

Lynnwood Police Department and Detention Services Study

LYNNWOOD, WASHINGTON

FINAL DRAFT



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1 Introduction

1. Introduction and Study Background

The Matrix Consulting Group was retained by the City of Lynnwood to conduct a criminal justice study involving Lynnwood Police Department (LPD) operations to include the detention facility. The intention of the study was to address the following key study objectives:

- To evaluate staffing and operations in each Police Department function.
- To evaluate if the needs of citizens are being met at appropriate levels of service.
- To ensure that operations and management contribute to the effective and efficient use of Police Department personnel.
- Where practical, to identify staffing and operations “best practices” in law enforcement.

This report presents the results of the study, providing an overview of current workloads and service levels, in addition to identifying a number of operational strengths and potential opportunities for service and staffing level adjustments.

The following introduction and executive summary provide a synopsis of the scope of work and overall context for the study, the methodologies used in evaluating the services of the department, and a summary of the recommendations made. The scope of work for the study included the following elements:

- A thorough review of police business practices conducted by LPD to include key operations such as patrol, detentions, investigations, traffic, specialized services and various administrative supporting services.
- An evaluation of staffing needs consistent with both analytical outcomes and framed by best practice approaches.

- Analytical determination of the most appropriate levels of service and service delivery in the City for key operations.
- Identification of key efficiency opportunities through changes in current practice. Such changes could include different service delivery approaches.

In order to conduct this Study, the Matrix Consulting Group project team engaged in the following activities:

- Interviewed senior executive City staff and Council to understand financial and human resources issues facing the City and LPD operations.
- Interviewed LPD management and supervision of all functional units within the department, as well as many other personnel with unique responsibilities in the organization.
- Collected detailed data describing operations, workload, deployment, scheduling, use of leave, etc.
- Developed a descriptive profile of LPD describing current operations, service levels, staffing, deployment, etc. This was reviewed by LPD management and supervision to ensure its accuracy and is included in the appendix.
- Conducted an anonymous employee survey to solicit opinion regarding LPD operations.

Collectively, these steps were intended to provide the project team with a full understanding of the current methods of service delivery by LPD, its operations and the environment within which Lynnwood services are provided. This approach is further intended to ensure that key participants have had relevant input into the study process.

2 Executive Summary

The analysis presented in this report is extensive, encompassing several LPD operational topics of interest, how LPD resources are managed in providing police services to the Lynnwood community, and other key issues resolution. The study's scope of work included, but was not limited to, the following:

- An analysis of patrol operations and staffing requirements in the context of key service level metrics such as proactive time and response time as well as based on the community profile (e.g. crime rates).
- An analysis and discussion of alternative approaches to enhancing LPD patrol services to include revised scheduling and deployment, traffic deployment adjustments and other operational alterations.
- An analysis of current detention services and alternative jail service delivery approaches.
- Inclusion of the insights from an anonymous employee survey.
- A discussion of key interest topics to include overtime, regional law enforcement participation, training efforts, and the like.

The following sections describe the report's key findings, conclusions and recommendations.

1. KEY FINDINGS AND CONCLUSIONS

In the course of a police department review and study the focus tends to be on the areas within the organization where opportunities exist or where change is needed. However, there are a number of positive attributes of the LPD Lynnwood Police Services operation that are acknowledged throughout this report. The City and Police Department desired a full assessment of LPD's staffing and operations and the impact on resources. Consequently, a variety of analyses was undertaken with respect to

improvement opportunities. This should not overshadow many of the significant accomplishments of LPD to include but not be limited to 96% of employees agree that LPD's approach to policing improves the quality of life in Lynnwood¹. The information should be used to better inform decision-making in the future. This is particularly true for law enforcement service areas that go beyond basic policing such as victim support units, specialized undercover units, dedicated enforcement efforts (e.g. traffic) or inter-department partnerships designed to address important social needs of the community.

The following summarizes key findings and conclusions noted in this report. These are further detailed in Chapter's 3 through 6 in the report's body.

- LPD responds to a wide variety of calls designed to service the community, the vast majority of which are calls of a less serious nature. Lynnwood has a very manageable "persons crime" profile, yet has challenges with respect to property crime for a Washington community of its size. This backdrop lays the foundation for further information surrounding operational and staffing needs within the Department.
- Approximately 21,000 community generated calls for service occurred in a recent 12-month period reviewed. Priority 1 calls are minimal, on-scene handling time is adequate, and response times are particularly good for most calls for service, averaging less than 14 minutes.
- Patrol call for service workload patterns by time are particularly infrequent in the early morning hours with calls for service peaks taking place in the late afternoon and early evening. Unlike many departments, call for service workload is relatively balanced among different days of the week, with no real escalation over the weekend.
- Average call for service handling time and the number of patrol units responding is generally consistent with our findings in many other law enforcement agencies throughout the nation.
- Overall, LPD patrol proactivity at actual patrol staffing levels results in proactive time of 40%. While overall this is satisfactory, there are too many times during the day in which levels fall well below desired proactivity. Proactive calculations for 28 patrol officers (which reflects existing authorized staffing levels) reveal

¹ Based upon the employee survey.

48% proactivity is achievable—a desirable target. Similarly, however, there are several time periods in which proactivity falls below desirable standards.

- Ensuring LPD staff's patrol at a staffing level of 28 officers, in conjunction with changes in deployment strategy (e.g. revisions to how staff are scheduled over the 24-hour period on the 12-hour schedule), will result in very reasonable proactive time throughout the day, facilitating Lynnwood customer service.
- A variety of field and special investigation supporting services can be considered robust for a city of Lynnwood's size and demographic/geographic profile. The Traffic Section can be down-sized; the staffing levels of various specialty teams (narcotics, special operations, and community health and safety section) can be internally re-arranged around a more comprehensive problem-oriented policing approach. Net staffing levels may not change in all specialty units, but assignments could be revised, to include adoption of a School Resource Officer (SRO) program and other efforts dictated by focused problem-oriented policing for the community.
- The Criminal Investigations Bureau detectives can benefit from enhanced case management approaches. Overall detective staffing should be reduced by one.
- Most administrative support functions are appropriately staffed; however, the property and evidence operation can benefit from the addition of one (1) technician position.
- The Lynnwood Jail Facility has several issues, including:
 - Infrastructure shortcomings.
 - Some programmatic efforts fall short of best practice.
 - Cost recovery from other jurisdictions which house inmates in Lynnwood is below desirable levels.
- Additional LPD detention staff are necessary in the jail to operate it efficiently, safely and effectively. This includes the addition of several positions at an annual cost of approximately \$350,000.
- Overall LPD overtime expenditures are not an issue compared to various benchmarks. However, when examining overtime on a unit-by-unit basis, there are likely opportunities for better management of some overtime.
- LPD is a key (prime) partner in various regional law enforcement efforts. The chief should re-examine this level of participation and ensure it is consistent with meeting the needs of the Lynnwood community.

These key findings and conclusions, as well as other issue areas, are summarized in the following chapters.

2. SUMMARY OF RECOMMENDATIONS

Throughout this report the project team provides evaluation and analysis of the organization, operations and services provided by the LPD and, where appropriate, makes suggestions for improvements. The table below provides a summary list of all the recommendations, appearing in sequential order, in this report.

Recommendations
FIELD OPERATIONS – PATROL AND TRAFFIC
To ensure appropriate levels of proactive time, it is important to deploy 28 patrol officers and keep these positions filled; this is consistent with existing authorized staffing levels. Maintain existing authorized patrol staffing of four (4) sergeants.
To improve patrol operations and better balance proactive time, revise the patrol deployment approach as detailed in this report to include re-allocating patrol staff among different shifts, creating a “power shift.” and adjusting shift start times to meet “reasonable” work/life-balance expectations. Retain the 12-hour shift schedule and 3-days on/3-days off structure.
Lynnwood’s current K9 program is robust and should continue, but never exceed the existing deployment of four (4) K9s.
Establish a patrol minimum staffing level requirement in LPD policy. The minimum staffing level for Lynnwood should be three (3) or four (4) patrol officers, plus one sergeant, dependent upon the time of day. LPD policy would dictate patrol never operates below this minimum deployment.
Formally adopt internal assignment strategies whereby patrol vacancies are minimized. This would be accomplished through temporary personnel transfers from supporting units such as Traffic.
Maintain the existing balance of civilian and commissioned personnel deployed to Patrol and patrol supporting services.
Continue to work with SNOCOM dispatch, and review internal protocols, to identify any technical or operational issues contributing to lower Priority 1 Call for Service Response Time.
The City should provide some direction as to traffic-enforcement expectations for the community. Such direction will help drive dedicated traffic staffing levels.
Based on available data, dedicated traffic enforcement activities can be reduced from six (6) Traffic Officers to five (5) Traffic Officers with one (1) sergeant continuing to oversee the operation. Ideally, this sergeant should always be “Motor Certified.”
DETENTION SERVICES

Recommendations

To mitigate the highest risk associated with jail-court inmate transport at reasonable cost, install an additional door in the corridor that connects the jail to the steps that lead to the courtroom. This door should be secure at all times, and be equipped with a lock that disengages when emergency alarms are activated.

Continue the use of Electronic Home Monitoring and Community Service Programs.

Convert Detention Sergeants to 8-hour shift schedule with the 1st Shift Sergeant assigned to Sunday – Thursday, and the 2nd Shift Sergeant assigned Tuesday – Saturday.

Create the position of Transport Security Officer that works an 8-hour weekday shift.

A total of 18 custody officers, two (2) Sergeants, and one (1) Commander are required in the revised LPD Detention staffing plan. This is an increase of four (4) custody officers over current authorized levels; an estimated increase of \$347,880 in salary and benefits per year.

Lynnwood should evaluate the daily rate it charges for housing other municipalities' inmates, as their current contract rates are below the actual cost per bed. Propose going to a full cost recovery model.

Proceed with Scenario D – Modified Current Operations as it is the most fiscally viable option, resulting in an estimated savings of \$210,000 annually.

Continue to explore a regional facility with neighboring jurisdictions to determine the viability of this option.

INVESTIGATIONS AND SERVICES

Reduce detective staffing levels from the authorized staffing contingent of seven (7) detectives to the actual staffing level of six (6) detectives. Maintain two (2) sergeants who carry a modest caseload, have ancillary duties (e.g. digital forensics) and perform special projects.

Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.

Ensure a formal supplemental report is written every 45-days for each case investigated for increased case management accountability.

Work toward classifying 1-2 detectives as “property crime specialists” among existing staff and train accordingly. Assign nearly all of the pre-screened felonious burglary and auto thefts to these specialist staff.

Upon revision to the case management and case assignment approaches, revisit detective staffing level needs based on the tools provided in this report.

Maintain existing staffing levels in the Victim Services program. As practical, solicit VIPS to dedicate volunteer hours in support victim service advocacy efforts.

Formal problem-oriented policing approaches should frame staffing plans for LPD’s specialized CHSS, SOS and Narcotics units. Adopt a formal problem-oriented policing approach for these units, further engaging the community and developing plans and reporting protocols as outlined by the Department of Justice’s Office of Justice Programs abstract and described in this report.

Recommendations

Based on guidelines provided in this report, LPD executive management should devise a strategic staffing plan within the next six months to reconstitute staffing and supervision levels within the CHSS, SOS and Narcotics Units collectively deploying eleven (11) sworn and civilian staff. At minimum such revision should include one (1) School Resource Officer reporting to CHSS.

Maintain existing staffing levels in the Planning, Training, and Accreditation Section.

Maintain existing staffing levels in the Office of Professional Standards.

Maintain existing line staffing levels in Records Section of seven (7) staff.

Maintain existing sergeant direct supervision over Records and Property and Evidence while resolving various administrative and RMS issues of critical importance. Future special projects should include enhancing the Records Management Systems detective case management module and continuous improvement in Property and Evidence operations. Upon resolution of these initiatives, the supervision of Records should again be civilianized.

Add one (1) authorized evidence technician position increasing overall line staff to three (3) technicians. Estimated annual cost is \$77,000 in salary and benefits.

While overall LPD overtime expenditures are reasonable based on a four-year trend, there are overtime management opportunities that can be further explored at the LPD unit level (e.g. SOS, Narcotics, and SWAT). Explore alternative operational approaches which can influence overtime expenditures.

LPD executive management should include within their specialized unit strategic staffing plan effort a section within that discusses LPD's desired future level of regional law enforcement participation. This includes SWAT, the Narcotics Unit, and any additional personnel assigned to regional teams. This effort should be accomplished in the next six months.

LPD should better track K9 deployment to other jurisdictions and explore cost-sharing opportunities with regional partners for use of LPD K9 resources that go beyond infrequent mutual aid support.

The Planning, Training and Accreditation Section should perform a special project to revisit LPD's overall training program and fully describe the benefits and costs associated with the enhanced level of training effort provided to LPD staff. This should be approved by LPD executive management and performed within the next 6 months.

A more detailed description for each recommendation can be found in the body of the report. In closing, the net overall change in staffing levels is always of significant interest. As such, the following is noted:

- it is recommended that detention increases by four (4) authorized staff positions.
- LPD field-related services are decreased by one (1) officer (traffic).
- LPD detectives is reduced by one (1) position.

- Further internal operational direction is needed with respect to eleven (11) sworn and civilian specialty positions in three different units. In this re-organization one (1) SRO position should be deployed.
- One (1) additional civilian technician position is needed in Property and Evidence.

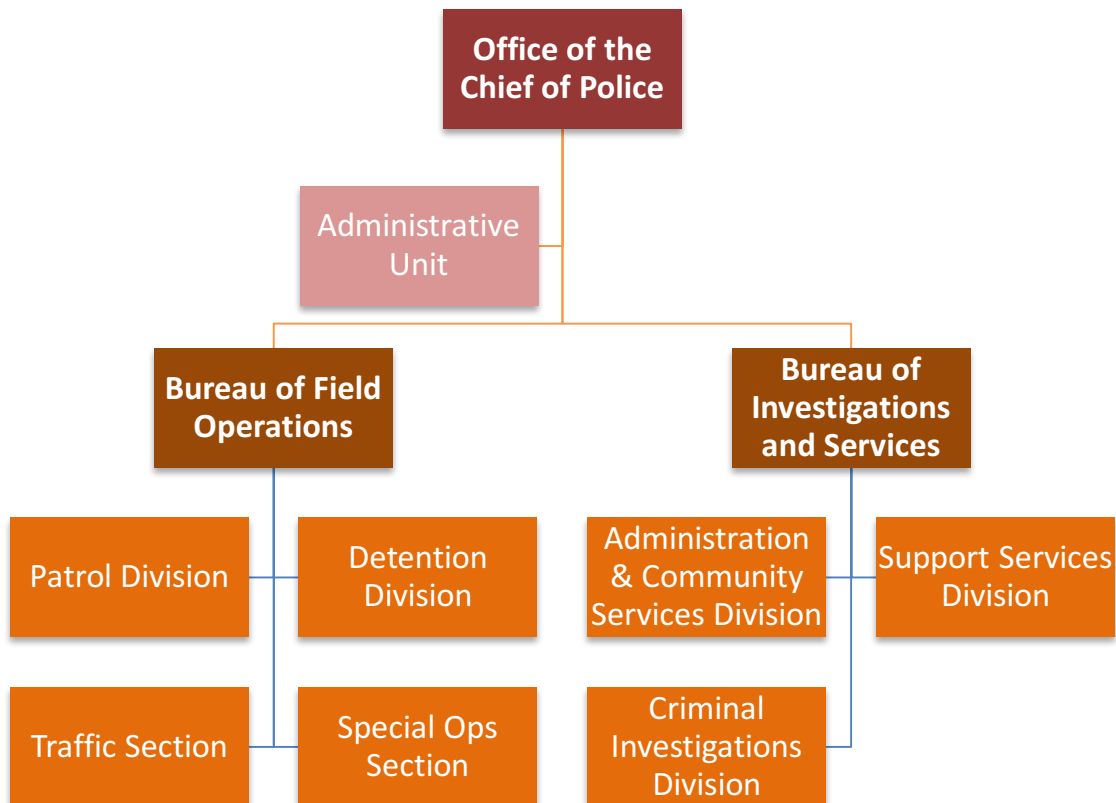
Overall, noted staffing reductions can likely be absorbed internally given present vacancies.

3 Overview of Lynnwood Police Department

This chapter presents an organizational overview of the Lynnwood Police Department (hereafter LPD or Department) providing a variety of police and detention (jail) services. A more detailed Profile of the Department, with specifics related to job positions and unit functions is located in the appendices of this report. This overview is intended to provide a baseline description of the LPD that provides a framework for findings, conclusions and recommendations in subsequent chapters.

(1) Organizational Structure

The organizational structure of the LPD is shown in the following diagram. The structure shows important reporting relationships and the functional areas under review in this study.



(2) Bureau of Field Operations - Patrol Workload Profile

One of the key workloads for patrol staff is community-generated calls for service (CFS). These reflect unique incidents whether one reporting party or ten different reporting parties are calling for service (e.g. traffic accident). One CFS may have multiple reporting parties. This CFS workload is a key (though not only) driver of staff resource needs in a police department.

(2.1) Calls for Service Information

The project team examined the most recent one-year period for CFS workload available from October 2015 through September 2016². The following tables and graphs denote various facts surrounding these CFS for the Department with information shown by Response Time (RT), Travel Time (TT), and average Handling Time (HT).

Calls for Service by Priority Level

Priority	# of CFS	Avg. RT ³	Avg. TT ⁴	Avg. HT ⁵
1	308	15.1	8.96	38.4
2	1,445	16.1	9.28	46.5
3	9,662	8.9	6.18	21.7
4	7,648	19.6	9.77	36.0
5	1,754	17.0	6.70	22.3
A	6	8.1	0.18	4.5
Total	20,823	13.9	7.88	28.8

² With respect to data in this report, the note 12-month range or data provided from 11/1/2015 to 10/31/2015 was generally used.

³ **RT** = Response time, or the time from when the call is first received by dispatchers to when the first unit arrives on scene.

⁴ **TT** = Travel time, representing difference between the timestamp when the first unit arrives on scene to the time that unit was dispatched.

⁵ **HT** = Handling time, or the time traveling to the scene plus on-scene response tasks with reporting party, victim, witnesses, etc.

Priority 1 calls for service represent the need for the most rapid police response whereas lower priority calls are less urgent. Priority 1 calls reflect such events as major collisions, robberies, etc. whereas lower priority calls represent a police response to suspicious circumstances, assisting citizens or outside agency, security checks, and a variety of other call types. As shown in the table above, the highest priority 1 and 2 calls take the most significant time for officers to handle, ranging from 38 to nearly 47 minutes for the primary officer responding. Notably, highest priority calls for service are minimal in Lynnwood, representing less than 1.5% of the total originating calls.

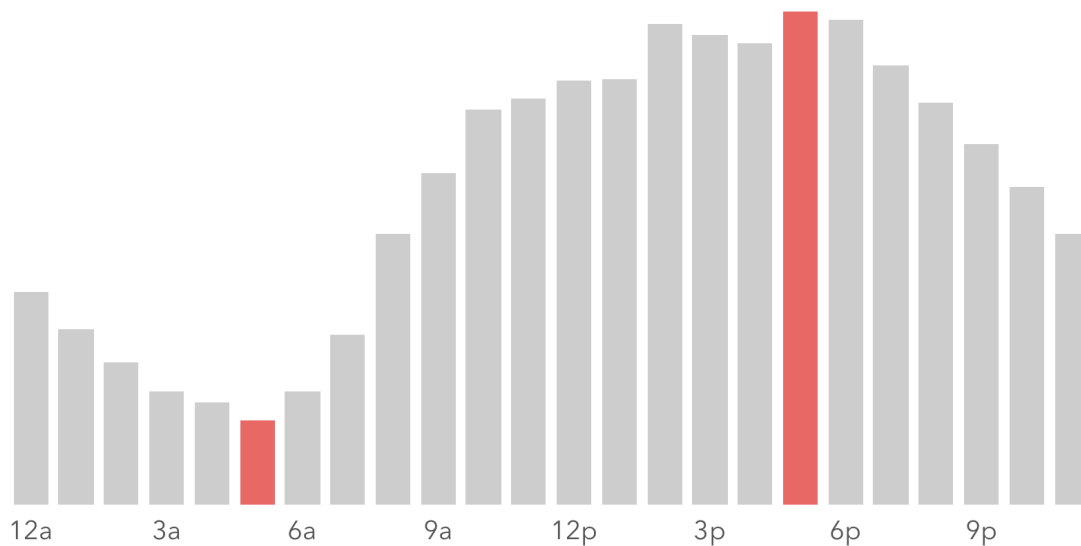
With respect to the types of CFS the Department handles, the following table reflects the top 10 most common call types over a 12-month period. It also shows the relative frequency in which these calls occur (darker is more frequent).

Most Common CFS Incident Types and Distribution by Time of Day								
Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
Suspicious	3,086	21.2						
911	2,740	3.2						
Theft	1,785	47.1						
Alarm	1,192	11.4						
Collision	1,029	37.6						
Disturbance	925	25.5						
Follow Up	892	27.8						
Welfare Check	813	23.5						
Civil	697	25.2						
Assist	659	22.8						
All Other Types	7,005	41.4						
Total	20,823	28.9						

Interestingly, the 10 most common CFS represent over approximately two-thirds of the call types received by LPD; the vast majority of which are lower priority calls. These call types are relatively self-explanatory with the exception of “911” which reflects a unit being dispatched to a location due to a “911 hang-up” but this unit is cancelled enroute the vast majority of times (as reflected by the 3.2 minute Handling Time) as dispatch is able to re-contact the reporting party.

When these calls for service occur is relatively common compared to other law enforcement counterparts throughout the nation. As shown in the CFS by time of day graphic below, calls are particularly infrequent in the early morning hours (with less than one per hour, by example, in the 5 am timeframe) with calls for service peaks taking place in the mid-to-late afternoon.

LPD – Calls for Service by Hour





(2.2) Crime Statistics

Crime statistics reflect another important factor in determining the necessity for staffing levels within a law enforcement agency. While there are a multitude of crime and community problems a police department can address, one of the key

responsibilities is preventing the occurrence of, and enforcing the laws surrounding, the most serious criminal offenses typically known as Part I Crimes.

The following tables show the frequency of Part I person crimes and property crimes in Lynnwood. Person crimes, which most consider the most serious offenses, are such incidents as homicide, robbery, aggravated and sexual assaults, and similarly egregious crimes against another. Property crimes are incidents such as burglaries, auto thefts, arson, and other similar events.

Lynnwood Part I Crimes, 2011-2015⁶

	2011	2012	2013	2014	2015	
Violent Crime	101	74	105	100	81	
Criminal homicide	1	0	1	0	1	
Rape	10	5	12	0	5	
Robbery	41	36	52	52	34	
Aggravated Assault	49	33	40	41	41	
Property crime	2,124	2,180	2,463	2,554	2,162	
Burglary	247	290	299	287	187	
Larceny-theft	1,751	1,703	1,950	2,073	1,822	
Motor vehicle theft	126	187	214	194	153	
Arson	4	5	6	5	2	
Part I Crimes Per 1,000	60.8					
5YR Violent Crime						▼ -20%
5YR Property Crime						▲ 2%

Part I crime occurrences throughout comparably-sized communities in Washington (those from 30,000 to 50,000 population) reveals Lynnwood ranks near the bottom in 2015 for overall crime rate, as shown in the table below.

⁶ Note that the uptick in the number of rapes from 2014 to 2014 is as a result of changes to the definition of the offense, and does not necessarily represent an increase in the number of occurrences. Furthermore in 2015 reporting practices changed overall, and thus year-over-year comparisons are not entirely accurate.

Community	Property / 1,000 Population	Person / 1,000 Population	Crime Rate / 1,000 Population
Pullman	8.6	1.0	9.6
Lake Stevens	21.4	2.1	23.5
Morgantown	21.3	2.6	23.9
University Place	22.9	2.1	25.0
Edmonds	25.7	1.5	27.2
Bothell	29.2	0.9	30.1
Issaquah	30.9	0.3	31.2
Des Moines	30.7	3.6	34.3
Wenatchee	34.4	1.6	36.0
Parkersburg	34.3	2.3	36.6
Lacey	36.1	2.1	38.2
Mount Vernon	41.6	2.2	43.8
Bremerton	41.6	5.3	46.9
Olympia	46.3	4.1	50.4
Walla Walla	47.8	5.5	53.3
Longview	52.1	3.9	56.0
Lynnwood	58.6	2.2	60.8
Puyallup	69.0	2.7	71.7

With respect to Lynnwood and crime, there are some particular areas of further note in the broader context of community safety.

- The national violent crime rate in 2015 was 3.8 / 1,000 population; Lynnwood falls notably below this margin. Lynnwood's 2.2 violent crimes per 1,000 is also measurably below the state of Washington's overall violent crime rate of 2.8 / 1,000 population.
- The national property crime rate in 2015 was 24.9 / 1,000 population; Lynnwood is well above this margin. Lynnwood's 58.6 property crimes per 1,000 is also notably above the state of Washington's overall property crime rate of 34.6 / 1,000 population.⁷
- With respect to the above cities, Lynnwood ranks 17th of 18 communities in overall crime rate, 10th of 18 in violent crime, and 17th of 18 in property crime. Interestingly Lynnwood has various crime issues related to theft, much of which could be linked to the regional mall. Excluding these Part I larcenies, and examining property crime rates for "higher profile" crimes such as Burglary and

⁷ <https://www.fbi.gov/contact-us/field-offices/seattle/news/press-releases/the-fbi-releases-2015-crime-statistics-for-washington-state>

Auto Theft, Lynnwood falls to 11th of 18 in comparison to the 30,000 to 50,000 community counterparts shown above.

In summary, Lynnwood's Part I crime rate per 1,000 population reveals encouraging results as well as areas of caution. Crime in 2015 was near the lowest rate in Lynnwood over the last five years. Compared to both national and state data, Lynnwood is particularly safe with respect to violent crime, yet suffers challenges related to property crime partially exacerbated by the regional mall which provides an obvious target for theft. These crime factors are one element in determining resource requirements in a law enforcement agency.

(3) Other LPD Services

While patrol services are typically the most visible and widely discussed service areas for law enforcement, there are a variety of other important services provided by police departments such as LPD. These include such important areas as detention services, criminal investigations, traffic enforcement, regional crime suppression programs and other community-service efforts. There are numerous LPD law enforcement functions that occur to protect the Lynnwood community, and these areas will be further discussed in the body of the report.

(4) Summary of Overview

The data indicate that Lynnwood's crime rate is falling overall, and the city does not suffer from serious persons-crime problems such as robberies, rapes and homicides; Lynnwood is comparatively safe in this regard evaluated against national and state crime rates. The City does, however, have issues related to property crimes, particularly in comparison to Washington peers, Washington state crime averages, and national property crime averages.

LPD responds to a wide variety of calls designed to service the community, the vast majority of which are calls of a less serious nature. This backdrop lays the foundation for further information surrounding operational and staffing needs within the Department. The information reflects important baseline data that provide guidance in helping to determine the staffing needs and operational requirements of LPD now and in the foreseeable future.

4 Bureau of Field Operations Analysis – Patrol & Traffic

This chapter focuses on patrol-related services duties and responsibilities beginning with patrol operations that are provided by the LPD. The workload information utilized in this section was obtained through interviews with Department management and supervisory personnel, City staff discussions, data provided by LPD and the City, and a review of documents and information from the Department's and their partners' varied information systems (e.g. SNOCOM Computer-aided Dispatch records).

1. OVERVIEW OF THE PATROL STAFFING ANALYTICAL MODEL.

While it would be useful to identify a 'golden rule' of law enforcement staffing needs, there is no single right answer. The utilization of various comparative measures does not adequately provide for a comprehensive evaluation of field staffing needs, nor should it be used as the primary basis for a local government to measure the effectiveness of law enforcement services. While it is somewhat common practice to suggest law enforcement resource needs based upon the number of commissioned staff per thousand population, the Matrix Consulting Group does not use a "per capita" or "per 1,000" ratio as an analytical tool in assessing field staffing needs, for the following important reasons:

- Ratios do not consider the seriousness of the workload levels of the jurisdictions being compared. For example, the crime rate is not considered in any comparative analysis of workloads, specifically, the number of serious crimes in a community (e.g. homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, and larceny).
- Ratios do not consider a jurisdiction's approach to alternative service delivery or "differential law enforcement response." The use of civilian personnel (or lack

thereof) to handle community-generated calls for service and other workloads has great potential to impact the staffing levels of commissioned personnel. The level / level / number of civilians (i.e. community service officers, telephone reporting, online services, etc.) can be used to maximize the efficiency and effectiveness of commissioned personnel.

- Ratios do not consider the differences in service levels provided or philosophies with which a jurisdiction may deliver law enforcement services (e.g. community-oriented or problem-oriented policing, a reactive versus proactive approach, the utilization of other regional law enforcement resources in solving problems or providing back-up to patrol, etc.). These variables result in an inability to accurately compare the necessary number of field patrol personnel through a ratio or per-capita analyses.
- Ratios do not consider other differences which have an impact on regular patrol staffing needs such as the existence of special enforcement / support units as well as operational approaches (e.g. the use of field citations versus transported arrests, manual versus automated field reporting systems, and whether patrol officers are expected to follow-up on certain investigations).
- Ratios do not take into account geographic, meteorological and topographical differences (e.g., square miles of a service area) and other response impediments which can impact patrol staffing needs.
- Ratios do not take into account changing population characteristics, such as jurisdictions with a significant exodus of commuters, college towns with large seasonal fluctuations in population, resort locales, or smaller communities adjoining large metropolitan areas with significant crime problems.

Although these ratios are interesting, they do not provide a comprehensive measure of staffing needs for a specific community, nor should policymakers use them as a basis to make decisions regarding patrol staffing. The project team's approach is supported by the *International Association of Chiefs of Police (IACP)* that views officer per thousand ratios as "totally inappropriate as a basis for staffing decisions"⁸.

For these numerous reasons, the project team does not use "per capita" or "per 1,000 residents" ratios as a way for our clients to measure effectiveness in providing law enforcement services, or as a determinant in developing staffing needs. While per

⁸ International Association of Chiefs of Police, Patrol Staffing and Deployment Study, 2004, document 7218.

capita staffing has some comparative value year-to-year over the short-term, it can also become misleading over mid and longer-term timeframes. As the complexion of a community shifts and the delivery of patrol and police services change, per capita data become erroneous. Given the shortcomings of per-capita analysis, the project team's analysis of LPD patrol staffing considered the need for a balance of community-generated workloads and the availability of proactive time to perform proactive policing. The following subsections describe this analytical process.

(1) The Analysis of Patrol Resource Requirements Should Be Based on Actual Workloads Handled and Appropriate Targets of Proactive Patrol, as Well as Other Factors.

The Matrix Consulting Group utilizes methods in which the number of police field personnel required is based on an analysis of the unique workloads and service level requirements of a community. In order to evaluate these resources and staffing issues, the project team conducted a data collection and analytical effort focusing on the following:

- Determining community generated calls for service workloads to the level of detail necessary to understand the work volume and the time required to handle such work.
- The field resources used to handle calls for service and proactive workloads based on officer availability levels.
- Deployment and scheduling patterns utilized by the LPD.
- Consideration for self-initiated police activities and targeting a sufficient amount of time beyond community generated calls for service, otherwise known as "reactive" workload. This time can then be utilized to perform proactive or community-oriented policing services (e.g. special enforcement of community-based problems, building checks, neighborhood patrol, etc.).
- Maintaining a deployment that would help reduce risk and maintain officer safety levels.

Field law enforcement services represent one of the areas of law enforcement operations in which staffing can be substantively quantified based on service levels desired. Several factors determine the level of patrol staffing required in a community, including:

- The community generated call for service demand by time of day, and day of week.
- How officers are utilized in the field, how they are scheduled, and in what manner they are deployed (e.g. one-person versus two-person patrol cruisers).
- How calls for service are managed by a law enforcement agency. Many policing agencies throughout the United States “manage” lower priority calls for service in a number of ways. What these methods of handling calls for service have in common is that they free up the time of trained, professional commissioned staff from handling lower priority routine calls so that more of their available time can be spent on calls requiring a higher level of expertise and training.
- The level of service desired by the community. This reflects the amount of “proactive” time, or “unobligated” time a community desires and how they wish it to be spent. This is a significant factor and primary driver impacting required patrol staffing levels. Unobligated time involves time not spent handling community generated calls for service and reflects proactive time for which an officer is available for community policing, directed or preventive patrol, self-initiated activity (i.e. observations, including suspicious pedestrians or vehicles, etc.), and other approaches for addressing crime problems, quality of life issues, etc.

The project team has employed a model based on these decision points in evaluating officer field staffing for the LPD in terms of workload, service levels, and overall operations. The following section identifies and discusses the various characteristics and elements of the field staffing model, and how reactive and proactive (unobligated) time is calculated.

(2) Key Workload and Data Elements Utilized in the Patrol Staffing Model.

One of the primary responsibilities of a patrol officer is the responding to and handling community generated calls for service. Further, workload related to these calls

for service, including reports, arrests / bookings, back-up assistance to another patrol officer on a call, etc., as well as the associated times for these activities, are primary responsibilities of the officer. These elements are foundational in developing the total field staffing levels required based on desired services levels. These elements are further discussed in the following sub-sections.

(2.1) Patrol Workloads – Calls for Service.

The first critical data element required to analyze field resources is to document the primary workloads handled by patrol officers. As stated, one of the primary responsibilities of officers to respond to community generated calls for service (CFS). These calls certainly do not represent all workload, however, such as officer-initiated events, officer observations in the field resulting in a contact, traffic stops, investigative follow-up, administrative time or other activities reflected in Computer-Aided Dispatch (CAD) or other records. CFS, as typically defined, *represent contacts from the community, generally via E 9-1-1 telephone and 7-digit telephone calls ultimately resulting in one dispatched incident regardless of the number of patrol units sent.* It is critical to understand this fundamental definition in order to comprehend how future analyses are performed in this report.

Community generated calls for service **are not** intended to reflect all workload that patrol officers perform. In fact, many law enforcement agencies define “calls for service” as any relevant law enforcement incident, whether initiated by the community or an officer. Irrespective of how any law enforcement agency defines their CFS, the model discussed below relies exclusively on the definition provided and accepted by the IACP. In sum, it must be understood that CFS responses, as defined, are the primary

driver for patrol staff evaluation. While self-initiated activities and similar work performed by officers as a consequence of community contact (e.g. e-mail) are all vitally important, community generated calls for service response is the primary core business of a law enforcement agency and should serve as the basis for staffing levels of commissioned officer positions.

(2.2) Calls for Service Profile.

Our project team has calculated the community-generated workload of the Department by analyzing incidents records in the computer aided dispatch (CAD) database provided to our project team. The following table displays the total number of calls for service handled by patrol units by hour of day and day of week from November 1, 2015 to October 31, 2016. Note that this does not include thousands of CAD incidents which reflect officer-initiated activities (e.g. traffic stop). These are exclusively community-generated calls for service as defined herein.

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	93	84	86	65	84	81	94	587
1am	112	41	50	77	66	63	74	483
2am	83	62	35	57	49	37	69	392
3am	53	49	37	53	32	29	58	311
4am	43	43	39	37	33	30	56	281
5am	38	36	30	34	30	36	29	233
6am	23	50	61	57	41	46	35	313
7am	54	85	55	65	79	74	58	470
8am	56	126	130	114	118	114	87	745
9am	82	152	144	130	143	144	118	913
10am	132	143	173	141	166	173	163	1,091
11am	149	159	172	158	140	197	147	1,122
12pm	154	180	167	173	167	168	160	1,169
1pm	151	173	189	159	150	189	165	1,176
2pm	193	214	189	168	176	203	185	1,328
3pm	160	201	178	185	170	226	176	1,296
4pm	150	196	185	203	180	175	185	1,274
5pm	183	198	195	197	207	223	160	1,363
6pm	217	195	202	183	164	207	171	1,339
7pm	174	182	163	168	189	171	165	1,212
8pm	138	167	156	159	160	180	149	1,109
9pm	108	169	136	140	141	146	153	993
10pm	107	135	133	128	114	128	130	875
11pm	90	114	85	96	109	114	140	748
Total	2,743	3,154	2,990	2,947	2,908	3,154	2,927	20,823

As noted in an earlier chapter, calls for service vary significantly throughout the day, with the most active time block from 2 p.m. through 6 p.m. Unlike many other law enforcement agencies, the weekend period is not excessively busy compared to weekday counterparts. As shown in the table below, there are some seasonal

fluctuations but nothing of significance that warrants changed deployment approaches based upon the time of year.

Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	1,652	
Feb	1,468	-8.4%
Mar	1,649	
Apr	1,733	
May	1,830	+4.2%
Jun	1,859	
Jul	1,944	
Aug	1,967	+7.9%
Sep	1,708	
Oct	1,726	
Nov	1,577	-3.7%
Dec	1,710	
Total	20,823	

These data suggest the following:

- Patrol staffing levels do not need to consider seasonal fluctuations to any significant degree other than perhaps vacation/leave management to the greatest degree allowable.
- Patrol staffing levels generally do not need to consider daily fluctuations in workload as CFS are equitably distributed throughout the week.
- Patrol staffing levels need to consider workload variations by time of day as there is a particularly significant CFS variance dependent upon the hour of day. There is nearly six-times the CFS workload at 5 p.m. as there is at 5 a.m.

(2.3) Calls for Service Time Commitments.

Each call for service represents a certain amount of workload, much of which is not captured within just the CFS handling time of the primary unit. The following table

presents the various factors which also must be considered when determining the workload time investment associated with each CFS.

Factors Used to Calculate Total Patrol Workload

Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections. Compared with Lynnwood's population, the rate of call generation is higher than the typical norm.

*Calculated from LPD data: **20,823 community-generated call for service***

Primary Unit Handling Time

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps. At 28.8 minutes of handling time overall, LPD is slightly below the average.

*Calculated from LPD data: **28.8 minutes of handling time per call for service***

Number of Backup Unit Responses

The total number and rate of backup units responding to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

The resulting rate of backup responses can also be expressed as a ratio of the total number of backup unit responses to the number of calls. As such, the rate includes any additional backup units beyond the first.

*Calculated from LPD data: **0.47 backup units per call for service***

Backup Unit Handling Time

The handling time for backup units responding to calls for service is typically calculated using the same process that was used for primary units, taking the time from when the call was cleared to when the unit was dispatched. The results of these calculations are then developed into averages for each hour and day of the week.

However, as the CAD data did not include separate time stamps for each unit assigned to the call, the average *primary* unit handling time was taken at each hour and day of the week and multiplied by a factor of 0.75 – a normative value based on the experience of the project team.

Estimated/calculated from LPD data: 21.6 minutes of handling time per backup unit

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

In this case, the number has been calculated from data, where it was possible to determine that a total of 7,008 reports were written in the year of data used, equating to a rate of 0.34 reports per call for service.

Calculated from LPD data: 0.34 reports written per call for service

Time Per Written Report

Based on the number of community-generated calls for service, this number constitutes an important factor of the total workload handled by patrol units in responding to calls for service. It is often the case that units are cleared from a call in the CAD system before they complete any assignments or other tasks relating to a call.

Respondents to the employee survey estimated that it took them an average of 42 minutes to write a non-arrest report, and 53 minutes for an arrest report. Based on the proportion of calls that involve the completion of an arrest report, these figures equate to an average of 47 minutes overall for reports.

Based on responses to the employee survey: 47 minutes per written report

Number of Jail Transports/Bookings

The number of arrests made that involve transport to and booking at a jail, assuming

that this time is not captured within the call handling time. At 3,228 total jail transports/bookings over an entire year of data, this represents a rate of about 0.16 bookings per call for service.

*Calculated from LPD data: **0.16 jail transports/bookings per call for service***

Time Per Jail Transport and Booking

The time that officers spend in the process of completing a jail transport and booking before they become available and in-service again. This number varies primarily based on local factors, such as the proximity of the jail and processing time once at the facility.

When asked in the employee survey about how much time it typically takes to transport and book a prisoner, respondents estimated an average of 59 minutes.

*Based on responses to the employee survey: **59 minutes per jail transport and booking***

Total Workload Per Call for Service

By combining the factors that have been calculated for primary and backup unit handling time, reporting writing time, and jail transport/booking time, the resulting number represents the average number of minutes of workload each call for service generates.

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 22,173 total hours over the entire year of data.

*Calculated from previously listed factors: **63.9 total minutes of workload per call for service***

The table above shows the various time commitments associated with the “average” call for service. Interestingly, the employee survey which requested anonymous information on such workload aspects as “average report writing time” and “average jail processing time” resulted in outcomes extremely close to normative values used by the project team when such information is not readily available.

The variety of call for service data described above are used in patrol staff

modeling based on proactive time availability as discussed in the following sub-sections.

(3) Proactive Time Calculations Provide Guidance as to Patrol Staffing Requirements.

Proactive time is calculated through an analytical approach that examines the community-generated workload handled by patrol units, as well as the staffing levels of patrol in order to produce a realistic estimation of the Department's staffing needs at targeted service levels. Proactive enforcement addresses all other workloads that are not in response to a community-generated call for service. These include such important services as officer self-initiated activity, proactive or preventive patrol, investigative follow-up, traffic enforcement, pedestrian stops, foot patrols, etc. It is critical to recognize that all self-initiated activity falls within an "uncommitted time" category. All police departments should have clearly defined uses for uncommitted time. Officers should know what they are expected to do with time between calls for service.

According to the *International Association of Chiefs of Police (IACP)*:

Police agencies should consciously choose a policing style, recognizing that modifications have direct effect on staffing requirements. 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% to of each officer's time to crime prevention, problem solving, community relations, and other proactive activities. This strategy intensifies (increases) manpower requirements. The IACP management survey staff prefers this more proactive approach to policing.⁹

Typically, less than 30% net proactive time available to patrol staff results

⁹ IACP Patrol Staffing and Deployment Study

in inefficient bundling of available time – i.e., uncommitted time comes in intervals too short to be effectively used by field personnel. Often field personnel will run from call-to-call and low proactive time can impact overall response time to the community.

Proactive time of more than 50% generally results in less than efficient use of community resources, as it is difficult to effectively manage field patrol personnel with this level of uncommitted time. There are important exceptions, however, to these ratios that can be impacted by such issues as officer safety requirements, response time needs, etc. For example, small agencies with a small contingent of field staff and large service areas must have high levels of proactive time, often in the 60%+ range, to address response time, officer safety, and other performance-related issues. In sum, law enforcement agencies, unless of the smallest size, should typically have available from 40% to 50% proactive time to conduct efforts beyond CFS response; those agencies falling outside of this range may have opportunities for operational and/or staffing changes.

Overall, the goal of the modeling and analysis is to accurately model patrol staffing needs based on proactive time targets, recognizing that other ancillary factors impacting patrol staffing levels do come into play. Reiterating from IACP, “Police agencies should consciously choose a policing style, recognizing that modifications have direct effect on staffing requirements.” In summary then, the following bullet points identify the key elements of effective provision of field patrol services and the linkage to proactive time:

- Effective municipal law enforcement requires a field patrol force which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.

- This requires that the department balance personnel, resources and time to handle both of these types of law enforcement. Generally, between 50% and 60% of the time in a community should be spent handling all of the elements of reactive patrol. The remaining 40% to 50% should be spent on specific proactive patrol activities, other self-initiated tasks or community policing activities.
- When an Officer has a block of time available (e.g. during a slow day), the activities planned/conducted during this time should be part of a Patrol plan and not left unstructured and random. Effectively addressing issues in the community requires tasks be accomplished as part of a plan – addressing specific problems in pre-determined ways. The plans should be overseen by management but planned and accomplished at the Officer/Sergeant or “squad” and shift level.
- Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific actions to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the primary ingredients of effective and efficient municipal field law enforcement in the United States in the 21st century.

(3.1) Proactive Time is Impacted by Officer Net Annual Availability. This is an Important Factor in Staffing Analysis.

A critical workload element to determine staffing requirements is the amount of annual time available for field personnel to perform their work. A typical patrol officer is scheduled for 2,080 regular hours per year; however, these employees perform core business duties well below this figure due to scheduled and unscheduled leave, administrative requirements, etc. The table, which follows, provides the calculation of the “net availability” of police officers in patrol based on data abstracted from source documents provided to the project team. Where data was not available, estimates are provided based on other national law enforcement agency averages. The project team defines net availability as the number of hours that an officer (or any other employee) is available to perform their key roles and responsibilities after the impact of leaves and

administrative responsibilities have been subtracted from their gross 2,080 scheduled hours of work.

Factors Used to Calculate Net Availability Per Officer

Work Hours Per Year

Total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This forms the base number from which other availability factors are subtracted from. Given LPD works the 12-hour shift, baseline hours are slightly higher for the year.

Base number: **2,190 scheduled work hours per year per officer**

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Typical Scheduled Leave Hours (subtracted from total work hours per year)

Includes all types of scheduled leave to include vacation, compensatory time, Kelly days, holidays, etc. – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

Calculated **-251 hours of scheduled leave per year**

Unscheduled Leave Hours (added back to total work hours per year)

Typically leave that is not easily scheduled in advance, to include sick time, bereavement, and other similar leave categories.

Calculated **-54 hours of unscheduled leave per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each officer spends per year while on-duty attending court, including transit time. While not specifically available for on-duty time, a review of court overtime allows us to extrapolate results and estimates that we believe are satisfactory for patrol officer attendance at Court. This is an average for all personnel despite court time for many (given shift deployment) is accomplished on overtime as opposed to on-duty time. We have erred on the side of conservatism for this calculation.

Calculated estimate – **8.5 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that are completed while on-duty and not on overtime. The LPD is one of the most aggressive policing agencies with respect to training both on and off-duty, and as such this factor is notably higher than seen in many other public safety organizations. Different training resources were used to calculate this number; all data was very close to the resultant shown below.

Calculated estimate – 110 hours of on-duty training time per year

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including shift briefing, meal breaks, vehicle inspection and fueling, lavatory breaks, supervision interface, and various other activities that occur while on-shift. Administrative time often lengthens as shift length increases. LPD is on the 12-hour shifts for most staff.

The number is calculated as an estimate by multiplying 90 minutes of time per shift times the number of shifts actually worked by officers in a year – after factoring out the shifts that are not worked as a result of leave being taken.

Estimated -236 hours of administrative time per year

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Net Availability

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training and court time, and administrative time. The resultant is compared to annual net availability seen in various law enforcement operations to ensure credibility and should typically fall with 1,550-1,750 hours per year per officer. Practically, this number changes every year based on actual experience.

Calculated by incorporating the previously listed factors from the base number of work hours: 1,531 net available hours per officer

(3.2) Proactivity by Key Time Periods for 28 Patrol Officers.

Based on the data provided previously with regard to calls for service workloads, time required on calls, officer net availability and shift schedules provided to the project team, the following tables show proactive time availability based on the modeling exercise based on 28 patrol officers which is the fully authorized patrol staffing levels

and related patrol units being fielded on scheduled shifts. This will be compared to actual staffing levels in the following pages:

Calculation of Patrol Proactivity – 28 Patrol Officer Staffing Levels¹⁰

Calculation Factor	Value
Total Patrol Net Available Hours	42,867
Total Patrol Workload Hours	– 22,173
Resulting # of Uncommitted Hours	= 20,694
<i>(Divided by total net available hours: 42,867)</i>	
Overall Proactivity Level	= 48.3%

Patrol Proactivity by Hour and Weekday (28 Patrol Officer Staffing Level)

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	4 . 9	76%	80%	84%	81%	84%	85%	77%	81%
6am–10am	4 . 9	76%	57%	56%	65%	61%	65%	72%	65%
10am–2pm	4 . 9	41%	32%	31%	36%	39%	32%	34%	35%
2pm–6pm	4 . 9	29%	12%	24%	14%	28%	12%	28%	21%
6pm–10pm	4 . 9	30%	24%	34%	32%	29%	28%	37%	30%
10pm–2am	4 . 9	59%	60%	62%	55%	64%	62%	48%	58%
Overall	4 . 9	52%	44%	48%	47%	51%	47%	49%	48%

Proactive time calculations are based on a few basic assumptions that might not completely mirror reality. By example, based on the CFS time calculations, it assumes reports and arrests/bookings are equally distributed throughout the 24/7 cycle. This, of course, is extremely unlikely, as arrests and reports ebb and flow dependent upon several variables. Also note that the proactive time calculation assumes that meals and

¹⁰ This excludes the Traffic Section.

administrative duties are equally distributed and provided throughout a shift. However, these activities are likely put on hold or eliminated in entirety until, by example, a CFS backlog can be handled. As shown in the table above, the 2 p.m. to 6 p.m. timeframe shows very low proactive time, and while this is thematically correct overall, the calculated percentages are likely lower than reality as it is unlikely administrative and meal times are consistently conducted during this period.

In addition to these caveats, certain concessions must be made in modeling to reveal the most relevant data. These include the following that ultimately result in a proactive time model that may be slightly different than experienced.

- Periodically the Traffic Officers will be a direct CFS responder, based on field workload requirements, instead of performing traffic-centric functions. The model currently does not include the Motor Officer as a CFS responder. If the instances in which the Motor Officers were deployed as a call-for-service unit could be easily inserted in the model, this resource availability would increase the overall amount of proactive time available.
- Similar to Motors, the staff of the Special Operations Section (SOS) is also in the field as street-level proactive enforcement, but will respond to CFS as workload requirements dictate. These three (3) additional officers and a sergeant are not included in the CFS model; if their CFS handling were able to be easily calculated, the resource availability would increase the overall amount of proactive time available.
- The model does not include overtime backfills. While the model is built on average annual net hour availability, there are periodic instances in which absenteeism patterns actually require patrol staff to deploy on overtime to ensure sufficient field resources. The model does not capture this occurrence. It should be noted that such inclusion typically only impacts proactive time by a few positive percentage points overall; however, if incorporated into the model resource availability would increase the overall amount of proactive time available.

The blocks of proactive time shown above often coincide with important characteristics associated with calls for service events that occur in a number, though

not all, communities. As shown in the table above, the 2 p.m. to 6 p.m. timeframe is particularly busy with various CFS activities associated with a “commuter community” and “destination site” (e.g. the regional mall). Conversely, twelve hours later the 2 a.m. to 6 a.m. timeframe shows very high proactive time levels which are the result of only 3.3 calls for service per day during this four-hour time block.

In sum, based on the proactive time modeling for a fully staffed LPD patrol force based on 28 patrol officers which reflects current authorized staffing levels, the average proactive time is 48%, ranging from an average of 21% to 81% dependent upon the time-blocks noted in the table above. Consequently, LPD authorized patrol staffing levels are certainly adequate overall to address service levels needs in Lynnwood given an average of 48% proactivity; there are however, certain challenges that occur during certain times of the day that would need to be addressed operationally and as further discussed later in this report.

The following information on actual patrol staffing levels at LPD portrays a different picture.

(3.3) Proactivity by Key Time Periods for 24 Patrol Officers.

While building proactive time models based on authorized staffing is informative, law enforcement is typically not able to operate at full staffing levels due to vacancies. At the time of Department profiling in November 2016, there were four (4) vacant (more accurately, unassigned) patrol officer positions due to the following:

- One (1) Officer was in the Field Officer Training (FTO) program and is not counted as an assigned/dedicated patrol officer position.
- One (1) Officer was in the police academy.

- One (1) Officer candidate was awaiting attendance at the police academy.
- One (1) Officer was in an acting role, operating as one of the four Field Sergeants.

Vacancies can have a particularly important impact on law enforcement agencies of smaller size. Where large metropolitan police departments can more easily accommodate some level of vacancy due to the overall large staffing contingent that can be fielded, short-staffing can become problematic in smaller operations. This vacancy rate, reflected in the fewer patrol net available hours to work with, has a notable impact on LPD's proactive time characteristics. This is shown in the following tables which demonstrate proactive time availability developed from the modeling exercise and based on actual patrol staffing levels and patrol units being fielded on scheduled shifts.

Calculation of Patrol Proactivity – 24 Patrol Officer Staffing Levels

Calculation Factor		Value
Total Patrol Net Available Hours		36,743
Total Patrol Workload Hours	–	22,173
Resulting # of Uncommitted Hours	=	14,570
<i>(Divided by total net available hours: 36,743)</i>		
Overall Proactivity Level	=	39.7%

Patrol Proactivity by Hour and Weekday (24 Patrol Officer Staffing)

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	4 . 2	71%	77%	81%	78%	81%	82%	74%	78%
6am–10am	4 . 2	72%	50%	48%	60%	55%	59%	68%	59%
10am–2pm	4 . 2	31%	21%	19%	26%	28%	21%	23%	24%
2pm–6pm	4 . 2	17%	-3%	11%	0%	16%	-3%	16%	8%
6pm–10pm	4 . 2	19%	11%	23%	20%	17%	16%	26%	19%
10pm–2am	4 . 2	52%	53%	56%	47%	57%	56%	39%	51%
Overall	4 . 2	44%	35%	40%	38%	42%	38%	41%	40%

The same basic assumptions noted previously apply here. As shown above, despite the overall proactivity which is satisfactory at 40%, there are a number of time blocks in which proactive time falls well below the minimum 30% proactive time benchmark. Indeed, the entire 12-hour period from 10 a.m. to 10 p.m. shows marginal as well as negative proactive time (the latter as a consequence of modeling as described earlier). These issues would be exacerbated in the spring and summer months and partially mitigated in the fall and winter. Any impressions of “running from call to call” by LPD staff are well-founded during day and evening periods.

(3.4) Survey-based Impressions of Patrol Staffing Adequacy.

During the course of the engagement an anonymous employee survey was developed asking a variety of questions with respect to LPD operations. The survey results are detailed in the appendices of the report. There are, however, particular observations of relevance from exclusively field-based staff that are noteworthy with respect to the proactive time outcomes noted previously. The following results are informative with (SA) being Strongly Agree and (SD) Strongly Disagree.

Statement	SA	A	D	SD	No Opinion
The amount of proactive time available to patrol allows us to address problems in the community.	3%	21%	55%	15%	6%
The amount of proactive time available to patrol allows us to perform adequate investigative follow-up.	0%	21%	53%	26%	0%
We have the staff we need to perform effectively in the field.	3%	18%	62%	18%	0%
We have the staff we need to perform safely in the field.	3%	24%	62%	12%	0%

The survey results showed strong disagreement as to the availability of proactive time and the patrol staffing impacts on effective and safe operations. The proactive time analysis for actual staffing levels corroborates these opinions, whereas a full contingent of patrol staff would suggest otherwise.

(3.5) Patrol Staffing Outcomes from Proactive Time Modeling.

Proactive time modeling as one key tool for patrol staff modeling indicates there are no overall patrol officer staffing issues at the LPD at authorized staffing levels—48% overall proactive time is more than reasonable for a community of Lynnwood’s profile which includes potential for mutual aid, a smaller geographic footprint of 7.9 square miles, and a community that does not suffer from significant and dangerous felonious crimes such as homicide, rape and robbery. Despite this, there are certain times of the day that can benefit from operational and deployment changes. Importantly, there are noteworthy staffing issues at the “actual” patrol staffing levels that have been recently fielded.

Addressing these patrol staffing issues is a key to patrol operational efficiency and effectiveness. And while this proactivity information reflects the key characteristic for the adequacy of patrol staffing levels, there are other considerations that should

ultimately determine overall patrol staff resource needs.

2. PATROL STAFFING CONSIDERATIONS BEYOND PROACTIVE MODELING.

The follow sections describe other considerations for patrol staffing levels beyond proactive time models. Moreover, further employee survey results, many with positive opinions, provide an additional backdrop of informative data.

Statement	SA	A	D	SD	No Opinion
Back-up units are available for high priority calls.	9%	74%	18%	0%	0%
Our patrol area (e.g. beats) structure helps facilitate effective field resource deployment.	3%	65%	15%	9%	9%
Our response time to high priority calls is appropriate.	29%	62%	3%	0%	6%
Our response time to lower and medium priority calls is appropriate.	12%	56%	24%	3%	6%
Our traffic enforcement efforts are adequate.	12%	79%	6%	0%	3%
Officer interaction with citizens at calls, traffic and pedestrian stops is professional.	71%	29%	0%	0%	0%

The above responses are taken into consideration with respect to the following analyses.

(1) Consideration for Officer Safety Issues Can Have an Important Impact on Staffing Requirements.

As detailed previously, the availability of sufficient proactive time to perform typical patrol officer duties and responsibilities is a primary driver in developing staffing levels. Implied in these staffing levels are sufficient resources for officer safety.

(1.1) There is Sufficient Officer Back-up in the Lynnwood Area to Help Facilitate Officer Safety.

Police officer(s) back-up on various call types or incidents is particularly relevant to help address potential officer safety needs and determine staffing requirements. Employee survey results are ambiguous whereby 74% of field respondents disagreed

they had the staff to perform safely in the field, but 83% confirmed they had back-up units available for high priority calls.¹¹ The average community generated call for service has 1.47 Lynnwood Police units responding, infinitesimally below the benchmark “ideal” of 1.50 police units per call. And these units are generally within closer proximity given the city’s footprint is less than 8 square miles. As noted elsewhere in this report, Lynnwood is a safer community with respect to felonious crimes against persons and potentially higher-risk domestic violence call average less than two-per-day.

In conclusion, based on the community profile, reasonable back-up rate, and other data, LPD has at their disposal adequate authorized patrol resources thereby mitigating many officer safety issues in the field.

(2) Response Times are Appropriate in Lynnwood.

Response time, as outlined in the introductory chapter, reflects an important service level metric, although its overall relevance to crime apprehension and suppression is in question. Law enforcement agencies throughout the nation report response times as they are perceived important.

Response time (RT) is generally considered from the caller’s perspective; that is, the time from which the caller initiates the call to arrival of the unit on scene. Travel time (TT) is also used, reflecting the time a patrol unit receives a dispatch directive to arrival on-scene. Significant differences in these two times can reflect a variety of issues. The following table reflects RT and TT by priority for the twelve-month period reviewed.

¹¹ While this report will not delve into detail regarding sociological issues, this result may be the outcome of recent national law enforcement and community events and resulting tensions / fears.

Calls for Service Response Time by Priority Level¹²

Priority	# of CFS	Avg. RT	Avg. TT
1	308	15.1	9.0
2	1,445	16.1	9.3
3	9,662	8.9	6.2
4	7,648	19.6	9.8
5	1,760	17.0	6.7
Total	20,823	13.9	7.9

In general, the average response time of LPD patrol personnel is **13.9 minutes** regardless of priority. This should be considered an overall customer-oriented response characteristic for the community. An issue of importance to the community should be the responsiveness to Priority 1 calls which are infrequent but of the highest urgency. Police responsiveness should ideally fall in the 4-5 minute range and not more than seven (7) minutes from actual telephone call receipt to police arrival. These are call that can have life and/or immediate property risks and thus a rapid response is warranted. Both travel time (9 minutes average) and the resulting dispatch time (over 6 minutes) results in a response time of over 15 minutes. This is not a staffing issue but an operational issue of some type for LPD and/or regional dispatch that should be resolved in the near-term.

3. EXPLORING STAFFING AND DEPLOYMENT ADJUSTMENTS THROUGH AN ANALYSIS OF VARIED PATROL OPERATIONAL PRACTICES.

LPD workload and many other quantitative data are clear with regard to patrol services: there is presently no need to expand staffing beyond existing authorized patrol staff resources based on a variety of metrics. This is substantiated by the

¹² A different dataset indicated Priority 1 travel time averaged 4.4 minutes. It was indicated there were issues with regard to response time data that have since been resolved. The overall impact, however, on these data is unknown although most information, excluding Priority 1, appears reasonable and relevant.

following findings and conclusions:

- While Lynnwood has some property crime issues exacerbated by the benefits and disadvantages associated with a regional mall, overall evidence suggests that Lynnwood is a safer community. Approximately 1.5 violent crimes per week occur in Lynnwood—approximately 60% of the national average.
- Average proactive time is quite satisfactory at authorized staffing levels; there are, however, opportunities to improve the daily/hour proactive time availability through operational adjustments.
- While Priority 1 response time to the few hundred annual calls for service is challenged and should be addressed internally and with regional dispatch, overall response time to calls for service is very good, averaging less than 15 minutes regardless of call priority.
- Patrol back-up rate is reasonable, averaging approximately 1.5 patrol units per call. Given this, officer safety cannot be objectively considered a serious issue for LPD.
- Employees have a favorable attitude toward many aspects of patrol service delivery to include patrol back-up availability, response times, traffic enforcement, and geographic deployment structure. Staff overwhelmingly agrees LPD provides effective services to the community as demonstrated by the following employee survey results.

Statement	SA	A	D	SD	No Opinion
Overall, we provide a high level of service to the community.	54%	46%	0%	0%	0%
Our approach to policing improves the quality of life in Lynnwood.	53%	43%	1%	0%	2%
We deal with law enforcement issues in the community effectively when they arise.	41%	53%	0%	0%	6%
“Community policing” is a high priority for the department.	31%	52%	5%	0%	12%
Our department has a positive relationship with the community.	37%	58%	0%	0%	5%

The following sub-sections discuss key conclusions and recommendation for addressing Lynnwood patrol services delivery through staffing and operational changes.

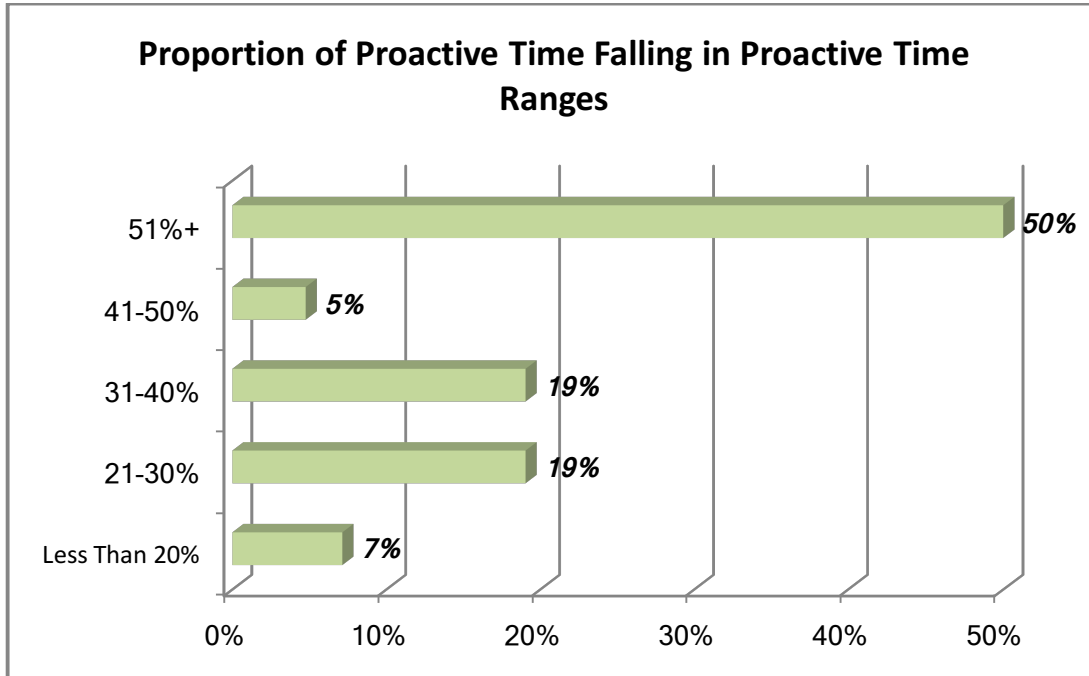
(1) Major Adjustments Can be Made to the Lynnwood PD Patrol Schedule to Better Facilitate Field Deployment.

There is a total of four (4) patrol shifts. Each patrol shift is led by a Sergeant and

includes a total of seven (7) authorized officers. Patrol is assigned to 12-hour shift schedules that work three days on and three days off; this days-off structure is currently a Memorandum of Understanding obligation. Patrol shifts are from 0600-1800 hours and 1800-0600 hours. While the majority of officers are scheduled to work this shift schedule, some officers will work a staggered shift to provide additional staffing during busy hours. Two officers can be assigned to work 0800-2000 hours and two officers assigned to 1600-0400 hours. However, actual staffing levels often preclude shift officers to these “overlap” shifts.

The patrol deployment approach of LPD which includes the total number of patrol officers by shift, the actual shift schedules used, and the shift start times, is an important driver in the amount of proactive time that is available by time of day and day of week. The three-day on, three-day off schedule does not allow for scheduling different resources by day of week to accommodate fluctuating workload. Fortunately, Lynnwood does not have significantly changing workload patterns during the week, irrespective of weekday or weekend.

Based on existing deployment practices, LPD’s proactive time result for authorized staffing levels is 48% overall, but fluctuates significantly as shown in the graphic below.



As shown, more than one-quarter of major time periods over the course of a week have 30% or less proactive time available. As discussed previously, in a community like Lynnwood less than 40% of proactive time can be problematic for service delivery, officer safety, and the like. Importantly and reiterating, these low proactive time periods are occurring at the busiest times of the day between 10 a.m. and 10 p.m.

To address these issues the project team evaluated a variety of shift schedules. Based on this analysis we have devised an approach that re-deploys staffing among different shifts, creates a “power shift,” adjusts shift start times to meet “reasonable” work/life-balance expectations, yet retains the 12-hour shift schedule and 3-days on/ 3-days off structure. The following table profiles the revised deployment approach.

LPD Recommended Revised Shift Structure to Improve Proactive Time Distribution

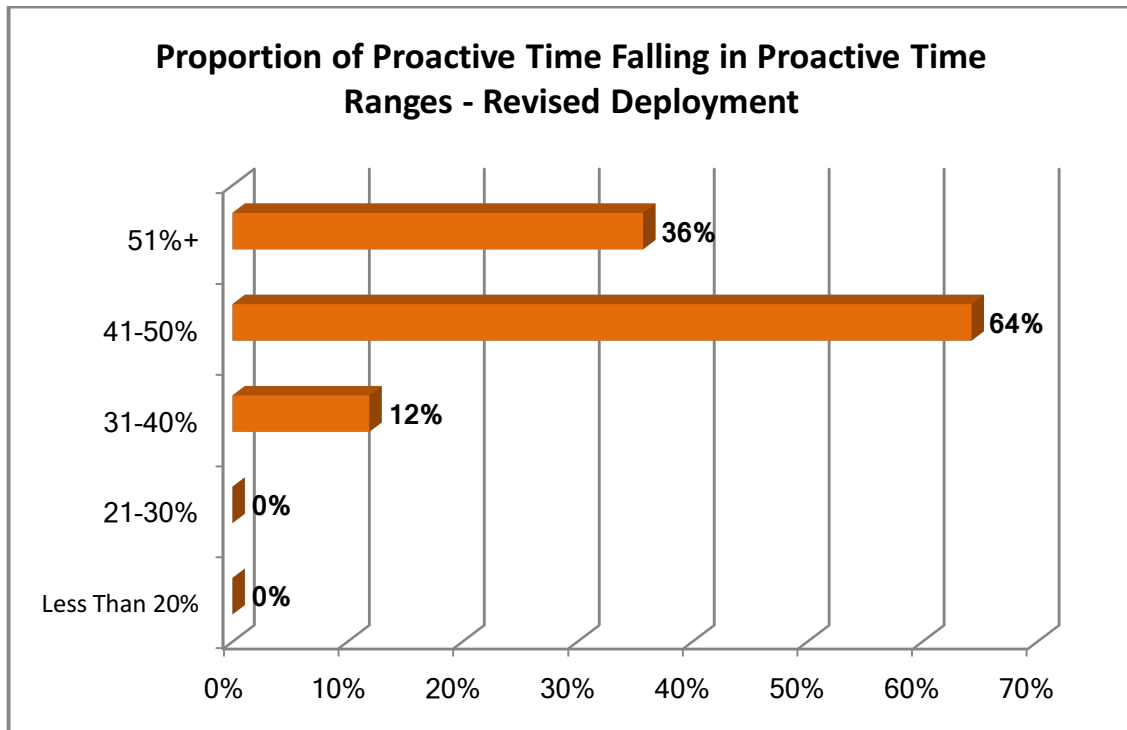
Team	Shift Type	Shift Times	# Officers	# Sergeants
Team A	Days	0900-2100 hrs	6	1
Team B	Days	0900-2100 hrs	6	1
Team C	Nights	2100-0900 hrs	5	1
Team D	Nights	2100-0900 hrs	5	1
Team E	Power	1100-2300 hrs	3	0
Team F	Power	1100-2300 hrs	3	0
Total Staff			28	4

The above table reflects a rather dramatically different deployment approach for authorized staff, shifting away from teams balanced at seven officers each, definitively deploying a power shift, and adjusting shift start and end times. The results of this effort result in the same overall proactive time levels of 48% at authorized staffing, but show far different results by time block and day of week.

Patrol Proactivity by Hour and Weekday, Revised Deployment (28 Patrol Officer Staffing)

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am-6am	3 . 5	66%	72%	77%	74%	77%	79%	68%	73%
6am-10am	3 . 7	68%	44%	42%	54%	49%	54%	64%	53%
10am-2pm	5 . 8	49%	42%	40%	45%	47%	42%	41%	45%
2pm-6pm	6 . 3	45%	32%	41%	33%	44%	31%	44%	39%
6pm-10pm	6 . 1	44%	39%	47%	46%	43%	42%	49%	44%
10pm-2am	4 . 0	48%	51%	54%	44%	55%	53%	34%	49%
Overall	4 . 9	52%	44%	48%	47%	51%	47%	49%	48%

The above schedule results in the following distribution of proactive time which can be juxtaposed against the previous graphic.



As shown by the above graphic, the “higher risk” proactive time ranges at 30% or less have been completely eliminated, while excessive proactive time exceeding 50% has been reduced to some degree. Consequently, the provided shift deployment strategy is highly recommended to better facilitate customer service and operational safety in the field.

(2) Officer Net Availability is Reasonable.

Increasing patrol work capacity through enhancing the overall annual available work hours for each staff member is one approach to augmenting patrol. Given LPD’s current operational protocols, there are only modest potential opportunities for improvement in this area given patrol officers’ net availability is presently at 70% after various leave, other net hour subtractions, etc. This proportion is generally the “floor” of net availability whereby the litmus test for potential net availability issues is when work hours fall outside the 70% to 80% range. With respect to LPD, scheduled and

unscheduled leave appear reasonable. At issue is the level of in-house training time which is discussed in further detail later in this report.

(3) LPD Cannot Benefit from Additional Differential Police Response.

“Differential police response” generally focuses on civilian staff taking the place of commissioned personnel and responding to lower priority incidents in a variety of fashions. This frees patrol officers up to perform additional duties and responsibilities that require commissioned presence and capabilities. LPD currently has a variety of civilian supporting positions ranging from Animal Control Officer to crime prevention specialists. While differential police response is progressive, taking full advantage is typically limited to moderate-sized to larger police departments where commissioned staff positions can be effectively replaced by non-commissioned staff. LPD has no such luxury to further replace commissioned staff with civilians given the smaller commissioned contingent in Lynnwood, particularly given they are progressive with respect to civilianization currently. There are insufficient tasks of a low priority nature that can cost-effectively replace additional commissioned staff with civilian personnel. Consequently, further civilianization is not an option for LPD to enhance patrol or other field support functions.

(4) Lynnwood Must Consistently Staff a Patrol Contingent of 28 Officers on a Revised Deployment Strategy to Provide the Most Appropriate Services.

Throughout the analysis it has been made very clear that the existing authorized patrol staffing level of 28 patrol officers would provide quite satisfactory proactive time under a revised deployment approach to conduct effective call for service response and other law enforcement community policing activities. At issue is addressing patrol vacancies, which can occur with regularity given LPD turnover. From 2013-16 there

were 37 LPD personnel that left the organization of which 50% were commissioned personnel. This averages more than four (4) commissioned staff per year, and while this is only an approximate 6% per year turnover rate, these vacancies (as with many law enforcement agencies) are typically incurred in patrol. Indeed, based on the vacancy rate incurred in Patrol at the time of this study, four (4) patrol officer positions were vacated.

While this vacancy rate might be reasonably absorbed in large policing agencies, it is extremely difficult to address these challenges in a smaller patrol force like Lynnwood. This has been demonstrated in prior proactive time tables for actual staffing levels in patrol. While overall proactive time of 40% can be considered adequate in some law moderate to larger law enforcement agencies, this is not the case for smaller agencies particularly with wide variance by time of day or day of week.

(5) LPD's K9 Program is Effective; However, There Are Relevant Expenses Incurred to Operate a Unit of This Size.

LPD has established an operational approach whereby various specialty assignments have been dedicated to each of the four existing patrol shifts. This includes one K9 (dog) Officer per shift plus an officer trained as a Crime Scene Technician (CST) as well as a separately trained drug-recognition expert. These positions also serve as primary call for service responders. This deployment approach is consistent with a team-based patrol philosophy that is considered effective in a number of law enforcement agencies throughout the nation.

With respect to K9's, as with some other specialized operations in LPD discussed throughout this report, the number of K9's deployed is robust for a city the size and profile of Lynnwood. Nevertheless, there are a variety of benefits associated

with having a K9 partner. In the first six-months of 2016 the following performance metrics for the four K9's was reported (beyond core CFS responses).

K9 Deployment Statistics – First 6-months 2016

	Deployments	Arrests
Dog 1	65	38
Dog 2	23	11
Dog 3	43	12
Dog 4	29	10
Total K9	160	71
Annualized	320	142

As shown above, the K9 contingent was responsible for a variety of specialized deployments to include tracking; building searches; vehicle searches; area searches; narcotics, evidence, vehicle exterior and other sniffing; etc. Such efforts resulted in a variety of arrests as shown. Importantly, these efforts were accomplished with well-trained handlers and dogs. In recent WSPCA certification for the dogs, LPD K9's scored from 98-100 on various testing categories.

While the successes above are noteworthy, at issue is the relative cost for the benefits achieved, particular in the context of the overall (larger) size of the K9 contingent at LPD. In the same six-month period, over 430 hours were dedicated exclusively to K9 training activities performed both on-shift time and, as required, overtime. This equates to over 860 hours per year or an average of 215 hours per annum for each K9 Officer. These hours, of course, exclude any other types of training performed by these officers.

Effective patrol deployment requires that the staffing levels, partially represented by the K9 Officers, be retained at authorized staffing levels. This does not necessarily mean that such officers must deploy with a K9 partner. As stated, while there are

obvious advantages to both the handling officer and to each shift having access to a K9, the additional operational costs related to training, overtime, and lost officer availability are not irrelevant despite the various additional deployment and arrest performance gained as shown in the prior table. Overall however, the benefits of a team-based K9 approach with one handler on each shift, in conjunction with their performance, suggests that the current LPD K9 contingent is satisfactory though should not grow in size.

(6) Develop Formal Minimum Staffing Levels for Patrol.

LPD currently has no formal policy-driven minimum staffing level for patrol, instead relying on individual team sergeants and/or management to determine daily patrol staffing requirements based on judgment. A minimum staffing level is best-practice for law enforcement agencies, demonstrating a commitment to a certain level of patrol field support thereby justifying overall patrol staffing level requirements, overtime expenditures, facilitating appropriate scheduled leave (e.g. vacation), etc.

Based on workload patterns and revised recommended deployment strategies, the following minimum staffing levels should be formally memorialized:

- 9 a.m. to 11 p.m. – Four (4) officers plus one (1) sergeant (or acting position). Five total.
- 11 p.m. to 9 a.m. – Three (3) officers plus one (1) sergeant (or acting position). Four total.

These minimum staffing levels establish the “floor” for operational expectations, and should never fall below this level. Reiterating, this is not the ideal or desired staffing level, only that which should be worked in patrol on an infrequent basis.

(7) Prioritize Core Patrol Staffing Over Specialized Support Services.

The core of any law enforcement agency that fields a patrol contingent is providing security and safety to the community through an effective patrol response. All other services, despite their importance, can be considered ancillary to this responsibility. As such, staffing patrol should be philosophically considered the highest priority over supporting services. LPD has a variety of support services that should be temporarily drawn from in the event of longer term vacancies in patrol. These include, but are not limited to:

- Traffic Section currently composed of six (6) officers and one (1) sergeant.
- One (1) quartermaster police officer.
- One (1) of three officers in the Special Operations Section.

In summary, in order to facilitate an authorized staffing contingent in patrol, LPD should consider transferring police officers from the above assignment areas as a temporary, as-needed solution. This will, of course, impact the operations of the specialized units that would have to be accommodated by the Department. Nevertheless, such accommodation should be preferable to a short-staffed patrol force given negligible staffing losses can have important consequences on field service levels.

Recommendations:

To ensure appropriate levels of proactive time, it is important to deploy 28 patrol officers and keep these positions filled; this is consistent with existing authorized staffing levels. Maintain existing authorized patrol staffing of four (4) sergeants.

To improve patrol operations and better balance proactive time, revise the patrol deployment approach as detailed in this report to include re-allocating patrol staff among different shifts, creating a “power shift.” and adjusting shift start times to meet “reasonable” work/life-balance expectations. Retain the 12-hour shift schedule and 3-days on/3-days off structure.

Lynnwood's current K9 program is robust and should continue, but never exceed the existing deployment of four (4) K9s.

Establish a patrol minimum staffing level requirement in LPD policy. The minimum staffing level for Lynnwood should be three (3) or four (4) patrol officers, plus one sergeant, dependent upon the time of day. LPD policy would dictate patrol never operates below this minimum deployment.

Formally adopt internal assignment strategies whereby patrol vacancies are minimized. This would be accomplished through temporary personnel transfers from supporting units such as Traffic.

Maintain the existing balance of civilian and commissioned personnel deployed to Patrol and patrol supporting services.

Continue to work with SNOCOM dispatch, and review internal protocols, to identify any technical or operational issues contributing to lower Priority 1 Call for Service Response Time.

4. ANALYSIS OF THE TRAFFIC SECTION.

The overarching and primary mission of traffic enforcement is reducing the occurrence of death and injury related to vehicular accidents. To that end, minimizing both fatal and injury accidents should be a core business responsibility of any law enforcement agency intent on preserving life and property. The formal mission of LPD's Traffic Section is, "The mission of the Lynnwood Police Department Traffic Section is to promote and provide a safe transportation environment to motorists, pedal cyclists, and pedestrians through education, engineering, and enforcement to improve the quality of life of our citizens." Currently LPD deploys one (1) Sergeant and six (6) officers to conduct traffic-related duties and responsibilities.

Research by the Northwestern University Traffic Safety Institute suggests that there is a correlation between accidents, driving under the influence of alcohol, and the ability to enforce traffic laws and generate citations. In brief, as hazardous citations and driving while intoxicated arrests go up, injury and fatal accidents generally go down.

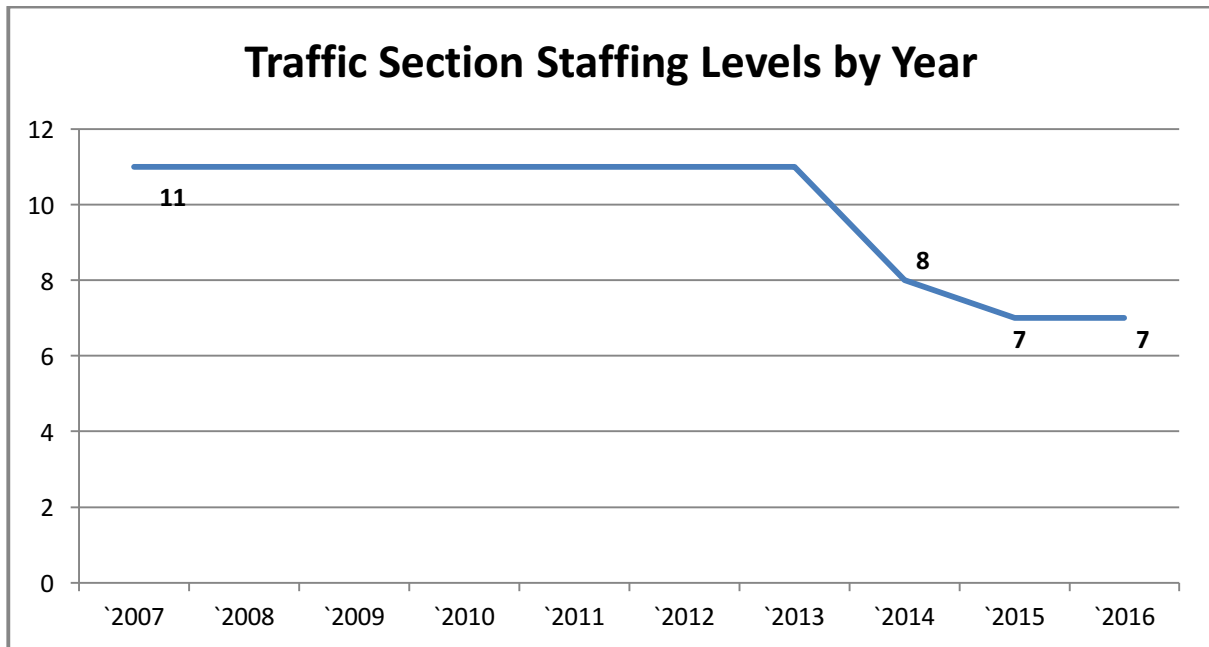
Consequently, a Traffic Enforcement Index (TEI) was developed by the Traffic Safety Institute. While further research over the years has somewhat eroded the underpinnings of the TEI, weakening the correlation, it nevertheless provides a benchmark from which to start and thus is used as an analytical tool. The TEI is a performance indicator of traffic enforcement capabilities and potential issues, which suggests that the ratio of injury/fatal accidents to the number of moving citations plus the number of DUI arrests should be, at the lowest, in the 1:25 range and ideally 1:40 or better.

Based on recent 12-months of data provided by LPD, the following table is shown:

Lynnwood Traffic Enforcement Index (TEI) Data

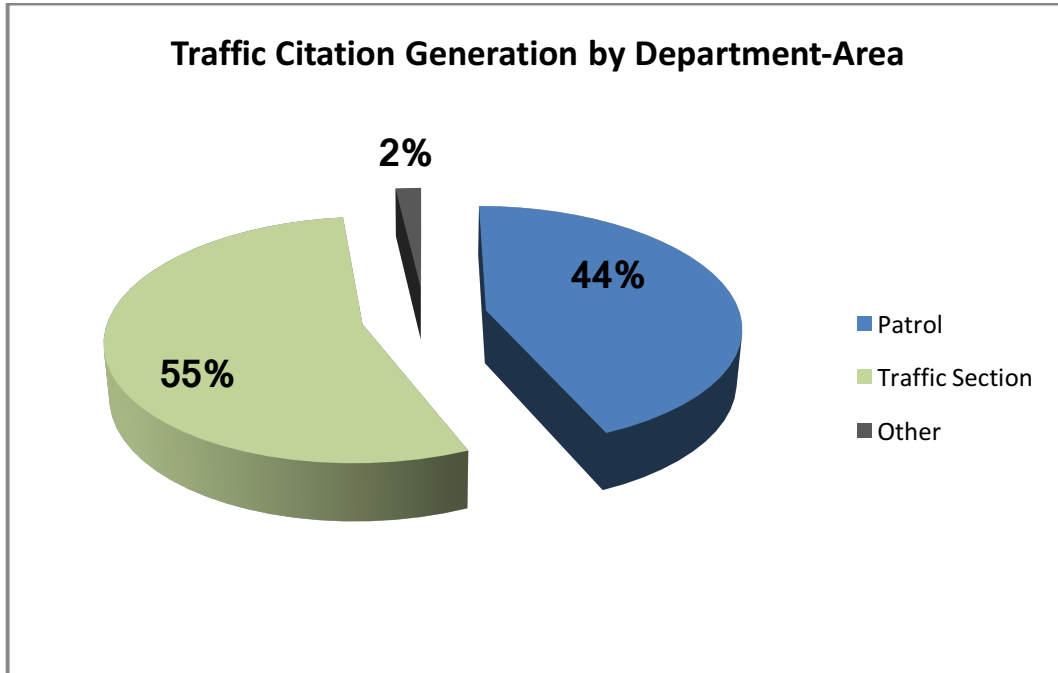
Activity	Number of Activities
Hazardous Citations & DUI Arrests	7,245
Fatal and Injury Accidents	65
TRAFFIC ENFORCEMENT INDEX:	1:111

The 1:111 TEI is well above the TEI best practices standard of 1:40+, illustrating a strong emphasis on traffic enforcement in the Lynnwood community. Indeed, this TEI is one of the highest Traffic Enforcement Indexes the project team has seen nationally, potentially indicative of an over-emphasis in traffic enforcement activities. Philosophically, Lynnwood has had a history of stressing traffic-related efforts as shown by the below graph showing the Traffic Section staffing levels for the last decade.

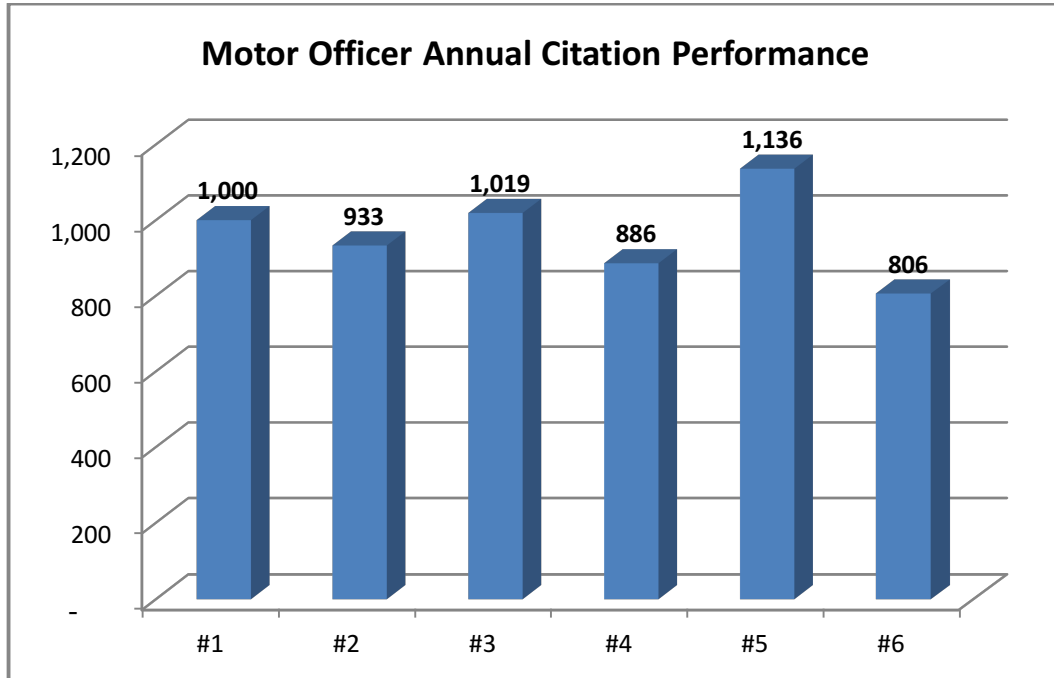


As shown above, LPD had a very large staffing contingent for several years of 11 total sworn positions. Similar to the TEI, at this staffing level this would be one of the largest Traffic Sections that the project team has seen for a community of Lynnwood's size. In the last few years, the Traffic Section has been downsized to its lowest staffing levels since calendar year 2000.

The Matrix Consulting Group has found that in many agencies a dedicated traffic unit's outputs can have a significant impact on the TEI. This is due to the fact that most traffic units are responsible for a good portion of the citations generated for the jurisdiction, often exceeding 50% of all citations written by a department. This is the approximate performance of the Traffic Section compared to the rest of the Department as shown in the chart below. This demonstrates that, overall, the Traffic Section performs their role effectively relative to their LPD patrol peers.



The expected performance of a Traffic Unit dedicated exclusively to directed enforcement and citation/warning development is approximately one per deployed hour. Traffic citations in the data provided, to include hazardous and non-hazardous citations, totaled 5,581 in the year's period. Based on the number of shifts deployed, this reflects approximately 6.5 citations daily per Traffic Officer per 10-hour shift. Production by officer is generally equivalent, as shown in the graph below.



This performance may be perceived as below various benchmarks for Motor Officers; however, the Traffic Section also conducts a variety of other duties. These officers also respond to all traffic accidents and investigate serious accidents. Further, officers are responsible for photo enforcement review. This includes reviewing all red light violation photos and determining if an infraction occurred, and reviewing all photo speed zone cameras. The Traffic Section and light duty officers spend significant time review photo red enforcement photographs. Washington law requires an officer has to review photos in order to “charge” the driver. The magnitude of the effort is captured in the following table, below.

Photo Red Light Review Data

Photo Red Light Review	2015	2016¹³	2016 Annualized
Violations Approved	34,331	23,808	35,712
Violations Rejected	10,269	6,667	10,000
Total # of Violations Reviewed	44,600	30,475	45,712
Total Hours Logged	1,244.3	741.8	1,112.8

As shown, based on net availability, this photo red light review represents approximately three-quarters time for one Traffic Section staff position.

Maintaining Motor Officer skill-sets requires additional time investments to include quarterly qualifications and state qualifications. Officer time can be further committed as assigned staff perform as instructors, taking away from other core duties and responsibilities. The totality of these efforts impacts availability to be in the field.

(1) Fundamentally, Specialized Traffic Enforcement is a Policy-decision, Driven in Part by Community Expectation, Fiscal Realities and Other Variables.

In 2014, Lynnwood's Community Livability Report ranked "criminal activity" and "traffic calming" as two of the highest six potential neighborhood issues worthy of attention. Traffic calming is defined as the use of physical design and other measures (e.g. traffic enforcement) to improve safety for motorists, pedestrians and cyclists. It aims to encourage safer, more responsible driving and potentially reduce traffic flow. Clearly, based on the community survey, police protection to include traffic enforcement is ranked highly.

Notwithstanding the foregoing, the data suggest that the existing Lynnwood Traffic Section is robust, despite being downsized over the last decade. The TEI is one of the highest the project team has seen, potentially indicative of overly assertive traffic

¹³ January 1 – September 1

enforcement activities. Furthermore, for a city of Lynnwood's size, the Traffic Section still remains one of the largest units in the nation we have experienced. Ultimately the degree to which the City wishes to enforce traffic laws, thereby influencing accident frequency, will help dictate the level of Traffic Officer staffing which should be deployed. This is both a fiscal and service-level decision. Nevertheless, our analysis suggests that the Traffic Unit downsizing is practical.

It is impractical for the Traffic Officers to be on Motors for 12-hour shifts given the fatiguing nature of these shifts combined with this assignment type; consequently, they should remain on the 10-hour shift. Overlap Wednesdays should be used to focus efforts on Photo Red Light review tasks. Consideration should be given to deploying the Traffic Unit during these slightly modified time frames:

- Team A and B Day Shift – 0700 – 1700 hours (4/10 shift plan)
- Team E and F Power Shift – 1100 – 2100 hours (4/10 shift plan)

In summary, the project team recommends reducing the Traffic Unit from six (6) officers to five (5) officers while retaining existing sergeant supervision. Given the totality of data, the size of this unit should be adequate to perform the variety of duties noted herein at reasonable service levels to maintain traffic and accident enforcement and traffic accident reduction efforts in Lynnwood. It should be noted that despite modest downsizing of the Traffic Unit, overall traffic enforcement efforts should remain an important responsibility of both Traffic Officers and patrol staff in key traffic supporting roles.

Recommendations:

Within the context of traffic-related information provided in this report, the City should provide some direction as to traffic-enforcement expectations for the Lynnwood community. Such direction will help drive dedicated traffic staffing levels.

Based on available data, dedicated traffic enforcement activities can be reduced from six (6) Traffic Officers to five (5) Traffic Officers with one (1) sergeant continuing to oversee the operation. Ideally, this sergeant should always be "Motor Certified."

5 Bureau of Field Operations Analysis - Detentions

As part of the operational and staffing study for the Lynnwood Police Department, the project team conducted an in-depth analysis of the Lynnwood Detention Center's operations. Jails are typically one of the most expensive facilities to operate and maintain, therefore it is important for each jurisdiction to have a full understanding of the total costs associated with operating such a facility.

This chapter focuses on the issues, findings, conclusions, and recommendations regarding the staffing and scheduling of resources in the jail. Additionally, an analysis of jail workload trends, and alternative operational models were developed for consideration by the project steering committee.

Lynnwood Police Department operates a misdemeanor jail facility that is located in the Lynnwood Civic Justice facility. The jail has an operational capacity of 46 beds including space for 12 female and 34 male inmates. In addition to housing inmates in Lynnwood, the Police Department utilizes an Electronic Home Detention and Community Services program. To augment longer sentences and to provide increased medical and mental health services to incarcerated inmates Lynnwood has housing contracts with Chelan, Okanogan, Yakima, and Snohomish counties, the SCORE facility in Seattle, and Sunnyside City Jail. Interestingly, despite using these contracts Lynnwood also houses inmates from other local municipalities. Currently, the municipalities of Bothell, Brier, Edmonds, Lake Forest Park, Mill Creek, Mountlake Terrace, and Woodway have housing agreements with Lynnwood.

At the onset of this study, the project team reviewed applicable state regulations and laws related to local detention centers and found that current staffing levels meet or

exceeded the minimum requirements in state statute. Additionally, it should be noted that the State of Washington does not provide detention facility inspections. Alternatively, the project team utilized the American Correctional Association *Performance-Based Standards for Adult Local Detention Facilities, Fourth Edition* when applying standards, along with the consultant's previous experience.

1. THE CURRENT JAIL FACILITY WAS ASSESSED AND SEVERAL ISSUES WERE IDENTIFIED.

The project team toured the Lynnwood Jail facility while on site in September 2016. While this study is not a jail operational or facility assessment, there were several operational and facility issues the project team noticed that are worthy of mention. The Lynnwood Civic Justice Center was constructed in 1985 and includes the jail located on the first floor of the facility. The Lynnwood Jail is a misdemeanor facility that may house inmates sentenced up to one year. The jail houses adult inmates in five dormitory style housing units that each include a small dayroom with tables and chairs. Jail staff conduct scheduled and periodic checks for each housing unit, process the intake and discharge of inmates (booking and release), as well as facilitate inmate visitations.

Other functional areas that were observed included the intake and release area. Due to the small volume of individuals housed in Lynnwood's custody, the intake and release area is combined. The current design allows for an open booking area, adjacent to secure holding if needed. This open booking area design concept has recently become standard practice in the industry. Adjacent to the intake and release area is the corridor leading to the housing units, and in the opposite direction a corridor leading to medical, visitation, and staff work areas.

While the jail may meet some best practice in design and operations, there are several best practices that are not meet. The following table provides a summary of several best practices and potential issue areas. Following the table is corresponding narrative that provides in greater detail of the identified issues.

Performance Target	Lynnwood Meets	Issue Area
Lynnwood Jail Facility		
Proper site and sound separation between juvenile and adult arrestees in booking area?		√
Are Facilities operated with a well-defined fixed-post staffing plan that details each post, hours of operation, appropriate classification and rank, etc.?	√	
Do positions in the fixed-post staffing plan provide for adequate security for staff and inmates?		√
Does facility staffing allow for rapid response to fights, medical emergencies and other incidents?	√	
Sufficient rovers are in the fixed-post staffing plan so that other fixed-posts are not asked to leave their assignment for a high priority incident or need.		√
Correctional officers are provided with adequate physical and cognitive skill training to meet the operational philosophy of the Jail?	√	
A shift schedule is in place that efficiently covers posts and enhances recruitment and retention efforts.	√	
Inmate labor crews are used in areas such as food services, laundry, janitorial and other services to reduce facility operating costs?	√	
Inmate services focus on rehabilitative and life skill programming, versus a strictly correctional setting?		√
Medical screening is provided before arrestees are admitted to the jail?		√
Medical care is provided to inmates 24-hours per day?		√
Physical recreation opportunities are provided both indoors and outdoors?		√
Inmates are provided regular access to natural light?		√
The Jail has sight and sound separation for Juvenile and Adults?		√

Areas that the Lynnwood jail does not meet best practice or newer requirements include site and sound separation between adults and juveniles, recreational opportunities, natural light into inmate cells or housing units, incorporation of direct or podular remote supervision of inmates, or the ability to provide inmate programs. These are addressed in the sections below.

(1) Juvenile Processing

Federal Law, most recently modified when Prison Rape Elimination Act (PREA) standards were enacted, mandates that juveniles shall not be confined in a jail or holding facility unless that confinement is separate from sight and sound of adult inmates. Currently the Lynnwood facility does not have separate holding areas for juveniles. This requires all adult inmates be placed in lock down when a juvenile is arrested and brought to the jail for processing. Once the juvenile is booked, they are placed in a visitation booth until they are transferred to a juvenile facility. The juvenile holding areas (visitation booths) are not in close proximity to the booking area and staff, and thus the juvenile is monitored via close circuit television and with periodic checks. The additional checks and necessity of placing all adult inmates in lock down during the booking and release process creates an operational burden and increased liability on staff to perform these duties.

(2) Inmate Wellness

The *American Correctional Association* recommends that each inmate have access to a minimum of two square feet of natural light, and that a minimum of 15 square feet of indoor and outdoor recreation area should be made available for each

inmate that has access to that area¹⁴. Industry best practice includes the opportunity for recreation inside during periods of inclement weather and outdoor recreation all other times. Currently, the Lynnwood jail does not provide inmates access to any natural light, nor does it have the space to allow for physical recreational opportunities, except the ability to walk around each small dayroom. Compounding these issues is the limited opportunity for inmate service programs due to the lack of space the facility provides.

Additionally, it is important for inmates to have access to medical care. Up until 2015, medical care was provided by the Lynnwood Fire Department. In mid 2015, the jail contracted with a medical service provider for their inmate medical care. While a nurse is now assigned to the jail five days per week they still do not meet best practice standards which call for a nurse to be on duty around the clock to provide medical screening of arrestees. To mitigate this gap in medical screening, Lynnwood has strict protocols for arresting officers requiring that any arrestees that they suspect of having significant medical (or mental health) issues be taken directly to a hospital or to another facility such as the SCORE Facility. Ideally, the jail would incorporate 24-hour medical coverage; however the current process is effective, as any questionable inmates are diverted to facilities that can provide necessary care.

While proper medical care is important, the psychological and physical well-being of inmates must also be addressed. Best practices dictate that inmate programs should be provided to those individuals who are incarcerated for an extended period of time. Currently, the Lynnwood does not provide rehabilitative services or other inmate programs to individuals incarcerated in the jail. Considering this is a misdemeanor

¹⁴ Performance-Based Standards for Adult Local Detention Facilities, Fourth Edition. Standard 4-ALDF-1A-16, and 4-ALDF-5C-02.

facility where the typically length of stay for individuals is 7 days, finding suitable program offerings is difficult as many rehabilitative type programs require several weeks or months to complete. In place of offering these programs locally, Lynnwood attempts to house inmates that are sentenced for an extended period of time in contract facilities where increased recreational and inmate programs and services exist.

Overall, the Lynnwood jail has gaps in their operations when it comes to providing inmate program and services opportunities in-house, but does send sentenced inmates to other facilities in order to provide better inmate programs and services. Overall, the current jail design does not allow for recreational opportunities or access to natural light.

(3) Physical and Operational

In addition to touring the jail facility, the project team also toured the courtroom and the route used to move inmates to and from the courtroom. While a separate study is being conducted by the National Center for State Courts on court operations, there were several “jail-centric” operational concerns identified, most notably the transport route between the jail and the courtroom. Currently inmates are escorted by a Custody Officer to and from the courtroom through a hallway and stairwell. While this route is semi-secure its design and layout present several challenges to jail staff.

In the stairwell, there are blind corners that prevent the constant supervision of inmates by staff, as well as a door at the base of the stairway that has immediate access to the exterior of the facility. While this door to the exterior is locked from the outside, and is only accessible by staff, it does have push bar exit capabilities and it

would be very easy for an inmate to attempt to escape. Even an unsuccessful escape attempt poses a threat to the safety of jail staff, or other inmates.

At the top of the stairwell, in the hallway, there are several doors that lead directly to staff areas. While on site, the project team observed these hallway doors to be either unlocked or left open, thus potentially allowing access to these areas by inmates.

It is recommended by the project team that an additional door be installed in order to make this a secure corridor (e.g. a door that has a delay opening mechanisms, except during activation of emergency alarms).

In addition to the concerns noted above, there is no secure route to and from the courtroom for inmates with disabilities. Currently an officer must escort a disabled inmate from the jail, through the public lobby, up the elevator, through the courtroom lobby and into the courtroom. Lynnwood's facility was constructed prior to the passage of the American's With Disability Acts in 1990, meaning they are currently in compliance with federal law, however this current practice creates several operational and security issues.

Security outside the courtroom is conducted by the Court Security Officer (CSO). The CSO is responsible for general security of the public during court proceedings as well as for the screening of the public, via a magnetometer (metal detector), prior to entry into the courtroom. The project team noted that the courtroom security screening station is located in the courtroom vestibule and its position limits the security officers' line of sight into the adjoining lobby making it difficult to proactively monitor the area for potential threats while conducting security screenings.

Best practices for court operations includes three zones of separation, one for staff, one for the public, and one for inmates. Due to the physical size of the small municipal courtroom, the project team recognizes the challenge in providing three zones of separation and highlights these for consideration should the courtroom be renovated.

The issues identified in this section of the report should be considered when considering staffing and operational changes. Additionally, if the jail or courtroom areas were to be renovated, these concerns should be addressed during the design phase of the project.

Recommendation:

To mitigate the highest risk associated with jail-court inmate transport at reasonable cost, install an additional door in the corridor that connects the jail to the steps that lead to the courtroom. This door should be secure at all times, and be equipped with a lock that disengages when emergency alarms are activated.

2. OPERATIONAL ANALYSIS OF THE JAIL.

In order to better understand the demands placed on jail staff, the project team analyzed the historic workload trends for the Lynnwood Jail. These workload indicators include jail admissions, average daily population, average length of stay, and alternative to incarceration programs. These historical data trends provide insight into the daily operation of the facility and can have a significant impact on staffing. For example, if the facility population exceeds the number of beds in the facility, then there is an implication on transport needs, etc. The following sections will provide an analysis on historic jail data and trends, followed by a section on staffing requirements.

(1) The Number of Jail Admissions Remained Steady from 2011 to 2016, with the Exception of 2015.

The processing (booking) of a new admission into the jail is one of the most time-consuming aspects for staff, as such it is one of the key indicators of workload placed on jail staff. The following table shows jail admissions from 2011 to 2016.

2011 – 2016 Jail Admissions

	2011	2012	2013	2014	2015	2016	11 - 16 Avg
Admissions	4,129	4,269	4,065	4,047	3,001	3,982	3,916

As shown in the table above, jail admissions were steady from 2011 through 2014, and saw a significant decrease in 2015. However, admissions rebounded in 2016 and was close to the six-year historic average of 3,916 annually.

(2) The Average Daily Population of Lynnwood Inmates Was Relatively Stable in 2014 and 2015, While the Average Length of Stay Has Increased.

Other key indicators of jail workload are the Average Daily Population (ADP), and Average Length of Stay (ALOS) both of which greatly influence the daily operational demands of a detention facility. It is important to note the relationship between these three variables.

Average Daily Population

Only two years of ADP data was provided, and is presented in the following table. Please note this number includes all inmates that are under *jurisdictional custody* of Lynnwood, including those individuals housed in contract facilities, and those inmates housed in Lynnwood from other jurisdictions.

2014 and 2015 Average Daily Population (ADP)

	2014	2015
ADP	59.0	57.5

As the table shows, the ADP decreased slightly in 2015 when compared to 2014. A drop-in ADP was to be expected considering the number of admissions dropped significantly in 2015. It is important to note that the ADP is significantly higher than the rated capacity of the Lynnwood jail, and that these inmates are housed outside of Lynnwood.

Additional data was provided by the Police Department. In March 2017, the number of inmates housed locally in Lynnwood included almost an even split between pretrial and sentenced inmates (19 pre-trial versus 20 sentenced). This number does not take into account those individuals housed in contract facilities.

Average Length of Stay (ALOS)

The average length of stay is calculated by the following formula: $ALOS = (ADP \times 365 \text{ days}) / \text{Annual Admissions}$. The ALOS was calculated for the two years that ADP data was provided. The following table presents the ALOS calculations.

2014 and 2015 Average Length of Stay (ALOS)

	2014	2015
ALOS	5.3	7.0

As presented in the table, the ALOS has seen a 31% increase between 2014 and 2015. The increase in ALOS was to be expected considering that the annual admissions fell approximately 25% between 2014 and 2015, while the ADP only dropped 3%. The historic data shows a strong correlation between admissions and

ADP. Overall, Lynnwood's ALOS is very low when compared to other local jails across the United States. This is expected as the Lynnwood only houses misdemeanants.

Ideally, it is best to analyze larger data sets to understand the relationships between admissions, ADP, and ALOS. While only analyzing two years of ADP and ALOS (and five years of Admissions), there are several possible reasons why trends are declining. Admissions and ADP may be declining while ALOS is increasing because more low level offenders are being diverted to alternatives to incarceration or programs, officers are writing more citations versus arrests, judges are sentencing offenders to longer terms, less crimes are being committed (or solved), or criminals are committing more serious offenses and thus receiving felony charges. These are all suppositions and further analysis would be needed to identify a definitive reason why this downward trend exists. Regardless, it is recommended that the LPD continuously undertake a yearly analysis of jail trends as part of a broader criminal justice review. This annual review may provide more insight as to why the population and ALOS fluctuate. In sum, ADP decreased slightly in 2015 (2.5%), while the average length of stay increased nearly 31%.

(3) Lynnwood Utilizes Contracted Bedspace In Other Jurisdictions to House Their Inmates.

As referenced in the introduction of this chapter, Lynnwood contracts with five other jails to house their inmates. While Lynnwood's jail facility adequately serves inmates for short periods of times, it is not ideal for extended stays. The jail can only provide limited inmate programming, medical, and mental health services that individuals who are incarcerated for periods longer than a week may require. In order to

better serve these individuals and to free up beds in the jail, Lynnwood contracts with outside agencies.

When analyzing the use of contract facilities, there are three data sets that were reviewed. These data sets include: number of bed days; number of inmates; and annual housing cost. Each of these is discussed in greater detail in the following paragraphs.

The first data set analyzed was the number of bed days that were utilized since 2014. This includes an aggregate of the total number of days that a Lynnwood inmate was housed in a facility other than Lynnwood's jail.

2014 – 2016 Out of Jurisdiction Bed Days

	2014	2015	2016
Chelan County Jail	1,332	1,738	274
Okanogan County Jail	0	0	0
SCORE	1,541	2,913	2,955
Snohomish County Jail ¹	4,070	3,921	5,500
Sunnyside City Jail	92	155	215
Total	7,035	8,727	8,944

¹ Includes inmates housed on Lynnwood warrants, but arrested by other agencies.

Based on the historic data, all facilities were used, with the exception of Okanogan County. Overall, there has been an increase in the use of bed days since 2014. From 2014 to 2016, the number of out of jurisdiction bed days has ranged from 7,035 to a high of 8,944, with an average of 8,235 bed days per year.

The second set of data analyzed included the number of inmates that were housed out of jurisdiction. This data set is important because it creates additional workload on custody officers who are responsible for transporting inmates to these other facilities (Snohomish County and SCORE). The greater the number of inmates housed out of jurisdiction results in increased transport trips and ultimately higher

operating costs. The following table presents the number of inmates housed in other facilities.

2014– 2016 Out of Jurisdiction Number of Inmates

	2014	2015	2016
Chelan County Jail	95	80	14
Okanogan County Jail	0	0	0
SCORE	205	307	306
Snohomish County Jail ¹	N/a	N/a	777
Sunnyside City Jail	5	7	9
Total	305	394	1,106

¹ Includes inmates housed on Lynnwood warrants, but arrested by other agencies.

Corresponding with the number of out of jurisdiction bed days, the number of inmates housed in other facilities has increased. While the summary table shows a large increase each year, Snohomish County data was not provided from 2014 - 2015 and accounts for approximately 2/3 of the total number of inmates in 2016. The 3-year average for Lynnwood inmates housed in contract facilities is 346, excluding Snohomish County. While the number of bed days and number of inmates have increased, there is a strong correlation between the two. The number of bed days and inmates peaked in 2015, when removing Snohomish County. In 2016 It should be noted that the highest number of out of jurisdiction inmates are being housed at the two facilities that are the closest to Lynnwood (Snohomish County Jail, and SCORE).

The third data set analyzes the housing and booking cost (if applicable) associated with housing Lynnwood inmates in other facilities. Please note this does not account for any transportation or staff related cost.

2014 – 2016 Out of Jurisdiction Housing and Booking Cost

	2014	2015	2016
Chelan County Jail	\$86,645	\$112,710	\$17,810
Okanogan County Jail	\$0	\$0	\$0
SCORE	\$230,562	\$361,335	\$310,275
Snohomish County Jail	\$350,534	\$407,513	\$625,003
Sunnyside City Jail	\$2,371	\$6,510	\$9,030
Total	\$670,112	\$888,068	\$962,118

As similar with the previous two data sets in this section, housing related cost have increased since 2014 from approximately \$670,112 to a high of \$962,118 in 2016. As expected, associated housing cost show a strong correlation with the number of bed days.

Additionally, in February 2016 the Snohomish County Jail cancelled the cooperative transport agreement with the Lynnwood Jail. Lynnwood attempted to negotiate a contract with Snohomish County, but they advised that they were not able to conduct the cooperative transport even at a fee. The result is inmates with Lynnwood warrants now do not get dropped off at the Lynnwood Jail, but rather are transported to the Snohomish County Jail directly. These inmates typically end up being booked into the Snohomish County jail significantly increasing the number of inmates and corollary charges, resulting in significantly increasing the contract housing costs in 2016.

In summary, the number of inmates housed out of jurisdiction, the number of bed days and associated fees have continued to increase since 2014. These trends were expected, as they correlate with the increase in average length of stay.

(4) The Number of Bed Days Utilized and Revenue Generated by Housing Other Municipalities Inmates Has Increased since 2011.

Interestingly, despite the City of Lynnwood contracting for additional bed space with outside facilities it houses inmates for other local municipalities in their facility.

These jurisdictions include: Bothell; Brier; Edmonds; Lake Forest Park; Mill Creek; Mountlake Terrace; and Woodway. In order to fully understand this practice, the project team reviewed data from 2011 through 2016. The following tables summarize the number of bed days that other agencies housed their inmates in Lynnwood and the associated revenue collected.

2011 – 2016 Other Municipalities' Bed Days

Jurisdiction	2011	2012	2013	2014	2015	2016
Bothell	349	456	317	730	826	838
Edmonds	488	563	627	506	264	132
Mountlake Terrace	561	442	881	725	750	753
Brier	6	47	10	79	3	12
Woodway	0	109	23	1	2	1
Mill Creek	171	188	96	102	150	209
Lake Forest Park	138	24	20	26	68	94
Total	1,713	1,829	1,974	2,169	2,063	2,039

2011 – 2016 Other Municipalities' Revenue

Jurisdiction	2011	2012	2013	2014	2015	2016
Bothell	\$24,987	\$36,301	\$24,815	\$56,948	\$63,467	\$55,486
Edmonds	\$19,563	\$19,988	\$28,739	\$20,841	\$12,725	\$5,617
Mountlake Terrace	\$38,251	\$31,512	\$62,607	\$52,221	\$55,743	\$54,693
Brier	\$570	\$1,795	\$772	\$4,312	\$212	\$725
Woodway	\$0	\$4,886	\$1,378	\$95	\$190	\$95
Mill Creek	\$13,852	\$14,293	\$7,186	\$6,652	\$10,135	\$12,297
Lake Forest Park	\$8,394	\$1,915	\$1,258	\$2,168	\$5,179	\$7,143
Total	\$105,616	\$110,690	\$126,755	\$143,236	\$147,650	\$136,056

As presented in the two tables above, there has been an overall increase in the number of bed days and associated revenue. Both bed days and revenue peaked respectively in 2014 and 2015.

While it is interesting that Lynnwood is sending their inmates to other facilities, while others are sending their arrestees to Lynnwood, there is a notable difference in the type of inmates. Lynnwood transfers inmates to other facilities who are either sentenced for longer terms, or individuals who have medical or mental illness that

cannot be effectively treated in Lynnwood. The jurisdictions sending arrestees to Lynnwood are smaller local municipalities and their arrestee (or inmate) is being held on a misdemeanor charge and is either released shortly after booking or is awaiting arraignment. Data was not provided on the average length of stay for other jurisdictional inmates, but the standard practice is to only admit those individuals with low level offenses and individuals who will likely be released quickly or have a low bond amount after arraignment. The practice of housing very short term inmates for neighboring jurisdictions does impact the availability of bed space for Lynnwood inmates since the ADP is greater than the jail's rated capacity, however based on the snap shot data provided in March 2017, it was determined that on average Lynnwood houses three inmates daily from these other jurisdictions. In summary, the number of bed days that other jurisdictions have utilized in the Lynnwood Jail range from a low of 1,713 to a high of 2,169 days, with a six-year average of 1,938 bed days per year.

(5) Review of LPD Alternatives to Incarceration.

The Lynnwood Jail utilizes an Electronic Home Detention (EHD) program as an alternative to secure confinement of inmates. Inmates that are eligible for EHD are rigorously screened for incorporation into the program and must be low level offenders. The use of EHD is typically more cost effective, than incarcerating an offender in a secure facility. The EHD program utilizes GPS monitoring of the offender's movements and allows these individuals to live in the community and continue with their employment and education. In order to participate in EHD, the participant is required to pay a \$20 daily fee.

In conjunction with the EHD program, low level offenders may be eligible to participate in community service as a means to serve their sentence. Participants in community service provide labor to either the City of Lynnwood or other non-profit organizations in Lynnwood. Services provided may include landscape maintenance, building repairs, roadside clean up, serving at the local food bank, etc. Participants in the community service program must pay a one-time fee of \$30.

The following table presents historic alternatives to incarceration participation and subsequent revenue.

Historic Alternative to Incarceration Participation

Type	2012	2013	2014	2015
EHD Participants	290	234	170	84
EHD Day Served	5,316	5,695	4,090	2,067
EHD Net Revenue	\$63,683	\$73,941	\$65,051	\$32,168
Community Service Participants	290	261	107	111
Community Service Days Served	1,451	1,236	567	439
Community Service Net Revenue	\$14,040	\$7,830	\$3,210	\$5,040
Total Participants	580	495	277	195
Total Days Served	6,767	6,931	4,657	2,506
Total Revenue	\$70,450	\$80,872	\$69,708	\$34,674

As presented in the previous table, the number of participants and number of days served has significantly decreased since 2012. The number of participants in 2015 was approximately one-third of what it was in 2012.

There are several possible reasons why the number of participants in alternative to incarceration programs has declined. When speaking with staff, they indicated that the staff person assigned to EHD in the jail is occasionally pulled from these duties on a regular basis to cover court security, transport duties, or serve in other capacities in the jail. This was particularly an issue in 2015 when there were multiple custody officer vacancies. Reasons may include, offenders are committing more serious offenses,

repeat offenders who are not deemed eligible, offenders are placed in treatment programs, and alternative and treatment programs are having a positive effect and recidivism rates are lower.

It should be noted that there are several diversion programs in the Snohomish and King County areas that may influence the current and future criminal justice operations. These programs include but are not limited to the Snohomish County Pre-Prosecution Diversion Program, the King County Law Enforcement Assisted Diversion, and even the new social service assistant program provided by the Lynnwood Police Department. While many of these programs are in their infancy, data from other programs across the United States shows these, and similar alternatives to incarceration programs, to be effective in reducing recidivism for participants.

Overall, the Lynnwood Police Department should continue to explore alternative to incarceration programs, and dedicate a staff member to oversee them. Alternative to incarceration programs are a more cost effective way of sentencing offenders, and potentially provide them with the tools to return to society in a positive and productive manner. While the historic data for alternative programs has trended downward overall, this should not hinder participation in these programs as the average daily population is still over the rated capacity for the jail. The use of these programs helps eliminate bed days served in the jail and provides for the opportunity of increased revenue derived from the housing for local municipalities or reduced costs associate with contract bed space. In summary, LPD use of electronic home detention and community service programs as alternatives to incarceration has decreased while Initiatives in the region to

divert offenders from secure detention facilities has increased. Lynnwood should continue to work with these regional programs and divert offenders when applicable.

Recommendations:

Continue the use of Electronic Home Monitoring and Community Service Programs

Continue working with the municipal court to develop parameters for participation in alternative programs and identify additional criteria that allow for increased cite and release, or book and release programs.

3. ANALYSIS OF DEPLOYMENT AND CURRENT FIXED-POST SECURITY STAFFING REQUIREMENTS

A fixed-post position is an assignment that is typically deployed every day, irrespective of workload. It is essentially a duty-assignment for staff members that must be filled on a 24-hour/day, 7-day/week, and 365-days/year basis. However, there are some fixed operational support post within the jail that do not require 24/7 coverage. The jail currently deploys three Custody Officers on each shift, which are supplemented by the EHD Coordinator or Court Security Officer during weekdays.

Due to the relatively small number of jail staff, all Custody Officers are cross-trained to perform all duty assignments in the jail, including booking and release functions, inmate supervision in the housing unit, escorting inmates to municipal court, supervision of inmates while in the courtroom, and the transport of inmates to other facilities.

Based on our observations, interviews with jail staff, and analysis of historical jail data, the project team has concluded that there are opportunities to modify the staffing plan in order to more effectively and efficiently operate the jail. However, it should be

noted that proposed staffing plans are based on current operations, which include housing inmates in Lynnwood's jail along with housing inmates in six (6) other facilities.

(1) Shift Schedules Vary for All Jail Staff and is Dependent on Responsibility and Rank.

The jail's current command structure is comprised of a Jail Commander, two (2) Sergeants, 14 Custody Officers, an Electronic Home Detention (EHD) Coordinator, and a Court Security Officer.

Custody Officers work a 3/12 shift schedule comprised of three consecutive days on followed by three days off, similar to the schedule that patrol officers work. Shift schedules are from 0600-1800 hours and 1800-0600 hours with a total of three Custody Officers (CO) assigned to each shift. Custody Officer's duties include the supervision of inmates, booking and releasing inmates, escorting inmates to and from municipal court, and transporting inmates to and from other detention facilities.

Jail Sergeants work a 4/10 shift schedule with a fixed four-day work week, followed by three days off. Jail operations are overseen by a Jail Commander whose assigned to a traditional 5/8 work schedule consisting of 0800-1700 hours with weekends off.

In addition to Custody Officers and Sergeants, there are two additional posts within the jail, the Electronic Home Detention (EHD) Coordinator and Court Security Officer. The EHD Coordinator is responsible for administering the electronic home detention program which provides an alternative to secure incarceration for inmates. The EHD Coordinator works 0730–1730 hours Tuesday through Friday.

The Court Security Officer, who is responsible for screening the public before entrance into the court, works weekdays between 0730 and 1730 hours Monday

through Thursday. When not needed in their primary roles both of these positions supplement staffing in the jail. Typically, the Animal Control Officer or EHD Coordinator supplements the Court Security Officer on Friday or during other absences.

(2) Staffing Levels Are Supplemented by The Use of Overtime.

In addition to working the normal three day on and three day off schedule, staff were required to work overtime in order to fill vacancies and to provide transport trips after normal shift hours. Based on the data provided by the Police Department, jail staff worked a total of 2,501 hours of overtime in 2015. Based on the median hourly rate of a Step III custody officer, jail overtime cost approximately \$115,000 in 2015. Data was captured on the type of overtime hours worked and the following table presents the results.

2015 Overtime Hours by Type

Category	Hours
Holiday	568
Shift Coverage	1,451
Training	159
Regular	161
Other	162
Total	2,501

As shown in the table above, a total of 2,501 hours of overtime were required to cover jail operations in 2015, which is equivalent to almost two full time custody officer salaries. Representing these hours as a percentage, 58% of the overtime hours were dedicated solely to shift coverage, while 23% of the hours were dedicated to the coverage of holiday leave. While overtime cannot be completely eliminated in a jail, this is a significant usage of overtime for a unit comprised of only 17 employees. By

incorporating a proper relief factor into assessing staffing needs, the number of overtime hours worked should decrease when all positions are filled.

(3) A Custody Sergeant is Not Scheduled to Work 24 Hours A Day or 7 Days Per Week. The Scheduling Approach Needs Adjustment.

As discussed in the previous section, there is a total of two Sergeants assigned to the jail both working a 4/10 work schedule. One Sergeant is assigned to work during the day (1st Shift) and the other during the evening (2nd Shift). The 1st Shift Sergeant is scheduled to work Monday – Thursday, while the 2nd Shift Sergeant is scheduled Tuesday – Friday. This scheduling model creates several issues.

First and most importantly, is the lapse in supervision during the weekend, which is typically the busiest times for a jail. This lapse in supervision leaves jail staff working the majority of the weekend with no direct supervision, and additionally means each shift has a three day period where no direct supervisor is on duty. Oversight of the jail during this time becomes the responsibility of the Patrol Sergeant on duty. As observed by the project team on other engagements, the highest number of bookings typically occurs on Friday and Saturday evenings. While the 2nd shift Sergeant scheduled to work Friday evening is beneficial, a modified schedule would provide better coverage.

Second, the lack of a Sergeant on duty for three days each week can be problematic when it comes to proper supervision of Custody Officers, particularly for new officers. Furthermore, based on the Custody Officer's schedule, occasionally there is a gap of one shift cycle, where a Sergeant does not work the same shift as one of their squads. This provides inadequate supervision of staff and may prevent Sergeants from effectively managing and training officers for extended periods of time.

While the project team did not review admission data by day or time of the week, it is recommended that the jail capture and review quarterly admission and release data for the purpose of identifying increased staffing coverage if needed and to determine peak and low volume times.

Industry best practices for supervisory span of control are between approximately six and ten direct reports per supervisor. Currently, the 1st Shift Sergeant is responsible for supervision of eight officers, and the 2nd Shift Sergeant provides supervision of a total of six officers, which is well within this best practice standard. This highlights that gaps in supervision of jail staff are not due to a lack of Sergeants, but due to scheduling.

In order to more effectively supervise employees and to provide additional support when admissions are typically higher, the project team recommends two scheduling changes. First, Sergeants should transition to an 8-hour shift, which in turn distributes supervision over five days per week. The second change would be adjusting the schedule that Sergeants work. The 1st Shift Sergeant should work Sunday – Thursday, 0800 hrs – 1600 hrs, and the 2nd Shift Sergeant work Tuesday – Saturday, 1700 hrs – 0100 hrs. The new shift schedule will allow a Sergeant to be present in the jail 7-days a week, provide better coverage when admissions are typically higher, and allow the 1st Shift Sergeant to better schedule and prepare for Monday's court proceedings on Sunday. The shift from a 10-hour shift to an 8-hour shift may require changes to the current employee contracts and thus may not be implemented until January 1, 2019.

Recommendation:

Convert Detention Sergeants to 8-hour shift schedule with the 1st Shift Sergeant assigned to Sunday – Thursday and the 2nd Shift Sergeant assigned Tuesday – Saturday.

(4) The Position of Transport and Security Officer Should be Created to Provide Dedicated Transportation Service and In-Custody Courtroom Security.

After review of the average daily population data and the number of inmates housed in contract facilities, the project team determined there is a significant operational burden for transporting inmates to and from these facilities. The current practice is to assign the inmates transport duties to one of the Custody Officers, and during this time the jail is left short staffed. While the Snohomish County jail and the SCORE facilities are relatively close to Lynnwood, 13 miles and 31 miles respectively, actual transport times may take a significant amount of time due to traffic, especially during morning and evening commute times. It should be noted that Lynnwood is not responsible for transporting inmates to Chelan, Okanogan, Sunnyside, or Yakima facilities.

The majority of inmates in Lynnwood's custody are classified as low level offenders; additionally, the low volume of offenders housed in other facilities means the typical transport trip involves three or fewer inmates. Based on these facts, the project team recommends the creation of one (1) full time Transport and Security Officer (TSO) position in addition to current jail staff.

The TSO would have two primary responsibilities. The first is as the jail transport officer where he would be responsible for transporting Lynnwood inmates to and from contract facilities, medical appointments, or applicable court appearances. In addition

to transport duties, the transport officer would be responsible for completing extradition paperwork, and be responsible for arranging all transport related functions. In the scenario where there are no transports or paperwork, the transport officer may supplement staff in the jail or courtroom.

Secondly, the TSO would be responsible for inmate supervision during in-custody hearings. Currently, in-custody hearings take approximately 1 to 1.5 hours to complete, occasionally lasting longer, and are scheduled for specific times during weekdays. Due to the scheduled nature of the hearings the Transport Officer can arrange transport trips to accommodate providing in-custody security during these proceedings. This will provide much needed security support in the courtroom and will allow custody officers to more effectively supervise inmates in the jail and process paperwork that results from the court proceedings.

In order to provide the most effective service, the transport officer would work an 8-hour shift, weekdays. When necessary, such as for a high security inmate or a high number of inmates needing transport, a second officer could be scheduled.

The implementation of this position will help Lynnwood maintain adequate staffing levels within the jail during these transport times and provide additional security during court proceedings.

Members of the Police Department command staff stated that they are considering working with other regional agencies to develop a regional inmate transportation system. If regional agencies were able to consolidate transport trips to SCORE, this may impact the overall need for transport duties for the TSO. Should this collaboration with regional partners be successful Lynnwood could evaluate the benefit

of keeping the TSO position or vacate the position and return the staff member assigned to this role back to Custody Officer, preferably as attrition allows.

Recommendation:

Create the position of Transport and Security Officer that works an 8-hour weekday shift. Duties will include the transporting of inmates to and from other facilities, other related transport duties, and in-custody courtroom security.

(5) Minimum Custody Officer Staffing Levels Should Be Established.

Currently, the Lynnwood Jail has not incorporated a minimum custody officer staffing level into the Departments' adopted policy and procedures. Based on current operations three custody officers are assigned to work in the jail on each shift. While not documented, the practice has included a minimum of two custody officers, or other custody staff (Sergeants, Commander, Court Security) to backfill vacant posts in order to meet the two-person threshold. Subsequently, when two custody officers are operating the jail, if a transport trip is needed, patrol staff is utilized to transport inmates, which adversely effects patrol staffing levels.

Based on the current size and operation of the Jail, it ideal for a minimum of three custody officers be assigned to all shifts, however the project team recognizes this may be difficult under existing staffing levels. Taking into account current operational policy and staffing it is recommended that the Jail establish a minimum staffing threshold of three (3) Custody Officers during the day, and two (2) during the overnight shifts. This minimum staffing level should be formally adopted and incorporate it into the Department's policies.

Recommendation:

Established minimum Custody Officer staffing levels of three during the day shift and two during the night shift. Preferably staffed with three custody officers on duty on all shifts.

(6) The Staffing Plan Does Not Take into Account a Shift Relief Factor.

In order to properly staff one 12-hour shift, 24-hours a day for an entire year the post would require more than a minimum of two officers to account for their respective days off during the week. A two-officer minimum does not take into account any times when officers are on vacation, call in sick, in training, etc. The additional staff needed to cover these leave vacancy gaps is the “shift relief factor.”

The current staffing configuration does not have a relief factor built into the number of staff needed to effectively staff each fixed post per shift. The impact of not accounting for a relief factor has resulted in occasionally pulling staff from the EHD and Court Security roles to backfill positions in the jail, or to provide inmate transport. Pulling of staff from these positions can cause a ripple effect, where the role of court security is backfilled by the Animal Control Officer, or a part time officer at least one day per week, resulting in additional overtime for staff to adequately cover all assigned shifts.

For these reasons a shift relief factor will be utilized in the Net Availability Calculations applied to the revised staffing plans.

4. RECOMMENDED STAFFING LEVELS BASED ON NET AVAILABILITY AND CURRENT OPERATIONS.

In order to accurately represent staffing needs, it is first necessary to develop an accurate representation of the various factors impacting the “net availability” of jail staff. Net availability is the amount of time personnel is available to work their scheduled

shifts after considering annual leave, sick leave, training time and other factors making the individual unavailable to cover a shift, i.e. the number of hours in which they are able to report to their respective post or assignment. Beginning with the total number of annual work hours for Custody Officers utilizing a 12-hour shift schedule (2,190 hours), we have used a combination of calculations made from the provided personnel data, to determine the average number of available hours per custody officer.

The following factors are considered in these calculations:

- **Work Hours per Year** - Total number of scheduled work hours for Custody Officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This forms the 'base number' from which other availability factors are subtracted from.

Base number: 2,190 scheduled work hours per year

- **Total Leave Hours** - Includes all types of leave, as well as injuries and military leave – anything that would cause an officer normally scheduled to work on a specific day to be absent. This category includes vacation, sick, and holiday compensatory time. As a result, this category excludes on-duty training, administrative time, and “other” undefined times. This was calculated using aggregate data provided by the Police Department.

Calculated from leave data: - 245 average hours of leave per year

- **On-Duty Training Time** - The total number of hours spent per year while completing training. The number is based on the average hours officers dedicated to annual training, and as above is also subtracted from total work hours per year.

Averaged: - 40 average hours of on-duty training time per year

- **Other Time** - The total number of hours per year spent completing other task that may be identified as light duty, military duty, bereavement leave, “Kelly Time,” and time not captured in other areas. Again, this is subtracted from total work hours per year.

Averaged: - 78 average hours of other time per year

- **Net Availability** - Total number of hours remaining after accounting for all leave, as well as on-duty training, and other time as noted above. This is calculated by subtracting each of these factors from the total number of scheduled work hours.

*Calculated from previously listed factors: **1,827 net available hours per custody officer.***

The following table outlines this calculation process, displaying how each availability factor contributes to the overall rate at which officers are available to work. It should be noted that aggregate leave data was provided to the project team, and that no delineation was made between rank or position types (e.g. EHD, Court Security, Sergeant).

Jail Staff Net Availability	
Category	Hours
Total # Hours Worked	2,190
Avg Vacation Hours	122
Avg Holiday Comp Hours	33
Avg # of Sick Leave Hours	89
Avg # Training Hours	40
Avg # Other Hours	78
Total Hours Off	363
Total Hours Available	1,827

The average net availability for custody officers is 1,827 hours. This figure was used in our analysis to estimate total staff needed to properly cover each post.

- (1) To Cover the Revised Staffing Plan and Incorporating Net Availability, The Jail and Court Security Functions Require a Total of 18 Custody Officers, 2 Sergeants, and 1 Commander (21 Staff Total).**

As previously stated, the current number of 14 full time Custody Officers does not incorporate staffing requirements based upon the net available hours to work per year and does not provide an accurate picture of true staffing needs. By incorporating a net availability factor into the staff model, a total of 21 staff are required to effectively and efficiently operate the jail, provide for inmate transport, and court security. When determining staffing needs it was assumed that the current positions and responsibilities covered by the rank of Sergeant and Commander would not be backfilled.

When incorporating the net availability into the staffing plan, it allows for adequate coverage of posts even when staff are on vacation, sick leave, or participating in in-service training and mitigates the need to utilize alternative approaches (e.g. significant overtime) to address staffing needs.

The fixed post staffing plan calls for three Custody Officers posts during the day (1st) and night (2nd) shift, along with one Sergeant assigned to each shift. The positions of EHD Coordinator and Court Security Officer would remain, and be augmented by the recommended Transport and Security Officer position. As with current practice the operation of the jail and court security would be the responsibility of a Commander.

Based on the revised fixed-post staffing plan discussed in the previous paragraph, the number of annual work hours needed to cover all fixed posts on each shift was calculated. The following table reflects the number of positions by unit that is required based on the net annual work hour calculations for fixed-posts provided previously. The following table represents the staffing needs based on shifts.

Summary of Staff by Squad and / or Position

Shift / Position		Custody Officer	Sergeant	Staffing Changes
1st Shift	Squad A	4	1	+ 1 (CO)
	Squad B	4		+ 1 (CO)
2nd Shift	Squad C	3.5	1	+ 1 (CO)
	Squad D	3.5		
Transport & Security Officer		1		+ 1 (CO)
EHD Coordinator		1		
Court Security		1		
Commander		1		
Total Staff:			21	+ 4 (CO)

As shown in the table, a total of 21 positions are needed to operate the jail, when incorporating a relief factor. This includes assigning four Custody Officers to each day

squad (or shift). However, based on the total staff needs a total of seven Custody Officers would be assigned to 2nd shift, with one officer fluctuating between C and D squads in order to provide relief or work a flex schedule to provide support during busier times. In addition, one officer is assigned to Transport, and EHD, and to Court Security. Relief for these non-jail posts would come from the Custody Officers that are working during first shift. The proposed changes to the staffing plan are summarized as follows:

- A total of 18 Custody Officers is four more than current authorized levels.
- Four (4) custody officers are assigned to each 1st shift squad, an increase of one above current authorized staffing levels. Additionally, three (3) custody officers would be assigned to each 2nd shift squad, with an additional custody officer floating between both squads. Minimum staffing levels per shift will be three custody officers for 1st shift, and two for 2nd shift. When incorporating net availability, this results in the need for four (4) custody officers to cover three (3) post.
- The position of Transport Officer was created to handle all transport related functions, and in-custody courtroom security.
- One (1) Court Security Officer is needed to provide screening at the public entrance to the court room. In custody inmate supervision will be provided by the Transport Officer when applicable.
- The positions of Transport Officer, Court Security, and EHD Coordinator, will be backfilled by a custody officer on 1st Shift, when required.

In short, under the revised staffing model a total of 18 custody officers are required to properly staff the jail.

In order to fully understand the fiscal impact of increasing authorized staffing levels, the project team estimated the annual increase in cost. The increased staffing cost was calculated using the annual salary of the Step III Confinement Officer salary range for 2016 as provided by the Police Department. This annual salary for a Step III Confinement Officer is \$60,520. In addition to base salary, the cost of providing

employee benefits was added. Based on the proposed 2017 / 2018 budget document for Detention, total employee benefits were 43.7% of the total salary and wage costs in 2015. When annual salary and benefits are combined, the estimated annual cost per custody officer is \$86,970. For the four new custody officers, it is estimated that salary and benefits will cost Lynnwood an additional \$347,880 annually.

Recommendation:

A total of 18 custody officers, two (2) Sergeants, and one (1) Commander are required in the revised LPD Detention staffing plan. This is an increase of four (4) custody officers over current authorized levels; an estimated increase of \$347,880 in salary and benefits per year.

5. THE TOTAL COST OF THE CURRENT OPERATION WAS DETERMINED.

As part of this study, the project team was tasked with determining the total financial obligation of operating a jail. The purpose of this task was to determine if Lynnwood is charging other jurisdictions the appropriate daily rate, and to ultimately prepare alternative to current operational philosophies. The following three subsections look at the operational cost associated with current jail operations.

(1) The Daily Cost Per a Bed Was Determined for the Lynnwood Jail.

As part of the jail analysis, the project team looked at the operational cost for the Lynnwood Jail. The operational cost of any detention facility includes many factors including utilities, maintenance, personnel, supply cost, etc. For this analysis, the project team reviewed the proposed 2017-2018 budget for the jail and analyzed the 2015 actual hard cost presented in this budget document. The following table shows salaries and wages, benefits, supplies, contract inmate programs and services cost. Operational cost such as maintenance, utilities, fuel, and capital expenditures were

excluded. This figure does not take into account the costs associated with housing inmates in other facilities.

2015 Itemized Jail Cost (Custodial Only)

Type	Cost
Salaries and Wages ¹	\$1,104,449
Personnel Benefits	\$547,310
Supplies	\$125,887
Services	\$166,094
Total	\$1,943,740

¹ Does not include EHM or Court Security positions

In 2015, the total cost to operate the jail was a little less than two million dollars, with the majority of the expense going towards staffing related cost. It should be noted that the salaries and wages number does not include the EHM and Court Security officer positions.

When looking at jail cost, one way to analyze the financial obligation is to determine the cost per inmate. The average daily population for inmates housed specifically in the Lynnwood jail was unknown. Considering the ADP for Lynnwood exceeds the jails rated capacity, the project team calculated the average daily cost per jail bed. This calculation was determined by taking the 2015 annual operating cost (as presented above) and dividing it by 365 days to determine the daily operating cost (\$5,325) and dividing the daily cost by 46 beds to determine the daily bed cost. The results of this calculation indicate that in 2015, it cost the City of Lynnwood \$115.76 per bed, each day to operate the jail. Currently Lynnwood charges \$85 per bed, per day for other jurisdictions, which only covers 74% of the daily per bed operating costs. Lynnwood does charge a booking fee of \$10 for each inmate booked into their jail, however this does little to offset the actual per bed costs. Considering the daily bed

rates charged by the nearest two jail facilities, Snohomish County and SCORE, and the fact that the local agencies using the Lynnwood jail do so for short term incarceration, Lynnwood should consider increasing their daily bed rate and their booking fee, to cover actual cost.

Recommendation:

Lynnwood should evaluate the daily rate it charges for housing other municipalities' inmates, as their current contract rates are below the actual cost per bed. Ideally, Lynnwood should institute a full cost recovery rate that is charged to other municipalities.

(2) The Cost Associated with Contract Housing Was Calculated.

The rated capacity for the Lynnwood Jail is 46 beds; anytime that the number of inmates in Lynnwood's custody exceeds 46, they are required to be housed out of jurisdiction. Historically, the Lynnwood Jail is continuously over capacity requiring inmates be housed at contract facilities on an ongoing basis. In order to house all inmates that they are responsible for, the City spends significant time, resources, and money to house inmates in other jurisdictions. While the cost of housing an inmate in another facility is a fixed daily fee, other operational expenses are not. These other operational expenses include the amount of time staff spend transporting inmates (including overtime cost), vehicle capital cost, maintenance and operating expenses. In addition to these costs the City must rely on the potential limited availability of beds at these contract facilities which varies based on their own local populations.

Transportation of inmates removes custody officers from the jail or removes patrol officers from the road, thus preventing them from working their assigned duties and causes increased wear and tear on city vehicles. In order to fully understand the fiscal impact on the City, the project team calculated these ancillary expenses for

transporting inmates to Snohomish County and SCORE. The transportation of inmates to and from Chelan, Okanogan, Sunnyside, or Yakima facilities is provided by the contracting agencies.

In order to calculate these expenses, the project team looked at the number of miles, and estimated drive times, to SCORE and Snohomish County from the Lynnwood jail. The estimated time to complete the trip was determined based on the drive time and assuming it would take 30 minutes to transfer custody of the inmate to or from the contract facility. For the purposes of this analysis the cost of each trip was calculated using the federal IRS mileage rate of \$0.54 per mile. This rate is designed to accurately estimate the cost of gas and maintenance for City vehicles per mile. Additionally, the hourly rate of a Step III custody officer, including the average cost of benefits, of \$41.82 were included. This hourly rate was used utilized to calculate personnel cost associated with each transport trip. The following table presents the estimated mileage and cost associated with each transport trip to contract facilities.

Transportation Cost Estimates (by Contract Facility)

Facility	Miles Driven (Roundtrip)	Cost Per Mile	Trip Cost (Equipment)	Time (Hours)	Avg Hourly Cost (CO)	Personnel Cost (per trip)	Total Cost Per Trip
SCORE	64	\$0.54	\$35	2.25	\$41.82	\$94	\$129
Snohomish County	28	\$0.54	\$15	1.60	\$41.82	\$67	\$82

As shown in the table above, the estimated cost per trip is \$82 to Snohomish County, and \$129 per trip to SCORE when including personnel costs. Not surprising, Snohomish County has the cheapest transportation cost considering it is closer than SCORE.

In addition to the estimated transportation cost, the average daily rate and booking fee (if applicable) is a driving force in the out of jurisdiction housing cost. The following table shows the contract daily rate and any applicable booking fees.

Daily Housing Rate

Facility	Daily Bed Rate	Booking Fee
Chelan	\$65	n/a
Okanogan	\$52	n/a
SCORE	\$108.72	n/a
Sunnyside	\$60 (\$42 after 7 days)	n/a
Yakima	\$57.20	n/a
Snohomish General Pop	\$93.50	\$115
Snohomish Medical	\$140	\$115
Snohomish Mental Health	\$212	\$115

The daily housing rates range from a low of \$52 to a high of \$109 for general population inmates. This is a broad range of housing rates. While the project team did not get into the details of the services provided, the SCORE facility is accredited by the National Commission on Correctional Health Care and provides a very high level of mental and medical care of inmates, and is known regionally for this level of care. Accordingly, staff indicated they send individuals who need additional medical or mental health services to the SCORE facility. It should be noted that Snohomish County is the only contracted facility that charges a one-time booking fee of \$115 to cover the processing of inmates into their facility. Additionally, Snohomish County has instituted a no acceptance policy for inmates that test positive for drug use, have preexisting medical or mental health conditions. This recent policy change has resulted in Lynnwood housing fewer inmates in Snohomish County, and housing more inmates at SCORE.

Overall, the two primary factors that drive the cost of housing an inmate in facilities other than Lynnwood, are the daily housing rate and associated transportation costs when applicable. While Snohomish County is the closest facility to Lynnwood, it's daily rate is the second highest among contracted facilities, and charges a one-time booking fee, where more distant facilities have lower daily rates and do not charge a booking fee.

(3) The Total Cost of Current Operations Was Determined.

In order to fully understand the finance impact of current operations, the project team determined the total operational cost of the jail in 2016. As noted earlier, Lynnwood is not responsible for transporting inmates to facilities in Chelan, Okanogan, Yakima, or Sunnyside, thus transportation costs discussed below only include Snohomish County and SCORE.

The total cost was calculated by taking the hard-operational cost, and adding the transport costs, with the exception of the staffing component as presented above. Personnel cost were excluded as they are incorporated in the cost of running the jail. Historically, overtime may have been used to supplement transport duty responsibilities, but based on the review of overtime usage, this transport overtime is not captured. Transport costs were determined by the parameters previously discussed. The following transport and housing costs were associated with outsource housing contracts in **2016**.

2016 Contract Housing and Transport Related Cost

	# Inmates Housed Out	# of Transport Trips ¹	Cost Per Trip	Total Transport Cost	Housing Cost
Chelan County Jail	N/a	N/a	N/a	N/a	\$112,710
SCORE	306	306	\$35	\$10,710	\$361,335
Snohomish County Jail	777	777	\$15	\$11,655	\$407,513
Sunnyside City Jail	N/a	N/a	N/a	N/a	\$6,510
Total	1,083	1,083		\$22,365	\$888,068
Total Cost:					\$910,433

¹ Only includes trip to drop off inmate at contract facilities. Inmates are released directly from contract facility.

As shown in the previous table the total cost associated with housing contracts, less personnel costs, in 2016 was \$910,433.

The following table presents the operational cost, less the contract transportation costs above, associated with operating the jail in 2015. Data from 2015 was used as this was the most recent data available.

2015 Itemized Jail and Court Security Cost

Type	Cost
Salaries and Wages ¹	\$1,251,709
Personnel Benefits	\$547,310
Supplies	\$125,887
Services	\$166,094
Total	\$2,091,000

¹Includes EHM & Court Security positions

When adding the itemized jail cost (\$2,091,000), and the transport and contract housing cost (\$910,433) the total cost to house all inmates that were jurisdictionally detained by Lynnwood, was estimated at \$3,001,433 in 2016. This cost of operation does not take into account any fees that the jail collected from housing other jurisdiction's inmates or fees paid into alternative to incarceration programs. In 2015 Lynnwood collected \$147,650 in revenue from housing other municipalities' inmates,

and collected an additional \$34,674 in from the EHM and Community Service programs. These revenues offset the cost of jail operations in 2015 by \$182,324, reducing the overall cost to the City of Lynnwood to **\$2,818,809**. *It should be noted that this cost is different than the actual numbers presented in the 2017 / 2018 budget documents, as this cost incorporated salaries, benefits, supplies, services, transport cost, as well as revenues to determine the true total cost of the current operation.*

6. ALTERNATIVE SCENARIOS WERE DEVELOPED TO DETERMINE JAIL OPERATIONAL RECOMMENDATIONS.

As part of this project, the project team was tasked with providing a recommendation on future operational approaches for jail related services in the City of Lynnwood. The project team compared the current approach of operating a jail and utilizing contract housing versus two scenarios of shuttering the jail and housing all inmates in contract facilities.

This section of the report will explore five different operational approaches to providing jail services. The five scenarios presented as A through E are:

- A.** Current operational approach of operating the jail, supplemented by contract housing. Including incorporating the staffing changes recommended earlier in this report.
- B.** Housing all inmates in Snohomish County.
- C.** Housing all inmates in the six facilities that Lynnwood currently contracts with, and operating a 24-hour holding facility to process intakes and releases.
- D.** Continue operating Lynnwood Jail, and continue housing inmates in contract facilities with the exception of Snohomish County, with a greater emphasis of housing pretrial inmates in SCORE.
- E.** Partnering with other regional municipalities and constructing a regional jail.

In order to develop applicable comparisons, the project team utilized 2016 data from the jail. The following are the “scenario assumptions” utilized in the development of the four operational scenarios A through D presented below:

- Total Admissions: 3,982
 - Average Length of Stay: 7.0 days
 - Transport trips were calculated at 100% of admissions. While some efficiencies will be made by transporting multiple inmates, this help incorporates the unknown number of medical and court related trips.
 - All inmate transport trips include 1 officer.
 - All inmates will be released at their facility of incarceration, including at contract facilities. No inmates will be transported back to Lynnwood by Lynnwood personnel for release.
 - All arraignment hearings for inmates housed in other facilities would be conducted via video conference with Lynnwood Municipal Courts, and any associated fees are excluded from cost estimates.
 - In scenarios where the Lynnwood jail is closed, alternative to incarceration programs would not be the responsibility of the City of Lynnwood.
 - Admissions from other municipalities’ inmates in Lynnwood’s jail was included in the total number of admissions as the number of admissions from these jurisdictions was unknown.
 - In Scenario C (inmates housed in six contract facilities), Lynnwood would operate an intake processing and 24-hour holding facility. Resulting in the need for 13 custody and transport officers, and one Sergeant.
 - Scenarios which include operating the Lynnwood Jail (Scenario A and D), incorporate staffing changes discussed earlier in this report.
 - All scenarios include one court security officer post, and is included in the applicable cost estimates.
- (1) Scenario A: Status Quo Operation of Lynnwood Jail While Incorporating Recommended Staffing Changes.**

Scenario A is based on maintaining the current operational approach of housing inmates in the Lynnwood Jail and utilizing contract housing when the population exceeds the rated capacity. Additionally, this scenario incorporates the recommended staffing increases made earlier in this chapter. When incorporating the scenario assumptions discussed previously, the estimated operating cost of the Lynnwood Jail in 2016 is \$3,001,433. Utilizing this figure and then accounting for the costs associated with the recommended staffing changes provided in section 5.1, the cost of operating the jail increases to \$3,349,313.

This scenario has several pros and cons, and are presented in the following table.

Pros	Cons
<ul style="list-style-type: none"> • No changes in current operational approach. • Shorter commute for arresting officers, resulting in a faster return to patrol activities. • Only responsible for transporting to Snohomish and SCORE facilities. • Contract housing rates are significantly lower at 4 of the 6 contract facilities than is the operational cost at the Lynnwood Jail. 	<ul style="list-style-type: none"> • Facility lacks many best practices (natural light, recreations, inmate programs, juvenile and adult separation). • Current facility is undersized. • Limited expansion capabilities at current location. • Maintenance on an aging facility. • Relying on multiple facilities to provide bedspace. • Need to hire 4 additional staff. • Increased liability of operating a jail. • Snohomish County has recently limited the type of inmates they will accept, resulting in the need to house more inmates at SCORE. • The Transportation Cooperative was eliminated in 2016, thus increasing cost for Lynnwood when compared to historical trends. • Different daily housing rates for each facility and within each facility (Snohomish)

In order to meet inmate housing needs, the current facility will need to increase the number of available beds or continue to use contract housing. To meet current bedspace needs without contract housing, the current facility would need to be expanded or a new jail will need to be constructed. If the current jail is remodeled and

expanded, or a new facility is constructed, the design should address the operational issues discussed in the beginning of this chapter.

In order to proceed with this option, some of the next steps may include a combination of the following:

- Negotiate long term contracts for bedspace with existing contract housing facilities.
- Explore additional options for contract housing locations.
- Consider limiting bedspace for other municipalities in Lynnwood's Jail.
- Perform a jail needs assessment study to determine future ADP and develop a corresponding spatial needs analysis. Develop design schematics for an expanded or new jail to determine the cost of remodeling, expansion, or new construction.

Overall, this scenario does not change the current operational philosophy, but does incorporate recommended staffing changes. This scenario estimates the operating cost at \$3,349,313.

(2) Scenario B – Contract Housing in Snohomish County.

Scenario B is calculated based on the assumption that all of Lynnwood's inmates are housed in the Snohomish County Jail, and that arresting officers would transport an arrestee directly to the Snohomish County facility. This option depends entirely on negotiating an extended housing agreement with Snohomish County and in addressing several restrictive policies discussed below.

While Snohomish County has the capacity to house additional inmates, they have several policies in place that would prevent Lynnwood from housing misdemeanor inmates there. Primarily these policies center around not accepting misdemeanor inmates that test positive for illegal drugs, or have medical and / or

mental illness issues. The Bureau of Justice Statistics has published several studies regarding inmate use of illegal drugs, and or reporting the existence of medical or mental conditions. In their 2015 study, the Bureau reported that approximately 40% of local jail inmates identify having a chronic medical condition¹⁵. Additionally, their 2006 study indicated that 64% of jail inmates in the United States have a mental health problem, while 21% had recent mental health symptoms¹⁶. In this same study, it was reported that 62% of inmates in jails that identified as having mental health issues also reported using drugs within the previous month. Based on these two studies, it is clear that a significant portion of arrestees would be denied admittance to Snohomish County and their housing would have to be addressed. Despite these challenges the project team proceeded to analyze this scenario as it is the closest facility to Lynnwood.

In order to determine if this option was feasible, the project team reviewed annual reports from the Snohomish County Sheriff's Office to determine rated capacity and recent ADP of their jail. After our review, it appears that the Snohomish County Jail has adequate capacity to house Lynnwood's inmates. Further, the project team contacted the Sheriff's Office, and verified that at the time of this report there is adequate room in their jail to house the 50 additional inmates needed to meet Lynnwood's needs.

Despite arresting officers transporting arrestees directly to the Snohomish County Jail, a transport officer would still be required to transport inmates to court appearances, medical appointments, etc. Taking these transport needs into account and utilizing the scenario assumptions discussed earlier the cost of housing all of

¹⁵ *Medical Problems of State and Federal Prisoners and Jail Inmates, 2011-12, 2015* Maruschak, Berzofsky, and Unangst, RTI International.

¹⁶ *Mental Health Problems of Prison and Jail Inmates, 2006* James and Glaze, Bureau of Justice Statistics.

Lynnwood's inmates in Snohomish County was calculated. The following table presents the estimated cost for housing inmates in Snohomish County.

Scenario B – Snohomish County Estimated Cost

	2015	Cost
Inmate Admission	3,982	
Booking Fee	\$115.00	\$457,930
Daily Housing Cost (General Population) ¹	\$93.50	\$1,954,664
Daily Housing Cost (Medical) ¹	\$140.00	\$195,118
Daily Housing Cost (Mental Health) ¹	\$212.00	\$1,181,858
Transport Cost	\$15.00	\$59,730
Salary & Benefits ¹	\$86,970.00	\$173,940
	Total Cost:	\$4,023,240

¹ Assumes 75% of inmates housed in general population, 5% of inmates housed in medical, and 20% in mental health.

² Based on average salary and benefits for a Step III custody officer.

The estimated total cost of housing all inmates in the Snohomish County Jail is \$4,023,240 based on 2016 data.

There are several pros and cons associated with housing all inmates in Snohomish County; they are presented in the following table:

Pros	Cons
<ul style="list-style-type: none"> • Reduces staffing to one transport officer, and one court security officer. • Transfer liability of the jail to Snohomish County. • Reduce in person municipal court hearings. • Have additional space in Lynnwood Civic Justice Building for expansion. • Police Officers could easily transport arrestees to Snohomish County, as they currently do with some felony arrests. • Inmates would be released at the Snohomish County jail, thus no return trip for release in Lynnwood is required. 	<ul style="list-style-type: none"> • Snohomish County has limited ability to house medical and mental health inmates when compared to the SCORE facility. • Reliant on available bedspace in Snohomish County. • If arresting officer transports to Snohomish County Jail, it may have an impact on the availability of officers in the field at current staffing levels. • Still requires a transport officer to transport Lynnwood's inmates to court appearances, medical appointments, etc. • Challenges for conducting video hearings. Currently, it is difficult to conduct hearings during regular scheduled appearances, with a limited number of inmates in Snohomish County. • Currently, not viable based on current Snohomish County policy of restricting admittance of inmates with medical and mental issues, or those individuals who test positive for drug use. • Conditions affecting admissions can change on a daily basis and are subjective to Snohomish County decisions.

In order to proceed with this option, possible next steps would include:

- Negotiate a long-term housing contract with Snohomish County. That includes allowing for inmates with medical, mental health, and drug use to be housed in Snohomish County.
- Revise patrol officer deployment to minimize effects of transporting arrestees to the Snohomish County Jail.
- Repurpose the jail to a holding facility for municipal court operation.

Theoretically, this scenario seems like a very viable solution and would have several benefits to the City of Lynnwood. However practically, this option is not feasible due to several areas of concern.

- The current policies in place at the Snohomish County Jail would present significant operations issues for the City of Lynnwood and would need to be addressed.

- It would be a greater challenge to conduct video arraignments based the current design of the Snohomish County video court area.
- Based on discussions with staff and our analysis the estimated cost of this option is \$4,023,240 which is significantly higher than Scenario A.

In conclusion, then, this option is not feasible.

(3) Scenario C – Housing Inmates with the Six Current Contract Facilities.

Scenario C was developed under the premise that all inmates would be housed in one of the six facilities for which Lynnwood has existing contracts. As Snohomish County precludes those individuals who have medical, mental, or drug related issues, has the second highest daily rate, and also charges a booking fee, the project team found it prudent to explore scenarios incorporating the use of less expensive contract facilities. Scenario C utilizes the previously stated assumptions, and distributes the number of inmates to be housed with each of the six contract facilities based on approximately the same percentage of their current use. It should be noted that during the project, Lynnwood started housing inmates in Yakima County, which is included in this scenario even though they did not house inmates in 2016. Following are the estimated percentage of inmates housed in each facility:

- Snohomish County: 30%
- SCORE: 50%
- Chelan County: 0%
- Sunnyside: 8%
- Okanogan County: 2%
- Yakima County: 10%

In addition to housing inmates in these facilities, Lynnwood would have to operate a 24-hour holding facility, unless all inmates were booked at the Snohomish County Jail or the SCORE facility, and then transported to other contract facilities. It is assumed in this scenario that Lynnwood would convert their facility to a 24-hour holding facility in order to process intakes and releases. The staffing requirements for this scenario include two, 24-hour posts in the holding facility, one transport post, a Sergeant, and one court security post. When incorporating a net availability factor, as discussed earlier in the staffing analysis section of this report, 13 custody and court security officers and one Sergeant would be required for a total of 14 jail personnel.

The following table presents the estimated cost of outsourcing Lynnwood's inmates based on the above percentages.

Scenario C Estimated Cost

	Admit	# of Transport Trips ¹	Cost Per Transport Trip	Total Trip Cost	Daily Housing Cost	Total Housing Cost ²	Total Cost
Snohomish County	1,195	1,195	\$15	\$17,919	\$93.50	\$919,245	\$937,164
SCORE	1,991	1,991	\$35	\$69,685	\$108.72	\$1,515,231	\$1,584,916
Chelan County	0	N/a	N/a	N/a	\$65.00	\$0	\$0
Sunnyside	319	N/a	N/a	N/a	\$60.00	\$133,795	\$133,795
Okanogan County	80	N/a	N/a	N/a	\$52.00	\$28,989	\$28,989
Yakima County	398	N/a	N/a	N/a	\$57.20	\$159,439	\$159,439
Salary & Benefits ³							\$1,232,128
						Total Cost:	\$4,076,431

¹ Only includes trip to drop off inmate at contract facilities. Inmates are released directly from contract facility.

² Includes \$115 booking fee for Snohomish County

³ Based on average salary and benefits for a Step III custody officer, Sergeant pay is based on Step II annual salary of \$70,646. When incorporating benefits this total cost is \$101,518 annually.

The estimated total cost for Scenario C is \$4,076,431.

There are several challenges associated by utilizing contract housing in six facilities. Foremost, relying on this many facilities to provide required housing will be a logistical challenge. It may be difficult to coordinate transport trips to and from this many facilities effectively due to the fact that Lynnwood is relying on these other agencies to pick up inmates, with the exception of Snohomish County and SCORE facilities. To be as efficient as possible inmates sentenced to longer terms would need to be housed in the Chelan, Sunnyside, Yakima and Okanogan facilities thus reducing the required number of trips.

Presented in the following table is a summary of the various pros and cons for Scenario C:

Pros	Cons
<ul style="list-style-type: none"> • Ability to send medical and mental health inmates to an accredited facility (SCORE). • Utilizes lower cost contract facilities. • Lynnwood is only responsible for transporting to Snohomish County and SCORE. 	<ul style="list-style-type: none"> • Operate a 24-hour holding / booking facility. • 45% of inmates will need to be booked and released in Lynnwood. * Total staffing requirement is 9 higher than the Snohomish County Option. • Maintain the existing jail facility. * Will have more in-person arraignment hearings. * Police officers may not take arrestee to correct facility. * Inmates may not be transported to Chelan, Sunnyside, Okanogan, and Yakima facilities when convenient to the City of Lynnwood. • Different daily housing rates for each facility and within each facility (Snohomish) • Option is the most expensive.

Overall, Scenario C had the highest estimated operational cost, although it is only \$50,000 higher than Scenario B. In addition to its high cost, this scenario presents operational challenges as Lynnwood would need to convert the current jail into a 24-hour holding facility for the processing of inmates before they are transferred to a contract facility.

(4) Scenario D – Modified Current Operations

During the course of this project, the project team had multiple discussions with Police Department and City personnel to review several operational scenarios. During these discussions, the Police Department discussed several possible changes with respect to housing inmates in the Snohomish County Jail, housing of other inmates in Lynnwood's jail, increasing the number of inmates in SCORE, and the possibility of creating a regional transport service. In order to develop a modified scenario that includes the continued operation of the Lynnwood Jail, the following parameters were developed:

- Lynnwood would no longer verify warrants for individuals incarcerated in the Snohomish County Jail that are held on other charges or warrants until they are to be released. This would result in Lynnwood transporting from Snohomish County Jail upon the inmate's release and booking in the Lynnwood jail (or contracted facilities). Based on a three-month snap shot (December 2016 – February 2017), a monthly average of 28 inmates were housed in Snohomish County on Lynnwood charges but were not arrested by Lynnwood. Based on the 2016 data, a monthly average of 65 Lynnwood charged inmates were housed in Snohomish County. Resulting in only 43% of inmates housed in Snohomish County on Lynnwood charges but NOT arrested by Lynnwood officers.
- Lynnwood would transfer most individuals arrested by its officers and housed in the Snohomish County Jail to the SCORE facility. This, in conjunction with the previous bullet point, would practically eliminate contract housing in Snohomish County and would result in approximately 443 additional inmates being housed at SCORE versus Snohomish County.
- Assume that Lynnwood would continue to transport all inmates to the SCORE facility.

The following table presents the estimated cost of housing Lynnwood's inmates in Lynnwood with contract housing in Chelan, Sunnyside, Okanogan, and SCORE facilities. This estimate is based on 2016 data, housing in Yakima County was not included.

Scenario D Estimated Cost

	# Inmates Housed Out	# of Transport Trips ¹	Cost Per Trip	Total Transport Cost	Housing Cost
Chelan County Jail	14	N/a	N/a	N/a	\$17,810
SCORE	718	718	\$35	\$25,123	\$647,416
Snohomish County Jail			\$15	\$0	
Sunnyside City Jail	9	N/a	N/a	N/a	\$9,030
Total	741	718		\$25,123	\$674,256
Total Contract Housing Cost:					\$699,379
2015 Itemized Lynnwood Jail Operating Cost:					\$2,091,000
Recommended Staffing Changes Cost:					\$347,880
Total Estimate Operational Cost:					\$3,138,259

¹ Only includes trip to drop off inmate at contract facilities. Inmates are released directly from contract facility.

The estimated cost of the modified current operation scenario is \$3,138,259. This cost is approximately \$200,000 lower than the status quo estimate (Scenario A). These financial savings are based largely on the premise that Lynnwood would no longer confirm warrants for arrestees by other agencies, thus reducing their contract housing bill at Snohomish County. Additional savings are found by Lynnwood transitioning inmates from Snohomish County to SCORE which does not charge a booking fee while their housing rates are comparable.

This scenario has several pros and cons, and are presented below.

Pros	Cons
<ul style="list-style-type: none"> • No changes in current operational approach. • Only responsible for transporting inmates to SCORE. • Reduce financial liability of paying to housed inmates arrested by other agencies, but who have outstanding Lynnwood warrants. • Reduce the risk of having inmates rejected by contract facilities. • Consistent daily rates at all facilities. 	<ul style="list-style-type: none"> • Facility lacks many best practices (natural light, recreations, inmate programs, juvenile and adult separation). • Current facility is undersized. • Need to hire 4 additional staff. • Limited expansion capabilities at current location. • Continued maintenance cost associated with an aging facility. • Relying on multiple facilities to provide bedspace. • Increased liability of operating a jail. • Need to negotiate long term housing contracts.

In order to proceed with this option, some of the next steps may include a combination of the following:

- Implement a policy to stop verifying warrants and holds for those individuals being held at the Snohomish County Jail.
- Negotiate long term contracts for bedspace with existing contract housing facilities.
- Transition the majority of Lynnwood's arrestees currently housed at Snohomish County Jail to the SCORE facility.
- Consider limiting bedspace for other municipalities in Lynnwood's Jail.
- Perform a jail needs assessment study to determine future ADP and develop a corresponding spatial needs analysis. Develop design schematics for an expanded or new jail to determine the cost of remodeling, expansion, or new construction.

Overall, this scenario does not change the current operational philosophy of the Lynnwood Jail, but does incorporate significant procedures for inmates housed in Snohomish County. This scenario estimates the operating cost at \$3,138,259.

(5) Scenario E - Regional Consolidation

Currently, the Lynnwood Jail houses misdemeanor inmates from six neighboring municipalities. Although, these numbers are relatively small, these agencies are participating in regional sharing of services. In speaking with staff, they informed the project team that there have been on and off again discussions over the past 15 years about exploring the possibility of constructing and operating a regional jail. While there are no baseline cost estimates for per bed cost, generally jails are more cost-efficient with increasing size as a consequence of economies-of-scale. This efficiency is also influenced by the operational philosophy and subsequent design of the facility.

When considering the possibility of a regional jail, there are many unknowns that must be taken into account. These unknowns include which agencies will participate in a regional facility, the number of beds needed, the location, who is responsible for its operation, and how to pay for construction and operational expenses of a new facility. With so many unknown variables the project team was not able to develop a cost comparison for a regional consolidation effort; however, the project team has outlined the next steps for Lynnwood and other agencies to consider should they explore the construction of a consolidated regional jail:

- Determine potential municipalities that would like to be a part of a regional jail.
- Create a steering committee with appropriate representatives from possible regional partners.
- Conduct a jail needs assessment to determine the number of inmates to be housed in a regional jail. Additionally, develop a business plan in order to address the operating structure for all involved agencies.
- Complete an architectural spatial program to determine the estimated size of a consolidated facility in order to broadly estimate construction cost.
- Determine the location of facility and associated cost with purchasing property to locate a jail.
- Finalize an agreement with municipalities who will participate in a regional jail, to determine financial obligations.
- Design the new facility based on the operational approach agreed upon.
- Begin construction on a new facility.
- During construction, develop a transition and activation plan, and begin the hiring and training of officers who will operate the facility in advance its opening.

By undertaking the first seven of the bulleted next steps discussed above, Lynnwood and others would have an idea of the financial burdens associated with constructing and operating a regional jail and can determine their interest in

participating in a regional jail partnership. By creating a regional misdemeanor jail facility, it will help guarantee bed space for Lynnwood and other municipalities, while subsequently eliminating their reliance on available beds in contract facilities.

(6) Conclusion

The previous section of the report outlined five possible options for providing detention related services for the City of Lynnwood. Four of these options were developed with estimated operational costs for comparison purposes. The following table summarizes the estimated total cost of the three options presented. The regional facility was excluded from this table, as costs were not determined.

Summary of Estimated Costs

Scenario	Estimated Cost
Scenario A - Status Quo + Staffing Recommendations	\$3,349,313
Scenario B - Snohomish County	\$4,023,240
Scenario C - Contract Housing	\$4,076,431
Scenario D - Modified Current Operation	\$3,138,259

Based on the scenarios presented in this report, the lowest estimated cost for housing all of Lynnwood's inmates is Scenario D – Modified Current Operation. This approach reduces the operational cost by approximately \$200,000 when compared to current operations (Scenario A). When comparing the two options that outsource all inmates (Options B and C), both have costs of approximately \$900,000 more than the current operating approach. While Option B – Snohomish County was approximately \$50,000 less than housing in multiple contract facilities, it is the least feasible option of all the scenarios due to the issues discussed.

Based on the scenarios analyzed, the project team recommends that Lynnwood proceed with Scenario D and modify its current operational approach.

Considering the age of the current Lynnwood jail and the inability to meet some best practices as discussed at the beginning of this chapter, it would be prudent for Lynnwood to explore renovating and expanding its current facility or conduct a study with neighboring jurisdictions about the possibility of a regional facility. Even when incorporating the capital cost associated with a regional facility, the daily bed rate per inmate may be lower due to economy of scale in a regional facility.

Regardless of which scenario recommendation Lynnwood ultimately chooses, they should immediately change their policy on warrant confirmations, opting to delay confirmation until the inmate is about to be released from Snohomish County. This change will result in immediate cost savings.

Recommendations:

Proceed with Scenario D – Modified Current Operations as it is the most fiscally viable option, resulting in an estimated savings of \$210,000 annually.

Continue to explore a regional facility with neighboring jurisdictions to determine the viability of this option.

6 Bureau of Investigations and Services Analysis

This chapter focuses on the Bureau of Investigations and Services. It should be noted that the Special Operations Section currently assigned to the Bureau of Field Operations is included in this chapter given its specialized enforcement emphasis.

1. OVERVIEW OF CRIMINAL INVESTIGATIONS DIVISION (CID) ANALYSIS.

The evaluation of staffing levels required by criminal investigations (CID) is more difficult than evaluating patrol staffing levels because, unlike these field services, subjective and qualitative determinants of workload and work practices are more important. Factors making analyses difficult include:

- Approaches used to screen, assign, and monitor cases vary among law enforcement agencies.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases to detectives and other staff varies. Also, the extent to which patrol performs preliminary investigation varies widely and impacts detective caseloads.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, and the time devoted to clerical tasks.
- The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of leads, suspect description, and other available information. The way information in a single case combines with information on other cases also impacts investigative actions.
- Finally, the nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

Unlike patrol, investigative workload cannot be easily and convincingly converted

into quantitative methodologies to arrive at required staffing levels. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues, and philosophies that have an impact on staffing needs. Despite these caveats, investigative workload and resulting staffing requirements can employ a series of indicators to determine the extent to which core investigative staffing and general workload is appropriate. Various research by our firm and others has been done with respect to efficiency and effectiveness metrics for investigative services. These research efforts are summarized in the following matrix.

Approaches Employed in Determining Investigative Staffing

In the mid-1980's police researcher Elliott Gribble (Gribble) identified the average hours per major case type required to perform a complete investigative effort. These excluded major initiatives such as homicide investigations but included common felonious criminal investigations such as burglary, robbery, aggravated assault, etc. Average work hours range from approximately 3 hour to 9 hours dependent upon the case type. While investigative approaches have changed in the last three decades, this information nevertheless serves as one data source for analysis.¹⁷

In 2007 police researcher William Prummell (Prummell) built on the original work of Gribble to re-evaluate the efficacy of the estimates. Based on his research, despite advancements in technology the profile of investigative efforts had changed such that average time for cases took longer than Gribble's original research. Further, Prummell researched more case types, including homicide (estimated average time to investigate: 147 hours). In summary, based on Pummel's research efforts, cases were taking from two-to-five times longer to investigate compared to the 1980's.¹⁸

Even more recent, various police organizations such as the non-profit Police Executive Research Forum (PERF) has considered other approaches such as average case hours required based on type and complexity of case (ranging from Contact Only to Typical to More Complex). Time required ranges significantly based on case sophistication and does not necessarily align well with the previous research. Nevertheless, it does recognize well that different robbery cases (by example bank robbery) can take different amounts of time (ranging, based on PERF estimates, from 1-60 hours). This research recognizes that workload can be within a range with minimum and maximum efforts generally needed.¹⁹

Based on these metrics and others, the Matrix Consulting Group has devised an approach where conclusions are drawn in the context of how investigative resources are used in a law enforcement agency. These comparative measures used to help

¹⁷ Allocation of Personnel: Methodology for Required Staffing of Detectives, Gribble, 1985, page 4.

¹⁸ Allocation of Personnel: Investigations, Prummell, 2007, page 3.

¹⁹ Austin Police Department Study, PERF, 2012, page 38.

determine staffing, efficiency and effectiveness are summarized in the following table:

Comparative Measures for Investigations

Comparative Measures	Comparative Industry Patterns
Case Clearance for Part I Crimes.	The Uniform Crime Report provides data on average case clearance by major crime type. Case clearance is recognized as one element of effectiveness with respect to case investigations; however, it has shortcomings as subsequently described.
Active cases assigned to “property” crimes Detectives (e.g., burglary/theft).	15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over many years. Recent research in California and elsewhere suggests this range has been reduced to 12-15 cases as the complexity of evidence collection and testing has increased the overall time required to investigate a case.
Active cases assigned to “person” crimes Detectives.	8 to 12 active cases per month based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings) to include homicides. Domestic Violence (DV) cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20 to 30 cases per detective per month, whereas others can only handle DV caseloads typically attributed to the “felonious person crimes.” For the same evidentiary reasons noted previously, person crime caseloads are often being lowered to 6-8 cases per month.
Active cases assigned to sex crimes.	Because of the sophisticated and sensitive nature of sex crimes, these specialized person crime cases have a lower active case range of 5-7 cases per month.
Active cases assigned to White Collar Crimes Detectives (e.g., fraud).	These have a broader range due to their varied complexity, from 10 to 20 active cases per month unless they are particularly difficult (e.g. embezzlement or high value) in which case the range is closer to 8-12 per month.
Active cases assigned to “generalist” crimes Detectives.	12 to 15 active cases per month based on the Matrix survey. Because of the sophisticated evidence-related processing noted previously, a lower range can result in 9-12 cases per month.

Comparative Measures	Comparative Industry Patterns
Average hours dedicated to crime investigations by type of crime.	<p>Different studies over the past 30 years (Prummell; Gribble) have attempted to estimate an average number of hours worked for each investigation per crime type. These include:</p> <ul style="list-style-type: none"> • Burglary: 6-12 hours. (PERF 0.5-40) • Robbery: 9-30 hours. (PERF: 1-60) • Aggravated Assault/Battery: 4-25 hours. • Homicide: 147 hours (PERF: 2-220)
Maximum Investigations that Can be Handled	<p>Varied data from different sources has developed benchmarks based on the sophistication of certain crime types and the extensive time investment often required. A key example is one benchmark suggesting a single detective could handle no more relevant caseload than five (5) homicides annually.</p>

These different metrics are used to inform the analytical efforts described in the following sections.

(1) Uniform Crime Reporting Data is an Indicator That LPD has No Understaffing Issues in Investigations.

In part, an investigative operation can be evaluated by the ability of a law enforcement agency to effectively address criminal cases, with the ultimate outcome resulting in an arrest, prosecution and incarceration of felonious offenders. Criminal cases are ultimately cleared through these arrests, or other means, and thus a *case clearance rate* is generated. This clearance rate is considered one effectiveness measure of detective operations and may illustrate various potential staffing issues.

One approach to evaluating the outcome of investigative services or investigative effectiveness is to benchmark case clearances versus standard performance. It should be noted, the FBI cautions against using any UCR data for comparative purposes as suggested by the following excerpt from their website:

There are many variables affecting crime and the reporting thereof including the demographic differences between jurisdictions, the level of training received by agency personnel in UCR, report writing variations, and technology.

“The FBI discourages ranking agencies on the sole basis of UCR data.”

“The data user is, therefore, cautioned against comparing statistical data of individual reporting units from cities, counties, metropolitan areas, states, or colleges or universities solely on the basis on their population coverage or student enrollment. Until data users examine all the variables that affect crime in a town, city, county, state, region, or college or university, they can make no meaningful comparisons.”

“Ranking agencies based solely on UCR data has serious implications. For example, if a user wants to measure the effectiveness of a law enforcement agency, these measurements are not available. As a substitute, a user might list UCR clearance rates, rank them by agency, and attempt to infer the effectiveness of individual law enforcement agencies. This inference is flawed because all the other measures of police effectiveness were ignored.”

“The UCR clearance rate was simply not designed to provide a complete assessment of law enforcement effectiveness. In order to obtain a valid picture of an agency’s effectiveness, data users must consider an agency’s emphases and resources; and its crime, clearance, and arrest rates; along with other appropriate factors.”

Given the above caution, it is important to note that we utilize UCR data only as one element in an overall review of investigative services. Because the project team’s intentions are to always use as many variables as possible when making an assessment, UCR clearance data can prove informative. The following table provides case clearance information for Lynnwood in comparison to the noted benchmarks.

LPD Part I Case Clearance Rates Compared to Benchmarks

Part I Offense	LPD 2015	US 2015
Criminal Homicide	100% ²⁰	62%
Robbery	56%	29%
Assault	78%	54%
Burglary	19%	13%
Larceny	44%	22%
Motor Veh. Theft	7%	13%

As shown by the table above, LPD detectives overall have exceptional clearance rates depending on crime type. This case clearance rate information, as a single metric, showed Lynnwood compares favorably in nearly all instances when evaluated against the national averages. The project team does not believe clearance rates solely

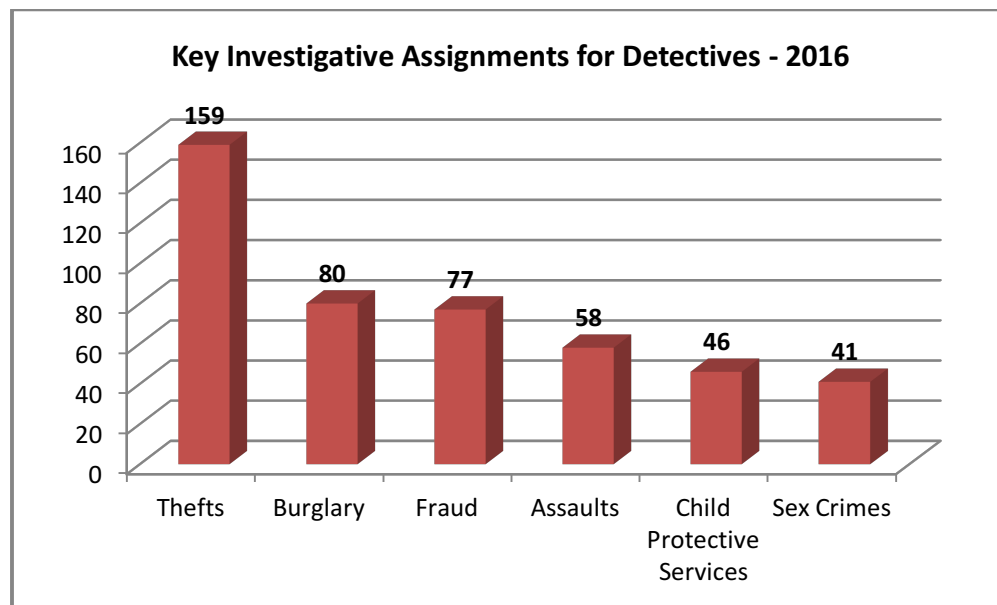
²⁰ There was only one (1) Homicide in Lynnwood in 2015.

reflect potential staffing issues; they also reflect the variety of methods in which investigative services are conducted. As such, given the various outcomes associated with LPD case clearance, there is no evidence to suggest that there is an investigative understaffing issue given the case clearance performance. These data and observations will, however, be used in a broader context of evaluation as discussed in the following sections.

(2) LPD Detectives Have Various Case Management Issues That Impact Staffing Level Analysis.

There are currently seven (7) authorized detectives assigned to Lynnwood's criminal investigations. These include three (3) detectives emphasizing person crimes, three (3) detectives emphasizing property crimes, and one (1) detective that shares workload in both investigative areas. Currently one position is vacant.

A review of the key case types reveals interesting case assignment and case management strategies as shown in the following graph:



The above six “case types” represent 56% of all cases assigned to detectives; notably, some of these cases are misdemeanors (e.g. simple assault and thefts).

Caseload tracking is complex in the existing system given crime types are recorded under categories that are too discreet. While the project team recognizes some of this is due to apparent mandated coding requirements, our familiarity with this records software in other law enforcement agencies indicates further streamlining is practical. During our review of caseload information, 234 different crime types were entered for detective assignment. This is illustrated by the total number of “burglary” codes (31) shown in totality in the above graph and reflected in the following table.

31 Case Codes for Burglary in LPD Case Management System

Burglary/Breaking and Entering:
Burglary/Breaking and Entering: Destruction/Damage/Vandalism:
Burglary/Breaking and Entering: Destruction/Damage/Vandalism: All Other Offenses:
Burglary/Breaking and Entering: Destruction/Damage/Vandalism: Drug Equipment Violations: Liquor Law Violations: All Other Offenses:
Burglary/Breaking and Entering: Destruction/Damage/Vandalism: Liquor Law Violations:
Burglary/Breaking and Entering: Drug Equipment Violations:
Burglary/Breaking and Entering: Drug Equipment Violations: Driving Under the Influence: Not Reportable:
Burglary/Breaking and Entering: Drugs/Narcotics Violations: All Other Offenses:
Burglary/Breaking and Entering: Fraud - Credit Card/ATM:
Burglary/Breaking and Entering: Fraud - False Pretenses/Swindling/Con Games: Stolen Property Offense (Receiving, etc.): Destruction/Damage/Vandalism: Not Reportable:
Burglary/Breaking and Entering: Identity Theft: Stolen Property Offense (Receiving, etc.): Drug Equipment Violations: Not Reportable:
Burglary/Breaking and Entering: Motor Vehicle Theft:
Burglary/Breaking and Entering: Not Reportable:
Burglary/Breaking and Entering: Stolen Property Offense (Receiving, etc.):
Burglary/Breaking and Entering: Theft - All Other:
Burglary/Breaking and Entering: Theft - All Other: Destruction/Damage/Vandalism:
Burglary/Breaking and Entering: Theft - All Other: Destruction/Damage/Vandalism: All Other Offenses:
Burglary/Breaking and Entering: Theft - All Other: Destruction/Damage/Vandalism: Not Reportable:
Burglary/Breaking and Entering: Theft - Shoplifting:
Burglary/Breaking and Entering: Theft - Shoplifting: Stolen Property Offense (Receiving, etc.):
Burglary/Breaking and Entering: Theft from Building:
Burglary/Breaking and Entering: Theft From Building: Destruction/Damage/Vandalism:

Burglary/Breaking and Entering: Theft From Building: Identity Theft:
Burglary/Breaking and Entering: Theft From Building: Theft - All Other:
Burglary/Breaking and Entering: Theft From Coin-Operated Machine: Destruction/Damage/Vandalism:
Burglary/Breaking and Entering: Theft From Motor Vehicle: Destruction/Damage/Vandalism:
Burglary/Breaking and Entering: Theft From Motor Vehicle: Theft of Motor Vehicle Parts/Accessories:
Destruction/Damage/Vandalism:
Burglary/Breaking and Entering: Theft of Motor Vehicle Parts/Accessories:
Burglary/Breaking and Entering: Theft of Motor Vehicle Parts/Accessories: Destruction/Damage/Vandalism:
Burglary/Breaking and Entering: Violation of Protection/No Contact Orders:
Burglary/Breaking and Entering: Weapon Law Violations: All Other Offenses: Not Reportable:

As illustrated by the above list of codes just for burglaries, the method in which the case management system has been implemented makes it very difficult to easily gather relevant information to track and manage case information.

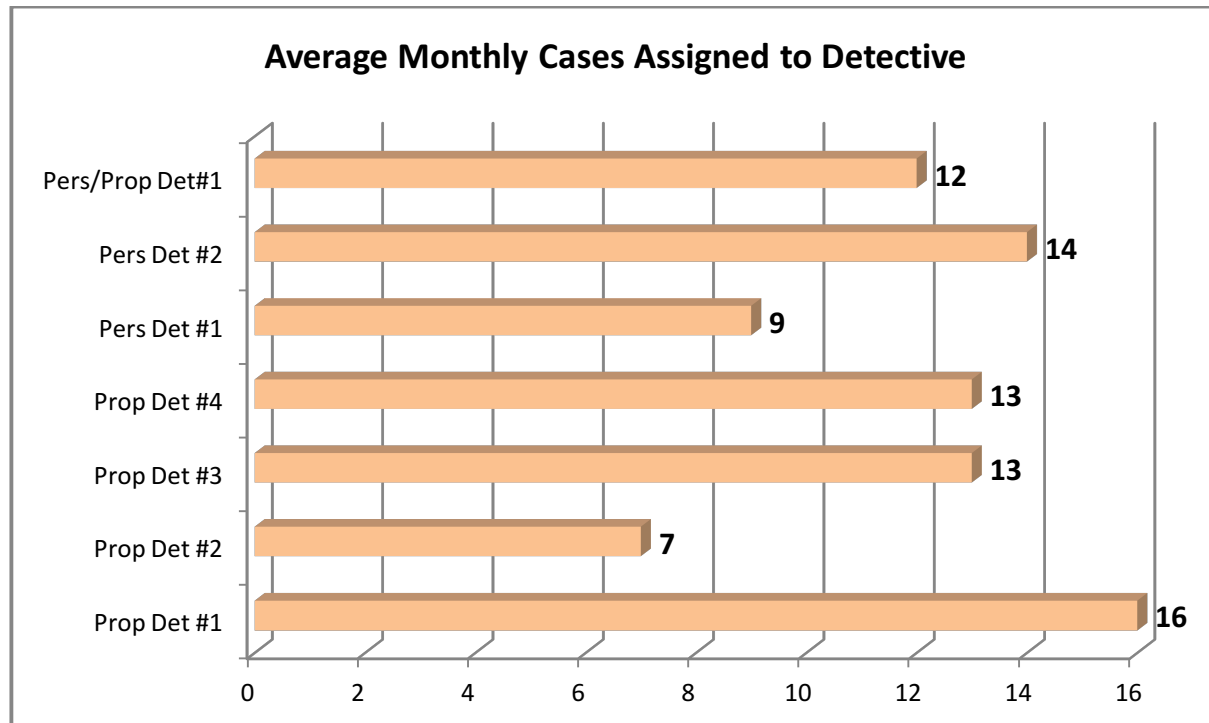
LPD detective sergeants appear to be screening “unworkable” cases effectively in the absence of a documented or software-assisted process, suspending 89% of all cases they review (and not assigning to a detective). While LPD detectives do a reasonable job in many instances of closing or inactivating solved/unworkable cases, having done so for 82% of the cases in the 12-month period reviewed, there are real difficulties managing the open caseloads. At the time of our data collection, 195 cases were open of which the average length such cases had been open was 144 days (approximately 4.75 months). This average reflects difficulty managing caseloads, as the average case should not be open for longer than 30-45 days. This delay reflects issues related to staffing and/or case management, with our analysis suggesting it is the latter as opposed to the former.

In sum, data suggest LPD can revise case management approaches to better assign, manage and track cases based on “seriousness” or “solvability.” This will be discussed further in this section. Managing this workload is problematic as reflected by shortcomings in case management coding as well as the length of time cases have

been open. Consequently, these factors complicate an investigative staffing analysis, though findings and conclusions can be based on other performance factors.

(3) LPD Detective Staffing can be Reduced from Authorized to Actual Levels.

The following chart shows the average number of monthly cases assigned to the detective by detective specialty²¹.



As shown above, case assignments range from 7 to 16 per month. This case range is varied but overall balanced with few exceptions. Furthermore, despite the detective specializations (Property versus Person), the cases assigned data reveal that detectives have caseloads in both areas and thus are truly generalist investigators. The assignments can be compared to the benchmark caseload information discussed earlier in the report, with a few clarifying caveats. The following table provides a comparison.

²¹ Monthly cases were based on number of months detectives worked over the year period. One detective (#4) worked only six months, creating a vacancy in the CID.

LPD Assigned Case Assigned versus Active Case Benchmarks

Detective Type	Active Cases Monthly Benchmark Range	LPD Assigned Cases Monthly Range
Persons Crime	6-12 cases	9-14 cases
Property Crime	12-20 cases	7-16 cases
Generalist	9-15 cases	7-16 cases

While the data above is informative there are a few important clarifications needed with respect to commonly misunderstood case-related nomenclature—specifically the difference between assigned cases, open cases, and active cases.

- An **assigned case** is any case type that is provided to a detective or officer with the expectation that case follow-up work will be conducted. The table above reflects average monthly cases assigned to each detective.
- An **open case** is any case that has not been officially closed through arrest, exhaustion of leads, of other reasons for inactivation or suspension. Cases can languish in a detective's case file for a variety of reasons to include overworked caseloads, ineffective case management, or other issues.
- An **active case** is any case that is actively worked by the detective whereby actual case follow-up is conducted regularly. Active cases are worked every month with some reasonable efforts undertaken. Active cases, with the exception of the most difficult, are often closed within 30-45 days of assignment. The table above shows benchmarks for the number of active cases that a detective should be able to work.

With regard to the explanations, the table shows, therefore, a difference in LPD assigned cases versus active case benchmarks. The current case management system does not track active cases, only those that are open; and obviously an open case is not necessarily an active case. Based on the totality of data available, LPD detectives are likely modestly overstaffed at authorized levels given the following findings:

- Part I case clearance rates are very good, and indicative of an investigative operation that is certainly not suffering for “short-staffing” issues.

- The current case management methods assign a number of misdemeanor cases to detectives; some of the cases LPD assigns to detective staff would not be assigned in other law enforcement agencies to detectives but rather patrol officers or suspended by sergeants due to limited solvability, low dollar value, etc.
- The types of open cases in the case management database reflect cases that have very likely not been regularly worked. The average case which has been open 4.75 months demonstrates a backlog that has not been effectively worked despite assigned cases falling within the active case range shown in the table above.
- Assigned cases to LPD detectives are within or slightly below the benchmarks for active cases that a typical detective can handle. Assigned cases to a detective are usually partially or notably below the active caseload carried; consequently, LPD detectives are likely carrying overall smaller active caseloads than national benchmarks would suggest.
- Two (2) CID sergeants carry a modest caseload; however, this should be considered appropriate given their supervisor duties have been overall minimized given the supervision-to-staff of 2-to-7 is very low, thereby allowing time for investigative support, special projects and ancillary duties.

In sum, the totality of data suggest that the current detective authorized staffing level of seven (7) detectives can be formally reduced to the existing actual staffing level of six (6) detectives. This can be further supported by significantly revising the existing case management process.

(4) LPD Should Adopt Formalized Investigative Case Management Practices to Improve Investigative Services and Substantiate Future Staffing Needs.

The current approach by which LPD manages Lynnwood cases can be improved. There are presently no formal guidelines with respect to what should be investigated and what cases should be screened. Case management coding is excessive. There are far too many open cases languishing beyond a 45-day benchmark. There are opportunities for operational case management changes that can better facilitate case management that will ultimately impact the ability to justify existing

and future staffing levels.

(4.1) The Department Should Formalize the Case Screening Process Using Solvability Factor and Priority Status Methodologies.

In order to ensure consistency and help prioritize work for investigative follow-up, a formal case screening checklist with relevant solvability factors should be adopted. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2).

Based on the project team's review of various case screening processes in use in varied law enforcement settings, we believe that the following 12-point check-list, in conjunction with a Priority Status methodology, should be considered for adoption.

(4.2) The Solvability Factor Methodology

The use of solvability factors is consistent with CALEA's Section 42.1.2 which states, "The agency uses a case-screening system and specifies the criteria for continuing and/or suspending an investigative effort." This screening can take several forms. In the course of our research, the project team believes the following twelve-point process is most practical. If a crime report has any one of the solvability factors noted, it should be assigned for investigative follow-up. The twelve points are:

- Witnesses to the crime;
- Knowledge of the suspect's name;
- Knowledge of where the suspect can be located;
- Reasonable description of suspect;
- Identification of suspect possible;
- Property with traceable, identifiable characteristics, marks or numbers;

- Existence of a significant modus operandi;
- Presence of significant physical evidence;
- Reasonable description of the suspect's vehicle;
- Positive results from a crime scene evidence search;
- Belief that crime may be solved with publicity and/or reasonable additional investigative effort; and
- Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

These solvability factors should be incorporated into a formal case screening process whereby the above list, or some derivative, is used as a "cover sheet" on all cases to determine whether it is an assignable case to a Detective or Patrol Officer for investigative follow-up. For those cases requiring follow-up, the suggested prioritization, as discussed subsequently, should be noted on the cover sheet.

Effective case screening allows for the bulk of investigative resources to be dedicated to solvable cases, thereby allowing time to focus on solving and clearing major crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by LPD.

(4.3) The Prioritization Methodology

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating. Prioritization of workload has clearly been widely adopted in patrol services throughout the nation through call priority classifications, but is used in a lesser capacity in other law

enforcement arenas. The project team believes case prioritization is an effective management tool to augment case screening. The seven-priority rating includes:

- **Priority 1** – Felony Crime with In-custody suspect or excellent chance of arrest.
- **Priority 2** – Misdemeanor Crime with In-custody suspect or excellent chance of arrest.
- **Priority 3** – Felony Crime with reasonable chance of arrest.
- **Priority 4** – Felony Crime with limited chance of arrest.
- **Priority 5** – Misdemeanor Crime with reasonable chance of arrest.
- **Priority 6** – Misdemeanor Crime with limited chance of arrest.
- **Priority 7** – Courtesy phone call based on no solvability factors.

This priority system can be modified to meet the unique needs of LPD; however, the concept should be used as a framework for prioritizing workload, thereby focusing detective resources on the most important cases. A 1-7 Priority should be assigned on all case screening cover sheets as noted previously.

(4.4) The Department Should Require Formal 45-day Supplemental Reports.

Without a formalized feedback mechanism to determine case progress, it is nearly impossible to fully understand the workloads associated with each detective. Currently LPD is not requiring detective staff to provide formal supplemental reports on a consistent basis. This should be resolved, with formal 45-day supplemental reports mandated for each case assigned, with 45-day follow-ups until the case is closed. This write-up does not necessarily need to be extensive, just summarizing investigative efforts conducted and why the case remains open (or is recommended for closure). These supplemental can be memorialized in the CMS and should be reviewed by supervision to determine case progress and potential case suspension.

(4.5) Re-visit the Approach to Detective Specialization.

As noted in the introduction of this report, Lynnwood does have some property crime related issues. As such, the concept of investigative specialization should be embraced further. A review of case assignments shows that a further emphasis by a discreet number of detectives on property crimes such as burglaries could prove valuable. Re-emphasizing case specialization in certain instances should be pursued.

In sum, LPD should revisit exactly what and how cases are assigned to detectives in the context of a new case management approach and expected service delivery to the community. With robust case management tools and more stringent guidelines in place to effectively track and manage each detective's active caseloads, staff can become more efficient and staffing levels can ultimately be determined based on the LPD executive team's approach to investigative service delivery. The philosophy of what types of crimes will be investigated (e.g. level of felonies versus misdemeanors) to what level of customer service is provided (e.g. all victims receive contact from a detective regardless of case solvability) ultimately drives staffing level requirements assuming all detective staff are productive within benchmark standards. Once internal case management efforts have been improved, LPD should revisit detective staffing needs based on the tools provided in this report.

Recommendations:

Reduce detective staffing levels from the authorized staffing contingent of seven (7) detectives to the actual staffing level of six (6) detectives. Maintain two (2) sergeants who carry a modest caseload, have ancillary duties (e.g. digital forensics) and perform special projects.

Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.

Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.

Ensure a formal supplemental report is written every 45-days for each case investigated for increased case management accountability.

Work toward classifying 1-2 detectives as “property crime specialists” among existing staff and train accordingly. Assign nearly all of the pre-screened felonious burglary and auto thefts to these specialist staff.

Upon revision to the case management and case assignment approaches, revisit detective staffing level needs based on the tools provided in this report.

2. VICTIM SERVICES IS AN IMPORTANT COMMUNITY PROGRAM.

Victim Services is composed of one (1) civilian Crime Victim Coordinator. The Coordinator provides victim assistance services to person crime victims to include domestic violence, assault and others. The Coordinator provides advocacy work helping victims navigate the criminal justice and support systems available. Victim services in any law enforcement organization that fields such a unit is considered a best-practice community engagement effort; consequently, staffing levels are largely driven by budget and community perception of need. Given Lynnwood has a “lower” persons crime rate than national averages, and given the size of the community, one Coordinator position is typically satisfactory. However, as opportunity permits and when practical, the Crime Victim Coordinator should regularly solicit assistance from the Volunteer in Police Service (VIPS) members to determine potential opportunities to support the LPD victim services advocacy efforts.

Recommendation:

Maintain existing staffing levels in the Victim Services program. As practical, solicit VIPS to dedicate volunteer hours in support victim service advocacy efforts.

3. REVISIT SPECIALIZED INVESTIGATIVE ASSIGNMENT STAFFING IN THE CONTEXT OF OVERALL COMMUNITY SERVICE DELIVERY.

Proactive investigative functions are more difficult to evaluate than are ‘reactive’ case handling investigations described previously. In brief, the allocation of staff resources to these types of functions is generally a policy decision driven by law enforcement executives based on perceived community need. As such, the staffing level within specialized units is framed by the police chief’s executive team judgment that should be guided by certain principles and data elements to help determine adequate unit size and staffing. There is no precise formula to evaluate the level of staff resources a community should allocate to these enforcement efforts because:

- Proactive investigations are, by their very nature, discretionary. These investigations relate to a community’s values to address a wide variety of problems.
- Dedicated proactive investigative units are found in agencies which have the resources for such specialized full-time activities and which are committed to addressing important quality of life issues.
- The caseloads of proactive investigative units are typically different from the kinds of caseloads handled by core investigative units. Caseloads for proactive investigative units are long-term oriented, rely on specific problem identification and varied targeting techniques. Results, then, need to be measured differently than for traditional case handling investigators – clearance rates and active cases are not a useful measure for proactive investigations.
- Proactive investigations are often regional in nature, and therefore can periodically rely on the support of other additional local, State and Federal agencies in higher profile cases.

(1) LPD Specialty Deployments.

LPD deploys two “investigative specialty” units; these units are presently being overseen in different organizational bureaus. These include the South Snohomish County Narcotics Task Force and the Special Operations Section (SOS). The following briefly summarizes these units’ roles and responsibilities.

The South Snohomish County Narcotics Task Force (Narcotics Unit) has been developed as a regionalized unit composed of one LPD (1) Sergeant and three (3) detectives as well as a partnering police department Edmonds who provides one (1) staff member. The Unit is designed to undertake narcotics investigations impacting south Snohomish County with emphasis on mid-level and above distributors. Regular contact occurs with the DEA, the Department’s Special Operations Section, as well as the Snohomish Regional Gang and Drug Task Force.

The Special Operations Section (SOS) serves as street level enforcement for high-risk offenders and fugitives as well as performs activities related to gangs and vice enforcement. It is composed of one (1) Sergeant and three (3) officers. SOS works in conjunction with Patrol and CIB to apprehend dangerous suspects; SOS also deploys to hot spot crime areas to provide proactive law enforcement activities and conducts Registered Sex Offender field checks. Works in conjunction with several multi-agency regional task forces (e.g. Sheriff) and SWAT.

The two units represent a total of eight (8) sworn positions which reflects approximately 11.5% of the total LPD authorized commissioned staffing level. As suggested previously, LPD operates some robust specialty units to include Traffic and K9, and these two investigative specialty units are no exception. The proportion of sworn staff dedicated to these efforts (nearly 1-in-9) is large for a law enforcement agency of this size. Nevertheless, as noted previously, such staffing levels are dictated by Department executives based upon community expectation and the guidance of the City leadership.

(2) Improved Performance Reporting for SOS and the Narcotics Unit Should Help Establish Staffing Levels.

Importantly, staffing decisions for specialty units should be driven by information that demonstrates outcomes associated with unit performance and the overall cost. With respect to the latter, the Narcotics Unit’s regional efforts result in many cost off-

sets. According to the City's *2017-18 Budget Program Description*, the Narcotics Unit costs are off-set by inter-agency payments and various assets sharing totaling approximately 63% of the unit's operating costs. There are, however, no substantive performance reports on this regional unit. Alternately, the SOS is funded by the City (with some grant funding provided), although some modest performance metrics exist as summarized below.

2016 Special Operations Section Performance Indicators (Jan-Jun)

Key Performance Indicator	Result
Felony Arrests	56
Misdemeanor Arrests	49
Warrant and other Arrests	143
Registered Sex Offender Checks	35
Money Seized	\$1,360
Guns Seized	8
Staff-days Worked	243
Activities Performed Per Staff Day ²²	1.2

As shown above, each officer of the SOS is able to perform an average of 1.2 key activities (e.g. arrests) per work day. At issue is whether this level of performance is deemed adequate for the continuation of such a specialized unit.

Because staffing levels often become an outcome of performance, the effectiveness of proactive investigative units needs to focus more on the process of targeting problems in the community and making assigned staff accountable for results. In brief, proactive investigative units require close scrutiny given their unique roles, and they must have established performance expectations. To that end, the Narcotics Unit and SOS should report upon the following performance factors:

²² Data provided by LPD although Activities Performed per Staff Day is project team calculation.

Best Management Practices Performance Review for Special Investigations

Performance Target	Reporting Criteria
Are decisions made at the appropriate level?	Major initiatives are documented and approved by the supervisors in a Tactical Action Plan format. These should be approved by upper management.
Clearly defined mission that focuses on both street level as well as large-scale interdiction.	Mission influences work direction. Guiding principles are noted in the respective Tactical Action Plans.
Internal systems and performance measures have been designed to provide for internal accountability.	The Units provides quarterly performance reports relative to output metrics that foster accountability.
Internal systems provide for clear accountability and tracking of property/evidence.	In association with Property and Evidence, clear protocols are in place and reported upon.
Interaction with local, state, federal and international agencies is performed.	The Units are involved in several cooperative efforts and task forces and output and outcome measures are reported upon.
The unit is located off-site from the main department. Secured and trackable/auditable storage on-site for narcotics, money, weapons, other contraband, is available for use in undercover work	Secured facilities are in place and periodically audited for security.
Asset seizure funds are regularly audited by an external entity.	Audit trails are in place to ensure the appropriate use of asset seizure funds.

LPD has adopted only a few of these practices, and thus there are opportunities for further improvement related to tracking and reporting upon Narcotics Unit and SOS outputs and outcomes. This information should help drive specialty unit staffing decisions that include not only these units but help inform staffing decisions for other problem-oriented units as discussed further below.

4. THE SOS, NARCOTICS UNIT, AND COMMUNITY HEALTH AND SAFETY SECTION'S STAFFING AND MISSION SHOULD BE REVISITED IN THE CONTEXT OF A DEPARTMENT-WIDE PROBLEM ORIENTED POLICING PHILOSOPHY.

Any special enforcement activity such as the SOS and Narcotics Unit should be

ties to mitigating “community harm” as a result of these enforcement efforts. LPD also has recently deployed a progressive Community Health and Safety Section (CHSS) designed to address important community issues that continue to become relevant in the 21st century. The Community Health and Safety Section is responsible for leveraging relationships in the community (e.g. Verdant Public Hospital District) including community outreach and public education. This includes being a liaison with community groups and businesses. The Section performs engagement with homeless, transient, and other disadvantaged groups to educate and provide service opportunities to these individuals. Emphasis is also on blight, community development efforts, and code enforcement activities, with one City code enforcement officer participating, in partnership, on this team. The overall size of this team to perform these kinds of community service duties is small given roles and responsibilities and includes:

- One (1) Sergeant overseeing all programs and personnel.
- Two (2) civilian specialists that perform various crime prevention and volunteer management efforts including coordination of Volunteers in Public Safety (VIPS) program, citizen patrols, and Explorer Post Program. These volunteers, however, do not have time to fully support the desired public safety efforts associated with the CHSS’s overall mission.
- One (1) Animal Control officer performing these duties in addition to parking enforcement and back-filling court security. This position also does not have time to help focus on larger community issues beyond day-to-day activity response.
- In the past, LPD had as School Resource Officer contingent to resolve youth issue in partnership with the school district, this program no longer exists or is staffed.

According to the *2016 2nd and 3rd Quarter Reports on the CHSS* submitted to the City, “CHSS serves has a highly mobile and initiative-based unit that is designed to address complex social, civic, criminal and health-related issues using a collaborative

interdepartmental approach. In order to address many complex issues CHSS encounters quickly and effectively, the relationships between different stakeholders in the community must be strong.” While the intention of the CHSS is obviously very relevant, this intention cannot be delivered effectively with the staffing levels and attendant assignments currently performed.

(1) Staffing Levels in Specialty Units Should be Strategically Developed Around POP Principles.

While LPD deploys these variety of specialized units, such deployments do not consistently reflect an overall planned approach with respect to problem-oriented policing (POP). These proactive efforts should be more definitive, and directed activities consistently developed around key goals and objectives linked to desired outcomes. These can include specific CHSS endeavors to address continuing community problems; directed patrol activities such as drug sales/use suppression; panhandling enforcement; property crime preventive patrol; school zone speed enforcement; or other critical problem-oriented policing initiatives identified by LPD that is presently desired by the community and can best be served by specialized efforts.

The specialized efforts of CHSS, the Narcotics Unit and the SOS should be more formalized and indeed revisit in the broader context of what the LPD wishes to achieve in the context of problem-oriented policing The problem-oriented programmatic philosophy is summarized in the following abstract by the Department of Justice.²³

²³ Community and Problem-oriented Policing Abstract, USDOJ, October 2010, pg. 4-5.

Problem-Oriented Policing – Department of Justice Office of Justice Programs Summary

Problem-oriented policing is a department-wide strategy aimed at solving persistent community problems. Police identify, analyze, and respond to the underlying circumstances that create incidents. The theory behind it is that underlying conditions create problems. Thus, officers use the information gathered in their responses to incidents, together with information obtained from other sources, to get a clearer picture of the problem. The traditional conceptual model of problem solving, known as SARA, follows these four steps:

Scan. Identify problems and prioritize them incorporating community input.

Analyze. Study information about offenders, victims, and crime locations.

Respond. Implement strategies that address the chronic character of priority problems by thinking “outside the box” of traditional police enforcement tactics and using new resources that were developed by the city to support problem-solving efforts.

Assess. Evaluate the effectiveness of the strategy through self-assessments to determine how well the plan has been carried out and what good has been accomplished.

This process provides for a fresh uninhibited search for alternative responses. Some examples of alternative solutions include:

- Target hardening (i.e., reducing opportunities)
- Changes in government services
- Provision of reliable information to residents
- Specialized training for police officers
- Use of community resources
- Increased regulation
- Changes in city ordinances or zoning

In summary, the process represents a new way of looking at the police function. It is a way of thinking about policing that stresses the importance of the end product rather than the means. It overlaps with Community-oriented Policing in that the community is often involved in defining the problems and identifying interventions.

Problem-oriented policing activities require important due diligence efforts as well as appropriate staffing levels. In brief, the allocation of staff resources to these types of functions requires additional strategizing to ensure resources are not expended unwisely. There is no formula to evaluate the level of staff resources a community should allocate to these problem-oriented enforcement efforts; it is definitively a strategic effort on the part of the LPD to determine what staff resources should be devoted to these efforts and how they should be applied.

In summary, the LPD currently has three specialized units dedicated to problem-oriented efforts—the CHSS, the SOS and the regional Narcotics Unit. These units

overall deploy a number of staff to include three (3) sergeants, six (6) officers, and three (3) civilians. The executive management of the LPD should revisit the staff levels of these units in the broader context of formalized problem-oriented policing, using the SARA framework defined in the DOJ abstract above, as well as other efforts, to strategically develop a specialized unit staffing plan that mitigates community harm, focuses more on the process of targeting problems in the community and making assigned staff accountable for results, and developing problem-oriented policing initiatives that require close scrutiny given the unique objectives that can change as community needs and expectations fluctuate. To that end, the following guidance can be provided with respect to specialty program staffing efforts.

- The overall total LPD staffing profile dedicated to the noted specialty efforts is three (3) sergeants and nine (9) line sworn and civilian line staff; this is significant for a department the size of Lynnwood. The totality of staffing should be reviewed closely.
- Evidence suggests the CHSS is understaffed while the SOS and Narcotics Unit are devoting some staffing resources to regional and other efforts that might be better re-allocated to address different internal Lynnwood problems.
- Lynnwood has no current School Resource Program which is very unusual for a community of Lynnwood's profile. Information from the *National Crime Prevention Council* is clear with respect to the crime prevention benefits of a School Resource Officer (SRO) position, "Security or police presence at schools helps to reduce (prevent) opportunities for unwitnessed crimes. The presence of school resource police or security officers reduces fear of crime and violence among students, faculty, and staff."²⁴ Furthermore, the *National Center for Mental Health Promotion and Youth Violence Prevention* see SROs in promoting crime prevention through, "Advising administrators on how to decrease risks and opportunities for problem behaviors."²⁵ LPD should have at least one (1) and potentially two (2) SROs deployed as part of their specialized efforts and problem-oriented policing solutions.

²⁴ <http://www.ncpc.org/topics/school-safety/strategies/strategy-school-resource-officers>

²⁵ <http://www.ncjfcj.org/sites/default/files/SRO%20Brief.pdf>

In summary, under new LPD leadership the Department must take a strategic look at current specialized assignments and related staffing allocations in order to fully address the community problems best suited for specialty units such as the CHSS, SOS and Narcotics Unit.

Recommendations:

Formal problem-oriented policing approaches should frame staffing plans for LPD's specialized CHSS, SOS and Narcotics units. Adopt a formal problem-oriented policing approach for these units, further engaging the community and developing plans and reporting protocols as outlined by the Department of Justice's Office of Justice Programs abstract and described in this report.

Based on guidelines provided in this report, LPD executive management should devise a strategic staffing plan within the next six months to reconstitute staffing and supervision levels within the CHSS, SOS and Narcotics Units collectively deploying eleven (11) sworn and civilian staff. At minimum, such revision should include one (1) School Resource Officer reporting to CHSS.

5. OTHER ADMINISTRATION AND COMMUNITY SERVICES DIVISION UNITS ARE APPROPRIATELY STAFFED.

Beyond the CHSS, the Community Services Division has the Planning, Training and Accreditation Section (PTAS) and the Office of Professional Standards. The duties and responsibilities of these units are provided in the Profile in the appendix of this report. One core responsibility of the PTAS is accreditation renewal every four years through the Washington Association of Sheriff and Police Chiefs (WASPC). While such accreditation can be considered "voluntary," the project team believes some formal law enforcement accreditation is a best-practice endeavor, whether through national CALEA or state agencies such as WASPC. Importantly, accreditation is only one of several duties performed by PTAS.

A review of these units indicates that overall staffing levels are appropriate to perform the variety of task undertaken by these staff. As such, no staffing changes are

warranted.

Recommendations:

Maintain existing staffing levels in the Planning, Training, and Accreditation Section.

Maintain existing staffing levels in the Office of Professional Standards.

6. THE SUPPORT SERVICES DIVISION CAN BENEFIT FROM STAFFING ALTERATIONS.

The following sections review the two units within Support Services—the Records Section and Property and Evidence.

(1) Records Section Review.

The Records Section consists of one (1) management position and seven (7) records clerk. The Records Section processes all police reports and serves as the initial point of contact for police department visitors at the front counter or via the telephone. Records reviews all police reports for accuracy, scans, processes and merges files in the RMS, and handles all requests for copies of police reports. Staff maintain FBI NIBRS database and process all public records requests related to the police department. As needed, clerks will provide information support to officers (e.g. data lookup) and will periodically serve as matron in jail to perform body searches of female inmates.

Production metrics for the Records Section are somewhat minimal, although this is not unusual for a public safety agency. According to LPD during data collection efforts, “We have no recording mechanism for measuring the work time spent for number of phone calls handled, front counter contacts made, supply ordering, pat down or strip searches of female prisoners brought into the jail, ACCESS validations, and

reports disseminated to other police departments.” Metrics that do exist include processing 406 Gun permits over the course of a year, merging 7,688 case reports, and processing/scanning 1,607 accident reports.

The Records Section currently operates 7-days per week, providing comprehensive coverage for LPD staff and the community. As such, a staffing contingent of seven (7) clerical personnel is adequate for a police department the size of Lynnwood. Some modest time will be freed performing “matron duties” if the jail is closed as discussed in this report.

With respect to supervision, a civilian manager has been replaced temporarily with a Sergeant. While the project team is generally a proponent of civilianization for these positions, the existing sergeant has proven invaluable in resolving several Records and administrative-related issues to include Records Management System difficulties. The sergeant should continue in this role until resolution of various issues, at which time the manager position should be civilianized.

Recommendations:

Maintain existing line staffing levels in Records Section of seven (7) staff.

Maintain existing sergeant direct supervision over Records and Property and Evidence while resolving various administrative and RMS issues of critical importance. Future special projects should include enhancing the Records Management Systems detective case management module and continuous improvement in Property and Evidence operations. Upon resolution of these initiatives, the supervision of Records should again be civilianized.

(2) Property and Evidence Unit

Property and Evidence is staffed by two (2) technician positions. All staff manage warehouse property perform such key duties as evidence intake, personal property release, property purge, firearms processing, database update, monthly statistics

preparation, interface with officers, detectives and courts, etc. Property and Evidence is only one of two LPD operational units that has not increased at all in size since 1995.

An internal review of property and evidence conducted in summer 2016 revealed a variety of issues.²⁶ While these are unnecessary to detail in this report, such issues are exacerbated by current staffing levels which have not changed in over 20 years. Consequently, to better operate LPD Property and Evidence, an additional technician position is warranted to help facilitate various tasks to include effective disposal of unneeded property and evidence.

Recommendation:

Add one (1) authorized evidence technician position increasing overall line staff to three (3) technicians. Estimated annual cost is \$77,000 in salary and benefits.

7. OTHER LPD ISSUES IDENTIFIED AS IMPORTANT.

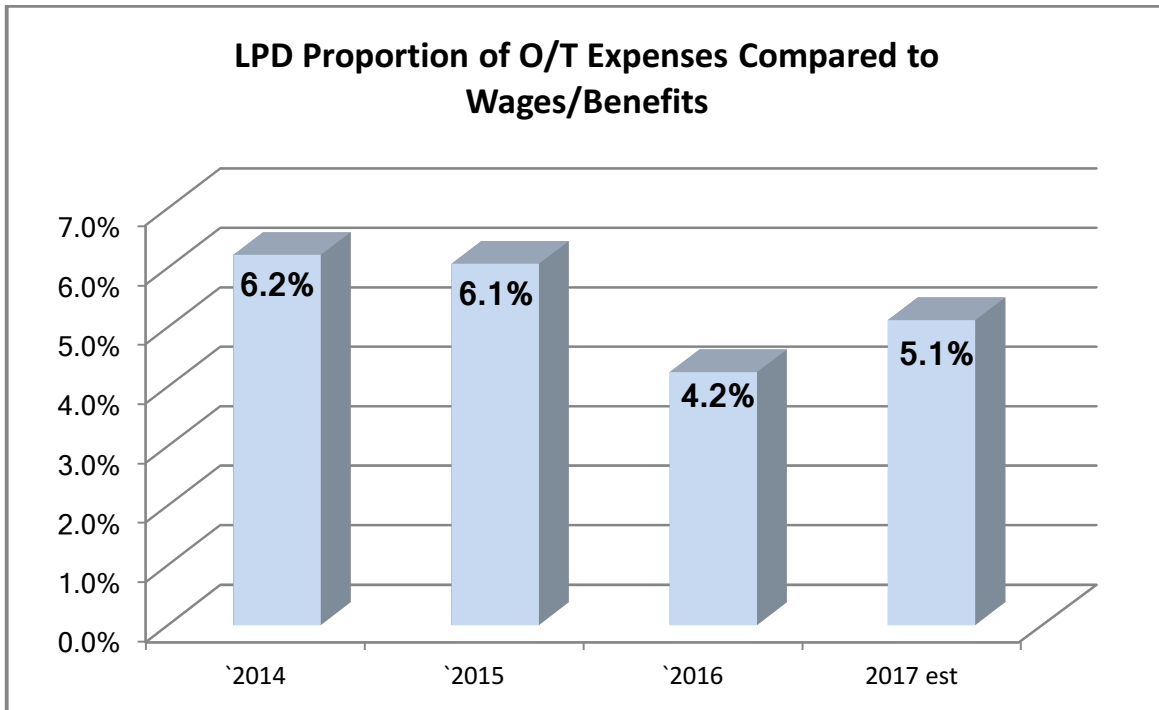
During the course of the engagement we were asked specifically to address various topics by both City representatives and LPD staff. While many of them have been review in previous sections of the report, the following topics reflect areas of further interest.

(1) LPD Overtime.

Public safety overtime is often a significant annual budgetary expense. Over several years overtime expenses nationally have been exacerbated due to the “Great Recession,” lost public safety positions and the need to back-fill some staff with overtime. Efforts are further complicated by the need to use back-filling overtime to address vacant positions now as a consequence of national public safety recruitment efforts which are lacking due to candidate pools.

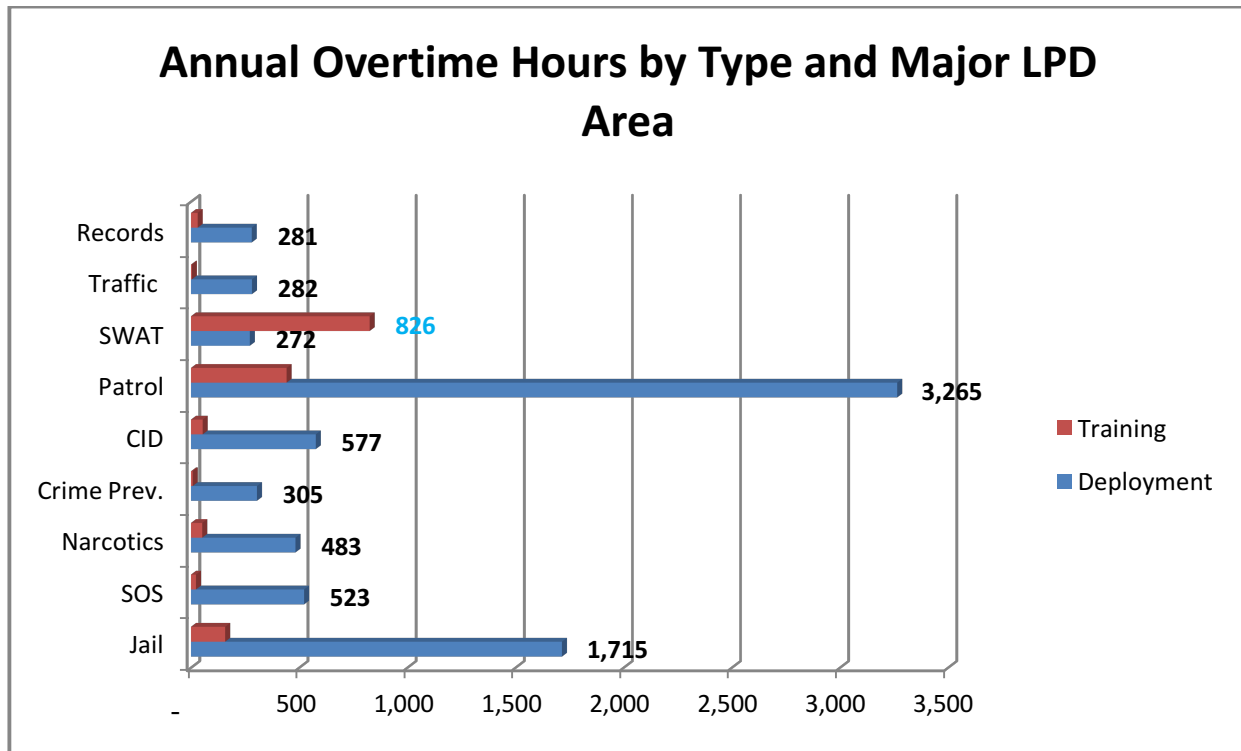
²⁶ Interoffice memorandum, Evidence Facility Inventory, 6/23/16

An important litmus test for public safety overtime usage is does it exceed 10% of salaries / wages and personnel benefits. LPD easily passes this benchmark as reflected in the graph below:



The information above reflects encouraging signs relative to overall Department overtime expenditures. LPD does not approach the “ceiling” for which overtime expenditures may be problematic. Indeed, the overall average of 5.6% for the four-years noted is well below the benchmark for concern.

Despite the positive overall overtime attributes, there may be issues associated with specific operational areas in LPD that use overtime. The following graphic shows key overtime usage by various areas for deployment-related coverage and training.



With respect to the above, the following observations are made.

- Overtime for Patrol and Jail reflects necessities associated with deployment coverage, likely attributed to vacancies, leave coverage, etc. Such overtime coverage expenses could be reduced if authorized staffing levels were maintained.
- While not necessarily exorbitant, overtime coverage for SOS, Narcotics, and Crime Prevention should be closely monitored as these specialty efforts must be closely managed in all aspects.
- While SWAT call-out (deployment costs) for a regional team of up to six members is reasonable, the important training costs associated with maintaining a SWAT team are noteworthy.

In sum, LPD overall does not suffer from overtime issues compared to national law enforcement peers; in fact, collectively overtime is reasonable. Nonetheless, overtime management opportunities can be further explored at the LPD unit level, whereby certain operational decisions can and should influence overtime expenditures.

Recommendation:

While overall LPD overtime expenditures are reasonable based on a four-year trend, there are overtime management opportunities that can be further explored at the LPD unit level (e.g. SOS, Narcotics, and SWAT). Explore alternative operational approaches which can influence overtime expenditures.

(2) LPD Regional Law Enforcement Participation.

As noted earlier in this report, the participation in “specialized law enforcement efforts” is often a Department’s executive management decision based on City guidance and perceived community need. As a result, developing staffing levels associated with such participation is not often abundantly clear. As with vice, narcotics, special field enforcement teams, and other efforts, similar participation in regionalized efforts requires close scrutiny as to benefits and costs. With regard to LPD regionalized efforts, the following illustrative observations are made.

- North Sound Metro SWAT is a regionalized special weapons and tactics team composed of ten member agencies. The LPD Commander assigned over this Division is the SWAT regional commander. SWAT is staffed with 35 members working for various agencies with this as an ancillary assignment. It includes 10 hostage negotiators, 6 snipers and various support personnel. Lynnwood PD contributes 6 staff to the SWAT team (excluding the Commander). At issue is the leadership and participation effort of Lynnwood given SWAT is a ten member agency and LPD contributes approximately one-fifth of the staffing. As shown previously, overtime expenditures for deployment and training exceed 1,100 hours per year. This participation also creates temporary vacancies in LPD’s core services.
- As previously discussed, the South Snohomish County Narcotics Task Force is a regionalized unit yet LPD currently contributes 80% of the staff. While discussions are on-going to expand the participation in this unit to include other agencies and the associated resources, this has not yet come to fruition. The question posed earlier in the report surrounds if this is the best use of resources in the context of local problem-oriented policing.
- The four K9 officers are not part of any regional team, yet are apparently called out with regularity to other jurisdictions in a mutual aid capacity. There

presently is no readily available data to determine the frequency of this call-out. Because K9 officers are also primary call for service responders, it is possible this mutual aid may be burdensome to the Lynnwood community. As such, there should be exploration of potential cost-sharing with reimbursements provided to the City.

In summary, regionalized law enforcement participation deserves the same strategic examination as specialized units. To that end, LPD executive-level strategic planning should be performed in the near-term to determine LPD's future regional enforcement efforts.

Recommendations:

LPD executive management should include within their specialized unit strategic staffing plan effort a section within that discusses LPD's desired future level of regional law enforcement participation. This includes SWAT, the Narcotics Unit, and any additional personnel assigned to regional teams. This effort should be accomplished in the next six months.

LPD should better track K9 deployment to other jurisdictions and explore cost-sharing opportunities with regional partners for use of LPD K9 resources that go beyond infrequent mutual aid support.

(3) LPD Training Efforts.

Our project team is strong proponents of public safety training. However, the amount of training should always be subject to strong internal guidance. With regard to LPD, annual training on overtime exceeds 1,600 hours in addition to the average 110 hours of on-duty training for patrol officers as identified in the net availability calculations shown in a prior chapter. This level of on-duty training is one of the highest levels seen nationally by our project team. This level of overtime and in-service training performed on regular hours deserves a close review, particularly given training efforts can be impacted by other organizational decisions associated with specialty and regional participation. The Planning, Training and Accreditation Section (PTAS) should perform a

special project to revisit LPD's training program, fully articulating the benefits and costs associated with this level of training effort.

Recommendation:

The Planning, Training and Accreditation Section should perform a special project to revisit LPD's overall training program and fully describe the benefits and costs associated with the enhanced level of training effort provided to LPD staff. This should be approved by LPD executive management and performed within the next 6 months.

Appendix A – Descriptive Profile of the Lynnwood Police Department

The City of Lynnwood engaged the Matrix Consulting Group to conduct a Police Department Study for the Lynnwood Police Department (LPD). During this initial study phase, our project team has conducted research and spent time on-site to gather a variety of information to complete the engagement. The first interim deliverable is a descriptive profile. The appendices, which follows, provides a descriptive profile of LPD for use within the Study. The purpose of the descriptive profile is to document the project team's understanding of the organizational structure of the LPD including staffing levels, services provided, and key roles and responsibilities. Data contained in the profile were developed based on the work conducted by the project team to date, including:

- Interviews with management and other supervisory staff (through sergeant level) in the LPD.
- Collection of various data describing organization and staffing patterns, service levels, etc. Our data collection efforts are ongoing in this regard.
- Review of various documents and reports which the LPD forwarded to the project team.

This descriptive profile does not attempt to recapitulate all organizational and operational facets of the Department. By example, duties and responsibilities and tasks performed are not at the job description level. Rather, the profile reflects a summary of our understanding of the organization, which is foundational for issues identification and analysis as part of the study. The structure of this descriptive profile is as follows:

- Generalized Scope of Services for key LPD functional areas.
- Authorized Full-time Equivalent Positions (FTEs) dedicated to specific

operational areas.

- Summaries of programs, services and core tasks performed by staff within the LPD work units.
- Functional organizational charts showing organizational structure.

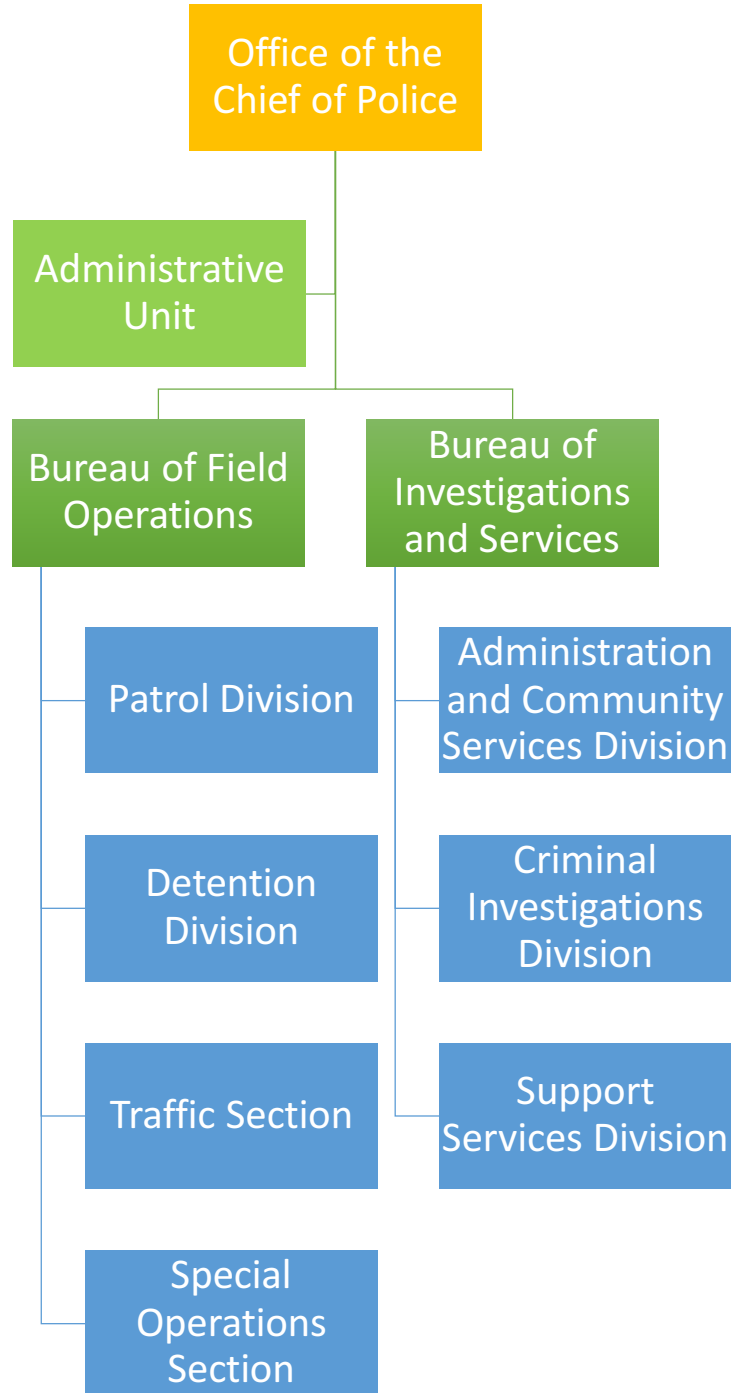
The profile is descriptive only – there are no findings, conclusions nor recommendations to be found in this interim report. This profile has been reviewed for accuracy and completeness by the Steering Committee and ultimately LPD management staff. It serves as a factual basis for the project team’s understanding of the LPD organization, staffing and operations.

The table below provides authorized staffing by major area followed by an organizational chart of the Lynnwood Police Department by major function; more detailed organizational charts will be provided in individual sections.

LPD Authorized Positions by Major Function					
Unit	Executive Management ²⁷	Sergeant	Officer / Detective	Civilian	TOTAL
Office of the Chief	3	0	0	2	5
Field-based Operations	1	7	38	0	46
Detention Operations (non-commissioned)	1	2	14	0	17
Administration & Community Svc.	1	3	2	3	9
Investigations	1	3	10	1	15
Support Services	1	0	0	9	10
Commissioned Staff	7	13	50	-	70
Total Staff	8	15	64	15	70

²⁷ Executive Management is Chief, Deputy Chief or Commander.

Lynnwood Police Department Organization Chart



1. OFFICE OF THE CHIEF OF POLICE

The Office of the Chief of Police provides the overall leadership, guidance, management, and administration of Department personnel and the services for which it provides. The Office includes a Chief and two Deputy Chiefs.

Key Programs and Services:	
Functional Area	Description of Services
Office of the Chief of Police	<p>The Office regularly interfaces with the community, City executive leadership, City Council, City departments, and other public safety partners throughout the region. It is composed of the executive leadership and key administrative support services of the police department as shown below. The Office provides administrative oversight, strategic direction and decision making of the Department.</p> <p>The Office is comprised of one Chief and two Deputy Chiefs. One Deputy Chief is responsible for the Bureau of Field Operations and the other Deputy Chief is responsible for Bureau of Investigations and Services.</p> <p>The Administrative Unit, as part of the Office of the Chief, is composed of two (2) support personnel providing a variety of services to executive management as well as the rest of the LPD. This includes a broad suite of supporting services to include administrative support, clerical work, special project efforts, and other duties and responsibilities for the executive leadership and LPD staff.</p> <p>There are presently no vacancies in the Chief's Office.</p>

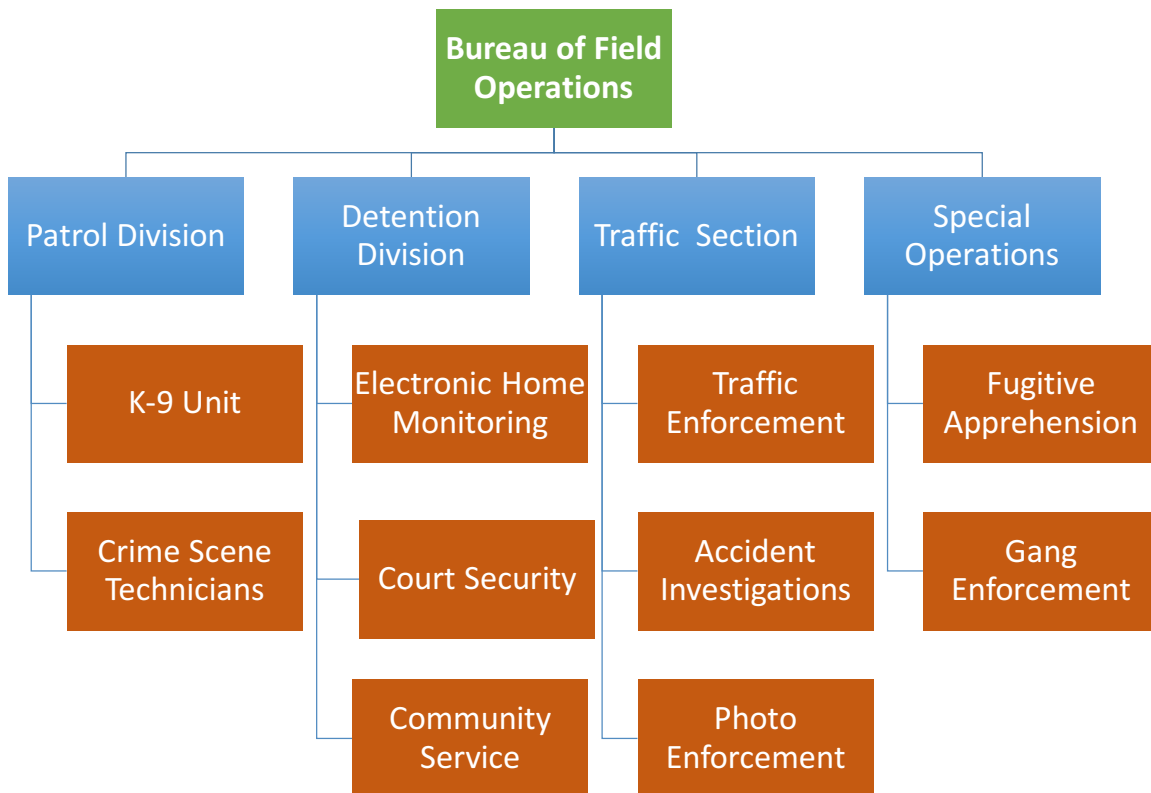
Authorized Positions for Chief's Office

Unit	Chief	Deputy Chief	Officer	Civilian
Office of the Chief of Police	1	2		
Administrative Unit				2
Total	1	2		2

2. BUREAU OF FIELD OPERATIONS

This Bureau is one of the two bureaus in the Police Department. There are four major functional areas in this Bureau – Patrol Division, Detention Division, Traffic Section, and Special Operations Section. The two divisions are each led by a Commander, and the two sections are each led by a Sergeant. The following is the functional organizational chart of the Bureau of Field Operations.

Bureau of Field Operations Organizational Structure



The tables below provide a summary of job tasks, responsibilities, as well as the authorized staffing level.

Key Programs and Services:	
Functional Area	Description of Services
Patrol Division	<p>The Division and specialized field sections are overseen by a Commander providing managerial oversight of these operations.</p> <p>Patrol provides core patrol related functions for Lynnwood, including response to community generated calls for service, self-initiated activity, administrative functions, and other field duties related to police services. Oversight of the Patrol Division is by a Commander.</p> <p>Each patrol shift is assigned a K-9 unit, drug recognition expert (DRE), and crime scene technician (CST). These specialty staff are regular officers that are trained in these areas.</p> <p>A minimum of one officer on each shift is trained in crime scene evidence collection. This officer serves as a crime scene technician for their respective shift for major evidence collection efforts.</p> <p>An Administrative Sergeant assigned to Patrol manages scheduling, facilitates in-service training, QC's payroll (OT recordings), develops quarterly patrol statistics for Chief's office, provides background investigation support, if necessary, back-fills patrol sergeants, and performs other duties as required.</p> <p>There is a total of four patrol shifts. Each patrol shift is led by a Sergeant and includes a total of seven officers. Patrol is assigned to 12-hour shift schedules that work three days on and three days off. Patrol shifts are from 0600-1800 hours and 1800-0600 hours. While the majority of officers are scheduled to work this shift schedule, some officers work staggered shifts to provide additional staffing during busy hours. Two officers are assigned to work 0800-2000 hours and two officers assigned to 1600-0400 hours. Given actual staffing levels, however, based on leave patterns, these coverage shifts are often not filled.</p> <p>Patrol is divided into three patrol divisions (or beats). An officer is assigned to each division, and additional officers provide support. There is no official minimum complement of officers per shift.</p>
Special Operations Section	<p>Special Operations serves as street level enforcement for high-risk offenders and fugitives as well as performs activities related to gangs and vice enforcement. Works in conjunction with Patrol and Investigations to apprehend dangerous suspects. Also deploy to hot spot crime areas to provide proactive law enforcement activities. Team conducts Registered Sex Offender field checks. Works in conjunction with several multi-agency regional task forces (e.g. Sheriff) and SWAT. Officers also assist in responding to calls for service, as necessary.</p> <p>Team is led by a Sergeant and includes three (3) officers.</p> <p>The SOS has one (1) vacancy.</p> <p>Officers are assigned to 12-hour shift schedule with three days on and three days off, and are on-call as needed.</p>

Key Programs and Services:	
Functional Area	Description of Services
Traffic Section	<p>The Traffic Section provides traffic related enforcement, impaired driver enforcement, collision investigations, traffic complaint investigations, and photographic review and enforcement. Traffic officers also assist in responding to calls for service.</p> <p>Officers in this unit are trained in a multitude of investigative areas. Each officer has different certifications, these certifications include collision investigations, technical investigations, and collision reconstruction. Officers respond to all traffic accidents and investigate if necessary (hit and run, fatal accidents, etc)</p> <p>Officers are responsible for photo enforcement review. This includes reviewing all red light violation photos and determining if an infraction occurred, and reviewing all photo speed zone cameras.</p> <p>Team is led by a Sergeant and includes six (6) traffic officers. Officers patrol on motorcycles, except during snow and icy conditions. Unit is fully staffed, with no vacancies.</p> <p>Officers work four, 10-hour shifts per week. With four days on and three days off. All staff work on Wednesday, which is utilized for training. Shifts are either 0700-1700 or 1000-2000 hours.</p>

Key Programs and Services:	
Functional Area	Description of Services
Detention Division	<p>The Division is overseen by a Commander, providing managerial oversight of the Division.</p> <p>The Detention Division provides for the safe and secure housing of pre-trial and post adjudicated adult inmates in the Lynnwood City Jail. Detention staff is responsible for the processing and releasing individuals from the jail, transportation to and from other detention facilities, and municipal courtroom security. Juveniles may be processed at the jail, but are not housed in the facility. The jail also provides an electronic home detention (EHD)/ community services programs as an alternative to incarceration program, however, this program is not always offered depending on staffing in the jail.</p> <p>The Court Security Officer is responsible for court room security and public screening. This post is backfilled by the animal control officer or other custody officers. Custody officers are responsible security of in-custody defendants.</p> <p>Custody officers are responsible for the transporting of individuals to and from the Lynnwood City Jail. This includes individuals arrested and held on Lynnwood charges at the Snohomish County Jail. Officers also transport inmates to contract facilities and to and from court hearings.</p> <p>Jail staff is comprised of a Commander, two sergeants, and (14) custody officers. Included in the custody officers is the electronic home detention officer and court security officer.</p> <p>Currently, two custody officers are conducting their field training, and should be released for full duty in December 2016; this will result in zero vacancies.</p> <p>Custody officers work 12-hour shifts with three days on and three days off. Shift schedules are 0600-1800 and 1800-0600 hours. Sergeants work four, 10-hour shifts, with one assigned to day shift (0600-1600 hours) and one to night shift (1800-0400 hours). Three custody officers are assigned to each shift. Electronic Home Detention/Community Services and Court Security work 0730-1730 hours, weekdays. Please note that Court Security is only in the courtroom during court proceedings and assists in the jail all other times.</p> <p>Medical Services are provided by outside contractor during weekdays and supplemented by the Lynnwood Fire Department as needed.</p>

Authorized Positions for Bureau of Field Operations

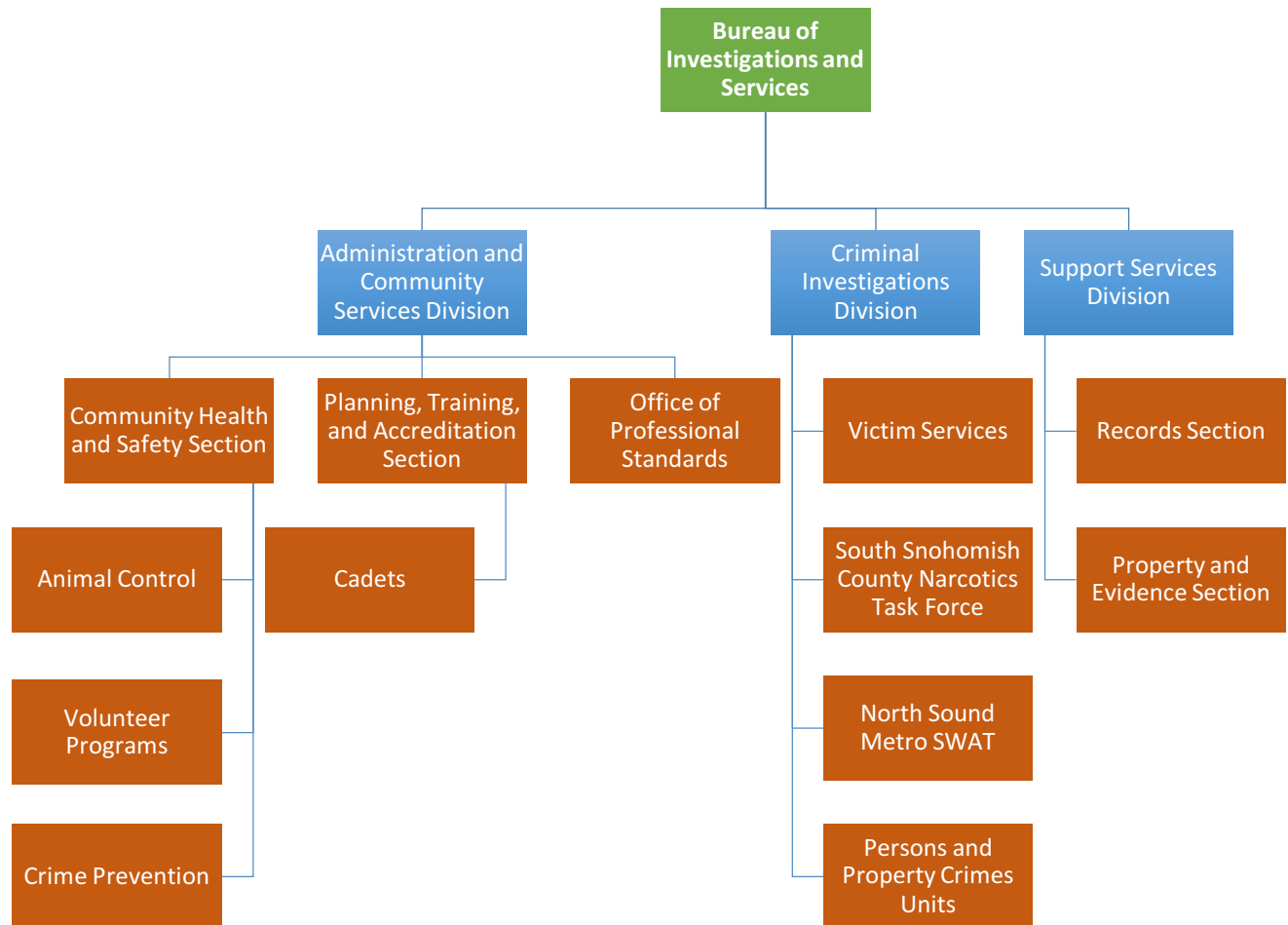
Unit	Commander	Sergeant	Officer	Civilian
Patrol Division	1	5*	28*	
Traffic Section		1	6	
Special Operations Section		1	4	
Detention	1	2	14**	
Total	2	9	52	0

* One Officer is Acting Patrol Sergeant at time of this Profile, 1 officer in FTO program, 1 officer is at academy, and 1 officer is awaiting to attend the academy. ** These are Custody Officers, as opposed to Police Officers.

3. BUREAU OF INVESTIGATIONS AND SERVICES

The Bureau of Investigations and Services is comprised of the Criminal Investigations Division, Administration and Community Services Division, and Support Services/Records Division. Criminal Investigations Division includes Criminal Investigations, South Snohomish County Narcotics Task Force, Victim Services, and North Sound Metro SWAT. Administration and Community Services Division includes Community Health and Safety Section, Planning/Training/Accreditation Section, and the Office of Professional Standards. These two divisions each have a commander providing oversight. Support Services include the Records Section and Property and Evidence Section in which a sergeant currently serves as acting manager, until a new civilian manager is hired. The following is a functional organizational chart of the Bureau of Investigations and Services.

Bureau of Investigation and Services Organizational Structure



1. Administration and Community Services Division

The Administration and Community Services Division is responsible for Administration, Planning, Training, Accreditation, Community Health and Safety, and Office of Professional Standards. These functional areas provided a wide range of operations from the recruitment and retention of staff, management of fleet and facilities, building community relationships, and investigations of complaints. This Division is led by a Commander.

Key Programs and Services:	
Functional Area	Description of Services
Administration & Community Services Division	<p>The Administration and Community Services Division is overseen by a Commander who provides managerial oversight to three department “sections” emphasizing special enforcement activities and internal professional operations. Numerous managerial responsibilities to include Accreditation Manager for LPD, IA investigations of sergeants and above as well as supports background investigations and audits, as necessary.</p>
Community Health and Safety Section	<p>The Community Health and Safety Section is responsible for leveraging relationships in the community (e.g. Verdant Public Hospital District) including community outreach and public education. This includes being a liaison with community groups and businesses. The Section performs engagement with homeless, transient, and other disadvantaged groups to educate and provide service opportunities to these individuals. Emphasis is also on blight, community development efforts, and code enforcement activities (one City code enforcement officer participates on this team).</p> <p>Two (2) Specialist positions perform various crime prevention and volunteer efforts. Tasks includes coordination of Volunteers in Public Safety (VIPS) program, citizen patrols, and Explorer Post Program. Crime prevention efforts include block watch management, graffiti teams, citizens’ academy, crime-free multi-housing project, etc.</p> <p>If the School Resource Officer program is reinstated, this program would likely become part of Community Health and Safety.</p> <p>The one (1) animal control officer is part of this section. In addition to animal control response duties, other assigned duties include parking enforcement and backfill of court security.</p> <p>Section is comprised of one sergeant, one animal control officer, and two other civilian employees along with the use of dozens of (approximately 90) volunteers.</p> <p>This Section currently has no vacancies.</p>

Key Programs and Services:	
Functional Area	Description of Services
Planning, Training, and Accreditation Section	<p>Planning, Training, and Accreditation Section is overseen by a Sergeant responsible for the in-service training, cadet program, processing new employees, special projects, quartermaster, and maintaining agency accreditation through Washington Association of Sheriff and Police Chiefs (WASPC).</p> <p>Sergeant serves as the Public Information Officer for the Police Department in conjunction with the Deputy Chief of Bureau of Field Operations.</p> <p>The one (1) training officer organizes, schedules, and facilitates six sessions of in-house Police Skills Refresher (PSR) each year, which includes a minimum of 24 hours of training per officer. In-service training includes a minimum of three (up to six) firearm qualification sessions per year. Training is responsible for supervision of cadets/police recruits before and during they attend either the Basic Law Enforcement or Correction Officer academies. Cadets perform numerous functions throughout the department while awaiting an academy slot.</p> <p>All new employees for the Police Department are processed and oriented through this section. This includes employee orientation, field training coordination, and equipping the employee with new equipment.</p> <p>One (1) officer is assigned to perform quartermaster duties, and also is responsible for maintaining all equipment, vehicles, and police facilities. This includes responsibility for implementation and maintenance of all technology related equipment.</p> <p>Section is responsible for maintaining accreditation through WASPC; reaccreditation is every four years.</p> <p>Staffing for the section includes one sergeant, and two officers. Staff may include cadets/police recruits throughout the year. Currently, there are no vacancies within section.</p>
Office of Professional Standards	<p>The Office of Professional Standards is responsible for pre-employment background screenings (city-wide), policy review and development of standards, and internal and community complaint investigations. Performs audits in evidence, drug destruction, K-9 drug, money, and juvenile holding audits.</p> <p>Staffed by one sergeant, with no current vacancies.</p>

Authorized Positions for Administration and Community Services Division

Unit	Commander	Sergeant	Officer	Civilian
Administration	1			
Community Health and Safety Section		1		3
Planning, Training, and Accreditation Section		1	2	
Office of Professional Standards		1		
Total	1	3	2	3

2. Criminal Investigations

The Criminal Investigations Division oversees various investigative and special enforcement functions to include regionalized teams. These areas include in-house criminal investigative efforts, regionalized narcotics enforcement and regionalized SWAT, and victim assistance efforts. This Division is led by a Commander.

Key Programs and Services:	
Functional Area	Description of Services
Narcotics	<p>The South Snohomish County Narcotics Task Force (Narcotics Unit) has been developed as a regionalized unit composed of one (1) Sergeant, three (3) detectives as well as a partnering police department Edmonds who provides one staff member. Mountlake Terrace has had a long-term vacancy in the unit.</p> <p>Narcotics is designed to undertake narcotics investigations impacting south Snohomish County with emphasis on mid-level and above distributors. Regular contact with the DEA, the Department's SOS Unit as well as the Snohomish Regional Gang and Drug Task Force.</p> <p>Operates 1200-2200 Tuesday through Friday (flex hours).</p> <p>There is presently no LPD vacancies but as noted, Mountlake Terrace is no longer participating at this time, but have indicated they will participate when staffing levels allow.</p>

Key Programs and Services:	
Functional Area	Description of Services
Criminal Investigations	<p>Criminal investigations is composed of a Property Crimes Unit and a Persons Crime Unit.</p> <p>The property crimes unit is composed of 3.5 detectives who investigate many Part I property crimes to include all burglary cases (with residential and commercial assigned regardless of solvability), felony theft, auto theft, elder abuse and various financial crimes. All detectives are generalist but the half-assigned detective typically focuses on financial crimes. The unit is overseen by a sergeant who screens cases and may re-assign a case back to Patrol for follow-up. The sergeant carries a small caseload, most often follow-up from the County Attorney's Office.</p> <p>The persons crimes unit is composed of 2.5 detectives who investigate Part I person crimes to include assault, robbery, sex crimes, homicide, domestic violence, and related. The unit is overseen by a sergeant who screens and assigns cases to both detectives and back to patrol. The sergeant carries a small caseload specifically related to runaway juveniles and missing persons, and toxicity death investigations. The sergeant is also a trained digital forensics specialist and operates the Department's digital forensics lab, providing support to various Snohomish law enforcement agencies excluding the Sheriff and city of Everett.</p> <p>Criminal investigations has one (1) detective assigned to a Seattle-area DEA Task Force. This assignment results in 20% of any asset forfeiture funds obtained on cases this staff works.</p> <p>Property and person crime detectives have ancillary duties to include membership in various regional task forces such as the Snohomish Multiple Agency Response Team (SMART—for officer involved shootings or in-custody deaths); the Regional Intelligence Group; Child Abduction Response Team (I-CART); and others.</p> <p>There is presently 1 vacancy in Person Crimes.</p>
Victim Services	<p>Victim Services is composed of one (1) civilian Crime Victim Coordinator. The Coordinator provides victim assistance services to person crime victims to include domestic violence, assault and others. The Coordinator provides advocacy work helping victims navigate the criminal justice and support systems available. Based on relationships developed, may provide criminal tips to investigative personnel.</p> <p>This is a full-time position with no vacancy.</p>
SWAT	<p>North Sound Metro SWAT is a regionalized special weapons and tactics team composed of ten member agencies. The LPD Commander assigned over this Division is the SWAT regional commander. SWAT is staffed with 35 members working for various agencies with this an ancillary assignment. It includes 10 hostage negotiators, 6 snipers and various support personnel. Lynnwood PD contributes 6 staff to the SWAT team (excluding the Commander).</p>

Authorized Positions for Criminal Investigations Division

Unit	Commander	Sergeant	Detective	Civilian
Criminal Investigation	1	2	7	
Victim Services				1
Narcotics		1	3	
SWAT	See footnote ²⁸			
Total	1	3	10	1

3. Support Services Division

Support Services is responsible for a variety of administrative and support services provided to the police department and the community. The functional areas include Records and Property and Evidence.

Key Programs and Services:	
Functional Area	Description of Services
Records Section	<p>The Records Section consists of an acting manager, presently one (1) sergeant position on a temporary basis, and seven (7) records clerk. The Records Section processes all police reports and serves as the initial point of contact for police department visitors at the front counter or via the telephone. Records reviews all police reports for accuracy, scans, processes and merges files in the Records Management System, and handles all requests for copies of police reports. Staff maintain FBI NIBRS database. Staff process all public records requests related to the police department.</p> <p>As needed, clerks will provide information support to officers (e.g. data lookup) and will periodically serve as matron in jail to perform body searches of female inmates.</p> <p>Staff work various shifts but typically 7-days per week to cover front counter from 8am-5pm and other support shifts all on the 4-day / 10-hour shift program.</p> <p>There is one vacancy at this time (Records Manager).</p>

²⁸ 35 member 10-agency regional effort with 6 sworn personnel from LPD who have this as an ancillary assignment (six assigned excludes Commander).

Key Programs and Services:	
Functional Area	Description of Services
Property and Evidence	<p>Property and Evidence is overseen by the sergeant and is staffed by two (2) technician positions. All staff manage warehouse property perform such key duties as evidence intake, personal property release, property purge, firearms processing, database update, monthly statistics preparation, interface with officers, detectives and courts, etc.,</p> <p>There are presently no vacancies in this section.</p>

Authorized Positions for Support Services Division

Unit	Commander	Sergeant	Officer	Civilian
Records Section		0.75		7
Property and Evidence		0.25		2
Total		1		9

Appendix B – Results of the Police Department Employee Survey

The City of Lynnwood engaged the Matrix Consulting Group to conduct a level-of-service analysis of police and jail services, as part of the City's overall Criminal Justice and Legal Study (CJL Study). The scope of work includes a Lynnwood Police Department (LPD) employee opinion survey. A survey was distributed to all LPD staff in November 2016 during the initial study phase to gauge their opinion on a number of topics related to operations and the department's potential for improvement.

1. INTRODUCTION TO THE STRUCTURE OF THE SURVEY AND RESPONDENT DEMOGRAPHICS.

The survey was divided into four sections.

- In the first section, respondents provided demographic information regarding their position, rank, tenure, and assignment area in the first section.
- The second section asked respondents to indicate their level of agreement regarding several statements about department-wide staffing and operations. Respondents, except those assigned to the Office of the Chief, were then directed to the third section with questions specific to their assignment area.
- The third section asked Detention, Field Services Sections, and Investigations and Services staff to respond with their level of agreement to several statements about the staffing and.
- The fourth and final section allowed all staff to identify departmental strengths and opportunities, expand on any of their previous responses, and provide additional input in a narrative form.

A total of 90 responses were received after being emailed to all 100 LPD staff in November 2016. A response rate of 90% is extremely high for an employee survey, indicating a high level of interest in the study and its results.

The tables below display the responses of survey participants to the first section on respondent demographics.

POSITION TYPE		
Position Type	Responses	% Response
Sworn	72	80%
Civilian	18	20%
TOTAL	90	100%
Sworn Rank	Responses	% Response
Officer	52	72%
First-line Supervisor (Sergeant)	13	18%
Lieutenant or Higher	7	10%
No Response	18	20%
TOTAL	90	100%
Civilian Position Type	Responses	% Response
Line Staff	16	94%
Supervisor or Manager	1	16%
TOTAL	17	100%
YEARS OF SERVICE		
Years of Service	Responses	% Response
0-5 Years	28	31%
6-10 Years	12	13%
11-20 Years	32	36%
More than 20 Years	18	20%
TOTAL	90	100%
ASSIGNMENT AREA		
Area	Responses	% Response
Office of the Chief	4	4%
Bureau of Field Operations – Field Services Sections	43	48%
Bureau of Field Operations – Detention	14	16%
Bureau of Investigations and Services	29	31%
TOTAL	90	100%

2. MOST EMPLOYEES BELIEVE THAT THEY ARE PROVIDING A HIGH LEVEL OF SERVICE TO THE COMMUNITY.

The second section of the survey asked respondents to indicate their level of agreement with 15 statements. The response options were “strongly agree” (SA), “agree” (A), “disagree” (D), “strongly disagree” (SA), or “no opinion”. A color-coded average score (on a 1-4 scale, with strong disagreement assigned as 1 and strong agreement assigned as 4) has been provided for each statement. The color-coding is relative to the average scores in a table with the green spectrum reflective of stronger

levels of agreement and the red spectrum less agreement. For those questions providing an average weighting on the 1-4 scale, anything above 2.50 leans towards agreement while averages less than 2.50 leans toward disagreement. Of note, “no opinion” responses were not included in the weighted average calculations. As seen in the following tables, the darker shades of yellow and green have a stronger rate of agreement, while the darker shades of red have a stronger level of disagreement. For example:

Weighted Averages Scale						
4.0 - 3.5	3.5 - 3.0	3.0 - 2.5	2.5 - 2.0	2.0 - 1.5	1.5 - 1.0	1.0 - 0.0

For the purpose of analysis, the statements are categorized by subject: overall service to the community, staff resources and operations, coordination of services, management, training and career development.

(1) While Most Agree LPD Provides a High Level of Overall Service to the Community, Some Have Negative Opinions About LPD’s Community Policing Efforts.

The statements in the following table address the overall service provided to the community.

OVERALL SERVICE TO THE COMMUNITY MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
Overall, we provide a high level of service to the community.	54%	46%	0%	0%	0%	3.54
Our approach to policing improves the quality of life in Lynnwood.	53%	43%	1%	0%	2%	3.53
We deal with law enforcement issues in the community effectively when they arise.	41%	53%	0%	0%	6%	3.44
“Community policing” is a high priority for the department.	31%	52%	5%	0%	12%	3.30
Our community policing approach has changed as a result of recent national law enforcement events.	19%	29%	28%	0%	24%	2.89

Our department has a positive relationship with the community.	37%	58%	0%	0%	5%	3.39
My department has kept pace with the changing needs of the community.	18%	60%	4%	1%	17%	3.14

All respondents agree that LPD provides a high level of service to the community overall, more than half of which strongly agree. Opinions about specific aspects of service to the community are positive in general but sometimes to lesser degrees. The following findings on police service delivery include:

- 96% of respondents agree that LPD's approach to policing improves the quality of life in Lynnwood, though one respondent disagrees.
- There is no disagreement amongst respondents that LPD deals with community law enforcement issues effectively and has a positive relationship with the community; a small percentage, however, 6% and 5% respectively, have no opinion.
- Less than half of respondents (48%) agree that LPD's community policing approach has changed as a result of recent national law enforcement events, 28% of respondents disagree, and 24% have no opinion.
- More than four-in-five (83%) of respondents agree that community policing is a high priority for the department. Five percent (5%) disagree and 12% had no opinion.

In summary, survey respondents have overwhelmingly positive responses regarding police service delivery to the community. With regard to changes in community policing approaches as a consequence of recent national events, the opinion is split, with only one-in-two respondents believing the approach as shifted.

(2) Many Respondents Consider Sworn Staff Resources to be Inadequate, Civilian Resources to be Adequate, and the Use of Volunteer Programs to be Good.

The statements in the following table address the resources available to sworn and civilian staff and LPD's use of volunteer programs. Responses regarding staff resources

have been further segmented by position type (sworn or civilian) to provide more insight.

STAFF RESOURCES AND OPERATIONS						
Statement	Position Type	SA	A	D	SD	No Opinion
Sworn staff resources are adequate to meet the law enforcement needs of Lynnwood.	Sworn	3%	28%	56%	9%	4%
	Civilian	7%	27%	20%	0%	47%
	BOTH	4%	28%	49%	7%	12%
Civilian staff resources are adequate to meet the law enforcement needs of Lynnwood.	Sworn	4%	37%	34%	3%	22%
	Civilian	13%	47%	20%	0%	20%
	BOTH	6%	39%	31%	2%	22%
Our department makes good use of volunteer programs.	BOTH	47%	42%	1%	0%	10%

Attitudes about the adequacy of staff resources are mixed with civilian resources being viewed as more adequate than sworn resources.

- 65% of sworn staff either disagree or strongly disagree that they have adequate resources.
- Only 20% of civilian staff disagree that civilian staff has adequate resources to meet law enforcement needs, while 37% of sworn staff disagree.
- 89% of all staff agrees that LPD makes good use of volunteer programs.

The majority of sworn staff do not agree that they have the adequate sworn resources to meet law enforcement needs. On the other hand, the majority of civilian staff do agree that they have adequate civilian resources. The resources of individual LPD units are discussed in later sections.

(3) Staff Express Positive Opinions Regarding Working Relationships Internally and Externally.

The statements in the following table address the coordination of services externally with regional enforcement efforts and internally between line staff and management.

COORDINATION OF SERVICES MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
Our department does a good job of partnering in regional enforcement efforts.	18%	49%	12%	2%	18%	3.01
The working relationships between LPD line staff and management are generally positive.	6%	66%	18%	1%	8%	2.84

Nearly three-in-four (72%) agree the working relationships between line staff and management are positive although approximately one-fifth (19%) disagree. 67% of staff agree that LPD has done a good job at partnering in regional enforcement efforts, yet 15% disagreed with a larger 18% having no opinion.

(4) Respondent's Have Generally Favorable Responses Regarding Various Management-related Issues.

The statements in the following table address aspects of management, including scheduling and planning, policies and procedures, innovation, expectations, and accountability.

MANAGEMENT MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
Policies and procedures are clearly defined and provide appropriate direction and guidance.	19%	63%	11%	4%	4%	3.01
Our department does a good job of planning and scheduling work.	5%	51%	28%	10%	6%	2.55
Our department is innovative.	7%	55%	17%	1%	20%	2.85
The department's expectations for my work performance are clear to me.	22%	69%	6%	1%	2%	3.14
Employees at all levels of the organization are held accountable for their actions.	11%	52%	15%	7%	15%	2.78

The majority of respondents agree that policies, procedures, and expectations are clearly communicated but some have reservations about innovation, accountability, and planning and scheduling.

- Policies and procedures are clearly defined, providing appropriate direction and guidance according to 82% of respondents.
- 91% of respondents agree that LPD's expectations for their work performance are clear to them.
- 62% agree that LPD is innovative, 20% have no opinion, and 18% disagree.
- While most (63%) respondents agree that employees are held accountable for their work, nearly one-quarter of them disagree to this statement.
- The management-related question viewed least favorably is in regard to planning and scheduling work. While more than half (56%) agree that the LPD does a good job in this area, more than one-third (38%) disagree with this statement.

Responses indicate employees are informed about policies, procedures, and expectations but see some issues with the scheduling and planning of work.

(5) Though Most Believe They Have Been Trained Well, Only Staff Who Have Served Over Ten Years Feel Promotional Opportunities Are Sufficient.

The statements in the following table address training and promotional opportunities.

TRAINING AND CAREER DEVELOPMENT MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
I receive the appropriate training to do my job well.	13%	70%	13%	1%	2%	2.98
There are sufficient promotional opportunities in this department.	4%	42%	24%	11%	19%	2.48

Training is considered to be appropriate with only modest indications of opportunity for improvement. The majority of respondents (83%) agree that they receive appropriate training to do their jobs well, yet 14% disagree and 2% have no opinion. Though 46% of employees agree and 36% disagree that promotional opportunities are

sufficient, employees disagree on average when weighting the 19% of no opinion responses.

4. FIELD SERVICES SECTIONS FEEL THEY LACK THE PROACTIVE TIME, RESOURCES, AND STAFF NEEDED TO MEET LAW ENFORCEMENT NEEDS.

The survey asked Field Services Sections staff (Patrol Division, Traffic Section, and Special Operations) to indicate their level of agreement with seventeen (17) statements. For the purpose of analysis, the statements are categorized by subject: level of services, staffing and operations, and coordination of services.

(1) Field Services Staff Believe They Do Not Have Enough Proactive Time.

The statements in the following table discuss proactive time, call response times, traffic enforcement, and animal control.

LEVEL OF SERVICES MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
The amount of proactive time available to patrol allows us to address problems in the community.	3%	21%	55%	15%	6%	2.15
The amount of proactive time available to patrol allows us to perform adequate investigative follow-up.	0%	21%	53%	26%	0%	1.97
Our response time to high priority calls is appropriate.	29%	62%	3%	0%	6%	3.26
Our response time to lower and medium priority calls is appropriate.	12%	56%	24%	3%	6%	2.82
Our traffic enforcement efforts are adequate.	12%	79%	6%	0%	3%	3.06
Our animal control services provided by Lynnwood are adequate.	9%	53%	32%	3%	3%	2.71
Officer interaction with citizens at calls, traffic and pedestrian stops is professional.	71%	29%	0%	0%	0%	3.65

According to the majority of field services staff, proactive time to address community problems and follow-up on investigations are lacking. Additionally, room to improve response times to medium and lower priority calls is indicated. Traffic

enforcement efforts and animal control services are considered to be adequate, and there are positive sentiments in regard to citizen interaction.

- Staff does not think they have enough proactive time to adequately address community problems (70%) or follow-up on investigations (79%).
- Response times to high priority calls are considered to be appropriate by 91% of staff. On the other hand, only 68% consider response times to be appropriate for lower and medium priority calls.
- 90% of Field Services Sections staff consider LPD traffic enforcement efforts to be adequate. Additionally, 100% regard officer and citizen interaction at traffic and pedestrian stops as professional.
- 62% of Field Services Sections staff agree that LPD provided adequate animal control services, while 35% disagree.

The results of this section indicate that Field Services staff are most concerned about time-related service aspects: proactive time to address community problems and follow-up on investigations, and response times to medium and lower priority calls.

(2) The Majority of Staff Think Patrol Staff Resources Are Inadequate, and That There Is Not Enough Staff to Perform Effectively and Safely in the Field.

The statements in the following table discuss Field Services staffing, resources, and operations.

STAFFING AND OPERATIONS MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
Patrol staff resources are adequate to meet the law enforcement needs of Lynnwood.	3%	29%	47%	18%	3%	2.20
Our patrol area (e.g. beats) structure helps facilitate effective field resource deployment.	3%	65%	15%	9%	9%	2.70
Back-up units are available for high priority calls.	9%	74%	18%	0%	0%	2.92
We have the staff we need to perform effectively in the field.	3%	18%	62%	18%	0%	2.06
We have the staff we need to perform safely in the field.	3%	24%	62%	12%	0%	2.22
Jail services provided for the inmates are appropriate.	9%	50%	12%	0%	29%	2.96

The depth and quality of patrol's investigative efforts is adequate.	9%	68%	9%	3%	12%	2.94
We have sufficient specialized field units (e.g. SWAT, SOS) to handle most community issues that arise.	15%	59%	15%	9%	3%	2.82

Most field services respondents consider staffing and staff resources to be deficient, while they hold mostly positive views about investigations, and specialized services. Key points include:

- 80% think LPD does not have enough staff to perform effectively in the field and 74% think there are not enough to perform safely.
- Patrol staff resources are deemed as inadequate by 65%.
- 68% agree that the structure of LPD patrol areas helps facilitate effective field resource deployment.
- Back-up units are available for high priority calls according to 83% of staff.
- 78% consider the depth and quality of patrol's investigative efforts to be adequate.

In summary, there is some dichotomy in responses as patrol staff generally believes they do not have sufficient staff to perform safely and effectively but they do indicate that they can conduct quality investigative efforts and have sufficient back-up to higher priority calls.

(3) Jail and Investigative Support to Patrol is Generally Perceived Positively.

The statements in the table below address jail services provided to field services and coordination between patrol and detectives.

COORDINATION OF SERVICES MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
Jail services provided to field services are appropriate.	12%	62%	15%	0%	12%	2.94
Investigative coordination between patrol and detectives is adequate.	0%	59%	29%	0%	12%	2.68

Jail services provided to field services are widely considered to be appropriate, with only 15% of respondents in disagreement and none in strong disagreement. While the majority (59%) of staff agree that investigative coordination between patrol and detectives is adequate, there is a reasonable percentage that disagree (29%).

5. MOST DETENTION STAFF FEEL STAFFING LEVELS ARE INADEQUATE AND SEE A LACK OF INMATE MENTAL HEALTH SERVICES.

The survey asked Detention staff to indicate their level of agreement with 14 statements. For the purpose of analysis, the statements are categorized by subject: inmate services and facilities, staffing and operations, coordination with patrol, training and career development.

(1) Detention Respondents Feel Mental Health, Substance Abuse, and Rehabilitation Programs and Services Available to Inmates Are Inadequate.

The statements in the table below address inmate programs, services, facilities, and needs.

INMATE SERVICES AND FACILITIES MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
We do a good job of providing rehabilitation programs for our inmates.	0%	7%	64%	29%	0%	1.79
There are adequate mental health services to meet the needs of inmates.	0%	14%	50%	36%	0%	1.79
There are adequate medical services for the inmates.	7%	50%	36%	7%	0%	2.57
There are adequate programs and services for inmates with substance abuse problems.	7%	29%	43%	21%	0%	2.21
Our internal inmate classification system is effective to house residents in the "right location."	7%	71%	21%	0%	0%	2.86
Our jail facility is well-maintained.	23%	54%	23%	0%	0%	3.00

Mental health services and rehabilitation programs are widely viewed as inadequate. Conversely, Detention staff agree that the physical needs of inmates are met.

- LPD does not do a good job at providing rehabilitation programs for inmates according to 93% of respondents.
- 86% of Detention staff disagree that mental health services meet inmate needs.
- Only 36% of staff agree that there are adequate programs and services for inmates with substance abuse problems.
- Although 57% of staff agree that inmate medical services are adequate, 43% disagree.
- 78% of Detention staff agree that LPD's internal inmate classification system effectively houses residents in the "right" location.
- Most Detention staff (77%) agree that the jail facility is well-maintained, but 23% still disagree.

The results of this section indicate room for improvement for all addressed aspects of inmate services. Detention staff respondents think rehabilitation, mental health, and substance abuse programs and services available to inmates are deficient. Some staff also determined that medical services are inadequate. The internal inmate classification system and maintenance of the jail facility are not perceived as major concerns.

(2) Detention Staff Have Concerns Regarding Various Jail Operations.

The statements in the table below address Detention staffing and operations questions.

DETENTION STAFFING AND OPERATIONS MULTIPLE CHOICE RESPONSE						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
My shift operates with the appropriate number of staff.	0%	0%	64%	36%	0%	1.64
Our staff assignment strategy contributes to inmate safety.	7%	50%	36%	7%	0%	2.57
We have sufficient positions throughout the facility to perform our jobs safely.	0%	14%	50%	36%	0%	1.79
In the event of serious inmate-related issues, "back-up" will be timely.	0%	43%	14%	14%	29%	1.71

Our shift schedule leads to the effective operations of the jail facility.	7%	64%	29%	0%	0%	2.79
We have adequate access to first line supervision.	14%	64%	14%	7%	0%	2.86

- 100% of Detention staff disagree that their shift operates with the appropriate number of staff.
- 86% of staff do not agree that LPD Detention has sufficient positions to perform their jobs safely. Interestingly, the 14% who agree have served between six and ten years.
- 43% of Detention staff disagree that staff assignment strategy contributes to inmate safety.
- While 43% of Detention staff agree that “back-up” will be timely in the event of serious inmate-related issues, they disagree on average after weighting the 29% with no opinion.

The results from this section indicate Detention staff are uncomfortable with the number of detention staff deployed. Furthermore, a substantial amount of staff does not agree that staff assignment strategy contributes to inmate safety and that “back-up” will be timely.

(3) Detention Staff Generally Agree They Have a Good Relationship with Patrol Officers.

The statement in the table below addresses the how Detention staff view their relationship with patrol officers.

COORDINATION WITH PATROL MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
We have a good relationship with patrol officers that use our facility.	14%	71%	7%	7%	0%	2.93

85% of Detention staff agree that they have a good relationship with patrol officers that use their facility, 7% disagree, and 7% strongly disagree.

(4) The Level of Training is an Issue for One-in-Four Detention Staff.

The following statement in the table below addresses practical detention training.

DETENTION STAFF TRAINING MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
I receive the on-going practical detention training needed to keep my skill levels high.	0%	71%	21%	7%	0%	2.64

71% of Detention staff agree that they receive the on-going practical detention training to keep their skills high, 21% disagree, and 7% strongly disagree.

6. DISPARATE OPINIONS WERE REGISTERED REGARDING VARIOUS LPD SUPPORTING SERVICES.

Respondents belonging to the Bureau of Investigations and Services (Administration and Community Services, Criminal Investigations, and Support Services Divisions) were asked to indicate their level of agreement with 13 statements specific to their assignment area. For the purpose of analysis, the statements are categorized by subject: level of services, staffing and operations, coordination with field services.

(1) Internal and External Customer Service are Generally Perceived Positively.

The statements in the following table address the effectiveness and adequacy of various services provided by Investigations and Services.

INVESTIGATIONS AND SERVICES LEVEL OF SERVICES MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
We provide effective investigative services to the community.	32%	57%	4%	0%	7%	3.31
We provide effective crime prevention efforts to the community.	21%	71%	0%	0%	7%	3.23
Our animal control services provided by Lynnwood are adequate.	7%	50%	18%	0%	25%	2.86
Our current Records processing helps ensure I have timely information to do the job.	7%	46%	32%	0%	14%	2.71

The majority of Investigations and Services staff agree that they provide effective investigative services and crime prevention efforts to the community. Feelings about the

adequacy of animal control services and the efficiency of the current Record processing are positive on average, yet some respondents hold negative views.

- There is no disagreement about the effectiveness of crime prevention efforts provided to the community.
- 89% of Investigations and Services staff agree that investigative services provided to the community are effective.
- Only 18% of Investigations and Services staff disagree that animal control services are adequate, with no strong disagreement, while 57% of respondents agree or strongly agree.
- 53% agree that current Records processing helps to ensure they have timely information to do the job. 32% still disagree, although there is no one in strong disagreement.

The results of this section show that respondents have positive opinions about services provided by Investigations and Services. However, a third of respondents feel current Records processing does not help to ensure they have timely information.

(2) Respondents Have a Wide Range of Opinions About Staffing Dependent Upon the Service Area.

The following statements address Investigations and Services staffing and operations.

INVESTIGATIONS AND SERVICES STAFFING / OPS MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
We have sufficient specialized field units (e.g. SWAT) to handle most community issues that arise.	14%	68%	4%	4%	11%	3.04
Records staffing is sufficient to meet most internal needs.	0%	43%	25%	0%	32%	2.63
Records staffing is sufficient to meet most external customer service needs.	0%	14%	43%	7%	36%	2.11
Our new records management software has improved our efficiency and effectiveness.	4%	14%	50%	18%	14%	2.04
Property and Evidence is staffed adequately to ensure timely and effective processing.	0%	36%	25%	7%	32%	2.42

Important supporting services, such as training, professional standards, etc., are adequately staffed.	7%	61%	18%	4%	11%	2.80
We have sufficient staffing in detectives to effectively manage our assigned caseloads.	0%	4%	54%	29%	14%	1.71

The respondents view Detective staffing and Records staffing to meet external needs as insufficient. The adequacy of Property and Evidence and other supporting services have mixed responses. Although specialized field units are believed to be adequately staffed by the majority, a handful of these survey respondents disagree.

- Opinions of the adequacy of Property and Evidence staffing are divided. 36% agree that staffing is adequate to ensure timely and effective processing, 25% disagree, and 7% strongly disagree.
- Supporting services, such as training and professional standards, are considered to be adequately staffed by 68% of staff. 18% still disagree and 4% strongly disagree
- An 82% majority of Investigations and Services staff agree that LPD possesses sufficient specialized field units to handle most community issues.

Key points in summary: most consider Detective and Records staffing to be insufficient.

Additionally, staff thinks the new records management system has not improved their efficiency and effectiveness.

(3) Respondents See Patrol-related Investigations as Satisfactory.

The statements in the table below address coordination between Patrol and Investigations from the perspective of Investigations respondents.

COORDINATION BETWEEN INVESTIGATIONS AND PATROL MULTIPLE CHOICE RESPONSES						
Statement	SA	A	D	SD	No Opinion	Average (1-4)
Investigative coordination between patrol and detectives is adequate.	4%	61%	14%	4%	18%	2.78
The depth and quality of patrol's investigative efforts is adequate.	4%	54%	21%	4%	18%	2.70

The results of this section indicate that respondents, on average, view coordination with Patrol as positive with some room for improvement. 65% of Investigations and Services

staff agree or strongly agree that the investigative coordination between Patrol and Detectives is adequate, 14% disagree, and 4% strongly disagree. 58% of Investigations and Services staff agree that the depth and quality of Patrol's investigative efforts are adequate, while 25% disagree.

7. NARRATIVE RESPONSES

The survey's final section asked respondents to answer open-ended questions about LPD in their words. A generalized summary of responses is provided below.

(1) Strengths

The first open-ended question asked respondents what they feel the greatest strengths of LPD are. The themes in the table below were most prominent throughout responses. The right column indicates the percent of responses following the corresponding theme in the left column. A single response may contain multiple themes.

LPD STRENGTHS	
Response	% Response
Service to community and community relations	35%
Proactive law enforcement	27%
Training and career development	26%
Staff dedication and commitment	21%
Professionalism	27%
Leadership	18%
Having specialty units	13%
Having jail facilities	6%
Relations between or within departments	11%
Equipment	11%
Innovation	8%
Other	3%

The dominant theme present in responses identifies service to community and community relations as LPD's greatest strengths. Proactive law enforcement, professionalism, training and career development, staff dedication and commitment, and leadership accounted for a substantial portion of responses. To a lesser extent,

having specialty units and jail facilities, relations between or within units, equipment, and innovation were mentioned.

(2) Opportunities for Improvement

The second open-ended question asked respondents to express what they felt are the greatest opportunities for improvement in LPD. The themes in the table below were most prominent throughout responses. The right column indicates the percent of responses following the corresponding theme in the left column. A single response may contain multiple themes.

LPD OPPORTUNITIES FOR IMPROVEMENT	
Response	% Response
Communication	5%
Community outreach	8%
Facilities	19%
Jail facilities	8%
Jail operations	5%
New World	8%
Organizational culture	32%
Promotional opportunities	10%
Resources	6%
Scheduling and planning	22%
Staffing levels	44%
Utilization of technology	6%
Training	8%
Other	5%

Staffing levels, organizational culture, scheduling and planning, and facilities were the most common themes among responses. Several responses expressed the need for more promotional opportunities, community outreach, training, and better jail facilities. A handful of replies conveyed frustration with the New World system. Communication, jail operations, resources, and the utilization of technology were also mentioned.

8. BROAD CONCLUSIONS BASED ON NARRATIVE AND FORCED-CHOICE QUESTIONS.

Staffing levels, scheduling and planning, and facilities are consistently pointed out in the multiple-choice statement and narrative responses as things LPD should reconsider. Responses explicitly identify staffing of patrol, detention, records, and detectives to be of primary interest. Better scheduling and planning and the security and safety of facilities were raised as opportunities for improvement many times. The majority of narrative responses attribute the causes for various issues to the recession and the subsequent lack of resources. Despite the noted opportunities, many respondents stated LPD staff can do a lot with little.

Satisfaction with overall service to the community, organizational culture, and promotional opportunities generally increase with length of tenure. 81% of respondents agreed that the changes in department leadership have brought overall positive change to LPD. The majority of narrative responses indicate overwhelming approval of the direction LPD is taking. Most negative narrative responses were about a reluctance to change as opposed to need to change.

According to respondents, staffing levels, scheduling and planning, facilities, organizational culture, and promotional opportunities have room for improvement. Regardless, all respondents agree that LPD provides a high level of service to the community overall. Importantly, 82% of respondents plan to make a career at LPD.