CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC

POLICE OPERATIONS AND DATA ANALYSIS REPORT

KELSO POLICE DEPARTMENT

CPSM®

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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 Kelso Police Department. While our analysis covered all aspects of the department's operations, particular areas of focus of this study included: identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

We analyzed the department workload using operations research methodology and compared that workload to staffing and deployment levels. We reviewed other performance indicators that enabled us to understand the implications of service demand on current staffing. Our study involved data collection, interviews with key operational and administrative personnel, focus groups with line-level department personnel, on-site observations of the job environment, data analysis, comparative analysis, and the development of alternatives and recommendations.

Based upon CPSM's detailed assessment of the Kelso Police Department, it is our conclusion that the department, overall, provides quality law enforcement services. The staff is professional and dedicated to the mission of the department. Throughout this report, we will strive to enable the reader to look inside the department to understand its strengths and its challenges. We sincerely hope that all parties utilize the information and recommendations contained herein in a constructive manner to make a fine law enforcement agency even better.

As part of this Executive Summary, below we have listed general observations that we believe identify some of the more significant issues facing the department. Additionally, we have included a master list of recommendations for consideration. We believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the reassignment/repurposing of job duties to other functions. It is important to note that in this report we will examine specific sections and units of the department, and will offer a detailed discussion of our observations and recommendations for each. The collective bargaining agreement with the police guild will limit the department's ability to address some of the present challenges at least until the expiration of the agreement.

The list of recommendations is extensive. Should the City of Kelso and the Kelso Police Department choose to implement any or all recommendations, it must be recognized that this process will not take just weeks or even months to complete, but perhaps years. The recommendations are intended to form the basis of a long-term improvement plan. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country and should in no way be interpreted as an indictment of what we consider a fine department that faces above average workload demands. While all the recommendations are important, we suggest that those with a nexus to items within the General Observations listed below receive priority.

GENERAL OBSERVATIONS

- The Kelso Police Department faces challenges associated with a relatively high crime rate as compared to the region, state, and nation. For purposes of this study, the crime rate is indexed for population. Based upon available staffing, workload demands are high. Neither situation is uncommon in communities with similar demographics, including a relatively high poverty rate.
- As with virtually all communities across the country, the City of Kelso has experienced dramatic declines in criminal activity over the past ten years. One anomaly is noted in Kelso, however, that of violent crime. While most of the country has seen a steady decline, the violent crime rate in Kelso has fluctuated up and down (See Table 3-3). This may be attributable to the community's size, where dramatic percentage increases and decreases can occur with limited changes in occurrence rates. Another explanation may be inconsistent reporting.
- The deployment schedule for officers assigned to patrol duties is not conducive to efficient deployment of personnel. The schedule limits shift starts to two reporting times; 6:30 a.m. and 6:30 p.m. This precludes the assignment of personnel to peak workload periods and largely provides for the same level of staffing during both the busiest and slowest periods of a 24-hour day. While the schedule is popular with those assigned under this schedule, it does not serve the interests of the community. Unfortunately, this schedule is memorialized by the current agreement between the city and the police officers' guild, which remains in effect through December 31, 2019.
- While CPSM does not generally concern itself with employee compensation packages, and does not do so relative to salary and health benefits, etc., when the package impacts deployment and staffing availability in a significant way we must address it, as is the case here. Above we addressed the issue of shift reporting times. As well, department staff indicate that the existing schedule provides for the assigned patrol staff to work 2,061 hours per year as opposed to the full time equivalent of 2,080 (2,086 when factoring in leap year). Vacation packages allow for up to five weeks off per year (six for the most senior of employees), holiday leave adds another thirteen days (including floating holidays), and sick leave for each employee ranges from 96 hours to 144 hours for the most senior of employees. The availability of compensated time off in lieu of pay for overtime adds to the potential loss of available staff. In effect, personnel may be unavailable for ten to twelve weeks per year, depending on tenure. When factoring in training, FMLA, etc., this lack of availability may be even greater. This situation has a severe impact on available staffing and must be addressed by hiring sufficient personnel to meet workload demands.
- There is a general absence of management reports that could aid the department's leadership and supervisors in effectively managing the department. Reports that are lacking include monthly personnel performance reports for patrol officers, detective case management reports, IA management reports, reports on use of force, etc. Rather, the department largely relies upon an informal process of tracking these activities/incidents from memory, or does not adequately track them at all. The type of reports mentioned would be a valuable resource to the department's command and supervisory personnel and should be regularly produced for collective review. For instance, individual patrol sergeants are expected to be aware of all calls handled by officers on a shift, and sergeants are supposed to ensure that officers' reports are completed and submitted through the report submission process. Given the myriad of duties of a patrol sergeant, this is an unrealistic expectation. As well, an individual's performance data is formally reviewed only once per year as part of the performance evaluation process. It is vitally important for the effectiveness of supervisors that they be provided each month with performance data on the personnel they supervise. In the

investigations staff, there is no case management system in place to track the status of investigations. These are all basic systems, widely in use by law enforcement agencies. Where appropriate, we will address these further in section specific reporting.

- The police department is not accredited through either the Washington Sheriffs and Police Chiefs Association (WASPC), or the Commission on Accreditation for Law Enforcement Agencies (CALEA). While accreditation is not mandatory for law enforcement agencies, the standards required to receive accreditation ensure that an agency is engaging in best practices and embracing the highest level of professionalism. CPSM would strongly encourage the Kelso Police Department to seek accreditation through one of these professional organizations. (See Recommendation 1.)

As noted previously, key specific recommendations follow and are discussed in detail throughout the report. These recommendations are offered to enhance the operation of the Kelso Police Department. The recommendations provided are to ensure that law enforcement resources are optimally deployed, operations are streamlined for efficiency, and services provided are cost-effective, all while a high level of service to the citizens of the City of Kelso is maintained.

CPSM staff would like to thank City Manager Stephen Taylor, Police Chief Andrew Hamilton, Captain Darr Kirk, and the entire staff of the Kelso Police Department for their gracious cooperation and assistance in completing this project.

KEY RECOMMENDATIONS

Accreditation Recommendation

1. The department is strongly encouraged to seek accreditation through the WASPC or CALEA. (See discussion on p. 3.)

Strategic Planning Recommendation

2. CPSM recommends implementing a formal strategic planning process that leads to a three- to five-year strategic plan (p. 17).

Succession Planning Recommendation

3. Formalize a plan to develop KPD personnel for future leadership and leadership roles (p. 17).

Patrol Recommendations

4. Establish the patrol staffing level at 4 sergeants and 16 officers (includes traffic officers) (p. 46).
5. From the recommended complement of 16 officers, create a two-officer traffic unit to enhance traffic safety and enforcement efforts as well as provide for additional field staffing during peak demand periods (p. 46).
6. Continue to work with the City Manager and Human Resource Department to address anticipated staffing vacancies in a manner designed to reduce the loss of personnel for patrol deployments (p. 46).
7. Work with the Cowlitz County Communication Center to address excessive dispatch delays for high-priority calls (p. 46).
8. When possible, consider implementing an alternate work schedule which better aligns personnel deployment with workload demands (p. 46).
9. Consideration should be given to establishing a city-wide traffic management team to examine engineering and education opportunities to reduce the incidence of collisions and improve traffic flow at locations with a recurring high incidence of accidents and/or congestion (p. 46).
10. Consider developing a volunteer program such as RSVP to support patrol- and traffic-related activities that do not require a sworn police officer (p. 46).
11. Performance data reports on each officer should be provided to patrol sergeants on a monthly basis and should include, at a minimum: Calls assigned as primary officer; call assists; reports; arrests; traffic citations; and field interviews (p. 46).

Criminal Investigations Recommendations

12. The department should consider establishing a formal rotation schedule for detective assignments (p. 48).
13. A unit training manual should be developed for newly assigned detectives (p. 48).
14. Formal investigations classes, where available, should be provided to detective personnel (p. 48).
15. Implement a formal case management system to provide management the ability to evaluate the effectiveness of individual detectives and the investigations unit (p. 48).

Property and Evidence Recommendations

16. Ensure that regular audits and inspections are conducted of the Property and Evidence Section as called for in policy (p. 52).
17. Key entry to the P&E office should be replaced with a more secure entry method that tracks the identity of the person, time, and date of entry (p. 52).
18. Video retention time for security cameras should be increased to a one-year minimum or as otherwise required by state law (p. 52).
19. An alarm sensor on the evidence storage door should be explored to determine its function and utilized if it provides an additional layer of security (p. 52).
20. Provide staff training to officers and sergeants relative to identifying what property may be released in the field in lieu of booking in as evidence (p. 52).
21. Take affirmative steps to dispose of unnecessary property and evidence, including the assignment of necessary staff to complete the work (p. 52).
22. Upon completion of the purge of unnecessary property and evidence, conduct a thorough inventory of the remaining material (p. 52).

Records Recommendations

23. Upgrade the part-time records clerk to full-time status (p. 57).
24. Expand the use of citizen volunteers to handle workload related to incoming phone calls and/ or walk-in traffic (p. 57).
25. Utilize available third-party vendors to facilitate the release of public records where permissible (p. 57).
26. Centralize coding for reporting crime and clearances within the Records Section and ensure that training is provided to ensure conformity with FBI guidelines (p. 57).
27. Utilize the Records Supervisor/Executive Assistant to develop and maintain performance and management reports as appropriate (p. 57).

Training Recommendations

28. Develop a department training plan per existing KPD policy (p. 59).
29. Develop a two-year training calendar or training matrix to ensure necessary and appropriate cyclical training is provided (p. 59).
30. Develop a supervisor training program to assist KPD personnel with this important transition (p. 59).
31. Review firearm qualification periods to address training concerns (p. 59).
32. A training management software package should be purchased and implemented (p. 59).

Internal Investigations / Public Complaints Recommendations

33. A comprehensive administrative investigation and public complaint tracking system should be implemented so as to provide a valuable risk management tool (p. 61).
34. Appropriate management reports should be produced on an ongoing basis (p. 61).
35. Related personnel records should be maintained in appropriate files whose location is known by the management team (p. 61).

36. Records retention procedures should be implemented and maintained for investigations and complaints in accordance with established law and policy (p. 61).
37. Public commendation and complaint forms should be available both at the public counter and online (p. 61).
38. The policy disparity issue between policy 1020 and contract provision 3-96 should be resolved (p. 61).

Use of Force Recommendations

39. Revise the use of force policy to ensure a thorough and complete investigation of any use of force incidents (p. 63).
40. Conduct the annual force analysis as directed by current policy (p. 63).
41. Identify and implement a use of force tracking software package to provide a necessary management tool for KPD (p. 63).

Employment Services Recommendations

42. Consideration should be given to hiring retired KPD or other area law enforcement supervisors on an as-needed basis to conduct background investigations (p. 65).

Workers Compensation Recommendations

43. Supervisors should accompany an employee to a treating facility when the employee seeks initial medical treatment/evaluation for an on-duty injury. The supervisor should consult with the treating physician and discuss with them the availability of temporary modified duty assignments to assist in determining if such work can be performed where available. (p. 66)
44. In the event an injured worker is found to be temporarily disabled and will be on a lost-time status, his or her first-line supervisor should be in weekly contact with the employee to ensure that his or her needs are being met, as well as provide encouragement for a speedy recovery (p. 66).

Performance Evaluation Recommendation

45. A tracking system for evaluations should be implemented to provide management reports regarding the status of employee performance evaluations. (p. 68).

Temporary Holding Facility Recommendation

46. CPSM recommends the City of Kelso consult with its City Attorney to determine if it is prudent to continue operating the KPD housing facility pending the development of policy in accordance with state law and the delivery of required training to KPD personnel (p. 69).

Fleet Recommendations

47. KPD accident rates should be examined quarterly by KPD management (p. 70).

Facility Recommendation

48. It is recommended that gates be installed at the entry and exit points for the police department parking lot to enhance security and limit access (p. 70).

Information Technologies Recommendations

49. Explore the opportunity to deploy automated license plate readers, either as fixed, mounted instruments at high-traffic locations and/or on patrol vehicles (p. 72).

50. Move forward with the stated plan to activate GPS technology as presently equipped on patrol vehicles (p. 72).
51. Consider the cost/benefit and operational impacts of vehicle-mounted and body-worn cameras (p. 72).

SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Kelso Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of 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 personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten 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 Kelso Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, 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; support services such as records, communications, and property and evidence; and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Staffing Analysis

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 present an extensive discussion on workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

The City of Kelso is located in and is the county seat of Cowlitz County, Washington. The city has a total land area of 8.14 square miles. The U.S. Census Bureau's 2016 estimate of a city population of approximately 12,047 represents a 1.1 percent increase over the 2010 base population of 11,925. The city is governed under a Council/ Manager form of government.

DEMOGRAPHICS

The City of Kelso is a somewhat heterogeneous community; its population is 85.2 percent white, 11.3 percent Hispanic, 2.1 percent Native American, 1.6 percent Asian, 0.8 percent African American, and 5.1 percent two or more races.

The owner-occupied housing rate is 44.9 percent in the city, compared to 65.6 percent in Cowlitz County as a whole. The rate of persons per household for the city is 2.7 compared to 2.54 for the county. The median household income is $33,843 for the city, compared to $47,452 for the county. Persons living in poverty make up 30.6 percent of the city's population, compared to 15.7 percent for the county. This comparison points out that the home ownership rate in the city is significantly lower than the county average, and the poverty rate is significantly higher than the local region.

Owner-occupied housing and poverty rates are material, as a lower home ownership rate and a higher poverty rate are often found in communities with higher crime rates. These appear to be factors for the City of Kelso, in which crime rates are among the highest in the State of Washington when examining similarly sized communities (Table 3-1), as well as compared to the state and the nation (Table 3-3).

LAW ENFORCEMENT SERVICES

The Kelso Police Department provides a full range of law enforcement services, excluding custody operations and 911/dispatch. As such, adequate leadership, management, training, staffing, and expertise are required to ensure the delivery of high-quality policing services.

The Kelso Police Department is guided by clear *mission, vision* and *values* statements as follows:

> *The Kelso police Department is an organization of men and women professionally, ethically, and morally dedicated to providing quality law enforcement to the citizens of our community. We embrace the highest principles of public service in the performance of our duties.*
>
> *It is our mission to provide an improved quality of life in our community, responding to the needs and concerns of those we serve, investigating and seeking solutions to problems, and providing those services necessary to foster a sense of cooperation and security in our neighborhoods.*

Uniform Crime Report/Crime Trends

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 crime rates in the city of Kelso measure against those of other local Washington agencies as well as the state of Washington and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized 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. For Part 1 offenses, which represent the most serious crimes, the UCR indexes incidents 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. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

Data acquired by CPSM from the FBI for use in this reporting reflects that information that is most currently available (2015). As indicated in Table 3-1, in 2015, Kelso Police Department reported a UCR Part I violent crime rate of 604 (indexed) and a property crime rate of 5,078 (indexed). Table 3-2 shows the number of offenses. In Table 3-2, we have included 2016 data as provided by the department. Again, 2016 data from the FBI UCR was not yet available at the time of this review.

In comparing Kelso Police Department data with other Washington cities, one can see Kelso reports high rates for both violent crime and property crime. Property crime rates in Kelso's case are largely driven by larceny offenses, including shoplifting.

Table 3-1 presents information obtained from Uniform Crime Report (UCR) program through the FBI. This section's tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2006 through 2015. Again, crime rates are expressed as incidents per 100,000 population.

TABLE 3-1: Comparison of Reported Crime Rates, 2015, by Jurisdiction, per 100,000

City	State	Population	Crime Rates		
			Violent	Property	Total
Bonney Lake	WA	19,180	136	2,383	2,518
Camas	WA	21,674	78	1,458	1,536
Centralia	WA	16,632	379	4,996	5,375
Chehalis	WA	7,261	234	7,148	7,382
Dupont	WA	9,597	94	813	907
Edgewood	WA	9,844	112	2,265	2,377
Fife	WA	9,642	965	7,913	8,878
Fircrest	WA	6,701	164	2,537	2,701
Gig Harbor	WA	8,724	309	5,399	5,708
Grandview	WA	11,201	134	1,812	1,946
Milton	WA	7,420	121	3,356	3,477
Orting	WA	7,401	149	1,270	1,419
Selah	WA	7,505	13	1,226	1,239
Steilacoom	WA	6,228	209	931	1,140
Sumner	WA	9,737	205	6,306	6,511
Sunnyside	WA	16,198	161	2,494	2,655
Toppenish	WA	9,001	422	4,744	5,166
Tumwater	WA	19,193	370	4,132	4,502
Union Gap	WA	6,022	216	10,644	10,860
Washougal	WA	15,220	158	2,168	2,326
Yelm	WA	8,592	361	5,203	5,563
Kelso	**WA**	**11,756**	**604**	**5,078**	**5,682**
Washington		**7,216,688**	**281**	**3,449**	**3,730**
United States		**327,455,769**	**368**	**2,376**	**2,744**

*Indexed per 100,000 population.
Source: FBI Uniform Crime Report.

While Table 3-1 shows *indexed* crime rates for comparison, Table 3-2 displays the number of incidents as reported to the FBI and by the department.

TABLE 3-2: Kelso Police Department, Number of Reported Part 1 Offenses for 2015 and 2016

Crime	2015	2016*
Murder/ Manslaughter	0	1
Rape	16	10
Robbery	12	11
Aggravated Assault	43	39
Burglary	81	114
Larceny	462	578
Vehicle Theft	54	67

* FBI Data for 2016 not yet available. Data for 2016 provided by Kelso PD.

Figure 3-1 illustrates the trend in Part 1 crime (indexed) in Kelso over the past ten years. It shows that the violent crime rate fluctuated up and down between 2006 and 2015, but without an appreciable change over that period, while the property crime rate showed a fairly steady decline. The highest violent crime rate of this period occurred in 2007 at 666 (indexed). The lowest rate, at 208 (indexed), occurred in 2014. For 2015, that rate increased significantly to 604 (indexed). As noted, property crime largely trended downward over this period. The highest property crime rate occurred in 2006 at 9,836 (indexed), with the low of 5,078 (indexed) in 2015. While the property crime rate trended lower, largely following state and national trends, the violent crime rate bucked state and national trends, which show a decline. Table 3-3 provides year-by-year crime rate data for 2006 through 2015 for Kelso, the State of Washington, and the nation.

FIGURE 3-1: Kelso Reported Violent and Property Crime Rates, by Year, 2006 through 2015

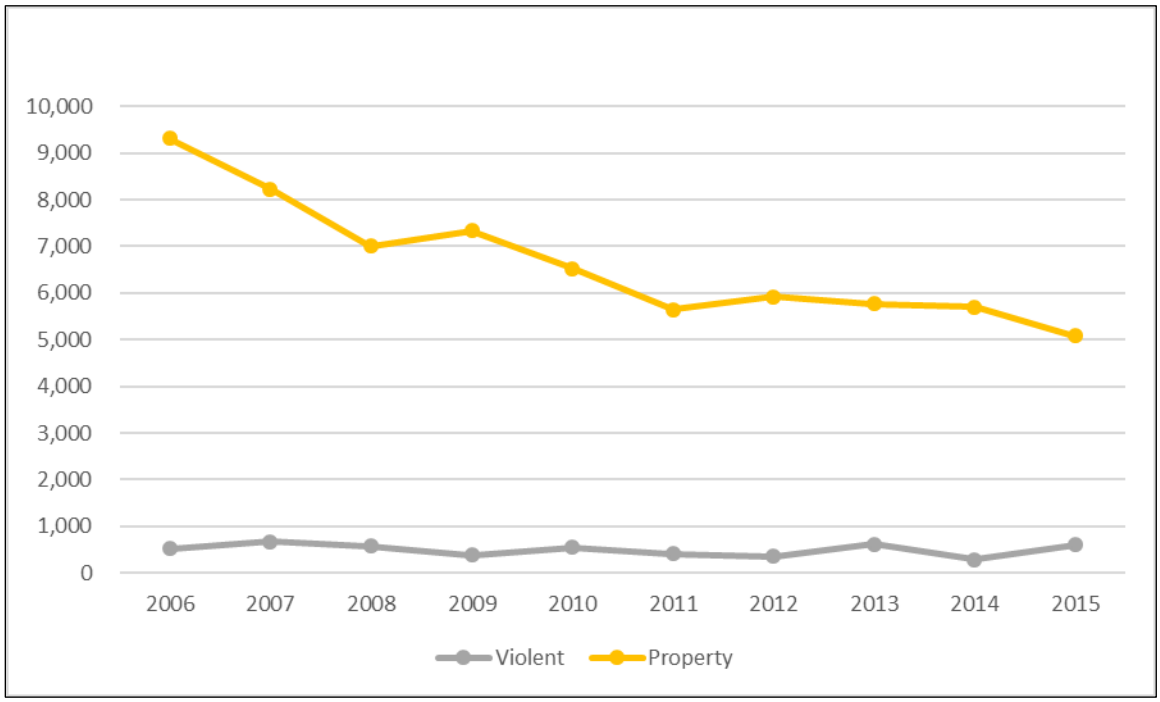


Figure 3-2 displays a comparison of combined violent and property crime rates for Kelso and the State of Washington for the period of 2006 through 2015. The figure illustrates two observations made regarding Table 3-3 and Figure 3-1. These are that overall crime is trending downward for both Kelso and the state, and that even while trending downward, the indexed crime rate in Kelso is substantially higher than the state index. It is important to again point out that while overall crime is down in Kelso, this is driven by a reduction in property crime, while violent crime has not seen a long-term downward trend.

FIGURE 3-2: Reported City and State Combined Crime Rates, by Year, 2006 through 2015

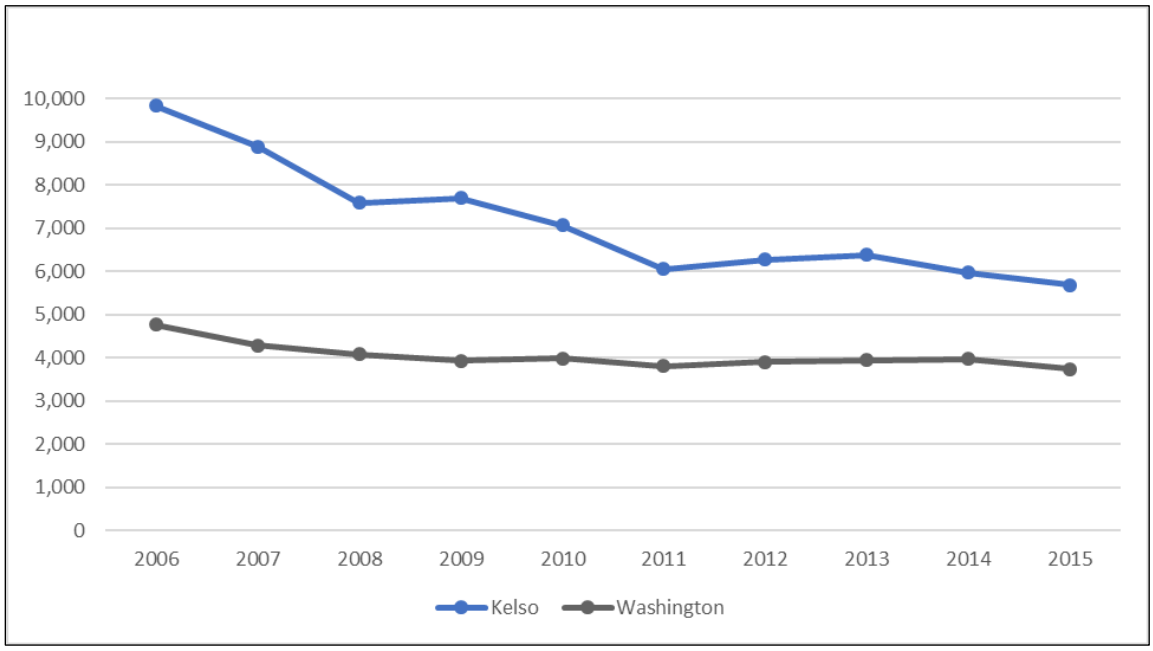


Table 3-3 compares Kelso crime rates to both the state and national rates year by year for the period 2006 through 2015. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

TABLE 3-3: Reported City, State, and National Crime Rates, by Year, 2006-2015

Year	Kelso				Washington				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2006	12,058	522	9,313	9,836	6,428,613	341	4,420	4,761	304,567,337	448	3,103	3,551
2007	12,156	666	8,226	8,893	6,500,793	328	3,951	4,279	306,799,884	442	3,045	3,487
2008	12,063	580	7,005	7,585	6,581,318	330	3,756	4,085	309,327,055	438	3,055	3,493
2009	12,226	376	7,329	7,705	6,696,694	327	3,601	3,928	312,367,926	416	2,906	3,322
2010	11,925	545	6,524	7,069	6,762,781	310	3,666	3,976	314,170,775	393	2,833	3,225
2011	12,112	405	5,647	6,052	6,868,877	290	3,513	3,804	317,186,963	376	2,800	3,176
2012	12,051	349	5,925	6,273	6,937,277	292	3,607	3,899	319,697,368	377	2,758	3,135
2013	11,802	610	5,770	6,380	7,011,381	283	3,665	3,948	321,947,240	362	2,627	2,989
2014	11,783	280	5,695	5,975	7,106,083	281	3,683	3,964	324,699,246	357	2,464	2,821
2015	11,756	604	5,078	5,682	7,216,688	281	3,449	3,730	327,455,769	368	2,376	2,744

*Indexed per 100,000 population. Source: FBI Uniform Crime Report.

TABLE 3-4: Reported City, State, and National Clearance Rates in 2015

Crime	Kelso			Washington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	223	165	74%	16,304	9,598	59%
Rape	16	5	31%	2,626	866	33%	119,732	42,962	36%
Robbery	12	8	67%	5,441	1,745	32%	321,519	90,010	28%
Aggravated Assault	43	34	79%	11,990	7,047	59%	749,010	390,068	52%
Burglary	81	17	21%	50,975	5,434	11%	1,535,314	194,795	13%
Larceny	462	120	26%	170,963	29,189	17%	5,545,667	1,191,030	21%
Vehicle Theft	54	9	17%	26,990	2,663	10%	698,558	88,593	13%

Source: FBI Uniform Crime Report.

Department Authorized Staffing Levels

Table 3-5 displays the authorized staffing levels for the department for 2015 through 2017 to date. Staffing levels will be addressed throughout the report as we discuss specific operating sections. This table is simply intended to provide a broad overview of staffing levels for the past three years.

TABLE 3-5: Authorized Staffing Levels for Fiscal Years 2015-2017

Position	2015	2016	2017
Sworn Positions:			
Chief	1	1	1
Captain	1	1	1
Sergeant	5	6	6
Officer	18	17	20*
Sworn Total	**25**	**26**	**28***
Civilian Personnel:			
Records Supervisor	1	1	1
Records Clerk	2.6	2.6	2.6
Property Evidence	1	1	1
Civilian Total	**4.6**	**4.6**	**4.6**
Total Authorized Personnel	**29.6**	**30.6**	**32.6***

* While the current authorized staffing for 2017 includes 20 police officers, 18 are permanent positions, and 2 are "hire ahead" in anticipation of future vacancies.

Future Operational Considerations for the Department

Strategic Planning

The department's leadership relies on informal strategic planning in both operational and administrative management of the department, as is evidenced by the absence of critical management reports. CPSM observed that department members understand the daily mission of the department, but long-term strategic planning is not prevalent. Leadership has a clear "gut-instinct" as to when, where, why, and how crimes are occurring throughout the community, but there is no formal data analysis by the department to support both tactical and strategic planning and deployment. Strategic planning must be integrated throughout the department. The initial step taken by the department should be to create a three- to five-year strategic plan. Leadership should create the broad goals and objectives for the entire department, tied to the city's goals. Each component of the department should 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 Kelso. A detailed strategic plan will enable the department to work with city leadership to determine priorities and funding.

Strategic Planning Recommendation:

- CPSM recommends implementing a formal strategic planning process to develop a three- to five-year strategic plan. (Recommendation 2.)

Succession Planning

An important aspect of succession planning for any police department is to provide for professional development relevant to leadership and supervisory positions throughout the department. The Police Chief and several other personnel, including mid-level supervisors, are at or near retirement age. Their departures could create a leadership/supervisory vacuum and should be anticipated and addressed.

Previously, we addressed the need for the development of a variety of management systems such as performance data reports, case management systems, and internal affairs software programs. Assigning that responsibility to sergeants, where appropriate, would be of value to both to the development of the sergeants and to meet the departmental need for such systems. Another opportunity for growth would be to expose sergeants to the budgeting process. These are examples of available opportunities for development of personnel.

It is understood that, given the present staffing situation, assigning additional duties to sergeants, at least within patrol, is not practical at this time. However, as vacancies are filled and field training completed, succession planning should become an active element of the organizational culture.

Succession Planning Recommendation:

- Formalize a plan to develop KPD personnel for future leadership and leadership roles. (Recommendation 3.)

SECTION 4. UNIFORMED DIVISION

The Uniformed Division serves under the direction of a Captain who reports directly to the Chief of Police. This division encompasses both the Patrol Section as well as the CWNTF, a countywide regional narcotics task force. In the absence of a separate traffic section, traffic enforcement and accident investigation duties fall to the Patrol Section. As noted, there are a variety of sections and services within the Uniformed Division. Where appropriate, we will separately address each in the reporting to follow.

PATROL SECTION

The Kelso 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. 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 ensuring that the department can respond to emergency calls for service and provide general law enforcement services to the public.

Patrol Staffing

The Patrol Section is responsible for 24/7 policing services in the City of Kelso. It is made up of 4 sergeants and 16 police officers. Sergeants serve as watch commanders and oftentimes a sergeant is the highest-ranking officer on duty during the night and weekend hours. At present, the department is authorized 15 patrol officers. Additionally, 5 of the 15 officer positions are either in field training status, or attending the recruit academy. As such, the department presently operates with 10 full-service patrol officers. Additionally, there are three reserve police officers who provide added patrol coverage on a very limited basis, primarily in support of special events.

Work Schedule

The Patrol Section operates under a 4/12 work schedule within a 17-day cycle. That is to say, each officer works four consecutive 12-hour days. The first two days are on day shift (6:30 a.m. to 6:30 p.m.), the next two days are on night shift (6:30 p.m. to 6:30 a.m.). Following this, the officers are off for four consecutive days. Upon returning to work, they again work four consecutive days on the same shift schedule as previously described, that is, two shifts on days followed by two night shifts. This is then followed by five consecutive days off. Thus, in this 17-day cycle, an officer works eight days and is off nine days. As a result of this schedule, officers' days off change weekly, and the personnel with whom they work may change daily.

This is a highly unusual schedule. The schedule may be favored by the assigned personnel due to the extended "weekends" it affords, but it provides no apparent definitive operational benefit for the city or the department. Some of the more significant shortfalls of this plan include: the lack of overlap at shift changes, the fact that supervisors work with different officers on a routine

basis versus working in a team approach, and most significantly, that no scheduling flexibility exists to match staffing levels to workload demands. Nonetheless, Article 5 of the labor agreement between the City of Kelso and the Kelso Police Association establishes this schedule through the end of the three-year contract, which expires December 31, 2019. Alternate schedules that would better serve the needs of the community and that are more contemporary in policing should be explored at that time.

There are myriad schedules used in patrol staffing. Most commonly in use are those in which officers work a 3/12 schedule (three 12-hour days) or a 4/10 schedule (four 10-hour days), with various schedule options within each. Some agencies combine to use both such schedules over a seven-day period. There can be positives and negatives to each. As well, there is a mountain of research exploring the benefits and liabilities of each, though it often draws conflicting conclusions. One such publication is available through the Washington, D.C.-based Police Foundation, *The Shift Length Experiment; What We Know About 8-, 10, 12 Hour Shifts in Policing*.

CPSM contends that more important than the schedule chosen, is that staffing must align with workload demand and adequate resources should be available at all times to meet that demand. Again, with the work schedule in place at present in Kelso, neither the flexibility to schedule staffing to meet workload demands nor adequate staffing at shift changes exists.

Given the present staffing level of the Patrol Section, coverage will normally range from a low of two officers on duty to a high of four. The department has established a minimum staffing of two officers on duty between the hours of 3:00 a.m. and 6:30 p.m., and three officers on duty between the hours of 6:30 p.m. and 3:00 a.m. The premise includes the presumption that during the daytime hours, detectives or staff members can supplement patrol as necessary. While those hours are codified in Policy 216, the department attempts to staff three officers at all times except in cases where an assigned officer calls in as unavailable for a shift at the last moment, at which time minimum staffing may fall to two. Staffing levels are affected by both the total number of officers assigned to the Patrol Section as well as the impacts 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 of the time. 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 department's 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 (indexed for population) for the City of Kelso indicate a high level of violent crime in comparison to both the State of Washington and the nation. Property crime rates are very high as well. These figures were discussed in Section 3, and depicted in Table 3-3: Reported City,

State, ad National Crime Rates by Year, 2006-2015. Property crime in Kelso is trending downward, following a path that began nationally in the 1990s. Violent crime, however, has varied during the 2006 to 2015 period, going up and down periodically. This may be attributable to the relatively small numbers of incidents (71 total violent crimes in 2015), where a short-term spike or decline in violent crime incidents can substantially impact the crime rate index.

Certainly, 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 noncrime activities that fall into the scope of work of a police department. As we examine workload demands we will explore all activities.

Table 4-1 presents information on the main categories of calls for service the department handled during the study period of July 1, 2016 to June 30, 2017. The Cowlitz County Communications Center (regional 911/dispatch) recorded approximately 16,950 events that were assigned a call number and which included an adequate record of a responding patrol unit. When measured daily, the department reported an average of 46.4 patrol-related events per day. While the total number of events reach nearly 50 per day, some were for directed patrol activities rather than call-specific, many others had fewer than 30 seconds spent on the call (indicating the call was canceled) or lacked arrival times or other pertinent call information. Excluding these categories, the analysis focused on the remaining 15,113 calls for service. The data includes 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 occupied time, including that spent on directed patrol, etc.

TABLE 4-1: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accidents	462	1.3
Alarms	346	0.9
Animal calls	34	0.1
Assist other agency	755	2.1
Checks	1,211	3.3
Crime–person	1,239	3.4
Crime–property	1,859	5.1
Disturbance	1,589	4.4
Investigations	1,111	3
Juvenile	265	0.7
Miscellaneous	1,177	3.2
Prisoner–arrest	449	1.2
Suspicious person/vehicle	2,013	5.5
Traffic enforcement	2,603	7.1
Total	**15,113**	**41.4**

Note: The focus here is on recorded calls rather than recorded events. We removed 231 directed patrol events, and an additional 1,606 events with zero time on scene.

In total, department officers were involved in 15,113 calls during the 12-month study period, or 41.4 calls per day, or 1.725 per hour. The top three categories of calls accounted for 64 percent of all calls: 24 percent of calls were for suspicious incidents (checks, suspicious person/vehicle), 20 percent of calls were for crimes (person and property), and 20 percent were traffic-related, including enforcement stops and accidents.

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 calls are calls from citizens, businesses, alarm companies, transfers from other law enforcement agencies, etc. Police-initiated calls refers to calls generated by a patrol officer or other Kelso police employee.

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

Category	Community-initiated		Police-initiated	
	Minutes	Calls	Minutes	Calls
Accidents	30.9	439	26.4	23
Alarms	11.2	343	23.1	3
Animal calls	12.7	27	7.7	7
Assist other agency	22.5	594	16.5	161
Checks	17.0	763	9.5	448
Crime–person	32.1	1,195	31.4	44
Crime–property	28.7	1,727	22.6	132
Disturbance	16.6	1,523	11.8	66
Investigations	19.3	916	16.3	194
Juvenile	28.1	251	9.9	14
Miscellaneous	23.6	718	11.5	458
Prisoner–arrest	N/A	0	36.3	449
Suspicious person/vehicle	16.1	1,274	6.7	739
Traffic enforcement	18.4	829	10.3	1,741
Weighted Average/Total Calls	**22.1**	**10,599**	**13.5**	**4,479**

Note: The information in Table 4-2 is limited to calls and excludes directed patrol and 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.

In Table 4-3 we look at the average number of police units that responded to an activity. Generally, as KPD 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	Community-initiated		Police-initiated	
	No. Units	Calls	No. Units	Calls
Accidents	1.7	439	1.6	23
Alarms	2.2	343	1.7	3
Animal calls	1.5	27	1.6	7
Assist other agency	1.8	594	1.4	161
Checks	1.8	763	1.1	448
Crime–person	1.8	1,195	1.8	44
Crime–property	1.7	1,727	1.7	132
Disturbance	2.1	1,523	1.7	66
Investigations	1.4	917	1.3	194
Juvenile	1.6	251	1.2	14
Miscellaneous	1.4	719	1.1	458
Prisoner–arrest	NA	0	2.0	449
Suspicious person/vehicle	1.8	1,274	1.5	739
Traffic enforcement	1.5	830	1.4	1,773
Weighted Average/Total Calls	**1.7**	**10,602**	**1.4**	**4,511**

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

In Table 4-4, we look at the number of units responding to calls, by category, for community-, or "other"-initiated calls.

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

Category	Responding Units		
	One	Two	Three or More
Accidents	238	124	77
Alarms	53	186	104
Animal calls	17	7	3
Assist other agency	247	243	104
Checks	301	352	110
Crime–person	546	363	286
Crime–property	904	508	315
Disturbance	296	831	396
Investigations	623	219	75
Juvenile	138	77	36
Miscellaneous	509	154	56
Suspicious person/vehicle	547	506	221
Traffic enforcement	528	236	66
Total	**4,947**	**3,806**	**1,849**

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 Kelso. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 4-2, Kelso primary patrol units on average take 22.1 minutes to handle a call for service initiated by the public. This time is lower than the CPSM benchmark time of about 28.7 minutes for a CFS, based upon our experience. As well, the primary unit handling an officer-initiated call spends an average of 13.5 minutes on the call. This is also lower than the CPSM benchmark of 17.7 minutes, again based upon our experience. This could be based upon a high degree of efficiency or not devoting sufficient time to fully handle the call. Based upon our experience, formal police reports are generally called for in about one-third of all citizen initiated call responses. The department's Records Section indicated that from 7/1/16 through 6/30/17, the department responded on 17,749 such calls. Of that number, 4,118 (23 percent) resulted in the preparation of a formal police report. This number is well below average based upon our experience. Identification of the reasons for this are beyond the scope of this project. The data are provided as a resource for department management to aid in the evaluation of the performance of KPD personnel.

Additionally, according to Table 4-3, the department dispatches 1.7 officers per community-initiated CFS. The number of officers dispatched (like occupied time) varies by category of call,

but is slightly higher than the policing norms of about 1.6 officers per CFS.[1] It is noted that the number of officers on an officer-initiated CFS is slightly higher than average as well. This appears to be a reasonable deviation given the high crime rates as reported in Tables 3-1 and 3-3.

According to Table 4-5, overall response times for CFS in Kelso average 10 minutes per call in the winter and 11 minutes per call during the summer. These response times are somewhat lower than many communities. CPSM recognizes that the concentrations of retail centers and population in the north end of the city contribute to these lower response times.

Average response time to the "highest-priority" CFS (Priority 1), at 5.8 minutes, is somewhat higher than the five-minute benchmark for this category of CFS. This involves a period of 2.7 minutes to process the call and dispatch the officer, and a travel time of 3.1 minutes for the officer to arrive on scene. We include more comprehensive reporting on this important aspect of policing later in this section under the heading of Response Time – High-priority Calls.

Table 4-5 provides a comparison of handling calls for service and workload for the Kelso Police Department in relation to those of other agencies for which CPSM has done similar studies. As is cautioned with FBI UCR crime report data, use of these data simply provides a broad comparison, and should be viewed within that framework. Factors such as demographics, service expectations, and the ability to provide for community and officer safety needs must be considered. In comparing Kelso data to that from other studies conducted by CPSM, we look for statistical anomalies. While Kelso 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 that of high-priority response times was exceedingly high. For that reason, we will more fully examine response times later in this section.

[1] CPSM benchmarks are derived from data analyses of police agencies similar to that performed at KPD.

TABLE 4-5: CFS Comparisons to other CPSM Study Cities[2]

Variable Description	Mean	Minimum	Maximum	Kelso	KPD vs. CPSM Comps
Population	67,745.7	5,417.0	833,024.0	11,925	
Officers per 100,000 Population	201.2	35.3	465.1	226.4	HIGHER
Patrol, Percent of Total Sworn	66.1	32.4	96.8	70	HIGHER
Index Crime Rate, per 100,000	3,235.1	405.0	9,418.8	5,682	HIGHER
VCR (Violent crime rate, per 100,000)	349.3	12.5	1,415.4	604	HIGHER
PCR (Property crime rate, per 100,000)	2,885.9	379.7	8,111.6	5,078	HIGHER
Avg. Service Time, Police CFS	17.7	8.1	47.3	13.5	LOWER
Avg. Service Time, Public CFS	28.7	16.0	42.9	22.1	LOWER
Avg. # of Responding Units, Police CFS*	1.2	1.0	1.6	1.4	HIGHER
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	18.9	LOWER
Total Service Time, Public CFS (officer-min.)	48.0	23.6	84.0	37.6	LOWER
Workload Percent Weekdays Winter	26.6	5.0	65.0	42.0	HIGHER
Workload Percent Weekends Winter	28.4	4.0	68.0	41.0	HIGHER
Workload Percent Weekdays Summer	28.7	6.0	67.0	44.0	HIGHER
Workload Percent Weekends Summer	31.8	5.0	69.0	41.0	HIGHER
Average Response Time Winter (min.)	11.0	3.1	26.9	10.0	LOWER
Average Response Time Summer (min.)	11.2	2.4	26.0	11.0	LOWER
High-priority Response Time (min)	5.0	3.2	13.1	5.8	HIGHER

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

High-volume Calls for Service Locations

In Figure 4-1 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 in the northwest area of the city.

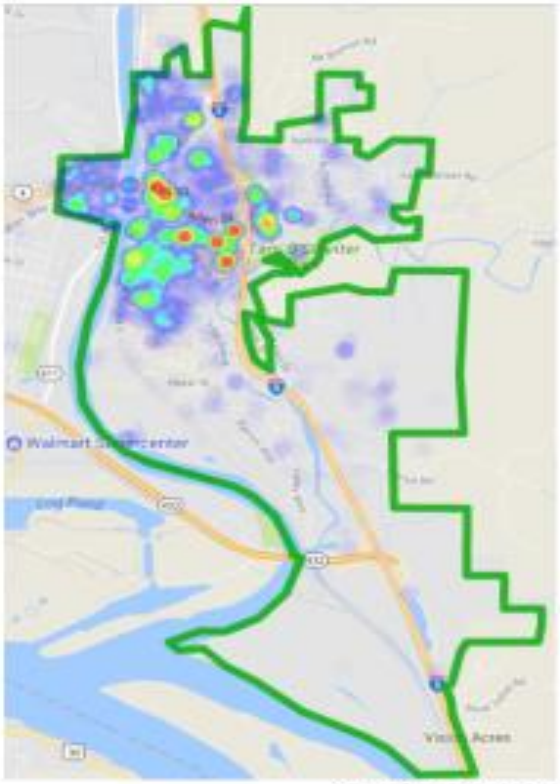
[2] CPSM benchmarks are derived from data analyses of police agencies similar to that performed at KPD.

FIGURE 4-1: High-volume Locations for Crime Calls

CRIME RUNS

Red > 35 runs

Runs	Location	Place
91	411 THREE RIVERS DR	Safeway
87	321 THREE RIVERS DR	Sportsman's Warehouse
62	205 THREE RIVERS DR	CVS/Target area
56	304 COWLITZ WAY	Homeless Shelter
49	701 GRADE ST	Three Rivers Apts
40	201 S PACIFIC AVE	Police HQ*
39	400 N PACIFIC AVE	Texaco
33	200 KELSO DR	Riverway Plaza
30	500 REDPATH ST	Huntington Middle School
22	1st Av & Ash	Amtrak Station
22	106 MINOR RD	Motel 6
21	807 S PACIFIC AVE	Quick Stop Gas Station
21	500 ALLEN ST	Chevron
20	230 KELSO DR	Rite Aid Pharmacy
20	410 ELM ST	Wallace Elementary
19	311 THREE RIVERS DR	JC Penney
19	505 N PACIFIC AVE	Econolodge
18	807 N 1ST AVE	Residential
18	1904 ALLEN ST	Kelso High School
17	100 COWLITZ WAY	Bridge
16	177 THREE RIVERS DR	Three Rivers Mall
16	100 PINE ST	Maltese Tavern
15	207 N 4TH AVE	Cowlitz Co. Ofc



*Police HQ excluded from heat map.

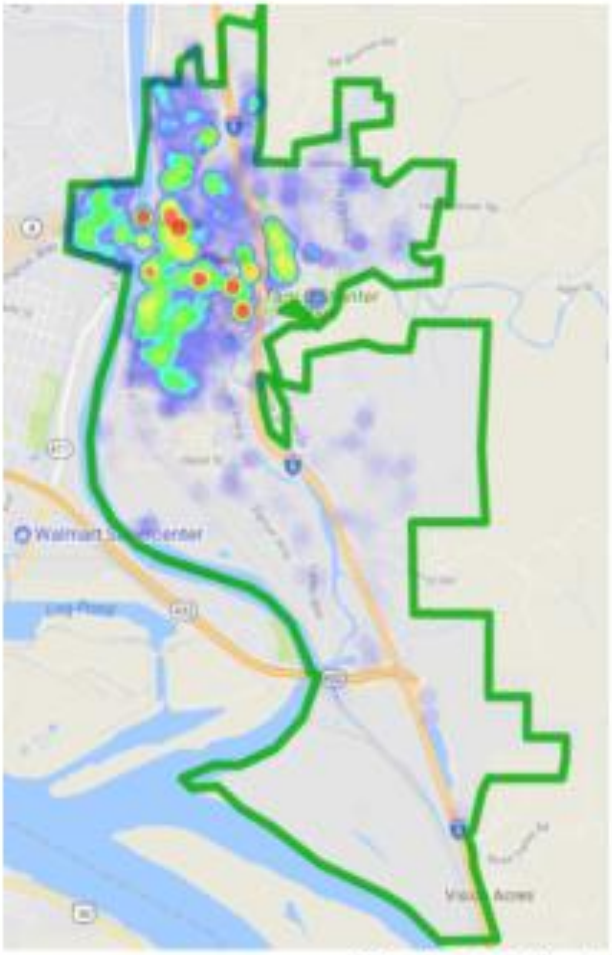
Figure 4-2 illustrates the locations for high call volume for noncriminal activity. This may include traffic accidents, a suspicious person, a disturbance involving a customer, a parking complaint, or any number of other calls that do not result a criminal investigative report. As is the case with criminal activity, the vast majority of calls are again, concentrated in the northwest area of the city.

FIGURE 4-2: High-volume Locations for Calls for Service Stemming from Noncriminal Activity

OTHER RUNS

Red > 90 runs

Runs	Location	Place
258	411 THREE RIVERS DR	Safeway
173	201 S PACIFIC AVE	Police HQ*
126	701 GRADE ST	Three Rivers Apts
154	304 COWLITZ WAY	Homeless Shelter
98	321 THREE RIVERS DR	Sportsman's Warehouse
93	100 COWLITZ WAY	Cowlitz River Bridge
86	205 THREE RIVERS DR	CVS/Target area
85	400 N PACIFIC AVE	Texaco
84	501 S 1ST AVE	Greyhound/Amtrak Station
80	505 N PACIFIC AVE	Econolodge
80	101 ALLEN ST	Allen Street Apts
72	500 ALLEN ST	Chevron
70	200 KELSO DR	Riverway Plaza
66	500 REDPATH ST	Huntington Middle School
63	230 KELSO DR	Rite Aid Pharmacy
61	106 MINOR RD	Motel 6
54	207 N 4TH AVE	Cowlitz Co. Ofc
52	807 S PACIFIC AVE	Quick Stop Gas Station
51	711 VINE ST	Social & Health Svc Dept
50	100 PINE ST	Maltese Tavern



*Police HQ excluded from heat map.

As we examine this data, it should be noted that police headquarters is among the locations with high call demand (number 6 in Figure 4-1 and number 3 in Figure 4-2). Police headquarters is a reporting center for incidents occurring at other locations. Therefore, we exclude it from consideration here. Another high-frequency location is the homeless shelter (number 4 in both figures). This facility was permanently closed this past spring. As a result, it is anticipated that workload demands in this general area will drop dramatically, possibly to include that area of the Cowlitz Bridge, another high-volume location.

The Three Rivers Drive area, which encompasses Safeway, Sportsman's Warehouse, and CVS / Target, is the area with the highest overall demand. As the city is not a true regional shopping destination, it would appear that demands for service here are driven by the local population.

From the data reviewed, it would appear that many of the call demands are based upon minor incidents including shoplifting and nuisance customers. Options to increase the presence of the police department in these areas would include the use of reserve officers, and the creation of a volunteer program, made up of members of the department's Citizen Police Academy

graduates, deployed in a civilianized version of a patrol vehicle (i.e., yellow light bar and different body paint). These efforts would be complements to the department's efforts to provide a safe and secure environment in this particular area.

Call Mitigation

In all studies we conduct, 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 Kelso regulates alarm activity through Chapter 9.44.050 of the Municipal Code. The ordinance was thoroughly reviewed and found to be comprehensive. It requires owners of alarm systems to provide contact information to the police department in the event of an alarm activation, and includes a fee structure for multiple false alarm activations within a defined period. In extreme cases, the police department may suspend responses to a flagrant violator.

During the one-year study period, KPD responded to 346 alarm calls, or 0.9 per day. For a city of this size, this number is quite small. False alarm activations in Kelso 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 that of Kelso. Notable in that case was that it did not have an effective alarm ordinance.

CPSM suggests that no changes are required of the department's protocol in response to false alarms. Averaging only about one response per day does not significantly impact workload, and any modification would undoubtedly prove unpopular, especially in a community with a high rate of property crime.

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

CPSM considered this for Kelso as well. However, with an average of just 1.3 accidents per day, response to accidents does not have 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, then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The Kelso Police Department is a full-service police department, and 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 in 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?"

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

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 personnel data available at the time of the site visit (October 2017), the department is authorized 28 full-time commissioned officers. When fully staffed, 20 (includes sergeants and officers) of those 28 are assigned to patrol, though the frozen position is a patrol position. Therefore, patrol staffing represents approximately 70 percent of the authorized commissioned officers in the Kelso Police Department.

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. Given the limited assignments outside of patrol in smaller agencies, the percentage is expected to be slightly higher. Thus, the patrol function is balanced appropriately.

However, within the complement of patrol positions, one officer is in the Field Training Program, three are in the regional police academy, one additional officer is slated to enter the academy shortly. One other officer is on extended medical leave. Therefore, at present, the patrol force has 4 sergeants and 10 fully trained officers available for deployment. To make up for the shortfall, overtime positions are routinely filled.

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 the actual time spent on these calls as well as other duties. Here, we compare "all"

workload, which includes community-initiated calls, police-initiated calls, directed patrol work, and out-of-service activities. We examined deployment and workload for eight weeks in summer (July 7 through August 31, 2016) and eight weeks in winter (January 4 through February 28, 2017). The department's main patrol force consists of patrol officers and patrol sergeants. Patrol operates on 12-hour shifts starting at 6:30 a.m., and 6:30 p.m. While there is no shift overlap, the off-going shift is oftentimes held over for brief periods to complete cases occurring during their shift. This results in the short-term spikes seen at shift change times in the deployment and workload figures that will follow.

The police department's main patrol force deployed an average of 3.05 officers per hour during the 24-hour day in summer 2016 and 3.3 officers per hour during the 24-hour day in winter 2017.

In Figures 4-3 through 4-10, the analysis looks specifically at patrol deployment. This allows for 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 4-3, 4-5, 4-7, and 4-9 illustrate the deployment of patrol resources (left column) to handle the workload. Workload includes community-initiated CFS, police-initiated CFS, out-of-service activities, and directed patrol activities. When the patrol time (shown in green) is factored in, one can see, by hour (bottom row), how much of total available time is committed to each activity.

In Figures 4-4, 4-6, 4-8, and 4-10, 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 orange line represents the personnel committed to other-initiated calls for service, and the solid blue line represents total workload experienced by the KPD to include the combination of other-initiated and police-initiated calls.

It is important to note here that these figures show deployment along with all workload from community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.

FIGURE 4-3: Deployment and All Workload, Weekdays, Summer 2016

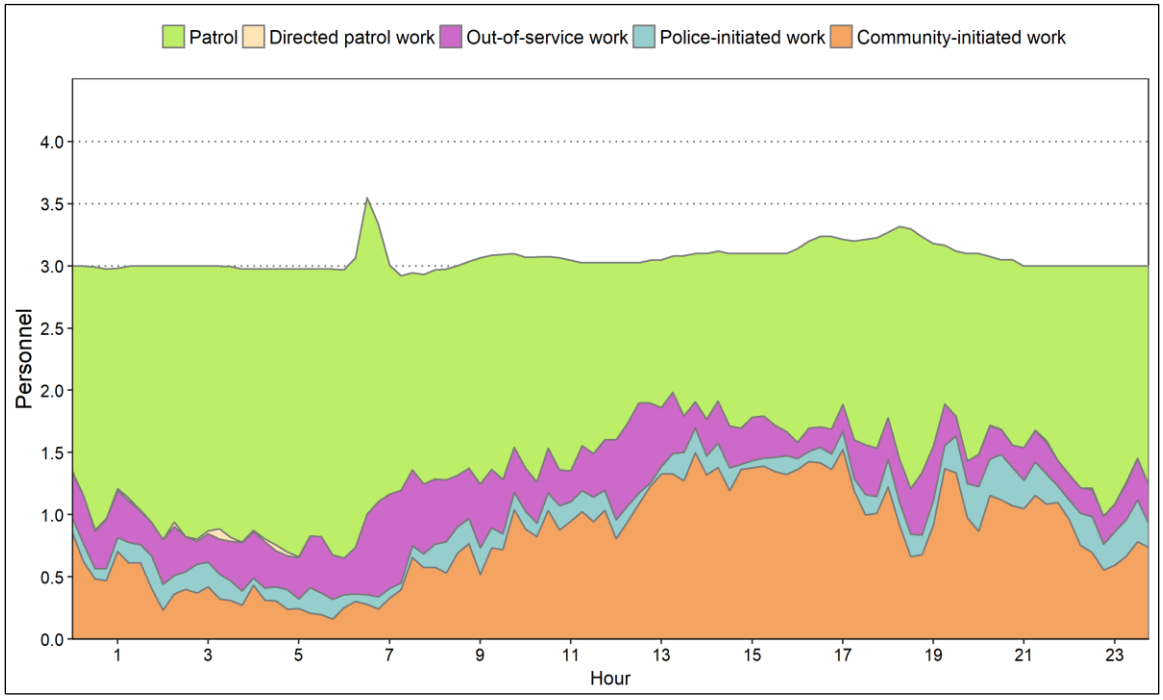


FIGURE 4-4: Percentage of Workload, Weekdays, Summer 2016

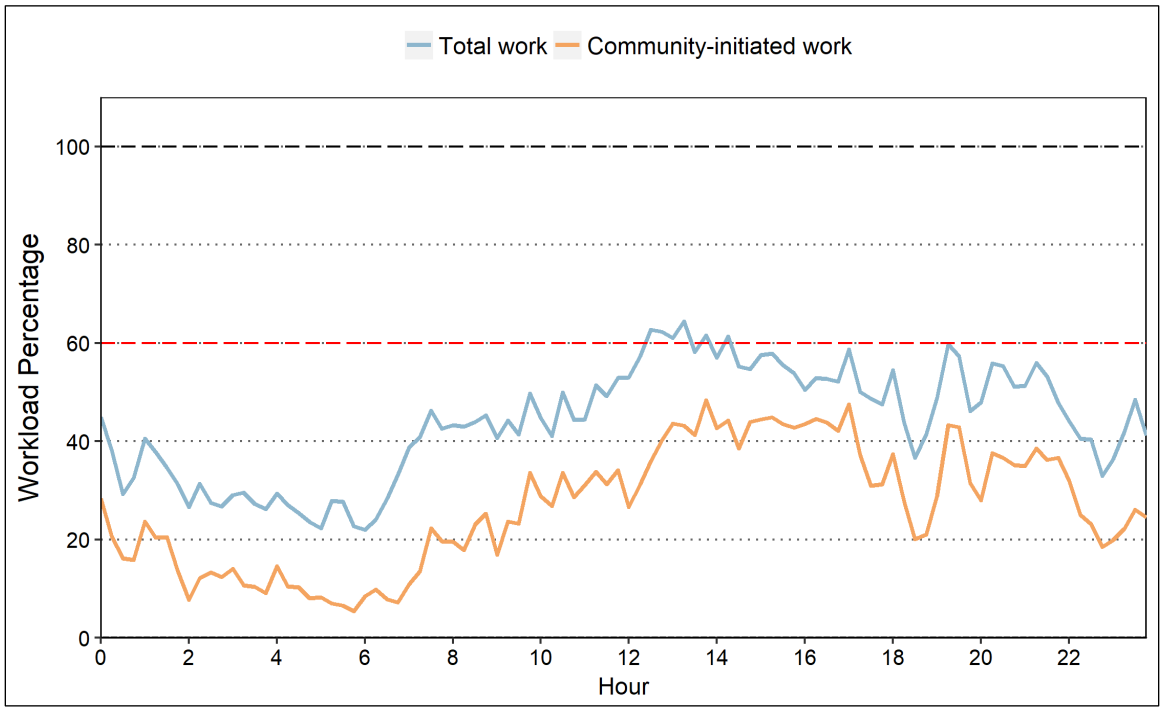


FIGURE 4-5: Deployment and All Workload, Weekends, Summer 2016

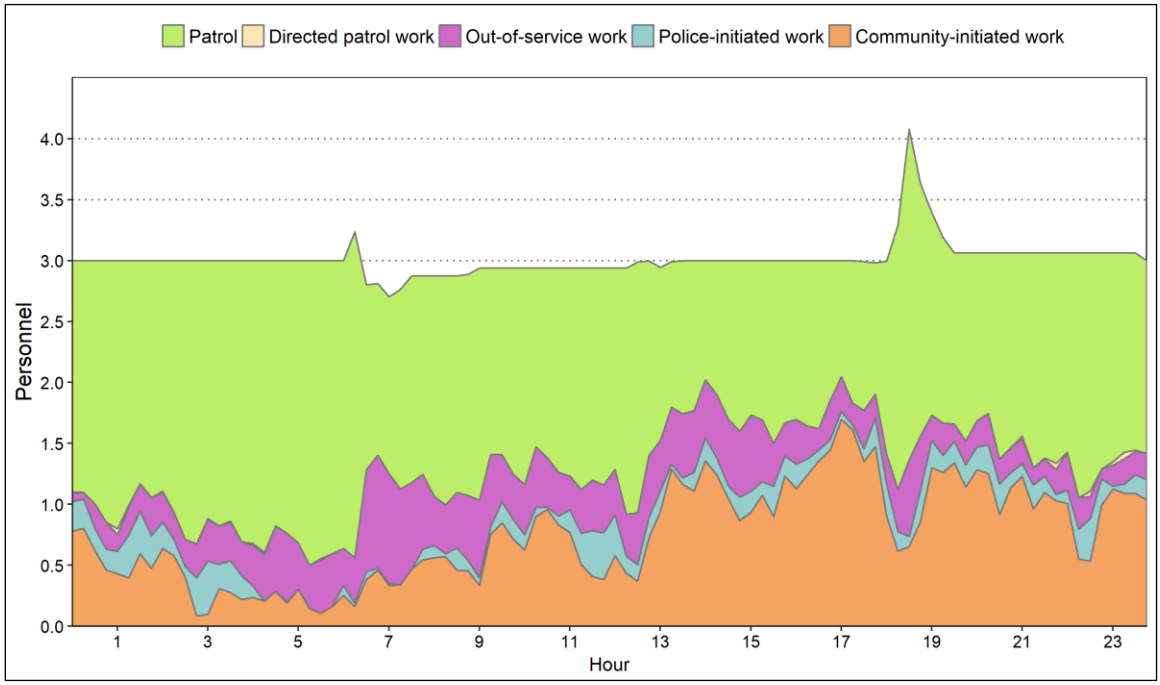


FIGURE 4-6: Percentage of Workload, Weekends, Summer 2016

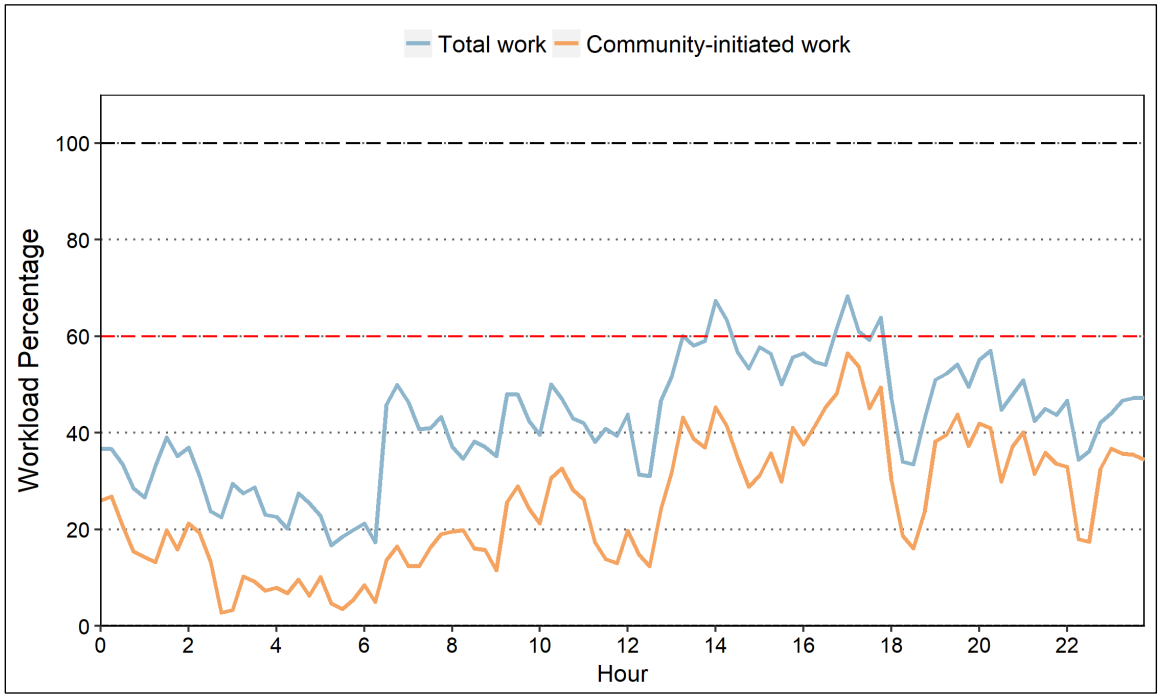


FIGURE 4-7: Deployment and All Workload, Weekdays, Winter 2017

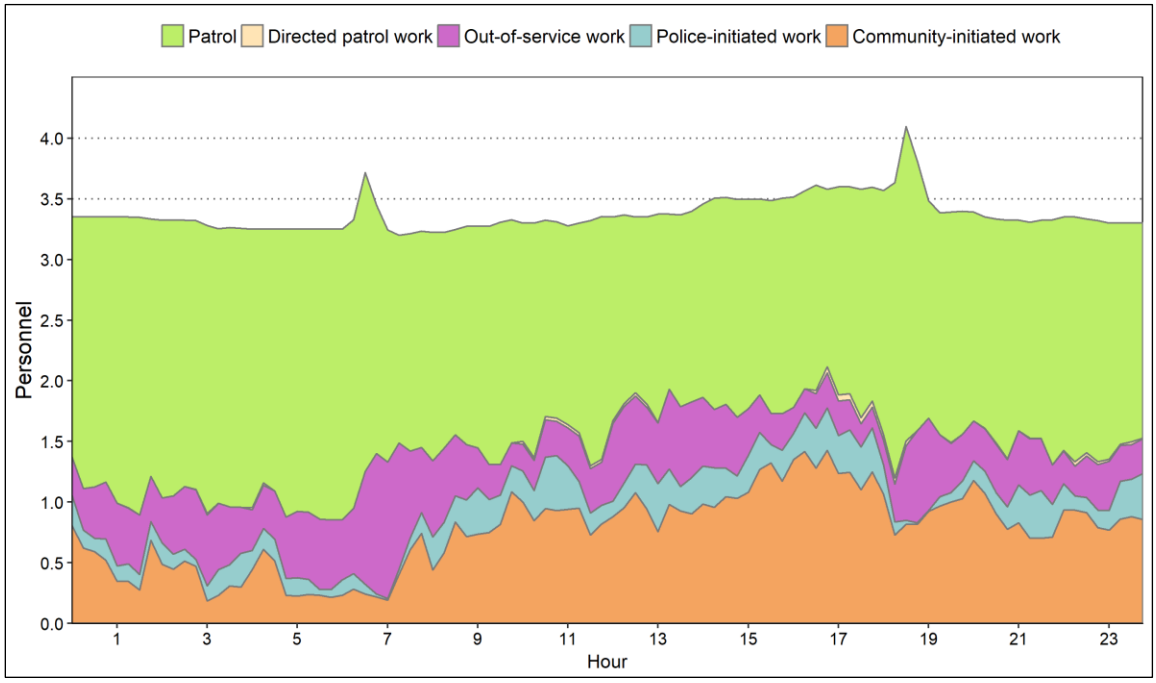


FIGURE 4-8: Percentage of Workload, Weekdays, Winter 2017

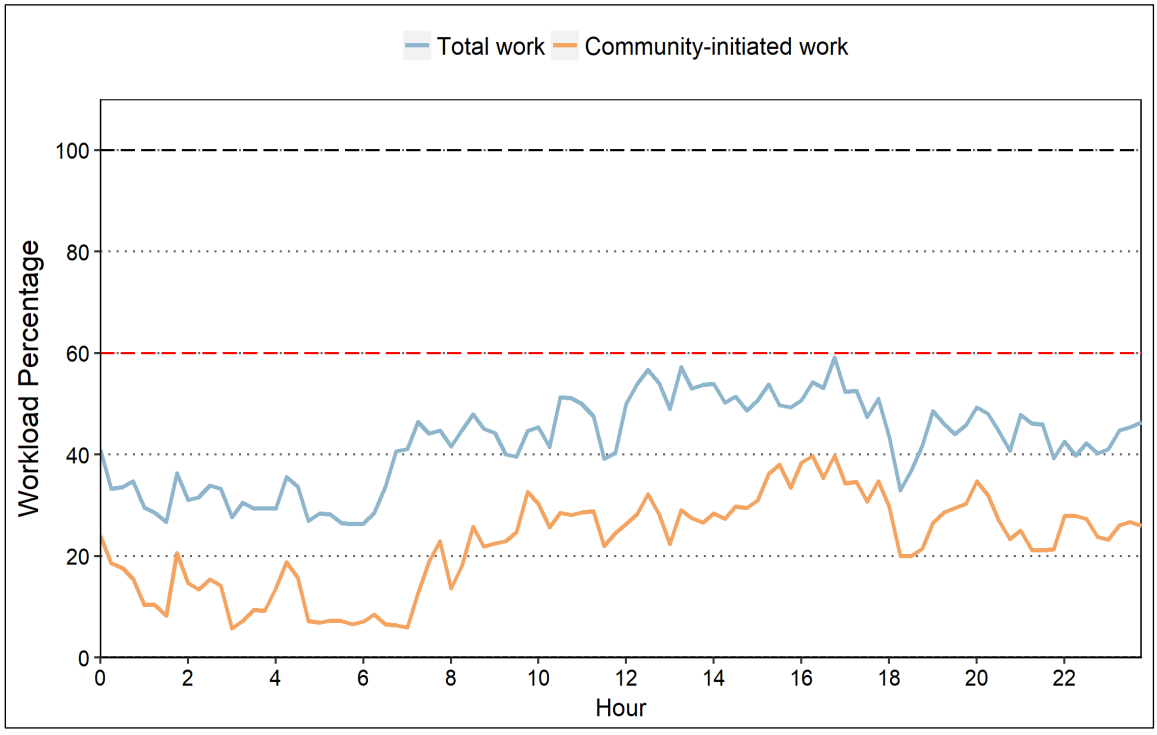


FIGURE 4-9: Deployment and All Workload, Weekends, Winter 2017

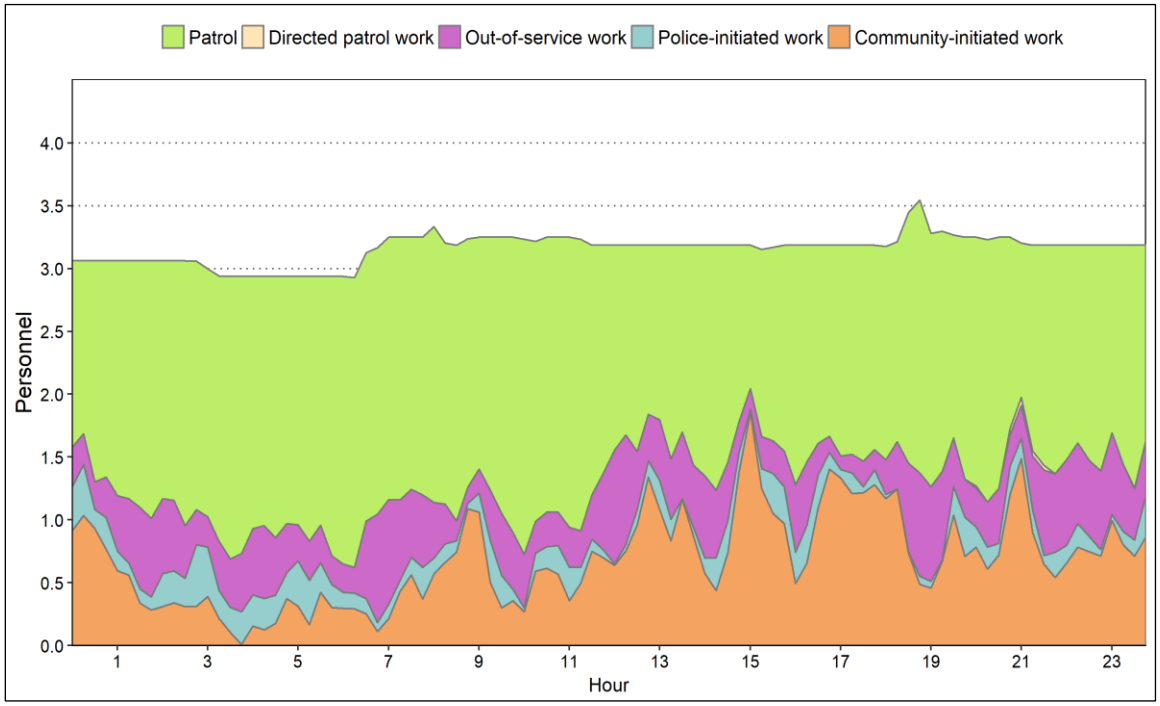
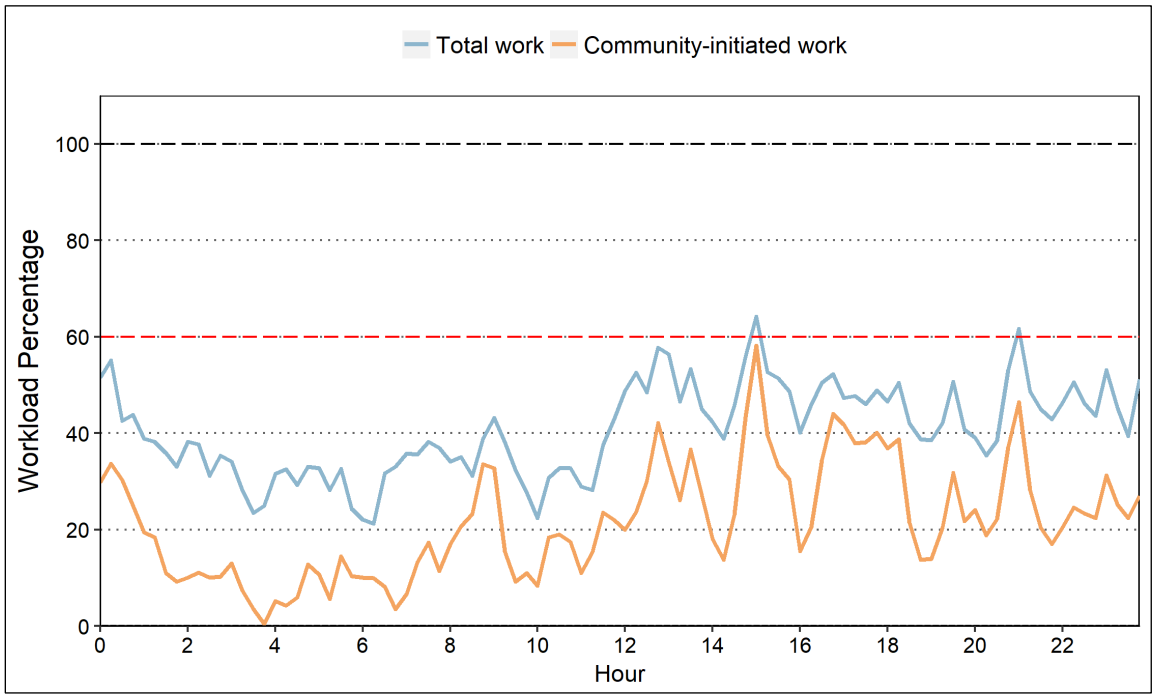


FIGURE 4-10: Percentage of Workload, Weekends, Winter 2017



Patrol Workload Demand Summary

We have extensively discussed workload to this point. It is clearly evident that present workload is within the standards established in the "Rule of 60" discussion, though there are a number of hours during the day where workload is near or over the Saturation Index level. The average workload (based upon existing staffing and deployment) during the summer period was at 44 percent during the week, and 41 percent on weekends. In the summer period, the peak Saturation Index was at 64 percent during the week and 68 percent on weekends. The average workload during the winter period was at 42 percent during the week, and 41 percent on weekends. The peak Saturation Index during the winter was at 59 percent during the week, and 64 percent on weekends. Based upon this data, the workload is generally easily met by the available resources during the overnight hours (10:00 p.m. to 8:00 a.m.), but resources are somewhat strained during the hours of 8:00 a.m. to 10:00 p.m. As well, as is evidenced by the data in Figures 4-3 through 4-10, workload fluctuates in policing, therefore, the conclusions reached are based upon averages. Again, the ability to deploy resources to meet workload demands does not exist due to restrictions placed on the department by the collective bargaining agreement.

For a perspective on individual patrol officer activity, consider the following. From July 1, 2016 through June 30, 2017, the KPD made approximately 1,214 arrests, issued 634 traffic citations (includes criminal traffic and infractions), handled 10,602 calls for service from the public, and conducted 4,511 self-initiated activities. Personnel assigned to patrol (officers) totaled 15. Assuming every activity was handled equally and each patrol officer worked the equivalent of 147 twelve-hour shifts in the year, each of the 15 patrol officers made 80.9 arrests or one arrest every 1.8 shifts; issued 42 traffic citations, or one traffic citation every 3.5 shifts; served as the primary handling unit on 707 calls for service from the public, or 4.8 calls per shift; assisted on 495 calls for service from the public, or 3.4 per shift; and conducted 299 self-initiated activities, or 2.0 per shift. These numbers are skewed on the high side as not all activities were handled by patrol officers alone, but they provide a point of reference as to activity level. For instance, patrol sergeants also handle some calls for service and engage in enforcement activities. Should sergeants be included in the calculations, the per-officer numbers would be adjusted accordingly. The activity level is driven largely by calls for service demand from the public, with relatively little self-initiated (police initiated) activity as evidenced by Figures 4-3, 4-5, 4-7, and 4-9. Anecdotal reports from department members suggest that they often avoid self-initiated activity so as to remain available for call for service demands and assisting other officers.

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 response time to life-safety emergencies and in-progress crimes. With limited staffing, smaller departments such as Kelso PD, which maintain a minimum patrol staffing of two officers, can easily be fully committed to an emergency call or other activities, and not have resources readily available to respond to a second emergency. As such, 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 referred to as Priority 1 calls. While definitions of a Priority 1 call may vary from agency to agency, such calls should include those involving life safety and in-progress crimes. For such calls, citizens expect and demand that their police department be adequately staffed and prepared to respond in a timely fashion. While the data report 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 totaling 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.

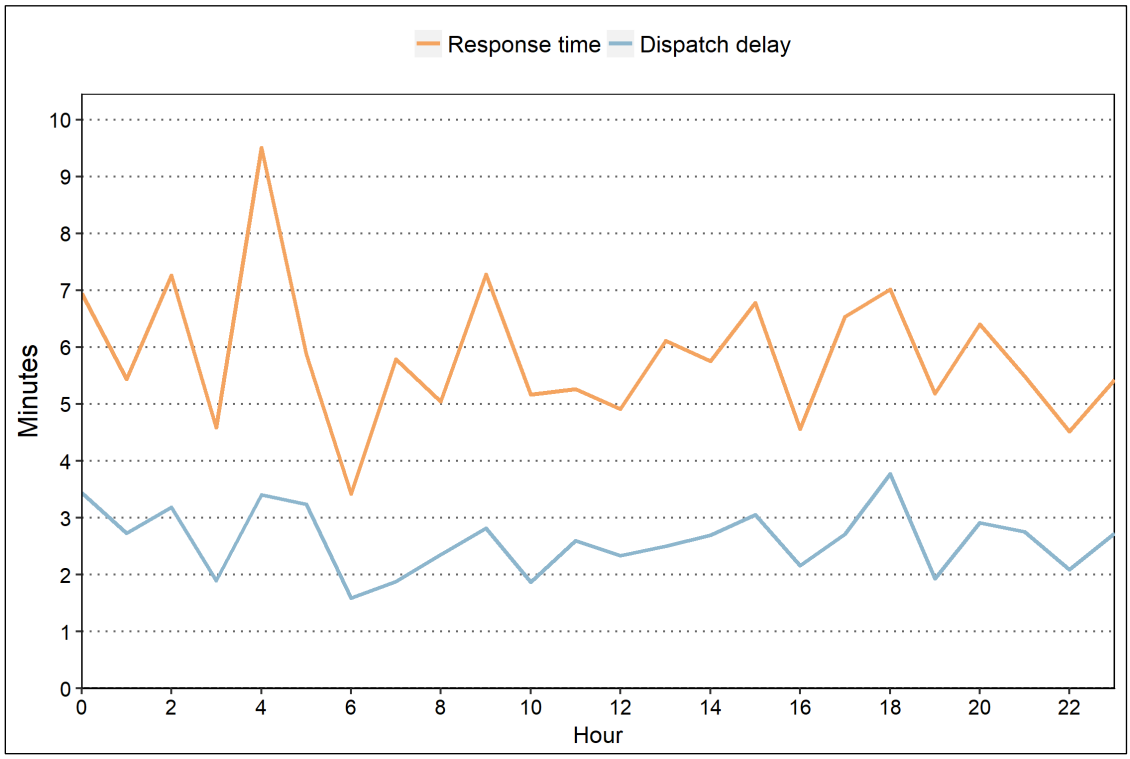
TABLE 4-6: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Calls
1	2.7	3.1	5.8	419
2	3.8	4.0	7.8	2,409
3	6.3	4.7	11.0	2,563
4	10.2	5.2	15.4	2,071
6	1.4	11.4	12.8	19
Weighted Average/Total	**6.4**	**4.5**	**10.9**	**7,481**

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

Figure 4-11 depicts Priority 1 response times by hour of day.

FIGURE 4-11: Average Response Times and Dispatch Delays for Priority 1 Calls, by Hour



Observations:

- High-priority calls had an average response time of 5.8 minutes, lower than the overall average of 10.9 minutes for all calls.
- Average dispatch delay was 2.7 minutes for high-priority calls, compared to 6.4 minutes overall.
- For high-priority calls, the longest response times were between 4:00 a.m. and 5:00 a.m., with an average of 9.5 minutes.
- For high-priority calls, the shortest response times were between 6:00 a.m. and 8:00 a.m., with an average of 3.4 minutes.
- Average dispatch delay for high-priority calls was consistently 3.4 minutes or less, except between 6:00 p.m. and 7:00 p.m.
- There were relatively few high-priority calls between the hours of 3:00 a.m. and 7:00 a.m., and between 9:00 a.m. and 10:00 a.m. There were fewer than ten calls during these hours, with only three calls between 6:00 a.m. and 7:00 a.m. and nine calls between 9:00 a.m. and 10:00 a.m. Thus, an exceptionally long response time to any one call during these hours would have a higher impact on its associated hourly average than at other times throughout the day.

A response time of 5.8 minutes for Priority 1 calls is excessive, given the geography of Kelso. While the city encompasses a total of 8.14 square miles, the overwhelming concentration of calls appears to be in an area that makes up about 25 percent of the total city land area, or 2 square miles (See Figures 4-1 and 4-2). Given this, response times to these types of calls should

consistently be in the range of five minutes or less. As was described, response times are the combination of both dispatch delay and travel time. In the case of Kelso, the dispatch delay to Priority 1 calls at 2.7 minutes is a significant contributing factor to the overall response time.

A 5.8-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 or an active shooter or other 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. As it relates to the first two, it is understood that dispatch services are provided on a regional basis by the Cowlitz County Communication Center. An advisory board provides direction to this agency. KPD is a member of that group, represented by the City Manager. While this study is limited to response times for Kelso, addressing dispatch delays would be of interest to all participating entities. The steps for such an analysis include:

- 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.
- 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 would be unchanged.
- 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 inefficient management of personnel. This includes out-of-service time and/or time spent in the station, which could more appropriately be spent in the field. In the case of Kelso PD, out-of-service time nearly always exceeds time spent on officer initiated activities (Figures 4-3, 4-5, 4-7, and 4-9).

Of course, an officer's location and activity at the time a call is received also impact response time. Some issues identified at Kelso were limited staffing, the lack of shift overlap, and again relatively high levels of out-of-service time. At shift start/end times, there may be no units deployed in the field for as much as an hour. Another common issue is the writing of police reports in the station in lieu of in the patrol vehicle strategically positioned within the city (e.g., Three Rivers Drive area). In studies of communities similar to Kelso and which experience high response time rates, it is common for officers to return to the station to write reports. The reasons vary from convenience to officer safety. Still, the patrol vehicles are equipped to allow for the reports to be written in the field, and in most cases, it is appropriate to do so.

Traffic

Traffic safety and the efficient flow of traffic are always important factors for any community, and thus its police department. While concerns often emanate from residential areas and school zones, it is often the case that traffic accidents occur more frequently in areas with a high retail concentration and/or high traffic volumes. Anecdotal evidence suggests that this is the case in Kelso as well. For that reason, it is imperative that KPD commit adequate resources to address all traffic related issues.

KPD has no dedicated Traffic Unit. Rather, patrol officers are responsible for traffic-related functions. Therefore, as we examined traffic enforcement efforts, we looked at the efforts of all patrol officers who share in the responsibility to address traffic issues. As the department does not produce monthly activity reports for officers, we relied on SECTOR reports from the State of Washington.

Table 4-7 shows the total number of traffic citations issued by Kelso PD for three calendar years, 2014 to 2016. Given the staffing in Patrol, this amounts to each patrol officer issuing one citation every 3.5 work days. This number is based upon total citation output divided by the number of patrol officers (15). It errors on the high side, as any citations issued by other than patrol officers (i.e., patrol sergeants) are included in the calculations credited to patrol officers.

TABLE 4-7: Traffic Tickets Issued in Kelso, 2014–2016

Year	Traffic Infractions	Criminal* Traffic	Total Traffic Citations
2014	427	167	594
2015	440	154	594
2016	448	186	634

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

There is no industry standard for the number of citations expected of a patrol officer, and establishing quotas is both undesirable and unlawful. Nonetheless, as part of the 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. The number of citations at one per 3.5 workdays reflects a lack of priority on the part of the department to traffic enforcement efforts.

There are many factors that go into the level of commitment given to traffic enforcement at a police agency. Included are the department's performance expectations and the level of demand for other services such as crime and community disorder. There is no question that the demand on Kelso officers for these types of activities are higher than most agencies on a per capita basis. Nonetheless, the commitment to traffic enforcement appears to be severely lacking and the capacity to address this important issue exists.

CPSM also examined data on traffic accidents. Overall, the collision rate in the city is quite low, at less than one per day. Table 4-8 has traffic accident data for the past three calendar years. As can be seen, the accident rate has remained relatively consistent for the period examined.

TABLE 4-8: Traffic Accidents in Kelso, 2014 - 2016

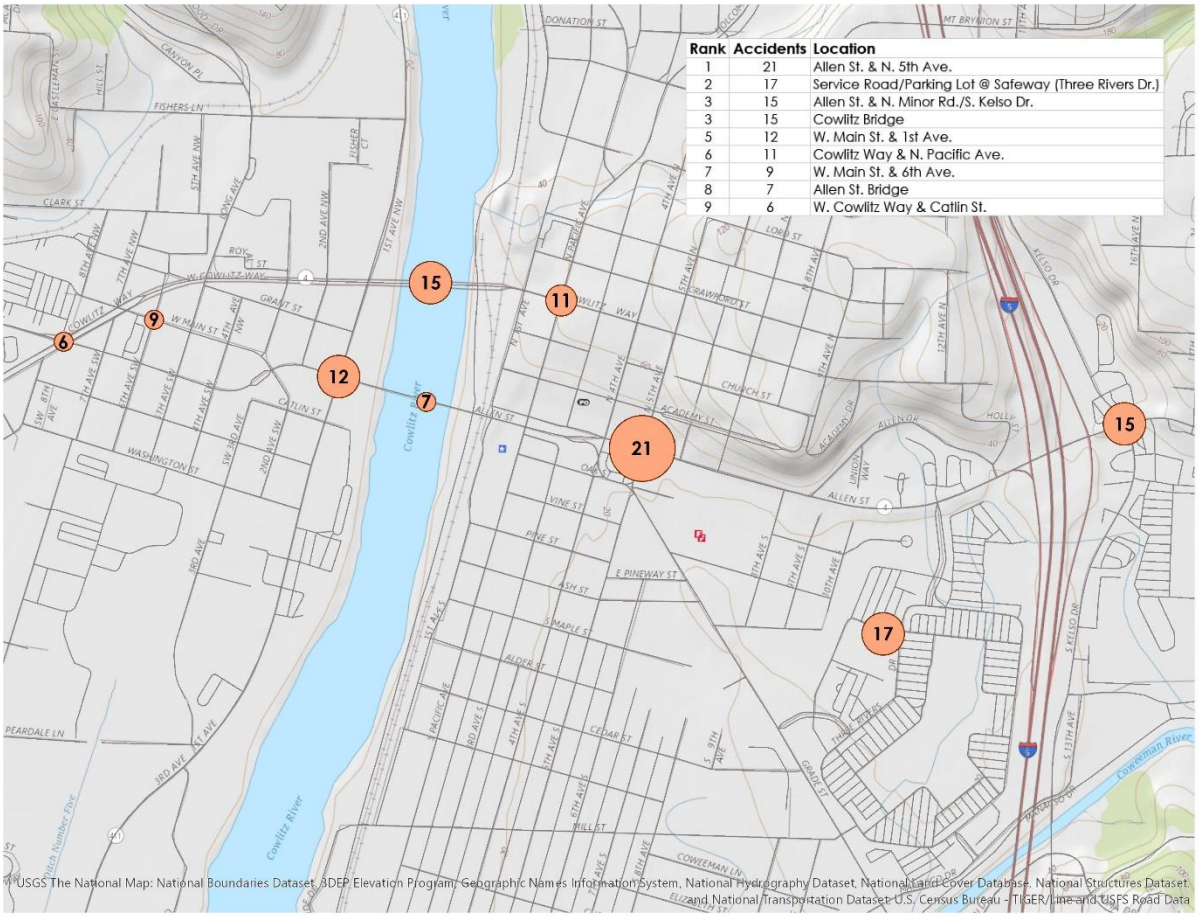
Year	Total Collisions*	Property Damage**	Injury Collisions**	Fatal Accidents**
2014	237	134	25	1
2015	193	218	26	1
2016	224	229	31	0

*Source: SECTOR (Statewide Electronic Collision and Ticket On-line Records).
**Department Records from Spillman RMS.

It should be noted that the numbers do not reconcile. Staff indicated that officers inconsistently report collisions via Spillman and/or SECTOR, and the numbers therefore do not reconcile. This is an issue that should be addressed.

CPSM also examined data to identify high-frequency collision locations using CAD data for the one-year period of study. Figure 4-12 identifies and maps the top nine locations in terms of collision frequency. The top nine were selected as there were nine locations tied for tenth, with five collisions each.

FIGURE 4-12: Top Nine Traffic Accident Locations in Kelso



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 lends itself to examining 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 made up of members of the police department, public works department, and a traffic engineer could be established to serve in such a role. 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 established 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 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 high-frequency collision locations. And the police department could initiate targeted enforcement programs that address the causative factors of these accidents. For the sustainability of 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 accomplishment be established. As this is truly a citywide effort, reports on committee action should be forwarded to the City Manager for review and approval.

The department's Citizens Police Academy presents a clear opportunity to enlist graduates as volunteers to support a multitude of department programs as was previously discussed. Traffic is no exception. Volunteers can be used in a myriad number of ways to include 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.

ALTERNATE WORK SCHEDULE OPTION

In reviewing the workload figures reflecting percentage of committed time (Figures 4-3, 4-5, 4-7, 4-9) it is noted that weekday workload is generally higher in the 8:00 a.m. to 10:00 p.m. time period, while winter weekends generally remain more active until 2:00 a.m. That is not absolute, and the figures clearly reflect 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, patrol units operate on a strict 4/12 work schedule with two set reporting times. Tables 4-9a and 4-9b below represent an alternative to the existing schedule; this alternative incorporates both 4/10 and 3/12 shifts. As well, it incorporates five reporting times (including late sergeant on the weekday schedule) to better match coverage with workload demands.

As well as better matching coverage to workload demands, the proposed schedule eliminates the absence of field coverage at the 6:30 a.m. and 6:30 p.m. timeframes and results in better field coverage as compared to the present schedule in which field coverage is nonexistent during briefings. Additionally, with overlapping shifts, late in-shift reports which at present often necessitate overtime could be largely eliminated by assigning such calls to officers whose shifts are not scheduled to end.

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

TABLE 4-9a: 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	SGT 2**	SGT 2**	SGT 2**	SGT 2**
1500 0100-	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.

TABLE 4-9b: 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 hrs. 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.

It must be noted that there are a myriad number of shift schedules and configurations available for consideration. While CPSM offers this one as an example, and one that we think would serve the city and department well, others do exist. The most critical of factors is that the schedule aligns staffing to workload demands.

We also restate that the existing collective bargaining agreement precludes implementation of a schedule change without reopening negotiations.

PATROL SECTION STAFFING SUMMARY

At present, the department's authorized Patrol Section staffing is made up of 4 sergeants and 16 patrol officers. 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. Command officers are available on call during this period should the need arise. CPSM suggests that given the workload at Kelso PD, minimum staffing should be set at three, except during the early morning hours when it could drop to two. In emergencies, local agencies often assist one another. Anecdotal reports suggest that this commonly occurs, especially with the Longview PD. Staff did indicate that Kelso responds to assist Longview more

frequently that Longview assists Kelso. Given the populations, that would appear to be reasonable.

The lack of availability of full-duty police officers has strained the department's patrol force. As noted, only 10 full-duty police officers have been available for duty. This has resulted in a detective being assigned to back-fill patrol and substantial overtime deployments to meet staffing needs. As a result, a mid-term overtime budget appropriation of $100,000 was required to cover these added expenditures. While this, at least in part, can simply be a transfer from regular salary savings resulting from vacancies, management of this shortfall puts a strain on both the department and officers called upon to work overtime to fill in. Based upon conversations with department and city management staff, it appears that the city is authorizing hiring of a limited number of positions in anticipation of vacancies. CPSM strongly encourages the continuance of that practice.

Therefore, CPSM recommends that the permanent staffing level for patrol include 4 sergeants; 14 patrol officers; and 2 traffic officers. Should that recommendation be adopted, CPSM has provided an alternative work schedule, which we strongly encourage the city and department to consider.

Recommendations:

- Establish the patrol staffing level at 4 sergeants; 16 officers (includes two traffic officers). (Recommendation 4.)
- From the recommended complement of 16 officers, create a two-officer traffic unit to enhance traffic safety and enforcement efforts as well as provide for additional field staffing during peak demand periods. (Recommendation 5.)
- Continue to work with the City Manager and Human Resource Department to address anticipated staffing vacancies in a manner designed to reduce the loss of personnel for patrol deployments. (Recommendation 6.)
- Work with the Cowlitz County Communication Center to address excessive dispatch delays for high-priority calls. (Recommendation 7.)
- When possible, consider implementing an alternate work schedule which better aligns personnel deployment with workload demands. (Recommendation 8.)
- Consideration should be given to establishing a city-wide traffic management team to examine engineering and education opportunities to reduce the incidence of collisions and improve traffic flow at locations with a recurring high incidence of accidents and/or congestion. (Recommendation 9.)
- Consideration should be given to developing a Retired Senior Volunteer Program or other such volunteer program to support patrol- and traffic-related activities that do not require a sworn police officer. (Recommendation 10.)
- Performance data reports on each officer should be provided to patrol sergeants on a monthly basis, and should include, at a minimum: Calls assigned as primary officer; call assists; reports; arrests; traffic citations; and field interviews. (Recommendation 11.)

SECTION 5. CRIMINAL INVESTIGATIONS / CWNTF

INVESTIGATIONS

The Kelso Police Department has three full-time detectives, an administrative sergeant who is also assigned as the investigations supervisor, and one full-time detective sergeant. Two of the detectives are assigned to the KPD Investigations Unit, one of whom is temporarily assigned to patrol as training officer to cover staffing shortages. The administrative sergeant acts as the supervisor for KPD Investigations and assists in a part-time investigative capacity, when appropriate. The third detective and the detective sergeant are assigned to the Cowlitz-Wahkiakum Narcotics Task Force (CWNTF), which will be discussed later in this section.

Officers are appointed to the role of "detective" and serve at the discretion of the Chief of Police. Assignment as a detective is generally three years in length with the possibility of extensions based on the needs of the department and the performance of the officer. A formal rotation schedule should be considered to provide opportunities for sworn personnel to acquire additional training and experience, which will serve both the individual and organization into the future. This is especially important for an organization the size of the Kelso PD, which offers relatively few specialized assignment opportunities for its personnel. To ensure that some level of expertise is maintained in the unit, the rotational schedule should be overlapping. Training for newly assigned detectives is primarily "on the job," but should be formalized through a unit training manual and formal investigations classes where available.

KPD does not have a standard case assignment process. KPD detectives handle major person's crimes, child sex offense investigations, and complex and/or sensitive investigations as necessary. A daily discussion of crime reports takes place each weekday morning among the detectives, the administrative sergeant, the field sergeant, and the captain regarding crime reports written in the prior 24 hours. Based on this review, a detective can choose to be assigned a particular case or not, other than the types of cases noted above, which are automatically assigned to detectives. Cases are assigned based on investigator availability and workload. This is a subjective process and investigators are given broad latitude to work with each other to maintain caseload balance. It is normal for detectives to be responsible for assigned cases until they are closed.

Cases may be closed by arrest, prosecutors declining to file charges, refusal by victims to cooperate, or other reasons. This means that as detectives are assigned new cases they are still responsible for follow-up and closure on the older cases, which is a standard policing practice. Crime reports are entered into the Spillman Technologies records management system, but the system is not used for active case management.

With the concurrence of the patrol supervisor, patrol officers otherwise retain assignment of crime reports they initiated which are not assigned to or selected by a detective as described above. The officer is required to investigate all potential leads to conclusion. Patrol cases can be accepted by a detective when follow-up beyond the patrol officer's capabilities is required. If possible, patrol officers can file a case with the District/City Attorney, including in-custody cases.

KPD does not actively track detective case assignment or case clearance rates (see below), so no method exists to assess individual productivity, whether it be current caseload or historical.

KPD also does not have an ability to evaluate the productivity of its investigative unit as a whole. This lack of a case management system limits KPD management's ability to evaluate the effectiveness of the department's investigative function and the success of its efforts to address crime in the community.

Due to the lack of a case management system, CPSM was unable to evaluate the investigative unit's staffing, workload, or overall effectiveness. FBI UCR clearance rates can provide some perspective on investigative effectiveness, but the confidence in KPD's UCR rates is minimal, as will be discussed in reporting in the Records Section.

Recommendations:

- The department should consider establishing a formal rotation schedule for detective assignments. (Recommendation 12.)
- A unit training manual should be developed for newly assigned detectives. (Recommendation 13.)
- Formal investigations classes, where available, should be provided to detective personnel. (Recommendation 14.)
- Implement a formal case management system to provide management the ability to evaluate the effectiveness of individual detectives and the investigations unit. (Recommendation 15.)

COWLITZ-WAHKIAKUM NARCOTICS TASK FORCE (CWNTF)

The Kelso Police Department participates in the CWNTF which is a multi-agency, grant-funded drug task force operating from a covert off-site location. The task force was originated in 1987 as a multi-agency group to target high-level drug traffickers. Larger drug conspiracy cases were the focus until the role of the task force was expanded in 2014 to address drug-related gang and street crime activities. The CWNTF is administered by a multi-agency board and controlled by a part-time command staff person from one of the member agencies.

The day-to-day operation of the CWNTF is supervised by a full-time detective sergeant from the Kelso Police Department. CWNTF consists of the following full-time personnel: one KPD detective sergeant, one KPD detective, one Cowlitz County Sheriff's detective, one Washington State Patrol detective, and a full-time clerical support staff person employed by the Cowlitz County Sheriff's Office. KPD is reimbursed for the salary of the assigned officer and any task force-related overtime for the sergeant. Task force equipment, vehicles, and operating expenses are paid for through the task force's grant budget, including asset forfeiture monies.

Statistics from the last three years provided by CWNTF indicate an active investigative group. The addition of combatting street-level activities has increased arrests and drug seizures compared to prior years, according to the supervisor. In his opinion the task force provides an excellent return on investment to the Kelso community. This opinion is shared by KPD management. CWNTF also has a good working relationship with the Longview Street Crimes Unit, which was formerly part of the task force, allowing for joint local operations when appropriate.

TABLE 5-1: CWNTF Activity Statistics – 2015-2017 (YTD)

	2015	2016	2017 (YTD)	TOTAL
Arrests	52	100	115	277
Vehicles Seized	2	5	5	12
Value, Seized Items	$33,629	$55,625	$105,779	$195,033
Guns Seized/Recovered	12	60	15	87
Drugs Seized				
	2015	**2016**	**2017 (YTD)**	**TOTAL**
Cocaine (g)	2.5	0	29.4	31.9
Heroin (g)	2,558.31	1,223.01	5,178.22 (11.4 lbs)	8,959.53 (19.73 lbs)
Honey Oil (kg)	8.175	0	0	8.175
ICE (g)	1241.20	1729.04	2,673.19 (5.8 lbs)	5,643.2 (12.4 lbs)
Marijuana (g)	202	0	631	833
Marijuana Plants	0	0	259	259
Mushrooms (kg)	0.017	0	0	0.017
Misc Controlled Substances (Dosage Units)	91	207	433	731

* Source: CWNTF

Recommendations:

No recommendations are offered regarding the CWNTF.

SECTION 6. PROPERTY AND EVIDENCE

The intake, processing, storage, and disposal of evidence and property are important functions of any law enforcement agency. It is especially true for weapons, narcotics and dangerous drugs, currency, and valuable jewelry. Too frequently, law enforcement agencies across the country have faced the consequences of mismanaged property and evidence sections. This has resulted in terminations and arrests of police employees ranging from janitors to police chiefs for thefts of narcotics, cash, jewelry, and guns. In some cases, audits that revealed unaccounted-for property and evidence led to the termination of police executives. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

Law enforcement officers take custody of physical evidence, lost and stolen property, and contraband that can directly or indirectly solve a crime. The integrity of these items depends upon the proper handling of the items from the moment law enforcement takes possession of them until they are presented to the court, legally returned to their owners, sold, destroyed, or retained for agency use. Property and evidence rooms are not just warehouses; rather, they must provide for the security and storage of valuable and sensitive items.

These procedures must preserve a chain of custody that enables the admission of evidence in subsequent court proceedings. The mishandling of property and evidence by law enforcement agencies reduces the public's confidence in law enforcement and, ultimately, in the integrity of the criminal justice system. The application of comprehensive property and evidence policies can mitigate these issues by informing department personnel of their responsibilities, outline acceptable procedures to follow, establish general performance standards, and create consistency among employees in carrying out their numerous tasks.

The KPD Property and Evidence function falls under the direction of the Administrative Sergeant. Under the direction of this sergeant, an Evidence Technician handles day-to-day management of property and evidence processing and storage. The technician has received the Basic 40-hour Property & Evidence Officer Training through CJTC. Property and Evidence staff work Monday through Friday from 8:00 a.m. to 5:00 p.m., excluding holidays. Public access for the release of property is available 9:00 a.m. to 5:00 p.m. during these working hours.

Department policy 800 - Property and Evidence, governs the property and evidence function. This policy was found to be well written and comprehensive. The nine-page policy addresses the intake of property and evidence covering collection, storage, disposal, security, audits and inspections. Property and evidence control is maintained through the Spillman Property module. Section 808.8 calls for an annual inventory of the property room and requires monthly inspections. Additionally, this section directs that a random inspection be conducted by the Chief of Police. CPSM asked to review the inventory and audit reports as called for in policy and were advised that no audits or inspections, as called for in policy, have been conducted at any time in recent memory.

Entry to the primary evidence office is by key access. During working hours, the evidence technician retains the key in her possession. Outside working hours, the key is locked into a small key box, located inside a supply room. The code for this box is known only to the evidence technician at this time. When the evidence technician will not be available due to vacation, etc., the practice is to provide the key in a sealed envelope to the administrative sergeant. No record of access to this key box by the technician or other personnel is maintained. Keys to evidence storage areas are within the evidence office, which is accessed by the identified key.

Seventeen temporary lockers are available for use by the officers to submit items; the secured lockers, once closed, cannot be opened other than from within the evidence office by unlocking padlocks. All areas containing evidence/property are secured by either a key or a combination lock. There is a small "dorm" style refrigerator in the evidence processing area for officers to place biological and other items requiring refrigeration. Inside the secured evidence area, there is one large upright refrigerator, one medium chest freezer, and one small chest freezer for evidence preservation. A safe is maintained in the evidence storage area for drug and currency evidence. The combination for this safe is also stored in the key box. A prisoner holding cell has been converted for the secure storage of firearms.

Security cameras are in place inside the evidence storage room, outside the evidence office door, and in the prisoner holding cell area. These cameras are not actively monitored or reviewed at any interval. The cameras are motion activated and the recorded video is stored for seven days. The footage is accessible by the administrative sergeant, the captain, the Chief, and the part-time IT technician. The video retention should be expanded to at least one year unless otherwise specified by State law and the retention requirement should be memorialized in policy. An alarm sensor is attached to the evidence storage door, with a wire leading to an opening in the adjacent wall. There was no control pad in the area for the alarm sensor. The evidence technician nor any KPD management knew what this alarm sensor activated or where the attached wire led, or if it was in fact still active.

The intake process is as follows. Officers who have seized property and/or evidence transport the items to the police facility. There, they complete a property and evidence form (handwritten) with information to include the owner, nature of item, chain of custody, etc. Upon completion, the property/evidence along with the form is placed in a two-way locker. Once the property/evidence is secured in the locker, access is no longer available from that side.

The evidence technician then collects the property/evidence and report form from the other side of the locker. The technician manually inputs the information from the handwritten form into the Spillman property management software module and assigns it a storage location. When complete, two barcodes are printed for the item. One is attached to the property/evidence itself, and one is attached to the property form.

In March 2017, KPD hired a new evidence technician as a result of a retirement. As the last inventory was conducted in 2010, the new evidence technician conducted an inventory as required by policy. The inventory found a significant backlog and the evidence technician has worked diligently to reorganize and dispose of items no longer requiring retention. The technician indicated the total items added to the inventory numbered 1,065 in 2015; 1,251 in 2016; and 2,020 thus far in 2017. The technician indicated items removed from inventory and disposed according to policy over the last three years numbered 317 in 2015; 940 in 2016; and 1,888 in 2017.

Inventory at the time of the CPSM study indicated 6,408 items are being maintained as property and evidence by KPD. Based on available records, the oldest case still containing evidence that needs to be retained is a 1971 homicide. The oldest case still containing evidence that doesn't need to be retained is a 2001 rape case. Many more items require disposal, and the technician is working to identify and process these items. Although work still lies ahead, the new evidence technician has made great strides in the reorganization of and processing practices of the KPD property and evidence function.

Reducing the glut of property and evidence can be addressed on intake by the department so that only necessary property and evidence is received. For instance, clothing, even dog food, from shoplifting cases is being received in Property and Evidence. In such cases, photographing

the evidence and returning it to the owner is appropriate. Not only does that reduce the workload in Property and Evidence by eliminating intake, storage, and disposal, but it also reduces the workload for the handling officer. As well, it returns the product to its owner for sale or other use. The second factor is the disposal of property/evidence that is no longer needed. As previously discussed, the department is storing some property and evidence items that reach back to the 1970s. Providing staff assistance or overtime to the evidence technician to address this backlog would be appropriate. The department's administration will need to identify options that meet their needs. Steps must be taken to address this backlog of property and evidence that has no evidentiary value. Once the surplus property and evidence has been purged, a complete inventory should be conducted and the audit recommendations implemented. This is an issue that will require support and reinforcement from sworn management staff. It is not realistic to expect the evidence technician to address this problem without such support.

Recommendations:

- Ensure that regular audits and inspections are conducted of the Property and Evidence Section, as called for in policy. (Recommendation 16.)
- Key entry to the P&E office should be replaced with a more secure entry method that tracks the identity of the person, time, and date of entry. (Recommendation 17.)
- Video retention time for security cameras should be increased to a one-year minimum or as otherwise required by state law. (Recommendation 18.)
- The alarm sensor on the evidence storage door should be examined to determine its function and it should be utilized if it provides an additional layer of security. (Recommendation 19.)
- Provide staff training to officers and sergeants relative to identifying what property may be released in the field in lieu of booking in as evidence. (Recommendation 20.)
- Take affirmative steps to dispose of unnecessary property and evidence, including the assignment of necessary staff to complete the work. (Recommendation 21.)
- Upon completion of the purge of unnecessary property and evidence, conduct a thorough inventory of the remaining material. (Recommendation 22.)

SECTION 7. RECORDS

Contrary to the common perception that functions performed in law enforcement records sections are as simple as filing reports and providing copies as needed, there is an exhaustive list of duties performed. Among the general duties performed daily are: reviewing and processing of incident reports; conducting criminal history checks; answering telephone calls related to the records operation; handling walk-in customers at the front desk; organizing and maintaining reports in various databases; uploading and maintaining digital photographs; maintaining records on incarcerated individuals; processing concealed pistol licenses and weapons transfers; responding to document and/or photographic image requests from the public and law enforcement/criminal justice community; preparing and distributing reports for prosecutors and others; maintaining information on local wanted/missing persons and property in local, state, and federal databases; monitoring and responding to requests received through the agency's central email box; responding to requests for the release of various documents/tapes/photographs as required under the Freedom of Information Act; processing accounts payable; receiving and distributing incoming and outgoing mail; purging records as directed by the Washington archive retention guidelines; ordering and maintaining department supplies for records related duties; preparing statistical reports including those for the state of Washington and the FBI; and more.

The records function is governed by policies 802 - Records, 806 Records Maintenance and Release, and 808 – Protected Information, which together total 11 pages in length. The policies address the intake, storage, and release of records with appropriate citations regarding safeguarding of records and the Washington Public Records Act. CPSM reviewed the policies and found them to be comprehensive.

Additionally, the Records Section is in the process of revising a procedure manual to provide staff with step-by-step directions relative to the myriad number of functions performed. Such a manual helps to ensure that Records staff comply with legal mandates and department operating guidelines. The department is to be commended for undertaking this effort.

The Records Management System (RMS) for the Kelso P.D. operates on the Spillman public safety platform. Unfortunately, the Cowlitz County Communication Center operates on an Intergraph computer-aided dispatch (CAD) platform. In most agencies, both CAD and RMS operate on the same platform. This helps to minimize the connectivity problems between the systems. These systems, like any computer systems, require regular maintenance and programming updates. As there are currently two separate platforms involved, these updates at times result in a disruption of the integrity of the transfer of information. In such cases, vendors often place blame on the other party for any system failures.

While this issue is beyond the scope of our work, we must point out that staff does report that the system interoperability issue does result in a duplication of work when information must be reentered after failing to transfer from CAD to RMS. As all Cowlitz County law enforcement agencies operate with the Spillman RMS platform, it is unclear why the county's CAD system is not on the same platform. Again, this is outside of the scope of our work.

RECORDS STAFFING

The Records Section falls under the direct supervision of the Executive Assistant to the Chief of Police, among her other duties. Full-time staff is comprised of two Records Clerks; there is one

part-time Records Clerk (69 hours per month). No vacancies were reported. Additionally, one civilian volunteer assists the section staff as needed and available.

Table 7-1 illustrates all staffing assigned to Records. It depicts authorized positions, actual staffing, and vacancies at present.

TABLE 7-1: Records Section Personnel

Rank	Authorized	Actual	Vacant
Records Supervisor / Executive Assistant*	1	1	0
Full-time Records Specialist	2	2	0
Part-time Records Specialist**	1	1	0
Total	**4**	**4**	**0**

*Collateral duty assignment
** 69 hours per month

In the introduction to the Records Section above, we described some of the myriad number of responsibilities of a law enforcement agency records section. In this case, these are all functions performed by KPD Records. Records Section staff are cross-trained to perform all functions in the section, though each has a specific area of responsibility such as processing warrants and crime coding for FBI reports. In an agency of this size, such cross-training is essential.

Work Schedules / Public Access Hours

The public counter is open Monday through Friday from 8:00 a.m. to 5:00 p.m. Full-time staff work a five-day, eight-hour schedule with reporting times varying from 7:00 a.m. to 8:00 a.m. The part-time person works a maximum of 69 hours per month, as needed.

WORKLOAD DEMAND

Previously we discussed the many duties associated with a law enforcement agency records function. For the most part, the Records Section has been able to keep up with workload demands, however, there are a couple of exceptions. Two areas were noted; (1) late completion of mandated reports, and (2) coding of crime reports. These are interrelated issues in that completion of mandated reports relies upon completion of coding of crime reports. We will address each of these here.

There are a variety of state and federal mandates regarding the reporting of crime and other police department-related issues. These include FBI Uniform Crime Reports/National Incident Based Reporting System, which we will address in more detail later in this section. Data for these reports must be delivered to the State of Washington for processing prior to submittal to the FBI. These are time bounded reports. The department reports that, due to overall workload, it is routinely late in submitting these reports.

Secondly, Records reports being behind on the coding of reports. Coding is used for classification of crimes and clearance rates. Both the classification of crime, and accurate reporting of clearances, is strictly regulated by the FBI. It is a complex and time-consuming process that involves detailed review of crime reports. Delays in coding have an impact on the reported lack of timeliness in submitting the required reports as noted above.

There are a few options available that could aid Records to "catch up" and remain timely in completing these duties. One is the conversion of the part-time records clerk to full-time status. Another includes the use of volunteers to supplement the workforce. As Kelso facilitates an annual Citizens Police Academy, this creates a pool of potential volunteers. Use of volunteers not only provides a valuable resource to manage workload, but also facilitates the building of relationships between the department and the community. Such volunteers invariably become community advocates for the department.

Volunteers can be helpful with some of the workload that is disruptive to Records Section staff. This includes answering incoming calls that often must be transferred to personnel outside of Records, and welcoming and directing walk-in traffic. While both are disruptive to the work efforts of Records Section staff, they require minimal training to prepare a volunteer to handle the duties and free up valuable time for paid staff.

Other factors that are having an impacting on the workload are the processing of concealed pistol permits and fulfilling public records requests. These are addressed below.

Concealed Pistol Permits

The Records Section is charged with the responsibility of processing requests for concealed pistol permits. Demand for such is growing in agencies across the country. Kelso processed 138 applications in 2014, 157 applications in 2015, and 201 applications in 2016.

Upon receipt of an application and payment of fees, staff must fingerprint the applicant, run criminal history checks, send requests to the state to determine if an applicant should be disqualified due to mental health issues, prepare a packet with various documentation, submit for review and approval, update computer databases with licensing information, and issue and deliver the license. While this process may be spread out over days or weeks, depending upon the return of requests, the cumulative total time averages about 2.5 hours per application. Given the volume, this amounts to approximately one-quarter of an FTE.

Public Records Requests

A routine function of any police department records section is the release of public records, which includes police reports. Over the past three years, the Kelso PD records staff responded to such requests at the following rate: 2014 – 498 requests; 2015 – 591 requests; and 2016 – 654 requests. These are requests from the general public and exclude requests from other governmental agencies for which records are not kept.

At present, the only option for interested parties to receive such records is to make the request in person, via phone, or by e-mail. This is both labor intensive for the Records Section staff and an inconvenience for customers.

An alternative to this process, which would be beneficial to both the department and the public, would be to create online access. There are third-party administrators (TPA) that handle these services. They include buycrash.com and govhelper.com. The process is as follows; Records Section staff upload police reports that would normally be available for release to a server managed by the TPA. Interested parties desiring a copy of the report access the link to the TPA and request the report. For a nominal service/convenience fee, along with the fee owed the city, the TPA provides the party an e-mail copy of the desired report. This is especially popular with insurance companies, which can now easily access the accident or crime reports related to an insurance claim from office computers. Still, citizens can visit the station to obtain records should they choose that option.

The online option would serve as a convenience to the public and would reduce demand on the Records Section staff. As well, since the TPA receives its revenue through a nominal convenience/processing fee charged to the customer, there is no charge to the agency. As the public's right to access such records varies from state to state, CPSM recommends that the department work with the city's legal counsel to ensure that any such process complies with Washington law. However, as several agencies within the State of Washington, including Bellingham, Kirkland, and Yakima to name a few, use such services at present, no anticipated issues that would preclude the use of such services should exist.

FBI UCR/NIBRS Reporting

Virtually all law enforcement agencies provide statistical data to the FBI on crime rates and clearances. At present, the traditional Uniform Crime Report (UCR) remains the most common reporting methodology. However, over the past several years, the FBI has encouraged agencies to report under an updated, more detailed, reporting methodology, the National Incident Based Reporting System (NIBRS). At present, about 40 percent of agencies nationally have converted to, or are in the process of using, the NIBRS reporting criteria. Kelso is one such agency that reports using NIBRS criteria, as do all agencies in the State of Washington.

Essentially, under UCR criteria, an incident of crime was reported as a single crime, even in the event of multiple offenses within that one incident. The reported offense was that which was the most serious of the crimes from that single incident. For instance, an armed robbery that included an aggravated assault was reported as one incident, an armed robbery. Under NIBRS, that incident would be reported as two separate offenses, an armed robbery and an aggravated assault. Therefore, in this example, the NIBRS methodology results in more reported crimes, even though no increase in crime incidents has occurred. This has caused the perception in some communities that crime is spiking when, in actuality, no change other than reporting criteria has occurred. CPSM, for consistency, utilizes UCR comparisons in our data analysis to ensure an apples-to-apples comparison.

At the Kelso Police Department, the responsibility for reporting crime rates rests with the Records Section. While this would seem to be a simple, straightforward task, it is anything but. To ensure consistency in reporting, the FBI has issued strict and detailed guidelines regarding classification and crime clearance criteria (coding). Among the important aspects of such reporting is to enable the reporting agency to effectively measure its crime-fighting and solvability rates against other communities. This information is not to be used to grade an agency against any other agency, but rather, to be used as a tool to better identify crime fighting strategies and measure the effectiveness of the department and its investigators in solving crime. Should the department have low solvability (clearance) rates, or extraordinarily high rates, examination of the reasons should be undertaken. It may suggest a performance anomaly, or, it may stem from improper coding.

While preventing crime is of utmost importance to law enforcement agencies, solving crime should also have parity. The solving of crimes, which results in the prosecution of offenders, not only prevents future crime, it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI, are the benchmark for a department's effectiveness in solving crime.

The FBI establishes a three-pronged rule, each of which must be met to clear a case. For FBI 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.

CPSM discussed with various staff the reporting practices (coding) and found there to be a lack of awareness as to the clearance criteria established by the FBI UCR. This is inadvertent, and results from a lack of training on this matter. In fact, the department attempts to ensure accuracy of reporting by having one Records Clerk review the case history and assign or modify codes that were input by patrol officers or detectives. As well, it is important to note that such a lack of familiarity and adherence to FBI guidelines is somewhat commonplace in many agencies. Nonetheless, as was described, solving of crimes both prevents future crime and provides closure for victims. Therefore, accurate reporting is important not just for FBI UCR purposes, but for use by the department in measuring the effectiveness of its staff, and for the peace of mind for crime victims.

CPSM recommends that training be provided to appropriate staff and to ensure the correct criteria is adhered to in reporting of crime and clearances. Based upon the complexity of coding criteria, coding should be the responsibility of a limited number of staff, not to exceed two.

RECORDS STAFFING RECOMMENDATIONS

Responsibilities for records sections can vary widely among agencies. In some, Records staff are responsible for transcribing crime reports dictated by officers/officers, others do not, some register sex offenders and narcotic registrants, and again, others do not. As the functions performed by law enforcement records sections vary greatly from agency to agency, there is no universally accepted formula for establishing a department's staffing level. Therefore, CPSM draws upon our experience in both leading law enforcement agencies and our work across the nation in conducting studies such as this to opine that, with some workload modifications relative to the release of public records, the present staffing level is reasonable. This, of course, assumes that there are no vacancies.

Previously, we discussed the absence of a multitude of performance and management reports. As the Records Supervisor also serves as the department's Executive Assistant, this would be an excellent position to which such responsibilities could be assigned. With those added duties, it would be necessary to upgrade the part-time Records Clerk to full-time status. With the other recommendations offered, this should provide sufficient staffing to allow the Records Section to more effectively and efficiently handle workload demands while providing for the development and maintenance of the performance and management reports as recommended.

Recommendations:

- Upgrade the part-time records clerk to full-time status. (Recommendation 23.)
- Expand the use of citizen volunteers to handle workload related to incoming phone calls and/or walk-in traffic. (Recommendation 24.)
- Utilize available third-party vendors to facilitate the release of public records where permissible. (Recommendation 25.)
- Centralize coding for reporting crime and clearances within the Records Section and ensure that training is provided to ensure conformity with FBI guidelines. (Recommendation 26.)
- Utilize the Records Supervisor/Executive Assistant to develop and maintain performance and management reports as appropriate. (Recommendation 27.)

SECTION 8. ADMINISTRATIVE FUNCTIONS

TRAINING

The Washington State Criminal Justice Training Commission (CJTC) was created in 1974 to establish standards and provide training to criminal justice professionals, including peace officers, and to certify, and when necessary decertify, peace officers. Washington State is one of only a few states that not only establishes training standards, but also provides basic training for peace officers. This unique model ensures that every local officer has consistent and high-quality training. Costs are shared among state and local agencies, which allows the CJTC to maintain a highly capable training staff.

The training policy for KPD is outlined in policy 208, revised as recently as April 2017. The purpose of the policy is to administer a training program that will provide for the professional growth and continued development of department personnel. The goal of the training program is to ensure KPD personnel possess the knowledge and skills necessary to provide a professional level of service that meets the needs of the community. Training is provided within the confines of funding, requirements of a given assignment, staffing levels, and legal mandates. Whenever possible, the department uses courses certified by the CJTC.

The administrative sergeant is responsible for coordinating all training for KPD employees. Department training is tracked by utilizing an Excel spreadsheet, which documents the total training hours each employee receives in a particular calendar year and the details of each course attended.

To comply with the state mandate of 24 hours of in-service training for peace officers, KPD provides the required training in both mandated topics and optional courses relevant to current critical issues and/or identified department training needs. These training topics include department use of force and deadly force policies, including less-than-lethal weapons, firearms training/qualifications, crisis intervention, active shooter response, EVOC, and defensive tactics.

Existing policy requires a training plan for all employees be developed and maintained, and that this plan be reviewed and updated on an annual basis. Policy also requires an annual training-needs assessment of the department be conducted. CPSM was advised the training plan and assessment are not currently conducted or documented. KPD does not maintain a two-year training calendar or training matrix. Doing so would assist the department in developing a comprehensive training plan. Preparing a calendar from this plan would ensure necessary and appropriate cyclical training is provided.

All KPD personnel who carry a firearm while on-duty are required by policy to successfully complete training quarterly with their duty firearms. In addition to quarterly training, all members will qualify at least annually with their duty firearms. Members will qualify with off-duty and secondary firearms at least twice a year. Training and qualifications must be on an approved range course. At least annually, all members carrying a firearm should receive practical training designed to simulate field situations including low-light shooting. Results of training and qualification sessions are documented in a memo format to the department captain by the rangemaster conducting the training. The year-end memo provided to CPSM identified an issue with low scores that was attributed by the rangemaster to the length of time between qualification sessions. Qualification policies should be reviewed to ensure this concern is addressed.

No formal training is in place for new KPD sergeants. This has not been an issue in the past due to KPD's limited turnover, but recent years have brought this training issue to the forefront with increased promotional activity. Promotion to first-level supervisor is an important one, and the newly promoted sergeant should be indoctrinated to the position through a training program, similar to what a new officer would complete. Most departments have some type of training program that consists of the new supervisor riding with an experienced, tenured supervisor for several weeks. New KPD sergeants do attend the state-mandated CJTC first-level supervision courses. KPD should develop a supervisor training program to assist their personnel with this important transition.

KPD accomplishes roll-call training by requiring that any briefing topics addressed by supervisors be logged in an Excel spreadsheet, which recently replaced handwritten logs. KPD previously utilized the Daily Training Bulletins (DTBs) provided through Lexipol. KPD found the DTB process did not meet its needs. A training management software package should be purchased and implemented to assist the department in managing the department training program; this will ensure required training is planned and completed for all employees.

Recommendations:

- Develop a department training plan per existing KPD policy. (Recommendation 28.)
- Develop a two-year training calendar or training matrix to ensure necessary and appropriate cyclical training is provided. (Recommendation 29.)
- Develop a supervisor training program to assist KPD personnel with this important transition. (Recommendation 30.)
- Review firearm qualification periods to address training concerns. (Recommendation 31.)
- A training management software package should be purchased and implemented. (Recommendation 32.)

INTERNAL INVESTIGATIONS / PUBLIC COMPLAINTS

Public trust is vital to the law enforcement mission, and this trust rests on departmental responsiveness to community needs and expectations. The department must receive commendations and complaints with equal professional interest and courtesy, and give both appropriate supervisory and management attention to foster public confidence and to promote constructive communication.

Personnel complaints consist of any allegation of misconduct or improper job performance against any department employee that, if true, would constitute a violation of department policy, or federal, state or local law. The Kelso Police Department (KPD) protocols for reporting and investigating public complaints and employee misconduct are established in KPD policies 340 Disciplinary Policy and 1020 Personnel Complaint Procedure, and in the current labor contract under provision #3-96. KPD management said seven administrative investigations were conducted over the last three years; four of them involved one employee in 2017. Regarding public complaints, the department reports no formal complaints in the past two years and also reports that an unknown number of informal complaints were addressed by supervisors.

In practice, the informal complaint resolution method is employed most often by KPD and is generally not documented. The practice of informally resolving complaints from the public is appropriate. It is beneficial for police supervisors to personally meet with complainants both to

be more informed about facts surrounding an incident and to explain an officer's conduct. Many times, complainants are satisfied with this 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. Those complaints determined to be more egregious may become formal investigations as deemed necessary by the department captain. In any case, when a member of the public submits a complaint, whether resolved formally or informally, it should be documented, retained, and tracked for statistical purposes.

Data regarding administrative investigations and public complaints are valuable as a risk management tool to identify training needs, performance deficiencies, or patterns of misconduct. KPD does not maintain statistics in writing or digitally on complaints or administrative investigations whether by number, type, names of involved parties, findings, or discipline. Currently, KPD retains completed administrative investigation and public complaint files in the captain's office for an indeterminate period of time. The actual number of these activities is specifically known only to the captain, as is the exact location of the personnel files. Summary reports for risk management purposes does not exist. These data, even if numbers are small, are important for the department management team to be aware of on an ongoing basis. KPD does not have a software system to track these administrative activities. A number of software programs including Spillman and IA Pro are capable of providing an adequate tool for KPD to manage this information. Early identification and intervention features should be part of any software considered.

Personnel complaint forms are available from the KPD receptionist at the station's front counter and are provided to the public upon request. According to the receptionist, only about three complaint forms in the last 15 years have been provided to members of the public. CPSM recommends the department's policy enable citizens to easily obtain a citizen's complaint form in person, by phone, by mail, or by email, and through the department's website. This will promote transparency of the department's actions. The public should not have to ask station staff for a complaint form or respond to the station to lodge a complaint. Forms should be clearly visible and easily available in the station lobby.

While it is important that the public can easily report suspected misconduct, the KPD should also consider making it easy for the public to commend officers and staff for excellent work. CPSM recommends that the KPD make both personnel complaint and commendation forms readily accessible in print and electronically.

A policy issue does appear to exist between policy 1020 and contract provision 3-96 and should be resolved. Policy 1020 outlines the four possible investigative findings noted here:

- **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.

Provision #3-96 contained in the labor contract indicates, under Disposition of Investigation – Disciplinary Action, on page 9 at section 1(B), that: "If the Chief of Police determines that the complaint is either unfounded, not-sustained or that the alleged conduct occurred but was lawful and proper, the employee shall be exonerated." Exoneration of an employee with an

investigative finding of "not-sustained" is inappropriate. It may result in no discipline imposed, but to indicate in an employee record that the employee was exonerated of any wrongdoing leaves a reviewer of the record with the incorrect impression that the employee was cleared of any misconduct. This conflict should be reviewed and revised to clearly indicate the department's desired intent of this policy section.

Recommendations:

- A comprehensive administrative investigation and public complaint tracking system with early identification and intervention features should be implemented so as to provide a valuable risk management tool. (Recommendation 33.)
- Appropriate management reports should be produced on an ongoing basis. (Recommendation 34.)
- Related personnel records should be maintained in appropriate files whose location is known by the management team. (Recommendation 35.)
- Records retention procedures should be implemented and maintained for investigations and complaints in accordance with established law and policy. (Recommendation 36.)
- Public commendation and complaint forms should be available both at the public counter and online. (Recommendation 37.)
- The policy disparity issue between policy 1020 contract provision 3-96 should be resolved. (Recommendation 38.)

USE OF FORCE

Enforcement of federal, state, and local laws is a core, though highly complex duty of law enforcement and the Kelso Police Department (KPD). The necessary and appropriate use of force in carrying out these duties, up to and including the taking of a human life, is among the most complex and critiqued actions of law enforcement. With respect to the use of deadly force, no other responsibility of the city or department has more importance.

It is the responsibility of the City of Kelso to ensure its officers are adequately trained and equipped to reasonably and appropriately use force. At no time in the past has force been looked at, examined, and judged as it is today. With the ease with which people are recording officers in the performance of their duties, including their use of force, it is essential and critical that a department have and follow a comprehensive policy on the use of force. It must dictate comprehensive training, appropriate supervision, detailed reporting, in-depth review, and critical analysis of force incidents.

Use of force by KPD personnel is governed by KPD policy 300 Use of Force. The policy provides guidelines on the determination and application of reasonable force. The policy directs each member of the department to use the policy guidelines to determine the appropriate amount of force in a professional, impartial, and reasonable manner, while recognizing and respecting the value of all human life and dignity without prejudice to anyone.

The policy defines two types of force:

- **Deadly Force** - Force reasonably anticipated and intended to create a substantial likelihood of causing death or very serious injury.

- **Force** - The application of physical techniques or tactics, chemical agents, or weapons to another person. It is not a use of force when a person allows him/herself to be searched, escorted, handcuffed, or restrained.

The KPD policy provides a discussion of reasonableness. It emphasizes that reviewers of force used by officers must judge it from the perspective of the officer on the scene at the time of the incident, allowing for the fact that officers are often forced to make split-second decisions about the amount of force that was reasonably necessary.

Policy requires any use of force by KPD personnel be documented promptly, completely and accurately in an appropriate report, depending on the nature of the incident. The officer has to articulate the factors perceived and why he/she believed the use of force was reasonable under the circumstances. Supervisory notification is required as soon as practicable following the application of force.

KPD policy requires any officer present and observing another officer using force that is clearly beyond that which is objectively reasonable under the circumstances to intercede to prevent the use of unreasonable force, when in a position to do so. The observing officer must promptly report these observations to a supervisor.

Policy directs that when a supervisor is able to respond to an incident in which there has been a reported application of force, the supervisor is to obtain the basic facts, identify witnesses, and photograph injured parties. The supervisor investigating the use of force is required to evaluate the circumstances surrounding the incident and initiate an administrative investigation if there is a question of policy noncompliance or if for any reason further investigation may be appropriate. In the event that a supervisor is unable to respond to the scene of an incident involving the reported application of force, the supervisor is still expected to complete as many of the above items as circumstances permit.

However, KPD policy does not direct the documentation of any of the investigative actions noted above. A series of individual officer reports documenting an arrest situation where force was used was provided to CPSM as a standard example of KPD force reporting. The report of the supervisor at the scene lacked any supervisory assessment of the involved officers' tactics or evaluation of the reasonableness of the force used. There is no mention of questioning re: injuries or medical evaluation of either individual upon which force was used or the photographing of injuries, though CPSM was advised the individuals received medical care. The supervisor noted that two witnesses were contacted who promised written statements at a later date, but no indication the statements were actually provided. The supervisor also used force in this incident twice, compromising his ability to independently evaluate the use of force.

The policy directs that at least annually, the Patrol Division Commander should prepare a force analysis report on use of force incidents which is to be submitted to the Chief of Police. The report should identify force trends and recommendations for training, equipment, and policy revisions. CPSM was advised this force analysis has not been prepared in years.

The force policy as written lacks any language requiring that each use of force by KPD officers be reviewed by department management. As noted, although the policy requires a supervisor to take certain actions when advised of a use of force, policy and practice do not require any documentation of these actions or of the subsequent information obtained or observations made. CPSM was advised that no documentation of a force incident is prepared or maintained other than that of the officer(s) using force. In practice, CPSM was advised that all written reports containing a reporting of the use of force by an officer are reviewed by the captain. However, the policy lacks any directives requiring the documentation of this review by the captain or that

assessment of the force be documented by the captain, nor that any documentation be retained with the original police report containing the force reporting. Also, the policy contains no provisions for the tracking of use of force incidents collectively or individually, nor is the production of any management reports mandated. KPD management had no method of providing CPSM with use of force review results or department or individual statistics in any manner, and could only estimate how many use of force incidents had occurred in the last few years.

The current policy should be revised to include, at a minimum: detailed direction regarding officer reporting of the use of force to include the tactics leading up to the use of force, the actions of the suspect necessitating the use of force, and the specific force used in response to the suspect's actions; directing witnessing officers to verbally report and document their observations of a use of force in appropriate reports; supervisory investigation and evaluation of the use of force as required in current policy to include timely interviewing of all civilian witnesses to the use of force and making a video recording of their statements; collecting all available evidence, including available video recordings with a possible view of the incident; interviewing medical staff for their opinion as to the consistency of the injury to the type and degree of force reported; photographing the scene and injuries of officers and involved parties; documentation of such investigation as a separate document from the incident report; evaluation and documentation of the circumstances of the use of force by management; and the required retention of the investigation, evaluation and other use of force related documents in a separate administrative use of force file. The tracking of the department's use of force both individually and collectively, and the production of periodic management reports must also be included in the policy revision.

A thorough, objective, and fair investigation of the use of force will ensure management has all the facts available to determine the appropriateness of the force. In the event of litigation, such a policy and investigation will also provide supporting evidence that KPD officers have been adequately trained and equipped to reasonably and appropriately use force, and that KPD management is diligent in their review and evaluation of KPD officers' use of force.

Software such as IAPro BlueTeam is widely used by agencies to capture use of force information, as it is with complaints, accidents, etc. Use of force incidents are entered into BlueTeam via a simple Internet style interface, and this information can then be routed through the chain of command, with review and approval at each step. BlueTeam allows for search and tracking capabilities of use of force incidents. The department will have a comprehensive review process for every use of force and have multiple layers of review with subject matter experts for proper application and proper judgement in the use of force. A range of early identification and intervention features are available along with customer configurable thresholds. KPD should explore the available software options and implement such a program as soon as practical.

Recommendations:

- Revise the use of force policy to ensure a thorough and complete force investigation of any use of force incident. (Recommendation 39.)
- Conduct the annual force analysis as directed by current policy. (Recommendation 40.)
- Identify and implement a use of force tracking software package to provide a necessary management tool for KPD. (Recommendation 41.)

Recruitment

The law enforcement profession always faces the challenge of renewing its ranks. For nearly every agency, this is an ongoing effort. However, for some time and especially more recently, finding qualified applicants who have the desire and ability to meet the selection process and academy training requirements has become an even more challenging proposition, adding to a growing shortage of law enforcement officers nationwide.

KPD recruiting is a collateral duty of the administrative sergeant; however, KPD does not maintain an active recruiting program or do any formal recruiting. When KPD has an opening that it is authorized to fill, it is provided applicant names through a contract with the Public Safety Testing Center. Selected applicants participate in an oral board. Once oral boards are completed and certified by the Civil Service Commission, a background investigation is conducted by KPD. The administrative sergeant is the primary background investigator.

In the last three years, KPD has conducted eight rounds of background investigations. A total of 51 applicants were screened through the background process; several applicants were screened out without significant background investigation due to disqualifying factors discovered early in the process. All completed backgrounds are reviewed by the Patrol Captain prior to a finalized report being submitted to the Chief of Police.

In early 2015, KPD hired its first new officer in years. A total of 10 officers and one support staff person (evidence) have been hired over the last three years. Vacancies were created by six retirements, one termination for cause, and one for failing the field training program. Of the10 officers hired, four graduated from the training process (academy & field training) and are now off of probationary status, one was terminated during the field training program, one is currently in the field training program, and one is awaiting the start of the next academy.

The names of applicants who pass the background investigation are provided to the Chief of Police in rank order in groups of three for each open position. Candidates can be disqualified by statute (not meeting Washington state mandates) or for cause when a specific issue or series of issues is raised demonstrating a candidate does not meet the standards of KPD. Examples of reasons applicants have been disqualified include lying during the application process, a pattern of recent criminal behavior, and confessions to domestic abuse. KPD Policy 1000, Recruitment and Selection, outlines department hiring standards.

An applicant who passes the background investigation may receive a conditional offer of employment (COE), authored by the City Manager, which moves them forward to the polygraph, psychological, and medical tests. The Chief makes a hiring decision from the three presented candidates after reviewing the results of the polygraph, psychological, and medical tests.

No recommendations are offered.

Backgrounds

The pre-employment background investigation is one of the most important investigations a law enforcement agency will ever conduct. The investigations must be very comprehensive if they are to lead to informed hiring decisions. They must assure compliance with all applicable minimum standards for appointment and screen out candidates who are found unsuitable for the position, based on relevant information and their past history. Background investigations are

also among the most challenging investigations to conduct. The manner in which background investigations are conducted, from areas investigated to the evaluation of resulting information, must be treated consistently across all candidates.

The Kelso Police Department's (KPD) backgrounds are conducted by the administrative sergeant as a collateral duty. Training and experience are essential for a position as critical as background investigator for a law enforcement organization. Conducting thorough investigations to identify the best candidates for police work is critically important and requires consistency and expertise. The KPD background investigator has received on-the-job training and is guided by the KPD manual and state law.

Background disqualification issues seen by KPD are the same as those seen by most law enforcement agencies. KPD reports the majority of disqualifications are based on drug use and untruthfulness in the background process. Backgrounds also have revealed a pattern of conduct by applicants that would jeopardize public trust in law enforcement.

Consideration should be given to hiring retired KPD or other area law enforcement supervisors on a temporary part-time, nonbenefitted basis to conduct background investigations. This would reduce the collateral duty burden of the administrative sergeant who also oversees the KPD detective unit, property and evidence, and other functions as assigned. Funding for such a position could be drawn from the salary savings from the vacant position(s). No new appropriation would be required.

Recommendation:

- Consideration should be given to hiring retired KPD or other area law enforcement supervisors on an as-needed basis to conduct background investigations. (Recommendation 42.)

Workers' Compensation

Injuries and exposure to health hazards resulting 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. The Kelso Police Department (KPD) is not alone in coping with this disruptive and costly reality.

The Washington State Department of Labor and Industries (WSDLI) oversees the workers' compensation program in the State of Washington. Injured KPD employees report their injury to their KPD supervisor and are provided the necessary medical treatment. WSDLI receives the required documents via KPD and the city Human Resources Department. If the claim is approved, WSDLI will cover medical bills directly related to the employee's injury. Injured employees receive a wage replacement benefit of 60 percent to 75 percent of the wage they were earning (up to a limit) at the time of injury, depending on the number of employee dependents.

As part of CPSM's operational assessment, the KPD claim rate for calendar years 2015-2017 was examined. Specifically, CPSM was looking for an unusually high incidence of claims as well as patterns of injuries that may lead to identification of performance risk factors that could be addressed to reduce the incidence of injuries and associated costs.

CPSM staff spoke with City of Kelso Human Resources and requested, and received documents pertaining to the number and type of claims filed for the period noted. These files were reviewed for patterns and performance risk factors as mentioned. Nothing in the claim documentation

provided or interviews with concerned parties suggested patterns of injuries or abuse of the process.

TABLE 8-1: Workers' Compensation Claims, 2015-2017 (YTD)*

	2015	2016	2017 (YTD)
Lost-time Claims	2	1	1
Medical-only Claims	4	6	2
Total Number of Claims	6	7	3
Average Cost, Lost-time Claim	$13,110	$22,184	$6,400
Avg. Cost, Medical-only Claim	$16,050	$2,068	$316

* Source: City of Kelso Third-party Administrator.
Note: It should be noted that any overtime costs associated with backfill of a vacated position resulting from a lost time claim are not reflected.

To address costs, it is imperative that treating physicians fully understand that temporary, short-term 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 are a desired option to "temporary total disability." Supervisors should accompany an employee to a treating facility when the employee seeks initial medical treatment / evaluation for an on-duty injury and discuss this matter with the treating physician.

Recommendations:

- Supervisors should accompany an employee to a treating facility when the employee seeks initial medical treatment/evaluation for an on-duty injury. The supervisor should consult with the treating physician and discuss with them the availability of temporary modified duty assignments to assist in determining if such work can be performed where available. (Recommendation 43.)
- In the event an injured worker is found to be temporarily disabled and will be on a lost-time status, his or her first-line supervisor should be in weekly contact with the employee to ensure that his or her needs are being met, as well as provide encouragement for a speedy recovery. (Recommendation 44.)

POLICY MANUAL

A comprehensive policy manual is essential for any law enforcement agency. These manuals reflect the operating principles of an agency, and should be constantly reviewed to ensure that the policies are contemporary, conform with legislative mandates, follow case law as determined by the courts, and respond to operational needs and community expectations. Legislative mandates and frequent changes in case law are routine.

Keeping a policy manual up to date is no small task. In some instances, departments develop and maintain policy manuals in-house. While not always the case, this option should be reserved for the largest of agencies that can devote adequate resources to this labor-intensive function. This often requires near full-time dedication, with assistance from legal counsel. In CPSM studies, we often find policy manuals, especially in smaller departments such as KPD, are not current.

There are several options available to maintain policy manuals in house. To its credit, KPD has chosen the Lexipol service to develop and assist in the maintenance of its policy manual. Lexipol is owned and operated by former law enforcement professionals and attorneys. As is their practice, they work collaboratively with the KPD to develop the department's policy manual by providing drafts of each and every policy. The department reviews the draft, modifies as appropriate, and returns the draft to Lexipol for publishing. Lexipol produces both hard and electronic copies for the department's use. In all cases, the department maintains control of the content/directives of each policy.

Importantly, Lexipol attorneys track legislative changes and court decisions that may impact policing operations. At least annually, but routinely more often, Lexipol provides draft policy revisions to the department based upon changes the firm has tracked. Again, it works collaboratively with the department to implement those changes and update the manual. It is an excellent system and is in use throughout the United States and internationally.

KPD provided CPSM with an electronic copy of the department policy manual. It is 487 pages in length. Many of the critical policies such as use of force, pursuit, etc. were reviewed as part of our evaluation of the policy manual. Others were reviewed as part of our review of specific operating sections. Overall, with minor exceptions, we found the manual to be comprehensive and consistent with best practices. Where necessary, policy modifications or compliance recommendations will be included in section-specific reporting.

PERFORMANCE EVALUATION INSTRUMENT

The evaluation of employees affords a tremendous opportunity to help guide their development, enhance their opportunity for a successful career, and increase their value to the organization. Absent a formal mechanism, supervisors frequently 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 that the review takes full advantage of this opportunity, it can certainly 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.

A comprehensive performance evaluation instrument challenges the rating supervisor to thoughtfully assess the employees' performance in a broad range of categories and challenges the employee to identify his or her own strengths, weaknesses, and opportunities for improvement. Performance evaluations should be meaningful for employees and contain input to foster development and growth. Evaluation forms need to be tailored to the specific duties and responsibilities of the job category being assessed.

Under policy 1002, the Kelso Police Department utilizes an Employee Performance Plan to measure performance and to use as a factor in making personnel decisions that relate to merit increases, promotion, reassignment, discipline, demotion, and termination. The evaluation report is intended to serve as a guide for work planning and review by the supervisor and employee.

When completing the evaluation, the rater places a check mark in the column that best describes the employee's performance utilizing the definitions of each rating category as described in the policy. The rating categories cover the relevant job performance areas including practical job performance, judgement, interpersonal skills, communication, teamwork, and community policing. A detective supplement is utilized to evaluate investigators on additional job-specific dimensions.

Space for written comments is provided at the end of the evaluation in the rater comments section. This section allows the rater to document the employee's strengths, weaknesses, and suggestions for improvement. Any rating under any job dimension marked below standards or exceeds standards shall be substantiated in the rater comments section.

The rating supervisor discusses the completed evaluation with the employee, during which any questions the employee may have can be addressed. The supervisor may make appropriate changes to the evaluation if the employee provides reasonable rebuttal evidence. Areas of improvement and goals are to also be discussed with the employee by the supervisor. Employees may also write comments in the "Employee Comments" section of the performance evaluation report.

All sworn and nonsworn supervisory personnel are required to attend, within one year of the supervisory appointment, an approved supervisory course that includes training on the completion of performance evaluations. The policy encourages continued coaching and feedback to enable supervisors and employees the opportunity to correct performance issues as they arise.

Per current policy 1002.5, evaluations of permanent employee shall be completed twice each year by the employee's immediate supervisor. KPD management indicated the policy now requires only annual evaluations. It is believed a Lexipol update mistakenly reverted the policy back to a bi-annual requirement, which was actually changed in 2010. It is estimated the department is 98 percent compliant with the annual evaluation requirement. However, adequate management reports are not prepared or maintained to track actual evaluation status as to assigned rater, evaluation due date, date of rater submission, management approval date, employee signature date, or forwarding date of the completed evaluation to city human resources.

Recommendation:

- A tracking system for evaluations should be implemented to provide management reports regarding the status of employee performance evaluations. (Recommendation 45.)

SECTION 9. MISCELLANEOUS

TEMPORARY HOLDING FACILITY

In 1987, the state-wide jail standards for local facilities were eliminated and the Washington legislature enacted RCW 70.48. This legislation required units of local government that own or operate adult correctional facilities to adopt standards for the operation of those facilities no later than January 1, 1988. Cities and towns were required to adopt the standards after considering guidelines established collectively by the cities and towns of the state. These established standards were required to be the minimums necessary to meet federal and state constitutional requirements relating to health, safety, and welfare of inmates and staff, and specific state and federal statutory requirements, and to provide for the public's health, safety, and welfare. Local correctional facilities shall be operated in accordance with these standards.

Under the definitions of RCW 70.48, the Kelso Police Department operates a Temporary Holding Facility (THF) defined as a facility operated by a governing unit primarily designed, staffed, and used for the temporary housing of adult persons charged with a criminal offense prior to trial or sentencing and for the temporary housing of such persons during or after trial and/or sentencing, but in no instance shall the housing exceed 30 days.

KPD's primary use of the THF is for short-term (less than six hours) holding of prisoners during the prebooking process pending transfer to the Cowlitz County Jail. Generally, prisoners are held short-term in the facility for investigative purposes, driving under the influence testing, or other prebooking processes. The primary responsibility of the KPD staff is to ensure the efficient operation and maintenance of a safe, secure facility in accordance with established local standards.

CPSM found that KPD is not operating the THF as required by state law. There are no internal KPD policies governing operation of the THF, nor did KPD management or line staff display any knowledge of their obligations under state law regarding minimum jail standards. A search of city ordinances did not reveal the establishment of minimum jail standards as required by RCW 70.48.

Operation of a jail facility exposes any government entity to significant issues of potential liability. The City of Kelso and its police department must operate such a facility as directed by state law. Monitoring of the environment to ensure compliance with minimum jail standards while maintaining the safety of prisoners and staff must be continuous.

Recommendation:

- CPSM recommends the City of Kelso consult with its City Attorney to determine if it is prudent to continue operating the KPD housing facility pending the development of policy in accordance with state law and the delivery of required training to KPD personnel. (Recommendation 46.)

FLEET

The Kelso Police Department operates a fleet of 17 vehicles. The fleet is made up of a combination of Interceptors, Chargers, Crown Victorias, and an Impala. Vehicles are assigned as take-home cars to the Chief, Captain, and Administrative Sergeant; the remaining are pool

and special-use vehicles. The department fleet is managed by the department captain. KPD policies 704 and 706 outline the guidelines regarding the assignment, operation, and maintenance of department vehicles.

Vehicle replacement has been based on mileage and maintenance costs of the vehicle. Mounting maintenance costs or significant damage to a vehicle prior to the mileage target for the vehicle can also cause it to be removed from the fleet. Vehicles removed from the fleet are sent to auction. Funds garnered from vehicle auctions are returned to the city general fund. The KPD fleet is budgeted to receive two replacement vehicles in 2018.

Beginning in 2017, the city began funding all city department vehicle needs through the Equipment Reserve Fund. The city historically has funded police vehicles straight through the General Fund because equipment reserve transfers from the General Fund were curtailed during the recession. Depreciation for existing police vehicles is not being funded; however, the number of police vehicles being purchased annually is expanding the fleet, not just replacing old vehicles. Once the additional investment levels off, more money will be available to transfer to the Equipment Reserve fund to pay for vehicle depreciation.

KPD maintains an ongoing preventive maintenance program. Vehicle maintenance and repair are contracted with a local garage on a five-year contract. Appropriate chain of command review is in place for approval of escalating repair costs versus removing a vehicle from the fleet. The maintenance budget is determined based upon an average of the most recent years' actual rate. Vehicle fuel and maintenance appears to be adequately budgeted based on the budget numbers provided from fiscal years 2015 and 2016.

KPD personnel receive training annually on emergency vehicle operation during the department-wide mandated training week. KPD fleet accident rates were not available at the time of the study, but should be examined quarterly by KPD management.

Recommendations:

- KPD accident rates should be examined quarterly by KPD management. (Recommendation 47.)

FACILITY

The department operates out of a relatively new facility within the footprint of city hall. It appears that the facility well serves the needs of the department. The only recommendation involves a lack of security in the parking area. While a chain-link fence separates the parking area from an access street behind the facility, there are no gates at the entry or exit to the parking lot. This gives the public easy access to this space. This subjects the fleet to vandalism, something that is not uncommon relative to police vehicles.

Recommendation:

- It is recommended that gates be installed at the entry and exit points for the police department parking lot to enhance security and limit access. (Recommendation 48.)

TECHNOLOGY

The department is fortunate to have on-site IT support, even if for only a day and a half per week. Such a commitment of resources is unusual in agencies of this size. CPSM examined the use of technology by the KPD. Aside from human resources, technology is the lifeblood of policing operations. Following is a listing of technologies in use at present:

- Mobile computer systems (laptop computers equipped with GPS and GIS Mapping). Officers' patrol vehicles are their "offices." The computers enable them to write reports, search various law enforcement-related databases, map calls that they are responding to, and more. The GPS system ensures that they can be located in an emergency.
- Interactive videotaping for interview rooms. In today's environment, audio/video recording of suspect interviews is vital to prosecution.
- Cellebrite forensic computers and programs. These are utilized in the investigation of child pornography and financial crimes and must be isolated from the department's computer network to prevent corruption of material and contamination of investigative files.
- Sector e-citation programs, including CAD interface, printers, and links to the court system. This is the vehicle by which investigative files, citations, etc., are transmitted to prosecutors and the courts. It is a system in use throughout the State of Washington.
- Portable breath testers.
- Tragger BAC. This equipment provides for chemical testing of impaired drivers.
- 911, cellular, and landline telephone systems.
- Desktop computers and related programs, printers, monitors, and related devices for day-to-day operations.
- Automated external defibrillators (AEDs). The facilities and all patrol vehicles are equipped with these life-saving devices.
- Radar traffic enforcement technology installed in all patrol vehicles.
- Computer simulated firearms training software.
- Agile Mesh deployable video for tactical operations.

Law enforcement technology, as all technology, is in a constant state of innovative change. There are many new applications for field and investigative use being deployed throughout the country. These range from simple smartphone applications to significant software and hardware systems requiring considerable capital expenditure. Few agencies can afford all of the state-of-the-art technology that is available. Agencies must review the options available and assess the benefit of any option. Below, we identify some of those options we would consider useful in Kelso. Again, with any new technology, additional costs are involved beyond acquisition. Those include upgrades, maintenance, storage, and providing access. The city must weigh the cost and benefit of each.

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 cause the local law enforcement agency to be notified of the presence 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. The department has indicated that four such cameras would be sufficient to serve the needs of the department. Placement of cameras 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, near $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 would hope that the value of such technology would far outweigh any perceived privacy concerns and that the bill would fail.

Vehicle-mounted / Body-worn Cameras / Recorders

At present, the department does not equip its officers with body-worn cameras and audio recording devices. Nor does it utilize vehicle-mounted camera/recorders. There is no question that at present, no better technology exists for capturing encounters with individuals than vehicle-mounted and 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. Proper and adequate storage of 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 due to the public records requests, many agencies have found it necessary to hire additional staff to deal with the added workload involved in video storage and retrieval.

Global Positioning System (GPS) / Automated Vehicle Locater

At present the department does not utilize GPS technology to track the location of its patrol fleet, though the vehicles are so equipped. While 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 rendering them unable to effectively broadcast their location. Following the recent theft and crash of a patrol vehicle, the chief indicated that he is in the process of activating this technology. We strongly encourage this action.

Recommendations:

- Explore the opportunity to deploy automated license plate readers, either as fixed, mounted instruments at high-traffic locations and/or on patrol vehicles. (Recommendation 49.)
- Move forward with the stated plan to activate GPS technology as presently equipped on patrol vehicles. (Recommendation 50.)
- Consider the cost/benefit and operational impacts of vehicle-mounted and body-worn cameras. (Recommendation 51.)

SECTION 10. DATA ANALYSIS

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

The information in this analysis was developed using computer-aided dispatch (CAD) data provided by the Cowlitz County Communications Center.

CPSM collected data for the one-year period of July 1, 2016 through June 30, 2017. The majority of the first section of the analysis, concluding with Table 10-8, uses call data for this one-year period. For the detailed workload analysis, we use two eight-week sample periods. The first period is from July 7 through August 31, 2016, or summer, and the second period is from January 4 through February 28, 2017, or winter.

WORKLOAD ANALYSIS

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

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

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

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

- 1,633 events (about 9.6 percent) involved patrol units spending zero time on scene.
- Thirty-five calls lacked accurate busy times. We excluded these calls when evaluating busy time and work hours.
- The computer-aided dispatch (CAD) system used approximately 134 different event descriptions, which we condensed to 15 categories for our tables and 10 categories for our

figures (shown in Chart 10-1). Table 1017 in the appendix shows how each call description was categorized.

- 47 percent of calls did not have the call source data filled in. For these calls, we designated the calls with an overall response time of less than one minute as police-initiated calls and all others were designated as community-initiated calls.

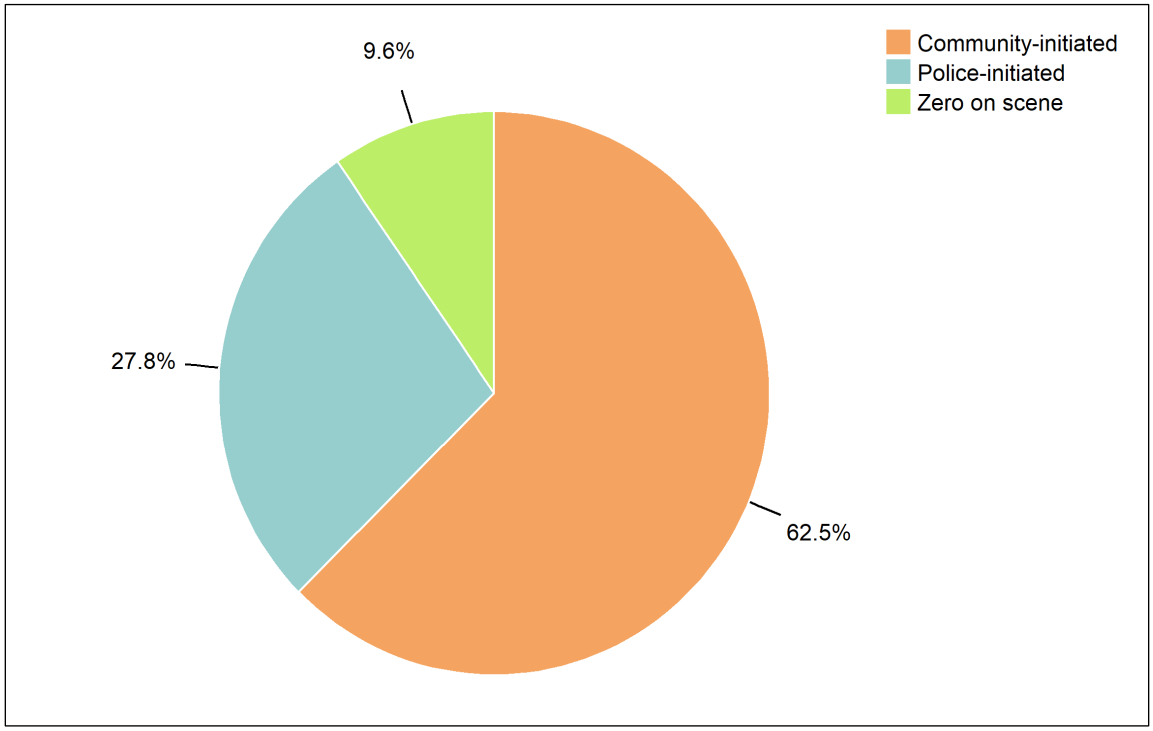
Between July 1, 2016 and June 30, 2017, the communications center recorded approximately 17,000 events that were assigned a call number and which included an adequate record of a responding patrol unit as either the primary or secondary unit. When measured daily, the department reported an average of 46.4 patrol-related events per day, approximately 9.6 percent of which (1.9 per day) had fewer than 30 seconds spent on the call.

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

CHART 10-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarms	Alarms
Prisoner–arrest	Arrest
Assist other agency	Assist other agency
Checks	Checks
Crime–-person	Crime
Crime–property	
Directed patrol	Directed patrol
Animal calls	General noncriminal
Juvenile	
Miscellaneous	
Investigations	Investigations
Disturbance	Suspicious incident
Suspicious person/vehicle	
Accidents	Traffic
Traffic enforcement	

FIGURE 10-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 16,950 events.

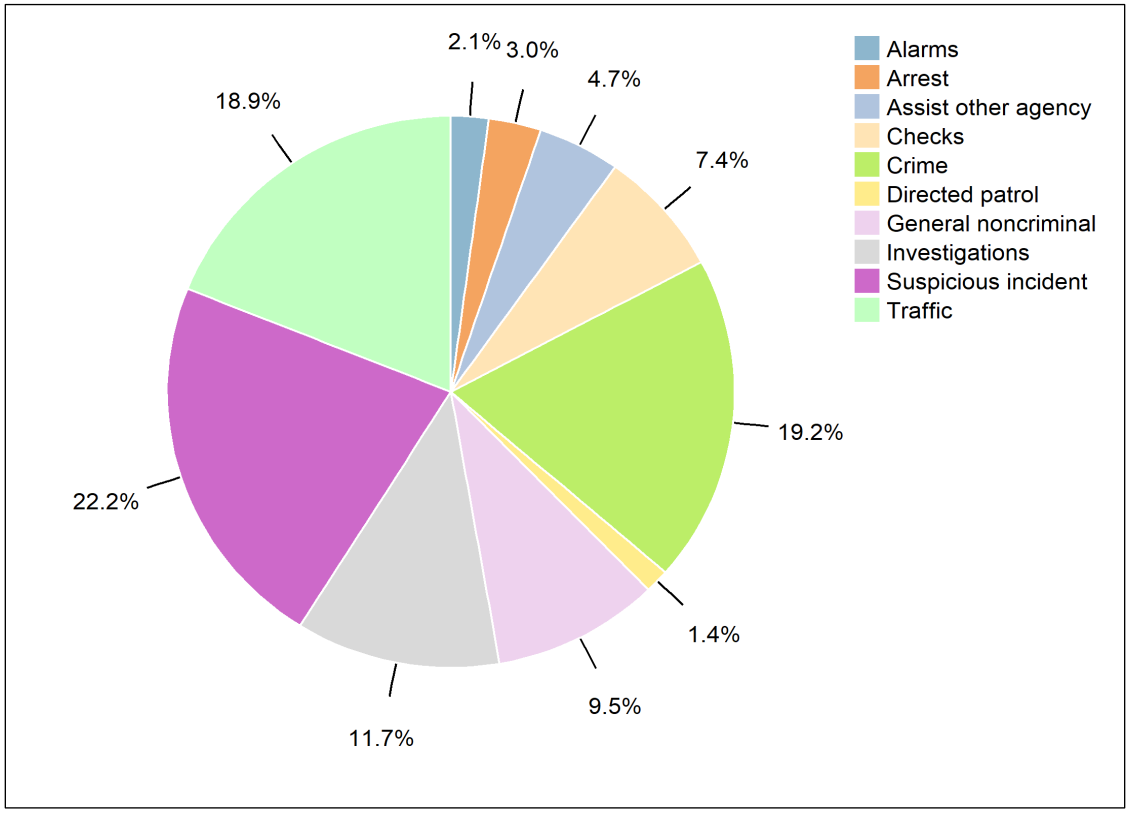
TABLE 10-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	10,602	29
Police-initiated	4,715	12.9
Zero on scene	1,633	4.5
Total	**16,950**	**46.4**

Observations:

- 63 percent of all events were community-initiated.
- 28 percent of all events were police-initiated.
- 10 percent of the events had zero time on scene; 47 percent or 802 of the zero-on-scene calls were 911 hang up calls.
- On average, there were 46 events per day, or 1.9 per hour.

FIGURE 10-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-2: Events per Day, by Category

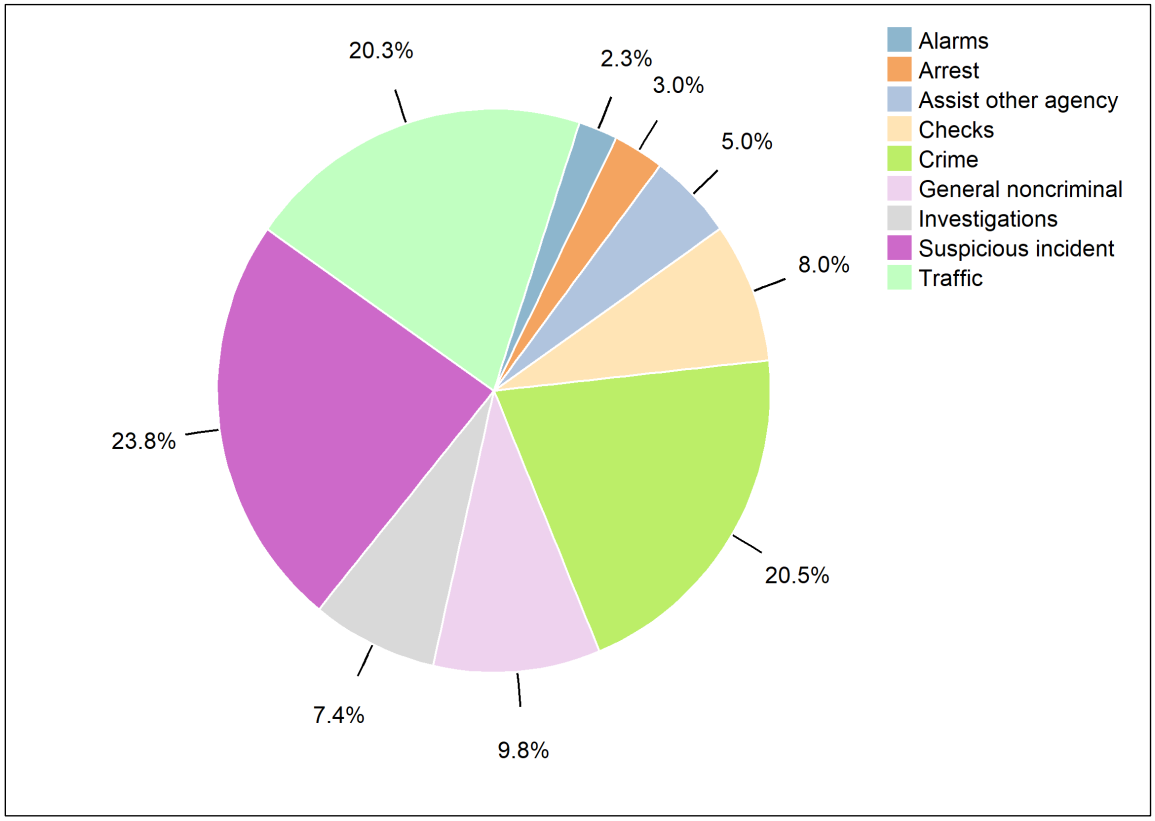
Category	No. of Calls	Calls per Day
Accidents	470	1.3
Alarms	363	1
Animal calls	37	0.1
Assist other agency	796	2.2
Checks	1,251	3.4
Crime–person	1,296	3.6
Crime–property	1,952	5.3
Directed patrol	231	0.6
Disturbance	1,646	4.5
Investigations	1,975	5.4
Juvenile	276	0.8
Miscellaneous	1,303	3.6
Prisoner–arrest	505	1.4
Suspicious person/vehicle	2,114	5.8
Traffic enforcement	2,735	7.5
Total	**16,950**	**46.4**

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

Observations:

- The top four categories accounted for 72 percent of events:
  - 22 percent of events were suspicious incidents.
  - 19 percent of events were crimes.
  - 19 percent of events were traffic.
  - 12 percent of events were investigations.

FIGURE 10-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-3: Calls per Day, by Category

Category	No. of Calls	Calls per Day
Accidents	462	1.3
Alarms	346	0.9
Animal calls	34	0.1
Assist other agency	755	2.1
Checks	1,211	3.3
Crime–person	1,239	3.4
Crime–property	1,859	5.1
Disturbance	1,589	4.4
Investigations	1,111	3
Juvenile	265	0.7
Miscellaneous	1,177	3.2
Prisoner–arrest	449	1.2
Suspicious person/vehicle	2,013	5.5
Traffic enforcement	2,603	7.1
Total	**15,113**	**41.4**

Note: The focus here is on recorded calls rather than recorded events. We removed 231 directed patrol events, and an additional 1,606 events with zero time on scene.

Observations:

- On average, there were 41.4 calls per day, or 1.7 per hour.
- The top four categories accounted for 74 percent of calls:
  - 24 percent of calls were suspicious incidents.
  - 20 percent of calls were crimes.
  - 20 percent of calls were traffic related.
  - 10 percent of calls were general noncriminal calls.

FIGURE 10-4: Calls per Day, by Initiator and Month

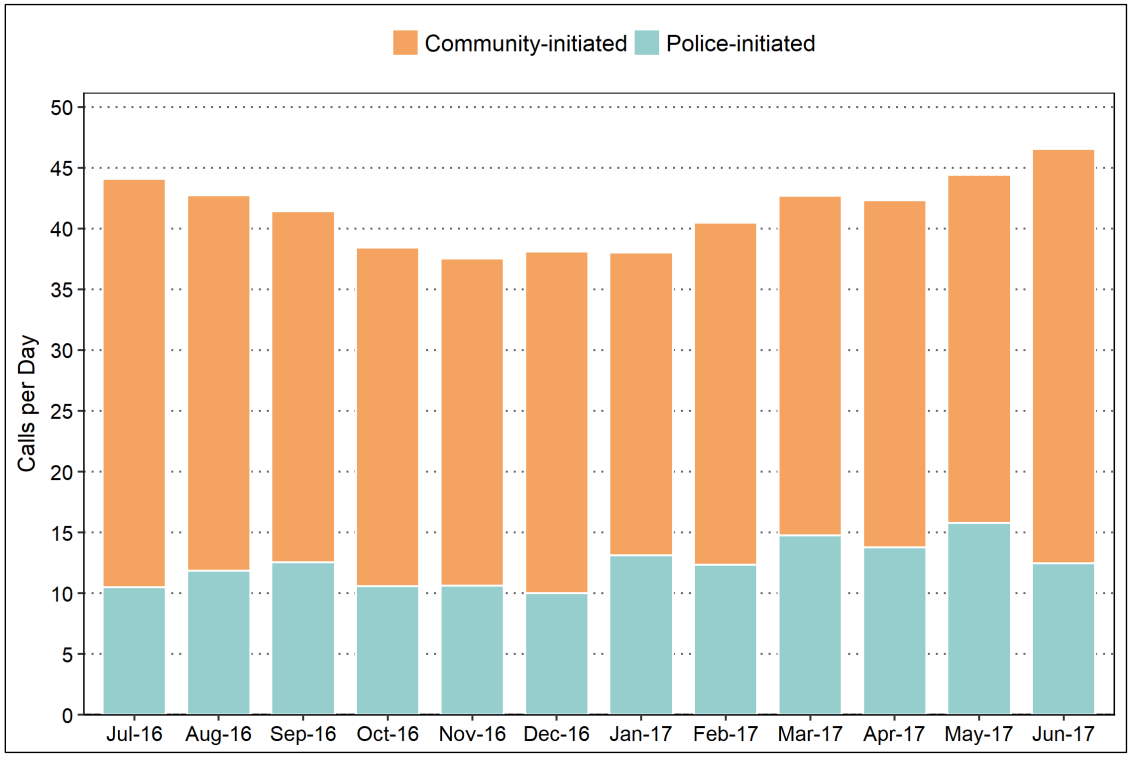


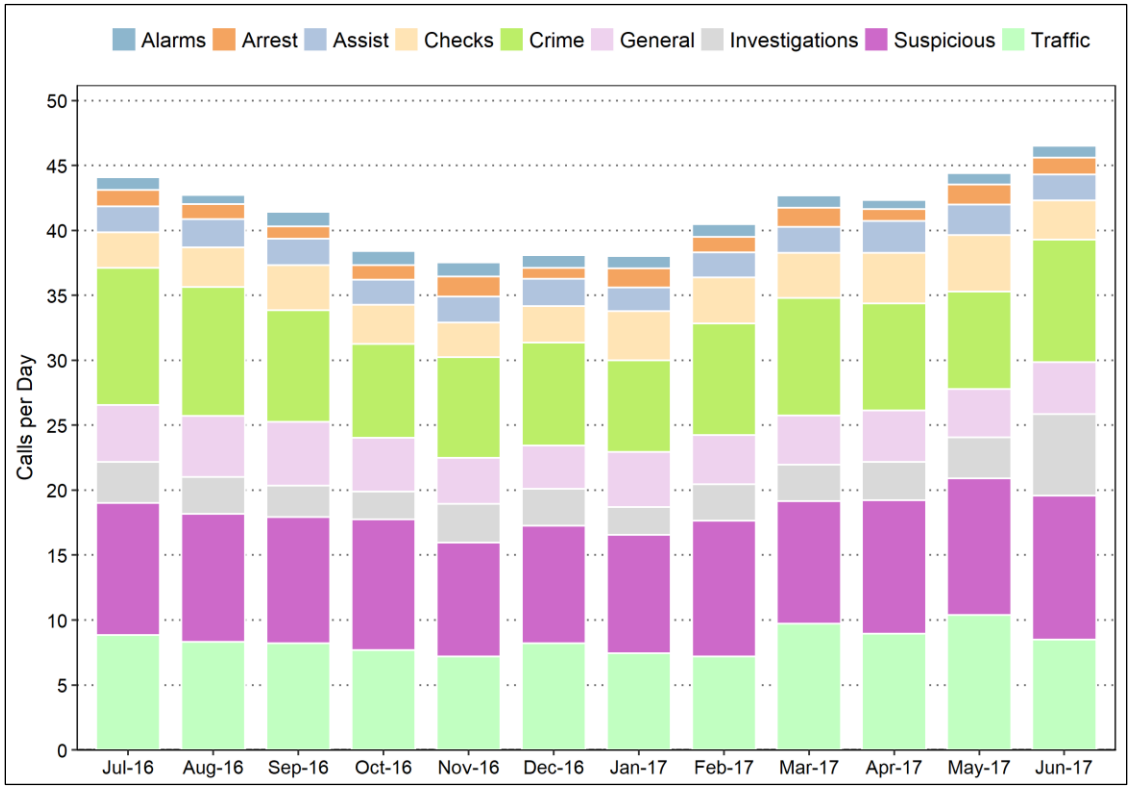
TABLE 10-4: Calls per Day, by Initiator and Month

Initiator	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Community	33.6	30.9	28.9	27.8	26.9	28.1	24.9	28.1	28.0	28.6	28.6	34.1
Police	10.5	11.8	12.5	10.6	10.6	10.0	13.1	12.4	14.7	13.8	15.8	12.5
Total	**44.1**	**42.7**	**41.4**	**38.4**	**37.5**	**38.1**	**38.0**	**40.5**	**42.7**	**42.3**	**44.4**	**46.5**

Observations:

- The number of calls per day was lowest in November.
- The number of calls per day was highest in June.
- The month with the most calls had 24 percent more calls than the month with the fewest calls.
- May had the most police-initiated calls, with 58 percent more than December, which had the fewest.
- June had the most community-initiated calls, with 37 percent more than January, which had the fewest.

FIGURE 10-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 10-1.

TABLE 10-5: Calls per Day, by Category and Month

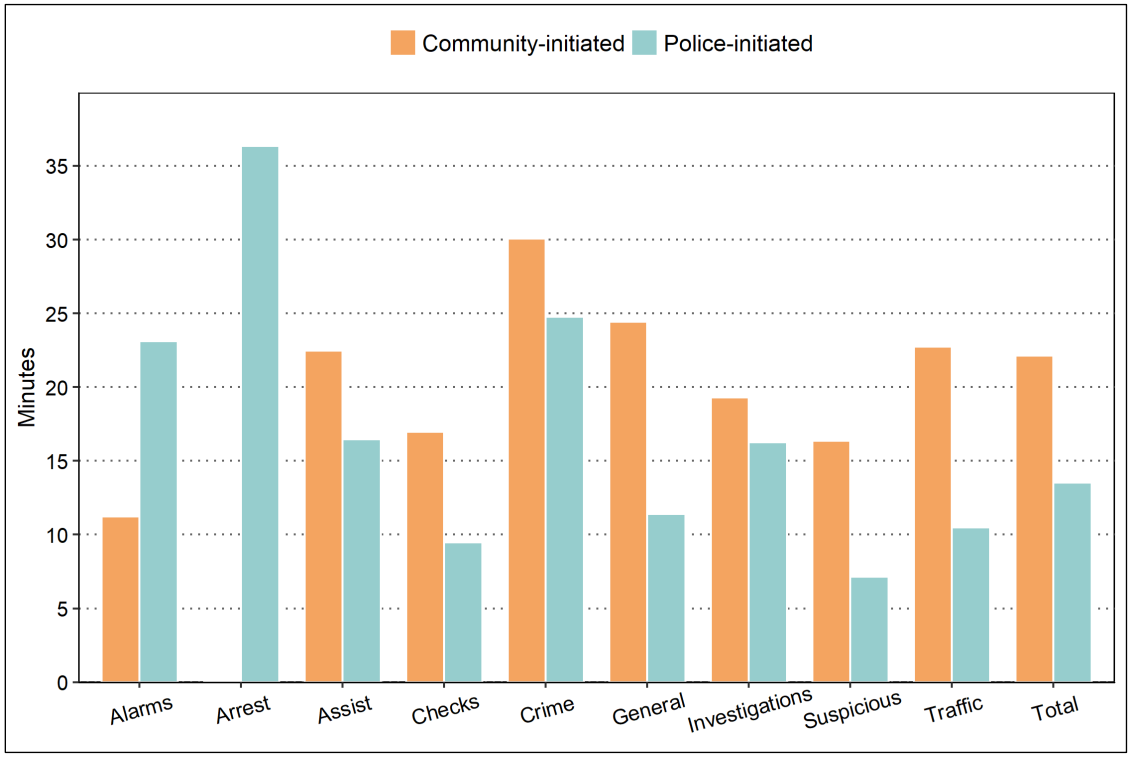
Category	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Accidents	1.6	1.0	1.1	1.6	1.6	1.4	0.9	0.9	1.3	1.1	1.1	1.4
Alarms	1.0	0.7	1.1	1.1	1.1	1.0	0.9	1.0	1.0	0.7	0.9	0.9
Animal calls	0.1	0.1	0.2	0.1	0	0	0.1	0.1	0.1	0.1	0.1	0.1
Assist other agency	2.0	2.2	2.0	1.9	2.0	2.1	1.8	1.9	2.0	2.5	2.4	2.0
Checks	2.7	3.1	3.5	3.0	2.7	2.8	3.8	3.6	3.5	3.9	4.4	3.0
Crime–person	4.8	3.7	3.0	3.4	2.7	3.3	3.2	3.5	3.1	2.9	3.0	4.2
Crime–property	5.7	6.3	5.6	3.8	5.0	4.6	3.9	5.1	6.0	5.3	4.5	5.3
Disturbance	5.1	4.5	4.3	4.2	3.5	4.3	3.6	5.1	4.5	3.8	4.8	4.7
Investigations	3.2	2.9	2.4	2.2	3.0	2.8	2.2	2.8	2.8	2.9	3.2	6.3
Juvenile	0.8	0.5	0.9	0.8	0.7	0.6	0.8	0.8	0.6	0.6	0.8	0.7
Miscellaneous	3.5	4.1	3.8	3.2	2.9	2.7	3.4	2.9	3.0	3.3	2.7	3.2
Prisoner–arrest	1.3	1.2	0.9	1.1	1.5	0.8	1.5	1.2	1.5	0.9	1.5	1.3
Suspicious person/vehicle	5.0	5.3	5.4	5.9	5.3	4.7	5.5	5.4	5.0	6.5	5.7	6.4
Traffic enforcement	7.2	7.3	7.1	6.1	5.6	6.8	6.5	6.2	8.4	7.8	9.3	7.1
Total	**44.1**	**42.7**	**41.4**	**38.4**	**37.5**	**38.1**	**38**	**40.5**	**42.7**	**42.3**	**44.4**	**46.5**

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories averaged between 71 and 77 percent of calls throughout the year:
  - Suspicious incidents averaged between 8.8 and 11.1 calls per day throughout the year.
  - Crimes averaged between 7.1 and 10.6 calls per day throughout the year.
  - Traffic calls averaged between 7.2 and 10.4 calls per day throughout the year.
  - General noncriminal calls averaged between 3.4 and 4.9 calls per day throughout the year.
- Crimes accounted for 17 to 24 percent of total calls by month.

FIGURE 10-6: 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 10-1. For this graph and the following Table 10-6, we removed 35 calls with inaccurate busy times.

TABLE 10-6: Primary Unit's Average Occupied Times, by Category and Initiator

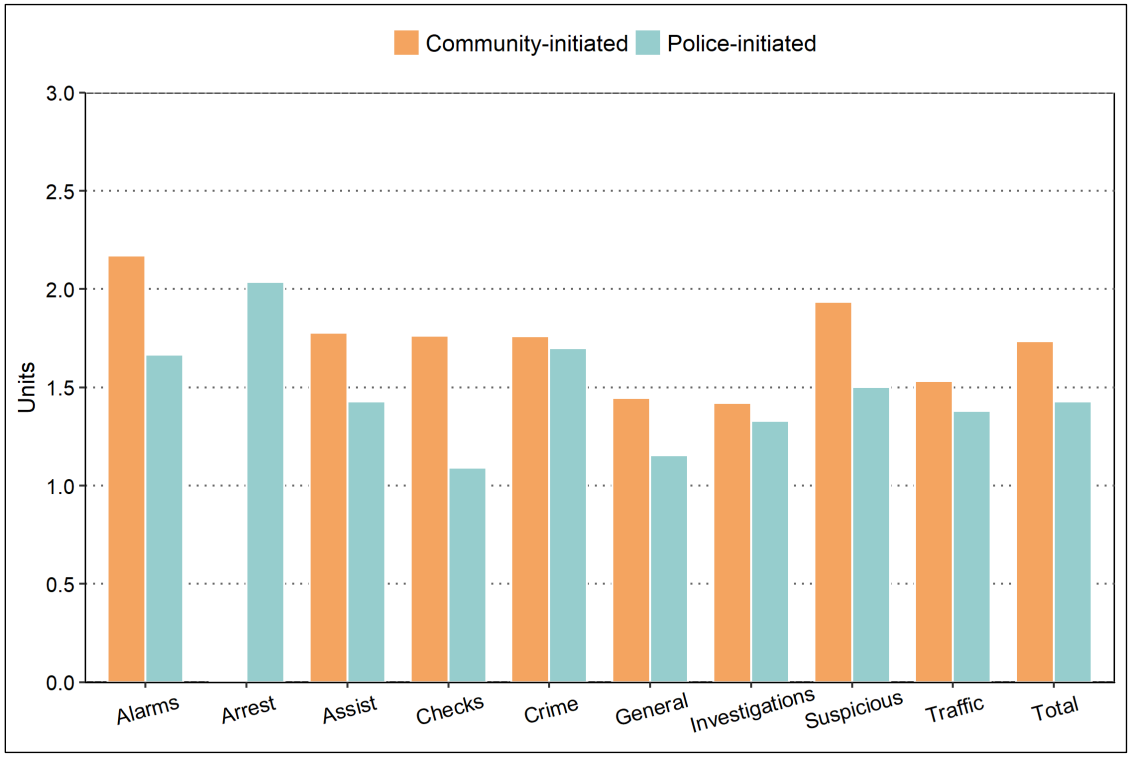
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accidents	30.9	439	26.4	23
Alarms	11.2	343	23.1	3
Animal calls	12.7	27	7.7	7
Assist other agency	22.5	594	16.5	161
Checks	17.0	763	9.5	448
Crime–person	32.1	1,195	31.4	44
Crime–property	28.7	1,727	22.6	132
Disturbance	16.6	1,523	11.8	66
Investigations	19.3	916	16.3	194
Juvenile	28.1	251	9.9	14
Miscellaneous	23.6	718	11.5	458
Prisoner–arrest	NA	0	36.3	449
Suspicious person/vehicle	16.1	1,274	6.7	739
Traffic enforcement	18.4	829	10.3	1,741
Weighted Average/Total Calls	**22.1**	**10,599**	**13.5**	**4,479**

Note: The information in Figure 10-6 and Table 10-6 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 7 to 36 minutes overall.
- The longest average times were for police-initiated arrest calls.
- The average time spent on crimes was 30 minutes for community-initiated calls and 25 minutes for police-initiated calls.

FIGURE 10-7: Number of Responding Units, by Initiator and Category



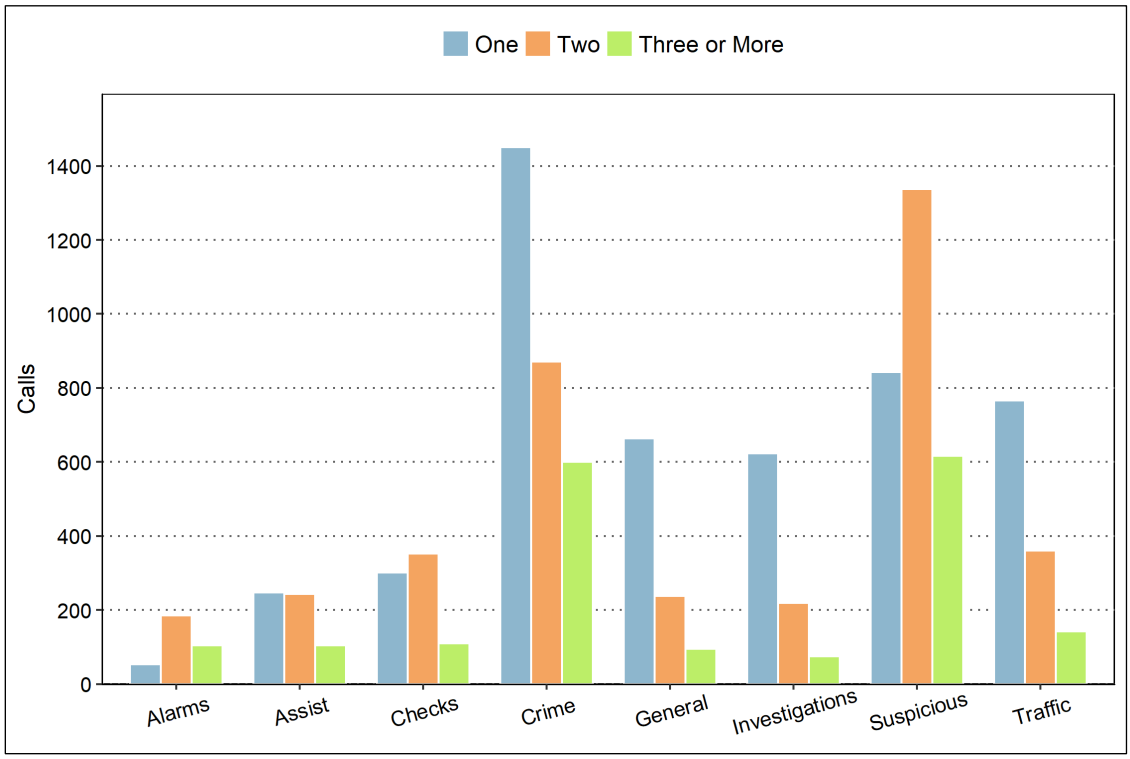
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-7: Average Number of Responding Units, by Initiator and Category

Category	Community-initiated		Police-initiated	
	No. Units	Calls	No. Units	Calls
Accidents	1.7	439	1.6	23
Alarms	2.2	343	1.7	3
Animal calls	1.5	27	1.6	7
Assist other agency	1.8	594	1.4	161
Checks	1.8	763	1.1	448
Crime–person	1.8	1,195	1.8	44
Crime–property	1.7	1,727	1.7	132
Disturbance	2.1	1,523	1.7	66
Investigations	1.4	917	1.3	194
Juvenile	1.6	251	1.2	14
Miscellaneous	1.4	719	1.1	458
Prisoner–arrest	NA	0	2.0	449
Suspicious person/vehicle	1.8	1,274	1.5	739
Traffic enforcement	1.5	830	1.4	1,773
Weighted Average/Total Calls	**1.7**	**10,602**	**1.4**	**4,511**

Note: The information in Figure 10-7 and Table 10-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 10-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 10-1.

TABLE 10-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accidents	238	124	77
Alarms	53	186	104
Animal calls	17	7	3
Assist other agency	247	243	104
Checks	301	352	110
Crime–person	546	363	286
Crime–property	904	508	315
Disturbance	296	831	396
Investigations	623	219	75
Juvenile	138	77	36
Miscellaneous	509	154	56
Suspicious person/vehicle	547	506	221
Traffic enforcement	528	236	66
Total	**4,947**	**3,806**	**1,849**

Observations:

- The overall mean number of responding units was 1.4 for police-initiated calls and 1.7 for community-initiated calls.
- The mean number of responding units was as high as 2.2 for alarms that were community-initiated.
- 47 percent of community-initiated calls involved one responding unit.
- 36 percent of community-initiated calls involved two responding units.
- 17 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved suspicious incidents.

FIGURE 10-9: Percentage Calls and Work Hours, by Category, Summer 2016

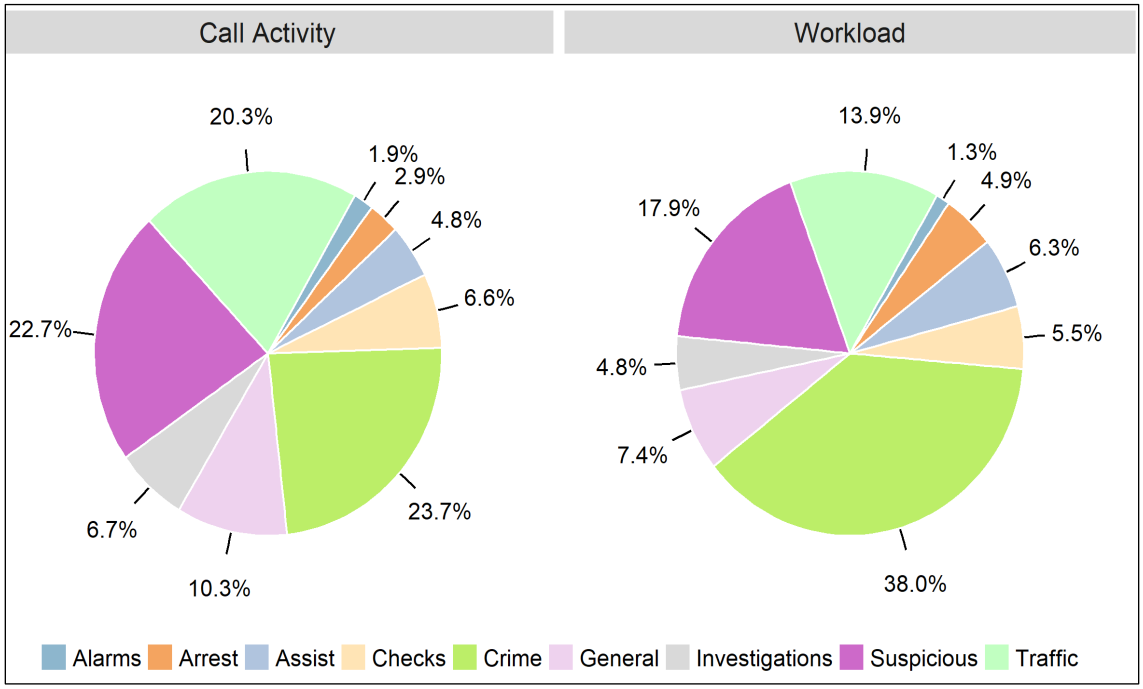


TABLE 10-9: Calls and Work Hours per Day, by Category, Summer 2016

Category	Per Day	
	Calls	Work Hours
Accidents	1.4	1.1
Alarms	0.8	0.3
Animal calls	0.1	0.0
Assist other agency	2.1	1.3
Checks	2.9	1.2
Crime–person	4.2	3.7
Crime–property	6.1	4.2
Disturbance	4.6	2.1
Investigations	2.9	1.0
Juvenile	0.7	0.4
Miscellaneous	3.7	1.1
Prisoner–arrest	1.2	1.0
Suspicious person/vehicle	5.2	1.6
Traffic enforcement	7.4	1.8
Total	**43.1**	**20.8**

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- On average, there were 43 calls per day, or 1.8 per hour.
- Total workload averaged 21 hours per day, meaning that on average 0.9 officers per hour were busy responding to calls.
- Suspicious incidents constituted 23 percent of calls and 18 percent of workload.
- Crimes constituted 24 percent of calls and 38 percent of workload.
- Traffic calls constituted 20 percent of calls and 14 percent of workload.
- General noncriminal calls constituted 10 percent of calls and 7 percent of workload.
- These top four categories constituted 77 percent of calls and 77 percent of workload.

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

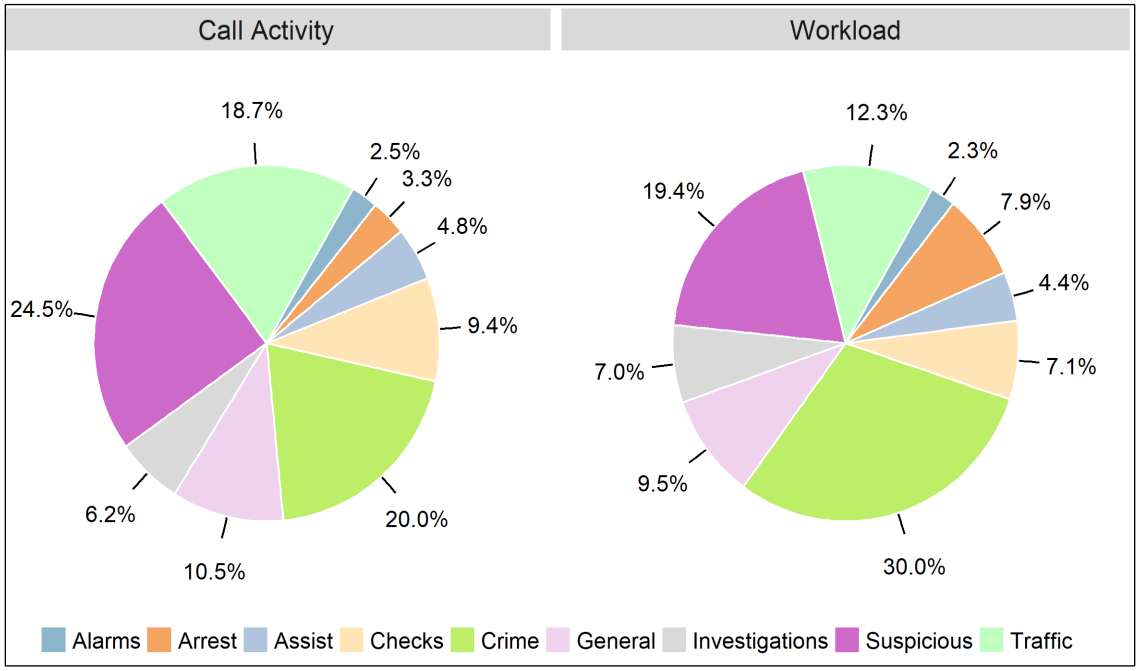


TABLE 10-10: Calls and Work Hours per Day, by Category, Winter 2017

Category	Per Day	
	Calls	Work Hours
Accidents	0.9	0.8
Alarms	1.0	0.5
Animal calls	0.1	0.0
Assist other agency	1.9	0.9
Checks	3.7	1.5
Crime–person	3.3	2.9
Crime–property	4.5	3.3
Disturbance	4.2	2.1
Investigations	2.4	1.5
Juvenile	0.8	0.7
Miscellaneous	3.2	1.2
Prisoner–arrest	1.3	1.6
Suspicious person/vehicle	5.3	1.9
Traffic enforcement	6.4	1.7
Total	**39.1**	**20.6**

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- The average number of calls per day was lower in winter than in summer.
- The average daily workload was approximately the same in winter and in summer.
- On average, there were 39 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.
- Suspicious incidents constituted 24 percent of calls and 19 percent of workload.
- Crimes constituted 20 percent of calls and 30 percent of workload.
- Traffic calls constituted 19 percent of calls and 12 percent of workload.
- General noncriminal calls constituted 10 percent of calls and 10 percent of workload.
- These top four categories constituted 74 percent of calls and 71 percent of workload.

NONCALL ACTIVITIES

In the period from July 1, 2016 to June 30, 2017, the dispatch center recorded activities that were not assigned a call number. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity.

We excluded activities that lasted less than 30 seconds and more than eight hours. After these exclusions, 4,922 activities remained. These activities had an average duration of 43.1 minutes.

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

TABLE 10-11: Activities and Occupied Times by Type

Description	Occupied Time	Count
Gas	4.8	381
Hall of justice	19.7	121
Miscellaneous	36.8	34
Police department	48.7	3,656
Administrative – Weighted Average/Total Calls	**43.8**	**4,192**
Meals	39.9	694
Personal (on own) time	24.1	36
Personal – Weighted Average/Total Calls	**39.1**	**730**
Weighted Average/Total Calls	**43.1**	**4,922**

Observations:

- The most common noncall activity that was recorded was time spent on unspecified administrative tasks taking place at police headquarters.
- The average time spent on personal activities 39 minutes.
- The average time spent on administrative activities was 44 minutes.

FIGURE 10-11: Activities per Day, by Month

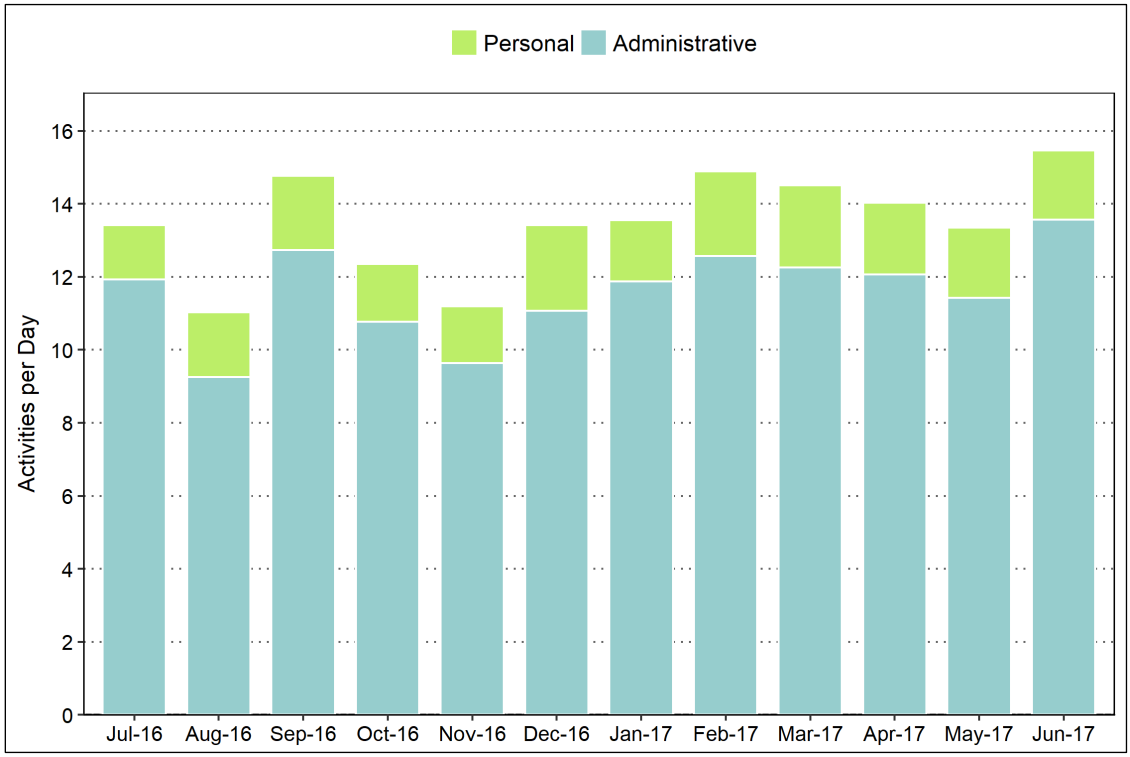


TABLE 10-12: Activities per Day, by Month

Month	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Administrative	11.9	9.3	12.7	10.8	9.6	11.1	11.9	12.6	12.3	12.1	11.4	13.6
Personal	1.5	1.8	2.0	1.6	1.6	2.4	1.7	2.3	2.3	2.0	1.9	1.9
Total	**13.4**	**11.0**	**14.8**	**12.4**	**11.2**	**13.4**	**13.5**	**14.9**	**14.5**	**14.0**	**13.4**	**15.5**

Observations:

- The number of noncall activities ranged from 11 to 15 per day with the lowest number in August and the highest in June.

FIGURE 10-12: Activities per Day, by Hour of Day

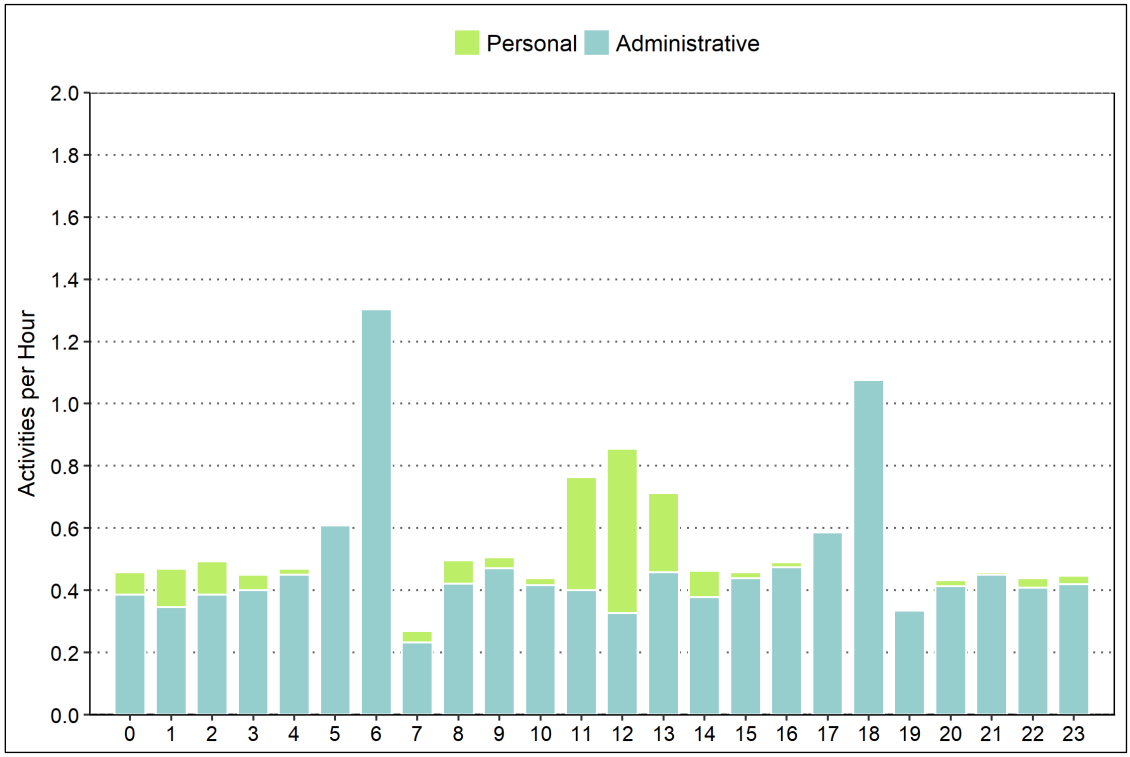


TABLE 10-13: Activities per Day, by Hour of Day

Hour of Day	Personal	Administrative	Total
0	0.1	0.4	0.5
1	0.1	0.3	0.5
2	0.1	0.4	0.5
3	0.0	0.4	0.4
4	0.0	0.4	0.5
5	0.0	0.6	0.6
6	0.0	1.3	1.3
7	0.0	0.2	0.3
8	0.1	0.4	0.5
9	0.0	0.5	0.5
10	0.0	0.4	0.4
11	0.4	0.4	0.8
12	0.5	0.3	0.9
13	0.3	0.5	0.7
14	0.1	0.4	0.5
15	0.0	0.4	0.5
16	0.0	0.5	0.5
17	0.0	0.6	0.6
18	0.0	1.1	1.1
19	0.0	0.3	0.3
20	0.0	0.4	0.4
21	0.0	0.4	0.5
22	0.0	0.4	0.4
23	0.0	0.4	0.4
Average per day	**2.0**	**11.5**	**13.5**

Observations:

- The number of administrative activities was highest between 6:00 a.m. and 7:00 a.m. and between 6:00 p.m. and 7:00 p.m. during shift start and end times.
- The number of personal activities was highest between 11:00 a.m. and 2:00 p.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in summer (July 7 through August 31, 2016) and eight weeks in winter (January 4 through February 28, 2017). The department's patrol force consists of patrol officers and one abatement officer. The patrol force operates on 12-hour shifts starting at 6:30 a.m. and 6:30 p.m. The police department's patrol force deployed an average of 3.0 officers per hour during the 24-hour day in summer 2016 and 3.3 officers per hour during the 24-hour day in winter 2017.

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

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

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

FIGURE 10-13: Deployed Officers, Weekdays, Summer 2016

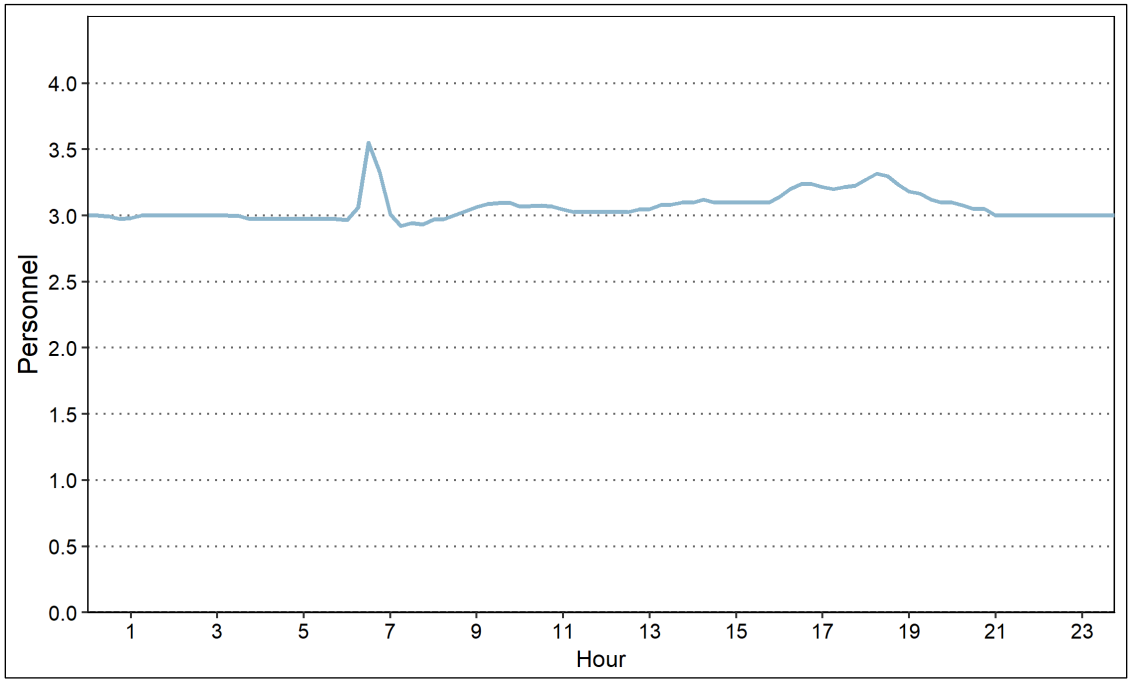


FIGURE 10-14: Deployed Officers, Weekends, Summer 2016

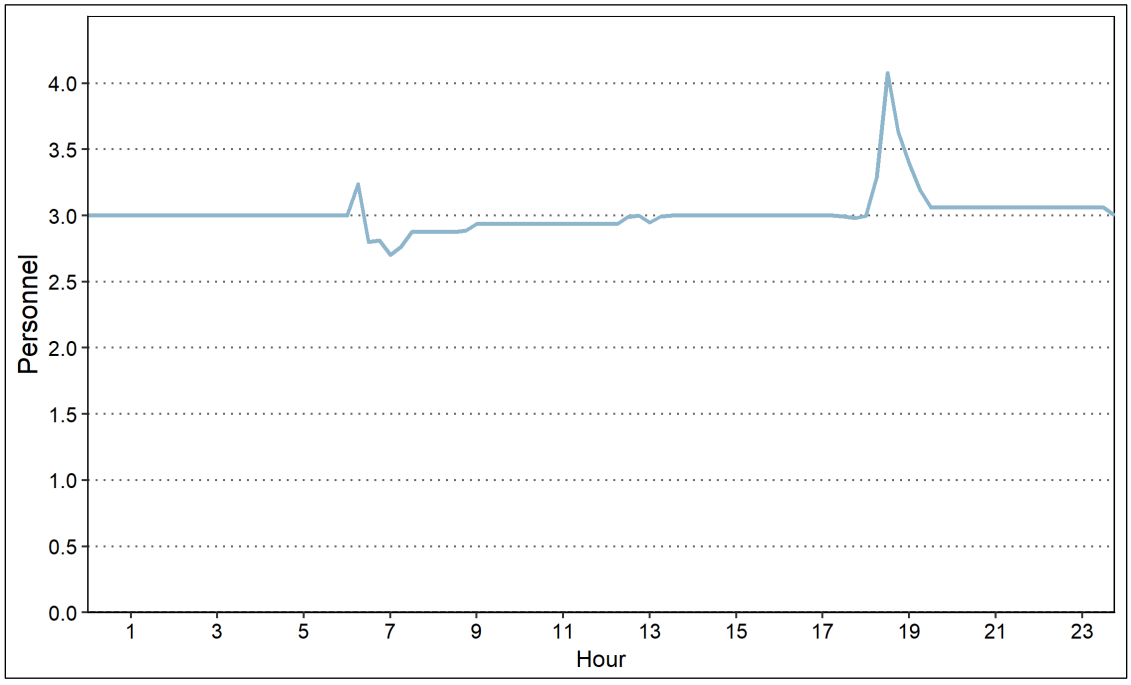


FIGURE 10-15: Deployed Officers, Weekdays, Winter 2017

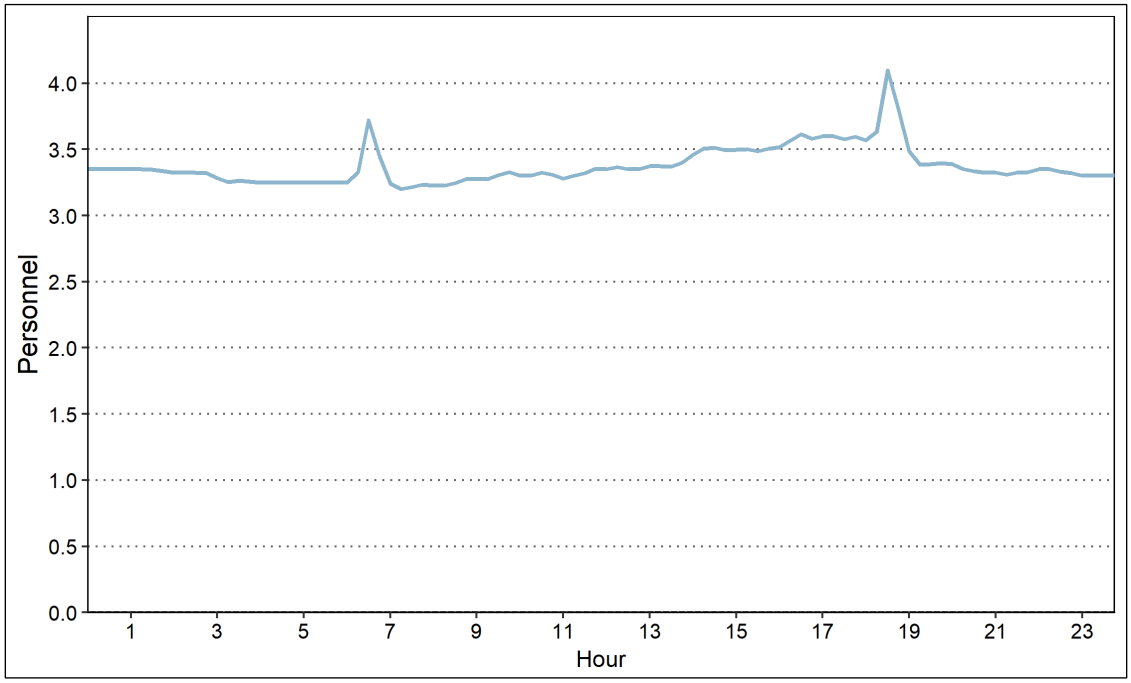
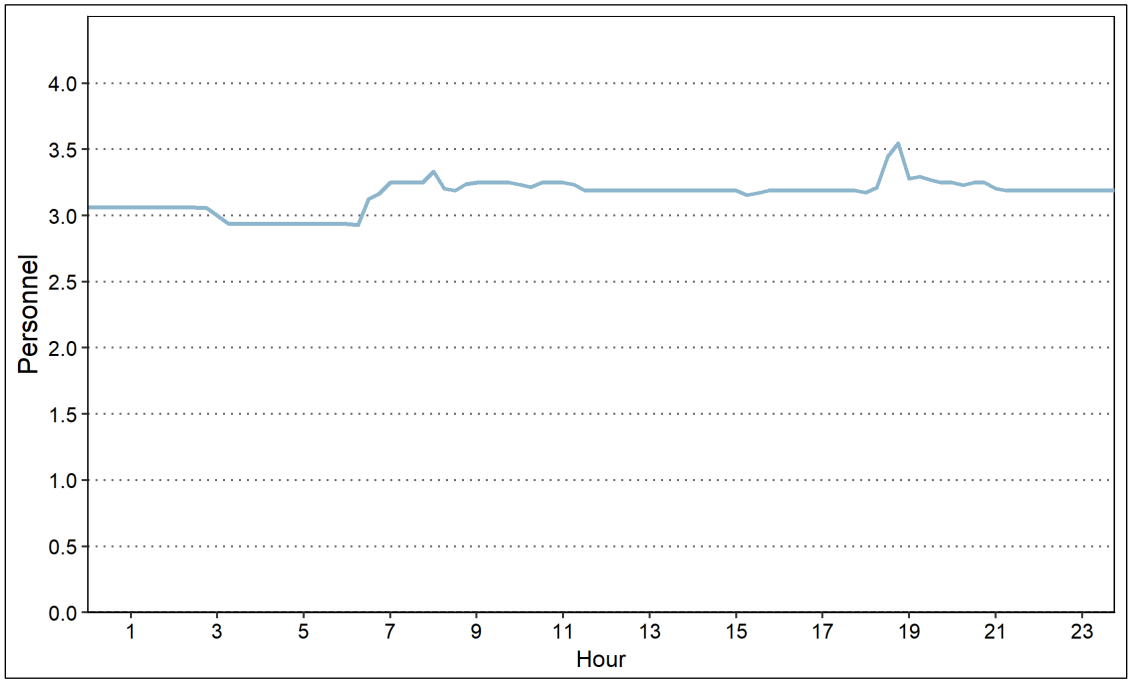


FIGURE 10-16: Deployed Officers, Weekends, Winter 2017



Observations:

- For summer (July 7 through August 31, 2016):
  - The average deployment was 3.1 officers per hour during the week and 3.0 officers per hour on the weekend.
  - Average deployment varied from 2.9 to 3.5 officers per hour on weekdays and 2.7 to 4.1 officers per hour on weekends.
  - Ignoring shift overlaps, deployment only rose to a maximum of 3.2 officers per hour on weekdays and 3.1 officers on weekends.
- For winter (January 4 through February 28, 2017):
  - The average deployment was 3.4 officers per hour during the week and 3.2 officers per hour on the weekend.
  - Average deployment varied from 3.2 to 4.1 officers per hour on weekdays and 2.9 to 3.5 officers per hour on weekends.
  - Ignoring shift overlaps, deployment only rose to a maximum of 3.6 officers per hour on weekdays and 3.3 officers on weekends.

FIGURE 10-17: Deployment and All Workload, Weekdays, Summer 2016

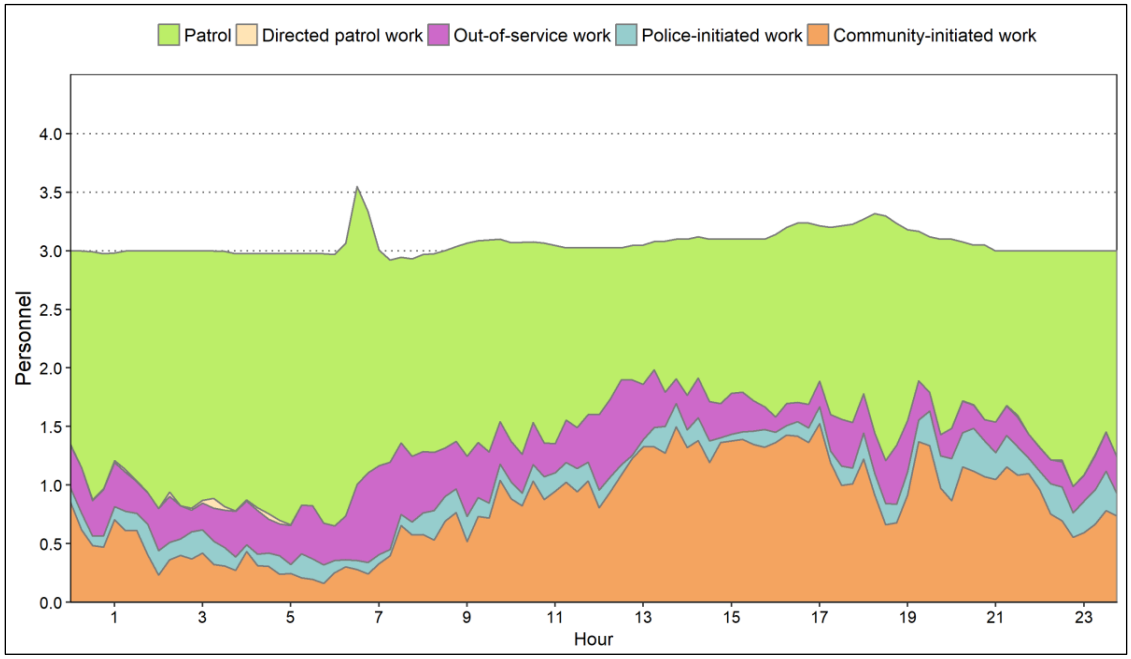


FIGURE 10-18: Deployment and All Workload, Weekends, Summer 2016

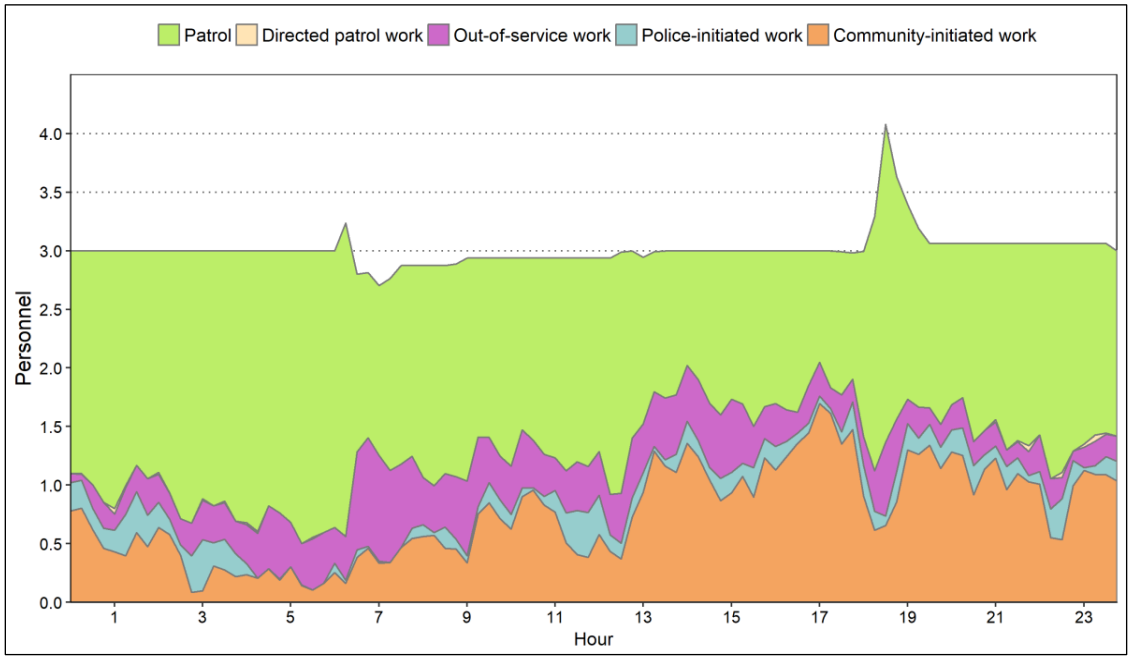


FIGURE 10-19: Deployment and All Workload, Weekdays, Winter 2017

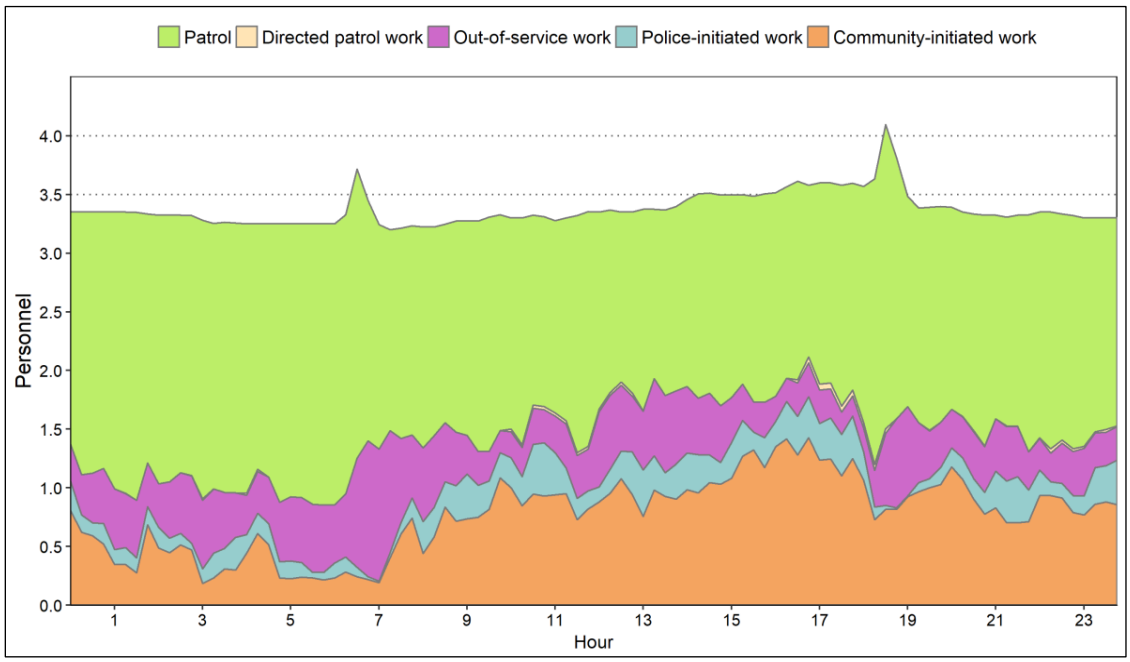
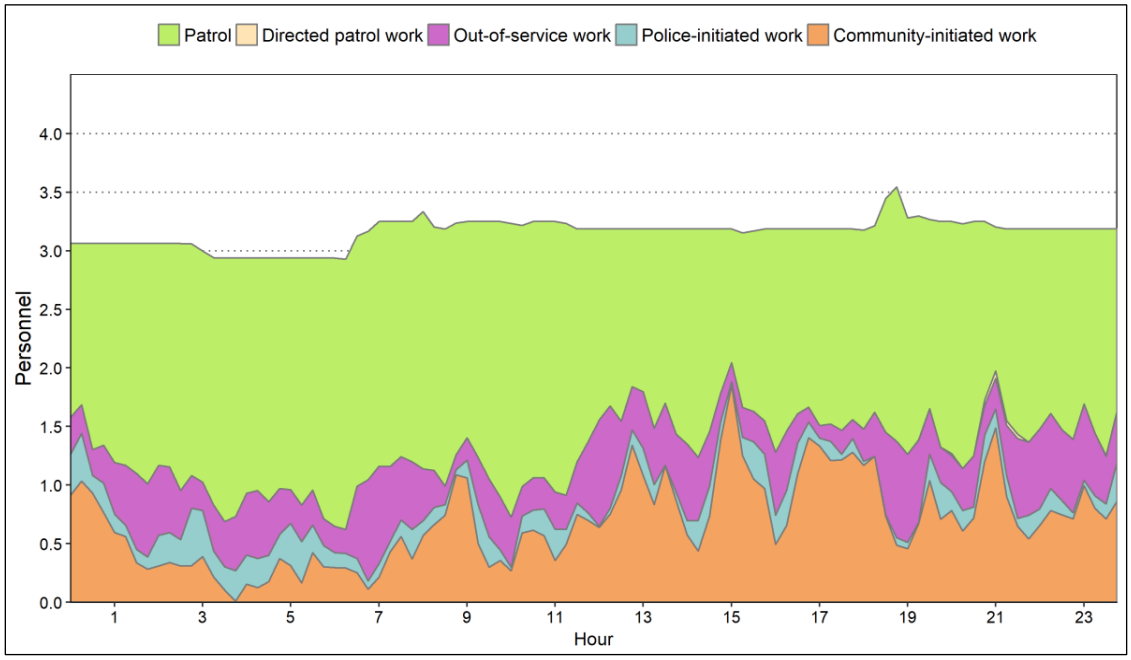


FIGURE 10-20: Deployment and All Workload, Weekends, Winter 2017



Note: Figures 10-17 to 10-20 show deployment along with all workload from community-initiated calls, police-initiated calls, directed patrol activities, and out-of-service activities.

Observations:

Summer:

- Community-initiated work:
  - Average community-initiated workload was 0.8 officers per hour during the week and on weekends.
  - This was approximately 27 percent of hourly deployment during the week and 25 percent of hourly deployment on weekends.
- All work:
  - Average total workload was 1.3 officers per hour during the week and on weekends.
  - This was approximately 44 percent of hourly deployment during the week and 42 percent of hourly deployment on weekends.

Winter:

- Community-initiated work:
  - Average community-initiated workload was 0.8 officers per hour during the week and 0.7 officers per hour on weekends.
  - This was approximately 23 percent of hourly deployment during the week and 22 percent of hourly deployment on weekends.
- All work:
  - Average total workload was 1.4 officers per hour during the week and 1.3 officers per hour on weekends.
  - This was approximately 42 percent of hourly deployment during the week and 41 percent of hourly deployment on weekends.

FIGURE 10-21: Percentage of Workload, Weekdays, Summer 2016

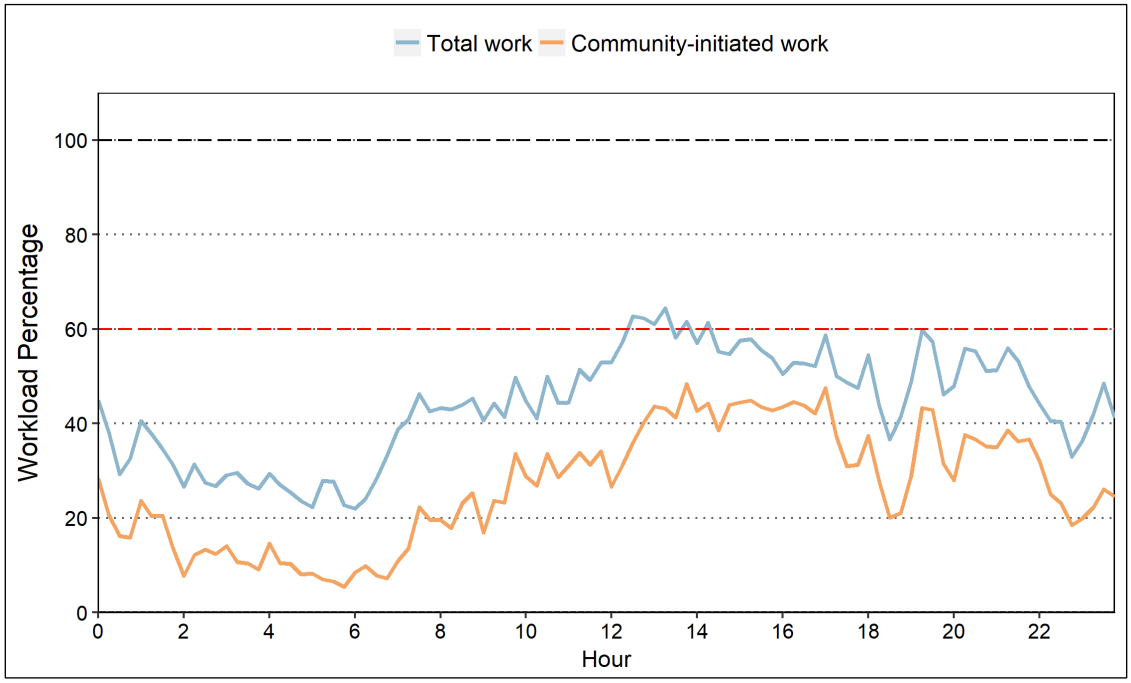


FIGURE 10-22: Percentage of Workload, Weekends, Summer 2016

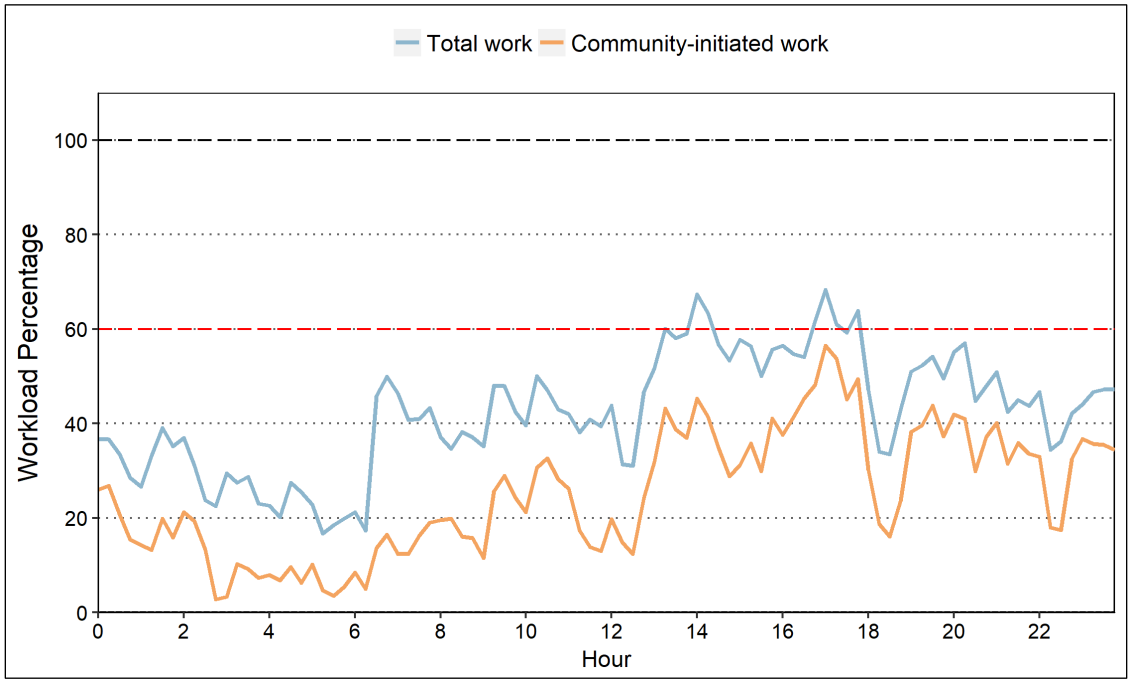


FIGURE 10-23: Percentage of Workload, Weekdays, Winter 2017

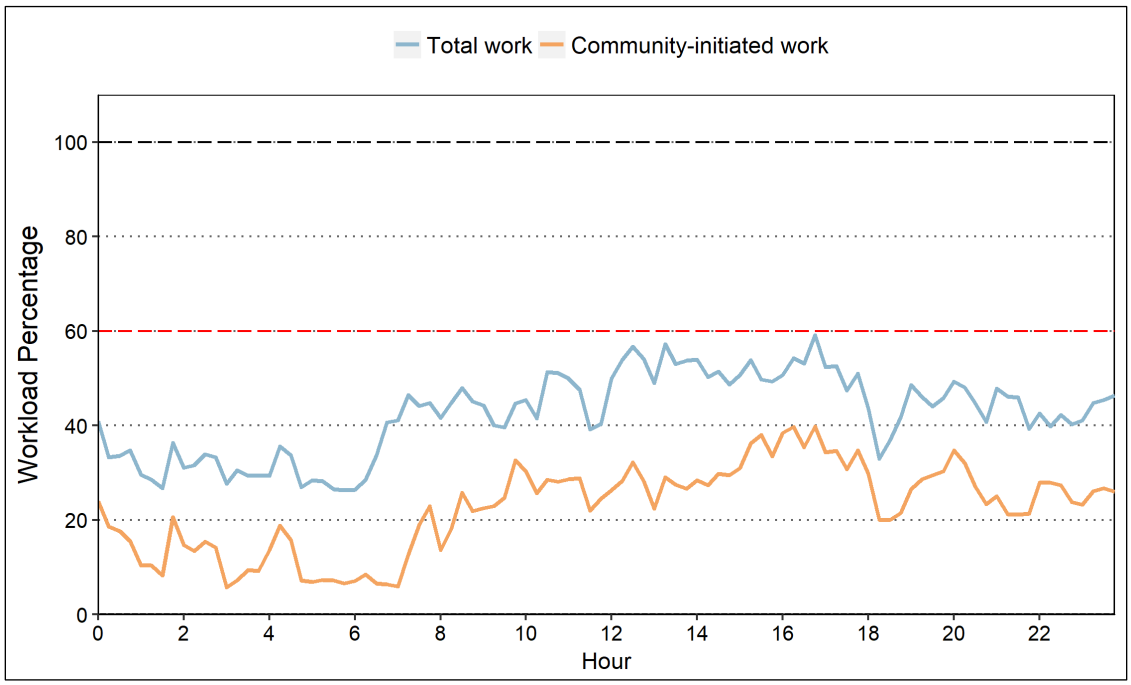
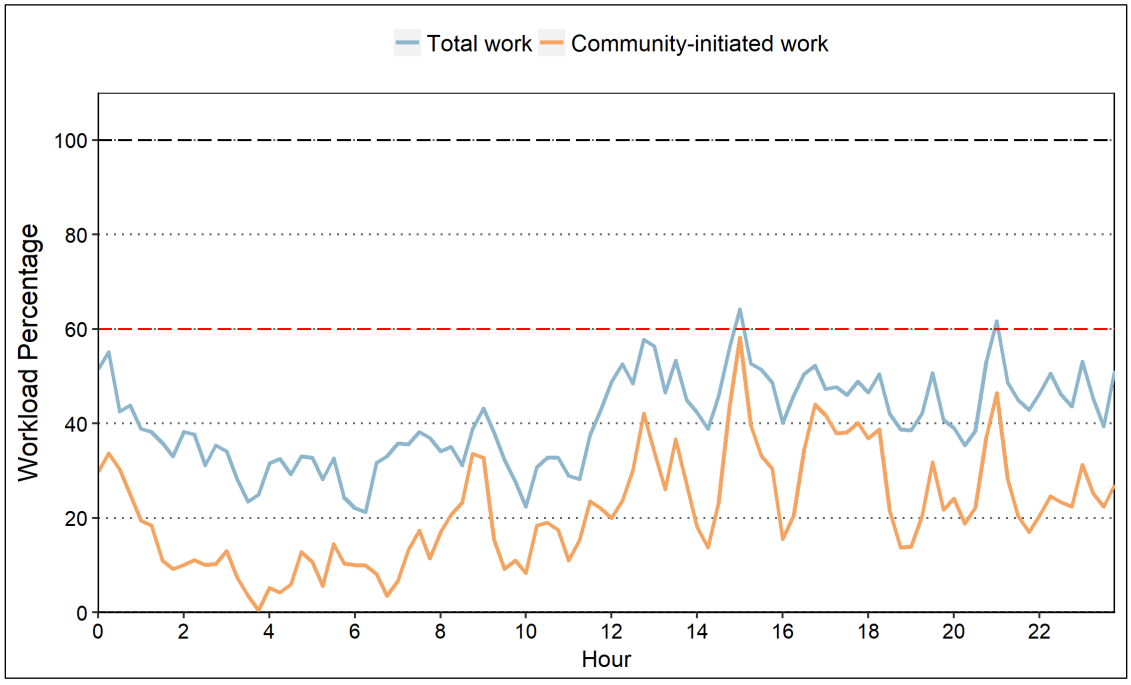


FIGURE 10-24: Percentage of Workload, Weekends, Winter 2017



Observations:

Summer:

- Community-initiated work:
  - During the week, workload reached a maximum of 48 percent of deployment between 1:45 p.m. and 2:00 p.m.
  - On weekends, workload reached a maximum of 57 percent of deployment between 5:00 p.m. and 5:15 p.m.
- All work:
  - During the week, workload reached a maximum of 64 percent of deployment between 1:15 p.m. and 1:30 p.m.
  - On weekends, workload reached a maximum of 68 percent of deployment between 5:00 p.m. and 5:15 p.m.

Winter:

- Community-initiated work:
  - During the week, workload reached a maximum of 40 percent of deployment between 4:15 p.m. and 4:30 p.m. and between 4:45 p.m. and 5:00 p.m.
  - On weekends, workload reached a maximum of 58 percent of deployment between 3:00 p.m. and 3:15 p.m.
- All work:
  - During the week, workload reached a maximum of 59 percent of deployment between 4:45 p.m. and 5:00 p.m.
  - On weekends, workload reached a maximum of 64 percent of deployment between 3:00 p.m. and 3:15 p.m.

RESPONSE TIMES

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

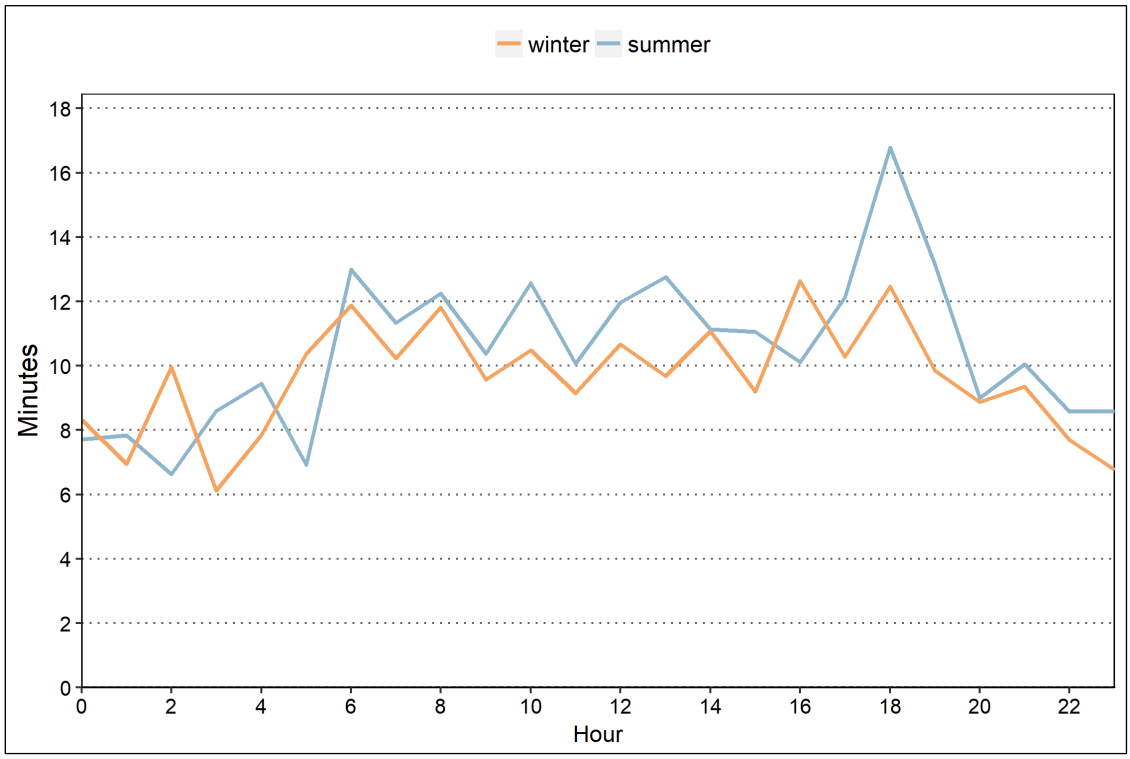
We begin the discussion with statistics that include all calls combined. We started with 2,415 calls for summer and 2,188 calls for winter. We limited our analysis to 1,789 community-initiated calls for summer and 1,478 calls for winter. After excluding calls without valid arrival times, and calls that were reopened, we were left with 1,380 calls in summer and 1,130 calls in winter for our analysis. For the entire year, we began with 15,113 calls, limited our analysis to 10,602 community-initiated calls, and further focused our analysis on 7,481 calls after excluding calls without arrival times, calls that were reopened, and calls where the priority had been changed after the initial recording of the call.

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

All Calls

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

FIGURE 10-25: Average Response Time by Hour of Day, Summer 2016 and Winter 2017



Observations:

- Average response times varied significantly by hour of day. Average response times in the winter were slightly lower than response times in the summer for most of the day.
- In summer, the longest response times were between 6:00 p.m. and 7:00 p.m., with an average of 16.8 minutes.
- In summer, the shortest response times were between 2:00 a.m. and 3:00 a.m., with an average of 6.6 minutes.
- In winter, the longest response times were between 4:00 p.m. and 5:00 p.m., with an average of 12.6 minutes.
- In winter, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 6.1 minutes.

FIGURE 10-26: Average Response Time by Category, Summer 2016

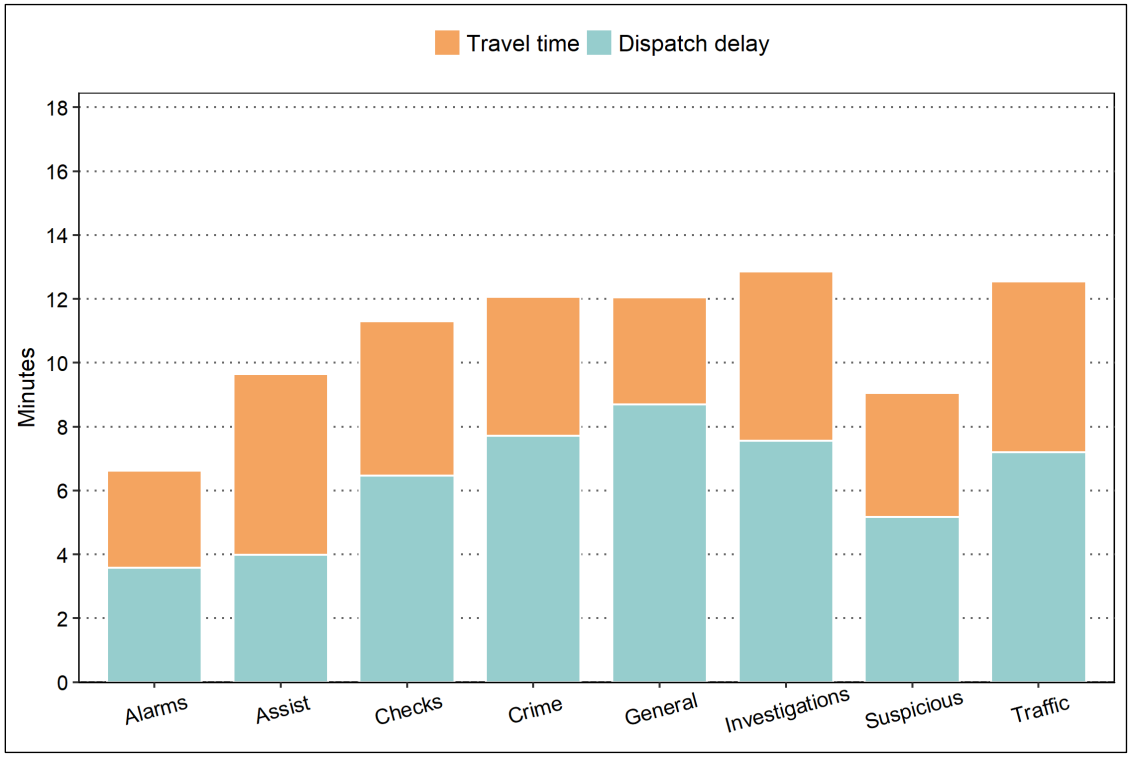


FIGURE 10-27: Average Response Time by Category, Winter 2017

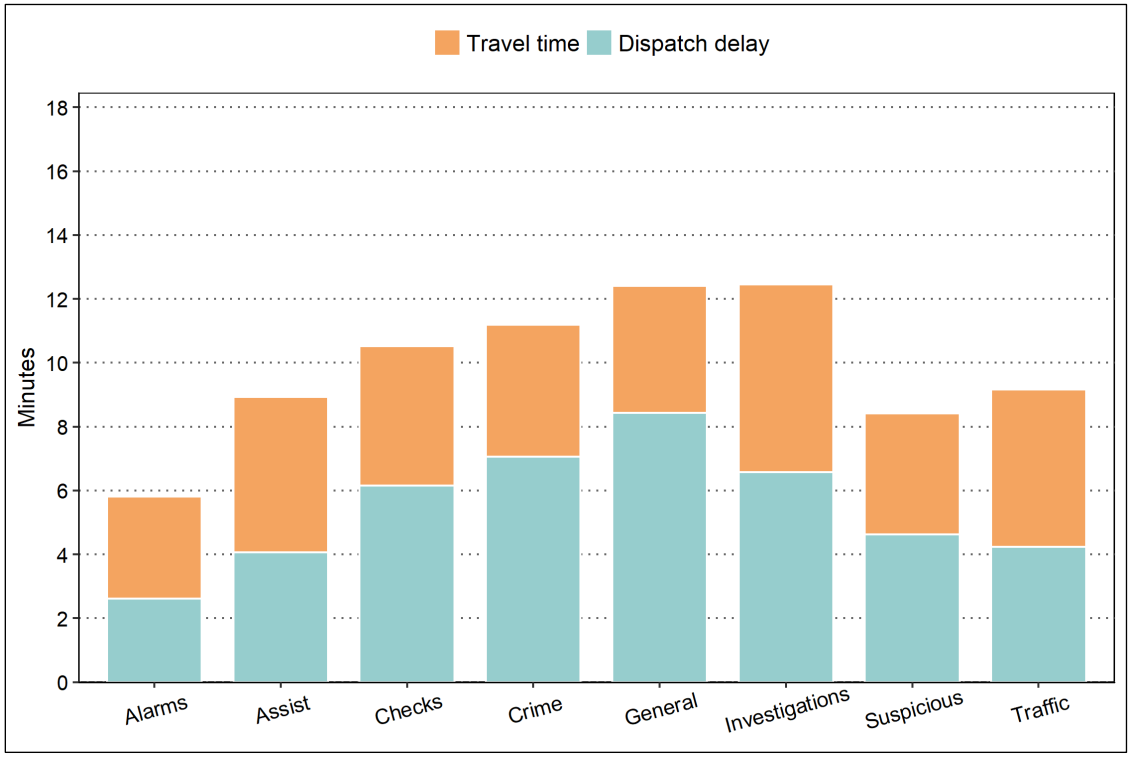


TABLE 10-14: Average Response Time Components, by Category

Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accidents	6.1	4.6	10.7	3.8	3.6	7.4
Alarms	3.6	3.1	6.6	2.6	3.2	5.8
Animal calls[1]	2.1	4.3	6.5	17.3	10.1	27.3
Assist other agency	4.0	5.7	9.6	4.1	4.9	8.9
Checks	6.5	4.8	11.3	6.2	4.4	10.5
Crime–person	6.9	4.1	10.9	6.7	3.9	10.6
Crime–property	8.3	4.6	12.8	7.3	4.3	11.7
Disturbance	3.9	3.6	7.6	3.9	3.3	7.2
Investigations	7.6	5.3	12.9	6.6	5.9	12.5
Juvenile	8.6	4.4	13.0	9.2	4.6	13.8
Miscellaneous	8.9	3.1	12.0	8.0	3.6	11.6
Suspicious person/vehicle	6.8	4.2	11.0	5.6	4.4	10.0
Traffic enforcement	7.8	5.8	13.6	4.5	5.6	10.0
Total Average	**6.6**	**4.4**	**11.0**	**5.7**	**4.2**	**10.0**

Note: The total average is weighted according to the number of calls per category. The averages for animal calls were based on very few occurrences (three calls in the summer and two in the winter).

Observations:

- In summer, the average response time for most categories was between 7 minutes and 13 minutes.
- In summer, the average response time was as short as 7 minutes (for alarms) and as long as 13 minutes (for investigations).
- In winter, the average response time for most categories was between 6 minutes and 12 minutes.
- In winter, the average response time was as short as 6 minutes (for alarms) and as long as 12 minutes (for general noncriminal calls and investigations).
- The average response time for crimes was 12 minutes in summer and 11 minutes in winter.

TABLE 10-15: 90th Percentiles for Response Time Components, by Category

Category	Summer			Winter		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accidents	17.8	7.8	23.0	7.0	6.3	12.1
Alarms	4.3	5.6	8.7	4.1	5.4	8.5
Animal calls[1]	3.3	5.5	6.5	33.3	15.4	38.1
Assist other agency	7.3	14.6	25.0	8.5	9.7	16.6
Checks	13.9	10.5	21.7	13.9	7.7	25.4
Crime–person	19.7	8.6	26.3	21.1	7.8	29.0
Crime–property	24.6	10.3	33.1	24.0	10.6	33.7
Disturbance	7.0	5.9	11.8	7.9	6.0	13.1
Investigations	22.1	11.8	25.4	14.1	13.5	28.0
Juvenile	21.0	8.3	25.8	25.8	10.3	27.7
Miscellaneous	28.6	8.3	32.6	22.8	8.0	31.2
Suspicious person/vehicle	17.4	7.7	22.5	12.9	9.3	21.7
Traffic enforcement	31.3	12.7	48.6	10.2	10.5	22.5
Total Average	**18.7**	**8.9**	**26.5**	**14.6**	**8.7**	**23.3**

Note: A 90th percentile value of 22.2 minutes means that 90 percent of all calls are responded to in fewer than 22.2 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time. The percentiles for animal calls were based on very few occurrences (three calls in the summer and two in the winter).

Observations:

- In summer, the 90th percentile value for response time was as short as 9 minutes (for alarms) and as long as 35 minutes (for general noncriminal).
- In winter, the 90th percentile value for response time was as short as 9 minutes (for alarms) and as long as 32 minutes (for crimes and general noncriminal).

High-priority Calls

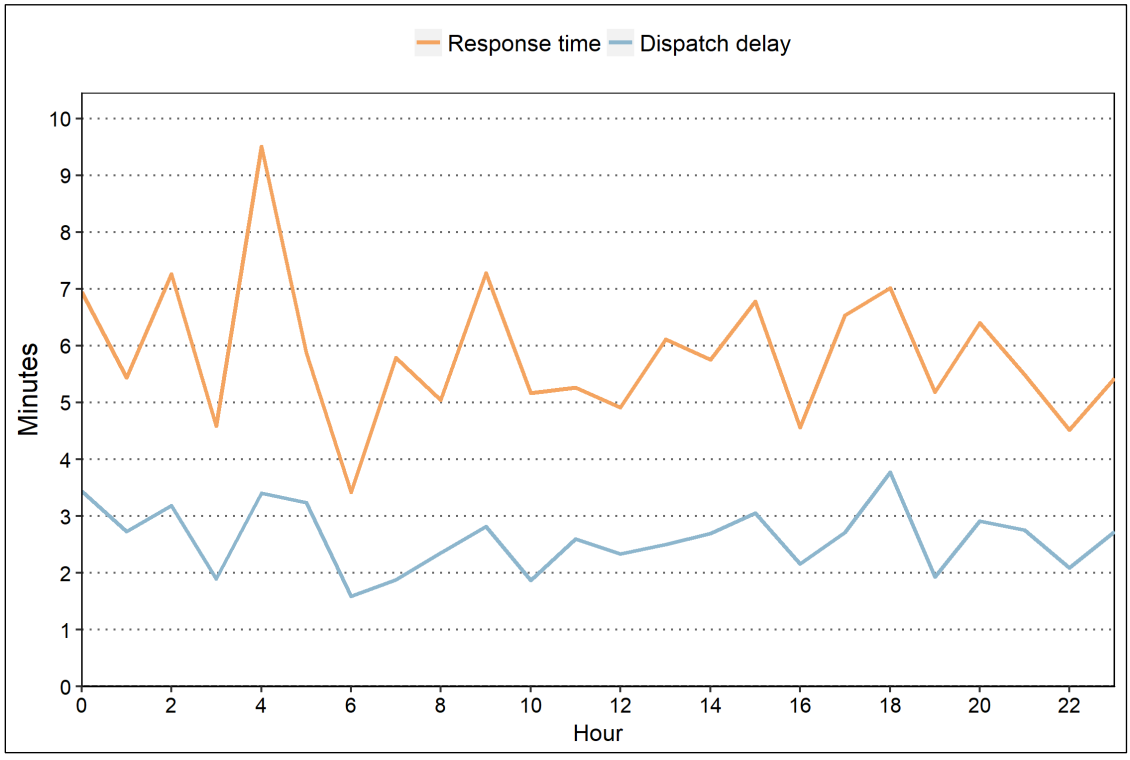
The department assigned priorities to calls, with Priority 1 as the highest priority. The following table shows average response times by priority. The following figure focuses on high-priority calls, including all Priority 1 calls. We excluded all calls which had a changed priority from these calculations.

TABLE 10-16: Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Calls
1	2.7	3.1	5.8	419
2	3.8	4.0	7.8	2,409
3	6.3	4.7	11.0	2,563
4	10.2	5.2	15.4	2,071
6	1.4	11.4	12.8	19
Weighted Average/Total	**6.4**	**4.5**	**10.9**	**7,481**

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

FIGURE 10-28: Average Response Times and Dispatch Delays for High-priority Calls, by Hour



Observations:

- High-priority calls had an average response time of 5.8 minutes, lower than the overall average of 10.9 minutes for all calls.
- Average dispatch delay was 2.7 minutes for high-priority calls, compared to 6.4 minutes overall.
- For high-priority calls, the longest response times were between 4:00 a.m. and 5:00 a.m., with an average of 9.5 minutes.
- For high-priority calls, the shortest response times were between 6:00 a.m. and 8:00 a.m., with an average of 3.4 minutes.
- Average dispatch delay for high-priority calls was consistently 3.4 minutes or less, except between 6:00 p.m. and 7:00 p.m.
- There were relatively few high-priority calls between the hours of 3:00 a.m. and 7:00 a.m., and between 9:00 a.m. and 10:00 a.m. There were fewer than ten calls during these hours, with only three calls between 6:00 a.m. and 7:00 a.m. and nine calls between 9:00 a.m. and 10:00 a.m. Thus, an exceptionally long response time to any one call during these hours would have a higher impact on its associated hourly average than at other times throughout the day.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from July 1, 2016 to June 30, 2017, were classified within the following categories. Calls were described within the CAD system based upon a call type and a sub type. We include a call's sub type in situations where it affects the categorization.

TABLE 10-17: Call Type, by Category

Call Type	Table Category	Figure Category
INTRUSION ALARM	Alarms	Alarms
WARRANT	Prisoner–arrest	Arrest
17-FALLS	Assist other agency	Assist other agency
28-STROKE (CVA)		
30-TRAUMA INJURIES (SPECIFIC)		
31-UNCONS / FAINTING		
ABNORMAL BEHAVIOR / SUICIDE ATTEMPT		
AGENCY ASSIST		
CARDIAC / RESPIRATORY ARREST (DEATH)		
CHEST PAIN - NON TRAUMA		
CHOKING		
CITIZEN/PUBLIC ASSIST		
CONVULSIONS / SEIZURES		
FIRE ASSIST		
GENERAL FIRE ALARM		
INDUSTRIAL FIRE		
MENTAL		
OFFICER-FIREFIGHTER IN TROUBLE		
OVERDOSE - DRUG/ALCOHOL		
PAIN / PROBLEMS		
POISONING / INGESTION		
PROBLEMS / DIFFICULTY		
SMOKE INVESTIGATION / SMALL FIRE		
STRUCTURE FIRE		
BAR CHECK	Checks	Checks
BUSINESS CHECK		
CHECK THE WELFARE		
OPEN DOOR OR INSECURE BUILDING		
SCHOOL CHECK/WALK-THRU		
REGISTERED SEX OFFENDER: RSO ADDRESS VERIFICATION		
ASSAULT	Crime–person	Crime
ASSAULT / SEXUAL ASSAULT		
CHILD ABUSE		

Call Type	Table Category	Figure Category
CHILD NEGLECT		
CHILD SEX ABUSE		
DOMESTIC VIOLENCE		
FIREWORKS COMPLAINT/VIOLATION		
HARASSMENT		
INDECENT EXPOSURE		
INVESTIGATION - ALL OTHER SEX OFFENSES		
LIQUOR VIOLATION		
OBSTRUCTING OR RESISTING		
ORDER VIOLATION		
PROSTITUTION COMPLAINT		
RAPE		
ROBBERY		
SHOOTING		
STAB		
STAB / GUNSHOT / PENETRATING TRAUMA		
SUICIDE/ATTEMPT/THREAT		
THREAT		
WEAPON INVOLVED		
REGISTERED SEX OFFENDER : RSO VIOLATION		
ARSON	Crime–property	
ATTEMPTED DECEPTION FOR MONITARY GAIN		
COMMERCIAL BURGLARY		
DRUG VIOLATION		
EMBEZZLEMENT REPORT		
FORGERY		
FRAUD		
ILLEGAL DISCHARGE OF A WEAPON		
ILLEGAL DUMPING		
RESIDENTIAL BURGLARY		
SHOPLIFT		
THEFT		
TRESPASS		
VANDALISM/MALICIOUS		
STOLEN VEHICLE: IN PROGRESS		
STOLEN VEHICLE: JUST OCCURRED		
STOLEN VEHICLE: REPORT		
EVENT - PARADE - MEETING	Directed patrol	Directed patrol
REQUEST VIGIL/EXTRA PATROL		

Call Type	Table Category	Figure Category
SWAT DETAIL		
ANIMAL COMPLAINT	Animal calls	General noncriminal
JUVENILE PROBLEM	Juvenile	
RUNAWAY JUVENILE		
ADVANCED MESSAGING SERVICE	Miscellaneous	
CIVIL INCIDENT		
EMERGENCY MESSAGE DELIVERY		
FIELD CONTACT		
GEN INFORMATION		
INVOLUNTARY TREATMENT ACTION		
LOJACK ACTIVATION		
MISCELLANEOUS - OTHER		
PAPER SERVICE		
WATER RESCUE OR RECOVERY		
WRIT OF RESTITUTION		
911 HANGUP	Investigations	Investigations
BOMB INCIDENT		
DEATH INVESTIGATION		
FOLLOW UP		
FOUND PROPERTY		
LOST PROPERTY		
MISSING		
POSSESSION OF STOLEN PROPERTY		
UNKNOWN PROBLEM / MAN DOWN		
ATTEMPT TO LOCATE: AMBER ALERT		
ATTEMPT TO LOCATE: CHOOSE SUB-TYPE		
ATTEMPT TO LOCATE: GENERAL		
ATTEMPT TO LOCATE: USE CAUTION - OFFICER SAFETY		
ATTEMPT TO LOCATE: WARRANT SUBJECT		
STOLEN VEHICLE: RECOVERED STOLEN VEHICLE		
DISORDERLY SUBJECT	Disturbance	Suspicious incident
DOMESTIC - NO CRIME		
GANG ACTIVITY - REPORT		
LOUD MUSIC COMPLAINT		
LOUD NOISE DISTURBANCE		
NUISANCE COMPLAINT		
PARTY COMPLAINT		
PHYSICAL FIGHT		
UNWANTED SOLICITATION / PANHANDLING		

Call Type	Table Category	Figure Category
UNWANTED SUBJECT		
VERBAL DISPUTE		
PROWLER	Suspicious person/vehicle	
SUBJECT STOP		
SUSPECT PURSUIT		
SUSPICIOUS		
VEHICLE PROWL		
VEHICLE ACCIDENT	Accidents	Traffic
29-TRAFFIC / TRANSPORTATION INCIDENTS	Traffic enforcement	
ABANDON		
BLOCKING DISABLED VEHICLE		
DRIVING WHILE SUSPENDED/REVOKED		
DUI ARREST		
ISSUE HULK PERMIT/VIN INSPECTION		
MISCELLANEOUS TRAFFIC		
PARKING COMPLAINT		
RADAR PATROL		
RECKLESS DRIVING COMPLAINT		
ROAD HAZARD - IMMEDIATE		
SIGNAL MALFUNCTION		
TRAFFIC PURSUIT		
TRAFFIC STOP		
ATTEMPT TO LOCATE: DUI DRIVER		

APPENDIX B: UNIFORM CRIME REPORT INFORMATION

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

TABLE 10-18: Reported Crime Rates in 2015, by City

City	State	Population	Crime Rates		
			Violent	Property	Total
Bonney Lake	WA	19,180	136	2,383	2,518
Camas	WA	21,674	78	1,458	1,536
Centralia	WA	16,632	379	4,996	5,375
Chehalis	WA	7,261	234	7,148	7,382
Dupont	WA	9,597	94	813	907
Edgewood	WA	9,844	112	2,265	2,377
Fife	WA	9,642	965	7,913	8,878
Fircrest	WA	6,701	164	2,537	2,701
Gig Harbor	WA	8,724	309	5,399	5,708
Grandview	WA	11,201	134	1,812	1,946
Milton	WA	7,420	121	3,356	3,477
Orting	WA	7,401	149	1,270	1,419
Selah	WA	7,505	13	1,226	1,239
Steilacoom	WA	6,228	209	931	1,140
Sumner	WA	9,737	205	6,306	6,511
Sunnyside	WA	16,198	161	2,494	2,655
Toppenish	WA	9,001	422	4,744	5,166
Tumwater	WA	19,193	370	4,132	4,502
Union Gap	WA	6,022	216	10,644	10,860
Washougal	WA	15,220	158	2,168	2,326
Yelm	WA	8,592	361	5,203	5,563
Kelso	**WA**	**11,756**	**604**	**5,078**	**5,682**
Washington		**7,216,688**	**281**	**3,449**	**3,730**
United States		**327,455,769**	**368**	**2,376**	**2,744**

FIGURE 10-29: Kelso Reported Violent and Property Crime Rates, by Year, 2006 through 2015

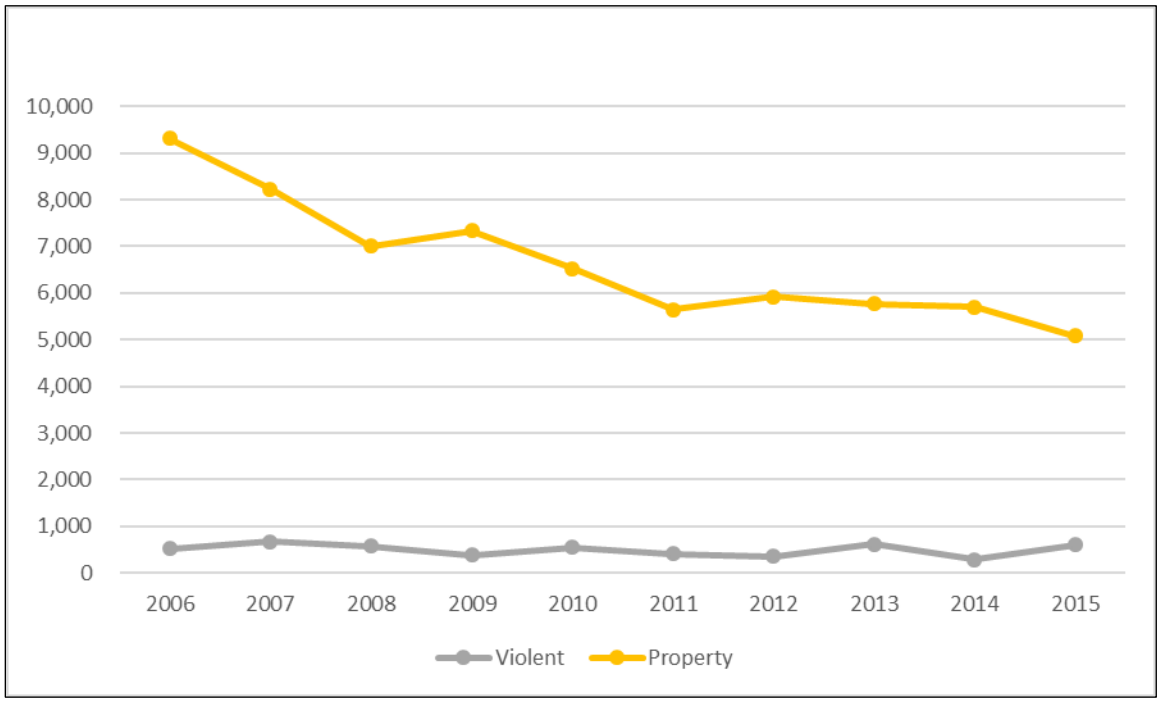


FIGURE 10-30: Reported City and State Combined Crime Rates, by Year, 2006 through 2015

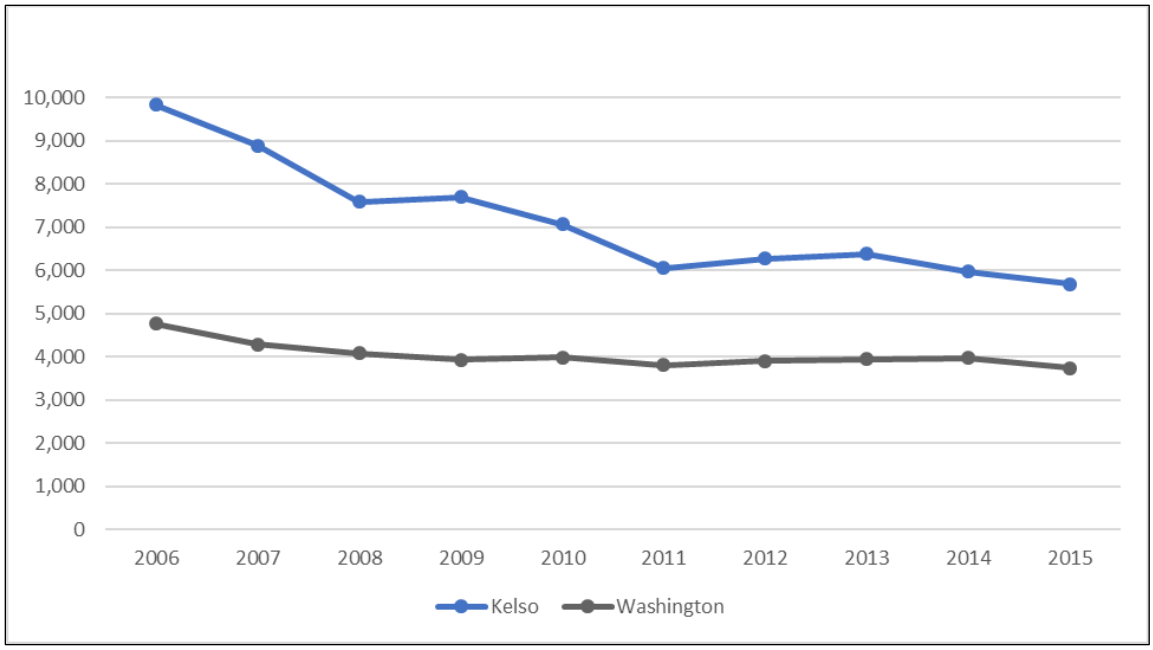


TABLE 10-19: Reported City, State, and National Crime Rates, by Year

Year	Kelso				Washington				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2006	12,058	522	9,313	9,836	6,428,613	341	4,420	4,761	304,567,337	448	3,103	3,551
2007	12,156	666	8,226	8,893	6,500,793	328	3,951	4,279	306,799,884	442	3,045	3,487
2008	12,063	580	7,005	7,585	6,581,318	330	3,756	4,085	309,327,055	438	3,055	3,493
2009	12,226	376	7,329	7,705	6,696,694	327	3,601	3,928	312,367,926	416	2,906	3,322
2010	11,925	545	6,524	7,069	6,762,781	310	3,666	3,976	314,170,775	393	2,833	3,225
2011	12,112	405	5,647	6,052	6,868,877	290	3,513	3,804	317,186,963	376	2,800	3,176
2012	12,051	349	5,925	6,273	6,937,277	292	3,607	3,899	319,697,368	377	2,758	3,135
2013	11,802	610	5,770	6,380	7,011,381	283	3,665	3,948	321,947,240	362	2,627	2,989
2014	11,783	280	5,695	5,975	7,106,083	281	3,683	3,964	324,699,246	357	2,464	2,821
2015	11,756	604	5,078	5,682	7,216,688	281	3,449	3,730	327,455,769	368	2,376	2,744

TABLE 10-20: Reported City, State, and National Clearance Rates in 2015

Crime	Kelso			Washington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	0	0	NA	223	165	74%	16,304	9,598	59%
Rape	16	5	31%	2,626	866	33%	119,732	42,962	36%
Robbery	12	8	67%	5,441	1,745	32%	321,519	90,010	28%
Aggravated Assault	43	34	79%	11990	7047	59%	749,010	390,068	52%
Burglary	81	17	21%	50,975	5434	11%	1,535,314	194,795	13%
Larceny	462	120	26%	170,963	29,189	17%	5,545,667	1,191,030	21%
Vehicle Theft	54	9	17%	26,990	2,663	10%	698,558	88,593	13%