



Signature Report

February 26, 2008

Ordinance 16027

Proposed No. 2008-0027.2

Sponsors Lambert

1 AN ORDINANCE accepting the sheriff's office operational
2 master plan.
3

4 STATEMENT OF FACTS:

5 1. The sheriff's office is the primary law enforcement agency in King
6 County with responsibilities to provide regional, local unincorporated and
7 contract services. Regional law enforcement services are provided to the
8 more than one million eight hundred thousand residents of King County.

9 2. In 2004, in response to a changing environment, public inquiries and a
10 performance review by the King County council auditor; the sheriff's
11 office committed to the completion of an operational master plan to
12 include a comprehensive review of the law enforcement operations,
13 services, and facilities provided by the sheriff's office.

14 3. Ordinance 15333, adopting the 2006 King County budget, authorized
15 funding for an operational master plan.

16 4. The operational master plan was directed by a steering committee
17 comprised of representatives of the sheriff's office, county executive, King

18 County council, superior court, district court, county prosecutor, public
19 defender and adult and juvenile detention as well as the cities of Burien,
20 Shoreline and Sammamish and the unincorporated area councils.

21 5. The steering committee, supported by a project team and consultants,
22 collected and examined extensive information from a wide array of
23 stakeholders and developed six recommendations regarding the
24 operations, services types and levels, service model and the executive
25 authority of the sheriff.

26 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

27 SECTION 1. The King County council recognizes that the provision of law
28 enforcement services is a mandated and fundamental county responsibility. The council
29 is committed to the provision of the highest-quality, most-effective and least-costly law
30 enforcement services. The council finds that, in order to provide the best possible
31 services, the King County sheriff's office should work to implement those policies
32 contained in its 2007 Operational Master Plan. Specifically, it is the intent of the council
33 that:

34 A. As a provider of local and regional law enforcement services the sheriff
35 should continue to implement proactive policing through the Community Oriented
36 Policing best practice model that builds on reactive policing. Community Oriented
37 Policing is based on police and community partnerships. Law enforcement officers
38 become well-known members of the community in which they serve. They partner with
39 local residents, businesses and other service providers to integrate into the community
40 and proactively work towards preventing crime. The objectives of community policing

41 are to reduce crime and disorder, promote citizens' quality of life in communities, reduce
42 fear of crime and improve police-citizen relations. The council also intends that the
43 sheriff's office find a balance between meeting the sheriff's identified unmet needs with
44 the policy of increasing pro-active law enforcement;

45 B. The sheriff's office should foster and leverage collaborative partnerships to
46 increase efficiencies and improve overall/regional services for all King County residents;
47 and

48 C. The sheriff's contracting methodology should be reviewed to ensure equity in
49 cost allocation.

50 SECTION 2. In accordance with K.C.C. 4.04.210, the King County Sheriff's

51 Office Operational Master Plan, Attachment A to this ordinance, dated October 2007, is
52 hereby accepted.

53


Ordinance 16027 was introduced on 2/4/2008 and passed by the Metropolitan King
County Council on 2/25/2008, by the following vote:

Yes: 8 - Ms. Patterson, Mr. Dunn, Mr. Constantine, Ms. Lambert, Mr. von
Reichbauer, Mr. Gossett, Mr. Phillips and Ms. Hague

No: 0

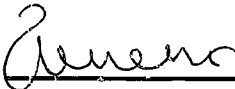
Excused: 1 - Mr. Ferguson

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



Julia Patterson, Chair

ATTEST:



Anne Noris, Clerk of the Council

APPROVED this 7 day of March, 2008.



Ron Sims, County Executive

Attachments A. King County Sheriff's Office Operational Master Plan--October 2007

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KING COUNTY COUNCIL

16027
Attachment A

King County Sheriff's Office
Operational Master Plan

October 2007



King County

SHERIFF
KING COUNTY

Acknowledgements

This Operational Master Plan (OMP) would not have been possible without the insights, guidance and support provided by numerous King County staff and King County Sheriff's Office stakeholders.

A Steering Committee met throughout this process to guide and oversee the Project Team and consultants in formulating this OMP. The Steering Committee was ably led by Co-Chairs: Sheriff Sue Rahr and Robert Cowan, Director of the Office of Management and Budget. We sincerely thank each and every Steering Committee member for their thoughtful insights and willingness to come to the table ready for an open and honest discussion. As a result of the dialogue and meaningful discussions that occurred at the Steering Committee meetings, the outcome of this process is a better product.

The Project Work Group, comprised of King County Sheriff's Office stakeholders, reviewed all of the working papers and asked questions, provided input, and helped the project team and consultants define inquiry questions and work through the policy issues discussed in this OMP. We thank them for their support, guidance and the time that they spent reviewing the working papers.

We offer many thanks to the hardworking Project Team from the King County Sheriff's Office and the Office of Management and Budget and to our consultants at Management Partners. In particular, we would like to thank Robin Lovell, Jim Graddon, Scott Sotebeer, Rebecca Connolly and Kate Davis - these individuals were an invaluable source of information, data and ideas. Thanks to Daniel Pingrey who recruited contracting city representatives to both the Steering Committee and Working Group and provided numerous insights into the OMP. And finally, Kelli Carrol, Jeannie Macnab and Toni Rezab played a key project management role, drafted numerous documents, and kept the OMP project moving forward.

This OMP was a truly collaborative process and everyone involved played an important role in the development of these policy recommendations. We sincerely thank all of you for your support of this process.

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Executive Summary

As the primary law enforcement agency in King County, the King County Sheriff's Office (KCSO) provides both local and regional services. In 2004, in response to a changing operating environment, questions from customers and other county agencies as well as a performance audit conducted by the King County Council Auditor; KCSO committed to the development of an operational master plan (OMP). The goal of the OMP was to identify potential operational and policy changes for the provision of sustainable law enforcement services in King County, particularly as population demographics and other changes drive service needs and areas. Guided by a Steering Committee comprised of KCSO stakeholders and the expertise of a consulting team with experience in law enforcement operations, the process included a careful and in depth assessment of KCSO operations and services.

The assessment took into account the reality of tight budgets and the current mission, vision, goals and core businesses of KCSO. Input from stakeholders and review of background documents resulted in the OMP focusing on four key policy areas:

- Type of Services and Service Levels,
- Service Delivery Alternatives,
- Funding Implications, and
- Executive Authority of the Sheriff.

Following the identification of these key policy areas, the Steering Committee considered relevant change drivers, best practices and current KCSO unmet needs. The Steering Committee consisted of diverse and multi-disciplinary representation and the discussion throughout the process was rich. Numerous viewpoints were represented and the issues and change drivers facing KCSO were explored from multiple angles and perspectives. The following six policy recommendations were agreed to, by consensus, by all Steering Committee members.

- **Recommendation 1 – Proactive Policing**

As a provider of local and regional law enforcement services, the King County Sheriff's Office should be a proactive law enforcement agency that employs best practices to meet the needs of King County residents. The Steering Committee's goal is that the Sheriff's Office meets identified unmet needs and statutory requirements, within the constraints of funding limitations, while moving towards becoming a more proactive agency.

The Steering Committee recognizes that implementation of these strategic and operational recommendations may require reallocation or commitment of additional resources.

- **Recommendation 2 – Foster and Leverage Partnerships**

The King County Sheriff's Office should foster and leverage collaborative partnerships to increase efficiencies and improve overall/regional services for all King County residents.

- **Recommendation 3 – Review of Costing Model**

In Fiscal Year 2008, the Sheriff should complete a thorough review and analysis of the costing and service delivery models.

- **Recommendation 4 – Definition of Chargeable and Non-Chargeable Services**

The definition of chargeable and non-chargeable provides a framework to revise the costing model.

- Chargeable: Services that should be paid for using local funding sources. These include basic police services that are routinely used in most cities within King County.
- Non-chargeable: Services that should be paid for using regional funding sources (revenues collected by King County). These include services not routinely used in most cities.

- **Recommendation 5 – Explore Bundling of Criminal Justice Contracts**

The County should explore bundling of criminal justice contracts (public safety, courts, jails, prosecutor and public defense) for contract agencies.

- **Recommendation 6 – Executive Authority of the Sheriff, *for consideration by the King County Charter Commission***

The Sheriff should be granted the statutory authority through the King County Charter to negotiate labor agreements with all King County Sheriff's Office labor units for staff groups exclusively employed by the Sheriff. The Sheriff should have the authority to hire staff (for all bargaining units) and make staff appointments within the annual budget process.

The Executive should retain the authority to negotiate wages and benefits for all bargaining units that cross over into other King County departments. The Sheriff should have the authority to negotiate management rights for all labor agreements. The Sheriff and the Executive shall collaborate on all labor contract matters involving wages, benefits, and management rights.

These policy recommendations provide the Sheriff's Office with a solid foundation for the future of its regional and local law enforcement services in King County. As a result of this planning effort, KCSO has confirmed its mission, vision and goals. And, through in-depth consideration of stakeholder input, likely change drivers and law enforcement best practices, the Steering Committee has made six recommendations setting the policy direction for how KCSO will operate now and in the future. An Implementation Scope of Work will guide the implementation of these recommendations. Once the OMP is adopted, a facilities master planning (FMP) process will begin. The FMP will ensure that KCSO facilities are structured and adapted to meet its operational needs.

OMP Background and Purpose

King County Sheriff's Office is the primary law enforcement agency in King County with responsibilities to provide regional, local unincorporated and contract services. Regional law enforcement services are provided to the more than 1.8 million residents of King County. KCSO also provides the full spectrum of local policing services to over 350,000 residents of unincorporated King County and to more than 200,000 residents of contract cities. Over the past decade there have been significant funding, legislative and environmental changes that have impacted the way in which KCSO serves its customers. At the same time, the Sheriff's Office has been under increased public review and scrutiny.

In 2004, in response to the changing operating environment, questions from customers and other county agencies as well as a performance audit conducted by the King County Council Auditor; KCSO committed to the development of an operational master plan. The overall goal of the Sheriff's OMP is to develop a common vision for how the KCSO will address public safety both now and in the future. This multi-year planning process was initiated in late 2004 with an internal strategic planning process to identify strategies for achieving the mission, vision and goals of the Sheriff's office. In September, 2005, the Sheriff's Office Operational Master Plan Phase I Report/Strategic Plan Final Report" was completed. In 2006, the KCSO and the King County Office of Management and Budget (OMB) embarked on Phase II to develop the Sheriff's Office Operational Master Plan.

Phase I – Strategic Plan

The outcome of the Phase I report was to establish a broad policy framework to prioritize and guide decision making regarding the provision of law enforcement services in King county. The comprehensive strategic planning process included the following elements:

- Review of the current vision, mission, goals, priorities, and existing policies and work of the Department;
- Review of national and state standards and mandates;
- Understanding the role of the Sheriff's Office as a regional law enforcement leader and service provider, including functions, mandates, environment, and funding;
- Evaluating and comparing operations of other sheriff's offices serving regions of similar size and complexity to King County and of Sheriff's Office functions, services, and best practices;
- Understanding the Department's current services, programs, budgets, expenditures, and revenues, and identifying gaps in services or duplication of effort;

- Establishing the current state and expected changes in the operating environment, including service areas, service population, demographics, crime, and customer needs and expectations; and
- Soliciting input from stakeholders and monitoring changes in their systems that have prospective potential impacts on the Department.

The strategic planning process revised the Sheriff's Office mission, vision, goals and core values. In May of 2005, a management retreat was held and an initial set of nine goals were condensed into four. Following that, three or four strategies were identified for each goal. An action plan was identified for each strategy at the May 2005 retreat. The table below lays out each of the 4 goals and associated strategies.

Table No. 1 – Phase I Strategic Plan Goals and Strategies

Goal	Strategy
Promote safe and healthy communities	<ul style="list-style-type: none"> • Reduce crime and the fear of crime • Improve traffic safety • Effectively respond to critical incidents
Build trust and support within the community groups, government, and profession that we serve	<ul style="list-style-type: none"> • Establish an education and outreach program for government • Establish a program that enhances community trust by improving neighborhood relations • Establish an electronic-based communication network
Provide responsible and value-added law enforcement services	<ul style="list-style-type: none"> • Implement an accountability model that improves the achievement of results and improves the effectiveness and efficiency of the organization • Develop a long-term marketing and financial plan to enhance current contracts and respond effectively to new opportunities • Commit to a comprehensive approach to cost containment
Promote a highly skilled workforce	<ul style="list-style-type: none"> • Provide on-going training for all department staff • Create a career development program • Develop an individual accountability model • Develop a long-term recruiting and hiring plan

Following the Phase I report, and prior to the first meeting of the OMP Steering Committee, the Sheriff's Blue Ribbon Panel was convened. A description of this group's work and how it aligns with the OMP process is provided below.

King County Sheriff's Blue Ribbon Panel

The Sheriff's Blue Ribbon Panel was convened in March 2006 and issued its final report and recommendations in September 2006. The Blue Ribbon Panel was charged with reviewing and researching management systems for addressing employee misconduct and discipline in the Sheriff's Office; gaining an understanding of best management practices

in other police departments and their applicability to the office; and to make recommendations for improvements to the accountability system for misconduct and discipline. The Panel released its recommendations immediately prior to the convening of the KCSO OMP Steering Committee. The initial Steering Committee meeting included a briefing on the Blue Ribbon Panel Recommendations¹. The recommendations of the Blue Ribbon Panel and the KCSO OMP Steering Committee were made based on a very different focus for each group. However, the recommendations from each process are not in any way in conflict with one another and in some cases mutually reinforce one another.

Phase II - Operational Master Plan

The overarching objective for Phase II was to develop the King County Sheriff's Office Operational Master Plan. The goal of the OMP was to identify potential operational and policy changes for the provision of sustainable law enforcement services in King County, particularly as population demographics and other changes drive service needs and service areas. This OMP also suggests a policy framework for the Sheriff's Office operations.

The OMP process has been staffed by a team of employees from the KCSO and the King County Office of Management and Budget (OMB). A consulting firm was hired to conduct relevant research, gather stakeholder input and provide a series of working papers used to inform the policy recommendations contained within the OMP. The project has been guided and overseen by a steering committee comprised of elected officials and other stakeholders in the Sheriff's Office operations. The culmination of their work was coming to agreement on the recommendations contained within the OMP.

The OMP Phase I strategic plan, as well as other planning documents, including the "Report of the King County Sheriff's Blue Ribbon Panel" (issued in September 2006) were used as background documents for Phase II of the OMP. Project staff and consultants then developed four working papers, all of which built upon one another and lead up to the final Assessment Report, provided in Appendix A of this document.

- Working Paper One provided an overview of the KCSO, documented legal and statutory requirements and defined the workload of Sheriff's Office staff.
- Working Paper Two clarified the Mission, Vision and Goals of the KCSO and identified possible policy issues for consideration throughout the OMP process.
- Working Paper Three provided an in-depth discussion of annexation as the change driver most likely to impact KCSO over the next 10 years.
- Working Paper Four presented other change drivers with the potential to impact KCSO operations, discussed law enforcement best practices and provided an

¹ For more information or copies of the report, visit the King County Sheriff's Office Blue Ribbon Panel website:

<http://www.metrokc.gov/sheriff/sheriff/blueribbon/>

overview of current unmet needs where existing KCSO resources are not sufficient to meet demand.

The Assessment Report summarizes the work of all four working papers and presents the policy recommendations agreed upon by the Steering Committee. This OMP provides relevant background information and discusses those recommendations in more detail.

Project Participants

The collaborative organizational structure of the KCSO OMP was developed to maximize input and assure active oversight of the process. This organizational structure included a Steering Committee, a Project Work Group, a Project Team and a Consultant Team. The roles of each are described below and a list of participants is provided.

Steering Committee

Co-chaired by Sheriff Sue Rahr and Robert Cowan, Director of the Office of Management and Budget; the Steering Committee provided oversight of the OMP process. Membership consisted of key policy makers, both internal and external to King County, and specifically sought representatives of the entire King County region which includes unincorporated areas as well as cities that contract with KCSO for services. The Steering Committee met regularly between October 2006 and June 2007 to guide and review the OMP work. They operated on a consensus decision-making model and came to agreement on the policy recommendations laid out in this OMP.

Table No. 2 – Steering Committee Members

Name	Title, Affiliation
The Honorable Sue Rahr, <i>Co-Chair</i>	Sheriff, King County Sheriff's Office
Robert Cowan, <i>Co-Chair</i>	Director, King County Office of Management & Budget
The Honorable Dow Constantine	Metropolitan King County Council, District 8
The Honorable Corinna Harn	2006 Chief Presiding Judge, King County District Court
The Honorable Kathy Lambert	Metropolitan King County Council, District 3
The Honorable Barbara Linde	2007 Chief Presiding Judge, King County District Court
The Honorable Michael Trickey	Presiding Judge, King County Superior Court
Steve Anderson	City Manager, City of Kenmore
Geoffrey Clayton	President, Upper Bear Creek Unincorporated Area Council
David Cline	Interim City Manager, City of Burien
Clif Curry	Senior Legislative Analyst, King County Council
V. David Hocraffer	The Public Defender, King County Department of Community & Human Services

Reed Holtgeerts	Director, King County Department of Adult & Juvenile Detention
William Nogle	Legislative Analyst, King County Council
Dan Satterberg/Leesa Manion	Acting Prosecuting Attorney/Deputy Chief of Staff, King County Prosecuting Attorney's Office
Denise Turner	Technical Services Division Chief, King County Sheriff's Office
Ben Yazici	City Manager, City of Sammamish

Project Work Group

The Project Work Group provided input, data and documentation used to carry out the activities necessary for completing the OMP. The Project Work Group also reviewed and discussed in detail all documents and working papers prior to presentation to the Steering Committee for approval. Participants included staff representatives from the Sheriff's Office, the Office of Management and Budget, the King County Council, the Prosecuting Attorney's Office, Office of the Public Defender, the Department of Adult and Juvenile Detention, Facilities Management Division, District and Superior Courts, labor organizations as well as contract city and unincorporated area council representatives.

Table No. 3 – Project Work Group Members

Name	Title, Affiliation
Claudia Balducci	Regional Jail System Coordinator, King County Department of Adult & Juvenile Detention
Tricia Crozier/Donna Brunner	Chief Administrative Officer/Director of New Development & Special Projects, King County District Court
Gwen Clemens	Fiscal Analyst, King County Office of Management & Budget
Kate Davis	Budget Analyst, King County Office of Management & Budget
Russ Goedde	Project Manager, King County Community & Human Services
Cal Hoggard	Temporary Section Manager, King County Executive Services
John Norris	Management Analyst, City of Shoreline
Susan Neely	Legislative Analyst, King County Council
David Reynolds	Program Analyst, King County Superior Court
Bernard Seeger	Management Analyst, City of Shoreline
Kathy VanOlst	Deputy Chief Criminal Prosecutor, King County Prosecuting Attorney's Office
Scott White	Project Manager, King County Executive Services

Project Team

Staff members from both the Sheriff's Office and the Office of Management and Budget comprised the Project Team. This group oversaw the contract with the consultant including scope, schedule, budget and deliverables.

Table No. 4 – Project Team Members

Name	Title, Affiliation
Kelli Carroll	Senior Policy Analyst, King County Office of Management & Budget (<i>project inception to 3/07</i>)
Jim Graddon	Major, King County Sheriff's Office
Robin Lovell	Project Manager, King County Sheriff's Office
Jeannie Macnab, <i>Project Manager</i>	Senior Policy Analyst, King County Office of Management & Budget (<i>5/07 to present</i>)
Daniel Pingrey	Captain, King County Sheriff's Office
Toni Reزاب	Senior Policy Analyst, King County Office of Management & Budget (<i>3/07 to present</i>)
Scott Sotebeer	Chief of Staff, King County Sheriff's Office

Consultant Team

The consulting services of Management Partners, LLC, were retained to provide their expertise and experience in law enforcement throughout the country and to assist in the development of the OMP. One of their specific tasks was to engage direct stakeholders of the Sheriff's Office "regarding the perceptions of services provided by and policies related to those services provided by the King County Sheriff's Office." Management Partners also developed a series of working papers used to guide the policy recommendation decision-making process.

Table No. 5 – Project Team Members

Name	Title, Affiliation
Julia Novak, <i>Project Director</i>	Regional Vice President
Wayne Chapman	Partner
Michelle Ferguson	Senior Management Advisor
Tom Frazier	Special Advisor
Jonathan Ingram	Management Advisor
Amy Cohen Paul	Corporate Vice President

Key Policy Areas

Management Partners conducted interviews with 30 individuals including; KCSO management staff, criminal justice system stakeholders and local law enforcement representatives. The purpose was to understand interviewees' perceptions regarding KCSO, its vision, mission and approach to law enforcement services. Based on Management Partners' synthesis of themes and issues identified during the interviews, the Steering Committee determined that there were four key policy areas to be considered during the OMP process:

- Type of Services and Service Levels,
- Service Delivery Alternatives,
- Funding Implications, and
- Executive Authority of the Sheriff.

In some cases, the Steering Committee identified a series of questions to be answered in considering the policy areas. These questions are discussed in more detail in the consultant's assessment paper, provided in Appendix A. The identification of these four policy areas framed many of the discussions and guided the development of the Steering Committee's recommendations that are included in this OMP.

Stakeholder Involvement

The KCSO has a stated commitment to build public trust, seek and respond to input from the community, and provide information about its business and operations to the public. As such, gathering stakeholder input was a key component of developing this OMP. Initially, Management Partners conducted 30 interviews with KCSO stakeholders to inform Working Paper Two and the development of initial policy questions to be considered throughout the OMP process. Interviewees included representatives from the Steering Committee, criminal justice system, law enforcement, and, others knowledgeable about key issues - see Appendix B for a list of those interviewed.

The OMP process also included a formal stakeholder input component consisting of five focus groups (comprised of 44 participants) and an on-line citizen survey. Four of the five focus groups were conducted with police chiefs, elected officials, city managers and representatives of cities and other entities (i.e. King County Airport) that currently or may in the future have the potential to contract with KCSO. The fifth focus group was conducted with members of the KCSO Blue Ribbon Panel: a panel of community members charged with making recommendations to King County on improvements to the misconduct/discipline policies, procedures, and practices of the King County Sheriff's Office. See Appendix C for a list of Focus Group Participants.

The electronic survey was sent to King County residents who participated in a "Citizens' Academy" sponsored by KCSO. Citizens' academies educate King County residents

about how the KCSO serves the community, the organization, experience and training of Sheriff's deputies, and how residents can get more involved in their neighborhood. Fifty-two residents anonymously responded to the survey. Both focus group and survey questions explored the four key policy areas in more detail. Stakeholder input was summarized in a written paper and is reflected throughout the OMP recommendations.

King County Sheriff's Office Overview

The King County Sheriff is an elected position and per state law, the sheriff is “the chief executive officer and conservator of the peace of the county” (RCW 36.28.010) and has countywide law enforcement jurisdiction. In addition to the RCW that establishes the broad duties of the Sheriff, there are a multitude of legal mandates and statutory requirements that define specific duties the Sheriff must perform. The Sheriff's Office states that ensuring the safety of people in King County is its top priority. With more than 1,100 employees and a 2007 Adopted Budget of over \$140 million, it is one of King County's largest departments.

Mission

The mission of the King County Sheriff's Office is to provide quality, professional, regional and local law enforcement services tailored to the needs of individual communities to improve the quality of life.

Vision

The vision of the King County Sheriff's Office is to improve public safety by leading and promoting collaboration and professionalism in the criminal justice system.

Goals

The goals of the KCSO are to:

- Promote safe and healthy communities,
- Build trust and support within the community groups, government, and profession that we serve,
- Provide responsible and value-added law enforcement services, and
- Promote a highly skilled workforce.

Core Businesses

KCSO has identified the following as its core businesses:

- Law enforcement response and criminal investigations,
- Countywide regional and specialty services,
- Law enforcement support services,
- Contract service provision,
- Business management, and
- Public interaction.

Service and Operational Overview

As the primary law enforcement agency in King County, the Sheriff's office provides local, regional and mandated services. Local policing services are defined as services that are provided to all unincorporated areas of the county and to cities/entities that contract with KCSO for services. Local services include patrol, crime prevention, crime response and investigations functions.

Regional services are defined as services that are available countywide to all residents regardless of jurisdictional boundaries. Examples of regional services include search and rescue, bomb disposal, sex offender registration and concealed weapons permitting. Many of the mandated regional services are provided as directed by statute, although statutes are rarely prescriptive regarding volume of service.

KCSO conducts its business from over 40 locations throughout King County. It occupies space in both county and non-county facilities, and in both contract cities and unincorporated King County areas.

The King County Sheriff's Office is divided into four divisions as described below. Additionally, the Office of the Sheriff has a total of 18 full time equivalent (FTE) employees, including the Sheriff, her aides, a media relations officer, the Internal Investigations Unit, Inspectional Services Unit and the Legal Unit.

Field Operations Division

The Field Operations Division manages the core functions of patrol, precinct-based detectives, crime prevention, storefronts, and reserve deputies. Day-to-day management of contract city police, the field officer training program, and school resource officers are the responsibility of this division. The division has 482 FTE of sworn officers and civilian staff who work in any one of four precincts located throughout the county. Field Operations staff members work out of numerous locations around King County including precinct headquarters, local police stations, community storefronts, and schools.

Criminal Investigations Division

The Criminal Investigations Division has 154 FTE and includes the Major Crimes Section, the Special Investigations Section, and the King County Regional Criminal Intelligence Group. The division serves citizens with follow-up investigative, warrant, and intelligence-gathering services. Specifically, it investigates crimes such as homicide, domestic violence, computer fraud, forgery, custodial interference and sexual assault. The Criminal Investigations Division (CID) also addresses child support enforcement issues and manages court security. Currently CID staff are housed within the Norm Maleng Regional Justice Center in Kent.

Technical Services Division

The Technical Services Division provides the bulk of support services that are vital to efficient operations. The employees in this division provide direct services to citizens as well as support services to the other KCSO divisions. The services provided by the division personnel (320.5 FTE) include emergency 9-1-1 call receiving and dispatching, technology support and development, records management, contracting program, civil process, gun permits, personnel, recruiting, budget management, payroll, purchasing, facilities and fleet management, training, photography, application and administration of grants, planning, crime analysis and all aspects of fingerprint identification.

The Technical Services division operates one of King County's regional 9-1-1 communications centers. The system covers the entire county – when a citizen has an emergency anywhere in King County, the call is routed to the appropriate 9-1-1 center. The KCSO Communications Center handles calls from unincorporated King County, twelve cities, Metro Transit Police, King County Animal Patrol and King County Airport Police. In 2003, communications staff moved into the newly-completed Kent Pullen Regional Communications and Emergency Coordination Center (RCECC). This state-of-the-art facility was built to withstand earthquakes and other natural disasters so that the system remains safe and operational during emergencies. KCSO communications center staff are co-located with King County's Office of Emergency Management.

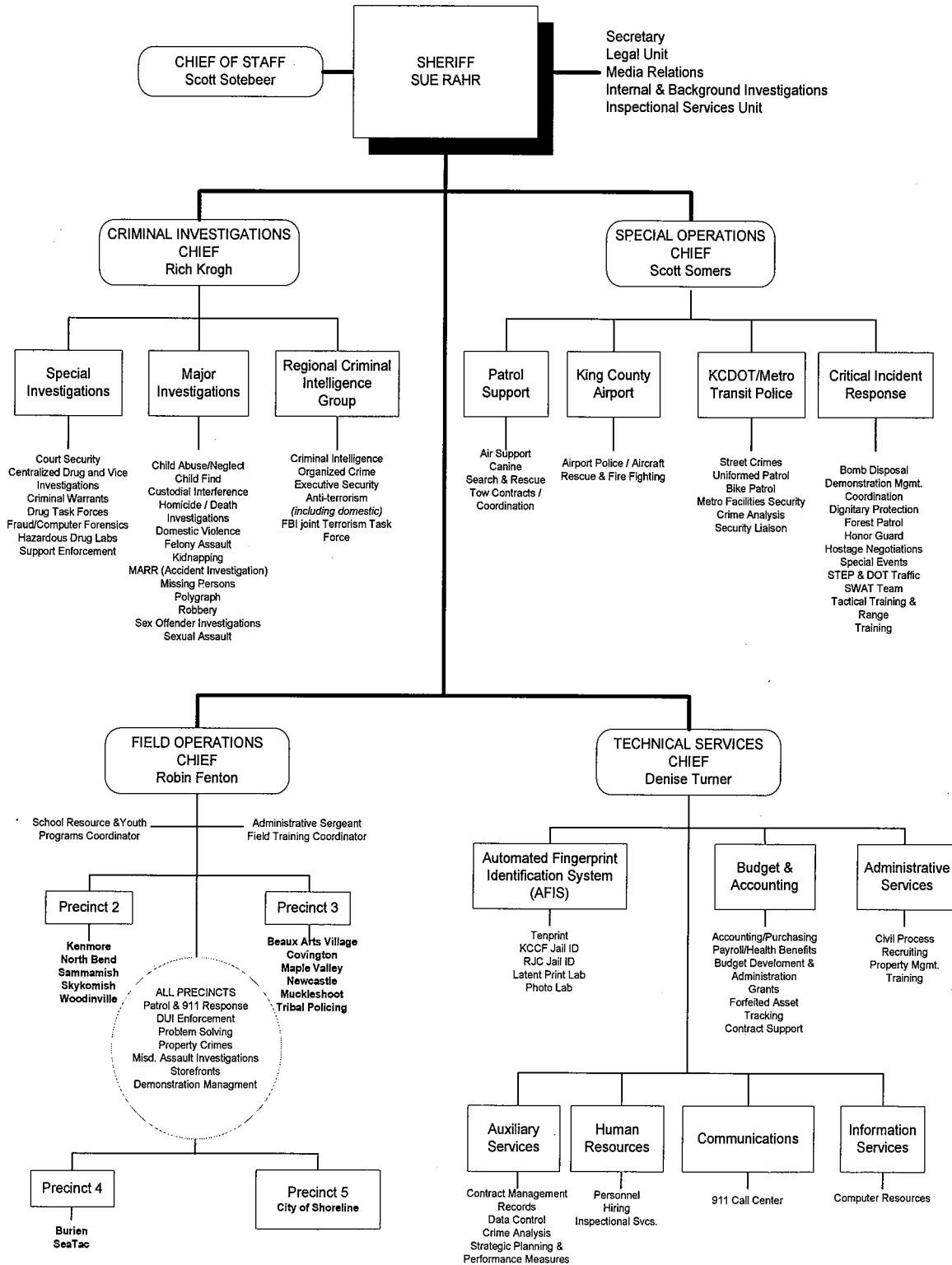
The Automated Fingerprint Identification System (AFIS) is also based in the Technical Services Division. AFIS is a regional service administered by KCSO in partnership with the Seattle Police Department. Funded by a voter-approved levy, the AFIS program mission is to provide timely, efficient, and high quality regional fingerprint identification services in King County through a system that can electronically search other state fingerprint databases and manually link with criminal history databases nationwide.

Special Operations Division

The Special Operations Division provides support services to other divisions, regional services to local agencies, and contract police service to the King County Metro Transit Division, King County Department of Transportation (Roads), and the King County International Airport. The division has 137 FTE and many of the staff are cross-trained to provide a variety of specialty law enforcement services. The Special Operations Division has a shared facility located at the King County Airport.

Services provided by this division include: a canine (K-9) unit with search and drug detection capabilities; air support; marine patrol; bomb/hazardous devices disposal; tactical training in firearms, less-lethal weapons, and defensive tactics; motorcycle traffic enforcement; DUI enforcement; Tac-30 (SWAT); hostage negotiations; dignitary protection; tow coordination and appeal hearings; search and rescue; coordination of the demonstration management team; instruction in and equipment for hazardous materials disposal; and special event planning and coordination. The division has also taken the lead in planning for homeland security concerns.

KCSO Organizational Chart



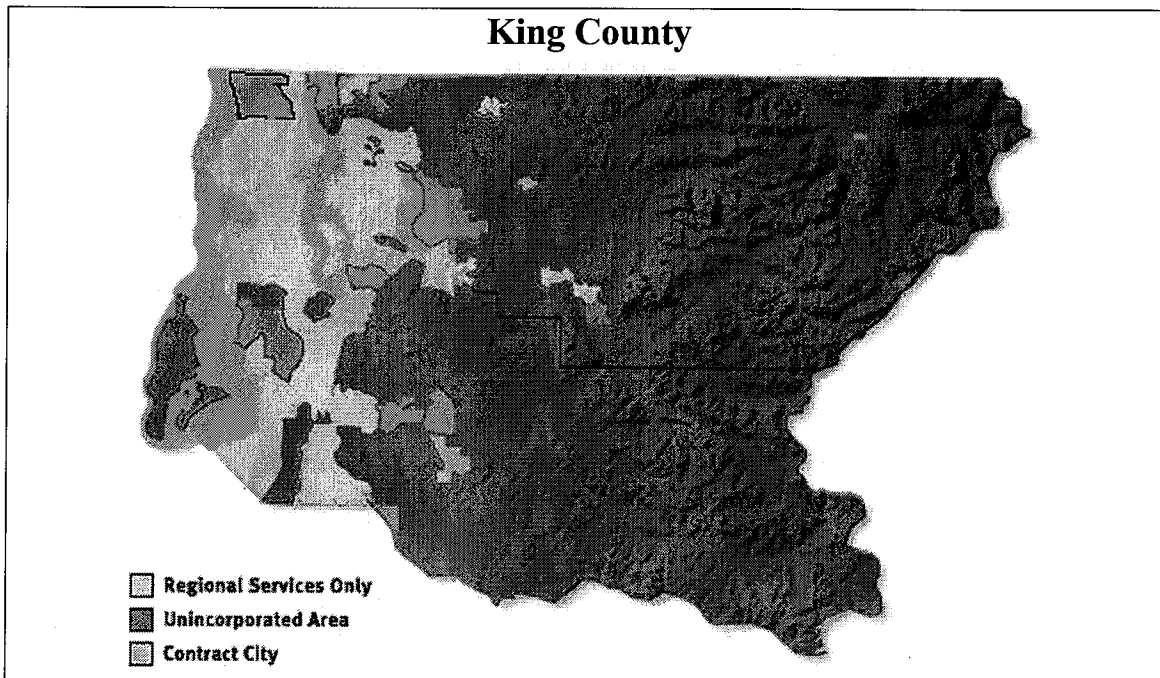
Funding and Budget

The KCSO 2007 Adopted Budget was \$142,625,617² and included 1,111.5 FTE. The bulk of the Sheriff's Office budget appropriation is from King County General Fund, Current Expense (CX) sub-fund. Revenue into the CX Fund to support the Sheriff's Office comes from a variety of sources including fees, property and sales taxes, seized assets, public entity contracts, state transfers and federal grants. Contracts are one of the largest revenue sources. KCSO total budgeted revenue for 2007 was almost \$70 million, most of which came from contracts for law enforcement services to local partners.

KCSO Service Area

The map below identifies King County Sheriff's Office (KCSO) service areas divided by type of services. KCSO provides local policing services to all unincorporated areas of King County as well as contract cities. Regional services are provided to the entire County (including the unincorporated areas and contract cities). See Appendices D and E for maps of King County that delineate KCSO precincts and detail the service locations throughout the county.

Map No. 1 – Map of KCSO Service Areas



² This figure includes \$18,947,908 in Automated Fingerprint Identification System (AFIS) voter approved levy funds as well as \$650,729 in Drug Forfeiture revenue.

Funding Implications and Change Drivers

Economic Overview

Over the course of the last five years King County has faced major financial challenges. During this time period, balancing the General Fund Budget required making reductions totaling \$137 million. A poor economy was exacerbated by a series of voter initiatives that decreased county revenues. Since 2001, the county has grappled with the structural deficit between long-term revenue and expenditure growth. Cost growth has been reduced in virtually all agencies as the government has worked to provide the same service levels with fewer resources.

While the county has generally tamed the structural deficit, regardless of economic conditions, cyclical deficits remain a very real threat. When the economy performs well, the General Fund will reflect modest surpluses, as in the last two years. During a downturn in the business cycle, however, budget shortfalls will reappear. This increases the importance of long term planning to prevent boom and bust cycles in programs and operations.

Every policy recommendation has funding implications. Given this reality as well as King County's financial climate; decisions regarding KCSO operations will need to consider associated costs and will likely involve the prioritization of changes for implementation over time. Not all changes will require additional funding. However, all will require consideration of costs and, as a result, existing resources may be reallocated. Implementing these recommendations and other changes will require looking for economies and efficiencies within the existing operating structure as well as seeking out new opportunities such as grants and service contracts.

As this OMP is implemented, KCSO will need to carefully consider both their current operating environment as well as likely changes. The OMP implementation plan will need to have built in flexibility to adapt to new legal mandates as well as other unexpected changes. At the same time, it will plan for known potential changes such as the proposed annexations of urban-designated unincorporated regions of King County. Annexations and other change drivers will raise issues and challenges that must be planned for in order to ensure that KCSO can conduct its business in the most effective and cost efficient way.

Annexation Change Driver

Washington State's Growth Management Act (GMA) requires that King County designate an urban growth area. "Urban growth" refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces. Under the GMA, urban growth may only occur within designated urban growth areas. The GMA

and King County Countywide Planning Policies³ stipulate that cities are the appropriate providers of local urban services to all areas within the designated urban growth boundary. King County has a number of unincorporated areas that fall within the designated urban growth boundary. These areas make up about 75 square miles which is approximately 3.5% of the total land area of King County. Given this, through its annexation initiative which was approved by the King County Council in September 2004 (Motion 12018), King County has targeted the most populated urban-designated unincorporated areas of the county for accelerated annexation into existing cities within the next five years. This effort is supported by both staffing and financial resources that are provided to expedite the annexation process. These unincorporated communities account for approximately 196,000 King County residents (about one-third of the population served by the Sheriff's Office). Although King County encourages annexation of unincorporated areas within the urban growth boundary, the authority to annex rests with cities, residents and property owners.

While the success of the annexation initiative is not guaranteed, the impact of potential annexations on KCSO operations could be significant. Management Partners performed detailed analysis of the potential impact of the proposed annexations. Using a workload projection model, Management Partners projected KCSO workload over a five-year period. They then used this data to articulate a spectrum of how the proposed annexations may impact KCSO operations. At one end of the spectrum, there could be no change to KCSO operations. This would be true if the proposed annexations fail -or- if unincorporated areas are annexed into cities that chose to contract with KCSO for services. At the other end of the spectrum, if all annexations proceed as proposed, KCSO may lose approximately one-third of its existing workload. This assumes that all of the annexations occur and that the annexing cities identified do not contract with KCSO for their local policing services.

Management Partners clarified that their work articulated the impact of two extreme scenarios of annexation knowing that, in reality, the outcome may be somewhere in between these two ends of the spectrum. There are other consequences of annexations beyond the geographic areas served and workload volumes. On the one hand, annexation implications include potential increases in overhead expenses for KCSO and its contractors. If overhead expenses are not reduced, these costs will be allocated across a smaller service base. Further, there is the potential to lose current economies of scale⁴ and the benefits of cross dispatching⁵ that are gained from co-locating police services for unincorporated areas and contract cities. On the other hand, reduction of local urban services may afford King County opportunities to reallocate resources.

³ King County Department of Development and Environmental Services King County Countywide Planning Policies, June 2006, retrieved from the internet <http://www.metrokc.gov/ddes/compplan/CPP-current.pdf> on 8/3/07.

⁴ Economies of scale have not been specifically quantified.

⁵ Cross-dispatching refers to the practice of sending Sheriff's deputies assigned to unincorporated areas into a contract city and vice versa as needs dictate. Cross dispatching is possible when deputies assigned to different jurisdictions are located in close proximity.

KCSO must plan for either extreme as well as the more likely scenario that annexations will have *some* impact on existing Sheriff's Office operations. Given this, KCSO has and continues to plan for the range of implications that may result from the annexation initiative. When annexations occur, it is understood that the reallocation of resources once dedicated to local service responsibilities will be a broader King County discussion. This discussion will take into account King County's role as a regional service provider as well as its responsibilities to serve remaining unincorporated areas of the county.

Other Change Drivers

Although annexations are by far the most significant of potential change drivers that may affect KCSO in the next 5-10 years, Management Partners conducted local and national research and identified other likely changes drivers that may affect KCSO operations.

- *New/Changing Legislation* - Legislative priorities change frequently and local, state and national legislation may require action on the part of KCSO. For example, Washington State's sex offender registration laws require that all sex offenders register with the county Sheriff. Responding to these laws has required significant effort, implementation planning and resources on the part of the Sheriff's Office.
- *Police Contracts* - Police contracting is a potential growth area for KCSO operations, but there may also be competition from other jurisdictions. As KCSO currently has contracts for both patrol and other services, there is the opportunity to expand the current program. Opportunities existing primarily in two areas. One is to expand contracts for patrol/policing services in small cities that may not have the resources to provide their own police department but could purchase a level of service from KCSO. The other opportunity is for contracts with non-municipal entities such as colleges, forest service, schools, etc.
- *Staff Attrition/Labor Trends* - As baby boomers are eligible to retire, KCSO will likely see a significant rise in the number of annual retirements. This will affect KCSO because internal expertise and experience will decrease and there will be costs associated with recruiting, hiring and training new staff. The KCSO human resources department is actively planning for this change driver.
- *Crime Trends* - Research shows that the crime trends most likely to affect KCSO over the next 5-10 years are homeland security and incident preparedness, identity theft and computer-based crimes, violent crime and gang incidents.
- *Demographic Trends* - King County's population is expected to grow at a rate of close to 1.5% per year over the next 5 years. King County's population is growing at a slightly higher rate than national population growth which is about 1% per year. King County demographic projections indicate that the fastest growing segment of the population is those aged 65 and older. This data suggests that the population of the county is aging slightly which has the potential to result in increased crimes against the elderly.

- *Critical Incidents* – KCSO also has the potential to be substantially impacted by a major incident either locally or in another jurisdiction. Such an incident can literally change public expectations of law enforcement overnight. The events of September 11, 2001 and the subsequent fall of the World Trade Center towers in New York City are the most extreme example of the impacts of a critical incident on policing services.

Most if not all of these change drivers will have both financial and increased workload implications for KCSO. KCSO is and has been planning for these change drivers to whatever extent possible. While annexations may decrease the local population currently served by KCSO, most of the other likely change drivers have the potential to increase workload. Most of these types of change drivers involve a cost and unfortunately, they often do not come with an associated funding stream. This will require that KCSO prioritize its services. So, as the funding implications of the OMP policy recommendations should be considered, the funding implications of possible changes that will impact KCSO future operations should also be considered. As change is often not predictable, the OMP implementation plan will need to be flexible enough to adapt as changes occur.

Operational Master Plan Recommendations

The Steering Committee came to these recommendations following extensive review of background information, consideration of stakeholder input and discussion of the issues presented in the working papers prepared by project staff and Management Partners. Although all Steering Committee members were selected because they are KCSO stakeholders, they came to the committee with varying knowledge of KCSO operations and their role as provider of local and regional law enforcement services. Given this, Steering Committee members were provided with information on the KCSO business and operational structure, legal and statutory requirements of the Sheriff's Office, KCSO annual budget including revenue sources and the contracting model, the workload of commissioned and noncommissioned staff and agency-wide performance measures. They also reviewed KCSO's mission, vision, goals, core values and core businesses as well as the recommendations of the Sheriff's Blue Ribbon Panel. Management Partners conducted an initial round of interviews with 30 KCSO stakeholders and presented the Steering Committee with key themes and issues to consider. The Steering Committee used this information to identify four key policy areas for consideration and further inquiry during the OMP process.

Following the identification of the key policy areas, the Steering Committee considered relevant change drivers, best practices and current KCSO unmet needs. Management Partners conducted a series of focus groups with elected officials, city managers and law enforcement chiefs from local cities. They also put out an on-line survey to King County residents who had previously attended Citizens Academies. Both the focus group and survey questions asked of these stakeholders pertained to the four policy areas. The Steering Committee used this information to form the OMP policy recommendations. As the Steering Committee consisted of diverse and multi-disciplinary representation so that a variety of expertise and a regional perspective was included in the decision-making process, discussion throughout the process was rich. Numerous viewpoints were represented and the issues and change drivers facing KCSO were explored from multiple angles and perspectives.

The following recommendations were agreed to, by consensus, by all Steering Committee members.

Recommendation 1 – Proactive Policing

As a provider of local and regional law enforcement services, the King County Sheriff's Office should be a proactive law enforcement agency that employs best practices to meet the needs of King County residents. The Steering Committee's goal is that the Sheriff's Office meets identified unmet needs and statutory requirements, within the

constraints of funding limitations, while moving towards becoming a more proactive agency.

The Steering Committee recognizes that implementation of these strategic and operational recommendations may require reallocation or commitment of additional resources.

Typically, policing services are primarily reactive in that police officers respond to calls/issues as they arise. Community Oriented Policing – also referred to as proactive policing – builds on reactive policing. Community Oriented Policing (COP) emerged as a formal policing model in the 1990's and is based on police and community partnerships. Police officers become well-known members of the community in which they serve. They partner with local residents, businesses and other service providers to integrate into the community and proactively work towards preventing crime. The objectives of community policing are to reduce crime and disorder, promote citizens' quality of life in communities, reduce fear of crime and improve police-citizen relations.

The US Department of Justice Office of Community Oriented Policing Services (COPS) defines community policing as follows.

Community policing focuses on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement, as well as prevention, problem-solving, community engagement, and partnerships. The community policing model balances reactive responses to calls for services with proactive problem-solving centered on the causes of crime and disorder.

Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues.⁶

Although definitions vary, a fundamental tenet of community policing is that services are specifically tailored to meet the unique needs of a community.

Community Oriented Policing has been considered a “best practice” in the field of law enforcement for over a decade. In Working Paper 4, Management Partners presented community policing as a best practice. Specifically, Management Partners discussed the characteristics of community policing agencies and provided an overview of the International Association of Police Chiefs (IACP) Patrol Staff and Deployment Guidelines. Management Partners also conducted research with peer police jurisdictions (large police agencies in the US and Canada serving similar size populations as KCSO) to ascertain their formulas for allocating officer time in a community policing model. Their research confirmed that COP is pervasive and broadly accepted throughout the law enforcement industry.

⁶ What is Community Policing, retrieved from <http://www.cops.usdoj.gov/> on 6/22/07

History of KCSO Community Oriented Policing Efforts

Elements of COP have been integrated in the operations of the KCSO since King County first adopted this policing philosophy in the 1990's. In 1993-1994, significant research was done and a plan developed to implement community policing within the (then) Department of Public Safety. In 1994, the King County Council passed a motion "requesting the executive to complete a study regarding the costs and potential impacts of full implementation of community policing..." Following this, KCSO established a COP Committee and staff created a detailed COP implementation plan. Later, in 1997, King County Council passed Ordinance No. 12770 adopting a mission and goals for the KCSO. One goal was "To commit to community policing (partnership, problem-solving, and crime prevention) at all levels of the department. Also, to use community policing and other process improvement tools to provide effective police response times and other important policing services." Through the passing of this ordinance, the King County Council endorsed the KCSO decision to become a community policing agency.

Since 1994, KCSO has worked actively to implement community oriented policing throughout the organization. Initially, all staff were trained and community policing and problem-solving continues to be a training module provided to new hires at the police academy. KCSO allocated positions as community policing positions, opened storefront offices, partnered with school districts to provide school resource officers and established domestic violence liaison positions to support victims of domestic violence. However, community oriented policing is more resource intensive than a strictly reactive model. As county revenue streams have decreased, the resulting budget cuts included elimination of some community policing elements from KCSO operations.

In spite of budget challenges, KCSO has remained committed to Community Oriented Policing since it was first adopted as a department-wide philosophy in 1994. There has been a concerted effort to build community partnerships and employ problem-solving tactics in preventing, solving and responding to crime throughout King County.

Current Status of KCSO Community Oriented Policing

In order to conceptualize the continuum of policing services, from reactive to proactive, we used variations of the diagram below (Table No. 6) during the OMP process. The diagram documents service elements of both reactive and proactive policing models. This diagram shows in very general terms where KCSO fits into the reactive/proactive policing service continuum. Currently, KCSO provides all of the reactive service elements as well as some proactive service elements. The diagram also reflects that as KCSO moves in the direction of becoming a more proactive agency, this process will incorporate law enforcement best practices and will pay attention to unmet needs in the current operating environment. The diagram includes a list of current unmet needs identified and discussed during the OMP process.

As KCSO becomes more proactive, the elements of proactive policing identified in Table No. 6 will be implemented and/or expanded. In the current operating environment, because contract cities set their level of service, local policing provided in contract cities encompasses more

elements of community policing than is provided in unincorporated areas. This recommendation sets the policy recommendation that KCSO move toward implementing additional community policing elements in unincorporated areas also. Table No. 7 following documents community policing elements currently provided in both contract cities and unincorporated areas.

Table No. 6 - Reactive/Proactive Policing Service Continuum

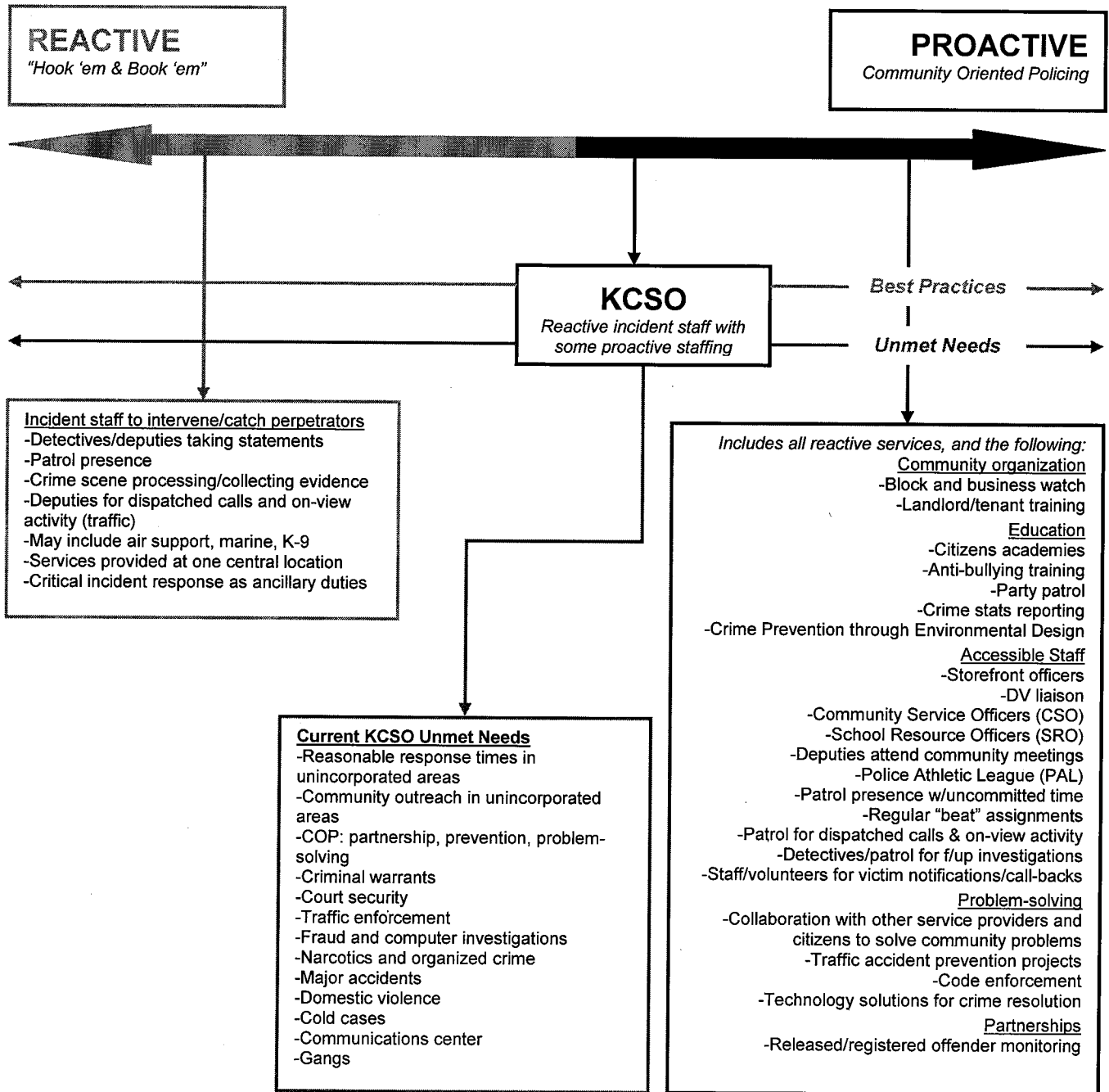


Table No. 7 – KCSO COP in Contract Cities and Unincorporated Areas

Provided in Contract Cities	Provided in Unincorporated Areas	
Proactive Policing Elements:		
Reactive policing services		
✓	✓	Dispatched calls for service
✓	✓	Detectives/deputies taking statements
✓	✓	Patrol presence
✓	✓	Crime scene processing/collecting evidence
✓	✓	Special operations services (air support, marine patrol, K9)
Community organization:		
✓		Block/business watch
✓		Landlord/tenant training
Education:		
✓		Citizens Academies
✓		Anti-bullying training
✓		Party patrol
✓	✓	Crime stats reporting
✓		Crime Prevention Through Environmental Design (CPTED)
Accessible Staff:		
✓	✓	Storefront Officers
✓	✓	DV liaison for victims
✓	✓	Community Service Officers (CSO)
✓	✓	School Resource Officers (SRO)
✓	✓	Deputies attending community meetings
✓	✓	Police Athletic League (PAL)
✓	✓	Uncommitted time for problem-solving (time varies by worksite)
✓		Regular "beat" assignments
✓	✓	On-view activity
		Detectives/patrol for follow-up investigations (beyond immediate crises) ⁷
✓		Staff/volunteers for victim notifications/call backs
Problem-Solving:		
✓	✓	Collaboration w/service providers and citizens to solve community problems
✓		Traffic accident prevention projects
	✓	Code enforcement
✓	✓	Technology solutions for crime resolution
Partnerships:		
✓	✓	Released/registered offender monitoring
✓		Volunteer programs

⁷ KCSO investigates all major crimes, but follow-up on less serious reports of crimes/issues occurs as resources are available.

Implementation of the *Proactive Policing Recommendation*

The proactive policing recommendation pertains to local patrol services that KCSO provides in unincorporated areas. Although KCSO uses a flexible contracting model that allows cities to set the level of service provided via their contract; community policing is encouraged. Further, “community policing, responsiveness of citizens, and crime prevention” were identified as top city police priorities in KCSO’s *Strategic Business Plan – 2008 Budget Update*. Strengthening the community policing model in King County’s unincorporated areas presents a number of challenges, including call response times because of the sheer geographic vastness of the county’s unincorporated areas outside of the Urban Growth Boundary. The total land area of King County is 2,134 square miles and of this, 1,747 miles, or 82% of the County’s total land area is unincorporated.

Although there are unincorporated areas within King County’s Urban Growth Boundary, the majority of King County’s unincorporated land area is outside the Urban Growth Boundary. Appendix F provides a map of King County delineating the Urban Growth Boundary. Outside of the Urban Growth Boundary, King County’s land area ranges from densely populated suburban areas to rural cities to sparsely populated wilderness areas. Although King County’s rural and wilderness areas are sparsely populated, they contain numerous hiking trails, a major ski field and other recreation areas. Thus, their population can significantly expand during the summer months and ski season. KCSO must be able to meet service needs as the population fluctuates with both county and non-county residents coming to the area for recreational activities.

As there is almost no best practice data available regarding appropriate staffing levels and response times in non-urban unincorporated areas, KCSO will need to explore this further and define what it means to provide COP in these communities. Specific questions considered during the OMP process and worthy of further thought include:

- What is an appropriate service level (i.e. response times, follow-up, proactive patrol, etc.) for unincorporated areas?
 - What is an appropriate response time in unincorporated areas to Priority X and Priority 1⁸ calls?
 - How much of a police officer’s time should be available for proactive activities in unincorporated areas?
- What are public expectations for patrol and non-patrol services (such as follow up investigations, school resource officers and community access to services)?
 - How might best practices guide service and staffing decisions?

The OMP Implementation Scope of Work will lay out the steps for answering these questions and will explore the long term vision for community policing in unincorporated King County. This new vision and planning will build on existing COP efforts already implemented in KCSO’s current operating environment. As a step in the direction of moving toward a more proactive policing model, KCSO submitted a grant proposal to the US Department of Justice Office of Community Oriented Policing Services in June 2007

⁸ Priority X and Priority 1 calls are designated as the highest priority for response by the Sheriff’s Office.

requesting funding to explore and identify best practices for providing community oriented policing services in rural communities.

Funding Constraints, Best Practices and Unmet Needs

As funding is not currently available to fully implement all of the elements of proactive community policing programs identified in Table 6 above, KCSO is moving towards becoming a more proactive policing agency as resources permit. This will require carefully balancing the need to meet unmet needs while concurrently moving in the proactive direction and achieving the benefits associated with implementing additional community policing elements. Both reasonable response times and community outreach in unincorporated areas are stated unmet needs, it's likely that these will be prioritized and any changes in these two areas will support both the goal of becoming more proactive and the goal of addressing unmet needs.

KCSO's operating environment is not static, so the implementation goal will be to develop a business model that can be adapted and implemented over time as the Sheriff's Office moves toward a more proactive model. As the vision and model for becoming a more proactive agency is developed, KCSO will take into account other relevant best practices including, but not limited to, differential response⁹, CompStat¹⁰ and technology improvements. This will include consideration of well-known and emerging best practices, such as Intelligence-Led Policing¹¹, that are consistent with community oriented policing. Details of these and other law enforcement best practices are included in the consultant's Assessment Report, provided in Appendix A.

This recommendation explicitly states that there will be funding implications associated with implementation of a proactive service model. It is likely that additional or reallocated funds will be required for both staffing and facilities needs associated with community policing.

⁹ Differential response is a tool in the community-oriented/problem-oriented policing arsenal that provides for proactive policing time eliminating certain types of reactive policing activities. (Management Partners, *Working Paper Four: Change Drivers and Best Practices*, May 2007, P. 15)

¹⁰ Comp Stat is the use of computerized statistics for the timely and effective deployment of people and resources to respond to trends in crime, disorder and traffic problems. (US Department of Justice Office of Community Oriented Policing Services, *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies*, 2004, Ch. 4, P. 43-44)

¹¹ Intelligence-Led Policing is an emerging best practice that involves the collection and analysis of information to produce an intelligence end product designed to inform police decision-making at both the tactical and strategic levels. (Royal Canadian Mounted Police, *Criminal Intelligence Program , Intelligence-Led Policing: A Definition*, retrieved from the internet at http://www.rcmp-grc.gc.ca/crimint/intelligence_e.htm On 8/3/2007)

Note: The next three recommendations *Foster and Leverage Partnerships*, *Review of Costing Model* and *Definition of Chargeable and Non-Chargeable Services*, were initially conceived as a single recommendation. They are broken down into three separate recommendations in this OMP for ease of discussion. However, there is overlap between each of them and this is reflected in the discussion of all three of these recommendations.

Recommendation 2 – Foster and Leverage Partnerships

The King County Sheriff’s Office should foster and leverage collaborative partnerships to increase efficiencies and improve overall/regional services for all King County residents.

Both the stakeholder interviews and focus groups conducted by Management Partners confirmed that stakeholders believe that KCSO has a role as a regional provider of local policing services. Law enforcement stakeholders also articulated a broader vision of law enforcement as a cohesive regional justice system that includes the jails, courts and police/sheriff with each working together in a seamless system¹². Some indicated that they have difficulties working collaboratively with KCSO and/or King County as a whole. Police chiefs expressed a clear desire to have increased dialogue with the Sheriff and to work proactively and collaboratively with the Sheriff’s Office. The feedback provided by stakeholders indicated that KCSO needs to work actively to build and steward relationships with other law enforcement providers throughout the county. Stakeholders clearly desire a regional law enforcement system that makes cost-effective specialty services available on an as-needed basis.

KCSO currently has a variety of formal and informal partnerships. Most notable are the contracts with municipalities as well as other entities (schools, housing authority, transit providers, etc.). KCSO also has a formal partnership with the Seattle Police Department to administer the regional AFIS program. Through letters of agreement between King County and the cities of King County, the Sheriff’s Office provides “mutual aid” to other law enforcement jurisdictions in the county. Per state law (Chapter 10.93 RCW “Washington Mutual Aid Peace Officers Powers Act”), law enforcement agencies may aid or assist one another through loans or exchanges of personnel or of material resources for law enforcement purposes. Under the agreements KCSO and other law enforcement agencies support one another (at no charge to the requesting entity) as need dictates. Other less formal partnerships exist in the form of KCSO participation on consortiums and associations and through the day-to-day partnerships that are formed as individual staff carry out their responsibilities.

The goal of this recommendation is that KCSO will broaden collaborative partnerships across the board in order to improve relationships, build trust and seek out opportunities to build economies of scale into King County’s regional law enforcement system.

¹² Management Partners, *King County Sheriff’s Office Operational Master Plan Working Paper Two*, March 1, 2007.

Partnerships can and should occur on many levels. The types and levels of partnerships that may be possible between KCSO and other entities range from informal collaborations to formal contracts for services. There are opportunities to expand contracts to additional cities (particularly small cities where it may not be cost effective to provide stand-alone police services) as well as other entities, such as community colleges, local universities and transit systems. Since collaboration and partnership is one of the underpinnings of community oriented policing, KCSO will have the opportunity to address this recommendation concurrent with its efforts to become a more proactive police agency.

As this recommendation indicates, KCSO will be well-served in building and fostering partnerships with other law enforcement providers in the region. Beyond formal contracting partnerships and the community-based partnerships that are a key part of community oriented policing, the Sheriff's office also needs to develop broad partnerships with *all* other law enforcement providers in King County. KCSO will need to transcend existing mistrust as well as negative perceptions of both the Sheriff's Office and King County by reaching out to and communicating openly with other law enforcement agencies. In doing this, KCSO will build the partnerships that will be necessary if the Sheriff's office is to assure effective regional services. This will support stakeholders' vision of law enforcement as a cohesive regional system involving all players working together to provide and assure a seamless array of services.

Recommendation 3 – Review of Costing Model

In Fiscal Year 2008, the Sheriff should complete a thorough review and analysis of the costing and service delivery models.

As both a regional and local service provider, KCSO has numerous stakeholders, all of whom have a vested interest in its operations. Management Partners gathered feedback from stakeholders via interviews, focus groups and an on-line survey. Feedback was sought from a broad variety of stakeholders including individuals and representatives of municipalities and entities (law enforcement agencies, courts, jails, public defender, prosecuting attorney, etc) and residents of King County. Feedback was intentionally sought from both entities that contract with KCSO as well as those that do not. Stakeholders were queried regarding their perceptions of KCSO as a local, regional and specialty service provider. Along with this, stakeholders were asked about the KCSO contracting and cost recovery model. While feedback from stakeholders affirmed many aspects of the current contracting and cost model, they also raised both questions and concerns regarding this model.

Overview of King County Current Expense Fund

As noted previously, the bulk of the KCSO budget falls within King County's Current Expense or "CX" Fund. The majority of CX Fund expenditures (72%) support the county's law, safety and justice services. In addition to the Sheriff, other law, safety and justice services include the court system, jails, public defense system, and prosecuting

attorney services. The CX Fund is supported primarily by: (1) a countywide property tax; (2) the County's share of sales tax, collected both inside cities and in the unincorporated areas; (3) fees for service, such as the sheriff contracts with cities; and (4) internal charges for services (also known as overhead which funds King County's internal support service).

Overview of KCSO Contract Services and Cost Model

By state mandate, KCSO provides local policing services to all unincorporated areas of King County. As a regional government entity, KCSO provides regional law enforcement services to all residents of the county. Both local unincorporated and regional services are paid for using taxes and other revenues collected by King County. KCSO also provides contract and fee-based services. This includes a range of both local policing and specialty services some of which are provided under an explicit contractual agreement and others are billed on a per use basis.

For "contract cities" – cities that contract with KCSO for local police (patrol) services - KCSO provides three contract models. Cities choose which services they want under that model (some, such as patrol or 9-1-1 communications are mandatory). Each model offers a different balance of cost effectiveness and local control.

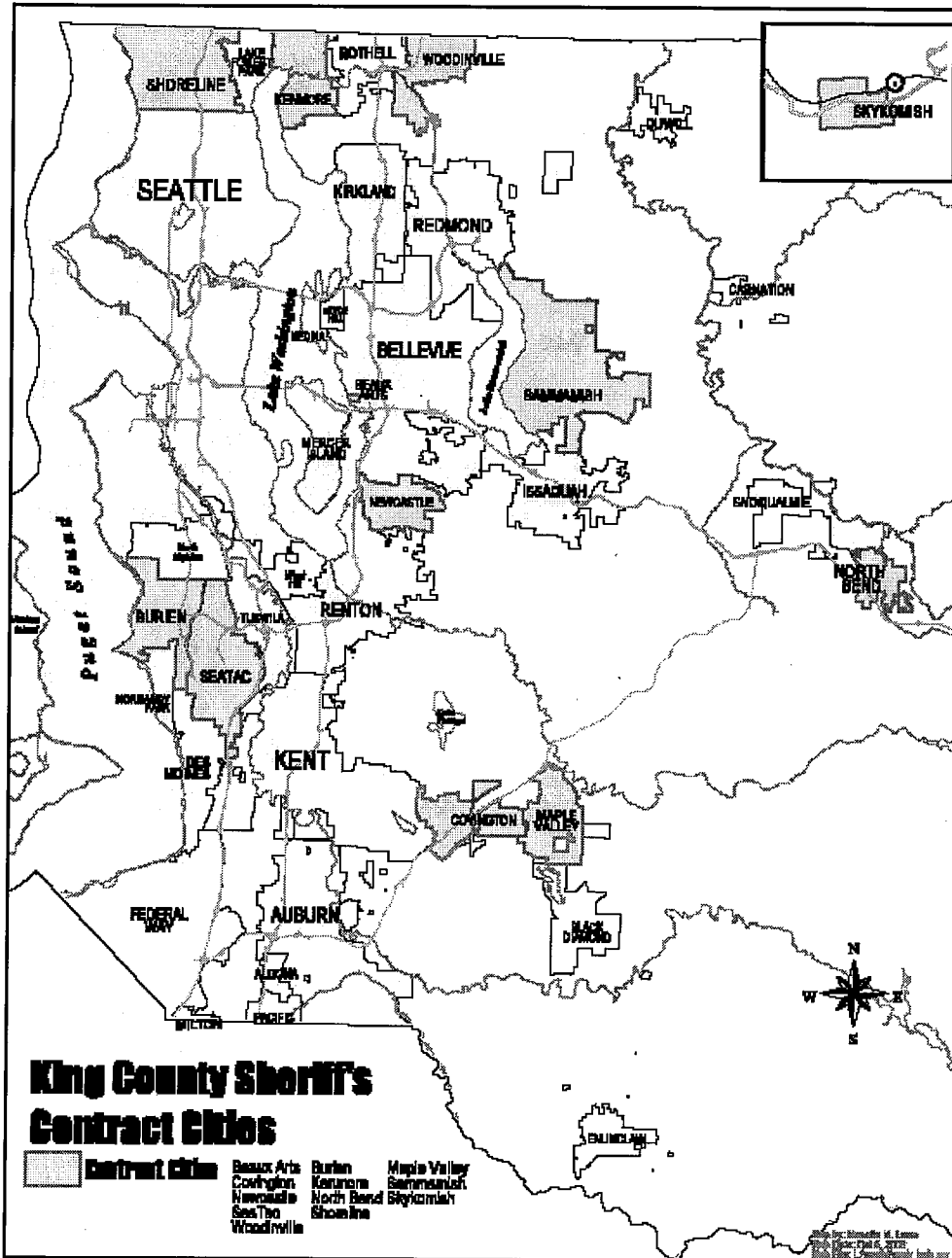
- **Flex Model** - Under this model, a city pays for its share of the total workload. In general, the workload factor is their percentage of the precinct's dispatched calls for service. The city purchases patrol officers, supervision, and support services in this manner. There is a formula for each item, and all costs are "fully loaded," which means that they include the uniform, equipment, vehicles, insurance, administration, etc. KCSO responds to 9-1-1 calls and patrol the area as if it were another unincorporated district. Beaux Arts and Skykomish use this model.
- **Shared Supervision Model** - Shared supervision is the most popular model. Under this model, the city has dedicated patrol officers and other sworn/non-sworn staff and can choose to have a supervisor serve as a dedicated city police chief. Contracting cities purchase supervision and support services in the same way that a flex city would. It is called shared supervision because the precinct's command staff, including sergeants, captains, and major, supervise the city officers who are on patrol as well as the unincorporated deputies. Burien, Covington, Kenmore, Maple Valley, Newcastle, North Bend, Sammamish, SeaTac and Woodinville use this model.
- **City Model** - Under this model, every position serving the city (except specialized services) is dedicated to the city. They essentially operate as a stand-alone city police department. So the city has its own patrol deputies, detectives, sergeants, captains, and a major who acts as the city police chief. For specialized services such as 911 communications, K-9, SWAT, etc., the city continues to buy on a flex model. Shoreline uses this model.

KCSO also contracts with municipalities and other entities for specific services. This ranges from the Metro Transit contract for their transit police force to cities located on

Lake Washington contracting for marine patrol. King County cities also have the option of using specialty services (such as KCSO's canine unit) as needed and they are billed on a per-use basis. Currently contracts account for nearly 50 percent of the KCSO annual budget. A list of current contracts and contractors is provided in Appendix G.

The map below shows the location of KCSO contract cities within King County.

Map No. 2 – KCSO Contract Cities



Costing Model Feedback from Stakeholders

Stakeholders indicated that KCSO contracting/costing model is both efficient and effective. Contract cities appreciate the ability to customize contracts to meet local needs and that their city can maintain a personal identity within their contracted law enforcement service system. However, in interviews and focus groups with Management Partners, both the representatives of contract cities and the representatives of cities that use only specialty services expressed confusion regarding what they are paying for. They requested that regional and specialty services be clearly defined with associated costs clearly identified. Some expressed concern that they might be paying twice for their services which indicates that there is confusion between regional services versus chargeable services. They were also unaware of whether or not they were “getting a good deal” on their contracted services.

The goal of this recommendation is to review and define what is included in KCSO’s costing model. Based on feedback provided by stakeholders, this process should clarify which KCSO services are provided by regional tax dollars and which are considered specialty services involving a charge when accessed. In reviewing and analyzing the current service delivery model (as it is reflected in the costing model), King County has an opportunity to explore possible changes. If this review concludes that the current city contract should be opened up or renegotiated, this process will be lead by the King County Executive as stipulated in the King County Charter. This will require consistency with King County’s policy of full cost recovery for all contracts.

Recommendation 4 – Definition of Chargeable and Non-Chargeable Services

The definition of chargeable and non-chargeable services provides a framework to revise the costing model.

- ***Chargeable:*** *Services that should be paid for using local funding sources. These include basic police services that are routinely used in most cities within King County.*
- ***Non-chargeable:*** *Services that should be paid for using regional funding sources (revenues collected by King County). These include services not routinely used in most cities.*

Currently, KCSO provides local policing services to unincorporated areas of King County and to contract cities. Regional services, defined as services provided to all residents of King County (at no additional charge) regardless of jurisdiction, include major crimes response, search and rescue, bomb disposal, sex offender registration, civil process statute serving and concealed weapons permits. KCSO further defines specialty services as those that are available on a fee-for-service or in-kind basis to all cities throughout the county. Examples of specialty services include marine patrol and the canine unit.

In defining KCSO services as either chargeable or non-chargeable, KCSO will significantly increase clarity and understanding regarding charges associated with their services. As noted above, KCSO stakeholders expressed confusion and a lack of understanding regarding which KCSO services are regional and which are chargeable either under a local policing contract or as a specialty service. The recommended definitions of chargeable and non-chargeable can be used to distinguish regional services from those services that are provided with an associated charge. Examples of chargeable services include proactive and reactive patrol. Non-Chargeable services include those services that are not routinely used in most cities. In adopting these definitions, it is assumed that this defines the regional services to be provided by KCSO. Implementation of this recommendation both clarifies and strengthens the Sheriff's Office role as provider of regional law enforcement services.

Some stakeholders felt that KCSO should not be the sole provider or the leader of all regional and specialty law enforcement services. This change would afford the opportunity to develop partnerships with other law enforcement providers and formally vest them with the responsibility for serving as the countywide provider of that service. KCSO could take the lead on ensuring that needed specialty services are available countywide, but not necessarily provide all of them.

Recommendation 5 – Explore Bundling of Criminal Justice Contracts

The County should explore bundling of criminal justice contracts (public safety, courts, jails, prosecutor and public defense) for contract agencies.

As this issue is broader than the Sheriff's Office, consideration of bundling King County's criminal justice contracts raises both issues and opportunities. Currently, each criminal justice agency contracts with cities separately for its services. Exploring bundled contracts needs to include the participation of all affected agencies and should start with a cost benefit analysis of possible cost savings and efficiencies. The review will also need to explore contract management responsibilities. Issues to consider include:

- Which services would be included in a bundled contract?
- How would the bundling of contracts for distinct and separate services affect the management of the contract and service implications?
- Do bundled contracts require a centralized billing system?
- Are bundled contracts effective if only a portion of contracts involve more than one criminal justice agency?

If there is agreement to bundle criminal justice contracts, King County would need to time any changes so that the scope and timeframe for existing contracts was honored. And, whatever structure was put in place for administering a bundled contract would need to take into account the roles of the separate branches of government.

Bundling of contracts may afford both KCSO and other King County Departments the opportunity to expand their contracts for services. For example the Prosecutor’s Office currently has only one service contract, however, in a bundled contract system they may be able to “package” certain expertise (such as mental health court) into a bundled contract. Table No. 8 below lists King County’s 39 cities and their current criminal justice (CJ) contracts with KCSO (public safety), DAJD (jails), and District Court. The Office of Public Defense has no contracts and the Office of Prosecuting Attorney has only one, so they are not included in the table. Eight of 39 cities have three CJ contracts with King County and an additional nine cities have two contracts, making the bundling of contracts relevant for 17 (or 44 percent of) cities.

Table No. 8 - Current King County Criminal Justice Contracts

<u>City:</u>	<u>KCSO</u>	<u>DAJD</u>	<u>District Court</u>
Algona		X	
Auburn		X	
Beaux Arts Village	X	X	X
Bellevue		X	X
Black Diamond		X	
Bothell		X	
Burien	X	X	X
Carnation		X	X
Clyde Hill		X	
Covington	X	X	X
Des Moines		X	
Duvall		X	X
Enumclaw			
Federal Way		X	
Hunts Point		X	
Issaquah		X	
Kenmore	X	X	X
Kent			
Kirkland		X	
Lake Forest Park		X	X*
Maple Valley	X	X	
Medina		X	
Mercer Island		X	
Milton			
Newcastle	X	X	
Normandy Park		X	
North Bend	X	X	
Pacific		X	
Redmond		X	X
Renton		X	
Sammamish	X	X	X
SeaTac	X	X	
Seattle		X	

Shoreline	X	X	X
Skykomish	X	X	X
Snoqualmie		X	
Tukwila		X	
Woodinville	X	X	X
Yarrow Point		X	

*Lake Forest Park contracts with both District court and the Prosecutor for weekend and holiday jail calendars

Recommendation 6 – Executive Authority of the Sheriff, for consideration by the King County Charter Commission

The Sheriff should be granted the statutory authority through the King County Charter to negotiate labor agreements with all King County Sheriff’s Office labor units for staff groups exclusively employed by the Sheriff. The Sheriff should have the authority to hire staff (for all bargaining units) and make staff appointments within the annual budget process.

The Executive should retain the authority to negotiate wages and benefits for all bargaining units that cross over into other King County departments. The Sheriff should have the authority to negotiate management rights for all labor agreements. The Sheriff and the Executive shall collaborate on all labor contract matters involving wages, benefits, and management rights.

The constitution for King County government is the King County Charter. The charter articulates the powers and authority of the executive and legislative branches of government, including that of the county Sheriff. The Charter specifies that at least once every ten years, the King County Executive appoints a citizen commission to review the charter and recommend changes. In January 2007, King County began its fifth review of the Charter.

Currently, the charter limits the Sheriff’s ability to negotiate contracts (including labor union contracts) and management rights issues for the KCSO. The executive authority of the Sheriff was raised as an issue by KCSO stakeholders and the ensuing careful consideration by the Steering Committee resulted in the above recommendation. As the charter is currently being reviewed and the Charter Review Commission is collecting public input, this OMP recommendation is very timely. Following the Steering Committee’s agreement to the recommendation expanding the executive authority of the Sheriff, a letter was sent to the co-chairs of the Charter Review Commission. The King County Charter Commission letter is provided in Appendix H.

Next Steps

With the completion of the King County Sheriff's Office Operational Master Plan (KCSO OMP), the Sheriff's Office has a solid foundation for the future of its regional and local law enforcement services in King County. As a result of this two phased planning effort, KCSO has confirmed its mission, vision and goals. And, through in-depth consideration of stakeholder input, likely change drivers and law enforcement best practices, the Steering Committee has made six recommendations setting the policy direction for how KCSO will operate now and in the future.

Phase III - Implementation Plan

KCSO has developed an Implementation Scope of Work for the Operational Master Plan. The OMP set the foundation for how KCSO will provide sustainable law enforcement services in King County, particularly as population demographics and other drivers change service needs and areas. The next steps for building on this foundation are highlighted in the KCSO OMP Implementation Scope of Work (see Appendix I).

Facilities Master Plan

With the completion of the OMP, pending budgetary approval, KCSO will work with the Facilities Management Division (FMD) to develop a Facilities Master Plan (FMP). The FMP will establish the facilities needs and costs of implementing the operational recommendations outlined in the OMP.

While the KCSO FMP will focus exclusively on space and facilities needs of the Sheriff's Office staff and operations; the outcome will be incorporated into the broader Criminal Justice Facilities Master Plan (CJFMP). The CJFMP integrates the schedule and milestones for all criminal justice facilities planning efforts. Through this process, the KCSO FMP elements will be included and prioritized on a master project list that includes all of King County's criminal justice agencies.

Appendixes

Appendix A – Assessment Report

**KING COUNTY SHERIFF'S OFFICE
OPERATIONAL MASTER PLAN**

ASSESSMENT PAPER

June 2007



MANAGEMENT PARTNERS
I N C O R P O R A T E D

June 21, 2007

Ms. Sue Rahr
King County Sheriff
516 3rd Avenue
Seattle, WA 98104

Mr. Bob Cowan, Director
King County Office of Management and Budget
701 5th Avenue
Seattle, WA 98104

Sheriff Rahr and Mr. Cowan:

Management Partners is pleased to present this final deliverable to you and members of the Steering Committee. The assessment paper includes the recommendations developed by the Steering Committee and the analysis and background information that led the group to this point.

The development of the Sheriff's Office Operational Master Plan (OMP) is an important undertaking for King County. It was exciting to be part of the collaborative process leading to its development.

It is an honor and a pleasure to work with King County, and we look forward to other opportunities to be of service.

Sincerely,

Gerald E. Newfarmer
President and CEO

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Executive Summary

The King County Sheriff's Office (KCSO) is engaged in a cooperative process with the King County Executive to develop an Operational Master Plan (OMP). An Operational Master Plan is a comprehensive plan setting forth how the KCSO will operate now and into the future to provide efficient and effective law enforcement services to the residents of King County. The process, driven by a Steering Committee, involved a series of facilitated discussions based on working papers containing pertinent research about issues pertinent to the Sheriff's operations in the future.

This assessment paper synthesizes the research contained in the previous working papers and presents the Steering Committee's recommendations. This paper also profiles the law enforcement environment of King County, describes many of the change drivers that impact service demand, enumerates unmet law enforcement needs, and presents stakeholder input regarding expectations and desires for law enforcement services from the King County Sheriff. Finally, the assessment paper describes industry best practices that should be considered in formulating an Operational Master Plan for the Sheriff's Office.

The Steering Committee made recommendations about three of the policy areas identified early in the OMP development process. They are:

- Types of services and service levels
- Service delivery alternatives
- Executive authority of the Sheriff

Types of services and service levels - Recommendation

As a provider of local and regional law enforcement services, the King County Sheriff's Office should be a proactive law enforcement agency that employs best practices to meet the needs of King County residents. The Steering Committee's goal is that the Sheriff's Office meets identified unmet needs and statutory requirements, within the constraints of funding limitations, while moving towards becoming a more proactive agency.

The Steering Committee recognizes that implementation may require reallocation or commitment of additional resources.

Service delivery alternatives - Recommendation

The King County Sheriff's Office should foster and leverage collaborative partnerships to increase efficiencies and improve overall/regional services for all King County residents.

In FY 08, the Sheriff should complete a thorough review and analysis of the costing and service delivery models. The definition of chargeable and non-chargeable services provides a framework to revise the costing model.

Chargeable: *Services that should be paid for using local funding sources. These include basic police services that are routinely used in most cities within King County.*

Non-chargeable: *Services that should be paid for using regional funding sources (revenues collected by King County). These include services not routinely used in most cities.*

The County should explore bundling of criminal justice contracts (public safety, courts, jails, prosecutor and public defense) for contract agencies.

Executive authority of the Sheriff - Recommendation to the Charter Commission

The Sheriff should be granted the statutory authority through the King County Charter to negotiate labor agreements with all King County Sheriff's Office labor units for staff groups exclusively employed by the Sheriff. The Sheriff should have the authority to hire staff (for all bargaining units) and make staff appointments within the annual budget process.

The Executive should retain the authority to negotiate wages and benefits for all bargaining units that cross over into other King County departments. The Sheriff should have the authority to negotiate management rights for all labor agreements. The Sheriff and the Executive shall collaborate on all labor contract matters involving wages, benefits, and management rights.

Throughout the process, the Steering Committee identified and discussed major issues, which were then researched. The collaborative effort resulted in sound recommendations being made. This will enable an Operational Master Plan to be written that will serve the Sheriff's Office well into the future.

Background and Methodology

The King County Sheriff's Office (KCSO) Operational Master Plan (OMP) will identify and make recommendations regarding potential business, operational and policy changes for the provision of sustainable law enforcement services in King County. The OMP will also address how the KCSO will respond in the future to changing conditions such as annexation, changes in state and federal laws or policies and reduced resources.

Leadership for developing the Operational Master Plan is provided by the OMP Steering Committee. This group of key stakeholders provides guidance and oversight to all work related to the development of the OMP. The OMP Steering Committee is co-chaired by Sheriff Sue Rahr and Bob Cowan, Director of Management and Budget for King County. Its membership includes King County Council members, Superior and District Court judges, representatives from the Sheriff's Office, King County Office of Management and Budget, Prosecuting Attorney's Office, Office of the Public Defender, the Department of Adult and Juvenile Detention, the Sheriff's Office contract cities and a representative from the Unincorporated Area Council. While the membership of the committee changed slightly from the beginning to the end of the project, the following individuals were members at the time the process concluded:

- Sue Rahr, Sheriff, Co-Chair
- Bob Cowan, Director Office of Management & Budget, Co-Chair
- Michael J. Trickey, Presiding Judge, Superior Court
- Barbara Linde, Chief Presiding Judge, District Court
- Dow Constantine, King County Councilmember
- Kathy Lambert, King County Councilmember, Chair of Law, Justice and Human Services Committee
- Geoffrey Clayton, Upper Bear Creek Unincorporated Area Council
- Ben Yazici, City Manager, City of Sammamish
- Steve Anderson, City Manager, Kenmore
- V. David Hocraffer, The Public Defender
- Reed Holtgeerts, Director of Adult & Juvenile Detention
- Dan Satterberg, Acting Prosecuting Attorney
- William Nogle, Council Staff
- Clif Curry, Council Staff
- Denise Turner, Chief, Technical Services Division, KCSO

Staff from the King County Sheriff's Office and the King County Office of Management & Budget provided support to the OMP Steering Committee. They include:

- Toni Rezab, Senior Policy Analyst, Office of Management & Budget
- Jeannie Macnab, Senior Policy Analyst, Office of Management & Budget
- Dan Pingrey, Captain, KCSO
- Scott Sotebeer, Chief of Staff, KCSO
- Robin Lovell, Project Manager, KCSO

The King County Office of Management and Budget retained Management Partners, a management consulting firm, to perform technical work, data analysis and outreach activities. Information gathered from this work will form the basis for the OMP. Management Partners has worked closely with the Steering Committee and the staff group throughout this process.

Methodology

The process leading to the actual drafting of the OMP included preparing and vetting a series of working papers and this final assessment paper. Each working paper is foundational and provides a building block upon which the OMP will be based. The purpose of this assessment paper is to combine the work of the previous working papers and comments from the Steering Committee and working group to develop business and operational alternatives for the efficient and effective delivery of law enforcement services in King County.

Between November 2006 and May 2007, four working papers were developed, as well as a summary of stakeholder input. These documents formed the basis for policy recommendations and this final document.

Working Paper One

The first working paper, prepared by the project staff, documented the current business, operations and workload of the KCSO. Much of the information contained in this working paper was derived from meetings with KCSO staff and extracted from a variety of documents including the KCSO's 2005 Phase I Report, the department's business plan, other past reports and the department's website.

Working Paper Two

Management Partners conducted a series of interviews with various law enforcement stakeholders throughout King County in preparation for the second working paper. The purpose of this outreach effort was to determine how stakeholders perceive the KCSO in general and specifically, its vision, mission and approach to law enforcement services. Based on feedback from the stakeholder interviews and the Steering

Committee members, important policy issues were identified that were worthy of consideration in the OMP.

Stakeholder Input

Management Partners conducted five focus groups between March 13 and March 15, 2007 to explore the policy issues identified in Working Paper Two in more detail. Focus group invitees who were not able to attend were provided with an on-line survey to express their views. Confidentiality was guaranteed to all participants. While the facilitators were not seeking consensus, when a consensus existed, it was noted. One area of consensus among all focus groups that is noteworthy is a general expression of support for the work of the King County Sheriff's Office (KCSO).

Management Partners also conducted an on-line survey of King County residents to explore the policy issues identified in Working Paper Two in more detail. Residents who had participated in a Citizens Academy sponsored by the King County Sheriff's Office were invited to complete the survey during a two-week period at the end of March. Fifty-two residents anonymously responded to the survey.

Working Paper Three – The Annexation Change Driver

The next step in exploring issues related to the KCSO's OMP, was to identify potential change drivers that will affect the department's mission and service delivery model. While a number of change drivers were identified, it was clear that annexation/incorporation, with the potential to reduce both the population base and geographic area served by the KCSO, represents the most significant change driver. Therefore, Working Paper Three focused exclusively on how annexations may affect the KCSO workload, specifically in the operational areas of patrol and criminal investigations.

To effectively analyze how annexations might impact the KCSO workload, Management Partners coordinated with KCSO staff members who provided workload information for the past several years detailing the number and duration (hours) of dispatched calls for service as well as caseload data for KCSO criminal investigation units. Management Partners completed detailed trend analysis of that data to project future workload levels for the KCSO, by both geography and function and then analyzed how annexations may affect workload.

Working Paper Four – Change Drivers and Best Practices

Because annexation is not the only potential issue to impact the KCSO, it was important to explore additional change drivers and evaluate how they might impact the KCSO operations and service levels. Working Paper Four analyzed five additional changes drivers as well as nine areas of unmet needs (KCSO operations where existing resources are not currently sufficient to meet demand). Management Partners collected and analyzed available data about the change drivers and completed an

extensive review of academic and professional law enforcement research, crime trends and collected data from peer jurisdictions to identify additional change drivers.

Working Paper Four also identified best practices applicable to the KCSO service model that might serve as opportunities for improving or streamlining business and operations in light of these change drivers and unmet needs. Management Partners completed the best practice research and gathered benchmarking data to demonstrate how other agencies provide regional and specialty services.

Policy Issues

Following discussion of the initial draft of Working Paper Two, the Steering Committee decided on four key policy issues which were to be further explored and eventually addressed in the OMP. The four policy issues and relevant questions are identified below.

Policy Issue 1: Type of Services and Service Levels

One of the most basic questions to answer is: What services should the Sheriff provide? Once that question is answered, the next logical question centers on service levels. While the questions are simple, a multitude of factors make them difficult to answer.

Currently, the Sheriff provides a wide variety of services, some of which are mandated by state law.¹³ Others are provided as a matter of "good public policy." The mandates are not specific as to the level of service required. Some of the services the Sheriff's Office provides include local policing in rural, suburban and urban areas¹⁴, patrol and community policing in contract cities, airport and transit, critical incident response, court and building security, automated fingerprint identification system, communications and business support services. The resources and technical demands vary greatly, as do the required full-time equivalent (FTE) employees to make the services viable. Defining the services is critical.

- What services should be acknowledged as "regional" services? (Regional services should be provided to all agencies in King County [contract and non-contract])¹⁵.
- Which specialty¹⁶ services should be provided without charge and which should have a charge?

¹³ A list of mandated services, taken from Revised Code of Washington (RCW) Chapter 36.28.010 is provided in Working Paper One.

¹⁴ Local law enforcement services were defined in Working Paper One to include those that are defined by jurisdictional boundaries or contractual agreement, such as precinct based patrol or detective services to an unincorporated area, a contract city, or contract entity.

¹⁵ Regional services were defined in Working Paper One as those services that are available countywide regardless of jurisdictional boundaries and include AFIS (Automated Fingerprint Identification System), search and rescue, bomb disposal, sex offender registration, civil process, and concealed weapons permitting.

- Should the KCSO build capacity in additional specialized services? (Suggestions for adding capacity included meth labs, identity theft, computer crimes, cold cases and elder abuse cases.)
- Should rural areas be a higher priority for the KCSO? If yes, what will this mean for service delivery and resource allocation?

Once the services are defined, appropriate service levels can be explored. Some of the issues to be considered include:

- When should “community oriented policing” be the accepted service standard?
- What is an appropriate service level (i.e., response time, follow-up, proactive patrol, etc.) for rural areas?
 - What does the public expect?
 - Do best practices provide guidance on the subject?
- What are appropriate service levels in urban and suburban areas where the Sheriff is the local policing agency?
 - What does the public expect?
 - Do best practices provide guidance on the subject?
- Should a minimum service level be required in jurisdictions that contract with the Sheriff?
- Similarly, what is an appropriate service level for each regional service?

Staffing is another area impacted by service levels and types of services provided. Many issues related to training and supervision were identified in the Blue Ribbon Panel Report (specifically about the need for a high ratio of field supervisors to patrol and lack of emphasis on in-service training). Some issues related to recruitment, career development and succession planning. Others involved performance and performance appraisal systems (and the lack thereof).

- Staffing studies have shown that rural staffing levels are low. If the KCSO's business model evolves to primarily include rural law enforcement services, what impact will this have on staffing?
- Should the Sheriff create a unit that specializes in the full range of employment services from “hire to retire?”
- What specialty services should be a part of the Sheriff's Office?

¹⁶ Specialty services are generally provided by the Sheriff's Special Operations Division and include: a K-9 unit with search, drug detection, and explosive detection capabilities; air support; marine patrol; bomb/hazardous devices disposal; tactical training in firearms, less-lethal weapons, and defensive tactics; general training; motorcycle traffic enforcement; driving under the influence (DUI) enforcement; Tac-30 (SWAT); hostage negotiations; dignitary protection; tow coordination and appeal hearings; search and rescue; coordination of the demonstration management team; instruction in and equipment for hazardous materials handling; and special event planning and coordination. This division takes the lead in planning for homeland security concerns.

Policy Issue 2: Service Delivery Alternatives

One of the issues for consideration is whether the current service delivery methods are optimum from an efficiency standpoint. Currently, KCSO patrol units provide backup to one another regardless of whether they patrol unincorporated or incorporated areas. Hypothetically, annexation could result in fewer deputies patrolling unincorporated areas to provide backup to incorporated contract entities.

State law mandates that the Sheriff "shall attend the sessions of the courts of record held within the county, and obey their lawful orders or directions." This mandate has put the Sheriff into the business of providing building and court security. These are areas where alternative service delivery methods might benefit from changes in current practices. While the current labor agreements may make changes difficult, competitively contracting for building and/or court security is likely to result in less costly service delivery for the County and a more favorable arrangement for the Sheriff's Office. The Sheriff and the courts should collaborate on the best methodology for determining the feasibility of contracting for security services.

Irrespective of how it is provided, court security should be based on an explicit contract between the court requesting the service and the Sheriff who provides the service. Having explicit service levels articulated and agreed upon would ensure more efficient staffing and use of scarce resources.

Policy Issue 3: Funding Implications

Every policy choice has funding implications. The financial implications of policy decisions will ultimately be directed to a larger policy discussion where revenue sources, funding choices and service priorities will be decided by those with appropriation authority.

Questions that relate to this policy issue are:

- Should KCSO maintain a full cost recovery model for all operating and capital costs?
- Is this model sustainable?
- Should there be a minimum level of service for which cities must contract? (Some felt that cities didn't always buy sufficient dedicated service to meet demand, and the "excess" was handled by deputies in nearby unincorporated areas.)
- How can the Sheriff address increasing overhead charges that threaten the competitiveness of the contracting business?
- Which specialty services should be provided without charge and which should have a charge? (Question also posed in Policy Issue 1.)
- Should contract cities benefit from specialty services without additional charges?

Policy Issue 4: Executive Authority of the Sheriff

During the stakeholder interview process, many comments were received on, and raised questions about, the executive authority of the Sheriff. Many comments were related to the relationship with the King County Police Officers Guild (the Guild) and the current climate between the Sheriff and the Guild.

The County Charter currently authorizes the County Executive to negotiate labor agreements for the Sheriff's Office. Priorities and issues have differed between the Sheriff and the Executive. If the Sheriff is to be effective in "taking back" management of the department and creating a culture of accountability, those priorities must be negotiated into labor agreements. This was frequently cited as the most important issue for the Sheriff to address – and having the biggest impact on the Sheriff in reversing the negative media image portrayed by the *Seattle Post-Intelligencer*.

Other issues involve the ability to direct the internal management of the Sheriff's Office and the need to have a representative from the Sheriff's Office present during discussions on a wide range of issues. Currently, the Sheriff has a single chief of staff. All other executive level staff manage very large operational areas. There is a need for the Sheriff to have additional executive level support to represent her and her interests on issues of countywide concern. Charter limitations on the Sheriff's ability to make strategic staff appointments were cited as an area needing reform.¹⁷

¹⁷ The RCW allows the Sheriff to make up to 20 such appointments.

Law Enforcement Environment in King County

Making informed policy recommendations requires a clear understanding of the context in which law enforcement services are provided in King County. Meeting the public's expectations for efficient and effective law enforcement services is a quest. There is a multitude of unmet needs today, and as crime patterns and trends change, and policy is made by federal, state and local policymakers, the ability to respond and meet needs and expectations will require a nimble and progressive agency. The future of the Sheriff's Office will be shaped by change drivers that impact law enforcement and the Sheriff's ability to respond by understanding and implementing best practices.

Authority of the Sheriff

The King County Sheriff's Office is the chief law enforcement agency of the county. Under the direction of the elected sheriff, fighting and reducing crime are the top priorities of the department. To guide the work of the department, the KCSO has established a clear vision, mission and goals.

Vision

The vision of the King County Sheriff's Office is to improve public safety by leading, and promoting collaboration and professionalism in the criminal justice system.

Mission

The mission of the King County Sheriff's Office is to provide quality, professional, regional and local law enforcement services tailored to the needs of individual communities to improve the quality of life.

Goals

- Promote safe and healthy communities.
- Build trust and support within the community groups, government and profession that we serve.
- Provide responsible and value-added law enforcement services.
- Promote a highly skilled workforce.

As changes in the law enforcement environment in King County take place, there is the potential that the KCSO's vision and mission will be impacted. While none of these impacts can be predicted with certainty, it is important for the KCSO to develop strategies to plan and prepare for its future. Therefore, research has been completed which identifies potential change drivers in the law enforcement environment, articulates unmet needs which currently exist in the KCSO and summarizes the perspectives of local law enforcement policy makers, stakeholders and residents about the future operations of the KCSO.

Change Drivers

During the development of the working papers, six specific change drivers were identified which have the potential to significantly impact the KCSO's service delivery model over the next ten years. Each is described below in some depth.

- Annexation/Incorporation
- Legislative Issues
- Police Contracting
- Staff Attrition and Labor Trends
- Crime Trends
- Demographic Trends

Annexation/Incorporation

Under the Growth Management Act, unincorporated areas within King County's "Urban Growth Area" are encouraged to annex into existing cities or incorporate themselves as cities. There are currently 11 potential annexation areas (PAAs) in King County that are slated for annexation during the next ten years. Table 1 shows the PAAs by KCSO precinct.

TABLE 1: POTENTIAL ANNEXATION AREAS BY PRECINCT

Precinct Number	Potential Annexation Area
Precinct 2	Kirkland
	Kalahanie
Precinct 3	East Federal Way
	East Renton
	Eastgate
	Fairwood
	• Fairwood Initial
	• Fairwood Immediate
	• Fairwood Future
	Kent Northeast
	Lea Hill
	West Hill of Auburn
Precinct 4	North Highline
	West Hill

The KCSO currently provides a full range of law enforcement services to all 11 PAAs. The KCSO has long been in the business of providing local

law enforcement services, to unincorporated areas of the County as well as to incorporated cities that choose to contract with the Sheriff to provide local policing.

The potential impact that annexations/incorporations have on patrol and investigation operations depends on the various paths that annexation activities might follow. Any number of annexation variations could occur and there is no "consensus scenario" about timing. Another factor complicating analysis of the annexation change driver is that the act of annexation is not a predictor of whether the annexed area would or would not receive service from the Sheriff. A PAA could be annexed to a jurisdiction already contracting for service from the Sheriff and that jurisdiction might choose to continue that contract after annexation. In that case, annexation would not reduce the Sheriff's Office patrol and investigation workload. On the other hand, if a PAA annexes to a non-contract city or incorporates and decides to establish its own police department they could discontinue all or some service from the Sheriff. In that case, Sheriff's Office patrol and investigation workload would be reduced by some factor.

It is readily apparent that trying to focus analysis on a "consensus scenario" stands a significant chance of focusing discussion on whether the scenario is right or wrong and detracting conversation from the substance of the issue – that workload based strictly on PAAs is likely to decrease in the next five years. Thus, the decision was made to only articulate the impact of two extreme scenarios, knowing that the reality will fall somewhere between those two parameters. Consequently, Scenario 1 of this analysis assumes that all PAAs would no longer receive service from the Sheriff while Scenario 2 assumes that despite annexation, all PAAs would continue to receive patrol and investigation service from the Sheriff.

Table 2 shows the dispatched calls for service (DCFS) frequency and service hours for patrol service by PAAs, contract cities and unincorporated areas.

TABLE 2: KCSO PATROL WORKLOAD SUMMARY

KCSO Service Area	2006 Actual DCFS Frequency	2011 Projected DCFS Frequency	Percent of Total Projected 2011 DCFS Frequency	2006 Actual DCFS Service Time (Hours)	2011 Projected DCFS Service Time (Hours)	Percent of Total 2011 Projected DCFS Service Time
PAAs	40,224	40,429	33.2%	56,069	54,092	32.0%
Unincorporated	24,126	21,284	17.5%	37,638	37,981	22.5%
Contract Cities	59,747	60,152	49.4%	80,162	76,831	45.5%
Total	124,097	121,865		173,869	168,904	

Under annexation Scenario 1, workload projections suggest that by the year 2011 the number of dispatched calls for service will decrease by approximately 40,429 (33.2%) out of a total projected workload of 121,865 dispatched calls for service. Under the same annexation scenario, Management Partners' DCFS service time projections suggest that the total number of hours spent responding to calls for service in King County will decrease by 54,092 hours, or 32% of total projected service time workload.

From 1999 through 2006, DCFS frequency decreased by an average of 0.48% per year. Under annexation Scenario 2, DCFS frequency workload projections suggest that in 2011, DCFS frequency will be 2% lower than the actual frequency of dispatched calls for service in 2006. The projected frequency of DCFS in contract cities in 2011 is approximately 1% greater than the actual DCFS frequency in 2006 and is expected to constitute 49.4% of total workload. The frequency of dispatched calls for service in unincorporated areas is expected to decrease by 12% between 2006 and 2011 and constitute 17.5% of total DCFS workload. In the current PAAs, the frequency of dispatched calls is expected to increase by approximately 0.5% to constitute approximately 33.2% of total workload.

Table 3 shows the projected investigative workload. Under Scenario 1, workload projections indicate that criminal investigations workload will decrease by approximately 34%, or 2,200 cases. Under Scenario 2, total investigative caseload is projected at approximately 6,450 cases in 2011, which is a 2% increase over 2006. Projections suggest that in 2011, approximately 19% of workload will originate in unincorporated areas, while 46.5% will originate from contract cities and 34% from the existing 11 PAAs. It should be noted that because these projections are based on past activity, emerging types of criminal activity that might challenge CID in the future and require additional resources and/or technology are not factored into the mix.

TABLE 3: KCSO PROJECTED CRIMINAL INVESTIGATIONS DIVISION (CID) WORKLOAD SUMMARY

KCSO Service Area	2006 Actual CID Caseload	2011 Projected CID Caseload	Percent of Total CID Caseload
PAAs	2,047	2,200	34.1%
Unincorporated	1,133	1,250	19.4%
Contract Cities	2,937	3,001	46.5%
Total	6,117	6,450	

In summary, under Scenario 1, projected KCSO patrol workload is expected to decrease by approximately 33%, or 40,429 calls for service and 54,092 hours of DCFS response. Criminal investigations caseload is expected to decrease by approximately 34%, or 2,200 cases. Under

Scenario 2, 2011 projected dispatched calls for service are expected to decline by approximately 2% from 2006 to 2011. Workload projections under this scenario equate to approximately 121,865 dispatched calls for service in 2011 and a total of 168,904 hours expended responding to calls for service. Criminal investigations workload is expected to increase by approximately 5% to 6450 cases between 2006 and 2011.

Table 4 summarizes 2011 workload projections under the two annexation scenarios listed above.

TABLE 4: ANNEXATION SCENARIO WORKLOAD COMPARISON

KCSO Service Area	Annexation Scenario 1		Annexation Scenario 2	
	2011 Projected DCFS Frequency	2011 Projected CID Caseload	2011 Projected DCFS Frequency	2011 Projected CID Caseload
PAA's			40,429	2,200
Unincorporated	21,284	1,250	21,284	1,250
Contract Cities	60,152	3,001	60,152	3,001
Total	81,436	4,250	121,865	6,450

This analysis focused on the potential impact of annexation on patrol and investigative workload for the Sheriff's Office. As workload changes occur, resource allocation decisions must take place in the context of the broader picture of service by the Sheriff. Options that are immediately apparent include:

- Provide the same level of service as currently provided and decrease staffing to reflect the decrease in workload in patrol and investigations.
- Redeploy resources to areas of understaffing:
 - Meet community policing staffing standards for patrol;
 - Improve response times in rural areas;
 - Address backlogs in warrant service, investigations of fraud, forgery, auto theft and other areas;
 - Implement cold case policy direction of King County Council.

There are likely to be other issues that emerge over time concerning quality of law enforcement services provided by the Sheriff's Office. As those issues become apparent, their resolution will certainly be discussed in the context of the impact of annexations that actually occur.

Legislative Issues

As is the case in any governmental organization, local, state and/or federal legislation has the potential to significantly impact the KCSO by fundamentally redefining or multiplying organizational responsibilities.

The issue confronting local government organizations is that, often, legislation is passed with little consideration about the resource requirements necessary to implement a given mandate. For example, the passage of sex offender registration legislation brought about significant increases in workload for sheriff's offices across the country. In many instances, these departments were expected to absorb this additional workload without commensurate increases in resources.

Given the potential impact that legislation can have on operations and resources, it is important for government agencies to regularly monitor legislative trends to adequately prepare for mandates. The difficulty is that legislation is often developed as a reaction to a specific problem or event. Therefore, it is hard to predict the legislative issues that may be looming on the horizon. However, as a part of our research, Management Partners has identified pending legislation and current legislative issues relevant to the KCSO with the understanding that the legislative environment may change.

Management Partners researched pending legislation at the federal and state level, and solicited input from KCSO personnel concerning legislative issues that are expected to require attention in the near future. The following list summarizes those legislative issues:

Arsonist Registration - Washington State Senate Bill 6052¹⁸ requires that convicted arsonists register with the county sheriff's office in much the same way that sex offenders are required to register. Under the draft bill, the KCSO would be required to process the registrations and verify the information contained therein. The registrations would then be forwarded to the Washington State Patrol to be entered and maintained in a centralized database. The expenses incurred by county sheriff's offices during the registration and verification processes would be reimbursed by the State Patrol. The proposed bill would create an increase in workload. Therefore, this issue merits consideration as a potential change driver.

Court Security - United States Senate Bill 378¹⁹, entitled the Court Security Improvement Act of 2007, authorizes over \$160 million from 2008 to 2011 to provide additional court security staff at federal courts. While the bill primarily focuses on improving security in federal courts, it also authorizes \$80 million in grants to state and local agencies to improve court security. This legislation is important to the KCSO for two reasons. First, the KCSO provides court security services to the Superior Court and District Courts in King County, as well as the Family Law Center, Juvenile Court and Regional Justice Center. Second, as discussed later in this paper, the Sheriff has not had the resources in past years to provide as much security in the courtrooms as the judges feel is necessary.

¹⁸ State of Washington, Senate Bill 6052, 60th Legislature, 2007 Regular Session.

¹⁹ Congressional Budget Office Cost Estimate for S.378: Court Security Improvement Act, March 23, 2007.

Mental Health Defendants - The prevalence of mental health problems among offenders is a significant issue confronting law enforcement organizations throughout the country. A study completed in 2006 by the Department of Justice's Bureau of Justice Statistics indicates that, on average, approximately 60% of jail inmates have a history of mental health disorders.²⁰ With dwindling jail capacity and a greater awareness of the complexity of mental disorders and its correlation to substance abuse and homelessness, legislators, mental health advocates and the law enforcement community are reevaluating the processes used to usher mentally ill offenders through the criminal justice system. On April 16, 2007, the Washington State legislature passed Senate Bill 5533 which allows law enforcement officers to divert mentally ill, non-violent misdemeanor offenders to triage centers rather than book them into the criminal justice system. This has the potential to significantly impact the KCSO by requiring law enforcement personnel to use different methods to approach offenders who are mentally ill.²¹ These approaches are expected to require additional training and greater collaboration with the social service community.

Community Supervision - In late 2006, three King County law enforcement officers were killed by offenders released from jail under community supervision. Those offenders, who had a history of violating the conditions of their community supervision, were released because of contract capacity issues. In response to this situation, the Governor of Washington and the Washington State Department of Corrections (DOC) have begun implementing a number of policy reforms to address the issue. One of those reforms will result in an increase in the number of warrants generated by the DOC for community supervision violators. This is a significant issue for the KCSO because, as discussed later in this paper, the KCSO already has a sizable backlog of warrants that have not been served.

In addition to the state and federal agendas, local legislative priorities drive workload of all County entities, including the Sheriff.

The dynamic nature of the legislative process means that at any time, legislative priorities and initiatives may change and the KCSO must be prepared to deal with those changes. The items summarized above reflect many of the legislative and policy issues that KCSO staff and Management Partners have identified as potential change drivers in KCSO operations and workload.

Police Contracting

Currently, the King County Sheriff's Office provides communities and agencies within King County the opportunity to contract for police services

²⁰ "Mental Health Problems of Prison and Jail Inmates," U.S. Department of Justice, September 2006; NCJ 213600.

²¹ State of Washington, Senate Bill 5533, 60th Legislature, 2007 Regular Session.

using one of three highly customizable models. Those are the Flex Model, the Shared Supervision Model and the City Model.²²

Under the Flex Model, contract cities are essentially regarded as a King County patrol district and pay for services based on their percentage of related workload factors. Under the Shared Supervision Model, contract cities use a mix of shared (i.e., flex) and dedicated services. The dedicated officers may be used for patrol, detective, or other functions. Cities also can choose a KCSO supervisor to serve as a designated police chief. Dedicated staff members are supervised by the police chief and precinct command staff. In the City Model, every position serving the city, with the exception of specialized services, is dedicated to the city. The city has its own patrol, investigative and command staff as well as a major who acts as the city chief.

Of the 12 communities currently contracting with the KCSO for police services, two utilize the Flex Model, nine utilize the Shared Supervision Model, and one utilizes the City Model. In addition, the KCSO provides police services to King County Metro Transit and the King County International Airport; these contracts are equivalent to the City Model. The Muckleshoot Tribe contract for enhanced law enforcement is similar to the Shared Supervision Model.

The Sheriff's Office also maintains a number of smaller contracts for specific services such as marine patrol and school resource officers.

The Sheriff has made it a priority to work with communities and other government agencies that contract with the KCSO for patrol, specialty and/or support services. Beyond patrol services, contracts may include the growth of existing contracts, contracts for communications or other services, and growth in non-municipal arenas (e.g., colleges, forest service, schools, etc.). As such, contracting represents a potentially growing area of business for the KCSO and a major component of the existing law enforcement philosophy. The reality is, however, that the KCSO may face competition in the contracting arena from other jurisdictions – both large and small. The degree to which this competition evolves could have a significant impact on the KCSO. Increases or decreases in the number and/or level of contracted services provided by the KCSO are significant change drivers that can impact both revenue streams and the overall law enforcement philosophy of the KCSO.

Staff Attrition and Labor Trends

Throughout the United States turnover in law enforcement agencies has become a major area of concern.²³ The implications require the expenditure of significant resources to recruit, select and train new employees. Furthermore, the loss of experienced employees as a result of retirement or inter-departmental transfers can lead to a shortage of experienced supervisors in operations areas. It is important to consider

²² King County Sheriff's Office website: ww.metrokc.gov/sheriff/partners/contract_program/details.aspx.
²³ Orrick, Dwayne. "Police Turnover," *The Police Chief*. September, 2005, 72:: 9.

the likelihood of future staff turnover to adequately prepare to fill vacated positions and meet policing needs.

To identify the potential impact that staff attrition and employee retirements might have on the Sheriff's Office, Management Partners obtained historic retirement and separation data for the years 2002 through 2006 from KCSO staff. In addition, the KCSO provided data detailing the number of personnel that will be *eligible* to retire each year through 2011. (Eligibility is defined as commissioned employees who are at least 53 years old and vested in the KCSO retirement system.)

As shown in Table 5, historical data indicate that the number of non-retirement separations among commissioned personnel as a percentage of total commissioned staff has averaged 3.5% per year during the past five years. The low rate of non-retirement turnover suggests that once deputies are hired by the KCSO they are unlikely to leave to pursue careers in other departments. This is an unusual, and encouraging, characteristic for a modern law enforcement organization, given the fact that the average tenure of a new police officer in the United States is 33 months.²⁴

TABLE 5: NON-RETIREMENT SEPARATION DATA

Year	Non-Retirement Separations*	Total Commissioned Staff**	Non-Retirement Separations as a Percent of Total Commissioned Staff
2002	19	677	2.8%
2003	22	694	3.2%
2004	25	705	3.5%
2005	28	703	4.0%
2006	29	699	4.1%
Average	25	696	3.5%

*Only includes data for commissioned staff

** Estimates of the total number of commissioned staff were provided by the KCSO

Given the trend in non-retirement separations, it is unlikely that a high incidence of non-retirement turnover will serve as a *major* change driver impacting the KCSO in the near future. However, the number of non-retirement separations as a percent of total commissioned staff has increased each year since 2002. This suggests that the KCSO may need to focus additional attention on retaining commissioned employees.

The retirement data provided by the KCSO suggests that the number of separations due to retirement has the potential to significantly increase over the next five years. Table 6, below, demonstrates that over the past five years, the number of retirements in the KCSO has averaged approximately 10 per year. Over the next five years, the average number of people eligible to retire each year is approximately 38.

²⁴ Howard Prince, John Halstead and Larry Hesser, *Leadership in Police Organizations*, McGraw-Hill: 2002.

TABLE 6: KCSO RETIREMENT DATA

Year	Number of Retirements	Year	Number of Staff Eligible to Retire
2002	8	2007	95
2003	6	2008	19
2004	15	2009	20
2005	12	2010	30
2006	9	2011	24
Average	10		38

It is important to note that even though these employees are “eligible” to retire, that does not mean that they *will* retire. There are a number of factors that may influence an individual’s decision to retire. Therefore, projecting retirements is a difficult and imprecise activity. However, the reality is that retirements have the potential to significantly impact organizations because they often result in a loss of vast amounts of organizational experience, institutional knowledge and supervisory capability. As such, the projected “worst case” retirement scenario of 38 retirement separations per year could have a significant impact on the KCSO.

Crime Trends

For a law enforcement organization, one of the most important change drivers is crime trends. To identify relevant crime trends, Management Partners researched national crime data and analyzed the annual crime reports published by the KCSO for the last five years. Our research identified the following broad crime trends that are most likely to have an impact on the KCSO over the next five to ten years: homeland security issues, identity theft and computer-based crime, violent crime, and gang-related incidents. In addition to the trends mentioned in this section, it is important to recognize that technology has a significant impact on the ability of law enforcement to solve crimes, by both revisiting cold cases and reexamining crimes in new and different ways. Crime “fighting” trends can be as important as the crime trends themselves.

Homeland Security Issues – The events of September 11, 2001, completely redefined the role of law enforcement in the United States. The new threat of terrorism has forced law enforcement agencies to develop regional and inter-jurisdictional plans to respond to terrorism as well as interagency information-sharing networks to prevent attacks. This has necessitated the development of technological systems and regional intelligence networks, such as the KCSO Regional Automated Information Network (RAIN), to strengthen inter-agency cooperation and interoperability. The KCSO, as a major law enforcement agency in one of the largest metropolitan areas and shipping ports in the United States, will be required to play an active role in developing and maintaining the human and technological resources necessary to prevent and respond to acts of terrorism.

Another issue relating to homeland security that impacts the KCSO is a change in federal priorities. In a post 9/11 environment, federal priorities have and will continue to change. As the federal government has focused more on terrorism and emergency preparedness, resources available to local communities to deal with "local" crime trends such as bank robberies are no longer available.

Identity Theft and Computer-Based Crime - One of the most rapidly increasing types of crime in the United States is identity theft and computer/internet-based fraud. An analysis completed by the Department of Justice's Bureau of Justice Statistics²⁵ indicated that in 2004, over 3% of all households in the United States experienced some form of identity theft. This national trend is also reflected in King County. King County crime data demonstrate that from 2005 to 2006, the number of identity theft cases assigned for investigation increased from 162 to 360, an increase of 122%.²⁶ The number of computer fraud investigation cases assigned for investigation increased an average of 12% per year from 2003 through 2006.

The increasing incidence of computer-based fraud and identity theft in the United States and in King County is a significant change driver for two reasons. First, investigation of computer-based crimes and modern fraud cases require specialized skill sets, investigative methods, and technology based policing. Effectively addressing this evolving area of crime requires law enforcement organizations to develop new types of investigative training and procedures.

Second, as discussed in the section of this paper entitled "Unmet Needs," the KCSO's Fraud and Computer Forensics Unit is currently unable to assign and investigate a significant portion of annual fraud cases due to staffing limitations. This has resulted in a growing backlog of cases. As the incidence of this type of crime continues to increase, there will be greater workload demands on the Fraud and Computer Forensics Unit and the KCSO as a whole.

Fortunately, academics and professional organizations, such as the Police Executive Research Forum (PERF) and the International Association of Chiefs of Police (IACP), have identified a number of best practice examples detailing how jurisdictions across the country are addressing this issue. Management Partners' project staff researched relevant best practices information, which is summarized in the best practices section of this paper.

Violent Crime - Another national trend that has the potential to impact the KCSO is the recent increase in violent crime in large, urban areas throughout the United States. In early 2007, PERF completed a study of nationwide crime statistics in 56 large law enforcement departments. The

²⁵ U.S. Department of Justice, Bureau of Justice Programs, "Identity Theft 2004: First Estimates from the National Crime Victimization Survey," April 2006.

²⁶ "King County Police Services Report: 2006." The Research, Planning and Informational Services Unit.

PERF study indicated that the incidence of violent crime, including homicide, robbery and aggravated assault, has increased significantly in recent years. Of the 56 departments reviewed, 50% experienced an increase in the number of homicides, 80% experienced increases in robbery, 33% in aggravated assault and 45% in aggravated assault with a firearm.²⁷

King County crime data indicates that after experiencing a significant decrease in criminal homicide and robbery from 2004 to 2005, the number of criminal homicides increased by 44% in 2006 (from 18 to 26 between 2005 and 2006). The number of robberies increased by 22% from 328 to 402.²⁸ This recent increase in violent crime deserves attention as a potential change driver.

Gang-Related Incidents - King County crime reports also indicate that the KCSO has seen a recent increase in the occurrence of gang-related incidents during the past two years. The number of incidents increased 165% - from 199 in 2005 to 528 in 2006. The increasing prevalence of these gang-related incidents may represent an evolving area of work for the KCSO and should be considered a potential change driver. Gangs have been an area of focus and concern for the KCSO since the late 1980's. From 1989 to 1992 a Gang Unit was formed within the Criminal Intelligence Unit. In 1992, the five-member gang unit was disbanded due to fiscal constraints and other priorities.

The information available in the annual King County crime reports indicates that overall, the crime rates for both Part 1 and Part 2 offenses have essentially remained static over the past five years. However, while overall crime patterns are static, the specific nationwide and/or local crime trends summarized above will impact law enforcement activities in the future.

Demographic Trends

Management Partners provided an itemized spreadsheet of demographic data needed to perform a regression analysis to correlate crime data to demographic projections. Demographic data was not available at the level of detail needed to conduct a regression analysis. However, the King County demographer was able to provide projections of overall King County population by age category through 2010.

As with crime trends, population trends in King County are projected to be stable, showing little variation in age cohort profile from 2006 to 2010. Overall population is projected to increase by nearly 3.5% during that period.

²⁷ "Violent Crime in America: 24 Months of Alarming Trends." Police Executive Research Forum: October, 2006.

²⁸ "King County Police Services Report: 2006." The Research Planning and Informational Services Unit.

Table 7 shows the projected change in population by age category from 2006 to 2010. The demographic projections provided by the King County demographer indicate that individuals between the ages of 30 and 64, the baby boom generation, will represent the largest segment of the King County population in 2010. Population projections also suggest that the fastest growing segment of the population is those 65 and over, and the only segment of the population that is declining are those aged 0 to 17 years.

TABLE 7: KING COUNTY POPULATION PROJECTIONS BY AGE CATEGORY

Age Category	2006 Population	Percent of Total	2010 Projected Population	Percent of Total
Age 0 - 17	401,000	22%	400,700	21%
Age 18 - 29	331,000	18%	341,450	18%
Age 30 - 64	912,000	50%	946,450	50%
Age 65 and over	191,000	10%	211,500	11%
Total	1,835,000	100%	1,900,100	100%

These data suggest that the population of King County is aging slightly. Unfortunately, there is a lack of research that broadly details how the aging population may affect law enforcement organizations. The project working group expressed concern about the elderly becoming victims of specific types of crime such as Fraud and Identity Theft, as well as Elder Abuse. While there is little data to suggest that this is a significant trend, the fact that the population is aging suggests that the elderly will become victimized more frequently. There are data available from the Government Accountability Office that confirm that individuals 75 and older are involved in more fatal car crashes per 100,000 miles driven than any other age group, including those aged 16 to 24.²⁹ This information, considered along with the projected King County demographics, suggests that workload may increase for the KCSO Major Accident Response and Reconstruction Unit.

Demographic data for 2006 estimated total population for unincorporated King County at 367,100. If annexations occur as initially predicted, the demographer projects that the population of unincorporated King County will be 180,000 in 2010, a decrease of 51%. The age cohort distribution of the unincorporated area population in 2010 is shown in Table 8.

TABLE 8: PROJECTED 2010 UNINCORPORATED KING COUNTY AGE COHORT DISTRIBUTION

Age Category	2006 Population	Percent of Total	Projected 2010 Population	Percent of Total
Age 0 - 17	100,800	27%	51,000	28%
Age 18 - 29	50,300	14%	23,000	13%
Age 30 - 64	187,000	51%	92,000	51%

²⁹ Government Accountability Office, "Older Driver Safety: Knowledge Sharing Should Help States Prepare for Older Driver Population," April 2007.

Age 65 and over	29,000	8%	14,000	8%
Total	367,100	100%	180,000	100%

Unmet Needs

While potential change drivers and the future model for regional and specialty service delivery are important components to consider during the OMP process, it is also important to identify areas of KCSO operations where existing resources are not sufficient to meet demand. Management Partners worked with KCSO staff to identify "unmet needs" and, where applicable, articulate those needs using descriptive data. In some instances, KCSO staff identified areas where existing resources are not sufficient to meet demand but was unable to provide supporting data apart from anecdotal evidence. The anecdotal evidence provided by the KCSO regarding unmet needs within the department serves the purpose of informing policy discussions concerning level of service within the KCSO.

Fraud and Computer Investigations

The Fraud and Computer Investigations Unit is responsible for investigating all felony fraud claims in unincorporated King County and in contract cities. The Fraud Unit was able to provide data indicating that in 2005 and 2006 respectively, there were 350 and 533 felony fraud cases that were unassigned because the unit did not have the staffing resources to fully investigate the crimes. In the first quarter of 2007, 138 cases were unassigned. It is also important to note that the Fraud Unit only investigates felony cases. Misdemeanor cases are either investigated by patrol or precinct level investigators, or not at all. Appreciating the magnitude of the unmet need relative to fraud and computer investigations is important given the fact that computer-based crime and identity theft are some of the fastest growing crimes in the country.

Narcotics and Organized Crime

Although long-term data for the Narcotics and Organized Crime Unit was unavailable, anecdotal evidence provided by KCSO personnel indicates that there are a number of unmet needs within the unit. The limited number of staff available to conduct investigations often requires that the Narcotics and Organized Crime Unit "borrow" personnel from other units to assist with investigations and drug buys. Their ability to perform investigations, especially mid- to high-level drug investigations, is often dependent on the availability of other units. Another factor impacting this unit is federal budget cuts, specifically at the Drug Enforcement Agency (DEA). KCSO personnel indicated that 30% of the DEA budget was cut in 2007, with additional cuts expected in 2008. This limits the federal resources available for narcotics and organized crime investigations.

Criminal Warrants

The Criminal Warrants Unit estimates that on average, 200 warrants per year are unassigned due to a lack of staffing. Additionally, staff members from the Criminal Warrants Unit estimate that approximately 50 warrants

per month are not served. Staff also indicates that the backlog of warrants not served totals approximately 15,000 felony warrants and between 30,000 and 50,000 misdemeanor warrants. The misdemeanor warrants are not targeted for follow up by the Criminal Warrants Unit. Also, as mentioned in the section of this paper entitled "Legislative Issues," the Department of Corrections has recently revised its practice of issuing warrants for individuals who violate the conditions of their community supervision (parole). The revised practice will, in effect, increase the level of scrutiny applied to individuals on community supervision, which will ultimately result in an increase in the number of community supervision warrants assigned to the KCSO.

Major Accident Response and Reconstruction (MARR)

Currently, the MARR Unit does not investigate hit and run *non-injury* accidents. In these cases the victim driver is sent a letter detailing the suspect vehicle owner's information. In 2005 and 2006, 817 letters were sent to victims.

Domestic Violence Intervention (DVI)

The DVI Unit is required to respond to all domestic violence cases. Currently, the DVI Unit does not directly follow up on all domestic violence cases because of staffing limitations. Cases that cannot be addressed by the DVI Unit are referred back to patrol for investigative follow-up.

Court/Facility Security

The Sheriff is the statutory officer required to provide security for court operations. Security operations take two forms: building security, which includes screening persons entering court facilities for weapons, contraband, etc. and providing security within courtrooms during docket sessions. Building security is provided by the King County Facilities Management Department, with supervision by limited-duty employees of the Sheriff's office. Courtroom security is a statutory responsibility of the Sheriff. To keep costs to a minimum, not all courtrooms have security deputies for all docket sessions. The Sheriff and judges have developed a procedure for identifying the docket sessions most at risk for security issues and have developed staffing arrangements based on that assessment. Frequently, it is necessary for the Sheriff to meet courtroom security staffing needs by reassigning deputies from other duties (such as warrant service) or authorizing overtime. However, judges have expressed concern for several years about the need for additional security. In addition, if the number of judges and courtrooms grow, courtroom security will need to be addressed. The same would be true for screening duties. If new court buildings are added or current facilities expanded, new security screening personnel would be required.

Cold Cases

In 2005 the Metropolitan King County Council identified the investigation and resolution of "cold cases" as a priority. At that time there were an estimated 550 unresolved murder cases in King County. Resources were added to the Prosecutor's Office to establish a "Cold Case Unit" to address this problem. The reality is that investigating and solving these

"cold cases" places a significant burden on the KCSO. They have not been able to assist with addressing the backlog due to staffing limitations. Currently the Criminal Investigations Division of the KCSO has identified 170 cold cases that need to be worked but lack the resources to do so.

Traffic Enforcement

One of the top priorities of King County residents is traffic enforcement according to recent community surveys. Prior to September 11, 2001, KCSO deputies who were assigned as dedicated traffic enforcement officers had *ancillary* duties to participate in specialized tactical response (TAC-30 or SWAT). Increased training and volume of call-outs since September 11 have meant that tactical response has become the primary workload for these FTEs leaving little or no time for traffic enforcement. Traffic enforcement is currently conducted by patrol units as well as specially funded traffic units supported by the DOT.

Community Outreach

Community outreach is a hallmark of community-oriented policing. As financial resources were constrained, the ability of the KCSO to continue specific outreach activities became limited. Specifically, the reduction in vehicle license income (in 2000), the KCSO reduced the number of FTEs by discontinuing the following programs in unincorporated King County:

- Dedicated Crime Prevention Deputies (provided Personal Safety training, Crime Prevention by Environmental Design (CPTED), and Block & Business Watch group support)
- School programs such as anti-drug and anti-bullying curriculum (School Resource Officers – partially funded by school districts – were retained)
- Citizens Academies
- Neighborhood Storefront Deputies (two from the North Precinct and one Community Service Officer from the Southeast Precinct)
- Crime Analysis Detectives at each precinct (Centralized Crime Analysis was retained)

Communications Center Staffing

The King County Sheriff's Office provides Emergency 911 Communication Center (Comm Center) services for unincorporated King County, Metro Transit Police, King County Animal Control and twelve King county municipalities. In this role as one of thirteen primary call answering points (PCAP) in King County, the KCSO fields all 911 calls from the aforementioned areas and dispatches emergency services personnel as appropriate.

As a condition of providing these services, the KCSO receives a pre-defined portion of the telephone line tax funds from the King County Emergency Management Division to finance Center operations. In the past, this distribution has been conditional upon whether the Center meets performance expectations. Specifically, the KCSO, as well as all King County PSAPs, were expected to answer ninety percent of calls within ten seconds, seventy-five percent of the time. The KCSO has

indicated that the Emergency Management Division has increased the standard, effective in 2008, to require that ninety percent of calls be answered within ten seconds, *eighty percent* of the time.

KCSO personnel have anecdotally indicated that existing Center staffing levels are barely adequate to meet the existing standard. And while specific analysis concerning the impact that the revised standard may have on Center operations has not been completed, the revised standard represents a potential unmet need and deserves consideration by the KCSO.

Stakeholder Input

In order to learn more about the law enforcement environment in King County, Management Partners solicited input from local law enforcement stakeholders and King County residents who had participated in a Citizens Academy sponsored by the KCSO. A series of focus group meetings were conducted with elected officials, contract city managers, contract city chiefs, non-contract city chiefs and Blue Ribbon Panel members. An on-line survey was sent to Citizens Academy attendees. Participants were asked a variety of questions that centered on the policy areas identified by the Steering Committee. The following is a summary of the input received, based on policy areas.

Type of Services and Service Levels

When discussing levels of local policing service throughout King County, most local law enforcement stakeholders recognized the need for a clear distinction between the levels of services provided to rural areas and suburban unincorporated areas. However, contrary to that view, residents did not believe that there should be a different level of law enforcement services based on geographical location. Specifically, 79% of residents surveyed believed there should not be a difference in services received by residents in urban, rural and suburban areas.

With regard to the rural areas of King County, many law enforcement stakeholders expressed the view that because residents purposefully chose a rural lifestyle, they should expect a lower level of police service. Many felt that policing in the rural area was, by necessity, reactive, rather than proactive, with minimal time available for community policing. This is due mainly to the size of the rural area and the limited number of personnel available to respond.

Many law enforcement stakeholders expressed the view that residents of unincorporated suburban areas of King County should receive a higher level of services than rural areas, but not the same as urban, incorporated areas of the county. Many felt the higher level of density in the unincorporated suburban areas required and justified a higher level of services than the rural areas. However, many also expressed concern

that because crime knows no border, problems from one area could easily bleed into another area if not responded to appropriately.

There was general consensus among all participants (law enforcement stakeholders and residents) that the KCSO has a role as a regional provider of local policing services. However, there was great disparity among participants regarding the specific services that should be provided by the KCSO.

Other service providers were identified, including local police departments, the state, Port of Seattle and the City of Seattle. However, the cost effectiveness of another entity providing the service would be a critical issue to examine, especially for smaller jurisdictions that could not afford to contract with anyone but the KCSO. Many also expressed the view that the KCSO should reexamine its current services and work more closely with other providers to determine who could, in fact, provide the best service at the lowest cost.

Service Delivery Alternatives

When discussing service levels, local law enforcement stakeholders commented that some of their responses were affected by their poor relationship with King County (rather than the KCSO). Many felt that King County and the Executive have become too focused on cost recovery, which has had a negative impact on the KCSO. Specifically, some participants cited the fact that it has become more cost effective for some smaller jurisdictions to form regional teams to provide their own specialty services, rather than use the KCSO. While the KCSO is focused on cost recovery and charges for many services, cities continue to assist each other through mutual aid and are thus able to bypass the Sheriff entirely.

Many city representatives (both elected and appointed officials) expressed the desire to work more proactively and cooperatively with the KCSO. Many non-contract city chiefs requested more dialogue with the Sheriff in order to create a more positive, collaborative environment. Unfortunately, focus group participants expressed the opinion that currently there is more cooperation among the cities than there is with the Sheriff.

By more proactively communicating and partnering with other cities, it was generally felt by local law enforcement stakeholders that the KCSO can help deter the creation of multiple specialty units. Even though many recognized it is not cost-effective to have multiple specialty units, many cities admitted to doing so to maintain local control and avoid working with King County. If the KCSO has the best services for a reasonable cost, it would be hard for cities to contract with anyone but the Sheriff.

Because most cities are pleased with the services provided by the KCSO, there are opportunities for the KCSO to take the lead on regional issues. Recent successes with RAIN (Regional Automated Information Network) and AFIS (Automated Fingerprint Identification System) were cited as positive examples of where the KCSO has taken the lead effectively.

Funding Implications

It was generally recognized that non-contract cities would need to avail themselves of KCSO services in times of need. It was also generally agreed that the KCSO would need to charge for those services, especially if the city's police department does not provide the service. However, some smaller cities expressed the concern that they would not be able to pay KCSO rates. There was also confusion expressed by some local law enforcement stakeholders about which services would be provided without charge and which would be provided for a fee. Some participants indicated they had received bills for services that others indicated were provided without charge to their jurisdictions.

Another issue raised by several participants was that of "double dipping." A few participants felt that the taxes paid by County residents should be enough to cover special and regional services and that the jurisdictions should not be charged an additional fee.

Executive Authority of the Sheriff

With regard to negotiating contracts with bargaining units, many local law enforcement participants expressed the opinion that a bifurcated system would be most prudent. Because the County Executive is responsible for the budget, he should be responsible for negotiating pay and benefits issues. However, the Sheriff should have control over management rights issues. The majority of residents surveyed expressed the opinion that the Sheriff should have responsibility for both negotiations and management rights issues.

With regard to the Sheriff's ability to make staff appointments, it was generally agreed by all participants that the Sheriff should have the ability to select those people who are going to help advance the work of the KCSO, so long as she stays within the approved budget.

Law Enforcement Best Practices

In light of the changing law enforcement environment in King County, Management Partners has identified several policing best practices that are worthy of examination for applicability in the KCSO. It is possible that implementation or further use of these best practices may be beneficial to the KCSO in mitigating the impact of some of the changes. The following best practices are included below:

- Differential Response
- Community-Oriented/Problem-Oriented Policing
- CompStat
- Rural Policing Best Practices
- Solvability Indices
- Computer Fraud and Identity Theft Investigations

- Hiring Practices
- Uses of Technology

Differential Response

Differential response is a practice adopted by many law enforcement agencies to improve the use of personnel resources. Modern law enforcement's gravitation toward community-oriented/problem-oriented policing has established that proactive prevention and control of crime and disorder is a more effective policing practice than reactive responses to crime. Differential response is a tool in the community-oriented/problem-oriented policing arsenal that provides for proactive policing time by eliminating certain types of reactive policing activities. In most cases, the reactive policing activities eliminated are those where a sworn officer acts as a "uniformed stenographer" dispatched to a scene only to take a report or conduct an activity that does not require the use of police powers. By not dispatching a sworn officer for activities that do not require police powers, a law enforcement agency can direct the time saved toward proactive policing actions.

Differential response requires implementation of a protocol for determining how to handle calls for service, usually made through the E-911 communications center. Rather than dispatching a field unit to every call for service, differential response classifies calls for service according to priority. Some priorities receive an immediate dispatch of a field unit, some priorities receive dispatch of a field unit when a unit is available (delayed response) and some calls for service are handled by a non-field unit.

There is no universally accepted differential response triage protocol that can be cited as a best practice. In implementing differential response, law enforcement agencies consider the following:

- Types of calls for service received,
- Department's policing philosophy,
- Community expectations,
- Jurisdiction's adopted policies,
- Department staffing levels, and
- Crime trends and patterns.

Law enforcement command staff develops service quality standards based on their analysis of the factors listed above. The service quality standards provide the framework for developing the specific policy for dispatch of field units in response to calls for service.

Though law enforcement agencies should consider local circumstances when developing a differential response protocol, most agencies operate in circumscribed financial conditions that require them to maximize personnel resources. The rule of thumb adopted by most agencies in regard to differential response is that if a call for service does not require the use of police powers for appropriate disposition, the call is handled by a means other than dispatching a field unit.

The KCSO currently uses differential response. A protocol has been developed for triaging calls for service at the emergency communications center. Some calls for service are directed to an alternative call handling unit within the center. That unit takes a report over the phone, creates a record of the call and the details of the incident and forwards the call to the appropriate investigative arm of the Sheriff's Office for follow-up action, if appropriate. In 2006 Priority 3 calls comprised 53% of all dispatched calls for service. Priority 3 calls are routine calls where response time is not a factor such as "cold" auto thefts or abandoned vehicle calls. The only types of calls eligible for differential response are Priority 3 and lower.

Given the high proportion of Priority 3 calls as a percent of total calls, the KCSO could review its current triage protocols for calls for service to determine if additional call types should be eligible for differential response. By examining the lowest priorities of calls that currently result in dispatch of a field unit, the Sheriff can make a determination about whether additional types of calls for service could be handled by the alternative call handling unit. If that would be the case, patrol deputies would have additional time available for proactive policing activities. However, if additional calls for service are directed to the alternative call handling unit, it might mean that additional staffing resources are needed in that unit. A cost-benefit analysis of such a strategy would be important to undertake.

Community-Oriented/Problem-Oriented Policing

The terms community oriented policing and problem-oriented policing are used interchangeably in the law enforcement industry. The Community Policing Consortium, an organization within the U.S. Department of Justice composed of the IACP, PERF, the National Sheriffs' Association (NSA), the National Organization of Black Law Enforcement Executives (NOBLE), and the Police Foundation has developed the following definition of community policing:

"... a collaborative effort between the police and the community that identifies problems of crime and disorder and involves all elements of the community in the search for solutions to these problems."³⁰

By definition, community policing is designed locally by the law enforcement agency based on problem identification in collaboration with stakeholders in the community. Researchers who have analyzed community policing models caution against the mere transfer of community policing models among jurisdictions. The essence of community policing is that it is customized to the jurisdiction. What works and is appropriate for one community may not be appropriate for another.

³⁰ Lorie Fridell and Mary Ann Wycoff, *Community Policing: The Past, Present and Future*, Police Executive Research Forum, Washington DC, 2004, 3.

Given this caveat, a 2002 survey by PERF of agencies indicating use of community policing identified 16 characteristics that at least 75% of the survey respondents identified as elements of their approach to community policing. Those characteristics are shown below.

- Citizens attend police-community meetings
- Citizens participate in neighborhood watch
- Citizens help police identify and resolve problems
- Citizens serve as volunteers within the police agency
- Citizens attend citizen police academies
- Police hold regularly scheduled meetings with community groups
- Police have interagency involvement in problem-solving
- Police have youth programs
- Police have victim-assistance programs
- Police use regulatory codes in problem-solving
- Police work with building code enforcement
- Agencies use fixed assignments to specific beats or areas
- Agencies give special recognition for good community policing work by employees
- Agencies classify and prioritize calls for service
- Agencies do geographically based crime analysis
- Agencies use permanent neighborhood-based offices or stations.³¹

The objectives of community policing are to reduce crime and disorder, promote citizens' quality of life in communities, reduce fear of crime, and improve police-citizen relations. (Community Policing Consortium, 1994). These objectives are proactive in nature and are outreach-oriented, as opposed to a reactive posture of responding to crime and calls for service.

There is no exact count of law enforcement agencies that profess to use community-oriented policing. However, in a 1997 survey by the Police Foundation, 83% of the 1,637 law enforcement agencies responding indicated that they had either already implemented or were in the process of implementing community policing.³² This would indicate wide acceptance of the community policing model within the law enforcement industry.

The KCSO has implemented community-oriented policing in its COP Program. In contract cities, COP Program activities include crime prevention officers, citizen academies, citizen patrol, bicycle patrol, storefront stations and officers, landlord-tenant crime free multi-housing training classes, block watch, business watch and training for problem

³¹ Lorie Fridell and Mary Ann Wycoff, *Community Policing: The Past, Present and Future*, Police Executive Research Forum, Washington DC, 2004, 61.

³² Lorie Fridell and Mary Ann Wycoff, *Community Policing: The Past, Present and Future*, Police Executive Research Forum, Washington DC, 2004, 41.

solving and crime prevention through environmental design. In unincorporated areas, the agency has been able to implement the COP Program without the crime prevention officers, citizen academies and bicycle patrols. Other COP Program activities of the KCSO include: weed and seed programs, crime analysis, school resource officers, school zone enforcement, police athletic league and seasonal patrol programs during graduation time in May and early June.

One of the fundamental components of any community policing philosophy is proactive patrol. Proactive patrol allows officers the opportunity to interact with the community and engage in self-initiated activities to target problem areas and reduce crime. The question confronting many policing agencies is how best to provide patrol officers with the opportunity to provide proactive policing services while ensuring that officers are available to respond to dispatched calls for service in a timely manner.

Proactive patrol is often referred to as "unallocated time" because it is the time during an officer's shift when he or she is not responding to dispatched calls for service (reactive patrol) or completing administrative duties. The percent of time in a given shift that can be classified as "unallocated" is the percent of time that can be devoted to proactive patrol.

The IACP Patrol Staffing and Deployment Guidelines³³ suggest that, as a baseline, law enforcement organizations should strive to divide patrol officers' time equally among proactive, reactive and administrative duties. In other words, one-third of an officer's time should be devoted to proactive patrol, one-third to reactive patrol and one-third to administrative duties.³⁴

The IACP also goes on to suggest that each jurisdiction's staffing allocation should be based on the given agency's policing philosophy as well as additional factors such as supervisory capabilities and budget constraints. The IACP states:

Agencies coping with budget constraints can choose to reduce uncommitted, prevention-focused time, thus expanding the time committed to response to calls. This strategy reduces patrol staffing requirements, which may risk public safety. Alternatively, agencies can choose to be more proactive, allocating, for example, 40%, 45%, or 50% of each officer's time to crime prevention, problem solving, community relations, and other proactive activities.³⁵

While each community's proactive policing philosophy is influenced by its unique operational and budgetary environment, and is therefore different,

³³"Patrol Staffing and Deployment Study," International Association of Chiefs of Police, 3.

³⁴ *Ibid.*

³⁵ *Ibid.*

Management Partners has identified a number of large jurisdictions that have implemented, or, are in the process of implementing the IACP patrol staffing allocation recommendation, or a variation of that recommendation. Those jurisdictions, along with their population size, are listed in Table 9.

TABLE 9: PROACTIVE PATROL STANDARDS

Jurisdiction	Population*
Calgary, Alberta (Canada)	988,193
Charlotte-Mecklenburg, North Carolina	610,949
Vancouver, British Columbia (Canada)	587,891
City of Seattle, Washington	573,911
Polk County, Florida	561,606
St. Petersburg, Florida	249,079
Spokane, Washington	196,818
Eugene, Oregon	144,515

* Based on 2005 population estimates

The City of Seattle Police Department, as well as the Vancouver and Calgary Police departments recently adopted a standard calling for 40% of an officer's time to be allocated to proactive patrol, 40% to reactive patrol and 20% to administrative duties. The Charlotte-Mecklenburg Police Department has adopted a similar standard and currently meets the 40% proactive patrol time expectation. On average, St. Petersburg patrol deputies spend between one-fourth and one-third of their time completing proactive patrol.³⁶ The Eugene and Spokane departments are moving toward implementing a similar proactive policing standard on the advice of consultants from Magellan and the Matrix Consulting Group, respectively.

These jurisdictions serve as examples of how the best practice of proactive policing as a component of community oriented policing can be implemented in North American communities.

CompStat

CompStat is a crime control model of policing initiated by the New York City Transit Police in 1990. The model was adopted by the Boston Police Department and later the New York City Police Department. CompStat has five guiding principles:

1. Specific objectives
2. Timely and accurate intelligence
3. Effective strategies and tactics
4. Rapid deployment of personnel and resources
5. Relentless follow-up and assessment³⁷

³⁶Jeremy Travis, "Policing Neighborhoods: A Report from St. Petersburg." National Institute of Justice Research Preview, July, 1999.

³⁷Phyllis Parshall McDonald, *Managing Police Operations, Implementing the New York Crime Control Model – CompStat*, Wadsworth/Thompson Learning, 2002, 8.

CompStat requires that law enforcement command staff establish specific outcome-oriented objectives. Outcome-oriented means that objectives should focus on impacting crime and disorder problems rather than process or enabling objectives. For example, the NYC Transit Police established three specific objectives:

1. Reduce robberies
2. Eliminate disorder
3. Reduce fare evasion

The NYC Police Department, when it implemented CompStat established the following objectives:

1. Get guns off the street
2. Curb youth violence in the schools and on the streets
3. Drive drug dealers out of NYC
4. Break the cycle of domestic violence
5. Reclaim the public spaces of NYC
6. Reduce auto-related crime in NYC
7. Root out corruption and build organizational integrity in the NYPD³⁸

Once specific crime/disorder control objectives are established, accurate and timely intelligence is needed to develop effective strategy and tactics. Accurate and timely intelligence is primarily provided through crime mapping and analysis. Crime mapping highlights "hot spots," trends and patterns. Analysis leads to the development of strategy and tactics to control crime and disorder. Some law enforcement agencies have developed and implemented software to take crime analysis to the next level – predictive analysis. Using predictive analysis, operational commanders can statistically estimate the likelihood of certain types of crime or disorder occurring in certain places and deploy resources appropriately.

Development of strategy and tactics is based on crime analysis. Commanders responsible for districts are expected to know crime trends and patterns and to develop countermeasures. District commanders are given access to any and all resources of the department to implement crime control operations. Patrol resources are expected to be the primary force deployed for proactive policing although in some cases, special ad hoc units are established. Once the appropriate commanders agree on strategy and tactics, rapid deployment of personnel and resources is the hallmark of CompStat.

Perhaps the most prominent characteristic of CompStat is the relentless follow-up and assessment. This usually occurs in the form of accountability sessions involving district commanders and their staff with department senior managers. During such sessions, the results of strategic and tactical operations are reviewed and assessed for results. If

³⁸ *Ibid.*,10.

favorable results have been produced after action reports detail new learning, this intelligence can be passed on to other units and recognition is conferred on those responsible for the success. If results fall short of target, causal analysis is conducted and corrective action plans are developed on the spot. Performance failures are noted and performance expectations are reiterated. If necessary, personnel are re-assigned. The cycle of follow-up and assessment is predictable and steadfastly maintained.

Currently, the KCSO regularly collects and analyzes crime data to identify geographic and offender-based crime trends using a process called CrimeStats. The KCSO CrimeStats process is a structured process for analyzing, monitoring and highlighting crime trends and relaying trend information to command staff and contract city chiefs. Centralized crime analysis, such as that provided through CrimeStats, is an essential component of the CompStat model and could be built upon to develop a full-fledged CompStat model for the KCSO.

The CompStat model of police operations tends to be concentrated in larger police agencies. However, there is nothing in its genre that prevents it from being successful in any size law enforcement agency. Nor is the model pertinent only to urban policing environments. Rural or low-density geographic areas are also appropriate for the CompStat crime control model.

Rural Policing Best Practices

As a component of this working paper, Management Partners surveyed academic and professional organization research to identify rural policing standards. We also queried KCSO peer jurisdictions to determine to what extent law enforcement agencies define standards of service for rural areas. Unfortunately, there is little academic research detailing rural law enforcement standards and there is reluctance on the part of law enforcement organizations to define rural service levels. And so there is no "best practice" rural response time standard.

Rural service levels are, more often than not, driven by the availability of staffing resources over a large geographic area. This is especially the case for the KCSO given the large size of King County and the topographic limitations (e.g., bodies of water) that can inhibit a deputy's ability to provide rapid responses to calls for service.

The CompStat model, as a tool to more effectively deploy limited resources over a large area, can be applied to improve rural service levels. In fact, CompStat may be the most effective model for rural policing given the large geographic areas that must be patrolled.

The CompStat model would require the use of daily crime intelligence, including predictive analysis, to provide commanders with the information necessary to tactically deploy deputies based on CompStat predictions. Depending on tactical plans, patrol deputies may be deployed in a location other than their "normal" beat. In effect, response time is not

considered to be the factor driving deployment. Rather, the likelihood of crime/disorder based on sound analysis drives deployment. This enables jurisdictions to more effectively and efficiently deploy limited resources over large geographic areas. The application of this model to more effectively and efficiently deploy resources over a large rural area can serve as a law enforcement best practice.

Solvability Indices

Another practice adopted in many law enforcement agencies is the use of solvability indices to determine which cases should be investigated and which should not. This practice is an off-shoot of differential response applied to the area of criminal investigations. For many years, law enforcement agencies have known they will never have the resources to investigate every case that is referred. Given that universal investigation is an unattainable goal for all departments, some protocol for deciding which cases will be investigated needs to be established.

In most departments, the commander of the unit or squad reviews each case and makes a determination based on experience about which cases to investigate. In most cases, except for serious violent crime, the primary criterion for assigning a case for investigation is the likelihood of solving the case by making an arrest with a high probability of leading to successful prosecution.

A study of the criminal investigation process by Peter Greenwood for the Rand Corporation in 1975 concluded that detectives solved crimes through witnesses and not through sophisticated investigative techniques. The evolution of modern science and creation of national databases since that 1975 study give criminal investigators tools and techniques far beyond those available at that time. As a result, deciding whether a case is likely to be solved is more complex now. Other factors besides the presence and reliability of witnesses are important factors to consider. Many law enforcement agencies analyze criteria that have led to successful crime solving, document those, and formulate a formal case review technique to determine how a case matches up with its success profile in solving prior cases. Decisions about assigning a case for investigation are then based on the probability of solving the crime.

Most investigative units of the KCSO do not have formal solvability indices. That does not mean, however, that every case referred to the unit is assigned for investigation. Unit supervisors use their experience and instinct to decide whether a case is likely to be solved, and they very often get it right. Leading edge departments articulate and formalize the instinct and experience of a unit supervisor and combine that with the analysis of past successes, as well as the experience of unit investigators, to create an index for case assignments.

Some departments have also begun creating regional databases, such as the RAIN database created by the KCSO, for different types of crime. These departments have dedicated resources to analysis and

administration of the database to give them the intelligence and information needed for solving crimes. Officials representing various elements of the regional justice system have initiated development of a regional database for crime information. That initiative would create an important tool enabling proactive policing models and establishing inter-agency partnerships that have shown to be effective at controlling crime and disorder. It will also be essential as local law enforcement agencies continue to take an active role in the prevention of terrorism.

Computer Fraud and Identity Theft Investigations

As previously discussed, nationwide and local crime trends indicate that computer-based fraud and identity theft is one of the fastest growing types of crime in the United States and in King County. The complexity of internet-based and identity theft crime creates unique challenges for law enforcement organizations. Prior to the advent of the internet, many of the crimes occurring across the country, whether violent crime or property crime, were limited to specific geographic areas with easily definable victims.

The nature of internet-based crime and identity theft makes it far more difficult to identify victims, perpetrators and crime patterns. For example, if an individual in King County becomes the victim of identity theft, he or she may in fact be only one of several victims who have yet to discover they are victims and/or are dispersed throughout the state or country. This makes it difficult for any single law enforcement organization to identify the actual complexity of the crime. Furthermore, in the event that suspects are identified, it is often difficult for the law enforcement agency to take action because those suspects may in fact be located in a completely different jurisdiction, state or country. Another challenge to law enforcement organizations is that patrol officers, investigators, and prosecutors often have a limited understanding of the complexity of computer-based crime/identity theft and very little training on the investigative methods necessary to effectively pursue these criminals.

Given the global nature of computer-based crime and identity theft as well as the lack of a nationwide strategy to combat these types of crimes, the United States Department of Justice's Office of Community Oriented Policing Services (COPS), the Major City Chiefs Association (MCCA) and the Division of Public Safety Leadership at Johns Hopkins University completed a study to identify best practices utilized throughout the United States and Canada to combat the growing issue of computer-based crime and identity theft.³⁹

This study resulted in a list of applicable best practices. Management Partners has identified the best practices cited in the COPS report that may be relevant to the Sheriff's Office and summarized them below under the categories of Partnership and Collaboration, Victim Assistance, and Training.

³⁹ "United States Department of Justice: Office of Community Oriented Policing Services "A National Strategy to Combat Identity Theft," May 2006.

Partnership and Collaboration - Given the fact that computer fraud and identity theft crimes have the potential to impact multiple law enforcement organizations in multiple jurisdictions, an important component of any strategy to combat fraud and identity theft is multi-jurisdictional partnership and collaboration.

The Atlanta Metropolitan Police Department's Major Fraud Unit has developed multiple partnerships to pursue identity theft cases. All Fraud Unit Investigators are required to attend monthly MetroTec meetings, which is a joint venture of all police departments in metropolitan Atlanta, federal law enforcement, private security, and banking institutions. Participants share information about cases, suspects, methods of operation, and so forth. All investigators also attend the MetroPol Fraud Group, which has a similar format but focuses solely on fraud. The Atlanta Police Department is also a member of the U.S. Secret Service Organized Fraud Task Force, which helps the Atlanta Fraud Unit obtain information concerning fraud investigations in other jurisdictions and states.⁴⁰

Several law enforcement organizations in the State of Minnesota have also taken the initiative to form collaborative partnerships to fight fraud and identity theft. In 1999, law enforcement agencies in Minnesota began to form small, localized task forces to communicate about known criminals and groups committing identity theft. In 2000, these efforts lead to the creation of the statewide Minnesota Financial Crimes Task Force (MNFCTF).

The MNCTF has also created business partnerships with the Minnesota Retailers Protection Association to coordinate with private-sector investigators to detect, investigate, and prosecute career criminals and organized crime groups who commit identity theft and other financial crimes. Investigative teams comprising MNFCTF members and private-sector investigators are created on a fluid, dynamic basis to pursue active criminals operating anywhere in Minnesota. The MNFCTF has created lines of communication among local law enforcement inside and outside of the state and with federal agencies.⁴¹

The National Institute of Justice-funded pilot program called "project WHO?" to address the problem of identity theft crime by enhancing law enforcement's ability to manage the complaints, investigation, and eventual prosecution of Internet-related identity theft through the processing, presentation, and geospatial analysis of identity theft data. This project articulates the experiences of multiple jurisdictions and agencies concerning identity theft and provides regional data in support of investigations. Core project partners include the San Diego Police Department, the Computer and Technology Crime High-Tech Response

⁴⁰ *Ibid.*, 11.

⁴¹ *Ibid.*, 14.

Team (part of the Southern California High-Technology Crime Task Force), the San Diego District Attorney's Office, and eLCHEMY, Inc.⁴²

Victim Assistance - Another important component in combating identity theft and fraud is informing the public about how to identify and prevent these types of crimes. The Los Angeles Sheriff's Department developed a victim's guide/brochure containing detailed information on the steps victims need to take to report and disrupt identity theft. The guide covers nine common types of identity theft involving unauthorized use of credit card accounts, stolen checks, ATM cards, fraudulent change of address, social security number misuse, passports, telephone service, driver's license number misuse, and false civil and criminal judgments for actions committed by an imposter.⁴³

Training - Given the challenges that fraud and identity theft cases pose to law enforcement organizations, businesses and the public, it is important that each of these groups is equipped with the knowledge necessary to prevent these crimes when possible, and, effectively investigate these crimes when necessary.

The Carson City Sheriff's Department (CCSD) conducts a biannual training seminar to enlist the help of the city's businesses and citizens in combating identity theft. The seminars focus primarily on stopping check fraud, a common form of identity theft related to casino operations because customers expect casinos to cash checks so they can gamble. These seminars are structured to occur frequently and the curriculum is subject to change in response to crime trends.⁴⁴

As part of its mission to investigate identity theft cases statewide, the Michigan State Police (MSP) ID Theft Unit developed a training program to assist local law enforcement officers in investigating and preparing identity theft cases for warrants and trial. The Michigan State Police wanted to ensure that officers did not miss opportunities to pursue identity theft cases because of a lack of legal knowledge of what is needed to investigate and prosecute successfully. The MSP unit works with prosecutors in all parts of the state and they are able to share the legal insights of prosecutors in one jurisdiction with investigators statewide. They also have created a network of contacts and provide local officers with a directory of who to call, along with questions and a list of contacts at local banks and credit card companies.⁴⁵

The federal government also offers seminars to educate law enforcement personnel about the resources and procedures available to investigate fraud and identity theft crime. Since 2002, a consortium of federal agencies (U.S. Secret Service, U.S. Postal Inspection Service, U.S. Department of Justice, Federal Trade Commission, and recently the Federal Bureau of Investigation) have hosted a series of regional

⁴² *Ibid.*, 16.

⁴³ *Ibid.*, 33.

⁴⁴ *Ibid.*, 34.

⁴⁵ *Ibid.*

seminars for local law enforcement. The one-day seminars include presentations by the federal agencies on the resources and assistance they can provide to local officials on identity theft. The Secret Service presents an introduction to the use of its Identity Crime video and CD-ROM resource guide and demonstrates its E-information Network. Other federal agency representatives demonstrate how to use federal databases such as the FTC's Sentinel identity theft database and the U.S. Postal Inspection Service's financial crimes and fraudulent address databases.⁴⁶

Hiring Practices

As previously discussed in the change driver section, turnover in law enforcement agencies has become a major area of concern. Given the number of KCSO employees eligible to retire each year, it is prudent to examine best practices in hiring and recruitment to prepare for the potential impact of these retirements.

To further examine this issue, the Community Policing Consortium (CPC) undertook a study of best practices in police recruitment and selection practices⁴⁷. This study yielded a number of promising practices that law enforcement agencies can use to recruit individuals who have the skills and abilities to be successful community policing officers and deputies.

Recruitment Plan – Having a plan of action for recruiting and selecting candidates is one of the most crucial elements of a successful process. Local government agencies have developed recruitment policies to help guide the process and ensure the hiring of top candidates. Comprehensive recruitment policies include strategies for targeting the right audience for recruitments, advertising standards, costs for specialty advertising and a comprehensive listing of available recruitment tools.

Community Engagement – As described in the CPC study, law enforcement organizations across the county are using new techniques to engage the community in recruiting and hiring officers. For example, the Sacramento Police Department faced a particular challenge recruiting minority candidates. Therefore, it invited citizens with ties to the minority community to participate in focus groups to help identify skills and traits appropriate for officers in the city. Ultimately, some of these focus group participants were invited to participate in officer interview panels. The Burlington, Vermont Police Department created the Community Consultant Program, which uses citizens as adjunct recruiters. These citizens, working closely with professional department staff, attend job fairs, town meetings and workplaces to assist in recruiting new officers.⁴⁸

Marketing – In the past, organizations prepared basic job announcements when vacancies needed to be filled. Today, however, competition for quality candidates for all positions is high, and simple advertising does

⁴⁶ *Ibid.*, 35.

⁴⁷ Ellen Scrivner, Ph.D., *Innovations in Police Recruitment and Hiring*, 2006, 1.

⁴⁸ *Ibid.*, 33.

not always lead to a quality candidate pool. Therefore, law enforcement agencies are employing new ways of reaching out to potential applicants. Use of web sites, media outlets and other creative marketing materials is on the rise. Several police agencies have engaged in marketing campaigns to create a brand for their departments. The Hillsborough County (Florida) Sheriff's Office employed the use of a marketing consultant to ultimately develop a brand that conveyed the skills, abilities and personal characteristics of a county officer.⁴⁹ Efforts such as these have helped enhance a candidate's understanding of the expectations of the position even before the selection process begins.

Uses of Technology

Many of the best practices listed above require the use of various forms of technology. For example, the development and utilization of a CompStat tool requires the use of sophisticated crime analysis and crime mapping software. However, there are additional best practices in the area of technology utilization that may help the KCSO better meet future law enforcement challenges.

To identify these best practice areas, Management Partners reviewed KCSO's technology plan, as defined in the County's Annual Technology Report, to capitalize on needs assessments already completed by KCSO staff. The KCSO has not had its own technology strategic plan to guide these decisions. Management Partners then completed a survey of professional organizations and law enforcement think tanks such as the International Association of Chiefs of Police, the Police Executive Research Forum and the Department of Justice's National Institute of Justice, to identify best practices that correlate to the technology needs identified in the KCSO technology plan. Research indicated that many of the specific issues identified for resolution in the KCSO Technology Plan can be addressed by implementing a modern records management system (RMS).

Modern records management systems help law enforcement organizations to more effectively and efficiently provide services by increasing the quality and availability of real-time information to front-line officers and department management. These systems can integrate a department's operational, analytical and administrative components by recording and retrieving information that is vital to law enforcement initiatives and the criminal justice process.

The existing records management system (IRIS) and evidence tracking system (TESS) used by the KCSO are customized Microsoft Access databases that were created using version 97 of that product. These systems were created before wireless data connectivity was available. As a result, no central data server connection existed for officers in the field. Instead, deputies are required to upload data at the beginning of each shift and download data at the end of each shift. This can take an individual deputy as much as 60 minutes per shift, according to the

⁴⁹ *Ibid*, 39.

KCSO. Not only does the existing RMS limit the real-time information available to deputies, but it requires a significant daily expenditure of time to load information. In addition, due to file size limitations inherent in Microsoft Access 97, officers only have one year of information available to them in the field for pre-incident investigations, etc.

The KCSO has decided that purchasing and implementing a new RMS and evidence-tracking system is a high priority. Such a system needs to be built on open standards to facilitate interoperability and tailored to provide robust and reliable wireless connectivity. The department has completed a thorough needs assessment to detail both KCSO's specific RMS requirements and connectivity needs for partner agencies and systems. Stakeholders for the needs assessment included key individuals and agencies external to KCSO; including the King County Law, Safety and Justice Interoperability Program, the Prosecuting Attorneys Office, the Department of Adult and Juvenile Detention, the King County Police Chiefs Association, and the State of Washington Justice Information Network.

The assessment also included a market analysis of the software available to meet those needs. Since that time, KCSO has released an RFI to obtain cost estimates and to enable a thorough and defensible business case. KCSO is pursuing project funding through the King County Office of Information Resource Management (KC OIRM) for 2008.

To assist law enforcement agencies with this type of effort, the Law Enforcement Information Technology Standards Council (LEITSC) has gathered information from a number of resources, including law enforcement agencies and Records Management System RFPs, to identify the standard requirements and capabilities of a functional RMS. The LEITSC report identified ideal RMS features as follows:⁵⁰

1. Master Indices: An effective RMS system has master indices that correlate and aggregate information to eliminate redundant data entry by allowing the reuse of previously entered data.⁵¹
2. Calls for Service: A functional RMS system must have an interface in place to allow the transfer of calls for service data and other relevant incident data from the Computer Aided Dispatch (CAD) system to the RMS system.⁵²
3. Incident Reporting: Incident reports containing required case information should be linked directly to the RMS system and attributable to specific calls for service, where applicable. The system should be capable of meeting privacy expectations of victims, juveniles and witnesses, and should be capable of

⁵⁰ The Law Enforcement Information Technology Standards Council., *Standard Functional Specifications for Law Enforcement Records Management Systems (RMS) V.1.* 2005

⁵¹ *Ibid*, 8.

⁵² *Ibid*, 13.

capturing the necessary information to satisfy NIBRS and UCR reporting requirements.⁵³

4. Investigative Case Management: In the event that an incident requires a follow-up investigation, the RMS system should be capable of assigning case and task responsibility. The assigned officer should receive these assignments electronically and the RMS should be capable of recording all records of subsequent investigative activities. The RMS system should also support electronic monitoring of investigations, and the development of case information and reports necessary for issuing charging recommendations to a prosecutor. Case disposition also should be recorded in the RMS to trigger the release of property.⁵⁴
5. Property and Evidence Management: An RMS system should allow a property custodian to record information about a piece of property/evidence into the RMS. Historical and logistical information should be accessible by law enforcement personnel, and the system should track and verify that evidentiary chain-of-custody requirements are met. The RMS system also should provide automatic notifications detailing when property can be released, destroyed or sold at auction. Many jurisdictions have stand-alone property/evidence management systems apart from an RMS system. Under these circumstances, the property management system should interface with the RMS to minimize redundant data entry.⁵⁵
6. Warrant: Warrant information can be entered into the RMS manually or through a direct interface to the courts. Warrant information should be accessible to officers in the field through mobile data terminals so that warrants can be verified before service. The warrant module of an RMS should provide warrant status tracking capabilities to reflect, in real time, when a warrant has been served or cancelled by the court.⁵⁶
7. Arrest: The RMS system should allow an officer to electronically document all of the steps taken in an arrest. This data can then be used in booking to reduce redundant data entry, and by the court to verify the legality of the arrest.⁵⁷
8. Booking: The RMS system should allow booking records and photos to be electronically linked to the arrest report, and checked against existing records to avoid redundant data entry.⁵⁸
9. Juvenile Contact: A functional RMS must have the capability of meeting the special requirements associated with the collection, storage and retrieval of information about juveniles.

⁵³ *Ibid*, 14.

⁵⁴ *Ibid*, 17.

⁵⁵ *Ibid*, 21.

⁵⁶ *Ibid*, 24.

⁵⁷ *Ibid*, 27.

⁵⁸ *Ibid*, 30.

The RMS should enable restricted access to pre-defined law enforcement personnel and court personnel.⁵⁹

10. Citations: The RMS should enable citation information to be uploaded and stored. This module should interface with the court system to capture court scheduling data and disposition.⁶⁰
11. Civil Process: RMS systems should allow for the data entry of writs, summons subpoenas, warrants, judgment orders, protection orders and other legal papers to be served by officers. The RMS should be capable of tracking the service record and should interface with the accounting system for billing purposes.⁶¹
12. Permits and Licenses: The RMS system should record and track the issuance of licenses and permits. The status of the licenses and permits should be tracked and appropriate notifications should be automatically generated in the event of expiration, or in the event that the license/permit holder is arrested or issued a citation. The permits and licensing module should interface with the accounting system for billing purposes.⁶²
13. Equipment and Asset Management: A fully functional RMS system should allow a department to electronically record the receipt of equipment, track the source of the equipment, and issue and track the issuance of equipment to individuals or organizations. The asset management module of the RMS also should generate automatic reports to assist in the management, repair and replacement of assets.⁶³
14. Personnel: The RMS system should be capable of interfacing with exposing human resources systems to keep track of and update basic information about personnel and volunteers. Personnel information also can be linked to specific performance metrics concerning organizational issues such vehicle crashes, citizen complaints, use of force, etc., and used as a component of an early intervention system. The RMS personnel module should serve as a scheduling and case assignment resource for operations commanders.⁶⁴
15. Analytical Support (Crime Analysis): An integrated RMS system should provide department staff with the information and data analysis tools to analyze existing crime patterns and respond in real time. An RMS system should support crime analysts by enabling the query and production of ad hoc, customizable reports, as well as standard reports. The RMS

⁵⁹ *Ibid*, 32.

⁶⁰ *Ibid*, 37.

⁶¹ *Ibid*, 43.

⁶² *Ibid*, 46.

⁶³ *Ibid*, 48.

⁶⁴ *Ibid*, 53.

should interact with existing analytical tools such as crime mapping software.⁶⁵

16. Public Disclosure: Provide for reviewing, redacting, saving and printing of redacted documents.

The items listed above represent a generic set of technological specifications that, if applied to the planning and development of a law enforcement RMS, will improve the functionality and integrative capabilities of the KCSO. Furthermore, the various modules available as components of an RMS address technology issues identified for resolution in the KCSO technology plan. These include replacement of antiquated records and evidence tracking system, development of an early intervention system and the technological modernization of the Civil Unit.

The KCSO is well aware of the LEITSC report. That document was reviewed by the Technology Advisory Group (TAG) in 2006 and provided the original baseline used during the recently completed needs assessment for the replacement RMS project. The KCSO technology program recognizes the value of collaborative guidance, such as the LEITSC report, and strives to implement such recommendations where possible and appropriate.

Additionally, KCSO IT leadership is also keenly aware of the ever-increasing interdependency needs within law enforcement and public safety. Its operations and information systems, must support openness and broad and efficient collaboration. As KCSO contemplates technology changes, it will continue to reach out to its information customers and law enforcement partners to ensure that the end solution reflects and supports internal and external needs.

While the implementation of an RMS system would improve the effectiveness of the KCSO, the evolutionary nature of technology dictates that new solutions will continue to be developed to address old problems. Given this reality, the KCSO regularly monitors technology developments and best practices, and evaluates those developments for applicability in King County. It is critical that the KCSO develop a strategic plan for technology to guide these decisions in the future.

⁶⁵ *Ibid*, 58.

Steering Committee recommendations

Policy Questions

The recommendations of the Steering Committee included in this section were developed after reviewing information provided by Management Partners and staff and working groups throughout this process. The recommendations are a response to questions that correspond to the four policy areas identified by the Steering Committee early in the process. The policy areas and questions discussed by the Steering Committee are enumerated below.

1. Type of Services and Service Levels

- In the urban and suburban setting (non-contract) what are public expectations for patrol and non-patrol services (such as follow-up investigations, school resource officers, and community access to services)?
- What level of service should the OMP anticipate?
- What is an appropriate response time in urban/suburban areas to Priority X and Priority 1 calls?
- How much of an officer's time should be available for proactive activities in urban/suburban areas?
- In the rural setting, what are the public expectations for patrol and non-patrol services (such as follow-up investigations, school resource officers, and community access to services)?
- What level of service should the OMP anticipate?
- What is an appropriate response time in rural areas to Priority X and Priority 1 calls?
- How much of an officer's time should be available for proactive activities in rural areas?
- What is the definition of a "regional" service?
- What is the definition of a "specialty" service?

2. Service Delivery Alternatives

- Based on the review of law enforcement best practices, what best practices should be considered for (further) implementation by the KCSO?
- Should differential response/alternative call handling protocols be evaluated?

- What is the appropriate role for community-oriented/problem-oriented policing?
- What is the appropriate time allocation for proactive enforcement activities?
- How can CompStat be enhanced?
- What is the best plan for computer fraud and identity theft investigations?
- What are the best hiring practices to ensure that quality is retained?
- What impact does technology have on the department?
- Are there particular areas for collaboration that should be pursued by the KCSO?
- Are there any regional and/or specialty services that the OMP should anticipate being eliminated from the KCSO's menu of services?
- Are there policies that should be identified to help the Sheriff deal with unmet needs?

3. Funding Implications

- What are the funding implications of service level recommendations?
- Should the KCSO charge for regional services?
- Should the KCSO charge for specialty services?
- Is it realistic to expect full cost recovery for regional and specialty services?
- Is it realistic to expect full cost recovery for contract services?
- Should "bundling" criminal justice services (police, courts, jails) for contract jurisdictions be encouraged with fiscal policy?

4. Executive Authority of Sheriff

- Who should be responsible for the hiring process for KCSO employees?
- Who should be responsible for labor negotiations with KCSO employees?
- Who should be responsible for labor negotiations regarding management rights?
- Who should be responsible for negotiating salary and benefits considerations?
- Should there be restrictions in the Sheriff's ability to organize and structure the department? If so, what should they be?

On June 8, 2007, the Steering Committee deliberated on these issues and produced the following statements and corresponding recommendations.

Types of Service and Service Levels

As a separately elected official, the Sheriff is duty-bound to the citizens, the employees and the government accountable for the resources provided to the Sheriff's Office to carry out its duties. In order to provide for the peace and safety of the community, the Sheriff must apply the available limited resources in the most efficient and effective manner. As such, it is the responsibility of the Sheriff to determine those human resources, skills, tools and tactics that will allow the organization to perform its mission in serving the public.

Guiding principles for efficient and effective resource allocation include:

- Using recognized industry best practices to enhance service delivery
 - Technology improvements for modern policing and administration
 - Advanced staffing, training and personnel resource management
 - Community policing and crime prevention (proactive and reactive)
- Expanding cooperative relationships
 - Law enforcement partnership and collaboration (local, state, federal and tribal)
 - Service bundling: public safety, courts, jails, prosecutor and public defense
 - Contracting as a countywide strategic benefit
 - Other first responder collaboration: fire, communications and EMS.

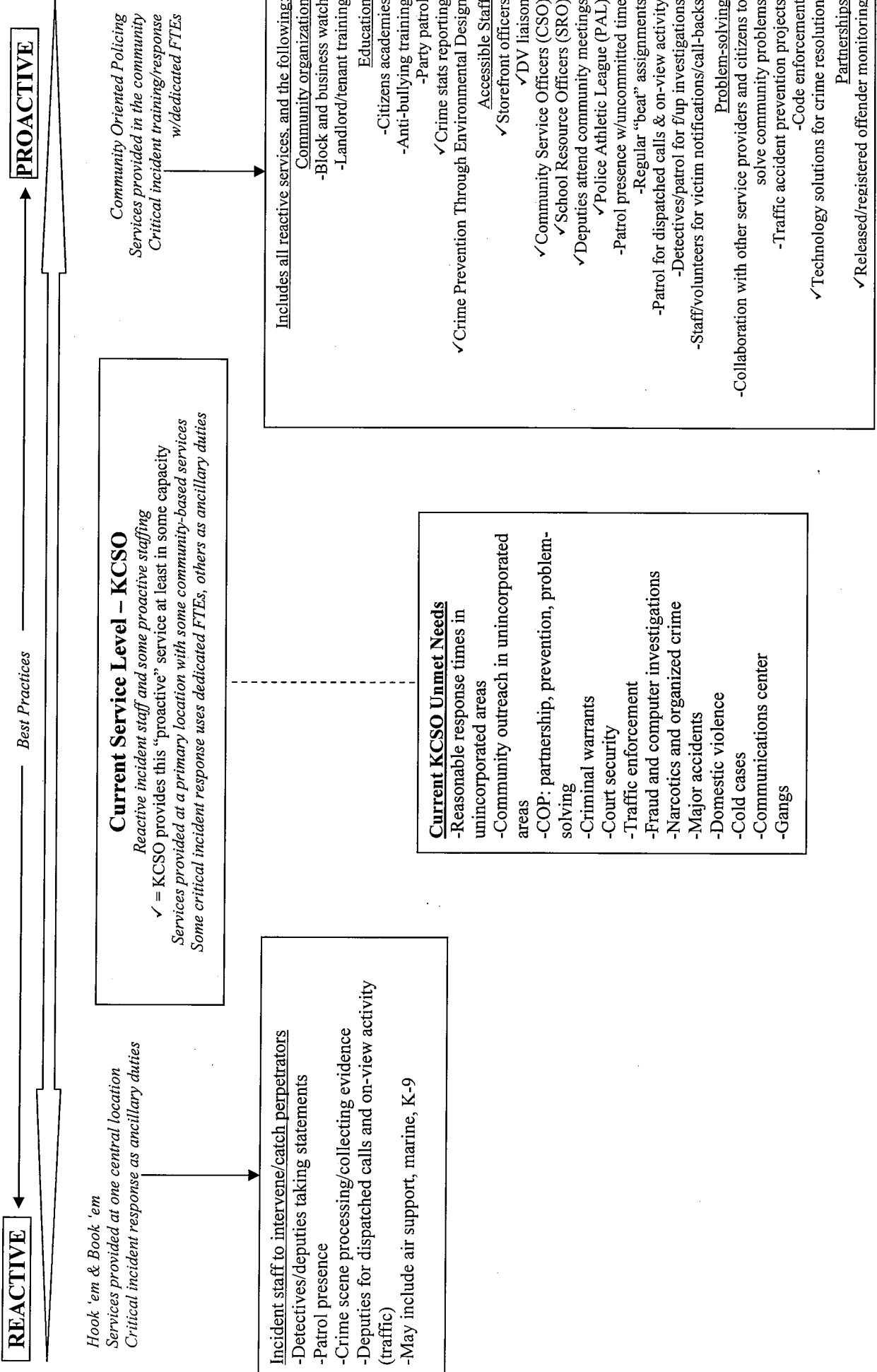
Recommendation

As a provider of local and regional law enforcement services, the King County Sheriff's Office should be a proactive law enforcement agency that employs best practices to meet the needs of King County residents. The Steering Committee's goal is that the Sheriff's Office meets identified unmet needs and statutory requirements, within the constraints of funding limitations, while moving towards becoming a more proactive agency.

The Steering Committee recognizes that implementation may require reallocation or commitment of additional resources.

The figure below depicts a continuum of service levels for patrol and non-patrol services that the Steering Committee used to discuss and describe the type of law enforcement they desired in King County.

Service Level Continuum for Patrol & Non-Patrol



Service Delivery Alternatives

In discussing this issue, the Steering Committee moved away from calling services "regional" or "specialty" and instead focused on the larger issue of what should or should not be charged back to municipalities. In considering this issue, the Steering Committee used Table 10 to understand, in broad terms, the types of services provided by the Sheriff's Office to contract customers, non-contract jurisdictions and unincorporated King County.

TABLE 10: KCSO CONTRACT, NON-CONTRACT AND UNINCORPORATED SERVICES

KEY: • = provided to all of King County, not chargeable; ✓ = optional, chargeable

Service	Contract	Non-contract	Unincorporated
Patrol	✓	Not Provided	•
AFIS	•	•	•
Air Support*	•	•	•
Bomb Disposal	•	•	•
Canine Unit	✓	✓	•
Child Find	•	•	•
Civil Warrants	•	•	•
Court Protection	•	•	•
Centralized Drug Enforcement	•	•	•
Criminal Warrants	•	•	•
Critical Incident Preparedness/Homeland Security	•	•	•
Data Control	•	•	•
Dignitary Protection**	•✓	•✓	•
Domestic Violence Intervention Unit	✓	✓	•
Driving While Intoxicated	✓	✓	•
Evidence & Supply/Property Management	✓	Not Provided	•
Fraud and Computer Forensics	✓	✓	•
Homicide Investigations	•	•	•
Hostage Negotiations	✓	✓	•
Internal Investigations	✓	Not Provided	•
Internal Support***	•✓	Not Provided	•
Legal Advisor	✓	Not Provided	•
Major Accident Response and Reconstruction Unit	✓	✓	•
Major Crimes and Special Assault Detectives	✓	✓	•
Marine Patrol****	•✓	•✓	•
Photo Lab	✓	✓	•
Polygraph	✓	✓	•
Records	✓	Not Provided	•

Service	Contract	Non-contract	Unincorporated
Recruiter & Background Investigations	✓	Not Provided	•
Regional Criminal Intelligence	✓	✓	•
Research, Planning & Information Services	✓	Not Provided	•
Search and Rescue	•	•	•
Sex Offender Registration	•	•	•
Special Support and Enforcement	•	•	•
Tactical Response/SWAT	✓	✓	•
Training	✓	Not Provided	•
Violent Crimes Review	•	•	•

(WP 4, Change Drivers and Best Practices)

* Depends on nature of request

** Private hosts are charged for dignitary protection when required

*** Non-chargeable for Law Enforcement Officers' and Firefighters' Retirement System

**** The search and rescue functions of marine patrol are not chargeable; all other functions are chargeable

Recommendation

The King County Sheriff's Office should foster and leverage collaborative partnerships to increase efficiencies and improve overall/regional services for all King County residents.

In FY 08, the Sheriff should complete a thorough review and analysis of the costing and service delivery models. The definition of chargeable and non-chargeable services provides a framework to revise the costing model.

Chargeable: *Services that should be paid for using local funding sources. These include basic police services⁶⁶ that are routinely used in most cities within King County.*

Non-chargeable: *Services that should be paid for using regional funding sources (revenues collected by King County). These include services not routinely used in most cities⁶⁷.*

The County should explore bundling of criminal justice contracts (public safety, courts, jails, prosecutor and public defense) for contract agencies.

⁶⁶ Basic police services include proactive and reactive patrol, basic follow-up investigation, traffic control, crime prevention...

⁶⁷ These include services that are not routinely used in most cities, are highly specialized, require extensive training and experience and /or expensive equipment (e.g. computer forensics, SWAT, air support, marine patrol, bomb disposal...). This also includes those services that are more effectively accomplished when approached from a regional perspective – criminal intelligence, demonstration management and critical incident preparedness.

Executive Authority of the Sheriff

The Executive Authority of the Sheriff is defined by the King County Charter and in some cases, the Revised Code of Washington (RCW). A Charter Commission is reviewing the King County Charter and the Steering Committee elected to make a recommendation directly to the Charter Commission on this issue.

Recommendation to the Charter Commission

The Sheriff should be granted the statutory authority through the King County Charter to negotiate labor agreements with all King County Sheriff's Office labor units for staff groups exclusively employed by the Sheriff. The Sheriff should have the authority to hire staff (for all bargaining units) and make staff appointments within the annual budget process.

The Executive should retain the authority to negotiate wages and benefits for all bargaining units that cross over into other King County departments. The Sheriff should have the authority to negotiate management rights for all labor agreements. The Sheriff and the Executive shall collaborate on all labor contract matters involving wages, benefits, and management rights.

Conclusion

Preparing for the development of an Operational Master Plan for the King County Sheriff's Office requires thoughtful contemplation about many issues affecting future operations. The OMP Steering Committee has engaged in significant dialogue, considering numerous change drivers, stakeholder input, and research on industry best practices, to arrive at this point in the process.

The Steering Committee has concluded that the Sheriff needs to adopt proactive policing models using industry best practices and provide regional leadership to establish collaboration among law enforcement service providers. They also concluded that law enforcement services provided by the Sheriff should be adjusted to address unmet needs. Another conclusion is that the Sheriff needs to be granted the authority to play a greater role in labor relations when it pertains to personnel under her command.

The work of the Steering Committee was essential. Major issues were identified and discussed and a collaborative effort resulted in sound recommendations being made. This will enable an Operational Master Plan to be written that will serve the Sheriff's Office well into the future.

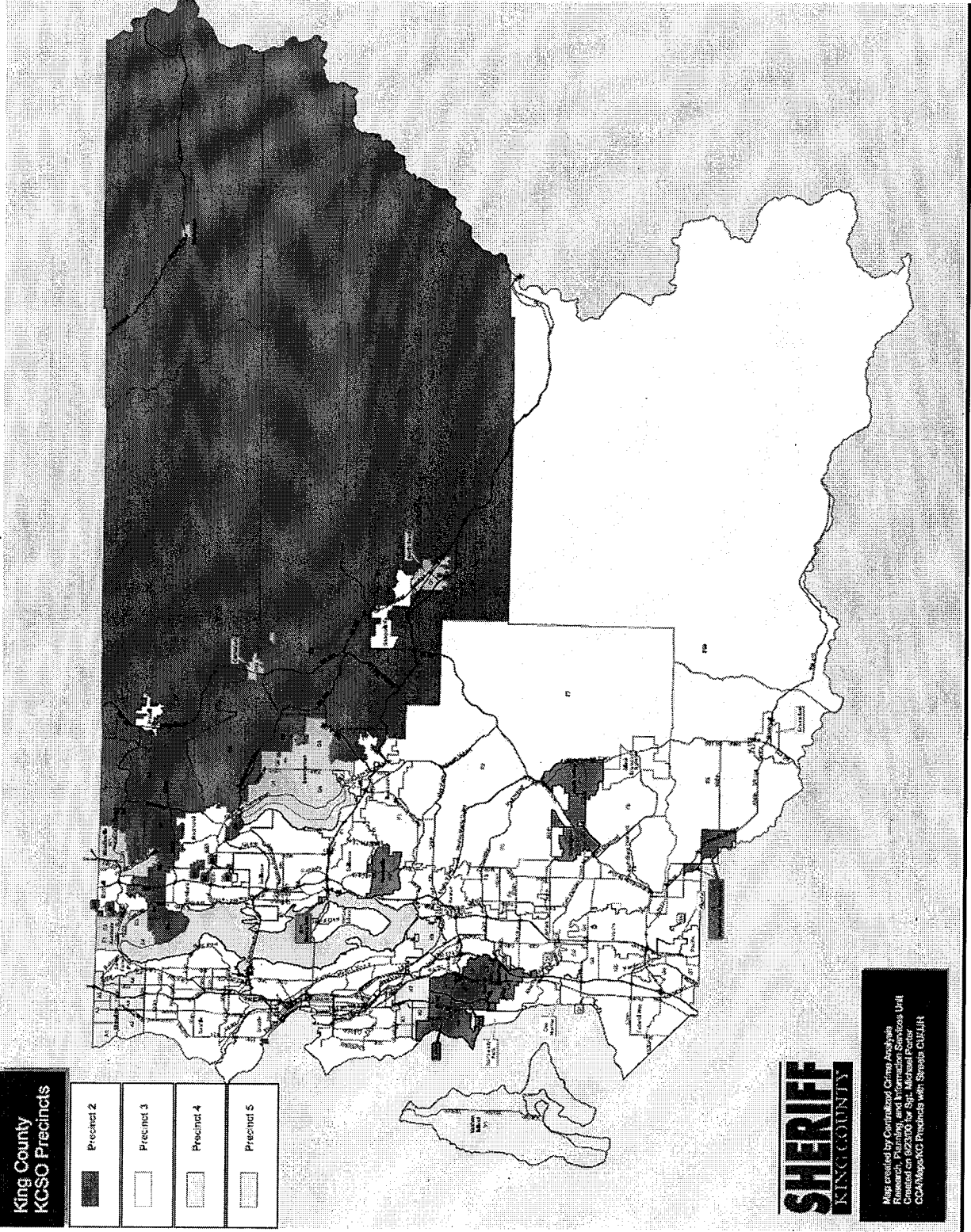
Appendix B – List of Management Partners' Interviews

Steve Anderson, City Manager, Kenmore, Washington
Stan Aston, Chief, City of Kirkland, Washington
Roger Baker, Chief of Police, City of Des Moines, Washington
Elissa Benson, Senior Policy Analyst, Regional Governance Group
James Bush, Personal Staff Member to Dow Constantine
David Cline, Assistant City Manager, Burien, Washington
Dow Constantine, King County Council
Bob Cowan, Director, King County Office of Management and Budget
Tricia L. Crozier, Chief Administrative Officer, King County District Court
Clifton Curry, Senior Principal Legislative Analyst, Metropolitan King County Council
Cathy Grindel, Director of Court Technology, King County District Court
Reed Holtgeerts, Director, King County Adult and Juvenile Detention Department
David Hocraffer, King County Public Defender
Gil Kerlikowske, Chief of Police, City of Seattle
Scott Kimerer, Contract Police Chief of the City of Burien (KCSO Captain)
Kathy Lambert, King County Council
Mark Larson, Chief Criminal Prosecutor, King County Prosecuting Attorney's Office
Judge Barbara Linde, King County District Court Chief Presiding Judge
Leesa Manion, Deputy Chief of Staff, King County Prosecuting Attorney's Office
G. Markle, Captain, City of Kirkland
John McSwain, Contract Police Chief of Woodinville (KCSO Sergeant)
Maggie Nave, Prosecutor, King County Prosecuting Attorney's Office
William Nogel, Legislative Analyst
Eric Olsen, Captain, City of Kirkland
Sue Rahr, King County Sheriff
Scott Sotebeer, Chief of Staff, King County Sheriff's Office
Paul Sherfey, Chief Administrative Officer, King County Superior Court
Denise Turner, Chief of the Technical Services Division, KCSO
Kathy Van Olst, Deputy Chief Criminal Prosecutor, King County Prosecuting Attorney's Office
Brian Wilson, Chief of Police, City of Federal Way, Washington

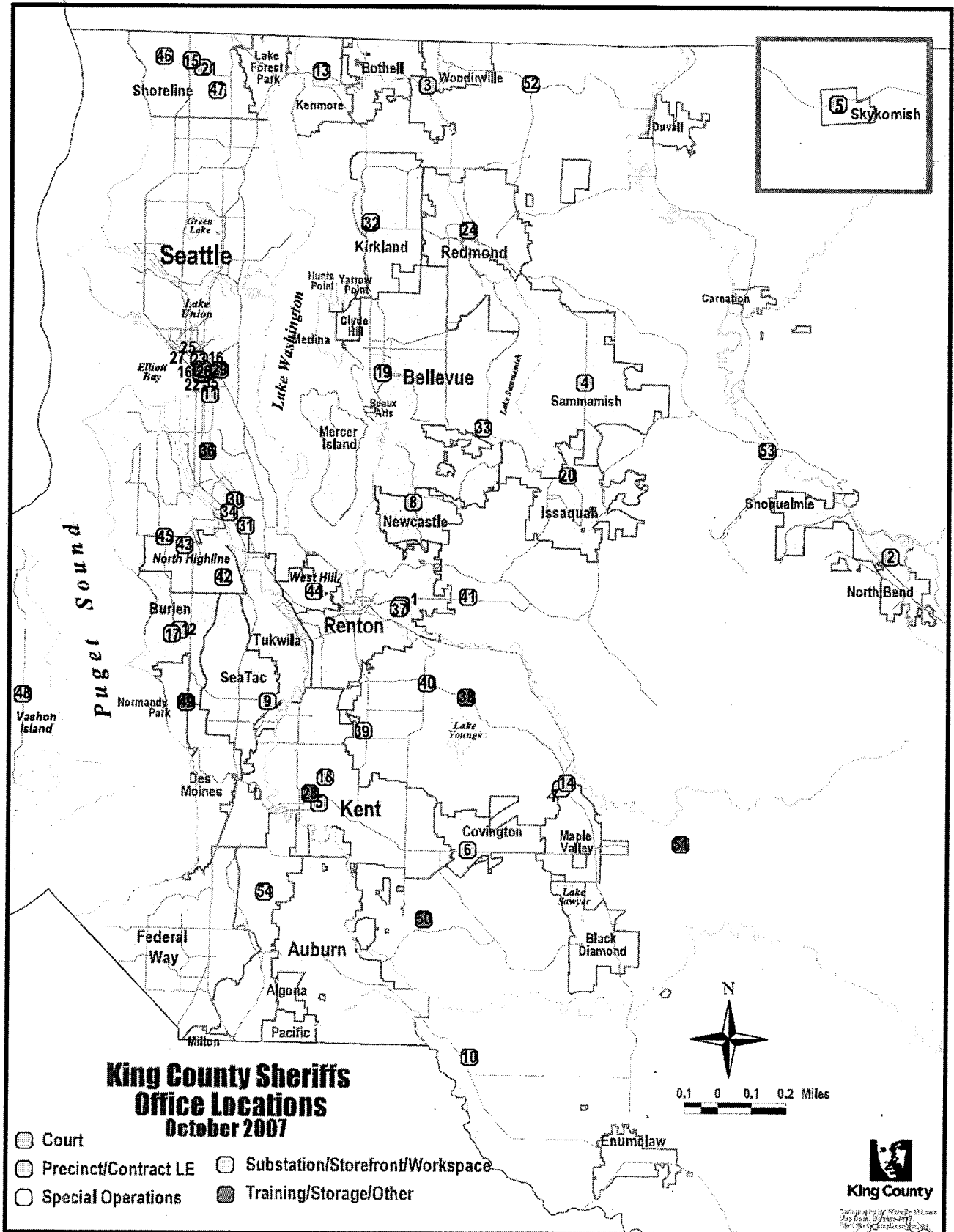
Appendix C – Focus Group Participants

<p><u>FG 1 – Elected Officials</u></p> <ol style="list-style-type: none"> 1. Rosemarie Ives – Redmond 2. Howard Botts – Black Diamond 3. Laure Iddings – Maple Valley 4. Ken Hearing – North Bend 5. Mary-Alyce Burleigh – Kirkland 6. Bryan Cairns – Mercer Island 7. Les Thomas – Kent 8. David Hill – Algona 9. Jean Garber – Newcastle 10. Sue Blazak – Burien 11. Jack Block Jr. – Burien 12. Shawn McEvoy – Normandy Park 13. John Wise - Enumclaw 	<p><u>FG 2 – Contract City Managers</u></p> <ol style="list-style-type: none"> 1. Mike Sauerwein – Administrative Services Director, Sammamish 2. John Starbard – City Manager, Newcastle 3. David Cline – Assistant City Manager, Burien 4. Julie Modrzejewski– Assistant City Manager, Shoreline
<p><u>FG 3 – Contract City Chiefs</u></p> <ol style="list-style-type: none"> 1. Dave Germani - Beaux Arts Village 2. Kevin Klason - Covington 3. Jerrell Wills - King County Airport 4. Michelle Bennett - Maple Valley 5. Jon Loye - Muckleshoot Indian Tribe 6. Melinda Irvine - Newcastle 7. Joe Hodgson - North Bend 8. Brad Thompson - Sammamish 9. Jim Graddon - SeaTac 10. Tony Burt - Shoreline 11. Rebecca Norton - Skykomish 12. John McSwain - Woodinville 13. Carol Cummings - KCDOT/Metro Transit Police 	<p><u>FG 4 – Non Contract City Chiefs</u></p> <ol style="list-style-type: none"> 1. Steve Harris – Redmond 2. Stan Aston – Kirkland 3. Glenn Merryman – Duvall 4. Ed Holmes – Mercer Island 5. Dennis Peterson – Lake Forest Park 6. Stan McCall – Federal Way 7. Jim Kelly – Auburn 8. Kevin Milosevick – Renton 9. Jim Montgomery – Bellevue
<p><u>FG 5 - Blue Ribbon Panel</u></p> <ol style="list-style-type: none"> 1. Mike O'Mahony 2. Randy Revelle 3. Pat Stell 4. Jennifer Shaw 5. Faith Ireland 	

Appendix D – Map of KC SO Precincts



Appendix E – Map of All KCSO Service Locations



Map Key:

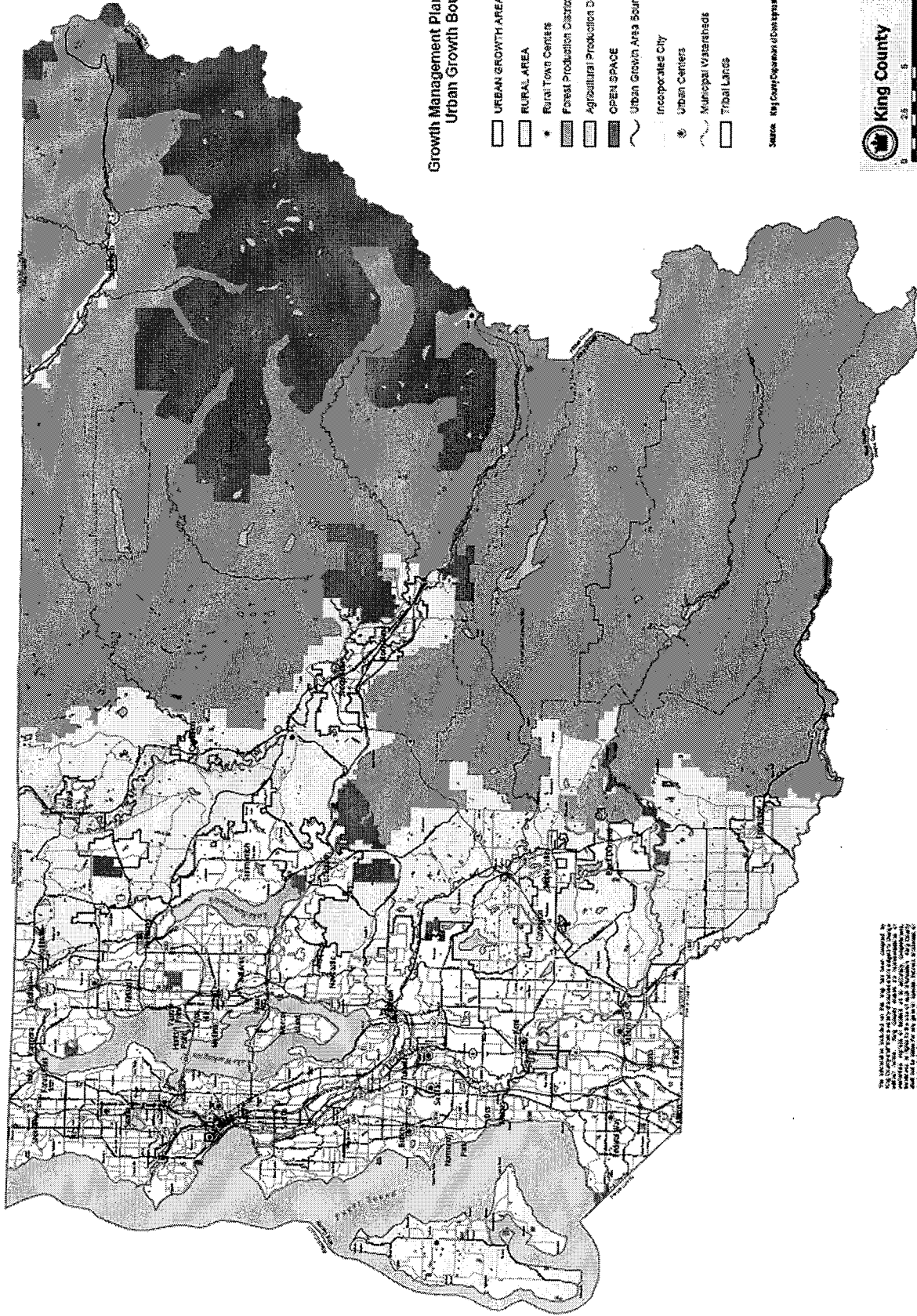
Ref #	Site Name	Site Address	City	Site Type
1	Kent Pullen Regional Communications and Emergency	3511 NE 2nd St	Renton	Training/Storage/Other
2	North Bend Substation	1550 Boalch AV NW	North Bend	Precinct/Contract LE*
3	City of Woodinville Police	17301 133rd AV NE	Woodinville	Precinct/Contract LE
4	City of Sammamish Police Department	801 228th AV SE	Sammamish	Precinct/Contract LE
5	Skykomish Substation	110 Railroad AV N	Skykomish	Precinct/Contract LE
6	City of Covington Police Department	16720 SE 271st ST	Covington	Precinct/Contract LE
7	City of Maple Valley Police Department	22035 SE Wax RD	Maple Valle	Precinct/Contract LE
8	City of Newcastle Police Department	13020 Newcastle WY	Newcastle	Precinct/Contract LE
9	City of SeaTac Police Department	4800 S 188th ST	SeaTac	Precinct/Contract LE
10	Muckleshoot Tribal Police	39015 172nd AV SE	Auburn	Precinct/Contract LE
11	Metro Transit Police Unit	1301 Airport WAY S	Seattle	Precinct/Contract LE
12	Precinct #4 Headquarters / City of Burien PD	14905 6th AV SW	Burien	Precinct/Contract LE
13	Precinct #2 Headquarters / City of Kenmore PD	18118 73rd AV NE	Kenmore	Precinct/Contract LE
14	Precinct #3 Headquarters / Beaux Arts PD	22300 SE 231st ST	Maple Valle	Precinct/Contract LE
15	Precinct #5 Headquarters / City of Shoreline PD	1206 N 185th ST	Shoreline	Precinct/Contract LE
16	Harborview Mental Health Court	325 9th AV	Seattle	Court
17	District Court - South Division, Burien	601 SW 149th ST	Burien	Court
18	District Court - South Division	1210 Central AV	Kent	Court
19	District Court - East Division, Bellevue	585 112th AV SE	Bellevue	Court
20	District Court - East Division, Issaquah	5415 220th AV SE	Issaquah	Court
21	District Court - West Division, Shoreline	18050 Meridian AV N	Shoreline	Court
22	KC Veteran's Administration	123 3rd AV S	Seattle	Court
23	WA State Court of Appeals	600 University ST	Seattle	Court
24	District Court - East Division, Redmond	8601 160th AV NE	Redmond	Court
25	AFIS** Photo Lab	400 Yesler	Seattle	Training/Storage/Other
26	AFIS King County Correctional Facility	500 5th AV	Seattle	Training/Storage/Other
27	AFIS Juvenile Detention Center	1211 E Alder ST	Seattle	Training/Storage/Other
28	Norm Maleng Regional Justice Center: AFIS, Criminal Investigations Division, Court	620 West James Street	Kent	Training/Storage/Other
29	King County Courthouse: Sheriff's Office, AFIS, Court	516 3rd AV	Seattle	Training/Storage/Other
30	Special Operations Division Headquarters	7300 Perimeter RD S	Seattle	Special Operations
31	Air Support	8600 Perimeter RD S	Seattle	Special Operations
32	Marine Unit - Lake Washington	5165 Carillon Point DR	Kirkland	Special Operations

33	Marine Unit - Lake Sammamish	3560 W Lake Sammamish Parkway SE	Bellevue	Special Operations
34	King County International Airport - Aircraft Rescue	8190 E Marginal WAY S	Tukwila	Special Operations
35	KC Office of Information and Resource Management	700 5th AV	Seattle	Training/Storage/Other
36	Property Management Unit	4623 7th AV S	Seattle	Training/Storage/Other
37	Property Management - Unit Renton Vehicle Shops	3511 NE 2nd ST	Renton	Training/Storage/Other
38	Major Accident Response & Reconstruction - Evidence Storage	16645 SE Old Petrovitsky RD	Renton	Training/Storage/Other
39	Cascade Apartments Storefront	20500 106th AV SE	Kent	Substation/Storefront/Workspace
40	Fairwood Storefront	14201 SE Petrovitsky RD	Renton	Substation/Storefront/Workspace
41	Four Creeks Storefront	12644 164th AV SE	Renton	Substation/Storefront/Workspace
42	Boulevard Park Storefront	11846 Des Moines Memorial DR S	Seattle	Substation/Storefront/Workspace
43	Park Lake Homes Storefront	10032 4th PL SW	Seattle	Substation/Storefront/Workspace
44	West Hill Storefront	12629 Renton AV S	Renton	Substation/Storefront/Workspace
45	White Center Storefront	9609 16th AV SW	Seattle	Substation/Storefront/Workspace
46	Shoreline Police Neighborhood Center West	624 NW Richmond Beach RD	Shoreline	Substation/Storefront/Workspace
47	Shoreline Police Neighborhood Center East	521 NE 165th ST	Shoreline	Substation/Storefront/Workspace
48	Vashon Substation	19021 Vashon Highway SW	Vashon	Substation/Storefront/Workspace
49	Advanced Training Unit	19010 1st AV S	Burien	Training/Storage/Other
50	Emergency Vehicle Operations Center Training	31001 144th AV SE	Kent	Training/Storage/Other
51	Ravensdale Shooting Range	26520 292nd AV SE	Ravensdale	Training/Storage/Other
52	Cottage Lake Workspace	19145 Woodinville-Duvall RD	Woodinville	Substation/Storefront/Workspace
53	Fall City Workspace	4301 334th PL SE	Fall City	Substation/Storefront/Workspace
54	Lake Dolloff Workspace	4950 S 298th ST	Federal Way	Substation/Storefront/Workspace

*LE = Law Enforcement

**AFIS = Automated Fingerprint Identification System

Appendix F – Map of King County w/Urban Growth Boundary Designated



King County

0 2.5 5 10 Miles

APR 2005

Appendix G – King County Sheriff's Office Contracts

The following is a list of Cities and other entities that have contracts with the King County Sheriff's Office.

Cities Contracting for Local Policing/Patrol:

Beaux Arts
Burien
Covington
Kenmore
Maple Valley
Newcastle
North Bend
Sammamish
SeaTac
Shoreline
Skykomish
Woodinville

Other Major Contracts:

King County Metro Transit
King County International Airport
Muckleshoot Indian Tribe
Sound Transit **

School Districts (School Resource Officers):

Issaquah
Renton
Highline
Auburn
Tahoma
Muckleshoot
Lake Washington (FT) *
Lake Washington (PT)
Northshore (PT)
Shoreline
Woodinville

Marine Patrol:

Bellevue
Issaquah
Redmond
Lake Forest Park
Kirkland

Other Contracts:

U.S. Forest Service (0.5 FTE, seasonal)
WA State Department of Corrections, Prisoner
Transport *

Housing Authority:

Ballinger Homes (PT)
Cascade Homes (PT)
Park Lake Homes *

Overtime Contracts:

WA State Department of Ecology, Litter Emphasis
Patrol
WA State Department of Financial Institutions,
Mortgage Fraud Investigation
Sound Transit, Kent Station *
King County Department of Natural Resources and
Parks, Patrol, Flaming Geyser Natural Area

Air Support Unit:

U.S. Coast Guard, Oil Spill Response
WA State Department of Ecology, Oil Spill Response
King County Department of Natural Resources and
Parks Wastewater Treatment Building Inspection

*in approval process

**in negotiation

Appendix H - Letter to the King County Charter Commission



- KING COUNTY SHERIFF'S OFFICE
- 516 THIRD AVENUE, W-116
- SEATTLE, WA 98104-2312
- TEL: 206-296-4155 • FAX: 296-296-0168
- SUSAN L. RAHR
- SHERIFF



- **King County**
- **OFFICE OF MANAGEMENT & BUDGET**
- COLUMBIA CENTER
- 701 FIFTH AVENUE, SUITE 3200
- SEATTLE, WA 98104

June 19, 2007

The Honorable Mike Lowry
King County Charter Commission Co-Chair
3326 Park North
Renton, WA 98056

The Honorable Lois North
King County Charter Commission Co-Chair
10126 Radford Ave. NW
Seattle, WA 98177

Dear Co-Chairs Lowry and North:

The King County Sheriff's Office (KCSO) and the King County Office of Management and Budget (OMB) have jointly embarked on the development of a Sheriff's Office Operational Master Plan (OMP). The overall goal of this effort is to develop a common vision for how the Sheriff's Office will address public safety in King County now and in the future. We have recently completed a stakeholder outreach process and at the meeting of the OMP Steering Committee on June 8, 2007 the Steering Committee agreed upon policy recommendations for inclusion in the OMP. The purpose of this letter is to provide the Charter Commission with a summary of the input we received during discussions with stakeholders as well as relevant recommendations for your consideration as you proceed with the critical work of reviewing the King County Charter.

Background

In 2006, in follow up to the Phase I King County Sheriff's Strategic Plan, the OMP planning process began. It is a collaborative planning process that engages, through its Steering Committee, the King County Sheriff, the King County Executive's Office, the King County Council, the King County Superior Court, the King County District Court, the King County Prosecutor's Office, the Office of Public Defense, King County Adult and Juvenile Detention as well as the Cities of Burien, Shoreline, and Sammamish and the Unincorporated Area Councils. The Steering Committee operates on a consensus based model for decision making that ensures a product that reflects the input of all the stakeholders involved in the process.

The project is on time and scheduled for completion in fall 2007 and is specifically focusing on four policy domains regarding the King County Sheriff's Office:

- Type of services and service levels
- Service delivery alternatives
- Funding implications
- Executive authority of the Sheriff

In addition to the collaborative oversight of the project, a consultant, Management Partners, Inc., was retained to provide their expertise and experience in law enforcement throughout the country and to assist in the development of the OMP. One of their specific tasks was to engage direct stakeholders of the Sheriff's Office "regarding the perceptions of services provided by and policies related to those services provided by the King County Sheriff's Office from two primary sources: participants in five focus groups and participants responding to an on-line survey. The survey was provided to King County residents who had participated in the KCSO Citizens Academy and sought specific input in the four policy areas."⁶⁸

Survey Feedback

Our letter today focuses on the policy domain that helps to inform your work, the Executive Authority of the Sheriff. Through the OMP background work, we have come to understand that currently the County Charter authorizes the Executive to negotiate labor agreements for the Sheriff's Office as well as places limitations on the Sheriff's ability to make staff appointments. Through our stakeholder process we have received the following input. The full stakeholder report is attached, and below are excerpts related directly to the work of the Charter Commission.

Focus Groups

Management Partners conducted five focus groups between March 13 and March 15, 2007 to explore the four policy issues. Focus group invitees who were not able to attend were invited to participate in an on-line survey to express their views and those views were tabulated in with the focus group comments. The focus groups consisted of elected officials, contract city managers, contract city police chiefs, non-contract city police chiefs, and representatives from the Sheriff's Blue Ribbon Panel. Below is an excerpt from the stakeholder report discussing the executive authority of the Sheriff:

With regard to negotiating contracts with bargaining units, many focus group participants expressed the opinion that a bifurcated system would be most prudent. Because the County Executive is responsible for the budget, he should be responsible for negotiating pay and benefits issues. However, the Sheriff should have control over management rights issues. The opinion was also expressed by several participants that the Sheriff should be able to negotiate pay and benefits issues, so long as she stays within the budget established by the Executive and the County Council.

With regard to the Sheriff's ability to make staff appointments, it was generally agreed that the Sheriff should have the ability to select those people who are going to help advance the work of the KCSO, so long as she stays within the approved budget.⁶⁹

⁶⁸ King County Sheriff's Office Operational Master Plan Stakeholder Input Paper, page2, April 2007.

⁶⁹ King County Sheriff's Office Operational Master Plan Stakeholder Input Paper, pages 4-5, April 2007.

Stakeholder Survey

Management Partners conducted an on-line survey of King County residents to explore the four policy issues. Residents who had participated in a Citizens Academy sponsored by the King County Sheriff's Office were invited to complete the survey during a two-week period at the end of March. Fifty-two residents anonymously responded to the survey. Below is an excerpt from the stakeholder report discussing the executive authority of the Sheriff:

Three survey questions asked respondents for their opinions about the Sheriff's executive authority. With regard to negotiating with KCSO's bargaining units, the majority of respondents (63%) indicated that the Sheriff should be the primary person accountable for negotiations. Twenty-one percent of respondents indicated this should be a function of the Metropolitan King County Council; while 10% said this should be the responsibility of the King County Executive. Similarly, 70% of respondents indicated that the Sheriff should have authority to negotiate management rights issues for the KCSO while only 10% believed the King County Executive should have this authority. However, only a slight majority (52.1%) of respondents indicated that the Sheriff should have authority to negotiate pay and benefits issues. Twenty-two percent indicated this should be the responsibility of the Metropolitan King County Council and 20% said it should be the responsibility of the King County Executive.

With regard to staff appointments, 65.2% of respondents indicated that the charter should be amended to remove limitations on the Sheriff's executive authority to make strategic staff appointments.⁷⁰

Policy Recommendation

Following receipt of this input from KCSO stakeholders, the Steering Committee met to review this and other background information for the purpose of making policy recommendations to be included in the operational master plan. At its meeting on June 8, 2007 the Steering Committee adopted by consensus the following statement:

The Sheriff should be granted the statutory authority through the King County Charter to negotiate labor agreements with all King County Sheriff's Office labor units for staff groups exclusively employed by the Sheriff. The Sheriff has the authority to hire staff (for all bargaining units) and make staff appointments within the annual budget process.

The Executive should retain the authority to negotiate wages and benefits for all bargaining units that cross over into other King County departments. The Sheriff has the authority to negotiate management rights for all labor agreements. The Sheriff and the Executive shall collaborate on all labor contract matters involving wages, benefits, and management rights.

⁷⁰ King County Sheriff's Office Operational Master Plan Stakeholder Input Paper, page 7, April 2007.

The Honorable Mike Lowry
The Honorable Lois North
June 19, 2007
Page 4

The Steering Committee asked that this recommendation be provided to the Charter Review Commission as it deliberates on possible amendments to the King County Charter.

Sue Rahr

Robert V. Cowan

cc: Sheriff OMP Steering Committee

ATTN: The Honorable Michael J. Trickey, Presiding Judge, Superior Court

The Honorable Barbara Linde, Presiding Judge, District Court

The Honorable Dow Constantine, King County Council

The Honorable Kathy Lambert, King County Council

Geoffrey Clayton, Upper Bear Creek Unincorporated Area Council

Ben Yazici, City Manager, City of Sammamish

Steve Anderson, City Manager, City of Kenmore

V. David Hocraffer, The Public Defender, Office of the Public
Defender

Reed Holtgeerts, Director, Adult and Juvenile Detention

Dan Satterberg, Acting Prosecuting Attorney, PAO

William Nogle, Council Staff, King County Council

Clif Curry, Council Staff, King County Council

Denise Turner, Technical Services Division Chief, KCSO

Scott Sotebeer, Chief of Staff, KCSO

Toni Rezab, Supervisor, Strategic Evaluations Group, OMB

Jeannie Macnab, Senior Policy Analyst, OMB

Mark Yango, Charter Review Commission Coordinator, King County Executive's
Office

Appendix I – KCSO OMP Implementation Scope of Work

King County Sheriff's Office Operational Master Plan Implementation Scope of Work October 2007

With the completion of the King County Sheriff's Office Operational Master Plan (KCSO OMP), the Sheriff's Office has a solid foundation for the future of its regional and local law enforcement services in King County. Through in-depth consideration of stakeholder input, likely change drivers and law enforcement best practices; the OMP Steering Committee has made six recommendations setting the policy direction for how KCSO will operate now and in the future. The purpose of this implementation scope of work is to lay out goals, objectives and milestones for further exploration and/or implementation of the policy recommendations.

Recommendation #1 Proactive Policing

Description	The Steering Committee's goal is that the Sheriff's Office meets identified unmet needs and statutory requirements, within the constraints of funding limitations, while moving towards becoming a more proactive agency.
OMP Considerations	<ul style="list-style-type: none"> • This recommendation pertains to KCSO services in the unincorporated areas of King County. • Law enforcement best practices should be incorporated into the implementation of this recommendation. • Implementation of this recommendation may require reallocation or commitment of additional resources.
Other Considerations	<ul style="list-style-type: none"> • KCSO has a long-standing commitment to providing community policing. • A grant proposal was submitted to the US Dept. of Justice Office of Community Oriented Policing Services in June 2007 – the grant requested funding to conduct national research on law enforcement best practices for providing community policing services in rural and sparsely populated areas. • In 2008, KCSO will be completing an IT Strategic Plan to include either direct support or support via efficiencies of Community Oriented Policing. • This recommendation aligns with The Sheriff's Blue Ribbon Panel Recommendation #2 Action Step to "Create precinct-level citizen advisory committees that would meet regularly to discuss current community problems and issues related to policing and public safety."

Goal/Objectives	<ul style="list-style-type: none"> • Identify the long-term vision for proactive policing in unincorporated King County. • Answer the following questions: <ul style="list-style-type: none"> ○ What is the current level of service? ○ What is an appropriate service level for unincorporated areas? ○ What are public expectations for patrol and non-patrol services (such as follow up investigations, school resource officers and community access to services)? ○ What are the gaps in service? • Develop a Community Oriented Policing project plan.
Milestones	<ul style="list-style-type: none"> • Complete project plan that will answer the proposed questions. • Establish performance measures that will indicate movement from status quo to proactive policing plan. • Establish proactive service level target for the KCSO. • Identify options to bridge service gaps, conduct cost benefit analysis on options and recommend preferred alternatives for council adoption. • Implement established service standards and performance measures.

Recommendation #2 Foster and Leverage Partnerships

Description	<p>The King County Sheriff’s Office should foster and leverage collaborative partnerships to increase efficiencies and improve overall/regional services for all King County residents.</p>
OMP Considerations	<ul style="list-style-type: none"> • This recommendation overlaps with recommendations 3 and 4. • Are there particular areas of collaboration that should be pursued by the KCSO? • The types and levels of partnerships that may be possible between KCSO and other entities range from informal collaborations to formal contracts for services. • Expanding the number of contracts may be a growth opportunity for KCSO.
Other Considerations	<ul style="list-style-type: none"> • This recommendation aligns with KCSO Business Plan Goals #2 and 3. • This recommendation aligns with The Sheriff’s Blue Ribbon Panel Recommendation #1 Action Step to “establish professional and collaborative relationship with the labor organizations that represent the Sheriff’s Office employees.” • This strategy aligns with The Sheriff’s Blue Ribbon Panel Recommendation #2 Action Step to “...hold regular public

	meetings throughout the county to provide information and receive advice about policies, procedures, citizens' rights with respect to the Sheriff's Office."
Goals/Objectives	<ul style="list-style-type: none"> • Build Trust and support within the community groups, government, and profession we serve (Bus. Plan Goal #2). • Provide responsible and value-added law enforcement services (Bus. Plan Goal #3). • Outreach to King County residents and municipal government leaders. • Take a leadership role in regional law enforcement issues.
Milestones	<ul style="list-style-type: none"> • Develop a public relations plan to include an outreach target list and timeline. • Establish an education and outreach program. • Enhance community trust by improving neighborhood relations. • Establish an electronic-based communication network. • Develop a long-term marketing and financial plan to enhance current contracts and respond effectively to new opportunities.

Recommendation #3 Review of Costing Model

Description	In FY 08, the Sheriff should complete a thorough review and analysis of the costing and service delivery models.
OMP Considerations	<ul style="list-style-type: none"> • This recommendation overlaps with recommendations 2 and 4.
Other Considerations	<ul style="list-style-type: none"> • This recommendation aligns with KCSO Business Plan Goal #3.
Goals/Objectives	<ul style="list-style-type: none"> • Provide value added law enforcement services (Bus. Plan Goal #3). • Develop a long-term marketing and financial plan to enhance current contracts and respond effectively to new opportunities. • Establish a comprehensive approach to cost containment.
Milestones	<ul style="list-style-type: none"> • Establish a work plan in partnership with the OMB, KCSO staff and contract customer involvement. <ul style="list-style-type: none"> ○ Identify cost items to be reviewed, ○ Establish scope of work; ○ Identify options; ○ Conduct financial modeling; and ○ Recommend preferred alternatives.

Recommendation #4 Definition of Chargeable and Non-chargeable

Description	<p>The definition of chargeable and non-chargeable provides a framework to revise the costing model.</p> <ul style="list-style-type: none"> ○ <u>Chargeable</u>: Services that should be paid for using local funding sources. These include basic police services that are routinely used in most cities within King County. ○ <u>Non-chargeable</u>: Services that should be paid for using regional funding sources (revenues collected by King County). These include services not routinely used in most cities.
OMP Considerations	<ul style="list-style-type: none"> ● This recommendation overlaps with recommendations 2 and 3. ● Stakeholder feedback indicated a need for a clearer explanation regarding which services are chargeable and non-chargeable.
Other Considerations	
Goals/Objectives	<ul style="list-style-type: none"> ● Include this recommendation in the Recommendation #3 work plan.
Milestones	<ul style="list-style-type: none"> ● Identify items in current cost model that fall into each category. ● Determine fiscal and operational impacts; make recommendations for change.

Recommendation #5 Explore Bundling of Criminal Justice Contracts

Description	<p>The County should explore bundling of criminal justice contracts (public safety, courts, jails, prosecutor and public defense) for contract agencies.</p>
OMP Considerations	<ul style="list-style-type: none"> ● This recommendation affects multiple King County entities and all must be involved in the response to this recommendation.
Other Considerations	<ul style="list-style-type: none"> ● Current jail negotiations and planning/negotiations for specific District Court sites may impact this recommendation.
Goals/Objectives	<ul style="list-style-type: none"> ● Establish a core cross-discipline work group to set a charter and work plan to explore opportunities and efficiencies.
Milestones	<ul style="list-style-type: none"> ● To Be Determined by Work Group

Recommendation #6 Executive Authority of Sheriff, for consideration by the King County Charter Commission

<p>Description</p>	<p>The Sheriff should be granted the statutory authority through the King County Charter to negotiate labor agreements with all King County Sheriff's Office labor units for staff groups exclusively employed by the Sheriff. The Sheriff should have the authority to hire staff (for all bargaining units) and make staff appointments within the annual budget process.</p> <p>The Executive should retain the authority to negotiate wages and benefits for all bargaining units that cross over into other King County departments. The Sheriff should have the authority to negotiate management rights for all labor agreements. The Sheriff and the Executive shall collaborate on all labor contract matters involving wages, benefits, and management rights.</p>
<p>OMP Considerations</p>	<ul style="list-style-type: none"> • The executive authority of the Sheriff will be determined as part of the 2007-8 King County Charter Review.
<p>Other Considerations</p>	<ul style="list-style-type: none"> • NA
<p>Goals/Objectives</p>	<ul style="list-style-type: none"> • Convey this recommendation to the King County Charter Commission (KCCC) via a letter from the KCSO OMP Steering Committee Co-Chairs to the KCCC Co-Chairs.
<p>Milestones</p>	<ul style="list-style-type: none"> • Send letter to KCCC Co-Chairs (completed June 2007).