

REPORT FOR THE CITY OF SPOKANE VALLEY AND THE SPOKANE VALLEY POLICE DEPARTMENT



POLICE OPERATIONS

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I C M A C O N S U L T I N G S E R V I C E S

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Leaders at the Core of Better Communities

ICMA BACKGROUND

The International City/County Management Association (ICMA) is the premier local government leadership and management organization. Since 1914, ICMA's mission has been to create excellence in local governance by developing and advocating professional local government management worldwide. ICMA provides an information clearinghouse, technical assistance, training, and professional development to more than 9,000 city, town, and county experts and other individuals throughout the world.

ICMA CONSULTING SERVICES

The ICMA Consulting Services team helps communities solve critical problems by providing management consulting support to local governments. One of ICMA Consulting Services' areas of expertise is public safety services, which encompasses the following areas and beyond: organizational development, leadership and ethics, training, assessment of calls for service workload, staffing requirements analysis, designing standards and hiring guidelines for police and fire chief recruitment, police/fire consolidation, community-oriented policing, and city/county/regional mergers.

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INTRODUCTION

The City of Spokane Valley currently contracts with the Spokane County Sheriff's Office (SCSO) to provide law enforcement services to the community. That contract is approaching its renewal date. The primary objective of this project is to present the city with an unbiased review of the positive and negative ramifications of renewing its contract with the SCSO. The city also seeks an understanding of the costs and implementation issues should it decide to establish its own independent municipal police agency.

Using the information generated by this project, the city's elected officials will be positioned to establish a long-range strategic plan for the delivery of police services to the community. That strategy may well involve a continued contractual relationship with the SCSO. Should the city continue that relationship, ICMA Consulting Services has closely reviewed existing sheriff/city contracts both within Washington State and elsewhere to identify best practices for such agreements, and on the basis of that review, we recommend specific adjustments to the current contract to provide the city with greater input on the delivery of services to the community.

Should the city of Spokane Valley decide to establish its own, independent municipal police agency, this report includes recommendations on staffing levels and procurement of the necessary equipment for such an undertaking.

Regardless of the choice of delivery alternatives that the city ultimately selects, we have included in this report recommendations concerning appropriate management and operational practices that should be implemented. In addition, we have identified performance metrics that should be routinely used to measure law enforcement's activities in service to Spokane Valley.

The project involved data analysis of the activities of what is referred to as the Spokane Valley Police Department (SVPD)—in fact, a division of the SCSO—conducted by the three-member data analysis team of ICMA. This work involved large data dumps and analyses of the SVPD's records. Most of this work was accomplished off site. Additionally, ICMA staff and consultants conducted on-site reviews of departmental operations, ranging from high-level staff meetings with the sheriff and his management team to "ride alongs" with line patrol officers and meetings with detectives and other personnel.

This project involved many hundreds of staff hours by the ICMA Public Safety Services unit, members of Spokane Valley's professional staff, and the leadership of the SCSO. We wish to thank City Manager David Mercier and Sheriff Ozzie Knezovich as well as their respective staffs for their cooperation and assistance in this effort.

We anticipate that the city leadership will have many questions and seek additional clarifications. We look forward to those interactions at an on-site presentation by our team to be scheduled shortly.

Leonard A. Matarese
Director
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ICMA Consulting Services

1. REVIEW OF CURRENT CONTRACT

In evaluating the contract for law enforcement services between the City of Spokane Valley (the City) and the Spokane Valley Sheriff (the Sheriff), ICMA's review team made comparisons between the existing contract and similar contracts from King County, Washington; Pierce County, Washington; and Miami-Dade County, Florida. Additionally, it held discussions with two officials in Miami-Dade County, Florida, who are uniquely situated to provide background insights inasmuch as they have both functioned as the police chief on behalf of a county contracting with a city to provide law enforcement services, and subsequently as city officials—namely, as a city police chief and a town manager in the same cities they served as county police chiefs.

An initial review of all contracts must begin by noting that all involve consideration in the form of monetary promises in exchange for the provision of law enforcement services. All appear to be valid contracts authorized by underlying state laws. Provisions that relate to numbers of personnel and equipment provided are related to specific costs. Provisions that relate to standards, philosophies, and the control of personnel and resources are more complex. All contracts that were examined are characterized by one factor that sets them apart from most contracts that a governmental unit or private entity may consider: the cities involved, should they wish to purchase law enforcement services by entering into a contract rather than providing the services directly, lack an array of vendors from which to choose.

The ICMA team conducted the review by comparing the contract between the City and the Sheriff with the other contracts on comparable provisions, as well as on the backgrounds provided by the officials identified above. For certain provisions and where warranted by differences noted or background information obtained, comments are included in sequence and designated by Spokane Valley contract section number. Following the review, we also discuss items that are not addressed in the City's contract but are noted in the other contracts or background and that the City may wish to consider for inclusion in future contracts. In addition, we have made recommendations for use in future contracts; in some instances, these include recommended language. The ability to make changes to the contract in the future depends heavily on the relative bargaining power of the parties. The Sheriff's bargaining power derives mainly from the fact that the Sheriff's Office is the only available source for contracted police services. The City's bargaining power appears to

derive mainly from the fact that the Sheriff's Office would face a drop in revenue and need to reduce personnel should the City decide to operate a municipal police department.

SECTION 3: SERVICES PROVIDED

In any future contract, the City may wish to include specification of average emergency and nonemergency response time benchmarks. While many variables affect response times, agreed-upon benchmarks would provide measurable indicators of performance. Response times are mentioned and defined in Section 6 in terms of designing patrol areas with the intent to minimize response times. Therefore, while descriptions of patrol areas and desired response times are appropriate in Section 3, required reports detailing average response times would seem to be more appropriate in Section 6.

SECTIONS 4, 8, AND 14.3: RELATIONSHIPS BETWEEN PARTIES

Relations between the parties to the contract naturally depend heavily on the working relationship between the city manager and the police chief. Selection of the police chief appears to be critical to that relationship, as is the potential for removing someone who proves to be unsuitable.

The relationship between the city manager and the police chief is the central factor in Section 4 of the contract and is also addressed in Section 14.3. At issue is the element of control afforded to the parties, which is difficult to quantify. In the current contract, the City is afforded virtually no control under the terms of Section 4; instead, the Sheriff can provide "one or more" candidates for police chief from the ranks of Sheriff's deputies, from which the city manager can make a selection. If only one candidate is provided, the City is excluded from the selection process entirely. None of the contracts reviewed provided for the recruitment and hiring of a police chief from outside the Sheriff's Office.

Furthermore, Section 4 does not provide any mechanism by which the City can have a police chief replaced in case of unsuitability, nor did any of the contracts that were reviewed. This weakness in the contracts appears to stem from the relatively unequal bargaining power of the parties to the contract; that is, the City has only one source for contracted police services as an alternative to operating a municipal police department.

Reassignment of personnel is addressed in only very general terms in Section 7.

SECTION 6: REPORTING

Section 6 provides that public records relating to the provision of law enforcement services to the City will be provided to the City when requested by the City Manager. No provision is made for City residents to access Sheriff's records relating to City activities at a location within the City.

SECTION 7: PERSONNEL

"Control of personnel, standards of performance, discipline and all other standards of performance" is exclusively reserved to the Sheriff. The City may confer with the Sheriff regarding assigned personnel but is given no mechanism to deal with personnel problems other than to ask the Sheriff to address them.

SECTIONS 10 AND 11: LIABILITY

The indemnity, hold harmless, and insurance provisions of Section 10, coupled with the assertion in Section 11 that an independent contractor relationship exists between the parties, appear to adequately shield each party from liability for the acts or policies of the other. The ability of contracting parties to at least partially shield themselves from certain liability risks is probably an advantage to a contracting municipality that is not available to a municipality that is using an exclusively municipal police force. Prime examples of direct liability exposure that can be largely avoided are numerous. External constitutional claims against the City concerning policy and practice liability, including those involving alleged failures in hiring, training, and discipline, are for the most part excluded by the terms of Sections 10 and 11; and, in a practical sense, most employment claims, such as those involving hiring practices, promotions and discipline, are essentially excluded by the previously noted lack of control provided to the City in this contract.

SECTION 13.3: APPEARANCE OF VEHICLES AND UNIFORMS

Section 13.3 involves the appearance of vehicles and uniforms used by Sheriff's employees who are assigned to the City. The section recognizes the City's interest in having distinct, recognizable markings to identify the vehicles and personnel who are assigned to the City while retaining the Sheriff's markings and uniform style. Washington law reserves a standard uniform for Sheriff's personnel (RCW 36.28.170). However, the standard is not mandatory, and both vehicles and uniform attire can be made distinctive. As a practical matter, depending on the frequency with which Sheriff's vehicles not assigned to the City

are in or passing through the City, the close similarity of assigned and nonassigned vehicles and uniforms will increase the perceived police presence in the City.

SECTION 14: ENFORCEMENT POLICIES

The City will develop enforcement policies and provide them to the Sheriff for implementation. Pursuant to the terms of Sections 10 and 11 (e.g., Section 10.3), in the event of constitutional liability claims based on policy and practice theories, the City could be directly liable for a successful claim stemming from these policies and responsible to indemnify the Sheriff.

ITEMS NOT ADDRESSED IN CURRENT CONTRACT

The contract is silent about the disposition of forfeited property derived from the activities of Sheriff's personnel assigned to the City. Under Washington law, forfeited property can be retained for use by the forfeiting agency, and the net proceeds that are not required to be remitted to the state can be used to expand and improve drug enforcement activities. Additionally, these proceeds are not to be used to supplant normally budgeted activities (RCW 69.50.505).

The contract is also silent about federal law enforcement agencies sharing the proceeds of federal forfeitures with local governments that contributed to the seizure and forfeiture of property.

2. POLICE DEPARTMENT OPERATIONS

This report assesses the administration, internal operations, facilities, and training of the SVPD in relationship to the SCSO and its ability to provide services to the city of Spokane Valley.

ADMINISTRATION AND MANAGEMENT

Administration of the SVPD is undertaken by Chief Rick Van Leuven, a previously ranked lieutenant who was the narcotics commander of the SCSO. As chief of police, he works directly under the Spokane County sheriff and is also accountable to him. The chief also communicates with the city manager; they confer on departmental matters, and the chief is deeply involved in issues relating to the city. The chief is the only police manager who is a full-time SVPD employee. However, there is no doubt whom the chief works for and from whom he receives his direction.

All other superiors of the SVPD are deputy sheriffs, and only a portion of their salaries are paid by Spokane Valley. All SVPD deputies and superiors wear the uniform of the SCSO; those assigned to Spokane Valley wear an SVPD shoulder patch in addition to the SCSO patch. All are ultimately accountable to the sheriff—a fact that reinforces the status of the SVPD as a substation of the sheriff's office. The officers are also very loyal to the sheriff, recognizing that he is the ultimate authority over the police department.

From our discussions it was clear that the department's entire management team recognizes that it is accountable to the sheriff first and the city second. The officers consider themselves to be on assignment to the city for a specified amount of time. While with the city, they are very conscious of their role in the community and their responsibility to the city and its management; however, none of the officers interviewed indicated a willingness to leave the SCSO to become an SVPD officer, and they seem noticeably unconcerned about what happens when their tour of duty is up. This arrangement does not seem to have a negative impact on the operational ability of the department.

Across upper management of the SVPD, it is unclear where the city limits of Spokane Valley begin and end relative to assignment. For example, Lt. Steve Jones of the SCSO (a previous applicant for the position of police chief) is not part of the SVPD or of the city of Spokane Valley's contract with the SCSO, yet he contributed half of his workweek in support of the police chief on the ICMA project. Moreover, because of what appear to be insufficient

management personnel in the SVPD, he quite regularly fills the role of operations lieutenant when there are staffing issues with supervisors in the Valley. SVPD Chief Rick Van Leuven himself tends to be the on-call supervisor when there are gaps in the schedule. The ICMA team saw little evidence of administrative or operations management capacity in the department, a shortcoming that has a corresponding effect not only on police operations but also on community and likely political relations.

Other than having a police chief as the administrative head, the management of both the SCSO and the SVPD is unusual because of how the midmanagement personnel—the SCSO lieutenants—are distributed. In every law enforcement organization, uniform service or radio patrol is always the largest entity; however, of the eleven lieutenant positions listed on the SCSO's organizational chart, only four are assigned to patrol, and of those, two are assigned to the police department (see the organizational chart on page 14). This seems inadequate. Moreover, reviews of staffing indicate that two lieutenants within the SCSO are assigned to Internal Affairs, which appears to be a waste of resources given the total size of the SCSO.

A closer examination of the midmanagement oversight within the SVPD reveals an inadequacy at this level of management. The two full-time lieutenants who are assigned to the police department work opposite shifts with different days off. When one is on vacation, it is common practice for the other lieutenant to cover this position. The administrative responsibilities then fall back on the on-duty sergeant who may, under certain circumstances, be the only supervisor on duty. On the day of the ICMA team's visit, this officer, who is highly skilled and motivated, was working overtime because the other regularly assigned sergeant was taking a day off, as guaranteed by contract. In fact, from both verbal testimony and a review of budget documents, it appears that a considerable amount of overtime is being used and charged back to the city of Spokane Valley.

The last layer of supervision is the corporal position, which is prevalent in both the SVPD and the SCSO as a whole. However, a corporal has only minimal supervisory powers and can perform as an actual supervisor only if a lieutenant is on duty at the same time. Otherwise, a sergeant must be called in on overtime. The corporal actually functions more as an assistant to the sergeant and is responsible for administrative tasks, which greatly diminishes that officer's productivity as a lead worker. This does not appear to be an effective use of either the position or the personnel.

From our observations we conclude that the overall supervision of the police department and its preferred administrative and investigative processes is inadequate and extremely costly for the actual supervision being performed. Within the precinct's normal hours of operation (Monday through Friday from 9 a.m. to 5 p.m.), supervision is minimal while command staff is on call if some action occurs requiring a response which is at overtime for lieutenants and below. This is not an effective or efficient management practice.

ORGANIZATION AND STRUCTURE

A review of the SCSO's organizational chart, along with testimony given by those involved, reveals that there are numerous part-time positions taking up 25 or 50 percent of an employee's time, with the specific costs for those positions being charged back to the SVPD. Although the city is charged for 50 percent of part-time employees' salaries, these employees actually spend very little time, if any, in Spokane Valley. Many of these positions are specialized, such as the commander of Investigations Unit, who is assigned to headquarters. In defending this inequity of time spent in the Valley, the SCSO pointed out that 60 percent of all crime and crime-related activities occur in the Valley and that the administrative oversight of the investigative processes needs to be shared equitably with all participants.

In many respects, the SVPD and SCSO operate on a shared-services model, although in general terms, the SVPD seems to operate as a unit of the SCSO rather than as a stand-alone agency. This setup makes the lines between the two at best blurry and at worst confusing. For their part, however, the public generally do not understand or have any real knowledge of the relationship between the departments. They are only interested in having the police respond quickly if called.

Staffing

There are no assistant chiefs or captains assigned to the department. There is one full-time lieutenant who reports directly to the chief and acts as a liaison with the SCSO. The captains work within the department under the 50-50 arrangement

The line supervisors do an excellent job managing the shifts and providing steady leadership with limited upper-level supervision. During interviews, the officers did not indicate that they are understaffed, and the lack of higher-level supervisors—specifically, lieutenants on

permanent assignment to the department—did not seem to concern them. Highly trained and experienced, the sergeants seem willing and able to make decisions with little concern that they will be second guessed or criticized.

The department seems to be solid in its ability to handle the day-to-day calls for service. The patrol division seems to have adequate resources to handle these calls, and the officers respond professionally and give proper attention to the calls they receive. Staffing levels for patrol operations are apparently sufficient to handle other patrol functions as well. However, a review of the workload analysis shows that adjusting man hours to different shifts and zones would undoubtedly enhance the department's ability to maximize its patrol force.

The detectives assigned to the SVPD handle property crimes. (Crimes against people are assigned to the sheriff's detectives at the SCSO, who respond when needed. This is where the 50-50 assignment arrangement is used.) The property detectives seem well trained and experienced, and they work well with the patrol officers.

However, the detective operations seem to be lacking sufficient personnel to handle a wide range of cases from beginning to end. There are currently six detectives assigned to the SVPD. Two additional detectives, both hired under grants, will be assigned to the sex offender programs. If the city chooses to create its own department, the number of detectives will have to be increased to handle the types of crimes that they had not covered before—for example, murder and sexual battery, which are now handled by the sheriff's office. (It is noteworthy that none of the detectives works weekends unless called out; in fact, the department is closed after 5:00 p.m. on weekdays and closed on weekends.)

Currently the motor pool is run by one civilian mechanic who works full time for the SCSO and spends about four hours a day at the SVPD facility. The evidence and property operation, which appears to be handled quite proficiently, could easily be turned over to a civilian employee.

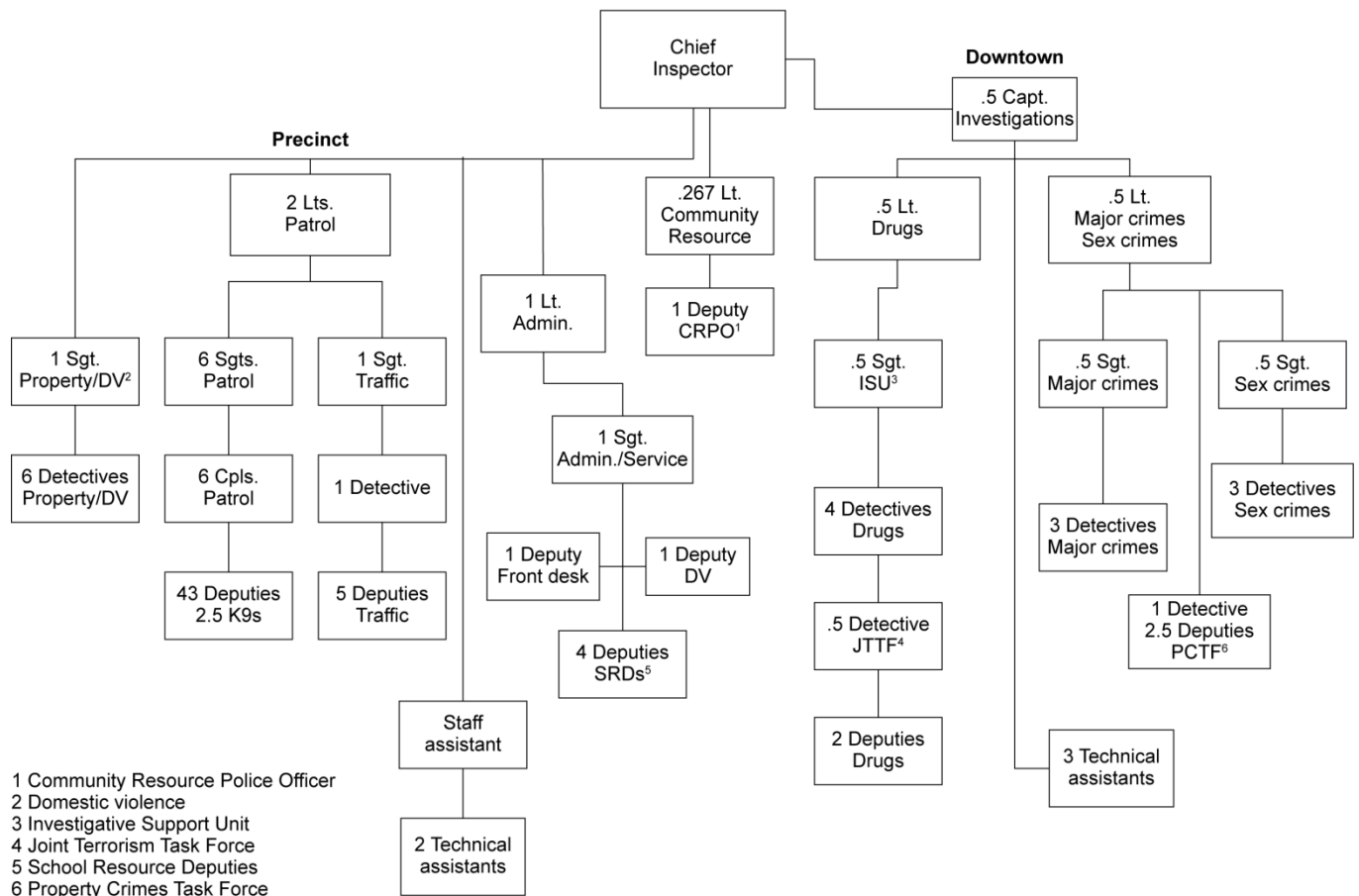
Schedule

The SVPD officers are currently working a twelve-hour shift schedule, which both they and the supervisors like. The department's forty-four patrol officers are divided into four 11-person shifts. The effect of this work schedule on deployment versus workload is identified in the "Data Analysis" section of this report beginning on page 62.

INVESTIGATIVE CAPABILITIES

Currently, according to an organizational chart provided by the SCSO and dated October 2, 2007, there are six detectives assigned to property and domestic violence investigations (see the organizational chart below). A spokesperson for the sheriff's office indicated that two of the six detectives handle domestic violence investigations in the SVPD, and these detectives are supervised by one full-time sergeant dedicated to the department. According to comments received months after ICMA's onsite visit, one of the six detectives is assigned to misdemeanor domestic violence while a separate SCSO detective not assigned to Spokane Valley handles the Valley's domestic violence cases. The city's budget is also assessed for the use of four drug detectives, three major crime detectives, and three sex crimes detectives. However, these ten positions are not exclusively assigned to Spokane Valley cases but rather are used countywide. Moreover, all ten positions are supervised by three part-time sergeants, whose primary responsibility is also countywide. This is not to say that drug and other crimes do not occur in Spokane Valley; it is only meant to provide an overview of how personnel are assigned.

City of Spokane Valley Police Organizational Chart



Up until 2008, the Valley had recorded decreases in all crimes, but that changed in 2008 when the number of burglaries increased from 584 to 753, accounting for approximately 200 additional property crimes and 325 additional major crimes over the previous year—from 3,875 in 2007 to 4,195 in 2008.

Generally, under most national case-management systems that are based on solvability factors, trends, values of property taken, political considerations, and whether firearms were involved, about 20 percent of all crimes are assigned for follow-up investigation. In 2008, according to a January 19, 2009, report submitted to the city by Chief Van Leuven, the Valley recorded 12,817 total crime incidents, of which 7,513 were property crimes. Applying this national 20 percent rule to the total number of crimes (12,817) reveals that approximately 2,500 crimes would require investigation—or roughly 200 cases per month. These 200 cases, if divided up among nine full- and part-time detectives, would result in a caseload of 20 assigned cases per month per detective.

Regarding the case follow-up assignment rates of Spokane Valley, Capt. Jim Goodwin, commander of investigations for SCSO, provided the ICMA team with a report dated January 20, 2009, which he said represented the SCSO's official countywide case assignment report for 2008. This report, which shows assigned cases by unit and disposition, states that Spokane Valley detectives were assigned 1,212 cases for calendar year 2008, which works out to an average caseload of 134 cases per detective per year, or 11 cases per month. However, from an examination of the disposition of those 1,212 cases, it is unknown whether they include arrests and clearances made by patrol, inactive cases, and exceptionally cleared cases, all of which required follow-up work by detectives but little or no true investigative work.

Several months after the ICMA draft report was submitted for review, the SCSO indicated that of the total 7,513 property crimes reported in 2008, 1,638 cases were investigated—a number that had not been provided to the ICMA team. Certainly the number 1,638 is larger than the 1,212 that had been originally provided, and would have to be factored into the investigative review. Ironically, when looking at the 7,513 crimes reported, the new number of cases assigned for follow-up—1,638—still factors into a 21 percent assignment rate and this is still in keeping with the national assignment standard. Since the SCSO did not originally provide the ICMA team with a profile of the 1,638 assigned cases, a review of

those cases cannot be used to determine their validity or their impact on actual assignment for follow-up investigation.

In its rebuttal of the ICMA draft report, the SCSO stated that it had conducted 935 burglary investigations, which would be impossible if only 753 burglaries had been recorded. No major police department in the county that is the size of the SVPD investigates 100 percent of cases recorded. If 935 is the correct number of cases, it indicates that the city experienced a 60 percent increase in burglaries from the previous year (2007), which, according to the report provided to the ICMA team, totaled 584 burglaries. Moreover, applying the 20 percent national assigned rate referred to above, it also means that the city of Spokane Valley experienced more than 4,500 burglaries in 2008.

Nevertheless, assuming that the number *is* correct and that the new number of 1,638 cases is current, the new information does not significantly skew the overall assignment number, which would be 400 additional cases assigned per year, or roughly 33 cases per month divided by the number of detectives—an additional four investigations per month.

Such discrepancies raise questions about the report given to us, which served as the basis for ICMA's draft report. The problem is clearly a matter of the correct numbers of crimes reported, assigned, and cleared. Without these numbers, the ICMA team cannot perform a correct analysis; we can work only with the numbers provided to us. The ICMA staff members assigned to this review of the SVPD's investigative operations have more than fifty years of experience and analysis in this area and are certainly willing to revise their analysis if different information is provided.

What would happen if Spokane Valley decided to create its own police department and investigate its own crimes? Using 2008 totals, the city would be facing a caseload of 753 burglaries per year, of which 20 percent, or 150 cases, would be assigned for follow-up. This caseload would require three burglary detectives, who would together maintain a caseload of 12 cases per month. Of the remaining recorded property crimes, which include forgery, mischief, stolen vehicles, and theft, many would require no follow-up investigation because they include shoplifting and other misdemeanors. Thus, only about 10 percent of these crimes require follow-up investigations, and these could easily be handled by two full-time detectives who would have to review only 22 cases per month.

Domestic violence is a crime that does require follow-up because it can easily lead to more serious crimes, including homicide. In 2008, Spokane Valley recorded over 1,000 incidents of domestic violence, many of which were resolved with arrests made by uniform patrol and with follow-up consisting of review and coordination with the state attorney's office. Since two detectives are currently assigned to follow up domestic violence cases, it seems reasonable to believe that this number would be adequate. However, because of the high potential for these crimes to become violent, the detectives should report these crimes to the major crime supervisor rather than the property crimes supervisor to whom they currently report.

As for major crimes (i.e., crimes against persons), such as assaults, robbery, sexual battery, and homicide, these are handled by the sheriff's detectives downtown. The SCSO estimates about 1,000 incidents per year (there were 1,063 in 2008), and the SPVD currently has six part-time detectives—those from the SCSO—to handle them. However, the actual number of cases that are followed up is low because many arrests are made by patrol and a high percentage of incidents are handled through warrants. Therefore, three full-time detectives should be able to handle the existing caseloads, and their supervisor would also be responsible for the two domestic violence detectives.

Finally, regarding drug investigations, the Valley currently funds four positions that are involved with countywide investigations as well as with investigations in the city. These investigations are a necessary evil as drug violators often turn to other crimes in order to acquire drugs. This could be an area in which detectives assigned to investigate drug crimes could work with the SCSO in a joint venture, with the city of Spokane Valley paying the salaries of their personnel. In 2008 there were 838 drug crimes recorded, many of which ended in actual arrests (which is how the number of drug crimes is usually derived). Given the number of crimes and the potential danger that they hold, three detectives would be warranted for assignment to drug investigations. The supervisor assigned to major crimes has only five subordinates and thus could be assigned as the supervisor of this function as well. However, because of the potential for misconduct and danger, it would be prudent to have a separate supervisor assigned to this investigative unit if an arrangement with the SCSO cannot be made.

Therefore, if the city of Spokane Valley were to start up its own police department separate from the SCSO, the investigative component of the police department would consist of

- Three burglary detectives
- Two property crime detectives
- Two domestic violence detectives
- Three major crimes detectives
- Three drug investigations detectives

The thirteen detectives would be supervised by three sergeants: one for the five property crimes investigators, one for the three major crimes and two domestic violence detectives, and one for the three drug detectives. Again, this third sergeant would be necessary if an arrangement with the SCSO could not be worked out to have a sheriff's supervisor undertake supervision over the three detectives in a joint unit concept. The total current total of sixteen positions would be reduced to two and a half positions, with a concomitant budget reduction.

THE PRECINCT

The SVPD is at 12710 East Sprague Avenue. Although it is a newly refurbished building—it had previously been a Pep Boys Automotive Store—it is nondescript, set back from the road with little signage, and it is very difficult for those unfamiliar with the area to locate. Upon asking for directions, one is told to look for the White Elephant Sporting Goods Store; the police department is located next to it. Without this landmark, the building could easily be overlooked as there are no prominent, observable signs or markers on the street to indicate its presence. The only signage is a gold reflective metallic tape and the name "Spokane Valley Police Department" over the glass door. This signage is not visible from the street; a citizen has to drive into the parking lot to see it, and depending on the position of the sun, the metallic tape sign cannot be easily read. As it happens, on the property frontage is a raised wall holding an American flag; this could easily support the name of the department in large letters that would be easily visible from the street.

The entire building is 21,779 square feet, 2,503 of which are dedicated to the municipal court, which is used for community and SCOPE leadership meetings. But like the name of the police department, signage for the court is located on the front window of the facility and is therefore hard to see.

The Exterior

The outside of the building is clean and well maintained. Security is definitely a strong point as additional steps have been taken to fortify the facility from a major assault. Concrete ballards have been added to the exterior entranceway to avoid vehicle breach; a raised steel chain grated fence, similar to the type used by stores in an enclosed shopping mall, is lowered when the facility is closed; and the front desk area is reinforced with protective glass, steel plates, and a gun port for use by the front desk officer while assisting the public.

It is noteworthy, however, that there is no exterior apparatus or emergency phone or intercom system for the public to use to contact police or sheriff employees after hours or on weekends. Although the sheriff's employees work 24/7, the police facility is closed after 5 p.m. on Monday through Friday and on weekends. One officer who was asked about how citizens can contact the police department during these times responded that they can call 911 on their cell phones. This would be considered unacceptable for a facility that purports to be a fully operational police department. Moreover, it does not fit with the image of a police department that identifies itself with the community it serves.

The Interior

Although none of the security enhancements is offensive or distracting to the public, the facility does not suggest a welcoming environment, either. Persons seeking to enter the building must go through a metal detector. The front lobby could best be described as austere. There are none of the traditional community photos, photos of command staff, awards, displays of community projects or volunteer programs, or other symbols of community found in police departments throughout the country.

Internally, the precinct building has been adequately retrofitted to meet all the needs of a working police department. It has a number of offices staffed by paid employees and volunteers from the SCOPE program, and it more than accommodates the personnel assigned. There is also an evidence and property room, where drug evidence can be kept for a short time. And the facility has a self-contained motor pool, where tire changes and normal preventive maintenance are performed.

The building supports several underused or structurally incomplete facilities that were originally intended for holding suspects overnight or for pre-court arrests but are currently used for storage. Detainees in overnight arrest must be transported to Spokane and

booked, held, and potentially bailed from the SCSO holding area. Because of the costs of operation, the SCSO decided that all Spokane Valley prisoners are to be processed at the downtown facility. However, the savings that the Valley realizes by not operating a detention center are undercut by the costs in officer time for transportation. Additionally, while the city is not assessed a processing fee for felony prisoners, it does incur a \$116.00 processing fee for prisoners who are arrested for city ordinance violations. Ordinance violations are processed multiple times each week, which requires a chargeback to the city and is not reflected in the city budget.

The precinct appears to lack ample or suitable space for either waiting areas or interview rooms, where police can talk privately with victims and witnesses, not to mention suspects. Providing access for engaged citizens—citizens as community organizers, those attending to loved ones in a holding center, or victims of or witnesses to a crime—as well as separate, comfortable waiting areas and interview rooms reduces the risks of further victimization by the system and is critically important for a contemporary, full-service police facility.

Finally, it was obvious from the various discarded items, such as found bicycles, and from the condition of the property unit, the employee lounge, and the men's locker room that the employees do not treat this as home.

Hours of Operation

Oddly, the Valley Precinct is open only during traditional business hours. Police personnel may use the precinct after hours; however, during that time citizens have no access to police functions beyond emergency service with SVPD dedicated staff and contact with law enforcement deputies who are out on patrol. As a result, most after-hour business with the SVPD, such as filing reports of crime or complaints against officers, must be conducted at the main office of the SCSO in Spokane. In fact, many aspects of the police operations are conducted through the Spokane office, and retrieving stolen or recovered property or bailing out an arrestee requires a trip to Spokane at any time of day.

The problem lies in the fact that while the distance from the Valley Precinct on Sprague Avenue to the SCSO office on Mallon Drive in Spokane is just over fifteen miles, the city of Spokane Valley itself covers more than thirty square miles, so a citizen might have to drive more than a half-hour to get there. Not only is this potentially confusing but it also provides a substandard level of customer service for an agency with the community policing

orientation so evident in the Valley. The potential hardship or inconvenience for Valley residents could even have a chilling effect on a citizen's interest in filing a report. Were the Valley Precinct to become a full-service police station, the city would have to consider additional staffing for a full-time police department, including around-the-clock supervision of officers and access for the citizens.

COMMUNICATIONS AND TECHNOLOGY

A multiagency facility at 1620 North Rebecca Street in Spokane houses the communications and dispatch functions of cities of Spokane and Spokane Valley, as well as of Spokane County and all the other cities within it. It is also the fire dispatch center. That the SCSO and SVPD are joint tenants of the building makes ownership unclear and continues to keep the lines of demarcation between the city of Spokane Valley and the SCSO blurred. Within the operation, however, the physical areas for dispatch and call taking for the SVPD, the SCSO, and the county fire department are distinct.

As part of the SCSO, the SVPD shares in the computer-aided dispatch (CAD) system and records management system (RMS). SVPD officers use their computers frequently to communicate with each other as well as to access records that contain valuable information and insight while they are responding to calls and providing other police services.

The police operation is divided by both department and function. First-call takers take down incoming information and forward it on for dispatch to the CAD personnel. Also housed in the facility is the "crime check" report-taking system for persons who want to file only a short report and case number and do not need a police officer to respond. Given the increased calls for police service over the past year and dwindling resources, this system appears to be highly efficient.

The RMS is not as impressive as the 911 system. RMS is controlled by the SVPD, which collects and screens the data and then passes the information on the SCSO. This process entails a delay of about twelve hours, which affects both follow-up and county crime analysis. While this is not a major impediment, it is also not the most efficient application.

The in-car computer system that the SCSO and SVPD use is an old system that was purchased many years ago and, by all accounts, is not effective. The officers we rode with reported that it is not an open system and that reports are hard to generate. They noted

that the Voice-over-Internet Protocol (VoIP) component is operative only in “hot spots” throughout the city. Therefore, being able to send reports from the field and run various records checks depends on being in these locations, and patrol units in the field are often dropped off the network or unable to hook up a connection until a hot spot is recognized. This problem is not only frustrating but also has safety implications.

Regarding management systems and, specifically, the in-house computer’s analytical capabilities, the recently introduced Prism system software is designed to produce work analysis and crime statistics; however, officers complain that it produces voluminous chunks of data that are not broken down and are not produced in a timely manner: management reports are completed every thirty days. Another management system, the time accounting system (TAS), was developed specifically to give real-time information on the amount of time given to a task performed in a specific jurisdiction. In concept, this appears to be exactly what is needed to account for supervisory time given to the city. A supervisor reported to us that the system is not really being used.

VEHICLES AND EQUIPMENT

The SVPD’s assigned vehicles, which are all Ford Crown Victorias, are colored and marked differently than the SCSO’s vehicles; the sergeants’ cars, however, are not marked with SVPD logos. The SVPD vehicles are not taken home but, rather, are parked at the precinct. An inspection of a few of the vehicles revealed the standard condition of non-take-home police vehicles that are randomly assigned and shared: messy interiors, equipment strewn randomly in the trunk, and unpleasant odors. Vehicles that are taken home tend to be better maintained and to remain in service much longer because of better upkeep. Moreover, supervisors reported to us that officers tend to spend up to an hour and a half a day transferring personal and department-issued equipment into patrol units as they prepare to go out on patrol.

As for department equipment, SVPD officers are well-equipped. Their uniforms, firearms, computers, and other support equipment are well maintained and in good working order.

RECRUITMENT AND TRAINING

Training, especially in high-risk situations, cannot be emphasized enough. One plaintiff lawsuit judgment could decimate a city’s or county’s budget. All training activities are

conducted by and through the Training Division, a unit of the SCSO that services both the SCSO and SVPD and also performs applicant processing and recruitment duties. The SVPD provides a portion of the salaries of those training officers working within and for the SVPD.

Facilities

Currently, training is conducted at multiple locations. Police recruits receive basic training at the Spokane Police Academy, which is operated by the Spokane Police Department. A new training facility has been established in a recently acquired building at the closed University City shopping center, where a converted J.C. Penney's provides thousands of square feet for various types of training. This facility also houses the program manager for the Washington State Criminal Justice Training Commission, who ensures that documentation is processed quickly and that training meets state requirements, thereby adding immeasurably to the effectiveness and professionalism of the county's and the city's respective training programs.

The facility is jointly used by the SVPD and SCSO, and is currently operating under a five-year lease. The acting training sergeant indicated that the rent for this facility is being paid 100 percent by the SCSO, as is the salary of the TAC officer who works there and is assigned to the Spokane Police Academy. The only downside to this facility is that it is rented space with no guarantees beyond the terms of the lease. If the mall goes through a renaissance, use of the facility could be eliminated.

Plans are under way for another training facility to be developed at the Spokane County Motor Sports Park. This facility will be operated jointly by the SCSO and the SVPD and would replace existing training facilities, including University City Mall and (perhaps) the Spokane Police Academy. It will provide recruit, in-service, regional, and "specialized" training for police departments in the region (including tribal agencies), and will include "mock cities," firearms, and vehicle driving ranges.

Recruitment and Hiring

Currently, the SCSO is responsible for recruiting and hiring officers. Those who enroll at the Police Academy must be sponsored by a police or sheriff's agency. With a starting salary estimated at \$42,000 and reasonable benefits, as well as the current job situation in Spokane County and Washington State, there were seventy-five people seeking positions

with the SCSO when the ICMA team conducted its assessment, and another ninety-eight scheduled to sign up for the upcoming hiring examination.

Staffing

Apart from Cpl. Dave Ellis, the acting training sergeant, three uniformed members (from the SCSO and/or SVPD) and one civilian secretary are assigned to the division. The duties and responsibilities of all training personnel, as well as the selection criteria for the position of training officer, are clearly articulated. Training personnel appear to be well qualified for their duties.

The members of the department, both detectives and patrol officers, have an excellent understanding of their responsibilities, and all the officers appear to be well trained. The SVPD has a very active in-service training program (see below); in conjunction with the SCSO, the department offers well-rounded training opportunities for all its officers, and the officers seem anxious to continue their education to improve their performance and enhance promotional opportunities.

Only a portion of all in-service and regional training offered by the SCSO and SVPD is actually delivered by members of the Training Division. Rather than relying on unit members who are considered to be "generalists" and who teach virtually all police-related topics, the SCSO and SVPD employ a wide variety of instructors from throughout their agencies. Personnel who deliver in-service training have no minimum educational requirements but are required to attend a "methods of instruction" (or train-the-trainer course) and have expertise in the particular topic area. The SCSO and SVPD provide a pay incentive (higher pay percentage) for personnel who have advanced degrees. There is no tuition assistance or reimbursement available for SVPD personnel.

Section 2 of the contract provides that there would be, at a minimum, one year of transition time for the city to form an independent police department should either party give notice of termination of the agreement. If Spokane Valley moves forward with establishing its own police department, it seems likely that the city could draw on some of the current staffing for the new department. The transition would be relatively easy because of the state retirement system and standardized salary structures. The remaining positions could be filled by recruiting other sworn officers from the state or from surrounding jurisdictions, and

eventually the city would sponsor its own police recruits. The transition time for the city to begin operating independently would probably be only six months.

Programs

The SVPD offers recruit (basic) training, in-service training, regional training, field training, monthly leadership training, and training in supervisory management.

Recruit (Basic) Training: Police recruits receive basic training at the Spokane Police Academy, which is operated by the Spokane Police Department. The curriculum consists of 720 hours of training, mandated by the Washington State Criminal Justice Training Commission (WSCJTC). The entire training program lasts about four and a half months. The faculty is made up of local law enforcement personnel from the SVPD (whose personnel are occasionally called on to provide two-hour training blocks) and the SCSO, but it is “run by the Spokane Police Department.” The acting training sergeant indicated that neither the SVPD nor the city of Spokane Valley pays for the instructors. Rather, the WSCJTC pays for local law enforcement instructors to teach recruits in the academy; it also pays for the academy training of all recruits from all departments in the region. Payment is made through the academy.

After they complete recruit/basic training at the police academy, probationary deputies are assigned to post-academy training: three- to four-week sessions held at the training center in University City that are designed to familiarize the deputies with the facilities, resources, and personnel at both the SVPD and the SCSO. Deputies are then assigned to one of the two departments. Assignments to the SVPD last a minimum of two years “for continuity purposes.” Once a deputy has completed probation, he/she may bid for future assignments.

In-Service Training: All commissioned staff of the SVPD are required to attend forty hours of in-service training annually, although Washington State requires only twenty-four hours per year. Corporal Ellis is chiefly responsible for scheduling and administering this training. Typically, four 10-hour training days are scheduled annually for each staff member. Officers alter their shifts as necessary to attend this training on their days off, thereby incurring little to no overtime expenses. The deputies “owe the job” ten hours every three months because of their unique work chart. In other words, every three months they are compensated for ten hours that they have not actually worked. They are then called in for ten-hour training days, with no additional expense. About twenty in-service sessions are scheduled each

quarter, with about eighty-five offered per year. This number does not include regional training.

The training sergeant plans and develops both in-service and regional training programs. This officer monitors training cycles, maintains and tracks individual personnel training records, and determines which courses need to be offered for recertifications. Corporal Ellis noted that to identify training needs, he solicits and uses feedback from defensive tactics and firearms instructors, field training officers (FTOs) (at monthly FTO meetings), and supervisors. A review of current and past in-service training revealed a wide array of relevant training topics, such as Tactical Warrant Entries for Detectives; Criminal Procedure law Update; Sexual Harassment Training, and Defensive Tactics/Weapon Retention.

Corporal Ellis noted that it recently took six months to “fit in a class on evidence procedures” but that more critical topics can be rolled out immediately via training bulletins and roll call instruction. Training bulletins are periodically prepared by the training sergeant once a need has been identified. The command staff (sheriff, undersheriffs, and captains) review and approve the bulletins, which are then immediately forwarded electronically to all personnel (including deputies on patrol via patrol car data terminals and/or e-mail accounts). Legal updates are prepared by an attorney assigned to the prosecutor’s office.

All training materials and resources are jointly used by the SCSO and SVPD. As one informant noted, “With regard to training, it’s one agency.” Instructor cadres (such as the Emergency Vehicle Operator Course [EVOC] group) develop the lesson: they determine “what needs to be taught” and send their proposed lesson(s) to the training sergeant for approval. The training sergeant is then responsible for administering the delivery of all lessons. Personnel who perform training for the SCSO and SVPD must meet the same qualifications described above for recruit school instructors.

Every Monday morning, the training sergeant is required to attend command staff meetings at SCSO headquarters to discuss continuing training and identify future training topics and methods. The training function therefore appears to be well integrated into the overall operations of the SVPD.

Formal roll calls are held for SVPD patrol officers and deputies at the beginning of each twelve-hour shift (the ICMA team was advised that plans were being made to alter these

shifts). These periods typically entail a “free” period of about ten to fifteen minutes, which can be—and occasionally is—used for training purposes.

Monthly crime analysis statistics are prepared by the Crime Analysis Division of the SVPD. This unit provides electronic and hard-copy crime information and analysis (e.g., GIS maps of “hot spots”) for the Spokane area, including the City of Spokane Valley. This unit also prepares and distributes a daily bulletin, which includes similar information. This bulletin is distributed at roll calls and, like the training bulletins, electronically. Officers maintain e-mail accounts and are required to check them daily. Thus, the training function at the SVPD includes the ability to provide vital training or retraining information to personnel in real time (via electronic messages and the methods described above). Multiple delivery methods appear to be used very effectively.

In addition to the training and crime analysis units, there are also specialized units, including

- Drug Enforcement Administration Task Force
- Spokane Regional Drug Task Force
- Spokane Violent Crimes/Gang Enforcement Unit
- Internet Crimes Against Children Task Force
- Eastern Washington Joint Fugitive Task Force
- Property Crimes Task Force
- Criminal Intelligence Unit
- Spokane Area Joint Task Force on Terrorism.

Detectives and investigators from these various special units are considered to be a “shared resource,” and they perform their own specialized training. They are also required to attend the forty hours of mandated in-service training required of all commissioned personnel. Training for several of these units is paid for out of drug seizure funds or, in some cases, grant monies.

The ICMA team was informed that there are no formal requirements or state certifications required to become an in-service EVOC, firearms, or defensive tactics instructor. However, there is such a requirement for instructors who teach at the Spokane Police Academy.

While a departmental mission statement is posted at the in-service training facility, there is no training mission statement specifically for the training unit or facility.

Regional Training: The SCSO and SVPD established a regional training program that began in the fall of 2006. This training offers special courses over and above the SVPD's normal in-service course offerings. About 50 percent of the regional training courses (e.g., the drug interdiction course) are federally funded. (Federal grants have been obtained and used in the past for training. The proceeds of these grants have been used by both departments.) About half of the courses are free of charge, and half are offered for a fee.

Since its inception in 2006, the program has trained about 2,500 personnel from approximately fifty outside agencies. In 2006, the Regional Training Program offered four courses; in 2007 it offered thirty-eight courses, and in 2008, it offered sixty courses. A review of current and past regional training reveals a wide array of relevant training topics, such as Property and Evidence Room Management, Identity Theft Awareness and Investigations, WMD Tactical Operations, and Muslim Culture for Law Enforcement.

In January 2009, Corporal Ellis prepared a study of the economic savings realized by the Regional Training Program. He estimated that approximately \$444K was saved during 2008. He further stated that "the cost to the agency is almost nothing. There are no advertising costs." Existing police Web sites and networks of law enforcement training personnel appear to be the primary means of advertising. The Training Division has also worked with the Spokane Convention and Visitors' Bureau for advertising assistance.

The new training facility at University City will host regional training classes, which had previously been held on the campus of the community college. The Federal Law Enforcement Training Center will also use this facility, as will detention services training staff. Firearms and vehicle (EVOC) training is held off site.

Field Training Program: A new field training program has recently been developed for the SCSO and SVPD. Described as an "adult based learning method of field training," this program was apparently based, in part, on a similar national program sponsored by the COPS office. Both agencies use the same methods, same forms, and share "the same field training experience."

In this program, deputies work with several field training officers (FTOs) during their period of probation and are required to engage in "community projects." Each probationary deputy

has a different FTO assigned for each month of probation. Fourteen deputies from the SCSO and SVPD are assigned as FTOs, and they are directly supervised by the training sergeant.

The formal period of field training is about three months, although there is no set length or minimum number of hours required. This is apparently because of the large number of lateral hires, who typically require less training than recruits who have never worked before in law enforcement. The training sergeant estimated that about 50 percent of their hires are from other law enforcement agencies.

FTOs prepare a daily observation report (DOR) after each tour performed by the probationary deputy. The DORs are forwarded electronically to the training sergeant and are then made available online for all FTOs to access and review. Thus, each FTO, or supervisor, has access to prior reports for each probationary deputy. All FTOs meet each month to address training issues and needs.

At the end of the formal field training period, FTOs meet with probationary deputies as a group to discuss common problems. The meeting serves as a question-and-answer session, and probationary deputies are encouraged to ask questions. They are also asked to assess their FTOs via a standardized form. Then, after the formal field training period has ended, monthly checks are made on the probationary deputies until the completion of the probationary period (one year). As part of this process the SVPD allows probationary deputies who have completed their field training period to ride again with an FTO. This practice is encouraged to allow the newly hired deputies to ask questions and discuss their observations and experiences from patrol.

Regarding the field training officer (FTO) program, pairing new recruits with certified FTOs provides a sound basis for both training and evaluating the new officers. A component within the FTO evaluation tool focuses on community engagement. The mission statement for the SCSO explicitly speaks to the expectation that employees respect the community, but nothing is said unambiguously about involving the community in crime- and fear-reduction efforts.

Monthly Leadership Training: Monthly leadership training, which began in May 2008, is run jointly by the SCSO and Spokane Police Department. Class size averages between twenty and forty personnel. Two 4-hour sessions are held each month. The same lesson is

offered at twice each month, with a total of twelve different leadership training classes taught each year. Supervisors are required to attend; deputies are encouraged to “free themselves up” to attend these sessions as well.

Basic Management Course for Supervisors: Upon promotion to detective or corporal, officers take a first-level supervisors’ course, which the state offers online or via classroom instruction. Personnel promoted to sergeant or lieutenant attend a forty-hour midmanagement training course administered and certified through the WSCJTC.

There is also a series of risk management and human resource courses presented in a “Supervisors Series.” These courses, which are offered by the county, are held at the Human Resources building in downtown Spokane and are open to managers from all departments (not just law enforcement). Captains and above attend an executive management course (eighty hours), which is also offered through the WSCJTC.

ETHICS AND PROFESSIONAL STANDARDS

There are functions of a police agency that cannot be accessed through the Valley Precinct, and some of them are closely linked to a department’s transparency, legitimacy, and ability to establish trust. The Office of Professional Standards (OPS), established by the SCSO in 1996, services both the SCSO and the SVPD (as well as Detention Services) and is located in the main headquarters of the SCSO in Spokane. Its primary purpose is “to establish responsibility for the centralized control of the recording and investigation of complaints against department procedures and personnel.”¹ It is a “fact-finding, recording, and organizational feedback unit.” However, because OPS is located in SCSO headquarters in Spokane, citizens lack immediate access to OPS investigators and information.

OPS is currently staffed by two lieutenants. In describing their work, OPS personnel indicated that about 20 percent of their time is spent responding to freedom of information (FOI) requests. One of the lieutenants currently assigned to OPS periodically serves as a hearing officer in connection with property seizures. OPS also works with the prosecutor’s office (and a risk management attorney) on civil actions involving the SCSO. OPS personnel

¹ Chapter 26, *Policy Manual*, 2. The policies and procedures of the SCSD and SVPD are set out in this manual, which is described as being “Lexipol compliant.” Lexipol, LLC is a company that promulgates a standard set of policies that a number of police agencies have adopted.

indicated that this work primarily entails investigations. OPS personnel have a working relationship with their counterparts (a lieutenant and a sergeant) in the Spokane Police Department. Certain cases (such as a criminal investigation into one of their own personnel) can be referred out to the Spokane Police Department or to another agency as necessary.

The OPS office does not officially develop or provide any training. However, individuals assigned to the OPS Unit have delivered stand-alone training lessons in the past.

Neither the SCSO nor SVPD are operating under, or have ever been subjected to, any consent decrees.

Complaint Procedures

According to OPS personnel, most complaints are internally generated, and few are received from the public. However, these personnel had only aggregate numbers and thus were unable to indicate either the percentage of total complaints that were generated by the public, or the number or percentage of complaints that originated within the jurisdiction of the SVPD. They indicated that they could determine this by searching the OPS database, but that this information is not regularly tracked and has never been requested. In situations concerning substantiated complaints, a "case finding notice" is signed by the SVPD chief, but they advised that the SVPD does not regularly maintain numbers on these complaints.

The ICMA team was told that the police department does not receive that many complaints from the public, but it is not known whether people even know how to complain or feel safe doing so. It takes courage to question the legitimacy of officers' behavior and the establishment. Relying on the centralized OPS unit in Spokane could discourage a citizen from filing a report or following through. It might be argued that a separation from the Valley Precinct makes it easier to complain about SVPD officers, but there does not appear to be a climate that promotes or willingly accepts such complaints.

Nevertheless, OPS personnel indicated that during 2006, seventy complaints were filed, and twenty-three were sustained; during 2007, sixty-one complaints were filed, and twenty-six were sustained; and during 2008, seventy-six public complaints were filed (a large but unknown number of which arose from Detention Services), and twenty-eight of these were "substantiated/sustained."

The procedures for receiving and responding to civilian and internally generated complaints are well laid out in department guidelines. Initial complaints are recorded in the case management section of the OPS database, as is the progress of the investigation up to final disposition. The database categorizes complaints such as the following: crime, excessive force, unlawful arrest, unlawful search and seizure, violation/infracton of department policy/procedure, drug/alcohol abuse, harassment, demeanor, unprofessional conduct, and [improper] use of sick time. A policy and a procedure are also in place for the handling of appeals taken from these disciplinary proceedings (*Loudermill* hearings). OPS does not use a formal process for detecting civil actions brought against members of the department.

Neither the SCSO nor SVPD use a civilian complaint review board. There appears to be no formal civilian involvement in the handling and investigation of complaints against members of the service, even though the SVPD chief regularly participates in citizen advisory and city council meetings. There is also no formal process for conducting periodic citizen satisfaction surveys (although one was apparently administered in the mid-1990s, prior to the SCSO's application for accreditation). And civilian complaints that arise in Spokane Valley are not routinely reported to the city manager, either.

Use-of-Force Reports

The OPS database is also used to track all "use-of-force" reports. SCSO and SVPD guidelines dictate that such a report must be filed "anytime force is used." Upon further inquiry, OPS personnel indicated that in certain circumstances, "verbal command," in and of itself, could be considered "force," generating completion of a Use of Force report. A detective who is certified as a master instructor in defensive tactics is currently assigned to review all such reports. OPS personnel do not perform or prepare a monthly use-of-force recapitulation, but they do periodically review the database to look for patterns and aberrations. They noted that any red flags concerning use of force would be raised by the reviewer, not the OPS database (i.e., they do not use a proactive information technology program to detect aberrations).

There is no standardized form for the use-of-force report. When a situation warrants, a member of the department prepares the report, which is then transmitted as an e-mail communication from a field supervisor to the use-of-force reviewer, the OPS Unit, and the appropriate division commander. It is an entirely paperless system.

The two lieutenant investigators assigned to the OPS Unit “catch” cases as they arise. They reported that major or “sensitive” cases (such as a potential conflict of interest) can be referred to other agencies for investigation. If OPS investigators intend to begin a self-initiated investigation, they must first notify the command staff (typically, the division head and sheriff).

OPS personnel indicated that the SCSO and SVPD do not use any form of a proactive integrity “early warning system.” Nor do they use a separate proactive system to detect and monitor sick leave abuse (previously identified as a problem within Detention Services), although individual investigations have been conducted in the past. There is obviously a system in place to record and track sick time, but the system does not include a function for the raising of “red flags.”

Not all off-duty employment is tracked by the SCSO and SVPD. Off-duty details and assignments are contracted for, made, and recorded by the department when personnel work in uniform while off duty. Other off-duty work—that is, work that is not department sponsored and not done in uniform—is not tracked or monitored. There is a regulation, however, that prohibits personnel from working off-duty in premises with liquor licenses.

Audits and Reviews

OPS does not routinely perform any type of audits to ensure the completeness and accuracy of departmental forms and data. This responsibility is assigned to supervisors (sergeants and lieutenants). The SCSO’s Criminal Intelligence Unit (CIU) performs an annual audit in order to ensure compliance with legal guidelines concerning the maintenance and purging of individual criminal files.

Computer-aided dispatch (CAD) system audits are periodically performed (i.e., transcripts are reviewed) to ensure that no improper communications are made but they are not primarily designed to ensure that proper disposition are given to calls for service.

OPS personnel indicated that supervisors are primarily charged with auditing work performance as necessary. They also reported that they have people policing themselves within the organization. There is always at least one sergeant (or above) assigned to each patrol shift. A new form for the administration of annual performance reviews was

developed in January 2009. These are electronic, but hard copies will apparently also be maintained. All personnel are on a January–January evaluation cycle.

Patrol supervisors routinely perform “status checks” each shift via the CAD system. The “unit history” of any particular deputy can instantly be obtained via data terminals in the supervisors’ patrol cars.

In addition to the foregoing, the SCSO/SVPD’s Dispatch Center monitors calls for service during each shift (particularly with regard to calls being “held”). OPS personnel identified this as another form of periodic, informal auditing.

Neither the SCSO nor the SVPD use a separate form (i.e., one that is used exclusively) to record “Terry” stops.² At the present time, upper management is not regularly tracking who is being stopped and where, when, why, and by whom. Deputies and patrol sergeants do not maintain individual memo books.

We were advised that there is no regulation dictating that patrol/field arrests be verified or reviewed by a patrol supervisor (sergeant). However, all arrests made by patrol and special units must be verified or reviewed by a supervisor before the case or file is sent to the records management system. One member of the OPS Unit reported that “multiple sets of eyes review all major reports.” Additional forms of case or record review occur frequently. For example, the supervisor of the Sex Crimes Unit routinely reviews missing persons’ reports, complaints of child abuse, etc. This type of review is typically performed via standard database queries.

Narcotics units periodically perform audits of U.S. currency and cash deposits. The SCSO’s Investigative Support Unit (ISU) maintains information regarding the use of confidential informants.

All “vehicle pursuits” are reviewed by EVOC trainers in an effort to identify training issues and opportunities. Neither the SCSO nor SVPD have video cameras or GPS in their patrol cars. Patrol vehicle accidents are not routinely reported to OPS. Such accidents are recorded

² “Terry stops” refer to the investigative technique whereby police officers are authorized to perform a stop and to question and frisk persons they reasonably suspect of criminal activity; see *Terry v. Ohio*, 392 U.S. 1 (1968).

and tracked only if the operator has been determined to be at fault, in which case OPS personnel will become involved (i.e., will work with the county's risk manager).

The OPS Unit prepares a semiannual report that for the past several years has consisted of one page containing summary information regarding aggregate numbers of use of force reports and complaints. These reports contain no further analysis. The OPS Unit does not currently account for or distinguish the relative amount of work they perform that relates specifically to the SVPD. While such information exists in its database, it is not regularly reported in a standardized format.

The SVPD uses an electronic bar code scanning system for the safeguarding and transport of all property that comes into the department's possession (including narcotics, firearms, and currency). This system is used to ensure the chain of custody, particularly for evidence, weapons, and contraband. Property is safeguarded at lockers within the Property Room at SVPD headquarters and is transported downtown by the Spokane Police Department. Audits of this process are conducted by the Spokane Police Department's Internal Affairs Unit. The SVPD has a separate policy regarding "firearms that are forfeit to the sheriff's office." A system is in place for the equitable assignment of work to area towing companies for vehicles that come into the lawful possession of the department.

COMMUNITY ENGAGEMENT: SCOPE

There appears to be a long history of citizen engagement with the police in the city of Spokane Valley, Washington. The robust Sheriff Community Oriented Policing Effort (SCOPE) initiative predates the city's incorporation in 2003 and is but one of the examples available within the SVPD that illustrates the trust and cooperation the department enjoys from the community.

SCOPE director Rick Scott and other members of the command staff are paid proportionately by Spokane Valley through a contract. The proportions appear to be based on population served rather than time on task. Other personnel, such as the chief and the law enforcement deputies and detectives, are paid entirely by the Valley through the contract.

While SCOPE is a countywide program, volunteers abound in the city of Spokane Valley. In fact, the flagship and most successful of the county's eighteen SCOPE stations is Edgecliff,

located within the Valley. Edgecliff is both an active SCOPE station booming with volunteers, and a federally designated Weed and Seed site whose residents speak proudly of the changes in their neighborhood over time.

The Edgecliff SCOPE station was an exemplar for the county before the city's incorporation, and it continues to be a model station. In addition to galvanizing the neighborhood activists, driving out drugs and drug dealers, and reducing calls for service, the station's volunteers and SCSO employees used Weed and Seed funds to turn a former grade school into a very successful community center. On the day that the ICMA team drove through the neighborhood, young children and adults who were leaving the facility spotted Rick Scott, waved enthusiastically, and called to him by name. Rick is widely known throughout the county but seems especially loved in Edgecliff.

SCOPE Stations

The four SCOPE stations within the city appear to be well-located and well-known community resources. They provide access to the police, police information, crime prevention information, and community training. One February afternoon saw a fair amount of telephone and foot traffic among citizens reporting suspicious or problem activities or seeking information from station personnel. In many ways, the stations appear to be a community hub providing a wide variety of community services.

Staffed officially by volunteers for as many as twelve hours daily, SCOPE stations have designated detectives for the neighborhood. These detectives, who commit part of their workweeks to be in the neighborhood, are routinely present, working on local investigations and reviewing the intake logs prepared by volunteers for additional intelligence or background. There appears to be a comfortable work flow, a reasonable and appropriate division of labor, and a reliance on expertise among the volunteers and sworn personnel. Nowhere in the country has this writer seen the close collaborative work between volunteers and sworn personnel, nor the type of work conducted by volunteers as witnessed in Spokane County.

Citizen Volunteers

Stopping by the SCOPE stations and visiting with officers and volunteers provided additional evidence of the strong relationships between citizens and officers. The degree to which SCOPE's citizen volunteers are engaged in real work is very impressive. Their work, which

enhances officer efforts in the neighborhood, is clearly valued, and both parties engage in real dialogue and participatory problem solving. (Conversations with command-level staff and the SCOPE director suggest that officers are expected to engage in problem-solving activities with community members where appropriate.) Within the SCOPE stations, staff and volunteers alike speak of “our success” or of actions “we” engaged in together. The community’s partnership with the sheriff’s deputies has produced a palpable sense of pride in—and shared ownership of—what it has accomplished: distressed neighborhoods have been changed into thriving ones with a high sense of cohesion and efficacy.

Through Neighborhood Watch, 40,000 households across the county, including 20,000 in the Valley, receive a newsletter delivered to the door. The sophisticated delivery system is managed through an extensive volunteer network that Neighborhood Watch has cultivated and maintained. These volunteers are supported by both the SCOPE director and the Neighborhood Watch director. The most impressive part of the newsletter, which provides useful information and celebrates the volunteers, is its capacity to reach such a vast audience.

The structure, management, and activities of the county’s full contingent of SCOPE volunteers are the responsibility of two unsworn staff. Both have full-time positions, with half of their salaries paid by the city. Their roles, which are distinct yet inextricably related, are to support, organize, and manage different aspects of the volunteer effort—a function that the ICMA team sees as critically important to the volunteer effort in both the city and the county. Were the city to create a self-sufficient department, it is hard to imagine how these roles could be redesigned into either one position or two part-time positions.

In addition to staffing the SCOPE stations throughout the county, SCOPE volunteers have a wide menu of activities from which to choose to participate. And regardless of whether they are from Spokane Valley or the county at large, their primary commitment is to their project or work assignment. Many volunteers are closely linked with traditional police business—for example, horse patrol of Centennial Pathway or Citizen on Patrol in cars in the neighborhood; others engage in flagging, handicap parking patrol, business prowl checks, community resource referrals, search and rescue, pawn detail, and the community emergency response team (CERT).³

³ The various activities available to SCOPE volunteers could be considered mission critical to police business. The role of order maintenance makes volunteers a quasi-commissioned force.

Critically important to the city and its contract costs is the in-kind contribution of citizen time to city operations. As reported in the July–December 2008 Semi-Annual Report submitted by Chief Van Leuven, SCOPE volunteers in the Valley contributed 25,727 hours, worth an estimated \$501,943.⁴ In tight fiscal times, this effort not only reduces costs but also accomplishes important police activities that other law enforcement agencies must forgo. In this way, the SCOPE volunteers do more than augment police services; they fill a niche role, helping to maintain order and citizen satisfaction within budgetary constraints.

Communication

The SCSO Planning, Research and Analysis Unit (located at the sheriff's office in downtown Spokane) prepares reports for the SVPD on a monthly basis or as requested on neighborhood "hot spots" and calls for service. Both these reports, which are disseminated to all staff and volunteers, and the daily bulletin, which is distributed in the roll call room, include information from the CAD system. The CAD system is often underused in police agencies as a source of neighborhood intelligence; however, in many ways it is the best indicator of community concerns. It contains abundant data on and detailed analyses of crimes that have been committed. For example, maps show the location of stolen vehicles; graphs of hot spot areas indicate the types and models of stolen cars; and summary reports rank the preferred models for thieves. The narrative contains similar data for the current and previous two calendar years. It is not clear whether the reports are used by officers and managers as a strategic deployment or an accountability tool, but they are created and available.

It is surprising that with the excellence in technology and the pride around data collection, there is no apparent dashboard for operations or administrative functions in either the SCSO or the SVPD. In particular, at the time of the team's visit, the OPS was unable to report on how many and what types of complaints were filed by citizens against Spokane Valley law enforcement officers. There was neither an analysis of the number of complaints broken down by officer nor any thought given to identifying those officers who might present a risk for the department based on their individual histories—for example, number of citizen complaints filed against them, number of motor vehicle accidents in which they have been involved, and amount of sick time taken. As a result, there is no trend analysis to allow for

⁴ Per the chief's report, this amount is derived with a national formula for calculating volunteer value at \$19.51 per hour.

early detection of problem behavior and, as needed, timely intervention. The absence of this management tool and the lack of curiosity about, or perhaps understanding of, the relevance of the data is concerning from a managerial perspective.

Like OPS, the Planning, Research and Analysis Unit in SCSO headquarters in Spokane, so citizens lack immediate access to crime data and analysis of hot spots as well as to OPS investigators. From a citizen's perspective, it would be good to know about the internal investigations of the police department. How many are there? What kinds of complaints do citizens file against officers? Are they taken seriously by the department? What kind of findings are there after investigations? How does a citizen file a complaint? What if the citizen objects to the finding? Is there an appeal process? There is little to no information about these processes within either the SCSO or the SVPD, nor does there appear to be any avenue for civilian input within the complaint process—no oversight, no panel. Answering the questions posed above before they are asked would improve police-community relations and the legitimacy generally of the SCSO and the SVPD in particular. Similarly, making it simple to file complaint reports and to learn expeditiously about the process would enhance trust in the system. In general, citizens are suspicious of police policing themselves, and efforts should be taken to assuage their natural and common concerns about collusion and secrecy. Notably, the SCOPE director comfortably moves between the SVPD and SCSO and can serve as an intermediary for the crime and analytic information. Citizen engagement can help nullify those perceptions.

But citizen engagement also requires access to information. The annual reports—often two pages of dot points that reflect a unit's activities rather than a police department's outcomes measured against policy expectations—show a lack of sophistication. There is little explanation of outcomes that rely on data to illustrate successful policing, community relations, or measures of activity relative to a specific and relevant denominator (i.e., a defined benchmark for purposes of comparison).⁵ To assess the SCOPE initiative as a model practice of community policing–citizen engagement, the ICMA team had to review annual reports from the chief, the SCOPE director, the Neighborhood Watch director, and others;

⁵ Without a point of comparison, data points have little meaning. When citizen complaints go down, it may mean that there is less about which citizens can complain; alternatively, it could mean that there is no trust in the process and that citizens do not see a value in complaining. To best understand the meaning of a data point, there should be a point for comparison. If we see that enforcement activity is up and the number of citizen complaints is decreasing, the number is more informative.

however, there is no place on the Spokane Valley website where a citizen or an external observer can secure departmental information.

Direct communication with stakeholders on important issues demonstrates a partnership and relationship between work and success. Such communication could be improved by producing and distributing materials to the governing authority, including the community, about the department's mission, work, successes, and future goals. Inability or lack of desire to do so accentuates the SVPD's tangled relationship with and dependence on the SCSO. There are good stories to be told here and a missed opportunity.

The SVPD appears to enjoy strong partnerships with various law enforcement entities. It has deputies assigned to task forces headed by federal agencies, and these deputies serve as the department's representatives. The task forces and the SVPD's relationships with them are credited with successes in warrant service, firearms investigations, and the targeting and apprehension of career criminals and drug traffickers in the greater Spokane area. They are a point of pride among SVPD personnel.

Training

Although the SCSO's training is extolled as the best around, it is difficult to ascertain the degree to which community policing or community engagement is a cornerstone of the training. According to the training officer, the month-long post-academy training offers modules on community engagement, including community meetings and participation by Neighborhood Watch; the list of modules also includes scenario training and sound practice for dealing with the community. However, command-level officers are not the ones who are promoting community policing to the trainees. Rather, the subject is handled by traditional police outsiders, such as staff from community-based organizations who teach about sexual harassment and diversity, including tolerance of gay, lesbian, bisexual, and transgendered (GBLT) citizens. While these are likely quality instructors, pairing officers with these outside professionals or having seasoned officer instructors conduct the training and hold specific sessions for problem solving with the community would clearly demonstrate the valuing of community partnerships from an organizational standpoint, and it would send the strongest message to trainees that citizen input is valued and sought.

Community-Centric Principles

Crucial to any community policing orientation is an awareness and understanding of the community itself. From the ICMA team's observations, the SVPD has a genuine relationship with the community and recognizes that such a relationship is the foundation of effective community policing. Chief Van Leuven appears committed to the principle of community engagement, but he has not developed such an initiative on his own. The department needs to be made more reflective of the community and more accessible to its citizens.

Diversity: While the U.S. Census from 2000 reports that Spokane County is over 88 percent Caucasian, there is a bit more diversity in Spokane Valley, which is 82 percent Caucasian. However, there is little racial, ethnic, or gender diversity in the SVPD or the SCSO. Both the city precinct and the sheriff's office have photos on the wall of all deputies organized by rank, and both sets of photos show an overwhelming majority of white men. Closer study reveals a handful of faces of color and about an equal number of women.

Questions asked about efforts to recruit for racial, ethnic, or gender diversity were nonchalantly dismissed as the responsibility of a statewide centralized civil service. While it is true that the department is somewhat hamstrung by the civil service, it could still be reaching out to young people about the importance of and rewards associated with law enforcement careers, so that in ten years' time, the population of candidates choosing to take the exam will be far more diverse. With the changing demographics, the growing Native American population in the area, and the potential threat of white extremists in neighboring states, the department would be advised to encourage qualified, capable women and people of color to prepare for and take the civil service exam.

Observed Interactions with the Community: Everyone with whom the ICMA team met in the SVPD spoke about relationships and partnerships with the community. One officer spoke of being able to shut down drug houses because of information provided by citizens.

As noted previously, one member of the team spent about four hours in the company of a deputy on patrol. It was beneficial to get out of the precinct, see neighborhoods, and learn about crime problems. Without prompting, the officer readily offered examples of the community partnerships that have made a difference in the neighborhoods. Most involved covert and overt drug surveillance activities with the assistance of police-friendly neighbors.

The ride-along also offered several opportunities to witness the deputy's engagement with the community—a suspect, a victim, witnesses, other law enforcement personnel, and the general public. The officer spoke with citizens on the street in a polite, open, and friendly manner. His demeanor seemed to express a genuine interest in the citizens and their opinions about their neighborhood.

On one occasion, the deputy was called to assist an intoxicated pedestrian. He was quick to ask about the pedestrian's interest in being transported to the detox center. It was clear that the officer knew the pedestrian, his history, and the staff at the detox. His response further demonstrated a competence with the social service structure, insight into alcohol dependence and addiction, and an understanding of the limits of a traditional law enforcement response. The officer was stern but respectful of the pedestrian, and showed an exemplary approach to problem solving.

Another interaction was with a woman who was planting tulips in her yard. Recognizing her from a prior conversation, the deputy made polite and friendly conversation, his main goal being to demonstrate his approachability. By making himself accessible to her, he gave her an opportunity to present any problem she might have, while he revealed his willingness for a future encounter.

At one point during the ride-along, the deputy monitored a radio call of the SVPD, and because he was near the location of an incident, he offered to provide backup. His car was the first at the scene, and he was able to gather crucial evidence from witnesses, which led to the victim, the suspect, and an eventual arrest. The fact that uninvolved witnesses flagged down the officer to provide information about a crime and the suspect's whereabouts suggests a high degree of trust in the police. Further, watching the deputy coordinate a response with other officers and effectuate the arrest provided information about respect, confidence, and safety.

Training and the Community: SCOPE and the larger department offer a number of training opportunities for citizens. The annual crime prevention conference is daylong event that brings together deputies, community members, and SCOPE volunteers. The first annual conference had more than 200 attendees.

The “Pharmacy Safety and Security and Rx Patrol,” now in its second year, is a two-and-a-half-hour session that targets pharmacists and pharmacy staff. Run by a deputy, this session builds relationships between law enforcement and pharmacy staff while offering useful suggestions for increasing security and enhancing safety. It is skill-based training that provides tips for identifying and tracking losses due to impaired employees, and a refresher on the federal regulations that apply to the handling and prescribing of controlled substances. It also discusses self-evaluation security checklists and options for detection and surveillance systems. This very successful program is open to all law enforcement and all pharmacy employees.

THE SVPD AND THE SCSO: LINES OF DEMARCATION

Because much of the administrative support of the SVPD comes from the SCSO, the main headquarters of the SCSO in Spokane is a mother ship to the SVPD. It is where much of the business of the SVPD’s chief takes place, where SVPD evidence and property are secured, where detainees are held, where internal investigations are conducted, and from which the daily crime report is issued.

Officers from the SCSO who are assigned to the city of Spokane Valley are there mostly out of choice. Many were previously assigned to the unincorporated valley and now remain policing the Valley by their own preference out of a deep loyalty to the provision of quality law enforcement services. Their professionalism was evidenced in their response to several radio calls with a uniformed SVPD patrol deputy; moreover, the ICMA team witnessed solid cooperation among the various departments—the city of Spokane, the city of Spokane Valley, and the SCSO. SVPD supervisors were also on scene, interacting with and giving support to the patrol deputy, and providing quality feedback, appropriate inquiry, and guidance with the subsequent report writing.

Nevertheless, during interviews with officers and commanders in sheriff’s uniforms who are paid in part by the city of Spokane Valley, the ICMA team had to constantly remind the interviewees that the specific topic of the ICMA assessment was *Spokane Valley* police services. With the exception of Chief Van Leuven and sworn deputies assigned to SVPD, the command staff align themselves with the SCSO, regardless of their assignment. When they use the word *we*, they typically mean the sheriff’s office, not the police department. Even those whose pay is drawn from the Valley’s contract tend not to see themselves as a part of the SVPD. In contrast, the patrol deputies assigned to SVPD are very clear about their roles:

providing community and emergency services to the citizens of Spokane Valley. Their assignments are less ambiguous than those of the officers from the SCSO: they don't have to split their time between city and county activities, and they enjoy clear geographic responsibility with a high degree of beat integrity.

Conversations with personnel other than patrol deputies left the team confused about the relationship between the individual deputy, the sheriff, and the city of Spokane Valley. It was noteworthy that among the command staff, only Chief Van Leuven's business card reads "City of Spokane Valley"; everyone else's card has the insignia and the name of the SCSO, yet these commanders are the ones with whom the team met to discuss major issues relative to the SVPD.

Most commanders appear to have jobs that provide support for *all* aspects of the SCSO, including the SVPD, regardless of multiple roles, assignments, and activities of the very broad agency. For example, the training department, the OPS, and the director of SCOPE see the SVPD, the jail, and policing in the unincorporated parts of the county as all being the responsibility of the SCSO. The current structure of the shared-services model accentuates the police department's dependence on the SCSO and makes it difficult to imagine the SVPD as an independent entity. While the SVPD may not be able to support full-time personnel in each of these administrative functions, it could attain a greater degree of independence, both perceived and real, with an improved structure and design of the shared services.

While SVPD is merely a unit of the SCSO in terms of the collective bargaining agreement and the issuer of the paycheck, Spokane Valley accounts for 42 percent of the calls for service in the county and thus about 50 percent of the budget. Thus, if the city of Spokane Valley were to continue to contract for services, could not the SCSO organize staffing to ensure that key support personnel work exclusively for the city?

3. DATA ANALYSIS

This report focuses on three main areas: workload, deployment, and response times. These three areas are almost exclusively related to patrol operations, which constitute by far the bulk of the sheriff's personnel and financial commitment. All the information presented in this report was developed directly from data recorded in the county dispatch center.

The first section of this report, concluding with Table 8, uses the call and activity data for the entire year. For the detailed workload analysis and the response time analysis, we used two 4-week sample periods. The first period was the month of February 2008 (February 1 to February 28), or "winter," and the second period was the month of August 2008 (August 1 to August 28), or "summer."

We make no recommendations in this preliminary report; our purpose here is to share information that we have developed from the source data to confirm its accuracy.

WORKLOAD ANALYSIS

When analyzing the data supplied by the SCSO, we encountered a number of issues and made assumptions and decisions to address them:

- A small but significant percentage of calls involving patrol units (4.3 percent) had zero time on scene.
- The computer software generates a large number of call codes. This led to 138 different call descriptions, which we reduced to fifteen categories for our tables and nine categories for our figures.
- A small proportion of calls (1.3 percent, or approximately 730 for the year) were missing clear times and were thus discounted. Most of these were likely duplicate records or canceled calls.

Our study team has often worked with these types of problems when assessing call-for-service data. To identify calls that were canceled en route, we assumed zero time on scene to account for a significant portion of them. Any call with an on-scene time of less than 30 seconds was labeled "zero on scene." We also used the information stored within the dispatch data to distinguish between patrol-initiated and other-initiated calls.

Regarding the data we received, in the period from January through December 2008, there were approximately 74,300 calls for service (with accompanying unit information). Of that

total, approximately 56,200 included a patrol unit either as the primary responder or as a secondary unit. When focusing on our four-week periods, we analyzed 4,014 (patrol-related) calls in February 2008 and 3,814 calls in August 2008.

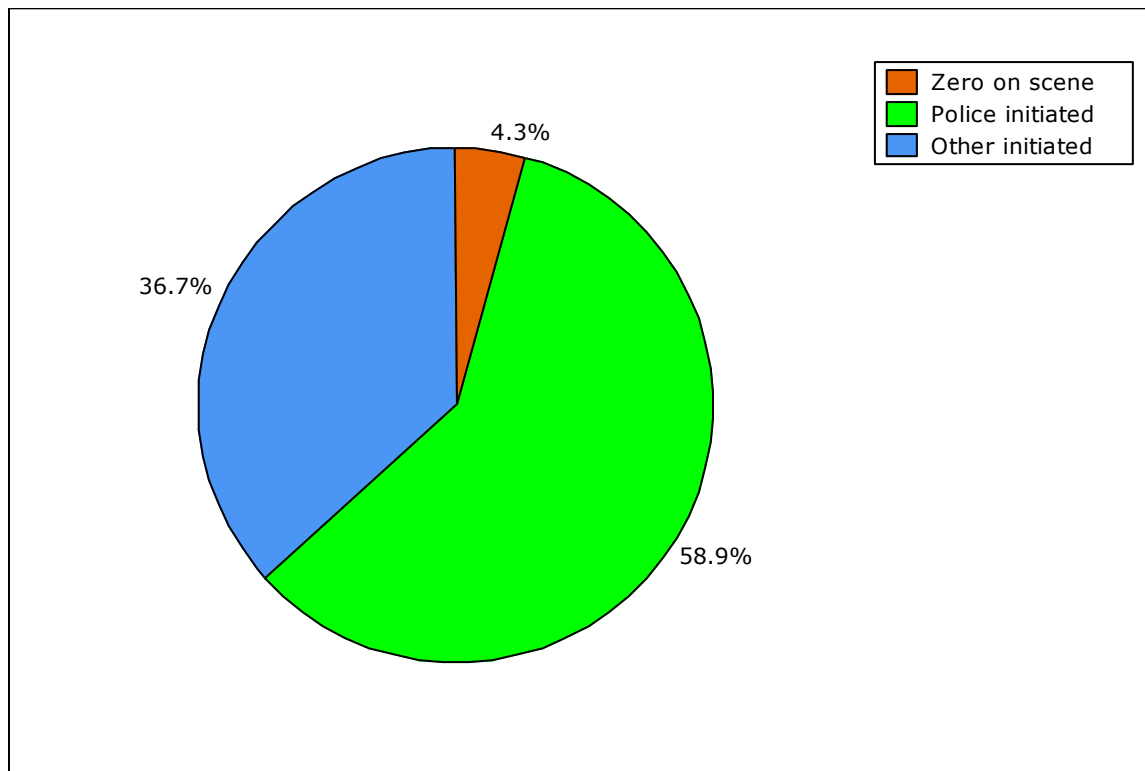
In addition, when analyzing workloads and response times, we ignored calls with incorrect or missing time data. The inaccuracies also included elapsed times that either were negative or exceeded eight hours. For the entire year, this excluded approximately 850 calls from our analysis. Discussions with the sheriff's office led us to conclude that most of these calls were either duplicate records or canceled calls.

In 2008, the sheriff's office reported 154 calls for service per day. As mentioned, about 4.3 percent of these calls show no officer time 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 (e.g., crime, traffic). Workloads are measured in average work-hours per day. The following tables use fifteen of the seventeen call categories shown in the table below. For the graphs, some of these categories are consolidated to nine distinct categories.

Table categories	Figure categories
Accidents	Traffic
Traffic enforcement	
Alarm	Investigations
Check/investigation	
Animal calls	General noncriminal
Miscellaneous	
Assist other agency	Assist other agency
Crime—persons	Crime
Crime—property	
Directed patrol	Directed patrol
Disturbance	Suspicious incident
Suspicious person/vehicle	
Juvenile	Juvenile
Out of service—administrative	Out of service
Out of service—personal	
Prisoner—arrest	Arrest
Prisoner—transport	

Figure 1. Percentage of Calls per Day by Initiator



Note. Percentages are based on a total of 55,461 calls. Percentages do not total 100% because of rounding.

Table 1. Number of Calls per Day by Initiator

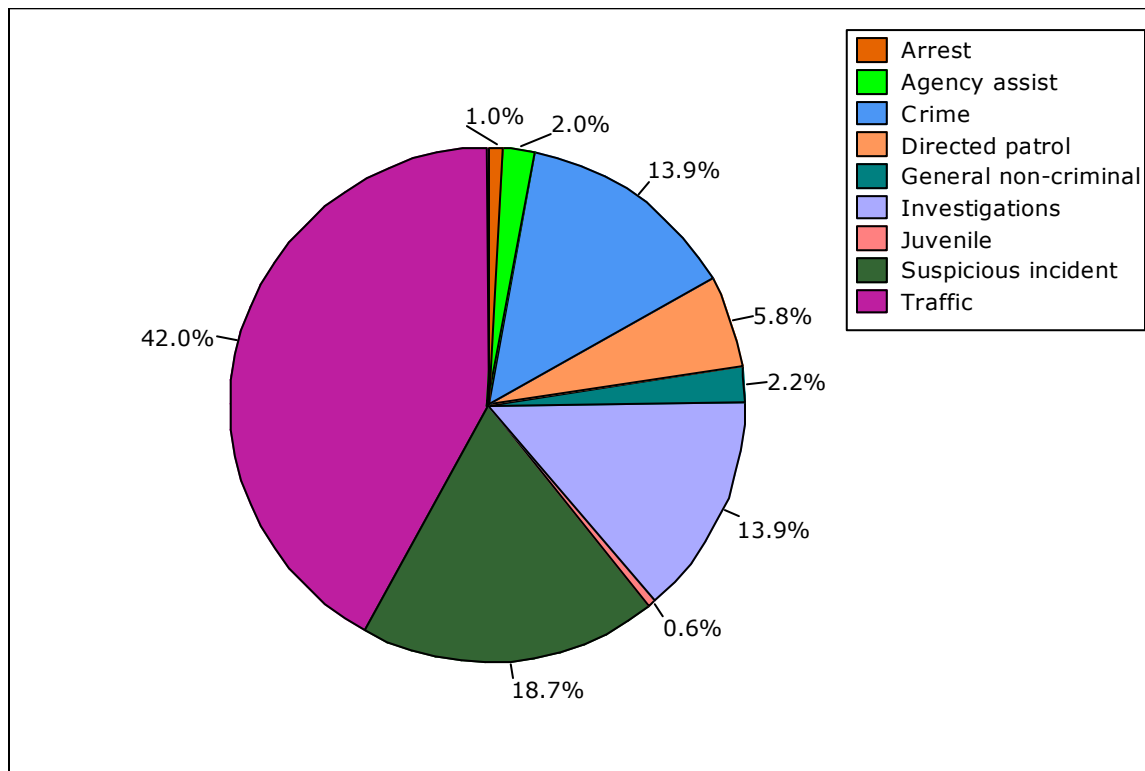
Initiator	Total calls	Calls/day
Zero on scene	2,411	6.6
Police initiated	32,690	89.3
Other initiated	20,360	55.6
Total	55,461	151.5

Note. Table excludes 731 calls with missing time data.

Observations

- About 4.3 percent of the calls involved zero on-scene time and are included in these numbers as well as in the next figure and table. Later, we exclude these calls.
- The data records include a large number of police-initiated activities: 89 per day, or about 59 percent of all activities.
- There were a total of 152 calls per day, or 6.3 per hour.

Figure 2. Percentage of Calls per Day by Category



Note. Percentages exceed 100% because of rounding.

Table 2. Number of Calls per Day by Category

Category	Total calls	Calls/day
Accidents	1,729	4.7
Alarm	1,606	4.4
Animal calls	104	0.3
Assist other agency	1,088	3.0
Check/investigation	6,099	16.7
Crime—persons	4,298	11.7
Crime—property	3,412	9.3
Directed patrol	3,191	8.7
Disturbance	2,952	8.1
Juvenile	334	0.9
Miscellaneous	1,112	3.0
Prisoner—arrest	542	1.5
Suspicious person/vehicle	7,411	20.2
Traffic enforcement	21,583	59.0
Total	55,461	151.5

Observations

- Four categories (traffic, suspicious incidents, crimes, and investigations) accounted for 89 percent of activities.
- Forty-two percent of calls were traffic related.
- Nineteen percent of calls were suspicious incidents (including disturbances).
- Fourteen percent of calls involved crimes, and similar percentage involved investigations (including alarm calls).

Figure 3. Percentage of Nonzero Calls per Day by Category

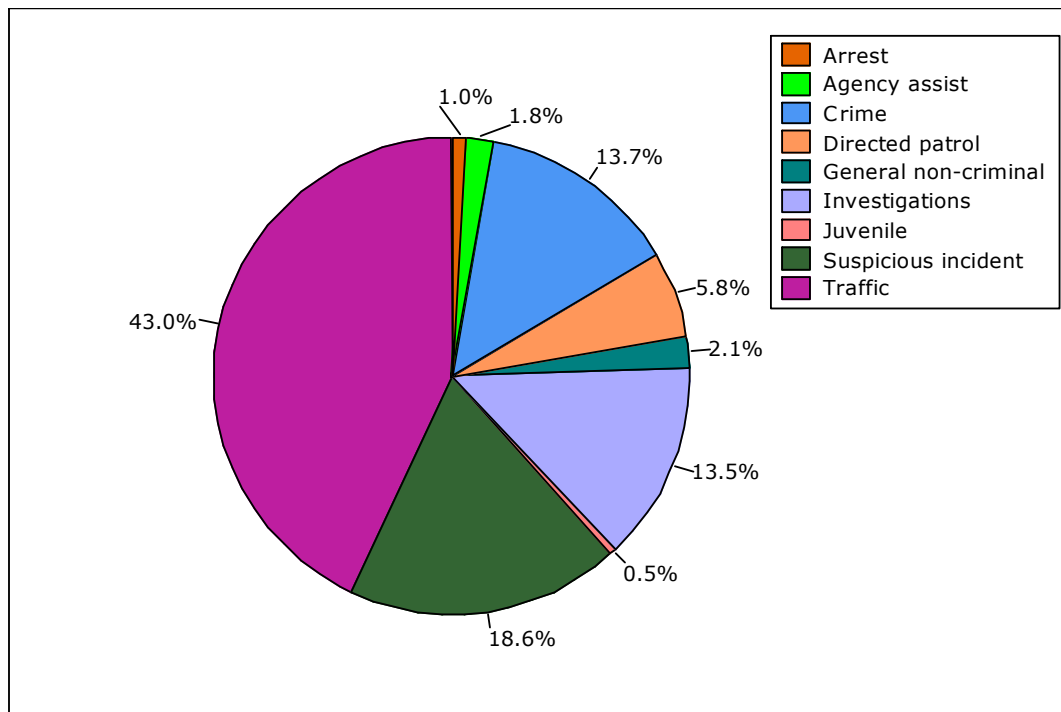


Table 3. Number of Nonzero Calls per Day by Category

Category	Total calls	Calls/day
Accidents	1,650	4.5
Alarm	1,493	4.1
Animal calls	94	0.3
Assist other agency	974	2.7
Check/investigation	5,651	15.4
Crime—persons	4,099	11.2
Crime—property	3,166	8.7
Directed patrol	3,071	8.4
Disturbance	2,769	7.6
Juvenile	279	0.8
Miscellaneous	1,030	2.8
Prisoner—arrest	511	1.4
Suspicious person/vehicle	7,076	19.3
Traffic enforcement	21,187	57.9
Total	53,050	144.9

Observations

- When zero-on-scene time calls are excluded, there are 145 calls per day, or 6.0 per hour.
- The top four categories and their percentages remain essentially unchanged.

Figure 4. Number of Calls per Day by Initiator and by Months

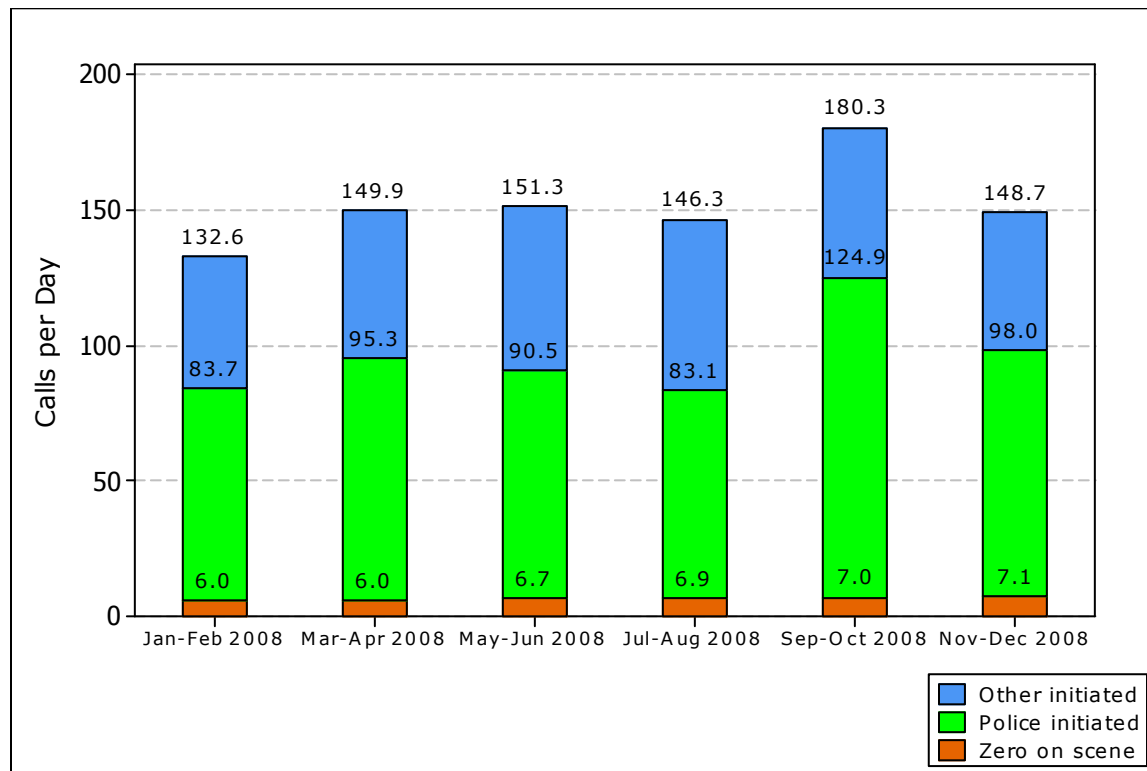


Table 4. Number of Calls per Day by Initiator and by Months

Initiator	Jan-Feb	Mar-Apr	May-Jun	Jul-Aug	Sep-Oct	Nov-Dec
Zero on scene	6.0	6.0	6.7	6.9	7.0	7.1
Police initiated	77.8	89.3	83.8	76.3	117.9	90.9
Other initiated	48.9	54.6	60.8	63.2	55.4	50.7
Total	132.6	149.9	151.3	146.3	180.3	148.7

Observations

- The number of calls was largest from September to October.
- The number of calls was the smallest from January to February.
- The largest months had 36 percent more calls than the smallest.
- The primary cause for this large difference was 118 police-initiated activities per day from September to October compared to only 78 from January to February.
- In contrast, for these same months, the increase in other-initiated calls was only 6 calls per day.
- July to August had the largest number of other-initiated calls.

Figure 5. Number of Calls per Day by Category and by Months

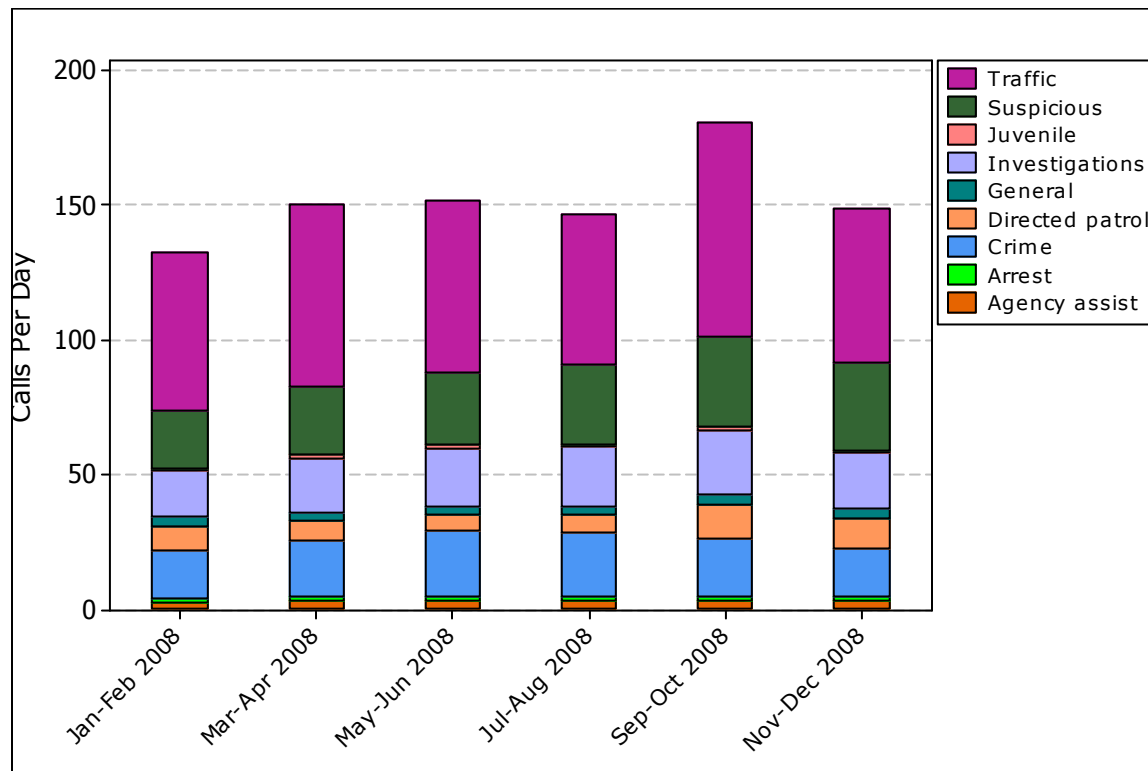


Table 5. Number of Calls per Day by Category and by Months

Category	Jan-Feb	Mar-Apr	May-Jun	Jul-Aug	Sep-Oct	Nov-Dec
Accidents	5.4	4.3	4.5	4.4	4.6	5.1
Alarm	4.1	4.3	4.2	5.3	4.0	4.4
Animal calls	0.4	0.4	0.3	0.2	0.1	0.3
Assist other agency	2.5	3.1	3.1	2.8	3.0	3.3
Check/investigation	13.1	15.9	17.6	17.2	19.9	16.2
Crime-persons	10.1	11.8	13.5	13.6	11.7	9.7
Crime-property	7.6	8.9	10.9	10.7	9.7	8.0
Directed patrol	8.9	7.0	6.3	6.7	12.2	11.1
Disturbance	6.4	7.2	9.6	10.6	7.7	6.9
Juvenile	0.9	1.0	1.1	0.8	1.0	0.7
Miscellaneous	3.0	3.0	2.5	2.5	3.7	3.6
Prisoner-arrest	1.5	1.6	1.2	1.4	1.8	1.4
Suspicious person/vehicle	14.8	18.4	17.5	18.5	26.4	25.8
Traffic enforcement	54.0	63.0	58.8	51.5	74.2	52.3
Total	132.6	149.9	151.3	146.3	180.3	148.7

Observations

- Traffic-related calls, followed by suspicious incidents, were the most common types of calls throughout the year.
- Traffic-related calls (enforcement and accidents) in general averaged between 56 and 79 per day throughout the year.
- Suspicious incidents (including disturbances) averaged between 21 and 34 calls per day.
- Crime calls averaged between 18 and 24 per day throughout the year, while investigations (including alarm calls) averaged between 17 and 24 calls per day.
- These four categories were consistently 86 percent to 90 percent of all calls throughout the year.

Figure 6. Average Busy Times by Category and Initiator

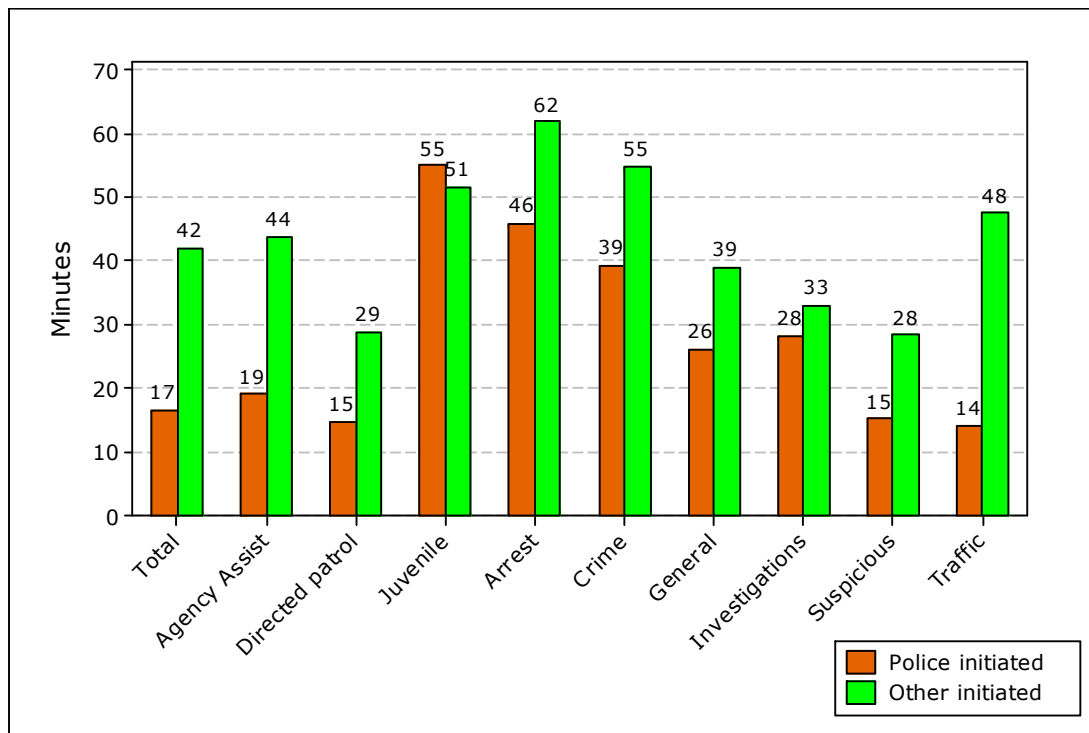


Table 6. Average Busy Times by Category and Initiator

Category	Police initiated		Other initiated	
	Total calls	Minutes/ call	Total calls	Minutes/ call
Accidents	161	44.2	1,476	64.5
Alarm	16	14.4	1,477	21.3
Animal calls	19	22.5	75	30.6
Assist other agency	203	19.1	767	43.7
Check/investigation	2,681	28.3	2,958	38.8
Crime—persons	321	29.7	3,746	55.5
Crime—property	167	57.6	2,963	54.0
Directed patrol	3,063	14.7	6	28.8
Disturbance	78	22.0	2,687	27.9
Juvenile	21	55.0	257	51.5
Miscellaneous	683	26.3	346	41.1
Prisoner—arrest	333	45.8	172	61.9
Suspicious person/vehicle	4,955	15.0	2,120	28.8
Traffic enforcement	19,977	14.0	1,207	26.7
Total	32,678	16.6	20,257	42.0

Note. Figure 6 and Table 6 exclude zero-on-scene calls and calls with missing busy times.

Observations

- Average time spent on a call ranged from 14 to 65 minutes overall, with significant variation by call type and initiator.
- The longest average times spent were 65 minutes on citizen-reported accidents and 62 minutes on other-initiated prisoner arrests.
- Police-initiated traffic-related calls (mostly traffic stops) averaged 14 minutes per call, whereas other-initiated traffic calls (excluding accidents) averaged 27 minutes.
- Crime calls averaged 39 minutes for police-initiated calls and 55 minutes for other-initiated calls.

Figure 7. Number of Responding Units by Initiator and Category

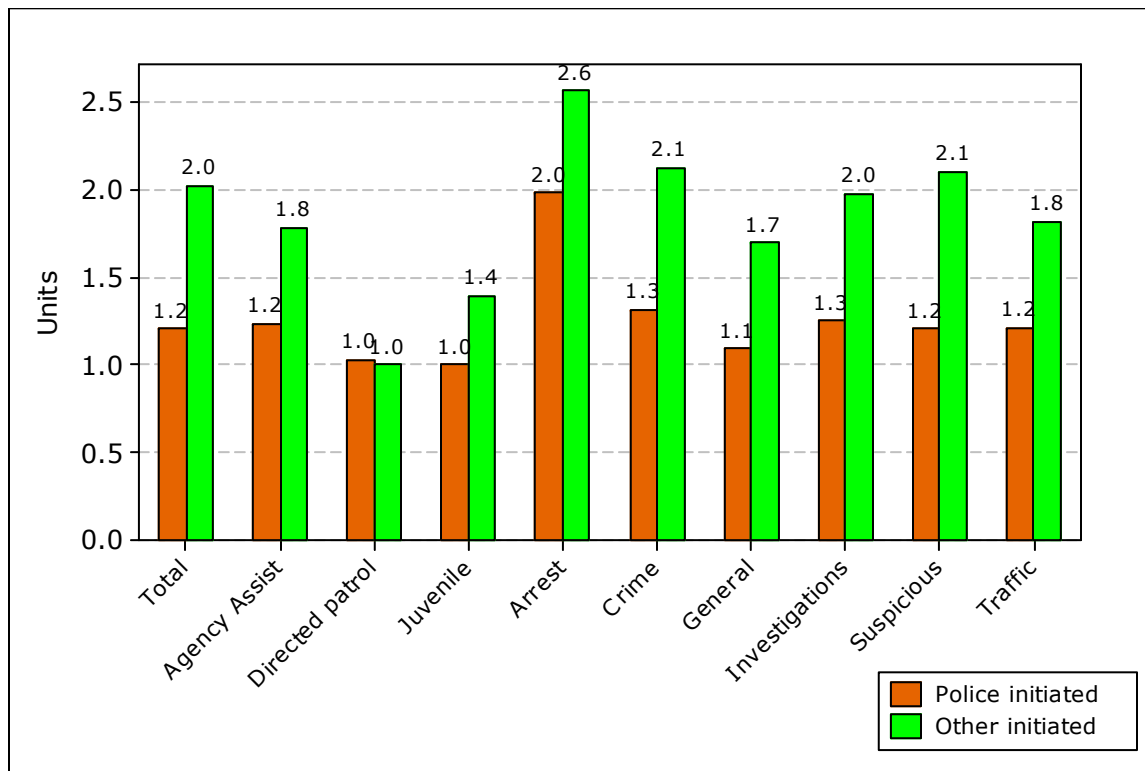


Table 7. Number of Responding Units by Initiator and Category

Category	Police initiated		Other initiated	
	Average	Total calls	Average	Total calls
Accidents	1.6	161	2.1	1,489
Alarm	2.0	16	2.3	1,477
Animal calls	1.5	19	1.5	75
Assist other agency	1.2	203	1.8	771
Check/investigation	1.2	2,686	1.8	2,965
Crime—persons	1.3	322	2.4	3,777
Crime—property	1.4	168	1.8	2,998
Directed patrol	1.0	3,065	1.0	6
Disturbance	2.2	78	2.3	2,691
Juvenile	1.0	21	1.4	258
Miscellaneous	1.1	683	1.7	347
Prisoner—arrest	2.0	336	2.6	175
Suspicious person/vehicle	1.2	4,955	1.9	2,121
Traffic enforcement	1.2	19,977	1.5	1,210
Total	1.2	32,690	2.0	20,360

Figure 8. Number of Units Responding by Category: Other Initiated

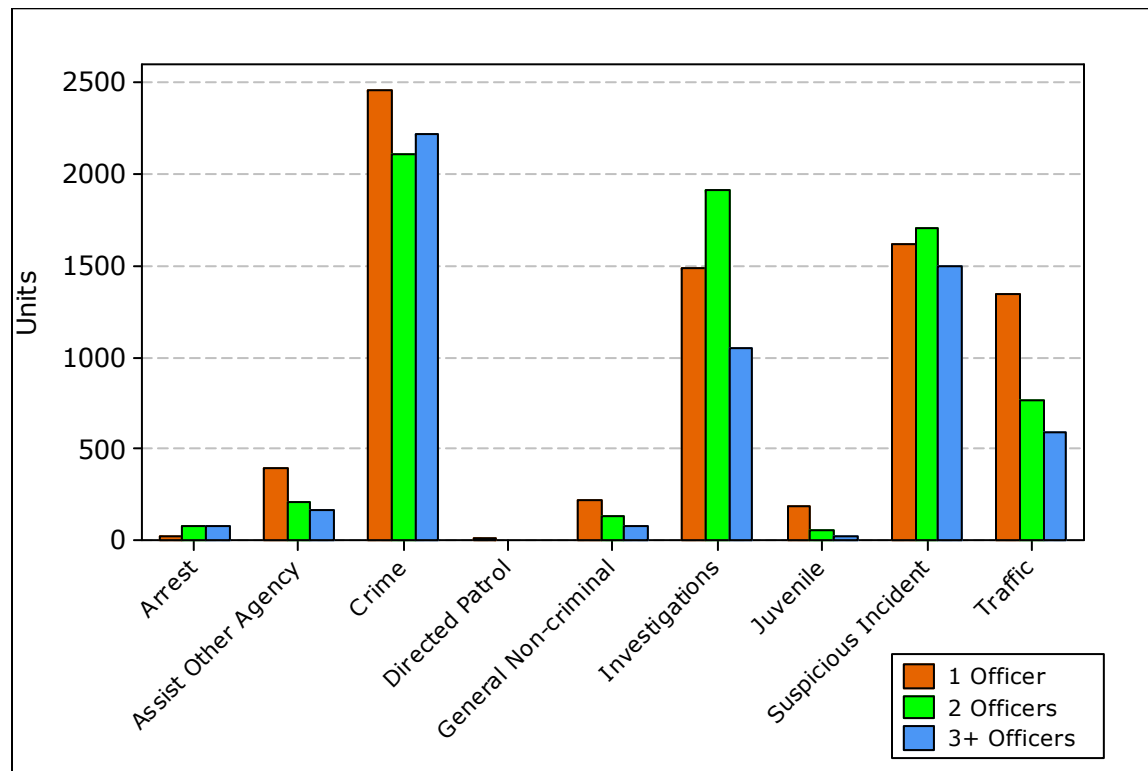


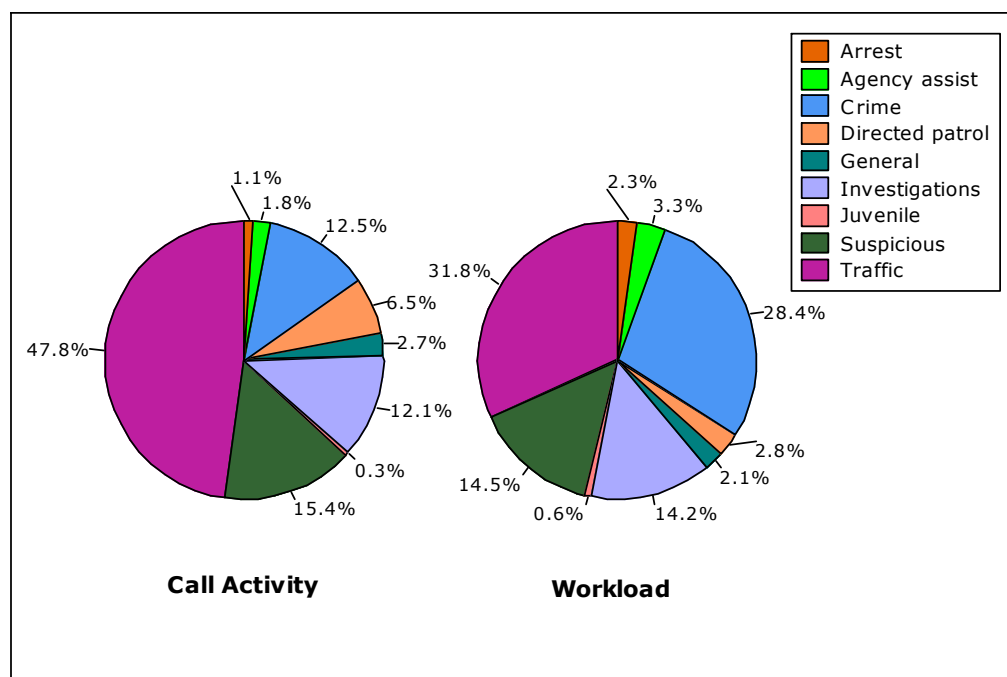
Table 8. Number of Units Responding by Category: Other Initiated

Category	Responding units		
	One	Two	Three or more
Accidents	493	539	457
Alarm	200	830	447
Animal calls	50	15	10
Assist other agency	397	206	168
Check/investigation	1,286	1,076	603
Crime—persons	826	1,345	1,606
Crime—property	1,625	759	614
Directed patrol	6	0	0
Disturbance	651	1,038	1,002
Juvenile	181	60	17
Miscellaneous	171	115	61
Prisoner—arrest	21	74	80
Suspicious person/vehicle	965	660	496
Traffic enforcement	846	228	136
Total	7,718	6,945	5,697

Observations

- The overall mean number of responding units was 1.2 for police-initiated calls and 2.0 for other-initiated calls.
- The mean number of responding units was a maximum of 2.6, for other-initiated calls involving arrests.
- Checking the bottom of Table 8, one can see that most other-initiated calls involved two or more responding units (62 percent).
- In addition, 28 percent of all other-initiated calls involved three or more units.
- The largest group of other-initiated calls with three or more responding units involved crimes and person crimes (as opposed to property crimes) in particular.

Figure 9. Percentage of Calls and Work-Hours per Day by Category, February 2008



Note. Calculations include only nonzero on-scene calls. Percentages may exceed 100% because of rounding.

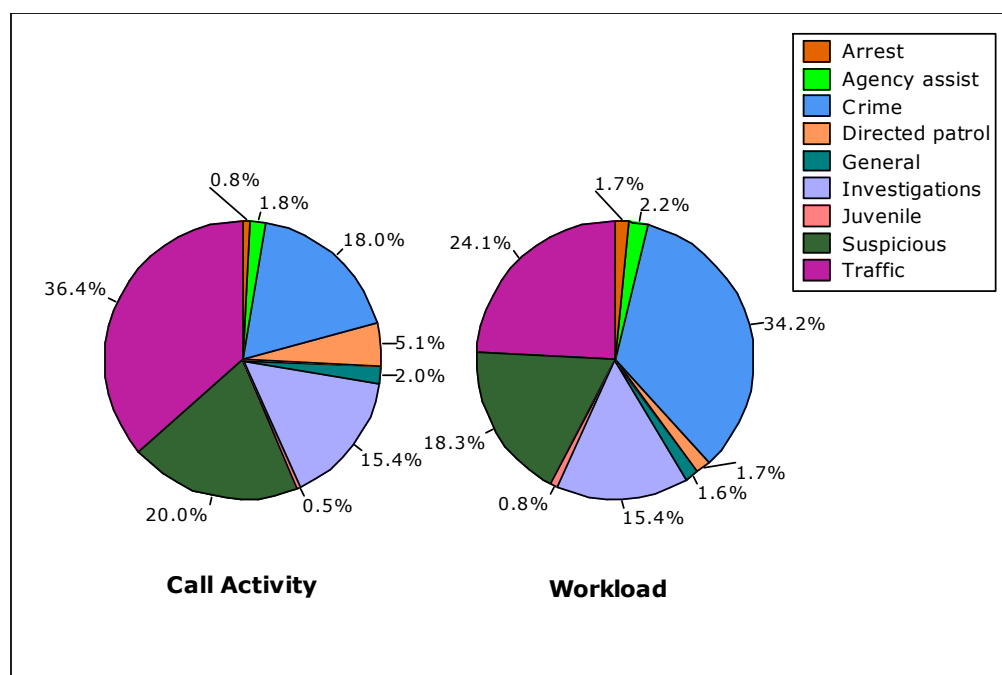
Table 9. Number of Calls and Work-Hours per Day by Category, February 2008

Category	Calls/day	Work-hours/day
Arrest	1.5	2.0
Assist other agency	2.5	2.9
Crime	16.9	24.5
Directed patrol	8.8	2.5
General noncriminal	3.6	1.8
Investigations	16.4	12.2
Juvenile	0.4	0.5
Suspicious incident	20.8	12.5
Traffic	64.8	27.5
Total	135.6	86.3

Observations

- In February 2008, total calls were 135.6 per day, or 5.7 per hour.
- Total workload was 86.3 work-hours per day. This meant that an average of 3.6 personnel per hour were busy handling calls.
- Traffic-related events constituted 48 percent of calls but only 32 percent of workload.
- Crimes constituted 13 percent of calls but 28 percent of workload.

Figure 10. Percentage of Calls and Work-Hours per day by Category, August 2008



Note. Calculations includes only nonzero on-scene calls.

Table 10. Number of Calls and Work-Hours per Day by Category, August 2008

Category	Calls/day	Work-hours/day
Arrest	1.0	1.6
Assist other agency	2.4	2.1
Crime	23.0	32.4
Directed patrol	6.5	1.6
General noncriminal	2.5	1.5
Investigations	19.7	14.5
Juvenile	0.6	0.7
Suspicious incident	25.5	17.3
Traffic	46.4	22.7
Total	127.7	94.5

Observations

- In August, the total number of calls per day (127.7, or 5.3 per hour) was slightly smaller than in February while the workload (94.5 work-hours per day, or 3.9 personnel per hour) was slightly higher.
- Traffic-related events constituted only 36 percent of the total calls and 24 percent of the total workload.
- Crimes were 18 percent of total calls and 34 percent of the total workload.

A number of nonpatrol calls—approximately 14,400 calls in 2008, or 39 per day—were actually calls that were left unassigned when the SCSO determined that no unit was available to respond. Most of these calls were either traffic related or requests for assistance by other agencies; thus, they were handled by either the highway patrol or the other agencies. Only 17 percent of the calls—approximately 2,500 calls a year, or 7 per day—were of a different type. Clearly, however, they were all other initiated and not high priority. As no unit responded, we can only include counts and cannot compute the related workload.

Figure 11. Percentage of Calls by Category in 2008 with Units Unavailable

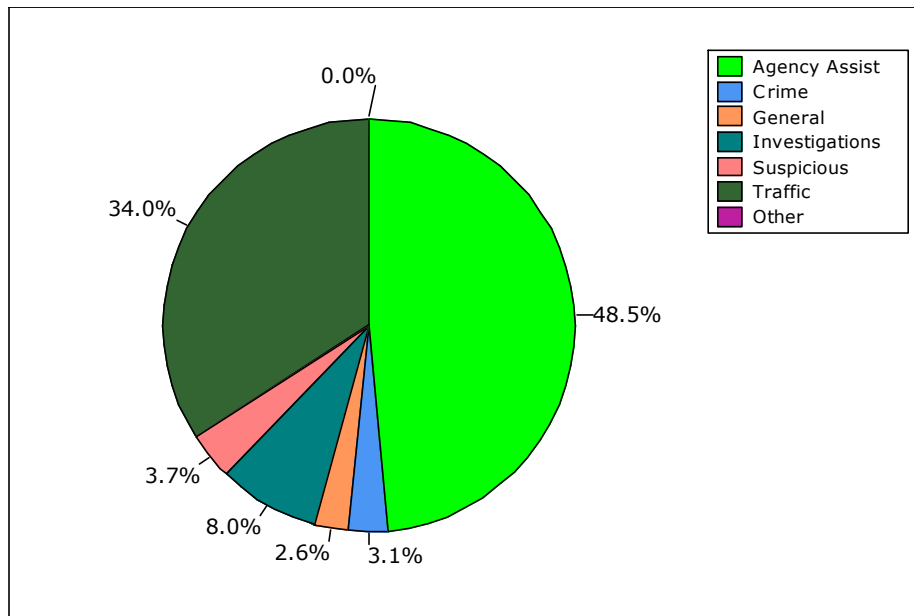


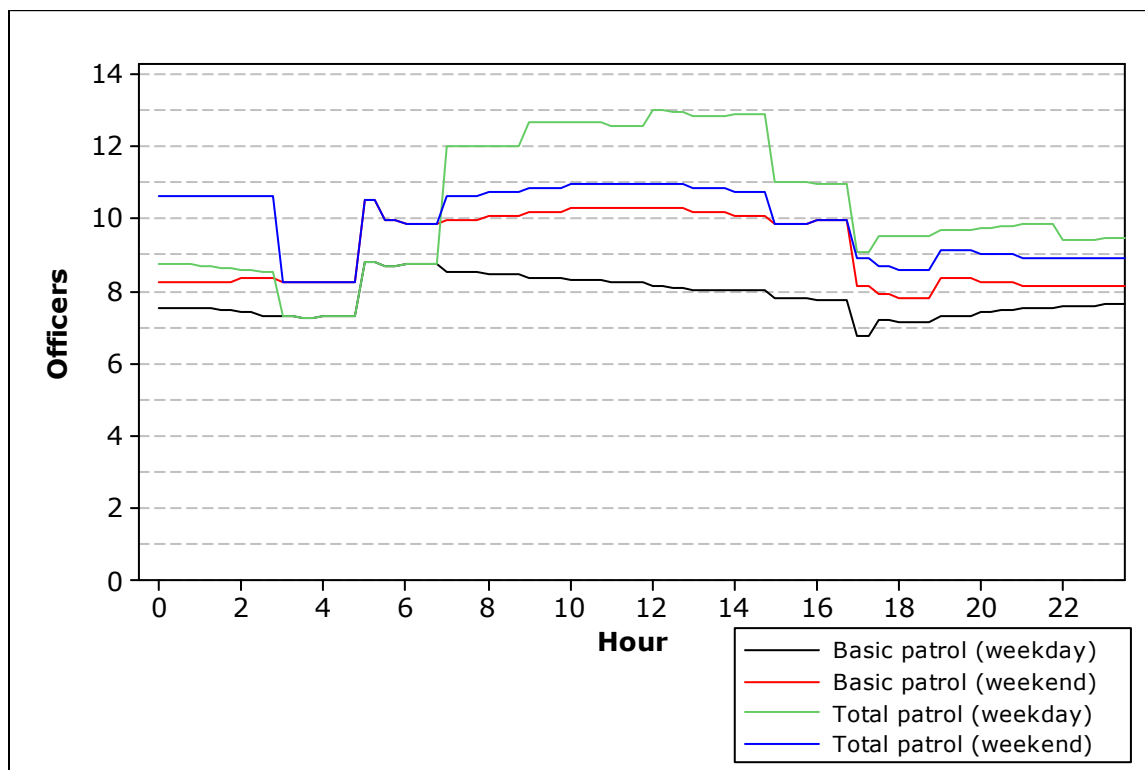
Table 11. Percentage of Calls by Category in 2008 with Units Unavailable

Category	Total calls	Calls/day
Accidents	547	1.5
Alarm	3	0.0
Animal calls	243	0.7
Assist other agency	7,005	19.1
Check/investigation	1,152	3.1
Crime—persons	117	0.3
Crime—property	336	0.9
Disturbance	250	0.7
Juvenile	1	0.0
Miscellaneous	130	0.4
Prisoner—arrest	5	0.0
Suspicious person/vehicle	282	0.8
Traffic enforcement	4,370	11.9
Total	14,441	39.5

DEPLOYMENT

The SCSO operates (primarily) on twelve-hour shifts with staggered starting times. The day shift starts at either 5:30 a.m. or 7 a.m., and the night shift starts at either 5:30 p.m. or 7 p.m. Along with regular patrol officers, we included traffic enforcement units, K9 units, and school resource officers. Within the patrol unit, we included both officers and supervisors—that is, all officers and supervisors from the rank of sergeant and below. The SCSO deployed an average of 8.2 patrol officers during the twenty-four-hour day in February 2008 and 8.6 patrol officers in August 2008. When the additional units are included, it deployed an average of 10.2 and 11.5 officers during the twenty-four-hour day in February and August, respectively. The deployment varied by season and between weekends and weekdays; it varied even more by time of day.

Figure 12. Deployed Officers by Day of Week, February 2008



Observations

- The average patrol deployment was approximately 8 officers during the week (black line) and 9 officers on weekends (red line).
- During the week, deployment reached as high as 9 officers and dropped as low as 7 officers.

- On the weekends, deployment ranged between 11 officers and 8 officers.
- Highest deployments occur between 5:30 a.m. and 7 a.m.
- Lowest deployments occur between 5:30 p.m. and 7 p.m.
- When additional units (e.g., traffic) were added, the average deployment rose by 2.5 officers on weekdays (green line) and 0.8 officers on weekends (blue line).
- The additional units affected total deployment mostly between 7 a.m. and 5 p.m. on weekdays.

Figure 13. Deployment and Workload: Weekdays, February 2008

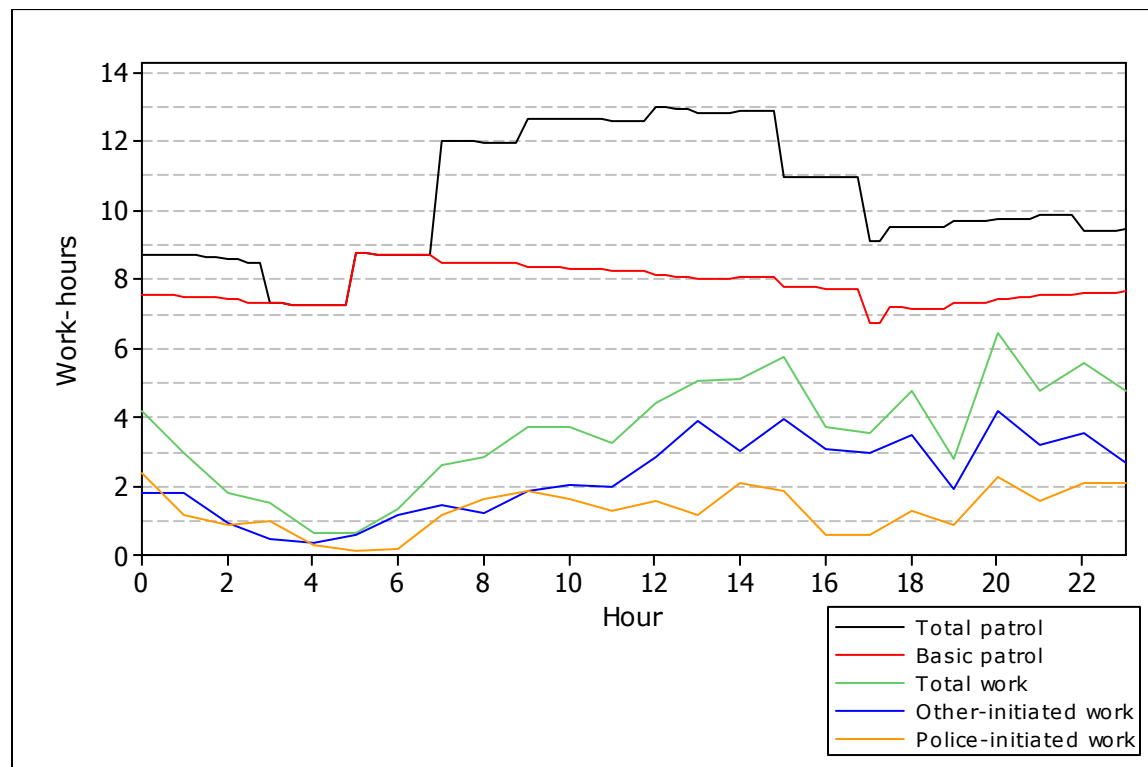
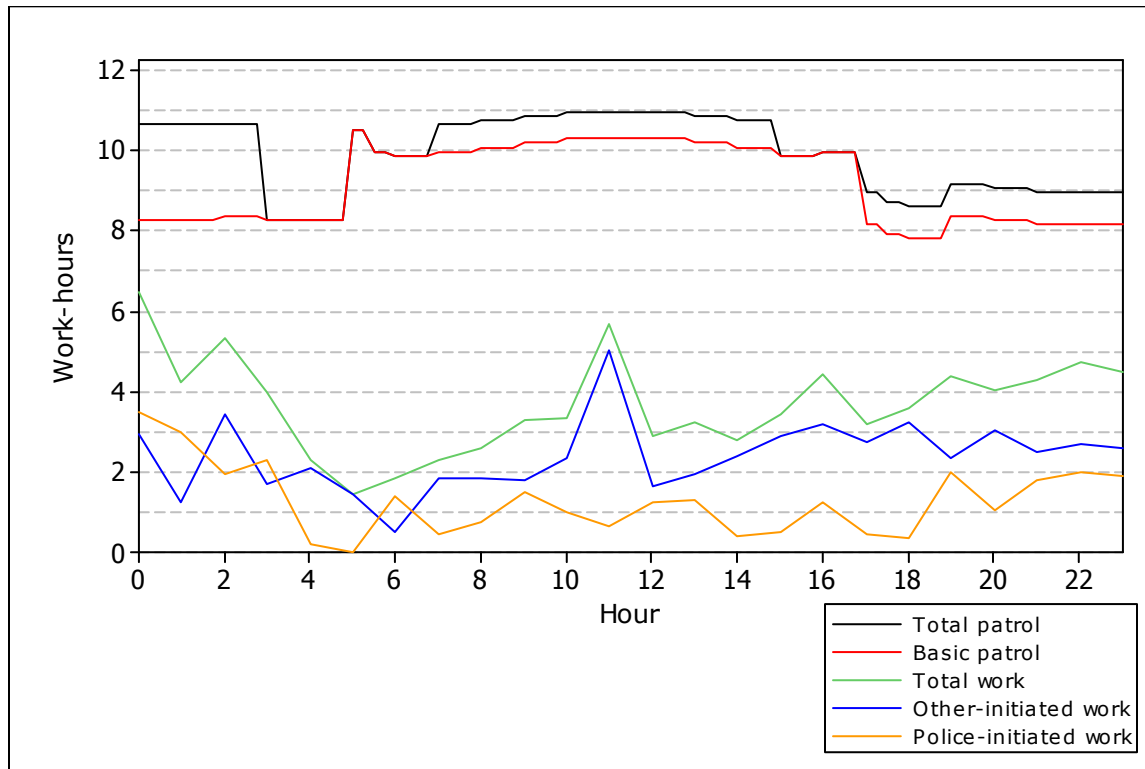


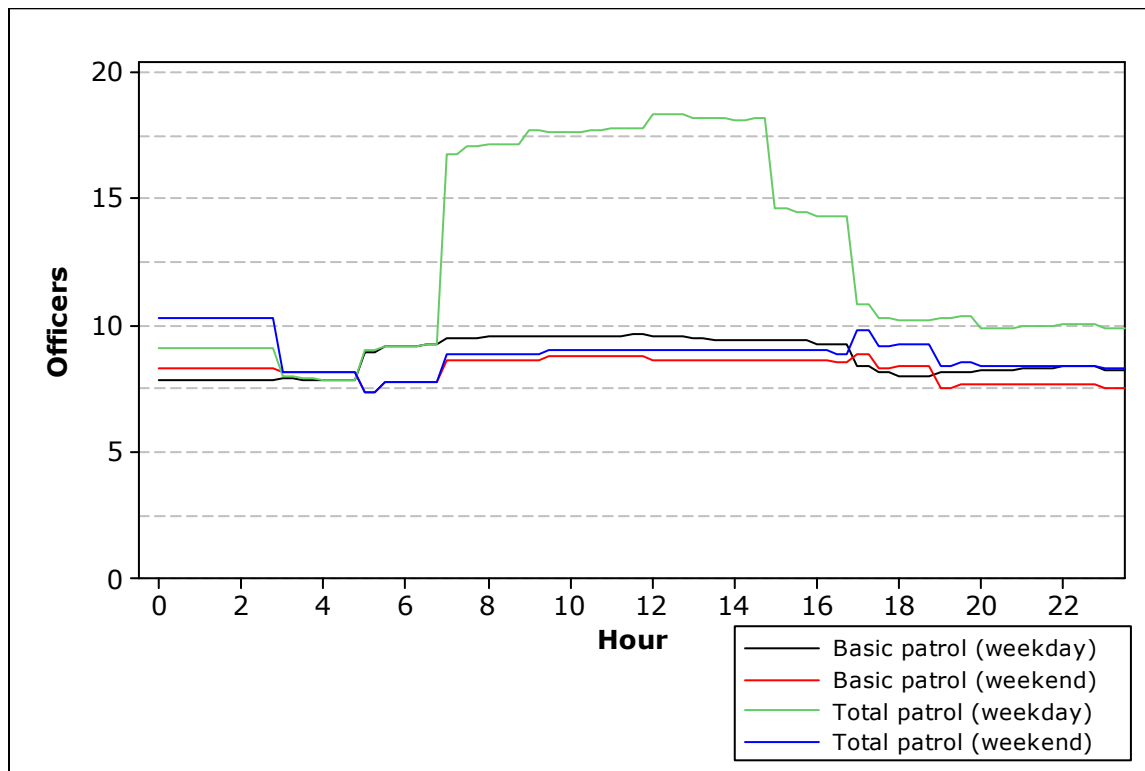
Figure 14. Deployment and Workload: Weekends, February 2008



Observations

- During the week, total patrol workload averaged 3.6 personnel per hour (green line).
- This was 35 percent of total deployment, which means that patrol officers spent 35 percent of their time on patrol-related activities.
- During the week, patrol workload dropped as low as 7 percent of total deployment between 5 a.m. and 6 a.m. It was as high as 67 percent of total deployment between 8 p.m. and 9 p.m.
- On the weekends, total patrol workload averaged 3.7 personnel per hour (green line).
- This was 37 percent of total deployment.
- On the weekends, the patrol workload dropped as low as 14 percent of total deployment between 5 a.m. and 6 a.m. and rose as high as 61 percent of total deployment between midnight and 1 a.m.

Figure 15. Deployed Officers by Day of Week, August 2008



Observations

- The number of officers deployed was slightly higher in August than in February.
- On average, 9 officers were deployed during the week in August and 8 officers were deployed on weekends.
- Basic deployment varied between 8 and 10 officers during the week and between 7 and 9 officers on weekends.
- When additional units (traffic) were added, the deployment rose as in February.
- The additional officers were most visible during the day on weekdays.
- Total deployment reached a maximum of 18 officers during the week and 10 officers on weekends. The peak number for February was only 13 officers.

Figure 16. Deployment and Workload-Weekdays, August 2008

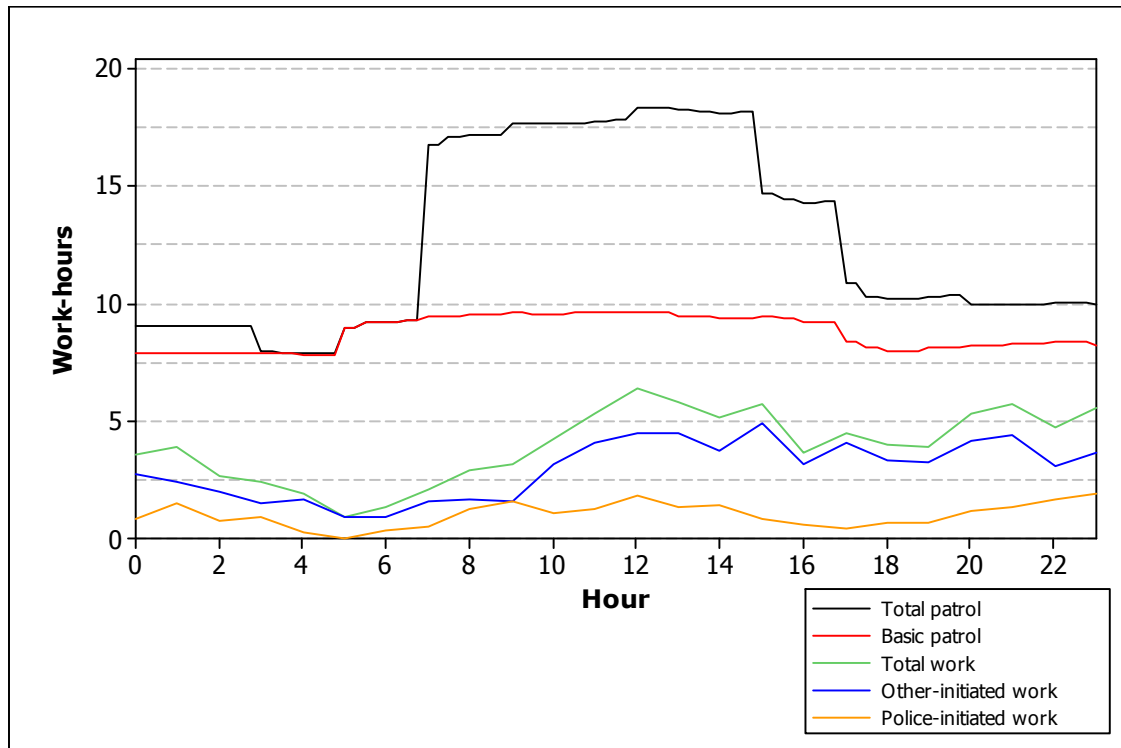
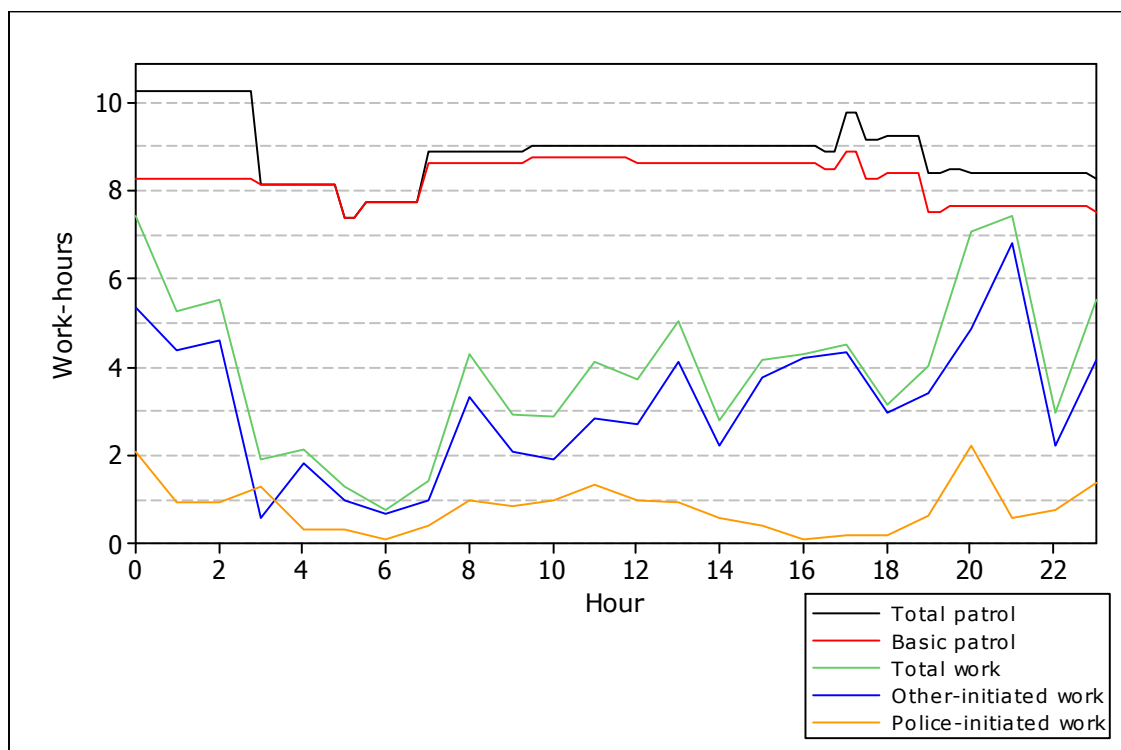


Figure 17. Deployment and Workload-Weekends, August 2008



Observations

- During August, workload was slightly higher (by almost 10 percent) than in February.
- Patrol deployment was slightly higher in August and much higher during the week in the daytime.
- During the week and on the weekends, patrol workload averaged 3.9 personnel per hour (green line).
- During the week, this was 31 percent of total deployment, which means that patrol officers spent 31 percent of their time on patrol-related activities.
- During the week, patrol workload dropped as low as 10 percent of total deployment between 5 a.m. and 6 a.m. and rose as high as 57 percent of total deployment between 9 p.m. and 10 p.m.
- On the weekend, the average workload (3.9 personnel) was 44 percent of total deployment.
- On the weekends, the patrol workload dropped as low as 10 percent of total deployment at between 6 a.m. and 7 a.m. and rose as high as 88 percent of total deployment between 9 a.m. and 10 a.m.

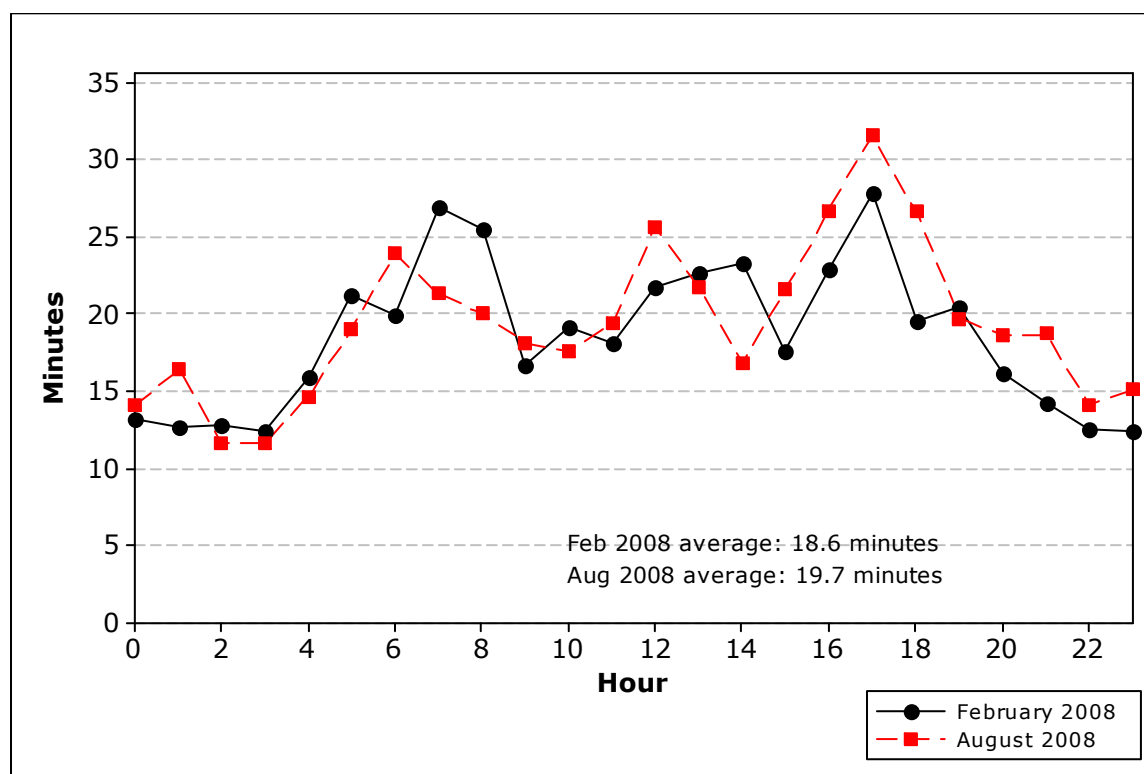
RESPONSE TIMES

We analyzed the response times to various types of calls, separating the duration into dispatch and travel times, to determine whether response times varied by call type. We started with 4,014 and 3,814 calls for February 2008 and August 2008, respectively, and limited our analysis to calls that were other initiated with nonzero on-scene times. Some calls had no indication of arrival times, however, so we were forced to exclude them from our analysis. This left 1,340 calls in February 2008 and 1,771 calls in August 2008.

To better understand the response time issue, we calculated the cumulative distribution function (CDF) of response time for three variables: dispatch delay, travel time, and total response time.

We also conducted an analysis that was based on the priority codes provided within the data. We focused on high-priority calls for the entire year. The response times for these calls are significantly shorter.

Figure 18. Average Response Times, by Hour of Day, for February and August 2008



Observations

- Average response times vary significantly by hour of day.
- The overall average is slightly longer in August than in February.
- In February, the longest response times were between 5 p.m. and 6 p.m., with an average of 27.9 minutes. These longer times were primarily the result of large dispatch delays.
- In February, the shortest response times were between 3 a.m. and 4 a.m., and between 11 p.m. and midnight, with an average of 12.4 minutes.
- In August, the longest response times were between 5 p.m. and 6 p.m., with an average of 31.6 minutes and with the same probable cause.
- In August, the shortest response times were between 2 a.m. and 4 a.m., with an average of 11.6 minutes.

Reading the Cumulative Distribution Function (CDF) Chart

In the CDF chart below, the vertical axis is the probability or percentage of calls. The horizontal axis is time of dispatch delay, travel time, or total response time. For example, approximately 80 percent of August's calls had a dispatch delay of 24 minutes or less. (The

80 percent line intersects the curve at the 24-minute mark.) The same percentage of February's calls had a dispatch delay of 19 minutes or less. When comparing different CDF lines, a higher line represents a larger percentage of low values. Figure 19 shows that the dispatch delays are lower for February 2008 than for August 2008.

Figure 19. Dispatch Delay Cumulative Distribution Function

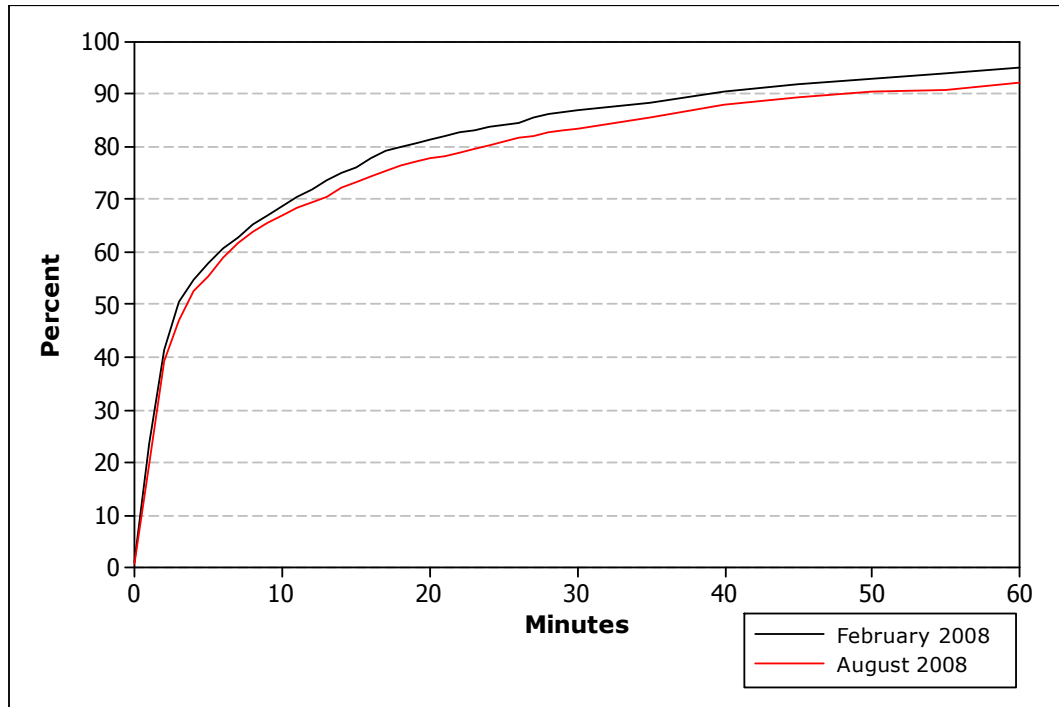


Figure 20. Travel Time Cumulative Distribution Function

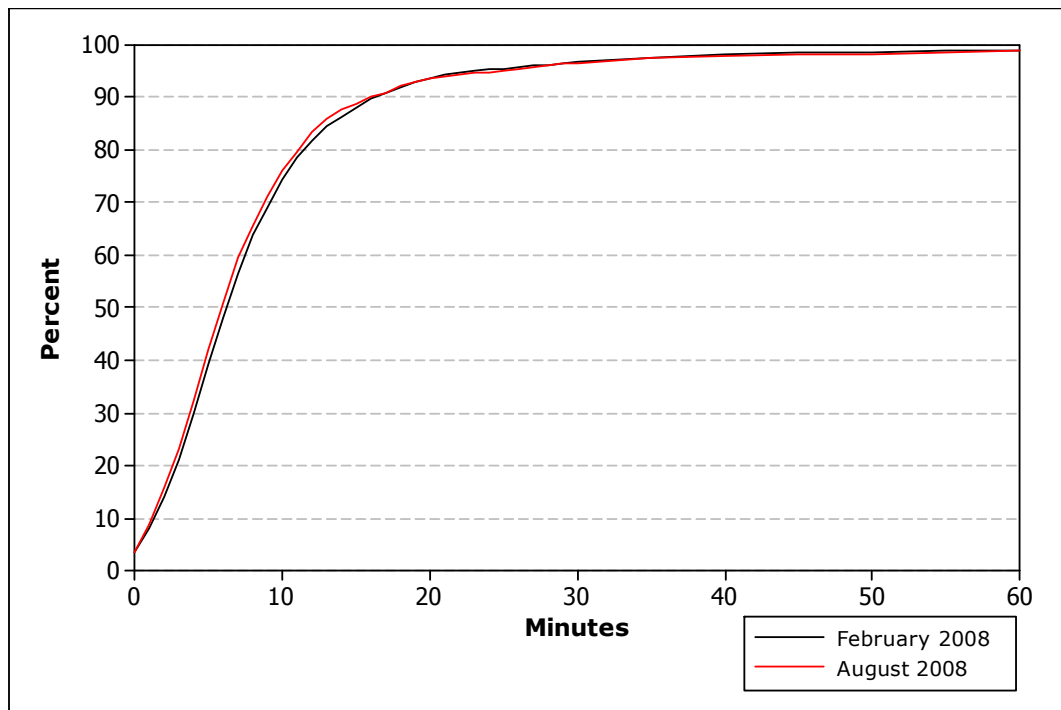


Figure 21. Response Time Cumulative Distribution Function

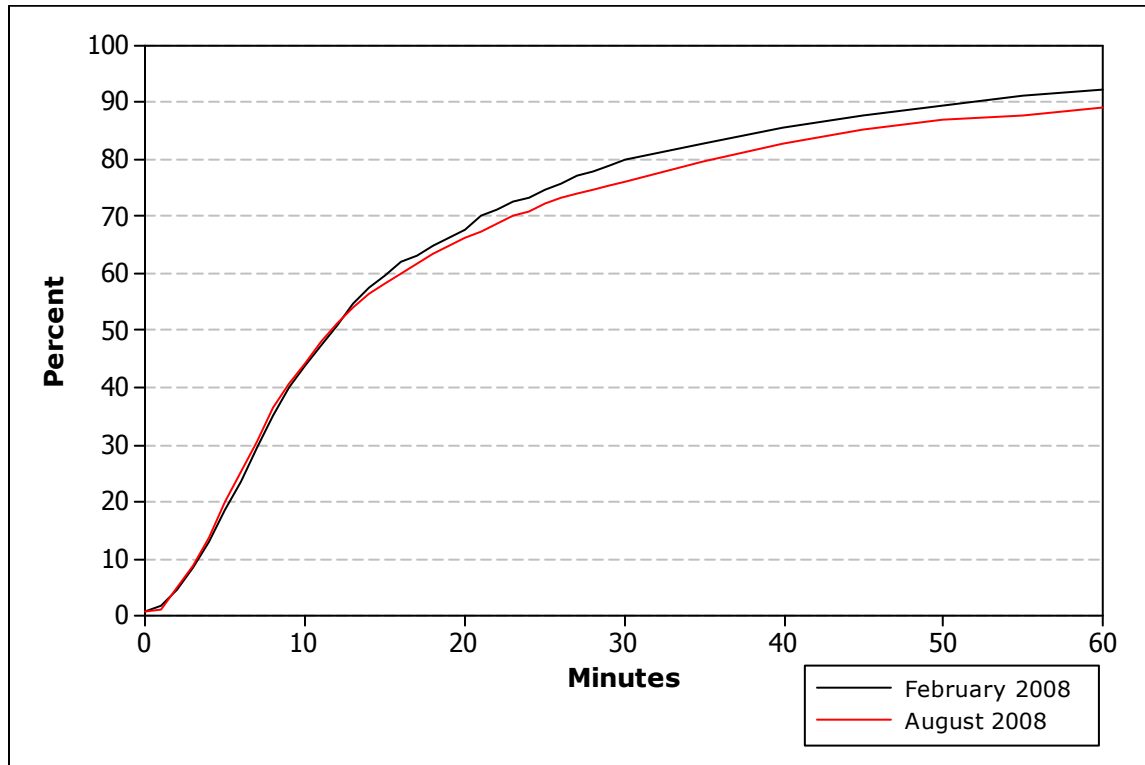


Figure 22. Average Response Times, February 2008

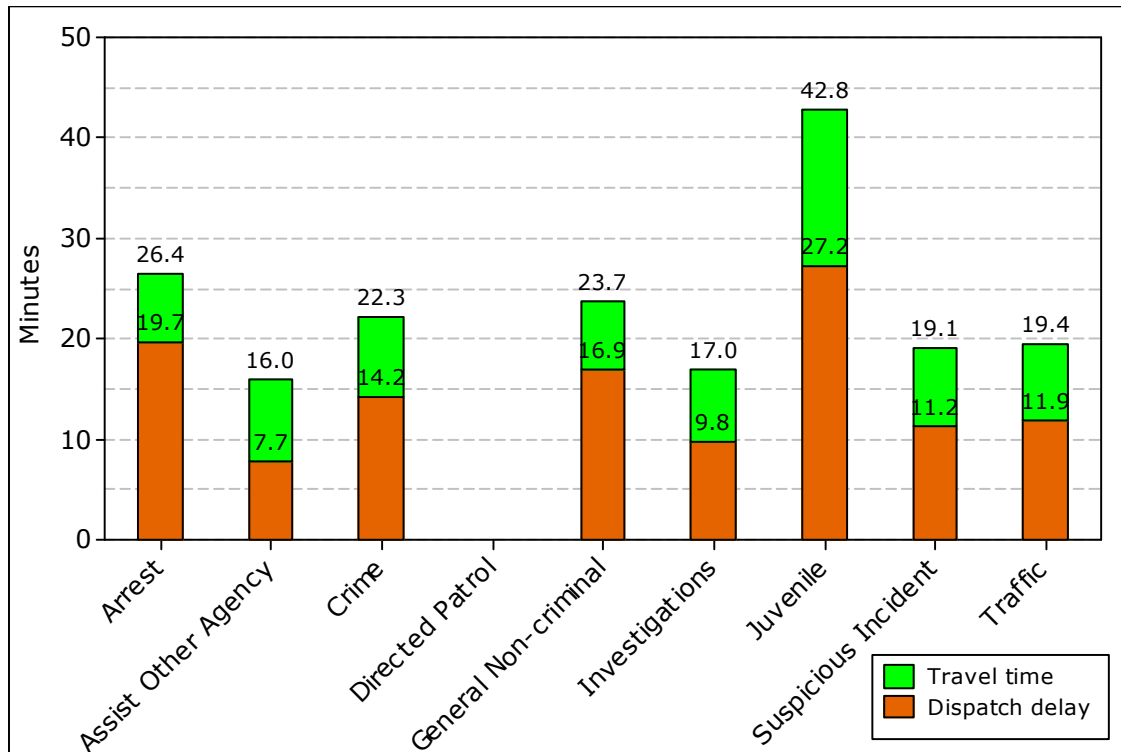


Figure 23. Average Response Times, August 2008

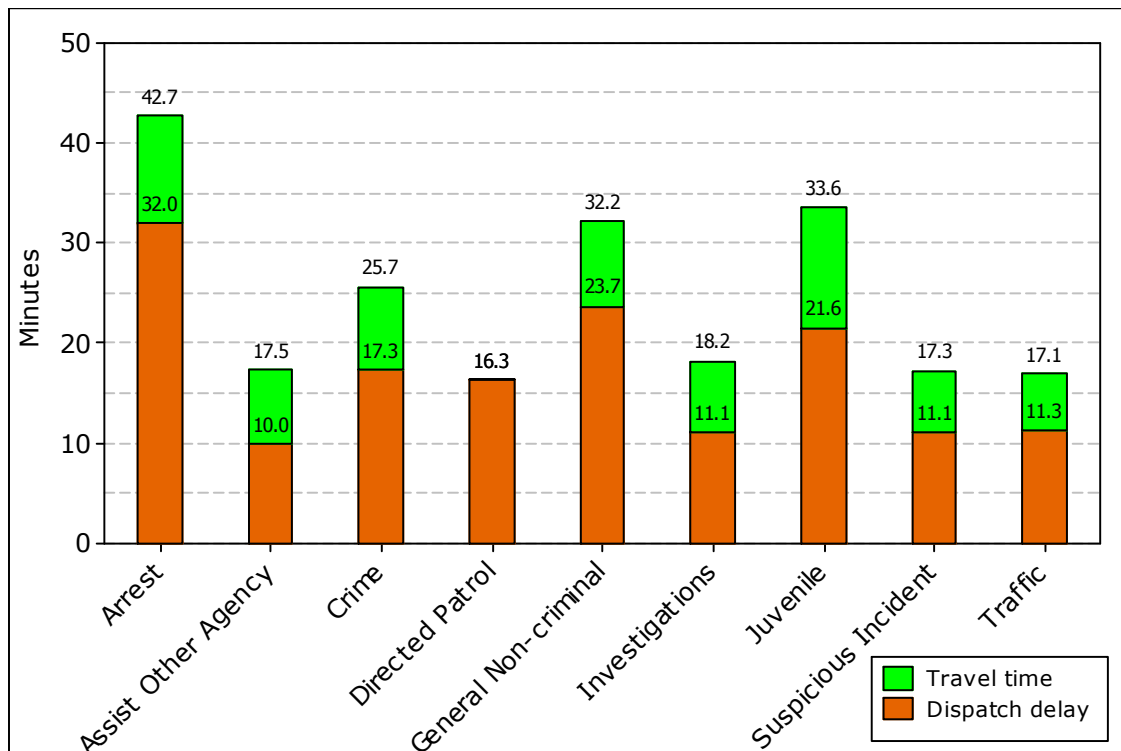


Table 12. Average Response Time Components by Category

Category	February 2008			August 2008		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	19.7	6.7	26.4	32.0	10.6	42.7
Agency assist	7.7	8.2	16.0	10.0	7.5	17.5
Crime	14.2	8.1	22.3	17.3	8.4	25.7
<i>Directed patrol</i>	<i>N/A</i>	<i>N/A</i>	<i>N/A</i>	<i>16.3</i>	<i>0.0</i>	<i>16.3</i>
General	16.9	6.8	23.7	23.7	8.5	32.2
Investigations	9.8	7.2	17.0	11.1	7.2	18.2
Juvenile	27.2	15.6	42.8	21.6	12.0	33.6
Suspicious	10.6	6.3	16.9	11.1	6.2	17.3
Traffic	11.2	7.9	19.1	11.3	5.7	17.1
Total	11.9	7.5	19.4	13.7	7.3	21.0

Table 13. 90th Percentiles for Components by Category

Category	February 2008			August 2008		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Arrest	60+	17.5	60+	60+	33.1	60+
Agency assist	18.2	19.8	35.9	29.9	16.9	34.5
Crime	50.7	16.3	59.5	60+	17.5	60+
<i>Directed patrol</i>	<i>N/A</i>	<i>N/A</i>	<i>N/A</i>	<i>16.3</i>	<i>0.0</i>	<i>16.3</i>
General	60+	16.5	60+	60+	18.9	60+
Investigations	29.9	14.8	40.6	37.1	13.7	46.1
Juvenile	57.9	55.8	60+	60+	27.2	60+
Suspicious	35.2	11.3	45.7	37.0	11.8	44.3
Traffic	36.5	14.0	50.9	41.2	12.4	51.1
Total	39.7	14.9	51.3	53.3	14.1	60+

Observations

- Response times varied significantly by call category.
- In February, average response times were as short as 16 to 17 minutes (for agency assists and investigations) and as long as 43 minutes (for juvenile calls).
- In August, average response times were as short as 16 to 17 minutes (for four categories) and as long as 43 minutes (for arrests).
- Average response times for crimes were 22 minutes in February and 26 minutes in August.
- Average response times increased slightly (by 8 percent) from February 2008 to August 2008. It increased for all categories except for juvenile and traffic calls.
- In February, average dispatch delays varied between 8 minutes (for agency assists) and 27 minutes (for juvenile calls).

- In August, average dispatch delays varied between 10 minutes (for agency assists) and 32 minutes (for arrests).
- In February, 90th percentile values for response times were as short as 36 minutes (for agency assists) and as long as over an hour for three categories and nearly an hour for crime calls.
- In August, 90th percentile values for response times were as short as 35 minutes (for agency assists) and as long as over an hour for four categories including crime calls.
- The overall 90th percentile value for February was nearly an hour and exceeded an hour for August.
- Other-initiated directed patrols are quite unusual. This makes their calculations of response time unreliable.

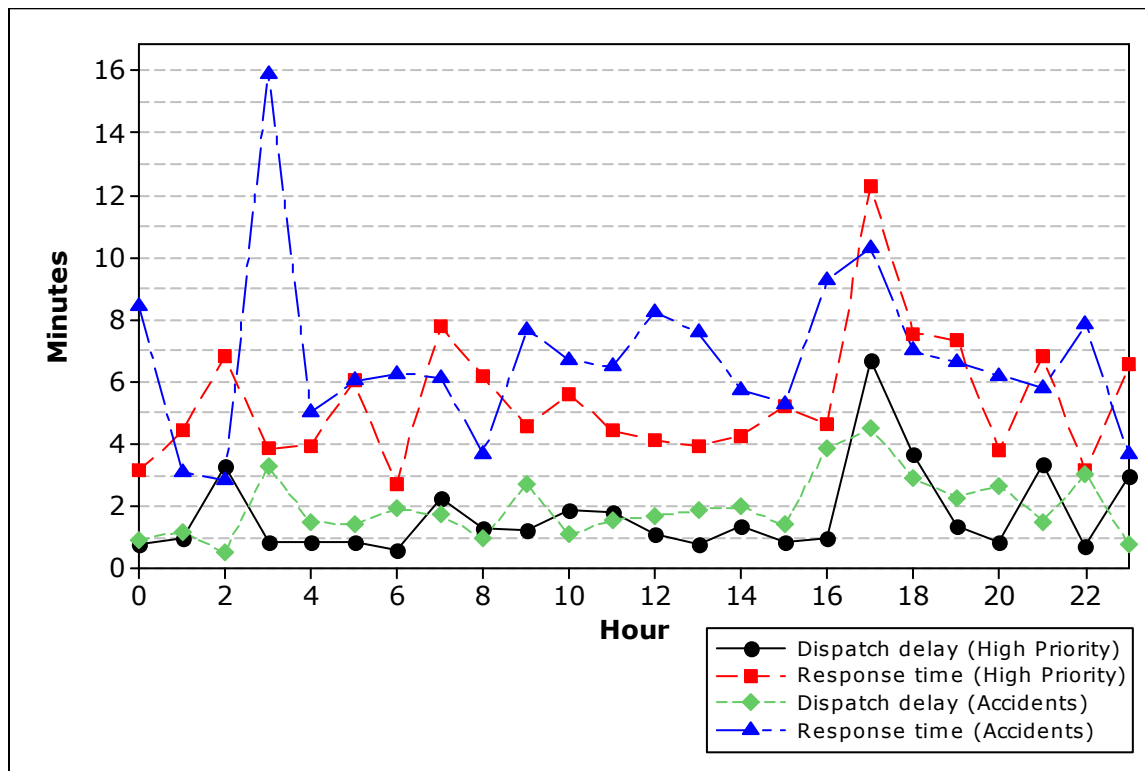
High-Priority Calls

The dispatch center assigned a priority code from 1 through 5 to each call. Table 14 shows average response times for the entire year separated by priority. A separate category for accidents with injuries is also included. These averages include all nonzero, on-scene, other-initiated calls throughout 2008.

Table 14. Average Dispatch, Travel, and Response Times, by Priority

Priority	Dispatch	Travel	Response	Total calls
1	2.0	3.8	5.7	384
2	4.9	6.6	11.5	9,542
3	16.7	9.9	26.7	9,514
4	28.5	11.7	40.2	500
5	26.1	11.9	38.0	131
All	11.2	8.3	19.5	20,071
Accident with injuries	2.3	4.9	7.2	385

Figure 24. Average Response Times by Hour for High-Priority Calls



Observations

- High-priority calls and accidents with injuries had much shorter response times of 5.7 and 7.2 minutes, respectively, compared to the overall yearly average of 19.5 minutes.
- Average response times for high-priority calls varied by time of day, from 2.7 minutes between 6 a.m. and 7 a.m. to 12.3 minutes between 5 p.m. and 6 p.m.
- Average response times for personal injury accidents also varied by time of day, from 2.8 minutes between 2 a.m. and 3 a.m. to 15.9 minutes between 3 a.m. and 4 a.m.
- Hourly samples for high-priority calls and accidents were quite small. For example, there were only two accidents with injuries between 3 a.m. and 4 a.m. These results should be used cautiously.

4. COSTS AND EXPENDITURES

Spokane County provides law enforcement services to the city of Spokane Valley through an interlocal agreement. This agreement defines the level of services to be provided as regional, base level, and optional. Regional services are those services required by law or supported by a dedicated revenue source; as such, they are not charged to the city. The cost of base-level and optional services includes the direct salary and benefit cost of personnel providing services to the city, either directly or indirectly; maintenance; and operational costs allocated to the city.

COST DISTRIBUTION

The Interlocal Agreement is poorly written, difficult to follow, and difficult to interpret as to how costs are allocated to the city. In addition, many of the costs of services to be charged to the city are either not defined or poorly defined. Base-level and optional services charged to the city are defined as follows:

Base level and optional services direct and, special pays, if indirect costs shall include, but not necessarily be limited to, salary, benefits any, for personnel providing services, along with any associated costs for clothing allowance, overtime, supplies, services, telephone, motor pool, lease cars, system services, insurance, equipment and applicable administrative costs. These costs are further described in Attachments "A", "B", and "C" attached hereto and incorporated by reference.

This language seems reasonably clear as it relates to the costs associated with personnel providing services; however, the method for determining some personnel-related costs is based on averages rather than on actual costs. Moreover, the method of determining other costs, including supplies, motor pool, lease cars, system service, insurance, equipment and applicable administrative costs, is not defined. Attachment "A" is a schedule of base-level staffing for the city showing the number of employees by position and the 2003 costs. Attachment "B" is a schedule of contract position costs showing the personnel, supplies, support unit, administration, and county overhead costs for each position. Attachment "C" is the law enforcement support unit (LESU) cost allocation.

The agreement defines LESU costs as follows:

The annual costs shall be the City's share of the LESU budget based upon the percentage of services provided and the cost allocation developed by LESU as

further described in Attachment "C", attached hereto and incorporated herein by reference.

The LESU costs allocated to the city are poorly defined in that the basis for determining the amount is not identified. Thus, the allocation of costs does not always seem logical. For example, Property Room/Records costs are based on the number of commissioned officers in the city as a percentage of total number of commissioned officers in the sheriff's office. However, the Property Room/Records building most likely holds significant amounts of data accumulated prior to the incorporation of the city in 2003. These costs may be more appropriately determined on a space-used basis.

The lack of specific definitions for determining how a number of these costs are allocated is problematic because it provides opportunities for disagreement between the city and the county over the understanding and equity of these cost allocations in future years.

Personnel

The costs of personnel assigned directly to the city of Spokane Valley are determined based on an annual employee distribution. This distribution shows the number of employees in five categories: regional employees, employees supported by revenue, support and administration employees (shared), unincorporated county employees, and city employees

This distribution forms the basis for allocating most of the costs for police services to the city. The 2009 employee distribution is shown on the following pages:

2008 SHERIFF'S OFFICE EMPLOYEE DISTRIBUTION

303 TOTAL EMPLOYEES

Regional Employees	Commiss.	Non-Comm.
--------------------	----------	-----------

<u># Empl.</u>	<u>Unit</u>	<u>Classification</u>		
2	Sheriff & Staff	1 Sheriff	1.000	
		1 Staff Assistant		1.000
7	Civil Division	1 Lieutenant	1.000	
		4 Deputies	4.000	
		2 Clerical		2.000
<hr/>				
9	Number of Regional Employees			

Employees Supported by Revenue	Commiss.	Non-Comm.
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<u># Empl.</u>	<u>Unit</u>	<u>Classification</u>		
1	DEA (2900091)	1 Det/Corp.	1.000	
1	Meth Detective	1 Det/Corp.	1.000	
1	Marine Deputy	1 Deputy	1.000	
1	RDTF (290F192)	1 Clerical		1.000
<hr/>				
4	Number of Employees Supported by Revenue			

Support & Administration Employees (Shared)	Commiss.	Non-Comm.
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<u># Empl.</u>	<u>Unit</u>	<u>Classification</u>		
		<u>Support</u>		
14	Forensic	1 Manager		1.000
		9 Forensic Specialists		9.000
		3 Clerical		3.000
		1 Digital Forensic Specialist		1.000
20	Radio	5 Supervisors		5.000
		15 Operators		15.000
4	Garage	1 Manager		1.000
		3 Technicians		3.000
		<u>Admin.</u>		
3	Senior Admin.	2 Undersheriffs	2.000	
		1 Information Systems Coord.		1.000
8	Admin. Support	6 Clerical		6.000
		1 Grant/Contract Coordinator		1.000
		1 Clerical-Grants		1.000
1	Office of Professional Standards	1 Lieutenant	1.000	
4	Training	1 Sergeant	1.000	
		2 Deputies	2.000	
		1 Clerical		1.000
1	Public Information Officer	1 Sergeant	1.000	
1	Crime Analysis	1 Clerical		1.000
5	Clerical Support	5 Clerical		5.000
<hr/>				
61	Number of Support/Administration Employees			

2008 SHERIFF'S OFFICE EMPLOYEE DISTRIBUTION

303 TOTAL EMPLOYEES

Unincorporated Spokane County Employees			Commiss.	Non-Comm.
# Empl.	Unit	Classification		
74.5	Patrol	1 Captain	1.000	
		3 Lieutenants	3.000	
		7 Sergeants	7.000	
		63.5 Deputies	63.500	
1	Deer Park	1 Deputy	1.000	
2.5	K-9 Track/K-9 Bomb	2.5 Deputies	2.500	
14	Traffic	1 Sergeant	1.000	
		1 Det/Corp	1.000	
		10 Deputies	10.000	
2	Commercial Vehicle Enforcement	2 Det/Corp	2.000	
18	Investigations	.50 Captain	0.500	
		.50 Lieutenant	0.500	
	Property Crimes	1 Sergeant	1.000	
		5 Det/Corp	5.000	
	Property Crimes Task Force	4 Det/Corp	4.000	
	Sex Crimes	.50 Sergeant	0.500	
		3 Det/Corp	3.000	
	Major Crimes	.50 Sergeant	0.500	
		3 Det/Corp	3.000	
8.5	Drug Investigations	.50 Lieutenant	0.500	
		.50 Sergeant	0.500	
		5.5 Det/Corp	5.500	
		2 Deputies	2.000	
1	Drug Endangered Children	1 Det/Corp	1.000	
1	Gang Enforcement Team	1 Sergeant	1.000	
4	School Resource Officers	4 Deputies	4.000	
1.733	Community Services	.733 Lieutenant	0.733	
		1 Deputy	1.000	
128.233	Number Employees: Unincorporated		142.233	58.000

2008 SHERIFF'S OFFICE EMPLOYEE DISTRIBUTION

303 TOTAL EMPLOYEES

City of Spokane Valley Employees		Commiss.	Non-Comm.
# Empl.	Unit	Classification	
3	Administration	1 Inspector/Chief	1.000
		1 Sergeant	1.000
		1 Staff Assistant	1.000
62.5	Patrol	2 Lieutenants	2.000
		6 Sergeants	6.000
		6 Det/Corp.	6.000
		48.5 Deputies	48.500
7	Traffic	1 Sergeant	1.000
		1 Det/Corp.	1.000
		5 Deputies	5.000
2.5	K-9 Track/K-9 Bomb	2.5 Deputies	2.500
16	Investigations	.50 Captain	0.500
		.50 Lieutenant	0.500
	Property Crimes	1 Sergeant	1.000
		6 Det/Corp.	6.000
	Property Crimes Task Force	1 Det/Corp.	1.000
	Sex Crimes	.50 Sergeant	0.500
		3 Det/Corp	3.000
	Major Crimes	.50 Sergeant	0.500
		3 Det/Corp	3.000
7.5	Drug Investigations	.50 Lieutenant	0.500
		.50 Sergeant	0.500
		4.5 Det/Corp.	4.500
		2 Deputies	2.000
4	School Resource Officers	4 Deputies	4.000
0.267	Community Services	.267 Lieutenant	0.267
102.767	Number Employees: Valley		101.767 1.000
305	TOTAL EMPLOYEES OF SHERIFF'S OFFICE	244	59
Commissioned Officers Total		244.000	
Spokane Valley Commissioned Officers		101.767	
Spokane Valley % of Commissioned Officers		41.71%	

Employee costs allocated to the city include salary and benefits, overtime, holiday pay, extra duty pay, vacation sellback, and Law Enforcement Officers' and Fire Fighters (LEOFF) medical for active employees. The allocation of salary and benefits is based on the actual cost to the county for these employees, an amount that was budgeted to be \$10,132,100 for 2009. The allocation of holiday pay, extra duty pay, vacation sellback, and LEOFF medical for active employees is based on actual costs incurred by those positions. Prior to 2007, these costs appear to have been based on a calculated average.

2008 City of Spokane Valley Employees

<u># Empl.</u>	<u>Unit</u>	<u>Classification</u>	<u>Salary & Benefits</u>
3.00	Administration / 290SV39	1 Inspector/Chief	144,405
		1 Sergeant	111,467
		1 Staff Assistant(non-Comm)	63,015
16.00	Investigations / 290SV40	.50 Captain	65,343
		.50 Lieutenant	63,606
		2 Sergeants	224,267
		13 Det/Corp.	1,338,357
62.00	Patrol / 290SV41	2 Lieutenants	256,266
		6 Sergeants	681,974
		6 Det/Corp.	612,085
		48.5 Deputies	4,474,468
7.00	Traffic / 290SV49	1 Sergeant	110,691
		1 Det/Corp.	103,191
		5 Deputies	461,580
2.50	K-9 Track/K-9 Bomb / 290SV53	2.5 Deputies	255,480
8.00	Drug Investigations / 290SV90	.50 Lieutenant	65,535
		.50 Sergeant	56,805
		4.5 Det/Corp.	467,563
		2 Deputies	192,769
4.00	School Resource Officers / 290SVSR	4 Deputies	<u>383,233</u>
102.50		Total Salary & Benefits in SV Budgets	10,132,100
		<u>OT/HP/Vac Sell/Med Supp</u>	
		290SV39	9,776
		290SV40	49,145
		290SV41	436,381
		290SV49	22,934
		290SV53	8,191
		290SV90	22,934
		290SVSR	<u>13,105</u>
		Total "Other Pay"	562,466
		Total Salary + Other Pay (In SV Budgets):	10,694,566
<u>0.267</u>	Community Services	.267 Lieutenant	33,087
102.767	Number of Employees: Valley		10,727,653

Attachment A of the Interlocal Agreement lists the base level of employees dedicated to the city. This base-level staffing totals 101.5 full-time equivalents (FTEs). The 2009 staffing level totals 102.8 FTEs, an increase of 1.3 FTEs. The difference in the 2009 staffing from that in the Interlocal Agreement is accounted for by the addition of one FTE detective/corporal, a part-time FTE lieutenant (community services officer), and a part-time FTE deputy, and a 0.5 decrease in FTE sergeants. These are shown in the table below

Position	2009 FTEs	Interlocal agreement FTEs
Chief of police	1.000	1.000
Deputy chief of police	–	
Assistant chief of police	–	
Inspector	–	–
Major	–	–
Captain	0.500	0.500
Lieutenant	3.267	3.000
Sergeant	10.500	11.000
Detective/Corporal	24.500	23.500
Deputies	62.000	61.500
Staff Assistant	1.000	1.000
Total	102.767	101.500

Of the 2009 staff, only 83 FTEs are located at the city precinct; the rest are part of joint units stationed in different locations. While the city pays the cost of these joint-unit FTEs, it is difficult to know what services the city actually receives.

Other Costs

The city is charged for the costs for other services provided by the sheriff's office. These are shown in the following table.

2009 Annual Costs for Spokane Valley Law Enforcement

SV Salaries	10,694,364	X 100%	10,694,364
Forensic Unit	389,095	X 41.71%	162,292
Radio	1,511,520	X 42.090%	636,199
Garage	290,011	X 41.71%	120,964
Budget/Acctg/Admin Support/PIO	584,298	X 41.71%	243,711
2 Undersheriff	292,430	X 41.71%	121,973
Training/Polygraph/OPS	485,228	X 41.71%	202,389
Crime Analysis	44,919	X 41.71%	18,736
Gang Enforcement Sgt.	113,858	X 50%	56,929
Clerical Support	239,878	X 41.71%	100,053
Scope Lieutenant	124,061	x 26.67%	33,087
Indirect Costs	12,390,695	X 8.09%	1,002,407
M&O	1,998,964	X 41.71%	833,768
Equipment/Technology	0	X 41.71%	0
Property Room/Records	1,244,330	X 41.71%	519,010
Telephone in 290SV39	36,484	X 0%	36,484
Fuel in 290SV41	268,375	X 0%	268,375
Scope Services	162,908	X 26.67%	43,448
Sirt Services	45,673	X 41.71%	19,050
<Contracts>			-64,500
TOTAL			15,048,737

Salary and Benefits: The charges for costs shown in the table for the first eleven items—from SV salaries through SCOPE lieutenant—are for salary and benefits. The SV salaries were determined as discussed above. The amounts charged to the city for other salary- and benefits-related costs for services provided, with the exception of radio, gang enforcement sergeant, and SCOPE lieutenant, are determined based on the number of commissioned officers assigned to the city (101.767) divided by the total number of commissioned officers in the SCSO (244): 41.71 percent in 2009. The amount initially budgeted is reconciled to reflect actual expenditures at the end of each year. While this method provides a relatively

simple way of allocating these costs, it may result in the city overpaying because the costs are not based on the actual services provided. If they were charged to the city on the basis of the actual services provided, as is the cost for radio, it would require that an estimated amount be established for budget purposes and reconciled with actual costs on either a periodic basis or annual basis. The amount allocated for radio is based on computer-aided dispatch (CAD) data provided to the ICMA team. If the data are accurate, this amount should reflect the actual cost attributable to the city.

No explanation was provided for the 50 percent allocated for the gang enforcement sergeant. However, the percentage allocated in 2008 was based on the ratio of commissioned officers assigned to the city to commissioned officers in the SCSO.

The 26.67 percent allocated for the SCOPE lieutenant is based on the ratio of four SCOPE stations in the Valley divided by the fifteen total SCOPE stations operated by the SCSO.

Indirect Costs: Indirect costs for the SCSO were determined from Spokane County's OMB A-87 Indirect Cost Plan Fiscal 2006, as shown below.

Department	290 Sheriff (\$)
1 Building depreciation	2,567
2 Equipment depreciation	74,596
3 337 Insurance (General Fund)	538,326
4 340 Administrative services	98,135
5 340 Labor relations	32,045
6 020 Aud financial services	124,941
7 250 Prosecuting attorney	41,320
8 320 Treasurer	16,119
9 335 Information systems (General Fund)	771,725
10 041 Human resources	123,154
11 050 Civil services	94,490
12 100 Facilities maintenance	329,851
13 260 Purchasing	87,983
14 270 State examiner	29,410
15 289 Campus security	0
16 Steam plant	7,581
Total current allocations	2,372,243
Less: fixed costs (and adjustments)	2,429,091
Carry-forward	(56,848)
PROPOSED COSTS	2,315,395

The total current allocations above are adjusted to exclude costs not applicable to the city. This adjusted amount (\$2,170,331) is then divided by the actual salary and benefits costs in the SCSO (\$26,822,896) to arrive at the indirect cost rate of 8.09 percent, as shown below.

Sheriff indirect costs	2006 final indirect cost (\$)	2006 actual salary & benefits (\$)	2006 final indirect cost rate (%)
Indirect costs from OMB A-87	2,372,243		
Less PSB building area applicable to Spokane Valley	178,909		
Less facilities allocation for sheriff garage	23,004		
Total indirect costs allocated	2,170,331	26,822,896	8.09

The indirect cost rate is applied to the total of the salary and benefits costs to arrive at the indirect cost of \$1,002,407 ($\$12,390,695 \times 8.09$ percent).

In addition to the salary and benefits costs and indirect costs, support costs related directly to the SCSO are also allocated to the city. These costs are for maintenance and operation (M&O), equipment/technology, property room and records, telephone and fuel, SCOPE services, and the special incident response team (SIRT).

Maintenance and Operation Costs: M&O costs are the maintenance and operation costs for the sheriff's office, as itemized in the following table. The column labeled "Total M&O" shows the total cost for each line item. The column labeled "Minus Regional" shows the amount of each line item deducted as a regional expense. The column labeled "Minus DT Line Item" shows the amount allocated only to the SCSO. The column labeled "Minus SV Line Item" shows the amount allocated only to the city of Spokane Valley. The column labeled "Adjusted Base" shows the M&O expenses for each line item for which a portion of the cost is allocated to the city. The costs are totaled at the bottom of each column.

2008 MAINTENANCE & OPERATION COSTS / SPOKANE COUNTY SHERIFF'S OFFICE					
		Minus	Minus DT	Minus SV	Adjusted
CLASS	Total M&O	Regional	Line Item	Line Item	Base
3107 Operating Reserve	45,000				45,000
3111 Office Supplies	18,081	2,000			16,081
3112 Toner	12,400				12,400
3140 Publication	5,425	260			5,165
3150 Clothing	42,550	5,850			36,700
3160 Food	3,300				3,300
3180 Supplies	371,382	110,330			261,052
3181 Ammo	43,370	4,870			38,500
3185 Chaplain Supplies	1,000				1,000
3187 Honor Guard	1,000				1,000
3188 Hostage Negotiators	1,000				1,000
3190 Radio M&O Supplies	26,667				26,667
3198 Tac Equipment	10,500				10,500
3199 Swat Equipment	8,600				8,600
3210 Gas	694,321	12,295	413,651	268,375	0
3551 Attractive Equipment	33,955	7,400			26,555
3552 Insurable Equipment	23,700	2,000			21,700
4115 Banking Services	100				100
4130 Data Proc CAD/RMS	176,762				176,762
4143 Livestock Hauler	15,600	15,600			0
4145 Towing	12,500	500			12,000
4146 Shredaway	3,350	800			2,550
4160 Health,Medical,Hosp	7,000				7,000
4148 Alarm Monitoring	1,200				1,200
4180 Consulting	4,870				4,870
4190 Professional Services	143,383	33,000			110,383
4199 Forensic Anal	3,668				3,668
4210 Telephone	123,634	6,590	64,448	36,484	16,112
4220 Postage	2,750	400			2,350
4350 Discretionary Travel	12,500	12,000			500
4360 Compliance Travel	69,756	3,000			66,756
4410 Advertising	0				0
4510 Bldg. Rent	152,698	13,000			139,698
4520 Equipment Rent	35,445	8,800			26,645
4691 Pension/Insurance	4,000	4,000			0
4720 Util-Electric	300				300
4810 Repair/Maint.	22,300	7,510			14,790
4811 Repair/Maint. Contr.	30,000	18,000			12,000
4910 Investigative Exp.	42,250	20,000			22,250
4920 Dues	3,285	915			2,370
4940 Outside Printing	19,275	1,400			17,875
4970 Laundry	2,000				2,000
4990 Other Fees	1,000				1,000
5212 City of Spokane	47,825				47,825
5999 Unclass Joint Use	22,412				22,412

2008 MAINTENANCE & OPERATION COSTS / SPOKANE COUNTY SHERIFF'S OFFICE					
		Minus	Minus DT	Minus SV	Adjusted
CLASS	Total M&O	Regional	Line Item	Line Item	Base
9190 I/F Prof. Services	244,228				244,228
9210 I/F Postage	15,100	7,200			7,900
9380 I/F M&O Supplies	500	300			200
9510 I/F Rental of Space	3,000				3,000
9610 I/F Industrial Ins.	80	80			0
7500 Fleet Lease	515,000				515,000
TOTAL	3,080,022	298,100	478,099	304,859	1,998,964

Once again, as with the salary and benefits costs, the amount allocated to the city is based on the number of commissioned officers assigned to the city divided by the total number of commissioned officers in the SCSO, or 41.71 percent in 2009. As previously stated, this provides a relatively simple method for allocating these costs; however, because the costs are not based on either the actual services provided or the materials and operations used for the benefit of the city, the city may be overpaying for these services. The ICMA team believes that nearly all these costs should be charged to the city according to the actual services provided or materials and operations used. This would require that an amount be estimated for budget purposes and reconciled against actual costs either periodically or annually.

Equipment/Technology Costs: Equipment/technology costs are capital-related costs, as shown in the table below.

2008 MAINTENANCE & OPERATION COSTS / SPOKANE COUNTY SHERIFF'S OFFICE					
		Minus	Minus DT	Minus SV	Adjusted
CLASS	Total M&O	Regional	Line Item	Line Item	Base
3550 Attractive Capital	79,520	0			79,520
6410 Office Machinery	0				0
6420 Transportation	65,000	65,000			0
6460 Hardware/Software	384,000	26,100			357,900
6470 Police Equipment	10,000	10,000			0
Total Capital	538,520	101,100	0	0	437,420

The "Adjusted Base" for these expenditures has been allocated according to the number of commissioned officers in the city in previous years. This seems inequitable to us unless the assets purchased become the property of the city.

Property Room and Records: Costs for property room and records (PRM) are allocated on the basis of the 2006 Joint Use PRM Report, in which the costs of the property room,

records, wash rack, gym equipment, and explosive disposal are apportioned between the city of Spokane and Spokane County. Spokane County subsequently allocates a portion of its costs to the city of Spokane Valley. The cost allocation is again based on the number of commissioned officers, as previously discussed. However, the number of commissioned officers may not be the most appropriate method for allocating these costs. A more appropriate allocation might be made on a space-used basis.

Telephone and Fuel: Telephone and fuel costs reflect the actual cost of these services to the city.

SCOPE: The 26.67 percent allocated for Spokane County Sheriff Community Oriented Policing Effort (SCOPE) is obtained by dividing the number of SCOPE stations in the Valley (four) by the total number of SCOPE stations operated by the SCSO (fifteen).

Special Incident Response Team: SIRT costs are allocated based on the ratio of commissioned officers assigned to the city to the total number of commissioned officers in the sheriff's office, 41.71 percent.

FINANCIAL SUSTAINABILITY

The ICMA team was asked to discuss the financial sustainability of the costs for law enforcement services. The city's costs for these services have increased from \$11.5 million in 2003 to an estimated \$15.0 million for 2009, as shown in the table below. According to these estimated figures, the city's law enforcement costs have increased at an average annual rate of 4.53 percent.

Year	Expenditures (\$)	Percentage change (%)
2003 actual	11,537,017	N/A
2004 actual	11,718,934	1.58
2005 actual	12,579,861	7.35
2006 estimated	13,603,131	8.13
2007 estimated	13,906,412	2.23
2008 estimated	14,426,758	3.74
2009 estimated	15,048,737	4.31
Average percentage change over period		4.53

However, any discussion of the sustainability of law enforcement costs must consider how these costs affect the taxpayers and their ability to continue to pay for services. The city's incorporation had financial impacts on the county—primarily, a loss of sales tax revenue to

the county's general fund and the shifting of a large share of the SCSO's costs to the city for law enforcement services. As shown on the table below, sales tax revenues declined by \$11.0 million—from \$29.2 million in 2001 to \$18.2 million in 2004, the first full year of the city's existence. Since then, they have increased each year, although they had not yet returned to their preincorporation levels as of 2008. Sheriff revenues increased more than ninefold—from \$1.4 million in 2001 to \$14.5 million in 2004—and continued to increase each year since then, reaching \$17.3 million in 2008. Property tax revenues have increased each year, and other revenues have generally increased each year, with the exception of 2005, when they declined from \$54.6 million to \$51.8 million. Total revenues have increased each year, from \$107.4 million in 2001 to \$140.4 million in 2008.

Spokane County General Fund Revenues

Year	Sales Tax	Property Tax	Sheriff Revenues	Other Revenues	Total Revenues
2001	29,182,588	29,417,038	1,407,358	47,406,296	107,413,280
2002	29,044,200	29,831,046	1,721,925	56,496,619	117,093,790
2003	22,568,013	30,478,901	7,390,582	52,767,982	113,205,478
2004	18,212,118	32,472,713	13,974,309	54,572,006	119,231,146
2005	19,928,585	33,323,296	14,495,430	51,826,707	119,574,018
2006	21,053,869	34,983,394	15,898,276	62,212,263	134,147,802
2007	22,625,349	38,766,091	16,707,353	59,958,748	138,057,541
2008	22,394,051	40,772,885	17,292,011	59,919,383	140,378,330

On a percentage basis, sales tax revenues declined 22.30 percent from 2002 to 2003; between 2001 and 2008, they declined at an annual average rate of 3.71 percent. Sheriff revenues increased 329.20 percent from 2002 to 2003 and increased at an average annual rate of 43.10 percent from 2001 to 2008. Also between 2001 and 2008, property tax revenue increased at an average annual rate of 4.77 percent; other revenue increased at an average annual rate of 3.40 percent; and total revenue increased at an average annual rate of 3.90 percent. This is shown in the following tables.

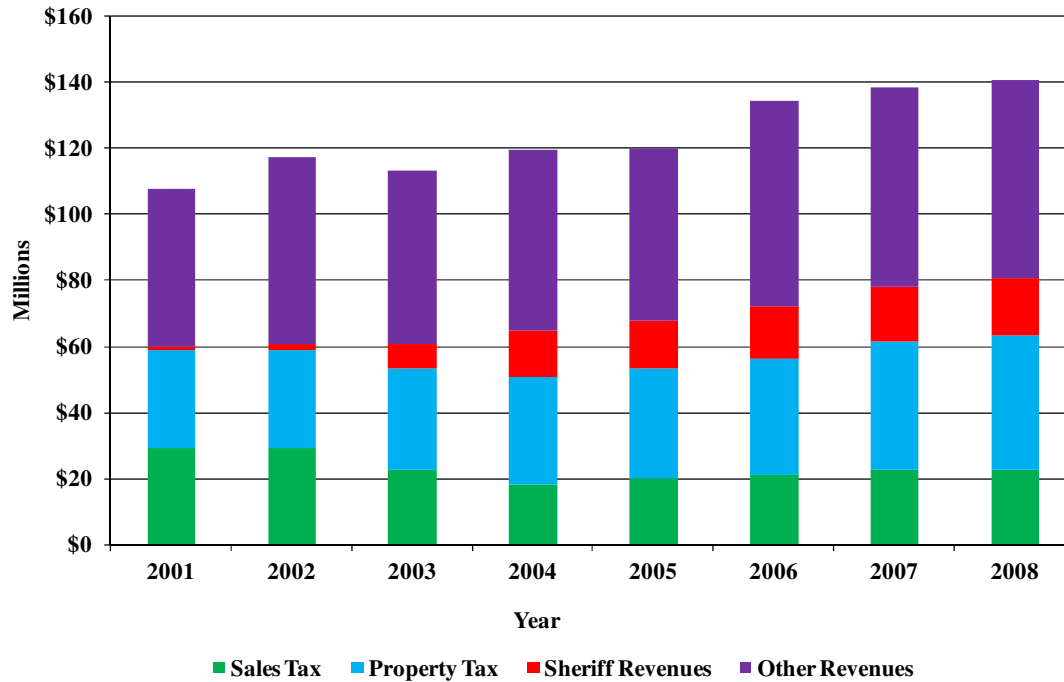
General Fund Revenues

Year	Other Revenue		Total	
	Actual Revenues	Percentage Change	Actual Revenues	Percentage Change
2001	47,406,296	N/A	107,413,280	N/A
2002	56,496,619	19.18%	117,093,790	9.01%
2003	52,767,982	-6.60%	113,205,478	-3.32%
2004	54,572,006	3.42%	119,231,146	5.32%
2005	51,826,707	-5.03%	119,574,018	0.29%
2006	62,212,263	20.04%	134,147,802	12.19%
2007	59,958,748	-3.62%	138,057,541	2.91%
2008	59,919,383	-0.07%	140,378,330	1.68%
Average Percentage Change Over Period		3.40%		3.90%

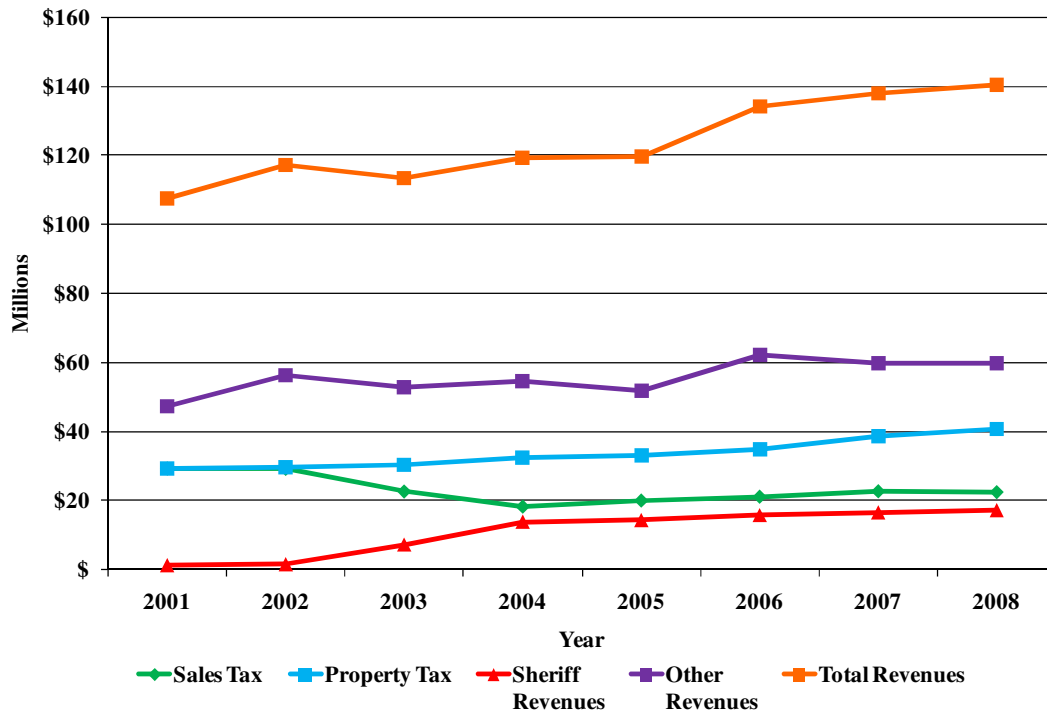
Year	Sales Tax		Property Tax		Sheriff Revenues	
	Actual Revenues	Percentage Change	Actual Revenues	Percentage Change	Actual Revenues	Percentage Change
2001	29,182,588	N/A	29,417,038	N/A	1,407,358	N/A
2002	29,044,200	-0.47%	29,831,046	1.41%	1,721,925	22.35%
2003	22,568,013	-22.30%	30,478,901	2.17%	7,390,582	329.20%
2004	18,212,118	-19.30%	32,472,713	6.54%	13,974,309	89.08%
2005	19,928,585	9.42%	33,323,296	2.62%	14,495,430	3.73%
2006	21,053,869	5.65%	34,983,394	4.98%	15,898,276	9.68%
2007	22,625,349	7.46%	38,766,091	10.81%	16,707,353	5.09%
2008	22,394,051	-1.02%	40,772,885	5.18%	17,292,011	3.50%
Average Percentage Change Over Period		-3.71%		4.77%		43.10%

General fund revenue data are also shown in the following graphs.

Spokane County - General Fund Revenues



Spokane County - General Fund Revenues



The revenue data indicate that the county did not experience an overall loss of revenue as a result of the city's incorporation. Its loss of sales tax revenue was more than offset by its increase in sheriff revenues from charges to the city for law enforcement services. Total sales tax and sheriff revenues increased from \$30.6 million in 2001 to \$39.7 million in 2008, as shown in the table below. This suggests that the county realized a net revenue benefit resulting from the law enforcement revenue received from the city.

Year	Sales tax (\$)	Sheriff's revenues (\$)	Total (\$)	Percentage change (%)
2001	29,182,588	1,407,358	30,589,946	
2002	29,044,200	1,721,925	30,766,125	0.58
2003	22,568,012	7,390,582	29,958,595	-2.62
2004	18,212,118	13,974,309	32,186,427	7.44
2005	19,928,585	14,495,430	34,424,015	6.95
2006	21,053,869	15,898,276	36,952,145	7.34
2007	22,625,349	16,707,353	39,332,702	6.44
2008	22,394,051	17,292,011	39,686,062	0.90
Average percentage change over period				3.79

Sheriff expenditures, on the other hand, increased from \$22.3 million in 2001 to \$33.4 million in 2008, an average annual rate of 5.95 percent.

Year	Sheriff	
	Actual expenditures (\$)	Percentage change (%)
2001	22,314,664	N/A
2002	23,073,498	3.40
2003	24,686,742	6.99
2004	25,362,147	2.74
2005	28,126,839	10.90
2006	29,768,547	5.84
2007	30,309,678	1.82
2008	33,446,792	10.35
Average percentage change over period		5.95

Another way of looking at the financial sustainability is to consider the cost of law enforcement services for residents of the city of Spokane Valley compared to that for residents of Spokane County. The city had an estimated 2007 population of 88,280, or 19.57 percent of the county's 2007 estimated population of 451,200 (see the table below).

The unincorporated portions of Spokane County had an estimated 2007 population of 126,887, or 28.12 percent of the county's population.

Area	Population	Percentage of total (%)
Airway Heights	5,030	1.11
Cheney	10,210	2.26
Deer Park	3,235	0.72
Fairfield	627	0.14
Lahta	192	0.04
Liberty Lake	6,580	1.46
Medical Lake	4,695	1.04
Millwood	1,665	0.37
Rockford	504	0.11
Spangle	275	0.06
Spokane	202,900	44.97
Spokane Valley	88,280	19.57
Waverly	120	0.03
Unincorporated county	126,887	28.12
County population	451,200	100.00
Source: State of Washington, Office of Financial Management.		

However, the city paid \$13,906,412 for law enforcement to the county, which was 45.88 percent of the sheriff's expenditures of \$30,309,678 (see the table below). City residents also paid property taxes to the county, as well as contributing to other county revenues. The 28.12 percent of county residents living in unincorporated county paid no additional costs for law enforcement.

Year	Sheriff expenditures (\$)	City of Spokane Valley	
		Share (\$)	Percentage (%)
2003	24,686,742	11,537,017	46.73
2004	25,362,147	11,718,934	46.21
2005	28,126,839	12,579,861	44.73
2006	29,768,547	13,603,131	45.70
2007	30,309,678	13,906,412	45.88
2008	33,446,792	14,426,758	43.13

These data suggest that incorporation has increased the costs of law enforcement services for city residents over their previous costs as residents of unincorporated Spokane County. That is not to say, however, that incorporation has not been otherwise beneficial for city residents.

It is the opinion of the ICMA team that the city can best achieve sustainable costs for law enforcement services by more carefully defining how it pays for those services and ensuring that they pay only for those costs incurred in providing services to the city. The current cost allocation system relies too heavily on averages and on ratios of the number of commissioned officers in the SVPD and the SCSO, both of which lack any direct relationship to the costs incurred to provide law enforcement services to the city alone.

5. RECOMMENDATIONS

ICMA Consulting Services offers the following recommendations regarding any future contracts and the appropriate management and operational practices that should be implemented.

REVIEW OF CURRENT CONTRACT

Should the city choose to continue its contractual relationship with the SCSO, the following recommendations are submitted for any future contracts.

1. Performance benchmarks—for example, minimum response times, minimum numbers of patrol officers per shift, or turnaround time for initial reports to be made available to the public—should be included in the descriptions of the services provided. Such benchmarks could include anything that the parties want agree upon, so long as they can be measured numerically and are legal. Reasonable deviation from the stated benchmarks can be agreed upon and stated as well, as can be the number of deviations allowed before agreed-upon contract sanctions are triggered.
2. Provision should be made for the city manager to be offered and be given the opportunity to select from among at least three candidates for police chief. Exemplary language such as the following may be useful:
Upon execution of this agreement the Sheriff shall provide the City Manager with no less than three candidates from which the City Manager may select the city police chief. Upon selection of a Police Chief by the City Manager, said Police Chief shall thereafter serve in that capacity until removed by the City Manager as provided in this agreement. The Sheriff may remove the Police Chief only upon agreement or request of the City Manager or if a disciplinary action for violations of law or Sheriff's Office policies by the Police Chief is sustained.
3. Because the relationship between the city manager and the police chief is central to Section 4 of the contract, that section should address the replacement of the police chief in detail—for example, by adding a provision that allows the City to replace the police chief at least once per contract term, as necessary. Exemplary language such as the following may be useful:
No less than [number] times during the term of this contract, the City Manager shall have the right to require the removal of the Police Chief from the officers assigned to the City without cause. In the event the City Manager requires such removal, the Sheriff shall remove the Police Chief immediately and the next highest-ranking

officer assigned to the City shall be designated as the temporary, acting Police Chief. Within [number] days after the removal of the Police Chief, the Sheriff shall provide the City Manager with three candidates for the position of Police Chief for the City, none of which shall be any officer who has previously been removed from the position of Police Chief at the direction of the City Manager.

4. A provision should be included requiring that city residents be able to access city-related public records at a location within the city limits during business hours.
5. A provision should be included for the sheriff to replace any employee, at the request of the city, if certain factors arise—for example, if a certain number of complaints, sustained violations, or use-of-force incidents relating to an employee is exceeded.
6. A provision should be included that the proceeds of forfeitures arising within the City be dedicated for use within the City.

POLICE DEPARTMENT OPERATIONS

The Precinct

1. To make the precinct building more identifiable from the street, signage for both the SVPD and the municipal court could be combined—perhaps as the Spokane Valley Public Safety Municipal Court Building—and displayed on the elevated walled flag podium in front in large letters that would be easily visible from the street.
2. The lobby should present a more welcoming environment. The precinct could mount community photos, photos of command staff, awards, displays of community projects or volunteer programs, and other symbols of community common in police departments throughout the country. Such items are generally low in cost and would go far toward enhancing the perception of the SCSO's commitment to making this facility truly a part of the Spokane Valley community,
3. As a viable alternative to processing ordinance violations, which entails a \$116 chargeback to the city that is not reflected in the city budget, the city could issue a civil citation similar to a traffic summons with a required thumbprint; this could save time and money for both the SCSO and the SVPD.

Communications and Technology

1. Both the TAS and the Prism system have major flaws, which could be addressed by a technical consultant, who could review the systems and, through constructive changes, make them more useful and accountable.

2. The use of a wireless card system through a mobile phone provider, such as Sprint, Verizon, or AT&T, could eliminate the problem of patrol units in the field being dropped off the network or unable to hook up a connection until a hot spot is recognized. This alternative is more expensive, but adopting this new technology might actually save money through improved workflow and service delivery.

Vehicles and Equipment

1. A take-home policy for police vehicles, under which shotguns and rifles are locked in the car trunks during officers' off hours, would minimize the time that is wasted transferring personal belongings and department-issued equipment into police vehicles in preparation for patrol. Having deputies drive to and from work in their police cars would also give the police higher visibility and produce the perception of an enhanced outposting in the neighborhoods in which they reside.
2. While we believe that a take-home policy would be beneficial for the city, our start-up costs assume one vehicle for the police chief, one for each lieutenant, and one for every three officers thereafter. Our projections attempt to reflect the current situation, in which there is no take-home policy. We recognize that should the city choose to adopt a take-home policy in the future, there would be additional operating costs incurred.

Recruitment and Training

1. The SVPD should establish specific in-service and executive development training goals and objectives. It should also develop a process for tracking and regularly reporting the relative level of accomplishment of these goals.
2. The SVPD should develop for the Training Division both a specific mission statement and a statement of goals, objectives, and expectations.
3. The SVPD should enhance the current Training Division's annual report (and other periodic reports) to reflect the division's monthly progress toward its stated training goals. The annual report should describe all training needs, challenges, and accomplishments (e.g., topics covered, training hours performed, and total numbers of personnel trained). It should also include a mechanism for formally incorporating feedback from field personnel, FTOs, supervisors, and perhaps the public.
4. FTOs should be required to successfully complete a methods of instruction (train-the-trainer) course.

5. The SVPD should create and document a more formalized process for selecting, planning, and developing all in-service training topics and lessons.
6. While specific field training goals can be gleaned from reading the department's current *Field Training Guide* (i.e., evaluation guidelines such as the Semi-Annual Reports), they should be more specifically stated and monitored.
7. The semiannual training report that is prepared by the training sergeant should be more standardized. Rather than narrative descriptions, this report should include specific data that can be regularly tracked. It is recommended that the SVPD work to identify several key performance indicators for the overall training and applicant investigation function and report these to the SVPD chief on a monthly or quarterly basis. In this way, the department can measure its progress toward stated training goals.
8. In-service training lesson plans should include specific learning goals for each lesson. These should be in the following format: "At the conclusion of this lesson, the deputy will be able to...."
9. All instructional materials used in connection with any in-service lesson (e.g., written materials or PowerPoint presentations) should be serially numbered (1 of 10, 2 of 10, etc.) and referenced in the lesson plan.
10. Members of the Training Division should regularly attend professional development courses for trainers and should be encouraged to pursue advanced degrees.
11. The monthly checks that occur when probationary deputies ride again (after their formal field training period) with FTOs should be described fully in the current *Field Training Guide*, including stated goals and expectations.
12. The department should identify specific goals for the monthly leadership training that it conducts.

Ethics and Professional Standards

1. The OPS staff should be enhanced. Clerical duties restrict staff from performing more proactive functions, such as training, audits, and inspections. As an alternative, the function of responding to FOI requests should be removed from the OPS Unit.
2. Ethics training must be more fully integrated into the in-service training programs of the SCSO and SVPD. OPS personnel should be called upon to assist the Training Division in developing curriculum and providing training. A proactive integrity management/training plan should be developed.

3. The annual and semiannual reports that are prepared and submitted by the OPS Unit should be substantially revised to include meaningful data—at a minimum, the type and relative number of use-of-force reports, civilian and internal complaints (and dispositions), department vehicle accidents, firearm discharges, etc., that originate within the SVPD's jurisdiction. Rather than simply presenting aggregate numbers of such things, the reports should also include a breakdown of type, place of occurrence or origin, etc. In addition, they should use a standard template and provide a primary means of establishing baselines and tracking progress toward stated organizational goals.
4. OPS should actively track all department vehicle accidents (not just "officer at fault" incidents), if only for retraining purposes.
5. Line-of-duty injuries, vehicle accidents, and all weapons discharge reports should be electronically tracked and periodically reported.
6. The SVPD should consider a formalized process for periodically performing citizen satisfaction surveys.
7. Integrity control in police organizations should normally be understood as a "critical system." For that reason, the SVPD should consider developing a "redundant" integrity control system to decrease the probability of a system failure. In other words, while a fairly sophisticated integrity control/response system appears to exist, there should be an additional layer of responsibility to serve as a check and balance. The SVPD should develop, follow, and document a program of systematic and random audits and inspections of virtually all police operations (calls for service response and dispositions, sick leave, etc.) It should also consider designating one ranking officer (lieutenant or captain) to plan, conduct, and report such audits and inspections and be chiefly responsible for proactively enforcing professional standards within the SVPD.
8. The SVPD should devise a system for properly recording and analyzing "Terry" stops that are performed by their personnel.
9. Use-of-force reports should be recorded on a standardized official form. The OPS Unit should formalize its process for reviewing these reports, and this process should be periodically cross-checked and audited.
10. CAD system audits should be expanded to include a regular check or audit for proper case or call dispositions.
11. The OPS Unit should develop a formal system for monitoring sick time and electronically detecting and responding to sick leave abuse.

12. The SVPD should develop specific job descriptions for each rank including explicit duties and responsibilities. These descriptions could be derived from the “performance matrix” that is currently being developed.
13. The SVPD should review and revise (if necessary) its organizational mission statement and its statement of goals and objectives. Both must be distinct to the SVPD, and the goals and objectives must be “operationalized”—that is, broken down into usable statements that indicate what the department intends to do in terms of organizational performance.
14. Once a clear and concise mission statement is created, the SVPD can develop specific strategic goals that flow directly from the mission. Each year, the department can then develop specific performance targets to measure its ability to meet these goals. Annual reports would describe these specific goals and track the department’s relative amount of success in achieving them. Departmental goals and objectives can then be revised as necessary.
15. The department is currently gathering and analyzing a great deal of performance data on an ongoing basis. Senior administrators regularly track data relating to calls for service, crime reports, arrest and summons activity, vehicle accidents, sick time, etc. This information is not currently located in one central database. It is recommended that all such information be combined into a single usable performance measurement system similar to the type described by O’Connell and Straub in 2007.⁶ If all such data are readily accessible from one central database or dashboard, they are more likely to be regularly consulted, retrieved, and *used* to actively manage the daily operations of the department. Multiple sources and locations of information can hinder the SVPD’s ability to engage in proactive management.
16. All members of the department (and perhaps the community) should be consulted to develop a comprehensive set of organizational performance indicators that accurately describe the type and quantity of work being performed within the SVPD. Certain tasks, such as a “resident checks” or traffic duty, are likely performed often enough to appear as a regular (i.e., monthly) performance category that gets reviewed and reported to the city government via a standardized format or template. It is imperative that baseline levels be established for all performance categories. This entails measuring a category over a period of months, calculating percentage

⁶ Paul E. O’Connell and Frank Straub, *Performance-Based Management for Police Organizations* (Long Grove, Ill.: Waveland, 2007).

increases and decreases, computing year-to-date totals, and averaging monthly totals in order to determine seasonal variation and to obtain overall performance levels for the agency.⁷ Such analysis can also include sector and individual officer performance review.

17. Once the department develops a comprehensive performance management framework, it should ensure that the framework is clearly communicated, understood, and acted upon by all members of the department.
18. The SVPD chief currently has no designated executive officer, which leaves somewhat of a supervisory and leadership void within the department. It is strongly recommended that an executive officer (at the rank of lieutenant of captain) be designated for the SVPD. This individual would perform various administrative tasks related to the efficient operation of the department, such as fiscal oversight, and would relieve the chief of a variety of duties and responsibilities that he is now performing.
19. The SVPD chief's monthly, semiannual, and annual reports should include more content in terms of data reflecting training hours performed, overtime and sick time expended, department vehicle accidents, etc. This information should be presented in a more standardized format and should reflect the department's relative progress toward stated goals. This would provide a more meaningful description of work being performed and would assist in the enforcement of professional standards.
20. Citizen complaints arising within Spokane Valley should be regularly reported to the city manager or to his or her designee.
21. The OPS Unit should develop an integrity and professional standards "early warning system" that would proactively track certain key indicators for all members of the department. Such indicators would include, but not be limited to, use of force, vehicle accidents, and internal and civilian complaints.
22. The SVPD should devise a formalized process for recording and monitoring "outside" employment by its personnel.

Community Engagement

Should the city of Spokane Valley decide to continue to contract for services, it is recommended that the SVPD become a self-managed team. It can have support from the SCSO, but it needs to retain and use its own data for its own management. Where the

⁷ O'Connell and Straub, *Performance-Based Management for Police Organizations*.

sheriff's office is providing support, there needs to be more clear deliverables for the city and delineation from the sheriff's office. Other recommendations for the SVPD are as follows:

1. Improve management capacity in operations and administration.
 - There is an absence of supervisory staff on all shifts and in the Valley Precinct. The reliance on Lieutenant Jones and Chief Van Leuven for routine supervision pulls them from serious managerial tasks. Additional operational oversight in the department is warranted.
 - The lack of sophistication of administrative reports such as the annual report suggests the need for a senior-level administrative person in the chief's office. This could be an unsworn position. There needs to be the ability to gather, analyze, assess, and distribute information of all kinds to the authorizing environment—the mayor and council, the community, and the SVPD staff. The SVPD should consider developing performance goals and indicators on which the chief reports at regular intervals. Assembly of these materials will help with fund raising and enhance transparency with the community.
2. Establish some management separation to enhance internal and external accountability.
 - Internally, there is confusion about the relationship between the SVPD and the SCSO. The OPS, the Planning, Research and Analysis Unit, the Training Division, and SCOPE are all countywide functions. Command staff work in the SVPD wearing green sheriff uniforms. There is not a clear understanding of the distinct needs of the SVPD relative to reporting, recruiting, and citizen engagement.
 - Externally, audiences do not distinguish between SCOPE efforts in the city and those in the county. For whom does Rick Scott work? At whose behest are citizens being organized? Do the SCOPE volunteers "belong" to the sheriff, or are they committed to the SVPD and its efforts? What are the SVPD's goals relative to community engagement? Are they the same as SCOPE's or distinct from them?
3. Clarify role and chain of command for the most senior levels of sheriff deputies (apparently not a problem at the patrol level).
4. Develop internal metrics and report on them, and use the data to better understand the department and operations. What systems are in place for accountability to ensure delivery of operational goals?

5. Establish a method for regular analysis and reporting of SVPD goals and objectives both internally and externally.
6. Create firewalls and reports with the SCSO so that the SVPD feels and runs as if it were independent entity.
7. Promote gender, racial, and ethnic diversity in recruitment and hiring within the SVPD.
8. Create a managerial dashboard on important human resource issues that are crucial for community trust, legitimacy, and engagement.
 - Track and analyze individual and department trends through OPS.
 - Improve access to information on and filing of complaints and commendations.
 - Develop an educational campaign around customer service. Educate internally and externally. Prepare the department and the external audience for an increase in complaints and commendations before the reporting levels off. This is a typical scenario with public outreach and education on filing complaints.
 - Report on citizen complaints and commendations internally monthly and externally at least annually.
9. Make some structural and operational changes to the Valley Precinct: improve its visibility, expand its hours of business, and provide information in the lobby and on the Web about the many opportunities to connect with the SVPD—citizen volunteering, filing complaints and commendations, etc.

COSTS AND EXPENDITURES

1. The amounts allocated and charged to the city for salary and benefits should be based on the actual direct costs incurred to provide the services wherever possible.
2. The amounts allocate and charged to the city for maintenance and operation costs should be based on the actual direct costs incurred to provide the services wherever possible.
3. Capital expenditures should not be allocated to the city unless the assets purchased become the property of the city.

6. IMPLICATIONS FOR A STAND-ALONE AGENCY

Should the City choose to operate a municipal police department instead of contracting for police services, a number of considerations must be taken into account.

REVIEW OF CURRENT CONTRACT

Of high importance is the fact that the City would no longer be largely insulated from liability as it is under the current contract. Acts and omissions by City police officers could result in liability, and a much greater potential for policy- and practice-related liability would exist. Additionally, the City could be exposed to liability claims relating to hiring practices, promotions, discipline, and wage and hour disputes.

All municipal police agencies face such potential liability as described above. Accordingly, a wealth of experience exists in the law enforcement community to help a newly created agency deal with such exposure. Organizations such as ICMA and international, state, and local associations of police chiefs can assist by helping a municipality acquire an experienced police chief and making sure that all departmental policies adhere to current best practices. National accreditation can also be achieved. Creation of a police attorney position staffed with police legal advisors who have experience in the state would help the City function more effectively and avoid liability. State legal advisor associations can help find such attorneys.

Thus, should the City decide to establish a municipal police department, the review team recommends that it

1. Seek out and hire a very experienced police chief. As a newly created agency with no current employees, the City would have a golden opportunity to search for a chief from a national pool of candidates.
2. Use the resources of organizations such as ICMA and major law enforcement associations to help assemble a pool of candidates for police chief.
3. Empower the police chief to assemble an experienced command staff.
4. Use the resources of organizations such as ICMA and major law enforcement associations to make sure that all departmental policies adhere to current best practices and national standards.
5. Hire police legal advisors with experience in Washington State and use resources such as a state legal advisors association, as necessary, to locate candidates.
6. Seek national law enforcement accreditation for the agency as soon as possible.

7. Institute a supervisory and executive development program in order to create a pool of experienced, qualified candidates for future police chiefs and command staff members from within the agency.

POLICE DEPARTMENT OPERATIONS

Training

Should the SVPD become an independent agency, the following factors concerning training would bear careful consideration:

1. The SVPD would still need to send their recruits through the SVPD's Academy (which is "run by the state.") Recruit training would likely continue to be paid for by the state. Therefore, no additional costs should be realized in this regard.
2. The SVPD currently pays for in-service training services in so far as they make partial contributions to the salaries of personnel assigned to the SCSO's Training Unit. The bulk of training expenses, however, are currently borne by the SCSO. For example, the current lease for the University City training facility is being paid "100% by the SCSO." If the SVPD were to become an independent agency, it would need to either (1) arrive at a financial arrangement with the SCSO to continue to use its in-service training facilities and personnel, or (2) develop, staff, train, equip and finance an entire in-service training program of their own (which would include EVOC, firearms, post-academy; field training, and executive development programs). The latter would obviously result in considerable additional costs for the SVPD. These are addressed below.
3. It is likely that a uniformed staff of two (one training sergeant and a deputy) would be required to service a newly established training unit exclusively for the SVPD. These individuals would be charged with developing; implementing; delivering and tracking all in-service training delivered to SVPD personnel. The department would need the ability to attract qualified instructors for its in-service programs and would need to identify qualified EVOC and firearms instructors as well.
4. While office space might exist at SVPD headquarters for certain types of classroom instruction, the department would obviously need to develop and maintain a facility for other (i.e., more physical, tactical) in-service training.
5. A distinct field training program would need to be developed and staffed exclusively by SVPD training officers and FTOs. It appears that the SVPD currently has a cadre of FTOs that could serve this function.

6. The SVPD would need to secure leadership and basic management training for its supervisors. It would therefore need to continue its relationship with these current programs (as opposed to attempting to establish their own).
7. The SVPD would need to identify, train and support a “grants person” of its own to seek and obtain outside funding for its training programs.

Ethics and Professional Standards

Assuming that the SVPD were to become an independent agency, the following factors concerning professional standards and integrity management bear careful consideration.

The SVPD would need to

1. Identify, train, and support personnel to staff its own OPS. This would necessarily include substantial training and support costs (such as the development and maintenance of an OPS information technology system). Given current SVPD staffing levels, it is estimated that one supervisor, preferably a lieutenant, be appointed.
2. Develop, implement, and enforce its own departmental rules and regulations. It would likely look to Lexipol to provide this service.
3. Identify, train, and support an executive officer, preferably at the rank of lieutenant or above.
4. Develop a capacity to perform periodic audits and inspections (described above).
5. Develop its own performance review process.
6. Develop the capacity to maintain and manage the data systems referred to above (including the tracking of Terry stops, use-of-force reports, and outside employment).

Community Engagement

As previously noted, the SCOPE initiative predates the incorporation of the city, and the history of the city’s volunteers and unsworn staff is inextricably linked to that of the county’s efforts. Thus, if the SVPD were to separate from the SCSO, it would have a limited capacity to galvanize volunteers and might have to create a competitive and, most likely, an undermanaged volunteer effort. It is difficult to imagine how the administration, the training, and the supervision could be scaled down without being lost or becoming ineffective. Moreover, the SCOPE program is governed by a board of directors, whose members include volunteers and personnel from the SCSO. Thus, it would appear that volunteer loyalties, economies of scale, and the overall richness of the SCOPE brand would

make it impossible for the city to either replicate that effort or separate the SCOPE volunteers from the countywide endeavor.

Interestingly, the Valley Mall, which is within city limits, hosts a SCOPE station that is not counted among the city's stations. However, it has been a successful meeting spot for citizens with police matters and a visibility opportunity for the sheriff. Therefore, the SCSO might decide to continue to operate the SCOPE stations within the Valley's city limits in the same manner as it does the mall station. This would be to the detriment of the SVPD's ability to connect with the community or to further disconnect itself from the SCSO.

It is worth noting that SCOPE is an independent entity with federal not-for-profit tax status. With its 501c3 status, it has more expansive fund-raising opportunities than the city, its police department, or the sheriff's office. Although it is not clear to what extent that status has been exploited for fund-raising purposes, it is nonetheless strategic and its potential value worth considering.

Finally, if the city separates from the SCSO, where does SCOPE go? The SCOPE program provides an excellent lens through which to view the entanglement of city business. The program in range and services is quite large, and only one fourth of it falls within the city of Spokane Valley; however, staff, operations, management, and relationships are so enmeshed that it is difficult if not impossible to imagine the city being able to replicate the program on a smaller scale on its own. Moreover, it will be nearly impossible to extricate volunteers from the main SCOPE project, nor will the city be able to afford two part-time staff to manage a volunteer program. It is conceivable, however, that with permission of the sheriff and the SCOPE board of directors, SCOPE would remain intact, its relationship to the SCSO and its brand would remain unchanged, and the SVPD could contract for its services.

COSTS AND EXPENDITURES

The projected cost of an independent police department implemented in the city of Spokane Valley will include both start-up costs, or one-time expenditures, and annual operating and capital costs. Expenditures include salaries and benefits, property and equipment, supplies, capital outlays, and other miscellaneous costs. In addition, assuming that it will be more cost-effective for the city to contract with the county for various services, such as the property room and records retention and the garage, these costs are also included in the analysis. All financial projections are in 2009 dollars.

Personnel Costs

Projected salaries and benefits are based on the 2009 salary and benefit levels paid to SCSO employees. A review of collective bargaining agreements across various Washington cities revealed mixed salary levels; some unions negotiated salaries that are below those currently paid by the SCSO, and others negotiated salary levels exceeding SCSO salaries. Therefore, it is difficult to determine "standard" wage levels for various staff, and 2009 levels are used in the following projections. Average salary and benefits were determined for each rank and then multiplied by the recommended city full-time equivalent (FTE) staffing level. For example, the average salary for all lieutenants in the SCSO was \$128,469. This amount, multiplied by our recommendation for three lieutenants in the SVPD, results in a cost of \$385,407. Our staffing recommendations of 95.0 FTEs results in a projected salary and benefit cost of \$9,226,924. In the past five years, other personnel costs, including overtime, sick pay, holiday pay, and vacation sellback, have been approximately 6.0 percent of total salary and benefits. Six percent of total salary and benefits results in \$553,600 of additional personnel costs. Total personnel costs are estimated to be \$9,780,524, as shown in the table below.

PERSONNEL				Year 1	Year 1	Years 2+
# Empl.	Unit	Classification		Salary & Benefits Per Employee	Salary & Benefits Total	Salary \$ Benefits
5.00	Administration	1 Police Chief	Sworn	144,405	144,405	144,405
		1 Lieutenant - Administration	Sworn	128,469	128,469	128,469
		3 Administrative Support		63,015	189,045	189,045
17.00	Investigations	1 Lieutenant - Investigations	Sworn	128,469	128,469	128,469
		3 Sergeants	Sworn	112,877	338,630	338,630
		13 Detectives	Sworn	102,906	1,337,777	1,337,777
65.00	Patrol/Traffic	1 Lieutenant - Patrol	Sworn	128,469	128,469	128,469
		4 Sergeant	Sworn	112,877	451,506	451,506
		8 Corporals	Sworn	102,906	823,248	823,248
		4 K-9 Officer	Sworn	93,025	372,099	372,099
		40 Patrol Officers	Sworn	93,025	3,720,987	3,720,987
		8 Traffic Officers	Sworn	93,025	744,197	744,197
3.00	Civil Service	3 Mix	Mix	94,836	284,509	284,509
1.00	Property Room/Records	1 Property Evidence Technician		63,015	63,015	63,015
4.00	School Resource Officers	4 Patrol Officers	Sworn	93,025	372,099	372,099
95.00	Proposed Spokane Valley Employee Budget - Salaries & Benefits				9,226,924	9,226,924
	OT/Sick/Holiday/SellbackR				553,600	553,600
TOTAL PERSONNEL COSTS					9,780,524	9,780,524

Property and Equipment

Property and equipment costs include the initial purchase of uniforms, vests, firearms, radios, and other miscellaneous equipment. This is estimated to be \$5,000 per sworn

officer, or \$460,000 in start-up property and equipment costs. Future costs are included in the "Other" category discussed further on.

Other estimated property and equipment costs include telephone, the law enforcement building maintenance contract, and fuel. These costs are estimated on the basis of historical (2005–2008) expenditures as well as the 2009 budget. Total estimated property and equipment costs are shown in the following table.

Property/equipment	Estimated costs (\$)
New equipment (uniforms, firearms, vests, radio, other miscellaneous @\$5,000/officer)	460,000
Telephone	36,500
Law enforcement building maintenance contract	120,000
Fuel	268,400
Total property/equipment	884,900

Contracts with Spokane County

The city currently has several contracts with the county. In addition to the law enforcement contract, the city contracts with the county for communications, property room/records management, and emergency management. The contracts between the city and the county shown below are assumed to exist if the city creates its own police department. The costs are based on estimates provided by the city and historical payments for these services.

County contracts	Costs (\$)
Property room/records	523,000
SCOPE	44,100
Garage	121,000
Radio	596,000
Forensics	209,000
Total county contract	1,493,100

Supplies

A city police department would need to fund annual supplies each year, including training equipment, dog food, and veterinarian visits for the K-9 unit; computer supplies; and other miscellaneous items. The projected supply costs are shown in the table below.

Supplies	Costs (\$)
Training	10,000
K-9 food/health	5,600

Miscellaneous/MIS	25,000
Total supplies	40,600

Other

Included in the current law enforcement contract with the county are maintenance and operations (M&O) costs, discussed previously on pages 84–86. Our projections are based on historical M&O costs, subtracting out those costs that were included above such as telephone and supplies. Projected maintenance and operating costs are \$833,800 annually. In addition to personnel costs previously discussed, we have included \$100,000 for staff recruitment, legal advice, and testing of potential Spokane Valley police employees. Finally, organizing a new police department would require the city to incur risk management costs. From discussions with county staff and insurance experts, we have estimated that insurance will cost \$1.44/employee man-hour. Accordingly, 95 employees x 2,177 hours (allowance for overtime included for appropriate staff) x \$1.44 results in estimated insurance costs of \$297,700.

Other	Costs (\$)
Maintenance and operations	833,800
Initial staffing costs/searches	100,000
Insurance	297,700
Total other	1,231,500

Capital Outlay

Capital outlay costs include the initial purchase or lease of automobiles from the county. It is assumed the city will need approximately thirty-three automobiles: one for the police chief and each lieutenant, and one for every three officers thereafter. The vehicles are projected to have a five-year useful life; the cost is \$25,000 for the initial purchase of each car from the county and \$30,000 for a new vehicle. K-9 vehicles are assumed to cost an additional \$5,000 to equip. About six cars are projected to be replaced each year at a cost of \$182,750, with the initial cost being \$845,000.

The city will also incur costs for the initial start-up of the K-9 force. The recommended staffing level includes four officers in company with a dog. Each dog is projected to cost \$7,000 to purchase and train. Miscellaneous supplies are approximately \$5,000 annually.

Inevitably the police department will need other capital and maintenance items each year; therefore, we include \$50,000 for miscellaneous capital outlay. The projected capital outlay is shown below.

Capital outlay	Costs (\$)
Initial auto purchase from county (30 cars x \$25,000)	845,000
K-9 dogs/training/supplies	33,000
Annual/auto allocation	182,750
Miscellaneous/hardware/software	50,000
Total capital outlay	1,110,750

Overhead

Various entities, ranging from the city council to the finance department, will most likely provide support services, such as policy direction, accounting and reporting, and budgeting. Therefore, we have included 10 percent of the start-up department's budget as an overhead cost. This estimate includes the costs of providing management information services, building maintenance, vehicle and mechanical maintenance, and other support services. The total budget is projected to be \$14,358,624 upon start-up. Therefore, overhead costs are estimated to be \$1,435,862 initially and approximately \$1.3 million annually thereafter.

Sustainability of Costs

The 2009 law enforcement contract between the City of Spokane Valley and the SCSO is estimated to cost the city \$15,538,576. Our estimates indicate that a start-up police department would cost \$15,794,486 the first year, which would result in an annual loss of \$255,910 in 2009 dollars. Because several of the items are one-time expenditures needed to establish the department, future department costs are estimated to be \$14,413,711 in 2009 dollars—a cost savings of \$1,124,865. Operating costs in future years will increase by factors unknown at this time, which would also happen if the city continued to contract with the county for law enforcement services. However, the city may wish to construct its own property and records management facility and would incur start-up costs (facility, equipment, supplies, etc.) that would reduce overall savings. Our city police department cost estimates are shown on the following page.

Proposed City of Spokane Valley Police Department (2009 Dollars)

PERSONNEL				Year 1	Years 2+
				Salary & Benefits	Salary & Benefits
# Empl.	Unit	Classification	Per Employee	Total	
5.00	Administration	1 Police Chief	Sworn 144,405	144,405	144,405
		1 Lieutenant - Administration	Sworn 128,469	128,469	128,469
		3 Administrative Support	63,015	189,045	189,045
17.00	Investigations	1 Lieutenant - Investigations	Sworn 128,469	128,469	128,469
		3 Sergeants	Sworn 112,877	338,630	338,630
		13 Detectives	Sworn 102,906	1,337,777	1,337,777
65.00	Patrol/Traffic	1 Lieutenant - Patrol	Sworn 128,469	128,469	128,469
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3.00	Civil Service	3 Mix	Mix 94,836	284,509	284,509
1.00	Property Room/Records	1 Property Evidence Technician	63,015	63,015	63,015
4.00	School Resource Officers	4 Patrol Officers	Sworn 93,025	372,099	372,099
95.00	Proposed Spokane Valley Employee Budget - Salaries & Benefits			9,226,924	9,226,924
	OT/Sick/Holiday/Sellback ₁			553,600	553,600
TOTAL PERSONNEL COSTS				9,780,524	9,780,524
PROPERTY/EQUIPMENT					
	New Equipment (uniforms, firearms, vest, radio, other misc. @ \$5,000/officer) ₂			460,000	0
	Telephone			36,500	36,500
	Law Enforcement Bldg Maintenance Contract			120,000	120,000
	Fuel			268,400	268,400
TOTAL PROPERTY/EQUIPMENT				884,900	424,900
COUNTY CONTRACTS					
	Property Room/Records			523,000	523,000
	SCOPE			44,100	44,100
	Garage			121,000	121,000
	Radio			596,000	596,000
	Forensics			209,000	209,000
TOTAL COUNTY CONTRACT				1,493,100	1,493,100
SUPPLIES					
	Training Supplies			10,000	10,000
	K-9 Food/Health/Supplies			5,600	5,600
	Miscellaneous supplies/MIS			25,000	25,000
TOTAL SUPPLIES				40,600	40,600
OTHER					
	Maintenance & Operating Costs			833,800	833,800
	Initial Staffing Costs/Searches			100,000	0
	Insurance			297,700	297,700
TOTAL OTHER				1,231,500	1,131,500
TOTAL OPERATING EXPENDITURES				13,430,624	12,870,624
CAPITAL OUTLAY					
	Initial Auto Purchase from County (29 cars x \$25,000 & 4 K-9 cars @ \$30,000) ₂			845,000	0
	K-9 Dogs/training/supplies ₂			33,000	0
	Annual Auto Allocation ₃			0	182,750
	Misc./Hardware/Software			50,000	50,000
TOTAL CAPITAL OUTLAY				928,000	232,750
TOTAL PROJECTED BUDGET (2009 Dollars)				\$ 14,358,624	\$ 13,103,374
PLUS OVERHEAD EXPENDITURES (10%)				\$ 1,435,862	\$ 1,310,337
				\$ 15,794,486	\$ 14,413,711
2009 BUDGETED LAW ENFORCEMENT CONTRACT ₄				\$ 15,538,576	\$ 15,538,576
PROJECTED SAVINGS/(LOSS) - YEAR 1				\$ (255,910)	
PROJECTED SAVINGS/(LOSS) - FUTURE YEARS					\$ 1,124,865

₁ Overtime, Holiday, Sick Pay, etc. is assumed to be 6% of total salaries based on historical averages and industry average.

₂ First year cost. Following years will require maintenance and operations in budget.

₃ Assumes the City will need to replace 6 squad cars annually at an average cost of \$30,000.

₄ 2009 Contract amount does not include the Emergency Management or Communications Contracts (\$93,400 & \$255,925 projected in 2009). Amount provided by the City.

7. PERFORMANCE INDICATORS/BENCHMARKS

In this final section we identify performance metrics that should be routinely used to measure law enforcement's activities in service to Spokane Valley.

TRAINING

1. The total number of training hours performed and total number of personnel trained in each particular topic/lesson.

ETHICS AND PROFESSIONAL STANDARDS

The SVPD will be required to develop its own means (i.e., without relying upon any outside agency or personnel) of electronically tracking and recording the following performance indicators. Baseline performance levels and "anomalies" can be detected by establishing annual total and, then periodically reviewing these metrics, including percentage increase/decrease from the previous period:

1. The type and number of use of force reports prepared, personnel and civilians involved, time and place of occurrence and general description of circumstances.
2. The type and number of civilian and internal complaints by category (and dispositions).
3. The type and number of department vehicle accidents, both "at fault" and "no fault" accidents.
4. The type, number, location and nature of all firearm discharges.
5. The results of systematic and random audits and inspections of virtually all police operations (e.g., calls for service response and dispositions, property receipt and safeguarding, etc.).
6. The type, location, and number of Terry stops performed, as well as a description of all individuals involved and a description of all actions taken.
7. The total amount of sick time expended per unit, per shift, etc.
8. The type, nature, and total amount of "outside" employment being performed by its personnel.

COMMUNITY RELATIONS

As is, the department is not able to report on anything but the most basic of measures, which frankly, without some analysis, will not answer performance; rather, they'll count as activities. To secure more valuable data and get closer to understanding performance, both

real and perceived, we suggest a regular community survey (door to door or with cell phone penetration to ensure wide representation) that assesses level of fear, trust in the police, responsiveness of the police, and other measures. We would also suggest routine officer surveys, the results of which we would compare with regular analysis of administrative data. Among the questions we would “ask” the administrative data are

- What is going on with crime?
- What is the filing rate of complaints by the prosecutor?
- What is happening with other enforcement activities? That is, are stops resulting in arrests? Warnings? Citations? Field interview cards?
- What is the supervisory oversight of those functions?
- What is being done with civilian complaints? Are there any audits of victims of house breaks or of citizens who file complaints that would help the department understand their level of satisfaction?

DATA ANALYSIS

Workload vs. Deployment

Ratio of workload (both officer initiated and other initiated) should be monitored on regular basis to ensure that staff are deployed effectively. While there is no “standard” for this ratio, we recommend using the 1/3 approach as a starting point for discussion: on average, approximately one-third of a officer’s on duty time should be spent handling calls for service, about one-third handling administrative tasks (e.g., roll call, reports, meals, vehicles), and one-third being available, or “uncommitted time.” The percentage of uncommitted time is, in the strictest sense, a policy decision driven by the number of officers working as well as by how efficiently the force handles calls for service.

Response Times Analysis

The department should routinely conduct exception reports analysis for response times to emergency, high-priority calls. These reports should be prepared at least weekly with the goal being to identify unacceptable response times (both dispatch and travel) and then to analyze what occurred during the incident that caused the delay. Failing to do this on a regular, weekly basis restricts the ability of the department to analyze the details of the event to prevent reoccurrence.

Officer-Initiated Activities

Officers should be held accountable for initiating activities and not just responding to radio calls. Such activities should go beyond traffic stops to should include both positive citizen contacts (security surveys, etc.) and field interrogations. A significant portion of an officer's duties should be self-initiated activities, and these should be monitored as part of the evaluation process.