary Back Up of Deputies – Safety, Policies and Procedures: The Sheriff has no formal policy on backing-up deputies on calls. Other than for reasons of safety, provision of back-ups are limited and appear to be reasonable, affecting 32% of CFS in priority 1 to 3 calls. The overall level of staffing remains a concern on safety grounds.

Deputy Availability – Sickness, Vacations and Other Abstractions: Information regarding these issues is properly recorded internally and the actual figures provide specific detail for the formula provided at Appendix C. The average sick leave taken during the past 3 years by patrol staff amounts to 62.52 hours per officer per year. This figure falls within a normal range of 60 to 75 hours per officer. Each deputy uses on average 116.02 hours per year vacation time. This totals to 179 hours which with 10 hour shifts, amounts to an absence of 17.9 days per year.

During 2013/2014, 32.75 hours or 3.275 days arose from restricted duty time by non-supervisory sworn staff on disability, injury, or restricted duties. This makes a total absence of 21.18 days per deputy.

The agency is consistently one (1) deputy short throughout the year due to retirement on pension, ill health or for disciplinary reasons and the time taken to fill those vacancies with a qualified officer. It is currently taking some 6 to 8 months to replace sworn deputies but longer in the case of employing uncertified deputies who require initial training in State. The recruiting and interviewing time is relatively short but is then followed by pre-service training, 14 weeks in the academy and then 15

weeks working with a training officer completing on the job training with an FTO. The agency has also been one (1) deputy short throughout the year due to military absence.

All of these factors taken together are abstractions from patrol duties and represent deputies unavailable to the agency and are shown as such in Appendix C.

Compensatory time taken in lieu of payment for overtime also averages 35.45 hours per year per patrol deputy. This factor has not been included in the formula at Appendix C. Neither have the absences due to time spent in court on duty or on transporting prisoners. Both are additional absences of officers from patrol amounting to a period in excess of 1.5 working weeks per officer.

Recommendation 5:

These considerable abstractions from duty due to sickness, restricted duties and vacation place additional demands on staffing and need to be considered in establishing the ready availability of the remainder to carry out their duties effectively and safely even without moving into a proactive agency mode. Data detailed above has been included in the formula shown in Appendix C. This represents a shortfall of 19 patrol deputies (includes 2 contract positions – see below).

Other data including compensatory time, court on duty, transporting prisoners, coroner's duties, training during on duty time and additional training hours by trainers and trainees have not been accounted for in this figure. Their absence from the Appendix C calculations indicates that the 19 deputies would be further increased were those hours to be included and that the figure of 19 is an underestimate of "real" requirements.

Matching Patrol Manpower to Calls for Service (CFS) Demand: CFS by hour identifies the times of peak demand in GCSO is between 3 and 8pm closely followed by the period from 8am and 3pm with a lull between 12 noon and 1pm. Outside those hours demand falls significantly to reach a low at 3 to 6 am. The establishment of a power shift by the Sheriff covering peak times when there is greater demand is a very positive and effective means of matching his limited resources to service requirements at peak times and should be maintained.

Other CFS data indicates that consistently over the past 3 years the days of peak demand are weekdays Monday to Friday with least demand on Sunday. However, the differences in demand are not sufficient to justify reducing the number of deputies on duty at weekends and increasing them during the week.

Recommendation 6:

The power shift arrangement is a positive means of matching resources to workload with extra coverage at peak times. With an adequate staff on patrol the power shift coverage would enable much more effective proactive policing to take

place by avoiding the need to send deputies from call to call without respite and simultaneously enhance the effectiveness of the crime-fighting aspect of the agency. Unfortunately, the current staffing levels of deputies does not permit this to work effectively and raises issues of officer safety.

Patrol Shift System: The 10-hour shift system currently operating is the one preferred nationally and works well for GCSO. The most recent study completed by the Police Foundation in 2011, “The Impact of Shift Length in Policing on Performance, Health, Quality of Life, Sleep, Fatigue, and Extra-Duty Employment,”³ supports this as the most effective. The shift system is a 40-hour week consisting of 4 ten-hour days – a total of 2,080 paid hours per deputy per year – minus the sickness, vacation, compensatory time taken, training and other abstractions referred to above.

Patrol Deputies: The number of deputies currently available for patrol duties and their constant abstraction to perform other functions raises concerns regarding safety issues specifically where radio coverage is inadequate or non-existent (particularly in the Canyon) and backup is not readily available but required. The duties of the deputies on patrol are also too varied, confined to answering calls and remove many of the options available to focus on preventive and proactive work. The data available shows 16.8 court hours per deputy per month and an average 10%-13% of time per deputy is spent in court on day shift. This does not include transport duties in respect of prisoners. There is an extensive use of patrol deputies on court/transport details during day shift. Frequently 4 are the maximum number of patrol officers available at any one time, 3 is the minimum standard set and at night that has been reduced to 2 on occasion. This is derisory and unsafe for officers in such a large county as Gallatin.

Additionally, the agency has no reserves or auxiliaries to assist in daily operations or in special events, placing further burdens on the limited number of patrol deputies .

Patrol is at the forefront of law enforcement but with current staffing levels across their division circumstances have limited its ability to fulfill their assigned duties most effectively as a result of their being taken from their primary function and used as back up resources elsewhere. As the only additional source of armed and sworn staff, the patrol deputies are being used to fill in for other Sections of the law enforcement division. Their duties apart from answering all CFS include the following:

- Conducting prisoner medical transports or remaining with prisoners under guard at hospital. This includes all the weekend work.
- Escorting prisoners to Warm Springs mental health facility – average time is 4 hours per trip.
- Conducting inmates on remand to Court and in some instances remaining with them due to inadequate Court Security staffing.
- Providing back up to deputies on contract sites during their vacation, sickness, training or other absences – this can involve traveling long distances.
- Deputy Coroner’s duties.

³ Police Foundation. 2011. *The Impact of Shift Length in Policing on Performance, Health, Quality of Life, Sleep, Fatigue, and Extra-Duty Employment*. Available from www.policefoundation.org/shiftexperiment.

- Executing warrants and serving civil process.

All the above factors work against the plan of the Sheriff to become more proactive, to reduce crime and address other public concerns.

Recommendation 7:

The lack of patrol deputies given their workload is a safety issue that must be addressed and a fact if once known by the community would engender some concerns for their own and their officers' safety, which would reflect detrimentally on the County. Without additional duties, rising crime and increased CFS, the present number of active duty sworn patrol deputies is insufficient to meet the demands for services being placed on them both externally (CFS) and internally (assisting other Sections and contract positions). Of the 19 Patrol deputies proposed in Recommendation 5 a minimum of eight (8) deputies are required now just to respond to current demands (see Appendix C). Consideration should also be given to the appointment of some auxiliaries or reserves to assist the agency in respect of special events.

Recommendation 8:

On the basis of the CFS and other data available much of the patrol deputies' time is spent responding to other demands leaving little time for proactive, officer initiated work. In order to meet that requirement an additional 11 deputies are required within 2 years or as soon as possible if the agency is to spend 40% of their time on proactive/preventive tasks rather than responding to calls and filling in for other positions within the agency (see Appendix C).

Patrol Management and Supervision: In December 2014, there were only 28 Patrol deputies and 6 Sergeants actually available to deal with the demands of CFS within the entire County to manage this Enforcement Division including the contract Sergeants in Big Sky and Three Forks, with one Lieutenant as their overall manager. This is entirely inadequate.

Each of the Sergeants indicate substantial commitments in scheduling, inspecting, time sheets and other administrative duties that often preclude them from being in the field working with and supervising their deputies except in the case of "hot" calls. This is especially necessary when so many of the deputies on patrol are inexperienced and are still in need of advice, development and the presence of a good role model in handling the community and incidents. 2.3 hours of a supervisor's day is the average time spent in the office handling scheduling, time sheets, emails, reports and also clearing and signing off on crime reports. In addition, Sergeants carry their own caseloads of crime investigations which itself is unsatisfactory due to their overburden of work (see "Crime Reporting" section).

At the time of NSA's visit the patrol Lieutenant was also absent at the FBI Academy for 10 weeks – an extremely valuable course – but pressure on the Sergeants at that time was extensive and

unrealistic, more so at a time of high vacation absence. There are insufficient supervisors available to fulfill the administrative duties currently fulfilled by the patrol Sergeants and Lieutenant.

Similarly, there is a serious overload on the work of the support Lieutenant who needs some supervisory deputy to provide administrative assistance in handling some of the civil process, fleet management and budget aspects of his duties.

Again there is no spare capacity in this agency to not only fulfill daily requirements but to step in for unexpected events and absences such as training, extended sickness, military leave, etc.

Recommendation 9:

An additional Sergeant be appointed to provide much needed back-up to the Patrol section as a relieving Sergeant filling in for absences in that division whenever required including leave and sickness. That Sergeant initially be appointed to assist the support Lieutenant in his civil and administrative duties to relieve his workload but to be available to backfill the operational positions on all occasions where absences require his services.

Contract Arrangements and Staffing for Big Sky: Contract arrangements exist between the Sheriffs of Gallatin and Madison County for Gallatin to provide law enforcement services in their entirety in Big Sky in conjunction with the Big Sky Resort Area District. This is due to the geography of the area and difficulty in servicing the location with deputies from Madison County some 90 minutes away and requests for increased law enforcement presence (see contract July 1, 2014 - June 30, 2017). A minimum of six (6) deputies are required by contract to be resident in the Big Sky area, with one at least to be resident in Madison County. The contract area is self-sufficient including necessary overtime, court attendance, criminal investigations and civil process service. Currently there is 1 Sergeant and 5 deputies in Big Sky, plus 2 deputies in West Yellowstone. One of those deputies is an SRO and not available during school times. All eight (8) Canyon staff are included in the total number of deputies and Sergeants responding to calls in GCSO (31+6). The 2 additional staff are funded by Gallatin County. Increases in staff are by mutual agreement of the three parties with each paying one-third ($\frac{1}{3}$) of costs for Six of the Eight deputies.

Big Sky attracts very wealthy visitors and residents and has numerous events throughout the year requiring additional resources. A busy weekend can result in 20,000 people present with high alcohol abuse in a myriad of bars and only one deputy on site. Self-sufficiency results in very limited back up from Valley deputies and invariably means shortages due to leave, sickness, visits to headquarters, sporadic transport of prisoners to Bozeman and court attendance. It involves call out from home and incurring overtime, particularly in backing up West Yellowstone. This also raises safety issues for deputies working alone such a distance from additional support.

Big Sky provides Madison County with some 50% of its revenue but they only pay for 2 deputies. The staff on site is stretched and has considerable difficulties fulfilling all their functions without back up from the Valley. With the additional resources already being funded by the Gallatin Sheriff

without the requisite revenue, this is a disproportionately low balance of staff being funded by Madison County. This remains a growth area and proposals for State legislation and the Minutes of the Targeted Economic Development District (TEDD) Committee indicate that substantial funds are to be expended in Big Sky in the near future. This will require a substantial review of manpower needs and funding beyond the limits of this report.

Recommendation 10:

It is recommended that a minimum of one (1) additional deputy is required to effectively fulfill the law enforcement duties in Big Sky. This is a vulnerable area with very high property values and both distinguished owners and visitors with multiple events and a one-hour distance in achieving support from the remainder of the agency. As a result of the inequitable revenue position between the Counties and Gallatin already providing and financing two (2) additional deputies this needs to be better reflected in positions provided on site by the Madison County Sheriff. It is recommended that at least one (1) additional position be negotiated at the earliest opportunity with Madison County by the Sheriff and approved by the respective partners. The legislation and targeted economic improvements in the area also need to be kept under constant review to ensure police manpower matches an increasing workload. Improving radio contact en route to Big Sky should be pursued on safety grounds.

Contract Arrangements and Staffing for Three Forks: This area has an Interlocal Agreement for five years between the Sheriff, County Commissioners and the City for 3 full time deputy positions that commenced in September 2013. The Sergeant and two deputies also form part of the total patrol force for the County. In addition, there is an SRO, deployed for a significant part of his duty time in the schools with weekends off. This agreement replaced a three (3) person department with minimal resourcing.

There is a clear lack of funding apparent from the dilapidated state of the surrounding area and the office. Other public/emergency departments in the municipality are all volunteers and the deputies, therefore, are often first responders to medical calls. Radio contact is inadequate due to the local geography. This is a significant safety issue for officers. There is no 24-hour coverage with this staff and back up depends on availability of deputies in the Valley some 15 miles away or from the 4-man department in Manhattan. The rugged, poor nature of the northern area in Clarkson and its population require 2 officers to attend calls on safety grounds. Since the Sheriff has taken over this contract, CFS have increased and the community are more responsive and reliant on the deputies. Work created by the previous Police Department and not dealt with includes 832 outstanding warrants over one year old. There are insufficient resources to even attempt to reduce those numbers.

The Sergeant should be commended on the efforts he has made and his commitment to making this contract arrangement work under difficult circumstances and without sufficient manpower. The community is now developing their relationship with the Sheriff's Office as a result.

A residential requirement without any stipend creates a difficulty in posting staff to this satellite station.

In both contract locations, missing contract positions and long-term sickness/absence have to be filled by regular patrol deputies based in Bozeman which is a further drain on resources.

Recommendation 11:

The Sheriff/Commissioners should approach the Mayor of Three Forks and seek to revise the contract to secure one (1) additional full-time deputy to improve both safety and coverage at a time when crime and CFS are increasing in that area and when relations with the Sheriff's Office staff are improving and raising expectations of residents. The contract does not demand residential qualification and the Sheriff should consider rescinding his policy of having officers at Three Forks reside within 10 minutes of that venue. Provision of a stipend for officers is also worthy of consideration and negotiation to encourage staff to work this difficult post that has none of the "buzz" and quality of life in Big Sky or the Valley. On safety grounds radio coverage should be reviewed and pursued to provide an improved service for these relatively isolated positions.

Training and Familiarity with the Records Management System (RMS): There has been little consistent training in the RMS, and many deputies have just learned to use it by trial and error. Sometimes changes are made but those changes are not passed on in a consistent manner to the user. The system itself is not very user-friendly and sometimes counter-intuitive. The training is undertaken by the supervisor of the system in the CCC who appears to not understand the day-to-day requirements and commitments of law enforcement and has difficulty in passing on his extensive knowledge to the Sheriff's staff at an understandable level. Completion of many modules is excessively time-consuming and requires supervisors to handle multiple notifications weekly which is impractical and extensively time-consuming. In particular, the property management module is hard to use and takes lengthy time-scales to enter all the property from any major burglary or theft.

The system has the ability for case management and to provide notifications when cases are not filled out or completed, but few staff seem familiar with how to use it correctly. A new system has been introduced that notifies supervisors when cases are not completed, or cases have not been submitted for approval by a supervisor. This system has had a number of teething problems and staff remain unfamiliar with it. One major issue is that some of those notifications are forwarded from an unknown user, which requires individual search for each notification, backtracking to find out what case it is, and then sending a notification to the deputy concerned asking them to complete it or press the approval button. There are also notifications from officers who are not assigned to the Sheriff's Office.

When normal cases are filled out and the deputies hit the approval button, Sergeants get notification

that the case is ready to be approved. This can then be reviewed online and approved to the next level fairly quickly, but in the instances of unknown user notifications require detectives to pick a user from a long list of city and county employees. There are issues concerning the settings on the system that need to be resolved with the CCC staff which is not occurring at present.

Recommendation 12:

Training for Sheriff's Office staff in the RMS must be undertaken by someone thoroughly familiar with daily operational requirements and time constraints of the agency and the implications of completing the modules in a timely manner. There needs to be a dialogue between the CCC/provider with the user to improve the interface and efficiency of the system. This responsibility rests with both the Sheriff's Office and the CCC. Identifying and installing a new system at this point is unlikely to resolve these issues. It would not provide better or more accurate information until such time as there is comprehensive and effective training offered by a duly qualified and experienced person and has been in use for a considerable time.

Crime Reporting: There was no clear policy on how crimes should be handled and reported. The existing system does not work effectively and there seems to be confusion about how it should work. These are primarily internal issues that need rectifying promptly. Added to this are the challenges presented by the RMS referred to above.

Without describing the system in its entirety, suffice to say that after interviewing staff, patrol deputies, supervisors, detectives and civilian support staff it was found that between July 3, 2013 and August 7, 2014, of those crimes reported there were 234 open and unresolved cases of which 129 were over 7 months old. A number of cases are being closed without proper investigation, or cleared without being entered and not given a case number. This presents challenges in detailing the number of crimes reported, most frequently because there is insufficient time for patrol deputies to carry that out properly or on occasion because the deputies are not aware of its importance. A call back to a victim subsequently will often suffice for the victim "to believe" that a good job is being done, when in fact that may not be so. This does not meet minimum standards and arises as a result of insufficient patrol deputies, inadequate training of deputies, or failure of them to understand its significance. The latter problems arise from a lack of clear policy and procedures on crime reporting.

This may be only the tip of the iceberg as many of the crimes never reached a report stage at all and are not recorded, beyond an initial CFS. Some CFS to alleged crimes were not always recorded as such by the deputy attending and was retained in their head until such time as they could be written up or, on occasion, they could be forgotten altogether.

Of the 234 open cases recorded above and still shown as unresolved, one had no officer allocated to it, one was sex abuse of children, one of child endangerment, one of arson, one of forgery, one of financial deception, and one dead body – all with potentially serious implications and/or possibility

of civil litigation. All of these cases were between 2 months and 11 months old. 34% of these 234 cases were recorded against the names of only 3 officers, including a supervisor. Most of the cases do not indicate the type of offense recorded at all.

Whether or not this is brought about by staff shortage, pressure of work, CFS, other responsibilities, problems with the RMS, or lack of policy or training, this is a serious oversight that is unsatisfactory from a supervisory and a community perspective that needs to be addressed by the Sheriff internally and immediately. This matter was drawn to his attention prior to completion of this report.

Recommendation 13:

It is recommended that a clear policy/procedure document be prepared regarding the recording and handling of crimes from initial reporting to classification and resolution/clearance. Additionally, thoroughly train all sworn staff in its application and the RMS by experienced trainers that operate and understand both the policy and application of the system and can meet the genuine requirements and obligations of the Sheriff's Office.

The arrangements for civilian support to detectives and patrol is inadequate and unsustainable at the present time with an unprecedented workload on the single civilian concerned. No back up arrangements have been made in her absence and the work just increases exponentially. For the number of crimes currently reported she is unable to keep up with the present workload, let alone process the entire system once all crimes are recorded and handled properly. Significant delays occur in processing case materials like photographs, interviews and statements provided by patrol staff pending clearance by three levels of supervision before copying and filing takes place and the case is referred to records. This position requires 2 civilians to meet the demand of the work and to provide support to each other in the event of absence. It is understood that this has been rectified by the appointment of an additional civilian to deal with crime reports and the associated paperwork that should rectify many of the identified issues.

Recommendation 14:

Give serious consideration to implementing the following additional Recommendations 15 to 18 as the basis of a policy document in respect of crime reporting.

Not infrequently patrol deputies attending CFS involving an allegation of crime clear the call without entering the record of the crime. This is going unnoticed and there is no true figure of the allegations being made and/or investigated. This is an important training issue that needs to be rectified internally and calls for major changes in practice and procedures.

Recommendation 15:

To alleviate the undue stress on patrol staff in trying to investigate crimes and respond to an inordinate number of CFS, all non-property felonies should be passed immediately to Detective division for investigation and allocation and not

followed up by patrol officers at all. Property crimes of all types should be investigated based on the use of probability factors (see below) and the criteria understood and adhered to by all staff, including those contracted in Big Sky and Three Forks. This would enable the less serious cases to be investigated by suitable patrol officers that would not involve extensive inquiries. Serious cases involving high value property should still be investigated by detectives.

Moving the felonies to detectives would have the effect of ensuring that the most serious offenses are investigated and recorded properly and alleviate some of the patrol deputy reporting and non-reporting issues that are occurring. This would also require additional detectives to deal with an active caseload of between 15 and 20 live, active cases (see below).

Recommendation 16:

It is recommended that this policy ensure that any misdemeanor or minor offense dealt with by patrol must be classified within 14 days except without the personal authority of the Patrol Lieutenant or in their absence their shift Sergeant with notification to the Lieutenant at the earliest possible opportunity. This should avoid the extensive delays that have been occurring. There needs to be a full training program to deliver this policy and to ensure compliance.

Recommendation 17:

Solvability factors apparently incorporated in the I/LEADS system should be reviewed immediately and applied if appropriate with adequate training by experienced trainers for all sworn staff who report crimes. Research into an alternative system could be costly and unnecessary unless what is already available is totally inadequate to meet the agency's needs. The fundamentals of using solvability factors avoid "window dressing" of giving attention to crime victims who have little or no chance of ever seeing their property recovered due to lack of witnesses, vehicle identification, forensic or physical evidence, identifiable property or known suspect. Most frequently crimes are reported primarily for insurance purposes only so that a police reference can be given to the loser and investigation is either impossible or irrelevant to the victim.

Recommendation 18:

Some case screening/solvability factors are being used within the detective division but not on a consistent basis or one based on a points system. It is recommended that solvability factors be applied rigidly in crime investigation, with a case management review system to allocate appropriate crimes for further inquiries and follow up, and pursuing no further action on those that are unsolvable after advising the victims. The community needs to be appropriately advised of this approach. Important here is the education of the community about what to expect from the Sheriff's Office and what can be done for them in the

event of there being no tangible evidence. Failure to apply solvability factors and to educate the community will result in ineffective and inefficient follow up to reported crimes where there are no suspects or clues, either visual or forensic. That precious time could then be applied to solvable crimes.

Crime Trends and Investigations: The staff consists of 1 Lieutenant, 1 Sergeant, 3 Investigators, 1 shared (50% of time) civilian evidence technician, and 1 administrative civilian (recently appointed).

The total caseload per GCSO investigator is 25 with 15 live active cases per deputy at any one time, which is at a recommended level of responsibility. With full availability of those staff that would be sufficient, but insufficient to fulfill the issues raised in Recommendations 15, 17 and 18.

Any absences from Investigations for training purposes, long-term sickness or light duties are not back-filled, leaving some gaps in their immediate ability to investigate certain cases promptly. It becomes a question of actual availability at the time rather than overall availability over a longer period. There are considerable abstractions from Investigations for training purposes both as trainers and trainees on a variety of courses that take them away from their regular duties. In line with patrol, on occasion investigators are also used to escort prisoners in the absence of patrol deputies, approximately 5 times a year. All these factors can limit the ability of an adequate team of investigators to respond quickly to solvable crimes reported.

Investigators are undertaking mainly detection and administrative tasks rather than preventive/proactive work. In moving towards a proactive law enforcement philosophy the Sheriff might consider making provision towards establishing a preventive/proactive element for the investigations division, possibly in conjunction with Bozeman PD.

The Sex Offenders Register is being maintained, but the compliance checks are not being done due to insufficient staff. Those checks are an important aspect of the supervision of sex offenders and efforts must be made to ensure these are followed up thoroughly. This is a public safety and public interest matter with very sensitive implications that needs to be kept under constant review.

Recommendation 19:

If recommendations in the “Crime Reporting” section are implemented, then it is recommended that an additional two (2) detectives will be required to fulfill those functions, to carry out compliance checks on sex offenders and backfill for absence. If that recommendation is not implemented, then the addition of only one (1) detective would be required at this time. It is also recommended that the Sheriff consider some preventive work in line with his philosophy and coordinate any crime objectives and strategies that he sets. In the future this could possibly be developed into a mini Crime Squad/Street Crimes Unit jointly with Bozeman PD.

Drug Task Force: NSA's team was unable to review the detailed working of this Unit or its deployment during the on-site visit. It was established that much of the work of the supervisor is spent dealing with grant monies, applications and regular reports and updates. The specifics were not reviewed thoroughly on-site or subsequently. This should be a completely proactive unit working on the street that is constantly supervised and productive. The dangers associated with this work are significant and any instance of mishandling of cases would reflect very badly on the agency and on the County. The unit is small with 1 Lieutenant, 1 GCSO investigator, 1 civilian administrative assistant and 2 investigators from Bozeman PD. There is room for appointment of another supervisor in the Unit if the workload warrants it and the civilian support is unable to deal with the administrative paperwork involved.

Recommendation 20:

The Sheriff needs to be satisfied that the supervision of this unit is not jeopardized as a result of an overload of administrative paperwork. Consider the appointment of a Sergeant supervisor for the unit or obtaining one from Bozeman and/or an additional administrative assistant once the workload has been established together with the extent of administrative duties.

Achieving More with Less – Civilianization/Unsworn Staff: A real and present possibility for the Sheriff is to employ additional civilian staff. These appointments could fulfill various positions within the agency. The most pressing would be civilians whose role would be to attend non-urgent CFS. These involve crimes without suspects present that would require a record of the necessary details of the occurrence and completing the initial scene inquiries or crime report. An additional option is to appoint a civilian deployed in the office to take crime reports and deal with citizens who require other assistance.

The approximate full cost of 1 civilian is \$32,774 plus \$5,000 for training. Substantial savings can be made as an alternative to appointing a sworn deputy at a cost of \$83,559.59. This would be the cost of a first year deputy plus any initial training costs and some 15 weeks field training on the job. Neither does this account for \$48,000 for a take-home vehicle. This is a difference of \$50,786 per individual excluding the vehicle. Three civilians could be employed at a cost of less than \$100,000, training and vehicle costs excluded. Once employed, those civilian savings continue throughout their employment in both salary and benefit terms.

Civilian employees would respond to non-contentious reports in person and on scene (priorities 4 and 5). At a time of financial stringency, police agencies across the country are resorting to this as a means of saving significant dollars (see the "Integrating Civilian Staff into Police Agencies"⁴ COPS publication from 2014). The principle involved here is that if any task within the Sheriff's Office in any position does not require a gun and a badge, then a properly trained civilian can carry out that task without detriment to the duties and responsibilities of the Sheriff and at a considerable financial savings.

⁴ Community Oriented Policing Services. 2014. *Integrating Civilian Staff into Police Agencies*. Available from <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P290>.

Employing civilians as an option is not, however, an alternative to sufficient deputies to deal with the existing workload needed to perform all the Sheriff's current functions that require sworn staff, but it would reduce the additional numbers required, albeit a small number. Neither should there be an "open" ticket to the Sheriff to take on future extra responsibilities without employing additional staff to complete those duties, i.e. conceal and carry permits, immigration arrests and incarceration, etc.

Other agencies have resorted to a website to report minor crimes which can reduce unnecessary and lengthy personal attendance where the citizen merely requires a crime report reference from the agency for insurance purposes. This has to be carefully balanced against the complete loss of personal contact between law enforcement and its community. Hot calls would always require deputy attendance in accordance with the priority call system.

A far less palatable alternative to employing civilians as call responders is for the Sheriff to say "no" to being able to provide service to certain sections of the community who have hitherto expected and received "full service," despite all its obvious shortfalls described earlier that may not have been apparent to them. This is not a "real" alternative and would destroy any trust and credibility between the Office of Sheriff and the local community.

A number of proposals were made by agency staff on possible civilian positions replacing duties currently undertaken by deputies and investigators.

Recommendation 21:

The Sheriff should make much greater use of civilian positions at considerable cost savings and this course of action is recommended. An internal review should take place to establish any possibilities of employing additional civilians in posts where law enforcement powers are not required. It is suggested that three (3) civilians be employed in call response positions to cover the prime time for CFS and when other demands are being made on the deputies. This would be a cost effective means of providing appropriate cover and would reduce the need for three (3) of the additional deputies proposed in Recommendation 5.

Recommendation 22:

Other positions where a civilian could be employed in lieu of a sworn deputy is as a Program Manager for Training, possibly a retired deputy or supervisor. The Gallatin County Attorney also confirmed on 12/10/2014 that an "authorized member of the department" could verify vehicle identification numbers for certification. This appears a useful relief from deputies being called in to complete these duties and a valid task for a civilian employee and this should be pursued promptly. A further two (2) civilians could be employed in these positions which would reduce the number of deputies required for patrol by a further two (2). Some of the additional staffing required for transport and court security officers is also

appropriate for civilianization (see below).

Alarm Calls: The existing policy of attending all alarm calls within the County is unrealistic and manpower intensive. In particular, repeat alarms to private addresses or business premises require a different approach. Repeat alarm calls to the same address are not a large problem within the agency but amount to some 1,125 repeat calls per year during the past 3 years. A number of options are possible to improve this situation. They vary from the Commissioners creating a local ordinance, employing an external agency to monitor and collect the monies, adopting a series of letters with crime prevention advice and progressive withdrawal of the service for a specified period of time (see Appendix D for example). The False Alarm Reduction Association (FARA) is a resource for other solutions.

Recommendation 23:

It is recommended that the Sheriff review options and consider pursuing the most cost effective and practical method of addressing repeat alarm calls.

Training: The data maintained on internal and external training is inadequate to determine its demand on deployed resources. Only the training hours incurred on overtime are recorded internally. Consequently the hours of training undertaken on duty and creating work absences from regular duties can only be estimated. Neither is any distinction made between hours incurred by officers training others or for training where officers travel to either train or are trainees in some external location. Overtime training hours for 2013/2014 amounted to 1,446 hours – spread over the sworn staff this amounts to 28 hours per officer. The majority of those are accounted for with defensive tactics, firearms, and SRT training. Montana State only requires 40 hours of training per year per officer which is a very low amount. If the data referred to above was properly documented the training hours is likely to be at least double the figure of 28 hours. The number of training hours was not accounted for in the patrol staffing figures in Appendix C.

Officers of Lieutenant rank attend the FBI National Academy, a valued and professional course for mid-level managers that is 10 weeks long.

Recommendation 24:

The data used to assess training absences of trainers and trainees, and the time and cost of travelling to off-site locations for training need to be properly recorded to provide a complete picture of the training undertaken. Regarding instructors, as a means of reducing the impact upon operations and a reduction in costs consideration should be given to using civilians whenever possible. Possibilities include individuals with prior law enforcement or military experience who have the relevant knowledge as instructors. Only those individuals who demonstrate they can instruct should be considered, as poor instructors can undermine the credibility of a program. Just because someone has done something does not mean they can teach the subject. This would involve reviewing their teaching ability prior to employing them in a training capacity. Consideration should be given to

employing a civilian assistant/Program Manager to gather data, record training given, file reports and give support to the training function.

Data and Computer Aided Dispatch (CAD) Issues: The CAD system does not clearly distinguish between what are actual CFS that are citizen initiated from those “proactive,” officer-initiated activities undertaken by patrol deputies of their own volition. This precise data is needed for any continuous or future analysis of sworn personnel staffing. This would include, for instance, NCIC checks, stop and search, arrests and traffic stops/summonses, time spent working crime hot spots or at junctions that are the subject of fatal or serious accidents with a view to prevention, intelligence-led policing, and crime prevention or community activities.

A directly associated matter is that when deputies are on foot (i.e. River Rock) or on car crime patrol, or engaged in some community activity and have the opportunity to carry out any proactive work, the stated policy of the CAD supervisor is that the deployment will preclude the unit being shown as available. Consequently, the deputies show less than one (1) minute deployed on crime patrol or they will not be sent to a call for service. A statement that an officer is on a crime patrol should be shown as such on the CAD system and still allow the unit to be deployed on other calls. Calls shown as less than one (1) minute are not recorded in the CAD system which accounts for the discrepancy in the number of recorded calls detailed in the “Calls for Service (CFS) and Gauging Demand for Patrol Services” section. Dispatchers should ask all relevant questions regarding availability and show the assignment accordingly and deputies respond appropriately to that change. The deciding factor here is not the CAD system but the CCC policy and application in respect of it. The majority of agencies do provide for deployment while carrying out local crime patrols without any difficulty, but the NSA team was advised that this is not achievable within Gallatin County.

Some reprogramming would provide the Sheriff with regularly available data to permit him to manage the continuing success of meeting his strategic objectives. At the same time, it will enable him to gauge patrol force staffing needs against local demand for services on a weekly, monthly and annual basis and to reallocate manpower to deal with new outbreaks of crime or other problems as necessary. Some of the information on the current CAD system on patrol activity is unclear and conflicting. At present, the data on these two matters is not comprehensive, overlaps and is confusing in detail with other internal data provided. Even presentation of some of the data from CCC was originally in a non-user friendly format that had to be re-done.

Average Time Spent on Individual Calls and Recording: The total time spent on individual calls is not fully recorded in the CAD system. This should detail the time period that a patrol unit is engaged on an individual call from the time of dispatch – time pending – to time of arrival – to call completed and back on watch and available for further calls. Where the scene of a crime is attended, it may not be shown as cleared for days or indeed, ever. Availability for further assignment is a critical element in establishing the overall time spent from receipt in dispatch to disposal of the call and availability for deployment. This will require both a change in CAD records and a more disciplined approach by patrol deputies to reporting back. This is an essential addition to the CAD system. Without this data, there is no precise indication of the full response times and deployment

involved across the County except on an average basis. This has resulted in large differences in time deployed. Certain lengthy response times may not be readily acceptable to residents and is a reasonable measure of customer service satisfaction, but at this point those details are not precise.

Consequently, the data provided for review is averaged out at 30 minutes and has been allocated within the data in the formula shown in Appendix C as Handling time, i.e. call received, pending, dispatched, but not the length of deployment. A figure of 30 minutes is a standard measure used by agencies covering small geographical areas. The size of this County and distances travelled in Gallatin are far in excess of that figure. 30 minutes is not sufficient to accommodate the needs of this agency at this time but with incomplete data, albeit an under-estimate, this is a reasonable and supportable assumption pending better information.

The measure used should, therefore, be modified if and when more precise data becomes available. It is more than possible that the 30 minutes allowed in the formula will need to be adjusted accordingly.

Furthermore, none of the CAD data covers details of any time spent on administrative duties and report writing, all of which detract from both reactive and proactive assignments. It is important to ensure that administrative duties, including court attendance performed by patrol deputies, are properly recorded on the CAD system by both deputies and operators.

The factors likely to increase the time spent by patrol deputies on non-proactive issues that would increase the 30 minutes and are not accounted for in the formula are 48 minutes per day spent on official duty email and texts (deputies) to over 2 hours per day for supervisors, and those detailed in Recommendation 5.

Recommendation 25:

The CAD system should be reviewed and modified to provide analysis of the time spent on individual calls and to distinguish between reactive and proactive activities (see also Recommendation 2) . Time spent on administrative issues such as report writing, processing arrests, time giving evidence at court while on duty and on prisoner transports should also be accounted for as specified earlier. The CAD system should be able to provide this information rather than the RMS system but some local resolution of these issues needs to be found. With all the other agencies being responded to by the CCC this may require additional work to make the necessary adjustments to accommodate the needs of GCSO and possibly other police departments in order to justify their staffing levels to Commissioners and Council members.

Recommendation 26:

Presentation of CAD data needs to be much more user-friendly with a frequent dialogue between the CCC Director and the Sheriff's staff to resolve these issues to mutual satisfaction.

Recommendation 27:

It is recommended that a full and careful review be undertaken by the Advisory Board for the County Communications to ensure that the CCC is meeting the needs of their law enforcement customers, in particular the Sheriff's Office. The data should provide the appropriate level of clarity and be of a self-explanatory basis, available at least bi-monthly and form the baseline for the Sheriff's future staffing demands. The existing CAD system should be reviewed to focus on the key information needed to address all the questions raised in this section of the report and those contained in Appendix B. These measures will provide the Sheriff with a continuous capability to obtain data needed to gauge local demand for patrol services that can be kept constantly under review.

Overall Management of the Proposed Changes: There are many recommendations in this report that require liaison with external agencies and additional research in order to bring this work together for the Sheriff. Other than those matters that he must deal with himself (i.e. CCC, court liaison), there is no one available in the agency to manage and draw together all the elements of the extensive work proposed. This must be of supervisor rank, at least a Sergeant or even better a Lieutenant with the advantage of the FBI National Academy experience, to collate this work and manage it as an extensive project in order to bring the agency up to the standards recommended. This cannot be managed by a part-time position fulfilling numerous other functions.

Recommendation 28:

To the extent that the recommendations of this report are accepted, deploy a full-time Project Manager of supervisory level, ideally a Lieutenant, to realize the benefits and safety factors for the Sheriff's Office and the County contained in this report

Transport: There is no provision for transporting prisoners other than by using patrol deputies and their remaining in court until case disposal. This is further discussed in the "Gallatin County, Montana, Courts Review of Court Security Operation"⁵ report. The issues raised there create another major drain on law enforcement resources and all exacerbate the absence of patrol deputies from other external duties. Due to lack of availability of data, total specific hours have not been measurable and have not been included in the data shown in Appendix C.

Recommendation 29:

The regular abstractions from patrol duties on courtroom attendance as prisoner escorts and absence of clear data as to time of deployment need to be considered in conjunction with the other demands on patrol deputies and the overall recommendations regarding patrol staffing to meet requirements shown in Recommendations 5, 7 and 8.

⁵ National Sheriffs' Association. September 2014. *Gallatin County, Montana, Courts Review of Court Security Operation* (p. 4).

Specific Recommendations Relating to Staffing Requirements

- a) Need to supplement Patrol staff to meet current needs and to achieve equilibrium of 40% proactive work.
- b) A substantial increase in staff is necessary across the agency.
- c) Eight (8) additional Patrol deputies now to meet current demands.**
- d) One (1) additional Sergeant for Relief duties and other specified tasks.**
- e) Eleven (11) additional Patrol deputies based on criteria in Appendix C within 2 years or as soon as possible. Or can be reduced by 2 if recommendations f and g below apply, and further reduced by 5 if recommendation h applies.
- f) One (1) additional contract position from Madison County for Big Sky to be negotiated (included in total of 19 deputies required for patrol).
- g) One (1) additional contract position from Three Forks to be negotiated (included in total of 19 deputies required for patrol).
- h) Five (5) additional unsworn staff to achieve cost savings.
- i) Two (2) additional investigators within one year if crime reporting recommendations are pursued, otherwise one (1).
- j) One (1) additional Sergeant supervisor for DTF dependent on review of workload factors, activity and crime trends.
- k) Additional seven (7) Deputies and one (1) Sergeant now according to the National Court Security Staffing Guidelines in Appendix E.
- l) Guidelines as for recommendation k are ten (10) Deputies/civilians and 1 Sergeant within 2 years or as soon as possible.
- m) One (1) Lieutenant as Project Manager now.**

**These items require 8 deputies and 1 Sergeant for Patrol, 1 Lieutenant as Project Manager, and 7 deputies and 1 Sergeant for Courthouse Security now.

Conclusion

It is difficult to see what else the Sheriff can do to maximize the Value for Money that the community and the Commissioners are receiving from his patrol, investigators and court staff. Every position has been stretched to breaking point. For patrol this involves deploying staff that are spending over 75% of their time attending CFS and still backing up other Sections who themselves are short of staff. A major concern is that the current inadequate number of sworn deputies presents a considerable threat to their personal safety in operations and also the safety of local citizens within the community, and to judges and visitors to the County facilities, particularly in the courthouse with its almost total absence of effective safety measures in accordance with national guidelines.

The GCSO appears to be currently “robbing Peter to pay Paul,” resulting in some extensive understaffing across the board in deputy positions and also in some unsworn positions. The shortages of staff need to be looked at from a total organizational perspective, not just patrol shortfalls. There is also a sound financial case for some civilianization of specific roles that could offset or reduce some of the increased number of deputies recommended and the costs of employing additional ones. Civilianization, however, will not substitute for an extensive and necessary increase in sworn staff.

Creation of a clear Strategic Plan for the future would provide a more focused preventive, proactive approach. It is also clear that, while much is being done to efficiently use existing patrol staff, their consistent use to backup resources that are deficient elsewhere reduces their capability to protect and serve the community in handling crime, traffic and other problem solving issues. Absent any Plan, the number of staff – deputies and civilian – still remain inadequate and present some “real” safety issues. To cover even the current workload thoroughly and competently requires a large increase of additional sworn staff to maximize the safety of all concerned and provide effective service.

Shortages in patrol, court security staff, the absence of reserves and need for more civilianization are paramount and any attempt at securing a community/crime based Strategic Plan cannot be achieved until there are sufficient resources available to achieve this.

The staffing issues can only be resolved by providing additional Patrol deputies, investigators, civilian support and additional sworn and unsworn staff in Courthouse Security, as recommended in this report. These additional resources are urgent and though they are extensive, these best practices are recommended and draw attention to the shortages and safety issues that exist, the difficulties the Sheriff has in making a positive proactive policing approach, and for some immediate inroads to be made in filling these additional positions swiftly. Some positions require immediate filling while others should follow in a reasonable time and should be kept in continuous review that can only occur with provision of adequate data in the future. At this juncture the latter is not achievable. The recommendations made in this review are based on all the reliable and substantive available data.

The absence of a full set of data from the CCC and some internal records, together with lack of clarity or absence of agency policy and procedures in specific areas, especially in crime reporting, all need prompt resolution. The establishment of a meaningful forum to explore and resolve the data issues, and their collection and dissemination that have been raised in this report are essential components in ensuring that the Sheriff is able to substantiate future claims for staffing that may be required. Significant changes need to be made in order to provide a comprehensive set of data as a management tool to assist the Sheriff and his Administration in tracking their staffing needs and their performance. Until there is an ability to distinguish between reactive and proactive patrol activity, time from receipt of calls until availability of unit for further deployment, and hours spent in transports/court security duty, future staffing determinations will be unnecessarily complex and may be less precise than they could be. Retaining the current record-keeping arrangements without any changes will be detrimental to the agency and contribute to inefficiency.

Irrespective of any of the other issues raised here, any financial savings currently achieved by failing to maintain sufficient personnel is at the real cost of the personal safety of GCSO staff and the community. A major or serious incident or an officer or member of the community in real distress cannot be handled effectively by a patrol staff of 3 or occasionally only 2. This is unacceptable and the occurrence of only one instance where things go wrong would reflect very seriously on the County and the Sheriff and should be rectified promptly.

APPENDIX A – Resumés

FRED G. WILSON

5902 Mount Eagle Drive
Alexandria, VA 22303

fgwilson1@cox.net

(571) 551-6501
(571) 237-3284

SENIOR ASSOCIATION EXECUTIVE / DEPUTY DIRECTOR

LAW ENFORCEMENT ASSOCIATION SPECIALIST

Strategic Association management professional with a 30-year career path in law enforcement education grants and association management. Recognized change agent and responsive visionary who excels at identifying and leveraging member needs to create robust programs, partnerships, and education that create wins in member retention, growth, and profitability. Excels at capturing funding, stabilizing of operations / organizations, and providing strategic direction.

KEY STRENGTHS

- | | | |
|--|--|----------------------|
| ▪ Operations Management | ▪ Public & Media Relations / Marketing | ▪ Human Resources |
| ▪ Member Programs / Education Technology | ▪ Video / Media Production | ▪ Information |
| ▪ Budgeting & Finance | ▪ Grant Writing & Administration | ▪ Board Relations |
| ▪ Legislative Issues | ▪ Training & Instruction | ▪ Staff & Team |
| Leadership | | |
| ▪ Partnerships & Alliances | ▪ Project / Program Management | ▪ Strategic Planning |
| ▪ Conferences & Events | ▪ Leadership Development | ▪ Facility |
| Management | | |

Member, International Association of Chiefs of Police, National Sheriffs' Association and Court Officers' & Deputies' Association, ASAE

Previous Ad Hoc Advisor, Arkansas Governor's Task Force on Mental Health, Completed PREA Auditor Training

EDUCATION & CREDENTIALS

UNIVERSITY OF ARKANSAS AT LITTLE ROCK (UALR)

MA, Criminal Justice: Mediation and Research (1989) / BA, Criminal Justice (1987)

PROFESSIONAL EXPERIENCE

NATIONAL SHERIFFS' ASSOCIATION /

NATIONAL SHERIFFS' INSTITUTE & JAILS OPS, Alexandria, VA

2001 to Present

The NSA provides programs to help those in law enforcement"/criminal justice better serve their communities. The NSI (a 501(c)(3) in this structure) focuses on jail operations and leadership development for sheriffs.

Division Director, Operations & Support

Stepped in to strengthen Association's Operations, Training, and Court Security programs / activities, languishing after prior director's long-term illness. Embraced challenges that included tightening the orchestration of twice-a-year development conferences; and revamping 30-year-old testing standards. Directed up to 40 staff/contractors and budgets of up to \$8M

- *Member Education & Support Programs:* Designed, marketed and directed free-based (government sponsored) and fee-based (agency, jail and court security audits) education / training for national membership organization of over 3,000 sheriffs' offices. Served as advisor; set guidelines. Implemented new programs that included *Disguised Weapons, Internet Predators* [for children], and a *School / University Violence Project*. Also introduced online training.
- Developed and put in place passive guidelines on the use of Tasers™ and conductive interview devices.
- Collaborated with the International Association of Chiefs of Police, National Organization of Black Law Enforcement Executives, Police Executive Research Forum, and Bureau of Justice Assistance, to create standards guiding computer system / database purchases for sheriffs' and police departments.
- Designed and launched the *Public Safety Series*, a CD-based program with monthly subscriptions, which provided training to a broad array of law enforcement organizations; and generated healthy profits.
- Managed production of training videos, (storyboards to hiring technical staff). Videos included: *Pegasus Project* (2003) with John Matthews, to the Office of Community Oriented Policing; and *Collaborative Partnerships for Mental Health* (2002, 2003) with Elizabeth Gondles, to the U.S. Department of Justice.
-

PROFESSIONAL EXPERIENCE

- *Strategic Partnerships & Alliances:* Pursued and nurtured alliances to facilitate member-focused initiatives. Approached and cultivated relationships with vendors and potential sponsors to garner support.
- Pursued and negotiated an alliance with universities to gain credit for programs. Partnered with the University of Louisville, American Public University on professional development / liaison programs.
- Negotiated grant funding, sponsorships and equipment usage from DuPont, Motorola, Apris, and other vendors to support member education programs and classes.
- Steered coordinator towards a marketing event that doubled donations for selected conference items.

- *Marketing Collateral:* Created targeted marketing pieces, generated blast faxes / e-mails, and built relationships with all state association officers to facilitate distribution of marketing and promotional materials.
- *Conferences & Events:* Managed vendor relationships to meet exhibit / participation needs. Planned and coordinated seminars / workshops for regional and annual meetings. Secured funding from a major pharmaceutical company and booked Rudy Giuliani at no cost.
- *Facility Management:* Oversaw the physical plant—parking lot to elevators and bathroom supplies. Corrected issues blocking facility's compliance with ADA requirements.
- *Media & Public Relations:* Served as main press contact, spokesperson and liaison regarding Association and law enforcement issues. Quoted in *USA Today* and other publications. Solicited press coverage and publicity for members; coordinated all media correspondence / communications.
- *Grant Funding:* Wrote and administered special grants of up to \$2M; influenced and administered other grants of up to \$6M. Grants included (full list in résumé addendum)
 - Collaborative Leadership Project (2001, 2002), Office of Community Oriented Policing Services (\$400K).
 - Law Enforcement Information Standards Council (2001-2007), with IACP, PERFT and NOBLE. Bureau of Justice Assistance (\$800K).
 - National Neighborhood Watch (2002, 2003, 2004), with Dean Kueter. Presidential Neighborhood Crime Initiative, Department of Justice (\$4M).
 - Child Internet Safety (2005), Department of Justice (\$169K).
 - Role of Sheriffs in Order and Court Security in Event of Pandemic (2006). American University (\$150K).
 - National Information Sharing System (2002, 2003), with Lee Colwell. Office of Community Oriented Policing, Congressional Earmark (TL \$6M).
 - Post 911 Managing New Realities (2003), with IACP, Police Foundation and Major City Chiefs. Bureau of Justice Assistance (\$500K).
 - Contracting for Law Enforcement Services (2011) \$150,000
 - Animal Abuse as a Predictor of other Violent Crimes (2014) \$100,000
- *Human Resources:* Supervised 10 direct reports and 10-30 contractors. Established a disciplinary process, discovered and corrected international work Visa issues, cleaned up outdated files, and formalized overall HR department's functions to streamline hiring and orientation processes.
- *Budgeting & IT:* Played a key role in planning and managing multiple budgets for IT, education and the physical plant, ranging from \$2M to \$8M. Championed and administered a \$300K upgrade to the IT system.

- *Strategic Planning*: Led new strategic planning initiatives for Association. Developed and executed a strategic planning course for agencies; traveled to sites to help implement the training.

COMMUNITY POLICING CONSORTIUM, Washington, DC

1997 to 2001

Project Director: Police Foundation

Directed curricula devised by the Police Foundation and CPC for Community-Oriented Policing grantees (DOG Grant). Managed an annual budget of \$1M. Supervised a staff of 4 and various consultants. Coordinated delivery of requested products and technical assistance; oversaw all media production activities / training including production of two videos presented to the U.S Department of Justice.

Coordinator, NATIONAL CENTER FOR RURAL LAW ENFORCEMENT

1989 to 1997

Instructor, CRIMINAL JUSTICE INSTITUTE / CRIMINAL JUSTICE DEPT, UALR

Helped university establish a criminal justice institute. Coordinated national workshops and focus groups, prepared videos, taught undergraduate and graduate courses, administered \$2M+ in grants, implemented programs, and developed curriculum.

EARLY EXPERIENCE: District Manager: Baskin Robbins, Baltimore, MD / Washington, DC;

Staff Assistant: United States Senator Dale Bumper's Office, AR; Veteran's Claims Examiner:

United States Department of Veterans Affairs, VA Regional Office, AR; DWI Counselor &

Alcohol Safety Program Coordinator / Instructor: Family Service Agency, AR; Mediation Intern /

Deputy Clerk: Pulaski County Municipal Court, Little Rock, AR

Commander Les Poole (Ret.) of New Scotland Yard, Metropolitan Police Service, London, England. Les has spent over 40 years in law enforcement including 10 as a Chief Officer and 14 as an independent consultant, President of I.M.P.A.C.T. Consulting, New York. He has led agency and police staffing audits both in the United States & the United Kingdom. Mr. Poole has a Master's degree in Police Management and Policy Analysis – M. Phil., and a degree in Law & History, B.A. He is a certified criminal justice trainer and further education trainer with a Diploma in Criminology.

He was A/Director of Police Personnel Management, New Scotland Yard, London – (29,000 officers); awarded the Queen's Police Medal by Her Majesty The Queen for Distinguished Service to British policing (QPM); Commander Crime & Operations, South West London (4,500 uniform staff, 1,000 detectives and 1,000 civilians); Commander Force Inspectorate carrying out internal and external audits; Director of National Training for 120,000 officers with a \$5 million budget; Chief Examiner - National Police Promotion Examinations; Adviser to the Chief Inspector of Constabulary (the most senior police post in the U.K); he also served in 7 lower ranks in investigations, traffic, internal affairs and regular patrol positions.

He has managed and undertaken numerous management accreditations and organizational audits in Sheriff's Offices and Police Departments in the United States & acted as consultant to the NSA, IACP, FLETC, COPS Office, the Police Foundation and the Performance Institute. Those audits also included provision of managerial and technical assistance and training in executive leadership; performance and change management; team building; motivation; ethics; strategic planning, counter-terrorism, police personnel management & community policing to police and public sector agencies throughout the USA. Invariably they have been requested by agencies experiencing organizational difficulties that wish to make positive change in their agencies.

He has consulted and trained Sheriffs and Police Chiefs across the United States and participated in agency reorganization and change. He has managed and undertaken numerous staffing audits, promotion assessments, job analysis and reviews of all ranks & provided new human resource management programs & performance evaluations for State and local policing agencies with up to 3500 staff. He was a consultant to Excelsior College, New York for Criminal Justice Training Assessments nationwide. He has prepared and delivered a promotion assessment process for State Police, Sheriff's Offices and Police Departments up to the rank of Captain.

He recently wrote the curriculum and trained the senior management of the Panamanian National Police in problem oriented policing and managing change as part of a US Government technical assistance program. He has also undertaken consultancy work in Ireland and France.

Consultant/Curriculum Developer/Trainer on vulnerability from counter-terrorism for FLETC. He has published on numerous law enforcement topics, the last being a Chapter on "Problem solving terrorism vulnerability" in "Police Problem Solving" Eds. Quint Thurman & J.D. Jamieson, LexisNexis.

He currently instructs in Leadership, Management and Organizational Performance for the Southern Police Institute, Louisville, Kentucky and is the lead trainer in the NSA/SPI Executive Leadership training program. He was Visiting Professor at John Jay College, City College, New York City, teaching international criminal justice to graduate and undergraduate classes.

**Hilary Burgess, NSA Manager of Training & Database Integrity,
Associate Director of the National Sheriffs' Institute**

An NSA employee since January 2005, Hilary Burgess has served in multiple capacities in the Operations Division, including training, program management, events management, database management, marketing, and membership. She has a B.A. in Communication Studies from Westmont College in Santa Barbara, California and began her professional career in events management and marketing in the retail industry before relocating to Virginia.

During the past 9+ years she has performed numerous technical assistance studies, including 3 staffing analyses and 13 court security assessments, for Sheriffs' Offices.

APPENDIX B

DETAILS REQUIRED TO BEGIN NSA LAW ENFORCEMENT STAFFING STUDY

SPECIFIC REACTIVE & PROACTIVE DATA REQUIRED TO COMPLETE A LAW ENFORCEMENT STAFFING ANALYSIS

A comprehensive staffing analysis is based on a review of ALL directed officer activity, i.e. calls for service, mental illness details, reports taken in office, etc., PLUS A SEPARATE review OF ALL self-initiated officer activity, i.e. arrests, stop & search, DWI, NCIC checks, etc. Basically, the purpose is to match demands on the Sheriff's Office with public external demand, and account for all proactive and administrative work by patrol deputies

KEY ISSUES

- It is important to identify peak times, busiest days of the week, quietest times, etc., by drawing up a profile for crimes and other calls for service. Do you have a breakdown of calls for service on an hour-by-hour and day-by-day basis throughout the year together with type of call and linked to geographical location? If not, can one be obtained?
- Can you distinguish between reactive and proactive activity as defined above by patrol deputies?
- Are your calls for service prioritized?

GENERAL ISSUES

- Governance structure of the county
- Population size and growth in the past two decades , providing details on both composition and age structure
- A statistical description of the influx of immigrants, or tourists at certain times of year, plus any other relevant information on transients
- Climate, particularly significant seasonal changes that affect public safety and the delivery of services
- Square mileage of the county
- Governance structure of the county
- Map of the county showing:
 - any beat assignments
 - incorporated areas of in-county municipalities to which primary law enforcement duties are assigned
 - any areas for which the agency provides contractual policing.
- Details of any municipal agencies within the county

- Responsibilities of State Police organizations within the county
- Responsibilities shared with national or other agencies
- Sheriff's responsibilities – patrol, investigation, traffic, courts, jail, etc.
- A clear and agreed-upon description of the Sheriff's policing philosophy, e.g. preventive /community policing or response time/reactive style.
- A copy of the Sheriff's strategic plan spelling out crime and/or traffic objectives for patrol deputies, if there is one
- Any policies of prosecutorial, correctional, probation and judicial agencies affecting patrol operations either positively or negatively
- Current municipal resources and Sheriff's budget details
- A per-resident cost per patrol deputy, if the operating budget includes such information.
- An explanation of the arrangements for Academy recruit training, with indication of whether it is funded by Sheriff or by the recruit personally, and whether it is typically accomplished before or after application for the position for which the trainee is to be qualified.

PERSONNEL ISSUES

- A delineation of any increases in personnel within the Sheriff's office since 2000, broken down into departments
- A detail of the number of personnel assigned to respond to citizens' calls for service, divided into number of patrol, detective, supervisors, other sworn and non-sworn
- A count of the full-time sworn law enforcement deputies and supervisors on patrol
- The ratio of supervisors to patrol staff
- A count of the full-time sworn law enforcement deputies and supervisors in specialist departments—K9; Traffic: Warrants, etc—who respond to calls for service or patrol assistance
- A count and description of the reserves/auxiliaries used on patrol duties, specifying how many hours they work on patrol per month
- An organizational chart that details responsibilities of the staff, including civilians
- A rank distribution in each division/department, etc., including civilians
- List of specific responsibilities, functions & duties for various positions
- A description of the kinds of patrol the agency operates, e.g., vehicle (car and van), motorcycle, marine, horse, cycle, foot

CALLS FOR SERVICE – REACTIVE DATA – Demands from external requests

- ☐ Total calls for service
- ☐ Number of deputies earmarked for patrol & law enforcement duties to answer CFS
- ☐ Handling time for CFS (average) between assignment and reporting back on watch
- ☐ Back-up rate (actual or policy, detailing:
 - for which calls policy requires back up
 - the number of back-up/assists and time assigned/completed, in other words the number of units called off before reaching the scene
- ☐ Number and type of PATROL arrests externally initiated
- ☐ Average TIME for each patrol ARREST, including transport, processing and return to patrol (but excluding writing reports)
- ☐ Time for writing reports
 - per PATROL arrest
 - per CFS incident
- ☐ Percent of CFS incidents resulting in reports

PROACTIVE DATA (Self initiated activities) and AVAILABILITY

- ☐ Percent of time spent PROACTIVELY pursuing agency OBJECTIVES & STRATEGIC PLAN if any. (If not known, it will be estimated at the 50 percent level). Include all NCIC checks, if not logged in the CAD system, as a call for service
- ☐ HOURS worked PER WEEK without overtime
- ☐ Number of vacation days per year
- ☐ Number of hours of training per year
- ☐ Mandatory hours of training for patrol deputies
- ☐ Discretionary training delivered to every officer on patrol duty, in service or external
- ☐ Hours for meals/breaks per DAY
- ☐ Average number of leave days per year, if there is a category not considered vacation or sick leave
- ☐ Average number of sick days for all agency staff
- ☐ Average number of deputies on restricted or other limited duties
- ☐ Average shortfall—the number of deputies not immediately replaced on retirement, dismissal—Academy and those under field training

- ☐Number of PATROL arrests originating from officer action counted per type
- ☐Number of searches and assists by K9 units
- ☐Number of assists and assignments by traffic deputies
- ☐Number of assists and assignments by warrants deputies

ADMINISTRATIVE ISSUES & ADDITIONAL RESPONSIBILITIES

- Officer time spent at court on duty & NOT on overtime
- General policy of county commissioners on payment of compensatory time or refusing to do so
- Total hours of compensatory overtime currently outstanding and still due to patrol deputies
- Average amount of time deputies spend per day answering email and responding to email requests and texts, internally and externally
- Description of how reports are completed, with details on which parts are hard copy and which electronic
- Explain the use of MDTs, specifying if they are used to receive calls from dispatch and write reports
- Quantify any additional time spent on administrative duties NOT covered previously
- Similarly, specify any additional requirements on patrol, i.e. crime scene investigation, SWAT responsibilities, serving warrants, dealing with civil process,; or other ancillary duties that are not accounted for elsewhere
- Quantify what proportion of patrol time is spent on: crime prevention, community policing, animal control, court duties, security duties, tax collection, civil defense, school crossing, EMS, and fire-rescue.
- If patrol duties include dealing with the mentally ill, indicate how frequently in the last 12 months that has included escort duties and how long such escort typically takes.
- Do you have S.R.O's? If so, are they part of the patrol strength during any part of the year?
- Do you have any full-time community policing deputies? If so, are they considered part of the patrol strength?
- Provide copies of personnel regulations that describe the amount and type of authorized leaves of absence
- Detail any new or special programs or administrative restrictions contemplated (in-service training, for example)

Most of this data focuses on **MATCHING MANPOWER TO DEMAND AND RESOURCES**. We need to establish as precisely the reactive and proactive requirements of ALL members of

the agency who are regularly used for law enforcement purposes or are absent from duty due to other issues – training, sickness, leave, etc.

Patrol Staffing Requirements - 40/60 formula APPENDIX C			
1	COMMUNITY GENERATED WORKLOADS (CFS)		
	• Calls for Service (Patrol Division Incidents, Transports and Alarm Calls)	36741	
	• Handling Time (in hours)	1.02	
	• Total Handling Time (in hours)	A	37475.82
	• Back-up rate (31% of CFS) = 11618	0.31	
	• Back-up time (75% of 1st unit time) 75% of 11618 = 8713.5	0.75	
	• Total Back-up Time	B	8713.5
	• No. of patrol arrests ACTUAL	698	
	• Arrest time (average time per arrest Hours incl. reports) 3 hours		
	• Total Arrest Time (Arrests x Arrest time 3 x 698	C	2094
	• Number of reports (% of incidents) 15.61% of CFS incidents	5735.27	
	• Report writing time (Estimated @10 mins average) (in Hours) = .166		
	• Report writing time .166% of 5735.27	D	952.05
	TOTAL TIME TO HANDLE CFS WORKLOADS (HOURS) (A+B+C+D)= HOURS	E	49235.37 hrs
2	TIME FOR PREVENTIVE PATROL & SELF-INITIATED ACTIVITIES (PROACTIVITY) HOURS 40% of available time		
	Multiplier Say 40% of available time i.e. 40/60 = .6666	.66	
	Preventive Proactive Patrol 49235.37 x .66	F	32495.34 hrs
3	HOURS TOTAL TIME - HANDLE REACTIVE 60% & PROACTIVE WORK 40% of available time E+F=G	G	81730.71 hrs
4	AVAILABILITY PER DEPUTY		
	Based on 10 hours per day, 4 days per week = 40 hours x 52 weeks =	2080.00	
	MINUS vacation days & comp time taken in hours	148.00	
	MINUS training hours per year per deputy	40.00	

	Net hours worked (excludes all sick time & turnover)	1892.00	
	Net hours lost (breaks)		
	Time spent on meals – 1 hour per day	189.2	
	Net hours worked each year per deputy	H	1702.80 hrs
5	DEPUTIES REQUIRED TO HANDLE REACTIVE & PROACTIVE WORKLOADS 40% of available time $G \div H = 81730.71 \div 1702.8$	J	48 deputies
6	DEPUTIES REQUIRED ALLOWING FOR SICKNESS, ETC		
	Average days sick & personal leave = 179 hours	17.9 days	
	Days disability/restricted duties/injuries = 32.75 hours	3.275 days	
	Total Days not on patrol	21.18 days	
	Hours per day worked	10.00	
	Total Hours not Worked	211.8 hrs	
	Those hours as % of hours worked $211.8 \div 1702.8 = .12$		
	$J \times K = L \quad 48 \times .12 =$	K	5.76
	$J + L = M \quad 48 + 5.76 =$	L	53.76
7	DEPUTIES REQUIRED ALLOWING FOR TURNOVER/ ACADEMY TRAINING/ RESTRICTED DUTIES/DISABILITY AND MILITARY LEAVE		
8	Deputies shortfall due to turnover, academy time, and field training = 1 deputy	1	55.76 deputies
	Deputies shortfall - absent on military leave = 1 deputy	1	
	$M + \text{shortfall} = N \text{ deputies}$	N	
9	TOTAL NO. OF DEPUTIES CURRENT = 38 PATROL ONLY (incl. 6 SERGEANTS)		37
10	SHORTFALL OF DEPUTIES CURRENTLY	18.76	

FIGHTING CRIME IN GALLATIN COUNTY –
FALSE ALARM - ADVISORY NOTICE – 2nd VISIT
WITHIN (3) MONTHS

March 30, 2015

On _____ date _____ at _____ am/pm

Make sure the system is “ready” before turning it ON. (Many systems have indicator lights to tell you when they are active.)

Make sure any people who are permitted access to your alarm system or who secure or open up your premises are properly trained in arming and disarming the system. Review the proper operation with them periodically.

Follow all instructions provided by your alarm company for use, repairs, maintenance, etc.

Contact your alarm company or the installers if you believe there are faulty connections or wiring and request their attendance.

WARNING NOTICE

I must advise you that if your alarm results in one further police attendance within the next _____ months because it is faulty, then you will receive a further advisory notice.

I regret to inform you that in the event of any subsequent alarm calls within three months after that, my deputies will not attend your premises for any alarm call for the 180 days following that call, during which time you will have the opportunity of correcting the problem.

I would add that we are most anxious to be of service to you at all times and to attend all genuine alarm calls. Unfortunately the extent of false alarm calls we are receiving prohibits us from responding to any repeated false calls in this county.

Yours truly

Lieutenant (Operations) on behalf of
The Sheriff of Gallatin County

APPENDIX E

NATIONAL COURTHOUSE/COURT FACILITY STAFFING GUIDELINES

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How much courthouse/courtroom security is too much, and is there a formula for an adequate/minimum security force?

The answer comes only after the accomplishing the following steps.

Step One:

Conduct a threat analysis. Assess your historical threats, your current threats and your anticipated future threats. Jurisdictions are similar based on demographics. Research and then assess. Include worker/workplace events. Workplace violence in a judicial setting is 15 times the national average.

Step Two:

Complete an accurate and thorough court facility site survey. Assess your facility's external and internal weaknesses. Assess your policy and procedures by testing them.

Assess your staff, their physical and psychological abilities, training, commitment and security levels. Assess your practices against CALEA Chapters 71, 72 and 73 standards.

Step Three:

Establish a security committee made up of all users of your court facilities. Now, add to this a member of your funding source (County Board/Commissioners, etc). Review the results of steps 1 and 2 together and jointly decide your course of action. This step will be the most difficult, but it will help create a mutual understanding and a mutual direction that will increase your level of security.

During your discussions, these mandatory questions must be answered:

Who is legally responsible for court security?

What is the level of security desired for each location?

Are the facilities going to be gun free? Who is authorized to carry firearms in the facility?

Is security for all or for some? (Passes)

Is funding available now; and can security be phased or is this as good as it gets?

Can the eight security zones be segregated physically, temporally, or procedurally? Are they cross-contaminated?

Is staffing adequate to protect and preserve the judicial integrity of the criminal justice system? Staffing is not just people placed in positions. An adequate staffing analysis requires looking at all phases of human resource management.

STAFFING ANALYSIS PHASES

Recruitment

Hiring

Training (Basic/Specific) Placement

Retention

Command

The following post assignment staffing guidelines should be used as a general guide for the provision of proper security staffing of your courtroom/facility. The factors that determine adequate staffing for your specific courtroom/facility will be determined by using steps one, two and three above.

STAFFING GUIDELINES

Large Counties and Cities:

Courtrooms

Civil Court 1

Criminal Court 2 (additional security assigned as justified)

Juvenile 2

Domestic 2

City Court (Traffic) 2

Building Security Posts as delineated by security survey and special justification

Court Facility

Criminal 2

Civil 1

Juvenile 2

Domestic 2

Floor Security 1 (minimum each floor)

Supervisory ratio 1 for every 6 court operations

Unique posts where identified by security survey and special justification

10% relief factor

Small Counties:

Courtrooms/Facilities

Criminal Court minimum 1

Civil Court minimum 1

Other minimum 1

Security position 1 over each court operation per judge

Additional building security positions as identified by court security survey and special Justification

10% relief factor

City Courts: (Small)

Courtroom/Facility

Criminal Court minimum 1

Civil Court minimum 1

Other minimum1

Security position 1 over each court operation per judge

Additional security positions as identified by court security survey and special justification

Superior - Appellate - Supreme Courts

Courtroom/Facility

Criminal Court 3 and 1 supervisor

Civil Court 1

1 senior officer for every four-full time judicial hearing officers

Additional security positions as identified by court security survey and special justification.

10% relief factor

Other Courts:

Courtroom/Facility:

1 full-time security position for each court facility operation

Criminal Court 1.5

Family Court 1.5

Family Court Hearings 1

Civil Court 1

Additional security positions as identified by court security survey and special justification

COURT SUPERVISION (Generally)

1 Supervisor in-Charge for each court facility operation

1 Assistant Supervisor In-Charge for each court that has more than one location with five or more regularly scheduled courts or has 50 or more court security officers assigned to a single location

1 staff assistant for each Responsible Supervisor In-Charge OR Assistant Supervisor In-Charge with a maximum of one per facility

1 Supervisor to cover public security entrance

10% relief

ADDITIONAL STAFFING GUIDELINES

Magnetometer/ X-ray Staffing

Magnetometer 2

X-ray 1

Entrance Staffing

Pass line 1

Canine (Bomb) 1

Prisoner Transportation

As necessary based on Risk Assessment

SPECIALIZED STAFFING CONCERNS: (Additional staffing and policy required)

24/7/365 SECURITY (Preferred)

MASTER CONTROL

TRAINING

FACILITY RESPONSE

ALARMS

MEDICAL EMERGENCIES

OTHER EMERGENCIES

FIRE OR WEATHER EVACUATION

ESCAPE

ILLEGAL ENTRY

JUDICIAL SECURITY

THREAT ASSESSMENT/ ADJUSTMENT/INVESTIGATION

PROPERTY CONTROL

ARREST/INVESTIGATION/DETENTION

SPECIAL OPERATIONS/DEMONSTRATIONS

FACILITY SHUTDOWN

HIGH RISK TRIAL

HIGH PROFILE TRIAL

MONEY ESCORTS

PERSONAL JUDICIAL SECURITY

MEDIA