Final Draft Report on the Staffing and Operational Assessment

RAMSEY COUNTY, MINNESOTA

matrix #
consulting group

January 24, 2017

TABLE OF CONTENTS

1. INTRODUCTION

The Matrix Consulting Group was retained by Ramsey County to conduct a Staffing and Operational Assessment of the Ramsey County Sheriff's Office (RCSO). This final report presents the results of the study. This study, which began early in 2016, was primarily designed to provide an assessment of the staffing needs of the Sheriff's Office. However, many issues were also evaluated where these have the potential to impact staffing and the efficiency and effectiveness of operations and services in the Sheriff's Office.

The study was commissioned by Sheriff Matt Bostrom in May 2016, with the support of the Board of Commissioners and county manager, to provide a more complete objective and unbiased analysis of the Sheriff's Office staffing and operations. In planning for this assessment, the sheriff and county manager established the following guiding principles:

1. A review of the statutory services that the Sheriff's Office is required to provide, as defined by the Minnesota Constitution and state statues, with professional insight regarding what it means to successfully execute those duties.

2. An efficiency analysis of the current staffing and resources to identify existing opportunities for operational improvements while also considering priorities for future investments.

3. A focused alignment to related, ongoing studies within the region (i.e., Hennepin County) that may provide opportunities for shared learning and future collaborations.

4. A connection to the Criminal Justice Coordinating Council (CJCC) so that Ramsey County safety and justice partners will be able to learn from and provide input to the study's findings.

In the 167-year history of the Sheriff's Office, a study like this has never been completed.

1. STUDY SCOPE OF WORK

As noted above, while the major focus of this study was the staffing and operational needs of the Sheriff's Office, it was impossible to completely separate the management of resources from the number of resources needed. As a result, the scope of this project was comprehensive and included the following:

*   Staffing allocations and deployments in each Sheriff's Office function and service area.

*   Areas where organizational structure has the potential to impact the efficiency of operations.

*   Management systems used to control operations and ensure that the mandates and service goals of the Sheriff's Office are met.

This overall assessment is intended to be a foundation for the options that the county and the Sheriff's Office have to be more effective in their service to the community and to strengthen key internal processes.

2. STUDY METHODOLOGY

In the Staffing and Operational Assessment, the Matrix Consulting Group project team utilized a wide variety of data collection and analytical techniques. The project team conducted the following activities:

*   At the outset of the staffing study, the study team interviewed the sheriff and management team. The purpose of these interviews was to develop an initial understanding of the organization of the office and issues that led to this study.

*   The project team also met with the county manager. The purpose of this interview was to develop an initial understanding of the issues and background that led to this study.

- The project team conducted an intensive process of interviewing staff in every function within the Sheriff's Office. These interviews included staff at every level in the organization – managers, supervisors, and line staff.

- The project team also interviewed justice system representatives, particularly the judiciary (i.e., judges).

- While on site, the project team collected a wide variety of data designed to document deployments and schedules, workloads and service levels as operating and management practices. The county was very forthcoming with this data and much assistance was provided to the project team. The project team developed a descriptive summary, or profile, of each function within the Sheriff's Office – reflecting organizational structure, staffing, workloads, and service levels.

- To understand comparative issues, the project team developed a set of performance measures, or best management practices, to evaluate current services, workloads, and service levels in the Sheriff's Office.

Throughout this process, the project team met with the Sheriff's Office staff to review study progress and issues identified.

3.   SUMMARY OF RECOMMENDATIONS

The following exhibit provides a list of the principle recommendations in this report. The report should be accessed for discussion of the details and analysis of each issue.

Recommendations
PUBLIC SAFETY SERVICES DIVISION
Patrol Services
Maintain the current deputy staffing levels in Patrol Services.
Consider staffing the midnight shift with a maximum of 10 deputies, and assign a minimum of five (5) deputies to the late car 'mini-shift'.
Add one (1) additional sergeant position to Patrol Services, functioning primarily in a relief capacity. The new position will not be tied to an individual shift team, and will instead work variable days as needed to cover for the absences of other supervisors.

Transition fleet management roles to non-sworn staffing. Reduce the allocation to fleet functions by one deputy, and instead allocate one non-sworn FTE to the role. The new position will continue to report to the Patrol Services commander.

Investigative Services

Create a formalized on-call system to assign responsibility for after-hours investigator responses.

A sergeant position was recently added to the Investigative Services Section, placing the following functions under the new position:

– Property and Evidence
– Crime Scene Processing
– Electronic Crimes
– Records

In accordance with this change, transfer organization of the clerical staff currently under Patrol Services to Investigative Services.

Reclassify the correctional officer position preforming crime analysis to an investigative assistant position.

Adopt a tiered priority level classification system for assigning cases to investigators, based on solvability and severity factors.

Hire one (1) additional crime analyst position and place the position within Patrol Services, focusing primarily on analysis of field data supporting patrol operations. Examine opportunities to coordinate with local, regional, and state partners on crime analysis and information sharing.

Transition to a civilian-staffed Crime Scene Processing Unit. Reduce the number of deputies assigned to the Unit by two (2) and increase the number of crime scene technician FTEs assigned to the unit by two (2).

Adopt a job classification of Crime Scene Technician.

Water Patrol

Transfer the Water Patrol community service officer position to the Community Support Services and Public Communications Section, and limit the position's roles to community outreach efforts and other engagement activities.

Increase reserve retention by changing the minimum participation requirement for the Reserve Deputy Program from monthly to quarterly, while maintaining the same number hours that would be required on average. This would change the requirement from 10 hours per month to 30 hours quarterly.

Community Support Services

Add a sergeant position to the Community Support Services Section, focusing on the coordination and organization of youth programs and services.

COURT AND SECURITY SERVICES DIVISION

Civil Process and Emergency Management

Civil Process Unit sworn staffing is appropriate given the duties and functions performed and data provided.

Completely revise the Civil Process Unit's standard operating procedures (SOPs).

Fund the clerk typist III and community service officer positions that are currently double-filled and paid with savings from other areas of the Sheriff's Office.

Resolve the issues with the civil module in the replacement RMS.

Reassign responsibilities for Emergency Management to Regional Services. Given the role that the Sheriff's Office plays in emergency management in the county and the wider region, a dedicated position is warranted. This position could be a non-sworn.

Court Security

Hire two (2) additional sergeants to provide a more effective span of control for supervision for deputies and adequate supervisory coverage in the afternoon.

Hire six (6) additional full time deputies to provide adequate coverage at the main courthouse. This is an increase of one (1) deputy over current posts assigned to the facility.

Use part-time deputies as a means to providing relief for staff who are on leave or participating in training.

Add four (4) deputies to provide adequate relief factor for Juvenile and Family Justice Center (JFJC), Maplewood Courthouse, Probate Court, and Law Enforcement Center Arraignment Court. These additional deputies may also provide relief at the main courthouse, Human Services building, Metro Square, and the County Attorney's Office as needed.

Fill the vacant deputy position at the Human Services building to provide full staffing at that location.

DETENTION SERVICES DIVISION

Adult Detention Center

Continue use of the intermittent correctional officer program as a means to cover absences due to scheduled vacation and training. Increase the pool of intermittent correctional officers and increase funding for 40.

Define a plan that provides timelines for intermittent staff to become full-time correctional officers or deputy sheriffs.

Convert all non-inmate contact positions to sheriff security officer positions. This will result in an additional 10 correctional officers available for inmate supervision and the increase of 10 sheriff security officers. Provide for 10 sheriff security officers.

Utilize full-time employees for Property Room staff, as this will result in less turnover and training of new employees.

Allow existing housing contracts to remain in place, as they have limited impact on staffing for the Ramsey County jail.

Limit the use of specialty post correctional officers as a means to cover inmate supervision posts.

Create the position of operations commander to assist the undersheriff in the role of jail superintendent.

Provide a total number of 15 correctional sergeants. This represents an increase of two (2) correctional sergeants, and incorporates a relief factor into the sergeant rank.

Encourage staff to apply for the position of sergeant and backfill vacant sergeant positions quickly.

The investigation sergeant position should have a resume-based application process and may be filled by an individual working outside the jail.

Provide a total of 137 correctional and intermittent officers, which is an increase of 14 full-time correctional officers. Intermittent officers should continue to be utilized at their current rate with increased funding for salaries. A total of 15 correctional officer sergeants are required, which is an increase of two (2) sergeants. In addition, a total of 10 full-time sheriff security officers are required.

Transports

A total of 21 transport deputies are required, which is an increase in one (1) position. Additionally, the three (3) vacant positions should be filled. A staffing complement of 21 deputies will provide an adequate relief factor.

Continue discussions with the Probate Court to be proactive in the calendaring of the case docket to more evenly distribute the probate court hearings throughout the week. This will significantly reduce demand on Mondays.

The Hospital Unit should include 16 deputies and 3 sergeants. This reflects one (1) additional sergeant to provide supervision between ▮▮▮▮▮▮▮ on a full-time basis. Ideally, this post would allow for supervision over two shifts.

This change also results is an increase of one (1) additional deputy to the Hospital Unit to provide relief coverage.

The proposed changes to hospital operations would require six (6) additional deputies assigned to the ▮ ▮▮▮▮▮▮ Continue discussions with Regions Hospital with regard to potential changes, and develop a staffing deployment plan in conjunction with Regions that serves the best interest of both parties.

Begin and continue discussions with District and Probate Courts, Regions Hospital, and the Ramsey County Public Health Department, which provides medical services in jail, in regards to ▮▮▮▮▮ ▮▮▮▮▮ being performed at the jail. This discussion should include an analysis of potential staffing needs, facility requirements, and costs associated with conducting evaluations at the jail.

Transfer supervision of the Transportation and Hospital Units to the Court & Security Services Division.

ADMINISTRATION DIVISION

Planning and Administration

Work with the County Attorney's Office to ensure that a civil attorney is available to sign time-sensitive contracts.

Resolve the County HR Summit/PeopleSoft issue to provide more details about allocation and assignment of staffing.

Continue efforts to reclassify the account clerk II position.

Fill the open planning specialist position.

Fund one (1) clerk typist II position in the Human Resources and Payroll area.

Information Technology

Consider transitioning Sheriff's Office information services into an 'embedded unit' model of management, where the unit is formally organized under the Ramsey County Information Technology Department, in order to better streamline coordination and change management processes. However, for day-to-day operations, IT should functionally report to RCSO leadership within the Administration Division to provide prioritization of service needs and overall strategic direction.

Radio support and engineering functions should not be affected by this organizational change, and should remain within the RCSO. However, the unit should be organized under the 911 Dispatch Division, placing the unit within its governance structure.

Replace the four (3) deputies and one (1) correctional officer with trained and certified IT technicians and specialists.

Replace the sergeant in this unit with a non-sworn manager position.

Citizens Resource Center

Collection of data for CRC processes should be a priority in the implementation of the new records management system.

Continue to explore alternatives to cover the "hot desk" post after-hours, weekends, and holidays and return correctional officers to their primary assignment.

Training and Professional Development

Develop a first-line supervisors course and basic management courses and make them mandatory upon promotion.

Expand recruitment of university/college students beyond athletes in order to expand the pool of qualified candidates.

Use the RCSO's social media (Facebook, Twitter) capabilities to recruit potential candidates.

Automate interest cards and background forms and make them available on the RCSO's website.

Maintain applicant demographic data and reasons for disqualification and report to staff as directed.

Automate the background data so that analysis of applicants includes at a minimum: demographics, success and failure rates, reasons for decision, and caseloads by background investigator.

Increase the number of hours of in-service training for deputy, correctional deputies, and non-sworn staff. The course should include topics that are additional to state requirements and contribute to professional development.

Maintain current staffing levels in the Training and Professional Development Unit.

Make in-service training for non-sworn administrative and support personnel a requirement so that all are able to participate in professional development.

Professional Standards

Explore ways to provide non-English speaking residents with the ability to file complaints.

Allow citizens to file complaints on the RCSO website.

Purchase an early intervention software program to track internal affairs complaints, use of force, and other data to assist in proactively identifying and correcting employee performance.

Fund an administrative clerk position in the Office of the Professional Standards.

Increase clerk administrative support or fund an administrative clerk to the gun permit function to eliminate the backlog of annual gun permit background checks required by law.

REGIONAL SERVICES DIVISION

Transfer crime prevention PSA billboard idea development to the public communications coordinator in the Public Safety Services Division.

Continue to develop social media capabilities by adding other popular applications used by law enforcement agencies.

Add two additional full-time deputy positions dedicated to serving on regional task forces. The assignments should be made after identifying the two highest priority and most productive opportunities to contribute to existing task forces.

2. PUBLIC SAFETY SERVICES DIVISION

1. PATROL SERVICES

Prior to detailing the methodology used in analyzing the workload and staffing needs of Patrol Services, the following sections first provide a brief overview of the division, as well as a review of the staffing and deployment schedule of patrol units.

(1) Scope of Services and Contract Requirements

Ramsey County personnel are responsible for providing comprehensive law enforcement services by contract agreement to the following communities:

• Arden Hills

• Gem Lake

• Little Canada

• North Oaks

• Shoreview

• Vadnais Heights

• White Bear Township

Each of the seven contract municipalities are geographically connected to one another, covering a total area of approximately 59 square miles, which represents around one-third of the county's area.

The following map displays the geography of the contract service area, with individual census blocks colored according to their population density, with denser areas shaded more darkly:

Contract Community Service Area
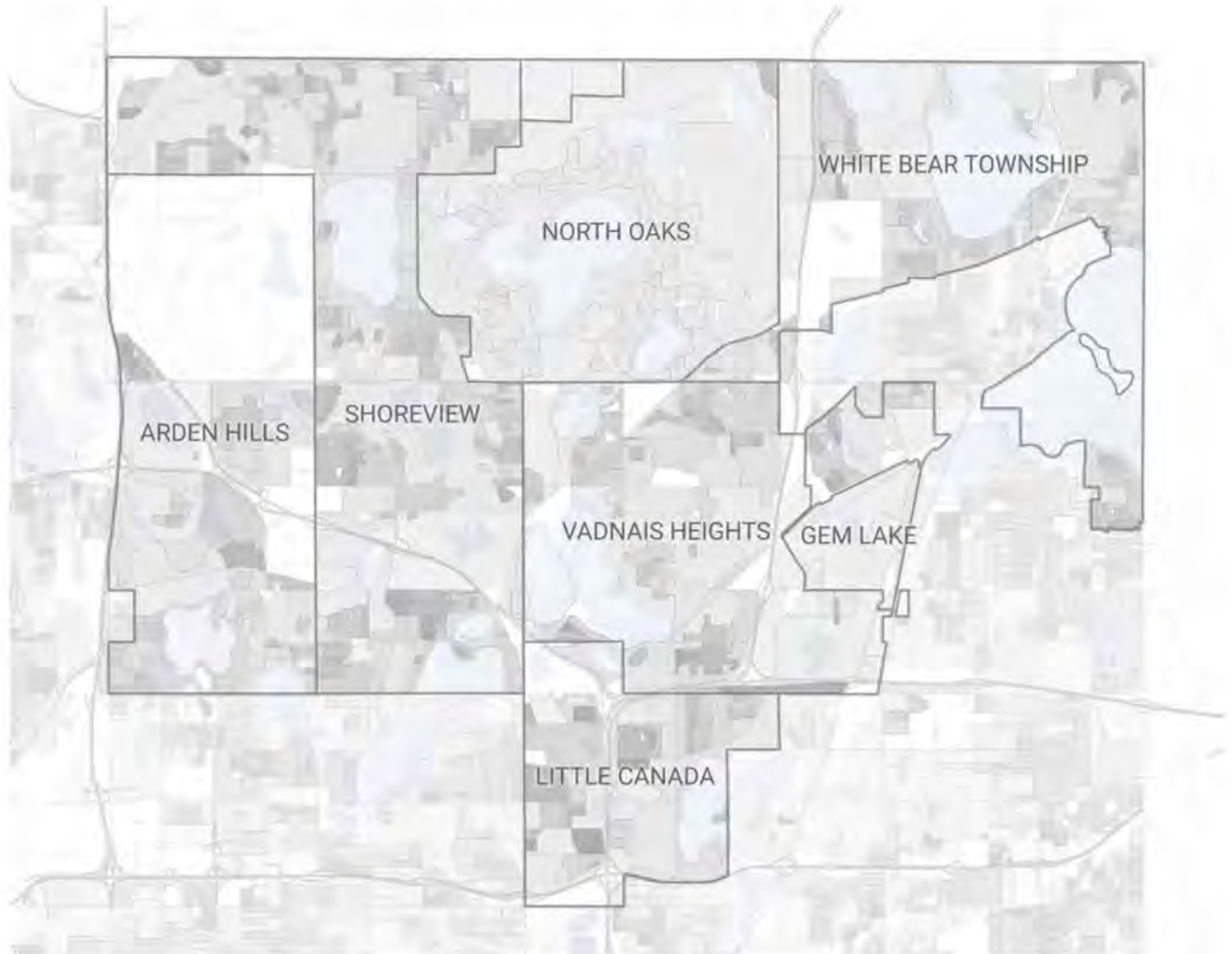
As evidenced by the shading of the map, Shoreview and Little Canada have relatively higher population densities than many of the other contract communities. Additionally, the existence of I-694 and I-35 – two major freeways that run horizontally and vertically across the service area – allow for effective transportation routes.

The current agreements in place, with the seven municipalities contracting for service, state the following in regard to on-duty staffing requirements:

> *AGREEMENT FOR LAW ENFORCEMENT SERVICES:*
> *A. SCOPE OF SERVICES*
>
> "5.   Services shall be provided 24 hours per day and shall be performed by the number of deputies and other personnel budgeted for in the COUNTY'S Approved Budget for these services to the MUNICIPALITIES."

While it is an informal practice to assign deputies to specific municipalities during a shift, there are no contractual requirements for a certain number of staff to be on-duty, or even for the number of positions allocated to provide services. This is true for functions other than patrol as well – it is up to the discretion and judgment of the county to budget for appropriate staffing levels in each area that provides services to the contract communities. Accordingly, an analysis of staffing needs should focus on desired service levels, determined by calculation of patrol proactivity levels, as well as the minimum number of staff to provide for deputy safety and coverage to meet targeted response times.

The Patrol Services Section currently consists of the following sworn and non-sworn positions:

Current Patrol Staffing Levels

1	Commander
7	Sergeants
38 [1]	Deputies (Patrol)
2	Deputies (Traffic)
1	Clerk IV
1	Clerk Typist III
2 [2]	Clerk Typist I (PT)
1	Account Clerk II

[1] Figure includes one vacancy, as well as the North Oaks deputy.
[2] Both FTEs represent part-time, temporary positions.

(3)   Patrol Service Area Characteristics

The patrol area serviced by the Sheriff's Office includes a population of over 71,000. Although additional residents are added each year, the rate of growth is relatively minor compared to the county's population.

The following table displays population trends in the contract service area from 2010 to 2014, using the official estimates provided by the U.S. Census Bureau:

Contract Community Area Population Growth (2010 – 2014)

Year	Total Pop.	+/−
2010	68,012	
2011	68,988	
2012	69,849	
2013	70,623	
2014	71,391	
5YR Change	5.0%	
3YR Avg. Growth Rate	1.1%	

The area maintains a modest growth rate, adding an average of about 675 residents per year. Despite these changes, however, it the contract community area as a whole is not changing significantly enough to create major impacts on service needs.

2.   ANALYSIS OF PATROL WORKLOAD AND PROACTIVITY

Patrol units function in both reactive and proactive roles – part of their activity is generated from the community and part is self-initiated. While both are central in evaluating the effectiveness of the patrol services provided by the Sheriff's Office, including an assessment of its staffing resource needs, it is important to first distinguish the two types of activities. By first analyzing the portion of patrol workload that is generated from the community, resource needs can be determined at targeted levels of service – the staff needed for patrol to have the ability to function in proactive roles and engage in self-initiated activity.

(1)   Patrol Shift Schedule

Patrol units work 1,963 hours per year in 10-hour shifts. The table below summarizes the assignment of staff to each shift and their normal start and end times:

Patrol Shift Schedule and Assignments[3]

Shift	Start	End	# of Deputies
Day			
Day (late cars)			
Afternoon			
Midnight			

Unlike many 10-hour shift schedules, however, this does not include fixed work days for each shift. Instead, each shift is divided into 'platoons' of ▮ deputies, with each subgroup working in periods of four on-duty days followed by four days off. In order to equalize coverage, the days worked by different platoons are staggered. As a result of having multiple subgroups within each platoon, deputies do not have fixed sergeants working with them on each shift. Importantly, however, the four-on-four-off schedule results in approximately 1,840 normally scheduled work hours per year. To reach a combined total of 1,963 hours per year, deputies must work an additional 123 hours. The unique considerations of this schedule and how they impact staff availability are reflected in the calculations used to determine the proactive time of patrol units.

(2)   Methodology Used in the Call for Service Analysis

Our project team has calculated the community-generated workload of the Sheriff's Office by analyzing incident records in the computer aided dispatch (CAD) database, covering a period of one year beginning on March 31, 2015. For incidents to be included as community-generated calls, the following conditions needed to be met:

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[3] Does not include the two deputies assigned to traffic enforcement roles.

- The incident must have been unique.

- The incident must have occurred within the specified period of one year of data.

- The incident must have involved at least one patrol unit.

  - This was accomplished by comparing the badge numbers listed in each CAD entry for that incident against the badge numbers and personnel assignments provided to the project team by the Sheriff's Office.

  - Because the CAD data does not show detail for any additional units responding to a call beyond the first, calls handled by sergeants were valid, counting toward the total workload handled by patrol deputies.

- The incident must have been originally initiated by the community (911 or non-emergency telephone source), as well as an incident type that could correspond to a community-generated event (e.g., an event in the CAD data with the incident type "PPV - Police Proactive Visit" would not meet this condition).

- There must have been no major data irregularities/issues with the incident's record that would prevent sufficient analysis, such as having no badge number or dispatch time fields.

After filtering through the data as listed above, the remaining incidents represent

the community-generated calls for service handled by the Sheriff's Office.

(3)   Calls for Service by Hour and Weekday

The following table displays the total number of calls for service handled by patrol

units by each hour and day of the week:

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	97	79	63	48	67	61	87	502
0100	105	61	60	51	58	55	100	490
0200	92	52	49	44	59	44	91	431
0300	58	43	44	44	31	39	62	321
0400	50	34	30	42	36	28	52	272
0500	32	36	34	26	31	50	35	244
0600	46	67	67	53	74	58	50	415
0700	64	100	102	86	108	98	72	630
0800	110	143	141	139	123	122	93	871
0900	103	152	147	145	124	152	115	938
1000	123	159	153	174	142	133	148	1,032
1100	111	143	142	144	153	165	156	1,014
1200	133	154	173	145	153	166	128	1,052
1300	129	158	151	167	162	157	124	1,048
1400	140	168	183	126	171	165	161	1,114
1500	115	141	174	151	149	149	128	1,007
1600	171	224	230	194	205	208	176	1,408
1700	140	177	184	165	191	163	160	1,180
1800	124	182	153	153	187	146	150	1,095
1900	137	145	153	157	135	150	114	991
2000	134	147	135	141	145	150	142	994
2100	115	143	113	116	142	113	162	904
2200	106	112	109	114	113	141	148	843
2300	91	95	80	79	85	122	119	671
Total	**2,526**	**2,915**	**2,870**	**2,704**	**2,844**	**2,835**	**2,773**	**19,467**
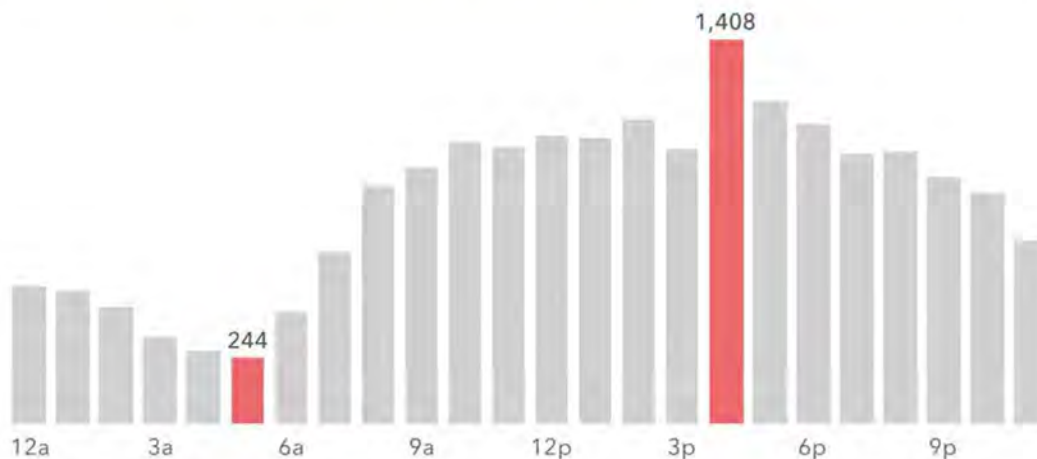
- Call for service volumes remain relatively steady throughout the daytime hours.

  – Interestingly, however, activity spikes significantly from 16:00 to 17:00, likely as a result of commuting traffic.

  – Despite the increased traffic, for call for service volume to spike that significantly for one hour is relatively unusual.

- After 23:00, call volume drops sharply, reaching a low of just 244 calls at 5:00 over the entire year.

- Weekends have markedly lower call volumes when compared to weekdays, particularly during key hours, such as the late morning and early afternoon.

(4) Calls for Service by Month

The table below shows calls for service totals by month, displaying seasonal variation as a percentage difference from the quarterly average:
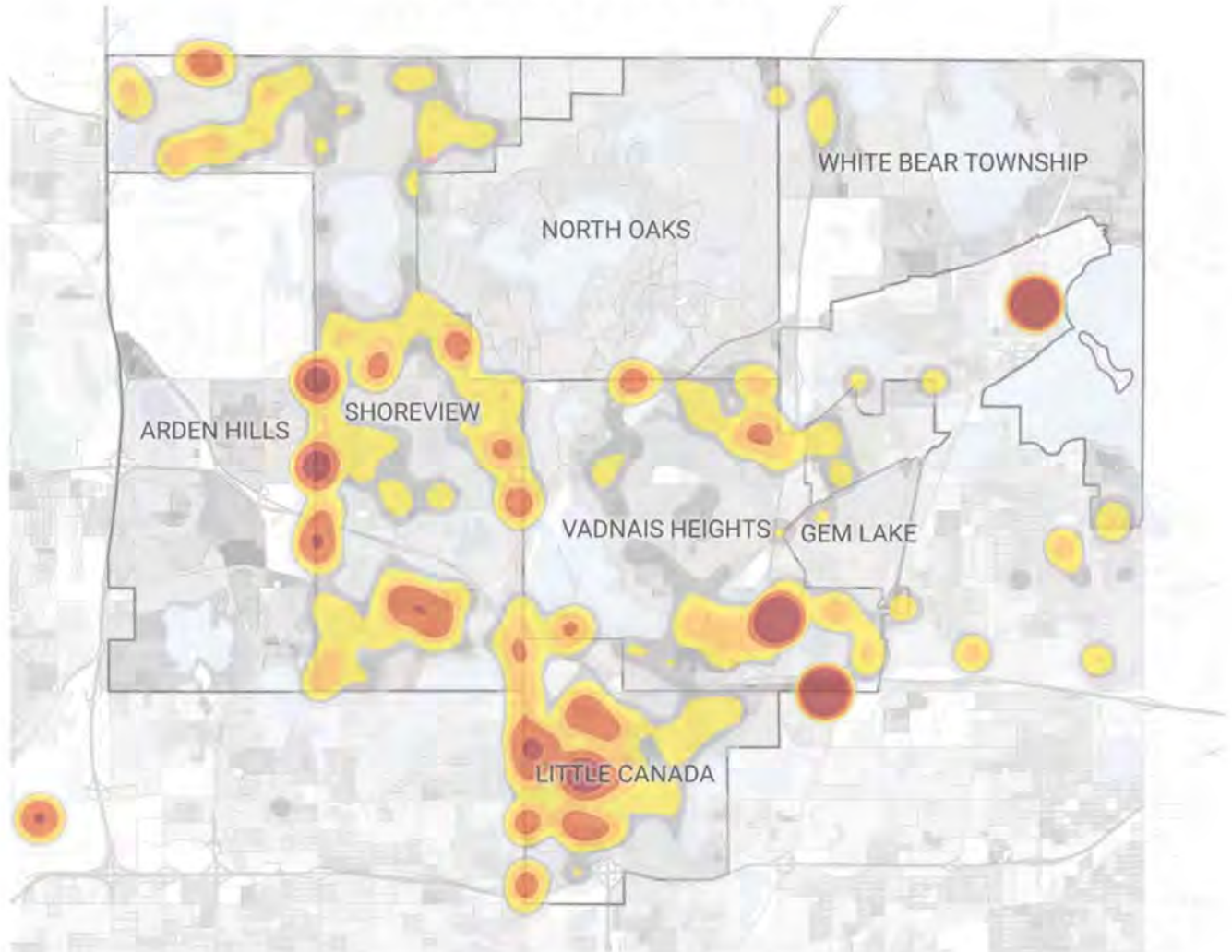
Calls for Service by Month

Month	# of CFS	Qtr. %
Jan	1,467	22%
Feb	1,429	
Mar	1,451	
Apr	1,543	25%
May	1,693	
Jun	1,690	
Jul	1,863	28%
Aug	1,814	
Sep	1,765	
Oct	1,668	24%
Nov	1,567	
Dec	1,517	
Total	19,467	

Despite the lack of a mild winter in Ramsey County, the drop in call volume from November to March is not as significant as might be expected. Nonetheless, summer months do experience a marginal increase in call volume by about the same magnitude.

(5)   Geography of Calls for Service Responses

The following table displays call for service 'hotspots,' or areas of relatively higher concentrations of call occurrences:

Heat Map of Calls for Service

The most significant concentrations of calls for service appear to be in Little Canada and Shoreview, where the population is also concentrated more densely than in the other service areas. Two major hotspots are located outside of the contract service area, with additional minor pockets of activity occurring to the east of the Gem Lake area.

(6) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of the unique community-generated calls for service handled by patrol units over the last year:

Most Common Calls for Service Types

Category	# of CFS	Avg. HT
Assist Medical Agency	3,757	22.1
Alarm Sounding	1,783	13.4
Suspicious Activity	1,499	23.1
Assist Citizen	833	29.1
Accident Property Damage	820	34.6
Theft	682	35.7
Disorderly Conduct	681	27.0
Animal Complaint	678	23.6
Welfare Check	677	30.5
Disturbance Noise Comp	573	20.8
All Other Types	*7,484*	–
Total	**19,467**	**27.7**

Representing nearly one-fifth of all community-generated calls for service, assists on medical calls are by far the most common incident type handled by patrol units. As many police agencies do not respond to all medical calls for this reason, this represents an additional level of service beyond what would generally be considered 'standard' for patrol to handle. At an average handle time of 27.8 minutes – the time from the primary unit being dispatched to the call being cleared – individual calls also represent less workload than the typical norm for police agencies. It should be noted that this is not necessarily a reflection of how the calls are being handled by patrol units, as call severity is the most significant driver of handling time.

(7)   Summary of Patrol Workload Factors

Each call for service represents a certain amount of workload, much of which is not captured within the handling time of the primary unit. The following dot points outline the various factors that must be considered. In addition, some of these factors are normative – as a result of limitations in the measurability of certain workloads – and have been developed based on the experience of the project team:

Factors Used in Calculating Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol deputies. This process has been summarized in previous sections.

Calculated from RCSO data: **19,467 community-generated calls for service**

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. In the experience of the project team, the overall average handling time of a Sheriff's Office is typically between 30 and 42 minutes. To calculate total patrol workload, the average for each hour in the week is multiplied by its corresponding calls for service total. At 27.7 minutes per call, the average handling time for RCSO patrol units is somewhat lower than the norm.

Calculated from RCSO data: **27.7 minutes of handling time per calls for service**

Number of Backup Unit Responses

The total number and rate of backup units responding to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served. However, limitations in the format of the CAD data records prevent the identification and counting of any additional units beyond the first. As a result, a normative rate has been used. For each hour in the week, it is assumed that backup unit responses occur at a rate of one for every *two* calls for service.

Calculated from RCSO data: **0.86 backup units per call for service**

Backup Unit Handling Time

The handling time of any backup units responding to community-generated calls for service, including both travel and on-scene times, is typically calculated using the same process as for primary units. For each individual backup unit responding to a call, the time from the assignment of the unit to the time it is cleared from the call is calculated to develop averages for each hour and day of the week.

Calculated from RCSO data: **17.1 minutes of handling time per backup unit**

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units -- estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

Estimated: **0.33 reports written per call for service**

Report Writing Time

Based on the number of community-generated calls for service, this number constitutes an important factor of the total workload handled by patrol units in responding to calls for service. It is often the case that deputies are cleared from a call in the CAD system before they complete any assignments or other tasks relating to a call.

As a result, the workload involved in this process must be estimated based on the experience of the project team. We assume that 45 minutes on average are spent per written report, an estimation that includes the time spent by backup units on supporting reports.

Estimated: **45 minutes per written report**

Number of Jail Transports/Bookings

The number of arrests made that involve transport to and booking at a jail, assuming that this time is not captured within the call handling time. It is estimated that jail transports/bookings are made for one in every ten community-generated calls for service.

Estimated: **0.10 jail transports/bookings per call for service**

Time Per Jail Transport/Booking

Given that data systems do not always capture the time that a deputy spends in the process of completing jail transports before they become available and in-service again, an estimate is used based on the experience of the project team. This number is adjusted as needed based on local factors, such as jail proximity and processing time.

Estimated: **45 minutes per jail transport/booking**

Each of these factors contributes to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail/booking time.

The table below summarizes the results of these calculations:

Summary of Patrol Workload Factors

Category	Value	Pct.
Total Number of Calls for Service	19,467	44%
Avg. Primary Unit Handling Time (min.)	27.7	
Backup Units Per CFS	0.86	23%
Avg. Backup Unit Handling Time (min.)	17.1	
Reports Written Per CFS	0.33	24%
Time Per Report (min.)	45.0	
Jail Transports/Bookings Per CFS	0.10	9%
Time Per Jail Transport/Booking	60.0	
Avg. Workload Per Call (min.)	63.4	
Total Workload Hours	20,579	

Including primary and backup unit handling times, report writing time, and workloads relating to jail transports and bookings, the total workload involved per call for service is relatively low, at 63.4 minutes. Furthermore, the rate at which calls are generated to the total population, at approximately 0.27 per person within the contract city service area, is also somewhat lower than the norm.

These points underscore the need for analysis of patrol staffing needs to reflect the actual workloads that are generated within the service area, rather than from a base rate of personnel to the population. The large service area covered by RCSO patrol

units represents another factor to consider, as any staffing level must provide for deputy safety and adequate response time performance.

(8)   Patrol Deputy Net Availability

In order to accurately represent staffing needs, it is first necessary to develop an accurate representation of the various factors impacting the net availability of deputies – the number of hours in which they are able to respond to calls and complete other non-administrative workloads. Beginning with the total number of annual work hours for RCSO deputies under the current 10-hour shift schedule (1,963), we have used a combination of calculations made from Sheriff's Office personnel data and watch sheets, as well as assumptions made based on the experience of the project team, to determine the average number of available hours per deputy.

The following factors are considered in these calculations:

Factors Used in Calculating Patrol Availability

Work Hours Per Year

Total number of scheduled work hours for patrol units, without factoring in leave, training, or anything else that takes deputies away from normal on-duty work. This forms the 'base number' from which other availability factors are subtracted from.

Base number: **1,963 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause a deputy normally scheduled to work on a specific day to be absent. As a result, this category excludes on-duty training, administrative time, and on-duty court time. This was calculated using data from a sample of RCSO watch sheets.

Calculated from RCSO data: **294 hours of leave per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours spent per year while on-duty attending court. Without any data recording this time, the number of hours is estimated based on the experience of the project team.

Estimated: **20 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year while completing training. The number is based on sampling total training hours for individual deputies using Sheriff's Office data.

Sampled from Sheriff's Office data: **74 hours of on-duty training time per year**

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities. The number is calculated as an estimate by multiplying 90 minutes per shift times the number of shifts actually worked by a deputy in a year – after shifts that are not worked due to leave have been factored out.

Estimated: **250 hours of administrative time per year**

Net Availability

The total number of hours that patrol units are actually available to work after accounting for all leave, as well as on-duty training and court time, in addition to administrative time. This is calculated by beginning with the total number of scheduled work hours, and subtracting each of these factors. The resulting number is then divided by the total scheduled work hours per year, producing net availability as a percentage.

Calculated from previously listed factors: **1,325 net available hours per deputy**

The result of the calculation of these factors is the net availability of patrol units – the average number of hours that a patrol deputy is available to respond to calls for service after all types of leave, on-duty court time, and training hours, as well as time spent on administrative tasks, have been considered.

The following table outlines this calculation process, displaying how each availability factor contributes to the overall rate at which patrol officers are available and on-duty:

Patrol Unit Net Availability

Calculation Factor		Value
Total Scheduled Work Hours[4]		**1,963**
Leave Hours[5]	–	294
On-Duty Training Hours	–	74
On-Duty Court Time Hours	–	20
Administrative Hours[6]	–	250
Net Available Hours Per Deputy	=	**1,325**
Number of Deputy Positions[7]	x	*37*
Total Net Available Hours	**=**	**49,018**

Importantly, the key result of these calculations, the net availability of patrol deputies, is used in our analysis to estimate deputy proactivity levels and patrol staffing needs. The net available hours per deputy can also be expressed as a percentage, at approximately 67.5% of total scheduled work hours per year.

(9)   Analysis of Patrol Unit Proactivity and Staffing Needs

The following sections outline the process of calculating patrol proactivity to determine patrol staffing needs, as well as any opportunities to improve the deployment of current resources.

(9.1) Methodology

Proactive time is calculated through an analytical approach that examines the community-generated workload handled by patrol units, as well as the current staffing levels of the division, in order to produce a realistic estimation of the Sheriff's Office's

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[4] Includes hours that are 'added back' as part of the current shift configuration.
[5] As determined from a sample of patrol watch sheets.
[6] Based on the number of shifts worked in a year after accounting for leave hours, assuming that an average of 90 minutes per shift are spent on administrative tasks.
[7] Defined as the number of currently filled positions. Does not include deputies assigned to a traffic enforcement role.

staffing needs at its targeted service levels. The data required to complete the analysis has been obtained from the computer aided dispatch system and other statistical data maintained by the county. A number of assumptions have been made in the approach in order to provide an accurate model of patrol workload. The following dot points provide a summary of these factors:

• Proactivity is calculated by subtracting the time spent by units handling community-generated workload from the total available hours of patrol deputies, after accounting for leave.

• While proactivity needs depend on the community served by the Sheriff's Office, at least 45-60% of the total actual time worked in the field by patrol units should be used to handle community-generated workload. The remaining portion of time should be used to conduct proactive patrol and community policing.

• Proactivity analysis focusing solely on patrol deputies. The availability of supervisors and staff within any other functions provided by the Sheriff's Office – including all investigative, support, management, and special services – are not included in the calculations.

• In some cases, data is not available to comprehensively reflect every aspect of the Sheriff's Office covered by the proactivity model. The estimates used to calculate workload have been described in the previous section.

• The percentage of proactive time available to patrol units is understood as an overall average that varies constantly from day to day, and it is important for patrol coverage to be examined in greater detail than an overall basis.

Overall, the goal of the analysis was to model the ability of patrol units to be proactive given current staffing allocations, and should not be considered as a performance measure of how the proactive time is being used. Instead, the analysis ties the workload completed by patrol units to staffing levels in order to provide the opportunity for effective proactive policing. An agency should generally target an overall proactivity level of at least 40-55% as an effective level of patrol coverage.

(9.2) Results of the Proactivity Analysis

Using the methodology outlined previously, proactivity is calculated as the percentage of time remaining after workload hours have been subtracted from net available hours:

Patrol Unit Availability and Overall Proactivity

Calculation Factor	Value
Total Patrol Net Available Hours	49,018
Total Patrol Workload Hours	− 20,579
Resulting # of Uncommitted Hours	**= 28,439**
(Divided by total net available hours: 49,018)	
Overall Proactivity Level	**= 58.0%**

Overall, patrol units maintain an overall proactivity level of approximately 58% – representing the percentage of time patrol units have left over after accounting for community-generated workloads, administrative tasks, all types of leave and other causes of absence, and anything else that would otherwise prevent deputies from being available and on-duty.

Given the previously set threshold of 35-40% used to define an effective level of patrol proactivity, **the 58% overall proactivity rate currently maintained by RCSO patrol units is indicative of a very high level of patrol coverage in the contract communities.** Because of this finding, the current number of staff allocated to patrol is adequate to meet service needs.

It is important to consider, however, that the overall proactivity level only represents the *potential* for a high level of patrol service. Whether a high level of service is actually delivered is primarily driven by two key considerations:

- **Utilization of proactive time:** When patrol units have time available to be proactive, how is it being used? Are deputies generating activity themselves, such as deputy-initiated traffic stops, community engagement activities, or problem oriented policing efforts?

- **Deployment effectiveness:** Are resources deployed when and where workload is occurring, or does proactivity drop below the minimum threshold of 35-40% during key hours of the day?

The following section will examine the current effectiveness of deployment, and recommend opportunities for improvement in the way patrol resources are configured.

(10)   Analysis of Patrol Deployment

The deployment of patrol personnel is often equally as important as the number of staff who are allocated. For instance, a poor schedule may provide for a surplus of patrol units during nighttime hours, but leave the daytime hours with far fewer staff available than are needed to handle calls for service, resulting in low proactivity and calls pending. In such a situation, the overall proactivity number may appear adequate, but the experience of patrol deputies in the field would be vastly different. Nonetheless, deployment is more than a question of efficiency, as it is critical that sufficient staff are available even during low-activity hours to be able to provide for deputy safety and satisfactory response times to emergency incidents.

To examine both of these factors, the chart below provides proactivity levels in four-hour blocks of time, as well as the number of units that are available on average – after accounting for leave, training, and other factors that would take a deputy away from being able to handle community-generated workloads:

Patrol Unit Availability and Proactivity by Time Block

Time	# Units	% Proac.	
0200 - 0600	4.0	75.2%	
0600 - 1000	4.4	54.1%	
1000 - 1400	5.8	50.9%	
1400 - 1800	5.4	39.0%	
1800 - 2200	6.4	53.4%	
2200 - 0200	7.6	74.1%	
Overall	5.6	58.0%	

While proactivity is very high at an overall level, it drops to 39% from 14:00 to 18:00, and despite being one of the most active periods of the day, it features relatively fewer deputies on duty than the morning and evening hours. Although 39% is at the upper end of the 35-40% range discussed earlier, the comparatively low level of proactivity during those times highlights opportunities for improvement in how patrol resources are deployed.

To remedy the issue of low proactivity from 14:00 to 18:00, the project team examined a potential redistribution of personnel among shift teams, staffing the midnight shift with a maximum of 10 deputies and assigning 5 deputies to the late car 'mini-shift' (████████████). Under present staffing levels, this would result in the following number of deputies per shift:

- Day shift: ██ deputies
- Day shift (late cars): █ deputies
- Afternoon shift: ██ deputies
- Midnight shift: ██ deputies

The effects of this on proactivity levels are shown in the following chart by time of day:

Proactivity After Redistribution

Time	# Units	% Proac.	
0200 - 0600	3.6	72.7%	
0600 - 1000	4.4	54.1%	
1000 - 1400	6.2	53.8%	
1400 - 1800	5.8	42.8%	
1800 - 2200	6.4	53.4%	
2200 - 0200	7.3	72.8%	
Overall	5.6	58.0%	

An additional alternative would be to assign fixed workdays to the late cars on the day shift – either Monday through Thursday or Monday, Tuesday, Thursday, and Friday – allowing for resources to be more regularly maximized during periods of high workload. However, both options would work to mitigate the deficiencies in staffing during the daytime hours.

Recommendations:

Maintain the current deputy staffing levels in Patrol Services.

Consider staffing the midnight shift with a maximum of 10 deputies, and assign a minimum of five (5) deputies to the late car 'mini-shift'.

(11) **First-Line Supervisor Staffing Needs**

Six sergeant positions are currently assigned to patrol, with two assigned to each shift. All sergeants work the same shift configuration as patrol deputies with mirrored workdays. In the four-on-four-off rotation, one sergeant per shift is always scheduled to work while the other is not – without any overlapping days. After accounting for net availability, training, and the additional hours that personnel must work to 'pay back' in order to reach 2,080 hours per year, there is approximately an 80.3% chance that a sergeant will be on-duty for each particular shift per day. In effect, this means that **for**

every four-day period, there is a 58.3% chance that a shift sergeant will be not be on patrol duty for at least one of those days. Granted, absences are likely to occur in strings – for instance, vacation days are usually taken in strings of multiple days. Nonetheless, this issue emphasizes an important gap in staffing, as the absence of first-line supervision (barring the assignment of any acting sergeants) will occur fairly often.

To address this important need while keeping shift sergeants on the current shift configuration followed by all patrol personnel, an additional sergeant should be added. This position would function in a relief role, working a more flexible schedule. The relief sergeant would not be tied to any one shift, although the tendency for sergeant absences to occur consecutively minimizes the impact of variable work times and days scheduled. Sergeants will need to coordinate with each other and the patrol commander to ensure planned leave is taken with this in mind, much in the same way that deputies intending to take leave must have it approved based on the impact that their absence will have on staffing numbers.

Recommendation:

Add one (1) additional sergeant position to Patrol Services, functioning primarily in a relief capacity. The new position will not be tied to an individual shift team, and will instead work variable days as needed to cover for the absences of other supervisors.

2.   **INVESTIGATIVE SERVICES**

The Investigative Services Section is headed by a commander position, and contains a number of functions, including criminal investigations, specialized investigative units, property and evidence, crime scene, and investigative support. The following sections discuss each major area of the sub-division.

(1)   Criminal Investigations

Criminal Investigations is staffed by five investigators, reporting to the sergeant who also oversees other investigative functions. The sergeant is also responsible for case assignment and management, and reviews current caseloads in the Zuercher system in assigning new cases to investigators. Each investigator, a deputy-level classification, works as a 'generalist' and is assigned both persons and property crimes.

(1.1)   Overview and Service Environment Characteristics

Investigators are only assigned cases that occur in the contract community area, and are the only law enforcement agency staff responsible for doing so. Given that there are no centralized investigative units in the Sheriff's Office, investigators within the Public Safety Services Division are tasked with all investigations.

The following table displays Part I crime trends for the contract community area, excluding Gem Lake and White Bear Township, from which data was not available:

Part I Crimes (Contract City Area)

	2010	2011	2012	2013	
Violent Crime	34	32	61	56	
Murder and nonnegligent manslaughter	0	1	0	2	
Forcible rape	0	0	0	10	
Robbery	8	12	13	12	
Aggravated assault	26	19	48	32	
Property crime	1,071	958	1,145	1,034	
Burglary	139	134	194	167	
Larceny-theft	817	721	789	750	
Motor vehicle theft	111	95	139	95	
Arson	4	8	23	22	

Given the exclusion of the two municipalities included within the contract service area, it is again important to note that these statistics reflect the crime occurrences

within the five other areas, which account for approximately 82.3% of the total contract community population. Nonetheless, given the absence of significant differences in the service environments of these areas, the chart is able to provide a number of relevant observations:

• An overwhelming majority of the crimes occurring within the contract area are property crimes.

• It should also be noted that the significant increase in the FBI-defined category of "forcible rapes" is likely due to the change made that year to its definition, and does not necessarily reflect an increase in their occurrence.

• Very few homicides, sexual assaults, and robberies occur relative to the area's population. This presents an impact on investigator workload, as these crimes demand the dedication of far greater investigative resources compared to less 'severe' crimes, such as burglaries and thefts, among other types.

Given the relatively infrequent occurrence of violent crimes in proportion to property crimes, it is feasible for all investigators to be assigned as generalists, rather than dividing staff into pools handling only certain types of cases – even if the division is only by person and crimes.

(1.2) On-Call Investigators

For after-hours responses that require investigative resources, no formal on-call systems are currently used. In place instead is a semi-informal system in which the sergeant will send out SMS messages asking if any investigators are available to respond. While a volunteer-based system may have the advantage of convenience for investigators, it also poses some risks. While unlikely, it is possible that there would be no one available on a particular night to complete a response. As a result of this risk, it is recommended that an on-call rotation system be established that formalizes responsibility for responding to after-hours incidents that require investigative

often close cases that have been resolved by patrol units, significant scrutiny is not regularly applied to determine potential solvability before an assignment is made. As a result of this, follow up occurs on a wide range of cases, representing a high level of service to the public – assuming that investigator staffing resources can support the additional cases being assigned. Additionally, the short case assignment process reflects the amount of time that the investigators' supervisor has available to be involved in day-to-day investigative matters. Once cases are assigned, many supervisory case management functions are not regularly or frequently conducted, such as caseload reviews or progress updates on actively worked cases.

It is readily evident, however, that this level of case management and supervisory involvement is not possible as a result of the supervisory responsibilities of the unit's sergeant. To illustrate this important issue, the table below summarizes the current direct reports of the position:

Direct Reports to the Investigative Sergeant

Area	Staff	Supervisory Workload (est.)
Criminal Investigations	5.0 Deputies	Very high
Property and Evidence	2.0 CSOs	Low/Medium
Electronic Crimes Unit	1.0 Deputy 1.0 Program Specialist	Medium
Crime Scene Processing	2 Deputies	Low/Medium
Clerk Typist	1.0 Clerk/Typist III	Low/Medium
Crime Analysis	1.0 Correctional Officer	Low/Medium
Predatory Offenders Task Force	0.5 Deputies	Minimal
Financial Crimes Task Force	1.0 Deputy	Minimal
Overall	**14.5 FTEs**	**–**

represent numerous different assignments at a time – is not always straightforward. While a portion of an investigator's caseload may involve more severe crimes with low solvability, another portion may reflect minor crimes with high solvability, and vice versa.

Particularly in a unit pool where several of the investigators have less than a few years of experience, it is essential for the supervisor to play an active role in reviewing caseload priorities. With the additional time available for the investigative sergeant to function in such a role, as a result of the additional position, it will be possible for this type of system to be developed and put into practice.

A formal priority system begins at the case assignment stage. Upon receiving a new report, the investigative supervisor would review the case for solvability based on a set of predetermined factors, and weigh these against any relevant qualitative details. From the results of this process, the case would be assigned to an investigator along with a specified priority level attached.

The eight-priority rating system includes the following categories:

Priority Level	Category	Solvability
Level 1	Felony	Excellent or in-custody suspect
Level 2	Misdemeanor	Excellent or in-custody suspect
Level 3	Felony	Moderate
Level 4	Felony	Low
Level 5	Misdemeanor (Persons)	Moderate
Level 6	Misdemeanor (Property)	Moderate
Level 7	Misdemeanor	Low
Level 8	Any	Remote or zero chance of solvability; follow-up limited to phone call

Additionally, the system enables the investigative supervisor to more readily

gauge the caseloads of investigators when making new assignments, as the priority levels indirectly reflect the level of workload involved in a particular case. While the priority classifications above have been provided as an example, it is important that the system fits needs, and should be modified as needed.

Recommendation:

Adopt a tiered priority level classification system for assigning cases to investigators, based on solvability and severity factors.

(2)   Electronic Crimes Unit

Originally formed in 2006, the Electronic Crimes Unit has evolved in both its staffing and capabilities over the last decade. The unit is allocated one deputy and one program specialist position, reporting directly to the investigative sergeant. The services provided by the unit are characterized by its unique skills and toolkit, which has been increasingly used as greater numbers of cases require the extraction of potential evidence on cell phones and hard drives. The majority of the cases the unit becomes involved with reflect these types of supporting roles, typically where an investigator has requested their service directly.

Beyond evidence extraction services, the unit also serves as the primary investigators on a broad range of cases that involve their skillset, as assigned by the investigative sergeant. Examples of cases assigned to the unit would include hacking, digital threats, and property crimes cases involving the theft of digital material.

Training and equipment are essential to the continued functioning of the unit, as many of the methods involved in providing its core services, such as the extraction of data from cell phones, are made obsolete as a result of security updates and other changes. Consequently, the software used in these services typically involves a high

initial cost in addition to recurring license fees. As a result, it is critical that training and equipment purchases be prioritized for the unit, particularly in services that directly impact the work of other investigators.

(3)   Crime Analysis and Investigative Support

Investigative support is provided by a crime analyst, who reports to the sergeant over the section. Roles of the position are widely varied, and are largely – although not exclusively – reactive in nature, and relate to requests made by investigative staff. Work products produced by the analyst include research on jail phone calls intelligence, crime bulletins, incident mapping, completion of supplemental reports, and specific analytical tasks, among other duties.

Given the focus of the role in providing support first and foremost to investigative personnel, and without there being extensive contract requirements for service level and performance management reporting, analytical support for patrol is not currently provided at a high level. While this is to some degree a consequence of the position being organized within the Investigative Services Section, it is unusual for one position to be able to provide both investigative support and patrol-focused crime analysis – particularly for a division or agency of the size of RCSO's Public Safety Services Division.

As a result, filling the current lack of analysis directed at patrol functions, as well as service level reporting to contract communities, should be a priority of the Sheriff's Office, and particularly given the options that contract communities have to provide law enforcement services through other sources. In order to accomplish this, it will be necessary to hire an additional crime analyst position organized in Patrol.

Recommendations:

Hire one (1) additional crime analyst position and place the position within Patrol Services, focusing primarily on analysis of field data supporting patrol operations. Examine opportunities to coordinate with local, regional, and state partners on crime analysis and information sharing.

(4)   Crime Scene Processing

The Crime Scene Processing Unit is staffed by two full-time deputies, both of whom normally work from ▇▇▇▇▇▇▇ Monday through Friday. Eight other deputies are also cross-trained in the majority of the unit's roles, and will divert from their main responsibilities should the need arise for a crime scene to be processed. The unit has limited post-collection processing capabilities, as crime lab functions are sent out to the state, given the lack of certification and equipment to provide those services in-house. While it is both cost-prohibitive and a lengthy, multiyear process to establish full-service independent crime lab services, the RCSO should continue to examine and evaluate opportunities to partner with other regional agencies on these functions.

There is, however, a clear need to retain dedicated staffing for basic in-house crime scene processing, as a fully on-call system may pose issues for the timely processing of evidence and collection capabilities in the field. Even so, it is important to consider the comparative advantages of the type of staff that are assigned to provide those services, as there are multiple options that exist for doing so.

For instance, one strength of staffing the unit with sworn personnel is that vacancies may be filled more rapidly by reassigning personnel from elsewhere within the organization, and the deputies may have comparably greater career development opportunities than non-sworn staff. This is also a detriment, however, as the career development opportunities available to a sworn deputy would be entirely outside of the

function of crime scene processing. Given that personnel in this role may see crime scene processing services as more of a temporary assignment, pursuing career development within that area itself may be less likely.

As the services provided by crime scene processing require a number of specific skills to be attained, requiring training, the time needed to train a new deputy to full capacity should be considered as well. By contrast, with non-sworn positions in the role, applicants would be expected to already have the training and skills necessary to perform duties at a proficient level. Whereas deputies may promote out of the role, crime scene technicians are professionals within that specific field. This presents additional opportunities for development, as technicians may realistically expect to be in the role for a longer period of time, adding to the stability of the unit's progression. By contrast, deputies assigned to the position may only view the assignment as lasting for a period of several years or less, which could potentially discourage long-term planning.

It is important to note that while converting the positions to non-sworn classifications may present some degree of cost savings – depending on the position classification to which the new roles are assigned – it should not be viewed as the primary consideration for doing so. Instead, converting the unit's positions to non-sworn should be considered as an opportunity to increase the stability of service levels, as well as to aid in the long-term progression of the unit. Even with the changes, the existing on-call system for cross-trained deputies should be maintained.

Recommendations:

Transition to a civilian-staffed Crime Scene Processing Unit. Reduce the number of deputies assigned to the Unit by two (2) and increase the number of crime scene technician FTEs assigned to the unit by two (2).

Adopt a job classification of Crime Scene Technician.

(5)   Property and Evidence

The Property and Evidence Unit is staffed by two CSO positions, with day-to-day supervision of the unit falling under the Investigative Services sergeant. Given the need for a constant presence within the property room, only one of the unit's staff can take leave at a time. It is typically advantageous for property rooms to be staffed largely or entirely with non-sworn personnel, as it grants greater career development and long-term service improvement opportunities than would be possible with sworn personnel, who may be more likely to view the assignment as temporary.

As a result of these factors, the project team does not recommend any changes to the staffing allocation of the unit beyond the need to fill one currently vacant position.

(6)   Task Force Participations

Regional approaches to proactive enforcement and investigation of major crimes are highly effective ways to improve outcomes on important public safety issues. Two RCSO deputies are currently assigned to participate in various regional investigation and enforcement teams. These assignments total 1.5 FTEs (not including the task force assignments in other divisions), as the latter of these functions is a part-time role. Historically, the RCSO has participated in the following task forces:

• Predatory Offenders Task Force, funded at 0.5 FTEs

• Financial Crimes Task Force (Minnesota), funded at 1.0 FTEs

• Internet Crimes Against Children Task Force, with no funded positions

• Safe Streets Violent Crimes Initiative Task Force (FBI), with no funded positions

• Narcotics Task Force (DEA), with no funded positions

- Diversion Squad, with no funded positions

- Joint Terrorism Task Force (FBI), funded at 1.0 FTEs (outside of PSSD)

- Marshal's Fugitive Task Force, funded at 1.0 FTEs (outside of PSSD)

Given the opportunities that regional teams represent to achieve positive public safety outcomes, the RCSO's participation should be strengthened, as the organization should strive to facilitate leadership and coordination on key crime issues. Adding two additional task force positions will facilitate these objectives, while maintaining the need for participation in various task force programs to be selective and prioritized by needs and program effectiveness.

Recommendation:

Add two additional full-time deputy positions dedicated to serving on regional task forces. The assignments should be made after identifying the highest priority and most productive opportunities to contribute to existing task forces.

3.   WATER PATROL

The following sections provide analysis of the functions included within the Water Patrol Section.

(1)   Core Services and Workloads

The Water Patrol Section provides a wide range of services, and is responsible for responding to water-based incidents, as well as both educating the public on water safety and conducting proactive enforcement of waterways within the county. Minnesota state law lists certain requirements of sheriff's offices in these areas, as shown below:

> *86B.105: SHERIFF'S SAFETY PROGRAM*
>
> "(a) The sheriff of each county shall maintain a program of search, rescue, buoying or marking, patrol, removal of hazards to navigation, and inspection of watercraft for rent, lease, or hire. The sheriff shall prohibit the use of any watercraft or safety equipment for rent, lease, or hire that does not comply with the standards of safety for the watercraft or equipment prescribed by the

commissioner. The sheriff shall investigate watercraft accidents and drownings and report findings to the commissioner on a form prescribed by the commissioner.

(b) The county board may authorize the employment of additional personnel to carry out the provisions of this section."

According to state law, sheriff responsibility extends not only to completing a report following water-based deaths, but also to enforcement of watercraft regulatory issues, readiness for search and rescue operations, and boat inspection. Given the sole responsibility for providing these services, the Water Patrol Section is largely unique among areas organized within the Public Safety Services Division, in that its mission and service area extend to the entire county, rather than only to the seven contract communities.

As a result of the unique skillsets, equipment, and service area, it is necessary for water patrol functions to be organized separately from other field functions. Animal control – an area consisting of one full-time position – is also organized within the section, although that role focuses almost entirely on the service area of the contract communities.

While the section maintains a countywide service area, certain municipalities and agencies have contracted for higher levels of service, allocated on a basis of personnel hours, including 190 hours of dedicated service in the Shoreview area, and 100 hours within the White Bear Lake Conservation District. Furthermore, the unit receives a number of grants of varying scope and size, including a state water and boat grant focusing on overtime and part-time work, as well as another for snow patrol activities.

While a full account of the roles completed by Water Patrol personnel is not recorded within the CAD data, it does provide an illustration of the unit's activity. The

following chart displays the number of incidents that were recorded over the past year by month, showing a significant level of seasonal variation:

Volume of Water Patrol CAD Events by Month
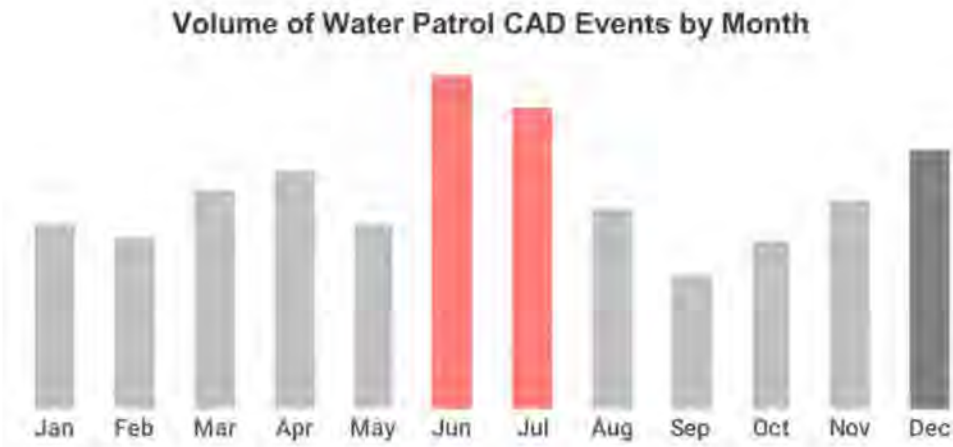
As illustrated by the chart, water patrol units are involved in more incidents in winter and summer months, with activity levels peaking from June through July. It is worth noting, however, that the chart reflects both events to which water patrol units are dispatched, as well as those that they initiate themselves, such as proactive enforcement activities.

It is important that the water patrol unit is able to serve many of its functions with the help of part-time seasonal deputies, as well as through volunteers and special deputies, which will be covered in detail in a later section.

(2) Community Outreach Efforts of Water Patrol CSO

The CSO position under Water Patrol was originally established to provide security for utilities facilities, a role which ended entirely a number of years ago. Since then, the role performs a variety of support tasks, including impound releases, fleet support, transportation of property, taking vehicles in for service, and other miscellaneous tasks. These tasks are generally performed at the request of other staff depending on availability, rather than being roles which the CSO is uniquely responsible

for handling.

In addition to these roles, a significant portion of the CSO's time is spent conducting various community outreach activities. While informally performed, a few examples of the activities include:

•   Daily patrol through mobile home parks

•   Interaction and engagement with citizens

•   School mentoring and volunteering

•   Presence at local events

The primary focus of these community outreach efforts centers around Saint Paul, typically in economically disadvantaged areas. Given that much of the work of the Public Safety Services Division is limited to the contract communities, this allows for the Sheriff's Office to maintain a positive community presence in additional areas. Valued highly within the organization, the community engagement activities provided by this position play an important role in the link between the county, RCSO, and public.

The community outreach roles, however, are not formally outlined or defined, and are instead the voluntary efforts of the position. With the efforts made to strengthen public engagement within the organization with the reorganization of those functions, it would be advantageous to transfer the position to the Community Support Services and Public Communications Section, working with the Public Communications Coordinator. Doing so would allow the engagement activities of the CSO to be better represented within social media and other public communications work. Additionally, the change would allow for the priorities and programs provided by the position to be more defined and formalized.

Accordingly, with that change, the responsibility of the position to perform various support tasks – such as taking cars in for service – should end, and instead be transferred to other positions in the unit as availability permits.

Recommendation:

Transfer the Water Patrol community service officer position to the Community Support Services and Public Communications Section, and limit the position's roles to community outreach efforts and other engagement activities.

(3)   Reserve and Volunteer Programs

Similar to many other Minnesota counties, the Ramsey County Sheriff's Office operates a large program of unlicensed reserves that assist sworn personnel in a wide array of activities. These include both of the following:

- **Reserve Deputy Program:** Adult volunteer program where participants fulfill a number of roles, including field water patrol duties.

- **Explorer Program:** Youth volunteer program, providing public safety education to participants, and allowing them to assist at various events, as well as on patrol in the field with deputies.

Both programs are organized by the Water Patrol sergeant. Certain administrative functions of the Explorers Program are handled by the administrative CSO in the Community Support Services section.

The Explorers Program is currently comprised of 18 volunteers between the ages of 14 and 21, and has maintained a relatively active presence since the program's inception.

Currently, the Sheriff's Office maintains a roster of over 65 active reserve deputies, with each member required to contribute at least ten hours per month. Over the last year, water patrol reserves participated in over 520 individual details, amounting to a total of over 12,000 hours volunteered. The types of activities performed by

reservists occupy a wide range of roles, from staffing events such as high school hockey games, to proactive saturation patrols of county waterways during high-activity times of the year.

These practices are highly effective, as they build inroads and relationships within the community, fostering a sense of confidence and stakeholdership in the services and activities of the Sheriff's Office. Partly due to the sheer volume and participation level of reservists, the program also amplifies the deployment capabilities and resources of the Water Patrol Section at very low cost to staff time.

Without such a large pool of reserves, the unit would not be able to provide the same level of service at existing staffing levels. As a result, the question of water patrol staffing is linked, to a degree, with the ability for reserve and volunteer participation levels to remain high in coming years. Given the importance of this resource, efforts should be made to minimize the loss of any reservists as a result of frequent participation requirements. Of course, this must be balanced with the interest of the county in ensuring that reservists are dedicated and actively contributing to water patrol activities. To address both concerns, the Sheriff's Office should restructure the minimum participation requirement so that it may be fulfilled over a period of three months, rather than only one. This change would require reservists to contribute at least 30 hours every quarter, as opposed to the current requirement of 10 hours per month.

Recommendation:

Increase reserve retention by changing the minimum participation requirement for the Reserve Deputy Program from monthly to quarterly, while maintaining the same number hours that would be required on average. This would change the requirement from 10 hours per month to 30 hours quarterly.

Animal Complaints Recorded in CAD Data
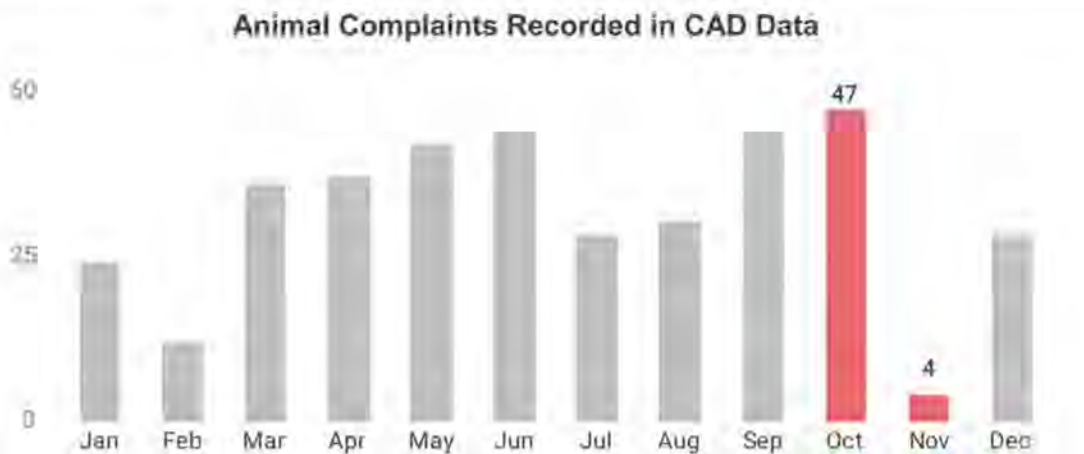
In general, winter months see far fewer animal complaints than spring and fall. Interestingly, however, complaint levels also drop markedly during the late summer. Overall, based on data as well as information collected throughout the process of the study, staffing levels for animal control functions appear to be sufficient to handle current workloads.

4. COMMUNITY SUPPORT SERVICES AND PUBLIC COMMUNICATIONS

The following sections outline the various functions organized within the Community Support Services Section, a subdivision of the Public Safety Services Division.

(1) Fleet

The organization of fleet functions within the Sheriff's Office has been in a period of change in recent times, with the county taking steps toward more unified fleet operations. Current responsibilities for fleet functions within the Public Safety Services Division are split between a sergeant, who supervises the school resource officers (SRO) deputies, and a deputy, whose role is almost entirely focused around fleet. The fleet deputy reports to the technology commander and also manages the DWI enforcement grant.

Patrol Services vehicles used in contract community service areas are replaced more frequently than in other areas of the division, with replacements targeted at a rate of six new vehicles per year. This process operates in a three-year cycle that assigns the new cars to deputies in the first two years, and a sergeant in the third. Fleet needs outside of the regular replacement process for patrol cars are identified and prioritized against budgeted funds at an annual commander-level meeting.

The following table presents the current budget for equipment costs, including vehicles, that was assessed to contract communities for the 2016 fiscal year:

Total Contract Community Equipment Budget (2016)

Category	Cost ($)
AUTOMOTIVE OPERATING EXPENSE	155,000
AUTOMOTIVE REPAIRS	126,000
AUTOMOTIVE EQUIPMENT *(@6x)*	214,000
AUTOMOTIVE EQUIPMENT Setup + Installation *(@6x)*	59,364
AUTOMOTIVE INSURANCE	12,250
RADIO REPAIR	5,000
WIRELESS SERVICE (Sprint & St. Paul)	42,000
QUICK LOOK SERVICE $250/MO	3,000
COMMUNICATIONS EQUIPMENT(RADIO,MDT)	4,000
MISC ELECTRONIC EQUIPMENT	14,650
FIREARMS	16,500
TASERS	0
TELEPHONE CELLULAR SERVICE	22,800
Total	**674,564**

These costs are allocated among individual contract communities using the following calculation steps:

• The total cost ($674,564) is divided by the total number of patrol deputies.

- A rate of deputies per contract community is calculated by dividing the number of calls for service in each municipality by the overall total, as calculated using the RCSO's own methodology.

- Finally, the cost per deputy figure is multiplied by the rate of deputies per contract city.

The results of this process are reflected in the following table:

Share of Vehicle Equipment Costs by Contract Community (2016)

Municipality	Cost ($)	% of Total
Arden Hills	107,332	16%
Gem Lake	8,968	1%
Little Canada	107,321	16%
North Oaks	66,135	10%
Shoreview	199,653	30%
Vadnais Heights	97,281	14%
White Bear Township	87,874	13%
Total	**674,564**	**100%**

Revenue from the sale of the contract community patrol vehicles is eventually passed back to the contract communities as a credit, using the same cost allocation formula as with purchases.

Primarily, the fleet deputy serves as a coordinator for fleet needs within the office, serving as the first point of contact for any repair or installation needs. The deputy is tasked with compiling purchase orders and checks, vehicle inspection, processing orders, and taking vehicles to the shop. When taking vehicles to the shop, there is not a single position that is primarily responsible for picking the deputy up, although the task is typically conducted by the sergeant rather than the SROs.

As with the earlier discussion of crime scene processing functions, it is important to consider the comparative advantages in the type of staff who are assigned to provide the function.

While staffing the role with a sworn deputy position may lower the initial training curve as a result of familiarity with the vehicles and equipment, it is not clear that a sworn classification in itself enhances the ability of the position to effectively manage fleet orders. Because the position is responsible for coordinating both sworn and non-sworn personnel, involving requests from different rank and classification levels, the position's day-to-day roles do not involve the sworn chain of command in the same way as other areas of the Sheriff's Office. For instance, a request involving a commander's vehicle is not automatically a higher priority than one involving a patrol squad car. The organization and prioritization of day-to-day tasks is instead removed from that process.

Additionally, for the same reason that career development opportunities are greater for non-sworn crime scene processing staff than for sworn personnel in that role, it is also greater in the area of fleet management. These functions also require specific organization and task management skills, and civilian applicants may be selected from a larger pool for those skills. Because non-sworn may view the assignment within the context of a fleet management career, there are greater opportunities for staff to develop in that role.

In comparing training, a sworn deputy may be more familiar and experienced with the vehicles and equipment handled by the position, as the initial training needed for a non-sworn employee without police vehicle experience would potentially, although not necessarily, be higher than for a sworn deputy. Likewise, a non-sworn employee can be hired with the specific skills required to perform in a fleet management role (e.g., completion of purchase orders, financial management, grant development, etc.) without needing any additional training, while that may not be equally true for a deputy.

Overall, there are no significant operational or organizational advantages to retaining the fleet role as a sworn position, while there may be some minor benefits in staffing it as non-sworn. As a result of these considerations, the position should transition from a sworn deputy to a non-sworn position.

Recommendation:

Transition fleet management roles to non-sworn staffing. Reduce the allocation to fleet functions by one deputy, and instead allocate one non-sworn FTE to the role. The new position will continue to report to the Patrol Services commander.

(2)   School Resource Officers

The RCSO currently retains seven school resource officer (SRO) positions organized within the Patrol Services Section, reporting to the SRO sergeant under the patrol commander. In total, the SROs work in six schools that span across three school districts. The assignments of each SRO deputy are as follows:

•   1 at Mounds High School (Roseville)

•   1 at Roseville Area Middle School (Roseville)

•   1 at East View Center (Little Canada)

•   1 at Capitol View Center (Little Canada)

•   1 at Reach Academy (Shoreview)

•   Turtle Lake/Island Lake/Valentine Hills Elementary Schools

•   1 at Bellaire Education Center (White Bear Lake)

The school districts cover the cost of salaries and benefits for these positions while school is in session, excluding the SRO assigned to the Roseville Area Middle School. When school is not in session, two of the SROs work in the Investigative

Services Section, one works an SRO summer detail that is paid for by a school district, and the rest are assigned to regular patrol roles.

(3)   Crime Prevention and Community Programs

The Community Support Services Section includes a number of staff who are involved in providing community outreach, programming, and various crime prevention activities. While each function is organized separately, the group includes the following staff:

Crime Prevention	1 Deputy
North Oaks Code Enforcement	1 Deputy
DARE/School Patrol	1 Deputy
VIPS/Administrative	1 Administrative Assistant
Chaplain Program	(No staff)
Public Communications	1 Public Comm. Coordinator

Each of the positions listed above reports to the sergeant over school resource deputies and the fleet deputy. It should be noted, however, that the public communications position reports to the undersheriff heading the Public Safety Services Division.

(3.1)   DARE/School Patrol Deputy and Youth Services

The DARE/school patrol deputy operates in a largely separate capacity from the school resource deputies. Unlike the SROs, the position is not funded by any of the local school districts, and is instead funded by the county and funds raised through grants and fundraising for supplies and equipment. DARE is fairly new to the RCSO, and is taught at several schools within the contract community area. In addition to that role, the position provides various support to the SROs, randomized patrol through

school areas, and is also responsible for monitoring the on-duty crossing guards to make sure that they are present at their designated locations.

Additional youth services programs include the following:

- Partnership with ART-Us (delinquency reduction education)
- Firearms safety training

- Fright Farm (Halloween Haunted House)
- Gang prevention, reduction, and intervention education and mentoring

- Child seat inspections and installation assistance
- ATV safety training

- Adults Concerned About Adolescents (web-based guide)
- Curfew Center (collaborative initiative with other agencies)

- Operation Kid Print (child fingerprinting)
- Other mentoring programs and roles

These programs provide a number of beneficial services to the community and increase the visibility of the county. While many of these programs are provided by the school patrol deputy, many of them are organized and completed by other personnel as ancillary duties. Although these duties fall under the chain of command structure of the Community Support Services Section, the RCSO lacks a dedicated role that focuses on coordinating these services and programs between the various staff who are responsible for providing them. As a result of this need, the RCSO should add a sergeant-level position that coordinates and organizes responsibility for youth services programs, as well as a lead role in providing those services.

Recommendation:

Add a sergeant position to the Community Support Services Section, focusing on the coordination and organization of youth programs and services.

(3.2) Chaplain Program

The Chaplain program is formally managed by the Community Support Services sergeant, and includes a current roster of 12 volunteer chaplains that are able to respond to emergency incidents as needed around the clock. One of the 12 chaplain volunteers functioning in a lead role, and takes much of the responsibility for organizing the on-call rotation system that ensures a chaplain is always available to become on-duty should the need arise. On-duty chaplains each receive a radio and a squad car, and are primarily contacted by the on-duty sergeant. Callouts primarily involve death notifications and other situations where a crisis may be mediated by the presence of a faith leader.

(3.3) Crime Prevention

The crime prevention deputy works closely with the public communications coordinator, and plays a key role in organizing and meeting with the over 160 neighborhood watch group block captains located throughout the contract communities. The deputy also works on special proactive details, such as a holiday package theft watch. Additionally, the crime prevention deputy is trained and responsible for meeting with local property managers that have joined the Crime Free Multi-Housing program, which four out of the seven contract communities participate in.

(3.4) Public Communications

The position's non-sworn counterpart, the public communications coordinator, also meets with the neighborhood block captains, and manages all community engagement datasets maintained by the Sheriff's Office, which have been in the process of redevelopment within the last year. The data management aspect of the

position's responsibilities also includes recording and organizing registrations for the annual Night to Unite program.

Beyond these roles, however, the public communications coordinator also serves as the counterpart to the public information officer (PIO), who is located at the RCSO Law Enforcement Center in Saint Paul. While both of these roles function as intermediaries between the public and the RCSO, their primary duties have largely been separated out. The table below outlines the division of responsibility areas between the two positions:

Public Communications Coordinator	Public Information Officer
• Activities and roles are largely proactive	• Roles largely reactive to events that have already occurred
• Non-sworn position	• Sworn position
• Organized out of the Public Safety Services Division	• Located in Saint Paul
• Fulfills data practice requests	• Primary interface with media and other entities in response to events
• Designs and develops branded material to raise awareness on certain issues, as well as to advertise certain programs and services	• Manages social media account
• Direct outreach and brand promotion	• Responds to outside contacts made from outside of the organization
• May send items to PIO to post on social media	
• Organizes community programs and maintains datasets on program participation and organization	

Overall, while the roles of the public communications coordinator may be more oriented toward outreach and communication than the PIO, neither can be defined as entirely reactive or proactive. Likewise, both play a part in maintaining and developing the image of the Sheriff's Office.

The reorganization of the Water Patrol CSO involved in community outreach efforts into the Community Support Services Section will help facilitate these efforts, furthering a more coordinated approach to the community outreach efforts of the RCSO.

3.   COURT AND SECURITY SERVICES DIVISION

This chapter focuses on the staffing of the Ramsey County Sheriff's Office Court and Security Services Division. The workload information used in this section was obtained from interviews with division supervisory and line personnel, lead administrative staff, and a review of documents and information from the Sheriff's Office and information systems. The division is responsible for court security; human service security; civil process (orders for protection, foreclosure notices and sales, civil and criminal subpoenas, dissolutions of marriage, and evictions); and emergency management and homeland security. The division is managed by an undersheriff that has two commanders as direct reports. There are two units assigned to the Court and Security Services Bureau – Civil Processes and Emergency Management; and Court Security Services.

1.   CIVIL PROCESS AND EMERGENCY MANAGEMENT UNIT

The Civil Process Unit handles and serves more than 300 different legal papers and processes required by law including, orders for protection, foreclosure notices, civil and criminal subpoenas, petitions for dissolution of marriage and eviction notices. The Emergency Management and Homeland Security Unit coordinates emergency preparedness, emergency management, and homeland security efforts across Ramsey County. This unit also works closely with the Ramsey County Emergency Management and Homeland Security Department in coordinating responses to a variety of incidents, natural disasters, and potential terrorist attacks. The unit is staffed according to the staffing plan below:

Unit	Commander	Sergeant	Deputy	Non-sworn Staff	
Civil Process	1	1	6	2 Clerk Typist 3 3 Community Service Officers	
Total FTEs:	**1**	**1**	**6**	**5**	**13**

Civil process has 13 FTEs, 11 of which are authorized and two which are double filled positions (1 Clerk Typist 3 and 1 Community Services Officer), funded with savings from other areas of the Sheriff's Office.

(1)   Staff in the Civil Process and Emergency Management Unit Have Clearly Defined Roles and Responsibilities.

The Sheriff's Office is responsible to serve all processes, writs, and orders, and posts notices issued by the court and other entities in accordance with Minnesota State Statute. More than 300 types of civil papers are served on behalf of individuals, private attorneys, the court, county departments and other agencies. The RCSO Civil Process Unit completed 17,503 attempted services for 9,763 processes (papers) during 2015.

A commander is responsible for the overall management of the unit and direct supervision of the sergeant. The commander has additional responsibilities for the Emergency Management Unit and the Mobile Field Force Unit, and provides instruction for in-service and academy classes including active shooter and leadership.

The sergeant position oversees day-to-day operations, including shift schedules, personnel issues, discipline, bookkeeping, and reporting. The sergeant also provides daily backup for primary process servers, and coordinates requests for assistance from other agencies and special units for high risk service.

Five deputies are designated as primary process servers and assigned to a geographic area of the county. One deputy (Execution Deputy) prepares and serves writs of execution, including bank and wage levies (garnishments), and mortgage foreclosures. Follow-up and tracking of levy payments is required until the debt is paid.

The execution deputy, commander, and sergeant are assigned as secondary, in the event of staffing shortages or as needs dictate.

The civil processes most frequently served include orders for protection (emergency ex parte orders, protection hearings, domestic assault hearings and orders for dismissal), civil and criminal subpoenas, petitions for dissolution of marriage, and eviction notices. Shift hours are staggered to accommodate service requirements specified by the courts and state statute – ▮ deputies from ▮▮▮▮▮ the execution deputy from ▮▮▮▮ ▮ deputy from ▮▮▮▮, and ▮ from deputies ▮▮▮▮. Unserved processes are returned to the court or petitioner with a certificate or affidavit of non-service. The petitioner may reapply for service, whereby attempts to serve are repeated.

All clerks develop service files for deputies with information provided by the petitioner as to the whereabouts (home, office, or other potential locations) of person(s) to be served, including data entry and other clerical support. Each of the clerks are assigned specific writs, which they prepare files for service. All clerks are cross-trained as primary backup in one other clerical area. Clerks also serve at the public front counter and answer phones, where requests for information include writs of recovery, and non-fee subpoenas, as well as county and city attorney, public defender, and private attorney requests. The clerks' hours are from 8:00 to 16:30, Monday through Friday.

The following table presents the fifteen most common types of civil processes served by deputies. Figures reflect number of processes, number of attempts to serve, and percentage of work by attempts.

Most Common Types of Civil Processes, 2015

Action Type	# of Processes	# of Attempts
Summons and Complaint	1,030	2,390
Writ of Recovery of Premises (Eviction)	909	1,972
Subpoena Duces Tecum 786 and 1176 Emergency Ex Parte Order for Protection	899	1,694
Order Granting Petition for Ex Parte HRO	543	1,125
Execution-Wages	377	427
Summons	372	667
Subpoena	337	539
Summons and Petition	318	574
Mortgage Foreclosure Notice	254	549
Summons/Petition – Child Protection	240	449
Summons – Termination of Parental	233	446
Notice – Expiration of Redemption	230	329
Emergency Ex Parte (Kick-Out)	224	699
Notice of Hearing	221	450
Order to Show Cause	211	417
Subpoena – Order to Appear	188	343
All Other Types Should be 2391 & 3557	*3,177*	*4,433*
Total	*9,763*	*17,503*
Total		

Source: Ramsey County Sheriff's Office, 2015

The time it takes to successfully serve civil processes varies. Most require only one deputy, however some require multiple units due to safety concerns. The unit's standard operating procedures, which are currently under revision, identify those processes requiring two deputies for service. In cases where a subject to be served has a felony warrant that risks violence (e.g., domestic violence "kick outs"), or where other dangerous factors are present, RCSO's tactical units (SWAT or Warrants Apprehension Unit) either assist or handle the service.

Recommendations:

Civil Process Unit sworn staffing is appropriate given the duties and functions performed and data provided.

Completely revise the Civil Process Unit's standard operating procedures (SOPs).

(1.1) **The Civil Process Unit Is Appropriately Staffed for Sworn Personnel Assigned Given Duties and Functions Performed, as Well as Data Provided.**

There is no recognized approach for determining the staff needed to serve a given number of civil process services. This is because what is served varies across states. The mix of processes and services that are 'easier' or 'harder' to serve impact the success of the activity and the time it takes. Approaches to managing civil process services impact the need for dedicated staff, as well as scheduling and deployment of other units (e.g., neighborhood officers, tactical units). Geographic size and jurisdictional complexity can also limit or facilitate these processes.

As a result of these factors, examining total utilization levels is an appropriate way to evaluate staffing needs for these functions. For example, in measuring the total workload handled by these units, it is critical to factor in other administrative tasks associated with the primary units' handling of service of processes. Time spent completing reports and other assignments before and after service must be factored into the analysis. Given the limitations in the availability of data to track these factors, the project team is left to make a qualitative judgment on staffing based on experience and interviews with staff assigned to the unit.

The data provided does not reveal the work fluctuations throughout the year. April is particularly busy as a result of process requirements associated with taxes. During this period of time especially, the sergeant monitors each deputy's workload and redistributes work as necessary. This keeps all units actively engaged in attempts for service and redistributes the workload to increase success rates. Based on the data and

information provided, the project team has determined that the Civil Process Unit is appropriately staffed at this time.

(1.2) The Clerk Typist 3 and Community Service Officer Position Is Double Filled.

The "double-filled" clerk typist III and community services officer (CSO) positions provide critical support to the unit. The clerk typist III position is responsible for mortgage foreclosure sales, redemptions, and personal property sales.

The administrative process for foreclosures is complicated and can require considerable investigation of ownership. The CSO is responsible for harassment orders and e-filing of documents to the court. Both are backups to other administrative functions in the unit.

Recommendation:

Fund the clerk typist III and community service officer positions that are currently double-filled and paid with savings from other areas of the Sheriff's Office.

(1.3) The New Records Management Systems Civil Processes Program Is Not Fully Functional.

The RCSO's new RMS by Zuercher Solutions is in the second phase of implementation and problems exist with the civil component of the program. The program is intended to automate civil processes and calculate fees efficiently. It is an "open system" that may be automated to serve the agency's unique needs. That said, the Civil Process Unit reports that problems exist; and despite attempts to work with the vendor the issues have not been resolved. The issues include:

- Auto-population of incorrect addresses in some fields.

- Forms created under the RMS module require redundant entry of some data.

- The execution module was an 'afterthought' and not completed.

The Civil Process Unit does not currently have a fully automated process to track many of its functions. For example, the sergeant must hand-count service attempts and other information in order to evaluate the unit's performance. The new RMS civil module should have resolved this and other data accounting issues. Its features include full automation and tracking of service attempts; calculation and collection of fees; access of service history from desktop; entry of criminal history and officer safety flags; and single entry and auto-population of financial information including invoices, receipts, and statements. The Civil Process Unit is working with the RMS implementation team and the vendor to fix these issues but is of the opinion that it is not a priority at this time.

Recommendation:

Resolve the issues with the civil module in the replacement RMS.

(2)   Emergency Management and Homeland Security

The Emergency Management and Homeland Security Unit facilitates the coordination of emergency preparedness, emergency management, and homeland security efforts across the county. This unit works closely with federal, state, and local agencies, including Ramsey County Emergency Management and Homeland Security Department. In accordance with the Ramsey County All-Hazards Emergency Operations Plan, this unit supports coordinated responses to incidents including natural disasters, manmade hazards, and terrorist attacks. This unit also facilitates development and maintenance of emergency plans.

The Sheriff's Office partners with police, fire, and emergency medical services, and engages in community education and awareness efforts to provide citizens with important information about disaster preparedness and response. As a joint effort with

several agencies, RCSO helps to train first responders by participating in and coordinating various disaster exercises.

The Regional Services Division is responsible for services that involve multiple agencies, joint investigations, and regional partners that have countywide impact. Based on the need for federal, state and county partnerships to develop policy and engage in training exercises, the Regional Services Division appears to be the most appropriate place for this unit to reside.

Recommendation:

Reassign responsibilities for Emergency Management to Regional Services. Given the role that the Sheriff's Office plays in emergency management in the county and the wider region, a dedicated position is warranted. This position could be a non-sworn.

2.   COURT SECURITY UNIT

The Court Security Unit provides guidance over all court security services provided by the Ramsey County Sheriff's Office. This includes oversight of licensed deputies as well as the diverse number of services performed by the division. A key service, Security Operations, includes the variety of security services provided to county facilities, including the Ramsey County Courthouse, Saint Paul City Hall, Juvenile and Family Justice Center (JFJC), Maplewood Suburban Court, RCSO Law Enforcement Center, Human Services Building, Probate Court, and the County Attorney's Office. These services are provided to the Second Judicial District Court – composed of 42 courtrooms throughout five facilities – with the intention of providing security for victims, judges, juries, witnesses, citizens, and defendants. The RCSO is statutorily responsible for provision of court security in the county.

The Court Security Unit is also responsible for transportation of defendants from the Ramsey County jail to their court hearings. Note that court security staff only provide security of the public and staff at the Human Services and County Attorney buildings, as there are no defendants at these locations.

Currently, the Court Security Unit meets with other court related offices and departments (Public Defender, County Attorney's Office, Property Management, etc.) on a regular basis to discuss issues related to court security and other operational concerns.

(1)   Many Factors Impact the Availability of Personnel to Meet the Scheduled Staffing Needs.

According to the National Center for State Courts (NCSC) the following factors need to be considered in the security staffing of courthouses.
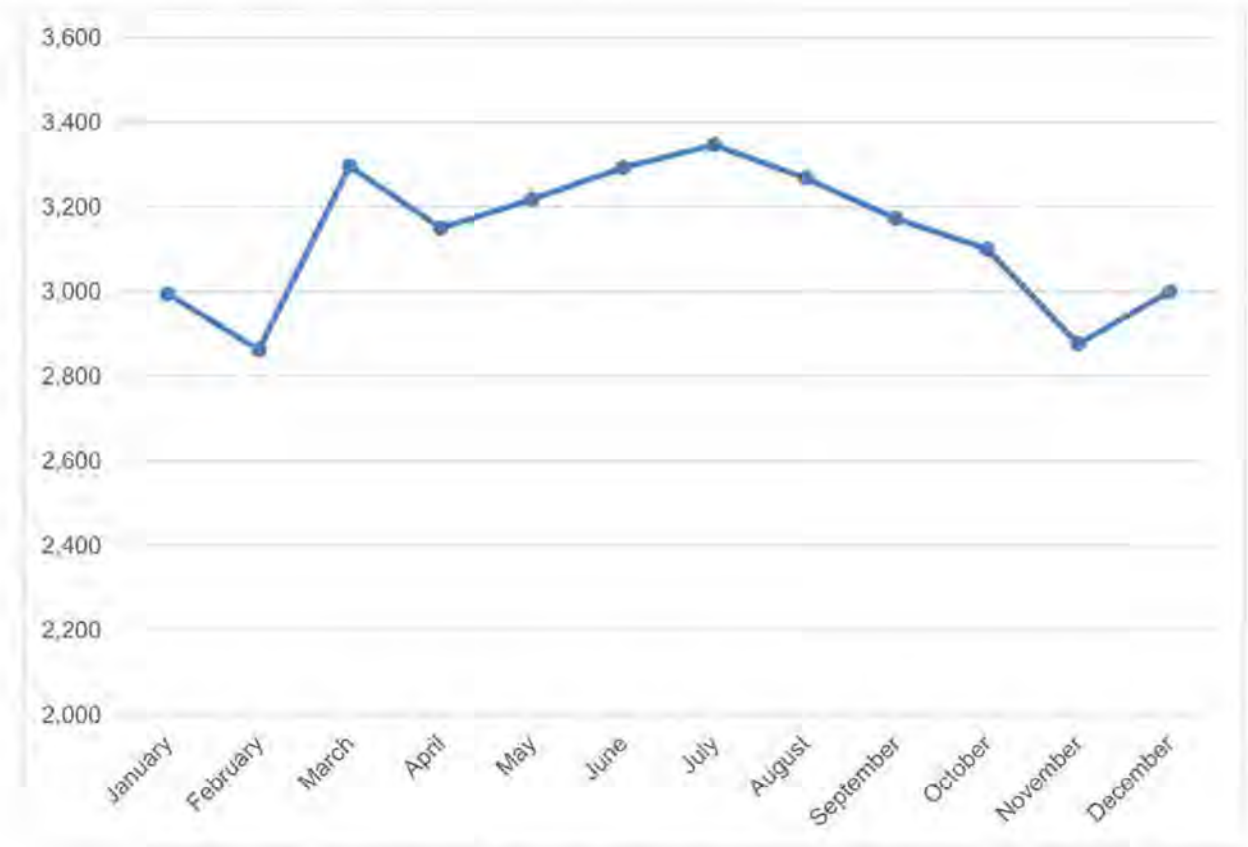
> *Because courthouses must be accessible and in centralized locations, they are vulnerable to acts of random violence. Courts must have proper **court security procedures, technology, and personnel,** (emphasis added) to not only protect the safety of the people and property within and around the courts, but also the integrity of the judicial process. While there is no one solution to issues concerning court security, proper planning must involve collaboration with law enforcement offices, emergency agencies, and governing bodies.[8]*

This viewpoint is further substantiated by the National Sheriff's Association, that indicates, "The security of a courthouse is based on a balance between four essential components: involvement of all stakeholders, security personnel, technological devices, and the configuration of the facility itself.[9]" While this chapter strongly emphasizes staffing as a consequence of the engagement's scope of work, the following brief observations are offered with respect to the other three linchpins associated with court

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[8] http://www.ncsc.org/Topics/Courthouse-Facilities/Court-Security/Resource-Guide.aspx
[9] http://www.sheriffs.org/content/institute-court-security

Total workload averaged 3,132 juvenile and adult cases, arrests, and service calls per month in 2015. February had the lowest monthly total of 2,863 incidents; and July had the highest number, with 3,347 incidents.

In summary, the workload indicators remain relatively stable throughout the year, with a slight increase from May to July.

The monthly appearance of defendants is also a workload requirement for the Court Security Unit that fluctuates slightly. The following graph shows the number of monthly in-custody defendant appearances for 2015 in District Court:
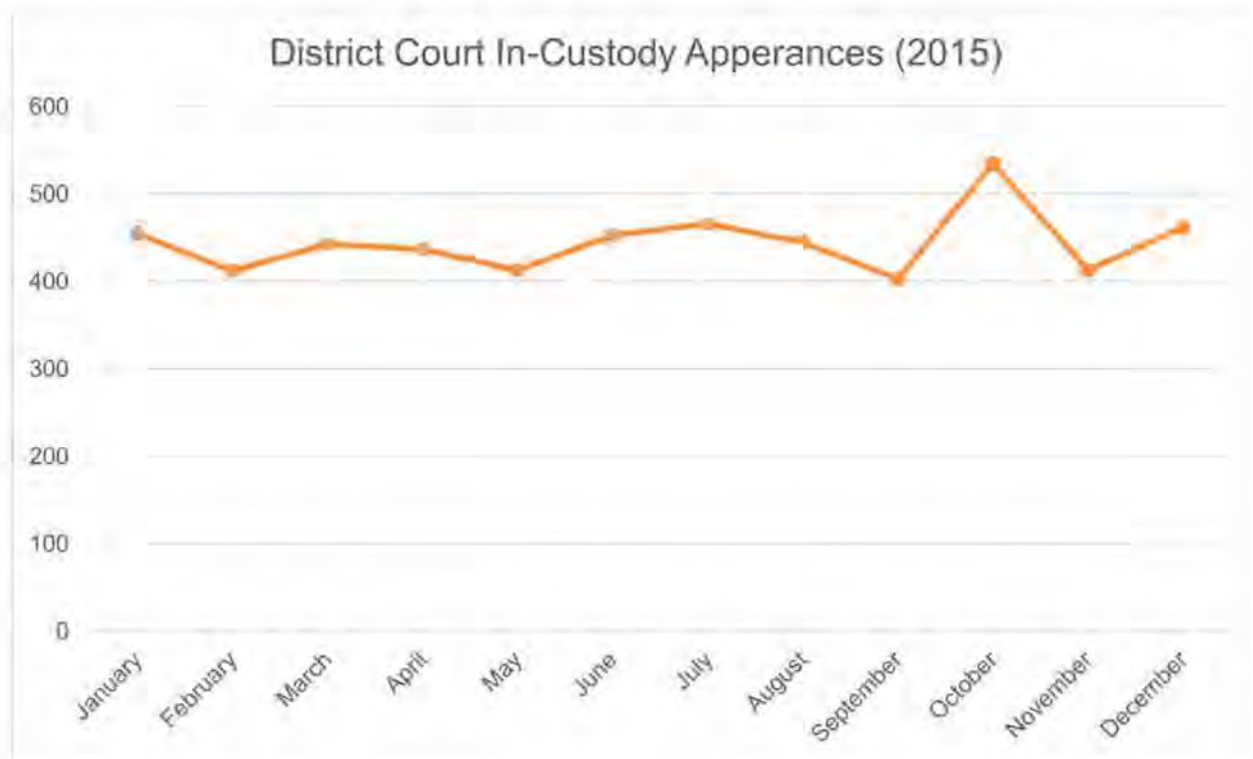
In summary and as represented in the graph above, scheduled appearance workload data is relatively stable, except for a large uptick in October. An average of 445 appearances are scheduled each month, with an average of 22 appearances daily.

(3)   Staffing Levels in Court Services Are Driven by a Number of Different Factors.

Many factors play into staffing levels for the Court Security Unit; many of these relate to variable workload requirements on a day-to-day basis. Important factors include:

- The number of facilities (7) where the Court Security Unit provide service results in more resources being required than if they were all centralized.

- Transportation of inmates from jail requires additional time and staff to retrieve defendants for appearances.

- Court Security Unit staffing must be developed to respond to various types of work (e.g., trials, calls for service), whether or not such work actually occurs.

- Workload can vary from day to day and also time of day.

(4)   Analysis of Court Security Staffing

Deputies provide security services for various court locations and facilities. Deputies also interface periodically with defendants and ensure a safe environment through the supervision and control of defendant movement from jail and within various court facility systems. Our project team began the evaluation of staffing levels for the Court Services Unit based on provision of duty assignments by facility.

(4.1)   Current Deployment of Staff

The following table illustrates the number of positions funded for each facility and the actual number of staff deployed.

Court Security Staffing by Location

Facility	FTE's Authorized	FTE's Assigned
District Courthouse	25	▮
JFJC	8	▮
Maplewood	3	▮
Law Enforcement Center	6	▮
Human Services	4	▮
Probate Court (402)	3	▮
County Attorney	2	▮
Total	**51**	**44**

The staffing levels for ▮ of the seven facilities did not include a full complement of deputies. The ▮ had a staffing shortage of ▮ the ▮ facilities were each short ▮ Based on interviews, it was determined that retired or part-time deputies had been used to help supplement the staffing shortages, but part-time deputies do not fill all the current vacancies.

(4.2)   Staffing Vacancies at the District Courthouse.

Staffing in the main courthouse was examined in greater detail due to number of assigned deputies, reported staff vacancies, and the size and operation of the facility. There are a total of 25 courtrooms and currently █████ deputies assigned to this facility. There are ████ part-time deputies who fill ███ positions daily, and are limited to working only six months per year. The use of part-time employees is limited due to temporary employee work restrictions. The following state statute discusses the role of Sheriff's Deputies in the judicial system. Minnesota Statute §488A.06 states the following:

> "Subdivision 1. Appointment; duties. The Sheriff with approval of a majority of the judges shall assign to the court a sufficient number of deputy sheriffs who shall act as bailiffs of the court. A bailiff shall be in attendance at all sessions of the court involving traffic or criminal matters, and serve all process and warrants and perform such other duties as may be directed by the judges of the court."

Based on the current staffing levels, there are ████ fewer deputies providing security and bailiff duties in the courthouse than there are courtrooms. Generally, not all courtrooms are in session at any given time, but with deputies working other posts outside the courtroom (e.g., adjacent to security screening, transport, and for security of defendants), and the staggered schedule of staff due to facility operational hours, this has resulted in staffing shortages for the main courthouse. With this staffing shortage, it is difficult to provide a ██████ deputy on a regular basis in large volume courtrooms or for high risk/high profile hearings and transports. In larger criminal courtrooms it is ideal to have ███████████ stationed inside the courtroom in order for ██████████████ ██████████, while the ████████████████████████ on proactive security measures to protect the occupants of the courtroom. While there is discussion of the occasional

delay of defendants appearing on time for their hearing, a formal data collection system of this issue has not been introduced. However, one advantage is the design of the courthouse which provides some staffing efficiencies with regard to central holding on each floor, and that holding is generally adjacent to each courtroom. The following table shows the monthly average number of deputies working per day and the number of judges that were conducting court.

2015 Monthly On-Duty Deputies and Judges Conducting Court

Month	Avg. Deputies on Duty	Avg. # of Judges
January	▮	9.6
February	▮	10.5
March	▮	10.9
April	▮	9.5
May	▮	10.3
June	▮	10.7
July	▮	8.6
August	▮	11.2
September	▮	8.6
October	▮	10.5
November	▮	10.0
December	▮	8.5
2015 Avg.	▮	**9.9**

During interviews with staff of the Court Services Unit, it was determined that the staffing vacancies were in part due to deputies transferring to other divisions, and that ▮▮▮▮▮▮▮▮▮▮▮▮. Staff felt that if the unit was fully staffed, they would be able to effectively and efficiently complete their duties. Based on prior experience, having a 1:1 ratio of court security personnel to courtrooms is adequate for offices/departments whose duties and operations are similar to Ramsey County. Based on the current staffing of ▮ positions within the facility, and based on the relief factor

calculation of ██ FTEs required for each position, a total of ██ deputies are needed to adequately staff the District Court building. This is an additional need of six full-time deputies – or with continued use of 2.3 part-time deputies, an additional need of four full-time deputies – to be fully staffed.

Also, the supervision of courthouse deputies is overseen by one sergeant; and no supervisory deputy is on shift after ██ each day. Based on span of control for most law enforcement agencies, one supervisor in general oversees six to ten deputies. Two additional sergeants are needed to provide adequate supervision of deputies.

In summary, there are five vacancies at this facility, and no sergeant on duty during the ██████████; with both issues effecting overall operation. With the limited number of deputies, it may be difficult to provide additional support for high volume days and high-profile/high-risk hearings.

Recommendations:

Hire two (2) additional sergeants to provide a more effective span of control for supervision for deputies and adequate supervisory coverage in the afternoon.

Hire six (6) additional full time deputies to provide adequate coverage at the main courthouse. This is an increase of one (1) deputy over current posts assigned to the facility.

Use part-time deputies as a means to providing relief for staff who are on leave or participating in training.

(5)   Staffing Analysis at All Other Judicial Facilities.

Court deputies provide security and bailiff functions at the JFJC, Maplewood, Probate Court, and Law Enforcement Center. For each location (██████████) there is a full complement of deputies assigned. The JFJC currently has ██████████ vacancy.

Currently assigned to these four court locations are ███ sergeants and ██ deputies. Based on interviews and discussions with court staff, staff feel that the current number of positions assigned to each court facility are adequate to cover daily workload, but that there is no relief factor to provide coverage when staff are on leave. Based on the relief factor calculated for the jail, an average of ███ FTEs are required for each position. With the current contingent of ██ deputies, incorporating the relief factor would result in a need of 21.6 deputies to cover these posts. Due to the more volatile nature of these specialty courts, it is important to have adequate staffing and relief coverage. With the addition of four deputies, it will allow for adequate relief factor and also allow for more flexibility of staffing for the entire Court Security Unit.

Recommendation:

Add four (4) deputies to provide adequate relief factor for Juvenile and Family Justice Center (JFJC), Maplewood Courthouse, Probate Court, and Law Enforcement Center Arraignment Court. These additional deputies may also provide relief at the main courthouse, Human Services building, Metro Square, and the County Attorney's Office as needed.

(6)   Staffing at Human Services and County Attorney Buildings Was Analyzed.

Court Security deputies provide security functions at the Human Services and County Attorney's Office buildings. Currently there are ███████████ and ████████ assigned to Human Services and ████████ assigned to the County Attorney's Office. The following workload data was provided for Human Services:

2015 Human Services Court Security Workload

Type	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Avg.
Arrest	0	0	0	2	1	2	0	1	2	1	0	0	0.75
Service Calls	35	25	32	40	30	49	27	41	45	35	33	37	35.75

Based on the 2015 data, deputies responded to an average of 36 service calls and averaged 0.75 arrest per month for the Human Services building. With an average of 1.5 services calls per a day in this facility, three total deputies to cover this facility does not allow for adequate coverage during a service call. In conversation with Court Security deputies, the full allocation of four deputies at this location would allow for adequate coverage during calls for service as well as when deputies are on breaks or vacation. Based on the multi-story nature of the facility, large volume of visitors, and the calls for service and arrest data, our team feels that four deputies are adequate to provide security coverage for the Human Services Building.

For the County Attorney's Office building, no arrest or service call data is currently being collected by Court Security staff. Due to the relatively stable operation and limited number of visitors to the County Attorney buildings, two deputies are adequate to provide security coverage for this facility.

Recommendation:

Fill the ▮▮▮▮▮▮▮▮▮▮▮▮ at the Human Services building to provide full staffing at that location.

4. DETENTION SERVICES DIVISION
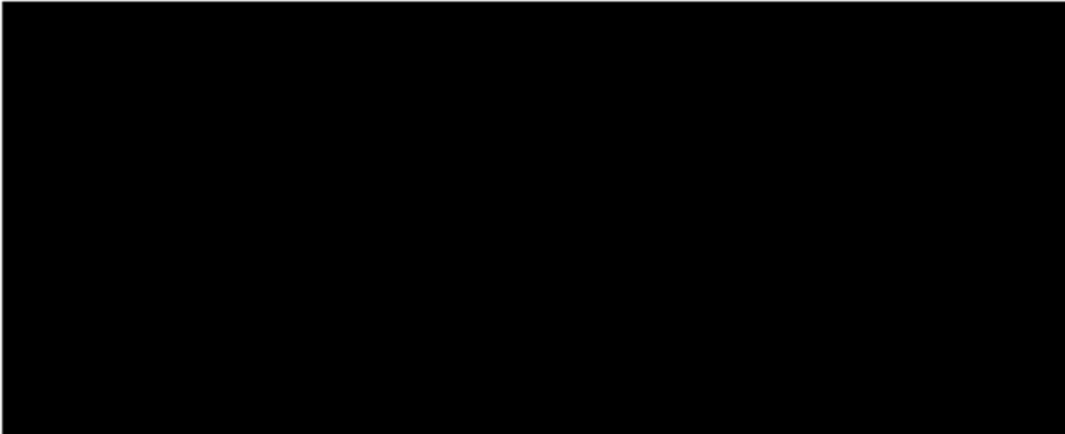
This chapter focuses on the staffing of the Detention Services Division, which includes the Adult Detention Center (Ramsey County jail).

1. OVERVIEW OF THE DETENTION SERVICES DIVISION

The Detention Services Division is responsible for all detention services provided by the Sheriff's Office, including oversight of correctional officers and community security officers (which are also referred to as sheriff security officers, or SSOs, in this report), as well as administrative staff that are involved in a variety of services provided for the safety and security of inmates, staff, and visitors to the jail.

The 500-bed pretrial jail is located in the Ramsey County Law Enforcement Center at 425 Grove Street in Saint Paul. The six-story facility contains a parking garage; arrestee intake, and processing; housing areas; medical and food services areas; staff exercise facility; administrative offices; and two arraignment courtrooms.

The following inmate housing-related fixed posts are staffed in the jail:

-

-

-

-

-

-

Additionally, the following inmate services-related fixed posts are staffed:

-

-

- ████████████████████
- ████████████████████
- ████████████████████
- ████████████████████
- ████████████████████

The following analysis provides the results of the assessment of staffing in the Detention Service Division based on facility characteristics, inmate housing requirements, and staff net availability.

2. THE FIXED POST STAFFING PLAN (FPSP) IN THE JAIL REPRESENTS THE CURRENT MINIMUM APPROACH GIVEN THE CONSTRAINTS OF THE CURRENT STAFFING

The Detention Services Division uses a fixed-post staffing plan (FPSP) for the jail. There are several critical factors that impact the number of personnel required to staff the operations of jail services. Security staff are those staff specifically dedicated to the management and safety of incarcerated inmates while ensuring a secure working environment for all personnel. The purpose of a FPSP is to provide a policy for staffing the various security, support, and operational positions in the facility. The following points provide a summary of key issues identified in our review of the FPSP for the jail:

- Facility design has impacted the staffing plan – most particularly with the ability to refrain from filling ████████████████ posts during the night. Facility design is replicated on █████████████ so staff know the general layout of the facility.

- Supervisory ratios are within generally accepted standards. For housing it is generally one (1) sergeant per eight (8) to ten (10) correctional officers. This ratio is generally present in the booking and first floor housing area as well. The classification sergeant and lobby sergeant, when on duty, also provide supervisory oversight on the first floor.

- The Property Room supervisor provides oversight of property room staff.

The following table presents the current fixed-post staffing plan for the Ramsey County jail.

Ramsey County Detention Facility Fixed Post Staffing Plan

Position	Day Shift	Afternoon Shift	Night Shift	M-F Days

The Matrix Consulting Group concludes the current fixed-post staffing plan represents the minimum number of posts to run the facility efficiently. Currently, 128 full-

time correctional and sheriff security officers are employed to operate the facility, with

an additional 29 intermittent correctional officers supplementing staff in providing post

coverage on an as needed basis.

(1) **The Jail Facility's Design, and How Space Is Used, Significantly Impacts Security Staffing Requirements.**

Fundamentally, how a detention facility is architecturally designed and used has

a direct impact on staffing, particularly with respect to security positions. While there are

multiple facility designs, the Ramsey County jail falls within two broad categories as

follows:

- **Podular Remote Surveillance**: The cells in podular housing are clustered around a dayroom. The duty station is within the housing unit and is enclosed with security glass windows that allow security staff to observe the inmates constantly. The term "remote" refers to the staff's separation from the inmates by the glass barrier. In this type of jail, staff can observe the inmates while they are in the dayroom and interact with them on a limited basis, usually through intercoms. Security staff interaction with inmates, however, is still limited, and observation is usually limited to dayroom activities. Also, staff are not able to hear inmates easily and may not be aware of problems in the unit until they become escalated.

- **Direct Surveillance**: The cells in a podular direct supervision housing unit are clustered around a dayroom, and the staff's duty station is located in the dayroom. The officer's stations generally consist of a counter/desk with a control panel that allows the officer to lock/unlock cell doors and control cell lighting. Officers are not physically separate from inmates and interaction between officer and inmate is highly encouraged. Staff are able to hear and interact with inmates on a regular basis.

The design of the jail is a mixture of direct and podular remote supervision of

inmates.

With respect to the Ramsey County jail, there are a total of 10 housing units. The

10 housing units in the jail are broken down by the following:

- Unit 1A – Male Orientation Unit (███████)

- Unit 1B – Female Orientation and All Security Level Unit (█████████)

- Unit 3A – Male Direct Supervision Unit (████████)

- Unit 3B – Male Direct Supervision Unit (████████)

- Unit 3C – Male Podular Remote Unit (████████)

- Unit 3D - Male Podular Remote Unit (████████)

- Unit 5A – Male Direct Supervision Unit (████████)

- Unit 5B – Male Direct Supervision Unit (████████)

- Unit 5C – Male Special Management Unit (████████)

- Unit 5D – Male Special Management Unit (████████)

It should be noted that housing units ████████████ share ██████████

████ respectively. As a result of the facility design, as well as how the space is used, different levels of fixed post security staffing are required. Where applicable, these facility characteristics and current uses will be identified during the staffing analysis in this chapter.

(2)   State Mandates for Minimum Staffing Influence Overall Staffing Requirements.

Many states, such as Minnesota, legislate certain minimum staffing levels related to a ratio of custody staff to inmates. While the project team will not comment on the premise of such legislation, it is nevertheless something which lawfully influences staffing levels in the jail. According to Chapter 2911, Section 9, sub-paragraph 15:

A facility with a design capacity of 60 or more beds shall meet the following staffing ratios in this item. For inmate supervision, the overall facility-wide minimum ratio of custody staff to inmate shall not be less than:

1) 1 to 60 inmates for direct supervision housing unit with lockdown capability.

2) *1 to 48 inmates for direct supervision dormitories.*

3) *1 to 40 inmates for indirect or podular inmate supervision.*

4) *1 to 25 for linear housing areas.*

Ramsey County currently has a minimum of one officer for each housing unit. With each direct supervision housing unit consisting of cells that may be locked down and no housing unit greater than 48 beds, it currently meets state minimum staffing levels. The podular remote housing units consist of 24 beds, thus meeting the state minimum staffing levels for these units as well.

In summary, Ramsey County meets the minimum intent of the law with regard to staffing levels within the jail.

(3) Security Staff Shift Schedule Impacts the Need for Fixed Post Requirements.

Security staff for the jail operate on an eight-hour shift schedule over three shifts – day Shift, afternoon shift, and night shift. While some correctional officers perform other duties besides supervising inmates, these staff may work different hours than the defined shifts in order to provide more efficient operations. Specialty staff scheduling will be discussed later in this report.

The Ramsey County jail has implemented a 4-day on, 2-day off schedule for correctional officers that supervise inmates. Staff bid for shifts in January of each year. Using annual shift bids helps create consistent scheduling for staff and should minimize unscheduled time-off.

3. CURRENT SECURITY STAFFING REQUIREMENTS.

As described above, a fixed post position is an assignment that is typically

deployed every day, irrespective of workload. It is essentially a duty assignment for a staff member and is typically in reference to a 24-hour, 7-day/week, and 365-days/year deployment, although some fixed posts are only for a portion of a 24-hour period or only deployed on certain days of the week.

The Sheriff's Office has been very progressive with respect to staffing its fixed post assignments in the jail. The aforementioned year shift bid schedule provided staffing consistency. Based upon workload requirements of a particular assignment, staff are deployed in eight-hour shifts, with flexibility for non-inmate supervision functions. The following tables serve to summarize the different staffing levels for various assignments. The staffing range column in the tables demonstrates how posts are flexed based on workload needs, by hours of day, and day of the week.

Fixed Post Staffing Range for Housing Services

Position	Staffing Range

Fixed Post Staffing Range for Booking Services

Position	Staffing Range

Many of the posts within the jail require 24-hour coverage, but there are several posts only covered during certain hours. The following list indicates the positions (outside of Jail Administration) that are only covered for a portion of the day or week:

Non 24-Hour Posts

Post	Post Coverage

In summary, the majority of security posts within the jail are staffed 24 hours a day, with the exception of the ▇▇▇▇▇▇▇▇▇▇ and the ▇▇▇▇▇▇▇ ▇▇. Arraignment Court posts are covered during ▇▇▇▇▇ only. Classification officers work seven days a week, with ▇▇▇ of staffing overlap (▇▇▇▇▇▇▇▇). Correctional officers provide coverage of the warrants desk from ▇▇▇▇▇. During the day, warrants are covered by a warrant clerk.

(1)   Many Factors Impact the Availability of Personnel to Meet the Scheduled Staffing Needs.

When evaluating the availability of personnel to meet the scheduled staffing needs, many aspects play into the availability of personnel. These factors include, but

are not limited to, vacation time, sick leave, military leave, Family Medical Leave Act (FMLA) time off, bereavement leave, training, and many other types of leave that prevent individuals from fulfilling their duties. The accumulation of these factors results in various impacts to the staffing requirements and scheduling of staff. This section will analyze the ability of staff availability to meet staffing requirements in the Ramsey County jail.

(1.1) Vacation Time, Sick Leave, and Other Leave Reduce Scheduled Staffing Hours, Results in a "Net Availability" Factor That Must Be Taken Into Account When Analyzing Overall Staffing Requirements.

Development of a staffing model begins with understanding and calculating several variables such as the number of fixed post positions and the number of staff. Another important factor deals with staff availability – a critical variable in all staffing models. A critical workload element in determining total staffing requirements is the amount of annual time available for personnel to perform their duties. Based on annual leave information and training information provided by Ramsey County, the following net availability averages were calculated for each classification based on 2015 data.

Net Availability Calculation

	Lt	Sgt	CO	40 Hour Week Emp
Total # Hours Worked Per Year	2,080	1,920	1,920	2,080
Vacation Hours Per Year	136	136	120	120
Avg. # of Holiday Hours Per Year	0	16	16	16
Avg. # of Sick Leave Hours Per Year	16	88	88	88
Training Hours Per Year	16	16	16	16
Total Hours Off Per Year	168	256	240	240
Total Hours Available Per Year	**1,912**	**1,664**	**1,680**	**1,840**

(1.2)   The Current Staffing Shortage Impacts the Need for Personnel in the Jail, Along with the Use of Intermittent Correctional Officers.

Currently, there is a staffing shortage of correctional officers to properly cover all posts as part of the fixed-post staffing plan. This was observed by reviewing daily post assignment schedules. For the days that the project team was on site, it was noted that for the day shift there was only ▮▮ staff ▮▮▮▮▮ absent, but there were ▮▮▮▮▮ posts. For the afternoon shift, there were ▮▮▮▮▮▮ posts, with ▮▮ staff ▮▮▮▮▮ on vacation or in training. For the midnight shift, there were ▮▮▮▮▮ posts, and a total of ▮▮ staff not available. Since there are not adequate full-time staff assigned to each shift, the result is a continuous shortfall of staff available to provide full coverage of all posts.

To cover these vacant posts, the first option is for an intermittent officer to fill the post. Otherwise staff may volunteer or be forced to work overtime, coverage may be shifted from non-critical posts (classification, identification, etc.), or, as a worst case scenario, individual inmate housing units may be closed. Intermittent officers provide coverage when available, but staff have the opportunity to pick up overtime on a regular basis. In the first quarter of 2016, staff worked **9,024** hours of overtime. This calculation does not take into account the number of hours worked by intermittent correctional officers. Intermittent correctional officers worked a total of **7,315** hours in the first quarter of 2016.

While full-time and intermittent correctional officers step up and cover many of the vacant posts voluntarily, there are still instances of forced overtime for full-time officers. In the first quarter of 2016, there were 83 instances where correctional officers were forced to work an additional shift. These 83 instances of forced overtime do not

take into account correctional officers who worked overtime a day earlier in order to avoid being forced into overtime on days when they were not available. Currently, there is no data collection tool that captures overtime shifts for employees that work a particular day in order to avoid forced overtime on the following day. It should also be noted that there were 16 instances in the first quarter of 2016 where staff refused to work overtime.

In summary, based on the adopted fixed post staffing plan, there are vacancies for each shift. These consistent vacancies have resulted in excessive overtime hours for full-time correctional officers, and the use of intermittent correctional officers. Also, this has resulted in almost daily occurrences where staff are forced to work overtime, which has resulted in an average of **5,446** hours of overtime and intermittent hours worked per month in the first quarter of 2016.

(2)   The Use of Intermittent Correctional Officers Should Continue.

Currently, the Ramsey County Sheriff's Office has an intermittent correctional officer program. The intermittent program is the use of part-time correctional officers to help fulfill staffing requirements within the jail. This program was originally started to help relieve staff during the summer months when up to three staff members per shift (nine total), may be on vacation on any given day. This program was designed to allow more full-time staff to take time off during peak travel seasons. The use of the intermittent program has continued to grow, and generally there are several intermittent staff working each shift. While the intermittent program is a great resource to provide summer vacation relief to the staff, this program has grown significantly and has become a means to hiring fewer full-time correctional officers. The intermittent program

is also used as a stepping stone for new correctional officers. Many of the new full-time correctional officers that are hired served previously as intermittent correctional officers.

While the intermittent program serves as a great stepping stone to full-time employment, it does pose several challenges.

•   Intermittent staff do not receive benefits, nor are staff guaranteed a full-time position in the future, and they are not required to work overtime.

•   Intermittent staff have the ability to stop signing up for shifts at any time.

•   Schedules are varied and are dependent upon the availability of intermittent officers.

•   Intermittent officers are only required to work one weekend shift and six shifts each month.

•   Intermittent officers may not be forced to work mandatory overtime or on holidays.

Currently, there is a pool of 25 to 30 intermittent correctional officers that work in the jail. Due to the inconsistent availability of intermittent correctional officers, the number of intermittent correctional officers should increase to 40.

As the intermittent correctional officer program continues to grow, the administration team should develop an employee progression plan for the program. An intermittent employee progression plan will provide potential and current intermittent staff a plan in order to move toward full-time employment. An example would be that after 18 months, staff may apply for a full-time correctional officer position, or after 24 months, staff may apply for a deputy position. This proposed plan would provide more validity to the intermittent program and may help increase the number of intermittent correctional officers participating.

In summary, there are multiple types of leave that impact the ability to cover posts within the jail, and while many of these issues are known in advance, others may arise on very short notice. The intermittent correctional officer program provides a means to filling long-term notice vacancies, and provides the means necessary to satisfy vacant posts within the facility.

Recommendations:

Continue use of the intermittent correctional officer program as a means to cover absences due to scheduled vacation and training. Increase the pool of intermittent correctional officers and increase funding for 40.

Define a plan that provides timelines for intermittent staff to become full-time correctional officers or deputy sheriffs.

(3)   Opportunities to Make Use of Non-Sworn Paraprofessionals in the Detention Division.

One option to alleviate the staffing shortage in the Detention Division is to increase the use of Sheriff Security Officers. Currently, sheriff security officers are non-sworn paraprofessionals that are utilized in non-inmate contact functions in the jail such as the following:

• Property Room

• Public Lobby

• Classification (immigration processing, federal inmate processing, etc.)

• Administrative support

There are several other positions to which correctional officers are assigned on a regular or fulltime basis that could be considered for this classification. It may be advantageous to transition the following positions to a sheriff security officer classification to help alleviate the staffing shortage of correctional officers.

- Warrants coverage (evening/nights)

- Property room supervisor

- Administrative assistant (functioning as a 'business support').

- Identification

- In addition a Correctional Officer is assigned to Information Technology

Converting these positions from correctional officers to sheriff security officers would allow 10 correctional officers to transition back to supervising inmates. Consequently, the number of sheriff security officers would increase by 10 positions as a result of the conversion.

The property room component of the jail utilizes temporary and student intern staff to cover some posts. Many of the complaints that are received from inmates are related to the perceived loss of property. The use of temporary employees and interns results in continuous training to enable new staff to perform their duties and additional uniform costs. Moreover, temporary employees may only work six months out of each twelve months, per Ramsey County personnel rules. The property room should be staffed by full-time sheriff security officers, which will allow for more consistent staffing and reduce the amount of time spent training new employees. Student interns may be used in the property room, but only in ancillary roles and not to cover full-time posts.

Also, by switching the Warrants, Identification, and Property Room staff positions to Sheriff Security Officers, these staff members will be better able to receive specific training for their assignments. For example, Identification staff should be trained in fingerprint examination. While a few of the current correctional officers may have training on this, others may not, and this may lead to slower processing times and/or

mistakes. When recruiting for a position such as Identification, removing the correctional officer requirement may allow for a broader applicant pool.

The use of sheriff security officers also provides a way for staff to be introduced into the detention field in an alternative to becoming a correctional officer. Additionally, sheriff security officers may be used in a feeder program for those individuals who desire to be a correctional officer or deputy. The security officer position may be used to the advantage of the Sheriff's Office in order to evaluate potential of staff without the upfront investment of sending staff through correctional or law enforcement officer training courses. A plan should be developed in conjunction with the intermittent correctional officer employee plan, to better define the steps need to progress to becoming a correctional officer or deputy sheriff.

Recommendations:

Convert all non-inmate contact positions to sheriff security officer positions. This will result in an additional 10 correctional officers available for inmate supervision and the increase of 10 sheriff security officers. Provide for 10 sheriff security officers.

Utilize full-time employees for Property Room staff, as this will result in less turnover and training of new employees.

(4) Opportunities to Make Use of Additional Contracts as a Way of Adjusting Staff Are Limited.

Another option to provide relief to the current staffing shortage is to make use of contracts with outside service providers. Currently, the Ramsey County Sheriff's Office Detention Division extensively uses contracts to provide medical and mental health services, food services, and inmate laundry.

- Medical Services are provided by the Ramsey County Public Health Department and currently has one correctional officer stationed in the medical unit of the jail.

• Food services for the jail are provided by A'viands (and there are no inmate workers in the kitchen) and thus do not require a correctional officer post.

• Laundry services are outsourced to Ramsey County Correctional Facility and thus do not require inmate workers from the jail or staff dedicated to this function.

Overall, the Sheriff's Office uses contract services for three daily functions of the jail, with the only staffing implication being for a correctional officer to be stationed in the medical unit. There are no additional areas for contract services to reduce the staffing burden. If operational philosophies were to change and an inmate workers program was created, there might be implications to the fixed post staffing plan.

Recommendation:

Allow existing housing contracts to remain in place, as they have limited impact on staffing for the Ramsey County jail.

(5) **Specialty Post Assignments Are Currently Used to Provide Relief Coverage of Inmate Supervision Posts and Do Not Include a Relief Factor.**

Currently, when inmate supervision posts are vacant and neither intermittent correctional officers nor the use of overtime are available to cover these posts, officers are pulled from specialty posts to provide coverage. These specialty posts include classification, identification, Property Room manager, administrative support, and the public lobby. While a more critical post is being covered, the specialty post is left vacant. Though proper inmate supervision is critical, as there is no relief factor built into these posts from which correctional officers may be pulled, these valuable services are left unattended. The specialty posts require specific training and thus may not be filled by intermittent correctional officers. While onsite the project team observed specialty post staff being utilized outside of area.

Specialty post assignments are included in the overall staffing recommendations and include proper relief factors for each assignment. Ideally, specialty post assignment personnel would not provide coverage outside of their assigned area, but due to current staffing shortages, this occurs on a daily basis. Based on the current staffing plan the following number of staff are required for each specialty post:

- A total of 2.3 correctional officers are need for classification (excluding Sergeant).

- A total of 10.4 correctional officers are required for identification.

- Back up for the public lobby function is currently provided by other officers located in the transfer/release/lobby control pod, and the position was not separated.

- The Property Room manager position was not separated from the Property Room relief calculation, as it does not require relief.

- The administrative support position does not require relief.

A total of 12.7 full-time correctional officers are needed to cover classification and identification posts. These posts are accounted for in the following section and are included in the total need for the facility. A detailed summary of staffing requirements for specialty posts may be found in Appendix A.

Recommendation:

Limit the use of specialty post correctional officers as a means to cover inmate supervision posts.

(6)   The Position of Operations Commander Is Needed to Serve as an Assistant Detention Superintendent to Be in Compliance with State Regulation.

The current management structure of the jail includes four lieutenants that provide supervision and management to specific operational areas (housing, booking, training, and administration). The four lieutenants report to the superintendent position, which is classified as an undersheriff.

Per the Minnesota administrative rules described in Section 2911.0900 Subsection 7, for facilities that are rated for more than 60 beds, the position of assistant superintendent is required. In order to remain consistent throughout the Ramsey County Sheriff's Office, it is recommended to create the position of operations commander to serve in the role of assistant superintendent. The project team agrees with the requirement, as it reduces the burden on the undersheriff in the areas of personnel and operational support. The operations commander will allow a more proactive approach to operations and provide a clear command structure in the absence of the undersheriff. With the creation of an operations commander, lieutenants would then report to this position in the absence of the undersheriff.

Recommendation:

Create the position of operations commander to assist the undersheriff in the role of jail superintendent.

(7)   A Total of 15 Sergeants are Required to Properly Operate the Facility.

Currently, the housing, booking, and classification sergeants supervise between 8 and 12 correctional officers depending on the shift. Based on best practices, the ideal number of staff to supervise is between 9 and 12 staff members. The current fixed-post staffing plan meets best management practices.

Under the current fixed post staffing plan, there are three (3) sergeants assigned to each shift, in addition to the classification, intelligence, lobby, and vacation/operations sergeants. The three (3) sergeant posts assigned to each shift serve as housing and booking sergeants. Consequently, with only having three (3) personnel assigned to cover these two (2) posts, there are times when one post is vacant on each shift. The fixed-post staffing plan identifies 13 individuals that are classified as sergeants. While

the classification, intelligence, lobby, and operations sergeant positions do not require relief, the booking and housing sergeants do. The net annual work hours after relief factor for each 24-hour sergeant's post is 5.3 full-time employees. When the relief factor is applied to the Booking and Housing sergeant posts a total of 10.6 FTE's are required. When rounded, this results in a total of 11 sergeants required to cover the Booking and Housing sergeant posts on all three (3) shifts. A total of 15 sergeants are required to properly run the facility, which is an increase of two (2) over the current allocation of sergeants.

Currently, a total of 13 sergeants are assigned to oversee operations of the facility. At the time of this draft report, the three midnight shift sergeant positions were filled by "acting sergeants" due to medical leave/vacancies for the sergeant rank. While there is no tool to officially track the total hours or shifts worked as an acting sergeant, the use of an acting sergeant on rare occasions is acceptable due to illness or training. However, the consistent use of this practice may lead to operational issues. This becomes a concern when the acting sergeant returns to his regular post and is again equal in rank to a peer who he had previously been in a position to discipline. Incorporating proper relief factor into the staffing plan as discussed in the previous paragraph, will help alleviate the issue of acting sergeant. Management and supervisors should continue to mentor and encourage staff to apply for the position of sergeant.

Of note, the intelligence sergeant position performs a variety of duties outside the functional operation of the jail. Because this position performs a variety of duties that support a safe and efficient operation of the jail, detention facility operational knowledge is essential – but being a correctional officer is not required. The intelligence sergeant

position may be filled by someone who either has correctional or law enforcement experience, and should be resume-based and not based on seniority or bid. Ideally, this position will serve as a stepping stone for individuals who desire to advance their careers either in the detention or law enforcement field. While this position has limited supervisory duties, it should hold the rank of sergeant since job duties may include sensitive information.

Recommendations:

Provide a total number of 15 correctional sergeants. This represents an increase of two (2) correctional sergeants, and incorporates a relief factor into the sergeant rank.

Encourage staff to apply for the position of sergeant and backfill vacant sergeant positions quickly.

The investigation sergeant position should have a resume-based application process and may be filled by an individual working outside the jail.

(8) **The Detention Services Division Needs 158 Correctional Officers or Intermittent Deputies and 15 Sheriff Security Officers to Cover Existing Fixed Post Positions, if Fully Incorporating Net Availability.**

As previously stated, the current number of full-time correctional officers is not adequate given the net available hours to work per year. When incorporating net availability, a total of 174 full-time employees are needed to cover all existing fixed post positions within the jail. Incorporating net availability into the staffing plan allows for adequate coverage of posts when staff are taking vacation time, sick leave, or participating in in-service training.

Based on the fixed post staffing plan currently employed by the jail, as partially reflected in the two fixed-post staffing range tables previously presented, the number of annual work hours needed to cover all fixed posts on each shift was calculated. The

following table is based on the current fixed post staffing plan, and reflects the number of positions by unit that are required based on the net annual work hour calculation provided previously. It should be noted that the correctional officer II (CO II) available hours were used as a baseline for correctional officer positions. Also, a detailed summary of staffing by post is included in Appendix A.

Summary of Fixed-Post Staffing by Service

Division	FTE's
Administration	9
Training	3
Jail – Sergeants	15
Jail – Correctional Officers	137
Jail – Sheriff Security Officers / Paraprofessionals	10
Total	**174**

A total of 174 positions are required to effectively and efficiently operate the Ramsey County jail. This analysis is summarized as follows:

- The total of 174 positions is 46 more than the current number of employees.

- Of the 174 employees that are needed, 15 of those may be sheriff security officers. The 15 sheriff security officer recommendation includes the 10 positions that were recommended for conversion to this position classification.

- An average of 2,438 hours were worked each month by intermittent correctional officers in the first quarter of 2016, which is equivalent to 17.4 correctional officers. For now, 17 of the required positions could be the continued through use of intermittents. The county and the RCSO can adjust that number in the long term.

- While this increase in staff (46) is a 34% increase over existing full-time employees, it will reduce the amount of existing overtime that is paid.

An alternative, then, to hiring an additional 46 full-time staff members is to:

- Hire an additional 14 full-time correctional officers.

- Hire or promote an additional 2 full-time correctional sergeants.

- Hire an additional 10 sheriff security officers.

- Hire or promote an operations commander.

- Continue to utilize intermittent correctional officers at current levels.

This alternative scenario could be altered in the future if Ramsey County considered gradually increasing the number of full-time correctional officers and transitioning the intermittent correctional officer program back to its original intent of providing vacation coverage during peak times. This would still allow the intermittent correctional officer program to be used as a stepping stone to full-time correctional officer employment.

Recommendation:

Provide a total of 137 correctional and intermittent officers, which is an increase of 14 full-time correctional officers. Intermittent officers should continue to be utilized at their current rate with increased funding for salaries. A total of 15 correctional officer sergeants are required, which is an increase of two (2) sergeants. In addition, a total of 10 full-time sheriff security officers are required.

3. TRANSPORTATION AND HOSPITAL UNITS PROVIDE VALUABLE SERVICES, WITH INCREASING JOB DUTIES THAT WILL IMPACT STAFFING NEEDS.

The Transportation and Hospital Units respectively fall under the command of the Detention Division. While they provide services to inmates housed in the Ramsey County jail, they are sworn staff and provide services that fall outside the supervision of in-custody inmates.

(1) Current Transport Staffing Plan was Analyzed.

The Sheriff's Office is responsible for handling transport duties for in-custody inmates and patients, including those relating to writs, inter-facility transit, juveniles, mental health patients, and extraditions, among other various types. The current staffing

plan was analyzed along with proposed changes to operational philosophy that will have an impact on staffing. It should be noted that for long distance extraditions, Ramsey County does use a contracted third-party transportation company to provide these services when applicable.

Currently the Transport Unit works 8-hour shifts (except sergeants) with three different start times. The following table presents the number of positions by shift and corresponding hours.

Transport Staffing by Shift

Shift	# of Authorized Positions	# of Filled Positions
Sergeants	███	███
Early Start	███	███
Late Start	███	███
Afternoons	███	███
Extraditions	███	███
Total	20	17

The current staffing plan provides shift overlap during the busiest times of the day ███████. Based on a staff memo from October 2015, there has been a recent shortage of staff due to transfers and retirements, and which is reflected in the three vacant positions noted above. To help alleviate the staffing shortage, a policy was created to provide guidance on single versus two deputy transports. The criteria for the use of two deputies is based on: the distance of the trip (greater than ███ miles, one way); whether the transport is a probate hold, extradition, or a trip with three or more inmates; or if the inmate is classified as high risk. When there were staffing shortages, Hospital Unit deputies were pulled if available, or staff worked overtime to fulfill

vacancies. The following table represents the number and type of transports for January and February 2016.

Transports January and February 2016

Month	Courtesy	Extradition	Probate	Transfer	Writs	Retrieval	Grand Total
January	14	1	133	102	153	177	580
February	12	2	151	87	176	193	621
Total	**26**	**3**	**284**	**189**	**329**	**370**	**1,201**

In January 2016, a total of 580 individuals were transported, and in February 2016 a total of 619 individuals were transported. Of the transports conducted in January and February 2016 approximately 47% required two deputies (565 transports).

Additional data was provided with regard to 2015 probate transports. Probate transports require two deputies per trip and depending on where the probate hold is located, may result in a lengthy drive. The following graph represents the total count of probate transport by day of the week in 2015.
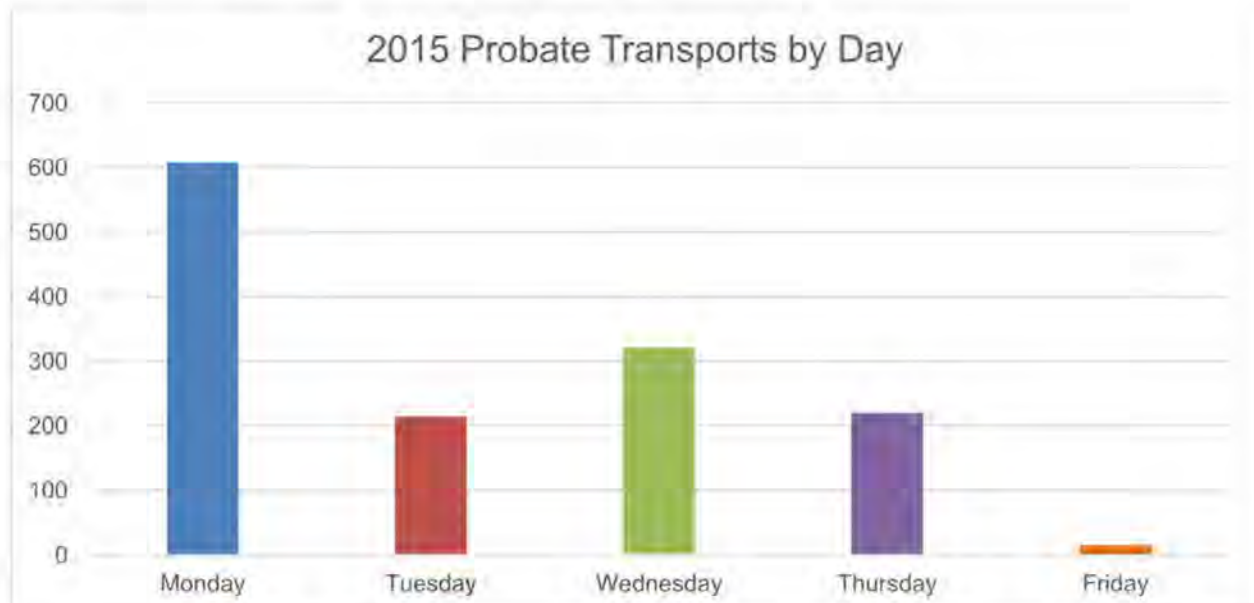
In 2015, 44% of all probate transports were conducted on Monday, while only 1% were conducted on Friday. Due to the nature of probate transports (requiring two

transport deputies), and with some transports requiring lengthy drive distances, Mondays are extremely difficult days to provide adequate staffing coverage. Ideally, Probate hearings should be schedule more evenly throughout the week, to allow for a more even distribution of transports throughout the week. Transport staff have recently begun a dialogue with probate judges and staff to allow for more even and consistent scheduling of the Probate court docket.

Currently there is no relief factored applied in the Transport Unit staffing plan. When applying the relief factor, each position requires 1.2 FTEs. Based on this calculation a total of 21 deputies are needed in the Transport Unit. Given the sporadic workload and current initiative to more evenly spread transport throughout the week, 21 deputies will be adequate to complete the duties of this division.

Recommendations:

A total of 21 transport deputies are required, which is an increase in one (1) position. Additionally, the three (3) vacant positions should be filled. A staffing complement of 21 deputies will provide an adequate relief factor.

Continue discussions with the Probate Court to be proactive in the calendaring of the case docket to more evenly distribute the probate court hearings throughout the week. This will significantly reduce demand on Mondays.

(2)   The Current Hospital Unit Staffing Plan Was Analyzed as Well as Alternatives.

Currently the Sheriff's Office provides sworn deputies for security and to observe inmates that are under the care of Regions Hospital in downtown Saint Paul. The Hospital Unit is part of the Transport Unit that falls under the command of the Detention Services Division. The Hospital Unit is supervised by a sergeant, reporting to a Commander. Deputies assigned to the Hospital Unit work four days on and 4 days off, with a Transport Sergeant providing supervision on the weekends and/or evening shifts.

The number of deputies that are located at Regions Hospital fluctuates with the number of inmates that are receiving treatment.

In Regions Hospital, the Sheriff's Office has a ▮▮▮▮ holding area adjacent to the emergency room, house inmates on the ▮▮ floor, and house inmates in the ▮ ▮▮▮▮▮▮. Deputies are assigned to provide security for inmates that may be housed elsewhere in the hospital on an as-needed basis. A minimum of ▮ deputies are assigned to each shift to cover the unit on the ▮ floor and to respond to the ▮ ▮▮▮▮▮ at any time. Inmates housed in the ▮▮▮▮▮▮ are there for ▮▮▮▮▮, but current policy allows for deputies to cycle through this area on a regular basis, or to be present when hospital staff interact with an inmate. Also, deputies provide coverage when inmates are brought to the hospital for clinics. Deputies may also respond to emergency calls that occur on the hospital campus if they are available to respond. Presently, deputies work overlapping 10 hour shifts. The following table presents the number of staff by shift.

Hospital Unit Staffing by Shift

Shift	# of Positions
Sergeant ▮▮▮▮▮	▮
Transport Sergeant ▮▮▮▮	
▮▮▮▮▮	▮
Total	14

It should be noted that if no clinic is scheduled or beds are not at capacity, then Hospital Unit deputies will provide support to the Transport Unit and vice versa if the Transport Unit is not fully utilized. For staffing shortages within the Hospital Unit,

vacancies are filled by Transport deputies, other patrol deputies, or correctional officers – often with overtime.

The Hospital Unit does not have a relief factor in its staffing plan. If all beds that are available to Ramsey County inmates are full, the sergeant must provide relief of deputies for breaks. While there is a shift overlap between ███████████, medical clinics and other inmate evaluations are conducted during this time. Currently, a Transport sergeant provides staff oversight during the weekend shifts and occasionally in the evening and overnight shifts. The Transport sergeant may provide relief to deputies and respond to emergencies. If an inmate is assigned to a bed outside of the ██ floor or ██████████████, then overtime is used to provide supervision of this inmate. A deputy is required to be bedside if an inmate is housed in the general hospital, and this additional post is generally handled through overtime.

Based on scheduling and current deployment of deputies to the hospital a relief factor and staffing plan was developed. It was calculated, based on a net annual work hour calculation (based on data presented in the second chapter of this report for patrol deputies) that ███ FTEs are required for 24/7 coverage of each deputy post. This was based on one post on the ██████ floor and one in the ████. A total of 12.4 full-time deputies are required to cover the hospital. The total number of sergeants required was also calculated. Based on the current operation of a weekday sergeant and the full-time staffing of the evening/overnight sergeant position, a total of 3.2 sergeants are needed for adequate coverage. A total of 15.8 deputies are required to cover the posts in the Hospital Unit. This is an addition of one full-time sergeant and one deputy.

Recommendations:

The Hospital Unit should include 16 deputies and 3 sergeants. This reflects one (1) additional sergeant to provide supervision between ▊▊▊▊▊▊▊ *on a full-time basis. Ideally, this post would allow for supervision over two shifts.*

This change also results is an increase of one (1) additional deputy to the Hospital Unit to provide relief coverage.

(3)   Potential Policy Change That May Affect the Hospital Unit Staffing Requirements.

During the data analysis process of this project, Ramsey County was advised of a potential policy change at Regions Hospital, with regard to supervision of Ramsey County inmates in the ▊▊▊▊▊▊▊, for inmates ▊▊▊▊▊▊▊▊▊ The new policy, as proposed, would require that all inmates housed in the ▊▊▊▊▊ ▊▊▊▊▊ be under constant supervision by Sheriff's Office personnel. This proposed change would have a staffing impact on the Hospital Unit. Based on the current schedule of this unit, it would result in an additional six deputies needed to cover this post 24 hours, seven days a week.

With this potential change in policy from Regions Hospital, and its related increased need for deputies at the hospital, other options may be available. One option is to shift performance of ▊▊▊▊▊▊▊ to the jail. While this option looks simple, it would require cooperation of the ▊▊▊▊▊▊▊ and ▊▊▊▊ staff from Regions Hospital. The Hospital Unit should develop contingency plans, due to the potential of this new staffing requirement at Regions Hospital.

Recommendations:

The proposed changes to hospital operations would require six (6) additional deputies assigned to the ▊▊▊▊▊▊▊ *Continue discussions with Regions Hospital with regard to potential changes, and develop a staffing*

deployment plan in conjunction with Regions that serves the best interest of both parties.

Begin and continue discussions with ███████████████████████ *Regions Hospital, and the Ramsey County Public Health Department, which provides medical services in jail, in regards to* ███████████████ *being performed at the jail. This discussion should include an analysis of potential staffing needs, facility requirements, and costs associated with conducting* ████████ *at the jail.*

(4) **The Transportation and Hospital Unit Should Be Located Under the Command of the Court & Security Services Division of the Sheriff's Office.**

Currently, the Transportation and Hospital Unit falls under the command of the Detention Services Division. The deputies that comprise this unit are sworn peace officers and may provide law enforcement services while on duty. Due to the fact that these officers provide security and supervision of inmates while in their custody, the duties are most similar to those of Court Security deputies. Ideally, the correctional officers or deputies for these units would be similarly trained and could be cross utilized when workload dictates. Shifting the supervisory responsibility of the Transportation and Hospital Units to Court & Security Services may result in additional operational efficiencies beyond staffing efficiencies. The overall structure and operational philosophy of the Court & Security Services Division is similar to those of the Transport and Hospital Units.

Recommendation:

Transfer the supervision of the Transportation and Hospital Units to the Court & Security Services Division.

5.   ADMINISTRATION DIVISION

This chapter focuses on the staffing of the Administration Division. The workload information used in this section was obtained from interviews with division supervisory and line personnel, lead administrative staff, and a review of documents and information from the Sheriff's Office and the division's information systems. The Division is primarily responsible for a number of public, community, administrative, and support functions of the Sheriff's office by providing resources, fiscal accountability, direction, planning, policy and leadership. An undersheriff oversees the division, with six units assigned to the division.

- Planning and Administrative Services

- Information and Technology

- Citizens Resource Center

- Training and Professional Development

- Professional Standards

- Jail Management System

Each of these functional areas is examined in a section of this chapter.

1.   PLANNING AND ADMINISTRATIVE SERVICES

The Office of Planning and Analysis oversees a variety of administrative and strategic functions of the Sheriff's Office. Primary responsibilities include:

- Finance and budget

- Human resources and payroll

- Procurement contract management

- Planning and analysis

- Project management

The unit is staffed according to the staffing plan below.

Unit	Staff	
Planning and Administrative Services	Director	1
	Accountant 3	1
	Account Clerk 2	1
	Personnel Transactions Assistant	1
	Administrative Assistant 3	1
	Planning Specialist 2	1
	Clerk Typist 2	1
Total FTEs:		7

(1)   Staff in Planning and Administrative Services Are Responsible for the Financial and Administrative Functions of the Sheriff's Office.

The director of Planning and Policy Analysis is primarily responsible for ensuring the fiscal, human resources, payroll, procurement, and related administrative needs of the RCSO are met. While directly reporting to the undersheriff of Administration, the Sheriff also tasks the director with assignments. Day-to-day responsibilities of the director include direct supervision of assigned functional areas within the Office of Planning and Administrative Services (OPAS). This includes budget and accounting, human resources and payroll, procurement and contract management, and planning services. The director and staff work closely with the County Attorney's Office, the County Manager's Office, Finance, and Human Resources to accomplish RCSO strategic goals.

One accountant III, one account clerk II, and a clerk typist II are responsible for budget and accounting. Primary responsibilities include processing accounts receivable and accounts payable, administering several specialized accounts (e.g., educational, training, uniform), generating invoices for services, and managing revolving and escrow accounts for civil process, gun permits, and inmate accounts. The accountant III works

procurement, purchasing, and contract management expertise and advice; managing procurement functions related to direct purchase, competitive solicitations; and contract creation related to a wide variety of supplies, equipment, materials, construction, and labor; as well as professional and client services. The contract manager also manages Board of Commissioners documentation, joint powers of agreement, grant agreements, and memorandums of understanding. Many of the documents require a legal review and signature. OPAS shares the services of a civil attorney with county IS and Human Resources to approve contracts, service agreements, grant agreements, and other documents. Some contracts are time sensitive and the civil attorney is not always available, resulting in delays.

One planning specialist position remains vacant. Primary responsibilities of the position include grants (researching, securing, and administering grant opportunities) and project management; coordinating performance measures; strategic planning; and, performing high level research, analysis, and reports.

OPAS relies on a retired temporary employee to accomplish workload demands. In addition, the director is directly engaged in assisting with reports in each functional area, as well as planning and research for the office and managing projects assigned by the sheriff.

Recommendations:

Work with the County Attorney's Office to ensure that a civil attorney is available to sign time-sensitive contracts.

Resolve the County HR Summit/PeopleSoft issue to provide more details about allocation and assignment of staffing.

(2)   The Account Clerk II Position Is Performing Accountant I Duties and Responsibilities.

An examination of the Ramsey County job classification for this position reveals that the accountant clerk II in this position may be working out of class considering current duties and responsibilities assigned. The director has requested a reclassification of this position. County human resources rules allow for a reclassification of current employees based on a review of work experience.

Recommendation:

Continue efforts to reclassify the Account Clerk 2 position.

(3)   The Planning Specialist Position is Open, Causing the Director and Staff to Take on Additional Duties of the Assignment.

This is a critically important position as it provides strategic planning support for emerging projects and grant management. Each of these responsibilities is time consuming. The director is currently performing these responsibilities, which occupy a considerable portion of time daily and on weekends. Grant management in particular requires technical expertise and vigilant oversight in order to comply with administrative and reporting requirements. The director has taken on the added responsibility of both areas during afterhours and weekends. While commendable, the director is "fully tasked" and taking on additional duties and responsibilities could have a negative impact on managing the unit. Analysis of the planning specialist position leads the Matrix Consulting Group project team to suggest it is too critical to the RCSO's mission to be left unfilled.

Recommendation:

Fill the open planning specialist position.

(4)   One Human Resources and Payroll Position is Not Sufficient to Accomplish the Workload in Human Resources and Payroll.

The Human Resources and Payroll Division processes payroll for approximately 450 to 500 employees, which includes conducting follow up with employees and supervisors and entering prior pay corrections, uniform reimbursements, and tax changes. Based on interviews and information provided to the project team, a 1.0 FTE personnel transactions assistant is not sufficient to perform the duties and responsibilities required of the position.

The addition of a position would allow the Sheriff's Office to divide human resource and payroll duties as well as provide backup, redundancy, and enhance reporting efforts. Again, interviews and data provided to the project team show the need for a full-time clerk typist II position in this functional area due to required volume, duties, and responsibilities.

Recommendation:

Fund one (1) personnel transactions assistant position in the Human Resources and Payroll area.

2.   INFORMATION AND TECHNOLOGY

Information Technology services are provided to RCSO staff through the Office of Technology Services (OIT) which supports, develops, and manages all technology and also provides research and evaluation. OIT works closely with Ramsey County Department of Information Services (DIS). The unit is staffed as follows.

Unit	Commander	Inspector	Sergeant	Deputy	Correctional Officer	Non-sworn Staff	
Office of Information Technology	1	1	1	4	1	1 Community Services Officer	
Total FTEs:	**1**	**1**	**1**	**4**	**1**	**1**	**9**

OIT staff respond to IT work orders sent by RCSO employees via an internally developed help desk application. Staff provide support for hardware, including desktops, laptops, tablets, peripherals, servers phone landlines, radio, network issues and procurement of technology. Most requests are resolved by OIT staff. Those not resolved are escalated to the vendor. The below chart provides work order workload data.

OIT Work Order Data by Category and Days Open: September 2012 – December 2015

Ticket Category	Avg. Days Open by Category	Percentage
Administrative	8.60	8
Cellular	11.04	10.3
Development Request	59.02	55.2
Hardware	10.74	10
Network	3.43	3.2
Software	5.92	5.5
User-Caused	2.35	2.2
Unclassified	5.80	5.4
Total	**106.91**	**99.80**
Administrative Services	11.86	29.9
Court and Security Services	4.75	11.9
Detention Services	5.71	14.4
Other/Outside Agency	2.53	6.4
Public Safety Services	6.69	16.8
Ticket Category	Avg. Days Open by Category	Percentage
Regional & Special Services	8.18	20.6
Total	**39.71**	**100.00**
0-1	6096	67.8
2-7	1680	18.7
8-15	495	5.5
16-30	319	3.5
31-99	285	3.2
100+	120	1.3
Total	**8995**	**100**

Source Ramsey County OIT, 2016

The data reveals that the 86 percent of work orders are resolved within one week and only 4.5 percent of work orders take more than a month to resolve. This data does not include the number of work order issues upgraded to vendors or County DIS. The data also shows that development, hardware and cellular requests comprise 83.5 percent of work order requests.

For a large government entity, such as a sheriff's office, it will never be practical or desirable for Information Technology services to be completely subsumed by the information technology services of the jurisdiction it operates within. This is because of the additional privacy and security needs of the law enforcement agency, responsive requirements, etc. However, a relationship between a Sheriff's Office and the jurisdiction is necessary to reduce duplication and over-specialization, increase standardization, and have common platforms for networks. The inter-relationship depends on many factors.

(1)   Comparative Models of IT Service Delivery

While it is not uncommon for large law enforcement agencies to have dedicated information technology staff, the methods for providing these services are often varied. In the comparative research conducted by the project team on sheriff's offices, agencies retained fewer positions dedicated to providing information technology services. When examined in comparison to RCSO IT staffing levels, the data shows that in many of the agencies studied, information technology services are largely provided by non-sworn staff in a 'shared service model'.

Jurisdiction	Service Scope	# Sheriff Staff	Operating Budget	IT Staff	IT Model
Allegheny County, PA	Law Enforcement	193	$17.2 m	Sworn – 0 NS – 2	Shared Service
Anoka County, MN	Law Enforcement Detention System	260	$30.7 m	Sworn – 0 NS – 3	Shared Service
Cuyahoga County, OH	Law Enforcement Detention System	1,100	$82.4 m	Sworn – 0 NS – 4	Shared Service
Multnomah County, OR	Law Enforcement Detention System	806	$128.5 m	Sworn – 0 NS – 7	Shared Service
Milwaukee County, WI	Law Enforcement Detention System	694	$78.7 m	Sworn – 4 NS – 0	Shared Service
Ramsey County, MN	**Law Enforcement Detention System**	**391**	**$50.9 million**	**Sworn – 8 NS – 2**	**Shared Service**
Hennepin County, MN	Law Enforcement Detention System	760	$100 m	Sworn – 0 NS – 21	Autonomous

Source: Matrix Consulting Group

The above chart reveals the OIT Unit has the largest number staff of employees per total employees served, and is largely comprised of sworn employees.

Also, in most counties radio systems are organized in a different unit of the Sheriff's office or governmental structure.

However, comparative staffing levels should not be a sole indicator of a 'best practice' in law enforcement IT service delivery, as the number does not reveal the quality of the agencies' IT services or the range of services, with regard to either hardware, maintenance, or user support. Because of this, it is important to examine the organization of IT services from a wider perspective that looks at a number of alternative methods of providing these services.

Some of the possible configurations for IT service delivery in larger sheriff's offices include:

- Complete outsourcing of information technology functions to the county.

- 'Embedded' information technology services, where an IT unit is dedicated to the sheriff's office, but is organized and reports to the county IT division.

- 'Standalone' sheriff's office IT unit, providing all or nearly all information technology services.

- "Tiered" approach to information technology services, where various levels and categories of IT support and maintenance are handled either by the sheriff's office IT unit or the county IT unit.

- "Mixed" responsibilities for providing IT support, hardware, and maintenance between the sheriff's office IT and county IT; some governance aspects shared between the two units.

The current approach to information technology service delivery in the Ramsey County Sheriff's Office can most accurately be described as ***"Mixed Responsibilities."*** While there are responsibilities and functions that are in general provided solely by the RCSO, infrastructure hardware and software maintenance of servers and storage and network systems are shared between entities.

(2)   Delineation of IT Roles and Responsibilities within the Sheriff's Office

The table below, while not intended to reflect the absolute delineation of responsibilities between Ramsey County and RCSO OIT units – given that there are exceptions within many of the categories – provides a general overview of how major IT support functions are organized and divided:

General Assignment of Responsibilities between County and RCSO IT

Category	Infrastructure / Hardware	Software and Maintenance	User Support
Desktops and Laptops	Sheriff's Office	Sheriff's Office	Sheriff's Office
Servers and Storage	County/Sheriff's Office	County/Sheriff's Office	Sheriff's Office
Network Systems	County/Sheriff's Office	County/Sheriff's Office	Sheriff's Office

Source: Ramsey County Sheriff's Office OIT 2016

Given the interconnectivity of IT equipment and the necessity for standardized security access protocols and systems across all platforms, there are advantages to having a single unit responsible of some IT functions. If a change is made to network protocols (for example, replacing an outdated system), changes will likely need to be made within the other platforms – some of which could either be time-intensive, costly, or require advanced planning.

(3)   Improving the Coordination of IT Service Delivery

The division of software and maintenance responsibilities inherently limits the streamlining of IT decision-making, priorities, funding, and can put the RCSO in a 'reactive' position. While effective coordination and communication, as well as a county governance model, could mitigate this issue, the process is best streamlined by integrating decision-making and planning regarding change adaptation as well as the policies guiding the changes.

It is also vital for user support functions to be provided by the same agency that initiates changes to software and network infrastructure, as any decision that will impact the end user (e.g., deputies in the field accessing data on their MDCs) correspondingly represents a significant workload for the staff tasked with providing support and

installation services to them. Given that the Sheriff's Office is a 24-hour operation that often requires time-sensitive and mission-critical support on Information Technology issues, as well as the additional security needs required by a law enforcement agency, these responsibilities are best managed within the RCSO OIT.

Given the advantages for IT operations to function in a coordinated manner for use policies, system standards, the RCSO OIT– excluding all radio repair and staff – could operate in a "shared services environment" and be a semi-autonomous function with the Ramsey County DIS. All RCSO IT unit personnel would remain within the agency as an 'embedded unit'. The RCSO IT manager would formally report to the head of county IT, but would functionally receive strategic direction and prioritization of service needs from the RCSO. This has advantages for the Sheriff's Office – as a critical emergency service agency, its prioritization of needs and funding would be placed within a consolidated technology strategic plan for the county. Rather than competing for this critical infrastructure it would be one of the services at the top of the list of priorities.

Recommendations:

Consider transitioning Sheriff's Office information services into an 'embedded unit' model of management where the unit is formally organized under the Ramsey County Information Technology Department in order to better streamline coordination and change management. However, for day-to-day operations, IT should functionally report to RCSO leadership within the Administration Division to provide prioritization of service needs and strategic direction.

Radio support and engineering functions should not be affected by this organizational change, and should remain within the RCSO. However, the unit should be organized under the 911 Dispatch Division, placing the unit within its governance structure.

(4) **Staff in the Office of Information Technology Are Not Clearly Delineated by Roles and Responsibilities.**

A commander manages OIT and directly supervises the sergeant. The commander oversees the OIT budget and works closely with the undersheriff who sits on the county technology board that reviews IT requests. The commander ensures IT requests are completed Ramsey County DIS every December for budget consideration. The commander determines mid-year requests for budget revisions for Ramsey County DIS review.

One Inspector is assigned to the acquisition and implementation of a replacement for RSCO's outdated jail management system. This is a project management assignment, and the inspector has no supervisory of functional responsibilities in OIT (see below).

One sergeant manages the day-to-day operations of OIT, and supervises sworn and non-sworn personnel. This position is not clearly defined. The sergeant oversees the deputy's responses to IT work orders and responds to work orders if necessary. The sergeant approves afterhours responses to more serious IT issues and will respond if necessary. The sergeant works with vendors on IT issues OIT is unable to resolve.

Three deputies spend most of their time responding to electronic work orders. The fourth deputy, added in 2016, is dedicated to supporting the replacement records management system. The majority of work orders involve password resets and hardware and software issues. One deputy is assigned to the Law Enforcement Center, one to Public Safety Services, and one to Fleet. The fleet officer deals primarily with patrol vehicle IT work orders.

(5)   The Office of Information Technology Unit Is Not Appropriately Staffed Given Duties Functions Performed and Data Provided.

"Civilianization" is a rapidly growing trend in law enforcement, especially in the

more technical areas including information technology. A U.S. Department of Justice assessment of civilianization in a variety of functional areas, including information technology, found it "has especially promising potential for improving performance and cost-effectiveness... and maximizing productivity[10]."

The RCSO would realize many benefits in civilianizing the sergeant, 4 deputies and 1 correctional officer positions with non-sworn IT personnel based on need and in accordance with Ramsey County job classifications for the positions. There are many benefits to this recommendation. This would also provide the RCSO with a career position in a highly technical area; loss of sworn personnel due to promotion and job changes is likely. It would also provide the RCSO with highly trained personnel who specialize in IT issues. Thus, the strategic advantages of civilianization in highly technical areas provide many benefits to organizations.

Recommendations:

Replace the four (3) deputies and one (1) correctional officer with trained and certified IT technicians and specialists.

Replace the sergeant in this unit with a non-sworn manager position.

3. CITIZENS RESOURCE CENTER

The Citizen Resource Center (CRC) provides a combination of public, community, and administrative and support services including warrants processing, criminal history, summons bookings, and gun permit applications. The Ramsey County Sheriff's Office is mandated by Minnesota statutes in each of these areas. The CRC responds to records requests from a wide array of customers including investigators,

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[10] Davis, Robert, et.al., (2014) Civilian Staff in Policing: An Assessment of the 2009 Byrne Civilian Hiring Program. U.S., Department of Justice. Retrieved from https://www.ncjrs.gov/pdffiles1/nij/grants/246952.pdf May 12, 2016.

prosecutors, defense attorneys, probation and parole officers, and the public. A non-sworn Manager oversees the CRC and directly reports to the undersheriff over Administration.

The Warrants Unit processes all warrants. The statute states that the Sheriff's Offices enter warrant information into a database and pursue and apprehend all felons. The CRC processes all warrants that are issued by Ramsey County District Court as required by state statute. This includes entering warrants into and removing warrants from state and federal databases while providing timely, accurate and non-biased information to the community and law enforcement agencies regarding individuals with active outstanding warrants. The Apprehension/Special Investigations Unit located in Regional Services Division is responsible for the service of warrants, including pursuit and apprehension of fugitives.

The Criminal History function maintains and disseminates criminal history information on all persons arrested in Ramsey County. Working with local, state, and federal agencies, criminal history information and booking photos are made available to assist in the arrest, charging and sentencing process of known criminals. In accordance with the Minnesota Data Practices Act and applicable laws, this unit also provides records to the public and to employers mandated to check criminal history records prior to employment.

The gun permits function is responsible for providing services related to purchasing or transferring a handgun, as well as permits to carry a handgun, in accordance with Minnesota and federal laws. These services are provided to residents of Ramsey County. This function is located in the CRC and receives clerical support,

but the Investigator assigns reports directly to the Professional Standards commander. Gun permits are discussed further in the Professional Standards section below.

The CRC also provides summons booking services (photos and fingerprinting) of defendants criminally charged in Ramsey County District Court, fingerprinting services for background checks for employment, human services public housing and other reasons and requests for booking photos of arrested persons (pursuant to conditions outlined in Minnesota state statutes.

The Unit is staffed according to the chart below:

Unit		Civilian Staff
CRC	Manager	1
	Clerk 4)	2
	Clerk Typists	9
Total FTEs:		**12**

(3.1) Staff in the CRC Are Clearly Defined

As noted above, the primary functional areas of the CRC are mandated under Minnesota Statute. Audits by state and federal authorities are conducted of several processes to ensure compliance.

A manager oversees day-to-day operations of the CRC. This includes monitoring workflow, data accuracy, and overall quality – assuring processes and procedures are accomplished to establish guidelines and regulations and make recommendations for changes to RCSO staff. The manager also supervises personnel including, hiring, evaluations, performance, and corrective discipline. The manager is a member of the RMS team, which is completing the final phase of implementation of a new records management system. The manager also is a member of the Countywide Records Management Committee, which meets monthly to discuss policies and practices for

records management and retention.

The Criminal History supervisor (a clerk IV position) is responsible for the central repository of all arrest and conviction records for the Second District Court. This includes sealing and expungements, producing clearance letters as evidence where no criminal history exists, performing background checks on potential jurors, public housing applicants, pre-employment screening and scheduling and providing summons bookings and public fingerprint and photograph services. Criminal History staff also assist investigators in preparing photo line-ups for investigations.

A clerk IV position is assigned to warrants. With the assistance of five clerk typists all warrants issued by the Second Judicial Court are processed and verified. Other warrant responsibilities include:

*   Proofreading of all warrants

*   Entry of warrants into portals (NCIC and CJIS)

*   Confirmation of active warrants for the public and law enforcement agencies

*   Creation of a "warrants file" for service by the Regional Services Investigative Unit or patrol deputies.

*   Updating of warrant status (cleared, recalled, arrest, bail or bond)

The public has access to arrest and booking information via the RCSO's website.

Eight clerk typists support the CRC's primary functional areas. Two are assigned to Criminal Histories, five are assigned to warrants and one to gun permits. One also oversees the "hot desk," which receives teletype warrants. The hot desk is operated by correctional officers 17:00-07:00 on workdays and 24 hours on weekends and holidays. Detention Services is at critical staffing levels and the use of officers to cover the hot desk is addressed in the Detention Services Division section of this report. After the

Matrix Consulting Group project team began its review, efforts to move coverage of the hot desk after hours to dispatch – which has a teletype on-site – is being considered.

Clerk typists are also rotated to staff the customer service desk and answer the phone. The front desk receives a number of requests including media calls, photo lineup assistance from investigators, and requests of criminal histories from county attorneys and citizens.

The following table presents the most common types of processes managed by the CRC. These figures reflect the number of processes, estimated hours per staff, and staff required.

Citizens Resource Center Processes Data: 2013-2015

Task	2013	2014	2015
Bookings	21.053	N/A	N/A
Total Releases	20,077	20,697	21,279
Bail/bond	21,611	N/A	N/A
Felony Warrants issued	3501	3628	4077
Other Warrants Issued	7298	6993	8125
Recalled Warrants	328	349	520
Felony Warrants Cleared	11,426	10,449	N/A
Booking Warrant Checks	21,053	21,047	21,611
Pre-release warrant checks	20,722	20,697	21,611
Expungements	374	244	193
Fingerprinting	N/A	1,382	2,423
Summons Bookings (Prints/Photos)	N/A	632	723
Subpoenas Processed	N/A	N/A	N/A
Criminal Histories Processed	N/A	N/A	N/A
Gun Permits	3701	2609	3045
Gun Permit Annual Checks	N/A	N/A	N/A
Telephone Calls	(not tracked)		

Source: RCSO CRC Unit 2016.

As illustrated in the chart above, data for several processes are not available. The project team was informed that this is partially a result of the new RMS not being fully implemented. Tracking these processes is important to understanding workload

and staffing needs for the CRC as well as other units whose duties and responsibilities

are related to these processes.

Recommendation:

Collection of data for CRC processes should be a priority in the implementation of the new records management system.

(3.2) The Citizens Resource Center Is Appropriately Staffed for Non-sworn Personnel Assigned Given Duties and Functions Performed and Data Provided in All Functional Areas Except Gun Permits.

During the year, backlogs in criminal histories and warrants occur due to a

number of reasons, including arrests during large special events, open clerk positions in

CRC, and employee time off. While backlogs occur, the manager is able to adjust clerk

staffing to address this issue in all areas except gun permits, where the backload

exceeds current staffing's ability to resolve. Recommendations for the gun permit

function are provided in the Professional Standards Unit discussion below, as this is

where the investigator's position resides.

Recommendations:

See Recommendation for Gun Permit clerical support in Professional Standards below.

Continue to explore alternatives to cover the "hot desk" post after-hours, weekends, and holidays and return correctional officers to their primary assignment.

4. TRAINING AND PROFESSIONAL DEVELOPMENT

The Training and Professional Development Unit is responsible for recruitment,

background investigations, and training of all sworn, correctional, and non-sworn RCSO

personnel. This includes deputy and correctional officer academy classes, in-service,

and professional development classes for all employees. The RCSO is accredited by

the Minnesota Board of Peace Officer Standards and Training (POST), which allows the

Sheriff's Office to approve and sponsor continuing education opportunities. The RCSO underwent a POST audit in 2015, which determined the agency's policy manual, training, and personnel records were in compliance with state legislative mandates. Training staff utilize a variety of methodologies to accomplish recruitment, background, and training requirements, including use of trained deputies in other divisions to supplement trainings efforts in these areas, as well as delivering selected course via PowerPoint that personnel can access at their convenience. The East Metro Firearms Range, available for all law enforcement agencies in Ramsey and Washington counties, is managed by the Training and Professional Development Unit. The unit is staffed according to the levels shown in the following chart:

Unit	Commander	Sergeant	Deputy	Correctional Officer	Non-sworn Staff	
Training & Professional Development	1	2	4	1	1 Clerk	
Total FTEs:	1	2	4	1	1	9

As illustrated in the chart, there are a total of nine full-time personnel assigned to the Training and Professional Development Unit. It should be noted that a Correctional Lieutenant also directs training for the Adult Detention Center. Training is a critical internal service provided to employees of the RCSO. The table below illustrates the strengths of the Training and Professional Development Unit:

Performance Target	RCSO Meets?	Issue Area?
PROFESSIONAL DEVELOPMENT		
In-service training hours averages 40 hours per deputy per year; In-service training hours averages 24 hours per correctional deputy per year.	√	
In-service training hours is available to non-sworn staff each year and a target set appropriate to that function.		√
Training records are centralized.	√	
Does the Sheriff's Office conduct a supervisor's school for new supervisors?		√
Are electronic (i.e., "e-learning") training courses available and utilized?	√	
Does the Sheriff's Office provide a command college or new manager training?		√

As illustrated in the chart above, there are opportunities for improvement in training and professional development of sworn and non-sworn employees. For example, training for non-sworn staff is not defined. Interviews reveal that non-sworn staff are provided the opportunity to attend some courses, but work requirements prevent this from occurring in most cases and accommodations to attend are not often made.

The RCSO does not conduct a new supervisors course or command college type of training for new managers. These are critical positions in the organization and best practices identify training for first-line supervisors and managers as critical to their success. First line supervisors specifically benefit from training in areas such as performance evaluations, discipline, motivation, team development, and community policing and problem solving.

Correctional officers receive on average 24 to 32 hours of training each year, when 16 hours is considered an acceptable level. This increased training is due to the requirements of the Minnesota Department of Corrections, federal government, and

American Correctional Association (ASA), which require more annual training. Also, Minnesota requires 16 hours of annual training for correctional personnel and the county is currently providing an average of 24 hours of training.

The following table summarizes the minimum state requirements for training and what RCSO provides above that minimum:

State Minimum Training	RCSO Provided Training (in addition to State Minimum)
Annual use of force	Diversity
1 annual firearms qualification	Employee Assistance
1 annual low light shoot	Annual data practices
1 annual inclement weather shoot	Annual right to know
Emergency vehicle operations, every five years	1 annual decision shoot
Basic first aid and CPR	First responder training

The RCSO does not teach a first line supervisor course to newly promoted supervisors or a basic management course for personnel upon promotion to sergeant or higher positions. These courses are important to employee and career development.

Recommendation:

Develop a first-line supervisors course and basic management courses and make them mandatory upon promotion.

(1) **Staff in the Training and Professional Development Unit Have Clearly Defined Roles and Responsibilities.**

A commander is responsible for the overall management of the unit and for direct supervision of two Sergeants. The commander also directly supervises the clerk, who performs administrative support.

One sergeant oversees day-to-day operations, including shift schedules, personnel issues, discipline, and reporting. The sergeant approves all lesson plans generated by personnel conducting training for POST credits, and teaches firearms and

compliance, and documentation. The deputy works closely with other partner agencies that use the facility, and coordinates the range schedule.

One correctional officer (CO) coordinates all Detention Division training with Detention Division administration, including in-service and academies. The CO is also the overall lead instructor on a new first aid program and teaches topics such as first aid, Taser, and use of force.

One clerk processes all training-related paperwork, including registration, travel attendance logs, and certificates of completion. The clerk also processes necessary POST documentation for deputy license requirements in accordance with state law. Duties also include coordinating swearing in ceremonies following academy graduations, and scheduling new deputy agility course testing and interviews for new hires. This clerk is also responsible for maintaining records. All staff in the unit keep inventory of various items, including Tasers, tactical weapons and munitions and officer's personnel weapons.

The following table represents deputy academy data.

New Deputy Academies

Year	Number of Academies	Number Hired	Number Graduated	Percent Graduated
2013	1	4	4	100%
2014	2	24	23	95.8%
2015	0	n/a	n/a	n/a
2016	1 (as of March)	12	11	91.6%
Total	**4**	**40**	**38**	**95%**

Source: Ramsey County Sheriff's Office, 2016

The chart reveals a relatively low number of hires in the past four years. The percentage pass rate of recruits is high, averaging 95%.

Recommendations:

The Recruiting Unit is adequately staffed considering the duties and responsibilities of the position.

The Training Clerk should utilize the Administration module in the new RMS system to enter data and manage all training related administrative functions.

(2)   Outreach and Recruiting

One supplemental deputy manages the RCSO's outreach and recruitment effort. The recruitment unit was started in 2015. Outreach and recruitment for an agency the size of the RCSO clearly exceeds one person's ability to manage it successfully. Understanding this, the RCSO developed a volunteer recruiting team comprised of 19 members that represent a cross section of the agency, including ranks, gender, diversity deputy and correctional officers. This team is selected by the recruitment officer and meets periodically to discuss recruitment strategies. Members of the team also participate in recruitment events.

The RCSO's recruitment strategy is focused on networking through industry contacts, association memberships, trade groups and employees, building networks to find diverse qualified candidates, and utilize social networking to attract new candidates. Outreach efforts are also done at high schools, post-secondary programs, and colleges. This primarily involves attending recruiting and job fair events of which 31 were visited in 2015. Recruiting also targets local colleges and universities where they are directed to focus on athletes as preferred candidates. The project team believes the RCSO may be limiting the availability of well-qualified candidates by focusing on athletes. Many agencies have expanded their recruitment at colleges to different degree areas, finding well-qualified candidates to perform the duties and responsibilities of officers in today's

successful move to the next step in the hiring process.

RCSO receives an estimated 200 backgrounds for personnel annually. Staff throughout the agency are trained in background investigations and assist in the process when needed. The process is not automated so applicants must complete background forms by hand. Applicant data including race, gender, ethnicity, age, and reasons for disqualification are not maintained. This information would be helpful for recruiting and for staff review for needed modifications or enhancements to the process.

Recommendations:

Automate interest cards and background forms and make them available on the RCSO's website.

Maintain applicant demographic data and reasons for disqualification and report to staff as directed.

Automate the background data so that analysis of applicants includes at a minimum: demographics, success and failure rates, reasons for decision, and caseloads by background investigator.

(4)   Academy and In-Service Training

Minnesota POST mandates 48 hours of law enforcement related continuing education every three years. Use of Force training including a policy review must be included in annual training. An eight-hour emergency vehicle driving course to include policy review is required every five years. As noted below, a POST audit of the RCSO's in-service training revealed the agency's policy manual, training and personnel records are in compliance with legislative mandates.

The RCSO utilizes current personnel with an interest in teaching and specific expertise to assist the Training and Professional Development Unit personnel with the delivery of training. This is a common practice and in the survey of other similar

Counties, all six agencies reported using internal employees hired either off duty on overtime basis or reassigned during their normal duty hours to assist in the training effort. The following table illustrates the number of full-time personnel permanently assigned to the training function in the survey counties:

Agency	Operate Academy	Annual Training Hours	FTE Personnel for Training Delivery
Allegheny County	No	40 Odd Years 64 Even Years	2
Anoka County	No	Varies	2
Cuyahoga County	No	48 Hours Annual	6
Multnomah County	No	40 Hours	6
Milwaukee County	Yes	24 Hours	4
Ramsey County	Yes	24 Correctional 40 Sworn	9
Hennepin County	**Yes**	**40 Correctional 32 Sworn**	**8**
Agency Average		**37 hours**	**5.28**

Source: RCSO training Unit, 2016

As shown above, the RCSO is above the agency average for the surveyed counties with nine personnel directly assigned to deliver training programs to personnel. Ramsey County is the only agency with more personnel directly involved in the full-time delivery of training with nine (9) employees.

The RCSO is well below the average number of hours of annual in-service training when compared to the other agencies that average 37 hours (not including Anoka County and including 32 hours sworn for Hennepin County). The RCSO's in-service training primarily addresses topics specific to POST certification. When considering the high number of staff dedicated to training at RCSO, this is an area critical to employee development that has room for improvement. An in-service non-sworn course is provided but the project team was advised by non-sworn staff that they are often unable to attend due to work requirements.

The project team was provided available records for training. The RCSO should work to develop continuing education for these personnel to ensure they remain proficient in their job skills and have the opportunity to develop new skills and develop as employees.

Recommendations:

Increase the number of hours of in-service training for deputy, correctional deputies, and non-sworn staff. The course should include topics that are additional to state requirements and contribute to professional development.

Maintain current staffing levels in the Training and Professional Development Unit.

Make in-service training for non-sworn administrative and support personnel a requirement so that all are able to participate in professional development.

5. PROFESSIONAL STANDARDS

The Professional Standards Unit is managed by an acting commander position that reports to the Administration Division undersheriff. Primary duties and responsibilities include internal affairs, policy and procedure updates, and gun permits. The unit is staffed with one (1) sergeant to conduct the internal affairs (IA) investigations, one (1) deputy investigator for gun permits, and one (1) clerk that supports gun permits. The gun permits deputy investigator and clerk are located in the Citizen's Resource Center.

Internal Affairs accepts complaints received internally and externally regarding the conduct of RCSO personnel. The internal affairs investigative process and disciplinary procedures are guided by RCSO policy. Minor complaints are handled in accordance with RCSO policy and referred to the employees command to address. One

sworn deputy assigned to corrections assists IA with the investigation of some corrections complaints.

The unit is staffed according to the following chart:

Unit	Commander	Sergeant	Deputy	Non-sworn Staff	
Professional Standards	1	1	1	1 Clerk Typist 3	
Total FTEs:	1	1	1	1	4

(1)   Staff in the Professional Standards Unit Have Clearly Defined Roles and Responsibilities.

The commander is responsible for the administration and management of Professional Standards. The review of policies and procedures consumes three to four hours a day of the Commanders time. The office utilizes Lexipol software that provides "best practices" model policies for law enforcement policies and procedures. At the time of this review, approximately 60-70% of policy reviews were completed with 30% pending. All policies under review are sent to the appropriate functional area for comment and upon return, are updated and distributed agency-wide. All internal affairs complaints are first reviewed by the commander and undersheriff to determine whether they will be formally investigated by IA or sent to the appropriate unit's supervisor for review. The commander is also responsible for building services which include property project management in the Law Enforcement Center.

One sergeant is assigned to IA investigations. Policy 1020 clearly articulates roles and responsibilities of the investigator. The policy also defines the IA process, definitions of complaints; the timelines for completion of complaints, disposition, and discipline; and the rights of employees. All cases including employee, status, allegation summary and disposition are tracked using an Excel database. The sergeant utilizes

three (3) trained supervisors assigned to Court, Patrol, and Detention/Transport to assist with the investigation of complaints in their functional areas. In accordance with policy, complaints conduct or performance that do not qualify as a violation of policy (e.g., policy clarification or organizations response to incidents) may be handled informally (undocumented) and handled in accordance with policy. IA produces a quarterly report to staff that includes information regarding case status and investigation.

One deputy is assigned to investigate gun permit applications in accordance with state law. Legislation requires gun permits are completed within 30 days or the applicant is automatically approved. The Gun Permit Unit has had a permit automatically approved.

Disqualified applicants are allowed to appeal denials within 15 days, requiring the Investigator to respond within 20 days and deny or approve the appeal. The applicant may also appeal to Ramsey County District Court, in which case the sergeant would appear on behalf of the county. This occurs only a couple times per year.

One clerk provides administrative assistance to the gun permits Investigator. This includes conducting background and criminal history checks in accordance with State mandated guidelines. The clerk is also responsible for conducting annual background checks of approved gun permits. There is a considerable backlog in background checks.

(2)   Internal Affairs

The Internal Affairs Unit is responsible for accepting and investigating any allegation of RCSO employee misconduct, improper job performance or violations of

policy, procedure and or federal or state law. Complaints may be made internally or by the public and submitted by phone, in person, mailed, or faxed to the RCSO. The complaint process is clearly articulated in RCSO policy and consistent with industry standards. The policy also addresses its compliance with Minnesota statutes that address peace officer discipline procedures. Minnesota POST requires that agencies submit alleged misconduct data annually.

The complaint form and instructions for submission are provided via the RCSO's website. Information about the process and the complaint form is available in English. According to U.S. Census Bureau data, the county has experienced rapidly growing Hispanic and Asian populations. Many agencies provide complaint information and reporting in multiple languages in an effort to improve public relations and transparency.

Internal affairs complaint and supervisory review data is documented in an Excel spreadsheet. The data includes date received, complainant, type of complaint, employee involved, case status, allegation summary and disposition. While it is a relational database, the Internal Affairs Unit does not conduct analysis of the data. The data is also not reviewed to identify potential training issues. Several IA early intervention software programs will provide this reporting and much more to enhance RCSO's management of data and early intervention of employee misconduct. IA Pro is one of many such programs that are available to law enforcement agencies.

The project team noted several strengths and some improvements needed for the Internal Affairs Unit. These include:

Performance Target	RCSO Meets?	RCSO Does Not Meet
INTERNAL AFFAIRS		
Are minor complaints followed up or handled at the unit or division level?	√	
Does the agency have a policy establishing a specific target time frame for completing internal investigations, with any extensions based upon justified documented requests (e.g., 30 days)?	√	
Does the RCSO contact citizens in a timely manner to inform them of the investigation in progress?	√	
Are all citizen complaints tracked to insure thorough investigation?	√	
Complaint and non-complaint information is used to develop guidance for both training and policy development.		√
Are persons responsible for conducting internal investigations provided specialized training?	√	
Does the Internal Affairs Unit use an early Warning System?		√

Internal Affairs and Administrative Reviews 2012-1015

Action Type	2012	2013	2014	2015	Avg. # / Year
Internal Affairs Cases	19	17	22	30	22
Administrative Reviews	25	26	18	17	21.5
Interviews	97	80	74	70	66.7
Phone Complaints	103	108	118	66	98.75
Total					

Source: Ramsey County Sheriff's Office, 2016

The table above shows 22 cases on average were investigated, and 21.5 complaints received administrative reviews. While the workload exceeds the ability of one Investigator to handle, the unit utilizes trained Investigators from other divisions to assist when necessary. Few investigations extend beyond time limits established by policy but the few that do typically have extenuating circumstances and are not a result of staffing.

The following chart illustrates the disposition for IA cases in 2015:

2015 IA Cases

• Sustained • Resignation • Open • Discharged

The data includes both deputies and correctional officers. The chart shows the majority of investigated cases (15 of 30), were sustained with dispositions ranging from a written reprimand to days off. 9 of 30 cases were open and pending a disposition. The number of sustained IA cases is less than 20%, which is significantly lower than RCSO's 50%. This high sustained rate may be a result of the intake review of complaints by the commander and undersheriff, but this cannot be determined by the information and data provided to the team.

Recommendations:

The internal affairs function is appropriately staffed for sworn personnel assigned given duties functions performed and data provided.

Explore ways to provide non-English speaking residents with the ability to file complaints.

Allow citizens to file complaints on the RCSO website.
Purchase an early intervention software program to track internal affairs complaints, use of force, and other data to assist in proactively identifying and correcting employee performance.

Fund an administrative clerk position for the Office of Professional Standards.

(3)   Overview of Gun Permit Unit

The State of Minnesota has a mandate for sheriffs' offices to issue permits for persons authorized to carry concealed handguns. The RCSO Gun Permit Unit fulfills the mandate by conducting initial criminal history background checks on each applicant for concealed handgun permits, as well as by conducting annual criminal history background checks on each person that the RCSO has issued a permit. There is a backlog of annual criminal history checks on those possessing gun permits.

The unit is staffed with one (1) sergeant and (1) full-time clerks. The unit collects a fee for permits and renewals. State law does not allow an agency to charge more for permits than the cost for staffing the office. Concealed handgun permits are reviewed in the same month each year that they were issued, which results in an inconsistent workload depending on how many permits were issued in a given month over the previous five years. By law, the county has 30 calendar days to either issue or deny a permit and the applicant has 15 business days to appeal a denial. The Sheriff's Office is then given an additional 10 business days to make a final decision regarding issuing the permit.

While the investigator is able to complete the application backgrounds within the 30-day requirement, a backlog occurs when the deputy takes time off, requiring overtime to comply with the law. The clerk is unable to complete annual background investigations.

The backlog of annual recertification of gun permits is a high liability issue and resolution should take priority. While the CRC has recently begun to assign clerks from

other functional areas of the unit during slow work periods, the number of background checks justifies additional staffing to eliminate the backlog as quickly as possible. The RCSO may consider full-time clerical staffing or outsourcing of temporary clerical staffing that are vetted to access the databases necessary to accomplish background checks necessary to complete recertification. The state has recently automated the recertification process and shortened the form that may reduce the time required.

Recommendation:

Increase clerk administrative support or fund an administrative clerk to the gun permit function to eliminate the backlog of annual gun permit background checks required by law.

6. REGIONAL SERVICES DIVISION

This chapter focuses on the staffing of the Ramsey County Sheriff's Office Regional Services Division. The workload information used in this section has been obtained from interviews with division supervisory and line personnel, lead administrative staff, and a review of documents and information from data management systems. The division is responsible for law enforcement and public safety services that involve multiple agencies, joint investigations and regional partners that have countywide impact. The division is also responsible for contract negotiations, labor and union relations, and the Employee Assistance Program. The division is managed by the Chief Deputy, who supervises one inspector and four commanders as direct reports. There are six units assigned to the Court and Security Services Bureau:

• Government and Labor Relations

• Two watch commanders

• Apprehension/Special Investigations

• Violent Crime Enforcement Team

• Public Information Office

The division is staffed according to the following plan:

Unit	Cmdr.	Insp.	Lieut.	Sergeant	Deputy	Non-Sworn Staff	
Regional Services Division							
Government and Labor relations		1					1
Public Information Officer				1			1
Watch Commander	2						
Apprehension / Special Investigations	1			1	7	Inv. Asst.	3[11]
Violent Crime Enforcement Team	1			2	6 1 DEA / TF	Inv. Asst. Clerk IV	1 1

1. GOVERNMENT AND LABOR RELATIONS

The Government and Labor Relations Unit advocates for the Ramsey County Sheriff's Office and liaises with local, state, and federal agencies and elected officials. Primary responsibilities include legislative support for the sheriff and staff, government relations, contract negotiations, and legislative liaison roles when the legislature is in session. An inspector heads this unit and directly reports to the chief deputy.

The Government and Labor Relations Unit supports the Sheriff's Office on legislative and other trends and emerging issues in law enforcement, as well as the county elsewhere. This requires interfacing with Ramsey County Human Resources, Legislative staff, county attorney, elected officials, and appointed officials throughout the County. An inspector is responsible for the overall management of the unit and directly reports to the chief deputy.

The state's legislature meets annually from January to May. During this time, the Inspector represents the Sheriff's Office and law enforcement in general on related legislative issues. This involves working closely with county legislative representatives and the County Attorney's Office to track proposed law enforcement related issues and

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[11] Two positions are authorized

report it to the RCSO. Duties also include attending legislative meetings and sessions, meeting with legislatures to share the sheriff's position on issues, testifying on issues, and briefing RCSO commanders at monthly meetings.

The inspector also represents the RCSO during contract negotiations. The RCSO has three corrections and three deputy labor organizations. The Inspector sits at the table with Ramsey County Human Resources labor representatives and keeps staff appraised throughout the negotiations process. The Inspector's primary role in negotiations is policy clarification.

The Inspector also directly supervises the public information officer (PIO), a sergeant. The PIO's primary duties and responsibilities include responses to all media inquiries and data requests for public information which are guided by state law. The Inspector assigns all data requests for information to the PIO and reviews and approves responses. Interfaces with the County Attorney Office's Civil Division are also required on all potential litigations. Careful oversight of data requests for public information is required due to state law requirements.

Additional duties include special projects as assigned, approval of Honor Guard requests, and accountability for badges and uniforms. Previous assignments included finding space for the RCSO's CrossFit training equipment and program, acquisition of storage facilities for the watercraft and ATVs, and a security plan for Union Depot. These types of assignments are intermittent.

The duties and responsibilities related as legislative liaison and contract negotiations are not full-time throughout the year. The added oversight of PIO duties and responsibilities, especially concerning data requests for public information justifies a

full-time management position for the Government and Labor Relations Unit. This position is sufficient to handle the duties and responsibilities described.

Recommendation:

Staffing for the Government and Labor Relations Unit is acceptable considering the duties and responsibilities of the position.

2.   PUBLIC INFORMATION OFFICER

The Public Information Office (PIO) serves as liaison with the news media and facilitates the development and dissemination of all agency messages for general public, internal, and special interest audiences. These may include matters of policy, strategy, initiatives, major events that require security planning, or day-to-day reporting of activities in the community or agency that are newsworthy. The PIO also coordinates serves as a media advisor for RCSO managers and coordinates stand-up interview requests with representatives in various functional areas. The PIO is the RCSO's point of contact and approval authority for news releases. The PIO function is guided by RCSO policy.

PIO responsibilities also include responses to data compliance (open records/data practices) requests, responses to RCSO's Facebook and Twitter pages, idea development of crime prevention public service announcements and billboards, and coordination of requests for Honor Guard appearances. A sergeant is assigned as PIO and directly reports to the inspector in Government and Labor Relations.

The PIO is primarily responsible for developing and communicating the RCSO's message to the public concerning public safety and major events. This is accomplished through responses to day-to-day inquiries from the media and public, development of public service announcements and press releases, supporting the sheriff and command

staff for public presentations, coordinating media interviews with representatives of functional areas throughout the RCSO, liaising with the RCSO's communications specialist in contract communities, responding to social media inquiries from the public, and responding in the field during major events.

Day-to-day media requests are received from major media outlets throughout the County via phone, email or text primarily. The PIO is the point of contact for all requests and either responds directly or coordinates response with representatives from the appropriate functional area of the RCSO. The inspector of Government and Labor Relations oversees and approves media requests and press releases. The PIO provides a well-coordinated public information program that ensures the public is provided with timely information delivered in a consistent format.

A communications and crime Prevention coordinator is responsible for crime prevention and proactive messaging to the public for Public Safety Services Division in contract communities. Outreach is limited to positive stories about activities and events in contract communities. Crime reporting in contract communities is the responsibility of the PIO.

Data compliance is guided by State law. These "open records" requests are generally received via mail, email or fax, and based on the type of request are time sensitive as mandated by State law. A file for all requests is created and filed in Laserfiche. The PIO coordinates the with the appropriate organization via memo to obtain data and information to complete the request and redacts information in accordance with the law before responding to the requestor. As noted above, all data compliance requests are reviewed and approved by the Inspector in Government and

Labor Relations.

The PIO is also responsible for monitoring the RCSO's Facebook and Twitter accounts and responding to public requests for information primarily related to the office. The RCSO developed policy guidelines for social media responses. Facebook and Twitter account responses necessitate little time by the PIO. The PIO also works with iHeartMedia (formerly Clear Channel) in the development of ideas for billboard PSAs. This involves providing crime prevention ideas monthly for clear channel developers to create billboard PSAs. iHeartMedia has thirteen crime prevention billboards countywide. Social media provides an important conduit of information between the public and police agencies. An International Chiefs of Police social media survey[12] revealed that 94% of law enforcement agencies utilize social media, and that Facebook, Twitter, and YouTube were the most popular platforms. The RCSO utilizes a variety of social media tools to interact and inform the public. Other popular social media platforms used by law enforcement agencies that may enhance the RCSOs interactions with the community and media sources include Instagram, LinkedIn, Nextdoor, and Nixle.

The PIO coordinates 25 to 50 requests annually for the RCSO's honor guard. These include line of duty requests, out of state line of duty requests, academy graduations, swearing in of judges, Peace Officers Memorial Day, and other public events. The PIO also approves honor guard uniform and equipment requests. The inspector of Government and Labor Relations reviews and approves all requests.

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[12] International Association of Chiefs of Police 2015 Social Media Survey Results. Retrieved from http://www.iacpsocialmedia.org/Portals/1/documents/FULL%202015%20Social%20Media%20Survey%20Results.pdf on June 13, 2016.

The PIO estimates the majority of day-to-day workloads comprise media and data compliance requests, which vary in the time required to respond or coordinate a response. The PIO estimates that 5-6 Facebook and 5 Twitter responses are completed weekly, and about 25-50 Honor Guard Requests annually. The following table represents the PIO's workload for 2015:

Workload Category	2015
Data Compliance Requests	121
Media Requests	1,557
Honor Guard Requests	TBD
Facebook and Twitter Responses	657
Crime Prevention/Billboard Development	12

Data and information shows that the PIO is able to manage assigned duties and functions performed daily.

The crime prevention PSA billboards provide the public with positive messages about safety and therefore, better fits within the primary responsibilities of the crime prevention coordinator working with contract communities to present proactive and positive messages about the RCSO.

Recommendation:

Staffing for the PIO Function should remain unchanged.

Transfer crime prevention PSA billboard idea development to the public communications coordinator in the Public Safety Services Division.

Continue to develop social media capabilities by adding other popular applications used by law enforcement agencies.

Add two additional full-time deputy positions dedicated to serving on regional task forces. The assignments should be made after identifying the two highest priority and most productive opportunities to contribute to existing task forces.
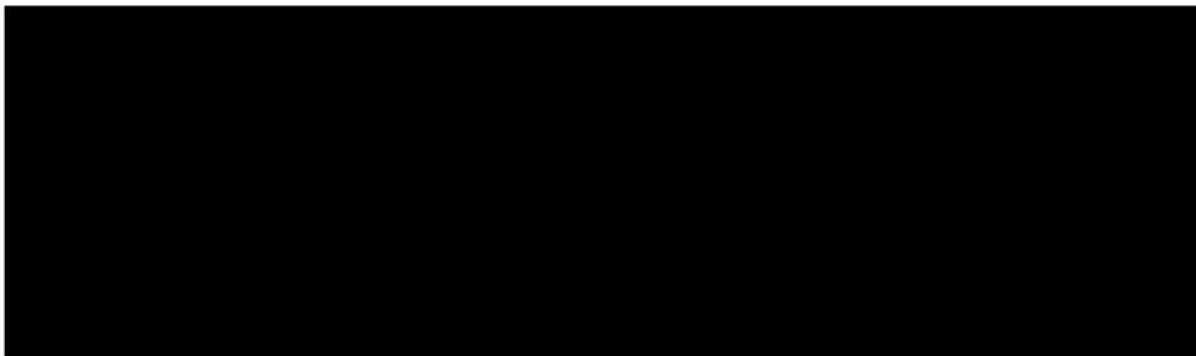
3.   **THE APPREHENSION / SPECIAL INVESTIGATIONS UNITS AND VIOLENT CRIME ENFORCEMENT TEAM PROVIDE FLEXIBLE APPROACHES TO A VARIETY OF MAJOR CRIME ISSUES IN THE COUNTY.**

Within Regional Services, Ramsey County maintains two flexible assignment units to focus on a wide variety of major crime and related issues. These units are the Apprehension, Special Investigations, and the Violent Crime Enforcement Team. A summary of the scope of service and roles are provided below:

•   **The Apprehension and Special Investigations Units** engage in cross-county investigations and apprehensions.

  –   The Apprehension Unit executes arrest warrants within and outside the Second Judicial District of Ramsey County. Deputies from this Unit are also assigned to the United States Marshals Service East Metro Task force and Minnesota Department of Corrections Fugitive Task Force.

  –   The Special Investigations Unit investigates crimes that occur on Ramsey County property and facilities. It also tracks career criminals, proactively investigates crimes in cooperation with other law enforcement agencies in the metro area and dedicates deputies to multi-agency task forces combatting terrorism and internet crimes against children.

These units were separate until 2014 when they were merged.

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A critical recent addition to functionality is the Ramsey Tactical Intelligence Center (RTIC), which provides crime analytical support in real time as deputies and

Investigators respond. The Center operates two shifts from ███████████████████

███. They also assist in career criminal information, prison releases and warrants.

These units provide the county and the region with a flexible approach to a wide variety of enforcement, investigative, and operational support functions as disparate as the following:

• Fugitive apprehension and transport.

• Serving arrest warrants.

• Other agency assists and task forces – Federal, State and local agencies.

• Proactive and assigned case Investigations.

• Career criminal surveillance and tracking.

• Drug and gang awareness.

• Criminal intelligence.

The conclusion drawn by the Matrix Consulting Group through interviews with unit managers and supervisors as well as review of workload statistics, is that all of these units are well-directed toward specific missions and activities, are well managed and accountable for meeting their missions, and are highly utilized. As one of the two large agencies in Ramsey County, the Sheriff's Office is in a lead position to facilitate and coordinate these services.

The performance targets which the Matrix Consulting Group believe are critical for proactive units include:

• Clearly defined missions and methods to prioritize the use of resources.

• Use of data to ensure results and staff accountability.

• Flexible use of staff.

- High levels of training and inter-agency coordination.

- Success in grants in an area where grants currently exist.

As a result of these performance characteristics, the project team does not recommend any change to this unit's staffing and operations. However, opportunities and challenges will arise to which this unit will need to respond in the future.

4. WATCH COMMANDERS SERVE AS CROSS-FUNCTIONAL FOR THE RAMSEY COUNTY SHERIFF'S OFFICE.

Watch commanders ensure the continued operations of the Sheriff's Office beyond regular office hours by monitoring operations, advising staff on matters of policy and procedure, performing inspections, reviewing activities/reports and arrests, and notifying personnel of issues and incidents. As such, watch commanders provide oversight for all Sheriff's Office functions after hours, including field services, the detention system and the hospital. Watch commanders work from ███████████ 7 days a week in a four days on and four days off schedule. There are two (2) watch commanders in the RCSO.

Watch commanders are different from area patrol commanders in several important ways, including:

High Priority Job Responsibilities – Patrol Commander	High Priority Job Responsibilities – Watch Commander
1. Develop patrol goals, priorities and community action plans	1. Assumes control at major events in the absence of the sheriff or chief deputy.
2. Communicate to managers and staff organizational and operational issues	2. Communicate to division commanders the operational issues of the day; initiate briefings
3. Motivate and direct the career development of other managers and supervisors.	3. Monitor daily operational issues; monitors performance
4. Ensure that community needs are priorities are met; meet with the community	4. Enlist the assistance of cross functional cooperation and teams

High Priority Job Responsibilities – Patrol Commander	High Priority Job Responsibilities – Watch Commander
5. Act as top managers for staff assigned to field services.	5. Overrides response policies as necessary for a particular situation.
6. Development of the budget for patrol; develop needs assessments for future needs	6. Performs inspections and maintains professional standards

The cross functional and acting command responsibilities of watch commanders in Ramsey County and their staffing only after hours makes this an efficient and effective practice.

APPENDIX A – FIXED POST STAFFING PLAN

Position	Relief Required?	Weekdays	Day Shift 07-1500	Afternoon Shift 15-2300	Midnight Shift 23-0700	# of Days Per Week	# of Hours Per Week	# Hours Per Year	Net Annual Hours Per Year	Total FTE's Required
Administration										
Undersheriff		8				5	40	2,086		1.0
Operations Commander		8				5	40	2,086		1.0
Lieutenant		8				5	40	2,086		3.0
Executive Officer		8				5	40	2,086		1.0
Business Manager		8				5	40	2,086		1.0
Administrative Assistant		16				5	80	4,171		2.0
Admin Total										**9.0**
Training										
Lieutenant	N	8				5	40	2,086		1.0
Sergeant	N	8				5	40	2,086		1.0
Correction Officer	N	8				5	40	2,086		1.0
Training Total										**3.0**
Jail										

Position	Relief Required?	Weekdays	Day Shift 07-1500	Afternoon Shift 15-2300	Midnight Shift 23-0700	# of Days Per Week	# of Hours Per Week	# Hours Per Year	Net Annual Hours Per Year	Total FTE's Required
Total Jail										161.3
Grand Total										174.0

APPENDIX B – ANALYSIS OF TRAINING

Matrix Consulting Group was retained by Ramsey County to conduct a more comprehensive review of Training and Professional Development to accompany the Staffing and Operational Assessment. The purpose of this Appendix is to provide the RCSO with a more in depth assessment of training content and recommendations that will assist the department in preparing personnel to better perform their duties and responsibilities.

This supplemental report will focus on three key areas; training, professional development and retention. The *Presidents Report on 21st Century Policing* and the COPS Office Manuscript *Policing 2022* identify a challenging future for law enforcement. At the forefront of recommendations in both publications is the necessity to prepare police leadership, supervisors and officers through proper training. Training is key to an employee's professional development throughout their career. Both reports also emphasize "community service" as the core of good policing, an issue that will be emphasized throughout this report.

Finally, this report will address employee retention. This issue is often lost in discussions of recruiting, training, and professional development. The competition to find qualified peace officers continues to increase and the costs associated with losing a trained officer is estimated at 25-200 percent of an employee's annual compensation (salary and benefits).[13] Research also reveals that 59 percent of officers leave an

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[13] American Management Association, Six Truths about Employee Turnover, http://www.amanet.org/books/catalog/0814405975_s.htm (Last visited 16 August 2005) article adapted from F.

agency for reasons other than retirement, dismissal, or medical reasons.[14] This report will provide the RCSO with best practices for retraining staff.

Recruiting, Testing, Hiring and Background Investigations were addressed in the Staffing and Performance Management reports. While there may be references to these issues in the context of Training, Professional Development, and Retention, the information provided already will not be reevaluated here. Information regarding training and recommendations for correctional officers is provided in Detention Services Division section of the Staffing and Operational Assessment Report.

1. OVERVIEW OF THE TRAINING UNIT

The Training and Staff Development Unit is responsible for recruitment, background investigations and training of all sworn and non-sworn RCSO personnel. This includes Deputy and Correctional Officer Academy Classes, In-Service and Professional Development classes for sworn and non-sworn employees. The Training Unit is accredited by the Minnesota Board of Peace Officer Standards and Training (POST), which allows the Sheriff's Office to approve and sponsor continuing education opportunities. This allows the county the opportunity to develop and approve their own lesson plans.

In 2015, the RCSO underwent a POST audit which determined the agency's policy manual, training and personnel records were in compliance with State legislative mandates. Training staff utilize a variety of methodologies to accomplish recruitment, background and training requirements including use of trained deputies in other

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Leigh Branham, Keeping The People Who Keep You in Business (AMACOM; October 2000).

[14] U.S. Department of Justice, Office of Justice Programs, Hiring and Keeping Police Officers, http://www.ncjrs.org/pdffiles1/nij/202289.pdf, (Last viewed, 31 January 2006) 48.

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divisions to supplement trainings efforts in these areas as well as delivering selected courses via PowerPoint that personnel can access at their convenience. Web-based course development and delivery offers the RCSO many opportunities to expand training department wide. The East Metro Firearms Range, available for all law enforcement agencies in Ramsey and Washington counties, is managed by the Training and Staff Development Unit.

As noted, the Minnesota POST audit of the RCSO's policy manual, training and personnel records found it compliant with legislative mandates. That said, the Matrix CG team determined there are many opportunities to improve upon training and professional development of sworn and nonsworn employees. As stated, a more comprehensive analysis and recommendations for training and professional development is the focus of this report as well as ways to retrain trained officers.

2.   ACADEMY AND IN-SERVICE TRAINING

On Average, the RCSO conducts 1 new deputy academy averaging 10-15 deputies annually. The academy is 5 weeks in length and provides 274+ hours of instruction (see addendum below). A 2009 survey of law enforcement agencies by the Bureau of Justice Statistics (BJS) revealed the duration of basic recruit training for Sheriff's Departments averaged 719 hours. [15] This significantly exceeds the hours currently devoted to train new recruits by the county. The below chart identifies topics included in basic training of state and law enforcement agencies and median hours dedicated to instruction from the BJS survey. The RCSO training hours are compiled into same categories to provide a comparison of hours of training and identify areas of

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[15] Local and State Law Enforcement Training Academies, 2006. U.S. Department of Justice, Bureau of Justice Statistics Annual Report. February 2009.

opportunity for training. While there may be some variation in comparison, it provides a

good benchmark for beginning a discussion of the RCSO's current training and areas

where there is opportunity for improvement.

Training Subject	Median Hours of Instruction	RCSO	RCSO Comparative Categories
OPERATIONS	8		
Report Writing	2	*	*included in Patrol
Patrol	18	57	Patrol, K-9 functions, radio, searches, active shooter, felony stops and report writing, map orientation
Investigations	6	1	Drug Recognition
Basic First Aid/CPR	6	8.5	First Aid, CPR, Workplace Safety, Responder dispense
Emergency Vehicle Operations	4	14	
Computers/IT Systems	2	8	
WEAPONS/SELF-DEFENSE	6		
Self-Defense	4	40	Weaponless Defense
Firearms Skills	4	49	Glock, AR
Non-Lethal Weapons	3	7	
LEGAL	12		
Criminal Law	2	0	
Constitutional Law	12	1.5	Civil Law
History of Law Enforcement	12	0	
SELF-IMPROVEMENT	6		
Ethics and Integrity	48	4	IA Classes, Perjury
Health and Fitness	40	18	FIT Classes, EAP
Stress Prevention/Management	12	0	
Basic Foreign Language	12	0	
Situational Leadership	-	2	Situational Leadership
COMMUNITY POLICING	14		
Cultural Diversity/Human Relations	20	8	HR Orientation focused on harassment, diversity
Basic Strategies	10	0	
Mediation Skills/Conflict Management	10	5.5	De-escalation, CIT & Excited Delirium
SPECIAL TOPICS	4		
Domestic Violence	4	0	
Juveniles	16	0	
Domestic Preparedness	12	9.5	NIMS 100, 200, 700
Hate Crimes/Bias Crimes	12	0	

Training Subject	Median Hours of Instruction	RCSO	RCSO Comparative Categories
ADMINISTRATIVE	0	0	
Division/Unit Tours	-	20,5	
Other Administrative	-	12	Benefits, Drills', Grad Prep, commander introductions
Minimum Instruction Hours Total	568	277	
Scenario Tests	58	-	
Written Tests	38	-	
Total	664	-	

The data presents a number of issues for discussion that are important to the development of the RCSO's academy training curriculum. One must begin however, with an understanding that the report of agencies by BJS comprises 2006 data and was published in 2009. Based on the experiences of the Matrix CG team, it provides a good representation of basic issues still addressed in police academies today. Current and future topics facing police will be added to this discussion later in the report.

The comparison shows that the RCSO does well in Basic Patrol Operations and Self Defense training. One area of concern not clear from the data is how much report writing is provided in patrol training. Legal, Self-Improvement, Community Policing and Special Topics areas reveal opportunities for improvement. We will expand upon these areas as contemporary issues of training and recommendations from the President's Task Force on 21st Century policing are added to the list of training topics.

Also noticeable are number of hours attributed to "tours" of units at the RCSO. While it is important that new deputies are familiar with the various divisions and units, this is commonly built into the PTO post-academy phase of training. The result would add three days of available academy training under the current curriculum structure.

A look at what other states require for training today is also helpful in analyzing the RCSO's needs. Below is a chart identifying minimum content and hourly requirements in California for police recruits. California and several other states including Florida, Arizona, Texas and Oregon are known in the industry as having well developed recruit and post academy training curriculum.

Minimum Academy Training Hours by Subject
CA POST

Training Subject	CA POST
Leadership, Professionalism & Ethics	8
Criminal Justice System	2
Policing in the Community	18
Victimology/Crisis Intervention	6
Property Crimes	6
Intro to Law	4
General Criminal Statutes	2
Death Investigations	6
Crimes Against Children	4
Sex Crimes	4
Juvenile Law and Procedure	3
Controlled Substances	12
Liquor Law	2
Laws of Arrest	12
Search and Seizure	12
Presentation of Evidence	6
Investigative Report Writing	48
Vehicle Operations	40
Use of Force	12
Patrol Techniques	12
Vehicle Stops	14
Crimes in Progress	20
Handling Disputes/Crowd Control	10
Domestic Violence	10
Unusual Occurrences	4
Missing Persons	4
Traffic Enforcement	16
Traffic Collision Investigation	12
Crime Scenes, Evidence and Forensics	12
Custody	2
Lifetime Fitness	40

Training Subject	CA POST
Arrest and Control	60
First Aid/CPR	21
Firearms/Chemical Agents	72
Information Systems	2
People with Disabilities	6
Gang Awareness	2
Crimes against the Justice System	4
Weapons Violations	4
Hazardous Materials Awareness	4
Cultural Diversity/Discrimination	16
Emergency Management	16
Minimum Instruction Hours Total	**568**
Scenario Tests	58
Written Tests	38
Total	*664*

Source: CA POST 2016 www.capost.gov

The blue highlighted subjects represent areas of training topics not clearly identified in RCSO's academy curriculum. Most notably missing from the RCSO's training and identified in BJS and CA POST data is the number of hours regarding Cultural Diversity/Discrimination, Crime Scene Investigation, Community Policing and criminal investigations (crime scene and evidence, domestic violence, missing persons, sexual assault, drugs, etc.), the law and cultural diversity. As noted, it also identifies what appears to be low number of hours for report writing. It is difficult to surmise from the data how many hours of report writing occurs in the academy as it is a number of other patrol trainings. That said, CA POST dedicates 48 hours solely to report writing and another 12 (60 total). The RCSO dedicates 57 hours to patrol which includes (k-9, searches, felony vehicle stops and active shooter). This leads the Matrix CG team to believe additional report writing hours are needed.

3. THE PRESIDENT'S REPORT ON 21ST CENTURY POLICING

On December 18, 2014 President Obama signed an executive order establishing a Task Force on 21st Century Policing. Comprised of police practitioners, researchers, policy makers, civic leaders, community members and other diverse stakeholders, the committee issues the report on May 2015. The recommendations in the report focus on improving police-community relations. An issue brought again to the forefront of calls for police reforms due to a number of shootings nationwide. The training recommendations in the Task Force report will provide further information important to the RCSO's efforts to improve its training of recruits and officers. The key training issues identified in the report are as follows:

- Basic Academy and in-service training should address a wide variety of areas including:
  - Community policing and problem solving principles
  - Interpersonal and communications skills
  - Implicit bias and cultural responsiveness
  - Crisis Intervention
  - Scenario-based situational decision making
  - Procedural Justice and Impartial policing
  - Mental Health issues
  - Trauma and victim services
  - "Guardian vs. Warrior"
  - Disease of addiction
  - Analytical research and technology
  - Language and cultural responsiveness.
  - CIT training
  - Policing in a Democratic Society.

- Other training recommendations include:
  - Leadership training for all personnel throughout their careers
  - Engage Community members in the training process (citizens police academy, ride-a-longs)
  - Top/down training on cultural diversity and building trust and legitimacy in diverse communities.
  - Interactions with LGBTQ population, Muslim, Arab, South Asian, Immigrant and other non-English speaking communities
  - New technologies proficiency for all employees

      –   Specialized training for School Resource Officers.
      –   On-going training that identifies terrorism threats[16]

When comparing the recommendations of the President's Report on 21st Century Policing and current academy and in-service training the areas highlighted in blue identify those areas not currently addressed by the RCSO. It is recommended that the RCSO review these issues from the Task Force's for revisions to Academy and in-service training programs.

4.   IN-SERVICE TRAINING

The Training Unit is also responsible for sworn and non-sworn in-service training. Annual training for non-sworn staff is not defined. Interviews reveal that non-sworn staff are provided the opportunity to attend some courses but work requirements prevent this from occurring in most cases and accommodations to attend are not often made by supervisors. A comparison of agencies' in-service training hours in the Staffing and Operational assessment report determined the average number of hours annually was 37. The RCSO's in-service training focuses primarily on topics required to maintain sworn staff certification in accordance with POST statutory requirements. The Matrix CG team recommends the RCSO increase in-service training hours to a minimum of 24–40 hours per year. This would allow training in many of the areas identified in the chart below.

The Matrix CG team would also recommend the RCSO utilize the following to increase in-service training hours annually.

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[16] Final Report of the President's Task Force on 21st Century Policing. U.S. Department of Justice, Office of Community Oriented Policing Services, May 2015. Retrieved from www.cops@usdoj.gov on June 7, 2016

- **Formalize Briefing**: Training: Many agencies develop a formal training program for patrol briefings. This often includes policy and legal updates and other subjects that can be quickly addressed.

- **Training Newsletter**: A newsletter may be sent via-email to sworn and non-sworn and include a number of topics with links to training videos, websites, and documents.

- **Training Unit Website**: A dedicated website offers the opportunity to develop training modules including exams if required for certification or credit. This allows supervisors to schedule employees when workload allows to complete the training for credit hours.

- **Expand E-learning**: The RCSO should expand its e-learning capabilities to include a number of topics suggested in recommendations below.

5.   ACADEMY AND IN-SERVICE TRAINING RECOMMENDATIONS

As noted above, RCSO's training unit meets Minnesota statutory requirements for training. That said, these are minimum requirements and the critical need for training in many areas identified above shows there is an opportunity to improve Academy and in-service curriculum significantly for sworn and non-sworn employees. As the RCSO begins to restructure Academy and in-service training, the below chart reconstructs key areas of training commonly seen in law enforcement academy curriculum. RCSO training topics are identified by category as well as topics that may be considered for inclusion and/or that require additional hours of instruction based on the Matrix CG Teams review. In addition, training references and publications to assist in curriculum development by category.

RAMSEY COUNTY, MINNESOTA
DRAFT Report on the Staffing and Operational Assessment

Training Subject	Key Issues of Instruction	Curriculum Development References
		TECHNICAL SKILLS
PATROL		
Patrol Tactics	First Responder tactics/responsibilities, beat management, map orientation, Community Policing and Problem Solving techniques	Foot Patrol http://cops.usdoj.gov/html/dispatch/February_2009/foot_patrol.htm COP Defined: http://ric-zai-inc.com/Publications/cops-p157-pub.pdf Neighborhood Policing – Seattle http://www.seattle.gov/police/publications/policy/NeighborhoodPolicing_2007_FINAL.pdf
Comm.	Tactical Communications, Communications Obstacles, CIT Training, De-Escalation,	CIT International http://www.citinternational.org/
Radio	Use of the Radio, Radio Codes	No Recommendations
Emergency Vehicle Operations	Routine and Felony Vehicle Stops, Pursuit Driving, Defensive Driving, Emergency Maneuver Techniques	No Recommendations
Computers/IT Systems	Operation of emergency systems, mobile computer terminals, State Want/Warrant system Access,	No Recommendations
Report Writing	Introduction to Report Writing, Interviewing Skills, Report Writing Exercise (All Patrol Related Reports), RCSO Report Writing Policy (e.g., when a report is required)	No Recommendations
Homeland Security	Officers Responsibilities on-scene, Reporting Process, Terrorism/WMD Awareness, Bio-chemicals, Fire Department Response, State HLS Response (ICS 100, 200, 700)	Terrorism http://www.policefoundation.org/wp-content/uploads/2015/06/Ideas_15_LaFree_1.pdf http://ric-zai-inc.com/Publications/cops-p143-pub.pdf Homeland Security https://www.dhs.gov/office-state-and-local-law-enforcement http://www.cops.usdoj.gov/Default.asp?Item=2472 http://ric-zai-inc.com/Publications/cops-w0739-pub.pdf

RAMSEY COUNTY, MINNESOTA
DRAFT Report on the Staffing and Operational Assessment

Training Subject	Key Issues of Instruction	Curriculum Development References
Traffic Accident Investigation and Enforcement	Traffic Enforcement, Traffic Control, State/Local statutes and ordinances, Basic Traffic Investigation/Reporting, DWI/Drug Influence Arrests and Process	Traffic Investigation http://www.nhtsa.gov/ DUI Investigation www.nhtsa.gov/Impaired *Distraction* www.nhtsa.gov/Research/Human+Factors/Distraction
Crime Investigations	Introduction to basic investigation, Property Crimes, Persons Crimes, Death Investigations, Drug Identification and Recognition, Cyber Investigations, Child Abuse and Neglect, Sexual Assault, Human Trafficking, Criminal Intelligence, Arson and Explosive Investigations, Crime Scene Procession, DNA Evidence Collection, Fingerprint Evidence, Crime Scene Investigator Callout procedures, Detective Call-out procedures, RCSO Policies	RCSO Specific Problem Solving Guides http://www.popcenter.org/guides/
Juvenile Justice Procedures	Introduction to Juvenile Justice, Ramsey County Juvenile Justice Facilities (Courts, Incarceration), Juvenile arrest and processing procedures, juvenile detective call-out procedures. RCSO Policy.	No Recommendations

COMMUNITY POLICING

Community Policing	Introduction to Collaborative Partnerships, Officers Role in Neighborhood Policing, Collaboration Techniques, Knowledge of public, businesses, private and non-profit organization in officer's beat	Community Policing http://www.cops.usdoj.gov/pdf/vets-to-cops/e030917193-CP-Defined.pdf Collaboration http://ojp.gov/fbnp/pdfs/Collaboration_Toolkit.pdf http://www.cops.usdoj.gov/html/cd_rom/collaboration_toolkit/pubs/CollaborationToolkit.pdf Community Partnerships Resources COPS Office http://ric-zai-inc.com/searchSimple.php

Training Subject	Key Issues of Instruction	Curriculum Development References
Problem Solving	Crime Theories (Routine Activities, Place-based Crime, Opportunity Crime, Rational Choice), SARA Problem Solving Model, RCSO's Problem Solving Process for Patrol Officers	POP Learning Center http://www.popcenter.org/learning/ Problem Solving Tips Guide http://ric-zai-inc.com/Publications/cops-p019-pub.pdf http://www.popcenter.org/tools/enhancing_capacity/2 All POP Guides http://www.popcenter.org/guides/ CPTED http://ric-zai-inc.com/Publications/cops-p132-pub.pdf Implementing POP http://www.popcenter.org/library/reading/PDFs/0512154721_Implementing_POP_ FIN_092019.pdf Model POP Curriculum http://www.popcenter.org/learning/model_curriculum/
Tactical Crime Analysis	Introduction to Crime Analysis, understanding crime Trends and Patterns, "Hot Spots," Use of TCA data to address crime problems in officer's beat	Crime Analysis http://www.popcenter.org/tools/enhancing_capacity/ http://www.popcenter.org/learning/60steps/ Crime Analysis Units http://www.popcenter.org/learning/model_curriculum/ Crime Analysis and Patrol Work http://ric-zai-inc.com/Publications/cops-p209-pub.pdf http://cops.usdoj.gov/html/dispatch/December_2008/nugget.htm Tactical Crime Analysis http://www.iaca.net/Publications/Whitepapers/iacawp_2011_01_crime_patterns.pdf

PROFESSIONALISM AND LEADERSHIP		
Vision, Mission, Values	RCSO Vision, Mission and Values	No Recommendations

Training Subject	Key Issues of Instruction	Curriculum Development References
Ethics & Integrity	Peace Officer Code of Ethics, Implicit Bias and Cultural Responsiveness, Ethical Dilemmas, Building Trust and Legitimacy, Officer Discretion	IACP Ethics Tool Kit http://www.iacp.org/Ethics-Toolkit COPS Office Ethics Resources http://www.cops.usdoj.gov/Default.asp?Item=2469 Culture of Integrity http://www.nij.gov/topics/law-enforcement/legitimacy/pages/integrity.aspx https://www.ncjrs.gov/pdffiles/163811.pdf President's Task Force on 21st Century Policing: Major Themes on Trust and Legitimacy http://www.cops.usdoj.gov/pdf/taskforce/Overview-and-Summary-of-Trust.pdf Ethics Training in Law Enforcement http://www.iacp.org/-Ethics-Training-in-Law-Enforcement Protecting Civil Rights http://ric-zai-inc.com/Publications/cops-p108-pub.pdf Implicit Bias https://trustandjustice.org/resources/guide/strengthening-community-police-relationships-training-as-a-tool-for-change https://trustandjustice.org/resources/guide/issue-brief-implicit-bias
Policing in A Democratic Society	Procedural Justice, Constitutional Policing, "Guardian vs. Warrior,"	Procedural Justice https://www.bja.gov/bwc/pdfs/Procedural-Justice-and-Police-Legitimacy-Paper-CPSC-Feb-2015.pdf https://www.post.ca.gov/procedural-justice-and-police-legitimacy.aspx Procedural Justice Training Resources https://cops.igpa.uillinois.edu/procedural-justice-resources Constitutional Policing and COP http://ric-zai-inc.com/Publications/cops-p324-pub.pdf Warriors to Guardians https://www.ncjrs.gov/pdffiles1/nij/248654.pdf

Training Subject	Key Issues of Instruction	Curriculum Development References
Leadership	Situational Leadership, Emotional Intelligence,	Leadership in police Organizations http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1792&issue_id=52009 http://www.iacp.org/LPO#objectives http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=2731&issue_id=82012 Emotional Intelligence http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1052&issue_id=112006 http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1872&issue_id=82009 http://www.danielgoleman.info/topics/emotional-intelligence/ http://lib.post.ca.gov/lib-documents/cc/38-Farmer.PDF
Accountability Systems	Internal Affairs, Progressive Discipline, Integrity, Early Intervention/Warning Systems, Emotional Intelligence – Self Regulation, RCSO Policies	Building Trust Between Police and Citizens: IA Guide http://www.theiacp.org/portals/0/pdfs/BuildingTrust.pdf Early Warning Systems https://www.ncjrs.gov/pdffiles1/nij/188565.pdf http://www.cops.usdoj.gov/html/cd_rom/inaction1/pubs/EarlyInterventionSystemsLawEnforcement.pdf http://ric-zai-inc.com/Publications/cops-p052-pub.pdf Emotional Intelligence http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1052&issue_id=112006 http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1872&issue_id=82009 http://www.danielgoleman.info/topics/emotional-intelligence/ http://lib.post.ca.gov/lib-documents/cc/38-Farmer.PDF

DIVERSITY, AND CULTURAL AWARENESS

Training Subject	Key Issues of Instruction	Curriculum Development References
Cultural Diversity	Introduction to Cultural Diversity and Awareness, Ramsey County Demographics, New Immigrants, Communicating with Non-English Speaking Citizens, Agency and Community Resources, RCSO Policies	Race, Trust, Integrity and Legitimacy http://www.nij.gov/topics/law-enforcement/legitimacy/Pages/welcome.aspx How to Serve Diverse Communities http://ric-zai-inc.com/Publications/cops-p345-pub.pdf How to Increase Cultural Understanding http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P344 FBI Early Warning and Accountability Monitoring http://www.cops.usdoj.gov/default.asp?Item=1664 Policing New Immigrant Communities http://ric-zai-inc.com/Publications/cops-w0764-pub.pdf COP Resources New Immigrant Communities http://www.cops.usdoj.gov/Default.asp?Item=2461 http://ric-zai-inc.com/searchSimple.php
Hate Crimes	Introduction to Hate Crimes and Bias, Federal and State Laws, Reporting Procedures, RCSO Policies	FBI Hate Crimes Website https://www.fbi.gov/about-us/investigate/civilrights/hate_crimes IACP Hate Crimes http://www.iacp.org/ViewResult?SearchID=123 Problem Oriented Policing Guide: Hate Crimes http://www.popcenter.org/problems/hate_crimes/print
Harassment in the Workplace	Harassment in the Workplace, Federal and State Law, Department Policy, Reporting Process, Discipline, RCSO Policies	AELE Work Place Harassment http://www.aele.org/law/2013all09/2013-09MLJ201.pdf National Institute of Corrections Training http://nicic.gov/library/027649 FBI Workplace Violence https://www.fbi.gov/stats-services/publications/workplace-violence

TACTICS

WEAPONS / SELF-DEFENSE

RAMSEY COUNTY, MINNESOTA
DRAFT Report on the Staffing and Operational Assessment

Training Subject	Key Issues of Instruction	Curriculum Development References
Self-Defense	Legal Concepts of Force, RCSO policy, Concepts of Defensive Tactics, Use of Force Decision Scenarios, Policies	NIJ Police Use of Force http://www.nij.gov/topics/law-enforcement/officer-safety/use-of-force/pages/welcome.aspx Web Sources on Use of Force http://www.nij.gov/topics/law-enforcement/officer-safety/use-of-force/Pages/other.aspx Publications on Health Safety and Survival https://www.bja.gov/Publications/OfficerSafetyFS.pdf
FIREARMS		
Firearms Skills	Glock, AR, Shotgun, Second Weapon, RCSO Policies	RCSO Policy Specific USDOJ Wellness and Safety Group http://cops.usdoj.gov/Default.asp?Item=2605 BJA Officer Safety Initiatives https://www.bja.gov/Publications/OfficerSafetyFS.pdf
Less-Lethal Weapons	Weapons familiarization and Use, State Statute, RCSO Policies	Less Lethal Force References https://www.ncjrs.gov/App/Search/SearchResults.aspx?txtKeywordSearch=less+lethal+force&fromSearch=1 NCJRS Less Lethal Force https://www.ncjrs.gov/pdffiles1/nij/grants/224081.pdf NIJ Less Lethal Force Technologies http://www.nij.gov/topics/technology/less-lethal/pages/welcome.aspx Police Use of Less Lethal Weapons http://www.nij.gov/journals/267/pages/use-of-force.aspx Less Lethal Devices http://www.nij.gov/topics/technology/less-lethal/pages/types.aspx
Stops / Searches / High Risk Responses		
Person Stops	"Terry Stops," Basic Tactics single/multiple officer, legal issues, RCSO policy	No Recommendations
Vehicle	Routine and High Risk Stops, racial profile reporting	Race, Trust and Legitimacy http://www.nij.gov/topics/law-enforcement/legitimacy/pages/racial-profiling.aspx COPS Office Resources http://www.cops.usdoj.gov/default.asp?Item=2274

Training Subject	Key Issues of Instruction	Curriculum Development References
Building Searches	Single/multiple officer tactics, exterior/interior methods (stairwells, rooms, basements, attics etc.), communications	No Recommendations
Critical Incident Responses	In-Progress Calls, high risk calls (bar fights, armed subject, domestic violence etc.), Communication, Scene Containment, Special Unit Requests	No Recommendations
	LEGAL STUDIES	
LEGAL STUDIES		
Constitutional Law	Key amendments, criminal process, Admissions and confessions/Miranda, Contact, Detention and Arrest, Prisoner Rights and Privileges, Search and Seizure, and Search Warrants, Stop and Frisk, Search Incident to Arrest, Peace Officer Liability	No Recommendations
Minnesota Law	Criminal Statutes, General Provisions, Civil Process, Use of Force	No Recommendations
Traffic Law	Traffic Citation, Registration, Licensing and Insurance, Traffic and Vehicle Equipment Registration	No Recommendations
Ramsey County Ordinances	Local ordinances subject to Sheriff's enforcement	No Recommendations
	FITNESS AND WELL BEING	
Health and Fitness	Introduction to Fitness as a Lifestyle, Academy Fitness Training, RCSO Fitness Facilities and Program Post Academy	IACP Center for Wellness and Safety http://www.iacp.org/centerforofficersafetyandwellness COPS Office Wellness and Safety Overview http://cops.usdoj.gov/pdf/OSWG/e091120401-OSWGReport.pdf Publications on Health Safety and Survival https://www.bja.gov/Publications/OfficerSafetyFS.pdf

Training Subject	Key Issues of Instruction	Curriculum Development References
Shift Work	Effects of Diet and Exercise, Sleep Deprivation Studies and Recommendations	Impact of Sleep Deprivation on Police Performance http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=3&sqi=2&ved=0ahUKEwiah6ClvenNAhUPzGMKHewlBK8QFggsMAI&url=http%3A%2F%2Fwww.nij.gov%2Ftopics%2Flaw-enforcement%2Fofficer-safety%2Fstress-fatigue%2Fpages%2Fimpact.aspx&usg=AFQjCNHRZvHdCAgSO5SQRd6WrGPfHz9NRg https://www.ncjrs.gov/pdffiles1/nij/225762.pdf Tired COPS and Consequences https://www.ncjrs.gov/pdffiles1/jr000248d.pdf Shift Work and Performance http://www.nij.gov/topics/law-enforcement/officer-safety/stress-fatigue/Pages/shift-work.aspx
Stress Prevention Management	Stress Management, Ramsey County EAP	Officer Stress and Fatigue Resources http://www.nij.gov/topics/law-enforcement/officer-safety/stress-fatigue/Pages/other.aspx Stress and Policing http://www.cops.usdoj.gov/pdf/taskforce/submissions/Miller_Laurence_Testimony.pdf On the Job Stress in Policing https://www.ncjrs.gov/pdffiles1/jr000242d.pdf Causes of Stress and Fatigue http://www.nij.gov/topics/law-enforcement/officer-safety/stress-fatigue/pages/causes.aspx

mentoring programs at https://www.opm.gov/policy-data-oversight/training-and-development/career-development/bestpractices-mentoring.pdf .

- **Evaluations Should Include Career Goals**: Most employee performance evaluations are limited to simplistic trait behavioral anchors. Contemporary literature on the subject recommends that evaluations are used for career development, goal setting and measurements of such issues as leadership, ethics, emotional intelligence and community policing (http://www.policeforum.org/assets/docs/Free_Online_Documents/Community_Policing/personnel%20performance%20evaluations%20in%20the%20community%20policing%20context.pdf).

- **Leadership Training**: The success of a law enforcement agency depends upon effective leadership at all levels in the organization. Research development training is shown to benefit employee turnover, satisfaction and competency. It is less about position (rank) and authority and better understood as critical to essential behavioral qualities such as character, trustworthiness, competency, fairness, accountability, compassion and integrity to name a few.

- **Competency Trailing**: It is essential that every employee receives quality training for their position. Training should be continuous throughout the person's career whether or not they remain in the same position. Ensuring that all sworn and non-sworn employees receive in-service training is helpful in this regard.

- **Specialty training**: All employees should receive proper training for their position of assignment. For example, Investigators require training that addresses interview and interrogation techniques, basic investigators courses as well as for their specialty (burglary, drugs, gangs, homicide, fraud, cybercrime, etc.). Non-sworn staff alike should receive training in their area of specialty.

- **Supervisor/Manager and Command Staff Training**: The Matrix CG team recommended in the Staffing and Operational Assessment report that the RCSO provide formal training for each supervisory, management and command rank. This includes;

  - First line supervisors Course for Sergeants
  - Managers Course for Commanders/Lieutenants
  - Command Course for Senior Leadership

The RCSO is capable of developing an in house First Line Supervisors and managers course. Many agencies include non-sworn supervisors and managers in their First Line Supervisor and Manager courses. There are many good curriculums available from other agencies. Command Officers Course include the FBI National Academy,

Senior Management Institute of Police, Southern Police Institute and other similar courses.

6. SUCCESSION PLANNING

Succession planning is vital for strategic planning and to ensure capable and talented leadership are available to assume key positions of responsibility when openings occur. Since the 1990s, law enforcement has experienced a wave of early retirements of Chief's, Sheriff's, and top level executive officers. Much of this is due to increased hiring during the late 1980s and liberal State retirement programs. The result is a void of capable law enforcement executives to assume command and top leadership positions throughout the U.S.

Succession planning is closely tied to professional development. Agencies are encouraged to plan effectively for their future and this begins with a Succession Plan. Effective succession planning includes;

- Recruiting people who are a good fit for the organization

- Giving them the training they need

- Identify and develop leaders at all levels of the organization.

- Mentoring those leaders to succeed [17]

It is important to note however, that succession planning for the public sector is different from the private sector in one very important way. A key step in succession planning for the private sector is selecting specific employees to succeed leaders throughout the organization. In the public sector, civil service rules and regulations and

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[17] Bratton, R. (2008) Succession Planning and Staff Development. U.S. Department of Justice, Bureau of Justice Assistance, International Association of Chief's of Police (Fall). Retrieved from http://www.theiacp.org/Portals/0/pdfs/BIFall2008.pdf on July 7, 2016.

labor contracts prohibit self-selection practices by management. This is another reason why providing leadership training to all employees and developing an organization of "life-long" learning is important in the public sector.

7.   EMPLOYEE RETENTION

As noted earlier, law enforcement agencies nationwide have experienced difficulty in hiring quality employees and retraining trained personnel. This creates an imbalance of experienced officers and can significantly impact budgets. Productivity and quality of service may also suffer as a result. Also noted earlier was research revealing that the majority of law enforcement employees do not leave due to retirements or termination. This suggests that people leave because they are not satisfied with the current organization and seek better opportunities elsewhere. Research identifies a number of reasons why law enforcement officers leave including salary, poor supervision and leadership, dysfunctional organizational culture, higher order needs such as (belongingness, self-esteem and self-actualization), lack of career growth, inadequate recognition and inadequate training.[18]

The goal of retention is to capitalize on those factors that pull employees into the organization and limiting the factors that push them out. The reasons why employees stay may be found in those agencies that provide the best training and professional development opportunities. The Matrix CG team provides a roadmap for RCSO to begin its development of new Training and Professional Development opportunities for employees.

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[18] Orrick, D. Best Practices Guide for Recruitment, Retention and Turnover in Law Enforcement. U.S. Department of Justice, Bureau of Justice Assistance. Retrieved from http://www.nccpsafety.org/assets/files/library/Recruitment_Retention_and_Turnover_in_Law_Enforcement.pdf on July 9, 2016

Exhibit – 2016 RCSO New Deputy Academy Curriculum

CLASSES FOR NEW DEPUTY ACADEMY

CLASS **HOURS**
Welcome .50
Sheriff welcome .50
Paperwork/benefits 3.0
- This class is to get the new deputies signed up for county benefits, payroll, vest re-imbursement and other documentation needed to get them into the employee system.

Detention Tour 2.0
- This tour is of the detention facility and allows the new deputies to see the inside workings of a jail and briefly covers the inmate processes of booking, housing, control room and release.

Brady/Giglio class 1.0
- This class is provided to give insight into the ramifications of being less than truthful in reports and court testimony.

Professional Standards/policy/Internal Affairs 3.0
- This class gives an overview of our department's policy manual and how to access it online, the Internal Affairs process and a general discussion of the expectations by the department about employee conduct.

Intro to Office of Information and Technology 2.0
- This class gives an overview of our department's computer and technology unit. It also covers issues pertaining to data compliance and security. This class also assists the new deputy getting set up with user names and passwords for various required data bases they need to access in daily operations.

Fitness Lecture 1.0
- This course is an overview about physical fitness and diet as it relates to daily job activities and fitness for duty.

Employee Orientation (Ramsey County) 8.0
- This is a course sponsored by Ramsey County that all new county employees must attend. It covers topics such as conduct in the workplace, harassment, sexual harassment, cultural diversity, computer use and data compliance as well as various other topics.

Taser 7.0
- This course is provided to give all new deputies an overview of the Taser and to get them an initial qualification on the Taser. All of our Taser instructors have attended a Taser Instructor course and are certified to teach the curriculum by Taser International.

Summit/timesheets .50

- This class is designed to give the new deputies and overview of the counties computerized payroll and benefits tracking system. It also will teach them how to do their timesheets and change their benefits as needed.

Verbal De-Escalation   2.0

- This class is designed for deputies to strategically use their verbal skills to attempt to de-escalate a suspect rather than using force to gain compliance.

Excited Delirium   1.5

- This course is provided to expose new deputies to the medical emergency known as Excited Delirium. It covers the symptoms, causes and explains the possible outcomes if this medical emergency is not recognized by the deputy.

NIMS 100 (computer)   3.0

- Introduction to the Incident Command System.

NIMS 200 (computer)   3.5

- ICS for single resource and initial action incidents.

NIMS 700 (computer)   3.0

- National Incident Management System (NIMS) an introduction.

Data Privacy (computer)   2.5

- Ramsey County sponsored online course that covers computer use and data compliance, mandatory for all employees.

Responder Dispense (computer) .50

- This is a registry for law enforcement personnel for medication dispensing in the event of a large scale medical outbreak.

Right to Know (computer) 2.0

- This is an online course designed to cover issues relating to hazards in the workplace and how to complete first reports of injury and resources that are available to the employee if they are injured on the job.

C.I.T. Class (computer)   4.0

- This course is designed to provide deputies with a basic understanding of ways to deal with people who are mentally ill or mentally unstable. It also covers ways to attempt to de-escalate these situations verbally before implementing a physical means of control.

Glock Training   32.0

- This course is done in blocks of training and provides deputies with an overview of the handgun and progresses to dynamic drills being completed on the range. Some of the topics covered are malfunctions, re-loads, use of cover, low light and inclimate weather issues.

AR-15 Training   16.0 (two 8 hr. days)

- This course is done in blocks of training and provides deputies with an overview of the gun and progresses to dynamic drills being completed on the range. Some of the topics covered are malfunctions, re-loads, use of cover, low light and inclimate weather issues.

Defensive Tactics   40.0 (inc.Taser/chemical agent)
- This course is designed to give deputies the skills necessary to protect themselves or control a suspect in a dynamic encounter. The skills taught in this class and the weapons used with these techniques are encompassed in our use of force matrix.

CrossFit Classes   16-20
- This is a physical fitness program that we provide to members of the department as well as new deputies in the academy. The classes are taught by deputies that are CrossFit certified instructors. The classes incorporate body movement exercises, weight lifting and other non-traditional physical activities such as rope climbing into timed workouts which provide a cardiovascular element to the workout.

L.E.C. Tour   3.0 total
Tour of the Warrant Office and overview.

L.E.C./RTIC Tour   .75
- Tour of the Real Time Information Center and the service that it provides.

L.E.C. Tour   .50
- Tour of the Arraignment Court at the LEC.

Patrol Tour   2.0
- Tour of our Patrol Division and a general overview.

Water Patrol Tour   2.0
- Tour of our Water Patrol facility and a general overview of the services they provide.

Courts Tour   8.0
(Main Courthouse, Maplewood, Human services, JFJC, LEC, 402)
- Tour of all other courts facilities and the services they provide.

Dispatch Tour   2.0
Tour of our Dispatch center and how it functions.

EVOC Lecture   3.0
- Classroom presentation on Emergency Vehicle Operations that covers material about the vehicle, the deputy and their perceptions and physical changes under stress, driving strategies and techniques, safety issues for the deputy and community, various other topics.

EVOC practical   8.0
- This is the practical application of the classroom material done on a closed course.

Patrol Tactics   40.0 (5 consecutive days)
- These classes are provided by instructors and FTO's that are assigned to the Public Safety Services Division. These classes are more specific to the patrol function. Topics include classes such as officer survival, K9 searches, radio

- Allows new deputies to get set up with an account to access driver's license information.

Situational Leadership   2.0
- This class gives employees an insight into the philosophy and management style used within our organization.

Keepers uniforms/equipment   3.0
- This meeting allows new deputies time with our uniform vendor to get their uniforms and equipment ordered.

(2) Range WOD's
- This course combines a CrossFit work out with a firearms range exercise. This course is designed to observe firearms skills while under stress from physical and cardiovascular exercise.

Co. Atty (civil)   1.5
- This class covers civil issues as they relate to the deputy and their duties.

Drug Recognition   1.0
- This class is a basic drug recognition course and is designed to show the new deputies what the drug looks like and the effects it may produce on people.

SFST Classes
- These Standardized Field Sobriety classes are taught by the MN State Patrol to help recognize people that are under the influence of alcohol or controlled substances. These classes are required for deputies to be eligible to participate in grant funded DUI enforcement details. These classes have not been incorporated into the New Deputy Academy at this time, it is currently under consideration.

APPENDIX C – PERFORMANCE MANAGEMENT

This report provides recommended Performance Management Measurements for the Ramsey County Sheriff's Office (RCSO) and accompanies the comprehensive Staffing Study completed by Matrix Consulting Group. The purpose of this report is to provide the RCSO with comprehensive measures for its five service divisions. Performance measurements are not new to the RCSO. In fact, performance measures specific to the budget may be seen in the annual budget report. The purpose of this report is to expand on those measures across RCSO functional areas to better assist the RCSO in assessing its goals and objectives. This information also provides citizens with a better understanding of the RCSO's efforts to provide good service thus improving service thus, improving public trust.

It is important to note that the performance measures in this report are not all-inclusive. It is acknowledged that the RCSO will utilize the measures helpful to their development of a more robust performance management program. The measures in this report are intended to assist the RCSO in many ways including, budget reports, annual reports, strategic reports, evaluation specific to functional areas of public and commission presentations.

Traditionally, many local governments have managed on the basis of inputs as well as the volume of workload accomplished. The RCSO, like many local law enforcement agencies, realized that these kinds of indicators provide an incomplete picture of efforts. As a result, the performance measurement system proposed by Matrix Consulting Group is designed to identify indicators that will enhance efficiency, quality,

and effectiveness. Simply, a comprehensive performance measurement system answers the following critical questions for the RCSO.

• What was achieved?

• How efficiently was the work done?

• How were citizens helped by the effort?

Overview of the Ramsey County Sheriff's Office

Minnesota State Statute requires every county to have an office of the sheriff. Residents elect the sheriff every four year as the highest-ranking law enforcement official and chief law enforcement officer of the County. The Ramsey County Sheriff's Office is Minnesota's first law enforcement agency, established in 1849 when Minnesota was a territory. Hundreds of state statutes mandate the duties the sheriff must perform. The most notable statute reads, "the sheriff shall keep and preserve the peace of the county" (S 387.03).

PROGRAM SERVICES

The Sheriff's Office is organized into five service divisions, which provide the following.

• **Administration Division** — warrants; criminal histories; gun permits; budget and accounting; human resources and payroll; training and staff development; grants, contacts, and procurement; internal affairs; fleet management; information technology, including research and development; and, planning and analysis.

• **Court and Security Services Division** — court security; human service security; civil process (orders for protection, foreclosure notices and sales, civil and criminal subpoenas, dissolutions of marriage, and evictions); and, emergency management and homeland security.

• **Detention Services Division** — detention of pre-trial inmates and probation or supervised release (parole) violators at the Adult Detention Center (Ramsey County Jail); transportation of prisoners; and, hospital detention security.

- **Public Safety Services Division** — contract law enforcement (patrol and investigations) services to seven communities; K-9 operations and training; crime scene response; records and property; school resource officers; traffic enforcement; crime prevention; water patrol; dive team; and, volunteer programs and internships, including reserve deputies and community support services.

- **Regional Services Division** — law enforcement and public safety services that involve multiple agencies, joint investigations, and regional partners that have a county-wide impact; watch commander operations; contract negotiations and labor and union relations; and, special projects and programs.[19]

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[19] Ramsey County Sheriff's Office, Budget Report 2016-2017

RAMSEY COUNTY SHERIFF'S OFFICE PERFORMANCE MEASURES

PUBLIC SAFETY DIVISION

PATROL SERVICES

Program Goals

1. **To enhance public safety through effective responses to calls for service and proactive self-initiated activities**
    Objective 1: Respond to calls for service within established priority time limits and proactively investigate suspicious circumstances.
    Measurements:
    *   # of total calls for service
    *   # of calls for service by priority
    *   Time spent on calls by priority
    *   % of calls for service responded to within established times by priority.
    *   # of calls by type of incident
    *   Time spent on calls by type of incident
    *   # calls where two or more officers respond by priority
    *   Type of self-initiated calls by activity
    *   % of time spent on self-initiated calls by activity

2. **To enhance the investigation of crimes.**
    Objective 1: Complete a thorough initial investigation of reported incidents and crimes.
    Measurements:
    *   Total # of reports written
    *   Reports by crime category
    *   Time to complete reports by crime category
    *   # of jail transports/Bookings
    *   Time per Jail Transport/Booking

3. **To work with the community to resolve problems**
    Objective 1: Engage in community policing and problem solving activities during available time.
    Measurements:
    *   % of officer's available time
    *   Type of self-initiated events officers engage in during available time
    *   % of time officers engage in community policing activities
    *   # of sponsored or attended neighborhood activities
    *   % of officer's patrol officers attending neighborhood activities

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4.   **To Target Chronic/Repeat Offenders, Places, Victims**
      Objective 1: Provide weekly tactical crime analysis reports for patrol to target persistent offender, victim and place related problems.
      Measurements:
      - # of tactical crime analysis reports provided to patrol
      - # of arrests based on crime analysis information
      - # of community policing and problem solving efforts/projects based on tactical analysis information
      - % of crime reduction of location, victim, offender based problem based on tactical crime analysis information.

5.   **To engage in Neighborhood Community Policing and Problem Solving Efforts**
      Objective 1: All patrol offices will engage in the identification of neighborhood problems and utilize community policing and problem solving methods to resolve.
      Measurements:
      - # of patrol officers
      - % of patrol officers trained in community policing and problem solving (COPP)
      - # of chronic neighborhood problems identified by officer
      - Document successes of officers engaging in COPP efforts

INVESTIGATIVE SERVICES

Program Goals

1.   **Effectively and efficiently investigate crimes**
      Objective 1: Clear crimes in accordance with National or locally established clearance rates.
      Measurements:
      - # Part I Crimes by type
      - % Part I Clearances by type
      - # Part II Crimes (select crimes based on persistent problems e.g., gun related, juvenile, drugs, gangs, etc.)
      - % Part II Crimes Clearances by type

2.   **To work closely with patrol on crime control and prevention**
      Objective 1: Measure the impact of crime control based on information provided to patrol by detectives.
      Measurements:
      - # of tactical crime analysis reports provided to patrol
      - # of arrests based on tactical crime analysis reports
      - # of patrol field interview cards generated from tactical crime analysis information.

- # and % of reduction in crime type based on patrols attention to "Hot spot" and crime trend information provided to patrol

3. **To keep citizens informed about case status**
   Objective 1: Provide victims a case status card via mail or email that identifies case number, detective assigned and case status at a minimum.
   Measurements:
   - # of investigative cases by type
   - # of investigation cards by type sent to victims

4. **To provide investigators with career development**
   Objective 1: 100% of investigators are properly trained
   Measures:
   - # of investigators by crime area (Robbery, Homicide, Burglary, Cyber Crimes, etc.)
   - % of detectives by crime area completed basic investigators course
   - % of detectives by crime area completing training specific to area assigned (Robbery, Homicide, Burglary, Cyber Crimes, etc.)

WATER PATROL

Program Goals

1. **To provide community outreach using CSO's**
   Objective 1: Maintain a high visibility in the community
   Measurements:
   - # of daily patrols through mobile home parks
   - # Interactions with citizens
   - # of mentoring and volunteer events at schools
   - # of other community events attended.
   - % of time spent on the above activities

PUBLIC COMMUNICATIONS AND CRIME PREVENTION

Program Goals

1. **To provide youth with crime prevention education and programs**
   Objective 1: Reach out to (establish a number or % of youth targeted) of youth in the community annually
   Measurements:
   - # of youth involved by prevention program (Partnership w/arts, ATV safety, Firearms Safety, Operation Kid print, etc)
   - % increase or decrease in program annually (establish a percent goal)
   - # Students involved in DARE education program

- % of increase or decrease in program from last year (establish a percent goal)

Objective 2: Increase public outreach and communication through the Public Communications Coordinator
Measurements:
- # neighborhood events
- # of other organized events
- # of positive stories submitted to media
- # of branded materials to raise public awareness
- % increase in each of above (set goal annually)

ADMINISTRATIVE DIVISION

PLANNING AND ADMINISTRATIVE SERVICES

Budget

Program Goals

1. **To effectively communicate budget information to all interested parties.**
    Objective 1: Respond to budget information within 24 hours 99% of the time and provide information to citizens, commission members and staff in a timely manner
    Measurements:
    - Percent of bi-monthly staffing reports prepared by due date
    - Percent of monthly budget
    - Number of information requests
    - Percent of budget requests answered within 24 hours

2. **To provide conservative and accurate estimates regarding revenues and expenditures**
    Objective 1: Evaluate estimates of revenues and expenditures.
    Measurements:
    - % variance in actual and projected revenues
    - % variance in actual and projected expenditures

3. **To administer Grants for the Ramsey County Sheriff's Office**
    Objective 1: Produce 100% of grant financial reports by a specified deadline.
    Measurements:
    - # grant financial reports completed
    - Percent of financial reports completed by deadline.

Finance

Program Goals

1.   **To effectively and efficiently provide financial services to vendors and internal departments.**
     Objective 1: Produce 100 % of payroll reports on established due dates
     Measurements:
     - # payroll checks issued
     - # of payroll checks issued by due dates

     Objective 2: Process accounts payable within established due dates.
     Measurements:
     - # accounts payable received
     - # of accounts payable issued by due dates

2.   **To administer Grants for the Ramsey County Sheriff's Office**
     Objective 1: Complete 100% of grant financial reports by a specified deadline.
     Measurements:
     - # grant financial reports completed
     - Percent of financial reports completed by deadline.

Fleet Management

Program Goals

1.   **To assist risk management to provide for overall safety and driver efficiency.**
     Objective 1: Reduce the number of RCSO accidents by 5% annually
     Measurements:
     - # vehicle accidents
     - % of annual reductions in accidents

     Objective 2: Produce Accident History Reports for RCSO staff review as directed.
     Measurements:
     - # of accident history reports required annually (weekly, monthly, quarterly)
     - % of reports provided on time.

Procurement Services

Program Goals

1.   **To prepare, negotiate, administer and monitor RCSO contracts.**
     Objective 1: Analyze and maintain electronic files on all contracts including all related information and renewal dates.

Measurements:
- # contracts in the data base
- % of contracts signed/approved by the County Civil Attorney on time.
- # of renewable contracts
- % of contracts renewed on time.

Objective 2: Complete appropriate bid/proposals in accordance with statute and County policy.
Measurements:
- # of formal bids/proposals solicited
- % of Formal bids/proposals solicited
- % of formal bids/proposals solicited on time

Planning

Program Goals

1. To measure public perceptions of RCSO performance
Objective 1: Conduct an Annual Community Satisfaction Survey
Measurements:
Note: Agencies should develop survey instruments with the assistance of experts. Many agencies find Universities and colleges helpful in developing the survey instrument and providing analysis. The Office of Community Oriented Policing provides information that can assist agencies in the development of internal and external survey instruments. The Internet also provides many examples of survey instruments used by other agencies.

INFORMATION AND TECHNOLOGY

Program Goals

1. **To provide excellent system reliability and customer service for users.**
   Objective 1: Respond to customer service requests within 2 hours.
   Measurements:
   - # help desk calls per month
   - # help desk calls resolved "same day"
   - % calls resolved "same day"
   - # help desk resolved within 2 days
   - % help desk calls resolved within 2 days
   - # help desk calls resolved within 3 days
   - % help desk calls resolved within 3 days

   Objective 2: Conduct conservative and accurate evaluations of revenues and expenditures.

Measurements:
- % system time uptime during scheduled available hours
- % unplanned system restarts
- # payroll checks issued
- # of payroll checks issued by due dates

CITIZENS RESOURCE CENTER

Warrants

Program Goals

1. **To provide an efficient system for processing and serving warrants.**
    Objective 1: Process all Warrants received from the 2nd District Court within established time frames.
    Measurements:
    - # warrants by the court and processed: Issued
    - % of warrants received and processed within established time frames
    - # warrants Processed: Cleared
    - # Total Number of warrants processed
    - # backlogged warrants to be processed
    - Avg. time to process a warrant
    - Time estimated to resolve backlog
    - # of attempt service of warrants
    - # Warrants cleared by Arrest
    - # Fugitives arrested on warrant by SIU
    - # Fugitives arrested on warrant by patrol deputies
    - Total number of outstanding warrants

Criminal History

Program Goals

1. **To provide excellent system reliability and customer service for users.**
    Objective 1: Respond to customer service requests within 2 hours.
    Measurements:
    - # criminal history reports received
    - # history reports processed
    - # of backlogged criminal history reports
    - % of criminal history reports backlogged
    - Avg. time to process criminal history report
    - Time estimated to resolve backlog

- % Command Officers that attended a command college type course (SMIP, SPI, etc.)

2. **To represent the community served**
   Objective 1: Demonstrate that RCSO employees represent the demographics of the community?
   Measurements:
   - # of deputies
   - # of correctional officers
   - # of civilian staff
   - # of staff by classification (deputies, correctional officers, civilian staff) by demographics (gender, age, race, etc.)

3. **To recruit and train new employee's representative of the community.**
   Objective 1: Demonstrate the RCSO employees represent the demographics of the community.
   Measurements:
   - Total # of applicants completing interest cards
   - % of applicants completing interest cards by demographics (gender, age, race, etc.)
   - Total # of applicants by demographics taking entry exam
   - % of applicants by demographics who successfully pass and fail exam
   - # of applicants by demographics who complete background process
   - % of applicant's demographics who pass/fail background process
   - # of applicants by demographics in each academy
   - % of applicants by demographics pass/fail academy
   - # applicants by demographics in FTO program
   - % of applicants who pass/fail FTO program
   - # applicants on probation
   - % of applicants by demographics who pass/fail probation

4. **To administer a training program in compliance with Minnesota POST standards.**
   Objective 1: Ensure 100% compliance with POST Minnesota POST standards
   Measurements
   - # of standards in compliance with POST standards
   - # of standards not in compliance with POST standards
   - # of standards not successfully

5. **To Improve recruiting and hiring efforts**
   Objective 1: demonstrate that Recruiting staff is available to mentor applicants through the process
   - # of applicants mentored prior to testing process (written, oral board)

- % of applicants by demographics mentored prior to testing process
- # applicants mentored in completing background process
- % applicants by demographics mentored in completing backgrounds process

PROFESSIONAL STANDARDS

Program Goals

1. **To provide a responsive, fair and impartial process for investigating internal and external complaints of deputy and correctional officer misconduct.**
   Objective 1: Provide citizens a complaints process that is readily accessible.
   Measurements:
   - # total of citizen complaints by month
   - # of complaints received in person
   - # of complaints received by phone
   - # of complaints received by email
   - # of complaints by race, gender, ethnicity and gender

   Objective 2: Document and analyze complaints against employees.
   Measurements:
   - Total # of formal complaints
   - # of complaints by type of complaint
   - % of complaints by type of complaint
   - Disposition of complaints
   - Completion of investigation by established time parameters
   - Total # of in-formal complaints
   - # of complaints by type of complaint
   - % of complaints by type of complaint
   - Disposition of complaints
   - Completion of investigation by established time parameters

   Objective 3: To effectively track and respond to officers' repeated performance and conduct issues including; citizen complaints, traffic accidents, use of force complaints, traffic accidents, etc.
   Measurements:
   - # of incidents by officer by issue (see above)
   - Total number of incidents by officer by issue
   - % of incidents referred to IA
   - % of incidents resolved by training
   - % of issues resolved by other means (mentoring, counseling)

DETENTION SERVICES DIVISION

Program Goals

1. **To maintain generally acceptable standards for Supervisor/Correctional Officer ratios.**
    Objective 1: Assign 1 Sergeant per 8-10 Correctional Officers
    Measurements:
    *   # Correctional Officers assigned to the Detention Services
    *   # of Supervisors assigned to Detention Services
    *   Ratio of Supervisors to Correctional Officers assigned to Detention Services

2. **To maintain staffing levels in detention to ensure Officer Safety and efficiency and effectiveness in operating jail.**
    Objective: Attain optimal staffing of 141 Correctional Officers, 30 Sheriff's security Officers and 15-25 intermittent correctional officers
    Measurements:
    *   # Correctional officers assigned to the jail
    *   # Sheriff's Security Officers Assigned to the Jail
    *   # Intermittent Correctional Officers Assigned to the jail.

3. **To maintain appropriate Correctional Staffing levels to ensure inmate safety.**
    Objective: Comply with State mandated minimum staffing levels related to ration of custody staff to inmates:
    – 1:60 for direct supervisor housing with lockdown
    – 1:48 for direct supervision dormitories
    – 1:40 for indirect or podular inmate supervisor
    – 1:25 for linear housing
    Measurements:
    *   # inmates housing unit with housing capability
    *   # CO Staff housing unit with lockdown capability
    *   Ration of CO Staff/Inmate in housing unit with lockdown capability.
    *   # inmates in direct supervision dormitories
    *   # CO Staff in direct supervision dormitories
    *   Ration of CO/Staff/Inmate direct supervision dormitories

    *   # inmates for indirect or podular housing
    *   # CO Staff for indirect or podular housing
    *   Ration of CO/Staff/Inmate for indirect or podular housing

    *   # inmates for linear housing
    *   # CO Staff for linear housing
    *   Ration of CO/Staff/Inmate for linear housing

4. **To effectively manage overtime and operational expenditures to ensure fiscal responsibility of the division.**
   Objective 1: Reduce budgeted overtime by 5%
   Measurements:
   - $ Overtime expenditures
   - % increase (decrease)

   Objective 2: Efficiently manage procurement of services and supplies in order to reduce operational expenditures
   Measurements:
   - Complete implementation of RMS inventory control Software
   - Analyze usage/financial reports from inventory
   - Control system to identify areas of concern

   Objective 3: Efficiently manage operational expenditures
   Measurements:
   - Monitor and control waste of supplies and materials

5. **To improve Facility safety and security**
   Objective 1: Replace all inoperable security cameras
   Measurements:
   - # of security cameras.
   - # of security cameras requiring replacement
   - % of updated security cameras installed

6. **To establish compliance with Prison Rape Elimination Act (PREA)**
   Objective 1: Complete PREA audits as required
   Measurements:
   - Identify PREA number of required PREA standards RCSO jail.
   - % of PREA standards in compliance
   - Complete PREA audits as required

COURT AND SECURITY SERVICES

Civil Processes

Program Goals

1. **To effectively serve all Civil Processes in accordance with Minnesota Statute.**
   Objective 1: Utilize new RMS Civil Processes module to track the number, attempts and service of all processes (Summons and complaint, writ of recovery, Emergency Ex Parte Order for Protection, Order Granting Petition for Ex Parte, Execution-Wages, Summons, Subpoena, Summons and Petition, Mortgage

Foreclosure Notice, Summons/Petition -Child Protection, Summons – Termination of Parental, Notice – Expiration of Redemption, Emergency Ex Parte (kick-out), Notice of Hearing, Order to Show Cause, Subpoena- Order to Appear, All other types of summons.

Measurements:
- # of Civil Process (by each summons – see above)
- # Attempts for Service
- # Served
- # Returned without Service

Court Security Services

Program Goals

1. **To efficiently process and manage Detention records**
   Objective 1: Process and enter 90% of all reports received from the courts within the designated time frame.
   Measurements:
   - # Juvenile cases per month
   - % Juvenile cases processed within designated time frame
   - # Adult cases per month
   - % of adult cases processed within designated time frame

2. **To provide safe and efficient transport of defendants to court.**
   Objective 2: Ensure 100% of defendants are transported on time for Court appearances.
   Measurements:
   - # of inmates transported to court appearances monthly
   - % transported on-time monthly
   - Reasons for late transport

REGIONAL SERVICES

Public Information Officer

Program Goals

1. **To efficiently respond to media and public requests for newsworthy information. Timely, fair and impartial reporting of newsworthy events and responses to requests for information.**
   Objective 1: Provide the public with fair and impartial reporting of newsworthy events.
   Measurements:
   - # media requests received monthly

- # media releases approved
- # non-crime positive stories submitted to media
- # social media posts monthly
- # social media responses monthly
- # honor guard requests monthly
- # honor guard requests attended monthly

2. **To efficiently and effectively respond to public information requests.**
   Objective 1: Respond to public information requests within statutory requirements.
   - # Data Requests received monthly
   - # Number completed within statutory requirements
   - % completed within statutory requirements