Management Audit of the Kalamazoo County Sheriff’s Department

September 1996

Study Team

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1. INTRODUCTION

A. Background of the Management Audit

Several years ago, the Board of Commissioners of Kalamazoo County adopted a policy to provide special appropriations, as budgetary considerations permitted, with which individual departments could contract for management audits of their operations. This action by the County Commissioners was not in response to any specific concerns with mismanagement; rather, it demonstrated a recognition that any organization needs from time to time to review its operations and management and develop strategic plans for the future.

Sheriff Thomas N. Edmonds was the first department head to have his request before the County Board for funding an audit; however, County administration asked the Sheriff's Department to defer, first to the Juvenile Court and then to the Prosecutor's Office. Thus, the Kalamazoo County Sheriff's Department is the third department for which management audit funds have been made available.

Sheriff Edmonds has informed the management audit team [the Team] that he intends to widely distribute this report among personnel of the Department. Because the report thus will be available to many persons unaccustomed to reading management audits, the Team believes it advisable to include the caveat that management audits in general, and this one does, tend to be sparse in time or words discussing the manifold functions and activities which an agency and its personnel are performing well day-in and day-out. Instead, the objective of the management audit is to identify and report areas within an organization where changes may be needed, and to suggest possible solutions.

B. Objectives and Scope of the Management Audit

The objectives of the management audit were to assess the following functions and processes of the Kalamazoo County Sheriff's Department:

1. its organization and management scheme;
2. its effectiveness and efficiency in carrying out its law enforcement function;
3. its effectiveness and efficiency in carrying out its correctional function;
4. fiscal management and resource utilization;
(5) policy development and planning; and
(6) human resources management.

The Sheriff's Department currently is in the last stages of implementing major changes to its computerized system for booking prisoners and tracking their presence in the jail, and is working towards future changes in the Computer-Aided Dispatch system. Therefore, both to keep down the cost of this management audit, and to avoid replicating efforts already underway, this review did not include an analysis of computer systems or other technology of the Department.

This management audit also did not include an assessment of the accuracy, validity, and integrity of financial accounts of the Sheriff's Department. The County Finance Office informed the Team that audits of the financial accounts of the Department are regularly performed by an external auditor, a CPA firm, which reports to County Administration, and that no problems were reported in the most recent audit. The Department reportedly has not been over budget in any year under Sheriff Edmonds' administration.

C. Methodology

The methodology of this management audit was information gathering comprised of interviews, observations, and data collection.

The interviews began with the Sheriff and Undersheriff and continued through all members of the command staff of the Department. Each member of the command staff was interviewed more than once by different combinations of individuals from the management audit team. The Team also met with a representative of the Deputies Association and a representative of the Command Officers Association. Other interviews were conducted with a variety of non-command personnel throughout the Department.

In addition, observational interviews were had with a variety of personnel on the job. These included 911 dispatchers, jail personnel, and road deputies.

Prior to and throughout the study, the Team requested and reviewed Department policy and procedure manuals, the FTO Training Manual, internal memoranda relating to recruitment, policy and budgetary planning and operational administration, and computerized records on jail and law enforcement activities covering the period 1991-1996.

At the outset of this study, a memorandum was circulated to all personnel of the Department informing them that the audit would take place, and inviting each individual to contribute his or her comments and concerns even if he or she happened not to be approached by a Team member for information. To this end, personnel of the Department were invited to write anonymously to a Team member if they desired, or to call the 800 telephone number of the Justice Programs Office, either anonymously or by name, to offer information or to request a follow-up interview by a Team member.
In the closing phase of the management audit, an opinion survey form was circulated to all personnel of the Department, requesting their anonymous responses to specific questions, to be returned to the Justice Programs Office in provided stamped, pre-addressed envelopes. This survey document reiterated the invitation for any individual to call the 800 number with detailed information or to request an interview.

All told, Team members conducted 34 face-to-face interviews with Department personnel. In addition, 24 sworn personnel returned questionnaires to the Justice Programs Office and/or participated in telephone interviews with a member of the Team.

Outside the Sheriff's Department, Team members interviewed the Chairman and two members of the County Commission, the County Executive and the County Finance Officer, the Prosecuting Attorney and several supervisory and line assistant prosecuting attorneys, two judges, and several court administration staff. In addition, the chairpersons of eleven township Boards of Supervisors were interviewed by telephone concerning Sheriff's Department services to and communication with their communities.

The Team had the benefit of two previous surveys performed by the Sheriff's Department. The first of these was the April 1994 report Analysis of Citizen Satisfaction Survey, which presented findings from a survey to determine "customer" perceptions of the courteousness and promptness of the Department's employees, and also of the quality of overall services provided by the Department. The second was a survey of other county agencies concerning their experience with the services and level of communication and responsiveness of Sheriff's Department personnel. In addition, the team was provided with the results of a survey of command staff soliciting anonymous evaluations of the management styles of the Sheriff and the Undersheriff.

Several members of the Team participated in ride-a-long observations of the work of road patrols, and Team members made numerous observational visits to the jail.

The study took place over the period May-August 1996, and entailed four on-site visits by the study team.

D. Composition of the Management Audit Team

The study was directed and conducted by the American University, Justice Programs Office, Joseph A. Trotter, Jr., Director.

Each member of the Team has had extensive experience in the criminal justice process and in providing consulting assistance to local criminal justice agencies across the United States. The collective education and experience of the Team covered all functional areas of the Kalamazoo County Sheriff's Department as well as criminal justice system organization, management and administration. The Team consisted of:
Joseph A. Trotter, Jr.
Director, Justice Programs Office, The American University

Mr. Trotter is an attorney and a member of the School of Public Affairs faculty of the American University. He has more than twenty years experience in providing technical assistance to local adjudication systems throughout the United States. He currently directs the national courts technical assistance projects of the Bureau of Justice Assistance (U.S. Department of Justice) and the State Justice Institute, which are administered by the University, and is a member of several national advisory boards and committees concerned with criminal justice system standards and practices.

Caroline S. Cooper
Associate Director, Justice Programs Office, The American University

Ms. Cooper, an attorney, also is a member of the American University School of Public Affairs faculty. She is a nationally recognized expert on court operations and the adjudication process. She has directed efforts to implement Differentiated Case Management and Expedited Case Management programs in courts throughout the nation and currently is the director of the recently established BJA Drug Court Resource Center at the American University.

Nate Caldwell
Jail Administration Consultant

Mr. Caldwell, currently a corrections consultant, has served as the director of a pretrial supervision project in New York City, the head of the National Institute of Corrections Jail Division in Boulder, Colorado, the director of the county’s corrections and criminal justice service departments in Gainesville, Florida, and an assistant county manager overseeing the departments of animal control, corrections, court services, fire rescue, social services, veterans services and volunteer services in Alachua County, Gainesville, Florida. He has conducted various jail assessments for the National Institute of Corrections.

Honorable Gary R. Haines
Sheriff, Montgomery County, Ohio

Sheriff Haines leads a department of 415 full time employees providing patrol, investigations, jail, and civil process services to an urban population of 570,000 residents. First elected in 1988, Sheriff Haines had joined the Department in 1969, and has served in all sworn capacities within the office. He is a graduate of Sinclair Community College, with a degree in Criminal Justice, and has completed the FBI Academy and the National Sheriffs’ Institute. Sheriff Haines has served as an assessor for the Commission on Accreditation for Law Enforcement Agencies, and has participated in evaluations of other sheriffs’ offices. He serves on a number of
Ohio law enforcement committees and is an adjunct faculty member at Sinclair Community College, where he teaches police operations as well as basic peace officer and corrections officer training programs.

Honorable James R. Metts, Ed. D.
Sheriff, Lexington County, South Carolina

Sheriff Metts also leads a “full service” department of 328 full-time employees and a 380-bed jail. He is a nationally recognized expert on law enforcement and corrections operations. He has consulted extensively for the National Institute for Corrections, state and local law enforcement agencies and Sedgwick (an international insurance brokerage fund). He has taught criminal justice courses at the University of South Carolina, South Carolina Criminal Justice Academy, National Academy of Corrections, and the National Sheriffs' Institute. Sheriff Metts was elected Sheriff in 1972 and currently holds the position. He holds a doctorate in education from the University of South Carolina.

Jerry V. Wilson
Team Leader
Law Enforcement Administration Consultant

Mr. Wilson, now a consultant in crime analysis, police administration, and private security, has been a Senior Fellow of the Justice Programs Office of American University for more than a dozen years. He is a former career police officer and police chief of Washington, D.C. He has taught in the past in the criminal justice programs at American University and Pennsylvania State College and presently teaches law enforcement administration and private security at the Department of Criminology and Criminal Justice at the University of Maryland.

Team members were purposely selected from outside the state of Michigan, to avoid any potential for a provincial viewpoint. However, to insure that the Team recommendations were not inconsistent with Michigan laws and customs, the Team consulted at the outset and conclusion of the study with two executives familiar with Michigan law enforcement. These were the Honorable Terrence L. Jungel, Sheriff of Ionia County, Michigan and President of the Michigan Sheriff's Association, and Ritchie T. Davis, Project Director of the Michigan Truck Safety Commission and former Director of the Michigan State Police.
E. Organization of the Report

This report is divided into five sections:

Section I: This section has outlined the reason for the management audit, the methods employed, and the consultants involved.

Section II: This section presents an executive summary of the report, including an overview of the study team's findings and a summary of the recommendations. It can serve as a checklist for implementation.

Section III: This section presents a review of the management and administration of the Sheriff's Department, including findings, comments and recommendations.

Section IV: This section presents a review of the operational units of the Sheriff's Department, including findings, comments and recommendations for improvement.

Section V: This section presents the Study Team's recommendations for a revised Table of Organization and Management for the Department and for Departmental outreach, drawing on the findings and recommendations of Sections III and IV.
II. EXECUTIVE SUMMARY

A. Overview of Findings

The Kalamazoo County Sheriff's Department is a medium-size, "full-service" department, providing law enforcement, jail and court security and service of process services to a county of approximately 230,000 residents. It has an authorized staffing level of 163 employees, 130 of whom are sworn personnel. All of the latter, whether assigned to law enforcement or corrections duties, are certified law enforcement officers. The Department operates and maintains a jail with a design capacity of 327 beds. The Kalamazoo County Sheriff's Department has a reputation of being among the top rank of Michigan law enforcement agencies.

Management and Administration

The County of Kalamazoo encountered serious financial difficulties beginning during the late 1980s and continuing until very recent years. Because of these County budgetary constraints, which had led to reductions in force in previous years, the Sheriff's Department currently lacks adequate resources on several levels. The Services Division was eliminated by 1989 budget cuts. Further reductions in funds during 1992 and 1993 reduced the number of available deputies; since then, the number of deputies has been restored to the 1992 level, but the restorations (amounting to one-third of the Department's road patrol deputy strength) have been to contract positions, which are committed to specific townships. This has been a resourceful response to needed law enforcement coverage in the county, but it does not resolve the management need for an adequate deputy pool available for assignment based on the agency-wide workload of the Department.

Although constrained in recent years by Kalamazoo County revenue shortages, Sheriff Edmonds has instituted or facilitated numerous administrative and management changes affecting the Department and its citizen clients. Among other accomplishments, a Federal Marshals Service grant of $400,000 was obtained for jail improvements; emergency management was consolidated into a county-wide program supervised by the Sheriff; a mutual aid agreement among the Department and area police chiefs has been adopted; a county-wide 911 service district has been implemented and enhanced by computerization; emergency dispatch, jail and records functions have been computerized; a departmental support system was established to enable the State Police to provide extended patrol coverage to roads within the county at no additional cost to the county; the Department adopted a policy to procure less expensive remanufactured patrol cars rather than new vehicles to replace worn-out patrol cars; and a testing and evaluation system has been established for applicants for employment.

In addition to the shortage of personnel for operating units, the Team was concerned by deficiencies in the following areas: management structure and practices, planning and development, training (and training attendance time), inspections, human resources management, and clerical
support. All of these have implications for the morale and performance of the Department and are, therefore, important to address.

The present organization of the Department is functional from an operational viewpoint, but exacerbates the impact of certain management and administration resource deficiencies. For example, the organization chart does not provide for the functions of training, planning or inspections, let alone human resources. As a result, these management activities are given too little attention and priority. Most often they devolve upon the Undersheriff, but, competent as he is, it is impossible for him alone to provide the sustained effort necessary for them to be carried out and fully integrated into departmental operations. There is a necessity to assign specific individuals with primary responsibilities for these essential management functions and to reflect them in the Department's organization and management scheme. As discussed in the Team's recommendations, this can be accomplished with the addition of one more command position and more efficient utilization of existing personnel.

Also in the management context, several members of the command staff (and some non-command personnel) expressed a consensus that command officers generally have been excluded from the decision-making processes of the Department, and reduced from the role of managers deciding on actions to be taken to the role of supervisors implementing policies handed down from above.

To a certain extent, the perception of the command staff that their authority and ability to influence the future of the Department are limited is understandable, and probably unavoidable. The Sheriff's Department is a relatively small organization, operating out of a single building, with no geographic dispersal of subordinate commands. There is little need for delegating significant policy making below the Undersheriff. On the other hand, it is important that the command staff be brought into the decision-making process to the fullest extent possible, and that their views and efforts be melded into a full partnership in the command team.

By the same token, personnel at the deputy level report having infrequent contact with command staff and, therefore, are viewed as out of touch with the daily working environment and pressures of the rank and file personnel. There is a need to increase both the visibility and the interaction of command staff with the deputy personnel and, further, to promote the management team-building process by assigning command officers specific responsibilities beyond just overseeing their own organizational element.

The team makes several recommendations directed to these findings, emphasizing team-building, participatory management, professional development, rotation of assignments by both command and line staff, and "managing by walking around" concepts.

The Department lacks a training officer and does not have a comprehensive plan in place for all categories of personnel. Entry level training appears adequate, but in-service training (for both jail and law enforcement personnel), cross-training and mentoring programs are notable by their absence or inadequacy. This area needs concerted attention, both in terms of training program
development and budgetary resources to permit staff participation in training. It is our understanding that policy decisions have been made to increase in-service training opportunities, including the possibility of Sheriff's Department personnel participating in certain of the Kalamazoo Public Safety Department's training programs. The important element here, however, is the need for a comprehensive training plan that is career oriented, challenges and improves the critical skills of the Department's personnel, recognizes that many of the Department's most experienced personnel will be retiring over the next several years, and that exposes the staff to outside perspectives as well as technical expertise.

The Department's strategic planning activities, which got off to a good start several years ago, need to be rejuvenated within the context of departmental reorganization and greater involvement of non-command staff in this activity. Related to this, the crime analysis capabilities of the Department require upgrading, and attention needs to be given to maximizing the use, and the value for planning and general management, of the Department's new computer capabilities.

The present organization and use of the Department's clerical staff needs to be reviewed with the objective of determining whether these resources should be consolidated under a single administrative unit. However, the Team observed that command and supervisory staff appeared to be performing a substantial amount of clerical tasks, and the review of clerical operations should address both the use of clerical staff and the potential for more efficient use of the Department's computer capabilities by staff at all levels.

Jail Division

With respect to the jail, our general observations are that: (a) the physical structure no longer meets the needs of the increased inmate population with its corresponding demand for an enhanced level of services, activities, and staff resources; and (b) the facility does not comply with contemporary correctional standards and practices.

The Kalamazoo County Jail has not had problems with frequent suicides, escapes, or disorders, which often are indicators of a poorly managed institution. However, the Team agrees that the daily, high energy effort that the sergeants and the deputies must exert to overcome the inadequacies of the physical plant, the increased inmate population and staff shortages will eventually result in staff burnout and operational breakdowns. One telltale sign of the onset of such burnout is usually the amount of sick leave employees are taking. We see signs of such stress in the Jail Division.

Given these inadequacies and stresses, our primary recommendation in this operational area is that the Sheriff work with the County Commission and the County Administration to secure funding to build a modern County Jail which will better meet the service demands of an increasing population, as well as the contemporary standards for jail operations. In addition, a plan is needed to bring the staff levels of the Jail Division up to standard over no more than a three-year period.
But there are a number of measures that need to be taken in the near term to improve conditions for both staff and prisoners and to reduce the potential for an unsatisfactory situation to develop into a crisis. These include, among other things, the need for increased shift coverage of certain areas and activities, including the housing wings and the female wing, improved communication between personnel of different shifts, routine emergency and evacuation drills, the development of post orders, revamped procedures and use patterns for the jail receiving area, and efforts to reduce the cost entailed in carrying out the Department's prisoner transportation responsibilities.

Law Enforcement Operations

Overall, based on both the Team's personal observations and interviews, and our review of the results of Departmental surveys of citizens and county agency employees, the law enforcement functions of the Sheriff's Department are being carried out, for the most part, with professionalism and competence. The three areas where improvements are indicated are the need for training of uniformed deputies in field investigations of such crimes as burglary and theft; report writing, with the objective of maximizing the prosecution posture of a case; and the improvement of liaison and teamwork with the Prosecuting Attorney's Office.

Internally, the separation of the law enforcement functions of the Department into two separate divisions -- Uniformed Services and Criminal Investigation -- has resulted in an inefficient use of command-level experience (two command staff among fourteen sworn personnel) and presents an administrative obstacle to optimum interaction, cross-training opportunities, and coordination between the two units.

Backlogs in the transcription of crime reports is reportedly a persistent problem in both the uniformed services division and the criminal investigation unit. While this apparent problem should be examined in the earlier referenced review of clerical operations, the Team questions whether it is necessary that every field report be entered into the computer. This is a costly, and may be an unnecessary, procedure when the full handwritten record of infrequently needed kinds of reports can easily be retrieved from filing cabinets when required. Related to this issue, in cases involving persons in custody and domestic violence situations, several assistant prosecutors expressed a preference for the immediately available handwritten reports that they receive from other law enforcement agencies to the often delayed, computer-printed reports from the Sheriff's Department.

Community and Interagency Relations

The leadership and staff of the Kalamazoo County Sheriff's Department place a high priority on, and take great pride in, the Department's community service mission. This fact was evident to the team in the interviews it conducted and questionnaires it reviewed from employees from all levels and divisions of the agency. It also was demonstrated by the policy and actions of the Sheriff.
The Sheriff has directed his law enforcement units, particularly the road patrol, to give high priority to the enforcement of "quality of life" laws, and their performance in this regard has resulted in several commendations to the Department and comments from community representatives to the Team. The Sheriff also has instituted several annual and on-going "customer" satisfaction surveys to ascertain the opinions of county residents of the services provided by the department, to insure that fire and EMS agencies being dispatched by the Sheriff's 911 center are being properly served, and to uncover any problems or concerns of other government agencies with the performance of the Sheriff's Department or personnel. These survey results, reviewed by the team, show a very high level of community and interagency satisfaction with the performance of the Department, both in terms of services and in the conduct of its personnel.

The results of these surveys are placed on the agenda in command staff meetings and recommendations received for improvements in departmental operations are considered and acted upon. Several significant improvements in citizen accessibility and convenience to Department services have been made as a result, and other improvements in the community services and interagency relations areas are under discussion.

Another noteworthy initiative by the Department in interagency and community relations was the Township Liaison Program, in which each member of the command staff is assigned additional responsibility as liaison to a township government. In this function, the command officer periodically attends meetings of the township government, in order to ascertain that any concerns applicable to the Sheriff's Department are properly addressed, and that command officer also provides a point of contact within the Department when township officials encounter issues of concern which need prompt attention from the Sheriff's Department. The Team interviewed eleven Chairpersons of Township Boards of Supervisors about the liaison program and the services of the Sheriff's Department to their communities. All reported very high satisfaction with the liaison program and with the responsiveness and professionalism of the command staff and deputies with whom they have contact.

B. Summary of Recommendations

The central recommendations of the Team are the following:

- Assign a command officer to head a Staff Services unit, including the functions of planning and development, training, and human resources.

- Develop a comprehensive entry-level and in-service training program for all categories of staff, obtain funding for personnel time to participate in in-service training throughout the Department.

- Consolidate uniformed services and criminal investigations into a Law Enforcement Division.
Assign a captain to the functions of Inspections and Internal Affairs.

Consider consolidation of clerical functions into a pool, after careful review of the clerical activities both of clerical and law enforcement personnel.

Improve liaison and teamwork with the Prosecuting Attorney's Office, including involvement of the latter in Department training programs.

Obtain funding for a new jail; meanwhile, improve utilization of existing space where feasible, particularly the Receiving area.

Establish an impact analysis process for the jail; adopt a plan to bring jail staffing up to standard over a three-year period, with immediate attention to critical staff coverage areas.

Enhance command staff experience and effectiveness through teamwork, rotation of assignments, and increased visibility.

Initiate and sustain opportunities for participatory management by command staff and line personnel.

Recapitulation of Major Recommendations

**Organization of the Department**

1. Establish a Staff Services Bureau under the supervision of a command-level officer. This unit should house the functions of training, planning, and personnel.

2. Establish an Inspections Bureau under the supervision of a command-level officer responsible for inspections, internal affairs and policy review.

3. Consolidate the separate Uniformed and Criminal Investigations Divisions under a single Law Enforcement Division.

4. Reduce from two to one the number of command staff supervising the criminal investigations unit and move the recovered command officer position to another command function.

5. Eliminate dual command of the 911 center.

6. Establish an Administrative Section under a civilian employee to be responsible for administrative support of the functions of the Sheriff and Undersheriff and financial and records management support of the Department. If the consolidation of clerical positions
is indicated by the review suggested below, these positions should be managed by the chief of this section.

Management and Administration

7. The Sheriff should initiate and sustain mechanisms to increase participatory management by command staff and rank and file personnel.

8. A comprehensive review and updating of the Department's Policies and Procedures Manual should be undertaken as soon as it is feasible, with priority given to those relating to jail operations.

9. Establish an on-going planning and development function with responsibility for timely and comprehensive crime analysis, traffic analysis, and directed proactive patrol planning. Consideration should be given to negotiation with the Deputies Association for this to be a non-biddable position to which any deputy or sergeant selected by the Sheriff could be assigned for a specified period.

10. The commander of the Staff Services Division should develop and coordinate the implementation of a comprehensive in-service training program for all categories of staff appropriate to their position responsibilities, and the Department should seek budgetary authority to provide personnel adequate time to attend training.

11. Establish job descriptions for all positions and consider hiring outside consultants to develop the position descriptions with input from staff.

12. A formal employee performance evaluation process designed to acknowledge good performance and address and resolve under-performance should be established based on position descriptions, and all personnel of the Department should receive an orientation on the process. No employee should be excused from satisfactory performance because of age or longevity.

13. Command officer positions should be treated as "exempt" ranks for which the Sheriff can recruit from both inside and outside the Department.

14. Promote the development of command staff into a "management team," by involving them more consistently in the decision-making process, assigning individuals responsibilities beyond their organizational unit, and having them work through committees.

15. Command staff meetings, as a rule, should exclude non-command personnel in order to facilitate free discussion and debate. Minutes of these meetings should be published and posted, and, periodically, such meetings should be open to all personnel of the Department.
16. The present standard agenda of command staff meetings, wherein commanders present weekly statistical reports on their units' activities should be scrapped in favor of more topic-oriented meetings. Weekly statistical reporting can be submitted in writing to the Undersheriff prior to the meeting, but each unit commander should be expected to provide an analysis of his or her unit's activities and their implications for the Department as a whole, or for other units, on a monthly basis.

17. To promote executive development, command assignments should be rotated, command staff should be required to develop individual short-term and long-term goals that will be taken into consideration in performance appraisals, and command staff should be encouraged to participate in national membership organizations related to law enforcement or corrections.

18. Steps should be taken to enhance the visibility and appearance of organizational unity of the command staff both within the Department and in the community. Command staff, including the Sheriff, should work in the uniform of the day whenever practicable, and command staff should work nights and weekend shifts at least once monthly. The command staff also should implement a policy of "managing by walking around" to enhance their visibility, rapport and effectiveness within the Department.

19. The Department should stimulate networking between personnel of different units and, in this regard, should consider permitting voluntary exchange of duties for brief periods.

20. A desk audit review of the clerical personnel allocation and administration scheme should be undertaken with a view to determining whether it would be more efficient to consolidate clerical personnel under one administrative unit. In conducting this review, it is important to be aware of potential unintended consequence of clerical work being performed by managers.

21. There should be more reliance on handwritten reports for certain categories of field reporting by uniformed deputies, and lap-top word processors should be phased in to that unit.

22. An outside review of current computer and other technology applications, including the potential for greater use of off-the-shelf PC programs and improved training of personnel in computer use to increase Departmental efficiency and analytical capability, is strongly recommended.

23. A fully automated voice mail system should be installed to facilitate both citizen and interagency communication with the Department's personnel.

Operations: Law Enforcement

24. There should be greater use of proactive patrolling based on analyses conducted by the planning activity described in recommendation 9, above.
25. An in-service training program in report writing should be provided to uniformed personnel. The possibility of obtaining assistance from the Prosecuting Attorney's Office in providing this training and in helping to develop work sheets or check lists to aid in report writing tasks should be explored.

26. The conduct of field investigations by uniformed deputies following on-scene responses should be encouraged, and in-service training in this area provided by detective personnel.

27. The interaction between detectives and uniformed deputies should be enhanced through such measures as joint training activities, involvement in committees tasked to planning and policy development efforts, and periodic joint staff meetings.

28. The Sheriff should designate a command officer to be the liaison between the Department and the Prosecuting Attorney's Office in order to improve the level and consistency of communication between the two agencies and to resolve problems with FIO and case scheduling procedures.

29. Consideration should be given to requiring detective personnel to conduct at least some of their activities in uniforms and marked cars in order to increase the Department's visibility in the community and to strengthen the ties between detectives and road patrol personnel.

30. The detective force should be cross-trained in criminal investigation specialty areas, and a mentoring program should be established for new personnel assigned to the unit.

Operations: Jail

31. Secure funding for a modern County Jail in order to: accommodate the increasing jail population levels, meet contemporary standards for jail operations, operate the County Jail much less labor-intensively than the present facility.

32. Develop a plan to bring jail deputy positions up to standard over a three-year period. In the present facility, and at current workload and population levels, the Jail Division needs 21 additional corrections officers and five additional clerical personnel.

33. Immediate steps should be taken to remedy several areas of inadequate staff coverage:

   a. An deputy should be on duty in each housing wing at all times;
   b. A female deputy should be on duty at all times in the women's wing;
   c. A deputy should be in the trustee/work release area whenever inmates are present.
34. Reinforce perimeter security compliance generally, and particularly with regard to the movement of trustees between the kitchen laundry and jail, and in the access area adjacent to the 911 Center.

35. Seek a site in community for relocating the Work Release program and consider contracting the Work Release program to an outside firm.

36. Explore the potential for providing commissary services through a private contractor.

37. Discontinue using holding cells in the Receiving area of the jail for detoxification and seek technical assistance from the National Institute of Corrections or other sources to determine if space and layout changes can be cost-effectively made to the Receiving area.

38. Establish a routine data reporting system for population impact analyses, in order to apprise funding authorities and sentencing authorities to the detailed workload impact of changes in population levels.

39. Conduct a job task analysis for all Jail Division personnel to determine if paperwork activities by supervisory staff are reducing their availability for more substantive tasks and warrant an increase in or reallocation of clerical support in the Division.

40. Establish a classification factor for detainee and inmate assignments by measuring the past two years of inmate population data against the established classification categories, and maintain the integrity of the classification scheme by establishing a benchmark for crowding that is based on the classification factor.

41. Seek the cooperation of other criminal justice agencies to maintain the jail population at or below the classification factor-derived crowding benchmark rather than at total capacity.

42. Determine the number of nurses needed to insure that a nurse is always on duty, and consider the feasibility of using contractual medical services as a means of obtaining 24-hour coverage if gaps exist.

43. Examine the frequency of there being no sergeant on duty for any given shift to determine if an additional sergeant position is necessary.

44. Arrange for periodic briefings between work shifts of the jail in order to assure that all personnel are aware of potential problems.

45. Post orders should be developed for every duty station in the jail.
46. Improve the training of jail personnel, including, in addition to general in-service training, CPR training. Review the availability of alternative sources of corrections training and the feasibility of hiring at least some personnel with corrections training but no law enforcement training.

47. Establish a policy of conducting emergency and evacuation drills on a regular basis.

48. The Board of Commissioners should designate an interagency task force to study the feasibility of closed circuit TV arraignments from the jail.

49. Consideration should be given to adding two deputies to the Transportation Unit to reduce reliance on overtime for this function and realize a net savings overall to the Department's operating budget.

**Other Department-Wide**

50. The Sheriff should task a committee to develop recommendations for ways in which the Department could expand its non-enforcement contacts with the community through such means as the sponsorship of an annual social event or the implementation of special on-going programs involving staff-citizen interaction.
A. The Sheriff's Department: Responsibilities and Budget

The Sheriff of Kalamazoo County is an elected, Constitutional officer. Sheriff Thomas N. Edmonds joined the Department as Undersheriff in 1981, following six years as an assistant Prosecuting Attorney in Kalamazoo County. He became Sheriff in June 1984, was elected Sheriff in January 1985, and is unopposed in the forthcoming election. He will begin his fourth term in January 1997.

The Sheriff's Department serves a county of approximately 230,000 persons. The Department is mandated to enforce the general laws of the State of Michigan and has peacekeeping responsibilities for unincorporated areas in the County of Kalamazoo that do not have their own police departments. It also is charged with providing jail services for the county, and in this capacity is responsible for the custody, control, and care of as many as 325 plus county and/or federal prisoners on a daily basis and conducts approximately 8,000 bookings a year, for local, state and federal law enforcement agencies.

The Sheriff's Department is responsible for the transfer of prisoners to and from the County Jail, to and from state prisons and other facilities within the state, and also for returning prisoners from other states. It is also responsible for maintaining security within the courts.

The Sheriff's Department must also serve Civil Process when requested and subpoenas for the District, Circuit, and Probate courts. (The Sheriff's Department contracts with a private vendor for its civil process service duties.) It also must enforce the State of Michigan Marine Laws, and is responsible for recovering all drowned bodies within the County of Kalamazoo.

In addition to mandated duties, Michigan highway funds are allocated through the appropriations process to the Sheriff's Department for the costs of Sheriff's personnel patrolling secondary state-maintained roads. Through special contractual arrangements, the Department also provides uniformed Sheriff's Deputies specifically assigned to the townships of Comstock, Oshtemo, and Texas, under agreements whereby each township finances one-half of the cost and the county pays for the other half.

The Kalamazoo County Sheriff's Department operates its own 911 dispatch center. This center also provides dispatch service for the fire departments and private ambulance services operating in the areas patrolled by the Sheriff's Department.
The FY1996 appropriation from the Kalamazoo County general fund to the Sheriff’s Department was $7,277,000. This represented about 28% of the County’s general fund law enforcement budget. The Department also received $185,000 in capital improvement funds for the purchase of vehicles and equipment. An additional $3,385,600 was allocated to the Department’s operating budget from the special law enforcement millage.

The Department’s authorized strength is 163 sworn and civilian personnel. Some of the sworn positions are grant-funded or financed on a 50/50 basis with several townships within Kalamazoo County which contract with the Department for dedicated road patrol services.

Although constrained in recent years by Kalamazoo County revenue shortages, Sheriff Edmonds has instituted or facilitated numerous administrative and management changes affecting the Department and its citizen clients, many of which have cost-savings and cost-avoidance effects. Among other accomplishments, a Federal Marshals Service grant of $400,000 was obtained for jail improvements; emergency management was consolidated into a county-wide program supervised by the Sheriff; a mutual aid agreement has been drafted and implemented by area police chiefs; a county-wide 911 service district has been implemented and enhanced by computerization; emergency dispatch, jail and records functions have been computerized; in addition, special (non-general fund) funding was obtained to add a D.A.R.E. officer and expand the Department’s drug prevention activities; departmental support was provided to the State Police to enable extended coverage of State Police patrols on expressways within the county; remanufactured patrol vehicles were purchased rather than new ones to replace worn out patrol cars; the Sheriff is facilitating ongoing discussions within the county regarding consolidation of dispatch functions; and a testing and evaluation system has been established for applicants for employment.

The 1996 budget document for Kalamazoo County noted [on p. 33] a need for correcting a trend of reduced law enforcement funding from the general fund because “law enforcement has, in essence, not kept pace overall with the allocation of general funds over the past fifteen years....” In 1996, the total law enforcement budget for Kalamazoo County (i.e. for courts, Prosecuting Attorney, Sheriff, Animal Control) represented 60.5% of the county’s general operating budget. The county has made a policy decision to raise the law enforcement budget allocations to the 1980 level of 63.6% of the total general fund budget over a five-year period.

Table 1, on the following page, compares the staffing, budget, and jail population and accreditation status of the Kalamazoo County Sheriff’s Department with the “full service” Departments of similar-size jurisdictions around the country. The Table suggests that the Kalamazoo Department’s operating budget and staffing level are low for a Department of its size and responsibilities.
Table 1

Kalamazoo County Sheriff's Department Management Audit: Multi-Jurisdictional Comparative Data
On Staffing, Budget and Jail Status

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Lexington, S.C.</td>
<td>177,000</td>
<td>186</td>
<td>142 (73 corrections)</td>
<td>14,000,000</td>
<td>Rated=381</td>
<td>yes</td>
<td>medical=yes, other=no</td>
</tr>
<tr>
<td>Racine, WI</td>
<td>181,702</td>
<td>194</td>
<td>272</td>
<td>14,000,000</td>
<td>Rated=558</td>
<td>yes</td>
<td>no</td>
</tr>
<tr>
<td>Brown, WI</td>
<td>207,266</td>
<td>131</td>
<td>66</td>
<td>14,857,296</td>
<td>Rated=385/6+</td>
<td>yes</td>
<td>no</td>
</tr>
<tr>
<td>McHenry, IL</td>
<td>215,945</td>
<td>194</td>
<td>72</td>
<td>9,980,671</td>
<td>Rated=215</td>
<td>yes</td>
<td>no</td>
</tr>
<tr>
<td>Kalamazoo, MI</td>
<td>228,796</td>
<td>130</td>
<td>33</td>
<td>10,896,200</td>
<td>rated=327</td>
<td>yes</td>
<td>no</td>
</tr>
<tr>
<td>Winnebago, IL</td>
<td>263,122</td>
<td>94</td>
<td>123 (103 correction)</td>
<td>14,586,481</td>
<td>main jail=289</td>
<td>yes</td>
<td>yes--only for health care</td>
</tr>
<tr>
<td>Waukesha, WI</td>
<td>332,200</td>
<td>147</td>
<td>159</td>
<td>11,700,000</td>
<td>Rated=258</td>
<td>yes</td>
<td>yes</td>
</tr>
<tr>
<td>Dane, WI</td>
<td>390,254</td>
<td>349.5</td>
<td>83.8</td>
<td>30,700,000</td>
<td>Rated=942</td>
<td>yes</td>
<td>no</td>
</tr>
<tr>
<td>Will, IL</td>
<td>398,706</td>
<td>289</td>
<td>134</td>
<td>19,387,441 (FY '95)</td>
<td>Rated=274, Design=320</td>
<td>yes</td>
<td>yes</td>
</tr>
<tr>
<td>Ramsey, MN</td>
<td>483,399</td>
<td>273</td>
<td>71</td>
<td>23,000,000</td>
<td>Rated=234</td>
<td>yes</td>
<td>yes</td>
</tr>
</tbody>
</table>
B. Organization and Management

Sheriff Thomas N. Edmonds is the chief executive officer of the Department. In addition to his legal training at Wayne State University Law School and service in the Prosecuting Attorney's Office, where he held the positions of chief of the consumer and commercial frauds unit and chief of the career criminal unit, he is a 1981 graduate of the Michigan Police Academy and a 1982 graduate of the U.S. Department of Justice/National Institute of Corrections Training Academy program on Jail Management and Operations. His professional development activities include service as a member or chair of numerous Michigan law enforcement professional associations, policy committees and task forces. He is a member of the National Sheriff's Association, a co-author of the Michigan Law Enforcement Manual, an instructor at the Kalamazoo Valley Regional Police Academy, and an adjunct professor of criminal law and procedure at Western Michigan University. He also has received substantial training in management and strategic planning at various military schools during his progression to his current rank of Colonel in the Michigan Air National Guard. Sheriff Edmonds is well qualified by training and experience to provide leadership to the Department and to establish the standards of performance and professionalism for his staff.

The chief operations officer of the Department is Undersheriff Michael J. Anderson. He is a veteran of 23 years of service with the Michigan State Police, where for his last six years he held the rank of major and was the commander of the agency's Uniformed Services Division, consisting of 1600 officers and 150 civilian personnel. Earlier assignments included the command of the State Police Academy, Assistant District Commander, and commander of the Emergency Support Team. He holds a Master's Degree in Public Administration from Western Michigan University. He was appointed Undersheriff by Sheriff Edmonds upon his retirement from the State police in 1986. Undersheriff Anderson is well qualified by training and experience to carry out his responsibilities for day-to-day management of the Sheriff's Department.

The remaining command-level officers and their assignments are as follows:

<table>
<thead>
<tr>
<th>Jail Division</th>
<th>Uniformed Services</th>
<th>Criminal Investigations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capt. Timothy Lisk</td>
<td>Capt. Sherman Ampey</td>
<td>Capt. James VanDyken</td>
</tr>
<tr>
<td>Lt. Michael Bowen</td>
<td>Lt. John Woods</td>
<td>Lt. Terry VanStrain</td>
</tr>
<tr>
<td>Lt. Kenneth Marshall</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

They are all career law enforcement professionals and long-term employees of the Department, with the exception of Captain Ampey, who is a retired former senior State Police official and a recent lateral entrant to the command staff. The curriculum vitae of these command staff were not reviewed by the Team.

The Kalamazoo County Sheriff's Department has undergone several changes in its organization scheme over the past several years, due primarily to budget reductions and substantial staff fluctuations. At the time this study was initiated, May 1996, the Department was organized as illustrated in the Table 2.
Table 2

KALAMAZOO COUNTY SHERIFF'S DEPARTMENT ORGANIZATION STRUCTURE

May 1996

SHERRIFF

UNDER SHERIFF

VOLUNTEER SUPPORT GROUPS
- RESERVE DIVISION
- MOUNTED DIVISION
- WATER RECOVERY
- EXPLORER POST

EMERGENCY MANAGEMENT

ADMINISTRATIVE SECTION

CIVIL PROCESS

JAIL DIVISION

DATA PROCESSING
- FOOD SERVICE
- 911 SERVICE
- MEDICAL SERVICES
- COURT SERVICES
- INMATE ACCOUNTING
- INMATE CLASSIFICATION
- SHIFT ONE
- SHIFT TWO
- SHIFT THREE

CRIMINAL INVESTIGATION DIVISION

POLYGRAPH
- LABORATORY SERVICES
- INFORMATION DESK
- PROPERTY, EVIDENCE, QUARTERMASTER RECORDS
- WARRANTS, FUGITIVES, CIVIL PROCESS (PRO BONO)
- MARINE ENFORCEMENT
- SHIFT ONE
- SHIFT TWO

UNIFORMED SERVICES DIVISION

COMMUNICATIONS CENTER
- CRIME SCENE TECHNICIANS
- TRAFFIC SERVICES
- SHIFT ONE
- SHIFT TWO
- SHIFT THREE
The Sheriff's Department's authorized staff complement of 163 personnel consists of 130 sworn and 33 civilian employees. One of the civilian positions, a grant-funded clerical position that supports the KVET program, expires at the end of 1996. The distribution of these personnel among the functional areas of the Department is presented below:

Table 3

Kalamazoo County Sheriff's Department:
Authorized Staffing Level - 1996

<table>
<thead>
<tr>
<th>Function</th>
<th>Sworn Personnel</th>
<th>Civilian</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>4 (incl. 2 DARE officers)</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Uniformed</td>
<td>51</td>
<td>6</td>
<td>57</td>
</tr>
<tr>
<td>Criminal Investigations</td>
<td>14</td>
<td>8</td>
<td>22</td>
</tr>
<tr>
<td>Jail</td>
<td>58</td>
<td>15</td>
<td>73</td>
</tr>
<tr>
<td>Special Assignment</td>
<td>3</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>TOTAL</td>
<td>130</td>
<td>33</td>
<td>163</td>
</tr>
</tbody>
</table>

All of the sworn personnel, including those assigned to the Jail Division, are law enforcement-trained.

The sworn complement includes, in addition to the nine command staff, 10 detective sergeants, a certified polygraph examiner, 16 sergeants 1 and 2, and 94 deputies. These are deployed in three operational divisions, each headed by one of the captains. Two lieutenants are assigned to the Jail Division, one with dual responsibility for jail data management and computer services-development, which cuts across administrative divisions; the Uniformed Services Division and the Criminal Investigations Divisions each has one lieutenant. The three sworn personnel on special assignment -- a detective sergeant and two deputies -- are on detached duty to targeted multi-agency law enforcement initiatives. The civilian personnel assigned to the operational divisions of the Department are supervised by the commanders of those units or their designees.

The lines of command within the Department are for the most part clear, with some ambiguity attaching to the one lieutenant's position in the jail division that reports to both the Division Commander and the Undersheriff, depending on the subject matter.

Fourteen (of 42) Uniformed Services Division deputies are assigned exclusively to townships within the county that have contracted with the Sheriff's Department for patrol services; and one Jail
Division deputy, whose salary is paid from the circuit court's budget, is assigned full-time to courthouse security.

The Team is informed that the Sheriff's Department has been proactively recruiting female deputies for at least a decade and has brought twelve women onto the sworn ranks over this period. The Department currently has 13 sworn females, about double the number when Sheriff Edmonds joined the Department in 1981. These 13 comprise 10% of all sworn employees. In 1993, municipal and county police departments with 100 or more officers had sworn complements equaling 8% and 10% females respectively; however sworn complements of Sheriffs' Departments in 1993 averaged 14% female. The higher proportion of sworn females in Sheriffs' Departments no doubt results from the fact that Sheriffs' Departments, unlike typical county or municipal police, often have significant commitments of sworn personnel to jails. The Team notes that during the course of the management audit, we became aware that an additional female clerical employee was being sponsored by the Department to the State Law Enforcement Training Academy. It is essential that these efforts continue in the interest of the diversity of the Department as a whole and because of the shortage of female corrections officers, as discussed in Section IV.

An obstacle to recruiting and retaining new sworn personnel in the Department is the requirement that all new hires (with the exception of one deputy each year, whom the Sheriff may excuse from this progression pursuant to the existing collective bargaining agreement) be assigned to the Jail Division until seniority enables them to bid for the road patrol or other duty assignment. Most individuals who enter the law enforcement ranks aspire to patrol duties. Consequently, when opportunities present themselves for patrol work in other law enforcement agencies, they are often inclined to transfer there. Add to this tendency the difficult working conditions in the Kalamazoo County Jail and the special initiatives in recent years by other Departments, notably the Kalamazoo Public Safety Department, to recruit minorities and women, it is not surprising that these categories of personnel have evidenced a relatively high turnover rate. This contrasts with the low turnover rate in the Department as a whole, which is discussed in subsection F, below.

As mentioned earlier, the present organization of the Department reflects accommodations made to past-budget cuts and staff reductions. These occurred in 1989, 1992, and 1993. The first required elimination of a Services Division (in which functions such as training, planning, and personnel services were housed) and the latter two required the elimination of a captain's position and 13 deputy positions. Although the deputy position losses were restored during 1994 and 1995 through the initiative of the Sheriff and the cooperation of the County Commissioners (who agreed to raise the county's contribution to contract services with townships from 10% to 50%), the restorations have been to contract positions dedicated to specific townships instead of to the overall workload of the Department. Consequently, management's ability to allocate personnel as workload and exigencies warrant is still severely impacted.

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1 Law Enforcement Management and Administrative Statistics, 1993: Data for Individual State and Local Agencies with 100 or More Officers, U.S. Department of Justice, Bureau of Justice Statistics, September 1995, Table C.
Shortages of personnel impinge on both staff services and operations services; however, because there are no personnel specifically assigned to management of staff services under the present organization scheme, the effects of personnel shortages are exacerbated and result in noticeable deficiencies. In addition to the situation of personnel shortages for operating units, especially the jail and the uniformed patrol, the team was concerned by deficiencies in the following management and administration areas: planning and development, training, inspections, human services and clerical support.

C. Planning and Development

Because there is no individual with overall responsibility for planning (and development or implementation) within the Department, this function became and remains a responsibility of the Undersheriff, as chief operating officer. [There is one lieutenant assigned to the jail who devotes significant time to duties associated with planning and implementation of the major computer systems of the Department.]

The Undersheriff can and does perform many of the functions associated with planning and development; however, because of other demands on his time, planning can only be performed by him on an intermittent basis, without frequent opportunity for the attention to detail needed for planning processes. In late 1991, the Undersheriff began a strategic planning process, involving all command staff in the development of goals and objectives for the Department and the development of a draft Mission Statement. The loss of the Department's training officer due to budget cuts and other personnel and fiscal stresses slowed the strategic planning process down, however, and by late 1994, it had lost its momentum.

Examples of the kinds of planning functions needed to be undertaken include development of strategic plans, involving soliciting opinions from and involving all personnel of the Department; a departmental self-assessment process, using instruments from such organizations as the Commission on Accreditation of Law Enforcement Agencies, American Correctional Association, or National Sheriffs Association; review and revision of the mission statement; upgrading policies and procedures; and improving paper flow and PC-level data processing systems.

The Team recommends that a formal planning function be established within the Department. The opinion of the Team is that this position could, but need not be, a supervisory or command officer. What is needed is an individual with sufficient people and writing skills, and imagination, not only to suggest, but also to facilitate implementation of changes. Consideration might be given to negotiation with the Deputies Association for this to be a non-biddable position to which any deputy or sergeant selected by the Sheriff could be assigned; if so, this would be an assignment suitable for rotation after a mandatory term limit for the individual assigned. Further, with a person in this position to coordinate the work, it may be feasible to accomplish some of the detailed work through internships for college students, working for small stipends.
Fundamental to a successful planning and development program is involvement of the entire command staff in the planning process, even though a single individual is assigned to coordinate the process. For example, if revision of the policies and procedures of the Department is undertaken, the process could involve a Policies Review Committee, consisting of three or more command officers to lead in drafting of revisions. [Eventually, of course, all revisions should be fully discussed at a command staff meeting.] Two excellent sources of model policies are the Standards of the Commission on Accreditation of Law Enforcement Agencies (which can be utilized as guidelines without the expense and rigor of seeking accreditation), and the Model Policies program of the International Association of Chiefs of Police (which provides excellent model policies accompanied by comprehensive Concepts and Issues Papers.) Appendix A presents the Team's review of the Department's Policies and Procedures Manual, with reference to topic/issue areas that national standards indicate should be covered by written policies and procedures.

In addition to administrative planning, there appears to be a significant need for more timely and comprehensive crime analysis, traffic analysis, and directed proactive patrol. Although this kind of analysis could be included in a Staff Services Unit, it might be equally effective as a staff function within the Law Enforcement Division. It would be possible to convert the present Traffic Sergeant function into a crime and traffic analysis function. This would require clerical support to perform many repetitive details within that office, and the addition of some relatively inexpensive PC-type spreadsheet and graphing programs. The Team recommends designation of an individual to perform crime analysis and traffic analysis functions.

D. Training

As with the former Services Division, the Department lost its training coordinator position in past budget cuts. Perhaps even more important, (and with greater budgetary implications) the Department lacks sufficient personnel duty hours (either regular hours or overtime) to accomplish effective in-service training.

The Department has established Field Training Officer Programs for new employees of both the Jail and Law Enforcement Divisions. Team members felt, however, that the field training for the jail is inadequate.

Field training, moreover, is basic training for newly hired or assigned personnel. Because of the low turnover of Sheriff's Department personnel, there are relatively few incoming new personnel; the more pressing present need is for improved in-service training to keep experienced personnel abreast of new concepts and programs, and to diminish potential burnout from an unchanging routine.

The Department has recognized this need, and is developing a computer oriented self-training program, whereby personnel may assess their knowledge of Departmental policies and procedures by responding to computerized test modules. A major side effect of these training modules should be the incentive for deputies to keep their personal procedures file revisions up to date.
Other readily evident needs for training are in the subjects of investigations of serious traffic accidents, field investigations of burglaries and thefts, and report writing -- all for road patrol; and first aid, security, and life safety -- for jail personnel. Detective staff should be cross-trained and a mentoring program established for new personnel assigned to the CID unit.

These kinds of programs can, of course, be devised and administered by the command staff of each organizational element. The crucial need, and the expense, is for personnel duty time to make employees available to attend training. A second important need is for some formalized process for permanently recording the training of each employee, and for periodically inspecting the records to insure that each employee is receiving the appropriate training.

It is important to recognize that the concept of training needs to encompass more than just imparting of specific skills and insuring knowledge of laws and regulations. A part of the training experience is the broadening of horizons, interchange of ideas, hearing and observing different viewpoints, and establishing networks of acquaintances, which cannot be accomplished by simply studying regulations and responding to computerized questions.

Improved training opportunities was one of the most consistently expressed needs during Team member interviews of Department personnel, and also was the most frequently expressed need in responses to questionnaires.

The Team recommends that the Department assign responsibility for training coordination to a single individual, and that budgetary authority be obtained to provide training time for all personnel pursuant to a comprehensive training plan.

E. Inspections and Internal Affairs

Inspection is a fundamental part of the executive process. To insure that rules and regulations are meaningful, there needs to be a method for insuring compliance. The current practice of occasional inspections by the chief executive or chief operating officer are seldom effective in insuring that rules are followed, particularly in a twenty-four hour, seven-day operation.

Contrary to popular opinion, most deviations from rules come not from lazy or venal purposes, but are rational accommodations, created by the worker at the level of execution, to rules made with other conditions in mind by a manager at another time or place. Sometimes, but not always, these deviations from rules actually are improvements over established policies. Other times, however, they violate important policies or principles and, especially in a law enforcement or jail function, may create a dangerous condition. For this reason, an effective inspections program also can identify some deviations from policies which demonstrate a need to change rather than to enforce the policy. In any case, it is imperative that there be a mechanism for insuring that management is made aware of deviations from policies in order to take appropriate action.
The Team recommends that the Sheriff assign a command officer with the rank of captain to implement the Inspections function. This function will include devising suitable inspections instruments (primarily checklists) for each significant element of the Department. In the usual inspections process, such lists reflect not every order which exists, but those orders and procedures which management considers especially important for compliance at all times. Obviously, these lists should be compiled (and should be amended from time to time) with the participation of both command and operating level personnel of each function. One aspect of inspections which should not be overlooked is that of proper uniforms and appearance by personnel on duty.

Before inspections are undertaken, the lists should be distributed to the personnel of each function. The purpose of inspection is not to find fault, but to obtain compliance (or to discern the need for changes in policy).

The Inspections Officer should report findings to the command officer of the affected unit, discuss important findings at command staff meetings, and, if subsequent audits show lack of improvement, should inform the Undersheriff.

The Team recommends that the command officer assigned to the Inspections function also be responsible for investigations related to Internal Affairs. The Kalamazoo County Sheriff's Department is a relatively small, closely supervised organization operating in a community environment with no known past pattern of corruption of law enforcement or other government officials. For this reason, the Team does not deem it necessary to have a full time assignment to the function of Internal Affairs. However, in any organization, there occasionally will be a need for investigations conducted by, or closely reviewed by, an investigator other than supervisors of the individual being investigated. For example, in law enforcement agencies, complaints alleging unnecessary use of force often are investigated outside the chain of command where the incident occurred. The Team recommends that the internal affairs function also be the responsibility of the command official conducting Inspections.

The Team also recommends that the command officer in charge of this function be responsible for assembling and reviewing all written policies of the Department to determine both their currency and adequacy of coverage. His or her recommendations for revision of outdated policies or development of a new written policy(ies) should be forwarded to the Undersheriff for review and possible tasking to a committee under the coordination of the officer responsible for Staff Services.

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F. Human Resources

1. Job Descriptions and Employee Evaluations

There are two glaring deficiencies in the human resources area which need a significant time commitment by some staff person. These are the lack of valid job descriptions for all jobs in the Department, and the absence of a valid employee performance evaluation process.

The development of job descriptions is a semi-specialty, and probably can be more efficiently accomplished through contractual arrangement with either a human resource specialist from the private sector or an academic from the human resource field of study. Valid descriptions, however, are a prerequisite to any valid employee performance evaluation.

Employee performance evaluation processes should be devised after job descriptions are developed. Employee performance evaluations should be developed, with input from all command staff and from representatives of the Deputies Association, to insure that they provide unbiased measures of performance.

2. Morale

Morale is a third human resource-related aspect of the Department which is appropriate for comment in this report. The term "morale" is used herein not just in the commonly used sense of satisfaction of personnel, but in the broader sense as a measure of willingness to perform assigned tasks, and of confidence and discipline.

On first impression, it seemed that this management audit was commenced at a poor time from the standpoint of appraising the morale of the Sheriff's Department. The recent lateral entry of a retired official of the Michigan State Police into the rank of captain in the Department has exacerbated concerns of the command staff that they are excluded from meaningful participation in management decisions. Concern over the lateral entry was intensified by the fact that the individual came from the Michigan State Police, and the coincidence that during the same time period the Sheriff made arrangements for two Michigan State Police patrol officers to work out of the Sheriff's Department headquarters.

Personnel in ranks below captain who aspire to promotion quite naturally feel that they have unfairly lost a promotional opportunity. Personnel turnover in the Sheriff's Department has been static for several years and is expected to continue in that mode for years to come, therefore, loss of a single promotional opportunity for an ambitious individual may mean "never, if not now," instead of "later, if not now."

Although this comment is not based on a scientific survey, Team members perceived that among the rank and file members of the Department (most of whom had no personal vested interest in the promotional opportunity) the greater concern was that a second former State Police official (the Undersheriff, who joined the Department in 1986, also is a retired State Police official) was
added to the command staff of the Department and that State Police officers were now working from the Sheriff's headquarters. Concern persists among departmental personnel that there is a conspiracy in the State Police to supplant Michigan Sheriff's Departments in their law enforcement roles, and to relegate them to the mandated functions of jail operations, prisoner transport, court security, and civil process.

These kinds of concerns are not quickly and easily dispelled. To the Team, an accommodation office for State Police officers at the Sheriff's Headquarters seems to be a rational and efficient change, which will benefit both law enforcement and the taxpayers. It provides substantially more in-county patrol coverage time, at no cost to Kalamazoo County, by eliminating the need for the troopers to travel to out-of-county posts at the beginning and end of their shifts. However, individuals who perceive the move as a threat to their jobs naturally will view the change with less acceptance.

There is universal accord in the Department that the lateral entrant to the command staff is a highly competent and professional manager; however, this fact does not lessen the sting to any individual who considers himself or herself equally competent, and who sees lost perhaps a last chance for promotion.

The Team has no solution to offer to these concerns. We empathize with the not uncommon desire of career employees to exclude outsiders and thus to reserve command positions for themselves. However, the Team believes that, in general, there should be more, not less, lateral movement of senior officers among law enforcement agencies. For this reason, the Team recommends that the command officer positions should be treated as "exempt" ranks to which appointments may be made by the Sheriff from inside or outside the Department.

Earlier, it was stated that these concerns of adverse morale were a first impression. This is an important point. Despite all the concerns the Team heard expressed over these issues, the Team was struck by what seemed satisfactory performance among the command staff, the road deputies, and the jail personnel. This is not to say that there are no deficiencies which need to be corrected, nor that there are no individuals who may need more training or more intense supervision, or both; these will be addressed later in the report. However, our overall impression of the Department as a whole was of a group of mostly motivated individuals dedicated to performing their assignments, sometimes under circumstances made very difficult by lack of adequate resources.

One significant factor contributing to satisfaction of Sheriff's Department employees is that sworn members frequently, without being asked, commented that personnel of the Department are well paid in comparison with similar Departments. [Sometimes it was noted that Kalamazoo City pays officers more, but this was always accompanied by comment that the City is a public safety department, where personnel must also perform fire fighting duties.]
3. Low Personnel Turnover

The Kalamazoo County Sheriff's Department has a relatively high average number of years in service per sworn officer and very low turnover. While this situation is partly due to general satisfaction with the salary scale of the Department and job commitment, the Department's retirement system presents a substantial structural influence on longevity of service, with implications for both performance and morale.

Until some fifteen years ago, sworn personnel of the Sheriff's Department were covered by the county retirement system. There came a time when the Deputies Association membership decided that it would be advantageous to Deputies to withdraw the money previously contributed to the county and to rollover the funds into a private retirement plan established by the Deputies Association, to which thereafter the county (and individuals by option) would make contributions. Under this arrangement, the county presently contributes the equivalent of approximately 13% of gross earnings of each deputy to the Association administered retirement fund. This revised plan is believed by the Association to be a vast improvement in benefits for personnel who have entered employment since its adoption; however, some individuals with long service prior to the change of systems have reached the usual retirement age for law enforcement officers (generally fifty years or age or thereabout) without sufficient credits under the new plan to make retirement affordable. For some individuals, the situation has been exacerbated by their spending (instead of rollover into the Association retirement fund) money withdrawn from the county retirement system.

Retirements, even of those who might have adequate pension income, also are reported to be delayed because retired deputies are not eligible for full medical insurance coverage for their dependents until the deputies reach 55 years of age. (Deputies can retire at 50 years of age, with twenty-five years service, but with reduced medical coverage for dependents.) Using the April 1996 roster listing, the Team calculated that the average length of service of sworn personnel below the command level averaged approximately 15.5 years. That roster did not show dates of birth; however, assuming hiring at average of 26 years of age, this means that the present average age of the sworn, non-command personnel is about 41 years.

The Team is unaware of any comprehensive national study of age and length of service of law enforcement personnel; however, several studies of other matters peripherally provide some indicators of age and service data. A study of felony arrest patterns among 102 patrol officers in a New York City police precinct in 1980 revealed an average length of service of 13.7 years, and average age of 37.6 years. More recent data are found in the 1993 study by the Police Foundation on Police Use of Force, which included data on average length of service and average age of

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personnel in sheriffs' departments, county police departments, and municipal police departments responding to the Police Foundation survey. These data are compared below to our estimates for the Kalamazoo County Sheriff’s Department:

Table 4

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<th>National and KCSD</th>
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<tr>
<td>Sheriffs' Departments</td>
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<tr>
<td>No. Responded</td>
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<td>Average Age</td>
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<td>Average Years of Services</td>
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In addition, the April 1996 report of the U.S. Treasury Department on the "Good O'Boys Roundup" reported that there are 19,627 Treasury law enforcement officers [with powers to make arrest and to carry firearms and badges] and that their average age is 41.5 years. The report does not indicate average length of service. Some average ages cited were: Customs criminal investigators, 41.7; Secret Service special agents, 40.1; Secret Service Uniformed Division, 35.7; ATF special agents, 39.3 years; IRS special agents, 40.7 years.

With retirements slowed, two things happen. Persons who have achieved senior or preferred assignments through seniority or past promotions remain in place, reducing promotional or specialist career opportunities for younger personnel. Second, persons more or less frozen for many years in the same assignment may suffer from burnout. Additionally, of course, delayed retirements mean that older than usual sworn personnel are on the job; however, this has become less meaningful now that age discrimination by law enforcement agencies is prohibited, and some departments are hiring new officers in their late middle age.

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Several times during site visits, Team members heard comments that some individuals with longevity in service were no longer performing their share of the workload. These comments came from both supervisors and peers of individuals mentioned, and usually were accompanied by expressions that some form of "buy-out" or other special retirement package should be made available to hasten retirement of under-performers. Others, however, asserted that under-performance was neither unique to nor universal among employees with longevity in service.

The consensus of the Team is that so-called buy-outs, recently utilized in both public and private sectors to minimize human relations impact of reductions in force, may prove to be too costly and unrealistic a remedy to deal with any under-performing employees, especially considering that the recommendations in this report, if accepted, will have other significant budgetary ramifications.

In the long run, development of specific job descriptions and valid performance appraisals should resolve the issue of under-performance. In the short run, in our view, these kinds of problems should be handled on an individual basis through supervisory counseling of any individual significantly under-performing, by establishing clear requirements for performance and achievement, with supervisory follow-up. The Team believes that no employee should be excused from satisfactory performance of assigned duties by virtue of age or length of service alone.

4. Management-Labor Relations

In most organizations there is a certain degree of tension between management and line staff, and the Kalamazoo County Sheriff's Department is no different. Also, law enforcement agencies have a culture of their own, in which rumor and speculation are perhaps more prevalent than in a typical service organization environment as a result of the special pressures of the work and the fact that line staff are almost always in the field, while managers are almost always at headquarters, where operational policy and career-influencing decisions are made.

In the Sheriff's Department, however, there are several enhancing factors to this situation at play -- a unionized work force; a Chief Executive who has demonstrated a willingness to break with tradition during a time of lay-offs and hire from the outside, as well as bring a competitor law enforcement agency physically into the Department; and the reduced opportunities for upward mobility discussed earlier in this section. The reduction in training opportunities, just recently being remedied, also eliminated an effective ameliorating mechanism for these types of professional pressures and frustrations.

The net effect of all of these dynamics has been a lessening of the quality of the work environment and an increase in the adversarial nature of the labor-management relations in the Department. This was evident in a number of the personal interviews conducted by Team members and in some of the survey responses. While this is not a crisis situation, it does call for concerted and persistent efforts by the Department leadership to address. This will require improved communication between the Deputies Association and the Department's top managers, and it will require a commitment to the creation and use of participatory management opportunities and team building.
Relations with the Deputies Association could be improved by establishing a schedule for periodic meetings with the Association leadership. The Team was informed that this process was discussed in the past but never implemented. Perhaps weekly meetings with the Undersheriff and monthly meetings with the Sheriff would be appropriate for resolving small issues before they become flash points.

In addition to meetings with the leadership of the Deputies Association, the Sheriff should consider establishing a program for periodic meetings with line and staff personnel, in relatively small groups, for open-ended discussions of issues they feel important. Personnel at meetings should come from all organizational units and should be generally proportionate in number to the number of personnel in individual units; these might be selected by consensus of members of the unit, or by a statistically randomized process, or a mixture of both methods. In either case, there should be rotation of persons attending to insure that different viewpoints are presented to the Sheriff.

In addition to the multi-unit representation referred to in the preceding paragraph, the Department managers should take every opportunity to stimulate networking and resulting teamwork between personnel of the various units of the Department. For example, training sessions (except for training specific to a single unit, and perhaps even then) should include personnel from more than one unit of the Department.

The Department should experiment with a program for voluntary exchange of duties between personnel in different units, for perhaps two-week periods, so that road deputies will have an opportunity to experience (or renew their experience with) the problems of the jail deputies, and vice versa, and at the same time improve networking between the divisions.

The Team was told by a number of deputies that, as a practical matter, there is no negotiation of contracts between the Deputies Association and County Management (with whom economic issues are supposed to be resolved). The process described to the Team is one of non-negotiable demands and offers from each side, which invariably are resolved by arbitration. On the other hand, the Team was informed by management representatives that this process results mainly from Michigan law which permits the union and members to retain all benefits and powers in an expired contract until a new one is signed; therefore, the union has no incentive to settle unless it obtains everything requested. The Team did not examine this issue closely enough to recommend a solution, but suggests that both sides should seek to establish a general policy of negotiation instead of arbitration.

G. Clerical Operations

Numerous complaints were heard of apparent disparity in workload among clerical employees. The Team was unable to discern, without more intensive study, whether the reported disparity is continual, or simply a function of some varying peaks among workload of clerical personnel in different assignments. Some things were very clear to the Team, however.
Backlogs in the transcription of crime reports are reported to be a persistent, perhaps continual, problem in both the Uniformed Section and the Criminal Investigations Section. Moreover, serious complaints were heard from the Prosecuting Attorney’s Office that reports pertaining to domestic violence complaints specifically, as well as incarcerated persons generally, frequently are not available for the prosecutors early enough for prosecutorial action on the day following the event.

Clerical tasks are being performed by command and supervisory personnel, thus distracting them from supervisory duties. For example, the lieutenant in the Uniformed Section, and the Traffic Sergeant, both appear to spend a great deal of time performing basic clerical and data entry activities in fulfilling their responsibilities. [A specific example is the process for insuring that a report is actually received for every dispatch, closed with indication that a report is to be made. That process needs to be supervised by a manager, but the time consuming tallying and cross-checking could better be delegated to a clerical employee.]

It is not unique to the Sheriff’s Department that computerization of relatively small tasks, not large enough to justify a formally organized data entry program, often results in responsible individuals, usually supervisory personnel, doing their own data entry, simply because there is no readily available clerical person to whom the task may be delegated. On an interim basis or on a very small scale, this practice is justified; however, at least in the case of many functions performed by these two officials, it appears that clerical personnel should be provided, to allow more time for the officials to devote to management and supervisory functions.

Another example of supervisory time devoted to basic clerical work is the data entry by Road Sergeants of the Activity Data of Road Deputies. Meanwhile, the Road Sergeants have no effective opportunity to perform the more important supervisory function of reviewing the crime, accident, and incident reports prepared by personnel under their supervision. Moreover, the Team was informed that, despite reminders, some reports were past due for incidents up to four months earlier. Too, there were comments that many road deputies have worked as dispatchers at one time or another and those deputies have ability to change the CAD records to show "No Report" disposition if they have failed to complete a proper report.

A suggestion came from several quarters that all, or at least most, clerical personnel should be consolidated into a single pool. The benefit from consolidation would be a leveling of workload, so that peaks and valleys of work from various functions might, to some extent at least, cancel one another. A second benefit is that all clerical employees would be centrally, and presumably equitably, supervised. The Team has reflected this proposed consolidation on the proposed organization chart (Section V), but with this caveat: the Department should be careful that an unintended consequence of removing clerical employees from the various divisions is not an even greater tendency for supervisory and managerial officials to personally engage in clerical activities, simply because it will seem easier to do it themselves than to get it done by a clerical pool located elsewhere in the building and under the supervision of someone else.
Before final determination of how clerical personnel will be managed, it would be useful to obtain from command and supervisory personnel a realistic appraisal of the amount of time they personally spend on routine and repetitive clerical functions which could effectively be performed by clerical employees. For this purpose, it would be useful for a period of about four weeks to have command officers maintain personal logs showing, in quarter-hour increments, how they are spending their working hours, much as attorneys in private practice do for billing purposes.

Whether or not the clerical personnel are consolidated, two aspects of the administrative functions should be considered for revision. These are the telephone voice mail system and the incident reporting system.

The Sheriff's Department recently installed a voice mail system, however, it is not automated. Implementation of this system had the desired and desirable effect of relieving 911 dispatchers from burden of so many administrative calls, but some of that workload was thus transferred to also-busy clerical employees. Clerical employees first answer the call, and if the individual is unavailable, transfer the caller to voice mail, if the caller desires. This does save clerical time in taking messages, but does not eliminate the loss of momentum when a clerk drops to answer a telephone unnecessarily. The Team recommends obtaining a fully automated voice mail system, designed so that, a caller who does not know the extension number to reach an individual can learn the number by dial spelling the individual's last name, and then leave a message in the voice mail if desired (or dial for a clerical person to respond if needed). This kind of system not only would relieve clerical employees from unnecessary interruptions, but would also resolve the concerns expressed by some respondents to the inter-agency questionnaires; several complaints were noted about difficulty in reaching lower ranking personnel because there is no published telephone or organizational directory for the Department.

Revamping of the telephone system should include attention to ways in which calls to the jail, inquiring about such issues as visiting hours, property return, and other matters related to prisoners and their families, can be answered by pre-recorded messages selected from code numbers.

A thorough review should be made of the field report writing process. Is it necessary that every field report be fully entered into the computer? An alternative might be handwritten reports for some incidents, batch filed by date, with only date, complainant name and address, and serial number of the report entered into the computer file. It is convenient to be able to pull up the full text of any report on a computer screen, but the convenience may not be worth the cost, especially in an agency located in only one building, where infrequently needed kinds of reports can easily be obtained from file cabinets when required.

Similarly, can handwritten reports relieve the pressure to immediately process reports related to persons in custody and to domestic violence. Several prosecutors expressed a preference for the immediately available handwritten reports from other law enforcement agencies to often delayed, computer printed reports from the Sheriff's Department.
The Mobile Data Terminals, when installed in some future year, presumably will permit deputies in the field to enter their reports from their cars through the MDT. As an interim alternative, it may be feasible simply to obtain lap-top word processors for road cars, so that deputies in the field can enter their reports on "Macro" forms, and leave disks for clerical personnel to transmit into the computer system, thereby reducing the delay of handwritten or dictated reports to transcribe.

Attention should be given to the need for PC-type programs to facilitate some of the administrative work of individuals. For example, the Team was informed that word processing, spreadsheet, and similar stock item computer programs are not widely available in the Department. The Team also received complaints that the existing departmental computer is not user friendly. In addition, several responses to the survey of personnel noted a lack of sufficient training in uses of the computer system.

H. Community and Inter-Governmental Relations

The Sheriff's Department places a very high value on community and intergovernmental relations and devotes considerable internal and external effort to this priority. In fact, the degree of concern about the community service mission of the Department evidenced by all categories of personnel -- during interviews, in responses to anonymous survey forms and in the range of services and policies described below -- is quite extraordinary in the Team's experience.

As noted earlier in this Section, Sheriff Edmonds has initiated or facilitated a number of management and service enhancement measures over the past several years. Many of these not only inure to the more efficient operation of the Department from a budgetary point of view, but improve law enforcement coverage and cooperation county-wide. Among these were the provision of a support system at the Sheriff's Department to facilitate State Police patrol on expressways within the county; an increase in the county's cost sharing on contractual police services to townships from 10% to 50%, which made it feasible for townships to contract for Sheriff's Deputy positions and restore the Department's patrol coverage to pre-budget cut levels; the securing of special (non-general fund) funding to add a second DARE officer to the Department and therefore provide drug prevention program coverage to all county schools within the Department's exclusive jurisdiction; implementation of a county-wide 911 dispatch district and consolidation of emergency management into a county-wide program supervised by the Sheriff; implementation of an area-wide police mutual aid agreement; and initiation of a program that assigned a specific command officer as the Departmental liaison with each township in the county.

In the latter program, the command officer periodically attends meetings of the township Board of Supervisors in order to insure that any concerns applicable to the Sheriff's Department are properly addressed, and that command officer also provides a point of contact within the Department when township officials encounter issues of concern which need prompt attention from the Sheriff's Department. The Team's feedback from the eleven Chairpersons of Township Boards of Supervisors whom we were able to contact is that this initiative has been a valuable information-sharing mechanism between the townships and the Department. They were universally pleased with the
professionalism and responsiveness to community concerns of the command staff and deputies who are assigned as liaison or otherwise attend the Board meetings and with the police services provided to their areas by the Sheriff’s Department.

The county administration officials and County Commissioners whom the Team interviewed expressed high satisfaction with the performance of the Sheriff’s Department, with the level of communication between the Sheriff and county general government offices, and with the outreach efforts of the Sheriff to introduce Commissioners to the various operations of the Department through on-site visits and briefings. The county officials also were complimentary about the Sheriff’s leadership role and consistent personal participation in the Alternative Sentencing Committee, dealing with issues of jail crowding and community-based sentencing.

The Team did not contact local Police Chiefs in the course of the management audit. The Township Supervisors and County Commissioners whom we interviewed were asked about the Department’s relationships with local police agencies and reported that they were good and mutually supportive.

The Sheriff also has vigorously promoted as a priority of the Department enforcement of "quality of life" laws such as vandalism, petty theft, misuse of Department of Natural Resources access areas, trespassing, loud parties, etc., in addition to its crime prevention and control efforts relating to more serious criminal activities and traffic safety. The Department’s performance in this area has been specifically commended by local government and community groups.

Over the past two years, the Department has instituted an on-going survey requesting an assessment of its performance and that of its personnel by community members who come in contact with the Department either as walk-in service requesters, requestors of police assistance, recipients of citations of various sorts, and jail visitors. In addition, the Department conducts a similar annual survey of all fire and EMS agencies for which it provides dispatch services, and it periodically surveys other departments and agencies with which the Sheriff’s Department interacts. These survey results are discussed periodically at command meetings with a view towards determining measures that might be taken to improve the service delivery of the Department and its coordination with other agencies. The team was provided with copies of the responses to each of these surveys and they were highly laudatory of the professionalism and courtesy of the Department’s personnel, particularly the deputy staff.

Most importantly, these survey results are acted upon. For example, the front office area of the Sheriff's Department was modified and additional personnel assigned to more promptly handle walk-in service requesters (e.g., applicants for permits and licenses); the policy of not accepting checks for bond payments was modified; improvement of the telephone system serving the 911 dispatch center; and installation of a special telephone line for news media access to the Department for a recorded description of arrest activity, accidents, and emergency situations, were among the measures taken based on an analysis of the results of the various surveys.
In the interagency area, the few critical comments centered around the difficulty of locating specific members of the Department by telephone or knowing which staff member was responsible for certain matters and the need for improvement in coordination with the Prosecuting Attorney's Office. Both of these areas were under discussion within the Department when the management audit was begun, and recommendations relating to them are offered in other sections of this report, as well.

In sum, these efforts at self-evaluation and improvement through customer surveys followed up with action are quite noteworthy.

Another community relations innovation that the Team considers worthy of note and replication is the Sheriff’s production of a video tape presentation on booking and bonding procedures, prisoners’ daily routine, and mail, telephone, commissary and visiting procedures and rules at the jail. This video tape is designed to enable people who have family members or friends in the jail to become aware of the actual conditions of their confinement, procedures governing their release, and procedures governing the concerned parties’ access to and communication with the confined person. The tape is being distributed to church groups, public libraries, civic organizations and schools throughout the county. It is anticipated that it will have a public education value as well. A companion video tape on institutional rules and regulations for the initial and subsequent periodic orientation of jail inmates also was produced by the Sheriff.

With respect to other community relations activities, the Sheriff's Department sponsors an Explorer Troop, to which one sworn officer is assigned as liaison. There are no other community-focussed activities of a recurring nature sponsored by the Department or conducted jointly with other county law enforcement agencies of which the team is aware. Because there are substantial mutual advantages to be gained from such activities, and especially for the positive effect they can have on staff morale, the team makes several suggestions for activities in this area in Section V of the report.
IV. OPERATIONAL REVIEW

A. Law Enforcement

1. Overview

The law enforcement function of the Sheriff's Department is carried out by the Uniformed Services Division (sworn strength: 42 deputies, seven sergeants, one lieutenant and one captain) and the Criminal Investigations Division (sworn strength: nine detectives, two sergeants, a lieutenant and a captain). The most recent available statistics on their activities are included in Appendix B.

These data show, among other performance measures, that during 1995, the Department's road patrol deputies drove 751,087 miles in the course of making 10,516 traffic stops, conducting 4,120 accident investigations (an increase of 12% over 1994), responding to 19,1938 complaints, getting 318 drunk drivers off the road, taking 2,449 people into custody, and stopping to assist 1,950 motorists. These and related data in the tables in Appendix B data appear to represent a considerable workload for a force of 42 deputies, especially considering that 14 of them are essentially confined in their patrol duties to the boundaries of the townships which contract with the Sheriff's Department for dedicated patrol services.

The data on the activities of the Criminal Investigations Division are not maintained in the same degree of detail as those for the uniformed officers, but the results of their investigative activities are reflected in the Uniform Crime Statistics table on non-traffic arrests that appears in Appendix B. The data there show that 279 arrests for "Index" (i.e., the most serious) offenses were made by the Kalamazoo Sheriff's Department in 1994 (the most recent year for which the data were available to the Team). This compared favorably with the statistics of other counties for 1994, in terms of the ratio of index arrests to reported index offenses (11%). However, there are sufficient unexplained anomalies in the overall UCR data for the Sheriff's Department that neither conclusions nor comparisons are appropriate. The relative lack and inconsistency of data point up the dysfunction which results from the absence of a Departmental planning unit, whose job it would be to identify and remedy such problems.

2. Uniformed Services

As indicated earlier, "ride-a-long" observations by Team members led the Team to conclude that the overall morale of the uniformed personnel in the field is high, and individual road deputies show a high level of competence in the duties assigned.

This is not to say that there is no room for improvement, most of which easily can be achieved. Areas needing attention, through policy changes, training, or both, are:
a. Road Patrol

Several road deputies were observed to engage, more or less on their own, in proactive patrol. However, so far as we could discern, this is conducted more often than not on an individual, rather than a department or section level. Top management of the Department, as well as command staff, expressed to Team members the need for improved crime analysis and, as a by-product, improved proactive patrol. This function should be emphasized as a part of crime analysis mentioned earlier.

b. Case Investigation and Report Writing

This area needs attention. Both by command staff within the Department and by the Prosecuting Attorney's Office, the Team was told of a need for improved investigations in serious injury traffic accidents and in certain criminal cases. Assistant prosecutors noted that some field personnel seem uninformed of the kinds of evidence which is needed not simply to show a "probable cause" case, but also to obtain a conviction. The perception is that this sometimes results from the deputy not realizing what evidence is needed; at other times, deputies have stated that needed information was left out of the report because of pressure from supervisors to keep reports brief. (For example, assistant prosecutors related being embarrassed at trial because, in preparing traffic accident reports, the reporting deputy failed to list as witnesses the other deputies at the scene.) Work sheets or check lists for each kind of report involving specific information needs for both the Department and for the prosecutor might resolve this problem.

c. Field Investigations by Road Deputies

The investigation of crimes such as theft and burglary and report writing should be part of in-service training for uniformed officers. The road deputy taking the report should be encouraged to perform investigative task such as neighborhood canvasses and other efforts to identify and apprehend offenders to fullest extent permitted by time constraints of their other duties. Participation of road deputies in field investigations will both enrich their own assignments and improve their opportunities for interchange with residents of the county.

3. Criminal Investigation Division

The Team believes that the Criminal Investigations Section can be adequately managed by a single command officer, rather than two, and that a better coordination of investigations between detectives and uniformed field personnel can be accomplished by organizing both units into a Law Enforcement Division.

As indicated above, the Team believes that there should be more emphasis on field investigations by uniformed personnel where time permits. This emphasis may require improved interchange between detectives and road patrols. The Department should consider whether some, if not all, detective sergeants could perform their duties equally well in uniform and marked cars, as in plain clothes, and thereby add to the visible presence of the Sheriff's Department in the community, while also strengthening ties between the detectives and the road patrol.
4. Interaction with the Prosecuting Attorney’s Office

In addition to a reported need for improved training of road deputies in certain kinds of investigations, there apparently is a problem between the Sheriff’s Department and the Prosecutor’s Office regarding responses to Further Investigation Orders [FIOs]. These problems are reported to be more frequent with detectives, but also occur with uniformed deputies. In meetings with assistant prosecutors, Team members were informed that replies to FIOs often are unresponsive to the information requested, and that some FIOs never result in a reply despite repeated reminders. On the other hand, Team members were told by some deputies, and by one command officer, of possible misuse of FIOs, that some prosecutors appear to use the FIO process to harass deputies they do not like, for research which should be performed by the prosecutor’s office, and to justify failure of the assistant prosecutor to dispose of the case within time constraints set by the Prosecutor.

On the other hand, within the Sheriff’s Department the Team heard complaints of deputies being held for long periods of time at court for cases which were scheduled for disposition through plea bargaining, and of difficulties in ascertaining which assistant prosecutor would be handling a case until day of the trial.

To remedy these kinds of poor communication, the Team recommends that a command officer be designated as liaison with the Prosecutor’s Office. The command officer should meet at least quarterly (perhaps more often at the outset) with the supervisory assistant prosecutors overseeing functions involving the Sheriff’s Department, and with individual prosecutors if necessary, to monitor and to resolve these kinds of issues.

The Team recommends that original FIOs be directed by the assistant prosecutor directly to the deputy involved, but that the FIO reply be routed back for endorsement by a command officer of the deputy’s unit. The command officer should review the reply for responsiveness to the request, and also should note training needs indicated when FIO requested information should have been included in the original report. In addition, the command officer should watch for any apparent abuse of the FIO process by any assistant prosecutor, and if any patterns of abuse are found, these should be brought to attention of the command officer designated as liaison to the Prosecutor’s Office.

Original FIOs should be sent direct to the deputy involved; any reminder about an FIO not properly returned should be routed through the Command Officer liaison by the Prosecutor’s Office, for appropriate action.

Assistant prosecutors reported perceiving an attitude by some deputies that the role of the Sheriff’s Department in prosecuting a case is to report and investigate the crime and to identify and arrest the probable offender, and that everything thereafter is the role of the prosecutor. This kind of attitude is not unusual among law enforcement personnel, and is partly a derivative of the Uniform Crime Reporting format whereunder a case is "closed" by making an arrest (or by other means), regardless of the outcome of the arrest. Moreover, the attitude may be reinforced whenever a solid, thoroughly investigated charge is reduced, plea bargained, or dropped for any of a number of reasons...
which makes good sense from the viewpoint of the prosecutor, but which, if not persuasively explained to the arresting officer, may leave her or him resolved not to "waste" extra effort in the future.

The command officer assigned as liaison to the prosecutor needs particularly to be sensitive to this dynamics of teamwork, both in individual cases and in facilitating open discussions and networking between the deputies making arrests and assistant prosecutors.

It is highly important that law enforcement personnel be thoroughly trained to understand that successful prosecution of offenders is a responsibility of the arresting officer as well as the prosecuting attorney. It is recommended that special efforts be made to include jointly developed case studies of "good" and "problematic" case investigation and prosecution scenarios and to incorporate these into the Department's in-service training programs as a means of illustrating and reinforcing this principle.

B. Jail Division

1. Overview

The comparative statistical record of the work of the Jail Division staff of 48 deputies, seven sergeants, three command staff, and 15 civilian personnel over the past several years is presented in Appendix C. The data show, among other workload measures, that the division staff booked 8,156 persons into the jail during 1995 (an increase of 11% over 1994) and processed the release of about the same number of persons; maintained care, custody and control of an average daily population of 326 prisoners (the design capacity of the jail); served 383,386 meals; conducted 11,589 examinations in the jail clinic; and transported 6,603 prisoners to locations within and without the county (an increase of 17% over 1994). One of the more interesting statistics is that 51% of the bed-days provided to jail inmates during 1995 were for sentenced prisoners, up from 34% in 1993. The team examined sentencing statistics for Kalamazoo County and saw that the percentage of felony sentences to the jail by the local courts had doubled (from 6% to 12%) during that same period. While the reasons for this are outside of the Team's scope of investigation, it is a phenomenon that warrants examination in the appropriate interagency venue because of its implications for the jail resources of the county.

The Jail Division has three major impediments to an effective and efficient operation: an antiquated, inadequate facility, a large enough inmate population to create crowding, and a lack of sufficient staff. These three deficiencies present a serious impediment to the Sheriff's ability to guarantee a safe, secure and humane corrections operation and to fully comply with the Michigan Administrative Rules for Jails, Lockups and Security Camps (R 791.501 through R 791.665). In addition, it is largely these three deficiencies that caused the Sheriff to discontinue accreditation of the jail's medical services under the standards of the National Commission on Correctional Health Care.
In spite of the problems inherent in an inadequate crowded facility which is operated with insufficient staff, the daily operation of the Kalamazoo County Jail appears to run fairly smoothly. The Team believes that this phenomenon is occurring because of the longevity and experience of the management and supervisory staff, the commitment and dedication of the line level personnel, and a large dose of good fortune. The Kalamazoo County Jail has not had problems with frequent suicides, escapes, or disorders which often are indicators of a poorly managed institution.

However the Team agrees that the daily, high energy effort that the sergeants and the deputies must exert to overcome the inadequacies of the physical plant, the increased inmate population and staff shortages will eventually result in staff burnout and operational breakdowns. One telltale sign of the onset of such burnout is usually the amount of sick leave employees are taking. We see signs of this in the Jail Division. Currently each bargaining unit employee accrues seventy-eight (78) hours of sick leave per year; however, the sergeants and deputies at the jail combined are using an average of ninety-six (96) hours per year. Eighteen (18) hours more then they are accruing. (This is based on monthly shift schedules for a 15 month period, from December 1994 to May 1996 [We did not have November 1995]).

Because the physical plant drives or impacts so many of the functions in the jail including the staffing requirements, the Team’s initial focus was on the efficiency and effectiveness of the facility itself.

2. **Physical Plant**

The jail is a linear style facility which occupies three floors of the Kalamazoo County Sheriff’s complex. It is over 23 years old and contains a combination of single occupancy cells, multiple occupancy cells, and dormitories. There are sick bay dorms, gang style holding cells and a detoxification cell. The facility was originally designed for a total capacity of 218; however, through several renovations, the capacity has been increased to 327. The facility also contains a small number of visitations rooms for family and attorney visits, a kitchen, laundry, gymnasium, weight room, class rooms and a multipurpose room (which is sometimes used to house prisoners when the facility becomes seriously overcrowded). There is limited office space for staff and office equipment.

By necessity the renovations to the jail added bed space in an attempt to accommodate the increase in population, but, due to either financial constraints or limitations of the building footprint, the support spaces (kitchen, medical, receiving, office, etc.) did not experience corresponding increases. This has placed a heavy burden on staff to either try to make the support spaces meet the higher demands of the increased population, or alter the operation to compensate for the lack of sufficient space. The sergeants’ office and the receiving area provide good examples of the staff’s effort to work with inadequate space, or space that was designed for a smaller population with less activity.

The 1970’s jail designs were created during a time when the courts were not so involved in litigation over conditions of confinement, and prisoners were not thought to be covered under the
protection of the United States Constitution. This allowed for linear designs with multiple occupancy cells, intermittent surveillance or supervision by correctional staff and minimal separation of prisoners. The designers of the Kalamazoo County Jail could not have predicted that the jail they designed and built in 1973 would be measured against correctional standards so drastically different in 1996.

Today, prisoners constitutional rights are protected by the court, and generally by the states, through the adoption of rules or standards which govern the construction and operation of jails. Linear jails are viewed as anachronistic and are being replaced with popular design facilities for better visibility and supervision of inmates. Intermittent surveillance is viewed as the least desirable means of maintaining the safety and security of a jail and is being replaced by indirect or direct supervision, which provide constant sight and sound supervision of inmates. And the separation of inmates has evolved to highly sophisticated, automated classification systems.

Linear designed facilities today generally are staff intensive, cannot meet the standard of constant sight and sound supervision, have difficulty meeting classification requirements for the proper separation of prisoners, are costly to operate and maintain, and are not easy to expand or renovate to meet the operational demands of an ever increasing offender population. All of this is true for the Kalamazoo County Jail.

The linear design is an obstacle to constant sight and sound supervision of the inmates in the housing areas. Inmate supervision is, at best, intermittent and sometimes non-existent. This does not mean that the officers do not desire to provide constant sight and sound supervision but rather that the facility design makes it impossible for a single wing officer to do so.

Supervision of inmates (other than in the suicide prevention wing) occurs when the wing officer makes his/her rounds on thirty (30) minute intervals. While this intermittent walk around the wing has some deterrent utility and allows some interaction between the officer and the inmates, (usually to respond to crises, pick up kites, respond to quick questions, etc.), it provides minimal supervision. It is impossible for the officer to spend adequate time in one area without neglecting others. This scenario is exacerbated by staff shortages, because, from time to time, the wing may have no staff present to walk around. This normally occurs during lunch time, during high levels of inmate movement, during the midnight shift, and during the time that the "A" floor west wing officer is assisting the officer in the suicide prevention wing. A new facility with popular designed housing units can resolve the sight and sound supervision concern. However, in the interim, the Team recommends that sufficient staff be hired to maintain an officer on the housing wings at all times. Staffing recommendations are more fully addressed later in this report.

Another problem is that the current jail promotes a high level of inmate movement. Inmates must be moved for visits, recreation, sick call, programs, court, bonds, etc. Large scale movement requires more staff resources to safely and securely escort the inmates to the services or activity without removing the housing (wing) officer from his or her post. Most new facility designs have resolved this staff intensive activity by reducing the need to move the inmates. Instead visitation,
recreation and some programs occur at the housing units under the supervision of the housing unit officer.

The Team was concerned that the kitchen and laundry are located outside of the security perimeter. This unsecured location increases the chance that a trustee will introduce contraband into the secure part of the facility. To mitigate the introduction of contraband, the Team recommends that staff either maintain constant observation of the trustees that work in the kitchen and the laundry, or strip search the trustees every time they re-enter the security of the jail. Both of these options, of course, have recurring cost implications because they require additional correctional staff to implement. The strip search option may not be feasible because the trustees are re-entering the facility too often during feeding times.

The Team was also concerned that the trustees and the work release residents are housed in the same housing unit. The mere comingling of these two groups represents a high risk for the introduction of contraband. The fact that their housing unit is only sporadically supervised presents an even higher risk of contraband entering the facility and creates a serious threat to the integrity of the facility’s security in general.

The Team recommends that the Sheriff, in concert with the County Commissioners and the County Administration, seek an appropriate site in the community for relocating the work release program. This would place these low-risk, minimum security residents in the community for better reintegration and open some additional bed space in the jail. The work release program could be contracted out to a private company with possible savings to the county. Another alternative which should be considered would be to substitute a process of day reporting to the Community Corrections Commission for the work release program.

Whichever alternative is implemented, one of the benefits of recovering the work release space for other jail purposes will be the availability of more space for programs within the jail for the relatively high number of sentenced prisoners. While the jail currently does some programming, and should be commended for its resourcefulness in this area, expansion of hours and space for programs is sorely needed if a substantial impact on the future substance abuse and other criminality of the inmates is to be achieved.

Whether or not work release is moved out, the Team recommends that the trustee/work release housing unit be staffed at all times, unless all trustees and work release residents are out of the unit.

The receiving/property area is inadequate both in size and in physical layout. An admirable effort has been made by the Sheriff and his staff to make this area as functional as possible. Yet, their best efforts cannot overcome the operational inefficiencies created by the poor facility design. If only one or two individuals are being booked into the facility at the same time, then this space is workable. However, when more than two at a time are brought in for booking, it becomes obvious that the layout is problematical.
The poor design and insufficient space makes the booking process protracted, labor intensive and unsafe for the officers and the inmates. Also, since one of the two holding cells is used for detoxification or some other similar purpose (whenever the Team was on site, one of these holding cells seemed always to be occupied), it is, more often than not, impossible to accommodate booking a large group of individuals (5-6). This is particularly illustrated when individuals in the group must be separated, e.g., a male and a female. There is general agreement among the jail staff with whom the Team spoke that this area needs an overhaul.

The Team recommends that the Department discontinue using holding cells in the receiving area for detoxification or for any other purpose than holding those individuals being booked into or released from the facility. This will free the receiving officers to concentrate on the booking and release functions and will give the officers two holding cells to use for those functions. Two of the other holding cells on the "B" floor can be used for detoxification for males. Female detoxification will have to be handled in the female housing area.

Until such time as a new jail facility is constructed and the work release operation is moved, the Team recommends that the Sheriff contact the National Institute of Corrections, Jail Division, to ascertain whether it is possible to obtain an architectural and structural review to determine if the receiving area can be re-engineered to provide for a better system of booking and release, and for a better way to handle the entry and release of work release residents.

3. Jail Operations

The combination of increases in inmate population and reductions to the Sheriff's budget have placed the Jail Division in what may be described as a crises management posture. The crises can be identified as: (a) crowding— which compromises the classification system, increases the level of activities for all components of the Division, and adversely impacts the budget; and, (b) understaffing— which compromises the staff's ability to effectively deal with the increased population, increases the level of stress on the staff, increases the use of overtime, and has a general deleterious effect on the overall operation and morale.

a. Crowding

When the inmate population increases, it is important to note in what areas and in what ways the operation is impacted. The tendency of outsiders is to look at beds. How many more beds do you need? However it is important for the jail staff to capture all of the impacts, i.e., number of sheets, blankets, commissary requests, sick calls, meals, visits, property, bonds, etc. This is important to provide the funding body an accurate picture so that they can make informed decisions regarding the Department's budget. It is also helpful in determining workload and proper staff deployment. The Team suggest that the Jail Division establish a simple reporting system to collect this data and provide the Sheriff with ongoing impact analyses.

In addition, it is important for the jail to establish a clear classification system and a corresponding classification factor to firmly establish occupancy levels. Classification systems
which are operational and which provide for the appropriate, categorical separation of inmates may be viewed as resulting in an inefficient use of space. This "inefficient use" principle is best illustrated when one individual, by classification, occupies a multiple cell and no others can be placed in that cell unless they are in the same classification. If it is a cell with six beds, the jail loses the use of five of those beds. This "inefficient use" principle is used to determine the crowding bench-mark because generally some number of beds will go unfilled even though the facility is crowded.

A generally accepted classification factor is 10-15%; that is, the facility will lose the use of 10-15% of the beds due to classification. This, of course, will vary from jail to jail. Nonetheless, if we subtract the 10% factor from the total capacity of the Kalamazoo County Jail (327), the operating capacity would be 294. In other words, unless all arrestees fit neatly into the classification categories, the jail will lose the use of 33 beds. Therefore, when the jail population reaches 294 the jail will be considered filled. Any number above 294 will be considered crowded. When a jail is operating as Kalamazoo often is—at total capacity or above—then the jail is considered "over" crowded. Overcrowding, naturally, destroys the classification system, as well as increases liability and makes it harder for staff to manage the population. Continued overcrowding requires a construction response.

The Team recommends that the Jail Division establish a classification factor for the jail by measuring at least two years of inmate population data against the established classification categories. Although the Michigan Rules for Jails are old and in some cases outdated, the Division should use categories recommended in them (R 791.638, 791.641 and 791.642) to establish base line classification categories. Obviously, based on your own experience other categories will be or have been established. A by-product of this exercise often is a better utilization of the existing bed space.

When the factor has been established, then an effort must be made to adhere to the classification system when housing inmates, even though some housing unit will be crowded. It is important to maintain the integrity of the classification system to avoid exposing the Department and the county to increased liability. The Sheriff should seek the assistance of the Judges, the Prosecuting Attorney and community corrections to maintain the jail population at or below the established crowding bench-mark rather than total capacity.

b. Administrative and Supervisory Task Analysis

The Team formed an impression that the command officers as well as the sergeant 1's are too inundated with administrative paperwork to have sufficient time for hands on, day to day supervision of staff under their authority. The focus at the command level appears to be on paperwork with insufficient time to focus on people. It did not appear to the Team that either the captain or the lieutenant had time to meet with personnel, walk the housing units, and talk with line staff.

Even when there are both a sergeant 1 and a sergeant 2 on duty, the sergeant 2 often is filling in for a deputy who is unavailable because of absence or another assignment; thus, even then there is little if any time for proactive supervision.
As noted elsewhere in this report, this problem apparently derives from having limited clerical staff, with the consequence that clerical tasks thus must be performed by supervisory personnel. The Team recommends for the Jail, as it has elsewhere, that the Department conduct a job task analysis for Jail Division personnel, including the command officers, the sergeants 1 and 2, and the clerical staff. Such analysis will determine whether the nature of these jobs has changed since the Hay questionnaires were originally administered, and will assist the Sheriff to determine what actions may be needed to reallocate the clerical tasks and to enhance supervision of the jail.

c. Insufficient Staffing

The Jail Division's current staff complement of 73 includes three command staff, three sergeant 1's, four sergeant 2's, and 48 deputies. The deputies are allocated as follows: 41 to shift duty in the jail (i.e., corrections officers), six to prisoner transportation, and one to courthouse security. In addition, there are 15 civilian personnel: six cooks, two nurses, two clerks and five control center staff.

The Team believes that the number of personnel in the Jail Division must be increased in order to meet workload demands and effectively manage the jail population. Our estimate is that under present conditions these needs require the addition of 21 deputies for corrections officer duties; up to three more nurses or equivalent services through contract arrangements; and two additional deputies for the transportation team.

We reached the above conclusion by: touring the jail; reviewing facility floor plans; reviewing activities requiring staff resources; establishing corresponding posts (24hr, 16hr & 8Hr); and establishing a shift relief factor to aid in determining the number of staff required to fill each post. The calculation for the shift relief factor for a 24 hour post appears in Appendix D. The data used for the calculations was taken from the shift schedules for a 15 month period— (December 1, 1994 to May 31, 1996; we did not have November 1995). We counted only those absences for sergeants and deputies (corrections and transportation officers). Absences of four hours or more were considered a full day, while absences less than four hours were not counted. We added five days for training because we believe that the minimum annual training for corrections staff should be 40 hours. This does not currently exist so if the Department decides to take out the training it will reduce the shift relief factor.

The shift relief factor, in Kalamazoo, for a seven-day-week post which must be filled at all times is 1.9. This number (1.9) is multiplied by the number of eight hour shifts needed to staff a twenty-four hour, seven-day-week post, a sixteen- hour seven-day-week post, or an eight-hour seven-day-week post. The shift relief factor for an eight-hour five-day-week post that must be filled all five days is 1.3. This number (1.3) is multiplied by the number of staff needed for the five days.

Following are the Team's recommendations for permanent posts of various coverage requirements for the jail. Some of these are not currently included in the division's shift coverage; others are included only some of the time:

Management Audit, Kalamazoo County Sheriff's Department
The fixed twenty-four (24) hour posts for corrections officers in the jail should be as follows:

"A" Floor Housing
   South Wing 1
   West Wing 1
   North Wing (SPW) 1

"B" Floor Housing
   South Wing 1
   West Wing 1
   North Wing 1

"C" Floor Housing
   North Wing 1

Receiving
   "B" Floor 2

The sixteen (16) hour posts for corrections officers in the jail should be as follows:

Facilitating/Escort
   Five-day-week 2

Trustee Work Supervision
   Seven-day-week 1

The eight (8) hour posts for corrections officers in the jail should be as follows:

Recreation Supervision
   Seven-day-week 2

The civilian aide posts in the jail should be as follows:

Main Control
   24hr Seven-day-week 1

Receiving
   16hr Seven-day-week 1

Given the post levels described above, the total complement of corrections officers and civilian aides needed to effectively operate the jail with the current inmate population is as follows:
Currently the shift rosters show that there are forty-one (41) corrections officers (deputies) assigned to the jail and four (4) civilian aides. According to our calculations the Department needs to add twenty-one (21) new corrections officers and five (5) new civilian aides.

While we did not cover the nursing staff, we did notice that when we were on site there were a number of days that the facility was without a nurse. This is also shown on the shift schedules mentioned earlier in the report. We would suggest that the Jail Division use the shift relief factor to determine the number of nurses needed to insure that there is always a nurse on duty. Currently, the Jail Division staffing pattern includes two nurses. As a rule of thumb, five employees usually are needed to keep one person on duty twenty-fours each day, seven days weekly. As an alternative, consideration should be given to using contractual medical services for the Jail.

We did take a look at the number of sergeants in the Division and decided shift relief had been accommodated in adding sergeant 2's to cover for sergeant 1's when they were unavailable. We did notice, though, that the shift schedules showed a number of occasions when both the sergeant 1 and the sergeant 2 were absent and a corrections officer was scheduled as OIC. The Department should want to examine the frequency of there being no sergeant on duty to determine whether another sergeant position is necessary.

The Team recognizes that adding a large number of staff to the budget in one year is unlikely. However, we suggest that the Sheriff's Department develop a plan to add the positions over a three-year period, carefully noting expected improvements to the operation and expected reductions in overtime.

A related and serious aspect of shift shortages is the absence of a female deputy on duty at all times in the female wing of the Jail. Female prisoners should not be guarded by male deputies without a female employee present. The Team was informed that this sometimes occurs because of contractual bidding for shift assignments by seniority, compounded by ruling by the Michigan Civil Rights Commission that schedules cannot be based on the gender of employees.
Men frequently are employed in guarding women; however, the American Correctional Association Standards Supplement for Adult Local Detention Facilities (Standard 2-5083-1, revised January 1988), recommends that “Written policy or procedure require that when both males and females are housed in a facility, at least one member of each sex is on duty at all times.”

The Department should continue its efforts to recruit female deputies. In addition, jail command should be required to maintain a log and to send a monthly recapitulation to the Undersheriff of occasions when a female is needed and none is available for service on a shift. If this is occurring frequently, the Department should undertake to reinforce its current efforts to recruit additional female deputies for the Department.

4. Policies and Procedures

Policies and procedures in many cases are eight to ten years old and, while a few have been updated in 1993, the Division does not have someone that they can assign to regularly review and update them. Updating of these policies and procedures should be included in the function of the planning and development process described earlier in this report.

Post orders should be used by the Jail Division to direct staff in their assignments. These post orders may rely on Department or Division orders for general guidance, but should be more specific regarding tasks to be performed on a particular post. Post orders should guide the officer in reference to security checks, feeding, sick call, recreation, emergencies, and other issues to be handled by the officer assigned to each post. Post orders are a good correctional practice, and are recommended by Michigan Department of Corrections rules.

5. Perimeter Security

Some members of the Team expressed concern that policies and procedures in such matters as perimeter security are not being followed. Their observations pertained both to perimeter doors with direct access to the jail and also to the entry to the Sheriff’s headquarters adjacent to the 911 dispatch center. Compliance with perimeter control policies should improve, however, if recommendations of this report regarding inspections, and "managing by walking around," are implemented.

6. Shift Briefings

The Team was informed that there is little, if any, interchange between personnel on different shifts. As one shift is coming on duty, another is leaving, apparently with minimum discussion. The Jail Division should arrange for periodic briefings between jail shifts, perhaps weekly, to insure that all personnel are equally aware of potential problems.

7. Training of Jail Personnel

Training has been affected by the loss of the Department's training coordinator, and the lack of personnel time which can be allocated to training. Consequently, little training is occurring. The Team was informed that the computerized self-training program mentioned earlier in this report will also be used by jail personnel. Another training issue more unique to the Jail Division and, as we have been told, unique in the state, is that the corrections officers are all law enforcement trained but not corrections trained. The rationale for this is that: (a) the Department hires people who are already law enforcement trained; (b) the state's corrections training unit does not recognize the law enforcement training although there are similar aspects, and instead requires that the person trained in law enforcement take the entire corrections course; and, (c) the Sheriff's Department cannot afford to hire an officer and send him or her away for a long-term training program.

The Team did not explore this area but some questions should be explored by the Department. Are there individuals already trained in corrections available for hire? Is the Department willing to hire someone trained in correction but not in law enforcement? Is it possible that the state may develop a short term, crossover training program? Can the Michigan Sheriff's Association influence this? Since we are told that other Sheriff's Departments have corrections-trained staff, how are they handling the training? This does not present an exhaustive list of questions but we suggest that the Sheriff examine this issue further. Obtaining state delivered corrections training will improve the skills of the corrections staff and give a boost to morale in the Jail Division.

a. CPR Training

The needs for training of Jail personnel are both general and specific. In addition to the general training needs discussed above and elsewhere in this report, it is imperative that the Jail Division insure that all corrections personnel receive initial and refresher training in first aid, especially in cardiopulmonary resuscitation (CPR). This training should include both sworn and civilian Jail personnel. If no qualified CPR instructor is in the Department, this kind of training usually can be obtained through the American Red Cross at minimal cost for instruction; of course, as with most training, the significant cost is in time of personnel attending classes.

b. Emergency Evacuation Drills

The Jail Division has nine policies on the subject of evacuation, all written in 1986. These policies should be reviewed and updated; however, the issue of more concern to the Team is that of training and practice in evacuation. The Team recommends that the Jail Division promptly design an updated evacuation procedure with established requirements for periodic drills, both daytime and nighttime.
8. The Commissary Process

Commissary procedures are time consuming and labor intensive. Each week, one of the two clerical employees in the Jail Division must reconcile literally hundreds of orders against available inmate funds. When orders are cleared, the evening shift sergeant and several reserve deputies spend hours "bagging" the orders for individual inmates. The deputies in housing units then spend hours reconciling the bagged commissary items before delivering them to inmates. If more or fewer items are in the bag than on the form, the deputy must send something back or request something more. After this exhaustive process is completed, the shift sergeant spends additional time conducting an inventory of the commissary and completing an order form to clerical staff for supply replenishment. Jail staff handle this process very well, and see it as a challenge. But the process is cumbersome and labor intensive.

The Team is informed that the Sheriff two years ago directed that plans be made to transfer the commissary function to a contractual vendor, but that this change has been delayed pending implementation of the new jail computer system, which will facilitate accounting for inmate funds between the jail and the contractor accounts. The Team recommends transferring the commissary function to an outside contractor as soon as this is feasible.

9. Transportation Team

Prisoner transportation (to and from court and to and from other correctional institutions, as well as fugitive recovery) is the largest single consumer of the Department's overtime budget. The Team recommends that staff be added to the present six-person Transportation Team to reduce overtime and realize a net savings to the Department's budget. Using the shift relief factor, for an eight-hour, five-day work week, it would appear that the staff should be increased by two deputies. Moreover, data regarding transport workload indicate that an even larger increase may be necessary. These data indicate that the number of inmates transported has increased significantly over the past seven years. In 1988, the Department transported 4,282 inmates; by 1995, transports had increased by 35% to 6,603. The upward trend continued during the first quarter of 1996, and there appears to be no reason to expect an abatement. This despite the fact that some users of the County Jail, notably the Juvenile Court and the City of Portage, transport their own prisoners to and from court.

The impact of the transportation workload extends beyond the overtime budget. In the context of overall staff shortages for road patrol and jail coverage, the Department, to avoid going over budget, has resorted to scheduling the detective staff to conduct prisoner transport once a week and other, courier trips (e.g., to deliver bond money to the clerks' offices or charging documents to the Prosecutor's Office) to the courthouse at other times, as needed. This has the effect of using the highest paid staff and those most likely to be involved in priority case investigations to perform this function at extra cost to the operating budget and loss of investigation resources.

In addition to adding staff to this function, at least for the short-term, the County Commissioners should consider designating an interagency committee to study the feasibility of arraignment of prisoners through prisoner appearance via closed circuit television. CCTV
C. Court Services

There are three elements to the court services activities of the Sheriff's Department: prisoner transportation to and from the courthouse (discussed above), courthouse security on a daily basis, and courthouse security in extraordinary situations.

Because staff shortages precluded the permanent assignment of one or more of the Sheriff's Department deputies exclusively to courthouse security, an arrangement was made between the Department, the County and the Court to pay for a courthouse security deputy out of the Court's budget. The individual assigned to this function was selected by a committee of judges and court staff through an interview process. Two outstanding issues of this arrangement, however, are the question of the courthouse security deputy's schedule (he apparently opens the courthouse at 7:00 a.m. or so and remains on duty until the close of court business), which may incur an overtime obligation for one of the parties to the arrangement, let alone a strain on the deputy; and the fact that he has no post orders for his assignment. These matters should be addressed as soon as possible and this duty post included in the coverage of the Inspections function of the Department, which is discovered elsewhere in this report.

Although the court has contracted with a private firm for weapons screening when those services are required, occasionally, threats received by judges and high profile cases require the attendance in the courthouse for security duties of additional deputies. Court staff report that the Department has been very responsive when these non-routine needs arise.

Responses to the Sheriff's survey of County agencies and Team interviews with judges and court and Prosecutor's Office staff indicate that these agencies are very satisfied with the court services activities of the Department (including transportation) and that they are particularly pleased with the services and professionalism of the court security deputy.
V. RECOMMENDATIONS FOR ORGANIZATION AND MANAGEMENT

A. Organization of the Department

1. Organizational Structure

The Team concluded that the Department's present organization, however functional, simply institutionalizes some of the management and administration deficiencies noted in Sections III and IV. Consequently, we have developed a suggested organization scheme, presented in Table 5, that we believe would provide a management framework for the Department that would facilitate and reinforce the management and operational improvements discussed in this report.

Some of the major positions and functions recommended by the Team have previously existed in the Kalamazoo County Sheriff's Department, but were eliminated or diminished in importance to meet the budget and staffing reductions of past years. The major suggested organizational modifications contained in Table 5 are summarized below. The Team believes that the suggested organization scheme would require the addition of one command-level position to the Department, but that the staff support necessary to effectively carry out the functions of the new units could be obtained through judicious use of deputy and command staff committees, rotational assignments of non-command sworn personnel to certain activities, and efficient management of civilian staff and volunteer resources. We also assume that the Department will receive County Commission approval for the two new clerical positions that we understand have been requested in the Department's 1997 budget submission.

2. Establish a Staff Services Bureau

The Team recommends that the Sheriff establish a Staff Services Bureau or Division with functions discussed in Section III of this report: planning and development, training and human resources. It cannot be emphasized too much that the proper conduct of these activities is essential to the continued operational viability of the Department.

The Staff Services unit should be headed by a command officer. Some members of the Team believe that this individual should have the rank of major, and report directly to the Sheriff; other Team members suggest that it would be more appropriate to assign command to a captain, reporting through the Undersheriff.

Most of the functions subsumed under this unit are now falling by default to the Undersheriff to carry out. This not only is spreading him too thin, but is interfering with the more important application of his skills and experience to matters such as quality control, Department-wide management, and operational oversight and coordination.
Table S

Kalamazoo County Sheriff's Department

Suggested Table of Organization

August 1996

<table>
<thead>
<tr>
<th>Sheriff</th>
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<tr>
<td>Volunteer Support Groups</td>
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<td>Deputy Sheriff</td>
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<td>Administrative Section</td>
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- **Staff Services Bureau**: Training, Planning, Personnel, Labor, Grievances
- **Law Enforcement Division**
  - Uniformed Section
  - Communications Center
    - Road Patrol
    - Crime Scene Tech.
    - Marine Enforcement
    - Crime & Traffic Analysis
  - Shift One
  - Shift Two
  - Shift Three
- **Criminal Investigations Section**
  - Warranting
  - Civil Process
  - Probate
  - Shift One
  - Shift Two

- **Jail Division**
  - Inmate
    - Classification
    - Food Service
    - Medical Service
    - Court Services
    - Inmate Accounting
    - Shift One
    - Shift Two
    - Shift Three

- **Inspections Bureau**
  - Inspection
    - Internal Affairs
    - Policy Review
3. **Consolidate Uniformed Services and Investigations**

The two law enforcement functions of the Department should be consolidated into a single Law Enforcement Division. This report has previously noted that consolidation of these elements into a single command could be expected to improve the coordination of detectives and field personnel, and would appear to provide appropriate command level responsibilities for the command officer positions involved. This would revert the Department's law enforcement operations to their former organization.

As part of this consolidation, it is recommended that only one, rather than the present two, two sergeants) does not warrant two command positions.

4. **Establish Unity of Command for 911 Dispatchers**

The 911 dispatch operation might operate under either Staff Services or Law Enforcement; however, there should not be a dual command structure as presently exists.

In the suggested organization chart, the 911 operation is placed in the law Enforcement Division by way of illustration of unity of command. In the final analysis, of course, its organizational locus will depend on which recommendations of this report (and other concepts from elsewhere), are adopted.

5. **Establish an Inspections and Internal Investigations Function**

This function, too, should be performed by a command-level officer, and need only be a single-person unit. The three functions discussed for this position in Section III are inspections, internal investigations and policy review. The placement of this function in the organization scheme at the Division/Bureau level has symbolic significance in that it sends a message about the importance that the executive leadership of the Department attaches to high standards of performance, integrity and ethics. It also will permit establishment of a routine on-going assessment of the efficacy of existing policies and procedures, and it will replace the present non-routine system of inspections by the Sheriff or Undersheriff which, by their intermittent nature, tend to be conducted and viewed as fault-finding exercises, however unintended that may be.

Because of the incidence of long-standing policies and procedures noted in the Team’s review of the current Policy Manual (Appendix A) and the apparent lack of coverage of some important subjects and potential situations by written policies, particularly with respect to jail operations, we recommend that the individual selected for this important function give priority attention to a review of jail polices and procedures. To the extent that this command officer determines that needed policies are either outdated or absent, he or she should report this finding to the Undersheriff and a determination made as to whether the deficiencies warrant tasking to a committee (under the
auspices of the Staff Services Bureau or the Inspections Bureau) or to an individual officer to develop draft revisions for the Department's consideration.

6. Consolidate Clerical Positions Under an Administrative Section

The suggested organization chart provides for an Administration Section. That unit consists of one supervisor and two clerk positions at present, but it is recommended that consideration be given to consolidating all clerical positions (presently 12) into a pool managed by a civilian director who would allocate these resources to the operational divisions based on workload demands, rather than have clerical staff permanently assigned to a division. This unit also would continue its payroll and financial management responsibilities and its provision of clerical/administrative support to the Sheriff and Undersheriff. However, as discussed in Section III, it is important that a desk audit of both clerical and supervisory staff be conducted before deciding on the consolidation of all or part of the Department's clerical operations in order to avoid unintended negative consequences of such a reorganization.

B. Role of Command Staff

1. Development of the Command Staff as a Team

Every person interviewed by Team members was assured that remarks would not be attributed to individuals, and was urged to share with the Team their honest opinions about the Department, whether favorable or unfavorable. [This report has already discussed displeasure over the lateral entry to command ranks, and will not repeat that issue here.]

In this context, several members of the command staff (and some non-command personnel) expressed a consensus that command officers generally have been excluded from the decision-making processes of the Department, and reduced from the role of managers deciding on actions to be taken to the role of supervisors implementing policies handed down from above.

As a consequence, the Team perceived that some command officers have adopted the strategy often employed by career bureaucrats in organizations large and small, public and private: they perform their jobs day by day, executing policies from above, but without seeing it as their role to be change agents.

To a certain extent, the perception of the command staff that their authority is limited is understandable, and probably unavoidable. The Sheriff's Department is a relatively small organization, operating out of a single building, with no geographic dispersal of subordinate commands. There is little need for delegating significant policy-making below the Undersheriff. On the other hand, it is important that the command staff be brought into the decision-making process to the fullest extent possible, and that their views and efforts be melded into a full partnership in the command team.
One process for accomplishing more participation by command officers would be to assign individuals specific responsibilities, beyond just overseeing their organizational element. Examples of this are such duties as: liaison to the Prosecuting Attorney's Office, and chairing and serving on committees (e.g. a committee to re-publish policies and procedures, a committee to develop personnel evaluations, a committee to revise reporting processes, an awards committee. A part of this process, of course, includes holding individual command officers accountable for the performance of such functions.

Another process for establishing personal accountability for each command officer would be to require each to develop personal short-term and long-term goals, with time lines for completion. Individual review of progress should be conducted at least quarterly. As noted in Section III, this goal-setting procedure had been implemented during the early 1990's but appears to have lost momentum by late 1994. We hope that with a renewed commitment to "team building" and a meaningful performance appraisal system, this professional development technique will be revitalized.

2. **Executive Development Through Assignment Changes or Rotation**

Because there is virtually no turnover in the command staff, consideration should be given to rotating command officers among assignments. Command officer positions in the Sheriff's Department require generalist management skills, not technical qualifications. A change of jobs often improves the focus and broadens the interests of the individual; at the same time, changes result in new perspectives addressing the tasks to which the command officer is sent (and by the new incumbent, to the tasks she or he left).

3. **Enhancing Visibility of Command Staff**

Team members received several comments indicating that personnel at the deputy level have infrequent contact with command staff. The Team suggests that consideration be given to two changes in policy regarding command personnel. The first is to consider having all sworn personnel, below the level of Sheriff, (and including the Sheriff, whenever feasible) work in the uniform of the day at all times except when they are engaged in some activity which particularly requires that they be in mufti. The Sheriff's Department uniform should be a source of pride for the wearer, and the Department should avoid any suggestion that working out of uniform is a perquisite of promotion.

The second is to require each member of command staff below the level of Sheriff to work at least one evening or night shift or one weekend day shift every month. These shifts should be spent, not in their offices, but "managing by walking around" through all units of the Department. Generally, this should be in addition to the inspections process discussed earlier, although, on occasion, completing an inspection document might be performed simultaneously. The emphasis of these evening and night tours should not be on having a command officer "in charge" of the Department at those times; indeed the usual supervisory structure should remain intact for these shifts (unless, of course, the command officer sees some situation where he or she deems it necessary to take charge). These command officers should watch especially for errors needing correcting, and...
Actions which should be commended; however, it is important that they observe the concept of unity of command, and not interfere with or change established policies of units outside their own command. Policies which they may think should be changed should be brought to the attention of the commander of the unit the next business day, and included in the report of the command officer working that shift. For each shift worked outside business hours, the command officer should submit to the Undersheriff a brief written report of observations made, supplemented by oral report to the next staff meeting.

4. Informing Sheriff of Significant Events

There needs to be established a more formal process than currently exists for command officers to inform the Sheriff of significant events which come to the attention of their commands. The Team recommends that command officers be required to promptly notify the Sheriff and Undersheriff of significant occurrences or, if either is not immediately available, to leave voice mail messages for that purpose. Further, the command officers of the Law Enforcement Division and the Jail Division should, not later than 0900 each business day, send an E-Mail report of single sentence descriptions of any significant occurrence since the last such message; negative messages should be transmitted if there has been no significant event.

5. Command Staff Meetings

The Team recommends that most command staff meetings exclude personnel below the command level, and other outsiders. The function of staff meetings should be to engender informal discussion among the command staff on a wide variety of issues. The forum should be such that members of the staff feel free to bring up problems, even if doing so may imply criticism of some other unit or person. Radical ideas should be acceptable for discussion, even though likely to be rejected. This kind of free-flowing discussion is unlikely to occur (and might be inappropriate) in the presence of non-command personnel.

Having closed meetings does not preclude publication of minutes of significant decisions adopted at the staff meeting, and discussion of those issues by command officers at division or section staff meetings, roll calls, or other meetings. Periodic staff meetings should be conducted by all units of the Department.

In addition, there could be a periodic command staff meeting, perhaps quarterly, open to all personnel of the Department, with a more formal agenda where major policy thrusts, accomplishments and needed improvements are openly discussed.

C. Networking With Other Agencies

Networking is an important element of professional administration. The Team understands that, because of budgetary constraints, the Sheriff has been reluctant to spend money on attendance of himself and others at national association conferences. However, the Team believes that active
participation in organizations such as the National Sheriffs' Association, the American Jail Association, the National Institute of Corrections, and the Police Executive Research Forum is important to keep law enforcement agencies abreast of issues in criminal justice and for developing network relationships among senior law enforcement executives. In addition, the Department should consider the feasibility of engaging in the Peer Exchange Program of the Police Foundation.

Command staff should be encouraged to participate in professional organizations and associations, which will broaden their viewpoints and establish networks for their exchanging ideas and advice on issues and problems.

In addition, some training resources should be set aside each year to send at least a few employees to training sessions outside the Department. Again, the benefit of training in sessions with personnel from other agencies goes beyond simply the skills learned, and includes development of broader perspectives of the law enforcement community and the criminal justice process.

D. Expanded Community Relations Activities

A wide variety of programs are utilized by law enforcement agencies to establish and cement relationships with the community and to promote organizational pride and cohesiveness among both sworn and civilian employees of the organization. Some of these may require commitment of personnel time, of which there is no surplus; however, others might be conducted through the use of Sheriff's Reserves. Some programs worthy of consideration include:

A Sheriff's Citizen Academy which, in a classroom setting, introduces adult members of the communities to the functions of the Department, ways in which the citizens can improve their own crime prevention efforts, and how citizens can obtain appropriate assistance from the Sheriff's Department, and conversely, assist the Department.

An adjunct to this kind of program usually includes formation of a Citizens Academy Alumni Association, so that the relationship between the citizen and the Department is not a brief experience, shortly forgotten.

Police Athletic League: This kind of program, similar to the existing Explorers Post, serves to bring law enforcement personnel into close contact with youth of the community in a positive, non-enforcement setting. The objective is to create lasting mutual understanding between law enforcement and young persons.

Youth Open House: As contrasted to continuing relationships such as Police Athletic Leagues, the Youth Open House (which frequently will attract adults as well as youth) ordinarily is an annual event, which brings youth of the community into association with Department personnel. The program usually is designed to acquaint youngsters with the role of law enforcement in society, while also imparting and reinforcing acceptable behavioral attitudes among youth. Often, one or more business or service clubs in the community can be persuaded to sponsor the event.
Citizens Advisory Council: Many law enforcement agencies find it beneficial to establish a citizens advisory council, comprised of a group of citizens drawn from neighborhood associations, religious institutions, business groups, and others, to meet periodically with the Sheriff to discuss issues arising in the community as well as problems encountered by the Sheriff's Department.

Shadowing (ride-a-long) Program: These programs include both the traditional ride-a-long programs plus an additional component which enables community youth and adults to spend part of a day with personnel at their work.

E. Conclusion

The Study Team hopes that this report reflects the consideration that we have given to the many thoughtful and candid insights provided to the Team by the sworn and civilian personnel from all levels and divisions of the Department who shared with us their views on the management and operations of the agency and their aspirations for its future. We also wish to acknowledge the unrestricted access to the records and personnel of the Department that Sheriff Thomas Edmonds extended to us throughout the study period.

As mentioned at the beginning of this report, agency reviews of this nature tend not to dwell on the things that are running smoothly day-in and day-out. They are designed to focus on areas of management and operations where remedial measures or more detailed study appear to be indicated. To that end, throughout this report we have made recommendations that we believe are necessary or desirable to improve the efficiency and effectiveness of the Department in carrying out its mission on behalf of the citizens of the Kalamazoo County and the quality of the work environment for its employees. These are not intended to be prescriptive, but to serve as a guide for Sheriff Edmonds, his staff and Kalamazoo County general government officials to develop a joint vision of the Department's future role and capabilities in the county criminal justice system.

Both the law enforcement and public administration specialist members of the management audit Team feel privileged to have been afforded such an intimate view of the workings of a premiere law enforcement agency. Having done so, we are unanimous in reporting to the Kalamazoo County government and citizen audiences for whom we conducted this review our belief that they are being well served by the dedicated men and women of the Kalamazoo County Sheriff's Department.
APPENDICES

A. Analysis of Departmental Policies and Procedures

B. Sheriff's Department Law Enforcement Activities Statistics
   1. Offenses Reported: CY 1990 - 1994

C. Kalamazoo County Jail Statistics Report

D. Kalamazoo County Jail Shift Relief Factor Sheet
A. Analysis of Departmental Policies and Procedures
Analysis of Policies and Procedures
Kalamazoo County Sheriff's Department

For purposes of policy and procedure comparison the Team used as a compliance model the Standards for Law Enforcement Agencies, Third Edition prepared by the Commission on Accreditation for Law Enforcement Agencies, Inc., 10306 Eaton Place, Suite 320, Fairfax, Virginia 22030-2201 (800)-368-3757.

The voluntary accreditation program is a joint effort of the Commission on Accreditation for Law Enforcement Agencies, Inc., and four major law enforcement executive membership associations:

- International Association of Chiefs of Police;
- National Organization of Black Law Enforcement Executives;
- National Sheriffs' Association; and the
- Police Executive Research Forum.

The use of these standards is to serve as a blueprint for policies which law enforcement agencies would normally have in place in the eyes of the above named law enforcement associations. The comparative use of these standards should not be considered as an endorsement for any policy, program or service by the team.

For the purpose of this review the Team used only the employee manual provided to the team and does not include any written policy manuals which exist within the operating divisions of the Sheriff's department.

Recommended policy categories are:

**LAW ENFORCEMENT ROLE AND AUTHORITY:**
- Law Enforcement Agency Role
- Limits of Authority
- Use of Force

Department has limited policies in place regarding this category. Use of force, including the use of deadly force was revised in January, 1996.

**AGENCY JURISDICTION AND MUTUAL AID**
- Agency Jurisdiction and Mutual Aid

Policy describes responsibility for investigating crimes in county owned buildings within other cities. Uncertain on statutory need for mutual aid agreements under Michigan law.

**CONTRACTUAL AGREEMENTS FOR LAW ENFORCEMENT SERVICES**
Contractual Agreements

Staff interviews indicate the department contracts with townships for service but the team did not review the contracts for content.

ORGANIZATION

Organizational Structure
Unity of Command
Span of Control
Authority and Responsibility

Departments table of organization was recently realigned and written policy explains the authority and responsibility of each rank within the organization.

DIRECTION

Direction
Written Directives

A written directives system exists within the agency but interviews indicate that it has not been updated routinely and many of the required reviews are not occurring.

GENERAL MANAGEMENT

General Management
Goals and Objectives

Lack of available staff to perform this function has resulted in it's not occurring, department is attempting to start over with the creation of a mission statement, goals and objectives etc.

PLANNING AND RESEARCH

Administration

This function is left to the person who needs information performing the task. Cuts in staff have eliminated this resource.

CRIME ANALYSIS

Crime Analysis

Specific interviews did not occur regarding this function, but incident report system allows for review of some information valuable information to both the patrol and investigative component. Agency is completing the installation of a data processing system which most employees feel will allow them to obtain information that was not previously available.

ALLOCATION AND DISTRIBUTION OF PERSONNEL AND PERSONNEL ALTERNATIVES

Allocation and Distribution of Personnel
Specialized Assignment
Reserves
Auxiliaries
Civilians

The team did not review how personnel are assigned to specific tasks. A reserve component is in place and as well as performing a law enforcement function when needed also serves as a valuable resource to the jail operation. From observation and interview it appears that many clerical functions which could be performed by civilian employees were instead being performed by sworn personnel.

FISCAL MANAGEMENT AND AGENCY-OWNED PROPERTY

Fiscal Management
Budget
Purchasing
Accounting
Agency-Owned Property

Department has policies in place regarding the purchasing system and the control of agency owned equipment, inventory etc. The team did not review fiscal audits etc.

CLASSIFICATION AND DELINEATION OF DUTIES AND RESPONSIBILITIES

Task Analysis
Classification

Task analysis is a priority with the agency, and apparently the state of Michigan as well. Interviews indicate that the process is about 90% complete for the patrol component but needs to be completed for the rest of the agency. Classification system needs to be updated.

COMPENSATION, BENEFITS AND CONDITIONS OF WORK

Compensation
Benefits
Conditions of Work

Written policies describe many of the employee benefits as well as performance expectations. Additional information regarding compensation and benefits is contained in the collective bargaining agreements.

COLLECTIVE BARGAINING

Collective Bargaining and Contract Management

The department has collective bargaining agreements in place for civilian employees, and sworn personnel up to and including the rank of captain.

GRIEVANCE PROCEDURES
Grievance Procedures

The grievance process is described in the collective bargaining agreement, and from interviews is used routinely by personnel, the process can result in binding arbitration that can then be resolved in the local courts.

RECRUITMENT

Administrative Practices and Procedures
Affirmative Action and Equal Employment Opportunity
Job Announcements and Publicity

The recruitment process is not described in the materials provided to the team.

SELECTION

Professional and Legal Requirements
Administrative Practices and Procedures

The selection process is not described in the materials provided to the team.

TRAINING AND CAREER DEVELOPMENT

Administration
Academy
Training Instructors
Recruit Training
In-Service, Roll-Call, and Advanced Training
Specialized In-Service Training
Civilian Training
Career Development

To the department’s credit they have a number of policies in place setting training goals and methods for the exchange of information learned in training. Interviews indicate that training has been all but non-existent other than for firearms which is mandated in the collective bargaining agreement. Patrol personnel have begun to receive some training during 1996 but those dollars are almost exhausted.

PROMOTION

Professional and Legal Requirements

The promotion process was not documented in materials provided to the team.

PERFORMANCE EVALUATION

Administration

A probationary performance evaluation system exists for new employees when first assigned to the jail, there is no on going performance evaluation process in place.

PATROL
The team did not have the opportunity to review any specific manuals etc. for the patrol component. A pursuit policy is in place in the departmental manual advising personnel of their authority. From interviews with employees it appears that the department attempts to meet the officers equipment needs.

**CRIMINAL INVESTIGATION**
Administration
Operations

The team did not review any materials relative to this component.

**VICE, DRUGS, AND ORGANIZED CRIME**
Administration and Operations

The team did not review any materials relative to this component.

**JUVENILE OPERATIONS**
Administration
Operations

The team did not review any materials relative to this component.

**CRIME PREVENTION AND COMMUNITY RELATIONS**
Crime Prevention
Community Relations

Policy in place regarding crimes which are to be referred to crime prevention unit for follow up.
Citizen interviews as well as staff interviews indicate that the agency is well perceived by members of the community.

**UNUSUAL OCCURRENCES AND SPECIAL OPERATIONS**
Unusual Occurrences
Special Operations

The department has limited policies in place regarding "critical incidents and emergencies", disaster preparedness is also a responsibility of the sheriff's department. Policies need updating and periodic testing.

**CRIMINAL INTELLIGENCE**
Administration
The team did not review any materials relating to this function.

INTERNAL AFFAIRS
Administration and Operations

The department has a policy in place for the receiving of complaints and time line for handling them but no person has clear cut responsibility for the investigation. Rewrite of policy could eliminate recent problem that has had a major effect on the internal communications between staff.

INSPECTATIONAL SERVICES
Line Inspections
Staff Inspections

These functions were eliminated a few years ago and are not occurring. Interviews indicate there is broad support among the staff for this function.

PUBLIC INFORMATION
Public Information

The department has a policy in place regarding an employee's responsibility in providing information to the community and news media. Policy also details issuance of news releases etc.

VICTIM/WITNESS ASSISTANCE
Administration
Operations

The team did not review materials relative to this function.

TRAFFIC
Traffic Enforcement
Traffic Accident Investigation
Traffic Direction and Control
Ancillary Services

Interviews indicate that traffic enforcement and traffic accident investigation are a high priority for the department but we did not review any specific materials regarding this function.

PRISONER TRANSPORTATION
Transport Operations
Restrainting Devices
Special Transport Situations
Transport Equipment
Documentation
Department has policies in place regarding prisoner transportation, responsibility and instances when special equipment or additional staff are to be authorized.

### HOLDING FACILITY
- Administration and Management
- Physical Plant
- Safety and Sanitation
- Security and Control
- Detainee Processing
- Medical and Health Care Services
- Detainee Rights
- Supervision of Detainees
- Temporary Detention

The sheriff operates the county jail and review of American Correctional Association (ACA) materials would be more appropriate, state has a jail inspection process in place which is perceived as having no teeth. A jail manual does exist but was not reviewed by the full team. **NATE CAN MAKE SOME RECOMMENDATIONS HERE.** Holding cells at the courthouse were not reviewed.

### COURT SECURITY
- Administration
- Operations
- Security Policy and Procedures
- Equipment

Sheriff is responsible for this service which has been provided by a combination of private security and sworn personnel and is being revamped currently. From interviews it appears that a number of the policies are in the minds of the staff who are well perceived by the court staff.

### LEGAL PROCESS
- Records
- Civil Process
- Criminal Process
- Property

Interviews indicate that much of the traditional sheriff's office legal process is provided by a private contractor and the team did not review any materials related to this function.

### COMMUNICATIONS
- Administration
- Operations
- Facilities and Equipment
The sheriff operates a multi-jurisdictional communications center including providing services to state police officers who patrol the county as well. Limited communications policies exist in the general employee manual. No specific communications manual was reviewed by the team.

**RECORDS**

Administration
Filed Reporting and Management
Records

The department uses a standard reporting form for incidents and is implementing a new automated records system containing this information. Materials specific to this function were not reviewed by the team.

**COLLECTION AND PRESERVATION OF EVIDENCE**

Administration
Operations
Evidence Handling

Specific materials related to this function were not reviewed by the team.

**PROPERTY AND EVIDENCE CONTROL**

Administration and Operations

Department has written policy in place. Tour of facility indicates that the department maintains a secure evidence room with storage lockers for after hours submission and secure preservation of the evidence chain.
B. Sheriff’s Department Law Enforcement Activities Statistics

1. Offenses Reported: CY 1990 - 1994
## Offenses Reported
### Kalamazoo County Sheriff's Department
### By Calendar Years

<table>
<thead>
<tr>
<th></th>
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<tr>
<td>Crime Index Offenses:</td>
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<tr>
<td>Violent crimes:</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Murder &amp; non-negligent manslaughter</td>
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<td>0</td>
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<td>Forcible rape</td>
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<td>22</td>
<td>21</td>
<td>16</td>
<td>15</td>
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<tr>
<td>Assault-aggravated</td>
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<td>52</td>
<td>73</td>
<td>67</td>
<td>68</td>
</tr>
<tr>
<td>Property crimes:</td>
<td></td>
<td></td>
<td></td>
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</tr>
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<td>Burglary</td>
<td>420</td>
<td>475</td>
<td>507</td>
<td>484</td>
<td>489</td>
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<td>122</td>
<td>122</td>
<td>131</td>
<td>129</td>
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<tr>
<td>Arson</td>
<td>20</td>
<td>12</td>
<td>24</td>
<td>14</td>
<td>8</td>
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<td>Sub-total - Violent crimes...</td>
<td>129</td>
<td>97</td>
<td>133</td>
<td>128</td>
<td>134</td>
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<tr>
<td>Sub-total - Property crimes...</td>
<td>2307</td>
<td>2431</td>
<td>2523</td>
<td>2203</td>
<td>2369</td>
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<td>Total - Crime Index Offenses...</td>
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<td>2528</td>
<td>2656</td>
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<td>Non-Index Offenses:</td>
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<td></td>
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<td>Negligent manslaughter</td>
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<td>0</td>
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<td>1</td>
</tr>
<tr>
<td>Assault (non-aggravated)</td>
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<td>568</td>
<td>616</td>
<td>724</td>
<td>708</td>
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<tr>
<td>Forgery &amp; counterfeiting</td>
<td>54</td>
<td>37</td>
<td>33</td>
<td>40</td>
<td>32</td>
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<tr>
<td>Fraud</td>
<td>114</td>
<td>158</td>
<td>93</td>
<td>80</td>
<td>79</td>
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<td>Embezzlement</td>
<td>32</td>
<td>58</td>
<td>62</td>
<td>44</td>
<td>37</td>
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<tr>
<td>Stolen property</td>
<td>10</td>
<td>8</td>
<td>9</td>
<td>5</td>
<td>5</td>
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<tr>
<td>Vandalism</td>
<td>990</td>
<td>1078</td>
<td>1033</td>
<td>762</td>
<td>804</td>
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<td>Weapons (carry, possess, etc.)</td>
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<td>15</td>
<td>24</td>
<td>8</td>
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<td>Prostitution &amp; vice</td>
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<td>1</td>
<td>0</td>
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<td>Sex offenses (ex. rape &amp; prostitution)</td>
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<td>99</td>
<td>104</td>
<td>91</td>
<td>98</td>
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<td>Narcotic laws</td>
<td>148</td>
<td>144</td>
<td>104</td>
<td>55</td>
<td>58</td>
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<tr>
<td>Gambling</td>
<td>1</td>
<td>2</td>
<td>0</td>
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</tr>
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<td>Offenses to family/children...</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Driving under influence</td>
<td>350</td>
<td>413</td>
<td>304</td>
<td>187</td>
<td>227</td>
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<tr>
<td>Liquor laws</td>
<td>157</td>
<td>131</td>
<td>75</td>
<td>55</td>
<td>18</td>
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<tr>
<td>Disorderly conduct</td>
<td>300</td>
<td>353</td>
<td>321</td>
<td>287</td>
<td>301</td>
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<tr>
<td>All other (includes drunkenness &amp; vagrancy...)</td>
<td>2771</td>
<td>2798</td>
<td>2860</td>
<td>1200</td>
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<td>5863</td>
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<tr>
<td>Grand Total</td>
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<td>8391</td>
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## Arrests (Non-traffic)
Kalamazoo County Sheriff’s Department
By Calendar Years

### Classification

#### Crime Index Offenses:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Murder &amp; non-negligent manslaughter</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Forcible rape</td>
<td>4</td>
<td>6</td>
<td>6</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Robbery</td>
<td>4</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Assault-aggravated</td>
<td>28</td>
<td>24</td>
<td>20</td>
<td>23</td>
<td>12</td>
</tr>
<tr>
<td>Burglary</td>
<td>41</td>
<td>43</td>
<td>54</td>
<td>20</td>
<td>-3</td>
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<tr>
<td>Larceny</td>
<td>389</td>
<td>425</td>
<td>394</td>
<td>315</td>
<td>255</td>
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<tr>
<td>Motor vehicle theft</td>
<td>9</td>
<td>12</td>
<td>8</td>
<td>13</td>
<td>6</td>
</tr>
<tr>
<td>Arson</td>
<td>0</td>
<td>0</td>
<td>0</td>
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</table>

Total - Crime Index Offenses... 475 515 483 375 279

#### Non-Index Offenses:

<table>
<thead>
<tr>
<th></th>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Negligent manslaughter</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Assault (non-aggravated)</td>
<td>108</td>
<td>172</td>
<td>190</td>
<td>200</td>
<td>194</td>
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<tr>
<td>Forgery &amp; counterfeiting</td>
<td>7</td>
<td>18</td>
<td>17</td>
<td>5</td>
<td>0</td>
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<tr>
<td>Fraud</td>
<td>6</td>
<td>11</td>
<td>14</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>Embezzlement</td>
<td>10</td>
<td>17</td>
<td>15</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>Stolen property</td>
<td>3</td>
<td>7</td>
<td>5</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Vandalism</td>
<td>30</td>
<td>28</td>
<td>29</td>
<td>9</td>
<td>7</td>
</tr>
<tr>
<td>Weapons (carry, possess,etc..)</td>
<td>20</td>
<td>16</td>
<td>17</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>Prostitution &amp; vice</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Sex offenses (ex. rape &amp; prostitution)</td>
<td>13</td>
<td>17</td>
<td>14</td>
<td>6</td>
<td>2</td>
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<tr>
<td>Narcotic laws</td>
<td>62</td>
<td>72</td>
<td>53</td>
<td>25</td>
<td>41</td>
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<td>Gambling</td>
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<td>0</td>
<td>0</td>
<td>1</td>
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<tr>
<td>Offenses to family/children</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>0</td>
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<tr>
<td>Driving under influence</td>
<td>306</td>
<td>426</td>
<td>286</td>
<td>183</td>
<td>225</td>
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<td>Liquor laws</td>
<td>42</td>
<td>47</td>
<td>28</td>
<td>13</td>
<td>6</td>
</tr>
<tr>
<td>Disorderly conduct</td>
<td>15</td>
<td>28</td>
<td>22</td>
<td>12</td>
<td>9</td>
</tr>
<tr>
<td>All other (includes drunkeness &amp; vagrancy)</td>
<td>968</td>
<td>1523</td>
<td>1680</td>
<td>735</td>
<td>114</td>
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</table>

Total - Non-Index Offenses... 1591 2383 2370 1215 619

Grand Total... 2066 2898 2853 1590 898
APPENDIX B.3.

Traffic Crashes Investigated
Kalamazoo County Sheriff's Department
By Calendar Years

<table>
<thead>
<tr>
<th>Classification</th>
<th>CY 1994</th>
<th>CY 1995</th>
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<tbody>
<tr>
<td>Car-Bicycle</td>
<td>13</td>
<td>10</td>
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<tr>
<td>Car-Deer</td>
<td>1001</td>
<td>1047</td>
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<tr>
<td>Car-Pedestrian</td>
<td>11</td>
<td>9</td>
</tr>
<tr>
<td>Fatal</td>
<td>18</td>
<td>16</td>
</tr>
<tr>
<td>Property Damage</td>
<td>1569</td>
<td>1774</td>
</tr>
<tr>
<td>Property Damage (Hit &amp; Run)</td>
<td>108</td>
<td>129</td>
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<tr>
<td>Personal Injury</td>
<td>501</td>
<td>625</td>
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<tr>
<td>Personal Injury (Hit &amp; Run)</td>
<td>11</td>
<td>20</td>
</tr>
<tr>
<td>Private Property (Property Damage)</td>
<td>259</td>
<td>267</td>
</tr>
<tr>
<td>Private Property (Hit &amp; Run)</td>
<td>172</td>
<td>203</td>
</tr>
<tr>
<td>Private Property (Personal Injury)</td>
<td>19</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3682</strong></td>
<td><strong>4121</strong></td>
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</table>
Uniformed Patrol Activity Report  
Kalamazoo County Sheriff’s Department  
Calendar Year 1995

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
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</thead>
<tbody>
<tr>
<td>Days on patrol</td>
<td>7100</td>
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<tr>
<td>Traffic stops</td>
<td>10516</td>
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<tr>
<td>Accident investigations</td>
<td>4120</td>
</tr>
<tr>
<td>Abandoned-tag-impound</td>
<td>527</td>
</tr>
<tr>
<td>Motorist assist</td>
<td>1952</td>
</tr>
<tr>
<td>Hazardous violations</td>
<td>5483</td>
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<tr>
<td>Defective equipment</td>
<td>550</td>
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<tr>
<td>License-registration-insurance</td>
<td>2325</td>
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<tr>
<td>OUIL-UBAL-Impaired</td>
<td>318</td>
</tr>
<tr>
<td>Seatbelt-Child Restraint</td>
<td>482</td>
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<tr>
<td>Parking citations</td>
<td>557</td>
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<tr>
<td>Complaints received</td>
<td>19938</td>
</tr>
<tr>
<td>Complaints initiated</td>
<td>3459</td>
</tr>
<tr>
<td>Back-up-Assist</td>
<td>4261</td>
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<tr>
<td>F.I.R Cards</td>
<td>43</td>
</tr>
<tr>
<td>Misdemeanor charges</td>
<td>2208</td>
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<tr>
<td>Felony charges</td>
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<tr>
<td>Appearance tickets</td>
<td>163</td>
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<tr>
<td>Lein hit-warrant-P/Us</td>
<td>1289</td>
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<tr>
<td>Physical arrests</td>
<td>2449</td>
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<tr>
<td>Property checks</td>
<td>3362</td>
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<tr>
<td>Bar/liquor inspections</td>
<td>24</td>
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<td>Subpoena service</td>
<td>1070</td>
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<tr>
<td>Operational radar hours</td>
<td>9764</td>
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<tr>
<td>Training hours</td>
<td>1018</td>
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<tr>
<td>Crime scene hours</td>
<td>378</td>
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<tr>
<td>Free patrol time hours</td>
<td>19816</td>
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<tr>
<td>PA 416 Hrs</td>
<td>2273</td>
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<tr>
<td>Oshtemo Business District Hours</td>
<td>1981</td>
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<tr>
<td>Total miles driven</td>
<td>751087</td>
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C. Kalamazoo County Jail Statistics Report
Kalamazoo County Jail Statistics Report

### Kalamazoo County Jail Statistics Report

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td><strong>Population:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Persons Booked</td>
<td>5,827</td>
<td>6,874</td>
<td>6,778</td>
<td>7,339</td>
<td>8,156</td>
</tr>
<tr>
<td>Persons Released</td>
<td>5,020</td>
<td>6,834</td>
<td>6,746</td>
<td>7,359</td>
<td>8,109</td>
</tr>
<tr>
<td><strong>Average Daily Count</strong></td>
<td>298</td>
<td>307</td>
<td>293</td>
<td>327</td>
<td>326</td>
</tr>
<tr>
<td><strong>Prisoner Days</strong></td>
<td>108,815</td>
<td>112,255</td>
<td>106,961</td>
<td>117,429</td>
<td>118,949</td>
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<tr>
<td><strong>Unsentenced Days</strong></td>
<td>57,435</td>
<td>44,084</td>
<td>60,968</td>
<td>57,598</td>
<td>58,285</td>
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<tr>
<td><strong>Sentenced Days</strong></td>
<td>48,511</td>
<td>67,877</td>
<td>36,367</td>
<td>59,831</td>
<td>60,633</td>
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<tr>
<td><strong>Transports</strong></td>
<td>4,282</td>
<td>5,665</td>
<td>5,502</td>
<td>5,651</td>
<td>6,603</td>
</tr>
<tr>
<td><strong>Meals Served</strong></td>
<td>321,609</td>
<td>340,311</td>
<td>346,773</td>
<td>374,574</td>
<td>383,366</td>
</tr>
<tr>
<td><strong>Haircuts</strong></td>
<td>301</td>
<td>387</td>
<td>273</td>
<td>465</td>
<td>373</td>
</tr>
<tr>
<td><strong>Mail in</strong></td>
<td>24,090</td>
<td>28,171</td>
<td>25,372</td>
<td>25,580</td>
<td>20,239</td>
</tr>
<tr>
<td><strong>Atty/Prob Visits</strong></td>
<td>1,384</td>
<td>4,906</td>
<td>5,783</td>
<td>5,784</td>
<td>6,720</td>
</tr>
<tr>
<td><strong>Medical:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inmates To Clinic</td>
<td>12,585</td>
<td>12,822</td>
<td>13,680</td>
<td>12,068</td>
<td>11,589</td>
</tr>
<tr>
<td>Monthly Average</td>
<td>1,048</td>
<td>1,069</td>
<td>1,140</td>
<td>1,006</td>
<td>996</td>
</tr>
<tr>
<td>Daily Average</td>
<td>48</td>
<td>35</td>
<td>57</td>
<td>50</td>
<td>49</td>
</tr>
<tr>
<td>Doctor Visits</td>
<td>1,137</td>
<td>1,437</td>
<td>1,207</td>
<td>1,205</td>
<td>997</td>
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<tr>
<td>Monthly Average</td>
<td>109</td>
<td>120</td>
<td>101</td>
<td>100</td>
<td>83</td>
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<tr>
<td>Dentist Visits</td>
<td>565</td>
<td>599</td>
<td>659</td>
<td>426</td>
<td>391</td>
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<tr>
<td>Office Transports</td>
<td>47</td>
<td>50</td>
<td>55</td>
<td>35</td>
<td>57</td>
</tr>
</tbody>
</table>
D. Kalamazoo County Jail Shift Relief Factor Sheet
Kalamazoo County Jail, Kalamazoo, MI

SHIFT RELIEF FACTOR SHEET
(A form obtained from the National Institute of Corrections)

A. Number of days per year that the jail is closed (i.e.: no services are offered) 0 (A)

B. Number of jail work days per year. (365 minus A) 365 (B)

C. Number of regular days off per employee per year. 104 (C)

D. Number of vacation days off per employee per year. 14 (D)

E. Number of holiday days off per employee per year. 10.5 (E)

F. Number of sick days off per employee per year. 12 (F)

G. Number of other days off per employee per year. (this includes time off for injury on the job, union meetings, military leave, funeral leave, unexcused absences, disciplinary time off, time to fill vacancies, training, special assignments, etc.) 10 (G)

H. Number of training days per employee per year. 5 (H)

I. Total number of days off per employee per year. (total of C+D+G+E+F+H) 155.5 (I)

J. Number of actual work days per employee per year. (B minus I) 209.5 (J)

K. Lunches and breaks. (J x .0625) 13 (K)

L. Actual work days per employee per year. (J - K) 196.5 (L)

M. Shift relief factor. (B divided by L) 1.9 (M)

N. Seven day, twenty-four hour shift relief factor. (M x 3) 5.7 (N)