

October 15, 2012



OFFICE OF
POLICE OMBUDSMAN
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September Public Safety Committee Report

Reporting Period: September 01, 2012 through September 30, 2012

2012 OVERVIEW

Complaints Received: Since January 1, 2012, 108 complaints have been received by the Office of Police Ombudsman and forwarded to Internal Affairs. The complaints were for:

- 17 Demeanor
- 16 Harassment
- 57 Inadequate Response
- 1 Unlawful Detention/Search
- 1 Due Process
- 5 Excessive Force
- 2 Racial Bias
- 1 False Arrest
- 1 Parking
- 5 Procedural
- 1 Driving

To view a three-year snapshot graph of OPO complaints received by month, see Attachment 1.

Complaints Referred: Since January 1, 2012, 17 complaints have been referred to the following agencies:

- 4 complaints have been referred to the Spokane County Sheriff's Office.
- 6 complaints involving the Spokane Valley Police were referred to the Spokane County Sheriff's Office.
- 2 complaints involving the Spokane County Jail were referred to the Spokane County Sheriff's Office.
- 1 complaint involving the U.S. Border Patrol was referred to the local U.S. Border Patrol Office.
- 1 complaint involving Crime Check. was referred to the Chief of Police.
- 1 complaint involving the Colville Police Department was referred to the Colville Police Department.
- 1 anonymous complaint was forwarded to Internal Affairs.
- 1 complaint involving STA security officers was referred to the STA Ombudsman.

CONTACTS

Between September 01, 2012 and September 30, 2012 the Office of Police Ombudsman was contacted **64** times.

Since January 1, 2012 there have been **598** contacts received by the Office of Police Ombudsman.

COMPLAINTS

To assist in identifying where complaints are occurring, the Office of Police Ombudsman has divided the City into four quadrants. The north-south borderline is Sprague Avenue and the east-west borderline is Division Street.

Complaint outcomes are updated regularly and can be viewed at the Office of Police Ombudsman website at www.spdombudsman.org under the headings "Documents and Reports" and "2012 Received Complaints."

Between September 01, 2012 and September 30, 2012, **10** complaints were received.

1. Thursday, September 27, 2012: A **Bias Policing** complaint was received by the Office of Police Ombudsman. The two Complainants advised that in June they were doing chalk art on a public sidewalk. They became involved in an argument with mall security and an Officer contacted them and told them they had to leave the area or they would be arrested for trespassing. (N/W), (OPO # 12-108)
2. Tuesday, September 25, 2012: An **Inadequate Response** complaint was received by the Office of Police Ombudsman. The Complainant witnessed two STA security guards and a Spokane Police Officer arrest an individual at the STA main terminal who appeared to be hearing voices. The Complainant advised that the security officers struck the individual with a baton and attempted to "choke" the individual out. The Complainant indicated that the Police Officer assisted but did not strike the individual. (S/W), (OPO # 12-107)
3. Monday, September 24, 2012: An **Inadequate Response** complaint was received by the Office of Police Ombudsman via the website as well as referred by the Office of the Mayor, Council President and a Council Member. The Complainant advised that they were involved in a vehicle collision and exchanged information with the other driver. After the collision, the Complainant alleges that Officers came to their home and wrote them a ticket for a "hit and run" that the Officers knew was inappropriate. (S/W), (OPO # 12-106)
4. Friday, September 21, 2012: An **Inadequate Response** complaint was received by the Office of Police Ombudsman. The Complainant advised that Officers refused to allow the Complainant to take a medication they need prior to being arrested and transported to jail. (N/W), (OPO # 12-105)

5. Thursday, September 20, 2012: An **Inadequate Response** complaint was received through the Office of Police Ombudsman website. The Complainant advised that the Police Department is not dealing effectively with a group of kids who are loitering in front of the Complainant's downtown business.
(N/W), (OPO # 12-104)
6. Thursday, September 20, 2012: A **Racial Bias** complaint was received by the Office of Police Ombudsman. The Complainant advised that they locked their keys in their vehicle and while trying to retrieve them they were approached by an Officer. The Officer pointed a weapon at and detained the Complainant. Additionally, the next day an Officer was parked outside the Complainant's home for no apparent reason. The Complainant believes that since they are a minority, the actions of the Officers may have been racially motivated.
(S/E), (OPO # 12-103)
7. Thursday, September 13, 2012: An **Inadequate Response** complaint was received by the Office of Police Ombudsman. The Complainant advised that Officers refused to investigate and enforce a parenting agreement and threatened to arrest them for a DUI if they left their residence. The Complainant advised they had not been drinking. (N/E), (OPO # 12-102)
8. Friday, September 07, 2012: An **Inadequate Response** complaint was received by the Office of Police Ombudsman. The Complainant advised that an Officer overreacted by arresting the Complainant after the Complainant began to walk towards their vehicle to get their identification after the Officer requested to see it. The Complainant had previously struck a fence while backing out of their driveway. (N/W), (OPO # 12-101)
9. Thursday, September 06, 2012: An **Inadequate Response** complaint was received by the Office of Police Ombudsman. The Complainant became involved in a confrontation with Officers as they were towing the Complainant's vehicles. The Complainant believes that their vehicles were towed in retaliation for a previous incident the Complainant was involved in with one of the Officers.
(S/W), (OPO # 12-100)
10. Tuesday, September 04, 2012: An **Inadequate Response** Complaint was received by the Office of Police Ombudsman. The Complainant advised they were involved in a Hit and Run collision. The responsible driver was located soon after the collision by Officers. The Complainant later became aware of additional information regarding the involved driver. The Complainant attempted to report the information to the Front Desk and was referred to Crime Check. After reporting to Crime Check, the Complainant thought they would be contacted by an Officer but they were not. (N/W), (OPO # 12-99)

Between September 01, 2012 and September 30, 2012 3 complaints were referred to other jurisdictions:

1. Tuesday, September 25, 2012: A complaint involving STA Officers and Spokane Police Department was referred to the STA Ombudsman for follow up.
2. Friday, September, 21, 2012: A complaint involving the Spokane County Jail was referred to the Spokane County Sheriff's Office for follow up.
3. Friday, September 07, 2012: The Office of the Mayor referred a Complainant to the Office of the Police Ombudsman. It was determined that the complaint involved the Spokane County Sheriff's Office and the Spokane Valley Police Department. The Complaint was referred to the Spokane County Sheriff's Office for follow up.

INVESTIGATIONS CERTIFIED

Between September 01, 2012 and September 30, 2012 6 completed investigations were certified as timely, thorough and objective:

1. Tuesday, September 25, 2012: An **Unlawful Arrest and Unlawful Search** complaint was received by the Office of Police Ombudsman on July 30, 2012. The Complainant alleged that they were unlawfully arrested after being involved in an argument with a neighbor. The Complainant advised that an Officer illegally searched the bed of their pickup truck for a knife that was brandished during the argument. The Ombudsman confirms that the complaint was investigated through a timely, thorough and objective process. (SPD IA # 12-052), (OPO # 12-86)
2. Monday, September 24, 2012: An **Inadequate Response and Demeanor** complaint was received by the Office of Police Ombudsman on July 06, 2012. The Complainant's teenage child was involved in a traffic collision. The Complainant advised that the Officer was rude and put inaccurate information into the police report. The Ombudsman confirms that the complaint was investigated through a timely, thorough and objective process. (SPD IA # 12-048), (OPO # 12-75)
3. Thursday, September 20, 2012: An anonymous **Demeanor** complaint involving the Police Department was received by Human Resources Department and forwarded to Internal Affairs Unit on June 27, 2012. The Complainant alleged that an Officer used an inappropriate word in front of another Officer during a shift briefing and supervising Officers present failed to address the situation. The Ombudsman confirms that the complaint was investigated through a timely, thorough and objective process. (SPD IA # 12-045)
4. Thursday, September 20, 2012: An **Excessive Force, Demeanor and Inadequate Response** complaint was received by a Patrol Lieutenant on May 24, 2012. The

Complainant alleged that as Police were investigating the suspicious death of a neighbor, an Officer posed for a picture as another Officer was taking pictures of the scene. The Complainant advised that the Officer who posed for the picture was rude and unnecessarily grabbed the Complainant's arm while removing the Complainant from the scene. The Ombudsman confirms that the complaint was investigated through a timely, thorough and objective process. (SPD IA # 12-034)

5. Tuesday, September 11, 2012: An **Unlawful Detention and Inadequate Response** complaint was received by the Office of Police Ombudsman on June 13, 2012. The Complainant advised that Officers unlawfully detained them for having a holstered firearm in their possession in the privacy of their own home. The Ombudsman confirms that the complaint was investigated through a timely, thorough and objective process. (SPD IA 12-042), (OPO # 12-65)
6. Thursday, September 06, 2012: An **Excessive Force** complaint was received by the Internal Affairs Unit on June 11, 2012. The Complainant alleged that an Officer bruised their arms as the Officer was handcuffing them. The Complainant also complained that a second Officer pushed their child during the altercation. The Ombudsman confirms that the complaint was investigated through a timely thorough and objective process. (SPD IA # 12-037)

DECLINED CERTIFICATIONS and APPEALS

There were no declined or appealed certifications during the reporting period.

INTERVIEWS

- Internal Affairs, Officer Interviews: 15
- Internal Affairs, Complainant Interviews: 0
- Internal Affairs, Witness Interviews: 1
- Office of Police Ombudsman Complainant Interviews: 8
- Office of Police Ombudsman Witness Interviews: 5
- Closing (Complaint Closure) Interviews: 0

OTHER DUTIES

Critical Incident Response: No Critical Incidents were responded to during the reporting period.

Cases Resolved Through Mediation: No complaints were resolved through the mediation process during the reporting period.

Recommendations:

- Create a policy to address when a member of the Department damages someone's property intentionally or unintentionally. Provide the property owner with written notification on how to file a claim for compensation with the City.
- Create a policy to address when a member of the Police Department adjusts or repositions video equipment for Officer safety precautions (OPO Attorney recommendation).
- Create a policy to provide for complainant call back when a Police response to their complaint has been cancelled by a patrol supervisor or communications supervisor.
- Amend existing policy regarding Officer demeanor to allow for members of the Department to use profanity in the performance of their duties where necessary to establish control or to quote another person in reports or in testimony. Members of the Department shall not be permitted to use epithets or terms that tend to denigrate any particular gender, race, nationality, sexual orientation, ethnic or religious group, except when necessary to quote another person in reports or in testimony (Refer to attached Portland Police Department policy).

NEXT STEPS

- Completion of Student Handbook
- Complete report on Medical Examiner Inquests

COMMUNITY OUTREACH

- Friday, September 28, 2012: Riverpark Square Mall (Intern 11a-2p)
- Wednesday, September 26, 2012: Community Café at East Central Community Center (6p-8p)
- Tuesday, September 25, 2012: Human Rights Commission meeting (OPO Assistant 530p – 7p)
- Tuesday, September 25, 2012: Chief Garry Meet and Eat with Sheriff Knezovich (5p-630p)
- Monday, September 24, 2012: Spokane City Council meeting (6p-730p)
- Friday, September 21, 2012: The NATIVE Project (2p-430p)
- Friday, September 21, 2012: House of Charity (9a-11a)
- Thursday, September 20, 2012: Chief Garry Neighborhood Council meeting (630p-830p)
- Tuesday, September 18, 2012: East Central Neighborhood Council meeting (645p-815p)
- Tuesday, September 18, 2012: Logan Neighborhood Council meeting (OPO Assistant 630p-815p)
- Monday, September 17, 2012: Spokane City Council Town Hall meeting, NE Community Center, OPO presentation (6p-730p)

- Thursday, September 13, 2012: A Justice System That Works, The Bing Theatre (630p-830p)
- Wednesday, September 12, 2012: Emerson/Garfield Neighborhood Council meeting (OPO Assistant 7p-730p)
- Wednesday, September 12, 2012: West Central Neighborhood Council meeting (630p-830p)
- Tuesday, September 11, 2012: North Indian Trail Neighborhood Council meeting (7p-9p)
- Tuesday, September 11, 2012: Rockwood Neighborhood Council meeting (OPO Assistant 7p-815p)
- Monday, September 10, 2012: Spokane City Council meeting (6p-830p)
- Friday, September 07, 2012: Community Assembly meeting (4p-6p)
- Friday, September 07, 2012: STA Main Terminal (Intern 1p-4p)
- Wednesday, September 05, 2012: Balboa South Indian Trail Neighborhood Council meeting (7p-830p)
- Wednesday, September 05, 2012: National Association of Retired Railway Employees, Guest Speaker (115p-230p)

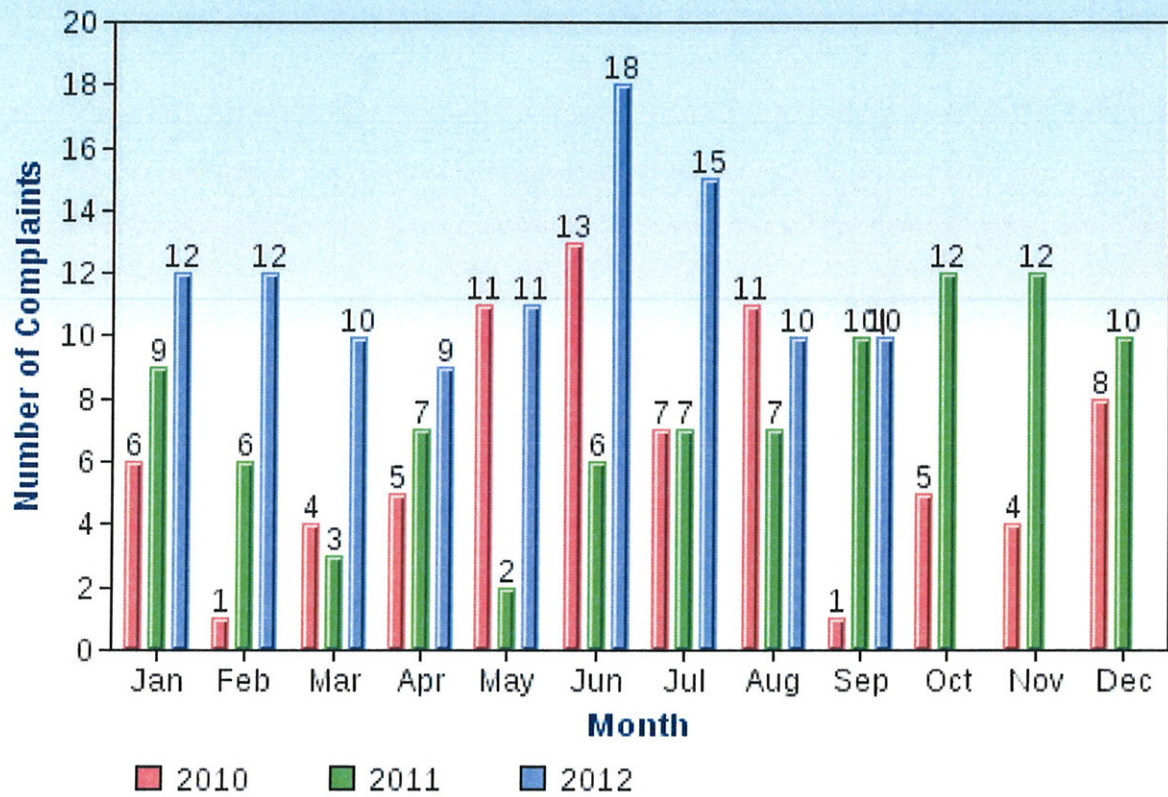
OTHER

- Hiring of James Sercey as an Intern
- Thursday, September 27, 2012: SPD ride along (OPO Assistant 10a-415p)
- Tuesday, September 18, 2012, Officer Commendation: an individual contacted the OPO by phone to share a February 2012 encounter with Officer Madsen. The individual expressed that Officer Madsen was “wonderful,” “very kind and efficient” and “tried to make me feel better.” This commendation was forwarded to the Office of the Chief of Police.
- Monday, September 17, 2012: United States District Court jury duty (8a-530p)
- Friday, September 14, 2012: SPD ride along (8p-3a)

ATTACHMENTS

- Three year snapshot graph of complaints received by the OPO on a monthly basis
- State of the Spokane Police Department 2011 and Beyond report
- Spokane Police Department Call Drop Off Information
- Report on Metro Policing
- Portland Police Department policy regarding Courtesy
- Spokane Regional Air Support Information

Office of Police Ombudsman Complaints by month



Tuesday, October 3, 2012



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Honorable Spokane Public Safety Committee Members:

Recognizing that the Spokane City Council is beginning formal discussion of the Mayor's proposed budget for 2013, I have provided a report that was issued by the Spokane Police Department on May 10, 2011 for your review and consideration.

The report is titled "State of the Spokane Police Department 2011 and Beyond." The report discusses the consequences of a reduction in force in the Police Department due to budgetary constraints.

Although the report is dated regarding the discussion that pertains specifically to the investigation of property crimes, the overall content of the report and majority of the information contained in the report appears to be relevant to current and future budget discussions and is worthy of your consideration.

During a recent conversation with Spokane Police Planner, Cary Cortright, I was advised that the Police Department is anticipating that five officers may retire in 2013 and that the Department may lose five additional officers for other reasons further reducing the Department's ability to provide services needed. Depending on if and when these vacancies occur, officers that fill these vacancies may not be "street ready" until early 2014.

A second document titled "Police Calls Not Responded to After Complaint Received" has been provided for your review and consideration. The Office of Police Ombudsman recently made a recommendation to the Office of the Chief of Police for staff to advise complainants at the time they call that their call may not be responded to depending on the severity of the complainant and staffing availability. Currently, complainants only receive a call back if they request a call back when they first make their complaint. Call backs are not tracked for statistical purposes. In 2011 there were 7,833 calls received that were not responded to after complaints were received.

While the recommendation was made by the Office of Police Ombudsman to primarily address customer service, service delivery and to better manage complainants expectations, a secondary concern of the Office of Police Ombudsman is that there are not enough officers available to respond to calls for service.

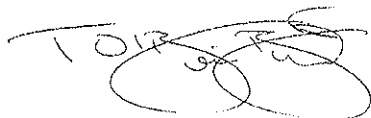
While the flat budget recommendation may more fairly and evenly distribute the consequences of a struggling economy, it does not adequately address the needs of the community as related to the delivery of Public Safety services.

While all services provided by municipal government are important, there are none more important and essential than the Public Safety services provided to the community through our Police and Fire Departments.

As the policy makers, I am requesting that you seriously consider alternative funding streams to avoid the elimination of the 19 vacant Police personnel positions in 2013 and to create a policy to proactively fill the additional five to 10 anticipated vacancies in 2013.

While the quality of life in Spokane is what makes Spokane "Near Nature, Near Perfect," without adequate public safety resources, Spokane may be less than "Near Nature, Near Perfect".

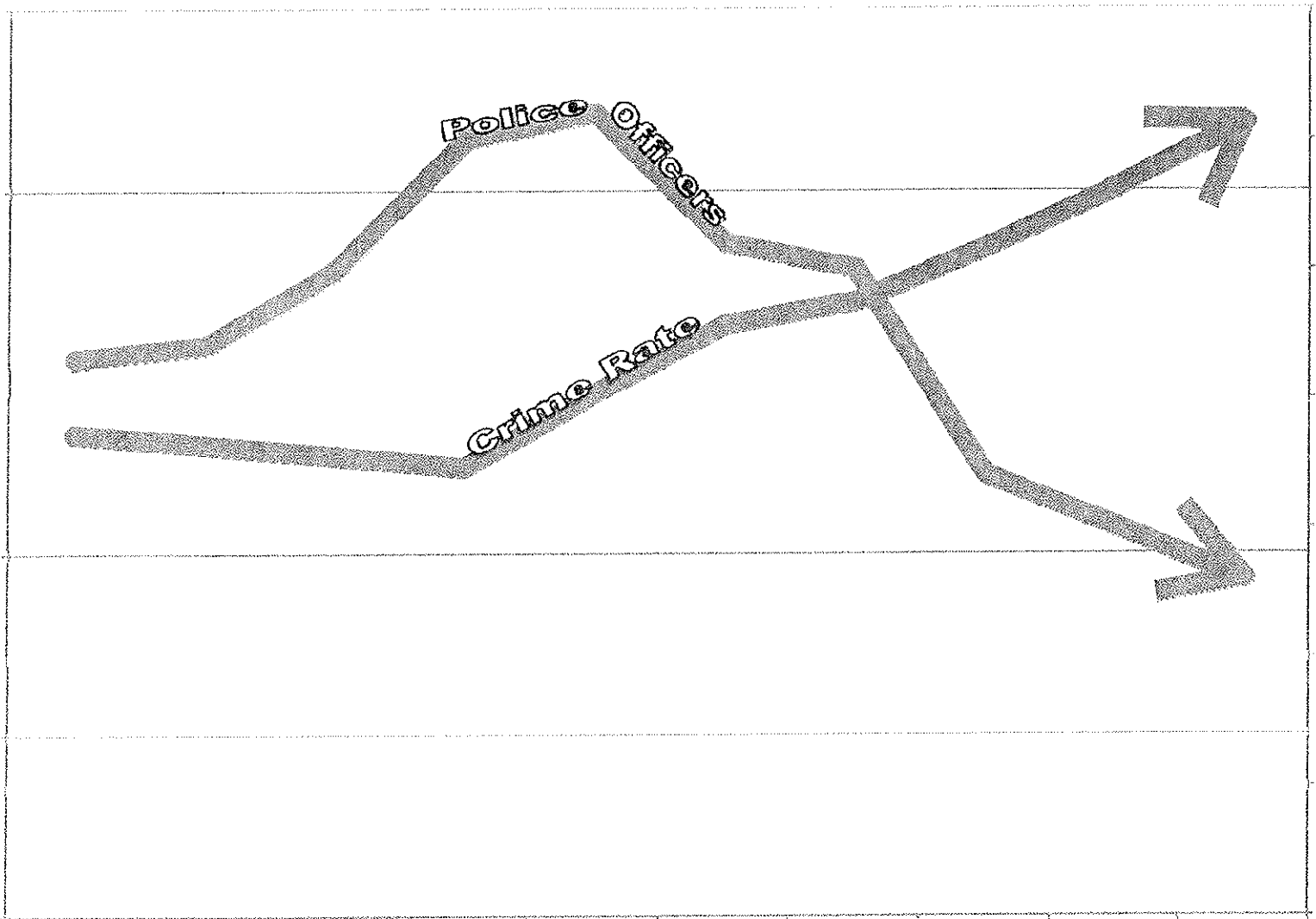
Respectfully,

A handwritten signature in black ink, appearing to read "Tim Burns", with a stylized flourish at the end.

Tim Burns
Spokane Police Ombudsman



State of the Spokane Police Department 2011 and Beyond



Dated 5/10/2011



State of the Spokane Police Department 2011 and Beyond

Executive Summary

The City of Spokane is facing a crisis regarding citizen and community safety. The budget constraints of recent years have stalled hiring and led to the elimination of over 25 officers since 2009. In July of 2011, this position elimination through attrition will result in the loss of the Property Crimes Investigations Unit as well as several other positions from Traffic and K9. This reorganization must occur to maintain adequate first responder staffing to address citizen and officer safety. As Spokane continues to grow, 911 calls continue to increase. However, our police force is shrinking. We are at a critical juncture; as of 2011, we project crime to continue to increase, while our staffing declines. Even if we are able to immediately address the problem with a lift on the hiring freeze, the 18-24 month lag time in hiring and training a police officer means Spokane citizens will certainly experience increased likelihood of crime victimization over the next two years. And that is only if we can immediately begin hiring.

This report contains several sections: *The Impacts of Staffing on Crime in the Community*, which explains why proper police staffing is crucial for a safe community; *Spokane Police Department – Bureaus and Services Minimum Recommended Staffing*, which describes what the Spokane Police Department should look like; and a *Recommended Hiring Timeline*, which details what needs to be done immediately to turn the tide in making Spokane a safe city.

The Impacts of Staffing on Crime in the Community

The loss of police officers creates a significant impact on the level of customer service an officer provides. Police work is largely customer service. The work requires officers and detectives to work with citizens, comforting those who have just lost a loved one to a tragedy, inspecting nooks and crannies after a burglary to provide a sense of peace after such a violation of a citizen's home, to politely educate drivers on the dangers of violating traffic laws, and to treat criminal suspects with as much dignity as possible. While most people who work in customer service deal with similar issues, what sets a police officer apart is that he also places himself in the line of fire every day. While the risk may be small, it is still present. Daily, officers in this country lose their lives while protecting their community.

In recent months there have been several incidents of lethal use of force by local law enforcement. As criminologist Larry Siegel¹ states "a relationship exists between police violence and the number of police officers on the street. Departments with inadequate staffing risk having their officers handle too many calls for service, make too many arrests, and increase the risk of exposure to stressful situations." A criminal suspect who decides to resist arrest may find himself in a position of sustaining injury as the arresting officer may not have the back-up available to subdue the suspect manually and may have to resort to using a higher level of force. "The most powerful predictor of force is the presence and level of suspect resistance presented to

¹ Siegel, L.J. (2009), "Issues in Policing: Professional, Social, and Legal" *Essentials of Criminal Justice*, p. 217



State of the Spokane Police Department 2011 and Beyond

officers. In particular, enhanced levels of suspect resistance increased the odds of a forceful response.”²

The reality exists that a reduction in police officers can contribute to an increase in the use of force by officers. Even if that force is not lethal, it is not a situation police officers desire to find themselves in and it can fodder the fires of anti-police sentiment in a community.

But beyond customer service and the potential for increased violence by and against police, the impact of staff cuts in the police force translates into more crime in the community. As the level of calls for service for citizens continues to increase, and as we make more and more cuts to personnel, the department has been reorganized to ensure we have primary responders for those citizen calls. The department is moving into a first responder only agency, where officers will respond to an emergency call to ensure citizens immediate safety but will not have the resources to solve a crime through follow-up investigation. The limited investigative staff available will be focused on the most serious crimes, such as assaults, physical child abuse, rape, and homicides. Crimes involving thefts and burglaries will typically not be investigated.

The mission of the department will move to responding to citizen calls at the sacrifice of proactive work, such as locating wanted suspects or developing intelligence on drug houses to be shared with the drug investigators. This will be the result of having fewer resources available to respond to calls – in order to respond to calls, there will be less time available for proactive work. For a city of Spokane’s size, it is recommended that approximately 45% of an officer’s shift be uncommitted time. This is the time available after issues such as leave for vacation or training, administrative work³, and required response to 911 calls have been factored in. This remaining uncommitted time can then be dedicated to proactive work. “The League of California Cities determined that in a police organization which delivers a high level of service 45% of a police officer’s time is uncommitted; that in a police organization which delivers a medium level of service officers have 30-45% of uncommitted time; and that officers in a low-service level police organization usually have less than 30% of uncommitted time.”⁴ As of October 2010, SPD patrol officers only had 33% uncommitted time available for proactive work. With a continual increasing demand from citizen calls, with fewer officers available to respond, officer uncommitted or proactive time will fall below 30%, contributing to the increase in crime.

This cycle will continue several years past 2012. The loss of the Property Crimes Unit in Investigations will have an impact on property crime in the community; fewer investigations will result in criminals continuing their crimes with impunity, resulting in more crime. This will cause citizens to call more frequently, creating an even heavier burden on patrol officers responding to calls. Unfortunately, as this continues citizens lose their patience and trust in the ability of the police to protect them from crime. They cease reporting and maintain a level of distrust that will take years to restore. The final complication to this matter is the hiring and training cycle of new police officers. Even with the ability to hire in 2011, we would not be able

² Terrill, W., Leinfelt, F.H., & Kawk, D. (2008). “Examining police use of force: a smaller agency perspective.” *Policing: An International Journal of Police Strategies & Management*, 31, pp. 57-76.

³ For Spokane Police Department, our administrative time equates to approximately 90 minutes per shift

⁴ Coleman, G.T., (2007), *A study of strategic management and performance measurement in Canadian police organisations*, pp. 53-54.

State of the Spokane Police Department 2011 and Beyond



to restore the Property Crimes Unit until 2013 (at the earliest). By then, the damage may take many additional years to resolve.

The charts on the following two pages reflect the City of Spokane's 2009 standings for Uniform Crime Reporting (UCR) violent and property crimes compared to other cities in the United States with populations between 175,000 and 225,000. The focus of the Spokane Police Department has been, and will continue to be, on crimes against persons. Property crime is a secondary priority. Our standing for violent crime reflects this commitment; while we are not the best for the rate of violence per citizen in Spokane, we are the middle. We project that we will continue to be in the middle of these comparable cities for violent crimes, even with our staffing deficits. However, for our property crime standings, City of Spokane is near the bottom. This means a citizen in Spokane is far more likely to be the victim of a property crime than other comparable cities. We project that within two years we will be the very worst city among our comparables for property crimes, due to our inability to investigate them as well as inability to proactively prevent them.

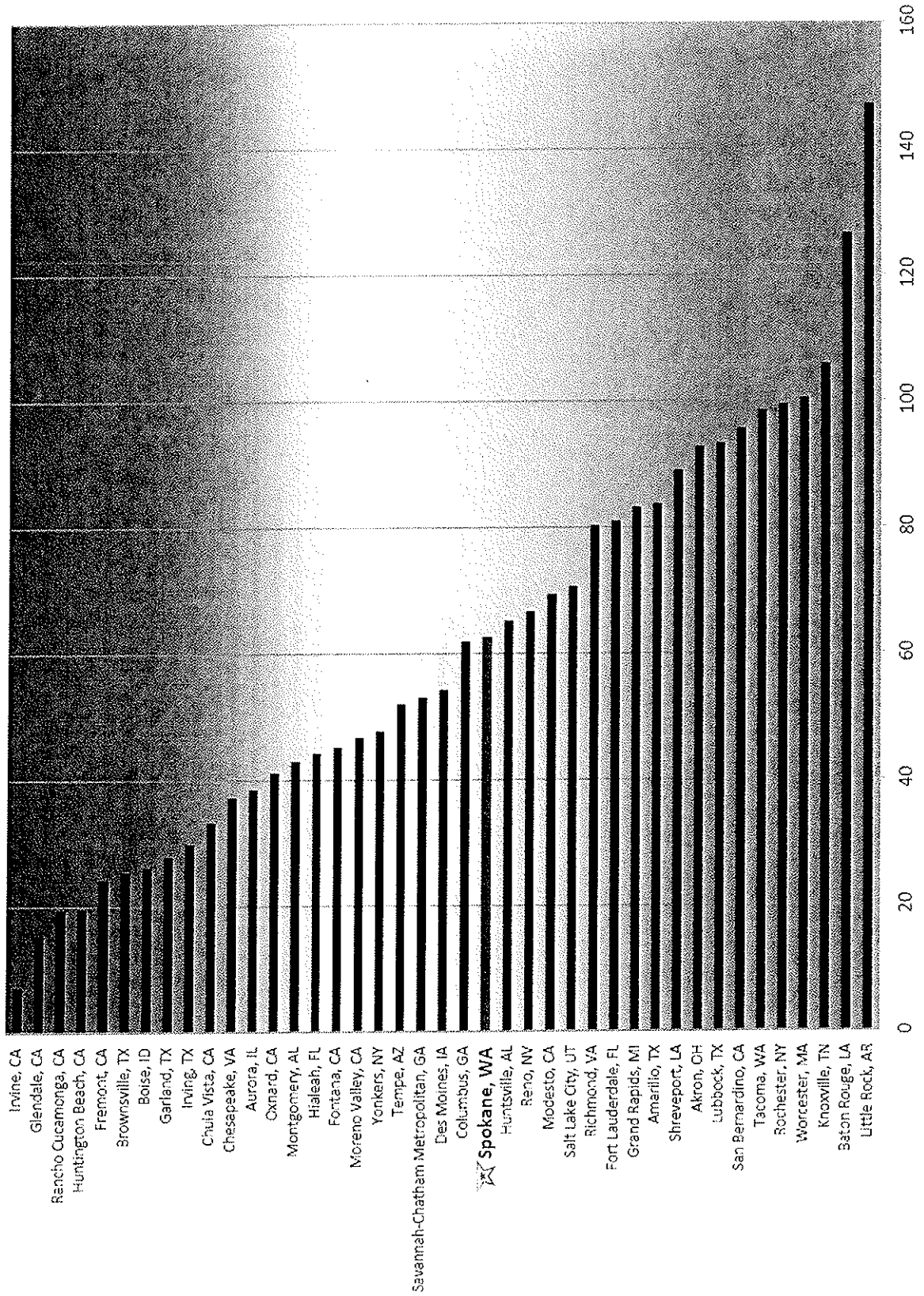
On the pages following the charts are some other visual demonstrations of the historical staffing levels of the Spokane Police Department from 1999 through our projected level in 2012 (which will actually occur in July of 2011). These staffing levels are compared against population, calls for service, UCR violent crime, UCR property crime, UCR robbery, and UCR vehicle theft rates for the same time frame (with projections for 2011 and 2012 based on current and/or anticipated trends).

In conclusion, the Spokane Police Department is already below minimal staffing in order to be proactive in our community and prevent victimization against our citizens. Over the next few years we will be largely reactive; the proverbial Band-Aid over a problem that requires stitches.



State of the Spokane Police Department 2011 and Beyond

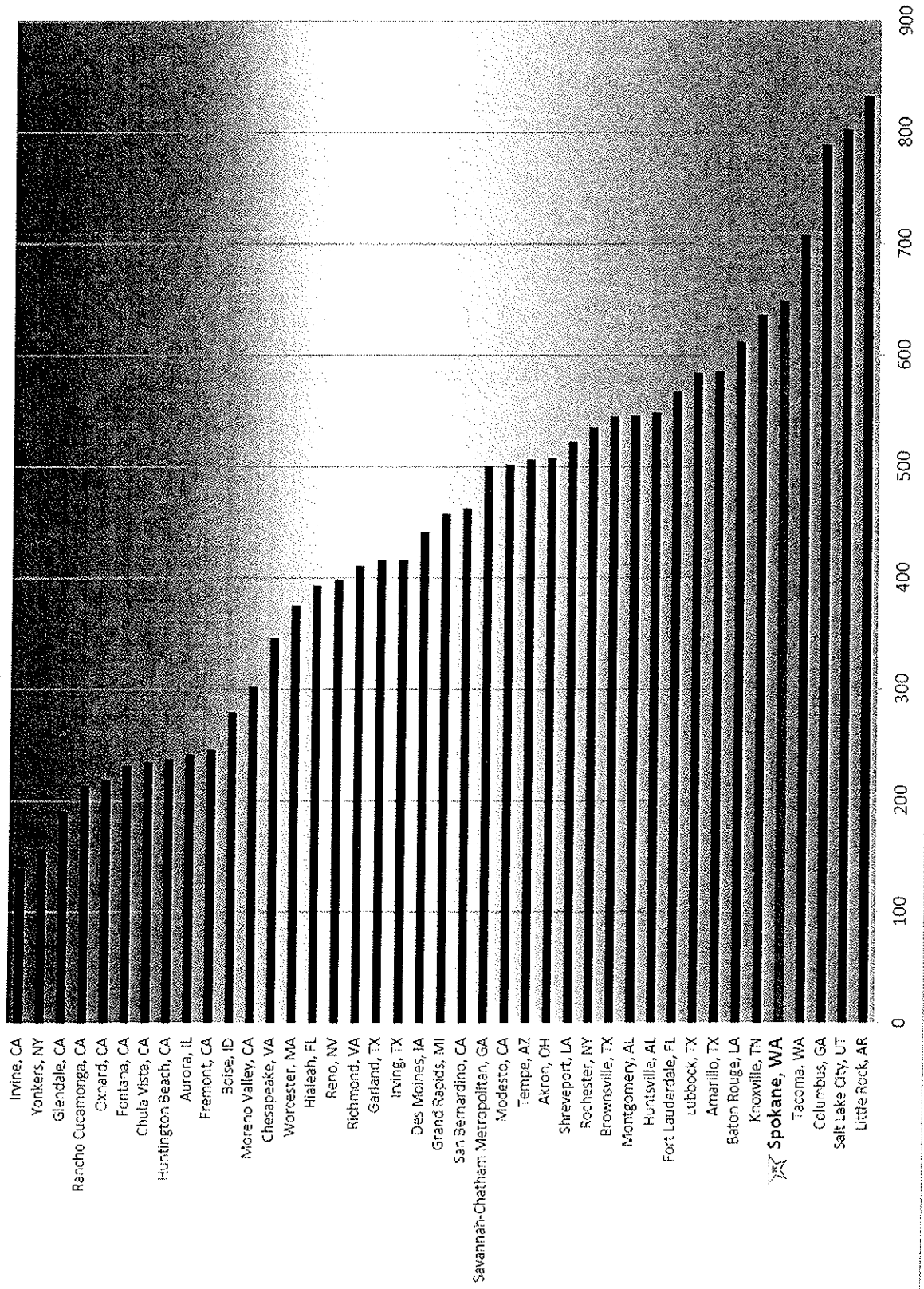
Violent Crime Per 10,000 People





State of the Spokane Police Department 2011 and Beyond

Property Crime Per 10,000 People



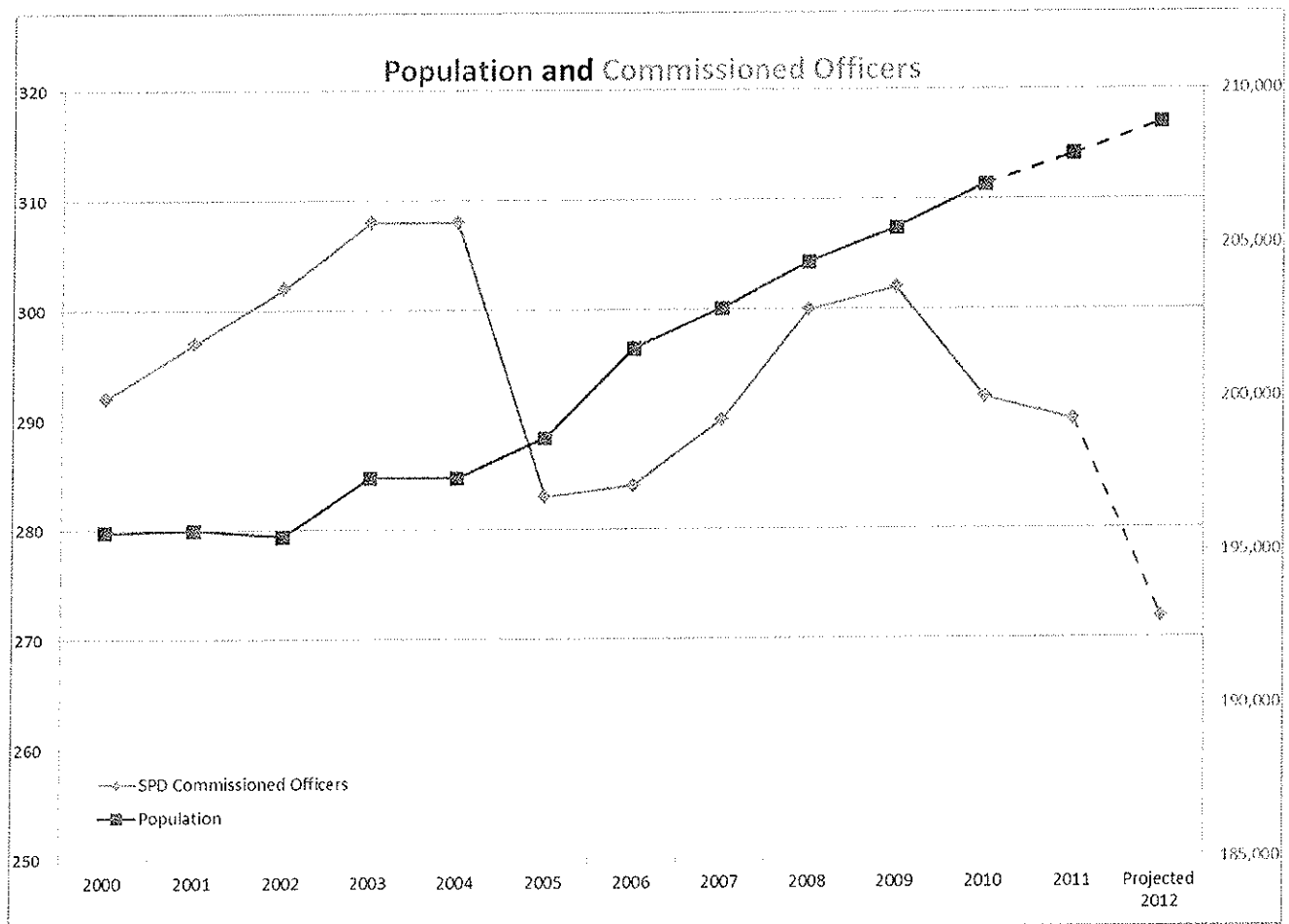


State of the Spokane Police Department 2011 and Beyond

Population

Spokane's population has grown nearly 6% from 2000 to 2010. If that trend continues, it will be almost 7% larger by 2012. Meanwhile, the growth in the number of commissioned officers since 1999 is 0%. In 1999 we had 290 officers; in 2011 we have that same amount. By the end of 2011, there will be nearly 7% *fewer* officers in Spokane than in 1999, at 272 projected. Our growth rate for population is equal to our declination rate of officers.

The last time we had fewer than 272 officers was 1994. At the beginning of 1995 there were 256 officers with an additional 20 recruits that year. Staffing of commissioned officers peaked in 2004 at 308 officers. In essence, while Spokane has continued to grow in size (both in population and land area, due to annexations), its police force is shrinking.



Calls for Service

Since an increase in population does not automatically translate into an increase in demand for service, we also compare calls for service, which are calls from citizens requesting law enforcement assistance. From 1999 to 2010, there was 14% increase in the calls for service from

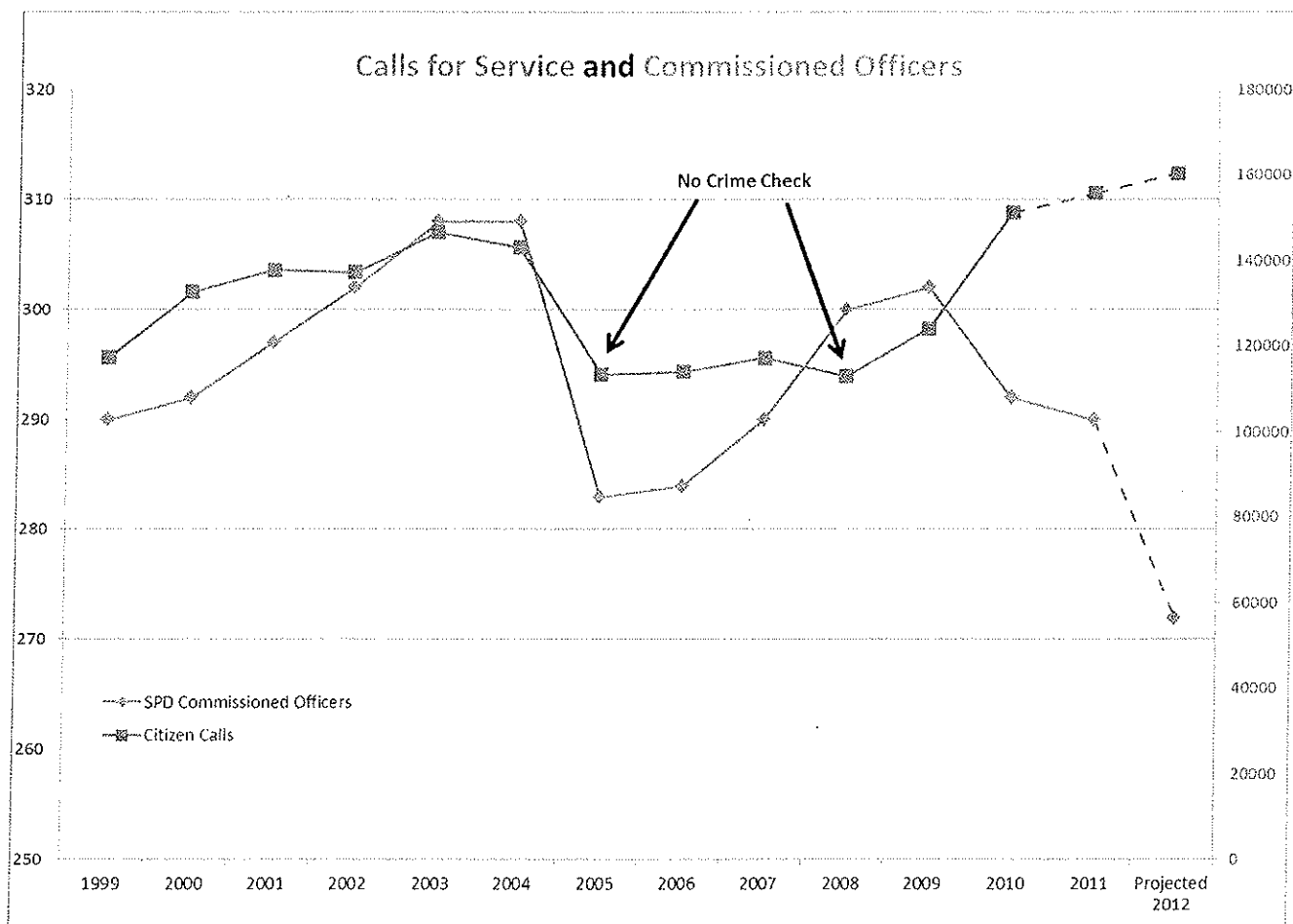


State of the Spokane Police Department 2011 and Beyond

citizens. Based on a conservative growth rate of 1% a year, we anticipate the calls in 2012 to be almost 21% higher in 2012 than in 1999. Therefore, though calls for service continue to grow, our staffing is decreasing, creating a structural gap. Without additional officers, it is easy to see supply does not meet demand.

Furthermore, as our calls for service from citizens have increased coupled with our stagnant staffing, our response time to non-emergency calls has likewise increased. In 2008, our response time (incident entry to arrival on scene) to emergency calls averaged just under 6 minutes; in 2010 that response time was about 30 seconds slower at just over 6 minutes. However, for non-emergency calls, such as a cold burglary or vehicle theft, the 2008 average response time was 24 and ½ minutes. By 2010 the response time increased by over 7 minutes, to just over 31 minutes. This is a 27% increase. Officers will continue to prioritize emergency calls in order to preserve citizen and officer safety; as fewer officers are available to respond to increasing non-emergency calls regarding property crimes, the wait time for citizens will increase.

A poignant example of this supply versus demand challenge: in October 2010, response time to non-emergency calls exceeded 41 minutes. This was due to mandatory firearms training; since overtime funds were not available to ensure all officers attended this training, officers were rotated out of their patrol assignments in two hour blocks. This led to a temporary decrease in the number of officers available to respond to citizen calls, which increased response times. This scenario is likely to become the norm in 2012 and beyond.

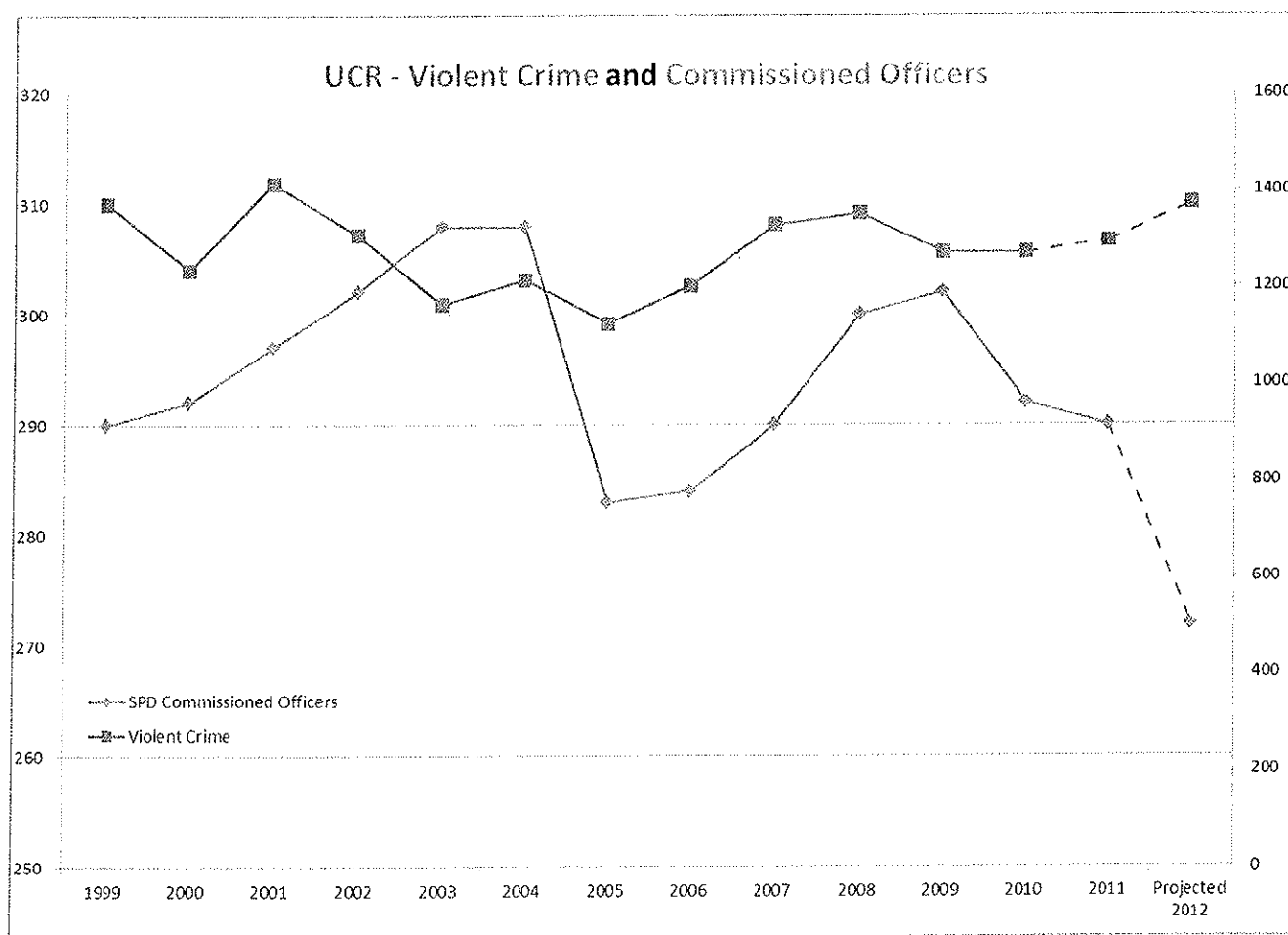




State of the Spokane Police Department 2011 and Beyond

UCR: Violent Crime

The Uniform Crime Reporting (UCR) Violent Crime index measures the number of Homicides, Forcible Rapes, Robberies, and Aggravated Assault in a community. Below is a representation of the City of Spokane's rate from 1999 to 2012 (2011 and 2012 projected). When compared to Spokane Police Department Staffing trends, one can note that when staffing rates increased, the violent crime rate dropped in the subsequent year. When deep cuts were made in 2005, violent crime steadily increased. With recent cuts, the trend is sloping upward once again.



UCR: Violent Crime - Robbery

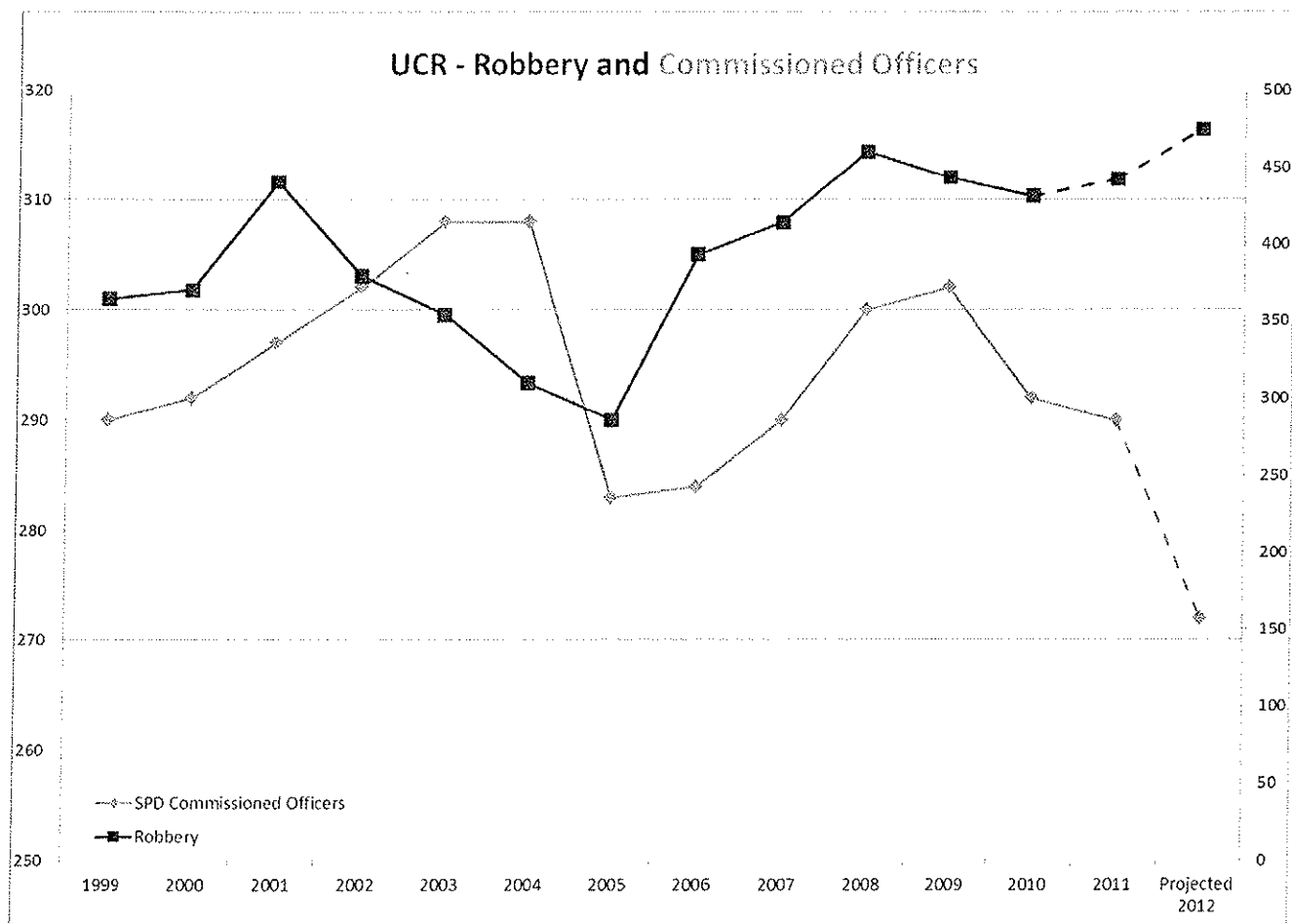
The correlation between the number of officers and the impact on violent crime may be more readily observed in reviewing a subset of this category: robbery. Unlike the other three subsets, robbery is a category police have a more immediate ability to solve and prevent. Through intelligence gathering and the assistance of Crime Analysts and Major Crimes Investigators, if there is a robbery crime series resources such as patrol officers will be assigned to observe specific targets in order to prevent the robbery or catch the suspect in the act. This is dependent, however, on having enough resources to work this type of detail. Surveillance requires man-



State of the Spokane Police Department 2011 and Beyond

hours and if there is not enough to complete this action and respond to citizen calls, this type of proactive work must be sacrificed. Instead, the onus lies with investigators to solve the crime, which can be time-consuming and may result in repeat victimization until enough evidence is amassed to make an arrest.

As this chart demonstrates, when staffing increases there is a subsequent drop in reported robberies. There is usually a one year lag (as previously explained, the hiring and training cycle translates into more officers on paper, but a 12-18 month lag time for actual boots on the street that would be available to make an impact), but when staffing began increasing in 2001-2004, the robbery rate dropped significantly. After the 2005 cuts, the robbery rate rebounded to previous highs. With the increase in staffing in 2008-2009, the robbery rate began once again to decline. Unfortunately, with the cuts in 2010 this decrease is likely not sustainable. A moderate increase is predicted for 2011, with a more substantial jump in 2012 with the projected cuts in July 2011.

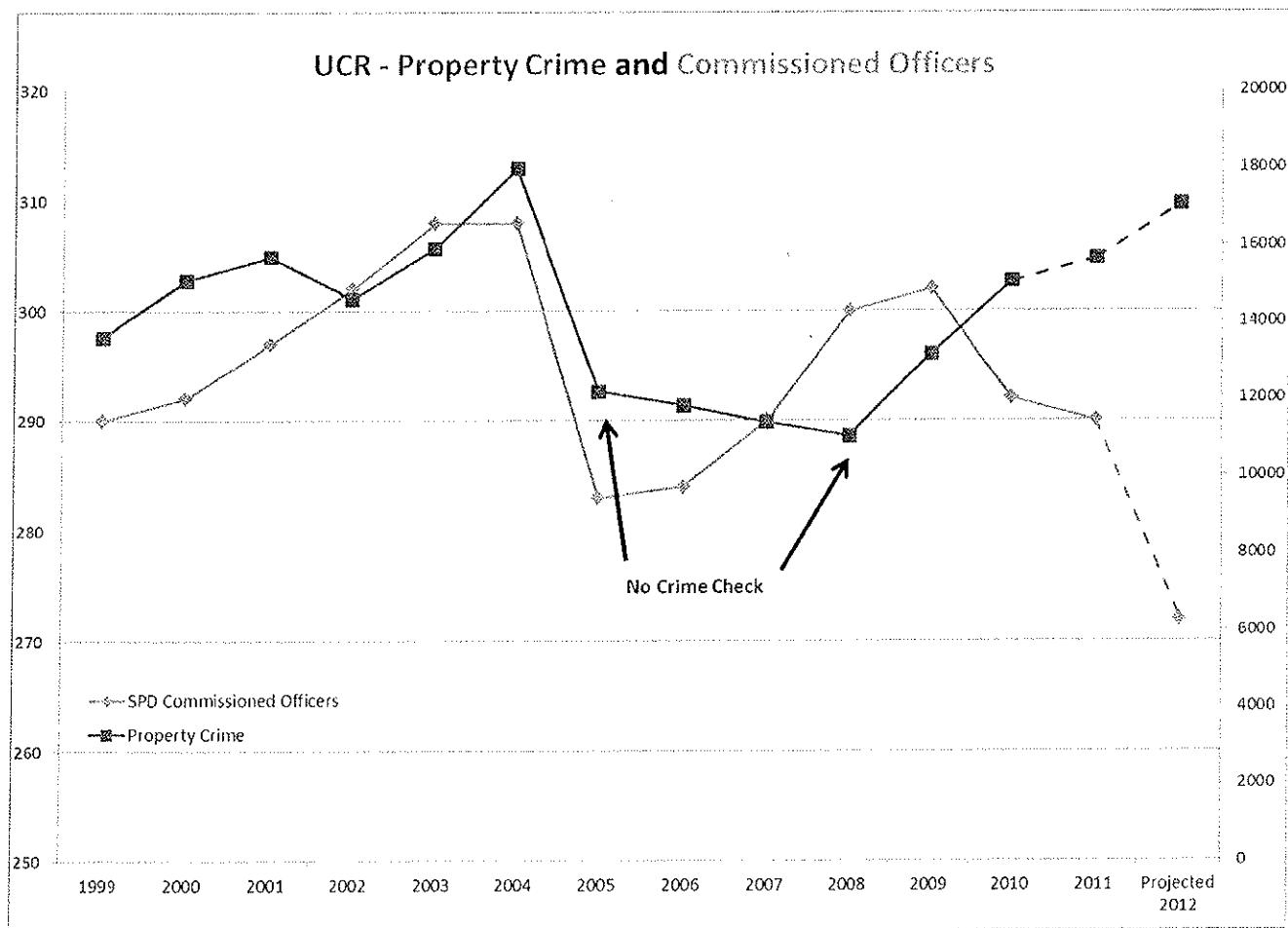




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UCR: Property Crime

The UCR Property Crime index measures the number of Burglaries, Larcenies, and Vehicle Thefts in a community. Below is a representation of the City of Spokane's rate from 1999 to 2012 (2011 and 2012 projected). In this case, our staffing rates have matched the property crime pattern, largely due to the 4 year absence of Crime Check, which decreased the reported rate of property crime (please see bottom of page for more information). Since Crime Check returned in 2009, however, crime rates have been steadily increasing while our staffing rates are decreasing. Furthermore, we are projecting a substantial increase in 2012 and beyond with the elimination of our Property Crimes Unit in Investigations.



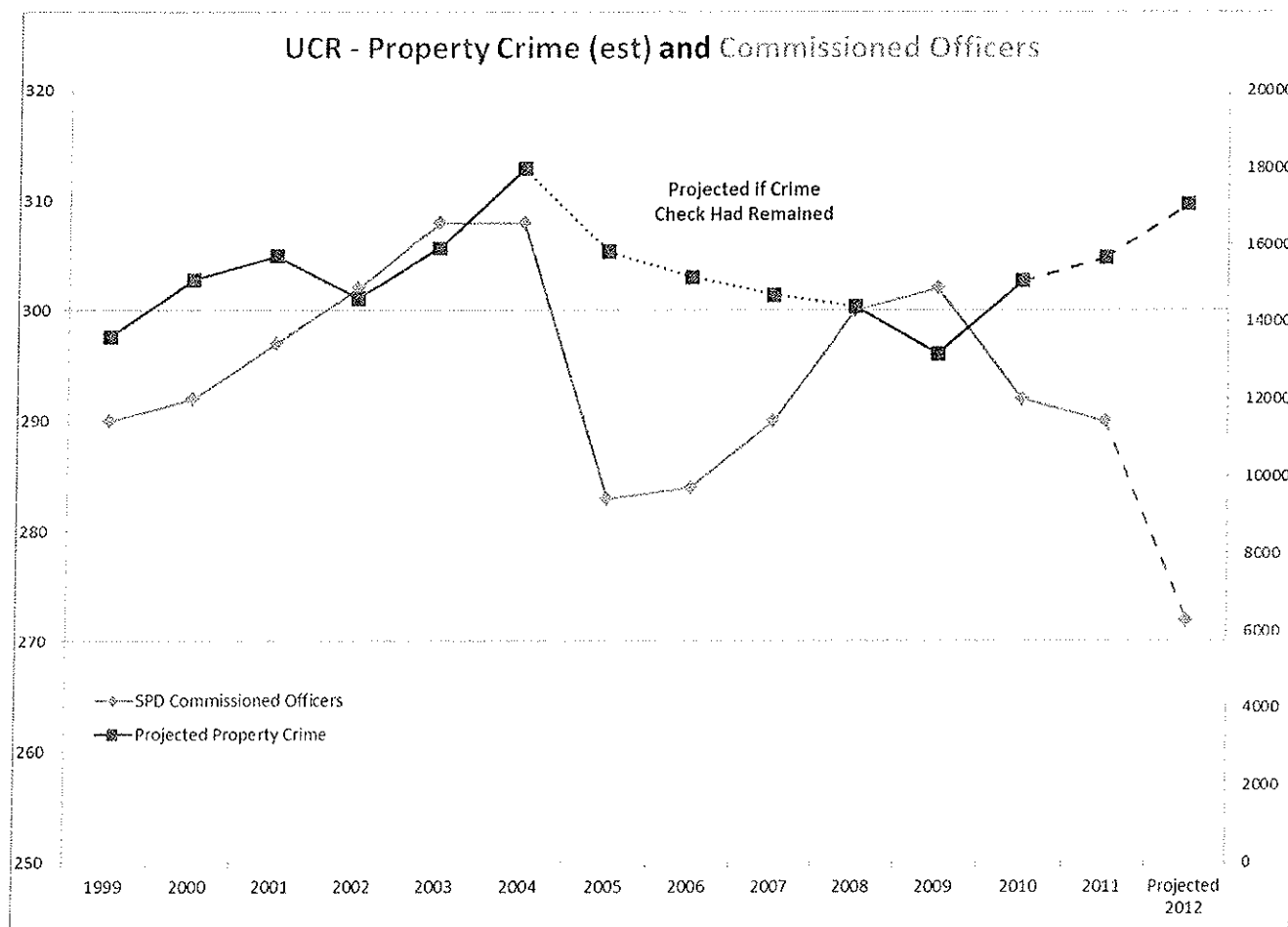
The second chart on the following page is representative of the expected level of property crime reported if Crime Check had not been eliminated. This chart more accurately represents citizen sentiment regarding crime reporting and trust in police. As officers increase, more crime is actually reported, at least initially. Citizens believe that reporting crime will result in crime prevention and their cases being solved. When there are fewer officers and response rates slow down, citizens gradually begin to report less. It is important to note this is **reported** crime; the actual crime levels vary from reported crimes. Depending on the value of the property



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taken/damaged, as well as the level of psychological damage (house broken into causes more psychological distress than a vehicle parked away from home, for example), some citizens do not report crimes. This is compounded during times when it is heavily reported in the media that due to staffing, it might take longer than 30 minutes for officer response; the benefit of reporting the crime may not outweigh the cost of waiting around for an officer.

This phenomenon is evident in the chart. With the return of Crime Check and the heavy reporting of Neighborhood Policing in 2009, the Property Crime Rate jumped significantly in 2010. It is expected to continue to grow in 2011 and 2012 until citizen sentiment returns to levels of dissatisfaction and they cease to report at more accurate levels. However, with the elimination of the Property Crimes Unit in investigations, it is predicted our **actual** property crime rate will continue at an even more significant rate in 2012-2014 as criminals continue to act without fear of repercussions, as they become aware the reward is worth the minimal risk of being caught.



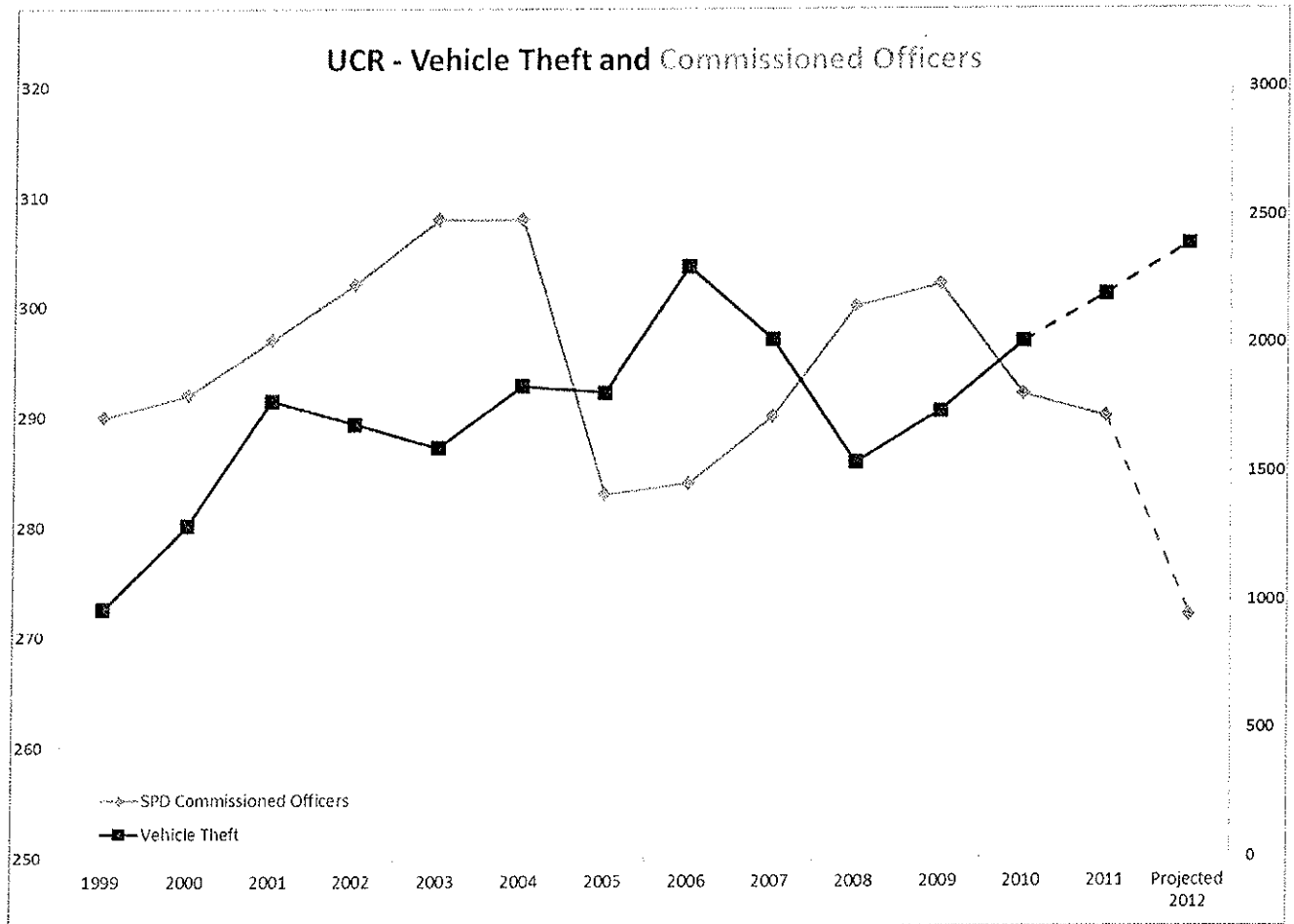


State of the Spokane Police Department 2011 and Beyond

UCR: Property Crime – Vehicle Theft

Discovering the correlation between the number of officers and their impact on actual versus reported property crime may be more readily observed in reviewing a subset of this category: vehicle theft. Unlike other types of property crime where citizens may not report the crime because it is not worth the effort, vehicle theft is almost always reported. There are liability and significant cost issues plus the knowledge there is greater chance of recovery than with other types of property crime. Therefore, this is a useful category to use to determine correlations.

As seen with Violent Crime, but perhaps even more significantly, when there is a staffing increase, there is a decrease in vehicle theft (2001-2003).⁵ Following the 2005 cuts, vehicle theft jumped in 2006. Once hiring resumed in 2007, vehicle theft dropped in 2008. And now with the recent cuts in 2010, vehicle theft is once again increasing. With the projected cuts in July 2011, to include the property crimes investigators, we project vehicle theft to continue increasing beyond 2012.



⁵ It is worth noting the meth lab problem peaked around 2002 in Spokane; vehicle theft has been a direct result of the meth problem. The term "meth taxi" was coined to describe the stealing of a vehicle to drive to a meth source. This is an explanation regarding the low levels of vehicle theft in 1999 and 2000 compared to subsequent years.

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Summary

In conclusion, the Spokane Police Department is currently not staffed sufficiently to have an impact on crime, much less respond to citizens' calls in a timely manner (if at all for certain non-priority calls). In order to ensure there are patrol officers available on the street to maintain citizen and officer safety while responding to emergency calls, resources have been pulled from other units. This approach can best be illustrated as transferring the balance of one credit card to another – though the interest rate might be better on the second card, the current debt is the same if you do not have the funds to pay off the balance. In the case of the Spokane Police Department, transferring positions from units such as K9, Traffic, and Property Crimes Investigations may solve the immediate issue of having resources available to respond to citizen calls. However, this is a poor long-term strategy. In the long run it creates more work for Patrol officers; less specialized help from K9 means more officers searching for suspects longer and no support for Property Crimes investigations means an increase in property crimes calls. However, we are not in a position to **not** re-assign resources: keeping other units intact would translate into not enough Patrol officers on the street which could put the lives of both citizens and officers in jeopardy, which is not acceptable.

The reality is that by reassigning our limited resources to prevent violent crime, Spokane will experience a substantial increase in property crime. With the loss of specialized resources, there will be fewer officers available to respond to less serious property crimes. With the loss of an entire investigative unit, there will be very little property crimes investigations. These two certainties coupled together are the start of a domino effect; criminals will commit more and more property crimes with little fear of reprisal since there will be fewer officers available to respond to the call initially and next to zero detectives available to investigate if a report is submitted. The result is a community where citizens live in fear of being a victim of a crime and do not have faith in their police force to protect them.



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Spokane Police Department – Bureaus and Services Minimum Recommended Staffing

Executive Summary

Though concessions by the commissioned officers' unions in 2010 allowed 37 positions to be retained for the 2011 budget, 8.5 civilian positions were eliminated. Some of these positions were vacant and the work has been absorbed by other positions. However, position eliminations in the Records unit have created service impacts, such as delays in filling public records requests.

Projections for 2011 indicate approximately 18 commissioned vacancies to occur through retirements, transfers, and resignations, with the majority of these occurring in July. Though these positions will not be eliminated from the budget, they will remain vacant, causing service impacts. Almost 50% of these vacancies are occurring in the Investigations Division; in order to maintain department priorities of investigating crimes against people, detectives will be reassigned to these units to backfill the vacancies. As such, the Property Crimes Unit will be eliminated. **This will mean starting in July 2011 the vast majority of property crimes in the City of Spokane will not be investigated.**

In order to maintain staffing levels in Patrol to respond to emergency calls from citizens, K9 and Traffic officers will be reassigned to Patrol, decreasing service from those units (including the elimination of the drug K9 program).

In summary, our commissioned 2011 staffing is:

	Budgeted	Filled
January 2011	290	289
July 2011	290	272
December 2011	290	272 subject to no other vacancies

We are also monitoring our grant funded positions: two grants funding two detectives are set to expire in June 2011. If they are renewed, we will face the same prospect of possible elimination in June 2012. Furthermore, four positions in the department are partially funded by external agencies (STA, Spokane Public Schools, Federal and County governments). Though none of these positions currently face a termination in funding, we must be cognizant of the possibility.



State of the Spokane Police Department 2011 and Beyond

RECOMMENDED MINIMUM STAFFING SUMMARY

ADMINISTRATION

Administration

Chief, Assistant Chief, 2 Majors, Senior Police Officer - PIO
0.5 A/V Tech., Admin Secretary, Clerk IV, Secretary II, Clerk III

Below Recommended Staffing: 0.5 A/V Tech

*The A/V Tech position was cut to a halftime position in 2011 (shared with Channel 5).
This cut in staffing has resulted in the elimination of video development of training videos
for the training unit as well as other videos for SPD units.*

Financial Services

Grant Accounting Spec, Storekeeper, 2 Accounting Clerks

Internal Affairs Unit

Lt, Sgt

Operations/Analysis Unit

Senior Police Planner, 2 Police Planners, Clerk II

OPERATIONS SUPPORT BUREAU

Administrative Services Division

Captain

Information Analysis

Senior Crime Analyst, 3 Crime Analysts, Clerk II

Communications

Dispatch Manager, 5 Comm Supervisors, 14 Radio Dispatcher IIIs, 3 Radio Dispatcher IIs, 2
Radio Dispatcher Is

Below Recommended Staffing: 3 Radio Dispatcher III (Eliminated 2005 and 2011)

Due to the highly skilled and technical requirements of a Dispatcher the unit continues to experience hiring challenges, complicated by both extensive training needed and high turnover. Therefore, they run below budgeted levels with several vacant positions. Since it seemed unlikely that all four vacant positions would be filled in 2011 a Dispatcher III position was eliminated in 2011 in addition to two others previously eliminated. However, long-term it will be necessary to re-instate this position as well as additional positions that have been eliminated budgetarily in past years. To make-up for these vacancies, overtime has and continues to be utilized to maintain critical staffing levels for essential services. However, with overtime restrictions in place, other service not only to the field officer but our community partners assisting in the Law Enforcement mission have been reduced or eliminated. Included is the dramatic reduction to the staffing of the data channel, which serves as a back-up to the two main channels during critical incidents, as well as the regular needs of the field officer.



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Records

Rcrds Manager, Police Statistician, 3 Rcrds Shift Supervisors, 28 Rcrds Specialists

Below Recommended Staffing: 3 Rcrds Specialists (Eliminated 2011)

Due to the position eliminations, the public window has been closed on Wednesdays. This has impacted citizens' ability to request reports. Furthermore, these eliminations have also impacted the ability to fill public disclosure requests. Any unit runs the risk of absenteeism due to extended illness or injury; an adequately staffed unit is able to cover this individual's workload as s/he recovers. However, this unit is not currently staffed to cover for these absences, so with employees available for duty at bare minimum, essential, officer-safety duties are completed before other tasks. This includes filling public disclosure requests.

Training Unit

Lt, 2 Sgts, Detective/SWAT Trainer, Cpl/Polygraph/Background Investigator, PFC /Skills Center, Clerk II

Below Recommended Staffing: 1 Tactical Police Officer, 1 Police Officer/Background Investigator and 1 Clerk III (Eliminated 2010) and 1 Assistant Range Master Police Officer (Eliminated 2005)

The Spokane Regional Tactical and Firearms Training Center eliminated several positions in 2010 due to budget challenges and the unlikelihood of hosting a Basic Law Enforcement Academy (BLEA) in the foreseeable future. Furthermore, the Training Unit is also responsible for the hiring process regarding new officers and this was projected to be minimal as well in 2010 and 2011. However, the Training Center does provide essential tactical and firearms training to SPD officers as well as other area law enforcement, creating a more immediate need for at least the Tactical Officer and Assistant Range Master. Currently, two officers are on loan from Patrol to fill these functions; for the second half of 2011 a detective will be loaned to fill one of these roles and return one officer to patrol. This 6 month rotation will continue until a permanent position can be reinstated. Additionally, the SWAT Trainer is temporarily assisting the Tactical Officer as well. The loss of the other two positions creates higher workload for existing staff that is currently being supplemented through light duty assignments and shared clerical support from other units. Once a hiring cycle resumes and SPD hosts a BLEA, this supplementation will be unsustainable.

Not solely funded by City of Spokane (20%)

The Skills Center position is funded approximately 80% by Spokane Public Schools. Though it is anticipated this position will continue to be funded, it would face elimination if funding ceases.

Investigative Services Division

Captain

Major Crimes Unit

Lt, Sgt, 9 Detectives, 2 Cpls (collision investigation), Secretary II, Clerk III



State of the Spokane Police Department 2011 and Beyond

Special Victims Unit

Sgt, 10 Detectives, Secretary II, Clerk III

1 Detective Grant Funded

One position in SVU is funded through a Registered Sex Offender (RSO) grant, which will expire in June 2011. It is unknown at this time if the grant will be renewed another year (through June 2012). If the grant is not renewed, a detective position will be eliminated, severely impacting the ability of this unit to check RSO compliance.

General Detectives

Lt, Clerk III

Property Facility

Evidence Supervisor, 6 Evidence Tech IIs

Property Crimes

Sgt, 8 Detectives

Below Recommended Staffing: 8 Detectives *Projected July 2011

With a number of retirements projected for June 2011, the Property Crimes Unit would be eliminated and the sergeant reassigned. This would essentially end the investigation of property crimes. The focus will be on proactive investigations involving targeting repeat offenders. Many felony cases that previously would have been assigned will not under this reduction. Instead, criteria for investigating property crimes will be changed from the sole use of solvability factors to the following criteria:

- *Based on the identification of a pattern, trend, or series of crimes in which there is reason to believe that a Repeat Offender (ROP) is responsible, OR*
- *Based on the identification of a pattern, trend, or series of felony property crimes involving potential risk of escalation to injury against citizens (crimes against persons)*

These cases would be investigated by the Targeted Crimes Unit.

Domestic Violence

2 Detectives

Targeted Crimes

Sgt, 6 Detectives

1 Detective Grant Funded

One position in TCU is funded through a Washington Auto Theft Prevention Authority (WATPA) grant, which will expire in June 2011. It is unknown at this time if the grant will be renewed another year (through June 2012). If the grant is not renewed, it will mean one less detective in this unit to investigate prolific offenders responsible for auto theft and related fraud.

Fraud

4 Detectives, Secretary II



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Special Investigative Unit

Lt, 2 Sgts, 9 Detectives, PFC-Technical Support, Police Steno

Below Recommended Staffing: 1 Technical Support Officer (Eliminated 2010)

The two technical support positions are responsible for assisting with surveillance support including covert listening devices, GPS trackers, and IP surveillance cameras for observation of criminal locations for SIU. The officers also support the video/audio analysis of surveillance equipment for suspect identification for investigations and court use. The loss of one position has decreased surveillance support, including the near elimination of supporting external agencies such as the Sheriff's Office.

Regional Drug Task Force

2 Senior Police Officers

Not solely funded by City of Spokane (less than 40%)

The Regional Drug Task Force is funded through federal, county, and city funds. In 2011, a little less than 38% of these two positions were funded by City of Spokane. If the outside partners cease funding, SPD would not be able to contribute personnel support to the Regional Drug Task Force (not projected at this time).

Gang Task Force

Sgt, 3 Detectives, 2 Senior Police Officers, Clerk II

Below Recommended Staffing: 2 Police Officers (Eliminated 2010 due to loss of grant)

These two positions were funded by a grant that ended in June 2010 forcing the elimination of these two positions. This has caused an inability to engage in some proactive operations and has diminished the unit's effectiveness.

Criminal Intelligence

Sgt, 2 Detectives, Secretary II

OPERATIONS BUREAU

Patrol

Captain, 4 Lts

16 Patrol Teams (includes 2 PACT teams)

16 Sgts, 16 Cpls, 19 PFCs (1 Vacant July 2011), 70 Senior Police Officers, 39 Police Officers (1 Vacant)

Below Recommended Staffing: 12 Officers (Eliminated 2010)

In order to address officer safety and maintain appropriate response to citizen calls for service, 128 patrol officers need to be available for duty which requires 140 budgeted positions. Due to the hiring and training cycles and extended leave issues (FMLA), it is difficult to achieve this minimum of 128 if we cannot hire above this level. Currently,



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there is one vacancy in patrol, leaving 127 officers available for duty (not including several on FMLA leave). Since we cannot currently hire, we are already below recommended minimum staffing which will continue to diminish through attrition. Not having 140 positions budgeted means that we cannot hire and train so we can maintain 128 officers available for duty.

Continued reduction in Patrol staffing has increased response time to non-emergency calls while calls for service from citizens continue to increase, necessitating a restriction on the type of non-emergency calls receiving response so officers will be available to respond to emergency calls. This has also created a reduction in self-initiated activity, such as traffic stops and investigating suspicious activity, since officers are responding to citizen calls as a priority. Additionally, there are officer safety concerns with some self-initiated activity; for example, if there is not another officer available to provide back-up, it is potentially unsafe to stop a vehicle of a known gangster. Two Patrol Anti-Crime Teams (PACT) were introduced in 2011 to absorb the majority of proactive time from the remaining patrol teams; their focus is on self-initiated activity regarding crime trends and known criminal offenders. While this has been an efficient reallocation of resources, it will not be sustainable long-term if there are not enough officers available to handle citizen calls. Budgeting Patrol with a minimum of 140 officers would allow for enough officers to respond for duty to not only provide timely response, but to respond to the majority of citizen calls as well as conduct necessary self-initiated activity with adequate back-up.

With projected retirements in July 2011, there will be several vacancies in Patrol. The majority of these have been addressed by vacating positions in other units (Traffic, K9, Detectives). However, some positions would still remain vacant in Patrol.

K-9 Team

Sgt, PFC, 6 Senior Police Officers (2 Vacant May 2011)

Below Recommended Staffing: 2 Officers *Projected May 2011

The K9 Drug program was eliminated in May 2011; these officers were reassigned to Patrol. Due to recent law changes, the ability to use the drug K9s has been reduced. Though they are still valuable and are a great asset to drug investigations, at this time a greater need exists in Patrol in order to respond to citizen calls. This leaves only the five patrol K9s in the unit.

Traffic

2 Sgts (1 Vacant June 2011), 2 PFCs, 9 Senior Police Officers (2 Vacant June 2011), 2 Police Officers (2 Vacant June 2011), Clerk II

Below Recommended Staffing: 6 Officers; *Projected June 2011 will be 9 Officers and 1 Sergeant

The optimal staffing for Traffic would be 19 officers: 16 Traffic Officers over two shifts, 2 Commercial Vehicle Inspectors, and 1 Photo Red Officer. Currently, we only have nine Traffic Officers. An additional ten Traffic Officers would create greater coverage

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throughout the city and increase availability to work specials, including school zone enforcement throughout the year. It would also create more opportunities for education in conjunction with enforcement. A lesson learned in 2005 when there were 26 Traffic Officers was the over-saturation of citations issued, causing an increase in production, but a subsequent increase in citations going to collections for non-payment. As the emphasis was on production and revenue, there was no true change in driver behavior. Emphasizing education with enforcement can be achieved with 16 instead of 26 officers, and will still increase revenue. An additional advantage to an adequately staffed Traffic Unit is collision response and traffic enforcement can be addressed without placing this burden on Patrol Officers, who can instead focus on responding to citizen emergency calls and engaging in neighborhood problem-solving.

**June 2011: The Traffic Unit vacated one position in January 2011 and assigned that person to Patrol where the greater need existed in order to respond to emergency calls from citizens. One more position was vacated in May 2011 for the same purpose. With projected retirements, another 2 positions will be vacated in this unit and reassigned to Patrol in June 2011. This will force the elimination of one shift; as such, one sergeant position will also be eliminated. To mitigate service impacts, the remaining traffic officers will increase enforcement levels from 12 to 15 infractions a day. However, there will still be a reduction in traffic enforcement by 25%. Traffic enforcement is linked to reducing the number of collisions in a community, so this reduction may lead to an increase in collisions and possibly injury to citizens. Furthermore, this reduction will decrease revenue to the General Fund by approximately \$125,000.*

SROs

Below Recommended Staffing: 1 Sgt, 6 Police Officers (Eliminated 2005)

The School Resource Officer Program was launched in 2000 and was eliminated in 2005. This program developed out of the need to more strongly address juvenile crime and safety concerns in area schools. The SRO program was often described as having an NRO based in the middle schools. The program provided direct contact between officers and juveniles, primarily at the junior high level, but was designed to have that contact throughout the grade levels. The duties of the SRO were proactive police work; the presence and visibility of uniformed officers had a direct effect on crimes committed in school areas. The officers were aware of juvenile crimes in and around their assigned middle schools and took appropriate police action regarding these crimes when necessary and needed. An example of this action was gang interdiction as well as gang prevention. They were the police problem solvers of the schools, the law-enforcement educators, and a resource for teachers and students. They were also the department spokesman for juvenile problems in their assigned areas as well as role models for the kids they had contact with.

Neighborhood Resource Unit

Lt

Below Recommended Staffing: 2 Crime Prevention Specialists (Eliminated 2005)

The Crime Prevention program was eliminated in the 2005 budget. These two specialists worked with NROs, Volunteers, and the COPS Program to educate citizens on best



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practices regarding crime victimization and crime prevention. They also worked with internal members of the department, including officers and Crime Analysis, to educate these personnel on crime prevention techniques.

NROs

Sgt, 2 PFCs, 6 Senior Police Officers

Not solely funded by City of Spokane (50%): Downtown Resource Officers

Currently, one of the Downtown Resource Officers is funded 100% by STA. City of Spokane matches this by funding another officer so the pair can work in tandem to address issues at the STA Plaza as well as the rest of downtown. Though funding is expected to continue, should STA end this partnership, we would stop funding the other position, eliminating the Downtown Resource Officer program.

Special Events

Sgt, Senior Police Officer/Special Problems

Volunteer Services

Sgt, Clerk III

Below Recommended Staffing: 1 Officer (Eliminated 2005)

There are over 100 volunteers working for SPD through one of four programs: Reserve Officers, Senior Volunteers, Co-Ops, and Explorers. An officer was assigned to this unit to assist the sergeant in coordinating volunteers until the position was eliminated in 2005. This has left just the sergeant to recruit, supervise, and plan training and work assignments for the four separate and distinct groups in addition to providing supervision and face time for the volunteers. People volunteer altruistically; however, it is important to recognize that gift by acknowledging the volunteer's contribution with individual face-to-face time. With over 100 volunteers, this is difficult for one position to manage.

Patrol Administration

Sgt, PFC/Front Desk, 2 Comm Svcs Ofc-Aband.Vehicles, Auto Servicer-Fleet, Laborer I-Fleet

Spokane Regional Emergency Communications Systems

Senior Police Officer



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Recommended Hiring Timeline

Though the previous section details the ideal minimum staffed Spokane Police Department, we realize the need to balance fiscal responsibility in conjunction with public safety. As such, below is our plan for hiring in order to address immediate citizen and officer safety concerns.

- Immediately initiate selection and hiring process for 22 officers.⁶
 - 18 Projected vacant officer positions as of July 1, 2011
 - 4 Additional officer positions needed January 1, 2012 for West Plains Annexation
- Thereafter, ongoing hiring of additional officers as vacancies occur

This timeline will allow for the restoration of the service level provided in 2010 by January 2013; any officers hired in July 2011 would not be able to act as patrol officer until that point at the earliest. Therefore, service reductions will still have to occur until that time. There will be an inevitable and unpreventable increase in property crime during this time frame. It is the sacrifice we must make to maintain violent crime enforcement levels in the community.

Expand hiring for an additional 24 officers and 9.5 civilians as funding allows for the expansion of services to recommended minimum levels. This minimum is exemplar of what a law enforcement agency at its most basic level should be providing to a city of Spokane's size.

Positions To Restore For		Minimum Needed Staffing
Commissioned		Civilian
1	Tactical Officer - Academy	3
1	Background Inv Officer - Academy	3
1	Asst Firearms Officer - Academy	1
1	Technical Support Officer - SIU	2
2	Gang Officers - GET	0.5
8	Detectives - Property Crimes	9.5
12	Patrol Officers	
1	Traffic Sergeant	
9	Traffic Officers	
2	K9 Officers	
1	Volunteer Services Officer	
1	SRO Sergeant	
6	SRO Officers	
46	Total	

⁶ Hiring Process for Commissioned Officers

The hiring and training process for a commissioned officer is 18-24 months. After the job opportunity is posted and applications are processed, extensive screening is completed. Potential candidates must under-go interviews, background investigations, physical ability and psychological testing, drug testing, and a polygraph before an offer can even be extended. New hires must then be sent to a Basic Law Enforcement Academy (BLEA) unless they are an approved lateral hire from another agency. With only two BLEAs per year, this influences the swing between 18 and 24 months. This initial hiring process is therefore 6-12 months alone. The BLEA training is approximately 4 months with a post-academy in Spokane so new hires are familiar with Spokane Police Department policy and procedures. These probationary officers then begin on the job training with their Field Training Officer (FTO) for the next 4-5 months. Some officers do not pass this probationary period. After this 9 month training officially ends, probationary officers move into their final phase of probation where they may ride alone, but are still in the process of familiarizing themselves with the job duties and responsibilities and are closely monitored by the patrol sergeant. At bare minimum, an officer hired and sent to BLEA at the beginning of 2012 would not be able to respond to a citizen call alone until 2013. If the hiring and screening process is postponed until 2012, it will be late 2013 to early 2014 before these officers would be available for duty.

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Conclusion

The purpose of this report was to illustrate the Spokane Police Department and the City of Spokane are at a critical juncture regarding public safety. The position cuts of the last two years and the inability to hire ahead have all but guaranteed Spokane will see an increase in crime over the next 2 years, *at a minimum*. We have the potential to turn the tide in 2013, but only if we can begin staffing immediately.


The recovery time for public safety is compounding. The longer we wait to address the issue, the larger the problem becomes. And the larger the problem, the longer it takes to undo. The Spokane Police Department has developed a strategy to mitigate substantial increases in violent crime as citizen safety is top priority. However, we still believe we will see nominal increases, most notably in robberies if history is an indicator. In order to keep citizens as safe as possible from bodily harm, however, means we will be forced to move resources away from property crime enforcement. And this is what causes the snowballing effect that will take years to fix.

With less property crimes enforcement comes more property crime. And property crime, left unchecked, begets more property crime. This "Broken Windows" theory is a fundamental criminology principle. Property values will decrease, businesses will close, visitors will see urban decay, citizens will become apathetic. New businesses will look elsewhere to locate, citizens who can afford to will move away. Essentially, the Spokane Police Department is just as responsible for the economic development of this city as other departments.

We are asking for 46 officers, 22 of those positions immediately, in order to prevent Spokane from retreating from what it has accomplished over the last decade. This equates to approximately \$2.2 million in the short term to assist in Spokane's recovery. Combined with the remaining 24 positions and 9.5 civilian positions to restore the Spokane Police Department to a basic agency is an approximate \$5 million annual outlay. However, this is not solely a law enforcement expenditure. It is an investment in Spokane's long-term future. The time to act is now.

Calls Not Responded to After Complaint Received

	<u>2011</u>	<u>2012</u>
Jan	541	513
Feb	574	459
Mar	592	649
Apr	667	651
May	647	630
Jun	789	693
Jul	826	1109
Aug	696	816
Sep	654	
Oct	690	
Nov	670	
Dec	487	
Total	7833	5520

 <p style="text-align: center;">SPOKANE POLICE DEPARTMENT COMMUNICATIONS UNIT</p>	Number	Page
	POLC0530G	1 of 1
	Original Date 10/07/99	
	Revision Date 05/26/04	
Subject NON-RESPONSE (NR) GENERAL GUIDELINES		Replaces

This document is confidential and may not be further disseminated or released to unauthorized persons pursuant to RCW 42.17.310.


POLICY

I. GENERAL

A call-for-service that is received, that does not require police response.

II. NR GUIDELINES

A call-for-service will be cleared out with a disposition of NR, by the reviewing radio supervisor when the radio supervisor determines that the call does not require police response. **Note:** If the complainant is requesting contact, then dispatch should callback the complainant and advise that no officer will be dispatched.

 <p style="text-align: center;">SPOKANE POLICE DEPARTMENT COMMUNICATIONS UNIT</p>	Number	Page
	POLC0540G	1 of 1
	Original Date 10/07/99	
	Revision Date 05/26/04	
Subject NON-RESPONSE (NU) GENERAL GUIDELINES		Replaces

This document is confidential and may not be further disseminated or released to unauthorized persons pursuant to RCW 42.17.310.

POLICY

I. GENERAL

A call-for-service that is cleared-out with a disposition of NU, meaning "No Unit" available for response.

II. NU GUIDELINES

A. A call-for-service will be cleared-out with a disposition of NU when no units are available, and later response will not be effective, due to the time delay.

B. The radio supervisor shall be advised of and will review all NU's, before the call is cleared.

C. If the complainant was requesting contact, a callback will be made, advising the complainant of the non-response, due to unit unavailability.

Metropolitan Policing: Is it right for Spokane?

Office of Police Ombudsman Intern, James Sercey

America's communities weave a beautiful and diverse tapestry which is the very fabric of our great nation. Spokane is no doubt a community brimming with that same beauty and diversity. As our community continues to grow, improve and explore new ground in the 21st century, we are ever faced with the duty of protecting our community and its citizens by providing effective policing services.

In most communities throughout the US, traditional organizations like Municipal Police Departments or County Sheriff's Offices exist to provide policing services to its citizens. For decades these organizations have done a great job of protecting our communities from the criminal element. However, in an age of constant urban sprawl, increased focus on community-oriented policing, diversity and sophisticated technology, these long-stay models of policing have been faced with tough new standards in terms of efficiency and cost to taxpayers. These concerns have prompted several communities to entertain the concept of Metropolitan Policing.

Essentially, Metropolitan Policing (or simply Metro) is a consolidation of Municipal Police Departments and County Sheriff's Offices into a single police agency for a given geographic area. Such ventures can have great benefits for a community in terms of streamlining the police function, operations and budgeting of fiscal resources. Communities such as Jacksonville, FL., Indianapolis, IN., Las Vegas, NV., and St. Louis, MO., have all gone to a form of Metropolitan Policing in recent history. Though these organizations report increased efficiency and cost reduction with Metropolitan Policing, there are most certainly issues which have come up along the way. The point of this report is not to advocate for or against such organizational efforts, but merely to educate our citizens and ask the question, "Is it right for Spokane."

Common Arguments for Metropolitan Policing

In the debate of how to provide effective police services for America's communities, Metropolitan Policing is becoming an increasingly popular topic because its proponents feel that it has the potential to increase efficiency. Having one police agency instead two or more in a given geographic area could make it easier to communicate information to the public, track criminal activity, and provide essential police services (i.e. traffic control, investigations, follow-ups, etc.). Plans for consolidated departments usually explore such possibilities as a reduced command structure and the elimination of redundancies in order to streamline day-to-day operations.

Furthermore, consolidation would mostly likely eliminate the question of which agency investigates any number of crimes committed on, around or within county or city jurisdictional

boundaries. Also, a Metropolitan Police Department could essentially be designed, modernized, and built from the ground up in order to more adequately address the unique needs of the community which it serves. Lastly, and perhaps the most obvious area of concern for traditional policing versus metropolitan policing is its cost to the taxpayers. Community leaders and elected officials often tout savings to taxpayers totaling in the hundreds of thousands or even several millions of dollars.

Common Arguments against Metropolitan Policing

In spite of all of the benefits it can bring, Metropolitan Policing is not without its risks. Perhaps one of the most pressing issues in Spokane with respect to law enforcement is oversight. While some locales with municipal and county law enforcement agencies use a cross-investigatory model for internal investigations on incidents like police-involved shootings (a de facto system of checks and balances), a single department may essentially be expected to investigate its own law enforcement personnel. Such investigations could interfere with efforts for transparency and cause distrust among the community at large. This would only highlight the need for citizen oversight with respect to law enforcement.

Concern also arises for any number of smaller communities within Spokane County such as Deer Park or Nine Mile, provided that these communities participate in the Metropolitan Police model. Smaller, more rural communities often see less crime than more urban areas and therefore run the risk of being under-policed as officers may be needed in the more urbanized areas.

Perhaps the biggest roadblock to Metropolitan Policing is the initial implementation of the model and possible reforms from community leaders and elected officials. The relatively few cities and counties that have adopted the Metropolitan Policing Model have done so in their own unique way, thus there is no standardized method for the implementation of such reforms. So, each effort is wrought with its own red tape, legal implications, and political jockeying.

Another area of concern is the identity of the police agency and the feeling of ownership that citizens experience with that agency. With that ownership, the citizens can have more control over the direction in which the agency is headed. With consolidated policing, there is a concern that some citizens may feel a diminished amount of identity, ownership, and control.

Interestingly enough, the cost to taxpayers for police consolidation is just as much an issue as it is a selling point. Cities such as Las Vegas, NV and Indianapolis, IN saw an initial increase in cost to taxpayers rather than savings once they combined their respective Sheriff's Office and Police Departments. The cost of new uniforms, services, equipment, and training for a Metropolitan Police Department can quickly approach several millions of taxpayer dollars.

Regional Policing

Recently, there has been mention of a similar type of police consolidation called Regional Policing. This model is similar to that of Metropolitan Policing in its pros and cons and its combining of local law enforcement agencies. According to the author's research on communities that have experimented with such, Regional Policing involves the merging of two or more small Police Departments with relatively few commissioned officers (say, 10 or less) within a county. However, the County Sheriff's Office may not be a part of the new consolidated Department, and thus retains its independent identity as well as civil, criminal, court and detention responsibilities and services. For example, in Northampton, PA., there exists the Colonial Regional Police Department (CRPD), which was formed in 1995 from the former police agencies of Bath Borough, Hanover Township, and Lower Nazareth Township. The tiny community of Chapman Borough (pop. 199 by 2010 census data) also contracts with the CRPD. The CRPD is responsible for law enforcement services for the citizens of the four communities with a total combined population of 19,432 according to 2010 census data. The number of commissioned officers for the CRPD totals 24 according to their 2011 Annual Report. The Sheriff in Northampton County continues to maintain a separate Office responsible for providing the aforementioned services to the other nearly 300,000 citizens in the unincorporated areas of the county with a staff of 52 full-time and 24 part-time sworn deputies. In Spokane County, it would be like the communities of Medical Lake, Airway Heights, and Cheney consolidating their respective police agencies to serve their own unique needs. However, this hypothetical force wouldn't have any responsibilities outside of these communities or consolidate with the larger agencies in Spokane.

The Costs

The area of cost to the taxpayers is no doubt important to the discussion. So, the author has done some research on the cost to taxpayers of communities that have experienced the Regional and Metropolitan Police Models. Again looking at the Colonial Regional Police Department in Northampton Co. PA., the costs of the Department have increased in successive years according to Annual Reports published by the CRPD website. The CRPD's total budget went from \$2,593,014 in 2008 to \$3,059,132 in 2011, an increase of nearly 18%.

In Indianapolis, IN where the Metropolitan Police Model has been in place since 2007, the annual costs to taxpayers for law enforcement services have been steadily increasing as well. The costs for the Indianapolis Metropolitan Police Department rose by 13% from 2007 to 2010 according to a 2010 Budget Report from Indianapolis. Furthermore, in 2008 the unified government of Indianapolis and Marion Co. (called UniGov) instituted the Division of Public Safety which combined such services as Animal Control, Communications, and the Indianapolis Fire Department into one agency. The costs for the Division of Public Safety went from \$318,242,220 in 2009, to \$346,772,568 in 2010, an 8.9% increase, with the lion's share of those costs coming from law enforcement. As recently as April 2012, media reports in Indianapolis

state that citizens and elected officials alike are entertaining the idea of dissolution of the Metropolitan Police Department due to its growing costs.

Although these figures only describe the fiscal experiences of two very distinct regions of the US, the data certainly suggests that consolidated policing has the potential to cost taxpayers more money than it saves.

Metropolitan Policing in Spokane

As Spokane continues to look for answers to issues of police efficiency, oversight, and budget deficits, the concept of Metropolitan Policing is certainly worthy of discussion. However, whether or not it could work for Spokane is not necessarily dependent upon any single aforementioned factor, pro or con. Quite frankly the same approach may or may not work for any number of communities, including Spokane. Each community is a unique entity with its own needs, history, identity, goals, and vision for the future. Ultimately, those same community factors will determine whether Metropolitan Policing is right for Spokane.

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POLICY AND PROCEDURE

All members will refrain from any acts of retaliation. These acts include, but are not limited to:

- a. Refusal to provide backup or support.
- b. Creation of a hostile work environment.
- c. Intimidation or ridicule.
- d. Inappropriate jokes, remarks or gestures.

RESPONSIBILITY, ACCOUNTABILITY AND CONTROL (310.20)

All members have a responsibility for promoting a retaliation-free work environment. In addition, supervisors have the responsibility of ensuring that all employees are informed of the seriousness of retaliation and its consequences.

310.40 COURTESY

Index: Title

POLICY (310.40)

Members shall, on all occasions in the performance of their duties or after identifying themselves as a Bureau member, be respectful, courteous and considerate toward their supervisors, their subordinates, all other members and the public. No member shall use profanity in the performance of his/her duties, except where necessary to establish control or to quote another person in reports or in testimony. No member shall use epithets or terms that tend to denigrate any particular gender, race, nationality, sexual orientation, ethnic or religious group, except when necessary to quote another person in reports or in testimony.

310.50 TRUTHFULNESS

Index: Title

POLICY (310.50)

The integrity of police service is based on truthfulness. No member shall knowingly or willfully depart from the truth in giving testimony, or in rendering a report, or in giving any statement about any action taken that relates to the member's employment or position. Members will not make any false statements to justify a criminal or traffic charge, or seek to unlawfully influence the outcome of any investigation.

These requirements apply to any report concerning Bureau business, including, but not limited to, written reports, transmissions to the Bureau of Emergency Communications and members via radio, telephone, pager, e-mail or MDC.

Members are obligated under this directive to respond fully and truthfully to questions about any action taken that relates to the member's employment or posi-

Spokane Regional Air Support Unit

The Spokane County Air Support Unit, a helicopter designated Air-1, is tracked like any other patrol unit. Details regarding which calls Air-1 responds to and where are publically available on-line at <http://www.spokanecounty.org/sheriff/airsupport/incidentreports.aspx>. This website also offers information about the Air Support Unit's equipment and staff as well as news stories regarding the Unit's activities and successes.

The next page is the "Regional Air Support Unit Memorandum of Understanding" which details training and staffing commitments between the involved law enforcement agencies for 2011. This agreement has been continued into 2012 with the expectation of a future conversation with the new SPD Chief of Police.

The final page is information about Air-1 in the Spokane County Sherriff's Office 2011 Annual Report.

Regional Air Support Unit Memorandum of Understanding

- A. The Spokane County Sheriff's Office (SCSO) currently staffs and maintains the Air Support Unit (ASU).
- B. SCSO has extended the Spokane Police Department (SPD) the trial opportunity to be part of the ASU. The purpose of this trial period is for SPD to evaluate the efficacy of participating in a Regional Air Support Unit in 2012 and beyond.
- C. The trial period will be for the remainder of 2011.
- D. Under the terms of this MOU, SPD's obligations will be:
 - a. To provide two officers part-time as tactical officers at SPD expense;
 - b. That each tactical officer will fly 1-2 missions per month;
 - c. That both tactical officers will attend the monthly ten hour training session.
- E. Under the terms of this MOU, SCSO's obligations will be:
 - a. All obligations reference ASU not enumerated in D, above;
 - b. Conduct the necessary training for SPD's tactical officers;
 - c. Equip SPD tactical officers with any ASU-specific equipment needs;
- F. During this trial period, SPD will receive ASU air support whenever it is requested at no charge. This includes in-flight support and call out.
- G. Tactical officers will be selected jointly.
 - a. SPD Patrol Captain will forward acceptable candidates to the ASU commander.
 - b. The ASU commander will review candidates and may conduct interviews.
 - c. The ASU commander will make the final selections. However, the SPD Patrol Captain will retain veto authority, due to the potential for staffing issues that may arise from the particular officers selected.
- H. SPD retains authority regarding SPD tactical officers with regard to performing ASU-related activities during duty hours.
 - a. It is generally understood that SPD tactical officers will fly scheduled missions during duty time.
 - b. It is generally understood that SPD tactical officers will flex hours to train during duty time, unless the training occurs on a scheduled day off. In this case, officers will attend the mandatory training and be paid overtime.
 - c. It is generally understood that if there is a ASU call out, SPD tactical officers will be requested as primary responders only if the call out is at the request of SPD.
 - d. ASU may request SPD tactical officers for a call out in the event that efforts to call out non-SPD personnel have been exhausted.
- I. SPD tactical officers may be removed from the unit at the request of the unit commander or by SPD at any time.
- J. This agreement is mutually severable upon thirty (30) days notice, in writing.

Patrol Services, cont.

Spokane Regional Air Support Unit Supervisor: Corporal (Cpl) Dave Ellis

Cpl Ellis has been with the SCSO for 11 years and was assigned to lead this unit at the time it was created in 2006. He is also the Western Region Deputy Director for the Airborne Law Enforcement Association, a region which covers the entire West Coast and Asia. While serving the SCSO, Cpl Ellis has held the following positions: Patrol Corporal, Detective with the Sexual Assault Unit and Burglary Task Force, Field Training Officer, Academy and Lead Patrol Procedures Instructor, and Training Coordinator.



The Air Support Unit was established in 2006 after the United States Army donated a Bell OH-58 Helicopter to the SCSO, now designated as "Air-1." It is a regional unit made up of Deputies and Officers from the SCSO, Spokane Police Department, Kootenai County Sheriff's Office and Coeur d'Alene Police Department—all who serve as Tactical Flight Officers.

The pilots are volunteers and an extremely committed group—they have never missed a call out request. They are all professional aviators with backgrounds in flight instruction, military aviation, air medevac and/or airborne law enforcement. They are asked to be available 24-7 for emergency callouts.

Tactical Flight Deputies accompany Air-1 to operate all the law enforcement equipment related to airborne efforts. These officers are all assigned to other duties when not airborne.

In 2011, the unit received 55 call-out requests, 583 calls for service and was involved in 94 arrests and 59 prowls checks. They were the first unit to arrive on scene 51% of the time.

Since Air-1 is the only law enforcement helicopter in the region, they have been called out to neighboring counties throughout the Inland Northwest.

