

POLICE OPERATIONS AND DATA ANALYSIS REPORT

BONNEY LAKE, WASHINGTON



CPSM[®]

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

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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 of 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 Bonney Lake Police Department (BLPD). While our analysis covered all aspects of the department's operations, particular areas of focus included: (1) identifying the appropriate staffing/deployment of the agency given its workload, community demographics, and crime levels; (2) evaluating operational effectiveness and efficiencies; (3) analyzing current facility, fleet, technology, and equipment resources; and (4) analyzing response times for all priority levels of calls for service.

We analyzed departmental workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that allowed us to understand the implications of service demands on current staffing. We reviewed the department's organizational design to determine if the many functions required of a modern police agency are staffed and structured appropriately.

CPSM's study involved data collection, interviews with key police and city administrative personnel, on-site observations of the job environment, data analysis, comparative analyses, and development of alternatives and recommendations. We also conducted focus groups, which are unstructured group interviews in which the moderators actively encourage discussion among participants. The discussion permits greater exploration of topics and participation in the study at all levels of the department. The two focus groups consisted of commissioned officers and a second group of sergeants.

CPSM's assessment of the Bonney Lake Police Department is that it is a professional police agency that delivers a full array of services while being responsive to community needs. During the site visit CPSM encountered outstanding employees at all levels who were clearly dedicated to the Bonney Lake Police Department and community. BLPD does an excellent job in important areas and has clearly developed positive relations with the community.

CPSM identified three high-risk operations of concern, those which involve the community service officers in the areas of evidence and property, bailiff duties, and transportation. These areas warrant prompt attention to remediate unit accountability, integrity, safety, and liability. CPSM's recommendation for patrol staffing is to maintain current staffing levels due to projected commercial growth in Bonney Lake and to deliver an appropriate response time to high-priority (life-threatening) calls. In addition, it is our assessment that community service officers have more workload than is manageable. CPSM recommends exploring several options to mitigate this workload and attendant safety concerns. These recommendations and others are discussed in the detailed analysis that follows. CPSM also recommends internal policy changes for consideration.

This report consists of two sections. The first covers our operations assessment of the department based upon interviews with staff, the review of numerous documents provided by the city, and the site visit by the CPSM team. The second half consists of the data analysis section, primarily of patrol workload activity, which is based upon the computer-aided dispatch (CAD) records provided by the department. The sections are complementary. Readers will note that some information, including tables and charts, is reflected in both portions of the report since the consultants used the data report extensively to assist in their assessment.

As part of this Executive Summary, we have listed general observations that we believe identify some of the strengths and challenges facing the department. Additionally, we have included a

master list of recommendations. These recommendations will help to ensure that police resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, while the high level of police services provided to the citizens of Bonney Lake is maintained.

The recommendations are intended to form the basis of a long-term strategic plan for improvement as the city and department continue to grow. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country. In no way should the recommendations be interpreted as an indictment of what we consider to be a very professional police department. CPSM suggests that city leadership rely upon the judgment of the police department administration to prioritize the recommendations as best serves the department's immediate needs.

CPSM staff would like to thank City Administrator Don Morrison, Chief Dana Powers, Assistant Chief Kurt Alfano, and the entire staff of the Bonney Lake Police Department for their gracious cooperation and assistance in completing this project.

GENERAL OBSERVATIONS

- Overall, CPSM found the department to be well-managed, backed with excellent equipment and technology.
- The duties of the community service officers (CSOs) need to be reexamined so as to focus on greater efficiency. While CSOs perform a valuable and essential service they are severely understaffed for their responsibilities. This overload, along with a lack of clear operational policy on bailiff and transportation duties, creates dysfunction in high-risk areas. CPSM has concerns about insufficient staffing and security measures for the evidence and property, bailiffs, and transportation areas were significant enough to share with the police chief at the conclusion of the on-site assessment. At that time CPSM suggested that the city explore alternative solutions to staffing the units. For bailiffs and transportation this includes contracting with a private company for court services, exploring more shared funding for additional staff, or transferring bailiff responsibilities to the Bonney Lake Justice Center. In addition, ongoing training for bailiff and transportation officers is needed. Finally, additional staff is needed to augment the evidence and property to address backlogged items and to ensure integrity and accountability of the unit.
- In virtually all police studies CPSM has conducted a lack of effective internal communication is cited as a major organizational impediment. That sentiment was expressed in Bonney Lake as well. In some cases the concern raised is justifiable; in other cases, those who express the concern have subjected themselves to selective awareness. Open, constructive communication is vital to any organization. CPSM suggests an option that involves executive staff hosting a quarterly "State of the Department" briefing where staff can give a short status report on important issues, changes, new programs, etc., facing the department and allow for questions or input from all employees. Such meetings should be scheduled to allow all shifts to participate. Those who are truly interested in department activities outside of their "workspace" can gain a better understanding of the department's work plan and how they may contribute to the betterment of the department. For those who have selective awareness, they have only themselves to blame should they choose not to participate. Executive staff might also consider installing a display board of current department projects and their status to keep employees informed.

- The department's leadership relies on informal strategic planning in administrative and operational management. Members of the department may understand the daily mission, but long-term planning is not prevalent. A three- to five-year collaborative strategic plan would provide clearer direction for the department.
- The department has a number of systems in place to ensure excellence. For example, BLPD excels in maintaining its training records and conducting quarterly and yearly performance evaluations. Consistency in quarterly employee evaluations is unusual, yet is essential to ensuring accurate and meaningful annual performance evaluations. Bonney Lake is one of the few departments that holds supervisors accountable for this responsibility, and this is recognized and commended.

RECOMMENDATIONS BY FUNCTION

Patrol Operations

Patrol Unit

- Maintain the current authorized staffing level for patrol.
- Work collaboratively on crime prevention and call reduction strategies with the Chamber of Commerce and businesses identified as responsible for an inordinately high number of calls for service. This will both increase profitability for the businesses and reduce workload demands on the police department.
- Work with the South Sound 911 to address excessive dispatch delays for high-priority calls.
- Modify schedule and deployment practices for patrol officers to reduce excessive response times for high-priority calls.
- Consider implementing an alternate work schedule so as to better aligns personnel deployment with workload demands as well as to eliminate excessive deployment on Thursdays.

School Resource Officer

- The city should work with the school district to establish dedicated funding for a full-time school resource officer.

Traffic

- Develop a standing committee made up of members of the police department, public works, and the traffic engineer with the responsibility to address causative factors for traffic accidents at locations with a high frequency of accidents.
- Establish directed traffic enforcement efforts for the locations with a high frequency of accidents.
- Use individual performance data reports to ensure that all members of the department's patrol force dedicate an appropriate level of attention to traffic safety and enforcement.
- Consider discontinuing the deployment of a motorcycle for traffic enforcement purposes.
- Draw from the Citizen's Academy graduate pool for volunteers to assist the traffic unit with a myriad variety of traffic-related duties.

Vehicle Fleet

- Consider migrating toward a standard make and model of vehicle for the patrol fleet where possible. At present, four different make/model vehicles are in use by patrol officers. Functionality, cost, reliability, and fuel economy are major considerations that must be factored into purchasing decisions.

Administration

Chief's Office

- Develop a three- to five-year strategic plan for the department to include goals and objectives, measurable outcomes, and projected personnel and capital expenses, all with the goal of reducing crime and increasing the quality of life in the City of Bonney Lake.
- Update the department website to provide accurate phone lines and eliminate circuitous recorded voicemail instructions.
- Publish the annual report in a timely manner and include internal and citizen complaint data.
- Establish rotational schedules for all special assignments.
- Create a short-term rotational assignment for patrol officers to detectives, if staffing permits.

Professional Standards

- Consider a more formal and proactive approach to internal affairs. Random audits and inspections should be conducted of field contacts, use of force, traffic stops, traffic tickets, sick time use, investigations, any in-car/camera video, property and evidence submissions, records, equipment, or any other quality control mechanism on an administrative policy, sexual assault investigations, or sexual harassment. All of these areas can be examined more rigorously and audits and inspections will support quality assurance, safety, and policy compliance.
- Clarify in Policy 1020 that anonymous personnel complaints will be accepted.
- Create a brochure explaining the police misconduct procedure.
- Update the home page of the police department website with a link to an explanation of the police misconduct complaint process and add a downloadable complaint form.
- Move complaint forms and police misconduct brochures from inside the Records office into the lobby for easier access.
- Ensure that the public can easily commend department personnel online via the department's website homepage and via forms available in the police department lobby.
- Establish a 30-day timeline for personnel investigations, with extensions afforded based on need.
- Ensure all supervisors clearly understand in writing what issues and complaints may be "informally" handled.

Recruiting/Pre-employment Investigations

- Recruit more police reserve officers.
- Use salary savings from vacant positions to hire retired police officers part-time to perform pre-employment investigations.

Training

- The training manager should work with the training committee and sergeants to identify and provide pertinent roll call training on high-risk policies, legal updates, and other relevant material for sergeants to present at daily roll call briefings.
- Develop a two-year master training calendar/plan to ensure essential and mandated training is being completed.
- Develop a formal sergeant's training program for new sergeants.
- Develop and implement a list of mandatory and desirable training classes for all assignments in the department, including executives.
- Send all CSOs and Records staff to the eight-hour crisis intervention training class, as these personnel all encounter emotionally distraught people.

Performance Evaluations

- Change the police operations personnel evaluation form from overall performance rating scores to ratings in individual areas to create a more accurate performance measurement.
- Require supervisors to justify performance ratings of "Exceeds Standards" and "Unsatisfactory" in performance evaluations.
- Review wording of performance evaluation forms to ensure they align with the mission statement and values.

Use of Force:

- Revise Use of Force policy 300.21 from stating that officers witnessing excessive force "should" notify a supervisor to "must" notify a supervisor.
- Policy 300.9 should be revised to require the Administrative Assistant Chief to review more often than annually the use of force log to identify trends or patterns indicating a need for policy change or training.

Worker's Compensation

- Create a policy that limits to 60 days the time an employee can continue to work on light-duty status.
- Temporary modified duty assignments (30 to 90 days) should be identified and a detailed written description of the duties of each assignment should be completed, including the environmental conditions where the work is to be performed. This will assist a treating physician in determining if the condition of the employee would allow for such assignment. Once the descriptions are completed, outreach to the treating facilities should be conducted on an annual basis to affirm the availability and desirability of these temporary assignments.
- Supervisors should accompany employees seeking initial medical treatment/evaluation to the treating facility when such treatment is provided at a city contracted facility. The supervisor should consult with the treating physician and discuss with them the availability of temporary modified duty assignments defined above to assist in determining if such work can be performed where available.
- If an injured worker is found to be temporarily disabled and time is lost, their first-line supervisor should be in weekly contact with the employee to ensure that their needs are being met, as well as to provide encouragement for a speedy recovery.

Investigations

Detectives

- Install a video recording system in the interview room.
- Establish a rotation schedule for detective assignments with appropriate exemptions and length of terms based on the complexity of the function. The rotation of experienced detectives should be staggered to ensure knowledgeable staff can train new detectives.

Crime Analyst

- Identify which of the crime analyst's data analysis and report responsibilities could be transferred to Records.

Support Services

Bailiff Duties

- Provide sufficient staffing for bailiff position(s) to ensure minimum safety and security standards in the courthouse.
- Consider alternative strategies for bailiff services.
- If the department continues to provide bailiff staffing, create a bailiff policy operations manual consistent with industry standards and train both bailiffs and police officers in the policy.
- Work with the Municipal Court to ensure adequate building security at closing time.

Transportation Duties

- Modify courthouse prisoner benches so as to be able to secure handcuffed prisoners.
- Collaborate with Pierce County municipalities to identify ways to share expenses and additional staffing to minimize the burden and increase safety for Bonney Lake CSO transport staff. This may include consideration of a position exclusively dedicated to prisoner transportation.
- Work with Pierce County municipalities to identify ways to increase jail bed space.
- Create a comprehensive transportation policy or operations manual that specifies procedures while transporting, loading, and unloading prisoners, and for response to critical and high-risk incidents. Train both CSOs and officers in the new policies.
- Ensure that transport officers receive formalized training upon their appointment, as well as periodic update training.

Crime Prevention

- A Business Watch program should be established for retail crime "hot spots."
- A more robust Neighborhood Watch (Block Watch) program should be developed to include organization of block captains.
- Create a clear vision of the direction of crime prevention education for both residential and business communities.

Police Volunteer Program

- Consider expanding the volunteer program. This could include a Volunteers on Patrol Program using trained volunteers to assist the department's traffic, crime prevention, and detective

units. Volunteers can serve by patrolling neighborhoods to serve as the eyes and ears for law enforcement, educating residents in residential crime prevention strategies, assisting detectives in calling families of missing persons or runaway juveniles to check their status, calling victims, or similar duties.

Property and Evidence Unit

- Install cameras in the property and evidence booking areas, gun, jewelry, and narcotics storage rooms.
- Replace keyed door entries with card readers for greater security and accountability.
- Conduct and document regular audits and inspections as required in BLPD Policy 804.8
- Create an evidence and property management operations manual.
- Assign additional staffing to property and evidence for cross-training, managing backlogged items, and for greater security and control.

Records Section

- Migrate to an online system that allows the public to order and receive traffic and designated crime reports directly.
- Consider providing the public an option to report certain misdemeanor crimes online.
- Discontinue the acceptance of cash for fees and police reports by accepting only credit/debit cards, cashier's checks, or money orders.
- Reduce the high intake of nonessential calls to the Records Section by providing personalized voice mailbox messaging for all department staff and business cards containing the telephone voice mailbox number.

Facilities

- Build a secure access to the rear of the building and rear parking area for police staff only.
- Install a video surveillance system for the exterior of the police building and interior lobby.
- Change the exterior facility doors to a card reader system instead of the current keypad entry to enable better tracking and security.

SECTION 2. METHODOLOGY

DATA ANALYSIS

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

INTERVIEWS

This study relied extensively on intensive interviews with BLPD personnel. On-site and in-person interviews were conducted with both assistant chiefs regarding their operations.

FOCUS GROUPS

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

DOCUMENT REVIEW

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

OPERATIONAL/ADMINISTRATIVE OBSERVATIONS

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, investigations, and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

IMPLEMENTING THE REPORT'S RECOMMENDATIONS

CPSM's conclusions and recommendations provide a blueprint for both the city and police administrations to move forward. The city administration should have periodic meetings with the BLPD to ensure that CPSM's recommendations are implemented. It is strongly recommended that the Chief identify and task one individual with responsibility for implementing these recommendations. This person should establish a liaison with the Chief of Police and should be given the authority and responsibility to effectuate the recommended changes. This includes ensuring the recommendations are executed in a timely fashion and then evaluating the department's progress quarterly.

SECTION 3. COMMUNITY OVERVIEW

BONNEY LAKE DEMOGRAPHICS

Bonney Lake is located within Pierce County, Washington, and encompasses a land area of approximately 7.94 square miles. According to the most recent U.S. Census Bureau estimates Bonney Lake had an estimated population of 19,903 in July 2015. This represents an increase of 14.6 percent since 2010. As of 2015, the city's population demographics are estimated as 84.5 percent White, 5.7 percent Hispanic, 5.2 percent two or more races, 1.9 percent Asian, 1.1 percent Black, 0.5 percent Native Hawaiian and Pacific Islander, and 0.3 percent American Indian.

The estimated percentage of persons living below the poverty level in Bonney Lake in 2015 was 9.1 percent, which is nearly 25 percent below the state of Washington's average of 12.2 percent. The 2015 national poverty rate was 13.5.

The city is governed by a mayor and seven council members. A city administrator appointed by the mayor and city council has the responsibility of managing the daily functions of the city. The police department is guided by a mission statement that states:

"The Bonney Lake Police Department provides quality police service with trust, integrity and respect, while enforcing state and municipal laws, to provide a safe environment while encouraging active community participation."

UNIFORM CRIME REPORT/CRIME TRENDS

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments in the United States. The reports are used to measure the extent, fluctuation, and distribution of crime. For reporting purposes criminal offenses are divided into two categories: Part 1 offenses and Part 2 offenses. Part 1 offenses are grouped in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft.

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how communities in Washington compare to one another in terms of crime rates. As indicated in Table 3-1, in 2015, Bonney Lake had a UCR Part I violent crime rate of 136 and a property crime rate of 2,357. Crime rates are expressed as the number of incidents per 100,000 population.

In comparing Bonney Lake with other municipalities of similar population, it can be seen in Table 3-1 that Fife had the highest violent crime rate of 965, followed by Port Orchard at 502, with remaining cities having a rate as low as 18. Bonney Lake's violent crime rate is 53 percent below the Washington state average and is only 35 percent of the national violent crime rate. Fife had the highest property crime rate at 7,913, followed by Shelton with 7,102. Bonney Lake's property crime rate in 2015 was 2,357, which is 32 percent below the state average, and 9 percent below the national average. It can be concluded that Bonney Lake falls in the median range in total crime rate among comparable cities.

TABLE 3-1: 2015 Comparison of Reported Crime Rates by Jurisdiction

City	State	Population	Crime Rates		
			Violent	Property	Total
Bainbridge Island	WA	23,351	43	1,358	1,400
Centralia	WA	16,632	379	4,990	5,369
Covington	WA	19,532	133	3,584	3,717
Edgewood	WA	9,844	102	2,255	2,357
Ellensburg	WA	18,899	138	3,064	3,201
Enumclaw	WA	11,657	43	2,805	2,848
Fife	WA	9,642	965	7,913	8,878
Grandview	WA	11,201	134	1,812	1,946
Kenmore	WA	22,176	63	1,457	1,520
Lake Forest Park	WA	13,327	60	2,221	2,281
Maple Valley	WA	25,741	89	1,733	1,822
Mercer Island	WA	24,737	20	2,203	2,223
Newcastle	WA	11,413	18	2,322	2,339
Port Orchard	WA	13,535	502	5,770	6,273
Poulsbo	WA	9,809	92	3,578	3,670
Shelton	WA	9,758	461	7,102	7,563
Snoqualmie	WA	13,148	23	1,263	1,285
Sumner	WA	9,737	195	6,275	6,470
Sunnyside	WA	16,198	154	2,494	2,648
Tumwater	WA	19,193	365	4,111	4,476
Bonney Lake	WA	19,180	136	2,357	2,492
Washington		7,170,351	284	3,464	3,748
United States		321,418,820	373	2,487	2,860

Figure 3-1 shows the ten-year trend for both violent and property crimes in Bonney Lake. Figure 3-2 compares the overall trend for rate of crime (violent and property combined) in Bonney Lake and Washington. The rate for property crime has declined overall during this period, while violent crime remained low in the city throughout the ten-year period.

FIGURE 3-1: Reported Violent and Property Crime Rates, 2006-2015

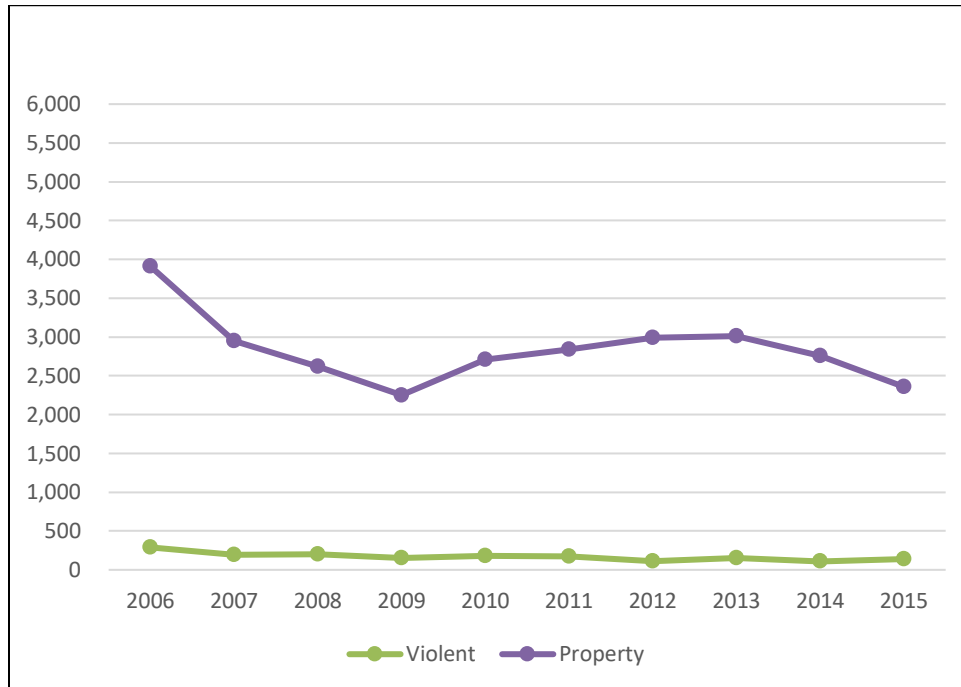


FIGURE 3-2: Reported City and State Crime Rates, 2006-2015

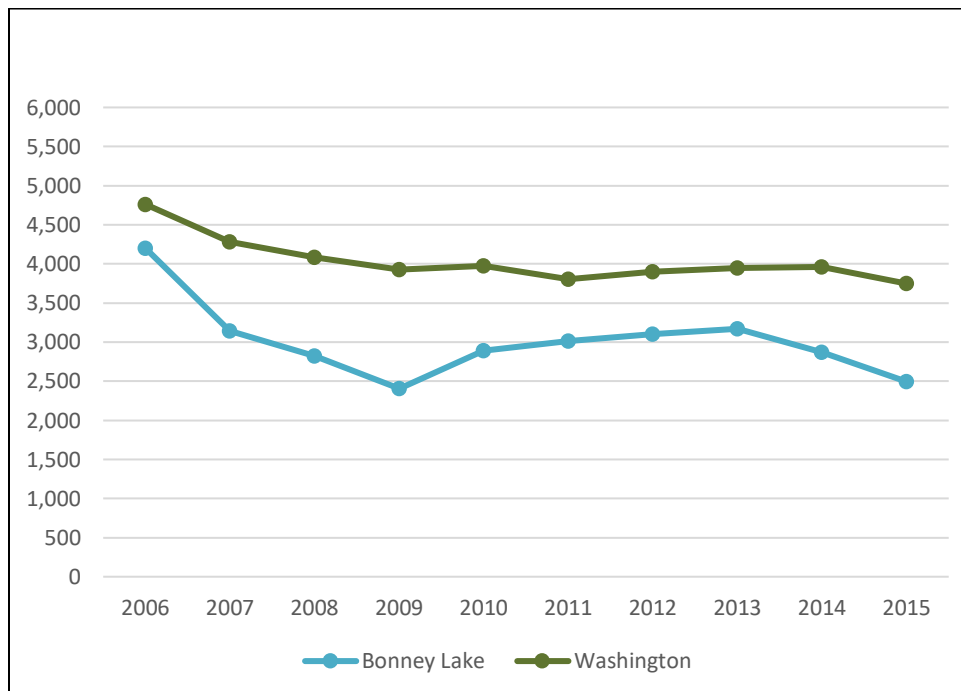


TABLE 3-2: Reported Municipal, State, and National Crime Rates, 2006-2015

Year	Bonney Lake				Washington				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2006	14,862	289	3,909	4,199	6,428,613	341	4,420	4,761	304,567,337	448	3,103	3,551
2007	15,737	197	2,948	3,145	6,500,793	328	3,951	4,279	306,799,884	442	3,045	3,487
2008	16,482	200	2,621	2,821	6,581,318	330	3,756	4,085	309,327,055	438	3,055	3,493
2009	17,461	155	2,251	2,405	6,696,694	327	3,601	3,928	312,367,926	416	2,906	3,322
2010	17,374	178	2,711	2,889	6,762,781	310	3,666	3,976	314,170,775	393	2,833	3,225
2011	17,647	176	2,839	3,015	6,868,877	290	3,513	3,804	317,186,963	376	2,800	3,176
2012	17,751	113	2,991	3,104	6,937,277	292	3,607	3,899	319,697,368	377	2,758	3,135
2013	18,156	154	3,013	3,167	7,011,381	283	3,665	3,948	321,947,240	362	2,627	2,989
2014	18,519	108	2,759	2,867	7,106,083	281	3,683	3,964	324,699,246	357	2,464	2,821
2015	19,180	136	2,357	2,492	7,170,351	284	3,464	3,748	321,418,820	373	2,487	2,860

The crime data numbers in Table 3-2 are based upon the latest reporting year available from the FBI UCR program. CPSM reviewed 2015 data provided by the Bonney Lake Police Department and noted that from 2013 to 2015 the Part 1 crime rate decreased.

DEPARTMENT AUTHORIZED STAFFING LEVELS

Table 3-3 displays the authorized staffing levels for the department for fiscal years 2015 and 2016. During this period department-wide authorized staffing remained the same, although the department currently is not fully staffed. In 2016, two officers separated from the department and their positions have not been filled. Combined with officers off work due to work-related injuries, these vacancies resulted in patrol staffing shortages. To mitigate this shortage, the school resource officer and traffic officer were reassigned to patrol in January 2017.

TABLE 3-3: Authorized Staffing Levels for Fiscal Years 2015-2016

Position	2015	2016
Chief of Police	1	1
Assistant Chief	2	2
Sergeant	5	5
Police Officers	22	22
School Resource Officer	1	1
Community Service Officers	3	3
Bailiff	.40	.40
Department Assistant	1	1
Records Clerk	3	3
Child Passenger Safety-Program	1	1
Total Personnel	39.4	39.4

Projection of Future Staffing Needs for the Department

The city's population increased from 17,374 in 2010 to 19,903 in 2015, a 15 percent increase. Violent and property crime rates are low to moderate in contrast to other communities, and both are lower than state and national rates. Retail establishments are the primary generators of property crimes they also impact traffic flow. Therefore, the city needs to determine the extent of any predicted growth in retail, as this may affect police service demand. Retail establishments attract a daily surge of people into the community via SR 410.

Additional staffing does not always equate to better police performance in addressing crime. Rather, strategic tactical planning to address the root causes of crime is needed. Crime prevention education is essential for both the residential and business communities. Additionally, intelligence exchange and tactical planning with other agencies is needed to address crime. Technology enhancements also need to be considered, such as the use of state-of-the-art cameras in public areas and retail establishments to identify suspects and facial recognition technology for crime prevention purposes. A discussion pertaining to crime prevention will be presented in Section 5, Crime Prevention, under Support Operations.

FISCAL COMPARISONS

The Benchmark City Survey was begun in 1997 by a group of police chiefs from across the country to establish a measurement tool to determine if their departments were providing the best service possible to their communities in an efficient manner. The 2014 survey included 29 police departments; the average population of these cities is 164,560, with a median population of 147,220. While communities differ from one another, comparisons can be helpful in benchmarking the performance of a police department. The most recent available data from the Benchmark City Survey is for the year 2014.

The 2014 survey reports that the budget of the participating police departments averaged 28.5 percent of a jurisdiction's total budget. In comparison, the 2016 Bonney Lake Police Department budget was \$6,104,801, and the total city general fund budget was \$15,956,383. Thus, the Bonney Lake Police Department budget was 38 percent of the city's total budget, which is 33 percent higher than the average of the participating police department's average of 28.5 percent.

Another budget comparison that can be made from the 2014 Benchmark City Survey is the breakdown of the police department's costs per citizen. In the 2014 survey, the average police department budget equated to \$233.10 per citizen. By comparison, the Bonney Lake Police Department's budget equated to \$306.72 per citizen, based on the 2015 U.S. Census estimate of a population of 19,903. This is 32 percent higher than the Benchmark City Survey average cost per citizen.¹

There may be justifiable reasons for a higher than average police department budget percentage based on Bonney Lake's unique characteristics. Also, the larger average population size of participating jurisdictions may affect the comparison. Nevertheless, In terms of benchmarking against the 2014 Benchmark City Survey of police departments, cost-effectiveness reduction strategies need to be reviewed by the department as the per capita costs for police service in Bonney Lake were higher.

Labor Contracts

The Bonney Lake Police Guild represents law enforcement employees and law enforcement (support) employees in separate collective bargaining agreements with the City of Bonney Lake. Two three-year contracts are in place, with both expiring on December 31, 2017.

¹ Benchmark City Survey, 2014 Data. Retrieved from <http://www.olatheks.org/files/police/A%20-%20Benchmark%20City%20Survey%20-%202014%20Data%20-%20Demographics.pdf>

SECTION 4. OPERATIONS DIVISION

The Operations Division serves under the direction of an Assistant Chief of Police who reports directly to the Chief of Police. This division incorporates both field as well as some administrative functions. Field functions include patrol, traffic, and the school resource officer (SRO). At present, one reserve police officer provides added patrol coverage on a limited basis. Additional functions, primarily administrative, include property and evidence, crime prevention, prisoner transportation, and municipal court bailiff. As noted, there are a variety of sections and services within this division. Where appropriate, we will separately address each in the reporting to follow.

PATROL SECTION

The Bonney Lake Police Department provides the community with a full range of police services including responding to emergencies and calls for service (CFS), performing directed patrol activities, and neighborhood problem solving. The department is service oriented. Essentially, every call for service from the public gets a police response and every criminal case gets reviewed/investigated. The department embraces this approach and considers every request for service from the public important and deserving of a police response.

Uniformed patrol is considered the “backbone” of American policing. 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 ensure that the department is capable of responding to emergency calls for service and providing general law enforcement services to the public.

While the field functions of the Patrol Section include patrol, traffic, and the SRO, for clarity we will address each of these functions as a separate unit. That is not to say that they operate independently; they do not. Each is integrally involved in the Patrol Section's functions. Nonetheless, reporting on each separately allows the reader to better comprehend each function and its independent value as well as the collective value in providing policing services to the City of Bonney Lake.

Patrol Unit

The Patrol Unit is made up of 4 sergeants and 14 police officers. They are responsible for 24/7 policing services in the City of Bonney Lake. At present, there are two police officer vacancies. As a result, a traffic officer and the sole SRO have been reassigned to patrol to cover shifts associated with those vacancies.

The Patrol Unit is divided into four squads, each supervised by a police sergeant. The sergeant serves as the watch commander and oftentimes is the highest-ranking officer on duty during the night and weekend hours. Each sergeant has a contingent of officers assigned under their supervision.

The Patrol Unit operates under a 4/10 work schedule. Each officer works four days per week and 10 hours per workday. Squads work either Monday through Thursday or Thursday through Sunday, and they alternate between those two schedules every 28 days. This allows personnel to have weekends off every other month. The following work schedule represents the current shift configuration in use at the BLPD.

- Day shift: 6:00 a.m. to 4:00 p.m.
- Swing shift: 3:00 p.m. to 1:00 a.m.
- Late swing: 5:00 p.m. to 3:00 a.m. (Nighttime sergeants only).
- Grave shift: 8:00 p.m. to 6:00 a.m.

Given the present staffing level of the patrol unit, coverage will normally range from a low of two officers on duty to a high of six. The department has established an informal staffing minimum of two officers on duty, which generally occurs in the early morning hours. Staffing levels are affected by both the number of officers assigned to the Patrol Unit as well as the impact of time off associated with vacations, training, court appearances, FMLA, and illness/injury. The combination of these leave factors generally results in officers being unavailable for a shift at a rate of 20 to 25 percent. To a very limited degree, this is offset by the availability of reserve officers to backfill or supplement a shift. The backfilling is dependent upon matching shift needs and the availability of the reserve officers.

In virtually all CPSM studies we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will extensively discuss workload and other factors to be considered in establishing staffing levels. Upon thorough evaluation of all contributing factors, we will make staffing recommendations.

As noted in the Executive Summary, our work followed two tracks: (1) the operational assessment, and (2) a data analysis of workload, primarily related to patrol. In the following pages relative to the Patrol Section, we draw upon the data analysis report to assist in our operational assessment. The data analysis report, in full, can be found following the operational assessment and readers are encouraged to thoroughly review it. It is rich with information, only a portion of which is included in this segment of the report. For purposes of our analysis, we use computer-aided dispatch (CAD) records supplied by the regional dispatch center. These records pertain to identifiable workload associated with specific units and create the most accurate, verifiable and comprehensive records available.

Call/Workload Demand

Crime statistics for the City of Bonney Lake indicate a low volume of violent crime in comparison to both the state of Washington and the nation. The property crime rate is lower than that of the state of Washington and on par with the national average. These figures were discussed in Section 3, and depicted in Table 3-2: Reported City, State, and National Crime Rates by Year (2006 to 2015). While there are slight fluctuations from year to year, crime is trending downward, following a path that began nationally in the 1990s.

The prevention of crime and the apprehension of criminals is at the forefront of the list of responsibilities for police departments, but demands on police resources involve much more than crime. Traffic enforcement, the efficient flow of traffic through the community, and maintaining peace and order are but a few of the many such non-crime duties that fall into the scope of work of a police department. As we examine workload demands we will explore all duties.

Table 4-1 presents information on the main categories of calls for service the department handled during the study period of November 1, 2015 through October 31, 2016. The South Sound 911 (Regional Dispatch Center) recorded approximately 18,185 events that were assigned call numbers and which include an adequate record of a responding patrol unit. Thus

the department saw an average of 49.7 patrol-related events per day. While the total number of events reached an average of nearly 50 per day, many were for directed patrol activities rather than call-specific. Others had fewer than 30 seconds spent on the call (indicating the call had been canceled) or lacked arrival times or other pertinent call information. Excluding these categories, the analysis focused on the remaining 14,509 calls for service. The data include both officer-initiated activity and activity initiated by other sources (i.e., citizens, alarm companies, transfers from other law enforcement agencies, etc.). It is important to note that our focus here is on call data. As we examine workload impacts later in this section, we will capture all reported time, including that spent on directed patrol, etc.

TABLE 4-1: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accidents	430	1.2
Alarm	375	1.0
Animal calls	73	0.2
Assist other agency	385	1.1
Check/investigation	1,510	4.1
Crime—persons	779	2.1
Crime—property	1,221	3.3
Disturbance	431	1.2
Juvenile	167	0.5
Miscellaneous	629	1.7
Prisoner—arrest	287	0.8
Prisoner—transport	177	0.5
Suspicious person/vehicle	1,667	4.6
Traffic enforcement	6,378	17.4
Total	14,509	39.6

Note: We removed 3,301 directed patrol events, 26 out-of-service activities, and 718 events with zero time on scene. As some directed patrol events also involved zero time on scene, a total of 3,676 records were removed. As we examine workload, we will include time devoted to these activities.

In total, department officers were involved in 14,509 calls during the 12-month study period, an average of 39.6 calls per day and 1.7 per hour. The top three categories of calls accounted for 75 percent of all calls: 47 percent of calls were traffic-related, 14 percent of calls were for suspicious activities, and 14 percent were for crimes.

In Table 4-2 we examine both the origin of the call and the average time spent on a call by the primary unit. Other-Initiated includes calls from citizens, businesses, alarm companies, and transfers from other law enforcement agencies, etc. Police-Initiated refers to calls generated by a patrol officer or other Bonney Lake police employees.

TABLE 4-2: Primary Unit's Average Occupied Times, by Category and Initiator

Category	Other-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accidents	38.3	392	37.5	38
Alarm	15.6	367	11.6	8
Animal calls	22.5	66	2.7	7
Assist other agency	33.1	315	15.6	70
Check/investigation	29.2	984	30.3	525
Crime—persons	42.5	753	58.6	26
Crime—property	39.2	1,165	39.8	56
Disturbance	23.9	410	19.6	21
Juvenile	37.6	147	39.3	20
Miscellaneous	27.5	433	36.8	195
Prisoner—arrest	NA	0	85.6	287
Prisoner—transport	NA	0	122.2	172
Suspicious person/vehicle	21.4	779	8.9	888
Traffic enforcement	24.0	658	10.5	5,720
Weighted Average/Total Calls	30.7	6,469	17.9	8,033

Note: The information in Table 4-2 is limited to calls and excludes all events that show zero time on scene, directed patrol, etc. 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.

In Table 4-3 we look at the average number of police units that responded to an activity. Generally, as BLPD deploys one-officer units, that translates to the average number of officers that responded.

TABLE 4-3: Average Number of Responding Units, by Initiator and Category

Category	Other-Initiated		Police-Initiated	
	No. Units	Calls	No. Units	Calls
Accidents	1.6	392	2.0	38
Alarm	2.1	367	1.9	8
Animal calls	1.4	66	1.3	7
Assist other agency	1.9	315	1.2	70
Check/investigation	1.5	984	1.1	526
Crime–persons	2.0	753	1.7	26
Crime–property	1.6	1,165	1.7	56
Disturbance	1.9	410	1.4	21
Juvenile	1.6	147	1.0	20
Miscellaneous	1.4	433	1.2	196
Prisoner–arrest	NA	0	1.6	287
Prisoner–transport	NA	0	1.1	177
Suspicious person/vehicle	2.0	779	1.4	888
Traffic enforcement	1.4	658	1.1	5,720
Weighted Average/Total Calls	1.7	6,469	1.2	8,040

Note: The information in Table 4-3 is limited to calls and excludes all events that show zero time on scene. Observations refer to number of responding units shown within the figure rather than the table.

TABLE 4-4 Number of Responding Units, by Category, Other-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	221	121	50
Alarm	63	229	75
Animal calls	44	20	2
Assist other agency	111	139	65
Check/investigation	602	293	89
Crime–persons	273	307	173
Crime–property	705	309	151
Disturbance	151	162	97
Juvenile	77	53	17
Miscellaneous	294	111	28
Suspicious person/vehicle	219	394	166
Traffic enforcement	448	165	45
Total	3,208	2,303	958

Calls For Service Efficiency

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from Tables 4-1 through 4-4 provide a wealth of information about demand, workload, and deployment per call in Bonney Lake. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 4-3, on average Bonney Lake primary patrol units take 30.7 minutes to handle a call for service initiated by the public. This duration is slightly higher than the CPSM benchmark time of about 28.7 minutes for a CFS, a benchmark based upon our experience. However, the increased time in handling a call for service could be attributed to conducting more thorough investigations or efforts aimed at building community relations. The reasons are beyond the scope of this project. Also, according to Table 4-3, the department dispatches 1.7 officers per other-initiated CFS. The number of officers dispatched (like occupied time) varies by category of call, but Bonney Lake's experience is slightly higher than the policing norms of about 1.6 officers per CFS.²

Similarly, according to Table 4-5, response times for CFS in Bonney Lake average 13.9 minutes per call in the winter and 14.3 minutes per call during the summer. These response times are higher than many communities. However, CPSM recognizes that the geographical size of the city for this population is large at 7.94 square miles. Response time to the "highest-priority" CFS (Priority 1), at 9.1 minutes, is significantly higher than the five-minute benchmark for this category of CFS. A major component of most high response times can be lengthy travel time, and given the geographical size of Bonney Lake, this is a factor. The average travel time for Priority 1 calls was 5.9 minutes, and it took 3.2 minutes for dispatch to process the call. Priority 1 calls consisted of 48 CFS. For Priority 2 calls the average response time was 11.9 minutes, with 7.2 minutes for travel and 4.8 minutes for dispatch (numbers are rounded). However, both dispatch processing time and travel time are well beyond accepted norms. Additional information concerning response times is included later in this section.

Table 4-5 provides a comparison of various aspects of the response to calls for service and workload for the Bonney Lake Police Department in relation to those of other agencies for which CPSM has done similar studies. As is the case with FBI UCR crime report data, these data simply provide a broad comparison and should be viewed in that framework. Factors such as demographics, service expectations, and the ability to provide for community and officer safety needs must be considered. In comparing Bonney Lake data to that from other studies conducted by CPSM, we look for statistical anomalies. While Bonney Lake generally falls within the norm, one such anomaly identified was that of response times. Average response times for all call priorities was higher than norms, and the average response time to high-priority calls times was exceedingly high. For that reason, we will more fully examine response times later in this section.

² CPSM benchmarks are derived from data analyses of police agencies similar to the BPD.

TABLE 4-5: CFS Comparisons to other CPSM Study Cities

Variable Description	Mean	Minimum	Maximum	Bonney Lake	BLPD vs. CPSM Comps
Population	67,745.7	5,417.0	833,024.0	19,951	
Officers per 100,000 Population	201.2	35.3	465.1	145.3	LOWER
Patrol, Percent of Total Sworn	66.1	32.4	96.8	65.5	LOWER
Index Crime Rate, per 100,000	3,235.1	405.0	9,418.8	2,492	LOWER
VCR (Violent crime rate, per 100,000)	349.3	12.5	1,415.4	136	LOWER
PCR (Property crime rate, per 100,000)	2,885.9	379.7	8,111.6	2,357	LOWER
Avg. Service Time, Police CFS	17.7	8.1	47.3	17.9	HIGHER
Avg. Service Time, Public CFS	28.7	16.0	42.9	30.7	HIGHER
Avg. # of Responding Units, Police CFS*	1.2	1.0	1.6	1.2	AVERAGE
Avg. # of Responding Units, Public CFS*	1.6	1.2	2.2	1.7	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	9.7	75.7	21.5	LOWER
Total Service Time, Public CFS (officer-min.)	48.0	23.6	84.0	52.2	HIGHER
Workload Percent Weekdays Winter	26.6	5.0	65.0	27.0	HIGHER
Workload Percent Weekends Winter	28.4	4.0	68.0	23.0	LOWER
Workload Percent Weekdays Summer	28.7	6.0	67.0	30.0	HIGHER
Workload Percent Weekends Summer	31.8	5.0	69.0	31.0	LOWER
Average Response Time Winter (min.)	11.0	3.1	26.9	13.9	HIGHER
Average Response Time Summer (min.)	11.2	2.4	26.0	14.3	HIGHER
High-Priority Response Time (min.)	5.0	3.2	13.1	9.1	HIGHER

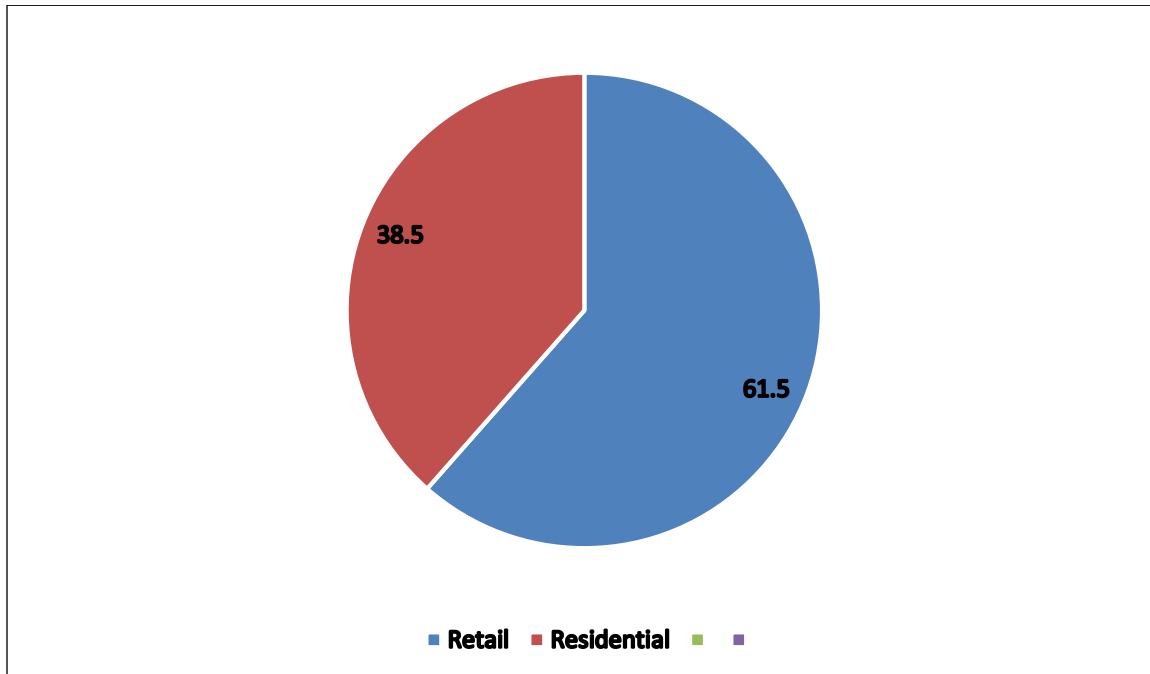
Tables 4-1 to 4-5 provide a comprehensive look at call activity. There is substantial additional detail included in the data analysis portion of the report. Readers are encouraged to review the data report in its entirety.

Call For Service Demand – Residential vs. Retail

In communities such as Bonney Lake, which serve as a regional shopping destination for the area, it is common that calls for service in retail areas make up a large portion of the police department's workload. In the case of Bonney Lake, retail demands account for 61.5 percent of the total department workload (excluding traffic enforcement). Call activities include traffic accidents, disturbances, and crime activities. These percentages are typical of cities similar to Bonney Lake. While the retail centers provide important tax revenues as well as convenience to the city's residents, it is nonetheless important to point out that the workload demands on the police department are not insignificant.

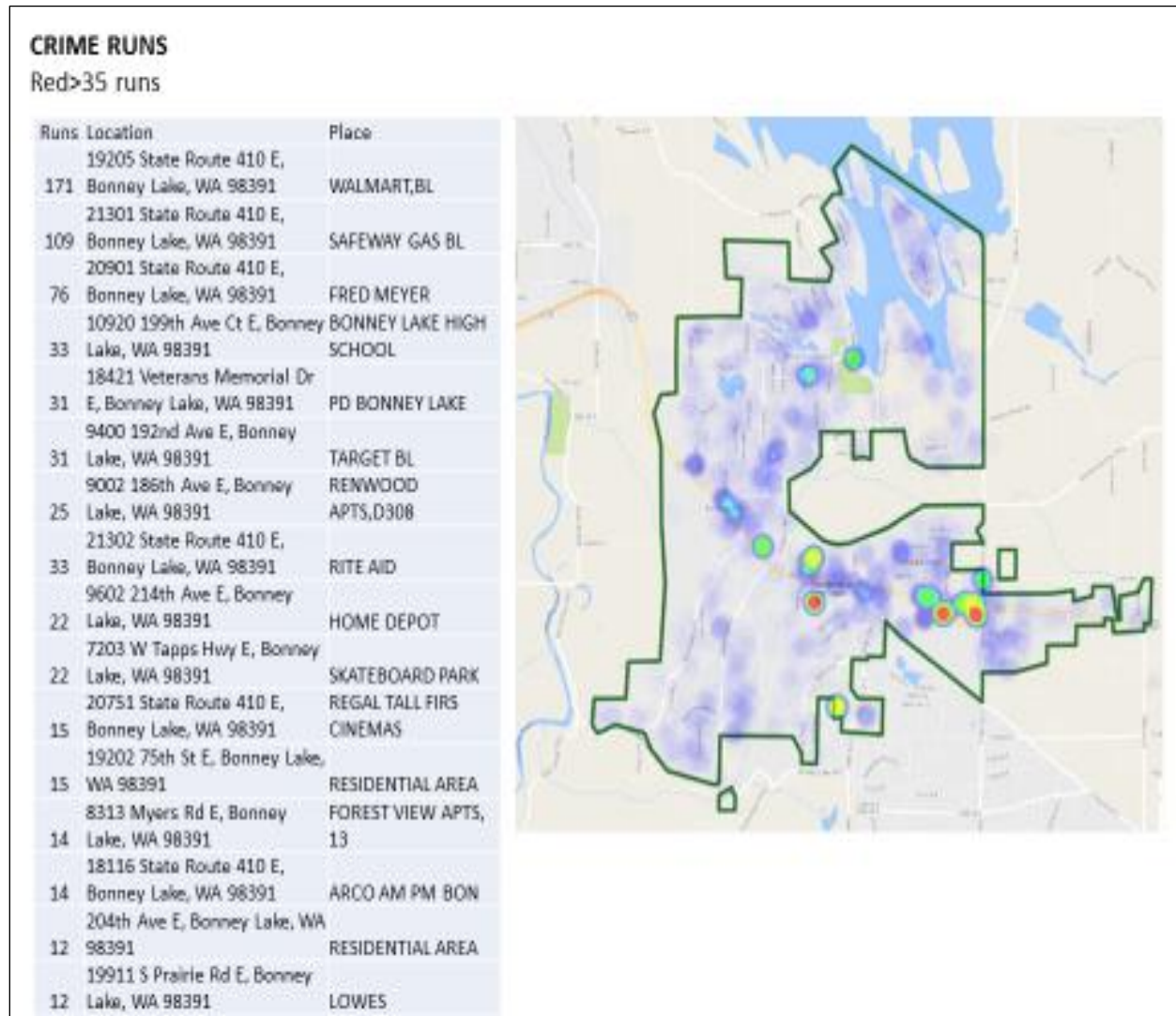
In Figure 4-1, we examine the call demand between residential and retail. For this comparison, we excluded traffic enforcement calls.

FIGURE 4-1: Call Demand – Residential vs. Retail



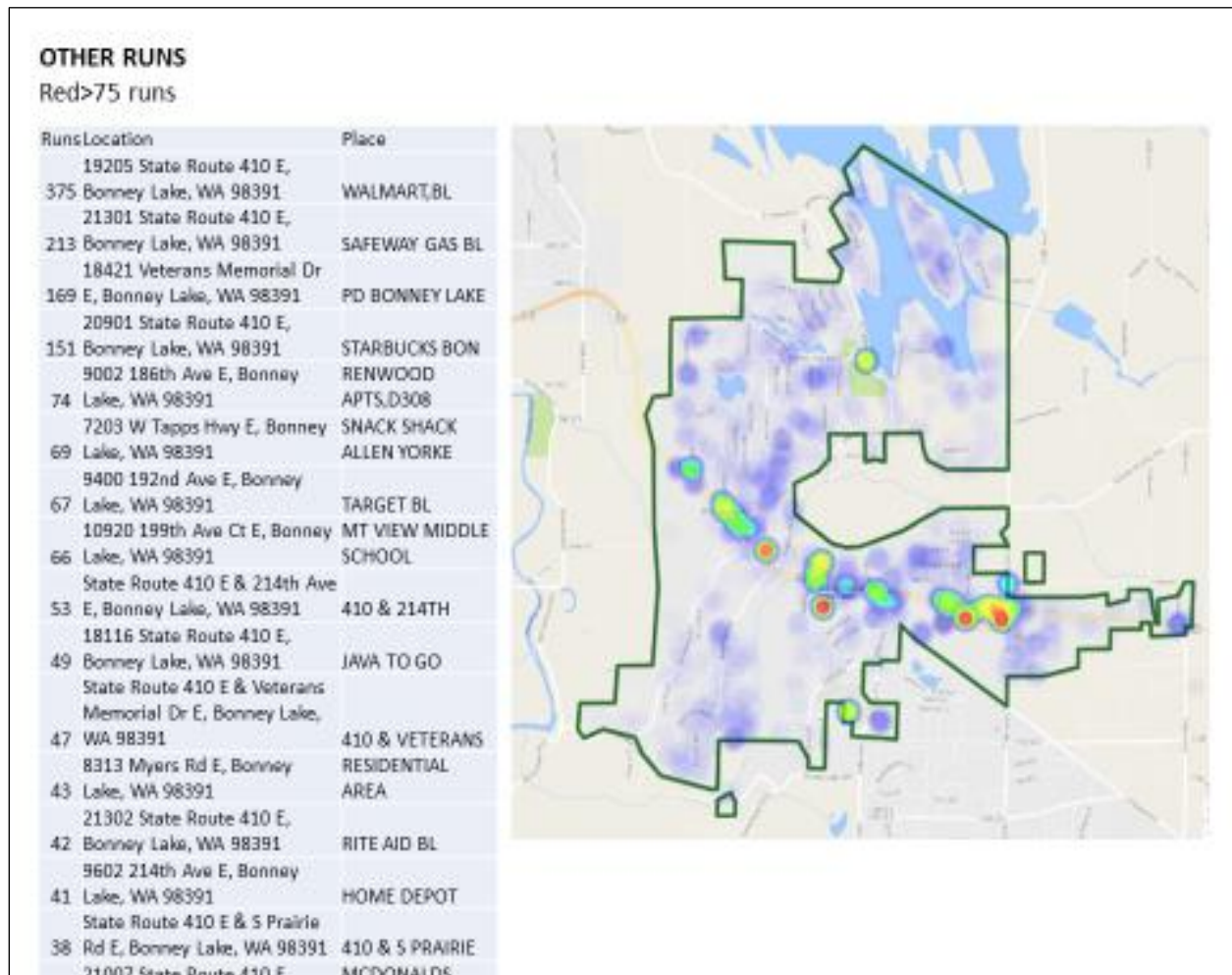
In Figure 4-2 we look at the locations, citywide, that have the highest volume of calls related to criminal activity. These include a mix of retail, entertainment, and residential areas (typically apartment complexes). While the police department is listed, this number is derived from incidents occurring at other locations and reported at the police department. As noted, the vast majority of criminal call activity is located along State Route 410.

FIGURE 4-2: High Volume Locations for Crime Calls



In Figure 4-3, we examine the high call volume locations for non-criminal activity. This may include traffic accidents, a suspicious person, a disturbance involving a customer, a parking complaint, or any number of other calls that do not result a criminal investigative report.

FIGURE 4-3: High Volume Locations for Calls for Service Stemming from Non-Criminal Activity



More than ten percent of all call for service activity citywide (868 of 8,131 from Table 4-1 (excludes traffic enforcement) is located at only two addresses, 19205 State Route 410E and 21301 State Route 410E. The department should examine calls for service at these and other high frequency locations in an effort to identify opportunities to mitigate the need for frequent police response.

Working collaboratively with the Chamber of Commerce and the involved businesses, crime reduction strategies could be put into place to accomplish this. For example, a Business Watch program could be established for these retail “hot spots” and other nearby businesses. Department members trained in crime prevention strategies could meet with these groups quarterly to discuss trends and successful mitigation strategies. Strategies might include security assessments for target hardening and providing security training for retail employees with a goal of increasing profitability for the retail centers while reducing police calls for service. While these measures deal specifically with retail impacts, in the following section we will look further at other call mitigation measures commonly employed.

Call Mitigation

In all studies CPSM examines call mitigation as a tool to reduce workload demand. In evaluating the workload, response to alarm calls is always considered as alarm response numbers as a percentage of calls for service are generally high and the ratio of legitimate to false alarms is extremely low. In general, the rate of false alarms is about 97 to 98 percent of all activations. Though not popular with residents and the business community, some police departments have found it necessary to discontinue the response to alarms in certain circumstances due to the burden associated with false alarm response.

The City of Bonney Lake regulates alarm activity through Chapter 8.48 of the Municipal Code. The ordinance was thoroughly reviewed and found to be comprehensive. It includes a modest permit fee of \$24 and a fine structure ranging from \$100 to \$200 for false alarm activations. There is a provision that allows the responsible party to apply for a waiver on the first false alarm.

During the one-year study period, BLPD responded to 375 alarm calls. For a city of this size, this number is quite small. False alarm activations in Bonney Lake are well below the averages of most cities studied by this CPSM team. As an example, we recently conducted a study for another similarly sized city. Its rate of false alarm activation was nearly twice that of Bonney Lake. It is notable that this other jurisdiction does not have an effective alarm ordinance.

CPSM suggests that no changes are required of the department's protocol in response to false alarms. An average of about one response per day does not significantly impact workload and any modification would undoubtedly prove unpopular.

Along with reducing responses to alarms, another option commonly considered by police departments in an effort to reduce workload is discontinuing responses to non-injury traffic accidents where the involved vehicles do not pose a traffic hazard. Many agencies have adopted this policy or a similar measure that limits the response and investigation to an exchange of driver information.

CPSM considered this for Bonney Lake as well. With an average of just 1.2 accidents per day there is not a significant impact on workload. For the same reasons that apply to our recommendation to not modify response protocols to alarm calls, we suggest that accident response protocols remain unchanged. Additional detail on traffic matters is covered later in this section.

To this point, we have focused largely upon the number of calls and other patrol workload activities for the one-year study period. In the section that follows we will examine how the patrol force allocates time and resources to this workload and other activities. This analysis will assist the city in determining necessary staffing of the patrol function.

Workload Demand Analysis

Although some police administrators suggest that there are national standards 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."³

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 are idle. This may be an indication that the department is overstaffed.

Staffing decisions, particularly for patrol, must be based on actual workload as well as ensuring that sufficient staffing exists to respond to emergency situations involving the safety of the public and officers alike. Once the actual workload is determined and the amount of discretionary time is determined, staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund the staffing. The Bonney Lake Police Department is a full-service police department; its philosophy is to address essentially all requests for service in a community policing style. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

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

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

From an organizational standpoint it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement and community policing. Patrol is generally the most visible and most 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 that threshold is reached the patrol officer's mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After saturation officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes "Why act proactively when my actions are only going to be interrupted by a call?" Any uncommitted time is spent waiting for the next call. 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 (March 2017), the department is authorized for 29 full time commissioned officers. When fully staffed, 18 of

³ John Campbell, Joseph Brann, and David Williams, "Officer-per-Thousand Formulas and Other Policy Myths," *Public Management* 86 (March 2004): 22–27.

those 29 (includes sergeants and officers) are assigned to patrol. At present there is one vacancy at the rank of police officer, a patrol assignment. As well, a new officer that will ultimately be assigned to patrol started the academy the week of March 13 and will be available to patrol within several months. To augment patrol, the department has temporarily assigned one traffic officer and the sole SRO to patrol duties. Thus, at present, patrol staffing represents 70 percent of the authorized commissioned officers in the Bonney Lake Police Department. When fully staffed, if the traffic officer and SRO are returned to their normal assignment, patrol staffing will represent 62 percent of total commissioned staffing.

Accordingly, the department adheres to the first component of the "Rule of 60," that is, about 60 percent of the total sworn force is dedicated to patrol operations. The patrol function is balanced appropriately.

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 and self-initiated arrests, etc. In other words, CPSM suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands in 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 somewhat below 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 may be underutilized, and may signal 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 but consistent and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. Lastly, this is not a hard-and-fast rule, but a benchmark to be used in evaluating staffing decisions. Other factors such as the availability of sufficient resources to safely, efficiently, and effectively respond to emergency calls for service must be considered.

While the call data referenced in Tables 4-1 to 4-5 reflected call activity for the entire one year study period, for this portion of the study we drilled down to examine not just the total number of calls but also the actual time spent on these calls as well as other duties. Here, we compare "all" workload, which includes other-initiated calls, police-initiated calls, directed patrol work, and out-of-service activities. We examined deployment and workload for eight weeks in winter (January 5 through February 29, 2016) and eight weeks in summer (July 7 through August 31, 2016). The department's main patrol force consists of patrol officers and patrol sergeants, with limited support from traffic officers, community service officers, and reserve officers. Patrol operates on 10-hour shifts starting at 6:00 a.m., 3:00 p.m., 5:00 p.m. (sergeants only), and 8:00 p.m. This results in shift overlap periods from 3:00 p.m. to 1:00 a.m. The spikes and troughs in

available personnel reflect staffing level adjustments resulting from shift changes and do not necessarily reflect an inappropriate staffing level.

The police department's main patrol force deployed an average of 4.4 officers per hour during the 24-hour day in winter 2016 and 3.6 officers per hour during the 24-hour day in summer 2016. When additional units are included (community service officers and a reserve officer), the department averaged 4.7 officers per hour during the 24-hour day in winter 2016 and 3.9 officers per hour during the 24-hour day in summer 2016.

In Figures 4-4 through 4-11, our analysis looks specifically at patrol deployment. This enables an assessment of how the department is positioned to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and address traffic issues in the community. Relative to the number of personnel identified, we consider only those personnel who reported for duty rather than authorized staffing levels. We describe the deployment and workload in distinct steps, distinguishing between winter and summer and between weekdays (Monday through Friday) and weekends (Saturday and Sunday).

Figures 4-4, 4-6, 4-8, and 4-10 illustrate the deployment of patrol resources and added resources to handle the workload. Workload includes other-initiated CFS, police-initiated CFS, out-of-service activities, and directed patrol activities. In these four figures representing deployment and all workload for weekdays and weekends in both winter and summer it can be seen that sufficient patrol resources are allocated and available to handle the workload.

In Figures 4-5, 4-7, 4-9, and 4-11, the saturation index is explored. Patrol resources available are denoted by the dashed black line at the top. The 100 percent value indicates the total police officer hours available during the 24-hour period. This amount varies during the day consistent with the staffing of the shifts, but at any given hour the total amount of available manpower will equal 100. The red dashed line fixed at the 60 percent level represents the saturation index (SI). As discussed above in the Rule of 60, Part 2, this is the point at which patrol resources become largely reactive as CFS and workload demands consume a larger and larger portion of available time. The solid blue line represents total workload experienced by the BLPD.

FIGURE 4-4: Deployment and All Workload, Weekdays, Winter 2016

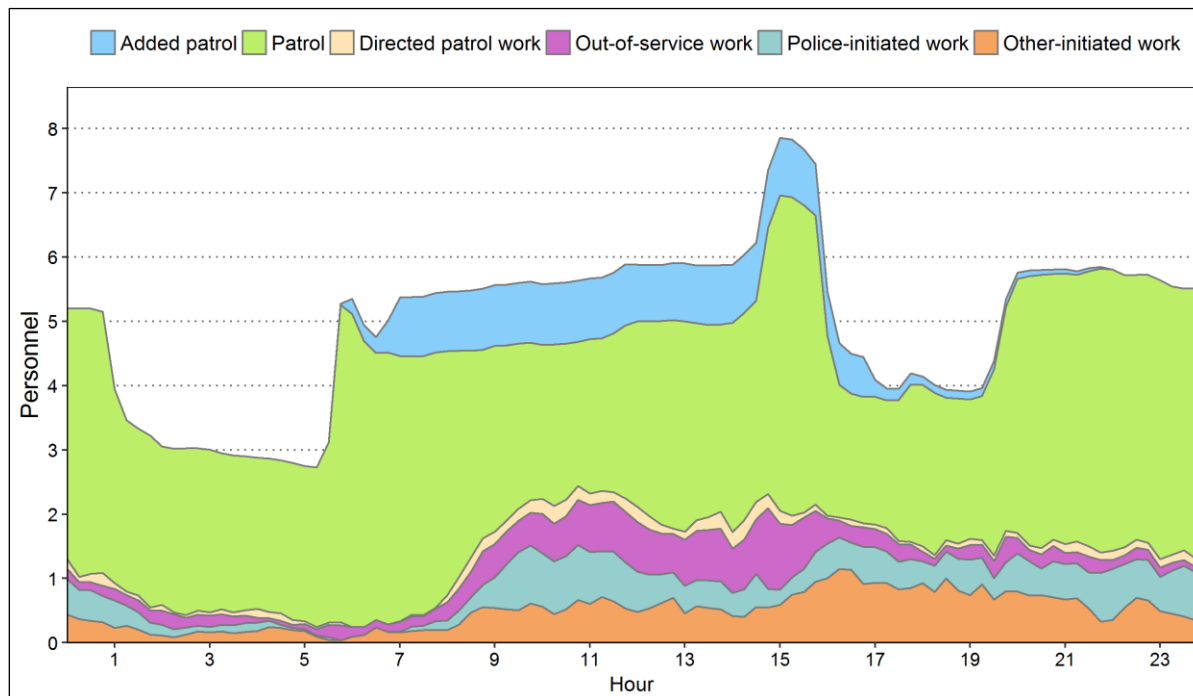


FIGURE 4-5: Percentage of Workload, Weekdays, Winter 2016

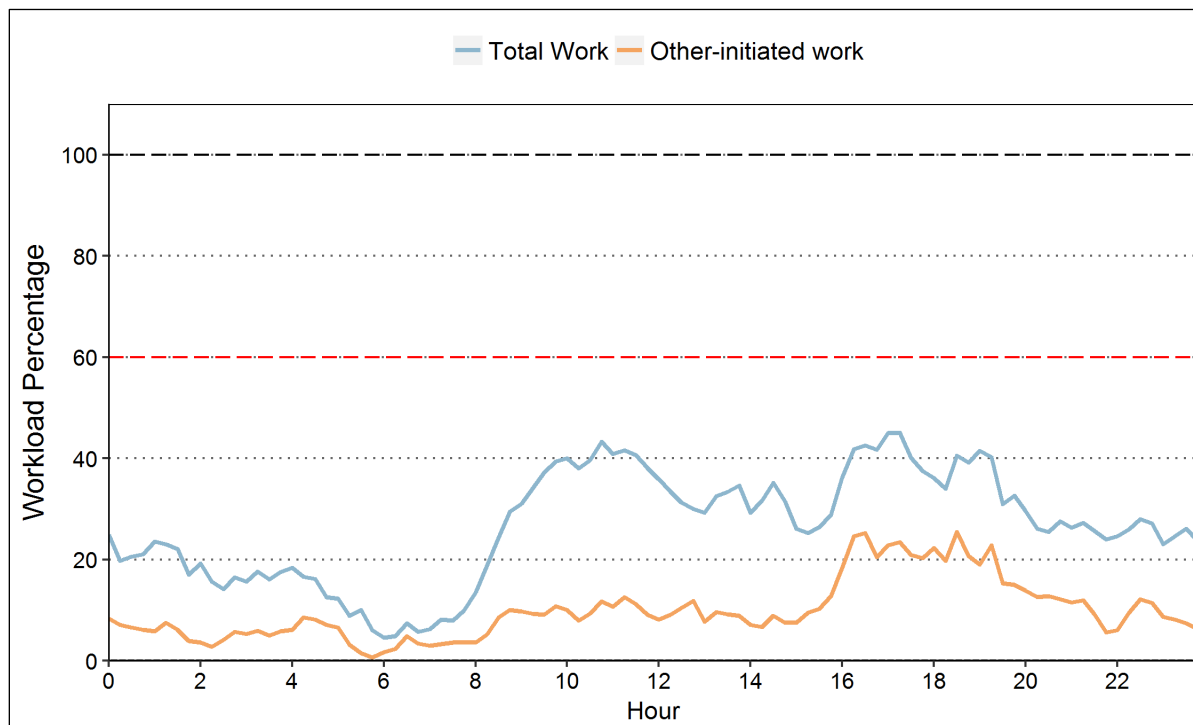


FIGURE 4-6: Deployment and All Workload, Weekends, Winter 2016

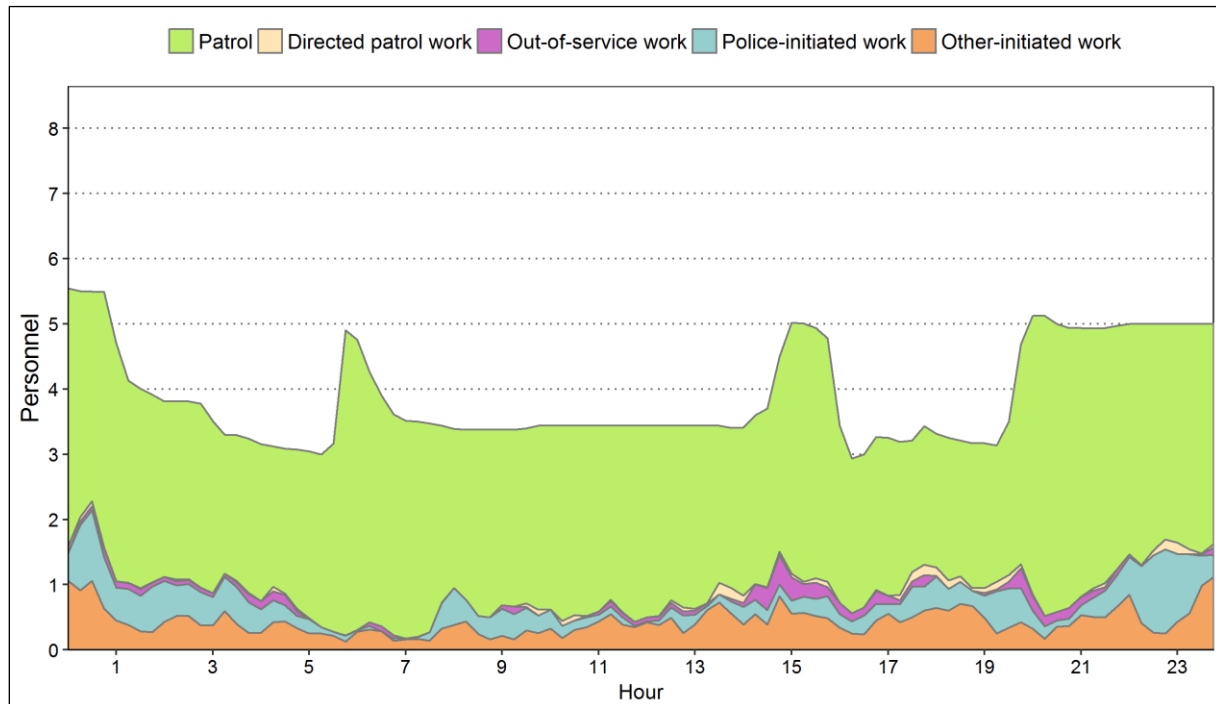


FIGURE 4-7: Percentage of Workload, Weekends, Winter 2016



Observations

- For winter (January 5 through February 29, 2016):
 - The average deployment was 5.0 officers per hour during the week and 3.9 officers per hour on the weekend.
 - Average deployment varied from 2.7 to 7.9 officers per hour on weekdays and 2.9 to 5.5 officers per hour on weekends.
- Other-initiated work:
 - Average other-initiated workload was 0.5 officers per hour during the week and 0.4 officers per hour on weekends.
 - This was approximately 10 percent of hourly deployment during the week and 11 percent of hourly deployment on weekends.
- All work:
 - Average total workload was 1.4 officers per hour during the week and 0.9 officers per hour on weekends.
 - This was approximately 27 percent of hourly deployment during the week and 23 percent of hourly deployment on weekends.

FIGURE 4-8: Deployment and All Workload, Weekdays, Summer 2016

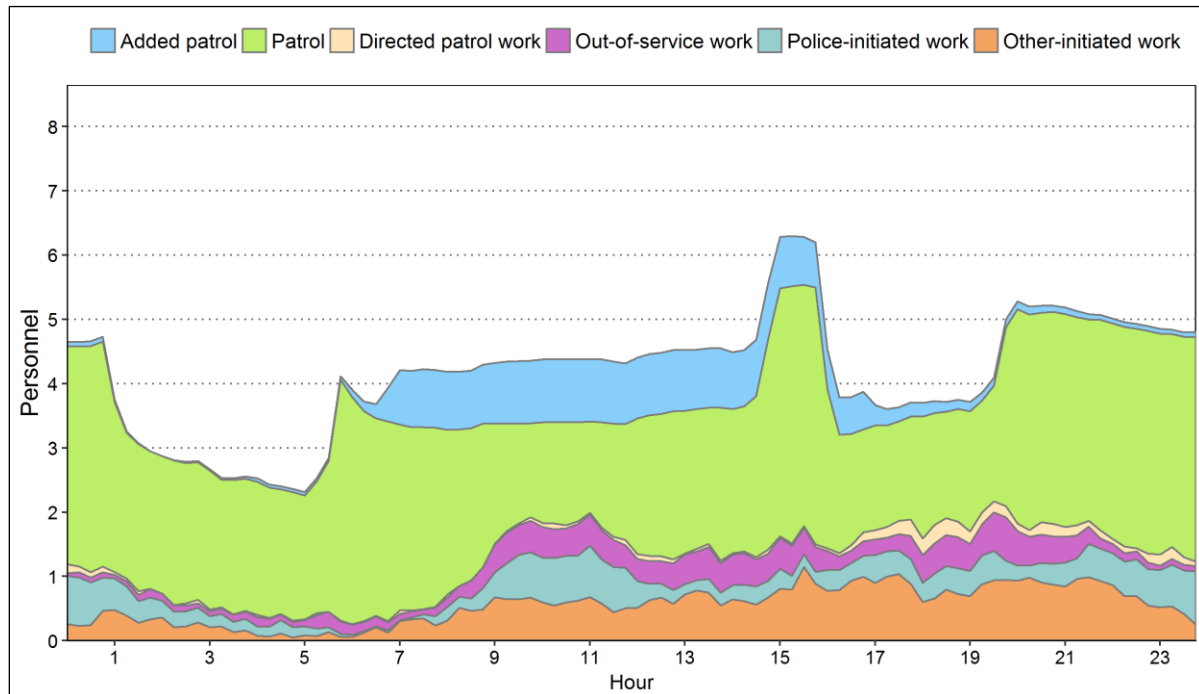


FIGURE 4-9: Percentage of Workload, Weekdays, Summer 2016



FIGURE 4-10: Deployment and All Workload, Weekends, Summer 2016

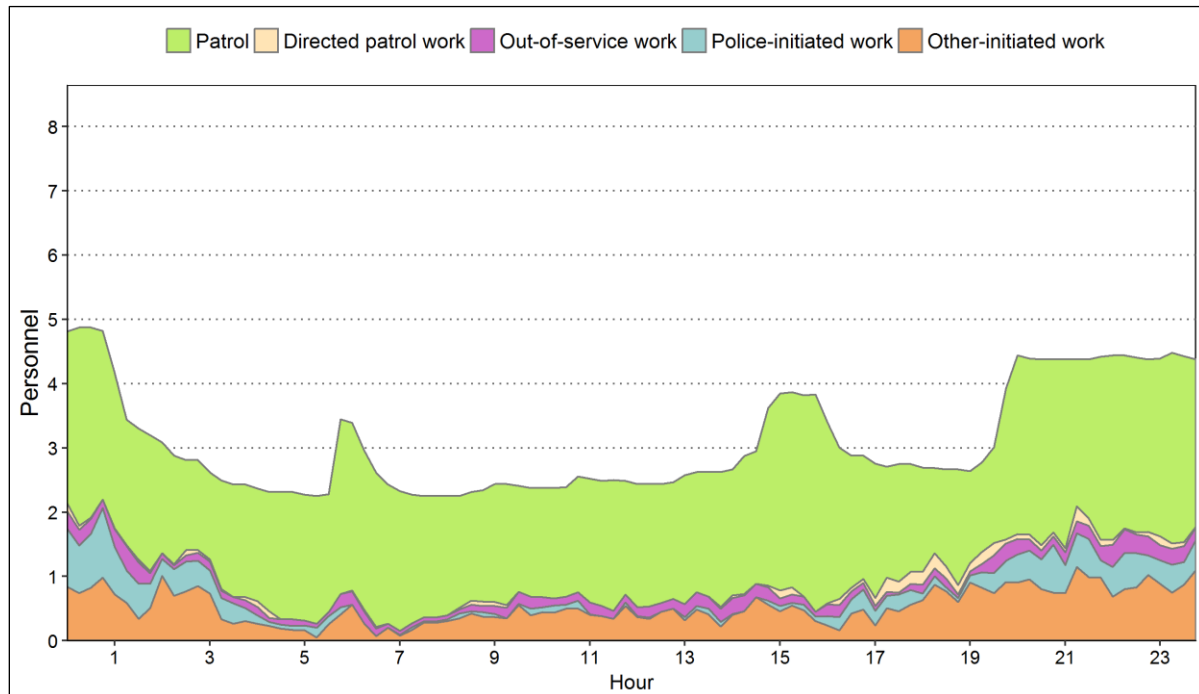


FIGURE 4-11: Percentage of Workload, Weekends, Summer 2016



Observations

- For summer (July 7 through August 31, 2016):
 - The average deployment was 4.2 officers per hour during the week and 3.1 officers per hour on the weekend.
 - Average deployment varied from 2.3 to 6.3 officers per hour on weekdays and 2.2 to 4.9 officers per hour on weekends.
- Other-initiated work:
 - Average other-initiated workload was 0.5 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 17 percent of hourly deployment on weekends.
- All work:
 - Average total workload was 1.3 officers per hour during the week and 1.0 officers per hour on weekends.
 - This was approximately 30 percent of hourly deployment during the week and 31 percent of hourly deployment on weekends.

Patrol Workload Demand Summary

We have extensively discussed workload to this point. It is clearly evident that the department's present workload is well within the standards established in the "Rule of 60" discussion. The average workload (based upon existing staffing and deployment) during the winter period was at 27 percent during the week and 23 percent on weekends. In the winter period, the peak Saturation Index was at 45 percent during the week and 41 percent on weekends. The average workload during the summer period was at 30 percent during the week and 31 percent on weekends. The peak Saturation Index during the summer was at 55 percent during both weekdays and on weekends. Based upon this data, the workload is easily met by the available resources, which suggests that the patrol function is adequately staffed to meet workload demands.

Another vitally important component for analyzing workload, especially in smaller agencies with limited staffing, is the capacity of the department to respond safely and in a timely manner to critical service demands. As police department service demands fluctuate from hour to hour, day to day, and season to season, simply quantifying and averaging work hours over a defined period of time and attaching a number of officers required to handle that workload may ignore another important deployment element. That element is the elapsed response time to life-safety emergencies and in-progress crimes. With limited staffing, smaller departments such as Bonney Lake PD, which maintains a minimum patrol staffing of two officers, can easily be fully committed to an emergency call and not have resources readily available to respond to a second emergency. Thus, we must consider the department's ability to safely and efficiently respond to emergency calls for service. Therefore, response time to emergency calls becomes relevant in establishing deployments. In the section that follows we will examine response times, focusing upon high-priority calls.

Response Time – High Priority Calls

All police departments prioritize calls for service based upon the seriousness of the call. The highest priority calls are usually referred to as Priority 1 calls. While the definition of a Priority 1 call may vary from agency to agency, such calls should include those incidents involving life-safety and in-progress crimes. Citizens expect and demand that their police department be adequately staffed and prepared to respond in a timely fashion for such calls. While this report's data analysis section contains considerable information concerning response times to all priorities of calls for service and should be reviewed in its entirety, here we will focus on the highest priority of calls for service. For this analysis, we utilized data from the "winter" and "summer" reporting periods, which together totaled approximately four months (112 days).

Table 4-6 depicts the average response time to Priority 1 calls as well as all other calls (all other priorities). It must be noted that the response time to a call begins when the first keystroke is entered into the CAD (computer-aided dispatch) call screen by the 911 operator. This begins what we refer to as the "dispatch" period. The "dispatch" period ends when a patrol unit is assigned to the call, at which time the "travel" period begins. When the patrol unit arrives at the scene of the call, the "travel" period ends and the "response time" (dispatch plus travel) is calculated.

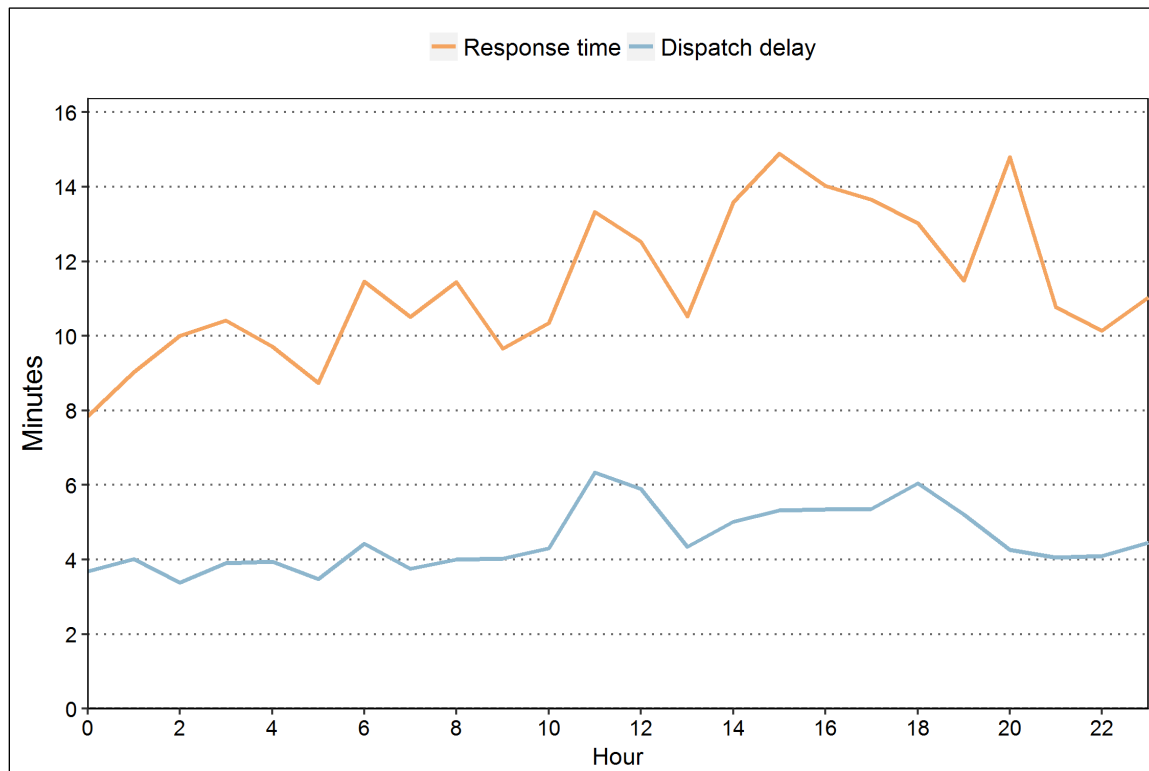
TABLE 4-6: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Calls
1	3.2	5.9	9.1	48
2	4.8	7.2	11.9	1,411
3	4.9	7.1	12.0	1,682
4	6.8	9.4	16.3	2,153
Weighted Average/Total	5.6	8.1	13.7	5,294

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

Based upon the CAD data, the department responds to a Priority 1 call every 2.33 days. Due to the limited number of Priority 1 calls, we expanded our analysis to include Priority 2 calls as well. When both Priority 1 and 2 calls are included, the department responded to 13 such calls per day. Figure 4-12, and the observations that follow, reflect activity for both Priority 1 and 2 calls.

FIGURE 4-12: Average Response Times and Dispatch Delays for High-Priority Calls (Priorities 1 & 2), by Hour



Observations:

- High-priority calls had an average response time of 11.9 minutes, lower than the overall average of 13.7 minutes for all calls.
- Average dispatch delay was 4.7 minutes for high-priority calls, compared to 5.6 minutes overall.
- For high-priority calls, the longest response times were between 3:00 p.m. and 4:00 p.m., with an average of 14.9 minutes and between 8:00 p.m. and 9:00 p.m. with an average of 14.8 minutes.
- For high-priority calls, the shortest response times were between midnight a.m. and 1:00 a.m., with an average of 7.8 minutes.
- Average dispatch delay for high-priority calls was consistently 6.0 minutes or less, except between 11:00 a.m. and noon.

A response time of 9.1 minutes for Priority 1 calls is excessive. It is among the highest response times CPSM has discovered in its many studies. While some agencies do exceed this, it is generally limited to sheriff's departments that patrol expansive territories or agencies impacted with extraordinarily high crime rates. Response times to these types of calls should consistently be in the five minutes or less range. A 9.1 minute response time to an in-progress crime will nearly always result in the perpetrator having fled from the scene prior to the officer's arrival. More importantly, in a life-safety incident such as a baby not breathing, an active shooter, or aggravated assault, serious injury or death may occur. While those possibilities exist on any call, such a lengthy delay for Priority 1 calls is cause for concern. Given this situation, a department analysis of issues contributing to excessive response times is warranted.

There are a number of steps to be taken in conducting the analysis. It is understood that dispatch services are provided on a regional basis by the South Sound 911. An advisory board, the South Sound 911 Eastside Services Advisory Group, provides direction to South Sound 911 and BLPD is a member of that group. While this CPSM study is limited to response times for Bonney Lake, addressing dispatch delays would be of interest to all participating entities. Steps that should be taken include:

1. Review the category of calls that are established as Priority 1 to ensure that only life-safety incidents and in-progress crimes are included. Even low grade crimes such as theft should be included when it is an in-progress incident. Most crimes are reported after the fact, and this creates limited opportunity to make an arrest or solve the crime. Where such crimes can be solved, the investigative time and effort is often considerable. Therefore, the importance of prioritizing these in-progress incidents cannot be overstated.
2. Identify reasons associated with the dispatch delay. For these high-priority calls, a protocol to expedite the dispatch of an officer is imperative. The objective should be to reduce the dispatch delay to no more than one minute. It is understood that some CAD operating systems do not allow for the assignment of an officer to a call history (ending the dispatch period) until the call data is transferred from the 911 operator to the dispatcher. For high-priority calls, a protocol should be in place that allows the dispatcher to notify units of the call so that a response may be initiated pending more information. In that case the officer would be responding prior to the ending of the recorded dispatch period and the true dispatch delay is lessened; however, the travel time would be extended and the overall response time is unchanged.

3. Examine deployment of patrol resources to ensure that adequate staffing is in the field to respond to high-priority calls. The absence of adequate field staffing can be attributed to insufficient overall staffing, or more commonly, inefficient management of personnel.

There are a number of factors that contribute to delays related to the travel time component of overall response time. The City of Bonney Lake encompasses an area of 7.94 sq. miles, according to 2010 Census data. For a city the population of Bonney Lake, this is a large footprint to be patrolled by a small police department. Lakes and islands contribute to the delays as well. Traffic volume adds an additional element to this equation. Daytime and evening traffic slows the response of officers. Anecdotal reports from patrol officers indicate that it may take as much as 10 minutes to traverse the city from one end to the other during the most congested traffic hours.

Of course, an officer's location and activity at the time a call is received also impact response time. Some issues identified at Bonney Lake were the lack of shift overlap between the early morning shift and day shift. At that time there may be no units deployed in the field for as much as 30 to 45 minutes. Even where overlaps of shifts occur, it is the department's practice to have the on-duty shift personnel return to the station for briefing with the on-coming shift. This occurs at all shift reporting times throughout the day, and again may result in the absence of any officers in the field for 30 minutes or more. Another common issue is the writing of police reports in the station in lieu of the patrol vehicle strategically positioned within the city. In studies of communities similar to Bonney Lake and which experience high response time rates, it is common for officers to return to the station to write reports. This was found to be the case in Bonney Lake, though some officers write reports in their vehicle in the department's parking lot. The reasons vary from convenience to officer safety. Nonetheless, all of these issues can be overcome. For instance, fire stations or other government or utility facilities are often strategically located throughout the area and can serve as safe locations from which to write reports. Local businesses, where space allows, will also accommodate officers. Not only does that more strategically place officers throughout the city, given the discussion on Call for Service Demand - Residential vs. Retail, it places officers at locations with high service demands.

Technology

CPSM examined the use of technology by the BLPD. This section covers patrol specifically.

Automated External Defibrillators (AEDs)

AEDs are lifesaving devices utilized in cardiac arrest incidents. As police officers are deployed in the field in a proactive way, police are often the first on scene to life-safety emergencies. For that reason, the department has chosen to equip all patrol vehicles with AEDs. Training in the use of those devices is provided by the fire department. The department is to be commended for this proactive approach.

Automatic License Plate Readers (ALPRs)

ALPRs capture a video image of the license plates of passing vehicles and search databases to determine if the vehicle is stolen or otherwise wanted in connection with a criminal offense. Such devices can scan hundreds of plates per minute and can provide quick notification of a wanted vehicle. Such devices can be placed at a fixed location, or in a mobile patrol unit. Clearly, these are invaluable tools for law enforcement and serve as a force multiplier for any agency. As SR 410 serves as a major corridor through the city, it would serve as an excellent location for fixed placement of such devices. Cameras placed on SR 410 at the East and West city limits would help to identify persons coming into the city that may be involved in criminal

activity and pose a threat to the city. CPSM does not endorse vendors, but is aware that costs of such devices, including installation, are approximately \$10,000 per camera per lane.

CPSM is aware of pending legislation in the Washington State Legislature that would block the use of such devices. We and the entire law enforcement community feel that the value of such technology outweighs the perceived privacy concerns raised by the technology.

Body Worn Cameras /Recorders

At present, the department does not equip its officers with body worn cameras and audio recording devices. The use of these tools is the subject of discussion with Pierce County Police Chiefs Association. There is no question that, at present, no better technology exists for capturing encounters with individuals than body worn cameras. They can serve to change both officer and citizen behaviors. They occasionally capture improper actions by an officer, but far more often serve to rebut false claims of officer misconduct. They do not come without downsides, however. Storing the recordings can be cumbersome and a significant issue has arisen for many departments with respect to public records requests from the media, attorneys, and the individuals contacted by the officer that led to the recording. For attorneys, requests are often part of their due diligence in handling cases, though there is often nothing of value found on the recordings. As a result, primarily to meet public records requests many agencies have found it necessary to hire additional staff to deal with these issues.

Global Position Satellite (GPS) / Automated Vehicle Locater

During the site study the department was not using GPS technology to track the location of its patrol fleet. Though some officers may have concerns about the use of this technology, it is a valuable resource for use in assigning units to calls as well as allowing supervisors to ensure that units are appropriately distributed throughout the city. It can also add to the safety of officers who may become involved in an emergency situation that renders them unable to effectively broadcast their location. CPSM has learned from staff that as of April 2017 the department is now applying this technology.

Mobile Computers

Every officer is assigned a mobile computer that enables access to call information, writing of reports, electronic transfer of reports for supervisor review and further processing, and inquiries of various criminal justice databases to access records for investigative purposes. These devices seem to serve the officers and department well, except that there are reported "dead spots" in some areas of the city from which the officers cannot transmit or receive data. While this is problematic, it is not uncommon in many agencies with similar geographical topography. Overall, these are effective tools for the officers.

Radar

All patrol units have radar units. Given the role that traffic enforcement plays in workload priorities for the City of Bonney Lake, this is highly appropriate.

Alternate Work Schedule Option

From the workload figures that show the percentage of patrol's committed time (Figures 4-5, 4-7, 4-9, 4-11) it can be seen that weekday workload is generally higher in the 8:00 a.m. to 8:00 p.m. period, while weekends generally see a higher workload in the 6:00 p.m. to 4:00 a.m. time period. That pattern is not absolute, and the figures clearly show some peaks in activity throughout much of the day. Nonetheless, for purposes of deployment of resources, the observations noted are of value.

As was noted earlier, patrol officers operate on a 4/10 shift schedule. As presently configured, this results in a doubling of staffing on Thursday. While some training can occur on this day, it is our observation that the deployment number for Thursdays is unnecessarily high.

Tables 4-7a and 4-7b present an alternative to the existing schedule, and illustrate how to incorporate both 4/10 and 3/12 shifts. This alternative uses five reporting times (including late sergeant on weekday schedule) to better match coverage with workload demands. The available literature on shift length provides no definitive conclusions on what constitutes an appropriate shift length. A study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.⁴ CPSM contends that the length of the shift is secondary to the application of shifts to meet service demands. As well as better matching coverage to workload demands, the proposed schedule eliminates the absence of field coverage at the 6:00 a.m. time frame when the overnight team is at end of watch and the daytime team is in briefing.

For these tables we utilized the current authorized staffing numbers. Note that while the traffic officers are included in this schedule, the SRO is not as his duties prevent him from assisting patrol on a consistent basis.

TABLE 4-7a: Proposed 4/10 Work Schedule for Weekday Shifts

	Monday	Tuesday	Wednesday	Thursday
DAY	SGT 1	SGT 1	SGT 1	SGT 1
0600-1600	X	X	X	X
	X*	X*	X*	X*
Total	3	3	3	3
MID				
1000-2000	X	X	X	X
	X	X	X	X
Total	2	2	2	2
NIGHT				
1500-0100	SGT 2**	SGT 2**	SGT 2**	SGT 2**
	X	X	X	X
	X	X	X	X
Total	3	3	3	3
GRAVE				
2100-0700***	X	X	X	X
	X	X	X	X
Total	2	2	2	2

* Traffic Officer

** Night sergeant reports at 1700 hrs. and covers until 0300.

*** This reporting time allows for an overlap with the oncoming day shift.

⁴ Amendola, K., Weisburd, D., Hamilton, E., Jones, G., Slipka, M.. (2011). "The Impact of Shift Length in Policing on Performance, Health, Quality of Life, Sleep, Fatigue, and Extra-Duty Employment." Police Foundation. Retrieved from <https://www.ncjrs.gov/pdffiles1/nij/grants/237331.pdf>

TABLE 4-7b: Proposed 3/12 Schedule for Weekend Shifts

	Friday	Saturday	Sunday
DAY	SGT 3	SGT 3	SGT 3
0600-1800	X	X	X
	X	X	X
Total	3	3	3
EARLY MID			
1000-2200	X	X	X
	X	X	X
Total	2	2	2
LATE MID			
	SGT 4	SGT 4	SGT 4
1500-0300	X	X	X
	X*	X*	X*
Total	3	3	3
GRAVE			
1900-0700	X	X	X
	X	X	X
Total	2	2	2

* Traffic officer

Note: This schedule results in 144 work hours in a 28-day cycle. Therefore, 16 hours of payback per officer is required. Options may include backfill to meet minimum staffing needs, training, vacation coverage, coverage to allow for weekday officers to attend training, administrative project time, etc. Some overtime cost savings would be achieved where backfill is required and would otherwise result in an overtime assignment.

Table 4-8 compares 24/7 staffing levels for the proposed work schedule utilizing a 4/10 and 3/12 shift configuration vs. the existing 4/10 schedule. The existing shift schedule numbers are reflected in parenthesis (). This configuration assumes that both officer vacancies are on day shift. The SRO position is not included. It is important to note that the staffing numbers shown in the table for the hybrid schedule do not reflect the additional 16 hours per officer of payback deployment that can be added wherever advantageous.

TABLE 4-8: Comparison of Patrol Staffing Numbers, Proposed vs. Existing Schedule

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Midnight	5 (6)	5 (6)	5 (6)	5 (6)	5 (12)	5 (6)	5 (6)
0100	3 (3)	3 (3)	3 (3)	3 (3)	5 (6)	5 (3)	5 (3)
0200	3 (3)	3 (3)	3 (3)	3 (3)	5 (6)	5 (3)	5 (3)
0300	2 (2)	2 (2)	2 (2)	2 (2)	2 (4)	2 (2)	2 (2)
0400	2 (2)	2 (2)	2 (2)	2 (2)	2 (4)	2 (2)	2 (2)
0500	2 (2)	2 (2)	2 (2)	2 (2)	2 (4)	2 (2)	2 (2)
0600++	5 (4)	5 (4)	5 (4)	5 (8)	5 (4)	5 (4)	5 (4)
0700	3 (4)	3 (4)	3 (4)	3 (8)	3 (4)	3 (4)	3 (4)
0800	3 (4)	3 (4)	3 (4)	3 (8)	3 (4)	3 (4)	3 (4)
0900	3 (4)	3 (4)	3 (4)	3 (8)	3 (4)	3 (4)	3 (4)
1000	5 (4)	5 (4)	5 (4)	5 (8)	5 (4)	5 (4)	5 (4)
1100	5 (4)	5 (4)	5 (4)	5 (8)	5 (4)	5 (4)	5 (4)
1200	5 (4)	5 (4)	5 (4)	5 (8)	5 (4)	5 (4)	5 (4)
1300	5 (4)	5 (4)	5 (4)	5 (8)	5 (4)	5 (4)	5 (4)
1400	5 (4)	5 (4)	5 (4)	5 (8)	5 (4)	5 (4)	5 (4)
1500++	7 (7)	7 (7)	7 (7)	7 (11)	8 (7)	8 (7)	8 (7)
1600	4 (3)	4 (3)	4 (3)	4 (6)	8 (3)	8 (3)	8 (3)
1700	5 (4)	5 (4)	5 (4)	5 (7)	8 (4)	8 (4)	8 (4)
1800	5 (4)	5 (4)	5 (4)	5 (7)	5 (4)	5 (4)	5 (4)
1900	5 (4)	5 (4)	5 (4)	5 (7)	7 (4)	7 (4)	7 (4)
2000	3 (6)	3 (6)	3 (6)	5 (12)	7 (6)	7 (6)	7 (6)
2100	5 (6)	5 (6)	5 (6)	5 (12)	7 (6)	7 (6)	7 (6)
2200	5 (6)	5 (6)	5 (6)	5 (12)	5 (6)	5 (6)	5 (6)
2300	5 (6)	5 (6)	5 (6)	5 (12)	5 (6)	5 (6)	5 (6)

Note: Staffing levels do not account for a vacancy factor of 25 percent (vacation, illness, training, FMLA, court, etc.).

++Primary shift overlaps resulting in short-term staffing spike.

Patrol Unit Summary

At present the department's authorized Patrol Section is made up of 4 sergeants, 14 patrol officers, 2 traffic officers, and 1 School Resource Officer. Two of the patrol officer positions are vacant due to separations from the department that occurred in 2016. The city froze those positions pending the results of this study. To adjust for this shortfall the department has chosen to reassign one traffic officer and the SRO to patrol duties. As was previously noted, minimum patrol staffing for the department is two. In some cases, this will include a sergeant and an officer, at other times, two officers without an on-duty supervisor. Generally, there is no supervisor on duty between the hours of 3:00 a.m. and 6:00 a.m. Command officers are available on call during this period should the need arise. While this situation is not ideal, this is a common practice for agencies of this size.

During the first workload study period, January and February, 2016, the patrol section was fully staffed. During the second period, July and August, 2016, one officer had separated (April) and the second left in August, though was replaced by a traffic officer. Therefore, actual patrol staffing for the summer period included one vacancy. Regardless, it is abundantly clear that the workload demands are light and for the most part easily met by the authorized staffing. Given the workload demand and without regard to other conditions, no additional staffing is called for at present. The question then becomes whether a staffing reduction could occur without causing a substantial negative impact on workload levels and otherwise compromising the effectiveness of the department and community safety.

Regarding workload demands, based upon a simple mathematical formula (i.e., the Rule of 60, Part 2), the answer is yes. The two vacant positions could be eliminated without severely impacting workload demands on the remaining staff. However, the department's effectiveness and community safety are other important factors that CPSM must consider in rendering a conclusion relative to this important matter.

As was addressed extensively, the department's ability to respond in a timely manner to high-priority calls involving life-safety and in-progress crimes is severely compromised, placing the community at risk. As was reflected in the section on Workload Demand Analysis, and specifically Figures 4-4, 4-6, 4-8, and 4-10, during long periods of the day, an average of 2.5 to 3.5 officers are on duty at any given time. Any reduction in staffing from that currently authorized would clearly lower those staffing levels and undoubtedly increase response times. Planned developments including a big box retailer will also impact traffic congestion and workload, both of which impact response time. Given this, while the present workload would allow for a staffing reduction, CPSM believes that any such reduction would be ill advised.

Recommendations:

- Maintain the current authorized staffing level for patrol.
- Work collaboratively on crime prevention and call reduction strategies with the Chamber of Commerce and the businesses identified as responsible for an inordinately high number of calls for service. This will help to increase profitability for the businesses while reducing workload demands on the police department.
- Work with the South Sound 911 to address excessive dispatch delays for high-priority calls.
- Modify schedule and deployment practices for patrol officers to reduce excessive response times for high-priority calls.
- Consider implementing an alternate work schedule so as to better align personnel deployment with workload demands as well as eliminate excessive deployment on Thursdays.

School Resource Officer (SRO)

Until January of this year, the department had assigned one officer as a school resource officer (SRO). This was a dedicated position for the city's high school, middle school, and three elementary schools. Funding for this position comes from the department's operating budget, with no city or school district funds are specifically allocated for an SRO. Due to vacancies in patrol the department made the decision to reassign the SRO to full-time patrol duties. The future of the SRO program was in limbo at the time of the CPSM site visit, largely based upon uncertainty regarding the status of the department's future staffing level.

The manner of funding SRO positions varies from locality to locality. In some cases, the city funds the position; more commonly the costs are shared between the city and the school district. In

other cases the school district entirely funds the position for the period of the school year. While not common there are cases where a school district operates its own police department, though this is generally reserved for larger districts or those with policing needs beyond that to which a local community can or will commit.

While CAD data can be culled for annual statistics relative to service demands at the schools, annual reports are not generated. To better understand service demands the department provided call for service data for the 2017 calendar year to date, the period after suspension of the SRO program. Through March 15, the department dispatched officers to 75 calls for service at the various schools. This equates to approximately 1.5 calls per school day. While not an inordinately high number, calls for service data does not capture the more important work performed by the SRO, which is the building of relationships that enable the counseling and mentoring of students.

The counseling and mentoring of students is a vitally important component of an effective SRO program. CPSM interviewed the officer who had served as the SRO and he confirmed that these were the most important aspects of his work when assigned as an SRO and the most time-consuming as well.

The decision as to whether to continue on with the SRO program is a policy decision for the community, including both the city and the school district. If it is deemed of significant value, which CPSM believes it is, dedicated funding must be identified. Since the program serves the interests of both the city and the district, CPSM suggests that shared funding is appropriate.

Recommendation:

- The city should work with the school district to establish dedicated funding for a full-time school resource officer.

Traffic

Factors such as the nature of crime and traffic concerns in a community will influence community expectations of its police department's work priorities. In communities with relatively low crime rates, especially violent crime, traffic flow and enforcement of traffic laws often headline the list of community concerns specific to the police department. While this is especially true in residential areas and school zones, it is often the case that traffic accidents occur more frequently in areas with a high retail concentration. Anecdotal evidence suggests that this is the case in Bonney Lake as well. For that reason, it is imperative that BLPD commit adequate resources to address traffic-related issues.

BLPD has a dedicated Traffic Unit. The Traffic Unit is supervised by a patrol sergeant who oversees the unit as a collateral duty to his patrol shift. At present, this sergeant works the "Late Swing Shift" with a schedule of 5:00 p.m. to 3:00 a.m. From one month to the next he alternates working Monday through Thursday or Thursday through Sunday.

There are two police officers normally assigned to the Traffic Unit. One works "Day Shift" hours of 6:00 a.m. to 4:00 p.m. The second is normally scheduled on a "Late Swing Shift" with hours of 5:00 p.m. to 3:00 a.m. However, due to patrol vacancies, the late officer is presently working in a patrol officer capacity with hours of 3:00 p.m. to 1:00 a.m. This schedule has been in effect since September 2016. As is the case with all patrol units, traffic officers work on a Monday through Thursday or Thursday through Sunday schedule, alternating the schedule on a monthly basis.

The traffic officer who normally works the "Day Shift" hours focuses on enforcement activities. When available he is also assigned to handle any traffic collisions occurring during his work hours. As well, he will assist patrol on any high-priority calls as necessary. He is the department's lone motorcycle officer, although he is also assigned a patrol unit for operation during inclement weather. Mileage reports indicates that he utilizes the patrol unit more frequently than the motorcycle, averaging 6,600 miles per year with the patrol vehicle and 4,900 miles per year with the motorcycle. More information on this will follow.

The officer who normally works the "Late Swing Shift" focuses on general traffic enforcement as well as driving under the influence of alcohol and/or drug violations. As noted, he is currently working "Swing Shift" to help cover vacant patrol positions. He operates from a patrol vehicle and is not certified to operate a motorcycle. The patrol vehicle is appropriate for his use as it eliminates the need to call for a patrol officer to transport any prisoners, thereby eliminating the need to take two officers out of service.

As stated previously, traffic-related safety and enforcement activities are significant areas of responsibility for any police department but even more so in communities with low crime rates such as Bonney Lake. Therefore, as we examined traffic enforcement efforts, we looked not only at the traffic officers, but also at the efforts of all patrol officers who share in the responsibility to address traffic issues.

Table 4-9 shows the total number of traffic citations issued for the 2014 through 2016 calendar years. The figures include the enforcement efforts of both the traffic unit and patrol. Of interest is a fairly significant decline in the number of citations issued over this three-year period. A share of the recent decline may be attributable to the separation of two officers from the department in 2016. Nonetheless, the decline in citations began well before the separation of those two officers. CPSM inquired of various department staff as to the reasons for the decline in citation output. The reasons cited included staffing reductions and morale. These reasons are commonly cited in many agencies where citation output has fallen. While we agree that these can be factors, department expectations also play a part. To the credit of the department, it is beginning to more aggressively address that aspect of the equation and it is anticipated that citation output will increase over the near term.

TABLE 4-9: Traffic Tickets Issued in Bonney Lake, 2014–2016

Year	Traffic Infractions	Criminal* Traffic	Total Traffic Citations	Percent Change +/-
2014	5,103	731	5,834	-
2015	4,404	690	5,094	-13%
2016	3,549	787	4,336	-15%

Source: SECTOR (Statewide Electronic Collision and Ticket On-line Records).

* Criminal Traffic includes DUI, Driving on a Suspended License, and Hit and Run citations.

The above data pertains specifically to traffic citations. Citations are also issued for non-traffic criminal incidents. These include shoplifting, vandalism, petty theft and other crimes of similar severity. Citations issued for non-traffic criminal incidents are not accounted for in the above table.

The department maintains citation issuance data for its individual officers; however, the department's individual performance reports include both traffic citations as well as citations issued for non-traffic incidents as referenced above. They are not distinguished from one another in the individual performance reports. While we were unable to separate out cases on

an individual basis, upon reviewing both sets of data for 2016, we were able to determine that, on average, approximately 95 percent of all citations issued were for traffic violations and the remaining 5 percent were for non-traffic criminal incidents.

In our analysis we used this data to evaluate whether the patrol officers were sufficiently engaged in traffic enforcement activities as part of their overall work effort. We looked specifically at the patrol officers and excluded traffic officers as well as the SRO. Additionally, we excluded data for the two patrol officers that separated from the department in 2016. We found that, on average, patrol officers issued 142 traffic citations per officer per year, or slightly under 12 traffic citations per officer per month. The range of citations issued was as high as 50 per month to as low as about 3 per month.

There is no industry standard for the number of citations expected of a patrol officer; establishing quotas is both undesirable and unlawful. Nonetheless, as part of officers' overall work effort agencies can demand that sufficient effort be directed to those areas of greatest concern to the community. As such, measuring performance relative to traffic enforcement, both individually and collectively, is appropriate when used as part of a broader measure of overall performance.

Overall, CPSM found that the patrol force was sufficiently engaged in traffic enforcement. However, several individual officers stood out as routinely falling short of the average numbers. These exceptions can and should be addressed on an individual basis within the department.

CPSM also examined data on traffic accidents. Overall, the collision rate in the city is quite low at less than one per day. Table 4-9 reflects traffic accident data over the past three calendar years. The total number of traffic collisions remained relatively consistent over that period.

TABLE 4-10: Traffic Accidents in Bonney Lake, 2014 - 2016

Year	Total Collisions	Property Damage	Injury Collisions	Fatal Accidents
2014	250	203	47	0
2015	249	192	56	1
2016	247	187	60	0

Source: SECTOR (Statewide Electronic Collision and Ticket On-line Records)

We did note that the number of injury collisions increased by approximately 20 percent from 2014 to 2015, and another 7 percent from 2015 to 2016. CPSM inquired of department staff as to any known reasons for these increases. None were known. While this trend is worthy of monitoring, spikes such as this may not be statistically significant due to the relatively low number of collisions.

The department does not map collision locations, but staff indicated that the overwhelming majority of collisions occur along State Highway 410 in the downtown corridor. In order to more precisely identify locations with a high incidence of traffic accidents, CPSM reviewed CAD data for the one-year study period. Table 4-11 shows the top ten locations for reported collisions. Some locations may be identified twice as a result of the manner of data input into CAD. For instance, the eighth and tenth entries are, respectively, SR410E / 192ND AVE E and 192ND AVE E / SR410 E. This would appear to be the same location, distinguished only by the order in which the 911 operator entered the streets into the CAD system. These 10 locations account for a significant 45 percent of all collisions citywide (110 of approximately 250, based upon data in Table 4-10).

TABLE 4-11: Top 10 Accident Call Locations / November 2015 – October 2016

Location	Number
19205 SR410 E	24
21301 SR410 E	18
20901 SR410 E	15
19200 SR410 E	11
SR410 E/214TH AVE E	8
18116 SR410 E	7
9400 192ND AVE E	7
SR410 E/192ND AVE E	7
SR410 E/SKY ISLAND DR E	7
192ND AVE E/SR410 E	6

In general, traffic safety is improved by the rigorous application of what is referred to as the three "E's": Engineering, Education, and Enforcement. The concentration of traffic accidents within the city may present opportunities to apply the three "E's" in addressing these locations.

At present, there is no citywide committee established to address traffic safety. A committee could be established and that is made up of members of the police department, public works department, and a traffic engineer. The committee could meet quarterly or semi-annually to discuss causative factors for collisions at the top five or ten locations citywide. The meeting schedule should be no more frequent than that required to accomplish the necessary work.

Once the causative factors are identified, engineering, education, and enforcement strategies could be developed to address those factors.

For instance, traffic engineers and public works staff could identify opportunities to change lane markings to more effectively control turning movements, alter speed limits, modify signal timing, or change other signage in an effort to reduce the incidence of collisions. Social media platforms and/or changeable message signs could be utilized to educate the community about traffic safety measures and enforcement programs at locations with a high frequency of collisions. The police department could initiate targeted enforcement programs that address the causative factors of these accidents. In order to sustain such an effort it is important that the committee be made up of staff who have the authority to act and that specific goals and timelines for accomplishments be established. As this would be a citywide effort, reports on committee action should be forwarded to the City Administrator for review and approval.

As was noted previously, one of the two traffic officers is assigned to motorcycle duty. The other operates out of a marked police cruiser. Due to the area weather conditions the motorcycle officer is also assigned a marked police cruiser for use in inclement weather. It was noted previously that he operates the police cruiser more commonly than the motorcycle (6,600 miles per year vs. 4,900 miles per year). There are significant costs associated with the assignment of two vehicles for use by one officer, including operator training, special assignment pay, and vehicle acquisition and maintenance. Safety of the operator is also a significant consideration. It is questionable whether the mobility of a motorcycle in Bonney Lake provides sufficient benefit to offset the associated costs and risks. It is the understanding of CPSM that the motorcycle officer is scheduled for retirement in 2017. That provides the department an opportunity to consider at that time the value of continuing the use of a motorcycle for traffic enforcement purposes.

The department's Citizen's Academy presents a clear opportunity to enlist graduates as volunteers to support a multitude of department programs. Traffic is no exception. Volunteers can be used in a myriad of ways, including assisting officers with traffic direction at accident scenes, deployment of radar display trailers, conducting radar surveys based upon neighborhood complaints, supporting traffic control efforts at special events, and clerical duties as appropriate. Each of these efforts allow for officers to be freed up for more proactive policing activities. As will be covered in the section on the department's fleet of vehicles, there are a sufficient number of surplus vehicles in the inventory to assign a dedicated vehicle for volunteer use.

Traffic Grants

The following traffic grant funds are received by the department on an annual basis:

- \$3,256 WASPC traffic safety equipment.
- \$5,250 TZT DUI enforcement.
- \$6,404 Seatbelt enforcement.

Each grant includes specific use requirements, but all serve to support the department's traffic safety and enforcement efforts.

Recommendations:

- Develop a standing committee made up of members of the police department, public works, and the traffic engineer with the responsibility to address causative factors for traffic accidents at locations with a high frequency of accidents.
- Establish directed traffic enforcement efforts for the locations with a high frequency of accidents.
- Use individual performance data reports to ensure that all members of the department's patrol force dedicate an appropriate level of attention to traffic safety and enforcement efforts.
- Consider discontinuing the deployment of a motorcycle for traffic enforcement purposes.
- Draw from the Citizen's Academy graduate pool for volunteers to assist the Traffic Unit with a myriad variety of traffic-related duties.

Major Collision Response Team

The Major Collision Response Team (MCRT) is a coalition of Pierce County police agencies that work collaboratively by sharing personnel resources and equipment to enable enhanced investigations involving major collisions. The criteria established to activate the MCRT include collisions involving fatalities and those resulting in serious bodily injury stemming from some felonious conduct (i.e., DUI). The creation of such coalitions is common with smaller agencies and is a cost effective way to enable comprehensive collision investigations where necessary.

The reconstruction of accidents is a highly complex undertaking and requires substantial training, personnel, and equipment. For instance, accident reconstruction training is generally an eight-week course that follows several prerequisite training programs in basic, intermediate, and advanced collision investigation. Equipment needs include a computerized laser system for precise measurements of the collision site and damaged property. Such devices may cost as much as \$80,000. As these types of collisions are relatively rare, and as such, the investment is not practical for smaller agencies. At this time, the BLPD has neither the equipment nor

reconstruction training required of such complex investigations. BLPD is to be commended for its participation in the MCRT. That participation includes coordination and supervision of the unit by a BLPD sergeant and participation by both traffic officers.

Over the past three calendar years the MCRT has deployed in support of Pierce County agencies on 46 occasions. While the department does not keep formal records of the number of responses within the City of Bonney Lake, staff estimated that it averages two per year.

No recommendations are offered.

Special Weapons and Tactics (SWAT)

The ability to deploy SWAT teams is a vital component of any police agency. Departments must develop their own team, contract for service with another area team, or develop a coalition of agencies to work collaboratively on a team for responses to incidents that warrant a SWAT deployment. As with the Major Collision Response Team, BLPD has chosen this collaboration model. A sergeant coordinates the department's participation with the regional SWAT team, which includes two BLPD officers assigned as members. In addition to being available for call-outs each officer is required to attend training two days per month. This level of training is consistent with industry standards for part-time SWAT teams.

Examples of incidents calling for a SWAT deployment are barricaded suspects, hostage situations, and high-risk search warrants. Over the past three calendar years, the SWAT team has responded on behalf of coalition agencies on 75 occasions. As with data for MCRT responses, no formal records are kept on the number of responses within the City of Bonney Lake. Staff estimated that the city averages two such responses per year.

No recommendations are offered.

Marine Patrol

The department operates a marine patrol on Lake Tapps. Generally, the Marine Patrol operates on Friday, Saturday, and Sunday during June, July, and August. Outside of this period it may operate on holidays if weather conditions suggest that the lake will be active with boaters. Assignment to this duty is on an overtime basis. Funding for this program comes from federal grants and state vessel registration fees. Generally, these funding sources cover the program costs.

The department estimated that 90 percent of the work of this program is dedicated to safety inspections and 10 percent is dedicated to enforcement. During the 2016 study period the CAD system captured 18 calls in June, 6 in July, and 9 in August to this patrol. CAD call data would not capture workload associated with safety inspections or any other activities for which officers would not place themselves out on enforcement activities.

No recommendations are offered.

Fleet Management

CPSM assessments routinely include an evaluation of a department's fleet. We examine the policies in place for assignment and use of vehicles; the number, type, and condition of vehicles; and maintenance and replacement schedules. For Bonney Lake we were specifically asked to examine the need and impact of the proposed conversion of its patrol fleet from sedans to sport utility vehicles (SUVs). It is envisioned that this would be accomplished through the normal replacement schedule. While CPSM will attempt to provide background information

as well as some operational and expense considerations for such a conversion, we do not advocate for any agency to choose, or not choose, a specific make or model for its use. That is a decision to be made by the city and police department.

Specific to the issue of the conversion of sedans to SUVs for the patrol function, there are a number of factors involved in what has become an industry-wide migration to the SUV. Initially, many departments acquired a limited number of SUVs for use by patrol supervisors. This was done to accommodate the amount of equipment that supervisors carry and to allow them to utilize their vehicles as mobile command posts in tactical situations, be that a crime or a missing person investigation. Patrol officers continued to utilize sedans.

However, over the past decade, automobile manufacturers, including General Motors and Ford, discontinued the manufacturing of what had been the staples of police cruisers, the Chevrolet Caprice and Ford Crown Victoria. Ford was the last to discontinue this production following the 2011 model year. Fleet managers began scrambling for replacements that had the performance and size necessary to meet the needs of a police cruiser. Though smaller than the Caprice and Crown Victoria, the Dodge Charger became the vehicle of choice for many agencies, including Bonney Lake, which currently has 11 in its fleet.

The performance demands of a police cruiser are significant and many departments reported concerns about the reliability and repair costs of the Dodge Charger. Given the amount of equipment mounted inside a police cruiser, the smaller size was also a challenge. Hence, many agencies began migrating to the SUV, even though the cost of purchase is higher than the sedan. Unlike the days when Chevrolet or Ford sedans were the staple police cruiser, nationwide, today's departments have multiple makes and models of vehicles in their fleets.

In order to more fully address some of the questions about the conversion to SUVs, CPSM staff reached out to a municipal fleet manager with decades of experience managing public safety fleets for municipal public works departments in both Arizona and California. In the case of his present agency, he has chosen to purchase Ford Interceptors, the police version of the Explorer. He reported they are generally considerably lower in cost than comparable alternatives, come with all-wheel drive (AWD) as a standard feature, and have 20 percent better fuel economy than that of the Chevrolet Tahoe, another SUV that is commonly utilized by police agencies. He further noted that the Ford also produces a sedan, the Taurus, which has the same power train available as the Interceptor, though he has none in his fleet. CPSM notes that some agencies use the Taurus as a patrol vehicle.

He said he considers functionality, cost (purchase and maintenance), reliability, and fuel economy as critical factors in making purchasing decisions. He also pointed out that standardization of the fleet is an important factor in controlling costs. The reasons are not limited to discounts associated with volume purchase pricing, but carry over to maintenance and outfitting of the vehicles as well. Examples include maintenance contracts with one vendor as opposed to multiple vendors for agencies that outsource their maintenance such as Bonney Lake. For those who perform in-house servicing, training costs for maintenance staff are reduced as are the costs associated with the acquisition and inventory of parts and tires. Southwest Airlines is an example where profitability tied to cost controls is enhanced by flying the Boeing 737 exclusively.

Another important factor is the necessary modification of vehicles to make them acceptable for patrol use. This includes emergency lighting, radios, fabrication of installation brackets for radios and computer terminals as well as other technologies, and hard-back seats suitable for prisoner transportation. These modifications involve substantial costs, and while the life cycle of a patrol vehicle may be five or six years, this equipment can be used over two or sometimes three life

cycles. However, such items are not generally transferable to another make or model of vehicle. When one make or model is replaced with something different this equipment would need to be replaced as well.

Also to be considered is the officer's familiarity with the operating systems of multiple vehicles, especially in emergency situations. Each make and model of vehicle handles differently. As well, the placement of emergency equipment and therefore access to such differs between the models. In the case of Bonney Lake PD, officers are assigned a vehicle for permanent use. Should an officer's assigned vehicle be out of service and they are assigned to drive a different model as a replacement, their familiarity can be compromised.

The department reports that it has a total of 41 motorized vehicles (including 1 motorcycle), 4 trailers and 1 vessel. Its inventory by vehicle classification is as follows:

- Sedans 21
- SUVs 14
- Trucks 3
- Vans 2
- Motorcycle 1

This inventory includes the following makes and models: Ford Crown Victoria, Ford Interceptor, Ford Escape, Ford Fusion, and Ford F-Series trucks; Chevrolet Tahoe, Chevrolet Impala, Chevrolet can, and Chevrolet Silverado; Dodge Charger; Honda Pilot; and a BMW motorcycle. Patrol units are generally replaced after six years of service; vehicles assigned to the administration or detectives are scheduled for replacement after eight years of use. While it is not realistic to expect that a police department's diverse needs can be met with just a couple of makes and/or models of vehicles, this is a substantial mix of vehicles for a relatively small fleet. To be fair, part of the challenge of standardizing a fleet is impacted by major automakers' production decisions.

Policy 705 governs use and care of the fleet. CPSM reviewed this three-page document and found it to be comprehensive. Each commissioned officer has a vehicle assigned for their full-time, duty-related use, including take home privileges if they live within 15 miles of the city limits. These assignments account for 29 of the 41 motorized vehicles. Other vehicles, such as the CSO vans, are dedicated to a specific job function. There are six vehicles, including one truck, that are recorded as pool or surplus vehicles. Three additional vehicles are pending liquidation.

Recommendation:

- Consider migrating toward a standard make and model of vehicle for the patrol fleet where possible. At present, four different make/model vehicles are in use by patrol officers. Functionality, cost, reliability, and fuel economy are major considerations which must be factored into purchasing decisions.

SECTION 5. ADMINISTRATION

ADMINISTRATION

The department's administration includes the Chief, two Assistant Chiefs, one administrative assistant, and a grant-funded child passenger safety project manager. The Assistant Chiefs work alternate 4-10 schedules in order to provide coverage five days a week. The Chief works a 9-80 schedule with alternate Fridays off. The administrative assistant handles finance, purchase requests, orders supplies, tracks overtime, and manages training and equipment records. She also provides coverage for the public records counter as needed. One Assistant Chief is responsible for the administrative and investigations areas, and the second Assistant Chief is responsible for operations, consisting primarily of patrol and traffic.

Though the Chief's office does not have a distinct section for professional standards, the responsibility for these functions lies with the Chief and Administrative Assistant Chief. Professional standards is the industry nomenclature for administrative responsibilities that include the following functions: internal or administrative investigations, pre-employment investigations, recruiting, and training. These function generally falls under the purview of the Administrative Assistant Chief. Some training and pre-employment duties are assigned to sergeants and officers as collateral duties. In addition, the Administrative Assistant Chief is also responsible for Investigations, including detectives, one officer assigned to a DEA Task Force and another officer assigned to the Auto Theft Task Force, the crime analyst, crime prevention, records, and evidence and property.

The department's leadership relies on informal strategic planning in both operational and administrative management of the department. CPSM observed that department members understand the daily mission of the department, but long-term strategic planning is not prevalent in the department. The department should rely on crime data in the community to support both tactical and strategic planning. Therefore, CPSM recommends implementing a strategic planning process to develop a three- to five-year strategic plan for the department.

The plan will help integrate strategic planning throughout the department. Leadership should create the broad goals and objectives for the department. Each section within the department should then use these department-wide goals and objectives to craft unit-level goals and objectives. The strategic plan should include goals and objectives, measurable outcomes, and projected personnel and capital expenses, with the end goals being to reduce crime and increase the quality of life in the City of Bonney Lake. A detailed strategic plan will enable the department to work with city leadership to determine priorities and funding.

A review of the police department website revealed some inaccurate phone numbers which can take a caller through some circuitous recorded information. This is a simple correction that needs to be addressed.

The department publishes an annual report that highlights administrative and operational achievements along with crime data. Many departments include administrative investigation findings (for both externally- and internally-generated personnel complaints) in their annual reports. CPSM recommends that BLPD publish the same information in its annual report. A few weeks after the CPSM site visit the department released its 2015 annual report. CPSM recommends that the annual report be released in a timelier manner.

The policy of serving for an unlimited time in special assignments in the department needs to be reviewed. A number of special assignments are available to police officers, some of which include traffic, school resource officer, DEA Task Force officer, Auto Theft Task Force officer, and detectives. At the time of the CPSM site visit the Chief's Office was creating a rotation schedule for detectives, where two officers have served in their positions for years. There is no set rotation schedule for the other assignments; as a result, officers are blocked from gaining new experience to broaden their careers. Clearly, there is a benefit to longevity in an assignment. It builds expertise, which sometimes requires costly training for replacements. This has to be balanced with the overall benefit the department gains from granting opportunities to more of its officers and then transferring the experienced officers to patrol, where their knowledge and skills benefit supervisors and officers. If staffing permits, a patrol officer rotational assignment to detectives would be helpful, even if only for a few months.

Recommendations:

- Develop a three- to five-year strategic plan for the department to include goals and objectives, measurable outcomes, and projected personnel and capital expenses, with the end goals of reducing crime and increasing the quality of life in Bonney Lake.
- Update the department website to provide accurate phone lines and eliminate circuitous recorded voicemail instructions.
- Publish the annual report in a timely manner and include information on the findings of investigations into internal and citizens' complaint data.
- Establish rotational schedules for all special assignments.
- Create a short-term rotational assignment for patrol officers to detectives, if staffing permits.

Child Passenger Safety

One Child Passenger Safety Project Manager, a grant-funded position, oversees Washington State's program designed to promote visibility of child passenger safety issues, maintaining and supporting the statewide network of child passenger safety technicians and inspection stations, and increasing compliance, enforcement, and adjudication of seat belt and child restraint laws. CPSM has no recommendations.

Public Information Office

Public information officer (PIO) is currently a collateral assignment to a patrol sergeant. He and three police officers alternate in writing press releases, handling social media advisories (Facebook, Twitter), water safety advisories, and on-camera appearances for significant critical police events. During CPSM's site visit a PIO used social media to post photos of burglary suspects. Shortly thereafter, thanks to social media responses, detectives were able to identify the suspects, a tribute to the effectiveness of social media. CPSM has no recommendations.

PROFESSIONAL STANDARDS

Administrative Investigations

The Office of the Chief of Police ensures fairness and due process in the pursuit of internal investigations of employee misconduct. This involves commitment to a fair, impartial, and objective investigation or review of complaints regarding BLPD employee conduct. The Administrative Assistant Chief (AC) oversees administrative investigations. Generally, the

employee's immediate supervisor handles the primary investigation and presents the findings for review by command staff. The Assistant Chief may assign other sergeants to handle an investigation at his discretion. If an allegation is complex or to avoid a conflict of interest an outside police department may assume responsibility for the investigation.

The department should consider a more formal and proactive approach to internal affairs. Random audits and inspections should be conducted of field contacts, use of force, traffic stops, traffic tickets, sick time abuse, investigations, any in-car/camera video, property and evidence submissions, records, equipment, or any other quality control mechanisms on administrative policies, sexual assault investigations, or sexual harassment. All of these areas can be examined more rigorously and audits and inspections will support quality assurance, safety, and policy compliance. This strategy could be used as a development tool for sergeants by including them in the process as command staff sees fit.

The description and manner in which complaints are received, investigated, and adjudicated are found in Policy 1020, Personnel Complaints. This refers to personnel complaints that are generated externally, by the public, or internally, by BLPD staff. The policy clearly outlines the procedures required for interviewing subject officers.

Larger departments often use a tracking management software program for personnel complaints and investigations. These programs often include a component known as an "Early Warning System" that can identify patterns of misconduct in officers. LEA Data Technologies, the software management system BLPD uses for tracking training and equipment, also has an early warning component. As Bonney Lake is a smaller agency the Administrative Assistant Chief reviews all complaints for patterns of misconduct and take appropriate action, such as counseling the officer about the pattern of behavior, bringing the topic to the training committee, or increasing the level of discipline recommended for the employee under investigation.

Complaints are classified in one of three categories:

- **Informal** – A matter in which the complaining party is satisfied that the appropriate action has been taken by the supervisor of the employee. Informal complaints are not required to be documented on a complaint form.
- **Formal** – A matter in which the complainant requests further investigation or in which a department supervisor determines that further action is warranted. These investigations may be done by the supervisor or referred to the Assistant Chief, depending on the complexity of the investigation.
- **Incomplete** – A matter in which the complainant either refuses to cooperate or becomes unavailable after diligent follow-up investigation. The supervisor or the Assistant Chief have the discretion to determine whether to document the complaint or pursue the investigation, depending on the seriousness of the allegations.

Personnel complaints may be filed in person, in writing, or by telephoning the department. Policy 1020 does not state whether anonymous complaints are accepted. The wording should be changed to specify that anonymous complaints are acceptable. The employee's supervisor generally has responsibility for the investigation, though the Chief of Police may direct that another supervisor investigate the complaint. The department encourages complainants to talk to a supervisor at the time the complaint is submitted. This is a sound practice as it allows supervisors to ask timely questions about the complaint, and when appropriate, explain that the conduct of the officer is standard police practice and not a policy violation. At times these

conversations lead to more serious charges; other times the incident can be resolved at that point in time. These conversations are generally well-received by complainants.

Personnel complaint forms are available in the Records Section and online via the police department's website. Policy 1020.2.1 states that complaint forms will be available in the Records Office and available upon request. Complainants should not have to ask records clerks for forms. These forms should be available in a mounted holder or table top holder for the public's convenience.

Nowhere on the department's website or in the police station lobby is there an explanation of the police complaint process. This should be available both in the police station lobby and clearly displayed on the department's website.

The complaint form should be more accessible on the police department's website. The BLPD home page is filled with multiple linked selections. There is no mention of the complaint process or form. One link under 'Request Records' is titled "View all Police Department forms." One of six available forms is titled "Complaint Form." Only the Citizen's Academy form can be downloaded, enabling the viewer to send the application directly to the department online. This capability should also be provided for the complaint form. The complaint form asks for name, address, date, phone number, case/citation number, and a description of the incident. At the bottom of the form a place appears for a printed name, signature, and date, with a certification that the complainant signs the complaint truthfully under penalty of perjury.

Reporting suspected police misconduct should be easy and convenient. The public should be able to access a complaint form on the home page of the department's website. This should include an explanation of the complaint investigation process, including options for reporting, as well as making anonymous complaints.

The public should also be able to report meritorious conduct by police department employees. This should be made easy and convenient both at the police station lobby and online.

The disposition of personnel complaints is classified in one of four ways:

Unfounded – When the investigation discloses that the alleged act(s) did not occur or did not involve department personnel.

Exonerated – When the investigation discloses that the alleged act occurred, but that the act was justified, lawful, and/or proper.

Not Sustained – When the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the employee.

Sustained – When the investigation discloses sufficient evidence to establish that the act occurred and that it constituted misconduct.

Some police departments include a fifth category, **Suspended**, meaning that the investigation has not been completed due to the employee resigning or being terminated. CPSM is not recommending that this category be added, it is offered only for information and consideration.

The department provided the information shown in Table 5-1 on internal and external personnel complaints and dispositions for 2014 through 2016.

TABLE 5-1: Complaints Initiated Against Employees and Disposition, 2014–2016

	2014	2015	2016
External Complaints			
Complaints Filed	4	2	6
Sustained	1	0	1
Not Sustained	0	0	0
Unfounded	3	1	4
Exonerated	0	1	1
Internal Complaints			
Complaints Filed	1	1	2
Sustained	0	1	1
Not Sustained	1	0	0
Unfounded	0	0	1
Exonerated	0	0	0

Note: CPSM counted external complaint findings resulting in counseling sessions as Sustained in 2014 and 2016.

A review of the data reveals a relatively low number of complaints. The disparity between the proportions of adjudicated internal sustained investigations to unfounded external investigations is common. Often supervisors or department members witness a policy violation that is more likely to be sustained than an external complaint. The public frequently is unfamiliar with police policy and procedure and sometimes mistakes proper action for misconduct.

BLPD Policy 1020.8, Completion of Investigations, directs investigators and supervisors charged with investigating personnel complaints to proceed with due diligence and to complete each investigation within a reasonable time following its receipt. CPSM recommends that the BLPD establish a timeline for completion of personnel investigations. Minimizing the time it takes to complete an internal affairs investigation is critical to maintaining community trust and ensuring that the subject officer does not have the complaint outstanding for a long time. The public and officers may not realize the amount of investigation that must be done to complete a personnel investigation. The delay can lead to a belief that nothing is being done.

When a member of the public files a complaint alleging misconduct he or she must have confidence their complaint is being thoroughly investigated by the department. Having the complaint investigated and reviewed by staff in a timely manner is absolutely essential. Most agencies require a 30-day completion timetable for personnel investigations, with specific guidelines for requests of extensions and notifications to the officers and the public.

The department has a policy of allowing supervisors to handle and resolve complaints at the lowest level by talking to the complainant directly. If the complaint can be resolved and the complainant is satisfied, no formal documentation is required. The informal handling of complaints is an acceptable practice. It is beneficial for police supervisors to personally meet with complainants both to be more informed about facts surrounding an incident and to offer an explanation for an officer's conduct. Many times complainants are satisfied and choose not to file a formal complaint. Other times supervisors may elicit more information that was omitted from a complaint form, forming the basis for a more thorough investigation. Policy directs supervisors to forward serious allegations and or notify command staff. Communicating what constitutes "serious" charges should be stated clearly to supervisors in policy guidelines. BLPD management must ensure through ongoing discussion of personnel performance that supervisors are making these "informal" complaint decisions using a full understanding of the department mission.

Recommendations:

- Consider a more formal and proactive approach to internal affairs. Implement random audits and inspections throughout the department, including, but not limited to field contacts, use of force, traffic stops, traffic tickets, sick time use, investigations, any camera/video, property and evidence submissions, records, equipment, or any other quality control mechanism on administrative policies, sexual assault investigations, or sexual harassment. All of these areas can be examined more rigorously and audits and inspections will support quality assurance, safety, and policy compliance.
- Clarify in Policy 1020 that anonymous personnel complaints will be accepted.
- Create a brochure explaining the police misconduct investigation procedure.
- Update the home page of the police department website with a link to an explanation of the police misconduct complaint process and add a complaint form the public can download.
- Move complaint forms and police misconduct brochures from inside the Records office into the lobby for easier access.
- Ensure that the public can easily commend department personnel online via the department's website home page and via forms in the police department lobby.
- Establish a 30-day timeline for personnel investigations, with extensions afforded based on need.
- Ensure all supervisors clearly understand in writing what issues and complaints may be "informally" handled.

Recruitment/Pre-Employment Investigations

The BLPD, unlike many departments across the country, has been able to recruit officers to fill its vacant positions. It is common for departments across the country to pay \$10,000 signing bonuses for qualified lateral applicants from a small candidate pool in a highly competitive field. In nearly every police agency CPSM assesses, police officer vacancies exist and departments struggle to attract applicants.

Bonney Lake hires its police officers largely via current officers recruiting police officers from other departments. Command staff estimates that approximately 80 percent of BLPD officers are recruited in this manner. This results in savings for Bonney Lake by eliminating the cost of a police academy and shortening a lengthy training period for lateral officers. Another benefit of recruiting lateral police officers is that often they come from busier departments where they have gained broader experience and skills they bring to Bonney Lake.

The city's human resources department is responsible for the formal recruitment of police officers through civil service, including the testing process. At the time of the CPSM visit one recruit police officer was attending the police academy.

Should recruitment become a problem for BLPD, there are alternatives to in-house recruiting and testing. Several private companies provide the initial testing for new recruits, which relieves the police department and the city's human resources department of this task. For example, one company, National Testing Network (NTN), offers the service nationwide. It proctors the written and physical fitness tests based upon the criteria set forth by the department. NTN testing sites all over the United States so an applicant can be located anywhere in the U.S. and still take the written and physical agility tests for BPD. Not only can this broaden the breadth of a recruitment

process by allowing for applicants from across the nation, it also offers greater diversity in the hiring pool.

The department should recruit more reserve police officers. One of the current police officers works full time in IT, a skill set often helpful in some aspect of policing. Reserve officers must undergo the same pre-employment investigation and academy training regimen. They perform patrol and other duties on a volunteer basis, potentially augmenting occasional staffing shortages and special events.

The BLPD uses the detective sergeant to handle pre-employment investigations of police department employee candidates. A more effective and efficient alternative is the temporary hiring of a retired police professional who is assigned to work under the direction of a department supervisor. Many agencies increasingly use retired personnel in this capacity. Temporary personnel do not receive benefits such as sick leave or vacation pay, and the salary savings from the vacant position serves as the source of compensation. Once the vacancy is filled, the temporary employee is separated. Other agencies outsource this function to private firms as well.

Recommendations:

- Recruit more reserve police officers.
- Use salary savings from vacant positions to hire retired police employees part-time to handle pre-employment investigations.

Training

The Administrative Assistant Chief serves as the department training manager. He is responsible for planning, coordinating, and recording the training provided to all BLPD employees. A patrol sergeant is also tasked as a training sergeant, but carries too many collateral duties to devote sufficient time to training. Thus, the Assistant Chief has assumed primary responsibility. Training is addressed in Policy 208. The department describes its training mission as administering a training program to provide for professional growth and continued development of its personnel. The policy is a sound guideline.

The Washington State Criminal Justice Training Commission (WSCJTC) mandates that sworn police officers, including reserve officers, receive a minimum of 24 hours of in-service training annually. This training cannot be agency specific. The training can be provided in-house or regionally, using training experts as instructors.

The department has a large training room that it shares with the fire department. It is sufficiently large for conducting regional training. Several department members are training instructors in use of force, Tasers, and firearms, etc. The sergeant who serves as firearms instructor is responsible for designing and coordinating quarterly firearms and Taser training at Swiss Park. He and two other firearms instructors also serve as armorers. During the quarterly firearms training a brief classroom session is also presented, covering topics such as use of force, case law decisions, a tactical encounter, lead contamination, etc. In-house instruction is a cost-effective means of delivering training for most courses.

Scheduled training is tracked on a calendar and the Chief's administrative assistant enters data for each training course that employees attend into the LEA Technology software database. The department does an excellent job of maintaining thorough and accurate online training records and equipment inventory, maintaining hard copies as backups. During the site visit CPSM randomly viewed training records and found them to be complete and well organized. The

records include an updated inventory of all equipment employees are issued, such as handguns, Tasers, cellphones, etc., that supervisors verify during annual performance evaluations. Bonney Lake is to be commended for the thoroughness and accuracy of these records.

The department should ensure that the training manager complies with the directives of the training committee in Policy 208.8 and convenes the committee as often as is needed. The committee is tasked with reviewing certain incidents to determine if and what training would have improved the outcome of the incident and would minimize or eliminate violations of policy or the law in the future.

Roll Call Training

Currently roll call training is inconsistent from squad to squad. Most roll call briefings consist of reviewing crime activity on the previous shifts, and sometimes a case law review, or an update on a regional crime pattern. The type and amount of roll call training seems to be at the discretion of the sergeant. Policy 208.9 describes Lexipol's online scenario-based Daily Training Bulletins that are linked to department policy. Officers formerly used to log on daily to take a short training quiz on key policies and the law. The quiz results were automatically saved as training records. As of January 2017 the department stopped using the Daily Training Bulletins due to cost, predictability of answers officers found too easy, and because the training time was not credited toward Washington state annual training requirements.

Though the Daily Training Bulletins may have been eliminated for valid reasons it is still crucial that the department provide and document on-going roll call training in key areas such as high risk policies and the law. This benefits officers and is important in litigation against the city. The training manager should work with the sergeants to plan roll call training. The training syllabus, presenter, date, and attendees should be documented and maintained. Police training organizations and other agencies are good sources for roll call training material. The training should be designed to encourage participation through discussion and/or hands-on experience. This can be managed via a master training calendar.

Recommendation:

- The training manager should work with the training committee and sergeants to identify and provide pertinent roll call training on high-risk policies, legal updates, and other relevant material for sergeants to present at daily roll call briefings.

Master Training Calendar

A two-year master training calendar should be created to serve as a reminder for the legally mandated training that is to be provided, as well as for high-risk, low-frequency incidents (pursuits, use of force, dealing with emotionally distraught mentally ill, etc.).

BLPD uses a partial concept of a two-year master training calendar that should be expanded and made accessible throughout the department. The calendar should reflect the months when training will be provided with specificity where required. For example, the months when firearms training is to occur should indicate: Firearms/Duty Weapon, or Firearms/Duty Weapon/Patrol Rifle. For less lethal munitions training the calendar might reflect Less Lethal/Taser, or Less Lethal/Gas. Custody and control training should reflect the specific training to be provided, such as Defensive Tactics/ Baton or Defensive Tactics/Pain Compliance, or Defensive Tactic/Verbal Judo. Policies pertaining to incidents involving high risk/low frequency should be scheduled at least quarterly on this calendar.

The master training calendar should be reviewed by the training committee at least annually, subject to revision at any time at the discretion of management, and available for review by all employees. This is a vitally important document to ensure that necessary and appropriate recurring training is provided. Without such a document to remind training staff it is easy to overlook essential training.

Recommendation:

- Develop a two-year master training calendar to ensure essential and mandated training is being completed. This should be an active document, subject to modification as needed, and should always include training in high-risk/low-frequency areas.

Field Training Officer (FTO) Program

The department's FTO program is described in Policy 436. A patrol sergeant is responsible for coordinating and overseeing the FTO program, which includes FTO selection, required training, evaluations, and documentation. The program is based on the San Jose PD (Calif.) model, considered an exemplary training program and industry standard. Trainees who have graduated from a state of Washington police academy are teamed with a field training officer for 16 weeks. The FTO period for lateral transfer officers is shortened, depending on their experience.

The policy and FTO selection process are consistent with contemporary policing standards. The sergeant who is the FTO program supervisor assures that the FTOs complete daily and monthly reports on trainees and he monitors trainees' progress. Every trainee is issued a comprehensive field training manual on the skills needed to perform as a BLPD officer. In addition, the FTO manual covers policies, procedures, rules, and regulations enacted by the Bonney Lake Police Department.

CPSM has no recommendations in this area.

Supervisor Training

The Bonney Lake Police Department does not have a formal in-house training program for new sergeants. The WSCJTC requires that new supervisors attend a 40-hour supervisor training course and a subsequent 80-hour training course to maintain certification. New Bonney Lake sergeants ride for a week with an experienced BLPD sergeant to learn the specifics of Bonney Lake supervision, then the new supervisor is released for duty. The state mandated training courses are essential, but in-house new supervisor training is vital to the successful development of first-line supervisors. It is the "Bonney Lake Way" that needs to be carefully and thoroughly embedded through a formalized training guide with a sign-off checklist.

Some departments have a guide for new supervisors. For example, the City of Carlsbad, Calif., uses a 40-page reference guide for new first-line supervisors, both sworn and civilian. This tool may be of value to Bonney Lake. Law enforcement agencies routinely share such material and Bonney Lake is encouraged to take advantage of that opportunity and modify the material to meet its needs.

Professional development of current sergeants and the future selection of capable sergeants will be critical for the operational performance of the department. The position of sergeant fills two critical roles: that of first-line supervisor and as the bridge between line supervision and upper management in the department. Thus, department leadership needs to actively focus on developing the administrative and leadership skills of current and future sergeants. The rank of sergeant must be a strong link in the chain of operational performance of the department.

Recommendation:

- Develop a formal training program for new sergeants / supervisors.

Assignment-based Training Plan

While the department has a training plan for sworn employees under Policy 208, no protocol exists for assignment-based training, both for commissioned and civilian employees. CPSM recommends an addition to the existing training plan that will specify training required for every assignment in the department. This assures consistency and will serve as a guide for basic courses to be taken by assignment to detectives, traffic, evidence & property, records, school resource officer, etc. For example, an assignment to detectives may include crime scene investigation and interview and interrogation techniques. This plan is a good starting point for specialty training, but should be considered as the baseline of training for each position. Advanced courses in each category are generally available and desirable. This should also include a training plan for department executives.

Recommendation:

- Develop a list of mandatory and desirable training courses for every assignment in the department, including executives.

Dealing with Mentally Ill People

It is commendable that the BLPD is sending commissioned officers to an eight-hour crisis intervention training class to teach officers how to more effectively deal with the mentally ill. The training includes topics such as recognizing symptoms of mental illness vs. otherwise combative or noncompliant behavior as well as de-escalation skills.

The national media have covered countless stories of deadly police encounters with mentally ill persons. In February 2016 the Bureau of Justice publication estimated that female inmates had significantly higher rates of mental health problems than males, and that 1 in 3 state prisoners, 1 in 4 federal prisoner, and 1 in 6 jail inmates who had a mental health problem had received treatment since admission. This underscores the problem of mental illness, the lack of treatment resources, and the likelihood of police encountering people with mental illness. The CIT course is a necessity for commissioned officers and should be required for CSOs as well as records clerks, who deal daily with a variety of people who come into the department.

Recommendation:

- Send all CSO and Records staff to the eight-hour crisis intervention training class, as these personnel may encounter and interact with emotionally distraught people.

Performance Evaluations

The annual evaluation of employees provides a tremendous opportunity to help guide their development, enhance their opportunity for a successful career, and increase their value to the organization. In many organizations supervisors fail to take advantage of this opportunity to the detriment of both the employee and the organization. While the performance evaluation instrument in and of itself will not ensure the annual review takes full advantage of this opportunity, it does contribute to the process. As well, senior management review of the evaluations provides insight as to which supervisors are putting forth worthwhile effort in reviewing and developing their personnel.

The Bonney Lake Police Department is to be commended for its commitment to performance evaluations. It is common in police departments to be years behind in employees' yearly performance evaluations. Some agencies have tried to implement quarterly evaluations as a tool to guide employees throughout the rating period leading up to the annual performance evaluation. CPSM rarely sees a successful implementation of quarterly performance evaluations and of annual evaluations largely completed in a timely manner. Bonney Lake does an exemplary job in this area.

Bonney Lake uses performance evaluations to measure performance and as a tool in making personnel decisions for promotions, reassignment, discipline, demotion, and termination. A supervisor/employee interview is used as part of the evaluation process to give both an opportunity to discuss the evaluation in detail. The supervisor is to provide the employee with career counseling and highlight department opportunities. The employee gains an understanding directly from the supervisor regarding any positive or negative comments, and is able to provide rebuttal to information contained in the evaluation with which the employee disagrees.

CPSM examined five types of annual performance evaluations and each quarterly evaluation form. The performance evaluation forms are tailored for specific ranks and assignments in the department, both commissioned and non-commissioned. All evaluations contain an overall rating of "Satisfactory Annual Evaluation" or "Unsatisfactory Annual Evaluation".

The officer evaluation addresses the following areas:

- A. Schedule review, Daily Briefing Participation, Service, and Leadership.
- B. Officer Safety, Proactive, Patrols, Traffic Enforcement, Report, Evidence, Training, Equipment.
- C. Additional information – (participation in ancillary duties, awards received, whether employee received any sustained discipline in past year).
- D. Comments from Supervisor – The supervisor checks off on a list of items if performance is "Below Standard," and lists steps and actions to improve performance.

Under the first two areas seven to thirteen follow-up questions appear, such as "Did the officer write accurate reports?" All of the questions contain three rating options:

- Exceeds Standard.
- Meets Standard.
- Below Standard.

Performance evaluation forms are tailored for the following positions and assignments:

- Non-commissioned Staff.
- CSO.
- Police Officer.
- Detective.
- Sergeant.

The department should consider reexamining the rating areas and wording of the police operations personnel evaluation. For example, the commissioned officer evaluations allow the rater to select "Yes" or "No" responses and requires comments if "Yes" under C. Additional

information – (Did employee participate in ancillary duties or programs in the past year? Did employee receive any awards or commendations this past year? Did employee receive any discipline this past year?). The CSO evaluation contains the same description and questions in section C, but no comments are required. Both evaluation forms should require comments for affirmative answers to the same questions.

All of the evaluations require an overall “Satisfactory” or “Unsatisfactory” rating. Conceivably, an officer or CSO earning a mix of “Exceeds” and “Unsatisfactory” ratings would receive a blended overall rating that does not accurately reveal performance. Furthermore, some of the rating questions are too subjective: “Did the officer instill the spirit to achieve success?”

At the end of the police officer evaluation, section D makes it mandatory for supervisors to list letters and numbers of any “Below Standard” ratings along with steps and actions if the evaluation is unsatisfactory. There should be a requirement to justify “Exceeds Standards” ratings with explanations. It is common for supervisors to overrate employees for reasons ranging from the desire to be liked to a reluctance to hold subordinates accountable.

Last, the department may want to consider the concept of including a description of moral courage as an essential, albeit rare, leadership trait.

Recommendations:

- Change the police operations personnel evaluation form from overall performance rating scores to ratings in individual areas to create a more accurate performance measurement.
- Require supervisors to justify performance ratings of “Exceeds Standards” and “Unsatisfactory” in performance evaluations.
- Review wording of performance evaluation forms to ensure they align with the mission statement and values.

USE OF FORCE

The necessary and appropriate use of force in carrying out a police officer's duties — up to and including the taking of a human life — is among the most complex and critiqued actions of law enforcement. At no time in the past has it been examined and judged as it is today. With the ease in which people are recording officers in the performance of their duties, including their use of force, it is essential and critical that the department respond correctly. The Bonney Lake Police Department is responsible to ensure that its officers are adequately trained and equipped to reasonably and appropriately use force. This requires the BLPD to have clear and comprehensive policies, comprehensive training, appropriate supervision, reporting, review, and analysis of force incidents, along with appropriate follow-up.

BLPD Policy 300 addresses “Use of Force.” The policy directs that officers use only the amount of force that reasonably appears necessary to accomplish a legitimate law enforcement purpose, given the facts and circumstances the officer perceives at the time of the event. The officers are entrusted to use well-reasoned discretion to determine the appropriate use of force. CPSM reviewed the policies, report form and the Use of Force log, and found all to be comprehensive and in accordance with best practices, other than a minor recommendation for reporting obligations contained in this report.

Policy requires officers to promptly document use of force on a use of force form if the force was capable of causing injury in the course of effecting an arrest, overcoming resistance, or controlling a dangerous situation (300.5). A supervisor must be notified under any of the following circumstances, including, but not limited to: existence of a visible injury, complaint of pain, if the person was struck or kicked, a TASER device was used, or the person indicates that he or she intends to pursue litigation (300.5.1). Supervisors are to respond to the scene if they are able to, and learn the basic facts, ensure that injured parties are examined and treated, photographs of injuries are taken, witnesses are identified, review and approve all reports, determine if the individual intends to pursue civil litigation, and evaluate circumstances to determine if use of force appears to be within policy, and take appropriate action.

The use of force incidents recorded on a report are reviewed at three levels; the supervisor, the Assistant Chief, and the Chief of Police. At the discretion of the Chief or Assistant Chief, the Use of Force Review Board may be convened to review the incident to determine if policy, training, equipment, or tactics were sound.

CPSM reviewed the use of force incidents in 2016. Fourteen incidents occurred, including two different applications of force on the same suspect. All incidents were found to be within policy.

CPSM recommends that the department consider revising a portion of Policy 300.21, Duty to Intercede, which reads as follows:

“Any officer present and observing another officer using force that is clearly beyond that which is objectively reasonable under the circumstances shall, when in a position to do so, intercede to prevent the use of unreasonable force. An officer who observes another employee use that exceeds the degree of force permitted by law should promptly report these observations to a supervisor.”

There is no reason why an officer witnessing what he or she believes to be another officer using excessive force should not be required to report the incident. The department should consider replacing “should” with “must.” in this directive.

Recommendations:

- Revise Use of Force policy 300.21 from stating that officers witnessing excessive force “should” notify a supervisor to “must” notify a supervisor.
- Policy 300.9 should be revised to require the Administrative Assistant Chief to review more often than annually the use of force log to identify trends or patterns indicating a need for policy change or training.

WORKERS' COMPENSATION

Injuries and exposure to health hazards that result in workers' compensation claims are inherent in policing. While workplace safety training is necessary and helpful in some circumstances, the unpredictable and volatile nature of policing makes it impossible to prevent injuries/claims. Bonney Lake PD is not alone in coping with this disruptive and costly reality. As well, the state of the law in Washington as it relates to occupational injuries results in significant cost exposure.

If an employee injured on duty needs medical treatment, during extended business hours the employee may go to one of two local urgent care centers; if critical injuries are involved, the designated site is Good Samaritan Hospital in Puyallup. Bonney Lake does not require that a

supervisor accompany the injured employee to the hospital or urgent care center. Employees cannot predesignate a medical provider in the event care is needed. They can see any provider on the first visit. Subsequently, the employee must be an approved physician by the State of Washington Department of Labor & Industries.

In Bonney Lake, occupational injury claims are submitted to the human resources department, where staff log and track the claims. CPSM reviewed claims and the nature of injuries for 2014 through 2016. The number and type of claims are consistent with similar sized agencies as BLPD, though training-related injuries may be slightly higher.

Table 5-2 reflects the police department workers' compensation claims according to time loss and medical treatment claims. Bonney Lake PD has experienced a 290 percent rise in average time loss days per claim from 2014 to 2016, a 30 percent increase in average cost per time loss claim, and a 40 percent increase in average cost per medical only claims.

TABLE 5-2: BLPD Workers' Compensation Claims, Time Loss, and Costs, 2014–2016

	Total PD Claims	Time Loss (TL) Claims	Aver. TL days per Claim	Med. Only Claims	Aver. Cost per TL Claim	Aver. Cost per MO Claim
2014	8	3	7.33	5	\$9,788.99	\$2,411.07
2015	7	2	13.50	5	\$6,511.29	\$2,375.23
2016	9	3	28.66	6	\$12,776.09	\$3,387.42
Totals	24	8	-	16	-	-

According to the Bonney Lake human resources manager, the most significant cost and time for police employees arose from training accidents, particularly defensive tactics training.

While "lost time claims" frequently reflect incidents involving more serious injuries, there is ample anecdotal evidence to suggest abuse of the system in some incidents. Workers' compensation fraud leads to "lost time claims" at an unnecessary cost and disruption to the work environment. This invariably includes additional medical expense.

To reduce the incidence of "lost time claims," it is imperative that treating physicians fully understand that temporary-short term (45-60 days) modified duty, outside of the normal duty demands, may be available to an injured worker. As work restrictions oftentimes include lifting of not more than 5 lbs., standing and or sitting restrictions, etc., it is important for the treating physician to be aware that such assignments MAY be available and are a desired option to "temporary total disability." There are vital steps to be taken to ensure this familiarity.

Supervisors should accompany employees seeking initial medical treatment/evaluation to the treating facility when such treatment is provided at a city contracted facility. The supervisor should consult with the treating physician and discuss with them the availability of temporary modified duty assignments defined above to assist in determining if such work can be performed where available. A list of modified duty assignments should be available.

Some "return to work" companies have been helpful in reducing workers' compensation claim costs, especially time lost. These companies handle timely medical management intervention by proactively working with cities in to return injured workers to work more quickly, minimize the risk of re-injury, and significantly reduce indemnity costs. At least one company performs this service at no cost to client cities; instead, it seeks payment through the employees' workers' compensation settlements.

Finally, the department should consider eliminating indefinite length modified/light duty assignments. This practice of allowing indefinite assignments may subject the department to litigation. Such positions should be temporary in nature, that is, not to exceed 60 days. Should employees be projected to be off for a longer period, they may be considered for temporary assignment when their condition has improved to the extent that they are then expected to return to unrestricted duty within the established period. If they fail to be cleared for full duty after a 60-day period of modified duty, they should be taken off duty until cleared to return to full duty. A policy should be created to limit the time an employee can continue to work in light-duty status to 60 days.

Recommendations:

- Create a policy that limits to 60 days the time an employee can continue to work on light-duty status.
- Temporary modified duty assignments (30 to 90 days) should be identified and a detailed written description of the duties of each assignment should be completed, including the environmental conditions where the work is to be performed. This will assist a treating physician in determining if the condition of the employee would allow for such assignment. Once the descriptions are completed, outreach to the treating facilities should be conducted on an annual basis to affirm the availability and desirability of these temporary assignments.
- Supervisors should accompany to the treating facility an employee seeking initial medical treatment and evaluation when such treatment is provided at a city-contracted facility. The supervisor should consult with the treating physician and discuss with them the availability of temporary modified duty assignments defined above to assist in determining if such work can be performed where available.
- If an injured worker is found to be temporarily disabled and time is lost, their first-line supervisor should be in weekly contact with the employee to ensure that their needs are being met, as well as to provide encouragement for a speedy recovery.

SECTION 6. INVESTIGATIONS AND SUPPORT SERVICES DIVISION

INVESTIGATIONS UNIT

Detectives

Detectives are responsible for the investigation of criminal offenses. The Administrative and Investigations Assistant Chief oversees a detective sergeant and two full-time detectives. A third full-time officer is assigned to the Tahoma Narcotics Task Force (TNTF), a U.S. Department of Justice Organized Crime and Drug Enforcement Task Force responsible for larger drug cases. Although the BLPD task force officer is under the auspices of the BLPD Investigations Unit, the TNTF is an off-site assignment with direct supervision provided by TNTF supervisory personnel. A fourth full-time officer is assigned to the Auto Theft Task Force, consisting of police officers from Auburn, Federal Way, Tukwila, Renton, and King County. The Auto Theft Task Force is structured with a similar supervisory and off-site assignment as the TNTF. Both task force positions are grant funded. Two full-time patrol officers assist detectives with follow-up investigations during the officers' patrol shifts. There is no BLPD lower- to mid-level drug investigative and enforcement team.

Like many department members, the full-time detectives have collateral responsibilities in addition to their primary duty to investigate crimes and prepare and serve search warrants. Their additional duties include:

- Department training instructors.
- Members of the Crimes Response Unit (CRU), a Pierce County team of detectives from select municipal police departments that pool their resources, providing a regional response to major crimes.
- SWAT team member (one detective).
- Forensic evidence collection at crime scenes.
- Proactive policing twice a month in plain clothes, looking for criminal activity.
- Collection of digital video recordings at crime scenes. These are complex and require expertise to retrieve.
- Review of externally-generated suspected cases of child abuse reports from Pierce County Child Protective Services.

Some collateral duties require additional explanation. Detectives average two CRU callouts a month with a maximum 72 hours investigation and assistance time allotted per callout. Detectives also carry a limited CRU caseload. The two ten-hour monthly shifts during which detectives proactively patrol to identify criminal activity is the only operation of its type in Bonney Lake.

The detective sergeant works a 4-10 shift and the two detectives work staggered 4-10 schedules, ensuring that coverage is provided Monday through Friday. The two task force officers work a flexible schedule based on investigative needs.

The detective sergeant also has collateral duties. He serves as a working sergeant, handling some cases, supervises the Records Section, tracks sex offenders, though Pierce County deputies usually handle offender checks, and does pre-employment investigations. CPSM addressed the latter issue under Administration/Recruitment/Pre-Employment Investigations.

Case Management

When a call is dispatched to an officer this creates a computer-aided dispatch (CAD) record, depending on whether a report is written. The CAD-RMS system is provided through the regional communications center, South Sound 911. This integrated county-wide system benefits participating municipal police agencies, as they share the cost and benefit by being able to access criminal history and incidents through a shared software system.

Upon completion of a report call the CAD data are transferred to the records management system (RMS). An officer must enter report data into a system known as Net Menu, as the call data does not self-populate, and submits it. The report goes into a queue in a county-wide case assignment and disposition system called Traced, where it awaits supervisor approval.

Generally, when officers handle misdemeanor cases they do so to completion. If a suspect has been identified the cases go directly to the city prosecutor. Felony cases, upon completion, go to county prosecutors for review. The sergeant reviews reports to determine the likelihood of case solvability and assigns them accordingly to detectives. Auto theft reports are forwarded to the Bonney Lake PD officer assigned to the Auto Theft Task Force. The detective sergeant is responsible for monitoring Traced to ensure timeliness of investigative supplemental reports.

In addition to patrol-initiated CAD reports detectives also receive weekly referrals from Adult Protective Services (APS) and Child Protective Services (CPS) that may involve abuse or neglect. Detectives review the information provided and follow up accordingly. Sometimes the referrals result in a crime report. At that point the incident is recorded in CAD.

Workload Analysis

Accurate workload statistics for detectives are not maintained. The cases assigned and cleared, and search warrants served are captured, but the time committed to handle collateral duties is not measured for each BLPD detective. Unlike data captured for patrol that allows for comprehensive analysis, the CAD system does not capture detective activities in a manner that would allow for such an analysis. As well, there is no industry standard that provides a specific number of cases which a detective can reasonably manage, since departments vary widely on detective case management practices. Therefore, CPSM relied upon the department's crime statistics, BLPD case management practices, and the experience of CPSM subject matter experts to evaluate whether sufficient staffing exists to handle the workload. Table 6-1 shows the approximate annual totals for cases processed through detectives for calendar year 2015.

TABLE 6-1: Detectives Caseload 2015

Cases assigned	246
Cases cleared	235
Search warrants served	30

Factoring 230 work days per detective per year (assuming six weeks off for vacation/training/illness), these case totals equate to approximately 0.6 cases per detective per work day averaged during 2015. This calculation is based upon two full-time investigators and includes both cases assigned and search warrants served. CPSM did not factor in the two task force detectives or the two patrol officers who assist with case follow-up. As addressed earlier

this does not include the many collateral duty assignments described above, including the two days a month detectives work proactive patrol duty. The time required to handle the detectives' extra duties cannot be captured and quantified based on available data. Given the overall volume and the nature of offenses investigated, the number of cases per detective is manageable when collateral duties are added.

Clearance Rates

Clearance rates measure the effectiveness of the police department in investigating and successfully solving crimes. Solving crimes in this context of clearance rates begins when an individual is charged with the crime. Clearance rates are calculated by dividing the number of solved crimes by the total number of crimes during a given time period. Clearance rates are one of many factors that can be used to evaluate the effectiveness of a police department; however, many variables affect crime. As a performance measurement tool clearance rates are best used by the police department to evaluate its performance from year to year as an internal measurement. Table 6-2 is presented for informational purposes only; it shows the clearance rates for Part 1 crimes for the City of Bonney Lake, the state of Washington, and the nation.

Annually, departments report clearance rates to the FBI for inclusion in the UCR. This report is prepared by the crime analyst based upon data entered into the records management system. The UCR establishes a strict three-pronged criteria for clearing of a case. For UCR reporting purposes, a crime is considered cleared when: (1) a law enforcement agency has arrested the offender; (2) the offender has been charged with the offense; AND (3) the offender is turned over to the court for prosecution (whether following arrest, court summons, or police notice). The arrest of one person may clear several crimes or the arrest of several persons may clear only one crime.

There are clearances via exceptional means as well, but the exceptions are extremely limited and result in numbers that are not statistically sufficient to warrant consideration for our purposes here. Examples include the death of an offender or the lack of an extradition treaty with a foreign government in a nation to which the offender has fled.

The FBI produces its Uniform Crime Report every September for the previous year. The case clearance rates are not published until spring of the following year. For example, in September 2016, the FBI published the 2015 FBI UCR with its crime data for U.S. cities. In April of 2017, the FBI publishes the 2015 clearance data. Consequently, the FBI comparative cities clearance data for 2015 in Bonney Lake was unavailable at the time of the CPSM report. An alternate source of 2015 crime data can be found on the Washington Association of Sheriffs & Police Chiefs website. The data do not appear in the UCR format; therefore, it would have been too time-consuming to manually extract the data from comparative cities. Additionally, only a limited number of Washington state agencies' crime data appeared on the website, most of them from King County.

TABLE 6-2: Reported Municipal, State, and National Clearance Rates for 2014

Crime	Bonney Lake			Washington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	192	134	70%	14,590	9,025	62%
Rape	6	0	0%	2,529	797	32%	108,388	39,675	37%
Robbery	7	4	57%	5,640	1,729	31%	318,768	89,962	28%
Aggravated Assault	7	5	71%	11,615	6,747	58%	718,857	387,980	54%
Burglary	119	13	11%	55,284	5,703	10%	1,670,138	219,339	13%
Larceny	353	123	35%	175,863	30,715	17%	5,654,125	1,255,387	22%
Vehicle Theft	39	4	10%	30,587	3,158	10%	674,711	83,820	12%

Bonney Lake's clearance rates are consistent with state and national averages in burglary and vehicle theft. Robbery and aggravated assault case clearances are considerably higher than state and national averages. This is likely due to the small number of cases and the probability that the suspects in the assault cases were known and the robbery cases only numbered seven, four of which were cleared. Robberies are difficult cases to solve. Bonney Lake's clearance rate is higher than average. It is possible that the same suspect committed multiple robberies and was apprehended, or it may have been superior police work.

CPSM did not review the hundreds of investigative reports that would serve as the basis for the numbers reflected in the table. Therefore, CPSM draws no conclusion as to the effectiveness of the department in investigating crime. All investigative supervisors and managers need to ensure that cases are accurately closed according to FBI UCR criteria.

Equipment

Detectives have good equipment and technology, with one exception. The interview room where suspects are questioned is not equipped with a video recording system. This is rare, even in smaller departments. As police agencies become increasingly sophisticated with advances in technology, video recordings of suspects' interviews are essential for successful prosecutions, and at times, for internal misconduct investigations. Juries expect videotaped statements and confessions. Though detectives can use a neighboring police department's video-equipped room, it is sometimes impractical, time-consuming, and given the specifics of an investigation, it can be a psychological impediment.

CPSM strongly recommends that the department identify funds to acquire a video recording system for the detectives' interview room.

Personnel

There is no established term of assignment in detectives. This is true for other specialized assignments in the department as well, including the TNTF and Auto Theft Task Forces. Once assigned to detectives an officer might remain there indefinitely. Promotion, voluntary transfer requests, and unsatisfactory performance appear to be the only reassignment reasons for leaving detectives. This situation needs to be addressed through policy.

Most small- to mid-size agencies with limited special assignment opportunities provide a rotation schedule for many assignments. The sergeant has been in detectives for four years; the senior

detective thirteen years, and the second detective over five years. That said, some specialized investigative functions require a high degree of training and experience before fully mastering the skills necessary to thoroughly investigate crimes. Homicide, computer crimes, financial crimes, and specific crimes against children are some examples. The department must be cognizant of those positions and ensure that investigations are not compromised by inexperience. If the department chooses to establish a rotation schedule for specialized assignments it may be desirable to exempt some assignments and/or provide for an extended assignment for others. At the time of the CPSM site visit there was no rotation system in place, but one was being developed for detectives.

In addressing this issue CPSM recognizes the upside of having highly experienced investigators. We contend, however, that the downside of having unlimited terms locks out many qualified personnel and causes unhealthy stagnation in the organization. The recommendation for rotational assignments is addressed under Administration, and applies to all specialized assignments.

Another consideration is the assignment of inexperienced sergeants to technical duty assignments. For example, in larger agencies assigning sergeants to a bomb squad, air operations, tactical units, and to a lesser degree, detectives, without having served in a line capacity hampers the supervisor's ability to make sound tactical and operational decisions. Ideally, sergeants should have had experience in technical assignments or they will be reliant on the expertise of line staff as the learning curve is usually steep. In addition to the need for a policy addressing transfers to special assignments, consideration of a short-term rotational assignment for officers is appropriate, if staffing allows. It would be highly beneficial for officers to be exposed to investigative work to gain insight into the importance of thorough, well-written reports, chain of custody, etc., even if only for a few months. For officers seeking promotion to sergeant, if a lengthier assignment is not available, the minimal exposure to investigations would at least allow for a greater understanding of the function. CPSM recommends that the department consider creating a rotational assignment for officers to detectives, if staffing allows.

Recommendations:

- Install a video recording system in the interview room.
- Establish a rotation schedule for detective assignments with appropriate exemptions and length of terms based on the complexity of the function. The rotation of experienced detectives should be staggered to ensure knowledgeable staff can train new detectives.

One CSO handles home electronic monitoring for sentenced and pretrial monitoring. This involves placing devices on suspects, sometimes in the courtroom, saving activity reports and submitting them to court, and meeting monthly with defendants to check devices. The work can involve several hours of continuous duty; other times it is less time-consuming. Last year the CSO had 14 people to monitor. If a person violates the court order and removes his bracelet, the CSO has to write a report that goes to a prosecutor. The same CSO is also responsible for crime prevention, the volunteer program, attending community meetings, handling prisoner transportation and backfilling for the bailiff.

Crime Analysis

A CSO is assigned as the department's part-time crime analyst (CA) and works a 4-10 schedule. She is assigned to Bonney Lake for two 10-hour shifts on Mondays and Wednesdays, and two 10-hour shifts with the Pierce County Auto Theft Task Force (ATTF) on Tuesdays and Thursdays. The

county pays the salary for the CA's task force position. The BLPD detective sergeant supervises the CA on Mondays and Wednesdays.

The CA's duties are defined in the CSO Expectations document as follows:

One CSO will be assigned as the Crime Analyst for the Bonney Lake Police Department. This position collects, organizes and disseminates information pertinent to the safety and security of the citizens of Bonney Lake as well as surrounding communities. The Crime Analyst will work collaboratively with other organizations to create monthly and annual reports such as but not limited to: Citations & Infractions issued by staff, Officer Activity Reports, Traffic related studies, Investigative Bulletins, NIBRS and Statistic Report. This process is assigned as an ancillary duty and it is expected that the CSO assigned assist with the above expectations.

The duties referenced as "above expectations" on the document are court security (bailiff), prisoner transportation, and crime prevention. The CA regularly is pulled from her duties to perform bailiff and transportation duty. The CA performs the duties described in the Expectations memo, and in addition, assists detectives with suspect photo lineups, and handles special reports originating from city hall, usually involving traffic studies.

The CA strives to read every BLPD crime report to be familiar with each case and to ensure that crime data are accurately reflected for entry into NIBRS. The CA manually transfers officer activity data, including handwritten citation data, from the regional police dispatching communication center, South 911, to an Excel spreadsheet. The data are voluminous; the CA breaks it down by patrol squads so sergeants will know their team's activity levels.

The CA has received formal crime analysis training and attends regional crime analysis meetings. She currently works with retail crime prevention officers in the Washington State Organized Retail Crime Alliance (WSORCA) to identify theft and crime patterns.

In smaller police agencies the role of a crime analyst deserves examination. A department the size of Bonney Lake, with its relatively low crime rate, does not justify a full-time CA. Patrol officers in smaller communities are generally more aware of crime trends and activity. Records sections in other police departments produce many of the reports the CA provides. Records is staffed with three full-time clerks, and though a backlog was created when a clerk's position was vacant from July 2016 to March 2017, the vacant position is now filled and the backlog is being reduced. It may be more efficient to have Records staff prepare the FBI/NIBRS monthly and annual reports and retrieve officers' activity records. CPSM recommends that the department review the crimes analysis duties and reports the CA generates and consider if it would be more efficient to have Records produce most of the reports.

The CA is an experienced, motivated, and highly capable long-term employee. Before her assignment as a CA she worked in crime prevention, prisoner transportation, bailiff duty, and as a dispatcher. If the department chose to transfer most of the CA report duties to Records, the CA could devote more time to crime prevention, which is closely aligned with her current crime analysis duties.

The CA is privy to regional crime information through her association with the Pierce County Auto Theft Task Force; however, a full-time Bonney Lake police officer is also assigned to the Task Force and has access to the same regional crime information. In addition, the CA's association with retail crime prevention officers in the Washington State Organized Retail Crime Alliance is another reason to consider the CA in crime prevention.

The issue discussed in more detail under "Bailiff" and "Transportation" is the use of a part-time bailiff whose hours are insufficient to meet the demands of his job, and the impact on the CA,

other CSOs, and police officers handling court duty, and prisoner transportation. CPSM recommends that the department identify which of the CA's reporting responsibilities might be transferred to Records.

CSPM also recommends that the department explore whether the time-consuming task of manually transferring data to a spreadsheet is a feature that could be added to the current records management system. This would be a more efficient use of resources.

The part-time CSO/CA position as originally conceived was sound in its goal of shared responsibility for crime analysis and transportation duties. The CA estimates that approximately thirty to forty percent of CSO time involves bailiff and transportation duties. When the bailiff is gone, the CA is designated bailiff duty. The issue of the increased demand on CSOs to staff transportation duty is addressed in the Bailiff/Transportation portion of this report. If the department decides to reduce or rescind its bailiff and/or transportation duties the CA's broad experience with the department would render her a great asset assisting with crime prevention.

Recommendations:

- Identify which of the CA's data and report responsibilities could be transferred to Records.

SUPPORT SERVICES

Bailiff

The City of Bonney Lake operates a Municipal Court for the prosecution of misdemeanor crimes, code violations and traffic offenses. Examples of these cases include assault, battery, theft, minor fraud related offenses, driving under the influence, and traffic citations, to name a few. In addition to cases generated within Bonney Lake, cases from South Prairie, Eatonville, and Sumner are prosecuted at the Bonney Lake Municipal Court. Those agencies share the cost of court expenses. Criminal cases are prosecuted on Mondays, Wednesdays, and Thursdays. Traffic Court is held on one or two Tuesdays a month. Court is generally in session during the hours of 8:30 a.m. to 5:00 p.m. with a lunch break. On average, the court is in session a minimum of 27 hours per week.

The courthouse is located within the Bonney Lake Administration Center. The sole courtroom is accessible from the foyer on the ground floor. From the foyer the public also has access to various other city departments and services as well as a probation office.

The Bonney Lake Police Department is charged with managing all security related issues for the court. This includes protection of the court staff, maintaining order, prisoner security, and performing security screenings of all persons entering the courtroom. Security screenings are accomplished through use of a magnetometer as well as a visual screening. Physical searches are conducted as necessary.

To manage security needs for the court, the city maintains a part-time bailiff position. This is a non-benefited position with a monthly cap of 90 hours. Based upon the court's hours of operation as previously noted, this allocation is insufficient to meet basic workload requirements. In the absence of a bailiff due to exhausting the available hours in a month, illness, or a vacancy in the position, the police department must assign other police resources. This may include reassigning a patrol officer to the court, or utilizing a CSO for this duty. In that case, the CSO is removed from their primary duties for the time needed for bailiff coverage. Anecdotal evidence suggests that this occurs frequently. In fact, on the date of the CPSM site visit, a patrol officer

had been reassigned from the field and was performing bailiff duties. CPSM strongly suggests that this be addressed.

No department policy exists to define the duties and responsibilities for the bailiff position. There is a document pertaining to CSO responsibilities, though it is void of any reference to the position of "bailiff." The description is as follows:

"CSOs are responsible for the safety and security of the Bonney Lake Municipal Court. CSOs will work closely with the court clerks, prosecutor and judge to ensure that the courtroom remains in order, free of weapons and contraband, CSOs will work with the court and take subjects into custody if requested by the Judge or the subject has other jurisdictional warrants. It is expected that CSOs be responsible to contact a duty sergeant for above if an officer safety issue arises".

The responsibility for prisoner and courtroom security requires a comprehensive policy. Bailiffs should have a clear understanding of how to respond to high-risk or unusual incidents as well as monitoring spectators and taking daily precautions. It is incumbent on the bailiff and other court security staff to take proactive steps before and after court proceedings to ensure safety and security. This should include a security assessment of the courtroom to ensure it is left in a secure manner. CPSM recommends that the department create a more extensive bailiff policy. Bailiff and courtroom security policies are widely available from other police and sheriffs' departments.

In addition to the courtroom's use for judicial hearings, after business hours the facility is used for city council and other community events. There appears to be no "sweep" of the Justice Center building at closing time. The BLPD should work with the Justice Center to ensure proper security measures are taken when the building closes.

It is the responsibility of the City of Bonney Lake to provide a safe and protected environment to both employees and visitors of the Municipal Court, including the judge. This service can be provided by hiring additional bailiffs to ensure adequate staffing is available for the courts hours of operation, CSOs to perform this duty, or considering alternatives, such as hiring contractual uniformed security officers. This is a common practice in some parts of the country and can save costs, depending on the region. Another consideration is to review cost sharing among the cities using Bonney Lake Municipal Court to ensure that the contributions are sufficient to relieve Bonney Lake from incurring a disproportionate burden.

Recommendations:

- Provide sufficient staffing for bailiff position(s) to ensure minimum safety and security standards in the courthouse.
- If the department continues to provide bailiff staffing, create a bailiff policy operations manual consistent with industry standards and train both bailiffs and police officers in the policy.
- Consider alternative strategies for bailiff services.
- Work with the Municipal Court to ensure adequate building security at closing time.

Transportation

Two full-time CSOs and one part-time CSO are responsible for prisoner transportation duty. Each full-time CSO has additional collateral duties.

Since Bonney Lake PD does not have a jail when police officers arrest suspects they book them at one of several Pierce County jails and one in neighboring Thurston County. Most jails have limited bed space and can fill up, causing officers to drive some distance to another jail. On weekday mornings when the Municipal Court is in session the CSO transportation officers drive the prisoner van from the police station to one or more municipal jails in Pierce County or to Nisqually Tribal Jail in Thurston County to bring prisoners to Bonney Lake Municipal Court. Misdemeanor cases are heard on Mondays and Wednesdays and traffic cases are heard on designated Tuesdays.

Once transport officers arrive at court they wait with prisoners in a holding room until the prisoners appear in court or are remanded back to custody. Sometimes prisoners are seated in holding cells, or in the front aisle of the courtroom, unsecured to a bench or chair. If remanded to custody, the transport officers drive the prisoners back to county jail. Transport officers stay with the prisoners unless more transportation is needed. The CSO will either call for another CSO, if available, or ask the bailiff if he or she is comfortable watching the prisoners in the courtroom. In addition to jail and court transportation, CSOs also assist officers in the field and book their prisoners, taking them to Pierce County jail in Tacoma if the crime is a felony. CPSM recommends that the courtroom jail benches be modified to secure handcuffed prisoners for safety.

CPSM identified several areas of concern while reviewing transportation operations. The first is a lack of comprehensive policy or an operational manual. The department directive on prisoner transportation is contained in the CSO Expectations document and reads as follows:

"CSOs are responsible for prisoner transports to and from corrections facilities to the Bonney Lake Municipal Court. CSOs will also be utilized to transport subjects from the field to a location directed by commissioned police staff.

It is expected that CSOs will utilize proper handcuffing techniques as well as patting down prisoners for weapons or contraband prior to transporting.

It is expected that the CSO will remain vigilant during these transports as well as before and after prisoners being transported.

It is expected that the CSO will use proper radio communications while on duty and to assist commissioned police officers when requested."

According to the CSOs this is the only department prisoner transportation policy they regard as their guideline. CPSM recommends that the department make it a priority to update the prisoner transportation policy to meet safety and compliance with Washington state laws. Model prisoner transportation policies are readily available and can be modified according to Bonney Lake's needs.

There is no directive restricting transportation officers from making personal cell phone calls, reading, or engaging in other distractions while prisoners are in the CSOs' custody. In addition, no policy addresses what transportation officers are to do if a prisoner claims to experience a medical emergency during transportation. Does the CSO administer first aid or wait for paramedics? Opening a prisoner transportation van door at an offsite location leaves the CSO vulnerable if the prisoner's actions are staged to escape. When CPSM posed this question to two CSOs, each gave different answers. This tactical situation and others have occurred in rural and urban settings, resulting in prisoner escapes and deadly shootings. Though these situations may be unlikely, it is prudent to plan and train for potential high-risk incidents.

Another operational concern is the ratio of transportation officers to prisoners. The ratio is undefined in the CSO Expectations document. It needs to be clarified and included in policy. At

times a CSO is the only transport officer handling multiple prisoners. One CSO reported transporting six prisoners alone. This is an unsound practice.

CSOs complete a reserve police academy as a condition of their employment and take correctional training courses. The CSOs have police officer powers while on duty and carry a firearm, Taser, and knife during prisoner transportation. Although CSOs complete initial training, it is crucial that they are updated on prisoner transportation issues. Ongoing training needs to be identified for transportation officers; this topic is addressed under Training.

Another issue is the apparent expansion of transportation duties. The Buckley and Fife Police Departments closed their jails in 2016 about the same time Pierce County Jail closed some of its jail wings. This has resulted in longer hours and farther distances that CSOs now drive for prisoner transportation. Bonney Lake CSOs sometimes picks up other police departments' prisoners, even though the other departments are supposed to transport their own prisoners. Private prisoner transportation companies might be an option, but generally they provide extraditions, not court transportation. This leaves the responsibility with Bonney Lake and its partner cities. As the demand for transportation services grows along with longer distances driven, the present system using CSOs for transportation will encompass more of their time and leave less time for essential collateral duties. For example, in March 2017 alone, CSOs drove more than 22 prisoners to and from jail to court, throughout the county, and sometimes returned prisoners to Pierce County Jail in Tacoma during rush hour traffic because no Pierce County prisoner vans were available.

Several options to consider include raising fees on citations and misdemeanors to offset transportation costs, hiring an additional CSO, or converting the part-time crime analyst position into exclusively transportation. The crime analyst was recently offered a full-time position with the Auto Theft Task Force, which could have left her part-time crime analysis duties relegated to Records. The department chose to retain her as a part-time crime analyst. It is uncertain whether the original job offer is still available or whether this option is a viable consideration.

Though Bonney Lake Municipal Court handles misdemeanors, not felonies, the distinction does not minimize the risk and danger to transportation officers. A violent ex-convict who has been released from prison may commit a misdemeanor and end up in a CSO's transportation van. If the CSOs deliver prisoners to court, sufficient staffing should be available to ensure safe operations.

Recommendations:

- Modify courthouse prisoner benches so as to be able to secure handcuffed prisoners.
- Collaborate with Pierce County municipalities to identify ways to share expenses and additional staffing to minimize burden and increase safety for Bonney Lake CSO transport staff. This may include consideration of a position exclusively dedicated to prisoner transportation.
- Work with Pierce County municipalities to identify ways to increase jail bed space and/or consider increased use of cite outs for misdemeanors.
- Create a comprehensive transportation policy or operations manual that specifies procedures while transporting, loading, and unloading prisoners, and for response to critical and high-risk incidents. Train both CSOs and officers in the new policies.
- Ensure that transport officers receive formalized training upon their appointment, as well as periodic update training.

Crime Prevention

Crime prevention is a collateral duty of a full-time CSO whose responsibilities also include home electronic monitoring, managing the volunteer program, traffic radar trailer deployment, prisoner transportation, and court bailiff duties. The CSO handles the following crime prevention activities:

- National Night Out.
- Block Watch (Neighborhood Watch).
- Community meetings.

In 2015 the crime prevention CSO attended three block watch meetings. The department does not track the number of block watches established, nor is there an identified block captain for each block watch. Establishing block watches to encourage neighbors to know one another and report crime activity more frequently can benefit the police department and the community. Officers who may be available for block watch presentations should be encouraged to participate when possible. This improves their public speaking and connects them with more community members.

In Section 3, Operations, under Figure 4-3, Heat Map of High Volume Call Activity, CPSM suggested working with the Chamber of Commerce and businesses impacted by repetitive crime patterns. This is an opportunity for the crime prevention CSO to interface with the crime analyst, the Chamber of Commerce, and businesses by creating a Business Watch.

As with most CSO collateral duties, there is little time to devote to crime prevention. The key is effective management of the volunteer program. The use of volunteers should be expanded to identify and solicit community members willing to participate in crime prevention activities. The best resource for volunteers will be graduating members of the Citizen's Academy; they have a basic understanding of BLPD operations.

According to BLPD staff, Bonney Lake is populated with a notable percentage of current and retired police officials. It is likely that a few retirees would be willing to help in crime prevention activities, particularly block watches. They, too, could be a resource for block watch organization and presentations. Another potential pool of volunteers might be criminal justice students at the local community college.

The crime prevention CSO could also seek opportunities to provide input to those who regulate, plan, zone, or have an interest in the proposed new retail construction design on SR 410. Staff could offer information on the principles of crime prevention through environmental design. This is an opportunity to work with the city planning department and local builder's associations to try to minimize retail theft.

Crime prevention is the core of community policing. It should play a greater role in Bonney Lake. The crime analyst may be ideally suited to assist in crime prevention if she could be relieved of some bailiff and transportation duties. CPSM recommends that the department create a clear vision of the direction of crime prevention education for the residential and business community.

Recommendations:

- A Business Watch program should be established for retail crime "hot spots."
- A more robust Neighborhood Watch (Block Watch) program should be developed to include organization of block captains.

- Create a clear vision of the direction of crime prevention education for both residential and business communities.

Police Volunteer Program

The volunteer program is another collateral duty of the full-time CSO assigned to crime prevention, home electronic monitoring, transportation, etc. The requirements to be a BLPD volunteer include the following:

- Pass a background check before acceptance into the Citizen's Academy.
- Must complete the Citizen's Academy.
- Be willing to participate in National Night Out and other special events.
- Must volunteer a minimum of 10 hours a year.

The department should expand and place a higher value on the volunteer program. Volunteer contributions should appear in the annual report, with a description and photographs of what they do. In addition to traffic and crime prevention, the right volunteers can help detectives by making phone calls to victims, taking photographs at special events, and in many other capacities, depending on their skills. The volunteers' hours and the cash equivalent of their time commitment are included in the city's biennial budget; they should also be featured in the annual report to highlight their value.

Managing the volunteer program with minimal time to devote to it is challenging. Staff may want to identify a suitable volunteer to assist the CSO in leading the volunteers.

Recommendation:

- Consider expanding the volunteer program. This could include a Volunteers on Patrol Program using trained volunteers to assist the department's traffic, crime prevention, and detective units. Volunteers can serve by patrolling neighborhoods to serve as the eyes and ears for law enforcement, educating residents in residential crime prevention strategies, assisting detectives in calling families of missing persons or runaway juveniles to check their status, calling victims, or similar duties.

Evidence and Property

The Evidence and Property Section (E&P) falls under the direction of the detective sergeant, though the Assistant Chief who oversees Administration and Detectives is primarily in charge. The E&P custodian is a part-time duty for a full-time CSO who splits her time between E&P and bailiff/prisoner transportation duties. The E&P custodian is the only employee assigned to the section and works Tuesdays and Thursdays from 6:00 a.m. to 4:00 p.m. E&P is open to the public these days and hours.

The duties of the E&P custodian are described in the CSO Expectations document. It reads:

The CSO will be assigned as the Evidence Property custodian for the BLPD. It is expected that the property room is maintained in an organized fashion to ensure the security and proper chain of custody. This position is assigned as an ancillary duty and it is expected that the CSO assigned assist with crime prevention, prisoner transport, and bailiff duties.

The E&P custodian is well organized, highly knowledgeable, and efficient; however, she is overwhelmed with a backlog of work, and should not be the only staff assigned to E&P. It is impossible to manage an E&P room adequately alone.

Evidence and property rooms are considered one of the most risk-laden operations in police departments due largely to the potential of theft of drugs, money, jewelry, and guns by department employees at all levels. The International Association for Property and Evidence (IAPE) maintains a website with weekly news reports of police employee arrests across the country for property room thefts. These occur often when departments lack proper safeguards to ensure security, accountability, and the integrity of the E&P room. Oversight, proper policies establishing control, and security are essential to maintain an effective operation.

Policy 804, Property and Evidence, describes handling booking, storage, control, disposition, and inspections and audits. The policy provides sufficient guidance for officers, but a more comprehensive operations manual is needed for E&P. This manual would be for management of evidence and property and include more detailed procedures for staff not currently included in the policy. Such manuals exist in other agencies and are easily accessible on the International Association of Property and Evidence website. The manuals can be modified to meet the needs of BLPD.

Policy 804.8 describes inspections of the evidence room. These are excellent practices and should be followed and documented. They include:

- On a monthly basis, the supervisor of the evidence custodian shall make an inspection of the evidence storage facilities and practices to ensure adherence to appropriate policies and procedures.
- Unannounced inspections of evidence storage areas shall be conducted annually as directed by the Chief of Police.
- An annual audit of evidence held by the department shall be conducted by an Assistant Chief (as appointed by the Chief of Police) not routinely or directly connected with evidence control.
- Whenever a change is made in personnel who have access to the evidence room an inventory of all evidence/property shall be made by an individual(s) not associated with the property room or function to ensure that records are correct and all evidence property is accounted for.

More than 2,300 items dating back to 2013 were backlogged for disposition as of the CPSM visit, as well as an estimated 2,500 items plus more than a years' worth of Excel spreadsheet entries to be entered into the FileOnQ inventory. E&P averages about 1,300 items booked yearly. From December 1, 2015 to December 1, 2016, E&P took in 1,329 items. FileOnQ could not download a summary of all items. Property from 2014 (560 items), 2013 (1,000 items), and 2012 (800 items) is ready for disposition, but one E&P custodian cannot handle the backlog alone.

During the site visit CPSM asked for a random evidence item to be retrieved. The E&P manager was able to pull up the record with an accurate description and relevant information and locate the item.

The E&P room is located in the basement and follows the footprint of the department in size. The main downstairs entry door is secured with a key and has an adjacent public window for retrieval of property. The Chief and both Assistant Chiefs also have keys to the E&P. There is no video surveillance system inside or outside any part of the E&P room. One door is alarmed. The E&P room was well organized and maintained.

E&P is adjacent to an evidence and property booking room where officers prepare and package items for booking, placing them in one-way secured lockers along a wall that backs to the E&P room. Once officers place items in the locker and close it, the lockers can only be opened from inside the E&P room.

Guns, drugs, firearms, and cash are kept in a chained area of the E&P room, locked in separate safes and cabinets, and secured with a dialed combination and key lock.

The department uses a relatively new software program, FileOnQ, for managing evidence and property. Every item is barcoded for identification.

The E&P manager has been converting records from the older Excel spreadsheet system to FileOnQ. She is currently working on updating 2014 files and will not likely catch up to 2017 without additional help.

Recommendations:

- Install cameras in the property and evidence booking areas, gun, jewelry, and narcotics storage rooms.
- Replace keyed door entries with card readers for greater security and accountability.
- Conduct and document regular audits and inspections as required in BLPD policy.
- Create an evidence and property management operations manual.
- Assign additional staffing to P&E for cross-training, managing backlogged items, and for greater security and control.

Records Section

The Administrative Assistant Chief oversees and the detective sergeant directly supervises the Records Section. The public counter is open from 8:30 a.m. to 5:00 p.m., Monday through Friday. Two clerks work that shift and a third clerk works a 9-80 shift from 7:30 a.m. to 5:00 p.m., Monday through alternate Fridays. When the Records Section closes for the day there is no public access to the police department. The front doors are locked and an exterior sign directs the public to call the police department number for a dispatcher if police services are needed.

The Records Section manages all city law enforcement records throughout their lifetime, from generation or reception, clarification, review, validation, updating, storage and retrieval, to final destruction or archival storage. The section disseminates police records per federal, state, and local laws to law enforcement, criminal justice, government agencies, citizens, and their agents. All records sections, regardless of agency size, handle many duties, each of which is required, and some of which are time-consuming. For example, approximately 50 percent of clerks' time is spent on Freedom of Information Request Act (FOIA) requests from the public, insurance companies, traffic victims, and county agencies.

Other duties include, but are not limited to, answering and transferring phone calls, handling walk-in traffic, concealed weapons permits, assisting the public in obtaining copies of police reports, accepting payments for court fees, handling insurance company requests, juvenile record sealing, assisting detectives and patrol officers with criminal history checks, processing court-related documents pertaining to both cases and prisoners, processing fingerprint applications, vehicle impounds and releases, and compliance with state records retention requirements. In July 2016 a Records Section clerk retired, leaving the operation to two clerks

who became backlogged in data entry and timely compliance of requests. In March 2017 the position was filled and the Records Section is now able to address the backlog.

The amount and complexity of some duties require that they be divided. For example, one clerk handles misdemeanor cases, and another handles felony cases, audits, and criminal data entries into the WebRMS software records management system (RMS). Police dispatching is contracted through South Sound 911 and the section is responsible for initiating computer-aided dispatch (CAD) police call entries that integrate with the BLPD's RMS. Records staff report no integration issues with the CAD-RMS. Records clerks are cross-trained in approximately 80 percent of their duties. Some steps could be taken to improve efficiency and services. Table 6-3 Depicts police reports written and processed for 2014 – 2016, reflecting a seven percent increase in reports from 2014 to 2016.

TABLE 6-3: Police Reports Written and Processed, 2014–2016

Year	2014	2015	2016
Police Reports	2,760	2,647	2,920

The public may request copies of certain reports on the BLPD website. These include police, traffic collision, incident reports, and police radio transmissions. The process involves the requestor mailing, emailing, faxing, or delivering a written request to the Records Section. RCW 42.56.520 requires the city to respond in five business days. The public cannot directly access copies of any police reports online. There is no capability for the public to report crimes online. The department may want to consider providing this service for certain misdemeanor crimes with no suspects or leads.

Increasingly, public access to certain police reports online is a service many departments provide through a variety of third party software vendors. This is a faster and more efficient way to deliver service and reduce workload for clerks. CPSM recommends that the department explore options for providing public access to certain reports online for greater convenience for the public and reduced workload for staff.

The department should also consider providing online crime reporting for designated misdemeanor crimes such as malicious mischief, minor hit and run collisions, petty thefts, etc. This service is becoming more common and is convenient for the public.

In many police departments records staff prepare mandated monthly, quarterly, and annual crime data reports. In Bonney Lake the crime analyst prepares these reports. CPSM recommends that the department consider if Records Section staff could prepare some reports the crime analyst currently handles. This is a common practice in some departments with larger crime analyst units and should be considered in light of the workload the CSO/crime analyst faces. This is addressed in the discussion on the crime analyst's duties.

The department currently accepts cash for various fees and report copies. This presents an unnecessary risk to the department. A CSO takes the cash to city hall every other day for deposit. This practice creates security and accounting issues not present with credit/debit cards, cashier's checks, and money orders. Due to such issues many agencies have stopped accepting cash. CPSM recommends that the department transition from accepting cash for fees and police reports to credit/debit cards, cashier's checks, or money orders.

The Records Section serves as a general phone answering point for the department. This results in significant time spent by clerks transferring calls and taking phone messages for 35 to 40

employees and returning calls for messages left over the weekend. The city's IT department developed a phone tree, but Records still experiences a disproportionate number of unnecessary calls. CPSM recommends that the department provide individualized voicemail phone numbers for all commissioned staff and those who regularly receive phone calls. The employees can encourage the public to use the voicemail system to reach them. Currently, some department staff have personalized voicemail, but not the majority. This minimizes the phone call load to Records and provides a faster way for staff to retrieve phone messages. In other agencies the cost to provide this service has been negligible.

The Records Section is located in the front lobby of the police department and serves as the greeting point for visitors. The area is behind a public counter with a glass window. Though the Records Section is not tasked with enforcement, at times staff deals with emotionally volatile people and some with mental illnesses. This poses a risk to staff, which is why police departments employ bulletproof glass in their lobbies. At the time of the CPSM visit a records clerk had just attended a training course for police department front lobby staff on dealing with difficult and emotionally volatile people.

Currently, construction is underway to move Records to the opposite side of the lobby in a much larger office space that will still feature a glass window to greet the public. Presumably, this will include bulletproof glass, a standard safety component for police lobby counters. If not, CPSM recommends that it be installed.

Recommendations:

- Migrate to an online system that allows the public to order and receive traffic and designated crime reports directly.
- Consider providing the public an option to report certain misdemeanor crimes online.
- Discontinue the acceptance of cash for fees and police reports by accepting only credit/debit cards, cashier's checks, or money orders.
- Reduce the high intake of nonessential calls to the Records Section by providing personalized voicemail messaging for all department staff and business cards listing their voicemail number.

Facilities

The police building is located on Veterans Memorial Highway, adjacent to the fire department. The main entrance opens to a lobby staffed by the Records Section during business hours Monday through Friday. During the site visit the Records Section was being moved from one side of the lobby to the other side to provide the section more space. The new counter window should be constructed of bulletproof glass, a standard safety precaution in modern police departments.

A driveway off Memorial Veterans Highway leads to a parking lot in front of the police station and continues south behind the station, splitting in a "Y" configuration. To the east the driveway leads to the rear of the post office, and to the west it opens to parking behind the police station and to a separate unsecured parking lot for police employees to the south. The driveway continues west past the fire department, a food bank, and on Main St. The public, including motorists and pedestrians, regularly use the driveway behind the police station, though access to adjacent businesses and offices is available via other routes. Vagrants and people under the influence of drugs and alcohol have frequented the rear area of the police station.

The police department is responsible for ensuring that its employees work in a safe and secure environment; however, the open access to the rear of the police building where employees walk to their cars, especially at night, and the lack of security cameras, do not meet basic police department security needs. The exterior of the police station and sensitive interior areas need to be on a camera surveillance system. This issue is addressed under Evidence and Property; it is also essential in the front lobby where police departments, large and small, can encounter erratic and violent behavior by a member of the public.

Maintaining a secure police facility is essential in today's times of civil unrest and negative attitudes toward law enforcement. The lack of a secured parking lot, absence of security cameras, and antiquated keyed entry to the building means the facility does not meet up-to-date security standards. Many departments are migrating away from keyed entries to card keys for greater accountability. Updating in these areas should be a priority.

Recommendations:

- Build a secure access to the rear of the building and rear parking area for police staff only.
- Install a video surveillance system for the exterior of the police building and interior lobby.
- Change the exterior facility doors to a card reader system instead of the current keypad entry for better tracking and security.

SECTION 7. DATA ANALYSIS

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

All information in this report was developed using computer-aided dispatch (CAD) data provided by South Sound 911's dispatch center.

CPSM collected data for the one-year period of November 1, 2015 through October 31, 2016. We use call data for this one-year period for the majority of the first section of the report, concluding with Table 7-8. For the detailed workload analysis and the response-time analysis, we use two eight-week sample periods. The first period is January 5 through February 29, 2016, or winter, and the second period is July 7 through August 31, 2016, or summer.

WORKLOAD ANALYSIS

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

4. 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.
5. 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 non-patrol 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 "other-initiated."
6. We then remove all records that do not involve a patrol unit to get a total number of patrol-related events.
7. 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 number of issues when analyzing the dispatch data from Bonney Lake. We made assumptions and decisions to address these issues.

- 718 events (about 4 percent) involved patrol units spending zero time on scene.
- Seven calls lacked accurate busy times. We excluded these 7 calls when evaluating busy times and work hours.
- The computer-aided dispatch (CAD) system used approximately 150 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.

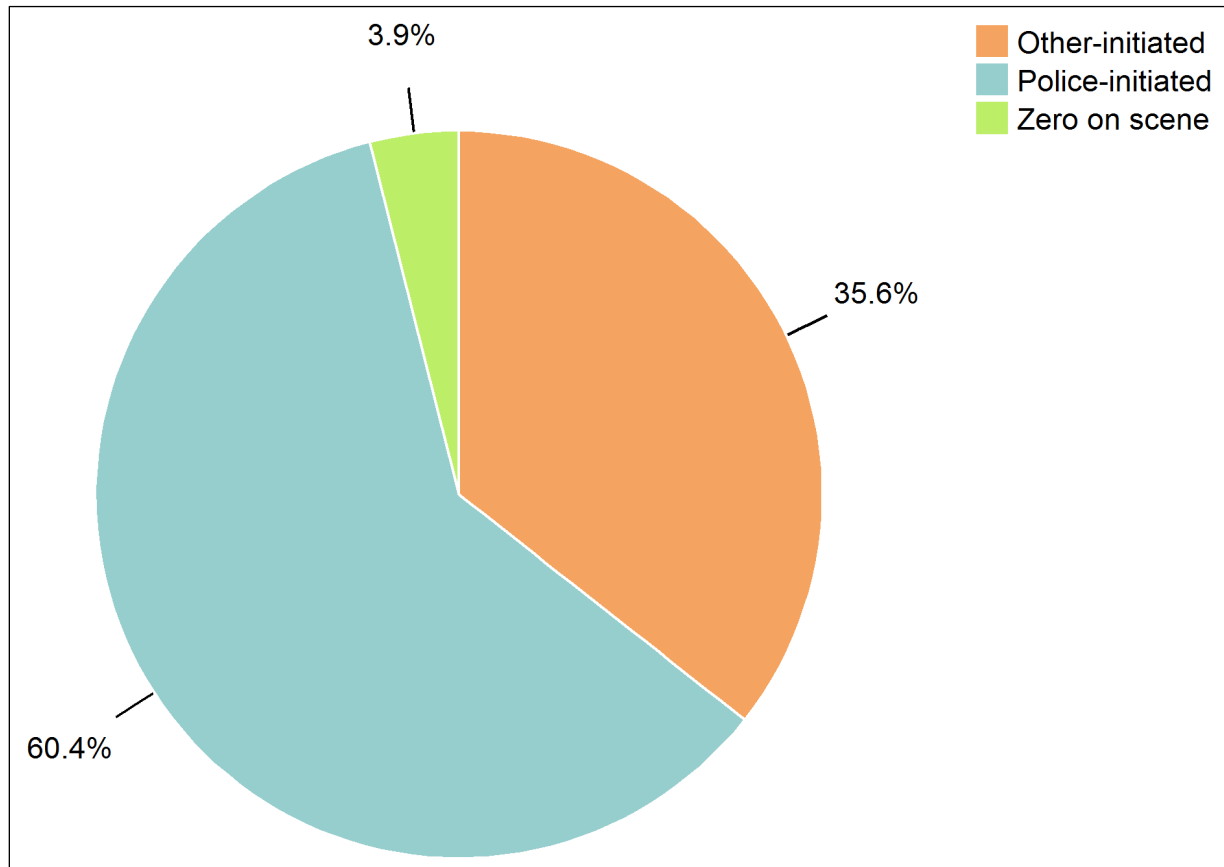
Between November 1, 2015, and October 31, 2016, the communications center recorded approximately 18,200 events that were assigned call numbers and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 50 patrol-related events per day, approximately 3.9 percent of which (2.0 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
Prisoner–transport	Arrest
Prisoner–arrest	
Assist other agency	Assist other agency
Crime–property	Crime
Crime–persons	
Directed patrol	Directed patrol
Juvenile	General noncriminal
Miscellaneous	
Animal calls	
Check/investigation	Investigations
Alarm	
Out of service–administrative	Out of service
Suspicious person/vehicle	Suspicious incident
Disturbance	
Traffic enforcement	Traffic
Accidents	

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



Note: Percentages are based on a total of 18,185 events.

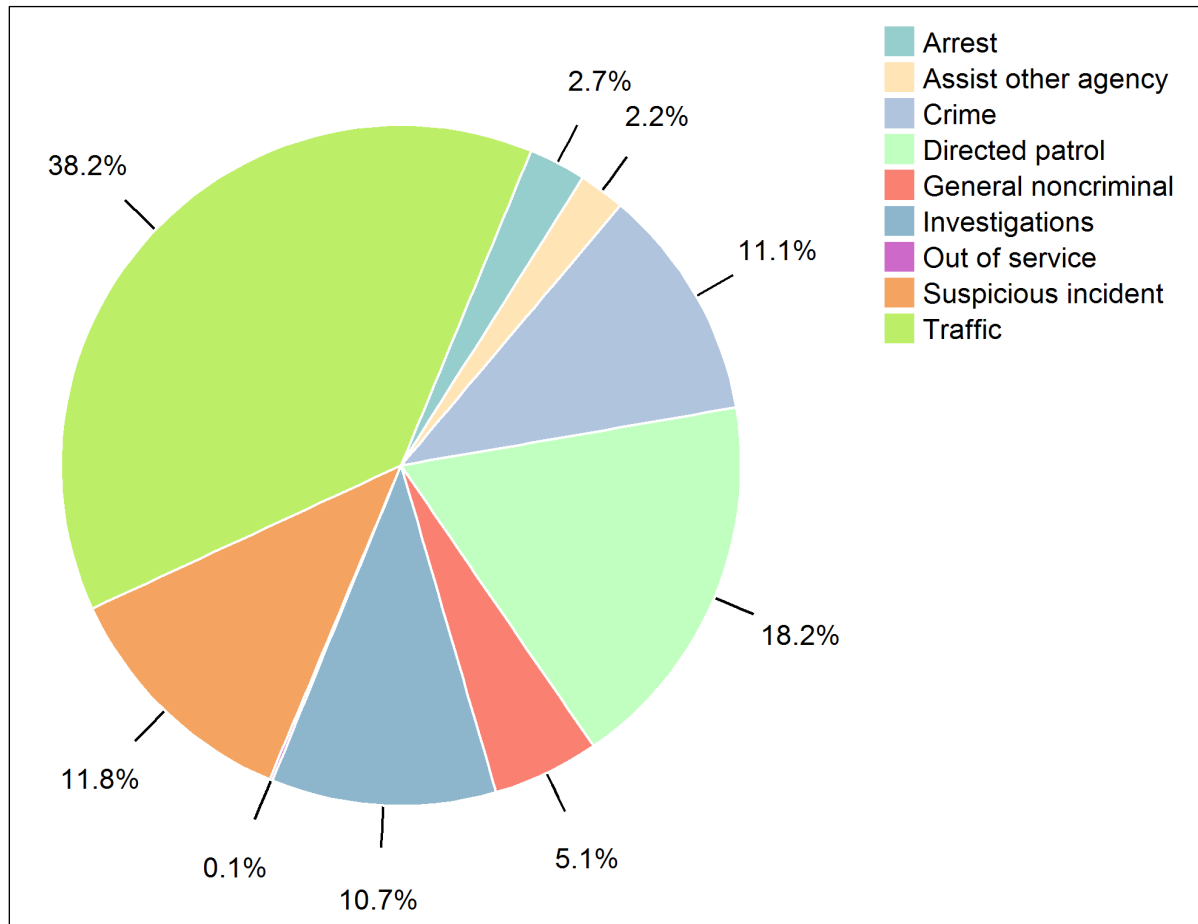
TABLE 7-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Other-initiated	6,469	17.7
Police-initiated	10,998	30.0
Zero on scene	718	2.0
Total	18,185	49.7

Observations:

- 36 percent of all events were other-initiated.
- 60 percent of all events were police-initiated.
- 4 percent of the events had zero time on scene.
- On average, there were 50 events per day, or 2.1 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

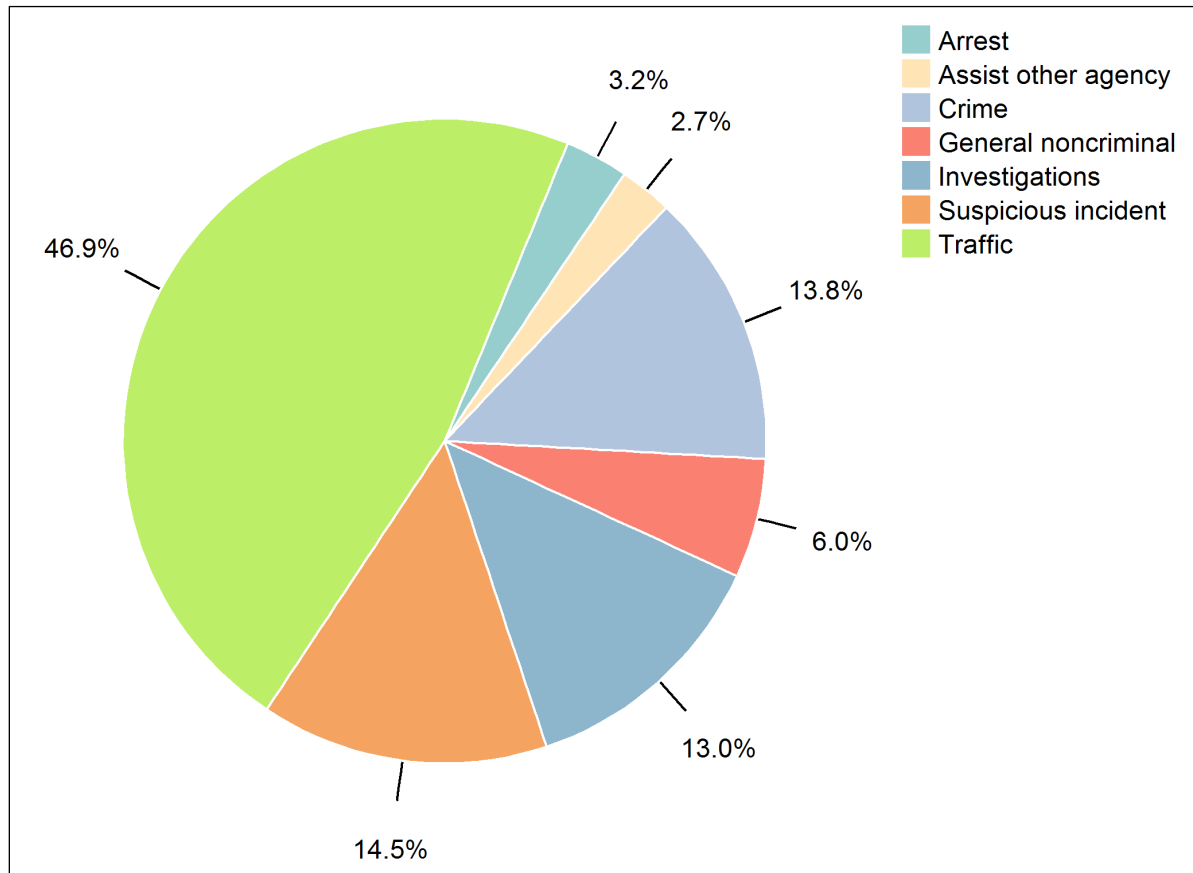
Category	No. of Calls	Calls per Day
Accidents	439	1.2
Alarm	381	1.0
Animal calls	75	0.2
Assist other agency	398	1.1
Check/investigation	1,561	4.3
Crime–persons	792	2.2
Crime–property	1,229	3.4
Directed patrol	3,301	9.0
Disturbance	439	1.2
Juvenile	176	0.5
Miscellaneous	669	1.8
Out of service–administrative	26	0.1
Prisoner–arrest	317	0.9
Prisoner–transport	178	0.5
Suspicious person/vehicle	1,705	4.7
Traffic enforcement	6,499	17.8
Total	18,185	49.7

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

Observations:

- The top three categories accounted for 68 percent of events:
 - 38 percent of events were traffic-related.
 - 18 percent of events were directed patrol activities.
 - 12 percent of events were suspicious incidents.
- 11 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	430	1.2
Alarm	375	1.0
Animal calls	73	0.2
Assist other agency	385	1.1
Check/investigation	1,510	4.1
Crime–persons	779	2.1
Crime–property	1,221	3.3
Disturbance	431	1.2
Juvenile	167	0.5
Miscellaneous	629	1.7
Prisoner–arrest	287	0.8
Prisoner–transport	177	0.5
Suspicious person/vehicle	1,667	4.6
Traffic enforcement	6,378	17.4
Total	14,509	39.6

Note: The focus here is on recorded calls rather than recorded events. We removed 3,301 directed patrol events, 26 out-of-service activities and 718 events with zero time on scene. As some directed patrol events also involved zero time on scene, a total of 3,676 records were removed.

Observations:

- On average, there were 39.6 calls per day, or 1.7 per hour.
- The top three categories accounted for 75 percent of calls:
 - 47 percent of calls were traffic-related.
 - 14 percent of calls were suspicious incidents.
 - 14 percent of calls were crimes.

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

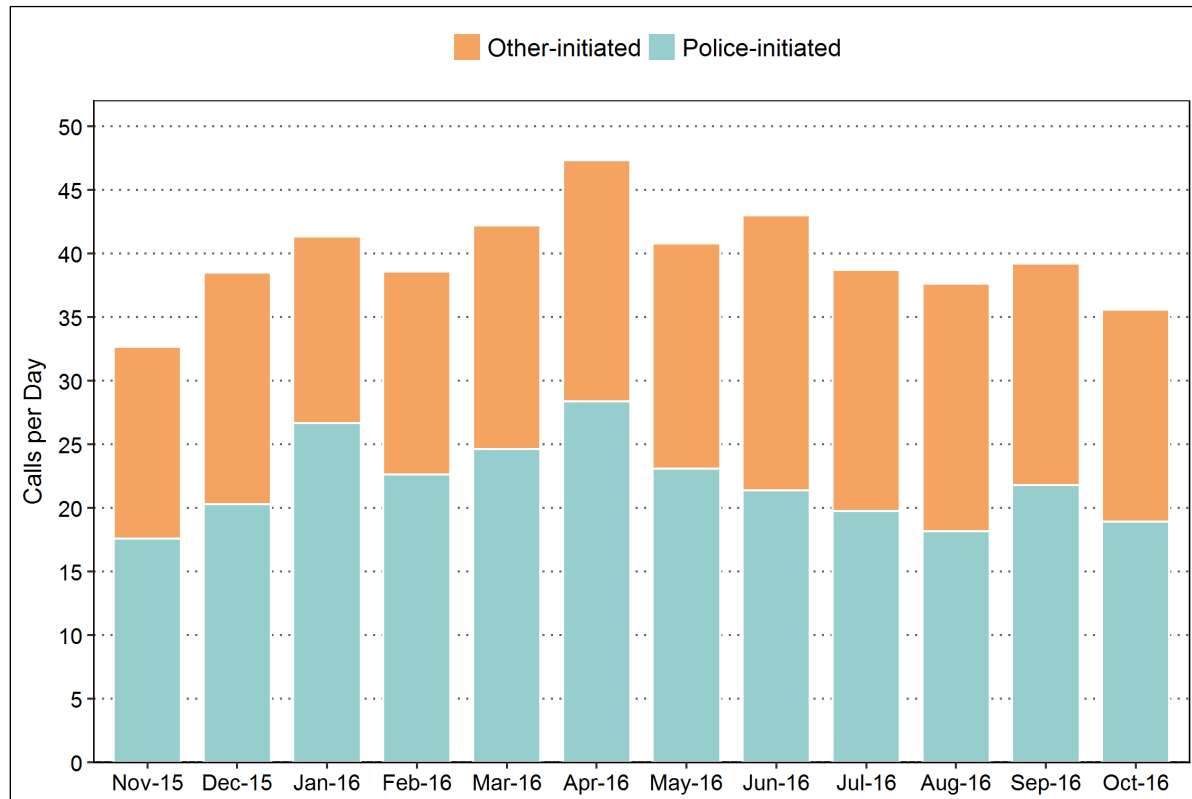


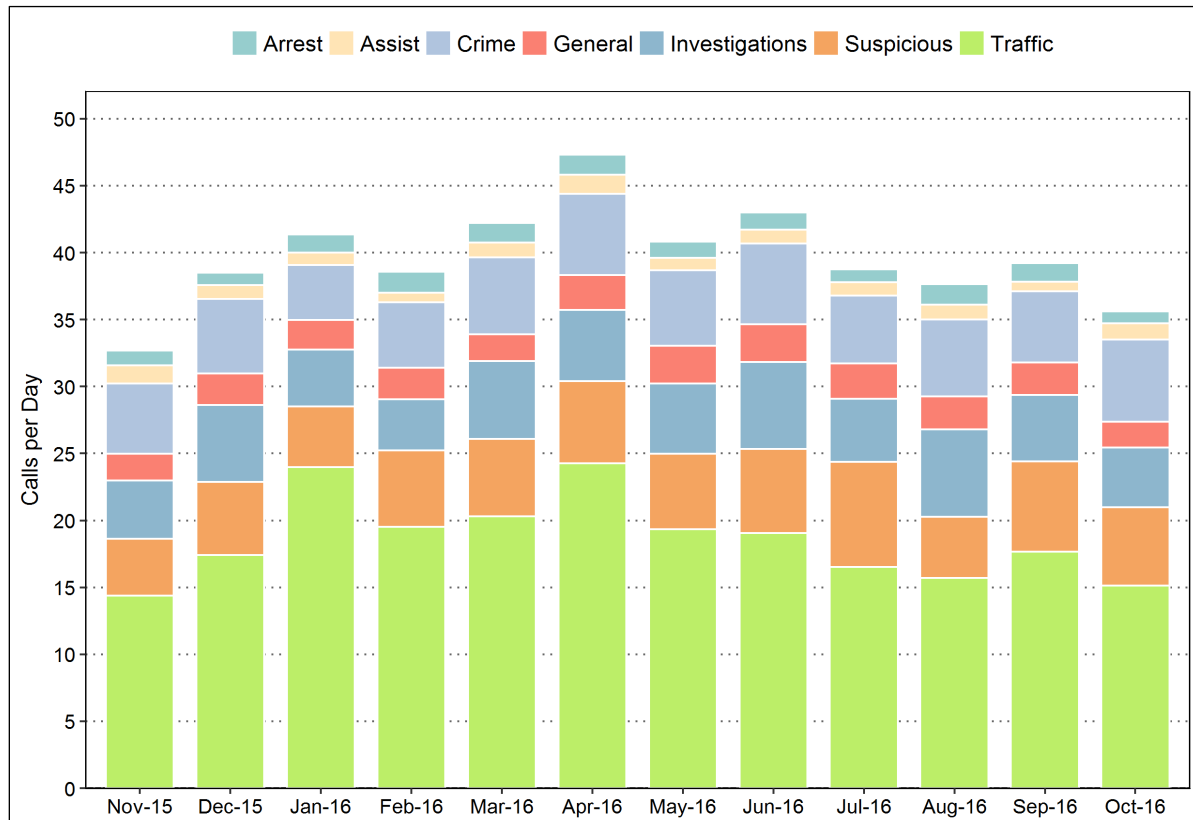
TABLE 7-4: Calls per Day, by Initiator and Months

Initiator	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Other-initiated	15.1	18.2	14.7	16.0	17.5	18.9	17.6	21.6	18.9	19.5	17.4	16.6
Police-initiated	17.6	20.3	26.7	22.6	24.7	28.4	23.2	21.4	19.9	18.2	21.8	19.0
Total	32.7	38.5	41.4	38.6	42.2	47.3	40.8	43.0	38.7	37.6	39.2	35.6

Observations:

- The number of calls per day was lowest in November.
- The number of calls per day was highest in April.
- The months with the most calls had 45 percent more calls than the months with the fewest calls.
- June had the most other-initiated calls, with 47 percent more than January, which had the fewest.
- April had the most police-initiated calls, with 62 percent more than November, which had the fewest.

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



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 Months

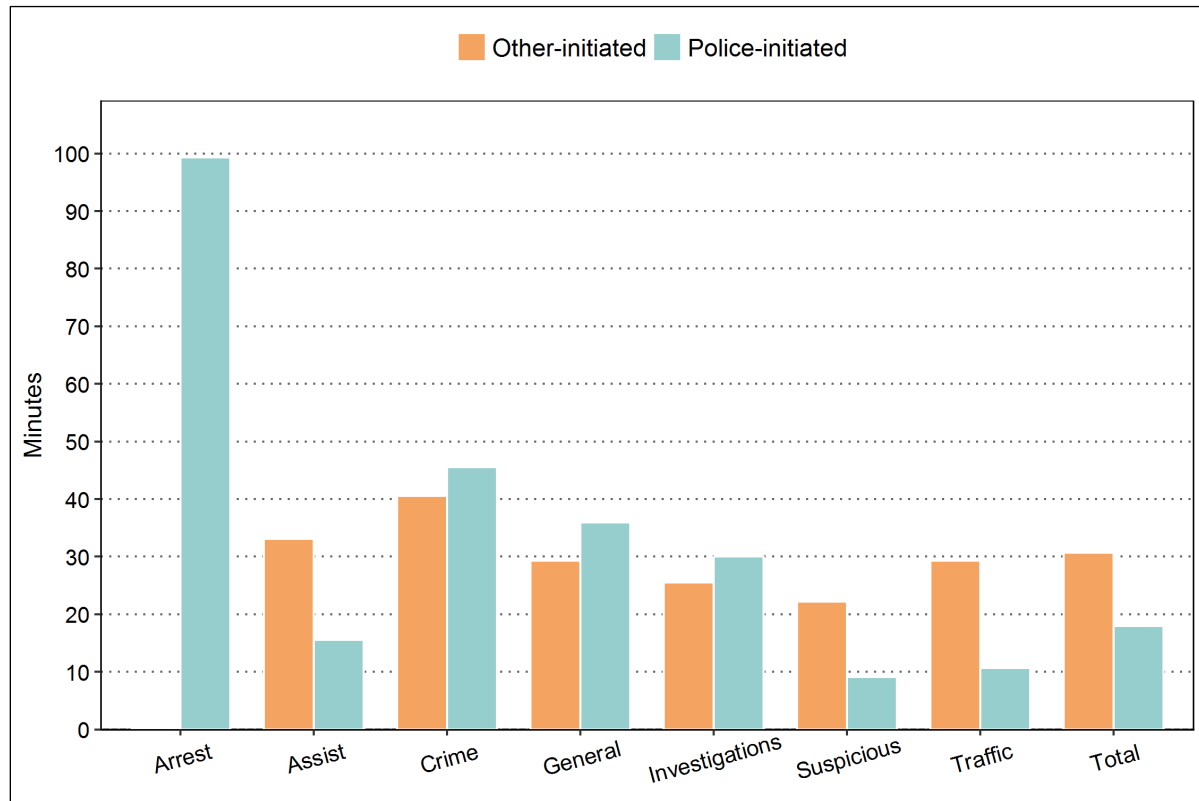
Category	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Accidents	1.3	1.5	1.3	0.8	1.0	1.0	1.1	1.5	0.9	1.5	1.2	1.0
Alarm	1.0	1.0	0.6	0.7	0.9	0.7	1.4	1.3	1.2	1.5	1.0	0.9
Animal calls	0.1	0.1	0.2	0.0	0.1	0.3	0.3	0.2	0.3	0.4	0.3	0.1
Assist other agency	1.3	1.0	0.9	0.7	1.1	1.4	0.9	1.0	1.0	1.1	0.7	1.2
Check/investigation	3.4	4.7	3.6	3.1	4.9	4.6	3.9	5.2	3.5	5.0	3.9	3.5
Crime—persons	2.1	1.7	1.3	1.8	2.3	2.2	2.1	2.6	2.2	2.4	2.3	2.6
Crime—property	3.2	3.9	2.8	3.1	3.4	3.9	3.5	3.5	2.8	3.4	3.0	3.5
Disturbance	0.7	0.6	0.8	0.9	1.0	1.4	0.9	1.4	2.9	1.2	1.4	0.8
Juvenile	0.4	0.2	0.5	0.6	0.5	0.6	0.6	0.6	0.5	0.3	0.4	0.3
Miscellaneous	1.5	2.0	1.5	1.8	1.4	1.7	2.0	2.0	1.8	1.7	1.7	1.5
Prisoner—arrest	0.8	0.4	0.9	1.1	1.0	1.0	0.6	0.6	0.5	0.9	1.1	0.5
Prisoner—transport	0.3	0.5	0.5	0.5	0.5	0.5	0.5	0.7	0.4	0.6	0.3	0.4
Suspicious person/vehicle	3.6	4.9	3.7	4.9	4.8	4.7	4.7	4.8	4.9	3.4	5.3	5.0
Traffic enforcement	13.1	15.9	22.7	18.7	19.3	23.3	18.2	17.6	15.6	14.2	16.5	14.2
Total	32.7	38.5	41.4	38.6	42.2	47.3	40.8	43.0	38.7	37.6	39.2	35.6

Note: Calculations were limited to calls rather than events.

Observations:

- The top three categories averaged between 69 and 79 percent of calls throughout the year:
 - Traffic-related calls averaged between 14.4 and 24.3 calls per day throughout the year.
 - Suspicious incidents averaged between 4.3 and 7.9 calls per day throughout the year.
 - Crimes averaged between 4.1 and 6.2 calls per day throughout the year.
- Crimes accounted for 10 to 17 percent of total calls.

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 seven calls with inaccurate busy times.

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

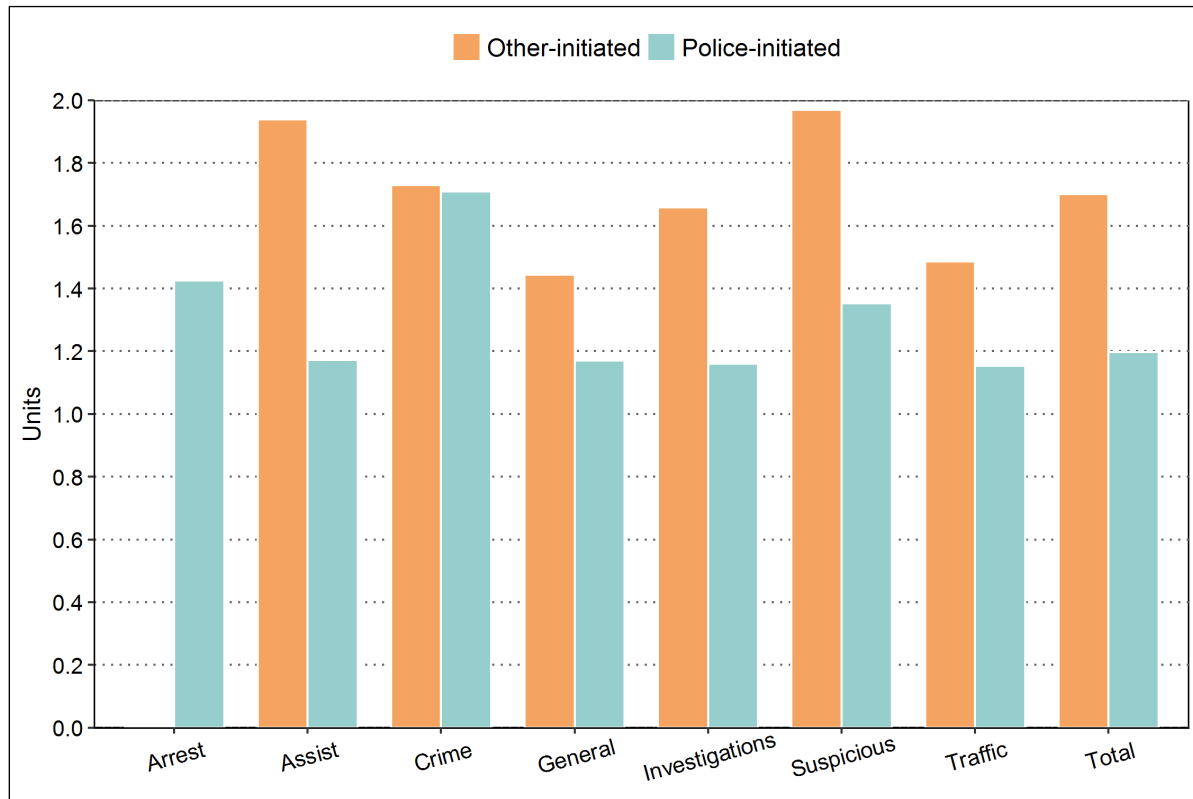
Category	Other-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accidents	38.3	392	37.5	38
Alarm	15.6	367	11.6	8
Animal calls	22.5	66	2.7	7
Assist other agency	33.1	315	15.6	70
Check/investigation	29.2	984	30.3	525
Crime—persons	42.5	753	58.6	26
Crime—property	39.2	1,165	39.8	56
Disturbance	23.9	410	19.6	21
Juvenile	37.6	147	39.3	20
Miscellaneous	27.5	433	36.8	195
Prisoner—arrest	NA	0	85.6	287
Prisoner—transport	NA	0	122.2	172
Suspicious person/vehicle	21.4	779	8.9	888
Traffic enforcement	24.0	658	10.5	5,720
Weighted Average/Total Calls	30.7	6,469	17.9	8,033

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 9 to 99 minutes overall.
- The longest average times were for police-initiated arrest calls.
- The average time spent on crimes was 40 minutes for other-initiated calls and 46 minutes for police-initiated calls.

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



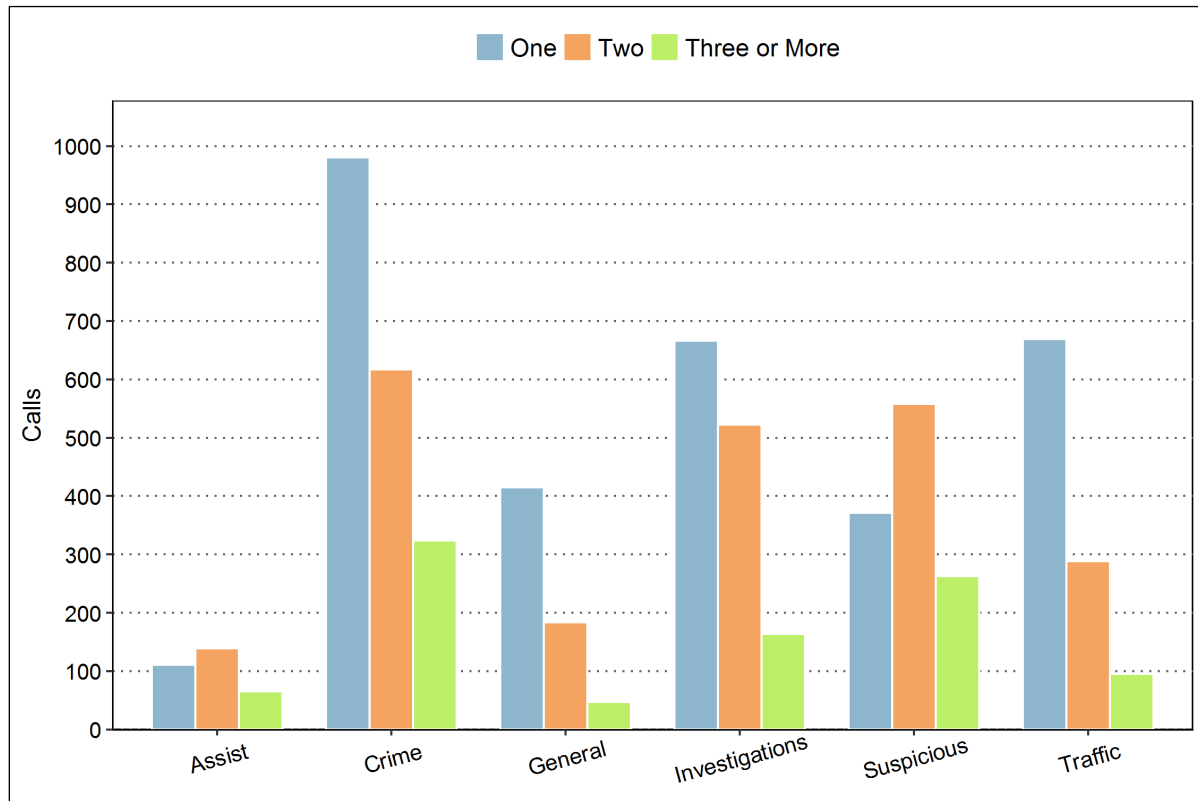
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 7-1.

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

Category	Other-Initiated		Police-Initiated	
	No. Units	Calls	No. Units	Calls
Accidents	1.6	392	2.0	38
Alarm	2.1	367	1.9	8
Animal calls	1.4	66	1.3	7
Assist other agency	1.9	315	1.2	70
Check/investigation	1.5	984	1.1	526
Crime—persons	2.0	753	1.7	26
Crime—property	1.6	1,165	1.7	56
Disturbance	1.9	410	1.4	21
Juvenile	1.6	147	1.0	20
Miscellaneous	1.4	433	1.2	196
Prisoner—arrest	NA	0	1.6	287
Prisoner—transport	NA	0	1.1	177
Suspicious person/vehicle	2.0	779	1.4	888
Traffic enforcement	1.4	658	1.1	5,720
Weighted Average/Total Calls	1.7	6,469	1.2	8,040

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 number of responding units shown within the figure rather than the table.

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

Category	Responding Units		
	One	Two	Three or More
Accidents	221	121	50
Alarm	63	229	75
Animal calls	44	20	2
Assist other agency	111	139	65
Check/investigation	602	293	89
Crime–persons	273	307	173
Crime–property	705	309	151
Disturbance	151	162	97
Juvenile	77	53	17
Miscellaneous	294	111	28
Suspicious person/vehicle	219	394	166
Traffic enforcement	448	165	45
Total	3,208	2,303	958

Observations:

- The overall mean number of responding units was 1.7 for other-initiated calls and 1.2 for police-initiated calls.
- The mean number of responding units was as high as 2.0 for suspicious incidents that were other-initiated.
- 50 percent of other-initiated calls involved one responding unit.
- 36 percent of other-initiated calls involved two responding units.
- 15 percent of other-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved crimes.

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

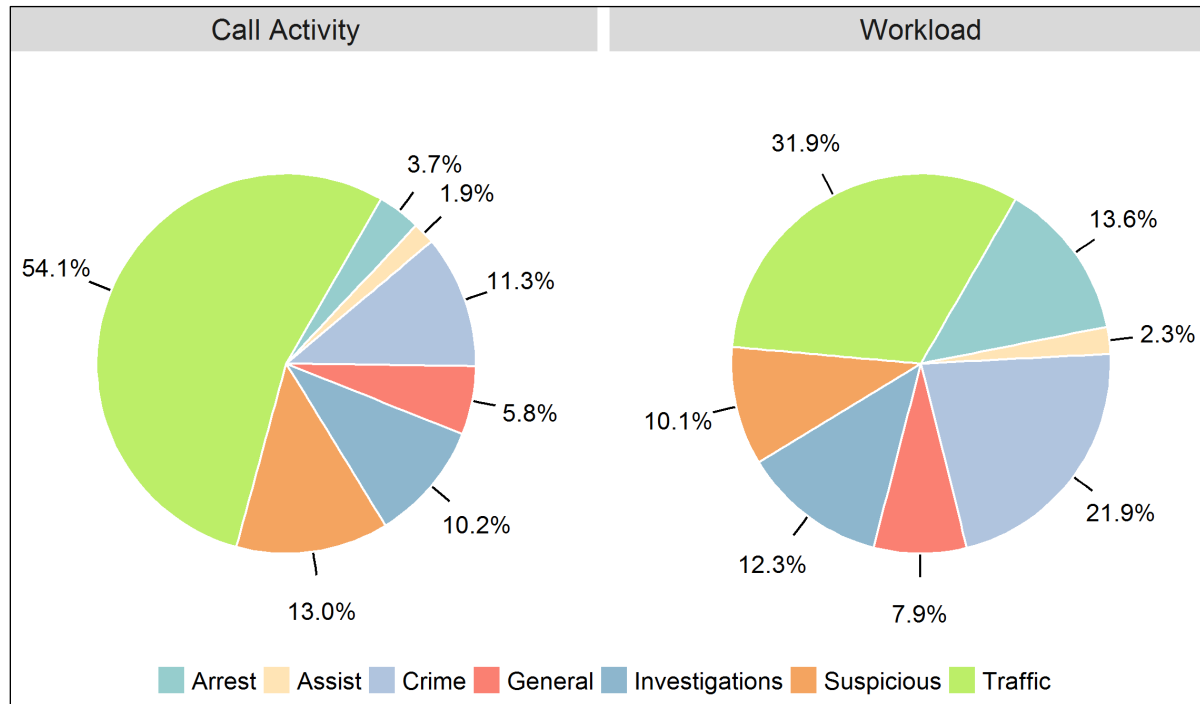


TABLE 7-9: Calls and Work Hours per Day, by Category, Winter 2016

Category	Per Day	
	Calls	Work Hours
Accidents	1.1	1.1
Alarm	0.6	0.2
Animal calls	0.1	0.0
Assist other agency	0.8	0.5
Check/investigation	3.4	2.3
Crime—persons	1.5	1.6
Crime—property	3.1	2.9
Disturbance	0.8	0.4
Juvenile	0.6	0.6
Miscellaneous	1.7	1.0
Prisoner—arrest	1.0	1.8
Prisoner—transport	0.4	1.0
Suspicious person/vehicle	4.4	1.7
Traffic enforcement	20.7	5.6
Total	40.2	20.7

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average number of calls per day was higher in winter than in summer.
- The average daily workload was slightly higher in winter than in summer.
- On average, there were 40 calls per day, or 1.7 per hour.
- Total workload averaged 21 hours per day, meaning that, on average, 0.9 officers per hour were busy responding to calls.
- Traffic-related calls constituted 54 percent of calls and 32 percent of workload.
- Suspicious incidents constituted 13 percent of calls and 10 percent of workload.
- Crimes constituted 11 percent of calls and 22 percent of workload.
- These top three categories constituted 78 percent of calls and 64 percent of workload.

FIGURE 7-10: Percentage Calls and Work Hours, by Category, Summer 2016

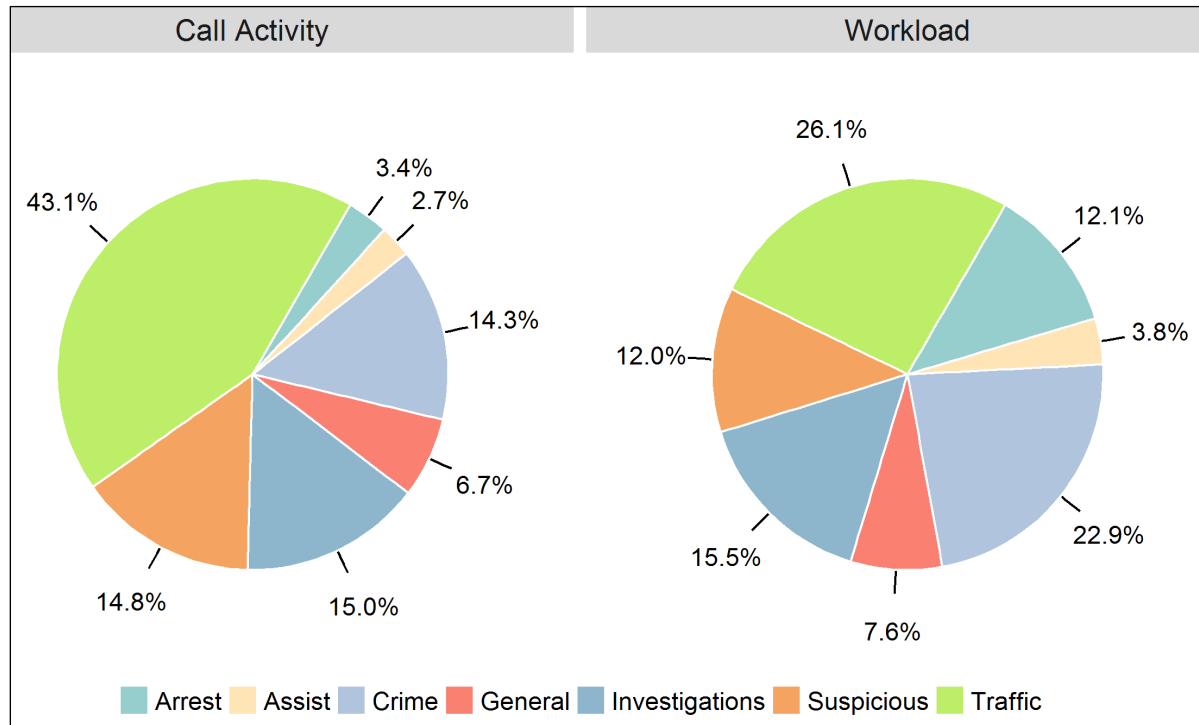


TABLE 7-10: Calls and Work Hours per Day, by Category, Summer 2016

Category	Per Day	
	Calls	Work Hours
Accidents	1.3	1.1
Alarm	1.3	0.5
Animal calls	0.4	0.2
Assist other agency	1.0	0.8
Check/investigation	4.3	2.7
Crime–persons	2.1	2.2
Crime–property	3.2	2.6
Disturbance	1.4	0.9
Juvenile	0.4	0.4
Miscellaneous	1.7	1.0
Prisoner–arrest	0.7	1.4
Prisoner–transport	0.6	1.1
Suspicious person/vehicle	4.2	1.6
Traffic enforcement	14.9	4.3
Total	37.6	20.6

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- On average, there were 38 calls per day, or 1.6 per hour.
- Total workload averaged 21 hours per day, meaning that on average 0.9 officers per hour were busy responding to calls.
- Traffic-related calls constituted 43 percent of calls and 26 percent of workload.
- Suspicious incidents constituted 15 percent of calls and 12 percent of workload.
- Crimes constituted 14 percent of calls and 23 percent of workload.
- These top three categories constituted 72 percent of calls and 61 percent of workload.

NONCALL ACTIVITIES

In the period of November 2015 through October 2016, 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 activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 2,488 activities remained. These activities had an average duration of 50 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 winter and summer.

TABLE 7-11: Activities and Occupied Times by Type

Description	Occupied Time	Count
Brief	52.1	8
Eat	39.0	48
Personal - Weighted Average/Total Calls	40.8	56
Court	75.7	136
Detail	47.2	791
Maintenance	30.0	204
Meeting	90.8	95
Off-duty	119.8	45
Other	34.6	819
Shops	16.7	33
SRO	67.7	76
Station	81.1	15
Training	139.7	79
Turnout	1.1	2
Write	62.5	137
Administrative - Weighted Average/Total Calls	50.4	2,432
Weighted Average/Total Calls	50.2	2,488

Observations:

- The most common administrative activities were “other” and “detail.”
- The longest average time spent on administrative activities was for training.
- The average time spent on administrative activities was 50.4 minutes and for personal activities was 40.8 minutes.

FIGURE 7-11: Activities per Day, by Month

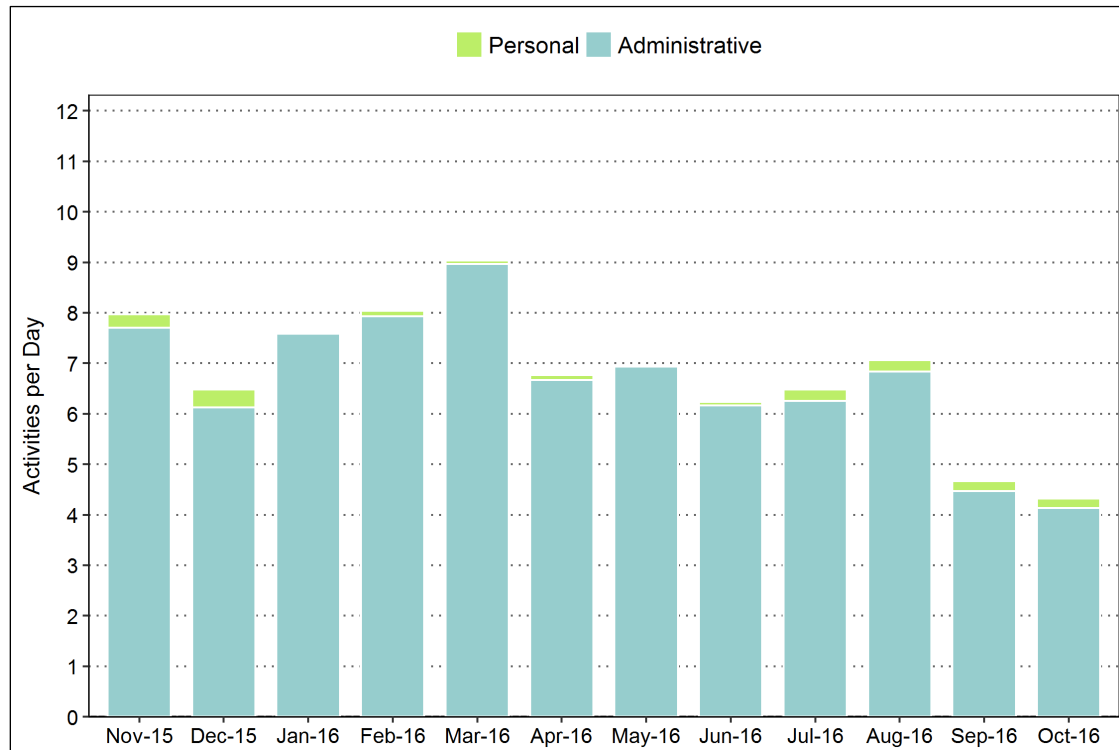


TABLE 7-12: Activities per Day, by Month

Activities	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
Personal	0.3	0.4	0.0	0.1	0.1	0.1	0.0	0.1	0.2	0.2	0.2	0.2
Administrative	7.7	6.1	7.6	7.9	9.0	6.7	6.9	6.2	6.3	6.8	4.5	4.1
Total	8.0	6.5	7.6	8.0	9.0	6.8	6.9	6.2	6.5	7.1	4.7	4.3

Observations:

- The number of noncall activities per day was lowest in October.
- The number of noncall activities per day was highest in March.
- March had the highest number of administrative activities per day.
- December had the highest number of personal activities per day.

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

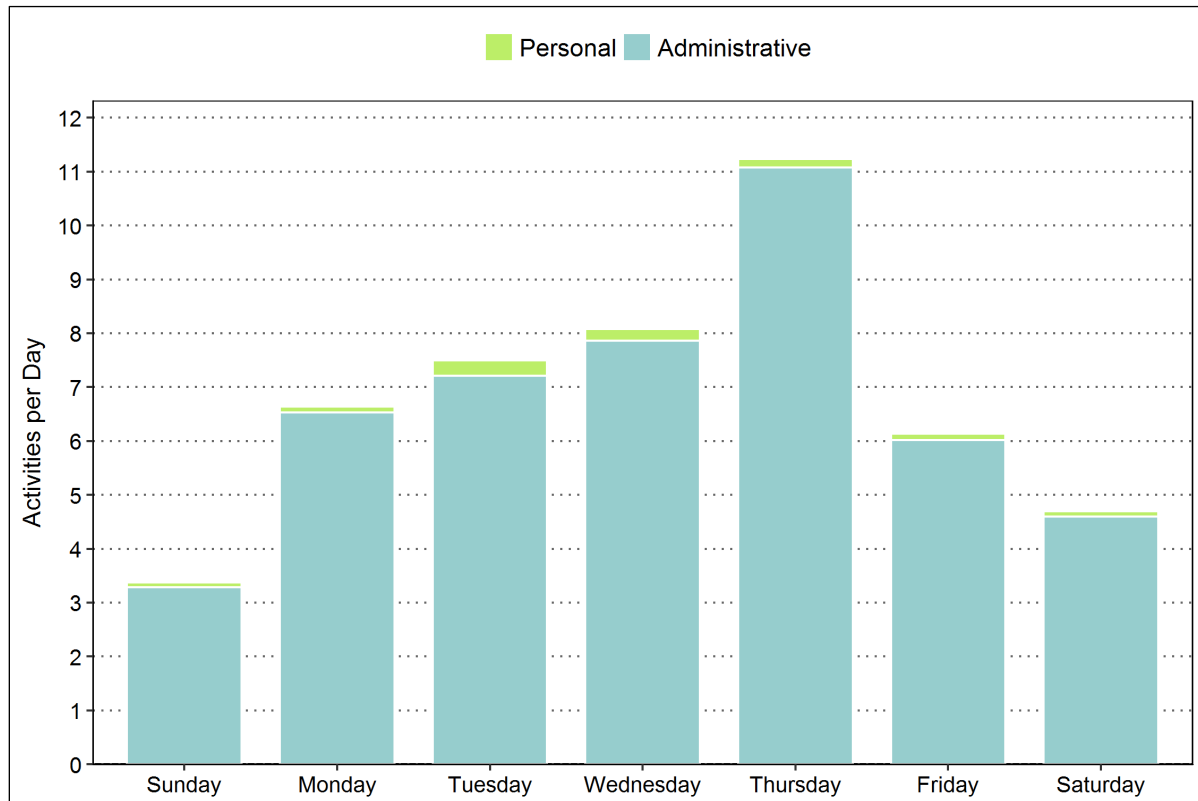


TABLE 7-13: Activities per Day, by Day of Week

Day of Week	Personal	Administrative	Activities per Day
Sunday	0.1	3.3	3.4
Monday	0.1	6.5	6.6
Tuesday	0.3	7.2	7.5
Wednesday	0.2	7.9	8.1
Thursday	0.2	11.1	11.2
Friday	0.1	6.0	6.1
Saturday	0.1	4.6	4.7
Weekly Average	0.2	6.6	6.8

Observations:

- The number of noncall activities per day was lower on weekends.
- The number of noncall activities per day was highest on Thursdays.
- Thursdays had the highest number of administrative activities.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 5 through February 29, 2016) and eight weeks in summer (July 7 through August 31, 2016). The department's main patrol force consists of patrol officers, patrol sergeants, community service officers, and a reserve officer, and operates on 10-hour shifts starting at 6:00 a.m., 3:00 p.m., 5:00 p.m. (sergeants only), and 8:00 p.m. This leads to two main overlapping periods from 3:00 p.m. to 4:00 p.m. and from 8:00 p.m. to 1:00 a.m. The police department's main patrol force deployed an average of 4.4 officers per hour during the 24-hour day in winter 2016 and 3.6 officers per hour during the 24-hour day in summer 2016. When additional units are included (community service officers and a reserve officer), the department averaged 4.7 officers per hour during the 24-hour day in winter 2016 and 3.9 officers per hour during the 24-hour day in summer 2016.

In this section, we describe the deployment and workload in distinct steps, distinguishing between winter and summer 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 other-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, Winter 2016

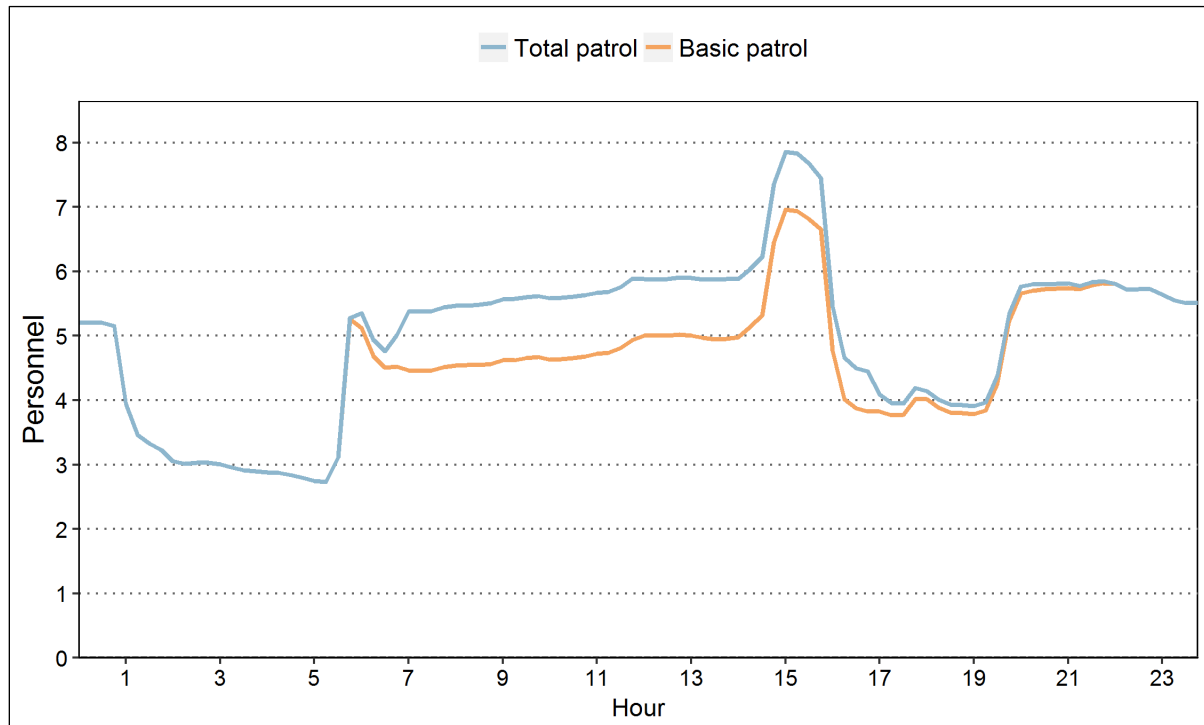


FIGURE 7-14: Deployed Officers, Weekends, Winter 2016

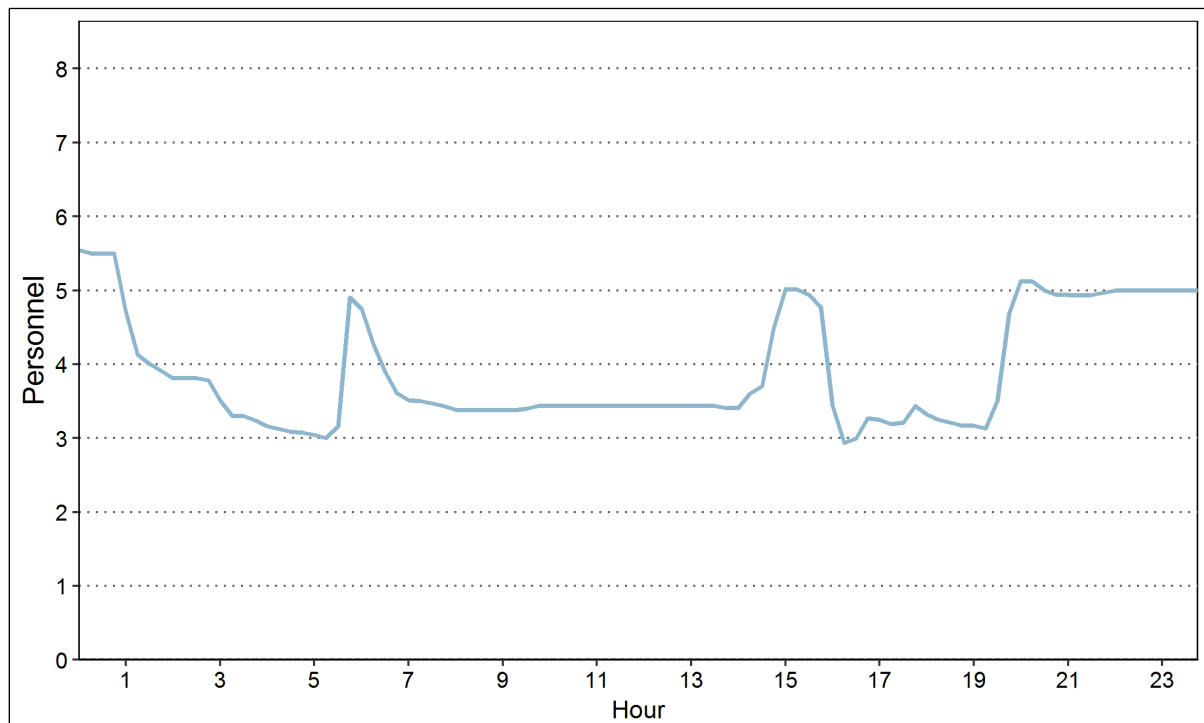


FIGURE 7-15: Deployed Officers, Weekdays, Summer 2016

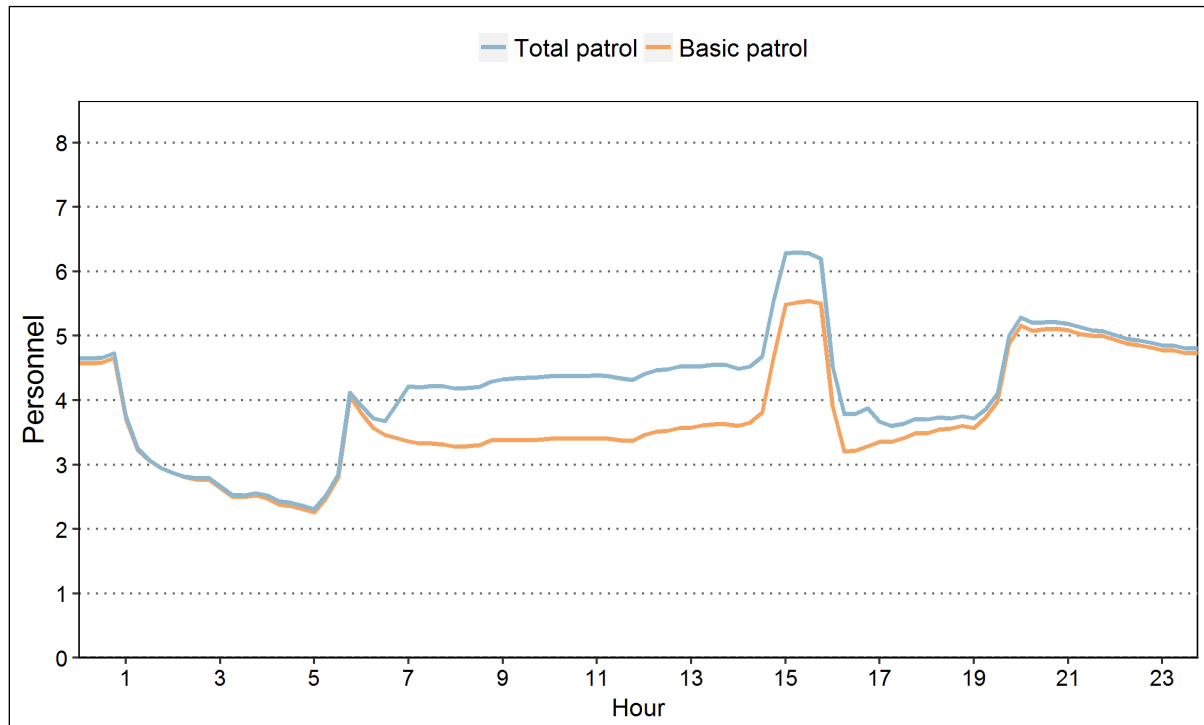
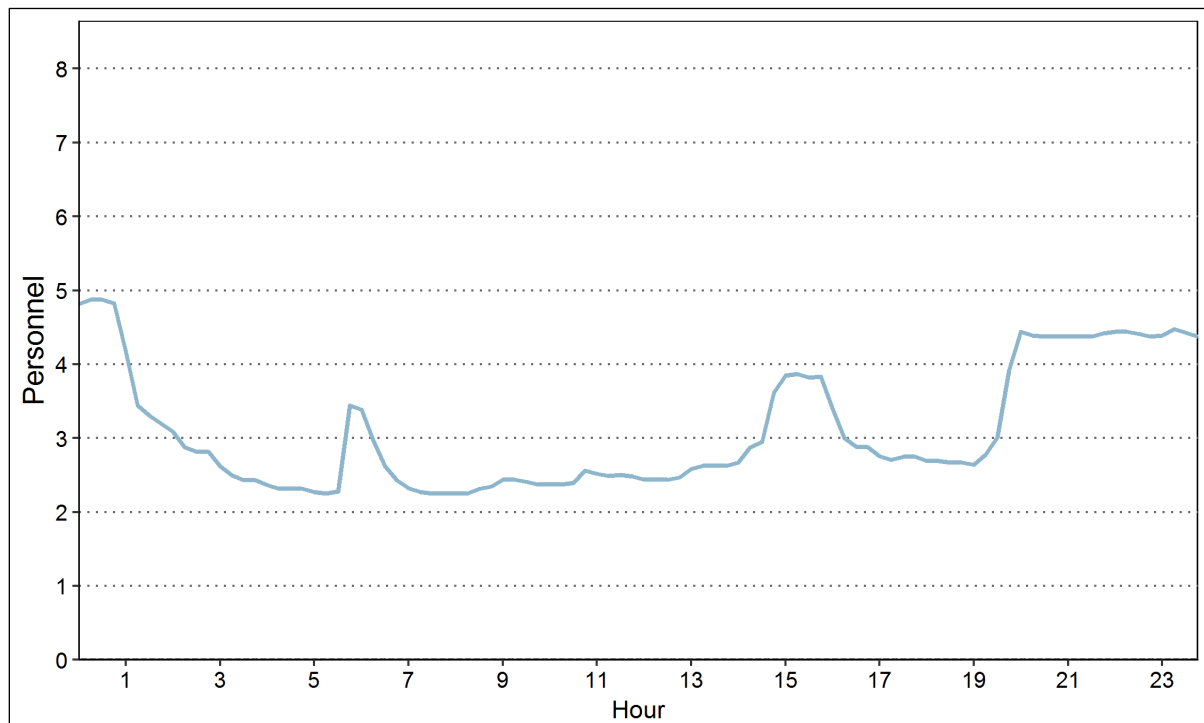


FIGURE 7-16: Deployed Officers, Weekends, Summer 2016



Observations:

- For winter (January 5 through February 29, 2016):
 - The average deployment was 5.0 officers per hour during the week and 3.9 officers per hour on the weekend.
 - Average deployment varied from 2.7 to 7.9 officers per hour on weekdays and 2.9 to 5.5 officers per hour on weekends.
- For summer (July 7 through August 31, 2016):
 - The average deployment was 4.2 officers per hour during the week and 3.1 officers per hour on the weekend.
 - Average deployment varied from 2.3 to 6.3 officers per hour on weekdays and 2.2 to 4.9 officers per hour on weekends.

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

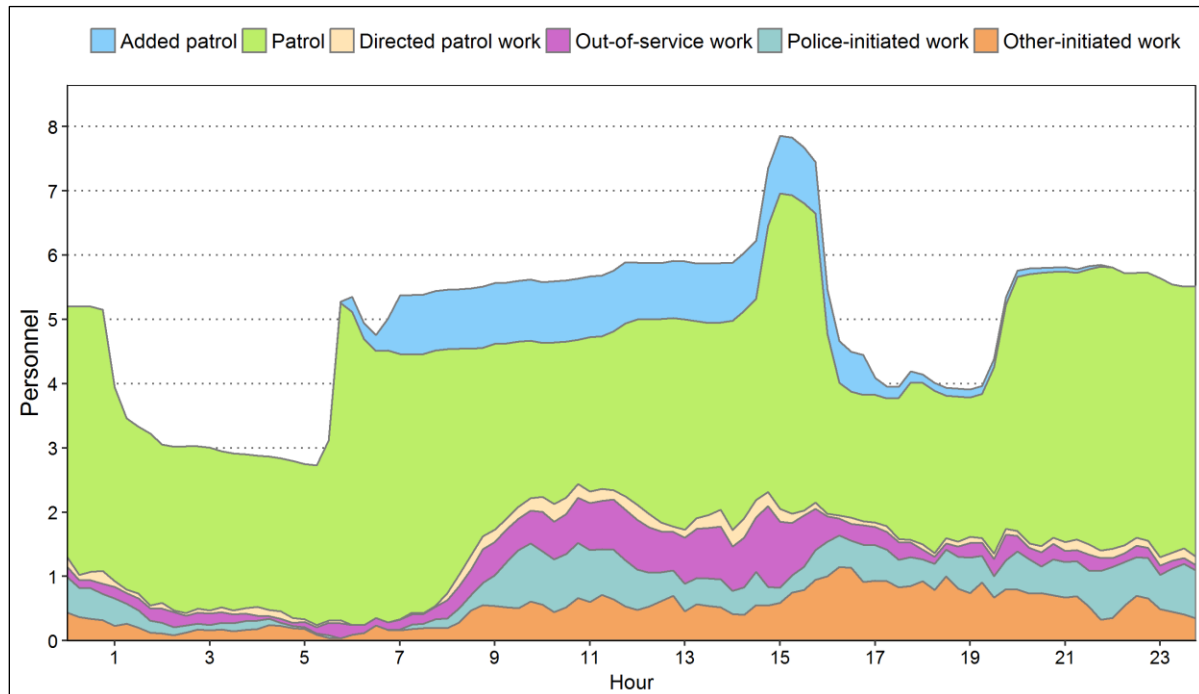


FIGURE 7-18: Deployment and All Workload, Weekends, Winter 2016

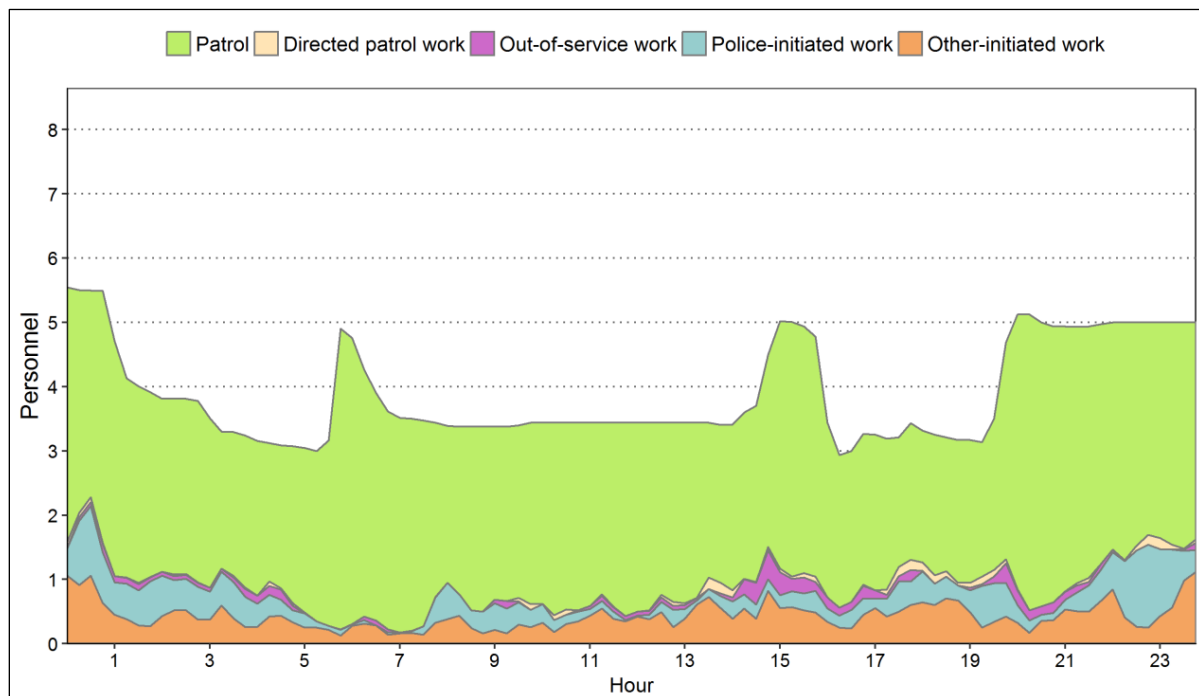


FIGURE 7-19: Deployment and All Workload, Weekdays, Summer 2016

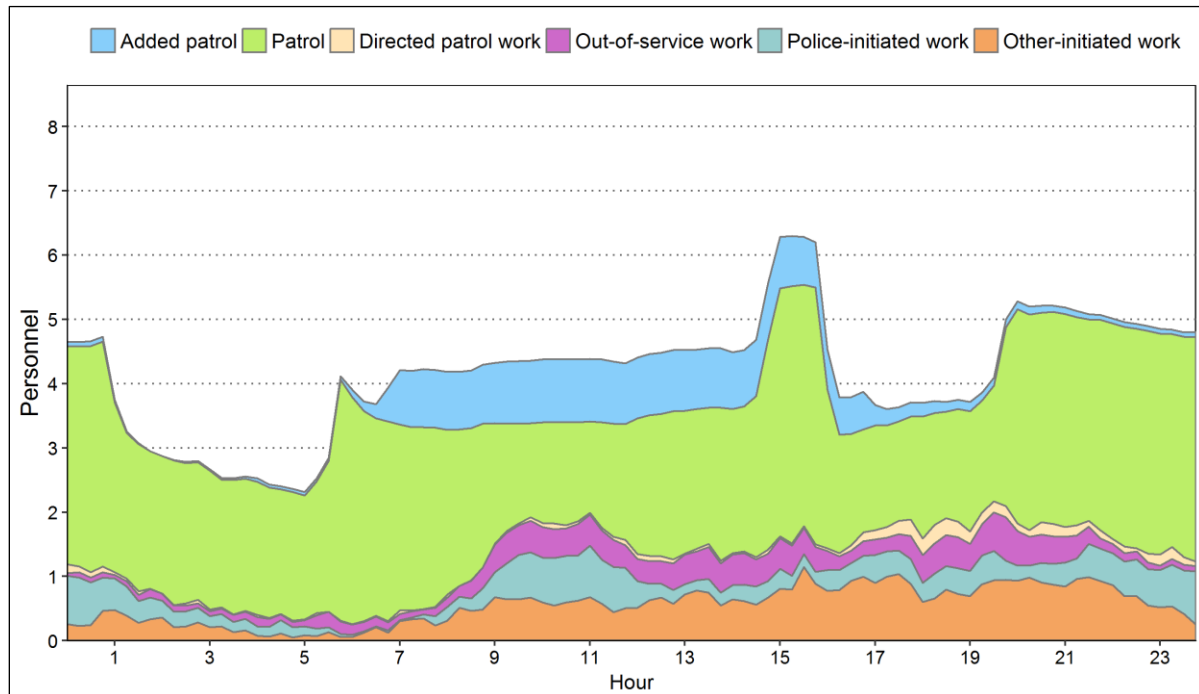
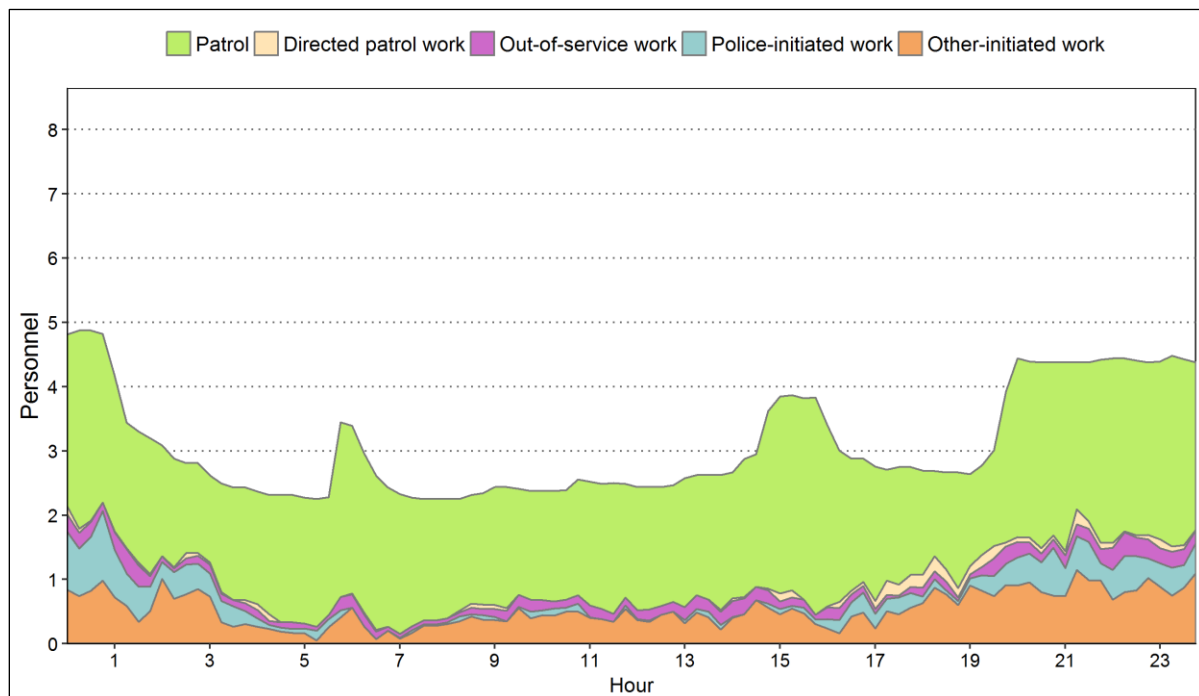


FIGURE 7-20: Deployment and All Workload, Weekends, Summer 2016



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

Observations:

Winter:

- Other-initiated work:
 - Average other-initiated workload was 0.5 officers per hour during the week and 0.4 officers per hour on weekends.
 - This was approximately 10 percent of hourly deployment during the week and 11 percent of hourly deployment on weekends.
- All work:
 - Average total workload was 1.4 officers per hour during the week and 0.9 officers per hour on weekends.
 - This was approximately 27 percent of hourly deployment during the week and 23 percent of hourly deployment on weekends.

Summer:

- Other-initiated work:
 - Average other-initiated workload was 0.5 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 17 percent of hourly deployment on weekends.
- All work:
 - Average total workload was 1.3 officers per hour during the week and 1.0 officers per hour on weekends.
 - This was approximately 30 percent of hourly deployment during the week and 31 percent of hourly deployment on weekends.

FIGURE 7-21: Workload Percentage by Hour, Weekdays, Winter 2016

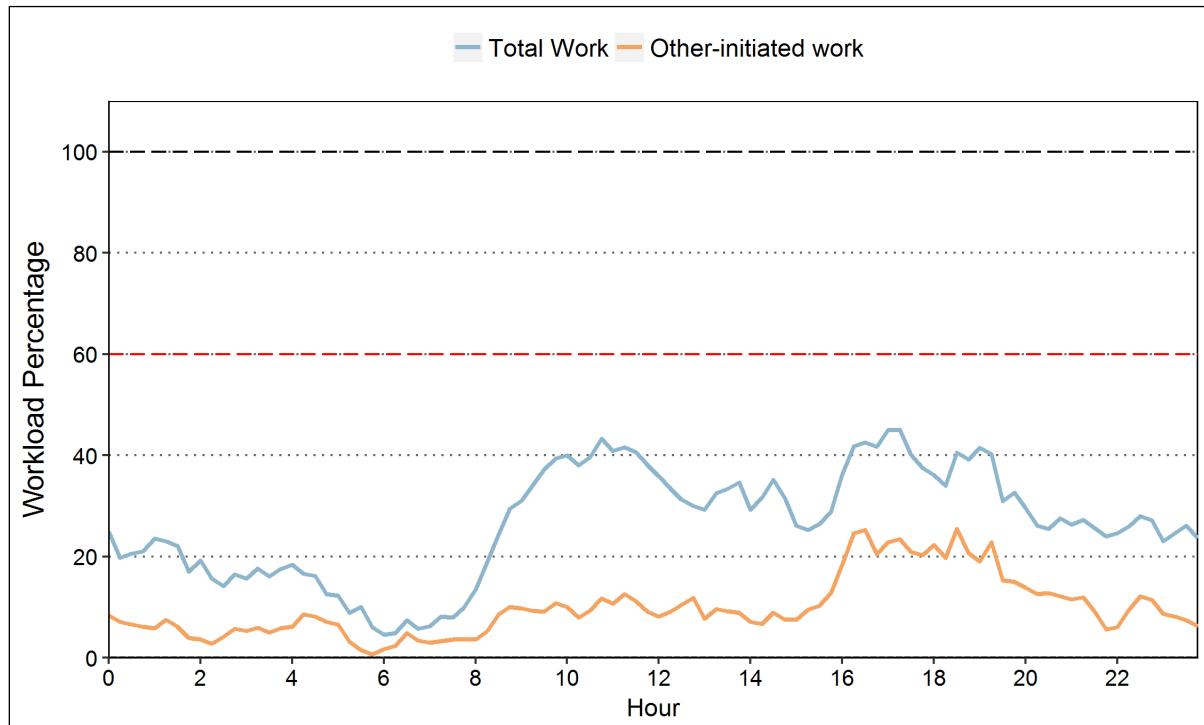


FIGURE 7-22: Workload Percentage by Hour, Weekends, Winter 2016

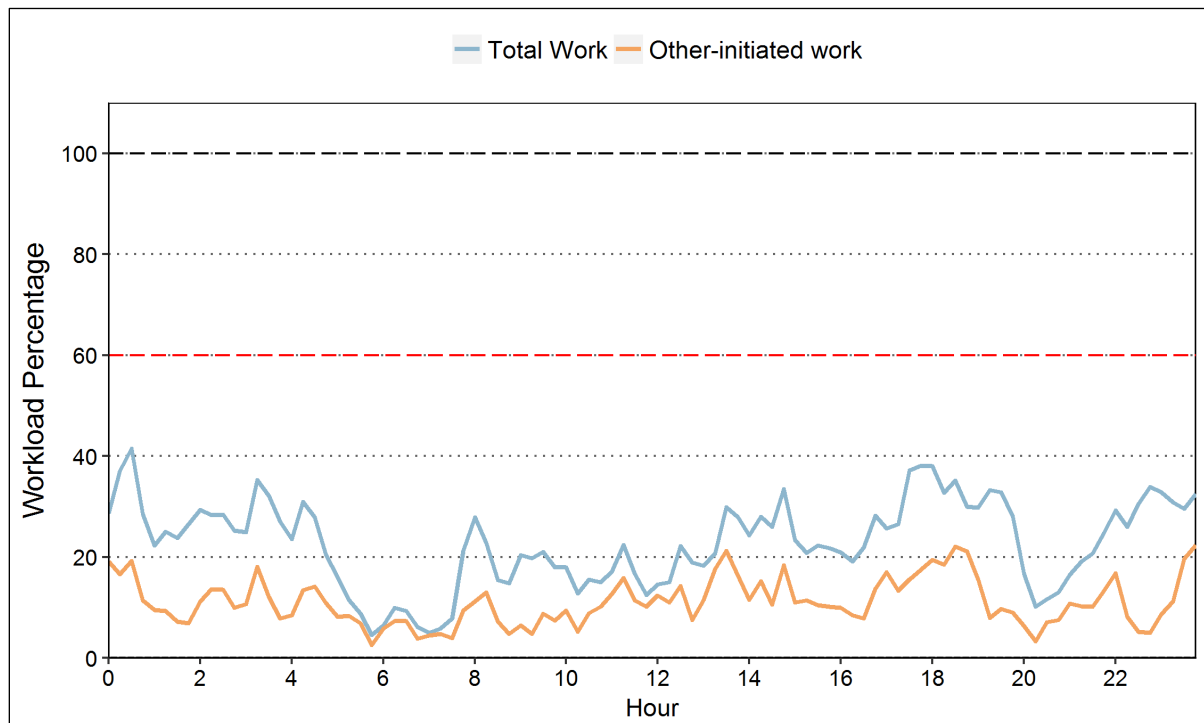


FIGURE 7-23: Workload Percentage by Hour, Weekdays, Summer 2016

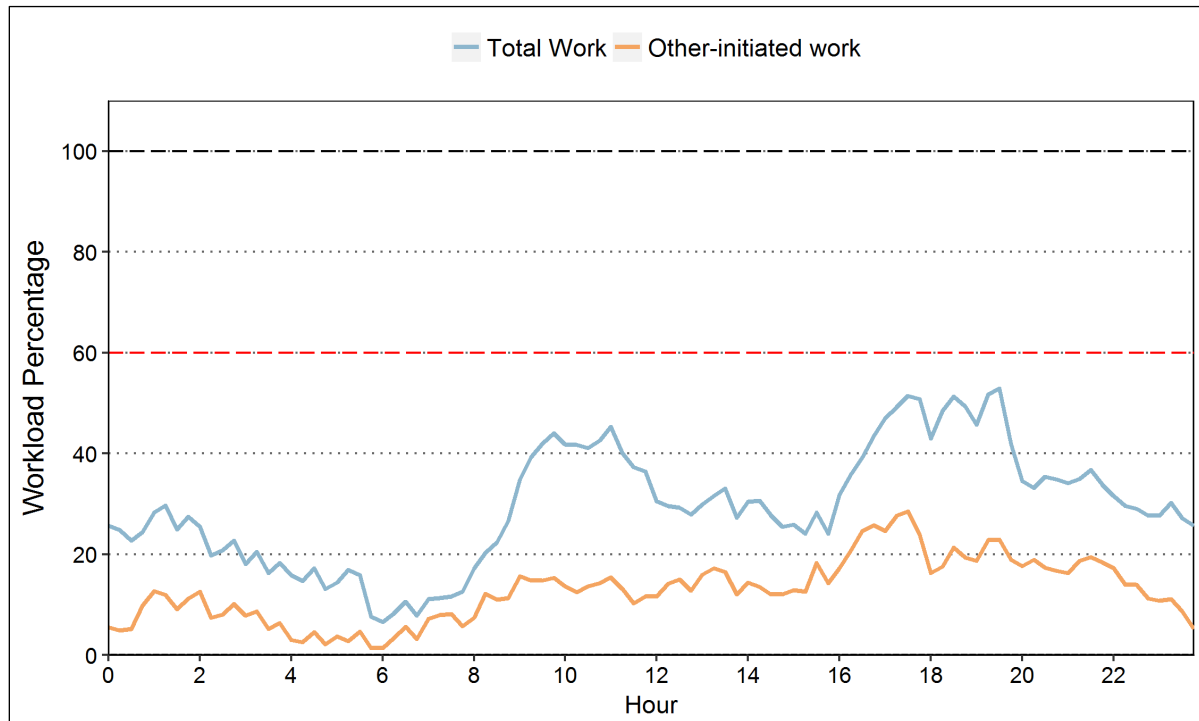


FIGURE 7-24: Workload Percentage by Hour, Weekends, Summer 2016



Observations:

Winter:

- Other-initiated work:
 - During the week, workload reached a maximum of 25 percent of deployment between 4:15 p.m. and 4:45 p.m. and between 6:30 p.m. and 6:45 p.m.
 - On weekends, workload reached a maximum of 22 percent of deployment between 6:30 p.m. and 6:45 p.m. and between 11:45 p.m. and 12:00 a.m.
- All work:
 - During the week, workload reached a maximum of 45 percent of deployment between 5:00 p.m. and 5:30 p.m.
 - On weekends, workload reached a maximum of 41 percent of deployment between 12:30 a.m. and 12:45 a.m.

Summer:

- Other-initiated work:
 - During the week, workload reached a maximum of 28 percent of deployment between 5:15 p.m. and 5:45 p.m.
 - On weekends, workload reached a maximum of 34 percent of deployment between 7:00 p.m. and 7:15 p.m.
- All work:
 - During the week, workload reached a maximum of 53 percent of deployment between 7:30 p.m. and 7:45 p.m.
 - On weekends, workload reached a maximum of 51 percent of deployment between 2:30 a.m. and 3:00 a.m., between 6:15 p.m. and 06:30 p.m., and between 07:30 p.m. and 07:45 p.m.

RESPONSE TIME

We analyzed the response time to various types of calls, separating the duration into dispatch and travel time, to determine whether response time 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.

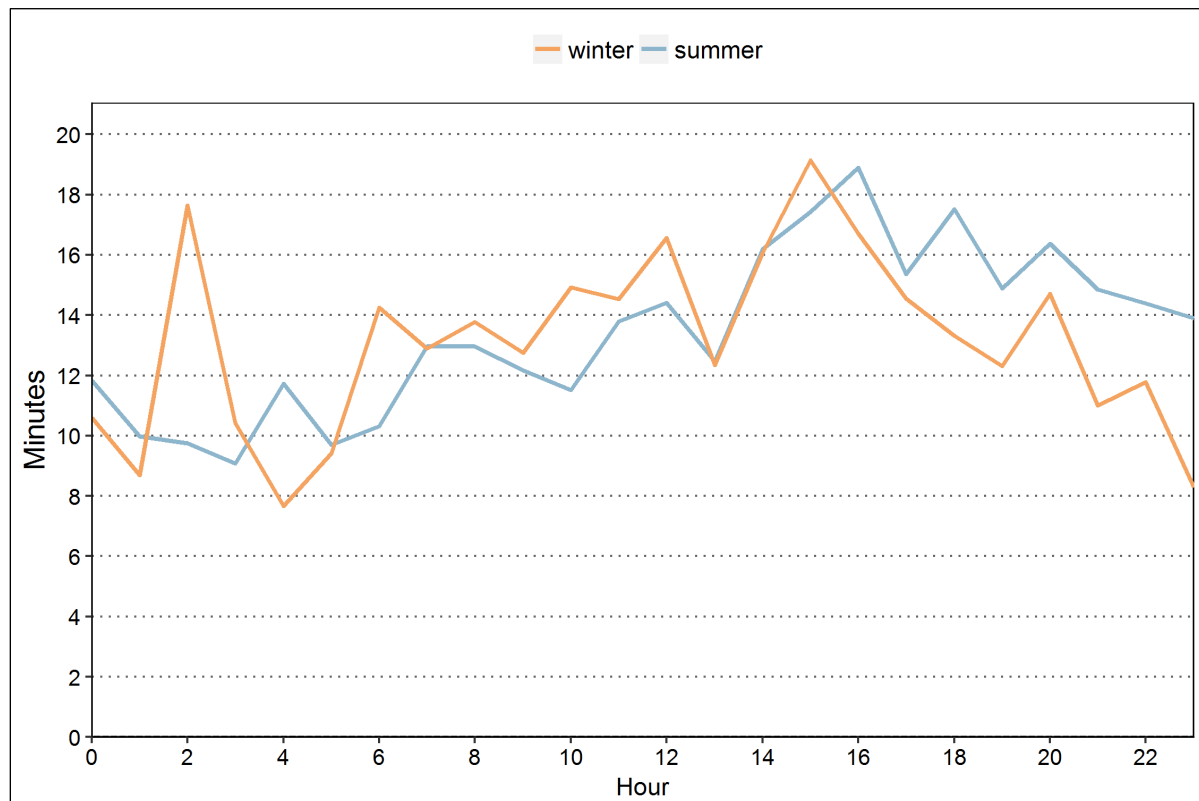
We begin the discussion with statistics that include all calls combined. We started with 2,250 calls for winter and 2,104 calls for summer. We limited our analysis to 862 other-initiated calls for winter and 1,044 other-initiated calls for summer. After excluding calls without valid arrival times and excluding calls located at the Bonney Lake Police Department's headquarters, we were left with 713 calls in winter and 877 calls in summer for our analysis. For the entire year, we began with 14,509 calls, limited our analysis to 6,469 other-initiated calls, and further focused our analysis on 5,294 calls after applying the same rules regarding exclusions.

Our initial analysis does not distinguish calls on the basis of their priority; instead, it examines the difference in response 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 time by both time of day and season (winter vs. summer), we show differences in response time by category.

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



Observations:

- Average response time varied by hour of day in summer and winter.
- In winter, the longest response times were between 3:00 p.m. and 4:00 p.m., with an average of 19.1 minutes.
- In winter, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 7.7 minutes.
- In summer, the longest response times were between 4:00 p.m. and 5:00 p.m., with an average of 18.9 minutes.
- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 9.1 minutes.

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

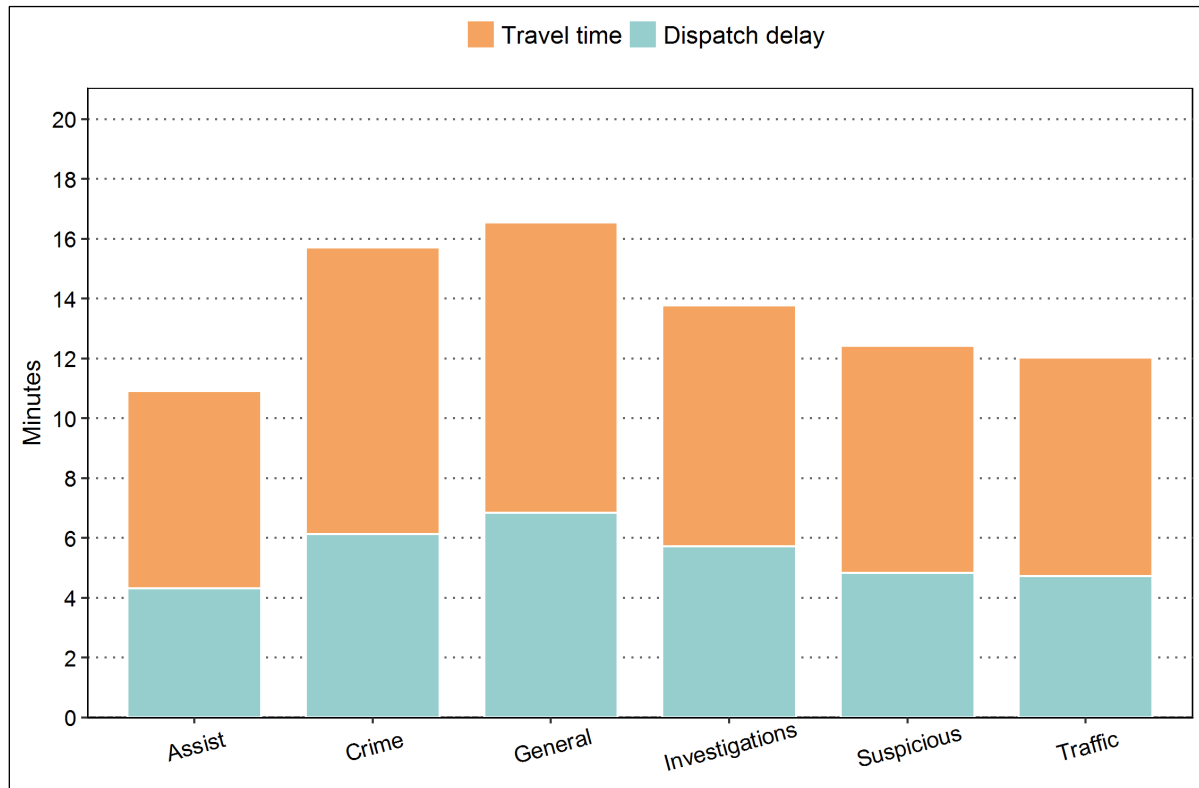


FIGURE 7-27: Average Response Time by Category, Summer 2016

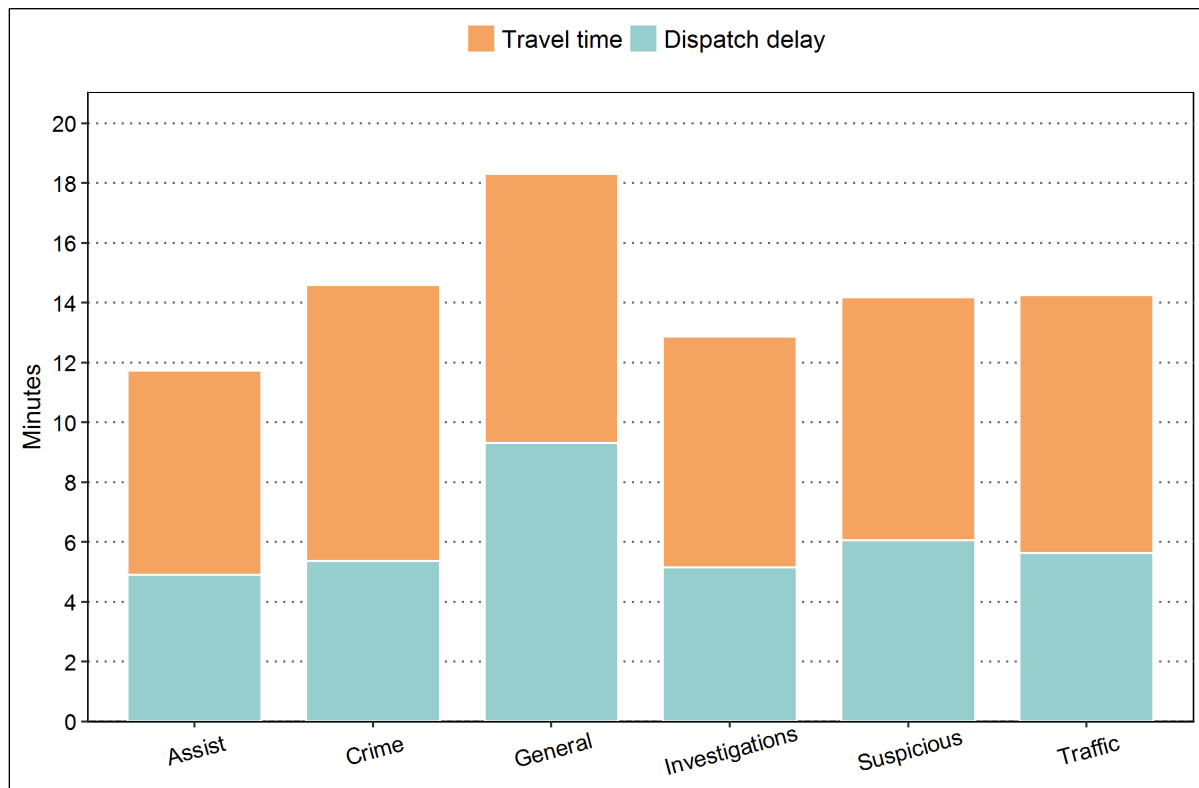


TABLE 7-14: Average Response Time Components, by Category

Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accidents	4.0	7.4	11.4	4.8	7.0	11.8
Alarm	4.0	8.1	12.2	3.4	7.5	10.9
Animal calls*	4.2	4.5	8.8	10.7	10.8	21.5
Assist other agency	4.3	6.6	10.9	4.9	6.8	11.7
Check/investigation	6.2	8.0	14.2	5.9	7.8	13.7
Crime—persons	4.6	7.4	12.0	5.6	8.6	14.1
Crime—property	6.9	10.7	17.5	5.2	9.7	14.9
Disturbance	3.2	6.1	9.3	6.8	7.7	14.5
Juvenile	8.6	12.1	20.7	9.8	12.9	22.7
Miscellaneous	6.2	8.9	15.1	8.6	6.6	15.2
Suspicious person/vehicle	5.3	8.0	13.3	5.5	8.4	14.0
Traffic enforcement	5.3	7.2	12.5	6.3	10.0	16.4
Total Average	5.5	8.4	13.9	5.8	8.5	14.3

Note: The total average is weighted according to the number of calls per category. * In winter, there were only three animal calls.

Observations:

- In winter, the average response time for most categories was between 11 minutes and 16 minutes.
- In winter, the average response time was as short as 11 minutes (for agency assists) and as long as 17 minutes (for general noncriminal calls).
- In summer, the average response time for most categories was between 12 minutes and 16 minutes.
- In summer, the average response time was as short as 12 minutes (for agency assists) and as long as 18 minutes (for general noncriminal calls).
- The average response time for crimes was 16 minutes in winter and 15 minutes in summer.

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

Category	Winter			Summer		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accidents	5.8	14.9	20.6	6.7	12.0	23.4
Alarm	6.5	16.3	21.7	7.6	13.5	17.8
Animal calls	5.3	8.6	12.2	30.0	18.1	37.6
Assist other agency	7.0	11.8	19.1	9.6	14.0	23.3
Check/investigation	11.9	22.2	30.1	13.5	18.9	31.5
Crime—persons	8.9	14.8	22.5	11.7	20.6	30.1
Crime—property	21.3	28.9	33.6	11.5	21.9	31.1
Disturbance	5.5	11.1	15.6	20.3	12.6	30.9
Juvenile	21.7	29.6	37.1	24.2	22.0	32.7
Miscellaneous	10.3	22.8	32.8	21.0	17.2	32.1
Suspicious person/vehicle	9.5	15.8	26.4	10.7	20.0	29.6
Traffic enforcement	11.1	16.9	26.9	17.6	27.9	33.2
Total Average	10.7	18.6	30.1	13.6	20.1	31.4

Note: A 90th percentile value of 30 minutes means that 90 percent of all calls are responded to in fewer than 30 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 19 minutes (for assist other agency calls) and as long as 35 minutes (for general noncriminal calls).
- In summer, the 90th percentile value for response time was as short as 23 minutes (for assist other agency calls) and as long as 36 minutes (for general noncriminal calls).

High-Priority Calls

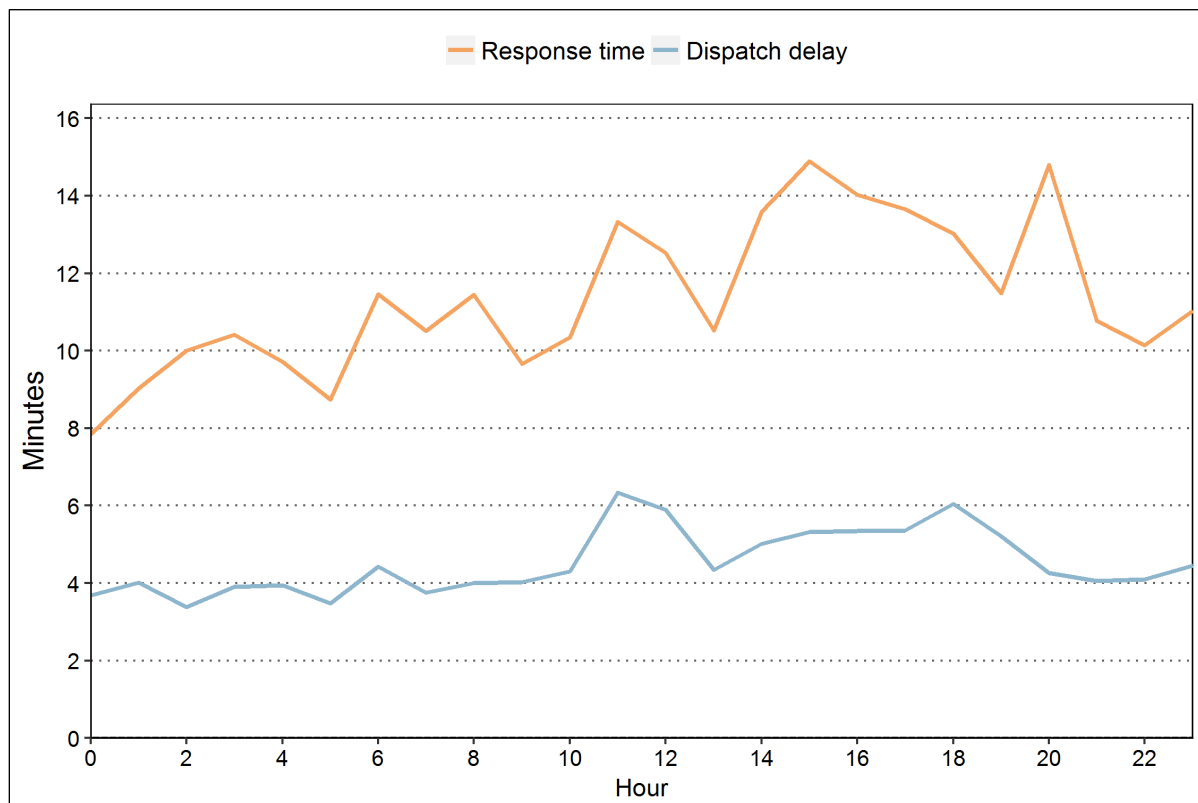
The department assigned priorities to calls with Priority 1 as the highest priority. Table 7-16 shows average response times by priority. Figure 7-28 focuses on priority 1 and 2 calls.

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

Priority	Dispatch	Travel	Response	Calls
1	3.2	5.9	9.1	48
2	4.8	7.2	11.9	1,411
3	4.9	7.1	12.0	1,682
4	6.8	9.4	16.3	2,153
Weighted Average/Total	5.6	8.1	13.7	5,294

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

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



Note: This figure focuses on priority 1 and 2 calls.

Observations:

- High-priority calls had an average response time of 11.9 minutes, lower than the overall average of 13.7 minutes for all calls.
- Average dispatch delay was 4.7 minutes for high-priority calls, compared to 5.6 minutes overall.
- For high-priority calls, the longest response times were between 3:00 p.m. and 4:00 p.m., with an average of 14.9 minutes and between 8:00 p.m. and 9:00 p.m. with an average of 14.8 minutes.
- For high-priority calls, the shortest response times were between midnight and 1:00 a.m., with an average of 7.8 minutes.
- Average dispatch delay for high-priority calls was consistently 6.0 minutes or less, except between 11:00 a.m. and noon.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from November 1, 2015, through October 31, 2016, were classified within the following categories.

TABLE 7-17: Call Type, by Category

Call Nature	Table Category	Figure Category
WARRANT HANDLED BY COMM CENTER	Prisoner–arrest	Arrest
WARRANT SERVICE/SUBJ WITH WARR		
TRANSPORT	Prisoner–transport	
AGENCY ASSIST	Assist other agency	Assist other agency
ATTEMPT SUICIDE		
EXPLOSIVES/EXPLOSION		
FIRE (CALL TRANSFERRED TO FIRE PSAP)		
INFORMATION FOR BOTH POLICE AND FIRE		
MEDICAL AID - CPR IN PROGRESS		
MEDICAL AID (CALL TRANSFERRED TO FIRE PSAP)		
PUBLIC WORKS		
SUICIDE THREAT		
ABUSE - CHILD OR ADULT	Crime–persons	Crime
ARMED ROBBERY		
ASSAULT NO WEAPON		
ASSAULT WITH WEAPON		
CIVIL CHILD CUSTODY		
DV - PHYSICAL		
DV - WITH WEAPON		
DVV - VERBAL DOMESTIC		
ESCAPEE		
HARASSMENT		
INTIMIDATION WITH WEAPON		
LEWD CONDUCT		
LIQUOR VIOLATION		
LIQUOR VIOLATION IN A PARK		
LURING		
MINOR IN POSSESSION OF ALCOHOL		
MOLESTATION/GROPING		
NARCOTICS ACTIVITY		
PERSON WITH WEAPON		
PROSTITUTION		
RAPE		
SHOOTING - VICTIM		
SHOTS FIRED - NO KNOWN VICTIMS		

Call Nature	Table Category	Figure Category
STALKING		
STRONG ARM ROBBERY		
THREATS		
UNATTENDED CHILD		
UNLAWFUL POSSESSION OF CONTROLLED SUBSTANCE		
UNLAWFUL POSSESSION/USE		
UNWANTED PERSON		
VIOLATION OF COURT ORDER		
WEAPON IN SCHOOL		
ARSON	Crime-property	
ATTEMPT MOTOR VEHICLE THEFT		
CHECK/CREDIT CARD FRAUD		
COMMERCIAL BURGLARY		
FRAUD/FORGERY		
GRAFFITI		
IDENTITY THEFT		
MOTOR VEHICLE THEFT		
RESIDENTIAL BURGLARY		
SHOPLIFT		
THEFT		
THEFT - FROM VEHICLE		
TRESPASS		
VANDALISM		
CODE COMPLIANCE	Directed patrol	Directed patrol
SECURITY CHECK		
SURVEILLANCE DETAIL		
SWAT OPERATION		
ANIMAL ABUSE	Animal calls	General noncriminal
ANIMAL AT LARGE		
ANIMAL BITE		
ANIMAL COMPLAINT (GENERAL)		
ANIMAL INJURED/DOA		
INCORRIGIBLE JUVENILE	Juvenile	
JUVENILE PROBLEM - TRUANCY		
JUVENILE PROBLEM (GENERAL)		
PARTY - JUVENILE		
RUNAWAY		
RUNAWAY PICK UP		
BOAT COMPLAINT	Miscellaneous	
CITIZEN ASSIST		

Call Nature	Table Category	Figure Category
CIVIL ISSUE		
COMPLIMENT/COMPLAINT		
DEMONSTRATION		
HAZARD - MISCELLANEOUS		
HULK PERMIT		
INFORMATION FOR POLICE		
LOST CELL PHONE		
LOST PROPERTY		
MISCELLANEOUS		
NOTIFICATION		
PHONE MESSAGE FOR OFFICER		
SPECIAL EMPHASIS		
UNKNOWN TROUBLE		
ALARM OTHER	Alarm	Investigations
BURGLARY ALARM - COMMERCIAL		
BURGLARY ALARM - RESIDENTIAL		
HOLDUP ALARM - COMMERCIAL		
HOLDUP ALARM - RESIDENTIAL		
PANIC ALARM - COMMERCIAL		
PANIC ALARM - RESIDENTIAL		
VEHICLE ALARM		
911 HANG-UP/OPEN LINE	Check/investigation	
BOMB THREAT		
CITIZEN FLAG DOWN		
DEATH INVESTIGATION		
FOLLOW UP		
FOUND AT RISK INDIVIDUAL		
FOUND BIKE		
FOUND CHILD		
FOUND NARCOTICS		
FOUND PROPERTY		
MISSING AT RISK INDIVIDUAL		
MISSING CHILD		
MISSING PERSON		
OBSCENE PHONE CALL		
OFF ROAD VEHICLE COMPLAINT		
OVERDOSE		
PORNOGRAPHY		
SEARCH & RESCUE		
WELFARE CHECK		

Call Nature	Table Category	Figure Category	
OFF-DUTY	Out of service– administrative	Out of service	
DISORDERLY - FIGHT	Disturbance	Suspicious incident	
DISORDERLY - NEIGHBOR DISPUTE			
DISORDERLY - VERBAL ALTERCATION			
FIREWORKS			
LITTERING			
NOISE COMPLAINT			
NOISE COMPLAINT - CAR STEREO			
PANHANDLING			
PARTY - ADULT			
PARTY - UNK IF ADULT OR JUVENILE			
TOBACCO VIOLATION			
UNWANTED CUSTOMER			
UNWANTED LOITERER			
SUBJECT STOP	Suspicious person/vehicle	Traffic	
SUBJECT STOP - SUBJECT IN VEHICLE			
SUBJECT STOP - SUBJECT ON BIKE			
SUSPICIOUS - OBJECT			
SUSPICIOUS - PERSON			
SUSPICIOUS - PROWLER			
SUSPICIOUS - VEHICLE			
BOAT INCIDENT (ACCIDENT/STRANDED, ETC.)	Accidents		
MVC - HIT & RUN			
MVC - INJURY OR UNK INJURY			
MVC - NON INJURY			
ABANDONED VEHICLE	Traffic enforcement		
DISABLED VEHICLE IN ROADWAY			
DISORDERLY - ROAD RAGE			
DUI			
HAZARD - SIGN/SIGNAL			
HAZARD - TRAFFIC			
PARKING PROBLEM			
TRAFFIC COMPLAINT (RECKLESS VEHICLE)			
TRAFFIC PURSUIT			
TRAFFIC STOP			
TRAFFIC STOP - BOAT			
VEHICLE RECOVERY			

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 2014. 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
Bainbridge Island	WA	23,351	43	1,358	1,400
Centralia	WA	16,632	379	4,990	5,369
Covington	WA	19,532	133	3,584	3,717
Edgewood	WA	9,844	102	2,255	2,357
Ellensburg	WA	18,899	138	3,064	3,201
Enumclaw	WA	11,657	43	2,805	2,848
Fife	WA	9,642	965	7,913	8,878
Grandview	WA	11,201	134	1,812	1,946
Kenmore	WA	22,176	63	1,457	1,520
Lake Forest Park	WA	13,327	60	2,221	2,281
Maple Valley	WA	25,741	89	1,733	1,822
Mercer Island	WA	24,737	20	2,203	2,223
Newcastle	WA	11,413	18	2,322	2,339
Port Orchard	WA	13,535	502	5,770	6,273
Poulsbo	WA	9,809	92	3,578	3,670
Shelton	WA	9,758	461	7,102	7,563
Snoqualmie	WA	13,148	23	1,263	1,285
Sumner	WA	9,737	195	6,275	6,470
Sunnyside	WA	16,198	154	2,494	2,648
Tumwater	WA	19,193	365	4,111	4,476
Bonney Lake	WA	19,180	136	2,357	2,492
Washington		7,170,351	284	3,464	3,748
United States		321,418,820	373	2,487	2,860

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

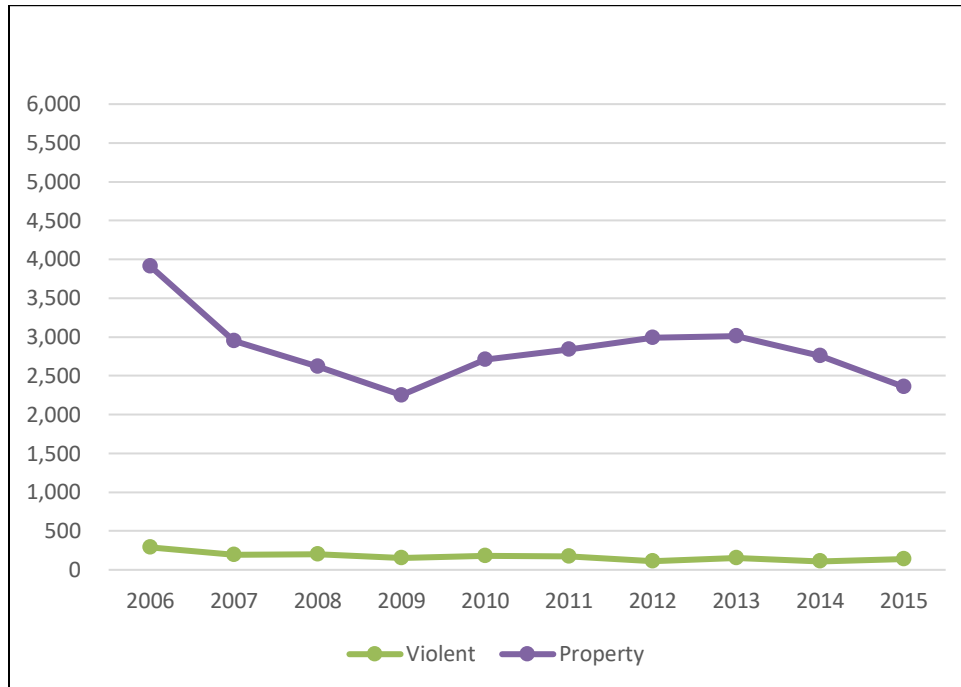


FIGURE 7-30: Reported City and State Crime Rates, by Year

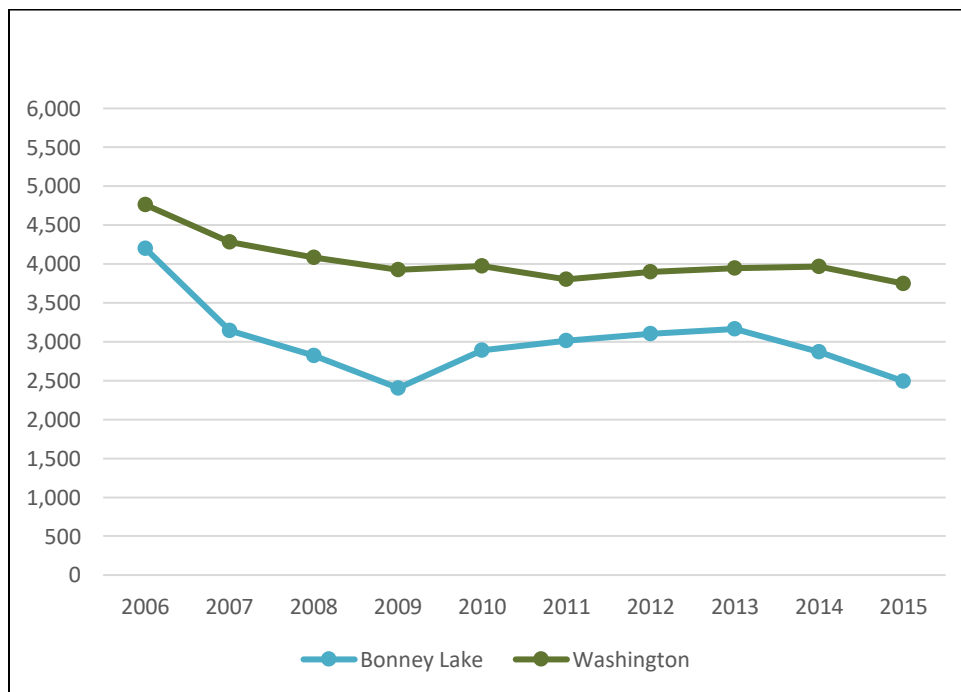


TABLE 7-19: Reported Municipal, State, and National Crime Rates, by Year

Year	Bonney Lake				Washington				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2006	14,862	289	3,909	4,199	6,428,613	341	4,420	4,761	304,567,337	448	3,103	3,551
2007	15,737	197	2,948	3,145	6,500,793	328	3,951	4,279	306,799,884	442	3,045	3,487
2008	16,482	200	2,621	2,821	6,581,318	330	3,756	4,085	309,327,055	438	3,055	3,493
2009	17,461	155	2,251	2,405	6,696,694	327	3,601	3,928	312,367,926	416	2,906	3,322
2010	17,374	178	2,711	2,889	6,762,781	310	3,666	3,976	314,170,775	393	2,833	3,225
2011	17,647	176	2,839	3,015	6,868,877	290	3,513	3,804	317,186,963	376	2,800	3,176
2012	17,751	113	2,991	3,104	6,937,277	292	3,607	3,899	319,697,368	377	2,758	3,135
2013	18,156	154	3,013	3,167	7,011,381	283	3,665	3,948	321,947,240	362	2,627	2,989
2014	18,519	108	2,759	2,867	7,106,083	281	3,683	3,964	324,699,246	357	2,464	2,821
2015	19,180	136	2,357	2,492	7,170,351	284	3,464	3,748	321,418,820	373	2,487	2,860

TABLE 7-20: Reported Municipal, State, and National Clearance Rates in 2014

Crime	Bonney Lake			Washington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	192	134	70%	14,590	9,025	62%
Rape	6	0	0%	2,529	797	32%	108,388	39,675	37%
Robbery	7	4	57%	5,640	1,729	31%	318,768	89,962	28%
Aggravated Assault	7	5	71%	11,615	6,747	58%	718,857	387,980	54%
Burglary	119	13	11%	55,284	5,703	10%	1,670,138	219,339	13%
Larceny	353	123	35%	175,863	30,715	17%	5,654,125	1,255,387	22%
Vehicle Theft	39	4	10%	30,587	3,158	10%	674,711	83,820	12%