

POLICE OPERATIONS & DATA ANALYSIS REPORT

CITY OF EDMONDS, WASHINGTON



CPSM[®]

CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC
475 K STREET NW STE 702 • WASHINGTON, DC 20001
WWW.CPSM.US • 716-969-1360

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Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to its citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its website (www.icma.org), publications, research, professional development, and membership. The ICMA Center for Public Safety Management (ICMA/CPSM) was launched by ICMA to provide support to local governments in the areas of police, fire, and emergency medical services.

ICMA also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security.

In 2014, as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) was spun out as a separate company. It is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, and others.

The Center for Public Safety Management, LLC, maintains the same team of individuals performing the same level of service as when it was a component of ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs, and align department operations with industry best practices. We have conducted over 341 such studies in 42 states and provinces and 246 communities ranging in population from 8,000 (Boone, Iowa) to 800,000 (Indianapolis, Ind.).

Thomas Wiczorek is the Director of the Center for Public Safety Management. Leonard Matarese serves as the Director of Research & Program Development. Dr. Dov Chelst is the Director of Quantitative Analysis.

CENTER FOR PUBLIC SAFETY MANAGEMENT PROJECT CONTRIBUTORS

Thomas J. Wieczorek, Director

Leonard A. Matarese, Director, Research & Project Development

Dov Chelst, Ph.D. Director of Quantitative Analysis

Shan Zhou, Data Analyst

Sarita Vasudevan, Data Analyst

Xianfeng Li, Data Analyst

Craig Junginger, Senior Public Safety Consultant – Team Leader

Carol Rasor-Cordero, Senior Public Safety Consultant

Jim McCabe, Senior Public Safety Consultant

Dennis Kouba, Senior Editor

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SECTION 1. EXECUTIVE SUMMARY

The Center for Public Safety Management, LLC (CPSM) was commissioned to review the operations of the Edmonds Police Department. While our analysis covered all aspects of the department's operations, particular areas of focus of this study were identifying appropriate staffing of the department given the workload, community demographics, and crime levels; the effectiveness of the organizational structure; and efficiency and effectiveness of division/unit processes.

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

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

As part of this Executive Summary, below we have listed general observations that we believe identify some of the more significant issues facing the department. Additionally, at the conclusion of the operations assessment portion of the report we have included a master list of recommendations for consideration; we believe these recommendations will enhance organizational effectiveness. Some of these recommendations involve the creation of new job classifications. Others involve the reassignment/repurposing of job duties to other sections or units. Oftentimes, the recommendations we make require a substantial financial commitment on the part of a jurisdiction. In the case of the Edmonds Police Department, many recommendations can be accomplished by realignment of workload and/or reclassification of job descriptions. It is important to note that in this report we will examine specific sections and units of the department, and will offer a detailed discussion of our observations and recommendations for each.

The list of recommendations is extensive. Should the City of Edmonds choose to implement any or all recommendations, it must be recognized that this process should be approached as a long-term endeavor, since implementation of some recommendations could require a year, two years, or more. The recommendations are intended to form the basis of a long-term improvement plan for the city and department. It is important that we emphasize that this list of recommendations, though lengthy, is common in our operational assessments of agencies around the country. The number of recommendations should in no way be interpreted as an indictment of what we consider to be a fine department. As well, having new leadership in the department is conducive to creating an environment in which constructive change can thrive.

GENERAL OBSERVATIONS

- The department's employees are dedicated, committed, and enjoy working as a team to provide police service to the community. This was clearly evident while speaking with employees individually and when speaking with them during the focus groups. There is a strong sense of caring for their fellow employees and a caring for the community that is rarely seen in many police departments.
- Despite limitations put on them by several decades of a lack of progressiveness and a lack of personnel the employees still provide a high level of service to the community.
- It was learned early on in the project that there had been tension between the Mayor, the prior Interim Chief, and the prior Assistant Chief because of a lack of communication; since the hiring of the current Interim Chief, that tension has relaxed and there are now open lines of communication between the Mayor's office and the police department. The opening of those lines of communication has enabled better operational efficiency within the department. It is recommended that the Mayor's office and the police department continue their efforts of improving this communication.
- Although there may have been tensions in the past between the Mayor's office and the police department, the mayor appears committed to ensuring the department is properly funded, staffed, and equipped to carry out its mission of keeping the community safe.
- Due to the loss of the three top police managers (two to retirement, one to moving to a new department) within a 16-month period, the organization was stressed from the standpoint that a great deal of institutional knowledge left the organization.
- Due to the loss of the three managers and several other retirements within the organization the department was forced to transfer employees into interim positions for which some were not prepared because of their lack of experience or knowledge. This has resulted in some lack of effectiveness in those positions.
- The city now has the opportunity to bring a new Police Chief into the organization. Doing so usually generates a sense of excitement, and at the same time can create some angst within staff members and department personnel about the new Chief and the direction the department will go. This will be true with Edmonds PD.
- The department is accredited by the Washington State Association of Sheriffs and Police Chiefs (WASPC) and has been for several years. Being accredited demonstrates that the department regularly follows best practices in service delivery, training, professional standards, and response to the public.
- The department also provides complete police services to the Town of Woodway, which is a very small, incorporated city that borders Edmonds. EPD had always acted as a first responder to the incidents which occur in the township; however, in 2018, the department formalized a contractual agreement with the township. It was learned the contractual agreement pays for one commissioned police officer position.
- The department has the opportunity with the hiring of a new Police Chief to develop a strategic plan that will clearly provide guidance on the future of the organization and will define what the department's mission is in serving the community. The Chief should work with the employees of the department on the development of the new strategic plan.

- The department appears to be well-equipped with the essential and necessary emergency equipment, employees are well-trained (officers receive in excess of the state's mandated yearly training hours), and officers are professionally outfitted and groomed.
- The department currently has eight commissioned officer positions that are vacant and have not been filled. These vacancies have led the department to work at minimum staffing numbers on a daily basis. Staff should fill those vacant positions as quickly as possible.
- The Edmonds Police Department sees a lower crime rate compared to the State of Washington and the nation. For purposes of this study the crime rate is indexed by population. The data indicate the city's violent crime rate is significantly lower than that of the state and nation.
- Employees at the rank of sergeant believe that because of the pay compaction between their rank of sergeant and that of Assistant Chief there is not enough financial incentive for them to promote to the rank of Assistant Chief. CPSM recommends that the city work on improving the compaction issues between the two ranks by addressing the ranks' salaries.
- In virtually all police studies conducted by CPSM, lack of communication is cited as a major organizational impediment. That sentiment was expressed in Edmonds as well. In some cases, the concern raised is justifiable, and in other cases, those who express the concern have subjected themselves to selective awareness. In any event, open, constructive communication is vital to any organization. CPSM recommends the new Chief work on improving the department's communication both up and down in the department.

CPSM suggests one option to address communication issues is for executive staff to host a quarterly "State of the Department" briefing where staff can give a short status report on important issues, changes, new programs, etc. facing the department, and allow for questions or input from all employees. Such meetings should be scheduled so as to allow all shifts to participate, and topics should be solicited from employees in advance of the meeting to ensure that issues of importance to employees are addressed. No, this is not a panacea, but those who are truly interested in department activities outside of their "workspace" can get a better understanding of the department's work plan and how they may contribute to the betterment of the department. For those who have selective awareness, they have only themselves to blame should they choose not to participate.

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

CPSM staff would like to thank Chief of Police Michelle Bennett, Interim Assistant Chief Josh McClure, and the entire staff of the Edmonds Police Department for their gracious cooperation and assistance in completing this project.

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SECTION 2. METHODOLOGY

Data Analysis

CPSM used numerous sources of data to support our conclusions and recommendations for the Edmonds Police Department. Information was obtained from the FBI Uniform Crime Reporting (UCR) Program, Part I offenses, along with numerous sources of internal information. UCR Part I crimes are defined as murder, rape, robbery, aggravated assault, burglary, larceny-theft, and larceny of a motor vehicle. Internal sources included data from the computer-aided dispatch (CAD) system for information on calls for service (CFS).

Interviews

This study relied extensively on intensive interviews with personnel. On-site and in-person interviews were conducted with all division commanders regarding their operations.

Focus Groups

A focus group is an unstructured group interview in which the moderator actively encourages discussion among participants. Focus groups generally consist of eight to ten participants and are used to explore issues that are difficult to define. Group discussion permits greater exploration of topics. For the purposes of this study, focus groups were held with a representative cross-section of employees within the department.

Document Review

CPSM consultants were furnished with numerous reports and summary documents by the Edmonds Police Department. Information on strategic plans, personnel staffing and deployment, monthly and annual reports, operations manuals, intelligence bulletins, evaluations, training records, and performance statistics were reviewed by project team staff. Follow-up phone calls were used to clarify information as needed.

Operational/Administrative Observations

Over the course of the evaluation period, numerous observations were conducted. These included observations of general patrol, investigations, support services such as records, communications, property and evidence, and administrative functions. CPSM representatives engaged all facets of department operations from a "participant observation" perspective.

Staffing Analysis

In virtually all CPSM studies, we are asked to identify appropriate staffing levels. That is the case in this study as well. In the following subsections, we will extensively discuss workload, operational and safety conditions, and other factors to be considered in establishing appropriate staffing levels. Staffing recommendations are based upon our comprehensive evaluation of all relevant factors.

SECTION 3. COMMUNITY AND DEPARTMENT OVERVIEW

COMMUNITY

The City of Edmonds is located in the southwest corner of Snohomish County; its western border is Puget Sound. The city is in the Seattle metropolitan area and is the third most populous city in the county. The population of the city based on U.S. Census estimates in 2019 is approximately 42,600 people. The city has a total land area of 8.92 square miles and a water area of 1.09 square miles. The city is connected to nearby areas by two state highways and the state ferry system, which operates a ferry route to Kingston on the Kitsap Peninsula.

Edmonds operates as a non-charter code city under a mayor-council government, with an elected mayor and a seven-member city council. Edmonds is considered a major hub for the arts in Snohomish County, with a dozen galleries and other arts facilities.

Demographics

The City of Edmonds is a heterogeneous community; its population is 80.1 percent white, 7.9 percent Hispanic, 1.6 percent African American, 0.3 percent Native American, 8.0 percent Asian, and 5.6 percent two or more races. 96.3 percent of its citizens possess a high school diploma, while 48.2 percent possess a bachelor's degree or higher.

The owner-occupied housing rate is 70.7 percent for the city, while rental-occupied housing is 29.3 percent. The persons per household rate for the city is 2.35 compared to 3.00 statewide. The median household income is \$89,229 for the city, compared to \$78,687 for the State of Washington. Persons living in poverty make up 4.6 percent of the city's population, compared to 9.8 percent for the State of Washington. This comparison shows that the city poverty rate is much lower than the state rate, while the household median income is higher. The median home price in the City of Edmonds is \$536,900.

LAW ENFORCEMENT SERVICES

The Edmonds Police Department provides a full range of law enforcement services, excluding custody operations. It is the largest municipal law enforcement agency in Snohomish County. As such, it serves as a leader in law enforcement services for the county to include being a member of the Public Safety Communication Center, which provides 911/emergency dispatch services for all public safety agencies within Snohomish County.

Uniform Crime Report/Crime Trends

While communities differ from one another in population, demographics, geographical landscape, and social-economic distinctions, comparisons to other jurisdictions can be helpful in illustrating how crime rates in the City of Edmonds measure up against those of other local Washington agencies as well as the state of Washington and the nation overall.

The FBI's Uniform Crime Reporting (UCR) Program assembles data on crime from police departments across the United States; the reports are utilized to measure the extent, fluctuation, and distribution of crime. For reporting purposes, criminal offenses are divided into two

categories: Part 1 offenses and Part 2 offenses. For Part 1 offenses, representing the most serious crimes, the UCR indexes incidents in two categories: violent crimes and property crimes. Violent crimes include murder, rape, robbery, and aggravated assault. Property crimes include burglary, larceny, and motor vehicle theft. Crime rates are expressed (indexed) as the number of incidents per 100,000 population to allow for comparison.

Data acquired by CPSM from the FBI for use in this report is for 2019, which is the most recent available. As indicated in the following table, in 2019 the Edmonds Police Department reported a UCR Part I violent crime rate of 202 (indexed) and a property crime rate of 2,107 (indexed).

In comparing Edmonds data with other Washington cities, one can see Edmonds reports both a violent crime rate and a property crime rate that fall in the middle of the rank of comparable cities. Edmonds has lower rates than the state for both violent and property crime, and a lower overall rate compared to the national rate.

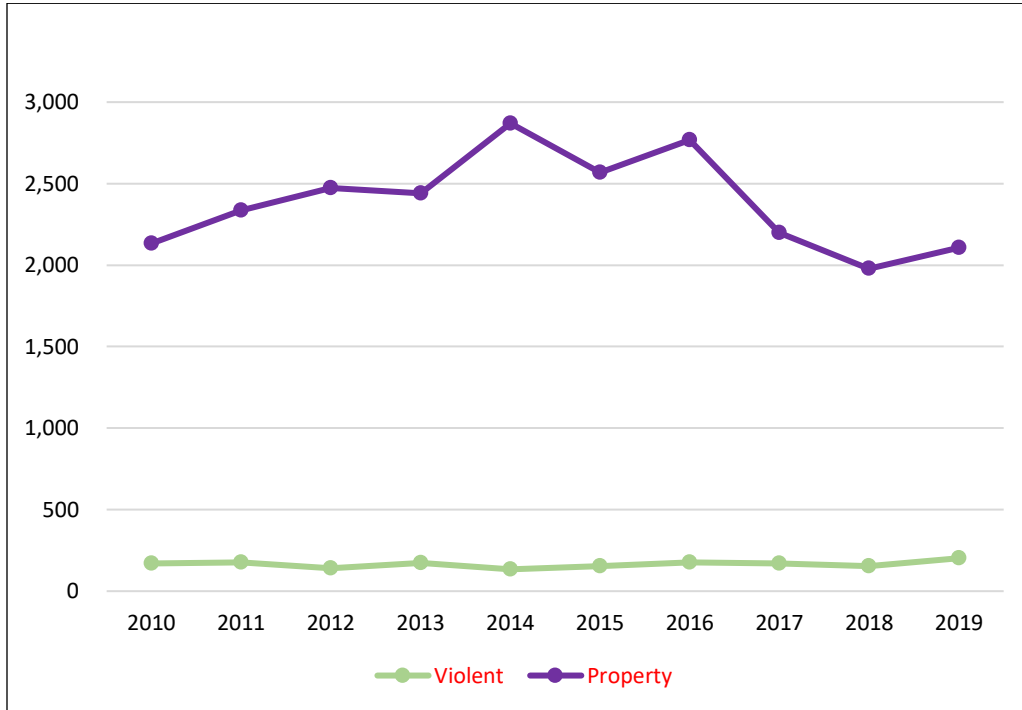
TABLE 3-1: Reported Crime Rates in 2019, by City

Municipality	State	Population	Crime Rates		
			Violent	Property	Total
Auburn	WA	83,468	394	3,105	3,500
Burien	WA	52,388	344	3,329	3,673
Chelan	WA	42,803	100	752	853
Des Moines	WA	32,708	263	3,079	3,342
Lake Stevens	WA	34,081	129	833	962
Lynnwood	WA	38,847	291	4,775	5,066
Marysville	WA	71,081	203	1,975	2,178
Mount Vernon	WA	36,274	152	3,143	3,294
Redmond	WA	69,501	102	2,656	2,758
SeaTac	WA	29,533	440	3,718	4,158
Shoreline	WA	57,216	166	1,930	2,096
Skagit	WA	54,073	137	1,400	1,537
Wenatchee	WA	34,513	180	1,849	2,028
Edmonds	WA	43,152	202	2,107	2,309
Washington		7,614,893	294	2,682	2,976
National		328,239,523	379	2,010	2,489

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

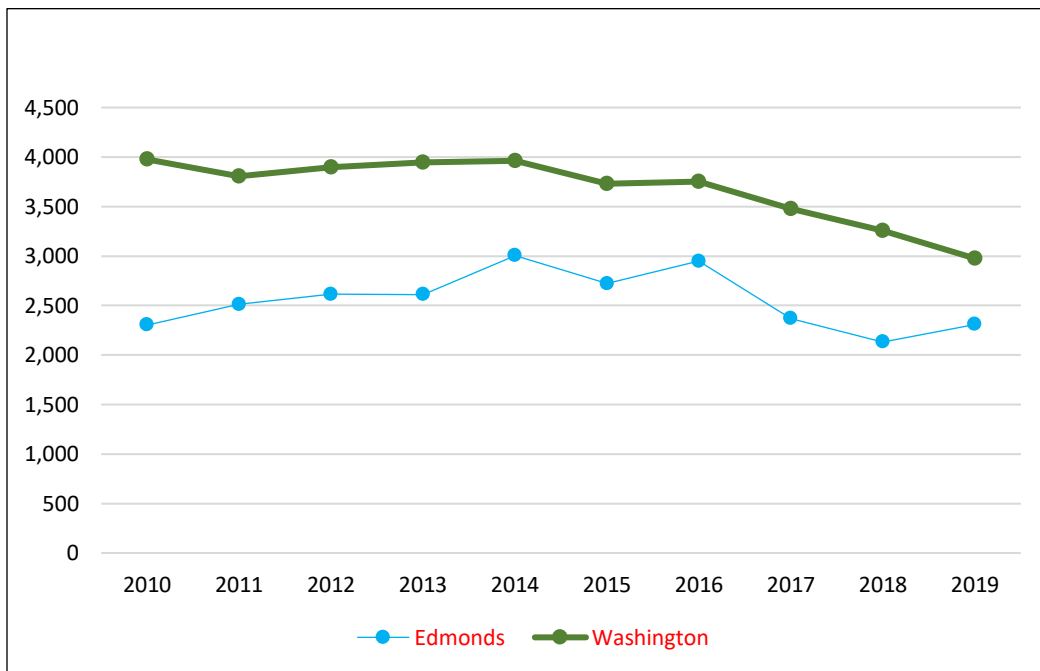
The following figure illustrates the trend in Part 1 crime in Edmonds over the past ten years. It shows violent crime has remained mostly constant from 2010 to 2019. The property crime rate showed a rise from 2010 to 2016 but has seen a decline to 2010 numbers in 2019. The highest property crime rate occurred in 2014, with the lowest in 2019.

FIGURE 3-1: Reported Edmonds Violent and Property Crime Rates, by Year



The following figure shows that since 2010 the State of Washington has seen a consistent drop in crime rates. The City of Edmonds did not follow the same trajectory but has returned to 2010 levels in its overall crime rate.

FIGURE 3-2: Reported Edmonds and State Overall Crime Rates, by Year



The following table compares Edmonds crime rates to both the state and national rates year by year for the period 2010 through 2019. Again, this data is indexed per 100,000 population. It is provided for illustration purposes only.

TABLE 3-2: Reported Edmonds, Washington, and National Crime Rates, by Year

Year	Edmonds				Washington				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2010	39,709	171	2,133	2,304	6,762,781	310	3,666	3,976	314,170,775	393	2,833	3,225
2011	40,332	176	2,336	2,512	6,868,877	290	3,513	3,804	317,186,963	376	2,800	3,176
2012	40,609	140	2,472	2,613	6,937,277	292	3,607	3,899	319,697,368	377	2,758	3,135
2013	40,615	172	2,440	2,612	7,011,381	283	3,665	3,948	321,947,240	362	2,627	2,989
2014	40,972	134	2,870	3,004	7,106,083	281	3,683	3,964	324,699,246	357	2,464	2,821
2015	41,187	153	2,569	2,722	7,216,688	281	3,449	3,730	327,455,769	368	2,376	2,744
2016	41,705	177	2,769	2,947	7,331,183	299	3,454	3,753	329,308,297	383	2,353	2,736
2017	42,197	171	2,197	2,368	7,405,743	305	3,174	3,478	325,719,178	383	2,362	2,745
2018	42,565	153	1,978	2,131	7,535,591	312	2,946	3,258	327,167,434	369	2,200	2,568
2019	43,152	202	2,107	2,309	7,614,893	294	2,682	2,976	328,239,523	379	2,010	2,489

The following table compares Edmond's crime clearance rates to the state and national averages. These clearance rates are based on the department's reporting to the UCR. As can be seen, the department's clearance rates are higher than those of the state and nation.

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TABLE 3-3: Reported Edmonds, Washington, and National Crime Clearance Rates

Crime	Edmonds			Washington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	1	1	100%	210	129	61%	14,325	8,796	61%
Rape	10	3	30%	3,286	890	27%	124,817	41,065	33%
Robbery	24	20	83%	5,115	1,677	33%	239,643	73,091	31%
Aggravated Assault	52	41	79%	13,551	7,547	56%	726,778	380,105	52%
Burglary	138	25	18%	34,092	4,169	12%	981,264	138,358	14%
Larceny	723	184	25%	143,620	20,438	14%	4,533,178	834,105	18%
Vehicle Theft	48	4	8%	24,178	1,646	7%	655,778	90,497	14%

It is difficult to make an apples-to-apples comparison in the data above because of the different sizes and populations between the city, the state, and the nation. The above tables are presented to show that the city is significantly below the state and national levels in some crimes. There are many variables that could be the reason for the differences; as well, the city may have more resources on average to solve crimes than does the state and nation.

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Department's Authorized Staffing Levels

The following table shows the authorized staffing levels for the department for 2018 through 2020 to the date of our study. Staffing levels will be addressed throughout the report as we discuss specific operating sections. This table is simply intended to provide a broad overview of staffing levels for the past three years.

TABLE 3-4: Department Authorized Staffing, 2018–2020

Position	2018	2018 Turnover	2019	2019 Turnover	2020	2020 Turnover
Sworn Positions						
Chief	1	0	1	1	1	0
Assistant Chief	2	0	2	0	2	0
Sergeant	9	0	9	1	9	2
Corporal	6	1	6	1	6	0
Officer	39	3	41	5	40***	0
Sworn Total (including vacancies)	57	4	59	8	58	4
Civilian Personnel						
Administrative Assistant	.5	.5	.5	.5	.5	0
Senior Animal Control Officer	1	0	1	0	1	0
Animal Control Officer	1	0	1	0	1	0
Parking Enforcement Officer	.75	0	.75	0	.75	.75
Police Service Assistants	6	2	6	0	6	0
Property Officer	1	0	1	0	1	0
Executive Assistant	1	0	1	0	1	0
DV Coordinator	.5	0	.5	0	.5	0
Community Engagement	0	0	0	0	1	0
Civilian Total (including vacancies)	11.75	2.5	11.75	.5	12.75	.75
Total	68.75	6.5	70.75	8.5	70.75	4.75

Note: ***One police officer position was reclassified to the Community Engagement position

SECTION 4 ADMINISTRATIVE

STRATEGIC PLAN

The Edmonds Police Department had a multiyear strategic plan in place for the period of 2016 through 2020. Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future. Effective strategic planning articulates not only where an organization is headed, and the actions needed to make progress, but also how it will know if it is successful.

The creation of a strategic plan showed the department recognized such a plan's importance. Now, the department should be working towards another multiyear plan. The city will be hiring a new Police Chief, and this provides an opportunity to begin the work towards that plan. CPSM recommends that the organization develop a new strategic plan.

SUCCESSION PLANNING

Successfully managing the talent in an organization revolves around one overriding objective, that is, to assure smooth leadership transition and succession. In essence, this means finding the right people with the right skill set and experience to be the future leaders. In today's shifting and complex environment, talent management is one of the most important challenges for agency leaders. Finding and developing the best leaders will become more demanding as experienced baby boomers retire, and as the imperative grows to develop the skills of that talent in the face of technology, culture, laws, and community evolution.

Succession planning is the process whereby an organization ensures that employees are recruited and developed to fill each key role within the organization. When done well, this process ensure the organization will never have a key role open for which another employee is not prepared. It involves recruiting superior employees; developing their knowledge, skills, and abilities; and preparing them for advancement or promotion into even more challenging roles.

Leadership in the EPD must ensure they are managing succession planning to ensure the department has competent leaders into the future. CPSM recommends the department develop and follow a strategic succession plan.

ORGANIZATIONAL RANK STRUCTURE

The current rank structure in the organization is dysfunctional, as there is no mid-manager level rank. The current rank structure rises from officer, to corporal, sergeant, Assistant Chief, and then Chief. Without a mid-level manager in the organizational hierarchy, the corporals and sergeants are direct reports to the Assistant Chiefs, and must contact the Assistant Chiefs, or even the Chief at times, for questions or guidance.

If the department had a mid-level manager rank, that position could supervise the Corporals and Sergeants and as well provide management and oversight to patrol operations. This would free the Assistant Chiefs to conduct their command-level work. CPSM recommends the creation of two lieutenant positions. In terms of deployment, one could be assigned to the blue team and one to the silver team, or one could be assigned to days and one to nights.

ADMINISTRATIVE UNIT SUPERVISOR

The current supervisor for the Administrative Unit is a commissioned sergeant. There are no duties in the position that require a sworn employee. The trend across the law enforcement profession is to civilianize appropriate positions that have by tradition been filled by commissioned personnel. CPSM recommends that a civilian manager position be created to oversee the Administrative Services Unit. The commissioned sergeant position should then be assigned as the Training Unit Supervisor.

MISSION STATEMENT/VISION STATEMENT

Mission Statement

"We place service before self, with an unwavering and unbiased commitment to public safety, improving the quality of life for our community."

Vision Statement

We are... Committed to reducing crime and enhancing public safety and security.

We are... Dedicated to earning and maintaining the respect and confidence entrusted to us.

We will... Treat all people with dignity and respect.

We will... Empower our employees to reach their maximum potential by providing them with knowledge, training, and mentorship opportunities.

We strive... Through innovation, to adapt and evolve so that we may provide state of the art law enforcement services.

We strive... To exercise our authority with unparalleled professionalism and humility.

This mission and vision statements can provide a common theme around which members of the agency can base their day-to-day public interactions, tactical decision-making and long-term strategic planning. When they are properly integrated within the organization, the mission and vision statements can create a sense of unity, direction, and opportunity. The statements also will provide the foundation for an organization's strategic planning efforts. It is incumbent upon the leadership of the agency to ensure its employees reflect the mission and vision statements of the organization and the community which it serves.

POLICY

After the department's accreditation in 2017, it found that trying to keep up with the policy updates provided by Lexipol was problematic. The updates had to be modified to meet the agency's needs, which took a great deal of time. After consulting with two neighboring cities

that had also used Lexipol and had discontinued the service, the Edmonds PD decided to move away from using Lexipol for its policy updates and development. Instead, it implemented PowerDMS in 2018, which enabled the department to use the WASPC model wherein it could adapt best practices and legal updates from partner agencies. The department's current policy manual is comprehensive, well-written, and easily accessible to department personnel. The only issue with the policy manual is that it is difficult for citizens to navigate through it on the city's website.

Recommendations:

- Develop a new five-year strategic plan to guide the department's work efforts. (Recommendation No. 1.)
- Through a thoughtful succession planning/training effort, ensure that employees are trained and mentored to serve as future leaders of the organization. (Recommendation No. 2.)
- Create two mid-level manager positions (lieutenant rank) in the organization. (Recommendation No. 3.)
- Create a civilian manager position to replace the commissioned sergeant in the Administrative Services Unit. (Recommendation No. 4.)
- Improve internal communications, both top to bottom, and bottom to top, to ensure members of the organization are aware of the department's work plan and that they feel valued and considered. (Recommendation No. 5.)
- Make the department's policy easier for citizens to navigate on the city's website. (Recommendation No. 6.)

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SECTION 5. FIELD SERVICES DIVISION

It was reported to the CPSM team that no call is considered too minor to warrant a response and no case is too small to warrant an investigation. The result of this policing philosophy is the delivery of comprehensive policing services to the community. The department has the hallmark of a small-town approach to policing, in which people are not just anonymous citizens but valued individuals of the community. Service is personalized, the police are part of the fabric of the community, and expectations for police service are high.

This approach is not without costs, however. Considerable resources are needed to maintain the small-town approach. In essence, the Patrol Unit must be staffed with enough officers to respond to any call.

When examining options for the department's direction, the city and the department face the choices of a) continue to police the community as they do now, or b) take steps to restructure how to respond to demand, still promote order and safety, but free up additional time for officers to engage in proactive patrol and community engagement. That is, the department must decide whether to sustain its comprehensive level of police service or take the steps necessary to manage public demand. Essentially, this is a political decision regarding the how services are allocated to the Edmonds community. But quality doesn't need to suffer. The recommendations offered regarding operations, if implemented, will permit the EPD to continue its full-service model of policing yet run the agency more efficiently.

The following table shows the number of calls for service received from the public that the department handled in calendar year 2019; these are grouped by category. In total, department officers were dispatched to approximately 24,000 calls over the course of 12 months, or approximately 67 calls per day.

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TABLE 5-1: Calls for Service

Category	Community-initiated			Police-initiated		
	Calls	Units per Call	Minutes	Calls	Units per Call	Minutes
Accident	756	1.8	47.4	65	1.7	38.1
Alarm	1,379	1.7	13.7	16	1.4	5.2
Animal	276	1.3	18.5	28	1.2	21.8
Assist fire	249	2.1	32.0	9	1.1	63.7
Assist medical	407	2.5	48.7	25	2.9	57.9
Assist other agency	290	2.1	39.9	38	1.3	31.9
Assist public	452	1.3	20.4	133	1.2	14.6
Check	0	NA	NA	743	1.2	18.2
Crime-person	909	2.3	52.1	57	2.1	56.3
Crime-property	1,931	1.7	42.5	128	1.7	45.4
Custody/warrant	147	1.8	83.6	211	2.2	78.5
Disturbance	1,460	2.0	18.9	39	2.0	25.5
Follow-up	861	1.2	21.5	809	1.1	25.5
Information	83	1.2	14.0	6	2.0	16.9
Investigation	3,162	1.5	22.0	1,113	1.7	14.8
Juvenile	77	1.9	24.4	3	1.3	41.2
Miscellaneous	17	1.2	18.3	4	1.2	25.9
Suspicious incident	2,010	1.9	22.3	1,302	1.6	10.6
Traffic enforcement	1,118	1.5	21.0	351	1.5	30.4
Traffic stop	0	NA	NA	3,677	1.2	9.4
Weighted Average / Total Calls	15,584	1.7	28.1	8,757	1.4	16.5

In general, CFS volume is within expected bounds. To evaluate the workload demands placed on the department, it is useful to examine the number of CFS received from the public in relation to the population. With a service population estimated to be approximately 43,000, the total of 24,000 CFS translates to about 566 CFS per 1,000 residents. While there is no accepted standard ratio between calls for service and population, CPSM studies of other communities show a CFS-to-population ratio ranging between 400 and 1,000 CFS per year. Lower ratios typically suggest a well-managed approach to CFS. The value of 566 CFS/per thousand/year would suggest an expected CFS volume.

Even though CFS volume is low per capita, it also appears that the EPD could consider being more aggressive at triaging CFS. Certain types of calls do not necessarily require the response of a sworn police officer. One such type of call is responding to alarms, most of which turn out to be false. Another type is motor vehicle accidents involving only property damage, where the police role is largely administrative, that is, preparing and filing a report. The bottom line here is that a substantial number of CFS dispatches to officers could be eliminated. This would free officers' time to address other conditions present in the community as opposed to spending time at CFS at which their services are not essential. This is particularly important given the small number of officers assigned on patrol during any given shift. Sparing these officers from

responding to non-emergency CFS would enable them to remain available and on patrol in the community.

EXAMINING CALLS FOR SERVICE

Alarms

False alarms are a source of inefficiency for police operations. The alarm industry is a strong advocate of developing ordinances and procedures to address police response to false alarms and will work closely with any agency exploring this issue. The 98 percent of alarm calls that are false are caused by user error, and this can be addressed by alarm management programs. During our study period the EPD responded to almost 1,400 alarm calls, or about 9 percent of all community-initiated CFS. The response to the overwhelming majority of these calls is undoubtedly unnecessary and is an inefficient use of police resources.

The City of Edmonds has a false alarm ordinance in its municipal code under 5.20.040 EMC, which regulates false alarms. However, the department lacks a systematic tracking mechanism for enforcement of the false alarm code. We were told that repeated alarms are not frequent and that if an alarm goes several times off over a short period the EPD will contact the owner and address the problem. CPSM recommends that the department examine ways to create a tracking system for enforcement of the false alarm ordinance.

Most false alarm codes typically feature an annual registration fee for the alarm, as well as a fine schedule as a disincentive for false alarms. Communities round the country that impose higher fee schedules experience greater results. Ordinances with nominal fines, such as \$50 per false alarm (as is the case in Edmonds) do not reduce false alarms significantly; however, fees of \$500 to \$1,000 for repeated false alarms appear to have a dramatic effect.

Some communities in the U.S. impose fees of more than \$1,000 for repeated false alarms. At that level there is a strong incentive to ensure that an alarm is working properly. This can save hundreds of hours of wasted time spent on these types of CFS. Similarly, the EPD should analyze the data on false alarm activations. Undoubtedly, a greater level of analysis might reveal useful information. The EPD might be able to identify problematic locations and/or alarm installation companies that are generating a large number of false alarms and work with them to reduce or eliminate future occurrences. Analysis of the data could reveal certain companies that have a poor record of installation. High-frequency alarm violators could be identified and visited by sworn personnel to identify reasons behind the false alarms.

Lastly, some communities are enacting a double-call verification protocol. Under such a program an alarm CFS is verified by the 911 dispatcher with the alarm company before an officer is dispatched to respond. Also, the city should consider making greater use of the data it collects on the false alarms already recorded.

Automobile Accidents

Automobile accidents are another category of call for which the response by a sworn officer is questionable. In the period under observation the EPD responded to more than 750 motor vehicle accidents. Table 5-1 shows that almost 5 percent of community-initiated CFS during the study period were traffic accidents. Those 750 accidents required on average 1.8 officers and took approximately 47 minutes of deployed time. This equates to almost 1,067 officer/hours to handle accidents, most of which were probably routine "fender-benders." Arguably, most of

these calls were administrative in nature and probably did not warrant the response of a sworn police officer.

The department should consider ways to modify its approach to vehicle traffic accidents. Similar to the alarm reduction program, the EPD should take a more aggressive stance towards responding to “property damage only” accidents. Adopting a more aggressive stance towards minor traffic accidents will minimize the number of accidents dispatched to patrol officers.

According to Washington law, if a motorist is involved in a motor vehicle accident in which a person is injured, or there is property damage in excess of \$750, the motorist must report the accident to the state. Police departments across the state have interpreted this regulation as a mandate to respond to every traffic crash and prepare a report. This results in numerous hours spent by patrol officers responding to and documenting traffic crashes.

CPSM contends that this approach is not an efficient use of patrol officer time. CPSM recommends that only a limited number of vehicle crashes require a police response. When a motor vehicle is disabled or blocking the roadway, or there is a dispute between motorists, or one motorist is intoxicated, or other criminal activity is alleged, a police response is required. When the crash is routine and none of those factors are present, the motorist should be advised to prepare the required Washington forms and submit them to the state: no response by the police is necessary.

If a motorist calls 911 to report a minor property-damage-only accident, they should be instructed to exchange information with the other motorist and report the accident to the state as required by law. This process also spares the need for an officer to respond to the scene and keeps them free to perform other, more critical functions. Again, think about the other more productive things that officers on patrol could be doing with 1,067 hours of time as opposed to responding to routine crashes.

Assist CFS

In 2019, the EPD responded to 276 “Assist Fire” CFS, 407 “Assist Medical,” 290 “Assist Other Agency,” and 452 “Assist Public” CFS. Collectively, these categories represented approximately 9 percent of all community-initiated CFS. These categories are used by 911 dispatchers to describe CFS that do not fit into any other type of call. The “Assist Medical” category, for example, largely represents responses to routine medical calls where the officers do little work. Officers are trained in first aid, and can be the difference between life and death in certain types of medical emergencies; however, in most cases their presence is superfluous. Similarly, “Assist Public” calls undoubtedly represent the non-emergency CFS that the police are tasked with handling every day. If a crime is reported, it would be categorized as a crime; similarly, accidents, alarms, disturbances, etc. all have a logical label. When a member of the public calls 911 to report a situation that they think requires the police, but the police dispatcher can't describe it, it goes into this category.

The EPD should examine the exact nature of these CFS and minimize the response to the greatest extent possible. Dispatchers can be trained to triage calls and screen them out before they are dispatched to officers on patrol. Likewise, shift supervisors could be empowered to cancel responses to these types of CFS when they are dispatched to officers. The point here is that the overwhelming majority of CFS in these categories are not police matters and should be removed from the responsibility of the police.

Combined, the categories of CFS discussed above (alarms, traffic accidents, assist calls) made up about 23 percent of all community-initiated CFS handled by the EPD in 2019. This means that

almost one in four community-initiated calls handled by the EPD have the potential to be handled differently or not at all. Reducing the responsibility from handling the inconsequential calls that don't particularly call for a police officer and refocusing on incidents where police officers can have an impact would be an opportunity for improvement. CPSM recommends that from a policy perspective the responses to major categories of CFS be reduced.

The CPSM recommendations presented here do not call for an immediate cessation of responding to these types of CFS. Best practices in American policing indicate that by working in collaboration with stakeholders in the community a dialogue can begin and a critical evaluation of appropriate responses to these types of calls can be started. With community input and approval a decision can be made about the necessity of a police response to these CFS. If the community maintains that a police response is necessary, then the public funds need to be committed to ensure sufficient police personnel are available. Good government and efficient management, however, require that scarce resources be committed only when and where they are absolutely necessary, and this is an area that is ripe for evaluation.

Instead of responding to false alarms, minor fender-benders, conducting routine traffic stops not connected to traffic safety, and responding to frivolous situations, the police could redirect their efforts elsewhere. They could engage the community more actively, and better understand their needs. They could work on building trust, and focusing their efforts on improving traffic safety. There are numerous things that the officers could be doing and make a positive contribution to the Edmonds community instead of responding to CFS where there is no real need for a police presence.

In addition to minimizing frivolous CFS responses, there are other areas where the EPD should monitor and manage more rigorously.

Traffic Stops

Traffic safety is one part of the core mission of any police department. Similarly, complaints about traffic are generally the most frequent kind of complaint that the police receive from the public. Therefore, managing traffic conditions, reducing traffic crashes, and preventing injuries from those crashes are important responsibilities for the police.

During the period studied, the EPD engaged in nearly 3,700 traffic stops. These stops accounted for approximately 42 percent of police-initiated activity. This is an enormous amount of activity, in both sheer numbers and in context of total work, and signifies a very robust approach to traffic enforcement. It is not clear, however, if this enforcement is contributing to any improvement in overall traffic safety in the community. This conclusion was supported later in the report where the Traffic Division is discussed.

In lieu of conventional low-tech, high-touch traffic stops by officers, Edmonds should consider siting traffic speed and red-light cameras on strategic roadways. Communities around the country experience both improved traffic safety as well as increased revenue with the installation of these devices. There are several locations on Hwy 99 that would be ideal for these devices. The implementation of this technology will reduce the number of negative contacts between the police and the public, have a more substantial impact on traffic safety, and increase revenue.

A full discussion about traffic safety is presented later in this report; however, CPSM recommends that patrol officers in the EPD minimize, or discontinue altogether, routine traffic stops. Instead, the EPD should leverage traffic crash data to focus enforcement efforts on the locations deemed most prone to accidents, and towards drivers deemed to be at the highest risk of

causing them. Routine, or random, motor vehicle stops should be discontinued or drastically reduced. Without any direction about where to focus, or for what types of violations, officers are left to conduct this enforcement as their shift permits. It is this type of unfocused traffic enforcement that should be discontinued.

Suspicious Incidents

In 2019, officers in the EPD responded to 3,312 CFS in the category of Suspicious Incident. This category of CFS describes situations where the caller does not see evidence of a crime being conducted, but sees something that is not quite right. Perhaps there was someone walking up and down driveways, or parked in front of their home for an extended period of time. The caller has a suspicion or a hunch that something is wrong. This category represented more than 13 percent of all calls for service.

Based on the approach the EPD takes towards handling calls from the community, undoubtedly all 3,312 of these CFS were answered, and undoubtedly where possible, the officers encountered those suspicious people or vehicles. This is known as an investigative encounter. Some of these encounters might rise to situations where the person is not free to leave. This is known as a "Terry Stop" after the landmark case *Terry v. Ohio*, and also known as Stop-and-Frisk. At this level of encounter an officer would need "reasonable suspicion" that a person was committing a crime. There is a fairly low threshold of information needed for officers to articulate reasonable suspicion. The suspicions don't have to be correct, but they need to be reasonable. These encounters are often fraught with danger and that is why the U.S. Supreme Court gave officers a good deal of latitude to protect themselves during these encounters. These encounters can also be situations where racial profiling can occur. Officers might rely on the "profile" of a typical offender they encounter and use that past information to inform their decisions about future encounters. These types of encounters must be monitored and managed very carefully. With more than one in ten of all calls making up this category, EPD officers likely engage in this type of encounter frequently.

Of the 3,212 CFS for suspicious incidents, there are 1,302 police-initiated CFS in this category. Next to traffic enforcement, this is most common self-initiated form of police activity. In these situations, the police are exercising their broad power and inserting themselves by their own volition, without being called by the public. It is important that these encounters are appropriate, lawful, and conducted professionally. Here too, like the community-driven suspicion, officer suspicion has the potential for racial profiling.

In the case *Floyd v. The City of New York*, the NYPD was found to have engaged in a systemic practice of unlawful *Terry Stops* and racial profiling. In the years examined by the court in the Southern District of New York, the NYPD averaged approximately 600,000 stops. The NYPD has approximately 36,000 sworn officers; therefore, this translates into about 17 stops per officer per year.

In the year being examined here, the EPD responded to 3,312 suspicious persons/vehicle CFS. Surely, not every one of these resulted in a Terry Stop. However, with 58 sworn officers assigned to the EPD, if all of these were stop encounters, it would equate to more than 57 stops per officer per year, or about a three-times greater rate than the NYPD at the height of its unlawful practices. There is absolutely no evidence to suggest that the EPD is engaging in unlawful stop activity or racial profiling, but the point that is being made is that this is a high-risk area that must be monitored and managed carefully.

At a minimum, officers should be documenting these types of encounters, and recording the gender, race, and age of the people stopped and the reasons for the stop. In addition, the EPD should track, analyze and publicly report this information periodically.

Calls for Service Committee

It is recommended that the EPD establish a committee that includes all the principal stakeholders in this process, and which has the responsibility of evaluating the CFS workload with an eye toward recommendations for ways to reduce response to non-emergency CFS. This committee should begin with the categories of CFS discussed here and formulate updated protocols for these assignments. Furthermore, the EPD should develop a policy that records the race, gender, and age of people involved in traffic stops and reasonable suspicion stops in the community.

CFS EFFICIENCY

Further examination of various elements of the CFS and patrol response data also warrants discussion. Data from various tables and charts in the data analysis section of this report provide a wealth of information about demand, workload, and deployment in Edmonds. Several key pieces of information need to be highlighted to demonstrate the effective use of patrol resources in the city. These statistics are found in the data analysis section under Figure 13-2, Percentage Events per Day, by Category; Table 13-6, Primary Unit's Average Occupied Time, by Category and Initiative; Table 13-7, Number of Responding Units, by Initiator and Category; and Table 13-16, Average Response Time Components, by Category. Taken together these statistics provide an excellent lens through which to view the efficiency of patrol operations.

According to the data in Table 13-6, Edmonds patrol units on average take 28.1 minutes to handle a call for service. This figure is on par with the benchmark time of about 28.7 minutes for a CFS, based on our experience. Also, the department, according to Table 13-7, dispatches 1.7 officers per CFS. The number of officers dispatched (like occupied time) varies by category of call, but is slightly higher in the EPD than policing norms of about 1.6 officers per CFS. In other words, the EPD uses slightly less time and slightly more officers to handle a CFS than the average police response of other agencies studied by CPSM.¹

Similarly, according to Table 13-16, response time for CFS in Edmonds averages 11.3 minutes per call in the winter and 11.4 minutes per call during the summer. This is an acceptable response time, which is usually benchmarked at about 15 minutes per call. Response time to "high-priority" CFS is higher than CPSM's benchmark. The EPD averaged 5.6 minutes to respond to a high-priority CFS. This is somewhat higher than the benchmark of 5 minutes.

1. CPSM benchmarks are derived from data analyses of police agencies similar to the EPD.

TABLE 5-2: CFS Efficiency, Edmonds PD Compared to CPSM Studies Benchmarks

Variable Description	Mean	Minimum	Maximum	Edmonds	EPD vs. CPSM Comps
Population	67,745.7	5,417.0	833,024.0	43,152	
Officers per 100,000 Population	201.2	35.3	465.1	134.4	LOWER
Patrol Percent	66.1	32.4	96.8	54.4	LOWER
CFS Rate	1,004.8	2.2	6,894.2	566	LOWER
Avg. Service Time, Police CFS	17.7	8.1	47.7	16.5	LOWER
Avg. Service Time, Public CFS	28.7	16.0	42.9	28.1	LOWER
Avg. # of Responding Units, Police CFS	1.2	1.0	1.6	1.4	HIGHER
Avg. # of Responding Units, Public CFS	1.6	1.2	2.2	1.7	HIGHER
Total Service Time, Police CFS (officer-min.)	22.1	9.7	75.7	23.1	HIGHER
Total Service Time, Public CFS (officer-min.)	48.0	23.6	84.0	47.7	LOWER
Workload Percent Weekdays Winter	26.6	5.0	65.0	54	HIGHER
Workload Percent Weekends Winter	28.4	4.0	68.0	50	HIGHER
Workload Percent Weekdays Summer	28.7	6.0	67.0	54	HIGHER
Workload Percent Weekends Summer	31.8	5.0	69.0	55	HIGHER
Average Response Time Winter	11.0	3.1	32.2	11.3	HIGHER
Average Response Time Summer	11.2	2.4	33.3	11.4	HIGHER
High-priority Call Response Time	5.0	3.2	13.9	5.6	HIGHER

Web-based or Deferred Response

Communities around the country have had good success with directing members of the public to file police reports via the internet. Nonserious incidents and minor crimes can be reported through the EPD’s website without the need for officer response. Currently, the EPD has a robust and well-designed website to support this function. In 2019 there were 147 incidents reported through the online portal, and in 2020 that number increased to 548. The majority of the reported increase (306) was due to the modification of the online reporting system to accept fraudulent ESD unemployment claims. However, even without the ESD claim reports, the department increased the number of its online reports by almost 95 reports. EPD should continue to encourage crime victims to use this online resource and as well attempt to further leverage the use of other online tools. EPD is to be commended for its swift response to using the online reporting tool for fraudulent claim reports.

However, industry experience suggests that citizens still prefer the response of a “live” officer to lodge their complaints. Web-based reporting is not a panacea for reducing non-emergency responses, but an excellent tool, nonetheless. As the public becomes more “tech-savvy” this feature could be used more rigorously.

In addition to the web-based reporting, the EPD could consider staffing a telephone response program to take reports on various categories of CFS. The telephone response or differential response function could deal with past crimes and routine inquiries to the EPD, thus eliminating

the response of a sworn officer. Non-emergency calls, such as past crimes, minor property damage, and harassment, as well as building/area checks, and city ordinance CFS can be handled by this program. Instead of dispatching an officer to these types of calls, the information is deferred (delayed) until a staff member becomes available to respond to the call, or a Community Service Officer deployed, or another enforcement unit responds as appropriate. Dispatchers can record reports for certain categories of non-emergency incidents over the telephone. This process could divert non-emergency calls from the patrol units and thus provide officers with more time to engage in proactive and directed patrols or traffic enforcement duties.

Recommendations:

- Officers should be recording the gender, race, and age of the people stopped and the reasons for the stop. In addition, the EPD should track, analyze and publicly report this information periodically. (Recommendation No. 7.)
- Create a CFS working group to explore potential ways of eliminating workload demands and non-emergency CFS from patrol workload. (Recommendation No. 8.)
- Explore web-based reporting and deferred service responses. (Recommendation No. 9.)

PATROL DEPLOYMENT, STAFFING, AND SCHEDULING

Uniformed patrol is considered the “backbone” of American policing. Bureau of Justice Statistics indicate that more than 95 percent of police departments in the U.S. in the same size category as the Edmonds Police Department provide uniformed patrol. Officers assigned to this important function are the most visible members of the department and command the largest share of resources committed by the department. Proper allocation of these resources is critical in order to have officers available to respond to calls for service and provide law enforcement services to the public.

Deployment

Staffing decisions, particularly for patrol, must be based on actual workload. Once the actual workload is determined the amount of discretionary time is determined and then staffing decisions can be made consistent with the department's policing philosophy and the community's ability to fund it. The EPD is a full-service police department, and its philosophy is to address essentially all requests for service in a community style of policing. With this in mind it is necessary to look at workload to understand the impact of this style of policing in the context of community demand.

To understand actual workload (the time required to complete certain activities) it is critical to review total reported events within the context of how the events originated, such as through directed patrol, administrative tasks, officer-initiated activities, and citizen-initiated activities. Analysis of this type enables the identification of activities that are really “calls” from those activities that are some other event.

Understanding the difference between the various types of police department events and the resulting staffing implications is critical to determining deployment needs. This portion of the study looks at the total deployed hours of the police department with a comparison to current time spent to provide services.

In general, a “Rule of 60” can be applied to evaluate patrol staffing. This rule has two parts. The first part states that 60 percent of the sworn officers in a department should be dedicated to the patrol function (patrol staffing) and the second part states that no more than 60 percent of their time should be committed to calls for service. This commitment of 60 percent of their time is referred to as the *Patrol Saturation Index*.

The Rule of 60 is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is a reflection of the extent that patrol officer time is saturated by calls for service. The time when police personnel are not responding to calls should be committed to management-directed operations. This is a more focused use of time and can include supervised allocation of patrol officer activities toward proactive enforcement, crime prevention, community policing, and citizen safety initiatives. It will also provide ready and available resources in the event of a large-scale emergency.

From an organizational standpoint, it is important to have uniformed patrol resources available at all times of the day to deal with issues such as proactive enforcement, community policing, and emergency response. Patrol is generally the most visible and available resource in policing, and the ability to harness this resource is critical for successful operations.

From an officer’s standpoint, once a certain level of CFS activity is reached, the officer’s focus shifts to a CFS-based reactionary mode. Once this threshold is reached, the patrol officer’s mindset begins to shift from one that looks for ways to deal with crime and quality-of-life conditions in the community to one that continually prepares for the next call. After reaching the saturation threshold, officers cease proactive policing and engage in a reactionary style of policing. The outlook becomes “Why act proactively when my actions are only going to be interrupted by a call?” Any uncommitted time is spent waiting for the next call. Sixty percent of time spent responding to calls for service is believed to be the saturation threshold.

Rule of 60 – Part 1

According to the department personnel data as of May 19, 2021, patrol was staffed by 31 sworn police officers (4 sergeants, 4 corporals, 23 police officers). These 31 of the 57 sworn officers represent 54 percent of the sworn officers in the EPD. Accordingly, there are too few officers assigned to patrol. Currently, there are five vacancies in the patrol squads. Adding these five positions to the mix would result in 36 officers on patrol out of 62 sworn officers in the department, or 58 percent on patrol. In order to bring the personnel allocation into balance there should be an addition of officers to patrol, and/or a reduction/transfer of personnel elsewhere in the department.

This part of the “rule” is not hard-and-fast. Taken on its face, however, this part of the “rule” must be considered when examining the operational elements of the department when staffing recommendations are taken into consideration.

Rule of 60 – Part 2

The second part of the “Rule of 60” examines workload and discretionary time and suggests that no more than 60 percent of time should be committed to calls for service. In other words, CPSM

suggests that no more than 60 percent of available patrol officer time be spent responding to the service demands of the community. The remaining 40 percent of the time is the “discretionary time” for officers to be available to address community problems and be available for serious emergencies. This Rule of 60 for patrol deployment does not mean the remaining 40 percent of time is downtime or break time. It is simply a reflection of the point at which patrol officer time is “saturated” by CFS.

It is CPSM’s contention that patrol staffing is optimally deployed when the saturation index is in the 60 percent range. An SI greater than 60 percent indicates that the patrol personnel are largely reactive, and overburdened with CFS and workload demands. An SI of somewhat less than 60 percent indicates that patrol personnel are optimally staffed. SI levels much lower than 60 percent, however, indicate patrol resources that are underutilized, and signals an opportunity for a reduction in patrol resources or reallocation of police personnel.

Departments must be cautious in interpreting the SI too narrowly. For example, one should not conclude that SI can never exceed 60 percent at any time during the day, or that in any given hour no more than 60 percent of any officer’s time be committed to CFS. The SI at 60 percent is intended to be a benchmark to evaluate overall service demands on patrol staffing. When SI levels exceed 60 percent for substantial periods of a given shift, or at isolated and specific times during the day, then decisions should be made to reallocate or realign personnel to reduce the SI to levels below 60. This is not a hard-and-fast rule, but rather a starting point for discussion on patrol deployment. Resource allocation decisions must be made from a policy and/or managerial perspective through which costs and benefits of competing demands are considered. The patrol saturation index indicates the percentage of time dedicated by police officers to public demands for service and administrative duties related to their jobs. Effective patrol deployment would exist at amounts where the saturation index was less than 60.

The CPSM data analysis in the second part of this report provides a rich overview of CFS and staffing demands experienced by the department. The analysis here looks specifically at patrol deployment and how to maximize the personnel resources of the department to meet the demands of calls for service while also engaging in proactive policing to combat crime, disorder, and traffic issues in the community.

The following figures represent workload, staffing, and the “saturation” of patrol resources during the seasons on which we focused our workload analysis. By “saturation” we mean the amount of time officers spend on patrol handling service demands from the community. In other words, how much of the day is “saturated” with workload demands. This “saturation” is the comparison of workload with available personnel over the course of an average day during the months selected. The figures represent the personnel and demand during weekdays and weekends during two periods—winter and summer—of 2019. Examination of these figures permits exploration of the second part of the Rule of 60. Again, the Rule of 60 examines the relationship between total work and total patrol, and to comply with this rule, total work should be less than 60 percent of total patrol.

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FIGURE 5-1: Deployment and Workload, Winter 2019, Weekdays

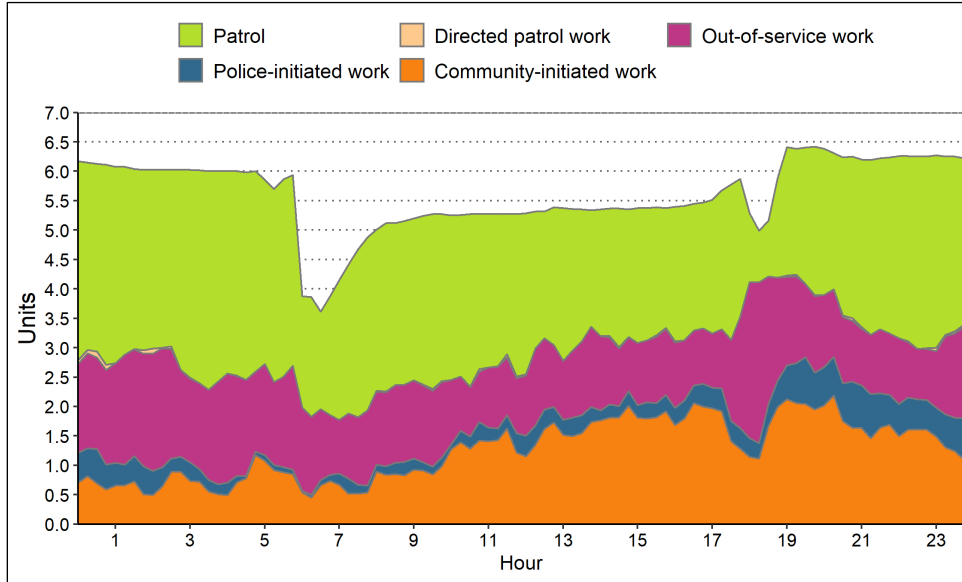
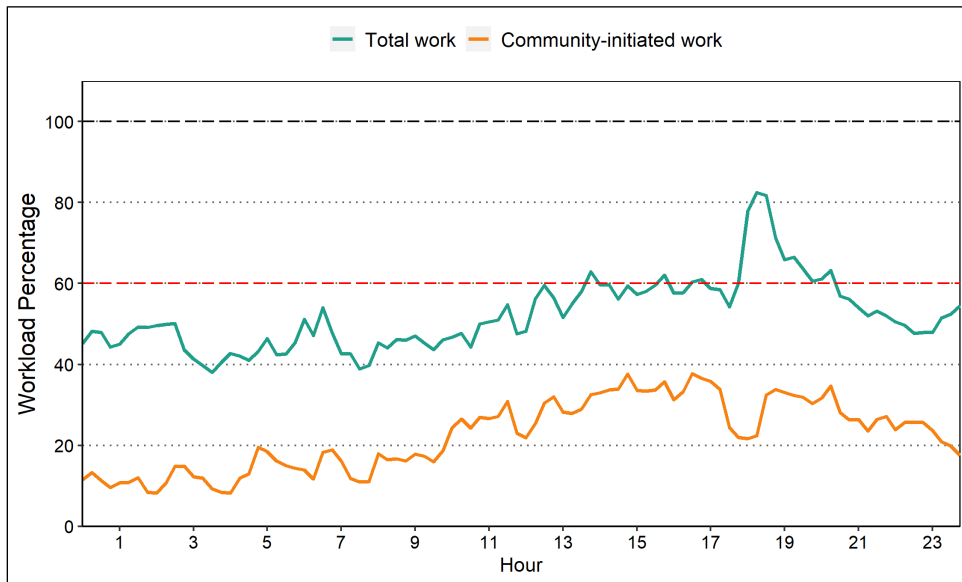


FIGURE 5-2: Workload Percentage by Hour, Winter 2019, Weekdays



Workload v. Deployment – Weekdays, Winter

Avg. Deployment:	5.6 officers per hour
Avg. Workload:	2.9 officers per hour
Avg. % Deployed (SI):	52 percent
Peak SI:	82 percent
Peak SI Time:	6:15 p.m.

FIGURE 5-3: Deployment and Workload, Winter 2019, Weekends

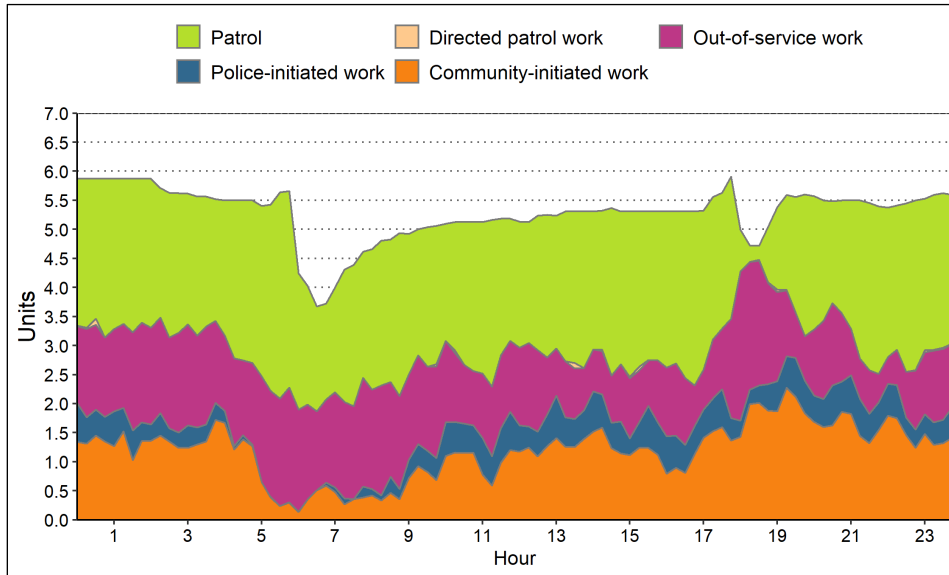
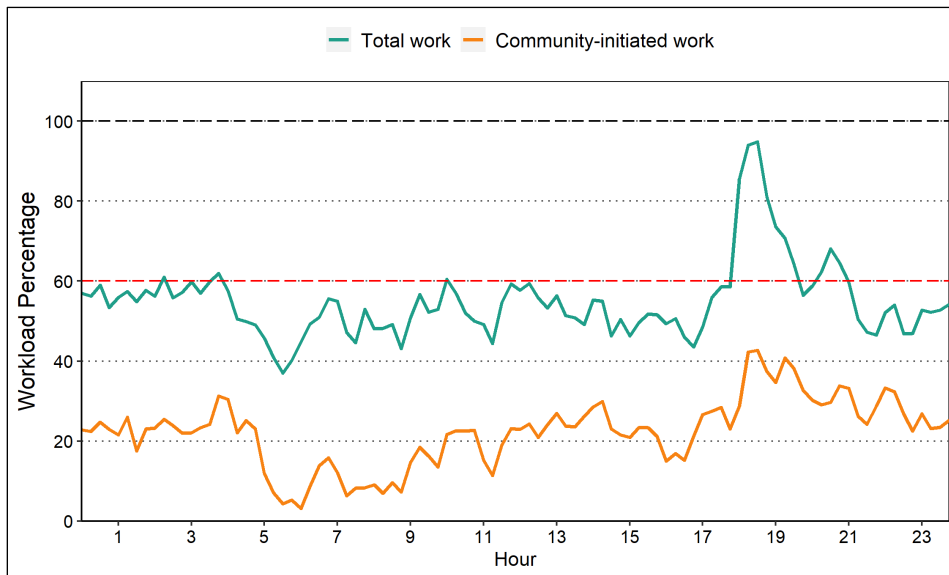


FIGURE 5-4: Workload Percentage by Hour, Winter 2019, Weekends



Workload v. Deployment – Weekends, Winter

Avg. Deployment:	5.3 officers per hour
Avg. Workload:	2.9 officers per hour
Avg. % Deployed (SI):	55 percent
Peak SI:	95 percent
Peak SI Time:	6:30 p.m.

FIGURE 5-5: Deployment and Workload, Summer 2019, Weekdays

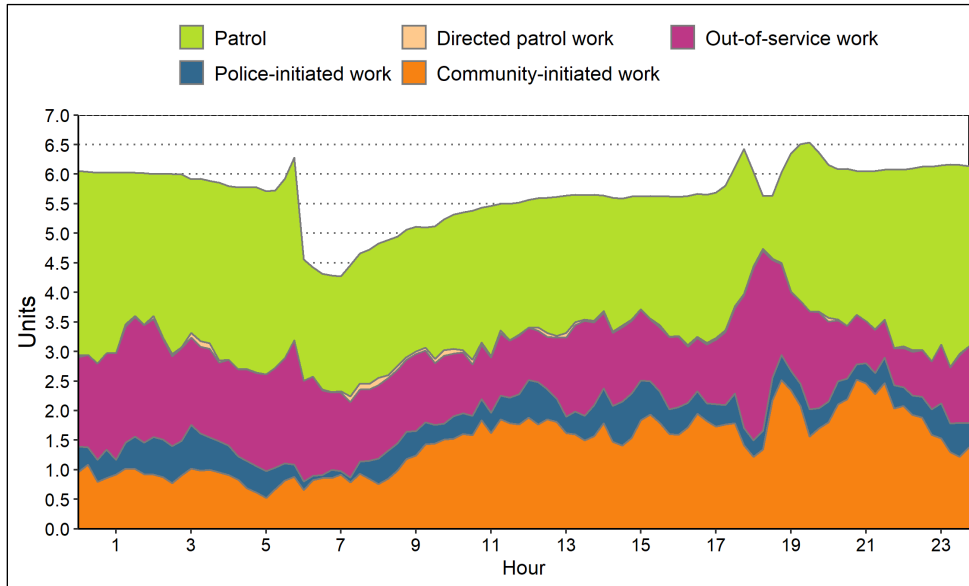
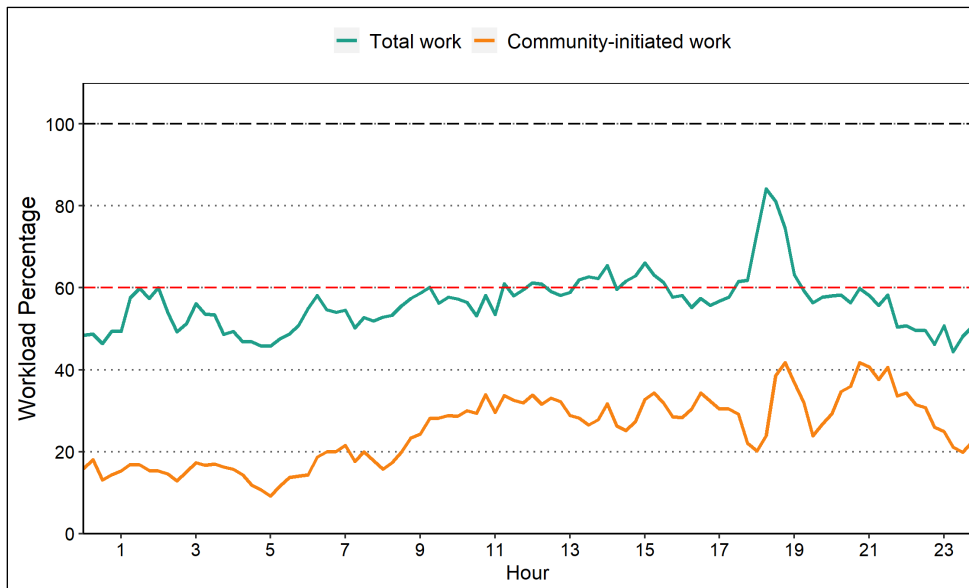


FIGURE 5-6: Workload Percentage by Hour, Summer 2019, Weekdays



Workload vs. Deployment – Weekdays, Summer

Avg. Deployment:	5.7 officers per hour
Avg. Workload:	3.2 officers per hour
Avg. % Deployed (SI):	56 percent
Peak SI:	84 percent
Peak SI Time:	6:15 p.m.

FIGURE 5-7: Deployment and Workload, Summer 2019, Weekends

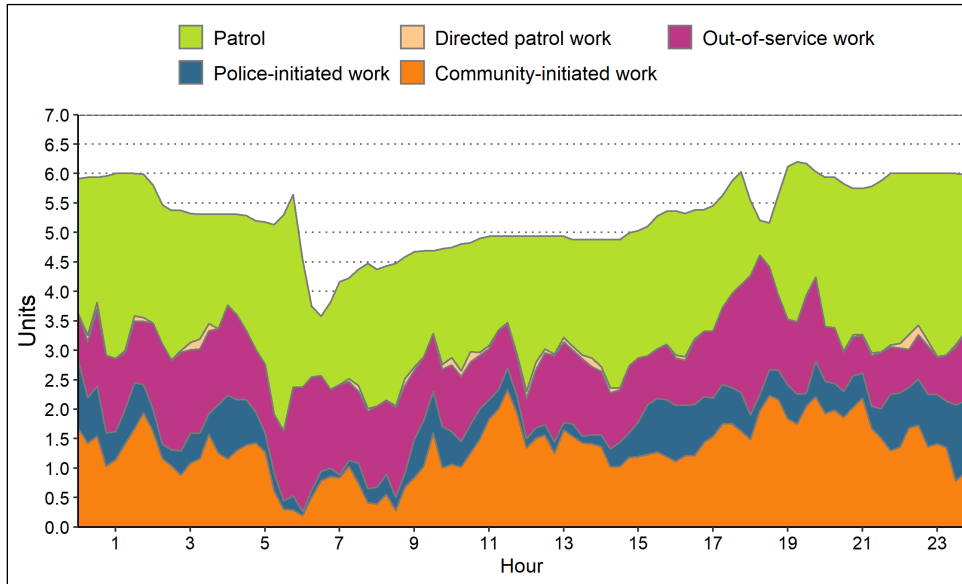
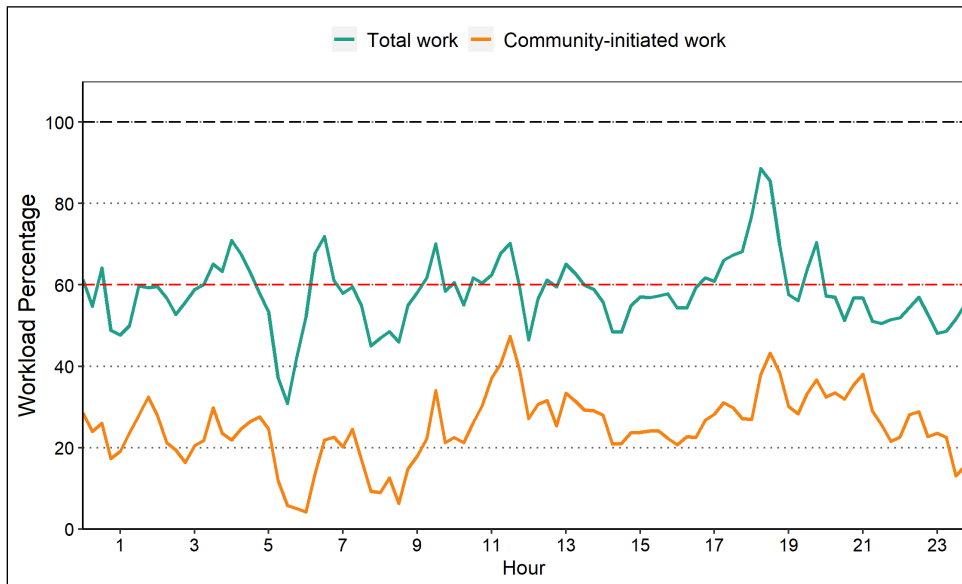


FIGURE 5-8: Workload Percentage by Hour, Summer 2019, Weekends



Workload v. Deployment – Weekends, Summer

Avg. Deployment:	5.3 officers per hour
Avg. Workload:	3.1 officers per hour
Avg. % Deployed (SI):	58 percent
Peak SI:	89 percent
Peak SI Time:	6:30 p.m.

The following table summarizes the workload and deployment in the four periods observed:

TABLE 5-3: Summary of Workload and Deployment

	Winter Weekdays	Winter Weekends	Summer Weekdays	Summer Weekends
Avg. Officers Deployed:	5.6	5.3	5.7	5.3
Avg. Workload (No. of Officers Occupied):	2.9	2.9	3.2	3.1
Avg. Workload as % of Deployed (SI):	52%	55%	56%	58%
Peak SI:	82%	95%	84%	89%
Peak SI Time:	6:15 p.m.	6:30 p.m.	6:15 p.m.	6:30 p.m.

The information in the previous eight figures reveals several important findings and subsequent recommendations about the workload demands and patrol function in the EPD.

The workload demands from the Edmonds community present a typical daily distribution in policing. Call volume is low in the early morning hours and increases throughout the day, then peaks in the evening. The supply of officers also fits an expected pattern consistent with the two 12-hour shifts working throughout the day. Peak workload saturation time appears to be after 6:00 p.m. on both weekends and weekdays in both winter and summer. This is undoubtedly related to the shift change that occurs at 6:00 p.m. As the day shift ends its tour it stops taking CFS, and as the night shift comes on duty, there will likely be a delay accepting assignments. The combination of this probably pushes CFS on hold until the shifts change and CFS can be answered by the oncoming shift.

The average deployment appears sound. There is only a slight drop-off in available personnel from weekdays to weekends. This suggests that time-off requests are managed judiciously.

Officers are occupied by a very high level of out-of-service work. This workload is represented by the purple area in the figures. The time involved with this out-of-service work is categorized in Table 13-12 in the data analysis section of this report; it appears to be linked to activities related to report preparation and other administrative functions associated with patrol. This degree of out-of-service work is one of the highest calculated by CPSM for any of our client police departments. It appears that for every hour of "work" performed to respond to a call from the public, there is an additional hour of work related to out-of-service work. This is a conservative assessment. The prevalence and frequency of these administrative activities is relatively consistent throughout the day and appears on weekdays and weekends in both winter and summer. Therefore, the time spent on these activities is not isolated to a particular shift or time of the day or year but is an elementary function of patrol operations.

Out-of-service work was broken up into three major categories for purposes of calculations: (1) Officers' break times, (2) Detailed-available, and (3) Detailed-unavailable. These out-of-work categories amounted to almost 18,000 incidents. Determining the nature of these incidents and why/how they occur would require more labor-intensive study. To do so it would be necessary to track officers' time would over a lengthy period to determine the rationale for them "going out of service." CPSM recommends the department begin analyzing officers' "out-of-service" time for specific criteria of what the officers actually do when going "out of service." This can occur by closer supervision of the officers' use of "out-of-service" time, and defining what activities should be classified "out-of-service" time. It appears the uses of "out-of-service" time have been

baked into the department's culture as opposed to being defined by policy. CPSM recommends the formation of a committee to analyze the "out-of-service" time used by officers and determine specific details that can be used as "out-of-service" time. This data can also be found on pages 127-132 of the data analysis section.

Oftentimes, policies are promulgated, rules are issued, forms are created, and processes implemented that at the time are appropriate. But as time goes on, these processes remain in place without a clear rationale for them anymore. They are vestiges of past issues of importance, but no one takes the time to discontinue them.

CPSM learned that officers in the EPD take pride in their work and enjoy the reputation of being the most professional department in the region. This reputation was undoubtedly built on complete and thorough report writing and case processing. This also likely translates into officers taking deliberate care and time to complete their work related to CFS.

Similarly, the EPD approaches service demands from the perspective that all CFS, no matter how minor, will receive a response from an officer. We learned that reported traffic crashes, even minor "fender-benders," get a full investigation by EPD officers, which includes photographs, witness statements, etc. CPSM takes the position that the majority of these crashes do not even warrant a response by the police, but in Edmonds they result in full investigations. This requires a commitment of time, a commitment that manifests itself in high levels of out-of-service time to support these responses.

The out-of-service time is also driving another very critical observation revealed by the above figures. The Saturation Index from work in Edmonds is high. Table 5-3 shows that the lowest average workload level occurs during winter weekdays at 52 percent. The figures also illustrate the 60 percent threshold for occupied time is breached several times during a typical day. On summer weekends, for example, the workload is consistently above the threshold during most of the day. This has negative implications for officers on patrol as well as for the Edmonds community.

CPSM recommends that this threshold not be breached. This is because when workload gets too high officers have a tendency to shift their focus from being proactive to being reactive. They do this because they want to be available for calls as they come in from the public, respond to emergencies, and be available to back-up their fellow officers. If service demands from work get too high, officers will not seek out self-initiated activities that will occupy them because they need to be available for other things that might be coming their way.

If the EPD wants to leverage the patrol function to commit to a strategic approach to issues, engage in crime prevention, traffic enforcement, community engagement, etc. it will fail because officers on patrol will not have the time. While it might appear that they have about 40 percent of their time on patrol available, they will not engage in proactive work because they will want to remain available to perform their primary function of responding to CFS. Essentially, with the saturation indexes at the levels reported here, the patrol function is one-dimensional. The focus is on CFS; other strategic priorities will have limited success getting implemented.

Lastly, the officers on patrol will likely report high levels of work and a fair degree of stress from handling the CFS. This stress is amplified by long work hours and long workweeks. Experiencing this level of work for an 8-hour work day would be exhausting, but in Edmonds the patrol shift is 50 percent longer at 12 hours. In addition, working four 12-hour shifts in a row is undoubtedly taxing on the officers. The typical days-off rotation for 12-hour shifts used in policing in the U.S. features combinations of two- or three-day workweeks. It is recognized that after three, 12-hour

shifts in a row, officers are tired. Adding a fourth shift adds to this fatigue. Also, this only accounts for regular work days. Police work oftentimes requires that officers extend their work day to handle situations, process an arrest, complete paperwork, etc. Therefore, a 12-hour day can regularly extend to a 13-hour or 14-hour day.

The information presented above can be used to identify the appropriate level of staffing for patrol. This is determined by examining shift schedules within the context of the service demands illustrated above.

Schedule and Staffing

Taking into consideration the demand for police services and the concept of saturation index, appropriate levels of patrol staffing can be determined. The optimal level of patrol staffing will lead to the modeling of patrol schedules and act as the foundation for the staffing of the entire department.

The main patrol force is scheduled in four, 12-hour shifts. Officers on patrol work four consecutive shifts and then have four consecutive days off. There is no overlap between the start of one shift and the end of the other.

The following table presents the combination of personnel assignments for patrol.

TABLE 5-4: Patrol Strength by Shift

Shift	Squad		Sgt.	Cpl.	PO	Total
Day	Silver	0600x1800	1	1	6	8
Day	Blue	0600x1800	1	1 ²	5	7
Night	Silver	1800x0600	1	1 ³	6	8
Night	Blue	1800x0600	1	1	6	8
Total			4	4	23	31

There are 4 sergeants, 4 corporals, and 23 officers assigned to patrol. There are also 5 vacancies in patrol in the EPD. Under normal circumstances each patrol squad would be staffed with seven officers.

The available literature on shift length provides no definitive conclusions on an appropriate shift length. A recent study published by the Police Foundation examined 8-hour, 10-hour, and 12-hour shifts and found positive and negative characteristics associated with all three options.⁴ The length of the shift is secondary to the application of that shift to meet service demands.

The 12-hour shift poses advantages and disadvantages. On the positive side, the 12-hour shift requires fewer work appearances for officers and supervisors. Presumably, fewer appearances translates into a higher quality of life away from work. From an operational perspective, the 12-hour shift results in a greater percentage of officers working on any given day, thus more officers to deploy toward crime, traffic, disorder, and community issues at any one time. This shift also

2. The Silver-side day shift has an “acting” corporal assigned. This position replaces the corporal who left the shift on May 10th.

3. The corporal assigned to the Silver-side graveyard shift is also a K9 officer.

4. Karen L. Amendola, et al, *The Shift Length Experiment: What We Know about 8-, 10-, and 12-hour Shifts in Policing* (Washington, DC: Police Foundation, 2012).

affords a tight unity of command with supervisors and officers working together each shift. This promotes better supervision and better esprit de corps among employees.

On the negative side, a 12-hour shift configuration with four equally staffed squads results in a constant and fixed level of patrol staffing throughout the day. However, service demands vary, peaking in the evening hours and waning in the early morning hours. With a constant supply of personnel and a variable demand for their services, there will be a continual cycle of either a surplus or shortage of resources. Also, with a four-squad configuration a “silo” effect is often created. The natural rotation of this shift configuration creates four separate squads that do not interact often; this creates personnel “silos.” Similarly, it is difficult to communicate between the “silos” and between the squads and the executive management of the department. Lastly, shifts configured with two 12-hour shifts do not have any overlap. This creates problems as discussed about, particularly in the evening when CFS volume is high. One shift stops taking CFS near the end of their deployment, and the oncoming shift delays taking CFS on the start of theirs. In the EPD’s case, this results in high service demands at the evening shift change.

Due to the inherent problems associated with the shift plan being used in the EPD, CPSM recommends that consideration be given to altering the patrol schedule. The recommended adjustment that follows will help to improve CFS responses and structure patrol staffing in a way that can be more effective at implementing a strategic approach to community conditions.

12-Hour Shift with Community Response Teams

The shift model with considerable potential for the EPD features six 12-hour shifts. There would be four main patrol shifts that would be primarily responsible for handing CFS. Layered on top of these four shifts would be community response teams (CRTs). These teams would work the same rotation of days off and be assigned to overlap the patrol teams during the times when workload demands are highest. The corporal assigned to these teams would be the point-person for driving operations. They would be one step removed from answering CFS and have the supervisory authority to direct officers to work on identified conditions. Personnel assigned to the teams would also be responsible for conducting proactive enforcement, engaging in long-term problem-solving, and acting as a primary resource to the organized community. The officers in each team would be assigned to be the liaison with specific community groups in Edmonds. On a day-to-day basis the CRTs would interact with the organized communities in these neighborhoods, work on their long-term issues, and be available as a team to conduct enforcement operations directed at crime, disorder, and traffic.

The following table illustrates how the Patrol Unit might be organized under this model:

TABLE 5-5: Alternative 12-hour Shift Configuration

Squad	Shift	Sgt.	Cpl.	PO	Total
A	0600X1800	1	1	5	7
B	1800X0600	1	1	5	7
C	0600X1800	1	1	5	7
D	1800X0600	1	1	5	7
CRT-1	1200x2400		1	2	3
CRT-2	1200x2400		1	2	3
Total		4	6	24	34

The allocation presented in the above table assumes that the five vacancies on patrol will be filled, and it would also require two additional corporals. This allocation would permit a more robust implementation of the strategic plans in Edmonds, provide more resources when they are needed the most, and eliminate the problems created by a face-to-face relief during the evening shift change.

Days-Off Rotation

Also, CPSM recommends that the EPD consider altering its shift plan, which requires officers to work four consecutive 12-hour shifts. The department should institute a rotation that limits the number of consecutive days worked, and as well provides for every other weekend off for patrol personnel. Days off under this plan would rotate on a bi-weekly basis. Each squad would have an alternating rotation of two-and-three day, on-and-off combinations. The rotation shown in the following table is commonly known as the "Pitman" schedule. Four squads work opposite each other. Two share the same work hours, and the other two share the same days off. The rotation permits each squad to have every other weekend off. This schedule calls for seven 12-hour shifts per officer over the two-week period. This will result in 84 work hours. This will require the EPD to continue to manage the "Kelly" time as it does now with the current schedule.

TABLE 5-6: Recommended Rotation for 12-hour Shift Deployment

	Day:	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Shift	Sqd	M	T	W	H	F	Sa	Su	M	T	W	H	F	Sa	Su
6X18	A	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
18X6	B	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON
6X18	C	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
18X6	D	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON
12x24	CRT	ON	ON	OFF	OFF	ON	ON	ON	OFF	OFF	ON	ON	OFF	OFF	OFF
12x24	CRT	OFF	OFF	ON	ON	OFF	OFF	OFF	ON	ON	OFF	OFF	ON	ON	ON

Under this model, the sergeants could be tasked with overall responsibility for carrying out the strategic plan of the department and use their resources to reduce crime, disorder, and improve traffic safety as well as provide response to community problems that are unique to their shifts. The corporals on the Community Response Teams would act as the drivers of these initiatives. Considering that many problems are unique to either day or night, the temporal assignment of responsibility, in addition to geographic or spatial responsibility, might make more sense for the EPD. The daytime shifts could focus on traffic, daytime burglaries, park conditions, etc., and the nighttime teams could focus on disorderly bars and clubs, car theft, DUI enforcement, etc. Each shift would have an operational plan and all personnel would be engaged in executing that plan.

Communities around the country are implementing what are known as neighborhood police teams of officers to address community problems. These teams work with the community and other units of the police department and city/state/federal officials to identify and solve community problems. These problems can range from crime, to traffic, to disorder, to schools, etc. Essentially, this approach incorporates the "S.A.R.A" process of community policing (scanning, analysis, response, and assessment) with problem-oriented policing to eliminate community problems.

Recommendations:

- CPSM recommends the formation of a committee to analyze the “out-of-service” time used by officers and determine specific details that can be used and documented, “out of service” time. (Recommendation No. 10.)
- Deploy two additional patrol shifts that overlap the existing two-tour, four-shift patrol schedule. (Recommendation No. 11)
- Consider modifying the days-off rotation for patrol officers. (Recommendation No. 12.)
- Designate the Corporals assigned to all shifts to be the point people to execute crime reduction and traffic safety plans that focus on “hot-spots” and “hot-people.” (Recommendation No. 13.)

TECHNOLOGY ON PATROL

The EPD equips each patrol vehicle with a wide array of technology that is on par with industry standards. Each marked patrol vehicle is equipped with a Mobile Digital Terminal capable of accessing the CAD and RMS systems. Vehicles are also equipped with electronic ticket printers, and officers can access radar and lidar speed detection. Each car is also equipped with a heavy-weapons rack and officers can have such weapons mounted inside the vehicle.

Two pieces of widely used technology are not present in the department: body-worn cameras (BWC) and automated external defibrillators.

In an effort to promote transparency of police operations and foster and improve trust between the police and the community, departments across the country are deploying BWCs on their officers. Although the technology is still spreading, research into the use of BWCs has already shown that officers with BWC use less force, get fewer complaints, and improve the overall satisfaction with police-community encounters (for both the officers and the community). There are grants available through the Bureau of Justice Assistance that can help defray the expense of this equipment.⁵

Patrol vehicles are not equipped with automated external defibrillators (AEDs). AEDs are designed to be simple to use for first responders, and their use is taught in many first aid, first responder, and basic life support (BLS) level CPR classes. The deployment of AEDs in marked police vehicles would greatly enhance the life-saving capabilities of the department. These inexpensive (less than \$2,000 each unit) and easy-to-use devices would be a tremendous asset to the EPD. Their purchase and deployment is strongly recommended; while all patrol vehicles should be equipped with an AED, at least one vehicle on patrol at all times should be so equipped.

Recommendations:

- Deploy body-worn cameras on officers in the EPD. (Recommendation No. 14.)
- Deploy AEDs in as many police vehicles as feasible; at least one marked police vehicle should be equipped with an AED at all times. (Recommendation No. 15.)

5. https://www.bja.gov/ProgramDetails.aspx?Program_ID=115

SPATIAL REPRESENTATION OF DEMAND

The figures presented previously (Figures 5-1 through 5-8) provide a thorough examination of the service demands during different times of the day and week. In addition to these “temporal” demands, it is also possible to illustrate the “spatial” demands on the EPD. Examining the spatial demands permits the exploration of where incidents are occurring.

We generated maps using the CFS data we extracted from the CAD system. The maps are intended to illustrate problem areas in the city using one year of data. The goal in this section is to illustrate problematic locations in the community and the need to develop specific strategies around those locations.

As can be seen in Figures 5-9 and 5-10, there are several distinct incident “hot spots” in the community. It is clear that the several of the commercial and retail areas dominate the responses by officers to both crime CFS and other CFS. This comes as no surprise, as these areas are vibrant and well-traveled parts of the community and presumably would demand a large share of attention from the police department.

Each one of the actual “hot spots” in the community should be the focus of a specific and targeted strategy that aims to eliminate, or drastically reduce, the conditions present at those locations. Undoubtedly, these locations receive the lion’s share of attention from patrol officers in the department, and consideration should be given to formulating a deliberate plan to deal with these locations in a proactive fashion.

CPSM recommends taking a more strategic approach to crime at these locations. The department should create a specific strategic plan for these general locations. All of the operational resources—patrol, investigative, etc.—should be brought to bear on crime and disorder at the identified locations. Shoplifting could just be a simple juvenile prank, or it could be part of an organized ring of retail and identify theft. Police departments across the country are seeing a growing trend of gang involvement in retail and identity theft, as well as auto larceny in the vicinity of commercial hubs. A more coordinated and strategic approach to this condition is warranted. It will have an impact on reducing crime and be a better use of scarce patrol resources. The same approach should be taken for traffic safety. A strategic approach is necessary to deal with the myriad number of issues generated in these areas.

In the area of strategic crime prevention, analysis, and prevention, “hot spot” mapping is generally considered a crude or unartful approach. There are more sophisticated and advanced methods that rely on algorithms and machine learning techniques. Predictive analytic techniques, such as PredPol,⁶ are in use in police departments around the country to drive operations. However, in a community the size of Edmonds, predictive analytic approaches might not be required. The size and scope of crime and criminal offenders are such that officers already have a good working knowledge of the conditions in the community. It’s not necessary to have an algorithm predict that crime will occur at Safeway for example. The “hot spot” maps illustrate the location and now what’s needed is a plan to address problems at that location.

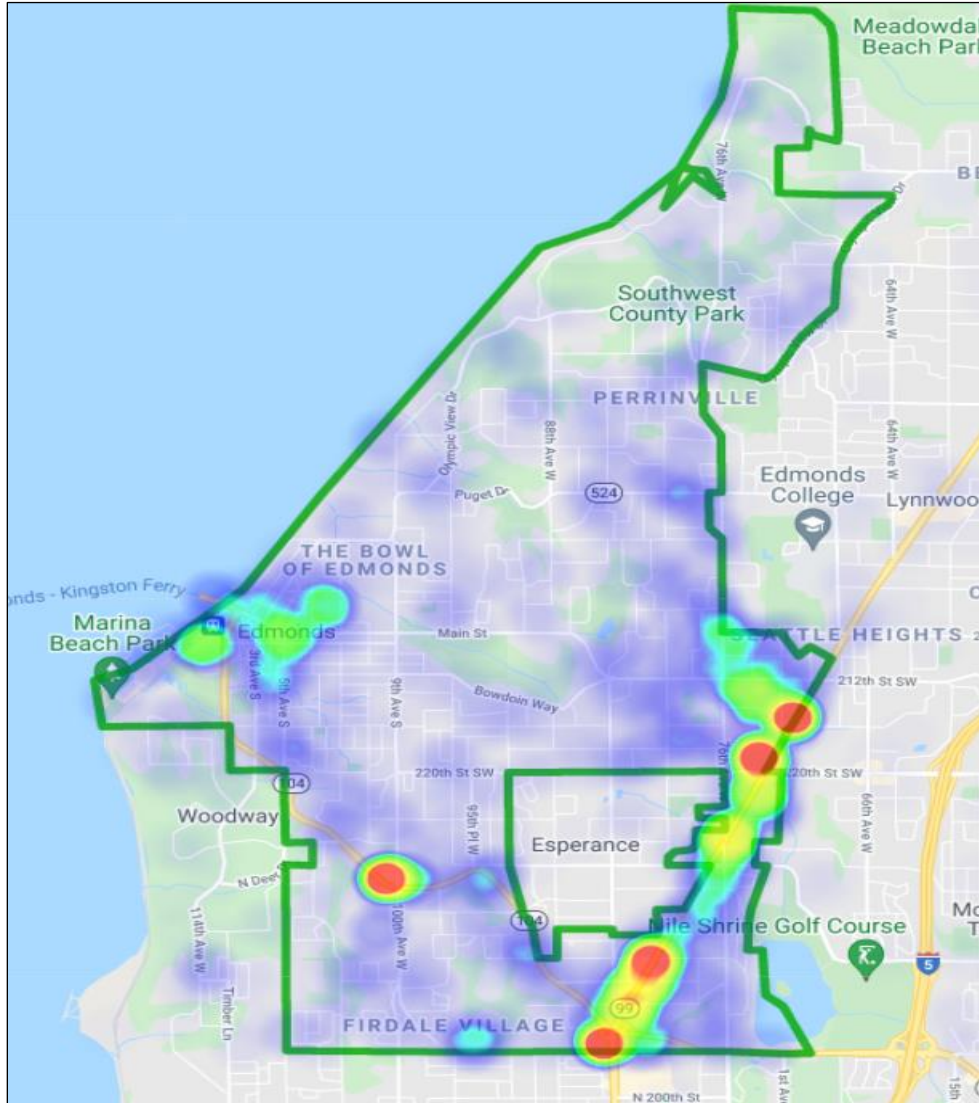
It is also clear that the department pays attention to those locations. The high-frequency traffic accident locations (Figure 5-11) can be compared to high-frequency motor vehicle stop locations (Figure 5-12). From these figures, it can be seen that the department does a good job making traffic stops at the locations where crashes occur more frequently. Highway 99 is a major enforcement area for the EPD.

6. <https://www.predpol.com/>

Making vehicle stops at the hot spots is a good start. Applying visible patrol and traffic enforcement at hot spots is essential. But that is only part of the solution. If officers continue to check the areas and make the stops and the conditions persist, then the effort is somewhat wasted. CPSM recommends that the EPD take a more strategic approach to these issues and enlist resources from the entire department to bring to bear on the problems. This will be discussed in the section related to the Traffic Unit and Special Operations.

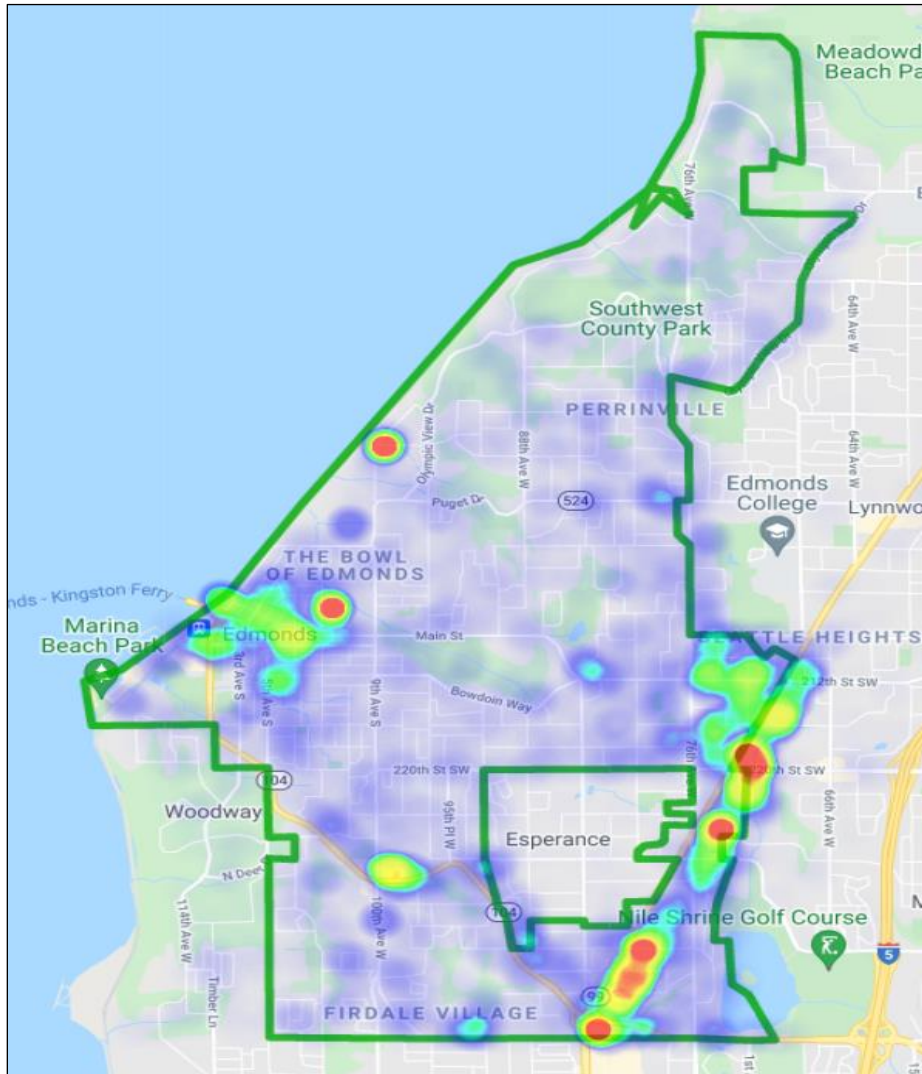
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FIGURE 5-9: Spatial Representation of Crime Calls for Service (CFS)



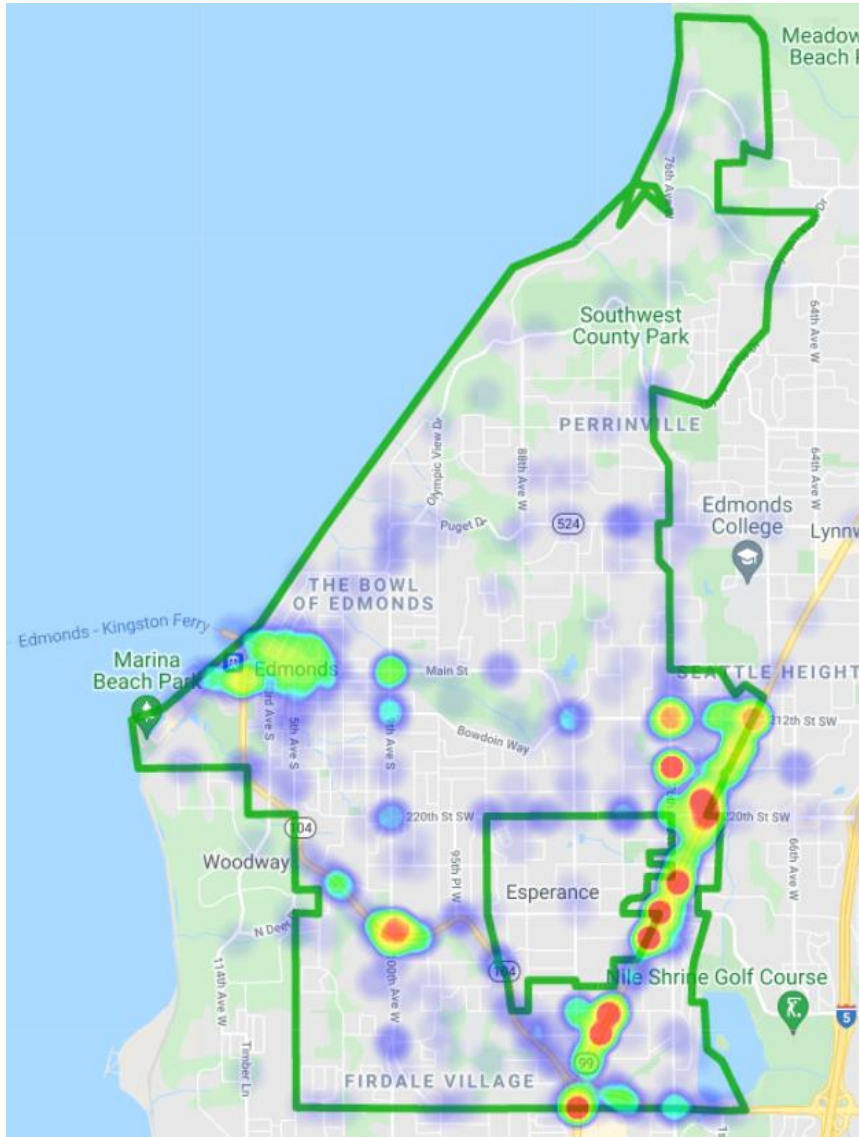
Address	Frequency	Location
21900 HWY 99	134	WinCo Foods
23632 Hwy 99	107	Safeway Grocery
21601 76 th Ave W	71	Swedish Hospital
8431 244 th Street SW	65	Denny's
10117 Edmonds Way	44	Goodwill
21558 Highway 99	42	Value Village (closed)
250 5 th Ave N	33	EPD HQ
22519 HWY 99	30	Big Foot Java
24111 Hwy 99	29	Doces Mall
160 W Dayton St	21	Harbor Square Athletics

FIGURE 5-10: Spatial Representation of Community-Initiated CFS



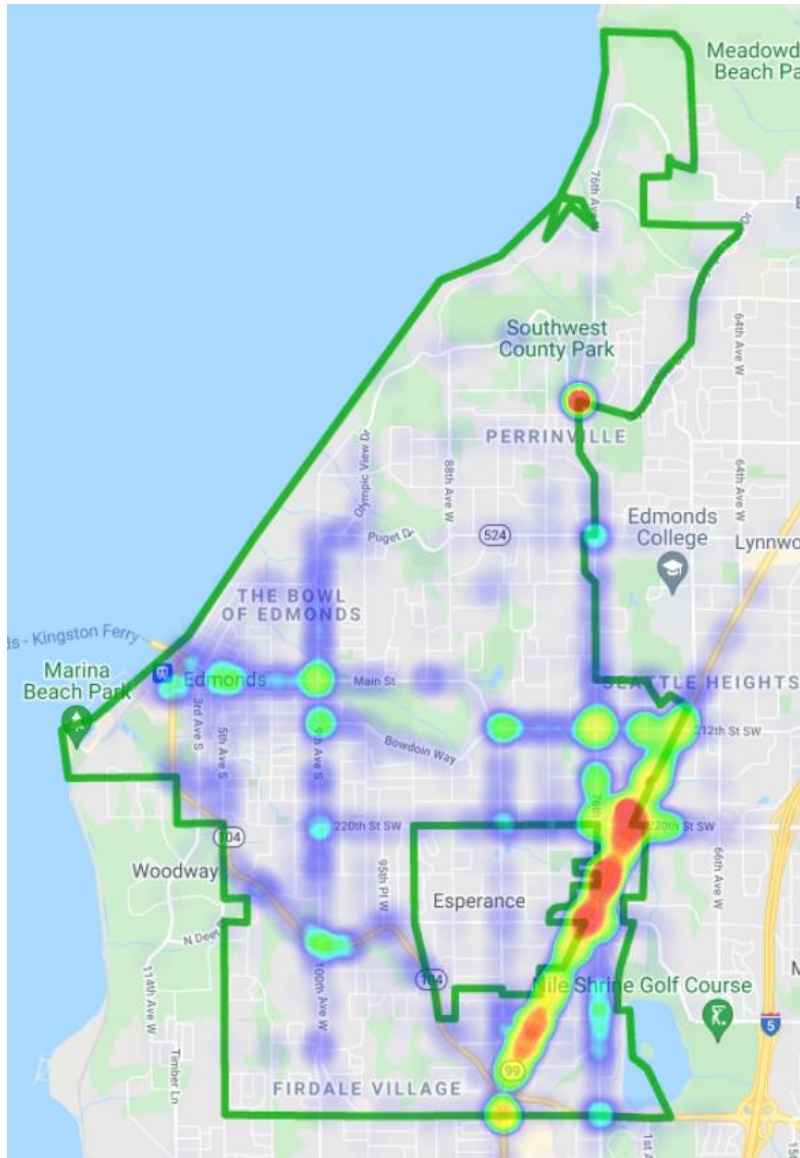
Location	Frequency	Location
21601 76 th Ave W	418	Swedish Hospital
23632 Why 99	306	Safeway Grocery
310 6 th Ave	304	Boys and Girls Club
21900 Hwy 99	303	WinCo Foods
250 5 th Ave	204	EPD HQ
8431 244 th St	148	Denny's
19107 Ocean Ave	138	Residence
22511 Hwy 99	121	99 Ranch Market
Hwy 99 and 220 th St	120	Intersection
21558 Hwy 99	102	Doces Mall

FIGURE 5-11: Spatial Representation of Motor Vehicle Accidents



Location	Frequency
220th St SW and Hwy 99	38
22515 Hwy 99	22
21900 Hwy 99	20
238th St SW and Hwy 99	13
21601 76th Ave W	13
244th St SW and Hwy 99	12
228th St SW and Hwy 99	12
23632 Hwy 99	12
230th St and Hwy 99	10
212th St SW and Hwy 99	9

FIGURE 5-12: Spatial Representation of Motor Vehicle STOPS



Location	Frequency
21900 Hwy 99	75
244 th St SW and Hwy 99	64
220 th St SW and Hwy 99	60
23600 Block Hwy 99	59
76 th Ave W and Olympic View Dr	44
22400 Block Hwy 99	39
228 Hwy 99	32
238 th St and Hwy 99	27
22700 Blk Hwy 99	26
22515 Hwy 99	25

No additional personnel resources are required to accomplish the mission described above. An impactful proactive enforcement strategy can be accomplished by leveraging the shift supervisor's authority. Strong consideration should be given to developing a more robust intelligence function that would analyze both crime and traffic data to support patrol and investigative efforts. This function should be responsible for both crime prevention and traffic safety strategies by working closely with the community AND targeting the "hot spots" and "hot people" identified through a robust intelligence function. Traffic safety provides a good illustration of this approach.

SPECIAL OPERATIONS

The EPD deploys a Special Operations Unit under the command of the Assistant Chief for Field Services. This unit is supervised by one sergeant and is responsible for traffic enforcement in the community. There are two officers assigned to this unit. One is a "motor officer" who works day shift and conducts traffic enforcement on motorcycle. The other officer works a modified night shift (1700x0500) and is responsible for DUI enforcement. Both officers work the standard 4-on-4-off rotation but straddle the Blue and Silver shifts and work two days on each. The unit currently has two vacancies, one each on the day and night shift. The full complement of the Special Operations Unit would have one sergeant and four officers, with the four officers essentially providing around-the-clock coverage. The general mission of the unit is enforcement, and traffic officers are expected to respond to and process the crash scenes and paperwork related to all traffic crashes reported in Edmonds when they are on duty.

Traffic Enforcement

Traffic safety is one part of the core mission of any police department. Similarly, complaints about traffic are generally the most frequent kind of complaint that the police receive from the public. Therefore, traffic conditions, reducing traffic crashes, and preventing injuries from those crashes is an important responsibility for the police.

Every accident that can be prevented can save the community thousands of dollars in damages and liability. The department should embrace the mission of reducing accidents, reducing injuries, and saving lives through enforcement, education, and roadway improvement through engineering. Collectively, these are referred to as the "Three E's" of traffic safety.

From an enforcement perspective the EPD has a very high level of traffic stops. Data from Table 5-1 shows a substantial number of traffic-related CFS. In addition, the graphics on spatial activity indicate these stops are being conducted in the right places, but they could also be expanded to other areas of the community.

Sheer volume of enforcement, however, is not enough to improve traffic safety. In general, this enforcement should be focused on the drivers most at risk of accidents, at crash-prone locations, for violations of the law that are deemed to be causing those accidents. In other words, random, or unfocused vehicle enforcement is inefficient; however, a targeted approach can yield substantial gains towards traffic safety.

An opportunity exists to leverage the robust enforcement already being conducted in Edmonds towards a more focused approach to traffic safety. CPSM recommends that traffic safety become an integral part of the strategic plan for all patrol officers. The Traffic Unit, under the leadership of the sergeant, should coordinate the efforts in this area and leverage the efforts of the entire patrol function. Using personal injury accidents as the outcome measure, the EPD

should embrace a comprehensive approach focusing on the “Three E’s”: Enforcement, Education, and Engineering.

Enforcement should continue to be focused at high-frequency crash locations. In addition, the EPD should maintain a list of high-risk drivers (repeat DUI, etc.) and target these individuals for enforcement.

Traffic safety education and accident awareness should be developed more strategically by the EPD. Again, if the department were to target at-risk drivers (high school students for example), safe driving courses could be developed and delivered to these individuals. The EPD could also consider deploying variable message signs at high-frequency crash locations to warn motorists about the dangers present in the area. The city might consider traffic safety education instead of monetary fines for first-time violators from high-risk groups. Communities around the country are benefiting from offering such educational programs to reduce accidents and injuries.

Lastly, the city’s Public Works Engineering Department could work with the EPD to explore roadway redesign and signage. Making engineering changes to existing roadways is a challenge. Many roads are controlled by the state and making changes to county and city roads can be expensive and take a lengthy amount of planning. However, sometimes simple adjustments such as signage can be effective. Speed and red-light cameras have also been shown to be effective at reducing accidents. Private companies can be retained to assist with the administration of a camera enforcement program; such a program can provide low-cost and effective measures to reduce accidents.

CPSM is not an advocate of one method over another. The point is that traffic accidents need to be looked at from a strategic perspective with goals and plans identified and communicated throughout the department.

During the period studied, the EPD engaged in more than 3,600 traffic stops. These stops accounted for approximately 15 percent of all CFS handled by the department and about 42 percent of all police-initiated activities. This is an enormous amount of activity in both raw numbers and in the context of total work; the activity signifies a very robust approach to traffic enforcement. It is not clear, however, if this enforcement is contributing to any improvement in overall traffic safety in the community.

From an enforcement perspective the EPD appears to be doing an excellent job, with more than 3,600 traffic stops per year. Interestingly though, data from 2018 through 2020 show that the stops do not appear to have had an impact on the frequency and prevalence of traffic crashes. In 2020, the volume of traffic was reduced because of COVID-19 restrictions, therefore data from that year should be interpreted with caution. However, from 2018 to 2019 there were about the same number of accidents year-over-year, and a reduction of just 15 injuries from 2018 to 2019. It seems that enforcement alone will not improve traffic safety and a more focused approach could be taken in which at-risk drivers and at-risk locations are the targets.

TABLE 5-7: Traffic Crashes in Edmonds, 2018 Through 2020

	2018	2019	2020
Fatalities	1	1	0
Injuries	192	177	115
Crashes	707	701	499

Under this approach traffic safety would become part of the strategic approach of the entire department. Patrol officers would need the traffic intelligence to focus their enforcement activities. In order to accomplish this CPSM recommends several organizational changes and a different strategic approach.

First, CPSM recommends that the personnel assigned to the Special Operations Unit get removed from their current shift assignments. The sergeant and motor officer on day shift should be assigned as a team and have a flexible work schedule and variable days off. CPSM also recommends that this newly constituted traffic team reduce their shift hours to a 10-hour tour instead of the current 12-hour tour. The purpose of this altered schedule is to remove them from the ordinary patrol shift rotation to minimize their role in responding to CFS; this will enable them to concentrate on targeted enforcement, develop and implement educational programs, and work with the city Traffic Engineer to improve roadway design. The officer on night shift would be reassigned to regular patrol.

Next, and most importantly, the newly constituted traffic team should embrace a paradigm shift for their operations. They should evolve away from such an intense focus on enforcement and develop the education and engineering aspects of traffic safety. In addition, they should begin developing a strategic traffic safety plan. The general foundations of this plan already exist and they should amplify this plan throughout the department.

Currently, the traffic sergeant works closely with the city 's Street Department and Traffic Engineer. The work improving the area at 5th Avenue and Main Street is a good example of this approach. The fountain sited in the middle of the intersection was apparently misinterpreted by motorists as a traffic circle and this jeopardized pedestrians when motorists failed to stop. The department worked with the Traffic Engineer to enhance signage at the location for more visible awareness of the stop signs. This approach should be used at every problematic intersection in the community.

In addition, the traffic sergeant identifies "traffic emphasis areas" in the community. These areas are identified by analyzing crash data as well as by complaints received from the community about specific locations. The sergeant will identify these locations and notify the patrol officers to target these locations for enforcement. This is an excellent approach that needs to be expanded.

The EPD deploys officers on patrol to three specific beats. In general terms, Beat 1 is the downtown, "bowl" area; Beat 2 is the area around Highway 99; and Beat 3 is the northern residential part of Edmonds. Based upon traffic data analysis and community complaints, each beat should have at least one designated "traffic emphasis area" each month. Officers on patrol should be expected to conduct enforcement at these areas. This enforcement should be targeted at the specific offenses that are contributing to the crashes in the first place. Routine, or random, enforcement should be avoided. Instead, a targeted approach should be taken. In addition, the traffic team and patrol officers should work to educate the community about these locations and work with the city departments to improve the engineering at these locations to improve safety.

Traffic safety could be a good opportunity for EPD personnel to engage the organized community by attending meetings to deliver traffic safety information. As the EPD embraces community engagement as part of its strategic approach to public safety, traffic education and safety should be a natural part of that approach.

Part of the traffic safety strategy must also include careful attention paid to the demographics of motorists stopped. Not only is it important that enforcement be focused, it must be free from

discrimination and bias. The EPD should begin to record the gender, race, and age of every motorist stopped in the city. An analyst would then be responsible for collating, analyzing, and reporting on the demographics of motorists stopped. This information should also be analyzed for patterns and trends to identify any racially disparate stops. The information should also be publicly reported on at least an annual basis.

It should be noted that any change to accident responses would need to stay in compliance with Washington State Accreditation Standards.

Recommendations:

- Create a Traffic Safety Team in the EPD consisting of one sergeant and one police officer. (Recommendation No. 16.)
- Reassign the late shift traffic DUI officer to regular patrol. (Recommendation No. 17.)
- Develop a Traffic Safety Plan. (Recommendation No. 18.)
- Employ the Three E's of traffic safety throughout the department. (Recommendation No. 19.)
- Minimize random and routine traffic enforcement and focus on those locations of high frequency accidents. (Recommendation No. 20.)

STREET CRIMES UNIT

To support operations and crime reduction initiatives in general, the EPD deploys a Street Crimes Unit (SCU). According to the EPD personnel roster, one sergeant and two officers are assigned to the SCU. These individuals are assigned to work 12:00 p.m. to 12:00 a.m. and they follow the current 4-on-4-off rotation schedule. They also regularly alter this schedule to respond to conditions as they arise in the community. The unit conducts operations in uniform, patrolling in unmarked vehicles.

The SCU is tasked with addressing current and emerging crime trends in the city. Efforts in this regard include targeting high-crime locations and problematic hotels along Hwy. 99. The unit also develops intelligence to obtain and execute search warrants. It searches for people wanted for arrest by detectives, and participates in joint operations with officers on patrol. Personnel are permitted to conduct plainclothes operations on a limited basis, but do not do undercover narcotics operations. Team members do cultivate confidential informants to assist in low-level and short-term criminal investigations. The unit also deploys technology effectively by installing pole-cameras at critical locations and has access to additional technology through the Washington State Narcotics Investigators Association.

Inspection of the unit's activity for 2019 and 2020 reveals a wide-ranging and prolific approach to enforcement. The unit made 123 arrests in 2019 and 139 arrests in 2020. The charges filed in these arrests illustrate the broad purpose of this unit. There is a concentration on narcotics activity; a diverse amount of other serious criminal offenses from burglary, theft, and assault; and an additional focus on apprehended people with warrants as well as others wanted by other jurisdictions. With only three sworn officers assigned to this unit the activity is impressive.

The nimble (varying days and times of deployment) and versatile (varying enforcement focus) deployment make this unit indispensable to the EPD. It appears that they are the "go-to" team for addressing crime and community disorder. Conducting effective enforcement operations at this level with a unit of this size, however, is challenging. Such an operation would typically

require more than three officers. In light of these limitations, however, the SCU has been able to conduct limited enforcement operations that have yielded impressive results.

In order to accomplish the mission described above, additional personnel resources are required. An impactful proactive enforcement strategy cannot be accomplished with three sworn officers. At a minimum, an additional officer should be assigned to this team. Ideally, a team of this nature would be most effective with one sergeant and five officers. However, the size of the EPD might not be able to support this allotment. Nonetheless, the department currently lacks the robust capacity needed in this area and strong consideration should be given to increasing the staffing of this proactive enforcement team. Officers assigned to this team would be responsible for both crime prevention strategies by working closely with the community AND would target the "hot spots" and "hot people" identified through a robust intelligence function.

To support criminal investigations and crime reduction initiatives in general, the EPD should conduct more thorough and more rigorous crime analysis and criminal intelligence gathering. Currently, this function is largely absent in the organization. Crime analysis and criminal intelligence are often conflated and thought to be the same thing. To put it in economic terms, crime analysis is analogous to counting your money, and criminal intelligence is how you spend and invest it. Combining the two disciplines can provide a more accurate picture about where and when crime is occurring, and what to do about it. A police department needs to do both and there is an opportunity in the EPD to improve in this area.

From a mission perspective, CPSM recommends that SCU should be deployed armed with intelligence and crime data, along with an in-depth knowledge of current criminal investigations. They should be targeting "hot spots" and "prolific" offenders. Developing intelligence from data and from the community should be the responsibility of one investigator in the EPD. The Criminal Intelligence Officer (CIO) is a position that the EPD should develop; that position should be assigned to the SCU. To facilitate this approach, CPSM also recommends that a Crime Analyst position be staffed in the EPD. This analyst would be responsible for crime analysis for the entire department, not just for the SCU. However, the analyst would work closely with the CIO embedded in the SCU to provide the unit with the information and intelligence needed to support their operations. The CIO would work with the crime analyst to understand patterns and trends and work to develop intelligence information from confidential informants and other community sources to identify criminal offenders

The crime level and nature of the community in Edmonds are such that the absence of criminal intelligence is not critical. The relative safety and homogeneity of the community make it possible for the officers to know and understand the crime trends without the support of sophisticated analysis. However, Edmonds is within the greater Seattle area and the crime problems of the metro area often spill into Edmonds. Anecdotal accounts from EPD personnel indicate that most of the prolific offenders that commit crimes in Edmonds do not reside in Edmonds. Although this was not verified, it stands to reason that close proximity would generate criminal activity.

The CIO could be responsible for preparing strategic crime analyses and trend reports, monitoring and tracking high-propensity offenders, developing and managing crime prevention programs, securing search warrants, training department personnel, making community and media presentations, exchanging crime information with surrounding agencies, and initiating proactive crime-solving strategies.

An additional area of responsibility for the CIO could be debriefing prisoners. Every day people are arrested, booked, and processed by the EPD. These individuals are potentially an enormous

wealth of information about the criminal activities in the community. Yet no one in the EPD speaks to them in a focused way to elicit this information. The CIO should have primary responsibility of not only interviewing (debriefing) prisoners processed by the EPD, but also teaching other officers how to conduct an effective prisoner debriefing. Additionally, it would be the CIO's job to develop the questions and areas of inquiry to be broached with the arrested individuals. Keep in mind, the debriefing is not an interrogation about the particular crime the person is arrested for, but about other information they might know about. For example, who is selling drugs, where is stolen property "fenced," who is responsible for the most recent robbery or assault, do you know anyone that steals cars, etc. Asking these types of questions can produce valuable information, but if they are never asked, nothing can be learned.

Although the unit appears to be a highly functional, productive unit, statistical data should be captured, tracked, and analyzed to ensure their effectiveness in the areas they have targeted.

This is an area of importance for the EPD. Consideration should be given to establishing an effective crime analysis and criminal intelligence function.

Recommendations:

- Add one additional police officer to the SCU. (Recommendation No. 21.)
- Designate one member of SCU as the CIO and task that position with the responsibility to develop criminal intelligence that can direct enforcement actions. (Recommendation No. 22.)
- Staff a Crime Analyst position in the department to coordinate information and intelligence sharing with the SCU. (Recommendation No. 23.)
- Develop a process to debrief prisoners in EPD custody. (Recommendation No. 24.)
- SCU should be keeping data and tracking the crime in areas in which they have focused to determine if the unit is being effective in its assigned mission. (Recommendation No. 25)

SWAT

The EPD participates in the North Sound Metro Regional Special Weapons and Tactics (SWAT) team. This is a multi-agency effort comprised of police officers from 11 departments in the area (Edmonds, Lynnwood, Mukilteo, Lake Forest Park, Kirkland, Redmond, Monroe, Bothell, Briarwood, Mount Lake Terrance, and Mill Creek). There are four officers from the EPD on this 30-officer team. This is a part-time assignment for members of the EPD; the commander is a sergeant from Lynnwood. The members assemble regularly to train and respond to critical incidents when required. The cities have an operational Memorandum of Understanding and policies in place to govern the administration and operation of the team.

The team responds to numerous critical incidents each year. Primary activities include assisting the departments in the region when executing search and arrest warrants, "buy and bust" narcotics operations, and high-risk surveillance. When the SWAT team is requested by any participating department the entire team is mobilized and responds. Members must remain alert and on-call and be prepared at a moment's notice to respond to high-risk incidents. Team members are required to train two days each month, with one firearms training day and one tactical training day, a practice that conforms to the National Training Officers Association standards.

The benefits to the EPD and the Edmonds community through participation on this team are invaluable. Personnel that are highly proficient in tactical operations can leverage those skills to improve responses to critical CFS that are handled every day. Armed with this tactical “mindset” officers can engage in de-escalation techniques, crisis communications, and tactical deployment to mitigate the use of force and prevent incidents from escalating to more serious encounters. This “mindset” can migrate to regular officers on patrol. One member of the EPD serves as an “assistant team leader” and participates as a decision-maker on training topics and tactical issues, such as use of force and de-escalation. These skills are fungible and applicable to routine patrol situations as well. In other words, the sergeant develops these at a high level for SWAT use, but then brings them back to the EPD for diffusion throughout the department.

All indications point to a well-managed and important law enforcement asset that provides a value-added capacity to the EPD. At the same time, there is an opportunity to improve the operations of this team. CPSM recommends that SWAT team participants be assigned a take-home department vehicle. Team members are responsible for being on-call and responding to crisis situations at all times. Rapid response to these incidents can sometimes mean the difference between life and death. The use of an emergency vehicle for this purpose, and not their own personal vehicles, would be more effective and would recognize the important contribution these officers make to the department and to all the communities in the region.

Recommendations:

- Continue to participate in in the North Sound Metro Regional SWAT. (Recommendation No. 26.)
- Equip members of this team with take-home department vehicles. (Recommendation No. 27.)

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SECTION 6. DETECTIVE UNIT

The Detective Unit operates under the command of the acting Assistant Police Chief of Support Services. Over the past year the Edmonds Police Department has had to shuffle staff members into acting positions in which a supervisor may be assigned to another component in the department for a time period of up to six months. The Detective sergeant is now the acting Assistant Police Chief of Field Services. The Detective sergeant position is now an acting position being filled by the corporal in the Detective Unit. This movement results in instability of supervision as well as supervisors having multiple roles in the department. Furthermore, any acting position has a duration of only six months and then another department member has to be selected for an acting position. This is a very unsound approach in the management of a police department. Role responsibilities are unclear and as well as career paths become uncertain. CPSM recommends that this issue be addressed immediately to bring stability to the department.

STAFFING LEVELS AND ASSIGNMENTS

CPSM interviewed the acting Assistant Police Chief for Field Services (the prior Detective sergeant), the acting Detective Sergeant (the prior Detective Corporal), and all detectives. The acting Detective Sergeant is responsible for the overall operations and day-to-day supervision of the unit, but he confers with the acting Assistant Police Chief of Field Services (former Detective Sergeant). The acting Detective Sergeant served in patrol from 2006 to 2020. In February 2020, he was transferred to the Detective Unit to serve as a corporal. In April 2021 he became acting Detective Sergeant. The acting Detective Sergeant works Tuesday through Friday, from 0630 to 1630 hours. Detectives work either Monday through Thursday or Tuesday through Friday, from either 0600 to 1600 hours, 0700 to 1700 hours, or 0800 to 1800 hours. Detectives receive a four percent salary incentive when assigned to the position. Detectives assigned to the South Snohomish County Narcotics Task Force, Joint Terrorism Task Force, and up to two detectives on the SMART Team can take home a vehicle.

For five of the detective positions the department has a rotation policy of five years with the ability to reapply for a two-year extension based on performance. The remaining Detective position has a rotation policy of 18 months because it is a position designed to be a job enrichment program for patrol officers to have an opportunity to work as a detective for a designated period of time. Members can reapply for this position. This is an excellent succession planning program and should be continued so as to enhance the development of patrol officers and groom future investigators for the unit.

The following table illustrates the Detective Unit's staffing levels for FY2020–21. It should be noted that there are no civilian administrative assistants assigned to the Detective Unit.

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TABLE 6-1: Detective Unit Authorized Staffing Levels for FY2020–21

	Authorized	Vacancies	Actual
Sworn Personnel			
Assistant Chief of Support Services	1 (Acting)		1
Sergeant	1 (Acting)		1
Corporal	1	1	0
Detective	6	1	5
Sworn Total	9	2	7

Source: Edmonds Police Department.

CASE MANAGEMENT

Case management is a significant factor utilized by a department in the management of its investigative function and resources. CPSM examined the case management practice of the Detective Unit and found the practice to have a sound approach and which provides excellent service to the community. CPSM was provided an outline of the Edmonds Police Department current case management process. Misdemeanor cases are typically assigned back to the originating patrol officer whereas felony cases are assigned to the Detective Unit.

The records management system utilized by the Detective Unit is LERMS, the RMS module of New World system. The LERMS system enables the acting sergeant to track case assignment to a detective, date case was assigned, progress of the case, how long the case has been opened, and the number of cases being assigned and investigated by each detective. The acting sergeant determines how long a case should remain open after assignment. Typical cases have a timeline of 30 days; complex cases have a longer timeline and are monitored by the acting sergeant.

Chapter 600 in the department policy manual, Investigation and Prosecution, outlines the process for case assignment. All cases are reviewed by the acting Detective Sergeant for solvability factors. If any of the following solvability factors are present, the sergeant will assign the case to a detective. The policy describes solvability factors as including:

- Suspect is arrested.
- Suspect is named or unknown.
- Suspect is identified.
- Suspect can be located.
- Suspect vehicle can be identified.
- A major injury or dangerous felony.
- The crime is a community sensitive nature.

Additionally, the department considers conditional solvability factors when assigning a case to a detective for follow-up. These conditional solvability facts may include but are not limited to:

- Significant physical evidence.

- The presence of a significant modus operandi or pattern.
- Traceable stolen property.
- Victim is hospitalized.

In addition to solvability factors, other elements to consider for case assignment may include but are not limited to:

- Documented departmental experience.
- Documented experience of other law enforcement agencies.
- Research and intelligence conducted within the agency.
- Research and intelligence conducted in other law enforcement agencies.

The acting sergeant reports reviewing approximately 40 cases per day for assignment to a detective. The department utilizes a case management system for assigning cases to detectives for follow-up. The Edmonds Police Department uses excellent solvability factors and appears to have a strong dedication to investigate any possible factor that may lead to solving the case. The Edmonds Police Department is to be commended for its proactive efforts.

WORKLOAD

The Edmonds Police Department's Detective Unit provides a wide range of investigative services to the department and to the citizens it serves.

The unit's workload for 2018, 2019, and 2020 is shown in the following table. There are currently five detectives and the corporal (acting sergeant) assigned to work cases. The Detective Unit has one vacancy for a narcotics detective. Statistics for former detectives are also included.

TABLE 6-2: Number of Cases Assigned to Detectives, 2018–2020

Current Detectives	2018	2019	2020
Cpl. Yamane	-	3	86
Allen	-	-	130
Govantes	69	82	84
Johnsen	-	-	45
Mehl	61	49	48
Trykar	52	52	51
Former Detectives	2018	2019	2020
Sgt. Richardson	4	18	4
Cpl. Froland	63	18	-
Morrison	68	57	9
Speer	107	117	12
Total	424	396	469

Each detective specializes in certain types of cases but can be assigned other cases when necessary. The corporal position (now acting sergeant) works auto thefts, adult protective services, sex offenders, and assists the property crime detective when necessary. Detective Allen

works property crimes, Detective Govantes works financial crimes, Detective Johnsen is temporarily assigned from patrol for 18 months as part of a job enrichment program and works background investigations for hiring and other cases assigned, Detective Mehl works violent crimes, and Detective Trykar works sex crimes and crimes against children.

The current annual caseload for detectives ranges between 45 and 130 cases. It is important to note that there are no absolute standards to determine appropriate caseload per detective. The International Association of Chiefs of Police, however, suggests that a detective caseload between 120 and 180 cases per year (10 to 15 per month) is manageable. It is also important to mention that some workload is not currently being captured by the Detective Unit. The uncaptured workload consists of the following activities:

- Cases not assigned for investigation but given to a detective to be reviewed for informational purposes.
- Detectives assisting one another on cases.
- Detectives processing crime scenes.
- Detectives writing search warrants.
- Detectives assisting patrol officers.
- Detectives exchanging intelligence with other law enforcement agencies
- Detective court time.
- Detective call-outs.
- Detectives sending digital forensics to the Washington State Patrol.
- Time/meetings with specialized task forces such as the Internet Crimes Against Children Task Force, Joint Terrorism Task Force, Snohomish County Multiple Agency Response Team, and Snohomish County Integrated Child Abduction Response Team.

CPSM recommends that the Detective Unit begin tracking its uncaptured workload activities, and then analyze that information to determine whether the department has the appropriate number of detectives based upon their low workload.

The acting sergeant (corporal) in the Detective Unit has an additional time-consuming responsibility. After a detective closes a case and refers the case to the Snohomish County Prosecuting Attorney's Office, the case file goes to the Records Unit and then documents are merged with the case file. The case file is sent to the acting sergeant who then accesses digital evidence such as photographs, video, and audio files, and attaches the evidence to the case file. The entire case file is then sent electronically to the Snohomish County Prosecuting Attorney's Office by the acting sergeant. The acting sergeant estimated that each case file to be sent to the Snohomish County Prosecuting Attorney's Office takes him approximately 30 minutes to prepare. The acting sergeant advised CPSM that internally the process works well but sometimes the District Attorney's Office cannot open the file or they advise that the file appears to be corrupted. The acting sergeant did not know if the city's IT staff knows about this problem. CPSM recommends that the acting sergeant contact the IT staff to analyze and address why the Snohomish County Prosecuting Attorney's Office is intermittently having difficulties opening the Detective Unit's electronic case files.

While the number of cases being processed by the Detective Unit appears very manageable based on current statistics being captured, a comprehensive picture of the workload is not

currently available. CPSM recommends that the Detective Unit continue to capture statistics related to cases but also capture other workload statistics related to tasks being performed by the detectives as discussed above in the Workload Section.

CLEARANCE RATES

While preventing crime is crucial to law enforcement agencies, solving crimes is as important. Solving crime results in prosecution of offenders, which not only prevents future crime, but it also provides much-needed closure to crime victims. Clearance rates, as defined and measured by the FBI Uniform Crime Report (UCR) program and the FBI's new reporting program, the National Incident-Based Reporting System (NIBRS: [fbi.gov/file-repository/ucr/ucr-2019-1-nibrs-user-manual-093020.pdf/view](https://www.fbi.gov/file-repository/ucr/ucr-2019-1-nibrs-user-manual-093020.pdf/view)), offer a benchmark for a department's effectiveness in solving crimes.

The clearance rate is the relationship between reported crimes and persons arrested for those crimes. It is an important measure of the overall effectiveness of a police department and an important measure of the performance of a Detective Unit in a police department. According to the FBI UCR program, a law enforcement agency reports that an offense is cleared by arrest or solved for crime-reporting purposes when three specific conditions have been met: 1) at least one person has been arrested, 2) the person has been charged with the commission of the offense, and 3) the person has been turned over to the court for prosecution (whether following arrest, court summons, or police notice).

In its clearance calculations, the UCR program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in a particular calendar year, such as 2021, may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense exceptionally. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means: the agency must have identified the offender; gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution; identified the offender's exact location so that the suspect could be taken into custody immediately; and encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender.

Annually, departments report clearance rates to the FBI for inclusion in the UCR. Clearance rates for 2019 for the Edmonds Police Department, State of Washington, and the nation are presented in the following table.

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TABLE 6-3: Reported Edmonds, State, and National Crime Clearance Rates, 2019

Crime	Edmonds			Washington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	1	1	100%	210	129	61%	14,325	8,796	61%
Rape	10	3	30%	3,286	890	27%	124,817	41,065	33%
Robbery	24	20	83%	5,115	1,677	33%	239,643	73,091	31%
Aggravated Assault	52	41	79%	13,551	7,547	56%	726,778	380,105	52%
Burglary	138	25	18%	34,092	4,169	12%	981,264	138,358	14%
Larceny	723	184	25%	143,620	20,438	14%	4,533,178	834,105	18%
Vehicle Theft	48	4	8%	24,178	1,646	7%	655,778	90,497	14%

Accurate case clearance is an important performance evaluation tool for supervisors. It is essential to track the effectiveness of individual detectives through their diligence in solving and clearing cases. Awareness of a detective's performance is critical to identifying increased oversight or training needs. The number of cases assigned per detective is important, as well as a supervisor's anecdotal knowledge, but performance evaluation must also be supported by data. Clearance rates are another benchmark of a department's effectiveness in solving crime and should be part of a detective's evaluation process.

The department captures the overall clearance rates of each detective. While this is important, more detailed statistics would enable a supervisor to assess the performance of a detective over time by type of case. For example, it is a fairer process to compare the clearance rates of a burglary detective over time instead of comparing the clearance rates of a burglary Detective to a homicide detective. The following table shows the clearance rates of current and former detectives for the period of 2018 through 2020.

TABLE 6-4: Clearance Rates of Current and Former Detectives, 2018–2020

Current Detectives	% Closed 2018	% Closed 2019	% Closed 2020
Cpl. Yamane	-	100	12.8
Allen	-	-	24.2
Govantes	29.0	23.2	32.5
Johnsen	-	-	26.7
Mehl	41.0	29.2	23.9
Trykar	26.9	26.9	23.5
Former Detectives	2018	2019	2020
Sgt. Richardson	20.0	5.6	25.0
Cpl. Froland	15.8	11.1	-
Morrison	36.8	43.9	55.6
Speer	32.7	22.2	50.0
Average, All	28.9	32.8	30.5

The department advised CPSM that the current LERMS can provide case status and dispositions showing percentage of closed cases by arrest, but a report related to specific crime types requires analytical work beyond the LERMS' current reporting capacity. The following table

provides an example of how to capture a Detective Unit's workload for greater information and analysis.

TABLE 6-5: Example of Capturing a Detective Unit's Workload

Detective	Number of Assigned Cases	Active Cases	Inactive Cases	Cleared by Arrest	Cleared Exceptionally	Unfounded	Clearance Rate
#1	19	7	12	4	0	1	26%
#2	64	11	39	1	2	5	13%
#3	53	13	45	8	1	9	34%
#4	100	19	90	5	0	9	15%
#5	70	14	52	10	1	5	21%
#6	56	18	13	6	20	5	55%
#7	63	19	26	2	2	7	17%
#8	76	15	62	3	0	10	17%
Total	501	116	339	39	26	51	-----

The department should consider conducting a deeper analysis of each detective's performance over time by capturing the clearance rates of each Detective by crime category. This would provide insight into the detective's performance over time, by crime type, and would also benchmark the Detective Unit's success. However, staff indicated that the LERMS did not have the capacity to produce clearance rates by detective and type of crime. This impacts command staff's ability to assess each detective's performance using clearance rates as a means of measurement. CPSM recommends that the department create a technology committee to address this issue with the LERMS vendor.

TRAINING

CPSM interviewed all detectives and asked if they believe that they are sufficiently trained to perform the duties of their positions. All detectives responded that the department supports them by providing relevant training. Detectives have attended a variety of training courses primarily related to their case expertise including interview and interrogation, crime scene processing, basic homicide, sudden infant death, child interviewing, homicide investigation conference, sex crimes, crime scene photography, state and national child abuse conferences, financial crimes, fraud investigations, basic investigations, and writing search warrants. The Edmonds Police Department is to be commended for providing robust training for detectives.

For interviews and interrogations, the Detective Unit has one interview room equipped with both audio and visual recordings for use by all detectives. This is an important feature for the preservation of evidence as it pertains to interviews and statements.

NARCOTICS AND DIGITAL FORENSICS

The narcotics detective position assigned to South Snohomish County Drug Task Force was suspended in 2020 when the detective retired, and the department had budgetary concerns. The position did not generate forfeiture monies. Therefore, the Detective Unit has one vacancy.

Digital forensics is a rapidly growing area for investigations and requires a significant amount of training. The department would make better use of personnel resources by filling the narcotics vacancy with a detective to conduct digital forensic analysis. Detectives advised CPSM that currently they have to use the Washington State Patrol for digital forensic processing. It takes approximately three months to get the results back from the Washington State Patrol. Digital forensic processing is an important component for narcotics investigations as well as other types of investigations. While the Detective Unit did not collect statistics related to digital forensics requests to the Washington State Patrol, it has been CPSM's experience that digital forensics is a growing need in law enforcement. Detectives who are trained in digital forensics attend several weeks of training through providers such as Cellebrite, Oxygen Forensics, and the National Computer Forensics Institute (Secret Service).

There may be an opportunity for the Edmonds Police Department to take the lead in digital forensics investigations by having a detective fill the open narcotics position and acquire the required training to become a digital forensics investigator. The Edmonds Police Department could offer other local departments the service of processing their digital forensics on a fee-based partnership. This could offset costs of the salary and training of the new detective. Additionally, if the need presented itself again, the digital forensics detective could also work major narcotics investigations, which require surveillance, intelligence gathering, and digital forensics, with the assistance of other detectives.

Recommendations:

- The department has several acting positions in which a supervisor may be assigned to another component in the department for a time period of up to six months. The Detective Sergeant is now the acting Assistant Police Chief of Field Services. The Detective Sergeant position is now an acting position being filled by the corporal in the Detective Unit. This situation results in instability of supervision as well as supervisors having multiple roles in the department. Furthermore, any acting position has a duration of only six months and then another department member has to be selected for an acting position. This is a very unsound approach in the management of a police department. Role responsibilities are unclear and as well career paths become uncertain. CPSM recommends that this issue be addressed immediately so as to bring stability to the department. (Recommendation No. 28.)
- CPSM recommends the continuation of the detective position that carries a rotation policy of 18 months because it is a position designed to be a job enrichment program for patrol officers, who have an opportunity to work as a detective for a designated period of time. Members can reapply for this position. This is an excellent succession planning program and should be continued for the development of patrol officers and the grooming of future investigators for the unit. (Recommendation No. 29.)
- CPSM recommends that the Detective Unit begin tracking its uncaptured workload activities, and then analyze that information to determine whether the department has the appropriate number of detectives based upon their workload. (Recommendation No. 30)
- CPSM recommends that the acting Detective Sergeant contact the city's IT staff to analyze and address why the District Attorney's Office is intermittently having difficulties opening the Detectives Unit's electronic case files. (Recommendation No. 31.)
- CPSM recommends that the Detective Unit continue to capture statistics related to cases but also capture workload statistics related to tasks being performed by the detectives as discussed in the Workload Section discussion. (Recommendation No. 32.)

- The department should consider conducting a deeper analysis of each detective's performance over time by capturing the clearance rates of each detective by crime category. This would provide insight into the detective's performance over time, by crime type, and would also benchmark the Detective Unit's success. However, staff indicated that the LERMS did not have the capacity to produce clearance rates by detective and type of crime. This impacts command staff's ability to assess each detective's performance using clearance rates as a means of measurement. CPSM recommends that the department create a technology committee to address this issue with the LERMS vendor. (Recommendation No. 33.)
- The department would make better use of the narcotics detective vacancy by filling the position with a detective to conduct digital forensic analysis. There may be opportunity for the Edmonds Police Department to take the lead in digital forensics investigations by having a detective fill the vacant position and acquire the required training to become a digital forensics investigator. The Edmonds Police Department could offer other local departments the service of processing their digital forensics on a fee-based partnership. This could offset costs of the salary and training of the new detective. Additionally, if the need presented itself again, the digital forensics detective could also work major narcotics investigations, which require surveillance, intelligence gathering, and digital forensics, with the assistance of other detectives. (Recommendation No. 34.)

DOMESTIC VIOLENCE COORDINATOR

The Edmonds Police Department has a civilian who serves as the Domestic Violence Coordinator; the position reports to the Administrative Sergeant in the Support Services Division.

The Coordinator has a part-time schedule; she works on Tuesday and Wednesday from 0845 to 1545 and on Thursday from 0845 to 1445 for a total of 20 hours a week. The District Attorney's Office has a Victim Assistance Unit that handles violent crimes and felony domestic violence cases. Additionally, victims of property crimes receive support from a nonprofit organization, Victim Support Services. The department's Domestic Violence Coordinator primarily focuses on misdemeanor domestic violence cases and stalking cases. She has been with the Edmonds Police Department for the last eight years.

The Domestic Violence Coordinator is highly credentialed for her position. She has a master's degree in marriage and family counseling, has experience in private practice, and previously worked for the District Attorney's Office Victim Assistance Unit and a Community Mental Health Center.

The Domestic Violence Coordinator reviews all domestic violence reports whether or not an arrest was made. She also shared that she has citizens contact her directly about their situations. She assists domestic violence victims with no-contact orders, modifications with court orders, advising the court, safety planning resources, and relevant advocacy. She also serves as a liaison with the District Attorney's Office Victim Assistant Unit. The Domestic Violence Coordinator reviews the officer's response to domestic violence incidents. She then follows-up with any identified victim and connects them with resources and relevant advocacy. Cases are not specifically assigned to the Domestic Violence Coordinator; instead, the Coordinator reviews each case to select appropriate involvement. The Domestic Violence Coordinator handles approximately 460 cases annually (459 cases in 2018, 479 in 2019, and 458 in 2020). The Administrative Sergeant informed CPSM that the Domestic Violence Coordinator is a valued asset to the department and makes a significant positive impact with domestic violence victims.

Recommendations:

No recommendations are offered.

CRIME ANALYSIS

The Edmonds Police Department has a policy for Crime Analysis, Chapter 800. The policy is vague in that it does not identify a crime analyst in the department. Instead, it states that all members of the department will participate in the collection of crime data. This results in the department approaching crime reduction strategies from a reactive position instead of a proactive position. CPSM feels quite strongly that while detectives and patrol officers have an instinct for the types of crimes that are occurring in their area of jurisdiction, a crime analyst position could play a crucial role in helping to lead the department toward a data-driven culture. Accordingly, CPSM recommends that the department hire a civilian in the position of Crime Analyst. A full-time civilian could be hired to perform two roles. First, if not already experienced in crime analysis, the person would need to be trained as a crime analyst. Secondly, this position could also serve as the secondary part-time position for the Property and Evidence Unit, something that is recommended in the Property and Evidence section of this report.

Much like the property and evidence function, crime analysis is not something to be undertaken casually. Crime analysts today are an essential component of any public safety program, and crime analysts across the county are linking up at unprecedented levels via professional development activities and open access feeds to share real-time data. Some might think that the relatively low level of violent crime in the City of Edmonds suggests that there is no need for a crime analyst position. This is untrue. Public safety entails far more than just suppressing violent street crime. Many similarly-sized police departments employ crime analysts who also perform analysis for traffic, property crimes, and crime prevention education. Edmonds should not fall behind in this regard. It is important to point out that while the City of Edmonds has a lower violent crime rate as compared to the State of Washington and the nation, the city did see its highest violent crime rate over the past 10 years in 2019.

Another reason for having a crime analyst position in the Edmonds Police Department is to assist in identifying trends, patterns, and hot-spots for crimes as a strategy to increase clearance rates. While the Edmonds Police Department is to be commended for the clearance rates it has achieved, the goal of all law enforcement agencies is to improve clearance rates.

Not having a crime analyst is a significant operational limitation that unnecessarily restricts the potential for increased effectiveness of the department's various crime fighting, disorder control, and community policing initiatives. The Patrol Sergeants and Detective Sergeant could be more proactive by requesting data and utilizing the data generated by the crime analyst to reduce crime or eliminate crime hot-spots, patterns of crime, or crime trends. There should be a process of accountability, communication, and collaboration by the department to address crime. A crime analyst could help the department become data-driven, more accountable, and improve efficiency and performance of the department.

Recommendation:

- CPSM recommends that the department hire a civilian in the position of Crime Analyst. A full-time civilian could be hired to perform two roles. First, if not already experienced in crime analysis, the person would need to be trained as a crime analyst. Secondly, this position could

also serve as the secondary part-time position for the Property and Evidence Unit, which is something recommended in the Property and Evidence section of this report. (Recommendation No. 35.)

CRIME SCENE

The Edmonds Police Department does not have a crime scene or forensic unit. Staff advised CPSM that the system the department utilizes to process crime scenes is that patrol officers handle preliminary crime scene investigations and evidence collection for most routine misdemeanor cases. Detectives handle evidence collection when a detective is assigned the case or called out on a case. For homicide investigations and other major cases, the department's practice has been to request the assistance of the Washington State Patrol crime scene investigative teams for evidence collection. The Washington State Patrol manages the state crime labs, and the department believes this has been a productive arrangement. The department has a policy titled Crime and Disaster Scene Integrity, 406. The policy provides the first officer on the scene with clear direction for crime scene preservation. However, the policy does not delineate the responsibilities of patrol officers, detectives, and the Washington State Patrol in their responsibilities in processing crime scenes. This information should be added to the policy for greater clarification in the collection and processing of crime scenes.

Staff advised CPSM that the city has never given the department budgetary authorization to create a crime scene unit or to hire personnel specifically for that purpose. The extent of the workload for the department's crime scene processing is unknown because statistics are not kept by the department. CPSM recommends that detectives and patrol officers capture statistics pertaining to their crime scene workload inclusive of the number of times detectives are called out to process a crime scenes after hours, which has an impact on overtime. Supervisors should also conduct a monthly examination of a small number of random samples of patrol officers' and detectives' processing of crime scenes to include reviewing collected evidence, photographs, and the accompanying reports for quality assurance and potential training needs. Once the department collects data for a 12-month period, it should analyze the data to determine the feasibility of having a crime scene technician/unit.

Recommendations:

- Update Policy 406, Crime and Disaster Scene Integrity. The policy does not delineate the responsibilities of patrol officers, detectives, and the Washington State Patrol in their responsibilities in processing crime scenes. This information should be added to the policy for greater clarification in the collection and processing of crime scenes. (Recommendation No. 36.)
- CPSM recommends that Detectives and patrol officers capture statistics pertaining to their crime scene workload inclusive of the number of times detectives are called out to process a crime scene after hours, which has an impact on overtime. (Recommendation No. 37.)
- Supervisors should conduct a monthly examination of a small number of random samples of patrol officers' and Detectives' processing of crime scenes to include reviewing collected evidence, photographs, and the accompanying reports for quality assurance and potential training needs. Once the department collects data for a 12-month period, the department should analyze the data to determine the feasibility of having a crime scene technician/unit. (Recommendation No. 38.)

PROPERTY AND EVIDENCE

The management of property and evidence is one of the highest risk operations in any police department. The intake, processing, storage, and disposal of evidence and property are important functions for any law enforcement agency. It is especially true for weapons, narcotics and dangerous drugs, currency, and valuable jewelry. Police agencies across the country have often faced the consequences of mismanaged property and evidence units. This has resulted in terminations and arrests of police employees, from janitors to police chiefs, due to theft of narcotics, cash, jewelry, guns, and other items of value. In some cases, audits that revealed unaccounted-for property and evidence led to the termination of police executives, though they were not suspected of being implicated in the theft/loss of the evidence. Controlling access to the property and evidence areas, inventory control, and regular audits are critical to the effective management of the property and evidence function.

Staffing

The Administrative Sergeant who reports to the acting Assistant Police Chief of Support Services is the supervisor of the Property and Evidence Unit, Police Staff Assistants, and the Domestic Violence Coordinator. The Administrative Sergeant has been with the department for 19 years and has been assigned to his current position since March 2020. The Administrative Sergeant also serves as the emergency operations coordinator for the department and was tasked with COVID-19 reporting, monitoring protocols, and equipment in addition to his primary functions of supervision.

The Property and Evidence Unit consists of one civilian Property and Evidence Technician who reports to the Administrative Sergeant. The Property and Evidence Technician has served more than 20 years with the department and the last 16 years has been as the Property and Evidence Technician. The Property and Evidence Technician works Monday through Friday, 0800 to 1600 hours. The Property and Evidence Technician was not present for a CPSM interview as she has been out on medical leave and will not be returning until July 29, 2021.

The Training Corporal and one of the Police Services Assistants who is assigned to Records serve as back-up to the full-time Property and Evidence Technician. The Training Corporal is the primary back-up position for the Property and Evidence room and has been with the department for 42 years. In 2004, this sworn officer was assigned to the Training Unit and also served as the back-up position for Property and Evidence. In 2017, he transferred to patrol and still served as the back-up position for Property and Evidence. In May 2021, this sworn officer returned to take over the full-time duties and responsibilities of the Property and Evidence Technician while she is on medical leave. The officer has attended a property and evidence 40-hour training course and the International Association of Property and Evidence training course. He has numerous years of experience in property and evidence. The Property and Evidence Technician is on-call for major cases that occur during off hours and weekends.

The Police Services Assistant, who has been in the back-up position for five years, has attended a 40-hour property and evidence course and a two-hour training session in property and evidence at a conference. The Police Services Assistant's involvement has been minimal due to her primary responsibility as a records clerk.

CPSM was advised that the full-time Property and Evidence Technician went on medical leave on a Friday in May and on the following Monday, the sworn officer was reassigned as the full-time Property and Evidence Technician until July 29, 2021, when the incumbent Property and Evidence Technician will return from medical leave.

Policy

Policy, Chapter 804, Property & Evidence, governs the procedures for property and evidence collection, storage, and security of evidence and other property. The policy also provides for the protection of the chain of evidence and those persons authorized to remove and/or destroy property. The policy also directs staff to refer to the Edmonds Police Department Property/Evidence Procedures Manual for guidance in the collection, processing, and packaging of evidence. The general order provides clear guidance for police officers and detectives as to their responsibilities when collecting property and evidence for submission to the Property and Evidence Unit. The policy was detailed and comprehensive.

The policy includes property and evidence booking procedures, handling narcotics and dangerous drugs, explosives, exceptional property handling, property subject to forfeiture, storage of surrendered firearms, packaging of property and narcotics, recording property, property control, responsibilities of personnel, transfer of evidence to crime laboratory, authority to release property, disputed claims to property, property depicting a minor engaged in sexually explicit conduct, storage, disposition, preservation of biological evidence, inspections, and security. The policy states "Only the Property Officer should release property unless the Property Officer is unavailable, as in the case of extended leave. Under these circumstances, the designated Police Services Assistant, or the Training Corporal may release property and provide documentation of the release to the property officer as soon as practical. The above employees are the only ones with access to the property room and who have the authority to release property" (p. 6-7).

The policy is well-written and provides clear guidance and requirements. The department is to be commended for a thorough policy for the Property and Evidence process and unit.

Intake and Security

There is a door with a key lock that leads the into evidence processing room where the secured lockers are located. This door is left open for the ease of officers' entry to the lockers and officers' work area. There is no camera or video surveillance that monitors who enters this area. There are 26 numbered lockers of various sizes, a refrigerator for DNA evidence, one long-gun locker, and ten 10 other lockers that are not numbered and are older in appearance. CPSM recommends that the department purchase an additional long-gun locker in the event two guns are taken into evidence on one day.

There is a combination locker that is utilized to return evidence inappropriately labeled or packaged to be returned to the officer. The locker and officers' work area had a computer desk, computer, Property and Evidence Manual, bagging supplies, worktable, boxes, cans, gloves, containers for needles, scale, phone, DNA kits, evidence tags, cash envelopes, and other needed materials for securing property or evidence. The intake process is as follows: the officers complete the packaging of the property or evidence and the required form and submit both into a locker.

Leading from the locker area and officers' workstation there is a hallway and a door leading from the evidence processing room into the main area of the property and evidence room. The door had both a lock and key card access. The Property and Evidence Technician, the Training Corporal, and the Police Services Assistant have access to the main area of the property and evidence room or any of the small rooms within the main property and evidence room used to store guns, drugs, and cash. There are no video surveillance cameras that monitor entry into the main property and evidence room. CPSM recommends installing a camera system or video surveillance system in the property and evidence room.

Video surveillance systems are used to record who and when anyone has gained entry into specific, defined areas. Installation of video surveillance equipment should be considered as support for good internal controls and as a deterrent to dissuade unauthorized entry without detection. All doors into a secure area should be equipped with cameras in addition to those areas where guns, money, and drugs are stored. Including cameras where evidence is deposited, such as counters and lockers, can validate when evidence was submitted as well as confirm that evidence was indeed submitted. Cameras installed at any release counter can document the release, memorialize the transaction, and may protect the agency from accusations of mishandling evidence. Video equipment consisting of controllers and recording devices should be in a secure location and should only be accessible to the manager, as long as he or she does not have independent access to the property room.

The suggested restriction is a check and balance designed to be a permanent record (Standard 8.9: Security- Video Surveillance, IAPE Professional Standards). The room does have a security alarm and motion detector that when activated notifies dispatch. The Property and Evidence Technician, the Training Corporal, and the Police Services Assistant all possess unique codes for the alarm system.

Only individuals authorized to enter the property and evidence storage room are permitted. The Property and Evidence Technician was very diligent in having CPSM register in the access logbook, which records the date, time of entry, individual's name, reason for entry, date exited, time exited, and initials of the Property and Evidence Technician who was the escort.

The property and evidence storage room has a large workstation for the Property and Evidence Technician to utilize that has all the necessary equipment for the administrative part of the job. This work area provides the Property and Evidence Technician with a full view of the storage room. Metal shelving holds the different types of property and evidence. Found property is separated from evidence and items slated for destruction. Found property is kept for a period of 60 days. DVD/CD/digital media is kept separate. Paper boxes are utilized as bins and organized by year. CPSM recommends purchasing plastic bins, which are more durable. Property and evidence is clearly labeled in the folders with bar code, date/time received, property type, item quantity, description, storage location, case number, and item number. There is a large combination safe in which monies and valuables are secured. There is a separate room with a key lock for guns. The guns are housed in boxes and clearly labeled. Drugs are kept in a separate room with a locked door. The room has good ventilation. For additional security, CPSM recommends cameras and door alarms be installed in the rooms that hold the guns and drugs. In the property and evidence room there are also three freezers and four refrigerators with sensors for temperature, humidity, and battery control. There is an area with bike racks and additional space for large items.

The property and evidence room is connected to the overall building power generator for backup power. There is climate control with the fire alarm system and there are sensors (Smart Things) for the monitoring of the refrigerators and freezers.

The Edmonds Police Department also has a secondary storage facility for large items such as cars and boats. This facility is off-site near the police department and next to the public works building. The facility is fenced in and is alarmed so as to notify dispatch of any intrusion.

Workload

The Property and Evidence Unit utilizes the New World system for the management of records. An example of a quick property receipt was provided to CPSM. The receipt was comprehensive and contained the following information: entry date/time, officer identification/name, case

number, property code, property type, description, facility, location/other, tag/item number, barcode identification, signature of submitting officer and date, and signature of property officer and date.

The Property and Evidence Unit provided its workload statistics. The following table displays the property and evidence that was processed in 2018, 2019, and 2020.

TABLE 6-6: Property and Evidence Processed, 2018–2020

Category	2018	2019	2020
Total Intake	2,689	2,807	3,545
Total Purged	1,308	*5,362	1,259
Auctioned	154	324	181
Converted to Department Use	1	0	0
Destroyed	852	4,752	723
Donated to Charity	6	14	6
Finance/Fiscal	37	36	28
Released to Insurance Company	1	3	2
Released to Owner	232	201	286
Released to Suspect	5	3	4
Released to Tow Company	20	29	29
Year-End Item Count	14,828	11,754	15,090

Note: *In 2019, a light-duty sworn officer was temporarily assigned to the Property and Evidence Unit to assist in reducing the property room item totals.

The above table clearly supports the notion that the management of the property and evidence function is substantially more efficient with additional staffing support. In 2019, a sworn officer on light duty was temporarily assigned to the Property and Evidence Unit to assist in reducing the number of unneeded items in the property and evidence room. Substantial progress was made in purging 5,362 items in 2019 as compared to 1,308 in 2018 and 1,259 in 2020. CPSM recommends adding a part-time position to the Property and Evidence Unit. The Property and Evidence Unit would benefit from the additional staffing as this would increase its efficiency in purging items, provide stability in staffing when the full-time Property and Evidence Technician is not available due to vacation time or medical leave, and offer a pathway for ease in succession planning.

This CPSM staffing recommendation is also supported by an independent consultant, Steven Perry of SEP Consulting, who has conducted assessments/audits of the Edmonds Police Department property and evidence room. The SEP property and evidence assessment dated 2/2/2021 indicates that the approach of utilizing a Police Staff Assistant and the Training Corporal is not optimal because they cannot dedicate sufficient time to the Property and Evidence Unit on a consistent basis due to their own workload in their primary positions. The Property and Evidence Unit has had the same level of staffing since the 1980s even as an increase in the number of sworn officers has increased the workload of the unit. Of the 22 recommendations made in the SEP report, staffing is the most critical to the performance of the property and evidence function.

Audits

Department policy 804 requires an inventory of the property room to be conducted whenever the employee responsible for the property room is changed. Additionally, the policy requires an annual unannounced audit conducted by a supervisor not routinely or directly connected with the property room. Documentation submitted to CPSM in a memorandum dated September 15, 2017, from Sergeant Hawley to Assistant Chief Anderson details the 2017 Evidence Room Inventory. The report states that the number of items in the property and evidence room is constantly in flux, therefore, an exact total of the number of items inventoried is estimated at nearly 10,000. All high-liability items such as cash, guns, drugs, and jewelry were inventoried. The only items not inventoried were digital media CDs. The number of errors found amounted to nine. These errors included one misplaced item in the wrong bin, one case destroyed but not cleared from the system, five misplaced items in the wrong freezer, and one sexual assault kit found to be evidence of the Sheriff's Office.

Memoranda from 2018, 2019, and 2020 were submitted to CPSM; these detailed the WASPC accreditation standard for destruction of items. As well, the department engaged SEP Consulting to conduct a comprehensive assessment of the Edmonds Police Department's Property and Evidence function in 2016, 2018, and 2020. The 2020 assessment resulted in a report dated 2/2/2021. SEP Consulting conducted a comparative analysis in the change in inventory levels from 2018 compared to 2020. Out of 11 categories of evidence in storage, only 4 categories had a reduction in workload. An audit of money, drugs, guns, and jewelry was conducted, and the overall findings were excellent.

Recommendations:

- CPSM recommends that the department purchase an additional long-gun locker in the event two guns are taken into evidence in one day. (Recommendation No. 39.)
- There is no video camera surveillance of entry into the property and evidence room or the rooms that secure high-liability items such as drugs, guns, and firearms. CPSM recommends installing a camera system or video surveillance system in the property and evidence room. All doors into a secure area should be equipped with cameras in addition to those rooms where guns, money, and drugs are stored; those doors should also have alarms. Additionally, installing cameras where evidence is deposited, such as counters and lockers, can validate when evidence was submitted as well as confirm that evidence was indeed submitted. (Recommendation No. 40.)
- CPSM recommends purchasing plastic bins, which are more durable than cardboard bins, for the Property and Evidence Unit. (Recommendation No. 41.)
- CPSM recommends adding a part-time position to the Property and Evidence Unit. The Property and Evidence Unit would benefit from the additional staffing that would increase its efficiency in purging items, provide stability in staffing when the full-time Property and Evidence Technician is not available due to vacation time or medical leave, and provide a pathway for ease in succession planning. This staffing would involve a full-time position shared between the functions of crime analysis and property and evidence. (Recommendation No. 42.)

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SECTION 7. ADMINISTRATIVE SERVICES

Administrative Services Supervisor

The current supervisor for the Administrative Services Unit is a commissioned sergeant. There are no duties required by the position to justify that it must be a commissioned employee. The trend today across law enforcement is to move toward putting civilian employees in positions that are filled by, but do not require, commissioned personnel. CPSM recommends that a civilian manager position be created to oversee the Administrative Services Unit in lieu of the sergeant position.

RECORDS UNIT

The records specialists, the Police Staff Assistants (PSAs), report directly to the sergeant.

As the City of Woodway contracts with EPD for police services, the unit also serves as the repository for that jurisdiction's police records, which averages about 50 case numbers a year.

Contrary to the common perception that functions performed in law enforcement records units are as simple as filing reports and providing copies as needed, there is an exhaustive list of duties performed by the PSAs assigned to the Unit. The Records Unit:

- Responds to and processes public disclosure requests; makes redactions and releases records according to state law; researches current public disclosure laws and consults with the City Attorney as needed.
- Keeps informed of any changes to laws or statutes related to work duties.
- Processes pistol transfers, concealed pistol licenses, and firearm dealer licenses according to state and federal law; conducts appropriate fingerprinting, background investigations, and legal research.
- Copies, processes, and distributes police reports, citations, and field information cards; enters data from reports and contacts into the records management system; scans reports into computer databases; seals juvenile records when ordered by the court, and processes juvenile records destruction orders.
- Assists the public in a multitude of ways by telephone and front counter contacts; receives and responds to inquiries; answers a variety of technical questions; refers individuals to appropriate offices and agencies; assists the public with completing and filing complaints, applications, and other forms.
- Processes protection orders, payments for public records requests and licenses; processes fingerprints for permits and licenses; notifies landlords of certain crime information according to state law.
- Assists police staff with various activities including researching crime and suspect data via automated systems; processes evidence and performs prisoner searches and special projects as requested; provides notification to officers of subpoenas; collects and distributes mail within the department.

- Reviews all records for quality control; ensures accuracy of content, entry, and distribution; arranges for corrections to be made when necessary; maintains database for ACCESS certification; maintains accuracy of department records, including validations, officer safety alerts, missing persons, stolen property and vehicles, protection orders, and criminal history logs in accordance with WACIC and NCIC; performs internal audits.
- Assists in the development and implementation of a new regional records management system and mobile system; trains others in the department to use the system; creates statistical reports to evaluate officer performance and crime comparison; performs citation audits from court-provided data and creates other reports as required.

Staffing

At the time of the CPSM site visit, the Records Unit had one vacancy in a PSA position; that position is now filled. When fully staffed, the unit has six PSAs, along with the sergeant supervisor. It was learned that one of the PSAs receives additional compensation for handling the duties of the department's Freedom of Information (FOIA) requests. At the time of the site visit, negotiations were ongoing for some type of compensation consideration for the person assigned as the back-up for FOIA.

Supervision

As mentioned above, the PSAs report directly to the Administrative Sergeant. It was learned during the site visit that oftentimes when the sergeant is not available and a decision must be made, it is done by consensus of however many PSAs are working at the time. A remedy for this issue would be to convert one of the PSA positions to a supervisor position. That person would then have the authority to make decisions and provide direct supervision to the other PSAs.

Work Schedules/Public Access Hours

The Records Unit is open from 8:30 a.m. to 4:30 p.m., Monday through Friday; it is closed Saturday and Sunday. Since the beginning of the COVID-19 pandemic, the lobby has been closed to walk-ins. Work schedules vary among the PSAs, with some working eight-hour shifts five days a week and some working ten-hour shifts four days week (either Monday through Thursday or Tuesday through Friday). Although the unit is open five days a week, the business hours may make it difficult for citizens who work during the week to get service. CPSM would suggest having the unit stay open longer each day, which could be accomplished by having one PSA work an 11:00 a.m. to 7:00 p.m. shift. Another option for allowing greater access for the community would be for the unit to be open on Saturdays, which could be accomplished by having one PSA work a Wednesday through Saturday schedule.

All personnel are considered generalists who share the workload of the unit, except there are duties which are assigned to specific personnel based upon their interests or desires, such as:

- Disclosure: One PSA is assigned full-time with one additional PSA assigned as a backup for times of absence or necessary due to workload.
- ACCESS TAC: One PSA is assigned as primary TAC with an additional one assigned as backup (Administrative Sergeant also serves as backup).
- Property/Evidence: One PSA is assigned as a backup to the sole property officer (Training Corporal also assigned).
- NIBRS: Currently handled by a single PSA in addition to performing statistics duties and serving as a local and regional LE representative for New World software system.

The unit provides the following monthly, quarterly, and annual reports:

- NIBRS Reporting (quarterly/annually).
- Officer Statistics (monthly).
- Media Synopsis Listing (weekly; snapshot of cases).
- Ticket Demographics (annually).
- U-Visa Application Data (annual - supervisor).
- State Forfeiture Report (quarterly – supervisor).
- Property Room Purge Report (annual – supervisor).

One of the issues identified during the site visit is that the PSAs spend a considerable amount of time reviewing and verifying that the correct crime classification code for NIBRS reporting is on each police report. The time spent by them verifying the correct crime classification could be reduced if the patrol supervisors, when approving reports, ensure that officers have used the correct classification.

Policy Manual

The Edmonds Police Department policies that reference the functions and responsibilities of the Records Unit are found in section 806, while an added resource is the Police Staff Assistant Procedural Manual. Together, the policy and manual are comprehensive, well-written, and are a complete reference for the PSAs.

Obtaining Police Reports

An important aspect of duties of the Records Unit is the release of police reports to the public. EPD utilizes GovQA, which is linked to the city's website and allows the public to request reports. Also, the department accepts requests in writing, in person, and through verbal means. All requests are channeled to the PSA disclosure person who logs the requests and provides the appropriate requested information. This position often has to work overtime or get some assistance from the other PSAs to ensure a timely fulfilling of the request. The requests for reports and information will most likely increase in the future. CPSM recommends at this time that a part-time position be created to assist with the processing of disclosure requests.

Training

Personnel assigned to the Records Unit receive little to no on-going professional training related to their positions. The department should ensure they receive on-going professional training.

Records Management System

The records management system (RMS) used in the Unit is coordinated by Sno911, utilizing the Tyler Technologies New World product. It went live in October 2015. It is a robust, integrated law enforcement software product that streamlines data entry, which allows agencies to utilize the most up-to-date information. EPD is one of 53 agencies that partner in Sno911, which provides the RMS to various police departments, fire departments, and jails. Due to servicing 53 separate entities, the platform has been extensively modified from its original configuration to meet the needs of the many partner agencies.

Records personnel said that they have had some ongoing issues with the software, and latency is noticeable in the different modules, especially within LERMS. Also, the interface and interoperability are ongoing issues with internal and external stakeholders, most noticeably SECTOR (electronic collision reports, vehicle impound and tickets, both civil and criminal). Sno911 is the lead technical and IT agency responsible for the platform, but EPD has a PSA assigned to act as a liaison and who works with the build/research team.

Workload Demand

All general information phone calls coming into the department are answered by the PSAs Monday through Friday from 8:30 a.m. to 4:30 p.m. Outside of those hours, the voicemail system and website directs callers to contact Sno911 for emergency and non-emergency calls. The PSAs answer general questions/inquiries and route calls to officers, other staff, voicemail, and Sno911 as necessary. Many departments studied by CPSM are moving towards implementing automated phone answering systems for their general information calls. The systems can direct callers to the area they desire, thus saving personnel time and money for the department.

One of the identified issues plaguing the Records Unit, and one which CPSM has found to be true with most agencies studied, is a backlog of getting data both entered and purged. Currently, the unit is bound to the retention schedule set by the Washington Secretary of State. However, retention at EPD is not actively managed, which results in retention of cases/information well beyond the minimum standards. Most purge efforts by the department have been driven by changes to technology, or as staffing/time allows. Recent purging completed by the department occurred due to a transition of the RMS system in 2015, and also because a light-duty officer had been assigned recently to records. However, it was reported that juvenile offenses are not actively managed primarily because notifications from the courts are not received in a timely manner, and records subsequently are kept beyond the time that juveniles age into adulthood. CPSM recommends the unit develop a consistent, ongoing purging schedule and system to alleviate a backlog of data and files.

FBI NIBRS Reporting

EPD currently reports all crimes to the FBI National Incident Based Reporting System (NIBRS). The FBI's NIBRS is a nationwide, cooperative statistical effort of nearly 18,000 city, university and college, county, state, tribal, and federal law enforcement agencies that voluntarily report data on crimes in their communities. NIBRS collects offense information for murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson. These are called Part I offenses and are serious felony crimes. NIBRS is an incident-based reporting system used by law enforcement agencies in the United States for collecting and reporting data on crimes. Data is collected on every incident and arrest in the Group A offense category. Group A offenses are 46 specific crimes grouped in 22 offense categories. In addition to the Group A offenses, eleven Group B offenses are reported with only the arrest information.

Report Payment Options

The Records Unit accepts cash, check, debit card, Visa, Master Card, or American Express for payment for police reports. Cash transactions present an unnecessary risk to police departments. For example, a few years ago a records manager at a municipal police department in suburban Los Angeles pled guilty to grand theft. She was charged with stealing monies collected in the course of her duties over a period of many years. Though she agreed to reimburse the city \$140,000, department estimates placed the loss at more than \$340,000. These were cash transactions for those of the same nature that take place in EPD.

CPSM by no means infers that any suspicious activity has occurred at the Edmonds Police Department. To the contrary, the system in place serves to minimize the risk. However, CPSM does maintain that the present system presents an unnecessary risk to the city, EPD, and its staff, and should be revised to eliminate the acceptance of cash.

Fees

EPD does not charge any fee for requests for reports through disclosure requests, although the law permits the charging of fees. It was learned that it has been considered too time-intensive to bill citizens for the oftentimes minimal fee that would result. However, the PSAs noted that the system can now accommodate the billing of fees, which would eliminate the more onerous current process. The department should move forward with the charging of allowable fees for disclosure requests if the current system will now easily accommodate the billing process.

Recommendations:

- Convert a PSA position to a supervisor position. (Recommendation No. 43.)
- The Records Unit should remain open into the evening on weekdays or be open on Saturday to provide better access to the public. (Recommendation No. 44.)
- Sergeants approving the crime reports should ensure the officers are using the correct crime classification. (Recommendation No. 45.)
- Provide ongoing professional training to Records Unit personnel. (Recommendation No. 46.)
- Develop a consistent, on-going purge cycle to alleviate the backlog of data and files. (Recommendation No. 47.)
- CPSM recommends EPD eliminate the acceptance of cash at its public window as a payment option for services. However, if the decision is made to continue to accept cash transactions at the public window, comprehensive and regular audits should be conducted. (Recommendation No. 48.)
- Consider charging a fee for police reports obtained through public disclosure if the billing system will easily accommodate it. (Recommendation No. 49.)

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SECTION 8. PROFESSIONAL STANDARDS / USE OF FORCE

PROFESSIONAL STANDARDS

Public trust is vital to the law enforcement mission. This trust rests on departmental responsiveness to community needs and expectations. The department must receive complaints with professional interest and courtesy and give appropriate supervisory and management attention to the allegations. This fosters public confidence and promotes constructive communication.

The function of Internal Affairs is to investigate allegations of misconduct by department employees and to maintain the integrity of the department, ensure professional conduct, and create a positive image of the department.

Professional Standards is staffed by one sergeant who handles most employee investigations except in the following circumstances:

- When it is a complaint of rudeness, minor policy violation, or traffic incident, the investigation is handled by the employee's immediate supervisor.
- When the investigation involves another employee of the same or higher rank, it may be done by an Assistant Chief, or outsourced to an outside investigator.

Complaints from the public can be filed in person, in writing, or by telephoning the department. Although it is not required, every effort is made to have the complainant appear in person. The department's complaint form is accessible through the department's website, in the section "Talk to Us," and in printed form in the department's lobby. Finding the form on the department website was found to be difficult within the different areas on the site. The department only provides the complaint form in English. It is recommended the form be available in at least one or two other languages as appropriate for the diversity of the city.

The Professional Standards Sergeant reports directly to the Chief of Police regarding internal affairs investigations. He has attended an internal affairs investigation course, has had on-the-job training, outside vendor training, and attends ongoing training in the area of personnel investigations.

General Order 1019, Personnel Complaints, discusses complaint classifications, sources of complaints, availability and acceptance of complaints, documentation, administrative investigations, supervisor responsibilities, administrative investigations procedures, administrative investigation format, dispositions, completion of investigations, administrative searches, administrative leave, criminal investigations, post-administrative investigation procedures, Chief of Police responsibilities, pre-discipline employee response, resignation/retirements prior to discipline, post-discipline appeal rights, probationary employees and other members, and retention of personnel investigation files. The department's general orders pertaining to personnel complaints reflect modern police practices, have a comprehensive perspective, and are easy to comprehend for both department members and the community. The general orders as a whole were found to be comprehensive and extremely detailed.

Personnel complaints are handled in one of two ways: as a complaint investigation or as an internal affairs investigation.

Complaint investigation: Complaints of rudeness, vehicle speed, or other behaviors that are less egregious.

Internal affairs investigation: If, during the course of a complaint investigation, it becomes apparent that the conduct is more serious than originally thought or new facts come to light which increase the severity of the allegations, the complaint investigation process will be suspended, and an internal affairs investigation initiated.

Personnel complaint findings are classified as either unfounded, exonerated, not sustained, sustained, or closed/incomplete. All but the last finding are the most commonly used across the spectrum of law enforcement and have the same meaning. The closed/incomplete finding is used when the investigation could not be completed due to lack of cooperation from the complainant; this classification is specific to the Edmonds PD.

The following table illustrates the department’s final dispositions for formal complaints for the period of 2018 through 2020.

TABLE 8-1: Final Incident Dispositions for Formal Complaints, 2018–2020

Final Disposition	Number	Percent
Exonerated	4	26.67
Not Sustained	2	13.33
Unfounded	5	33.33
Sustained	4	26.67

TABLE 8-2: Complaints and Internal Affairs Investigations, 2018–2020

Year	I/A investigations	Complaints	Complaints generated internally	I/As generated internally
2018	4	4	0	3
2019	3	2	1	0
2020	3	1	0	0

While the department is a small agency, and has had a small number of investigations conducted over a three-year period, the low number of investigations can reflect one of three things: 1) complaints are not being investigated when submitted, or “kissed off” by supervisors and command staff, 2) supervisors are turning a “blind eye” to violations of department policies, or 3) the department is well-trained and disciplined with the officers treating citizens appropriately and obeying policy. There is nothing to indicate that the low number of complaints are because of anything but the department personnel being well-trained and well-disciplined.

At present, informal complaints submitted to the department are not tracked. Many are received via the website, and those are not tracked either; however, the complaint is sent to a sergeant for review or to contact the complainant. Failure to track informal complaints can result in the department failing to recognize indicators of an officer’s inappropriate behavior. Consider the following scenario. On shift A, an informal complaint comes in on officer A, and is dispositioned by sergeant A (which is perfectly acceptable if the complainant is satisfied). Then, officer A works an overtime shift and an informal complaint comes into sergeant B, and this complaint is dispositioned as well. Then, while officer A’s sergeant is on vacation, sergeant C

handles an informal complaint on officer A, and dispositions it. Even though the officer received three complaints for their conduct, since they weren't tracked, officer A's behavior went unnoticed because each sergeant didn't know about the other informal complaints. If the department were to implement a tracking program designed specifically for internal affairs management, those complaints could be tracked efficiently and the department would be alerted to the officer's pattern of conduct.

At present, personnel investigations (policy/citizen) are maintained and tracked in a spreadsheet overseen by the Executive Assistant. Complaints and internal affairs investigations are assigned a tracking number, along with the following information:

- Date received and date due (45 or 90 days).
- Accused employee.
- Complainant.
- Nature of allegation.
- Assigned to.
- Weekly follow-up.
- Final disposition.

Monitoring of investigations has traditionally been done during the weekly command staff meeting with the Chief of Police. That meeting would be considered the "official" monitoring update that is required by policy. However, due to the small size of the department, and the low number of complaints, CPSM learned that it is common to update the Chief more frequently based upon daily interaction the Sergeant has with the Chief.

Although the department rarely has more than a handful of personnel investigations each year, CPSM recommends the department purchase a software platform such as IA/Pro to track and manage IA activities. IA/Pro is only one of the several available software programs in this area, but it is the most widely used among the departments that CPSM has assessed. Use of an internal affairs platform of this type would enable the department to manage investigations, track early warning signs, link files, provide statistical data, and create reports. It also allows for the documentation of informal complaints made by citizens that are usually handled informally by supervisors, but that should still be documented and tracked. During the site visit, it was mentioned that the department was in fact assessing the purchase of I/A Pro.

There is no indication that the department utilizes a standardized progressive discipline matrix. A standardized progressive discipline matrix can assist the department's leadership in objectively and consistently delivering discipline based on the severity of the violation and the discipline record of the department member. CPSM recommends that the department utilize progressive discipline with a standardized matrix to be able to apply discipline in a consistent manner and for purposes of educating personnel as to potential disciplinary action for offenses. The following table provides an illustration of a progressive discipline matrix. CPSM recommends that department create a matrix that reflects the rules and regulations governing discipline specific to the department.

TABLE 8-3: Example of a Standardized Progressive Discipline Matrix

Class	First Offense	Second Offense	Third Offense	Fourth Offense
1	Min: Verbal counseling	Min: Documented counseling	Min: Documented written reprimand	Min: 1-day suspension
	Max: Documented oral reprimand	Max: Documented written reprimand	Max: 3-day suspension	Max: 5-day suspension
2	Min: N/A	Min: Documented written reprimand	Min: 1-day suspension	Min: 5-day suspension
	Max: Documented written reprimand	Max: 5-day suspension	Max: 5-day suspension	Max: 10-day suspension
3	Min: Documented written reprimand	Min: Documented written reprimand	Min: 1-day suspension	Min: 30-day suspension
	Max: 1-day suspension	Max: 10-day suspension	Max: 15-day suspension	Max: Dismissal
4	Min: 1-day suspension	Min: 5-day suspension	Min: 10-day suspension	Min: Dismissal
	Max: 10-day suspension	Max: 15-day suspension	Max: 30-day suspension	Max: Dismissal
5	Min: 5-day suspension	Min: 10-day suspension	Min: 30-day suspension	Min: Dismissal
	Max: Dismissal	Max: Dismissal	Max: Dismissal	Max: Dismissal

The “class” category should clearly define specific department violations that fall within the categories. Potential discipline should be listed for the first offense through the fifth offense. This enables consistent and transparent issuance of discipline to department personnel.

The department does not have an *Early Warning System* in place and does not use this tool to identify a pattern of inappropriate behavior by officers. A personnel early warning system is a way for supervisors identify employees exhibiting indications of stress or other behavior that could pose a liability to the community, the department, or the officer. Although the department is small and behavior is easily recognizable, it is still recommended that the EPD employ an EWS.

When a complaint or internal investigation is initiated, the time for completion is set at 45 days if the potential sanction is a written reprimand or less, while completion time for any investigation with potential sanctions that are more punitive is 90 days. However, when an investigation continues for up to 90 days, there is uncertainty created for the citizen who filed the complaint, as well as for the subject employee who is enduring the investigation as it drags on. It is recommended the department strive to complete the more serious investigations in 30 to 45 days to help to relieve that uncertainty.

It was learned during the site visit that there may be confusion by supervisors as to when a policy violation should be upgraded to an internal affairs investigation or when it could be handled informally with counseling. For example, a recent out-of-policy pursuit occurred during the night shift and the sergeant handled the incident with a counseling session with the officer but failed to document the incident in any way. This is an example of an incident that most likely should have risen to more than just a counseling session, and it most definitely should have been documented. The department must provide training to all the supervisors defining when incidents or issues must be elevated to the next level, and when they must be documented.

CPSM believes EPD responds appropriately to allegations of misconduct as they occur. The department should continue its proactive approach to internal affairs; however, the department must provide training to the first line supervisors (sergeants) regarding what constitutes a violation that should be raised to the level of an internal affairs investigation and not handled as a counseling session.

The Professional Standards Sergeant position could be responsible for reviewing all use of force reports, vehicle pursuits, random audits and inspections of units, equipment, incident/offense report reviews for quality assurance and to safeguard against any bias-based policing; monthly review of a random sample of officers' chat messages between cars; and attendance records, training records, property and evidence receipts, and other documentation for quality assurance, safety, and compliance with policies. Furthermore, data reflecting exceptional performance such as no use of sick time, no vehicle accidents, exceptional investigations and actions, and other positive performance indicators should also be captured to balance the scales of performance. These audits and inspections will ensure compliance with general orders and will support the department's early identification and intervention process in addressing employee behavior.

USE OF FORCE

The U.S. Attorney General has said that comprehensive and accurate data on police encounters and uses of force is essential for "increasing transparency and building trust between law enforcement and the communities we serve." Uses of force are usually the most scrutinized, litigated, and debated issues of a law enforcement organization by the public. As such, a comprehensive tracking, review, and correction process is a necessary requirement. For example, in California, all agencies in the state will be required to send their data to a state system that will track uses of force and injuries to officers.

The use of force policy for the Edmonds Police Department is located in Section 300 (Use of Force) of the department's policy manual. A review of that policy found that it is well-written and comprehensive.

Although the department does not have many incidents in which force is used, and the ones that do occur are known to staff, an early warning system for uses of force is still essential for public transparency in identifying officers who may have higher incidents of force in their encounters with the public. Often, the number of incidents of force used by officers will differ based upon area worked, shift, and assignment. This must be considered when determining how to address the issue, but at least the Early Warning System (EWS) would alert the department to those officers having increased incidents.

Police departments must engage in an in-depth review of uses of force by their officers. In President Obama's *21st Century Policing* report, it was stated that departments must have a review process of uses of force by their officers in place. EPD has a multiple level review of uses of force:

- Initial supervisor.
- Shift sergeant (or employee assigned as sergeant).
- Assistant Chief of Police.
- Chief of Police.

However, incidents are not reviewed by a department use of force expert or instructor. It is important to have a use of force instructor involved in the review of each use of force to immediately identify possible deficiencies in training instead of waiting until the yearly review report is completed.

A yearly review of the department's uses of force is completed to identify trends and deficiencies in training. The review is completed by the department's use of force instructor. In our review of the yearly report, we found it to be an extremely comprehensive compilation of data regarding the department's uses of force.

TABLE 8-4: Uses of Force, 2018–2020

	2018	2019	2020
Uses of Force	79	88	77
Justified	79	88	77
Out of Policy	0	0	0

As can be seen in the table above, over a three-year period the department's uses of force incidents remained fairly consistent. It is not unusual for a relatively small department in a city with a low crime rate to have low numbers regarding uses of force. The numbers as seen in the table are not out of the ordinary, and for a department that on average annually has more than 27,000 citizen contacts, those numbers are not unusual. For every contact involving an officer in 2020, only .29 percent (one-third of one percent) resulted in a use of force. That shows that the department is well-trained in diffusing situations and handling them appropriately.

On first glance, it would seem unusual that no uses of force were outside of policy in the three reviewed years, but it appears there was not. However, CPSM was told that there still could have been some coaching or counseling provided to the officers who were involved in the use of force, but it was provided for them to think about other options or opportunities they could have used to handle the incident differently. CPSM would recommend those uses of force resulting in counseling or coaching be documented, and explained as to why the counseling or coaching was necessary, as opposed to the action possibly being considered as out of policy. Also, the PSU Sergeant said that if someone complained about the amount of force used upon them, an investigation would be initiated, and none have been in the last three years.

All recommendations in these two areas are based upon The President's Task Force on 21st Century Policing which was created by an executive order signed by President Barack Obama in 2014.

Internal Affairs Recommendations:

- To make it easy for citizens to access forms on the website to file a complaint against officers, or provide a commendation, there should be a separate site location for complaint and commendation forms instead of these forms being included in the "Talk to Us" location. (Recommendation No. 50.)
- The complaint form should be provided to the public in other languages as appropriate. (Recommendation No. 51.)
- The department's organization chart should reflect the Professional Standards Sergeant reporting directly to the Chief of Police. (Recommendation No. 52.)

- The department should track all informal complaints that come into the agency and analyze them to ensure inappropriate officer behavior is not being overlooked. (Recommendation No. 53)
- Adopt a progressive discipline philosophy and create a standardized progressive discipline matrix in General Order 1019, Personnel Complaints. (Recommendation No. 54.)
- CPSM recommends the department utilize an Early Warning System (EWS) for both internal affairs and uses of force. (Recommendation No. 55.)
- The more serious personnel investigations should be completed within 30 to 45 days. (Recommendation No. 56.)
- Counseling sessions given to officers should be documented by supervisors. (Recommendation No. 57.)
- The department should give clear direction to sergeants about what violations should be sent forward as an internal complaint investigation and what violations should involve counseling only. (Recommendation No. 58.)
- Conduct random audits and inspections to ensure compliance with general orders and supported by an early identification and intervention process in addressing employee behavior. (Recommendation No. 59.)

Use of Force Recommendation:

- The department's use of force instructor should also be included in each incident review, not just the annual review. (Recommendation No. 60.)
- CPSM would recommend those uses of force resulting in counseling or coaching be documented, and explained as to why the counseling or coaching was necessary, as opposed to the action possibly being considered as out of policy. (Recommendation No. 61)

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SECTION 9. MISCELLANEOUS

RECRUITMENT AND PERSONNEL

Maintaining and renewing the police workforce is one of the most salient challenges facing law enforcement today. In the long run, both the supply of and demand for qualified officers are changing in a time of increasing attrition, expanding law-enforcement responsibilities, and decreasing resources. These factors contribute to the difficulties that many agencies report in creating a workforce that represents the demographics of their communities, for which they can provide opportunities for long-term police careers, and with which they can effectively implement community policing.

The department currently has a sergeant (Professional Standards) and two detectives (who devote a part of their time) who handle the recruitment as well as all hiring and background investigations from start to finish. However, the department does not have a designated recruitment team. Many departments have formed recruitment teams consisting of persons who are the best and brightest in the department and who possess the social astuteness to read nonverbal signals from others' body language and adjust their responses to meet the needs of the individual. At the same time, a recruiter must be able to assess a potential candidate's ability to meet the department's employment standards. The best recruiters are known, liked, and respected as credible individuals throughout the community. They are always seeking opportunities to sell the agency and establish new networks.

The department currently uses Facebook and Instagram to post information regarding recruitment. It also uses law enforcement periodicals to publish information and usually does so several times a month. In these changing times where the new generations are looking for job opportunities, they are doing much more than simply reading a want ad. For example, a Millennial job seeker may scan a department's website, read articles about the department in the media, research opportunities within the department, and research salaries. It is important for the department to have a robust online presence in the job market by also using sites such as Indeed, Monster, and LinkedIn.

The U.S. Department of Justice, Office of Community Oriented Policing Services, has authored a very informative report, "*Law Enforcement Recruitment Toolkit*," which provides information on recruitment and hiring. CPSM would encourage EPD to read through the information for ideas to improve its recruitment endeavors.

Currently, officers volunteer to assist with the department's recruiting and attendance at job fairs and testing processes. The department should consider forming a recruitment team that remains in place instead of having different officers attend different events. By doing so, the department could put forward the same diverse group of employees who are well-informed about the city, the department, and the community.

The department's testing process is as follows:

- All applicants for officer must take a written and physical exam with Public Safety Testing Network (PST).
- Oral board (entry level only).
- Personal history statement review.

- Initial Interview with background investigator (for both lateral and academy-certified).
- Polygraph or suitability assessment with psychologist.
- Command staff interview.
- Comprehensive background investigation to include travel if necessary.
- Conditional offer of employment.
- Psychological assessment.
- Medical assessment.
- Offer of employment.

EPD is to be commended for using the services of PST as doing so provides a wider geographic base for recruitment and as well relieves the city of testing responsibilities. PST has revolutionized how public safety applicants are tested and, ultimately, hired. A candidate can complete one online application, take one written exam and one physical ability test, complete one personal history statement, and their information can be sent to one or many departments. PST has hundreds of local testing opportunities each year across the United States.

It was learned that the department in the past has been somewhat successful in recruiting lateral police officers (already trained); however, its initial hiring package apparently is not as competitive as other agencies in the region. Training a new police officer from the start of the testing process until they are able to perform solo on the streets requires an investment of about \$80,000. If an already trained and experienced officer can be attracted to the city, this saves the city most of that expense and also reduces the time that officer is in training. It appears the city has a competitive compensation package for more tenured officers compared to surrounding agencies, but does not have a competitive package upon initial hire. The city should ensure that salary compensation for police officers remains competitive against nearby jurisdictions.

Department Demographic Profile

Since police departments are designed to protect and serve a community, the demographics of a department's officers should closely align with the demographic profile of the community. In fact, the *21st Century Policing* report advocates that a community's police department should be representative of the demographics of the community.

TABLE 9-1: Department Demographic Profile Compared to the City's Demographic Profile, 2021

	Total	Male	Female	White	African-American	Hispanic	Asian	Two or more races	LGBTQ
EPD Officers	56 7 vacant	41 (73%)	8 (14%)	51 (91%)	5 (9%)	2 (3.6%)	4 (7%)	2 (3.6%)	3 (5.4%)
City of Edmonds Demographics	42,565	48%	52%	80%	1.5%	3.55%	8%	5.6%	

As can be seen in the table, EPD is fairly representative of the community it serves. The only area identified by CPSM as being under-represented in the department is in female officers; however, that is not unusual in most law enforcement agencies as the profession is still mostly male dominated. The department does not specifically target either minorities or females in its hiring practices, but maintains the philosophy of hiring to ensure a diverse police department. In fact, in several articles provided to CPSM, EPD was recognized as having a diverse workforce. (For example, see “Edmonds PD has created one of the most diverse workforces in the region,” Adam Cornell, *Snohomish County Prosecutor*, February 2021.)

Background investigations are conducted by the Professional Standards Sergeant or a specially trained investigator; however, since 2017, the department has been using detectives (part-time) to assist with the investigations. However, whenever a detective is used to assist with conducting the background investigations, it takes them away from their normal caseload of investigations. Background investigators attend a background investigator’s course, and also receive on-the-job training from the PSU Sergeant.

The pre-employment background investigation is one of the most important investigations a law enforcement agency will ever conduct. The investigations must be very comprehensive if they are to lead to informed hiring decisions. Investigations must assure candidates meet all applicable minimum standards for appointment and must screen out candidates who are found unsuitable for the position, based on relevant information and their past history. Background investigations are also among the most challenging investigations to conduct. The manner in which background investigations are conducted, from areas investigated to the evaluation of resulting information, must be treated consistently across all candidates.

Although the number varies in each agency as to the number of background investigations completed during a single year, EPD annually conducts approximately 20 to 25 investigations. Currently, the department can complete an entire hiring process (including the background investigation) on an entry level officer in 45 to 53 days. Considering the competition for police officers, this is an above average period of time compared to most departments CPSM has studied.

Police Explorer Program

A great recruiting tool is a robust Police Explorer Program. It is a hands-on program open to young men and women who are between the ages of 14 and 21 years of age and who have an interest in a career in law enforcement or a related field in criminal justice. Such a program offers young adults a close-up look of the criminal justice system through training, practical experiences, competition, and other activities. Additionally, the program promotes personal growth through character development, respect for the rule of law, physical fitness, good citizenship, and patriotism. The participants must also live in the city.

The EPD’s Explorer Program has been in existence for more than 20 years. In fact, one of the current Assistant Chiefs was once an Explorer. There are currently four active Explorers, supervised by Explorer advisors who are sworn members of the department. It was learned that the number of Explorers has varied over the years from as high as 12 to the current low of 4. Explorers receive training in community relations, physical fitness training, firearms safety and marksmanship, traffic and crowd control, criminal law, criminal procedures, patrol procedures, traffic stops, building searches, domestic violence calls, crime scene processing, interviews, and interrogations among many other things.

It was learned that not many Explorers from the department’s program have been hired by the department. When the Explorers become of age, the department should be looking to hire

them as sworn officers. The department should seriously look at offering some type of consideration in the hiring process for those Explorers who would like to become members of the agency when openings are being filled. Explorers have already demonstrated an interest in law enforcement and have most likely given the department an opportunity to assess their work, and they are more likely to not have issues with completing a background investigation because they must already be drug- and crime-free to be an Explorer. EPD should try to build a robust Explorer Program within the department, which could then lead to successful recruitment efforts.

Recommendations:

- The department should form a permanent recruitment team for job fairs and testing events. (Recommendation No. 62.)
- The department should continue its robust on-line presence on job-seeking websites. (Recommendation No. 63.)
- The city should ensure that salary compensation for police officers remains comparable to neighboring jurisdictions and it should also offer a hiring bonus so that it can attract already trained, experienced officers. (Recommendation No. 64.)
- Focus recruitment strategies on females, who are under-represented in the department. (Recommendation No. 65.)
- The department should make it a goal to complete background investigations in 30 days. (Recommendation No. 66.)
- EPD should build a robust Police Explorer Program with the goal of recruiting participants to be police officers. (Recommendation No. 67.)

FACILITY

The main police facility is located at 250 5th Ave. N. and was opened in 2000. The entrance to the department's parking lots are off the rear side streets of the facility. The building houses all aspects of the department. The following photo shows the front of the police building.



The City of Edmonds Facilities Manager has responsibility for building maintenance; police employees can submit work orders via e-mail or through an online work order system. Two department staff members have access to view the status of submitted work orders and open work orders. All maintenance is handled by three city building maintenance operators and any

additional staff as needed. The police facility is cleaned regularly by city janitorial staff. The department has no substations or off-site locations but does have a single computer workstation at the public works facility for officers to use to write reports.

The lobby and front desk of most police departments are some of the most important areas of the department. It is where the citizenry come to conduct business and where they may be met by officers. In today's climate, as unfortunate as it may be, those areas must offer safety and security for those employees who interact with the public. The lobby was found to be clean and easily accessible. There is bullet-resistant glass over the counter that separates the records personnel from the public, along with a Kevlar barrier on the lower portions of the counter, for safety. A nice feature of the front counter area is a turntable which allows items to be turned in by the public while not requiring personal contact with employees. The front lobby of the police station has been closed since the beginning of the COVID pandemic.

CPSM found the police department to be clean and nicely adorned with department photos, plaques, and awards.

CPSM learned that the building's size is adequate to meet today's needs and could accommodate some future growth. The locker rooms (both male and female) are clean and the officer's lockers are of sufficient size for their equipment and uniforms. Each locker room has a shower area.

The department has three holding cells that meet state standards and are only used for four-hour, short-term holding of prisoners. During the site visit, it was learned that the cells are seldom used since officers take their arrestees directly to Snohomish County Jail for booking and don't utilize the holding cells.

The wellness of department employees is essential for the employees, their colleagues, the community, and the employees' families. The International Association of Chiefs of Police (IACP) has noted that prioritizing the health and wellness of every employee is critical to serving the mission of protecting the community. Although the city provides a membership for employees to a health club in the community, there is no workout area in the department facility. Oftentimes, it is not convenient for officers to visit the health club either prior to or after their shift; however, if a workout room could be provided in the PD, that inconvenience would be eliminated. It was learned that possibly the holding cells, which rarely if ever are used, could be restructured to accommodate a workout room. Some cities have been able to provide the equipment for the workout room facility by partnering with their police associations or partnering with community businesses that would be willing to provide equipment.

The police facility has a large multipurpose room that can seat up to 40 individuals. It is equipped with folding tables and chairs, TV/video projectors, and screens. The room serves as the primary training room for the department, Edmonds court jury room, and as a general meeting room for other events. The Public Safety Building is shared with the Edmonds Municipal Court, which enables the department to reserve the court room if it is in need of an additional function room.

The department also has a dedicated room in the building which has a CUBIC-PRISM use-of-force simulator that is used for training.

The department is equipped with an electronic key card entry system, but a regular door key can also be used to gain entry. Every time the key card is used at an entrance to the facility the information is maintained on a server that can be accessed when needed.

Video surveillance to the facility is managed through 6 exterior cameras and 11 interior cameras. The video is recorded onto a server and is accessible if needed. There are two locations within the building where live video is monitored; these are in the clerk's area and in the report writing room. The widescreen TV monitor in the clerk's area displays video from all of the department's access points and the public hallway, while the widescreen TV monitor in the report writing room displays the video from the interview room and holding facility room.

A concern of employees in many of the studies conducted by CPSM is that there is not a secure parking area for the department's vehicles or a secure parking area for their personal vehicles, and this is no different with EPD. During the site visit, it was learned that there is a well-documented history of reported damage to the department's vehicles which are parked in the lot. However, aside from the reported damage to the department's vehicles, a bigger issue is that an unsecured parking area poses potential safety issues for employees who must walk to and from the police facility. There have been many incidents that have occurred across the United States in which employees have been assaulted, shot at, and even killed because department lots were open to the public and in public view. In the case of EPD, another issue is that citizens use the lots as a cut-through to get from one street to another. During the site visit, children were observed riding through the lot where the police units were parked. This creates a safety issue for the children, because police vehicles are entering and exiting the lot to both adjoining streets. CPSM recommends the city secure the department's parking lot by installing fencing around the lot.

CPSM also learned during the site visit that the department as a whole doesn't have sufficient parking space for all department vehicles. Unfortunately, in this case, the only way to solve that issue would be to encroach into the public parking around the facility.

Recommendations:

- Examine opportunities to provide a workout room for department employees. (Recommendation No. 68.)
- For improved safety and security, install fencing around the parking lot of the police facility. (Recommendation No. 69.)

ANIMAL CONTROL/PARKING CONTROL

City of Edmonds Animal Control Officers respond to calls for service regarding animal complaints, investigate incidents related to animal bites and mistreatment, enforce leash laws, and trap feral and stray animals. The ACOs will also handle parking control issues, when needed, and code enforcement issues. It was learned that approximately 50 percent of their time is spent on animal control issues, 30 percent on parking issues, and 20 percent on code enforcement.

The Animal Control/Parking Unit has two full-time civilian Animal Control Officers (ACOs). The ACOs report directly to the Special Operations/Traffic Sergeant. The ACOs' training consists of attending the Animal Control Academy held at the state's criminal justice training center (CJTC). ACOs also receive ongoing training provided by various entities in their field regarding animal fighting, animal abuse, animal behavior, and tactics in animal handling. At times though, the ACOs will reach out to neighboring jurisdictions for assistance in some areas of animal welfare that they do not have much experience with, such as for farm animals and exotic animals. EPD should ensure the ACOs continue to attend training opportunities and receive accreditations specific to their job duties.

The city does not operate its own animal shelter; however, it does have a kennel at the station that can hold animals temporarily. For kennel services, the city contracts with PAWS. PAWS is an organization that helps cats, dogs, and wild animals through rehabilitation, sheltering, and adoption, and as well educates the community to inspire compassionate action for animals.

The two ACOs provide coverage for the city seven days a week. One ACO works 0800 to 1800 hours, Sunday through Wednesday, while the other works, 0800 to 1800 hours, Wednesday through Saturday. During times when the ACOs are not on duty, EPD officers handle animal control incidents that are not potentially dangerous and for which they have received some limited training.

ACOs primarily respond to and handle calls involving domesticated animals such as dogs and cats. Nuisance and threatening wildlife problems such as coyote, bear, and cougar sightings are handled by the Washington Department of Fish and Wildlife, since specialized wildlife equipment and handling procedures are necessary for those types of animals.

The unit has one well-equipped, recently acquired vehicle (truck) for animal control use. It also has a vehicle designed for parking control use when ACOs are called upon to conduct that duty. The vehicles are included in the city's vehicle replacement plan.

Citizens report violations or animal problems by calling 911, and then the call is dispatched to the ACOs. However, the city also provides a voice mailbox that is available for general questions that do not require an immediate response. It is checked frequently for messages by the ACOs since they are in the field most of their shift. The ACOs then return the calls during their shift as time allows.

In our review of the department's animal control section of the city's website we found it provides adequate information to the public, and in fact, had a section that provides answers to the most likely questions that citizens may have. The website also provides a section on how to obtain pet registration.

In 2019, the ACOs responded to 749 animal calls and a total of 2,120 calls, while in 2020, they responded to 672 animal calls and a total of 1,877 calls. Of the animal calls in 2019, 134 animals were brought in by the ACOs and in 2020 there were 317 animals brought in. Of all the animals brought in during 2019, approximately 35 were euthanized, while in 2020 that number went down significantly to 7. Due to the city contracting with PAWS, it does not keep information regarding how many animals are sent to rescue organizations or the number that are adopted from the PAWS shelter.

During times when the part-time parking control officer is off duty, the ACOs will respond to parking calls for service and write tickets throughout the city. Having them issuing parking citations, and handling parking issues, sometimes can cause animal control calls to be held in the queue. Oftentimes, when the ACOs are handling animal calls and then must issue parking citations, they must first respond back to the station and pick up the specialized vehicle used for issuing parking citations. The department should convert the part-time parking control officer position to a full-time position to relieve the ACOs of that responsibility so they can focus on animal control and community engagement (education).

Freeing up some of the ACOs' time by reducing their parking control responsibilities would allow them to focus more time on community engagement, for example going into the elementary schools and educating young students by bringing in animals. It is a great opportunity that is being missed to provide the students with another look at members of the police department.

By virtue of what is asked of the ACOs (animal control, parking issues, code enforcement), it can put them into situations with agitated, confrontational citizens. However, the department provides them with little or no defensive tactics or de-escalation training. It was learned that recently one of the ACOs encountered an extremely confrontational person when the ACO was handling an issue with this person's dog. The ACO had to request assistance from officers, who, after it was over, alluded to what a volatile situation it was. For the safety of the ACOs, it is recommended the department provide additional training that will assist them in handling conflict issues.

The policies for the Animal Control Unit are covered in Chapter 8 (Support Services/Units) under Section 820. The policy is well-written and provides the necessary required direction. The department's animal control policies should be reviewed yearly to ensure they remain current with legal changes and that they reflect best practices in the industry.

Recommendations:

- EPD should ensure the ACOs continue to attend training opportunities and receive accreditations specific to their job duties. (Recommendation No. 70.)
- Provide the ACOs with the training so they are better equipped to deal with confrontational situations. (Recommendation No. 71.)
- Ensure the animal control policies are reviewed annually. (Recommendation No. 72.)

PARKING ENFORCEMENT

The department has one part-time civilian Parking Control Officer (PCO) who reports to a sergeant. The PCO works a modified schedule wherein days off change from week to week in a two-week rotation. The schedule is as follows, and although it seems to be an odd schedule, it works for the city for when coverage is needed:

Week #1

Sunday, Monday, and Wednesday – Off.
Tuesday and Friday, 0900 to 1600.
Thursday and Saturday, 0900 to 1700.

Week #2

Sunday, Wednesday, and Saturday – Off.
Monday and Friday, 0900 to 1700.
Tuesday and Thursday, 0900 to 1600.

When the PCO is not on duty, Animal Control Officers and patrol officers will handle any parking issues that may be reported.

The PCO assists with traffic control at times when assistance is needed at the scene, and also assists with traffic control at special events. The PCO utilizes an electric scooter to get around the city and write tickets. The scooter is covered under the city's vehicle replacement plan.

Tickets and vehicle storage and impound are handled by the court, which is in the same complex as the police department.

The following table illustrates parking enforcement activity for 2019 and 2020.

TABLE 9-2: Parking Enforcement Activity, 2019 and 2020

	Tickets issued	Vehicles stored or impounded
2019	4,372	Unavailable
2020	763	23

In 2019, based upon the number of tickets issued, and the number of days worked, the PCO averaged 12 tickets a day. Obviously as can be seen in the table, the number of tickets issued saw a significant drop in 2020; however, that is the result of the shutdowns during the COVID-19 pandemic.

The policies for the parking control are covered in Chapter 8 (Support Services/Units) under Section 815. The policy is well-written and provides the necessary required direction. The department's parking control policies should be reviewed annually to ensure they remain current with legal changes and reflect best practices in the industry.

Recommendations:

- Ensure the parking control policy is reviewed annually. (Recommendation No. 73.)
- The parking control part-time position should be increased to a full-time position in order to relieve the ACOs of parking enforcement responsibilities. (See Animal Control discussion.) (Recommendation No. 74.)

COMMUNICATIONS/RESPONSE TIME AND HIGH-PRIORITY CALLS

Communications is a vital component of an effective law enforcement agency. Dispatch operators serve two primary rolls: (1) Answering 911 and non-emergency telephone calls, and (2) radio dispatching calls for service. Often the first point of contact for a citizen seeking assistance, 911 operators play a significant role in setting the tone for the community's attitude toward the agency. The efficiency with which they collect information from callers and relay that information to responding personnel significantly impacts the safety of citizens and officers alike. For crimes in progress, their work substantially affects the chances of apprehending criminals.

The Edmonds Police Department contracts with Snohomish County 911 (Sno911) for communication services.

All police departments prioritize calls for service based upon the seriousness of the call. The highest priority calls are referred to as Priority 1 calls. While definitions of a Priority 1 call may vary from agency to agency, such calls should include those involving life safety and in-progress crimes. For such calls, citizens expect and demand that their police department be adequately staffed and prepared to respond in a timely fashion. While the accompanying data report contains considerable information concerning response times to all priorities of calls for service and should be reviewed in its entirety, here we will focus on the highest priority of calls for service. For this analysis, we utilized data from citizen-initiated calls for service.

The following table depicts the average response time to Priority 1 calls as well as all other calls (all other priorities). It must be noted that the response time to a call begins when the first keystroke is entered into the CAD (computer-aided dispatch) call screen by the 911 operator. This begins what we refer to as the "dispatch" period. The "dispatch" period ends when a patrol vehicle is assigned to the call, at which time the "travel" period begins. When the first patrol

vehicle arrives at the scene of the call, the “travel” period ends and the “response time” (dispatch plus travel) is calculated.

TABLE 9-3: Average Dispatch, Travel, and Response Times, by Priority

Priority	Time in Minutes			No. of Calls
	Dispatch Delay	Travel Time	Response Time	
1	1.9	3.7	5.6	170
1F	2.0	3.4	5.5	54
2	2.3	5.6	7.9	472
2f	2.4	5.2	7.6	81
3	3.0	6.2	9.2	4,450
3f	2.8	5.3	8.1	253
4	5.6	7.8	13.3	5,248
4f	2.6	5.8	8.3	126
5	6.7	7.5	14.2	1,342
5f	2.5	6.9	9.4	36
Weighted Average / Total	4.4	6.9	11.4	12,237
Emergency Accidents	2.2	4.9	7.1	112

A response time of 5.6 minutes for Priority 1 calls exceeds the five-minute benchmark that CPSM recommends. Since the city encompasses an area of about nine square miles, the response time to these high-priority calls should be in the range of five minutes or less. As was described, response times are the combination of both dispatch delay and travel time. In the case of Edmonds Police Department, the travel time to Priority 1 calls at 3.7 minutes is a significant contributing factor to the overall response time. CPSM recommends the department reexamine its beat area boundaries to determine if, based upon calls for service, the boundaries can be reconfigured to reduce the travel time to calls.

A 5.6-minute response time to an in-progress crime will nearly always result in the perpetrator having fled from the scene prior to the officer's arrival. More importantly, in a life-safety incident such as a baby not breathing or an active shooter or other aggravated assault, serious injury or death may occur. While those possibilities exist on any call, such a lengthy delay for Priority 1 calls is cause for concern. Given this situation, a department analysis of issues contributing to excessive response times is warranted.

There are a number of steps to be taken in conducting the analysis. It is understood that dispatch services are provided by the Snohomish County 911. While CPSM's work is limited to an examination of response times by the Edmonds Police Department, addressing dispatch delays would be of interest to all participating entities. The steps for such an analysis include:

- Review the category of calls that are established as Priority 1 to ensure that only life-safety incidents and in-progress crimes are included. Even low-grade crimes such as theft should be included when it is an in-progress incident. Most crimes are reported after the fact, and this creates limited opportunity to make an arrest or solve the crime. Where such crimes can be

solved, the investigative time and effort is often considerable. Therefore, the importance of prioritizing these in-progress incidents cannot be overstated.

- Identify reasons associated with the dispatch delay. For these high-priority calls, a protocol to expedite an officer response is imperative. *The objective should be to reduce the dispatch delay to no more than one minute.* It is understood that some CAD operating systems do not allow for the assignment of an officer to a call history (ending the dispatch period) until the call data is transferred from the 911 operator to the dispatcher. For high-priority calls, a protocol should be in place that enables the dispatcher to notify units of the call so that a response may be initiated pending more information. In that case, the officer would be responding prior to the ending of the recorded dispatch period and the true dispatch delay is lessened; however, the travel time would be extended, and the overall response time would be unchanged.

Snohomish County 911 has an operations advisory board that provides direction to this agency. EPD is represented on the board, which meets regularly to establish policy and address concerns or issues. This is a best practice to ensure continual effective and efficient service delivery.

Recommendation:

- Work with Sno911 to determine if the response time to Priority 1 calls can be reduced. (Recommendation No. 75.)
- CPSM recommends the department re-examine their beat area boundaries to determine if based upon calls for service they can be reconfigured to reduce the travel time to calls. (Recommendation No. 76.)

TRAINING

Training is one of the most important functions in a police department. Effective training is critical in providing essential information and minimizing risk and liability. The outcome of effective training can be measured in part by such measures as a high level of proactive policing and low level of citizen complaints, low numbers of claims or lawsuits, a high level of citizen satisfaction with the police, well-written and investigated reports, safe driving records, and appropriate implementation and documentation of use-of-force incidents.

CPSM was informed that the Edmonds Police Department prides itself on providing a superior level of training to all department personnel. The report from the Task Force on 21st Century Policing is intended to "strengthen community policing and strengthen trust among law enforcement officers and the communities they serve." The report had many recommendations and one of the primary recommendations was to improve training in the law enforcement community. Training has often been cited as one of the most important responsibilities in any law enforcement agency. Training serves three basic objectives: (1) well-trained personnel are better prepared to act decisively and correctly, (2) training results in greater productivity and effectiveness, and (3) training nourishes cooperation and unity of purpose.

The department's Training Unit has two committed and dedicated employees assigned; they are passionate about providing the best possible training to all department members. They have created a robust training program for the department. They are to be commended for their efforts in their positions.

The Training Unit is currently under the direction of the Professional Standards Sergeant. CPSM is recommending that the Administrative Sergeant position be converted to a civilian position (see Administrative section). If that were to occur, CPSM recommends that the supervisor be assigned as the Training Unit supervisor. The unit is currently staffed by a corporal and an officer. The officer position was a new position created in January 2021. The corporal and officer manage the day-to-day operations of the unit. Their responsibilities include maintaining employee training records; development, coordination, and scheduling of all in-service training; and overseeing the department's FTO program.

It was learned during the site visit that past command staff personnel (Chief/Assistant Chiefs) directed the Training Unit to not include them in training other than the yearly handgun qualification. Since command staff are still police officers, it is imperative they also attend ALL training that is mandated by the state and offered by the department.

Training is provided to department members by either internal certified trainers, or by sending personnel to training opportunities provided by other institutions or companies. The department annually sends officers to approximately 400 classes outside of its own instruction; there is some that is comprised of online classes. That is not unusual when departments are trying to provide a specialized type of training for certain positions or assignments. In today's environment, law enforcement training is a necessity to maintain a highly functioning department, but that also comes at a financial cost to the department. Sometimes that cost becomes a burden and the department cannot provide necessary quality training. More and more agencies are finding opportunities to partner with other agencies to provide quality training while sharing costs. EPD has done that by partnering with other agencies in the area to provide training to both departments.

The department prides itself on providing a superior level of training to all commissioned officers and believes that its personnel are some of the best trained in the region. Training varies based upon position, assignment, rank, professional development, and ancillary assignments. As can be seen in the following table, every officer over the last three years (2018, 2019, 2020) has more than exceeded the state's mandate of 24 hours of training annually. In fact, even in 2020, which saw an almost 40 percent drop-off in training (due to COVID-19), officers nonetheless attended more than three times as much training as required by the state. Unless this amount of training impacts operational effectiveness, and there is no evidence that it does so, this should not be considered excessive. Rather, it is an investment in the continued professionalization of the Edmonds Police Department. The department is to be commended for its commitment to making training a priority at the department.

TABLE 9-4: Total Department and Average Annual Training Hours per Officer, 2018–2020

Year	Total Department Training Hours	Ave. Annual Training Hours per Officer
2018	9,997	172
2019	8,784	144
2020	4,558	82

All training data is tracked through Microsoft Access; however, this does not meet the needs of the Training Unit, as data must be entered manually into several different record categories, which is laborious and redundant. Currently, training requests are handled entirely via printed

forms that must be sent up the chain of command for approval. This system can be converted to a paperless system with the use of one of many available training software platforms. The department should consider the purchase of a more robust system that will meet the current and future needs of the department. One such program is LMS 365, which is a program that is specifically designed for the tracking of employee training.

The Washington State Criminal Justice Training Commission (WSCJTC) has a mandate that each commissioned officer receive eight hours of crisis intervention training by 2021; however, the EPD completed the training three years early in 2018. Now, the department provides several hours of crisis intervention training annually as a refresher. The state is also requiring that every commissioned officer receive 24 hours of patrol tactics certification by the end of 2022; the department has that training scheduled for spring 2022.

The department maintains a master training calendar that is not intended to be a static document, but rather a living tool subject to change. This is a vitally important document to ensure that necessary and appropriate recurring training is provided. As training priorities shift, it is too easy to neglect to schedule an important curriculum without such a schedule. However, since some certification training must be conducted annually, some must be conducted every other year, and some once every three years, the department maintains the calendar to ensure it stays abreast of legal changes, best practices, accreditation, and meets its own high training standards. The calendar is put together by the department's cadre of training officers who meet throughout the year and determine what is needed based upon the aforementioned criteria.

The Training Unit also has a list of mandated and suggested training for each of the specialty positions within the department, and consistently strives to get personnel into those trainings.

Managing a police organization is a complex process for those tasked with ensuring the department operates at the most effective and efficient level. Those whose job it is to manage the organization must be as well-trained as those officers in the field. It is important to send command level personnel to executive training to ensure they are prepared to lead the department. In the past, both Assistant Chiefs have attended the FBI National Academy, along with various management courses, which has enabled them to obtain executive-level certification through the WSCJTC. Sergeants in the organization can and do attend management level classes such as the FBI LEEDA trilogy courses. The department should strive to continue executive level education for its command staff officers.

All sergeants and corporals must attend a course for first-level supervisors in order to supervise their personnel. Sergeants must complete the middle management course and obtain middle management certification through the WSCJTC, and corporals must obtain first-level certification through the WSCJTC. All personnel in the department are encouraged and allowed to take any pre-supervisor courses; however, unless they are already a supervisor, it is difficult to get into the course. The department believes that by allowing other personnel to take supervisory courses, they will be better prepared for the career track towards promotion.

As part of its duties above, the Training Unit coordinates the services of approximately 15 in-house specialty experts in areas ranging from arrest and control to CPR and driving instruction, to name just a few. In-house trainers serve as training staff as a collateral duty to their primary assignments. Members of the department who are designated as instructors attend schools to become certified instructors in their individual training disciplines, such as Firearms, Driving, Arrest and Control, CPR, Peer Support, and Field Training Officer. The amount of training each receives varies based upon the domain they are teaching. The defensive tactics and taser instructors attend Master Instructor School. All instructors must be trained and/or certified in the curriculum they are teaching. Advanced or additional training is encouraged. All In-Service, Less

Lethal, Defensive Tactics, and Patrol Tactics instructors are also required to attend Instructor Development in order to enhance their skills as a coach and mentor in their subject matter.

The rangemaster for the department is responsible for providing all weapons training to the department; however, this is not done under the umbrella of the Training Unit. This can create issues when the Training Unit is trying ensure the range trainers are operating at optimum efficiency, but yet has no control over them. It is recommended that the rangemaster position and responsibilities be moved to the Training Unit, and that the rangemaster report to the Training Unit's corporal.

The department currently requires weapons qualification twice a year for all commissioned officers. Since weapons training is a perishable skill, it is recommended the training be increased to quarterly. The training should involve not just shooting at targets but should also include cognitive thinking training about when to shoot at a target.

The department currently utilizes either the Snohomish County firing range or the Twin Rivers firing range. Unfortunately, each of these involves 30 to 45 minutes of travel away from the city. It was learned that there are no other options available to the department.

Recommendations:

- Command level officers (Chief/Assistant Chiefs) must attend all mandated and other offered training. (Recommendation No. 77.)
- Purchase a more robust training software program that will meet the needs of the Training Unit. (Recommendation No. 78.)
- Although the department has sent command level personnel to executive training, it should be mandatory for command level personnel to attend one of the programs. (Recommendation No. 79.)
- Make attendance mandatory for the rank of sergeant and above at one of the premier executive level schools. (Recommendation No. 80.)
- Move the rangemaster and his responsibilities under the umbrella of the Training Unit, and have him report directly to the Training Unit's corporal. (Recommendation No. 81.)
- Change twice-a-year weapons training and qualification to quarterly qualification. (Recommendation No. 82.)

Field Training Officer Program

All new entry level officers attend the Washington State Criminal Justice Training Commission academy in Burien, Washington. The Basic Law Enforcement Academy (BLEA) is 720 hours in length and provides the minimum training requirements for the state. The department has sent approximately nine recruits to the academy in the last three years and all were successful in completing the academy.

The Field Training Program (FTP) is intended to facilitate an officer's transition from the academy setting to the performance of general patrol duties. Although an officer graduating from the academy has received a thorough introduction to basic law enforcement subjects, that officer cannot be expected to immediately assume the full responsibilities of an experienced officer. Newly assigned officers must receive additional training in the field where they can learn from

veteran officers who have a great deal of practical patrol experience. The EPD Field Training Officer (FTO) Program is designed to do just that.

The program is overseen by a sergeant but is managed by the Training Unit corporal.

FTOs must meet the department's requirements of three years of service at EPD, be in good standing, and be off probation to apply. They then must successfully pass an interview panel and be recommended to the Chief of Police for approval. Once selected the FTO must attend a state-approved WSCJTC 40-hour FTO academy. Additionally, in-service training is then provided to FTOs on a yearly basis. In 2020, the department had 23 officers designated as FTOs; however, nine were assigned to specialty positions or they are at the rank of sergeant.

The FTO program involves 14 weeks of training for the new officer; however, the time can be extended to officers who are not meeting benchmark standards. The program consists of three training "rotations" each four weeks in length. If the officer successfully completes the "rotations" he or she will then spend two weeks in a "shadow mode" wherein an accompanying FTO is dressed in civilian clothes while the officer is in uniform. The officer is expected to demonstrate the ability to operate as a solo officer.

A review of the department's FTO manual and associated forms and paperwork found them to be well-written, concise, and adequate for documentation of the trainee's performance. A Daily Observation Report (DOR) is completed on the trainee and is discussed at the end of the shift with the FTO. All trainees must successfully pass each phase before moving onto the next.

The department follows the San Jose model in its FTO program. The San Jose model only allows for a trainee officer's training to be extended a maximum of six weeks before he or she receives a verdict of did not successfully pass the FTO training. The department does a good job of isolating issues during the extension and works creatively to solve them; however, there are times that a longer extension could be the difference between success or failure of the trainee officer. It is recommended that the department consider each trainee on a case-by-case basis when deciding on the length of extension, and not follow the hard-and-fast six weeks-only extension.

It was learned that in the last three years the department has trained a total of 18 officers in the FTO program and all have been successful. This reflects a well-designed, well-managed, and well-executed program.

No formal training program is in place for new EPD sergeants or corporals. Promotion to a first-level supervisor's position is an important transition, and the newly promoted sergeant or corporal should be indoctrinated to the position through a structured training program similar to what a new officer would complete. There also is no handbook or training manual in the department that would be a valuable resource for a newly promoted supervisor to have. Absent a training program and handbook, the department is doing a disservice to newly promoted sergeants and corporals, who have to learn their position through trial and error.

It is recommended the department initiate a Sergeant Training Program and a Corporal Training Program similar to the FTO Program. It is also recommended the department develop a manual for sergeants and corporals much like the FTO Manual. Newly promoted sergeants and corporals would then be expected to sign off that they have learned and are able to demonstrate the guidance found in the manuals.

Recommendations:

- Consider each extension in the FTO program on a case-by-case basis and do not follow a hard-and-fast timeline for the extension. (Recommendation No. 83.)

- Create a Sergeant's Training Manual and initiate a Sergeant's Training Program. (Recommendation No. 84.)
- Create a Corporal's Training Manual and initiate a Corporal's Training Program. (Recommendation No. 85.)

FLEET

The Edmonds Police Department operates with a fleet of 36 vehicles, which includes two radar trailers and one SWAT equipment trailer. The fleet is a combination of patrol vehicles, detective vehicles, K9 vehicles, motorcycles, animal control vehicles, staff vehicles, and administration vehicles. The department's choice for patrol vehicles is the Ford Explorer.

The city's shop handles the management and repair of all city vehicles including those in the police department. Personnel handling fleet maintenance consists of a manager, senior mechanic, and mechanic; a sergeant is the liaison to the Fleet Manager.

The city shop uses the Enterprise Fleet Management Program to track maintenance. Enterprise Fleet Management is a privately-held, full-service fleet management business for companies, government agencies, and organizations that operate medium-sized fleets of 20 or more vehicles. The program provides a comprehensive overview of equipment and resources in real time through a robust platform.

The department, with input from the Fleet Manager, makes the decision on what type/make vehicle to purchase. Vehicles are purchased through the vehicle replacement fund designated for the PD.

The department does not have a written policy for the length of time a vehicle is kept; however, its philosophy is that patrol vehicles should be operated for 10 years or 120,000 miles, while detective vehicles should be operated for 12 years or 120,000 miles. The department's replacement schedule philosophy is within the range used by most police departments CPSM has studied.

New vehicles purchased by the department are outfitted with the required equipment by the City of Edmonds fleet shop. Consideration should be given to assessing whether the department's outfitting of new police vehicles can be done more cost-effectively and in a timelier manner by outsourcing the work to a private vendor. Most agencies studied by CPSM have found it beneficial to outsource that work.

The department does not have a vehicle take-home program with the exception of the administration vehicles (Chief, Assistant Chiefs), detectives, and K9 officers. The department currently has no mileage restriction for take home vehicles. The department should consider capping the maximum one-way distance for take-home vehicles at 30 miles from the city limits. The purpose of allowing department members to take their vehicles home is so they can respond directly to the scene of critical incidents more quickly without having to respond to the station to either pick up equipment or their vehicle. However, if the department member lives beyond 30 miles from city limits the timeliness of their response is mitigated.

Each patrol unit is assigned to two to three officers according to a semiformal rotation schedule; however, assignments can be changed based on officer movement or when needed to even out mileage on any particular vehicle.

In the past (prior to 2006), the department leased its vehicles, but since then it has purchased vehicles. Now, with the changing economy and evolving automobile industry, opportunities may exist for reduced pricing plans for the lease of equipment. The department should reassess the possibility of leasing vehicles instead of outright purchase.

It was learned that the current number of vehicles meets the general daily use requirements of the department. However, during a significant incident, the department can run out of available patrol vehicles and officers must resort to using other department vehicles. Also, it will put a strain on the fleet if any vehicles are out of service for a long period of time with damage or mechanical failure. The department should consider getting approval for retaining as spare vehicles the next two patrol vehicles that are replaced.

Recommendations:

- The department should consider outsourcing the outfitting of new police vehicles, which may be a more cost effective and more timely option. (Recommendation No. 86.)
- It is recommended that the one-way distance for use of take-home vehicles be capped at 30 miles from the city limits. (Recommendation No. 87.)
- The department should reassess the possibility of leasing vehicles instead of outright purchase. (Recommendation No. 88.)
- The department should consider getting approval for retaining as spare vehicles the next two patrol vehicles that are replaced. (Recommendation No. 89.)

PERFORMANCE EVALUATIONS

The department's performance evaluation system is designed to record work performance for both the department and the employee, providing recognition for good work, and developing a guide for improvement if necessary. The evaluations are used by the department to make personnel decisions relating to merit increases, promotion, reassignment, discipline, demotion, and termination.

The department's policy regarding performance evaluations can be found in the Edmonds Police Department Policy in Chapter 10 Section 1002. It is well-written and concise, and it provides adequate direction to employees.

Probationary civilian employees are rated every three months during the first 12 months of employment, while the sworn personnel are rated daily, bi-weekly, and every three months during the first 12 months after graduation from the academy. Once an employee reaches full-time permanent status, an evaluation is completed each year on the anniversary of their date of hire.

The Executive Assistant maintains a master spreadsheet with all employees' anniversary dates and provides notifications of an employee's approaching anniversary date during staff meetings. The department should consider purchasing a software program that can keep track of when evaluations are to be completed, tracks them, and can send out notices and reminders to the supervisors.

Criteria used for evaluating the employee shall be specific to the assignment the employee is working during the rating period. Any rating marked unsatisfactory or outstanding must be substantiated in the comments section of the performance evaluation.

After completion of the performance evaluation by the supervisor, it is discussed with the employee, and then signed by both. The performance evaluation is then sent for review to the Assistant Chief of Police, and then the Chief of Police. If the employee opts to appeal the evaluation, it must be done in writing to the Chief of Police, who then has 30 calendar days to schedule an appeal hearing with the employee. After the appeal hearing, any decision made by the Chief of Police is final.

The process followed by EPD regarding performance evaluations is more or less standard in the industry.

Performance evaluations are based upon a rating scale with 5 being outstanding and 1 being unacceptable. There are 11 separate dimensions on which employees are evaluated, and the characteristics of that dimension are clearly spelled out. The corresponding number to the employee's performance is then circled and there is a space for comments under that dimension. Although the performance evaluation meets current standards, the last review and revision of it occurred in 2005. Since then, many iterations of evaluations have become commonplace within the law enforcement industry and which evaluate areas that are more in line with today's issues and the work done by today's police officer. CPSM recommends the department form a committee to review and revise the performance evaluation mechanism to better meet today's work performed by officers.

One of the biggest complaints CPSM has found in departments we have assessed is that supervisors report that the evaluations are so onerous they take a great deal of time to complete. In looking at the department's current performance evaluation, it appears on its face to be straightforward and should not take a great deal of time. However, it was learned that over time there has been so much documentation required by command staff that it can take a supervisor an entire shift to complete one evaluation. In essence, it appears the department has adopted a "more is better" philosophy with the written comments and documentation required in an evaluation. While CPSM believes that a good and fair evaluation is necessary, it can often be done in a less onerous fashion. The current philosophy should be reviewed when the department looks at revising the current evaluation mechanism used for employees.

Currently, most supervisors are having to exercise the 30-day grace period to complete an employee's evaluation. If the evaluation mechanism were to be revised, and documentation requirements changed, most performance evaluations could possibly be completed in a timelier manner.

Recommendations:

- The department should consider purchasing a software program to manage the storage and notifications of the performance evaluation process. (Recommendation No. 90.)
- Form a committee to review and revise the current performance evaluation mechanism. (Recommendation No. 91.)
- Consider changing the philosophy of "more is better" when it comes to the supporting information involved in authoring an evaluation. (Recommendation No. 92.)

COMMUNITY ENGAGEMENT

Law enforcement agencies constantly engage the community through their interactions and responses. However, proactive engagement of the community—through forums, events, meetings, and participation in community functions—is important at the leadership and community level within policing. Community engagement and forming partnerships with the community are essential aspects of community policing. Community engagement is, necessarily, proactive and preventative in its nature. To be effective, community policing relies heavily on public cooperation. The level of cooperation can be significantly enhanced by educating the public about the police and the criminal justice system in general.

The department lost its crime prevention coordinator approximately 15 years ago, and since that time, many of the programs handled by the coordinator have gone away. Recently, the department created a new Community Engagement Coordinator position, a civilian position, to resurrect some of those programs, as well as institute new ones. A review of various community policing websites and articles can produce information on many new and innovative ways to connect with the community.

Citizen's Police Academy

One of the programs that ended was the Citizen's Police Academy (CPA). A CPA provides a mechanism for community education and which can improve relations between citizens and police. Citizens are taught about police operations, policies and procedures, and police-citizen communication is facilitated. CPSM would encourage the department to again begin holding the academies.

Citizen Volunteers in Policing

A program that was borne out of the CPA is the Citizen Volunteers in Policing (CVIP). CVIPs volunteer their time to the department in a myriad of ways. Volunteers can be an important part of any organization and have proven to be a valuable asset to law enforcement agencies. Many people volunteer with their local law enforcement agencies to fulfill civic responsibility and to give back to the officers who provide for their safety. Volunteering in law enforcement benefits the agency, the volunteer, and the community. Volunteers can perform valuable administrative or computer work, or they could make use of specialized skills such as translation, chaplaincy programs, counseling services, do composite drawings, and much more.

CVIPs can also perform:

Vacation Checks: VIPs can conduct vacation checks of homes when residents are on vacation or are away for an extended period of time. This helps to reduce residential burglaries and vehicle thefts and aids in reporting of concerns that may need attention.

Patrol: VIPs can patrol parking areas and structures in business areas and schools to add to the visibility of law enforcement. VIPs do not take law enforcement action, but instead radio in observations which appear suspicious or are criminal in nature. This activity can, for example, help to reduce vehicle thefts and burglaries in parking areas where vehicles are left unattended for extended periods of time.

Coffee with a Cop

Coffee with A Cop was launched in Hawthorne, California, in 2011 when officers from the Hawthorne Police Department were looking for ways to interact more successfully with the citizens they served each day. The events are held around the city at different locations to allow citizens an opportunity to talk with a police officer over a cup of coffee. It allows for interactions

outside of the crisis situations that typically bring law enforcement officers and community members together.

Community Walks

This program originated in Richmond, Virginia. Once a month the chief takes his command staff to the streets, along with officers from the neighborhood beat, and go door to door to meet with residents. Also in tow are representatives from other governmental entities such as Public Works, Social Services, Public Utilities, and members of the local clergy, all in attendance to get an accurate depiction of the way things look from the ground and join in the department's problem-solving matrix.

Community-Police Council

A CPC is comprised of representatives of neighborhoods, businesses, churches, community agencies, youth groups, law enforcement, and local government. A CPC helps lead the development, oversight, and implementation of effective strategies to reduce crime and disorder, change perceptions, and facilitate positive engagement and increased trust between the police department and the neighborhoods they serve. A CPC can foster community-police relations groups to provide venues for the community to speak, be heard, and have their perspective considered.

These are just a few of the methods police departments are using to engage with their community. CPSM recommends the department begin utilizing known methods of engagement and encourage the community to become partners with the police department.

Recommendations:

- CPSM recommends the department resurrect the Citizen's Police Academy and begin having classes twice a year. (Recommendation No. 93.)
- Begin a CVIP program that will provide a way for citizens to volunteer their time to the department. (Recommendation No. 94.)
- CPSM recommends the department begin utilizing known methods of engagement and encourage the community to become partners with the police department. (Recommendation No. 95.)

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SECTION 10. ORGANIZATIONAL CULTURE AND CLIMATE

Organizational culture is built upon a system of shared assumptions, values, and beliefs; this culture governs how members behave in the organization. Organizational climate refers to how members experience the culture of an organization. The climate of an organization is shaped by the upper management of an organization. Organizational climate influences productivity, effectiveness, performance, job satisfaction, innovativeness, leadership, and decision making. There are individual, organizational, and environmental factors that affect employees' understanding of their organizational culture and also influence their orientation toward their work and job satisfaction.

CPSM staff sought to capture a snapshot of the department's culture and climate through the eyes of its members. At the same time, CPSM staff sought to evaluate the department's internal potential and limitations, and the possible opportunities and threats from the external environment. To accomplish these goals, an analysis using the S.W.O.T. method was conducted to provide the department's leadership with a snapshot of the department's strengths, weaknesses, opportunities, and threats from the perspectives of its members.

During the team's site visit, two focus groups were conducted with sworn/civilian supervisors and sworn/civilian line level employees. The following are comments deemed to be important regarding issues within the department. CPSM did not validate any of the responses. There are both positive and negative comments provided for review and use by the city and department as appropriate.

Sworn/Civilian Supervisors Group

Positive:

- Good people in the organization who care about others.
- Doing more with new employees who come into the department.

Negative:

- No mentoring program for new employees.
- No training for Sergeants when promoted.
- No succession planning.
- No other rank between Sergeant and Assistant Chief (dysfunctional).
- No incentive to promote to Assistant Chief because of salary compaction.
- In the Administrative and Investigative Sergeant positions, they are only doing data entry.

Line Level Sworn/Civilian Employees

Positive:

- Department has incredible people.
- Strict hiring policies have created a humble, professional culture.

- Great support from command staff.
- Training is rarely denied.
- Good communication among and between divisions and units.
- The department provides good service to the community.
- Employees are compensated well.
- Opportunity for the city to bring in a high caliber leader.
- Department has good equipment.

Negative:

- Employees feel frustrated over dealing with the unhoused.
- Instability in leadership is a distraction and has affected morale.
- Demonizing of police department by the City Council.
- Employees feel there is no support from Mayor and City Council.
- Employees feel that because of the last year's incidents, the feel of the department has stagnated.
- There is confusion of work because of so many interim positions.
- Civilian personnel feel less valued than the commissioned personnel.
- Technology has not kept up with the times.
- Employees are still using timesheets requiring hand entering of data.
- Department offers little to employees in terms of technology training.
- Need an IT person in the police department.
- Department is understaffed in civilian personnel.
- No body-worn cameras or dash cameras.
- Long tenured police chief didn't move the department forward.
- No lateral officers applying for police officer positions.
- No budget for hiring or recruitment.
- Employees are tired of working at minimum staffing.
- The DUI process takes too much time because of mandatory booking.

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SECTION 11. SUMMARY

Throughout this report, we have endeavored to provide the reader with insight into the Edmonds Police Department, its strengths, and opportunities for improvement.

While we do acknowledge that support for the department is not universal, that is the case in every department we assess. In the case of Edmonds, the appointment of a new leader presents a tremendous opportunity to address areas where improvement is needed and to move the department forward. At the same time, the city must address the relationship between city hall and the police department.

CPSM recognizes that the recommendations we have made, especially those involving personnel, come at a significant cost. Please be assured that they were not made lightly, but with significant consideration concerning operational necessity associated with each position. In one case, we recommended a reduction in staffing, but only if what we believe is unnecessary workload is modified or transferred.

We further recognize that implementing many of these recommendations, should the city choose to do so, will involve a long-term endeavor. We would encourage the department leadership to work with the new Chief to identify those recommendations that are the most critical so they can be addressed in the short term. As well, we would make ourselves available to consult as necessary and appropriate. Following this summary is a master list of the recommendations.

A comprehensive data analysis report is provided in Section 13. While the more pertinent aspects of that analysis are embedded in the body of the report, readers are encouraged to review the data analysis report in its entirety.

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SECTION 12. RECOMMENDATIONS

Administrative

1. Develop a new five-year strategic plan to guide the department's work efforts. (See p. 11.)
2. Through a concerted succession planning/training effort, ensure that employees are trained and mentored to serve as future leaders of the organization. (See p. 11.)
3. Create two mid-level manager positions (at the rank of lieutenant) in the organization. (See pp. 11-12.)
4. Create a civilian manager position to replace the commissioned sergeant in the Administrative Services Unit. (See p. 12.)
5. Improve internal communications, both top to bottom, and bottom to top, to ensure members of the organization are aware of the department's work plan and that they feel valued and considered. (See p. 12.)
6. Make the department's policy easier for citizens to navigate on the city's website. (See pp. 12-13.)

Patrol

7. Officers should be recording the gender, race, and age of the people stopped and the reasons for the stop. In addition, the EPD should track, analyze, and publicly report this information periodically. (See pp. 19-20.)
8. Create a CFS working group to explore potential ways of eliminating workload demands and non-emergency CFS from patrol workload. (See pp. 16-20.)
9. Explore web-based reporting and deferred service responses. (See pp. 21-22.)
10. CPSM recommends the formation of a committee to analyze the "out-of-service" time used by officers and determine specific details that can be used as "out of service" time. (See pp. 29-30)
11. Deploy two additional patrol shifts that overlap the existing two-tour, four-shift patrol schedule. (See pp. 32-33.)
12. Consider modifying the days-off rotation for patrol officers. (See p. 33.)
13. Designate the corporals assigned to all shifts to be the point-people to execute crime reduction and traffic safety plans that focus on "hot-spots" and "hot-people." (See p. 33.)
14. Deploy body-worn cameras on officers in the EPD. (See p. 34.)
15. Deploy AEDs in as many police vehicles as feasible; at least one marked police vehicle should be equipped with an AED on all shifts. (See p. 34.)

Traffic (Special Operations)

16. Create a Traffic Safety Team in the EPD, consisting of one sergeant and one police officer. (See pp. 41-43.)
17. Reassign the late shift traffic DUI officer to regular patrol. (See pp. 41-43.)
18. Develop a Traffic Safety Plan. (See pp. 41-44.)
19. Employ the Three E's of traffic safety throughout the department. (See pp. 41-43.)

20. Minimize random and routine traffic enforcement and focus on those locations with a high frequency of accidents. (See pp. 43-44.)

Street Crimes Unit

21. Add one additional police officer to the SCU. (See p. 45.)
22. Designate one member of SCU as the CIO and task that position with the responsibility to develop criminal intelligence that can direct enforcement actions. (See pp. 45-46.)
23. Staff a Crime Analyst position in the department to coordinate information and intelligence sharing with the SCU. (See p. 45.)
24. Develop a process to aggressively debrief prisoners in EPD custody. (See pp. 45-46.)
25. SCU should be keeping data and tracking the crime in areas in which they have focused to determine if the unit is being effective in its assigned mission. (See p. 46)

SWAT

26. Continue to participate in the North Sound Metro Regional SWAT. (See pp. 46-47.)
27. Equip members of this team with take-home department vehicles. (See p. 47.)

Detective Unit

28. The department has several acting positions in which a supervisor may be assigned to another component in the department for a time period of up to six months. The Detective Sergeant is now the acting Assistant Police Chief of Field Services. The Detective Sergeant position is now an acting position being filled by the Corporal in the Detective Unit. This situation results in instability of supervision as well as supervisors having multiple roles in the department. Furthermore, any acting position has a duration of only six months (based upon civil service rules) and then another department member has to be selected for an acting position. This is a very unstable approach in the management of a police department and the city should try to change the rule or at least suspend it until promotions can take place. However, at this time, role responsibilities are unclear and career paths are uncertain. CPSM recommends that these issues be addressed immediately so as to provide stability in the department. (See p. 48.)
29. CPSM recommends the continuation of the detective position that is rotated at 18 months because it is a position designed to be a job enrichment program for patrol officers who have an opportunity to work as a Detective for a designated period of time. Members can reapply for this position. This is an excellent succession planning program and should be continued for the development of patrol officers and the grooming of future investigators for the Detective Unit. (See p. 48.)
30. CPSM recommends that the Detective Unit begin tracking its uncaptured workload activities, and then analyze that information to determine whether the department has the appropriate number of detectives based upon their workload. (See p. 51)
31. CPSM recommends that the acting Detective Sergeant contact the city's IT staff to analyze and address why the County Prosecutor's Office is intermittently having difficulties opening the Detectives Unit's electronic case files. (See p. 51.)
32. CPSM recommends that the Detective Unit continue to capture statistics related to cases but also include statistics related to tasks being performed by the Detectives as discussed in the Workload Section. (See pp. 51-52.)

33. The department should consider conducting a deeper analysis of each detective's performance over time by capturing the clearance rates of each detective by crime category. This would provide insight into the detective's performance over time, by crime type, and would also benchmark the Detective Unit's success. However, staff indicated that the Law Enforcement Records Management System (LERMS) did not have the capacity to produce clearance rates by detective and type of crime. This impacts command staff's ability to assess each detective's performance using clearance rates as a means of measurement. CPSM recommends that the department create a technology committee to address this issue with the LERMS vendor. (See pp. 53-54.)
34. The department would make better use of the narcotics detective vacancy by filling the position with a detective to conduct digital forensic analysis. There may be opportunity for the Edmonds Police Department to take the lead in digital forensics investigations by having a detective fill the position and acquire the required training to become a digital forensics investigator. The Edmonds Police Department could offer other local departments the service of processing their digital forensics on a fee-based partnership. This could offset costs of the salary and training of the new detective. Additionally, if the need presented itself again, the digital forensics detective could also work major narcotics investigations, which require surveillance, intelligence gathering, and digital forensics, with the assistance of other detectives. (See pp. 54-55.)

Crime Analysis

35. CPSM recommends that the department hire a civilian to serve the department as a Crime Analyst, who would perform two roles. First, if the person is not already experienced in crime analysis, he or she would need to be trained as a Crime Analyst. Secondly, this position could also serve as the secondary part-time position for the Property and Evidence Unit, something that is recommended in the Property and Evidence section of this report. (See p. 57.)

Crime Scene

36. Update Policy 406, Crime and Disaster Scene Integrity. The policy does not delineate the responsibilities of patrol officers, detectives, and the Washington State Patrol in their responsibilities in processing crime scenes. This information should be added to the policy for greater clarification in the collection and processing of crime scenes. (See p. 58.)
37. CPSM recommends that detectives and patrol officers capture statistics pertaining to their crime scene workload inclusive of the number of times detectives are called out to process a crime scene after hours, which has an impact on overtime. (See p. 58.)
38. Supervisors should conduct a monthly examination of a small number of random samples of patrol officers' and detectives' processing of crime scenes to include reviewing collected evidence, photographs, and the accompanying reports for quality assurance and potential training needs. Once the department collects data for a 12-month period, the department should analyze the data to determine the feasibility of having a crime scene technician/unit. (See p. 58.)

Property and Evidence

39. CPSM recommends that the department purchase an additional long-gun locker in the event two guns are taken into evidence in one day. (See p. 60.)
40. There is no video camera surveillance for monitoring entry into the property and evidence room or the rooms that secure high-liability items such as drugs, guns, and firearms. CPSM recommends installing a camera system or video surveillance system in the property and evidence room. All doors into a secure area should be equipped with cameras in addition to

those rooms where guns, money and drugs are stored; these doors should also have alarms. Additionally, installing cameras where evidence is deposited, such as counters and lockers, can validate when evidence was submitted as well as confirm that evidence was indeed submitted. (See pp. 60-61.)

41. CPSM recommends purchasing plastic bins for the Property and Evidence Unit as they are more durable than paper boxes. (See p. 61.)
42. CPSM recommends adding a part-time position to the Property and Evidence Unit. The additional staffing would help in the purging of items, it would provide stability in staffing when the full-time Property and Evidence Technician is not available due to vacation time or medical leave, and it would provide a pathway in succession planning. This part-time position would involve a full-time position shared between the functions of crime analysis and property and evidence. (See pp. 61-62.)

Records

43. Convert a Police Staff Assistant (PSA) position to a supervisor position. (See p. 65.)
44. The Records Unit should remain open longer during the weekdays or be open on Saturday to offer convenient access to the public. (See p. 65.)
45. Sergeants approving the crime reports should ensure that officers are using the correct crime classification. (See p. 66.)
46. Provide on-going professional training to Records Unit personnel. (See p. 66.)
47. Develop a consistent, ongoing purge cycle to alleviate the backlog of data and files. (See p. 67.)
48. CPSM recommends that EPD eliminate the acceptance of cash at its public window as a payment option for services. However, if the decision is made to continue to accept cash transactions at the public window, comprehensive and regular audits should be conducted. (See pp. 67-68.)
49. Consider charging a fee for police reports obtained through public disclosure if the billing system will accommodate this. (See p. 68.)

Internal Affairs

50. To make it easy for citizens to access forms on the website to file a complaint against officers or provide a commendation, there should be a separate website location for complaint and commendation forms instead of these forms being included in the "Talk to Us" area. (See p. 69.)
51. The complaint form should be provided to the public in languages other than English as appropriate for Edmonds. (See p. 69.)
52. The department's organization chart should reflect the Professional Standards Sergeant reporting directly to the Chief of Police. (See p. 69.)
53. The department should track all informal complaints that come into the agency and analyze them to ensure inappropriate officer behavior is not being overlooked. (See p. 71)
54. Adopt a progressive discipline philosophy and create a standardized progressive discipline matrix in General Order 1019, Personnel Complaints. (See pp. 71-72.)
55. CPSM recommends the department utilize an Early Warning System (EWS) for both internal affairs purposes and for uses of force as well. (See p. 72.)

56. The more serious personnel investigations should be completed within 30 to 45 days. (See p. 72.)
57. Counseling sessions given to officers should be documented by supervisors. (See p. 72.)
58. The department should give clear direction to sergeants about what violations should be sent forward as an internal complaint investigation and what violations should involve counseling only. (See pp. 72-73.)
59. Conduct random audits and inspections to ensure compliance with general orders and supported by an early identification and intervention process in addressing employee behavior. (See p. 73.)

Use of Force

60. The department's use of force instructor should also be included in each incident review, not just the annual review. (See p. 73.)
61. CPSM would recommend those uses of force resulting in counseling or coaching be documented, and explained as to why the counseling or coaching was necessary, as opposed to the action possibly being considered as out of policy. (See p. 74)

Recruitment and Personnel

62. The department should form a permanent recruitment team for job fairs and testing events. (See p. 76.)
63. The department should continue its robust online presence on job-seeking websites. (See p. 77.)
64. The city should ensure that salary compensation for police officers remains comparable to neighboring jurisdictions and it should also offer a hiring bonus so that it can attract already trained, experienced officers. (See p. 77.)
65. Focus recruitment strategies on hiring females, who are under-represented in the department. (See p. 78.)
66. The EPD should strive to complete background investigations in 30 days. (See p. 78.)
67. EPD should build a robust Police Explorer Program with a goal of recruiting participants to be police officers. (See pp. 78-79.)

Facility

68. Examine opportunities to provide a workout room for department employees. (See p. 80.)
69. For enhanced safety and security, install fencing around the parking lot of the police facility. (See p. 81.)

Animal Control

70. EPD should ensure the ACOs continue to attend training opportunities and receive accreditations specific to their job duties. (See p. 81.)
71. Provide the ACOs with the training so they are better able to deal with confrontational situations. (See p. 83.)
72. Ensure the animal control policies are reviewed annually. (See p. 83.)

Parking Control

73. Ensure the parking control policy is reviewed annually. (See p. 84.)

74. The parking control part-time position should be increased to a full-time position in order to relieve the ACOs of parking control responsibilities. (see Animal Control section). (See p. 82.)

Communications

75. Work with Sno911 to determine if the response time to Priority 1 calls can be reduced. (See pp. 84-86.)
76. CPSM recommends the department reexamine its beat area boundaries to determine if, based upon calls for service in each area, the boundaries can be reconfigured to reduce the travel time to calls. (See p. 85.)

Training

77. Command level officers (Chief/Assistant Chiefs) must attend all mandated and other offered training. (See p. 87.)
78. Purchase a more robust training software program that will meet the needs of the Training Unit. (See pp. 87-88.)
79. Although the department has sent command level personnel to executive training, it should be mandatory for command level personnel to attend one of the programs. (See p. 88.)
80. Make attendance mandatory for the rank of sergeant and above at one of the premier executive level schools, (See p. 88.)
81. Move the rangemaster and his responsibilities under the umbrella of the Training Unit, and have him report directly to the Training Unit's corporal. (See p. 89.)
82. Change twice-a-year weapons training and qualification to quarterly qualification. (See p. 89.)

Field Training Program

83. Consider extensions in the FTO program on a case-by-case basis and do not follow a hard-and-fast timeline for the extension. (See p. 90.)
84. Create a Sergeant's Training Manual and initiate a Sergeant's Training Program for newly promoted Sergeants. (See p. 90.)
85. Create a Corporal's Training Manual and initiate a Corporal's Training Program. (See p. 90.)

Fleet

86. The department should consider outsourcing the outfitting of new police vehicles, which may be more cost effective and more timely option. (See p. 91.)
87. It is recommended that the one-way mileage on take-home vehicles be capped at 30 miles from the city limits. (See p. 91.)
88. The department should reassess the possibility of leasing vehicles instead of outright purchase. (See p. 92.)
89. The department should consider getting approval for retaining as spare vehicles the next two patrol vehicles that are replaced. (See p. 92.)

Performance Evaluations

90. The department should consider purchasing a software program to manage the storage and notifications of the performance evaluation process. (See p. 92.)

91. Form a committee to review and revise the current performance evaluation mechanism. (See p. 93.)
92. Consider changing the philosophy of "more is better" when it comes to the required supporting information involved in authoring evaluations. (See p. 93.)

Community Engagement

93. CPSM recommends the department resurrect the Citizen's Police Academy and begin having classes twice a year. (See p. 94.)
94. Begin a CVIP program that will provide a way for citizens to volunteer their time to the department. (See p. 94.)
95. CPSM recommends the department begin utilizing known methods of engagement and encourage the community to become partners with the police department. (See pp. 94-95)

§ § §

SECTION 13. DATA ANALYSIS

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

All information in this analysis was developed using data from the Snohomish County 911 Center's computer-aided dispatch (CAD) system.

CPSM collected data for one year from January 1, 2019, through December 31, 2019. The majority of the first section of the report, concluding with Table 12-8, uses call data for the entire year. For the detailed workload analysis, we use two eight-week sample periods. The first period is from January 4 through February 28, 2019, or winter, and the second period is from July 7 through August 31, 2019, or summer.

WORKLOAD ANALYSIS

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

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

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

As with similar cases around the country, we encountered several issues when analyzing Edmonds's dispatch data. We made assumptions and decisions to address these issues.

- 1,596 events (about 6 percent) involved patrol units spending zero time on scene.
- Two calls lacked accurate busy times. We excluded these calls when evaluating busy times and work hours.

- The computer-aided dispatch (CAD) system used approximately 130 different event descriptions, which we condensed into 22 categories for our tables and 13 categories for our figures (shown in Chart 12-1). Table 12-23 in the appendix shows how each call description was categorized.

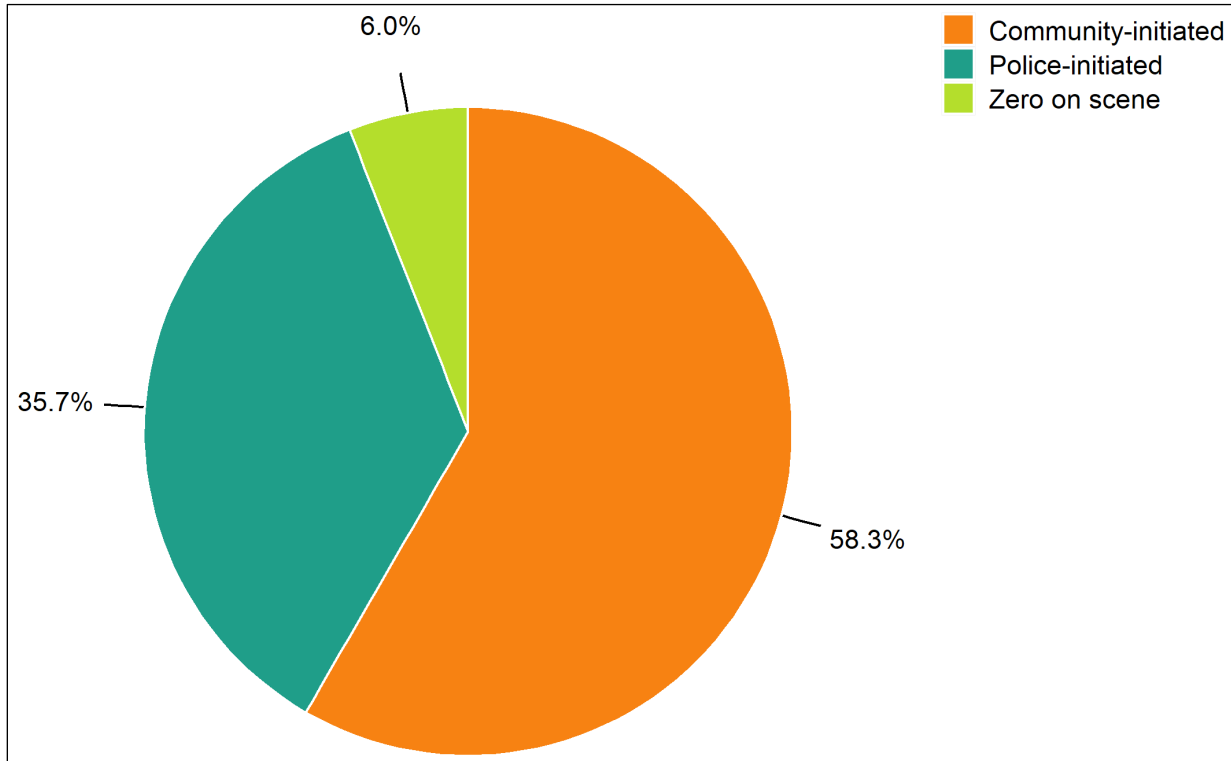
Between January 1, 2019, and December 31, 2019, the communications center recorded approximately 26,740 events that were assigned call numbers, and which included an adequate record of a responding patrol unit as either the primary or secondary unit. On a daily basis, the department reported an average of 73 patrol-related events per day, approximately 6 percent of which (4 per day) had fewer than 30 seconds spent on the call.

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

CHART 13-1: Event Descriptions for Tables and Figures

Table Category	Figure Category
Alarm	Alarm
Assist fire	Assist
Assist medical	
Assist other agency	
Assist public	
Check	Check
Crime-person	Crime
Crime-property	
Custody/warrant	Custody/warrant
Directed patrol	Directed patrol
Disturbance	Disturbance
Follow-up	Follow up
Animal	General noncriminal
Information	
Juvenile	
Miscellaneous	
Investigation	Investigation
Administrative	Out of service
Suspicious incident	Suspicious
Accident	Traffic
Traffic enforcement	
Traffic stop	

FIGURE 13-1: Percentage Events per Day, by Initiator



Note: Percentages are based on a total of 26,740 events.

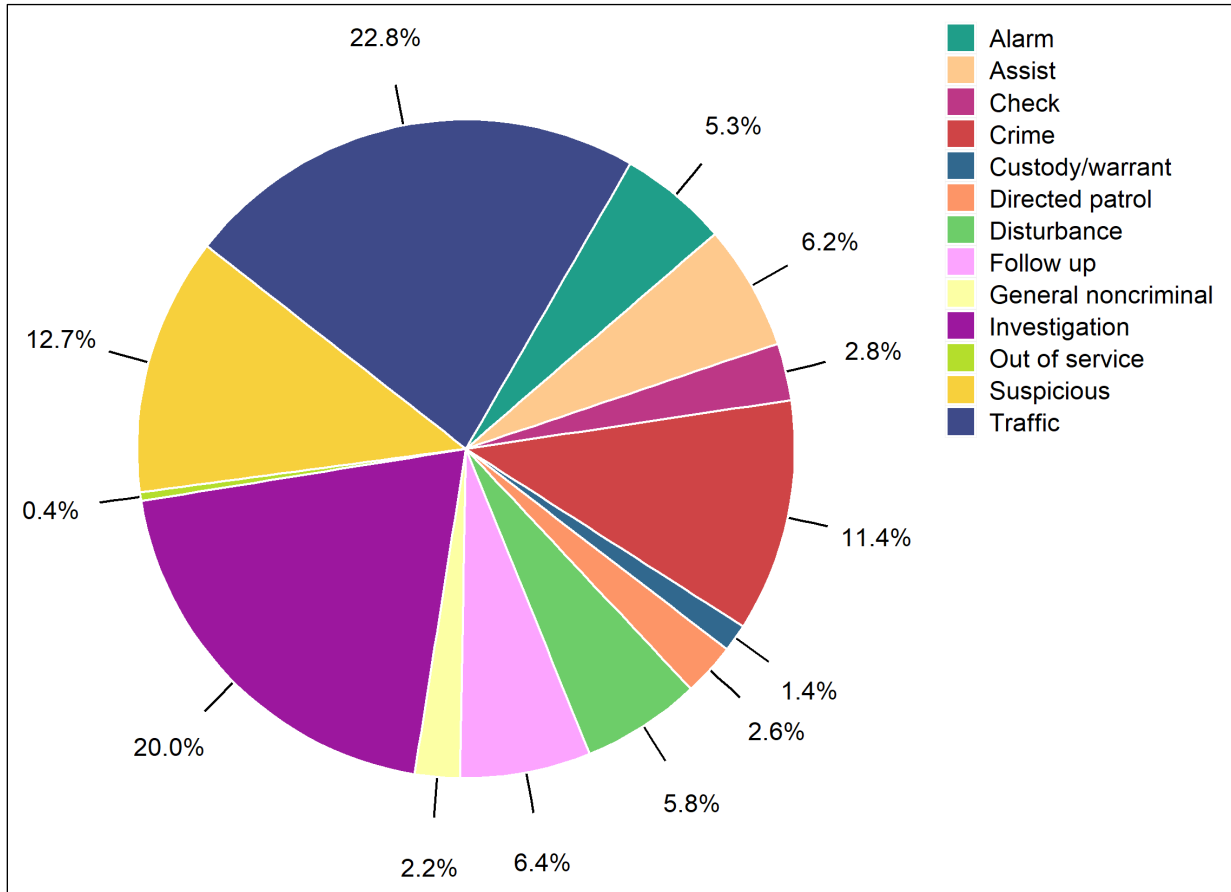
TABLE 13-1: Events per Day, by Initiator

Initiator	No. of Events	Events per Day
Community-initiated	15,600	42.7
Police-initiated	9,544	26.1
Zero on scene	1,596	4.4
Total	26,740	73.3

Observations:

- On average, there were 73 events per day, or 3.1 per hour.
- 58 percent of all events were community-initiated.
- 36 percent of all events were police-initiated.
- 6 percent of the events had zero time on scene.
- Within zero on scene events, the top description was "911," which accounted for 64 percent of zero on scene events.

FIGURE 13-2: Percentage Events per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 13-1.

TABLE 13-2: Events per Day, by Category

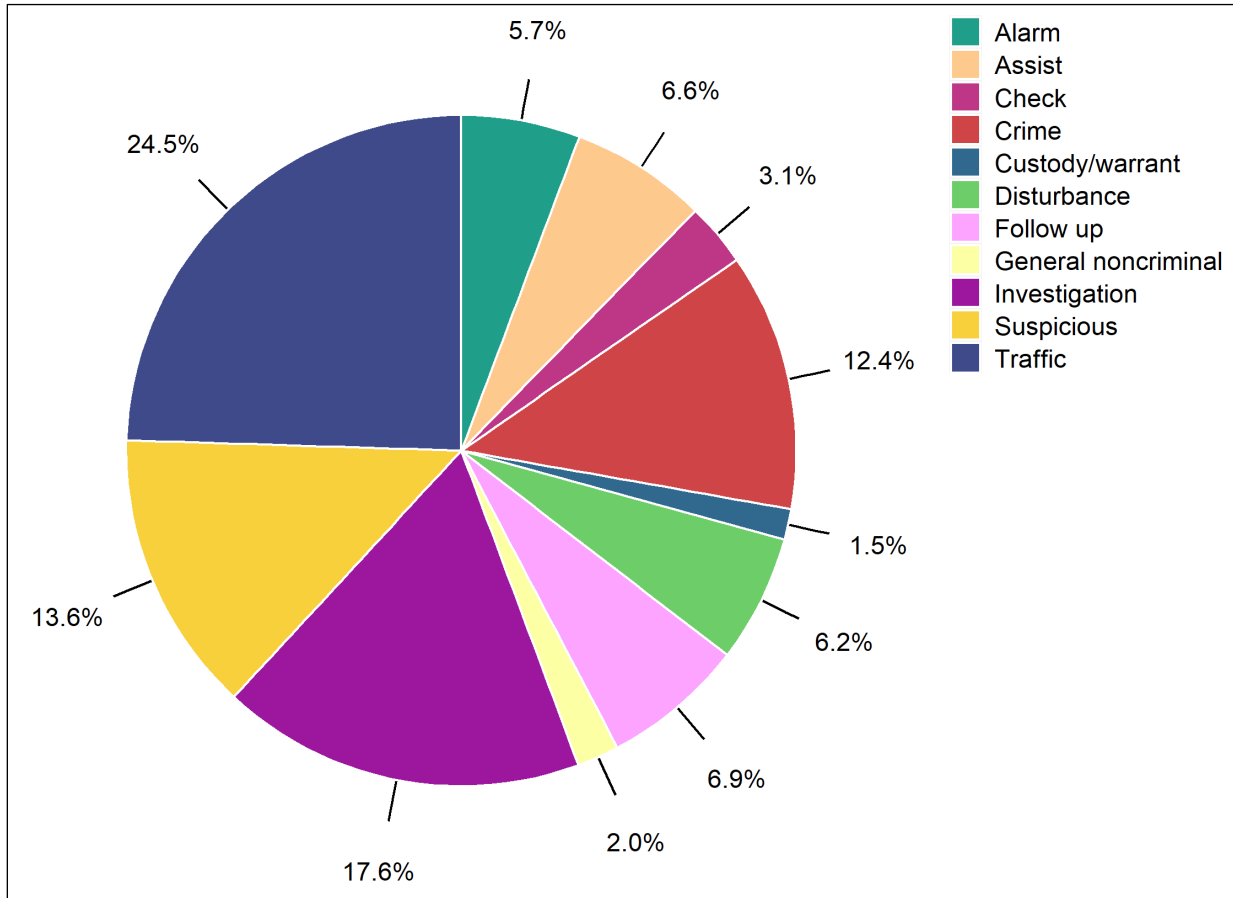
Category	No. of Events	Events per Day
Accident	825	2.3
Administrative	113	0.3
Alarm	1,428	3.9
Animal	328	0.9
Assist fire	260	0.7
Assist medical	441	1.2
Assist other agency	333	0.9
Assist public	612	1.7
Check	751	2.1
Crime–person	975	2.7
Crime–property	2,079	5.7
Custody/warrant	362	1.0
Directed patrol	695	1.9
Disturbance	1,563	4.3
Follow-up	1,718	4.7
Information	146	0.4
Investigation	5,341	14.6
Juvenile	83	0.2
Miscellaneous	35	0.1
Suspicious incident	3,386	9.3
Traffic enforcement	1,582	4.3
Traffic stop	3,684	10.1
Total	26,740	73.3

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

Observations:

- The top four categories accounted for 67 percent of events:
 - 23 percent of events were traffic-related.
 - 20 percent of events were investigations.
 - 13 percent of events were suspicious incidents.
 - 11 percent of events were crimes.

FIGURE 13-3: Percentage Calls per Day, by Category



Note: The figure combines categories in the following table according to the description in Chart 13-1.

TABLE 13-3: Calls per Day, by Category

Category	No. of Events	Events per Day
Accident	821	2.2
Alarm	1,395	3.8
Animal	304	0.8
Assist fire	258	0.7
Assist medical	432	1.2
Assist other agency	328	0.9
Assist public	585	1.6
Check	743	2.0
Crime–person	966	2.6
Crime–property	2,059	5.6
Custody/warrant	358	1.0
Disturbance	1,499	4.1
Follow-up	1,671	4.6
Information	89	0.2
Investigation	4,275	11.7
Juvenile	80	0.2
Miscellaneous	21	0.1
Suspicious incident	3,312	9.1
Traffic enforcement	1,469	4.0
Traffic stop	3,677	10.1
Total	24,342	66.7

Note: The focus here is on recorded calls rather than recorded events. We removed 1,596 zero time on scene events, another 691 directed patrol activities, and an additional 111 out-of-service activities.

Observations:

- On average, there were 66.7 calls per day, or 2.8 per hour.
- The top four categories accounted for 68 percent of calls:
 - 25 percent of calls were traffic-related.
 - 18 percent of calls were investigations.
 - 14 percent of calls were suspicious incidents.
 - 12 percent of calls were crimes.

FIGURE 13-4: Calls per Day, by Initiator and Month

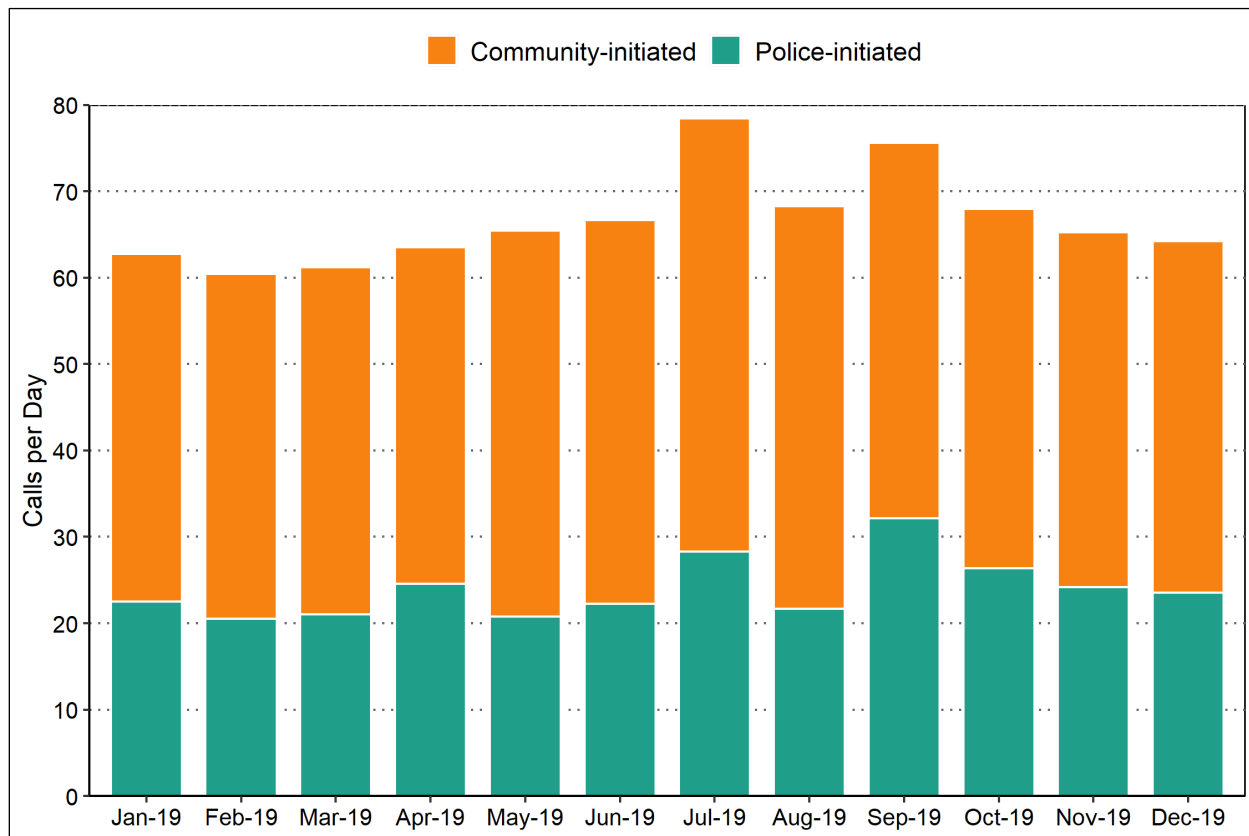


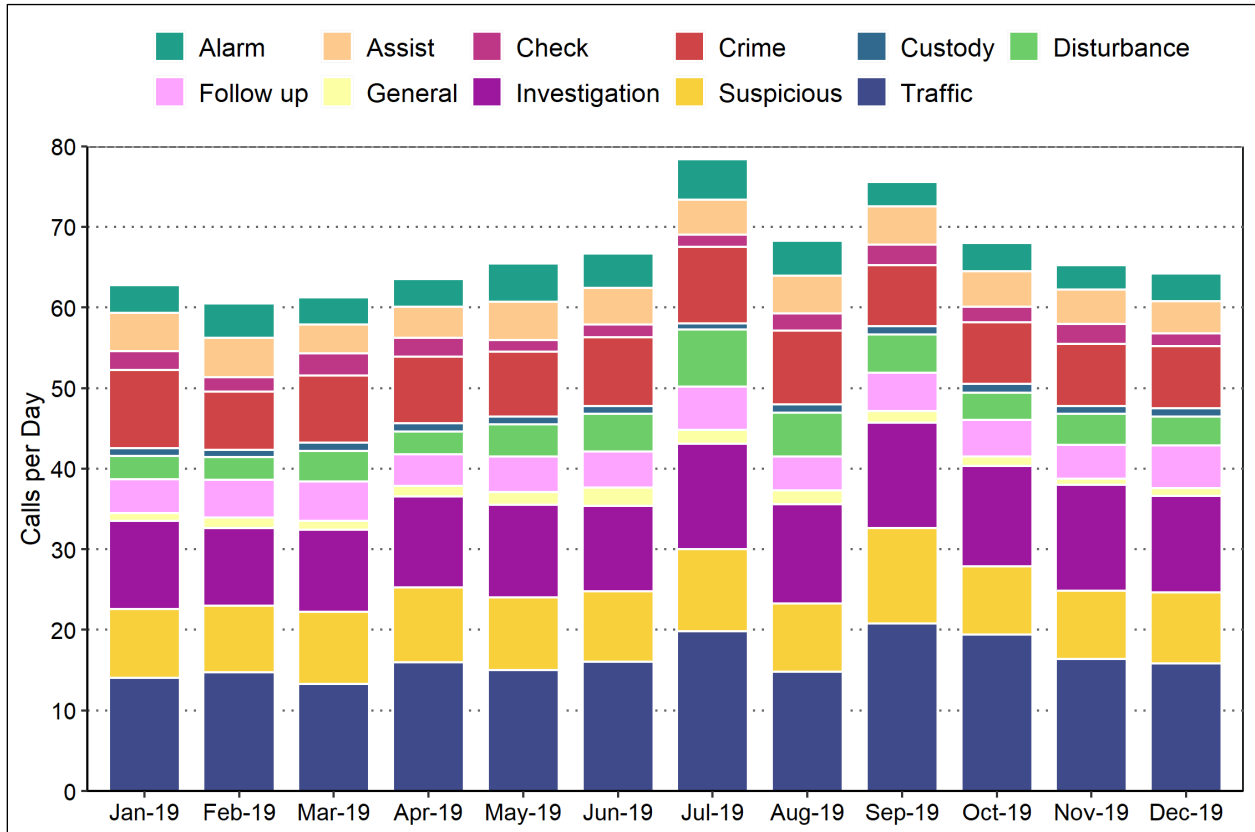
TABLE 13-4: Calls per Day, by Initiator and Months

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	40.3	40.0	40.2	39.0	44.7	44.4	50.1	46.6	43.4	41.6	41.0	40.7
Police	22.5	20.5	21.0	24.6	20.8	22.3	28.3	21.6	32.2	26.4	24.2	23.5
Total	62.8	60.5	61.2	63.5	65.5	66.7	78.4	68.3	75.6	68.0	65.2	64.2

Observations:

- The number of calls per day was lowest in February.
- The number of calls per day was highest in July.
- The month with the most calls had 30 percent more calls per day than the month with the fewest calls.
- September had the most police-initiated calls, with 57 percent more than February, which had the fewest.
- July had the most community-initiated calls, with 29 percent more than April, which had the fewest.

FIGURE 13-5: Calls per Day, by Category and Month



Note: The figure combines categories in the following table according to the description in Chart 13-1.

TABLE 13-5: Calls per Day, by Category and Month

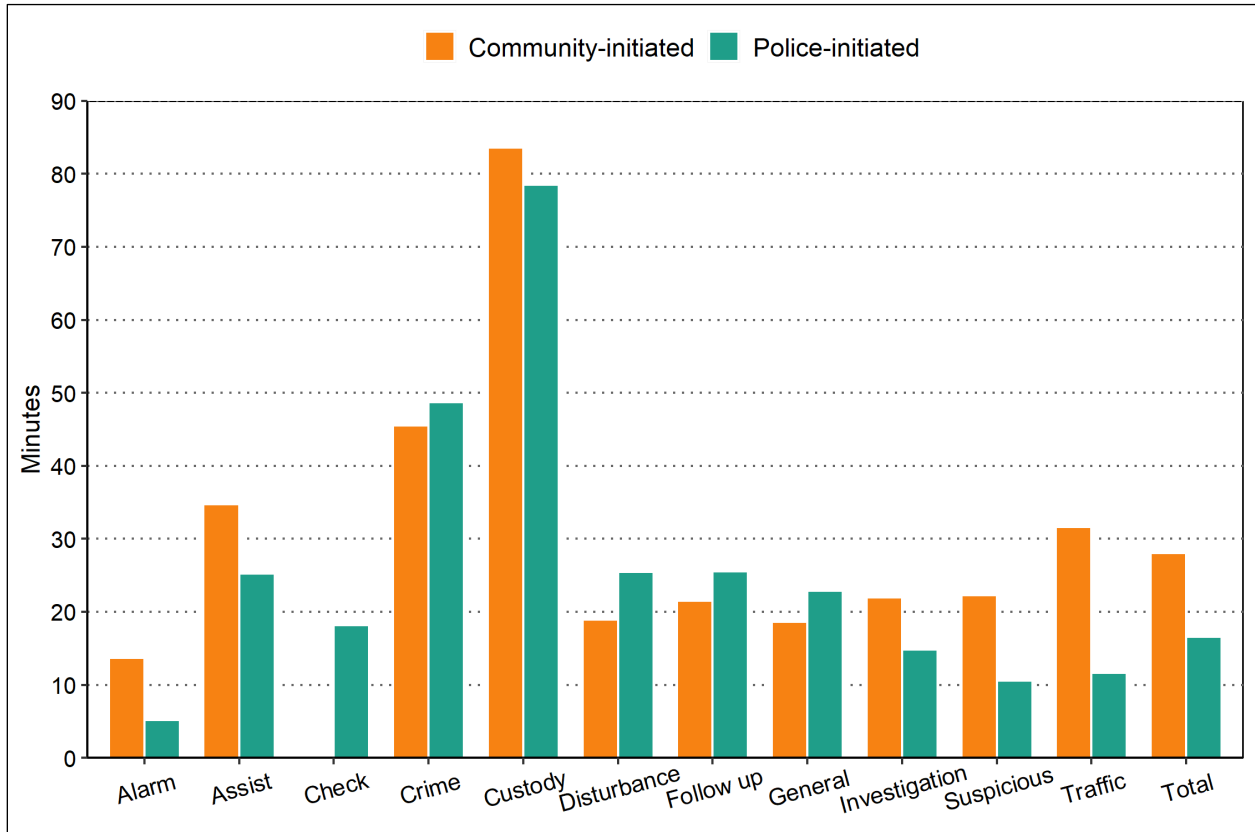
Category	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Accident	1.4	1.8	2.1	2.0	1.9	2.5	2.5	2.2	2.4	2.7	2.6	3.1
Alarm	3.4	4.2	3.3	3.5	4.8	4.3	5.1	4.3	3.0	3.5	3.0	3.5
Animal	0.6	0.5	0.7	0.7	1.1	1.4	1.3	0.9	1.0	0.8	0.5	0.5
Assist fire	0.5	0.9	0.4	0.7	0.7	0.8	0.8	0.6	1.0	0.5	0.9	0.5
Assist medical	1.4	1.6	0.6	1.1	1.2	1.3	1.1	1.3	1.1	1.5	0.8	1.2
Assist other agency	1.5	0.6	0.9	0.8	1.1	0.7	0.6	1.0	1.0	0.7	0.9	1.0
Assist public	1.4	1.7	1.6	1.3	1.7	1.8	1.8	1.7	1.7	1.7	1.6	1.3
Check	2.3	1.8	2.7	2.3	1.5	1.6	1.5	2.2	2.6	1.9	2.5	1.6
Crime-person	3.0	2.4	2.2	2.3	2.9	2.8	2.9	3.4	2.8	2.4	2.8	2.0
Crime-property	6.7	4.8	6.1	6.0	5.2	5.7	6.6	5.7	4.8	5.2	5.0	5.7
Custody/warrant	1.0	0.9	1.1	1.0	0.9	1.0	0.8	1.0	1.0	1.1	0.9	1.0
Disturbance	2.8	2.8	3.8	2.8	4.0	4.7	7.1	5.5	4.8	3.4	3.8	3.6
Follow-up	4.2	4.7	4.8	3.9	4.4	4.5	5.4	4.2	4.7	4.5	4.2	5.4
Information	0.1	0.5	0.3	0.3	0.3	0.4	0.2	0.3	0.2	0.3	0.0	0.2
Investigation	11.0	9.7	10.2	11.3	11.5	10.6	13.1	12.4	13.1	12.5	13.1	12.0
Juvenile	0.1	0.2	0.1	0.2	0.2	0.4	0.1	0.5	0.3	0.1	0.2	0.1
Miscellaneous	0.1	0.1	0.1	0.1	0.1	0.0	0.1	0.1	0.0	0.0	0.0	0.1
Suspicious incident	8.5	8.2	8.9	9.2	9.0	8.8	10.2	8.5	11.8	8.5	8.5	8.8
Traffic enforcement	2.9	5.8	3.3	3.2	3.8	4.7	3.9	4.4	4.5	4.3	3.6	4.2
Traffic stop	9.8	7.2	8.0	10.8	9.4	8.9	13.5	8.2	13.9	12.5	10.2	8.5
Total	62.8	60.5	61.2	63.5	65.5	66.7	78.4	68.3	75.6	68.0	65.2	64.2

Note: Calculations were limited to calls rather than events.

Observations:

- The top four categories averaged between 66 and 71 percent of calls throughout the year:
 - Traffic-related calls averaged between 13.3 and 20.8 calls per day throughout the year.
 - Investigations averaged between 9.7 and 13.1 calls per day throughout the year.
 - Suspicious incidents averaged between 8.2 and 11.8 calls per day throughout the year.
 - Crimes averaged between 7.2 and 9.7 calls per day throughout the year.
- Crimes accounted for 10 to 15 percent of total calls.

FIGURE 13-6: Primary Unit's Average Occupied Times, by Category and Initiator



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 13-1. For this graph and the following Table 13-6, we removed two calls with inaccurate busy times.

TABLE 13-6: Primary Unit's Average Occupied Times, by Category and Initiator

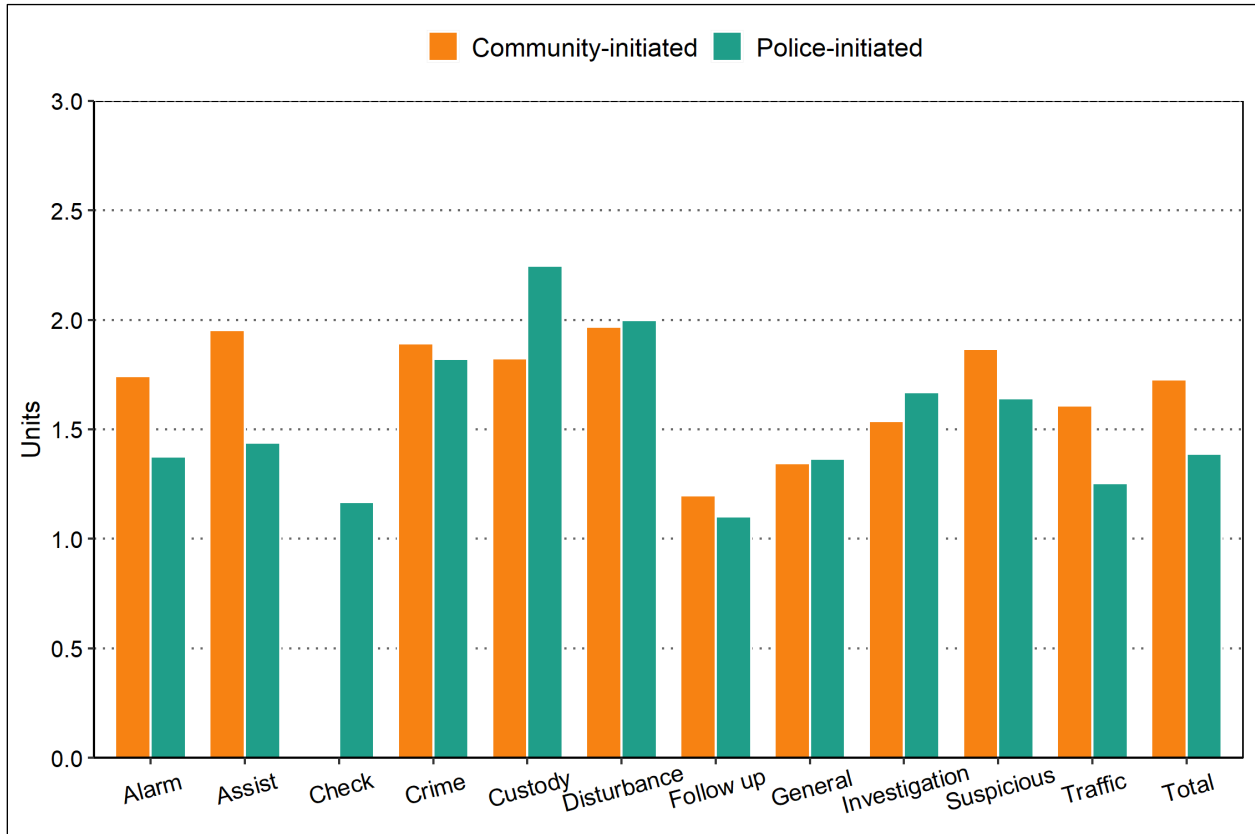
Category	Community-Initiated		Police-Initiated	
	Minutes	Calls	Minutes	Calls
Accident	47.4	756	38.1	65
Alarm	13.7	1,379	5.2	16
Animal	18.5	276	21.8	28
Assist fire	32.0	249	63.7	9
Assist medical	48.7	407	57.9	25
Assist other agency	39.9	290	31.9	38
Assist public	20.4	452	14.6	133
Check	NA	0	18.2	742
Crime-person	52.1	909	56.3	57
Crime-property	42.5	1,931	45.4	128
Custody/warrant	83.6	147	78.5	211
Disturbance	18.9	1,460	25.5	39
Follow-up	21.5	861	25.5	809
Information	14.0	83	16.9	6
Investigation	22.0	3,162	14.8	1,113
Juvenile	24.4	77	41.2	3
Miscellaneous	18.3	17	25.9	4
Suspicious incident	22.3	2,010	10.6	1,302
Traffic enforcement	21.0	1,118	30.4	351
Traffic stop	NA	0	9.4	3,677
Weighted Average/Total Calls	28.1	15,584	16.5	8,756

Note: The information in Figure 13-6 and Table 13-6 is limited to calls and excludes all events that show zero time on scene. A unit's occupied time is measured as the time from when the unit was dispatched until the unit becomes available again. The times shown are the average occupied minutes per call for the primary unit, rather than the total occupied minutes for all units assigned to a call. Observations below refer to times shown within the figure rather than the table.

Observations:

- A unit's average time spent on a call ranged from 5 to 84 minutes overall.
- The longest average times were for community-initiated custody/warrant calls.
- The average time spent on crime calls was 46 minutes for community-initiated calls and 49 minutes for police-initiated calls.

FIGURE 13-7: Number of Responding Units, by Initiator and Category



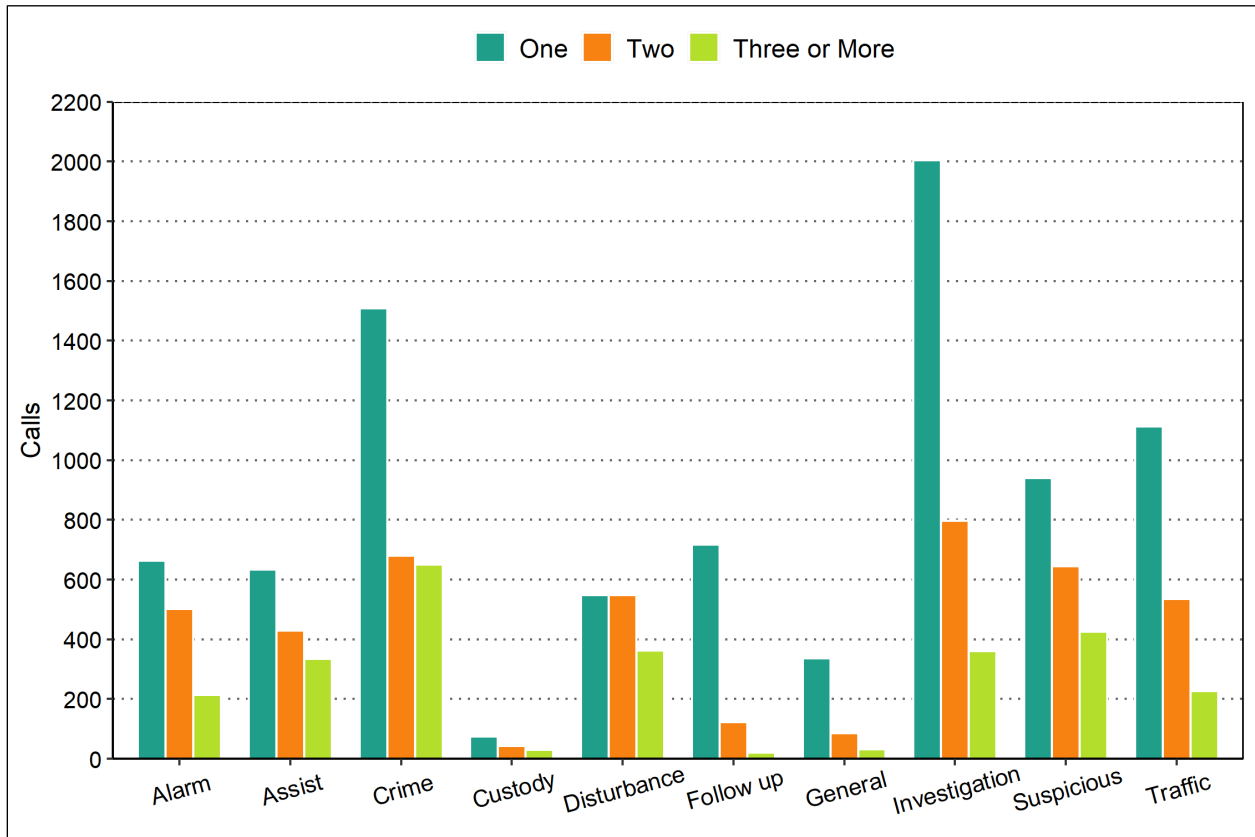
Note: The figure combines categories using weighted averages from the following table according to the description in Chart 13-1.

TABLE 13-7: Average Number of Responding Units, by Initiator and Category

Category	Community-Initiated		Police-Initiated	
	No. of Units	Calls	No. of Units	Calls
Accident	1.8	756	1.7	65
Alarm	1.7	1,379	1.4	16
Animal	1.3	276	1.2	28
Assist fire	2.1	249	1.1	9
Assist medical	2.5	407	2.9	25
Assist other agency	2.1	290	1.3	38
Assist public	1.3	452	1.2	133
Check	NA	0	1.2	743
Crime-person	2.3	909	2.1	57
Crime-property	1.7	1,931	1.7	128
Custody/warrant	1.8	147	2.2	211
Disturbance	2.0	1,460	2.0	39
Follow-up	1.2	862	1.1	809
Information	1.2	83	2.0	6
Investigation	1.5	3,162	1.7	1,113
Juvenile	1.9	77	1.3	3
Miscellaneous	1.2	17	1.2	4
Suspicious incident	1.9	2,010	1.6	1,302
Traffic enforcement	1.5	1,118	1.5	351
Traffic stop	NA	0	1.2	3,677
Weighted Average/Total Calls	1.7	15,585	1.4	8,757

Note: The information in Figure 13-7 and Table 13-7 is limited to calls and excludes all events that show zero time on scene. Observations refer to the number of responding units shown within the figure rather than the table.

FIGURE 13-8: Number of Responding Units, by Category, Community-initiated Calls



Note: The figure combines categories using weighted averages from the following table according to the description in Chart 13-1.

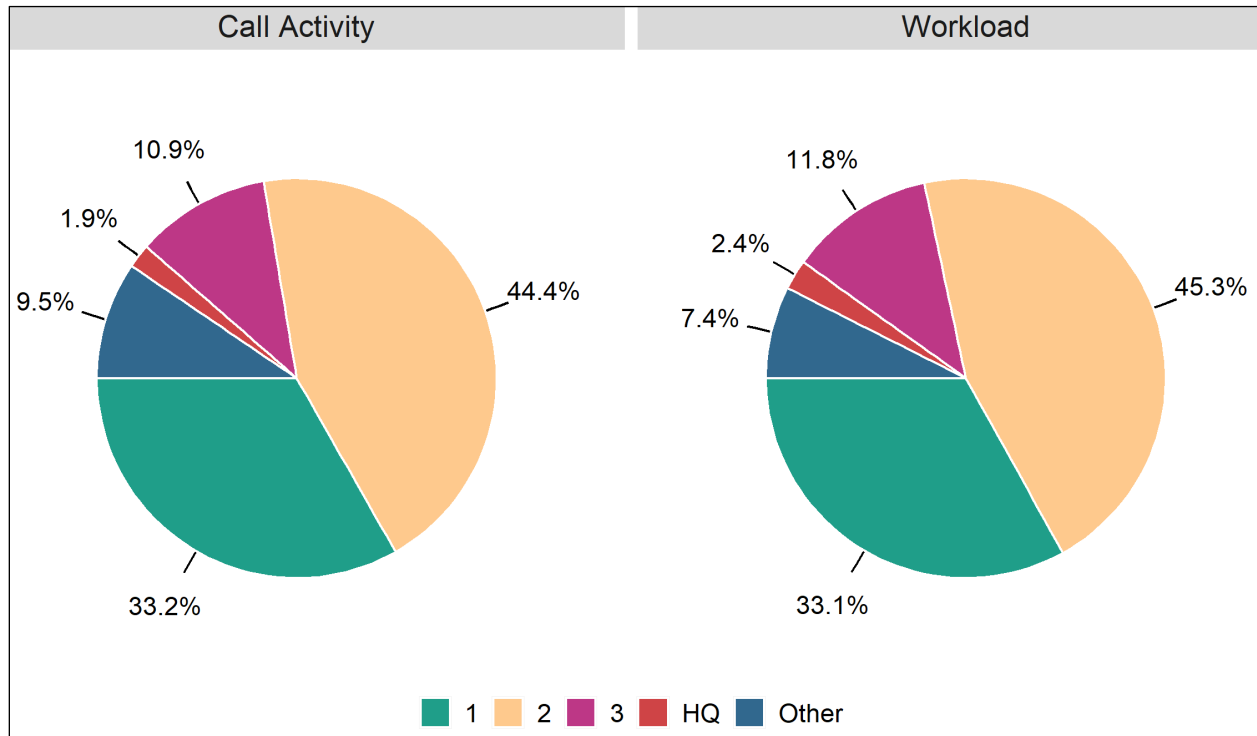
TABLE 13-8: Number of Responding Units, by Category, Community-initiated Calls

Category	Responding Units		
	One	Two	Three or More
Accident	375	242	139
Alarm	664	502	213
Animal	215	51	10
Assist fire	97	84	68
Assist medical	106	141	160
Assist other agency	101	107	82
Assist public	330	97	25
Crime-person	367	223	319
Crime-property	1,142	457	332
Custody/warrant	74	43	30
Disturbance	548	549	363
Follow-up	718	123	21
Information	75	5	3
Investigation	2,005	797	360
Juvenile	33	27	17
Miscellaneous	14	2	1
Suspicious incident	940	644	426
Traffic enforcement	737	293	88
Total	8,541	4,387	2,657

Observations:

- The overall average number of responding units was 1.4 for police-initiated calls and 1.7 for community-initiated calls.
- The average number of responding units was as high as 2.2 for custody/warrant calls that were police-initiated.
- 55 percent of community-initiated calls involved one responding unit.
- 28 percent of community-initiated calls involved two responding units.
- 17 percent of community-initiated calls involved three or more responding units.
- The largest group of calls with three or more responding units involved crimes.

FIGURE 13-9: Percentage Calls and Work Hours, by Area



Note: The “other” category includes 434 calls missing area records and an additional 1,878 calls outside of Edmonds, for example, in Lynnwood, Woodway, or Mountlake Terrace.

TABLE 13-9: Calls and Work Hours by Area, per Day

Area	Per Day		Area (Sq. Miles)
	Calls	Work Hours	
1	22.2	13.4	4.6
2	29.6	18.3	1.4
3	7.3	4.8	3.3
Headquarters	1.3	1.0	NA
Other	6.3	3.0	NA
Total	66.7	40.4	10.0

Observations:

- Area 2 had the most calls and workload.
- Area 2 had 44 percent of total calls and 45 percent of workload.
- Excluding headquarters and the “other” category, an even distribution would allot 19.7 calls and 12.2 work hours per area.

FIGURE 13-10: Percentage Calls and Work Hours, by Category, Winter 2019

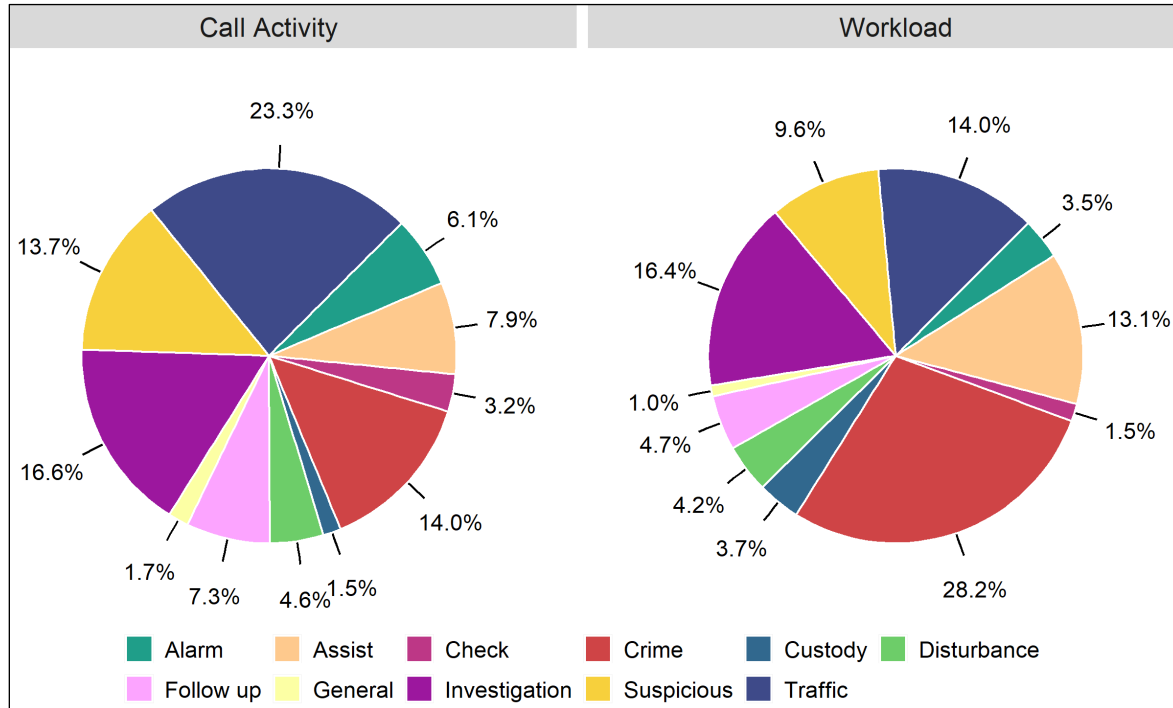


TABLE 13-10: Calls and Work Hours per Day, by Category, Winter 2019

Category	Per Day	
	Calls	Work Hours
Accident	1.6	1.8
Alarm	3.8	1.3
Animal	0.5	0.2
Assist fire	0.7	0.6
Assist medical	1.5	2.8
Assist other agency	1.1	1.1
Assist public	1.6	0.5
Check	2.0	0.6
Crime-person	2.6	3.7
Crime-property	5.9	7.0
Custody/warrant	0.9	1.4
Disturbance	2.8	1.6
Follow-up	4.4	1.8
Information	0.3	0.1
Investigation	10.2	6.3
Juvenile	0.2	0.1
Miscellaneous	0.1	0.0
Suspicious incident	8.4	3.7
Traffic enforcement	4.3	1.9
Traffic stop	8.4	1.6
Total	61.3	38.1

Note: Workload calculations focused on calls rather than events.

Observations, Winter:

- Total calls averaged 61 per day or 2.6 per hour.
- Total workload averaged 38 hours per day, meaning that on average 1.6 units per hour were busy responding to calls.
- Traffic-related calls constituted 23 percent of calls and 14 percent of workload.
- Investigations constituted 17 percent of calls and 16 percent of workload.
- Suspicious incidents constituted 14 percent of calls and 10 percent of workload.
- Crimes constituted 14 percent of calls and 28 percent of workload.
- These top four categories constituted 68 percent of calls and 68 percent of workload.

FIGURE 13-11: Percentage Calls and Work Hours, by Category, Summer 2019

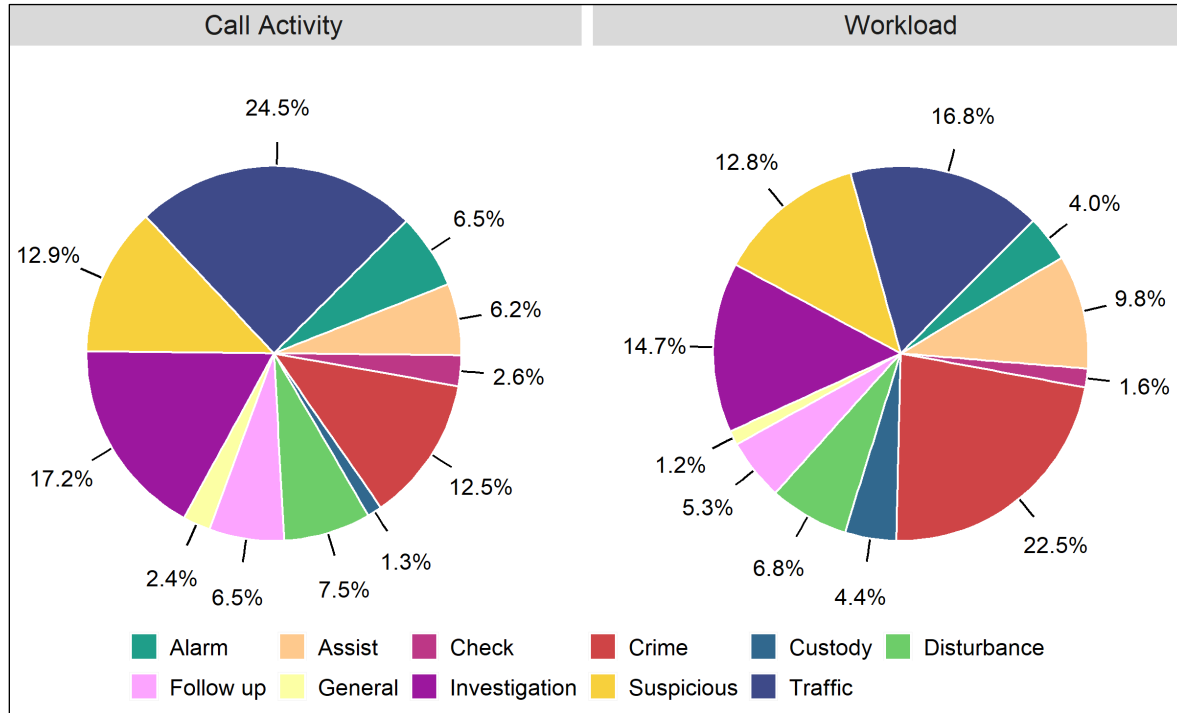


TABLE 13-11: Calls and Work Hours per Day, by Category, Summer 2019

Category	Per Day	
	Calls	Work Hours
Accident	2.4	2.6
Alarm	4.7	1.8
Animal	1.1	0.3
Assist fire	0.7	0.6
Assist medical	1.3	2.2
Assist other agency	0.8	0.8
Assist public	1.7	0.7
Check	1.9	0.7
Crime-person	3.1	4.5
Crime-property	6.0	5.4
Custody/warrant	0.9	2.0
Disturbance	5.4	3.0
Follow-up	4.7	2.3
Information	0.3	0.1
Investigation	12.5	6.5
Juvenile	0.3	0.2
Miscellaneous	0.1	0.0
Suspicious incident	9.3	5.7
Traffic enforcement	4.2	2.7
Traffic stop	11.2	2.2
Total	72.5	44.2

Note: Workload calculations focused on calls rather than events.

Observations, Summer:

- The average number of calls per day and daily workload were higher in summer than in winter.
- Total calls averaged 73 per day or 3.0 per hour.
- Total workload averaged 44 hours per day, meaning that on average 1.8 units per hour were busy responding to calls.
- Traffic-related calls constituted 24 percent of calls and 17 percent of workload.
- Investigations constituted 17 percent of calls and 15 percent of workload.
- Suspicious incidents constituted 13 percent of calls and 13 percent of workload.
- Crimes constituted 13 percent of calls and 22 percent of workload.
- These top four categories constituted 67 percent of calls and 67 percent of workload.

NONCALL ACTIVITIES

In the period from January 1, 2019, through December 31, 2019, the dispatch center recorded activities that were not assigned call numbers. We focused on those activities that involved a patrol unit. We also limited our analysis to noncall activities that occurred during shifts where the same patrol unit was also responding to calls for service. Each record only indicates one unit per activity. There were a few problems with the data provided and we made assumptions and decisions to address these issues:

- We excluded activities that lasted less than 30 seconds. These are irrelevant and contribute little to the overall workload.
- Another portion of the recorded activities lasted more than eight hours. As an activity is unlikely to last more than eight hours, we assumed that these records were inaccurate.
- After these exclusions, 17,961 activities remained. These activities had an average duration of 38.2 minutes.

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

TABLE 13-12: Noncall Activities and Occupied Times by Description

Status	Description	Occupied Time	Count
Break	Paperwork	34.4	65
	Station	39.5	145
	Miscellaneous	30.8	162
	No details	41.7	152
	Subtotal	36.8	524
DetA	220th St/Hwy 99	19.0	598
	Briefing	33.7	268
	Paperwork	23.5	1,155
	PCC community markets	16.4	235
	Public work	28.3	213
	Secure related	17.6	105
	Station	46.4	7,539
	Vehicle maintenance	25.1	54
	WinCo foods	12.9	309
	Miscellaneous	18.2	1,777
	No details	35.2	1,261
	Subtotal	36.3	13,514
DetU	Briefing	54.0	80
	Court/evidence	73.8	79
	Paperwork	27.4	157
	Secure related	23.0	142
	Station	49.3	1,295
	Training	115.3	71
	Vehicle maintenance	14.8	159
	Miscellaneous	51.5	569
	No details	39.2	562
	Subtotal	46.1	3,114
Administrative - Weighted Average/Total Activities		38.1	17,152
Break	Meal break	44.8	629
DetA	Meal break	26.6	163
DetU	Meal break	29.4	17
Personal - Weighted Average/Total Activities		40.8	809
Weighted Average/Total Activities		38.2	17,961

Note: For each status, activities counted fewer than 50, or at miscellaneous locations were grouped as category "miscellaneous."

Observations:

- The most common out-of-service description was "at station."
- The average time spent on administrative activities was 38.1 minutes and for personal activities, it was 40.8 minutes.

FIGURE 13-12: Activities per Day, by Month

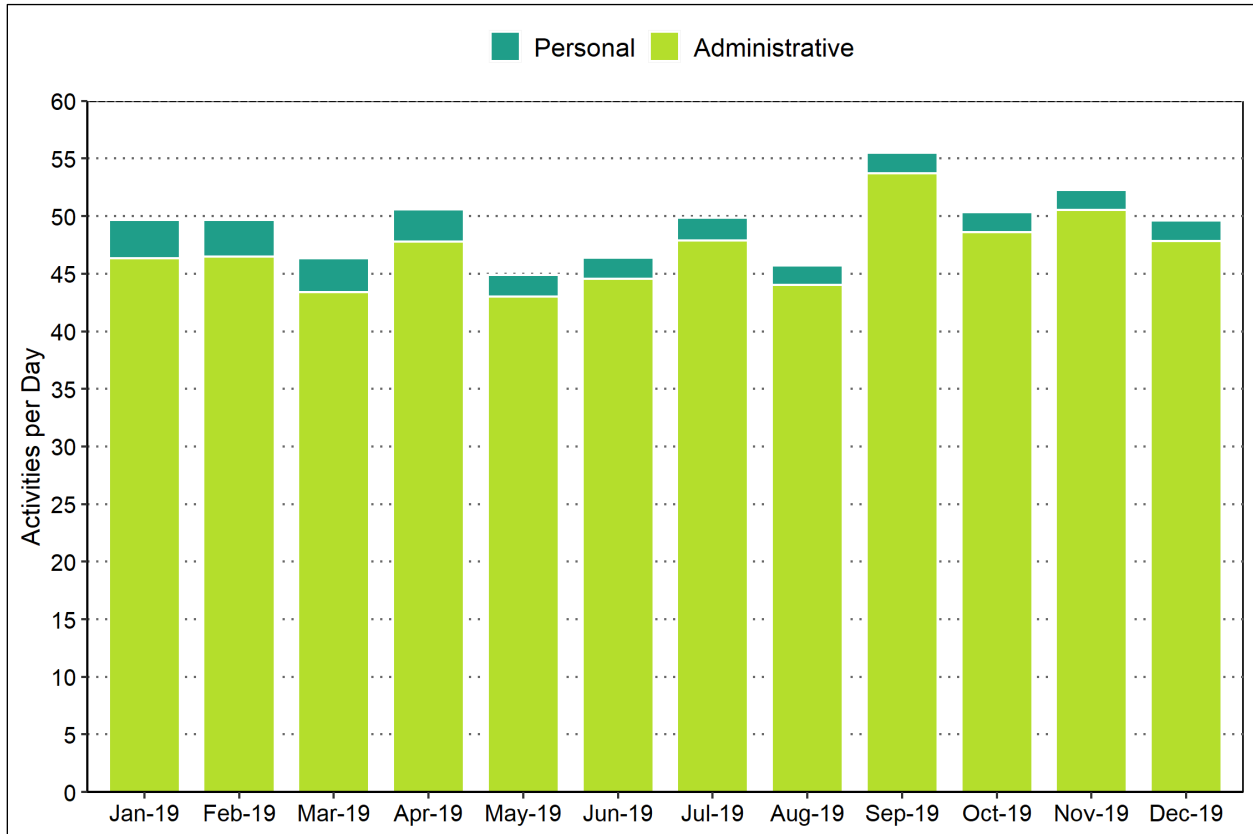


TABLE 13-13: Activities per Day, by Month

Activities	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Personal	3.3	3.2	3.0	2.8	1.9	1.8	2.0	1.7	1.8	1.7	1.7	1.8
Administrative	46.3	46.5	43.4	47.8	43.0	44.5	47.9	44.0	53.7	48.6	50.5	47.8
Total	49.6	49.7	46.4	50.6	44.9	46.4	49.9	45.7	55.5	50.3	52.3	49.6

Observations:

- The number of activities per day was lowest in May.
- The number of activities per day was highest in September.

FIGURE 13-13: Activities per Day, by Day of Week

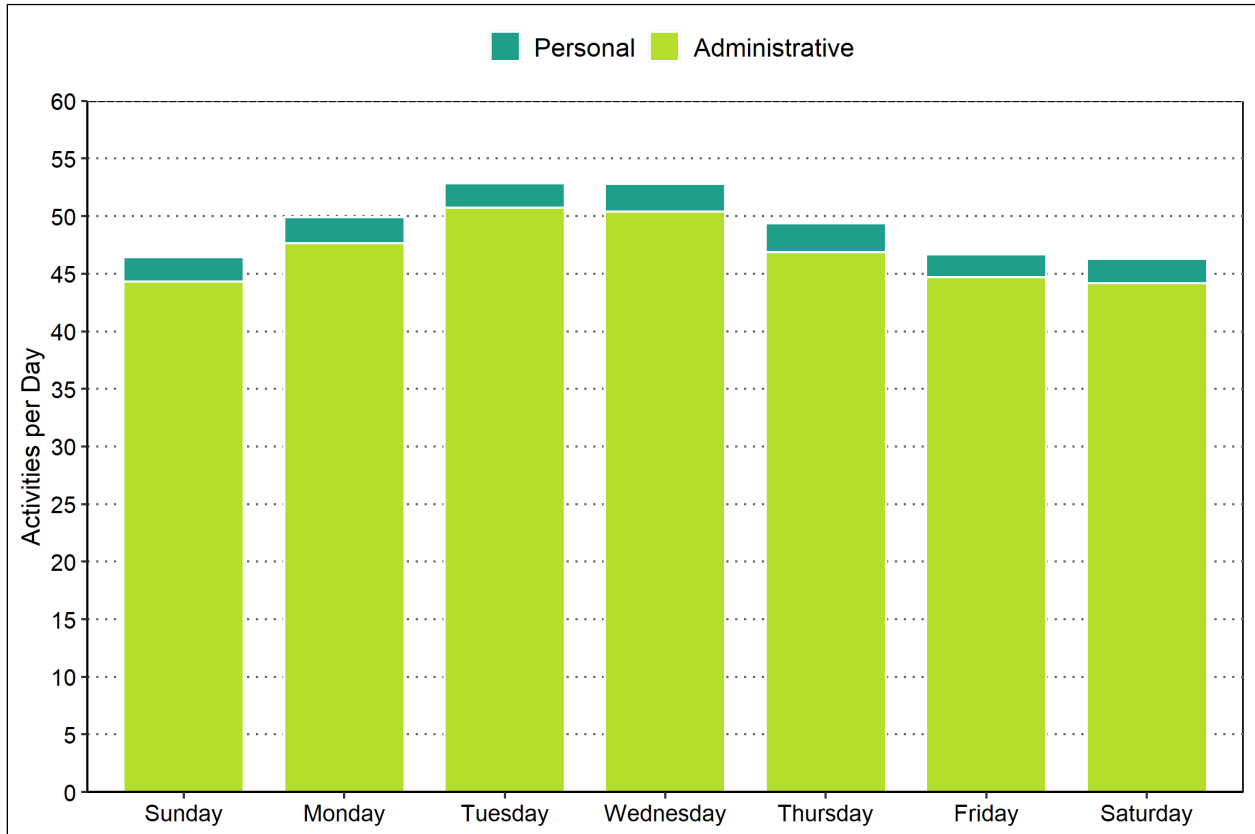


TABLE 13-14: Activities per Day, by Day of Week

Day of Week	Administrative	Personal	Activities per Day
Sunday	44.3	2.1	46.5
Monday	47.6	2.3	49.9
Tuesday	50.7	2.1	52.8
Wednesday	50.4	2.4	52.8
Thursday	46.9	2.5	49.4
Friday	44.7	2.0	46.7
Saturday	44.2	2.1	46.3
Weekly Average	47.0	2.2	49.2

Observations:

- The number of noncall activities per day was lowest on Sundays.
- The number of noncall activities per day was highest on Tuesdays and Wednesdays.

FIGURE 13-14: Activities per Day, by Hour of Day

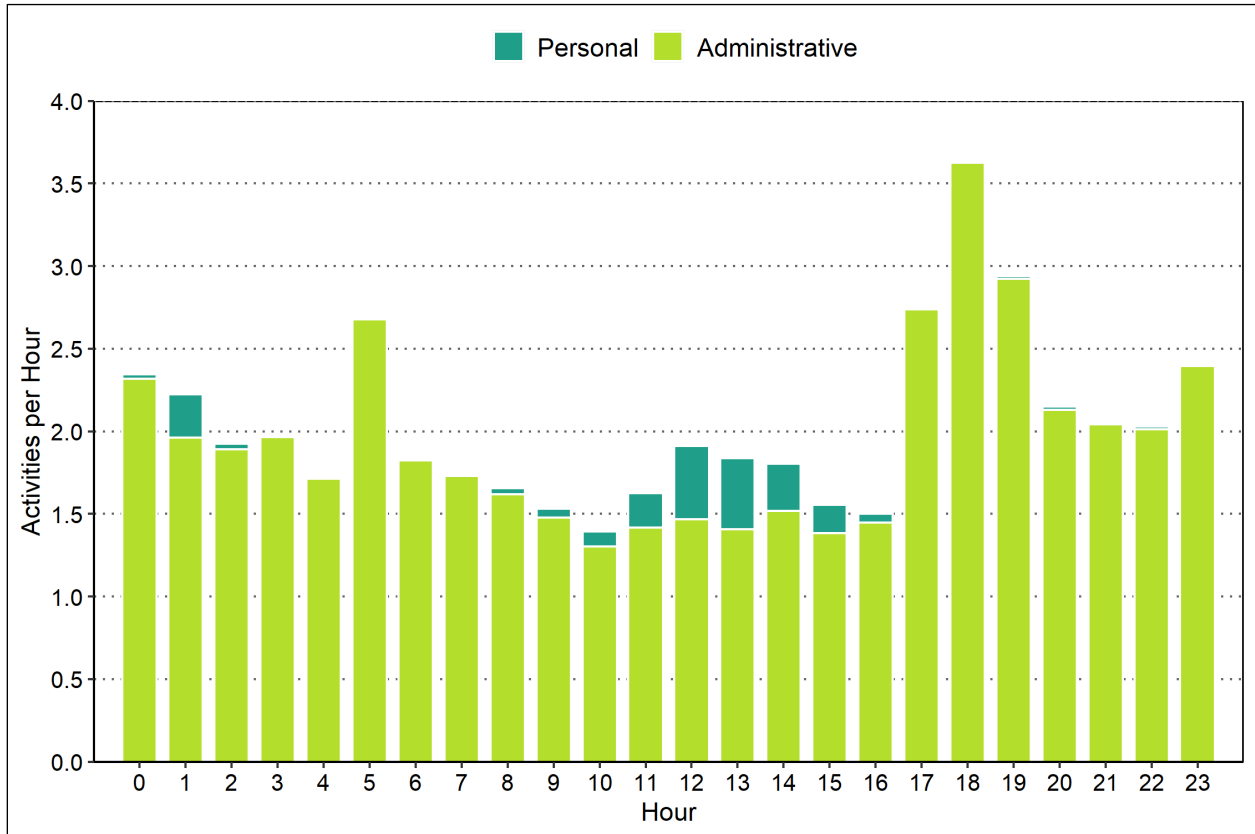


TABLE 13-15: Activities per Hour, by Hour of Day

Hour	Personal	Administrative	Total
0	0.03	2.32	2.35
1	0.26	1.96	2.22
2	0.04	1.89	1.93
3	0.00	1.96	1.97
4	0.00	1.71	1.71
5	0.01	2.68	2.69
6	0.00	1.82	1.82
7	0.01	1.73	1.74
8	0.04	1.62	1.66
9	0.05	1.48	1.53
10	0.09	1.30	1.39
11	0.21	1.42	1.62
12	0.44	1.47	1.91
13	0.43	1.41	1.84
14	0.29	1.52	1.81
15	0.17	1.38	1.56
16	0.05	1.45	1.50
17	0.01	2.74	2.75
18	0.01	3.63	3.63
19	0.02	2.92	2.94
20	0.02	2.13	2.15
21	0.01	2.04	2.05
22	0.02	2.01	2.03
23	0.01	2.39	2.41
Hourly Average	0.09	1.96	2.05

Observations:

- The number of activities per hour was highest between 6:00 p.m. and 7:00 p.m.
- The number of activities per hour was lowest between 10:00 a.m. and 11:00 a.m.

DEPLOYMENT

For this study, we examined deployment information for eight weeks in winter (January 4 through February 28, 2019) and eight weeks in summer (July 7 through August 31, 2019). The department's patrol force consists of patrol officers, Corporals, and Sergeants operating on 12-hour shifts starting at 6:00 a.m. and 6:00 p.m. The department also deployed K-9 units and special patrol assignment units as part of its patrol force. The police department's patrol force deployed an average of 5.5 units per hour during the 24-hour day in winter 2019 and 5.6 units in summer 2019.

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

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

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

FIGURE 13-15: Deployed Units, Weekdays, Winter 2019

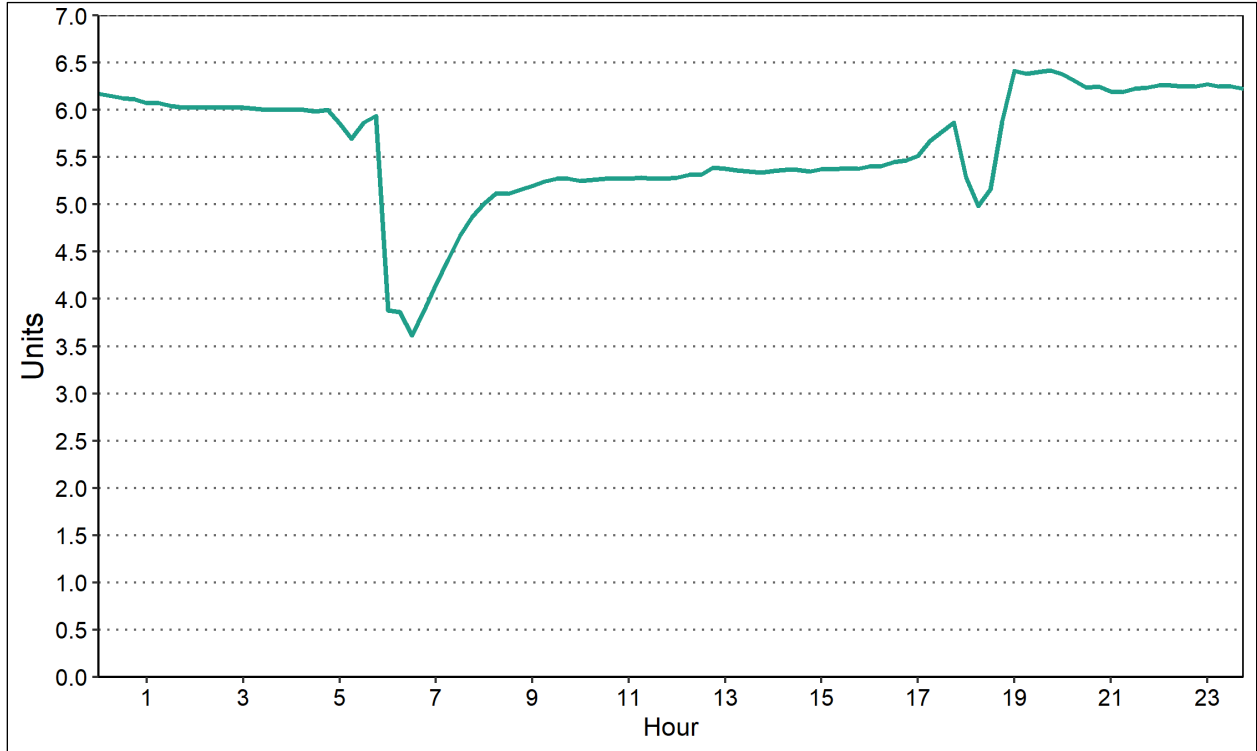


FIGURE 13-16: Deployed Units, Weekends, Winter 2019

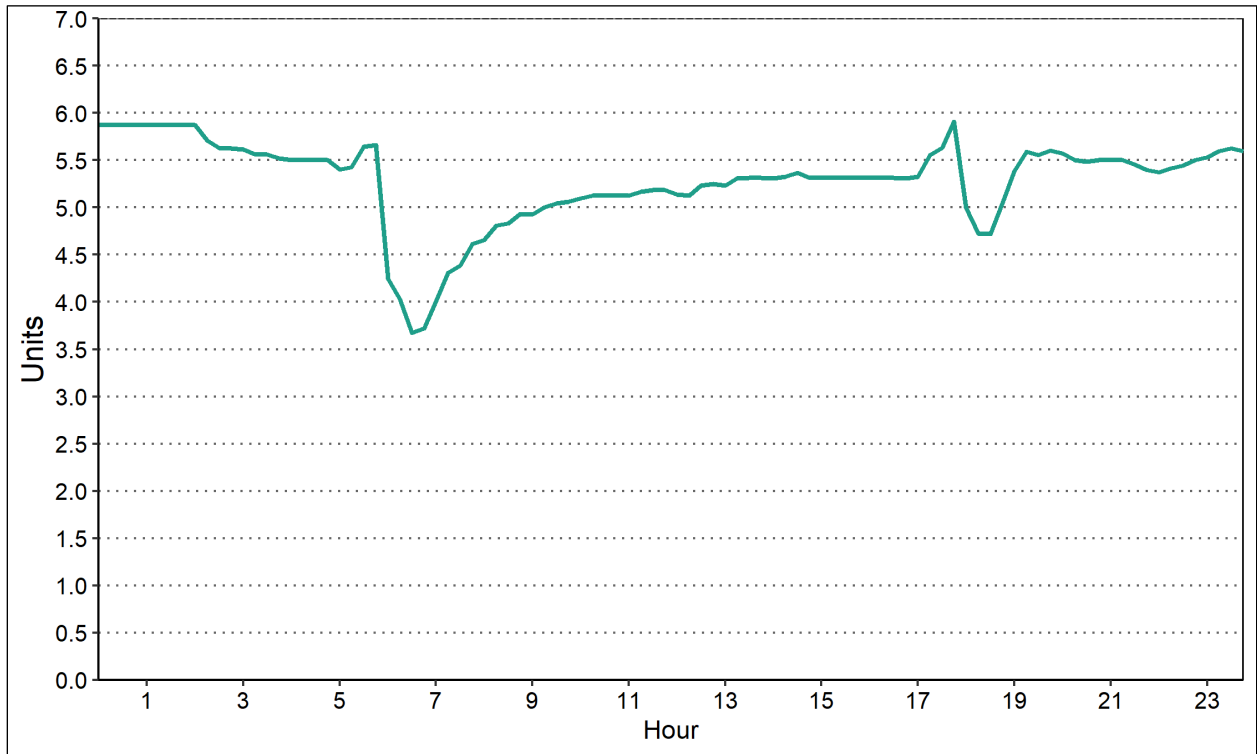


FIGURE 13-17: Deployed Units, Weekdays, Summer 2019

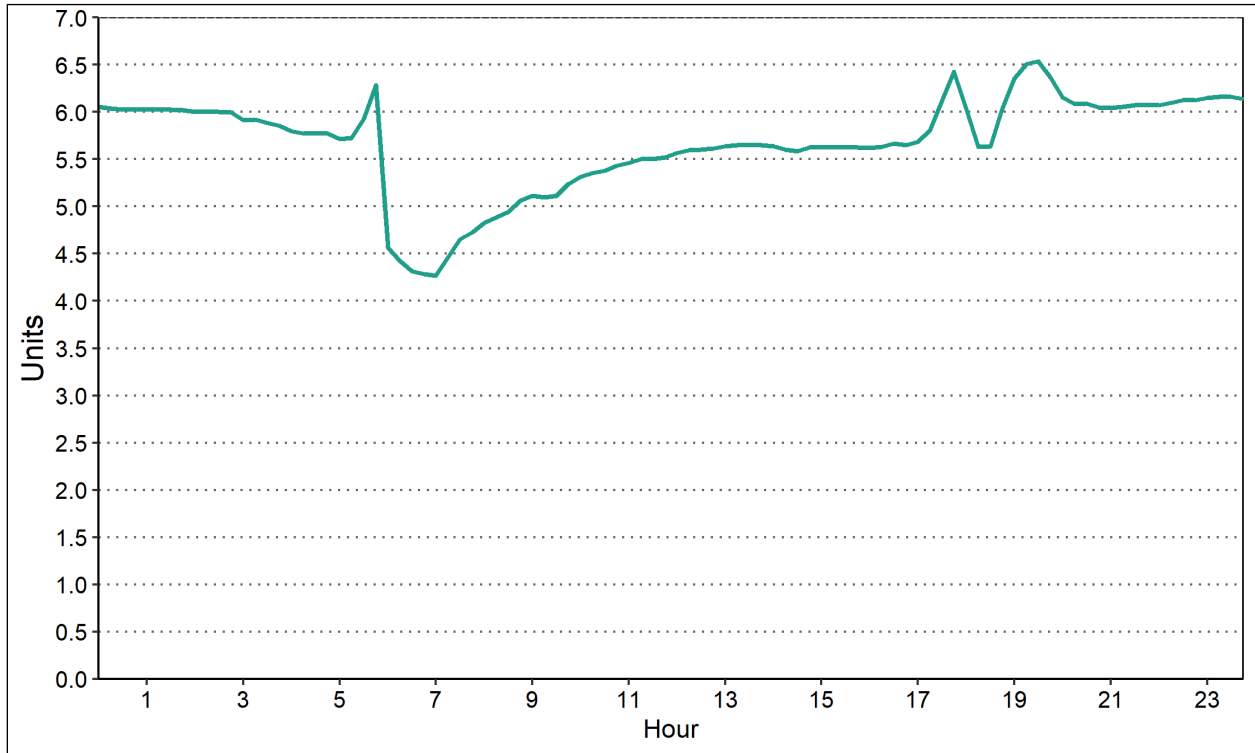
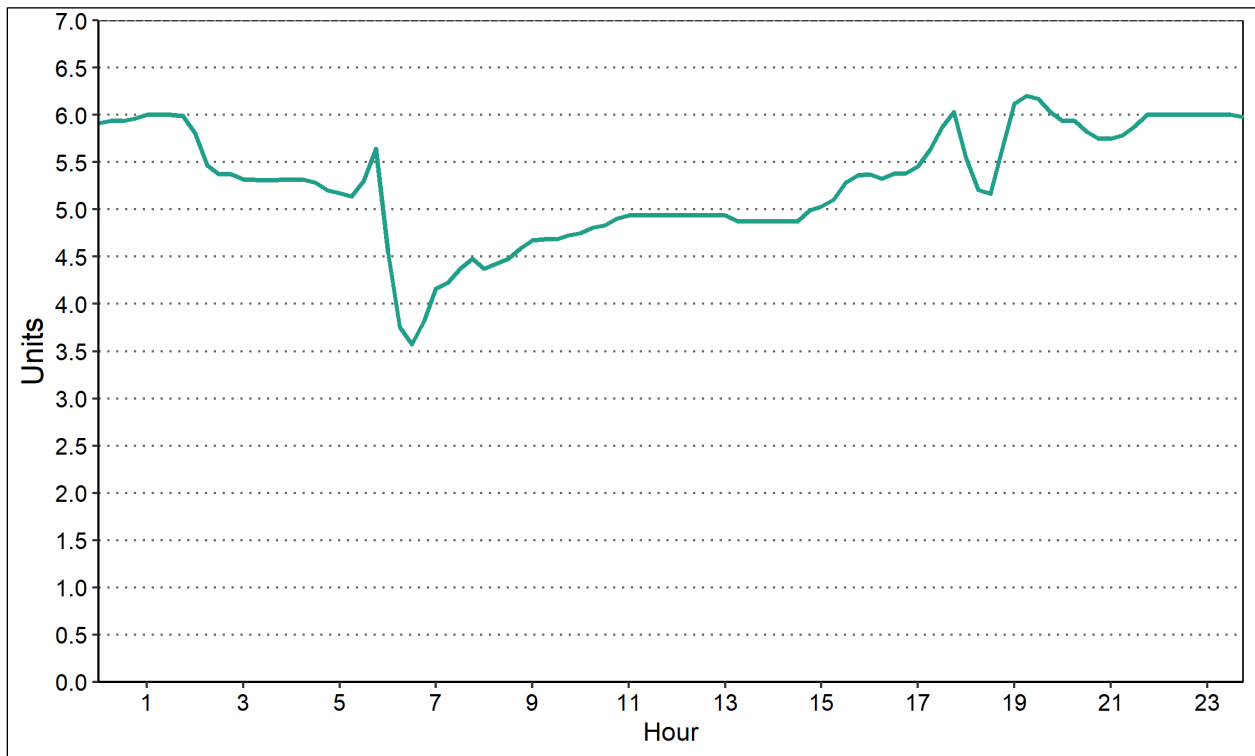


FIGURE 13-18: Deployed Units, Weekends, Summer 2019



Observations:

- For winter (January 4 through February 28, 2019):
 - The average deployment was 5.6 units per hour during the week and 5.3 units per hour on the weekend.
 - Average deployment varied from 3.6 to 6.4 units per hour on weekdays and 3.7 to 5.9 units per hour on weekends.
- For summer (July 7 through August 31, 2019):
 - The average deployment was 5.7 units per hour during the week and 5.3 units per hour on the weekend.
 - Average deployment varied from 4.3 to 6.5 units per hour on weekdays and 3.6 to 6.2 units per hour on weekends.

FIGURE 13-19: Deployment and All Workload, Weekdays, Winter 2019

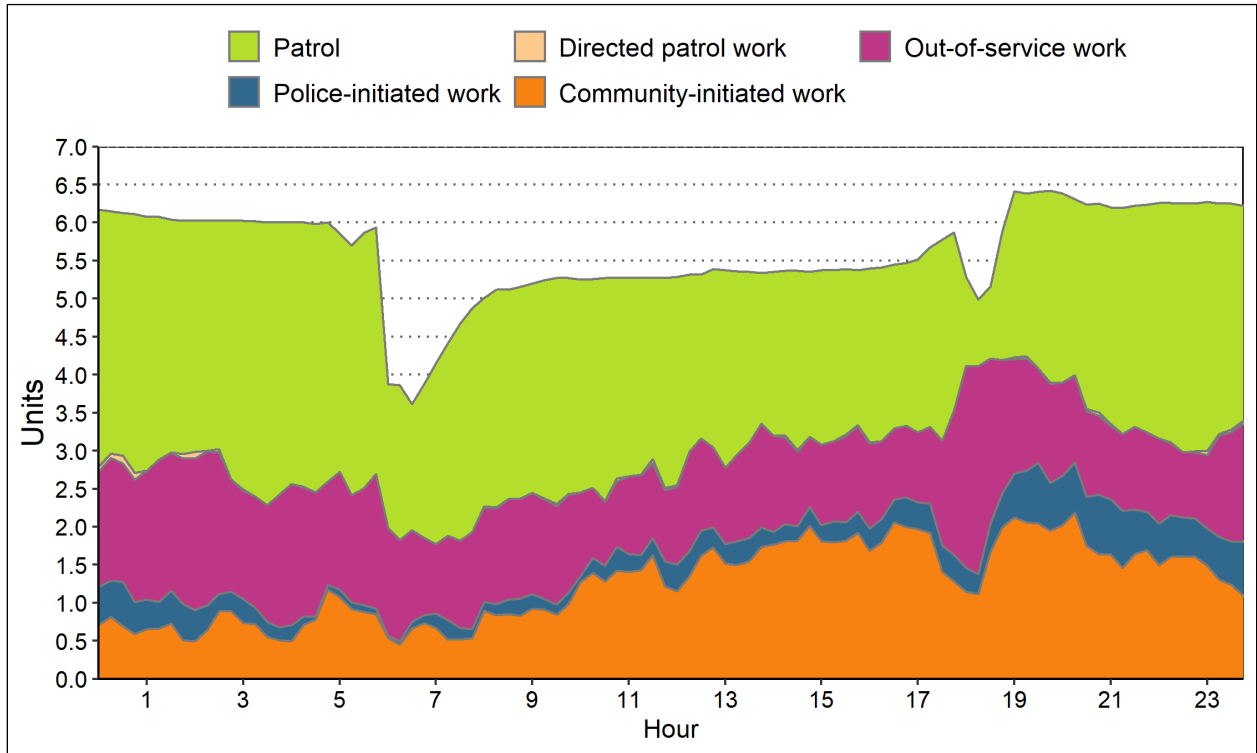


FIGURE 13-20: Deployment and All Workload, Weekends, Winter 2019

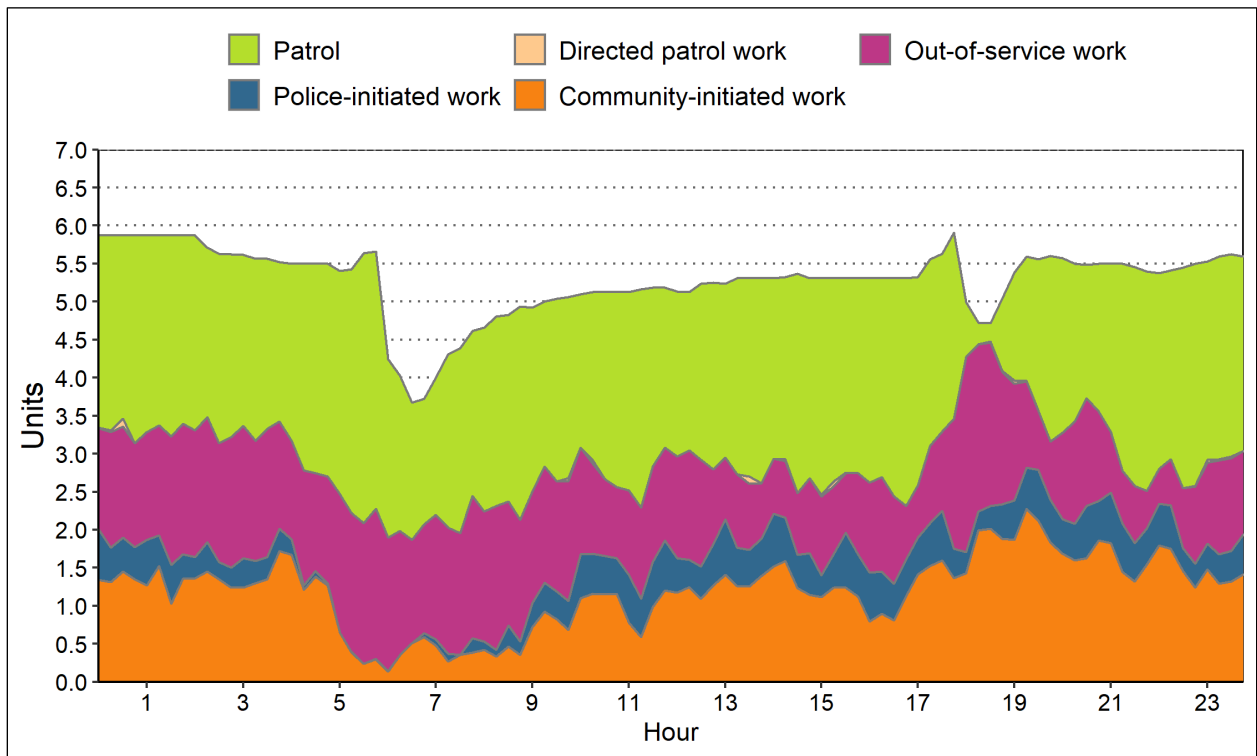


FIGURE 13-21: Deployment and All Workload, Weekdays, Summer 2019

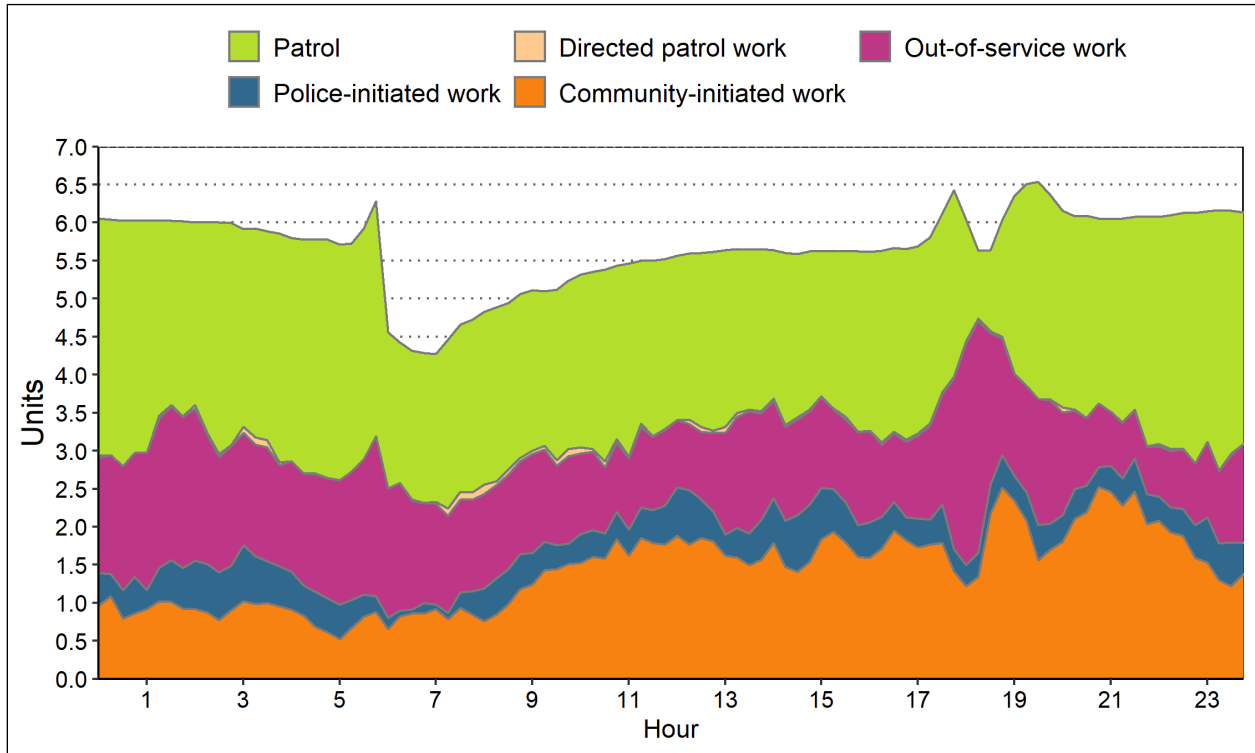
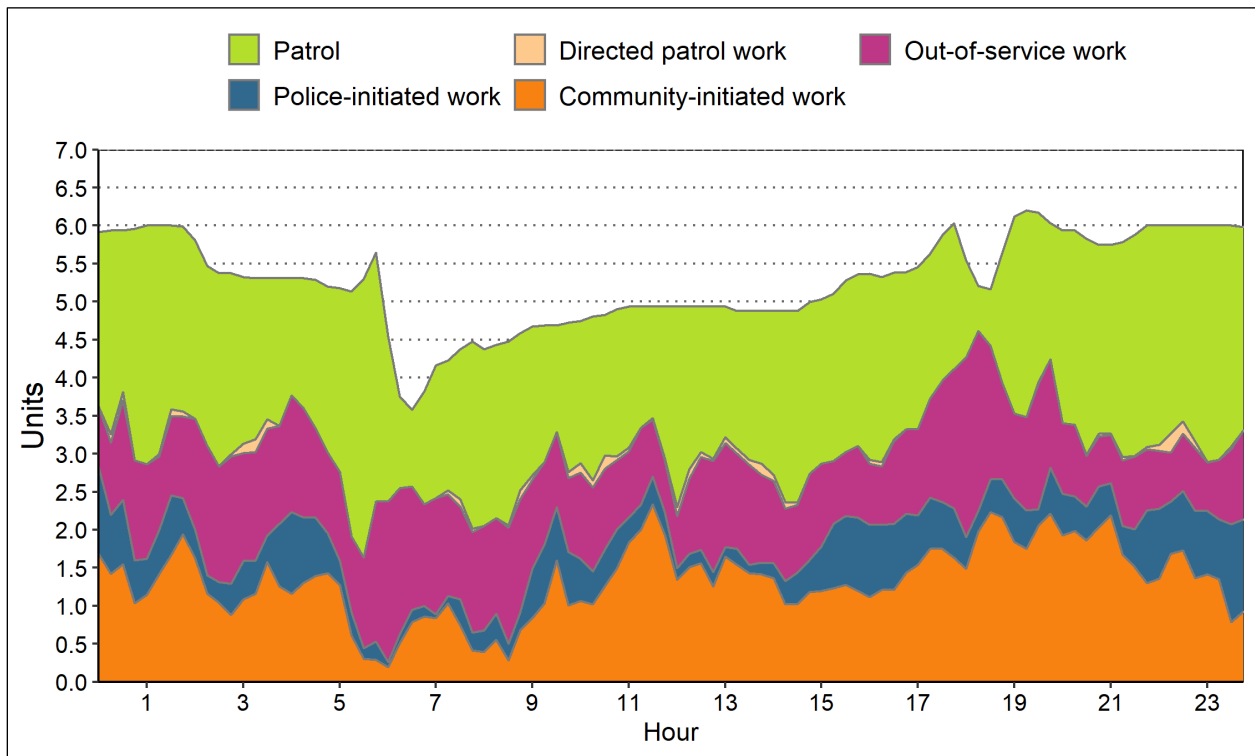


FIGURE 13-22: Deployment and All Workload, Weekends, Summer 2019



Note: Figures 13-19 to 13-22 show deployment along with all workload from community-initiated calls and police-initiated calls, directed patrol, and out-of-service activities.

Observations:

Winter:

- Community-initiated work:
 - Average community-initiated workload was 1.3 units per hour during the week and 1.2 units per hour on weekends.
 - This was approximately 22 percent of hourly deployment during the week and 23 percent of hourly deployment on weekends.
- All work:
 - Average workload was 2.9 units per hour during the week and on weekends.
 - This was approximately 52 percent of hourly deployment during the week and 55 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
 - Average community-initiated workload was 1.4 units per hour during the week and 1.3 units per hour on weekends.
 - This was approximately 25 percent of hourly deployment during the week and on weekends.
- All work:
 - Average workload was 3.2 units per hour during the week and 3.1 units per hour on weekends.
 - This was approximately 56 percent of hourly deployment during the week and 58 percent of hourly deployment on weekends.

FIGURE 13-23: Percentage of Workload, Weekdays, Winter 2019

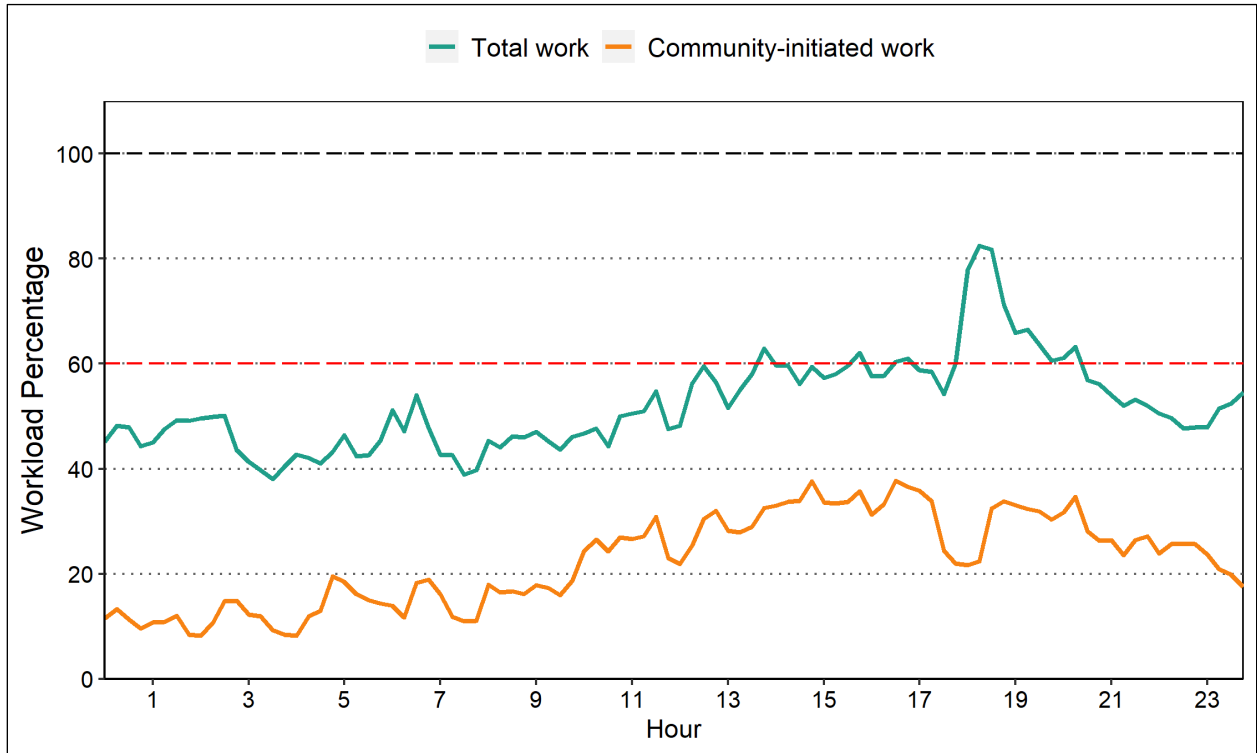


FIGURE 13-24: Percentage of Workload, Weekends, Winter 2019

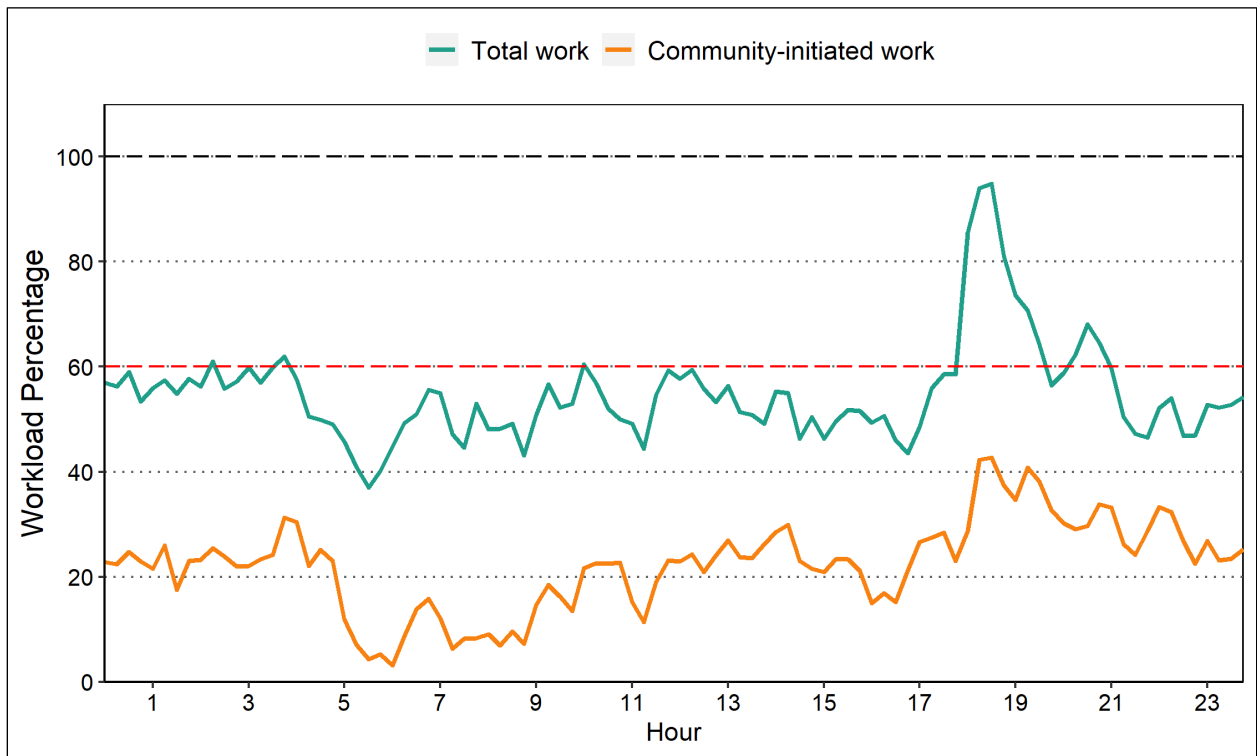


FIGURE 13-25: Percentage of Workload, Weekdays, Summer 2019

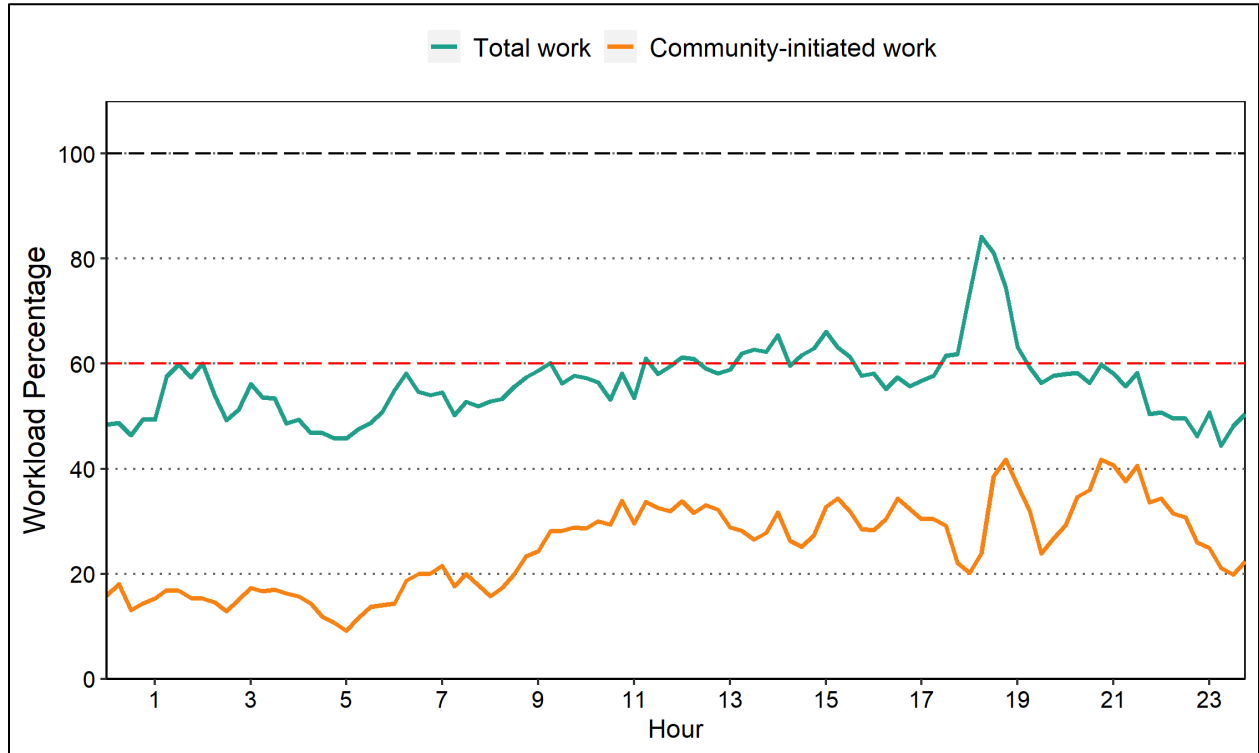
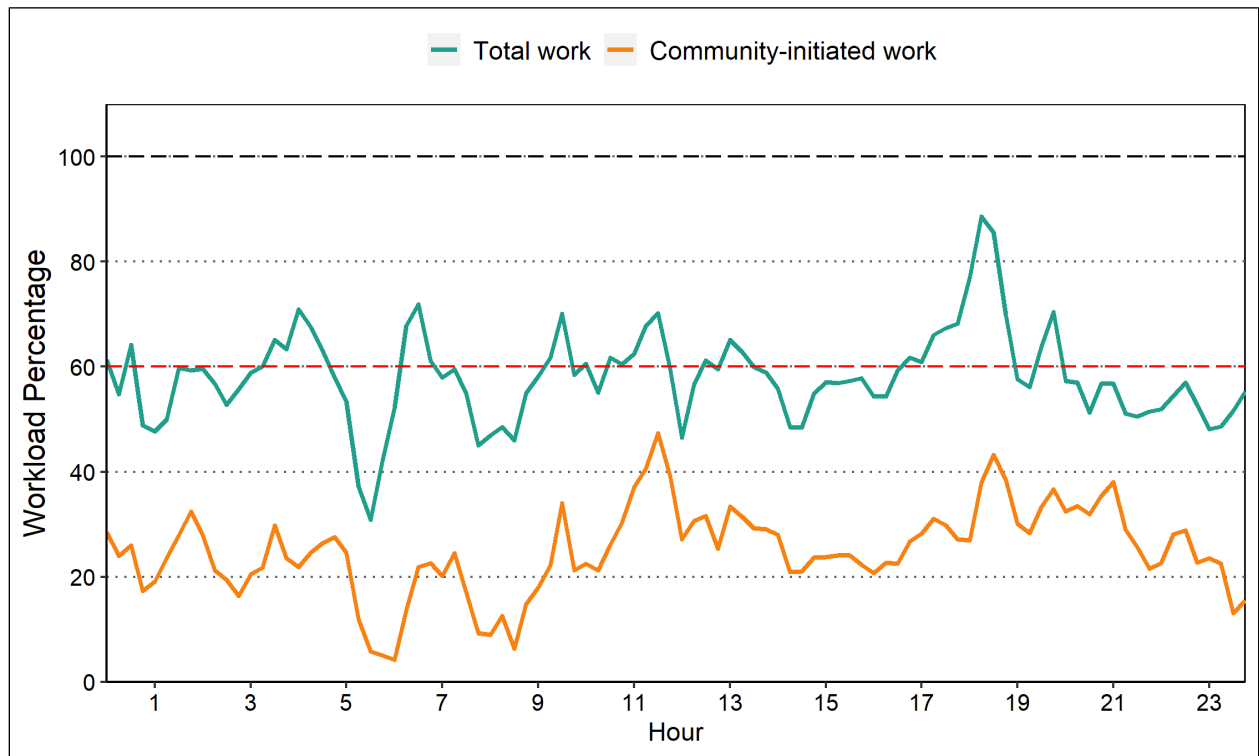


FIGURE 13-26: Percentage of Workload, Weekends, Summer 2019



Observations:

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 38 percent of deployment between 2:45 p.m. and 3:00 p.m. and between 4:30 p.m. and 4:45 p.m.
 - On weekends, workload reached a maximum of 43 percent of deployment between 6:15 p.m. and 6:45 p.m.
- All work:
 - During the week, workload reached a maximum of 82 percent of deployment between 6:15 p.m. and 6:45 p.m.
 - On weekends, workload reached a maximum of 95 percent of deployment between 6:30 p.m. and 6:45 p.m.

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 42 percent of deployment between 6:45 p.m. and 7:00 p.m. and between 8:45 p.m. and 9:00 p.m.
 - On weekends, workload reached a maximum of 47 percent of deployment between 11:30 a.m. and 11:45 a.m.
- All work:
 - During the week, workload reached a maximum of 84 percent of deployment between 6:15 p.m. and 6:30 p.m.
 - On weekends, workload reached a maximum of 89 percent of deployment between 6:15 p.m. and 6:30 p.m.

RESPONSE TIMES

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

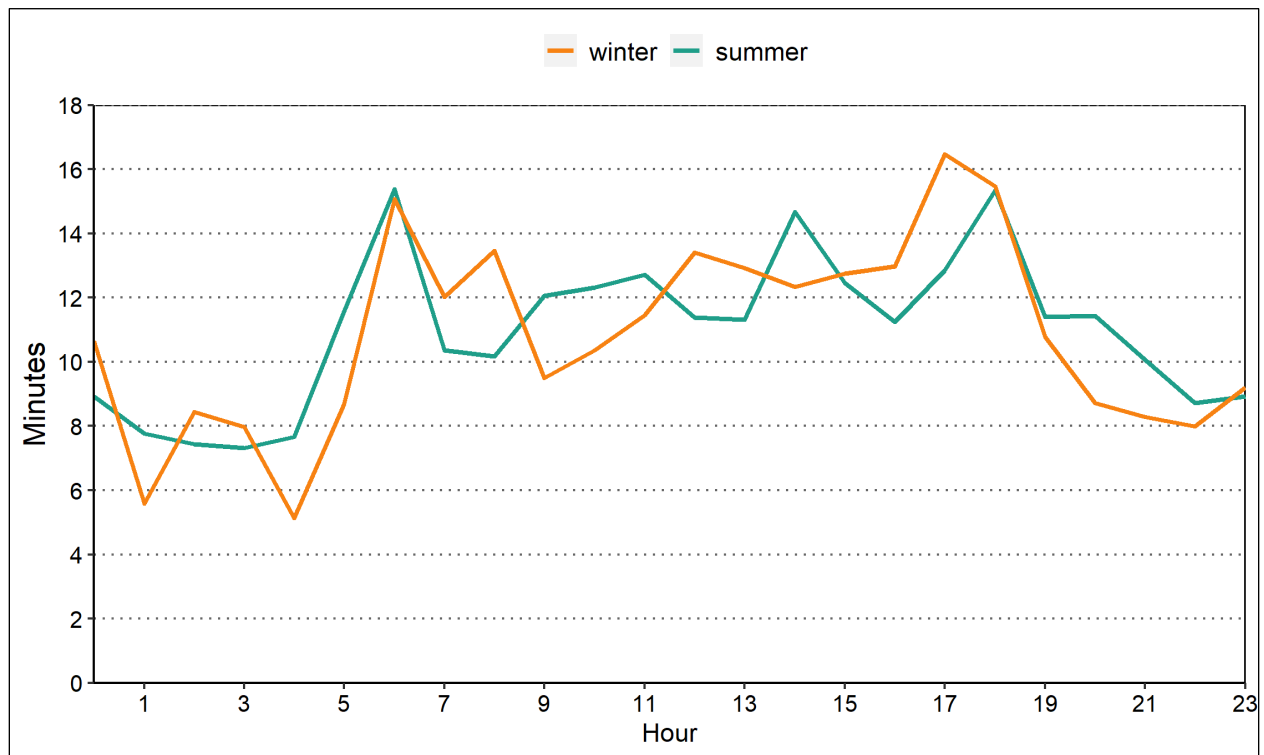
We begin the discussion with statistics that include all calls combined. We started with 3,433 calls for winter and 4,058 calls for summer. We limited our analysis to community-initiated calls, which amounted to 2,249 calls for winter and 2,642 calls for summer. After excluding calls without valid arrival times, calls located outside Edmonds, or calls located at the police department's headquarters, we were left with 1,798 calls in winter and 2,084 calls in summer for our analysis. For the entire year, we began with 24,342 calls, limited our analysis to 15,585 community-initiated calls, and further focused our analysis on 12,237 calls after using the same process as above.

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

All Calls

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

FIGURE 13-27: Average Response Times, by Hour of Day, Winter and Summer 2019



Observations:

- Average response times varied significantly by the hour of the day, and peaking during shift change hours.
- In winter, the longest response times were between 5:00 p.m. and 6:00 p.m., with an average of 16.5 minutes.
- In winter, the shortest response times were between 4:00 a.m. and 5:00 a.m., with an average of 5.1 minutes.
- In summer, the longest response times were between 6:00 a.m. and 7:00 a.m. and between 6:00 p.m. and 7:00 p.m., with an average of 15.4 minutes.
- In summer, the shortest response times were between 3:00 a.m. and 4:00 a.m., with an average of 7.3 minutes.

FIGURE 13-28: Average Response Time by Category, Winter 2019

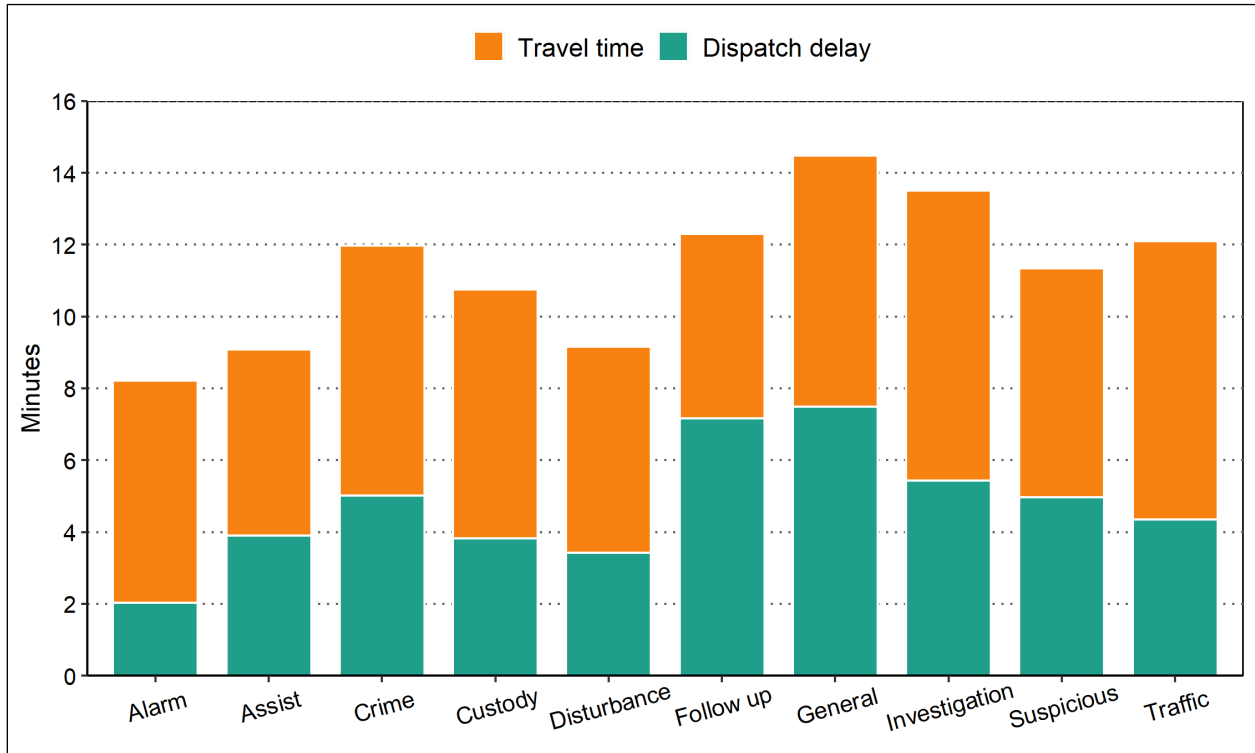


FIGURE 13-29: Average Response Time by Category, Summer 2019

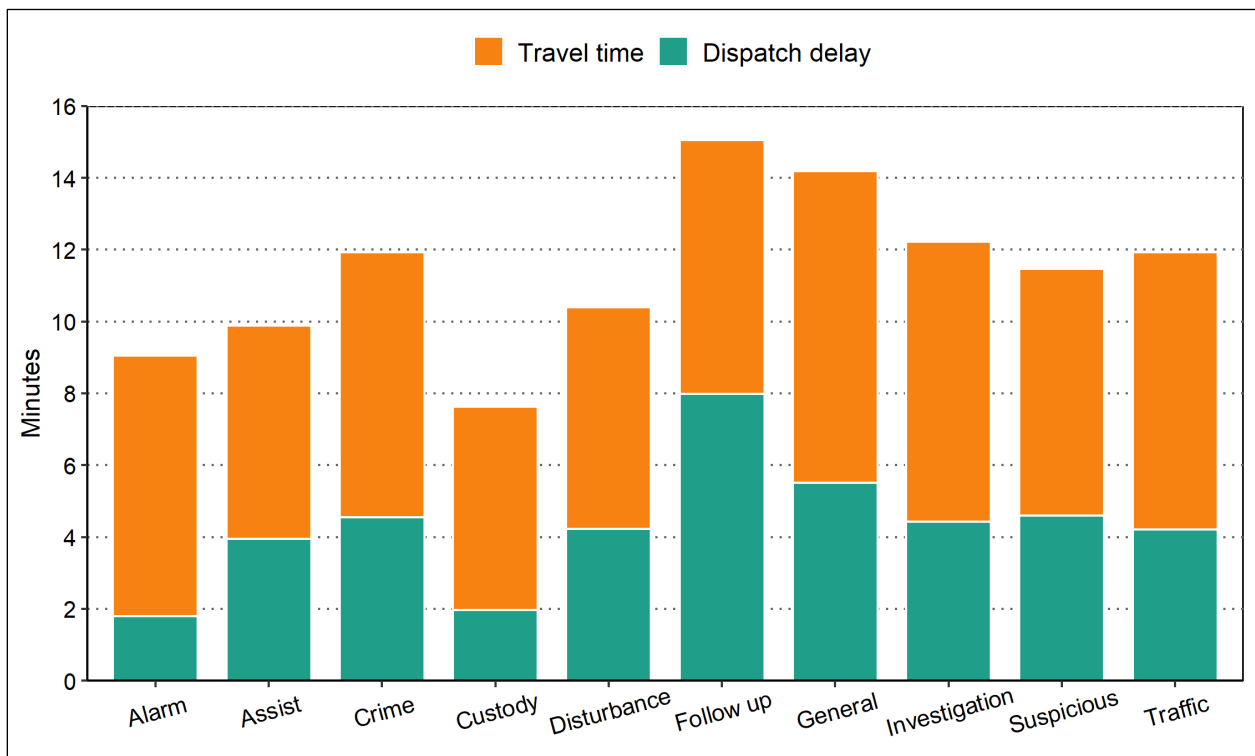


TABLE 13-16: Average Response Time Components, by Category

Category	Winter				Summer			
	Minutes			Count	Minutes			Count
	Dispatch	Travel	Response		Dispatch	Travel	Response	
Accident	3.3	6.7	10.1	71	3.5	6.3	9.8	115
Alarm	2.0	6.2	8.2	182	1.8	7.3	9.1	235
Animal	8.5	9.6	18.1	19	6.2	10.0	16.2	44
Assist fire	6.4	4.6	11.0	34	5.8	6.0	11.8	28
Assist medical	2.6	5.3	7.9	77	2.2	5.5	7.7	60
Assist other agency	3.3	5.1	8.5	44	5.1	6.6	11.6	32
Assist public	4.8	5.4	10.2	48	4.4	6.1	10.4	43
Crime-person	4.0	5.5	9.4	124	3.7	6.3	10.1	145
Crime-property	5.5	7.7	13.2	267	5.0	7.9	12.9	280
Custody/warrant	3.8	6.9	10.7	17	2.0	5.7	7.6	16
Disturbance	3.4	5.7	9.2	138	4.2	6.2	10.4	271
Follow-up	7.2	5.1	12.3	74	8.0	7.1	15.0	74
Investigation	5.4	8.1	13.5	289	4.4	7.8	12.2	322
Miscellaneous*	6.5	4.5	11.1	20	3.8	5.2	9.0	17
Suspicious incident	5.0	6.4	11.3	275	4.6	6.9	11.5	254
Traffic enforcement	5.0	8.3	13.3	119	4.7	8.8	13.6	148
Total Average	4.6	6.7	11.3	1,798	4.2	7.2	11.4	2,084

Notes: The total average is weighted according to the number of calls per category. *Neither the juvenile nor information category contained more than 10 calls in winter or summer. For this reason, these calls were grouped with miscellaneous calls.

Observations:

- In winter, the average response time for most categories was between 8 minutes and 14 minutes.
- In winter, the average response time was as short as 8 minutes (for alarms) and as long as 14 minutes (for general noncriminal calls).
- In summer, the average response time for most categories was between 8 minutes and 15 minutes.
- In summer, the average response time was as short as 8 minutes (for custody/warrant calls) and as long as 15 minutes (for follow-up calls).
- The average response time for crimes was 12 minutes in winter and summer.

TABLE 13-17: 90th Percentiles for Response Time Components, by Category

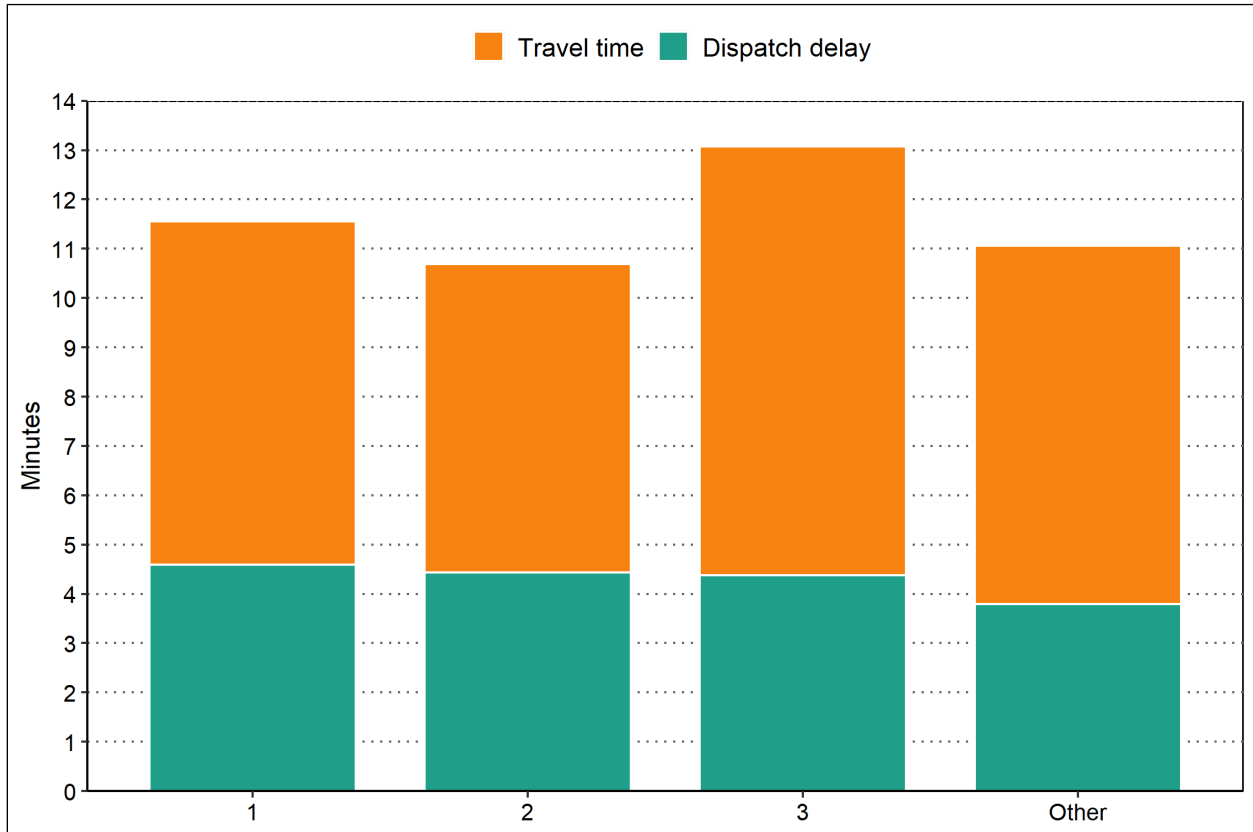
Category	Winter, Minutes			Summer, Minutes		
	Dispatch	Travel	Response	Dispatch	Travel	Response
Accident	5.4	13.2	19.4	4.8	11.7	20.5
Alarm	2.8	12.3	15.2	2.5	14.6	16.4
Animal	30.0	26.1	47.3	14.3	28.1	43.6
Assist fire	15.4	10.7	24.1	13.1	10.6	19.5
Assist medical	3.4	9.3	14.4	3.8	12.1	14.2
Assist other agency	6.2	11.4	15.1	8.7	11.6	24.0
Assist public	7.3	11.8	25.0	5.8	12.4	18.7
Crime-person	9.9	11.1	20.6	8.7	13.6	19.8
Crime-property	15.5	15.7	36.2	11.9	18.0	30.5
Custody/warrant	7.8	12.4	18.1	2.9	10.2	13.0
Disturbance	5.5	12.2	17.7	8.9	11.9	19.5
Follow-up	21.5	15.9	38.5	30.6	19.3	44.5
Investigation	12.6	18.6	33.8	9.1	15.9	25.7
Miscellaneous	18.9	10.6	20.1	8.8	9.1	15.7
Suspicious incident	11.2	14.1	24.1	9.1	14.4	23.4
Traffic enforcement	11.9	17.3	28.3	12.2	21.4	30.0
Total Average	10.0	14.3	24.9	8.9	15.1	24.0

Note: A 90th percentile value of 24.9 minutes means that 90 percent of all calls are responded to in fewer than 24.9 minutes. For this reason, the columns for dispatch delay and travel time may not be equal to the total response time.

Observations:

- In winter, the 90th percentile value for response time was as short as 15 minutes (for alarms) and as long as 40 minutes (for general noncriminal calls).
- In summer, the 90th percentile value for response time was as short as 13 minutes (for custody/warrant calls) and as long as 45 minutes (for follow-up calls).

FIGURE 13-30: Average Response Time Components, by Area



Note: The "other" category includes about 845 calls not in Edmonds areas, for example, in Lynnwood, Woodway, or Mountlake Terrace.

TABLE 13-18: Average Response Time Components, by Area

Area	Dispatch	Travel	Response	Calls	Area (Sq. Miles)
1	4.6	7.0	11.6	4,545	4.6
2	4.4	6.2	10.7	5,176	1.4
3	4.4	8.7	13.1	1,671	3.3
Other	3.8	7.3	11.1	845	NA
Weighted Average/ Total	4.4	6.9	11.4	12,237	10.0

Observations:

- Areas 1, 2, and 3 shared similar average dispatch times of about 4.5 minutes.
- Area 2 had the shortest average response time.

High-Priority Calls

The department assigns priorities to calls—1, 2, 3, 4, and 5—with 1 as the highest priority. The following table shows average response times by priority. The next figure focuses on Priority 1 (and 1F) calls only. Also, we identified emergency accidents as those accidents with the following descriptions: "COLLISION PRIORITY," "MVCE," "MVCM," and "MVCP."

TABLE 13-19: Average Dispatch, Travel, and Response Times, by Priority

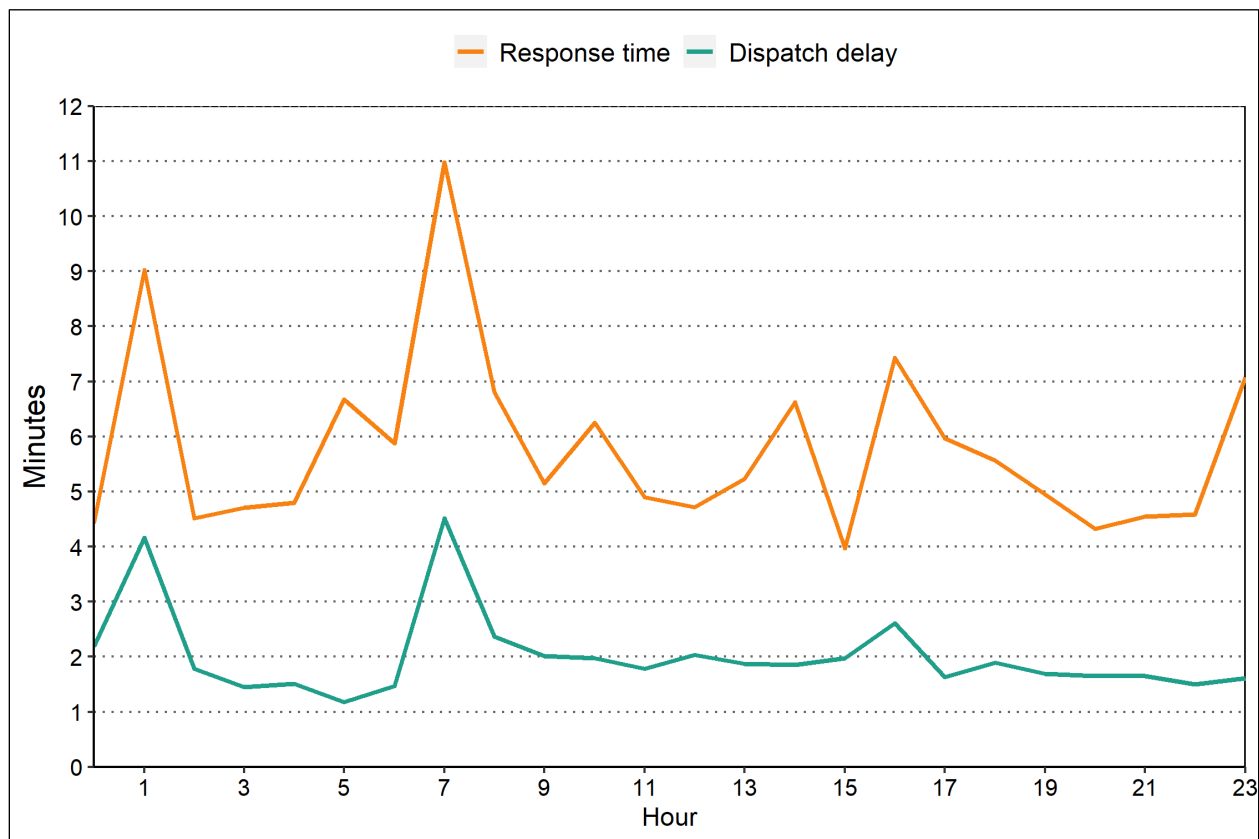
Priority	Minutes			Calls	90th Percentile Time in Minutes
	Dispatch Delay	Travel Time	Response Time		
1	1.9	3.7	5.6	170	9.2
1F	2.0	3.4	5.5	54	10.7
2	2.3	5.6	7.9	472	14.2
2F	2.4	5.2	7.6	81	14.0
3	3.0	6.2	9.2	4,450	16.7
3F	2.8	5.3	8.1	253	14.1
4	5.6	7.8	13.3	5,248	31.0
4F	2.6	5.8	8.3	126	13.0
5	6.7	7.5	14.2	1,342	36.6
5F	2.5	6.9	9.4	36	17.1
ADVISED	12.4	0.3	12.7	5	25.0
Weighted Average/Total	4.4	6.9	11.4	12,237	24.5
Emergency accidents	2.2	4.9	7.1	112	14.4

Note: The total average is weighted according to the number of calls within each priority level. Priorities concluding with an "F" indicate a call that was primarily associated with the fire department and these consist of accidents and assist calls.

Observations:

- High-priority calls had an average response time of 5.6 minutes, lower than the overall average of 11.4 minutes for all calls.
- Average dispatch delay was 2.0 minutes for high-priority calls (priorities 1 and 1F), compared to 4.4 minutes overall.
- The average response time for emergency accidents was 7.1 minutes, with a dispatch delay of 2.2 minutes.

FIGURE 13-31: Average Response Times and Dispatch Delays for High-priority Calls, by Hour



Observations:

- For high-priority calls, the longest response times were between 7:00 a.m. and 8:00 a.m., with an average of 11.0 minutes.
- For high-priority calls, the shortest response times were between 3:00 p.m. and 4:00 p.m., with an average of 4.0 minutes.
- Average dispatch delay for high-priority calls was consistently 4.2 minutes or less, except between 7:00 a.m. and 8:00 a.m.

TRAFFIC UNITS

Between January 1, 2019, and December 31, 2019, the dispatch center recorded 2,445 events that involved traffic units. After excluding zero time on scene events and directed activities, 2,419 calls were included in the analysis. During this period, the dispatch center also recorded activities assigned to Traffic that were not assigned a call number. 1,556 noncall activities were included in the analysis.

This section gives an overview of the number of calls, out-of-service activities, deployment, and workload for traffic units. The first three tables contain data for the entire year. For the next two figures, the detailed workload analysis, we use two eight-week sample periods. The first period is January 4 through February 28, 2019, or winter, and the second period is July 7 through August 31, 2019, or summer.

TABLE 13-20: Traffic Units Events, Calls, and Workload by Category

Category	Events	Calls	Work Hours
Accident	303	302	237.3
Alarm	39	39	6.8
Assist fire	11	11	3.0
Assist medical	22	22	15.4
Assist other agency	18	16	9.1
Assist public	4	4	0.9
Check	5	5	0.6
Crime-person	50	50	29.9
Crime-property	53	53	26.9
Custody/warrant	17	17	10.1
Directed patrol	6	0	0
Disturbance	44	44	11.9
Follow-up	48	47	26.5
Information	1	1	0.1
Investigation	79	79	22.8
Juvenile	4	4	0.7
Miscellaneous	3	3	1.7
Suspicious incident	87	86	27.2
Traffic enforcement	211	203	172.3
Traffic stop	1,440	1,433	158.8
Total	2,445	2,419	762.0

Note: Events include all recorded calls which involved a traffic unit. We removed events with zero time on scene and directed patrol activities when calculating the number of calls with each call category.

TABLE 13-21: Traffic Units Noncall Activities and Occupied Times by Description

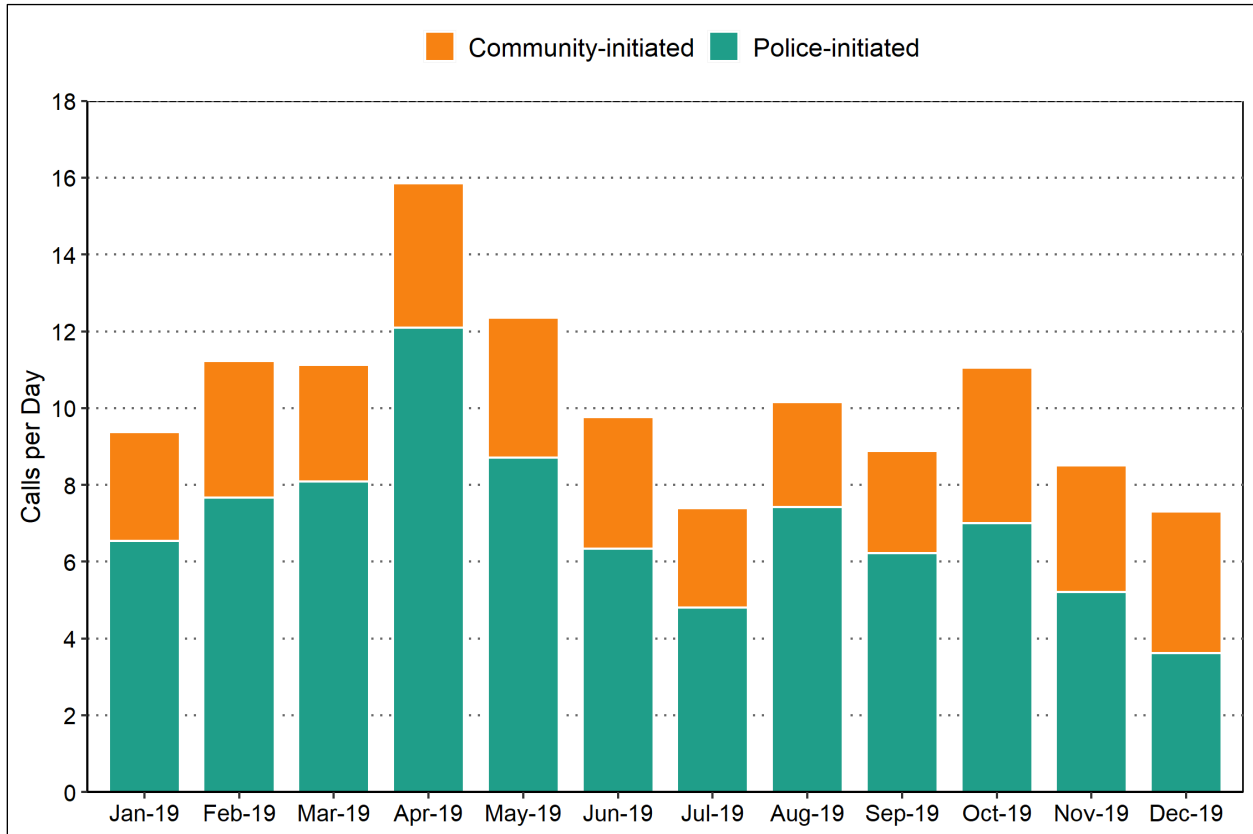
Status	Description	Occupied Time	Count
Break	Station	32.1	7
	Miscellaneous	49.4	12
	Subtotal	43.0	19
DetA	220th St/Hwy 99	33.9	45
	Paperwork	50.2	42
	Station	62.1	615
	Training	122.4	5
	Miscellaneous	25.7	76
	No details	73.9	140
	Subtotal	59.3	923
DetU	Follow up	57.3	7
	Meeting	109.2	11
	Paperwork	82.9	8
	Secure related	32.1	90
	Station	54.5	164
	Vehicle maintenance	20.5	11
	Miscellaneous	51.6	139
	No details	39.3	51
	Subtotal	48.8	481
Administrative - Weighted Average/Total Activities		55.5	1,423
Break	Personal	44.9	97
DetA	Personal	25.7	30
DetU	Personal	39.9	6
Personal - Weighted Average/Total Activities		40.4	133
Weighted Average/Total Activities		54.2	1,556

Note: For each status, descriptions with fewer than 5 activities, or at miscellaneous locations, were grouped as “miscellaneous.”

Observations:

- There were 26 zero on scene events that involved a traffic unit.
- 80 percent of the calls and 75 percent of the workload were traffic calls.
 - Accidents accounted for 12 percent of calls and 31 percent of workload.
 - Traffic enforcement calls accounted for 8 percent of calls and 23 percent of workload.
 - Traffic stops accounted for 59 percent of calls and 21 percent of workload.
- Out-of-service activities had an average duration of 54.2 minutes.

FIGURE 13-32: Traffic Units Calls per Day, by Month



Note: The number of calls per day was calculated based on the number of days in the month that traffic officers handled at least one call.

TABLE 13-22: Traffic Calls per Day, by Month

Initiator	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Community	2.8	3.6	3.0	3.8	3.6	3.4	2.6	2.7	2.7	4.1	3.3	3.7
Police	6.5	7.7	8.1	12.1	8.7	6.3	4.8	7.4	6.2	7.0	5.2	3.6
Total	9.4	11.2	11.1	15.8	12.4	9.8	7.4	10.2	8.9	11.1	8.5	7.3
Days with Calls	24	27	23	20	17	21	20	19	18	17	14	13

Observations:

- The number of calls per day was lowest in December.
- The number of calls per day was highest in April.
- The months with the most calls had 117 percent more calls than the months with the fewest calls.
- April had the most police-initiated calls, with 235 percent more than December, which had the fewest.
- October had the most community-initiated calls, with 56 percent more than July, which had the fewest.

APPENDIX A: CALL TYPE CLASSIFICATION

Call descriptions for the department's calls for service from January 1, 2019, to December 31, 2019, were classified into the following categories.

TABLE 13-23: Call Type, by Category

Call Code	Call description	Table Category	Figure Category	
ALARMA	ALARM AUDIBLE	Alarm	Alarm	
ALARMD	ALARM DURESS			
ALARMH	ALARM HOLDUP			
ALARMS	ALARM SILENT			
AF	ASSIST FIRE	Assist fire	Assist	
COA	COA			
FAC	FAC			
FAR	FAR			
FC	FC			
FCC	FCC			
FR	FR			
FRC	FRC			
FS	FS			
FSN	FS NONCODE			
FTU	FTU			
GLI	GLI			
RESCS	RESCS			
RESSW	RESSW			
RESWA	RESWA			
SAR	SAR			
SC	SC			
BLS	BLS	Assist medical	Assist	
BLSN	BLSN			
HOLD	HOLD			
MED	MED			
MEDX	MEDX	Assist other agency		
AIDP	POLICE REQ 4 MEDICAL			
AL	ASSIST LAW			
HELP	HELP			
MENTAL	MENTAL			
PS	CPS / APS	Assist public		
AP	ASSIST PUBLIC	Assist public		
CHECK	LOCATION CHECK	Check		Check
ABUSE	ABUSE	Crime-person		Crime
ASLT	ASSAULT			
ASLTP	ASSAULT PRIORITY			

Call Code	Call description	Table Category	Figure Category
ASLTW	ASSAULT WEAPON		
BOMB	BOMB		
DVP	DOMESTIC VIOLENCE PHYSICAL		
DVV	DOMESTIC VIOLENCE VERBAL		
DVW	DVW		
HARASS	HARASSMENT		
KIDNAP	KIDNAP		
ROB	ROBBERY		
ROBP	ROBBERY PRIORITY		
ROBW	ROBBERY WEAPON		
SEX	SEX OFFENSE		
THREAT	THREAT		
VICE	VICE		
VIOL	VIOLATION COURT ORDER		
VIOLP	VIOLATION COURT ORDER PRIORITY		
WEAPON	WEAPONS		
ARSON	ARSON		
BURG	BURGLARY		
BURGP	BURGLARY PRIORITY		
FRAUD	FRAUD		
FRAUDP	FRAUD PRIORITY		
LOJACK	LOJACK		
MAL	MALICIOUS MISCHIEF		
MALP	MAL MIS PRIORITY		
SHOP	SHOPLIFT		
SPOP	SPECIAL OPS		
THEFT	THEFT		
THEFTP	THEFT PRIORITY		
TRES	TRESPASS		
TRESP	TRESPASS PRIORITY		
VEHT	VEH THEFT	Custody/warrant	Custody/warrant
VEHTP	VEHICLE THEFT PRIORITY		
WARR	WARRANT	Directed patrol	Directed patrol
WARRS	SEARCH WARRANT		
COP	COMMUNITY ORIENTED POLICING	Disturbance	Disturbance
ESCORT	ESCORT		
FOOT	FOOT PATROL		
SCHOOL	SCHOOL EMPHASIS		
BANG	BANG		
DIST	DISTURBANCE		
NOISE	NOISE		

Call Code	Call description	Table Category	Figure Category
NUIS	NUISANCE		
PARTY	PARTY		
FLUP	FOLLOW UP	Follow-up	Follow-up
AC	ANIMAL	Animal	
INFO	INFO	Information	
JUV	JUVENILE	Juvenile	
ADVISED	ADVISED INCIDENT		
LEVEL2	LEVEL2		
NEW CALL	NEW CALL		
OTHER	OTHER	Miscellaneous	General noncriminal
TEXT	TEXT		
UTIL	UTILITIES		
911	911		
ATC	ATTEMPT TO CONTACT		
ATL	ATTEMPT TO LOCATE		
CIVIL	CIVIL		
DEATH	DEATH		
OPEN	OPEN DOOR/WINDOW		
ORD	ORDINANCE VIOL		
PERS	PERSON LOST/FOUND		
PERSP	PERSON PRIORITY		
PROP	PROPERTY		
PURSUIT	PURSUIT	Investigation	Investigation
RECOV	RECOVERY ADVISMENT		
RSO	RSO		
SHOTS	SHOTS		
SS	SUBJECT CONTACT		
SUIC	SUICIDE		
SUICW	SUICIDE WEAPON		
VEHR	VEH RECOVERY		
VEHRP	VEH RECOVERY PRIORITY		
WELC	WELFARE CHECK		
NOTICE	NOTICE		
PAPER	PAPER	Administrative	Out of service–administrative
WBM	MAIL/WEB BASED REPORT		
PROWL	PROWLER		
SUBS	SUBSTANCE		
SUSP	SUSPICIOUS	Suspicious incident	Suspicious
SUSPP	SUSPICIOUS PRIORITY		
COL	COLLISION		
COLP	COLLISION PRIORITY	Accident	Traffic
MVC	MVC		

Call Code	Call description	Table Category	Figure Category
MVCE	MVCE		
MVCM	MVCM		
MVCN	MVCN		
MVCP	MVCP		
ABAND	ABANDONED VEH	Traffic enforcement	
DUI	DUI		
PARK	PARKING		
RADAR	RADAR		
THAZ	TRAFFIC HAZARD		
TRF	TRAFFIC		
TS	TRAFFIC STOP	Traffic stop	

APPENDIX B: WORKLOAD BY SEASON, 2020

FIGURE 13-33: Deployment and All Workload, Weekdays, Winter 2020

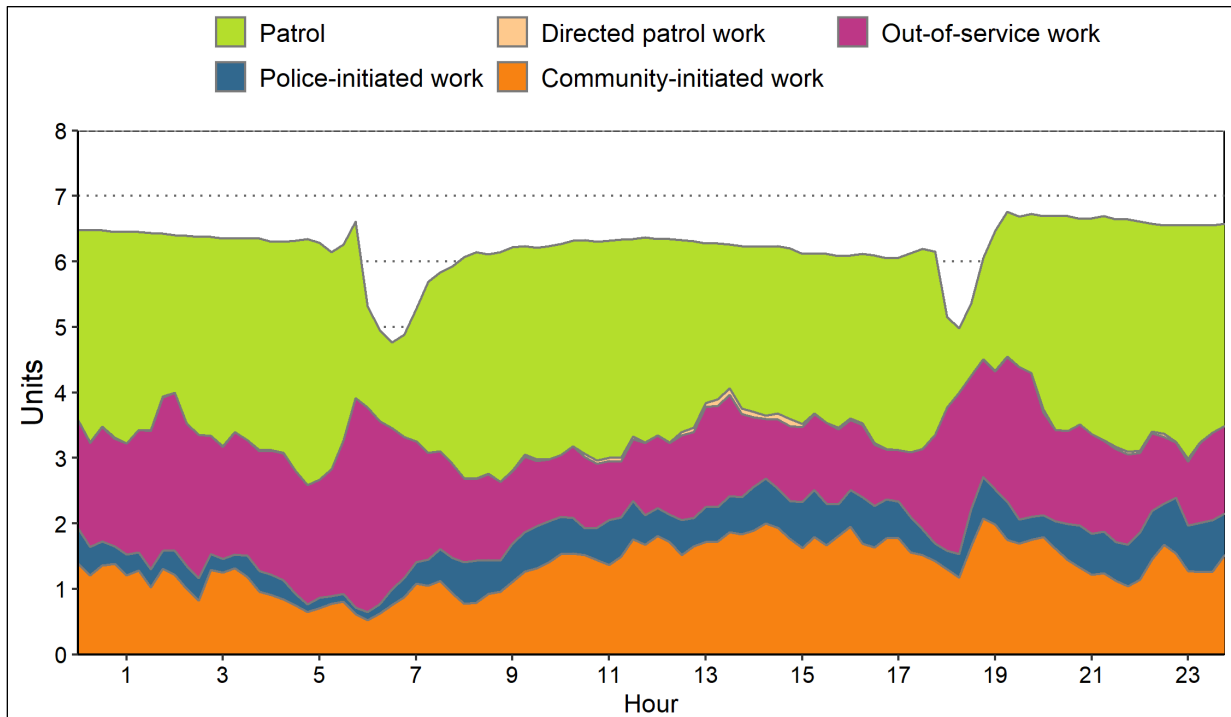


FIGURE 13-34: Deployment and All Workload, Weekends, Winter 2020

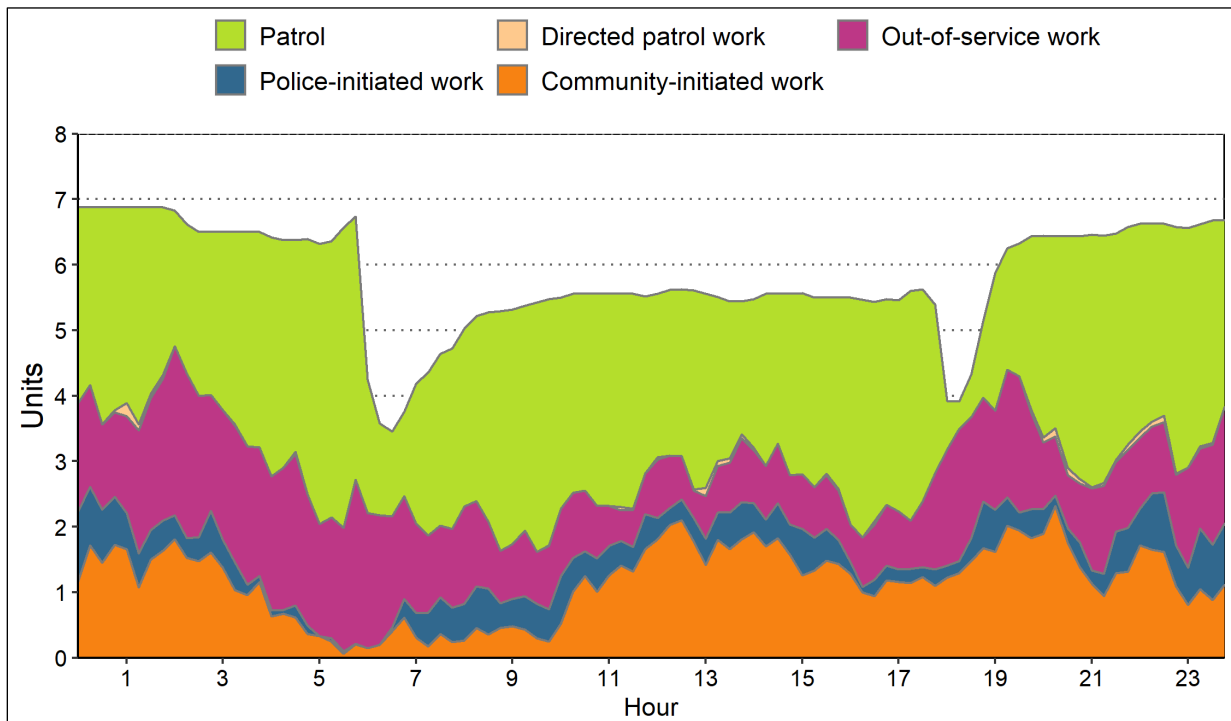


FIGURE 13-35: Deployment and All Workload, Weekdays, Summer 2020

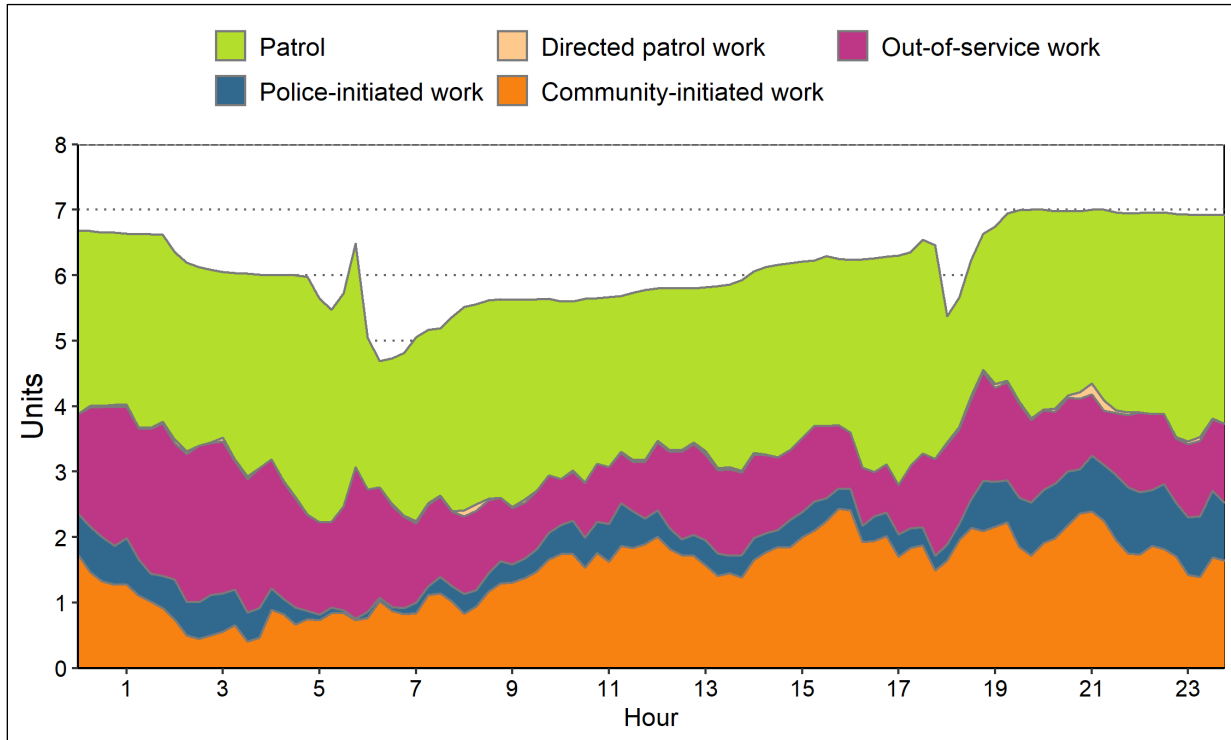
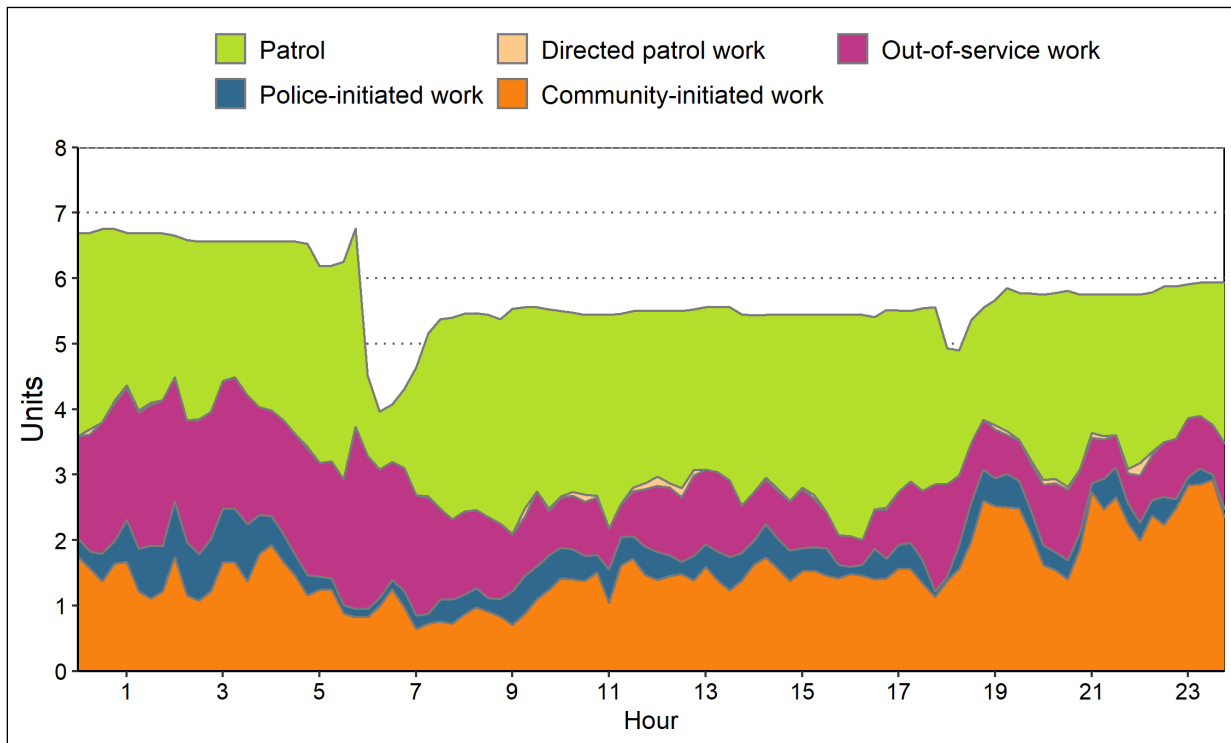


FIGURE 13-36: Deployment and All Workload, Weekends, Summer 2020



Observations:

Winter:

- Community-initiated work:
 - Average community-initiated workload was 1.4 units per hour during the week and 1.2 units per hour on weekends.
 - This was approximately 22 percent of hourly deployment during the week and 20 percent of hourly deployment on weekends.
- All work:
 - Average workload was 3.4 units per hour during the week and 2.9 units per hour on weekends.
 - This was approximately 54 percent of hourly deployment during the week and 50 percent of hourly deployment on weekends.

Summer:

- Community-initiated work:
 - Average community-initiated workload was 1.5 units per hour during the week and on weekends.
 - This was approximately 24 percent of hourly deployment during the week and 27 percent of hourly deployment on weekends.
- All work:
 - Average workload was 3.3 units per hour during the week and 3.1 units per hour on weekends.
 - This was approximately 54 percent of hourly deployment during the week and 55 percent of hourly deployment on weekends.

FIGURE 13-37: Percentage of Workload, Weekdays, Winter 2020

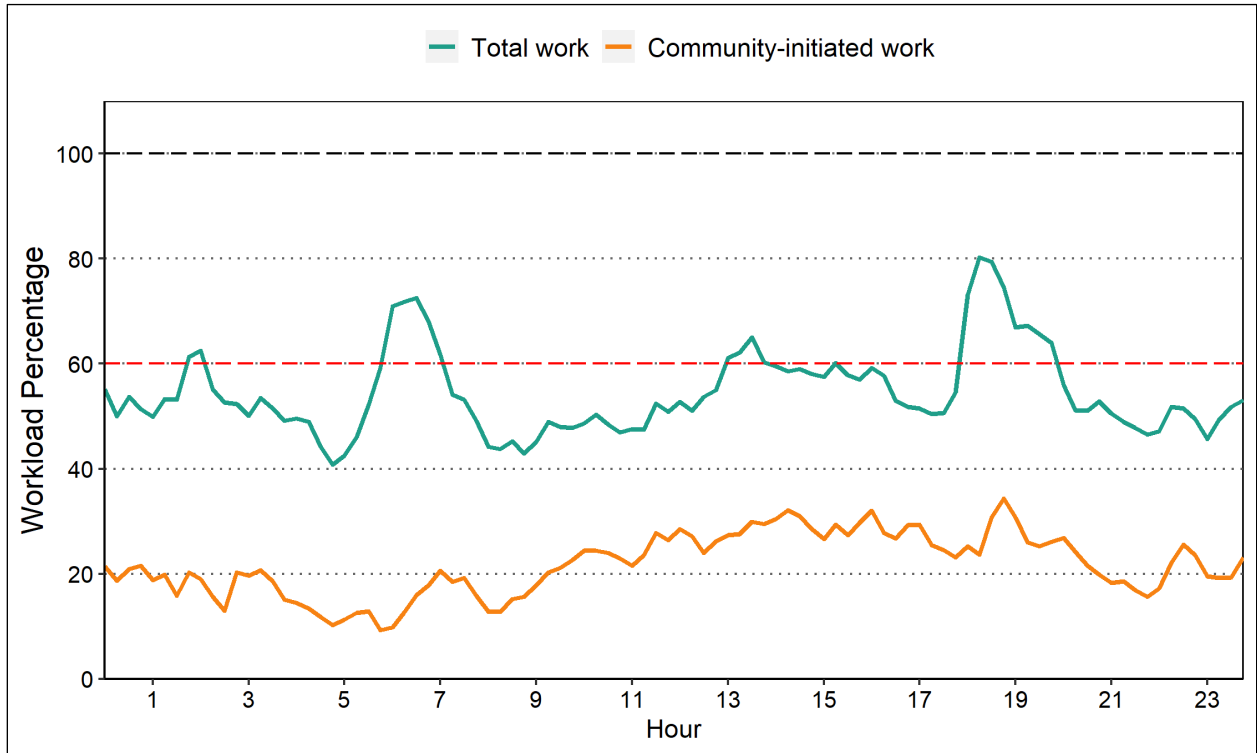


FIGURE 13-38: Percentage of Workload, Weekends, Winter 2020

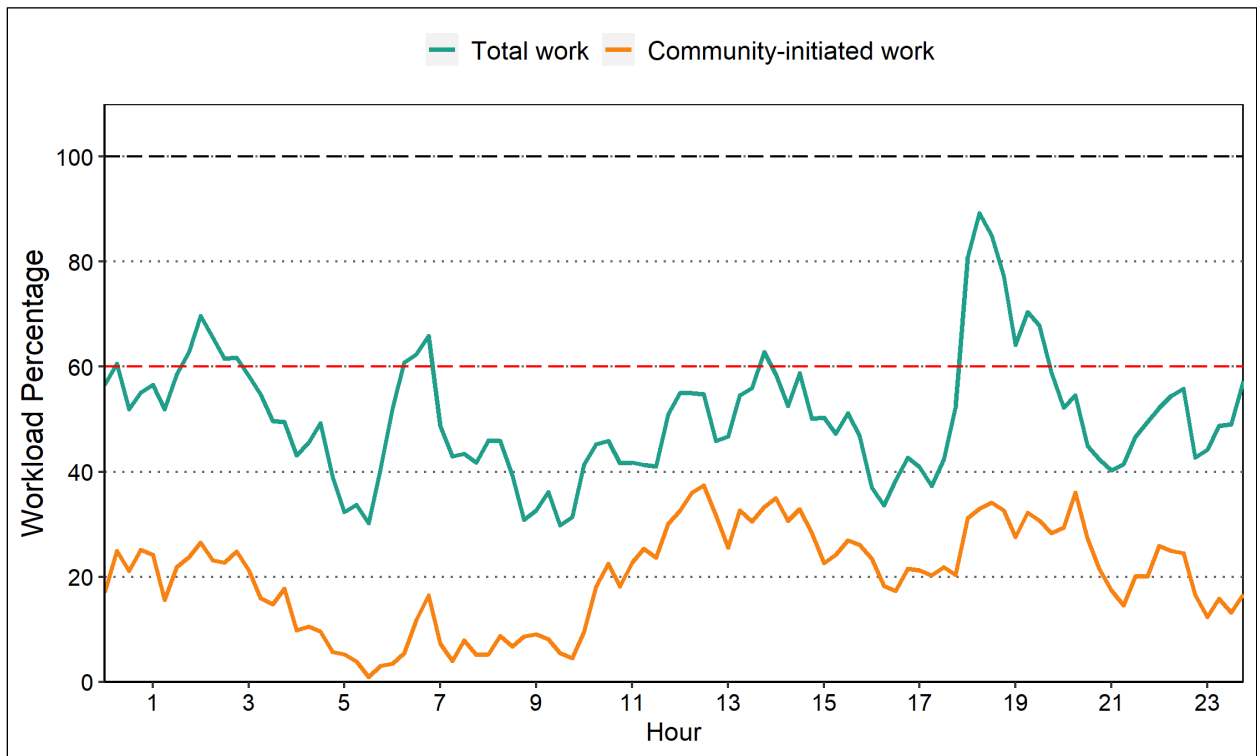


FIGURE 13-39: Percentage of Workload, Weekdays, Summer 2020

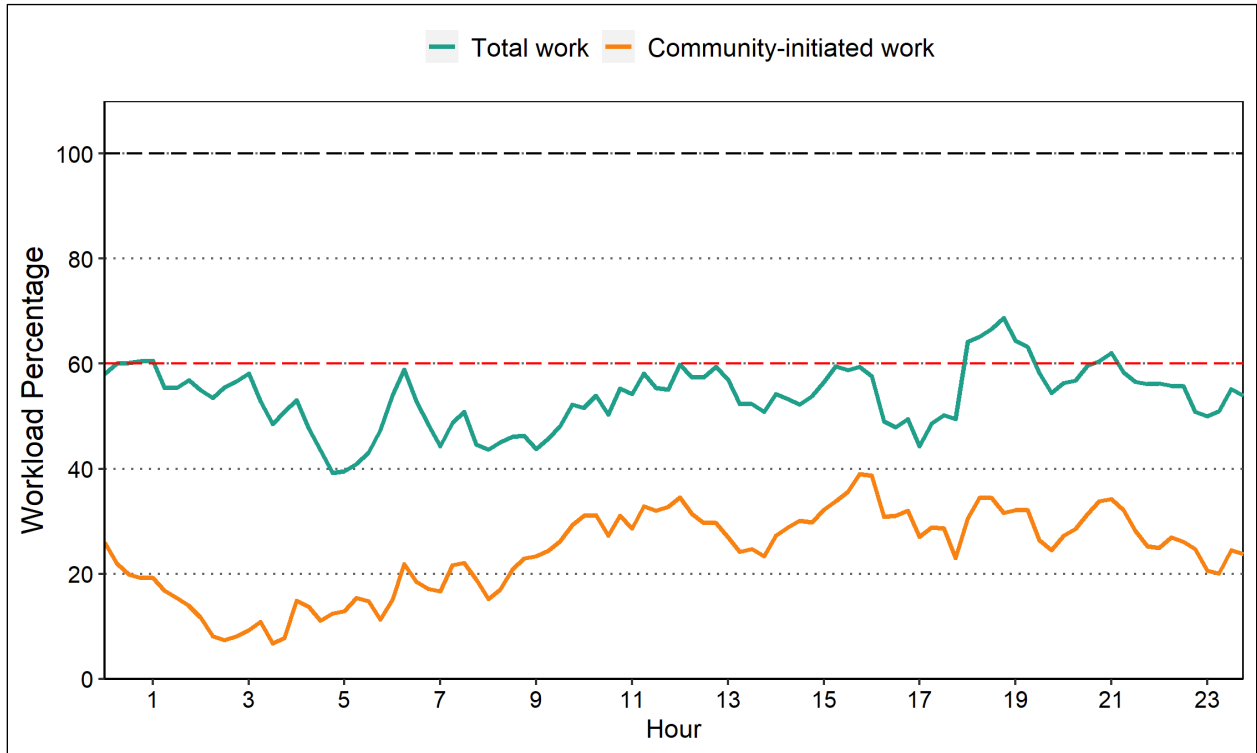
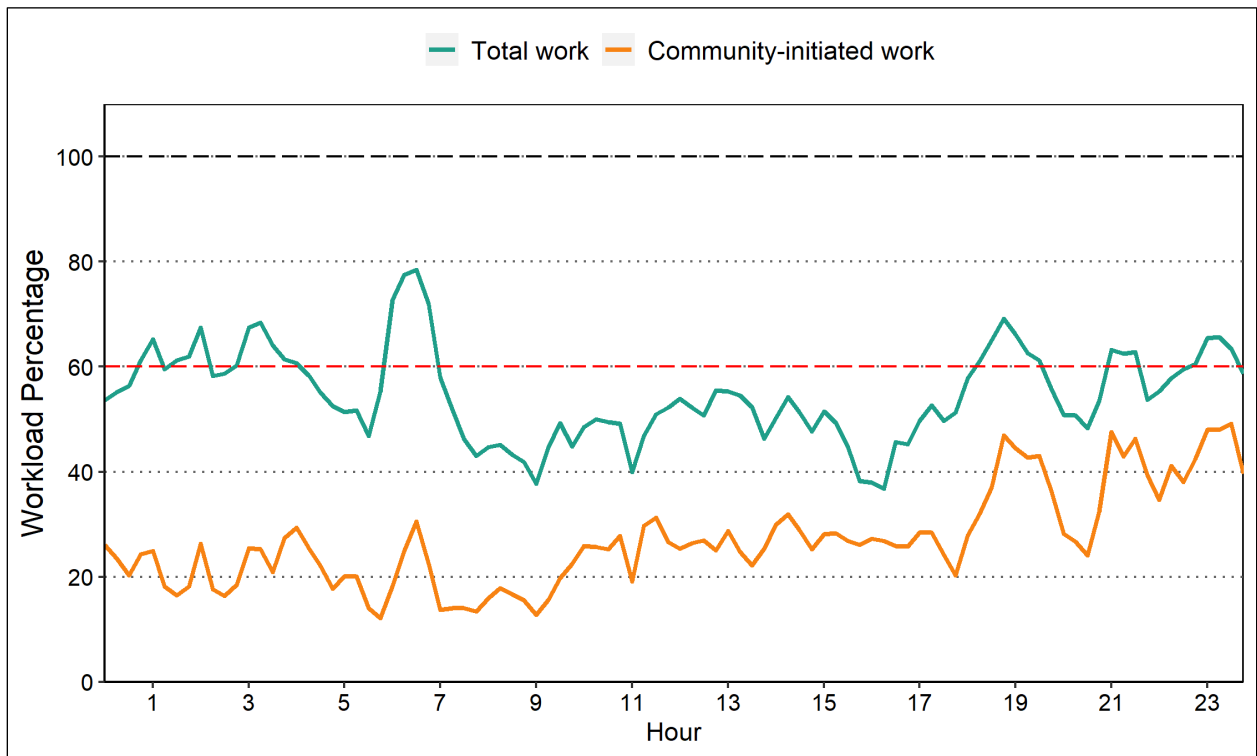


FIGURE 13-40: Percentage of Workload, Weekends, Summer 2020



Observations:

Winter:

- Community-initiated work:
 - During the week, workload reached a maximum of 34 percent of deployment between 6:45 p.m. and 7:00 p.m.
 - On weekends, workload reached a maximum of 37 percent of deployment between 12:30 p.m. and 12:45 p.m.
- All work:
 - During the week, workload reached a maximum of 80 percent of deployment between 6:15 p.m. and 6:30 p.m.
 - On weekends, workload reached a maximum of 89 percent of deployment between 6:15 p.m. and 6:30 p.m.

Summer:

- Community-initiated work:
 - During the week, workload reached a maximum of 39 percent of deployment between 3:45 p.m. and 4:15 p.m.
 - On weekends, workload reached a maximum of 49 percent of deployment between 11:30 p.m. and 11:45 p.m.
- All work:
 - During the week, workload reached a maximum of 69 percent of deployment between 6:45 p.m. and 7:00 p.m.
 - On weekends, workload reached a maximum of 78 percent of deployment between 6:15 a.m. and 6:45 a.m.

APPENDIX C: UNIFORM CRIME REPORT INFORMATION

This section presents information obtained from the FBI's Uniform Crime Report (UCR) Program. The tables and figures include the most recent information that is publicly available at the national level. This includes crime reports for 2010 through 2019, along with clearance rates for 2019. Crime rates are expressed as offenses per 100,000 population.

TABLE 13-24: Reported Crime Rates in 2019, by City

Municipality	State	Population	Crime Rates		
			Violent	Property	Total
Auburn	WA	83,468	394	3,105	3,500
Burien	WA	52,388	344	3,329	3,673
Chelan	WA	42,803	100	752	853
Des Moines	WA	32,708	263	3,079	3,342
Lake Stevens	WA	34,081	129	833	962
Lynnwood	WA	38,847	291	4,775	5,066
Marysville	WA	71,081	203	1,975	2,178
Mount Vernon	WA	36,274	152	3,143	3,294
Redmond	WA	69,501	102	2,656	2,758
Seatac	WA	29,533	440	3,718	4,158
Shoreline	WA	57,216	166	1,930	2,096
Skagit	WA	54,073	137	1,400	1,537
Wenatchee	WA	34,513	180	1,849	2,028
Edmonds	WA	43,152	202	2,107	2,309
Washington		7,614,893	294	2,682	2,976
National		328,239,523	379	2,010	2,489

FIGURE 13-41: Reported Edmonds Violent and Property Crime Rates, by Year

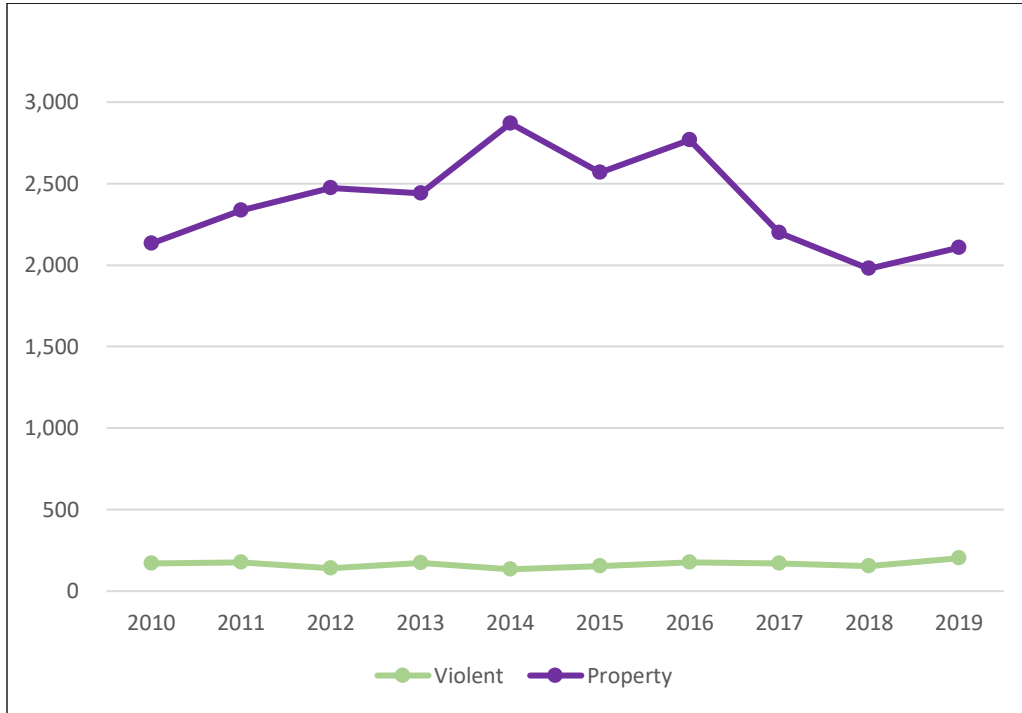


FIGURE 13-42: Reported Edmonds and State Crime Rates, by Year

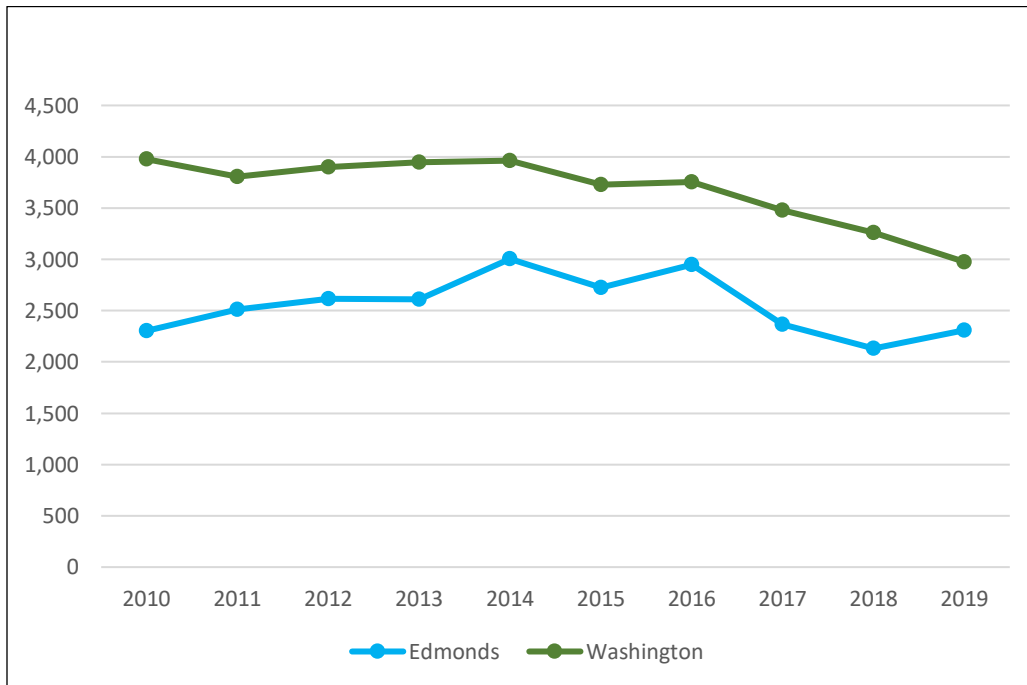


TABLE 13-25: Reported Edmonds, Washington, and National Crime Rates, by Year

Year	Edmonds				Washington				National			
	Population	Violent	Property	Total	Population	Violent	Property	Total	Population	Violent	Property	Total
2010	39,709	171	2,133	2,304	6,762,781	310	3,666	3,976	314,170,775	393	2,833	3,225
2011	40,332	176	2,336	2,512	6,868,877	290	3,513	3,804	317,186,963	376	2,800	3,176
2012	40,609	140	2,472	2,613	6,937,277	292	3,607	3,899	319,697,368	377	2,758	3,135
2013	40,615	172	2,440	2,612	7,011,381	283	3,665	3,948	321,947,240	362	2,627	2,989
2014	40,972	134	2,870	3,004	7,106,083	281	3,683	3,964	324,699,246	357	2,464	2,821
2015	41,187	153	2,569	2,722	7,216,688	281	3,449	3,730	327,455,769	368	2,376	2,744
2016	41,705	177	2,769	2,947	7,331,183	299	3,454	3,753	329,308,297	383	2,353	2,736
2017	42,197	171	2,197	2,368	7,405,743	305	3,174	3,478	325,719,178	383	2,362	2,745
2018	42,565	153	1,978	2,131	7,535,591	312	2,946	3,258	327,167,434	369	2,200	2,568
2019	43,152	202	2,107	2,309	7,614,893	294	2,682	2,976	328,239,523	379	2,010	2,489

TABLE 13-26: Reported Edmonds, State, and National Crime Clearance Rates, 2019

Crime	Edmonds			Washington			National		
	Crimes	Clearances	Rate	Crimes	Clearances	Rate	Crimes	Clearances	Rate
Murder Manslaughter	1	1	100%	210	129	61%	14,325	8,796	61%
Rape	10	3	30%	3,286	890	27%	124,817	41,065	33%
Robbery	24	20	83%	5,115	1,677	33%	239,643	73,091	31%
Aggravated Assault	52	41	79%	13,551	7,547	56%	726,778	380,105	52%
Burglary	138	25	18%	34,092	4,169	12%	981,264	138,358	14%
Larceny	723	184	25%	143,620	20,438	14%	4,533,178	834,105	18%
Vehicle Theft	48	4	8%	24,178	1,646	7%	655,778	90,497	14%

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