



MONTGOMERY
COUNTY SHERIFF'S OFFICE

STRATEGIC PLAN 2017 - 2020

SHERIFF RAND HENDERSON



COMMEMORATING
180 YEARS
OF LAW ENFORCEMENT SERVICE

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SHERIFF'S MESSAGE

On this, our 180th year of service to the community, I am pleased to present the Montgomery County Sheriff's Office Strategic Plan. No business, professional organization or public service agency should be content to "tread water." A business must constantly evolve to maintain relevancy to its customers or face extinction. While law enforcement agencies rarely face extinction, the same lack of forward movement results in a far worse situation: a community whose standards are unenforced and whose basic need for safety and security are unmet.

In short, no one gets paid to stand still. You have entrusted me as your Sheriff to be an excellent steward of your tax dollars and, in fact, your very lives. In turn, I pledge to take your Sheriff's Office ever forward and exceed your expectations.

The vision of the Montgomery County Sheriff's Office is to be a role model among public safety agencies in the State. Inherent in this is a Sheriff's Office that reflects your standards, serves you as effectively and efficiently as possible and operates in a morally and fiscally responsible manner. We intend to leverage technology, innovative practices and the best of human talent. We will do this through partnerships with you, our community, as well as elected officials and our fellow city and county government agencies in order to realize this vision.

The police can and do make a difference. Our strategies will move in unison towards objectives and goals and will be re-assessed annually in order to ensure they remain relevant and responsive to the changing needs of the community. This document is more than merely good ideas or a "to-do" list. It captures our philosophy and is a glimpse of the mountain we intend to climb over the next several years in the interest of a safe community with a high quality of life.

Sincerely,



Rand Henderson
Sheriff, Montgomery County



VISION, MISSION AND GUIDING PRINCIPLES

VISION

Our Vision is to serve as a role model for the public safety services in our State.

MISSION

Our Mission is to provide professional detention and law enforcement service to our community through meaningful partnerships to enhance the quality of life for our citizens, businesses and visitors through efficient and innovative public safety practices.

PACT

We hold four core values. We are Professional, Accountable, Compassionate and Trusted in word and deed. Our values represent our "P.A.C.T." with the community. It is the core of the unspoken and implicit agreement between citizens and their peace officers. The community bestows onto us the legitimacy, authority and power to police. In turn, we will safeguard the community's trust through these guiding principles.

PROFESSIONAL

We will stay true to the vocation to which we have been called. Competency will be our watchword. We will remain alert and seek self-improvement in mind and body. We will foster mutual respect and always take "the high road." We will always be mindful that we represent the community and not ourselves as individuals. We will problem-solve to the best of our abilities and face difficult situations with poise and composure.

ACCOUNTABLE

We will be good stewards of money, resources and the sons and daughters confined in our care. We will own failure as much as we celebrate success. Should we falter we will always do our best to "make it right" as much, and as quickly, as possible.

COMPASSIONATE

We will exercise our discretion in consideration of law, the community and the victim. We will always treat the community and each other with respect, mindful that human beings are prone to making poor decisions and often do or say things they do not mean while under stress. We will seek to understand and improve our community beyond "line-of-duty" interactions through volunteer service and community-engagement.

TRUSTED

We will embrace the higher standard held of public servants. Our word is our bond. We will not compromise our integrity, save for those times when it is absolutely necessary in the course of a criminal investigation. Our actions will reflect the legitimacy given to us by the community.

ABOVE ALL, WE WILL NEVER FORGET THAT WE, TOO, ARE CITIZENS, RESPONSIBLE FOR OUR ACTIONS AND DEDICATED TO THE SERVICE AND COMMON GOOD OF OUR COMMUNITY.

WE ARE THE MONTGOMERY COUNTY SHERIFF'S OFFICE

MONTGOMERY COUNTY

Montgomery County covers approximately 1,047 square miles and has experienced considerable population growth over the past five years. Exploding from more than 455,000 in 2010 to an estimated 537,559 in 2015, Montgomery County is now the tenth largest county in the State of Texas.



Approximately 443,570 persons are directly served by the Montgomery County Sheriff's Office which constitutes 83 percent of the total county population and approximately 931 square miles, or 89 percent of the surface area of the county.

Roughly half of Montgomery County residents are male, the other half being female. Approximately 67 percent of the county residents are white, 23 percent Hispanic or Latino, five percent African-American, and three percent are Asian-American.

There were an estimated 173,238 households in the county in 2015 with an average of 2.88 persons per household. Nineteen percent of these households speak a language other than English at home and more than 12 percent were born outside of the United States. The average household income is \$68,000 a year.

More than 32 percent of the county has a bachelor's degree or higher and 86 percent have a high school diploma or equivalent. There are 32,381 veterans, or six percent of the population who reside in the county, the eleventh largest concentration of veterans by county in the State of Texas.

AGENCY HISTORY

The Montgomery County Sheriff's Office was established in 1837 shortly after Texas declared its independence from Mexico. Little is known of the agency itself, though the names and lives of the elected Sheriffs since that time are fairly well documented.

The first details of the history of the agency emerge around 1930 when Clint Peoples, for whom the Sheriff's Office-operated Clint Peoples Regional Training Academy is named, was one of only two Deputies working for then Montgomery County Sheriff Ben Hicks.

James M. Day, in his book, *Captain Clint Peoples: Texas Ranger*, documents the office of the Sheriff in these early days. According to Day, an oil boom in 1931 was responsible for a jump in population in the county and a corresponding jump in jail inmates, who largely consisted of a rough and tumble crowd of oil field workers.

The Montgomery County Jail was the only holding facility in the county in the 1930s, and Day describes it as "an old red-colored two-story rock building located in a sycamore thicket about one hundred yards west of the old courthouse." Today, this is approximately the site of Montgomery County's James H. Keeshan Building across from the current courthouse.

Day continues, "Inside were facilities for twenty-five prisoners at most, but there were no bathroom facilities" and "a 'run-around,' a corridor that skirted all the cells so the Sheriff or Deputy could observe the activity of the prisoners."

A "sheet-iron" structure was later built at one end of the building where female prisoners were housed. Restaurants in town, on contract, fed prisoners twice a day. No full-time jailers were employed at that time and the Sheriff, Deputies and arresting officers took turns working the jail.

In 1936, a new courthouse was built which included a jail. There is disagreement on the exact size and capacity of this jail as Day states it existed on the top floor and could house between 75 and a hundred prisoners. Other sources claim it was the top two floors of the courthouse and the maximum capacity was approximately 50.

According to Day, law enforcement in the early years of the county, was "primitive," though Sheriff's Deputies worked closely with officials at the state penitentiary at Huntsville and the Houston Police Department in many efforts.

Prior to the oil boom, a citizen making a call for service depended largely upon the telephone with the local operator not only connecting calls, but serving as a dispatcher of sorts. When a citizen needed a Sheriff's Deputy, the operator would step outside and ring an electric bell on a telephone pole and wait for Deputies to arrive to find out where they needed to go.

After the oil boom, according to Day, "A red light was placed atop the courthouse and the switch for it was located beside the operator who triggered it when she received a call. All the officers kept an eye peeled for the courthouse and knew to report whenever the light came on. Later, when a large water tower was built, the light was moved to the new structure so it could be seen at a greater distance."

Patrolling at that time required Deputies to buy their own equipment and provide their own vehicles. These vehicles were apparently quite unreliable and often became stuck in the mud. Day states there were frequent accounts of Deputies keeping a horse handy to serve papers or respond to calls.

The county continued to grow during the mid-part of the 20th Century, and with growth, again came an increase in jail population. According to Robin Montgomery who wrote an article for the Texas Center for Regional Studies, as the agency entered the 1980s, the jail located at the top of the courthouse became critically overcrowded to the point that the

Texas Commission on Jail Standards mandated it be closed. The State granted a 60-day reprieve from this order however and, in that time, Sheriff Joe Corley organized support in the form of a \$13.6 million bond issue. A new facility was opened in 1987 and today remains the current Montgomery County Jail and Law Enforcement Center.

The mid-1990s to early 2000s saw the agency develop the Auto Theft Task Force, a joint effort of Detectives from Montgomery and surrounding counties, the start of the Citizens Academy program and the Children's Safe Harbor section designed to investigate and prosecute child sexual offenses.

In the late 2000s the agency created the first full-time Special Weapons and Tactics (SWAT) team, formed a motorcycle traffic unit and participated in the establishment of a regional police radio system, which facilitated inter-agency communication between all law enforcement agencies within Montgomery County and other surrounding counties and cities.

The Sheriff's office has grown in size from three employees in 1931, to 452 in 1993, to today's more than 800 sworn and civilian employees of peace officers, administrative specialists, Detention Officers, vehicle mechanics, Telecommunicators and technicians. Among other standard law enforcement functions, the agency operates a crime laboratory, a cold case squad, a riot response squad, an honor guard, a gang intelligence unit, manned aircraft and unmanned aerial vehicles, traffic unit and several other specialized functions to serve the more than 440,000 citizens and 930 square miles in its service area.

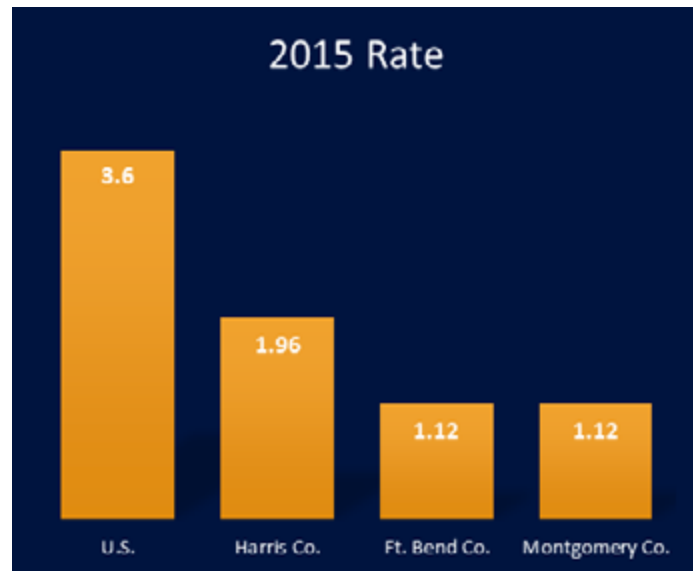
CRIME IN THE SHERIFF'S OFFICE SERVICE AREA

The Federal Bureau of Investigations tracks crime throughout the nation using the Uniform Crime Report (UCR). The UCR is compiled and summarized using information submitted by county sheriff's offices and city police departments through the National Incident Based-Reporting System (NIBRS). The UCR uses NIBRS reporting to compile information on murder, rape, robbery, aggravated assault, burglary, theft, theft of motor vehicles and arson.

The UCR is not a perfect measure of crime in an area and has been subject to criticism in the past. The FBI strongly discourages the use of UCR data to "rank" agencies or locales, explaining that crime depends upon a variety of factors for which the UCR cannot account for, including, for instance, population density, economics, and modes of transportation including highway systems. Regardless, the UCR can be used to contrast the county's overall crime with adjacent or similar counties in the region such as the next highest county in population, Fort Bend County.

A "crime rate" as calculated by the UCR is the number of offenses per 100,000 residents. Overall, crime rates over the past two decades have continued to fall nation-wide, though categories fluctuate from year to year.

MURDER



The UCR category of murder does not include deaths caused by negligence, suicide or accident, justifiable homicides or attempted murder (which is classified as an aggravated

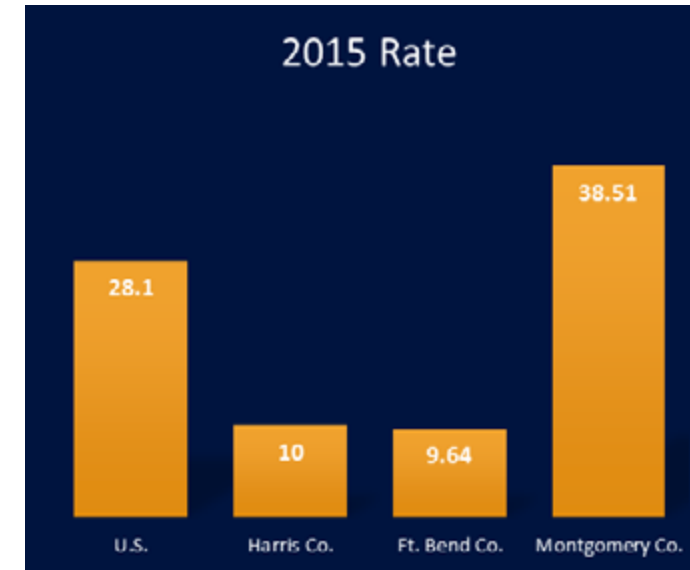
assault). The Sheriff's Office service area murder rate was 1.12 per 100,000 residents in 2015, the same as Fort Bend County, lower than Harris County (1.96) and much lower than the 2015 national average for metropolitan counties of more than 100,000 people (3.6).

The Sheriff's Office conducted a total of nine criminal homicide investigations in 2016 which met the UCR definition of murder. This is up from six in 2015.

The Sheriff's Office cleared four of these 2016 murder cases with an arrest. The suspects in the remaining five cases committed suicide. The clearance by arrest rate national average for murder for metropolitan counties was 64 percent in 2015.

Across the nation in 2015, murder increased by nearly 12 percent from 2014 to 2015.

SEXUAL ASSAULT



The Sheriff's Office service area experienced an unusual spike of 38.51 rapes per 100,000 residents in 2015. This was higher than both Harris and Fort Bend County (10.00 and 9.64 respectively) as well as the national rate (28.1) in 2015.

It is important to note that Texas law does not have a criminal offense called "rape." Under the Penal Code, all actions which would constitute rape are included under the statutes of sexual assault and aggravated sexual assault. The UCR definition of rape includes elements in both of these statutes and excludes other circumstances. The UCR defines rape as "penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim." Attempts or assaults to commit rape are also included in the UCR statistics. Statutory rape and incest are excluded.

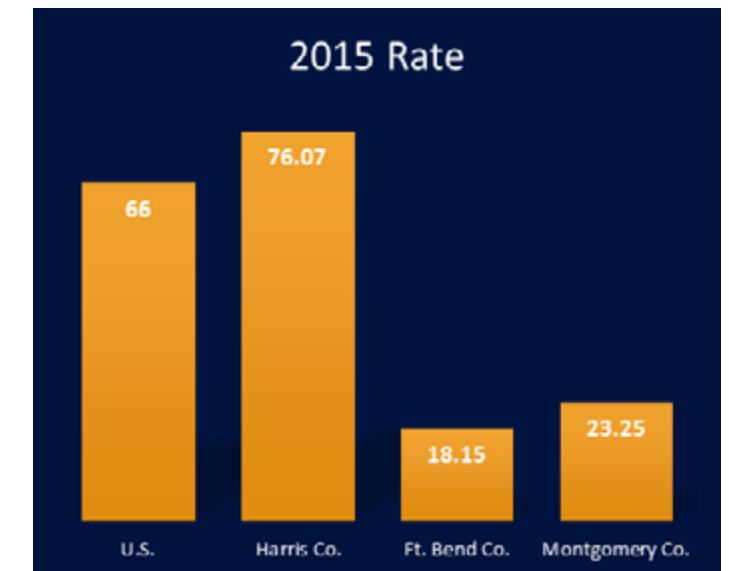
There were 112 sexual assaults investigated and substantiated in the Sheriff's Office service area in 2016 and about 40 which were reported and are still under investigation. Note, the UCR only reports the total incidents which have been investigated and substantiated to date and does not account for offenses which are still under investigation. These cases are included in the totals for the next reporting period once they

are investigated and if they are substantiated. The total of 112 is down, considerably from 207 reported in 2015 and more in line with the 85 cases reported in 2014. The FBI significantly changed the UCR definition of rape in 2013 therefore a contextual comparison to pre-2014 rates is not possible.

Of the offenses investigated by the Sheriff's Office which met the UCR definition of rape, the majority involved allegations against a person with whom the victim was familiar. Familiarity ranged from dating relationships such as boyfriends and former boyfriends to friends of friends or persons met online or in a social setting. In any case, in these situations, the victims were able to provide investigators a name and sufficient information to identify the suspect.

Sheriff's Office Detectives and Deputies cleared 54 of the 112 cases by arrest or referral of charges for a 48 percent clearance rate which is higher than the 2015 national average for metropolitan counties of 43 percent. The national trend for rapes is not provided by the UCR from 2014 to 2015.

ROBBERY



In 2015 the Sheriff's Office service area robbery rate of 23.25 per 100,000 residents was significantly lower than Harris County (76.07) and the national rate (66.0), but higher than Fort Bend County (18.15).

The UCR defines robbery as “the taking or attempting to take anything of value from the care, custody, or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear.”

There were 112 robberies investigated and substantiated in the Sheriff’s Office service area in 2016 and about 40 which were reported and are still under investigation. (Sexual assault and robbery numbers are identical by coincidence.) Note, the UCR only reports the total incidents which have been investigated and substantiated to date and does not account for offenses which are still under investigation. These cases are included in the totals for the next reporting period once they are investigated and if they are substantiated. The total of 112 is slightly down from 125 reported in 2015.

Robberies were primarily concentrated along the southern IH-45 and US-59 corridors. Thirty seven of the 2016 robberies which

have been investigated thus far occurred at residences, 35 occurred at businesses, gas stations or chain stores and six were at banks. A firearm was involved in 58 of the 112 robberies and 39 were “strong arm” robberies, which means the suspect didn’t display or use any sort of weapon.

Sheriff’s Office Detectives and Deputies cleared 34 of the 112 cases by arrest or referral of charges for a 30 percent clearance rate which is consistent with the 2015 national average for metropolitan counties of 29.3 percent.

There was an increase of two percent across the United States in the robbery category from 2014 to 2015. Overall, gas and service station robberies increased by approximately 10 percent while bank robberies were down by two percent.

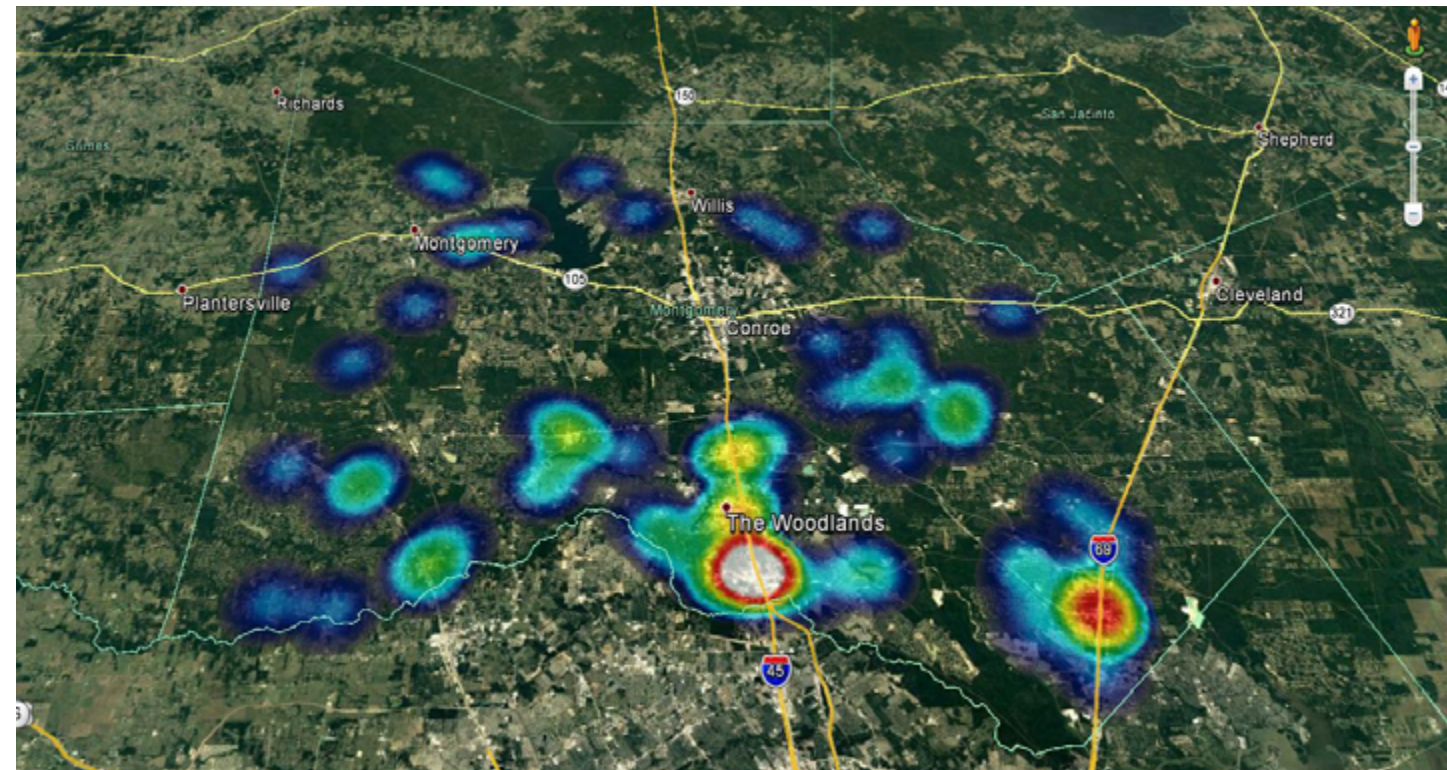
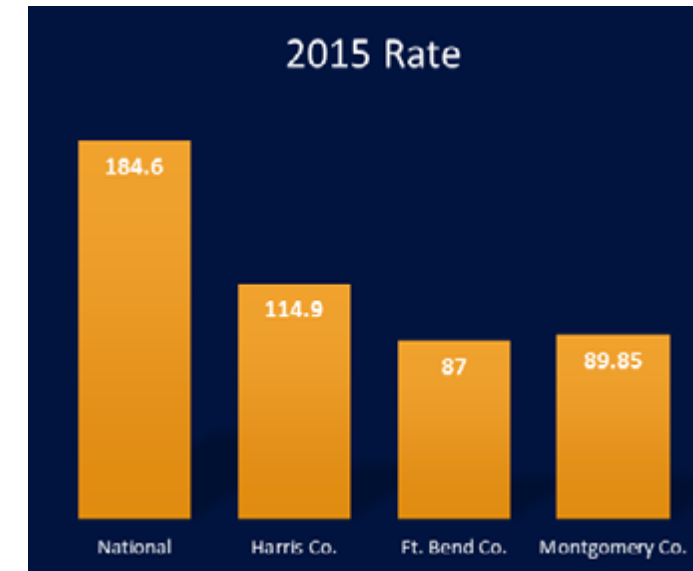


Figure 1: Calendar Year 2016 Robberies, MCSO service area

AGGRAVATED ASSAULT



In 2015 the Sheriff’s Office service area rate of aggravated assault, which was 89.85, was well below Harris County (114.9) and the national rate (184.6), but just slightly higher than Fort Bend County (87.00).

According to the UCR, aggravated assault is “an unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury.” Furthermore, “this

type of assault is usually accompanied by the use of a weapon or by other means likely to produce death or great bodily harm. Attempted aggravated assault that involves the display of—or threat to use—a gun, knife, or other weapon is included in this crime category because serious personal injury would likely result if the assault were completed. When aggravated assault and larceny-theft occur together, the offense falls under the category of robbery.”

In 2016 there were 450 incidents which met the UCR definition of aggravated assault substantiated in the Sheriff’s Office service area and about 10 which were reported and are still under investigation. Note, the UCR only reports the total incidents which have been investigated and substantiated to date and does not account for offenses which are still under investigation. These cases are included in the totals for the next reporting period once they are investigated and if they are substantiated. The total of 450 is down from 483 reported in 2015.

Nearly 42 percent of the aggravated assaults investigated and substantiated by the Sheriff’s Office in 2016 involved family (domestic) violence. In 59 cases a family member attacked another family member with a weapon and in

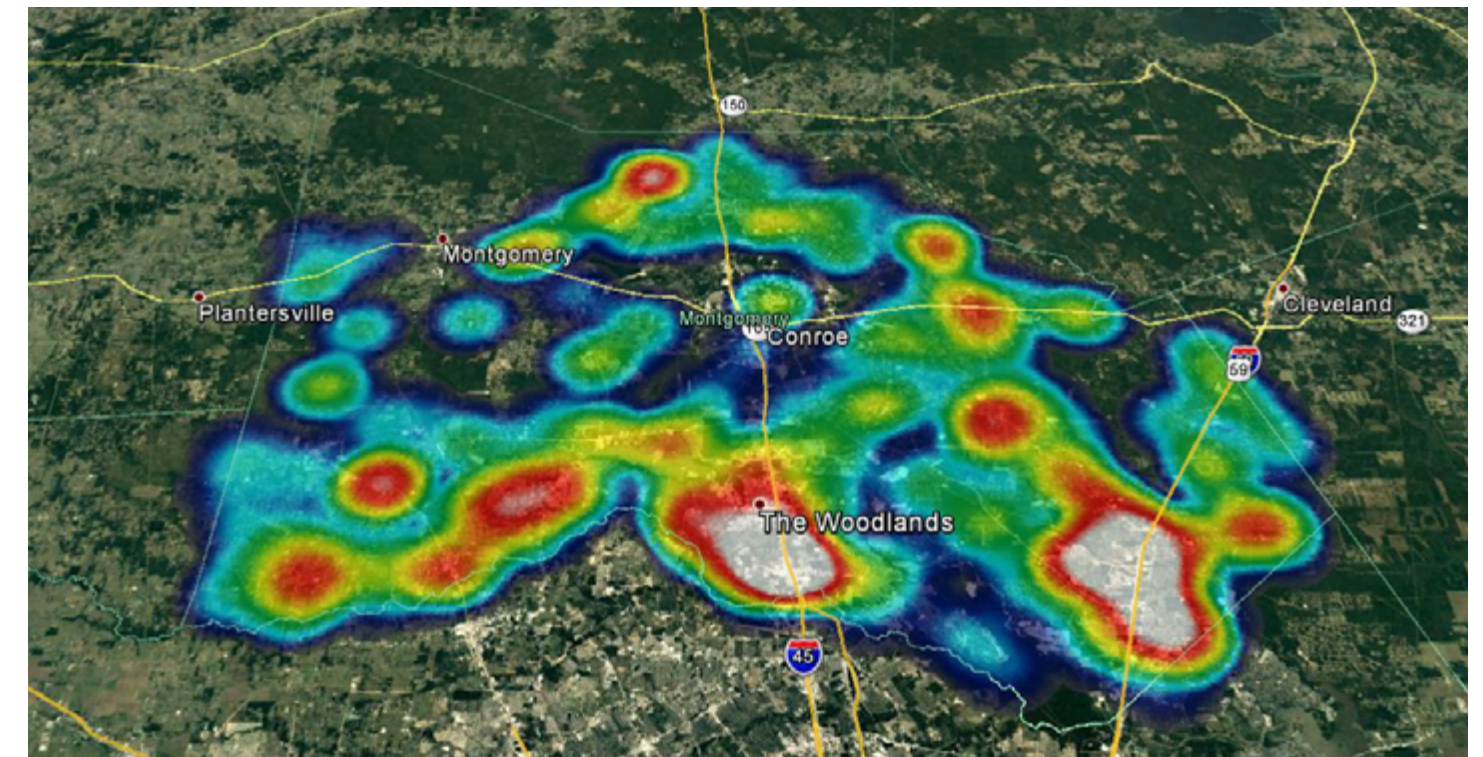


Figure 2: Calendar Year 2016 Aggravated Assaults, MCSO service area

about two dozen other cases one family member strangled another family member. Five Sheriff's Office Deputies were assaulted in the line of duty in a manner which met the UCR definition of aggravated assault: one assault involved a knife, three others involved another type of weapon and one did not involve a weapon.

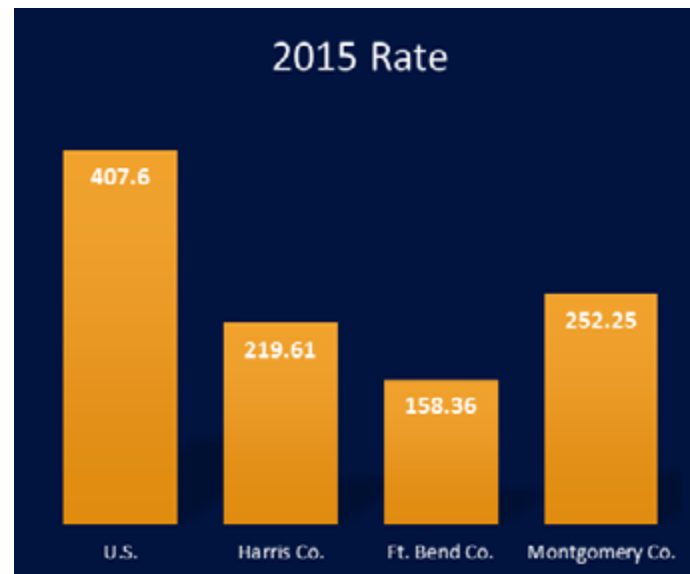
Sheriff's Office Detectives and Deputies cleared 275 of the 450 aggravated assault cases by arrest or referral of charges for a 61 percent clearance rate which is consistent with the 2015 national average for metropolitan counties of 58.7 percent.

Although the national rate of aggravated assault increased from 2014, it has dropped by approximately 12 percent over the past decade.

PROPERTY CRIMES

Property crime is an issue in the county. According to the UCR, the Sheriff's Office service area had a 2015 overall property crime rate of 1,051.98 per 100,000 residents, which was higher than both Harris County (1,007.05) and Fort Bend County (591.13) but lower than the national rate (1,831.1).

BURGLARY OF HOMES AND BUILDINGS



The Sheriff's Office service area burglary rate was 252.25 per 100,000 residents in 2015, which was higher than Harris County's rate (219.61) and Fort Bend County's rate (158.36) but again lower than the national rate (407.6). The UCR defines burglary as "the unlawful entry of a structure to commit a felony or theft. To classify an offense as a burglary, the use of force to gain entry need not have occurred," and the

definition of structure "includes an apartment, barn, house trailer or houseboat when used as a permanent dwelling, office, railroad car (but not automobile), stable, and vessel (i.e., ship)."

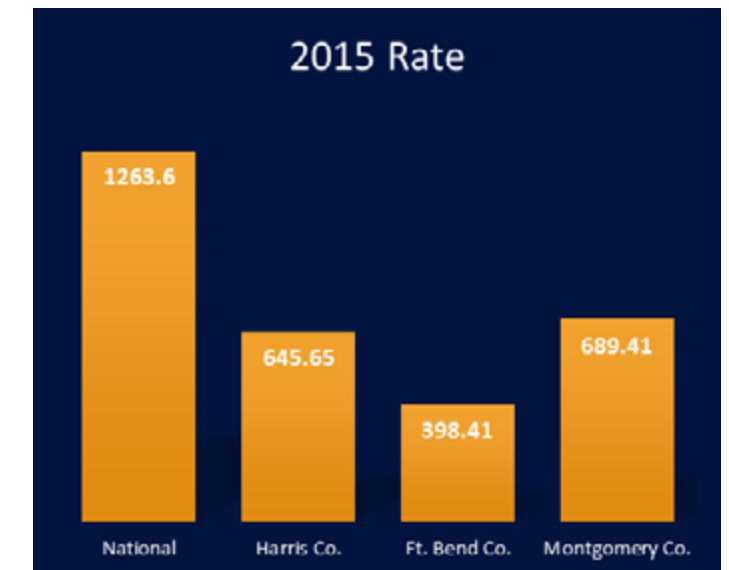
In 2016 there were 1,223 burglaries and attempted burglaries of buildings and homes in the Sheriff's Office service area and about 20 which were reported and are still under investigation. Note, the UCR only reports the total incidents which have been investigated and substantiated to date and does not account for offenses which are still under investigation. These cases are included in the totals for the next reporting period once they are investigated and if they are substantiated. The total of 1,223 is down from 1,356 reported in 2015.

Homes and apartments accounted for 705 or about 57 percent of the 2016 total and 527 of the 2016 total occurred at buildings or businesses not considered homes. The majority of the burglaries were focused in the southern, central portion of the county and the US-59 corridor.

Sheriff's Office Detectives and Deputies cleared 102 of the 1,223 cases by arrest or referral of charges for an eight percent rate which is below the 2015 national average for metropolitan counties of 14 percent.

Burglary in 2015 was down by approximately nine percent across the nation from numbers recorded in 2014.

THEFT (INCLUDING BURGLARY OF MOTOR VEHICLES)



The 2015 county's theft rate, which is different from robbery in that a victim is not directly threatened or harmed (i.e., a non-violent offense), was 689.41, again higher than

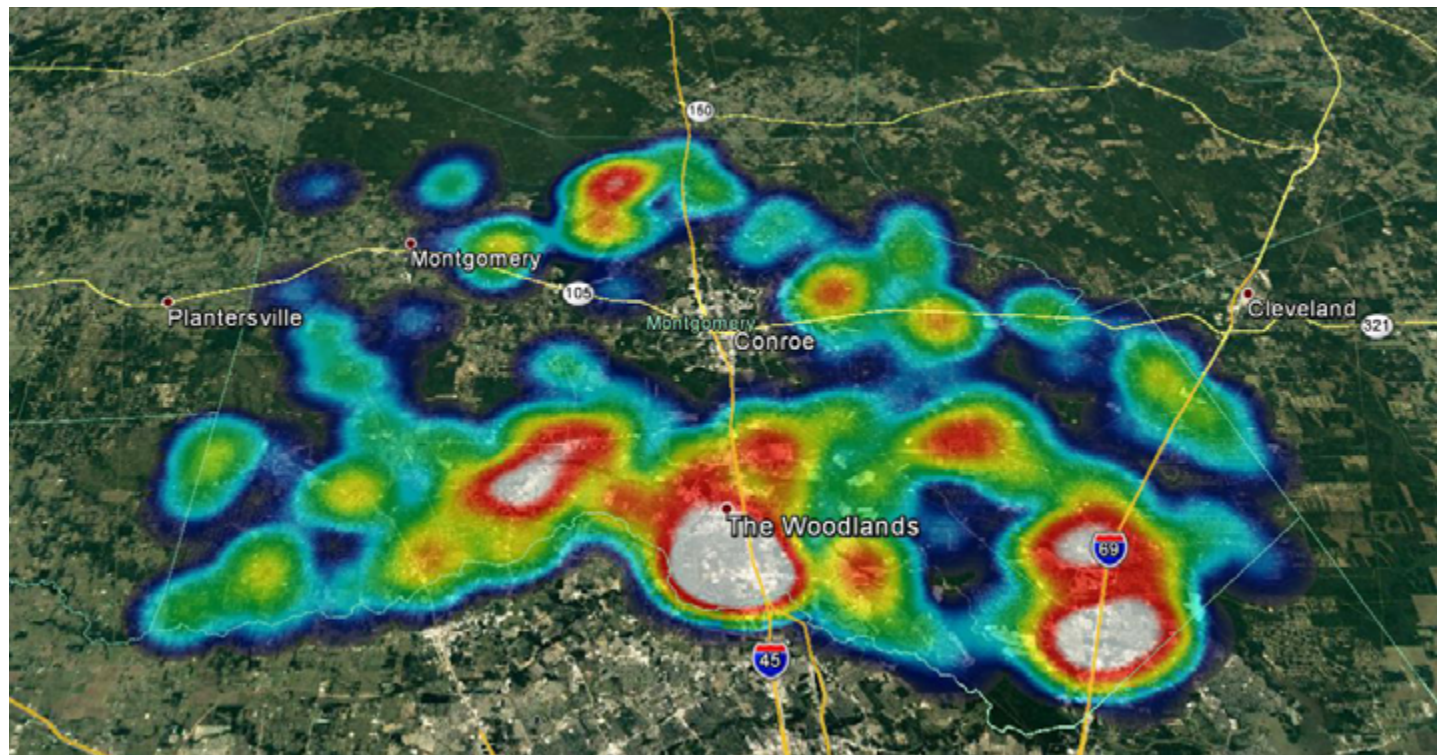


Figure 3: Calendar Year 2016 Burglaries of Homes with Forced Entry, MCSO service area

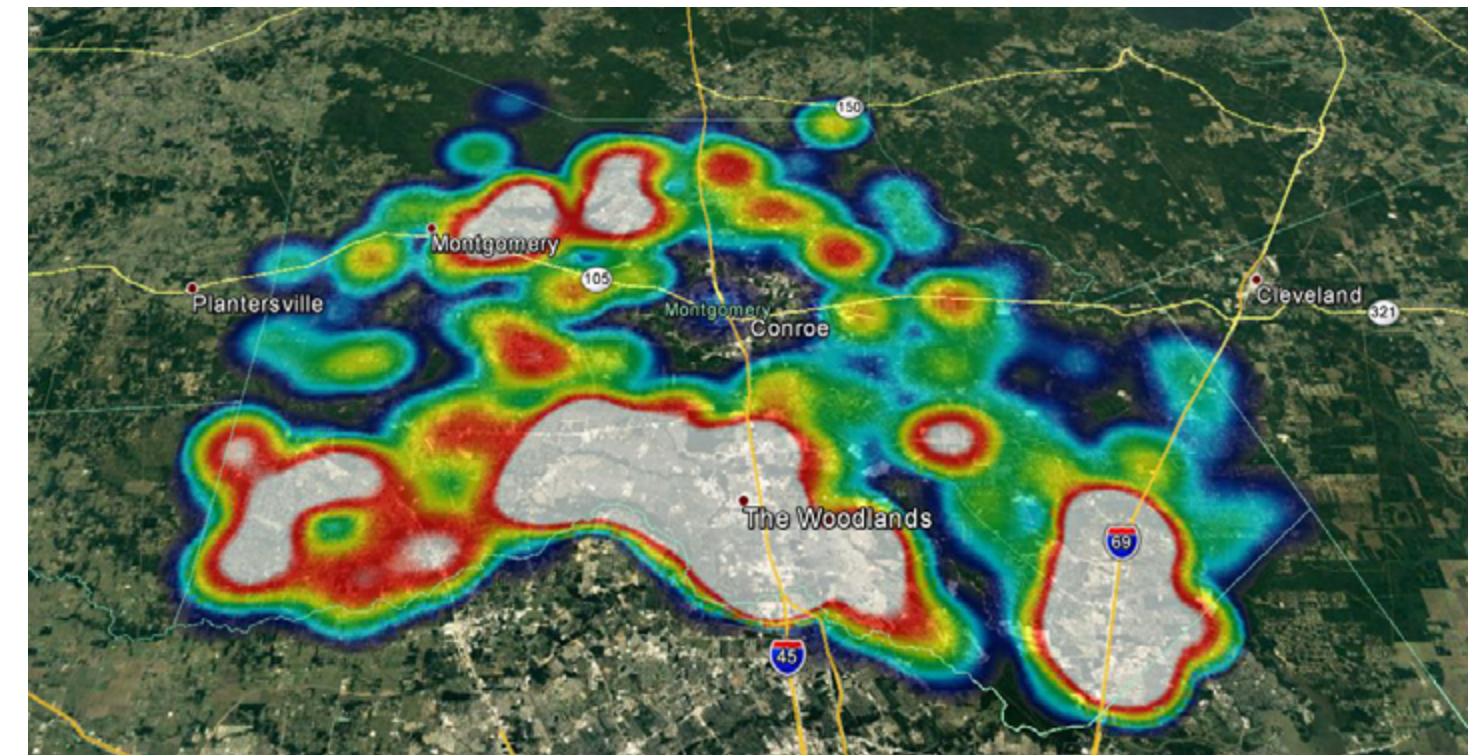


Figure 4: Calendar Year 2016 Burglaries of Vehicles, MCSO service area

Harris County (645.65) and Fort Bend County (398.41), but lower than the national rate of 1,263.6.

The UCR defines this category, officially titled larceny-theft as “the unlawful taking, carrying, leading, or riding away of property from the possession or constructive possession of another. Examples are thefts of bicycles, thefts of motor vehicle parts and accessories, shoplifting, pocket-picking, or the stealing of any property or article that is not taken by force and violence or by fraud. Attempted (thefts) are included. Embezzlement, confidence games, forgery, check fraud, etc., are excluded.”

In 2016 there were 3,825 thefts in the Sheriff’s Office service area and about 100 which were reported and are still under investigation. Note, the UCR only reports the total incidents which have been investigated and substantiated to date and does not account for offenses which are still under investigation. These cases are included in the totals for the next reporting period once they are investigated and if they are substantiated. The total of 3,825 is an increase from 3,706 reported in 2015.

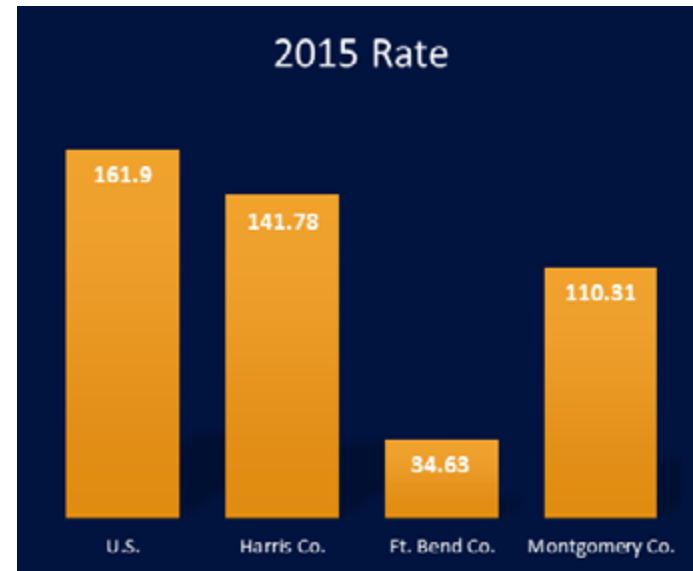
1,453 of these thefts, or 38 percent of the 3,825 total, were thefts from motor vehicles (termed “burglary of a vehicle” under Texas law). The majority of motor vehicle burglaries were concentrated in the southern, central portion of the county and the US-59 corridor as well as the southeastern corner of the county. In addition, approximately half to 60 percent of burglary of motor vehicles occurred without force—in other words, the vehicle owner left doors unlocked, windows down or keys accessible.

Twelve percent of the 3,825 total thefts were shoplifting with the remainder of the thefts being of bicycles, from coin-operated machines and other various items.

Sheriff’s Office Detectives and Deputies cleared 606 of the total 3,825 theft cases by arrest or referral of charges for a 15 percent clearance rate which is lower than the 2015 national average for metropolitan counties of 20 percent. Six percent of the 1,456 vehicle burglaries resulted in an arrest or referral of charges.

Overall theft in 2015 was down by approximately two percent across the nation from numbers recorded in 2014, but theft from the contents of vehicles was up by nearly four percent.

THEFT OF VEHICLES



In 2015 the Sheriff’s Office service area had a car theft rate (stealing a car, not stealing from a car) of 110.31, which was lower than Harris County (141.78) and the national average (161.9), but higher than Fort Bend County (34.63).

Motor vehicle theft is defined by the UCR as “the theft or attempted theft of a motor vehicle.” A motor vehicle is defined as “a self-propelled vehicle that runs on land surfaces and not on rails. Examples of motor vehicles include sport utility vehicles, automobiles, trucks, buses, motorcycles, motor scooters, all-terrain vehicles, and snowmobiles. Motor vehicle theft does not include farm equipment, bulldozers, airplanes, construction equipment, or water craft such as motorboats, sailboats, houseboats, or jet skis. The taking of a motor vehicle for temporary use by persons having lawful access is excluded from this definition.”

In 2016 there were 531 thefts and attempted thefts of motor vehicles in the Sheriff’s Office service area and less than 10 which were reported and are still under investigation. Note, the UCR only reports the total incidents which have been investigated and substantiated to date and does

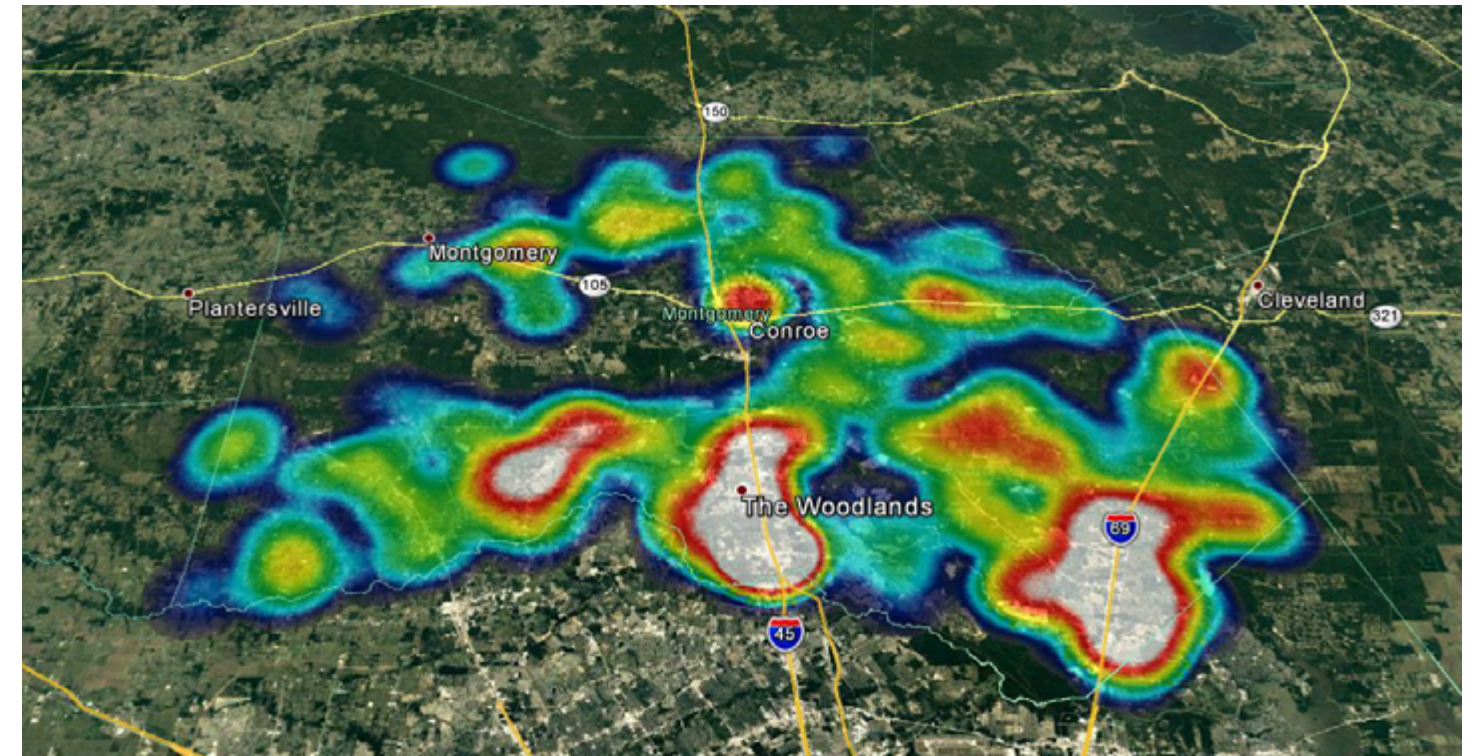


Figure 5: Calendar Year 2016 Motor Vehicle Theft, MCSO service area

not account for offenses which are still under investigation. These cases are included in the totals for the next reporting period once they are investigated and if they are substantiated. The total of 531 is down from 593 reported in 2015.

Thirty-six percent of vehicles stolen were cars, 10 percent were motorcycles and nearly half of the vehicles stolen were trucks or other types of vehicles.

Sheriff’s Office Detectives and Deputies cleared 60 of the 531 cases by arrest or referral of charges for an 11 percent clearance rate which is consistent with the 2015 national average for metropolitan counties of 13 percent.

Motor vehicle theft in 2015 was up by approximately five percent across the nation from numbers recorded in 2014.

ARSON

The final UCR offense is arson. Montgomery County had an arson rate of 2.60, which was the lowest of the three counties (both Harris and Fort Bend had a rate of approximately 4.3). Information on arson cases is submitted to the FBI by city and county fire marshals.

SHERIFF’S OFFICE ORGANIZATION

The Montgomery County Sheriff’s Office is budgeted for 849 employees making it the seventh largest sheriff’s office in the State of Texas. There are 484 sworn peace officers allocated for the agency. Twenty-one percent of the sworn positions are supervisors in the rank of Sergeant and higher with the remaining 79 percent of the agency’s sworn officers dedicated to line-level duties.

The Montgomery County Sheriff’s Office is organized into 10 divisions. Each division is headed by a Captain or Civilian Director who reports to the Chief Deputy.

Texas law states the Sheriff of each county is the keeper of the jail. The Jail Division is tasked with providing humane and safe detention of persons arrested, those who are serving a misdemeanor sentence and those awaiting transfer to the Texas Department of Criminal Justice Institutional Division following a felony conviction. The jail is capable of housing approximately 1,250 inmates.

Ninety-three sworn peace officers along with 179 civilian Detention Officer and Detention Sergeant counterparts are assigned to maintain a safe and secure environment inside the county's courthouse complex and the jail, which is the 12th largest county jail in the State of Texas by bed space. Twenty-four sworn bailiffs and transport Deputies ensure inmates are afforded the Constitutional right to be present during their court proceedings and secure more than a dozen courtrooms for visitors, attorneys and elected judicial officers in downtown Conroe. Altogether, the functions of the Jail Division involve more than a third of the entire Sheriff's Office. As indicated by law, the jail remains the single-most important duty of the sheriff.

Three patrol divisions, East, West and The Woodlands respond to calls for service, conduct investigations and engage in community policing efforts. A total of 306 sworn peace officers and civilians, or 36 percent of the entire agency is assigned to one of these three divisions. Two-hundred and forty-six sworn Deputies and Sergeants serve as first responders and represent more than half of the agency's commissioned field force. Seventeen percent of this total are field supervisors who lead, manage and respond to major incidents. About a third of the 205 are sourced through contract with The Woodlands Township. In addition, 24 Detectives are assigned to the three patrol divisions and work crimes against persons and property throughout the county.

The Sheriff's Office has a total of 20 major case Detectives dedicated to responding to and investigating serious felony offenses against persons and property assigned to the Criminal Investigations Division.



An additional nine sworn Crime Scene Investigators assigned to the agency's crime lab respond to major crimes such as homicide and robberies.

The agency has another 29 sworn Detectives and Deputies who perform specialized functions or investigate or patrol for specific types of crime. These functions include those assigned to the Criminal Investigations Division investigating Narcotics, Auto Theft, Vice, Gangs and computer crimes, those attached to the patrol divisions performing Traffic Enforcement and the Auto Theft Task Force, and those contained within the Homeland Security Division working with federal agencies on terrorism-related cases.

Many of the specialized functions are assigned to the Homeland Security Division, which was established in 2017 and includes the Special Response Group, sourced from employees in other divisions and activated in order to control large-scale disturbances, the Crisis Negotiations Team (CNT), again sourced from employees in other divisions, the Special Weapons and Tactics Team (SWAT), the section of both narcotics and explosive detector working dogs (K-9s) and a pilot and fixed-wing aircraft.

The Finance Division is dedicated to ensuring the public servants of the agency are good and reasonable stewards of the taxpayers' money and the Law Enforcement Technology

Division performs standard IT services in addition to maintenance of the combined Records Management, Computer-Aided Dispatch and Jail Management System.

A portion of the agency's sworn personnel are assigned to the Executive Division, since these positions require a commissioned officer familiar with field operations. A total of 18 peace officers are assigned to functions including training, recruiting, internal affairs and Crime Stoppers.

Finally, the Law Enforcement Support Division consists of the civilian employees who serve as Telecommunicators, technicians who maintain the county's vast Mobile/Portable Radio system, and vehicle mechanics for the fleet of both marked and unmarked Sheriff's vehicles.

DEPUTY-CITIZEN RATIO

The Department of Justice's Bureau of Justice Statistics (BJS) publishes a Local Police Department report every three to five years, which identifies a national average of the number of full-time, sworn peace officers per 1,000 residents in a community, commonly referred to as the "police-population ratio." The most recent report was released in 2013. While this data is inappropriate to use solely as the basis for staffing decisions, it is endorsed by the International Association of Chiefs of Police as useful for providing a historic perspective, examining trends on a local and regional level and conducting further analysis.

In both 2007 and 2013 the national average was 1.7 county-level peace officers per 1,000 residents. In contrast, the 2015 Federal Bureau of Investigation's Uniform Crime Report found a nation-wide average of 2.7 county-level peace officers per 1,000 residents and 2.4 in suburban areas.

¹ This calculation does not include sworn personnel assigned to jail, bailiff and other detention responsibilities and uses the total service population calculated by subtracting the population of all municipalities in the county which operate their own police department from the total county population with the exception of a small tract of the City of Houston for which the total population is unavailable. Furthermore, it does not reflect the service of other law enforcement agencies which may respond to calls for service or conducting enforcement such as constables and the Texas Highway Patrol. At the same time, while municipalities are excluded, it is important to note it is not uncommon for Sheriff's Office Detectives, Deputies and Investigators to directly support local police agencies and constable offices when a major crime or incident occurs within their city or contract area.

² While the service population of the Fort Bend County and Harris County Sheriff's Office can be estimated in the same manner as the Montgomery County Sheriff's Office, by subtracting the population of each county's municipalities from the county's total population, the percentage of sworn personnel assigned to jail, bailiff and detention-related functions for each agency are not readily available.

In 2003 the BJS indicated the average ratio of police officers to residents for a city of 250,000 or more was 2.5 per 1,000 nationally. This number fell to about 2.3 in 2007 and to 2.1 in 2013.

In 2010, there were approximately 0.75 sworn Sheriff's Deputies authorized per 1,000 residents in unincorporated areas outside of The Woodlands Township (TWT) contract and there were approximately 0.93 sworn Sheriff's Deputies authorized per 1,000 residents funded by TWT contract.

From 2010 to 2015 the population served by the Sheriff's Office grew by approximately 18 percent. Concurrently, the ratio of sworn Sheriff's Deputies increased to 0.79 authorized per 1,000 residents in unincorporated areas outside of the TWT contract and approximately 0.98 sworn Deputies authorized per 1,000 residents included in TWT contract.¹

From 2010 to 2015 the Sheriff's Office total budgeted sworn peace officer positions increased by approximately 23 percent while the total number of Deputies assigned to non-detention-related functions (such as patrol and investigations) rose by approximately 20 percent.

While these figures provide good insight into growth, they must be adjusted in order for comparison to other counties. If the ratio calculation is adjusted by using the total number of peace officers in the Sheriff's Office (including all commissioned personnel assigned to the jail division), then the 2015 ratio of sworn Sheriff's Deputies in Montgomery County was 1.04 per 1,000 residents. This ratio is less than Fort Bend County (1.09 per 1,000) and Harris County (1.26 per 1,000) in the same year.²

ORGANIZATIONAL CHART



SALARIES AND HIRING CONSIDERATIONS

According to the Department of Justice's Bureau of Justice Statistics's 2013 Local Police Report, the most recent report available, starting salaries for Montgomery County Sheriff's Office Deputies are currently within the 2013 national averages.

Hiring of qualified applicants has been a challenge in recent years potentially due to the nation's social, political and economic climate. Both the State of Texas and the agency set minimum standards for employment, which typically results in a high attrition of applicants for a variety of reasons such as criminal convictions, drug abuse and moral turpitude. In 2016, about eight percent of applications received by the Sheriff's Office resulted in an offer of employment.

LICENSED STAFF PROFILE

Montgomery County Sheriff's Office personnel hold more than 700 licenses issued by the Texas Commission on Law Enforcement (TCOLE) to serve as Peace Officers, Jailers and Telecommunicators with some individuals holding more than one license.

There are 182 full-time employees and reserves certified by TCOLE as Master Peace Officers, 51 certified as Master Jailers and 19 certified as Master Telecommunicators.

Fifteen of the agency's peace officers are certified by TCOLE as Mental Health Officers.

Twelve percent of the agency's licensed personnel hold a bachelor's degree or higher.

NATIONAL COMPARISON

The most recently published Department of Justice Bureau of Justice Statistics report on Local Police Departments, issued every three to five years and last released in 2013, provides a means to compare the Montgomery County Sheriff's Office with national averages, though conclusions and inferences drawn solely from this data without context are unreliable.

| | Police Agency National Average (2013) | Montgomery County Sheriff's Office (2017) |
|-----------------------------------------------------------------------------------------------------------------------------------|---------------------------------------|-------------------------------------------|
| Full-time, non-sworn civilians (excluding uniformed civilian employees in the jail) | 21% | 27% |
| Percentage of agency peace officers assigned to patrol functions | 68% | 51% |
| Percentage of agency peace officers assigned to investigative functions | 16% | 15% |
| Percentage of full-time, sworn female peace officers (250,000 to 499,999 residents; MCSO est. service pop. 443,570) | 15% | 11% |
| Percentage of full-time, sworn female peace officer supervisors (agencies with more than 250,000; MCSO est. service pop. 443,570) | 12% | 2% |
| Entry level salary for peace officers (250,000 to 499,999 residents; MCSO est. service pop. 443,570) | \$48,600 to \$68,800 | \$46,400 to \$65,200 |
| First-line supervisor salary for peace officers (250,000 to 499,999 residents; MCSO est. service pop. 443,570) | \$71,000 to \$87,000 | \$63,200 to \$80,700 |
| Salary for chief of police/sheriff (250,000 to 499,999 residents; MCSO est. service pop. 443,570) | \$127,300 to \$168,900 | \$166,200 |

| | Police Agency National Average (2013) | Montgomery County Sheriff's Office (2017) | Montgomery County Population (2015) |
|----------------------------------------------------------------------------------------------------------------------------|---------------------------------------|-------------------------------------------|--------------------------------------|
| Percentage of full-time, sworn African-American officers (agencies with more than 250,000; MCSO est. service pop. 443,570) | 19% | 5% | 5% of the county is African-American |
| Percentage of full-time, sworn Hispanic officers (agencies with more than 250,000; MCSO est. service pop. 443,570) | 11% | 8% | 23% of the county is Hispanic |
| Percentage of full-time, sworn Asian-American officers (agencies with more than 250,000; MCSO est. service pop. 443,570) | 2% | 1% | 3% of the county is Asian-American |

STRATEGIC GOAL 1: REDUCE CRIME AND THE FEAR OF CRIME

While burglaries are classified as a property crime, there is a much deeper human toll. Burglars invade the privacy and peace of mind of our citizens, causing fear, anger and degrading the quality of life.

The Montgomery County Sheriff's Office will reduce the rates of burglaries of homes, businesses and vehicles by Spring 2020.

Although four strategies will initially be used to achieve this objective, they are all very closely and almost inextricably linked to the overarching strategy of COMPSTAT.

COMPSTAT

The Montgomery County Sheriff's Office will implement COMPSTAT by Summer 2018. COMPSTAT, or computer statistics was pioneered by the New York City Police Department in 1994 in response to a serious onslaught of crime. Since that time, many agencies have adopted COMPSTAT or COMPSTAT-like programs, so the name in and of itself is not as important as the strategy it represents. COMPSTAT leverages technology through data to allow law enforcement to make informed decisions, make timely analysis of crime patterns and hot spots and gauge the effectiveness of solutions implemented through the philosophy of Community Policing.

Each Sheriff's Office patrol Lieutenant, in their geographical area of responsibility, will be accountable on behalf of their team of Deputies and Detectives for implementing efficient and innovative public safety practices to reduce crime in partnership with the community. While in the past responses to a rash of incidents were limited to "throwing peace officers at a problem," COMPSTAT will allow leaders to focus their efforts in the right area, at the right time, and with select practices which are more cost-effective than flooding an area with Deputies. Through COMPSTAT these leaders and their team will be measured by their response to problems in a quantifiable way.



PRECINCT MODEL

The Montgomery County Sheriff's Office will implement the Precinct Model, or geographic policing, by Fall 2017. Law enforcement in the United States is heavily de-centralized. The founding fathers did this on purpose in order that no one public official would possess too much power. While this is fundamental to our government, it creates problems communicating and coordinating efforts from the national level all the way down to the internal operations of an agency.

U.S. police agencies have been traditionally internally organized by function. For instance, in most agencies, patrol officers and Detectives operate as entirely separate entities. As with any organization, compartmentalization degrades the transfer of information and differing lines of responsibility and causes officers to respond to the needs and direction of their individual chain of command, first, and the needs of the community or case, second. Ultimately, boxes and lines on an organizational chart are totally irrelevant to criminals and of little concern to the community who need and expect a coordinated effort.

The implementation of a Precinct Model is critical to the overarching strategy of COMPSTAT. According to author Vincent E. Henry in his book *The COMPSTAT Paradigm*, the “implementation of COMPSTAT-type accountability systems, absent other fundamental organizational and cultural changes to support them, is likely to cripple the agency’s effectiveness in a relatively short time.” In other words, it is unreasonable to hold a patrol Lieutenant or sergeant accountable for a problem for which he or she has no control over.

The precinct model primarily combines a section of patrol Deputies and Detectives under a single Captain responsible for one of three geographical areas of the county: The Woodlands Township, West County and East County.

Prior to 2017, all Sheriff’s Office Detective functions and SWAT were aligned under the Criminal Investigations Division. This transformation to the Precinct Model was initiated in January of 2017 when 24 Detectives were re-aligned under the three patrol divisions, SWAT was placed under the Homeland Security Division and the Crime Laboratory and its team of Crime Scene Investigators was transferred to the Criminal Investigations Division. First, these moves consolidate SWAT and the Crime Lab under more appropriate divisions, and, more importantly, bring both patrol Deputies and persons and property Detectives under a single chain of command in a patrol division. This allows the needs of the community, information and priorities to be streamlined under a single leader facilitating partnership and unity of effort. Major crimes Detectives, those responsible for the most serious offenses, such as homicide and sexual assaults against children, are retained in the Criminal Investigations Division.

This structure will provide leaders at all levels immediate access to the appropriate resources needed to see community initiatives, criminal investigations and problem resolutions from “cradle to grave.” Most importantly, it makes accountability under the overarching strategy of COMPSTAT reasonable and fair.

COMMUNITY POLICING

The Montgomery County Sheriff’s Office will implement a philosophy of Community Policing throughout the agency by Summer 2018.

Community Policing is not only important to citizens, but to Deputies as well. Few become a peace officer without the intention of improving their community and the lives of others. Community Policing includes both the components of Community Oriented Policing (COP) and Problem Oriented Policing (POP). COP is a philosophy that, as Sir Robert Peel articulated in 1829, “the police are the public and the public are the police.” Essentially, the entire community is responsible for order and law enforcement officers are merely entrusted with this responsibility full-time. POP is a related component that involves a community response to a particular problem in an area which may or may not be primarily related to criminal activity. POP is another alternative to the traditional method of “throwing Deputies at a problem” and involves law enforcement officers, residents and business owners coming together to first, identify the precise problem (as opposed to mere symptoms), analyzing potential methods of solving a problem, implementing solutions which draw upon both law enforcement and community resources and finally, evaluating and adjusting those solutions based upon the effect.



One of the problems with Community Policing and, perhaps, a dirty secret of law enforcement is that, according to author Vincent E. Henry in his book *The COMPSTAT Paradigm*, Community Policing is a very vague concept.

While law enforcement agencies throughout the U.S. utilize several consistent Community Policing themes including decentralized execution, increased interaction with the community and a renewed focus on quality of life offenses, Community Policing in and of itself is unmeasurable.

In fact, if pressed to provide evidence that Community Policing is “working,” agencies frequently point to anecdotal evidence—individual stories of a particular officer who interacted with a particular set of citizens which resulted in a “feel good” outcome. Whether or not the philosophy of Community Policing affected crime outside of an anecdotal story and in a community at large, however, is likely difficult to measure.

Perhaps the real problem is, as Henry says, “everyone *thinks* they know what (community policing) means (emphasis in original).” Because Community Policing is imprecisely defined at

best, it is applied to “virtually any police activity that differs from the way things were done before.”

Under Community Policing alone, a community would approach a law enforcement agency and say, “we think we foresee a problem” and the agency would reply with, “OK, we’ll look into it” and then rely solely on ad hoc feedback from the community to determine whether or not there was an outcome on whatever tactic was attempted.

One of the advantages of the overarching COMPSTAT strategy is that it provides metrics for which to track whether or not the responses developed through Community Policing partnerships are having

the desired effect. In other words, Community Policing is the “how” in the equation and crime stats and metrics are the measurable outputs used to help evaluate the desired outcome.

COMPSTAT and Community Policing complement each other as strategies through their joint emphasis on identification of problems before they become full-blown, leveraging the use of information to gain an advantage and collaborative solutions which are implemented and then assessed for their effectiveness.

With the strategies of COMPSTAT and Community Policing interlocked, the community and a law enforcement agency would both foresee problems at relatively the same time and be able to measure the outcomes of their collaborations with quantification on a real-time (or near-real-time) basis. In addition, COMPSTAT can determine whether or not a concern has been eliminated or simply been displaced from one community to another.

Finally, and perhaps most importantly, Community Policing *alone* places ownership of problem-solving at a patrol Deputy level. While patrol Deputies are best in a position

to interact with a community on a daily basis, they are in a poor position to harness the resources of partner entities such as elected officials, non-law enforcement government agencies such as infrastructure, and community organizations such as chambers of commerce. These organizations are many times critical to implementing easy and pro-active tactics such as fixing or adding street lights in a darkened area to prevent crime. To paraphrase an anecdote provided by Henry, however, “when you have 40 patrol Deputies calling the street department about broken street lights in their patrol areas, you have a street department that becomes quickly overwhelmed.” While enthusiastic, though sometimes with limited experience, with decentralization at such a low level, the patrol Deputy who answered his or her vocational calling to improve the community and other’s lives becomes weary of “spinning his or her wheels” in the mud of a such a vaguely defined concept.

With the strategies of COMPSTAT and Community Policing interlocked, the enthusiastic patrol Deputy retains his or her position interacting with the community, but the ownership of problem-solving is pushed to a middle-management level, in most cases the precinct or district Lieutenant. The Lieutenant moves from a solely administrative role to being responsible for prioritizing and achieving coordination and cooperation of partner organizations and agencies. Lieutenants are rarely inexperienced, usually possessing 20 plus years of service, and most often in the position to get the buy-in of partner agencies. Ultimately, they, not the patrol Deputy, are accountable through COMPSTAT for prioritizing and driving down and maintaining a reasonable crime level in their area of responsibility through the philosophy of Community Policing.

COMMUNITY ACTION PARTNERS



The Montgomery County Sheriff’s Office will implement the Community Action Partners (CAP) program by Summer 2017. De-centralized agency operations, crimes statistics and analysis are force multipliers, but are no substitute for a community partnership. In fact, the New York City Police and community discovered this following implementation of their COMPSTAT approach. A 2001 New York Post editorial piece which examined COMPSTAT and community policing stated unequivocally, “Make no mistake, we did not find that the police did it all.” They specifically cited the “faith community” as one of a half a dozen community partnerships that were critical.

The Sheriff’s Office Community Action Partners program will initially partner with pastors and church congregations in the community and endeavor to form relationships based on understanding, dialog and mutual respect. The program is intended to eventually expand to include civic organizations, business groups and other entities with a stake in law enforcement in their community. Partners will serve as an important voice to the Sheriff and his leadership team and will, in turn, communicate important information to their neighbors during or following high-profile incidents. In addition, the CAP will accelerate problem-solving by using pre-established credibility as the starting point for responding to problems rather than a “start from scratch” approach which is extremely difficult to do during a crisis.

STRATEGIC GOAL 2: PROVIDE HIGH-QUALITY PROFESSIONAL SERVICE

Communication is fundamental to police-community partnerships. As recent history in the United States has shown, lack of communication has resulted in alienated citizens and police who encounter physical, social or political resistance to even the most minor legitimate enforcement activity. This state of existence devolves a community into simply “the police” and “the policed.”

Partnerships are neither built (nor do they deteriorate) within a few days, weeks or months. Rather, it requires years of communication and understanding facilitated by front-line law enforcement officers who have a stake in the community and are valued by its citizens.

Additionally, no matter how supportive a community is of its law enforcement officers, it is natural for that same officer to develop physical, mental and emotional fatigue should he or she feel that the agency is not invested in his or her success, exceptional performance consistently goes unrecognized, and the “good ol’ boy” system is used for promotions. This fatigue will invariably result in degradation of high quality professional service.

The Montgomery County Sheriff’s Office will attain a high citizen satisfaction rating by Spring 2018.

Six strategies will initially be used to achieve this objective.

COMMUNITY SATISFACTION SURVEY

The Montgomery County Sheriff’s Office will establish a community satisfaction survey by Fall 2017. Subjective feelings are not sufficient to accurately measure whether or not services are being delivered in a high-quality professional manner. An objective method of obtaining feedback with metrics aligned with the agency’s mission, vision, guiding principles and goals is necessary. First, a baseline measurement will be established through this survey. Multiple methods to collect feedback

from the community are preferred (for example, telephone contact from a supervisor following a call for service and electronic internet surveys). This feedback will be initially evaluated and the precise satisfaction level to attain or maintain determined. Constant monitoring and re-evaluation will allow the agency to respond to commonly themed concerns or issues. In addition, it will reinforce responsiveness to high-quality professional service among the agency’s employees.

EMPLOYEE CLIMATE SURVEY

The Montgomery County Sheriff’s Office will implement an annual employee climate survey by Summer 2018. While some law enforcement agency leaders may trust their subjective “gut feel” of how their employees are doing, even when bolstered by frequent interaction with them, it is easy to miss negative trends and even good ideas based on leadership intuition alone. Furthermore, employees must feel valued by both the community and the agency in order to have a true interest and motivation to deliver consistent high-quality professional service. Employees must have a voice—it is critical to both morale and operations. The majority of Sheriff’s Office employees operate in line-level positions and they are truly the backbone of the agency. They are frequently (more than likely almost always) in the best position to offer critical insight to needed solutions to keep the agency’s operations at peak performance. In other words, it is usually best to seek advice from the mechanic who has been working on a car—not the shop foreman. The foreman may or may not have ideas and experience, but the mechanic is the one who is working with the issues first-hand.

The Sheriff’s Office will solicit anonymous feedback from a sufficient sample size of employees through an annual electronic survey. This survey will be carefully constructed as multiple sources, including Vincent E. Henry in his book *The COMPSTAT Paradigm*, indicate an

agency must “resist the simple and expedient temptation to borrow and use a survey instrument that another agency has used.” Taking a yearly “pulse” of the Sheriff’s Office relative to core values, goals, objectives, strategies and morale will allow leadership to respond appropriately to commonly-themed concerns or issues, make adjustments, implement solutions and maintain realistic expectations.

EMPLOYEE PROFESSIONAL DEVELOPMENT PLANS

The Montgomery County Sheriff’s Office will implement Individual Development Plans (IDP) for employees by Fall 2017. Individual Development Plans in a law enforcement agency outline the training, education and experience an employee should attain in order to advance in their chosen career pathway. These pathways are typically administrative (such as an instructor or recruiter), investigative (such as vice or crimes against persons) or operational (such as K-9 handler or SWAT). An IDP sets specific measurable benchmarks and standards for an employee in order to best achieve their professional goals within the agency. It allows them to measure their progress towards advancement and set realistic expectations. Individual Development Plans, in one form or another, are a mainstay of corporate America. Through this strategy the agency will model professionalism and invest in its employees.

EMPLOYEE PROGRESSIVE PROMOTIONAL PROCESS

The Montgomery County Sheriff’s Office will implement a progressive promotional process by Fall 2017. A promotional process without credibility, particularly one based on “the good ol’ boy” system, results in a pool of employees who are bitter and without incentive to provide high-quality professional service. Further, in a law enforcement agency, it sends the message that internal relationships within the agency are valued more than external relationships with the community. The progressive promotional process will involve standardized testing for most positions as well as pre-established physical, training, education and experience

requirements which may not be amended except through a reasonable and fair committee process. These standards will be published and on file well prior to an incumbent vacating a position. Combined with Individual Development Plans, the progressive promotional process will model professionalism for employees.

EMPLOYEE RECOGNITION PROGRAM

The Montgomery County Sheriff’s Office will implement a quarterly and annual awards program for its employees by Summer 2017. While informal recognition is important, its effect is often fleeting and must be used in conjunction with formal recognition to truly communicate appreciation and reinforce the agency’s values. The awards program will be operated in a credible, objective manner using committee-type scoring based on supervisor submissions. Awards criteria will emphasize not only on-duty performance, but volunteer service in the community as well. In this manner, the program will highlight the agency’s values and celebrate those who, above the rest, have provided high-quality professional service to the community.



REAL-TIME CRIME CENTER

The Montgomery County Sheriff’s Office will stand-up a “Real-Time” Crime Center (RTCC) by Summer 2018. Time is rarely on the police officer’s side. Response time to an incident, lapse time (how much time has elapsed since the crime and its discovery) and processing time (how long it takes to gather and evaluate criminal intelligence) all work against solvability and mitigating future criminal acts. The concept of time as a major factor in solving a case is even the central tenant of a long-running and popular cable television show.

In 2016 the average time from a dispatcher typing in an address into the Computer-Aided Dispatch (CAD) system to the first Deputy arriving on scene for all calls was about 10 minutes. For a shooting or stabbing it was about three minutes, for a robbery it was about 10 minutes and for an assault it was about 14 minutes.

While both the public and agencies have historically focused on reducing response times, response time in and of itself is a poor measure of the quality of service since perpetrators have the ability to flee even before a victim has placed a 911 call. A more pertinent issue to focus on is how the response time of a Deputy, whether one minute or 10, is used by an agency.

A RTCC is a focal point of gathering and disseminating every conceivable facet of data related to an offense as quickly as possible and in “real-time,” or as the event unfolds. This capability allows efficiency and controls for the time-element in a criminal act as much as possible.

During an initial response, RTCC analysts work along with the dispatcher pulling data from law enforcement sources that those involved in the immediate response either do not have access to or don’t have time to pull themselves. The result is the Deputy is “front loaded” with information by the time they arrive on scene. In short, the response time itself is put to good use and the inevitable lapse of time is mitigated with a responding Deputy who has as much knowledge as possible about the address, its history and the persons involved.



The value added by an RTCC is not limited to the initial response, but continues long after the first patrol Deputy arrives on scene. Historically, following a major incident requiring extended follow-up, a Detective is woken up by a telephone call early in the morning and instructed to report to the scene. He or she rises, dresses and heads out into the night. Upon arrival, the Detective asks the patrol Deputy, “What have we got?” The Detective listens, gathers information and begins making phone calls to cultivate leads. In the past, he or she had to wait until they get back to the office to conduct advanced computer searches and access historical case files to continue the investigation. The concept of a RTCC changes all of this and accelerates the investigation. Following the initial response and while the Detective is en route, personnel in the RTCC have been gathering and synthesizing computerized data into actionable intelligence. Upon arrival, because of the simultaneous data gathering and informed investigative actions taken by patrol Deputies based upon the data from the RTCC, the Detective is ready to take the baton handed off to him or her and “run with it.” “What have we got?” is no longer heard on a major crime scene. The RTCC provides the agency with the best chance possible of solving the crime and preventing it in the future.

STRATEGIC GOAL 3:

PREPARE FOR FUTURE POPULATION GROWTH AND EMERGING CRIME TRENDS

The environment is ever changing. A company who refuses to adjust to the shifting needs of its clientele will soon be out of business. In the same way, a law enforcement agency can't provide an optimum level of service if it is unable to maintain functional facilities or fails to match staffing to the needs of community and trends in crime.

The Montgomery County Sheriff's Office will match agency growth with population growth by Fall 2020.

Four strategies will initially be used to achieve this objective.

CAMPUS MASTER PLAN

The Montgomery County Sheriff's Office will develop and implement a campus master plan by Fall 2018 that will impact the Sheriff's Office for the next 25 years.

The criminal justice center, a state of the art facility when opened in 1987, centralized many of the vital agency functions including dispatch, records and headquarters as well as the courtroom and administrative offices of the precinct's justice of the peace. Throughout the years functions including dispatch, the crime laboratory and the justice of the peace have moved out as the county's growth caused the corresponding personnel and technology requirements to exceed the space originally allocated in 1987. The agency has exercised as much flexibility as possible by re-purposing vacated space to keep up with growth, though at the cost of efficiency and functionality.

At the time of its construction, the portion of the criminal justice center which housed the jail represented an integration of the 150-year-old "linear cell" design and the newest "pod-like" remotely-monitored design. Today, correctional design has advanced beyond both of these and includes layouts and space

utilization which model efficiency and humane incarceration. Examples of these types of concepts include "open" booking areas and consolidated and streamlined intake and out-processing functions. These new configurations promoting efficiency and humane treatment cannot currently be duplicated in the existing jail without additional space. Simple inmate capacity has been resolved with living space expansions, however, there is now little land left to continue to build new wings. As time marches on, the lack of ability to flex space in the jail will result in less than optimal operations as well as safety hazards to the dedicated staff who work there.

The implementation of a campus master plan will not only allow the sheriff's office to anticipate and provide for the shifting needs of the community, but will maximize efficiency within the jail by relocating administrative functions to a purpose-driven layout and allowing concepts promoting efficiency to be built for inmate operations.

PERSONNEL RE-ALLOCATION

The Montgomery County Sheriff's Office will, through routine attrition such as resignations and retirements, re-classify a small portion of detention positions which are currently designated for a sworn, commissioned Deputy to civilian Detention Officers, where practical and appropriate by Fall 2020. This strategy focuses on the agency putting "the right faces in the right places." In some cases it is not an efficient use of taxpayer money and resources to have a commissioned officer performing a function that may be appropriately and safely performed by a non-commissioned civilian. Civilian Detention Officers (jailers) perform many functions within the jail division. Most of these functions do not require the carrying of a firearm or arrest powers. Some of these include inmate

supervision, classification and administrative tasks. In addition, with training and under certain circumstances, such as guarding an inmate being treated at a hospital, it is lawful to permit an on-duty civilian Detention Officer to carry a firearm.

Two-hundred and five sworn Deputies and Sergeants, approximately 51 percent of the agency's sworn peace officers, are allocated to patrol. This is less than the national average of 68 percent of an agency's sworn officers reported by the Department of Justice Bureau of Justice Statistics report on Local Police Departments in 2013. At the same time, there are 49 sworn Deputies working within the jail facility itself, representing nearly 10 percent of the agency's total commissioned force. While the contrast of 51 percent to a 68 percent national average does not per se indicate citizens are receiving lesser service than the national average, it can be interpreted as an area where cost savings and efficient use of licensed personnel may be realized.

It is possible a lower percentage of commissioned officers may be used in the jail division while maintaining satisfactory levels of safety, supervision and management. A transfer of commissioned personnel from essentially civilian-only functions combined with a re-classification of positions where safe and feasible is both fiscally responsible and will allow the Sheriff's Office to move commissioned personnel from the jail to vacancies within divisions such as patrol and investigations. The result will be no loss in safety or security in the jail, and additional law enforcement resources dedicated to the community. This strategy will align existing resources with population growth in the most efficient way possible. In addition, the increased availability of peace officers will enable more proactive responses to emerging crime trends throughout the county.

The precise amount of sworn Deputies and Sergeants currently allocated to the jail designated to be re-allocated to patrol or investigative functions must be methodically and carefully determined prior to any moves being made with the ultimate consideration being given to the Sheriff's statutory responsibility to maintain a safe and secure jail for both staff and inmates.

ZERO-BASED BUDGETING

The Montgomery County Sheriff's Office will initiate the transition to zero-based budgeting in March 2017 with anticipation of completion by the end of the fiscal year 2018 budget process in the fall. Zero-based budgeting is a fiscally responsible concept advocated in many sectors. The agency is too large and the responsibilities too great to operate the budget in the same way a person might operate a personal checking account. In other words, simply noting debits and credits and being focused solely on not overdrawing the account as a guideline for spending is inefficient, to say the least. Zero-based budgeting in a law enforcement agency focuses on line-item justification during each and every budget process. Money is not allocated based on what a division, section or function received last year, but what they need *this year*. This strategy will allow the sheriff's office to not only provide the growing community with "the most bang for the buck," but it will make funds available to be dedicated towards responding to the growth and emerging crime trends.

Today's Sheriff's office civilian employees and Deputies are tomorrow's leaders and directors. This strategy will, possibly most importantly, instill a culture of fiscal responsibility in our public servants for generations to come.

WORKLOAD ANALYSIS

The Montgomery County Sheriff's Office will complete a workload analysis by Spring 2018. A workload analysis will permit the Sheriff's Office to allocate the right amount of employees at the right times and in the right areas so as to best combat emerging crime trends and the needs brought on by population growth.

An initial analysis was performed in March of 2016 focusing on the Sheriff's Office patrol function. There is no doubt the county is growing and the Sheriff's Office must keep pace in a fiscally responsible manner.

From 2010 to 2015 the population of Montgomery County increased by 18 percent. Sheriff's Office calls for service, which do not include calls for other law enforcement agencies in the county whom the Sheriff's Office dispatches for, increased by 26 percent while personnel allocated to Sheriff's Office patrol functions increased by 24 percent (with the agency overall growing by 18 percent).

Currently, there are 205 patrol Deputies who are supervised by 41 field supervisor Sergeants for a total of 246 staff assigned to the patrol function. Based upon an analysis of call for service demands and the average and reasonable times a patrol Deputy can expect to spend performing tasks such as responding to incidents, writing reports and travel time, the Sheriff's Office should currently be operating with 322 staff assigned to patrol in order to match the community's needs.

This current deficit of 77 deputies will generate an additional requirement of 16 field supervisor Sergeants, four Lieutenants and 15 Detectives. The increase in Lieutenants will not only maintain a proper operational span of

control, but will allow for a Lieutenant to be on duty at night when their strategic decision-making in response to crime is needed the most. An analysis of administrative personnel, equipment and resources required to support this patrol increase will be completed once the initial increase in field personnel is in place. Ultimately, it is likely this difference can be partially covered through a re-allocation of a very small portion of sworn and commissioned personnel from detention to patrol duties.

Continuing analysis of the agency to include other functions such as investigations and critical administrative functions such as records-keeping will bring into focus a deliberate and fiscally responsible manner of matching the agency's growth to community needs.

SPECIAL STRATEGIC INITIATIVES

The Sheriff's Office mission to provide professional law enforcement and detention services is not limited in scope to the goals, objectives and strategies previously described in this plan. It also includes special initiatives. These initiatives are differentiated from other strategies in that they are not "new," rather they are enhancements to existing operations. These enhancements target areas especially critical to the community and in consideration of local, state and national issues.

CORRECTIONAL MENTAL HEALTH AND SUICIDE PREVENTION

In the 1950s there were more than half a million hospital beds dedicated to those experiencing mental illness. Over time, as treatment in the community was conceptualized, but arguably, never fully realized, the number of beds shrank to nearly 43,000 nationwide. Today, experts have found persons with mental illness are significantly more likely to interact with the Criminal Justice System. A survey of Montgomery County jail inmates in February 2017 revealed nearly 14 percent of the population was receiving psychotropic medication and the most common conditions among this segment of the inmate population were Bipolar Disorder, Depression, Anxiety Disorder, Schizophrenia, Schizo-affective Disorder and Post Traumatic Stress Disorder (PTSD).

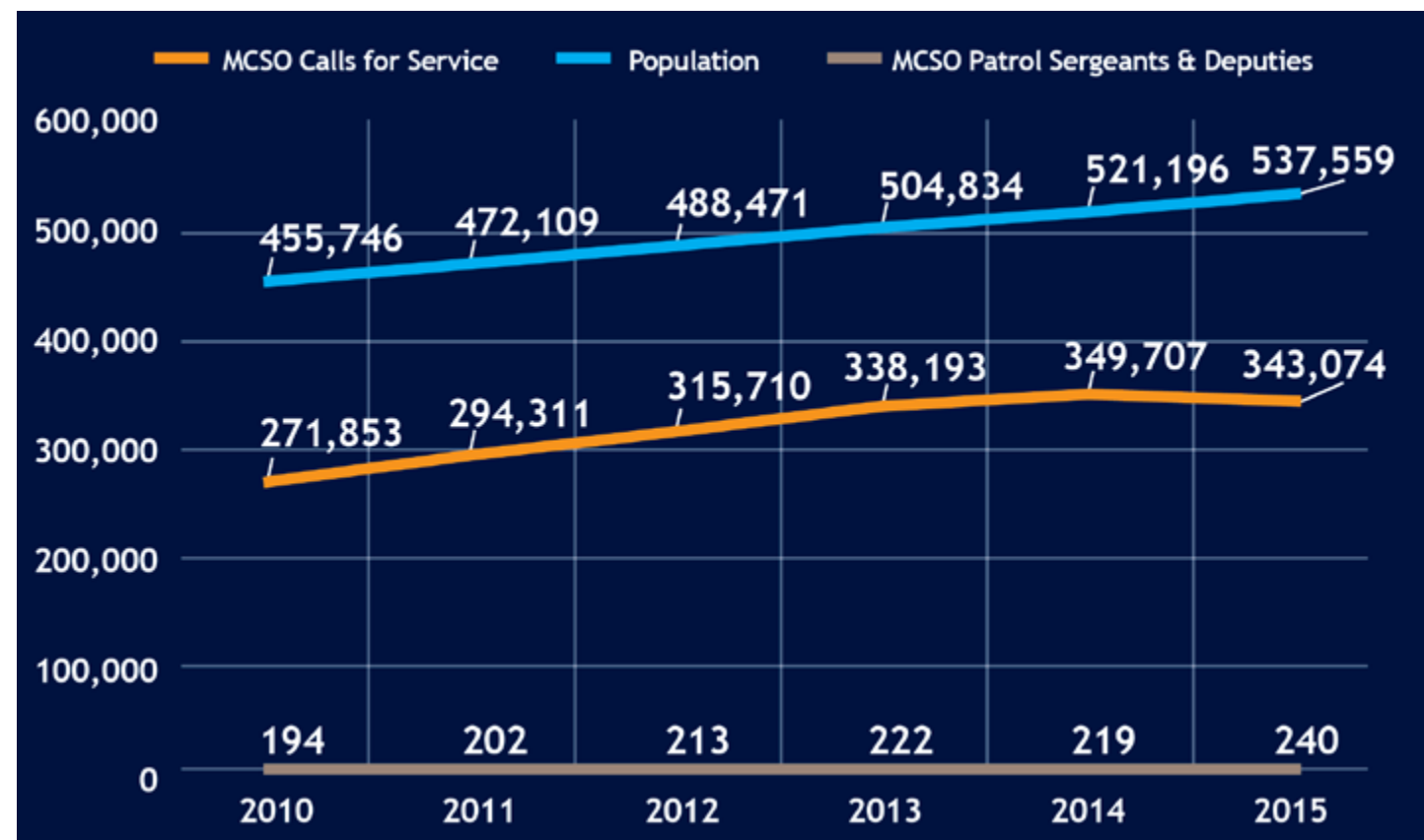
Studies throughout the United States have found the percentage of jail and prison inmates suffering from these conditions may be higher when adjusted for other factors including the severity of condition. Certainly, one in five adults will experience a mental illness at some point in their life. While it is not within a law enforcement agency's ability to provide the same level of treatment as a hospital or medical facility might, the courts require and



humanity demands they be provided with safety, compassion and a reasonable level of care in consideration of their illness.

To this end, the Montgomery County Sheriff's Office will institute and sustain several programs targeted to the needs of those inmates diagnosed or suspected of having a serious mental illness and other segments of the jail population who may be at high risk to experience a mental health crisis. These programs will conceptually include partnerships with Tri-County Behavioral Healthcare and the Montgomery County Mental Health Facility. The agency will also move towards providing anger management classes and classes focused on military veterans who may suffer mental illness from combat-related service. Finally, the Sheriff's Office will pursue additional training for jail staff in recognizing an inmate who is at risk for a mental health crisis, intervention and de-escalation when possible.

A closely related issue to inmate mental health is suicide in a correctional setting. While a Texas Peace Officer has a statutory duty to prevent a person from harming themselves no matter where they are, this duty takes



on a special meaning when the person is in custody. As cited by the comprehensive book *The Criminalization of Mental Illness*, by Slate, Buffington-Vollum and Johnson, recent studies show anywhere from 38 to 50 percent of those who committed suicide in a jail had a serious mental illness and a higher percentage of those who attempted suicide were mentally ill. Studies also show intake screening is critical to suicide prevention. While improvements have been made over the years nation-wide in screening and prevention techniques, a law enforcement agency has an ethical obligation to continue to review processes to ensure the sons and daughters in their custody are safe from harm from other inmates, staff and ultimately themselves.

The Sheriff's Office will pursue staff training and review screenings, processes and procedures for inmate intake with an eye towards identifying those at risk for suicide and engaging in reasonable prevention techniques.

DRIVING WHILE INTOXICATED ENFORCEMENT AND PREVENTION

Fatality crashes related to Driving While Intoxicated continue to be an issue in Montgomery County. Despite repeated pleas by public servants and persons affected by DWI, the annual death toll on Montgomery County roads continues to range from 40 to 60 persons every year. In 2015, 53 people died on county roads due to intoxication crashes, and approximately 75 percent of these crashes occurred in unincorporated portions of the county. According to the Texas Department of Public Safety, in 2016 Montgomery County tied Dallas County for the highest rate of alcohol-related motor vehicle fatalities among the 11 counties with populations of more than 500,000 in the State of Texas. Since 2010, Montgomery County has had the highest alcohol-related crash fatality rate of all of these counties every year, with the exception of 2014.

From 2010 to 2015, 42 of the persons who died in alcohol-related crashes on Montgomery County roads (25 percent of the total) were

passengers of the intoxicated driver, occupants of other vehicles or pedestrians. Another 133 were seriously injured.

In 2016 the Montgomery County Sheriff's Office made 461 arrests for Driving While Intoxicated. Approximately 60 percent of these arrests were for first-time offenders with the remaining 40 percent comprised of aggravating factors such as second or third-time offenders, DWI with a child or open container or a DWI with a Blood Alcohol Content of 0.15 or more. Alcohol was the suspected intoxicant in a majority of Sheriff's Office arrests. Other substances suspected also included prescription drugs, marijuana, PCP, cocaine and synthetic marijuana.

The alarming trend of DWI deaths has remained largely unbroken in Montgomery County despite the efforts of the Sheriff's Office and other agencies. According to the National Highway Transportation Safety Agency (NHTSA), alcohol-impaired driving is affected by a multitude of factors. These include geography, urbanization, road structure, road condition and economic activity. Though studies show mixed results on the ability of enforcement to curb DWI-related deaths, getting drunk drivers off the road through lawful arrest and prosecution remains "the right thing to do."

One of the challenges in DWI enforcement is that it is time-consuming for a peace officer to make an arrest. Studies show the average DWI arrest may take a Deputy between one and four hours to complete, during which time he or she is unable to answer calls for service or attend to other responsibilities. Furthermore, a DWI arrest is typically more complex to investigate, document and prosecute than other misdemeanor offenses such as drug possession or theft and, for instance, require Standardized Field Sobriety Tests to be administered with precision under difficult roadside conditions.

According to NHTSA, for DWI to be effectively discouraged among the population of those persons who consistently make poor decisions and lack personal responsibility, the fear of arrest must exceed the convenience of driving intoxicated.

Studies have shown that small, dedicated teams of peace officers do indeed increase arrests in a given population, however the percentage of increase is in the single digits and likely ineffective in deterring a potential DWI offender.

According to NHTSA, "what" is done regarding DWI is often less important than "how" it's done. NHTSA states, "The best countermeasure may have little effect if it is not implemented vigorously, publicized extensively, and funded satisfactorily."

The Montgomery County Sheriff's Office will seek to reduce alcohol-related motor vehicle deaths and injuries in the county through a renewed emphasis on DWI enforcement. First and foremost, rather than a few specialized DWI enforcement officers, patrol Deputies working at peak enforcement hours will be provided the right tools, training and processes in order to make DWI enforcement as efficient and as practical as possible.

It is important to note it is neither responsible nor feasible to simply tell a Deputy to "make more DWI arrests." The Sheriff's Office must "make the right thing to do easy" for that Deputy. To mitigate the challenges in time and complexity, the Sheriff's Office will seek evidence-based enhancements to the DWI arrest process, from streamlining processes to reduce the time spent booking a DWI suspect into jail, to evidence collection such as blood kits, to pursuing improvements in the administrative license revocation hearing process, refresher training, and, finally, seeking the funding of equipment dedicated to DWI enforcement such as Portable Breathalyzers.

ARREST WARRANT RESOLUTION

A commonly quoted legal maxim is "justice delayed is justice denied." Despite what the public perceives, Constitutional, procedural and case law favors warrants and limits warrantless arrest by peace officers to

very specific circumstances. While the warrant process protects due process and the integrity of the judicial system, in many cases, it gives suspects the advantage of time. While some suspects turn themselves in and choose to face the consequences of their actions or trust the judicial system if they are actually innocent, many others choose to flee or, at the very least, ignore the inevitable for as long as they can get away with.

There are approximately 40,000 unserved legal writs and orders requiring an arrest, including arrest warrants, some as old as the early 1970s located in the Montgomery County Sheriff's Office Records Section. This total includes writs for all Montgomery County law enforcement agencies. While many dozen of these are cleared by Sheriff's Office Deputies and other officers every day, behind many of these unserved writs are victims seeking closure through the criminal justice system and a community who could potentially be subject to further victimization.

The Montgomery County Sheriff's Office will seek to increase the number of warrants cleared on a daily basis through partnerships with local and federal law enforcement agencies. Part of this effort will involve the transfer of the Sheriff's Office warrant database from the legacy system to the new Records Management System. This will allow "visibility from a higher altitude" of potential addresses, offense severity and priorities on a routine basis and during "warrant round-ups" regardless of the agency organizing the effort. The increase in attrition of warrants is intended to make efforts targeted and based upon data to ensure, whenever possible, the Constitutional right to a speedy and public trial is protected at every step in the criminal justice process and no defendant may file a valid claim that their right to due process was violated due to the length of time that elapsed between a warrant being issued and the actual arrest being made.



EXECUTION

While the goals, objectives and strategies of this plan appear compartmentalized to specific divisions, functions or even leaders within the Sheriff's Office, success rests on each and every Sheriff's Office employee backed by the support of the county's elected officials, department heads and community.

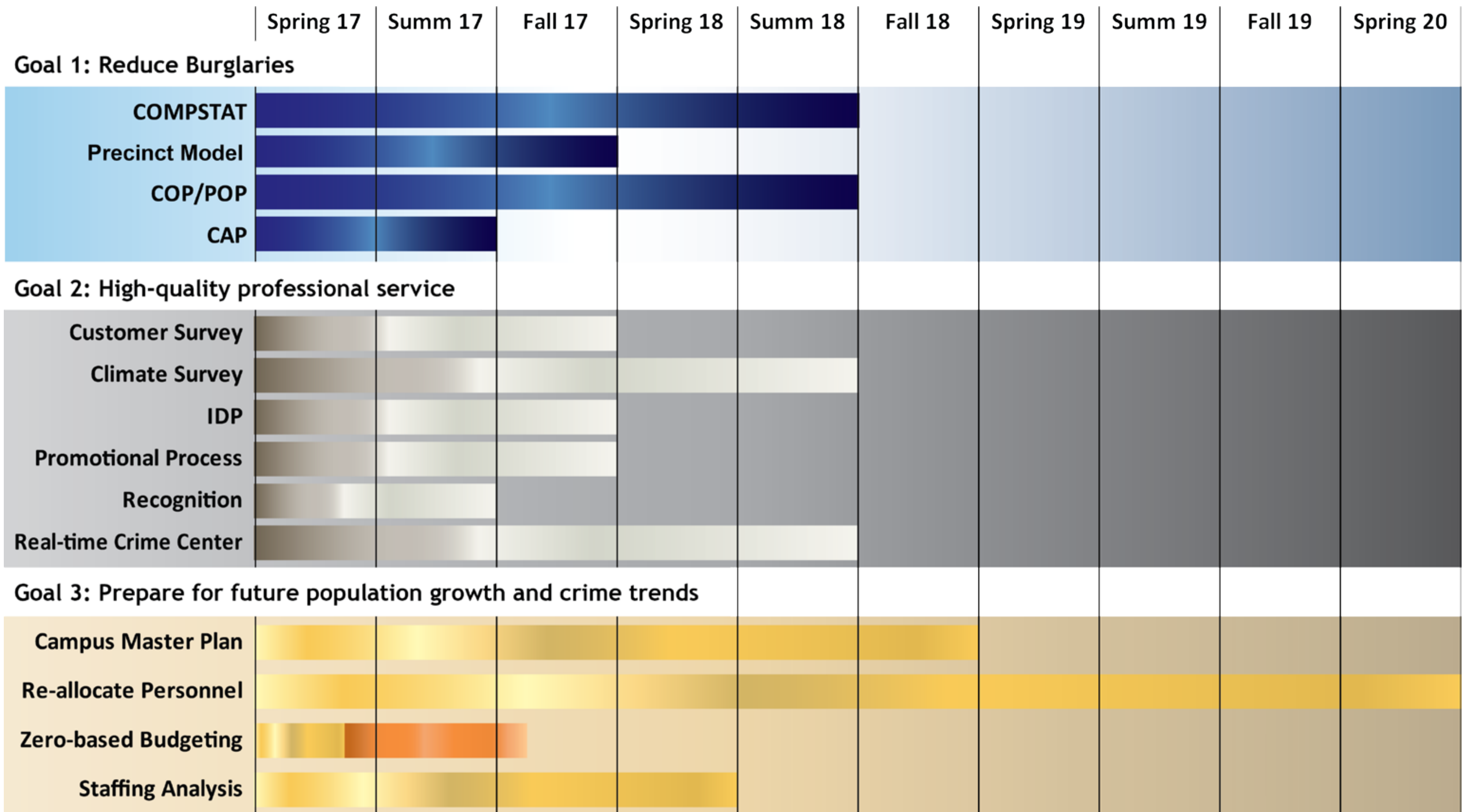
Each initiative will be led by a subject matter expert assisted by other subject matter experts from across the agency regardless of rank. Each team leader has been selected by the Chief Deputy. In turn, these team leaders will select additional subject matter experts with the approval of the Chief Deputy. Each team will first evaluate the strategy and its deadline, then determine reasonable expectations for results, establish those expected results, set benchmarks and then select evidence-based methods to achieve the results.

Ultimately, these strategies cannot be implemented by a team of subject matter experts operating in a vacuum. The entire agency from top to bottom will be responsible for achieving the objectives set. For instance, while implementing the Precinct Model might seem to be solely an administrative task involving paperwork or physical office moves, team members such as the patrol Deputy and Detective assigned to the district who know each other and work collaboratively are responsible for the strategy's success. While the COMPSTAT program may seem confined to only those who mine data, team members such as the Sergeant and his or her shift of Deputies working collaboratively with the district Detectives, other agencies and the community itself to drive down crime will

determine the strategy's success. While the customer satisfaction survey may appear simply an administrative function, it will be up to team members such as a records clerk to ensure he or she has provided quality service to be reflected in that survey. While a climate survey of employees may again seem valueless, it will be incumbent upon a team member such as a jail supervisor to exhibit positive management and leadership qualities to retain Detention Officers as reflected in the survey. While zero-based budgeting seems to apply only to those working in finance, it is up to team members such as a dispatcher to work with a steward-of-the-taxpayer's-money mindset in his or her daily tasks. While mental health and suicide prevention of inmates seems to only involve those working in the jail, team members such as a patrol Deputy must understand his or her responsibility to de-escalate an arrestee whenever practical and possible while they are being transported to the jail to provide the strategies and procedures in place at the jail the best opportunity to be effective. The examples are endless.

In short, this plan is centrally directed, but its success depends upon de-centralized execution from the whole team from top to bottom. Its success will not hinge on a single person or even a single group of persons, but the agency in whole as well as the support of the community and elected officials. True partnerships will yield success.

TIMELINE



CONCLUSION

The goals, objectives and strategies presented in this strategic plan must remain relevant to community needs. This will require, at a minimum, annual re-evaluation and revision based upon feedback and objective assessments. The plan may change, but what will not change is the Sheriff's Office commitment to the community.

This strategic plan intends to take the Montgomery County Sheriff's Office beyond a traditional law enforcement agency concerned solely with making arrests. While enforcing community standards and the law go hand and hand with police work, soaring arrest rates and communities "occupied" by police are rarely evidence of a high quality of life, low crime and safe neighborhoods. Better ways, though more time and resource-intensive, involve peace officers and citizens standing side-by-side and united. While there is more work up front, the end results are much more substantive and long-lasting.

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