

Lincoln County, Missouri

OFFICE OF THE SHERIFF



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SHERIFF

"Publicus. Pro populus. Per populus."

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SHERIFF'S PATROL STAFFING ANALYSIS



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SHERIFF'S PATROL STAFFING ANALYSIS

Summary

Patrol is often referred to as the backbone of any law enforcement agency or organization. Patrol deputies are the first responders to emergencies and the most visible aspect of the Sheriff's Office. The most basic function as an organization is to serve and protect the citizens of Lincoln County. The Sheriff's Office strives to enhance the quality of life in Lincoln County through partnerships with the community and other first responders. However, the Lincoln County Sheriff's Office have experienced an increase in calls for service and resulting in decreased proactive patrol response. Deputy safety and citizen safety are of critical importance to the Sheriff's Office. With over-worked patrol deputies, many citizens may lose faith in law enforcement within their community. It is imperative for a functioning law enforcement agency to be properly staffed and properly equipped to provide professional law enforcement services expected by the citizens of Lincoln County.

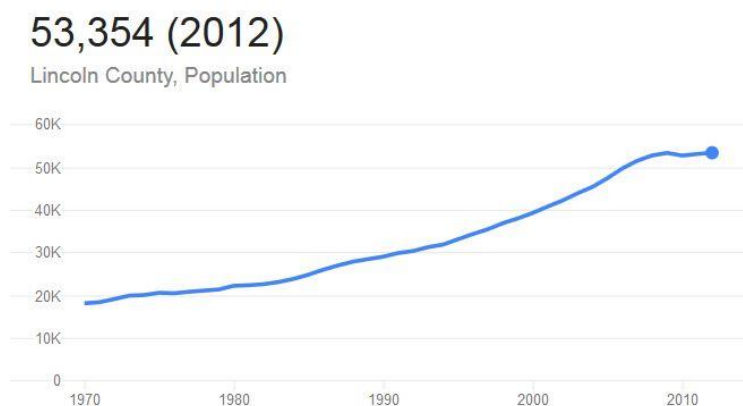
The following analysis will detail concerns facing the Lincoln County Sheriff's Office:

- Proactive policing have decreased significantly due to crime hot spots within the county and call volume.
- The current Lincoln County Sheriff's Office patrol deputy to population ratio (.23 to 1,000 populous) does not meet the national average of (1.7 to 1,000 populous) for counties or even cities. Lincoln County Sheriff's Office currently has one deputy for every 11,000 people. If we subtract the municipalities within the county with full-time (24-hour operation) police departments, there is one deputy for every 8,000 people.
- A single patrol deputy is responsible for an average of 128 square miles per shift if fully manned for their shift.
- Population increase in unincorporated Lincoln County has significantly increased calls for service and report taking.
- The Lincoln County Sheriff's Office is understaffed compared to other agencies with similar populations and call volume.
- Reduction in pay in 2009 which has not been recovered lead to higher than anticipated attrition.

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Background

Lincoln County overall consists of 640 square miles and a population of 53,354. Much of the population resides in unincorporated Lincoln County with subdivisions and housing areas outside of municipal cities and towns. Lincoln County is considered within the St. Louis Metro area consisting of 84 people per square mile.



Unincorporated Lincoln County population has grown significantly over the past 10 years, increasing by 35% making it one of the fast growing counties in Missouri. The county seat, the City of Troy, subsequently grew by 56% during the same period. According to the [Missouri Economic Research and Information Center](#), Christian and Lincoln Counties are projected to grow the fastest in the state, more than doubling by 134% between 2000 and 2030. This projection has Lincoln County growing to a population of almost 75,000 in the next 15 years.

Sheriff's Office Responsibilities

The Missouri Revised Statutes dictates every sheriff shall quell and suppress assaults and batteries, riots, routs, affrays and insurrections; shall apprehend and commit to jail all felons and traitors, and execute all process directed to him by legal authority, including writs of replevin, attachments and final process issued by circuit and associate circuit judges. Beginning January 1, 2014, every sheriff shall maintain, house, and issue concealed carry permits as specified under chapter 571.

While other agencies in Lincoln County, including city agencies, have the ability to refuse calls for service, the Sheriff's Office does not have this right. The patrol division cannot refuse to answer by other law enforcement agencies, nor can they refuse to answer calls within other jurisdictions. Considering many jurisdictions are not 24 hours, deputies have a greater responsibility during the night hours to quell crime. It is not uncommon for other law enforcement agencies within Lincoln County to rely on the Sheriff to fill the gaps in their service with emergency response.

Of the eight law enforcement municipalities, only three operate 24 hours. Of the three, only one city has more than one officer on duty during their night shift. County deputies must respond to backup municipal officers or take calls within those communities if the officer is tied up with a call. Not responding to calls could create enormous liability issues for the Sheriff of Lincoln County.

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RSMO 57.101, Ordinances, city, town and villages, enforcement, requirements states a county sheriff and his deputies, when authorized by written agreement entered into by the sheriff and a city, town or village within the county and approved by the governing body of the county, shall have the same power and authority to enforce the ordinances of the city, town or village, and in the same manner, as have the police of the city, town or village.

RSMO 57.110, Duties as conservators of the peace states every sheriff is a conservator of the peace within his county, and shall cause all offenders against law, in his view, to enter into recognizance, with security, to keep the peace and to appear at the next term of the circuit court of the county, and to be committed to jail in case of failure to give the recognizance.

RSMO 57.111, Acting in adjoining county states whenever any sheriff or deputy sheriff of any county in this state is expressly requested, in each instance, by a sheriff of an adjoining county of this state to render assistance, such sheriff or deputy shall have the same powers of arrest in such county as he has in his* own jurisdiction.

RSMO 57.270, Powers of deputies states every deputy sheriff shall possess all the powers and may perform any of the duties prescribed by law to be performed by the sheriff.

RSMO 57.280, Sheriff to receive charge, civil cases states the Sheriff is responsible for civil paper service within the county.

RSMO 57.380, Collection of Civil Fees states the sheriff in all counties of the second class shall charge, collect and receive, on behalf of the county, every fee, penalty, charge, commission and other money that accrues to him or his office for official services rendered in civil and criminal matters, by virtue of any statute of this state, and all the fees, penalties, charges, commissions, and other money collected by him, shall at the end of each month be paid by him to the county treasurer, as provided in section 50.360.

RSMO 221.020, Sheriff's to be jailers state the sheriff of each county in this state shall have the custody, rule, keeping and charge of the jail within his county, and of all the prisoners in such jail, and may appoint a jailer under him, for whose conduct he shall be responsible.

RSMO 221.040 Sheriff and Jailer to receive prisoners states it shall be the duty of the sheriff and jailer to receive, from constables and other officers, all persons who shall be apprehended by such constable or other officers, for offenses against this state, or who shall be committed to such jail by any competent authority; and if any sheriff or jailer shall refuse to receive any such person or persons.

RSMO Chapters 589 Sections 400 and 425 and 43.650, mandate additional information and verification may be obtained from the Chief Law Enforcement Official (Sheriff) of the county where the sex offender resides. The web site is intended to supplement and complement the sex offender registries maintained by the various counties.

Lincoln County Homeland Security Mass Care/Evacuation Plan states the Sheriff's Office plays a supportive role in providing mass care services to persons affected by a disaster.

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Patrol Division Staffing

Sheriff's Office patrol deputies are responsible for patrolling all of unincorporated Lincoln County and some incorporated municipalities if they do not deploy 24 hour law enforcement protection. There are currently 20 Patrol Deputies including a commanding Lieutenant. Lincoln County consists of 640 square miles of land, inlet waterways and rivers, which is broken into four quadrant patrol zones. Patrol squads normally consist of four deputies and a supervising patrol sergeant. The sergeant assigns a deputy a patrol zone for their 12-hours shift. Each zoned patrol deputy is responsible for an average of 128 square miles per shift (if fully manned).

The Patrol Division is in constant state of fluctuation. Although there is a total of 20 Deputies employed, that does not necessarily mean there are actually 20 deputies patrolling. On any given month, a deputy maybe on a military leave of absence, workers comp, vacation, sick time, compensatory time, FMLA, or experiencing a family matter which requires his or her attention away from the job. On average, a deputy works an estimated 192 days per year in Lincoln County. It is not uncommon for patrol squads to cover the county with only three deputies.

Overall, the Patrol Division staffing is inadequate to meet the needs of Lincoln County residents and in its current state does not meet the Sheriff's proactive community policing initiative.

Calls for Service

Calls for service in Lincoln County are steadily rising as the population increases. In 2012, deputies responded to over 48,000 calls for service. Squads respond, on average, to 1,000 calls per month per 12-hours shift. Currently, a typical deputy will respond to over 200 calls per month making it nearly impossible to conduct routine patrol and focus on trouble areas within the county. The Patrol division is experiencing a 12% increase each year for calls for service. This increase can be attributed to several factors:

- Within the past three years, Lincoln County law enforcement municipalities have experienced reductions in police causing their workload to be transferred to the Sheriff's Office.
- Population increase in Lincoln County.
- Decrease in Sheriff's Office due to budgetary hiring freezes and attrition associated with low salaries.
- The Lincoln County Prosecuting Attorney's Office requires the Sheriff's Office to investigate (with the exception of the City of Troy) all sex crimes in the county.

Due to budgetary restraints and poor fiscal management by the previous administration from 2009 to 2012, patrol squads were not adequately staffed to reflect the increase in population. Currently, patrol squads must stack calls if responding to crimes against personal wellbeing. Today, it is not uncommon for deputies to respond several hours after the initial call due to its current staffing. With the population projections over the next 15 years, the Sheriff's Office cannot reasonably expect timely service at its current staffing rate or improve the quality of life in Lincoln County.

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Fleets

The Patrol Division utilizes a total of 27 marked vehicles for patrol purposes, which includes eight (8) patrol spares (a patrol spare is classified as a temporary vehicle to be driven in the event a primary vehicle requires unscheduled maintenance. They are not to be used long-term for patrol activities and are considered unreliable due to constant mechanical failures). The Sheriff's Office is moving toward All Wheel Drive vehicles to help with response times, especially during the winter months. The AWD feature will assist deputies gain access to even the most remote and difficult areas within the county. The Sheriff's Office learned in June 2008 and May 2013 during the Mississippi River flooding, which engulfed more than 28,000 acres along eastern Lincoln County the sheriff's office emergency equipment was barely adequate for the security functions it served. The Sheriff's Office often has to rely on civilian volunteer resources to travel in and out of remote areas during emergency situations.

With fewer deputies on the street and more calls for service coming in, deputies are often forced to drive farther to each destination. Often a Deputy is driving across his zone into another to respond to a priority call because other deputies are busy. As the population increases in Lincoln County, so does the traffic situation, increasing the risk of having a fleet accident. Additionally, over-worked deputies seem to take more risks in responding to priority calls by driving faster to get to the call. More deputies on the street means more deputies are available to respond to calls for service and would eliminate the need for deputies to drive long distances to answer a call for service.

The basic premise of the National Response Plan is incidents are generally handled at the lowest jurisdictional level possible without the direct assistance of the Department of Homeland Security and State resources. The Sheriff's Office is not without assistance in the event of a massive incident such as, the Mississippi River flooding in May of this year. The Sheriff's Office uses several strategies to help integrate emergency equipment within the department. First, the Office has established monthly meetings for all county Chiefs of Police to discuss problems, concerns, logistics and planning. Here, ideas are presented and disseminated within law enforcement circles to better improve services and resources. Second, the Sheriff's Office participates in monthly emergency management meetings through the Lincoln County Economic Development, Emergency and Floodplain Management Office. These meetings consist of local area fire departments, ambulance districts, department of health and welfare and county commissioners. Information and equipment is disseminated through these channels through mutual aid agreements during emergency situations.

Lincoln County Emergency Management is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare, respond, and recover from incidents involving all-hazards. Sheriff's Department assist in emergency and non-emergency situations. The Sheriff's Office plays an integral role in emergency management and serves as the chief law enforcement officer of the county.

The Sheriff's Office total maintenance cost in 2012 to repair fleet vehicles was \$70,000. This maintenance includes oil changes, tires and other mandatory scheduled maintenance. Also, included is unscheduled maintenance from breakdowns and vehicle wear and tear, which accounted for the majority of acquired maintenance costs. The Sheriff's Office employs a full-time certified mechanic to maintain the fleet.

Unincorporated Lincoln County contains more than 60% dirt roads with several roads incorporating some stream beds as part of the road. During periods of heavy rain many roads are deemed in-passable

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making it extremely difficult for deputies and emergency responders to get into populated areas. During the winter months, dirt roads are not plowed adequately after storms leaving them snow packed and iced over for several weeks to even months. The Sheriff's Office purchased two used Army HMMWVs (Humvee) in 2008 to help combat mobility problems; however, the vehicles are unreliable and by law can only be used during times of catastrophe or tactical situations. During the first week of May, 2013, Lincoln County, Missouri, received a snow storm where 15 inches of snow fell making the roads impassable. The HMMWVs were deployed to reach citizens during this storm. However, both only lasted two-hours before mechanical failures rendered them useless. Lastly, the HMMWVs are camouflaged giving the Sheriff's Office a militaristic appearance, which is not ideal for our community policing efforts.

In addition, the Sheriff's Office allocates two full-time deputies to the Lincoln County Narcotics Enforcement Unit who provides assistance to agencies not equipped to investigate or dismantle clandestine methamphetamine laboratories. Investigators working for the narcotics unit will perform sampling and clean up in and around the unit's operational area. The Sheriff also allocates three deputies to two federal task forces including Cyber Crimes against Children and Drug Enforcement Agency (DEA).

Crime

The Federal Bureau of Investigation Uniform Crime Reporting of Lincoln County shows an increase in Total Crime Index reporting from 732 in 2009 to 904 by 2011. In 2012, our Total Crime Index fell slightly to 869; however, it was still above the 2009 and 2010 levels. Lincoln County property crimes (which include burglary, larceny/stealing, motor vehicle thefts, robbery and arson) from 2009 to 2012 increased each year with the exception of 2012 which maintained the same rate as 2011 at 785 crime incidents for both years. During the period 2009 through 2012, the Sheriff's Office also responded to 585 domestic violence incidents, 198 sexual offenses and 846 motor vehicle collisions. On average, a single deputy will drive 2,000 miles per-month responding to calls for service.

The [government says the rate of violent crime in America went up 15 percent](#) last year and the property crime rate rose 12 percent, signals that the nation may be seeing the last of the substantial declines in crime of the past 20 years. Last year, 2012, marked the second year in a row for increases in the crime victimization survey, a report that is based on household interviews. The 2012 increases were driven by a rise in crimes that were not reported to police, a category frequently involving less serious offenses. Simple assaults also rose. The rate of property crimes increased due to a rise in theft.

Services offered by the Sheriff's Office

Considering Lincoln County Sheriff's Office budgetary restraints, the Sheriff continues to contribute valuable services to the community through multiple programs. The Community Services Unit (CSU) is responsible for the Sheriff's two-K9 units, special traffic unit and four School Resource Officers (SRO) spread out among four school districts. The SRO's provide drug resistance education and school safety for four school districts including Troy, Winfield, Elsberry and Silex, which reaches approximately 1,100 fifth grade students per year.

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In addition, the CSU conducts and hosts an annual Youth Summer Camp for the graduating Fifth Graders of our DARE program. This year marked the 11th year of the camp. The camp is designed to provide positive reinforcement and leadership training for our young people who will achieve a sense of competency, good decision making and self-respect. The campers spent the week with members of the Lincoln County Sheriff's Community Services Unit of School Resource Officers and thirty-two (32) Lincoln County high school students who serve as Team Leaders. The Lincoln County Sheriff's Office Canine, Patrol and Crime Scene Units hold special demonstrations throughout the week to educate youth about the various first responder units the Sheriff is responsible for. No other Sheriff's Office hosts a youth camp in the State of Missouri and none known similar in scope and complexity within the nation. In addition, the Sheriff's Office collaborates with the National Guard, Lincoln County Fire District, Lincoln County Ambulance District, and MO Department of Conservation whom also provide demonstrations and team building activity stations for our youth campers.

Annually, the Sheriff's Office teams with the Lincoln County Council on Aging (LCCOA) to host a summer Senior Citizens Academy. In any given year, 60+ senior citizens attended the hands on program which ranges from a wide variety of topics including Medicaid and Medicare fraud to disaster preparation. The Sheriff's Office invites local agencies such as the Troy Police Department, the Lincoln County Fire and Ambulance Districts, the Director of Emergency Management, and area Politicians to share related information that concern Senior Citizens. The Senior Citizens Academy is more than just a series of lectures. It includes visual presentations, hands on training, question and answer sessions, tours, games, and a variety of practical exercises. The Senior Citizens' Academy is open to all Lincoln County seniors free of charge and is designed to educate and inform on multiple topics.

The Community Services Unit is also responsible for semi-annual safety fairs and other community service safety events throughout the county as requested.

The Sheriff's Office also oversees the Lincoln Narcotics Enforcement Team (NET), which is a multi-jurisdictional drug task force based in Lincoln County. The unit continues its narcotics law enforcement activities and its partnerships with all local, state and federal law enforcement agencies. All cases investigated by the unit are approached with the broader view of involving as many agencies as possible to bring criminal narcotics organizations to an end within the County. A component of the NET is drug prevention and rehabilitation. The NET continues to support the Missouri Dept. of Natural Resources by operating a hazardous waste materials storage area for meth lab waste found within clandestine labs.

In addition, the Sheriff's Office partners with the Boonslick Regional Planning Committee, which is a Homeland Security Oversight contingent for planning and responding to emergency incidents. The partnership incorporates the Missouri's Community Development Act that also addresses the "harmonious development" of the region in which we represent. This partnership encompasses 27 municipal governments and oversees 1,645 square miles along Interstate 70, just west of the St. Louis Metro Area. The Sheriff's Office works closely in this capacity in addressing hazard mitigation and homeland security planning with our regional partners.

Other areas of the Sheriff's Office include a Bureau of Criminal Investigations, Records/Administration division and a county jail. All these components work together to enhance the quality of life in Lincoln County. Our partnerships with the community help to preserve the peace, reduce fear and provide for a safer environment in which we live.

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Reactive vs. Proactive Policing

The shortage in patrol personnel coupled with the increasing calls for service has resulted in our patrol deputies being only available to respond for calls for service. The great majority of the time, the crime has already occurred and the deputy responds just to take a report. They are only able to conduct reactive patrol, which hurts the community. Reactive patrol does NOT actually reduce crime, even though the citizens of Lincoln County expect crime reductions. According to a [report prepared for the National Institute of Justice and presented to the United States Congress in 1996](#), proactive patrol is what reduces crime in target areas and communities. The report cites several extensive studies where directed proactive patrol was conducted and crime was reduced. Here is an excerpt from that report (the full report can be read by going to the link above):

The more precisely patrol presence is concentrated at the "hot spots" and "hot times" of criminal activity, the less crime there will be in those places and times.

Studies	Scientific Methods Score	Findings
Press 1971	3	40% more police, reductions of outdoors crime
Chaiken et al 1975; Chaiken 1978	3	Police on subways at night reduced crime
Dahman 1975	2	More police, reductions of outdoors crime
Schnelle et al 1977	2	400% more patrol, less Part I crime
Sherman and Weisburd 1995	5	100% more patrol, less observed hot spot crime
Koper 1995	4	Longer patrol visits, longer post-visit crime-free time
Reiss 1995 Review:		
Barker et al 1993	2	Squad focused on hot spots, where street crime dropped
Burney 1990	2	Saturation patrols, reduced street crime

Study after study revealed the more police providing more focused proactive patrol the higher reduction in crime in that area. The report concludes that increased directed patrols in hot spots of crime and proactive arrests works to reduce crime. Sheriff John Cottle's community policing program includes reducing crime through proactive patrol. Uniform Crime reporting shows an increase in crimes throughout Lincoln County during the same period as population increases. During that same period, the Lincoln County Sheriff's Office has not countered the higher crime rate by adding more police officers on the streets mostly due to budgetary constraints and other factors.

The Sheriff cannot initiate saturation patrols in crime hot spots because of the increased calls for service. Overtime for such initiatives is simply not an option. We know based on studies that hot spot saturation patrols (proactive policing) can reduce property crimes by almost 50% in some communities and reduce burglaries by 25%. Although example after example can be cited to prove proactive policing works to reduce crime, currently the Patrol Division is so limited in resources that such initiatives cannot be conducted. Deputies are tasked with answering the increasing calls for service as directed by state law. However, more patrol deputies would allow for the types of proactive patrol and crime reduction listed

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above. Ideally, there should be adequate patrol personnel to allow deputies to be more proactive, preventing criminal activity before it occurs.

Job Performance Issues

Work related stress is affecting deputy job performance by patrol deputies. Use of force incidents have increased as manpower has become scarcer. Deputy injuries and worker's compensation claims have risen as well. Total sick time used by patrol deputies has risen. Fleet accidents have increased. There are many reasons for these differences; however, the common denominator is increased stressors due to work related issues. Deputies are forced to do more work with fewer resources. Deputies are answering significantly more calls than is reasonable.

[A report by the National Institute of Justice](#) stated, "For law enforcement officers, stress can increase fatigue to the point that decision-making is impaired and officers cannot properly protect themselves or citizens." The study also indicated that fatigued officers have an increased chance of inappropriate uses of force, fleet accidents, injuries, difficulty dealing with citizens, and use more sick time.

Currently Lincoln County Patrol Deputies are "doing more with less". They are running from call to call-to-call and catching up on reports as they can. As the calls for service increase without an increase in staffing, the strain on the Deputies is astronomical. We are essentially wearing our Deputies out and they are unable to keep up their job performance to the level the taxpayers deserve. Not only is it slighting the taxpayers but it is also expensive for the Lincoln County budget. Fleet accidents result in vehicles requiring costly repairs. An increase in patrol personnel would reduce much of these costly issues.

Deputy to Population Ration

[A study conducted by the U.S. Department of Justice, Bureau of Justice Statistics, in 2007](#), showed that on average, county police agencies had an average of 1.7 officers per 1,000 residents. The current Lincoln County Sheriff's Office patrol deputy to population ratio (.23 to 1,000 populous) does not meet the national average of (1.7 to 1,000 populous) for county of its size. Lincoln County Sheriff's Office currently has one deputy for every 11,000 people. If we subtract the municipalities within the county with full-time police departments, there is one deputy for every 8,000 people.

This lack of manpower is not enough to answer the current calls for service that are steadily increasing with the growing population. In order to align the Sheriff's Office with the average for other county police agencies, staffing would need to increase dramatically. The Sheriff's Office would need 71 more road deputies to have the average of 1.7 deputies per 1,000 people.

Staffing Plan

The Lincoln County Sheriff's Office Patrol Division is severely understaffed and has been for the past three-years. Additional personnel are needed immediately. Although the Sheriff would prefer 71 more road deputies it simply is not feasible at this time and unreasonable. However, patrol deputy positions should increase by 20 deputies over a four-year period in order to train, adjust the annual budget and provide vehicles. After the increase of 20 more patrol deputies the Sheriff's Office would promote one

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additional Lieutenant to handle the administration and day to day management of the increased number of road deputies.

This increase would assist and all the Patrol Division to keep up with calls for service and continue to provide quality service.