POLICE OPERATIONS AND DATA ANALYSIS REPORT

KALISPELL POLICE DEPARTMENT
FINAL

CPSM®

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The International City/County Management Association (ICMA) is a 109-year-old, non-profit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

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The ICMA Center for Public Safety Management (ICMA/CPSM was launched by ICMA to provide support to local governments in the areas of police, fire, and Emergency Medical Services.

The Center also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security. In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) spun out as a separate company and is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, etc.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service that it had for ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify industry best practices.

We have conducted more than 400 such studies in 46 states and provinces and more than 275 communities ranging in population size 3,300 (Lewes, DE) to 800,000 (Indianapolis, IN).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Kalispell Police Department (KPD). While our analysis covered all aspects of the department's operations, particular areas of focus of this study were identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of department's processes.

We analyzed the department's workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations.

Based upon CPSM's detailed assessment of the Kalispell Police Department, it is our conclusion that the department provides overall good quality law enforcement services. The staff is professional and dedicated to the mission of the department and committed to the Kalispell community. Throughout this report, we will strive to allow the reader to look inside the KPD to understand its strengths and its challenges. The recommendations made in this report offer an opportunity for the department's strengths to become stronger and the challenges to become less challenging. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

As part of this Executive Summary, below we list general observations that we believe identify some of the more significant issues facing the department. Additionally, in this summary we also include a master list of recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications; others involve the reassignment/repurposing of job duties to other sections or units. Oftentimes, the recommendations we make require a substantial financial commitment on the part of a jurisdiction. In the case of the KPD, many recommendations can be accomplished by realignment of workload and/or reclassification of job descriptions. It is important to note that in this report we will examine specific sections and units of the department and will offer a detailed discussion of our observations and recommendations for each.

GENERAL OBSERVATIONS

- The Kalispell Police Department's employees and command staff are dedicated, committed, and enjoy working as a team to provide police service to the community. This was clear to us while speaking with employees individually and when speaking with them during focus groups. There is a strong sense of caring for fellow employees and a caring for the community that is rarely seen in many police departments.

- Morale of the department seems to be high; employees relayed an immense sense of pride in their jobs. The labor-management relationship between the Kalispell Police Officers

Association, the city, and the KPD appears very healthy; the parties have consistent communication and work through routine issues easily.

- The Chief of Police appears to be well-respected and well-liked by members of the department. He also appears to be managing the department well, having led the agency through difficult times of COVID-19 and the public response following the murder of George Floyd.

- The police facility is dated and in need of attention, both in general maintenance and modernization. We understand this is a recognized need and staff is exploring opportunities that may allow for replacement or modernization of the facility for better operational effectiveness, an enhanced public image, as well as employee well-being.

- KPD provides adequate equipment for its personnel. The station, individual officers, and vehicles are equipped with a mix of newer and older technology that both provides them with modern capabilities but also hinders their efficiency with an occasional lack of reliability. There is evidence from the condition of the fleet that it could use better oversight and proactive management.

- Overall staffing, workload, and supervision is a concern that was often raised by employees and observed by the CPSM team. We will outline those concerns in greater detail in this report.

- Relationships and interoperability with other law enforcement agencies in northwest Montana is critical to the success of policing within Kalispell but also for local communities and Flathead County. Most agencies lack the size and capability to perform many important law enforcement functions and rely on one another for regular support.

As noted previously, a master list of recommendations follows; each is covered in detail throughout the report. These recommendations are offered to enhance the operation of the Kalispell Police Department.

The recommendations are intended to form the basis of a long-term improvement plan for the city and the KPD. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country. The number of recommendations should in no way be interpreted as an indictment of what we consider to be a fine department. The recommendations are aimed at ensuring that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while maintaining a high level of service to the citizens of the City of Kalispell, Montana.

CPSM staff would like to thank Chief of Police Doug Overman, Captain Jordan Venezio, and the entire staff of the Kalispell Police Department for their gracious cooperation and assistance during this study.

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RECOMMENDATIONS

Department Overview, Policies and Performance Assessment
(See pp. 13-19.)

1. CPSM recommends KPD develop a new organizational chart following any organizational structure changes recommended in this report.

2. CPSM recommends KPD realign the workflow and areas of responsibilities for ranked positions within the department.

3. CPSM recommends that KPD regularly review those areas of the policy manual that were personalized for its use to ensure they continue to meet the intent of the original policy language and updates.

4. CPSM recommends the KPD expand on its existing efforts and engage in a strategic planning process.

5. CPSM recommends the Kalispell Police Department undertake a formal succession planning process.

6. CPSM recommends KPD acquire a software system for professional standards purposes and that automates data gathering for important personnel matters such as uses of force, complaints, pursuits, and commendations.

Administrative Division
(See pp. 20-30.)

7. CPSM recommends KPD prioritize the destruction of old documents.

8. CPSM recommends that KPD explore hiring per diem employees to assist in the records function.

9. CPSM recommends the Kalispell Police Department explore current technology offerings in the area of parking enforcement.

10. CPSM recommends the city and KPD consider other options for the future of the court officer position.

11. CPSM recommends KPD eliminate receiving cash as a payment for services rendered, OR we recommend the department reevaluate the cash intake process.

12. CPSM recommends the City of Kalispell engage in a cost recovery study to determine the actual cost of providing identified services and adjust fees accordingly.

13. CPSM recommends KPD evaluate its gymnasium for modernization and work the costs for upgrades into the budget when practical.

14. CPSM recommends KPD develop a mandatory attendance policy for a counseling session after any employee is involved in a critical incident.

15. We also recommend that KPD make available to employees up to a few annual visits to a mental health professional without requiring involvement in a critical incident.

16. CPSM recommends the KPD work with the city's Information and Technology Department to minimize technology and computer downtime.

17. CPSM recommends KPD develop a policy for supervisors to review a random sampling of officer videos to monitor performance.

18. CPSM recommends KPD purchase smartphones for its employees as soon as practical.

19. CPSM recommends the department consider hiring a civilian manager to manage all administrative functions within the department.

20. CPSM recommends the Records Management Specialist be tasked with supervising the Records Unit.

21. CPSM recommends the Court Security Officer supervision be moved to the appropriate division.

22. CPSM recommends the Animal Control Warden and Parking Enforcement Officer positions be converted into Community Service Officer positions and be transferred to the Patrol Division.

Investigations Division
(See pp. 31-42.)

23. CPSM recommends that the department form a small working group to research and work with a New World representative on an electronic workflow for reports to be sent from patrol for a review, then to Records, then to detectives.

24. CPSM recommends the department develop a system for prioritizing cases based on solvability factors.

25. We also recommend the department develop a policy to establish criteria to determine when a case should be worked, moved to pending status, or closed.

26. A supervisor should regularly review the cases assigned to detectives to ensure the cases are being managed according to established criteria.

27. CPSM recommends that staffing in the Detective Unit be increased by two detectives as soon as practical.

28. The department should consider hiring part-time former law enforcement officers as investigators.

29. The sergeant and captain in Investigations should not routinely work cases and instead should focus on supervising the unit and managing the division.

30. CPSM recommends the department develop a list of required and recommended training courses for detectives and that the list be published for department-wide career development purposes.

31. We recommend the department begin tracking clearance rates and use the data in a monthly report to monitor its effectiveness at solving cases. We also recommend the department measure individual detective clearance rates as one metric to evaluate a detective's performance.

32. As Kalispell continues to grow, experience more crime, and have more crime scenes to process, we recommend KPD evaluate combining the property and evidence Function with a CSI function and forming a unit staffed with civilian employees.

33. CPSM recommends the department acquire the necessary technology and expertise through training to have the ability to pull electronic evidence from digital media.

34. We recommend the department annually re-evaluate the detective's participation in the FBI Violent Crimes Task Force in the context of the high caseloads carried by other detectives in the Detective Unit.

35. In light of the decrease in drug-related prosecutions and the substantial workload in the Detective Unit, CPSM recommends the department annually re-evaluate the detective's participation in the Flathead County Drug Task Force.

36. CPSM recommends that the department purchase an off-the-shelf evidence management software system to be able to properly account for and manage stored and released items in property and evidence.

37. CPSM recommends the KPD engage with an experienced property and evidence auditor to come in for multiple days and review the entire property and evidence function, comparing practices and the facility to IAPE standards.

38. CPSM recommends developing and implementing a standard auditing system for property and evidence and which is conducted at least annually, either internally by management outside the property and evidence chain of command or through an outside vendor.

39. CPSM recommends conducting a comprehensive security review for each room where property and evidence are stored. The study should include security cameras, alarms, and access control.

40. CMPS recommends the department acquire a commercial refrigeration/freezer unit to store evidence; it should be equipped with an alarm feature that will send a signal to dispatch in the event of a failure.

41. CPSM recommends that the property and evidence function be transferred to the Administrative Division under the direction of the Administrative Division captain or the proposed Administrative civilian manager.

42. We also recommend that the Administrative captain or manager create a working group or task force to bring in additional resources to resolve the deficiencies in property and evidence.

Patrol
(See pp. 43-71.)

43. CPSM recommends the KPD initiate a review of all "out-of-service" time usage to ensure it is not being used frivolously and encourage supervisors to strictly manage the practice to ensure officers are accountable for their time usage.

44. CPSM recommends the KPD further explore the use of "busy" time and develop internal metrics or CAD cades to more accurately capture the nature of this activity.

45. CPSM recommends the department continue to accurately track report writing time.

46. CPSM recommends the KPD establish a CAD code that allows an officer to show busy on report writing while also being available for a service call.

47. The tracking of false alarms should be automated through an entry in the CAD system, and officers should be required to enter basic observations and information to assist in automating the false alarm management program.

48. CPSM recommends the department explore the use of a third-party company to assist in administering a revamped false alarm response program.

49. CPSM recommends the KPD evaluate its response to traffic accidents and traffic complaints and when possible find a more efficient response to those types of calls for service.

50. CPSM recommends the KPD embrace a data-driven approach to traffic safety and traffic enforcement.

51. CPSM recommends the department explore measures to reduce its response time to high-priority calls for service.

52. CPSM recommends the KPD evaluate its call prioritization matrix.

53. CPSM recommends the department evaluate the Master Patrol Officer position.

54. CPSM recommends KPD reestablish the sergeant position as a first-line supervisor and remove beat responsibilities from their workload.

55. CPSM recommends KPD reconsider its minimum staffing numbers in patrol.

56. CPSM recommends the department reconsider its shift configuration.

57. If the department institutes the 4-12/3-10 shift configuration, CPSM recommends the KPD add three FTE positions to the Patrol Division.

58. If the department institutes the 4-12/3-10 shift configuration, CPSM recommends the KPD utilize the sixth sergeant in patrol for special projects and administrative responsibilities.

59. We recommend that at least one MPO / corporal position be assigned to each of the shifts.

SWAT
(See pp. 72-73.)
60. We recommend the KPD continue participating in the Northwest Montana Regional SWAT team.

61. CPSM recommends the SWAT policy manual for the team be completed and finalized as soon as possible.

62. The SWAT policy should include strict standards for team members' selection, training, and retention.

63. The SWAT manual should be reviewed and signed off by the participating agencies' chief executive.

64. KPD should actively pursue other agencies to join the team and provide additional resources so Kalispell can reduce its commitment proportionally over the long term.

Community Engagement / Media
(See p. 74.)
65. CPSM recommends the KPD work with the city to establish new guidelines for police social media engagement.

66. If new social media accounts are implemented, we recommend the KPD establish a working group within the department that will be responsible for social media management and developing a robust policy to manage its platform(s).

Facility
(See p. 75.)
67. CPSM recommends the City of Kalispell undertake a facility needs assessment and begin planning for a new police facility building.

Fleet
(See pp. 75-77.)
68. CPSM recommends the city and KPD form an integrated committee to examine the department's fleet and processes for improvements. The group should examine the type of vehicles purchased, the number of vehicles needed, how they are outfitted, and how they are maintained.

69. CPSM recommends KPD implement a sign-out procedure for fleet vehicles for greater fleet accountability.

Training

70. CPSM recommends the department develop a formal training plan for supervisors.

71. We also recommend the department establish a formal training plan for lieutenants and captains.

Communications Center / Dispatch

72. We recommend that the Flathead Emergency Communications Center contract with an assessment firm to undergo a comprehensive review of its operations to determine the best way to move the Center forward to fulfill its mission better.

73. CPSM recommends Kalispell City management and policymakers engage with Flathead County management and policymakers in an effort to resolve the problems in the communications center as quickly as possible.

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SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Kalispell Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

All data, analysis, and recommendations, especially for patrol operations, are based upon CPSM's examination of 33,545 calls for service during the period of November 1, 2021, through October 31, 2022, which are those calls handled by the department's patrol officers.

Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the department.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Kalispell Police Department. Information on planning, personnel staffing, deployment, monthly reports, annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were all reviewed by project team staff. Follow-up emails and phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol; investigations; support services such as records, communications, and property and evidence; and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In this report we will discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY AND STATISTICAL OVERVIEW

COMMUNITY

Kalispell is a city located in Northwest Montana. It is the county seat of Flathead County and serves as the commercial center for the entire Flathead Valley and Montana's northwest region. The community is known as the gateway for Glacier National Park and is a destination for tourists seeking outdoor activities, a vibrant arts and culture scene, and a charming small-town feel.

Kalispell's annual visitor estimates are in excess of 3 million people. The city also sits about an hour from the Canadian border. Kalispell was originally incorporated in 1892 and encompasses approximately 12.6 square miles. According to U.S. Census data the population in Kalispell in 2020 was 24,558 people. Being the economic and commercial center for the county the business sector of Kalispell serves a population closer to 130,000. The city is governed under a City Council/Manager form of government. The City Manager is responsible for day-to-day operations and reports to the City Council.

Kalispell is a heterogeneous community. According to the 2020 Census the city's demographic makeup is 91.1 percent White, 1.5 percent Asian, 4.1 percent Hispanic, 1.1 percent African-American, 1.1 percent Native American, and 4.5 percent two or more races. 24.4 percent of the population is 18 years or younger, 17 percent is 65 years or older, and 51.4 percent is female.

The 2020 Census also reported there are 9,714 households in the city. The average household size is 2.45 people. Owner-occupied homes represent 58.9 percent of all homes.

The city has experienced significant growth in recent years. As of 2023, Kalispell was named the fastest growing micropolitan area in the United States. Between 2000 and 2010 the city experienced growth in excess of 40 percent and between 2010 and 2020 the growth rate was 23 percent.

Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Kalispell, Montana, measure up against those of other local Montana agencies as well as the State of Montana and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR index is split into two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

The following tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2012 through 2021, along with clearance rates for 2019.

In comparing Kalispell's data with other Montana cities, one can see that Kalispell reports a violent crime rate that is lower than both the state and national rates, and a property crime rate that is higher than some comparable Montana cities in the table and higher than the state and national rates.

TABLE 3-1: Reported Crime Rates in 2020 and 2021, by City

| Municipality | State | 2020 | | | | 2021 | | | |
| | | Population | Crime Rates | | | Population | Crime Rates | | |
			Violent	Property	Total		Violent	Property	Total
Belgrade	MT	9,762	307	2,254	2,561	10,738	410	1,974	2,384
Bozeman	MT	51,460	305	1,354	1,660	52,586	329	1,270	1,599
Havre	MT	9,820	713	3,055	3,768	9,724	761	2,807	3,568
Helena	MT	33,629	642	3,649	4,291	34,262	686	3,205	3,891
Miles City	MT	8,250	230	1,297	1,527	8,160	637	1,409	2,047
Kalispell	**MT**	**25,125**	**310**	**2,376**	**2,687**	**25,926**	**413**	**2,422**	**2,835**
Montana		**1,086,193**	**416**	**2,198**	**2,614**	**1,098,323**	**470**	**2,120**	**2,590**
National		**331,449,281**	**399**	**1,958**	**2,357**	***331,893,745**	**209**	**1,249**	**1,458**

Note: *According to FBI statements, the 2021 national data cannot be compared to the previous data, due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned,
Note: Indexed per 100,000 population.
Source: FBI Uniform Crime Report.

The following figure and table illustrate the trend in Part 1 crime in Kalispell over the past ten years. They show violent crime has remained relatively consistent from 2012 to 2021. The property crime rate spiked in 2015 but has seen a general decline through 2021.

FIGURE 3-1: Kalispell Reported Violent and Property Crime Rates, by Year, 2012–2021
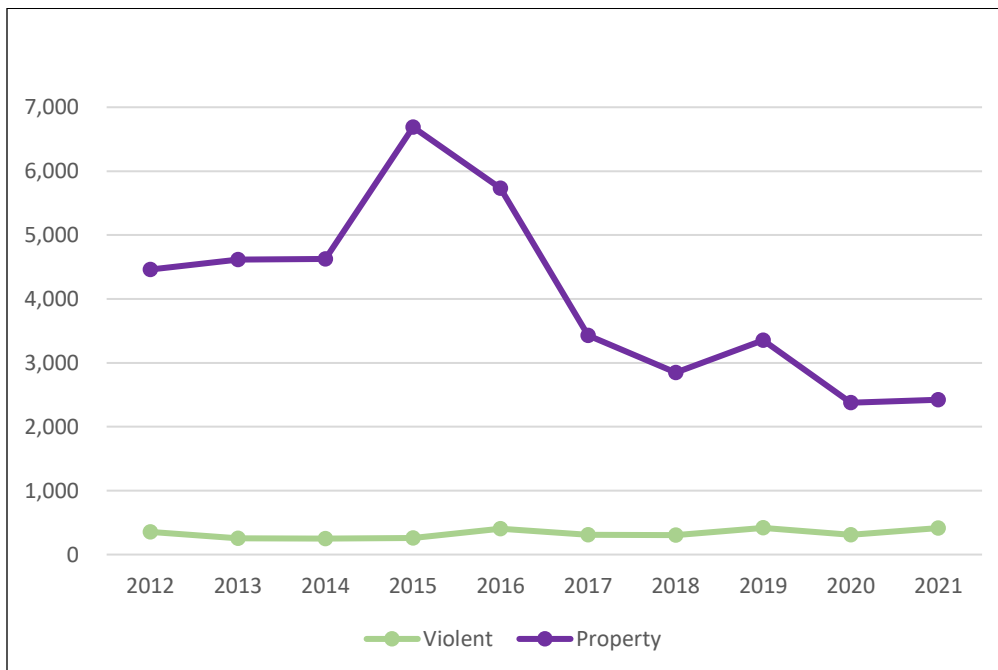
TABLE 3-2: Reported Kalispell, Montana, and National Crime Rates, 2012–2021

Year	Kalispell				Montana				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	20,147	352	4,462	4,815	1,071,788	259	2,411	2,670	319,697,368	377	2,758	3,135
2013	20,665	256	4,617	4,873	1,078,577	264	2,379	2,642	321,947,240	362	2,627	2,989
2014	21,238	250	4,624	4,873	1,087,522	298	2,302	2,601	324,699,246	357	2,464	2,821
2015	21,932	260	6,689	6,949	1,099,717	327	2,452	2,779	327,455,769	368	2,376	2,744
2016	22,470	405	5,732	6,137	1,101,927	352	2,547	2,899	329,308,297	383	2,353	2,736
2017	23,243	310	3,429	3,739	1,050,493	377	2,592	2,969	325,719,178	383	2,362	2,745
2018	23,700	304	2,848	3,152	1,062,305	374	2,496	2,870	327,167,434	369	2,200	2,568
2019	24,473	417	3,355	3,772	1,068,778	405	2,193	2,598	328,239,523	379	2,010	2,489
2020	25,125	310	2,376	2,687	1,086,193	416	2,198	2,614	331,449,281	399	1,958	2,357
2021	25,926	413	2,422	2,835	1,098,323	470	2,120	2,590	*331,893,745	209	1,249	1,458

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The following figure shows that since 2012 the State of Montana has seen a more-or-less consistent crime rate. Other than a sharp uptick in 2014, the City of Kalispell has essentially seen a decline in overall crime rates during this 10-year period.

FIGURE 3-2: Reported City and State Crime Rates, by Year
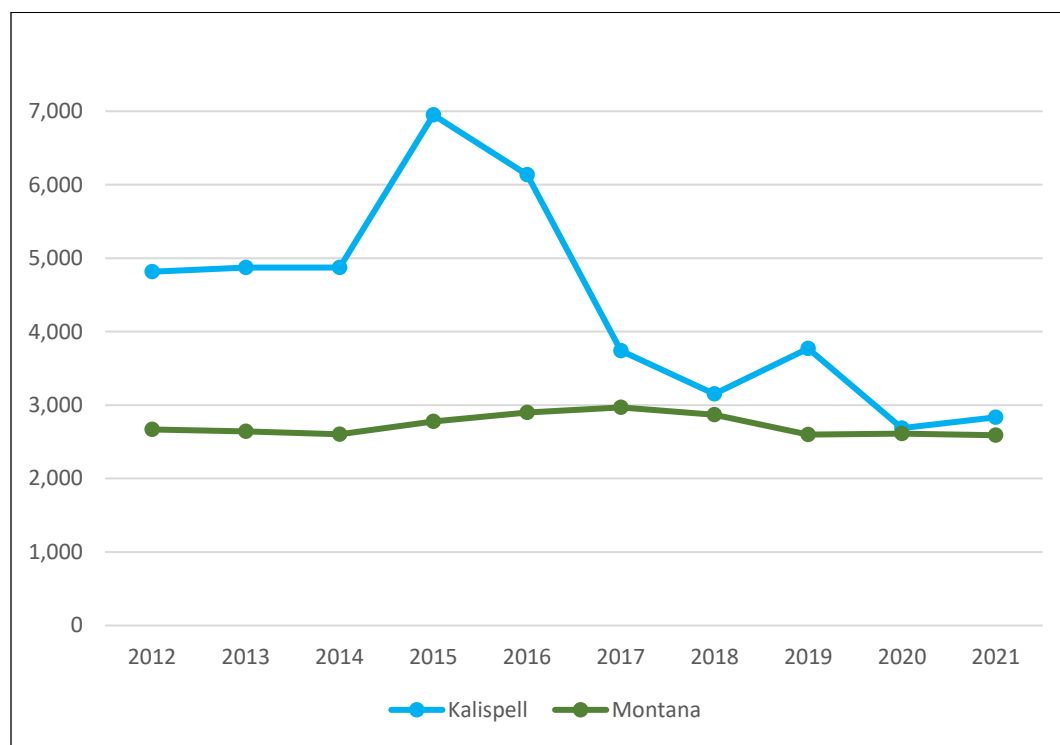
The following table compares Kalispell's crime clearance rates to the state and national averages. These clearance rates are based on the department's reporting to the UCR. As can be seen, the department's clearance rates are lower in the categories of murder, rape, robbery, and vehicle theft. Clearance rates are about the same in burglary cases and slightly higher in aggravated assaults.

TABLE 3-3: Reported Kalispell, Montana, and National Crime Clearance Rates, 2019

Crime	Kalispell			Montana			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	1	0	0%	37	20	54%	14,325	8,796	61%
Rape	15	1	7%	599	102	17%	124,817	41,065	33%
Robbery	2	0	0%	205	83	40%	239,643	73,091	31%
Aggravated Assault	88	53	60%	3,080	1,804	59%	726,778	380,105	52%
Burglary	67	9	13%	2,812	376	13%	981,264	138,358	14%
Larceny	715	214	30%	17,905	3,906	22%	4,533,178	834,105	18%
Vehicle Theft	54	7	13%	2,293	447	19%	655,778	90,497	14%

SECTION 4. DEPARTMENT OVERVIEW, POLICIES, AND PERFORMANCE ASSESSMENT

LAW ENFORCEMENT STRUCTURE AND SERVICES

The Kalispell Police Department is a full-service police department providing a wide range of services to the City of Kalispell, Montana. The police department is divided into three separate divisions (Patrol, Investigations, and Administration), each led by a sworn police captain. The three captains report to the Chief of Police. The department also has a position titled Records Management Specialist. That position also reports to the Chief of Police but does not supervise the records unit.

The following figure provides a visualization of the KPD department structure and areas of responsibility under each division.

FIGURE 4-1: Kalispell Police Department Organizational Structure
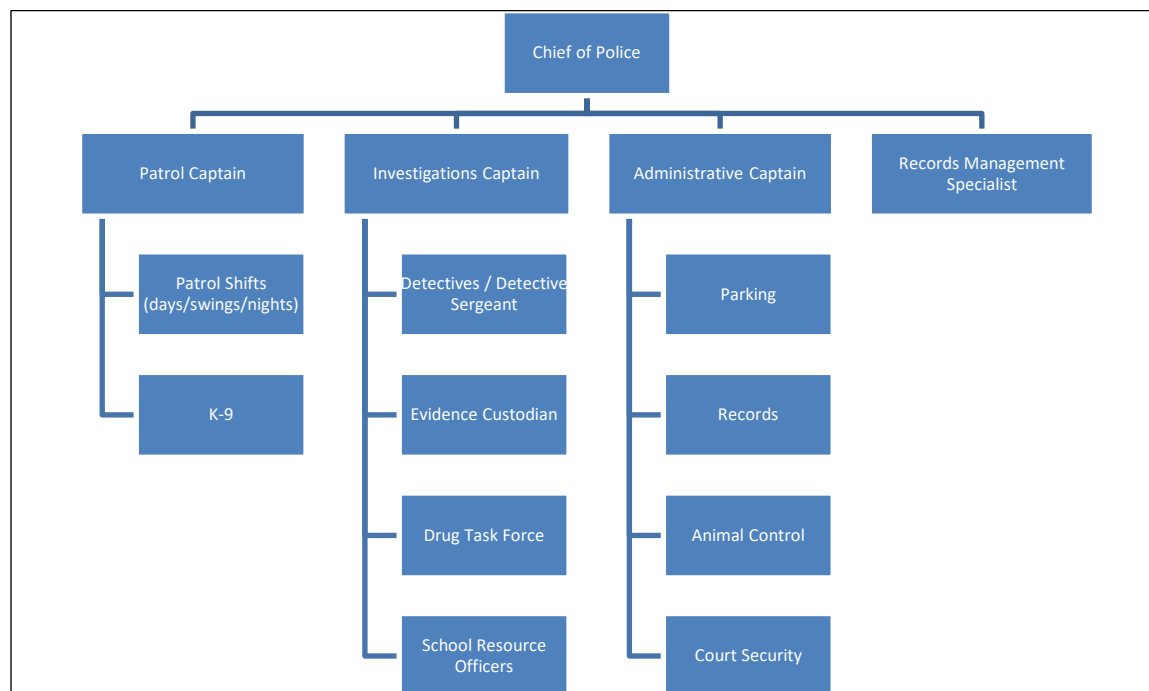
The above figure was assembled by CPSM to provide a clear overview of the chain of command within the organization. This type of organization structure image is commonly found in police departments around the country. The graphic provided by KPD is confusing and does not clearly delineate the various areas of the department structure. There will be recommendations in this report to restructure the department. No matter if the department chooses to implement those recommendations, modifies our recommendations, or elects to keep its current structure, we would recommend the department create a new organization chart such as the one above that clearly delineates chain of command and areas of responsibility.

Kalispell is a fast-growing community and it appears to us the department is being challenged to evolve with that growth. Although the official population is approximately 25,000 people the community and the department serves a much, much larger population because of the city's place in the regional economy and its attractions as a tourist destination.

The department has a structure and workflow process whereby managers are directly involved in the daily activity of the department. In some cases, managers are doing the job of line-level officers, detectives, and first-line supervisors. It is understandable that an agency the size of KPD will have employees wearing multiple hats to address the various functions of a modern police department.

However, in the case of KPD it appears the department has grown from a much smaller agency where it made sense that ranked positions in the department still did line-level work, yet it has not transitioned from that mindset and workflow as it has grown. Examples include the Investigations captain and sergeant handling a caseload and the Patrol captain approving police reports. These are duties normally handled at lower levels in a law enforcement organization. We believe this mindset is hindering the ability of management to take a strategic approach to growth and future planning. We will address this in greater detail later in this report, but the department should consider realigning the roles and responsibilities of ranked positions throughout the department.

The following table shows the number of authorized positions in the department.

TABLE 4-1: Authorized Positions in the KPD

Position	FY 22-23 Authorized
Chief of Police	1
Captain	3
Lieutenant	1
Sergeant	7
Officer / Detective	31
Court Security Officer	1
Parking Enforcement Officer	1
Records Management Specialist	1
Evidence Custodian	1
Records Clerks	4
Administrative Assistant	2
Animal Control Warden	1

At the time of our site visit, KPD reported it had just made offers to prospective employees that would bring department staffing to 100 percent of authorized. This is admirable in today's policing job market. Most agencies in the United States are having a difficult time recruiting qualified applicants for vacant positions.

POLICY MANUAL

The Kalispell Police Department utilizes the services of a subscription policy service called Lexipol. Lexipol and similar services have become the standard for police departments across the country. Police policy manuals have grown considerably and have become more complex over time. They require constant attention to detail as industry best practices evolve, as legislation changes at the state or national level, or as case law prompts changes in police procedures. It is very difficult for agencies to manage that process and keep their manuals up to date and contemporary. Services such as Lexipol do the work for the agency and update department policy manuals regularly to account for the changes.

Policy content and updates are vetted by legal experts in the field to ensure agencies and communities are protected against having bad or outdated policies. We applaud KPD for its decision to utilize this service to manage its policy manual.

These policy services also offer a secondary component to their service that involves attestation. As policies change or contemporary issues come up, these services provide a testing and attestation component through the use of training bulletins. This process ensures that officers are well versed in policy and understand the use of policy through scenario-based training. These services also maintain records to show that officers have both received new policies and demonstrated an understanding of policy. This has become a valuable resource from a professional training standpoint and from an accountability standpoint. KPD utilizes the daily training piece of the Lexipol Policy subscription service.

Platforms such as Lexipol deliver a policy product to a department but allow the department to adjust their standard language to fit certain department practices and structure. KPD, like most agencies, uses this tool within the platform to personalize the manual for KPD's use.

CPSM recommends that KPD regularly review those areas of the policy manual that were personalized for their use to ensure they continue to meet the intent of the original policy language and updates.

ADMINISTRATION

Strategic Plan

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future.

Effective strategic planning articulates not only where an organization is headed, and the actions needed to make progress, but also how it will know if it is successful.

The Kalispell Police Department has not engaged in a formal strategic planning process. In mid-2022, the Chief of Police along with the executive staff of the department met and formulated a series of organizational goals they wanted to work toward in the next three years. The intent of this process was to have the management of the department give some careful thought and consideration to the direction of the department. Although the individual goals they set are

admirable there is no strategic plan or prioritization of those goals that may align with the future financial capabilities of the department or the city.

CPSM recommends the KPD expand on its existing efforts and engage in a strategic planning process. This process aligns organization goals with specific steps that both connect the department goals with realistic financial capabilities and establish objectives that are needed to move those goals into reality.

Succession Planning

For many police departments succession planning is difficult and often informal. The Kalispell Police Department is no different, as most of its succession planning strategies are informal and inadequate. Personnel and financial resources are scarce, which limits training and development time in many areas to just the required training necessary to keep up with industry standards. Successful succession planning requires an organizational commitment for both personnel and human resources to dedicate time and money to developing employees for future opportunities in the organization.

The KPD has experienced significant attrition in recent years and will continue to see attrition in key positions in the coming years. For example, all three members of the KPD executive team (captains) retired within the last year, and the Police Chief has announced his retirement this year. Other ranks and specialty assignments may experience substantial attrition as well.

There have been informal efforts to identify individuals to succeed people in key positions and some development of those people has been undertaken. However, CPSM recommends the Kalispell Police Department undertake a formal succession planning process. This process should establish a framework that positions people at all ranks in the department to be best prepared for the challenges at the next rank. This should involve a combination of professional experience with relevant rotational policies and training opportunities,

Mission Statement/Values

The Kalispell Police Department's Mission Statement, Values, and Motto are listed below.

Mission Statement
Proactive policing through community education and partnerships ensuring the highest level of public safety while upholding the Rights and Dignity of those we serve.

Values
As members of the community we are committed to excellence for those we serve, for each other, and ourselves through the shared values of Integrity, Compassion, Loyalty, Professionalism, and Honor.

Motto
Striving to Exceed Expectations

PERFORMANCE ASSESSMENT

Based on CPSM's assessment, which consisted of onsite inspections, interviews with senior command staff members, frontline personnel, and administrative staff, several recommendations were developed. The CPSM staff conducted focus group engagements with management, civilian employees, police officers and detectives, and sergeants.

During these meetings challenges were identified and discussed in detail. The top issue that continued to come up was the concern that Kalispell has experience significant growth in recent years, the city is the economic hub for the "valley" meaning there are far more people than the resident population frequently in town to either do business or for tourism visits, yet the policing model and department staffing had not evolved with that growth. It was clear that all members of the KPD were very proud to serve their community and they believed they were very well supported by the top leadership, the Chief of Police, and the City Manager's Office, but they also recognized the current challenges the department is facing. Other significant concerns voiced by members of the organization were:

- A lack of communication for procedural and process changes. Some employees are aware of changes while others may not be notified consistently.

- The lack of strategic decision making based on the use of data.

- The workload was increasing and becoming more complex. There has been a significant increase in homelessness and mental health-related needs, but there is a lack of available resources to effectively manage the problem.

- There is a great deal of frustration with the Flathead County Dispatch Center and the Center's overflow impact on KPD daily operations, both on patrol as well as on station operations.

- The patrol fleet is in poor condition and units are frequently out of service for extended periods of time.

- Very high caseloads for detectives

- Very low staffing in patrol at certain times throughout the day.

The engagement groups believed their work to be purposeful and felt supported and trusted by the public.

Through these engagements, CPSM also found the work ethic and levels of commitment by KPD personnel to be high and clearly measurable by the efforts being produced. At the same time, KPD members were concerned the problems they are facing on patrol are becoming more complex at a time when they are feeling more rushed to resolve existing calls as quickly as possible to be ready for the next call.

CPSM listened to the concerns and discovered that many of the challenges that KPD is experiencing resemble those of other police departments around the country, particularly those resulting from the pandemic, increased mental health and homelessness, and public demands for changes in policing. CPSM concluded that KPD must establish a process to redefine its purpose and as well its goals and objectives so that the core values of KPD are clearly understood and infused throughout its operations.

ADMINISTRATIVE INVESTIGATIONS

The KPD does not have a dedicated Professional Standards Unit. The responsibility for handling citizens' complaints rests with the Patrol Division captain. The captain will accept walk-in or call-in complaints and evaluate them to determine how the issue will be resolved. If the complaint is a minor service complaint, then a field sergeant is sent out to talk with the citizen. If the complaint alleges officer misconduct and the issue is minor, such as rudeness, then the complaint is delegated to a sergeant. If the misconduct alleged is more severe and may result in more significant discipline, then the captain conducts the investigation himself. Internal complaints are handled similarly, and the division captain will address any severe misconduct allegations. The following table shows the number of complaints dealt with and their dispositions for the last two years.

TABLE 4-2: Internal and Citizen Complaints, and Dispositions, 2021–2022

Year	Internal Complaints	Citizen Complaints	Sustained	Not Sustained	Discipline
2021	9	7	1	15	Suspension
2022	6	8	1	14	Termination

A low number of sustained complaints can indicate an agency handling many matters informally. Often we have seen agencies handle minor issues with employees informally without tracking the complaint or outcome. For example, a complaint where an officer may be accused of rudeness may be handled informally and not tracked because the officer was counseled or trained but not formally disciplined. The lack of a centralized database to track complaints and inquiries can also lead to low numbers of reported complaints or employee issues.

KPD lacks a formal system to track incoming complaints, use of force incidents, pursuits, and commendations. Complaints are typically tracked in an Excel spreadsheet by the Patrol Division captain. Use of force cases are investigated by the officer's supervisor and reported on the use of force report form. The form is then forwarded to the Patrol Division captain, who logs the incident into a separate spreadsheet.

The number of use-of-force cases and outcomes for the last two years are listed in the following table.

TABLE 4-3: Use of Force Incidents, 2021–2022

Year	Use of Force Incidents	In Policy	Out of Policy
2021	17	17	0
2022	28	28	0

The system that KPD uses for tracking citizen complaints, internal complaints, and uses of force is largely spreadsheets maintained by the Patrol Division captain. This practice could be updated. There are several off-the-shelf software systems with which complaints, uses of force, pursuits, etc., can all be tracked in one system. The systems can be utilized by supervisors throughout the organization and provide detailed information on ongoing and closed incidents.

These types of systems can also be configured to provide what is often called an "early warning system." Early warning systems have become an effective tool for law enforcement leaders to

automatically scan multiple available data sources to look for trends, patterns, or warnings of potential problems. CPSM recommends KPD acquire a software system that automates data gathering for important personnel matters such as uses of force, complaints, pursuits, and commendations.

Department Overview, Policies, and Performance Assessment Recommendations:

- CPSM recommends KPD develop a new organizational chart following any organizational structure changes recommended in this report. (Recommendation No. 1.)

- CPSM recommends KPD realign the workflow and areas of responsibilities for ranked positions within the department. (Recommendation No. 2)

- CPSM recommends that KPD regularly review those areas of the policy manual that were personalized for its use to ensure they continue to meet the intent of the original policy language and updates. (Recommendation No. 3.)

- CPSM recommends the KPD expand on its existing efforts and engage in a strategic planning process. (Recommendation No. 4.)

- CPSM recommends the Kalispell Police Department undertake a formal succession planning process. (Recommendation No. 5.)

- CPSM recommends KPD acquire a software system for professional standards purposes and that automates data gathering for important personnel matters such as uses of force, complaints, pursuits, and commendations. (Recommendation No. 6.)

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SECTION 5. ADMINISTRATIVE DIVISION

The Kalispell Police Department has various functions that are spread throughout the Administrative Division. A sworn police captain leads this division. The captain has oversight over the police records function, the animal control function, the parking enforcement function, and a court security function. Staffing in the Administrative Division is shown in the following table.

TABLE 5-1: Administrative Division Staffing

Position	Sworn	Civilian
Police Captain	1	
Records Clerk / C.A.		4
Court Security Officer		1
Parking Enforcement Officer		1
Administrative Assistant		1
Animal Warden		1
Totals	**1**	**9**

Note: At the time of this report, all positions are filled.

In addition to the specific functions noted above the division captain also handles most miscellaneous special projects that come up in the day-to-day management of the department.

This division of KPD is comprised of department functions that do not involve sworn employees. Sworn officers will spend their entire career developing skills in the patrol and investigative arenas of policing. If an officer promotes into the position of captain, they may for the first time in their career encounter the types of work involved in records, parking enforcement, animal control, and other administrative duties. Because of this experience dynamic, newly promoted captains into this position often lean heavily on the Records Management Specialist position on how to effectively manage the division. The RMS position is an employee with experience in administrative functions yet who handles other types of work and reports directly to the Chief. The records function and other administrative division units do not have reporting relationships to the Records Management Specialist within their traditional and official chain of command; they answer directly to the captain.

The Administrative captain also carries the duties of department quartermaster, manages the grant-funded department wellness program, tracks department racial profiling data, conducts employment background investigations, and handles other miscellaneous tasks.

Records Management Specialist

As mentioned above, the department has a position titled Records Management Specialist who reports directly to the Chief. Although 'records management' is in the title, this employee has no supervisory responsibility over the Records Unit. The Records Management Specialist is responsible for department budget management as well as department UCR and NIBRS reporting responsibilities. Aside from these official duties, the position is directly involved in the day-to-day functioning of the Records Unit and other functions within the Administrative Division.

Because of this employee's experience in the records unit from previous years, they are viewed as the expert and relied on for actual supervisory decisions made daily for those department functions. If the Records Unit is backlogged or a records employee is off work for an extended

period the RM Specialist will step in as a records staff person. If the parking administrative assistant is away from work the RM Specialist will handle the front counter of the police station and attempt to assist with that employee's workload.

The history and origin of this position in KPD is not exactly known. It was suggested that as responsibilities grew with the evolution of policing, new duties were given to a past employee who worked directly for the Chief. Eventually there was a change in title for that employee that better reflected the responsibilities of the position. This happened when KPD was a smaller agency and business at that time was less formal than today, and responsibilities were directed towards individuals based on capacity and ability and not necessarily what the employee was originally hired to do. Over time, these titles within the organization changed yet the structure of the department did not evolve.

This position does not reside within the Administrative Division, it's a standalone position that resides next to the Police Chief on the current organizational chart, a position on the chart normally reserved for the Chief's administrative assistant. It is discussed in this part of the report because most duties handled by this employee typically reside within the administrative function of a police department.

We found this position and the role of the employee here confusing from an organizational standpoint. There was a recurring theme heard during our engagements with employees that many of the daily challenges that arise within the Administrative Division are handled by the Records Management Specialist and not the captain. Employees were clear that the misalignment they saw had nothing to do with the individual capacity of either employee, it was simply a result of a natural flow within the department.

We recommends changes to this structure at the end of this section of the report.

Records Unit

The KPD Records Unit is made up of four FTE employees who perform a variety of tasks. The employees in this unit work opposite schedules to provide coverage and support to patrol officers during both the day and overnight. Shift A works 7:00 a.m. to 5:00 p.m. and Shift B works 5:00 p.m. to 3:00 a.m. There is no coverage between 3:00 a.m. and 7:00 a.m..

The position of records clerk has crime analyst in the job title and within their job description; however, there is no crime analyst work being done by these employees. The employees in this unit maintain official law enforcement documents and records for the KPD. They share a variety of specific jobs to include:

- Warrant entry, validation, and updating databases.

- Monitoring police reports for accuracy and NIBRS / FBI UCR compliance.

- FOIA Requests.

- Entering stolen property, missing persons, protection orders, etc., into CJIN / NCIC.

- Assisting officers during the booking process.

- Performing a full range of clerical duties including public counter and answering department phones.

- Handling discovery requests for the District Attorney (20 hours per week).

- Assisting with online reports.

- Automated report merging and data entry into the department records management system.

- Assisting other agencies when called to provide records or department information.

- Various other responsibilities.

As noted earlier, this unit reports to a police captain but the unit works hand-in-hand with the Records Management Specialist. Although each unit employee has their own area of responsibility, they find themselves handling all types of functions related to the administrative management of a police department as needed. The employees also find themselves backing each other up quite often when one employee is away from work. An example was provided where one employee was expected to be away for six weeks for personal reasons; to prepare for this they were making plans with other employees to share in that employee's workload while away.

At the time of this report the regional dispatch center was struggling with manpower and non-emergency calls are being directed to the KPD Records Unit telephone lines. The records staff is tasked with handling these calls and entering them into the CAD system for an officer to handle. In essence, they are acting as non-emergency dispatchers. We address this situation in the portion of the report that discusses the dispatch center, but suffice it to say the department needs to establish a different solution with the dispatch center and remove this workload from the records staff.

There are areas of concern for the Records Unit that should be addressed. Since it is a small unit, the staff is spread thin. Each member has an area of responsibility, but it was reported that members of the unit are frequently pulled to handle concerns that take priority at any given time. For instance we were told the unit often gets backlogged on warrants, validations, and background checks. Once that happens, employees need to focus on catching up and that causes basic duties such as scanning and other records requests to get backed up. The problem is compounded when an employee is away from work.

The department is fortunate to have department volunteers who are mostly retired people who will come into the office on a regular basis and help with many of these administrative tasks. The department is concerned that this group of volunteers is aging, and they are not as available as they have been in the past.

The issue of document retention was also discussed with staff. The department does not have a dedicated policy related to the purging of police records and without a process the task is not performed. KPD has records dating to the 1950s stored in boxes in the basement of the police department.

The department is aware of this problem, and it has measures in place to address it this summer. The department plans to bring back a former employee on a part-time basis to assist the Records Management Specialist with the purging of past documents in accordance with Montana law. Although this current situation is going to be addressed, we must reiterate that KPD needs to purge department records on an ongoing basis. Maintaining these records beyond their statutorily required periods of time unnecessarily burdens the department when those records are requested. Statute protects those records that need to be maintained.

Under normal circumstances the workload in the Records Unit can be handled by the four full-time employees. As noted, there are times when they get backed up on their workload and they need additional help. One solution many agencies have used to address this type of situation is to hire per diem employees on a part-time basis to assist when needed. Doing so would assist KPD in handling the additional workload that arises from time to time as well as

relieve employees when they get backed up. This can be done without the need to add FTEs to the unit and who may not always be needed. CPSM recommends that KPD explore hiring per diem employees to assist in the records function.

Parking Enforcement

The City of Kalispell has a small but busy downtown area. This is an older part of the city and because of the existing infrastructure, coupled with significant growth in the community, there is limited parking. As a result of parking complaints from residents and businesses the city established a "Downtown Parking District" to address its parking challenges. A large percentage of the downtown area has some type of parking restriction ranging from timed parking to no parking at all. We learned that there are only a small number of timed parking meters in the downtown area; however, at one time there were far more that were intentionally removed for reasons that were unclear to us during our visit.

KPD employs one full-time parking enforcement officer who focuses their efforts within the "Downtown Parking District." That employee works Monday to Friday and drives a three wheeled vehicle that allows him to navigate traffic without hindering the flow of street traffic. The primary function of this employee is to monitor parking concerns, chalk vehicle tires parked in timed areas, and issue citations for the violations observed. The employee issues handwritten citations.

All citations are turned into an administrative assistant who manually enters the citations into a software program called AIMS, and manually clears the citation when a payment is received. This is a process the department has used for years. Actual citations are physically filed in a box at this employee's desk. Although a monthly report is produced on money received through QuickBooks (supplemental software separate from AIMS), there is no automated report on unpaid tickets or any type of an automated tracking system.

Most departments employ technology solutions for a majority of this workflow. Citation writers are automated, the automated writers download data into a database and unless someone mails a check for payment or pays at the police counter in cash the entire payment process can also be automated.

We learned that electronic ticket writers were evaluated and acquired in the past. However, the one employee who performs this duty felt they were more efficient handwriting the citations; as a result the automated system was set aside and never again used. It is our understanding that the only portion of the systems that was considered involved the electronic ticket writer, not the back-end automation piece of the technology.

CPSM recommends the Kalispell Police Department explore current technology offerings in the area of parking enforcement. This would include the use of automated ticket writers, and the software used to process citations, mail notices, and receive payments. This should also include a re-evaluation of the use of meters in the downtown area to remove some of the workload from police employees. We were told that the Patrol Division shoulders the call load for parking complaints outside the downtown area and within downtown on the parking enforcement employee's days off.

Court Security

Criminal cases originating out of Kalispell will be filed with either the Flathead County Attorney's Office or the Kalispell City Attorney's Office depending on the seriousness of the charges. Cases involving at least one felony charge are referred to the County Attorney's office. Misdemeanor

cases are sent to the Kalispell City Attorney and are tried in the city's municipal court room that is located adjacent to the police station.

Several years ago, the presiding judge at the municipal court demanded the city provide security in the courtroom. Prior to that demand there had never been a uniformed officer assigned to the court. The city and the police department evaluated several options of how to staff the position. Consideration was given to hiring an additional police officer who could be assigned to the court when needed, but for cost reasons the city ultimately decided to create a "court officer" position.

The position employed by the KPD effectively serves as a bailiff for the court. Aside from providing security in the courtroom, the court officer will transport suspects between the court, the county jail, and in some cases the state prison.

The Flathead County Sheriff's Office also employs bailiffs for the county courts. In the case of the Sheriff's Department, custody officers from the jail staff the court security positions. These positions differ from the sworn deputy sheriff positions that work various sheriff's office functions including patrol. The KPD modeled its court security officer position on the Sheriff's Office positions and in fact hired a retired custody officer from the Sheriff's Department to staff the position.

The duties associated with providing services to the court do not warrant a full-time employee. We learned that the court officer may provide assistance in other areas of the department, such as assisting with the property room when not occupied with the duties associated with the court officer position.

KPD management is actively planning the future of the position. The current employee is already "retired" from their first career and will likely re-retire in the near future. The department is seeking other options for the position. If the department chooses to move away from the court officer position we believe there are two options that may suit the future of the program:

- The department may choose to consider converting the position into a sworn officer position. This would allow a greater level of confidence in the training and capabilities of the of the position because of the training that police officers receive. We understand the police officer position would likely cost more than the current court officer position. However, with the added flexibility to reassign the position to patrol duties when not occupied with the court it would be worth the additional expense. It would also serve the department to be able to use other police officers as the court officer if the current assigned employee is out of work for scheduled time off or personal reasons.

- The second option would be to approach the County Sheriff to explore the possibility of negotiating a contract for the sheriff to provide the position from within their workforce of court officers / bailiffs. The benefit of this option if the sheriff is willing to provide the position would be a lesser cost, as the department may be able to negotiate the position for actual hours worked versus the FTE position now employed. Additionally, the sheriff may have other assets available to handle the transport of suspects to and from the court.

CPSM recommends the city and KPD consider other options for the future of the court officer position.

Animal Control

KPD has one employee who serves as the Animal Warden in Kalispell. This position is full-time, works Monday through Thursday, and handles all animal control-related concerns that occur

while the employee is on-duty. Calls for service that occur after hours or when this employee is unavailable are routed through patrol for an officer to handle. Total calls concerning animal control matters were not available for this report. Internal data suggest the position handles an average of three or fewer calls for service per day. Total patrol calls for service concerning animal calls only average 1.6 calls per day. Later in this section we recommend reclassifying this position into a community service officer.

Department Fees

We learned that the City of Kalispell has a variety of fees for services and parking citations that are collected by the police department. Fees related to registering an alarm and paying for unnecessary responses when alarms are false are collected by the police department (manually tracked), fees related to obtaining a police report are collected at the police department, and parking citation fees are tracked and collected by the police department.

The administrative assistant who handles parking and alarm issues works the front counter of the police station and handles the collection of payments, a process that sometimes involves cash. The same employee is also responsible for recording all funds received and prepares deposits on behalf of the department. There is no internal auditing mechanism and there is no other employee who verifies the deposit. Also, there is no accounting process if a different employee is involved in the task of handling cash when the primary employee is off or away from her desk.

We believe that any process involving a financial matter should be automated through a centralized software program that can eliminate the need to collect cash at a police counter. We have recommendations regarding these processes in different areas of this report, specifically under parking enforcement and alarm mitigation.

CPSM recommends KPD eliminate receiving cash as a payment for services rendered.

If the department elects to continue the practice of receiving cash, we recommend the department re-evaluate the cash intake process whereby one employee is solely responsible for the cash drawer; the cash intake should be audited daily against the electronic records in a software application. A second employee or supervisor should always verify a deposit count and ensure it balances with the first employee's count and the software.

We also observed that many of the fees collected were for a very small sum. All downtown timed parking citations were $10 and false alarm fees were $20 to $50 depending on the number of unnecessary responses by patrol. Evaluating the dollar amounts of fees charged by the city and / or the department is something that is outside the scope of this report. However, it must be noted as the responsibilities of police departments grow and the cost of doing business grows, departments and cities have effectively been able to use their fee process to help recover the cost of doing business. Employees shared stories of citizens coming to the police station to pay their $10 parking citation while commenting that it was cheaper and more convenient to get a ticket than move their car or pay to park. If this is in fact true it is defeating the purpose of having an enfacement program to mitigate the parking problems.

CPSM recommends the City of Kalispell engage in a cost recovery study to determine the actual cost of providing the parking enforcement and false alarm fee program and adjust fees accordingly.

Employee Wellness

The health and wellness of police department employees is a significant focus of the policing profession. Agencies across the United States have been increasing efforts to provide resources to their employees for their health and wellness. The profession itself has long struggled with lower life expectancies, higher divorce rates, and suicides when compared to the general population. In light of the COVID pandemic, anti-policing movements, and other negative issues facing the profession, we have seen long-term effects on officer wellness and increased officer suicides. KPD has instituted the following steps over the years to provide for the health and wellness of its employees:

- KPD provides a modestly equipped gymnasium in the basement of the police station for its employees to exercise.

- Employees can access regional peer support teams for critical incident debriefings and related services. Critical incident debriefing attendance is mandatory for the employees involved.

- KPD has a contracted psychologist to refer employees after involvement in a critical incident. Attendance is optional versus mandatory at debriefings.

- KPD recently appointed a wellness coordinator who is establishing the groundwork to form an internal peer support team.

- The department provides ten days of automatic administrative leave for employees involved in critical incidents.

During our site visit and tour of the building, we noticed the gym needs updating. It is in the basement in a large open space converted into a gym. Although there is sufficient equipment, much of the equipment is older and outdated. CPSM recommends KPD evaluate its gymnasium for modernization and work the costs into the budget when practical. An update to the gym facility and equipment would likely increase usage.

It is good practice that the department has counseling services available. However, the policy of voluntary attendance after a critical incident should be changed. It has been proven that officers tend to decline mental health services when needed. Mandatory attendance at a mental health evaluation after an officer has been in a critical incident is standard practice in the industry. CPSM recommends KPD develop a mandatory attendance policy for a counseling session after any employee is involved in a critical incident. We also recommend that KPD make a few visits to a mental health professional available to employees without requiring involvement in a critical incident. The process should be anonymous and not require supervisor or Human Resources approval. The billing system should also be anonymous so employees can be confident their attendance would not be held against them by their supervisor or the city. This process ensures all employees have access to mental health care as needed and increases the likelihood of utilizing the services.

Equipment

Within recent years, more and more advanced equipment has become available to the policing profession. The challenge for every police department is how to finance and properly equip each officer with the equipment necessary to perform their duties efficiently and effectively. Although there are current challenges with the KPD's fleet of vehicles (detailed in the fleet section of this report), those issues appear to be temporary and solvable. From our observations, we find officers of the KPD are well-equipped and provided with modern policing

equipment. In addition to the essential equipment such as a firearm, each officer is either issued the following equipment or the equipment is available in their assigned patrol vehicle: a body-worn camera, a TASER electronic control device, a patrol rifle equipped with an optic, and a 40mm less-lethal launcher (rubber round).

Technology

Every modern police department relies heavily upon technology to perform basic policing services. During our site visit, we evaluated the department's use of technology. We are not information technology experts. Our observations and opinions are based on our experiences and the experiences of other police departments we have worked with over many years. Overall, the department uses many modern technology tools. However, there are areas where technology could be expanded or updated to improve the department's service level.

A consortium of county agencies, including Kalispell, chooses the computer-aided dispatch (CAD) and records management systems. Although the systems have some challenges, the software seems sufficient to meet the department's needs. An increase in training and skill development would enhance the utilization of these systems as there appeared to be underutilized components of the systems.

During the site visit, we learned many of the department computers and hardware devices for wireless connectivity were not current and this causes regular difficulty in completing reports in the field. There were some examples provided of computers that went out of service for repairs that delayed employees' workflow. We understand that computer and IT issues impact virtually every organization. Kalispell has a computer replacement program that is intended to keep systems running and modern; regardless of an entity's best efforts some problems with technology will still occur. CPSM recommends the KPD work with the city's Information and Technology Department to minimize technology and computer downtime.

The body-worn camera and in-car camera systems the officers use are essential pieces of technology that increase public trust and transparency. Current department policy does not require random audits of video footage by supervisors to ensure officers perform their jobs correctly. A best practice in policing is to have in place a policy that requires regular random audits of available footage to ensure officers perform at an acceptable level. CPSM recommends KPD develop a policy for supervisors to review a random sampling of officer videos to monitor performance.

Many departments utilize technology as a force multiplier. Systems such as automated license plate readers or video traffic enforcement (red light or speed cameras) are popular in many areas of the country. Kalispell does not utilize these tools because Montana law, MCA 46-5-117, prohibits police use of license plate reader technology for police investigations. Chapter 8 prohibits using cameras for traffic enforcement.

The department uses the following technology:

- Audio and video recording equipment for interview rooms meet the department's needs.

- A software system to map remote surveillance cameras in a voluntary participation program saves officers' time in canvassing areas for possible cameras. The method depends on businesses opting in and providing information to the department.

- City-owned surveillance cameras provide coverage of parts of the police station, city hall, city court, the pool, and other strategic locations. The cameras are not continuously monitored but can be observed in real-time.

- An automatic Vehicle Locator (AVL) system is used for dispatchers to see which officers are closest to emergency calls. The system can also be accessed after the fact for information to identify specific police vehicles in particular locations.

- Each vehicle is assigned a flip-type phone for use during the patrol shift.

Modern smartphones have become standard tools for the contemporary workplace. Smartphones provide a tremendous amount of technology officers can use to communicate with the community and solve crimes. Dozens of mobile applications are known to interact with the community and assist in investigations. Many applications are offered on smartphones for free or as add-ons to current systems used by the department. We learned many employees are using their smartphones for police business out of necessity and convenience. Using personal cell phones for police-related business causes multiple issues in terms of legal discovery and public record compliance. Smartphones have become essential tools and are a standard cost of equipping a police department. CPSM recommends KPD purchase smartphones for its employees as soon as practical.

Recruitment and Hiring

The Administrative and Patrol captains handle the responsibility for recruitment and hiring. They work together with the city's Human Resources Department to publish openings and process applications. Much like many other departments, KPD lost employees during COVID and in the aftermath of the ani-policing movement, mainly due to retirements. The city had many COVID protocols in place and had difficulty hiring from the start of the pandemic into the beginning of 2022. Because of the delay, KPD fell behind and had up to eight vacant positions.

Contributing to the delay was the processing of background investigations. The two captains and a couple of detectives process applicant background investigations. The background investigations are on top of their regular duties. With the hiring delays and timing of the start of the academy, seven new officers were hired at one time, finished the academy, and started training together. Seven new officers going through training at one time has been a challenge, but one the department has been able to manage.

There were only two vacancies in the department during our site visit and the Chief commented that conditional offers has just been given to two prospective candidates. The department does not seem to have the difficulty recruiting and filling vacant positions compared to many other departments we have studied recently.

Administrative Division Structure

Throughout this section of the report we highlight several structural deficiencies that we perceive in the Administrative Division. The primary deficiency centers around the confusing lines of authority within the unit and who supervises certain sections of the Division. We believe there is an opportunity in the near future whereby the management of the Administrative Division can be civilianized. Thus, CPSM recommends the department consider hiring a civilian manager to manage all administrative functions within the department and move to a two-captain configuration with one captain managing the Patrol Division and one captain managing the Investigations Division. The administrative manager would be responsible for the Records Unit, all administrative systems and database compliance, management of contracts, department budget, and the administration of alarms and parking citations. The Records Management Specialist should be the Records Unit supervisor.

Previously we offered two alternatives for the Court Security Officer position. If the department moves to contract the position the contract can be assigned to the administrative manager. If

the department chooses to maintain the responsibility for the position it should be moved to the Patrol Division. Depending on the chosen direction, CPSM recommends the Court Security Officer supervision be moved to the appropriate division.

We also believe the department would benefit by converting the Animal Warden and the Parking Enforcement positions into a general civilian employee classification such as community service officer. This would afford a broader range of duties for those positions and allow for a more flexible workforce. CPSM recommends the Animal Control Warden and Parking Enforcement Officer positions be converted into a Community Service Officer position and be transferred to the Patrol Division.

Administrative Division Recommendations:

- CPSM recommends KPD prioritize the destruction of old documents. (Recommendation No. 7.)

- CPSM recommends that KPD explore hiring per diem employees to assist in the records function. (Recommendation No. 8.)

- CPSM recommends the Kalispell Police Department explore current technology offerings in the area of parking enforcement. (Recommendation No. 9.)

- CPSM recommends the city and KPD consider other options for the future of the court officer position. (Recommendation No. 10.)

- CPSM recommends KPD eliminate receiving cash as a payment for services rendered, OR we recommend the department reevaluate the cash intake process. (Recommendation No. 11.)

- CPSM recommends the city engage in a cost recovery study to determine the actual cost of providing identified services and adjust fees accordingly. (Recommendation No. 12.)

- CPSM recommends KPD evaluate its gymnasium for modernization and work the costs for upgrades into the budget when practical. (Recommendation No. 13.)

- CPSM recommends KPD develop a mandatory attendance policy for a counseling session after any employee is involved in a critical incident. (Recommendation No. 14.)

- We also recommend that KPD make available to employees up to a few annual visits to a mental health professional without requiring involvement in a critical incident. (Recommendation No. 15.)

- CPSM recommends the KPD work with the city's Information and Technology Department to minimize technology and computer downtime. (Recommendation No. 16.)

- CPSM recommends KPD develop a policy for supervisors to review a random sampling of officer videos to monitor performance. (Recommendation No. 17.)

- CPSM recommends KPD purchase smartphones for its employees as soon as practical. (Recommendation No. 18.)

- CPSM recommends the department consider hiring a civilian manager to manage all administrative functions within the department. (Recommendation No. 19.)

- CPSM recommends the Records Management Specialist be tasked with supervising the Records Unit. (Recommendation No. 20.)

- CPSM recommends the Court Security Officer supervision be moved to the appropriate division. (Recommendation No. 21.)

- CPSM recommends the Animal Control Warden and Parking Enforcement Officer positions be converted into Community Service Officer positions and be transferred to the Patrol Division. (Recommendation No. 22.)

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SECTION 5. INVESTIGATIONS DIVISION

The Investigations Division is divided into the Detective Unit, the Major Crimes Unit, the School Resource Unit, Property/Evidence Unit, the FBI Violent Crimes Task Force, and the Drug Task Force.

DETECTIVE UNIT

The Investigations Division is managed by a captain and a sergeant who oversee all incoming cases. Both the captain and the sergeant also work assigned cases and carry an active caseload. All incoming reports are reviewed by the captain or the sergeant and assigned by crime type. Detectives in the unit specialize in violent, property, and sex/child crimes. The captain or sergeant will give a case to themselves when the detectives are busy, unable to take additional cases, or if the crime doesn't fit into one of the specialties. The captain and sergeant also supervise and manage the rest of the units in the Investigations Division.

Case Management

The case management system the detectives use is the New World-LERMS system. The initial crime reports are taken by patrol officers and entered into the New World system. The Investigations captain or sergeant are typically the people who merge the reports from the part of New World used by the officers and into New World LERMS where detectives manage their cases. A detective can combine the reports if the captain or sergeant is not working. However, only the captain or sergeant assigns the reports. It also was reported that the Records Unit does this merge at times as well.

The department uses a paper-based system to manage the flow of reports from when a patrol officer writes the report through when a detective submits the case for prosecution. The system consists of a small yellow paper routing slip the reporting officer completes. The slip stays with a hard copy of the report and makes its way through the chain of command attached to the report where approvals are tracked with initials and checked boxes. After the supervisor reviews the report, they sign off on the yellow routing slip and put the packet into another inbox for review by the Patrol captain. The report is forwarded to Records for a NIBRS review, then to the Investigations Division captain or sergeant for assignment to a detective. If the supervisor of the officer writing the report or anybody else in this chain of review happens to be off for the day or on vacation, the case may sit in a mailbox until somebody looks for it. Once the hard copies get to the detective, they are stored in a hard copy case file.

During the site visit, our team was told that delays in reports received by detectives were common. The people who discussed the delay also insisted they knew which inboxes to look in when questions were asked about a report that could not be found. However, there is no system to flag reports not yet received by detectives. There is no digital system of checks and balances to ensure reports are written, reviewed by a supervisor, checked for NIBRS compliance, and received by detectives on time. The yellow routing slip is the system KPD relies upon. The paper and physical inbox system with accompanying yellow routing slip is not an efficient or effective way for reports to flow into investigations. Many reports take several days and often longer to get to detectives. In some instances, the delay could impact the critical follow-up work that detectives need to complete.

The New World LERMS system has the capability to provide a digital workflow, but the system is not configured to use these capabilities. CPSM recommends that the department form a small working group to research and work with a New World representative on an electronic workflow for reports to be sent from the field for a review, then to records, then to detectives. The system should have checks and balances and ways for other supervisors to review reports when colleagues are not working. Digitizing the workflow process will dramatically reduce the workload on people who have to print, copy, shuffle, and store hard copies of every report. A digital process also increases the effectiveness and efficiency of the entire department by making reports available instantaneously to anybody with access to the system.

The New World LERMS system could also be utilized to more effectively manage cases. Currently, KPD does not have a written procedure or policy on prioritizing cases. The lack of a policy or practice makes it difficult if not impossible to compare caseloads, assign detectives cases evenly, and evaluate detectives on their work. In addition, the number of cases in detectives' caseloads may vary significantly depending upon the individualized criteria used to classify a case as pending or closed. A written policy that articulates factors making one case a priority over another case would help provide consistency and ensure higher-priority cases are worked appropriately. A policy would remove the inconsistencies often found when case follow-ups are left solely to an individual detective's discretion.

CPSM recommends the department develop a system for prioritizing cases based on solvability factors. We also recommend the department develop a policy to establish criteria to determine when a case should be worked, be moved to pending status, or closed. A supervisor should review the cases assigned to detectives regularly to ensure the cases are being managed according to established criteria.

Workload

There are no absolute standards to determine the appropriate caseload for police investigators. One murder investigation could occupy the time of several detectives for months. On the other hand, one detective could handle hundreds of theft cases in a similar period. Nonetheless, the International Association of Chiefs of Police (IACP) suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable.

When looking at the caseload for KPD detectives, it is important to look at the last two years due to the crime numbers involved. Over the previous two years, the KPD Detective Unit averaged 653 cases for three detectives, an unreasonably high caseload of 218 cases per year for each detective. Due to the high volume of cases, the Investigations Division captain and sergeant have been regularly assigning themselves cases as part of the standard rotation, which still averages 130 cases per investigator. The practice of the supervisor and manager working a caseload means they are working as investigators instead of managing the division. The following table indicates the number of cases worked by detectives over the last four years.

TABLE 5-2: Number of Investigations Cases by Year, 2019–2022

Year	Number of Cases
2019	448
2020	448
2021	610
2022	696

Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded annually. Kalispell averaged 2,761 Part I total crimes over the last two years. Using the Part I crime criteria for detectives of 1 detective for every 300 crimes, KPD would have nine detectives. However, these National Uniform Crime Reporting numbers are often higher than the internal numbers provided by the police department. The numbers are higher because the internal numbers assigned to detectives are specific to the cases detectives are working on, while the national UCR numbers represent all investigative cases. Some cases are cleared through other means or the efforts of other law enforcement agencies. In addition, Kalispell patrol officers investigate and handle most misdemeanor cases.

Regardless of which standard or benchmark we use to compare the caseloads of an average detective in Kalispell with an industry standard, the number of cases worked by KPD detectives is significantly higher than the industry standards. This type of high-volume caseload often results in burnout, lower solvability rates, and a higher dissatisfaction rate from crime victims.

An additional consideration when determining an appropriate number of cases for a detective caseload is that over the past few years, investigative techniques, filing standards, and mandates have increased the amount of investigative work required on many cases. Basic investigations often now include search warrants that require a much higher level of investigation and time commitment due to the need to examine digital evidence (smartphones, tablets, etc.), information from social media accounts, and cellular telephone tower and transmission data. These changes have compounded the time required to investigate a case with pursuable leads over the past few years, with no empirical metric yet developed as a "benchmark" for police agencies.

Considering the various factors and criteria discussed above, CPSM recommends that the Detective Unit staffing be increased by two detectives as soon as practical. The two additional detectives will help alleviate the workload of cases from the sergeant and captain and allow them to focus more on being supervisors. Currently, the detectives' reports are not reviewed by a supervisor. For quality control and accountability purposes, the detectives' cases and reports should be reviewed by a supervisor. Cases should be reviewed to ensure they are worked thoroughly when possible and left pending only when all leads have been exhausted according to department policy.

Another possible way to increase capacity is to consider hiring part-time former law enforcement officers as investigators. They could be sworn or civilian employees, work in a part-time, temporary position, and be paid an hourly rate without benefits. The Kalispell area has many former law enforcement officers who could add valuable experience at a considerably lower rate than adding new sworn officers.

CPSM recommends the sergeant and captain not routinely work cases and instead focus on supervising the unit and managing the Division. However the department solves the issue, whether by adding additional resources or pulling detectives back from task force assignments (discussed in the task force section), our consulting team feels very strongly the supervisor and manager should be managing the unit and not working criminal cases on a regular basis. The Property and Evidence Unit (discussed in detail in a separate section) is just one example of an area that needs increased supervision and managerial oversight. Although we do not have the desire to dictate specifically which staffing decisions should be made to add resources to the Detective Unit, it is our opinion the need for managerial oversight should supersede the department's participation in outside task forces.

Detective Training

Detectives newly assigned to the unit are sent to new investigator training provided by the state. Veteran detectives are offered various classes by the Investigations captain, who regularly sends out suggested courses for training. Traditionally, specialty detectives have been given more training in areas such as sex crimes, child crimes, or homicide. There is no formal training plan or requirements for detectives. Based on the small number of detectives and low turnover rate, it was reported the informal way of offering training seems to work for the unit.

However, a best practice recommend by CPSM is that a formal list of required and recommended training courses be developed for detectives. The training a detective attends should be evaluated by a supervisor every year during their evaluation period and be reflected on the detective's evaluation. The supervisor should assist the detectives in planning the training they attend to meet the needs of the department, the unit, and the individual detective.

Schedule

All detectives work four 10-hour shifts (varied for weekday coverage). The detectives rotate on-call duties for after-hours and weekend callouts. The sergeant participates in the callout rotation for investigative purposes but not necessarily as a supervisor. The Investigations captain is always on call and obtains relief from one of the other two captains when necessary. Many police departments that CPSM has studied across the country utilize a similar four-day workweek, with staggered days off in order to have a detective available Monday through Friday. The schedule appears to work well for KPD and there are no changes recommended.

Children's Advocacy Center

KPD participates in the Flathead County Children's Advocacy Center through a participant MOU. The agreement provides support for children who are victims. The center has trained clinicians and other forensic staff to help gather evidence and provide services to victims and their families. This type of partnership is an outstanding way to improve service levels to victims and improve prosecutions. The partnership brings a multi-disciplinary team together to provide wrap-around services to the families who need them most. When victims are properly treated and seamlessly supported, investigations and all other associated outcomes improve.

We tend to see these types of multi-agency partnerships in larger agencies where resources are more available. For a smaller-sized community such as Kalispell, KPD and its partners are unique and their level of commitment to these strategies is commendable.

Clearance Rates

The most recent data available for clearance rates is from 2019; clearance rates for the city, the state, and the nation are shown in the following table. The data was retrieved from the FBI and taken from the department's Universal Crime Reporting (UCR) data. Kalispell PD clearance rates are consistent with average clearance rates at the state and national level. The data shows Kalispell's clearance rates for some crime types above the average for the state and the nation and some clearance rates below the state and national averages. This level of performance in regard to case clearances is typical for most small- to mid-sized agencies. We do believe overall KPD clearance rates can be improved with the implementation of the recommendations being made for the Investigations Division.

It is also worth noting that KPD does not track its clearance rates internally other than through regular reporting to the state, which in turn sends the data to the federal government. The

command staff does not see case clearance data in any regular reporting or managerial analysis. Clearance rates can be a valuable metric used to help determine the effectiveness of a department's investigation efforts. Regular monitoring of clearance rates can assist the leadership of a department in making more effective, data-driven decisions. Many departments also track clearance rates for each detective as a metric to evaluate a detective's effectiveness.

CPSM recommends the department begin tracking clearance rates and use the data in a monthly report in order to monitor the department's effectiveness at solving cases. We also recommend the department measure individual detective clearance rates as one metric to evaluate a detective's performance.

TABLE 5-3: Reported Kalispell, Montana, and National Crime Clearance Rates, 2019

Crime	Kalispell			Montana			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	1	0	0%	37	20	54%	14,325	8,796	61%
Rape	15	1	7%	599	102	17%	124,817	41,065	33%
Robbery	2	0	0%	205	83	40%	239,643	73,091	31%
Aggravated Assault	88	53	60%	3,080	1,804	59%	726,778	380,105	52%
Burglary	67	9	13%	2,812	376	13%	981,264	138,358	14%
Larceny	715	214	30%	17,905	3,906	22%	4,533,178	834,105	18%
Vehicle Theft	54	7	13%	2,293	447	19%	655,778	90,497	14%

MAJOR CRIMES

The Major Crimes Unit is an auxiliary unit comprised mainly of patrol officers trained to process evidence and document crime scenes. The number of individuals on the team fluctuates but averages around eight officers. The unit is available for callouts to significant crime scenes, where they assist detectives by gathering evidence and documenting crime scenes. They gather evidence, take photographs, sketch crime scenes, and create diagrams. In other agencies, we often see this function handled by a civilian Crime Scene Investigation (CSI) team.

For a department the size of KPD, we often see the CSI and property and evidence functions shared. As Kalispell continues to grow, to experience more complex crime, and have more crime scenes to process, we recommend KPD consider combining the property and evidence function with a CSI function to form a unit to take the place of the Major Crimes Unit. The evaluation would determine the number of employees needed. CPSM believes somewhere between two and four civilian employees could handle the property and evidence function along with the crime scene responsibilities currently carried out by the Major Crimes Unit. This civilianization of the CSI function could also fit nicely into other recommendations in this report to create a more general civilian classification that can assist with fieldwork to reduce the reliance on sworn officers to perform functions that can be done more efficiently and cost-effectively by civilian employees.

Electronic evidence has become a standard requirement in many criminal investigations. KPD has limited technical investigation capability. The department does not have the equipment,

the software, or the expertise to retrieve technical evidence from cell phones and computers. It relies upon other agencies to assist in order to access phone or computer information. The equipment and software to extract digital information involves startup charges for hardware and training, plus ongoing costs for software updates. However, the criminal use of technology, such as smartphones, to further criminal activity is now pervasive. Accessing electronic evidence is essential for every police department of similar size and complexity as Kalispell. CPSM recommends the department acquire the necessary technology and expertise through training to have the ability to pull electronic evidence from digital media. This responsibility could also be tied into the civilianization of the CSI and property and evidence functions.

FBI VIOLENT CRIMES TASK FORCE

One KPD detective is assigned to the FBI Violent Crimes Task Force. The detective still handles some Kalispell violent crime cases but assists in cases throughout the region. The membership on the task force brings additional resources to Kalispell regularly to help with violent crime investigations and apprehension of suspects. The federal partnership also assists in getting cases filed at the federal level when appropriate. The arrangement provides for a vehicle, cell phone, and overtime reimbursement from the federal government. The base salary and benefits of the KPD officer continue to be paid by the City of Kalispell.

In addition to the extra resources provided for some KPD violent crime cases, there are other intangible benefits derived from the task force. Some benefits involve resources for further investigations like high-tech assistance with a cell phone or computer evidence, access to the FBI lab for cases, etc. The downside of the arrangement for Kalispell is that the detective's prior caseload is handled mainly by others in the Detective Unit. The net impact of the relationship with the FBI Violent Crimes Task Force can be difficult to measure and is often not a matter of simple statistics. The intangible benefits often outweigh the tangible statistics of cases solved, arrests made, etc. However, the negatives may outweigh the positives for a small, under-resourced department. CPSM recommends the department annually reevaluate the detective's participation in the FBI Violent Crimes Task Force in the context of the high caseloads being carried by other detectives in the Detective Unit.

DRUG TASK FORCE

KPD has one detective assigned to the Flathead County Drug Task Force. The detective assigned handles all KPB narcotic cases and participates in task force investigations and operations. The agreement provides for partial funding for the position through a federal grant. Other benefits include an unmarked car, cell phone, and overtime. The situation is very similar to the previously discussed Violent Crimes Task Force. The task force provides KPD with an avenue to pursue longer-term and larger narcotics investigations. These task forces are common in smaller agencies that do not have a narcotics unit.

Specific data on task force activities, such as arrests, search warrants, seizures, etc., was unavailable. As with the FBI Task Force, the benefits of the relationship are often intangible and difficult to quantify. In light of the decrease in drug-related prosecutions and the substantial workload in the Detective Unit, CPSM recommends the department annually re-evaluate the detective's participation in the Flathead County Drug Task Force to ensure it meets the needs of the KPD.

PROPERTY AND EVIDENCE

The evidence custodian, a civilian employee, performs the property and evidence function assigned to the Investigations Division. The evidence custodian reports to the sergeant in the detective unit, who is managed by the captain of the Investigations Division. The person in the evidence position is new to the job and started in late 2022. The current evidence custodian replaced a long-term KPD employee who handled the property and evidence function for approximately 20 years.

The policies governing the property and evidence functions are in the department's policy manual. They are primarily general in nature, applying to the handling and collecting of evidence in the field. There is no specific department property and evidence manual for specific procedures inside the property room/s.

Property Intake and Tracking

The process for officers to impound property and evidence starts in a converted holding cell. The key to the door of the intake room is stored in a plastic container in Records and available to any employee. There is no electronic locking mechanism to record entry into the room and there is no camera covering the intake area as we typically see in departments. KPD utilizes a paper sign-in log for officers to fill out when they enter and leave the room. Inside the room, storage lockers of various sizes are available with an open padlock system for security. The locks are left unlocked until an officer secures property inside of a locker. The property custodian has a ring of individual keys to open the secured lockers and retrieve property placed inside by officers.

The lockers are not specifically designed to secure property and evidence. This is not an efficient way to transfer property and offers only a low level of security. Most departments have a two-way locker storage system where officers have access to one side of the lockers to place items inside and the other side is a secure area where property and evidence staff can remove and process evidence. That type of system offers enhanced security and accountability for reliable processing and storage of property and evidence.

After property or evidence is placed in a locker by a KPD officer, the evidence custodian removes the property from the intake area on her work days (four days per week). The custodian accesses the room in the same manner as the officers impounding the property, that is, by retrieving the key from the unsecured container in Records.

During the site visit, our team observed several bags of property that were unsecured on the floor in the intake area. Our consultants were told that the property was pending release to Walmart and had been there for several months, placed there by the retired property custodian. The current staff could not find the property release and was working with the county attorney to ensure that the property could be released. Property slated for release is particularly vulnerable to mishandling and should be kept in a secure location in a secured property room.

After removing the property from the lockers, the property custodian takes the property back to her office and compares the information on the labels with the data entered by officers in the New World records system. When everything coincides, the property custodian creates a barcode packaging label and affixes it to the property. She then transfers the property to one of several locked rooms for storage.

The property and evidence module in the New World system does not have the level of detail or sophistication necessary to track and manage property and evidence accurately. During the

site visit, we also learned many older items of evidence are still logged in a legacy system, not New World. All property and evidence over 11 years old is tracked in the old system that the vendor no longer supports. The older items were not transferred into the current system when the department changed CAD / RMS systems in 2011.

Various software vendors have developed property and evidence software systems that can be networked or integrated with the New World records management system. These off-the-shelf programs offer a digital management system that is much more sophisticated, efficient, and effective for agencies to manage their property and evidence adequately. CPSM recommends that the department purchase an off-the-shelf evidence management software system to properly account for and manage the stored and released items.

The lack of sophisticated software has also led to a lack of routine auditing. A regular system of checks and balances must be in place to ensure the integrity of property taken in by the police department. CPSM recommends developing and implementing a standard auditing system that is conducted at least annually, either internally by management outside of the property and evidence chain of command or through an outside vendor.

Storage and Security

During our site visit and tour of the various rooms used to store property and evidence for the department, it was apparent that basic industry standards for handling property and evidence are not followed. Some challenges result from a lack of knowledge or the inability of the New World records management system to provide accurate data. The department cannot determine the number of items added to the property room yearly or the number of items released or disposed of each year. Other challenges appear to stem from long-standing issues such as lack of prioritization, supervision, facility capacity, and funding deficiencies.

Found property, property held for safekeeping, or evidence taken in crimes are all stored in several rooms scattered throughout the department. The rooms include converted holding cells, converted closets, a standalone storage room built in the basement, and an offsite location that uses chain link fencing and an old dog kennel for more oversized items. The areas utilized for storage do not have adequate security or storage systems. The use of makeshift shelving, storage boxes, and lack of space has created a disorganized system that makes it challenging to locate property and evidence. None of the rooms used for storing property meet industry standards in terms of restricted entry or security. In addition, we observed the comingling of money, guns, and drugs in the various storage rooms. CPSM recommends conducting a comprehensive security review for each room where property and evidence are stored. The study should include development of plans to add security cameras, alarms, and other access controls. The review should utilize the standards of the International Property and Evidence (IAPE) Association.

Items of evidence that require refrigeration are stored in an older residential refrigerator/freezer unit inside one of the converted property rooms. The unit does not have any temperature alarm or warning mechanism for failure. If the refrigerator were to fail, it is possible nobody would notice for days or weeks. A loss of refrigeration could destroy valuable evidence from serious cases. CMPS recommends the Department acquire a commercial refrigeration/freezer unit equipped with an alarm feature that will send a signal to dispatch in the event of a failure.

The evidence custodian does not have an inventory of items in the refrigerator. If a detective needed to search for an evidence item that would typically be refrigerated, they would have to physically look in the refrigerator and sort through stacks of items versus checking an electronic

inventory of what evidence is stored in the unit. A standalone evidence management software system would be able to identify an inventory of items in a climate-controlled environment.

KPD's current process to release or dispose of property is cumbersome and bureaucratic. As a result, very little property is ever disposed of, further exacerbating the space constraints. It is the understanding of the property custodian that every item of evidence must be individually approved for release by the County Attorney's Office. Some items sent over for release consideration have taken weeks to get an answer, and other requests have gone without response. We have not seen another agency where every item must be approved for release by the prosecuting authority. Serious felonies or cases that have yet to be resolved often require some sort of review by the prosecuting agency. Lower-level cases or cases where the statute of limitations has expired are usually disposed of at the agency's discretion. At KPD, there is property in storage that is decades old from cases where the statute of limitations has expired long ago.

The process for release and disposal of property is one of several issues that need executive-level leadership to resolve. Based on the structure and workload of the Investigations Division, it does not appear the Investigations Division captain has the time or bandwidth to address the myriad number of issues in property and evidence. The reporting structure has been in the Investigations Division for many years, likely contributing to some of the cumulative problems that are now apparent. CPSM recommends that the property and evidence function be transferred to the Administrative Division under the direction of an Administrative Division captain or the civilian manager proposed for that division (see recommendations for the Administrative Division).

We also recommend that the captain or manager create a larger working group to resolve the property and evidence deficiencies systematically. To completely resolve the problems, every piece of evidence must be examined and researched to decide whether to store, release, or otherwise lawfully dispose of it. For evidence that will continue to be stored, it should be logged into a new tracking system and kept in compliance with IAPE guidelines. In the recommendations for the Patrol Division we offer the option of reassigning a sergeant to complete this task.

The entire process will be lengthy. For example, an agency whose property and evidence function was similarly situated rented Conex containers and moved all of the property and evidence out of the storage facility. it redesigned the storage room with modern shelving and containers, then returned items that would be stored and disposed of 50 percent of the total items that were eligible for purging. The redesigned space with contemporary storage units and containers in each room, combined with the elimination of purgeable items, eliminated the agency's space capacity issues.

The scope of our engagement was intended for a higher-level analysis of the entire department, and there were too many specific issues for us to provide the comprehensive audit/review necessary for the property and evidence function. CPSM recommends the KPD engage with an experienced property and evidence auditor to come in for multiple days and review the entire property and evidence function. The audit should also act as a needs assessment and include areas such as electronic tracking systems, facility capacity, security, storage equipment, and a random sampling of evidence to ensure proper storage. The audit should also include a review of industry best practices recommended by the International Property and Evidence Association (IPAE). A comprehensive examination will likely focus on the same issues noted in this report. Some of the needs identified during our site visit include:

- Security cameras.

- Alarm systems.

- Modern access controls.

- Modern shelving systems that are designed to maximize space.

- Management software.

- Refrigeration equipment with temperature alarms.

- Property and evidence-specific policies and procedures.

- Separate secure areas for money, guns, and drugs.

SCHOOL RESOURCE OFFICER PROGRAM

KPD has four School Resource Officers (SRO) assigned to the Investigations Division. One officer is assigned to a middle school, one officer is assigned to the Flathead Valley Community College, and two are assigned to separate high schools. The primary school district and the community college district partially fund each of the SRO positions.

The SROs work a five-day, 8-hour shift schedule to match the school day. The officers wear a modified uniform, typically utility pants with a school-branded polo shirt. The officers wear handguns, handcuffs, and badges exposed on their belts. The appearance is designed to be a softer uniform to assist in building relationships with students, teachers, and staff.

The department's use of SROs is a traditional model. SROs provide patrols on campus, interact with students, and work with school administrators to provide a safe environment for students, teachers, and staff. The SROs handle all calls for service at their assigned school and investigate crimes on campus property. They also provide active shooter training and regularly consult with campus leadership regarding safety issues.

The SRO agreement with Flathead Valley Community College is innovative and works well for the department and the college. The duties of the SRO and the financial agreement are very similar to the agreements with the school district for the middle school and high schools. However, having an SRO at a community college is not very common. KPD and the FVCC decided to try the SRO concept to improve public safety on campus and enhance relationships between students, faculty, staff, and the police. According to the people we talked to during our site visit, the program works exceptionally well. During our review of the agreement, it was particularly noteworthy that one of the primary purposes of the arrangement was to enhance relationships between the police, students, faculty, and staff.

Investigations Division Recommendations:

- CPSM recommends that the department form a small working group to research and work with a New World representative on an electronic workflow for reports to be sent from patrol for a review, then to Records, then to detectives. (Recommendation No. 23.)

- CPSM recommends the department develop a system for prioritizing cases based on solvability factors. (Recommendation No. 24.)

- We also recommend the department develop a policy to establish criteria to determine when a case should be worked, moved to pending status, or closed. (Recommendation No. 25.)

- A supervisor should regularly review the cases assigned to detectives to ensure the cases are being managed according to established criteria. (Recommendation No. 26.)

- CPSM recommends that staffing in the Detective Unit be increased by two detectives as soon as practical. (Recommendation No. 27.)

- The department should consider hiring part-time former law enforcement officers as investigators. (Recommendation No. 28.)

- The sergeant and captain in Investigations should not routinely work cases and instead should focus on supervising the unit and managing the division. (Recommendation No. 29.)

- CPSM recommends the department develop a list of required and recommended training courses for detectives and that the list be published for department-wide career development purposes. (Recommendation No. 30.)

- We recommend the department begin tracking clearance rates and use the data in a monthly report to monitor its effectiveness at solving cases. We also recommend the department measure individual detective clearance rates as one metric to evaluate a detective's performance. (Recommendation No. 31.)

- As Kalispell continues to grow, experience more crime, and have more crime scenes to process, we recommend KPD evaluate combining the property and evidence Function with a CSI function and forming a unit staffed with civilian employees. (Recommendation No. 32.)

- CPSM recommends the department acquire the necessary technology and expertise through training to have the ability to pull electronic evidence from digital media. (Recommendation No. 33.)

- We recommend the department annually re-evaluate the detective's participation in the FBI Violent Crimes Task Force in the context of the high caseloads carried by other detectives in the Detective Unit. (Recommendation No. 34.)

- In light of the decrease in drug-related prosecutions and the substantial workload in the Detective Unit, CPSM recommends the department annually re-evaluate the detective's participation in the Flathead County Drug Task Force. (Recommendation No. 35.)

- CPSM recommends that the department purchase an off-the-shelf evidence management software system to be able to properly account for and manage stored and released items in property and evidence. (Recommendation No. 36.)

- CPSM recommends the KPD engage with an experienced property and evidence auditor to come in for multiple days and review the entire property and evidence function, comparing practices and the facility to IAPE standards. (Recommendation No. 37.)

- CPSM recommends developing and implementing a standard auditing system for property and evidence and which is conducted at least annually, either internally by management outside the property and evidence chain of command or through an outside vendor. (Recommendation No. 38.)

- CPSM recommends conducting a comprehensive security review for each room where property and evidence are stored. The study should include security cameras, alarms, and access control. (Recommendation No. 39.)

- CMPS recommends the department acquire a commercial refrigeration/freezer unit to store evidence; it should be equipped with an alarm feature that will send a signal to dispatch in the event of a failure. (Recommendation No. 40.)

- CPSM recommends that the property and evidence function be transferred to the Administrative Division under the direction of the Administrative Division captain or the proposed Administrative civilian manager. (Recommendation No. 41.)

- We also recommend that the Administrative captain or manager create a working group or task force to bring in additional resources to resolve the deficiencies in property and evidence. (Recommendation No. 42.)

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SECTION 6. PATROL DIVISION

The Kalispell Police Department provides the community with a full range of police services, including responding to emergencies and calls for service (CFS), performing directed activities, and solving problems. The department is service-oriented, and thus provides a high level of service to the community. Essentially, every call for service from the public gets a police response and every criminal case gets investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

This analysis covers several major elements of the KPD operations. Patrol allocation and deployment will be addressed first. Several recommendations and options will be offered to increase both effectiveness and efficiency. The analysis will also briefly discuss the administrative and investigative posture of the division. The last section discusses the potential to mitigate workload demands along with a recommendation to leverage strategic planning to bear on crime, traffic, and disorder in the community.

PATROL ALLOCATION, DEPLOYMENT, AND STAFFING

Uniformed patrol is considered the "backbone" of American policing. Bureau of Justice Statistics indicate that more than 95 percent of police departments in the U.S. in the same size category as the Kalispell Police Department provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical to have officers available to respond to calls for service and provide law enforcement services to the public.

Allocation

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The KPD is a full-service police department, and its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand *actual workload* (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type allows for identification of activities that are really "calls" from those activities that are some other type of event.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police division with a comparison to current time spent to provide services.

In general, a "Rule of 60" can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their

time should be committed to calls for service, which includes all activities that occupy an officer's time, including calls from the public, self-initiated work, and administrative task. This commitment of 60 percent of their time is referred to as the *Patrol Saturation Index*.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It reflects the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to undertake activities such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

From an officer's standpoint, once a certain level of CFS activity is reached, the officer's focus shifts to a CFS-based reactionary mode. Once such a threshold is reached, the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call.

Rule of 60 – Part 1
According to the department personnel data from the February 2022, patrol was staffed by 29 sworn officers (1 captain, 1 lieutenant, 6 sergeants, and 21 police officers). These 29 of the 43 sworn officers represent 67 percent of the sworn officers in the KPD. The department's authorized strength is 43 sworn officers. At the time of this report KPD had two officer vacancies and as noted below two officers are currently in the academy (academy officers are counted in staffing numbers). Patrol was operating on 17 police officer positions because of the vacancies and the academy officers.

This part of the "rule" is not hard-and-fast. Taken on its face, however, this part of the "rule" must be considered when examining the operational elements of the division when staffing recommendations are taken into consideration.

Rule of 60 – Part 2
The second part of the "Rule of 60" examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the "discretionary time" for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the

remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is "saturated" by CFS.

It is CPSM's contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. A SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. A SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer's time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60.

This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

The CPSM data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the KPD. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

Figures 6-1 through 6-8 represent workload, staffing, and the "saturation" of patrol resources in the KPD during the two months (seasons) on which we focused our workload analysis. By "saturation" we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is "saturated" with workload demands. This "saturation" is the comparison of workload with available manpower over the course of an average day during the months selected. The figures represent the manpower and demand during weekdays and weekends during the months of summer 2022 and winter 2022. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

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FIGURE 6-1: Deployment and Workload, Summer 2022, Weekdays
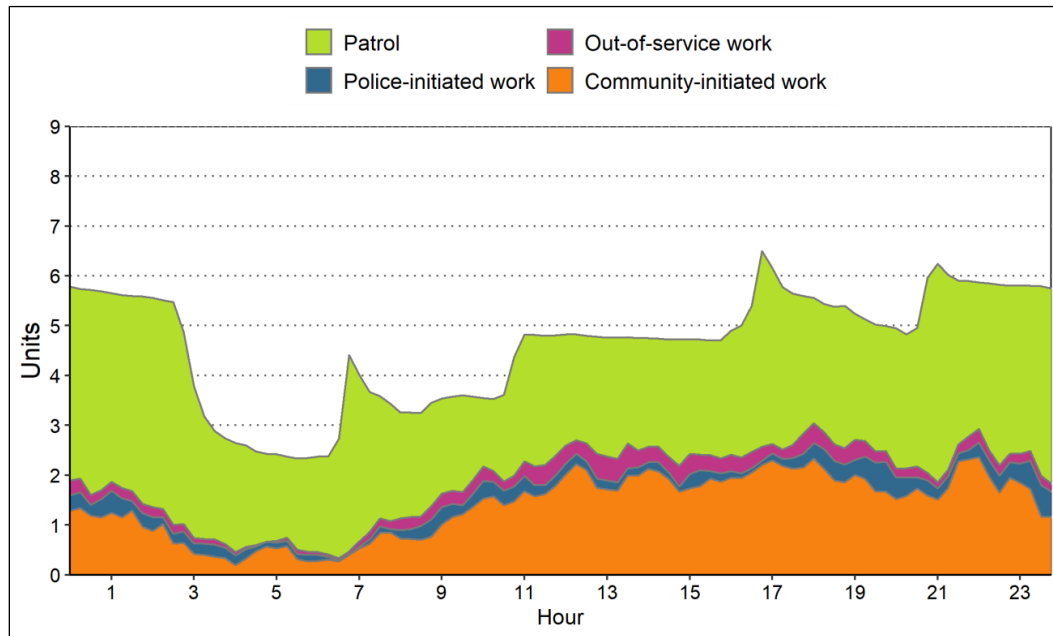
FIGURE 6-2: Workload Percentage by Hour, Summer 2022, Weekdays
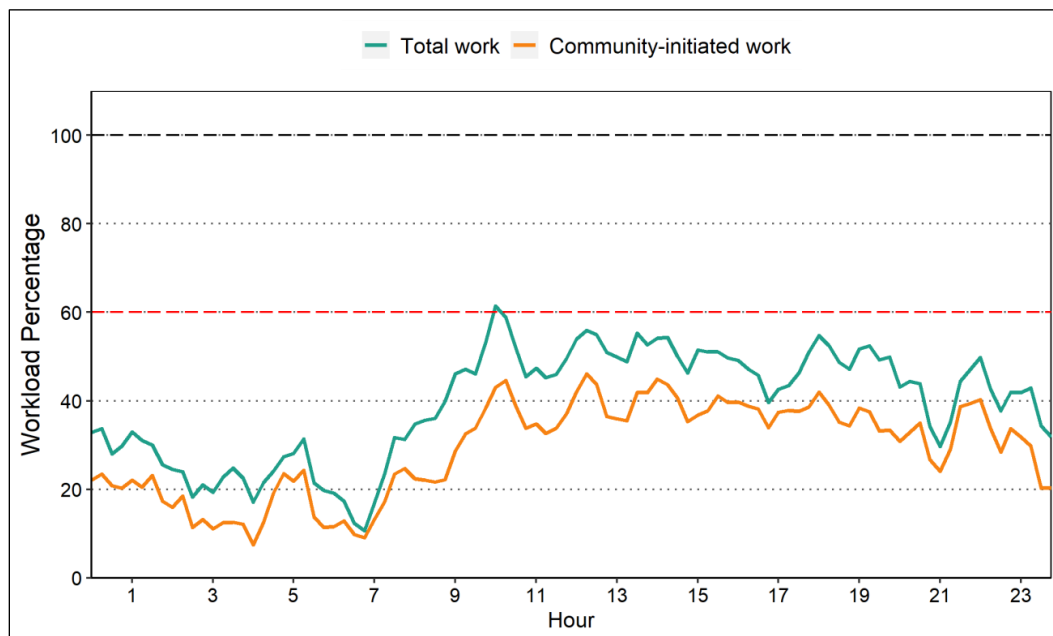
Workload v. Deployment – Weekdays, Summer

Avg. Deployment   4.6 officers per hour
Avg. Workload: 1.9 officers per hour
Avg. % Deployed (SI):   40 percent
Peak SI: 61 percent
Peak SI Time: 10:15 a.m.

Figures 6-1 and 6-2 present the patrol workload demands and SI for weekdays in summer. As the figures indicate, the SI exceeds the 60 percent threshold once between 10:00 and 10:15 a.m. The SI ranges from a low of approximately 10 percent at 3:30 a.m. to a high of 61 percent at 10:15 a.m., with a daily average of 40 percent.

Figure 6-1 illustrates the level of patrol staffing throughout the day with the light green area on the graph. According to the figure, patrol deployment averages approximately 4.6 officers during the weekdays in summer. Staffing fluctuates throughout the day with just over two officers during the overnight hours to in excess of five on average during the day and into the evening.

The workload demands from the Kalispell community present a typical daily distribution in policing. Call volume is low in the early morning hours and increases throughout the day, peaking in the afternoon and evening. The supply of officers also fits an expected pattern consistent with the three 10-hour shifts as they are configured. The workload, as represented by the Saturation Index, however, is moderate. Figure 6-2 illustrates that workload saturation stays below the acceptable threshold throughout the day. The one time that workload saturation exceeds the acceptable threshold is at 10:15 a.m.

Figure 6-2 also shows a fairly typical distribution of work with adequate patrol time in relation to community-initiated calls for service. Kalispell, like many departments, feels that officer administrative time, such as for report writing, is not accurately captured in these figures. We will discuss this later in this report.

The next six figures represent weekends in summer and then weekdays and weekends in winter. They illustrate similar patterns as those described above.

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FIGURE 6-3: Deployment and Workload, Summer 2022, Weekends
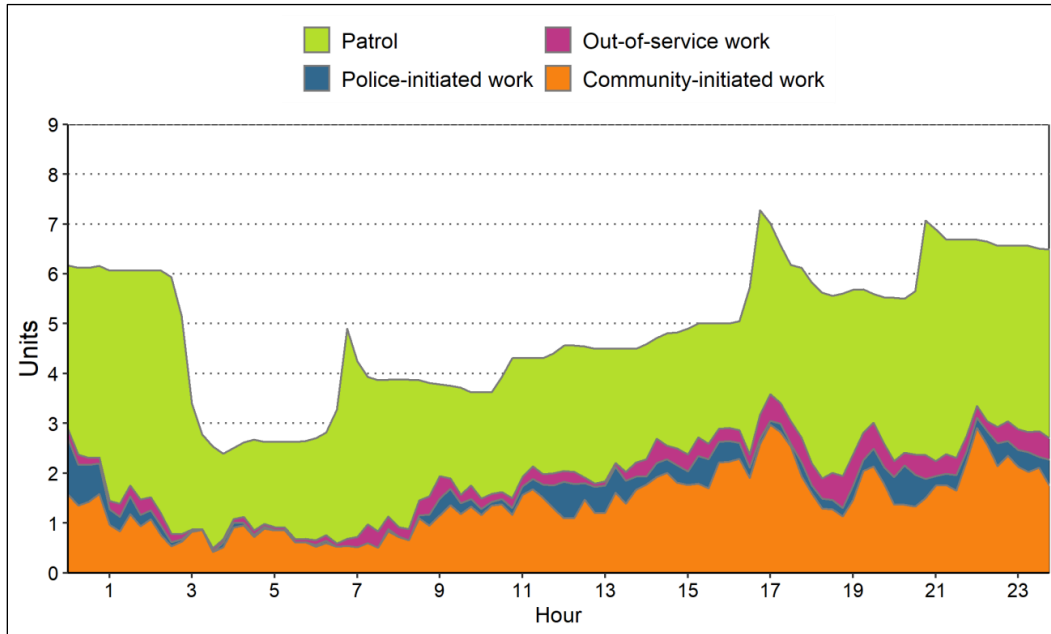
FIGURE 6-4: Workload Percentage by Hour, Summer 2022, Weekends
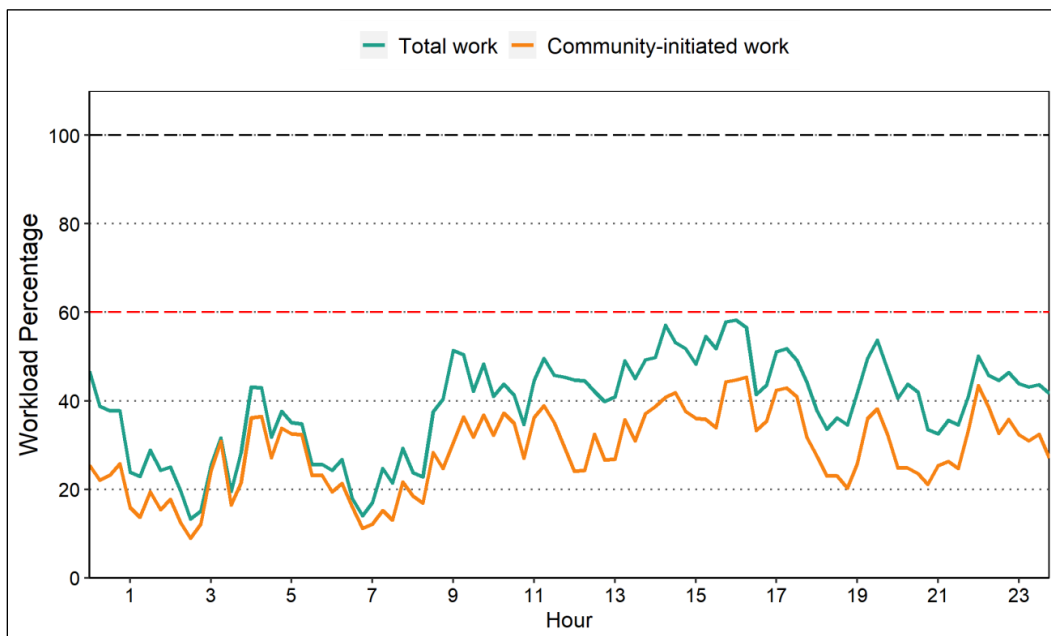
Workload v. Deployment – Weekends, Summer

Avg. Deployment:	4.9 officers per hour
Avg. Workload:	1.9 officers per hour
Avg. % Deployed (SI):	39 percent
Peak SI:	58 percent
Peak SI Time:	4:00 p.m.

Figures 6-3 and 6-4 present the patrol workload demands and SI for weekends in summer. As presented the workload never exceeds the 60 percent threshold. The SI ranges from a low of approximately 10 percent around 3:00 a.m. to a high of 58 percent at 4:00 p.m., with a daily average of 39 percent.

FIGURE 6-5: Deployment and Workload, Winter 2022, Weekdays
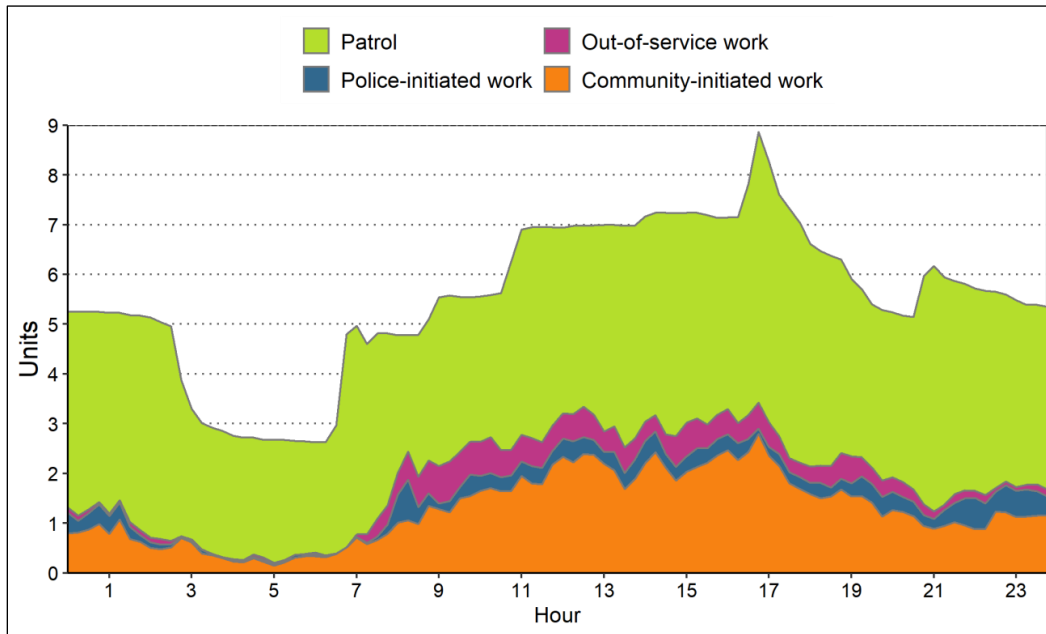
FIGURE 6-6: Workload Percentage by Hour, Winter 2022, Weekdays
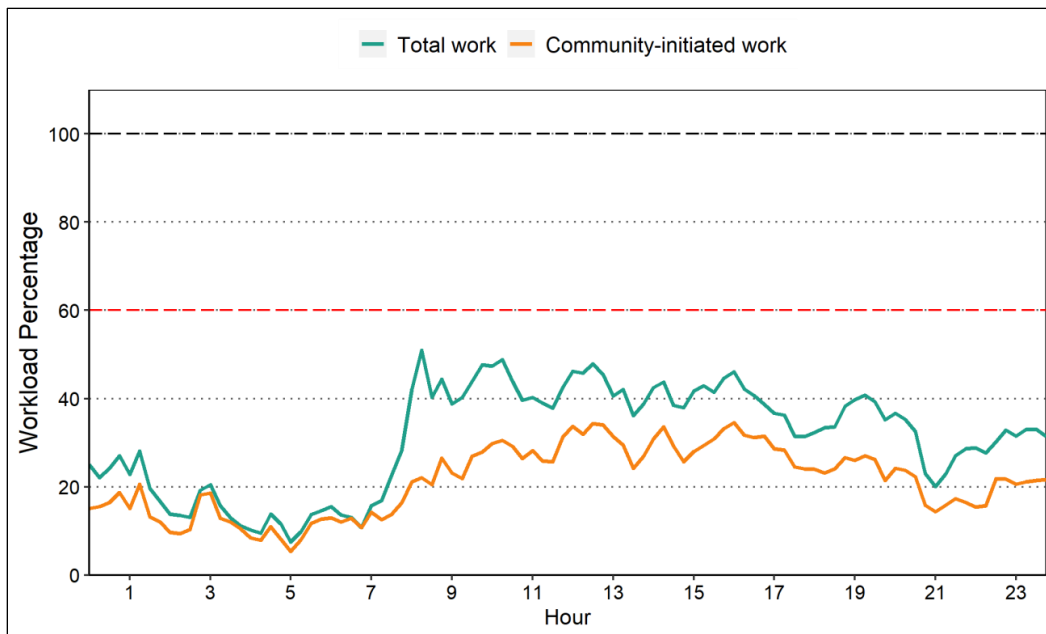
Workload vs. Deployment – Weekdays, Winter

Avg. Deployment: 5.5 officers per hour
Avg. Workload: 1.8 officers per hour
Avg. % Deployed (SI):   33 percent
Peak SI: 51 percent
Peak SI Time: 8:15 a.m.

Figures 6-5 and 6-6 present the patrol workload demands and SI for weekdays in winter. The workload never exceeds the 60 percent threshold. The SI sees a low of approximately 10 percent at 5:00 a.m. and hits a high of 51 percent at 8:15 a.m., with a daily average of 33 percent.

FIGURE 6-7: Deployment and Workload, Winter 2022, Weekends
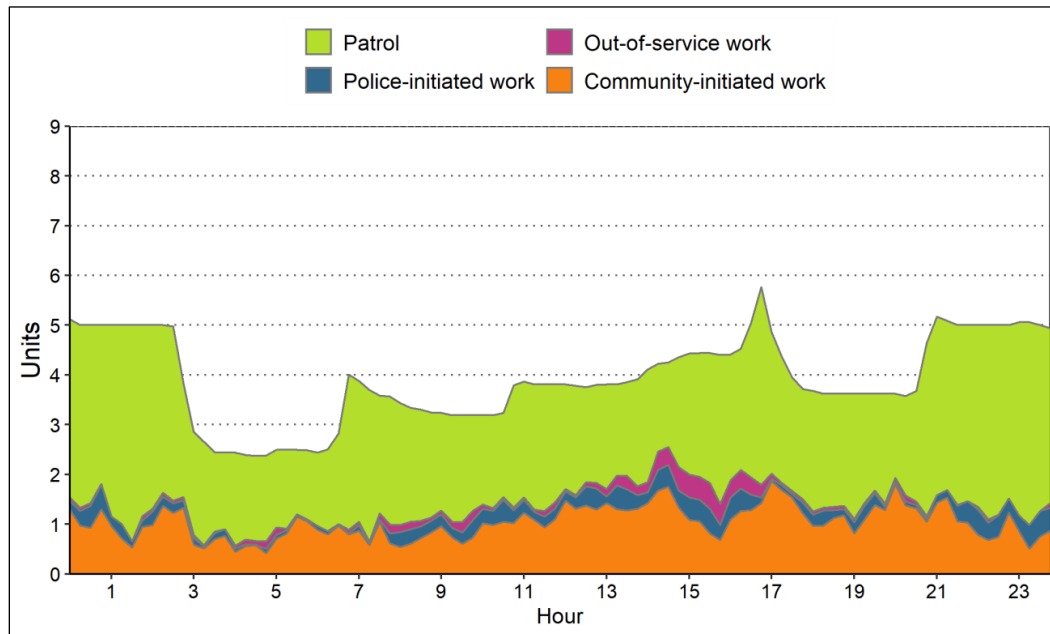
FIGURE 6-8: Workload Percentage by Hour, Winter 2022, Weekends
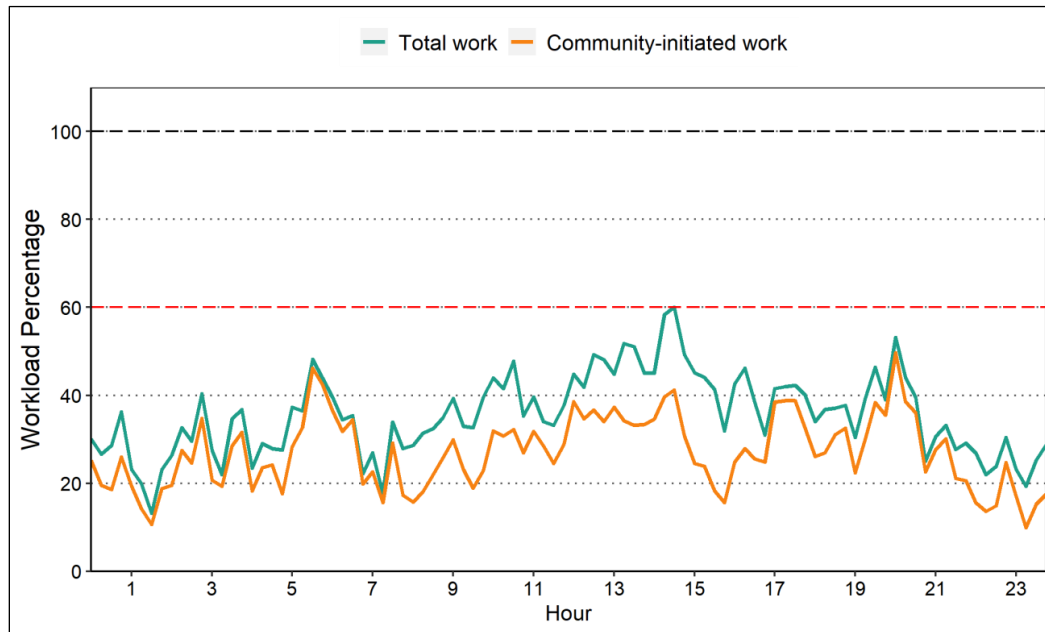
Workload v. Deployment – Weekends, Winter

Avg. Deployment:	3.9 officers per hour
Avg. Workload:	1.9 officers per hour
Avg. % Deployed (SI):	35 percent
Peak SI:	60 percent
Peak SI Time:	2:30 p.m.

Figures 6-7 and 6-8 present the patrol workload demands and SI for weekends in winter. The workload reaches the 60 percent threshold once. The SI ranges from a low of about 15 percent at 1:30 a.m. to a high of 60 percent at 2:30 p.m., with a daily average of 35 percent.

The following table summarizes the workload and deployment in the four periods observed.

TABLE 6-1: Summary of Workload and Deployment

	Summer Weekdays	Summer Weekends	Winter Weekdays	Winter Weekends
Avg. Deployment	4.6	4.9	5.5	3.9
Avg. Workload (No. of Officers Occupied):	1.9	1.9	1.8	1.4
Avg. % Deployed (SI):	40%	39%	33%	35%
Peak SI:	61%	58%	51%	60%
Peak SI Time:	10:15 a.m.	4:00 p.m.	8:15 a.m.	2:30 p.m.

When the 60 percent workload threshold is breached it means the workload is getting too high and officers then have a tendency to shift their focus from being proactive to being reactive. They do this because they want to be available for calls as they come in from the public, respond to emergencies, and be available to back-up their fellow officers. If service demands from work get high, officers will not seek out self-initiated activities that would pre-occupy them because they need to be available for other things that might be coming their way.

The workload demands from the Kalispell community present a typical daily distribution in policing. Call volume is low in the early morning hours and increases throughout the day, then returns to a lower level late into the evening. The supply of officers also fits an expected pattern consistent with the schedules configured in the KPD, although we do have concerns about weekend staffing as well as overnight staffing. Workload, as represented by the Saturation Index, however, is moderate, and the data suggest that there are ample resources on patrol to handle the workload.

Although the current allocation and deployment of personnel to patrol is sound, there are opportunities to make things more efficient and more effective and which would result in adding greater value to the community. Managing demand and supply in this context involves manipulating three "levers." First, the workload itself must be examined. What kinds of calls are the officers handling, can they be reduced, are there other mechanisms the division can take to minimize service demands placed on the officers?

The second step would be to examine shift schedules. Are the schedules designed in a way that puts officers on duty during the times when they are needed the most? Oftentimes adjustments can be made to better align the supply of personnel and the demand for their services.

The last step, after exhausting the first two, is to examine the number of personnel assigned to patrol. When workload is too high officers often resist proactive patrol, service quality to reactive CFS suffers, and the general negative outcomes of overwork and burnout manifest themselves.

All three of these steps are considered in the following analysis.

DEMAND MITIGATION

It was reported to the CPSM team at the time of the site visit that the department considers no call too small to warrant a response and no case is too small to warrant an investigation. CPSM recommends a more judicious approach that includes triaging certain types of CFS and attempts to redirect non-emergency calls away from patrol officers.

Effective and efficient management of patrol operations necessitates that CFS assigned to officers on patrol be minimized to preserve scarce police resources for emergencies. When examining options for the Patrol Division's direction, the city and the department face the choices of providing a full-service patrol response, versus taking steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. CPSM recommends that the department explore mechanisms to alleviate workload demands on patrol.

There are several major categories of CFS that should be examined with an eye towards drastically reducing or eliminating an immediate police response. It is also recognized that community stakeholders may not be in favor of eliminating any CFS from the police responsibility. Nonetheless, it is recommended that the KPD engage in a process where these CFS are examined and a determination made to either discontinue immediate response to certain calls or modify the approach to responding to these CFS.

The following table shows the call categories we used to examine KPD calls for service, the number of calls in each category, and the average time each call category required of KPD officer time.

TABLE 6-2: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated Minutes	Community-Initiated Calls	Police-Initiated Minutes	Police-Initiated Calls
Accident	34.8	1,284	38.9	39
Alarm	10.9	644	8.9	5
Animal call	17.9	504	11.1	9
Assist citizen	19.0	2,262	12.1	213
Assist other agency	30.2	961	28.6	86
Civil matter	25.7	286	13.0	27
Crime against persons	32.1	684	23.2	15
Crime against property	25.9	2,730	20.8	48
Crime against society	21.1	1,025	20.9	25
Disturbance	33.2	874	25.6	10
Investigation	17.9	4,613	17.1	635
Juvenile	35.7	109	18.3	5
Mental health	38.0	356	44.1	6
Miscellaneous	22.3	307	52.9	82
Ordinance violation	16.1	567	4.2	454
Proactive enforcement	15.6	309	9.4	2,939
Suspicious incident	18.0	1,920	13.9	107
Traffic complaint	15.3	853	10.8	58
Traffic stop	17.0	25	9.2	4,400
Warrant/prisoner	30.4	179	28.2	85
Weighted Average/Total Calls	**22.3**	**20,493**	**10.7**	**9,248**

The next table details the average number of units KPD assigned to each call category.

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TABLE 6-3: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.8	1,284	1.9	39
Alarm	1.9	644	1.2	5
Animal call	1.2	504	1.0	9
Assist citizen	1.2	2,262	1.2	213
Assist other agency	1.8	961	1.7	86
Civil matter	1.2	286	1.3	27
Crime against persons	1.4	684	1.3	15
Crime against property	1.7	2,730	1.5	48
Crime against society	2.0	1,025	1.8	25
Disturbance	2.9	874	2.7	10
Investigation	1.3	4,613	1.1	635
Juvenile	1.4	109	1.2	5
Mental health	2.1	356	1.3	6
Miscellaneous	1.2	307	1.3	82
Ordinance violation	1.3	567	1.0	454
Proactive enforcement	1.4	310	1.3	2,939
Suspicious incident	1.7	1,920	1.7	107
Traffic complaint	1.4	853	1.3	58
Traffic stop	1.9	25	1.3	4,400
Warrant/prisoner	1.9	179	2.0	85
Weighted Average/Total Calls	**1.6**	**20,493**	**1.3**	**9,248**

Tables 6-2 and 6-3 present information on the main categories of calls for service received from the public that the department handled during the period of November 1, 2021, to October 31, 2022. In total, division officers were 'dispatched' to approximately 20,493 calls during that twelve-month period, or approximately 56 calls per day.

To evaluate the workload demands placed on the division, it is useful to examine the number of CFS received from the public in relation to the population size. With a population estimated to be approximately 26,000, the total of 20,493 CFS translates to about 0.78 CFS per resident. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between .40 and 1.00 CFS per person per year.

Lower ratios typically suggest a well-managed approach to CFS, or a low level of service demands from the community. The value of 0.78 CFS/per person/year would suggest a reasonably well-managed process for triaging nonemergency calls and low service demands. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched.

It also appears, however, that the Kalispell Police Department could be more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. There are many categories of CFS that are non-emergency in nature and do not require an immediate response by the police. The bottom line here is that a substantial number of CFS dispatched to officers could be eliminated. This would free officers' time to address other

conditions present in the community as opposed to spending time at CFS at which their services are not essential. Sparing these officers from responding to non-emergency CFS allows them to remain available and on patrol in the community.

CPSM recognizes that triaging CFS will be a difficult undertaking. Community expectations might be inconsistent with changing the response protocols. However, this is an extremely critical area for the stakeholders in Kalispell to explore. This study presents the data, and an opportunity to evaluate this issue in a collaborative way to minimize the number of CFS handled by patrol officers in Kalispell and preserve scarce emergency resources. The following categories of CFS could be examined to reduce the response by the KPD.

False Alarms

False alarms are a source of inefficiency for police operations. The alarm industry strongly advocates developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. Ninety-eight percent of false alarm calls are caused by user error, which can be addressed by alarm management programs. The KPD responded to more than 649 alarm calls during the study period. The response to the overwhelming majority of these calls is undoubtedly an unnecessary and inefficient use of police resources.

Kalispell's alarm management program is based on an antiquated manual process, likely resulting in an underreporting of alarms and false alarm activations. Available data showed officers responded to more than 600 alarms in the study period, with undoubtedly most of them being false. The fees charged by the City of Kalispell Police for responding to a false alarm, as outlined in Section III of Ordinance No. 1094 as follows:

- A. The first false alarm in the calendar year is free.

- B. The fee for a second false alarm in the same calendar year is $20.

- C. The fee for a third false alarm in the same calendar year is $30.

- D. The fee for a fourth false alarm in the same calendar year is $40.

- E. The fee for a fifth and any subsequent false alarm in the same calendar year is $50.00. (Ord. 1311, 5-17-1999)

Currently, false alarms are not tracked in CAD using a disposition code. Instead, the process relies upon a Records employee manually scanning daily CAD calls and looking for potential false alarm activations. When one is found, the employee sends a letter and progresses through the scheme outlined in the City Code. This process could be automated by adopting a CAD code for officers to enter when they respond to an alarm that is a false alarm. The officers should be required to enter some brief information into the CAD system, indicating observations at the scene as to why the alarm may have been activated.

Once false alarms are accurately tracked, there are several alternatives for agencies to mitigate false alarm responses. The overall goal of any alarm reduction program should be to reduce the number of false activations, so officers are available to handle other calls. Another aspect of false alarm programs is designed to recover some costs expended by the city to respond repeatedly to poorly maintained or improperly operated alarms. Using contemporary software solutions will dramatically reduce the time spent tracking, billing, etc.

Some third-party companies with software solutions interface with an agency's CAD system and can administer an agency's false alarm program. Reductions in false alarm responses, increased cost recovery, and freeing up both sworn and non-sworn employee time are often benefits agencies experience when contracting with a third-party company. CPSM recommends KPD explore a third-party company to assist in administering a revamped false alarm response program.

In addition to false alarm fines, the KPD could take additional steps to mitigate false alarm responses. The KPD should consider analyzing data on false alarm activations. Undoubtedly, with a greater level of analysis, useful data will be uncovered. The KPD could identify problematic locations and alarm installation companies that generate false alarms and work with them to reduce or eliminate future occurrences. Also, KPD personnel could identify and visit high-frequency alarm violators to identify the reasons behind the false alarms.

In addition, some communities are enacting a double-call verification protocol. Under such a program, an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond.

Responding to false burglar alarms is an inefficient use of police emergency resources. The department should be more aggressive and explore avenues to minimize these responses to the greatest extent possible.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the KPD responded to about 1,300 motor vehicle accidents. This equates to 3.5 CFS per day and in most cases two sworn officers were dispatched to handle the service demand. CPSM recommends that the policy of responding to and investigating routine traffic accidents (property damage only, no criminality) by sworn officers be minimized or discontinued altogether.

Most accidents involve only property damage to vehicles and the role of an officer is simply report preparation. When injuries occur or vehicles are inoperable and blocking traffic, however, police response is important. Proper training of dispatchers and inquiries by dispatchers during the initial call-taking process can easily triage vehicle accident calls to determine which ones require a police response. Police departments around the country have discontinued assigning police officers to handle property damage-only accidents. CPSM supports this development and contends that dispatching police officers to all vehicle crashes is a policy that should be revisited.

As well, police departments across the country are utilizing non-sworn uniformed personnel to handle minor non-emergency calls for service. Individuals in these positions can provide support to sworn officers on patrol. Properly trained and equipped civilian personnel can respond to accident scenes and other non-emergency CFS and handle the incidents without the need of a sworn officer. In addition to traffic accidents, KPD also had about 900 CFS described as "traffic complaints," these were typically parking complaints, abandoned vehicles, or traffic hazards. Civilian employees would also be a good resource for these types of traffic-related CFS.

Whether it is demand reduction or deploying civilian personnel, adopting a more aggressive stance towards minor traffic accidents is necessary and will minimize the number of accidents dispatched to patrol officers. The combination of these approaches will result in a more efficient use of personnel resources.

CPSM recommends KPD reevaluate its response to traffic accidents and traffic complaints and when possible find a more efficient response to those types of call for service.

Traffic Enforcement/Traffic Stops

Traffic safety is an important part of the core mission of any police department. Similarly, complaints about traffic are generally the most frequent kind of complaint that the police receive from the public. Therefore, traffic conditions and reducing traffic crashes and injuries from those crashes is an important responsibility for the police.

During the period studied, the KPD engaged in more than 4,400 traffic stops. These account for approximately half of all officer-initiated CFS handled by the department. This is an enormous amount of activity, in both sheer numbers and in context of total work and signifies a very robust approach to traffic enforcement. It is not entirely clear, however, if this enforcement is contributing to any improvement in overall traffic safety in the community. The department did have concerns about the level of attention traffic violations receive in the community.

KPD used to have a traffic unit that consisted of a couple officers with a primary assignment of traffic enforcement. In fact, the department still has two motorcycles in its vehicle inventory that were ridden seasonally by these officers. After disbanding the unit to better staff patrol the department has experienced a 25 percent increase in traffic-related complaints. KPD believes these complaints are increasing because the public is not seeing the same level of proactive and visible presence dealing with traffic issues in the city. We are not able to verify this is the specific reason for the increase in complaints but it does underscore the need to have a robust approach to handling community concerns. CPSM supports the concept of dedicated traffic enforcement officers, but we also agree with the department that proper staffing in patrol is a priority in an agency balancing limited resources.

CPSM recommends that patrol officers engaged in making traffic stops leverage traffic crash data to focus enforcement efforts to the locations deemed most prone to accidents, and towards drivers deemed to be at the highest risk of causing them. Routine, or random, motor vehicle stops should be minimized. Without any direction about where to focus, or for what types of violations, officers are left to conduct this enforcement as their shift permits. It is this type of unfocused traffic enforcement that should be reevaluated. To the department's credit there does appear to be a more robust enforcement level on factors that cause traffic accidents over past years. Comparing citation data for the years 2019 through 2021 we observed that all categories of driving actions related to vehicle crashes, at-risk drivers, and DUI were on the rise. This is occurring although overall traffic citations has gone down.

Traffic safety should be part of the strategic emphasis of the entire department. Patrol officers need traffic intelligence to focus their enforcement activities. The city traffic engineer needs to be engaged to assess roadway sections to possibly improve their design or change signage to improve safety. And perhaps most important, at-risk drivers and at-risk driving behavior needs to be identified and engaged through both targeted enforcement and education.

Considering the KPD has a well-regarded school resource officer program, it would be a natural fit for these SROs to conduct traffic safety education courses. In addition, traffic safety could be a good opportunity for KPD personnel to engage the organized community by attending meetings to deliver traffic safety information.

Part of the traffic safety strategy must also include careful attention paid to the demographics of motorists stopped. Not only is it important that enforcement be focused, but it must also be free from discrimination and bias. The KPD is to be commended for the collection of this data.

Montana law requires that law enforcement agencies collect this data and have it available for inspection if asked by the State. KPD collects what is required by law.

OUT-OF-SERVICE TIME

Out-of-service activity is a category used to capture officer time when not on a citizen-initiated call for service, when not engaged in proactive officer-initiated activity, and not actively on patrol. The time involved with this out-of-service work is categorized in the following table. The various codes officers use to account for their time off patrol are in the table, but the specific activities related to these codes is uncertain. The highest two areas of usage were categorized by KPD as "busy" and "report writing." The term "busy" should be clarified to allow a better understanding of that officer activity.

TABLE 6-4: Activities and Occupied Times by Description

Description	Occupied Time	Count
10-19	46.6	259
Bike Patrol	17.9	10
Busy	43.4	791
Court related	34.5	151
Meeting	99.2	13
Patrol at schools	105.7	102
Range	43.9	33
Report writing	57.5	798
Special duties	31.2	60
At secure storage	69.5	34
Training	112.1	19
Vehicle maintenance	9.0	359
Administrative - Weighted Average/Total Activities	**46.0**	**2,629**
Meal - Personal	38.7	84
Weighted Average/Total Activities	**45.7**	**2,713**

Typically, officers will be out-of-service for one of many reasons. They could be on personal or meal break. They could be at court or other administrative hearing. They could be conducting follow-up investigations for offenses that they handled on that tour or a previous one. They could be attending in-service training during their shift. They could be writing reports related to the CFS they handle. They could be doing research related to operational initiatives they are involved in or following up on those initiatives. There could also be a general avoidance of patrol and an overabundance of "water cooler" activities with other officers. The exact nature of the out-of-service is not always clear. It is important for agencies to use these types of codes to track officer time and productivity but it is equally important to ensure that time is being accurately captured.

There are two codes here that warrant more discussion. The category of report writing is important to track. We often see that agencies do not do a good job at tracking this activity. The reason is usually related to beat integrity and an expectation that officers remain "available" for a call for service as much as possible. As a result, report writing is often done by officers while they are showing available for a call. During this evaluation period KPD recorded

798 incidents of officers showing themselves busy writing reports, this equates to about 2.18 times per day this activity is recorded by KPD officers. Broken down further this equates to only about 60 hours of officer labor attributed to report writing time outside of regular calls for service. The sheer numbers of calls would suggest this is not accurate and in discussions with KPD about this they agreed it was not accurate. KPD reported the culture of remaining in service during report writing was very much a department expectation that was baked into their culture.

After our initial discussions about this piece of data in December 2022, KPD communicated their concerns to their patrol staff and asked staff to ensure report writing outside of a CFS be accurately captured. During the month of January and February 2023, the results of tracked reporting writing in KPD jumped to 608 hours during those two months, a much more realistic number. This number was tracked internally by KPD by asking officers to use the busy code of "report writing" while engaged in that activity.

We encourage KPD to continue accurately capturing report writing time and we also recommend the department institute a busy code that reflects busy on report writing but also "available" for a service call. This will differentiate the officer's status. For instance, an officer could put themselves out as busy on reports meaning they are unavailable to break for a regular call for service. There are times an officer may be in their patrol unit writing reports and could set that report aside if any type of priority call needed a police response. In those cases, the officer could use a separate code ("10-10" in many agencies using the 10-code system) that would signal to the dispatcher the officer could be used if the call priority were important enough.

It is worth mentioning that in a perfect world, report writing time would be captured and digitally attached to the service call it involved. In other words, if an officer handled an assault call and took all the information for a report, the report writing time for that call would be captured in the assault call time. In reality, an officer handles the call and most of time goes back into service to be ready for the next call, the report is often written hours later and sometimes the following day. That reality creates the dynamic of capturing report writing time as a separate activity apart from the original call. If the time were accurately captured it would provide an opportunity for the department to better understand the workload implications of every type of call on average.

The second code that should be noted is the heavy use of the "Patrol at Schools." We made inquiries about this and learned that KPD has an expectation that officers spend extra patrol time before and after school hours to monitor traffic during student drop-off and pick-up for general safety and to address traffic concerns. To ensure this is being done in accordance with department and community expectations officers are told to capture that time in CAD. We believe this is good practice and demonstrates the department's reliance on CAD to accurately capture time in some instances.

A typical police department studied by CPSM will report about 15 percent of all committed work time will be related to out-of-service activities. In Kalispell the reported time is closer to 10 percent. KPD management does not believe this time is accurate and based on the report writing issue alone it is likely much closer to industry standards.

Effective report writing and operational planning are essential components of police work. Relentless follow-up is also critical. Empirical research suggests that crime clearance rates are significantly related to the quality of preliminary investigations. Officers on patrol should not be discouraged from using out-of-service time; however, they should be discouraged from engaging in wasteful and frivolous time away from patrol.

CFS EFFICIENCY

It appears that patrol beat integrity is a feature of CFS response in Kalispell. Officers are expected to handle the CFS that originate on their beats and having one officer leave their assigned beat to handle a CFS in another beat is frowned upon.

This approach has advantages and disadvantages. On the positive side, beat integrity ensures that the community has a uniformed patrol presence and that police officers do not get bunched up in areas of high CFS volume. It also ensures that officers "pull their own weight" and that slow or inefficient work of one officer is not displaced to other officers on patrol. On the negative side, maintaining beat integrity could contribute to extended response times and result in some officers working more than others depending upon their assignment. It is important to balance these competing issues. CPSM notes that in general beat integrity is a sound practice and the positives outweigh the negatives.

Consideration should be given to implementing a more rigorous approach to assigning CFS. Patrol supervisors should be more rigorous managing these assignments. Beat integrity, while valuable in certain respects, should not be so rigid that it compromises timely responses and the equal distribution of workload.

The following table shows CFS efficiency-related data from the Kalispell Police Department compared to the average of other departments assessed by CPSM (benchmark values).

TABLE 6-5: CFS Efficiency

Variable Description	Benchmark	Kalispell Police	KPD v. Benchmark
Patrol Percent	66.1	67.5	HIGHER
CFS Rate	1	0.78	LOWER
Avg. Service Time, Police CFS	17.7	21	HIGHER
Avg. Service Time, Public CFS	28.7	26	LOWER
Avg. # of Responding Units, Police CFS	1.2	1.3	SAME
Avg. # of Responding Units, Community CFS	1.6	1.6	SAME
Workload Percent, Weekdays in Summer	28.7	40.0	HIGHER
Workload Percent, Weekends in Summer	31.8	39.0	HIGHER
Workload Percent, Weekdays in Winter	26.6	33.0	HIGHER
Workload Percent, Weekends in Winter	28.4	35.0	HIGHER
Average Response Time, Summer	11.2	13.7	HIGHER
Average Response Time, Winter	11.0	13.0	HIGHER
High-priority Response Time	5.0	9.2	HIGHER

RESPONSE TIMES

Response times are among the biggest factors police departments face when measuring community satisfaction with the service they provide. Regardless of how well a department does in overall performance or how good of a quality investigation might have been conducted, a citizen's overall view of a police department is often based on the time it took for the department to initially respond to a call.

In the following figure we display the average response times for all calls that KPD responded to, regardless of priority during the winter and summer periods. The figure shows that overall response times are consistent during all times of the year; it also shows for both periods that response times are longest in the afternoon and taper down in the late evening and early mornings.

FIGURE 6-9: Average Response Times, by Hour of Day, Winter 2022 and Summer 2022
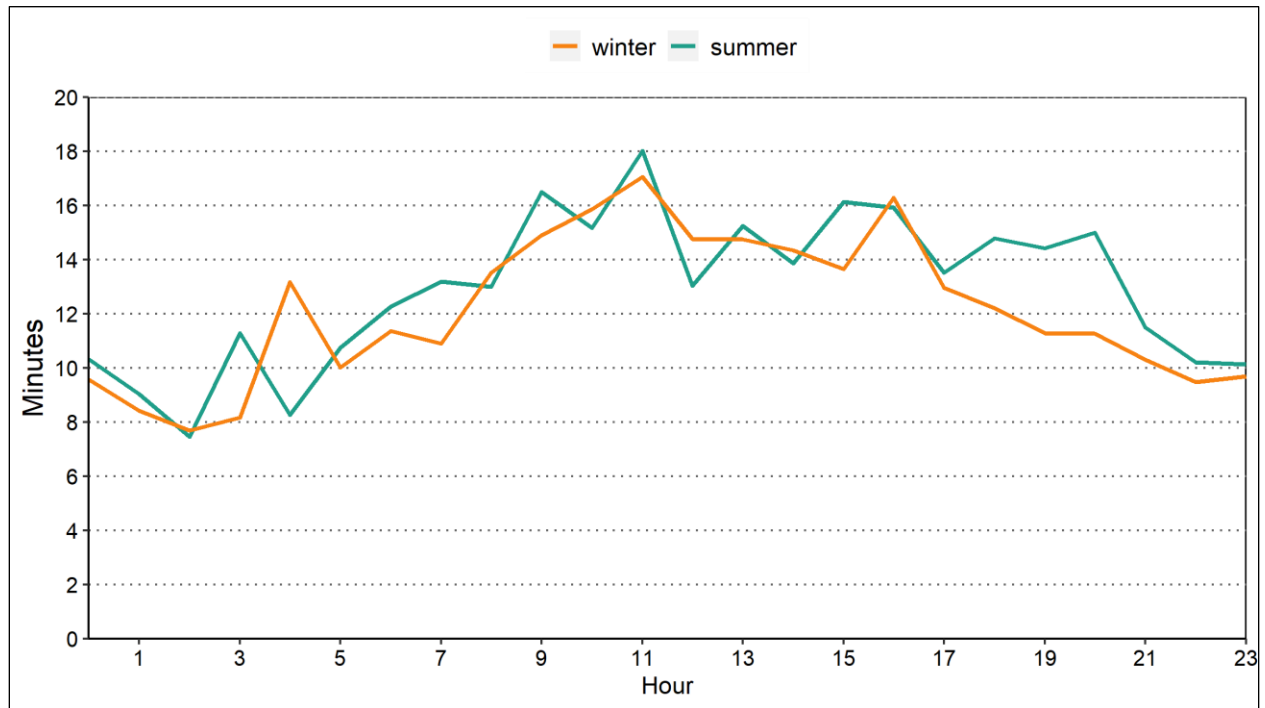
The following table lists the average response times for the various call categories in both winter and summer. Dispatch time is the total time it takes for a call to be received, entered into CAD, and dispatched to a unit. Travel time is average driving time from dispatch to arrival. Response time is the cumulative total of dispatch and travel time.

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TABLE 6-6: Average Response Time Components, by Category

Category	Winter Minutes			Count	Summer Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	4.6	6.4	11.0	160	5.6	6.1	11.7	175
Alarm	2.6	5.5	8.1	65	3.5	5.3	8.8	102
Animal call	12.1	7.6	19.7	42	10.7	10.5	21.1	55
Assist citizen	9.4	9.0	18.4	92	11.7	8.2	19.9	150
Assist other agency	5.4	5.3	10.7	78	5.4	5.8	11.1	114
Civil matter	5.7	10.8	16.6	9	10.0	10.3	20.3	14
Crime against person	11.3	11.6	22.9	27	11.1	9.2	20.3	40
Crime against property	5.6	6.2	11.8	331	8.1	7.3	15.4	259
Crime against society	4.5	4.9	9.4	85	6.2	6.0	12.2	166
Disturbance	3.3	4.2	7.5	126	3.0	3.9	6.9	134
Investigation	10.0	7.3	17.3	277	9.2	7.1	16.2	343
Juvenile	5.7	9.3	15.0	9	5.4	4.9	10.2	11
Mental health	6.5	8.7	15.2	39	4.0	6.2	10.2	46
Miscellaneous	8.2	4.9	13.1	14	7.2	7.6	14.8	15
Ordinance violation	10.7	6.0	16.7	54	13.5	6.8	20.4	67
Proactive enforcement	10.0	5.2	15.2	23	9.8	4.5	14.3	27
Suspicious incident	6.0	5.6	11.6	194	5.4	5.5	10.9	229
Traffic complaint	6.1	4.7	10.8	74	4.8	4.9	9.7	89
Warrant/prisoner	8.8	5.4	14.2	8	6.0	3.9	10.0	16
Total Average	**6.7**	**6.3**	**13.0**	**1,707**	**7.2**	**6.4**	**13.7**	**2,052**

Note: The total average is weighted according to the number of calls per category.

The following table shows the average response times by sector. As can be seen, all zones have a reasonably consistent total response time.

TABLE 6-7: Average Response Time Components, by Zone

Zone	Minutes			Calls	Area (Sq. Miles)
	Dispatch	Travel	Response		
Northeast	7.1	6.6	13.7	3,154	2.4
Northwest	7.2	6.4	13.6	4,302	6.5
Southeast	7.2	5.8	13.1	2,408	2.2
Southwest	8.0	6.4	14.4	2,180	1.6
Miscellaneous	8.9	6.0	15.0	237	NA
Total	**7.4**	**6.3**	**13.7**	**12,281**	**12.7**

The next table shows KPD's response to calls based on priority. The priority categories listed are used by KPD and its regional dispatch provider. For the purpose of this analysis we also separated out most injury traffic collisions.

TABLE 6-8: Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	90th Percentile, Minutes
	Dispatch	Travel	Response		
1-High	4.1	5.0	9.2	4,973	15.6
2-Structure	4.4	3.1	7.5	17	9.7
3-Medium	8.0	6.7	14.7	3,794	30.8
4-Low	13.1	8.5	21.7	2,159	50.2
7-Do Not Dispatch	8.4	6.8	15.2	1,338	36.2
Total	**7.4**	**6.3**	**13.7**	**12,281**	**30.0**
Injury accident	3.8	3.8	7.6	201	11.7

Note: The total average is weighted according to the number of calls within each priority level.

Separating calls for service by priority is a standard best practice in law enforcement. It allows agencies to determine what calls will take priority over others when there are competing demands for resources, and it can help agencies determine what types of calls can be held based upon a non-emergency status. Although call prioritization is a best practice there are industry inconsistencies of where certain calls are placed within that prioritization. For instance, all agencies will have any call involving an in-progress violent assault at the top of a prioritization scale. But calls involving property thefts, in progress or not, can be on different levels of the scale. This is an important distinction when measuring the response times to high-priority calls.

Police departments around the United States strive for a total response time of under five minutes for high-priority calls for service. Although some agencies will report response time as "driving" time only, the measure should be inclusive of total response time because that is what is important to the public. In the case of KPD, the response to high-priority calls at 9.2 minutes on average is higher than the national target benchmark of five minutes. However, high-priority calls also make up the single largest call category of all calls analyzed at 40 percent of all calls. This implies that KPD might be very good at responding to important calls that truly warrant an emergency response, yet those better response times are nullified by its manner of prioritizing calls.

In the preceding table we see that the response to injury traffic collisions is significantly faster than other high-priority calls, at 7.6 minutes versus 9.2 minutes. In Table 6-6 we see disturbances (i.e., potential fights or assaults) and alarms have a faster overall response than all high-priority calls (7 minutes and 8 minutes, respectively, vs. 9.2 minutes).

We believe it would benefit KPD to evaluate its call prioritization system to better align emergency calls requiring an expedited response from those calls that might be more routine in nature. During that evaluation, the department should work with the regional dispatch center to improve the "dispatch" time category for those calls that are truly the highest priorities. Dispatch centers usually have the capability to immediately recognize those urgent calls for service. In those cases, the dispatcher on the radio will start dispatching police officers toward the call while the call-taking dispatcher is still gathering information for the responding officers. This means that officers are already travelling to the call while the call processing piece is still taking place. This greatly reduces the "dispatch" time and allows for a much faster overall response to emergency calls.

It is likely that this practice occurs to some extent in Kalispell. However, the efforts to quickly and appropriately respond to those emergency calls is lost when so many calls are grouped into the high-priority category.

CPSM recommends KPD explore measures to reduce its response time to high-priority calls for service. We also recommend that KPD evaluate its call prioritization matrix.

PATROL RANK AND AUTHORITY

KPD has a traditional rank structure within the department and in patrol that is often observed in many departments. A captain leads the division, there is one lieutenant that serves in a variety of roles within the division, and there are shift sergeants and officers (regular officers and master patrol officers) who make up the shift staffing 24 hours a day, 7 days a week. The existence of these positions is commonplace, the roles of these positions warrant further discussion.

The master patrol officer (MPO) is a position that was created by KPD to recognize seniority and leadership within the police officer ranks. Officers that have attained a certain level of seniority and accomplished certain other department set goals are awarded the MPO designation. There is a pay stipend that each MPO receives for the position.

MPOs are sent to supervisor school and act as a "supervisor" on a shift in the absence of a regular sergeant. However, the position has no real authority and there is no expectation that MPOs will be spread equally throughout the various shifts for leadership coverage 24-7. MPOs select their shifts based on seniority with all other officers in the department. Under this system it would be possible to have all senior MPOs working during the week on dayshift while the youngest, least experienced officers would be working at nights on the weekend. Additionally, there is no requirement for an MPO to ultimately become a sergeant.

CPSM recommends the department evaluate the current practice with the Master Patrol Officer position.

In theory this is a good position, and many departments have a similar position. One solution to the inefficiency of the position for KPD would involve establishing the position as a Master Patrol Officer or Corporal rank in the department. This would be more of an official role in the department with limited supervisory authority. A stipend is already provided and making it a promotional rank would likely not add cost to the department. Having at least one position assigned per shift will require the employees to select shifts based upon their seniority at rank; this would place these personnel throughout all shifts. This would provide each shift with a sergeant and a corporal / MPO along with the other patrol officers. A policy that the sergeant and the corporal/MPO cannot take time off at the same time will minimize the chances the department will need to backfill supervision with overtime. Structured correctly, this position would be a steppingstone to prepare for a sergeant position in KPD.

The sergeant position in the KPD also warrants additional discussion. Undoubtably, sergeants are the shift supervisors and lead their shifts of officers in the department. However, the role of the sergeant in KPD is minimized from an authority standpoint. For starters, sergeants in patrol are assigned to a patrol beat and handle calls for service just as a patrol officer. There is little to distinguish them from a patrol officer except for the visible rank on their sleeve. Sergeants are challenged to proactively manage their shift and randomly spot-check officer performance on calls because they have their own patrol workload and calls to handle.

We also learned that sergeants do not approve reports completed by the officers. Sergeants will "accept" reports after reviewing them in the automated system and forward all reports, including their own police reports, to the Patrol captain for approval.

Although the position is supervisory in nature and each sergeant does have traditional supervisor responsibilities such as writing employee evaluations, all seven sergeant positions in KPD are working as officers more than they are acting in a supervisor capacity.

CPSM recommends KPD reestablish the sergeant position as a first-line supervisor and remove beat responsibilities from their workload.

Policing is a high-liability activity that takes place in every community in the United States. The actions of a police officer, when done incorrectly, can have drastic implications to the financial liability of a local government. Police departments have a paramilitary rank structure to ensure accountability is built into the structure of the agency. Sergeants are the first line of defense in protecting an organization against misconduct and unnecessary liability. Although this is an expectation in KPD, the fact that all sergeants are involved in the daily grind of handling the patrol and investigatory workload leaves less time to monitor officer activity, set quality control standards for work produced, and supervise on behalf of the department and the city.

Additionally, because sergeants in the KPD handle so many calls for service every day it skews the workload metrics in this report. Although sergeants in every agency spend time on calls, normally most calls are shouldered by the patrol officers and a sergeant's presence is secondary. Sergeants should rarely be burdened with writing routine police reports but should instead be responsible for ensuring the written work of the officers meets the quality expectations of the department and county / city attorney. A police report should not be forwarded to Investigations (or Records) for merging unless a sergeant has approved the report and there should be no need for a captain to approve the report after a sergeant has reviewed and "approved" it.

The KPD captain's role in patrol is a mix of traditional management and supervision. Because the captain is responsible for approving all police reports and monitoring the daily call activity in patrol there is far too much time spent doing duties that should be handled at the sergeant level. Correcting the role and authority of sergeants in the organization should give the captains the ability to refocus on overall division management and special projects related the future of their divisions and the KPD.

SCHEDULE

The KPD's main patrol force is scheduled on ten-hour shifts. This shift choice is based upon the agreement between the city and the union representing the police officers. Officers on patrol work four 10-hour shifts and have three days off each week. Sergeants have the same schedule.

Each shift is supervised by a sergeant, and officers have fixed days off. The days off are staggered throughout the week to provide consistent coverage, so the same group of officers/supervisors do not work together on a daily basis.

KPD also has minimum staffing numbers in place that are staggered throughout the day. Minimum staffing numbers change based upon an internal interpretation of busy times for patrol aligned with times that a new, overlapping shift may be coming on duty. Minimum staffing numbers provided to CPSM are shown in the following table.

TABLE 6-9: Patrol Minimum Staffing Strength by Time of Day

Time of Day	Minimum number of officers / sergeants
0700-1100	3
1100-1700	5
1700-2100	3
2100-0300	5
0300-0700	2

We understand KPD's reasoning for establishing these minimum staffing numbers. Having a flexible number allows the department to minimize the length of overtime shifts when officers are off work and overtime is needed to fill a shift. However, there is not a strong correlation to workload as observed earlier in this report.

Sometimes officer safety is presented as a reasoning for minimum staffing numbers, but that reasoning falls short when the overnight shift falls to just two personnel (including a sergeant). Swing shift, often a very busy time with problematic calls, falls to three officers for four hours. Another reason given for minimum staffing numbers is based upon the number of beats within a jurisdiction. In Kalispel there are four beats, meaning all beats would only be covered 12 hours per day. We believe the department should reconsider the 4-10 shift schedule and the department minimum staffing numbers.

Minimum staffing should be more consistent throughout the day. We are concerned with minimum staffing dropping to two officers during the overnight period. Although the call load overnight is very light, Kalispell is still a city of 25,000 people and a visiting population that can be much higher. Having just two officers on patrol makes it impractical and unsafe for officers to engage in any proactive policing out of concern there might be no officer available for a call that might come into the 911 center. This minimum should be at least two officers and one supervisor.

CPSM recommends KPD reconsider its minimum staffing numbers in patrol.

CPSM recommends KPD reconsider its shift configuration.

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.[1] The length of the shift is secondary to the application of that shift to meet service demands.

The 10-hour shift is very popular in policing in the U.S. This shift offers the advantages of not being as physically taxing as the 12-hour shift, and still offers an extra day off compared to the standard workweek. The study cited above also presented evidence that the 10-hour shift had the most positive work- and personal-related benefits compared to the other shifts studied.

The major disadvantage of a 10-hour shift plan is that is that it is difficult to schedule. Ten is not a factor of 24, so organizing the 10-hour shift into a 24-hour day presents challenges. Using the conventional three-shift patrol model creates six hours of additional shift time per day. Similarly, 10-hour shifts present challenges with scheduling days off. Providing police service requires around-the-clock coverage. Eight- and 12-hour shifts feature natural opportunities to create

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1. Karen L. Amendola, et al, *The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing* (Arizona, DC: Police Foundation, 2012).

rotating days on/off to adapt to the 24x7 service demands. Ten-hour shifts are cumbersome to schedule. For a standard workweek for an enterprise that is closed on weekends, there are no real challenges, but when applied to seven-day coverage the problems arise and days off get "shoe-horned" into place with no natural combinations available.

The 12-hour shift poses advantages and disadvantages as well. On the positive side, the 12-hour shift requires fewer work appearances for officers and supervisors. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 12-hour shift results in a greater percentage of officers working on any given day, thus more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift also affords a tight unity of command with supervisors and officers working together each shift. This promotes better supervision and better esprit de corps among employees.

PATROL SHIFT AND STAFFING OPTIONS

In order to address the issues presented by the structure of the current patrol schedule, the KPD could explore modifications to the schedule. The suggested modifications presented here will ensure that the KPD continues to meet demand while becoming more efficient.

Option 1 – 12-Hour Shift Schedule

One possibility for the KPD is to implement a 12-hour shift rotation. Police departments all around the country implement this shift length successfully. The major advantage of this schedule is that it maximizes the amount of resources that are available at any time during the day. At a minimum, 25 percent of the patrol force is working at all hours of the day. Another advantage is that the patrol squads work together at the same time as their supervisors, and always work together as a squad. Officers, therefore, have the same supervisor every day, and work with the same officers every day. This establishes unity of command and a high degree of esprit de corps with the squad. This shift rotation has disadvantages as well. With the patrol force divided equally into four squads, the same number of personnel are assigned to work every hour throughout the day. While the workload fluctuates throughout the day, the level of personnel assigned remains the same. This shift model requires 4 sergeants and 20 police officers deployed in squads as illustrated in the following table.

Leadership of these personnel would be provided by the sergeants acting as shift supervisors / commanders.

TABLE 6-10: 12-hour Shift Configuration

Squad	Shift	Sgt.	PO	Total
A	0600X1800	1	5	**6**
B	1800X0600	1	5	**6**
C	0600X1800	1	5	**6**
D	1800X0600	1	5	**6**
		4	**20**	**24**

Option 2 – Combination of 12-hour and 10-hour Shifts

This model involves two "sides" of patrol staffing. One group of officers would work Monday through Thursday on 10-hour shifts. The other group of officers would work 12-hour shifts on Friday, Saturday, and Sunday. There would be two squads that would work opposite each other.

A benefit to this schedule system is the 3-12 teams have make-up days every other week to complete their required FTE hours. This creates two days per month with every patrol officer working. This provides an ideal environment for department training or specialized operations to take place without the need to spend overtime. With the additional staffing it also provides patrol employees an opportunity to take time off that may be on the books without creating a need for overtime expenditures for the department (assuming mandatory training is not scheduled).

The other benefit is that the officers working 4-12s per week get the weekend off while the officers working the 3-10 weekend shifts get the additional day off every other week.

This staffing model is growing in popularity among departments.

TABLE 6-11: Combination of 10-hour and 12-hour Shifts

Squad	Hours Worked	Days Worked	Sgt	PO
A	0700X1700	M-Th	1	5
B	1600X0200	M-Th	1	5
C	2200-0800	M-Th	1	4
D	0600X1800	F, S, Su	1	5
E	1800X0600	F, S, Su	1	5

This option utilizes 5 sergeants and 24 officers.

One drawback to both of these scheduling options is the fact that officers from the different teams do not work with one another very often. This is problematic in two areas. One, there is a lack of communication that can occur between shifts. Officers working the 4-10s may be keenly aware of something that happened during their workweek, maybe searching for a certain suspect wanted for something serious that occurred early in the week. Unless that information is passed along to the weekend shifts those officers may come on duty unaware of what happened. It requires the department to be proactive in the sharing of information and requires departments to use briefing time accordingly. The second drawback is the emergence of two different cultures in a department. Again, this needs to be proactively managed in a department by keeping all sergeants in alignment with department expectations.

Option 3 – Current 4-10 Schedule

This option is provided to the department in the event KPD elects to keep its current 4-10 schedule. It is our understanding that the current schedule is a component of the labor agreement with the police officer's union; changing to a different scheduling system may not be possible without a contract modification. The schedule presented here is intended to provide a comparison of how many additional officers would be required to have the same number of officers scheduled each day compared to the two previous options provided.

TABLE 6-12: Current 4-10 Schedule Option

Squad	Hours Worked	Days Worked	Sergeants	Officers
A	0700-1700	Tues-Fri	1	5
B	1600-0200	Tues-Fri	1	5
C	2200-0800	Tues-Fri	1	4
D	0700-1700	Fri-Mon	1	5
E	1600-0200	Fri-Mon	1	5
F	2200-0800	Fri-Mon	1	4

This option requires 6 sergeants and 28 patrol officers to accomplish the similar daily shift staffing numbers provided by the previous options. Proponents of this scheduling option will point out that the number of daily labor hours with this option is greater than the other options since there is significant shift overlap of several hours each day. This is true as there is no way to avoid shift overlap since 10-hour shifts cannot equal 24 hours in the same way 8-hour or 12-hour shifts can. It is also true that the department is able to manipulate these schedules more by staggering days off for each officers and allow more officers off for partial shifts since there is overlap throughout the day. This is like KPD's current practice of changing its minimum staffing numbers throughout the day to account for those overlap periods.

If KPD keeps its current 4-10 system, the department may elect to schedule officers differently than is presented here. This is simply presented to show that scheduling 1 sergeant and 5 officers per shift can be accomplished with fewer FTEs assigned to patrol using alternative scheduling systems.

PATROL DIVISION SUMMARY

Based upon the Rule of 60 metrics discussed and presented in this report, the KPD Patrol Division is not overstressed by workload alone. However, we do not believe this tells the entire story for the workload dynamic in the division. We discussed areas of CAD data that do not accurately represent the workload; for example, report writing time alone is much higher that what has been captured in CAD. We also observed that sergeants are handling calls for service and offsetting the patrol workload with their involvement. It is important to transition sergeants into leadership roles supervising the shift and not getting involved in regular calls for service as a standard way of doing business.

Current patrol staffing includes one captain, one lieutenant, six sergeants, and twenty-one authorized police officers. Based on our experience the 4-10 / 3-12 shift combination is the simplest scheduling option and provides the greatest level of flexibility with additional staffing two times per month. This option calls for five sergeants versus the Patrol Division's current six sergeants supervising patrol. The configuration would also require an increase of three FTE positions in the Patrol Division.

In this report we also offered workload mitigation options that can positively impact patrol workload. The use of less expensive civilian employees can be a force multiplier and we believe would benefit the KPD.

We submit that creating two community service officer positions to augment the two created by converting the Animal Warden and Parking Enforcement Officer to CSOs would provide two

CSOs per shift on day shift 7 days per week. These CSOs would be able to handle animal-related calls, traffic-related calls, parking enforcement duties, and low-level report calls with no suspect information. These additional two CSOs could offset the recommended three additional police officers by two positions.

Thus, CPSM recommends KPD add three FTE positions to the Patrol Division. We would recommend those three FTE' be sworn officers at this time. However, future expansion of department personnel to augment patrol could be done with civilian community service officers.

Moving to the 4/10 – 3/12 shift configuration (Option 2) would leave an extra sergeant, as five sergeants would be required for patrol coverage. To account for this, we recommend in the short term this sergeant be reassigned to the property and evidence function to assist in getting the property room up to required standards. Once that assignment is completed this position should be reclassified as an administrative sergeant for the Patrol Division to assist with special projects, internal investigations, training, and patrol sergeant backfill when regular patrol sergeants are off for extended periods of time.

Of course, this can only be accomplished if the department chooses to change its shift configuration. If the department elects to stay with the current 4-10 configuration this sergeant will still be required for regular patrol duties.

Patrol Recommendations:

- CPSM recommends the KPD initiate a review of all "out-of-service" time usage to ensure it is not being used frivolously and encourage supervisors to strictly manage the practice to ensure officers are accountable for their time usage. (Recommendation No. 43.)

- CPSM recommends the KPD further explore the use of "busy" time and develop internal metrics or CAD cades to more accurately capture the nature of this activity. (Recommendation No. 44.)

- CPSM recommends the department continue to accurately track report writing time. (Recommendation No. 45.)

- CPSM recommends the KPD establish a CAD code that allows an officer to show busy on report writing while also being available for a service call. (Recommendation No. 46.)

- The tracking of false alarms should be automated through an entry in the CAD system, and officers should be required to enter basic observations and information to assist in automating the false alarm management program. (Recommendation No. 47.)

- CPSM recommends the department explore the use of a third-party company to assist in administering a revamped false alarm response program. (Recommendation No. 48.)

- CPSM recommends the KPD evaluate its response to traffic accidents and traffic complaints and when possible find a more efficient response to those types of calls for service. (Recommendation No. 49.)

- CPSM recommends the KPD embrace a data-driven approach to traffic safety and traffic enforcement. (Recommendation No. 50.)

- CPSM recommends the department explore measures to reduce its response time to high-priority calls for service. (Recommendation No. 51.)

- CPSM recommends the KPD evaluate its call prioritization matrix. (Recommendation No. 52.)

- CPSM recommends the department evaluate the Master Patrol Officer position. (Recommendation No. 53.)

- CPSM recommends KPD reestablish the sergeant position as a first-line supervisor and remove beat responsibilities from their workload. (Recommendation No. 54.)

- CPSM recommends KPD reconsider its minimum staffing numbers in patrol. (Recommendation No. 55.)

- CPSM recommends the department reconsider its shift configuration. (Recommendation No. 56.)

- If the department institutes the 4-10/3-12 shift configuration, CPSM recommends the KPD add three FTE positions to the Patrol Division. (Recommendation No. 57.)

- If the department institutes the 4-10/3-12 shift configuration, CPSM recommends the KPD utilize the sixth sergeant in patrol for special projects and administrative responsibilities. (Recommendation No. 58.)

- We recommend that at least one MPO / corporal position be assigned to each of the shifts. (Recommendation No. 59.)

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SECTION 7. OTHER PROGRAMS AND ACTIVITIES

SPECIAL WEAPONS AND TACTICS (SWAT)

The Kalispell Police Department participates in a regional team model for its SWAT needs. The Northwest Montana Regional SWAT team consists of police officers from Kalispell, Whitefish, Poulson, and the Flathead County Sheriff's Office. The current composition of the team includes the following:

- 1 Commander from Kalispell.

- 4 Team Leaders, two from Kalispell PD, two from the Sheriff's Office.

- 2 Operators from Poulson PD.

- 2 Operators from Whitefish PD.

- 11 Operators from the Sheriff's Office.

- 2 Canine Officers from the Sheriff's Office.

- 8 Operators from the Kalispell PD (2 currently vacant due to staffing).

- 4 Paramedics from Whitefish Fire.

The regional team is relatively new and was started within the last three years in response to the growing need for tactical resources throughout the county and region. A draft policy manual for the regional team is nearly complete but has yet to be adopted as official policy. MOU agreements exist between the county and other cities, but not the City of Kalispell. As the team was being formed, there were many unanswered questions, and the structure and personnel have continued to evolve over the last several months. The city has been actively engaged in these evolutions and has decided to wait on signing an MOU until the team settles into a permanent structure.

The team has been training two full shifts per month since its inception. It follows a detailed training plan that appears to meet all of the recommendations of the National Tactical Officers Association. The bi-monthly training is approved and documented by the current SWAT commander, a KPD captain. A software system is used to record the training and track the equipment inventory for the team. The team does not own the equipment; each agency purchases and assigns equipment to its members. The team uses two armored vehicles, one from KPD and one from the Sheriff's Office.

The Crisis Negotiation Team (CNT) operates separately from the regional team. Still, it Is under the same chain of command, the Kalispell PD captain, who functions as the regional team SWAT commander. The CNT team trains four times yearly and integrates training with the regional SWAT team whenever possible. It is difficult for all agencies to have the SWAT and CNT teams train together on the same day. All agencies are smaller organizations and must maintain adequate staffing to meet the needs of their daily responsibilities.

Based upon our review of the cumulative data from SWAT callouts, it appears there is a substantial need for a SWAT team in the area. With the Flathead County Sheriff's Office being

the largest agency in the county and Kalispell PD being the largest municipality, it makes sense that they contribute the majority of personnel to the team. The number and general type of callouts for the last three years are shown in the following table.

TABLE 7-1: Regional SWAT Callouts, 2020–2022

Year	High-Risk Search Warrants	Dynamic Tactical Incidents	Total Callouts
2020	2	18	20
2021	3	17	20
2022	6	12	18

Each callout the SWAT team has responded to represents a high-risk situation requiring advanced skills and equipment to resolve. Otherwise, less-tenured officers with advanced skills and equipment must handle these dangerous situations. Participation in the regional team also brings benefits in the form of tactical training that the SWAT officers can bring back to the rest of the agency. The experience that the KPD SWAT officers obtain and bring back to the organization is utilized in typical responses to calls in Kalispell, raising the level of safety and proficiency of the department.

Due to the small size of the police departments and Sheriff's Office in the area, we recommend the KPD continue participating in the Northwest Montana Regional SWAT team. We also recommend addressing a few issues to raise the team's performance level.

SWAT Recommendations:

- We recommend the KPD continue participating in the Northwest Montana Regional SWAT team. (Recommendation No. 60.)

- CPSM recommends the SWAT policy manual for the team be completed and finalized as soon as possible. (Recommendation No. 61.)

- The SWAT policy should include strict standards for team members' selection, training, and retention. (Recommendation No. 62.)

- The SWAT manual should be reviewed and signed off by the participating agencies' chief executive. (Recommendation No. 63.)

- KPD should actively pursue other agencies to join the team and provide additional resources so Kalispell can reduce its commitment proportionally over the long term. (Recommendation No. 64.)

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COMMUNITY ENGAGEMENT / MEDIA

The Kalispell Police Department appears to have a very good relationship with the community it polices. The employees within the department are deeply rooted in the community they serve, and department leadership appears to be civically engaged. There appears to be regular traditional engagements between the department at community events and meetings.

That said, the department's official media engagement and activity on social media is very limited. The department has a standard policy regarding traditional media engagement. However, there is no identified PIO in the department. All media communications effectively goes through the Chief of Police or a member of the command staff. Department members are discouraged from commenting to the media and are required to direct all media inquiries to management. There are no department accounts on social media platforms. The City of Kalispell maintains social media accounts and will distribute police department-related posts on the city platforms (Facebook and Twitter).

In our experience, departments that have robust social media and traditional media engagements are able to better navigate the public relations dynamic that comes with high-profile incidents. Regular exposure and practice on routine engagements becomes invaluable when a crisis may occur. Although KPD is very connected to the community, we believe it is lacking depth and experience in the area of media management. When a crisis occurs the department and the community will be evaluated both on the response as well as the management of the messaging related to that response. Having preestablished lines of communication and platforms will allow the department to communicate and be the "source" of information. Without that capacity the information void will be filled from elsewhere, which can lead to false information that may further exasperate the efforts of law enforcement managing a crisis.

We have encountered other jurisdictions where police department social media engagement has been minimized or discounted. Managing these platforms requires attention and effort. It can also create challenges when police messaging has unintended consequences. However, with effort and attention the benefits that go with proactive messaging, real-time engagement, and being able to "tell your story" versus relying on a news cycle far outweigh the challenges.

Establishing specific department social media accounts may require the KPD to work with the city and outline what individual accounts will post and how to coordinate department and city messaging.

Community Engagement / Media Recommendations:

- CPSM recommends the KPD work with the city to establish new guidelines for police social media engagement. (Recommendation No. 65.)

- If new social media accounts are implemented, we recommend the KPD establish a working group within the department that will be responsible for social media management and developing a robust policy to manage its platform(s). (Recommendation No. 66.)

FACILITIES

The Kalispell Police Department station is an older building that has been expanded and partially remodeled several times. The space was expanded into the City Hall building years ago, providing much-needed extra space. However, at this point the department has outgrown the current facility. In addition to being out of physical space, the building infrastructure, furnishings, and decor are well-worn and, in some cases, in poor condition and need substantial upgrading. The locker rooms, bathrooms, and other shared spaces need significant expansion and modernization. The female locker room is a converted bathroom in poor condition with inadequate space. Even if the entire station's space were modernized for maximum efficiency (opening walls, eliminating hallways, etc.), the space would not be sufficient to accommodate the needs of the KPD.

As noted in this report's section on property and evidence, multiple holding cells, closets, and other spaces have been converted to store property and evidence. None of these spaces meet current industry standards for evidence storage. The parking area for police vehicles is not secure as it is in the alley behind the station. During our site visit we learned of several officers being targeted when they exited the building, including one officer attacked with bear spray.

The facility needs are continuing to grow with the department, and as the condition of the current facility further deteriorates. CPSM recommends the City of Kalispell undertake a facility needs assessment and begin planning for a new police facility building. This recommendation is not taken lightly, as it will take time and a significant financial commitment from the city. However, the process should be started and funding pursued as the facility needs will only increase over time.

In addition to the building condition the KPD fleet is parked to the rear of the building in an unsecured alleyway. Aside from the security issues and concerns associated with the patrol fleet being unsecured the back door of the station goes directly into that unsecured area. From an officer safety standpoint this is not ideal as someone could be lying in wait for an officer to exit the station.

Facility Recommendation:

- CPSM recommends the City of Kalispell undertake a facility needs assessment and begin planning for a new police facility building. (Recommendation No. 67.)

FLEET

The city's Public Works Department manages the vehicle fleet for the Kalispell Police Department. The Police Department works with the city on vehicle purchasing and outfitting, while the Public Works Department handles all maintenance. Recently, the KPD contracted with a third-party vendor to assist in outfitting new vehicles with emergency response equipment. This change was in response to delays and other issues getting new vehicles adequately equipped on time through the city.

The police department has 35 vehicles in its fleet, comprised of 13 marked units, two police motorcycles, and various other vehicles. The other vehicles include utility trailers, an armored car, administrative vehicles, pool cars, and detective cars. Of the marked vehicles, the majority are hybrid Ford Explorers designed as police vehicles. During our site visit, staff reported that the hybrid vehicles required more maintenance and were out of service for more extended periods than the exclusively gas-powered Explorers. During our site visit, we were told there were

significant savings in fuel from using the hybrid Explorers. However, hybrid vehicles are relatively new as police vehicle offerings and have experienced some difficulty with heavy usage, resulting in additional downtime for maintenance. Officers reported multiple instances of waiting for other vehicles from the field before starting their patrol shift.

The city has had difficulty purchasing and taking delivery of new vehicles in the aftermath of the COVID pandemic. This difficulty is not unusual for agencies across the country. The supply chain issues related to vehicles, computer chips, and other emergency equipment have impacted most departments. These challenges, combined with repair issues on the hybrid vehicles, have caused a significant strain on the fleet.

The vehicles we observed during our visit appeared to have more wear and tear than most department fleets. It also appeared computers and other equipment were transferred from old vehicles being cycled out of the fleet into new vehicles coming into the fleet. Officers waiting in the station for vehicles to come in from the field is not a viable situation. A police vehicle fleet must be well-maintained and reliable for safe and efficient emergency responses. CPSM recommends the city and police department form an integrated committee to examine the Police Department's fleet and processes for improvements. The group should examine the type of vehicles purchased, the number of vehicles needed, how they are outfitted, and how they are maintained.

The overall condition of the KPD fleet was not good. Vehicles we observed had some body damage and had a generally unkempt appearance. We understand that our site visit was during the winter months and during those times cars do not get washed as often and winter road conditions undoubtably contributed to what we observed.

However, in talking with staff we learned that unexplained damage has occurred with the fleet. KPD does not have any official check-out procedure or any strong recordkeeping on who drives the cars and when, and no indication of the condition and mileage of those vehicles when taken out on a shift and returned at the end of the shift. There are some very simple solutions to this problem. For starters, the department should implement a sign in / out packet system in every unit. In this system, when an employee takes the unit out he / she will sign their name and record the mileage at the beginning of the. shift. The employee will also inspect the vehicle for damage against a diagram of the vehicle. Any anomalies, including scratches not already noted, should be brought to the attention of a supervisor. A supervisor will initial the damage notation and make the determination if the damage is significant enough to warrant further investigation. The previous driver should be noted on the log, giving the department a place to start its investigation of the origin of the damage.

At the end of the shift the employee will record the ending mileage and the process starts over for the next operator. This process only takes a couple minutes per day but provides much needed accountability for the fleet.

The second consideration should be given to some form of permanent / shared vehicles for the same employees each shift. With either of the scheduling options provided in this report officers can easily be platooned and drive the same vehicle every shift, usually shared with another officer who works the opposite schedule. Agencies that have implemented an assigned vehicle program have reported greater care of the fleet since officers have to drive the same unit each shift. Obviously, this option requires the department have a couple extra vehicles in reserve that can replace units when down for maintenance. Agencies that use this program usually keep older cars near retirement for this purpose.

Fleet Recommendations

- CPSM recommends the city and KPD form an integrated committee to examine the department's fleet and processes for improvements. The group should examine the type of vehicles purchased, the number of vehicles needed, how they are outfitted, and how they are maintained. (Recommendation No. 68.)

- CPSM recommends KPD implement a sign-out procedure for fleet vehicles for greater fleet accountability. (Recommendation No. 69.)

TRAINING

Newly hired police officers are sent to the Montana State Police Academy. The academy is a four-month residence program required for newly hired police recruits to become certified police officers in the State of Montana. After the academy training, the new officers participate in a field training program administered internally. The Patrol Division lieutenant coordinates the training for new and continuing officers. The command staff selects officers who provide the field training, and those officers attend training to become certified Field Training Officers (FTO). The new officers train for 16 weeks minimum with an FTO who oversees their daily activities and evaluates their performance weekly.

Training for all other officers is organized for one complete shift on the first Monday of every month (patrol overlap day). The training topics are planned to cover all state-mandated requirements and more. Regarding hours (not specific topics), one-quarter of KPD training will typically exceed two years of state-mandated training. The training is tracked in software maintained by the Patrol lieutenant. This robust training schedule provides opportunities for staff to train employees in regular proficiency skills. It also includes training in topical areas that arise throughout the year so the agency can continuously improve its capabilities. The training provided by KPD exceeds the level of training we observe in most departments of similar size.

The KPD police station has an indoor firing range in the basement of the building. The range was recently updated with new ventilation after high levels of lead exposure were discovered. In addition to upgrading the ventilation, the department has mandated only lead-free ammunition be used in the range, and each employee must participate in annual lead exposure testing. The department has assigned a range master who oversees all range operations. Employees are put through firearms training and qualification two times per year. In addition, employees can utilize the range and department ammunition to practice and build their shooting skills anytime.

The department also has an area in the basement with wrestling-style mats employees can utilize anytime to increase their defensive tactics skills. One officer in the department has advanced training in jujitsu and offers "mat time," where employees can participate and develop their ground-fighting skills. Jujitsu has become increasingly mainstream in police tactics training as its techniques have been shown to assist officers in controlling suspects more effectively with less injury to officers and suspects.

Senior officers eligible to become Master Patrol Officers are sent to basic supervisory training offered by the state. Often, new sergeants have attended the supervisor school years earlier when they were officers to qualify for the Master Officer program. There is no formal training specific to becoming a KPD supervisor. Some classes are occasionally offered to all supervisors, and sergeants may sign up when available. However, there is no formal training plan for KPD supervisors. CPSM recommends the department develop a formal training plan for supervisors.

Supervisors should be formally trained to handle personnel issues, evaluate subordinates, be influential leaders, etc. In addition, the department has historically done little toward executive development. One captain is scheduled to attend the FBI National Academy (FBINA) in Quantico, Virginia. This 10-week in-residence executive development school is an excellent start to a formal executive development program. However, the opportunity to attend the FBINA is likely not be available to all leaders in the department. CPSM recommends the Department establish a formal training plan for lieutenants and captains. Funding should be budgeted annually for attendance at various executive development opportunities. These training programs are essential for an agency to stay current on contemporary issues facing law enforcement.

Training Recommendations:

- CPSM recommends the department develop a formal training plan for supervisors. (Recommendation No. 70.)

- We also recommend the department establish a formal training plan for lieutenants and captains. (Recommendation No. 71.)

CRIME ANALYSIS

The Kalispell Police Department, in theory, has crime analyst duties integrated into the records clerk job description. As noted before, the employees in this position are not doing crime analysis work. The reason for this is not related to ability, it is related to work volume and unit capacity. The department does produce crime maps that are posted on the department website; these are auto-generated reports that are typically produced by one of the department volunteers. Although they provide a graphic for the public to see where crime might be happening, they do necessarily tell a story that would assist the department in crime fighting or officer deployment.

Crime analysis work can be complex if done correctly. True analysis work should provide a department with the intelligence needed to deploy officers in a predictive policing manner. Most departments that have an official crime analyst are not doing this type of work, they are producing reports that summarize crime that might assist in linking some cases together. Much of this work can be done within the tools that already exist in the department's CAD/RMS/LERMS system and does not require a true specialist in crime analysis. KPD personnel are also familiar enough with crime in the city to know where problems are and who may be causing those problems. It's not likely that full-time crime analyst will provide information officers do not already know from working patrol and paying attention.

We have made recommendations in this report to use data in select areas to drive enforcement work (traffic). We believe the department can start to generate these reports from the CAD/RMS with its existing staffing. We encourage the department to start doing this type of work and show that using data in fact improves the performance of the department before investing in a dedicated crime analyst position and software.

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COMMUNICATIONS

Flathead County Communications

Emergency communications, 911 calls, and dispatching are handled through the Flathead Emergency Communications Center. The Center is run as a Flathead County department and serves all of the police agencies in Flathead County. The Center was opened in June 2010 to consolidate the dispatch centers of the various agencies in the county. A special tax funding mechanism was created to form the Center and hire the staff. Kalispell residents pay for the Center through a specific restricted-use tax.

The Flathead Emergency Communications Center handles calls from all over Flathead County for the Sheriff's Office, three police departments, and approximately 20 fire districts and fire departments. The Center has 26.5 full-time equivalent dispatcher positions in its budget. It has only 14.5 positions filled, with four dispatchers in various training stages. Each dispatcher is a multi-disciplinary dispatcher trained in police, fire, and EMS. The Center's staffing is temporarily structured whereby four dispatchers are on duty at any given time. Each dispatcher handles a radio channel (1-Sheriff, 1-Kalispell, 1 for Whitefish and Columbia police departments, and 1 for fire). When staffing was better, and the Center had fewer vacancies, it staffed one person solely to answer calls as a call taker. However, due to the high number of vacancies, each dispatcher handles calls as they come in and they are available, in addition to taking radio traffic for their respective channel.

In autumn 2022, the Kalispell Police Department was asked by Flathead Emergency Communications Center management to start handling non-emergency calls and entering them into the CAD system for dispatching. Thus, for the last six months, the Center has been transferring non-emergency calls for service to the Records section of KPD. Records clerks have been handling Kalispell non-emergency calls and entering them into the CAD system. Once the calls are entered, the dispatch center can view the call electronically and dispatch a KPD officer. The Communications Center requested an emergency process change to assist with their staffing problems. When KPD agreed to handle non-emergency calls, the Communications Center went down from five dispatchers as minimum staffing per shift to four dispatchers minimum per shift.

The current situation of KPD handling non-emergency calls for the Center is not a safe or sustainable solution. The reductions of staffing in the Communications Center have removed the dedicated call-taker position and spread the call-taking burden to four dispatchers who are expected to monitor a radio channel at the same time. This dual responsibility of monitoring the radio channel and taking calls for another jurisdiction in a different discipline (law and fire) creates a structure where a first responder or community members' safety may be jeopardized during an emergency.

Currently, there are non-emergency times when first responders or community members are underserved by the Center when all the dispatchers are busy. There is a genuine possibility during simultaneous incidents in the County that dispatchers would not be able to adequately serve a first responder or community member during a life-threatening emergency. This structure simply has unrealistic expectations of the dispatchers if simultaneous incidents or multiple emergencies occur.

The Center indicates the number of applicants for vacant positions is down substantially. They believe the problems are temporary, and eventually they can get back to full staffing and restore some of the changes they have had to make during this critical time. Recently, the

Center created a video highlighting a dispatcher's job to boost interest in the vacant positions. It was evident the Center was not getting enough applications. Diagnosing the reasons for such a decrease in available staffing and difficulty in hiring is beyond the scope of this study. However, we believe the communications center could benefit from hiring a professional firm to assist in their recruiting and staffing challenges.

We recommend that the Flathead Emergency Communications Center contract with an assessment firm to undergo a comprehensive review of its operations to determine the best way to move the Center forward to fulfill its mission better. Again, assessing the communications center is outside the scope of this assessment but the operational shortcomings at the center are having a significant impact in KPD daily operations. The options available for Kalispell are limited as creating and staffing their own center is not practical and the funding paid by Kalispell residents for these services are allocated to the Center though the community's tax structure.

From the KPD perspective, there does not appear to be any relief in the short term, nor a plan for the Center to resume the full service it was intended to provide. Transferring calls from the Communications Center to KPD is inefficient and provides a lower level of service to Kalispell residents. Further, the records clerks are not compensated as dispatchers, and their normal workload suffers from handling these calls. CPSM recommends Kalispell City Management and policymakers engage with County management and policymakers in an effort to resolve the problem as quickly as possible.

Note: Just prior to this final report being published, we were advised by KPD management it had notified the Flathead Emergency Communications Center the KPD was going to stop accepting the non-emergency calls being routed to the department through the Center. We believe this is the best approach for KPD, based on the existing contractual obligations of the Center. However, our previous recommendations stand because the issues concerning the Center remain.

Communications Center / Dispatch Recommendations:

- We recommend that the Flathead Emergency Communications Center contract with an assessment firm to undergo a comprehensive review of its operations to determine the best way to move the Center forward to fulfill its mission better. (Recommendation No. 72.)

- CPSM recommends Kalispell City management and policymakers engage with Flathead County management and policymakers in an effort to resolve the problems in the Communications Center as quickly as possible. (Recommendation No. 73.)

TRAFFIC UNIT

During our engagement with KPD staff there was a desire expressed by management to reestablish a traffic unit within the department's daily / seasonal operations. A previous unit was disbanded several years ago due to the need to keep patrol properly staffed. The department does have two police motorcycles that are still in its fleet.

Part of the department's desire to reestablish the unit is based on the need to address the increased traffic and related issues during the warmer months when visitors to the Flathead Valley peak for tourist season. This is certainly a viable solution to proactively address those concerns, but we believe it is a management decision that should be considered after patrol staffing issues are addressed.

We make recommendations in this report concerning traffic collisions and traffic enforcement. Specifically, we noted that the department should reconsider responding to all collisions and writing reports on all crashes. We also recommend the department transition to a data-driven model for traffic enforcement.

Both of those recommendations will assist in alleviating the efforts and workload in this area of KPD operations. If these recommendations are implemented the department may see less of a need to allocate personnel specifically for a traffic unit.

We certainly support the notion of reestablishing a unit that would work seasonally on motorcycles to provide an additional visible presence in the community when traffic increases. However, we believe this can be accomplished with recommended staffing and after realizing the impact of workload mitigation measures to alleviate patrol workload.

FUTURE GROWTH

As noted earlier in this report, Kalispell has grown considerably in recent years. Although the spirit of Kalispell has a small town feel and mindset, the reality is growth has been a consistent factor the city and the police department must grapple with. Kalispell and the Flathead Valley overtook Bozeman as the fastest growing city in Montana as of the 2020 census. The projected growth in Kalispell is about 2 percent per year. The Flathead Valley, served by Kalispell, is continuing to grow at similar rates. This growth and the tax system in Montana has frustrated local officials. The city receives property taxes for those homes in the city but there is no sales tax in Montana and therefore the city is unable to recoup the expenses of providing public safety for the larger business, shopping, and tourist population in the city. Yet, that larger population is a strain on the resources of the KPD.

Anecdotally, KPD shared multiple stories with our team about policing these larger crowds. Large gatherings and full hotels have brought crime to the city and the Valley that just ten years ago was very rare. The north end of the city has new big box stores and is developing quickly; there is no inkling that the area was hunting grounds not too many years ago. The department has seen some growth that has accompanied the growth of the city. In 2000, the department size was reported to be 29 sworn employees, 14 less than today's authorized number. This growth in the department demonstrates the city's recognition that it must grow its public safety capabilities.

In this report we recommend additional sworn FTEs in Patrol and Investigations. We believe these additions will serve the agency and the city into the next several years.

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SECTION 8. SUMMARY

The Kalispell Police Department is a fine police department staffed with professionals who appear committed to the mission of providing quality service to their community. The focus of this report was primarily directed toward Patrol and Investigations staffing, with an overview of other functions that include department efficiency and structure. Some areas of the department, such as the property and evidence function, should be further evaluated as the challenges we observed are far more involved than can be covered in an overall big picture report of the agency.

This report does include recommendations to add personnel to the department. It was our intent to provide options to grow the agency in an efficient manner. As such there are opportunities to grow the agency with some civilian positions versus all sworn positions. Ultimately, this is a decision for the department and the city to make.

KPD uses very few civilians in an operational role. For agencies with that history and structure it is sometimes difficult to integrate non-sworn officer positions into the department knowing there will be interactions with members of the public. Policing can be a dangerous job at times and there is a comfort level in knowing the people we employ to go out and do the work have some capacity to defend themselves when necessary. We understand this concern, but we are also keenly aware of agencies all over the United States that have found efficiencies in the use of a civilian labor force to provide necessary service to their communities.

Police officer labor can be expensive, and public safety often takes a very large percentage of a municipality's budget. When departments need to expand to meet service demands and they are doing so in a tight budget environment, civilian employees in certain positions have proven to be a viable solution.

We also attempted to suggest some efficiencies within the labor force as well. Converting some positions out of their current siloed environments (i.e., animal warden) into a position that can, by job description, do far more will provide a greater level of use for those employees. These options also allow the department to focus more resources on a specific problem when necessary. For instance, if additional focus is needed for parking problems on the weekend, these options provide non-sworn employees working during those times to address those concerns without the need for overtime.

Finally, we observed that KPD is trying to provide a high level of service with a relatively small workforce. As new programs have emerged and become commonplace in policing in recent decades, many agencies, including the KPD, have simply absorbed those new functions into the agency by adding more responsibility onto certain positions. This dynamic causes agencies to have employees filling multiple roles that may not have existed just a couple years earlier. In some cases, programs are added without a strong infrastructure to support them. Body cameras and modem media management are perfect examples. Many larger agencies have built entire units to support these functions. KPD up to this point has not embraced social media and has simply integrated body cameras into the department without the deep infrastructure many agencies have.

In the case of KPD, we believe this mission creep has created a lack of oversight in certain areas of the agency. The Administrative Division and the property and evidence function are examples. Police managers inherently have a lot of responsibility. In the KPD, managers have a regular police workload that takes away from their ability to always see the big picture and

manage effectively and efficiently. Consequently, some areas have received very little managerial attention while those managers have been very busy with other types of workload.

It is our hope that the structural recommendations, aligned with recommendations to remove regular supervisory duties as well as caseload responsibilities from mangers, will allow the agency to move into the future with a greater level of oversight and managerial competency. We believe this will be an important step for the department and it is unlikely to be easy. Police officers inherently like to do police work. Officers who promote into management often struggle with the transition of managing police work versus doing police work. In KPD, this has not been a struggle up to this point because managerial roles are still very much policing roles with rank affixed to a uniform. As a result, oversight in certain areas is lax.

The Kalispell Police Department is a very high-trust organization, meaning the department has trust in its employees that everybody is doing their job the right way all the time. We have no reason to believe that anybody in the organization is anything other than what we observed and what we were told. But every organization that has been embarrassed by a scandal involving a bad employee had weak accountability systems in place to catch problems while they were small and before they became an embarrassment. The KPD needs stronger accountability systems in place, starting with front-line supervisors and working their way through the organization with greater checks and balances.

Finally, it was a pleasure working with the staff at the Kalispell Police Department. This type of process can sometimes be difficult with organizations. We found the employees at KPD to be engaging, willing to explore alternative ways of managing the department, and overall positive about their community and their department.

In closing, the following table and figure summarize the current and recommended positions in the Kalispell Police Department and provide a snapshot of the recommended realignment of department structure.

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TABLE 8-1: Current and Recommended Staffing Levels.

Position	Authorized FY 22-23	Recommended FY 23-24	Recommended FY 24-25	Change by FY 24-25
Chief of Police	1	1	1	
Captain	3	2	2	-1
Lieutenant	1	1	1	
Sergeant	7	7	7	
Police Officer / MPO	31	33	36	+5
Administrative Manager	0	1	1	+1
Records Management Specialist	1	1	1	
Administrative Assistant	2	2	2	
Parking Enforcement Officer	1			-1
Animal Warden	1			-1
Evidence Custodian	1	1	1	
Court Security Officer*	1	1	1	
Community Service	0	2	2	+2
Total	**50**	**53**	**55**	**+5**

Note: * See Recommendations regarding Court Security Officer

FIGURE 8-1: Proposed KPD Organizational Chart
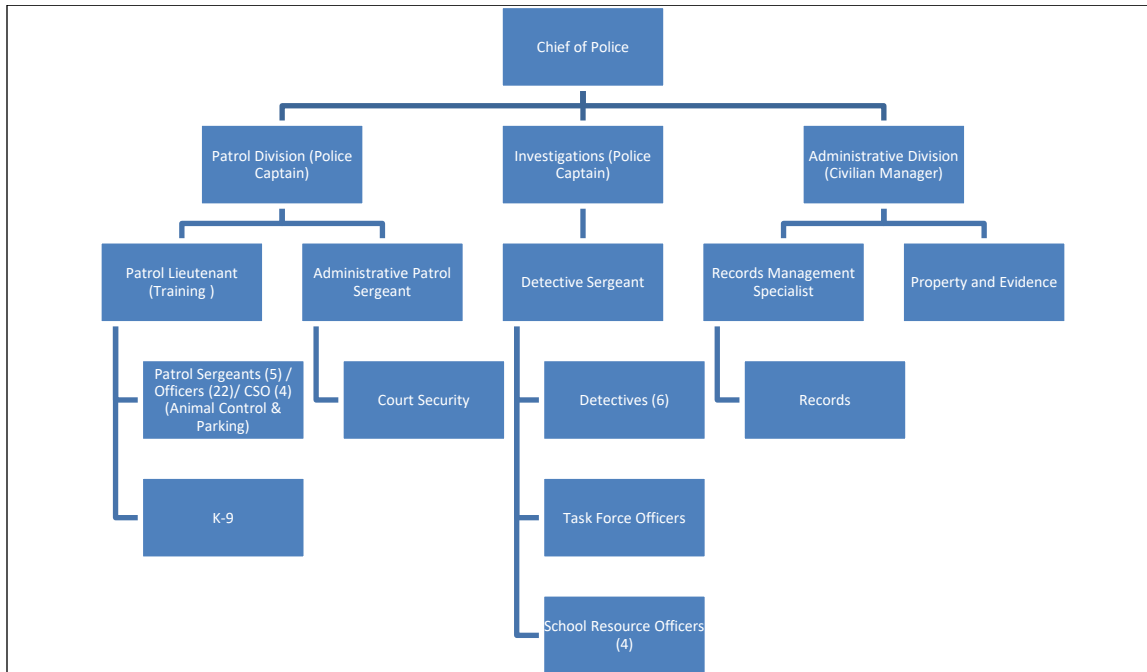
Note: The two administrative assistants should be redeployed. One should be assigned to Investigations and Administration, and one should be assigned to the Police Chief and Patrol captain.

SECTION 9. DATA ANALYSIS

This data analysis on police patrol operations for the Kalispell Police Department focuses on three main areas: workload, deployment, and response times. These three areas are related almost exclusively to patrol operations, which constitute a significant portion of the police department's personnel and financial commitment.

All information in this preliminary report was developed using data recorded by the Flathead 911 Emergency Communications Center's computer-aided dispatch (CAD) system.

CPSM collected data for one year from November 1, 2021, through October 31, 2022. The majority of the first section of the report, concluding with Table 9-9, uses call data for one year. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2022, or winter, and the second period is from July 7 through August 31, 2022, or summer.

WORKLOAD ANALYSIS

When CPSM analyzes a set of dispatch records, we go through a series of steps:

- We first process the data to improve accuracy. For example, we remove test records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.

- At this point, we have a series of records that we call "events." We identify these events in three ways:

  - We distinguish between patrol and nonpatrol units.

  - We assign a category to each event based on its description.

  - We indicate whether the call is "zero time on scene" (i.e., units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."

- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.

- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no unit time spent on scene and directed patrol activities.

In this way, we first identify a total number of records, then limit ourselves to patrol events, and finally focus on calls for service.

As with similar cases around the country, we encountered several issues when analyzing Kalispell's dispatch data. We made assumptions and decisions to address these issues.

- 3,804 events (about 11 percent) involved patrol units spending zero time on scene.

- One call lacked accurate busy times. We excluded this call when evaluating busy times and work hours.

- The computer-aided dispatch (CAD) system used approximately 129 different event descriptions, which we condensed into 20 categories for our tables and 10 categories for our

figures (shown in Chart 9-1). Table 9-20 in the appendix shows how each call description was categorized.

From November 1, 2021, and October 31, 2022, the communications center recorded approximately 33,545 events involving a responding patrol unit. When measured daily, the department was dispatched to an average of 91.9 patrol-related events per day, approximately 11 percent of which (10.4 per day) had fewer than 30 seconds spent on the call.

In the following pages, we show two types of data: activity and workload. The activity levels are measured by the average number of calls per day, broken down by the type and origin of the calls, and categorized by the nature of the calls (crime, traffic, etc.). Workloads are measured in average work hours per day.

CHART 9-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist citizen	Assist
Assist other agency	Assist
Crime against person	Crime
Crime against property	Crime
Crime against society	Crime
Disturbance	Disturbance
Animal call	General miscellaneous
Civil matter	General miscellaneous
Juvenile	General miscellaneous
Mental health	General miscellaneous
Miscellaneous	General miscellaneous
Warrant/prisoner	General miscellaneous
Investigation	Investigation
Ordinance violation	Ordinance violation
Proactive enforcement	Proactive enforcement
Suspicious incident	Suspicious incident
Accident	Traffic
Traffic complaint	Traffic
Traffic stop	Traffic

FIGURE 9-1: Percentage Events per Day, by Initiator
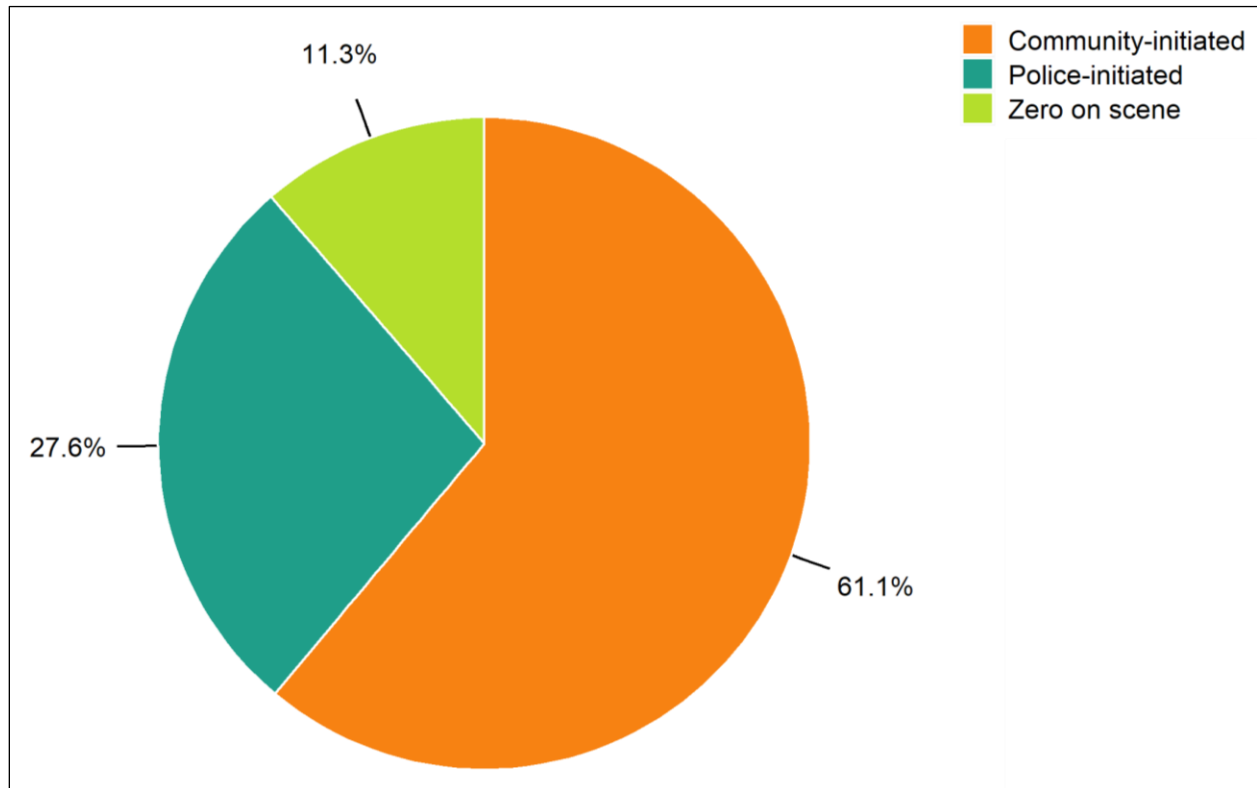
Note: Percentages are based on a total of 33,545 events.

TABLE 9-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	20,493	56.1
Police-initiated	9,248	25.3
Zero on scene	3,804	10.4
Total	**33,545**	**91.9**

Observations:

- 11 percent of the events had zero time on scene.
  - The majority (70 percent) of these calls were 911 hang-ups, extra patrols, and 911 misdials.
  - Patrol units spent 4,156 minutes on these 3,804 events, which averaged about 11 minutes per day.
- 28 percent of all events were police-initiated.
  - The majority (67 percent) of these calls were traffic stops, extra patrols, and business checks.
- 61 percent of all events were community-initiated.
- On average there were 92 events per day or 3.8 per hour.

FIGURE 9-2: Percentage Events per Day, by Category
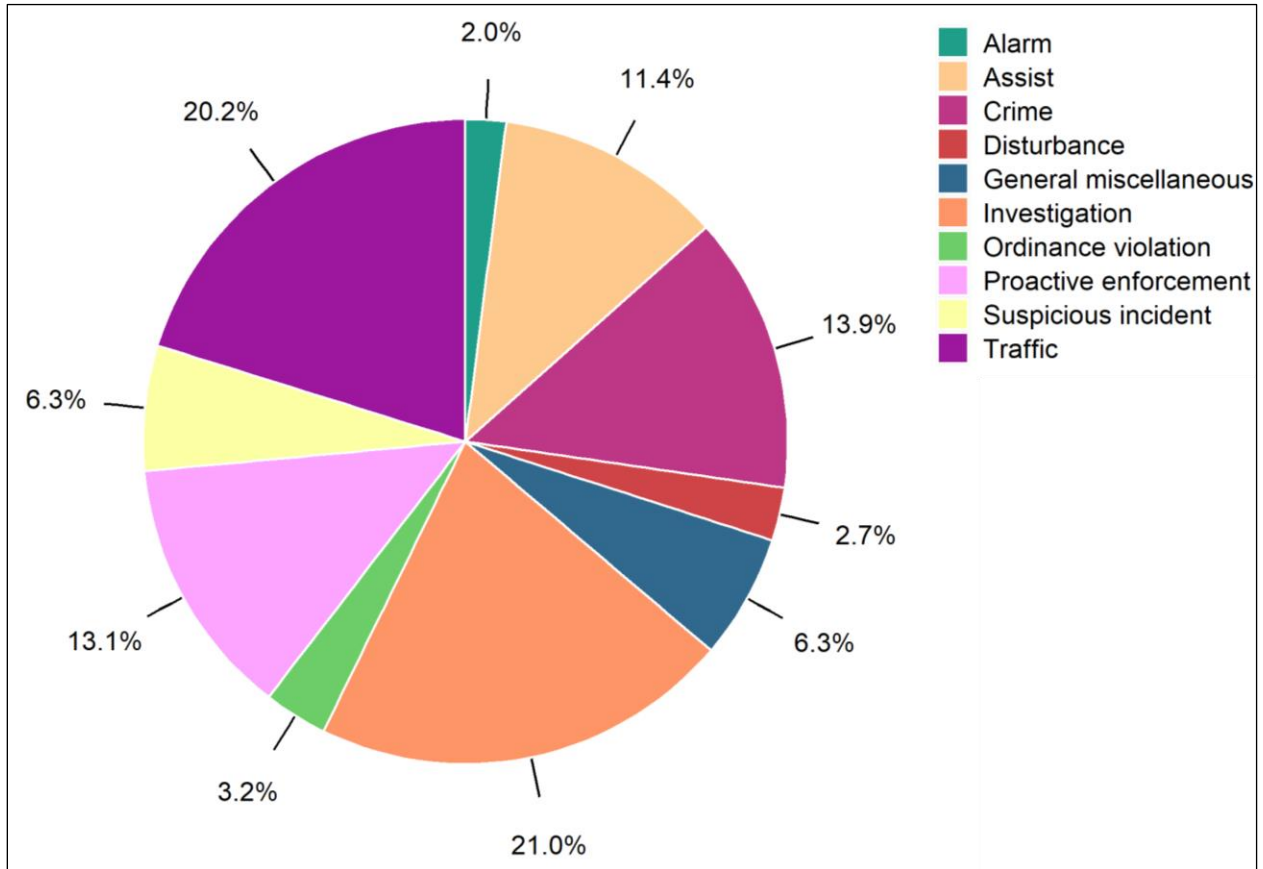
Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-2: Events per Day, by Category

Category	No. of Events	Events per Day
Accident	1,334	3.7
Alarm	681	1.9
Animal call	579	1.6
Assist citizen	2,728	7.5
Assist other agency	1,093	3.0
Civil matter	324	0.9
Crime against person	714	2.0
Crime against property	2,845	7.8
Crime against society	1,094	3.0
Disturbance	892	2.4
Investigation	7,059	19.3
Juvenile	115	0.3
Mental health	368	1.0
Miscellaneous	439	1.2
Ordinance violation	1,072	2.9
Proactive enforcement	4,391	12.0
Suspicious incident	2,102	5.8
Traffic complaint	997	2.7
Traffic stop	4,443	12.2
Warrant/prisoner	275	0.8
Total	**33,545**	**91.9**

Note: Observations below refer to events shown within the figure rather than the table.

Observations:

- On average, there were 92 events per day, or 3.8 per hour.
- The top four categories accounted for 68 percent of events.
  - 21 percent of events were investigations.
  - 20 percent of events were traffic-related.
  - 14 percent of events were crimes.
  - 13 percent of events were for proactive enforcement.

FIGURE 9-3: Percentage Calls per Day, by Category

Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-3: Calls per Day, by Category

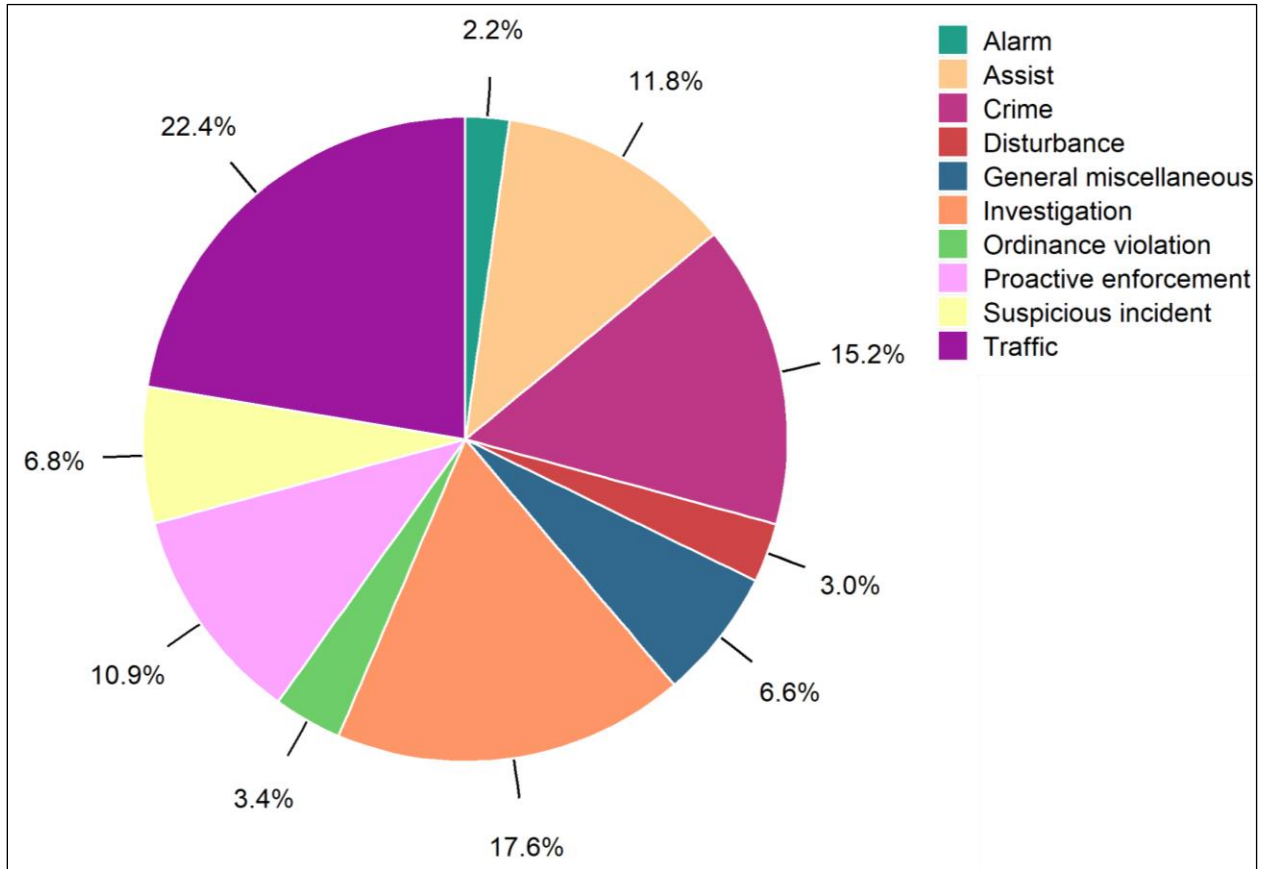| Category	No. of Calls	Calls per Day
Accident	1,323	3.6
Alarm	649	1.8
Animal call	513	1.4
Assist citizen	2,475	6.8
Assist other agency	1,047	2.9
Civil matter	313	0.9
Crime against person	699	1.9
Crime against property	2,778	7.6
Crime against society	1,050	2.9
Disturbance	884	2.4
Investigation	5,248	14.4
Juvenile	114	0.3
Mental health	362	1.0
Miscellaneous	389	1.1
Ordinance violation	1,021	2.8
Proactive enforcement	3,249	8.9
Suspicious incident	2,027	5.6
Traffic complaint	911	2.5
Traffic stop	4,425	12.1
Warrant/prisoner	264	0.7
Total	**29,741**	**81.5**

Note: The focus here is on recorded calls rather than recorded events. We removed 3,804 events with zero time on scene.

Observations:

- On average, there were 81 calls per day, or 3.4 per hour.

- The top four categories accounted for 67 percent of calls:

  - 22 percent of calls were traffic-related.

  - 18 percent of calls were investigations.

  - 15 percent of calls were crimes.

  - 12 percent of calls were assists.

FIGURE 9-4: Calls per Day, by Initiator and Month
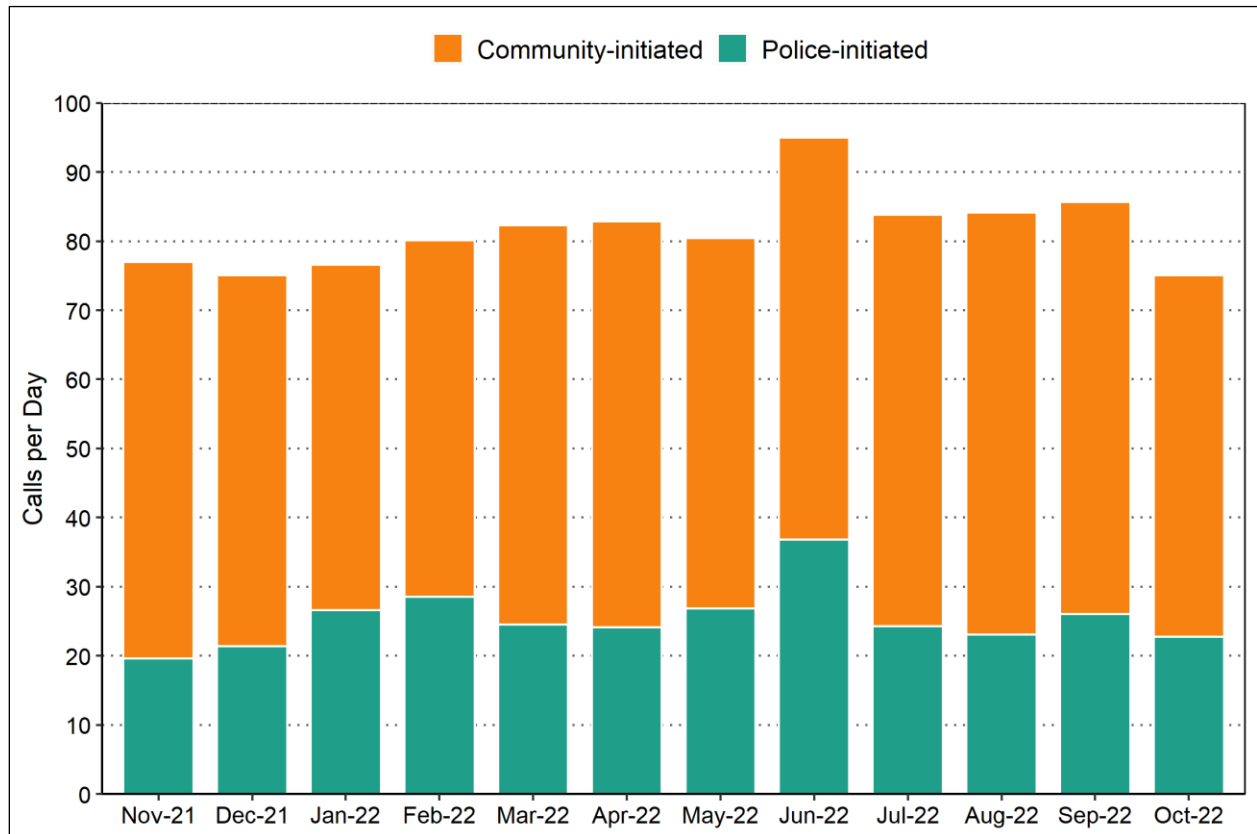
TABLE 9-4: Calls per Day, by Initiator and Months

Initiator	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Community	57.4	53.6	50.0	51.6	57.8	58.8	53.6	58.2	59.5	61.1	59.7	52.3
Police	19.6	21.4	26.6	28.5	24.5	24.1	26.8	36.8	24.3	23.1	26.0	22.8
Total	**77.0**	**75.1**	**76.6**	**80.1**	**82.3**	**82.9**	**80.5**	**95.0**	**83.8**	**84.1**	**85.7**	**75.0**

Observations:

- The number of calls per day was lowest in December and October.

- The number of calls per day was highest in June.

- The months with the most calls had 27 percent more calls than the months with the fewest calls.

- June had the most police-initiated calls, with 88 percent more than November, which had the fewest.

- August had the most community-initiated calls, with 22 percent more than January, which had the fewest.

FIGURE 9-5: Calls per Day, by Category and Month
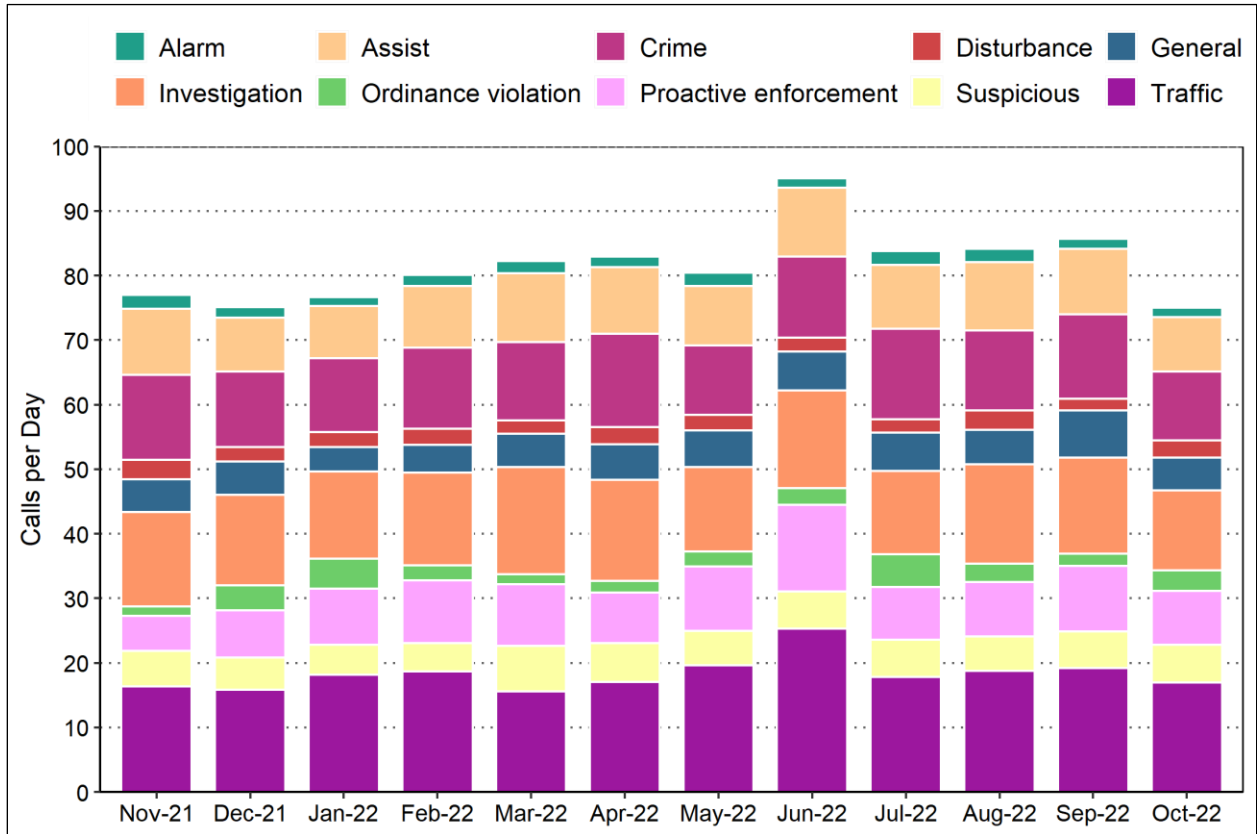
Note: The figure combines categories in the following table according to the description in Chart 9-1.

TABLE 9-5: Calls per Day, by Category and Month

| Category	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Accident	3.5	4.7	3.4	3.4	2.8	2.9	3.1	3.5	4.2	4.1	4.3	3.8
Alarm	2.2	1.6	1.4	1.8	1.9	1.6	2.1	1.4	2.2	2.1	1.6	1.5
Animal call	0.9	0.8	0.8	1.1	1.1	1.0	1.7	1.5	1.7	1.9	2.2	2.1
Assist citizen	6.4	5.8	5.9	6.5	7.9	7.1	6.5	7.7	7.3	7.3	6.7	6.2
Assist other agency	3.8	2.5	2.2	3.0	2.7	3.3	2.7	3.0	2.6	3.2	3.4	2.2
Civil matter	0.6	1.0	0.8	0.8	0.9	0.9	1.0	0.9	0.9	0.9	1.1	0.5
Crime against person	2.3	1.8	1.3	1.4	2.1	2.5	1.7	2.1	2.1	2.0	1.9	1.9
Crime against property	8.4	7.3	8.3	9.1	7.4	8.9	6.5	6.9	7.8	6.7	7.7	6.5
Crime against society	2.5	2.6	1.9	2.0	2.7	3.1	2.5	3.5	4.1	3.8	3.5	2.3
Disturbance	3.0	2.3	2.3	2.5	2.1	2.6	2.5	2.2	2.1	2.9	1.9	2.7
Investigation	14.6	14.1	13.5	14.3	16.6	15.7	13.0	15.2	12.9	15.4	14.9	12.4
Juvenile	0.4	0.5	0.3	0.2	0.3	0.3	0.2	0.2	0.3	0.2	0.4	0.4
Mental health	1.2	1.0	1.1	0.7	1.1	0.7	0.8	1.2	0.9	1.1	1.2	1.0
Miscellaneous	1.1	0.8	0.5	0.9	0.8	1.8	1.0	1.3	1.3	0.6	1.8	0.9
Ordinance violation	1.5	3.9	4.6	2.4	1.5	1.8	2.3	2.6	5.0	2.8	1.9	3.2
Proactive enforcement	5.4	7.3	8.6	9.7	9.6	7.9	10.0	13.4	8.2	8.4	10.2	8.3
Suspicious incident	5.5	5.0	4.7	4.4	7.1	6.0	5.4	5.8	5.8	5.4	5.7	5.8
Traffic complaint	2.3	2.6	2.3	2.1	2.1	2.1	2.5	2.8	2.6	3.2	2.5	2.8
Traffic stop	10.5	8.5	12.5	13.2	10.7	12.0	13.9	19.0	11.1	11.5	12.4	10.4
Warrant/prisoner	1.0	1.0	0.5	0.6	0.9	0.9	0.9	0.8	0.8	0.6	0.6	0.2
Total	**77.0**	**75.1**	**76.6**	**80.1**	**82.3**	**82.9**	**80.5**	**95.0**	**83.8**	**84.1**	**85.7**	**75.0**

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 53 and 57 percent of calls throughout the year:

  - Traffic calls averaged between 15.5 and 25.3 calls per day throughout the year.

  - Investigation calls averaged between 12.4 and 16.6 calls per day throughout the year.

  - Crime calls averaged between 10.7 and 14.5 calls per day throughout the year.

- Crime calls accounted for 13 to 17 percent of total calls.

FIGURE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator
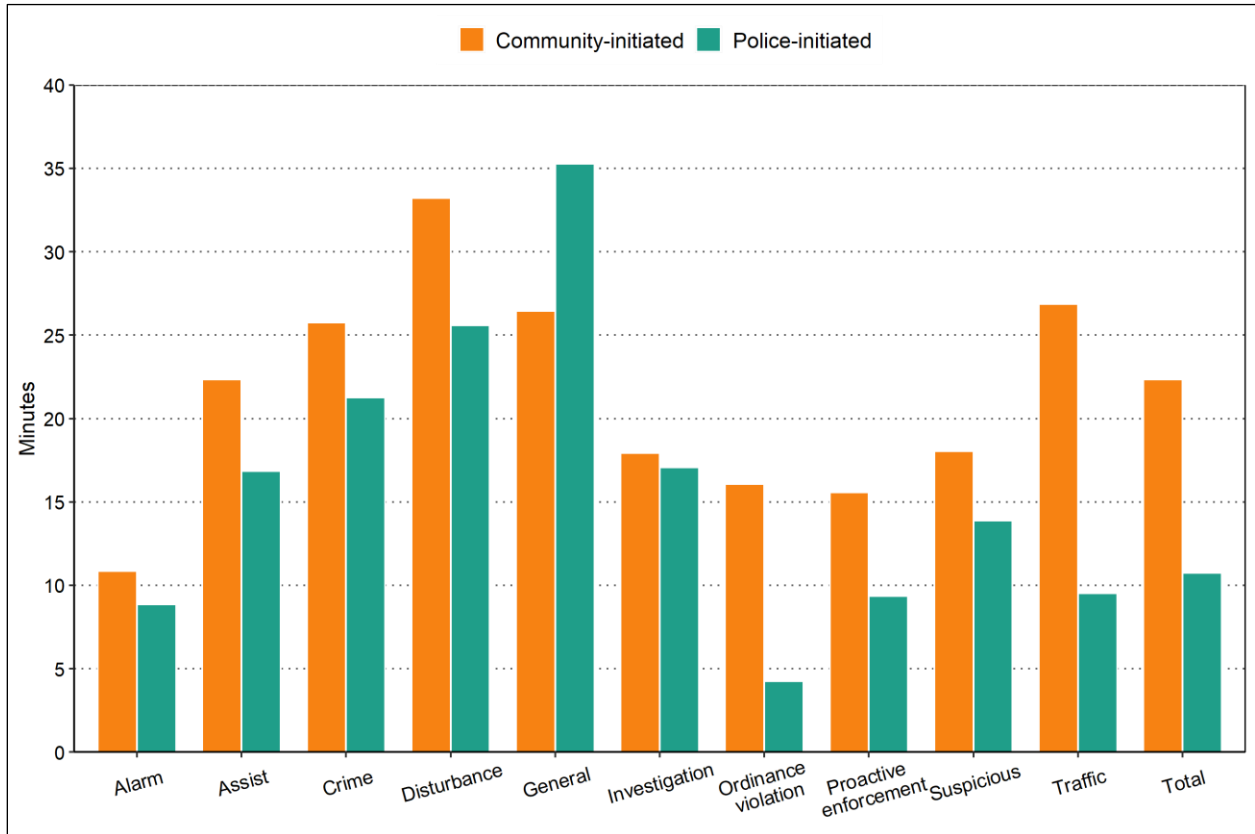
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-6: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	34.8	1,284	38.9	39
Alarm	10.9	644	8.9	5
Animal call	17.9	504	11.1	9
Assist citizen	19.0	2,262	12.1	213
Assist other agency	30.2	961	28.6	86
Civil matter	25.7	286	13.0	27
Crime against person	32.1	684	23.2	15
Crime against property	25.9	2,730	20.8	48
Crime against society	21.1	1,025	20.9	25
Disturbance	33.2	874	25.6	10
Investigation	17.9	4,613	17.1	635
Juvenile	35.7	109	18.3	5
Mental health	38.0	356	44.1	6
Miscellaneous	22.3	307	52.9	82
Ordinance violation	16.1	567	4.2	454
Proactive enforcement	15.6	309	9.4	2,939
Suspicious incident	18.0	1,920	13.9	107
Traffic complaint	15.3	853	10.8	58
Traffic stop	17.0	25	9.2	4,400
Warrant/prisoner	30.4	179	28.2	85
Weighted Average/Total Calls	**22.3**	**20,492**	**10.7**	**9,248**

Note: For this table, we removed one call with inaccurate busy times.

The information in Figure 6 and Table 6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 4 to 35 minutes overall.

- The longest average times were for police-initiated general miscellaneous calls.

- The average time spent on crime calls was 26 minutes for community-initiated calls and 21 minutes for police-initiated calls.

FIGURE 9-7: Number of Responding Units, by Initiator and Category
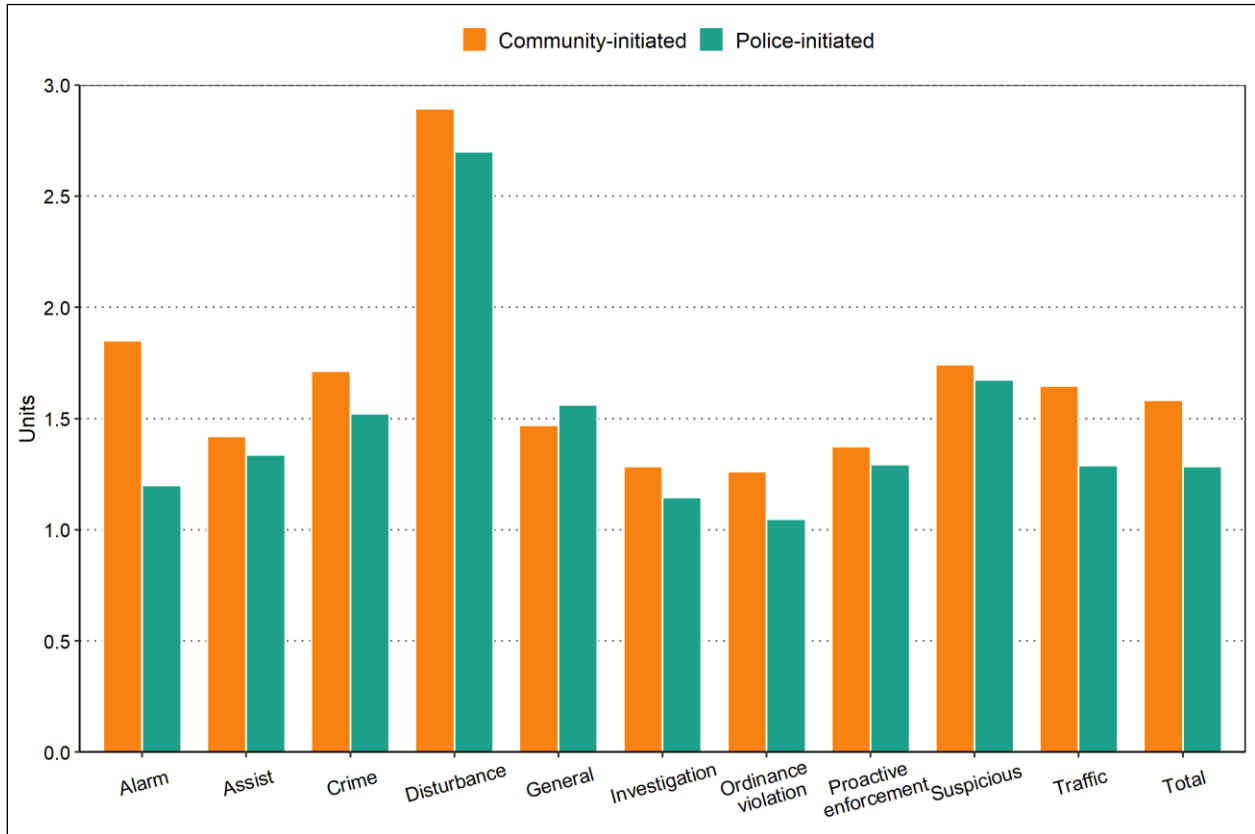
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-7: Average Number of Responding Units, by Initiator and Category

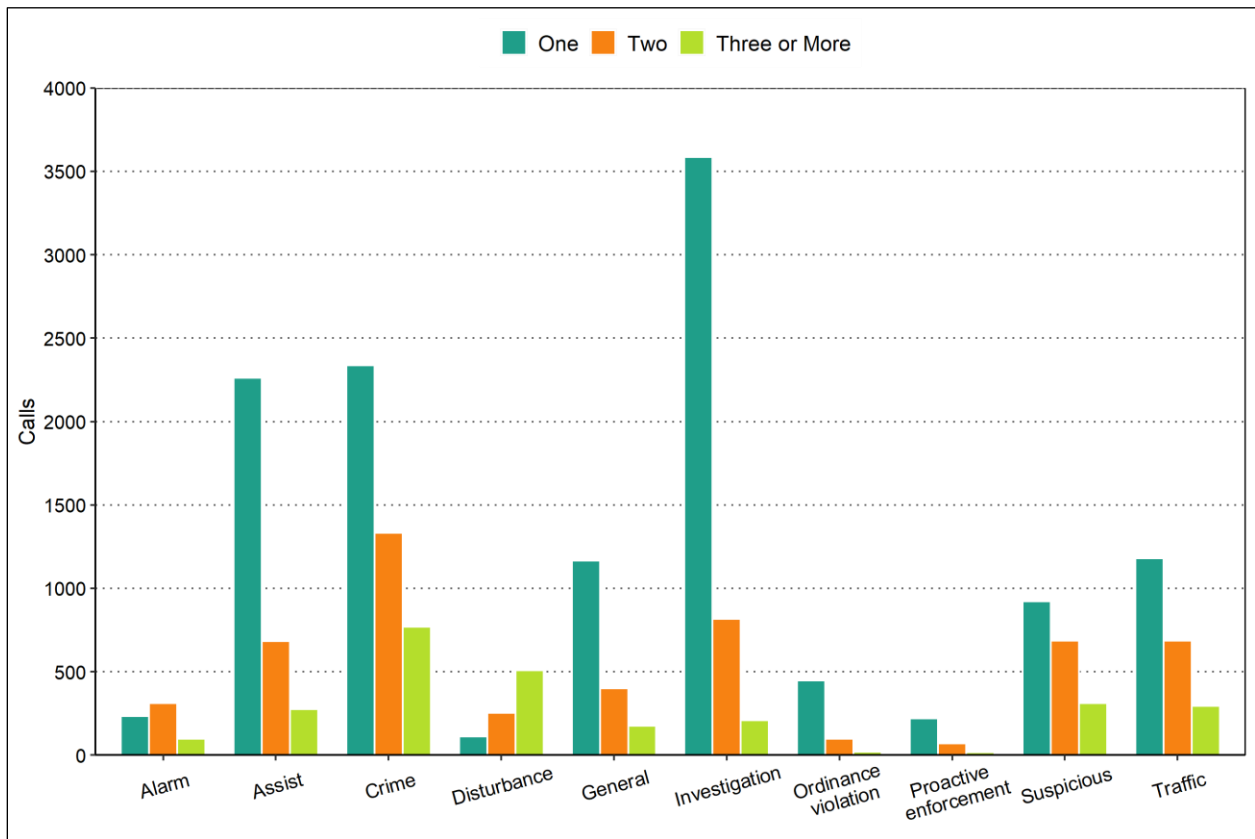| Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.8	1,284	1.9	39
Alarm	1.9	644	1.2	5
Animal call	1.2	504	1.0	9
Assist citizen	1.2	2,262	1.2	213
Assist other agency	1.8	961	1.7	86
Civil matter	1.2	286	1.3	27
Crime against person	1.4	684	1.3	15
Crime against property	1.7	2,730	1.5	48
Crime against society	2.0	1,025	1.8	25
Disturbance	2.9	874	2.7	10
Investigation	1.3	4,613	1.1	635
Juvenile	1.4	109	1.2	5
Mental health	2.1	356	1.3	6
Miscellaneous	1.2	307	1.3	82
Ordinance violation	1.3	567	1.0	454
Proactive enforcement	1.4	310	1.3	2,939
Suspicious incident	1.7	1,920	1.7	107
Traffic complaint	1.4	853	1.3	58
Traffic stop	1.9	25	1.3	4,400
Warrant/prisoner	1.9	179	2.0	85
Weighted Average/Total Calls	**1.6**	**20,493**	**1.3**	**9,248**

Note: The information in Figure 9-7 and Table 9-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 9-8: Number of Responding Units, by Category, Community-initiated Calls

Note: The figure combines categories using weighted averages from the following table according to the description in Chart 9-1.

TABLE 9-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	582	476	226
Alarm	233	313	98
Animal call	405	95	4
Assist citizen	1,790	412	60
Assist other agency	473	273	215
Civil matter	240	37	9
Crime against person	471	148	65
Crime against property	1,477	835	418
Crime against society	389	350	286
Disturbance	112	254	508
Investigation	3,587	816	210
Juvenile	70	29	10
Mental health	116	137	103
Miscellaneous	262	36	9
Ordinance violation	447	99	21
Proactive enforcement	220	71	19
Suspicious incident	922	687	311
Traffic complaint	582	208	63
Traffic stop	16	3	6
Warrant/prisoner	73	66	40
Total	**12,467**	**5,345**	**2,681**

Observations:

- The overall mean number of responding units was 1.3 for police-initiated calls and 1.6 for community-initiated calls.

- The mean number of responding units was as high as 2.9 for disturbance calls that were community-initiated.

- 61 percent of community-initiated calls involved one responding unit.

- 26 percent of community-initiated calls involved two responding units.

- 13 percent of community-initiated calls involved three or more responding units.

- The largest group of calls with three or more responding units involved crimes.

FIGURE 9-9: Percentage Calls and Work Hours, by Zone
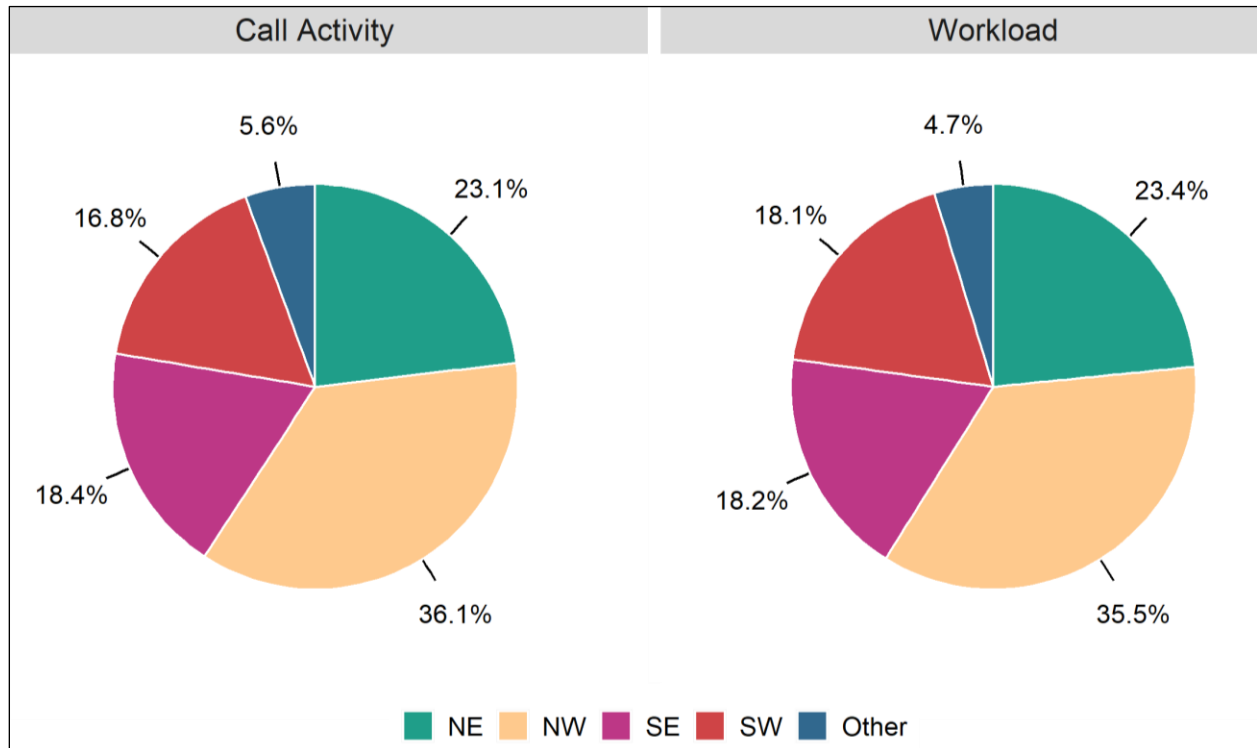
Note: The other category included calls at headquarters, missing zone information, outside the city, and calls with miscellaneous districts, for example, "KPD-MHP."

TABLE 9-9: Calls and Work Hours by Zone, per Day

Zone	Per Day		Area
	Calls	Work Hours	(Sq. Miles)
Northeast	18.8	8.8	2.4
Northwest	29.4	13.4	6.5
Southeast	15.0	6.9	2.2
Southwest	13.7	6.8	1.6
HQ	1.7	0.6	NA
Miscellaneous	2.8	1.1	NA
Unknown	0.1	0.0	NA
Total	**81.5**	**37.7**	**12.7**

Observations:

- The Northwest zone had the most calls (29.4 per day) and workload (13.4 hours per day), and it accounted for 36 percent of total calls and workload.

- Excluding calls in other zones, an even distribution would allot 19.2 calls and 9.0 work hours per zone.

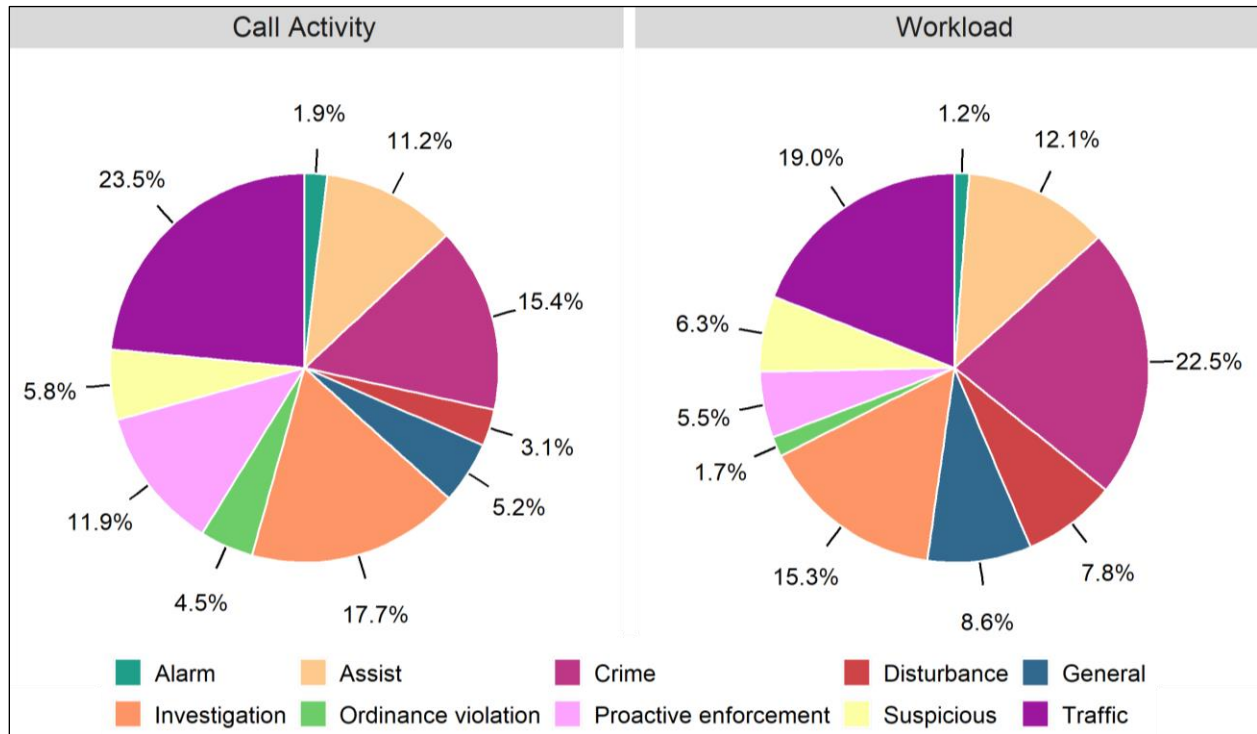**FIGURE 9-10: Percentage Calls and Work Hours, by Category, Winter 2022**

TABLE 9-10: Calls and Work Hours per Day, by Category, Winter 2022

Category	Per Day	
	Calls	Work Hours
Accident	3.4	3.6
Alarm	1.5	0.4
Animal call	1.0	0.3
Assist citizen	6.4	2.4
Assist other agency	2.5	1.8
Civil matter	0.8	0.3
Crime against person	1.4	0.9
Crime against property	8.8	5.9
Crime against society	2.0	1.1
Disturbance	2.4	2.7
Investigation	14.0	5.4
Juvenile	0.3	0.2
Mental health	0.9	0.9
Miscellaneous	0.8	0.9
Ordinance violation	3.5	0.6
Proactive enforcement	9.4	1.9
Suspicious incident	4.6	2.2
Traffic complaint	2.2	0.7
Traffic stop	12.9	2.4
Warrant/prisoner	0.4	0.5
Total	**79.0**	**35.1**

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 79 per day or 3.3 per hour.

- The total workload averaged 35 hours per day, meaning that on average 1.5 units per hour were busy responding to calls.

- The top three categories constituted 57 percent of calls and workload:

    □ Traffic calls constituted 23 percent of calls and 19 percent of the workload.

    □ Investigation calls constituted 18 percent of calls and 15 percent of the workload.

    □ Crime calls constituted 15 percent of calls and 22 percent of the workload.

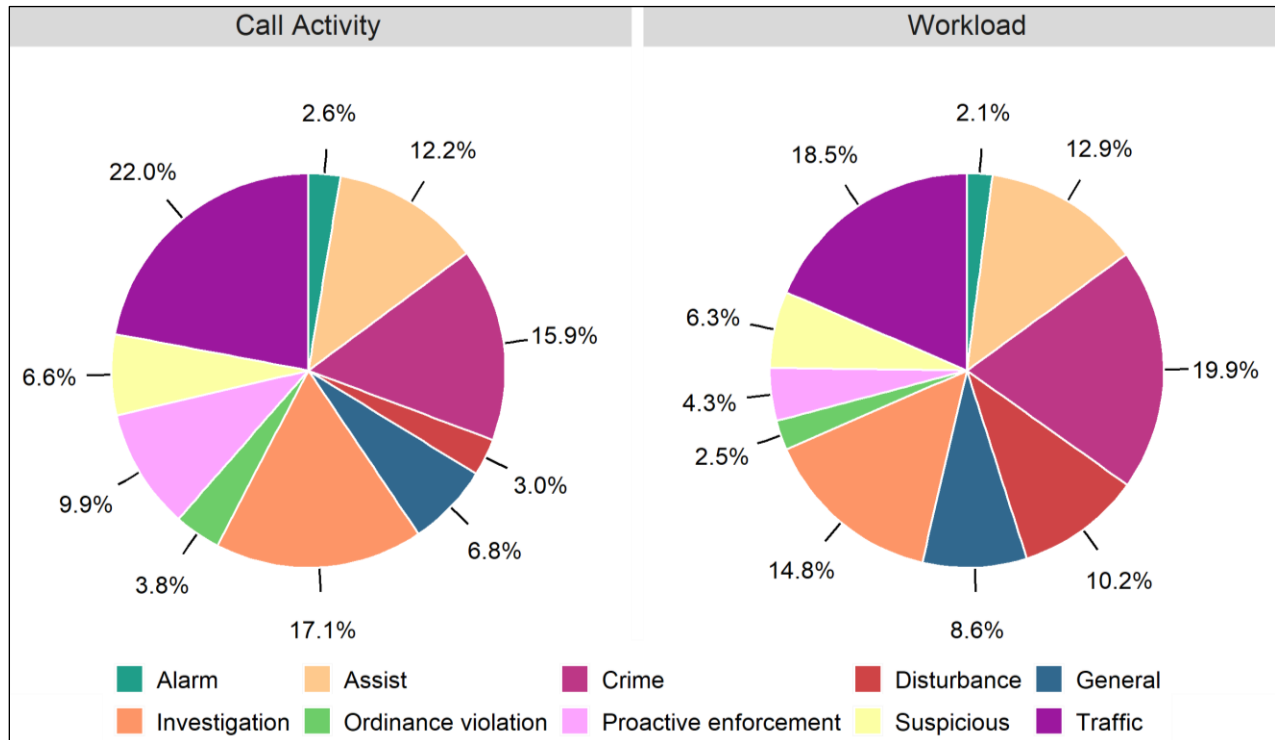**FIGURE 9-11: Percentage Calls and Work Hours, by Category, Summer 2022**

TABLE 9-11: Calls and Work Hours per Day, by Category, Summer 2022

Category	Per Day	
	Calls	Work Hours
Accident	4.2	3.6
Alarm	2.2	0.8
Animal call	1.9	0.7
Assist citizen	7.4	2.5
Assist other agency	2.9	2.5
Civil matter	1.0	0.4
Crime against person	2.0	1.4
Crime against property	7.4	4.4
Crime against society	3.9	2.1
Disturbance	2.6	4.0
Investigation	14.3	5.8
Juvenile	0.3	0.2
Mental health	1.0	1.1
Miscellaneous	1.0	0.5
Ordinance violation	3.2	1.0
Proactive enforcement	8.3	1.7
Suspicious incident	5.6	2.5
Traffic complaint	2.9	1.2
Traffic stop	11.3	2.5
Warrant/prisoner	0.7	0.4
Total	**83.8**	**39.3**

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls and work hours per day were similar in winter as in summer.

- Total calls averaged 84 per day or 3.5 per hour.

- The total workload averaged 39 hours per day, meaning that on average 1.6 units per hour were busy responding to calls.

- The top three categories constituted 55 percent of calls and 53 percent of the workload:

  - Traffic calls constituted 22 percent of calls and 19 percent of the workload.

  - Investigation calls constituted 17 percent of calls and 15 percent of the workload.

  - Crime calls constituted 16 percent of calls and 20 percent of the workload.

OUT-OF-SERVICE ACTIVITIES

In the period from November 1, 2021, through October 31, 2022, the dispatch center recorded out-of-service activities that were not assigned call numbers. We focused on those out-of-service activities that involved a patrol unit. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.

- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.

- After these exclusions, 2,713 activities remained. These activities had an average duration of 45.7 minutes.

In this section, we report out-of-service activities and workload by type of activity. In the next section, we include these activities in the overall workload when comparing the total workload against available personnel in winter and summer.

TABLE 9-12: Activities and Occupied Times by Description

Description	Occupied Time	Count
10-19	46.6	259
Bike Patrol	17.9	10
Busy	43.4	791
Court related	34.5	151
Meeting	99.2	13
Patrol at schools	105.7	102
Range	43.9	33
Report writing	57.5	798
Special duties	31.2	60
At secure storage	69.5	34
Training	112.1	19
Vehicle maintenance	9.0	359
Administrative - Weighted Average/Total Activities	**46.0**	**2,629**
Meal - Personal	38.7	84
Weighted Average/Total Activities	**45.7**	**2,713**

Observations:

- The most common activity was report writing.

- The activity with the longest average time was training.

FIGURE 9-12: Activities per Day, by Month
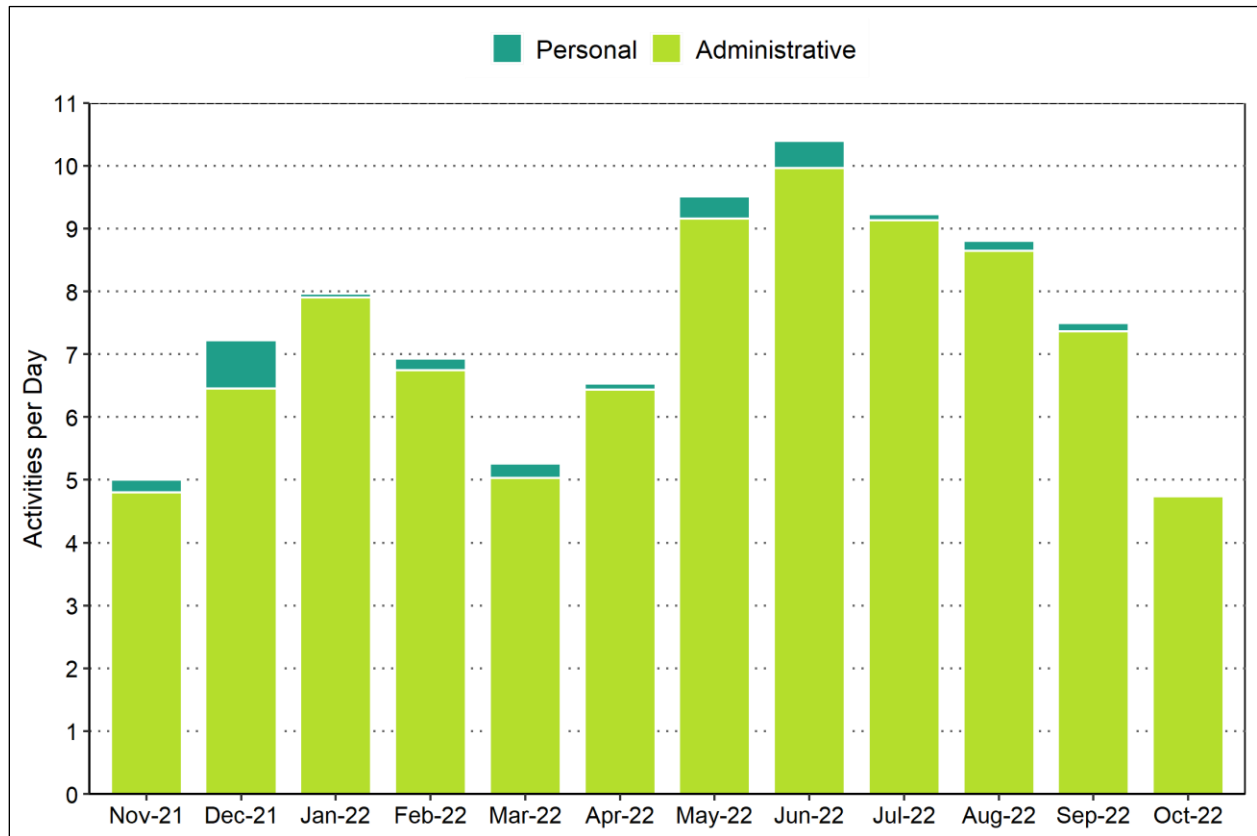
TABLE 9-13: Activities and Work Hours per Day, by Month

Activities	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Administrative	4.8	6.5	7.9	6.8	5.0	6.4	9.2	10.0	9.1	8.6	7.4	4.7
Personal	0.2	0.8	0.1	0.2	0.2	0.1	0.4	0.4	0.1	0.2	0.1	0.0
Total	**5.0**	**7.2**	**8.0**	**6.9**	**5.3**	**6.5**	**9.5**	**10.4**	**9.2**	**8.8**	**7.5**	**4.8**

Observations:

- The number of activities per day was lowest in October.

- The number of activities per day was highest in June.

FIGURE 9-13: Activities per Day, by Day of Week

TABLE 9-14: Activities and Work Hours per Day, by Day of Week

Day of Week	Administrative	Personal	Activities per Day
Sunday	4.8	0.2	5.0
Monday	8.9	0.3	9.2
Tuesday	8.2	0.2	8.5
Wednesday	7.8	0.3	8.1
Thursday	8.2	0.2	8.4
Friday	7.2	0.2	7.4
Saturday	5.3	0.2	5.4
Weekly Average	**7.2**	**0.2**	**7.4**

Observations:

- The number of activities per day was lowest on weekends.

- The number of activities per day was highest on Mondays.
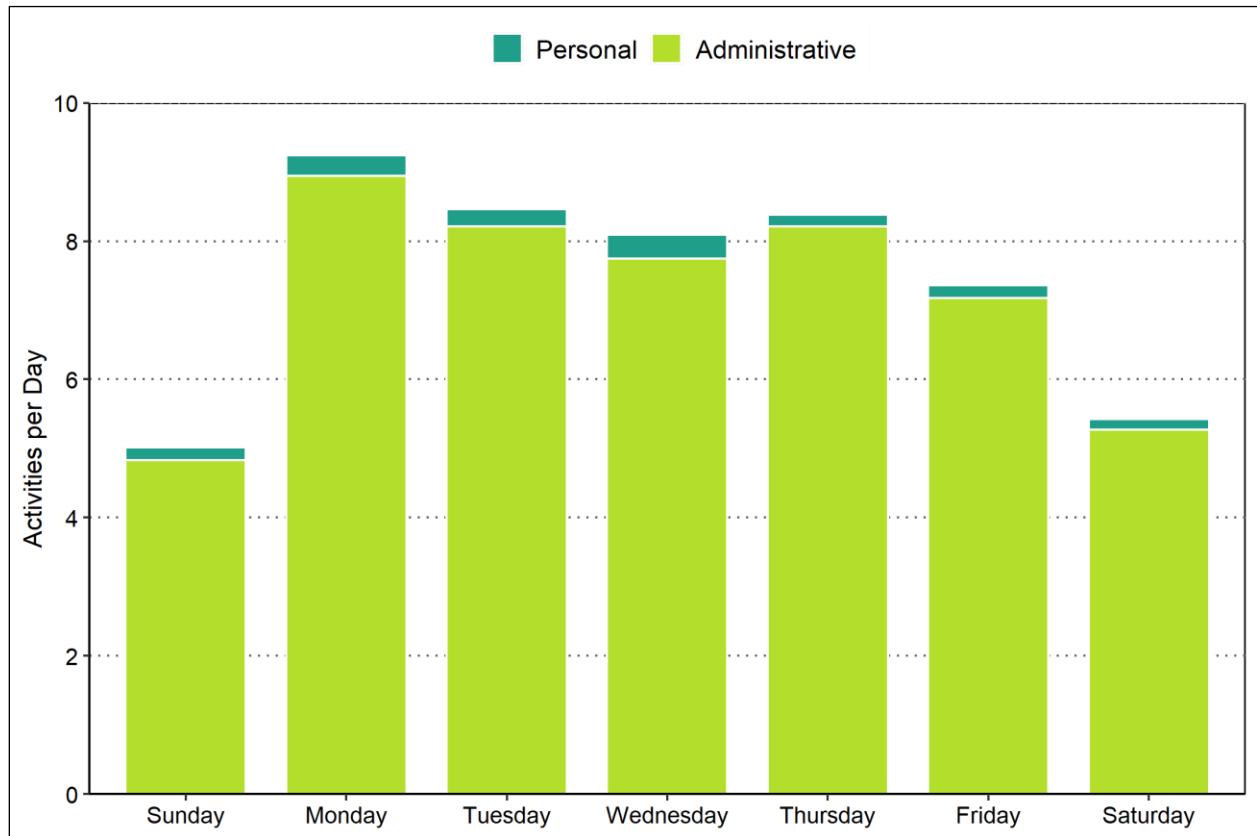
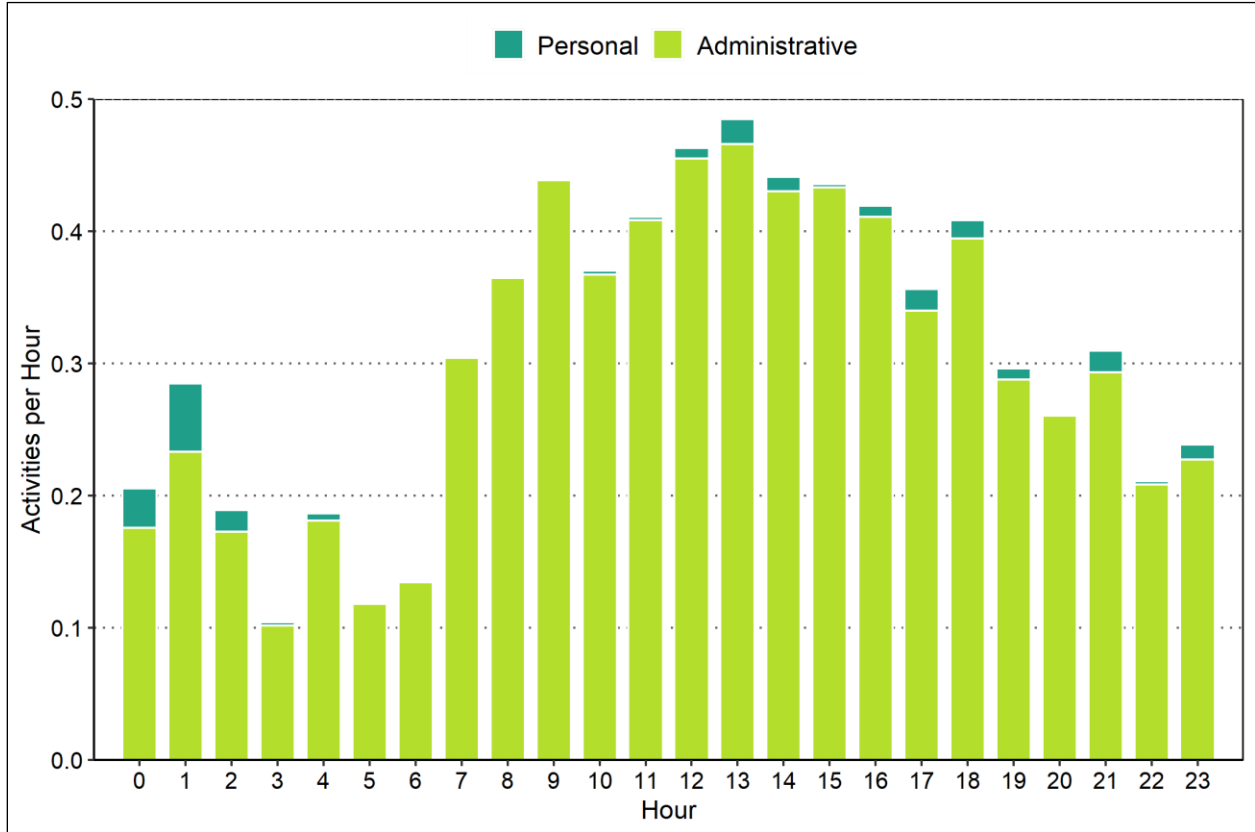## FIGURE 9-14: Activities per Day, by Hour of Day

TABLE 9-15: Activities and Minutes per Hour, by Hour of Day

Hour	Personal	Administrative	Total
0	0.03	0.18	0.21
1	0.05	0.23	0.28
2	0.02	0.17	0.19
3	0.00	0.10	0.10
4	0.01	0.18	0.19
5	0.00	0.12	0.12
6	0.00	0.13	0.13
7	0.00	0.30	0.30
8	0.00	0.36	0.36
9	0.00	0.44	0.44
10	0.00	0.37	0.37
11	0.00	0.41	0.41
12	0.01	0.45	0.46
13	0.02	0.47	0.48
14	0.01	0.43	0.44
15	0.00	0.43	0.44
16	0.01	0.41	0.42
17	0.02	0.34	0.36
18	0.01	0.39	0.41
19	0.01	0.29	0.30
20	0.00	0.26	0.26
21	0.02	0.29	0.31
22	0.00	0.21	0.21
23	0.01	0.23	0.24
Hourly Average	**0.01**	**0.30**	**0.31**

Observations:

- The number of activities per hour was highest between 1:00 p.m. and 2:00 p.m.

- The number of activities per hour was lowest between 3:00 a.m. and 4:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2022) and eight weeks in summer (July 7 through August 31, 2022). The department's main patrol force consists of patrol officers and sergeants. Patrol officers operated on ten-hour shifts starting at 7:00 a.m., 11:00 a.m., 5:00 p.m., and 9:00 p.m. The police department's patrol force deployed an average of 5.1 units per hour during the 24-hour day in winter 2022 and 4.7 units per hour in summer 2022.

In this section, we describe the deployment and workload in distinct steps, distinguishing between summer and winter and between weekdays (Monday through Friday) and weekends (Saturday and Sunday):

- First, we focus on patrol deployment alone.

- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, and out-of-service activities.

- Finally, we compare the workload against deployment by percentage.

Comments follow each set of four figures, with separate discussions for winter and summer.

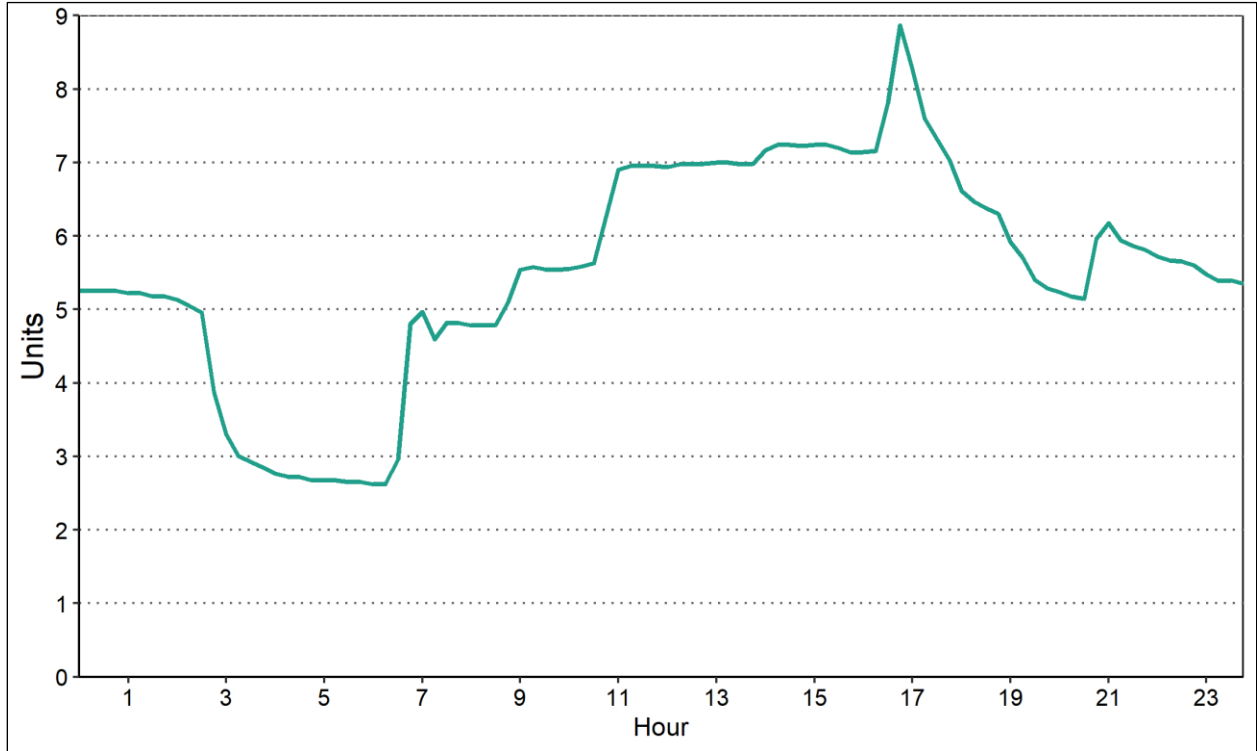**FIGURE 9-15: Deployed Units, Weekdays, Winter 2022**

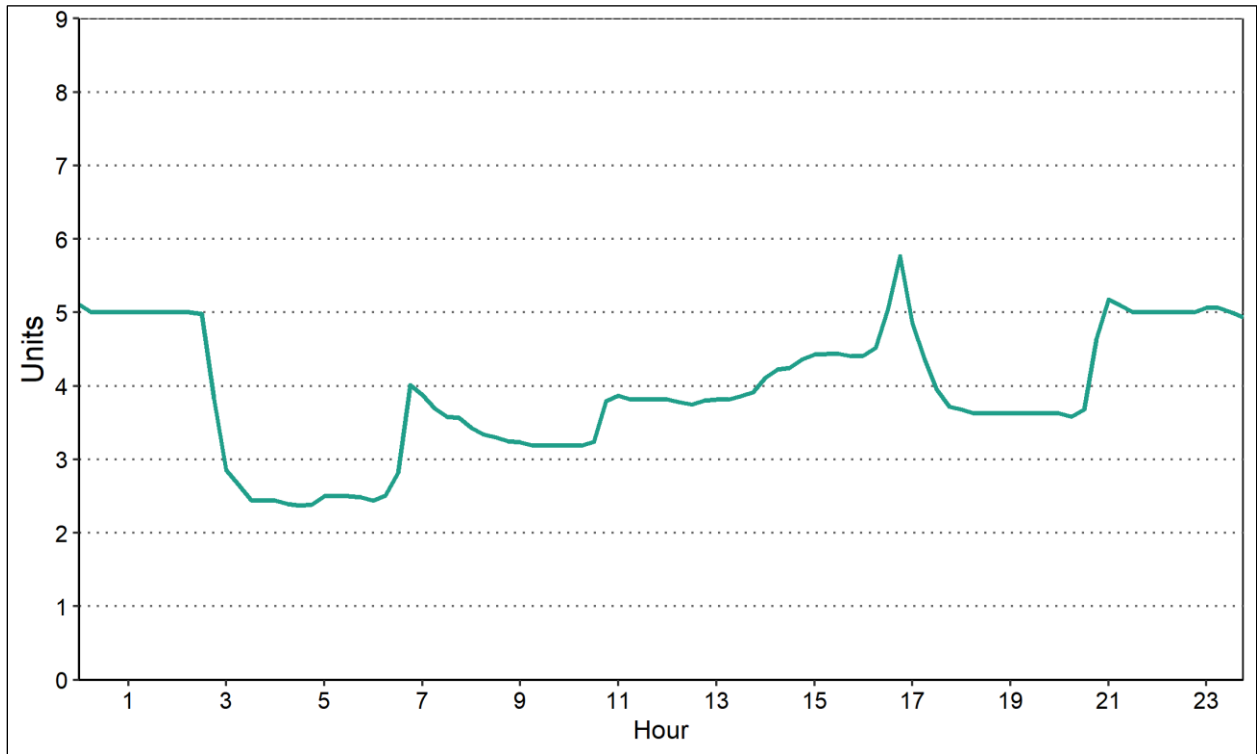**FIGURE 9-16: Deployed Units, Weekends, Winter 2022**

FIGURE 9-17: Deployed Units, Weekdays, Summer 2022
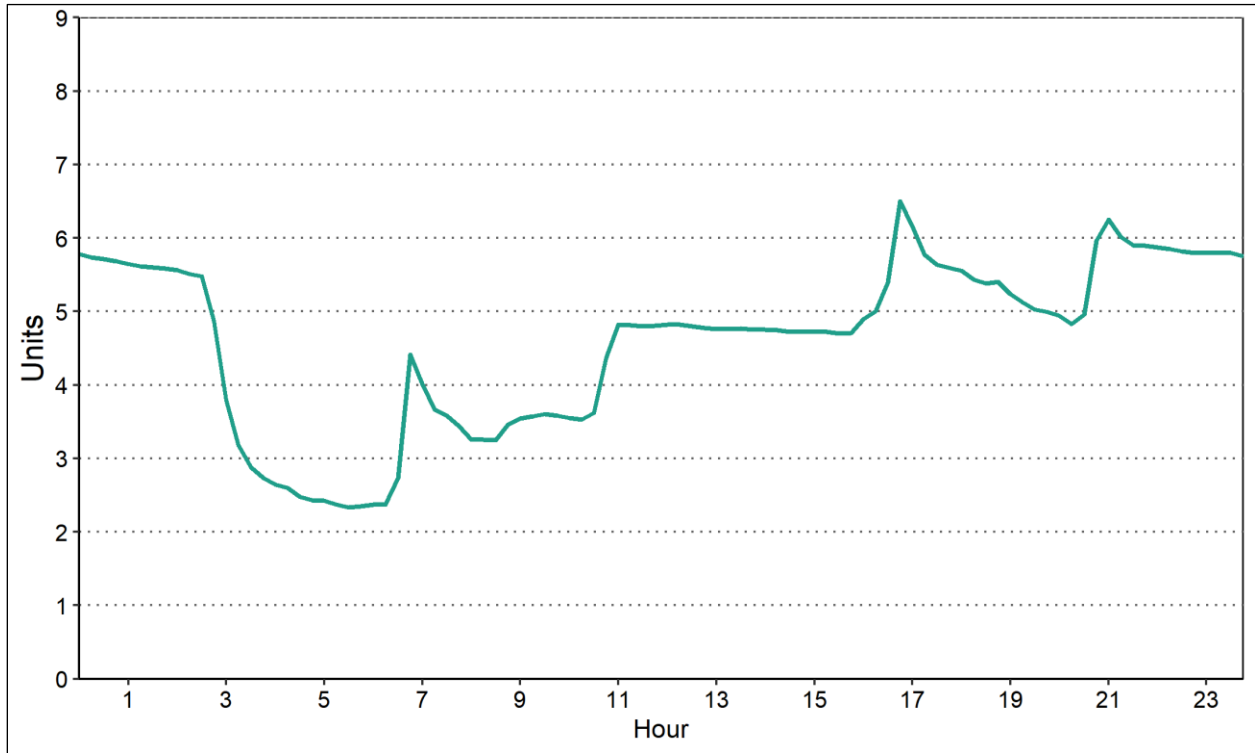
FIGURE 9-18: Deployed Units, Weekends, Summer 2022
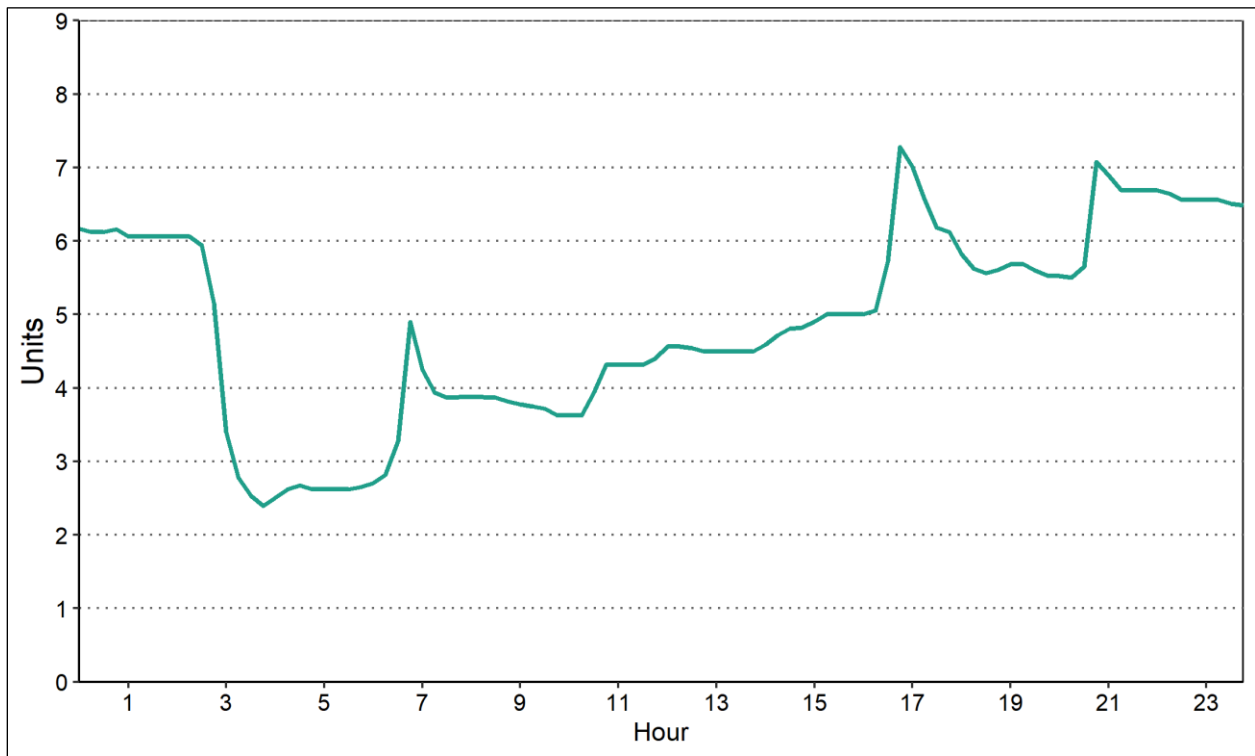
Observations:

- For Winter (January 4 through February 28, 2022):

  - The average deployment was 5.5 units per hour during the week and 3.9 units per hour on the weekend.

  - The average deployment varied from 2.6 to 8.9 units per hour on weekdays and from 2.4 to 5.8 units per hour on weekends.

- For Summer (July 7 through August 31, 2022):

  - The average deployment was 4.6 units per hour during the week and 4.9 units per hour on the weekend.

  - The average deployment varied from 2.3 to 6.5 units per hour on weekdays and from 2.4 to 7.3 units per hour on weekends.

FIGURE 9-19: Deployment and All Workload, Weekdays, Winter 2022

FIGURE 9-20: Deployment and All Workload, Weekends, Winter 2022

FIGURE 9-21: Deployment and All Workload, Weekdays, Summer 2022
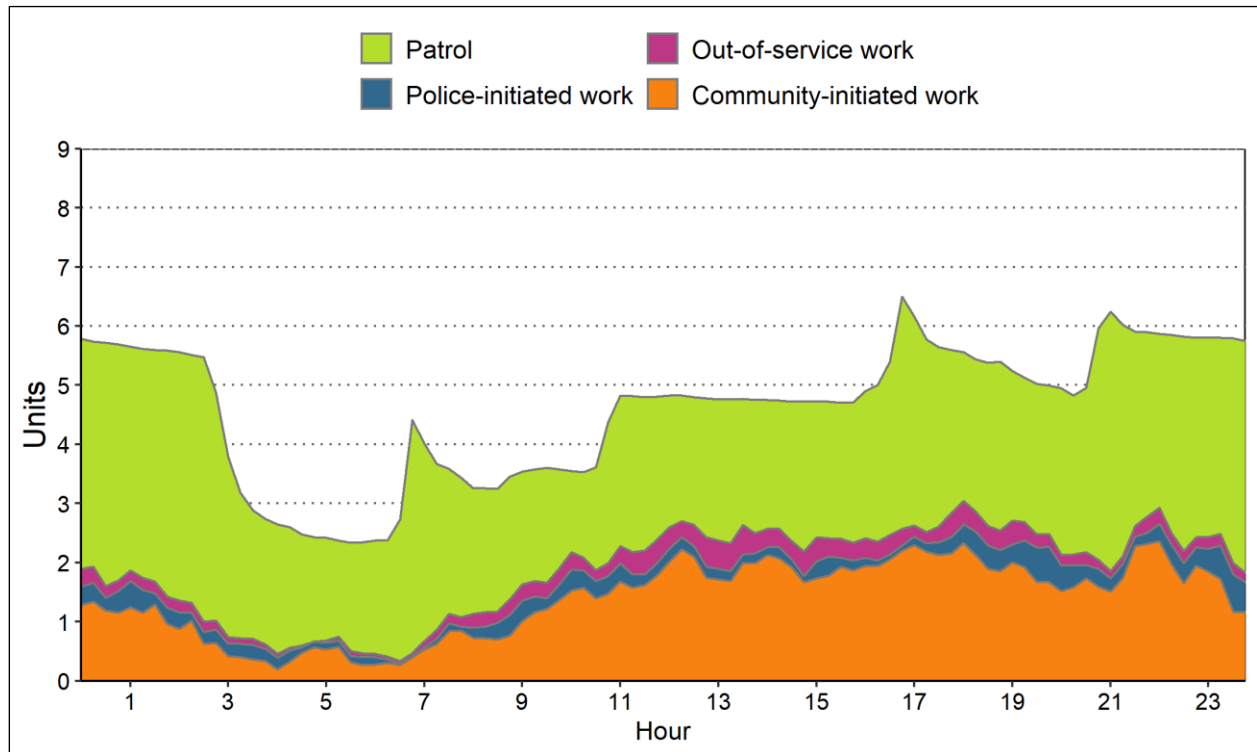
FIGURE 9-22: Deployment and All Workload, Weekends, Summer 2022

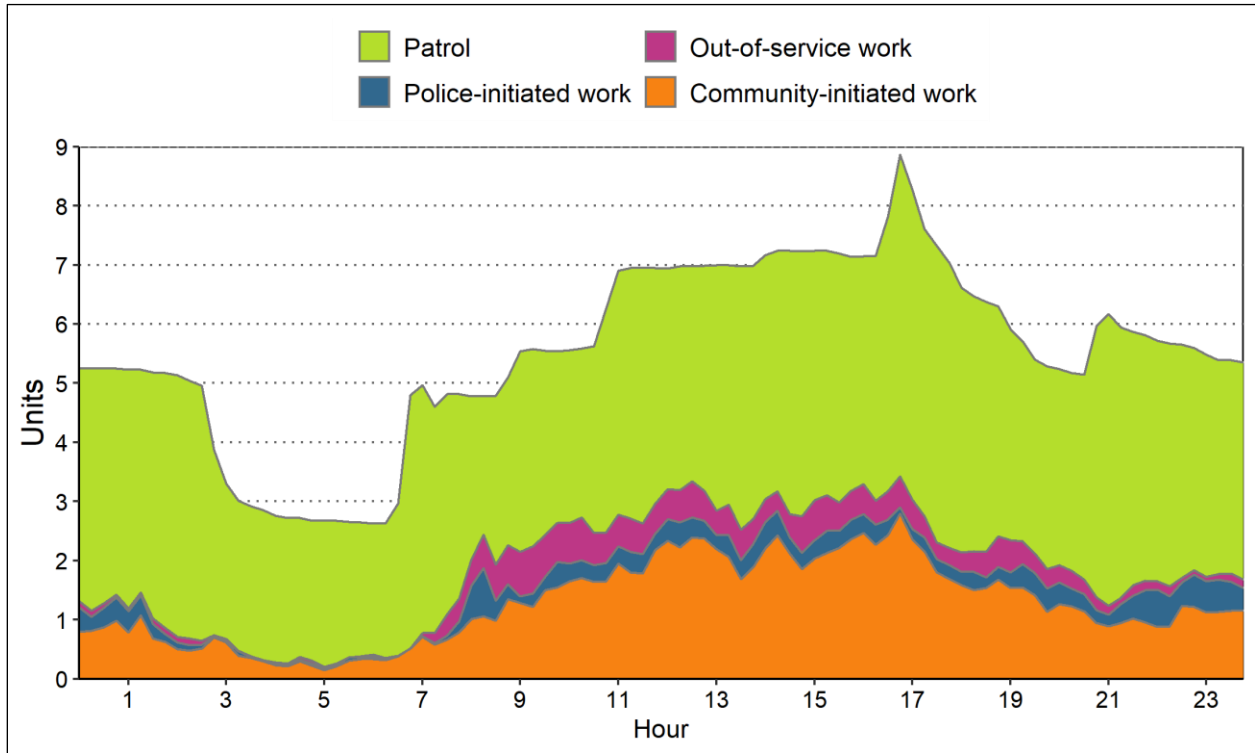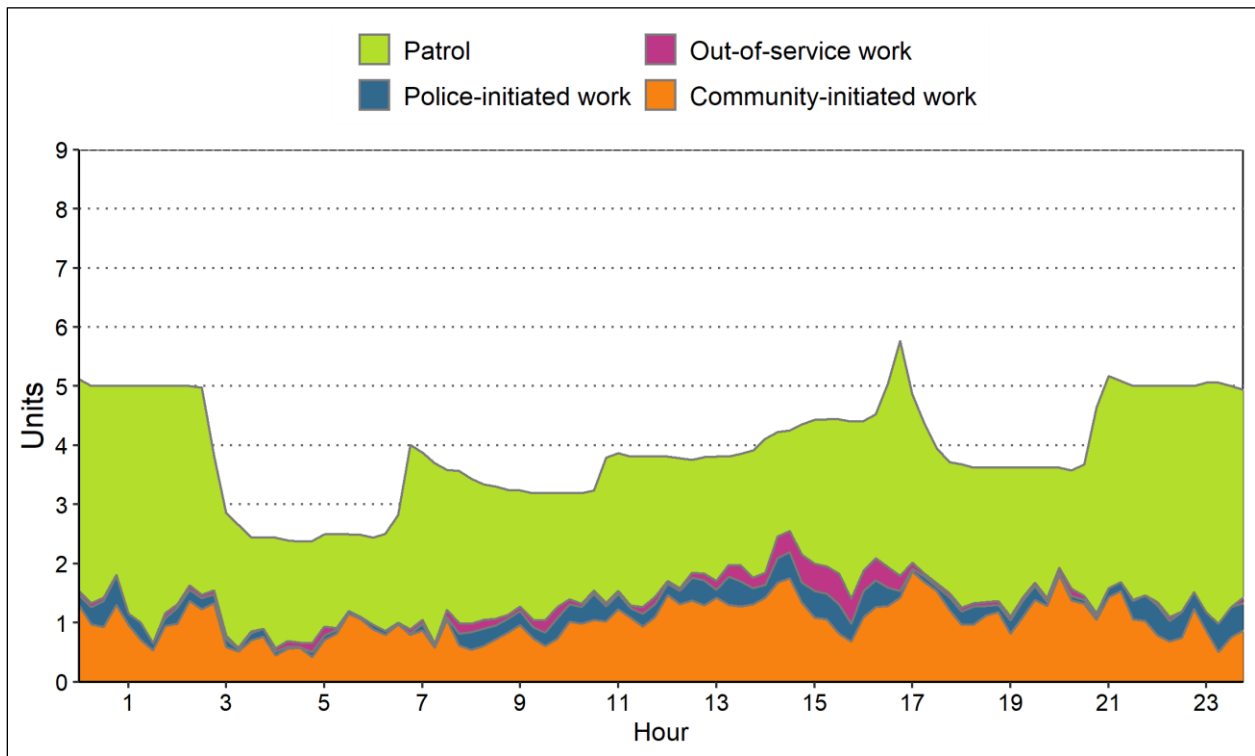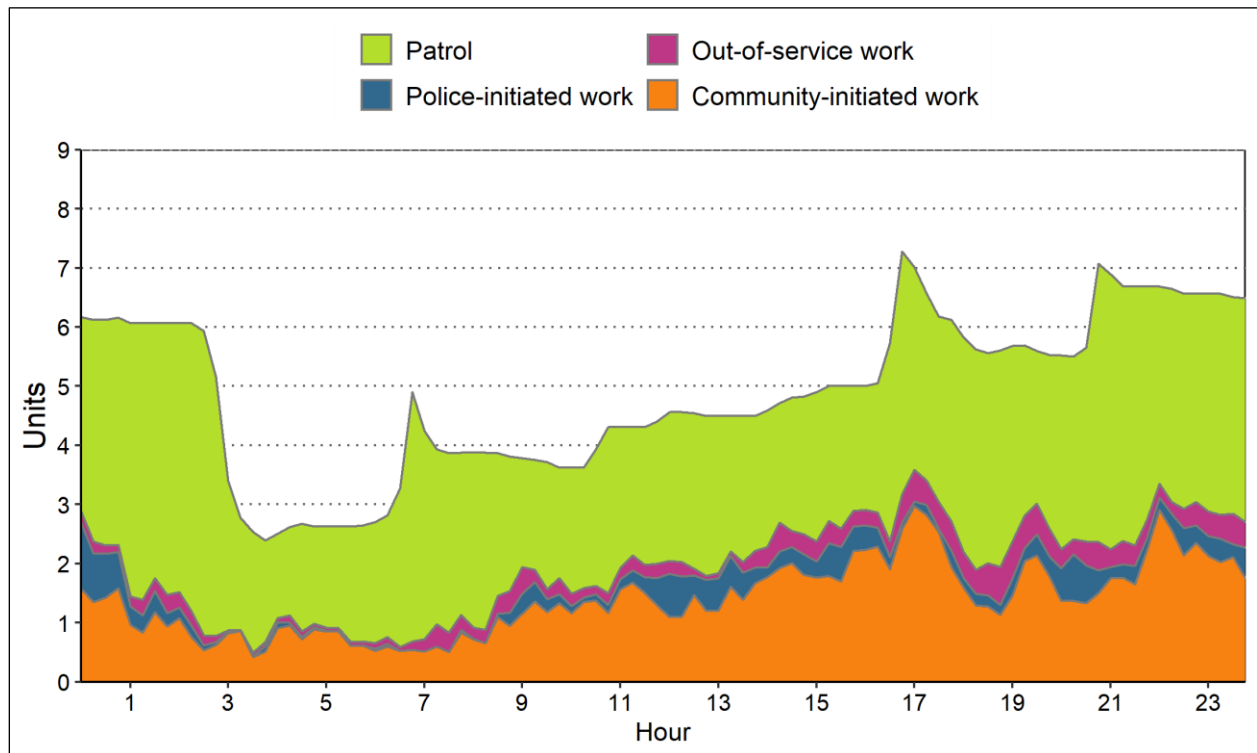**Note**: Figures 9-19 to 9-22 show deployment along with all workloads from community-initiated calls and police-initiated calls, and out-of-service work.

Observations:

Winter:

- Community-initiated work:

  - ☐ The average community-initiated workload was 1.3 units per hour during the week and 1.0 units per hour on weekends.

  - ☐ This was approximately 23 percent of hourly deployment during the week and 26 percent of hourly deployment on weekends.

- All work:

  - ☐ The average workload was 1.8 units per hour during the week and 1.4 units per hour on weekends.

  - ☐ This was approximately 33 percent of hourly deployment during the week and 35 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:

  - ☐ The average community-initiated workload was 1.4 units per hour during the week and 1.4 units per hour on weekends.

  - ☐ This was approximately 30 percent of hourly deployment during the week and 29 percent of hourly deployment on weekends.

- All work:

  - ☐ The average workload was 1.9 units per hour during the week and 1.9 units per hour on weekends.

  - ☐ This was approximately 40 percent of hourly deployment during the week and 39 percent of hourly deployment on weekends.

FIGURE 9-23: Percentage of Workload, Weekdays, Winter 2022
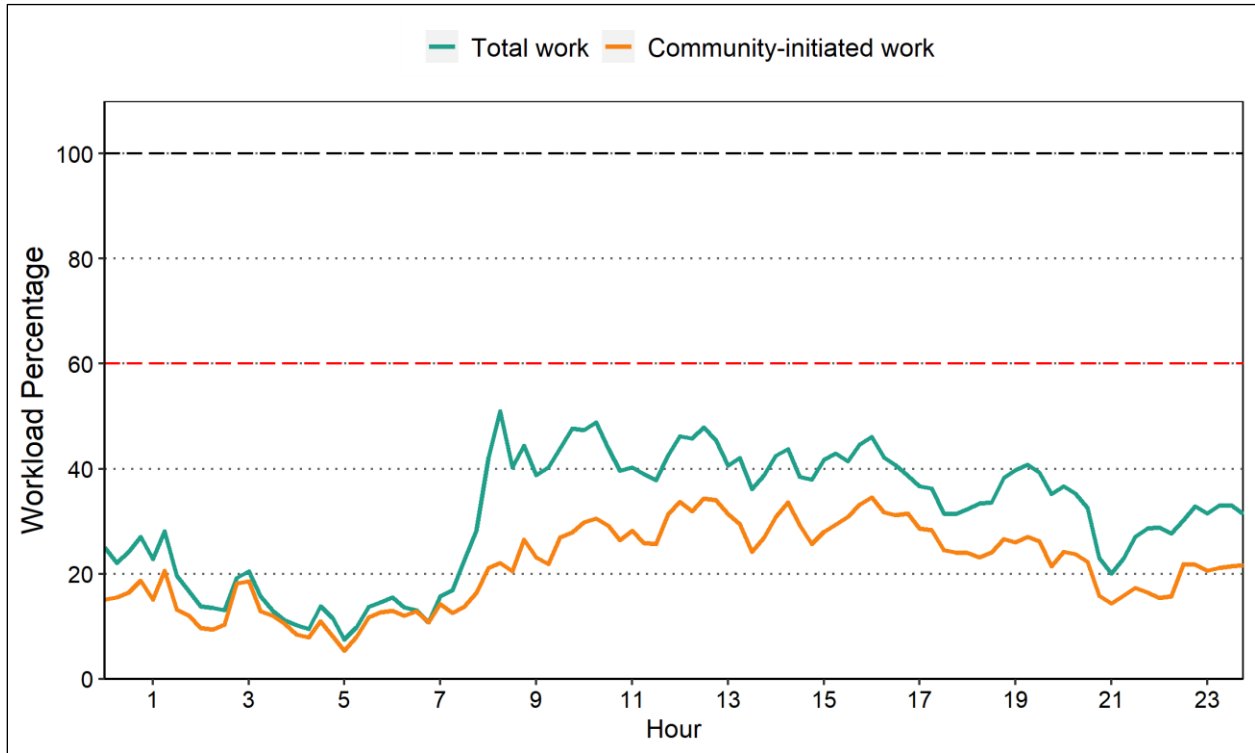
FIGURE 9-24: Percentage of Workload, Weekends, Winter 2022
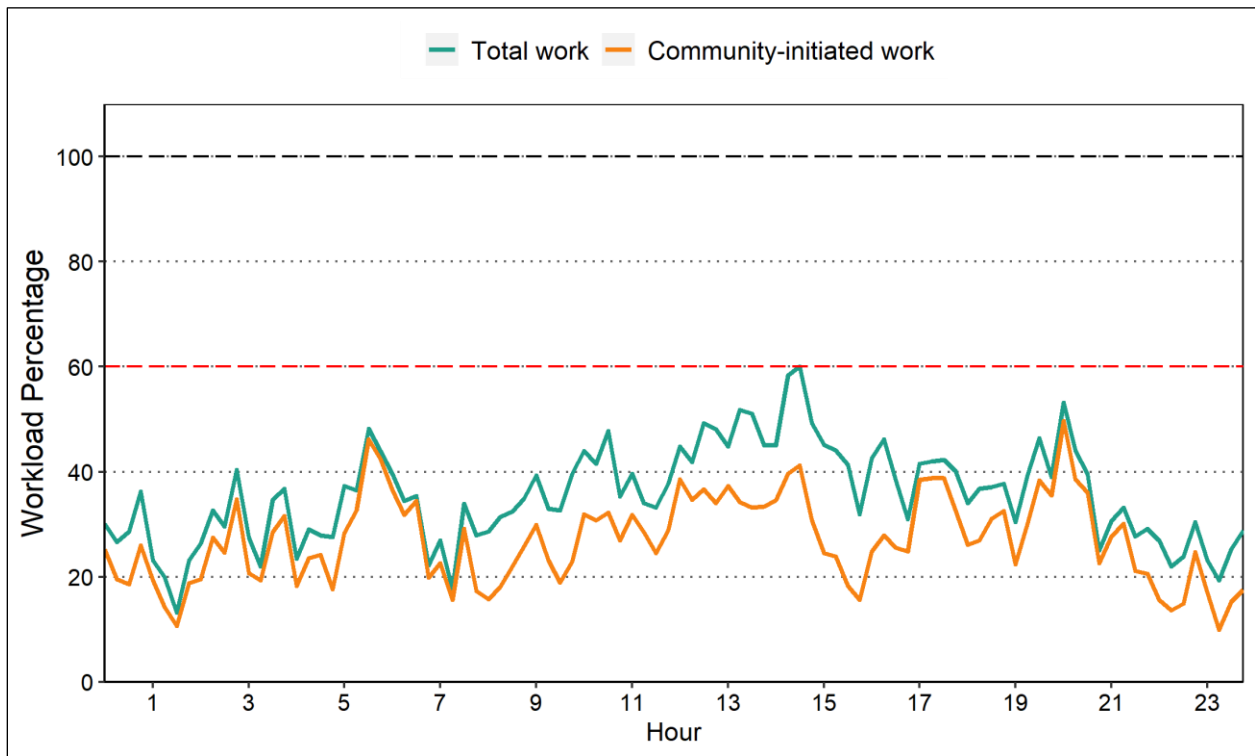
FIGURE 9-25: Percentage of Workload, Weekdays, Summer 2022
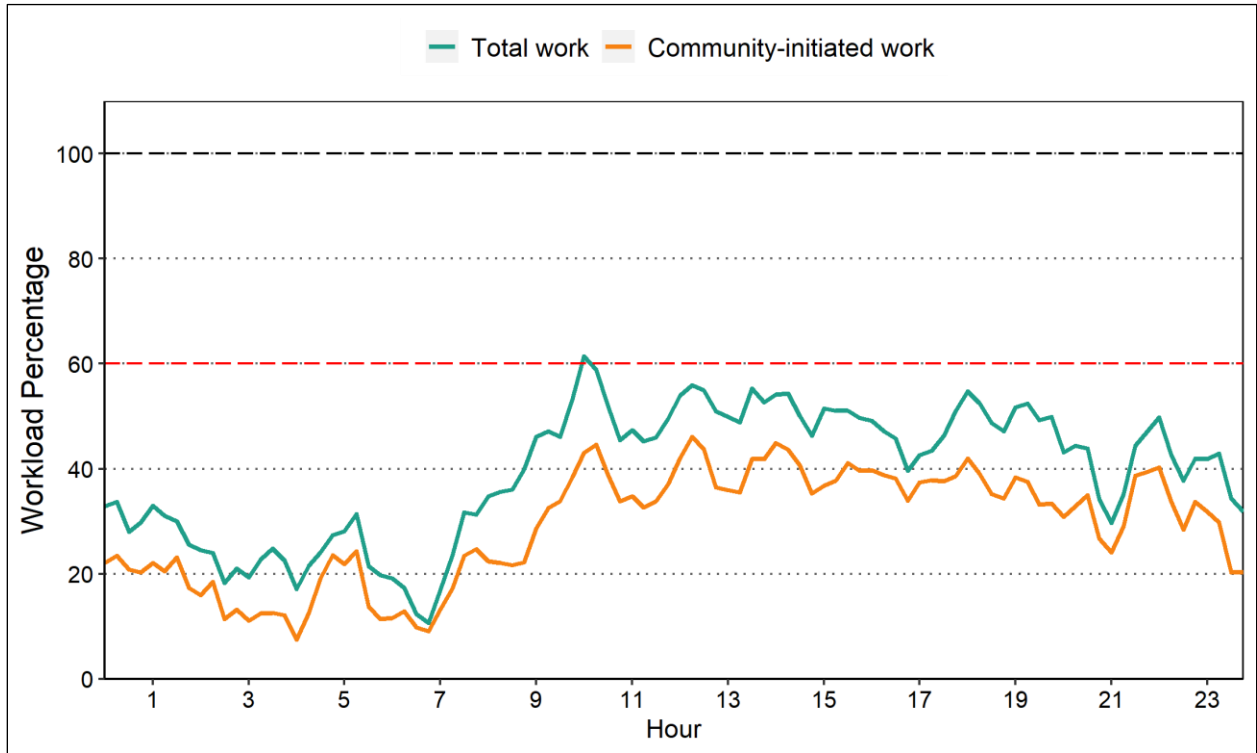
FIGURE 9-26: Percentage of Workload, Weekends, Summer 2022
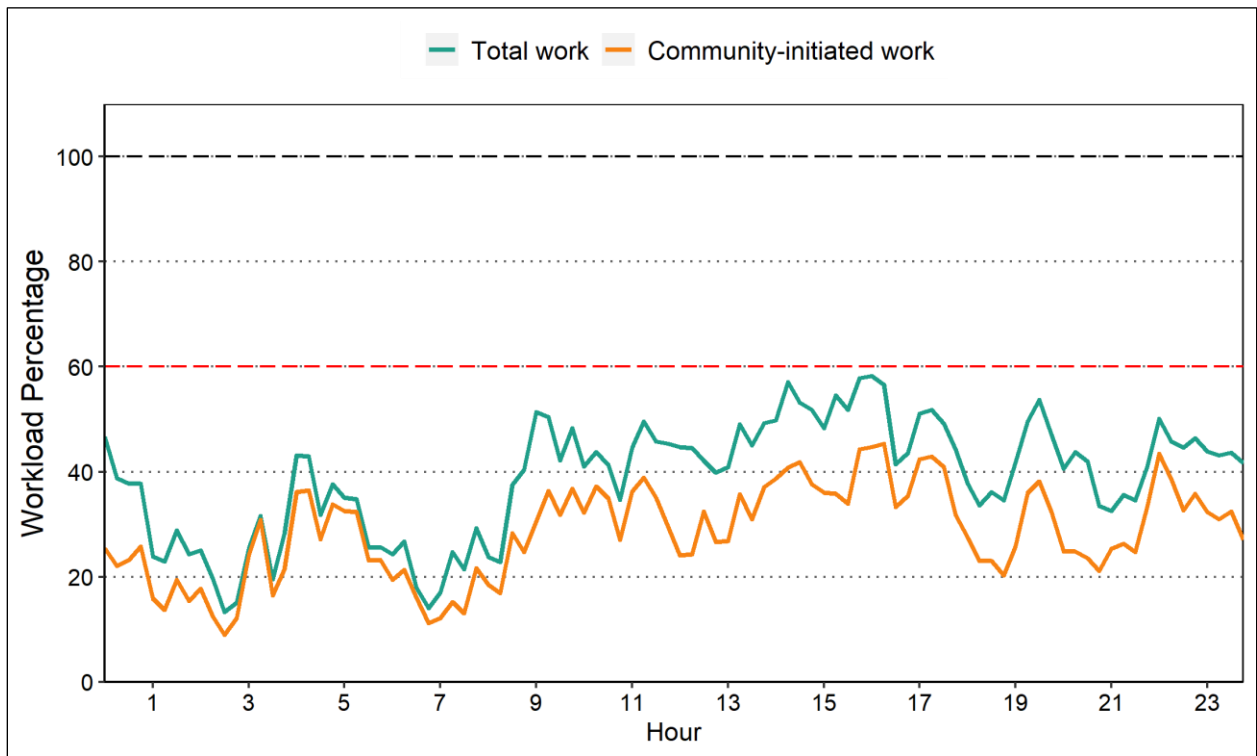
Observations:

Winter:

- Community-initiated work:

  - During the week, the workload reached a maximum of 35 percent of deployment between 12:30 p.m. and 12:45 p.m. and between 4:00 p.m. and 4:15 p.m.

  - On weekends, the workload reached a maximum of 50 percent of deployment between 8:00 p.m. and 8:15 p.m.

- All work:

  - During the week, the workload reached a maximum of 51 percent of deployment between 8:15 a.m. and 8:30 a.m.

  - On weekends, the workload reached a maximum of 60 percent of deployment between 2:30 p.m. and 2:45 p.m.

Summer:

- Community-initiated work:

  - During the week, the workload reached a maximum of 46 percent of deployment between 12:15 p.m. and 12:30 p.m.

  - On weekends, the workload reached a maximum of 45 percent of deployment between 4:00 p.m. and 4:30 p.m.

- All work:

  - During the week, the workload reached a maximum of 61 percent of deployment between 10:00 a.m. and 10:15 a.m.

  - On weekends, the workload reached a maximum of 58 percent of deployment between 3:45 p.m. and 4:15 p.m.

RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch processing and travel time, to determine whether response times varied by call type. Response time is measured as the difference between when a call is received and when the first unit arrives on scene. This is further divided into dispatch processing and travel time. Dispatch processing is the time between when a call is received and when the first unit is dispatched. Travel time is the remaining time until the first unit arrives on scene.

We begin the discussion with statistics that include all calls combined. We started with 4,425 calls for winter and 4,693 calls for summer. We limited our analysis to community-initiated calls, which amounted to 2,856 calls for winter and 3,376 calls for summer. We removed calls lacking a recorded arriving unit, which accounted for 1,003 calls in winter and 1,210 calls in summer. In addition, we removed a few calls located at headquarters and calls outside Kalispell's city limits. We were left with 1,707 calls in winter and 2,052 calls in summer for our analysis. For the entire year, we began with 29,741 calls and limited our analysis to 20,493 community-initiated calls. With similar exclusions, we were left with 12,281 calls.

Our initial analysis does not distinguish calls based on priority; instead, it examines the difference in response to all calls by time of day and compares the summer and winter periods. We then present a brief analysis of response time for high-priority calls alone.

All Calls

This section looks at all calls without considering their priorities. In addition to examining the differences in response times by both time of day and season (winter versus summer), we show differences in response times by category.

FIGURE 9-27: Average Response Times, by Hour of Day, Winter 2022 and Summer 2022
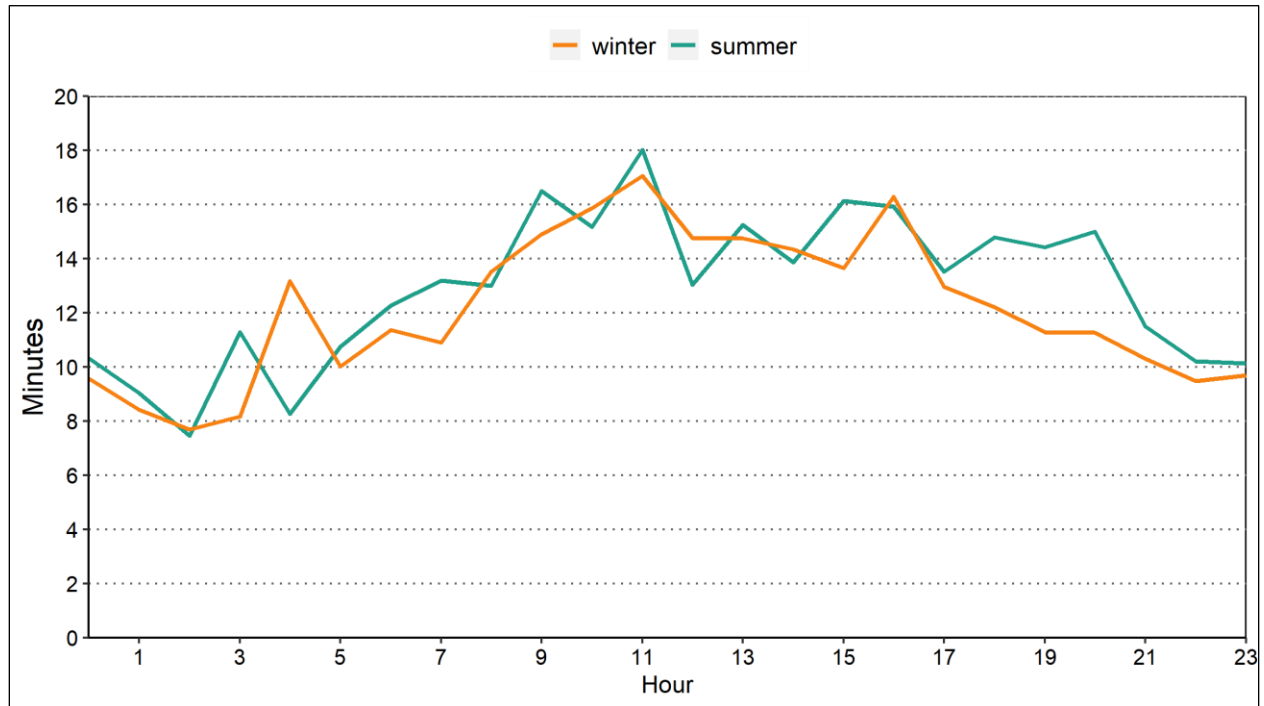
Observations:

- Average response times varied significantly by the hour of the day.

- In winter, the longest response times were between 11:00 a.m. and 12:00 p.m., with an average of 17.0 minutes.

- In winter, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 7.7 minutes.

- In summer, the longest response times were between 11:00 a.m. and 12:00 p.m., with an average of 18.0 minutes.

- In summer, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 7.5 minutes.

FIGURE 9-28: Average Response Time by Category, Winter 2022
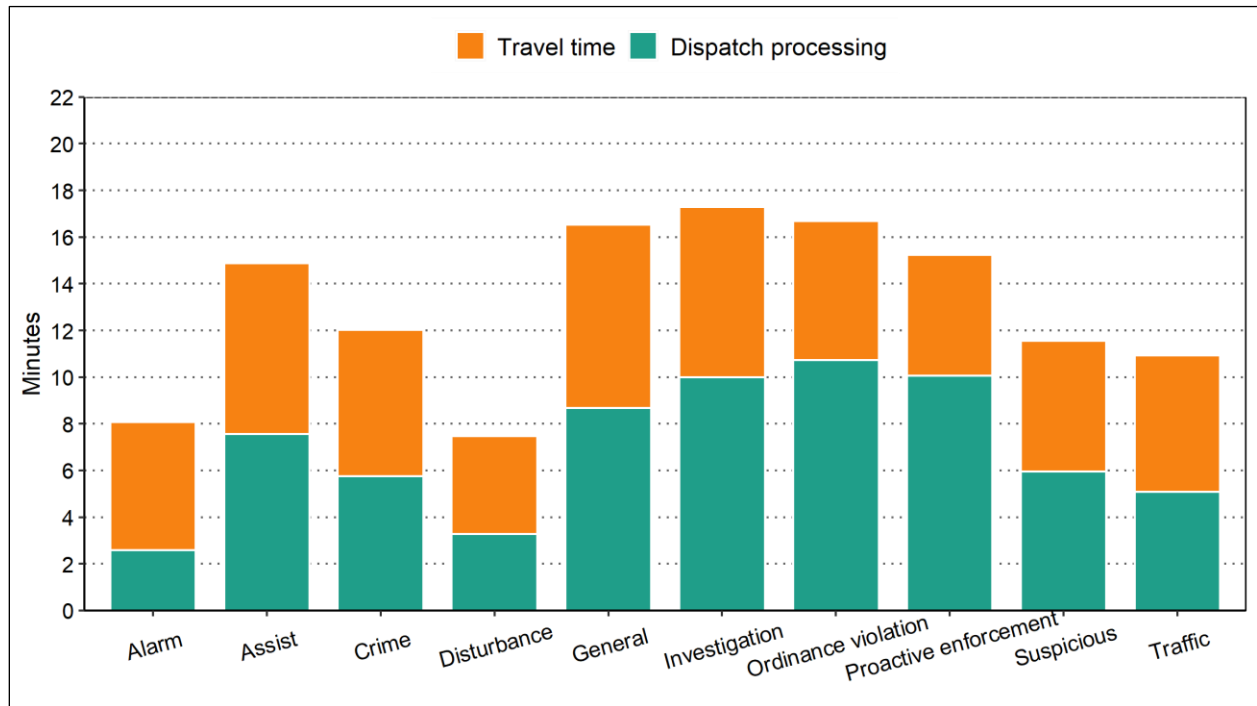
FIGURE 9-29: Average Response Time by Category, Summer 2022
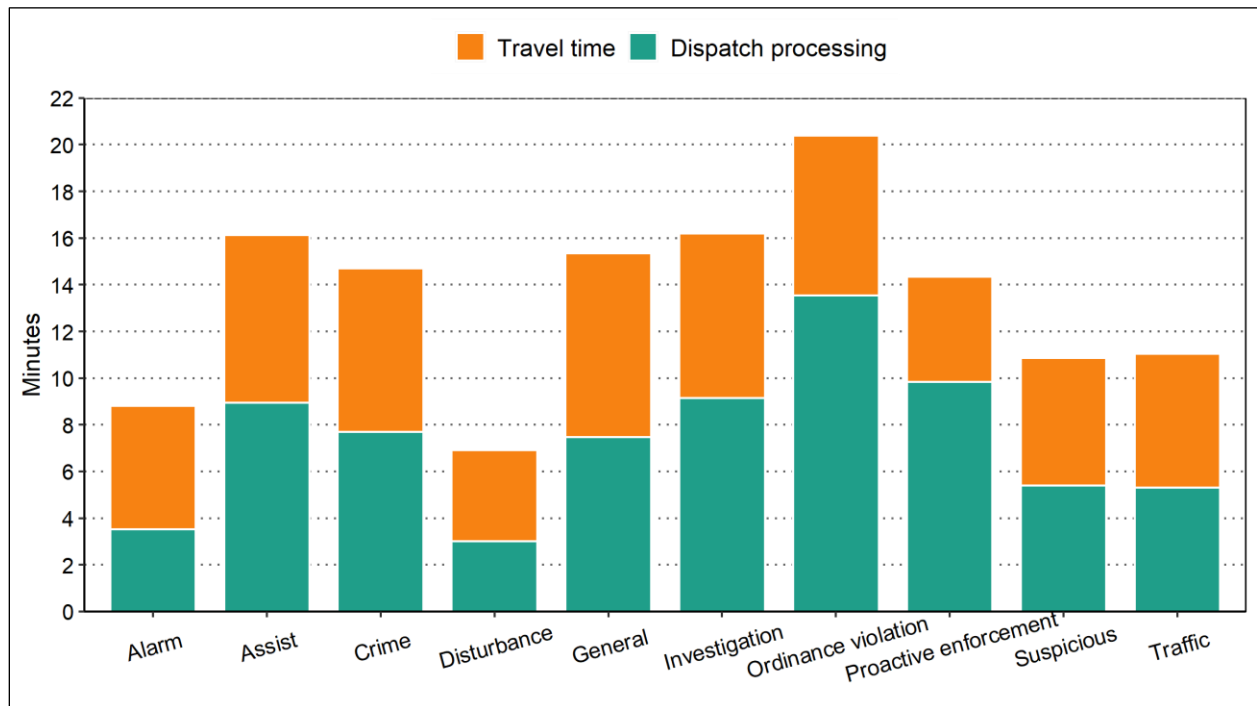
TABLE 9-16: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	4.6	6.4	11.0	160	5.6	6.1	11.7	175
Alarm	2.6	5.5	8.1	65	3.5	5.3	8.8	102
Animal call	12.1	7.6	19.7	42	10.7	10.5	21.1	55
Assist citizen	9.4	9.0	18.4	92	11.7	8.2	19.9	150
Assist other agency	5.4	5.3	10.7	78	5.4	5.8	11.1	114
Civil matter	5.7	10.8	16.6	9	10.0	10.3	20.3	14
Crime against person	11.3	11.6	22.9	27	11.1	9.2	20.3	40
Crime against property	5.6	6.2	11.8	331	8.1	7.3	15.4	259
Crime against society	4.5	4.9	9.4	85	6.2	6.0	12.2	166
Disturbance	3.3	4.2	7.5	126	3.0	3.9	6.9	134
Investigation	10.0	7.3	17.3	277	9.2	7.1	16.2	343
Juvenile	5.7	9.3	15.0	9	5.4	4.9	10.2	11
Mental health	6.5	8.7	15.2	39	4.0	6.2	10.2	46
Miscellaneous	8.2	4.9	13.1	14	7.2	7.6	14.8	15
Ordinance violation	10.7	6.0	16.7	54	13.5	6.8	20.4	67
Proactive enforcement	10.0	5.2	15.2	23	9.8	4.5	14.3	27
Suspicious incident	6.0	5.6	11.6	194	5.4	5.5	10.9	229
Traffic complaint	6.1	4.7	10.8	74	4.8	4.9	9.7	89
Warrant/prisoner	8.8	5.4	14.2	8	6.0	3.9	10.0	16
Total Average	**6.7**	**6.3**	**13.0**	**1,707**	**7.2**	**6.4**	**13.7**	**2,052**

Note: The total average is weighted according to the number of calls per category.

Observations:

- In winter, the average response time for most categories was between 7 minutes and 17 minutes.

- In winter, the average response time was as short as 7 minutes (for disturbances) and as long as 17 minutes (for investigations).

- In summer, the average response time for most categories was between 7 minutes and 17 minutes.

- In summer, the average response time was as short as 7 minutes (for disturbances) and as long as 20 minutes (for ordinance violations).

- The average response time for crimes was 12 minutes in winter and 15 minutes in summer.

TABLE 9-17: 90th Percentiles for Response Time Components, by Category

Category	Minutes in Winter			Minutes in Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	8.0	11.6	19.1	9.8	12.2	19.7
Alarm	3.4	10.5	13.8	4.5	8.8	13.9
Animal call	31.1	16.1	35.8	28.8	27.4	44.4
Assist citizen	24.7	22.3	40.5	31.5	18.0	44.6
Assist other agency	9.2	9.4	20.5	9.9	12.2	21.4
Civil matter	9.4	25.8	33.9	14.6	22.7	51.3
Crime against person	26.7	29.2	47.0	29.0	30.4	54.2
Crime against property	9.7	12.8	22.6	21.2	13.8	34.1
Crime against society	9.1	9.0	16.6	14.0	12.6	22.7
Disturbance	5.1	8.0	11.6	5.3	6.4	11.6
Investigation	23.2	16.2	38.7	19.5	16.8	34.1
Juvenile	10.5	21.9	27.3	6.8	7.0	12.2
Mental health	15.6	21.4	31.6	6.5	12.0	15.9
Miscellaneous	20.6	14.3	28.7	21.6	16.2	30.7
Ordinance violation	29.8	16.9	41.8	31.3	16.2	40.8
Proactive enforcement	23.8	20.7	46.2	21.4	10.8	23.3
Suspicious incident	9.7	11.2	21.7	12.7	12.0	20.2
Traffic complaint	13.3	9.5	19.3	9.5	10.0	17.4
Warrant/prisoner	19.0	15.2	32.4	16.7	6.8	24.2
Total	**14.0**	**14.1**	**27.5**	**16.8**	**13.7**	**28.7**

Note: A 90th percentile value of 27.5 minutes means that 90 percent of all calls are responded to in fewer than 27.5 minutes. For this reason, the columns for dispatch processing and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 12 minutes (for disturbances) and as long as 46 minutes (for proactive enforcement calls).

- In summer, the 90th percentile value for response time was as short as 12 minutes (for disturbances) and as long as 41 minutes (for ordinance violations).

FIGURE 9-30: Average Response Time Components, by Zone
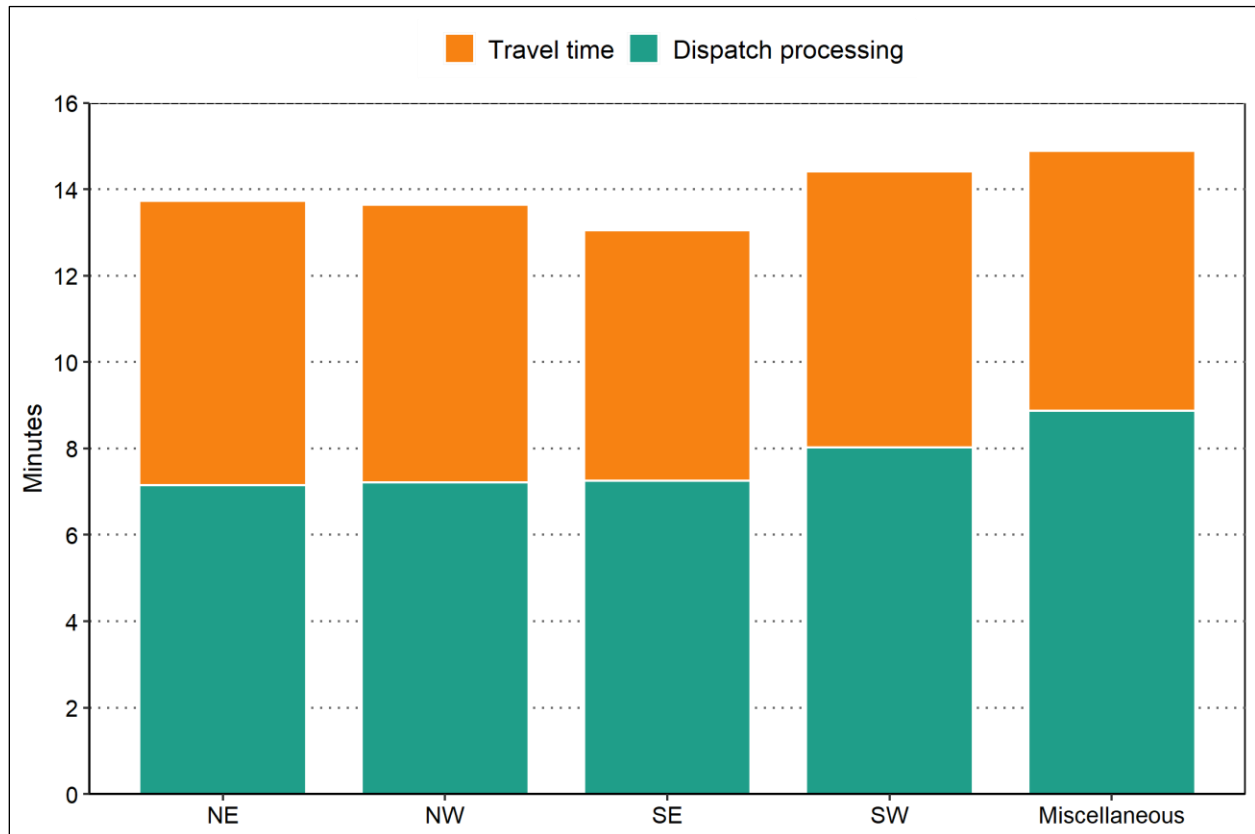
Note: The miscellaneous category included calls in zone "KPD-MHP" and FCSO zones.

TABLE 9-18: Average Response Time Components, by Zone

Zone	Minutes			Calls	Area (Sq. Miles)
	Dispatch	Travel	Response		
Northeast	7.1	6.6	13.7	3,154	2.4
Northwest	7.2	6.4	13.6	4,302	6.5
Southeast	7.2	5.8	13.1	2,408	2.2
Southwest	8.0	6.4	14.4	2,180	1.6
Miscellaneous	8.9	6.0	15.0	237	NA
Total	**7.4**	**6.3**	**13.7**	**12,281**	**12.7**

Observations:

- The Northeast zone had the shortest dispatch processing time, which was about 7.1 minutes.

- The Southeast zone had the shortest response time, which was about 13.1 minutes.

High-priority Calls

The department assigned priorities to calls with priority 1 as the highest priority. The following table shows average response times by priority. Also, we identified the majority of injury accidents based on their call descriptions "MVA ALS," "MVA BLS RED," "MVA BLS YEL." and "MVA Extrication" to see if these provided an alternate measure for emergency calls.

TABLE 9-19: Average and 90th Percentile Response Times, by Priority

Priority	Minutes			Calls	Minutes, 90th Percentile
	Dispatch	Travel	Response		
1-High	4.1	5.0	9.2	4,973	15.6
2-Structure	4.4	3.1	7.5	17	9.7
3-Medium	8.0	6.7	14.7	3,794	30.8
4-Low	13.1	8.5	21.7	2,159	50.2
7-Do Not Dispatch	8.4	6.8	15.2	1,338	36.2
Total	**7.4**	**6.3**	**13.7**	**12,281**	**30.0**
Injury accident	3.8	3.8	7.6	201	11.7

Note: The total average is weighted according to the number of calls within each priority level.

FIGURE 9-31: Average Response and Dispatch Processing Times for High-priority Calls, by Hour
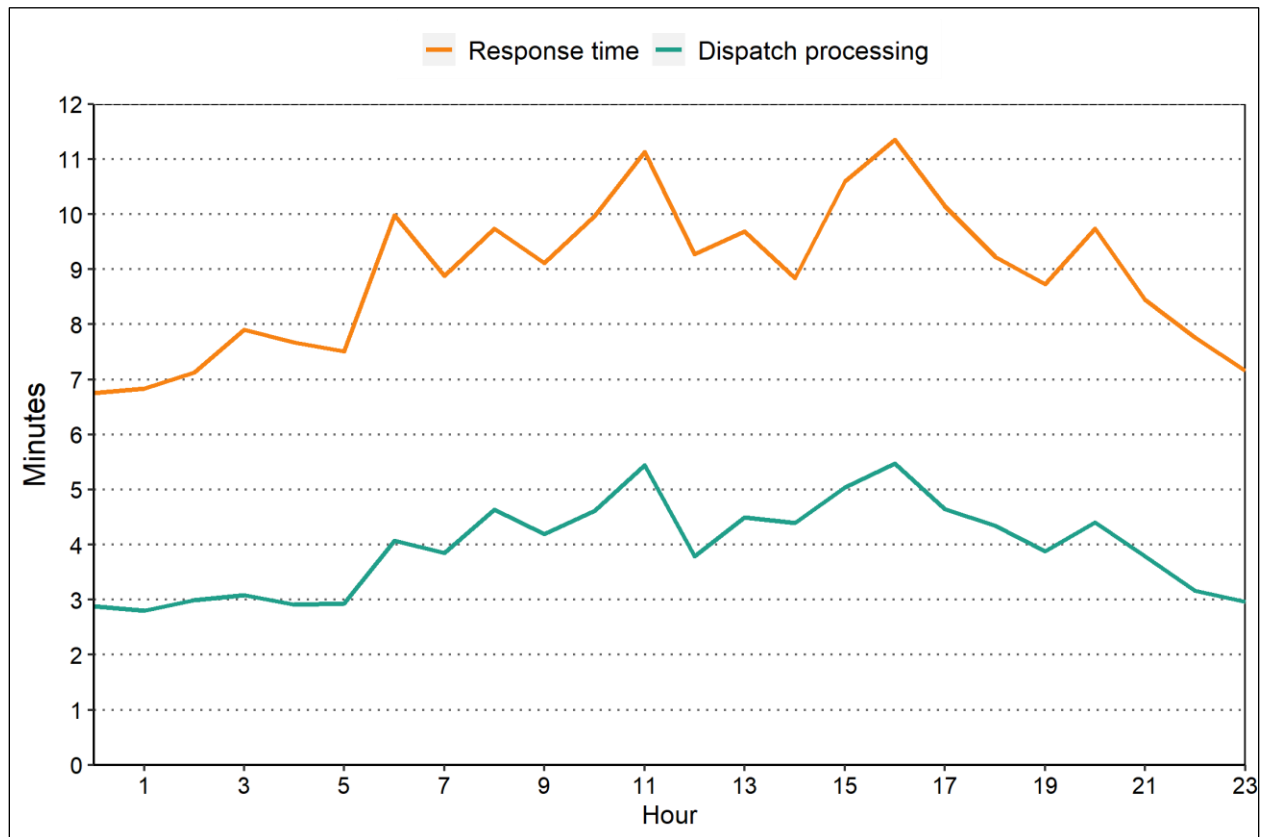
Observations:

- High-priority calls had an average response time of 9.2 minutes, lower than the overall average of 13.7 minutes for all calls.

- Average dispatch processing was 4.1 minutes for high-priority calls, compared to 7.4 minutes overall.

- Average response time for injury accidents was 7.6 minutes, with a dispatch processing time of 3.8 minutes.

- For high-priority calls, the longest response times were between 4:00 p.m. and 5:00 p.m., with an average of 11.3 minutes.

- For high-priority calls, the shortest response times were between 12:00 a.m. and 2:00 a.m., with an average of 6.8 minutes.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from November 1, 2021, to October 31, 2022, were classified into the following categories.

TABLE 9-20: Call Type, by Category

Call Type Description	Table Category	Figure Category
Alarm Burglary	Alarm	Alarm
Alarm Holdup		
Alarm Panic		
Assist Citizen	Assist citizen	Assist
Disabled Vehicle		
Public Works		
Vehicle Inspection		
Vehicle Unlock		
Agency Assist	Assist other agency	
F Automatic Fire/CO Alarm		
F Burnpile/Recreational Fire		
F Dumpster Fire		
F Elevator Rescue		
F Gas Odor		
F Grass/Wildfire		
F Hazmat		
F Motor Vehicle Fire		
F Power Lines Emergency		
F Public Service Call		
F Smoke Inside Investigation		
F Smoke Investigation - Outside		
F Structure Fire		
F Traffic Control		
Fish & Game Violation		
Medical ALS		
Medical BLS RED		
Medical BLS YEL		
Posse Assignment		
Assault	Crime against person	Crime
Assault Weapon		
Child Abuse		
Child Neglect		
Harassment		
Peeping Tom		
Privacy in Communication		
Sex Assault		
Stalking		

Call Type Description	Table Category	Figure Category
Threats		
TRO Violation		
Burglary	Crime against property	
Criminal Mischief		
Fraud		
Robbery		
Theft		
Trespass		
Unauthorized Use		
Vehicle Stolen		
Animal Cruelty	Crime against society	
Disorderly		
Drug		
Indecent Exposure		
Non-Compliant Offender		
Disturb Physical	Disturbance	Disturbance
Disturb Verbal		
Disturb Weapon		
Fight		
Intoxicated Pedestrian		
Party		
Animal at Large	Animal call	General miscellaneous
Animal Bark		
Animal Bite		
Animal Found		
Animal Lost		
Animal Other		
Animal Vicious		
Animal Wildlife		
Civil Complaint	Civil matter	
Civil Service		
Custodial Interference		
Private Property Tow		
Repossession		
TRO Service		
Minor In Possession	Juvenile	
Runaway Juvenile		
Unattended Child		
Mental Health	Mental health	
Suicide Attempt		
Suicide Threat		
Choose Call Type ===>	Miscellaneous	

Call Type Description	Table Category	Figure Category
Compliance Check		
Court		
Flight Follow		
Property		
Public Safety		
Special Event		
Prisoner Transport	Warrant/prisoner	
Warrant		
911 Hangup		
911 Misdial		
Bike Found		
Coroner		
Follow Up		
Gunshot Wound		
Missing Person	Investigation	Investigation
Noise Complaint		
Pursuit		
Shots Heard		
Vehicle Abandoned		
Vehicle Recovered		
Welfare Check		
Curfew		
Decay Ordinance		
Discharge Firearm		
Fireworks		
Litter		
Open Container	Ordinance violation	Ordinance violation
Ordinance Violation		
Panhandling		
Parking		
Parks Rules Violation		
Skateboard		
Business Check		
Extra Patrol		
Extra Patrol Request	Proactive enforcement	Proactive enforcement
Out With Vehicle		
Pedestrian Stop		
Suspicious	Suspicious incident	Suspicious incident
Unsecure Premises		
MVA ALS		
MVA BLS RED	Accident	Traffic
MVA BLS YEL		

Call Type Description	Table Category	Figure Category
MVA Extrication		
MVA Hit & Run		
MVA Non Injury		
DUI	Traffic complaint	
Reckless		
Traffic Hazard		
Traffic Other		
Traffic Stop	Traffic stop	

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2012 through 2021, along with clearance rates for 2019. Crime rates are expressed as incidents per 100,000 population

TABLE 9-21: Reported Crime Rates in 2020 and 2021, by City

Municipality	State	2020				2021			
		Population	Crime Rates			Population	Crime Rates		
			Violent	Property	Total		Violent	Property	Total
Belgrade	MT	9,762	307	2,254	2,561	10,738	410	1,974	2,384
Bozeman	MT	51,460	305	1,354	1,660	52,586	329	1,270	1,599
Havre	MT	9,820	713	3,055	3,768	9,724	761	2,807	3,568
Helena	MT	33,629	642	3,649	4,291	34,262	686	3,205	3,891
Miles City	MT	8,250	230	1,297	1,527	8,160	637	1,409	2,047
Kalispell	**MT**	**25,125**	**310**	**2,376**	**2,687**	**25,926**	**413**	**2,422**	**2,835**
Montana		**1,086,193**	**416**	**2,198**	**2,614**	**1,098,323**	**470**	**2,120**	**2,590**
National		**331,449,281**	**399**	**1,958**	**2,357**	***331,893,745**	**209**	**1,249**	**1,458**

Note: *According to FBI statements, the 2021 national data cannot be compared to the previous data, due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned,

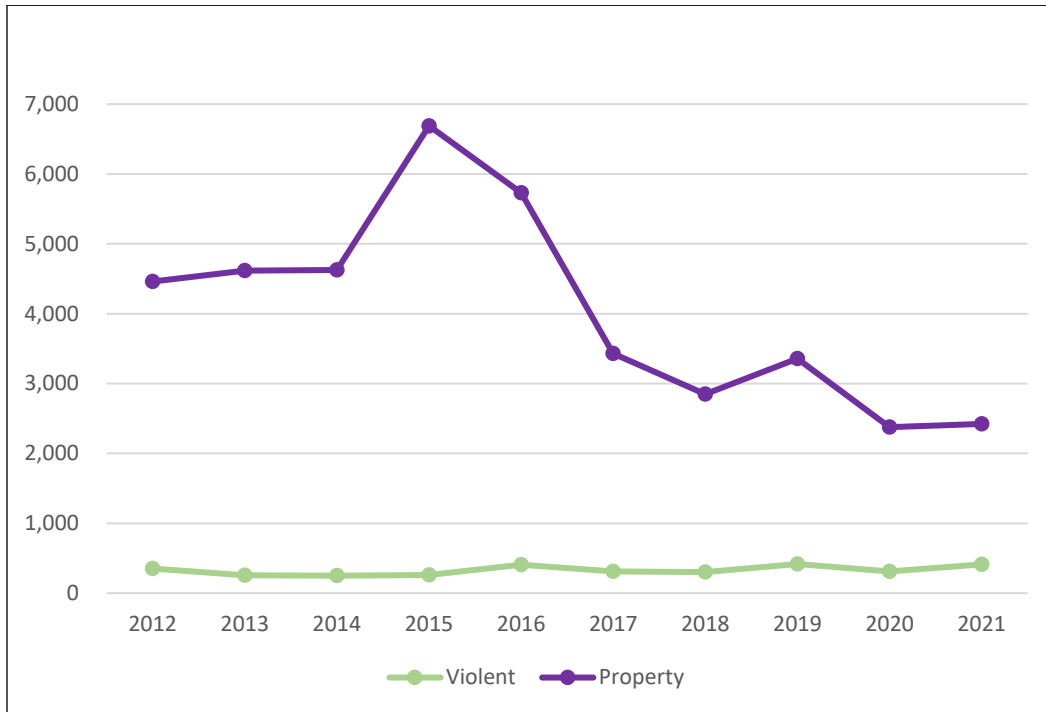**FIGURE 9-32: Reported Kalispell Violent and Property Crime Rates, by Year**
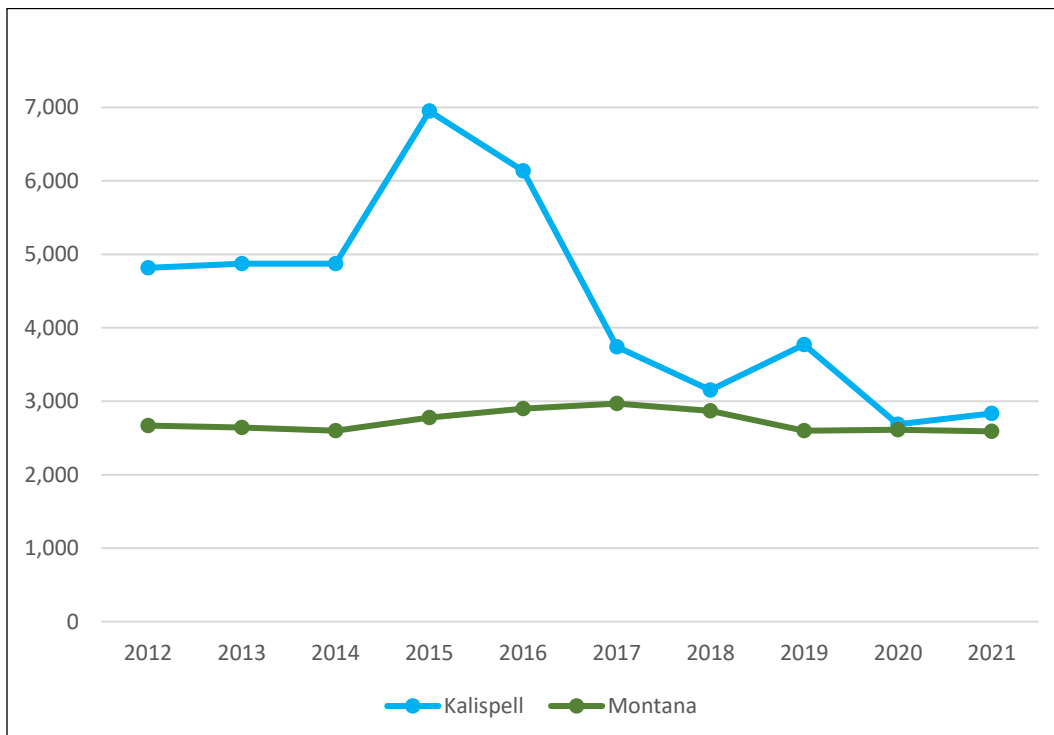

FIGURE 9-33: Reported City and State Crime Rates, by Year

TABLE 9-22: Reported Kalispell, Montana, and National Crime Rates, by Year

Year	Kalispell				Montana				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2012	20,147	352	4,462	4,815	1,071,788	259	2,411	2,670	319,697,368	377	2,758	3,135
2013	20,665	256	4,617	4,873	1,078,577	264	2,379	2,642	321,947,240	362	2,627	2,989
2014	21,238	250	4,624	4,873	1,087,522	298	2,302	2,601	324,699,246	357	2,464	2,821
2015	21,932	260	6,689	6,949	1,099,717	327	2,452	2,779	327,455,769	368	2,376	2,744
2016	22,470	405	5,732	6,137	1,101,927	352	2,547	2,899	329,308,297	383	2,353	2,736
2017	23,243	310	3,429	3,739	1,050,493	377	2,592	2,969	325,719,178	383	2,362	2,745
2018	23,700	304	2,848	3,152	1,062,305	374	2,496	2,870	327,167,434	369	2,200	2,568
2019	24,473	417	3,355	3,772	1,068,778	405	2,193	2,598	328,239,523	379	2,010	2,489
2020	25,125	310	2,376	2,687	1,086,193	416	2,198	2,614	331,449,281	399	1,958	2,357
2021	25,926	413	2,422	2,835	1,098,323	470	2,120	2,590	*331,893,745	209	1,249	1,458

TABLE 9-23: Reported Kalispell, Montana, and National Crime Clearance Rates, 2019

Crime	Kalispell			Montana			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	1	0	0%	37	20	54%	14,325	8,796	61%
Rape	15	1	7%	599	102	17%	124,817	41,065	33%
Robbery	2	0	0%	205	83	40%	239,643	73,091	31%
Aggravated Assault	88	53	60%	3,080	1,804	59%	726,778	380,105	52%
Burglary	67	9	13%	2,812	376	13%	981,264	138,358	14%
Larceny	715	214	30%	17,905	3,906	22%	4,533,178	834,105	18%
Vehicle Theft	54	7	13%	2,293	447	19%	655,778	90,497	14%

END