



KIRKLAND POLICE DEPARTMENT

Consultant Report: TECHNICAL APPENDICES

Final – September 30, 2016



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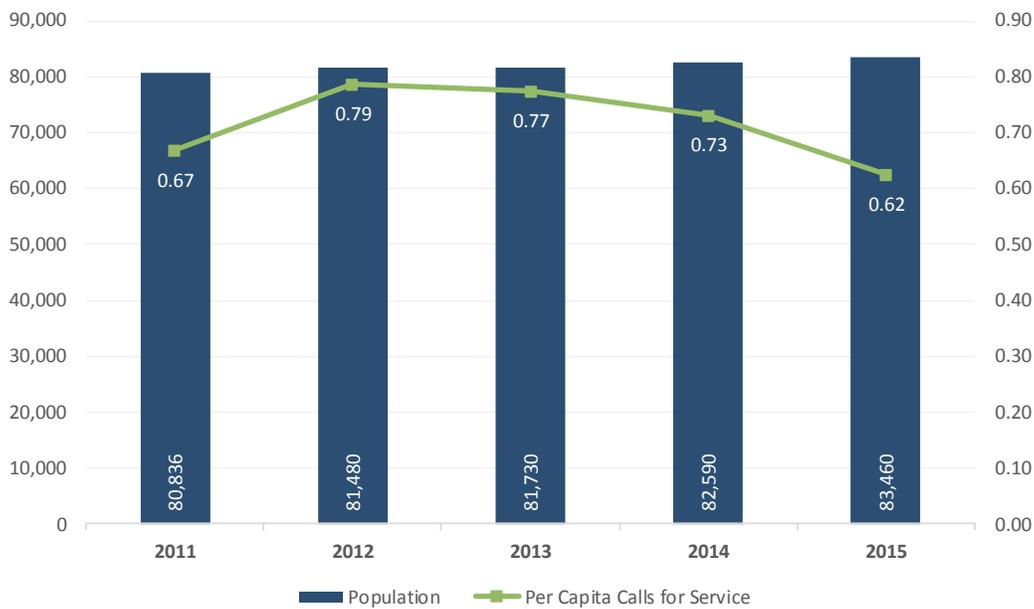
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1. KIRKLAND CRIME TRENDS

Kirkland experiences relatively similar crime levels as neighboring Redmond and Bothell, with lower crime rates than the state overall. Despite an overall similar crime profile to neighboring jurisdictions, Kirkland has a higher rate of motor vehicle theft and larceny than Redmond and Bothell, and experienced increases in these crimes from 2012 to 2014 while these crimes were decreasing statewide and nationwide.

As seen in **Exhibit 1**, Kirkland’s per capita calls for service have been fairly steady since annexation in 2011. After the annexation there were 0.67 per capita calls for service for 2011. That number increased to 0.79 in 2012. Since 2012, per capita calls for service have decreased each year. On average, over the last five years, there have been 0.72 calls for service per resident.

Exhibit 1: Per Capita Calls for Service



Source: (Kirkland PD, 2010 - 2015)

Crime Statistics

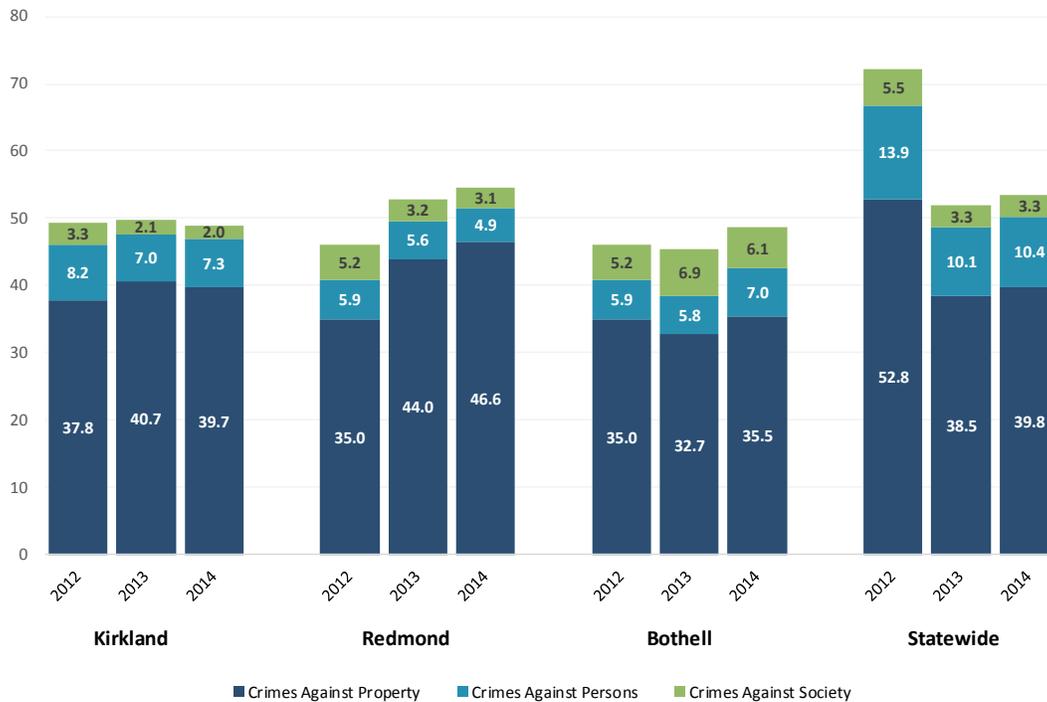
Crime data for Kirkland, Redmond, and Bothell, discussed below, is from the Washington Association of Sheriffs and Police Chiefs (WASPC). Redmond and Bothell are neighboring jurisdictions that report crime data similarly to Kirkland. Data shown is for the period from 2012 through 2014; during this time, each city used the National Incident-Based Reporting System (NIBRS). National crime data is from the FBI’s Uniform Crime Reporting webpage.

Overall Crime Rate

Exhibit 2 shows Kirkland’s overall crime rate remained steady from 2012 to 2014. During this time, Kirkland had an average rate of 49.4 crimes per 1,000 members of the population and an average annual growth in crime of -0.4%. These rates are similar to rates in Redmond and Bothell.

Bothell shows a slightly lower average rate during this same time period of 46.7 crimes per 1,000 members of their population and an average annual growth in crime of 2.7%. Redmond experienced a greater increase in crime than both Bothell and Kirkland from 2012 to 2014, with an average annual growth in crime of 8.8% and an average rate of 51.2 per 1,000 members of their respective populations.

Exhibit 2: Crime Rates Per 1,000 People, By Type, 2012 – 2014



Source: (WASPC, 2012-2014)

Crimes Against Persons

Crimes against persons include crimes such as murder, rape, and assault and the victims are always individuals. Kirkland’s crimes against persons were slightly higher during the 2012 to 2014 period than both Redmond and Bothell, with an average crime rate of 7.5 compared to Redmond’s 5.5 and Bothell’s 6.2.

Crimes Against Society

Crimes against society include activities that society has prohibited such as gambling, prostitution, and drug violations. These crimes are typically victimless crimes and property is not involved. The rate of crimes against society in Kirkland was lower than Redmond and Bothell during this period, with an average rate of 2.5 crimes per 1,000 compared to 2.8 in Redmond and 6.1 in Bothell.

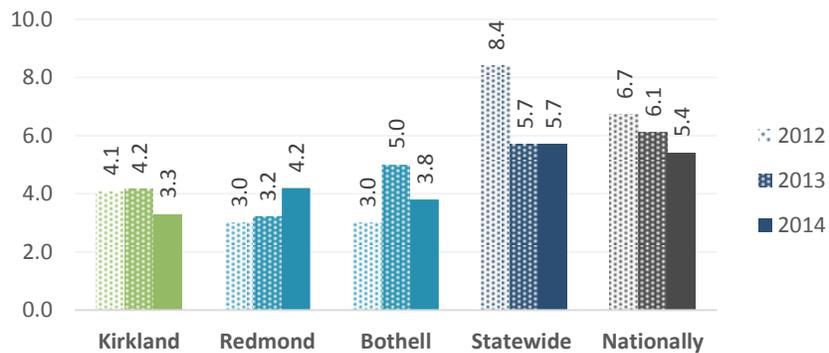
Crimes Against Property

Crimes against property include robbery, bribery, and burglary and are typically focused around obtaining money or property. Crimes against property make up the largest share of crime locally, statewide, and nationally. As seen in **Exhibit 2**, Kirkland experienced a relatively steady rate of property crime from 2012 to 2014, with an average crime rate of 39.4 and an average annual growth in crime over that period of 2.4%.

Burglary

Burglary is the unlawful entry of a structure to commit a felony or theft, such as breaking into someone’s house to steal a television. Matching nationwide trends, Kirkland’s rate of burglary decreased from 2012 to 2014, as shown in **Exhibit 3**. Over the same period, neighboring Bothell and Redmond experienced increases in burglary rates.

Exhibit 3: Burglary Crime Rate, per 1,000

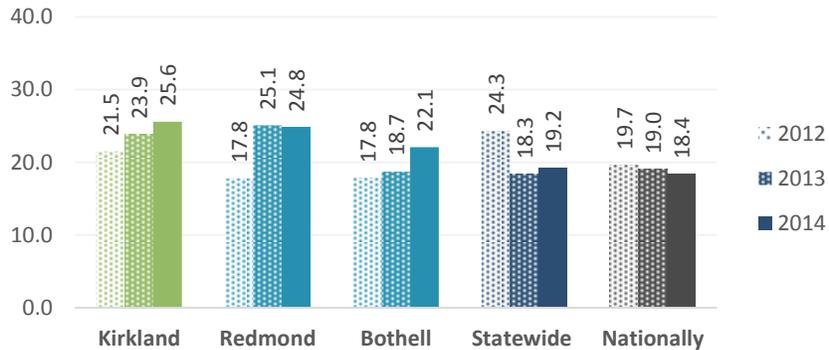


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Larceny Theft

The FBI defines larceny theft is the unlawful taking of property from the possession of another, such as bicycle theft or pocket-picking. Kirkland’s rate of larceny steadily increased from 2012 to 2014 despite decreases in larceny theft nationally, with an average annual growth of 9.1%, as shown in **Exhibit 4**. Neighboring Redmond and Bothell experienced increases in larceny to an even greater extent, with annual average growth of 18% and 11.4% respectively.

Exhibit 4: Larceny Theft Crime, per 1,000

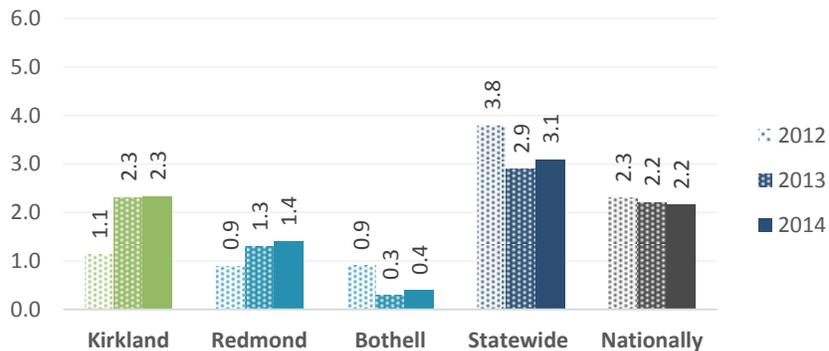


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Motor Vehicle Theft

Kirkland experienced increased motor vehicle theft from 2012 to 2014, with an annual average growth of 44.6%, as shown in **Exhibit 5**. Redmond experienced an increase to a lesser extent over the same period with an average annual growth of 24.7%, while Bothell’s motor vehicle theft decreased in line with statewide and national trends.

Exhibit 5: Motor Vehicle Theft Crime Rate, per 1,000

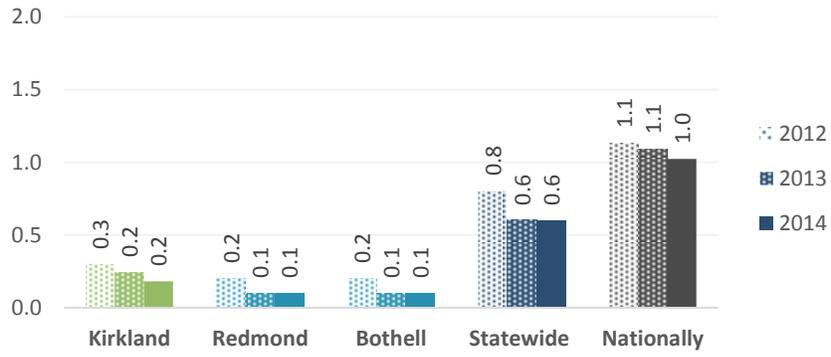


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Robbery

Robbery is defined as the taking or attempting to take anything of value from the custody of a person by force or threat of force. **Exhibit 6** shows Kirkland’s low robbery rates, with an average crime rate of 0.2 during this period, decreasing from 2012 to 2014. These low rates of robbery are similar to Redmond (0.1) and Bothell (0.1). All three neighboring jurisdictions experience lower robbery rates than the statewide average (0.7) and national average (1.1).

Exhibit 6: Robbery Crime Rate, per 1,000



Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

2. COMMUNITY PERCEPTIONS OF KIRKLAND POLICE

2.1 Biennial Community Survey

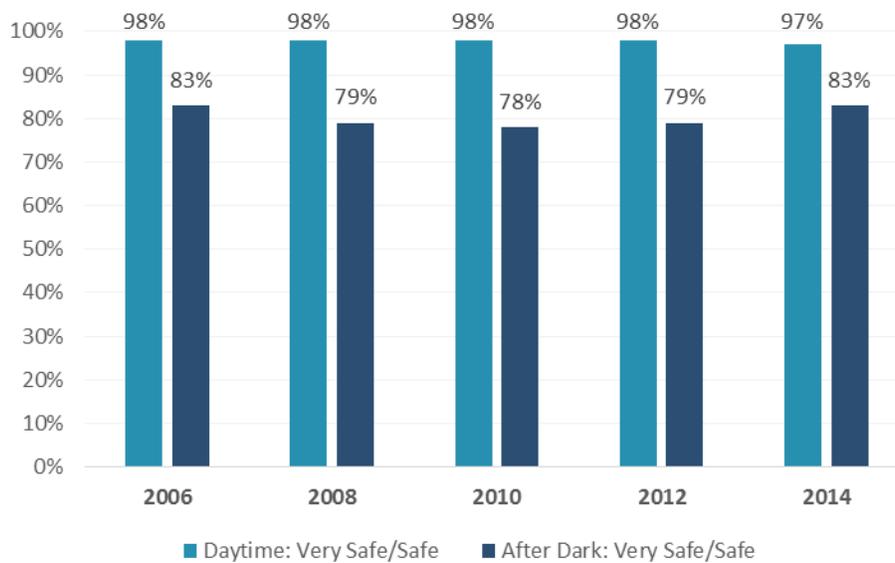
Since 2006, the City of Kirkland has surveyed its residents every two years to assess attitudes and opinions about quality of life, priorities for the future, and satisfaction with city government and services. These telephone surveys are conducted by a polling firm of a random sample of Kirkland registered voters.

Questions relevant to the Police Department include feelings of safety, concerns about the way things are going in Kirkland, and performance of each city agency.

Feelings of safety

The proportion of Kirkland residents who feel safe during the day has remained very high, at 97% to 98%, since 2006, while the proportion who feel safe at night declined after 2006 then rose again in 2014, as shown in **Exhibit 7**. Concerns mentioned by respondents who felt unsafe included lack of streetlights and general concerns about crime.

Exhibit 7. Proportion of Kirkland Residents Who Feel Very Safe or Safe, 2006-2014

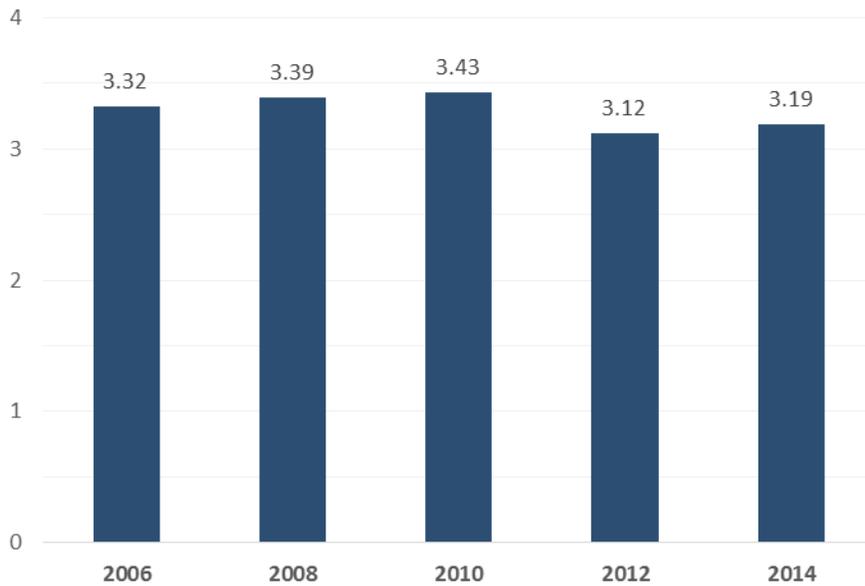


Source: (City of Kirkland, 2006-2014)

Performance

The Community Survey asks residents how well they think the City is doing in a variety of functions. Residents are asked to grade each function, including Police Services, on a scale of A (Excellent) through F (Failing). The Police Department's average rating gradually rose from 2006 through 2010, as shown in **Exhibit 8**. After falling in 2012, the rating rose modestly in 2014, the last year surveyed.

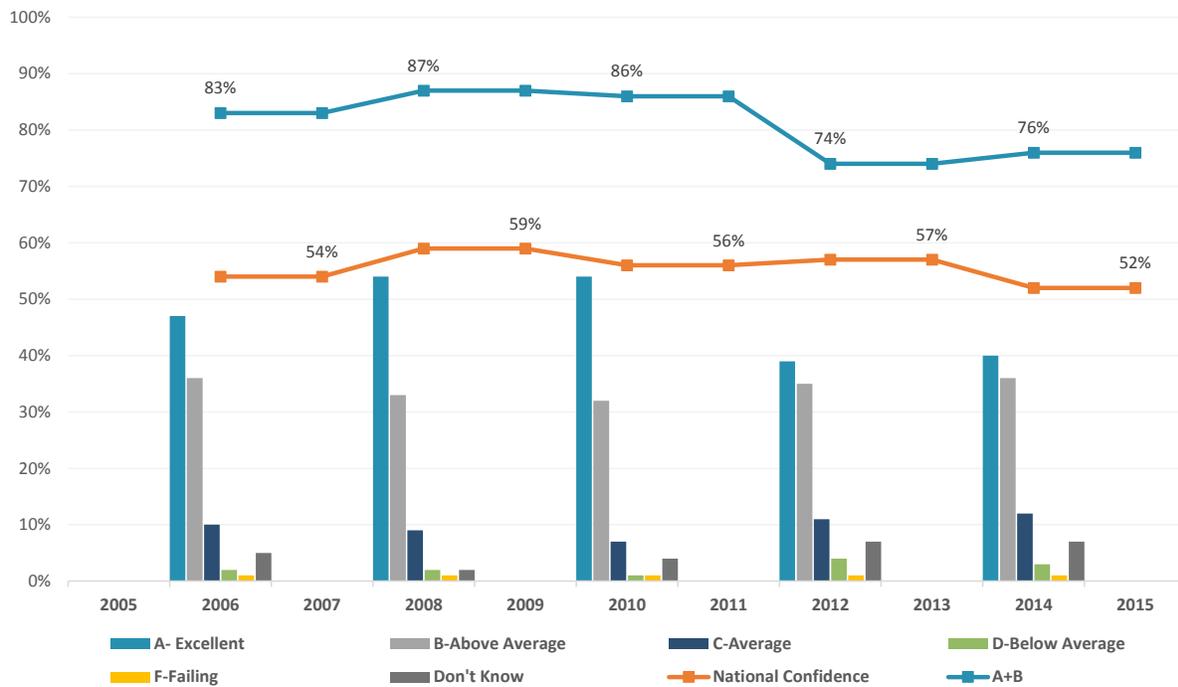
Exhibit 8. Average KPD Performance Ratings, 2006-2014



Source: (City of Kirkland, 2006-2014)

Looking at the actual grades given to the Police Department, we see that the “A” grade fell from a high of 54% in 2010 to 39% in 2012 and 40% in 2014, as shown in **Exhibit 9**. The C grade, D Grade, and “Don’t Know” responses all rose in 2012, as did the B grade.

Exhibit 9. KPD Performance Ratings, 2006-2014



Note: National Confidence reflects proportion of Americans who have “a great deal” or “quite a lot” of confidence in police according to Gallup’s national polling. A+B reflects proportion of Kirkland residents who grade Police Services an “A-Excellent” or “B-Above Average” according to community surveys.

Source: (City of Kirkland, 2006-2014), (Gallup, 2015)

One possible reason for the drop in performance ratings in 2012 is the 2011 annexation of neighborhoods that had previously been served by the King County Sheriff's Office. According to anecdotal reports from stakeholders, some residents of newly annexed areas were uncomfortable with the increased level of traffic enforcement during the period immediately following annexation. This adaptation to more rigorous policing by the community is frequently seen following annexation.

Concerns about “the way things are going”

The Community Survey asks if residents have any concerns about “the way things are going” in Kirkland. Residents are asked to name those concerns in an open-ended response. Each year the top answers have been growth or land use issues, traffic or parking, or “nothing”. However, a few responses have mentioned police: 1.5% of respondents in 2006, 2% in 2008 and 2010, and 5% in 2012 and 2014.

The higher level of concerns in 2012 and 2014 track with the performance ratings for the Police Department, which declined in 2012. This could be related to residents in newly annexed areas or national attention on law enforcement issues.

2.2 Citizen Complaints

In 2014, the KPD received 20 citizen complaints and a handful of internal complaints; 2015 data is still being finalized by the Department.

While this is relatively low number of complaints for a department of Kirkland's size and complexity, it is difficult to benchmark this volume to other departments. There is a wide variation of what complaints are accepted among departments (e.g. some departments don't accept anonymous or third party complaints, some don't include complaints over a certain number of months old, etc.). The most common of Kirkland's 20 citizen complaints in 2014 were reports of officers being disrespectful or rude. Other complaints included not operating their vehicle safely, and failure to investigate.

It is worth noting, however, that in reviewing the Kirkland website, it is difficult to understand how an individual would file a complaint. Information on how to file a complaint should be easily available. Contact information for supervisors should also be updated to reflect current staffing.

3. COMMUNITY PROFILE

3.1 Change in the Kirkland Community

Kirkland’s population and employment has grown rapidly over the past fifteen years. The 2011 annexation expanded the population by approximately 60%, largely adding single-family residential neighborhoods. Meanwhile, new residential construction is primarily multifamily housing, and that is expected to continue as the city becomes denser and more urban. More mixed-use development of residential, office, and commercial space is expected (and underway) in the Downtown and Totem Lake areas.

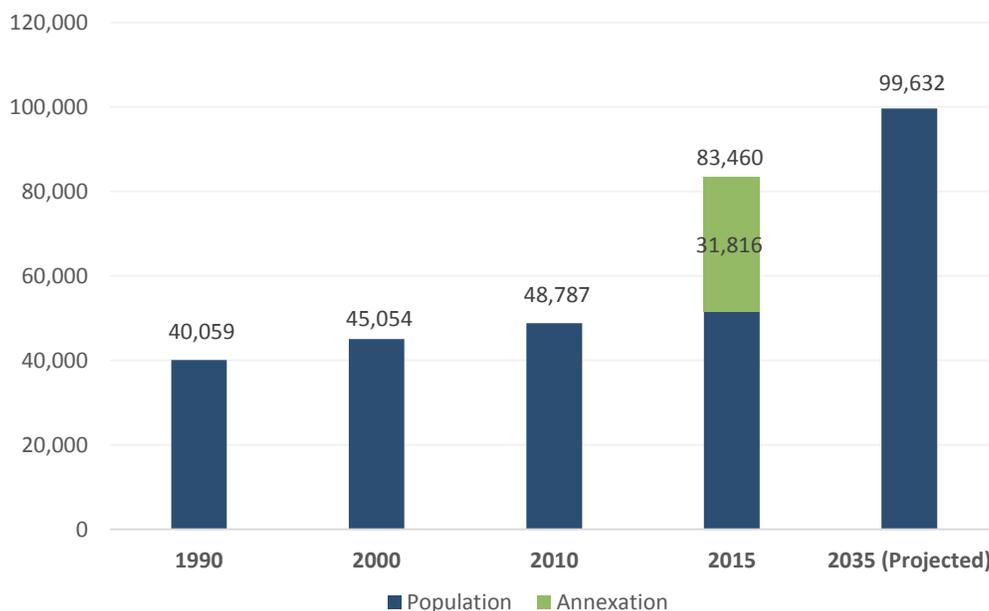
3.2 Population Growth

Kirkland’s population was estimated at 83,460 in 2015 (Office of Financial Management, 2015). This reflects a growth of 71% over the 2010 population, primarily due to the 2011 annexation of North Juanita, Finn Hill, and Kingsgate, which added approximately 30,000 people to Kirkland.

Kirkland updated its Comprehensive Plan in 2015 to comply with the Growth Management Act; this plan accommodates expected housing and employment growth through the year 2035. Kirkland is planning for the addition of over 17,000 new residents between 2013 and 2035, for a total 2035 population of approximately 99,632, and the addition of over 22,000 new jobs.

Exhibit 10 shows Kirkland’s population growth since 1990 and projected population in 2035. In 2015, 31,816 residents, shown in green, are attributed to the 2011 annexation.

Exhibit 10. Kirkland Population Growth, 1990-2015 and 2035 Projection



Source: (City of Kirkland, 2015)

3.3 Demographics: Race and Ethnicity, Age, and Income

Increasing racial and ethnic diversity

In 2013, Kirkland’s population was 77.4% White, 13.8% Asian or Pacific Islander, 1.4% Black, 1.7% Some other race, and 5.1% Two or more races. In addition, 7.3% of residents identified themselves as being of Hispanic or Latino origin (U.S. Census Bureau, 2015).

Between 1990 and 2010 Kirkland’s racial and ethnic composition changed significantly:

- The population of White residents decreased from 92.8% to 79.3%.
- Asian and Pacific Islanders increased from 4.3% to 11.5%.
- Those identifying as Hispanic increased from 2.4% to 6.3%.
- Neither Blacks nor American Indians saw significant increases.

These numbers follow similar trends to those seen in King County as a whole (City of Kirkland, 2015).

An aging population

The median age in Kirkland is just over 37 years. Although the changes have been gradual, there has been an increase in older residents and a decrease in younger and workforce aged residents since 1990 (City of Kirkland, 2015).

A relatively wealthy community...

The median household income for all households in Kirkland was \$94,332 in 2014. This is significantly higher than median household income for all households in King County (\$75,834) and Seattle (\$70,975), and just below Bellevue (\$95,146).

...with slowly increasing poverty levels.

In 2010, 1,262 households (or 5.6% of all households) were living in poverty in Kirkland. This percentage was comparable to similar communities in the region, and significantly less than in Seattle (12.5%). The City of Kirkland, however, experienced a less pronounced increase in the number of households living in poverty between 2000 and 2010 than similar communities, the City of Seattle, and King County overall.

Homelessness

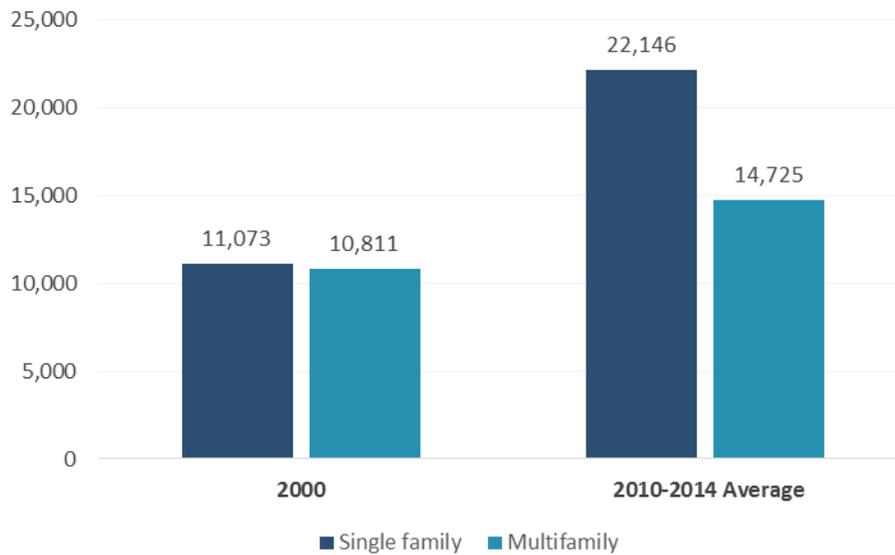
While there is no data available for individual cities, the number of unsheltered homeless people in east King County grew between 2015 and 2016. The “One Night Count” organized by the Seattle King County Coalition on Homelessness found 134 unsheltered homeless in east King County in 2015, and 245 in 2016 (Seattle/King County Coalition on Homelessness, 2016).

3.4 Housing

The 2011 annexation of primarily low-density residential land changed the citywide density and housing composition in Kirkland. The 2013 average citywide residential density was an estimated 3.1 units per acre, a decrease from the 2010 residential density of 3.4 units per acre (City of Kirkland Community Profile, 2013; U.S. Census, DP-1, 2010).

Kirkland’s citywide housing stock became more single family after annexation, going from 50% of the housing stock in 2000 to 60% in the 2010-2014 time period, as shown in **Exhibit 11**.

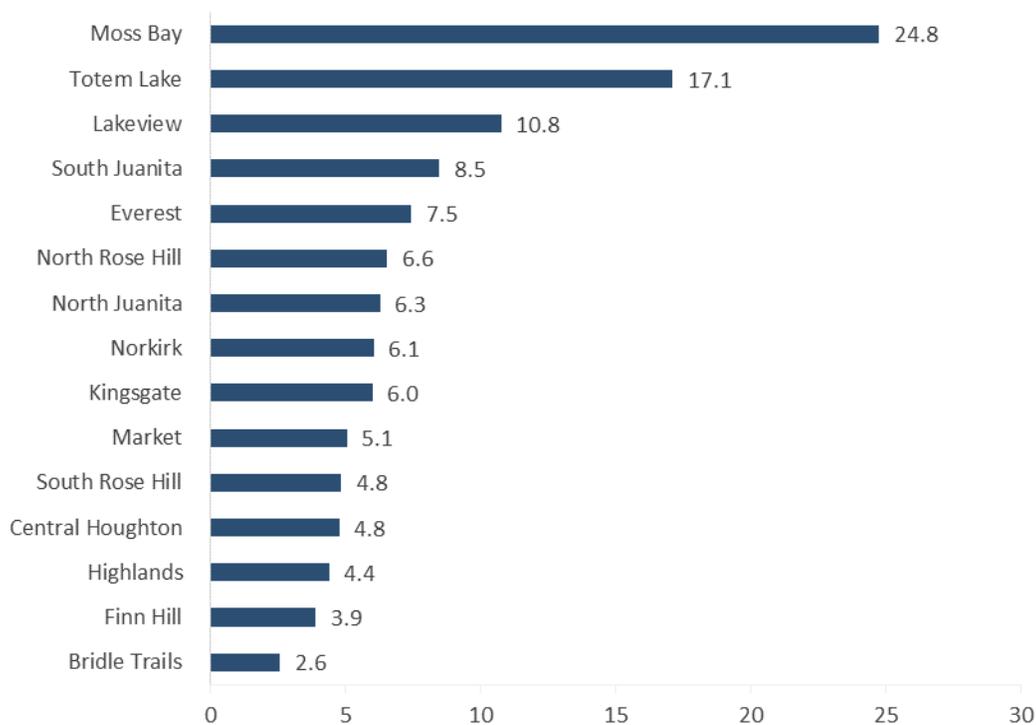
Exhibit 11. Kirkland Housing Units by Type, 2000 and 2010-2014



Source: (U.S. Census Bureau, 2000), (American Community Survey 2010-2014)

Kirkland’s residential density varies significantly by neighborhood, as shown in **Exhibit 12**, with Moss Bay (which includes downtown) and Totem Lake the densest.

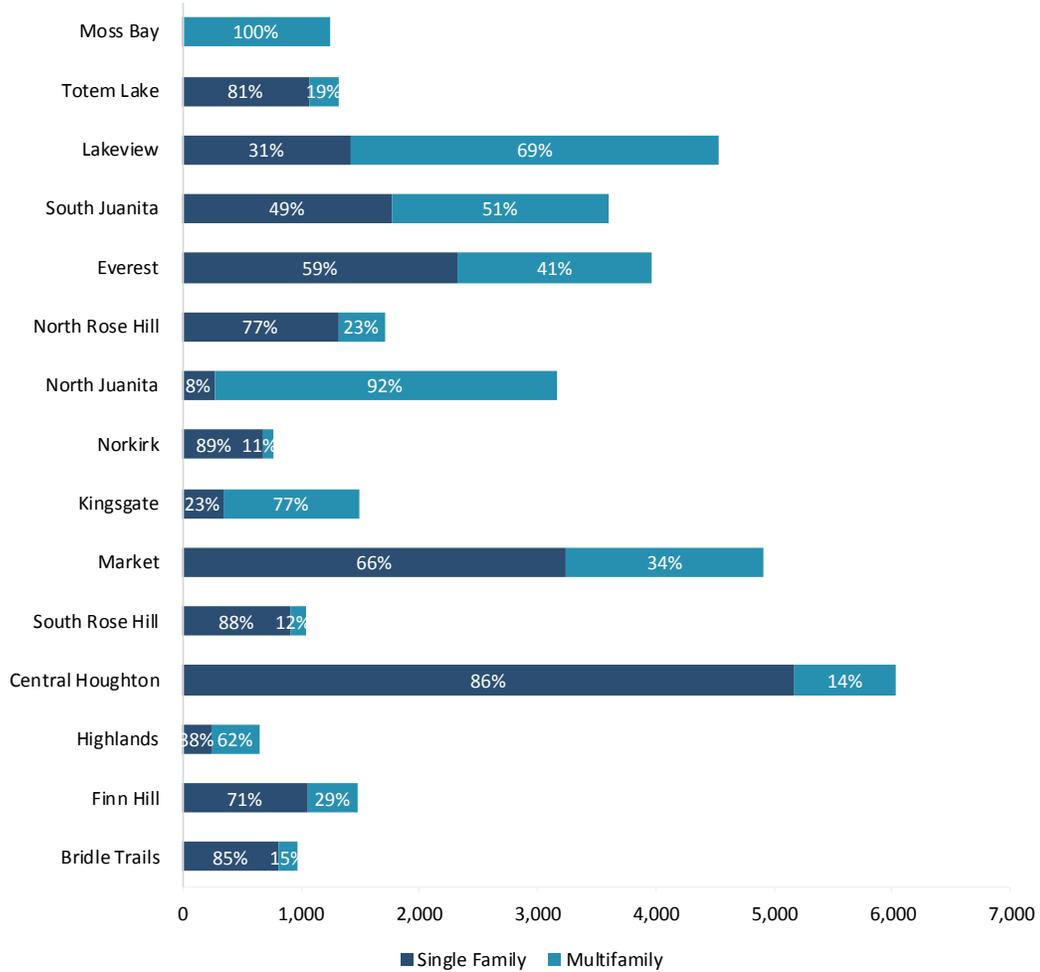
Exhibit 12. Residential Density by Neighborhood, 2013 (Units per Residential Acre)



Source: (City of Kirkland, 2015)

Similarly, the amount of single family and multifamily housing varies significantly by neighborhood, as shown in **Exhibit 13**.

Exhibit 13. Housing Units by Neighborhood, 2013

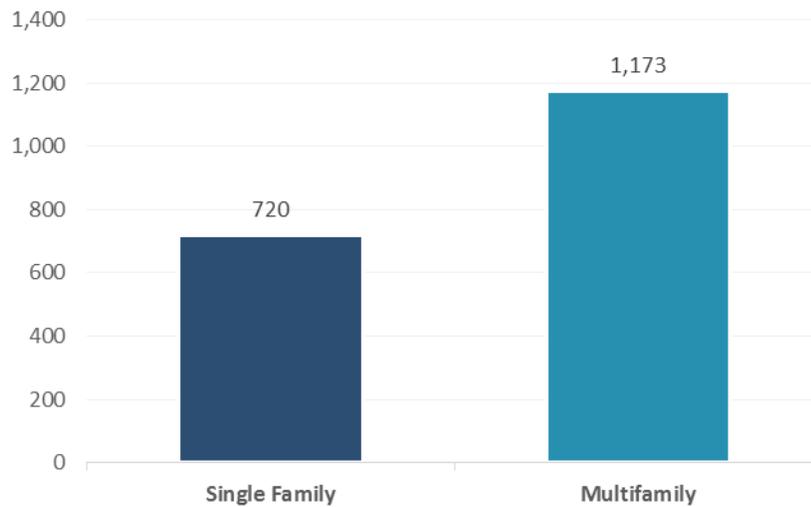


Source: (City of Kirkland, 2015, p. 80)

Housing Density and Form

An analysis of building permits shows that new residential construction in Kirkland over the past decade is primarily multifamily. Between 2006 and 2013, 2,373 new residential units were completed and 480 residential units were lost, creating a net gain of 1,893 housing units (Puget Sound Regional Council, 2006-2013). Of these net new units, 62% (1,173) were multifamily and 38% (720) were single family, as shown in **Exhibit 14**. The vast majority of net new multifamily units (1,042) were in structures with 50 or more units.

Exhibit 14. Net New Housing Units Permitted, by Type, 2006-2013



Source: (Puget Sound Regional Council, 2006-2013)

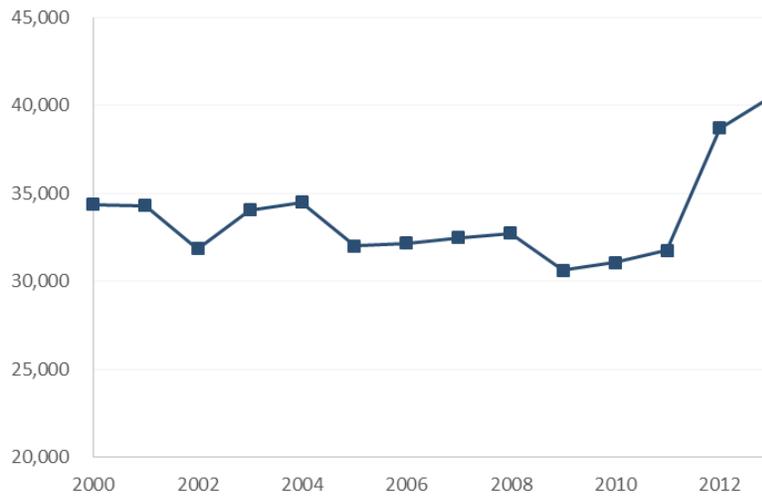
Over three-quarters of Kirkland’s expected housing growth through 2035 is expected to be in multifamily housing units, with about one-quarter in single-family dwellings (City of Kirkland, 2015). This projection is based on the fact that the land parcels with development capacity are largely located in multifamily areas.

3.5 Employment

In 2013, the City of Kirkland had an estimated 40,514 “covered” jobs (Puget Sound Regional Council, 2013). Covered employment refers to positions covered by the Washington State Unemployment Insurance Act, which exempts self-employed persons, making total employment likely to be higher.

Employment in Kirkland has ebbed and flowed over the past 13 years, declining in 2005 and again in 2009, then rising dramatically in 2012, as shown in **Exhibit 15**. The sharp increase of jobs in 2011 and 2012 is likely due in part to a continuation of the national recovery from the recent recession, as well as the 2011 annexation of the Kingsgate, North Juanita, and Finn Hill neighborhoods, which contain several small commercial areas and employment centers.

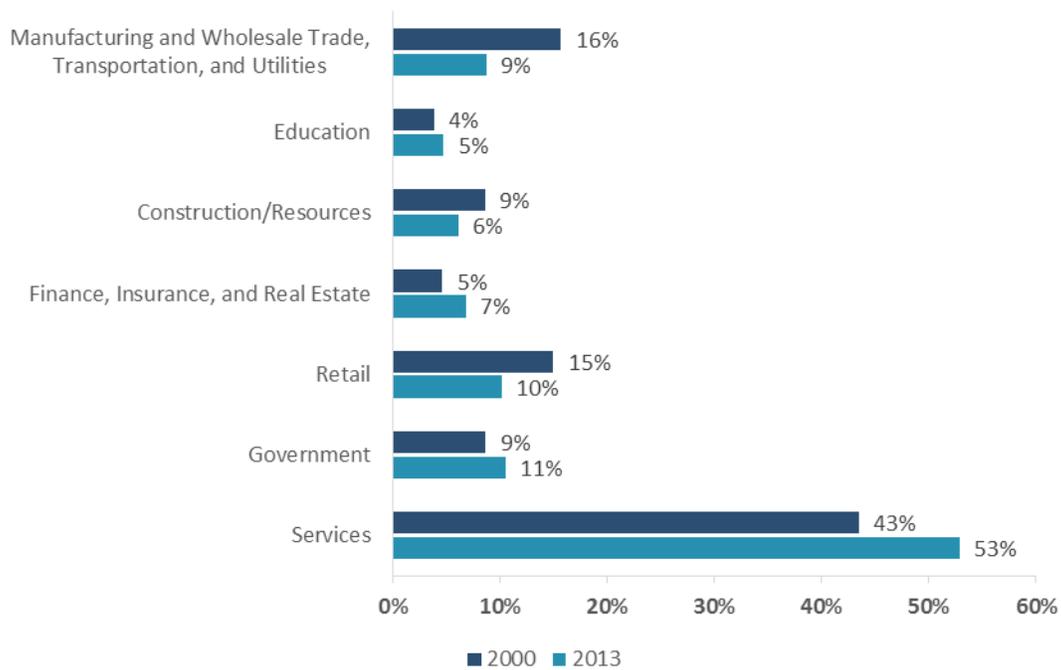
Exhibit 15. Covered Employment in Kirkland, 2000-2013



Source: (Puget Sound Regional Council, 2013)

Kirkland’s economy and job base have also changed over time. The proportion of the Kirkland workforce employed in industrial and retail sectors has declined, while the proportion employed in services has increased, as shown in **Exhibit 16**.

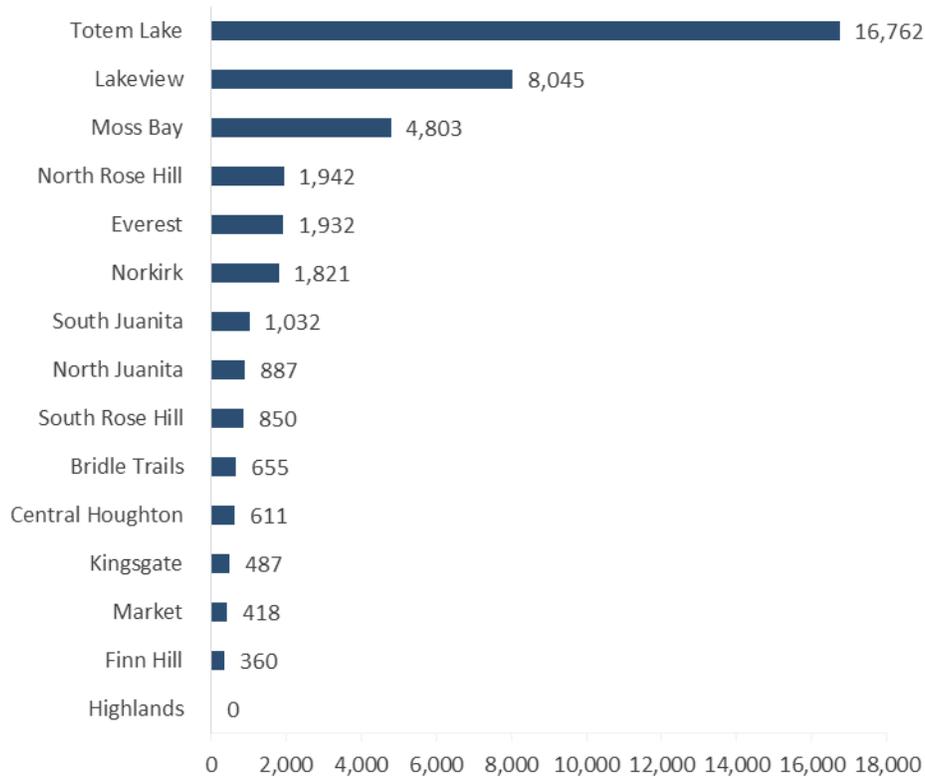
Exhibit 16. Kirkland Employment by Sector as Proportion of Total Employment, 2000 and 2013



Source: (Puget Sound Regional Council, 2013)

Kirkland’s employment is geographically concentrated in the Totem Lake and Downtown areas, as shown in **Exhibit 17**.

Exhibit 17. Estimated Employees by Neighborhood, 2013



Source: (City of Kirkland, 2015, p. 81)

3.6 Development Projects that Could Impact Demand for Police Service

Kirkland is planning for the addition of over 22,000 new jobs by 2035, with the majority located in Totem Lake and Downtown (City of Kirkland, 2015).

Kirkland Urban

Kirkland Urban is a development under construction at 457 Central Way in downtown Kirkland. The site has served as a shopping center and office complex and is being redeveloped with approximately 300,000 square feet of residential, 650,000 square feet of office, and 225,000 square feet of retail/commercial space, as shown in **Exhibit 18**.

Exhibit 18. Development Uses, Existing and Proposed, at Kirkland Urban, in Square Feet



Source: (City of Kirkland, 2015)

The new development could net approximately 2,200 new office employees, 160 new retail employees, and 500 new residents (City of Kirkland, 2015).

Studies of Kirkland Urban and earlier development proposals at the site found the following potential impacts on law enforcement:

- Growth in retail and commercial establishments may result in increased shoplifting and fraud crimes at a rate similar to other retail businesses in Kirkland.
- Increases in vehicular and pedestrian traffic may result in a need for additional traffic enforcement. Total afternoon peak-hour trips generated by Kirkland Urban were estimated at 1,680.
- The new employees and residents at the site were estimated to generate between 235 and 701 new calls for service.¹ At one officer per 1,500 calls, this would require an additional 0.16 to 0.47 new police officers (City of Kirkland, 2015, pp. 35-36).

Totem Lake Mall Redevelopment

Totem Lake Mall is located on a 26-acre site within the Totem Lake Urban Center. The Totem Lake Mall Conceptual Master Plan envisions new buildings and parking structures, a redesigned public plaza, and changes to street connections. In addition to typical retail uses, office and residential use are

¹ Estimated calls for service is based on two methodologies used in earlier Parkplace studies: the Total Population method and Representative Development method. Under Total Population, a ratio of calls for police service per capita is developed based on Kirkland’s total served population (residents and employees). Under that method, Kirkland Urban would generate an estimated 701 new calls for service. Under the Representative Development method, a ratio of calls per type of population is developed, including calls per office employee (.0125/year), calls per resident (.165/year), and calls per retail employee (.75/year). Under that method, Kirkland Urban would generate an estimated 235 new calls.

contemplated, and the completed Mall is expected to include up to 1,000,000 square feet. The project applicant is currently in the design review process.

Cross Kirkland Corridor

The Cross Kirkland Corridor is a 5.75-mile segment of the Eastside Rail Corridor, purchased by the City from the Port of Seattle in 2012. It traverses Kirkland from the South Kirkland Park and Ride to the city's northern boundary in the Totem Lake Business District as shown in **Exhibit 19**. If the trail is open at night, KPD will need to determine how to patrol it.

Exhibit 19. Cross Kirkland Corridor



4. REVIEW OF EXISTING CONDITIONS

4.1 Organization Mission and Values

During the third meeting of the Steering Committee, ideas for the Department’s Mission and Values were generated by members through a facilitated process. Using these ideas, the entire Department then had the opportunity to weigh in on this content through a Department-wide survey.

Strong themes for the Mission emerged through that process, including:

- Protecting the community.
- Providing a safe community, both real and perceived.
- Preventing crime.
- Serving to the community.
- Protecting individual rights.
- Providing access to resources.

In addition to the Mission, staff were asked about to list and rank values that are actionable by Department personnel on a day-to-day basis and can be used to guide behavior and frame how individuals in the Department are evaluated. The results of that survey are shown in **Exhibit 20**.

Exhibit 20: Survey Results – Value Rankings

Ranking by Number of Mentions (added by open-ended responses)		Ranking by Weighted Score		Ranking with "Bonus Points"	
Professionalism	41	Integrity	4.56	Honor	4.31
Service	38	Honor	4.50	Accountability	4.25
Integrity	37	Accountability	4.40	Integrity	4.24
Honor	26	Courage	4.21	Courage	4.16
Accountability	24	Professionalism	4.18	Dedication	4.11
Respect	23	Dedication	4.14	Respect	4.09
Compassion	21	Respect	4.13	Professionalism	4.07
<i>Connected to Community</i>	21	Trust	4.06	Trust	4.05
Trust	20	Service	3.88	Service	3.95
Work ethic	19	Commitment	3.80	Commitment	3.82
Courage	19	Compassion	3.60	Compassion	3.71
Dedication	18	Worth ethic	3.38	Work ethic	3.47
Commitment	17	Note: Similar words are combined into one concept (e.g. "Professionalism" and "High Standards"; "Integrity" and "Honesty")		"Bonus points" added when Steering Committee suggestions were called out in open-ended question	
<i>Progressive</i>	12				
<i>Proactive</i>	9				

4.2 Supervisory Structure, Performance Management and Accountability

Supervisory Structure and Span of Control

The Police Chief is supported by three Captains with oversight of Operations, Administration, and Professional Standards. Six Lieutenants oversee the following:

- Patrol (2).
- Corrections.
- Administration.
- Risk Management.
- Investigations.

The current supervisory span of control appears adequate. Neither supervisors nor subordinates indicated that the number of direct reports was the root cause of any issues.

Employee performance management systems and accountability

As an accredited agency, KPD is required to do yearly performance evaluations. In speaking with Department employees, we found widespread dissatisfaction with the present performance evaluation process. Moreover, several employees stated they had not been evaluated in some time. Comments about the evaluation form included:

- It lacks meaningful performance standards.
- It is not tailored to the specific positions being evaluated.
- It does not promote constructive discussion between the evaluator and the person being evaluated.
- It fails to contribute to a Personal Performance Plan for the individual being evaluated.
- It is administered infrequently and in a subjective manner.

There is a strong desire for a more meaningful evaluation processes for both commissioned and non-commissioned employees.

KPD Administration states that all employees received an evaluation in 2015, and that a new patrol evaluation was just completed.

Performance evaluation is clearly an opportunity for improvement that will be addressed in subsequent work on this project. It will be important to consider appropriate measures, as well as the performance evaluation process itself:

- There is a widespread and deep desire for processes that capture not only simple quantitative-based performance but also recognize the qualitative performance, especially in light of how patrol officers function as both first responders and as detectives conducting follow-up investigations. Employees further believe performance should be evaluated for how the individual supports the Mission, Vision, and Core Values of the Department.
- A regular and objective process and supporting tools must be developed.
- The Department should create a process for subordinates to evaluate superiors in a way that promotes a productive critique, ensures the anonymity of the subordinate, and protects them from retaliation. This should include separating supervisor evaluations from evaluations of subordinates.

4.3 Labor/Management Relations

Comments from command staff and the guild suggest that the communication and relationships between labor and management over approximately the past 14 months have noticeably improved, as reflected in

only two grievances having been filed during this time. A change in the leadership of the bargaining unit representing officers and first line supervisors is noted as a likely reason for this improvement.

The current relationship between labor and management appears to be collaborative and professional. Most issues are worked out informally without grievances or unfair labor practice complaints.

4.4 Personnel

The “quality and professionalism” of the Department’s personnel are consistently noted as the foundation for the positive public image and relationships the Department enjoys within the community and among neighboring police organizations.

Issues related to the demographic makeup of the Department, staff retention, and recruitment are addressed in **Section 4.6**.

Due to Kirkland's recent and projected growth, the kinds and levels of service provided by the Department need to be established and will necessitate evaluating the capacity of the organization to meet community performance expectations. This is further discussed in **Section 4.7**.

Opportunities for Civilianization

Potential Benefits. Assigning civilians to functions within the department has several benefits including reduced costs and the ability to hire individuals with a specific area of expertise that will not be lost upon promotion or change in assignment.

The following possible positions may be well suited for civilians:

1. Administrative Manager (potential new position)

Role: Overseeing technology, hiring, recruiting, records, fleet, facility, relationship with NORCOM. Most of the assignments the Administrative Captain has could be handled by a civilian, except for the Corrections function.

Benefits: Less turnover in supervision, ability to hire an employee with a skills and abilities for this role, less time away from position for generalized law enforcement training.

2. Technology Champion (potential new position or dedicated role for existing KPD employee)

Role: An internal KPD employee who can help supplement and best use the resources from the central Kirkland IT Department. This person would be a super user and trainer for KPD technology systems and could help the KPD command and Kirkland IT Department evaluate new technology for the department.

Benefits: Internal subject matter expert who can work with City IT to prioritize KPD technology needs, research new technology tools, communicate with other law enforcement agencies to learn about technology tools to add efficiency and value to KPD.

3. Additional Crime Analyst

Benefits: Additional support for patrol, detectives, and public crime information.

4. Community Service Officers/Crime Prevention Officers

Role: Civilian or limited commissioned personnel can assist with duties that do not require a fully commissioned officer, such as transports, community meetings, gathering evidence, assisting with traffic direction.

Benefits: Civilian or limited commissioned personnel provide officers additional time to respond to calls and work cases. These positions generally are less expensive, require less equipment, less up-front and continuing training and can be a significant benefit to the department at a lower cost than a fully commissioned officer. These positions can call be a recruiting pool for potential law enforcement hires.

Examples: The following communities have civilian Community Service Officers or Crime Prevention Officers:

SeaTac, Shoreline, and Burien Departments and King Co. Sheriff's Office have Community Service Officers (CSO) who drive marked Community Service Officer vans. Community Service Officers are civilian employees who provide a variety of field and education services to the community and support services to police officers. Some of their duties include:

- Provide agency referral for substance abusers, indigents, juveniles, and victims of crime.
- Assist patrol with investigations of juvenile problems and child abuse and neglect.
- Take incident reports and provide information on laws and ordinances. Attempt to resolve problems or refer complaints to appropriate agencies.
- Direct traffic in emergency and accident situations.
- Conduct crime prevention activities.
- Act as a department liaison with various community organizations.
- Mediate conflict in family, neighbor, and landlord/tenant disputes.
- Provide updated information to officers and the public, including referrals for social services.

Lacey Police Department: Community Service Officers (CSOs) perform duties related to law enforcement requiring a limited commission, but do not carry firearms.

- Transports misdemeanor and felony prisoners from the field to the Lacey Police Department for processing.
- Transports Lacey prisoners from contracted city and county jails to court and back; transports to Olympia, Thurston County, and Juvenile Detention where the CSO is responsible for pre-booking process.
- Responsible for standing by with prisoners who have been transported to the hospital emergency from the field.
- Transports evidence to the Washington State Patrol Crime Lab.
- Marks and tags abandoned vehicles.
- Responsible for completing impound reports
- Will be dispatched to blocking and non-blocking disabled vehicles, for various found property and lost property calls
- Responsible for writing appropriate reports.
- Responds to traffic accidents with Patrol Officers for the purpose of traffic control, may assist with gathering various information at the scene.
- Responsible for pick-up and delivery of warrants and teletypes, victim and suspect statements, department equipment and/or vehicles
- Sets up speed radar board at various locations;
- Delivers City Council packets; conducts house checks for citizens on vacation; and assists with crime prevention programs by distributing literature and answering questions.

- Assists front office staff with phones, walk-ins, responding to inquiries, and filing and sorting, and other duties as assigned.

City of Mukilteo:

The Mukilteo Police Department has three Community Service Officers: an Animal Control Officer and Two Park Rangers. These positions are limited commissioned civilian employees reporting to the Police Commander. A Community Service Officer has three major responsibilities:

- Animal Control
- Parking Enforcement
- Assist in Support Services

City of Seattle Crime Prevention Coordinators

- Applies the principles and methods of crime prevention, communications, public relations, public information dissemination, public education, community organizing, and citizen motivation to effectively interact with citizens.
- Works with the community to decrease crime by developing, implementing, and coordinating a variety of police programs in the area of crime prevention.
- Make professional public presentations (e.g. Neighborhood Watch meetings and community safety programs) throughout the City to citizens, businesses, community leaders, and the media.
- Gather data and statistics about specific programs in order to disseminate crime statistics to residents and businesses.
- Develops brochures, posters, slides and other informational material, including layout and design.
- Organizes special Seattle Police Department functions such as Night Out, Community Clean Up, and help organize and participate in Precinct Picnics.
- Attends community block watch meetings, community crime prevention meetings, and selected city council meetings.

Opportunities for Limited Commissioned Positions

Potential Benefits. Limited commissioned officers do not need to attend a full Basic Law Enforcement or Corrections Academy. Accordingly, the initial training costs are significantly less. Continuing training is generally less time consuming and expensive – but the specifics will depend on what duties are assigned to the limited commissioned personnel. Some may have gone through citizen’s academy or reserve academy.

Limited commissioned personnel can be a potential hiring pool for law enforcement or corrections officers.

Role. Limited Commissioned personnel can:

- Direct traffic.
- Complete paperwork at the scene.
- Serve as CSOs doing community engagement.
- Conduct jail transfers.
- Package evidence.

Examples: The following communities use limited commission positions:

- King County Sheriff's Office Marshals – King County Marshals hold a special law enforcement commission that allows them to perform law enforcement duties while on duty. The Marshals do weapons screening and provide law enforcement at Courthouses. Many of the marshals are former reserve officers or retired law enforcement.
- Redmond Police Department Police Support Officers - The department's five Police Support Officers receive a limited commission from the Chief of Police which gives them the authority to detain suspects in-custody, write parking citations, and issue infractions to drivers involved in a collision. Their primary functions are transporting prisoners, handling parking complaints and investigating minor collisions. Police Support Officers are able to assist officers with booking prisoners in the holding facility. Police Support Officers assist sworn personnel at collision and crimes scenes by helping with traffic control, transports, and logging information.
- State of Washington Park Rangers: (unarmed)
Duties:
 - Limited Commissioned Park rangers are responsible for protecting, state parks, and ensuring the safety and welfare of park visitors.
 - They issue non-traffic civil infraction notices such as Discover Pass violations, boat launch violations and overnight parking violations.
 - May assist with investigations.
 - Educates the public on park rules and directs traffic. Prepares written reports. This position does not carry a firearm as part of his/her duties.
 - Gives presentations to groups of various sizes, answering questions and giving directions. Informs the local community of park changes.
 - Registers park visitors and assigns them to appropriate areas; collects and accounts for fees; answers questions and explains park policies and regulations.
 - Updates manuals; records traffic counter readings; completes law enforcement reports, vehicle and equipment usage reports, attendance reports, incident reports, cash receipt transmittals, purchasing requisitions, employee timesheets, and other reports as assigned or needed; and performs expenditure reconciliations.

4.5 Internal Communications and Culture

The functioning of any organization is as dependent on internal communications and culture as it is on having the proper people, training, equipment, and procedures. The findings related to internal communication and culture represent significant challenges for KPD that must be addressed for it to achieve its full potential.

Poor vertical and horizontal communication flow

Internal communication was frequently flagged as an area in need of improvement, including both vertical and horizontal information flow:

- Vertical communication flow should be improved to support the effective dissemination of command direction, organizational and individual performance expectations, and revisions in departmental policies and procedures. In addition, vertical communication improvements are required for

identifying and clarifying decision-making processes and promoting constructive feedback and input from employees.

- Horizontal communication flow is described as being “siloeed,” i.e., *intra*-unit information may flow well but *inter*-unit information flows poorly, creating information voids or confusion that generate inaccurate speculation, rumor, and ill will.

Cultural challenges created by the new facility

The new facility is greatly appreciated and generally perceived as functional and spacious. However, it also is viewed as having disrupted formal and informal communication flows by spreading out the workforce and compartmentalizing units, both of which result in more reliance on e-mail and phone contact rather than face-to-face conversation. It also creates physical barriers to co-workers easily encountering one another. Notably, this is in comparison to the coerced closeness of the previous facility where space was much more limited.

Many comments about KPD culture conveyed a melancholy mood engendered by a feeling of “loss.” Related comments described a loss of “the KPD family” or “KPD teamwork.” While, clearly, employees appreciate the new facility, it also appears that its size and layout have adversely affected what previously had been a stronger feeling of unity and comradery among employees. Comments suggest the additional space discourages employees from socializing and seeing one another, accentuates role or power distinctions among employees, and contributes to a sense of exclusion that discourages meaningful interactions.

In addition, walls not reaching ceiling height and the absence or insufficiency of noise-reducing materials interferes with communication and makes private conversations more difficult.

Significant challenges to employee morale and retention, and to KPD’s ability to be a high performing and learning organization

A divided culture and strong hierarchy limits innovation and organizational learning and improvement.

Operations are overly influenced by cliques within the organization. These cliques can be described as representing different perspectives between those who were in the KPD before the annexation (those who are older or more experienced) and those who arrived as a result of the increased hiring resulting from the annexation (those who are younger or less experienced) and are more comfortable with technology and “new ways of doing business.”

We found a widespread feeling among rank and file that the KPD suffers from a “vacuum of innovation,” with senior leadership holding to an “old-school mindset” where there is limited delegation of tasks. Decision-making is described as too hierarchical, restricting employee initiative and job satisfaction.

There is an expressed eagerness among many to “modernize” the Department, to evolve beyond “how we have always done things,” and to employ newer technology. There is also a desire for less top-down oriented management and a more collaborative and inclusive approach, especially given the “quality and professionalism” of Department personnel (this is the perspective employees have of themselves).

Morale could likely be enhanced by greater inclusiveness of employees in overall Department operations. Employees express a strong desire to actively participate in generating new and improved ways of doing business; enhancing their performance through personal development and challenging expectations; and receiving appreciation for their skills, competence, enthusiasm, and teamwork.

Proactive change management is needed. The residual effects of recent significant changes (annexation, staffing expansion, new facility, new patrol work shifts, and the anticipation of additional change resulting from the imminent selection of a new Chief of Police) continue to ripple through the Department, creating

concurrent feelings of loss and hopefulness among employees. There is a need for a proactive change management approach to address these issues head on.

Challenges for Non-Commissioned Employees

Several themes about internal communications and culture emerged from a meeting with Non-Commissioned employees. The input below represents what was heard at that meeting.

While non-Commissioned employees love their jobs, there is also a feeling of not being valued, known, or communicated with.

Employees feel they are treated differently than commissioned officers. They aren't asked their opinion on decisions that impact them, and they don't receive information via email that goes only to commissioned officers. This makes them feel uninformed and undervalued.

There is a feeling that supervisors do not interact with the non-commissioned employees enough, and don't understand what they do. It's a structural problem - supervisors have too much on their plate, but there is a desire to feel heard and for their concerns to be acknowledged.

Employees feel that their skills aren't recognized or acknowledged, and they aren't being used to their potential. It was stated that most non-commissioned employees do not have promotional opportunities.

Evaluation process isn't useful when supervisors don't understand an employee's role or job duties. The lack of promotional opportunities also reduces the importance of evaluations.

The impact of the new building has been particularly strong on non-commissioned employees. The layout, with small groups separated and behind locked doors, isolates employees from the patrol officers and from each other. Statements included "The sense of family is gone" and "We're grateful for the new building, but it's destroyed the comradery." This has hurt morale.

Employees feel that there is a lack of transparency for decision making on requests, such as for new equipment. Decisions take a long time, they don't know who makes the decision, the requests "get lost," and it's difficult to find out what's happening.

There is a feeling that the Department as a whole is not innovative enough, and there is a resistance to change. They would love to have leaders who are not afraid to shake things up.

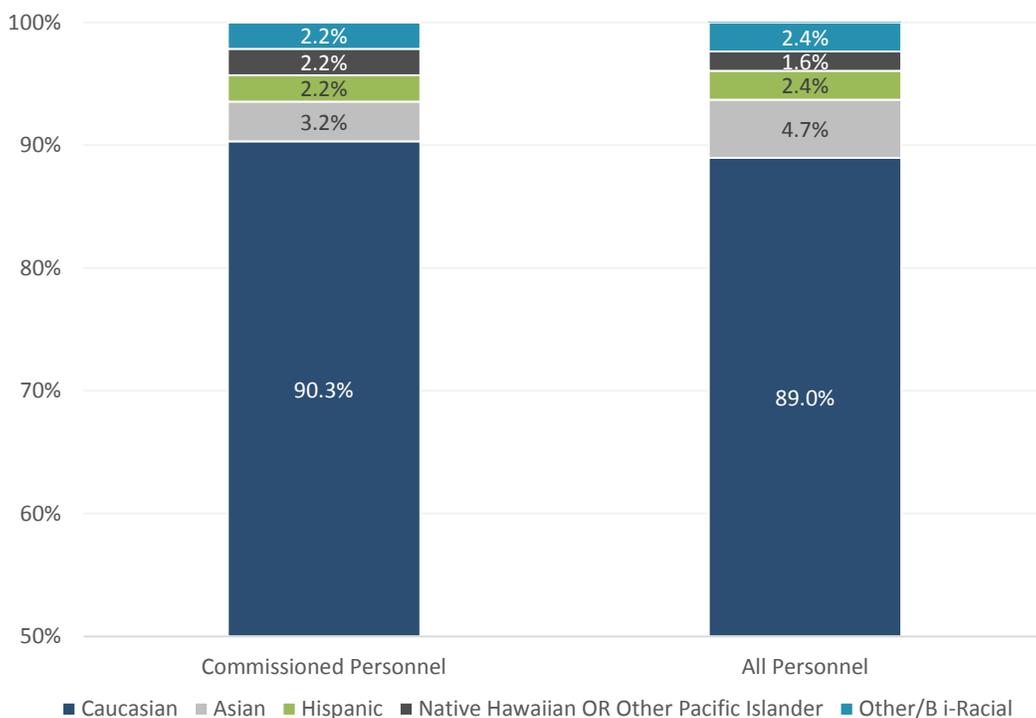
4.6 Workforce Demographics, Turnover, Recruitment, and Succession Planning

Workforce Demographics

Diversity

In 2015, the Kirkland Police Department on the whole was 89% White, 5% Asian, 2% Native Hawaiian or Other Pacific Islander residents, 2% Hispanic, and 2% Other/Bi-Racial (KPD, 2015). The racial makeup of the Department is significantly less diverse than the residents of the City of Kirkland. As discussed in **Section 3.3** in 2013, the City’s population was 77.4% White, 13.8% Asian or Pacific Islander residents, 1.4% Black, 1.7% some other race, and 5.1% two or more races. In addition, 7.3% of residents identified themselves as being of Hispanic or Latino origin (U.S. Census Bureau, 2015). When isolating commissioned personnel, the percentage of Asian employees decreases 1.5 percentage points (3.2%) and the percentage of Caucasian employees increases by 1.3 percentage points (90.3%).

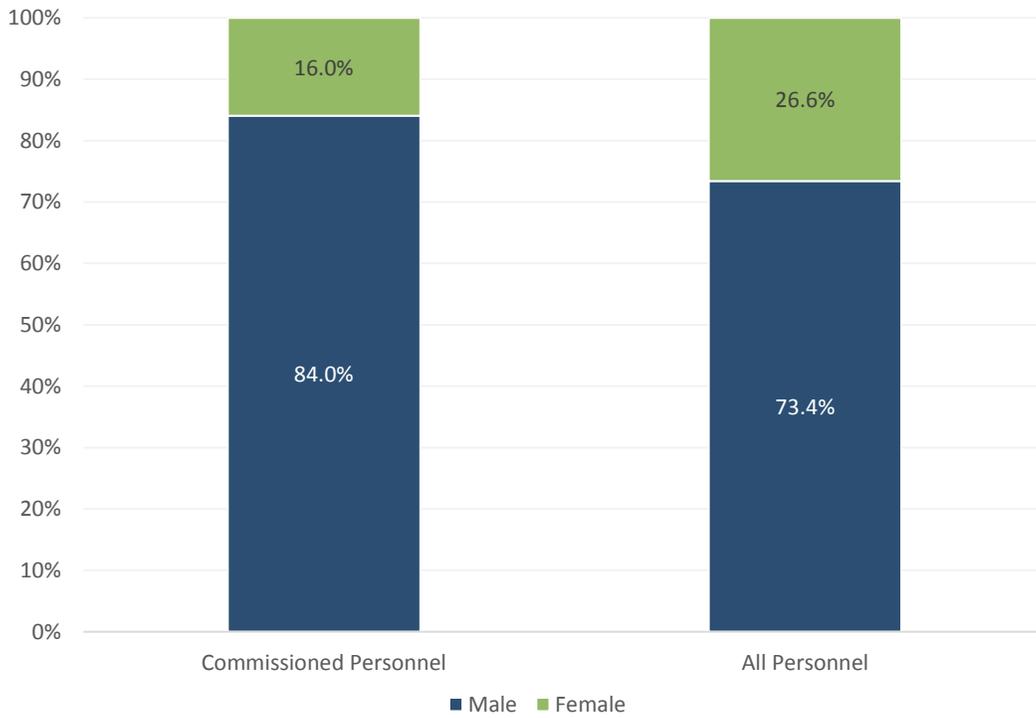
Exhibit 21: Race/Ethnicity of KPD Personnel, 2015



Source: (KPD, 2015)

In 2015, just over a quarter of Kirkland Police Department was female and 73.4% was male. When isolating commissioned personnel, the percentage of female employees decreases by 10.6 percentage points (16%).

Exhibit 22: Gender of KPD Personnel, 2015



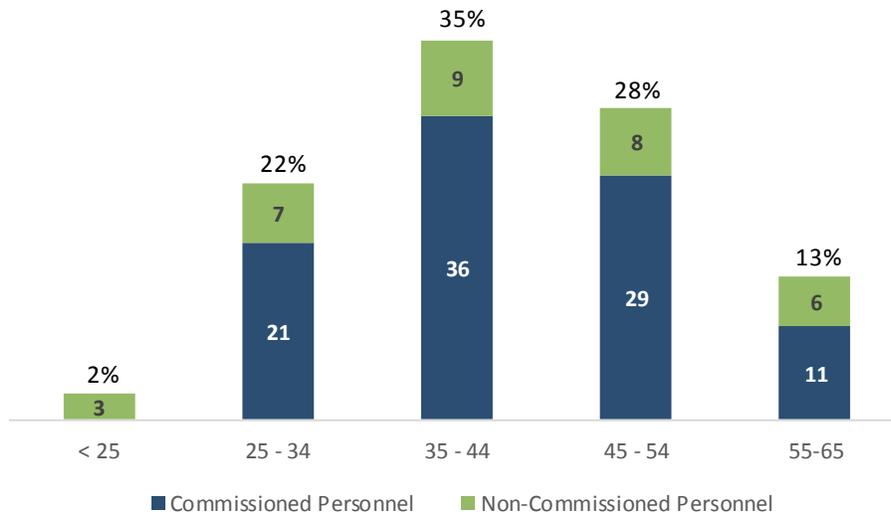
Source: (KPD, 2015)

Age, Retirements, and Employee Turnover

Age

In 2015, over 41% of the Kirkland Police Department was over the age of 45. A breakout of age by division was not available for this assessment, but since retirement eligibility for commissioned personnel starts at age 50, depending on years of service, a large proportion of the Department is anticipated to either already be eligible to retire or to become eligible to retire in the next five years.

Exhibit 23: Age Distribution of KPD Personnel

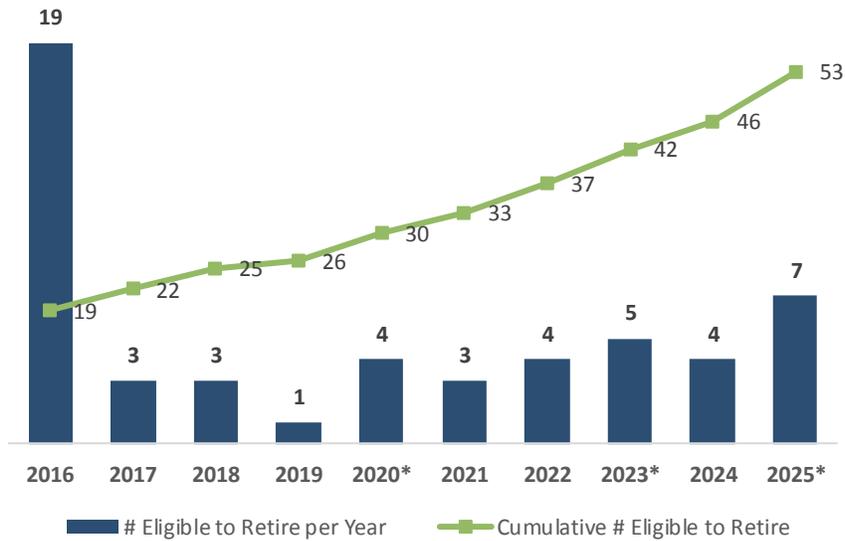


Source: (Kirkland, Longevity & Age , 2015)

Retirements

Exhibit 24 shows anticipated retirement based on years of service and age, representing commissioned personnel in the Department eligible to retire with 50 years of age and 20 years of service, 53 years of age and five years of service, or 65 years of age regardless of years of service, as well as non-commissioned personnel that will reach 65 years of age. With this basic definition, about 40% of the Kirkland Police Department will be eligible to retire within the next nine years, with an average of 5.3 employees per year, including 2016.

Exhibit 24: Personnel Eligible to Retire by Year

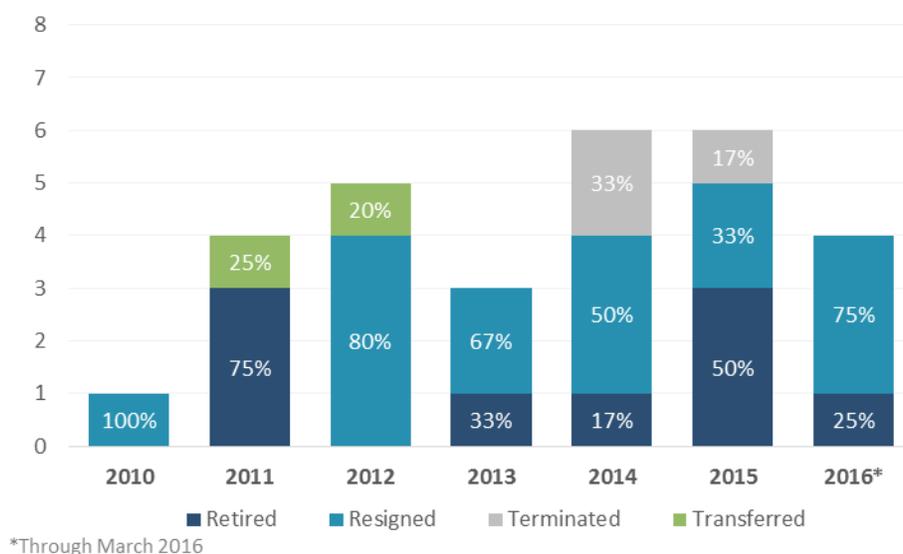


Note: Number eligible to retire calculated as commissioned staff who have either: 20 years of service *and* have reached 50 years of age, 5 years of service *and* have reached 53 years of age, *or* have reached 65 years of age regardless of years of service.
 *Years that include one to two non-commissioned personnel that have reached 65 years of age.
 Source: (Kirkland, Longevity & Age , 2015)

Employee Turnover

As shown in **Exhibit 25**, Kirkland Police Department had turnover ranging from one in 2010 to six in 2014 and 2015. Over this time Kirkland averaged a four-employee turnover per year. In almost every year, the most prevalent reason for turnover is resignations, with an average of two per year.

Exhibit 25: Employee Turnover 2010 – 2016



Source: (Kirkland, 2010 - 2016 Turnover, 2016)

Succession Planning and Recruitment

KPD pays close attention to the composition of its workforce as it relates to age, seniority, and retirement eligibility. This information is used in budget and hiring projections, and was part of a recent presentation to the Kirkland Civil Service Boards supporting a change in hiring requirements to encourage more lateral recruitment.

Additional resources could be spent on individual development plans, and a framework for all employees to be aware of the competencies required for each rank and specialty position.

Recruitment and Hiring

The Department should create a plan for recruiting and reporting hiring focused on desired competencies, and look for ways to attract more women and minorities. The City and Police Department have many positive attributes that could influence potential recruits. The Police Department facility and equipment are state of the art, salary and benefits are competitive, the financial management of the city is stable, the Department enjoys widespread support from peer agencies, the community, and the City administration, and the physical and cultural environment of the city is very appealing. The Department could increase its media presence, promoting the Department as a superior workplace at public events, and hosting trainings and other events at the new Justice Center facility.

The Department has recently announced a new recruitment plan to attract more officers and fill vacancies through lateral and new hires. The proposed strategy includes radio, mass transit advertising, attending career fairs, and updated brochures and business card handouts.

As noted by community stakeholders, partnerships with local organizations and community-based organizations could be used to raise KPD's profile and reputation with members of diverse communities.

The Department should also review all of its oral board testing, background screening, and minimum qualifications criteria to evaluate whether these standards are still relevant to its desired workforce.

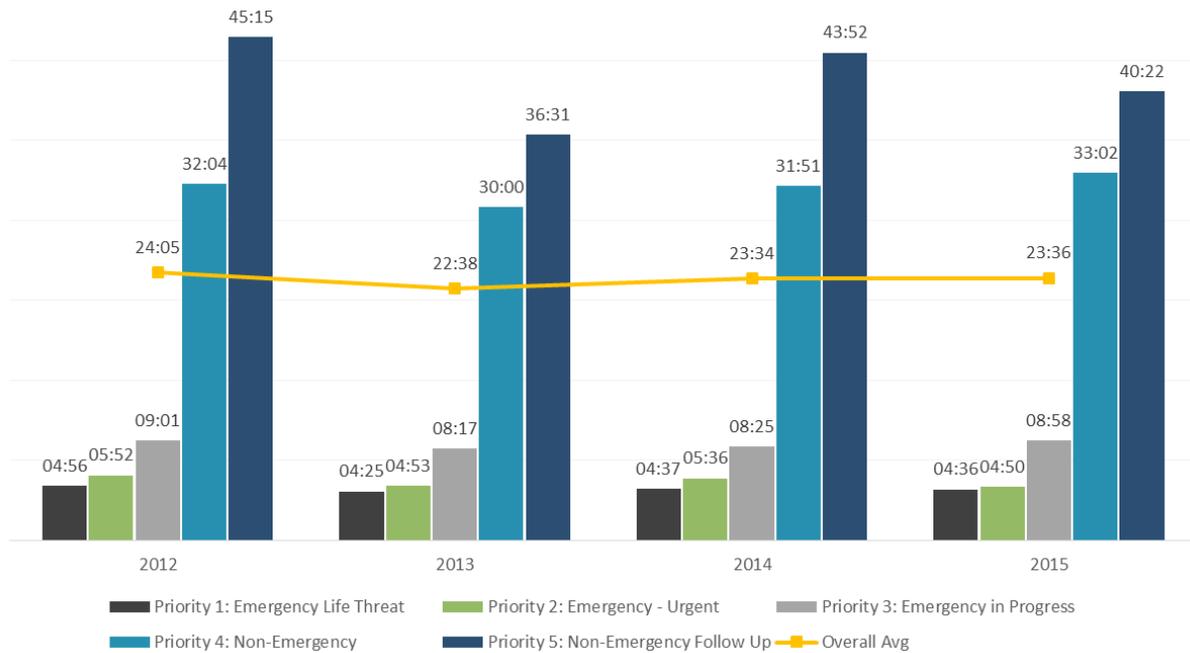
4.7 Performance, Resource Levels, and Deployment

Performance: Response Times and Case Clearance Rates

Response Times

Exhibit 26 shows Kirkland's average response times by type of call for 2012 to 2015. These response times represent the time between when an initial call is created and the arrival time of the first unit on the scene. Since response times are calculated several different ways and priority rankings vary by department, there isn't an accepted standard for response times. The best gauge of appropriate response time is citizen satisfaction. The community scores Kirkland received are very high on response times for serious crimes, where Kirkland has an average response time of 4 minutes and 28 seconds for Priority 1 calls, which include immediate threats to life and an average response time of 5 minutes and 18 seconds for Priority 2 calls, which include imminent threats to life. In 2015, Kirkland was able to decrease both its Priority 1 and Priority 2 response times. Public concerns about response time are most frequently related to low-level crimes. Kirkland's Priority 4 calls, which include non-emergency calls, have increased over the last four years, with an average response time of 31 minutes and 41 seconds. Kirkland's non-emergency follow-up response times vary from year to year, but average 41 minutes and ten seconds over the 2012 to 2015 period.

Exhibit 26. Response Times, 2012 - 2015



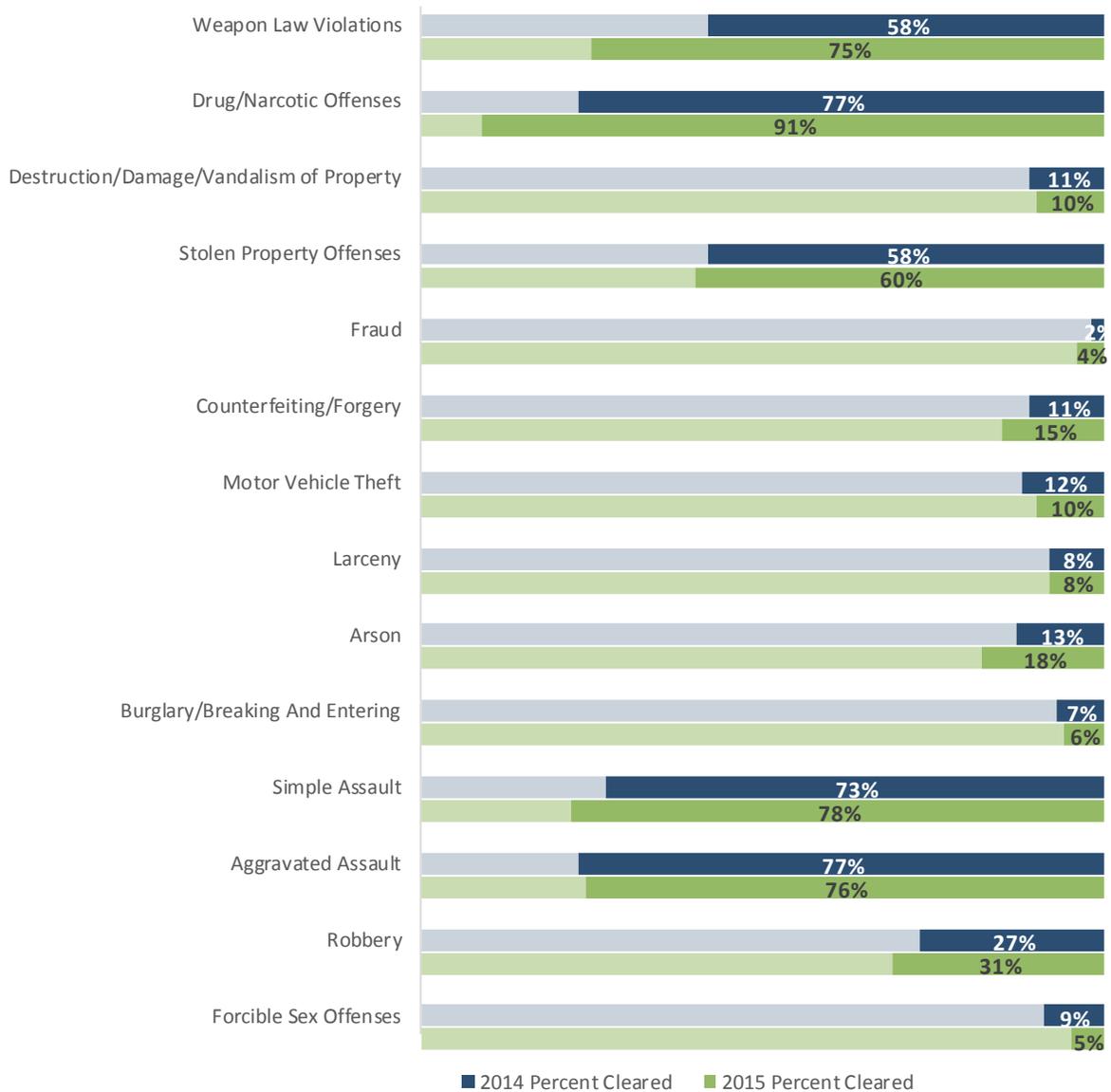
Note: The average response times were provided by KPD and have the following caveats: “Priority 1 and Priority 2 response time averages were calculated using 95% of available data. Priority 3, 4, & 5 response time averages are calculated using 98% of available data”. Response times are calculated from the time of initial call creation to the time of the arrival of the first unit on scene.

Source: (Kirkland, Response Times by Type of Call (Average), 2015)

Clearance Rates

Clearance rates are the relationship between number of crimes cleared compared to the number of crimes recorded. In general, clearance rates increased in 2015, with the most progress being found in clearance of drug and narcotic offenses as well as weapon law violations. Decrease in clearance rates were found in the crimes destruction of property, motor vehicle theft, breaking and entering, and forcible sex offenses.

Exhibit 27: 2014 and 2015 Clearance Rates by Crime Category



Source: (Kirkland, Calls for Service - Crime Stats - Clearance Rate, 2014 - 2015)

Staffing levels related to community outreach

Interviews with City of Kirkland staff noted that officer involvement in internal City meetings (for example related to special events planning and collaborating with other departments on addressing the city's growing homeless population) was valuable. Similarly, community stakeholders reported an appreciation – and desire for more – police involvement in community development and social support functions. An expansion of these roles may require more consistent, dedicated resources.

Performance-based Staffing Study of Patrol

BERK conducted a performance-based staffing study to understand the current workload of Patrol and the demand for service in Kirkland. Patrol was selected for this quantitative analysis because it represents

the largest share of personnel in the Department and patrol’s capacity is directly linked with other departmental groups, and in turn those groups’ capacity affects Patrol. In addition to determining Patrol’s current capacity, BERK assessed the resources required to create time to meet the Council goal to “provide for public safety through a community-based approach that focuses on prevention of problems and a timely response.”

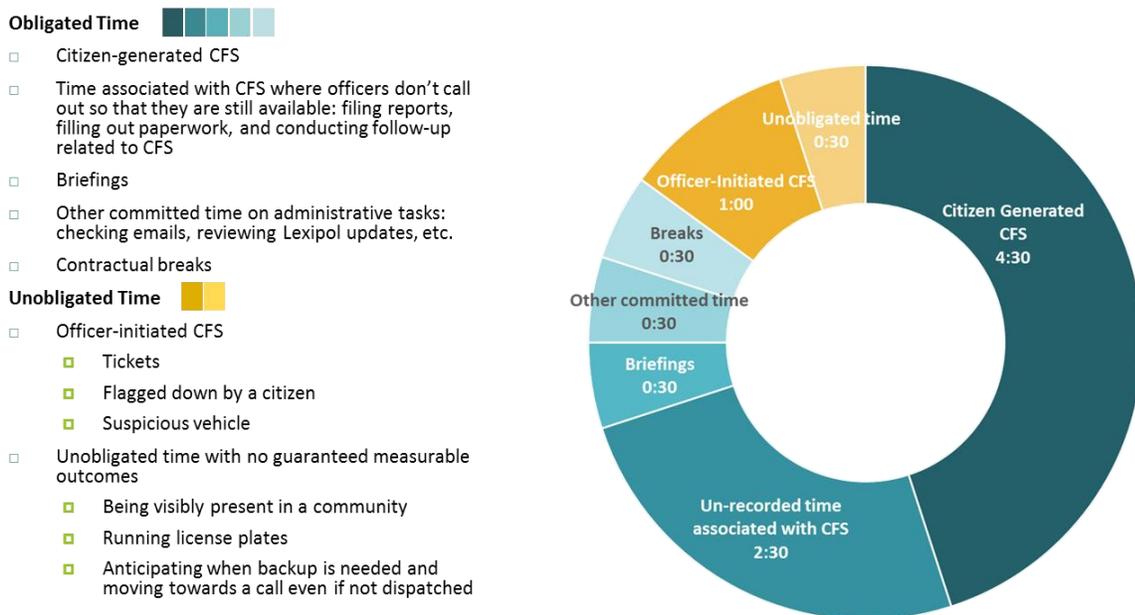
A departmental shift to community policing and a less reactive focus on crime prevention requires the involvement of many different work groups, not just patrol officers.

Typical day on Patrol – February 2016.

To understand a typical patrol shift we analyzed data for the month of February after the implementation of the new 10-hour shifts (February 4, 2016 – February 29, 2016). By matching calls for service with actual hours worked for that month, referencing the contract to determine break lengths, and interviewing patrol to understand time not spent “called-out” we saw the typical day start to take shape. The results of this analysis can be found in **Exhibit 28**.

The results show that 45% of an officer’s time is spent responding to citizen-generated calls for service. The most common types of these calls include responding to alarms, responding to calls of questionable activity, motor vehicle prowls, and traffic calls – such as accidents or items in the roadway. This percent represents a reactive model of policing, with officers running from call to call. Paired with their additional duties, such as paperwork and report-writing tied to calls-for-service, which most officers said took just as much time as the calls themselves, there is no time left in an officer’s day for proactive or directed patrol that is dedicated to preventing crimes before they start. Proactive patrol includes activities such as being present in a high car prowl area during the times that car prowls typically take place.

Exhibit 28: Typical Day on Patrol, February 2016



Source: (NORCOM, Calls-for-service data, 2015 – 2016) (Kirkland, Agreement By and Between City of Kirkland and Kirkland Police Guild Commissioned Staff, 2014 – 2016) and Interviews with Patrol

Workload-based assessment of Patrol

A current model of KPD’s policing was built using the methods described in *A Performance-Based Approach to Police Staffing and Allocation* by Jeremy M. Wilson and Alexander Weiss, 2012. Using those same methods, a complementary model was created to determine what additional capacity, if any, would be required to shift the current policing style toward the community-based preventive policing that the community and Council desire. The process is outlined in **Exhibit 29** and walked through in detail below.

Exhibit 29: Workload-based Assessment Steps



Step 1: Determine Annual Citizen/Other generated CFS

- Considerations: How many units respond to each CFS

Step 2: Determine hours spent on Citizen/other-generated CFS

- Considerations: How much time does an assisting officer spend on a CFS

Step 3: Determine minimum number of officers required if working 10 hours/day, 365 days/year

Step 4: Determine & apply the Shift Relief Factor

- Considerations: How many hours per year is an officer available to work?

Step 5: Determine & Apply what percent of shift an officer spends responding to citizen/other-generated CFS

Step 1. Annual citizen-generated calls for service and officers required to answer calls for service.

The goal of this step is to determine demand for service, by isolating calls created outside of the control of individual officers. This forms the workload demand base for the analysis. Typical call-for-service production was determined using data provided by NORCOM for the year dated April 1, 2015 – March 31, 2016. The number of reactive calls, those outside the control of the Department – typically created by citizen’s or other agencies, were found to represent just over 56% of all calls. These reactive calls were identified using assumptions provided by NORCOM identifying the percentage of each call type that is typically initiated by an officer versus generated outside of the Department by a citizen or other agency. Since we are specifically analyzing the patrol unit, and not the traffic or investigations unit, we also had to isolate calls that according to protocol should be handled by patrol. These assumptions were provided by KPD leadership.

Using both assumptions, we were able to determine that the citizen-generated demand on patrol service is about 27,600 calls per year.

We also found that many calls for service require a multi-officer response, such as alarm and domestic violence calls, meaning that more than one officer responds to a call. The computer aided dispatch system (CAD) reported that on average, there were 1.57 officers responding to a citizen-initiated patrol call for service. To determine the officers required to answer each call for service, we multiplied the annual citizen-initiated calls for service by the number officers responding to find that total modified calls for service to be 43,300 annual calls for service.

Step 2. Time spent on calls for service.

This step turns the number of calls for service in to the time spent by officers. The average time spent on a citizen-generated call for service is the time between when a call is dispatched to when a call is closed. In February 2016 the average time spent on a citizen-initiated call for service was 56 minutes and the average time spent on a citizen-generated call for service over the year was 54 minutes. These times are recorded in CAD and were provided by NORCOM by incident. Because calls have multiple responding units, and not all responding units spend the same amount of time on a call, through interviews with patrol and discussion with the steering committee, it was assumed that backup spends 75% of the time of the primary responder on each call requiring a multiple officer response.

Using the annual assumptions, including those for backup responses, patrol officers spend 37,000 hours on calls for service each year.

Step 3. Minimum officers required.

If an officer was available to work 10 hours a day, 365 days a year, the department would need 10.4 officers to respond to the current demand in calls for service.

Step 4. Shift Relief Factor.

Officers are not able to work every day and there are constraints on when they are available due to regular schedules (4 days on, 3 days off), vacation time, sick time, training, and regular leave such as bereavement, jury duty, military duty, etc. To take this into consideration the Agency Shift Relief Factor (SRF) was determined. The SRF represents the number of officers that need to be assigned to a shift to make sure that one is working any given shift.

<p>Agency Shift Relief Factor</p> $\frac{365 \text{ days a year} \times 10\text{-hour long shifts}}{(365 \times 10 - \text{Total hours off})}$ $3650 / (3650 - 2,067)$ <p style="text-align: center;">2.31</p> <p>2.31 officers need to be assigned to a shift in order for one to be present to work that shift. This is due to allowances for regular days off and other time off (vacation, sick time, military leave, etc.).</p>

Step 5. Performance Objective.

A performance objective is a framework for how the Department wants to police and it should be informed by community desires and the Department's Philosophy, Mission, Vision, and Values. In the staffing model, the performance objective assigns an officer's time to different policing activities. If more time is assigned to community policing and crime prevention, then less time would be spent by an individual officer on each call for service. But when call for service response time is fixed, additional capacity is needed to decrease this ratio.

When modeling the current workload, we found that officers spend approximately 45% of their time on citizen-generated calls for service, to determine what capacity would be required if more time were dedicated to community policing and crime prevention we applied one standard, developed by the International Association of Chiefs of Police (IACP) over three decades ago, which assumes that 33% of time should be devoted to calls for service.

As seen in **Exhibit 30**, the analysis displays the actual number of police officers working in February under the current reactive model of policing. In February this number was 54 although the authorized level was 60 officers. Then, applying the IACP standard to the annual averages, the capacity required to make time for proactive directed patrol increases to 71 officers, which is 11 officers more than currently authorized.

Exhibit 30: Workload Based Assessment Assumptions and Results

	Average Time Spent on CFS	Average # of units responding to a call	% of Primary's Time that Backup spends on CFS	Time an officer is available to handle calls for service if working 10 hours/day, 365 days/year	Shift Relief Factor	Performance Objective
February	0.96	1.57	75%	3,650	2.31	45%
Annual	0.94	1.57	75%	3,650	2.39	33%

	Annual Citizen-generated patrol CFS w/ Backup assumption (calls)	Time Spent on Annual Citizen-generated CFS w/ backup assumptions (hours)	Min. Officers required if available 10 hours/day, 365 days/year (officers)	Min. Officers required with Shift Relief Factor (Officers)	Minimum Officers Required to meet Performance Objective (Officers)
February	43,300	37,800	10.4	23.9	54
Future	43,300	37,000	10.1	23.4	71

Note: In February the Department was authorized for 60 officers, with 54 officers working.

Conclusions

To meet desire for community-based preventive policing, additional capacity will be required within Patrol and other supporting departments. Population and development growth will increase the need for Patrol resources over time. There are currently 0.31 citizen-generated calls per capita, projected out to 2035 population estimates from the City’s comprehensive plan, Kirkland Police Department can expect an increase of 26% over today’s estimate of 71 officers to meet the IACP performance objective.

The 33% performance objective is only one standard to use for policing and future goals should be focused on community desires.

Shift Schedule and Overtime Use

Benefits to new patrol schedule – and an opportunity to improve

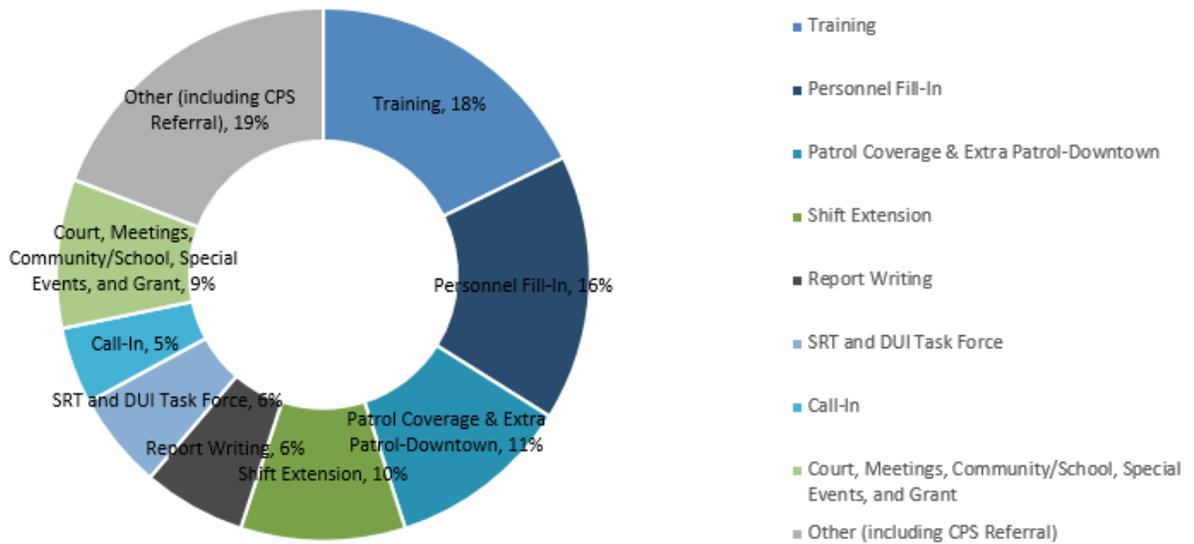
The Department recently moved to a new 4-10 patrol schedule, which has been well received by officers and supervisors and is seen as preferable to the former 12-hour rotating shift. The new schedule allows for more free time for personal activities on work days, and less fatigue at the end of a week of long shifts.

Adjustments and planning are needed to get the maximum benefit from the overlap day. On the overlap day there are fewer cars available than officers working. The overlap day also provides an opportunity to provide training or other development programs when the Department is more fully staffed.

Overtime use

Slightly over 50% of overtime use in 2015 was spent on Training, Personnel Fill-in and “Other,” which in **Exhibit 31** includes CPS referrals.

Exhibit 31: Overtime Hours by Type, 2015



Source: (Kirkland, Logged Overtime Hours, 2014 - 2015)

Excessive overtime use can be an indicator of burnout, and overtime use in Kirkland peaks in May and October of each year, with 2015 overtime hours reaching close to a typical 40-hour work week. **Exhibit 32** shows similar trends in overtime use over the year when comparing 2014 and 2015, but 2015 experienced an increase in overtime use over 2014, sometimes in excess of 15 hours per month.

Exhibit 32: Overtime hours per FTE by Month, 2014 and 2015



Source: (Kirkland, Logged Overtime Hours, 2014 - 2015)

Officer Training

Employees are satisfied with the quality of training overall but would like greater input into what topics are presented. There is a desire for individual development plans, i.e., training tailored to the employee's career aspirations, and leadership training, consistent with the needs of the organization. This strategy would strengthen succession planning as well as support employee growth and retention.

Some employees stated they would like to be more involved in the development and presentation of training, believing that KPD does not fully recognize or utilize the talent of its employees. It is suggested that an appraisal be made of who possesses what particular talents in order to create an inventory of potential training and trainers.

Current Use of Data and Technology

Technology plays an increasingly important role in the daily work of law enforcement officers in the field, equipping them with enforcement and investigative tools that have the potential to make them safer, better informed, and more effective and efficient.

The City of Kirkland has a centralized IT Department that provides services to the Police Department. The IT Director has a well-developed understanding of the unique issues related to criminal justice information management. The new Justice Center facility was built with future technology in mind. The Police Department is in a good position to move forward with new technology, and the officers have indicated a desire to embrace new technologies to create efficiencies and enhance their service.

The Department makes modest use of its technology but could benefit from working closely with the IT department to create a future technology vision. Developing a technology vision takes time, and requires a deliberate process to jointly plan with IT to budget and evaluate secondary consequences of new technologies such as storage, retention, and public records disclosure management, especially as it relates to implementing new video tools. The Department does not currently have a designated internal technology subject matter expert or internal champion who has the resources or time to partner with the IT Department to explore future technology tools. In addition to considering the technical and budgetary impacts of new technology, new tools should be reviewed using the IACP Technology Policy Framework with City policymakers to discuss the appropriate use and management of the tools.

KPD has made some use of established technologies to quickly analyze, communicate, and leverage crime data for informing a strategic response. Kirkland officers have mobile data terminals in their vehicles but do not have hand-held mobile devices such as tablets or smart phones. Moving towards emerging law enforcement technology innovation and applications will likely require putting additional mobile tools in the hands of officers.

Opportunities to use real-time data to inform response and deployment and to communicate with City decision makers

- Better use of existing tools or the use of new analytical techniques and mapping tools may require additional staff support.
- **Analytical tools.** There are large amounts of information available and sifting through this data is time consuming. There are analytical tools to help sort through the information and make it usable for officers, detectives, and administrators. Predictive analytics may help agencies manage the flood of raw data and transform it into information that can help guide actions and plan deployments.
- **Mapping tools.** Increased use of GIS technology can provide geographic tools for crime prevention, investigation, and illustration.

Opportunities to better communicate with the public

- **Department website.** The City's IT Department administers the city department websites, but the Police Department has control over the content on its website. Although the site has basic information, it is not updated regularly.
- **Social media.** Tools such as Twitter and Facebook help to push out important information to the community and can be helpful communication tools. Information can be quickly disseminated to those following the Department's news feeds, which would likely include neighborhood blogs or other sites that could push the information out to a wider audience. These sites can also be valuable for reporting out awards, notable arrests, and case closures, and are helpful in recruiting new employees.

Opportunities for online crime reporting

As of the writing of this report, the Kirkland Police Department does not have online reporting that allows crime victims to report certain types of crime online, without having to wait for an officer to respond. Often, concerns about police response time are related to low-level crimes that are a low priority because they only involve collection of victim information. Online reporting is easy for the victim, eliminates some duplicate data entry, and can free up officer time to respond to other calls.

While online reporting produces some efficiency, it also lessens contact between officers and the public. Each incremental change from in-person to electronic contact needs to be evaluated as to how it changes the relationship between the Department and the public.

The Department recently announced it will be testing online reporting of crimes through CopLogic. This will allow residents to report specific property crimes and choose between a police response or an electronic report. The new system provides residents with a fast and efficient method for reporting low-level crimes and also helps KPD improve efficiencies in use of personnel.

Staffing Alternatives and Regional Partnerships

Opportunities for different staffing models in some positions

As the Department discusses methods of service delivery and service levels, it should consider which tasks require commissioned law enforcement officers, and which can be done with non-sworn staff. These discussions should include the appropriate labor representatives.

Specialty services and regional partnerships

The Department participates in some regional partnerships which provide the benefit of a large amount of expertise for emergencies with a reasonable amount of officer resource commitment. These partnerships also give officers an opportunity to develop relationships and learn other skills. Kirkland Police participate in the FBI Cybercrimes Task Force, the Washington State Internet Crimes Against Children Taskforce, North Sound Metro SWAT and until June 2016, are part of the East Side Narcotics Taskforce. More partnerships should be explored, especially related to training and firearms now that the Department has such a well-built and well-located facility.

5. ASSESSMENT OF THE CORRECTIONS UNIT

This section begins with background on the Kirkland Jail and then analyzes current operations in comparison to industry standards on the following topics:

- Management Systems
- Facility, Equipment, and Technology
- Training
- Staffing, Shift Schedules, Overtime, and Potential Staffing Alternative
- Employee Recruitment, Retention, and Morale
- Inmate Programs

5.1 Background

The Corrections Unit of the Kirkland Police Department manages the Kirkland Jail, Electronic Home Detention Program, Work Release Program, and inmate transport services.

When the Kirkland Justice Center opened in August of 2014 after an extensive remodel of a vacant Costco Home store, the new facility had significant impact on Corrections. The prior jail facility had 12 beds and an average daily population (ADP) of 11 males, with an average length of stay (ALOS) of two days. It was defined under RCW 70.48 City and County Jails Act as a “Holding Facility” for the temporary housing of inmates, not to exceed 30 days. With the move to the Justice Center, KPD Corrections Unit has transitioned and begun operating a full-service Correctional Facility with 62 beds², an ADP of 40 male or female inmates, and an ALOS of 11 days. **This is a significant change in operations and responsibility, with far greater impact than simply moving existing operations to a new facility.**

Staffing levels increased to accommodate basic operations in the new jail and the supervision of the additional inmate population. However, administrative resources to develop and implement the systems and programs necessary to operate a safe, secure and effective corrections system were not designated nor were funds allocated. These administrative functions should be identified and funded if the Corrections Unit is to be successful in reaching its goals.

² The Design Capacity of the jail (62 beds) is much higher than Operational Capacity (53 beds).

Exhibit 33: Jail Characteristics in Previous Holding Facility and New Correctional Facility



The National Institute of Corrections offers a 40-hour training for agencies moving to a new facility, but there is no training for a “startup” operation such as what Kirkland Corrections Unit has undertaken. A holding facility or transport services operation that evolves into a full-service jail facility must establish:

- New policies and procedures
- Training curriculum and protocols
- Inmate housing decisions
- Options for medical and mental health services, as well as other programs
- An inmate classification system
- A staff deployment plan
- A robust management information system

The initial 13 months of occupancy in the new jail were fraught with significant operational problems caused by a faulty electronics system. After a collaborative effort supported by the Kirkland City Attorney to insist the manufacturer make repairs, the electronic issues were addressed. Kirkland Jail Administration has made significant progress in developing foundational systems required to operate a safe and secure correctional facility.

KPD has two major advantages in its jail management:

- A commitment by the City, Police Department, and Corrections Administration to implement research-based, data-driven “best practices” programs for staff and inmates.
- The availability of contract beds at SCORE for special-needs inmates with behavioral, medical, or mental health problems. SCORE provides a ready option to reduce liability and risk to the City. SCORE is seen regionally as a cost-effective and dependable alternative to municipal jails.

5.2 Management Systems

Major Findings

Kirkland Corrections lacks current and ready access to baseline information that is typically used to inform standard management decisions.

- Data collected at intake are not available in a formal and scheduled daily, monthly, or annual report to evaluate the implications of the changing inmate profile on budget development, operations, housing, programs and staff deployment.
- No population reports are generated regularly from New World since dispatch moved to NORCOM.
- While information relative to mental health or behavioral issues of inmates may be recorded in the inmate's file in the New World System, it is not readily available for cumulative reports to analyze budget, staffing, or resource needs, nor do staff perceive that information relative to safety or security concerns is easily accessible.

These issues are important because data-driven and research-based jail management ensures the most efficient and effective corrections operation.

In addition, the jail lacks several basic management systems which are supported in the American Corrections Association Core Jail Standards:

- There is no responsive **Management Information System** which would provide Administration with standardized and routine reports and allow ad hoc queries of specific data to develop reports on an as needed basis.
- There is no **Classification System** for separating inmates based on community and institutional risk or need for services. While Corrections Administration is working on adopting SCORE's classification system, it is not validated for the KPD population and may over-classify the population. A validated classification system is important because it provides the structure for objective decision making for housing and program assignments; establishes the custody level of inmates; determines the security level of housing units; identifies special needs of inmates; reduces liability for the agency; reduces escapes, suicides, inmate on inmate assaults; allows for staff discretion; and is simple, efficient, and easy to understand.
- The jail does not have a comprehensive set of **Policies and Procedures**, although an Action Plan was developed with assignments and timelines. This is important because policies and procedures establish a solid foundation for security and efficiency of operations, ensure inmate and staff safety, guard against potential litigation, and support consistency and impartial treatment as well as access to services and programming for the inmate population.
- There is no current **Staffing Analysis** to determine the most efficient deployment of staff. This analysis should be undertaken prior to selection of a final shift schedule. The National Institute of Corrections' process for conducting a comprehensive Staffing Analysis identifies the right number of staff with the right skills, in the right place, at the right time, doing the right thing.

5.3 Facility, Equipment, and Technology

Significant Concerns

There is no outside recreation area for inmates. This may be a potential problem because use of outdoor areas for exercise is preferred in the ACA Core Jail Standards.

Radio, camera, and computer systems are problematic. The quality of radio communications is reportedly insufficient with many dead spots that interfere with communications. Administration reports

that repairs were made two months ago and this is no longer an issue. Camera quality is also a concern. The repair rate should be analyzed for number and frequency of repairs. These systems create a liability that may put personnel and the City at risk. Officers also voiced major concerns about the New World information system and computer hardware. These concerns relate to a vast amount of inmate specific information that is inputted by officers but not readily available relative to their safety and security concerns.

Additional Findings

Strengths

- Officers report that the facility operates in a safe manner. As one staff member noted, “Officers run it: it’s theirs and a good place to work.”
- Officers and supervisors are pleased with quality of equipment on their duty belt.

Challenges

- Staff expressed the opinion that facility maintenance requests that impact staff safety are not responded to in a timely way and are not a priority. Staff believe there is a delay in transmitting requests to facility staff; the facility staff are seen as responsive when they receive the requests. Cited examples of maintenance issues include lights, raising intake counters, a request for a window in the kitchen, exposed wires, open drains which could be used to hide contraband, the need for a lock on the kitchen door, and the need for steps for inmates to get to top bunks.
- There is a concern that inmate supplies are not a priority. When delays occur, officers are responsible for responding to complaints and disgruntled inmates.
- Lack of lighting outside the building results in safety concerns for staff travelling to or from work, or going on transports in the dark. [The Justice Center has a secure employee parking lot with lighting, but Corrections employees feel it is not in a convenient location for them.]

5.4 Training

Significant Concerns

KPD lacks an overall training plan and several important types of specific training that protect officer and inmate safety and help protect KPD against liability.

- There were two weeks of training in 2014, none in 2015 (due to staffing shortages), and a Lateral Vascular Neck Restraint training in 2016. This level of training is insufficient for a facility of Kirkland’s size and complexity. Training should prioritize safety and security issues, such as inmate transport, vehicle engagement, cell response, response to court incidents, mentally ill inmate management, and defensive tactics.
- The jail has no Training Plan. A Training Plan should describe the key elements of training for newly hired officers as well as in service/core annual training for all staff. Annual training is crucial to ensure safety, officer development, and protect against lawsuits. Administration has reported that 20 hours of Core Training is scheduled for October, 2016, however, specific curriculum has not been determined.
- Specific additional training requested by officers includes:
 - Officer training for medication administration and for monitoring inmates held in the Restraint Chair.
 - Firearms instruction, not just annual qualifications.
 - In-Service Annual Training in areas specific to jail operations.

- Officers have also voiced the need for law enforcement staff to undergo additional training on response to corrections incidents. A perception exists that patrol police officers are not adequately trained to provide backup to the corrections unit in situations such as large scale assaults, riots, escapes, hostage scenarios that mandate timely response with external resources. Additional training and time spent in the corrections facility by patrol officers building relationships and learning correctional procedures and processes would be well spent.

Additional Findings

Strengths

- An excellent two-week training was held in 2014 in preparation for the move to new facility.
- The new hire Corrections Officer training program is comprehensive.

5.5 Shift Schedules, Staffing Levels, and Use of Overtime

An overview of the current schedule found an opportunity to improve staff coverage and increase efficiency.

Significant Concerns

The current 4/10 schedule is inefficient, causing overlaps of officers 6 hours per day. In addition, staffing levels are uneven, with five to eight officers on duty for 33 hours each week, and only two officers on duty for 49 hours each week. The level of supervision is also uneven: there is no supervisor on duty for 35 hours each week, but there are three supervisors on duty for 15 hours each week. Felons booked in and kept overnight and over weekends results in a higher level of potential violence, when no supervisors are on duty.

Staff expressed concerns with the minimum staffing level of two officers given difficulty obtaining outside backup and response to incidents. Two-officer staffing also means there are no staff available for incident response or for outside transport requests.

There are evening shifts with no female corrections officers on duty. The Core Jail Standards state, “When a female inmate is housed in a facility, at least one female staff member is on duty at all times (1-CORE-2A-05 (Ref. 4-ALDF-2A-08)).

An in-depth Staffing Analysis using the National Institute of Corrections model is needed to determine the most efficient deployment of staff. An alternative schedule has been developed with input by staff that will improve coverage, however the findings from a formal Staffing Analysis should be reviewed prior to adopting a permanent schedule change.

Additional Findings

- Requests from probation officers, law enforcement, and judges for external transports have increased, impacting minimum staffing levels. A formal Staffing Analysis will provide information to determine staffing necessary for external transports.
- Among the total staff of 20, 4 of 14 corrections officer positions are vacant, equating to a 29% vacancy rate. The majority of overtime results from backfilling for vacant positions.
- Court transports are assigned during day shift when staffing levels are higher. Appropriate staff resources may be determined by careful documentation of the frequency and numbers of transports required.

Opportunities

- Alternative shift schedules which provide the most coverage (8 and 12 hour shifts in process).

- Corrections Officers are entering approximately 150 warrants a week. It may be more cost effective to move records and clerical responsibilities to a civilian position. This question could be addressed in the “time and motion” study portion of the NIC Staffing Analysis process.
- Create a civilian position to oversee a staffing analysis process and develop in collaboration with the union a staff deployment plan; create a budget and timeline for a three-year in-service staff training plan; and coordinate the development of a robust management information system.

5.6 Employee Recruitment, Retention, and Morale

Major Findings

Staff seem to work well together. There is reportedly strong teamwork and camaraderie, as well as a desire to get the job done. This appears to be true among line officers and newly appointed supervisors. Staff report that they work well together, that everyone pulls their own weight and pitches in to cover shifts when needed.

Many comments focused on the relationship between Corrections Officers and Administration:

- Corrections Officers perceive Administration priorities as centered on clerical and administrative duties such as entering warrants, rather than supporting safety and security in daily operations.
- Officers perceive a lack of support, interest, and empowerment from Administration.
- Officers perceive communication with Administration to be one-way: when officers report an issue or make a request, there is no response about a decision.
- Staff have requested regularly scheduled meetings with Administration.
- Officers request Corrections Administration (Lieutenant, Captain) participate occasionally in pass-down, shift information exchange; conduct unannounced walk-throughs of the facility (PREA, Core Jail Standards); increase visibility; and improve communication.
- There is a perception that Administration emphasizes police and law enforcement issues ahead of jail and corrections issues. This was less of a concern when the jail was just a “hold and transport” operation.
- Jail Administration is seen as responsive when there are staff issues with performance.
- The Interim Police Chief was viewed as interested and supportive of corrections operations.

Additional Findings

Strengths

- Officers like working for the City of Kirkland, which has a good reputation in the area.
- Officers are very positive about level of pay and benefits package. They see lots of potential, feel KPD is a great place to work, with good pay and benefits, including vacation and retirement. Officers would like the City to consider additional benefits, including an education incentive to reimburse for tuition costs and a fitness bonus.
- The hiring process is seen as working well, with good staff hired.

Challenges

- There is a low percentage (15%) of people of color in the Corrections workforce.
- Officers perceive that decisions are made without consideration of their input or recommendations.

5.7 Inmate Programs

Major Findings

Lack of Inmate Engagement Programs

The jail currently has no inmate engagement programs, such as education, commissary, religious services, or substance abuse programs. Staff are anxious to implement programs as they perceive the absence of programs contributes to idle inmates and increased safety concerns for officers.

Administration is working to develop and implement in-custody programs to engage inmates, reduce violence, improve safety, and support successful reentry of inmates back to community. Programs in various stages of development include religious services; education; commissary; haircuts; Alcoholics Anonymous, Narcotics Anonymous, and substance abuse; parenting; and mental health liaison. Administration is also planning to initiate a volunteer recruitment and training initiative to augment inmate programs.

The delay in program implementation has caused frustration among corrections officers, particularly the lack of a commissary, haircuts, law library, and religious programs. Staff seem frustrated that programs are a known best practice that are not yet implemented.

Medication Administration

Lack of coverage and consistent medication administration by contract medical services is a major concern. This is important because medication distribution by corrections officers is a liability risk if the wrong medication or dosage is provided to the inmate. Administration reported a recent problem with a contract nurse has been addressed. An increased amount and frequency of training is required to ensure that officers are confident in their delivery of medication when medical staff are not available. The detox process also requires medical oversight and consistent protocols and procedures, which are currently lacking. This is important because research identifies the first 24 hours of confinement as the most critical period for potential death of inmates as a result of drug overdose. It may be advantageous to implement tele-med capabilities for appropriate cases.

Additional Opportunities

- Jail Administration is interested in the potential to enhance and expand Electronic Home Detention (EHD). It was reported that 30% of the inmate population are held on Driving with License Suspended which may justify expansion of the EHD program.
- Cost benefit analysis of a work release program to determine the profile of the eligible population, Average Daily Population, and consideration for consolidating with EHD program
- Additional correctional options such as day jail and day reporting for eligible inmates to provide alternative sanctions and step down transition programs.
- Video Court, so hearings could be held with other jurisdictions when an inmate is in King County or other facilities to avoid travel costs and reduce security concerns.
- Assign the development and implementation of in custody inmate and correctional options programs to a civilian administrative position.

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