



REVISED DRAFT OPERATIONAL ASSESSMENT AND STAFFING NEEDS ANALYSIS

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HAYDEN, IDAHO

MATRIX
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INTRODUCTION AND EXECUTIVE SUMMARY

This document presents the operational and staffing needs assessment, the analytical core of the feasibility assessment. It begins by establishing a rigorous baseline of current conditions and demand, including calls for service, crime and incident data, patrol response times, investigative and administrative support demands, and current service levels. Building on this workload foundation, the assessment determines current patrol service-level requirements and the requirements for a standalone staffing structure within or outside the Kootenai County Sheriff's Office.

EXECUTIVE SUMMARY

This operational and staffing needs assessment establishes the analytical baseline for the City of Hayden's evaluation of law enforcement strategic planning. Analysis of 2025 Computer-Aided Dispatch (CAD) data shows that Kootenai County Sheriff's Office patrol units responded to just under 2,500 community-generated calls for service, with an average workload of 67.3 minutes per call, over 7,161 net available patrol hours. The resulting patrol proactivity level of 61.2 percent is extraordinarily high, well above the 40–45 percent best-practice benchmark, indicating that current patrol resources are more than sufficient for the community's reactive workload. Comparing the service the contract specifies against the service the workload actually justifies reinforces this conclusion: the current agreement assigns five deputies to patrol, yet only four are required to meet Hayden's call volume at the 45 percent proactive time benchmark. On a workload basis alone, current patrol staffing therefore modestly exceeds present demand, though this measure does not by itself account for minimum staffing, shift coverage, or response-time requirements.

These findings should be read alongside the report's data-quality caveats, as irregularities in the CAD records and discrepancies with KCSO monthly activity reports suggest that some data may be missing.

Building on this baseline, the assessment estimates the staffing a standalone department would require. To sustain reliable 7-day, 24-hour coverage, the best-practice minimum for patrol operations is one sergeant, three corporals, and four police officers. Because animal-related incidents rank among the highest-volume calls Hayden residents generate (roughly 27 per week, or about four daily), the assessment recommends one full-time animal control officer to handle this demand at far lower cost than a sworn response.

On the investigative side, KCSO handled 866 Hayden-specific cases in 2025, representing 7,299.6 raw investigative hours; after applying a formal case-screening process consistent with International Association of Chiefs of Police (IACP) and Police Executive Research Forum (PERF) guidance, the workload re-evaluates to 159 cases and roughly 2,820 hours, underscoring that appropriate case screening, not simply adding detective positions, is central to right-sizing investigations.

These findings set the stage for the next phase of the study, which will translate the workload and staffing baseline into the cost and decision framework the City needs. Upcoming work includes a side-

by-side cost comparison of the contract and standalone service models, competitive salary recommendations to ensure any standalone department could recruit and retain qualified personnel, and estimates of the capital, operational, and transition costs required to stand up a municipal police department. Taken together with the recommendations that follow, this analysis is intended to give Hayden's leadership a clear, evidence-based foundation for guiding law enforcement service decisions over the next five to ten years.

The following table lists all recommendations in this report necessary to staff a standalone police department. The report itself should be reviewed for the factual basis of these recommendations:

LIST OF RECOMMENDATIONS

PATROL OPERATIONS

- 1 If a standalone police department option is selected, 1 sergeant, 3 corporals, and 4 police officers are required to staff patrol operations.
- 2 In a standalone police department, one full-time Animal Control Officer (also responsible for other municipal duties) is required.

INVESTIGATIONS

- 3 In a standalone police department, 2 Detective/Investigative positions are required (with a formal case screening process established).

ADMINISTRATIVE SUPPORT

- 4 If a standalone police department option is selected, Administrative Support should be staffed by 1 Records Clerk/Technician to complete tasks such as records processing and retention, public records responses, UCR/NIBRS submissions, customer service, and other administrative duties.
- 5 If a standalone police department option is selected, Administrative Support should be staffed by 1 Property and Evidence Technician to complete property and evidence tasks (1/2 time) and records-related tasks (1/2 time).
- 6 In a standalone police department, administrative support functions should be staffed by 1 Administrative Supervisor to provide customer support as needed, complete tasks such as timekeeping, payroll support, purchasing, and scheduling, and assume first-line supervisory responsibilities for other administrative support staff.

LEADERSHIP AND ORGANIZATIONAL STRUCTURE

- 7 In a standalone police department, a Chief of Police and Lieutenant are recommended.
- 8 In a standalone police department, the department should be organized into an operations section and an administrative support section (as illustrated in the organizational structure section of the report).
- 9 In a standalone police department, a number of specialized, capital-intensive, or infrequently used services (as listed in the report's contract services section) should be reviewed for potential contracting.

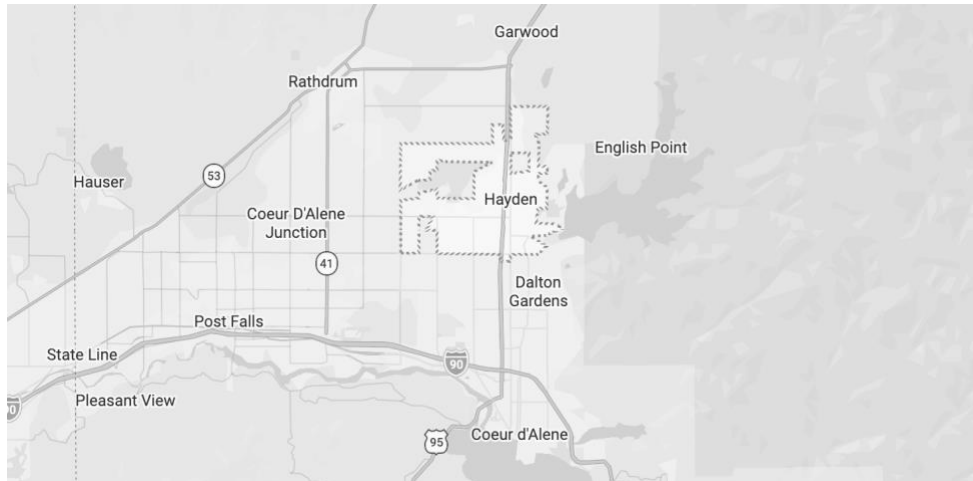
PROFILE OF CURRENT LAW ENFORCEMENT SERVICES

This chapter provides the foundational context for the study and underpins the analyses throughout the remainder of this report, and places the City's public safety environment in context by comparing it with carefully selected peer cities. Rather than relying solely on local or neighboring jurisdictions, peer-city comparisons provide objective benchmarks for evaluating crime trends and public-safety demand across communities with similar demographic, geographic, and operational characteristics. These comparisons help set reasonable expectations for service levels, staffing, and organizational capacity.

1. CITY OF HAYDEN PROFILE

The City of Hayden, located in Kootenai County within northern Idaho, covers approximately 10.4 square miles. The United States Census Bureau lists the population of Hayden as 15,570 in 2020 and estimates it at 17,363 in 2025¹.

Dalton Gardens borders the City of Hayden directly to the south, Hayden Lake just east, and Rathdrum, located approximately 6 miles northwest. Athol is approximately 15 miles north, and Post Falls is approximately 7 miles south and west of Hayden. The City of Hayden borders Coeur d'Alene to the south, and the two are separated by approximately 4 miles. Spokane, Washington, the largest metropolitan hub in the area, is located approximately 35 to 40 miles west.



2. PEER CITY CRIME COMPARISON

Comparing crime rates with peer cities helps place the community's public safety environment in an appropriate operational context. Peer cities are communities that share similar characteristics, such as population size, demographic composition, geographic area, land use, economic conditions, and service demands. Because these jurisdictions face comparable policing challenges, they provide a more

¹ <https://www.census.gov/quickfacts/fact/table/haydencityidaho/POP010220#POP010220>

meaningful benchmark than neighboring communities, which may differ significantly in size, development patterns, or crime characteristics. Peer cities also help explain why certain staffing recommendations, organizational structures, and budget projections are proposed in this report.

Seven standalone, self-policed cities serve as the benchmark for what a similarly sized department in the region experiences. Hayden's population (approximately 17,363) is closest to those of Ferndale, WA (16,293) and Washougal, WA (16,964), both of which are self-policed cities with their own departments and are the most comparable in population within this set. The following table presents these comparisons for 2024².

PEER CITY CRIME COMPARISON

	Population (2024)	Violent Crime Rate/100K	Property Crime Rate/100K	Total Crime Rate/100K
Rathdrum, ID	12,467	64.2	850.2	914.4
Coeur d'Alene, ID	57,561	241.5	955.5	1,197.0
Post Falls, ID	46,835	151.6	642.5	794.3
Liberty Lake, WA	13,559	154.9	1,526.7	1,681.5
Ferndale, WA	16,293	104.3	1,601.9	1,706.3
Washougal, WA	16,964	312.4	1,002.1	1,314.5
Sherwood, OR	19,804	131.3	1,519.9	1,651.2

While population size is not a reliable proxy for crime volume, Ferndale and Washougal are Hayden's closest population matches. Yet their total crime rates differ by roughly 30 percent, and both differ substantially from Rathdrum and Post Falls, which are smaller and larger, respectively, but report lower total rates. This suggests that local factors, commercial density, traffic corridors, proximity to a larger metro area, tourism, and economic profile likely matter more than raw population in shaping a city's crime environment. Hayden's specific mix of these factors, not just its population, will drive any workload estimate.

Data quality caveats: While no Hayden-specific baseline data exists, crime data comes from a different, self-policed city; none measures Hayden directly, and none is presented as a Hayden estimate. Several peer cities have small enough populations that a handful of additional or fewer incidents can noticeably swing their per-100K rate.

² Data Source: FBI Crime Data Explorer (<https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/home>).

3. CURRENT LAW ENFORCEMENT SERVICES AGREEMENT

The City of Hayden has contracted with the Kootenai County Sheriff's Office for law enforcement services since the early 1970s. The current law enforcement services agreement was signed by the City of Hayden and Kootenai County on December 19th, 2025, and is effective October 1st, 2025, running through September 30th, 2026, unless otherwise terminated.

CURRENT LAW ENFORCEMENT AGREEMENT

While the signed agreement should be reviewed for specific details, the City of Hayden pays Kootenai County, as compensation for law enforcement services, the sum of \$1,193,933.00 for the term of the contract, as allocated below:

KCSO CONTRACT PERSONNEL

	Total	Cost
Patrol Deputy (dedicated)	5	\$627,195.00
Animal Control Officer (available)	1	\$87,757.00
Detective (available)	1	\$137,858.00
Overhead	-	\$341,124.00

PATROL OPERATIONS

This section presents a workload-based staffing analysis of patrol-based operations to help assess law enforcement needs in the City of Hayden. A workload-based analysis translates community-driven demand into defensible staffing numbers.

1. PATROL WORKLOAD ANALYSIS

The following sections provide the analysis of patrol workload and other issues relating to the effectiveness of field services.

(1) CAD ANALYSIS METHODOLOGY

Our project team has calculated the community-generated workload of the Sheriff's Office by analyzing incident records in the computer-aided dispatch (CAD) database, covering the entirety of calendar year 2025.

For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions must be met:

- The incident must be unique.
- The incident must be created in calendar year 2025.
- The incident must have occurred within Hayden.
- The incident must involve at least one deputy assigned to patrol, as identified by the individual unit codes of each response to the call.
 - This analysis focuses specifically on the workload and staffing of patrol deputies. As a result, if a patrol sergeant responded to a call that would otherwise have been counted, but no patrol deputy responded, it is counted as if a patrol deputy did respond. However, only patrol deputies can otherwise count as primary or backup units.
- The call must originate from a community-generated source unless the incident type corresponds to a community member flagging down a deputy or similar interaction.
- The incident type must sufficiently correspond to a community-generated event. Incident types identified with a high level of certainty as self-initiated (e.g., traffic stops) or administrative in nature (e.g., meal breaks) are not counted as community-generated calls for service.
- The data recorded for the incident cannot contain major irregularities that would prevent sufficient analysis, such as no unit code or no time stamps.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by KCSO patrol units.

As the analysis shows, some data may be missing from what was provided by KCSO to conduct the analysis. As a result, any findings should be viewed within this context.

(2) CALLS FOR SERVICE BY HOUR AND WEEKDAY

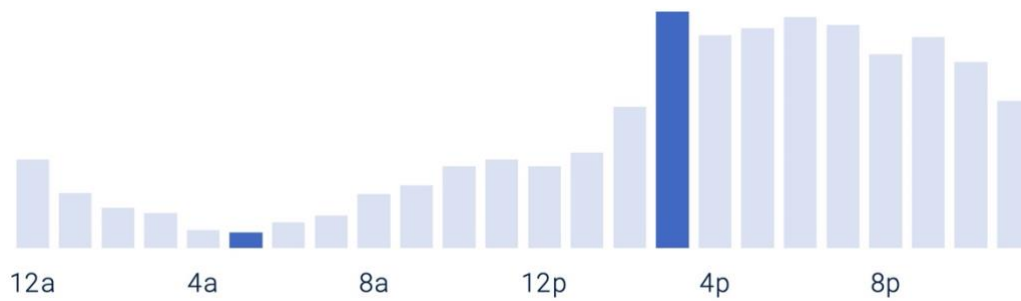
The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

CALLS FOR SERVICE BY HOUR AND WEEKDAY

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	8	10	7	7	13	17	17	79
1 AM	7	9	1	7	9	9	7	49
2 AM	3	9	1	1	4	9	9	36
3 AM	1	6	4	4	3	3	10	31
4 AM	5	3	1	3	0	1	3	16
5 AM	0	6	2	2	2	2	0	14
6 AM	4	9	4	4	1	0	1	23
7 AM	5	5	7	4	5	1	2	29
8 AM	4	17	7	5	6	6	3	48
9 AM	6	13	12	5	9	9	2	56
10 AM	14	24	9	13	3	6	4	73
11 AM	18	18	9	12	7	5	10	79
12 PM	13	19	10	17	5	3	6	73
1 PM	14	14	20	12	10	7	8	85
2 PM	17	28	25	25	10	15	6	126
3 PM	24	40	39	34	26	25	23	211
4 PM	20	22	32	36	29	30	21	190
5 PM	15	30	34	33	23	38	23	196
6 PM	28	25	28	29	29	37	30	206
7 PM	24	23	27	36	25	42	22	199
8 PM	14	20	28	29	29	33	20	173
9 PM	22	23	22	25	29	46	21	188
10 PM	24	20	13	23	21	38	27	166
11 PM	11	17	15	18	12	30	28	131
Total	301	410	357	384	310	412	303	2,477

In total, KCSO patrol deputies responded to just under 2,500 calls for service in 2025, with activity levels highest in the evening. The following chart displays this on an hourly basis:

CALL FOR SERVICE ACTIVITY BY HOUR



The hourly frequency is highly unusual, with nearly four times as many calls for service at 3:00 PM as at 8:00 AM. The pattern suggests that data could be missing from the analysis, and KCSO would need to provide additional data to address any gaps.

(3) MOST COMMON TYPES OF CALLS FOR SERVICE

The following table provides the ten most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time³ (HT) for each:

³ Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

MOST COMMON CALL FOR SERVICE CATEGORIES

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
CITIZEN ASSIST	353	21.4						
WELFARE CHECK	202	31.1						
FOLLOW UP	155	30.9						
SUSPICIOUS	138	22.4						
REPORT WRITING	105	75.4						
ALARM BUSINESS	97	17.1						
ACCIDENT PD	80	38.4						
TRESPASSING	77	18.1						
CIVIL SERVICE	69	19.9						
THEFT	52	46.5						
All Other Types	1,149	37.8						
Total	2,477	33.5						

None of the most common call for service categories peak in the morning to early afternoon hours, again suggesting the possibility that some data could be missing. However, in each case, the activity levels during these hours are not zero – i.e., the data provided partially shows activity during these times.

2. ANALYSIS OF PATROL RESOURCE NEEDS

Analysis of the community-generated workload handled by patrol units is at the core of analyzing field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the community's service needs; by measuring the time used to respond to and handle these calls, staffing requirements to meet those needs can be determined.

To provide a high level of service, it is not enough for patrol units to function as call responders. Instead, deputies must have sufficient time outside of community-driven workload to proactively address public safety issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the service environment. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

With this focus in mind, the following sections examine the process used by the project team to determine Hayden's patrol resource needs based on current workloads, staff availability, and service level objectives.

(I) OVERVIEW OF THE RESOURCE NEEDS ANALYSIS

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

- i. The number of community-generated workload hours handled by patrol.
- ii. The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
- iii. The remaining time for patrol units to be proactive, which can also be referred to as uncommitted time.

This study defines the result of this process as, patrol proactivity, or the percentage of patrol deputies' time in which they are available and on-duty that is not spent responding to community-generated calls for service. This calculation can also be expressed visually as an equation:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \% \text{ Proactive Time}$$

The result of this equation is the overall level of proactivity in patrol, which in turn provides a model for the ability of patrol units to be proactive given current resources and community-generated workloads. There are some qualifications to this, which include the following:

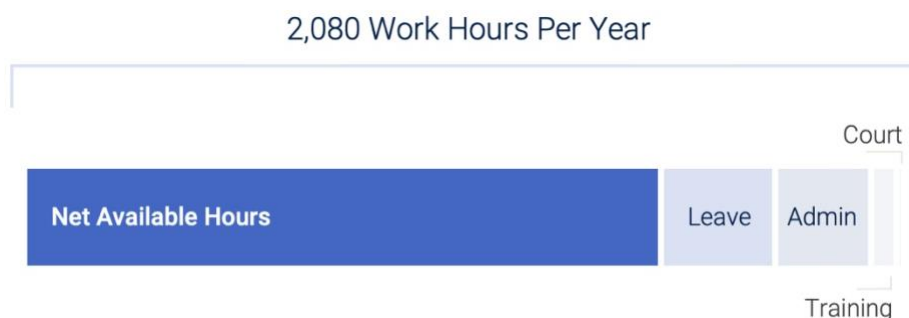
- Optimal proactivity levels are a generalized target, and a single percentage should be applied to every agency. The actual needs of an individual Sheriff's Office vary based on several factors, including:
 - Other resources that the Sheriff's Office has for proactive engagement with the community and addressing public safety issues, such as dedicated proactive units.
 - Community expectations and the ability to support a certain level of service.
 - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.
- Sufficient proactivity at an overall level does not guarantee, based on workload patterns and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, police services in Hayden should generally target an overall proactive time level of at least 40-45% as an effective benchmark of patrol coverage. Any community engagement, proactive policing, and downtime in between calls would take place within the target range of proactive time. Should proactive time be less than those levels, however, it would come at the expense of each of these activities.

(2) PATROL UNIT STAFFING AND NET AVAILABILITY

Five deputies are assigned full-time to patrol in Hayden. Out of the 2,080 hours per year that each deputy is scheduled to work annually, a large percentage is not actually spent on duty.

As a result, it is critical to understand the amount of time that deputies are on leave – including vacation, sick, injury, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefings. The impact of each of these factors is determined through a combination of calculations from KCSO data and estimates based on the project team's experience, which are then subtracted from the base number of annual work hours per position. The result represents the total net available hours of patrol deputies, or the time in which they are on-duty and available to complete workloads and other activities in the field:



The table below outlines the calculation process in detail, outlining how each contributing factor is calculated:

Factors Used to Calculate Patrol Net Available Hours

Annual Work Hours

The total number of scheduled work hours for patrol deputies, without factoring in leave, training, or anything else that takes deputies away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: **2,080 scheduled work hours per year**

– Leave and Injury Time

Includes all types of time spent on leave, including military time, FMLA, injuries, etc. – anything that would cause deputies that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

The project team received information on leave policies and allowances, but not data on the actual usage of leave by category. As a result, this figure has been estimated based on the experience of the project team.

Estimated: **300 hours of leave per year**

- **Court Time (On Regular Work Hours)**
 The total number of hours that each deputy spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.
 Without any data recording on-duty court time specifically for patrol deputies, the number of hours is estimated based on the experience of the project team.
 Estimated: **20 hours of on-duty court time per year**
- **Training Time (On Regular Work Hours)**
 The total number of hours spent per year in training that are completed while on-duty and not on overtime.
 Calculated from KCSO data: **61 hours of on-duty training time per year**
- **Administrative Time**
 The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.
 The number is calculated as an estimate by multiplying **90 minutes per shift** by the number of shifts worked by deputies in a year, after factoring out the shifts that are not worked because of leave being taken.
 Estimated: **267 hours of administrative time per year**
- = **Total Net Available Hours**
 After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total net available hours for deputies – the time in which they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.
 Calculated by subtracting each factor from base work hours: **1,432 net available hours per deputy**

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of patrol deputies:

CALCULATION OF PATROL UNIT NET AVAILABILITY

Base Annual Work Hours		2,080
Total Leave Hours	-	300
On-Duty Training Hours	-	61
On-Duty Court Time Hours	-	20
Administrative Hours	-	267
Net Available Hours Per Deputy	=	1,432
<i>Number of Deputy Positions</i>	<i>×</i>	<i>5</i>
Total Net Available Hours	=	7,161

Overall, deputy positions combine for a total of 7,161 net available hours per year, representing the time in which they are on duty and able to respond to community-generated incidents and be proactive.

(3) OVERVIEW OF CALL FOR SERVICE WORKLOAD FACTORS

The previous chapter of the report examined various trends in patrol workload, including variations by time of day and of week, common incident types, and many other methods. This section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

Each call for service represents a certain amount of workload, much of which is not captured within the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the Sheriff's Office, while others must be estimated due to limitations in their measurability.

The following table outlines the factors that must be considered to capture the full scope of community-generated workload, and provides an explanation of the process used to calculate each factor:

Factors Used to Calculate Patrol Net Available Hours

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol deputies.

The calculation process used to develop this number has been summarized in previous sections.

Calculated from KCSO data: **2,447 community-generated calls for service**

x

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes.

Calculated from KCSO data: **33.5 minutes of handling time per call for service**

Number of Backup Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

This number can also be expressed as the rate of backup unit responses to calls for service and is inclusive of any additional backup units beyond the first.

Calculated from KCSO data: **0.75 backup units per call for service**

x

Backup Unit Handling Time

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

When CAD data lists unique time stamps for each unit on a call (rather than only for the first unit or shared across all responses), the handling time is calculated individually. In this case, the CAD data only displayed time stamps for the first unit, and as a result, handling time for backup units was estimated at a rate of 75% of the primary unit's handling time on each individual call – a normative estimate based on the experience of the project team.

Estimated: **25.1 minutes of handling time per backup unit**

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

In this case, the number has been estimated based on the experience of the project team.

Estimated/calculated from KCSO data: **0.33 reports written per call for service**

x

Report Writing Time

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time must be estimated based on the experience of the project team. It is assumed that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: **45 minutes per report**

= Total Patrol Workload Hours

The total time involved in handling a community-generated call for service, adding together:

- Primary unit handling time
- Backup unit rate and handling time
- Time spent writing reports

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 2,778 total hours in 2025.

Calculated from previously listed factors: **67.3 total minutes of workload per call for service**

Each of the factors summarized in this section contributes to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time.

These factors are summarized in the following table:

SUMMARY OF CFS WORKLOAD FACTORS

Total Calls for Service	2,477	50%
Avg. Primary Unit Handling Time	33.5 min.	
Backup Units Per CFS	0.75	28%
Avg. Backup Unit Handling Time	25.1 min.	
Reports Written Per CFS	0.33	22%
Time Per Report	45.0 min.	
Avg. Workload Per Call	67.3 min.	
Total Workload	2,778 hrs.	

Overall, each call represents an average workload of 67.3 minutes, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, as well as any reports or other assignments completed in relation to the incident.

(4) CALCULATION OF OVERALL PATROL PROACTIVITY

Using the results of the analysis of both patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can function proactively. The result can then serve as a barometer for gauging the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

The following table shows the calculation process used by the project team to determine overall proactivity levels, representing the percentage of time that patrol deputies have available outside of handling community-generated workloads:

CALCULATION OF OVERALL PATROL PROACTIVITY

Total Patrol Net Available Hours		7,161
Total Patrol Workload Hours	–	2,778
Resulting # of Uncommitted Hours	=	4,384
Divided by Total Net Available Hours	÷	7,161
Overall Proactive Time Level	=	61.2%

At 61.2% overall, current patrol proactive time levels are extraordinarily high, indicating sufficient resources assigned to patrol coverage and far exceeding the 40-45% target range outlined previously. This also suggests that achieving minimum coverage levels throughout the day may be a more relevant staffing metric than proactive time.

Sometimes, in cases where proactive time is sufficient overall, gaps or inefficiencies in staff deployment versus how workload is distributed can lead to much lower proactive time levels on certain days or hours. However, at over 60% overall, this is unlikely to occur, particularly given the distribution of call-for-service workloads on an hourly basis.

As noted previously, with the analysis demonstrating that some data may be missing from what was provided by KCSO to conduct the analysis, these findings should be considered within this context.

3. SELF-INITIATED ACTIVITY

The analysis to this point has focused exclusively on the reactive portion of patrol workload, consisting of community-generated calls for service and related work. In the remaining available time, which is referred to in this report as proactive time, deputies are able to proactively address public safety issues through targeted enforcement, saturation patrol, community engagement, problem-oriented policing

projects, and other activity. Equally critical to the question of how much proactive time is available is how and whether it is used in this manner.

There are some limitations on how the use of proactive time is measured, however. Not all proactive policing efforts are tracked in CAD data, such as some informal area checks, saturation patrols, miscellaneous field contacts, and other types of activity. However, many categories of deputy-initiated activity are nonetheless recorded, such as traffic stops, predictive policing efforts, and follow-up investigations.

Nonetheless, CAD data provides a significant portion of deputy-initiated activity for analysis to examine how uncommitted time is utilized for proactive policing.

(1) SELF-INITIATED ACTIVITY BY HOUR AND WEEKDAY

Self-initiated activity displays different hourly trends compared to community-generated calls for service, as illustrated in the following table:

SELF-INITIATED ACTIVITY BY HOUR AND WEEKDAY

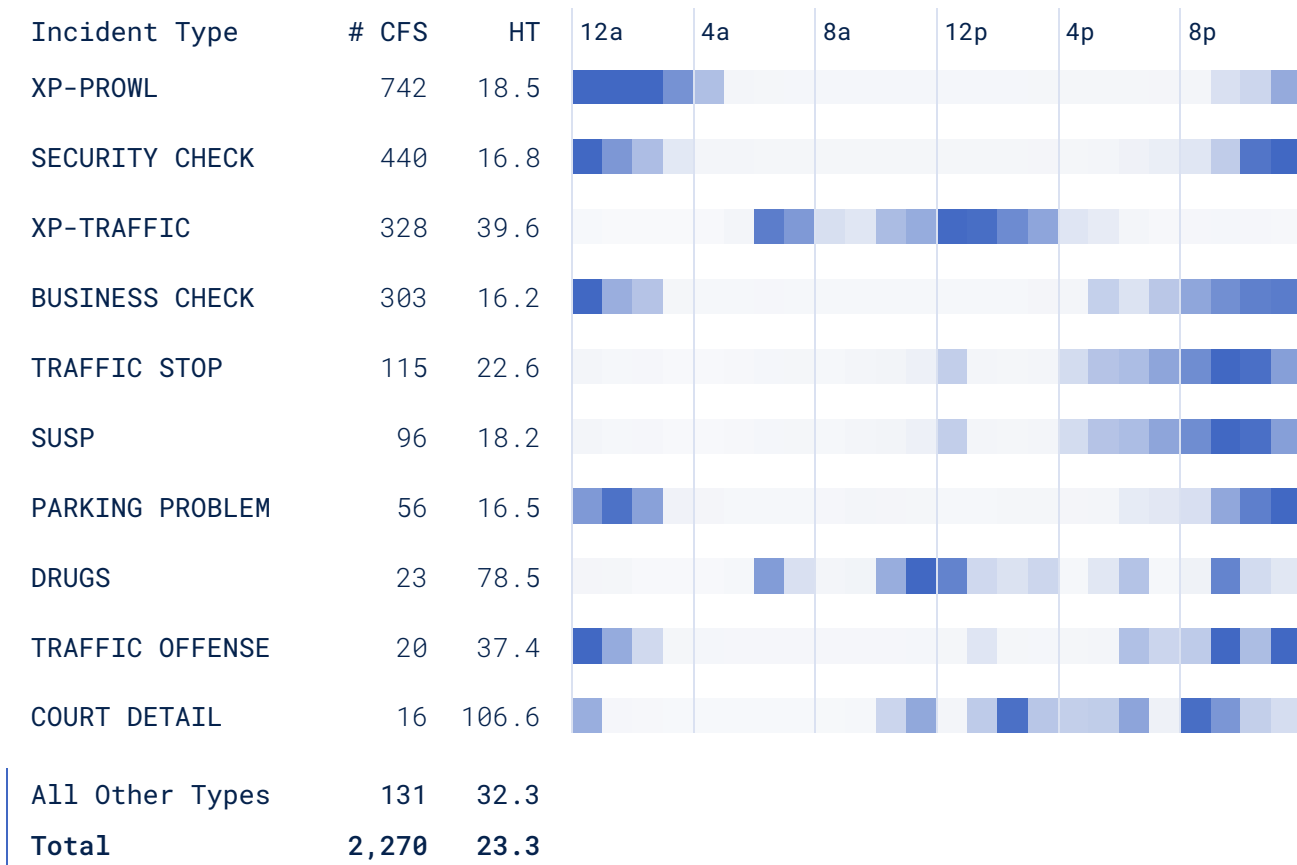
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12 AM	21	63	60	40	80	52	20	336
1 AM	8	61	54	44	52	20	17	256
2 AM	3	50	43	34	45	9	19	203
3 AM	1	30	18	24	24	4	1	102
4 AM	0	14	20	12	13	2	1	62
5 AM	0	4	4	4	1	1	1	15
6 AM	15	14	6	13	0	1	1	50
7 AM	6	9	11	6	0	1	0	33
8 AM	5	4	0	6	0	1	0	16
9 AM	1	6	0	9	0	2	1	19
10 AM	5	9	6	9	2	0	0	31
11 AM	15	13	6	10	0	1	1	46
12 PM	12	20	18	20	3	1	0	74
1 PM	19	8	12	9	2	1	0	51
2 PM	16	11	12	3	0	3	0	45
3 PM	11	11	12	5	4	4	3	50
4 PM	6	8	3	3	5	5	3	33
5 PM	2	4	5	20	6	12	6	55
6 PM	4	3	8	14	11	5	12	57
7 PM	7	6	3	10	12	11	8	57
8 PM	7	4	3	15	14	15	12	70
9 PM	17	8	9	40	32	31	13	150
10 PM	28	26	16	56	21	16	20	183
11 PM	42	43	38	65	40	25	23	276
Total	251	429	367	471	367	223	162	2,270

In total, the number of self-initiated incidents roughly equals the number of calls for service. In this case, self-initiated activity is concentrated during the late-night hours, when calls for service are near their lowest point.

(2) SELF-INITIATED ACTIVITY BY CATEGORY

Unlike community-generated calls for service, self-initiated activity is typically more concentrated over a few call types:

MOST COMMON CATEGORIES OF SELF-INITIATED ACTIVITY



Proactive patrol (XP-PROWL), security checks, and traffic stops (XP-TRAFFIC) combine for more than half of all self-initiated activity.

4. OVERVIEW OF CURRENT PATROL SERVICES

Understanding the level of patrol services the City of Hayden currently receives, how that level compares to the community's actual workload, and what the law enforcement services contract provides is essential to any informed decision about the City's future public safety model. The contract sets a fixed number of patrol deputies, but a contracted staffing figure is an input, not a measure of need; it reflects what the City has agreed to fund rather than what the community's call volume and service expectations independently require. Distinguishing among these three perspectives: the service specified in the contract, the service currently delivered, and the service the workload actually justifies enables the City to evaluate whether it is under-resourced, appropriately resourced, or over-resourced relative to present demand. The following analysis synthesizes the workload and proactivity findings developed earlier in this chapter to establish a clear, metric-based baseline for current patrol services.

The current signed agreement assigns five deputies to patrol in the City of Hayden. As established in the preceding workload analysis, these five positions provide 7,161 net available patrol hours per year, approximately 1,432 hours per deputy, against a total community-generated workload of 2,778 hours,

yielding an overall proactive time level of 61.2%. Based solely on workload and the targeted proactive time level, this section determines how many deputies are required given Hayden's current call volume.

To understand patrol service level requirements, a proactive time benchmark of 45% is used, the upper end of the 40–45% range identified earlier as an effective target for patrol coverage. At this 45% proactive time benchmark, 4 (3.5 rounded) deputies are required. The following table summarizes this calculation:

CALCULATION OF PATROL DEPUTY REQUIREMENT AT 45% PROACTIVE TIME

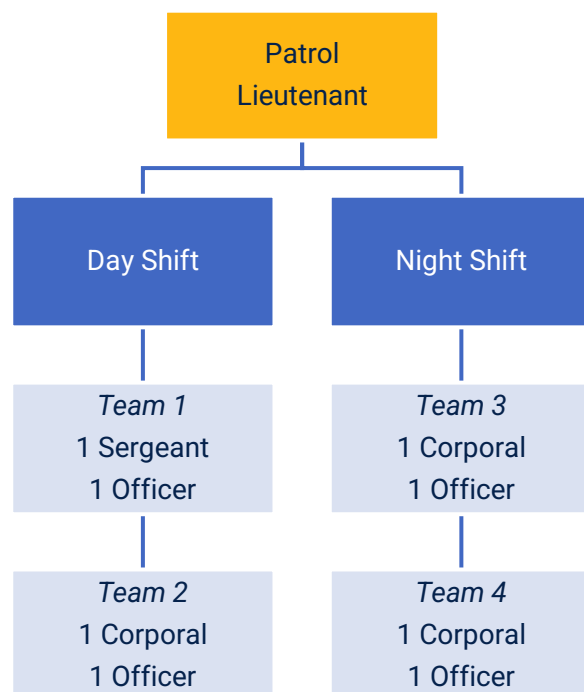
Total Patrol Workload Hours		2,778
Targeted Proactive Time Level		45%
Net Available Hours Required ($100 - 0.55$)	=	5,051
Net Available Hours Per Deputy	÷	1,432
Patrol Deputies Required	=	3.5

Based on community-generated workload and a 45% proactive time standard, 4 patrol deputies are required to serve the City of Hayden. This finding reflects only workload and proactive time considerations; it does not account for minimum staffing, shift coverage, or response-time requirements. On a workload basis alone, current patrol staffing modestly exceeds the level required by the 45% proactive time standard.

As noted, **some data may be missing from what KCSO provided** for the analysis. As a result, view any findings in this context. Equally important, while the data shows how much uncommitted time exists, it does not show how this time is used. CAD data cannot confirm where deputies spend their proactive time patrolling or how that time is otherwise directed, whether toward directed patrol, community engagement, administrative tasks, assisting on calls outside the City, or other activities that are not consistently captured in dispatch data. As a result, the proactive time percentage should be read as a measure of theoretical capacity rather than a confirmed account of deputy activity, and any staffing conclusions drawn from it should be weighed against these limitations.

5. STANDALONE POLICE DEPARTMENT: PATROL STAFFING STRUCTURE

Effective patrol staffing rests on well-established best practices that balance officer safety, operational efficiency, field supervision, and the community's expectation of round-the-clock service. To ensure these principles are met in a standalone police department, the following patrol organizational structure is recommended:



As shown, a lieutenant is responsible for overall patrol operations (note: lieutenant responsibilities are described in the leadership and organizational structure of this report). A 4-patrol team structure with 12-hour shifts ensures 24/7 coverage. Each team has either a sergeant or corporal to perform first-line supervisory responsibilities. Staffing each team with one first-line supervisor and one officer still retains a 45%+ proactive time.

This recommended staffing is a minimum starting point and reflects a cost-conscious approach appropriate for a newly established department, allowing the City of Hayden to stand up operations while limiting first-year personnel costs and phasing in hiring as workload, call volume, and community needs become clearer. Accounting for sick leave, vacation, and other absences, a minimum of twelve police officers and six first-line supervisors is typically required to maintain fully independent, around-the-clock patrol coverage, with one first-line supervisor and two police officers on duty at all times (given current Hayden-specific workload demands). The City should anticipate backfilling patrol through mutual aid or adjusted coverage rather than additional on-duty personnel.

RECOMMENDATION:

If a standalone police department option is selected, 1 sergeant, 3 corporals, and 4 police officers are required to staff patrol operations.

6. ANIMAL CONTROL

The current law enforcement services contract provides for one KCSO Animal Control Officer to be available for Hayden-specific animal-related calls for service and enforcement.

ANIMAL-RELATED INCIDENTS

Hayden's monthly activity reports (provided by KCSO) consistently rank animal-related calls for service among the highest-volume calls that Hayden residents generate directly. These same monthly activity reports also report that a total of 1,418 citizen-generated calls for service occurred in 2025 (although CAD data supplied by KCSO for the same year account for only 29). Using this 1,418-figure, the following table shows various averages in 2025:

ANIMAL-RELATED CALLS FOR SERVICE 2025 (KCSO MONTHLY ACTIVITY REPORTS)

	2025 Total	Monthly Avg.	Weekly Avg.	Daily Avg.
Animal-Related CFS	1,418	118.2	27.2	3.8

According to KCSO monthly activity reports, an average of approximately 27 animal-related calls for service occurred each week (about 4 daily) in 2025.

Animal control is a core municipal responsibility at the intersection of public safety, public health, and community quality of life. Jurisdictions rely on this function to manage dog bites and aggressive animals, prevent the spread of zoonotic diseases, enforce licensing and vaccination requirements, and respond to stray, injured, or dangerous animals before they pose larger threats. Left unaddressed, these issues expose residents to injury and disease and put the city at risk of liability.

Because sworn personnel are the most expensive resource in any agency, using them for work that does not require a sworn officer response is an inefficient use of the community's investment. A non-sworn professional animal control officer, compensated at a fraction of a sworn officer's fully burdened cost, can handle the vast majority of these calls, freeing patrol capacity for fieldwork.

Given the discrepancy between KCSO CAD data and monthly activity reports, caution should be exercised when determining appropriate staffing for the animal control function. If the monthly activity reports are correct, given the volume of Hayden-specific animal-related incidents, one part-time animal control officer is sufficient. Hiring a part-time employee for this specialized function may prove to be difficult. If so, hiring a full-time animal control officer tasked with other municipal duties may be appropriate.

RECOMMENDATION:

If a standalone police department option is selected, one full-time Animal Control Officer (also responsible for other municipal duties) is required.

INVESTIGATIONS

In 2025, there were 866 Hayden-specific investigative cases, completed by 26 different Kootenai County Sheriff's Office investigators. The following sections analyze investigative needs.

1. INVESTIGATIVE WORKLOAD ANALYSIS METHODOLOGY

To analyze investigative positions, net available work hours for detectives are calculated and compared with investigative caseload work hours, grouped by case type. The following sections outline how these calculations are completed.

(1) CASELOAD DATA

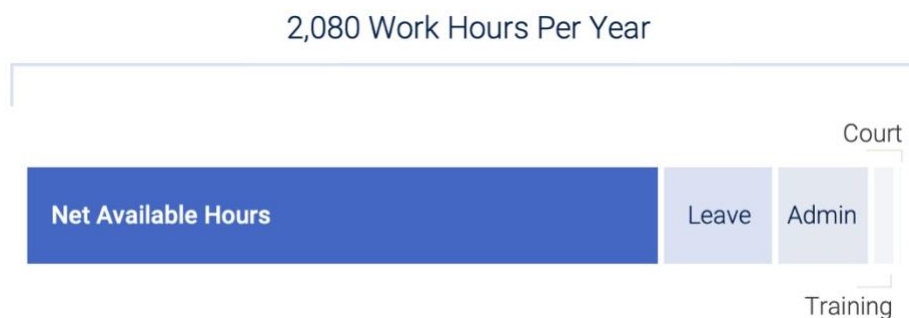
The Kootenai County Sheriff's Office provided a PDF listing 866 Hayden-specific investigative cases by incident number, including the nature of the crime, the date reported, the date assigned, the status date, and the status.

(2) CALCULATION OF DETECTIVE NET AVAILABILITY

Before determining availability and staffing needs, it is important to review the number of net hours detectives are available to conduct investigations. To conduct this analysis, it is critical to understand the time detectives are on leave (including vacation, sick leave, injury, military leave, or any other type of leave), the hours dedicated to on-duty court or training, and the time spent on administrative tasks.

The impact of these factors is determined by combining calculations from data provided by the Kootenai County Sheriff's Office with estimates based on the project team's experience. These estimates are then subtracted from the annual base number of work hours per position. The result indicates the total **net available hours** for detectives and other positions when they are on duty and able to fulfill workloads and other activities in the field.

Net availability for detectives differs from that of patrol deputies due to court and administrative responsibilities. Workloads such as case plans, executing search warrants, and other tasks that do not fall directly under case investigative hours are included in the estimated administrative time figure. The table below details this process, specifying how each contributing factor is calculated:



The table below outlines the calculation process in detail, outlining how each contributing factor is calculated:

Annual Work Hours

The total number of scheduled work hours for patrol detectives, without factoring in leave, training, or anything else that takes deputies away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: **2,080 scheduled work hours per year**

– Leave and Injury Time

Includes all types of time spent on leave, including military time, FMLA, injuries, etc. – anything that would cause deputies that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

The project team received information on leave policies and allowances, but not data on the actual usage of leave by category. As a result, this figure has been estimated based on the experience of the project team.

Estimated: **300 hours of leave per year**

– Court Time (On Regular Work Hours)

The total number of hours that each deputy spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Without any data recording on-duty court time specifically for patrol deputies, the number of hours is estimated based on the experience of the project team.

Estimated: **20 hours of on-duty court time per year**

– Training Time (On Regular Work Hours)

The total number of hours spent per year in training that are completed while on-duty and not on overtime.

Calculated from KCSO data: **61 hours of on-duty training time per year**

-

Administrative Time

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying **90 minutes per shift** by the number of shifts worked by deputies in a year, after factoring out the shifts that are not worked because of leave being taken.

Estimated: **267 hours of administrative time per year**

=

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total net available hours for deputies – the time in which they are available to work after accounting for all leave, on-duty training, court, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting each factor from base work hours: **1,432 net available hours per deputy**

The following table summarizes this calculation process, displaying how each net availability factor contributes to the overall net availability of detectives:

CALCULATION OF DETECTIVE NET AVAILABILITY

Base Annual Work Hours		2,080
Total Leave Hours	-	300
On-Duty Training Hours	-	61
On-Duty Court Time Hours	-	20
Administrative Hours	-	267
Net Available Hours Per Detective	=	1,432

Overall, detectives have approximately 1,432 hours per year to focus on investigations. The following sections will analyze detective caseloads to estimate total investigative workloads, which will then be compared against staffing capacity (net available hours) to determine staffing needs.

(3) CASELOAD HOURS

Not all investigative cases require the same number of investigative hours; for example, a homicide investigation requires more time (and resources) than a burglary investigation. Matrix Consulting Group developed several case-type investigative caseload work hours to account for this. The average case hours were derived from dozens of studies and interviews with investigators working on each case type. The following case-type caseload workload hours were used to calculate staff resource needs.

HOMICIDE

Homicide cases are among the most complex and time-consuming investigations. These cases are scrutinized, so nearly all investigative techniques are employed. Due to their complexity, a team of Investigators typically handles them, and additional resources are often used. The following table provides a breakdown of approximate caseload hours for a homicide case or a deputy/officer-involved shooting:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to Crime Lab	4 hours	100%
Crime Scene Material	Evidence to Property / Evidence	4 hours	100%
Cell Phones	Cell Phone Downloads, with some taking longer than others.	30 hours	100%
Video	Review of video recovered from scene and BWC	60 hours	100%
Social media/Electronic Records/Physical location	Warrants/Subpoenas/Review of Evidence Obtained.	40 hours	100%
Location Data	Warrants/Subpoenas/Review of Evidence Obtained.	40 hours	100%
Surveillance	Surveillance, including locating suspects and writing reports.	10 hours	100%
Postmortem Exam	Autopsy performed by ME (Investigators observe and consult)	6 hours	100%
Victim / Witness Interview(s)	Interview(s), including report writing.	40 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	12 hours	50%
Jail Call Monitoring	Listen to calls and write reports.	20 Hours	100%
Consult with DA	Conduct follow-up and write additional reports.	10 hours	100%
Total	<i>If all tasks are completed</i>	276 hours	
	On Average	276 hours	

This list is not exhaustive and does not encompass all elements. Not every homicide will have the same amount of evidence or the same number of interviews. These hours assume that Investigators will perform RMS searches, conduct social media investigations, check association files, receive informant information, and utilize other investigative techniques (e.g., trackers, cell tower data) if available.

It also assumes that Investigators work as a team and that not all investigative hours will be handled by a single Investigator (the listed hours are for the lead Investigator only). Many cases will not require the listed number of hours, but some may require significantly more.

Additionally, on average, most departments assign a team of other Investigators to assist during the early stages of a homicide investigation, representing approximately **40 hours per Investigator assigned**, as detailed under homicide investigation assist.

HOMICIDE INVESTIGATION ASSIST

When a homicide occurs, it typically requires multiple Investigators to assist with the investigation, including support with warrants, interviews, crime scene canvassing, and identifying additional witnesses. The team approach may involve overtime and regular shifts, with the first 72 hours demanding substantial resources. To accommodate a team-based strategy, it is assumed that at least 4 Investigators will participate in the investigation, each contributing 40 hours per week (excluding overtime).

NON-FATAL SHOOTING

Non-fatal shooting investigations are typically more complex than person crimes and require more investigative effort because victims and witnesses are often reluctant to assist in the investigation. Additionally, these cases require a response to the scene and investigative steps that are more closely aligned with those in a homicide case.

Approximate case hours were compiled through extensive interviews with investigators across the country who handle similar cases and are summarized in the following table:

Task	Processes Involved	Approximate Time	% of Time Completed
Crime Scene Canvass	Respond to crime scene, locate evidence, identify potential witnesses and victims.	8 hours	100%
Victim / Witness Interview(s)	Interview(s), including report writing. Could include additional attempts to conduct interviews or re-interviews.	8 hours	100%
Crime Scene Processing	Assist, Monitor or Direct Crime Scene Processing.	6 hours	50%
Warrants / Subpoenas	Write Warrants / Subpoenas and Review of Evidence Obtained	30 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	12 hours	50%
Surveillance / Locating Witnesses	Surveillance, including locating suspects / Witnesses and report writing.	8 hours	50%

Task	Processes Involved	Approximate Time	% of Time Completed
Suspect Interview(s)	Interview(s), including report writing.	4 hours	50%
Jail Call Monitoring	Listen to calls and report writing.	2 hours	100%
Consult with DA	Conduct follow-up and write additional reports.	2 hour	100%
Total	If all tasks are completed:	80.0 hours	
	On average:	50.0 hours	

This list is not exhaustive and does not encompass all the elements of an investigation. Not every case will have the same amount of evidence or the same number of interviews. These hours assume that investigators will use RMS searches, check association files, receive informant information, and employ other investigative techniques (e.g., trackers, cell tower data) if available. Many cases will not require the listed number of hours, but some may require significantly more.

PERSON CRIMES

Crimes against individuals are treated more seriously by the judicial system and typically involve more witnesses and evidence, requiring more time for interviews and for recovering and processing evidence than property crimes.

Approximate case hours were compiled from extensive interviews with Investigators and are summarized in the table below:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to the crime lab includes submission and report.	3 hours	10%
Crime Scene Material	Evidence to property, inspection, and report writing.	4 hours	30%
Cell Phones	Cell phone downloads, with some taking longer than others.	10 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	10 hours	50%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	10 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	20%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	10%

Task	Processes Involved	Approximate Time	% of Time Completed
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls and report writing.	10 hours	10%
Consult with DA	Conduct follow-up and write additional reports.	1 hour	20%
Total	<i>If all tasks are completed:</i>	<i>82.0 hours</i>	
	On average:	22.6 hours	

This list is not exhaustive and does not encompass all the elements of an investigation. Not every case will have the same amount of evidence or the same number of interviews. These hours assume that Investigators will use RMS searches, check association files, receive informant information, and employ other investigative techniques (e.g., trackers, cell tower data) if available. Many cases will not require the listed number of hours, but some may require significantly more.

Based on the completion percentage for each subtask, each solvable case averages about **22.6 hours**.

SEX ASSAULT / ABUSE

Sexual assault and crimes against children are particularly complex cases that the judicial system treats more seriously. These cases typically have fewer witnesses, requiring more time for interviews and for the recovery and processing of evidence than other person crimes. The following chart outlines approximate investigative times for sex crimes:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to the crime lab includes submission and report.	2 hours	50%
Crime Scene Material	Evidence to property, inspection, and report writing.	2 hours	50%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	40%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	50%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	10 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	20%
Sex Assault Kit	Sex Assault Exam, including report writing.	6 Hours	90%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	100%
Suspect	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls and report writing.	2 hours	40%
Consult with DA	Review cases and perform follow-up, including report writing.	1 hour	20%
Total	<i>If all tasks are completed:</i>	<i>65.0 hours</i>	
	On average:	26.6 hours	

This list is not exhaustive and does not cover all elements of the investigation. Not every case will involve the same amount of evidence or the same number of interviews. The stated hours assume that Investigators will perform RMS searches, review association files, obtain informant information, and use other investigative techniques (e.g., trackers, cell tower data) when available. Many cases will not require the specified number of hours, while some may require significantly more.

Using the above work-hour estimates and the percentage of each subtask's completion time, approximately **26.6 hours** are available per solvable case.

INTERNET CRIMES AGAINST CHILDREN (ICAC)

Internet Crimes Against Children are complex investigative cases that rely heavily on digital forensic evidence and require specialized processes. The judicial system treats these cases more seriously; they tend to have fewer witnesses, which requires more time for interviews, drafting search warrants, and

recovering and processing evidence than other crimes. The chart below shows the approximate investigative time for ICAC investigations:

Task	Processes Involved	Approximate Time	% of Time Completed
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	30%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	30%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	20%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	30%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	20%
Document / Digital Evidence Review	Review/ recover images, and files, and write reports.	30 Hours	100%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	50%
Suspect	Suspect interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls and report writing.	4 hours	10%
Consult with DA	Review cases and perform follow-up, including report writing.	4 hours	10%
Total	If all tasks are completed:	86.0 hours	
	On average:	44.4 hours	

This list is not exhaustive and does not include all elements. Not every case will have the same amount of evidence or the same number of interviews. The hours listed assume Investigators will conduct RMS searches, review association files, receive informant information, and use other investigative techniques (e.g., trackers and cell tower data) as available. Many cases may not require the listed hours, while some may need significantly more.

Using the work-hour estimates above and the completion percentage for each subtask, approximately **44.4 hours** are required per solvable case.

BURGLARY / PROPERTY CRIMES

Burglary and other property crimes are generally less complex than personal crimes, requiring less investigative time and resources. The judicial system treats these cases less seriously, and they tend to have fewer witnesses. The following chart outlines the approximate investigative times for burglary and property crimes:

Task	Processes Involved	Approximate Time	% of Time Completed
DNA	Evidence to the crime lab includes submission and report.	2 hours	20%
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	20%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	2 hours	50%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	6 hours	30%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	40%
Surveillance	Surveillance, including locating suspects and report writing.	10 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	1 hour	50%
Suspect Interview	Interview(s), including report writing.	1 hour	50%
Jail Call Monitoring	Listen to calls and report writing.	2 hours	10%
Consult with DA	Review cases and perform follow-up, including report writing.	1 hour	10%
Total	<i>If all tasks are completed:</i>	<i>51.0 hours</i>	
	On average:	16.9 hours	

This list is not exhaustive and does not include every element from all investigations. Not every case will involve the same amount of evidence or the same number of interviews. The hours mentioned assume that Investigators will perform RMS searches, check association files, obtain informant information, and utilize other investigative techniques (such as trackers, cell tower data, etc.) when available. Many cases will not need the specified hours, while some may require significantly more.

Using the estimated work hours above and the percentage of each subtask as completion time, this amounts to approximately **16.9 hours** per solvable case.

FINANCIAL CRIMES / FRAUD

Financial crimes are exceedingly challenging to investigate and typically take longer because much of the evidence must be subpoenaed or obtained through a search warrant. In addition, a significant amount of the evidence belongs to financial institutions. Investigators must wait for these institutions to comply with legal requests for information before proceeding, which can take weeks to months,

depending on the type and amount of data requested. Moreover, financial crimes tend to have much lower solvability rates (approximately 50% lower than for personal crimes). These cases typically do not require an Investigator to respond to a scene and are often handled as follow-ups, a day or more after the incidents. The following chart details the processes and times associated with financial crimes:

Task	Processes Involved	Approximate Time	% of Time Completed
Document / Digital Evidence Review	Review/ recover financial data, and files, and write reports.	12 hours	100%
Video	Review of video recovered from scene and BWC, report writing.	4 hours	10%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	8 hours	10%
Cell Phone/computer evidence	Warrants/subpoenas, including submission and report.	8 hours	50%
Location Data	Warrants/subpoenas, including submission and report.	20 hours	50%
Victim / Witness Interview(s)	Interview(s), including report writing.	2 hours	100%
Suspect Interview(s)	Interview(s), including report writing.	2 hours	20%
Total	<i>If all tasks are completed:</i>	56.0 hours	
	On average:	29.7 hours	

This list is not all-inclusive and does not contain all elements of all investigations. Not every case will have the same amount of evidence or the same number of interviews. These hours assume that Investigators will conduct RMS searches, check association files, receive informant information, and use other investigative techniques (e.g., trackers, cell tower data) if available. Many cases will not require the listed number of hours, but some may require significantly more.

Using the above work-hour estimates and the percentage of each subtask as the completion time, approximately **29.7 hours** per solvable case are required.

DOMESTIC ASSAULT

Domestic assault cases generally require less investigative time since the victim and suspect are typically known; however, some investigation is necessary for successful prosecution. The following chart outlines the approximate investigative times for these cases:

Task	Processes Involved	Approximate Time	% of Time Completed
Crime Scene Material	Evidence to Property / Evidence, inspection, and report writing.	2 hours	10%
Cell Phones	Cell phone downloads, with some taking longer than others.	4 hours	50%
Video	Review of video recovered from scene and BWC, report writing.	2 hours	100%
Social media/ Elec. Records	Warrants/subpoenas, including submission and report.	4 hours	20%
Surveillance	Surveillance, including locating suspects and report writing.	2 hours	20%
Victim / Witness Interviews	Interview(s), including report writing.	2 hours	100%
Suspect Interview	Interview(s), including report writing.	2 hours	50%
Jail Call Monitoring	Listen to calls and report writing.	2 hours	10%
Consult with DA	Review cases, and perform follow-up, including report writing.	1 hour	10%
Total	<i>If all tasks are completed:</i>	<i>21.0 hours</i>	
	On average:	8.7 hours	

This list is not exhaustive and does not include every element from all investigations. Not every case will involve the same amount of evidence or the same number of interviews. The hours mentioned assume that Investigators will perform RMS searches, review association files, obtain informant information, and use other investigative techniques (e.g., trackers and cell tower data) when available. Many cases will not need the specified hours, while some may require significantly more.

Using the estimated work hours and the percentage for each subtask, the completion time is about **8.7 hours** per solvable case.

MISSING / RUNAWAY

Missing or runaway cases typically involve interviewing the reporting party, the last person to have seen the individual, checking the last known locations, talking to close friends and relatives, and entering information into a teletype. Depending on the leads and investigation required by law or agency policy, these cases can take anywhere from 2 to 4 hours, with an average of about **3 hours**.

GENERAL CRIMES / DEPUTY ASSIST

General crimes and deputy assistance can vary significantly depending on the crime type or the assistance required. These cases typically involve lower-level offenses that require follow-up or

situations where a deputy needs help with an ongoing investigation. This assistance may include cell phone downloads, social media inquiries, open-source searches, warrant preparation, or other investigative techniques. Depending on the crime type and investigative requirements, these cases generally take 2 to 6 hours, with an average of **4 hours**.

DRUG CRIMES

Drug crimes and deputy assistance needs can vary significantly depending on the specific type of support required. These cases are generally considered lower-level offenses that may require follow-up or assistance from a deputy in an ongoing investigation. This support can include tasks such as cell phone downloads, social media analysis, open-source research, warrant preparation, or other investigative methods. The duration of these cases typically ranges from 4 to 8 hours, with an average of about **6 hours**.

2. CASELOAD WORKLOAD HOURS ANALYSIS

The caseload workload hours analysis is conducted by the investigative specialty using the provided caseload dataset. To determine the caseload, the project team reviewed the total number of assigned cases and sorted them by case type. Similar case types were combined for analysis.

(1) KOOTENAI COUNTY SHERIFF'S OFFICE CASELOAD

The Hayden-specific cases assigned to Kootenai County Sheriff's Office detectives in 2025 are as follows:

INVESTIGATIVE WORKLOAD HOURS 2025

	# Investigations	Hours Per	Total Hours
Drugs	73	2	146
Theft	65	16.9	1098.5
DUI	48	2	96
Battery	44	2	88
Sex Offense	33	26.6	877.8
Fraud	29	29.7	861.3
Theft Petit	29	2	58
Domestic Dispute	27	8.7	234.9
Unattended Death	27	22.6	610.2
Found Property	26	2	52
Malicious Injury	25	22.6	565
Protective Custody	25	2	50
Custodial Issue	19	2	38

	# Investigations	Hours Per	Total Hours
Shoplifter	18	2	36
Citizen Assist	15	2	30
Welfare Check	14	2	28
H&R Accident	13	2	26
Disorderly	11	2	22
Runaway Juvenile	11	3	33
Assault	10	2	20
Custodial Interference	10	2	20
Psychological	10	2	20
Suspicious	10	2	20
Grand Theft	10	16.9	169
Domestic Battery	9	8.7	78.3
DVA Violation	9	2	18
Family Dispute	9	8.7	78.3
Harassment-Phone	9	2	18
Traffic Stop	9	2	18
Abuse	8	22.6	180.8
Child Abuse	8	22.6	180.8
Traffic Offense	8	2	16
Agency Assist	7	2	14
Alcohol Offense	7	2	14
Burglary Auto	7	16.9	118.3
Health/Welfare	7	2	14
Lost Property	7	2	14
Threatening	7	2	14
Robbery	6	22.6	135.6
Suicide Threat	6	2	12
Burglary Business	5	16.9	84.5
Citizen Dispute	5	2	10
Disturbance	5	2	10
Harassment	5	22.6	113
Incident Report	5	2	10
Juvenile Problem	5	2	10
Missing Person	5	3	15

	# Investigations	Hours Per	Total Hours
Resisting	5	2	10
Theft Vehicle	5	16.9	84.5
Trespassing	5	2	10
Unlawful Entry	5	16.9	84.5
Weapons Offense	5	2	10
Eluding	4	2	8
Information	4	2	8
NCO Violation	4	2	8
Stalking	4	22.6	90.4
Suspicious	4	2	8
Alarm Business	3	2	6
Assault-Firearm	3	22.6	67.8
Bad Check	3	29.7	89.1
Burglary Residential	3	16.9	50.7
Rape	3	26.6	79.8
SOR Violation	3	2	6
Unwanted Person	3	2	6
Accident Injury	2	2	4
Counterfeit	2	29.7	59.4
DWP	2	2	4
Fight	2	2	4
Illegal Dumping	2	2	4
Located Runaway	2	2	4
Noise Complaint	2	2	4
Overdose	2	2	4
Scam Calls	2	2	4
Accident PD	1	2	2
Aircraft	1	2	2
Animal Abuse	1	2	2
Animal Bite	1	2	2
Assault Knife	1	22.6	22.6
Assault Domestic	1	8.7	8.7
Child Enticing	1	22.6	22.6
Civil Service	1	2	2

	# Investigations	Hours Per	Total Hours
Embezzlement	1	29.7	29.7
Fire	1	16.9	16.9
Fireworks	1	2	2
False 911 Call	1	2	2
Intoxication	1	2	2
JDSAK	1	2	2
Lewd and Lascivious	1	22.6	22.6
Property Damage	1	2	2
Recovered Property	1	2	2
Search Warrant	1	2	2
Shooting	1	50	50
Stolen Property	1	4	4
Suicide	1	2	2
Warrant Service	1	2	2
Total	866		7,299.6

As shown, investigative hours totaled 7,299.6 in 2025. While the specifics of each case are unknown, the project team's experience indicates that many of the cases listed are handled at the patrol level in most law enforcement agencies.

As mentioned earlier, this chapter's intent is to establish a baseline for assessing the feasibility of a standalone police department and alternative delivery options. A progressive law enforcement agency strives to ensure that patrol officers and deputies take ownership of investigations they can reasonably complete. To do so, departments establish a formal process for case screening and investigative responsibility, which includes the following:

FORMAL INVESTIGATIVE CASE SCREENING PROCESS

Solvability Factors For Case Acceptance

A patrol or detective sergeant screens reports using objective criteria before assigning a case to detectives. Common Solvability factors include the following:

- Named suspect.
- Positive witness identification.
- Usable video evidence.
- Recoverable forensic evidence.
- Confession or admission.
- Significant financial loss or community impact.
- Pattern crimes linked to other investigations.

	Cases lacking these factors (and others as designated by department and community standards may remain with patrol for initial follow-up or be suspended pending new information.
Patrol Investigative Responsibilities	Patrol officer/deputies should be expected to complete reasonable follow-up before requesting detective involvement, such as: • Contacting victims and witnesses. • Collecting available surveillance video. • Conducting neighborhood canvasses. • Preparing photo lineups when appropriate. • Executing basic follow-up interviews. • Attempting suspect contact. Many property crimes and misdemeanor investigations should be successfully completed by patrol.
Supervisory Review Before Detective Assignment	Cases should not be automatically forwarded to detectives. Patrol supervisors should determine the following: • Whether the case meets investigative criteria. • Patrol has completed all reasonable preliminary work. • Detective resources are justified.
Written Investigative Assignment Criteria	Department should have a written policy which clearly defines which cases should be completed by: • Patrol investigations. • Detective investigations. • Joint investigations. • Cases which only require documentation. A written criteria will reduce inconsistency and prevent cases which do not need to be completed by detectives being assigned.
Measure detective workload by active investigations, not by reports received.	Police agencies often discover that detectives are assigned hundreds of reports annually, but only a fraction require specialized investigative work. The following should be tracked: • Reports received. • Cases accepted. • Cases rejected. • Clearance rates. • Average active caseload. Tracking provides a more accurate picture of staffing needs.

The formal investigative case screening process outlined above aligns with guidance from organizations such as the International Association of Chiefs of Police (IACP) and the Police Executive Research Forum (PERF), both of which emphasize structured case screening, patrol ownership of preliminary investigations, and efficient allocation of investigative resources as best practices for criminal investigations.

STAFFING IMPLICATIONS

In workload-based staffing studies, excessive detective assignments can create the impression that additional detective positions are needed when the underlying issue may be inefficient case screening. As mentioned earlier, the specifics of each listed case are unknown, but the project team's experience indicates that many are handled at the patrol level in most law enforcement agencies.

(2) RE-EVALUATION OF CASELOAD WORKLOAD HOURS

To ensure a standalone police department's investigative needs are appropriately staffed, the project team reviewed the Kootenai County Sheriff's Office investigative case list and removed cases for which it is reasonable to believe a patrol officer or deputy can complete without detective case follow-up. The following table shows the re-evaluated case list for 2025:

INVESTIGATIVE WORKLOAD HOURS 2025 (RE-EVALUATED)

	# Investigations	Hours Per	Total Hours
Theft	32	2	64
Sex Offense	16	26.6	425.6
Fraud	15	29.7	445.5
Unattended Death	27	305.1	610.2
Theft Grand	10	84.5	169
Child Abuse	8	22.6	180.8
Robbery	6	22.6	135.6
Burglary Business	5	16.9	84.5
Missing Person	5	3	15
Theft Vehicle	5	16.9	84.5
Unlawful Entry	5	16.9	84.5
Stalking	4	22.6	90.4
Bad Check	3	29.7	89.1
Burglary Residential	3	16.9	50.7
Rape	3	26.6	79.8
Counterfeit	2	29.7	59.4
Illegal Dumping	2	2	4

	# Investigations	Hours Per	Total Hours
Overdose	2	2	4
Child Enticing	1	22.6	22.6
Embezzlement	1	29.7	29.7
Fire	1	16.9	16.9
False 911 Call	1	2	2
Lewd and Lascivious	1	22.6	22.6
Shooting	1	25	50
Total	159		2,820.4

As shown, after a 2025 caseload reevaluation, the number of investigative cases has decreased from 866 to 159, and the investigative caseload hours have decreased from 7,299.6 to 2,820.4. While the project team used broad benchmarks to reduce cases, a variety of factors can either increase the re-evaluated caseload or further reduce it.

(3) COMPARATIVE ANALYSIS

It is helpful to benchmark investigative caseloads against cities with similar populations.

The following table presents calls for service and population percentages, as well as investigative caseload and calls for service percentages, for 18 past Matrix Consulting Group clients (population under 100,000) and Hayden-specific investigative cases (*Hayden-specific cases are highlighted in red, and re-evaluated Hayden-specific cases are highlighted in green*):

INVESTIGATIVE CASELOAD COMPARATIVE ANALYSIS

Population	Total CFS	As % of CFS	# Cases Assigned	% of CFS
8,808	5,295	60%	357	7%
11,381	7,141	63%	836	12%
14,573	5,462	37%	164	3%
15,027	3,334	22%	200	6%
17,363	2,477	14%	866	35%
17,363	2,477	14%	159	6%
21,774	9,603	44%	684	7%
22,733	9,496	42%	358	4%
30,380	9,798	32%	954	10%
41,547	19,196	46%	1,569	8%
42,552	22,537	53%	188	1%
51,525	24,442	47%	217	1%

Population	Total CFS	As % of CFS	# Cases Assigned	% of CFS
53,381	14,421	27%	1,007	7%
55,590	19,364	35%	239	1%
56,609	28,879	51%	1,086	4%
57,470	19,651	34%	545	3%
66,290	15,252	23%	386	3%
77,642	19,350	25%	2,056	11%
89,167	42,730	48%	786	2%
94,074	34,366	37%	737	2%
45,029 (Avg/Total)		40% (Avg/Total)		5% (Avg/Total)

Table Explanation: The first ratio, "Total CFS as % of Population," measures how much service demand each agency generates relative to the size of the community it serves. The second ratio, "# Cases Assigned as % of CFS," isolates the share of total calls that result in assigned investigative caseloads.

Hayden, with a population of 17,363 and 2,477 calls for service, appears twice in the table to illustrate the effect of reevaluating its caseload. Under the initial count, Hayden was assigned 866 cases, 35% (highlighted in red in the table) of its calls for service, a clear outlier, roughly five times the rate of any comparably sized peer.

After reevaluation, the assigned caseload drops to 159 cases, or 6% of CFS (highlighted in green in the table). Comparing this to the peer cities closest to Hayden's population is instructive: the cities nearest in size, 15,027 (6%), 14,573 (3%), 21,774 (7%), and 22,733 (4%), assign investigative cases at rates averaging about 5% of their calls for service. Hayden's reevaluated 6% falls squarely within this peer band, whereas the original 35% figure was inconsistent with the workload patterns of similarly sized cities.

(4) STAFFING ANALYSIS

Using the previous calculation of net available hours and the Kootenai County Sheriff's Office caseload for 2025, the number of detectives needed to investigate Hayden-specific cases can be determined. The following table outlines this calculation:

CALCULATION OF STAFFING NEEDS (KCSO CASELOAD LIST)

Total Caseload Hours		7,300
Divided by total net available hours for 1 KCSO detective	÷	1,432
Number of Detectives Needed	=	5.1

As the table indicates, the Kootenai County Sheriff's Office caseload requires 5 detectives. The following table outlines the calculation based on the re-evaluated caseload list:

CALCULATION OF STAFFING NEEDS (RE-EVALUATED CASELOAD LIST)

Total Caseload Hours		2,821
Divided by total net available hours for 1 KCSO detective	÷	1,432
Number of Detectives Needed	=	2.0

As the table indicates, using the re-evaluated caseload list, 2 detectives are required.

(5) INVESTIGATIONS/DETECTIVE UNIT SUPERVISION

Supervision in an investigations/detective unit is a critical component of an effective unit. Detectives conduct complex and often lengthy investigations that require continuous oversight, legal review, case prioritization, and coordination with prosecutors and outside agencies. A detective supervisor is responsible for screening and assigning cases, balancing investigator workloads, monitoring investigative progress, ensuring compliance with legal and departmental standards, and providing guidance throughout the investigative process. The position also serves as the unit's primary quality-control function by reviewing investigative reports, ensuring that all appropriate investigative steps have been completed, and identifying cases that require additional follow-up before submission for prosecution.

SUPERVISORY STAFFING NEEDS

Given the volume of patrol-related calls for service, assigning a patrol sergeant to provide supervisory oversight of the 2 detectives is appropriate.

RECOMMENDATION:

If a standalone police department option is selected, 2 Detective/Investigative positions are required (with a formal case screening process established).

ADMINISTRATIVE SUPPORT

Modern police organizations are increasingly complex service delivery systems that rely not only on sworn personnel but also on a substantial infrastructure of professional, non-sworn administrative support staff. While sworn staff are responsible for core public safety functions such as response, investigation, and enforcement, administrative personnel provide the essential systems that enable those functions to be performed efficiently, legally, and at scale.

In contemporary policing literature, this division of labor is widely recognized as a key factor in organizational effectiveness and in workload management. Organizations such as the United States Department of Justice, Office of Community Oriented Policing Services⁴, and the Police Executive Research Forum (PERF)⁵ have identified professional, non-sworn staffing as a critical strategy for improving both cost efficiency and service delivery in police agencies.

1. POLICE DEPARTMENT ADMINISTRATIVE SUPPORT STAFFING

Before analyzing administrative support staffing, it is important to understand national trends. Police agencies with greater financial resources and organizational complexity typically maintain a more extensive administrative staffing structure because their scale of operations generates higher volumes of tasks, including records processing, financial transactions, compliance obligations, and personnel management needs. In contrast, smaller agencies often operate under constrained budgets and limited staffing, necessitating the prioritization of sworn personnel and core operational functions over specialized administrative positions. As a result, administrative duties are frequently consolidated and handled by sworn supervisors and a small number of professional, non-sworn staff.

2. ADMINISTRATIVE SUPPORT STAFFING NEEDS

The following chart outlines a three-tiered administrative support staffing model commonly used by police agencies. It distinguishes among core operational necessities (tier one), enhanced support capabilities (tier two), and advanced or future-state functions (tier three), enabling staffing decisions aligned with available resources, organizational maturity, and strategic priorities:

TIER 1: MUST-HAVE (BARE MINIMUM TO OPERATE)

Tier 1 functions cannot be overlooked in any police agency, regardless of size. In a very small department, these functions may be consolidated into one or two positions.

⁴ U.S. Department of Justice, Office of Community Oriented Policing Service. (2014). Civilianization in law enforcement: Benefits and implementation strategies. Washington, DC.

⁵ Police Executive Research (PERF). (2018) Civilianization in policing: Improving efficiency and effectiveness in policing operations. Washington, DC.

Position/Function	Role
Records Clerk/Technician and Terminal Agency Coordinator (TAC)	Report processing, retention, public records responses, and UCR/NIBRS submission. A legally mandated function; no agency can operate without it. CJIS/NCIC access compliance. <i>Function, required early because of state and federal system access; often assigned to the Records or admin lead in small agencies.</i>
Administrative Assistant/Office Manager	Front counter, telephones, timekeeping and payroll support, purchasing, and scheduling. A generalist position to assist with office operations.
Property and Evidence Custodian/Technician	Chain of custody, intake, storage, purging, and court coordination. Position can be part-time or collateral, it must be a defined, accountable role to protect evidentiary integrity.
Dispatch/Telecommunicator	Call-taking and radio functions. <i>Function, not always in-house, many new or small departments contract this to a county or regional emergency communications center.</i>

Tier 1 positions ensure legal compliance, financial control, and operational continuity; directly support sworn staff; and prevent organizational failure and liability exposure.

TIER 2: STANDARD (ESTABLISHED/MID-SIZE DEPARTMENTS)

Tier 2 functions that warrant dedicated staff as volume and complexity grow. The move from Tier 1 to Tier 2 tends to track opportunities for non-sworn professional staff; each function shifted to a non-sworn role frees sworn capacity in the field.

Position/Function	Role
Records Supervisor/Manager	Oversees the records unit, quality control, and compliance reporting.
Crime/Data Analyst	Tactical and strategic analysis, hot-spot mapping, and CompStat style reporting.
Property & Evidence Supervisor	Full-time, dedicated custodian(s) with formal barcode/asset tracking.
Fiscal/Budget Technician	Budget monitoring, invoicing, grant tracking, and procurement (also often titled Administrative Analyst).

Community Services Officer/Police Service Technician	Non-sworn field support completes cold reports, parking and traffic, front-counter reporting, and evidence transport.
Executive Assistant to the Chief	Command-level scheduling, correspondence, and City Council support.
Training Coordinator	Scheduling, POST/State certification tracking, and training records.
Communications Supervisor	Shift oversight and quality assurance for the emergency communications center. <i>Applies only if dispatch is in-house.</i>
Fleet/Quartermaster	Vehicle and equipment lifecycle, uniforms, and supplies.

Tier 2 positions reduce the administrative burden on sworn staff, improve data-driven decision-making, enhance compliance and defensibility, and increase operational efficiency and accountability.

TIER 3: PROGRESSIVE (LARGER OR SPECIALIZED AGENCIES)

Tier 3 positions are found in mature, well-resourced, or accreditation-focused departments.

Position/Function	Role
Crime Analysis/Real-Time Crime Center Unit	Multiple analysts, intelligence support, and Real-Time Crime Center operators.
Accreditation Manager	CALEA or state accreditation program management and file maintenance.
Grant Coordinator/Manager	Grant identification, writing, administration, and compliance.
Public Information Officer (non-sworn)	Dedicated media relations and social/community communications.
IT/Systems Administrator	CAD/RMS administration, CJIS technical compliance, and infrastructure.
Digital Evidence Manager	Body-worn camera and digital evidence workflow, redaction, and disclosure.
HR/Personnel and Recruitment Specialist	Police Department-dedicated hiring, background coordination, and personnel files.
Background Investigator	Pre-employment investigations. <i>This position can also be non-sworn professional staff.</i>

Position/Function	Role
Business Manager/Fiscal Manager	Full budget ownership, financial planning, and analysis.
Victim Advocate/Victim Services Coordinator	Direct victim support and referrals.
Policy and Compliance/Planning and Research Analyst	Policy development, staffing, and workload studies, and strategic planning support.
Wellness Coordinator/Peer Support Manager	Employee wellness programming and peer support.
Volunteer/Explorer Program Coordinator	Volunteer, cadet, and community program management.
Crime Prevention/Community Engagement Specialist	Crime Prevention Through Environmental Design (CPTED), neighborhood programs, and outreach.
Facilities Manager	Building, security systems, and capital coordination, <i>relevant when a new department stands up a new facility.</i>

Tier 3 positions enable predictive, proactive, and data-driven policing support, promote transparency and public trust, reduce risk through advanced analytics, and drive long-term organizational transformation.

While the table distinguishes among core operational necessities, enhanced support capabilities, and advanced or future-state functions, it is intended to identify functional priorities rather than prescribe specific positions. In smaller or resource-constrained agencies, a single employee may perform responsibilities across multiple tiers. For example, an administrative professional hired to fulfill a Tier 1 operational need may also possess the knowledge, skills, and abilities to perform specialized Tier 2 or Tier 3 functions. As staffing levels and organizational demands grow, these combined responsibilities can be gradually separated into dedicated positions, providing a scalable roadmap for administrative support as the department evolves.

ANALYSIS SCOPE AND ASSUMPTIONS

This analysis covers only records, property, evidence, and general administrative support. It does not include dispatch/emergency communications staff, who are assumed to be outsourced on a contractual basis (by either the Kootenai County Sheriff's Office or other surrounding agency). These contract services will be addressed in the feasibility study's costs section. This analysis uses only the 2025 data provided and should be treated as a current-state baseline, not a permanent staffing target. It should also be revisited periodically as the city's population and call volume continue to grow.

3. WORKLOAD-BASED STAFFING ANALYSIS

A workload-based staffing methodology applies workload-driven position analysis to each non-sworn professional staff support function (i.e., records, evidence/property, administrative), sizing each function based on the specific volume of activity that drives its workload.

The Kootenai County Sheriff's Office does not track position-specific data for Hayden, and these administrative support functions are broadly covered under the overhead costs portion of the current contract.

In the absence of position-specific data, the analysis uses the Kootenai County Sheriff's Office 2025 Hayden-specific Computer-Aided Dispatch (CAD) data (citizen-generated calls for service and self-initiated activity) and 2025 investigative cases to inform the staffing analysis. The following table presents the number of CAD entries and investigative cases, along with various 2025 averages:

CAD ENTRIES AND INVESTIGATIVE CASES 2025

	2025 Total	Monthly Avg.	Weekly Avg.	Daily Avg.
CAD Entry	4,747	395.6	91.3	13.0
Investigative Cases	866	72.2	16.7	2.4

As shown, the Kootenai County Sheriff's Office data indicate that, on average, approximately 13 Computer-Aided Dispatch (CAD) entries and approximately 2 investigative cases were opened each day.

Using only CAD entries and investigative case counts to conduct a workload-based staffing analysis for administrative support positions has the advantage of relying on objective, quantifiable data, but it also has significant limitations. Personnel perform a substantial amount of work that is not directly associated with a CAD event or an investigative case. Consequently, a staffing model based solely on those two workload drivers will almost always underestimate actual staffing needs.

As mentioned earlier, at a minimum, three Tier 1 positions are required to operate a standalone police department: a record clerk/technician, a property and evidence clerk/technician, and an administrative supervisor. The following sections analyze these positions individually.

4. RECORDS CLERK/TECHNICIAN

Records staff are responsible for entering, quality-checking, and filing CAD and case records; processing public records requests; and supporting court, prosecutor, and state/national database reporting obligations (e.g., protective order and sex-offender registry).

(1) CAD ENTRIES

While it is helpful to understand CAD entries, it remains unclear how many require comprehensive records processing. Calls for service that result in an arrest and/or a report will receive full records processing, whereas other documents, such as citations, written warnings, and field interviews, will receive limited processing. Likewise, calls closed out without a report or a majority of self-initiated

activity will require very little or no records processing. Although no research exists, empirical estimates indicate that among police agencies that enter citations, arrests, and other field contacts into their Records Management System (RMS), approximately 50% of CAD entries require some level of records processing.

To assist with staffing needs, a 50% assumption is applied. Based on this figure, 2,374 CAD entries required some form of records processing. The table below outlines this calculation:

CALCULATION OF CAD ENTRIES REQUIRING RECORDS PROCESSING

Total CAD Entries		4,747
<i>Multiplied by 50%</i>	<i>x</i>	<i>0.50</i>
Total CAD Entries Processed by Records	=	2,374

(2) INVESTIGATIVE CASES

Nearly all generated investigative cases will include tasks such as supplemental reports, evidence documentation, property updates, warrant entry, court documents, and final case dispositions, all of which require processing by records personnel. Although no research exists, empirical estimates indicate that approximately 95% of investigative cases require some form of records processing.

To assist with staffing needs, a 95% assumption is applied. Based on this figure, 822 investigative cases required some form of records processing. The table below outlines this calculation:

CALCULATION OF INVESTIGATIVE CASES REQUIRING RECORDS PROCESSING

Total Investigative Cases		866
<i>Multiplied by 95%</i>	<i>x</i>	<i>0.95</i>
Total Investigative Cases Processed by Records	=	822

(3) RECORDS PROCESSING TIME

To complete a workload-based staffing analysis, the total records processing time is required. To calculate this workload time, a records processing time of 22 minutes per incident or case is used. This 22-minute figure is derived from workload-based staffing analyses completed for fifteen recent Matrix Consulting Group clients.

Using this 22-minute figure, 1,172 hours (70,312 minutes) are required to complete records processing based on CAD entries and investigative caseload data provided by the Kootenai County Sheriff's Office. The table below outlines this calculation:

CALCULATION OF WORKLOAD COMPLETION TIME

CAD Entries and Investigative Cases Processed		3,196
Records Processing Time	x	22
Total Workload Time	=	70,312

(4) OTHER WORKLOAD

While 1,172 hours are required to complete records processing related to CAD entries and investigative cases, other workload typically assigned to records personnel is substantial and accounts for the majority of their time. This workload typically includes tasks such as public records requests, video redaction, court orders, warrant entries, NIBRS/UCR submissions, records requests, front-counter customer service, and telephone inquiries.

To account for the completion times of these other workload tasks, an additional 60% workload factor is applied. Using this 60% workload factor, the total workload hours amount to 1,875. The following table illustrates this calculation process:

WORKLOAD + 60% CALCULATION

1,172 (workload)	x	(.60)	=	703
			+	1,172
Total Workload Hours			=	1,875

(5) STAFFING ANALYSIS

To determine availability and staffing needs, it is necessary to review the net hours employees are available to complete assigned tasks. It is also important to understand when employees are on leave, including vacation, sick leave, injury, military leave, or any other type of leave, as well as the hours spent on training and other administrative tasks. This total is then subtracted from the annual base number of work hours per position. The result is the total net available hours for employees when they are on duty and able to fulfill their workloads. Because this data is not available, an assumption of 1,432 net available hours per employee is used.

Using this 1,432-hour figure, just over 1 Records Clerks/Technician is required. The following table outlines this calculation:

CALCULATION OF STAFFING NEEDS

Workload Hours		1,875
Divided by total net available hours for 1 Employee	÷	1,432
Number of Employees Needed	=	1.31

Given the part-time workload requirements of or property and evidence, the remaining workload beyond a single position can be shared with that position, as the next subsection discusses.

5. PROPERTY AND EVIDENCE CUSTODIAN/TECHNICIAN

A Property and Evidence Custodian/Technician is responsible for tasks such as property and evidence intake, maintaining the chain of custody, purging items, coordinating with the court, and releasing property to owners.

While CAD entries may offer a partial understanding of potential calls for service that contribute to a Property and Evidence Custodian/Technician's workload, they do not provide sufficient information without Hayden-specific property and evidence data. A review of investigative cases helps determine potential workload and staffing needs, but it is not exact.

(1) INVESTIGATIVE CASES

As mentioned earlier, there were 866 Hayden-specific investigative cases. Of these 866 cases, approximately 500 (about 58%) fall into categories that typically generate physical evidence requiring intake, storage, and chain-of-custody tracking. These property and evidence-generating cases typically include offenses such as drug offenses, theft and burglary, weapons offenses, assault, and battery.

(2) PROPERTY/EVIDENCE PROCESSING TIME

To complete a workload-based staffing analysis, the total time required for property and evidence processing is needed. Without Hayden-specific property/evidence data, processing assumption times are used. Based on fifteen recent workload-based staffing analyses completed with Matrix Consulting Group clients, the following table presents the average property/evidence room task completion times:

PROPERTY/EVIDENCE ROOM TASK COMPLETION TIME ASSUMPTIONS

	Average Task Time Per
Item Intake	15 minutes
Purge/Disposal	30 minutes
Release to Owner	30 minutes

Without Hayden-specific property/evidence data, a processing time of 15 minutes per item is used. While some cases may have only one item processed, this is not typical in the project team's experience. Many cases often produce multiple pieces of evidence. To account for this, an assumption of five items per case is used. Using this 15-minute figure, 625 hours (37,500 minutes) are required to complete property/evidence processing, based on the investigative caseload data provided by the Kootenai County Sheriff's Office. The table below outlines this calculation:

CALCULATION OF WORKLOAD COMPLETION TIME

Investigative Cases Generating Evidence (500 cases x 5)		2,500
Property/Evidence Processing Time	x	15
Total Workload Time	=	37,500

(3) STAFFING ANALYSIS

To determine availability and staffing needs, it is necessary to review the net hours employees are available to complete assigned tasks. It is also important to understand when employees are on leave, including vacation, sick leave, injury, military leave, or any other type of leave, as well as the hours spent on training and other administrative tasks. This total is then subtracted from the annual base number of work hours per position. The result is the total net available hours for employees when they are on duty and able to fulfill their workloads. Because this data is not available, an assumption of 1,432 net available hours per employee is used.

Using this 1,432-hour figure, 1 part-time Property/Evidence Custodian/Technician is required. The following table outlines this calculation:

CALCULATION OF STAFFING NEEDS

Workload Hours		625
Divided by total net available hours for 1 Employee	÷	1,432
Number of Employees Needed	=	.44

The Property and Evidence Custodian/Technician serves as the custodian of all physical evidence collected by a police department and is responsible for preserving the integrity of the chain of custody from the moment evidence is submitted until its final disposition. Because evidence directly affects criminal investigations and court proceedings, the function requires continuous oversight, timely processing, and strict adherence to legal and accreditation standards. As a result, although workload assumptions indicate 1 part-time position, a full-time position is recommended.

RECOMMENDATIONS:

If a standalone police department option is selected, Administrative Support should be staffed by 1 Records Clerk/Technician to complete tasks such as records processing and retention, public records responses, UCR/NIBRS submissions, customer service, and other administrative duties.

If a standalone police department option is selected, Administrative Support should be staffed by 1 Property and Evidence Technician to complete property and evidence tasks (1/2 time) and records-related tasks (1/2 time).

6. ADMINISTRATIVE SUPERVISOR

The Administrative Supervisor is responsible for tasks such as timekeeping, payroll support, purchasing, and scheduling. This generalist position can assist with customer support as needed and assume first-line supervisory responsibilities for other administrative/support staff.

Unlike other administrative support positions, CAD entries and investigative cases are not good measures for determining staffing needs for an Administrative Supervisor position. Independent of these measures, a standalone police department requires baseline administrative and executive support, budgeting, payroll and HR processing, purchasing, scheduling, and policy management.

ADMINISTRATIVE SUPPORT SUPERVISION

First-line supervision of a police department's administrative support functions is critical because it ensures these functions are performed consistently and aligned with the department's operational and legal responsibilities. Although administrative support personnel are not sworn officers, their work directly affects officer productivity, investigations, records integrity, evidence management, public service, regulatory compliance, and organizational efficiency. Without dedicated first-line supervision, administrative units often become reactive, inconsistent, and difficult to manage as workloads and statutory requirements increase.

SUPERVISORY STAFFING NEEDS

Maintaining proper supervision in police departments is crucial for effective operations. Supervisory staffing needs are assessed using a span-of-control ratio, which indicates how many employees each supervisor manages. This ratio significantly affects managers' and supervisors' performance, influencing their ability to fulfill their responsibilities effectively. Factors such as job roles, technology, geographic coverage, risk levels or criticality, supervisor skills, and staff capabilities all affect this ratio.

No universally accepted national standard sets a fixed span of control for non-sworn professional staff managers and supervisors in police departments. Guidance from the International City/County Management Association (ICMA) emphasizes that the span of control should be determined by the complexity of the work, the degree of direct oversight and quality control required, staff experience and autonomy, and the operational environment. For professional staff functions, a narrow span of control is generally more appropriate when the work is technical, compliance-driven, or legally sensitive. Broader spans may be reasonable in units performing routine, standardized clerical or administrative tasks.

Consistent with existing research, extensive interviews, and the expanded responsibilities assigned to non-sworn, professional staff supervisors in recent years, the Matrix project team recommends that a middle manager's span of control not exceed 4 employees and that a first-line supervisor's span of control not exceed 7 in units performing specialized or risk-sensitive work, and 9 in units performing routine, standardized clerical or administrative tasks.

RECOMMENDATION:

If a standalone police department option is selected, administrative support functions should be staffed by 1 Administrative Supervisor to provide customer support as needed, complete tasks such as timekeeping, payroll support, purchasing, and scheduling, and assume first-line supervisory responsibilities for other administrative support staff.

LEADERSHIP AND ORGANIZATIONAL STRUCTURE

A modern police agency is a complex organization requiring not only a command structure and staffing plan calibrated to the community's actual workload, but also a range of supporting functions, dispatch and communications, records management, evidence and property control, detention, training, and administrative services, that together enable effective operations.

The analysis detailed in this report demonstrates that the City of Hayden's service demands, when measured against comparably sized peer agencies, are consistent with those of a small-sized municipal department, and that its staffing needs should be sized to realistic, reevaluated workload figures rather than inflated baselines. This chapter builds on that foundation by outlining the organizational structure a standalone Hayden Police Department would require, and by identifying the specialized and support services that would be most effectively obtained through contracted or shared arrangements rather than built entirely in-house.

1. STANDALONE POLICE DEPARTMENT LEADERSHIP

Any standalone municipal police department requires a Chief of Police to serve as its single point of executive leadership and accountability. The Chief sets the department's strategic direction, establishes policies and procedures, and ensures that the agency's mission aligns with the priorities of the city's elected officials and the community it serves. Without a designated executive at the top, there is no clear authority to make organizational decisions, resolve competing demands, or be accountable for the department's performance functions that cannot be distributed among supervisors or delegated to the patrol ranks.

The Chief of Police also bears legal and professional responsibility for operating a law enforcement agency. This includes ensuring compliance with state statutes, constitutional requirements, and evolving standards of practice; overseeing use-of-force policy, internal affairs, and officer discipline; and managing the liability exposure that accompanies police authority. These obligations require a qualified, accountable executive who can be held responsible for the organization's conduct. In the absence of such an executive, the city assumes significant legal and reputational risk, with no one clearly positioned to manage it.

Equally important is the chief's role in administering and stewarding public resources. The chief develops and manages the department's budget, oversees hiring and training, directs the deployment of personnel and equipment, and ensures the agency operates efficiently within the resources the city provides. As the department's chief administrator, the position translates policy and funding decisions into day-to-day operations and is accountable for how taxpayer dollars are spent.

Finally, the chief serves as the department's principal representative to the community, the City Council, other agencies, and the public. The position builds the relationships and trust on which effective policing depends by engaging residents, coordinating with neighboring jurisdictions and county partners, and

communicating transparently during critical incidents. For a newly established department, this outward-facing leadership is essential to establishing the agency's legitimacy and earning the community's confidence.

LIEUTENANT POSITION

Given the number of personnel required to staff a standalone City of Hayden Police Department, a lieutenant position is recommended. The lieutenant will serve as the operations commander and second-in-charge, bridging the gap between the chief's executive role and the day-to-day work of the operations section.

The Chief of Police must remain focused on strategic direction, policy, budgeting, community relations, and external accountability, responsibilities that are difficult to sustain while also directly managing shift operations, supervising sergeants, and overseeing investigations. The lieutenant fills that gap by managing daily operations, supervising sergeants and detectives, coordinating scheduling and deployment across shifts, and ensuring consistent enforcement of department policy. Equally important, the position provides continuity of command when the chief is absent, ill, or unavailable. A clearly designated second-in-charge maintains uninterrupted leadership and decision-making authority. Without this role, the Chief's span of control would be too broad to be effective, and the department would lack the operational depth and command resilience that reliable, around-the-clock policing requires.

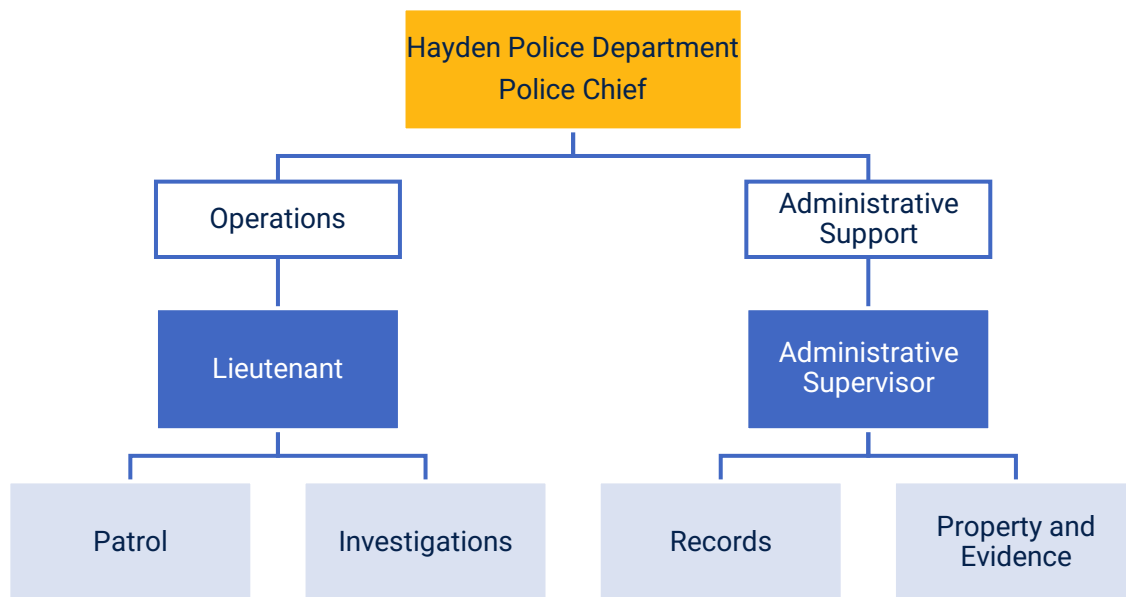
2. STANDALONE POLICE DEPARTMENT ORGANIZATIONAL STRUCTURE

A police organizational structure is the formal framework that defines how a law enforcement agency arranges its people, functions, and authority to deliver services. It establishes the chain of command, the reporting relationships between positions, the division of the agency into operational and support units, and the allocation of sworn and non-sworn professional staff across those units.

In practice, the structure answers a set of basic questions: who reports to whom, how many personnel a given supervisor oversees (span of control), which functions are grouped together, and how field operations, such as patrol and investigations, are supported by administrative functions such as records, dispatch, evidence, and training. It is typically expressed through an organizational chart, but the chart is only a representation of deeper decisions about accountability, workload distribution, and the balance between direct service delivery and the overhead required to sustain it.

(1) ORGANIZATIONAL STRUCTURE

The following chart outlines the organizational structure of a standalone Hayden Police Department:



As shown, the standalone police department is organized into operations and administrative support. This structure is important because the two sections serve fundamentally different purposes and are best managed with distinct performance measures. The operations section encompasses the direct-service functions the public sees and calls upon, such as patrol and investigations. Its work is time-sensitive and typically driven by calls for service. The administrative support section encompasses the functions that sustain the agency behind the scenes, including records, CAD/RMS administration, evidence and property, budgeting, and human resources. Its work is planned, cyclical, and measured by reliability and compliance rather than by factors such as response times and investigative case follow-up.

Grouping similar functions together allows each section to be supervised by supervisors with the appropriate expertise and evaluated against standards that match the work. The separation also protects the efficient use of personnel, which is especially important for an agency of Hayden's scale. When operations and support are deliberately distinguished, the City can ensure that costly sworn officers are concentrated in the field where their authority and training are required, while many support functions are performed by non-sworn, professional staff at lower cost, without pulling officers off the street.

This is also the core of a workload-based approach. Dedicated patrol strength is preserved for calls for service, and the administrative burden that would otherwise erode that strength is absorbed by a support structure built for the purpose. Without a clear division, support tasks tend to default to sworn personnel, quietly reducing available field coverage and inflating the true cost of service.

Finally, the division clarifies accountability and supports orderly growth. Each section has a defined chain of command, a distinct budget footprint, and clear ownership of its functions, which makes performance easier to monitor and problems easier to trace. As Hayden grows, a department organized along these lines can expand patrol capacity and administrative capacity independently, adding support functions as workload demands rather than reorganizing the entire agency. The result is a structure that is both

efficient today and scalable over time, an important consideration for a City weighing the long-term commitment of a standalone department.

(2) STAFFING AND UNIT DESCRIPTIONS

The tables below outline the responsibilities of the standalone Hayden Police Department's personnel and key staff.

Unit	Position	Total	Roles and Responsibilities
STANDALONE HAYDEN POLICE DEPARTMENT			
Admin	Chief of Police	1	Chief of Police provides overall leadership, administration, and management of the Police Department.
OPERATIONS			
Admin	Lieutenant	1	Lieutenant assists in overall leadership, administration, and management of the Police Department and oversees day to day operations.
Patrol	Sergeant	1	- Sergeants are first-line supervisors and supervise day to day operations, evaluate employees and employee work product. - Corporals are first-line supervisors and supervise day to day operations, evaluate employees and employee work product, and assist in answering calls for service. - Officers are responsible for general patrol duties and answer citizen generated calls for service throughout the City of Hayden. - A 12-hour shift schedule is assumed for Patrol personnel, using a four-team structure for 24-7 coverage.
	Corporal	3	
	Officer	4	
Animal Control	Animal Control Officer	1	Animal Control Officer completes various tasks related to animal control enforcement and animal quarantine.
Investigations	Detective	2	Detectives complete investigative follow-up, conduct interviews, write reports, warrants and subpoenas, and make arrests.
ADMINISTRATIVE SUPPORT			
Admin	Administrative Supervisor	1	Administrative Supervisor is a first-line supervisor and supervises day to day operations, evaluates employees and employee work product. Provides customer support as needed, completes

Unit	Position	Total	Roles and Responsibilities
			timekeeping, payroll support, purchasing, and scheduling tasks.
Records	Records Clerk	1	Records Clerks complete various records management tasks such as records processing and retention, public records responses, UCR/NIBRS submissions, customer service, and other administrative tasks.
Property and Evidence	Property and Evidence Custodian/ Technician	1	Property and Evidence Custodian processes property and evidence, preserves chain of custody, releases and purges items as necessary.
Sworn	12		
Non-Sworn	4		
Total Staff	16		

RECOMMENDATIONS:

If a standalone police department option is selected, a Chief of Police and Lieutenant are recommended.

If a standalone police department option is selected, the department should be organized into an operations section and an administrative support section (as illustrated in the organizational structure section of the report).

3. CONTRACT SERVICES

Establishing a standalone Police Department does not require the City of Hayden to internalize every function needed to deliver law enforcement services. A number of specialized, capital-intensive, or infrequently used services are more efficiently obtained through contract or interagency agreement than by staffing them in-house, particularly for a department of Hayden's projected size. Rather than building redundant capacity, the City can contract with the Kootenai County Sheriff's Office, other regional agencies, the State of Idaho, or private vendors for functions that would be cost-prohibitive or operationally impractical to sustain independently.

The following table shows positions that fall outside those recommended elsewhere in this report, but each remains essential to sustaining daily operations. These positions' services include the following:

CONTRACT SERVICES ASSUMPTIONS

Operations	• Emergency communications/911 dispatch (call-taking, radio, dispatch). • Forensic and crime laboratory (evidence analysis, toxicology, DNA). • Major crime scene processing and investigative support for complex cases. • Specialized tactical response; SWAT, K9, bomb/hazardous device response. • Medical examiner/Coroner services. • Vehicle towing and impound.
Administrative Services	• Radio and communications infrastructure (regional/county radio system access and maintenance). • Body-worn and in-car camera data storage and management (if applicable). • Legal counsel and prosecutorial support. • Fleet acquisition and maintenance. • Training, State POST certification, and police academy access. • Pre-employment background investigations and pre-employment medical/psychological screening services.
Jail Services	• Prisoner booking and intake. • Detention and incarceration of arrestees and sentenced offenders. • Prisoner transport (to jail, court, and medical facilities). • Inmate medical and mental health care. • Court holding and arraignment support.

RECOMMENDATION:

If a standalone police department option is selected, a number of specialized, capital-intensive, or infrequently used services (as listed in the report's contract services section) should be reviewed for potential contracting.