

POLICE OPERATIONS ANALYSIS

MILL CREEK, WASHINGTON



POLICE OPERATIONS

CPSM[®]

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Exclusive Provider of Public Safety Technical Services for
International City/County Management Association

THE ASSOCIATION & THE COMPANY

The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members spanning thirty-two countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to their citizens in an efficient and effective manner. Our work spans all the activities of local government — parks, libraries, recreation, public works, economic development, code enforcement, Brownfields, public safety, etc.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Its work includes both domestic and international activities in partnership with local, state, and federal governments as well as private foundations. For example, it is involved in a major library research project funded by the Bill and Melinda Gates Foundation and is providing community policing training in Panama working with the U.S. State Department. It has personnel in Afghanistan assisting with building wastewater treatment plants and has had teams in Central America providing training in disaster relief working with SOUTHCOM.

The **ICMA Center for Public Safety Management (ICMA/CPSM)** was one of four Centers within the Information and Assistance Division of ICMA providing support to local governments in the areas of police, fire, EMS, emergency management, and homeland security. In addition to providing technical assistance in these areas we also represent local governments at the federal level and are involved in numerous projects with the Department of Justice and the Department of Homeland Security. In each of these Centers, ICMA has selected to partner with nationally recognized individuals or companies to provide services that ICMA has previously provided directly. Doing so will provide a higher level of services, greater flexibility, and reduced costs in meeting members' needs as ICMA will be expanding the services that it can offer to local governments. For example, The Center for Productivity Management (CPM) is now working exclusively with SAS, one of the world's leaders in data management and analysis. And the Center for Strategic Management (CSM) is now partnering with nationally recognized experts and academics in local government management and finance.

Center for Public Safety Management, LLC (CPSM) is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA. The Center for Public Safety Management, LLC maintains the same team of individuals performing the same level of service that it has for the past seven years for ICMA.

CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and identify and disseminate industry best practices. We have conducted more than 269 such studies in 37 states and 204 communities ranging in size from 8,000 population (Boone, Iowa) to 800,000 population (Indianapolis, Ind.).

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Mill Creek Police Department (MCPD). While our analysis covered all aspects of the department's operations, areas of focus included identifying appropriate staffing of the department given the workload and crime levels; the effectiveness of the organizational structure; and the efficiency of division/unit processes.

CPSM analyzed the department's workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demands on current staffing. Our study involved data collection, interviews with key police and administration personnel, on-site observations of the job environment, data analysis, and the development of alternatives and recommendations. These recommendations are based upon the information provided to the consultants through our review of requested documents and data, along with interviews of members of the department, city government, and the community during several site visits.

Recommendations provided throughout the report are offered to enhance the operation of the Mill Creek Police Department. Recommendations are based upon the information provided to the consultants via department documents and interviews. The recommendations provided are intended to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and the services that are delivered are cost-effective, all while maintaining a high level of police services.

In general, CPSM concludes that the MCPD requires a more strategic focus and a comprehensive internal framework for ongoing performance assessment. The department is presently unable to adequately demonstrate the effectiveness of its operations. This deficiency can certainly be remedied. The recommendations offered in this report should be viewed as opportunities for the department to improve the efficiency and effectiveness of its operations and to provide a higher level of responsiveness to the Mill Creek community.

MAJOR RECOMMENDATIONS

Following are the major recommendations offered by CPSM. Additional recommendations are detailed throughout the report.

1. The department should undertake a search for, and appoint, a Deputy Chief.
2. The department must develop a more comprehensive method of strategic planning and performance assessment.
3. The MCPD must work with internal and external stakeholders to develop and publish a multiyear strategic plan (as opposed to the cursory annual plans required by accreditation authorities). It is imperative that the department develop reasonable and obtainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year.
4. Monthly staff meetings (currently referred to as "sergeants' meetings") must be held and must be more structured and considerably more substantive.

5. The MCPD should review the performance information that is currently being compiled and referred to during the department's internal staff meetings and more informal unit-wide meetings (such as detectives' meetings) with an eye toward combining the information into a [single] usable performance measurement system or template.
6. Continue the regular meetings between the Chief and the City Manager to discuss the overall performance of the MCPD. Monthly meetings should be somewhat more structured and formalized.
7. Utilize a standard template to convey pertinent performance information to city officials during these meetings. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures of organizational performance (crime reports, calls for service, arrest activity, citation activity, etc.). The exact list of performance indicators discussed at enhanced monthly meetings should be determined by the Chief and city officials. The important thing is that: 1) regular (i.e., monthly) meetings take place between the Chief and the City Manager, 2) that timely and accurate performance information is conveyed on a regular basis to city officials, and 3) that performance discussions follow a uniform/standardized template or format.
8. Establish a committee that includes all principal internal and external stakeholders for evaluating the department's CFS workload with an eye toward making recommendations for ways to reduce response to nonemergency CFS.
9. Maintain the current patrol shift work plan.
10. Discontinue the OIC (officer in charge) model of patrol supervision and ensure that a supervisor is on duty at all times.
11. Expand and enhance the duties and responsibilities of the traffic officers to include a strategic approach to traffic safety.
12. Explore the use of in-car or body-worn cameras
13. Designate each patrol shift sergeant as a Strategic Response Leader (SRL). The SRL would be the "quarterback" of the patrol shift and leverage all available resources to reduce crime, disorder, and traffic accidents informed by crime analysis and criminal intelligence. The SRL should be engaged with the community to coordinate crime prevention programs and community relations initiatives.
14. The department should develop a specific community policing plan. This plan would include measurable goals and objectives for the department as well as for specific units (patrol, SRO, etc.).
15. The department should appoint, train, and support a uniformed member of the service to serve as criminal intelligence officer (CIO). In the alternative, either a sworn or a nonsworn crime analyst must be hired.
16. Incorporate a leadership team concept, with the team made up of a cross-section of the workforce, and provide this team meaningful information and look to them for reasonable advisory input to decisions regarding salary and benefits discussions, important organizational decisions, process improvement, change management, and innovation.
17. The department should consider hiring one additional administrative assistant to be assigned as the Chief's administrative assistant.

SECTION 2. DEPARTMENT RESOURCES

STAFFING

At the time of the CPSM site visit, the department was staffed as follows:

Sworn headcount (24 total):

- One Chief.
- Five sergeants.
- Two detectives
- Two corporals (note: not a civil service rank; must pass written examination and oral board, appointed by the Chief).
- 14 police officers.

Nonsworn personnel:

- One records lead / property and evidence technician (nonsworn).
- Three nonsworn records techs.
- One uniformed but unarmed police support officer (who performs municipal code enforcement including animal control and parking enforcement).

Patrol is staffed by:

- Four sergeants.
- Two corporals.
- 13 police officers (includes one K9 officer, and two traffic officers who are embedded in patrol squads; plus, two recruits undergoing Police Academy training and one officer on limited duty).

Investigations/community outreach is staffed by:

- One sergeant.
- Two detectives.
- One police officer (SRO).

There are two collective bargaining agreements in place for department personnel; one for police officers, detectives, corporals and sergeants, and one for non-sworn employees.

PHYSICAL PLANT AND RESOURCES

The police headquarters is in a relatively new structure that is shared with other city offices. It was built in 1985 as a commercial structure. The city and the department occupied the building in 1989, and it was renovated in 2016. We found the facility to be well-maintained and fully functional.

Adequate office space is provided for all personnel.

A large patrol room located at the headquarters building is used for patrol briefings at the commencement of each shift.

One room is utilized as an armory. At the time of our visit, this room was found to be properly secured. All the department's office and storage areas were found to be secured, well-maintained, and fully functional.

The building's main lobby is open Monday through Friday from 0800 to 1700 hours. Walk-in customers are served at the front desk by a records clerk. After hours, the lobby is secured, and an intercom is available for walk-ins to speak directly to dispatchers. During our site visit, we found the front lobby area to be properly secured.

While a comprehensive security survey of the headquarters building was beyond the scope of the present project, the consultants note that the headquarters building was obviously not designed to be used exclusively as a police facility. As a result, it is entirely possible that certain characteristics and features of this facility should be enhanced to provide more security for its users and occupants. As noted in this report, the wall and door to the property area should likely be reinforced. The partition at the front window of the police department should be evaluated to determine whether it is made of an appropriately bullet-resistant material. The area used for parking and securing police vehicles should likely be enclosed and secured.

Access and movement throughout the headquarters building is controlled by an electronic key card system. Several video cameras provide surveillance of certain interior areas and the external areas around the building.

The department does not operate a jail facility at the headquarters building. There are, however, several holding cells for securing prisoners during the arrest and booking process. These cells are used to house both male and female prisoners and are monitored by video and audio recording equipment. These cells were inspected and found to be suitable for their intended purpose.

There are sufficient desktop computers at the MCPD's headquarters building (seven computers located at work stations, with one shared printer located in the patrol area).

The department has a relatively new fleet of patrol and unmarked vehicles. Vehicles were physically inspected and were found to be quite serviceable, well-equipped, and well-maintained. The department's overall fleet management practices were found to be appropriate. The department does not have a vehicle take-home policy for police officers; however, the K9 officer and the department's two traffic officers are authorized to bring their vehicles home.

In recent years the department has received several grants for the purchase of equipment and specific traffic enforcement initiatives. Total grant funding over the past three years is as follows:

- 2015: \$4,987
- 2016: \$14,010
- 2017: \$12,077.76
- Total 2015-2017: \$31,074.76

STRATEGIC PLANNING / PERFORMANCE MEASUREMENT / SUPERVISION

The department does not have a multiyear strategic plan to drive department-wide and unit-specific goals and performance measurement. This limitation can restrict the overall effectiveness of organizational performance and can also restrict internal communications. (See generally, Garvin et al., 2008; BJA PERF, *COMPSTAT, Its Origins, Evolution and Future in Law Enforcement Agencies*, 2013; Garvin, D. A., A. C. Edmondson and F. Gino. (2008). "Is Yours a Learning Organization?" *Harvard Business Review*, March, pp. 1-10.]

The department does not publish annual reports.

These deficiencies were noted during a review of the department conducted in 2016 by the Washington Association of Sheriffs and Police Chiefs (WASPC). That review was conducted through that organization's loaned executive management assistance program (LEMAP). The review concluded that, "Ch. 8 of the [2016] MCPD policy manual requires the creation of both annual and multiyear plans, with goals and objectives, and the development of an annual report. None of the employees interviewed ever remembered being involved with or actually seeing any of these documents" (WASPC Report, Sec. 1, Chapter 1). The authors of the report recommended that the department:

"Engage a deliberate future planning process, which includes employees and community members, that link to city priorities, goals or benchmarks. This process should yield a memorialized document that contains attainable benchmarks or goals, with reasonable suspense dates that are assigned to department members with appropriate responsibility to work on them. One individual within the agency should be tasked with overarching supervision of the process to assure attention and prompt progress reporting . . . All planning documents should be updated annually . . . transparency and communication are critical in these processes. Ensure that all employees are briefed by command staff on the process, expected outcomes and future plans related to agency planning . . . Accountability for agency outcomes related to visioning should extend to city leadership." (WASPC Report, Sec. 1, Chapter 1)

CPSM concurs with this assessment and endorses the report's recommendations in this regard. An explanation of the action steps that are necessary for accomplishing these goals is set out in the following sections of this report.

The department conducts monthly management meetings known as "sergeants' meetings." These meetings take place in the executive conference room located at headquarters and serve as command staff meetings whereby the Chief and all sergeants engage in a review of operations and engage in planning. These meetings are attended by all sergeants and the Chief. Neither the detectives, the SRO, nor the corporals attend. The records lead / property and evidence technician occasionally will attend these meetings.

It should be noted that the consultants did not attend a sergeants' meeting. Nevertheless, based upon our document review and interviews with members of the department, it appears that the quantity and quality of performance information and data provided to the chief can be enhanced.

The MCPD's sergeants' meetings do not follow a structured format. Rather, the Chief creates an agenda, makes a presentation to participants and, in turn, requires participants to discuss "current issues or problems" relating to their areas of responsibility. There is not a uniform or systematic review of patrol operations, investigations, narcotics, traffic, community policing, etc. While data are shared at these meetings, a standardized template (i.e., a data 'dashboard') of

key performance information is not used. Performance data are not necessarily openly analyzed and discussed for purposes of planning operations and interventions.

The department does not presently have one person designated to regularly draw performance data from the department's CAD and RMS to gauge the overall level of organizational performance (through means such as aggregating data, establishing baseline levels, noting monthly and year-to-date fluctuations, analyzing geographic and temporal variation of arrests and summons activity, etc.). The Chief is adept at operating the New World system and regularly performs a variety of queries of the department's RMS. Sergeants are expected to do the same regarding the performance of their subordinates. The department currently prepares a "quarterly report" which contains useful performance data. More needs to be done, however, to design a useful dashboard of performance data that can be widely shared and referred to by supervisors. The department generally does not have a history of performance measurement.

As the department does not have a crime analyst, very little analysis takes place during the sergeants' meetings. Collective problem solving, professional accountability, and follow-up have traditionally not been emphasized or reinforced during the meetings. Efforts are currently underway to make these meetings more substantive and useful. Agendas have historically not been distributed in advance of these meetings. Minutes have not been recorded for distribution to participants.

We view the absence of a crime analyst as a missed opportunity to make these meetings more substantive and more effective. The department must enhance its ability to search for chronic crime or quality-of-life problems in the community, to identify patterns or "hot spots" as well as "hot persons," and to make intelligent choices for targeting and aggressively addressing these problems.

The failure to require corporals to attend and actively participate in sergeants' meetings significantly restricts internal communications and undermines attempts to establish personal accountability.

The format of sergeants' meetings has clearly evolved; efforts are currently being made to provide more structure.

"Leadership team" meetings have also been conducted whereby supervisors are instructed on "what it means to be a leader." The consultants were advised that the city is presently considering providing leadership training for all managers.

For several years, the department has utilized policy management software from a commercial vendor (Lexipol). Members of the department generally reported satisfaction with this product. However, we were advised by members of the department that these policies need to be reviewed, customized to the department and, in some cases, updated. CPSM identified several policies that are indeed outdated. The LEMAP/WASPC review similarly identified out-of-date policies. The Chief is currently performing a review and is in the process of making appropriate revisions.

CPSM is quite familiar with this product (Lexipol) and generally endorses its use. The software package is not, however, a substitute for thoughtful, ongoing review, revision, and implementation. It is not uncommon for a police department to purchase this product and essentially divest itself of the responsibility of continually monitoring evolving police policies and practices. While this might not be the case with the MCPD, several current policies are out of date, and it is difficult for the Chief to bring all policies up-to-date, as he currently has several other administrative responsibilities that require his full attention.

Failure to revise policies, via Lexipol or otherwise, is generally understood to be a considerable liability risk. What is most concerning is that the consultants found several of the department's policies regarding "high-liability" functions to be out of date. These include policies related to the use of force; high-speed vehicle pursuits; and the handling of emotionally disturbed persons. These policies must be made current immediately. Failure to do so represents a significant public safety risk, as well as a substantial liability risk to the city, the department, and its employees.

It should be noted that the WASPC report concluded that, while several of the department's policies were found to be out of date, the actual practices of MCPD officers at the time appeared to be consistent with best practices in American policing (see, for example, WASPC Report Chapter 3 re: Use of Force). Nevertheless, CPSM firmly believes that out-of-date policies in and of themselves represent an unnecessary liability risk and that remedial actions must be taken as soon as possible.

Once these policies are reviewed and revised, they must be communicated clearly throughout the entire department and all uniformed members of the department must be trained immediately in these new / updated policies. The department's newly appointed Deputy Chief (discussed later in this report) should be made primarily responsible for this review, revision, and development, along with implementation of such training.

The department is not accredited by either the Commission on Accreditation for Law Enforcement Agencies (CALEA) or the Washington Association of Sheriffs and Police Chiefs (WASPC).

As the Chief does not currently have an executive officer, the detective sergeant assumes command when the Chief is away from the department for an extended period.

The city previously decided not to fill the Deputy Chief position until completion and review of the present (CPSM) study and the LEMAP study. It is hoped that this report will now assist the city in filling this important position.

Failure to have any supervisory personnel between the ranks of sergeant and Chief results in somewhat of a leadership and management vacuum. This complicates internal communications and the chain of command. It also frustrates any reasonable attempts at succession planning regarding the future leadership of the department. The department is cognizant of this and has made plans to schedule all sergeants to attend a three-week leadership course sponsored by the International Association of Chiefs of Police (IACP). Beginning in spring 2018, sergeants will be scheduled for this training one at a time.

It is our view that the department must make an additional appointment at the executive/command level to provide necessary administrative and supervisory support. It is highly recommended that the department appoint a qualified individual to the rank of Deputy Chief. Failure to have any supervisory personnel between the rank of sergeant and Chief compromises the chain of command, weakens internal discipline, and limits any meaningful mentorship for first-line managers. Additionally, it is apparent that there is an immediate need for another skilled member of the command staff to guide and evaluate operations via a comprehensive strategic planning and internal performance management system. A Deputy Chief would also play a critical role in the development, implementation, and operation of a departmental strategic plan.

We were informed by several members of the department that patrol officers typically return to the headquarters building during their shifts to prepare reports on the department's desktop computers, rather than on the MDTs in their patrol vehicles. This typically occurs at the end of shifts when officers return to headquarters for periods of 45 minutes or more. Throughout their site

visits, the consultants frequently observed officers utilizing desktop computers during their shifts. Officers apparently prefer the desktops, as it is somewhat uncomfortable for them to prepare lengthy reports in the front seat of their patrol vehicles. While this is no doubt the case, every effort should be made to keep patrol officers in the field during their entire shifts. Other than a scheduled meal period, patrol officers should be directed to remain in the field and to prepare most of their reports in their patrol vehicles. Additionally, meal periods must be staggered each shift to effectively manage patrol resources.

These directives must be enforced by all supervisors.

All internal discipline must be enforced uniformly and fairly to develop and maintain a culture of personal accountability.

The consultants note that unnecessary congregation in the headquarters building could be construed as evidence of lax discipline. As first-line supervisors, patrol sergeants must be directed to maintain a professional distance and to enforce all department policies and directives in a fair and impartial manner. Sergeants must be supported, guided, and evaluated in this regard and should themselves be disciplined for "failure to supervise" when necessary.

At the time of the consultants' site visit, the Chief did not have any secretarial or administrative support.

Several members of the department who we spoke with indicated that internal communications are currently "a problem." Several members of the department also suggested that the current vacancy at the rank of deputy chief/commander has created somewhat of a "leadership vacuum" and has placed additional administrative responsibilities on the Chief and other supervisors. CPSM agrees that this position must be filled, and perhaps other structural changes must be made to the department's current organizational chart.

The supervisors assigned to patrol were found to be intimately familiar with the activities of their personnel; however, a standard template of monthly activity (such as the number of summonses or arrests per patrol officer) is not prepared and distributed regularly.

Recent efforts at preparing reports by culling and aggregating data from the department's RMS and CAD systems are certainly laudable, but the critical questions are: "Is this information actively being used?" "Is it being used proactively?" and "Is it the department's practice to openly share and actually use timely and accurate data for supporting decisions?" CPSM looks for answers to questions such as: "How effectively does the department use data to guide its decisions?" and "How can the department demonstrate success?" Designating a criminal intelligence officer/crime analyst would certainly go a long way toward building the department's capacity in this regard and in establishing a culture of continuous performance assessment and personal accountability.

The department can make more effective use of existing crime data and performance data already contained in its systems.

In addition to regularly scheduled department head meetings, the Chief frequently meets with the City Manager to discuss the operations of the department. While a great deal of information is shared during these meetings, the department does not present the City Manager with a standard template of performance data for formal review and discussion.

Recommendations:

- Immediately review and revise all “high-liability” policies and procedures. This review should be conducted in an organized fashion by several of the department’s supervisors and should be coordinated with the city’s attorney. The department should not wait for the appointment of additional personnel prior to commencing this review.
- Establish a schedule for the prompt review and revision (as necessary) of remaining policies and procedures.
- Immediately commence a search for a qualified candidate to be appointed and assume the role of Deputy Chief. CPSM recommends that the department conduct an extensive regional, or perhaps even national, search for qualified candidates.
- Patrol officers who need to return to police headquarters to prepare lengthy or complicated reports, or to perform other administrative tasks, must be required to notify dispatch when they enter and leave the headquarters building. A specific radio call should be used to designate when a unit is both “out administrative” at headquarters, or has returned to the field and has become available for assignment. Patrol supervisors must actively monitor the amount of time spent by each patrol officer performing administrative tasks in headquarters .
- Patrol officers and patrol supervisors must have assigned meal periods. These meal periods should be staggered so that no more than one patrol unit is assigned a meal period at any one time.
- The department’s newly appointed Deputy Chief should be responsible for the review and revision of the department’s current policies and procedures.
- It is the opinion of the consultants that more highly structured management meetings must be conducted regularly. Sergeants’ meetings should be renamed “staff meetings” and should be conducted monthly.
- Corporals, traffic officers, detectives, and the SRO should attend these monthly staff meetings.
- The consultants commend the department for its recent efforts to monitor and report on its performance via monthly reports. Nevertheless, a more comprehensive method of strategic planning and performance assessment is necessary.
- The department should work with internal and external stakeholders to develop and publish a multiyear strategic plan (as opposed to the cursory annual plans required by accreditation authorities). It is imperative that the department develop reasonable and obtainable performance goals as well as mechanisms for tracking the relative degree of progress in achieving these goals from year to year. The development of a functional strategic plan should be considered a necessity. Plan development should be a thoughtful and inclusive process.
- It has been CPSM’s experience that most American police departments of the MCPD’s size do not currently have multiyear strategic plans as described above. Nevertheless, to prepare for unforeseen financial challenges, and as continued calls for transparency and accountability by American police departments (see, for example, *Final Report of the President’s Task Force on 21st Century Policing*) will only become more insistent in coming years, it is recommended that the department begin the process of formulating such a plan now.
- The department currently has pockets of analytics dispersed throughout its various units. These analytics can assist managers in terms of providing decision support. However, these pockets of analytics are not properly linked and leveraged. They are not yet being used in a strategic manner. In essence, the units are not talking to each other in an open forum. The MCPD must

advance to the point where it is routinely using timely and accurate data to inform its management decisions (both crime-fighting and administrative decisions). In this way, the department's leadership can view the entire organizational landscape; that is, obtain an accurate view of subtle changes in the internal and external work environments and actively engage in "systems thinking" as the ordinary course of business.

- Monthly staff meetings must be held and must be more structured and considerably more substantive.
- Staff meetings should frequently reference the multiyear department strategic plan, as well as individual unit goals, as a means of checking overall progress toward these stated goals.
- All the department's operational and support units should be represented at all staff meetings. This would include patrol, detectives, SRO, training, etc. This will ensure more open channels of communication and will foster organizational learning.
- An agenda should be published in advance of all staff meetings. All supervisors should be encouraged to suggest agenda items, as necessary.
- A review of patrol operations, detective investigations and case updates, narcotics enforcement, traffic analysis and enforcement operations, and training updates should always be included on the agenda and be presented in the same order at every meeting.
- Minutes should be recorded and maintained for appropriate follow-up at subsequent meetings. Minutes should be distributed to all participants via the department's e-mail system.
- As each serious or significant crime is discussed, field commanders and detectives should continue to be challenged to explain what investigatory steps were taken after each incident, such as debriefs of suspects and witnesses and the canvassing of neighborhoods. These discussions would involve members of the department's other units, as necessary.
- The department has already taken steps to assemble useful performance metrics, but far more must be done. It is recommended that the department review the performance information that is currently being compiled and referred to during staff meetings and more informal meetings (such as detectives' meetings) with an eye toward combining the information into a [single] usable performance measurement system or template. If all such data (or accurate and timely recapitulations) are readily accessible from one central database or data dashboard, the information is more likely to be regularly consulted/retrieved by managers and used to actively manage daily operations. This dashboard can serve as an activity report or performance assessment for the entire agency, and can be consulted daily by police supervisors. It is critical to have a central source of key performance data. Multiple sources and locations of information hinder the department's ability to engage in proactive management. It is critical that the department task one member of the service to obtain timely and accurate data to be used in this manner and incorporate it into the "monthly stat reports" that are currently being prepared.
- The "monthly report" that is currently being prepared can form the basis of a data dashboard system that can record and track any or all the following performance indicators:
 - The total number of training hours performed, and the type and total number of personnel trained.
 - The type and number of use-of-force reports prepared, personnel involved, time and place of occurrence, and general description of circumstances.
 - The geographic location (i.e., zone) and time of all arrests.
 - The geographic location and time of citations issued.

- The type and number of civilian and internal complaints (and dispositions).
- The type, number, location, and time of civilian vehicle accidents.
- The type, number, location, and time of department vehicle accidents, both “at fault” and “no fault” accidents.
- The type, number, location, and nature of all firearm discharges.
- The results of systematic and random audits and inspections of all police operations (i.e., calls for service response and dispositions, property receipt and safeguarding, etc.).
- The type, location, and number of any Terry stops (i.e., investigatory stops of suspects, otherwise known as stop, question, and frisks, or field investigations) performed, as well as a description of all individuals involved in these stops and a description of all actions taken. Data obtained in connection with these stops should be analyzed and actively tracked. It is important for the department to know: 1) how many stops are being made, 2) by whom, 3) who is being stopped, 4) where, 5) when, and 6) for what reason(s). Note: Information of this type is recommended by the *Final Report of the President’s Task Force on 21st Century Policing*.
- Response times to calls for service should be actively monitored. The department must develop the ability to actively monitor response to priority one calls.
- The department is currently tracking some of the above areas, but not in a uniform fashion. It is recommended that the department identify a useful subset of information from these databases and combine them into a user-friendly data dashboard.
- An effective performance dashboard should also include traditional administrative and budgetary measures, such as monthly and annual totals for sick time, comp time, and overtime.
- It is likely that a variety of administrative issues will be raised during staff meetings. For example, a meeting might address an increase in overtime that was experienced because of directed patrols, or budgetary issues relating to the purchase of equipment. Many police departments across the country have found that meetings that were originally designed for crime-fighting purposes quickly evolve into crime-fighting meetings that regularly address relevant administrative issues and provide meaningful feedback concerning the department’s relative degree of success in achieving goals that are stated in its multiyear strategic plan. CPSM recommends that the department remain open to introducing into staff meetings any relevant administrative issues as they arise.
- The specific performance measures to be tracked and reported at staff meetings and/or included in the data dashboard are entirely at the discretion of the department. All police agencies have unique missions, challenges, and demands. Additionally, Mill Creek is a unique community. Outside performance benchmarks or measures should not be imposed upon the department; they should be derived from within. It is recommended that all members of the department (and perhaps the community) be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed.
- It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage increases and decreases, computing year-to-date totals, and averaging monthly totals to determine seasonal variation and to obtain overall performance levels. There is likely to be much seasonal variation in the work of the department. Such analysis can also include sector and individual officer performance review. For example, discrete patterns can emerge from

analyzing when and where department-involved vehicle accidents occur. This performance information is invaluable in terms of determining optimum staffing and resource levels.

- The department should be vigilant in identifying new performance indicators. The department should review its current indicators and solicit input from all members of the department. "Key" performance indicators should be identified, with an understanding that they can always be expanded or modified later. These indicators should always form the basis of discussions at staff meetings.
- The department must identify one individual to search its data systems to regularly produce internal performance data to be used at staff meetings. It is recommended that the department's crime analyst focus on the production of crime data and draw useful administrative data from its internal systems (such as overtime expenditures by unit, training and budget data) to be presented at staff meetings.
- Any substantive changes to the current performance management framework must be communicated to, understood by, and acted upon by all members of the department.
- The questioning of patrol supervisors and detectives must take the form of a collaborative dialogue. In other words, there must be an active give-and-take in which field personnel are challenged to explain why crime is occurring and to set out their plans for crime reduction. A critical aspect of these discussions is to identify lessons learned. There is a critical distinction between holding patrol and detective supervisors personally accountable for these crimes (which they, obviously, have no responsibility for), and holding them accountable for using best efforts to address and respond to these crimes to reduce future occurrences.
- Open discussions of this type challenge managers and enhance organizational learning opportunities. Staff meetings should be used to reflect upon the following questions: What is happening (in the community)? How do we know this? What should be done? Are our efforts having any effect? and How can we tell?
- The discussions and issues addressed at these meetings must relate directly to the department's strategic plan and stated goals, for example, "a city-wide reduction in the number of domestic violence incidents" or "a 20 percent reduction in motor vehicle accidents with personal injuries."
- It must be mentioned again that training must be represented and must actively participate at all staff meetings. The training officer must be intimately involved in reviewing current police practices and policies, use of force reports, etc., to identify future training opportunities, assist in the selection of equipment and technology, and to actively participate in the department's overall safety, enforcement, and risk management functions.
- CPSM recognizes that nonsupervisory personnel generally should not participate in management meetings. Nevertheless, staff meetings should include and involve rank-and-file personnel (police officers) whenever possible to obtain their perspectives concerning current patrol operations, community relations, and organizational challenges and opportunities. Authentic and spontaneous dialogue should be encouraged at these meetings.
- Staff meetings should not be used primarily as a recapitulation of past events. Rather they should be used to generate new knowledge and specific action plans. Staff meetings have great potential for encouraging brainstorming and innovative problem solving.
- The department's newly designated crime analyst/criminal intelligence officer (CIO) (discussed later in this report) should be present at all staff meetings and should be utilized to measure the relative effectiveness of major initiatives such as increased enforcement activities in designated hot spots. If directed patrols or undercover operations are planned (such as an

upcoming selective enforcement unit operation), police supervisors should be asked in advance to define what success looks like. In other words, if such initiatives are undertaken, the crime analyst would be asked to determine whether desired results were obtained. Results would then be shared openly during staff meetings.

- Regardless of whether the staff meetings will address matters beyond traditional crime-fighting issues, the department should develop a comprehensive system (i.e., a data dashboard) for reviewing and regularly reporting out department-wide performance data. Clearly, the department must enhance both the quality and quantity of information that it routinely provides to the City Manager.
- A distinction must be made between performance measurement that is undertaken for internal purposes (that is, for managing police operations via staff meetings) and performance measurement for the primary or exclusive purpose of reporting out to city officials or other entities. Not all internal performance data should be reported out. Therefore, the department should carefully select those metrics that are believed to be relevant for purposes of public reporting. City officials must be engaged in the process of selecting performance categories that are most useful to them. Once this decision is made, a template or "dashboard" could easily be developed so that any reports that are forwarded to third parties will appear in a standardized fashion. Performance indicators can be added or removed as necessary. Narrative reports or memoranda should only be used to supplement information provided in these reports. They should not be used as the primary means of transmitting this information.
- It is therefore recommended that the department utilize a standard template to convey pertinent performance information to city officials. This would include primarily budgetary and administrative information, such as sick time, comp time, and overtime expenditures, as well as any other measures that the Chief and City Manager agree to include.
- The Chief must meet monthly with the City Manager to discuss the ongoing management of the department. Rather than an ongoing series of management meetings, fewer, more substantive meetings should be scheduled and held.
- The department must identify one individual to search its data systems to regularly produce internal performance data to be used at these monthly meetings between the Chief and the City Manager. This could certainly be the criminal intelligence analyst. Aggregate data should be broken down and fully analyzed whenever possible. For example, the department must continually report who is accumulating overtime, when, and why.
- CPSM recognizes that both the city and the department have this information in their possession. But mere access is not sufficient. This information must be shared, analyzed, and used as the basis of substantive discussions between the Chief and the City Manager about organizational performance and effectiveness. In this way, future meetings between the Chief and the City Manager will become far more substantive.
- The exact list of performance indicators discussed at these enhanced monthly meetings should be determined by the Chief and city officials. The important thing is that: 1) regular (i.e., monthly) meetings take place, 2) that timely and accurate performance information be conveyed on a regular basis to city officials, and 3) that performance discussions follow a uniform/standardized template or format.
- The City Manager must continue make it a priority to meet individually with the Chief to discuss the department's monthly performance. These meetings should be somewhat more formal and structured, and should be used for reviewing a standardized template of performance data.

- The department should consider convening risk management meetings that are attended by the department's newly-designated professional standards officer (PSO), the department's training officer, the city's human resource director, and a representative from the city attorney's office. These meetings should take place semi-annually and should be used as an opportunity to review the department's past safety, use-of-force, driving, and disciplinary records, and to proactively plan to reduce risk in terms of officer safety and civil liability. Such meetings would perform a much-needed practical function, would foster a culture of safety, and would also serve to enhance officer morale.
- CPSM finds that the department does plan certain operations strategically. However, we cannot overstate the importance of having a formal (i.e., written and approved) multiyear strategic planning document that has been developed openly and collaboratively. Therefore, we highly recommend that the department develop a comprehensive written strategic planning document that includes specific goals and objectives for the department as a whole, as well as for all operational units. Once it is developed and properly vetted, this plan should be broadly communicated within the department and throughout the community.
- The department should prepare and publish comprehensive annual reports. Annual reports should not, however, simply contain aggregate data for work performed during the previous year. Annual reports must make explicit reference to the department's overall strategic plan. Specifically, annual reports should contain stated goals and objectives that have been identified for the period in question and should demonstrate the relative degree of progress/success the department has had in achieving each of these goals. Annual reports should be posted on the department's website.
- Unit goals and individual performance targets and goals for members of the service should all be linked to the goals and objectives in the department's overarching strategic plan. Ideally, the department's strategic plan would be directly linked to the goals of each of its operating units and to the annual performance evaluations of personnel.
- CPSM recommends that the Chief establish a formal Chief's Advisory Group. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many departments for building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law.
- The department should look to the accreditation guidelines of the Commission on Accreditation for Law Enforcement Agencies (CALEA) for guidance in incorporating the above recommendations and in designing its new performance measurement system. The department should also strongly consider applying for both CALEA and state accreditation. The consultants recognize that some corrective actions must certainly be taken before undertaking the accreditation process. Nevertheless, if the department succeeds in accomplishing all or most of the recommendations contained in this report, it should be quite well-positioned for accreditation. A coordinated and strategic approach to accreditation would clearly improve operations, improve both internal communications and morale, and result in an organizational focus that will clearly serve the department and the community of Mill Creek quite well. The department should approach CALEA accreditation strategically, should dedicate appropriate resources in preparation for application, and should develop a specific timeline with clear performance milestones prior to application. It is likely that the department can obtain Washington state accreditation en route to CALEA accreditation.

SECTION 3. PATROL DIVISION

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

DEMAND

It was reported to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The result of this policing philosophy is the delivery of comprehensive policing services to the community. The department has the hallmark of a small-town approach to policing, in which people are members of a community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. The patrol division must be staffed with enough officers to respond to these calls.

When examining options for the department's direction, the city and the department face the choices of a) continue to police the community as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol. That is, the department must decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding the quantity of police services offered to the Mill Creek community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the Mill Creek Police Department to continue its full-service model of policing yet run the agency more efficiently.

TABLE 3-1: Calls for Service

| Category | Police-initiated | | | Community-initiated | | |
|-------------------------------------|------------------|----------------|-------------|---------------------|----------------|-------------|
| | Calls | Units per Call | Minutes | Calls | Units per Call | Minutes |
| Accidents | 49 | 1.3 | 23.0 | 494 | 1.7 | 31.4 |
| Alarm | 1 | 1.0 | 3.8 | 693 | 1.4 | 13.4 |
| Animal calls | 123 | 1.0 | 11.9 | 165 | 1.3 | 20.4 |
| Assist other agency | 105 | 1.2 | 16.8 | 471 | 1.8 | 33.6 |
| Check/investigation | 449 | 1.3 | 18.3 | 749 | 1.5 | 20.3 |
| Crime–persons | 38 | 2.1 | 71.4 | 351 | 1.8 | 40.8 |
| Crime–property | 135 | 1.2 | 25.7 | 909 | 1.5 | 32.9 |
| Disturbance | 11 | 1.5 | 38.7 | 502 | 1.8 | 19.0 |
| Follow-up | 372 | 1.1 | 23.0 | 268 | 1.2 | 20.3 |
| Juvenile | 4 | 1.0 | 17.4 | 88 | 1.6 | 23.5 |
| Miscellaneous | 146 | 1.1 | 17.3 | 432 | 1.3 | 20.0 |
| Suspicious person/vehicle | 1,452 | 1.2 | 11.6 | 922 | 1.7 | 20.7 |
| Traffic enforcement | 4,706 | 1.1 | 8.3 | 659 | 1.4 | 16.6 |
| Warrant | 101 | 2.2 | 83.9 | 32 | 2.0 | 83.4 |
| Weighted Average/Total Calls | 7,692 | 1.1 | 12.3 | 6,735 | 1.5 | 24.0 |

Table 3-1 presents information on the main categories of calls for service received from the public that the department handled during the period of July 1, 2016 to June 30, 2017. In total, department officers were dispatched to approximately 14,400 calls during this 12-month period, or an average of approximately 40 calls per day.

In general, CFS volume is within acceptable bounds. To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the city’s population. With a population estimated to be approximately 19,900, the total of 14,400 CFS translates to about 744 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per 1,000 persons per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 744 CFS/per thousand/year would suggest an appropriate policy is in place for triaging nonemergency calls. A well-managed dispatch system includes a system where CFS are screened and nuisance calls eliminated before they are dispatched. Considering the MCPD does not have a process of screening out nonemergency police CFS, it would appear that the Mill Creek community (residents, businesses, and visitors) generate fewer CFS than expected for a community of this size.

It also appears, however, that the Mill Creek Police Department should consider being more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. Two such categories are false alarms and motor vehicle accidents involving only property damage. At these accidents the police role is largely administrative: preparing and filing reports. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers’ time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential. This is particularly important given the small number of officers assigned on patrol during any given

shift. Sparing these officers from responding to nonemergency CFS would enable them to remain available and on patrol in the community.

Alarm Reduction Program

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During the study period the MCPD responded to almost 700 alarm calls. The response to the vast majority of these calls is undoubtedly unnecessary and is an inefficient use of police resources.

Currently, Mill Creek does not have an alarm reduction program. Many communities around the country enact local ordinances to regulate the installation and management of residential and commercial burglar alarms. These ordinances generally require alarm installers to meet certain basic minimum requirements and require home and business owners to be conscientious about their alarms. Annual fees can be imposed as well as fees for false alarms.

For example, Prescott, Ariz., has a model burglar alarm reduction and management program. If an officer is dispatched to respond to an alarm and it is found that the alarm is unnecessary, the homeowner/business is informed of the false alarm and the consequences of future alarms. Upon the third (and successive) false alarm in a "rolling" 12-month period, the homeowner / business is assessed a \$100 fee. In addition, anecdotal accounts indicate the alarm companies are active partners with the police department and encourage clients to register their alarms and help clients manage their systems better to prevent false alarms from occurring.

In addition, some communities are enacting a double-call verification protocol. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. Also, the city should consider making greater use of the data it collects on the false alarms already recorded. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms.

In general, responding to false burglar alarms is inefficient. The MCPD and the city should explore avenues to minimize these responses to the greatest extent possible.

Proactive vs. Reactive

The data presented in Table 3-1 illustrate another important point about patrol operations in Mill Creek. According to this table, police-initiated CFS outnumber community-initiated CFS, 7,692 to 6,735. It is unusual for a police department to register more CFS than generated by the public. This signals an engaged patrol function that is not simply waiting for the public to call 911. There were almost 1,500 "suspicious person" CFS and more than 4,000 "traffic enforcement" CFS. Officers on patrol are investigating suspicious activity and addressing traffic conditions aggressively. This is a good sign and the department should be commended for this activity.

CFS Efficiency

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Mill Creek. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 7-2,

Percentage Events per Day, by Category; Table 7-6, Primary Unit's Average Occupied Time, by Category and Initiator; Table 7-7, Average Number of Responding Units, by Initiator and Category; and Table 7-14, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 7-6, Mill Creek patrol units on average take 24.0 minutes to handle a call for service. This figure is lower than the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table 7-7, dispatches 1.5 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is slightly lower in the MCPD than policing norms of about 1.6 officers per CFS. In other words, the MCPD uses less time and fewer officers to handle a CFS than the average police response of other agencies studied by CPSM.¹

Similarly, according to Table 7-14, response time for CFS in Mill Creek averages 10.2 minutes per call in the winter, and 11.3 minutes per call during the summer. This is a good response time and undoubtedly a function of the small geographic size of the community and the low workload. Generally, an acceptable average response should be about 15 minutes per call. The MCPD patrol division should be commended for its prompt response to CFS. Response time to "high-priority" CFS is also acceptable. The MCPD averaged 7.5 minutes to respond to a high-priority CFS and this higher than the benchmark of 5 minutes to a high-priority CFS. This is a metric that should actively be tracked going forward.

¹ CPSM benchmarks are derived from data analyses of police agencies similar to the MCPD.

TABLE 3-2: CFS Efficiency

| Variable Description | Mean | Minimum | Maximum | Mill Creek | MCPD vs. CPSM Comps |
|---|----------|---------|-----------|------------|---------------------|
| Population | 67,745.7 | 5,417.0 | 833,024.0 | 19,900 | LOWER |
| Officers per 100,000 Population | 201.2 | 35.3 | 465.1 | 111 | LOWER |
| Patrol Percent | 66.1 | 32.4 | 96.8 | 77.37 | AVERAGE |
| CFS Rate | 1,004.8 | 2.2 | 6,894.2 | 775 | LOWER |
| Avg. Service Time, Police CFS | 17.7 | 8.1 | 47.3 | 12.3 | LOWER |
| Avg. Service Time, Public CFS | 28.7 | 16.0 | 42.9 | 24.0 | LOWER |
| Avg. # of Responding Units, Police CFS | 1.2 | 1.0 | 1.6 | 1.1 | LOWER |
| Avg. # of Responding Units, Public CFS | 1.6 | 1.2 | 2.2 | 1.5 | LOWER |
| Total Service Time, Police CFS (officer-min.) | 22.1 | 9.7 | 75.7 | 13.5 | LOWER |
| Total Service Time, Public CFS (officer-min.) | 48.0 | 23.6 | 84.0 | 36.0 | LOWER |
| Workload Percent, Weekdays, Winter | 26.6 | 5.0 | 65.0 | 24.0 | LOWER |
| Workload Percent, Weekends, Winter | 28.4 | 4.0 | 68.0 | 22.0 | LOWER |
| Workload Percent, Weekdays, Summer | 28.7 | 6.0 | 67.0 | 21.0 | LOWER |
| Workload Percent, Weekends, Summer | 31.8 | 5.0 | 69.0 | 24.0 | LOWER |
| Average Response Time Winter | 11.0 | 3.1 | 32.2 | 10.2 | LOWER |
| Average Response Time Summer | 11.2 | 2.4 | 33.3 | 11.3 | HIGHER |
| High Priority Response Time | 5.0 | 3.2 | 13.9 | 7.5 | HIGHER |

Web-based or Deferred Response

The department's website could feature a list of incidents for which the public could prepare a report online and forego the response of an officer. Communities around the country have had success with this additional feature for citizens to report minor offenses. Inspection of the MCPD website reveals a professional and well-designed portal for the community to use. Adding a web-based police reporting platform could enable citizens to make reports for harassing phone calls, lost property, thefts, vandalism, and identity theft. The use of this reporting mechanism is an excellent use of available technology. However, industry experience suggests that citizens still prefer the response of a "live" officer to lodge their complaints. Web-based reporting is not a panacea for reducing nonemergency responses, but an excellent tool to consider nonetheless.

In addition to the web-based reporting, the MCPD could consider staffing a telephone response program to various categories of CFS. The telephone response or differential response function could deal with past crimes and routine inquiries to the MCPD, thus eliminating the response of a sworn officer. Nonemergency calls, such as past crimes, minor property damage, and harassment (all the categories of web-based reporting options) can be handled by this program. Instead of dispatching an officer to these types of calls, the information is deferred (delayed) until a staff member becomes available to respond to the call. Dispatchers can record reports for certain categories of nonemergency incidents over the telephone. This

process could divert nonemergency calls from the patrol units, and thus provide officers with more time to engage in proactive and directed patrols or traffic enforcement duties.

Recommendations:

- Consider implementing an alarm reduction program.
- Explore the high response time to high-priority CFS.
- Consider a web-based and/or deferred reporting system

PATROL DEPLOYMENT AND STAFFING

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

Deployment and Workload

Although some police administrators suggest that there is a national standard for the number of officers per thousand residents that a department should employ, that is not the case. The International Association of Chiefs of Police (IACP) states that ready-made, universally applicable patrol staffing standards do not exist. Furthermore, ratios such as officers-per-thousand population are inappropriate to use as the basis for staffing decisions.

According to *Public Management* magazine, “A key resource is discretionary patrol time, or the time available for officers to make self-initiated stops, advise a victim in how to prevent the next crime, or call property owners, neighbors, or local agencies to report problems or request assistance. Understanding discretionary time, and how it is used, is vital. Yet most police departments do not compile such data effectively. To be sure, this is not easy to do and, in some departments may require improvements in management information systems.”²

Essentially, “discretionary time” on patrol is the amount of time available each day where officers are not committed to handling CFS and workload demands from the public. It is “discretionary” and intended to be used at the discretion of the officer to address problems in the community and be available in the event of emergencies. When there is no discretionary time, officers are entirely committed to service demands, do not get the chance to address other community problems that do not arise through 911, and are not available in times of serious emergency. The lack of discretionary time indicates a department is understaffed. Conversely, when there is too much discretionary time officers will be idle. This is an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department’s policing philosophy and the community’s ability to fund it. The MCPD is a full-service police department, and its philosophy is

² John Campbell, Joseph Brann, and David Williams, “Officer-per-Thousand Formulas and Other Policy Myths,” *Public Management* 86 (March 2004): 22–27.

to address essentially all requests for service in a community policing style. With this in mind, it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

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

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

In general, a “Rule of 60” can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This 60 percent level of time committed to response is referred to as the patrol saturation index.

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

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

From an organizational standpoint, it is important to have uniformed patrol resources available throughout the day to deal with issues such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

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

Rule of 60 – Part 1

According to the department personnel data available at the time of the site visit (September 15, 2017), patrol is staffed by 17 sworn officers³ (4 sergeants, 2 corporals, and 11 police officers). These 17 of the 22 sworn officers represent 77.37 percent of the sworn officers in the MCPD.

Accordingly, the department has a higher than expected percentage of sworn officers dedicated to the patrol function. Bear in mind that this part of the “rule” is not hard-and-fast. Smaller agencies tend to have more officers on patrol as a function of the entire department. Taken on its face, however, having 77.3 percent of the sworn officers assigned to patrol indicates an imbalanced allocation of personnel. This part of the “rule” is considered when examining the operational elements of the department when staffing recommendations are taken into consideration.

Rule of 60 – Part 2

The second part of the “Rule of 60” examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the “discretionary time” for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is “saturated” by CFS.

This ratio of dedicated time compared to discretionary time is referred to as the “Saturation Index” (SI). It is CPSM’s contention that patrol staffing is optimally deployed when the SI is in the 60 percent range. An SI greater than 60 percent indicates that the patrol manpower is largely reactive, and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol manpower is optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer’s time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime

³ At the time of the site visit two police officers budgeted by the department were still assigned to their entry level training at the police academy. One officer was also assigned to limited duty because of an injury. This total also includes officers cross-designated as the traffic unit officers and K9 officer. Budgeted headcount for the MCPD is 25. With one vacancy and two in the academy, the effective personnel strength was 22 sworn officers.

prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

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

Figures 3-1 through 3-8 represent workload, staffing, and the "saturation" of patrol resources in the MCPD during the two eight-week periods (seasons) on which we focused our workload analysis. By "saturation" we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is "saturated" with workload demands. This "saturation" is the comparison of workload with available manpower over the course of an average day during the months selected. The figures represent the manpower and demand during weekdays and weekends during the eight-week periods of July 7 through August 31, 2016, or summer, and January 4 through February 28, 2017, or winter. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

FIGURE 3-1: Deployment and Workload, Summer Weekdays

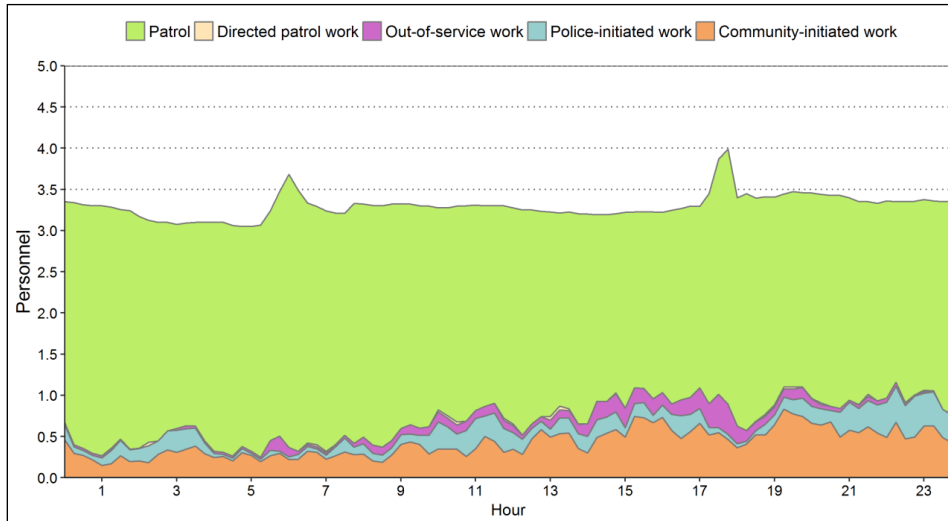
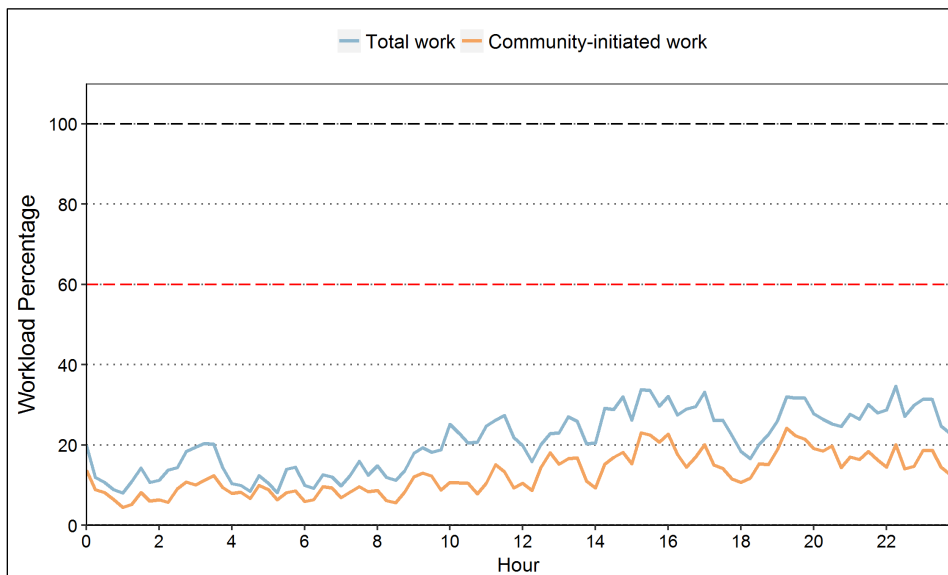


FIGURE 3-2: Workload Percentage by Hour, Summer Weekdays



Workload v. Deployment – Weekdays, Summer

Avg. Workload: 0.7 officers per hour
 Avg. % Deployed (SI): 21 percent
 Peak SI: 35 percent
 Peak SI Time: 10:15 p.m.

Figures 3-1 and 3-2 present the patrol workload demands and saturation index (SI) for weekdays in summer. As the figures indicate, the SI never exceeds the 60 percent threshold. The SI ranges from a low of approximately 10 percent at 1:00 a.m. to a high of 35 percent at 10:15 p.m., with a daily average of 21 percent.

FIGURE 3-3: Deployment and Workload, Summer Weekends

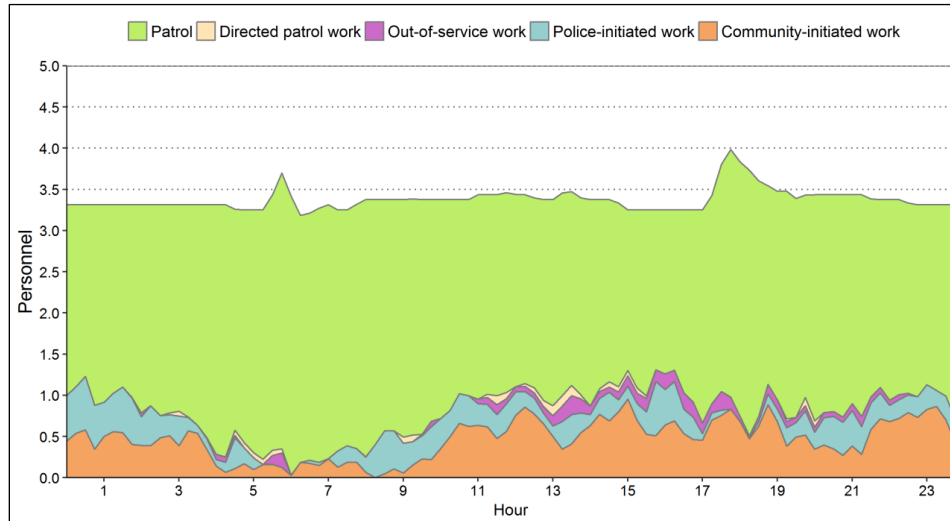
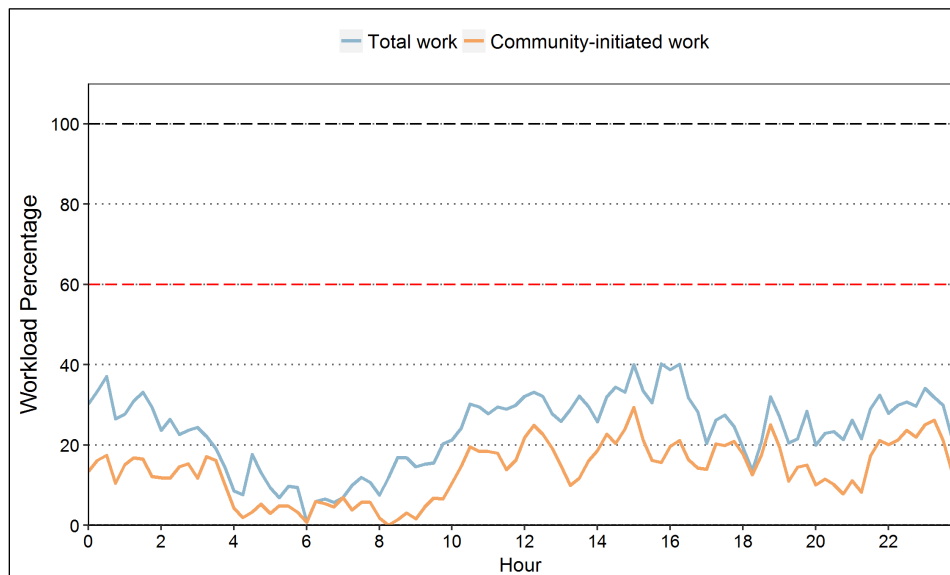


FIGURE 3-4: Workload Percentage by Hour, Summer Weekends



Workload v. Deployment – Weekends, Summer

Avg. Workload: 0.8 officers per hour
 Avg. % Deployed (SI): 24 percent
 Peak SI: 40 percent
 Peak SI Time: 3:00 p.m.

Figures 3-3 and 3-4 present the patrol workload demands and SI for weekends in summer. The workload never exceeds the 60 percent threshold. The SI ranges from a low of below 5 percent around 6:00 a.m. to a high of 40 percent at 3:00 p.m., with a daily average of 24 percent.

FIGURE 3-5: Deployment and Workload, Winter Weekdays

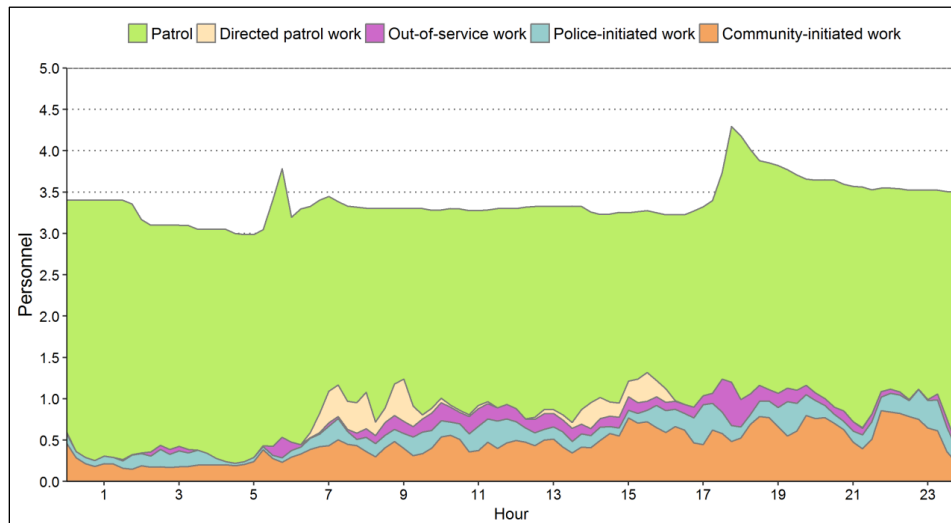
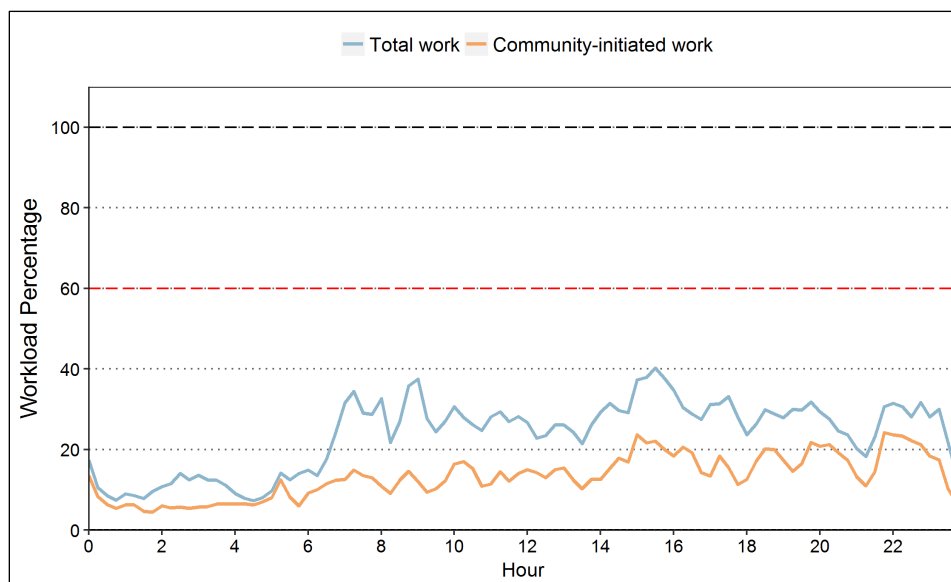


FIGURE 3-6: Workload Percentage by Hour, Winter Weekdays



Workload vs. Deployment – Weekdays, Winter

Avg. Workload: 0.8 officers per hour
 Avg. % Deployed (SI): 24 percent
 Peak SI: 40 percent
 Peak SI Time: 3:30 p.m.

Figures 3-5 and 3-6 present the patrol workload demands and SI for weekends in winter. The workload never exceeds the 60 percent threshold. The SI ranges from a low of approximately 10 percent at 1:00 a.m. to a high of 40 percent at 3:30 p.m., with a daily average of 24 percent.

FIGURE 3-7: Deployment and Workload, Winter Weekends

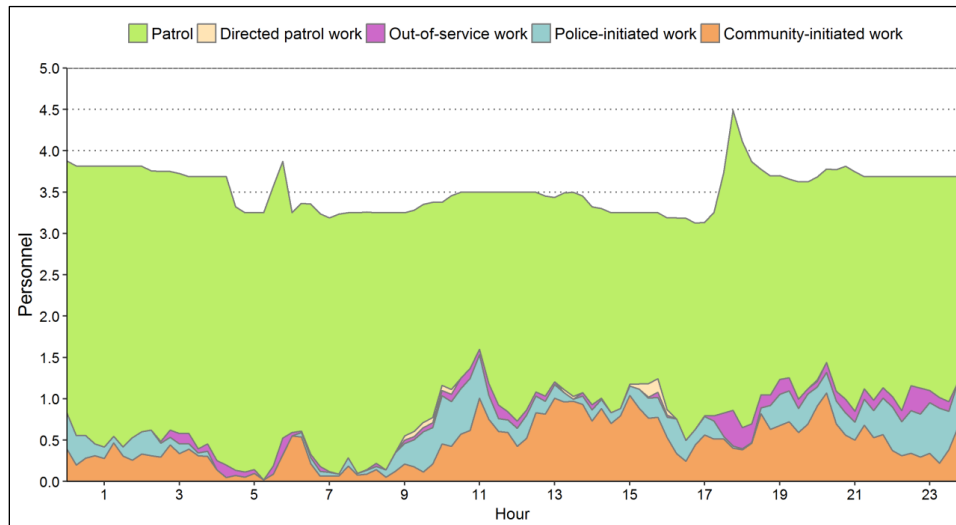
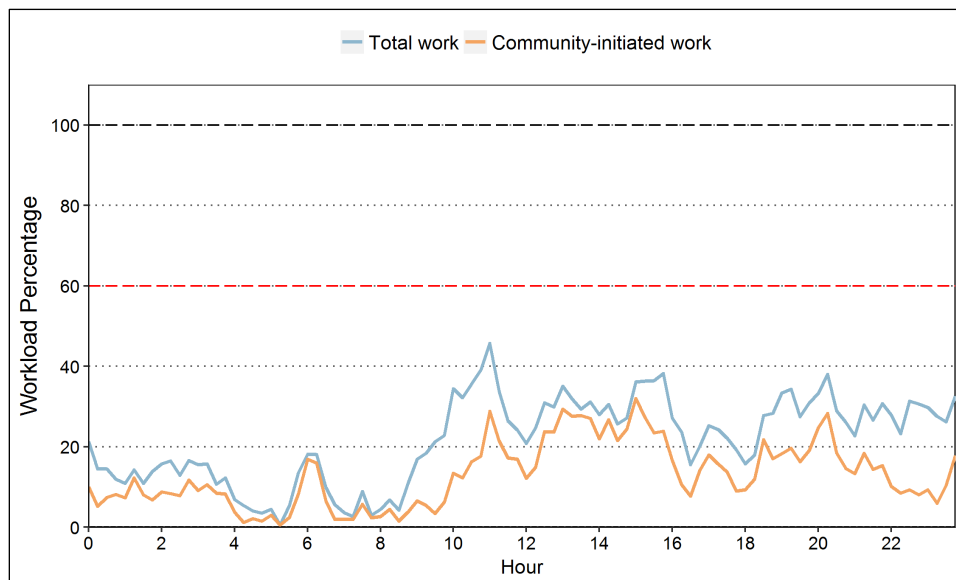


FIGURE 3-8: Workload Percentage by Hour, Winter Weekends



Workload v. Deployment – Weekends, Winter

Avg. Workload: 0.8 officers per hour
 Avg. % Deployed (SI): 22 percent
 Peak SI: 43 percent
 Peak SI Time: 10:45 a.m.

Figures 3-7 and 3-8 present the patrol workload demands and SI for weekends in winter. The workload never exceeds the 60 percent threshold. The SI ranges from a low of below 5 percent numerous times during the day to a high of 43 percent at 10:45 a.m., with a daily average of 22 percent.

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

TABLE 3-3: Summary of Workload and Deployment

| | Winter Weekdays | Winter Weekends | Summer Weekdays | Summer Weekends |
|-----------------------|------------------------|------------------------|------------------------|------------------------|
| Avg. Workload: | 0.8 | 0.8 | 0.7 | 0.8 |
| Avg. % Deployed (SI): | 24% | 22% | 21% | 24% |
| Peak SI: | 40% | 43% | 35% | 40% |
| Peak SI Time: | 3:30 p.m. | 10:45 a.m. | 10:15 p.m. | 3:00 p.m. |

From an organizational standpoint, it is important to have uniformed patrol resources available throughout the day to deal with issues such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

The above figures indicate an efficient deployment of personnel accompanied by low levels of workload throughout most of the day. As Figures 3-2, 3-4, 3-6, and 3-8 illustrate, except for the early morning hours (between about 1:00 a.m. and 6:00 a.m.), the workload-to-staffing-ratio for community-initiated work is fairly uniform at about 20 percent. A 20 percent SI is an easily manageable workload and the patrol function in Mill Creek has ample resources to meet this demand. The uniformity, or stability, of the SI line demonstrates that sufficient personnel are available during the times they are needed. Large swings, or spikes, in these figures would illustrate an inefficient deployment of personnel. That is not the case, and the conclusion can be drawn that the shifts are staffed appropriately. The shifts being balanced from a personnel perspective has important bearing on potential staffing decisions that face the department.

The main concern, from a staffing perspective, that faces MCPD is not having enough patrol resources to meet demand. Even under a policy of responding to every CFS received from the public, the MCPD has enough resources on patrol to meet that demand. The problem is that, despite the level of demand, there must be a bare minimum number of officers to operate safely. Currently, the MCPD imposes a shift minimum of three officers working on patrol. This is an appropriate level and the department should require that this minimum be met at the commencement of each shift, as is the current policy. This does not preclude temporary assignments during shifts. However, reducing patrol staff even further to two or one officers at any time is generally not recommended.

A low level of deployment inhibits officers on patrol from engaging in proactive policing. They must remain available to back each other up and respond to emergencies. For example, officers will be hesitant to investigate suspicious circumstances if they know they are only one of two officers/units on patrol. What if they get tied up? What if they make an arrest? Then the other unit on patrol has no support. Therefore, officers will be reluctant to engage crime, disorder, and traffic situations unless directed to by a CFS. Solving problems, community engagement, proactive policing, etc. are all stifled under low deployment levels. Thus, a low deployment level could be a problematic situation for Mill Creek.

Sergeants are assigned to every patrol squad, and one corporal is assigned to each "A" shift squad. The sergeants and corporals, among other duties, provide supervision of patrol operations. When a sergeant is working the sergeant is in charge, if no sergeant is working and a corporal is working, the corporal is in charge. However, when neither the sergeant nor the corporal are assigned to work, the senior officer on duty is assigned to supervise patrol for the

shift. This is termed the officer-in-charge (OIC) model of supervision. CPSM recommends that the OIC model of shift supervision be eliminated. The MCPD should ensure that a supervisor, that is, a sergeant or corporal, is assigned at all times to supervise patrol operations. Having a sergeant or corporal assigned to each shift will improve supervision and command and control of emergency incidents as well as provide a greater protection against liability for the city.

Spatial Representation of Demand

The figures presented previously (Figures 3-1 through 3-8) provide a thorough examination of the service demands placed on the MCPD during different times of the day and week. In addition to these “temporal” demands, it is also possible to illustrate the “spatial” demands on the MCPD. Examining the spatial demands permits the exploration of where incidents are occurring.

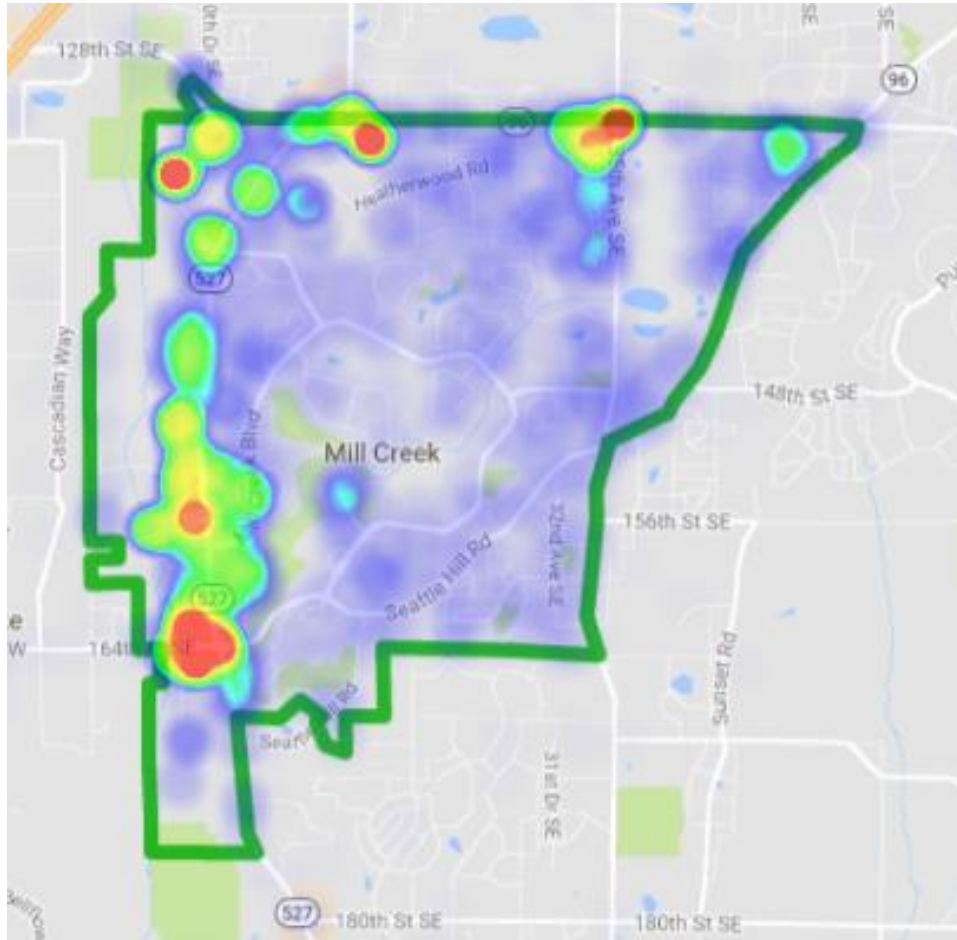
As can be seen in Figures 3-9 and 3-10, there are several distinct incident “hot spots” in the community. Retail, commercial, and traffic conditions command a great deal of attention from the MCPD. There are numerous discernable hotspots in this area, as well as sizeable concentrations of CFS in other retail and commercial locations throughout the city. This comes as no surprise, as these areas are vibrant and well-traveled part of the community and presumably would demand a large share of attention from the police department.

Each one of the actual “hot spots” in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion's share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion. For example, the MCPD could work with private security at shopping centers to minimize theft, which would minimize the demands placed on patrol resources. Patrol officers could also work in collaboration with property managers to minimize problems caused by disorderly tenants or housing complexes. Similarly, the department could work with the commercial establishments in the community to regulate activities more aggressively.

Later in this report, CPSM recommends identifying Strategic Response Leaders (SRLs). These leaders would be the patrol sergeants acting as team leaders and directing efforts at community hot spots. As the workload data suggest, officers on patrol are only committed to CFS about 25 percent of the time. The other 75 percent of their time not committed to CFS could be directed at these locations in an organized and focused way under the leadership of their squad sergeant. With geographic accountability and the freedom of time away from handling CFS, the additional resources, directed in this way, could have an enormous positive impact on crime, disorder, and traffic conditions in the community.

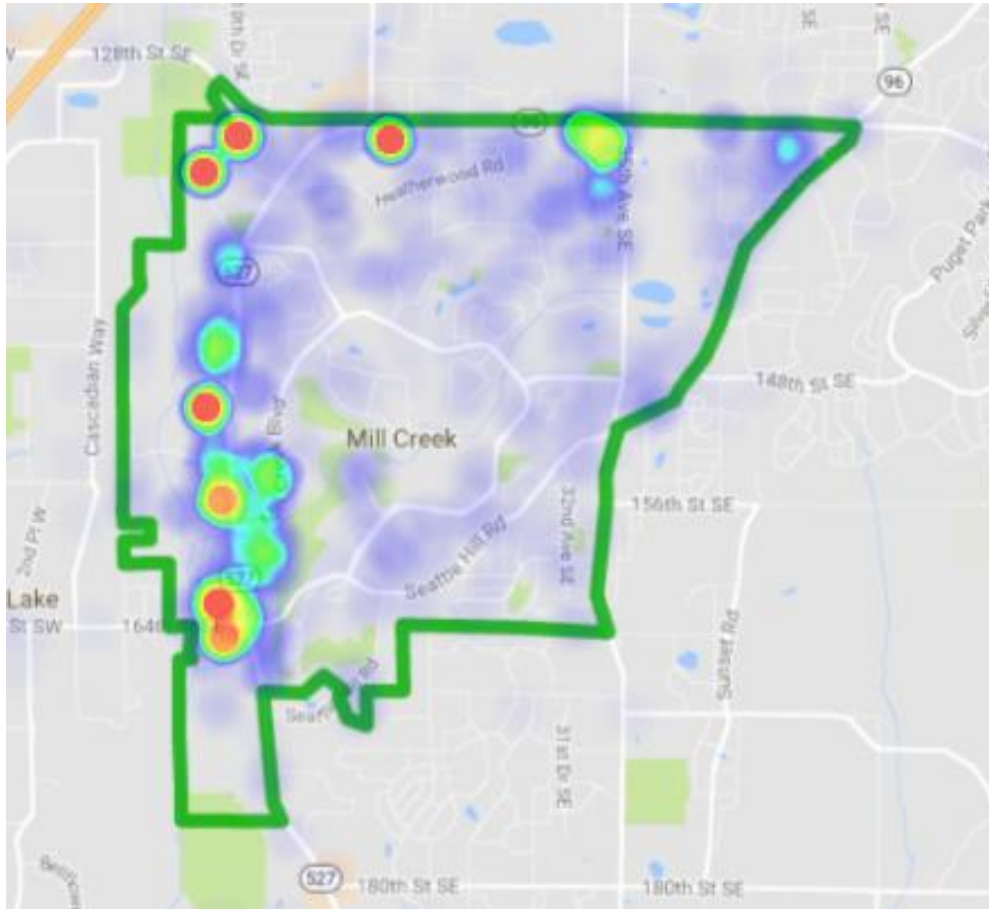
To support this effort, the MCPD should consider creating a nonemergency call system. Calls not requiring an immediate response of the police could be routed to the nonemergency system and a message could be left by the caller for the SRL to handle at the appropriate time and day. This system would have the added benefit of removing these types of CFS from patrol officers and would keep officers available to handle emergencies and provide back-up for one another. Social media can be leveraged for this process as well. Members of the community could be encouraged to communicate their nonemergency issues via social media, which would be monitored by the MCPD, and the SRL could respond accordingly.

FIGURE 3-9: Spatial Representation of Other-initiated CFS (Red > 80 CFS)



| Runs | Location | Place |
|------|-----------------------------------|----------------------------------|
| 437 | 13510 NORTH CREEK DR | Heatherwood Apts |
| 122 | BOTHELL EVERETT HWY / 164TH ST SE | Bothell Everett Hwy / 164th area |
| 109 | 926 164TH ST SE | Quality Food Center |
| 104 | 2002 132ND ST SE | Lowes area |
| 98 | 132ND ST SE / 35TH AVE SE | 132nd/35th area |
| 88 | 16320 BOTHELL EVERETT HWY | McDonald's/Shopping area |

FIGURE 3-10: Spatial Representation of Crime CFS (Red > 30 Crime CFS)



| Runs | Location | Place |
|------|---------------------------|-----------------------------------|
| 89 | 13510 NORTH CREEK DR | Heatherwood Apts |
| 40 | 2002 132ND ST SE | Lowes area |
| 37 | 16304 BOTHELL EVERETT HWY | Shopping area |
| 33 | 15024 MAIN ST | LA Fitness area |
| 33 | 13401 DUMAS RD | Monterra in Mill Creek Apartments |

Appropriate Patrol Staffing

Taking into consideration the demand for police services and the concept of the saturation index, appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The MCPD's main patrol force is scheduled in 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. Each shift is supervised by a sergeant, and the "A" shifts currently each have a corporal assigned. The number of sworn officers assigned to each squad is the same. At the time of the site visit, each of the squads had four sworn officers assigned. Table 3-4 presents the combination of personnel assignments and shift strength.

TABLE 3-4: Patrol Strength by Shift

| Shift | | Sgt. | Cpl. | PO | Total |
|------------------|---|------|------|----|-------|
| Day: 0600x1800 | A | 1 | 1 | 2 | 4 |
| Day: 0600x1800 | B | 1 | 0 | 3 | 4 |
| Night: 1800x0600 | A | 1 | 1 | 2 | 4 |
| Night: 1800x0600 | B | 1 | 0 | 3 | 4 |

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options. The length of the shift is secondary to the application of that shift to meet service demands.⁴

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

On the negative side, a 12-hour shift configuration with four equally staffed squads then results in a constant and fixed level of patrol staffing throughout the day. Service demands vary, peaking and waning at predictable times of the day. With a constant supply of personnel and a variable demand for their services, daily there will be both a surplus and shortage of resources, depending on the time of day. Also, with a four-squad configuration a "silo" effect is often created. The natural rotation of this shift configuration creates four separate squads that do not interact often, thus creating personnel "silos." Similarly, it is difficult to communicate between the "silos" and between the squads and the executive management of the department.

In its totality, however, the patrol shift schedule in the MCPD is efficient. The best possible shift configuration appears to be the 12-hour, 4-squad model currently in use. All squads, however, should have both a sergeant and a corporal assigned.

The MCPD currently divides the city into two patrol beats. The demarcation line between these beats roughly divides the city in half. With this configuration, one officer is assigned to each beat

⁴ Karen L. Amendola, et al, The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing (Washington, DC: Police Foundation, 2012).

at all times, with an additional supervisor (sergeant or corporal) on patrol. In the event both the sergeant and corporal are working along with just one officer, the officer and corporal would have beat assignments and the sergeant would supervise patrol.

Traffic Enforcement

The MCPD details two officers to traffic enforcement. The officers are assigned to day squads A and B. One officer is designated as a “motor” officer and is assigned to a motorcycle as weather conditions permit. The other officer is an accident reconstruction specialist and drives an SUV. The assignment of traffic officers to existing patrol squads and not to a stand-alone unit makes sense. The degree of traffic conditions in Mill Creek and the availability of resources do not warrant or permit the deployment of a specific unit to traffic duties. Developing the capacity in this manner is a nimble approach to the need for a robust traffic control presence in the community. Traffic undoubtedly generates the most complaints from the community so having a dedicated resource makes sense. Also, providing officers professional development opportunities through traffic education and enforcement is a good thing for morale and personnel development. The department should be commended for taking this approach.

This system, however, is not without concerns. Currently, the traffic personnel are counted as part of the minimum manning for patrol staffing. This means that on certain days the “motor” officer will count toward the minimum and get assigned to a beat. CPSM recommends that this deployment policy be discontinued. Instead, the specialized traffic duties should only be assigned once the basic patrol staffing needs are met. Once the basic supervisory and beat coverage needs are met then the traffic officers may be deployed.

In addition, the creation of the traffic detail allows the MCPD to leverage these officers to enhance the entire traffic safety posture of the agency.

The following table illustrates a three-year history of traffic accidents in Mill Creek. During this period total traffic accidents remained stable, remaining at approximately 22 collisions per month. Similarly, fatal collisions and injury collisions have also been stable during the last three years.

TABLE 3-5: Accidents in Mill Creek, 2015-2017

| | 2015 | 2016 | 2017 up to 8/24 | 2017 Annualized |
|-----------------------|------|------|-----------------|-----------------|
| Fatal Crashes | 1 | 2 | 1 | 1 |
| Injury Crashes | 78 | 78 | 50 | 75 |
| Total Crashes | 262 | 260 | 175 | 263 |
| Monthly Crash Average | 21.7 | 21.8 | 21.9 | 21.9 |

In general, traffic safety is improved by the rigorous application of the three “E’s”: enforcement, education, and engineering. The MCPD needs to embrace this philosophy and incorporate it into a strategic traffic safety plan. The department is dedicating resources to the problem, which is a good thing. The current focus of these officers, however, is strictly on traffic enforcement. Their focus should remain upon education and engineering as well.

Other units of the MCPD can be leveraged in support of these functions. For example, the SRO could be utilized to conduct traffic safety seminars in the schools. Similarly, patrol personnel could be given fixed responsibility for certain intersections with a high incidence of accidents.

Patrol officers should continue to develop engineering recommendations (signage, pavement markings, etc.) based upon their knowledge of the area and traffic patterns and submit them to the traffic division for evaluation. The point here is not to burden the limited resources of the traffic officers, but to prioritize their time, diffuse the responsibility of traffic safety throughout the department, and leverage the specific expertise of all personnel involved.

The MCPD could incorporate a performance management approach (using traffic data to drive deployment and enforcement decisions) toward traffic accidents and injuries to include more robust education directed towards high-risk drivers as well as redesign of high-risk roadways. The traffic officers would develop the plans necessary to focus the effort of the rest of the department. This approach would entail the creation of written traffic safety plans, developing monthly reports using traffic crash data to identify times/days/locations/causes of traffic crashes, and holding patrol shifts accountable for implementing this plan.

For example, driving while intoxicated is undoubtedly a source of numerous accidents and accident injuries in the community. The traffic officers are assigned to the day shift, which is likely not the time of day that sees most DUI incidents. CPSM is not recommending that the officers change their shifts into the early morning hours. On the contrary, the recommendation is for these officers to accomplish analysis and planning, and have the enforcement efforts carried out by other operational units in the department.

Technology on Patrol

The MCPD equips each patrol vehicle with a wide array of technology that is on par with industry standards in this regard. Each marked patrol vehicle is equipped with a mobile digital terminal capable of accessing the CAD and RMS systems. Vehicles are also equipped with radar and electronic ticket printers. Each car is also equipped with a heavy-weapons rack and officers can mount such weapons inside the vehicle.

Three pieces of widely used technology are not present in patrol units: audio-video systems, automatic license plate readers, and automated external defibrillators (AEDs). Recent research has shown that license plate readers are very effective tools for apprehending auto thieves and recovering stolen vehicles. These instruments cost around \$20,000 to \$25,000 per device, but can check license plates almost ten times faster than an officer manually checking license plates. Their use can result in double the number of arrests and recoveries of stolen vehicles.⁵ Agencies that employ LPR technology report that over the next five years they plan on increasing the deployment of these devices to equip approximately 25 percent of their patrol cars. It is strongly recommended that the MCPD implement this technology and install an LPR in at least one marked patrol car in the city.

Patrol vehicles are not equipped with automated external defibrillators (AEDs). AEDs are designed to be simple to use for first responders, and their use is taught in many first aid, first responder, and basic life support (BLS)-level CPR classes. The deployment of AEDs in marked police vehicles would greatly enhance the life-saving capabilities of the department. These inexpensive (less than \$2,000 each unit) and easy-to-use devices would be a tremendous asset to the MCPD and deployment is strongly recommended in at least one vehicle on patrol at all times.

In-car audio-video systems have been in use in policing in the United States for decades. These systems record interactions between the police and public during a wide variety of circumstances. Recently, police departments have been deploying body-worn cameras on

⁵ Police Executive Research Forum study of LPR effectiveness in the Mesa, Ariz., police department.

officers on patrol. The utility of these devices is still unknown. As the application of these devices evolves more will be learned; however, it is anticipated that either in-car or body-worn cameras on officers on patrol will at some point be standard equipment. CPSM understands that the MCPD piloted the use of body-worn cameras in the past and has put the implementation of these devices on hold. It is recommended that the MCPD revisit the use of these devices.

Recommendations:

- Maintain the current patrol shift work plan.
- Discontinue the officer-in-charge (OIC) model of patrol supervision and ensure that a supervisor is on duty at all times.
- Expand and enhance the duties and responsibilities of the traffic officers to include a strategic approach to traffic safety.
- Deploy one LPR and one AED on patrol at all times.
- Explore the use of in-car or body-worn cameras

SECTION 4. INVESTIGATIONS / COMMUNITY RELATIONS

The MCPD relies on a unique integration of investigations and community relations under the authority of one sergeant. The sergeant supervises two detectives who investigate criminal complaints made to the MCPD, supervises the school resource officer, and manages the department's community and public relations initiatives. In addition, the sergeant is also responsible for numerous other administrative duties not related to his primary role.

This position, currently called the "detective sergeant" is a misnomer. The detective sergeant is responsible for such a myriad of critical administrative functions (such as community outreach) that he does not have time to adequately oversee investigations. This is not a criticism, but a statement of fact. The investigative process is essentially undermanaged.

The sergeant is assigned to work from 0600x1600 Monday to Thursday. One detective works 0700x1700 Monday to Thursday and the other detective works 0600x1600 from Tuesday to Friday. No one is assigned to work nights or weekends. Also, there is no formally documented "call-out" policy for detectives to respond to critical incidents after working hours.

Detectives

The detectives are charged with the investigation of major crimes as well as other cases as determined by the sergeant. Personnel assigned to this division do an excellent job and should be commended for their efforts. Several opportunities for improvement are offered to improve the function of this unit.

TABLE 4-1: MCPD Caseload, 2015-2017

| Position | 2015 | 2016 ⁶ | 2017 – Jan. 1 to Aug 21 | 3 Year Average | Monthly Average | Current OPEN Cases |
|----------|------|-------------------|-------------------------|----------------|-----------------|--------------------|
| DET #43 | 57 | 41 | 34 | 49.7 | 4.12 | 12 |
| DET #40 | 73 | 50 | 38 | 60 | 5.03 | 11 |

Having an investigative function that does not provide coverage 24x7 can present disadvantages. Ideally, investigative personnel should be available at all times to immediately respond to crime scenes. The size of the investigative section, however, limits this ability. The MCPD does not have enough personnel resources to staff the detective division around-the-clock. Not doing so limits the department's ability to respond quickly to crime scenes. Oftentimes, the difference between making an arrest and solving a crime is the timeliness of the response by an investigator. To address the absence of detectives on duty during weekends, patrol supervisors have the authority to "call-out" personnel to investigate serious crime. Considering the number of detectives and the low levels of violent crime, the MCPD does not appear hampered by the lack of around-the-clock investigative coverage. The current deployment of personnel appears sound and is leading to acceptable outcomes.

⁶ 2016 case totals were tabulated at the time of the CPSM site visit on September 8, 2016.

Efficient case management processes rely on evaluating solvability factors. The case management process in the MCPD employs an evaluation of these solvability factors to determine if a case will be assigned. The detective sergeant is exploring the use of the New World records management system to automatically apply these factors; however, in the short-term, the cases are being given an appropriate degree of scrutiny before assignment to an investigator. In other words, the MCPD does not just assign every case for follow-up. Appropriate triage is done on cases as they are recorded and only the ones needing follow-up get assigned to a detective. Cases without leads (no solvability) get closed. This is sound case management and the department should be commended for implementing such a process.

The MCPD assigns "workable" criminal complaints to investigators for follow-up. The result of this policy is a low caseload per investigator. Table 4-1 indicates that full-time detectives in the MCPD get about five cases assigned every month. Det#40 has the highest case assignment with about 5.03 cases each month since January 2015. Det#43 has the lowest case assignment with about 4.12 cases per month. The current open caseload of the detectives is 12 cases and 11 cases, respectively.

There are no absolute standards to determine appropriate caseload for police detectives. One murder investigation could occupy the time of several detectives for months, and on the other hand, one detective could handle hundreds of theft cases in a similar period. The International Association of Chiefs of Police, however, suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. Other sources suggest that departments should staff one detective for every 300 UCR Part I Index Crimes recorded every year. In 2015, Mill Creek recorded 412 Part 1 Index Crimes (21 violent crimes and 391 property crimes). According to both these benchmarks, the MCPD is staffed appropriately. This workload is manageable, and detectives have ample time to dedicate to investigations. While the workload in and of itself does not dictate the need for two detectives, it is impossible to run an investigative function with only one detective. Two detectives comprise the bare minimum number required, and the MCPD has the appropriate number of detectives assigned to this function. No change in personnel or operations is recommended.

One opportunity for improvement that might be considered is to be more rigorous in closing investigations once they are opened and all investigative leads have been exhausted. There are very few mechanisms in place to manage the investigations after they are assigned. The unit is close-knit and interacts daily; therefore, there is no indication that cases are "falling through the cracks." However, more rigorous oversight of the progress of investigations would make things even more efficient. For example, benchmarks could be set and tracked relative to investigations. Limits could be set on the amount of time to contact the complainant, file the first follow-up report, interview victims/witnesses, close a case, etc. Currently, there are no standards in place, which means, among other things, a case could remain open for a long time after investigative leads have been exhausted. Again, there is no indication this is occurring, but no way of knowing either. A more rigorous approach in this area would be beneficial.

The MCPD has lower than expected clearance rates for reported crimes. The clearance rate is the relationship between reported crimes and persons arrested for those crimes. It is an important measure of the overall effectiveness of a police department and an important measure of the performance of an investigative unit in a police department. According to the FBI UCR program, a law enforcement agency reports that an offense is cleared by arrest or solved for crime-reporting purposes when three specific conditions have been met: 1) at least one person has been arrested, 2) the person has been charged with the commission of the offense, and 3) the person has been turned over to the court for prosecution (whether following arrest, court summons, or police notice).

In its clearance calculations, the UCR program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in any calendar year may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense exceptionally. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means: The agency must have identified the offender; gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution; identified the offender's exact location so that the suspect could be taken into custody immediately; or encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

TABLE 4-2: MCPD Clearance Rates, 2015

| Crime | Mill Creek | | | Clearance Rate, Comp. Pop. (10,000-24,000) | Mill Creek Comparison |
|--------------------|------------|------------|------|--|-----------------------|
| | Crimes | Clearances | Rate | | |
| Murder | 1 | 1 | 100% | 59% | HIGHER |
| Rape | 2 | 0 | 0% | 36% | LOWER |
| Aggravated Assault | 12 | 7 | 58% | 52% | HIGHER |
| Robbery | 6 | 1 | 17% | 28% | LOWER |
| Burglary | 72 | 8 | 11% | 13% | LOWER |
| Larceny | 281 | 28 | 10% | 21% | LOWER |
| Vehicle Theft | 38 | 3 | 8% | 13% | LOWER |

Table 4-2 shows that the MCPD clearance rate for most categories of crime is lower than departments with communities of similar size. The margins are not drastically different, but it does serve to point out that the overall crime clearance process in the MCPD lags that of its peer communities on this benchmark.

Crime clearances are not the sole responsibility of the investigative function. Research has shown that effective preliminary investigations by officers on patrol during the initial report of the crime are critical to the success of clearing that crime. The previous discussion about patrol workload revealed that there are ample resources to meet demand generated by CFS and there is ample discretionary time for officers on patrol. It is recommended that the response and preliminary investigations of crime complaints be scrutinized by patrol supervisors. It appears that a more rigorous approach might be applied on these types of CFS and a more rigorous and thorough preliminary investigation could be conducted. This would alleviate some of the workload faced by detectives and undoubtedly result in greater clearance rates.

One example of this is the collection, analysis, and investigation of evidence at crime scenes. The current practice in the MCPD is for patrol officers to collect physical evidence at crime scenes. The department does not have the resources nor level of demand to warrant a specialized crime scene function; therefore, the responsibility naturally falls upon the patrol officers to conduct these investigations. Officers are trained and equipped to collect latent prints, DNA, take photographs, etc. at crime scenes. However, there is no process in place to evaluate the effectiveness of these investigations.

In addition, patrol officers should get more involved in ongoing criminal investigations. Officers on patrol will undoubtedly do a better job with their preliminary investigation if they know they will be involved in the latter stages of that investigation. For example, if an officer collects information during their preliminary investigation that leads to the identification of a subject, that officer should be included for the search for that subject. Officers on patrol should be keenly aware of all the wanted persons and people with active warrants, but being engaged in the apprehension of a specific person they helped identify is rewarding. It will make the patrol officer's job more interesting, invest them in the investigative process, and encourage them to do thorough and complete preliminary investigations.

School Resource Officer

The MCPD details one officer as a School Resource Officer (SRO) assigned at Henry M. Jackson High School and Heatherwood Middle School. The high school has approximately 2,600 students and the middle school has approximately 1,000 students within Mill Creek. These schools are part of the Everett school district. The school district makes payments to the city to offset the cost of the SRO's salary.

The SRO works with other SROs and supervisors from the Everett district and the county on school-based youth programs. We were informed that the department's SRO has "excellent contacts with the school district." In the event of an incident, such as a robbery of or by a student, "lots of communication and coordination takes place." The SRO regularly attends regional meetings of SROs. School district employees periodically attend these meetings as well.

The SRO focus is on crime that affects school safety and school issues that concern the community. The primary duties of the SRO are to patrol the schools and certain district/school-sponsored events or activities to identify, investigate, deter, and prevent incidents involving weapons, violence, harassment, intimidation, youth gang involvement, and similar activities.

The SRO serves as a positive role model for students, creates a link between law enforcement and the students, and is a resource for parents, staff, administration, and students on law enforcement and community problems.

This position adds value to the overall operation of the department and provides a measure of security to the community at the local schools. Continued participation with the school district with this program is recommended. Currently, the SRO is assigned administratively to the investigations/community relations sergeant.

The department has worked with city schools and other agencies to perform large-scale regional training events such as tabletop exercises, active shooter training, and "traditional lockdown drills."

Recommendations:

- Across the country, SROs have proven to be an effective means of providing for public safety within schools, while developing and maintaining strong positive relationships with the community. The MCPD should continue to assign and utilize the SRO going forward.
- As part of the department's efforts to develop a multiyear strategic plan, the SRO must work to develop a specific school enforcement plan with measurable goals and objectives.
- The SRO must attend and actively participate in all monthly staff meetings.

Task Force Participation

The MCPD does not participate in any local investigative task forces. Snohomish County currently staffs a regional drug/gang task force (SCRDGTF) and an auto theft task force (SNOCAT). These collaborative investigative teams add value to crime reduction efforts and can offer many benefits to a participating agency. Other departments engaged in such task forces find that they pay for themselves through forfeiture funds. More importantly, the participating departments can access greater investigative and intelligence resources and can have a greater impact on crime reduction and disorder control. Having a representative on a regional task force would also align with the new operational philosophy discussed later.

SECTION 5. DEPARTMENT-WIDE ISSUES

COMMUNITY POLICING / COMMUNITY RELATIONS

The department does not presently have a distinct community policing plan or program. Rather, community policing has been adopted as a department-wide philosophy. The department is currently engaging in numerous community outreach efforts.

However, community policing goals are not clearly articulated or evaluated as they relate to crime-fighting and crime reduction efforts. This should be viewed as an operational deficiency. Failure to have an articulated and measurable community policing plan makes it difficult to direct and assess the department's various efforts to establish and maintain productive partnerships with the community. A robust community policing program with clearly defined and measurable initiatives should be a prominent feature of a multiyear departmental strategic plan. This should be considered to be the next logical step in the department's development of an effective community policing program.

In addition to their traditional crime fighting and traffic control duties and responsibilities, every effort should be made to encourage and ensure that patrol officers actively engage the public. During site visits, the consultants learned that the MCPD currently enjoys a great deal of public support. This is indeed laudable. However, such relationships must be actively maintained and cannot be taken for granted. Community outreach and engagement are vital elements of modern American policing and these efforts must occur in a coordinated manner. In light of the relatively low rate of violent crime in the Mill Creek community, officers should focus their efforts on proactive community policing efforts. These efforts should be carefully planned and monitored by supervisors.

The consultants were advised that MCPD patrol officers have engaged in "park, walk, and talk" efforts in the past. These are directed patrols whereby officers are required to periodically exit their vehicles and perform brief foot patrols in designated areas. Officers are directed to advise their dispatchers when these patrols commence and conclude and to carry portable radios while they are away from their vehicles. Areas for these patrols are carefully selected to optimize the opportunities for citizen engagement and to address identified problems. Areas such as public parks, schools, or commercial areas are ideal locations for park, walk, and talk patrols. Officers performing these patrols could also perform useful tasks such as conducting security surveys of commercial and residential premises or preparing an inventory of video cameras located throughout the community and which provide coverage of public sidewalks and roadways.

Despite the lack of a clearly articulated comprehensive community policing plan or strategy, the department does frequently engage in this type of policing and has experienced success with various initiatives. Indeed, the most difficult stage of implementation has already been accomplished, making officers and supervisors understand and internalize the philosophy and undertake meaningful outreach efforts. For example, when asked who was responsible for attending various community meetings one member of the department indicated, "everybody." That is apparently the case as both supervisors and patrol officers routinely attend these meetings "depending on who is working at the time." Members of the department have also conducted K9 demonstrations and a variety of outreach efforts at public events, such as the annual Mill Creek Festival. The previously mentioned park, walk, and talk efforts are also

noteworthy. These efforts must, however, become more focused and be coordinated more effectively.

The consultants were advised that the MCPD previously utilized a bicycle officer as part of its community policing efforts. The community of Mill Creek appears to be particularly well-suited for this type of assignment because of its robust trail system. We were informed that the bicycle officer performed his patrols “year-round” and that he had particularly “close interactions with people.” One member of the department referred to the bicycle officer as a “very visible ambassador for the department.” It would greatly benefit the department to have a cadre of bike certified officers who get assigned to this duty when needed.

There are 11 community block watch groups within the city. MCPD personnel actively engage with these groups.

CPSM has noted in many of its prior studies that some police departments that create a stand-alone community policing unit find that patrol officers believe that they have been divested of any responsibility for engaging in traditional community policing efforts. Patrol officers and their supervisors sometimes come to believe that the community policing function is reserved just for this unit, and that patrol officers have little to no obligation to undertake traditional community policing efforts while assigned to patrol. This is obviously a negative dynamic that severely restricts a department’s ability to actively engage the public and to build and maintain strong relationships. This sentiment can be corrected with proper supervision and open channels of communication. There is much that can be done by patrol officers to contribute to the department’s community policing efforts.

Simply stated, the department has not properly integrated community policing into its ongoing crime-fighting strategies. Efforts to develop and improve community relations are indeed useful and necessary, but a true community policing program must be based upon joint problem-solving and addressing disorder and the underlying causes of crime in the community. These efforts should be undertaken strategically and coordinated with more traditional investigative and crime-fighting operations. As well, these efforts should be rigorously measured and evaluated.

The creation of Strategic Response Leaders (discussed elsewhere in this report) will do much to accomplish this. A variety of resources, including technical assistance and training materials, are available from the U.S. Department of Justice’s Community Oriented Policing Services (COPS) Office.

The MCPD must make every effort to ensure that the community policing philosophy of active public engagement and collaborative problem-solving continues to be embraced by all patrol officers and their supervisors. A park, walk, and talk program would do much to communicate the department’s commitment to this style of policing.

The Chief actively participates in community outreach efforts and a variety of regional, state-wide, and national professional associations. For example, he is currently the president of the Snohomish County Sheriff and Police Chiefs Association (SCSPCA). The Chief hosts monthly meetings of this group and represents the association on a radio system request for proposal committee. He also works with representatives from the Snohomish Emergency Radio System (SERS) and allied agencies on a project to secure funding for a countywide radio upgrade.

The chief is the co-chair of the Washington Association of Sheriffs and Police Chiefs’ (WASPC) small-agency committee. The group works on training and resource projects for issues that affect law enforcement agencies the size of the MCPD. The chief also attends monthly meetings and events sponsored by the Mill Creek Business Association (MCBA) and has occasionally presented

at these meetings. The chief also attends the Mill Creek Community Association's (MCCA) monthly meetings as an occasional presenter. The chief is also a member of the International Association of Chiefs of Police (IACP) and the Washington Public Employees Labor Relations Association (WAPELRA).

The department conducted a Citizens' Police Academy in May 2017. It was apparently very well received. Several of the program's graduates are currently working to establish a citizens' patrol program.

Recommendations:

- As the department works to develop a multiyear strategic plan, it should strive for collaborative development of a specific community policing plan. This plan should include measurable goals and objectives for the department as well as for specific units. Citizen representatives should be engaged during the development of this plan; members of the newly designated Chief's Advisory Council (mentioned elsewhere in this report) should certainly take an active role.
- Recent research strongly suggests that effective community policing strategies require an overarching strategic planning framework or platform to be effective. As Gill, et al., (2016) note, "Community policing requires change at more than just the ground level. A "true" implementation of community policing requires full organizational commitment and changes to leadership, structures, information sharing, and decision making" (p. 5). In other words, effective community policing requires a departmental strategic plan (p. 6) and monthly staff meetings.
- Implement and closely monitor a park, walk, and talk program for all patrol officers performing shifts during the daytime and early evening hours whereby, during certain periods in identified areas, patrol officers (using handheld radios) exit their vehicles and patrol on foot to engage citizens and be visible. Close monitoring includes ensuring that officers properly document these patrols.

CRIME ANALYSIS / CRIMINAL INTELLIGENCE

The MCPD does not currently have a designated crime analyst. This should be considered a significant operational limitation that unnecessarily restricts the overall effectiveness of the MCPD's various crime-fighting, disorder control, and community policing initiatives. The MCPD is in a unique situation with the integration of the criminal investigations and community relations functions under one supervisor. This unique situation presents a unique opportunity for the department.

The department must be able to conduct thorough and more rigorous crime analysis and criminal intelligence gathering to support criminal investigations and crime reduction initiatives in general. The role of a criminal intelligence officer (CIO) can do much to improve the department's operations.

Currently, the department engages in little or no crime analysis and criminal intelligence. The patrol supervisors interact with each other at the change of shifts to communicate about emerging crime incidents, but the deliberate focus on analysis and intelligence is lacking. To support criminal investigations and crime reduction initiatives in general, the MCPD should conduct more thorough and more rigorous crime analysis and criminal intelligence gathering. Crime analysis and criminal intelligence are often conflated and thought to be the same thing. To put it in economic terms, crime analysis is analogous to counting your money, and criminal

intelligence is how you invest and spend it. Combining the two disciplines can provide a more accurate picture about where and when crime is occurring and what to do about it. A police department needs to do both and there is an opportunity in the MCPD to improve in this area.

The level of crime and nature of the community are such that the absence of criminal intelligence is not critical. The size of the community makes it possible for officers to generally know and understand crime trends without the support of sophisticated analysis. However, a more rigorous and focused approach that engages multiple stakeholders in the process, might yield substantial improvements to many facets of departmental operations.

The position would be responsible for preparing strategic crime analyses and trend reports, monitoring and tracking high-propensity offenders, developing and managing crime prevention programs, securing search warrants, training department personnel, making community and media presentations, exchanging crime information with surrounding agencies, and initiating proactive crime-solving strategies.

The duties and responsibilities for this position must be clearly articulated and should include a description of all studies, analyses, and reports that must be produced regularly. The department will not be able to leverage and actively use data within its various systems, and thereby act proactively and strategically, unless a variety of reports and analyses are produced in a timely and accurate manner. The department's current RMS (a New World product) has considerable crime-mapping capabilities that are not being used. The department also has access to Crime Mapping USA, an Internet-based product that is available via a countywide initiative. We were informed that this product is similarly not being used to its full potential.

The criminal intelligence analyst must work actively with the proposed Strategic Response Leaders (SRLs) to leverage the data contained in the department's information systems and to proactively guide future police operations.

An additional area of responsibility for this position, as well as for all detectives processing prisoners, would be prisoner debriefings. Every day people are arrested, booked, and processed in the MCPD headquarters facility. These individuals could potentially be sources of a wealth of information about the criminal activities in the community. Yet, no one in the MCPD speaks to them in a focused way to elicit this information. The detectives recognize the potential of this approach, but do not have the time to spend cultivating this information in a rigorous way, and more importantly, have no one or no unit to hand off any intelligence gathered to do anything with it. The MCPD is under-resourced to the extent that actionable intelligence would not be pursued. The CIO should have primary responsibility of not only interviewing (debriefing) prisoners processed by the MCPD, but also teaching other officers how to conduct an effective prisoner debriefing. Additionally, it would be the CIO's job to develop the questions and areas of inquiry to be broached with the arrested individuals. Keep in mind, the debriefing is not an interrogation about the crime for which the person is under arrest, but about other information they might know about. For example: Who is selling drugs? Where is stolen property "fenced?" Who is responsible for the most recent robbery or assault? Do you know anyone that steals cars? and so on. Asking these types of questions can produce valuable information, but if they are never asked, the information cannot be captured.

No member of the department has been designated to regularly perform traffic analysis; that is, to routinely query the department's RMS to analyze crash reports and identify geographic and temporal patterns that could guide enforcement efforts. Recommendations for performing these analyses and strategically guiding the department's traffic enforcement efforts are presented elsewhere in this report.

Recommendations:

- The department should designate, train, and support one uniformed member of the department to serve as criminal intelligence officer (CIO). The duties of this position could include debriefing prisoners, tracking recidivists, developing informants, securing search warrants, developing crime strategies, etc. In the alternative, either a sworn or nonsworn crime analyst should be appointed, trained, and supported.
- The department should also designate one sworn or nonsworn member of the department to perform traffic analysis. (Note: This should be a member of the traffic unit.)
- The criminal intelligence officer (CIO)/crime analyst must be charged with the identification and aggressive targeting of chronic problems; crime patterns; criminogenic hot spots; and "hot persons." The CIO should be directed to develop "actionable" analysis, that is, he or she should not simply identify what is occurring in terms of crime and disorder, but should determine when, where, how, and most importantly, why, these events are occurring. This information would be obtained directly from the department's CAD and RMS systems and would prove invaluable in terms of enabling patrol and investigative units to make effective operational decisions. The department should adopt and actively use DDACTS (data-driven approaches to crime and traffic safety) and/or other resources that are generally available through the Bureau of Justice Assistance (BJA). The BJA generally recommends that a designated analyst dedicate at least ten hours per week to the analysis of crime data.
- The criminal intelligence officer must become an active participant in all staff meetings and a partner in all planned investigative and tactical operations. It is imperative that the CIO receive timely and accurate feedback concerning all tactical plans that are formulated as a result of the information that he or she provides.
- To become operationally efficient, the department must clearly articulate the duties and responsibilities of both the CIO and the traffic analyst.
- The CIO should actively participate in professional development and should reach out to the International Association of Crime Analysts (IACA), the COPS Office, the Center for Evidence-Based Crime Policy, the BJA National Training and Technical Assistance Center (NTTAC), and NIJ's CrimeSolutions.gov for support in developing and maintaining his/her analytical skills.
- The department should consider utilizing COMPASS or an equivalent program to provide timely and accurate crime data to the community via crime maps to replace its current methods. The provision of timely and accurate crime maps to the community should be considered a necessity in terms of developing transparency and accountability for police operations (two characteristics that are strongly encouraged in the *Final Report of the President's Commission on 21st Century Policing* (2016) as well as the fostering of open communications with all segments of the community.

CRIME PREVENTION

Similarly, the department does not have a robust crime prevention program. In general, police departments across the country look at three elements of crime prevention to engage the community in creating its own public safety: crime reduction initiatives, community organization, and public information. In each of these areas the MCPD can leverage resources to foster a more positive relationship with the community and to address crime and disorder issues. The MCPD could consider more extensive use of residential security surveys, neighborhood watch programs, etc. The nature of the community in Mill Creek would make these programs easy to implement.

STRATEGIC RESPONSE LEADER (SRL)

The catalyst to make the crime analysis/intelligence/prevention initiative work is a position (or positions) in the department that can drive efforts in these areas. To accomplish this, it is recommended that the MCPD designate each patrol shift sergeant as a Strategic Response Leader. The SRL would be the “quarterback” of the patrol shift and would be charged with leveraging all available resources to reduce crime, disorder, and traffic accidents — informed by crime analysis and criminal intelligence — and be engaged with the community to coordinate crime prevention programs and community relations initiatives.

SRLs would not be responsible for conducting drug investigations or long-term follow-up criminal investigations, but would be a resource for the department to conduct proactive enforcement activity. This SRLs would work hand-in-hand with investigators and patrol officers to combat community problems. They would also be responsible for acting on intelligence and crime information to address patterns and trends emerging in the community. As discussed earlier, this team would be a resource to deploy at “hot spots” and to track and address “hot people” as identified by spatial crime analysis and recidivist monitoring.

The SRLs would also act as the enforcement arm of the MCPD. In addition, the SRLs would search for fugitives by locating and arresting people wanted or that have outstanding warrants. Clearly, there are limitations in the scope of this effort, and it is *not* recommended that their responsibility be to execute high-risk warrants or make tactical entries. However, there are numerous outstanding warrants and persons wanted for past crimes that currently are not being pursued. The SRL would be responsible for coordinating the enforcement of these warrants, which would undoubtedly improve crime reduction efforts in the community.

The SRLs would also work closely with the PSO personnel to enforce code violations. Oftentimes, the biggest concerns of the community involve code and parking violations. In addition, from a criminological perspective, disorder is thought to be linked to crime. Minor disorderly conditions, such as abandoned or dilapidated property, graffiti, littering, abandoned vehicles, etc. are thought to be the breeding ground of serious criminal offending. Therefore, correcting disorderly conditions not only addresses complaints from the community, it has the added impact of reducing serious crime.

RESERVE PROGRAM

At the time of the consultants' site visits, the department did not have a reserve officer program.

Apparently, the department had a reserve officer program from approximately 1993 through 1996. During that time there were approximately five or six unpaid certified reserve police officers.

Recommendation:

- The department should consider renewing its reserve officer program.

PUBLIC INFORMATION

Mill Creek conducts a centralized public information strategy. The city generally oversees and coordinates public information efforts on behalf of the MCPD. We were informed that “the city’s communications and marketing director has taken on about 98 percent of the responsibility for all press releases, etc.” CPSM concludes that the city’s communications team is professional and effective at developing and implementing communication strategies.

However, while the city’s resources and guidance are certainly helpful, it is necessary that the department take a more active role in developing and managing its own public information strategy. In other words, the department must “own” this strategy and these efforts.

The area of public information is a critical one. The access and use of instant means of communication is rapidly evolving the ways in which police departments communicate with the public. The public expects information rapidly, but departments are often not able to meet that expectation. Social media (Facebook, Twitter, etc.) are rapidly outpacing the ability of the police to provide information. Police departments around the country are now leveraging social media to their advantage. Information concerning school lockdowns, road closures, etc. can be provided to the public proactively, before the department becomes inundated with requests for information and updates.

Considering the relatively burdensome freedom of information laws in the state of Washington, it would benefit the department to develop and undertake an effective public information strategy.

The department does not have its own Facebook page or Twitter account. The city does, however, have a Twitter and Instagram account and the city’s communications and marketing team posts to these social media accounts on the department’s behalf. Social media has now become an essential feature of an effective public information program. It serves to inform and engage the public. CPSM strongly recommends that the department work with city officials and city communications professionals to thoughtfully develop its own social media outreach program, which would still be guided by the broader city-wide public information and community outreach strategy. Specifically, the department should designate, train, and support one member of the department to serve as public information officer (PIO) who would work closely with the city’s communications team. The communications team should make it a priority to train the PIO to develop and post messages to Twitter, etc. in a manner that is consistent with the city’s messaging.

A social media policy essentially uses available social media outlets to develop ongoing and two-way communication with the public about emerging events. This would benefit the police in the areas of public relations, crime prevention, and criminal investigation. Not only would this be useful in disseminating information about crime prevention and public events, but it would also be useful in receiving and developing information regarding criminal intelligence and public opinion.

The Social Media the Internet and Law Enforcement (SMILE) conference is meant to help departments use social media as a means of improving law enforcement and engaging the community. The fundamental concept of this organization is to develop social media as a tool to improve policing and prepare departments to avoid the negative consequences associated with social media. The MCPD should consider sending a representative to this conference to develop the MCPD social media policy that is embedded in the context of crime analysis, criminal intelligence, and crime prevention.

In recent years, efforts have been made to make the department's website an effective communication portal. CPSM reviewed the website and found it to be functional, informative, and relatively user-friendly relative to those of similarly sized police agencies. The website serves as an effective interface and source of information with the public. The website contains a message from the chief; a variety of useful forms and brochures regarding internet safety, how to avoid ID theft, domestic violence, child safety, etc.; a number of internet links and telephone hotlines regarding domestic violence; information regarding the Map Your Neighborhood disaster preparation program and workshops; information regarding the Snohomish County Take It Back Pharmaceuticals Program; how to obtain a concealed pistol permit (per RCW 9.41.070); and links to Crime Stoppers and CanYouID.me. A copy of the city's comprehensive emergency management plan is posted. CPSM has found that few police departments offer this information to the public via the department's website, but indeed they all should.

It is recommended that the website include a detailed organizational chart; a mission statement and expression of core values; and contact information for various units as well as all sworn and nonsworn members of the department.

The department also publishes a police blotter that presents aggregate numbers and types of calls for service received by the department, as well as a chronological listing of reports generated in response to calls. Dates, times, and locations are provided. Calls for service are not displayed in "real time," and posted data are approximately 10 days old. This is likely sufficient for Mill Creek, as it enjoys a relatively low rate of serious crime. Efforts such as these are an important means of conveying relatively timely and accurate information to the public, and doing so without revealing sensitive operational details.

Community members may also request public copies of police reports and records via the link to Request Tracker. This is a city platform for processing public records requests per RCW 42.56.520.

It should be noted that the department's website does have some interactive functionality. Certain forms can be obtained and downloaded electronically from the website, such as found property forms and property retrieval forms. Citizens cannot, however, file a police report electronically. As stated previously, this is a useful function that has proven to be an effective means of reducing many departments' total calls for service. The department should consider designing such a function for certain calls; for example, the simple theft of a bicycle from an open residential garage. Many police departments across the country have significantly reduced the number of their CFS by limiting their responses to only those instances where a uniformed officer is needed.

The department has been working with the city to enhance the overall quality and functionality of the website. A roll-out of the new website is scheduled to take place in November-December 2017.

The chief periodically provides "council alerts" to the City Manager and members of the City Council. The primary purpose of these alerts is to notify council members of "critical incidents" occurring within the city.

There is no formal Chief's Advisory Council.

Recommendations:

- The department should continue to work with the city to create and publish a multiyear public information strategy that includes clear goals and objectives for the department. This public information strategy should be linked to the department's overall multiyear strategic plan. The

strategic plan will coordinate the department's public information and community policing efforts.

- CPSM recommends that the department convene a group to develop and implement the multiyear public information strategy. This group should consist of members of the city's communications and marketing team, and approximately three individuals of various ranks in the department who would meet periodically to plan, develop, and implement a clear public information strategy for the department. It is important that uniformed members of the department take ownership of these public information initiatives and actively use them.
- The department should have one designated public information officer (PIO), who would serve on above referenced group and work closely with the city's communications and marketing team.
- The department's public information strategy should include clear goals and objectives including, but not limited to, the effective use of social media.
- To communicate the overall strategic plan and to solicit feedback from personnel, the chief should convene an annual "town hall"-type meeting of all sworn and nonsworn personnel. Many police departments throughout the United States have used this method as a vehicle for ensuring open communication within the department, particularly during times when the agency is undergoing a planned process of change. An agenda should be published in advance and the department's administration should solicit potential agenda items from all members of the department.
- CPSM recommends that the Chief establish a Chief's Advisory Group/Council. This group would be made up of community stakeholders such as local clergy, business leaders, school administrators, community advocates, etc., who would meet with the Chief perhaps on a quarterly basis to informally discuss community needs and police-community relations. Advisory groups of this type have proven to be extremely successful in many American police departments in terms of building trust and legitimacy by illustrating to community leaders that the department engages in procedural justice and fairness under the law.
- CPSM recommends that the department work with the city to undertake a comprehensive citizen survey that would be designed to gauge the opinions and perceptions of as wide a sample of the community as possible (that is, it would attempt to reach individuals who reside in the community, work in the community, or visit the community). Such a survey should be conducted every few years.
- CPSM recommends that the department seek the assistance of faculty from a college or university in the area and who can assist the department in the development of an appropriate survey instrument, administration of the survey, and analysis of findings.
- The department and the city should continue to actively monitor the results of the community survey that is administered by the department/city. If this survey is administered regularly, it could serve as a valuable "feedback device" for the MCPD when gauging the relative degree of effectiveness of its various crime-fighting and disorder control strategies.

TRAINING

The training sergeant is responsible for scheduling and recording officer training. The training sergeant has been in this position for approximately three years.

The department does not, however, have one sworn member who is designated as primary training officer. That is, the sergeant schedules and records training, but there is no sworn

member of the department who develops, plans, or routinely delivers training to members of the service. Ideally, the department would designate one individual to review the department's internal documents and to participate in command staff meetings to identify opportunities for training or retraining.

The department does not have a formal, multiyear training plan with specific training goals. Rather there is a training calendar and an attempt to simply "get the officers their [required] hours]."

The department's training budget has remained relatively stable in recent years: it was \$39,093 in 2015; \$39,093 in 2016; \$40,000 in 2017; and is budgeted at \$40,000 in 2018. The training budget appears to be appropriate.

The department's RMS includes a package for training management. The majority of training records are maintained in a separate database. The department utilizes a program called MindFlash, which is a web-based training aid. Training lessons, materials, and updates are distributed electronically to all departments that are members of a training consortium. The training sergeant can assign a training module and officers will access and complete these assignments online within a certain time. The MCPD can deliver eight lessons per year in this manner.

The consultants reviewed the department's policy for the maintenance of training records and found that it is appropriate and consistent with those of other American police departments. The department can provide a breakdown by officer of how many hours of training have been received. Alerts are generated for officers at risk of not completing required training in a timely fashion.

The department headquarters building has several rooms suitable for the delivery of in-service (i.e., in-house) training to its employees.

Guidelines and procedures for selection and appointment were reviewed and found to be appropriate.

The department does not have a particularly robust recruitment program. One member of the department suggested to the consultants that "we [the department] don't really hire a lot." The recruitment function is performed by a private company, Public Safety Testing, with which the department has contracted for recruitment services. This company will advertise positions, then administer a written examination and conduct the physical agility tests. Applicants take a standard examination for police departments in the region, indicating which departments they wish to be considered for. When the MCPD is ready to hire, it is provided with a list of individuals who have passed the exam and have indicated an interest in the MCPD. Recently, the department was provided with a list of approximately 20 individuals. Of that group, seven individuals responded and were interviewed. All of them passed the interviews, and background investigations were conducted. Two people were eventually hired as police officers. These individuals were undergoing recruit training in the police academy at the time of the consultants' site visits.

Recently, a decision was made to move the recruitment function "in-house" (that is, no longer outsourced) with good results. These efforts should be continued.

The city of Mill Creek will also announce and advertise police officer positions as they become available.

Criminal background investigations of applicants are performed by MCPD detectives.

Recruit Training

Recruit training is sponsored. That is, once an individual is hired by the MCPD the recruit's academy training will be paid for by the department.

Candidates may attend recruit training at a Basic Law Enforcement Training Academy (BLEA) at state-operated police academies located in either Spokane or Burien, Wash. The majority of MCPD hires attend the Burien academy. The curriculum is developed and approved by the Washington State Criminal Justice Training Commission. The curriculum includes 720 hours of training over a 19-week training period. Courses include criminal law and procedure, traffic enforcement, cultural awareness, communication skills, emergency vehicle operations (EVOC), firearms, crisis intervention, patrol procedures, criminal investigation, and defensive tactics. Student officers are required to complete BLEA training within six months of date of hire. Upon graduation, they are certified as police officers. Officers must complete required continuing training to maintain certification.

Field Training / Police Training Officer Program

Upon completion of academy training, probationary officers are assigned to a period of post-academy field training. The department refers to this as "PTO" training and follows what is known as the "Reno Model" of training. The Reno Model is a "problem-based learning" program based upon the community policing philosophy and is described as "the latest modification of the Police Training Officer (PTO) Program that was sponsored by the Department of Justice COPS Office as an alternative to the FTO model." (See the website of The Hoover Group of Reno.) Police departments throughout Washington state have adopted this model. This model has been endorsed by the Criminal Justice Training Commission (CJTC) of the state of Washington. The MCPD has been using the PTO model since 2009. The majority of American police departments currently still utilize the standard field training (FTO) program referred to as the "San Jose Model."

At the time of the consultants' site visit the department had approximately eight officers and supervisors who are certified PTOs. The day-tour sergeant is currently the PTO sergeant / supervisor.

The PTO program lasts for 15 weeks and is broken into specific phases. It begins with a one-week integration (i.e., orientation) period. It is followed by four specific phases of instruction and evaluation. Phase A focuses upon nonemergency response and includes specific activities such as: shoplifting calls; assaults; animal complaints; vehicle lockouts; welfare checks; parking complaints; identity theft; suspicious persons; witness and suspect statements; mentally ill subjects; domestic violence; media relations; death investigation; report writing; etc.

Discussion points linked to specific sections of the training manual are also included.

Phase B focuses upon emergency response and includes a variety of specific activities, Phase C focuses on patrol activities, and Phase D focuses upon criminal investigations. All phases of instruction require training officers to complete a coaching and training report for their student. "Coaching and training reports" are prepared at the end of each training work week. Training officers are also required to complete an electronic PTO journal for each day of training. This ongoing journal takes the place of daily observation reports (DORs) that are prepared during standard field training programs.

Student officers are also required to keep a journal throughout phases A through D. The student journal is reviewed by the training officer and placed in the electronic PTO training files. This

assists in documenting the training of student officers. The MCPD does not currently require trainees to perform either the problem-based learning exercise or the neighborhood portfolio problem assignment referred to in the PTO training materials. A one-week final evaluation concludes the training period; a board of evaluators is convened at the end of the PTO cycle. This board makes a final recommendation to the PTO sergeant and the Chief of Police regarding the employment status of each trainee. The board will recommend whether to retain, retrain, or terminate each trainee. When the trainee has successfully completed the program, and is a solo officer, he/she is provided the opportunity to evaluate the training officer(s).

The online forms and reports used to document and evaluate the performance of training officers were inspected and found to be well-structured and appropriate for their intended use. An evaluation guide is provided to establish standards and performance expectations. The department tries to assign probationary officers to several different PTOs during the officers' various phases of training.

All the department's PTO training and evaluation materials were reviewed and found to be clearly written, comprehensive, well indexed, and appropriate for their intended purpose.

The department's PTO training materials and related policies and practices concerning the training of probationary officers generally meet or exceed those of similarly sized American police agencies.

Members of the department generally expressed satisfaction with both the quantity and quality of training delivered/received via the program.

Recommendation:

- The orientation provided to trainees by records techs should be enhanced. It is likely that operational efficiency will be improved if nonsworn records techs have greater access to officers early in their careers.

In-service Training

The Washington CJTC mandates that officers have a minimum of 24 hours of in-service training every year to maintain certification as a police officer. This 24-hour total includes mandatory recertification in such areas as firearms use.

The department has a relatively robust training program. In-service classes are typically delivered at police headquarters. They are delivered by both certified MCPD trainers and by outside instructors such as local prosecutors. As part of the mandated 24 hours of annual training, MCPD officers attend "Police Skills Refresher Courses." These training days will typically address several topics, such as legal updates, impaired driving enforcement, blood-borne pathogen safety and awareness, first aid, domestic violence, hazmat, etc. The department also conducts its own defensive tactics training for uniformed officers.

The consultants were advised that "most MCPD officers complete a total of 48 hours of training each year." Officers are provided a wide array of training courses from which to choose.

Officers attend quarterly firearms training in handgun and patrol rifle. The department utilizes the Snohomish County firearms range for all weapons recertifications. The detective sergeant also serves as the department's range master.

At the time of the consultants' site visit, the department had two qualified firearms instructors within the department (the detective sergeant and one other officer). Ideally, the department

would have a third firearms instructor. At the time, the department and the officers' collective bargaining unit were addressing the issue of scheduling and shift changes for firearms instructors. Once this issue is resolved, it is likely that this position will be filled.

Ideally, all sworn personnel would address such issues when discussing their personal career paths with supervisors during their annual performance evaluations. Officers would be asked to indicate what type of advanced training they wish to undergo.

The department does not have a multiyear training plan with articulated training goals and assessment measures. Rather, it utilizes an annual training calendar or schedule. The consultants reviewed the 2017 training calendar and found it to include training modules related to mandatory recertifications in such areas as handgun and rifle qualification, CPR, etc. The calendar contained several other useful and timely topics.

There is no formal committee for soliciting potential in-service training topics. The solicitation and selection are rather informal.

A lesson plan is required for all in-service training lessons. The lesson plan must be submitted, reviewed, and approved by the training sergeant prior to delivery of the lesson. Lesson plans and all training materials, slides, and handouts are properly stored.

In addition to attending training at police skills refresher (PSRs) classes, officers also attend training at other police training facilities throughout the state.

In addition to regularly scheduled in-service training, the department frequently engages in "roll call" training. The MCPD engages in a practice of formal roll calls at the commencement of each patrol shift. During this time, patrol supervisors periodically provide updates and reviews concerning current operations, procedures, legal issues, etc. Information concerning recent events and activities is informally transferred during these periods and impromptu informal incident debriefing occurs after high-profile events. Roll call training does not, however, count toward the 24-hour state minimum training requirement.

If necessary, the department can immediately roll out training lessons via roll call training, the Lexipol training module, and internal e-mails.

Executive Development / Supervisory Training

Officers must attend a first-line supervisor's course upon promotion to the rank of corporal or sergeant. These courses, known as career level certification (CLC) courses, each consist of approximately 40 hours of training and are offered by the CJTC at the regional police academy in Burien. Of the three levels of CLC courses "only first-level supervisor and middle manager are mandated. Executive level is available to those who qualify" (Washington State CJTC website). All the department's sergeants have attended the first-line supervisor course. Three of the sergeants have also attended the middle management course.

Individuals seeking such training must identify an appropriate course and request permission to attend.

Recommendations:

- The duties and responsibilities associated with the position of "training sergeant/officer" should be enhanced. The training officer should take an active role in reviewing and reporting on both the quantity and quality of training received by members of the department. The training

sergeant should review all use-of-force reports, firearms discharge reports, department vehicle accident reports, and line-of-duty injury reports to identify training or retraining opportunities.

- The training sergeant must attend and actively participate in all monthly command staff meetings. The primary purpose of this participation will be to identify training opportunities and to report on current training efforts.
- The department should develop a multiyear training plan. This training plan should identify specific training goals and objectives for all sworn and nonsworn members of the department, and the plan should be incorporated into the department's newly created multiyear strategic plan. The department's training sergeant would be chiefly responsible for developing, reviewing, and revising the training plan as necessary.
- The department should create a training committee. This would be a body of sworn and nonsworn employees of various ranks, chaired by the department's training sergeant. The committee would consider the training needs of the department and set the agenda and specific training goals for the entire department. The training committee would also solicit ideas, identify operational problems and training opportunities, formulate specific training plans, and evaluate and report on the success of training received by members of the department.
- The department should include nonsworn personnel in the training committee. The training committee should consider and address the training needs of all members of the department.
- The training committee should assist the training sergeant in the development and review of a written, comprehensive, multiyear training plan. This plan should include distinct, measurable training goals for the entire department (i.e., for each of its units). It should be revised continually as necessary.
- The department should continue to encourage and actively support members of the department to apply to the FBI National Academy.

COMMUNICATIONS / DISPATCH

The department does not perform its own dispatch operations. Rather, it contracts with Southwest Snohomish County Communications (SNOCOM), which operates two dispatch centers in the county. Calls for service originating within the city are currently routed to one of the two dispatch centers, depending upon the location of the caller. The line of demarcation for the routing of 911 calls runs through the city of Mill Creek. We were informed that these two facilities are scheduled to merge into one communications center in January 2018.

Fees for these services are determined by assessments made by SNOCOM's executive board. The mayor of Mill Creek serves on SNOCOM's executive board.

Other south county small cities that contract with SNOCOM include Lynnwood, Mount Lake Terrace, Mukilteo, Edmonds, Brier, and Woodway.

The computer-aided dispatch (CAD) system operated by SNOCOM is a New World product.

Members of the department uniformly described a high level of satisfaction with the quality of dispatch operations provided by SNOCOM.

INFORMATION TECHNOLOGY (IT)

The department receives technical support from the city's IT manager. The IT manager estimated that he spends approximately 20 percent to 50 percent of his time addressing the needs of the MCPD. He is primarily responsible for the department's telephone system, servers, software, and other IT issues that arise from time to time. He has been a full-time employee of the city for the past three years, prior to that he worked for a private vendor that contracted with the city for IT services. At the time of the consultants' site visits, the department had no outstanding IT service contracts, as the IT manager performs all necessary services.

The IT manager attends semiannual regional conferences of professional IT managers from Washington state. IT managers from Snohomish County meet more frequently to discuss new trends and technologies.

Among his various duties and responsibilities, the IT manager performs software installation and updates to the department's desktop and laptop computers, mobile data terminals (MDTs) and scanners in patrol vehicles, etc. Patrol officers can scan drivers' licenses in the field and issue summonses electronically. None of the department's patrol vehicles are equipped with a license plate reader (LPR). The vehicle utilized by the corporal who performs commercial vehicle inspections is equipped with special software provided by the Washington State patrol to process inspections, citations, fines, etc.

The department's patrol vehicles do not have either dash-mounted video cameras or interior cameras.

MCPD patrol officers are not currently equipped with body cameras. The department engaged in a pilot project to study body cameras approximately four months before the consultants' site visit. The vendor (Viewu) performed an on-site demonstration and several units were employed on patrol during a training and evaluation period.

It should be noted that the state of Washington currently has particularly burdensome laws regarding public information requests. The department is attempting to move cautiously before it adopts a permanent policy regarding body-worn cameras. The department is also carefully monitoring the actions of the Washington State Criminal Justice Training Commission (CJTC) regarding this issue.

Absent body cameras, the department still generates a considerable volume of digital photographs and audio recordings in the normal course of business. The department utilizes a data management software program known as Access DME to store and manage these materials. Electronic still photographs from criminal investigations and audio recordings from interviews are uploaded directly into the system. The system is not yet capable of storing video evidence.

The MCPD does not have any surveillance cameras placed in public places in the city. The county has placed several video cameras at intersections throughout the city, but these are primarily for monitoring traffic flow, rather than for red light enforcement purposes. A monitor located in the patrol room displays still shots from these cameras that are posted on the state's webpage. These photographs refresh approximately every minute.

All laptop computers that are installed in vehicles (MDTs) have GPS chips in them. Both dispatchers and patrol supervisors can see the location of any unit on patrol. A monitor in the patrol room also continually displays "unit status" for all vehicles on patrol. The MDTs are

manufactured by Dell, and are model 6420XFR, which is a ruggedized laptop. They are scheduled to be replaced in the early 2019.

Work stations at the headquarters building were inspected. Desktop computers were found to be approximately eight to nine years old. The IT manager indicated that these units are scheduled to be replaced with newer models within the year. The department does not, however, have a formal replacement schedule for hardware.

The department's records management system (RMS) is also a New World product. In October 2015, the 52 agencies that utilize this system matched and merged their separate databases into one master database. MCPD detectives can access this database and review crime reports that are prepared by other police agencies utilizing this RMS. Data can be shared openly within the MCPD.

There are modules within the department's RMS that are presently being used for property and evidence management; report writing; gun permit applications and registration; investigative case management; personnel; and ticket writing. A variety of data analyses and reports can be performed on the RMS due to its mapping software capabilities. Patrol vehicles are equipped with software that ties into the statewide system for issuance of summonses. This statewide system electronically dumps data into the tickets and citations module of the department's RMS.

The department has its own file server, as well as a stand-alone server for the storage of photo evidence and "legacy RMS cases" (that is, older records for particular cases maintained in the prior RMS). An old closet located in the headquarters building is used as the server room. It was inspected and found to be suitable for its intended purpose, clean and well-maintained. Equipment inside this room operates the building's electronic key card system, telephone system, etc. There is also a backup system for all servers. This is a relatively small room that was inspected and found to be properly secured and equipped with a temperature monitoring system. The room is also equipped with a water sprinkler system for fire suppression purposes. It should be noted that such systems are inappropriate for equipment storage rooms, as water can severely damage this equipment. It is highly recommended that the water sprinkler system be either removed or disabled and that a waterless (i.e., Halon-type) fire suppression system be installed.

The police headquarters building is equipped with a generator. Battery backups are available for electronics systems, as it takes approximately 10 seconds for the generator to engage once power to the building has been cut. Desktop computers located at workstations also have battery backup.

There is a video camera system installed within the headquarters building. Two cameras are positioned outside of the building. Two cameras are in the lobby and one in the holding cell. These cameras feed to a monitor located in the patrol room. No member of the department is assigned to monitor these cameras. This camera system is approximately eight to nine years old and utilizes analog cameras. The department presently has no plans to upgrade this system.

The department's e-mail is on an exchange server hosted by the department on a city/police server. There is a separate server room at a police headquarters building. This room was inspected and found to be properly secured and well-maintained.

The department's telephone system was described as "functional."

When the consultants inquired about the department's current (Motorola) radio system, they were informed that there are several dead zones within the headquarters building. In these areas, officers are frequently unable to either make or receive radio transmissions. We were

advised that there are generally no other dead zones located in any areas throughout the city and that radio coverage is generally agreed to be "good out on the streets." Normally, the existence of transmission and reception dead zones in any community represents a significant public safety and liability threat to the municipality, its police department, and its personnel. However, as there are apparently no dead zones in any of the patrol regions, it is likely that this liability threat is somewhat diminished. Nevertheless, we were advised that some dead zones also exist within certain school buildings. This represents a more significant risk as the SRO, MCPD patrol officers, detectives, and their supervisors need the ability to communicate throughout all areas in all such structures. Every effort should be made to correct this condition in a timely fashion. It appears that a relatively straightforward upgrade of the repeater would be sufficient to resolve these issues and minimize the overall level of risk.

Department-issued telephones are provided to all sergeants, the SRO, the K9 officer, all detectives, the two traffic officers, and the Chief. Patrol officers are provided with department-issued telephones only while they are performing their shifts while assigned to specific patrol zones. These telephones are made by different manufacturers, but maintenance service is provided by Verizon.

Two officers are assigned to manage the department's radios.

There is no module in the RMS for police vehicle fleet maintenance.

Recommendations:

- Either disable or remove the water suppression system in the server room and install a waterless CO₂ (Halon-type) fire suppression system.
- The department should budget for and upgrade the repeater system inside the headquarters building to eliminate existing radio transmission and reception "dead zones" within the building.

RECORDS

The records unit is staffed by one records lead and three records techs. All records techs perform counter work at the front window which includes, among other things: responding to information requests and providing copies of police reports; processing gun permits; performing fingerprint services for members of the public (via a LiveScan machine that was obtained in July 2017 by means of a grant); performing pistol sale background checks; receiving and processing payments for parking and moving violations issued within Mill Creek (approximately 70 tickets per week) and entering information into a statewide program (SECTOR); forwarding contested tickets to the city prosecutor's office and the court; and processing freedom of information requests.

Police officers can prepare reports in the field via the "Mobile" program on MDTs in their vehicles. Once prepared, a report is available in Mobile for review by the officer's supervisor. Supervisors logging onto or using their system will be notified of all such reports awaiting review. Supervisors then check the report for accuracy and completeness. Once approved, the report is placed in "Mobile Merge," a holding area where it is again reviewed by a member of the records unit. If the record is incomplete or inaccurate, the records tech can return the report through Mobile to the officer and/or the supervisor for correction. Records techs can also correct the record themselves, and sometimes do. The incident-based reporting system (IBRS) error check occurs at the end of the foregoing process, after the record is already entered into

the LERMS/RMS. Ideally, the system would scan for errors prior to making a permanent entry in the RMS. This is what necessitates somewhat burdensome IBRS error checks. As this is a county-wide system, the department is unable to change the system. The department can, however, make every effort to remind its officers and supervisors of the importance of creating and initially reviewing these documents carefully to reduce the number of monthly IBRS errors.

Members of the records unit must also prepare a variety of monthly reports for the state and respond to a variety of information requests. For example, the records unit must respond to a monthly incident-based reporting system (IBRS) edit report. This is essentially an error report that is automatically generated (via preprogrammed error reports) indicating which of the records have been entered incorrectly. Members of the records unit must go into the department's RMS, retrieve these particular records, look up the specific error codes, and identify and correct any problems in order to "clear" them on this report. These errors must be cleared by the 15th day of the following month. This is apparently a very time-consuming process. It appears that there are several problems that are being made repeatedly by members of the service. Records personnel notify officers and their supervisors of these errors, but the total number of errors has not been reduced. Common errors continue to be made and corrections are necessary. This represents a needless expenditure of department resources.

Reducing the total number of IBRS errors each month should be an important organizational goal. The number of monthly IBRS errors should become an important performance metric.

Members of the records unit have provided training to newly hired officers who are undergoing field training. This is a useful effort that must be continued. It is also recommended that the records lead coordinate with the training officer to develop a concise "refresher course" for all officers, with particular emphasis on the IBRS problem-clearing process and how to avoid persistent errors. Records techs are quite knowledgeable about procedures such as firearms sale and transfer laws, as well as what types of documentation are required by prosecutors for particular cases. The department should avail itself of this expertise. As one member of the department indicated, "it's all correctable, it's about training."

As stated elsewhere in this report, the state of Washington has a particularly burdensome freedom of information law. The department recently was required to respond to such a request for all e-mails to and from [a particular officer] over a four-month period.

The department does not presently utilize college interns or volunteers to assist with administrative tasks. There are currently two volunteers who participate in the city festival, holiday parades/events, and National Night Out. Volunteers performed a total of 32 service hours during 2015, 59 hours during 2016, and 129 hours thus far in 2017.

We were advised that plans have been made to reintroduce volunteers in the near future.

The property and evidence tech / records lead is the department's terminal access coordinator (TAC). As such, she is responsible for providing and restricting access to the Washington state police information systems.

Over the past several years, the department has made a concerted effort to utilize electronic records rather than hard-copy documents. The department also follows a relatively strict document retention schedule. A record is made of all old hard-copy documents that are destroyed. As a result, today the department is almost entirely paperless. The department is currently scanning older hard-copy documents so that, once they are entered in the department's RMS, they can be destroyed. The department currently has very few paper copies left in storage. The department should be commended for its efforts in this regard.

The detectives maintain the department's sex offender registry.

The department presently has no procedure for allowing citizens to electronically file reports via email.

It should be noted that the detectives do not have an administrative assistant.

Recommendations:

- Most departments the size of the MCPD use an internal technology task force, and the MCPD should create such a group. This would be a group of sworn and nonsworn employees of various ranks who would be charged with meeting regularly to determine the department's current and future technology needs as well as any steps needed to ensure that the department remains current regarding technological advancements. The task force should meet on a regular schedule, and should: 1) identify the department's current technology needs (hardware, software, cameras, etc.); 2) identify any deficiencies of the department's current communications (i.e., CAD) and records management system (RMS); 3) revise and update the department's website, as necessary; and 4) make specific recommendations for improvements, where necessary.
- CPSM was advised that the city is currently developing a Technology Steering Committee. This committee will be charged with creating a technology master plan for all city departments. CPSM recommends that the department create its own internal technology task force that will then actively participate in this city-wide Steering Committee.
- The technology task force should be charged with developing a detailed, multiyear technology plan for the department. This plan would include a statement of current needs, as well as a detailed strategy for replacing old systems and equipment and acquiring new technology and equipment (software, hardware, etc.), adequately training personnel, and implementing a variety of advanced technologies to enhance organizational performance. This departmental technology plan must be integrated into the city's technology master plan. The technology task force should also be charged with field testing, evaluating, and reporting on any new technologies adopted or tested.
 - As stated elsewhere in this report, the state of Washington has a very liberal Public Records Act. It seems inevitable that the department will ultimately need to equip its patrol officers with body-worn cameras. Once they are made operational, these units will immediately generate an extremely large volume of video evidence that will be publicly available. To deal with this situation, the city of Seattle has apparently developed a public website so that members of the public can directly access video produced by that department's body cameras. The MCPD obviously cannot afford to do this. The department must therefore continue to actively monitor policy decisions and testing results from other law-enforcement agencies and the CJTC to determine what the most cost-effective and efficient option is for the MCPD. The department's technology task force should take a lead in this effort. The department clearly needs to have a plan prior to taking any material steps forward in this regard.
- The IT technician who is employed by the city and assigned to the department should serve on the department's technology task force.
- The task force should develop a formal replacement plan for the department's IT equipment and software. Once again, this plan must be consistent with the city-wide Technology Master Plan.

- Equipment upgrades should continue to be completed in a structured way, with adequate field testing and analysis prior to a structured roll-out.

PROFESSIONAL RESPONSIBILITY / INTERNAL AFFAIRS

At present, the Chief conducts all internal investigations. The Chief is also ultimately responsible for imposing any discipline that might result from these investigations.

In the event of a "significant" investigation, such as an allegation of potential criminality on the part of an MCPD officer, the Chief will refer the investigation to an outside agency.

CPSM believes that the role of internal affairs or professional standards supervisor is a critically important role. As a critical function, it is necessary to have redundant systems in place to ensure that every effort is made to actively manage the integrity of the department.

It is generally not advisable for a Chief, who is the determiner of discipline, to be conducting internal investigations. It is clear that the Chief has assumed this role due to the relatively lean supervisory ranks within the MCPD.

This role does not justify a full-time position; therefore, it is recommended that the Chief be relieved of this responsibility and that the role of professional standards supervisor be assigned to another supervisor at or above the rank of sergeant (in the event that a Deputy Chief is hired).

Patrol supervisors are charged with reviewing all use-of-force reports prepared by their officers, as well as monitoring for sick leave abuse. Use-of-force reports are recorded on a separate form which requires review from both a sergeant and the Chief. The Chief "looks for anomalies" regarding the events described in these reports. There is, however, a need for a more formalized, redundant system for secondary review by both a department training officer and a professional standards supervisor. It is important to initially determine and track what volume of incidents of use of force is to be considered baseline normal for the department from month-to-month and year-to-year.

The department's rules and procedures for the receipt, review, and disposition of civilian complaints were reviewed. They were found to be clear, comprehensive, and appropriate.

The department's policies and procedures regarding the discipline of employees (Chapter 26 of the MCPD Policy and Procedure manual) were reviewed and were found to be clear, comprehensive, and consistent with those of similarly sized police departments.

The department's policies and procedures regarding internal investigations were reviewed and were found to be clear, comprehensive, and consistent with those of similarly sized police departments.

A separate information system is utilized for managing internal affairs investigations. Access to this system is properly restricted.

The consultants reviewed the total number of internal affairs investigations conducted and civilian complaints investigated by the department of the past several years and found these totals to be consistent with those of similarly sized American police departments.

Annual performance reviews for police officers are regularly performed (every six months). Sergeants, however, have not been regularly reviewed. Indeed, several had not been reviewed for several years. This is a significant departure from best practices in American policing and

could be a liability concern. Performance appraisal forms were reviewed and were found to be specifically tailored to the police function. Separate forms are used for sergeants. These forms are currently being reviewed and revised. During this revision, the MCPD must ensure that forms adequately address key areas that are critical to the crime-fighting and community policing functions, such as problem-solving ability, decision making/judgement, etc.

The department has a clear policy regarding use of force and the recording and review of such incidents (by supervisors and the chief). The department's policies and practices in this regard are appropriate.

The department does not routinely administer its own community surveys.

Recommendations:

- The department should designate one supervisor at or above the rank of sergeant to serve as professional standards supervisor. This supervisor would report directly to the Chief and would perform a variety of integrity control, audit, accreditation, and inspection duties. Specifically, the professional standards supervisor would be responsible for receiving, reviewing, and investigating internal and external complaints against members of the service.
- The professional standards supervisor should also supervise the training, hiring, accreditation, and internal audit and review functions. In recent years, many American police departments of various sizes have combined traditional internal affairs functions into a comprehensive, more proactive unit or position charged with ensuring that proper procedures are followed and that professional standards are met in all phases of police work.
- The professional standards supervisor would personally review and revise the department's general orders and manual of rules and regulations on an annual basis. This review should be documented.
- The professional standards supervisor should be charged with reviewing all use-of-force reports that are prepared by sworn members of the department. This review should be documented, and a report of this review should be made annually.
- The professional standards supervisor should attend and actively participate in all monthly staff meetings.
- The professional standards supervisor should engage in a series of scheduled and random audits and inspections of equipment, records, practices, etc. This would include but would not be limited to a process whereby a small number of the department's records and forms are selected at random and reviewed by the professional standards supervisor for completeness, accuracy, and compliance with the department's rules and regulations. (Note: This would be in addition to the various measures that are currently taken to ensure the completeness and accuracy of information contained in the RMS system.) The professional standards supervisor should determine on a random basis whether officers are checking their voice mail and e-mail accounts each shift, and whether they are properly recording all time spent performing administrative tasks in the headquarters building. The department should develop, follow, and document a program of systematic and random audits and inspections of critical operations (calls for service response and dispositions, property receipt and safeguarding, line of duty and sick leave, etc.). The professional standards supervisor should be directed to plan, conduct, record, and regularly report the results of such audits and inspections.
- The professional standards supervisor should develop and coordinate a program for the periodic administration of citizen satisfaction surveys and telephone "follow-up" surveys.

- The professional standards supervisor should track and report the number and type of referrals made by supervisors or records clerks for incomplete or inaccurate record entries and should perform regular checks or audits for proper case/call dispositions and accurate CAD notes.
- The professional standards supervisor should develop and monitor a formalized employee suggestion program, whereby all uniformed and civilian members of the department would be able to offer suggestions for increasing operational efficiency.
- All duties and responsibilities of this officer should be clearly articulated in the department's policies and procedures manual.
- The professional standards supervisor must prepare annual and semiannual reports that convey meaningful data. At a minimum, these reports should actively track incidents and issues that may be related to police misconduct, such as: the type and relative number of use-of-force reports, civilian and internal complaints (and dispositions), department vehicle accidents, weapons discharges and use, arrest and summons activity (particularly charges relating to disorderly conduct and resisting/obstructing arrest), line of duty injuries, etc., that originate within the department. Rather than simply presenting aggregate numbers of such things as use-of-force reports or complaints, the reports should include a breakdown of type, place of occurrence/origin, etc. These reports should utilize a standard template and be used as a primary means of establishing baseline data and tracking progress towards stated organizational goals. The professional standards supervisor should report these figures at monthly staff meetings. Such a proactive analysis can also be utilized as an early warning system to identify members of the department who might be violating department policies or might require some other form of employee intervention.
- The professional standards supervisor should actively track all department vehicle accidents (not just "officer at fault" incidents), if only for retraining purposes.
- The professional standards supervisor should prepare and periodically deliver both roll call training and in-service training lessons to uniformed members of the department. These lessons should reinforce existing policies and procedures and should be used to reinforce what is considered professional and ethical conduct for police officers. The professional standards supervisor should work with patrol and detective supervisors to continually reinforce the type of professional conduct that is expected of all sworn personnel.
- It is recommended that the department review the forms that are used for the evaluation of the performance of its personnel and revise as necessary. These forms should be specifically tailored for each rank. The form should be modified to provide additional space for detailed narrative responses and specific annual goals. Annual goals must be articulated for all personnel (for example, a K9 officer, an SRO, etc.). The professional standards supervisor would be chiefly responsible for this task.
- The professional standards supervisor should be identified as the member of the service responsible for coordinating and implementing this report's recommendations.

PROPERTY / EVIDENCE MANAGEMENT

The property and evidence that is received by the department is processed and stored within the police headquarters building. The evidence and property storage room is located within a secured area of the building, adjacent to the evidence office. Entry to the property room can only be gained by the property and evidence tech / records lead and the Chief (who has a sealed key). Adequate steps are taken to maintain key control. A record is made of any individuals who visit the property room. The evidence and property technician / records lead

maintains a log that requires all authorized personnel who find it necessary to enter the secure area to note their name and sign the log noting their entry and departure time.

The door to the property room is alarmed but is not monitored by video surveillance equipment. A code is required to disengage the alarm. Adequate steps are taken to restrict access to this code.

The consultants noted that the door to the property room is not of a quality typically used to secure a police evidence room. Both the door and wall are of a relatively light construction for use in a secure area. Specifically, the sheet rock walls surrounding the door frame are quite thin and could be breached easily. It is recommended that this door and wall be properly reinforced.

There is an evidence processing area on the main floor the headquarters building. This "bag and tag" area was inspected and found to be suitable for its intended purposes. We note, however, that is not monitored by a video camera. Policies and procedures regarding the weighing and packaging of seized narcotics and the double counting of currency were reviewed and found to be appropriate.

Suspected illegal narcotics that come into the possession of the department are tested at the headquarters building by means of a narcotics identification kit ("NIK" test). Results of these field tests are recorded, items are entered into the department's property and evidence management system, and suspected illegal narcotics are sent to a police laboratory operated by the Washington state police in Marysville, Wash. Proper precautions are taken to ensure the chain of custody/evidence.

The property and evidence that come into the custody of MCPD officers during the normal course of police operations are placed into locked temporary storage lockers. These are secured "pass through" evidence drop lockers of various sizes that can be accessed by officers to deposit evidence into the property and evidence room 24 hours a day and any day of the week. These lockers can only be opened by the property and evidence tech / records lead to process and store the items. These lockers were inspected and were found to be properly secured and appropriate for their intended purposes.

Bar coding and scanning are now used for all items. Officers enter information directly into the property management program (Quick Evidence) and the property management module of the RMS. A barcode is printed and affixed to the package prior to delivery to the property storage lockers. The electronic property/management system was described as "very functional." At the time of our site visit, there were approximately 3,500 items in the system.

Upon physical inspection, the consultants noted that firearms that were being held by the department for "safekeeping" were in a cardboard box on the floor of the property room. These items were apparently in the process of being recorded prior to being placed in storage. Nevertheless, firearms should always be kept in a doubly secured area, that is, in a secured firearms locker somewhere within the locked property room. Failure to do so should generally be considered a liability and integrity risk as well as a variation from best practices in American policing.

Upon further inspection, the consultants noted that all other firearms and narcotics were generally placed in doubly secured areas within the property room. Internal spot audits should be conducted to ensure that proper procedures are being followed at all times.

Biological evidence such as DUI blood draws and "sexual assault kits" are maintained in a separate area.

It was noted that additional shelving in this room would be useful.

A private vendor, PropertyRoom.com, is used for the auctioning of older items of value (other than firearms) that no longer need to be held for evidence purposes. A portion of the profits from these sales are returned to the city's general fund.

The department utilizes an off-site evidence storage facility (an old home known as the Cooke property) to process and store motor vehicles. Abandoned or evidence vehicles are towed by a private towing company.

Periodic quality control audits of the property facilities are conducted by the Washington State Auditor's Office. Audits were conducted in 2016 and 2015. On each occasion, a representative from the Auditor's Office physically inspected the property room, logged onto the department's property management system, and randomly pulled several cases to ensure the accuracy and completeness of the records, as well as the proper maintenance and storage or disposition of all items. The department typically receives notice of these audits approximately 24 hours before they take place.

During the past five years the department has not conducted any of its own "spot" audits to ensure that all items are properly stored and accounted for and that all accompanying paperwork and electronic entries are complete and accurate. Spot audits of this type are a standard practice in most American police departments and they should, generally speaking, be conducted several times each year.

A complete (i.e., comprehensive) audit of all items in the possession of the department was conducted in 2014, when the property room was relocated and renovated.

All the department's procedures for property and evidence intake, storage, transport, and destruction were reviewed and were found to conform to or exceed all requirements of similarly sized American police agencies.

Firearms that no longer need to be retained for evidence or safekeeping purposes are destroyed at a smelter located in West Seattle. This occurs approximately once every 18 months. Approximately six law-enforcement agencies utilize this facility for these purposes and coordinate the joint destruction of all firearms. At least one sworn member of the service is present to witness the destruction of these firearms.

Seized narcotics that are no longer needed for evidentiary purposes are destroyed (burned) at a location in Spokane. This is done approximately once every three years. A sworn member of the service witnesses the destruction of these items.

Unwanted prescription drugs that are dropped into the secured (Med Project) container located off the lobby of the headquarters building are collected regularly (approximately every two weeks), properly secured and accounted for, and are regularly disposed of. Any of the department's records techs are authorized to take receipt of items from the public and place them in this container. A hazmat waste disposal company comes to the headquarters building, removes the sealed box that contains the collected items from inside this container, and replaces it with a new sealed collection box. The department's property and evidence tech / records lead is responsible for overseeing this process. The drug collection container is located behind a door in the fingerprint area.

The property and evidence tech / records lead is a member of a county-wide multi-agency response team (SMART) that responds to all police-involved shootings. The team is responsible for the investigation of all incidents resulting in the death or serious physical injury of an officer. Note:

Regarding our recommendations that the department's policies and procedures be updated and that the Lexipol policies be "customized to the MCPD," it is recommended that the policies regarding the SMART team be included.

Recommendations:

- As the evidence processing ("bag and tag") area is not monitored by a video camera, it is recommended that officers photograph seized narcotics as they are being weighed and processed. These photographs should then be uploaded onto the department's evidence software system.
- In addition to the audits presently performed by the department's property/evidence technician and the detective sergeant, the newly designated professional standards supervisor should periodically perform spot audits on narcotics, firearms, currency, and other items in the department's possession.

CODE ENFORCEMENT

The police support officer (PSO) has citation authority and can perform a valuable function in terms of accomplishing the department's various anticrime and public order maintenance strategies. It should be noted that the primary mission of the code enforcement unit is to obtain compliance, to reduce disorder, and to enhance the overall quality of life in Mill Creek, rather than simply generate revenue for the city.

CPSM concludes that the police support officer (PSO) currently performs a valuable function relative to municipal code enforcement and animal control. The PSO also assists with the department's community outreach efforts.

As noted previously, this individual is uniformed but unarmed (she carries less than lethal weapons but not a firearm). During the consultants' site visits it was noted that the PSO uniform is strikingly similar to that of police officers. As the PSO is unarmed, we view this as a liability and safety concern. From a risk management standpoint, it is not advisable for the PSO to perform her duties in public dressed in a manner that is virtually indistinguishable from a police officer.

More significantly, as part of her normal duties and responsibilities, the PSO frequently performs prisoner transport throughout the state. Some of these trips are quite lengthy. While prisoners (many of whom are suspected felons) are restrained and the transportation vehicle is properly equipped for such transports, the PSO performs these duties alone. She has neither a partner nor a firearm during these trips.

CPSM believes that this practice should be discontinued, as it represents both a liability and public safety risk. Either the PSO should be armed or prisoners should be transported by an armed officer (at least one).

Recommendations:

- As stated elsewhere in this report, it is highly recommended that the department create a position of Strategic Response Leader (SRL). As such, every effort should be made to coordinate all code enforcement efforts with the department's overall crime-fighting and disorder abatement strategies and initiatives.
- A specific code enforcement/disorder control strategy must be developed and incorporated into the department's overall strategic plan. The PSO will play a vital role in this effort.

- The department should work with the city to develop a chronic false alarm abatement program. Chronic false alarms represent a needless waste of department resources. This would entail enactment of a false alarm ordinance that would mandate fines for chronic false alarms at commercial and residential premises. A graduated scale of progressively higher fines can be used to achieve compliance by property owners. CPSM can provide the city with a model program/ordinance.
- A comprehensive parking enforcement strategy should also be developed and integrated into the MCPD's multiyear strategic plan.
- The department should work with the city and the Department of Public Works and Development Services to review and update ordinances and enhance penalties for noncompliance, where appropriate, to achieve the department's overall disorder control strategy.
- There appears to be no general need to arm PSOs with firearms. However, prisoner escorts should require an armed PSO or police officer.
- The PSO should adjust her work schedules and rotate shifts as necessary. At the very least, the PSO should not be limited to performing shifts exclusively during the workday when homeowners are unlikely to be at home. To maximize effectiveness, the PSO should regularly work evening hours.
- The department should provide PSOs with professional uniforms, radios, vehicles, etc. that clearly identify them as city employees performing the code enforcement function. For their personal safety and to maximize their effectiveness, PSOs must be quickly and easily recognized when entering or approaching private property. Their uniforms must, however, be clearly distinguishable from those of armed police officers. The department should therefore identify a small internal committee to design and purchase a more appropriate style of uniform for PSOs.

ORGANIZATIONAL MANAGEMENT, PERSONNEL

Leadership Team

Consideration should be given to forming a working group made up of a representative cross-section of employees (sworn and civilian of various ranks and titles) to explore important issues. This team would act in an advisory role only and could be instrumental in developing policies, identifying shortcomings in existing policies, and helping to communicate policy changes to the rank and file in a more effective manner. Creating such a group would enable the department to leverage an already positive work environment and establish greater communication within the department and greater ownership of problems that are likely to arise. Clearly, there are no "magic bullets" that will solve all problems faced by a department. However, with an open dialogue and a collaborative effort between the employees and the administration, the best possible solution can be achieved with the understanding that the employees of the MCPD are truly supported and respected by the city and the community.

Police departments around the county have used this approach to improve many facets of organizational life. Departments have attempted to increase employee participation and organizational communication by instituting employee advisory groups that augment the

traditional chain of command.⁷ Employee advisory groups have been around for a long time, but too often they receive little attention or support. However, some agencies have taken employee involvement well beyond the employee advisory stage by devolving significant decision-making authority to frontline employees via leadership teams. Involving employees in tactical level decisions concerning their everyday work lives can contribute to higher morale, process improvement, and organizational innovation. Such arrangements can be used to effectively tap street-level knowledge and inherent workforce creativity, teach team skills, and groom future leaders for the organization. Use of employee advisory groups can also help engage the workforce and build “ownership” in the department.

It is important for the Chief to improve, expand, and coordinate internal communications; create additional feedback loops; encourage empowerment at all levels; and better incorporate the rank-and-file employees into the lifeblood and the fiscal stewardship of the Mill Creek Police Department.

Personnel, Organizational Management

One of the most critical improvement opportunities for the MCPD is the creation of an executive leadership position to support the Chief of Police. The chief needs support to manage the department, to assist in leading personnel, and assistance confronting the myriad demands place on him every day. Currently, the chief has five sergeants as direct-reports and is the primary administrator for the department.

To manage all the necessary processes in place in the department, the chief relies on assigning “ancillary duties” to sergeants. In a positive sense, these responsibilities demand that sergeants engage in the management of the department, make them aware of organizational demands, and make them more invested in the department. On the negative side, the more time spent on ancillary duties means the less time spent on their primary responsibilities. Anecdotally, the sergeants report that the ancillary duties often overwhelm their primary duties, and they may spend more time managing and coordinating processes than leading officers on patrol.

An executive leader assigned to assist the chief can alleviate many of the problems identified above. Removing some of the administrative burden from sergeants will free up their time to drive crime reduction and community relations programs in the community. This position would also benefit the chief in many of the same ways, which would allow him to concentrate on strategic direction and leadership.

CPSM firmly believes that the appointment of a Deputy Chief is warranted at this time. This appointment would do much to build administrative and supervisory capacity, enhance the overall quality of operations, and provide the department with a more strategic orientation towards its work. The department could choose to make no further alteration and leave the command structure as is other than this appointment.

However, it is likely that the appointment of an additional administrative corporal or sergeant might also be warranted, as this would likely do much to relieve the detective sergeant of his myriad current duties (which encompass supervision of detectives, training, supervision of the PSO, oversight of the department’s community relations/community policing initiatives). A newly appointed administrative corporal or sergeant could assume some or all the following

⁷ See Todd Wuestewald and Brigitte Steinheider, “Shared Leadership: Can Empowerment Work in Police Organizations?” *The Police Chief*, 73:1 (January 2006), 48–55; see also Todd Wuestewald and Brigitte Steinheider, “How to Implement Shared Leadership: Advice from the BAPD Leadership Team,” *The Police Chief*, 73:4 (April 2006), 34-37.

responsibilities: serve as primary training officer, oversee community relations/community policing efforts, coordinate the new volunteer program, supervise the SRO, perform the role of public information officer (PIO), perhaps serve as crime analyst/criminal intelligence officer (CIO), and work with the newly appointed Deputy Chief to prepare the department for state and national accreditation. This would enable the detective sergeant to play a more active role as the detectives' supervisor and also serve as professional standards officer (PSO).

The consultants believe that several of the above duties can be appropriately assigned to individuals at the rank of corporal. However, during our site visits, one member of the department said, "corporal is a temporary assignment; until it is a full civil service position, you can't expect them to supervise." We were also informed that when the last sergeant's examination was announced, "only two [individuals] applied." If these comments are an accurate reflection of the MCPD's current culture, it is likely that a sergeant would be more appropriate for these positions (perhaps with the exception of crime analyst/CIO).

We should note that CPSM believes it is indeed possible to fill some of the support services roles discussed above with a nonsworn position, provided this individual possesses a great deal of professional experience and supervisory skills. Many American police departments the size of the MCPD have utilized nonsworn individuals for mid- and senior-level managerial positions like this, with great success. However, a nonsworn supervisor cannot and should not supervise support services if it encompasses criminal investigations or the direct supervision of uniformed personnel. It is the opinion of CPSM that nonsworn managers should not supervise or directly oversee investigative or patrol operations.

Recommendation:

- Incorporate a leadership team concept made up of a cross-section of the workforce and provide this team meaningful information and ask of them reasonable advisory input to important organizational decisions, process improvement, change management, and innovation. This group should be multidisciplinary and involve both sworn and civilian employees from various ranks. The leadership team should be involved in an advisory capacity in planning and implementing any cost-saving measures, as well as reorganization efforts. If correctly implemented, initiation of a leadership team will help boost morale, improve labor relations, and foster workforce innovation.

SECTION 6. CONCLUSION

Modifying the scheduling and allocation of personnel could produce better outcomes and improve the overall function of the department and allow it to provide improved services to the community. A more strategic focus will also greatly enhance performance.

The recommendations provided in this report should be viewed not as criticisms of the department, but rather as improvement opportunities that will allow the MCPD to institutionalize a performance-based management structure and approach to its work and bring its overall performance to higher levels.

SECTION 7. DATA ANALYSIS

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

The information in this report was developed using computer-aided dispatch (CAD) data provided by the Southwest Snohomish County Communications Agency (SNOCOM).

CPSM collected data for the one-year period of July 1, 2016 through June 30, 2017. The majority of the first section of the report, concluding with Table 7-8, uses call data for this one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from July 7 through August 31, 2016, or summer, and the second period is from January 4 through February 28, 2017, or winter.

WORKLOAD ANALYSIS

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

- We first process the data to improve accuracy. For example, we remove duplicate patrol units recorded on a single event as well as records that do not indicate an actual activity. We also remove incomplete data, as found in situations where there is not enough time information to evaluate the record.
- At this point, we have a series of records that we call "events." We identify these events in three ways:
 - We distinguish between patrol and nonpatrol units.
 - We assign a category to each event based upon its description.
 - We indicate whether the call is "zero time on scene" (i.e., patrol units spent less than 30 seconds on scene), "police-initiated," or "community-initiated."
- We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
- At important points during our analysis, we focus on a smaller group of events designed to represent actual calls for service. This excludes events with no officer time spent on scene and directed patrol activities.

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

As with similar cases around the country, we encountered a few issues when analyzing the dispatch data from Mill Creek. We made assumptions and decisions to address these issues.

- 693 events (about 4.4 percent) involved patrol units spending zero time on scene.
- One call lacked an accurate busy time. We excluded this call when evaluating busy time and work hours.
- The computer-aided dispatch (CAD) system used approximately 112 different event descriptions, which we condensed to 16 categories for our tables and 9 categories for our

figures (shown in Chart 7-1). Table 7-17 in the appendix shows how each call description was categorized.

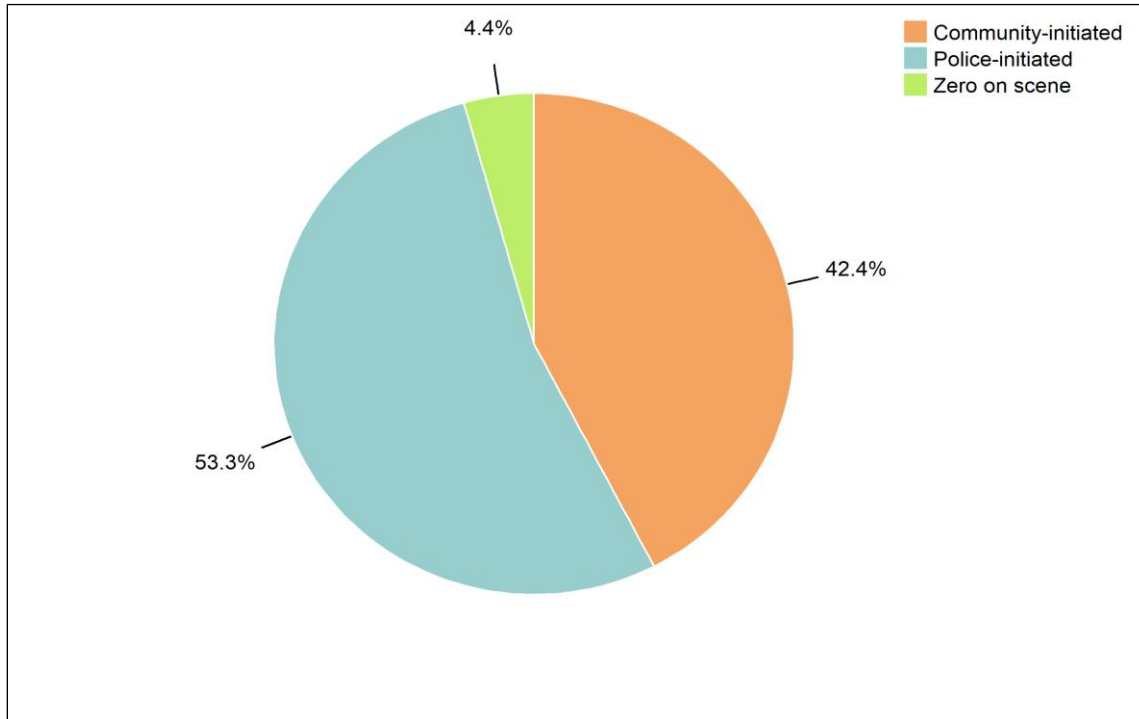
Between July 1, 2016 and June 30, 2017, the communications center recorded approximately 15,895 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 43.5 patrol-related events per day, approximately 4.4 percent of which (1.9 per day) had fewer than 30 seconds spent on the call.

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

CHART 7-1: Event Descriptions for Tables and Figures

| Table Category | Figure Category |
|-------------------------------|---------------------|
| Assist other agency | Assist other agency |
| Crime-person | Crime |
| Crime-property | |
| Directed patrol | Directed patrol |
| Animal call | General noncriminal |
| Juvenile | |
| Miscellaneous | |
| Alarm | Investigations |
| Check/investigation | |
| Follow-up | |
| Out of service-administrative | Out of service |
| Disturbance | Suspicious incident |
| Suspicious person/vehicle | |
| Accidents | Traffic |
| Traffic enforcement | |
| Warrant | Warrant |

FIGURE 7-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 15,895 events.

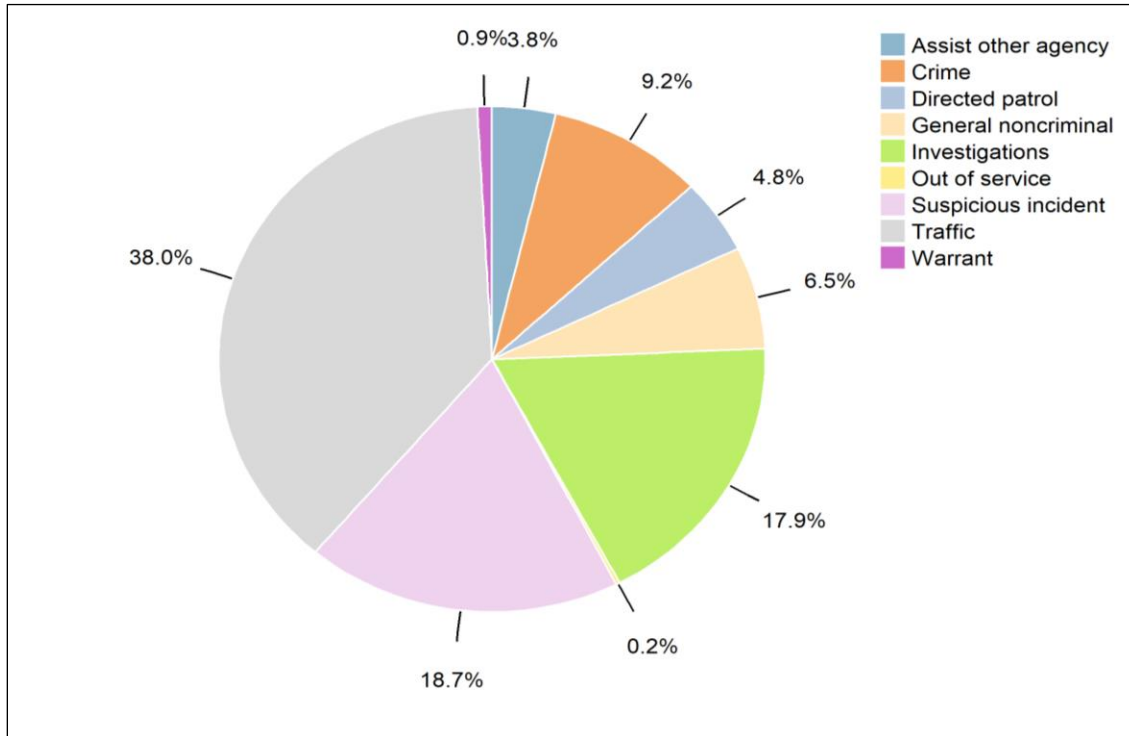
TABLE 7-1: Events per Day, by Initiator

| Initiator | No. of Events | Events per Day |
|---------------------|---------------|----------------|
| Community-initiated | 6,735 | 18.5 |
| Police-initiated | 8,467 | 23.2 |
| Zero on scene | 693 | 1.9 |
| Total | 15,895 | 43.5 |

Observations:

- 42 percent of all events were community-initiated.
- 53 percent of all events were police-initiated.
- 4 percent of the events had zero time on scene.
- On average, there were 44 events per day, or 1.8 per hour.

FIGURE 7-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 7-1.

TABLE 7-2: Events per Day, by Category

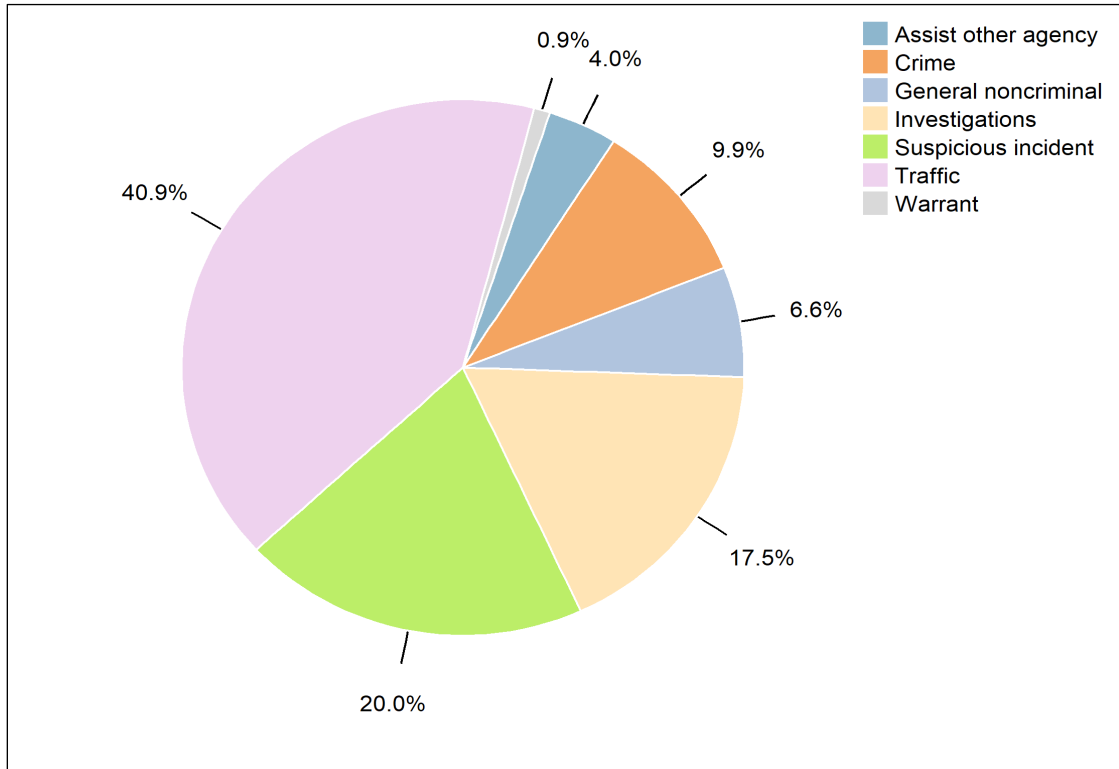
| Category | No. of Calls | Calls per Day |
|-------------------------------|---------------|---------------|
| Accidents | 553 | 1.5 |
| Alarm | 728 | 2.0 |
| Animal call | 303 | 0.8 |
| Assist other agency | 597 | 1.6 |
| Check/investigation | 1,454 | 4.0 |
| Crime–person | 392 | 1.1 |
| Crime–property | 1,078 | 3.0 |
| Directed patrol | 760 | 2.1 |
| Disturbance | 539 | 1.5 |
| Follow-up | 669 | 1.8 |
| Juvenile | 98 | 0.3 |
| Miscellaneous | 640 | 1.8 |
| Out of service–administrative | 35 | 0.1 |
| Suspicious person/vehicle | 2,432 | 6.7 |
| Traffic enforcement | 5,480 | 15.0 |
| Warrant | 137 | 0.4 |
| Total | 15,895 | 43.5 |

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

Observations:

- The top three categories accounted for 75 percent of events:
 - 38 percent of events were traffic-related.
 - 19 percent of events were suspicious incidents.
 - 18 percent of events were investigations.
- 9 percent of events were crimes.

FIGURE 7-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 7-1.

TABLE 7-3: Calls per Day, by Category

| Category | No. of Calls | Calls per Day |
|---------------------------|---------------|---------------|
| Accidents | 543 | 1.5 |
| Alarm | 694 | 1.9 |
| Animal call | 288 | 0.8 |
| Assist other agency | 577 | 1.6 |
| Check/investigation | 1,198 | 3.3 |
| Crime-person | 389 | 1.1 |
| Crime-property | 1,044 | 2.9 |
| Disturbance | 513 | 1.4 |
| Follow-up | 640 | 1.8 |
| Juvenile | 92 | 0.3 |
| Miscellaneous | 578 | 1.6 |
| Suspicious person/vehicle | 2,374 | 6.5 |
| Traffic enforcement | 5,365 | 14.7 |
| Warrant | 133 | 0.4 |
| Total | 14,428 | 39.5 |

Note: The focus here is on recorded calls rather than recorded events. We removed directed patrol events, out of service events and an additional 668 events with zero time on scene.

Observations:

- On average, there were 39.5 calls per day, or 1.6 per hour.
- The top three categories accounted for 79 percent of calls:
 - 41 percent of calls were traffic-related.
 - 21 percent of calls were suspicious incidents.
 - 18 percent of calls were investigations.
- 10 percent of calls were crimes.

FIGURE 7-4: Calls per Day, by Initiator and Month

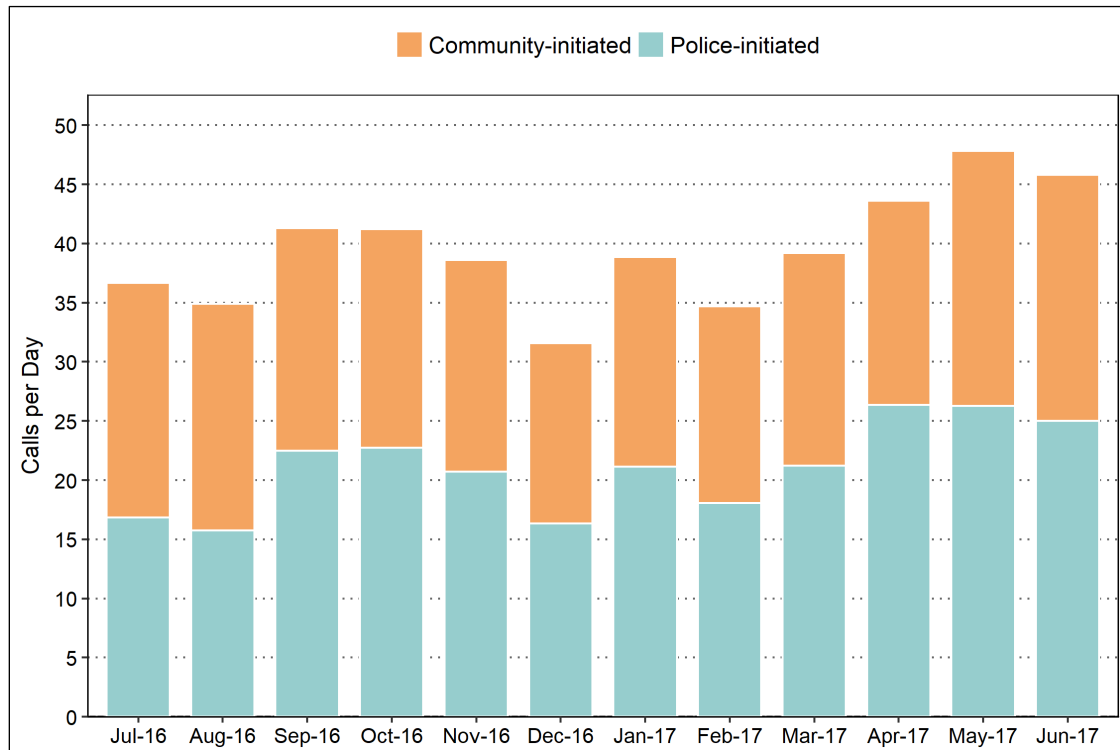


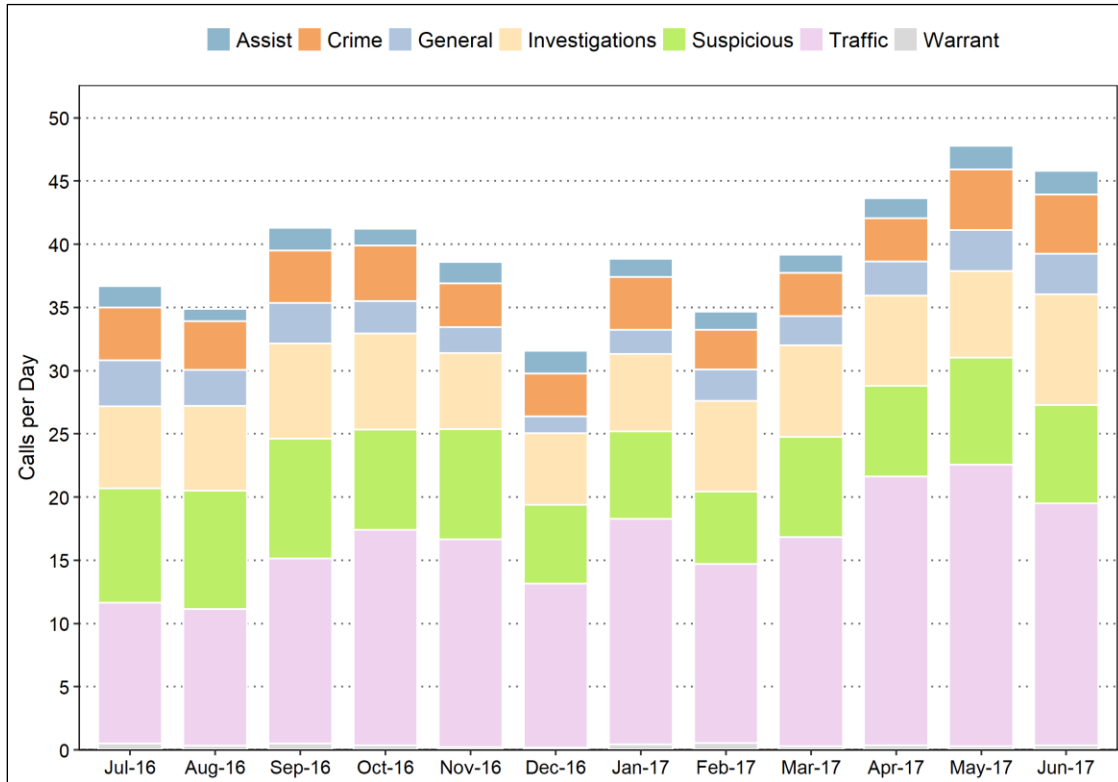
TABLE 7-4: Calls per Day, by Initiator and Month

| Initiator | Jul | Aug | Sep | Oct | Nov | Dec | Jan | Feb | Mar | Apr | May | Jun |
|---------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Community-initiated | 19.8 | 19.2 | 18.8 | 18.5 | 17.9 | 15.2 | 17.7 | 16.6 | 18.0 | 17.3 | 21.5 | 20.8 |
| Police-initiated | 16.8 | 15.7 | 22.5 | 22.7 | 20.7 | 16.4 | 21.1 | 18.1 | 21.2 | 26.4 | 26.3 | 25.0 |
| Total | 36.7 | 34.9 | 41.3 | 41.2 | 38.6 | 31.6 | 38.8 | 34.7 | 39.2 | 43.6 | 47.8 | 45.8 |

Observations:

- The number of calls per day was lowest in December.
- The number of calls per day was highest in May.
- The month with the most calls had 51 percent more calls than the month with the fewest calls.
- May had the most community-initiated calls, with 41 percent more than December, which had the fewest.
- April and May had the most police-initiated calls, with 67 percent more than August, which had the fewest.

FIGURE 7-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 7-1.

TABLE 7-5: Calls per Day, by Category and Month

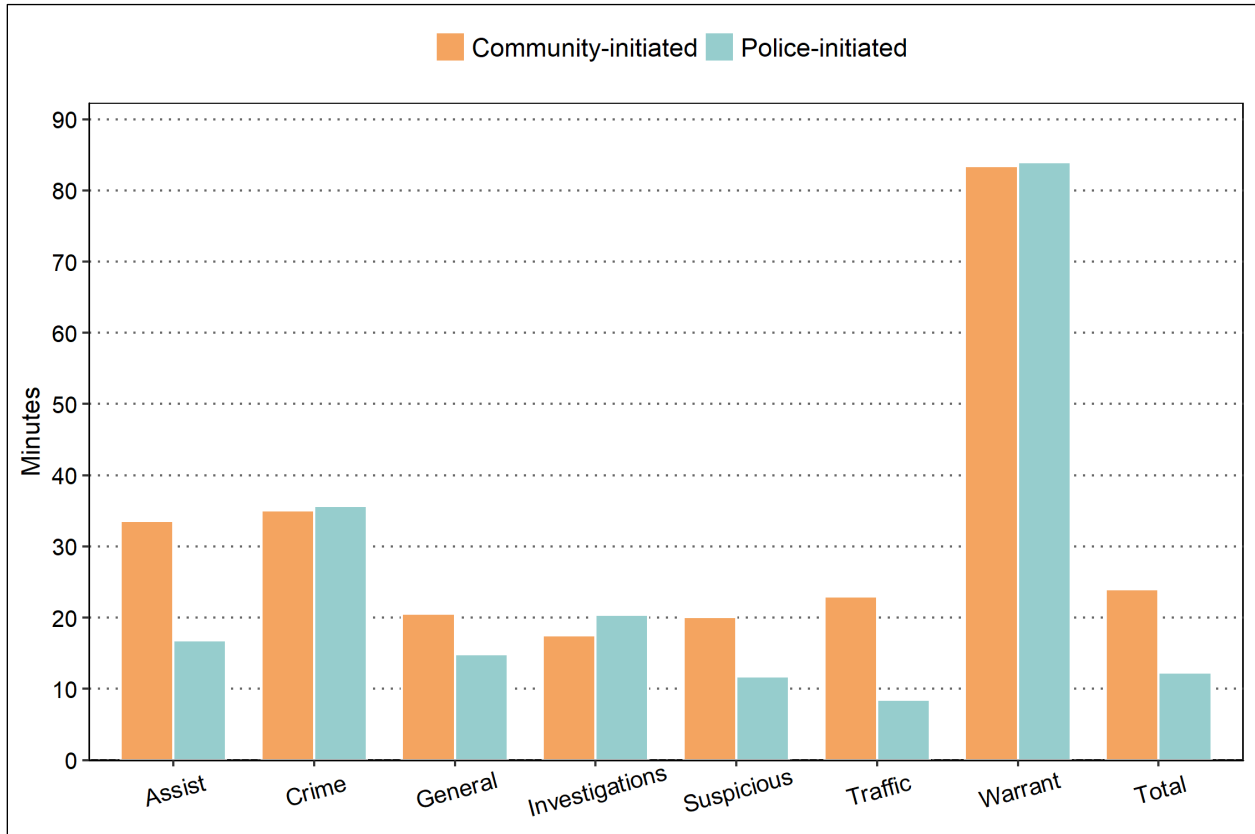
| Category | Jul | Aug | Sep | Oct | Nov | Dec | Jan | Feb | Mar | Apr | May | Jun |
|---------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Accidents | 1.2 | 1.9 | 1.0 | 1.8 | 1.6 | 1.1 | 1.6 | 1.3 | 1.7 | 1.6 | 1.8 | 1.2 |
| Alarm | 1.9 | 1.8 | 2.0 | 2.0 | 2.2 | 1.6 | 1.6 | 1.9 | 2.7 | 1.5 | 1.8 | 1.8 |
| Animal call | 0.9 | 1.3 | 1.1 | 0.8 | 0.3 | 0.3 | 0.5 | 0.6 | 0.5 | 1.0 | 1.0 | 1.2 |
| Assist other agency | 1.7 | 1.0 | 1.8 | 1.3 | 1.7 | 1.8 | 1.4 | 1.5 | 1.5 | 1.6 | 1.9 | 1.9 |
| Check/investigation | 3.6 | 3.4 | 3.2 | 2.8 | 2.3 | 2.7 | 2.9 | 3.8 | 3.3 | 3.6 | 3.6 | 4.2 |
| Crime–person | 1.5 | 1.1 | 1.2 | 1.1 | 0.9 | 1.0 | 1.3 | 0.5 | 1.0 | 0.8 | 1.2 | 1.2 |
| Crime–property | 2.7 | 2.7 | 2.9 | 3.3 | 2.5 | 2.4 | 2.9 | 2.6 | 2.4 | 2.7 | 3.6 | 3.5 |
| Disturbance | 2.1 | 1.3 | 1.3 | 1.2 | 1.3 | 1.1 | 1.2 | 1.1 | 1.6 | 1.4 | 1.5 | 1.9 |
| Follow-up | 1.0 | 1.5 | 2.3 | 2.8 | 1.5 | 1.4 | 1.6 | 1.5 | 1.2 | 2.1 | 1.4 | 2.7 |
| Juvenile | 0.2 | 0.3 | 0.4 | 0.2 | 0.2 | 0.1 | 0.3 | 0.1 | 0.3 | 0.3 | 0.2 | 0.5 |
| Miscellaneous | 2.5 | 1.2 | 1.8 | 1.6 | 1.6 | 0.9 | 1.1 | 1.8 | 1.5 | 1.4 | 2.1 | 1.5 |
| Suspicious person/vehicle | 6.9 | 8.1 | 8.2 | 6.7 | 7.4 | 5.1 | 5.7 | 4.6 | 6.4 | 5.8 | 7.0 | 5.9 |
| Traffic enforcement | 9.9 | 8.9 | 13.6 | 15.3 | 14.9 | 11.8 | 16.3 | 12.9 | 14.9 | 19.6 | 20.5 | 17.9 |
| Warrant | 0.5 | 0.3 | 0.5 | 0.4 | 0.2 | 0.2 | 0.4 | 0.5 | 0.3 | 0.4 | 0.3 | 0.4 |
| Total | 36.7 | 34.9 | 41.3 | 41.2 | 38.6 | 31.6 | 38.8 | 34.7 | 39.2 | 43.6 | 47.8 | 45.8 |

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 73 and 82 percent of calls throughout the year:
 - Traffic calls averaged between 10.8 and 22.3 calls per day throughout the year.
 - Suspicious incidents averaged between 5.7 and 9.5 calls per day throughout the year.
 - Investigations averaged between 5.7 and 8.7 calls per day throughout the year.
- Crimes averaged between 3.1 and 4.8 calls per day throughout the year and accounted for from 8 to 11 percent of total calls by month.

FIGURE 7-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 7-1. For this graph and the following Table 7-6, we removed one call with an inaccurate busy time.

TABLE 7-6: Primary Unit's Average Occupied Times, by Category and Initiator

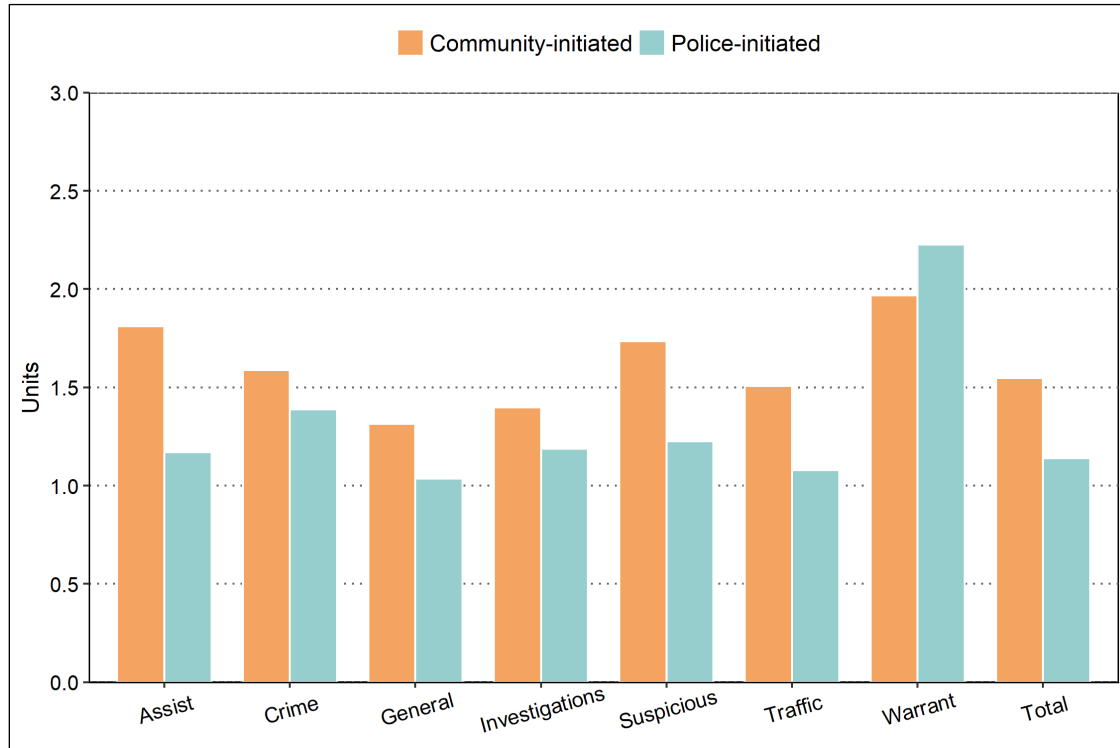
| Category | Community-Initiated | | Police-Initiated | |
|-------------------------------------|---------------------|--------------|------------------|--------------|
| | Minutes | Calls | Minutes | Calls |
| Accidents | 31.4 | 494 | 23.0 | 49 |
| Alarm | 13.4 | 693 | 3.8 | 1 |
| Animal call | 20.4 | 165 | 11.9 | 123 |
| Assist other agency | 33.6 | 471 | 16.8 | 105 |
| Check/investigation | 20.3 | 749 | 18.3 | 449 |
| Crime-person | 40.8 | 351 | 71.4 | 38 |
| Crime-property | 32.9 | 909 | 25.7 | 135 |
| Disturbance | 19.0 | 502 | 38.7 | 11 |
| Follow-up | 20.3 | 268 | 23.0 | 372 |
| Juvenile | 23.5 | 88 | 17.4 | 4 |
| Miscellaneous | 20.0 | 432 | 17.3 | 146 |
| Suspicious person/vehicle | 20.7 | 922 | 11.6 | 1,452 |
| Traffic enforcement | 16.6 | 659 | 8.3 | 4,706 |
| Warrant | 83.4 | 32 | 83.9 | 101 |
| Weighted Average/Total Calls | 24.0 | 6,735 | 12.3 | 7,692 |

Note: The information in Figure 7-6 and Table 7-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 8 to 84 minutes overall.
- The longest average times were for police-initiated warrant calls.
- The average time spent on crimes was 35 minutes for community-initiated calls and 36 minutes for police-initiated calls.
- In most jurisdictions, average occupied times are longer for community-initiated calls (24.0 minutes) than for police-initiated calls (12.3) minutes. Community-initiated calls will include a unit's travel time, which would not exist for police-initiated calls, and they also tend to be more complex and time-consuming while on scene.

FIGURE 7-7: Number of Responding Units, by Initiator and Category



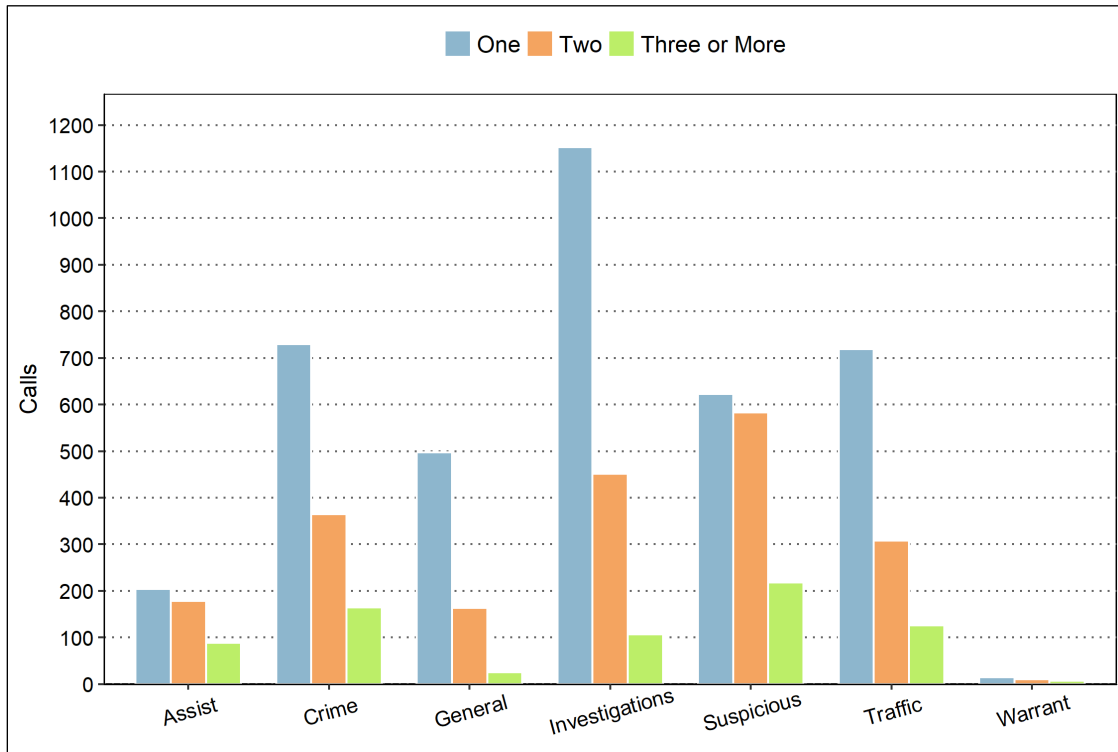
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 7-1.

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

| Category | Community-Initiated | | Police-Initiated | |
|-------------------------------------|---------------------|--------------|------------------|--------------|
| | No. Units | Calls | No. Units | Calls |
| Accidents | 1.7 | 494 | 1.3 | 49 |
| Alarm | 1.4 | 693 | 1.0 | 1 |
| Animal call | 1.3 | 165 | 1.0 | 123 |
| Assist other agency | 1.8 | 471 | 1.2 | 106 |
| Check/investigation | 1.5 | 749 | 1.3 | 449 |
| Crime–person | 1.8 | 351 | 2.1 | 38 |
| Crime–property | 1.5 | 909 | 1.2 | 135 |
| Disturbance | 1.8 | 502 | 1.5 | 11 |
| Follow-up | 1.2 | 268 | 1.1 | 372 |
| Juvenile | 1.6 | 88 | 1.0 | 4 |
| Miscellaneous | 1.3 | 432 | 1.1 | 146 |
| Suspicious person/vehicle | 1.7 | 922 | 1.2 | 1,452 |
| Traffic enforcement | 1.4 | 659 | 1.1 | 4,706 |
| Warrant | 2.0 | 32 | 2.2 | 101 |
| Weighted Average/Total Calls | 1.5 | 6,735 | 1.1 | 7,693 |

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

FIGURE 7-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 7-1.

TABLE 7-8: Number of Responding Units, by Category, Community-initiated Calls

| Category | Responding Units | | |
|---------------------------|------------------|--------------|---------------|
| | One | Two | Three or More |
| Accidents | 257 | 149 | 88 |
| Alarm | 445 | 208 | 40 |
| Animal call | 129 | 30 | 6 |
| Assist other agency | 204 | 178 | 89 |
| Check/investigation | 483 | 202 | 64 |
| Crime-person | 162 | 107 | 82 |
| Crime-property | 568 | 258 | 83 |
| Disturbance | 214 | 199 | 89 |
| Follow-up | 224 | 41 | 3 |
| Juvenile | 45 | 34 | 9 |
| Miscellaneous | 323 | 99 | 10 |
| Suspicious person/vehicle | 409 | 384 | 129 |
| Traffic enforcement | 462 | 159 | 38 |
| Warrant | 15 | 10 | 7 |
| Total | 3,940 | 2,058 | 737 |

Observations:

- The overall mean number of responding units was 1.1 for police-initiated calls and 1.5 for community-initiated calls.
- The mean number of responding units was as high as 2.2 for warrant calls that were police-initiated. Police procedure requires warrant calls to have at least two responding officers.
- 59 percent of community-initiated calls involved one responding unit.
- 31 percent of community-initiated calls involved two responding units.
- 11 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved suspicious incidents.

FIGURE 7-9: Percentage Calls and Work Hours, by Category, Summer 2016

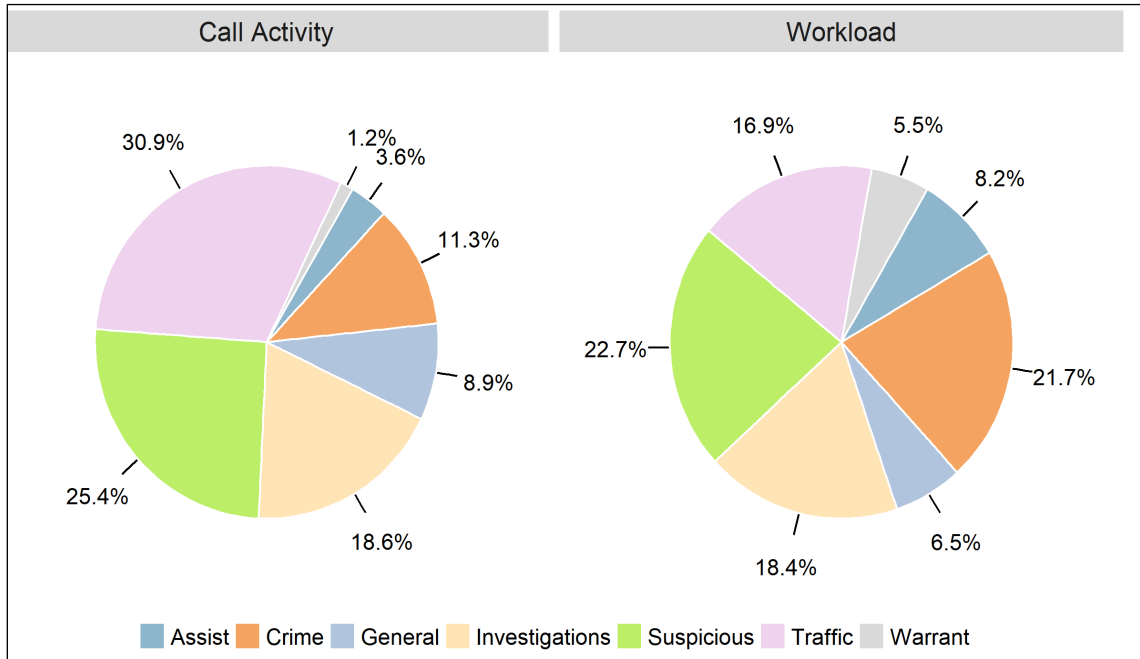


TABLE 7-9: Calls and Work Hours per Day, by Category, Summer 2016

| Category | Per Day | |
|---------------------------|-------------|-------------|
| | Calls | Work Hours |
| Accidents | 1.6 | 1.0 |
| Alarm | 1.9 | 0.6 |
| Animal call | 1.1 | 0.3 |
| Assist other agency | 1.3 | 1.3 |
| Check/investigation | 3.6 | 1.5 |
| Crime-person | 1.3 | 1.4 |
| Crime-property | 2.8 | 2.0 |
| Disturbance | 1.5 | 0.6 |
| Follow-up | 1.2 | 0.8 |
| Juvenile | 0.2 | 0.1 |
| Miscellaneous | 1.8 | 0.6 |
| Suspicious person/vehicle | 7.7 | 3.0 |
| Traffic enforcement | 9.7 | 1.6 |
| Warrant | 0.4 | 0.9 |
| Total | 36.2 | 15.8 |

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- On average, there were 36 calls per day, or 1.5 per hour.
- Total workload averaged 16 hours per day, meaning that on average 0.7 officers per hour were busy responding to calls.
- Traffic-related calls constituted 31 percent of calls and 17 percent of workload.
- Suspicious incidents constituted 25 percent of calls and 23 percent of workload.
- Investigations constituted 19 percent of calls and 18 percent of workload.
- These top three categories constituted 75 percent of calls and 58 percent of workload.
- Crimes constituted 11 percent of calls and 22 percent of workload.

FIGURE 7-10: Percentage Calls and Work Hours, by Category, Winter 2017

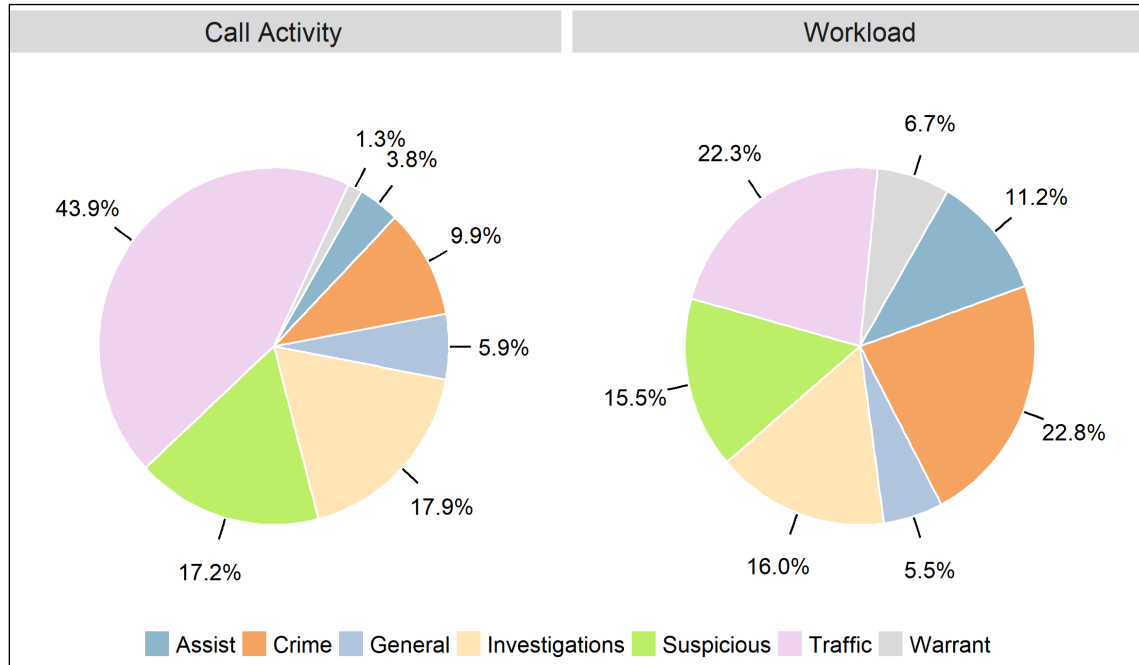


TABLE 7-10: Calls and Work Hours per Day, by Category, Winter 2017

| Category | Per Day | |
|---------------------------|-------------|-------------|
| | Calls | Work Hours |
| Accidents | 1.4 | 1.0 |
| Alarm | 1.7 | 0.5 |
| Animal call | 0.6 | 0.2 |
| Assist other agency | 1.4 | 1.8 |
| Check/investigation | 3.2 | 1.4 |
| Crime-person | 0.9 | 1.4 |
| Crime-property | 2.7 | 2.3 |
| Disturbance | 1.2 | 0.6 |
| Follow-up | 1.6 | 0.6 |
| Juvenile | 0.2 | 0.1 |
| Miscellaneous | 1.4 | 0.6 |
| Suspicious person/vehicle | 5.1 | 2.0 |
| Traffic enforcement | 14.7 | 2.6 |
| Warrant | 0.5 | 1.1 |
| Total | 36.7 | 16.2 |

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average number of calls per day was slightly higher in winter than in summer.
- The average daily workload was slightly higher in winter than in summer.
- On average, there were 37 calls per day, or 1.5 per hour.
- Total workload averaged 16 hours per day, meaning that on average 0.7 officers per hour were busy responding to calls.
- Traffic calls constituted 44 percent of calls and 22 percent of workload.
- Suspicious incidents constituted 17 percent of calls and 16 percent of workload.
- Investigations constituted 18 percent of calls and 16 percent of workload.
- These top three categories constituted 79 percent of calls and 54 percent of workload.
- Crimes constituted 10 percent of calls and 23 percent of workload.

NONCALL ACTIVITIES

In the period from July 1, 2016 to June 30, 2017, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded 50 activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- We also included the 39 out-of-service events that were assigned call numbers in this section. These events were described as "paper" in the CAD system.
- Another 2 activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, and additions, 1,283 activities remained. These activities had an average duration of 40.7 minutes.

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

TABLE 7-11: Activities and Occupied Times by Type

| Description | Occupied Time | Count |
|-------------------------------------|---------------|--------------|
| Administration | 44.9 | 13 |
| Briefing | 31.5 | 40 |
| Car maintenance | 38.8 | 119 |
| Detail | 82.9 | 20 |
| En route | 24.1 | 197 |
| Equipment | 23.4 | 46 |
| Jail | 17.6 | 18 |
| Lunch | 23.9 | 16 |
| Meeting | 65.0 | 32 |
| Miscellaneous | 60.1 | 216 |
| OSEF | 32.9 | 12 |
| Paper | 20.2 | 39 |
| Police department | 39.0 | 346 |
| Radar | 20.3 | 47 |
| Report | 34.7 | 22 |
| Secondary location cleared | 10.0 | 2 |
| Traffic related | 23.1 | 49 |
| Training | 101.4 | 49 |
| Weighted Average/Total Calls | 40.7 | 1,283 |

Observations:

- The most common noncall activity recorded was time spent on unspecified administrative tasks taking place at police headquarters.
- The longest average time spent on noncall activities was for training.
- The average time spent on noncall activities was 41 minutes.

FIGURE 7-11: Activities per Day, by Month

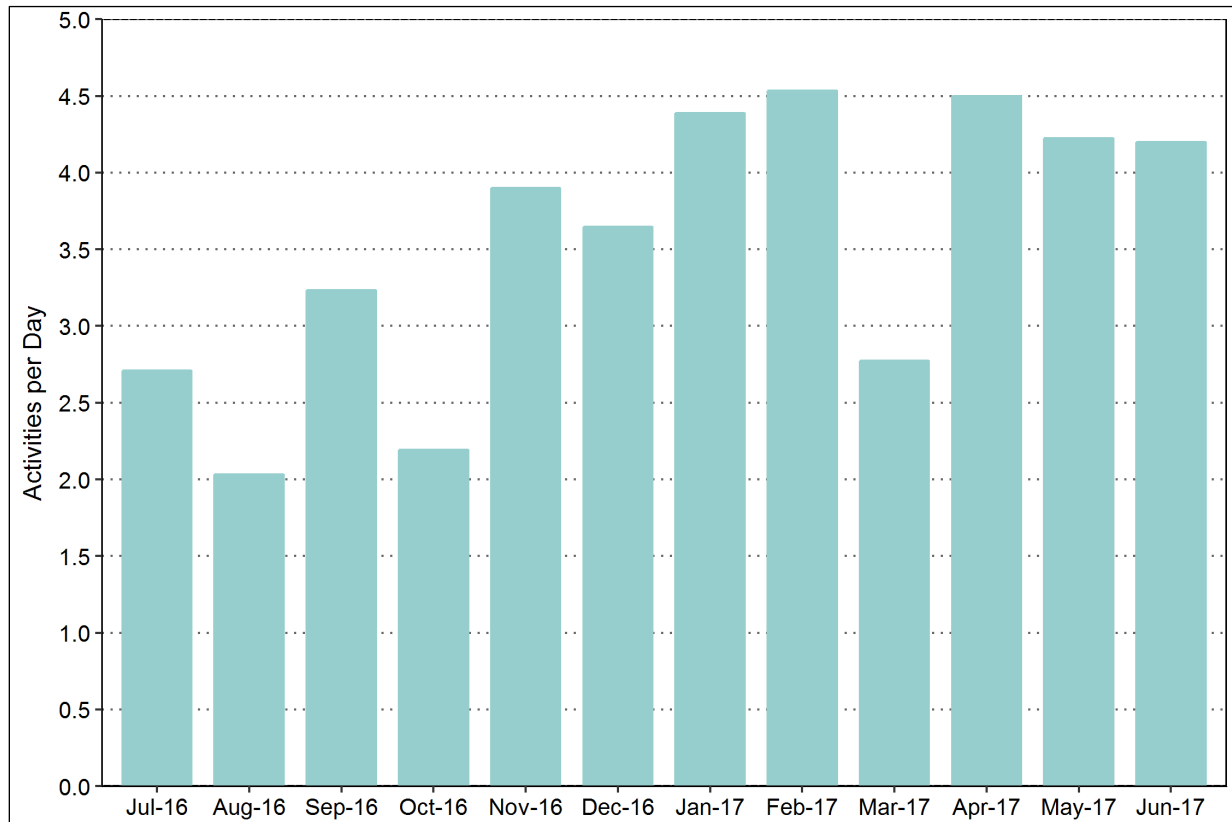


TABLE 7-12: Activities per Day, by Month

| Month | Jul | Aug | Sep | Oct | Nov | Dec | Jan | Feb | Mar | Apr | May | Jun |
|------------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| Activities | 2.7 | 2.0 | 3.2 | 2.2 | 4.7 | 3.9 | 3.6 | 4.5 | 2.8 | 4.5 | 4.2 | 4.2 |

Observations:

- The number of noncall activities per day was lowest in August.
- The number of noncall activities per day was highest in February.

FIGURE 7-12: Activities per Day, by Day of Week

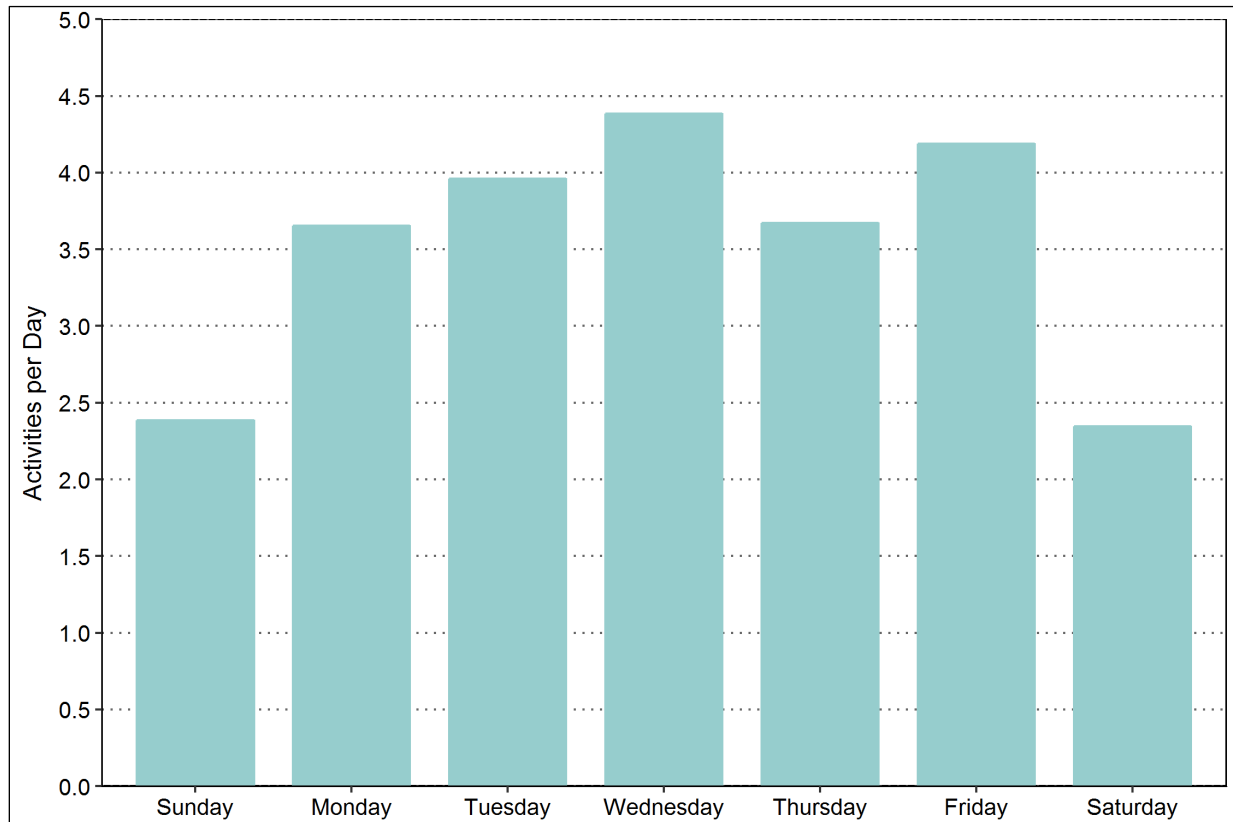


TABLE 7-13: Activities per Day, by Day of Week

| Day of Week | Activities per Day |
|-----------------------|--------------------|
| Sunday | 2.3 |
| Monday | 3.7 |
| Tuesday | 4.0 |
| Wednesday | 4.4 |
| Thursday | 3.7 |
| Friday | 4.2 |
| Saturday | 2.3 |
| Weekly Average | 3.5 |

Observations:

- The number of noncall activities per day was lower on weekends.
- The number of noncall activities per day was highest on Wednesdays.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in summer (July 7 through August 31, 2016) and eight weeks in winter (January 4 through February 28, 2017). The department's patrol force consists of patrol officers, corporals, and sergeants, traffic officers, a K9 unit, and an occasional patrol bike officer. The patrol officers operate on 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. The police department's patrol force deployed an average of 3.3 officers per hour during the 24-hour day in summer 2016 and 3.4 officers per hour in winter 2017. The department also has a police support officer that will be analyzed independently.

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

- First, we focus on patrol deployment alone.
- Next, we compare "all" workload, which includes community-initiated calls, police-initiated calls, directed patrol work, and out-of-service activities.
- Finally, we compare workload against deployment by percentage.

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

FIGURE 7-13: Deployed Officers, Weekdays, Summer 2016

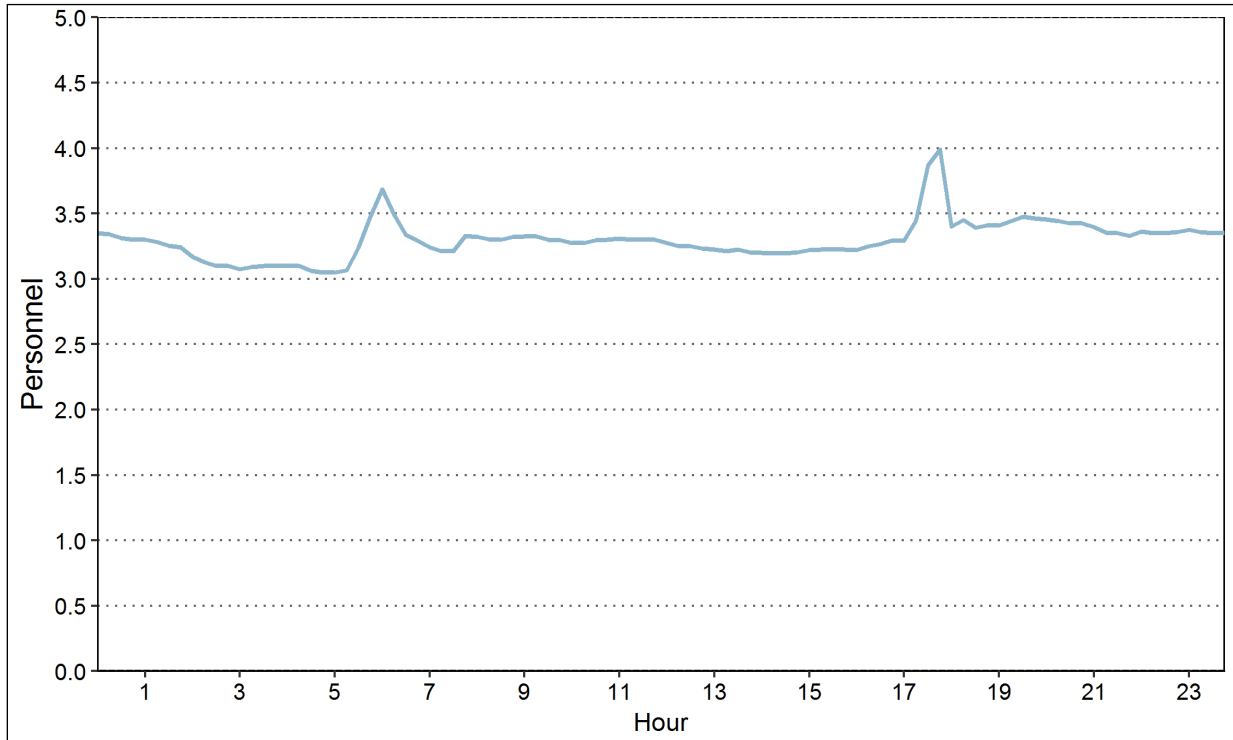


FIGURE 7-14: Deployed Officers, Weekends, Summer 2016

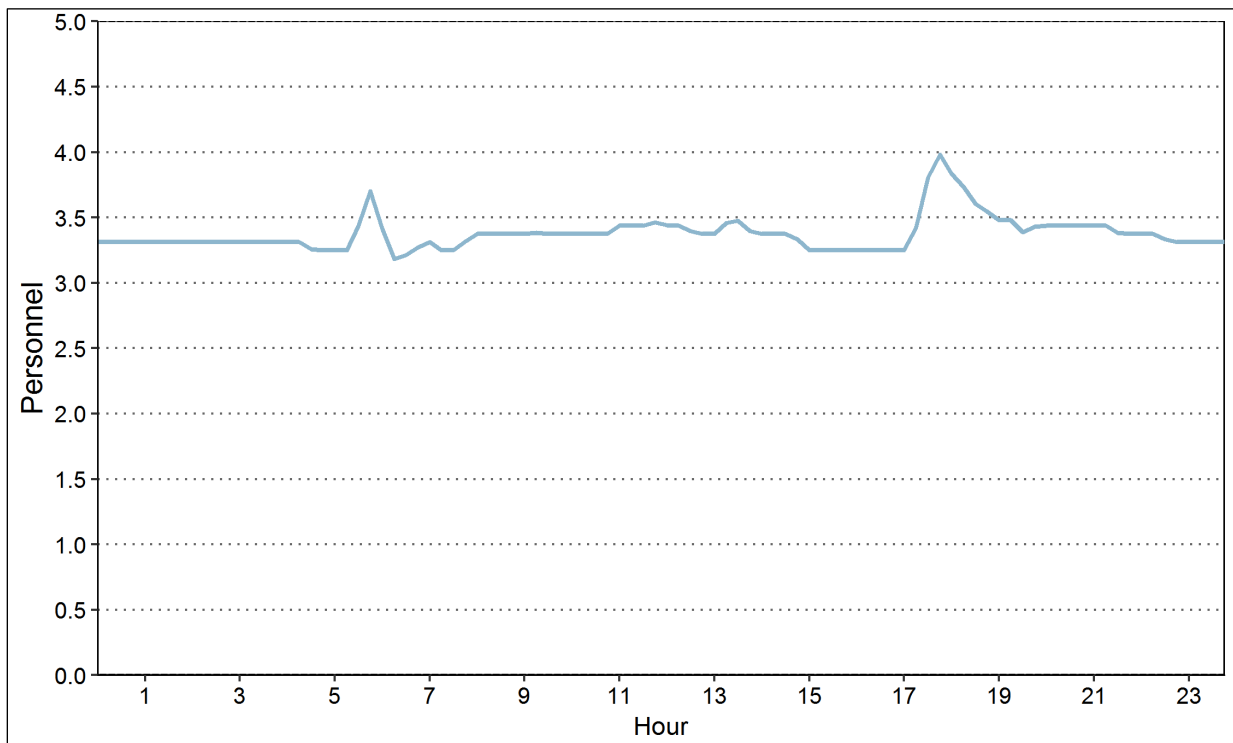


FIGURE 7-15: Deployed Officers, Weekdays, Winter 2017

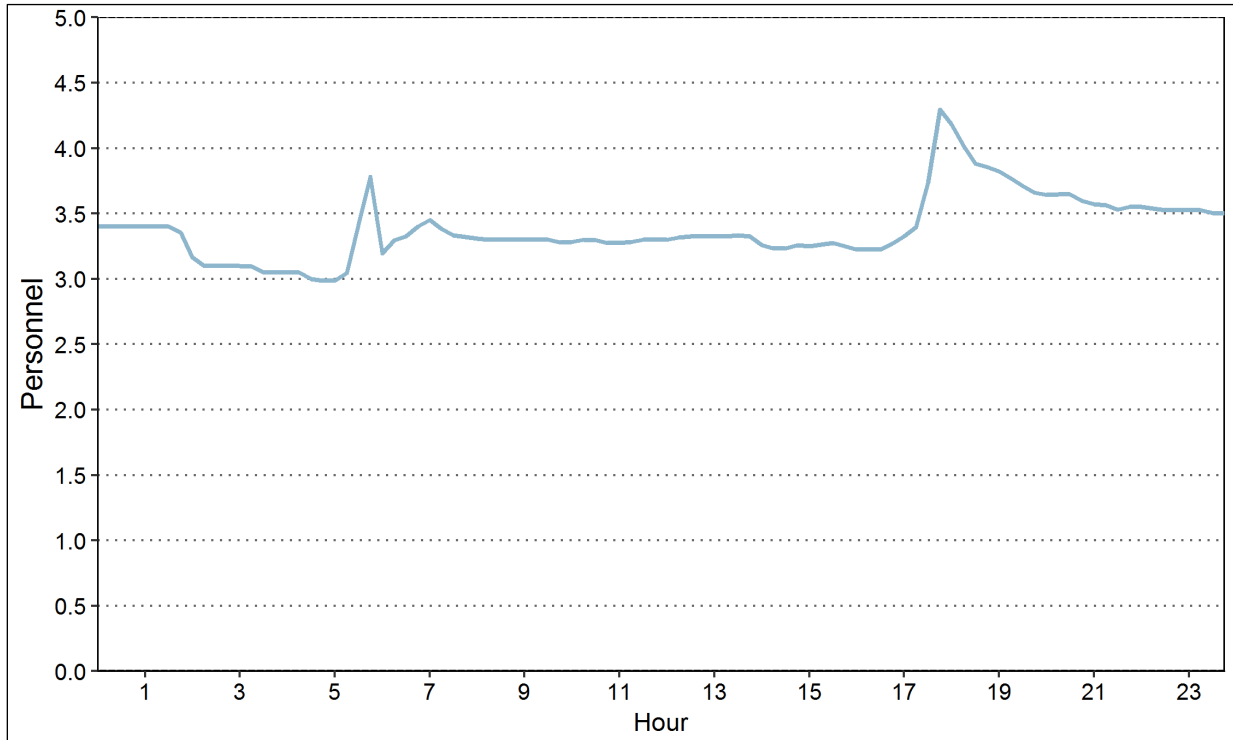
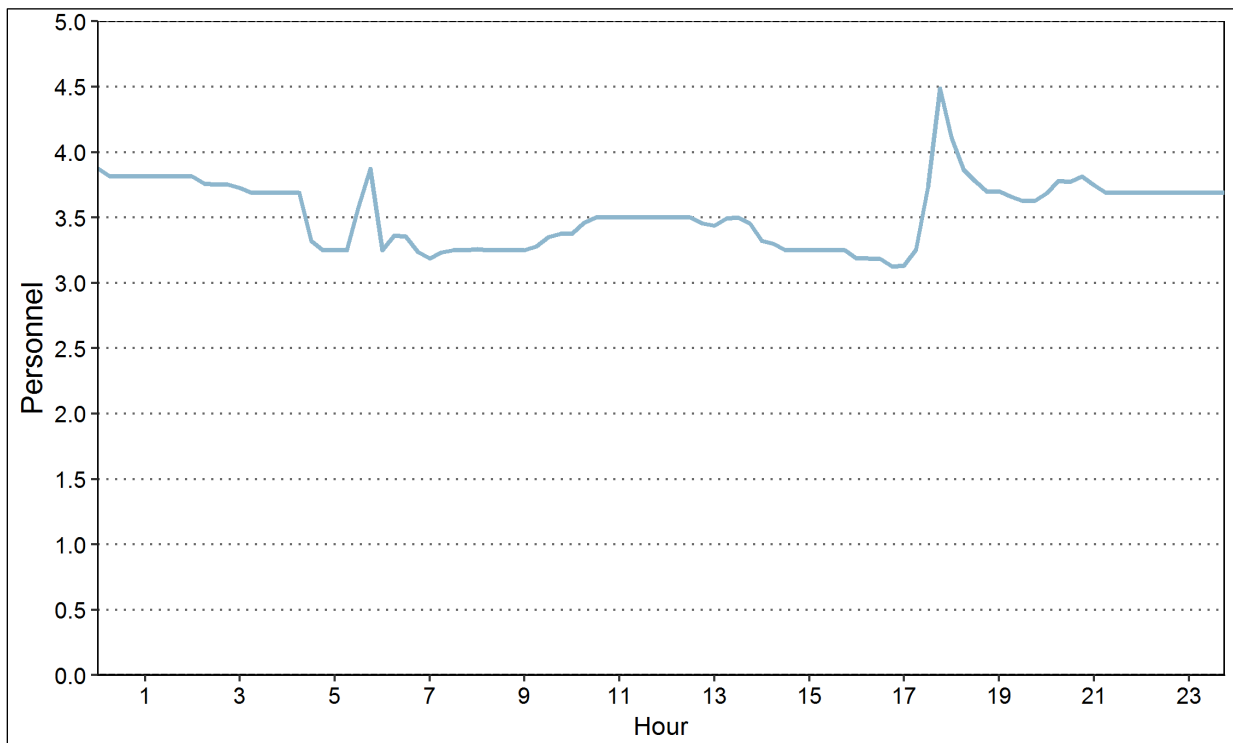


FIGURE 7-16: Deployed Officers, Weekends, Winter 2017



Observations:

- For summer (July 7 through August 31, 2016):
 - The average deployment was 3.3 officers per hour during the week and 3.4 officers per hour on the weekend.
 - Average deployment varied from 3.0 to 4.0 officers per hour on weekdays and 3.2 to 4.0 officers per hour on weekends.
- For winter (January 4 through February 28, 2017):
 - The average deployment was 3.4 officers per hour during the week and 3.5 officers per hour on the weekend.
 - Average deployment varied from 3.0 to 4.3 officers per hour on weekdays and 3.1 to 4.5 officers per hour on weekends.

FIGURE 7-17: Deployment and All Workload, Weekdays, Summer 2016

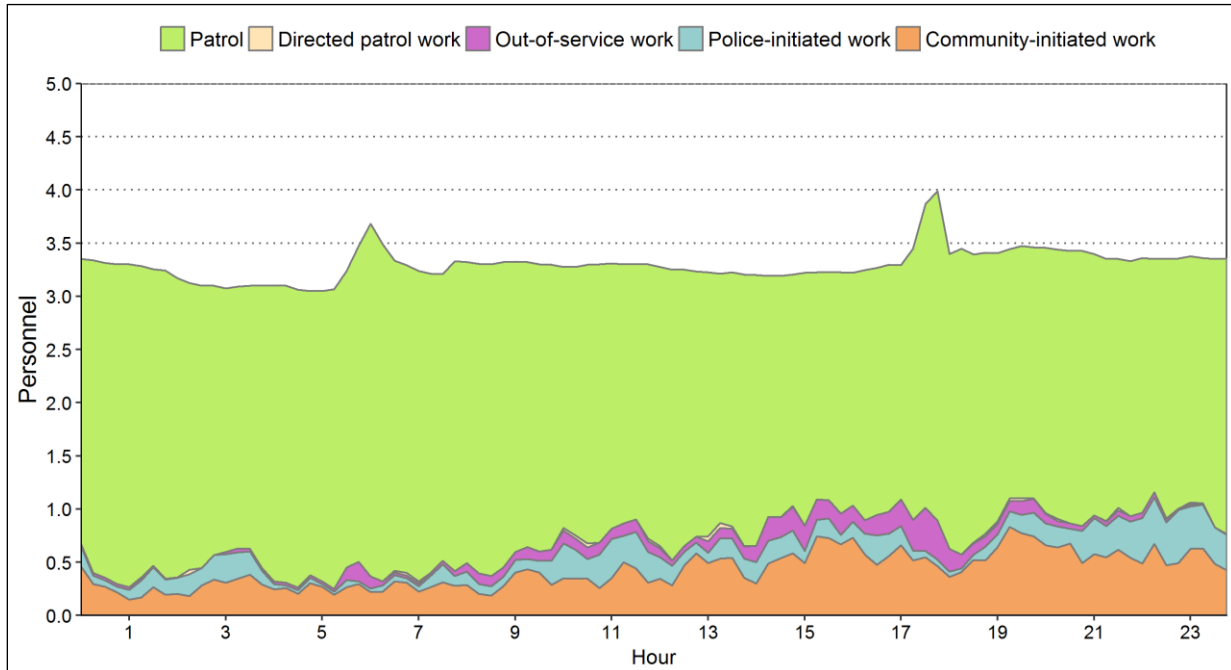


FIGURE 7-18: Deployment and All Workload, Weekends, Summer 2016

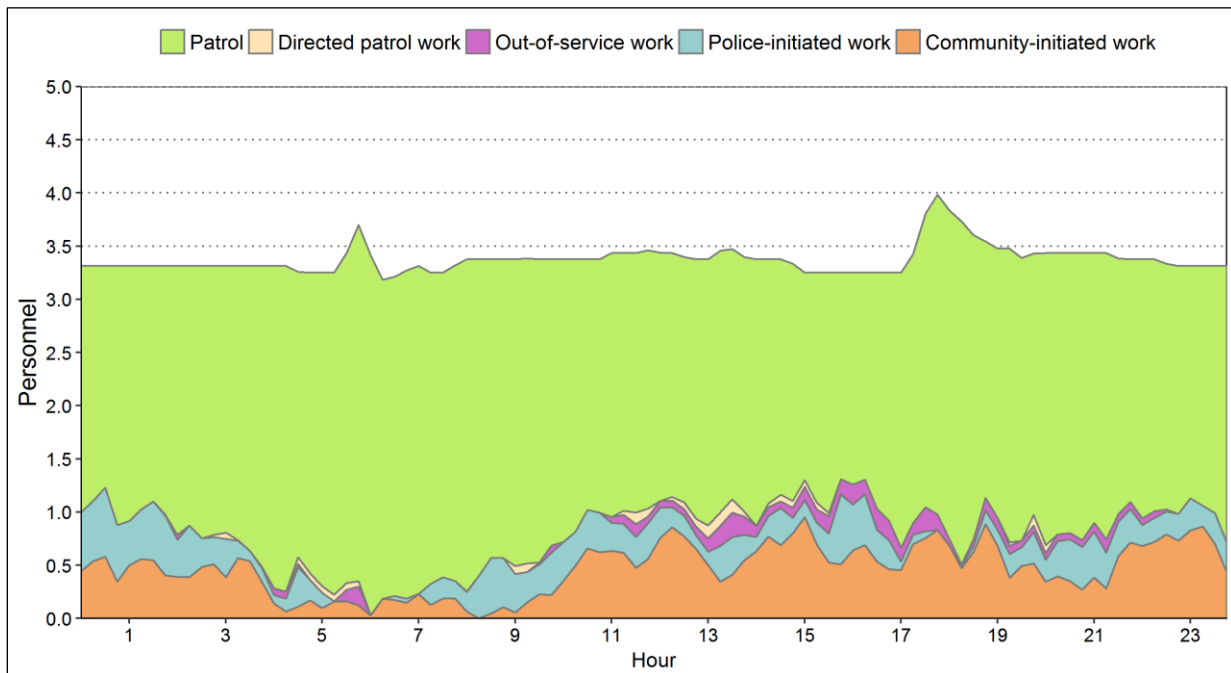


FIGURE 7-19: Deployment and All Workload, Weekdays, Winter 2017

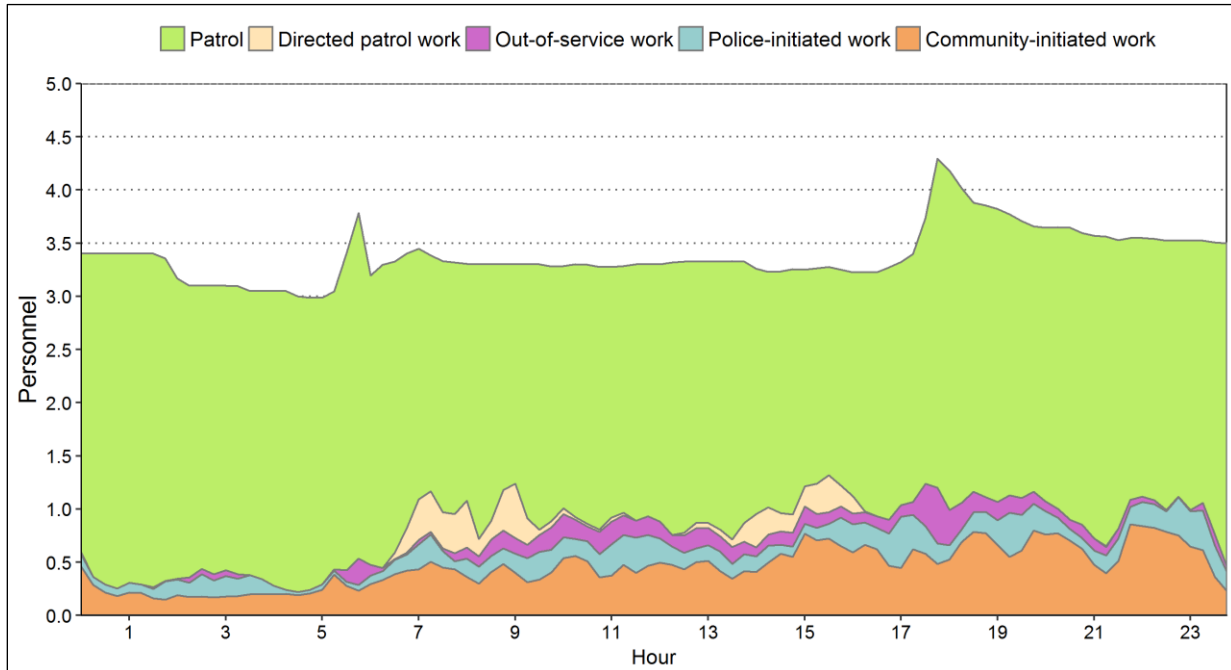
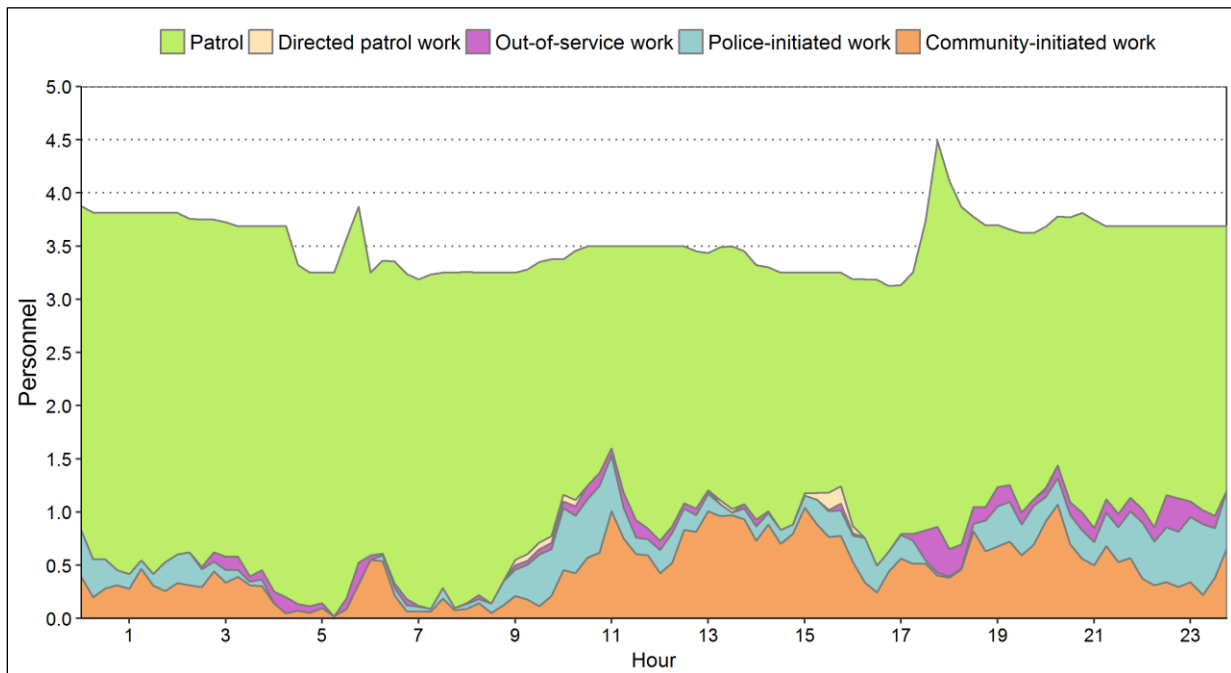


FIGURE 7-20: Deployment and All Workload, Weekends, Winter 2017



Note: Figures 7-17 to 7-20 show deployment along with all workload from community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.

Observations:

Summer:

- Community-initiated work:
 - Average community-initiated workload was 0.4 officers per hour during the week and 0.5 officers per hour on weekends.
 - This was approximately 13 percent of hourly deployment during the week and 14 percent of hourly deployment on weekends.
- All work:
 - Average total workload was 0.7 officers per hour during the week and 0.8 officers per hour on weekends.
 - This was approximately 21 percent of hourly deployment during the week and 24 percent of hourly deployment on weekends.

Winter:

- Community-initiated work:
 - Average community-initiated workload was 0.5 officers per hour during the week and on weekends.
 - This was approximately 13 percent of hourly deployment during the week and on weekends.
- All work:
 - Average total workload was 0.8 officers per hour during the week and weekends.
 - This was approximately 24 percent of hourly deployment during the week and 22 percent of hourly deployment on weekends.

FIGURE 7-21: Percentage of Workload, Weekdays, Summer 2016

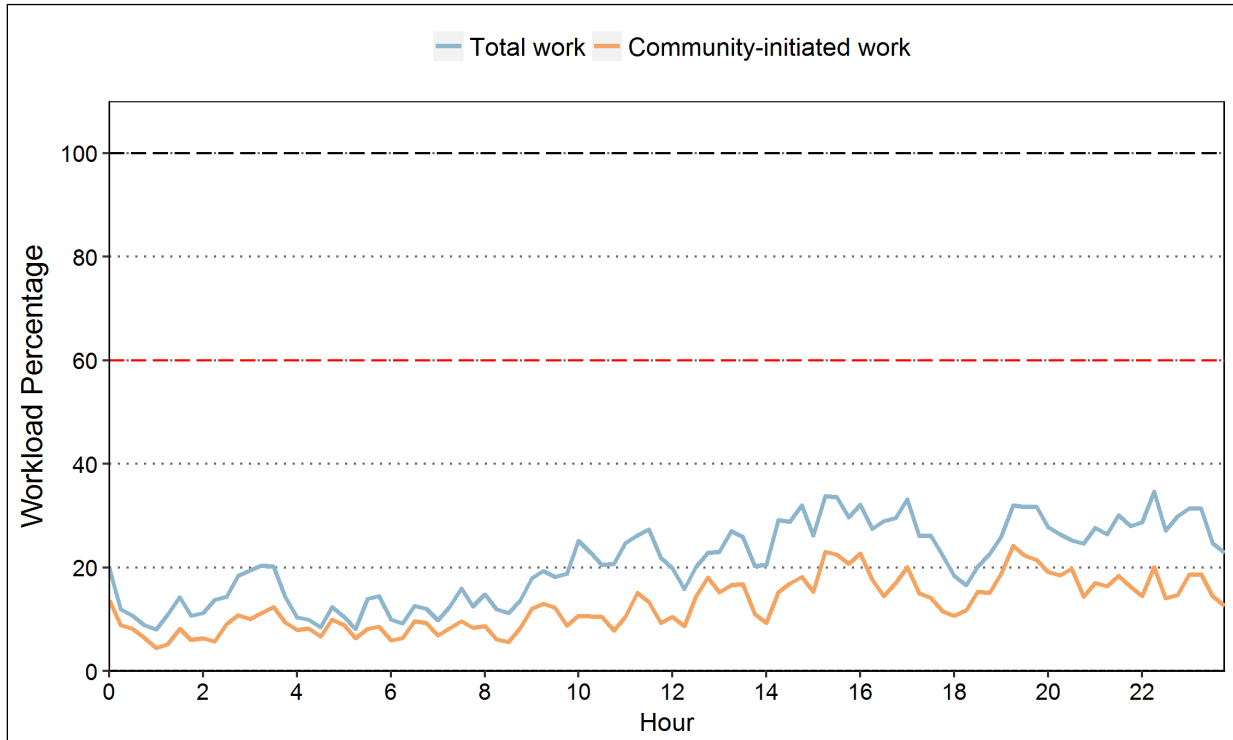


FIGURE 7-22: Percentage of Workload, Weekends, Summer 2016

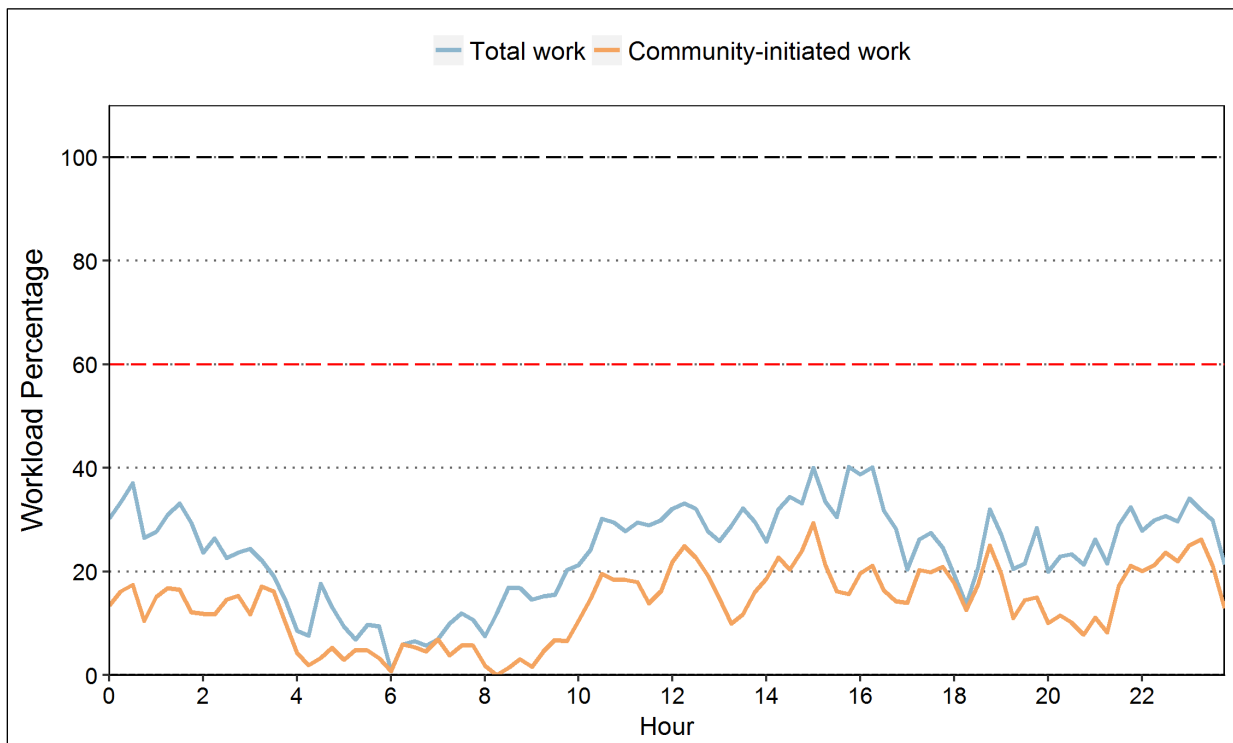


FIGURE 7-23: Percentage of Workload, Weekdays, Winter 2017

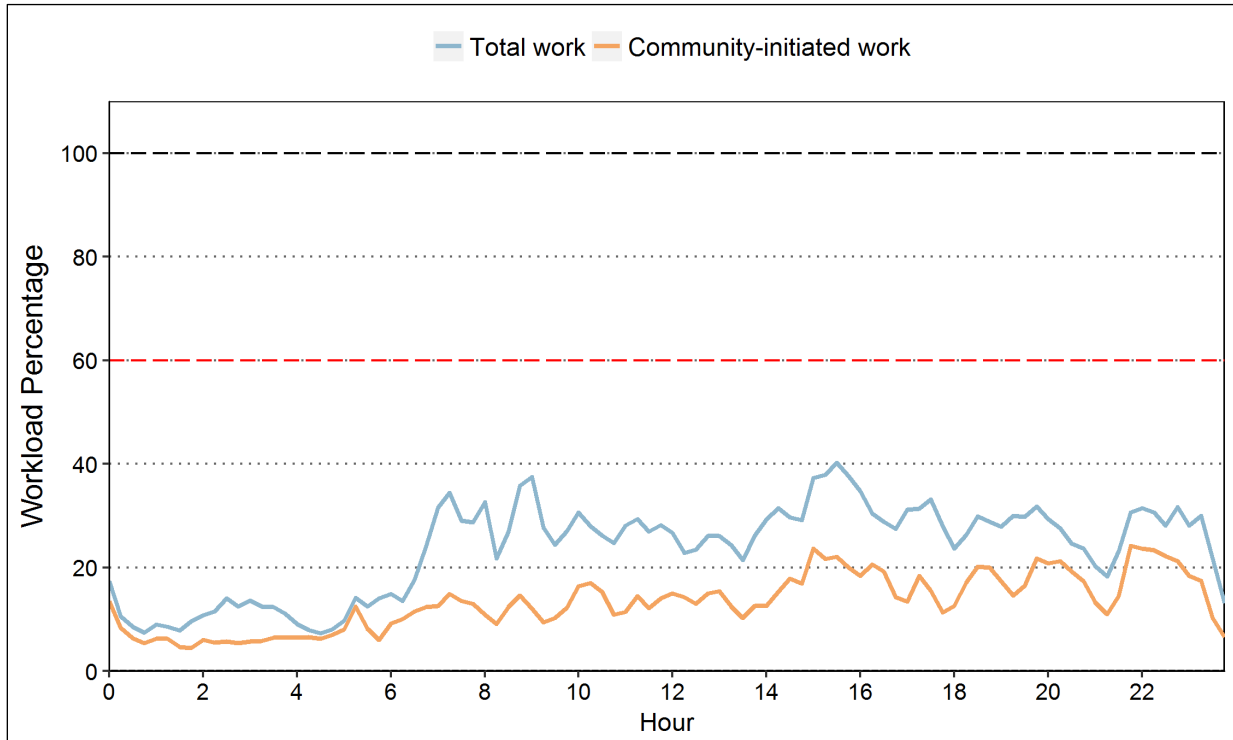
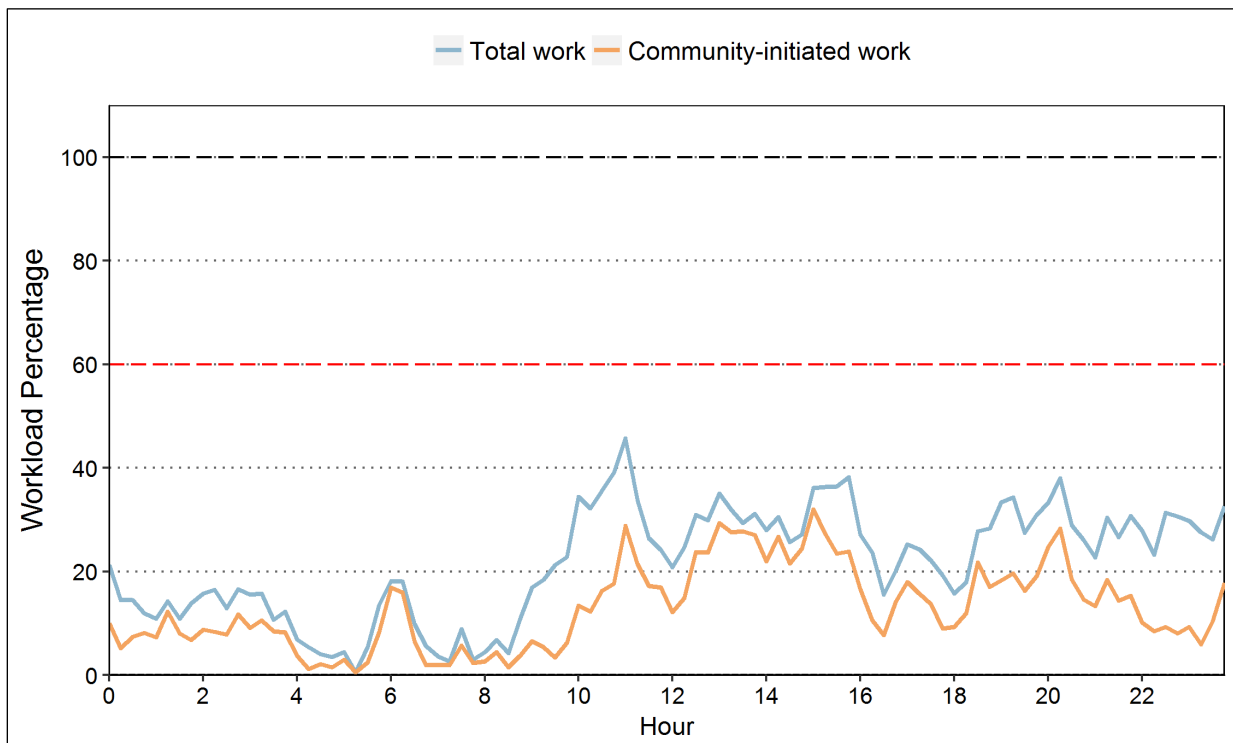


FIGURE 7-24: Percentage of Workload, Weekends, Winter 2017



Observations:

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 24 percent of deployment between 7:15 p.m. and 7:30 p.m.
 - On weekends, workload reached a maximum of 29 percent of deployment between 3:00 p.m. and 3:15 p.m.
- All work:
 - During the week, workload reached a maximum of 35 percent of deployment between 10:15 p.m. and 10:30 p.m.
 - On weekends, workload reached a maximum of 40 percent of deployment between 3:00 p.m. and 3:15 p.m., between 3:45 p.m. and 4:00 p.m., and between 4:15 p.m. and 4:30 p.m.

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 24 percent of deployment between 3:00 p.m. and 3:15 p.m. and between 9:45 p.m. and 10:15 p.m.
 - On weekends, workload reached a maximum of 32 percent of deployment between 3:00 p.m. and 3:15 p.m.
- All work:
 - During the week, workload reached a maximum of 40 percent of deployment between 3:30 p.m. and 3:45 p.m.
 - On weekends, workload reached a maximum of 46 percent of deployment between 11:00 a.m. and 11:15 a.m.

RESPONSE TIMES

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

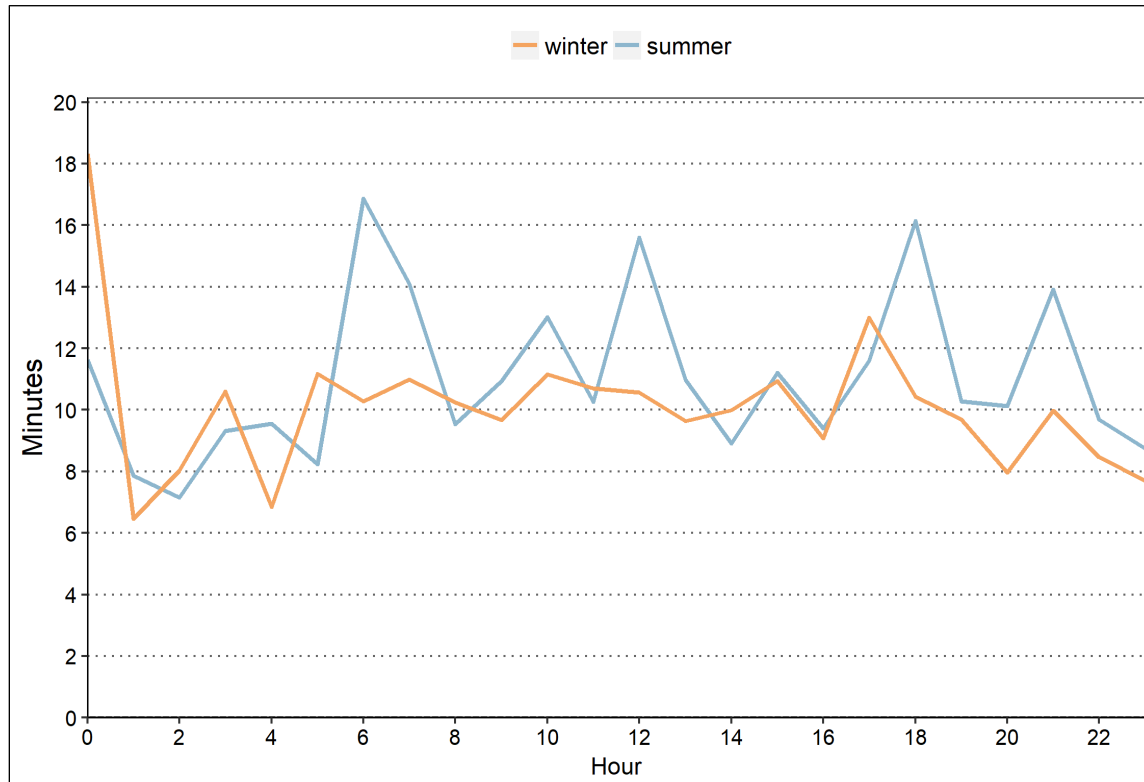
We begin the discussion with statistics that include all calls combined. We started with 2,030 calls for summer and 2,055 calls for winter. We limited our analysis to 1,096 community-initiated calls for summer and 950 calls for winter. We excluded calls without valid arrival times. We also avoided calls located outside of Mill Creek by excluding calls that were not in the “MC001” and “MC002” beats. In addition, there were seventeen “warrant” calls that were excluded from the response time analysis. After these exclusions, we were left with 769 calls in summer and 659 calls in winter for our analysis. For the entire year, we began with 14,428 calls, limited our analysis to 6,735 community-initiated calls, and further focused our analysis on 4,765 calls after making the same exclusions.

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

All Calls

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

FIGURE 7-25: Average Response Time by Hour of Day, Summer 2016 and Winter 2017



Observations:

- Average response times varied significantly by hour of day especially in the summer.
- In summer, the longest response times were between 6:00 a.m. and 7:00 a.m., with an average of 16.9 minutes.
- In summer, the shortest response times were between 2:00 p.m. and 3:00 p.m., with an average of 7.1 minutes.
- In winter, the longest response times were between midnight and 1:00 a.m., with an average of 18.3 minutes.
- In winter, the shortest response times were between 1:00 a.m. and 2:00 a.m., with an average of 6.5 minutes.

FIGURE 7-26: Average Response Time by Category, Summer 2016

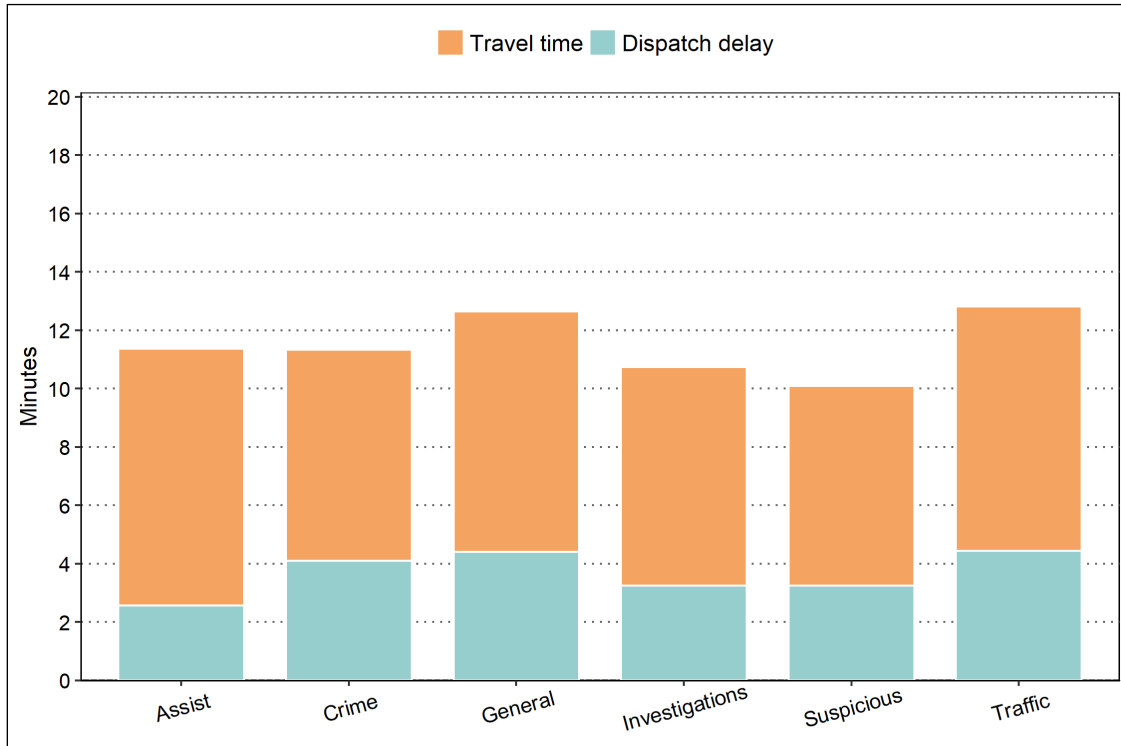


FIGURE 7-27: Average Response Time by Category, Winter 2017

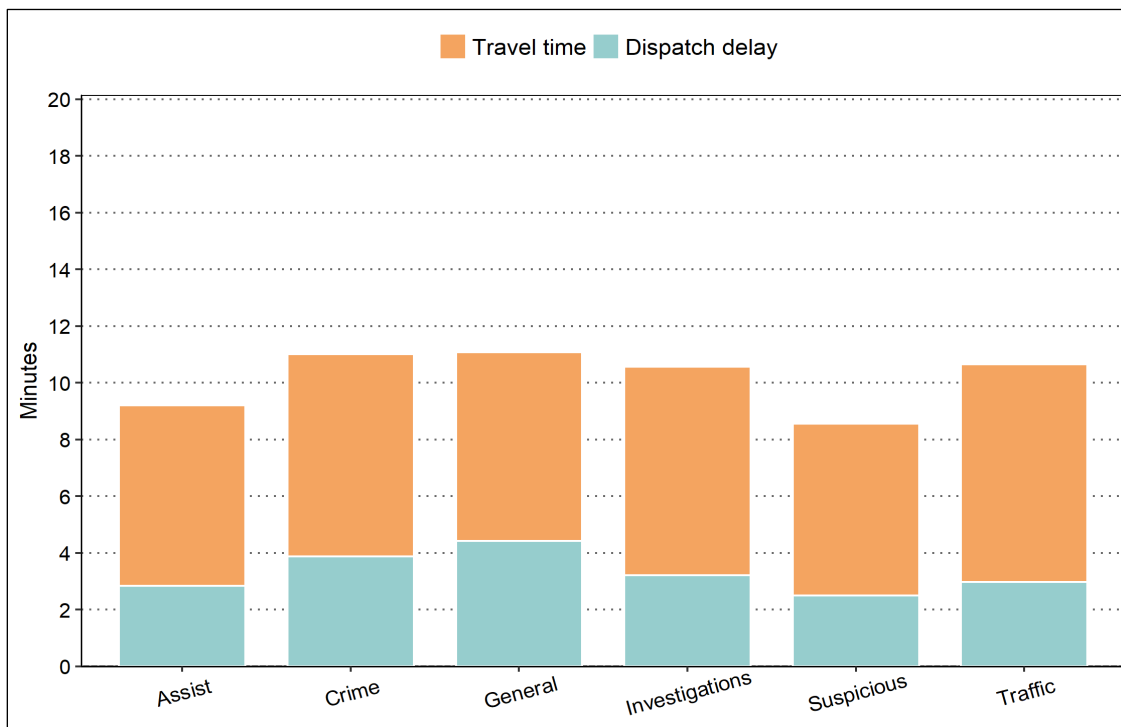


TABLE 7-14: Average Response Time Components, by Category

| Category | Summer | | | Winter | | |
|---------------------------|------------|------------|-------------|------------|------------|-------------|
| | Dispatch | Travel | Response | Dispatch | Travel | Response |
| Accidents | 4.8 | 8.4 | 13.2 | 2.6 | 6.4 | 9.1 |
| Alarm | 2.1 | 8.4 | 10.5 | 1.2 | 9.2 | 10.4 |
| Animal call | 5.0 | 9.5 | 14.5 | 3.6 | 9.3 | 12.9 |
| Assist other agency | 2.6 | 8.8 | 11.4 | 2.8 | 6.4 | 9.2 |
| Check/investigation | 3.9 | 7.4 | 11.3 | 4.5 | 7.2 | 11.8 |
| Crime-person | 4.4 | 5.2 | 9.6 | 2.8 | 5.7 | 8.5 |
| Crime-property | 4.0 | 8.1 | 12.1 | 4.2 | 7.6 | 11.8 |
| Disturbance | 3.6 | 7.3 | 10.9 | 2.4 | 7.4 | 9.8 |
| Follow-up | 5.7 | 4.7 | 10.4 | 5.9 | 2.5 | 8.4 |
| Juvenile | 3.7 | 7.4 | 11.0 | 1.3 | 8.1 | 9.4 |
| Miscellaneous | 4.3 | 7.8 | 12.0 | 5.2 | 5.4 | 10.6 |
| Suspicious person/vehicle | 3.1 | 6.6 | 9.7 | 2.6 | 5.3 | 7.9 |
| Traffic enforcement | 3.9 | 8.3 | 12.3 | 3.3 | 8.8 | 12.1 |
| Total Average | 3.7 | 7.6 | 11.3 | 3.2 | 6.9 | 10.2 |

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

Observations:

- In summer, the average response time for most categories was between 10 minutes and 13 minutes.
- In summer, the average response time was as short as 10 minutes (for suspicious incidents) and as long as 13 minutes (for traffic calls).
- In winter, the average response time for most categories was between 9 minutes and 11 minutes.
- In winter, the average response time was as short as 9 minutes (for suspicious incidents) and as long as 11 minutes (for general noncriminal calls).
- The average response time for crimes was 11 minutes in summer and in winter.

TABLE 7-15: 90th Percentiles for Response Time Components, by Category

| Category | Summer | | | Winter | | |
|---------------------------|------------|-------------|-------------|------------|-------------|-------------|
| | Dispatch | Travel | Response | Dispatch | Travel | Response |
| Accidents | 8.0 | 16.4 | 28.5 | 5.7 | 10.1 | 14.5 |
| Alarm | 3.8 | 16.4 | 20.1 | 2.2 | 16.8 | 17.4 |
| Animal call | 9.7 | 27.2 | 28.6 | 6.6 | 20.0 | 23.1 |
| Assist other agency | 4.4 | 19.3 | 24.6 | 5.6 | 12.9 | 18.7 |
| Check/investigation | 7.4 | 18.8 | 22.9 | 9.3 | 14.0 | 27.1 |
| Crime-person | 7.2 | 8.8 | 16.4 | 5.5 | 14.0 | 17.8 |
| Crime-property | 5.8 | 18.2 | 23.8 | 9.0 | 16.6 | 27.0 |
| Disturbance | 7.2 | 14.5 | 19.6 | 3.8 | 18.2 | 24.4 |
| Follow-up | 10.4 | 9.7 | 19.1 | 10.6 | 7.2 | 20.9 |
| Juvenile | 6.4 | 18.8 | 21.0 | 1.9 | 12.6 | 13.9 |
| Miscellaneous | 9.5 | 18.5 | 22.0 | 12.4 | 14.2 | 21.3 |
| Suspicious person/vehicle | 6.4 | 11.5 | 18.0 | 4.0 | 10.0 | 13.1 |
| Traffic enforcement | 5.7 | 18.6 | 26.0 | 5.3 | 19.8 | 25.7 |
| Total Average | 7.2 | 16.6 | 22.2 | 6.2 | 14.7 | 20.9 |

Note: A 90th percentile value of 22.2 minutes means that 90 percent of all calls are responded to in fewer than 22.2 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In summer, the 90th percentile value for response time was as short as 19 minutes (for suspicious incidents) and as long as 28 minutes (for traffic calls).
- In winter, the 90th percentile value for response time was as short as 15 minutes (for suspicious incidents) and as long as 23 minutes (for general noncriminal calls).

High-Priority Calls

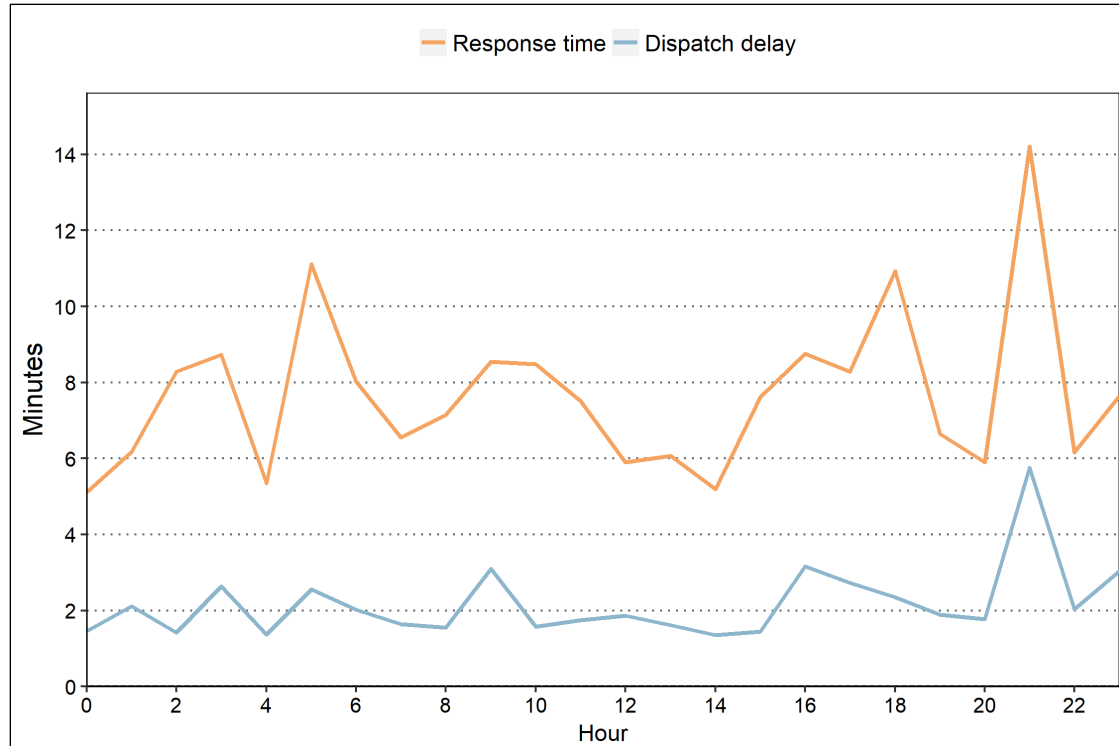
The department assigned priorities to calls with Priorities "1" and "1F" as the highest priority. The following table shows average response times by priority. The following figure focuses on high-priority calls, including all calls with priorities "1," "1F," "2," and "2F."

TABLE 7-16: Average Dispatch, Travel, and Response Times, by Priority

| Priority | Dispatch | Travel | Response | Calls |
|-------------------------------|------------|------------|-------------|--------------|
| 1 | 1.7 | 3.9 | 5.6 | 22 |
| 1F | 1.8 | 4.3 | 6.1 | 10 |
| 2 | 2.1 | 5.4 | 7.5 | 229 |
| 2F | 3.1 | 7.6 | 10.6 | 24 |
| 3 | 2.5 | 6.9 | 9.4 | 1,935 |
| 3F | 2.7 | 5.2 | 7.8 | 99 |
| 4 | 4.5 | 7.8 | 12.3 | 1,868 |
| 4F | 2.6 | 7.2 | 9.8 | 20 |
| 5 | 5.1 | 8.1 | 13.2 | 552 |
| 5F | 2.5 | 9.0 | 11.5 | 6 |
| Weighted Average/Total | 3.6 | 7.3 | 10.9 | 4,765 |

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

FIGURE 7-28: Average Response Times and Dispatch Delays for High-Priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 7.5 minutes, lower than the overall average of 10.9 minutes for all calls.
- Average dispatch delay was 2.1 minutes for high-priority calls, compared to 3.6 minutes overall.
- For high-priority calls, the longest response times were between 9:00 p.m. and 10:00 p.m. with an average of 14.2 minutes. This average was skewed by a single (accident) call with a dispatch delay that exceeded an hour.
- For high-priority calls, the shortest response times were between midnight and 1:00 a.m., with an average of 5.1 minutes.
- Average dispatch delay for high-priority calls was consistently 3.2 minutes or less, except between 9:00 p.m. and 10:00 p.m.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from July 1, 2016 to June 30, 2017, were classified within the following categories.

TABLE 7-17: Call Type, by Category

| Call Type | Table Category | Figure Category |
|--------------------------------|---------------------|---------------------|
| Assist fire | Assist other agency | Assist other agency |
| Assist law | | |
| Assist public | | |
| Bls | | |
| Blsn | | |
| Fac | | |
| Far | | |
| Fs | | |
| Help | | |
| Med | | |
| Medx | | |
| Mental | | |
| Reswa | | |
| Sc | | |
| Abuse | | |
| Assault | | |
| Assault priority | | |
| Assault weapon | | |
| Domestic violence physical | | |
| Domestic violence verbal | | |
| Dvw | | |
| Harassment | | |
| Kidnap | | |
| Pursuit | | |
| Robbery | | |
| Robbery bank | | |
| Robbery priority | | |
| Robbery weapon | | |
| Sex offense | | |
| Threat | | |
| Violation court order | | |
| Violation court order priority | | |

| Call Type | Table Category | Figure Category |
|-----------------------------|---------------------|---------------------|
| Weapons | Crime-property | |
| Arson | | |
| Burglary | | |
| Burglary priority | | |
| Fraud | | |
| Fraud priority | | |
| Lojack | | |
| Mal mis priority | | |
| Malicious mischief | | |
| Shoplift | | |
| Special ops | | |
| Theft | | |
| Theft priority | | |
| Trespass | | |
| Trespass priority | | |
| Veh theft | | |
| Vehicle theft priority | | |
| Bus route | Directed patrol | Directed patrol |
| Community oriented policing | | |
| Escort | | |
| Foot patrol | | |
| School emphasis | | |
| Animal | Animal call | General noncriminal |
| Juvenile | Juvenile | |
| Advised incident | Miscellaneous | |
| Civil | | |
| Info | | |
| Ordinance viol | | |
| Other | | |
| Property | | |
| Text | | |
| Utilities | | |
| Alarm audible | Alarm | |
| Alarm duress | | |
| Alarm holdup | | |
| Alarm silent | | |
| 911 | Check/investigation | |

| Call Type | Table Category | Figure Category |
|---------------------------|-----------------------------------|---------------------|
| Attempt to contact | | |
| Attempt to locate | | |
| Bomb | | |
| Cps / aps | | |
| Death | | |
| Location check | | |
| Open door/window | | |
| Person lost/found | | |
| Person priority | | |
| Recovery advisement | | |
| Suicide | | |
| Suicide weapon | | |
| Veh recovery | | |
| Veh recovery priority | | |
| Welfare check | | |
| Follow-up | Follow-up | |
| Paper | Out of service– administrative | Out of service |
| Bang | Disturbance | Suspicious incident |
| Disturbance | | |
| Noise | | |
| Nuisance | | |
| Party | | |
| Shots | | |
| Prowler | Suspicious person/vehicle | |
| Subject contact | | |
| Substance | | |
| Suspicious | | |
| Suspicious priority | | |
| Collision | Accidents | Traffic |
| Collision priority | | |
| Mvc | | |
| Mvcm | | |
| Mvcp | | |
| Abandoned veh | | |
| Commercial veh inspection | Traffic enforcement | |
| Dui | | |

| Call Type | Table Category | Figure Category |
|----------------|----------------|-----------------|
| Parking | | |
| Radar | | |
| Traffic | | |
| Traffic hazard | | |
| Traffic stop | | |
| Search warrant | Warrant | Warrant |
| Warrant | | |

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from Uniform Crime Reports (UCR) collected by the Federal Bureau of Investigation (FBI). The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2006 through 2015, along with clearance rates for 2015. Crime rates are expressed as incidents per 100,000 people.

TABLE 7-18: Reported Crime Rates in 2015, by City

| City | State | Population | Crime Rates | | |
|----------------------|-----------|--------------------|-------------|--------------|--------------|
| | | | Violent | Property | Total |
| Anacortes | WA | 16,351 | 80 | 3,119 | 3,199 |
| Arlington | WA | 19,018 | 174 | 4,622 | 4,795 |
| Bothell | WA | 37,346 | 99 | 2,945 | 3,045 |
| Bremerton | WA | 38,755 | 542 | 4,170 | 4,712 |
| Covington | WA | 19,532 | 133 | 3,584 | 3,717 |
| Des Moines | WA | 31,335 | 370 | 3,083 | 3,453 |
| Enumclaw | WA | 11,657 | 43 | 2,805 | 2,848 |
| Issaquah | WA | 34,999 | 31 | 3,092 | 3,123 |
| Kenmore | WA | 22,176 | 63 | 1,475 | 1,538 |
| Lynnwood | WA | 36,885 | 220 | 5,861 | 6,081 |
| Maple Valley | WA | 25,741 | 89 | 1,733 | 1,822 |
| Monroe | WA | 18,046 | 421 | 4,184 | 4,605 |
| Mount Vernon | WA | 33,474 | 218 | 4,185 | 4,403 |
| Mukilteo | WA | 21,171 | 128 | 2,697 | 2,825 |
| Newcastle | WA | 11,413 | 18 | 2,366 | 2,383 |
| Oak Harbor | WA | 22,336 | 85 | 1,106 | 1,191 |
| Poulsbo | WA | 9,809 | 92 | 3,589 | 3,680 |
| Snoqualmie | WA | 13,148 | 23 | 1,263 | 1,285 |
| Tukwila | WA | 20,116 | 751 | 16,614 | 17,364 |
| Wenatchee | WA | 33,525 | 161 | 3,454 | 3,615 |
| Mill Creek | WA | 19,441 | 108 | 2,011 | 2,119 |
| Washington | | 7,216,688 | 281 | 3,449 | 3,730 |
| United States | | 327,455,769 | 368 | 2,376 | 2,744 |

FIGURE 7-29: Reported Violent and Property Crime Rates, by Year

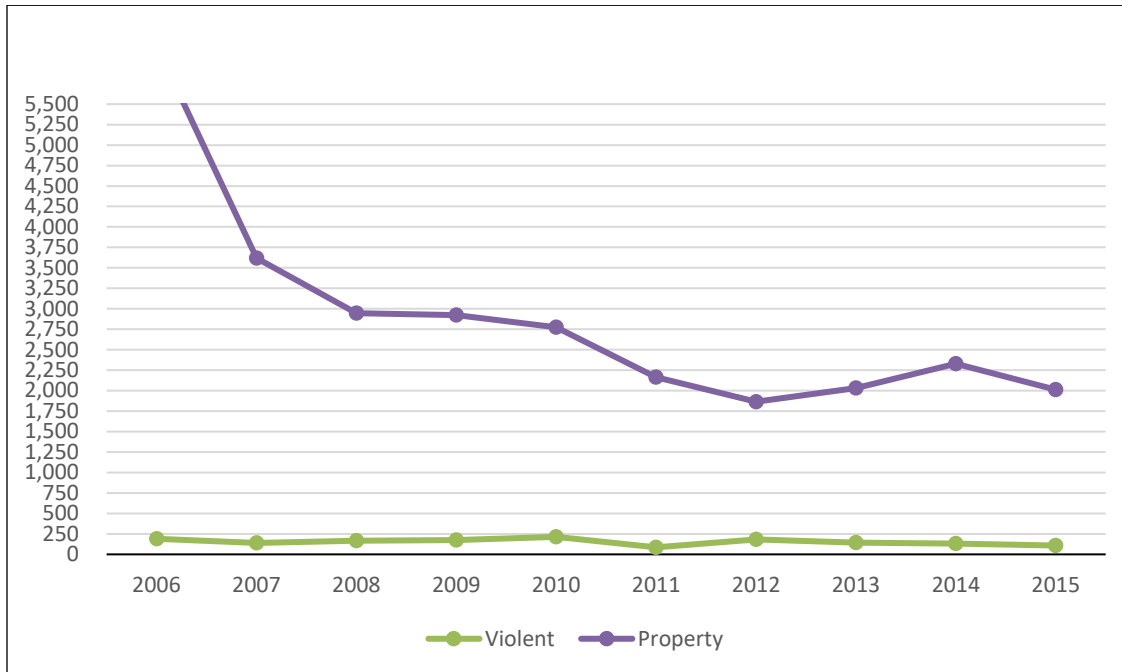


FIGURE 7-30: Reported City and State Crime Rates, by Year



TABLE 7-19: Reported Municipal, State, and National Crime Rates, by Year

| Year | Mill Creek | | | | Washington | | | | National | | | |
|------|------------|---------|----------|-------|------------|---------|----------|-------|-------------|---------|----------|-------|
| | Population | Violent | Property | Total | Population | Violent | Property | Total | Population | Violent | Property | Total |
| 2006 | 13,733 | 189 | 6,211 | 6,401 | 6,428,613 | 341 | 4,420 | 4,761 | 304,567,337 | 448 | 3,103 | 3,551 |
| 2007 | 15,843 | 139 | 3,617 | 3,756 | 6,500,793 | 328 | 3,951 | 4,279 | 306,799,884 | 442 | 3,045 | 3,487 |
| 2008 | 15,776 | 165 | 2,948 | 3,112 | 6,581,318 | 330 | 3,756 | 4,085 | 309,327,055 | 438 | 3,055 | 3,493 |
| 2009 | 17,270 | 174 | 2,924 | 3,098 | 6,696,694 | 327 | 3,601 | 3,928 | 312,367,926 | 416 | 2,906 | 3,322 |
| 2010 | 18,244 | 214 | 2,774 | 2,987 | 6,762,781 | 310 | 3,666 | 3,976 | 314,170,775 | 393 | 2,833 | 3,225 |
| 2011 | 18,530 | 86 | 2,164 | 2,250 | 6,868,877 | 290 | 3,513 | 3,804 | 317,186,963 | 376 | 2,800 | 3,176 |
| 2012 | 18,661 | 182 | 1,865 | 2,047 | 6,937,277 | 292 | 3,607 | 3,899 | 319,697,368 | 377 | 2,758 | 3,135 |
| 2013 | 18,806 | 144 | 2,031 | 2,175 | 7,011,381 | 283 | 3,665 | 3,948 | 321,947,240 | 362 | 2,627 | 2,989 |
| 2014 | 18,970 | 132 | 2,330 | 2,462 | 7,106,083 | 281 | 3,683 | 3,964 | 324,699,246 | 357 | 2,464 | 2,821 |
| 2015 | 19,441 | 108 | 2,011 | 2,119 | 7,216,688 | 281 | 3,449 | 3,730 | 327,455,769 | 368 | 2,376 | 2,744 |

TABLE 7-20: Reported Municipal, State, and National Clearance Rates in 2015

| Crime | Mill Creek | | | Washington | | | National | | |
|---------------------|------------|------------|------|------------|------------|------|-----------|------------|------|
| | Crimes | Clearances | Rate | Crimes | Clearances | Rate | Crimes | Clearances | Rate |
| Aggravated Assault | 12 | 7 | 58% | 11,990 | 7,047 | 59% | 749,010 | 390,068 | 52% |
| Burglary | 72 | 8 | 11% | 50,975 | 5,434 | 11% | 1,535,314 | 194,795 | 13% |
| Larceny | 281 | 28 | 10% | 170,963 | 29,189 | 17% | 5,545,667 | 1,191,030 | 21% |
| Murder Manslaughter | 1 | 1 | 100% | 223 | 165 | 74% | 16,304 | 9,598 | 59% |
| Rape | 2 | 0 | 0% | 2,626 | 866 | 33% | 119,732 | 42,962 | 36% |
| Robbery | 6 | 1 | 17% | 5,441 | 1,745 | 32% | 321,519 | 90,010 | 28% |
| Vehicle Theft | 38 | 3 | 8% | 26,990 | 2,663 | 10% | 698,558 | 88,593 | 13% |

APPENDIX C: POLICE SUPPORT OFFICER

The department's patrol force includes a police support officer who usually handles animal calls, prisoner transport, and parking enforcement. The police support officer works Monday through Friday from 8:00 a.m. until 4:00 p.m. We include a table showing the types of calls handled by this officer, along with a pair of graphs comparing workload against average deployment and displaying its associated percentage. Rather than analyzing winter and summer separately, we studied the entire year within a single series of graphs.

TABLE 7-21: Calls by Category, Police Support Officer

| Category | No. of Calls |
|---------------------------|--------------|
| Accidents | 31 |
| Alarm | 1 |
| Animal call | 179 |
| Assist other agency | 45 |
| Check/investigation | 12 |
| Crime-person | 2 |
| Crime-property | 16 |
| Disturbance | 5 |
| Follow-up | 22 |
| Juvenile | 1 |
| Miscellaneous | 106 |
| Suspicious person/vehicle | 21 |
| Traffic enforcement | 548 |
| Warrant | 16 |
| Total | 1,005 |

Note: As the total number of calls is nearly 1,000, a category's percentage is basically its count divided by 10. For example, 55 percent of calls handled by the police support officer were traffic enforcement.

FIGURE 7-31: Deployment and All Workload, Weekdays, Police Support Officer

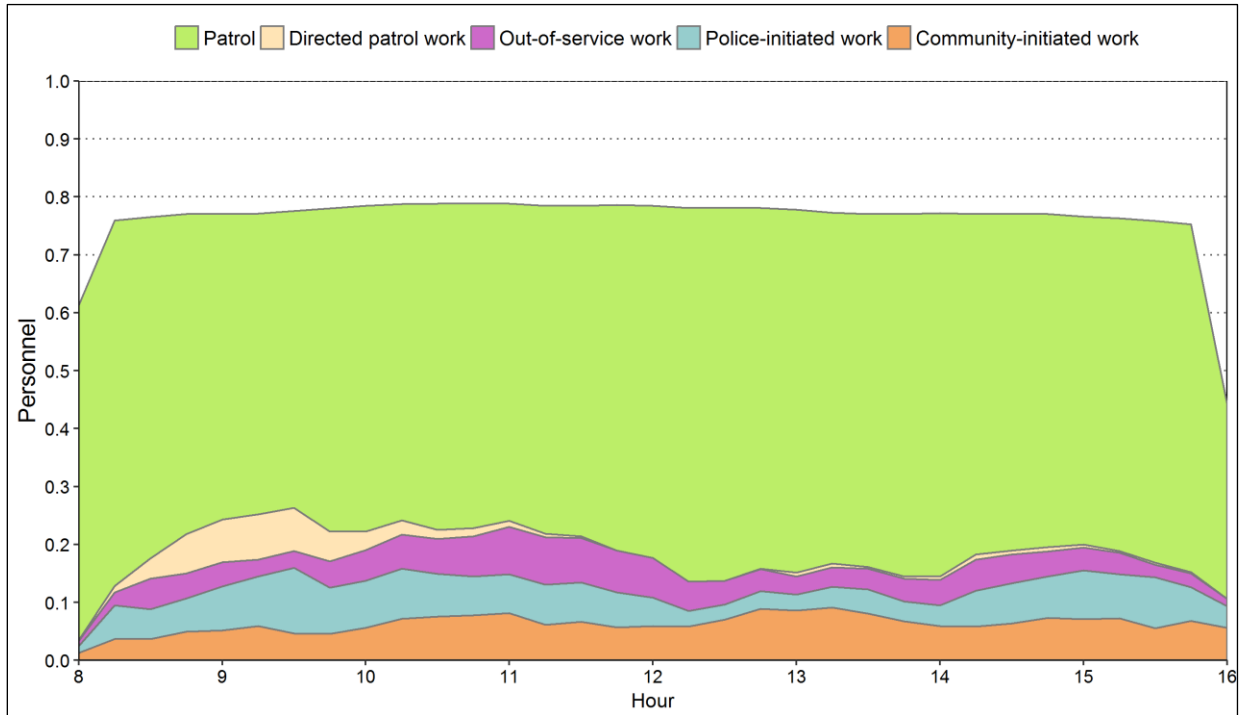


FIGURE 7-32: Percentage of Workload, Weekdays, Police Support Officer

