

MICROFILM

SHERIDAN - SHERIDAN COUNTY

CONSOLIDATED LAW ENFORCEMENT SERVICE

25882

GOVERNOR'S PLANNING COMMITTEE
ON CRIMINAL ADMINISTRATION

CONSOLIDATED LAW ENFORCEMENT SERVICE

A Feasibility Study for
Sheridan County and the
City of Sheridan

February 24, 1975

By

The Staff of The
Governor's Planning Committee on
Criminal Administration

State of Wyoming

MICROFICHE

TABLE OF CONTENTS

FOREWARD

CONSOLIDATION STUDY TASK FORCE

I.	INTRODUCTION	1
A.	Objectives of the Study	1
B.	Methods of Study	2
II.	LOCAL SETTING AND GOVERNMENT	3
A.	City of Sheridan	3
1.	Governmental Characteristics	3
2.	Demographic Characteristics	3
3.	Geographic Characteristics	3
4.	Socio-Economic Characteristics	4
5.	Crime	4
B.	Sheridan County.	10
1.	Governmental Characteristics	10
2.	Demographic Characteristics.	10
3.	Geographic Characteristics	10
4.	Socio-Economic Characteristics	10
5.	Crime	12
III.	SHERIDAN POLICE DEPARTMENT	13
A.	Organization	13
1.	Current Practices	13
2.	Problems with Organization	14
3.	Recommendations.	19
B.	Manpower Allocations	20
1.	Analysis of Calls for Police Services	21
2.	Police Employees per Population.	23
3.	Patrol Functions	23
4.	Patrol Supervision	24
5.	Patrol Distribution, Methods and Tactics	24
C.	Crime Investigation.	26
1.	Preliminary Investigations	26
2.	Follow-up Investigations	27
3.	Recommendations	27
D.	Juvenile Crime Control	27
1.	Recommendations.	28
E.	Records and Reporting	28
1.	Current Practices.	28
2.	Problems	29
3.	Recommendations	30

F.	Communications . . . . .	.30
1.	Current Practices . . . . .	.30
2.	Problems . . . . .	.31
3.	Recommendations . . . . .	.31
G.	Custody of Property . . . . .	.31
1.	Current Practices and Problems . . . . .	.31
2.	Recommendations. . . . .	.32
H.	Physical Facilities . . . . .	.32
1.	Current Practices and Problems . . . . .	.32
2.	Recommendations. . . . .	.33
I.	Automotive Equipment . . . . .	.33
1.	Current Practices . . . . .	.33
2.	Recommendations . . . . .	.33
J.	Morale, Discipline, Supervision and Internal Communications . . . . .	.33
1.	Morale . . . . .	.33
2.	Discipline . . . . .	.34
3.	Supervision . . . . .	.35
4.	Internal Communication . . . . .	.35
K.	Recruitment . . . . .	.36
1.	Entrance Requirements . . . . .	.36
2.	Probationary Period . . . . .	.36
L.	Budget Preparation . . . . .	.36
M.	Planning and Research . . . . .	.37
N.	Detention Facilities, Statistics, Projections and Recommendations . . . . .	.37
1.	Detention Facilities . . . . .	.38
2.	Detention Statistics . . . . .	.44
3.	Projections and Recommendations . . . . .	.44
IV.	SHERIDAN COUNTY SHERIFF'S OFFICE . . . . .	.44
A.	Organization . . . . .	.44
1.	Current Practices . . . . .	.44
2.	Problems with Organization and Recommenda- tions . . . . .	.45
B.	Manpower Allocations . . . . .	.46
1.	Analysis of Calls for Sheriff's Services . . . . .	.46
2.	Sheriff's Employees per Population . . . . .	.46
3.	Patrol Functions . . . . .	.47
C.	Crime Investigation . . . . .	.47
1.	Preliminary Investigation . . . . .	.47
2.	Follow-up Investigation . . . . .	.47
D.	Juvenile Crime Control . . . . .	.47
E.	Records and Reporting . . . . .	.48
1.	Current Practices . . . . .	.48
2.	Problems . . . . .	.48
3.	Recommendations . . . . .	.51

F.	Communications . . . . .	.51
1.	Current Practices . . . . .	.51
2.	Recommendations . . . . .	.51
G.	Custody of Property . . . . .	.51
1.	Current Practice and Recommendations . . . . .	.51
H.	Physical Facilities . . . . .	.52
1.	Current Problems . . . . .	.52
2.	Recommendations . . . . .	.52
I.	Automotive Equipment . . . . .	.52
J.	Morale and Discipline . . . . .	.52
1.	Morale . . . . .	.52
2.	Discipline . . . . .	.52
K.	Recruitment . . . . .	.52
1.	Current Practice and Recommendation . . . . .	.52
L.	Budget Preparation . . . . .	.53
M.	Planning and Research . . . . .	.53
N.	Detention Facilities and Statistics . . . . .	.53
1.	Detention Facilities . . . . .	.53
2.	Detention Statistics . . . . .	.54
3.	Projections and Recommendations . . . . .	.59
V.	AREAS OF CONSOLIDATION . . . . .	.59
A.	Introduction, Definitions and Problems in Common . . . . .	.59
1.	Introduction . . . . .	.59
2.	Problems in Common - Overview . . . . .	.60
3.	Definitions . . . . .	.65
B.	Records and Reporting . . . . .	.67
C.	Communications . . . . .	.68
D.	Planning and Research . . . . .	.68
1.	Planning Function . . . . .	.69
2.	Research Function . . . . .	.69
E.	Detention Facilities, Statistics, Projections and Recommendations . . . . .	.70
F.	Pertinent Laws . . . . .	.72
G.	Sample Agreement . . . . .	.74
VI.	CONCLUSION . . . . .	.80
STUDY AGREEMENT	. . . . .	.82
STUDY AGREEMENT	. . . . .	.83

FORWARD

This report is the result of a technical assistance project conducted for the Sheridan Police Department and the Sheridan County Sheriff's Office. Successful implementation of the recommendations contained herein will depend to a large degree upon the ability and willingness of the personnel of both agencies to effect these changes. Certainly the active support of the community and elected officials will be required to activate the implementation process.

I wish to express my appreciation for the cooperation I received from officials in the City of Sheridan and Sheridan County. I am certain that this is an indication of future progress.

Stephen E. McDonald
Program Consultant
Law Enforcement
Governor's Planning Committee
on Criminal Administration

February 24, 1975

Consolidation Study Task Force

Mr. Gary Bowker

Corrections Specialist
Governor's Planning Committee on
Criminal Administration
Cheyenne, Wyoming

Mr. Robert Gallice

Research Associate
Law Enforcement Assistance
Administration
Denver Regional Office
Denver, Colorado

Mr. Stephen McDonald

Police Specialist
Governor's Planning Committee on
Criminal Administration
Cheyenne, Wyoming

Mr. Tom Raybon

Law Enforcement Assistance
Administration
Denver Regional Office
Denver, Colorado

Ms. Laurie Seidenberg

Research Associate
Governor's Planning Committee on
Criminal Administration
Cheyenne, Wyoming

Mr. James Vetter

Police Sepcialist
Law Enforcement Assistance
Administration
Denver Regional Office
Denver, Colorado

Study Task Force was Assisted By:

Mr. Ray Hoopman

Executive Secretary
Region IV
Criminal Planning Committee
Douglas, Wyoming

1
 2
 3
 4
 5
 6
 7
 8
 9
 10
 11
 12
 13
 14
 15
 16
 17
 18
 19
 20
 21
 22
 23
 24
 25
 26
 27
 28
 29
 30
 31
 32
 33
 34
 35
 36
 37
 38
 39
 40
 41
 42
 43
 44
 45
 46
 47
 48
 49
 50
 51
 52
 53
 54
 55
 56
 57
 58
 59
 60
 61
 62
 63
 64
 65
 66
 67
 68
 69
 70
 71
 72
 73
 74
 75
 76
 77
 78
 79
 80
 81
 82
 83
 84
 85
 86
 87
 88
 89
 90
 91
 92
 93
 94
 95
 96
 97
 98
 99
 100
 101
 102
 103
 104
 105
 106
 107
 108
 109
 110
 111
 112
 113
 114
 115
 116
 117
 118
 119
 120
 121
 122
 123
 124
 125
 126
 127
 128
 129
 130
 131
 132
 133
 134
 135
 136
 137
 138
 139
 140
 141
 142
 143
 144
 145
 146
 147
 148
 149
 150
 151
 152
 153
 154
 155
 156
 157
 158
 159
 160
 161
 162
 163
 164
 165
 166
 167
 168
 169
 170
 171
 172
 173
 174
 175
 176
 177
 178
 179
 180
 181
 182
 183
 184
 185
 186
 187
 188
 189
 190
 191
 192
 193
 194
 195
 196
 197
 198
 199
 200
 201
 202
 203
 204
 205
 206
 207
 208
 209
 210
 211
 212
 213
 214
 215
 216
 217
 218
 219
 220
 221
 222
 223
 224
 225
 226
 227
 228
 229
 230
 231
 232
 233
 234
 235
 236
 237
 238
 239
 240
 241
 242
 243
 244
 245
 246
 247
 248
 249
 250
 251
 252
 253
 254
 255
 256
 257
 258
 259
 260
 261
 262
 263
 264
 265
 266
 267
 268
 269
 270
 271
 272
 273
 274
 275
 276
 277
 278
 279
 280
 281
 282
 283
 284
 285
 286
 287
 288
 289
 290
 291
 292
 293
 294
 295
 296
 297
 298
 299
 300
 301
 302
 303
 304
 305
 306
 307
 308
 309
 310
 311
 312
 313
 314
 315
 316
 317
 318
 319
 320
 321
 322
 323
 324
 325
 326
 327
 328
 329
 330
 331
 332
 333
 334
 335
 336
 337
 338
 339
 340
 341
 342
 343
 344
 345
 346
 347
 348
 349
 350
 351
 352
 353
 354
 355
 356
 357
 358
 359
 360
 361
 362
 363
 364
 365
 366
 367
 368
 369
 370
 371
 372
 373
 374
 375
 376
 377
 378
 379
 380
 381
 382
 383
 384
 385
 386
 387
 388
 389
 390
 391
 392
 393
 394
 395
 396
 397
 398
 399
 400
 401
 402
 403
 404
 405
 406
 407
 408
 409
 410
 411
 412
 413
 414
 415
 416
 417
 418
 419
 420
 421
 422
 423
 424
 425
 426
 427
 428
 429
 430
 431
 432
 433
 434
 435
 436
 437
 438
 439
 440
 441
 442
 443
 444
 445
 446
 447
 448
 449
 450
 451
 452
 453
 454
 455
 456
 457
 458
 459
 460
 461
 462
 463
 464
 465
 466
 467
 468
 469
 470
 471
 472
 473
 474
 475
 476
 477
 478
 479
 480
 481
 482
 483
 484
 485
 486
 487
 488
 489
 490
 491
 492
 493
 494
 495
 496
 497
 498
 499
 500
 501
 502
 503
 504
 505
 506
 507
 508
 509
 510
 511
 512
 513
 514
 515
 516
 517
 518
 519
 520
 521
 522
 523
 524
 525

I. INTRODUCTION

A. Objectives of the Study

This report presents a study of the facilities, equipment, organization, operations and procedures of the Sheridan, Wyoming, Police Department and the Sheridan County, Wyoming, Sheriff's Department. The feasibility of merging certain of their services is also discussed.

Although all services were examined, because of time constraints only basic auxiliary services were given serious consideration. These include communications, recordkeeping, jail and booking operations and general facilities. Findings and recommendations were compiled by an ad-hoc task force selected by the Governor's Planning Committee on Criminal Administration for the State of Wyoming.

The primary objectives of this study were:

1. To analyze the feasibility of combining city-county jail service.
2. To analyze the feasibility of developing a combined city-county law enforcement facility.
3. To determine at what levels other services should, or could, be combined.

Secondary objectives were:

1. To study existing internal organization of the two departments in relation to law enforcement requirements for each jurisdiction and recommend an organizational plan to establish clear lines of authority and responsibility in the respective departments.
2. To evaluate the distribution of personnel and the type, quantity and distribution of equipment, and based upon this data to then recommend the staffing and equipment distribution necessary to provide maximum effectiveness.

3. To analyze current personnel management practices, particularly those dealing with recruitment, training, promotion, discipline, assignment and rules and regulations.

4. To examine present records and communications systems and recommend improvements for systems interface, field operations control and analysis of police incidents.

5. To evaluate the effectiveness of field operations and police delivery systems and recommend improvements to upgrade methodology.

6. To examine the adequacy of the physical plant and provide recommendations for improvement.

B. Methods of Study

Information for this study was obtained in Sheridan, Wyoming, from July 30, 1974, through August 2, 1974. Commonly accepted techniques of data development used included: extensive interviews and a review of the facilities, equipment, organization, operation and procedures of both departments; city ordinances; state statutes and other relevant data.

Specifically, this included:

1. Interviews with the mayor, chief of police, members of the Sheridan City Council, the Sheridan City Attorney, the Sheridan County State's Attorney, members of the Sheridan County Board of Commissioners, the sheriff, representatives of the Probation and Parole Department assigned to the court system and approximately 55% of the departmental personnel, including all ranks and functional units.
2. Personal observation and inspection of the operations of the Sheridan Police Department and the Sheridan County Sheriff's Office, including the city and county jails.
3. An in-depth analysis of communications, reporting and recordkeeping operations and procedures for both departments.
4. Personal contact with personnel from the city school program, social service agencies representing city, county and state governments.

Study methodology included a determination of whether retention of the present systems or conversion to a cooperative arrangement system would be the most desirable option. The following study tasks were completed:

Task #1 - Review present systems.

Task #2 - Evaluate present systems and define needs.

Task #3 - Identify cooperative arrangement alternatives.

Task #4 - Compare and evaluate present systems and cooperative arrangement alternatives to select the law enforcement services system which would meet the defined needs.

II. LOCAL SETTING AND GOVERNMENT

A. City of Sheridan

1. Governmental Characteristics: The City of Sheridan formerly had a city manager, but it presently has a mayor/council form of government. The six councilmen are elected from various wards throughout the city and serve in a staggered term lending continuity to the city council.

2. Demographic Characteristics: Sheridan, county seat of Sheridan County, has a population of approximately 10,856.¹ The city has experienced a slight growth in population partially due to city annexations of outlying unincorporated areas.

While a population pyramid of the area suggests moderate increases in population, the development of natural resources in northeastern Wyoming promises rapid growth in future years. Exhibit A shows the age and sex distribution of residents in Sheridan and Sheridan County. The number of residents under twenty-one years of age indicates future growth in the area, provided emigration is minimal. A greater population increase, however, may be expected as a result of natural resources development.

3. Geographic Characteristics: Sheridan is located in the extreme northern part of Wyoming and covers 2,209.3 acres. Situ-

¹Governor's Planning Committee on Criminal Administration, State of Wyoming, Law Enforcement Salary and Fringe Benefits Taskforce Report, March, 1973, p. 3.

ated along the eastern slope of the Big Horn Mountains, the city is served by Interstate 90, which bypasses the city to the east, and U.S. 87, which services traffic north to Billings, Montana, and south to Buffalo, Wyoming. The Burlington Northern Railroad has rights-of-way through the city.

The community has a majority of single-family residences, with 90 percent home ownership. The business district, including 178 establishments, lies primarily north/south on Interstate Business Loop 90, which runs through the center of the city. City streets are 45 percent paved and 55 percent otherwise surfaced.

Sheridan is served by an airport which provides connecting flights to Billings, Denver, Cheyenne, Laramie and Casper.

4. Socio-Economic Characteristics: Mineral resources in the area include oil, coal, sand and gravel. Major agricultural and forest products include hay, wheat, oats, barley, feed grains and lumber.

Sheridan's total labor force in 1970 was 4,449, with manufacturing, agriculture, government and business as major employment areas. That same year, the number of unemployed individuals was 236. Major firms in the Sheridan area include Wyoming Sawmill, employing 80 people; Montana-Dakota Utilities, employing 72 people; Jersey Creamery/Dairy, employing 62 people; and Mountain Bell, employing 50 people.

Wages for the city range from a low of \$1.60 per hour for watchman to \$8.00 per hour for a cement mason. The average wage of listed occupations is about \$3.50 per hour. Strikes affecting five percent or more of the labor force have not taken place between 1968 and 1974.

5. Crime.

a. Crime Rates: Exhibits B & C indicate that during a three-year period (1971-1973) in Sheridan, larceny comprised about 70 percent of all index crimes reported. The next most frequent crime was burglary (16 percent for the three-year period). There were no reported homicides during the three-year period. As can be seen, crimes against property comprised about 93 percent of all reported index crimes during that period.

The crime problem in Sheridan is not severe, with an average of 387 index crimes reported per year, or 1.1 index crimes reported per day over the three-year period. This reporting period seems to indicate a gradual decrease in occurrences of index crimes, but a three-year period is insufficient for substantial evaluation. In addition, the number of reported crimes do not necessarily reflect the actual occurrence of crime.

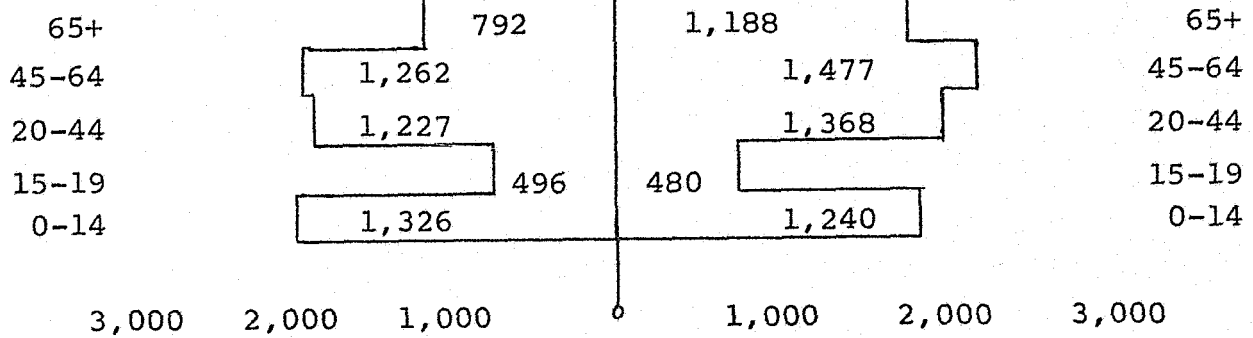
EXHIBIT A

AGE/SEX DISTRIBUTION

CITY OF SHERIDAN, WYOMING

MALE: 5,103

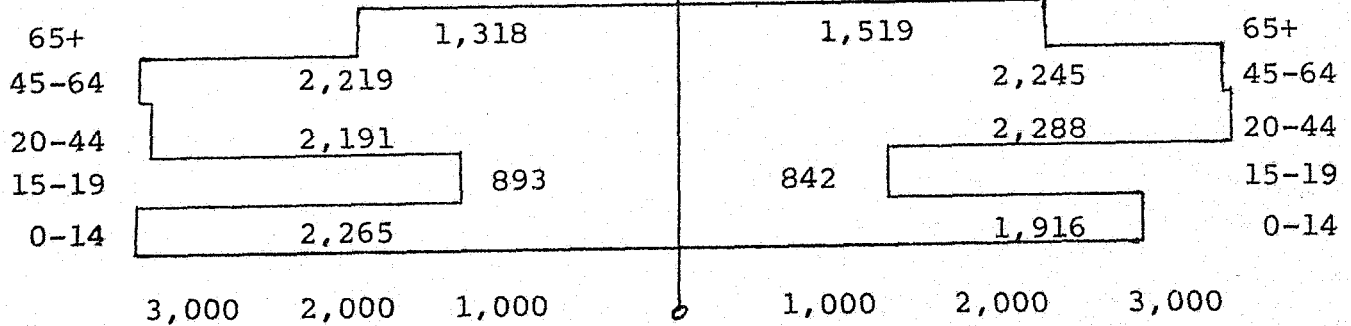
FEMALE: 5,753



SHERIDAN COUNTY, WYOMING

MALE: 8,886

FEMALE: 8,966



Data Source: Sheridan Chamber of Commerce, Sheridan, Wyoming

EXHIBIT B

FREQUENCIES OF INDEX CRIME SHERIDAN, WYOMING

1971 - 1973

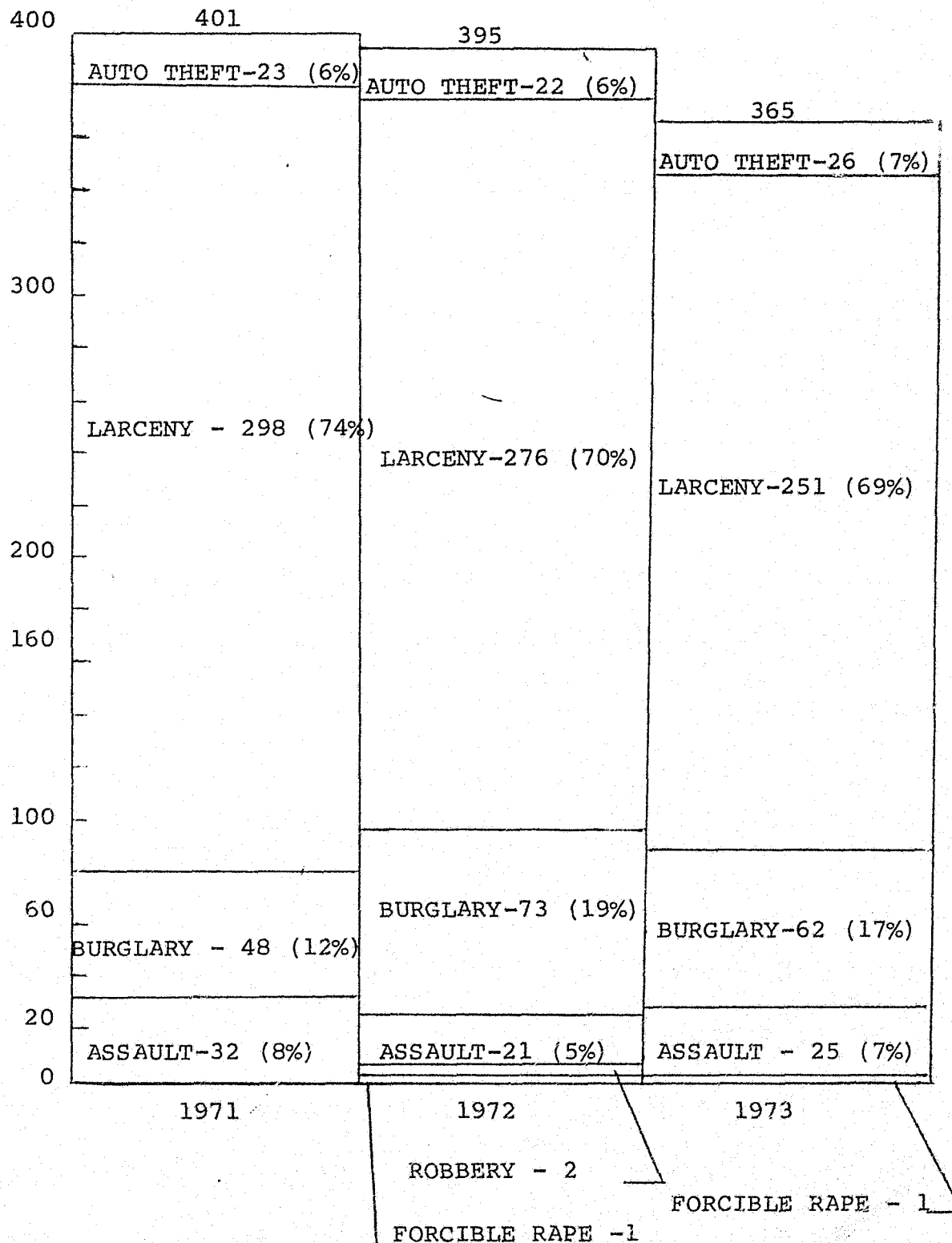
CRIME TYPE	1971 *	YEAR 1972 *	1973 *	3 YEAR TOTAL *	AVERAGE PER YEAR
HOMICIDE	0 (0)	0 (0)	0 (0)	0 (0)	0
RAPE	0 (0)	1 (.25)	1 (.3)	2 (.1)	.66
ROBBERY	0 (0)	2 (.51)	0 (0)	2 (.1)	.66
ASSAULT	32 (8)	21 (5)	25 (7)	78 (7)	26
BURGLARY	48 (12)	73 (19)	62 (17)	183 (16)	61
LARCENY	298 (74)	276 (70)	251 (69)	825 (71)	275
AUTO THEFT	23 (6)	22 (6)	26 (7)	71 (6)	24
TOTAL	401 (100)	395 (100.7)	365 (100.3)	1,161 (100.2)	387

* Parenthesis indicates percentages of total. Figures do not add to 100 due to rounding.

SOURCES: Wyoming Comprehensive Plan, appropriate years.
Sheridan, Wyoming Police Department Record of Offenses.

EXHIBIT C

REPORT OFFENSES (ACTUAL) SHERIDAN, WYOMING



Larceny accounts for a large portion of index crimes. In the years 1971 to 1972, total larceny cases comprised 574 of the reported index crimes. Of those 574 larceny crimes, 426, or 74 percent, of the offenses were under \$50 in value and 26 percent of all larcenies were over \$50 in value. Of all reported crimes, 92 percent are classified as crimes against property. Of those crimes, 75 percent were valued at under \$50 in 1971; 74 percent in 1972; and, although data for 1973 is not available, a similar figure may be assumed. (Approximately 188 reported crimes.) Therefore, of the three-year total of 1,161 index crimes reported, 560, or 48 percent, of all index crimes can be classified as crimes against persons or crimes against property valued over \$50.

The Sheridan Police Department answered 6,295 calls during 1972. Of those calls, 1891, or 30 percent, were criminal calls. In 1973, 6,320 calls were answered of which 2,092, or 33 percent, were criminal calls. Data available for 1974 indicates that 2,860 calls were answered through June, and that 1,124, or 39 percent, were criminal. From the available data, it is clear that a majority (from 60 to 70 percent) of calls answered by the Sheridan Police Department are calls for service unrelated to criminal activity.

b. Crime Clearance Rates: A measure of effectiveness, at least of the investigative process of the police organization, is a percentage of known crimes cleared by arrests.

$$\text{Clearance Rate (effectiveness)} = \frac{\text{arrests}}{\text{number of crimes reported to police}}$$

Exhibit D is a matrix of the crimes cleared by the Sheridan Police Department during the three-year period. As Exhibit D indicates, the range of clearance rates for index crimes has a high of .20 in 1971 and 1973, and a low of .18 in 1972. The average index crime clearance rate for Sheridan, Wyoming, during the three-year period is .19. This statistic is just below the crime index clearance rate of north central and western states (20 percent). It also falls just below the regional average but is within an acceptable crime clearance range.

It is difficult to establish a trend based on a three-year reporting period, but from the limited evidence available, it appears that Sheridan's index crime clearance rate may remain at about 20 percent. If the city follows national trends, its clearance rate can be expected to decline somewhat.²

²Federal Bureau of Investigation, Crime in the United States, 1972, U.S. Government Printing Office, 1972, p. 31.

EXHIBIT D

CRIMES CLEARED BY ARREST
SHERIDAN, WYOMING

1971-1973

TYPE OF CRIME	1971	YEAR 1972	1973	3-YEAR TOTAL	AVERAGE PER YEAR	% * CLEARANCE
HOMICIDE	0	0	0	0	0.0	0.00
RAPE	0	1	0	1	.3	.50
ROBBERY	0	1	0	1	.3	.50
ASSAULT	8	8	21	37	12.0	.47
BURGLARY	8	12	13	33	11.0	.18
LARCENY	57	43	33	133	44.0	.16
AUTO THEFT	8	7	4	19	6.0	.27
TOTAL	81	72	71	224	75.0	.19
INDEX CLEARANCE RATE	.20	.18	.20	.19	.19	.19

* Indicates % clearance by crime, 3-year total.

Note: Clearance rates are based on "Actual Offenses", rather than "Reported Offenses".

However, characteristics specific to Sheridan may render this projection invalid.

B. Sheridan County

1. Governmental Characteristics: Sheridan County utilizes a county commission form of government. Three county commissioners are elected at large from Sheridan County and serve four year staggered terms. The chairman is elected by the other commissioners, and the commission meets at the county courthouse the first Tuesday and Wednesday of each month. Although exercising supervisory authority, the commission has given department heads and elected city officials charge of day-to-day operations. Under law the county commissioners operational control is largely limited to roads, bridges, the airport and appointments to various boards.

2. Demographic Characteristics: As of 1970, Sheridan County had a population of 17,852, a six percent decrease from its 1960 population of 18,989. The population density for the county is 7.1 persons per square mile with 60.8 percent of the populus residing in a community of 2,500 or more residents. The 1973 estimate for Sheridan County places its population at 18,900 which indicates a three year growth rate returning the population loss during the previous decade.³

3. Geographic Characteristics: Sheridan County lies in the extreme northcentral section of Wyoming. The county's northern boundary is also the Wyoming-Montana state line. The eastern half of the county is characterized by rolling plains, while the western half rises into the Big Horn Mountains. Within the county lies a section of the Bighorn National Forest and Fort MacKenzie Reservation located north and east of the City of Sheridan. The county is served by U.S. Highway 14 which runs primarily east and west and by Interstate 90 which runs primarily north and south.

The county has four incorporated and four unincorporated towns and covers a total area of 2,531 square miles.

4. Socio-economic Characteristics: The county labor force has experienced a rise in unemployment from 3.7 percent in 1968 to 4.6 percent in 1972. Its basic sources of income are derived from light industry, agriculture and resort/tourist facilities. The

³Governor's Planning Committee on Criminal Administration, Criminal Justice System Data Book, 1973, Volume II, November, 1974, pp. 2-5.

EXHIBIT E

FREQUENCIES OF INDEX CRIME
SHERIDAN COUNTY, WYOMING
FIVE-YEAR COMPARISON

1971-1973

CRIME TYPE	1971 *	YEAR 1972 *	1973 *	3 YEAR TOTAL *	AVERAGE PER YEAR
HOMICIDE	0 -	0 -	0 -	0 -	0
RAPE	0 -	2 (.4)	0 -	2 (.2)	66
ROBBERY	1 (.3)	2 (.4)	0 -	3 (.3)	1
ASSAULT	56 (19)	45 (8)	9 (6)	110 (11)	37
BURGLARY	80 (27)	109 (20)	47 (31)	236 (24)	79
LARCENY	124 (43)	354 (66)	91 (60)	569 (58)	190
AUTO THEFT	31 (11)	25 (5)	6 (4)	62 (6)	21
TOTALS	292 (100.3)	537 (99.8)	153 (101)	982 (99.5)	327

* Parenthesis indicates percentages of total. Figures do not add to 100 due to rounding.

county can expect a significant impact from natural resources development in adjacent areas, probably resulting in population increases primarily in urbanized areas. This will require establishment of methodology for upgrading services within the county.

5. Crime.

a. Crime rates: Exhibit E indicates that during the three year period 1971 through 1973, in Sheridan County, larcenies comprised about 60 percent of all index crimes reported. The next most frequent crime was burglary at a rate of about 24 percent. Like the city, the county recorded no homicides during the three year reporting period. Crimes against property accounted for a majority (88 percent for the three year period) of the county's index crimes.

The crime index indicates that the crime problem in Sheridan County is not serious with a three year average of 327 index crimes reported per year or .9 reported per day. Again, the number of recorded crimes may not reflect an accurate picture of crime occurrence. From the data available it is difficult to determine the effectiveness of crime prevention activities carried on by the Sheriff's Office.

The statistical evidence for 1972 indicates a probability of incorrect data reporting, due to the unusual fluctuation in the number of reported actual crimes (Exhibit E). If such fluctuation occurred, it would seem that it would be reflected in the Sheridan Police Department's records. The police records, however, do not reflect as marked a fluctuation. (Exhibit B)

Finally, as indicated in Exhibit E, Sheridan County reported 153 index crimes for 1973. This figure is stated to include both the Sheridan Police Department and the Sheridan County Sheriff's Office. Yet the Sheridan Police Department indicated 365 crime occurrences in 1973 recorded by the police alone. Consequently, the above statistics are of questionable value.

b. Crime Clearance Rates: Exhibit F shows the matrix of crimes cleared by the Sheridan County Sheriff's Department during the three-year reporting period. As the matrix indicates, the range of clearance rates for index crimes has a high of .39 and a low of .26. Note that 1971 has not been included in that range because the statistics for that year indicate "number of arrests" instead of "crimes cleared by arrests". Inasmuch as more than one person may be arrested for one crime, the 1971 figures are probably inflated. This seems apparent from the abnormally high

index crime clearance rate in 1971 compared to substantially lower rates the following two years. The great fluctuation of index crimes (Exhibit E) and the high clearance rates for the three year reporting period, especially in 1971, permits only one conclusion: the reporting system for the county is inaccurate. Inaccuracy of this reporting system is further reflected in the 1972 Data Book which lists two separate sets of statistics for the county during 1971 and 1972. (See pages 15 and 34, Criminal Justice System Data Book - 1971, Wyoming Comprehensive Law Enforcement Plan - 1973.)

In summary, there is no reasonable way to measure police effectiveness for the county based on the reported crime arrest formula. In all cases, concentrations of available data result in clearance rates unrealistically above the national rate for each crime.

III. SHERIDAN POLICE DEPARTMENT

A. Organization

Law enforcement organizations have the major share of responsibility for public safety. The need for control and authority has caused law enforcement organizations to be structured in a semi-military manner. The philosophy behind this type of structure maintains that law enforcement organizations require clear lines of command, vesting of authority and responsibility in superior officers, formal training in performance of duties and adherence to regulations.

1. Current Practices: The organization chart on the following page (Exhibit G) was developed by the task force based on a previous study conducted by the IACP Field Operations Division during January, 1970. Sheridan's Police Department currently views itself as having the following primary functions:

- o Patrol (including traffic and meters)
- o Investigation
- o Detention

Auxiliary functions include:

- o Records
- o Communications

Exhibit H provides a breakdown of Police Department personnel by rank and division.

a. Chief of Police: The mayor is responsible for public safety in the city. In turn, the chief of police serves at the mayor's discretion. At the present time, the chief of police is responsible for preparation of the annual budget and most of the planning and administrative duties incumbent with the office.

b. Patrol Functions: The uniformed patrol division has responsibility for general police patrol services, transportation and temporary custody of prisoners, receipt and delivery of requests for police services, investigation of accidents and crime reports, security of buildings in the community and various reporting functions within the records system. The division currently consists of one captain, two lieutenants, three sergeants and seven patrolmen. The force is divided into three 24-hour shifts. A shift covers an eight-hour period on a rotating basis. Patrol units are not assigned to specific sectors of the municipality but patrol the city at random. In addition, during the night shift a foot patrol is maintained to check and secure entrances in major business areas of the community. The dispatch function is maintained by civilian dispatchers assigned to the police department, as is the jail function when the commander is called away from headquarters.

c. Investigative Function: Criminal investigation and identification generally are the responsibility of the detective division. The division assigns one lieutenant, who is commander of the division, and one investigator, a sergeant. The lieutenant usually works days but often works overtime when investigating cases. The sergeant works days also, but he is maintained on a standby status to work other shifts when needed. He generally investigates narcotic and drug charges.

2. Problems with Organization: The Sheridan Police Department lacks the formal functional organization which can provide each member of the Department with a clear understanding of his duties and his position in the line of command of the Department. There are no clear provisions for the separate handling of juvenile matters. There are no clear provisions for responsibility in the keeping of the Department's records. There are no clear provisions for the handling of internal matters such as training, planning and internal investigations among others.

A re-organization of the Department, that can properly alternate authority and responsibility and also free the Chief of Police from many of his present menial tasks, is required.

EXHIBIT F

CRIMES CLEARED BY ARREST
SHERIDAN COUNTY, WYOMING

1971-1973

TYPE OF CRIME	1971 ^a	YEAR 1972	1973	3-YEAR TOTAL	AVERAGE PER YEAR	% * CLEARANCE
HOMICIDE	0	0	0	0	0	0
RAPE	0	2	0	2	.66	1.0
ROBBERY	0	1	0	1	.33	.33
ASSAULT	23	29	9	61	20	.55
BURGLARY	52	24	14	90	30	.38
LARCENY	68	75	33	176	59	.31
AUTO THEFT	11	8	3	22	7	.36
TOTAL	154	139	59	352	117	.36
INDEX CLEARANCE RATE	.53	.26	.39	.36	.36	

a Based on "Persons Arrested: Total"

* Indicates % clearance by crime, 3-year total

EXHIBIT G
PRESENT ORGANIZATION
SHERIDAN CITY POLICE DEPARTMENT
SHERIDAN, WYOMING
AUGUST, 1974

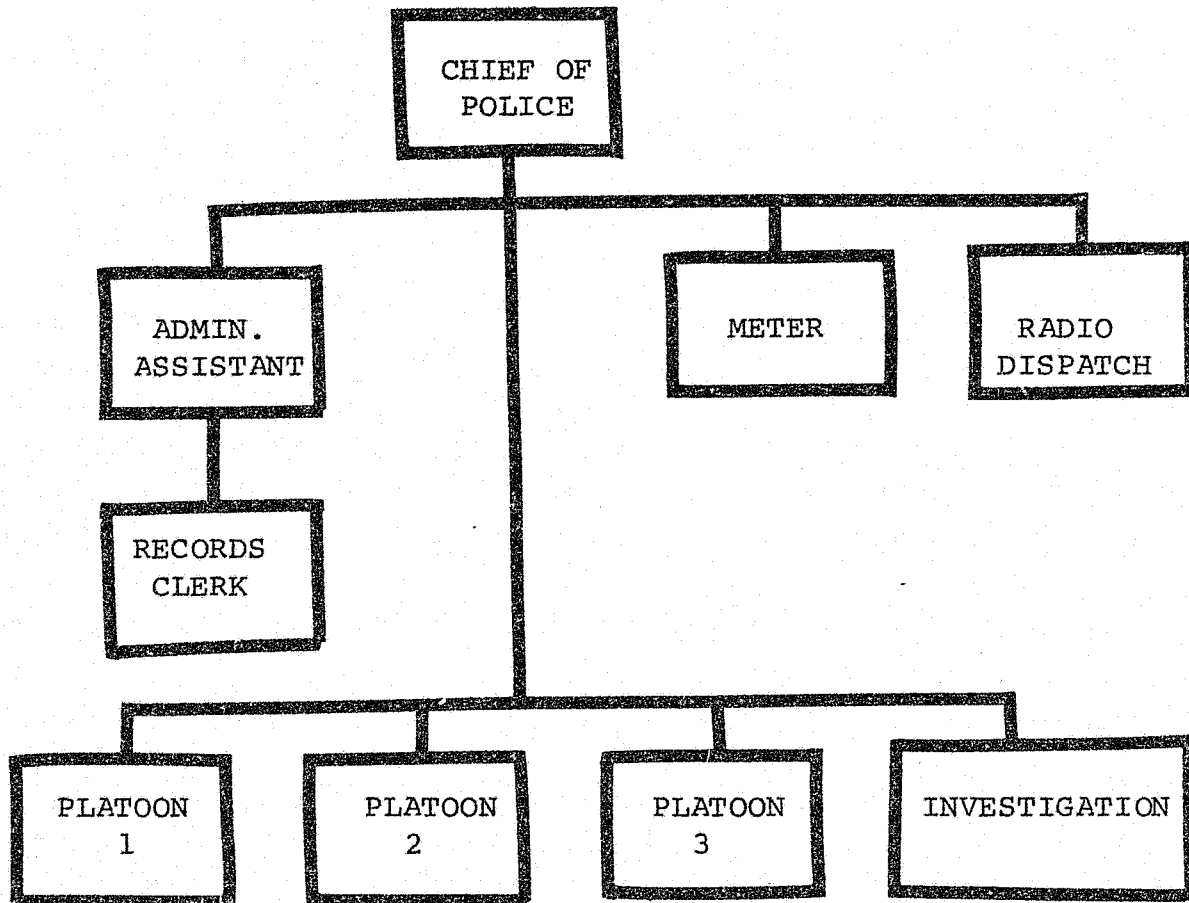


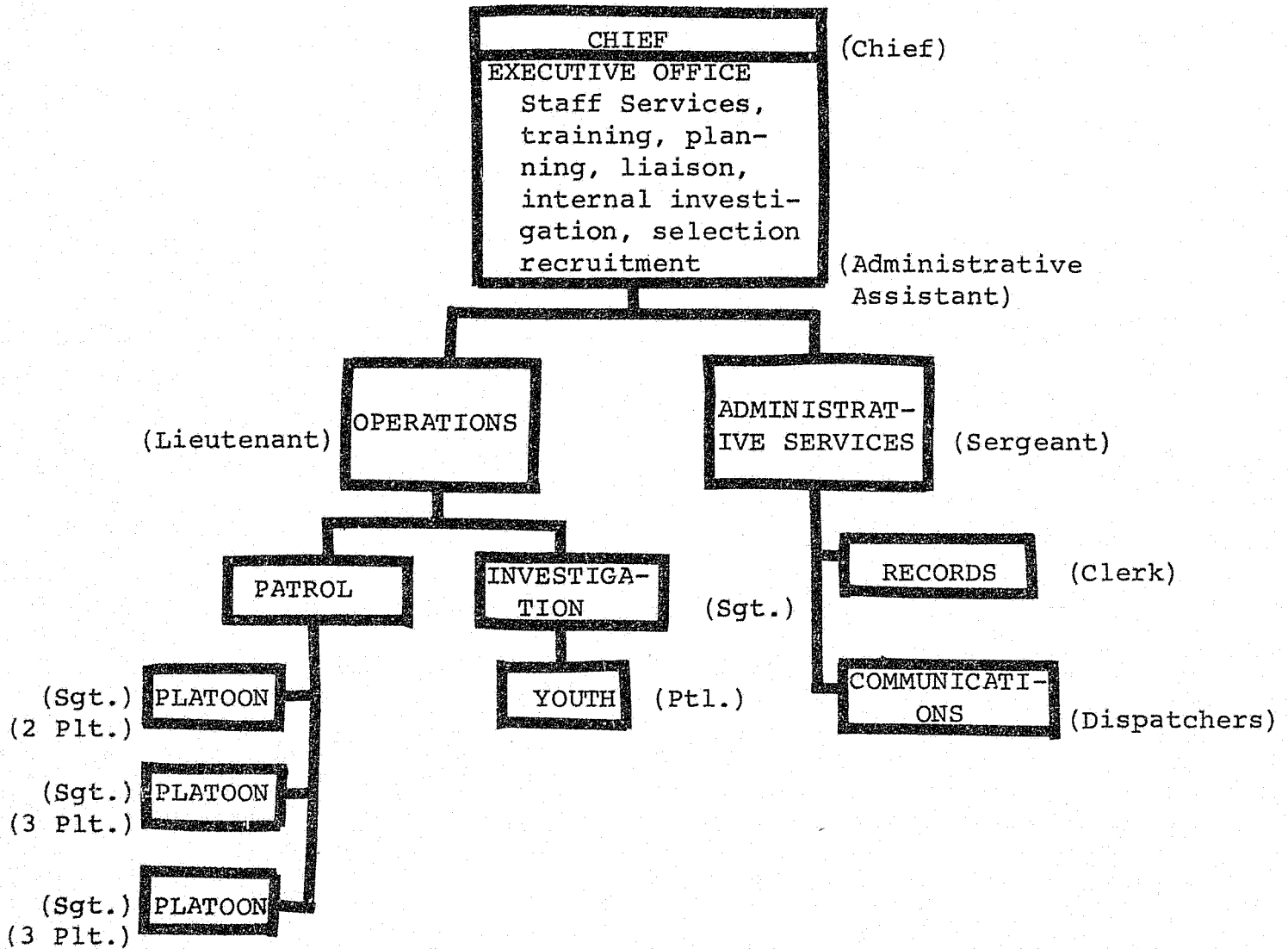
EXHIBIT H

PRESENT DISTRIBUTION OF AUTHORIZED POSITIONS

SHERIDAN CITY POLICE DEPARTMENT
 SHERIDAN, WYOMING
 AUGUST, 1974

Organizational Unit	Chief	Assistant Chief	Captain	Lieutenant	Sergeant	Special Service	Patrolman	Civilian	Totals: Sworn Officer	Civilians	Department
Office of Chief	1	0	0	0	0	0	0	2	1	2	3
Uniform Division	0	0	1	2	4	0	6	4	13	4	17
Detective Division	0	0	0	1	0	1	0	0	2	0	2
Totals	1	0	1	3	4	1	6	6	16	6	22

EXHIBIT I
PROPOSED ORGANIZATION AND MANPOWER
SHERIDAN POLICE DEPARTMENT
SHERIDAN, WYOMING



3. Recommendations: Exhibit I outlines the proposed organization of the Sheridan Police Department as discussed below.

a. Chief of Police: The chief of police should direct, control and coordinate the personnel and material resources of the department. He should conduct staff meetings and inspections to evaluate and improve overall performance and efficiency.

b. Executive Office: The executive office should be staffed with an administrative assistant. It should provide staff services, under the direction of the chief, to the chief and the department. Functions should include training, planning, recruitment, liaison, and internal investigation. The office should coordinate with other functional units of the department and provide services if necessary or required.

c. Operations: Department operations should be headed by a lieutenant of the department. The head of operations directs, controls and coordinates all operational efforts in the division, including patrol and investigation. In addition, he reports directly to the chief on all operational matters. In order to insure a smooth transition, the post should be filled with a lieutenant only after retirement or resignation of the current captain. By upgrading the pay of the lieutenant through increased in-grade salary steps, the monetary remuneration can be brought up to a level commensurate with the responsibility and authority of the position.

d. Patrol Division: The patrol division should have the primary law enforcement function of protecting the public from unlawful acts and other hazards. Due to the department's manpower, each patrol officer should be a specialist in all operational functions, including traffic supervision, vice control, juvenile control, etc. The division should not be commanded at this time by a specific officer, rather, the head of operations should command the patrol division as well. Each platoon within the patrol division should be commanded by a sergeant. By up-grading the salary of sergeant in the manner mentioned above (operations commander), the transition can be smoothly made. It should be emphasized that the in-grade salary steps must be increased in absolute numbers and also relative to each step to insure that remuneration is consistent with authority and responsibility.

e. Investigation Division: The investigation division should conduct follow up investigations in felony and serious

misdemeanor cases, arrest perpetrators of crimes and recover stolen property. Personnel should be responsible for all prevention and control of juvenile delinquency, especially the patrolman assigned to the investigative division. The division should be commanded by a detective sergeant. The above outlined methodology for converting rank structure should be followed. Additional duties of the investigation division should include investigation of delinquency-producing conditions, missing persons, referral of juvenile offenders to proper agencies, domestic relations and coordination of the departments in this program. The division should process all youth arrests and other persons in cases involving juveniles, prepare cases for juvenile court and control and supervise the handling and storage of all evidence, as well as lost and found property.

f. Administrative services: This area should include records and communications. The division should be commanded by a sergeant responsible to the chief. The sergeant should be assisted by a full-time civilian clerk-typist. It is anticipated that the administrative services division will be a major provider of data for the chief and executive offices. The head of the division should perform the following functions:

- (1) Administration of records and forms control.
- (2) Provision of data records and information to the executive office.
- (3) Supervision and support for staff in the communications section.

The administrative services division should keep records and reports prepared by the police department. It should also maintain fingerprint files, criminal history sheets, traffic records, the master alphabetical name card index and warrants, subpoenas, and related files.

B. Manpower Allocations

Manpower requirements for police are not easily determined. Normally, they depend upon the community's requirements and willingness to pay for police services. Each community must determine its needs and priorities, but it is up to the municipal administration to maximize available resources.

Several factors can be utilized to measure manpower requirements. They include:

- o Number of calls for police service.
- o Time taken by police to answer calls for service.
- o Physical factors affecting police service activities, such as size and topography of the area.
- o Economic and social characteristics of the community.
- o The crime rate of the community.
- o Relation of population to the number of police employees.

Evaluation of these factors is a judgment exercise. Combining the factors to recommend a given police service level is judgmental to an even larger degree.

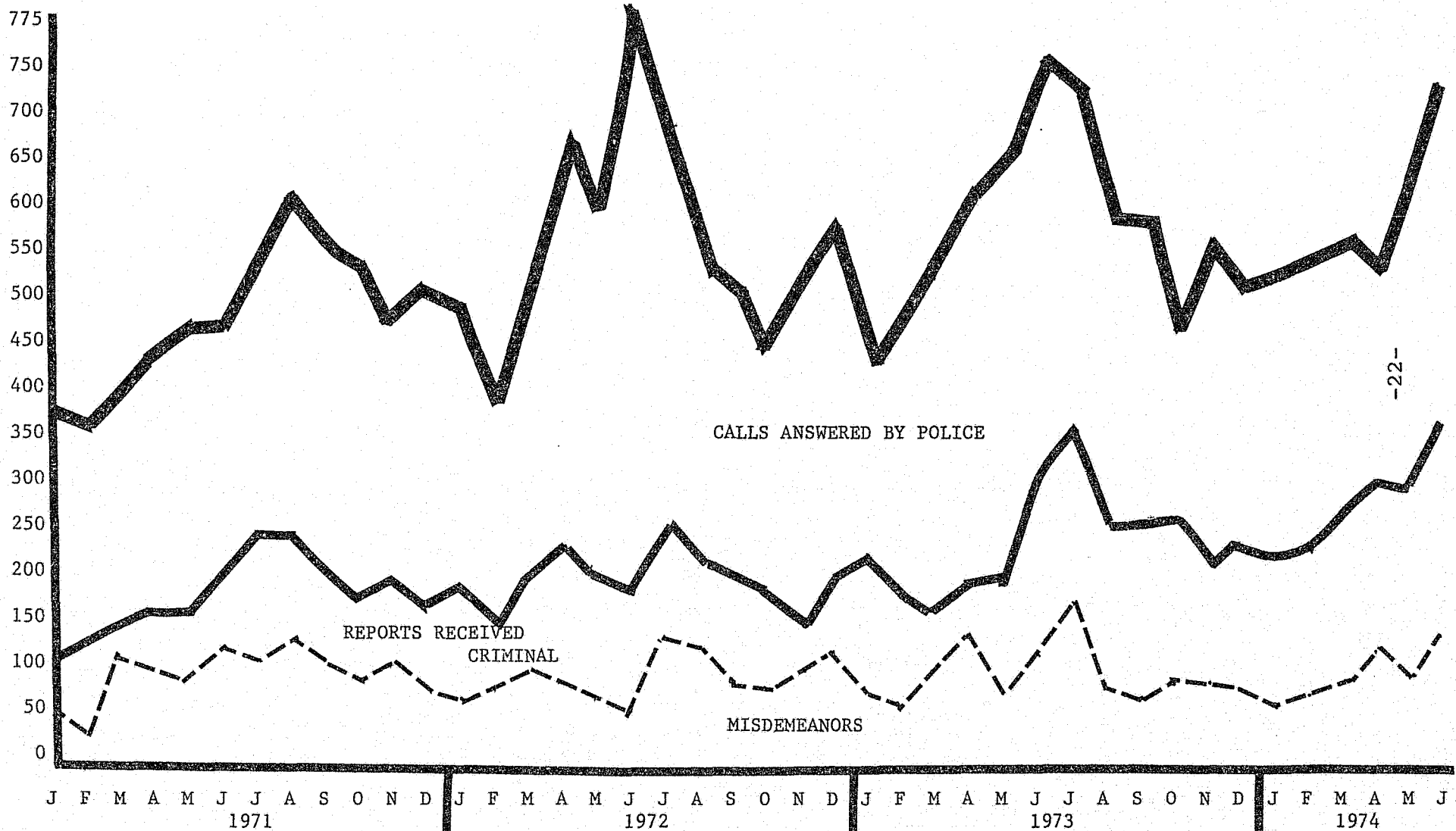
Finally, citizen demands determine the acceptability of police services. These demands for service vary as to what is considered acceptable - a level considered sufficient in one community might be considered excessive or insufficient in another community.

1. Analysis of calls for police services: Calls for police services, including those for serious crimes, traffic offenses and miscellaneous incidents, require an officer's time. These incidents can be counted and used to evaluate the work load of the patrol force and thus the manpower needs of the department and the community.

As is indicated by Exhibit J, the peak months for service calls during a three and one-half year reporting period were July and August. The rise in calls answered by police fluctuates widely prior to and after these months. It follows that the largest supply of manpower (the largest police force) should be available during those times. Also, "reports received-criminal" correlates approximately to the number of calls answered. This reinforces the necessity for a fully-staffed force to operate during these peak activity periods. November and December also indicate an increase in "calls answered by police". Again, this requires that a full staff be maintained, as much as possible, during that time. By maintaining a staff sufficient to respond to calls for services, the police department broadens its ability as a law enforcement agency and as a service-oriented organization.

Class I arrests show a major increase during the first month of each year and a minor peak during the months of May to July. It cannot be determined if Class I arrests result from the previous increase in criminal activity, increased police activity, or both. It is logical, however, that increased criminal activity would result in increased arrests. More arrests might be possible by increasing police proactive and reactive activities during periods of anticipated higher crime and calls for service.

EXHIBIT J
ANALYSIS OF CALLS FOR POLICE SERVICES



In general, the most specific types of crime, including juvenile arrests and misdemeanors, correlate with the fluctuation of overall calls answered by police. Thus, available manpower and staffing should reflect the increase in activity.

2. Police employees per population: Another factor in evaluating manpower requirements is the comparison of the number of police employees per thousand population.

In 1972, the average number of police employees per one thousand inhabitants (including civilian employees) remains at 2.4. Many United States cities continue to operate with a police employee ratio of less than the national average of 2.4 per one thousand.⁴

Sheridan had a rate of 1.6 police employees per one thousand population in 1970. More recent figures are not available because current population figures for the city are unavailable. Assuming that the population has remained constant, the 1974 rate of police employees per one thousand population would be 2.0.

3. Patrol Functions: Citizens tend to judge a police agency and may extend or withhold their support and cooperation on the basis of appearance, attitudes and conduct of patrolmen on the streets. The effectiveness of a total departmental program depends upon proper utilization of the patrol force.

a. Problem: Current practices in the department have generalized the patrolman's function. This was brought about primarily by manpower requirements. While every patrolman is responsible for crime investigation, he should balance these activities with aggressive prevention and suppression activities.

b. Recommendations: The department's starting principles should charge each patrolman with the protection of life and property, maintenance of order and suppression of criminal activities. A special emphasis should be put on calls for service and prevention activities. Aggressive patrolling programs should be instituted, focusing on rapid response to all calls for police service, criminal and non-criminal in nature.

⁴Kelly, Clarence M., Director of FBI, Crime in the United States, 1972, Uniform Crime Reports (U.S. Government), p. 39.

4. Patrol Supervision: Under current staffing patterns, patrol supervision is handled by the chief, one captain and two lieutenants. Each man, regardless of rank, handles the supervision of a platoon and is responsible for answering calls and patrol duties. There are few provisions for supervisory relief.

a. Problem: Both the nature of police work and the conditions under which it is performed make it difficult to supervise patrol personnel. This makes it hard to determine whether a patrolman is maintaining an alert patrol or just going through the motions. Opportunities for the patrol officer to engage in minor delinquencies and bestow special favors are always present. The above mentioned factors, taken together, create a supervision problem and emphasize the importance of close supervisory control over patrol personnel.

b. Recommendations: The patrol division in the proposed organization would be under the direct supervision of the operations commander. Three sergeants would be assigned--one for each watch or shift. For relief purposes, a senior patrolman should be appointed or scheduled as shift commander during a sergeant's absence. In the future, it may become necessary to create a relief sergeant position to cover the regular supervisor's days off.

The supervisor should spend time on the street observing and conducting routine inspections of patrol activities and cover major calls with assigned officers. In addition, he should spend time at headquarters reviewing all reports, supervising investigation of suspects and inspecting officers prior to their duty tours. The supervisor should report for duty 30 minutes before the rest of his platoon to be briefed on activities of the previous shift by the supervisor he relieves. In addition, he should check the daily log and prepare lists of wanted persons, cars or other hazards so he can adequately brief his platoon prior to their duty tour.

5. Patrol Distribution, Methods and Tactics.

a. Patrol Distribution - Recommendations: To assure maximum use of patrol personnel and a uniform level of services, the patrol force must be distributed according to the city's chronological and geographical needs for police services. Such distribution is proportionate to the frequency of incidents--crimes, arrests, traffic accidents and calls for service. Using these incidents as measurements, it is possible to deploy patrol forces with some degree of assignment equability. Data required

to prepare this kind of deployment plan is not kept by the Sheridan police. This condition should be immediately remedied.

It is recommended that each motorized unit be assigned a sector of the city. The sector should converge on the business district, with a third car providing an overlap when possible. An example of the three car plan follows:

Essentially, the town is divided into three primary sectors, with an overlap sector covering the central business district (CBD). Squad three covers and backs up calls for the two primary cars and is responsible for calls in his own CBD sector. In turn, he is backed up by the primary sector cars. The overlap zones should be designed to cover areas with the highest amount of activity. When vehicles are assigned sectors, they have total responsibility for all activity in that sector. Patrol deployment is one management area requiring continual attention due to changes in calls for service and shifting crime patterns. Therefore, any deployment pattern should be adjusted accordingly.

There is no need for specialized traffic units. The patrol units should enforce traffic laws and investigate accidents within their assigned sector.

Because traffic enforcement requires a large portion of the patrol effort, a study of accidents should be undertaken. This study should determine what kinds of violations are causing accidents and the time of day they are occurring. Patrol officers and supervisors then can use this information for selective enforcement purposes.

b. Patrol Methods - Recommendations: It is recommended that one man - one car operations be continued. The patrolmen should be encouraged to get out of the vehicle and make public contact. Community contact has been stressed in both popular and professional literature, citing a need to get the policeman back on the beat.

Proper patrol methods and tactical procedures must be formulated and taught to present patrolmen and new recruits. Procedures should be designed to minimize hazards patrolmen face in dealing with criminals and other potentially dangerous situations. Officers should be indoctrinated in one man procedures with supervisors accepting responsibilities for enforcing procedural regulations. To insure uniformity, written patrol procedures should be prepared.

c. Patrol Tactics - Recommendations: The key to police tactics is the dispatcher. The dispatcher must be an intelligent person with common sense, whom the officer will obey

instantly without question. Although not in command, the dispatcher speaks with the voice of the commanding officer.

Patrol tactics should place the following emphasis on the officer's safety:

- o A cardinal rule should be to call for assistance in all cases where there is any reason to believe it might be needed.
- o The dome light in police cruisers should be deactivated and an officer-controlled switch installed so the vehicle interior remains dark when the officer gets out of his car at night.
- o Handcuffs and firearms policies should be written and enforced.

An officer who parks in a secluded spot or cruises endlessly is not performing his duty. He should make inspections, observe the surroundings, be available for public service, acquaint himself with citizens and make himself conspicuous as though he were walking a beat. This can be accomplished with proper training, adequate supervision, modern equipment and highly visible police vehicles.

C. Crime Investigation

Primary responsibility for the investigation and clearance of crimes should rest with the detective division of the police department. Patrol division personnel conduct most preliminary investigations at crime scenes. They also conduct all traffic investigations, whether criminal action is involved or not.

At present, all cases cross the detective lieutenant's desk, and he determines the feasibility of further investigative action. Cases need to be reviewed by the commander with a detective on a regular basis so that inactive cases can be put aside allowing the detective to devote his energy to more productive assignments.

1. Preliminary Investigations: The successful clearance of crimes and apprehension of criminals frequently depends on the discovery and scientific analysis of physical evidence--latent fingerprints, foot impressions, weapons and other items. Responsibility for conducting preliminary investigations in the department rests with the patrol officer. This has the following benefits:

- (a) Allows for promptness which is essential in apprehending criminal suspects.
- (b) Relieves detectives of time consuming investigations and allows them to direct their skills towards more important tasks.
- (c) Heightens the patrolman's sense of responsibility because he investigates a crime which he was charged with preventing.

2. Follow-up Investigations: Responsibility for follow-up investigations and ultimate clearance of most crimes rests with the detective. This includes most juvenile offenses.

Cases assigned to the detective division should be reviewed monthly by the chief to insure that departmental priorities are followed and divisional expertise is fully utilized.

3. Recommendations: To insure that maximum effectiveness is maintained, the following recommendations are made:

- (a) Patrol personnel must be carefully trained in investigative techniques.
- (b) Patrol supervisors should exercise close supervision over patrolmen conducting preliminary investigations. Supervisors should review reports based on such investigations carefully.
- (c) The limit to which patrolmen are to carry their investigations must be clearly defined.

In general, patrolmen should be responsible for investigating crimes up to the point where further investigation takes them out of their assigned areas or jeopardizes the success of the investigation.

- (a) The department should provide to all sworn personnel a formal training course in evidence identification and gathering techniques. This would develop the department's capacity to receive and use any physical evidence present at the scene of a criminal investigation.

D. Juvenile Crime Control

The City of Sheridan has a moderate juvenile problem. At the present time, there are no special juvenile programs within the Police Department. Most juvenile cases are handled by the detective division and the patrol division, as is appropriate, with the detective sergeant operating primarily in the area of narcotics.

1. Recommendations: It is recommended that the detective sergeant establish and implement a youth section within the detective division. The juvenile officer should prepare all court referrals and coordinate juvenile case activity with the patrol division.

The juvenile function should be strongly oriented toward preventing juvenile crime and counseling juvenile offenders. Thus, the juvenile officers should receive all reports of cases where a juvenile is involved. It is further recommended that the juvenile officers receive specialized training in this area.

E. Records and Reporting

1. Current Practices: The present records and data system contains a large amount of information. In order to suggest changes in the records and reporting system, it might help to describe briefly the methods for recording and filing information currently in use by the Police Department. The various forms referred to may be found in the Appendix.

All calls for service are routed through the dispatcher. When a call is received, the dispatcher logs the call in on a file log. At the same time the call is logged in, the dispatcher fills out the Initial Offense Crime Report. After answering the call, the officer either radios his report in to the dispatcher to complete the Offense Report, or he waits until his shift is over and then completes the report himself.

If evidence has been obtained at the scene of the offense, the officer utilizes the Property Receipt Form. All cases cross the detectives' desks, and they determine if the offense will require further investigation. If a follow-up investigation is necessary, the detectives enter the appropriate information on the Detective Division Investigation Summary which is the log of all cases being investigated by the detective division. At the same time, the division initiates a particular file, a name card or case file designated to establish a date by which the investigation should be completed.

From the Offense Report, a name card is completed for all people involved in the offense, including witnesses, victims and offenders. The name card is filed alphabetically with cross-indexing references to case files.

During the course of the detective's investigation, the following forms may be used also - depending upon the situation:

- a. Sworn Statement Form
- b. Complaint Form

- c. Prisoner's Property Receipt
- d. Daily Jail Inspection Log Form

At the end of each shift, officers on that shift complete the Officer's Daily Activities Record.

Main points concerning the use of records in the Sheridan Police Department are:

a. The dispatcher completes the initial information section of the Initial Offense Report as well as the "Details of Offense" which often is radioed verbally to the dispatcher from the officer. In other words, officers do not complete the form themselves while on duty in a vehicle.

b. All reports are reviewed by the detectives who examine the necessity for further investigation. Consequently, no reports review section has been formalized in writing by the department to insure quality control and factual completeness of reports. A spot check revealed minimal quality control.

c. While reports are filed by offense and by name card, there is little utilization of cross-indexing in the department.

2. Problems: Specific areas of weakness found in the Sheridan Police Department reporting and recordkeeping system were:

a. Accident Reports are filed separately from Initial Offense Reports.

b. The Initial Offense Form is unnecessarily large for the purpose it serves.

c. Officers usually relay their entire Initial Offense Report via radio to the dispatcher who then completes the Offense Report.

d. Since commanders' reviews of officers' reports appear to be hasty, the officers' reports, which are the sole evidentiary document in many cases, should be complete and thorough. The shift commander, or someone in authority, should verify the reports' thoroughness by conscientiously editing them.

e. Neither file containers in the department, nor entrances to the department, are locked at any time. The physical layout of the department is such that unauthorized entrance to the department files is very possible.

f. There is no system at present to insure that control of the files is maintained by a log-in and log-out procedure.

g. Officers are allowed to refile reports they have taken from the files. This does not allow control of access or encourage proper file management.

h. File records make no differentiation between juveniles and adults. Retrieval of juvenile records under the current system would be lengthy at best.

i. No written records or file policies exist.

j. There is minimal geographical and crime specific cross-indexing.

k. There is no system for file identification of "wanted persons".

l. There are no written orders pertaining to the release of information to persons outside the criminal justice system.

3. Recommendations: See Section V - Areas of Consolidation.

F. Communications

The success of any communications system depends upon its physical quality and capacity, the competence and training of employees operating it, and the departmental organization, regulations and operational procedures developed to guide employees' actions.

1. Current Practices: The present Sheridan Police Department communications system consists of: the telephone system, pre-feed punch tape, teletype, alarm notification systems connected to business locations within the community, radio communications system and telephone link from the local Veterans' Administration. All citizen requests for police service or for emergency service are received by the police communications center.

The communications center also serves as the primary information resource in coordinating operations of the field units. Through it, field units obtain information regarding vehicle registration, fugitives, warrants, stolen property and other data. They also receive information on citizen complaints and citizen requests for police service.

The current communications operation provides radio communication on a 24-hour basis. After 5 o'clock p.m., the department also provides communications services for the Sheridan County Sheriff's Office and the Wyoming Highway Patrol. Telephone requests for all city services are routed through the department after 5 o'clock p.m.

The radio communications system has been converted to the area high band radio frequency. The low band frequency receiver is still in use to maintain communications with the Highway Patrol. The current radio console operates at a functional level except for band overlap which occurs often and renders radio communications inaudible.

All communications personnel are civilians. At the present time there are five dispatchers. Communications training for these personnel has been on an "on-the-job" basis.

2. Problems: The physical location of a communications system, and its components, is of prime importance. Under the Sheridan Police system, the dispatcher is located next to the department's main entrance with a counter separating him from the public thoroughfare. Few physical barriers restrict public access to the communications center, excluding the counter. It should be noted that a plexiglass shield is planned for a new communications center.

The existing communications system provides no security for police communications, especially as the system is presently used. The physical location of the radio system, with its exposure to the public reception area, hampers radio communications and security. In addition, the use of the radio system to report officers' contact reports disregards the privacy of that information.

3. Recommendation: See Section V - Areas of Consolidation.

G. Custody of Property

The safekeeping and proper distribution of recovered property, evidence and non-evidence type property is an important responsibility of the Police Department.

1. Current Practices and Problems: Presently, property is stored in various lockers, drawers and cabinets in the police facility. Proper procedures insuring security and proper disposition of property, officer protection and proper chain of evidence for court cases are essential to the police operation. They, to a great extent, are dependent upon proper facilities. Proper facilities for the custody of property are not presently available.

2. Recommendations: Since the type of storage room currently in use is not an authorized storage facility equipped with lockers for individual storage of evidence and property, a single room equipped with a sophisticated locking device should be provided for storage of evidence. Within the room different sized lockers should be provided. These lockers should be equipped with locking devices with their keys kept by the officer in charge of that particular evidence. Shift commanders should also have a key to the storage room.

Proper procedures for handling and storage of evidence must be developed. They should include the following:

Each officer should be responsible for the property he has confiscated.

Property must be submitted to the property room as soon as possible after it is taken into custody. It should be marked.

Property should be stored only in the authorized storage room.

Proper chain of evidence must be preserved.

Officers needing evidence or other property from the property room must log it from the property room officer and must assume full responsibility for it until it is returned.

Procedures must insure proper and lawful disposition of all property.

H. Physical Facilities

1. Current Practices and Problems: The Police Department, if remodeled, would be adequate for those services needed and personnel employed, assuming that Sheridan's needs and population will not grow significantly over a period of time. If population increases, requests for services will increase and the facility will become grossly inadequate in a very short period of time. As a consequence, remodeling the current police facility may not be an economical alternative when viewed from a medium or long-term prospective.

The facility itself offers little security for either law enforcement personnel, those in custody or for records and files located in the department. Two major entrances both of which remain open most of the day leave the area susceptible to unauthorized entry. This situation is acute during night hours when the station is often manned by dispatch personnel only. Because dispatch personnel are located adjacent to the front entrance, the rear entrance (near the record files) is virtually unmanned and unguarded.

While the current facility offers adequate floor space, much is unusable due to the location of the heating plant. In the past, the department has been forced to convert former coal bins and trash receptacle rooms into office space. As of this date, the department has converted as much space as is economically practical without undertaking major renovation.

In addition, the facility is poorly lighted and ventilated and offers minimal security to either personnel or records. Even though it is poorly laid out, the department has done a commendable job in upgrading the facility. However, its adequacy is becoming questionable as duties and responsibilities - coupled with the need for a larger and better planned facility - increase.

2. Recommendations: Much of the facility now housing the Sheridan Police Department was not intended to be used for such purpose when constructed. While remodeling and renovation can help, it is often very costly in terms of benefits received for money spent. It is recommended that serious consideration be given by city and county officials to the construction of a criminal justice facility designed for the purpose at hand.

I. Automotive Equipment

1. Current Practices: Existing police department vehicles are adequate and appear to be maintained adequately. Major repairs which may be necessary to these vehicles and the down-time created by those repairs create problems. Since all vehicles are used constantly by the department, loss of one due to major repairs creates problems in continuing normal activities.

Equipment located in these vehicles, for the most part, is in good condition. A consistent complaint was the poor condition of first aid kits located in the units.

2. Recommendations: While regular maintenance of automotive equipment is carried out, there must be preventative maintenance to protect against down time. By regularly checking tire wear, alignment, balance and other normal maintenance procedures, the life of the equipment can be lengthened and overall savings to the city and the department can be significant. Effective patrolling requires safe and effective equipment which often can be the determining factor in an officer's safety.

J. Morale, Discipline and Supervision

1. Morale.

a. Defined: Morale is the attitude of individuals and groups toward their work and environment. Employees with high morale feel they belong, that objectives of the organization are worthwhile, and that their efforts are recognized and accepted. They exhibit positive attitudes, such as loyalty and enthusiasm, cooperation, pride in service and devotion to duty. High morale also tends to produce high productivity and efficiency.

b. Current Practices and Problems: While morale does not appear to be a problem within the police department, there has been a large amount of personnel turnover during the past few years. Since 1969, sixteen employees have resigned from the department. Of those sixteen, ten have sought employment with other law enforcement agencies. While salary was considered in this report, no overall consensus as to salary adequacy or inadequacy was reached. Consequently, other reasons for the high turnover were sought. Investigation of other factors, however, proved inconclusive and suggested no definite reasons for the turnover. Clearly, salary was the deciding factor in many of the of the resignations.

c. Recommendations: To insure a minimal amount of turnover among departmental personnel, factors such as classification and salary level, discipline, supervision and direction, the regular application of departmental goals and general encouragement to do a good job should be considered. All of these factors can promote high morale and lower the rate of employee turnover within the department.

2. Discipline.

a. Defined: Discipline in its positive sense consists of a supervisor requiring a subordinate to conform to established rules and regulations and is necessary in creating high morale among employees.

b. Current Practices: Formal discipline is not strong in the Sheridan Police Department because the superior/subordinate relationships are primarily personal ones. This is due to the relatively small size of the department and is a natural outgrowth of that small size. Formal discipline need not be strong in a department the size of Sheridan's since personnel generally conform on the basis of interpersonal relations rather than written procedures. It should be noted, however, that there is a standardized list of rules and regulations for the department.

c. Problem: Discipline appears to be left up to the discretion of the shift or platoon commander and differs accordingly. Little disciplinary action is taken at high staff levels allowing for the danger that discipline is not equally administered. This leads to confusion in direction among line officers and inequality in expectations and performance.

d. Recommendation: Supervisors should use the rules and procedures manual in a prospective sense as well as a retrospective one. In other words, the manual should be used to indicate what should be done in the future as well as what should have been done in the past. The manual also should be applied uniformly throughout the department. Finally, the chief should be held accountable for fair and just application of discipline procedures.

3. Supervision.

a. Current Practices: Supervision plays an important part in the function of a police department. It involves assigning and reviewing work, training employees on the job, taking necessary disciplinary action and using good employee relation practices to achieve goals of the organization.

In the Sheridan Police Department, supervision, like discipline, is accomplished on an informal, interpersonal basis without benefit from the lieutenant shift or platoon commander. Sergeants normally do not supervise, but act as patrolmen unless the lieutenant or shift commander is absent.

b. Potential Problem: Supervisory personnel may not be aware of either their duties and responsibilities or those of their subordinates. At present, this is not a problem due to the quality of supervisory personnel and the interpersonal relationships among personnel; however, in the future it is conceivable that a lack of formalized procedures and regulations will cause slippage in the determination of duties and responsibilities.

4. Internal Communication.

a. Defined: Internal communication refers here to the technique of getting information up and down the chain of command and between organizational units. Within the department this means making sure that everyone has enough information to do their job effectively as well as telling personnel why policies, decisions and procedures exist.

b. Current Practices: Communication should be two-way: down the line and up the line. At present, the department enjoys a reasonable degree of two-way communication primarily because of its limited size. This enables communication to be effective on an informal basis. The danger is that procedural information flowing from the top down may lose part of its message in informal communication.

c. Problem and Recommendation: Some type of formalized procedure is necessary to insure that information vital to the police function is passed on to all the men. A formalized procedure may also be necessary to insure that information is coming from the line. Whenever a communication system is based on an informal, personality-oriented system, there are those who, for one reason or another, will not use it. But a formalized communication system, perhaps used as a standby system for the interim, can account for types of communication often left out of the informal system. Such a formalized system might take the form of monthly staff meetings.

K. Recruitment

Recruitment for officer candidates is accomplished primarily through applicant initiated inquiries. Little effort is made by the department to solicit recruits. Vacancies are usually filled with applicants on file.

1. Entrance Requirements: Formal entrance requirements include minimum height and weight measurements, vision, age, physical condition, education requirements and character and credit investigations. Applicants also must pass intelligence tests and an oral interview. There is little provision for continued educational requirements once an officer is on the force.

Investigational candidates or applicants who have passed the initial screening process and are being considered for employment are subjected to a background investigation conducted by a detective lieutenant. FBI fingerprint files are checked as are character and credit references.

2. Probationary Period: The police department maintains a six-month probationary period for officers 21 years of age or older. For recruits under 21 years of age, the probationary period is one year.

L. Budget Preparation

The police department budget should be used as the work program for the department, stated in monetary terms, which provides for the accomplishment of departmental goals and objectives. It appears that the process of budget preparation, presentation and utilization has been a time consuming process for the chief. The budget, as presently utilized, seems to be primarily a request for manpower level maintenance and equipment purchasing. Little attempt is made to utilize the budget as a programming or planning tool.

Operational levels of the department have little input into the budgetary process. This is primarily the result of a short term non-objective orientation of the budgetary process. If the budget were visualized as a programmatic tool for the upcoming year, input into the budget preparation would be important to operational level personnel because it would determine the activities of those personnel.

Competition for money is great in any municipality. The success any department head has had in getting his operation funded is, to a large extent, dependent upon his expertise in budget preparation, presentation and justification. This requires that the commander have available facts, proper analysis of departmental data in trends and projections for his presentation to the relevant officials. Such a presentation allows officials a proper basis for decisions relating to the departmental budget. Proper budget preparation also requires the participation of the departments operational and staff personnel making it a year-round, on-going proposition. When properly prepared, a budget becomes a planning document with control for expenditures and a basis for evaluation.

By establishing an executive office of the chief, the police department could have that unit available for budget preparation. If data were stored centrally for both police and sheriffs' departments, the sheriffs' department could also use the executive office of the chief as an information source so that budgetary preparation would be based on a recent priorities.

Budgetary preparation should involve many departmental personnel with final proposal approval made by the commander.

M. Planning and Research: See Section V - Areas of Consolidation.

N. Detention Facilities, Statistics, Projections and Recommendations

1. Detention Facilities: Sheridan City Jail was constructed in 1910 and is located in the City Office Building in downtown Sheridan. Renovation of the jail facility has been minimal with the exception of new shower stalls, toilet facilities and covering of exposed pipes in 1973. The cost of renovation at that time was approximately \$4,000.

The jail consists of two primary sections. The main cell block area is comprised of two two-bed cells and one single-bed cell, with another two beds in the open area. This main cell area, with a capacity of seven, is used primarily for adult male felons and misdemeanants. The other cell block area, referred to as the women's section, consists of a single area with a capacity of four. Thus, the total jail capacity is eleven. The cells are quite small at about 32 square feet each.

Separation is usually not provided for sentenced and unsentenced prisoners or for misdemeanor and felony prisoners, although in most instances felony prisoners are transferred to the County Jail at the earliest opportunity. Segregation is provided for adult males from females and juveniles. Although the juvenile section and female section are essentially the same, juveniles are always kept separate from the adults. This is achieved by placing juvenile female offenders in the State Girls' School. Additionally, if it is necessary to hold a juvenile male while the adult female cell is occupied, arrangements are made to either release the adult female or transfer her to the county facility.

Supervision of the jail is on a 24-hour basis. The officer on duty or his shift commander is responsible for supervising the jail during his duty hours. However, there are no designated individuals in charge of the jail other than the chief of police. At this time, supervision amounts merely to looking through the door to see if everything is in order. There are no written policies regarding either the jail's operation or inmate rules and regulations.

No medical services are available within the jail; however, a doctor is on call to provide whatever medical services are necessary. Also, if necessary, inmates may be taken to the emergency room at the local hospital. Those alcoholic inmates who may be suffering from delirium tremors (DTs) are taken to the Veterans Administration Hospital where trained personnel care for them. Inmates at the jail are fed TV dinners twice daily, in the morning and afternoon. No space is provided for recreational or educational activities.

The cell areas are approximately five feet by seven feet, each one containing a common bath and shower.

EXHIBIT K

SHERIDAN CITY JAIL*

Average Daily Population

<u>Year</u>	<u>Total Man Days</u>	<u>Average Daily Population</u>	<u>Peak</u>
1971	513	2.9	DNA
1972	621	3.5	DNA
1974	725	4.1	11.0

Exhibit K reflects that the average daily population of the Sheridan City Jail has increased steadily from 1971 to 1974. However, it should be noted that the total man days for 1974 are somewhat distorted because one inmate being held for the county accounted for 148 man days during that year.

This table also reflects an increase from an average daily population of 2.9 in 1971 to 4.1 in 1974. The peak population for the Sheridan City Jail in 1974 was 11. Data was not available to determine the peak populations for previous years.

*Data for six month periods only.

EXHIBIT L

SHERIDAN CITY JAIL

Number and Percent Admissions by Offense Classification

	1971		1972		1974		Total	
	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>
Felons	11	6	24	11	38	16	73	11
Public Intoxication	103	55	128	62	102	43	333	53
Other Misdemeanants	74	39	55	27	97	41	225	36
Totals	<u>188</u>	<u>100</u>	<u>207</u>	<u>100</u>	<u>237</u>	<u>100</u>	<u>631</u>	<u>100</u>
Percent Total Man Days Served for Public Intoxication	60		71		34		--	

Exhibit L shows that the number of total admissions increased steadily from 188 in 1971 to 237 in 1974. During the study period, 53% of the admissions were for public intoxication; 36% for other misdemeanors and 11% for felons.

Note that the total number of felons more than tripled since 1971.

EXHIBIT M

SHERIDAN CITY JAIL

Percent Contribution to
Average Daily Population
by Sex/Age

	1971		1972		1974		Total	
	Total Man Days	%	Total Man Days	%	Total Man Days	%	Man Days	%
Adult Male	449	88	574	92	635	87	1658	90
Adult Female	45	9	23	4	9	2	77	4
Juvenile Male	3	1	21	3	70	9	107	5
Juvenile Female	3	1	3	1	11	2	17	1
TOTAL	<u>513</u>		<u>621</u>		<u>725</u>		<u>1859</u>	<u>100</u>

Exhibit M indicates adult males comprised 90% of the total man days served in the City Jail. This percentage was relatively stable throughout the study period.

Juvenile males comprised five percent of the total man days and showed a markedly upward trend from 1971 to 1974. Adult females comprised 4% of the total man days; however, they showed a steadily decreasing trend from 1971 to 1974.

Juvenile females comprised only 1% of the total man days served.

It should be noted that the percentage and total number of adult females, juvenile females and juvenile males is so minimal that it would be dangerous to use this data to indicate positively an upward or downward trend.

EXHIBIT N

SHERIDAN CITY JAIL

Public Intoxication
Percent of Total Admissions
Percent of Total Man Days Served

	<u>1971</u>	<u>1972</u>	<u>1974</u>	<u>TOTAL</u>
Public Intoxication Admissions	103	128	102	333
Percent of Total	55%	62%	43%	53%
Public Intoxication Man Days Served	309	438	247	994
Percent of Total	60%	71%	34%	53%

Exhibit N indicates that during the project period over one-half of both total admissions and man days served were for the offense of public intoxication. In fact, both percent of admission and percent of average daily population for the public drunk were identical at 53%.

Although there was no significant decrease or increase in the number of total admissions during the study period, there was a significant decrease in total man days served from 1972 (438) to 1974 (247). It also appears that the average length of detention for the public drunk was three days.

EXHIBIT O
SHERIDAN CITY JAIL
 Length of Detention

	<u>5 Days & Under</u>	<u>6-10 Days</u>	<u>11-30 Days</u>	<u>31-60 Days</u>	<u>61-100 Days</u>	<u>101-200 Days</u>	<u>Over 200 Days</u>
Public Intox. (1)	115	7	3	0	0	0	0
Other Misdem. (1)	35	1	1	0	0	0	0
Felons (1)	21	2	0	0	0	0	0
Adult Female (2)	7	0	1	0	0	0	0
Juvenile Male (3)	12	0	0	0	0	0	0
Juvenile Female (4)	2	0	0	0	0	0	0
TOTAL	192	10	5	0	0	0	0
Percent of Total	92%	5%	3%	0	0	0	0

- (1). Includes all adult males
- (2). Includes adult females for all offenses
- (3). Includes juvenile males for all offenses.
- (4). Includes juvenile females for all offenses.

The information contained in Exhibit O shows that 92% of all offenders incarcerated in the first six months of 1972 were detained for a period of five days or less, and that 100% of all offenders served 30 days or less. These facts are important when considering the feasibility of providing treatment programs.

2. Detention Statistics: The following data is presented to give decision makers some substantive facts about the type of offender population and results of the jail studies conducted by the task force. In addition, this data can be used to determine future detention needs.

Research at the City Jail included examination of 632 inmate admissions for the first six months of 1971, 1972 and 1974. After collection, the data was analyzed to provide local officials with information concerning the number of man days served, the length of detention, the type of inmates detained by offense, sex and age and the population.

3. Projections and Recommendations: Reference to § V - Areas of Consolidation.

IV. SHERIDAN COUNTY SHERIFF'S OFFICE

A. Organization

1. Current Practices: The sheriff is responsible for law enforcement in Sheridan County, answering only to residents of the county. The office is funded by the county, and the sheriff must submit an annual budget to the county commissioners. He is responsible for the overall administration of the office with the authority to employ and dismiss personnel.

The Sheriff's Office consists of the sheriff, undersheriff, two deputies and a secretary, all stationed in the Sheridan Office. This organization is shown schematically in Exhibit P. The two deputies are responsible to the undersheriff, with the sheriff having overall administrative authority. Due to the size of the agency, the officers work closely together, and the chain of command is relaxed, although the undersheriff usually heads investigations.

a. Patrol function: The Sheriff's Office does not have a patrol system as such. Its role in law enforcement is reactive due to its size and the large geographic area it must cover.

b. Investigative function: While the Sheridan Police Department investigates offenses within the city, the Sheriff's Office responds to crimes county-wide. In general, the four sheriff's officers are each responsible for an investigation from start to finish, including writing the criminal case report if the matter is of consequence.

The officers generally are scheduled from 8 a.m. to 5 p.m., with one officer assigned to work evenings and another officer assigned to take night calls over a two-week period on a rotating basis. Approximately 30 percent of the officer's time is spent in this function.

c. Civil and criminal process: The sheriff is responsible for serving civil process instruments issued by the district, county and justice of the peace courts. According to Sheriff Frith, his office serves from 90 to 100 separate civil papers per month. The sheriff is paid a fee and mileage on each civil process served.

The Sheriff's Office is also responsible for executing criminal warrants, complaints, search warrants, etc. issued by the district, county and justice of the peace courts. Statistics were not compiled as to the number of criminal papers served. The Highway Patrol and Game and Fish Commission generally served warrants of arrest obtained by their departments.

d. Court functions: During the terms of the District Court, the sheriff also provides transportation for jurors and maintains custody of defendants not released on bond.

e. Detention functions: The sheriff is responsible for the custody and care of prisoners incarcerated in the county jail. At the time of the on-site survey for this report, the sheriff was his own jailer. The sheriff spent each night in a room adjacent to the cells in order to provide care and custody of the inmates. Sheriff Frith said, however, that the county commissioners had recently authorized a jailer who was soon to be employed, relieving Frith of his night duty as jailer.

f. Non-enforcement function: Like most law enforcement agencies, the Sheriff's Department is involved in numerous non-enforcement activities which consume about 30 percent of the sheriff's time. These activities can be broken down into the following functions:

- (1) Deputy county fire warden
- (2) Pays bounty on wild animals
- (3) Removal of livestock from roadways
- (4) Deputy state brand inspector
- (5) Search and rescue missions

2. Problems with Organization and Recommendations: The Sheridan County Sheriff's Office is a well-respected law enforcement agency, both by other criminal justice agencies and by citizens within the county.

The delineation of duties and responsibilities of the department are not clearly defined, probably due to the fact that it is a small organization where officers must be all things to all people.

The officers are well-trained, with the sheriff and undersheriff having graduated from the FBI National Academy. In addition, they have all attended basic training and met minimum training standards for the State of Wyoming. The sheriff utilizes state standards in hiring personnel and has no job descriptions or requirements of his own.

All officers are stationed at Sheridan, the county seat, which is not conducive to providing timely responses to all county residents. This points out a most definite need for a resident deputy program with offices stationed at strategic locations throughout the county. The proposed organization outlined by Exhibit Q provides for resident deputies as well as the newly authorized jailer position.

This survey also indicates that the Sheriff's Office must provide too many non-enforcement functions (i.e., paying bounty on predatory animals, brand inspector duties, deputy county fire warden). These, in turn, infringe on the officers' ability to provide law enforcement services to the people.

B. Manpower Allocations

1. Analysis of Calls for Sheriff's Services: Comparable crimes and figures are not available from the Sheridan County Sheriff's department making an analysis of peak crime periods difficult. If criminal activity in the county is proportionate to that of the city, staffing patterns should reflect those peak periods by full utilization of all available personnel.

It should be noted that the scope of the jurisdiction's geographic area, population density and numerous non-enforcement duties required of the department, together with the limitations of a four-man department, limit the Sheriff's Department to merely a reactive approach. However, an analysis of the geographical distribution of criminal activity might also be helpful. This assumes that a collection of data over a period of years will be used to determine areas and times requiring increased manpower.

2. Sheriff's Employees per Population: In 1970, the Sheridan County Sheriff's Department was responsible for a jurisdictional area (excluding the City of Sheridan) having a population of 6,996. The rate of police employees per one thousand population was (assuming 5 employees) .7.

The Sheriff's Department's need for a patrol force is less significant because of the geographical jurisdiction of the office.

3. Patrol Functions: The Sheridan County Sheriff's Office, as outlined previously, does not have a patrol function due to the lack of manpower and time. The sheriff's function is mostly reactive rather than proactive, which is true for most sheriff departments in Wyoming. The concept of resident sheriff's deputies should be explored, making the department more visible to the public and improving relations between citizens and the department.

a. Recommendations: In order to involve the Sheriff's Department in crime prevention, the county should employ two resident deputies stationed in the county's most populated areas (Ranchester, Story or Dayton). This will provide enforcement services to these areas and allow the two deputies to initiate a patrol activity. It will also give deputies stationed in Sheridan a chance to initiate a patrol function since they no longer will have to provide services to outlying communities.

Selection of a resident deputy who is a highly trained and educated individual who will perform the full range of police services is a primary objective of this program. The concept is not new and has been utilized in various states at both the state and county level for several years. The concept is primarily designed to provide an adequate level of service by a police officer or deputy residing close to his geographical area of responsibility, thereby creating a team approach (police and community) to the resolution of problems. Police services are provided to the area when the deputy is off duty through coverage by either additional or relief personnel.⁵

C. Crime Investigation

1. Preliminary Investigations: As is presently the case, the primary investigation should be the responsibility of the deputy making the initial response.

2. Follow-up Investigation: Due to the structure and manpower of the Sheriff's Department, the deputy conducting the preliminary investigation must complete the entire case. Assistance in crime scene searches, however, may be required in certain types of cases, as well as the apprehension of the suspect.

D. Juvenile Crime Control

⁵Police Services in Douglas County, Department of Criminal Justice, p. 74.

Juvenile crime control within the Sheridan County Sheriff's Department is not a separate function due to inadequate staffing of the office. As stated above, the Sheriff's Office is primarily a reactive office and has not become too involved in preventive or controlled programs.

An effort should be made in this area to establish some programs on a county-wide basis.

E. Records and Reporting

1. Current Practices: The Sheridan County Sheriff's Office maintains moderate records and information files. Before examining problems and deficiencies of the current system, it should be explained. The various forms referred to may be found in the Appendix.

Upon receipt of a request for assistance, or a report of a crime, the dispatcher notifies the deputy and then logs the call in on the base station log. The deputy answering the call completes the Initial Offense Report. However, in some cases the Initial Offense Report is completed at the Sheriff's Office by one of the secretaries or clerk/typists. The Initial Offense Report is completed only for those calls considered to be of consequence.

While the Initial Offense Report is being completed, a Master Name Card is also completed for inclusion in the card index file. The Master Name Card is used to record names and pertinent data of individuals involved in the activity whether they are victims, offenders, witnesses or passers-by. Since the Master Name Card is taken directly from the Initial Offense Report, it appears only when an Initial Offense Report is made.

When an individual is arrested, a Booking Form is completed.

Case reports consisting of identification, fingerprint cards and "rap sheets" are filed in a case file by identification number.

The Master Name Card is filed separately and alphabetically.

The Offense Report and the main follow-up investigation reports are filed in chronological order with the date listed on the name card. Thus, there are two filing systems - one by name card and one by case file.

2. Problems: Overall it can be said that the Sheriff's Office record system is cursory at best. The filing system cannot be used to retrieve crime and activity data for medium and long-range planning in either a crime specific geographical or chronological manner. The initial complaint form is unnecessarily large for the purpose of the report.

EXHIBIT P
PRESENT ORGANIZATION
SHERIDAN COUNTY SHERIFF'S DEPARTMENT
SHERIDAN, WYOMING

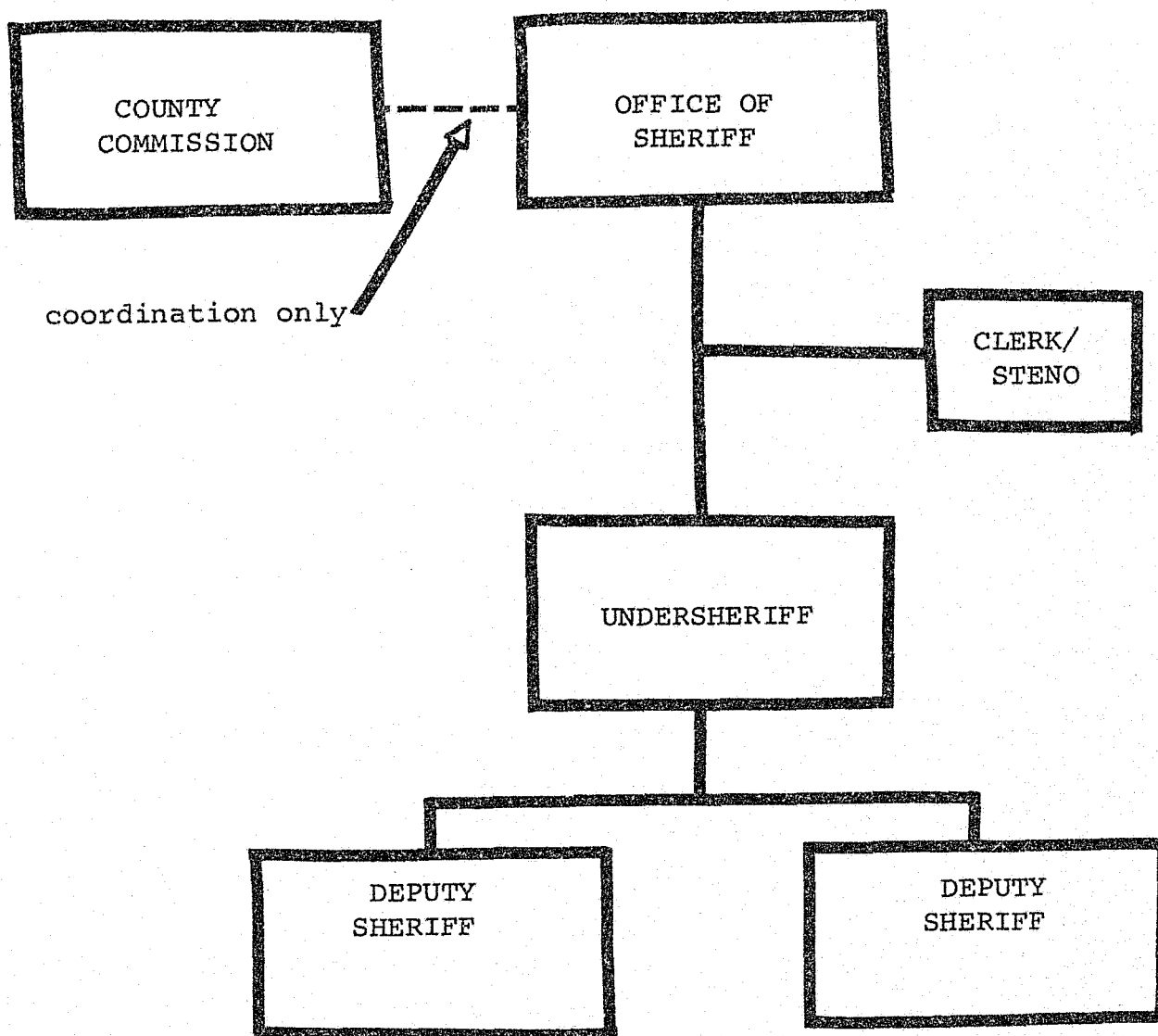
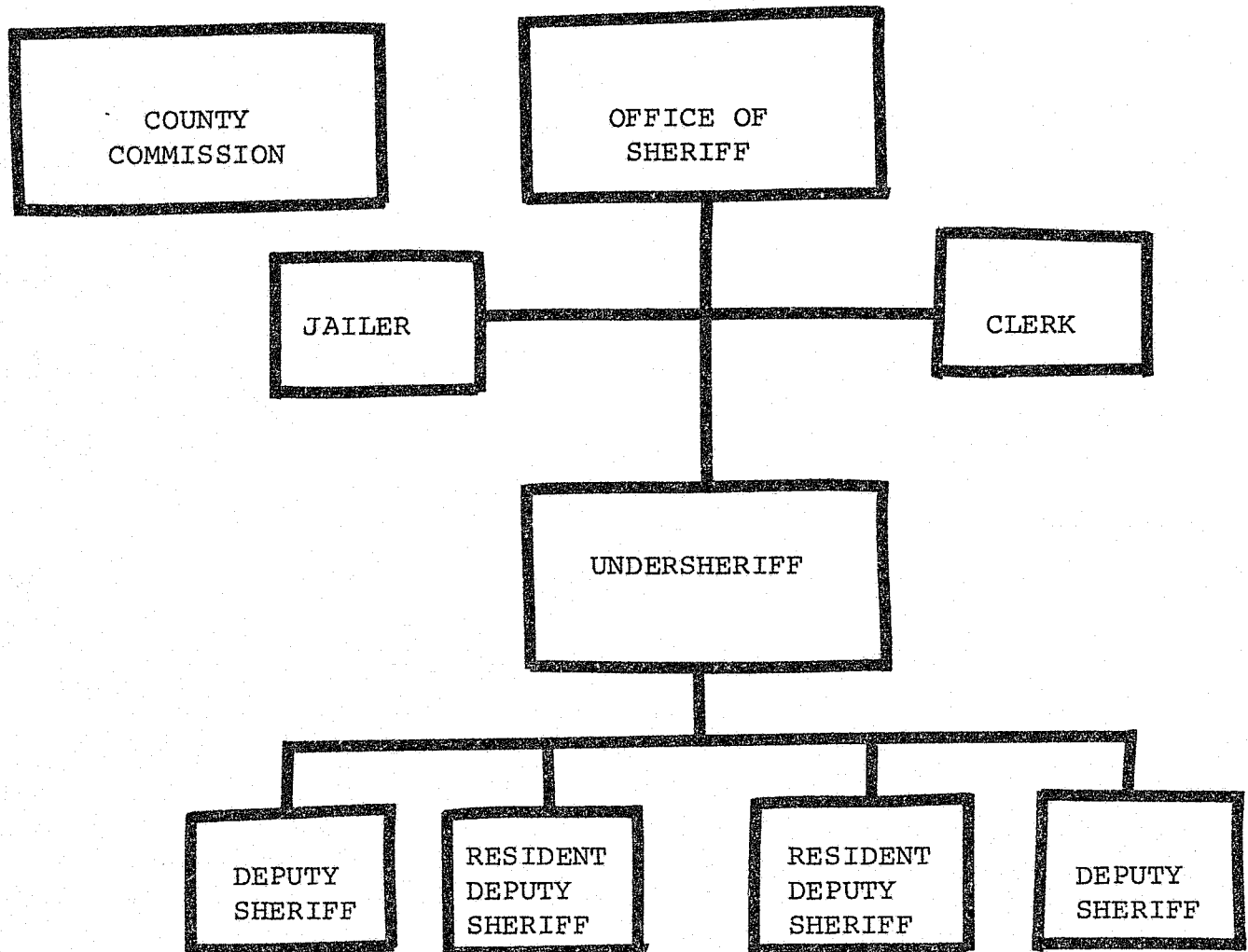


EXHIBIT Q
PROPOSED ORGANIZATION
SHERIDAN COUNTY SHERIFF'S DEPARTMENT
SHERIDAN, WYOMING



The shift commander's review of officers' reports appears to be hastily performed. The officers' reports, which are often the sole evidenciary documents in many cases, should be complete and thorough. The shift commander should verify this thoroughness by editing these reports.

It is doubtful that a control system for files exists to insure adequate control over input and output.

No written records or file policies exist.

There is little geographical cross-indexing of criminal activities information.

There are no written orders pertaining to release of information to persons outside the criminal justice system.

3. Recommendations: See Section V - Areas of Consolidation.

F. Communications

1. Current Practices: The Sheriff's Office is presently operating on four radio frequencies. Two are county high band frequencies - one for law enforcement and the other for county operations. The office also has a low band radio with sets in two vehicles which the county leases from the state. This low band is the Wyoming Highway Patrol frequency. The other frequency is the City of Sheridan radio frequency, combined in the same mobile units as the two county high band frequencies. The mobile sets are equipped with a multi-switch allowing the operator to change from frequency to frequency as needed.

Dispatch for the high band frequency is conducted from the Sheriff's Office during the day with the Police Department providing dispatch services to the sheriff's officers who are on duty after 5 o'clock p.m. Dispatch services for the Highway Patrol frequency are provided by staff at the Highway Department Port of Entry. This service is not adequate due to the other duties of the Port of Entry staff.

2. Recommendations: See Section V - Areas of Consolidation.

G. Custody of Property

1. Current Practice and Recommendation: The Sheriff's Office presently has a walk-in vault which provides an excellent evidence and property storage facility. Each officer maintains his own evidence on a case instead of having an evidence and property officer. However, with the sheriff office moving to the present jail facility, it is recommended that an evidence room be provided so each officer has his own designated area for maintenance of evidence.

H. Physical Facilities

1. Current Problems: The Sheriff's Office space at the time of the on-site survey was entirely inadequate. Since changes are presently being made to improve this situation, the inadequacies will not be discussed.

The sheriff has received a grant from the Governor's Planning Committee on Criminal Administration to remodel the sheriff's quarters providing adequate space. New officers are stationed in a jail facility behind the Sheridan County Courthouse. Parking space provided for the sheriff's vehicles is not conducive to proper exit or entrance in emergency situations.

2. Recommendations: It is recommended that restricted parking for sheriff's vehicles be provided. It is also recommended that before spending large amounts of money on the future remodeling, consideration be given by the city and county for a consolidated criminal justice facility.

I. Automotive Equipment

Since taking office, the sheriff has convinced county commissioners that purchasing vehicles for the Sheriff's Department is more economical and convenient than having officers drive their own vehicles and receive mileage.

J. Morale and Discipline

1. Morale: The morale at the Sheriff's Office is quite good considering the low pay, long hours and minimal fringe benefits; i.e., retirement, overtime pay, etc. Consideration should be given to paying officers for overtime and improving retirement programs for officers.

2. Discipline: Discipline is not a problem within the Sheriff's Department. The Sheriff's Department is a well respected agency, and due to the small size of the organization, they work well together.

K. Recruitment

1. Current Practice and Recommendation: Personnel administration is not structured as in a larger enforcement agency. The sheriff has the authority to hire or fire. His recruitment effort has to be "get the best possible man with the money you are able to pay". The sheriff has been fortunate in this regard. Although state standards for qualifications of personnel are used, the sheriff is usually well acquainted with the prospective employee and knows his background.

The officers have all met minimum training standards, but because the deputies handle all types of crimes and violations, it is recommended that they be able to attend as many specialized training courses as possible.

L. Budget Preparation

The preparation of the budget for the Sheriff's Office is the responsibility of the sheriff. The 1975 Fiscal Year allocation is approximately 3.7% of the total county budget. Competition is great in any government today; therefore, the success of the sheriff in getting his operation funded is to a large extent dependent upon his expertise in budget preparation, presentation and justification. This requires that he have available facts, proper analysis of departmental data and trends and projections; including, for instance, a five-year budget projection for presentation to the county commissioners so that they may have a proper basis for decisions relating to the departmental budget. Because it must be considered by the county commissioners, an adequate budget cannot be prepared as a "crash" program. This is particularly true in Sheridan County where development of energy resources will bring an influx of people into the surrounding area, affecting law enforcement needs.

When properly prepared, a budget becomes a planning document, a control for expenditures and a basis for evaluation. Budget preparation should involve other department personnel with final approval of the proposal made by the sheriff.

M. Planning and Research

See Section V - Areas of Consolidation.

N. Detention Facilities and Statistics

1. Detention Facilities: The Sheridan County Jail was constructed in 1909-1910 adjacent to the Sheridan County Courthouse. The jail facility itself is within a structure that until recently included quarters for the Sheridan County Sheriff and his family. The building is now being renovated, however, to include offices for the sheriff and to enable the sheriff and his family to move to a private residence.

The only significant renovation of the county jail facility during the past four years included the construction of a padded cell, new glass brick windows, painting, new urinals and other general maintenance items.

The jail is located on two floors of the structure. The first floor contains a block of three two-bed cells for women and two juvenile cells with two beds in each cell. One of the juvenile cells is a padded cell. In addition, the first floor has one common bath and shower, as well as a visiting room and kitchen area.

Located on the second floor are two cell blocks, each having six seven foot by five foot two-bed cells with a total capacity of 12 inmates. Each of these cell blocks has one shower and stool. No direct lighting is available in individual cells; however, the glass brick windows appear to provide some lighting.

Although no formal provision exists to provide 24-hour supervision, the sheriff and his staff attempt to provide this supervision whenever inmates are in the facility overnight. Food service for the jail is on a contract basis with a private couple to provide three regular meals of breakfast, lunch and dinner. There are no medical services within the jail; however, upon an inmate's complaint of illness, or request for medical service, he will be taken to the county health doctor. The only form of recreation includes minor table games, cards, radios and reading materials. The sheriff has access to the county library which can provide adequate reading material. There are no physical recreation areas or educational programs.

The county jail can provide for the segregation of pre-trial and sentenced prisoners, as well as male and female offenders. In addition, male and juvenile offenders can be separated. Although there are no separate cell areas for females, juvenile males and juvenile females, it has not been a problem due to the very small intake of juveniles and females. Therefore, the sheriff is able to provide for the separation of these offender groups.

The sheriff has posted "Sheridan County Jail Rules" to apply to visitors and general activities of prisoners. There are no written jail procedures; however, the sheriff reviews jail policies with his officers upon hiring them.

The sheriff also plans to install a television monitoring system which would include five cameras, one for each cell block area, and one monitor. This will assist in supervision since the department does not have sufficient manpower to provide 24-hour on-the-spot jail coverage.

2. Detention Statistics: The following data is presented to give decision makers some substantive facts about the type of offender population and results of the jail studies conducted by the task force. In addition, this data can be used to determine future detention needs.

To obtain this data, prisoner/jail logs at the Sheridan County Sheriff's Office were examined. Sample data for the County

EXHIBIT R
SHERIDAN COUNTY JAIL
Average Daily Population

<u>Year</u>	<u>Total Man Days</u>	<u>Average Daily Population</u>	<u>Peak</u>
1964*	787	4.4	9.0
1967*	721	4.0	12.0
1972+	574	3.8	12.0
1973+	488	3.3	10.0
1974+	453	3.0	7.0

*Six months - January through June
+Five months - January through May

Note: Data analyzed in the following tables is for the time period as indicated in Exhibit R.

Exhibit R reflects the total man days and average daily population for the Sheridan County Jail during the study period. The data indicates a downward trend in the average daily population from 4.4 in 1964 to 3.0 in 1974.

EXHIBIT S
SHERIDAN COUNTY JAIL
Number and Percent Admissions
by Felony and Misdemeanor

	<u>1972</u>		<u>1973</u>		<u>1974</u>		<u>All Years</u>	
	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>
Felons	40	63	49	86	23	53	112	68
Misdemeanants	23	36	8	14	21	47	52	32
Total	63	--	57	--	44	--	164	--

Exhibit S indicates that over the past three years approximately 68 percent of those admitted to the County Jail were felony offenders and 32 percent were misdemeanor offenders.

EXHIBIT T
SHERIDAN COUNTY JAIL
 Number and Percent Admissions
 by Sex and Age

	1972		1973		1974		All Years	
	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>	<u>Adm.</u>	<u>%</u>
Adult Males	42	65	52	91	34	80	128	78
Adult Females	7	11	3	3.5	3	6	12	7
Male Juveniles	14	22	1	2	6	14	21	13
Female Juveniles	1	2	2	3.5	0	0	3	2
Total	64	--	57	--	43	--	164	--

Exhibit T reflects that adult males comprised 78 percent of the admissions to the County Jail. The next highest percentage was male juveniles at 13 percent, followed by adult females at seven percent and female juveniles as two percent of total admissions.

EXHIBIT U
SHERIDAN COUNTY JAIL
 Percent Contribution by Sex/Age
 to Average Daily Population

	1972		1973		1974		All Years	
	<u>Total</u>		<u>Total</u>		<u>Total</u>		<u>Total</u>	
	<u>Man Days</u>	<u>%</u>	<u>Man Days</u>	<u>%</u>	<u>Man Days</u>	<u>%</u>	<u>Man Days</u>	<u>%</u>
Adult Males	446	77	442	91	399	88	1287	85
Adult Females	43	7	27	6	9	2	79	5
Juvenile Males	82	15	17	3	45	10	144	9
Juvenile Females	3	1	2	*	0	0	5	1
Total	574	--	488	--	453	--	1515	--

*less than 1%

Exhibit U shows that during the study period 85 percent of the total man days served were by adult males. Following in order were juvenile males (nine percent), adult females (five percent), and juvenile females with one percent.

EXHIBIT V
SHERIDAN COUNTY JAIL
 Length of Detention
January - June, 1972

	<u>5 Days & Under</u>	<u>6-10 Days</u>	<u>11-30 Days</u>	<u>31-60 Days</u>	<u>61-100 Days</u>	<u>Totals</u>
Felon	14	6	9	3	0	32
Misdemeanant	6	1	3	0	0	10
Female	4	2	1	0	0	7
Juvenile	11	1	2	0	0	14
TOTAL	<u>35</u>	<u>10</u>	<u>16</u>	<u>3</u>	<u>0</u>	<u>64</u>
Percent	55%	16%	25%	4%	0%	100%

Exhibit V indicates the most frequently occurring lengths of detention for the year 1972 only. It shows that 55% of those admitted served five days or less; 16% served from six to ten days; 25% served from 11 to 30 days; and 4% served from 31 to 60 days.

EXHIBIT W
SHERIDAN COUNTY JAIL

1964 - 1974
Peak Population

<u>Year</u>	<u>Peak Population</u>
1964	9
1967	12
1969	12
1970	12
1971	10
1972	12
1973	10
1974	7

Exhibit W reflects the peak or maximum number of inmates incarcerated on any one day during 1964, 1967, 1969, 1970, 1971, 1972, 1973, or 1974. As indicated, the peak population on any one day during the past ten years was 12 occurring in four different years.

Jail was taken from the first six months of 1972, 1973 and 1974. This data was analyzed to secure the average daily population of the facility, the type of inmates detained by offense, sex and age, the peak populations and the length of detention. The County Jail data was also researched for the years 1964, 1967, 1969, 1970 and 1971 for peak population and average daily populations. A total of 164 jail admission records were examined at the County Jail for the study period of 1972, 1973 and 1974.

3. Projections and Recommendations: See Section V - Areas of Consolidation.

V. AREAS OF CONSOLIDATION

A. Introduction, Problems in Common and Definitions

1. Introduction: The fundamental purpose of consolidation/cooperative arrangement studies is to determine whether the public would be better served by a law enforcement services delivery system which differs from the current one. Stated alternatively - would a cooperative arrangement, or consolidated delivery system, upgrade and be superior to the present system?

Conversion to a consolidated or cooperative arrangement system is usually desirable when most of the following major benefits can be achieved:

- o Quality of service throughout the area can be upgraded more effectively under a consolidation/cooperative system than through the current system.
- o Service levels of law enforcement functions throughout the area can be raised at costs which are equal to, or lower than, costs which would be experienced if service levels were raised within the present systems.
- o Services presently duplicated can be combined with some resultant cost savings.
- o Area wide administration of law enforcement services is simplified through the reduction in number of units delivering such services.
- o Responsibility for law enforcement services is concentrated, which facilitates the public's evaluation and control of these services.

2. Problems in Common - Overview: One basic purpose of this report is to examine the feasibility of sharing certain auxiliary services (non-line functions) providing technical, special and other supportive aids to line functions in law enforcement. In order to determine the feasibility of sharing auxiliary services, it is necessary to examine the total systems of each department. The examination of the Sheridan County law enforcement system isolates eight major problems inherent within the centralized and predominately rural-oriented law enforcement system. They are as follows:

a. Duplication of facilities: Both the city and county maintain separate offices, jails and communication facilities. This could be considered wasteful since both were established for the same basic purpose - suppression and control of crime.

b. Coordination problems: Frequently, each agency is so concerned about its own interests and problems it fails to seek or give the close cooperation that is vital to law enforcement success. Both departments operate with different policies and procedures. Whenever county and city policies are in conflict, or are inconsistent within the individual agency, the public becomes uncertain as to the quality of service offered by the respective departments. Uniformity and consistency are necessary to gain public support for law enforcement, and more importantly, to avoid fragmentation and duplication of these services.

c. Limited manpower: By its nature, law enforcement consists of unending routine patrol activities interrupted by sudden emergency requests. Small departments lack the personnel and thus the flexibility to respond rapidly to emergency situations, nor can they attract and keep officers with the specialized skills required in these emergencies. Outside assistance is never as readily available as it would be from within the local department.

d. Inadequate training: Officers who enforce the law must make extremely important decisions concerning the freedom, property and sometimes the lives of individuals. Usually, officers make these decisions in emergency, emotion-filled situations without the benefit of counsel, or the opportunity for extended thought. Officers who have not been properly prepared for their roles or have not received inservice training to sharpen and renew their skills are apt to make mistakes. Continued

training, therefore, is essential for all law enforcement officers. Although Wyoming is making training programs available to departments in the state, it is difficult for small departments to participate. If they choose to offer advanced training to their officers, they are forced to sacrifice manpower and lower the delivery of services during the training period.

e. Limited patrol: Patrol activities are a basic function in police work aimed at deterring criminal activity. For patrol to be effective at least 50 percent of the officers' duty tour should be spent in patrol activities. In a county with one officer on a shift, and a large geographical area to cover, the patrol force tends to be extremely reactive. Preventative patrol is for the most part ineffectual. This is also true of a community with a small number of units on duty and with a high number of calls for service.

f. Records and reporting: One of the necessary functions of police operations is an information system. Such a system for compiling and maintaining information on crimes, criminals and agency activities is an important management tool. But maintenance of information systems requires both money and personnel resources. When both city and county law enforcement maintain information systems, efforts are duplicated and cost effectiveness is sacrificed. This results in inadequate records and intelligence information which might be provided if manpower and money resources were combined.

g. Inadequate supervision: Both the sheriff and the city, in varying degrees, experience field supervisory problems. This fact is exaggerated in small departments where supervisory personnel are at a premium and often full-shift staffing consists of one or two men.

h. Nonutilization of Financial Indices in Determining Police Effectiveness; A Recommendation: There is a lack, in both the Sheridan Police Department and Sheridan County Sheriff's Office, of an analysis of the full utilization of financial indices in determining police effectiveness. Measurement of police effectiveness lies in identifying the relationship between police activity and crime control or prevention. There are several traditional measures of police effectiveness and efficiency.

The first measure of effectiveness is expressed as the number of successful arrests divided by the total number of criminal events reported.

$$\text{Effectiveness} = \frac{\text{Arrests}}{\text{Number of cases reported}}$$

Another measure of performance is based on the number of arrests made divided by the resources or money expended.

$$\text{Efficiency} = \frac{\text{Arrests}}{\text{Resources Expended (\$)}}$$

Another possible way to represent efficiency measurement is by determining the amount of hours needed to produce an arrest.

$$\text{Efficiency} = \frac{\text{Arrests}}{\text{Man hours worked}}$$

Carrying this concept a step further we can develop a measurement system for determining the effectiveness and efficiency for specific types of crimes reported to the police. For example:

$$\text{Effectiveness} = \frac{\text{Arrests}}{\text{Robberies Reported (or other specific crime)}}$$

$$\text{Efficiency} = \frac{\text{Robbery Arrests}}{\text{Man hours worked}}$$

Caution should be exercised, however, in determining costs as an evaluation criteria. It must be used as a part of a complete comparable evaluation component. An example of cost effectiveness measurement is finding the number of clearances per dollar. Exhibit X illustrates a kind of comparison that can be made with this measurement. From this data, the reduction of police efficiency based on a 16% increase in cost per arrest can be suggested. However, using this data alone would be incorrect as we have not allowed for inflation, increased personnel, or other extraordinary purchases or expenses in the budget. Another difficulty with this type of analysis is the inability to determine the quality of arrests. These issues are thoroughly discussed in Opportunities for Improving Productivity in Police Services by the National Commission of Productivity.

It is recommended that both departments examine several alternatives for measuring department program and individual productivity. These measurements should be a regular part of the management information system (MIS) of that department.⁶

⁶ Investigative Control and Management System (ICAN), Public Safety Department, Sunnyvale, California.

EXHIBIT X

RATE OF CLEARANCE PER DOLLAR

<u>Year</u>	<u>Budget</u>	<u>Crimes Cleared By Arrest</u>	<u>Cost Per Arrest</u>
1972	\$179,602	72	\$2,728
1973	\$196,400	71	\$3,172*

* +16% Increase in Cost of Arrests

Source: Sheridan Police Department

By utilizing the above method with U. S. Census Bureau population projections, the projected population of Sheridan County for 1975, 1980, 1985, and 1990 is 20,420; 21,230; 22,288; and 23,372, respectively. Therefore, the projected jail populations of the Sheridan County and the City of Sheridan jails in 1975 through 1990 are presented in Exhibits Y and Z. Note that low, middle, and high projections are made for each year.

EXHIBIT Y

PROJECTED POPULATION SHERIDAN COUNTY JAIL 1975-1990

<u>Year</u>	<u>Projected County Population</u>	<u>Low</u>	<u>Middle</u>	<u>High</u>
1975	20,420	3.1	4.0	4.8
1980	21,203	3.2	4.1	5.0
1985	22,288	3.4	4.3	5.3
1990	23,372	3.5	4.6	5.5

EXHIBIT Z

U. S. CENSUS BUREAU PROJECTED POPULATION SHERIDAN CITY JAIL 1975-1990

<u>Year</u>	<u>Projected County Population</u>	<u>Low</u>	<u>Middle</u>	<u>High</u>
1975	20,420	3.2	3.8	4.2
1980	21,203	3.4	3.9	4.4
1985	22,288	3.5	4.1	4.6
1990	23,372	3.7	4.3	4.8

3. Definitions.

a. Consolidation: For our purpose, consolidation should be regarded in a broad sense as a continuum. At one extreme of the continuum is the political merger of jurisdictions into one new unit of government. This involves, for example, comprehensive reorganization under a metropolitan type of government which represents consolidation in its strictest form. One result of strict consolidation is the complete loss of identity and independent existence of all agencies entering the merger.⁷ It may be the most difficult form of consolidation to implement, but it should be addressed.

At the other end of the continuum from full local government, or whole agency merger, is the use of governmental agreements or contracts. This is often seen as the most easily implemented form of law enforcement service consolidation. Along the continuum, between these two extremes, are variant forms such as special subordinate service districts, councils of governments, annexation, combination of major functions, etc.

Consolidation projects should provide opportunities for active participation in the planning process by those people most affected by the reorganization. Even though the involvement of large numbers of employees in the planning process is time consuming, such involvement pays off in the long run. The benefits to be derived from involvement of employees are:

- o It provides greater quantity and better quality of information for decisions about the new model.
- o It serves to educate the affected employees about the decisions that are made, helps to reduce resistance to the new structure and assures support for its implementation.
- o It improves cooperation between the employees of the agencies that will be changed by the merger.
- o It reduces employee uncertainty and apprehension about how they will be affected by the reorganization and merger.

⁷ The above guidelines were taken from the City-County of Portland, Multnomah County, Oregon.

- o It reassures employees that current problems with which they are familiar will be reduced by the adoption of the new model.
- o It reassures employees throughout the rank structure that they are important and will not be overlooked or treated arbitrarily during the reorganizational period.
- o It establishes an environment in which employees learn to accept uncertainty as a challenge and assume responsibility for at least striving to improve their agencies.⁸

b. Cooperative Arrangements: Reorganization of community law enforcement lends itself to still another concept - that of cooperative arrangements or shared services. This refers to any form of cooperation between two or more law enforcement agencies.

This type of agreement allows law enforcement agencies to pool resources to perform a specified task at a more productive level. Unlike the contractual services concept, all agencies involved in a cooperative venture directly participate in provision of services. Through these means an acceptable measure of local control is retained without sacrificing quality and quantity of services.

Certain law enforcement activities are acceptable for cooperative arrangement efforts. Staff services comprise a group of such activities. Non-line functions are classified as staff services if they serve the purpose of developing personnel and enable a law enforcement agency to more effectively meet its responsibilities. Staff services essentially include recruitment, selection, promotion, training, planning, public relations and budget development. Also included are crime analysis, purchasing and recordkeeping.

c. Contract Services: Combinations of the arrangements already discussed may be considered when a law enforcement reorganization project is being designed. Several combinations are quite compatible, such as contracting and shared services. For example, one agency might contract with a metropolitan police department for full services, while another agency might elect to pool or share specified services.

⁸O.W. Wilson, Police Administration, Second Edition, McGraw-Hill, New York, N.Y., 1963, p. 384.

A contract service arrangement requires intergovernmental agreements whereby one government jurisdiction provides specified services to another jurisdiction for a predetermined fee. Contract services vary and many include:

- o Selective services - Specified functions provided by a law enforcement agency for another jurisdiction.
- o Full services - All law enforcement services provided by a law enforcement agency for another jurisdiction.

Contractual programs now being utilized throughout the United States include counties providing law enforcement services to cities; cities providing law enforcement services to counties; and states providing law enforcement services to cities and/or counties.

B. Records and Reporting

Because of the close interface between the Sheridan Police Department and the Sheridan County Sheriff's Office, and their close cooperation in many areas of law enforcement, the State Uniform Offense Report can be the basis for incorporating the records function into a more centralized system. This would insure that adequate records are maintained and that duplication of records is kept to a minimum. The Uniform Offense Reporting format attempts to interface the records function and the necessities of the two departments and yet allow for ease of retrieval and avoidance of duplication. The system is designed using recommended techniques which have proved successful in other small departments throughout the nation.

In 1973 the National Advisory Commission on Criminal Justice Standards and Goals presented their report. Included were recommendations for a national crime information-sharing system based on a linkage between federal, state and local systems. Each, according to the proposal, performs specific functions and assists in the flow of information upward, downward and laterally. The locally designed system is of major interest to the sheriff and police departments and so, because of their present plans and activities, the departments are now in an enviable position of being able to become the center for a regional criminal justice information system to serve not only the county but other closely related areas.

The records of each law enforcement department are not open to casual search by the members of other departments. Aside from the fact that to expect to be able to do so would be presumptuous, the actual task would be difficult because of the variety of ways and the completeness with which records are kept by individual departments. Most have been compiled over the years in a hodge-podge manner without the benefit of a systems approach or any special skill. The proposed criminal justice information system would remedy this problem by providing a central repository for all local or regional records. They would be uniformly kept and available without conflict to any agency in the system.⁹

To overcome the problems presently experienced nationwide regarding the uniformity with which information is gathered and recorded, a set of standards has been proposed. If adopted locally, comprehensive information-sharing programs could be established which would interface with state and national systems, thereby increasing vastly the amount and nature of information available in return.¹⁰

C. Communications

Recommendation: It is highly recommended that communications be consolidated in Sheridan County so that the police, sheriff and highway patrol, as well as other agencies using the system, have an adequate communications system. It is recommended that a central dispatch system be provided so that 24-hour dispatch service is available to all law enforcement agencies within the county. Such consolidation would also eliminate the current problem of "band overlap" which presently prevents effective communication.

D. Planning and Research

At the present time, very little planning (especially long-range) occurs in the police department or the sheriff's office. The major planning efforts of both departments at this time appear to be the annual departmental budget (see Sections III. L. and IV. L.).

A law enforcement agency cannot effectively function in our complex society today if administered on a day-to-day basis. Such administration results in ineffective law enforcement. One of the most important management goals a commander has is to

⁹Consolidated Law Enforcement in Iowa, South Iowa Area Crime Commission, Appendix D, p. 156.

¹⁰Ibid. p. 158.

develop a competent, professional and effective law enforcement agency, and the only way to do that is through planning.

1. Planning function: The planning function in a law enforcement agency is the responsibility of the department's commander. A good planning operation should also include input from other sources, depending upon the situation. Examples of persons and agencies who might be involved in various planning activities are staff members of the department, line officers, other law enforcement agencies, other departments of city government, city officials and private citizens.

As the department grows, consideration should be given to the creation of a planning and research unit. This unit should be situated in the organizational structure so that the commander would be directly responsible to the Chief of Police.

Due to the present size of the two departments, establishing a separate unit for planning and research would not be feasible. However, in the Police Department the executive offices of the chief could undertake the function. This is one reason why such a unit is discussed in this study. Both departments plan to use mutual records and filing facilities, and a part-time planner from the Sheriff's Office who can aid the executive office of the chief in planning and research for both the city and the county could be a valuable additional sharing activity.

Planning activities should include:

- o The development of departmental long-range goals and objectives.
- o Input into the yearly budget and the development of a multi-year budget projection.
- o Operational plan.
- o Management plan.
- o Procedural plan.

2. Research Function: The two departments in Sheridan have had little opportunity in the past to conduct experimental research of an operational mode. Part of the reason for this was due to the previous lack of planning capability. With medium and long-range planning will come the opportunity and experimental methodologies for research on a small operational scale. Research of a non-experimental mode should be conducted during normal planning activities. With planning and research it is possible to alleviate or improve some of the problem areas incumbent in providing effective law enforcement.

E. Detention Facilities, Statistics, Projections and Recommendations

Projecting the jail population for Sheridan County and the City of Sheridan is a difficult task. Such a projection is directly related to the projected growth of Sheridan County. Various studies and documents concerning the county's growth indicate different growth patterns based on mineral production and other variables which indicate differing growth trends. Therefore, due to uncertainty over county growth, the projections of jail population which follow will be based only on the Bureau of Census population estimates and projections. When a general agreement is reached on the expected growth of Sheridan County, additional projections can be made using that data.

The average daily populations of the two facilities will fall within the range calculated if past relationships between jail admissions, detention days served and civilian population continue. Additionally, projections are made assuming that present practices of law enforcement, the judicial branch and the corrections system will continue. The projection method utilized was the ratio method which was recommended by the National Clearinghouse for Criminal Justice Planning and Architecture. Basically, this method of projection involved the following steps:

1. A determination was made of the total man days served within the respective institutions during the study years.
2. The ratio was obtained between the number of man days served during each of the study years to the county population.

$$\text{Ratio} = \frac{\text{Total man days served}}{\text{County population}}$$

3. An examination of the above ratio was made to determine possible trends, if any. In this instance, the ratios of detention days served to county population showed a downward trend throughout the study period.
4. The low, high and average or middle ratios of jail population to county population were determined.
5. By multiplying the projected Sheridan County population times the low-average-high ratios as determined above, the man days served in selected future years can be projected.

6. By using the following formula, the low-middle-high projections from 1975 to 1979 can be determined:

$$\frac{\text{Projected average}}{\text{Daily population}} = \frac{\text{Total Projected Detention Days}}{180 \text{ days}^*}$$

It can be concluded from the projections that by 1990 the average daily population of the combined facilities would range from a low of 7.2 to a high of 10.3. The reader should keep in mind that these are only projections based upon many variables that are subject to considerable change by economic development or other unforeseen circumstances and conditions. Additionally, the projections are for an average daily population.

The planning for a new jail or detention facility should also take into consideration peak populations and various offender types held. Should the development of a new facility for Sheridan County and the City of Sheridan become a reality, assistance can be provided to determine whether additional space would be necessary to account for peak population. These projections are provided to give some general indication of the detention needs of Sheridan County and the City of Sheridan through 1990.

The Sheridan County and Sheridan City Jails, with a combined maximum capacity of 33, had a combined average daily population of 7.1 in 1974. The peak population for the County Jail during the study period was 12 and for the City Jail was 11. Both jails were constructed around 1910 with minimal remodeling in both facilities since 1970.

The typical inmate in county jail is an adult male felon who will likely be detained for less than five days and in nearly all cases for less than 30 days. The typical inmate in the Sheridan City Jail is an adult male misdemeanor (quite likely a public drunk) who will be detained less than five days 92% of the time.

Women and juveniles comprise only a small percentage of the population of either jail. Due to the fact that most prisoners are incarcerated only a few days, the necessity for implementing treatment programs is minimized. However, the public inebriate has placed a considerable burden on the operations of the City Jail and alternative programs for treating this type of offender should be investigated.

1. It is recommended that the City of Sheridan and Sheridan County provide joint detention facilities with mutual jail personnel.

*The number of 180 days was used as opposed to 365 days due to the fact that the study was limited to data for six month periods rather than one year periods.

2. It is recommended that alternative methods be explored by criminal justice agencies and citizens to develop alternative treatment programs for the public drunk.

3. It is recommended that both the city and county develop personnel policies relative to jail operation. The policies should include jail supervision, safety of inmates and personnel, and emergency operations in the event of fire.

F. Pertinent Laws

A synopsis of the laws pertaining to consolidations, joint buildings and the Office of Sheriff are as follows:

1. Legal authority for consolidation:

a. Any power, privilege or authority exercised by one agency may be exercised jointly with another agency. (Joint Powers Act §9-18.15 specifically, police protection agency facilities, (iii) "agency" defined §9-18.14.)

b. Only the Legislature has the power to organize new counties. (Wyoming Constitution Article 12 §3)

c. Only the Legislature has the power to organize municipal corporations. (Wyoming Constitution Article 13 §1)

d. The Legislature designates county offices and fixes salaries of county officers. (Wyoming Constitution Article 14 §3)

e. The Legislature may, where practicable, consolidate offices in state, county and municipalities respectively. (Wyoming Constitution Article 14 §6)

f. Counties have the power to make contracts in relation to property and the concerns of the county and to exercise such other and further powers as may be especially conferred by laws. (§18-48 (4) and (5))

g. Cities and towns have the power to make contracts in relation to concerns of the city. (§15.1-3 (a) (5))

h. Cities and towns have the power to participate, join, cooperate with other governments or political subdivisions. (§15.1-3 (a) (42))

i. There is a section in the Constitution that prohibits the Legislature from delegating to any special commissioners, private corporations or association any power that would otherwise be a municipal function. (Article 3 §37)

j. However, it is not unusual to have commissioners and boards performing certain governmental functions. (State ex rel. Fire Fighters Local 946 v. City of Laramie, 437 P2 295 (1968))

2. Procedures for Consolidation under the Joint Powers

Act:

a. The two agencies involved in the consolidation (i.e., the Sheriff's Office and the Police Department) must make an agreement.

(1) This agreement may provide for either a separate legal entity (i.e., the "Sheridan Law Enforcement Agency") or it may provide for an administrator or joint board for the purpose of administering the cooperative undertaking. (§9-18.16(c))

(2) If a joint board is created, it must follow the specifications set out in §9-18.17.

b. The governing body of each participating agency (in this case, the city council of the City of Sheridan and the Sheridan County Board of Commissioners) must approve the agreement.

c. The agreement must be submitted to the Attorney General of the State of Wyoming who will determine if it is compatible with the laws and Constitution of the State of Wyoming.

d. The agreement must be filed with the keeper of records of each participating agency.

3. Legal Authority for Joint Buildings:

- a. Any county and county seat may enter into an agreement to purchase or construct a building to be used as a county courthouse and city hall. (§18-52, 1973 supp.)
- b. They may also purchase and operate other equipment to be used in joint operations. (§18-55.1, 1973 Supp.)
- c. No cost may be incurred which would be in excess of limits prescribed by law. (§18-55.4)
- d. County commissioners have the power to construct a jail whenever they shall deem it in the best interest of the county. It may not cost more than \$200,000.00. (§18-292, 1973 Supp.)

4. Abolition of the Office of Sheriff: The office of Sheriff was created by the Legislature (§18-172). The Legislature was empowered to do so by the Wyoming Constitution. (Article 14 §3) It is a mandatory provision, stating, "shall be in each county organized for judicial purposes, a sheriff, who shall hold his office for a term of four years...." This means that not only can there be a sheriff in each county, but there must be a sheriff in each county. The sheriff is a necessary office.

Therefore, since there is no provision stating that a county is empowered to abolish the Office of Sheriff, the only way that the office could be abolished in Sheridan is if an amendment to §18-172 were passed by the Legislature. The easiest way to amend the statute would be to replace the word "shall" with the word "may" thus leaving the decision of whether to have a sheriff or not to the discretion of the individual county.

Short of the passage of new legislation, however, there is no legal way for a county to abolish the Office of Sheriff.

G. Sample Agreement

This is a very rough draft of an agreement. It is to be used only as a partial guide as to what could be included in a contract for consolidation. The substantive parts - communications, recordkeeping and jails - will have to be filled out in greater detail.

An AGREEMENT providing for creation and operation of a joint board for the purpose of combining certain law enforcement functions now performed by the SHERIFF'S OFFICE and the POLICE DEPARTMENT OF SHERIDAN AND SHERIDAN COUNTY, WYOMING.

This AGREEMENT is made and entered into between the City of Sheridan, Wyoming, hereinafter referred to as CITY, and the County of Sheridan, Wyoming, hereinafter referred to as COUNTY, under and pursuant to the provisions of Sections 9-18.13 through 9-18.20 Wyoming Session Laws, 1974.

It is agreed by and between the parties as follows:

I. Purpose: It is the purpose of this AGREEMENT to provide for the consolidation of certain law enforcement functions which are presently performed separately by city and county law enforcement agencies; i.e., the Police Department and the Sheriff's Office, respectively. The functions to be consolidated are in the following areas:

- A. Recordkeeping
- B. Communications
- C. Jail Facilities
- D. Any other functions which the administering board deems appropriate.

The agencies involved will keep their separate identities for all other purposes.

II. Terms: The term of this AGREEMENT will be for an indefinite period of time and shall continue from year-to-year unless amended or terminated by six months' written notice delivered either to the CITY or COUNTY by the other party.

III. Amendments: This AGREEMENT may be amended at any time by the mutual consent of the parties hereto.

IV. Joint Powers Board: There is hereby created a joint powers board, hereinafter referred to as the BOARD, which shall have as its purpose administration of the joint or cooperative undertaking provided for in this AGREEMENT.

- A. Members. The BOARD shall consist of ____ persons who shall be appointed by the City Council and the County Commissioners meeting in a joint session. Initial

appointments shall be by mutual agreement staggering terms of one, two and three years with right of free appointment. Thereafter, appointments for a full term shall be for three year staggered terms. Vacancies for unexpired terms shall be filled by appointment by governing bodies of the participating agencies acting jointly. Members of the BOARD may be removed for cause by the joint action of the governing bodies of the participating agencies.

- B. Incorporation. Promptly following appointment of its members, a joint powers BOARD shall meet, organize and elect from its membership a chairman, vice chairman, secretary and treasurer. The secretary of the joint powers BOARD shall notify the participating agencies of the BOARD'S organization and shall file a certificate showing its organization with the County Clerk and the Secretary of State. Upon filing the certificate, the joint powers BOARD shall automatically become a body corporate, with power to sue and be sued under the name and style of "joint powers BOARD." The corporation shall have perpetual existence. No individual members of a joint powers BOARD shall be personally liable for any action or procedure of a joint powers BOARD. When actually engaged in the performance of their duties, members of a joint powers BOARD shall receive no compensation except per diem and mileage allowances authorized for state employees.
- C. Meetings: A joint powers BOARD shall meet at the call of the chairman, upon oral or written request of a majority of the BOARD members, within five days after the request is given by any participating agency, or in any event, not less than once every three months.
- D. Powers and Authority: A joint powers BOARD may employ technical, legal, administrative and clerical assistance and engage the services of research and consulting agencies within the limits of its authorized and available funds. In the performance of its duties, the joint powers BOARD may utilize the services of any officer or employee of a participating agency with the approval of the governing

body of the agency. Upon request of a joint powers BOARD, elected and appointed officers and employees of participating agencies will promptly furnish information, statistics and reports under their control to the BOARD and shall cooperate with the joint powers BOARD.

Finally, the BOARD shall serve as liaison between the CITY OF SHERIDAN POLICE DEPARTMENT and the SHERIDAN COUNTY SHERIFF'S OFFICE, the parties to this AGREEMENT, and their respective legislative authority. The BOARD shall have and carry out such other duties as are specifically provided for in this AGREEMENT.

V. Financing Joint Projects: In accordance with the joint Powers Act, any joint project undertaken pursuant to this act may be financed:

- A. By the contribution of funds from one or more participating agencies which would be available to each agency if proceeding individually.
- B. By a bond issue by one or more participating agencies to construct, improve or acquire an interest in any facility in the same manner as bonds may be issued by the agency for its individual construction, improvement or acquisition of such a facility.
- C. By revenue bonds issued by a joint powers BOARD to be repaid solely from revenue provided by this section or any revenue received by a joint powers BOARD from the lease or operation of property controlled by a BOARD. Revenue securities may be issued upon majority approval of the members of a joint powers BOARD and may be executed and delivered at any time in such form and denomination, in such amounts, negotiable or not, payable in such manner and in such a place, redeemed or repurchased prior to maturity, with or without premium, and may bear such interest as provided by resolution of a joint powers BOARD authorizing the issue. Such securities shall meet the requirements and provisions of Sections 35-136.2 through 35-136.5 of the statutes as provided for issuance of bonds by hospital districts.

D. By facilities privately owned and leased to two or more agencies or a joint powers BOARD if the lease agreement provides that upon termination of the lease agreement title to the facilities vest in the participating agency.

E. By gifts, donations or grants of federal money.

The State Treasurer, with the approval of the Governor, may if fiscally prudent, invest any permanent state funds in bonds or securities issued pursuant to this act.

VI. Miscellaneous Provisions:

A. No participating agency or any legal entity created pursuant to this act shall construct, operate or maintain any facility or improvement other than for service to, and use by, the participating agencies or their residents.

B. No agreement pursuant to this act shall relieve any participating agency of any obligation or responsibility imposed upon it by law except as to the extent of actual timely performance thereof by a joint powers BOARD or other legal or administrative entity created by an agreement hereunder, the performance may be offered in satisfaction of the obligation or responsibility.

VII. Recordkeeping: In case a CITY-COUNTY building or Hall of Justice is not available or acceptable, it shall be the duty of the joint powers BOARD to provide for a central headquarters or office which shall house all records now kept individually by the SHERIFF'S OFFICE and the POLICE DEPARTMENT.

The BOARD shall provide for the hiring or assigning of CITY or COUNTY personnel to keep these records. The cost of keeping the records shall be divided between the agencies - the CITY to pay _____% and the COUNTY shall pay _____% of all the costs.

VIII. Communications: It shall be the duty of the BOARD to set up a unified and central communications system that will be able to handle all dispatches to and from the Sheriff and his deputies, and the members of the Police Department, the members of the Wyoming Highway Patrol, if an agreement can be reached with the Highway Patrol.

The cost of purchasing, operating and maintaining such a communications system shall be divided among CITY, COUNTY and the Wyoming Highway Patrol; the CITY to pay _____%, the COUNTY to pay _____% and the Wyoming Highway Patrol to pay _____%.

IX. Jail Facilities: The BOARD shall supervise the purchasing, construction and/or remodeling of a building in the establishment of a CITY-COUNTY jail. (In the alternatives, the BOARD shall close the present City Jail and use the County Jail for the incarceration of all prisoners of CITY and COUNTY.)

The cost of the jail which shall include the salaries of a 24-hour a day jailor, food, clothing, liability, medical expenses and general upkeep shall be divided between the CITY and the COUNTY, with the CITY to pay _____% and the COUNTY to pay _____%.

X. Conditions Precedent: This AGREEMENT shall not become effective until the occurrence of the following:

- A. Adoption of a resolution of the City Council approving the AGREEMENT.
- B. Adoption of a resolution of the County Commissioners approving the AGREEMENT.
- C. Submission to, and approval by, the Wyoming Attorney General who must determine whether the AGREEMENT is compatible with the laws and Constitution of the State of Wyoming.
- D. Filing of the AGREEMENT with the keeper of records of the CITY and the COUNTY.

XI. Effective Date: The effective date of the creation of a joint powers BOARD and the combining of facilities shall be on or before_____.

IN WITNESS WHEREOF, the parties have caused this intergovernmental AGREEMENT to be executed in triplicate by their respective officers, being duly authorized to do so, as of the day and year first above written.

(This should be signed by the mayor, city council and the chairman of the board of county commissioners.)

VI. CONCLUSION

The approach to cooperative agreements persented permits the systematic evaluation and determination of whether cooperative arrangements would provide police services superior to those provided by the present system. The recommended approach intentionally does not carry analysis through planning, design and implementation of a new cooperative arrangement system. Once an alternative has been selected, it should be presented in the form of a recommendation by the study committee to governing bodies for official adoption before any attempt is made for implementation.

Review of the study by a committee representative of the community should be the final step of this study.

After review by the study committee, the committee's resolution should be transmitted to the governing bodies within the service area. The committee should monitor and evaluate the study and discuss the program with the involved parties and consider all the potential advantages and disadvantages. A few potential advantages could be:

1. Possibility of duplication of effort reduced.
2. More uniform enforcement policies.
3. Organizational structure and manpower distribution determined by actual needs and incident patterns.
4. Better cost effectiveness and efficiency.
5. Officers can be better trained in a larger organization.
6. Pay and fringe benefits are often better in larger organizations.
7. Career opportunities and improved status.
8. Such agencies attract better personnel.
9. Overall impressions on youth more favorable.
10. Local control maintained by citizen involvement, non-renewal of contract and election of sheriff.

11. Improved short and long range planning.
12. Improved detention facilities and procedures possible through centralized services.
13. Possible coordination enhanced with other segments of law enforcement system.
14. Provides incentive for revision of municipal codes and other laws.
15. Local political pressure is diminished.

At this time it is not known if these potential advantages will be realized; however, they should be considered by the implementation committee.


STUDY AGREEMENT

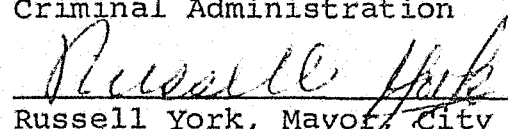
The staff of the Governor's Planning Committee on Criminal Administration agrees to furnish, at no expense to the City of Sheridan and Sheridan County, a study concerned with the provision of law enforcement services and the feasibility of combining the operations of the Sheridan Police Department and the Sheridan County Sheriff's Office.

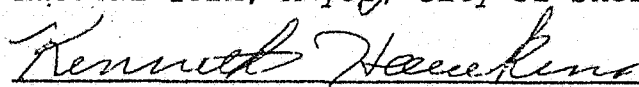
The survey will commence July 29, 1974, and upon completion, recommendations will be presented for improving services in both law enforcement agencies, either individually or collectively, depending upon the feasibility of consolidation.

The recommendations to be made will be only those of the staff of the Governor's Planning Committee on Criminal Administration, and nothing contained in these recommendations should be construed as an endorsement for any application for funds which may be presented to the Committee. Likewise, the final report should not be interpreted as a policy statement of the Governor's Planning Committee on Criminal Administration.

The officials of the City of Sheridan and Sheridan County agree to provide reports, documents, statistics and other materials which are reasonably required by the staff of the Governor's Planning Committee on Criminal Administration to accomplish the study. Additionally, the aforementioned officials agree to review the study document at a date to be determined for the purpose of formally acknowledging recommendations to be contained in the final report.


John B. Rogers, Administrator
Governor's Planning Committee on
Criminal Administration


Russell York, Mayor, City of Sheridan


Kenneth Hawkins, Chairman,
Sheridan County Board of Commissioners


Date

Date


Date

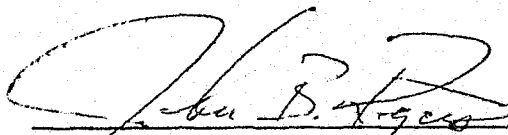
STUDY AGREEMENT

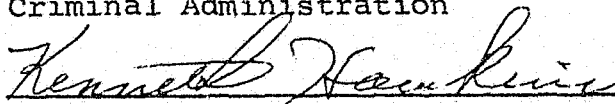
The staff of the Governor's Planning Committee on Criminal Administration agrees to furnish, at no expense to the County of Sheridan, a study concerned with the management operations of the Sheridan County Sheriff's Office.

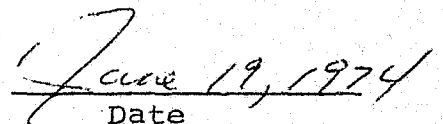
The survey will commence in conjunction with the combined facility study approximately July 29, 1974, and upon completion, recommendations will be presented for improving services in the Sheridan County Sheriff's Department.

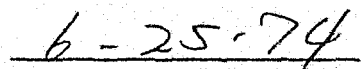
The recommendations to be made will be only those of the staff of the Governor's Planning Committee on Criminal Administration, and nothing contained in these recommendations should be construed as an endorsement for any application for funds which may be presented to the Committee. Likewise, the final report should not be interpreted as a policy statement of the Governor's Planning Committee on Criminal Administration.

The officials of the County of Sheridan agree to provide reports, documents, statistics and other materials which are reasonably required by the staff of the Governor's Planning Committee on Criminal Administration to accomplish the study. Additionally, the aforementioned officials agree to review the study document at a date to be determined for the purpose of formally acknowledging recommendations to be contained in the final report.


John B. Rogers, Administrator
Governor's Planning Committee on
Criminal Administration


Kenneth Hawkins, Chairman
Sheridan County Board of Commissioners


Date


Date

END