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FEASIBILITY STUDY

BILLINGS/YELLOWSTONE COUNTY

JUNE, 1986

Montana Board of Crime Control

102510

MONTANA BOARD OF CRIME CONTROL

101 N. Roberts

Helena, Montana 59601

Blow struck for reason

Decision serves taxpayers

Reason crept into the Yellowstone County Courthouse Monday on little cats' feet.

A city-county committee studying law enforcement costs and duplication voted to recommend consolidation of the county and city detective agencies.

Committee member Mike Kennedy, Ward 5's representative on the City Council, called the recommendation a "landmark."

The committee, Kennedy said, "accomplished more in two hours (Monday) than in the last three years."

That's only partly true. The committee spent the past three years pulling itself from a swamp of self interest to high ground.

Not all the mud from that swamp has been wiped off, of course. A representative of the Montana Public Employees Association, the union representing the Billings police officers, tried Monday to blow embers of contention between the city and county into full flame.

But that effort failed, and the committee voted to serve the public's best interest. Monday night, the City Council followed suit, and the county is likely to make recommendation support unanimous.

Sheriff Mike Schafer, who voted for consolidation, had some reservations about turning supervision of his detectives over to Police Chief Gene Kiser. But those points will be addressed by task forces appointed to facilitate the consolidation.

The proposal offers Schafer relief. Budgetary constraints have eroded his detective division. He is faced with staffing the new jail and providing county residents protection with a shrinking budget. Consolidation offers rural county residents professional protection and an economy of scale.

County Attorney Harold Hauser said the need for better use of tax dollars dictates further consideration of consolidation between the two departments.

A study conducted by the Montana Board of Crime Control echoed that sentiment.

"All of the indicators and trends, according to data collected and analyzed by the research team, shows that the factors necessary for a successful consolidation of the Yellowstone County Sheriff's Department and the Billings Police Department are already present or are quickly becoming a reality.

"In light of this, we strongly recommend that the two political entities either continue the present committee or form a new committee to study and prepare a plan for this."

That makes sense. Meanwhile, the committee deserves commendation for taking a giant step toward providing efficient, economical protection for all of Yellowstone County.

We owe each of the committee members — commissioners Dwight MacKay, Dave Gorton and Edwards; mayor James Van Arsdale, council members Kay Foster, Dennis Flick, and Kennedy; chief Kiser and sheriff Schafer and deputy Chuck Maxwell; county administrator Mort McBain and city administrator Alan Tandy — our thanks for that.



Keep from

Par

According to witnesses, the way.

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The mother challenged him words, which he gladly did. So s him.

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I told him that of course I cidents of this kind have been o the League and other such parent ties began.

Compared to some brawl There have been disputes in w taken up firearms. There hav Feuds have been started that years.

"Why do they do it?" the s "Is a kid's game that important to

Have detectives work for Kiser, state study says

By ROBIN BULMAN
Of The Gazette Staff

Police Chief Gene Kiser would supervise a consolidated Billings-Yellowstone County detective unit if a recommendation by the Montana Board of Crime Control is adopted by a committee studying local law-enforcement services.

Also recommended in the preliminary draft of the state agency's 30-page report is consolidation of the two law-enforcement agencies' records units, again under Kiser's supervision.



SCHAFFER
reservations

Committee members discussed their questions and comments on the draft report Monday afternoon with Clayton Bain and Larry Petersen, who researched and wrote the state's analysis and recommendations. Bain and Petersen will meet with the committee on June 26 to present their final report.

Late last year, Kiser and Sheriff Mike Schafer deadlocked over how to combine their individual detectives and records units.

The committee turned to the crime-control board for help in sorting information and making objective recommendations.

Three options are outlined in the preliminary state report. They include:

- Merging the Police Department's detectives with the sheriff's detectives under the authority and supervision of Schafer.
- Merging both detective units into a new investigative unit that would be supervised by County Attorney Harold Hanser.
- Merging both departments' detectives and records units into the Police Department, where they would be supervised by Kiser. Under

this proposal, all detectives would be sworn by the sheriff to work in the entire county.

The preferred option, the report states, is consolidation of the two units under Kiser.

"This option appears best able to meet the previously stated goals of consolidation and has most of the factors necessary for a successful merger," the report says.

Schafer told committee members Monday that he supports consolidating the two agencies' detectives and records units, but that he has some reservations about relinquishing all of his supervisory authority in those areas to the police chief.

"I'm not ruling out that he (Kiser) could be the administrator," the sheriff said after Monday's meeting. "But I do want to have the ability to have some say."

He said that he would rather merge the two units under him, but that he recognized that it "doesn't make sense" to merge a larger department into a smaller one.

The report says that the sheriff's management style is not suited to a larger department, where management usually becomes "more formal and para-militaristic."

The state's preferred recommendation calls for an advisory board of policy-makers, community leaders and criminal-justice officials to oversee the partial merger of the two law-enforcement agencies, resolve disagreements and determine costs and resources. In addition, the report calls for numerous task forces that would look at specific problem areas.

However, Schafer told committee

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Law

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members that he might find a modified version of the state's preferred option more palatable. His modification could include a different committee that would have more day-to-day involvement in the operation of the merged units, he said, adding that the committee might include the sheriff, police chief, as well as the supervisors for the two separate detectives units.

But sketchy as it was, the sheriff's idea received little support from Kiser, who told committee members

that supervision by committee would not work.

"I see that doomed to failure myself," the police chief said. "You take a commander, who's he going to take his orders from?"

That question is precisely what caused last year's deadlock on consolidating the two detective units. Schafer and Kiser could not agree on who should supervise a consolidated detective unit or how to replace detectives who quit.

Regardless of which, if any, option the committee chooses, the state report says that the advantages of consolidation outweigh the disadvantages.

"The real advantage to the police department merging the investigator

and records units with those of the sheriff's department would be to develop better coordination and cooperation, enhance efficiency and reduce overlapping," the report says.

The sheriff, in particular, could benefit from consolidation, according to the report. A tremendous increase in operating costs for the new jail, slated to open next year, and the sheriff's newly acquired coroner's duties have left Schafer little flexibility, the report says.

"The only alternatives the sheriff has to maintain the patrol and investigative services at a desired level and quality is to either employ additional people or consider merging some of these services with the police department," the report says.



BOARD OF CRIME CONTROL

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June 11, 1986

NCJRS

SEP 8 1986

ACQUISITIONS

TO: Chairwoman Grace M. Edwards and Members of the Law Enforcement Committee

We submit herewith our findings and recommendations resulting from the study on the feasibility of consolidating the investigative units and the records systems of the City of Billings Police Department and the Yellowstone County Sheriff's Department. Included in this study is the City of Laurel Police Department.

After analyzing the services and organizations of the three law enforcement departments, it is apparent that the consolidation of the investigative units and records systems of the Billings Police Department and Yellowstone County Sheriff's Department is feasible.

It is also apparent, at this time, that any consolidation effort to include the City of Laurel Police Department would not result in any advantage to the City of Laurel that it doesn't already enjoy. The Laurel Police Department could continue to request assistance from the newly consolidated investigative unit in the same manner as it does presently with the Yellowstone County Sheriff's Department. As the felony crime rate in Laurel is low, calls for assistance do not occur very often.

Our findings and recommendations include several options for consolidating. We have outlined the advantages and disadvantages of each option. It will be the committee's task to determine the option that will best serve the needs of the city and county.

Your decision should be based on four elements which affect the success of any consolidation of police services. These are: it must be functionally sound; it must be legally permissible; it must be politically practical; and, it must have public acceptance.

We acknowledge with thanks the excellent cooperation we have received from the many city and county officials who we have contacted. Special thanks go to the members of the three law enforcement departments who assisted us. We also appreciate the support of the Law Enforcement Committee.

Implementation of any one of the options poses a most difficult challenge. This will require full public knowledge and support to become a reality. The Board of Crime Control is ready to assist you in any way we can to accomplish this.

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Introduction

Billings is the largest and most prosperous city in Montana, developing in an area that lies between the north shore of the Yellowstone River and the rimrocks of the river valley. Within the city limits there are 30.19 square miles.

In 1970, the population of Billings was 61,581 and the metropolitan area had 75,651. Over the past 15 years the city has seen a period of rapid growth. This has been accomplished through annexations, net migration and live births over deaths. The present population of the city is 78,141 and the metropolitan area is 93,010. This is a 21.2 per cent increase over 1970 within the city. All present populations are based on estimates by the City of Billings planning staff.

This growth is a result of Billings being a major agricultural center and the center for the petroleum and coal industry for Eastern Montana and Western North Dakota. It is also a distribution center servicing a four state area and a retail trade center for Southeastern Montana and Northern Wyoming.

Yellowstone County has the largest population of any county in Montana. The 1970 census indicated a population of 87,367. Presently it is estimated at 114,531. The county contains 2,624 square miles. Besides Billings, the only incorporated cities or towns are Broadview and Laurel. Broadview has a population of 120. The 1970 census indicated a population for Laurel of 4,454. It presently has about 6,600 persons. Unincorporated communities in the county include Custer, Pompeys Pillar, Ballantine, Worden, Shephard, Huntley, Acton and Molt. The largest unincorporated area, Billings Heights, was annexed by the City of Billings last year. Yellowstone County's population has grown by 23.7% since 1970.

Historically, as urban growth developed adjacent to Billings, the city would eventually annex the area. Of the total county population, only 30,000 or 26% live outside the city limits of Billings and Laurel. This is the number of persons who depend solely upon the sheriff for law enforcement services.

The City of Billings is governed by a mayor/city council form of government with a city administrator. The mayor votes in case of a tie, is head of the city government for ceremonial purposes only, and signs contracts and documents. The city administrator is in charge of all personnel and operations of the city. The council members represent wards with two council members per ward. The city has a charter form of government that was adopted on September 14, 1976 and effective May 2, 1977.

Yellowstone County is governed by three elected county commissioners with a number of elected row officers. The commissioners maintain control of the county budget but have no control over the management of the other elected county officers. The sheriff is an elected official of the county. The sheriff, by Montana Codes, is responsible for providing law enforcement services in the county area, a large number of civil services and for the operation of the county jail.

Over the years, the two political entities have entered into a number of agreements to merge various services and operations. These include a joint city-county library board, joint membership on the county planning board and a joint city-county communications services system.

An agreement for the sheriff to provide law enforcement services for two recently annexed areas to the city was approved last year. The period of the agreement was from July 1, 1985 to June 30, 1986. This allowed the City of Billings time to collect from the annexed areas the taxes due by May 31, 1986 to

budget for services in the fiscal year July 1, 1986 to June 30, 1987. The two areas with population figures for 1985 are Billings Heights, (16,060), and West End, (1,701), for a total of 17,761 persons.

In the 1970's two other agreements concerned the formation of joint special investigative units using manpower from the police and sheriff's department. The first agreement was initiated through a federal grant from the Montana Board of Crime Control. This provided for a special team to target the crimes of burglary, robbery, rape, aggravated assault and homicide. The grant was effective June 28, 1973 but for a number of reasons was not implemented until January 1, 1974. It ended on December 31, 1975. The team was known as the City-County Detective Team or CCD.

The second agreement was implemented on December 12, 1978 to form a county attorney's criminal investigation division. This team was also staffed by city and county detectives but was controlled by the county attorney. This team was known as the CID team. A federal grant was authorized by the Montana Board of Crime Control to purchase specialized equipment for the team. This agreement ended on June 27, 1980.

The Billings Police Department

The Billings Police Department has 101 sworn officers. The department is divided into three major divisions. These are the Field Operations Division, Investigative Division and the Support Services Division. Each is commanded by a police captain. There is also a Crime Prevention/Public Relations section commanded by a sergeant and an Animal Control Division supervised by a civilian superintendent. The department is administered by the Chief of Police and an assistant Chief of Police.

The Investigative Division is staffed by 25 sworn officers and four

civilian employees. The Division is divided into three sections: the Adult Detectives; Juvenile Detectives; and Identification.

The Adult Detectives are divided into a day shift (6:30 a.m. to 5:00 p.m.) and an afternoon shift (2:30 p.m. to 1:00 a.m.). The day shift has one sergeant, seven detectives and one secretary. The afternoon shift has one sergeant, one secretary and six detectives. A lieutenant, who is also a polygraph examiner, is assigned as overall supervisor.

The Juvenile Detectives are divided into the same two shifts as the Adult Detectives. One lieutenant and three detectives are assigned the day shift while three detectives are assigned to the afternoon shift.

The supervisor of the Identification section is a civilian and is a certified latent print examiner. The supervisor is responsible for the processing, classification, comparison and filing of fingerprints. One secretary is assigned to Identification.

In addition to their regular assignments, some detectives have been assigned additional duties. Two detectives have responsibility for crime scene and fatal accident photography and for the darkroom and its supplies and equipment. Two detectives are assigned to gambling activities and handle all activities related to on-premise licensing and investigation of illegal gambling. Billings has had a difficult problem with prostitutes and street walkers and has assigned one detective to vice operations. The Billings Police Department has a very strong policy regarding the installation and removal of security alarm systems. One detective is assigned this responsibility.

The Captain of Detectives is responsible for the policies, procedures and operations of the Investigative Division. The Captain is the liaison officer to

other agencies and reports directly to the Chief of Police.

The Captain uses a structured formula for determining acceptance of cases for follow-up. The initial investigating officer uses a point system to determine case referral to the detective division. A supervisor then reviews the case and makes a final determination. Those cases not assigned are filed by type of crime and can be assigned later if additional information is developed.

The cases are then assigned to the detectives on a rotating basis, taking into account their shift assignment and specialization. Once a case is assigned, this information is entered into a computerized case management system accessible only to supervisors. Individual case loads are reviewed regularly to determine work loads and review performance. Information is available within short periods of time as to what point the investigation has developed and also as to dispositions.

The Support Services Division is divided into communications liaison, property and evidence, recruiting and training, records, and data processing. A captain commands the Division. There is a lieutenant responsible for both property and evidence and for recruiting and training. Records has 12 persons for clerical and data processing staff. The captain maintains liaison with the city-county communications advisory board and is a member of the board.

The agreement establishing the board and the joint communications center was effective July 1, 1985. This established a county-wide 9-1-1 emergency telephone service, combined the city and county switchboards and established a city-county emergency operations center with radio dispatch. There were some factions who opposed this system in the beginning who believed that in certain law enforcement situations the system would not work. During the interview process, we interviewed personnel regarding the operations of the center. We

also interviewed law enforcement personnel who readily admitted being opposed to its creation, but who were now fully supportive of it. In fact, we did not find one person during the course of the interviews who presently opposes the system. Everyone believes the system is working as it should.

Property and evidence are stored on the second floor of the city building adjacent to the Investigative Division in an area of what was the jail. The area is not large enough to store the property and evidence in a proper manner. The lieutenant in charge stated he was in the process of identifying, cataloging and storing the property so it could be more easily managed. Procedures require evidence to be reviewed every 90 days. Evidence is returned when the case is adjudicated and the court orders its release and also when the case is closed by the detectives. The lieutenant said there was need for adequate space and ventilation for processing evidence. The need for more space was obvious to the research team.

The Support Services Division Captain directly supervises the records section. All records are on micro-fiche up until the last three years. The last three years' records are in the manual file. All hard copy records that have been transferred to micro-fiche are placed in dead storage. Criminal, traffic and accident records references are on an automated master name index file. The division is in the process of training the detectives in the use of the automated files.

The Communications Center has access to the master name index (MNI) by telephone. This is very cumbersome. The two CJIN terminals and the city terminal at the Communications Center do not have access to the MNI. To accomplish this only requires a security opening for the terminals. Department policy may not allow for this. The policy is that record checks will be provided by radio only in cases where it is necessary for the protection of the

officer. Otherwise, the officer receives this information by telephone or in person.

Criminal history files, case history files, wants, warrants, auto theft, M. O.'s, etc., are all automated and accessible by terminals in both the police and sheriff's departments. Terminals are readily available to detectives of both departments.

The Yellowstone County Sheriff's Department

The Yellowstone County Sheriff's Department is composed of 37 deputies and is administered by the Sheriff and Undersheriff. The department is divided into five divisions. Each division has a lieutenant in command.

The Patrol Division has 24 deputies assigned including the commander and supervisors. The Civil Division has four civilian staff and the commander. The Detention Division has the jail administrator and 19 civilian personnel. The Records Division has a commander and two civilian clerks. The Detective Division has a commander and eight detectives.

The Detective Division and the Records Division are the divisions being studied for possible merging with those of the Police Department. However, it is also necessary to comment on the Detention Division because of the impact the new jail facility will have on the Sheriff's budget and manpower allocation.

Besides the lieutenant in charge, the Detective Division has assigned a sergeant and seven detectives. Two of these are assigned to child abuse and rape investigations. The lieutenant assigns juvenile cases on a random basis to all detectives. Two detectives are assigned to narcotic cases. Some of the detectives are specialists through experience and training in homicide, arson, explosives, motorcycle gangs, interrogation and fingerprints (not certified).

The lieutenant is responsible for reviewing cases to determine acceptance for further investigation and to assigning the cases. They do not use the same case screening process as the Police Department. The criteria used to accept cases is based on suspects, evidence and type of crime. Priority is given to crimes of violence and major crimes. Long range drug cases are referred to the Coal Board Task Force Team which receives manpower assistance from the Sheriff's Department on an as needed basis. Lesser crimes without leads are not assigned. A case management log is automated and tracks the cases assigned. There is a terminal available for CJIN and department records. Cases are assigned on a rotation basis except for those requiring officers who are specialized.

The city police detectives accept only check fraud and check forgery cases occurring within the city. All other check cases are referred to the county detectives. The county attorney has developed, for the sheriff's department, criteria for screening some check cases. No formal cross-checks have been established to determine if the two agencies are working similar cases.

When a detective is called to the scene of an initial investigation, the first detective on the scene is responsible for the collection and preservation of evidence. A detective is called in whenever there is a homicide, rape, armed robbery, aggravated assault or whenever, in the judgement of the patrol shift commander, he believes a detective should be called.

The Laurel Police Department at times requests assistance from the county detective division on some major cases and suspicious deaths. Occasionally the county detectives and the Laurel police will cooperate on cases of mutual interest. The frequency of the calls for assistance from Laurel is extremely low.

A resident agent of the Alcohol, Tax and Firearms Bureau of the Federal

Treasury Department maintains his office with the County Detective Division. This provides for excellent coordination on cases of mutual interest.

The Sheriff's Records Division maintains their automated files on the City of Billings' mainframe computer. Hard copy files of operational and criminal history records are maintained with the exception of "very old" criminal files which are on microfilm. The police department and the sheriff's department utilize the same complaint/dispatch form. They also maintain integrated master name indices, criminal histories, stolen property files, and field interview reports. The sheriff's office maintains separate warrants and extradition files. The sheriff's office also utilizes a number of analytical reports for administrative and investigative purposes.

Recovered property and evidence are stored in a room on the seventh floor of the County Building. Evidence is stored in a locked enclosure separate from the rest of the property. One detective and two deputy sheriffs have keys to the room. They are responsible for providing proper access to the room. The Sheriff recently assigned one of the deputies to inventory and catalog the property and store it according to types and kinds of property. The property is stored in an orderly fashion and is easy to locate. The research team has concerns regarding the security of this room. The door to the room should be a steel security door and the room is rather remote from the sheriff's office.

In January of this year the County Commissioners assigned the functions of the Coroner's office to the Sheriff. The Sheriff has assigned these duties to four deputies, one full-time and three as part-time assignments. No formal training was provided these officers to prepare them for this responsibility. This has placed an unforeseen burden on the workload of the Sheriff's Department as there are about 400 unattended deaths in Yellowstone County annually.

The Detention Division is charged with the responsibility of operating the county jail. This jail is on the eighth floor of the county courthouse. As the city police department does not operate a jail, all city prisoners are detained in the county facility. In 1984, the sheriff reports that 62% of the county jail inmate population were arrested by the Billings Police Department. The jail is being operated with constraints on the number of inmates that may be in custody at any one time. Because the jail is at full capacity all of the time, a number of alternatives to jail are used. These range from Beta Alternatives for DUI convictions to releases without bail to appear later or to serve time on specific days of the week or month.

A new facility was approved by the voters through a bond issue in the amount of \$7,590,000 in 1985. The bond issue also provided for a youth services center for \$185,000. A grant was awarded Yellowstone County by the Montana Coal Board in the amount of \$2,137,950 as a portion of the costs of the new jail. Interest on these funds and the bonded amount has accrued in the amount of over \$1,000,000. The architects estimate of construction costs was \$8,400,250 and the contractor's accepted bid was \$7,417,400.

The operational costs of the new jail facility will have a tremendous impact on the sheriff's ability to allocate resources for all of his functional responsibilities. The present facility has a staff of 20 and houses 62 prisoners with an FY 85/86 budget in the amount of \$580,707. The new facility with a staff of 41 and housing 150 prisoners has an FY 87/88 estimated budget of 1.6 million dollars. This is an increase of over one million dollars.

This crunch has caused the county commissioners and the sheriff to reconsider the number of prisoners to be housed. By not opening one pod the facility would house 136 inmates requiring a staff of 31 persons. The estimated

FY 87/88 budget would be \$1,011,549. This is an increase of \$430,842 over the FY 85/86 budget.

This introduction has presented the organization, structural and functional components of the Billings Police Department and the Yellowstone County Sheriff's Department. It has reviewed the operations of the investigative units and the records section of each agency.

The next chapter of this report is concerned with the conceptualization and design for merging the investigative units and the records sections of the two agencies.

Prior Research Findings on Law Enforcement Mergers

The National Institute of Justice (NIJ) of the U. S. Department of Justice has completed nationwide studies from time to time on consolidation. In 1979, NIJ published a monograph titled Small Police Agency Consolidation: Suggested Approaches. The authors cite a number of conditions which have influenced communities to consider consolidating law enforcement services.

The primary conditions are:

- increased demands for more and better services coupled with declining or increasingly limited local financial capability to meet this demand; and,
- overlapping of law enforcement services and jurisdictions; and associated disputes, jealousies and competition.

The secondary conditions include:

- problems or crises (such as extended financial or manpower shortages);
- the existence of and confidence in a nearby provider agency;
- a history of intergovernmental cooperation between jurisdictions which has served as a precedent to a law enforcement merger; and,
- a desired detachment from local administrative problems.

The two primary conditions and all of the secondary conditions, with the exception of the last, exist in Billings and Yellowstone County.

The researchers determined the advantages of mergers were:

- the mitigation of conditions which limit or reduce the effectiveness of law enforcement services such as overlapping; disputes; jealousies and competition;
- a broader range of possible services;
- higher quality service; and,
- results in the provision of more service for the same law enforcement dollar invested.

The disadvantages to consolidation have been very limited and difficult to document. There have been contradictory claims that consolidations save money or, on the other hand, cost more money. Researchers have found that the dollar

invested after consolidation in contrast to the dollar invested before, provides for more service although costs may be higher in the beginning because of the increased quality of service.

The two most prevalent disadvantages are that mergers have resulted in a loss of local services and that recipient jurisdictions lack control over the level of and quality of services they receive. In the first instance, these services are in the mundane areas of vacation home checks, window and door checks, traffic control services and others. The problem is now recognized in that the law enforcement service contracts must specify the services to be provided. This problem had resulted in the termination of some mergers including two in Montana (Teton County/Choteau and Stillwater County/Columbus). In the second instance, the formation of permanent advisory boards to oversee the mergers, review service accomplishments and resolve points of disagreement have mitigated the issue.

In 1985, the John D.R. Clark Company submitted a report on the Feasibility of Consolidation of Law Enforcement in Pondera County. A portion of that report dealt with research on the advantages and disadvantages of providing contract law enforcement services or the merging of such services by the 14 Montana counties who presently do and by the two counties who terminated their contracts.

The advantages were:

- no overlap or duplication of services;
- ends competition and rivalry;
- some instances of cost savings;
- greater efficiency and effectiveness;
- easier scheduling;
- greater possibility for specialization in investigations;
- centralized crime investigation and criminal information;
- more officers available for on-call and duty; and,
- easier to retain officers as it opens up more promotional opportunities.

The disadvantages were:

- difficulty in personnel selection and retention when positions are eliminated;
- dissatisfaction may exist when the contract lacks specificity; and,
- personality conflicts may exist and can impede the merger.

The report states the researchers interviewed officials of the counties involved and found the reaction to consolidated/contract arrangements to be unanimously favorable. The report concludes the fact that each county is happy with the arrangement which is a strong endorsement from the true experts, those who have to run contract or merged departments. This report indicates that with proper planning, taking into account and providing for the disadvantages, mergers and contracts for law enforcement services have been highly successful in Montana.

The 1979 NIJ monograph stated that their research found that the most critical elements included in a feasibility study on any merger should be:

- o Demographic profiles of participating jurisdictions (e.g. to help define the areas to be served, areas requiring special services, etc.).
- o Profiles of reported criminal activity (e.g. to describe past demands for police services and to serve as a basis for determining future manpower requirements).
- o Organization and operations of existing law enforcement agencies (e.g. to help point out strengths, weaknesses and areas of compatibility among pre-merger agencies).
- o Law enforcement manpower profiles (e.g. to help ascertain the number of qualified law enforcement personnel in the area who may staff a merged agency; the salaries and benefits which must be considered; rank and seniority matters which must be addressed, etc.).
- o Management and administrative profiles (e.g. to help identify the best features of pre-merger agencies which might be incorporated in a consolidated department).
- o Equipment and facilities inventory (e.g. to identify difficulties associated with using, re-using or disposing of current facilities and the types and amounts of equipment which could be used by a merged agency).
- o Actual and projected operating costs of pre-merger agencies (e.g. to provide a basis for comparison between current costs, projected costs, and the cost of desired levels of service under consolidation).

In addition to the above, other topics that need to be addressed as a final major planning activity concerning the transition from the old to the new are:

- o equipment transfers (by purchase, loans or credits against initial payments for service)
- o standards and procedures for hiring personnel from the dissolved agency
- o equalizing salaries and benefits
- o insuring jurisdictional authority for personnel of the provider agency
- o merging of records systems
- o developing common orders and procedures

The monograph goes on to cite four factors that have been found to be important to successful mergers. The first is that the state has enabling legislation that provides for consolidation of law enforcement agencies and provides for inter-local agreements. The second is proper financial considerations. These include the availability of revenues to sustain the level of service desired and determining cost sharing formulas that are equitable. Research indicates that financing was the subject over which the greatest time was spent and the most disagreements arose during planning for a merger. The third regards the specificity of service contracts or inter-local agreements. These serve as a baseline for resolving disputes. The last is the use of permanent law enforcement advisory boards.

Law enforcement boards or commissions function as an important part of most successful merged systems. In some cases they are a continuation of the planning committees established during the feasibility study stage of a merger. In other cases they are required by the state enabling legislation or are established and sanctioned in the interlocal agreements. These boards are generally comprised of appointed representatives from each participating jurisdiction and usually include members of the county commissions, city councils and a county and/or a city attorney.

The responsibilities of the boards vary, but generally involve policy

making, oversight of activities and apprising the provider agency of specific problems. They are particularly useful during the transition period of a merger in resolving problems and disputes.

PROFILES DIRECTLY AFFECTING INVESTIGATIVE WORKLOADS

Demographers maintain that population rates influence crime rates more than any other factor. By matching specific population rates to the crime rates, it has been shown that as the population density increases, so does the crime rate. Conversely, as the population density decreases, so does the crime rate. The age group 25 and under is the population group cited as having the greatest effect on crime rates as this age group commits the largest percentage of crime. Also, the male population is disproportionately more responsible for crime than the female population.

The Census and Economic Information Center of the Montana Department of Commerce produces a publication: Montana County Profiles-Yellowstone County. The 5th edition of this publication is dated December, 1985. It contains demographic profiles and other data of social and economic significance. With this edition as the source, the increases and decreases in population age grouping for Yellowstone County from 1970 to 1980 were reviewed. The data includes the incorporated cities and towns within the county.

The population trends in the ten year period were:

- under 10 age group increased by 9%
- 10-19 age group decreased by -5.6%
- 20-29 age group increased by 67%
- 30-39 age group increased by 62.7%
- 40-49 age group increased by 3.4%
- 50-59 age group increased by 16.7%
- 60-69 age group increased by 37.5%
- 70-79 age group increased by 39.6%
- over 80 age group increased by 25.9%

The publication also profiles these percentage changes:

- under 5 age group was increased by 27.5
- 5 to 17 age group was decreased by -8.2
- 18-59 age group was increased by 37.6
- 60-64 age group was increased by 30.1
- 65 and over was increased by 39.3

(Percentage changes - continued)

- 5 years old was increased by 6.0
- 18 years old was increased by 10.4
- under 15 was decreased by -1.2.

While the general population grew by 23.7%, the male population increased 24.6%. The percentage change for males by age grouping are:

- under 5 increased by 30.1
- 5 to 17 decreased by -7.4
- 18 to 59 increased by 40.7
- 60-64 increased by 27.1
- 65 and over increased by 33.4
- 5 years old increased by 3.7
- 18 years old increased by 18.0
- under 15 decreased by -0.1

The median age increased from 26.2 in 1970 to 28.6 in 1980.

The percentage of whites in the total population of the county in 1980 was 95.8, Indians 2.1, and other non-whites 2.1. The ten year percentage increase from 1970 to 1980 of whites was 20.7, Indians 111.1, and other non-whites 316.5.

The median school years completed by the general population of the county increased from 12.4 in 1970 to 12.7 in 1980.

The source for the crime rates is the Montana Board of Crime Control publication: Crime in Montana. The crime rate is expressed by the rate per 1,000 persons and includes crimes of homicide, rape, robbery, assault, burglary, larceny/theft and motor vehicle theft.

The crime rate for Yellowstone County, including the incorporated cities and towns:

- in 1981 was 59.2
- in 1982 was 58.0
- in 1983 was 61.2
- in 1984 was 59.1
- in 1985 was 61.8

The rate for Yellowstone County, excluding the incorporated cities and towns:

- in 1981 was 41.6
- in 1982 was 39.9
- in 1983 was 35.8
- in 1984 was 31.4
- in 1985 was 30.6

The crime rate for Billings:

- in 1981 was 69.5
- in 1982 was 67.4
- in 1983 was 74.5
- in 1984 was 76.8
- in 1985 was 81.9

The crime rate for Laurel:

- in 1981 was 39.5
- in 1982 was 53.3
- in 1983 was 54.2
- in 1984 was 34.5
- in 1985 was 48.5

Within the city limits of Billings, the crime rate has increased while in the unincorporated and rural areas of Yellowstone County the crime rate has been declining.

The Yellowstone County Sheriff's Department and Detective Division accepted 1,449 cases for investigation in 1985. Without including carryover of active cases, this is an average assigned monthly case load of 15.1 cases per investigator. The same year the Adult Detective Section of the Billings Police Department Detective Division accepted a total of 1,871 cases for investigation. This is an average assigned monthly caseload per investigator of 14.2 without including any carryover. However, the screening process used by the county is less formal than that of the city. Consequently, the county accepts cases that the city would probably not assign. The same can be said about the check cases accepted by the county. The workload of the county investigators would probably be reduced if they used the city's case screening system.

Assessing the population rates indicates there is possibly a decrease in the number of 16 and 17 year old males between 1970 and 1980. Otherwise, other age groups had significant increases except for the under 15 age group which shows a slight decrease.

With the annexation of Billings Heights and the West End additions and considering the male population growths, it would be safe to predict that the crime rate for the City of Billings will continue to rise. The crime rate for the rural and unincorporated areas for Yellowstone County should continue to fall.

This would indicate that the workload for the Billings Police detectives should increase and the workload for the Yellowstone County Sheriff's detectives should decrease.

An Assessment of the Current Law Enforcement Systems
of Yellowstone County and the City of Billings

In the preceding pages of this report, we have compiled a large amount of information and data regarding the two major law enforcement agencies in Yellowstone County.

An assessment of this information and data is necessary to determine the answers to the following questions:

1. Can needed law enforcement service (specifically investigations) be provided at a desired level without merging?
2. Can the desired quality of service be provided through existing arrangements?
3. Can the desired level and quality of service be provided economically under existing arrangements?

Addressing question 3 first will lead us to the answers for questions 1 and 2.

The Sheriff is faced with the problem of providing the increase in manpower and supplies needed to operate the new jail facility. The opening is scheduled for about May 1, 1987. The increase in the detention budget to provide for the last two months in the fiscal year 86/87 is 12% over the detention budget of FY 85/86. The detention budget for FY 87/88 is 74% higher than the detention budget for the 85/86 fiscal year. In terms of the County General Fund budget for FY 85/86, this represents an increase of 6%. In terms of the Sheriff's FY 85/86 budget, this represents an increase of 16%. It doesn't seem probable that the County General Fund can provide for this increase.

The Sheriff has projected an increase of 12 persons from the present 19 to staff the new jail facility. If budget constraints are such that it is impossible to employ the additional jailors, the Sheriff will have to juggle present patrol and investigative assignments to make up the difference.

The agreement the County has with the City to provide patrol service to the

Billings Heights and West End additions will end on June 30. This will free up several deputies. The Sheriff wants to reassign these deputies to rural patrol activities because he feels the patrol service is short on manpower and he has not been able to maintain the desired level of service.

Since assuming the duties of coroner, the Sheriff has assigned one detective full-time as deputy coroner and three patrol officers have been assigned part-time. This leaves the Detective Division with eight detectives. This also reduces the man-hours available for the patrol function. The only alternatives the Sheriff has to maintain the patrol and investigative services at a desired level and quality is to either employ additional people or consider merging some of these services with the police department.

The Detective Division of the Yellowstone County Sheriff's Department is a well-trained, experienced group of investigators. They have provided a desired level and quality of service to the citizens of Yellowstone County. Reassigning some of the investigators to the duties of jailors and/or patrol services resulting in a subsequent loss to the quality and level of investigative service in the county does not seem to be the appropriate answer to this problem. Not only would this be a loss of individual expertise but would also be very demoralizing to the investigators.

To summarize, the Sheriff cannot continue to economically provide the desired level and quality of services. To do so would require sharp increases in his budget. This answers question 3 in the negative. The quality of services cannot be provided through any existing arrangements so the answer to question 2 is also in the negative. Finally, the desired level of services cannot be provided except by merging.

The Billings Police Department will assume responsibility for the Billings

Heights and West End additions on July 1. In addition, as the population rate and crime rate increases, the workloads will increase. Although the calls for service have been increasing as the City population increases, the Department has not seen a need to prioritize calls except on some unusually busy periods of time. These occur only occasionally and procedure mandates that calls on crimes against persons have priority over calls on crimes against property.

The real advantage to the Police Department merging the investigator and records units with those of the Sheriff's Department would be to develop better coordination and cooperation, enhance efficiency and reduce overlapping. There may be some economic benefits over the long term. For instance, merging could reduce training costs as the county detectives have completed a considerable amount of training. On the other hand, a patrol officer assigned to the detective division must complete an extensive training program before he becomes a skilled investigator. The County has a pool of experienced and trained investigators whose training costs have been shared by the taxpayers of both the City of Billings and Yellowstone County.

The best solution to resolving the issues facing the Sheriff, which is also to the advantage of the Billings Police Department, is merging the investigative and records units of the two agencies.

Optional Approaches To Merging

There are a number of options for consolidation of law enforcement authorized in the Montana Codes. Most of these concern the consolidation of entire agencies or all agencies in a county. The authorization to merge law enforcement services or units of such agencies can be found in the Montana Interlocal Cooperation Act. Sections 7-11-101 to 7-11-108 MCA of the Act deal with the authorization substance and requirements on the type of merger under consideration in this report. As previously stated, the City of Billings and Yellowstone County have entered into a number of interlocal agreements to provide a variety of services jointly.

The options considered in this report are:

1. Merge the Detective Division of the Billings Police Department into the Detective Division of the Yellowstone County Sheriff and under the authority and supervision of the Sheriff.
2. Merge the Detective Divisions of the Billings Police Department and the Yellowstone County Sheriff into a new Investigative Unit under the supervision of the Yellowstone County Attorney.
3. Merge the Detective and Records Divisions of the Yellowstone County Sheriff into those of the Billings Police Department under the supervision of the Chief of Police. The investigators would be sworn by the Sheriff to provide county-wide jurisdiction.

The first option considered is one that has occurred most often in mergers in Montana. In this instance, the sheriff assumes the functions of the local law enforcement agencies, the local agencies are phased out, and the sheriff contracts these services to the local entities. In the first option, the investigative services of the Billings Police Department would merge with those of the Yellowstone County Sheriff. The Sheriff would contract to provide these services to the City of Billings. The former police detectives would operate under the authority and supervision of the Sheriff.

Although it seems appropriate that personnel operating under the authority of the Sheriff should also be under the Sheriff's supervision, this option would be difficult for the Sheriff to manage in Billings/Yellowstone County. The management style used by the Sheriff's Department is one that is considered appropriate for supervising a small investigative unit composed of well-trained qualified investigators who are good self-starters and have little need for constant, close supervision.

Usually management styles become more formal and para-militaristic as an agency becomes larger. This change occurs over a lengthy period of time. In the first option, the Sheriff would not have the time frame available to change to the management style necessary to supervise the much larger merged investigative unit. The merging of the larger police investigative unit into the smaller county unit is obviously not desirable.

A second option could be to merge the two existing investigative units into a new agency under the County Attorney. This would be similar to the old C.I.D. unit except this option would merge all detectives from both agencies with detectives deriving their authority from the Sheriff. The main advantage to this is the competition between the Sheriff's Department and the Police Department would be eliminated. This would also generate closer cooperation with the County Attorney's staff.

There is some question whether the County Attorney is the appropriate official to administer such a unit. The County Attorney should have the ability to have an investigative arm, but not a unit, that is responsible for all investigations. The disadvantage is the investigative unit becomes a tool for the County Attorney. A possibility exists under this option of only those crimes that interest the County Attorney being investigated by the unit. Even the old C.I.D. unit succumbed to some degree to this.

A third option would be to merge the county detectives into the Billings Police Detective Division. This seems much easier to accomplish than the first option. This option appears best able to meet the previously stated goals of consolidation and has most of the factors necessary for a successful merger. The more formalized case screening process and case management program used by the police could result in an initial reduction of the workload previously performed by the detectives. The city detectives would derive their authority for county-wide jurisdiction from the Sheriff, but the merged unit would be under the supervision of and responsible to the Chief of Police.

The county records unit could merge into the police records unit. The county unit has a lieutenant in charge, one records clerk and one warrants clerk. The warrants clerk should transfer to the Sheriff's Civil Division. The Sheriff's Lieutenant position could either be eliminated or transferred to another division of the Sheriff's Department. The records clerk would be the only staff member to transfer to the police records unit. The City of Billings would contract with Yellowstone County to provide the investigative and records service.

The next section of this report will deal with steps necessary to accomplish whichever option is selected.

RECOMMENDED STEPS FOR MERGING

The County Commissioners and the Mayor should appoint an implementation committee composed of policy makers, community leaders and criminal justice officials who would oversee the actual merger, resolve disagreements, and determine costs and resources.

A major built-in obstacle the present committee faced in considering a merger was requiring the Sheriff and Chief of Police to develop a merger agreement by themselves. This placed these officials in an unfair position and resulted in a confrontation that could have possibly been avoided.

The committee should be divided into several task forces. Each would be assigned a certain problem area to research and resolve. One task force should determine facility needs for the total personnel involved in the merger. Merging the records units does not seem to be a facility problem, but merging the investigative units will obviously cause a space problem.

Space must be planned for 24 city detectives, 1 identification supervisor, 3 clerical staff on the city police, and 8 detectives and 1 secretary on the county staff. The facility will need a holding cell, 2 to 3 interrogation rooms, a room for the polygraph, an appropriate room for criminal files that the detectives need ready access to, an evidence and property room, a small conference room, a staff coffee room, hallways and restrooms.

The task force should be responsible for facility selection and for determining costs to remodel a facility to accommodate the needs of the investigative unit.

A personnel task force should be appointed to study the merging of personnel. This task force should determine the need for salary adjustments and

the amounts. They should determine whether any positions would be eliminated or transferred elsewhere. The task force should also be responsible for informing the personnel regarding their pension systems and the requirements for retirement when there is a consolidation according to Section 19-7-303, MCA.

A finance task force should study the total costs of the merger and the resources available to pay for the costs. This task force should be responsible for determining the budget for the operation of the merged units. A most important responsibility of this task force would be to determine an equitable cost sharing formula to be used in assessing costs to the two political entities.

An equipment task force should study the equipment needs of the merged units. Inventory lists have been compiled by both agencies. The task force should review these with the Sheriff, Chief of Police and the Division Commanders involved in the merger to determine the final disposition of each piece of equipment. Decisions have to be made regarding the equipment to be merged and equipment that will be used as spares or replacements.

The full committee should be responsible for resolving differences and issues and galvanizing the recommendations of the task forces so that implementation can proceed. The committee should also be responsible for developing the contents of the interlocal agreement that will govern the merger.

The committee should operate through the transition of the merger. Once the merger is completed, we recommend the committee be disbanded. An advisory board should be formed to take the committee's place. This board should be represented by members of the County Commission, City Council and the Mayor, City or County Attorney, the Sheriff and the Chief of Police or representatives of each and anyone else the implementing committee believes should have repre-

sentation on the advisory board.

The formation of the Advisory Board should be provided for in the interlocal agreement. This board should be responsible for providing policy guidance to the merged unit. This would include developing annual budgets and recommending these to the two political governing bodies, resolving disputes and issues, resolving personnel policy issues, providing oversight of the activities of the merged unit and apprising the provider agency of specific problem areas.

More time is spent in resolving the financial issues than any other subject that comes before an advisory board. The board must annually review the expenditures, determine the shared costs on a proportionate basis and adjust the contract accordingly. The board must determine that the terms of the contract are being fulfilled and that the services are being provided accordingly.

Personnel policy issues that the board should have responsibility for include establishing personnel selection policies, establishing job descriptions and work standards policies, determining policy regarding manpower replacement and establishing job classifications and salaries according to those created by the governing body under whose authority the merged unit is established or by those created by the implementing committee.

Personnel complaints should be under the authority of the administrator responsible for the merged unit and dealt with according to the applicable laws of Montana. The day to day management and supervision of the merged unit should also be the responsibility of the administrator.

Following the recommendations and guidelines provided in the report should result in the City of Billings and Yellowstone County successfully merging the

investigative and records divisions of their respective law enforcement agencies.

The research team believes that the will to merge has been well expressed by the political leaders that we interviewed.

Financial Considerations

Salary Adjustments

Some officials, during the interview process, did not believe that salary adjustments would be necessary depending upon how the final organization of the merger was developed. We believe the personnel task force will have to look at this. We have roughly calculated this for the committee.

If the personnel task force decides that salary adjustments are needed, the increase in personnel costs should be about \$50,000. This is based upon raising the salaries of most of the city detectives to match those of the county. It also included raising the salary of the county records clerk to match that of the City Records Clerk.

If the County Records Lieutenant's position is eliminated, this would reduce this amount by about \$35,000 and thus requiring only about a \$15,000 increase.

If adjustments are determined to be necessary, they could be made over a period of several years to lessen the fiscal impact.

Proportionate Shared Costs

Several methods have been used in past mergers to determine the proportionate sharing of the costs. Some of the criteria used in determining this are population, total area, crime rate, calls for service and assessed valuation.

Population is used most often when there is a lack of historical profile of actual service requirements. Crime rates and calls for service more accurately depict potential service requirements. Assessed valuations are used when the costs are distributed on the basis of ability to pay.

The population ratio would be the total population of the City of Billings plus the population of the unincorporated areas of Yellowstone County divided into the population of the unincorporated areas of Yellowstone County. Expressed this way, it would be 30,000 divided by 108,141. This population ratio is 27.7 per cent. The crime rate of Yellowstone County in the unincorporated areas divided by the combination of crime rates of both entities gives a ratio of 29%. The caseload ratio is the Yellowstone County caseload of 1449 divided by the total of the two agencies, 3320, for a ratio of 43.6%.

Another area to look at is the ratio of the budgets each agency has for the 85/86 fiscal year for the units under consideration for merger. The Yellowstone County Sheriff budgeted \$482,990 for the investigative and records divisions. The Billings Police Department budgeted \$1,244,568 for its two divisions. The County's budget is 27.9% of the total amount budgeted by both the City and County.

The population ratio, the crime rate ratio and the budget ratio are quite similar. The caseload ratio is higher. This would probably decrease if the County units are merged into the City units.

The committee should review these ratios quite thoroughly before deciding which method to use. Another suggestion would be to average the ratios to determine the appropriate share of the costs.

Additional Comments and Recommendations

These are some comments and recommendations that could enhance the merger during and after implementation.

The liaison the County Attorney has established with the city and county detectives for developing cases for prosecution has enhanced the quality of work performed by the detectives. This liaison has been very successful and should continue with the merged unit if the decision is made to merge.

All of the indicators and trends, according to the data collected and analyzed by the research team, shows that the factors necessary for a successful consolidation of the Yellowstone County Sheriff's Department and the Billings Police Department are already present or are quickly becoming a reality.

In light of this, we strongly recommend that the two political entities either continue the present committee or form a new committee to study and prepare a plan for this. A committee that is well prepared to respond to the opponents of consolidation may be more successful the next time this issue is placed before the electorate. A successful merger of the records and investigative divisions of both law enforcement agencies may add to the success of a total consolidation effort.

In conjunction with the recommendation for a study of total consolidation we recommend that the officials of the city and county study the possibility of drafting a bill to amend Section 7-32-101 MCA to eliminate the restriction placed on first and second class counties to establish a department of public safety. The code, as presently written, restricts the number of viable options that could be considered in a consolidation study.

Whether or not the investigative divisions are merged, the two departments should consider merging their respective records functions.

Law enforcement records management programs are designed for three primary support purposes:

- (1) To aid in the apprehension of criminals;
- (2) Officer safety; and
- (3) To aid the administration in allocating manpower and equipment to meet the needs of the community and the challenge of crime.

Anytime relevant data bases can be shared enhances the primary records management purposes of the user agencies.

At the present time, there is a large degree of merged records, but this could be improved and eventually a more cost effective records management program would result by reduced staffing requirements.

A combined records program should also consider increasing analytical output to support investigations and support the administration of both departments.

APPENDIX A

Billings Police Department
84-85 Expenditure and 85-86 Budget

<u>Investigation Division</u>	<u>84-85 Exp.</u>	<u>85-86 Budget</u>
Police Investigations	\$143,092	\$133,044
Adult Detectives	367,102	431,736
Juvenile Detectives	155,795	225,035
Identification	115,322	111,802
Totals	<u>781,311</u>	<u>901,802</u>
<u>Police Records and Data Processing Division</u>		
Records & Data Processing	309,529	310,038
Property & Evidence Expenses	3,392	4,000
*Salary & Benefits	28,728	28,728
Totals	<u>341,649</u>	<u>342,766</u>
Grand Totals	<u>\$1,122,960</u>	<u>\$1,244,568</u>

*80% of Training Officer (Lt. total salary and benefits \$35,910) assigned to Property and Evidence.

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Yellowstone County Sheriff's Department

85-86 Budget

<u>Detective Division</u>	\$302,895
<u>Records and ID</u>	<u>180,095</u>
Grand Total	<u>\$482,990</u>

APPENDIX B

Yellowstone County Sheriff's Budget -- 1985-1986

Administration	92,787.00
Detective	302,895.00
Communications	163,924.00
Patrol	813,163.00
Records, ID	180,095.00
Civil	124,097.00
Detention & Corrections	580,707.00
Animal Control	41,281.00
	<u>\$2,298,949.00</u>
Benefits	395,098.00
	<u>*\$2,694,047.00</u>

Total County General Fund Budget \$7,158,152.00

% of County General Fund in Sheriff's Budget 37%

*Does not include \$55,000 from PILT for Sheriff's vehicles.

YELLOWSTONE COUNTY

Detective Salary Scales — 85-86 Budget

<u>Salary Ranking</u>	<u>Base Salary</u>	<u>Longevity</u>	<u>Monthly Salary</u>	<u>Annual Salary</u>	<u>Benefits (25%)</u>	<u>Total</u>
1.	\$2,210.70	\$134.68	\$2,345.38	\$28,144.56	\$7,036.14	\$35,180.70
2.	2,084.56	230.88	2,315.44	27,785.28	6,946.32	34,731.60
3.	2,003.45	230.88	2,234.33	26,811.96	6,702.99	33,514.95
4.	1,984.21	230.88	2,215.09	26,581.08	6,645.27	33,226.35
5.	1,984.21	173.16	2,157.37	25,888.44	6,472.11	32,360.55
6.	1,984.21	173.16	2,157.37	25,888.44	6,472.11	32,360.55
7.	2,003.45	134.68	2,138.13	25,657.56	6,414.39	32,071.95
8.	1,984.21	153.92	2,138.13	25,657.56	6,414.39	32,071.95
9.	1,984.21	153.92	2,138.13	25,657.56	6,414.39	<u>32,071.95</u>
Total Salaries and Benefits						\$297,590.55

Salary Scales of City and County Detectives
Billings - Yellowstone County 85-86

Salary Ranking	No. of Det.	Rank	Agency	Annual Salary	Benefits	Total Per Det.	Grand Totals
1	1	Capt.	P.D.	\$31,560	\$7,890	\$39,450	\$ 39,450
2	1	Lt.	P.D.	29,460	7,365	36,825	36,825
3	1	Lt.	P.D.	28,452	7,113	35,565	35,565
4	1	Lt.	Co.	28,145	7,036	35,181	35,181
5	1	Sgt.	Co.	27,785	6,946	34,731	34,731
6	1	Sgt.	P.D.	27,060	6,765	33,825	33,825
7	1	Det.	Co.	26,812	6,703	33,515	33,515
8	1	Det.	Co.	26,581	6,645	33,226	33,226
9	1	Sgt.	P.D.	26,400	6,600	33,000	33,000
10	2	Det.	Co.	25,888	6,473	32,361	64,722
11	3	Det.	Co.	25,658	6,414	32,072	96,216
12	1	Det.	P.D.	24,648	6,162	30,810	30,810
13	11	Det.	P.D.	24,552	6,138	30,690	337,590
14	4	Det.	P.D.	23,148	5,787	28,935	115,740
15	3	Det.	P.D.	21,744	5,436	27,180	81,540

Grand Total \$1,041,936

Note: Salaries of County Detectives were rounded off to the nearest whole number

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