



AGENDA

Public Safety Committee Regular Meeting -

Revised

3:00 PM - Wednesday, November 21, 2018

City Hall Executive Briefing Room - Plaza 111, Sammamish, WA

Page		Estimated Time
	CALL TO ORDER	3:00 pm
	PUBLIC COMMENT	
	TOPICS	
3 - 121	1. Police Services Study - Draft Report and Recommendations View Draft Police Services Study Report View Appendix A: Existing Conditions & Future Demand View Appendix B: Funding Options View PowerPoint	3:05 pm
	2. City Manager's Report	3:55 pm
	FUTURE MEETING TOPICS Fireworks, Police Update, EF&R Update	
	NEXT MEETING DATE(S) TBD	
	ADJOURNMENT	4:00 pm

Public Comment Guidelines:

This is an opportunity for the public to address the Committee. Three (3) minutes are granted per person, or five (5) minutes if representing the official position of a recognized community organization.

If you are submitting written material, please supply a minimum of seven (7) copies (three (3) for the Committee; three (3) for Staff; one (1) for the record). If you would like to show a video or give a presentation, please contact Tammy Mueller (tmueller@sammamish.us; 425-295-0514) to determine whether the meeting room is equipped to accommodate your needs. Digital files must be submitted or emailed by 5:00pm the day prior to the meeting to Tammy Mueller.

Please be aware that all materials submitted will become part of the public record.

Meeting Accessibility:

Committee meetings are wheelchair accessible. American Sign Language (ASL) interpretation is available upon request. Assisted Listening Devices are also available upon request. Please call (425) 295-0500 at least 48-hours in advance to request assistance.

Sammamish Police Services Study

DRAFT Consultant Report | November 16, 2018





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Sammamish Police Services Study

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Executive Summary	4
Introduction and Process	5
Purpose	5
Process	5
Organization of this Report	6
Summary of Operational Assessment	7
Sammamish Community Values	9
Options for Strengthening Police Service	10
1. Command Capacity.....	11
2. Administrative Capacity	14
3. Commissioned Officer Capacity	15
4. Tiered Policing.....	18
5. Community Policing and Community Partnerships.....	21
6. Department Culture and Staff Retention.....	25
7. Use of Technology	27
Consultant Recommendations and Conclusion	30

Executive Summary

[To be added for Final Report]

Introduction and Process

PURPOSE

The Sammamish city government seeks to provide the high-quality environment and services desired by its various stakeholders, including residents, businesses, workers, visitors, and myriad of other communities of interest. All City departments contribute to the community's feeling of well-being and are in the process of adapting as the community itself changes. As Sammamish evolves from a quiet bedroom community into larger and more dynamic community, its provision of City services will need to evolve as well. Public safety is a key area and the Sammamish Police Department is a critical component of the City's overall public safety function.

Policing is a complex endeavor, requiring pragmatism, critical thinking, and an understanding of our democracy and its values, the three branches of government, the criminal justice system, topical and perennial public safety problems and their context within society, and the human condition. The City of Sammamish contracted the BERK team to produce this Police Services Study to evaluate how to best serve residents, business owners, and visitors by providing responsive, well-managed, effective, and efficient law enforcement that is reflective of Sammamish community concerns, priorities, and resources.

This Consultant Report provides an evaluation of options and specific recommendations for how the City may best prepare to meet current and predicted demand for law enforcement service given the continued growth and evolution of the Sammamish community. The previously delivered Existing Conditions and Future Service Demand Report (**Appendix A**) serves as a baseline, describing how the City contracts with the King County Sheriff's Office for law enforcement services and how the Sammamish Police Department operates.

PROCESS

The BERK team has been working on this study at the direction of City Manager's Office staff since March 2018. BERK has had the benefit of the direction and active participation of City Council members, including members of the Public Safety Committee. We also collaborated closely with the Chief of Police in this work.

BERK facilitated the following analyses and engagements to obtain the information reported in the Existing Conditions and Future Service Demand Report that serves as the basis for the options and recommendations presented:

- **Community profile.** To provide a concise description of community characteristics relevant to law enforcement, BERK leveraged previously completed work, including information gathered for the City of Sammamish Health and Human Services Needs Assessment (BERK, 2018).
- **Community engagement.** To gather input from Sammamish residents and key stakeholder groups, we conducted a citywide Virtual Town Hall survey, a business survey, and group discussions with the Healthy Communities Coalition and the Sammamish Youth Board.
- **City and Police Department engagement.** We conducted interviews with:
 - The Director of Finance & Risk Management, Director of Parks & Recreation, and a Traffic Engineer with the Public Works Department.

- The Eastside Fire & Rescue Fire Chief.
- The City of Sammamish Chief of Police.
- The Police Services Administrative Assistant.
- Sammamish Police Deputies and Detectives (10).
- Sammamish Police Sergeants (3).
- **Law enforcement data analysis.** BERK collected and analyzed data related to calls for service from the City and King County Sheriff's Office.

In addition to departmental and community outreach, BERK has met several times with City policymakers, including:

- Three **Public Safety Committee** meetings to present early findings before sharing with the whole Council.
- Four **City Council** meetings to introduce the study, present key findings of the Existing Conditions and Future Service Demand Report, outline options, and present this final consultant report.

ORGANIZATION OF THIS REPORT

The structure of the remainder of this report is as follows:

- **Summary of Operational Assessment:** recaps current and projected community conditions, described in more detail in **Appendix A**.
- **Community Values:** describes implicit community values that were heard through outreach and interaction with the City Council.
- **Options for Police Services:** Identifies opportunities to incorporate these values in how the Sammamish Police Department delivers law enforcement services.
- **Funding Options:** Evaluates revenue options to support additional investment in law enforcement.
- **Consultant Recommendations:** Provides consultant recommendations with consideration of phasing, triggers for investments, and summary level resource requirements.

Summary of Operational Assessment

As part of this study, the BERK team produced the Existing Conditions and Future Service Demand Report, which contains the following topics:

- A summary of the current state of the Sammamish Police Department.
- Feedback collected from the community and City departments.
- Analysis of how future growth will impact the demand for law enforcement services.
- The pros and cons of alternative service delivery options, particularly the advantages and disadvantages of establishing a municipal police department.

The full Existing Conditions and Future Service Demand Report is contained in **Appendix A** and the remainder of this section presents a high-level summary of key findings.

Overall, the City of Sammamish is well served by its contract with King County Sheriff's Office (KCSO). Representatives of city government and the general public indicate satisfaction with services they provide. Furthermore, based on our analysis, the Sammamish Police Department is well-managed and performing well. While Sammamish invests a lower amount per capita for police services than other similar communities, it enjoys a lower crime rate than other KCSO contract cities and satisfactory response times. Sammamish residents report feeling safe and value the services provided by the Department, in fact expressing a desire for increased **community policing** presence.

Two baseline assumptions inform the remainder of this report and our recommendations:

- **Sammamish should continue to contract with the King County Sheriff's Office for law enforcement services.** As noted above and expressed in greater detail in **Appendix A**, we have found the City to be well-served by this contract arrangement and the creation of an independent municipal department would not be advantageous.
- **The City would like to strengthen its ability to provide quality law enforcement services to its residents.** While Sammamish residents feel safe and crime is low now, these strengths must be preserved by preventative investment in appropriate staffing, equipment, and other resources, and in a strong community/police relationship. Such investments should be made wisely to ensure efficient use of scarce municipal resources and to avoid the enormous costs, perhaps financial, but more likely in terms of trust and unproductive time, borne by jurisdictions in which law enforcement has entered

COMMUNITY POLICING BACKGROUND

"Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime¹."

Community policing demands a deep commitment by the jurisdiction employing it because it takes more energy and critical thinking than traditional policing. Traditional policing is more reactive to a problem; community policing is more proactive. Traditional policing tends to view each incident as a single event to be addressed; community policing tends to view a single incident in the context of similar or related events constituting a problem to be solved or mitigated.

¹ U.S. Department of Justice, COPS (Community Oriented Policing Services), *Community Policing Defined*

into a contentious relationship with community members.

The remainder of this report focuses on opportunities to strengthen the Sammamish Police Department under the contracting model and in response to changing community desires and characteristics. Sammamish currently budgets leanly for law enforcement services considering the geographic size and population of the city. The City has a lower number of commissioned police officers per capita compared to peers and there are different and interrelated pressures for additional capacity, including:

- **Limitations of the current staffing model.** The department currently staffs to minimums which means that three officers are assigned to three shifts, rather than building in a shift relief factor to ensure coverage when scheduled Sammamish officers are on vacation, sick, or in trainings, as well as during periods of peak demand. The City currently relies on KCSO staff to backfill Sammamish positions during these instances. While this operating model has been sufficient, it carries some risk and potential for a lower level of service associated with relying on KCSO staff for backup.
- **Pressures on staff in some positions.** The Police Chief and Police Services Administrative Assistant in particular appear overextended.
- **Pending population growth and increasing demand for service.** Increasing development, particularly around the Town Center, northeast Urban Growth Area, Central Washington University Campus, and Issaquah School District High School #4 will bring additional population, density, and demand for law enforcement services. This growth will also increase the City's tax base, contributing an increment of additional resources. It will be important for the City to anticipate this development and make appropriate staffing adjustments, bearing in mind that it takes up to 18 months to get new officers through the Academy and into uniform.
- **Community desires.** As noted above, the community has expressed a desire for a greater community policing presence.

Sammamish Community Values

Traditional policing has concentrated more on the means (process) of providing police service than the ends (purpose) of the service being provided, and too often without enough input from the community receiving the service. This bias is analogous to a business that produces a product or service efficiently but with no understanding of whether its customers want that product or service, or whether they find it to be of desirable quality.

To frame options for strengthened police services, we have focused on what we heard the Sammamish community values based on input from City Council, stakeholders, and members of the public. This approach provides an outcome-focused perspective on how Sammamish approaches public safety, policing, and the use of scarce municipal resources. In the following section, options for adapting and strengthening the Sammamish Police Department's approach is presented in relation to these implicit community values as outlined in Exhibit 1.

Exhibit 1. Sammamish Community Values and Options for Police Service

Sammamish Community Values						
Options for Strengthening Police Services	Resident safety and quality of life	High level of service	Managing City risk exposure	Positive relationship with the community	Efficient use of resources	Professional law enforcement officers
1. Command capacity	✓	✓	✓	✓		✓
2. Administrative capacity			✓			
3. Commissioned officer capacity	✓	✓	✓			✓
4. Tiered policing				✓	✓	
5. Community policing and community partnerships	✓	✓	✓	✓	✓	✓
6. Department culture and staff retention				✓		✓
7. Use of technology	✓				✓	

Options for Strengthening Police Service

In this section, we present several options to improve current functioning of the department, increase efficiency of existing resources, and invest in additional capacity to meet the community's increasing demand for and desired approach to law enforcement. Options are considered in the following categories, with funding options and consultant recommendations contained later in this report:

1. Command capacity.
2. Administrative capacity.
3. Commissioned officer capacity.
4. Tiered policing.
5. Community policing and community partnerships.
6. Department culture and staff retention.
7. Use of technology.

1. COMMAND CAPACITY

Current Situation

- Sammamish currently operates under a Captain Police Chief model, who reports to the KCSO Major in charge of Precinct 2 and is accountable to the Sammamish City Manager. The Chief is supported by an administrative assistant and four sergeants. This model places some constraints on the Chief's ability to shift work to others, as some duties cannot be delegated to staff at the sergeant level.
- Sammamish relies on KCSO precinct staff to provide supervision when the Chief is off duty. This comes with a modest amount of risk, as precinct staff may not be as directly connected to the community, though this is likely mitigated by the fact that the precinct office is located in Sammamish.
- Anecdotal reports indicate that the Police Chief is overcapacity and challenged to manage current workload.

Triggers Indicating an Increase in Capacity is Needed

- Appropriate command capacity is a function of total demand on leadership. This should not be measured solely by size of the department, though that is of course a primary factor. Contributors to Chief workload include:
 - **Size of the department and span of control.** The Police Chief's primary duty is to supervise and manage staff. The time required for such duties is directly proportional to the size of the department and the number of staff supervised. As noted above, some supervisory duties cannot be delegated to staff at the sergeant level.
 - **Community expectations.** Members of the Sammamish community traditionally have high expectations for City services, including the work of their police department. Sammamish residents value direct access to the Police Chief, which is not the norm in other communities, when they have concerns or complaints. A potential proxy for this high level of service – the provision of house checks – is noted in Exhibit 2.
 - **Proactive engagement with City and community members.** The Chief currently leads the department's regular interactions with City staff and policymakers, as well as proactive engagements with community members. While short of a full implementation of a community policing model, Chief Bennett has elevated the department's participation in targeted engagements by participating in community forums, meetings, events, and diversity panels; by restarting the Youth Explorer program; and launching the Healthy Communities Coalition which convenes community stakeholders to participate in problem solving.
 - **Proactive management of the department.** Implementation of the opportunities identified in this report to strengthen the police department, as well as other special projects, will require leadership capacity. This applies to opportunities to reshape basic operations (Options 3, 4, 5 and 7), as well as opportunities to strengthen the culture and functioning of the department. As an example, staff retention strategies described later in this report would require time and attention by the Chief to manage department-wide training and develop personalized professional development plans for individual officers.

Potential Investments, Costs, and Benefits

- **Option 1a. Move to a major model.** This model increases the rank of the police chief from a captain to a major and provides a captain as a second in command to provide relief to the police chief and handle administrative items that must be handled above the rank of sergeant.

The incremental cost of this option would be \$250,000 for adding a major position (including salary, benefits, equipment, and vehicle). The captain position is already paid for through the existing police chief position. As both the captain and major are exempt positions, there is no overtime pay associated with a level of effort beyond a standard work week.

- **Option 1b. Add additional sergeants to cover all shifts.** Currently, Sammamish has three sergeants, excluding the administrative sergeant, that are staffed to supervise patrol on a similar four day a week and 10 hour a day schedule. This leaves a gap of at least three to six sergeants to provide shift supervision on a 24-hour basis. During the times Sammamish sergeants are not on duty, officers are unsupervised. The City relies on precinct sergeants to respond if something critical occurs, but the City does not backfill the vacant shifts.

At a cost of \$220,000 per sergeant, the City would need to invest more than \$660,000 to provide consistent coverage by Sammamish sergeants.

- **Benefits Associated with Both Options**
 - Relief for the Police Chief, which would support the retention of current and future individuals holding the position.
 - Succession management, particularly with Option 1a, which would establish a captain with experience and relationships in the City as a potential replacement for the major.
 - Increased capacity for strengthening the department, participating in community events and community policing, special projects, administrative functions, and supervision of and professional development planning for officers.

Exhibit 2. KCSO Contract City Command Model Comparison, 2018

	Command Model	2017 Calls for Service	Provide House Checks?	Population	Geography (square miles)	Patrol Districts	Commissioned FTE
Newcastle	Sergeant Police Chief	1,825	No	11,280	4.5	1	10
Woodinville	Captain Police Chief	3,561	Yes	11,660	5.6	5	15
Maple Valley	Captain Police Chief	4,157	No	24,900	5.9	1	20
Kenmore	Captain Police Chief	4,253	No	22,580	6.3	5	16
Covington	Captain Police Chief	5,493	Yes	19,850	6.0	1	18
Sammamish	Captain Police Chief	6,029	Yes	62,240	18.5	3	30*
SeaTac	Major Police Chief with 1 Captain	13,170	No	28,850	10.2	4	46*
Shoreline	Major Police Chief with 2 Captains	16,308	No	55,060	11.7	6	52
Burien	Major Police Chief with 1 Captain	20,648	No	50,680	13.2	6	52

Note: *SeaTac and Sammamish FTE from 2018 KCSO Contract, Commissioned FTE in other cities from WASPC 2017 Commissioned total.
 Source: DOR April 1, Population Estimates, 2018; King County Sheriff’s Office, 2018; WASPC Full Time Law Enforcement Employee Count 2017; and BERK, 2018.

2. ADMINISTRATIVE CAPACITY

Current Situation

- The City of Sammamish employs one City staff member as an administrative assistant to the Sammamish Police Department. Because the position involves administration of sensitive material, a background check is required. In addition to such administrative duties, the individual in this position acts as the face of the Department in City Hall by sitting at the front desk and responding to walk-in inquiries, some of which are for KCSO's Precinct 2 which is located upstairs and staffed by two administrative positions. The individual in this role also provides administrative assistance to the Police Chief as time allows.
- Because this position requires a more thorough background check than is required for other City positions, other City staff cannot easily fill-in or provide relief.
- Anecdotal reports indicate that the individual in this position currently is overcapacity.

Desired Benefits and Values Associated with this Option

- Without conducting a workload study, we cannot identify a clear "trigger" identifying the need for additional administrative capacity. Instead, we will highlight the benefits of such an investment, as relates to other desired outcomes and the values suggested on page 9, including:
 - Ensuring administrative functions are performed properly, mitigating risk.
 - Expanding the capacity of the Police Chief by freeing her of some duties.
 - Strengthening the department's capacity community policing.

Potential Investments and Costs

- **Option 2a. Create an additional position.** The additional capacity would be used to alleviate pressure on the Police Chief (related to Option 1, above) and create additional non-commissioned capacity for coordinating community policing (Option 5, below). While this position could be contracted through KCSO, it would be advantageous to structure this as a City position for cost efficiency, control, and retention purposes. The cost of a City administrative position in 2018 is \$93,800, including salary and benefits as opposed to an administrative position provided through the KCSO contract which could range from a cost of \$117,352 for an Administrative Specialist II to \$139,268 for an Administrative Specialist IV.
- **Option 2b.** As an alternative, the department could develop a volunteer cadre to assist with administrative duties. Such volunteers would serve as ambassadors to the community but would be less able to assist with community policing.

3. COMMISSIONED OFFICER CAPACITY

Current Situation

- Sammamish currently staffs to minimums, meaning there are three patrol officers on duty to staff the City's three patrol districts. During calls when multiple officers are required to respond, patrol districts are left unstaffed. Similarly, when an officer conducts a defendant transport, a patrol district is left unstaffed. When an event occurs in a patrol district that is unstaffed, Sammamish relies on KCSO deputies from other jurisdictions, including King County Precinct 2, to respond. In 2017, 11% of primary responses to dispatched calls for service were made by officers outside the Sammamish Police Department. Relying on other jurisdictions carries some risk to the City as officers from other jurisdictions could be unavailable to respond due to incidents in their own jurisdictions, which can impact response times. In addition, if the precinct officer were to relocate from Sammamish City Hall to another location, it could impact precinct response times to Sammamish calls.
- With no **shift relief factor** built into the current staffing model, the City relies on overtime or KCSO backfill when officers are sick, on vacation, or training. Sammamish spent \$222,000 on overtime and backfill related to staffing minimums in 2017, which is roughly equivalent to the cost of 1.2 patrol officers¹. Using overtime and backfill to staff positions is currently a more economical way for the City to staff vacancies, but the approach carries some risk to the City and potential for lower level of service from officers not accustomed to the City's standards. In addition, officers reported frustration with added shifts and denied training requests that may be denied due to a lack of shift coverage. To staff the three patrol districts 24/7 with Sammamish officers, the City would need to almost double the number of existing officers to 40 officers, after taking into account time for PTO, training, and other functions. While this level of investment would be both infeasible and unnecessary, it establishes one endpoint for potential staffing levels.
- Under more modest assumptions, based on current workload and calls for service, it is anticipated that Sammamish will have a need for 21 patrol officers in 2020, which is two patrol officers more than current staffing levels.
- When the need for an additional officer is identified, it typically takes 18 months to recruit, hire, and

SHIFT RELIEF FACTOR

A department's shift relief factor (SRF) is necessary to estimate the number of officers that should be assigned to a shift in order to ensure the appropriate number is working each day. The SRF shows the relationship between the maximum amount of time that an officer can work and *actually* works. The difference is driven by an officer's notional time off each year, including: their regular days off each week, vacation, holiday, sick time, training, and other PTO.

¹ Cost of patrol officer is from KCSO's contract – Exhibit A, 2017. It includes the salary, benefits, and step 6 adjustment, and equipment (uniform, supplies, vehicles, cell phone, and 800MHz radio) for officers.

train officers before they are available to serve the City of Sammamish.

Triggers Indicating an Increase in Capacity is Needed

There are several indicators that can be used to identify when additional patrol or detective capacity is needed. Some are early indicators, while other indicators provide less time to react, resulting in a capacity gap due to the 18-month period required to recruit, hire and train a new officer. The City will be well-served to pay attention to early indicators and make preventative investments to avoid capacity gaps and resultant diminishment of service.

Early indicators of patrol staffing need

- Annual dispatched calls for service (DCFS) increase beyond 9,000. At this level of DCFS, the number of officers required to respond to the workload increases exponentially beyond 21 patrol officers, based on workload hours.
- A significant increase in overtime costs related to staffing levels (i.e. backfill, training, court, and call outs).
- Insufficient permanent staffing for routine coverage or special community events.

Other indicators of patrol staffing need

- Crime is increasing. Although crime is anticipated to increase with population, an unusual spike in crime could indicate an insufficient police presence in the community.
- Complaints about police are increasing.
- Response times are not acceptable to the community.
- KCSO is not able to provide backup resources in a timely manner when requested.

Indicators of detective and traffic enforcement staffing needs

- Case follow-up is difficult or delayed due to volume.
- Cases rejected by the prosecutor for inadequate investigation.
- Increased criminal traffic activity and/or traffic accidents.
- Increased vehicle accidents with bicycles and pedestrians.

Potential Investments, Costs, and Benefits

- **Option 3a. Add two additional patrol officers.** Projected calls for service indicate that two additional officers are needed by 2020. The added capacity would better meet anticipated increases in demand for police services. The 2018 cost of two additional officers, including equipment, is \$395,000.
- **Option 3b. As an alternative, the department could add a fourth officer to shifts that experience higher demands.** Currently, Sammamish staffs a swing shift that helps mitigate the increase in calls for service in the afternoon and evening when residents get home from school and work. This option would require adding three or four officers. The 2018 cost of three to four additional officers, including equipment, is \$590,000 - \$790,000.
- **Option 3c. Add a fourth patrol district, increasing minimum staffing to four on-duty officers.** The City should consider adding a fourth patrol district that either redistributes calls for service evenly across the four, or by adding a fourth patrol district that focuses on the urban core of Sammamish, including the Town Center. This would require an addition of at least six additional officers. The 2018 cost of six additional officers, including equipment, is \$1.2 million.

STOREFRONT OR SATELLITE POLICE STATIONS

Some stakeholders have suggested establishing community-based facilities to increase the visibility and presence of officers in the community. Given the costs associated with these kind of installations, the community's low-density development, and the department's lean staffing model, we do not recommend these options as making the best use of limited resources. We believe the community will be better served through more mobile officers able to move to where they are needed.

Appendix B provides funding options for police services.

4. TIERED POLICING

Current Situation

Finding cost-effective ways to provide public safety services is important for cities faced with new service demands that are not adequately addressed with traditional public safety delivery. Fully commissioned officers are the most expensive option for delivering public safety services and some needs may not require fully commissioned law enforcement officers. Emerging public safety concerns such as cybercrime, opioid abuse, crimes by individuals with untreated mental illness, homelessness, and school violence require a varied set of tools and strategies.

In response to this changing public safety landscape, there is a movement to change delivery of police services – to become more collaborative, more fiscally sustainable, and more effective. Through its contract with KCSO, the City of Sammamish has the option of choosing from a menu of internal and external options to design a customized public safety program. Unlike many other cities, if Sammamish chooses to supplement contracted services with City employees, it does not have the labor and/or employment impediments to creating a tiered policing model that strategically blends the expertise and costs associated with fully commissioned, partially commissioned, and non-commissioned personnel.

Desired Benefits and Values Associated with this Option

- Tiered policing offers Sammamish an opportunity to increase levels of service, particularly related to community policing (discussed in greater detail beginning on page 21), while making efficient use of public resources.

TIERED POLICING BACKGROUND

“Tiered Policing” is a system of providing tiers of police services with varying capabilities in skills and authority. It is described by Paul McKenna in the [Canadian Police College Paper Series](#)¹:

‘Tiered policing,’ describes an innovative strategy designed to use a mix of conventional “sworn police officers” with other service providers such as; new types of police (i.e. PCSO), civilians, private security, community agencies, and volunteers etc., to perform and deliver a range of police functions and activities. Recruited, trained, empowered and paid differently than conventional police officers, tiered policing models offer a range of less costly and more diverse policing personnel for police services to utilize. This policing model allows sworn police to focus their special powers and expertise on “core” policing functions while other police personnel deal with policing issues that might otherwise be unavailable if dependent solely on the availability of a sworn police officer.

One way to think about tiered policing is to think of the tiered delivery medical services – another crucial, high-risk and high cost public need. There are tiers of medical providers: Licensed Practical Nurses, Registered Nurses, Physician Assistants, Medical Doctors – and each provide an important service, but each with unique training and expertise appropriate for the service being delivered. It would be prohibitively expensive and inefficient to expect an MD to deliver all medical services. Likewise, there are many types of public safety needs, and it is not practical or necessary to have every public safety need addressed by a fully commissioned police officer. Indeed, some studies estimate up to 85% of requests for public safety service do not require a commissioned police officer.

¹ Paul F. McKenna, “[Tiered policing: an alternative model of police service delivery](#)” Canadian Police College, Discussion Paper Series; Ottawa, Ontario: Canadian Electronic Library, 2014.

Potential Investments

Tiered policing can take many forms. Sammamish could develop a system to augment contracted KCSO officers with non-sworn City employees with public safety training, as well as volunteers, reserves, and retired law enforcement employees.² In devising this approach, the City would evaluate its public safety needs by looking at the details of community requests and calls for service and determine which needs require the legal authority and training of a commissioned police officer. Usually, these are the calls for service that are potentially violent and may require arrest, use of force, or emergency driving. Fortunately, in Sammamish, these types of calls are infrequent. The community is generally concerned about the timeliness and quality of the response, not the specific details of the individual providing the service. Fully-commissioned law enforcement officers will always be needed, but many valuable services can be provided by non-commissioned personnel such as:

- Vacation house checks.
- Parking enforcement.
- Taking reports for lower-level crimes such as graffiti, car break-ins, mail theft, fireworks, and vandalism.
- Follow-up with residents who have contacted the police to share case status and/or take report.
- Meetings with neighborhood groups, supported by uniformed officers when appropriate.
- Opening and closing parks.
- Crime analysis.
- Representing the Police Department at City meetings.

Tiered policing models can be cost effective. In most instances, a tiered approach can reduce or contain policing costs without diminishing service quality. Non-sworn public safety staff are less expensive to hire, train, and employ than fully-sworn law enforcement officers.

Exhibit 3. Approximate Cost Comparison

Commissioned	Limited-Commission	Non-Commissioned
\$1.00	\$0.75	\$0.50

Source: BERK, 2018

In addition to comparative salary differentials, which are approximated in **Exhibit 3**, there is significant cost to the employer to test and screen applicants for commissioned police positions to the level required

² Megan Alderden and Wesley G. Skogan, “Ideas and Insights: Research on Civilians in Policing,” *The Police Chief* 84 (May 2017): 42–44

by Washington State law.³ After initial hire, each recruit must attend the 720-hour Criminal Justice Training Academy, for which there are a limited number of openings, and often a several months wait to attend. Equipment, vehicle and uniform costs are added to the salary for an individual offer. After graduation from the academy, a several month-long field training program is required before an officer fills a patrol position. This process from initial application to solo patrol can take 18 months, and unfortunately, there is significant attrition during this time. Even after filling a position, there are hours of continuing training required by the state with its own associated costs in training fees and/or backfill. A fully trained police officer is a very valuable, and expensive City resource.

The hiring and training of civilian public safety personnel is more streamlined and takes less time. The tiered policing model widens the pool of potential applicants and may attract applicants that differ from the traditional police profile. Several colleges and universities in the region provide quality training in the form of degrees or certificates in criminal justice and public safety specialties. Many of these students are interested in serving in public safety, but not as sworn officers. For example, the Seattle University Criminal Justice has a highly-respected Crime Analysis certificate program and will embed interns within a Police Department to collect information from the community, write and update community policing plans. There is a large pool of candidates eager to address public safety needs not being fulfilled by sworn personnel and there tends to be keen local competition for the civilian positions.

The tiered policing approach can be a more fiscally sustainable approach to community requests for more presence, more response, and more continuity of personnel. Employing a variety of individuals with diverse backgrounds enhances stated community policing goals. Even with the City's many positive qualities, contract deputies often leave Sammamish after fulfilling their minimum commitment. To minimize the effects of the turnover, the City can assemble a cadre of City employees to provide supplement to the sworn contracted personnel. This will create a stable public safety structure that will endure as contracted employees come and go.⁴

³ RCW 42.101.095, WAC Chapter 139-07

⁴ The Place of Civilians in Policing," in *Policing: An International Journal of Police Strategies & Management* 37, no. 2 (2014), 259–284.

5. COMMUNITY POLICING AND COMMUNITY PARTNERSHIPS

Current Situation

The Sammamish community desires access to and interaction with police separate and apart from active law enforcement responses to crime. Community members would like to see a greater focus on community policing and increased police presence in non-enforcement roles. Examples provided by the Healthy Communities Coalition included:

- Strong and intentional partnerships with schools or adding School Resource Officers (SROs) to elementary or middle schools.
- An increased focus on proactive police approaches, rather than reactive.
- Using non-law enforcement approaches to address behavioral health.

This desire is reflective of a broader movement nationwide to strengthen community policing and increase the trust between law enforcement officers and the communities they serve.

Community policing should be implemented through both patrol capacity provided by commissioned officers and dedicated community-focused staff, who can be limited or non-commissioned personnel or volunteers, as discussed in the Tiered Policing Option, above.

The minimum staffing approach currently used in Sammamish considers what is estimated to be a sufficient number of patrol officers that need to be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. As noted above in the discussion of patrol capacity, the current model does not allow for setting performance objectives for community policing activities in addition to responding to calls or following up on self-initiated activities.

Desired Benefits and Values Associated with this Option

Community policing is often seen as a preventative investment that helps maintain a positive and collaborative relationship between police and community members. This aligns with community values related to ensuring resident safety and quality of life; providing a high level of service; managing City risk exposure; and retaining staff interested in developing and practicing the skills needed for this approach to police work.

Potential Investments

Because of the many options addressed in this section, they are described below in categories related to building department capacity, focusing on schools, partnering, and leveraging community resources and volunteers.

Build Department Capacity

- **Positions**
 - **Establish dedicated Community Resource Officer or Community Policing Coordinator position** to develop, organize, train, and lead the Sammamish Police Department and City employees in the philosophy of community policing and the strategy of problem-oriented policing. True community policing collaborations require dedicated resources, especially to support community members who volunteer their time.

- **Build community policing capacity into patrol officer duties and staffing levels.** In addition to employing dedicated specialists focused on community engagement, the community policing model engages patrol staff in preventative or proactive policing and developing relationships with community members. As these duties occur outside of dispatched calls for service, it is important to build capacity for community policing into staffing assumptions. This is further discussed in Option 3, related to commissioned officer capacity, beginning on page 15.
- **Establish the City of Sammamish as a community policing destination that attracts and retains KCSO employees interested in learning and practicing these skills.** The community policing approach to public safety attracts sworn and non-sworn police professionals who are progressive critical thinkers, innovative, energetic, collaborative, personable and self-motivated. They seek satisfaction in wrestling with problems the City wants solved or mitigated. They do not want to produce widgets on an assembly line; they want to produce tailored results that are meaningful and desired by the community. This connection to staff attraction and retention is further explored in Option 6 beginning on page 25.

Typically, sworn and non-sworn employees will self-select to be involved with community policing efforts. The training, community collaboration, recognized responsibility and opportunity to create a portfolio of accomplishments can be attractive to talented, innovative, self-motivated individuals deeply committed to effective, efficient and ethical public service.

The Sammamish Police Department enjoys a very positive reputation within the county due in large part to its Chief who is talented, enthusiastic, energetic, innovative and motivated – all qualities demanded by the community policing philosophy.

Focus on Schools in Particular

Sammamish has two SROs – one assigned to Skyline High School in the Issaquah School District and one assigned to Eastlake High School in the Lake Washington School District. In addition to being located at the high schools, the SROs may provide coverage to other schools and areas near the high school that are still within City limits. The City of Sammamish currently shares the cost of SROs with both the Issaquah and Lake Washington School Districts. With the new Issaquah School District High School #4 planned, some Council members have expressed interest in additional SROs, perhaps including more of a direct focus on middle schools.

Potential investments could include:

- Establishing a Community Resource Officer (CRO) position as noted above, with school safety as part of overall duties.
- Establish additional SRO(s), who could be limited-commissioned staff, potentially jointly funded with school districts or through school impact fees.
- Develop school-specific community policing plans.
- Partner with local schools on safety issues that are relevant to students and their families such as online personal and financial safety and teen driving. At the end of senior year, provide safety lessons for teens and their parents about the new safety challenges in the transition from high school to college. Chief Bennett excels in all these subjects and if provided with support resources, could

make the police/school partnership a standout for the City.

Partnering

Because community policing acknowledges the truth that a community polices itself, and the police and overall city government more accurately coordinates and facilitates the effort, it is suggested that the police department consider the following strategies to forge beneficial partnerships with the community.

- **Coordinate with neighborhoods and other groups to craft specific community policing plans** by geography or community (e.g. neighborhoods, retail owners, schools, LGBTQ, seniors, ethnic groups). [The City of Seattle's model](#) provides a regional example of this approach.
- **Provide CPTED (Crime Prevention Through Environmental Design) information** to residents and businesses.
- **Explore collaborating with existing private security providers** to address demands and expectations from the community that do not require the power and authority of a sworn law-enforcement officer. These services could include leveraging neighborhood private security to conduct vacation house checks and watch for package thieves; or partnering with existing retail security to identify suspicious persons loitering in areas where criminal activity is a concern.

Leveraging Community Resources and Volunteers

Police service is a significant expense for a municipality so leveraging community resources is a productive way of using public resources efficiently.

- Create a **Sammamish Police Department Foundation** comprised of volunteers from the community who want to donate their time, talent, and financial resources as a public service to enhance the operation and resources of the Sammamish Police Department. The U.S. Department of Justice's Office of Community Oriented Policing Services (COPS) has created a [manual](#) to help departments start a foundation. The Sammamish community is well suited in available resources and community involvement to support a foundation.
- **Recruit community volunteers** to be "Community Safety Liaisons" who can interact with other community groups and individuals to assist with the managing of special events such as parades, outdoor movie nights, Halloween festivities, extreme weather episodes, public gatherings and celebrations.
- **Recruit student volunteers** from the local high schools who are interested in performing a public service or are interested in public safety career. These volunteers can help with lost and found stations at city events, setting up venues for various City events, producing public safety social media content for Sammamish Police Department and other City departments.
- **Recruit college students and professors** from Central Washington University or other local colleges as volunteers who are interested in performing a public service or in a public safety career. The volunteers can perform more advanced services similar to those being performed by the high school students as noted above, as well as helping the Sammamish Police Department create and manage neighborhood policing plans for city neighborhoods and other sub-communities such as business groups, social groups, or communities of interest.

These student volunteers also could work with the **Community Resource Officer or Community Policing Coordinator** described on page 21 to pursue the strategy of community policing through environmental design (CPTED) where volunteers, officers, and other City department representatives work with various neighborhood groups to explore how, for example, lighting, signage, vegetation can be employed to enhance public safety in particular locations.

- **Use reserve officers** to supplement police services. Reserve officers graduate from a reserve academy, perform under the supervision of a sworn officer, and have a limited commission that allows them to perform many police functions.
- **Create a Police Cadet** program to connect with local high school and college students as they provide services to the City. A cadet program offers young men and women firsthand experience and training in the field of law enforcement while working individually or as a team to develop confidence and leadership skills that benefit any career choice. Cadet programs can be a valuable community link to local high schools and colleges.
- As noted in the discussion of technology beginning on page 27, there is an opportunity to leverage Sammamish community resources in technology to augment KCSCO-provided **crime analysis capacity** and advance other technology-related initiatives.

It is important to note that volunteers, reserves and cadet are not “free” labor. They all require coordination, management, supervisory oversight and some equipment, in exchange for the expertise and flexible capacity they offer. This can be particularly valuable during emergencies or special events, and the investment in these community-based resources strengthens the community/police relationship.

6. DEPARTMENT CULTURE AND STAFF RETENTION

Current Situation

- Sammamish competes with other contract cities to attract and retain KCSO deputies, who have some discretion to move to positions of their preference. With some looking for more challenging policing conditions and a more stimulating urban environment, Sammamish is challenged to attract and retain officers, with tenure in Sammamish tending to be brief, as noted in Exhibit 20 of the Existing Conditions and Future Service Demand Report.
- The nature of policing in Sammamish is truly different than in contract cities with higher crime. Sammamish has an opportunity to develop a reputation for a policing focus and style that is tailored to its population, with a strong emphasis on community policing.
- Current staff expressed a feeling of disconnect from the City, a lack of adequate facilities, and a lack of time and resources to attend trainings.
- Staff also described inconsistent supervision associated with a lack of command capacity (see Option 1 beginning on page 11) as contributing to turnover.

Desired Benefits and Values Associated with this Option

- All cities and organizations benefit from the retention of high-performing staff. Given the high expectations of its residents and the City's desire to provide a high level of service, this is particularly true for police officers in Sammamish. The creation of a strong department culture and the retention of high-performing officers would strengthen the City's ability to uphold all of values discussed on page 9.

Potential Investments

To advance this Option, the Police Chief could:

- **Create a departmental strategic plan.** This plan would build on the options and recommendations contained in this report, as well as the active participation of police department staff. It would address:
 - The Sammamish Police Department law enforcement philosophy, building on the values discussed within this report.
 - Basic policing structure and operations.
 - Organizational culture, training, and staff retention. Investments in this area might be supported by the creation of a Sammamish Police Foundation, which could provide specialized equipment and/or training opportunities to Sammamish PD officers and staff or host Sammamish Police events, including banquets, awards, and family events. The idea of a police foundation is further considered on page 23.
- **Focus on the training and professional development of officers to strengthen their connection and commitment to the Sammamish community and to aid in officer attraction and retention.** This might include developing a regional reputation expertise that is unique to Sammamish PD and will draw attention and prestige to the agency. Based on feedback received during interviews with

Sammamish Police Department staff, related options to training include the following:

- Establishing a dedicated training budget that will be protected from being used to cover backfill. Include training time in overall staffing estimates and provide appropriate backfill.
- Create individualized career and aligned training plans for officers, encouraging staff development that aligns with the interests and needs of the Sammamish community such as community policing, work with youth, and other relevant topics. The sidebar at right describes some more specific opportunities for consideration that were suggested by Sammamish police officers during interviews.

TRAINING AND RETENTION OPTIONS

- Give officers opportunities for short sabbaticals to gain work exposure in specialized units elsewhere in the Puget Sound region.
- Pair police supervisors with a peer in another city department.
- Subsidize college credits at Central Washington University or arrange for ability of department employees to audit classes.
- Subsidize specialized physical training options (such as CrossFit or yoga) at the Sammamish Family YMCA or other nearby athletic facility.

7. USE OF TECHNOLOGY

Current Situation

- Many of the Sammamish Police Department's technology needs are met through its contract with KCSO. KCSO provides the personnel and technology to manage all law enforcement records functions, as well employee computers, computer training, and other related technology such as the Computer Aided Dispatch (CAD) and Mobile Data Terminals in vehicles.
- While KCSO would manage implementation of system- or enterprise-level development of technologies such as vehicle- or body-mounted cameras, the City of Sammamish has the ability to implement additional technologies as discussed below, either independently or perhaps in partnership with KCSO.

Desired Benefits and Values Associated with this Option

Appropriate use of technology can advance law enforcement services in line with community values by increasing residential safety and quality of life and strengthening community/police interactions. Moreover, well-managed use of technology can do this with efficient long-term use of resources, freeing human resources to focus on needs that cannot be met through automated systems.

There are many public safety technology products marketed to police departments and it is important to work carefully with the City's IT and budget departments to ensure that there is sufficient infrastructure and support for any technology tools, and that a multi-year total cost of ownership is considered.

Potential Investments

The efficient use of resources is a strong Sammamish value and has been a theme running throughout the options presented so far, including tiered policing, community policing, and leveraging community resources. The department can also consider options to gain resource efficiencies using technology. Carefully selected and implemented technology tools can save staff time and speed up tedious tasks while maintaining an appropriate level of service with the community. A large number of Sammamish residents work in the technology industry and the community is likely adept at using technology to interact with the police department.

Two primary opportunities have been identified to enhance resource efficiency:

- **Continue to work with the Issaquah Municipal Court to provide video court services.** Sammamish Police Department staff currently must transport defendants to the courthouse, which requires a patrol officer to leave city limits and reduce coverage. As noted in discussion of patrol officer capacity, transports can have a significant impact on the department's ability to respond to calls.
- **Encourage online reporting.** Sammamish residents may currently use the [King County Sheriff's Office Online Reporting System](#) that allows for reporting non-emergency crimes online. Residents can report non-violent crime that has already occurred such as vandalism or mail theft without having to wait for an officer to respond to collect all the details. This can be convenient for residents, assuming they are comfortable with the online interface, and greatly reduces the labor associated with in-person reporting. Even with additional efforts to enhance the level of service associated with this approach, online reporting can both reduce and smooth workload for the Sammamish Police Department. Options to provide additional support include:

- Provide online instructions and/or reporting advocates who can walk individuals through the reporting process.
- Offer follow-up calls or visits once initial report is filed and reviewed. This may be done by non-commissioned personnel and may be scheduled for non-peak times.

Leveraging technology to enhance public safety response.

- **Video camera registry.** Many businesses and residences now have video security systems and Sammamish could develop an inventory of homes and businesses with surveillance video to facilitate retrieving evidence. Several cities have developed programs to make it easy for residents and businesses with video security systems to voluntarily register them with their police department. When an incident occurs in the area, police are then able to quickly obtain video evidence without spending the time to canvas the area to identify homes or businesses that might have helpful video. Many systems have the capability to upload video and send it directly to the department, further saving staff time in gathering evidence. Cities of all sizes throughout the country are implementing such camera registration programs, including the [Des Moines Police Department](#) in south King County. Organizing the inventory and retrieving video could be done by non-commissioned staff.

- **Automated License Plate Readers.** Sammamish could deploy either mobile (mounted on vehicles) or strategically placed stationary Automated License Plate Readers (ALPR) to assist police in solving crimes and locating missing persons. An automated license plate reader uses optical character recognition to read vehicle registration plates to create vehicle location data. ALPR systems capture a contextual photo of the vehicle, an image of the license plate, the geographic coordinates of where the image was captured, and the date and time of the recording. The ALPR system does not access any personal information through its analysis of license plates. Information about the vehicles is stored and can be used to track the location of a suspect vehicle over time.

The system can be used to expedite the tedious and time-consuming process of comparing vehicle license plates with lists of stolen, wanted, and other vehicles of interest. While identifying the whereabouts stolen vehicles are an obvious use case, APLRs can also be used to track vehicles

associated with other crimes, helping detectives solve crimes and evening contributing to crime prevention by deterring would-be criminals. The geographic nature of the Sammamish community, with most traffic in and out of the community passing along a limited number of arterials, makes it particularly well-suited for stationary ALPRs.

The International Association of Chiefs of Police [has information](#), including an [operational guidance document](#) related to ALPR use.

It is highly recommended to gather input from the community about deploying automated plate readers before making any decisions on acquiring this type of tool due to concerns raised by privacy advocates who are worried about cities gathering data.

Leveraging technology for information sharing and community interaction.

- **Community engagement.** The Sammamish Police Department's current web page and Facebook account could be used more fully and updated more often. These tools are ideal tools for sharing

public safety information with the community and creating additional opportunities to inform and interact with residents. The department could create youth-specific safety content on its web page to share relevant information with students and their families. It is important to regularly update the pages with new information to maintain interest.

- **Create crime analysis capacity** beyond that currently provided by the Sheriff's Office Central Crime Analysis Unit. KCSO provides limited analysis of crime data, and no support for cities who would like to present this information in visual or interactive displays. The City can take the raw crime data available from KCSO and elsewhere about crime statistics and use visualization tools to create an accessible, informative, and even interactive portal. Local technology companies such as Tableau and Microsoft regularly partner with cities to help them understand how to take their crime data and share it with interested community members.

This enhanced capacity can be used in the development of the neighborhood policing plans and enhance the outward facing Sammamish Police Department webpage, so community members can access crime data and other public safety information at their convenience. Members of the Sammamish community are proficient with technology and this can be an area of partnership, as noted previously.

- **Partner with technology volunteers from the community.** Many Sammamish residents work in technology-related fields. The department could solicit volunteers from the community and schools to supplement its technology efforts, including regularly updating content, creating a technology outreach plan, and screening potential new technology.

The International Association of Chiefs of Police's [Best Practice Guide for Smaller Police Departments, Acquisition of New Technology](#) can assist the City and police department with making wise technology investments.

Consultant Recommendations and Conclusion

While Councilmembers, City staff, and Sammamish Police Department leadership and staff may draw on any of the options presented in the prior section to improve the functioning of the department, the consultant team's highest priority recommendations are presented below in Exhibit 4. **Appendix B** provides a summary of potential funding options for these investments.

Exhibit 4. Prioritized Consultant Recommendations to Enhance Police Services

Recommendation	Short-term, with costs noted	Future, with triggers noted
Retain the City's existing service delivery model.	Continue contracting for police services through King County Sheriff's Office to maintain existing quality of service and benefit from economies of scale.	Consider a regional approach to providing law enforcement services as the eastside region continues to grow.
Augment command and administrative capacity.	Hire an additional City administrative position. By increasing administrative capacity to 2 FTE, additional support will be provided to the Chief, diminishing to some degree the need for additional command capacity, and additional support for community policing will be generated. Cost: \$94,000, including salary and benefits.	Switch to Major Police Chief model as demands on the Police Chief increase to the point that additional command capacity is required.
Focus on commissioned officer capacity, tiered policing, and community policing.	Establish a formal community policing model that relies on tiered policing to maximize efficiencies. The city should work with the Police Chief to determine the appropriate level of staffing, which could include: <ul style="list-style-type: none"> ▪ A non-commissioned Community Resource Officer or Community Policing Coordinator position as a city-hire (\$94,000 including salary and benefits) <u>or</u> a commissioned Community Service Officer, as a KCSO-hire (\$145,000, including salary, benefits, equipment) ▪ An increase of patrol capacity by two officers to allow for more community policing (\$395,000 for, including salary, benefits, equipment) <p>The higher-cost commissioned CSO may offset some need for additional patrol capacity, possibly making this option more cost-effective than the limited city position. Retain existing patrol districts.</p>	Increase commissioned officer capacity to respond to increased demands for service over time and provide more capacity in the shift schedule to allow for training and community policing opportunities. Consider adding a new patrol district, focused on the urban core. Expand the ability of the department to leverage volunteers, reserve officers, or cadets.

Recommendation	Short-term, with costs noted	Future, with triggers noted
Strengthen department culture and staff retention.	Request that the Police Chief develop a strategic plan that articulates the department's philosophy and establishes strategies related to operations, culture, training, and retention.	Increase capacity and budget for training in ways that link the City's interest and officer skill and career development.
Leverage technology to enhance efficiency and public safety.	Continue to work with the Issaquah Municipal Court to provide video court services and encourage online reporting. Use community policing capacity to enhance communication with residents. Explore feasibility of using Automated License Plate Readers and creating a video camera registry.	Expand the ability of the department to leverage crime analysis, perhaps with the support of volunteers or regional technology firms.
Enhance funding options to support public safety aims.	Establish a Sammamish Police Foundation to support the department.	Leverage the City's increasing tax base to fund additional capacity associated with growth of the community.

Sammamish has a well-deserved reputation as a safe community with a high quality of life. The community is well-educated and family-oriented, with high expectations from City government. It is well-served by the contracted law enforcement services it procures from KCSO. With continued focus on public safety as an essential service, Sammamish can be a leader in providing innovative, responsive and efficient public safety services to maintain the exceptional quality of life in the City.

Appendix A

Existing Conditions and Future Service Demand Report

Appendix B

Police Services Funding Options

Sammamish Police Services Study

DRAFT Existing Conditions and Future Service Demand Report | November 16, 2018





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Sammamish Police Services Study

DRAFT Existing Conditions Report | November 16, 2018 |

I. Introduction	4
Purpose of this Report	4
Process Summary	4
II. Sammamish Community Context	5
Demographics	5
Geography	7
III. Community Perceptions	8
Virtual Town Hall Survey	8
Community Stakeholders.....	12
IV. Sammamish Police Department: Description	15
Department History	15
King County Sheriff's Office Contract	15
Organizational Structure	22
Patrol Districts and Staffing	26
Organizational Culture and Communications	31
V. Sammamish Police Department: Resource and Capacity Assessment	35
A. Resources.....	37
B. Safety	43
C. Functional Capacity.....	47
VI. Future Service Demand	51
VII. Alternative Service Delivery Options	56
Attachment 1	1

I. Introduction

PURPOSE OF THIS REPORT

The City of Sammamish is conducting a Police Services Study to evaluate how to best serve residents, business owners, and visitors by providing responsive, well-managed, effective, and efficient law enforcement that is reflective of community concerns, priorities, and resources.

This Existing Conditions Report serves as a baseline, describing how the City contracts with the King County Sheriff's Office for law enforcement services and how the Sammamish Police Department operates. Additional phases of work will explore how the City may best prepare to meet current and predicted demand for law enforcement service given the continued growth and evolution of the Sammamish community. While this baseline description identifies some areas and specific ideas for improvement, it does not make any recommendations. Evaluation of options and specific recommendations will come in the next phase of work.

PROCESS SUMMARY

BERK staff have been working on this material at the direction of City Manager Office staff since March 2018. BERK has had the benefit of the direction and active participation of City Council members, including members of the Public Safety Committee and Committee of the Whole. We have also collaborated closely with the chief of police in this work.

BERK facilitated the following analyses and engagements to obtain the information reported in this document:

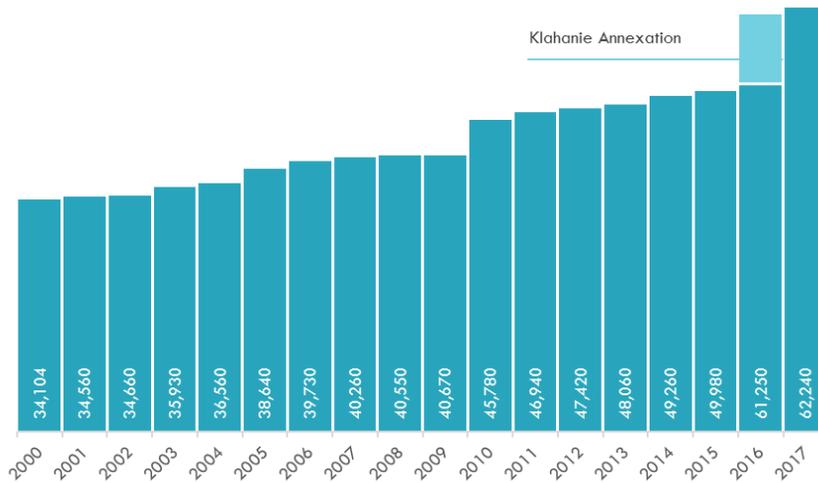
- **Community profile.** To provide a concise description of community characteristics relevant to law enforcement, BERK leveraged previously completed work, including information gathered for the City of Sammamish Health and Human Services Needs Assessment (BERK, 2018).
- **Community engagement.** To gather input from Sammamish residents and key stakeholder groups, we conducted a Virtual Town Hall survey, a business survey, and group discussions with the Healthy Communities Coalition and the Sammamish Youth Board.
- **City and Police Department engagement.** We conducted interviews with:
 - The Director of Finance & Risk Management, Director of Parks & Recreation, and a Traffic Engineer with the Public Works Department.
 - The Eastside Fire & Rescue Fire Chief.
 - The City of Sammamish Chief of Police.
 - The Police Services Administrative Assistant.
 - Sammamish Police Deputies and Detectives (10).
 - Sammamish Police Sergeants (3).
- **Law enforcement data analysis.** BERK collected and analyzed data related to calls for service from the City and King County Sheriff's Office.

II. Sammamish Community Context

DEMOGRAPHICS

Sammamish’s population was estimated at 62,240 in 2017. This reflects the near doubling of its population between 2000 and 2017, including the 2016 annexation of Klahanie which added over 10,000 residents to the city’s population. Exhibit 1 shows Sammamish’s population growth from 2000 to 2017.

Exhibit 1. Sammamish Population Growth, 2000-2017



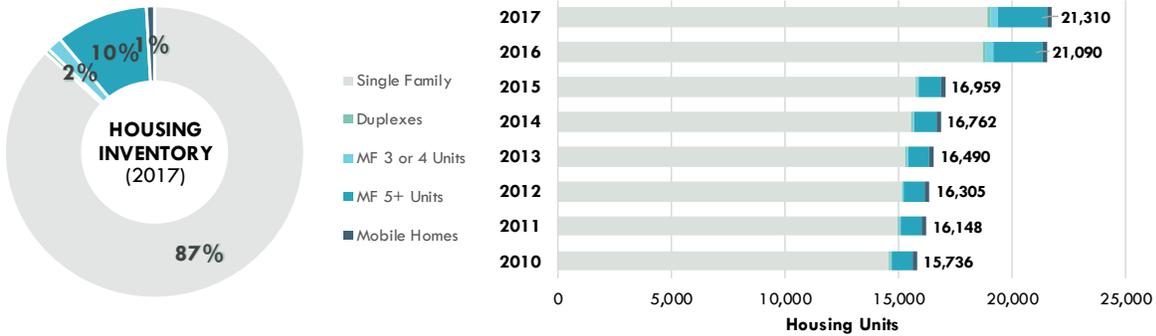
Source: WA State Office of Financial Management, 2017; BERK, 2018.

Sammamish is predominantly comprised of high-earning family-households, with over 85% of households owning their residence. Over one third of the population are under 18, indicating a high number of families with children still at home. The median household income sits just above \$150,000 annually, considerably higher than many other neighboring communities east of Lake Washington.

Only 3% of the population are living in poverty as defined by the federal poverty level. However, 10% of Sammamish households earn less than 300% of the federal poverty level, a common proxy for poverty in the Puget Sound region. Given the high cost of housing in the region, it is likely that households under this threshold (an annual income of \$35,460 for an individual and \$72,900 for a family of four) are unable to afford other basic goods.

While historically the housing stock in Sammamish has been made up of single-family homes, with the annexation of Klahanie in 2016, a number of higher density multi-family housing units were added to the mix of housing in the City. The development of the Sammamish Town Center is expected to further increase the amount of multi-family housing. The Town Center Plan adopted a proposed upper limit of 2,000 new housing units, and 600,000 square feet of commercial development. Exhibit 2 shows the composition of housing in Sammamish as of 2017.

Exhibit 2. Housing Inventory, 2017 and Housing Units by Type, 2010-2017

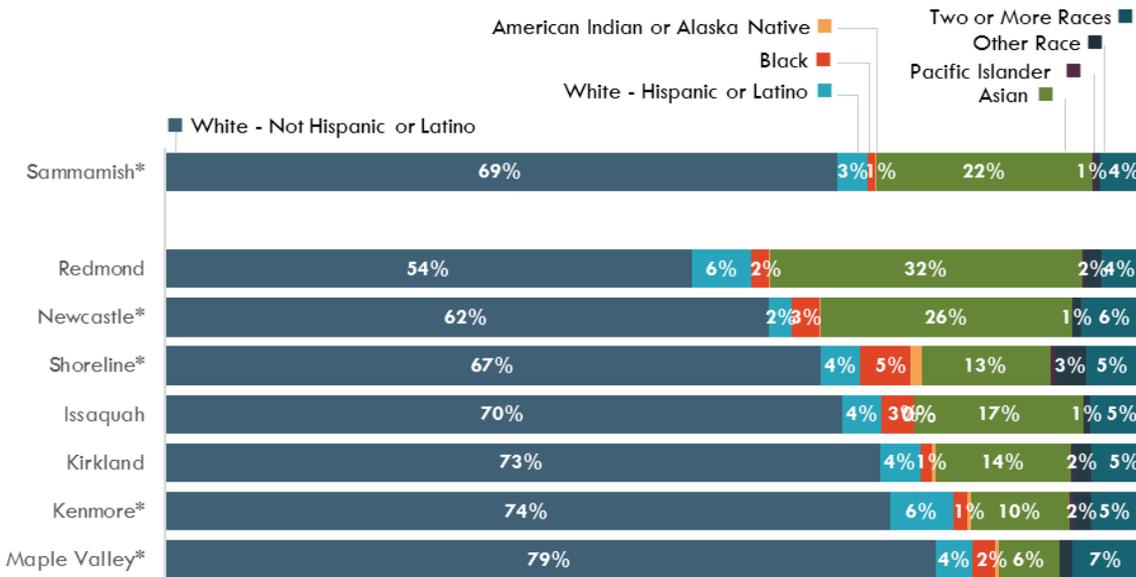


Source: WA State Office of Financial Management, 2017; BERK, 2018.

Sammamish is not a regional employment center, with most Sammamish residents working elsewhere in the region. The Puget Sound Regional Council estimates Sammamish as having 6,250 covered jobs (excluding self-employed individuals), while its population is nearly ten times that number. This results in a jobs-to-housing ratio of one job for every 3.4 housing units. Sammamish has one of the lowest unemployment rates of comparable cities in the region, at 3.5%.

Since incorporation, the Sammamish community has become more racially and ethnically diverse. Between 2000 and 2016, the percent of the population identifying as White decreased from 86% to 69%, those identifying as Asian and Pacific Islander increased from just over 9% to over 23%, and those identifying as Hispanic or Latino increased from 2.5% to 4%. Exhibit 3 shows the most recent available breakdown of racial and ethnic makeup in Sammamish as compared to selected cities in the region.

Exhibit 3. Racial and Ethnic Diversity, Selected Cities in King County, 2016



Note: *Indicates a King County Sheriff's Dept. partner city.

Source: U.S. Census, American Community Survey 5-year Estimates, 2012-2016; BERK, 2018.

GEOGRAPHY

The layout of the Sammamish community provides some barriers to navigation and efficient provision of effective emergency services. Because the community is not directly connected to a major highway, access to the city must come by way of Issaquah to the south, or Redmond to the north. Many streets do not connect through the various neighborhoods, and only select arterials allow access across the entire city. This contributes to transportation issues and prevents easy travel from one part of the city to another.

The annexation of Klahanie, and the fact that part of the city is situated on the plateau with part in the valley, exacerbates the segmentation of different areas within the city.

III. Community Perceptions

Community input was collected in May 2018 through several methods outlined below. A summary of each follows.

- Virtual Town Hall Survey.
- Healthy Communities Coalition Meeting.
- Sammamish Youth Board Meeting.
- Business Community Survey.

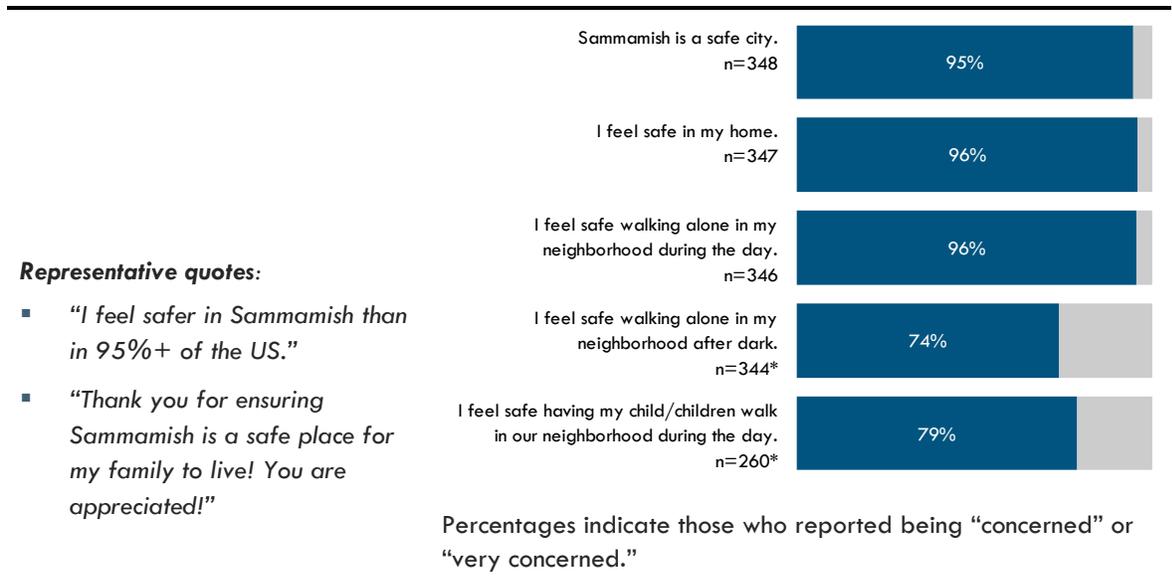
VIRTUAL TOWN HALL SURVEY

We offered an online survey through the City of Sammamish Virtual Town Hall website to learn more about community members’ perceptions of safety, police performance, and priorities for police services. The survey was voluntary and open from May 4 – May 31. A total of 438 people elected to participate in the survey; respondent demographics and results are shown in more detail in Attachment 1 – Virtual Town Hall Results. A summary of key takeaways and high-level demographics is presented below.

Safety

Residents overwhelmingly feel safe in the city, with 95% reporting they agree or strongly agree that Sammamish is a safe city.

Exhibit 4. Survey Responses on Perceptions of Safety

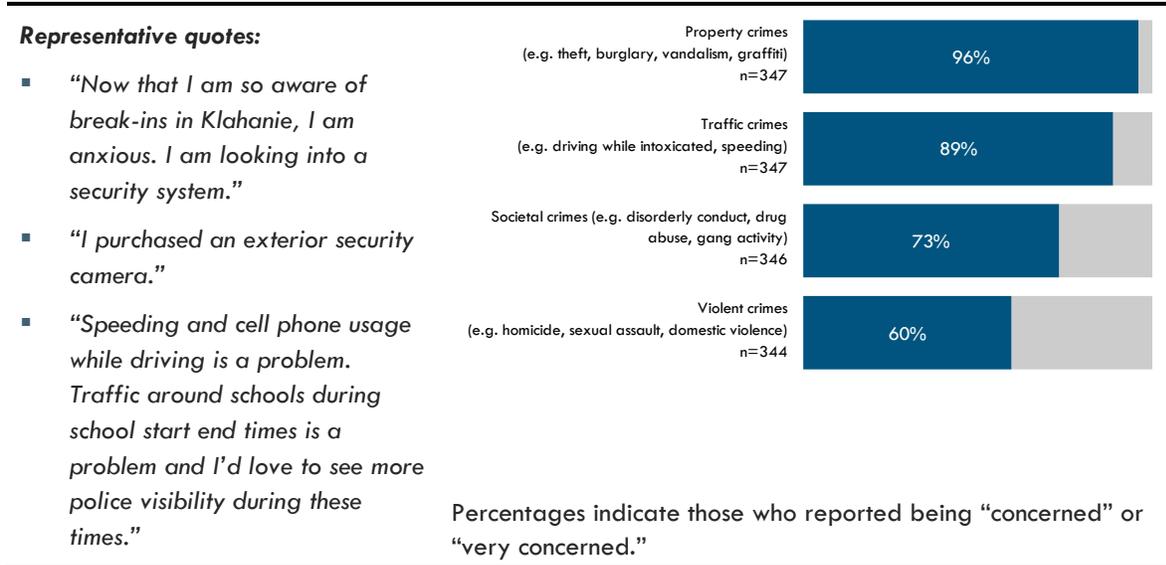


Source: Sammamish Virtual Town Hall Responses, 2018; BERK, 2018.

Residents are most anxious about property crimes and traffic crimes, with 96% of residents reporting they are concerned or very concerned about property crimes and 89% concerned or very concerned about traffic crimes. More than 50% of residents are also concerned or very concerned about societal crimes

(73%) and violent crimes (60%).

Exhibit 5. Survey Responses on Concern about Crimes



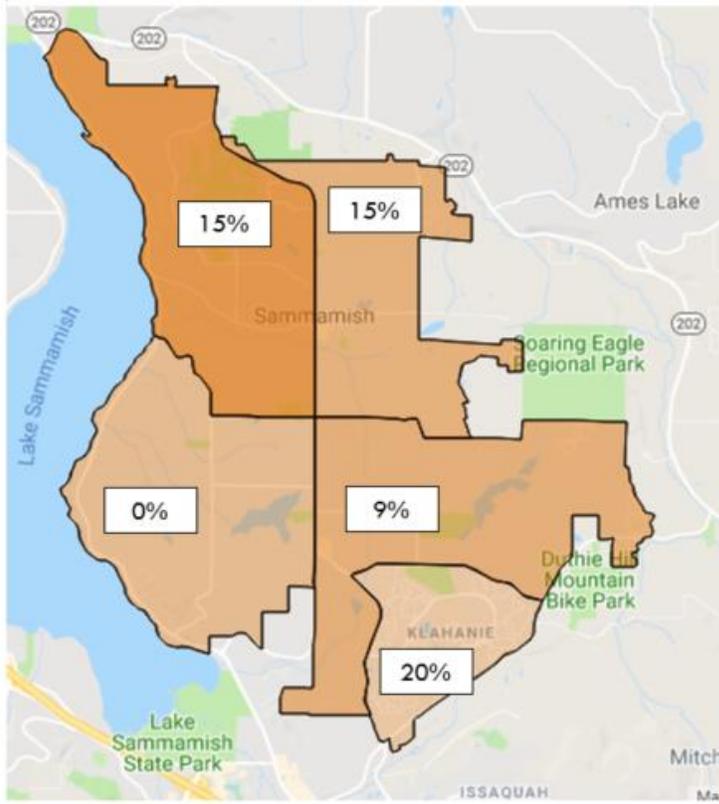
Source: Sammamish Virtual Town Hall Responses, 2018; BERK, 2018.

Community Perception of Police

Just over a third of residents responding to the survey had contact with the Sammamish Police in the last year. Of those, 39% had contact for non-police services.

Overall, residents reported being comfortable calling the police if they need assistance (91%) and confidence in the ability of Sammamish Police to serve their needs (79%). Responses were split over whether police presence is adequate in the city, with 55% agreeing or strongly agreeing that it is adequate. Across Sammamish, 15% of registered responses reported inadequate police presence. The Virtual Town Hall website can also display these responses by geographic area, which shows inadequate police presence as shown in Exhibit 6.

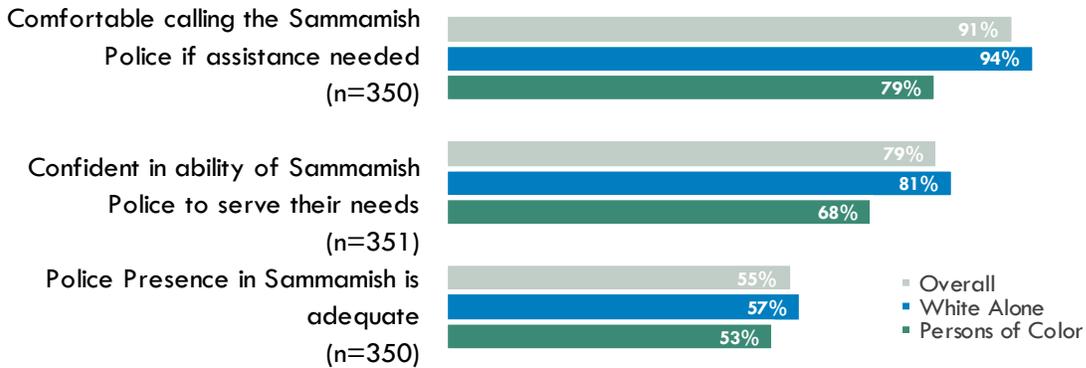
Exhibit 6. Survey Responses on Adequacy of Police Presence by Geography



Source: Sammamish Virtual Town Hall Responses, 2018; BERK, 2018.

Survey respondents reported different levels of comfort when broken down by race. Those who identified as white alone responded with more positive perceptions of police overall as shown in Exhibit 7.

Exhibit 7. Survey Responses on Perceptions of Police

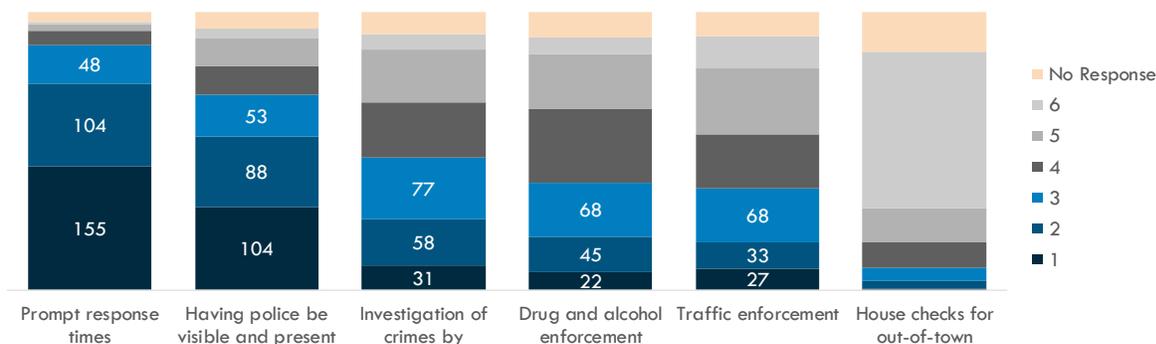


Source: Sammamish Virtual Town Hall Responses, 2018; BERK, 2018.

Police Services

Residents were asked to rank their police service priorities. Of the 349 responses, prompt response times and a visible and present police force were ranked the highest, with 88% of respondents ranking prompt response times in their top three priorities and 70% ranking a visible and present police force in the top three. House checks for out-of-town residents were ranked the lowest, with only 8% of respondents placing it in their top three priorities. The results of this question are shown in Exhibit 8.

Exhibit 8. Police Services Priorities



Source: Sammamish Virtual Town Hall Responses, 2018; BERK 2018.

General Feedback

BERK collected open ended input in the survey and analyzed the response themes, which are summarized in Exhibit 9. Recurring themes include: strong appreciation for the work that Sammamish police officers do and the common sense they employ in enforcement; desire for an increased police connection with the community, as well as a more visible force at night, on the weekends, and in the Klahanie neighborhood; a desire for clarification around the relationship between King County and the Sammamish Police Department; and concern around how future growth in population and density in the town center would affect demand for police services.

Exhibit 9. Summary Themes from Open-Ended Survey Responses

APPRECIATION	DESIRE FOR MORE	CLARIFICATION & CONCERN
<ul style="list-style-type: none"> For officers, the work they do and enforcement approach. Of police visibility and public event attendance. 	<ul style="list-style-type: none"> Connection with the community. Presence at night, on weekends, and in the Klahanie neighborhood. 	<ul style="list-style-type: none"> Clarify: relationship between King County and Sammamish Police Department. Concern: future growth in population and density in the Town Center.

Source: Sammamish Virtual Town Hall Responses, 2018; BERK, 2018.

Virtual Town Hall Responder Demographics

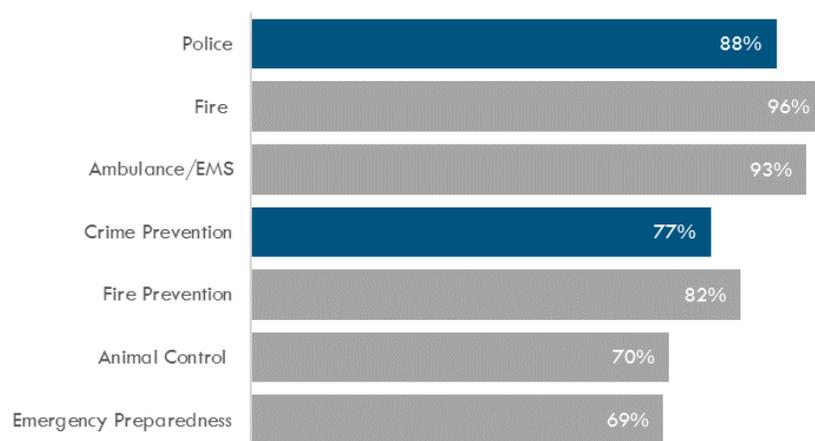
Select information about the 438 survey responders' individual characteristics is included below:

- 82% of respondents identified their race as white and 10% as Asian. Three percent identified their ethnicity as Hispanic.
- 83% of respondents reported an annual household income of over \$100,000.
- Most respondents were between the ages of 35 and 64 (62%).
- The majority of respondents (54%) identified as female.
- Nine percent of respondents owned a business in the City of Sammamish.

2016 National Citizen Survey – Community Livability Report

In 2016 the National Research Center conducted a citywide survey asking participants to rate safety aspects of their local government, as shown in Exhibit 10. While this survey was not part of the Sammamish Police Services Study, it is recent and relevant to this study, showing results comparable to those of the Virtual Town Hall Survey.

Exhibit 10. Percent of Respondents Rating Safety Aspects of Government Favorably



Source: National Citizen Survey – Community Livability Report, 2016.

COMMUNITY STAKEHOLDERS

In addition to conducting the Sammamish Virtual Town Hall, the BERK team facilitated engagement efforts to hear from specific stakeholder groups, including underrepresented populations, youth, and the business community. Overall, the Sammamish community holds its Police Department in high regard. This is noteworthy given the generally less positive police/community relations elsewhere in the country, and important as the reputation of a police department can reflect positively or negatively on city government overall because of the frequent, and often intimate, interactions between police personnel and people who reside in, work in, and visit the city. The community clearly appreciates the public safety service the City of Sammamish and its leadership provide. In turn, deputies generally feel welcomed and respected by Sammamish residents when attending to their needs. The Sammamish Chief of Police and the Police Department staff reported enjoying a good relationship with Sammamish residents.

A more detailed summary of individual outreach efforts and key findings is presented below.

Healthy Communities Coalition

A focus group was conducted with the Healthy Communities Coalition on May 9, 2018. The Healthy Communities Coalition is a group founded and organized by the current police chief and includes representation from many organizations that serve Sammamish residents, including Cultural Bridges, Eastside Fire & Rescue, the India Association of Western Washington, Issaquah Food and Clothing Bank, Lake Washington and Issaquah School Districts, Sammamish Arts Commission and Human Services Commissions, and Youth Eastside Services. Because of the large size of the group, three discussion groups were conducted in tandem, with participants asked to represent the views and concerns of the communities they serve. Key feedback from the Healthy Communities Coalition included an interest in:

- Strong and intentional partnerships with schools.
- Adding School Resource Officers (SROs) to elementary or middle schools.
- An increased focus on proactive police approaches, rather than reactive.
- Community policing and increased police presence in non-enforcement roles.
- Using non-law enforcement approaches to address behavioral health.

Sammamish Youth Board

A discussion group was conducted with the Sammamish Youth Board on May 16. Youth were asked to fill out a worksheet with questions around their perception of safety and the police before discussing their answers in small groups facilitated by BERK staff. Key insights from these discussions include:

- Youth feel safe.
- Some youth find the police to be intimidating and are unsure when it is appropriate to call the police.
- Sammamish Police are generally seen favorably.
- Most youth have not interacted with the police aside from SROs or being pulled over for speeding.
- Youth would like the police to do more outreach and have better connections with the community.
- Youth are worried about drugs, on-campus safety, and park patrols.

Local Business Owners

The City of Sammamish conducted an intercept survey with businesses in Pine Lake Village, The Village at Sammamish Town Center, and the Klahanie Shopping Center. Thirteen businesses participated, including Bartell Drugs, Metropolitan Market, Mod Pizza, Progression Cycles, QFC, Rite Aid, Safeway, and a variety of smaller businesses. Key findings include:

- 11 of 13 participating businesses rate the services the Sammamish Police Department provides to local businesses positively, while the remaining two answered neutrally.
- Shoplifting and theft are the primary crimes of concern.
- Nearly all businesses reported feeling comfortable contacting the Sammamish Police Department for assistance.

- Most businesses surveyed said they did not need additional services from the Sammamish Police Department. Those that would like more services asked for a more visible police presence to deter crime, such as more walk throughs of retail areas.

IV. Sammamish Police Department: Description

DEPARTMENT HISTORY

Since the City of Sammamish incorporated in 1999, Sammamish has contracted for law enforcement services from the King County Sheriff's Office (KCSO). The mission of the Sammamish Police Department is "to provide quality, professional law enforcement services to improve public safety within our city."

KING COUNTY SHERIFF'S OFFICE CONTRACT

Overview of KCSO Contracts

KCSO provides contract services to ten cities (Burien, Carnation, Covington, Kenmore, Maple Valley, Newcastle, Sammamish, SeaTac, Shoreline, and Woodinville), two towns (Beaux Arts Village and the Town of Skykomish), two transit agencies (King County Metro and Sound Transit), the Muckleshoot Indian Tribe, and the King County International Airport. In addition to day-to-day operations, KCSO provides officer vehicles and equipment, umbrella liability coverage, and access to specialized units such as helicopter air support and a marine and dive unit.

The KCSO contract allows contract cities, such as Sammamish, to interview and select their police chief from a list of qualified candidates and to maintain control over policing priorities, including the degree of emphasis given to community engagement efforts. The uniforms and vehicles of the department can have unique insignia reflecting the City. As a result of this contract partnership, the Sammamish Police Department's internal communications, culture, and systems for performance management and accountability are a blend of KCSO and City of Sammamish influences.

Overview of City of Sammamish Contract with KCSO

The contract for police services is embodied in an interlocal agreement between the municipality and King County. The agreement sets forth specific details regarding chief selection, financial details including contract cost adjustments and invoicing, services offered, processes for requesting additional services, contract oversight, dispute resolution, and contract termination. The agreement outlines the authority that may be exercised solely by the Chief, issues that require input and approval from KCSO, and issues that must be consistent between KCSO and the City. A summary table of the agreement authority outline can be seen in Exhibit 11. An Oversight Committee consisting of City Executives from the contract agencies, the Sheriff, a County Executive designee, and the Chair of the King County Law and Justice Committee, meets regularly to administer the agreement. The contract may be amended by mutual agreement of the City and County, subject to approval by the Oversight Committee.

Exhibit 11. Summary of Authority Over Policing Issues

CHIEF'S SOLE AUTHORITY	KCSO INPUT AND APPROVAL REQ.	KCSO AND CITY CONSISTENCY REQ.	KCSO EXCLUSIVE GOVERNANCE
Operations			
<ul style="list-style-type: none"> ▪ Prioritization of reactive patrol time ▪ False Alarm Ordinances/ Response Impound Procedures ▪ Supplemental Reports Incident Notification Policies ▪ Direct access to dept. support services ▪ Auth. of support services 			<ul style="list-style-type: none"> ▪ Search & Rescue ▪ Abandoned/ Unclaimed Property (storing and managing) ▪ Airborne/ Bloodborne Pathogens
Policy/Administrative			
<ul style="list-style-type: none"> ▪ Community Policing ▪ Crime Prevention Standards ▪ Prioritize meeting attendance (meetings for the contracting entity take priority over county meetings; county meetings will be kept to a minimum and conducted as efficiently as possible) ▪ Awards Program ▪ Travel and Expense Guidelines 	<ul style="list-style-type: none"> ▪ Accident Response Criteria ▪ Court Attendance Policies ▪ Call-out Procedures ▪ Communications Center Procedures ▪ Traffic Enforcement Policy and Procedures ▪ K-9 Response Policy ▪ Response Priorities 	<ul style="list-style-type: none"> ▪ Pursuit Policy ▪ Seized Property ▪ Use of Force ▪ Internal Investigations Unit Policies & Procedures ▪ Reporting Forms ▪ Standards of Conduct ▪ Arrest Warrant Policies ▪ Labor Contracts (4) ▪ Supervisory Standards 	<ul style="list-style-type: none"> ▪ DV Response ▪ Civil Process ▪ Landlord - Tenant Policies ▪ BAC Levels– State ▪ OSHA/WSHA/EPA Reqs. ▪ King Co. Code of Ethics ▪ Public Disclosure/ Records ▪ Gun Permits and Concealed Pistol Licenses ▪ Federal Labor Std. Act ▪ Family Leave and Benefits Policies ▪ Americans with Disabilities Act ▪ Civil Service Rules ▪ KC Career Service Rules ▪ EEOC Guidelines/Reqs.
Personnel/Resources			
<ul style="list-style-type: none"> ▪ Additional Training ▪ Job Description of Supplemental FTE's ▪ Expenditure of the contracting entity's police budget ▪ Staffing assignments/ deployment within confines of dedicated City positions ▪ Use of volunteers and volunteer programs (except reserve officer) 	<ul style="list-style-type: none"> ▪ Uniform/Equipment/ Vehicles (incl. appearance regs.) ▪ Reserve Program ▪ Specialty Unit Personnel Selection ▪ Shift Hours ▪ Prioritization of Precinct Detective Unit Workload 	<ul style="list-style-type: none"> ▪ Basic Skills Training (a) Emergency Vehicle Operations; Firearms (Include Reviews) ▪ Off-Duty Work ▪ Field Training Officer Program ▪ Personnel Eval. System/Annual Eval. ▪ Hostage Negotiations Tac. Team Deployment ▪ Alt. Work Schedules 	<ul style="list-style-type: none"> ▪ Training ▪ Basic Law Enforcement Training Academy ▪ First Aid - L&I ▪ CPR - L&I ▪ Computer Info Access Training ▪ Discipline

Source: King County and City of Sammamish Interlocal Agreement 2000; BERK 2018.

The contract renews automatically from year to year. Either the city or the County can terminate the agreement by giving notice of intent to terminate. After the 45-day notice period, the contract terminates 18 months later.

Police Administration Services

Several administrative responsibilities typically handled by a city with a municipal police department are handled by the King County Sheriff's Office. Those include the below items, which are described in more detail on the following pages:

- A. Administrative oversight, professionalism, and standards
- B. HR management, including hiring and performance reviews
- C. Performance measurement systems
- D. Data reporting systems
- E. Records management and public disclosure response
- F. Use of technology
- G. Evidence storage and maintenance
- H. Risk and liability

Officer Equipment and Specialty Unit Support

- I. Officer tools and equipment
- J. Specialty service delivery systems

A. Administrative Oversight, Professionalism, and Standards

KCSO provides administrative oversight for contracted employees including payroll, internal audits, internal investigations and any associated disciplinary processes (e.g. mediations, arbitrations, civil service appeals), and review boards for driving incidents and uses of force. KCSO develops and maintains department policies and procedures and responds to all required filings and responses to the Washington Association of Sheriffs and Police Chiefs related to mandatory policy compliance. KCSO has an in-house legal advisor as well as support from the King County Prosecuting Attorney's Office in attending court hearings, preparing documents, defending lawsuits, and attending depositions.

B. HR Management, Including Hiring and Performance Reviews

KCSO manages the entire human resources process for contracted employees. This includes the recruiting, testing, background investigations, enrollment in the state training academy, post-academy field training, performance appraisal processes, promotional processes, leave management, medical and military leave management, Americans with Disability Act (ADA) evaluation and accommodation, and management and retention of personnel and training records. KCSO and King County oversee all labor relations including contract negotiation, contract interpretation, and labor disputes. KCSO manages compliance with Labor & Industry and other workplace safety requirements, King County personnel and civil service rules, ADA, and Equal Employment Opportunity (EEO) requirements.

The city may select a police chief for the city from a list provided by KCSO. For newly requested staff, the city begins paying several months in advance to account for the time and cost of screening, selection and

academy training. There currently is a significant backlog of applicants for slots at the Basic Law Enforcement Academy (BLEA) run by the Washington State Criminal Justice Commission in Burien. Accordingly, there is a delay in starting the training process for newly-hired officers. KCSO generally gets priority for positions because of its size and role as a contractor providing officers to numerous cities and agencies. KCSO also has a staff presence at the BLEA facility and can monitor recruit progress during the academy. Depending on the number of vacancies throughout KCSO, the City occasionally has to carry a vacant position until additional deputies complete their initial academy and field training. KCSO staff who choose to transfer to the city make a two-year commitment to work in the city, unless promoted or other special circumstance.

KCSO requires supervisors to conduct annual performance reviews of employees as a way to provide an objective and fair means of measurement for both recognition and training needs. In addition to the KCSO performance reviews, the police chief has the authority to create a separate performance evaluation of officers in the City of Sammamish and report those results to the City Manager and KCSO precinct command staff with any recommendations for performance improvement.

C. Performance Measurement Systems

The Oversight Committee establishes performance measures and benchmarks for evaluating KCSO's contract performance. King County has a centralized [Office of Performance and Strategy](#) that has institutionalized a highly developed system of performance measures, strategy deployment and Lean-informed performance management. The Office provides resources and training to help County agencies understand and deliver data. The County also has a [Criminal Justice Strategy and Policy](#) team that provides research and analysis on many criminal justice issues to support youth, families, and those impacted by crime and the justice system. The services, resources, and training about these processes are available to the Sheriff's Office.

D. Data Reporting Systems

The police chief is responsible for setting department goals, objectives, developing and reviewing performance indicators to measure goal/objective fulfillment, and reporting progress made on goal attainment in coordination with the city. The County provides support services and technology to further those goals through its Research, Planning, and Information Services Unit.

In order to report on law enforcement services and criminal activity, the city and County jointly establish reporting districts that cover the city boundaries. The County has responsibility for quarterly reports of criminal activity and use of law enforcement services; the police chief is responsible for notifying the city of significant criminal activity that occurs within those boundaries.

E. Records Management and Public Disclosure Requests

KCSO provides the personnel and technology to manage all law enforcement records functions. There are federal, state, and local guidelines regarding the encryption, handling, organization, retention, and expungement of law enforcement records. Moreover, there are state and federally mandated requirements regarding the background requirements of personnel who handle or view the records. Intentional or unintentional violation of these rules can result in civil and criminal penalties. For this reason, it generally requires trained full-time employees to perform records management and processing tasks.

The Records Unit processes case documents; conducts criminal history records checks; processes concealed weapons permits; performs juvenile record sealing and destruction processes; and maintains files on wanted,

missing, or dangerous persons, stolen property, warrants, and court orders.

Washington State has one of the most liberal public records access laws in the country. Law enforcement reports and related documents are among the most requested documents. KCSO has a designated Public Disclosure Officer for records related to all KCSO personnel and law enforcement matters and has an online records request system with separate areas for insurance companies, law enforcement agencies, and the general public. The Public Disclosure Officer handles all public records requests for police department records including any redacting of the records and/or handling disputes related to the content or timeliness of the disclosure. Video is becoming an increasingly larger portion of law enforcement records. A large volume of storage needed, and the maintenance and redacting of video is a very complex and time-consuming process. The Washington State Patrol manages the Washington Requests for Electronic Collision Reports (WRECR), which handles public records requests for collision reports for all state agencies.

F. Use of Technology

KCSO provides each employee computers, computer training, and other related technology such as the Computer Aided Dispatch (CAD) and Mobile Data Terminals in vehicles. King County also provides for radio communications, records management (which includes software to write and submit officer reports), and fingerprinting services for unincorporated King County and its contract cities. Sammamish residents may also use the King County online reporting system that allows for reporting non-emergency crimes online. Residents can report non-violent crime that has already occurred such as vandalism or mail theft without having to wait for an officer to respond to collect all the details. This system also allows residents to receive their police report back by email. Allowing for online reporting gives a fuller picture of crime in an area because it allows for the easy reporting of less serious crimes that might not have been reported because of the additional time and effort required.

King County has a centralized IT Department (KCIT) that manages the infrastructure for KCSO's IT systems and provides technical support and [project governance](#) for KCSO's IT projects. Projects are reviewed before they are approved in the County budget, increasing the likelihood that future technology investments will be sustainable and provide value to the public.

G. Evidence Storage and Management

Evidence storage and maintenance is a significant issue for police departments nationwide due to the space required and standards that must be met to store drugs, firearms, bodily fluids, and flammable materials, among others. This is especially true of evidence vehicles due to environmental regulations that must be met.

KCSO's Property Management Unit provides evidence storage and management and ensures proper chain of custody records for all items of evidence associated with a criminal case including vehicles and narcotics.

H. Risk and Liability

King County accepts responsibility for any liability resulting from the actions of contracted employees. This includes investigating and defending the action, as well as any settlement or judgment. King County also provides risk management services that evaluate and make recommendations on high risk activities that are inherent in law enforcement related to vehicle operation, enforcement activities, and personnel behavior.

I. Officer Tools and Equipment

One of the tools that officers and the department have access to is [the King County Sheriff's Office 911 Center](#), which is a Commission on Accreditation for Law Enforcement Agencies (CALEA) accredited emergency dispatch center. The state of the art facility is constructed to withstand significant natural disasters such as earthquakes and storms. The Dispatch Center provides services to the unincorporated areas of King County and all contract partners. King County 911 has close relationships and ability to transfer calls to neighboring agencies that have their own dispatch centers such as Issaquah, and other regional dispatch centers such as NORCOM that serves Bellevue, Kirkland and Medina; and Valley Communications that serves several agencies in south King County. Access to the King County dispatch center is charged based on use, similar to specialty units.

KCSO provides officers with uniquely marked vehicles and is responsible for outfitting them with light bars, in-car systems and laptops, and gas. KCSO also provides vehicle maintenance and replacement.

As part of the contract, officers are also outfitted with uniquely marked uniforms, officer liability insurance, weapons and tasers, radios, and cell phones. Each sworn FTE is provided with a laptop and appropriate accessories, and KCSO Computer Resources Unit is responsible for the repair and maintenance of the equipment, software, and accessories. Computers are replaced every three years, and a replacement fee is charged to the city on a monthly basis based on the number of computers in the City.

J. Specialty Service Delivery Systems

The City of Sammamish has access to additional specialty police services through their contract with King County, as outlined in the bullets following. The contract specifies the City will pay for a proportional share for hostage negotiations, major crimes investigation, the Marine Rescue Dive Unit (MRDU), Major Accident Response and Reconstruction (MARR) unit, Special Weapons and Tactics (SWAT) unit, and Fire Investigations, but the City has access to all services if needed.

- [Hostage Negotiations Unit](#): KCSO has hostage negotiators who are trained to respond to incidents involving hostages, barricaded subjects, or suicidal persons. The goal of the team is to resolve the event without incident or harm.
- Sheriff's Training Unit: This unit provides in-service and specialty training, keeps training records, and monitors and reports compliance with all mandated in-service training requirements for state peace officer certification and any specialty unit certifications.
- [Major Crimes Unit](#): The Major Crimes Unit investigates serious crimes such as homicides, robberies, and felony assaults. Specialized units from KCSO such as the photography lab support major crimes in documenting crime scenes.
- [Canine Unit](#): The KCSO K9 unit provides trained handler and dog teams that provide search, tracking, narcotics identification, and explosive detection.
- [Marine Rescue Dive Unit \(MRDU\)](#): The MRDU provides water-related law enforcement, investigations, rescue, and recovery services. Services include patrol, emergency response, firefighting, accident investigation, derelict vessel investigation, boater and water safety education, spill containment, and hazard removal.
- [Hazardous Devices and Materials Team \(HDMT\)](#): The unit handles explosive materials, suspicious packages, drug lab chemicals, and other hazardous materials. The team includes bomb technicians

trained by the FBI, explosive detection canines, and robots to handle potentially dangerous substances.

- [Major Accident Response and Reconstruction \(MARR\)](#): The MARR Unit is available 24 hours per day to respond to all fatal and critical injury collisions. The unit also investigates felony hit and run collisions and assists the Major Crimes Unit in diagramming crime scenes.
- [Fire and Arson Investigation](#): The Fire/Arson Investigation Unit conducts comprehensive fire investigations to determine the origin and cause of fires and performs criminal investigation of arson fires. Criminal investigation includes identification, apprehension, and prosecution of those responsible for arson fires.
- [Air Support](#): King County has a full-time dedicated helicopter unit that provides air support to patrol and search and rescue missions. The helicopter has several specialized tools such as infrared cameras and high-powered search lights. Members of the KCSO tactical team are certified in fast rope rappelling to quickly access areas not accessible by regular means.
- [Tactical Teams](#): King County has a tactical (SWAT) team that is specially trained and equipped for high risk activities such as high-risk warrant services, dignitary protection, and hostage rescue.

The cost of shared services each year are based on a three-year average of workload, which can be defined using actual incidents, hours, or other metrics, depending on the service. A three-year average is used to account for swings from year to year, and because many of these services are used inconsistently and on an as-needed basis.

For example, the 2018 Hostage Negotiations Unit cost was estimated from the total number of incidents they handled on average from 2014-2016. 2017 is not included since metrics and costs are still being finalized when 2018 estimates are generated. The city's cost is then determined from their share of incidents during those years.

The MRDU cost is calculated similarly, but also takes into consideration the length of a city's shoreline. The costs making up the city's charge for the contract is then compared to the actual salaries, benefits, and overtime used during the year, and the difference is charged or credited the next spring.

ORGANIZATIONAL STRUCTURE

The organizational structure of the Sammamish Police Department is depicted in Exhibit 12. The Department uses a captain-model, meaning that the police chief is a rank of captain within the KCSO organization and reports to the King County Precinct Commander.

The rank of a police chief in a KCSO contract city is determined by city population. Cities with populations less than 20,000 can have a police chief with a rank of sergeant; cities with population greater than 20,000 must have a police chief ranking as a captain or higher; and the “full city model department” may select a major as their police chief.¹

The City of Sammamish employs one City staff as an administrative assistant to the Sammamish Police Department, whose primary responsibility is to act as the face of the Department in City Hall, sitting at the front desk and responding to walk-in inquiries. In addition, this role provides administrative assistance to the police chief as time allows. This position requires a more thorough background check than other staff receive, and so other City staff cannot easily fill-in when she is not in the office.

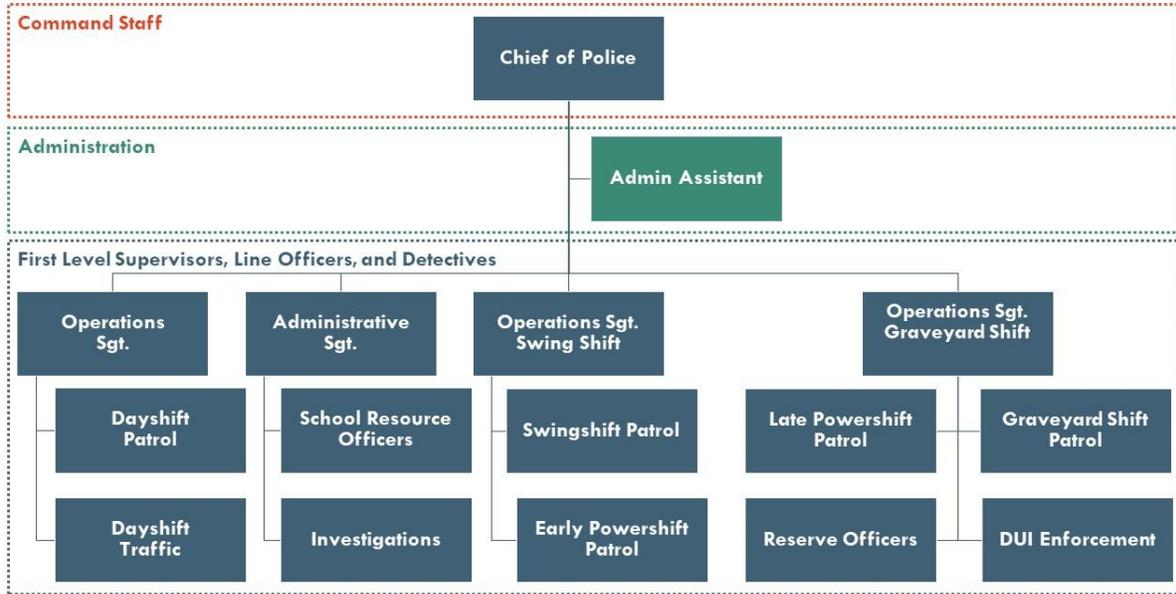
In addition to the police chief and City-funded administrative assistant, the current authorized staffing for the Sammamish Police Department is four sergeants, one traffic/motor deputy, two school resource officers, three detectives and 19 patrol deputies available for 24/7 coverage. The patrol staffing model is based on having three officers on duty at a time; one per patrol district. In addition to authorized positions, the Sammamish Police Department has three reserve officers.

Currently three of the authorized sworn positions are vacant due to overall vacancies within KCSO. The need for Sammamish to carry some of the Department-wide vacancies is a long-term situation that likely will not be alleviated any time soon due to the limited number of new recruits that KCSO can process through the state academy.

¹ *Interlocal Agreement Between King County and the City of Sammamish Relating to Law Enforcement Services, 2000.*

Exhibit 12. Sammamish Police Organizational Chart, 2018

Legend ■ KCSO Contract Staff
 ■ City of Sammamish Staff



Source: City of Sammamish, 2018; BERK, 2018.

Exhibit 13. Budgeted and Filled Positions

STAFF	BUDGETED POSITIONS	FILLED POSITIONS
Chief of Police	1	1
Sergeants	4	3
Motorcycle Unit Officer	1	1
School Resource Officers	2	2
Detectives	3	3
Deputies available for 24/7 coverage	19	17
Total KCSO Contract Staff	30	27
City Administrative Staff	1	1
Total Department Staff	31	28
Reserve Officers	3	3
Total Resources	34	31

Note: Data as of April 2018.
 Source: City of Sammamish, 2018; BERK 2018.

Command Staff

Chief of Police

The Sammamish Police Chief is the rank of captain in KCSO and reports to the KCSO Precinct Commander, while working at the direction of the Sammamish City Manager. Within the City of Sammamish organizational structure, the police chief is considered a department head and is expected to represent the City's considerations and needs in carrying out their official duties. The chief is also responsible for representing the Sammamish Police Department at both community events as well as official meetings and functions.

The responsibilities of the police chief are comprehensively outlined in Exhibit 11 and some of the duties include:

- Maintaining communications and agreements between the City and KCSO.
- Directing overall police operations, including developing plans and managing resources.
- Preparing a budget for the police department in coordination with KCSO.
- Establishing goals and objectives for police services, as well as identifying and reviewing performance indicators.
- Establishing standards of performance for officers and conducting performance reviews.

First Level Supervisors, Line Officers, and Detectives

Sergeants

Sammamish employs three operations sergeants and one detective/administrative sergeant. Sergeants are commissioned employees appointed by the King County Sheriff. They supervise the rank of deputy and are subordinate to the rank of captain. Patrol sergeants supervise the patrol deputies, the administrative sergeant reports directly to the police chief and assists in carrying out the commander's duties, and the detective sergeant supervises the detectives.

Deputies

Deputies are subordinate to the rank of sergeant. They are appointed by the Sheriff and assigned duty with the City of Sammamish or elsewhere in the KCSO system. The City's police chief has some degree of influence over individual assignments. The title of Deputy denotes their rank within the KCSO structure, and they may also be referred by the City or others as police officers, commissioned officers, or sworn officers.

In Sammamish, deputies are assigned to one of the three patrol districts and are the most visible part of the police force in the community. They not only provide emergency police services to the city 24 hours a day, every day, but also respond to crimes in progress, criminal investigations, and other emergency and non-emergency events.

Some deputies play specialized roles as described below:

Traffic Enforcement

Sammamish has three officers with a traffic enforcement emphasis, two patrol officers and one motorcycle unit officer that was added to the KCSO Contract in 2018. Traffic Enforcement Officers are deputy-ranked officers who enforce applicable traffic codes and can be deployed to address

specific enforcement issues in designated areas. Traffic Enforcement Officers make contact with the public with the goal of stopping unsafe motorists and favorably altering the future driving behavior of the violator. In Sammamish, due to current staff shortages and regular paid time off, Traffic Enforcement Officers can be used to count toward minimum staffing requirements.

School Resource Officers

The KCSO website describes School Resource Officers (SROs) as follows:

SROs are deputies located on school properties, assigned to specific schools or school sites. The services include patrol services for district grounds, providing specialized resources for students and staff, and other duties. SROs provide education and training for school staff, students, and parents. The SROs are encouraged to develop rapport with students and staff, treating the school as a “community” and using community oriented policing techniques to ensure school safety. As an added benefit, the officer is available, as is any on-duty officer, for law enforcement response in the event of urgent situations, which adds to general neighborhood safety.”²

Sammamish has two SROs – one assigned to Skyline High School in the Issaquah School District and one assigned to Eastlake High School in the Lake Washington School District. In addition to being located at the high schools, the SROs may provide coverage to other schools and areas near the high school that are still within city limits. The City of Sammamish currently shares the cost of SROs with both the Issaquah and Lake Washington School Districts. The share the school district pays is calculated by taking:

- 50% of the annual King County Rate for an SRO times ten divided by twelve to reflect the number of months school is in session; and
- King County’s rate for the first half of the school year to compute the school district’s share of each school year’s cost.³

School Resource Officers are expected to be available for regular school duty on a full-time basis of eight hours on those days that school is in session. The assignment does not prohibit the SRO from participating in emergency response or training requirements.

Detectives

Detectives are deputies that investigate local crimes such as burglary, vandalism, and auto theft. For more serious crimes, King County provides a Major Crimes Unit that can investigate crimes such as homicides, robberies, and felony assaults.

In Sammamish detectives are responsible for collecting evidence; conducting interviews and

² <https://kingcounty.gov/council/news/2015/September/09-15-RD-school.aspx>

³ Interlocal Agreement with Lake Washington School District

<https://www.sammamish.us/attachments/interlocalagreements//12016-104%20-%20SRO%20Officers%20-%20LWSD.pdf> and Interlocal Agreement with Issaquah School District <https://www.sammamish.us/attachments/interlocalagreements//12016-103%20-%20SRO%20Officers%20-%20ISD.pdf>

interrogations; reviewing and analyzing reports, records, and laboratory examinations; checking criminal histories; identifying and apprehending suspects; and presenting cases to a prosecutor.

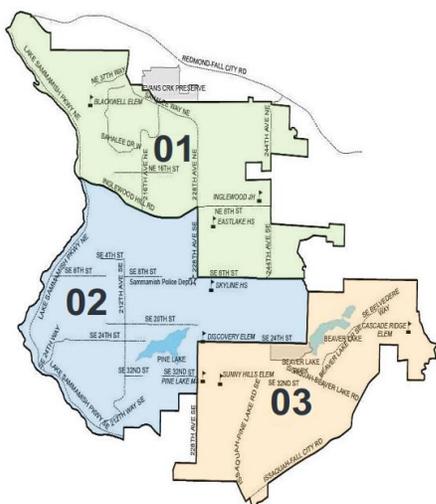
Reserve Officers

The King County Sheriff’s Office Reserve Program is a way to enhance basic law enforcement services in the area it serves using volunteers. Currently the only contract cities with reserves are the Cities of Sammamish and Maple Valley. Reserve officers are commissioned officers that meet the same minimum requirements as regular deputies, including training, compliance with department policy and procedures, quarterly performance appraisals, and are subject to discipline. To continue participating in the reserve program, officers must volunteer at least sixteen hours per month. Reserves have the authority to arrest, carry firearms, and wear uniforms.

PATROL DISTRICTS AND STAFFING

The City of Sammamish is divided into three patrol districts, as shown in Exhibit 14, which were created with the goal of establishing areas with roughly equivalent volumes of service calls and geography. Approximately 37% of the population resides in district 1, 27% in district 2, and 36% in district 3.

Exhibit 14. Sammamish Police Department Patrol Districts and Sammamish Population



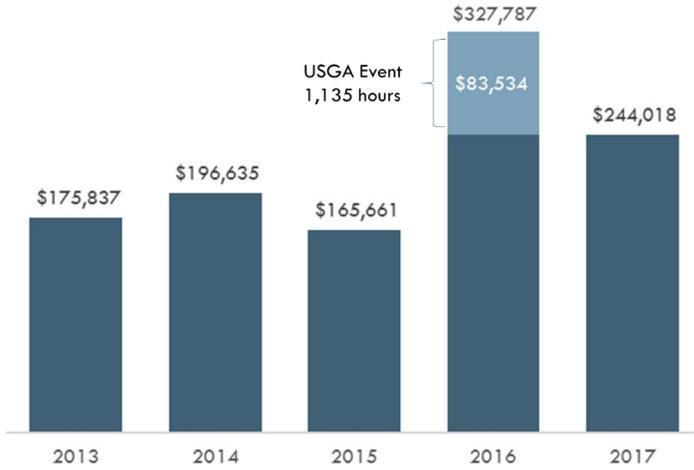
Patrol District	Percent of Population	2017 Sammamish Population
01	37%	22,832
02	27%	17,011
03	36%	22,397
		62,240

Source: City of Sammamish Police Department, 2018; OFM April 1 Estimates, 2017; U.S. Census, 2010; BERK, 2018.
 Note: BERK obtained population estimates by census block group, and by removing public land, parks, and water, determined the percentage of each block group that fell within each respective district. The population contained within each block group was then allocated to the patrol districts based on the previously calculated percentage, resulting in population estimates by patrol district.

We have requested from KCSO the most recent year of call volume by district and response time by district to add to this section

The minimum staffing for the patrol districts is one patrol officer per district, which results in three patrol officers on duty at any one time. Patrol staffing is augmented by other positions: during most days, in addition to the three patrol officers on duty, there are detectives and a sergeant also on duty, as well as the

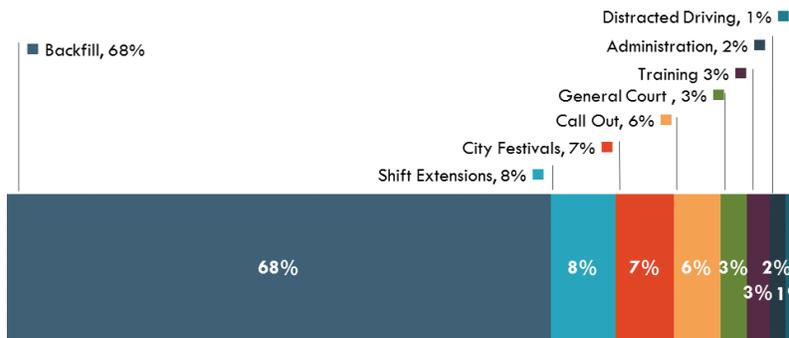
Exhibit 16. Sammamish Overtime Use and Cost, 2013-2017



Source: KCSO Sammamish Overtime Analysis 2013-2017; BERK, 2018.

The largest portion of overtime is made up of backfill, representing 68% of overtime dollars in 2017, as shown in Exhibit 17. Overtime has a variety of beneficial operational uses, but a large part of overtime is used backfilling deputy absences, typically for activities like going to training, which could be more proactively accounted for in staffing minimums.

Exhibit 17. Sammamish Overtime Use by Type, 2017



Source: KCSO Sammamish Overtime Analysis 2013-2017; BERK, 2018.

There was an increase in backfill and distracted driving emphasis in 2016 and 2017. While the cost of the emphasis placed on distracted driving was less than \$4,000 each year from 2015-2017, the cost of backfill has increased significantly over the five years as shown in Exhibit 18.

Exhibit 18. Sammamish Overtime Use and Cost, Backfill Only 2013-2017



Source: KCSO Sammamish Overtime Analysis 2013-2017; BERK, 2018.

Officer Training

Washington Administrative Code requires that all fully commissioned and reserve personnel complete a minimum of 24 hours of in-service training each year (WAC 139-05-300). The mandatory training for deputies in KCSO Contract Cities includes but is not limited to those listed in Exhibit 19.

Exhibit 19. Mandatory Training Requirements

ONCE A MONTH	TWICE A YEAR	ONCE A YEAR	EVERY 2 YEARS	EVERY 3 YEARS
<ul style="list-style-type: none"> On-line Mandated Training 	<ul style="list-style-type: none"> Primary Handgun 	<ul style="list-style-type: none"> Bloodborne Pathogens Hazmat/Gas Mask fit test Legal Updates Use of Force Policy 	<ul style="list-style-type: none"> A Central Computerized Enforcement Service System (ACCESS)⁴ Emergency Vehicle Operations Course Ethics Training First Aid/CPR Less Lethal Options/Use of Force training 	<ul style="list-style-type: none"> BAC (blood alcohol content) refresher
Equipment Specific Training (once certified to carry the following):				
	<ul style="list-style-type: none"> AR-15 Rifle Secondary Handgun Shotgun 	<ul style="list-style-type: none"> Taser Recertification Less Lethal Shotgun 	<ul style="list-style-type: none"> Pursuit Intervention Technique 	

Source: KC Sheriff's Office – Department Policy Manual; BERK, 2018.

Missed or denied opportunities for supplemental, non-mandatory training was a recurring theme in conversations with Police Department officers. Officers noted both an unclear decision matrix for whether training is approved, and a concern that the cost of backfilling shifts was affecting decision-making since the cost of backfilling a shift can often exceed the cost of the training itself. Officers that brought up this issue also identified training as a key factor in developing and retaining good staff who want to stay in Sammamish. This is a challenge for Sammamish, as described in the next section.

⁴ ACCESS is a Washington State Patrol (WSP) - owned and operated data system that supports all law enforcement agencies within the state. Through this system, criminal investigation information, vehicle license information, and other essential law enforcement information is exchanged.

ORGANIZATIONAL CULTURE AND COMMUNICATIONS

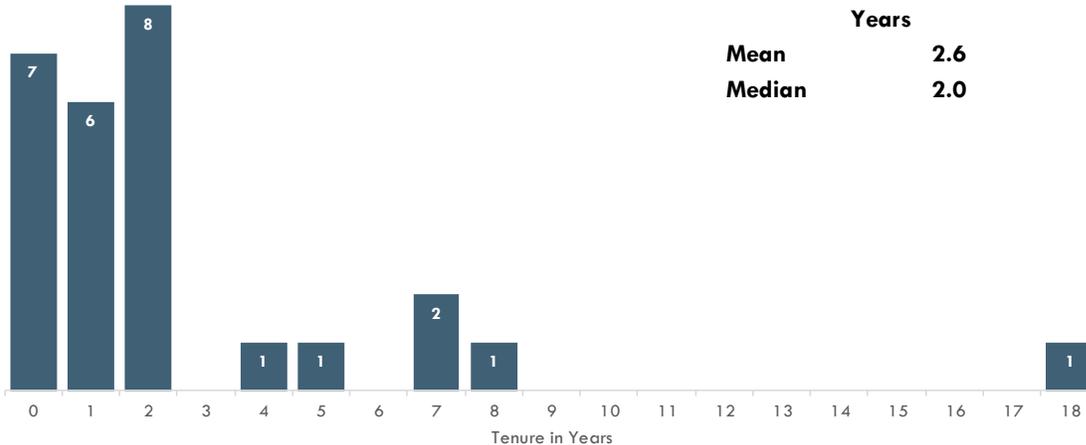
Organizational Culture

The City of Sammamish Police Department seems to enjoy a positive, energetic, and progressive organizational culture and a commitment to serving the Sammamish community well. This is true despite expressed concerns about staffing levels and attracting and retaining more experienced deputies and supervisors. As with any organization, police department culture is shaped in large part by leadership and the positive culture of the Sammamish Police Department should be seen in large part as a credit to the energy, enthusiasm, and leadership of the police chief.

Staff Retention

Most KCSO officers are assigned on two-year contracts and tenure in Sammamish tends to be brief as illustrated in Exhibit 20. The median number of years an officer stays in Sammamish is 2.5 years and almost 80% of the current police force has been serving Sammamish for three years or less.

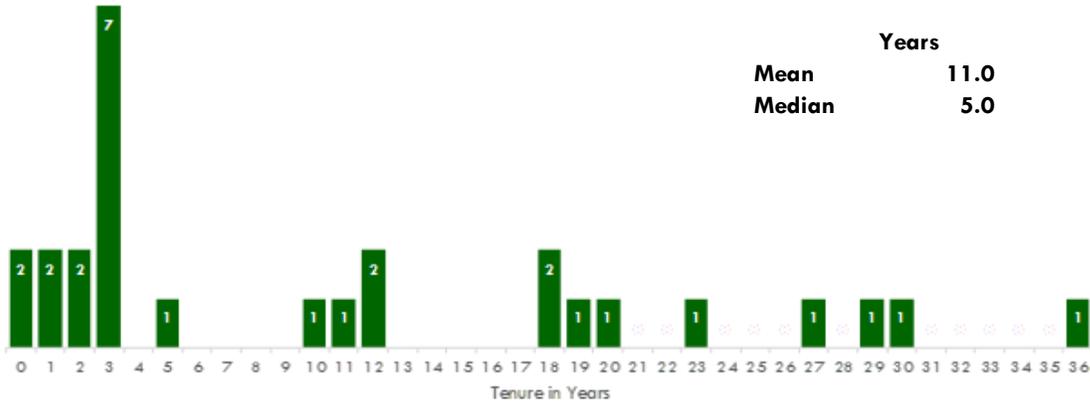
Exhibit 20. Officer Assignment Tenure to the City of Sammamish



Note: Data is as of April 2018.
 Source: KCSO and City of Sammamish Police Department, 2018; BERK, 2018.

King County officers assigned to Sammamish have varied experience with KCSO, as shown in Exhibit 21. The mean length of service to KCSO for officers assigned to Sammamish is over 11 years. This data is similar to Officer Assignment Tenure, but rather than reporting the length of tenure *in Sammamish*, it reports on those same officers' *overall tenure with KCSO*. This shows deputies' overall experience level at KCSO, rather than only their experience in Sammamish.

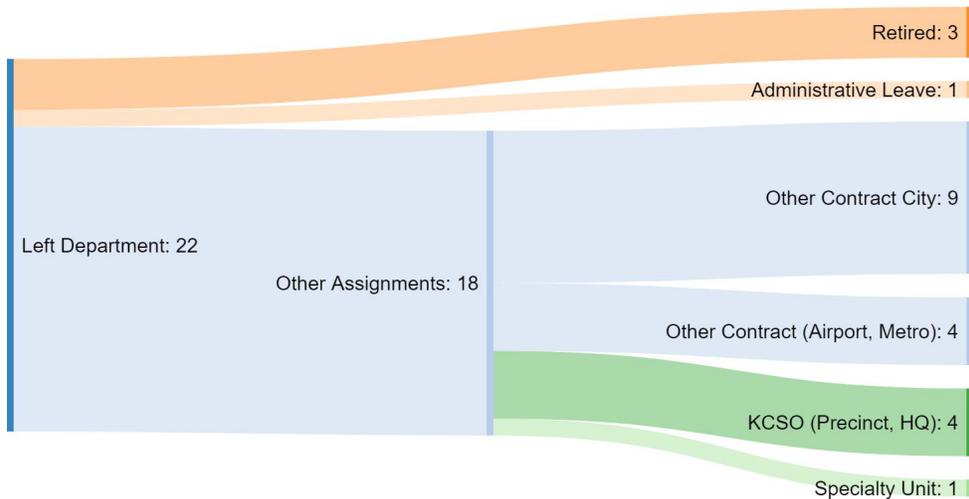
Exhibit 21. Sammamish Police Tenure with KCSO



Note: Data is as of April 2018.
 Source: KCSO and City of Sammamish Police Department, 2018; BERK, 2018.

Based on staff interviews, many younger deputies are looking for opportunities to learn and practice comprehensive policing skills. Because of this they may seek higher activity assignments, requesting transfers elsewhere within the KCSO system. The most common destination for an officer leaving the Sammamish Police Department is another contract city, as shown in Exhibit 22. The reasons an officer leaves or is reassigned also vary and can include being promoted, a desire to be busier, a more convenient location, or a change of role (such as taking on an SRO position instead of patrol).

Exhibit 22. Reasons Sammamish PD officers leave the City, 2016-2018



Source: City of Sammamish Police Department, 2018; BERK 2018.

Internal Communication

While there are no deficiencies of note regarding internal communication, there are opportunities for improving the communication flow, which is typical of police organizations and government given the complexities of both.

Within the Department

Internal Sammamish Police Department communication is primarily through e-mail and informal contacts among employees. A notable concern expressed is that while patrol deputies work 4-day/10-hour shifts, their supervising sergeants work set days, which causes supervising sergeants to be away from supervising their deputies many days per week (see page 27 for more detail). This situation creates confusion among patrol deputies, especially grave yard shift deputies, whose interaction with their sergeant supervisor is routinely disrupted by absences. Additionally, while there is a mandatory staffing requirement for the number of patrol deputies on duty for a shift, there is not a similar staffing requirement for sergeant supervisors. This exacerbates the communication issues and leaves the Sammamish Police Department limited supervision in patrol.

Internal Sammamish Police Department communication is also negatively impacted by the workload and expectations placed upon the police chief and the administrative assistant. The City's chief is the "face" of the department and is the person who is often sought out by others in city government, community representatives, or anyone wanting to "talk with the police" about a problem. In addition to the chief's responsibility to the City, they also have responsibility to the KCSO Precinct both in terms of responsiveness and mandatory meetings. The administrative assistant, in part because of their easy access by anyone entering City Hall, their workload, and the miscellaneous tasks they inherit, is pulled in many directions and is frequently unavailable to assist the Chief with her administrative needs.

With Others in the City Organization

A consistent theme emerging from interviews with Police Department personnel and other City personnel is that the Sammamish Police Department communicates and interacts well with other City departments at the leadership level. At the officer level, however, KCSO deputies seem to feel unconnected to Sammamish city staff or the broader city organization. This connection can be important to maintaining alignment between City and departmental values and priorities and can also serve to increase staff satisfaction and retention. Opportunities to strengthen this connection will be explored in our next phase of work.

External Communication with Members of the Sammamish Community

As described in [Section III](#), the Sammamish Police Department enjoys a largely positive relationship the community it serves. While other factors contribute to this, including the relatively low crime rate and the positive internal culture as described above, a department's communication and engagement efforts are a key factor in shaping its relationship to the community.

The Sammamish Police Department maintains a Facebook page and Twitter account that the City of Sammamish Communications Manager updates. The Sammamish Police Department uses these platforms to advertise community engagement events such as *Coffee with a Cop* where the police chief, sergeants, and deputies serve coffee to and drink coffee with Sammamish residents. Social media is also used for timely public service announcements such as reminding residents to not leave children or pets in hot cars, reminding residents that fireworks are illegal, or informing residents of local training on disasters.

The police chief also participates in many diversity panels, forums, meetings, and community events and gatherings. In the past these have included sitting on a Muslim Safety Forum panel and attending a Ramadan Interfaith Neighborhood Dinner. The police chief has started a Healthy Communities Coalition whose goal is to identify key issues in the Sammamish Community and work together to strategize preventative actions and/or effective solutions to those issues.

V. Sammamish Police Department: Resource and Capacity Assessment

This section begins our examination of how well Sammamish Police resources and capacity align with demands placed on the Department. This topic is considered in three sections as outlined below and will be explored in greater depth in our next phase of work.

Section A. Resources | *How well resourced is the Department?*

- *How are Sammamish's public safety costs changing? How does this compare to comparable communities and how is this changing over time?*
- *How have staff levels changed with population growth and how do they compare to comparable communities?*

Section B. Safety | *How much demand is placed on the Sammamish Police Department?*

- *How are calls for service changing over time?*
- *How quickly can the Department respond to calls for service?*

Section C. Functional Capacity | *Does the Department have sufficient capacity to meet community and policy maker expectations for quality and comfort with risk?*

- *Can the Department provide the type and quality of services desired by residents and business owners?*
- *Does the Department have appropriate administrative support and supervisory capacity?*
- *Can the Department handle unusual events or other shocks to the system?*

Sections A, B, and C each begin with a summary of topline findings contained in a gray box, followed by pages with supporting exhibits.

A. RESOURCES

This section examines Sammamish investments in law enforcement over time and relative to other communities.

Key Questions and Findings

How are Sammamish's law enforcement costs changing? How does this compare to comparable communities and how is this changing over time?

- KCSO contract costs are increasing in line with additional staff and inflation; adjusted for inflation, the cost per FTE remained relatively steady over the last seven years (see Exhibit 23 Exhibit 24).
- Police expenditures as a percent of total General Fund expenditures have remained relatively steady over the last five biennia (Exhibit 25).
- Compared to peers, Sammamish pays less per capita for police services (Exhibit 26).

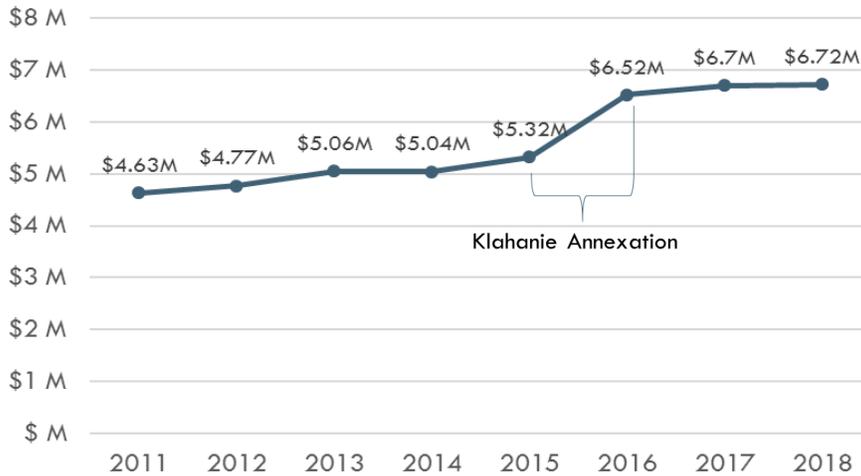
How have staff levels changed with population growth and how do they compare to comparable communities?

- Population has almost doubled since incorporation; police staffing has been growing with population, but at a slower rate (Exhibit 27).
- The number of commissioned officers per 1,000 residents has trended downward slightly since 2000 (Exhibit 28).
- Compared to peer jurisdictions, Sammamish has a lower number of commissioned police officers per 1,000 residents (Exhibit 29).

Public Safety Costs

KCSO costs have been increasing over time, at an average annual rate of 5.5% from 2011 to 2018, as shown in Exhibit 23. The largest increase happened with the Klahanie annexation when 3.75 deputies and one sergeant were added to handle the anticipated increase in population, geography, and call volume.

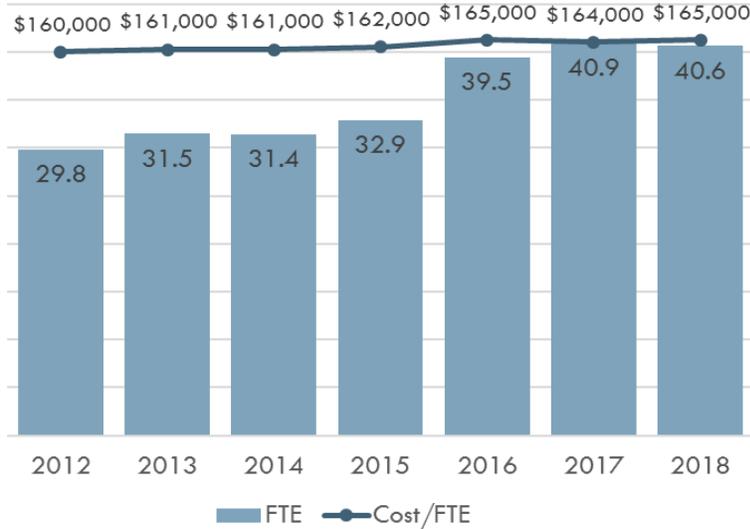
Exhibit 23. Cost of KCSO Contract Over Time (2017\$)



Note: All contract costs have been inflation-adjusted and shown in 2017 dollars.
 Source: KCSO Exhibit B - Cost Book 2011-2018; BERK 2018.

Most of the increases in contract cost can be attributed to increases in staffing and not increases in the cost per FTE. As shown in Exhibit 24, 10.8 officers were added to the Sammamish Police Department between 2011-2018. In that same period, the cost per FTE has remained steady with an average annual increase of 0.5%.

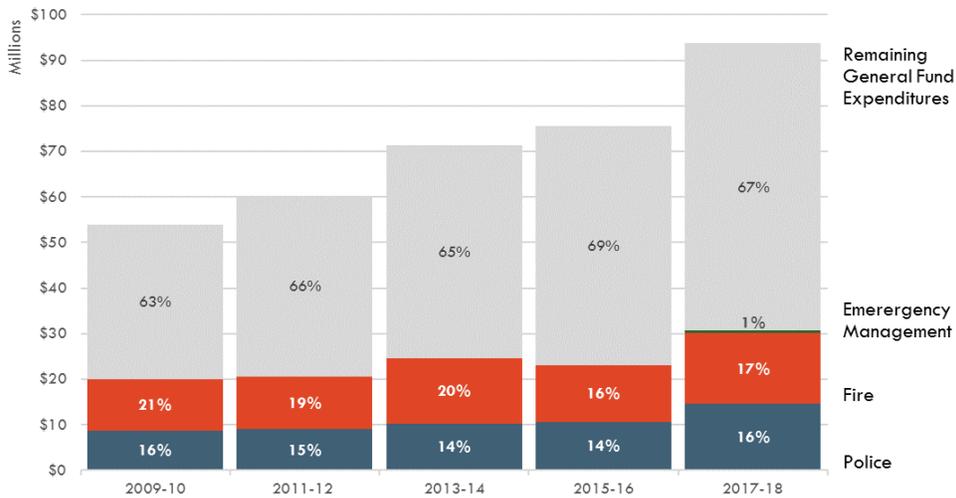
Exhibit 24. Inflation adjusted Cost per FTE in 2017 dollars, 2012-2018



Note: All contract costs have been inflation-adjusted and shown in 2017 dollars.
 Source: KCSO Exhibit B - Cost Book 2011-2018, BERK 2018.

Police expenditures have been steady as a percentage of Total General Fund expenditures, shown in Exhibit 25. While the General Fund has been growing over time and jumped with the Klahanie annexation, Police expenditures as a percentage have been between 14-16% City funds.

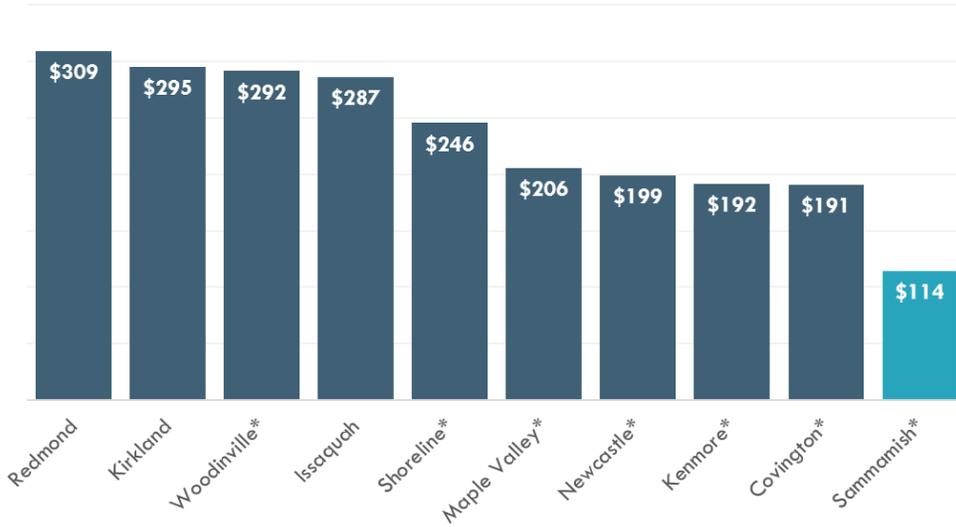
Exhibit 25. City of Sammamish Public Safety Expenditures, 2009-2018



Note: In all cases, the most recent budget information has been used.
 Source: City of Sammamish Biennial Budgets 2009-2018; BERK, 2018.

Sammamish has a low law enforcement cost per capita, compared to peer jurisdictions (including contract cities and municipally-run departments), shown in Exhibit 26. Sammamish Police Services are budgeted at \$7.4M for 2018, with \$6.9M (92%) going to the King County Sherriff’s Office contract.

Exhibit 26. Peer Comparison of Law Enforcement Costs per Capita, 2017

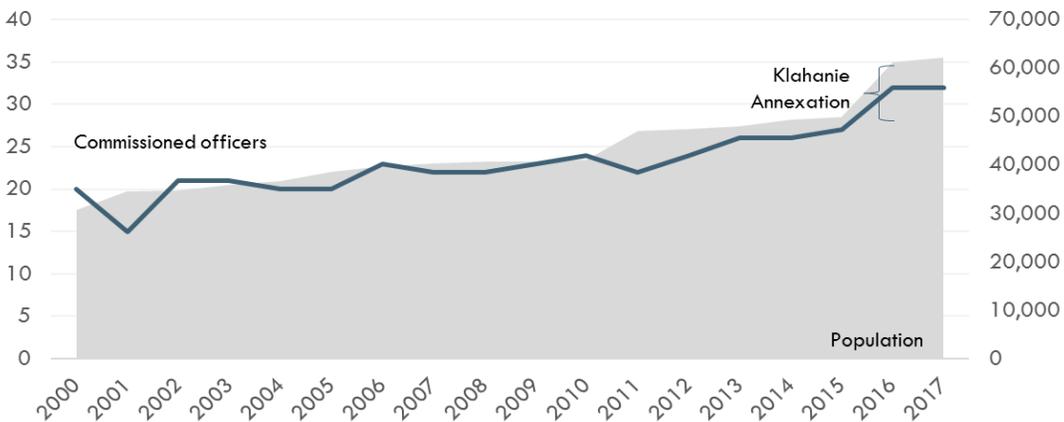


Note: In cases where a peer city reported a biennial budget for law enforcement and not individual 2017 and 2018 estimates, the total biennial budget was divided by two.
 Source: Peer City Budgets, 2017. OFM April 1 Population Estimates, 2018; BERK, 2018.

Staff Levels

Sammamish’s population has almost doubled since incorporation due to regional growth and annexation, growing at an annual rate of 4.2% between 2000-2017. The number of commissioned officers has grown at a slower rate than the overall population, increasing at an annual rate of 2.8%. Exhibit 27 shows Sammamish population growth and police staffing.

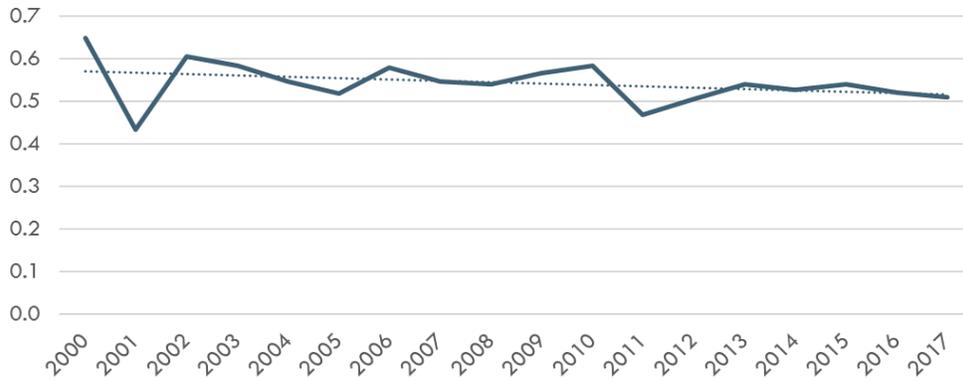
Exhibit 27. Sammamish Police Department Staffing and Population Growth, 2000-2017



Source: WASPC Washington State Full-Time Law Enforcement Employees by Year, County, and Agency, 2000-2017; WA OFM April 1 Population Estimates, 2000-2017; BERK, 2018.

The number of commissioned officers per 1,000 Sammamish residents has been on a downward trend since incorporation, shown in Exhibit 28. Since 2000, the rate has been declining at an average of 1.4% per year.

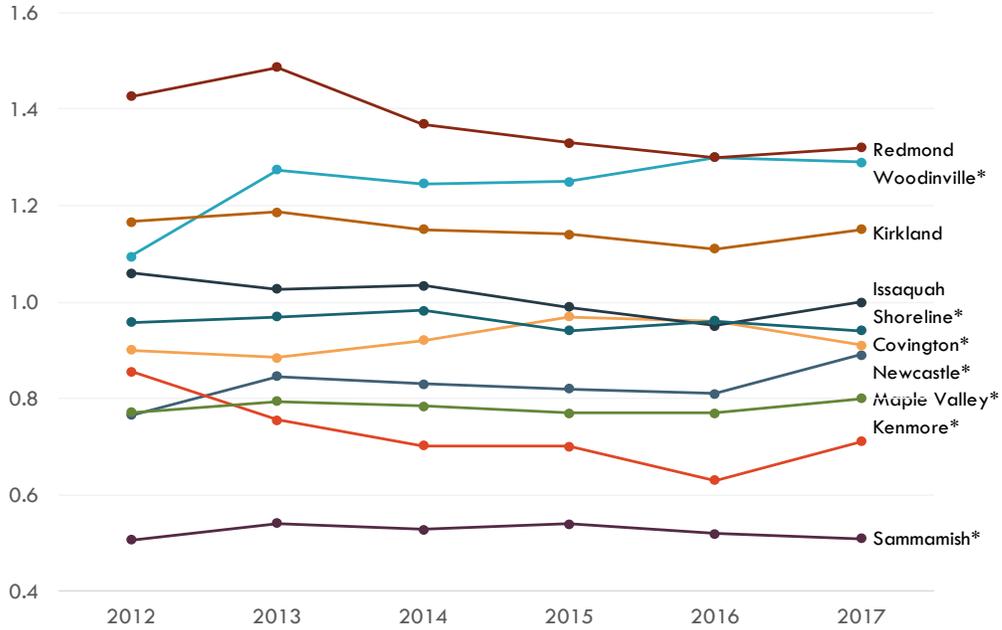
Exhibit 28. City of Sammamish Commissioned Officer Rate, 2000-2017



Note: The Commissioned Officer Rate represents the number of commissioned officers per 1,000 Sammamish residents.
 Source: WASPC Washington State Full-Time Law Enforcement Employees by Year, County, and Agency, 2000-2017; WA OFM April 1 Population Estimates, 2018; BERK, 2018.

Sammamish has a lower number of commissioned officers for every 1,000 residents compared to peer jurisdictions, shown in Exhibit 29. Sammamish has fewer than 0.6 commissioned officers per 1,000 city residents, while peer jurisdictions have between about 0.7 and 1.3 officers per 1,000 residents.

Exhibit 29. Peer Comparison of Commissioned Officer Rate, 2012-2017



Source: WASPC Washington State Full-Time Law Enforcement Employees by Year, County, and Agency, 2012-2017; BERK, 2018.

B. SAFETY

As shown in Section A, Sammamish investments in law enforcement are relatively less than in peer communities. This section compares this level of expenditure to crime rates in Sammamish to ascertain whether this investment level is appropriate relative to the demands placed upon the Department.

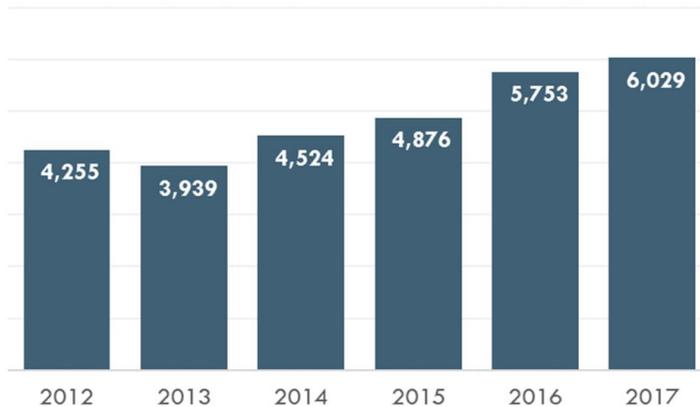
Key Questions and Findings

How are calls for service changing in Sammamish?

- Dispatched calls for service grew at an average annual rate of 7.2% from 2012 to 2017 (Exhibit 30).
- Part I crimes grew at an average annual rate of 4.8% from 2012 to 2017 (Exhibit 31).
- The crime rate per 1,000 residents is low in Sammamish compared to peer KCSO contract cities (Exhibit 32).
- In 2016, there were more commissioned officers per incident in Sammamish than in other KCSO contract cities; between 2010 and 2016, the rate of incidents per commissioned officer decreased at an average annual rate of 2% (Exhibit 33).
- Response times have remained relatively constant since 2012 (Exhibit 34).

Calls for police service from residents of Sammamish have been increasing as shown in Exhibit 30. Sammamish Police Department dispatched calls for service have been increasing at an average annual rate of 7.2% since 2012.

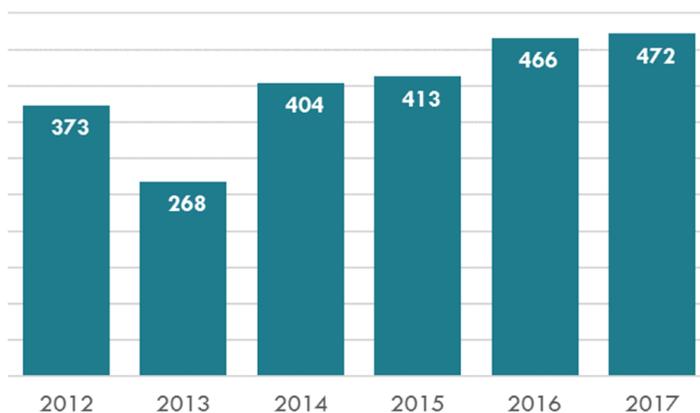
Exhibit 30. Sammamish Police Department Dispatched Calls for Service, 2012-2017



Source: City of Sammamish Summary Stats, KCSO 2012-2017; BERK, 2018.

Reported crime in Sammamish has been increasing, shown in Exhibit 31. Sammamish Part I crimes have been increasing at an average annual rate of 4.8% since 2012. Part I crimes include eight offenses: murder and nonnegligent homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny-theft, and arson.

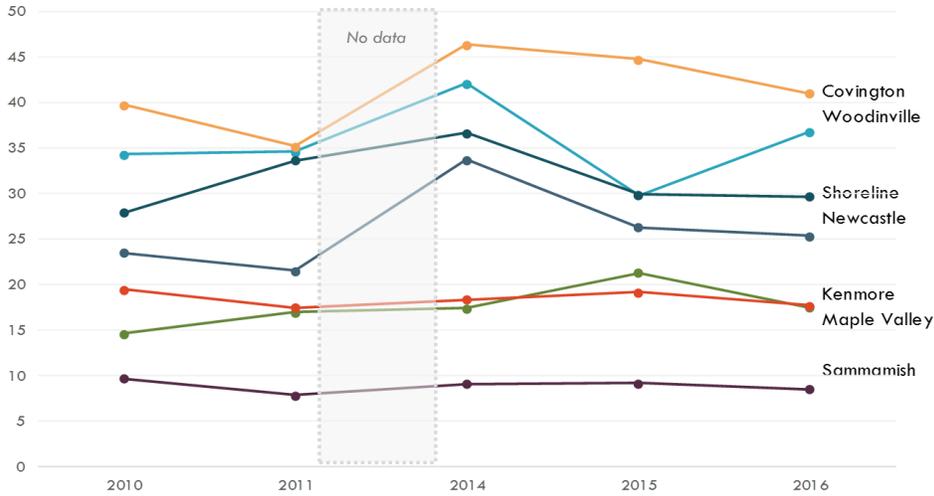
Exhibit 31. Sammamish Part I Crimes, 2012-2017



Note: Part I crimes are the closest metric to the UCR incidents reported to WASPC
Source: City of Sammamish Summary Stats, KCSO 2012-2017; BERK, 2018.

The crime rate in Sammamish has decreased since 2010, and is lower than peer jurisdictions, seen in Exhibit 32. The per capita crime rate has decreased despite rapid population growth and annexation. Data is missing from WASPC for 2012 and 2013, which is shown as shaded to represent a gap in reported.

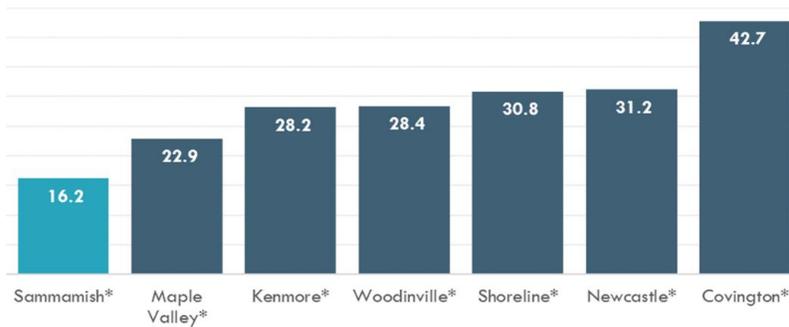
Exhibit 32. Per Capita Peer Comparison of Crime Rates, 2010-2016



Note: Data is missing from WASPC for 2012 and 2013. Only KCSO peer cities are included because other cities have switched to NIBRS reporting. Maple valley is green. Kenmore is red.
 Source: WASPC Summary Reporting, 2010-2016; BERK, 2018.

The number of incidents per commissioned officer was lower in Sammamish than in other peer cities with KCSO contracts, shown in Exhibit 33. Between 2010 and 2016, incidents per commissioned officer declined at an average annual rate of 2%.

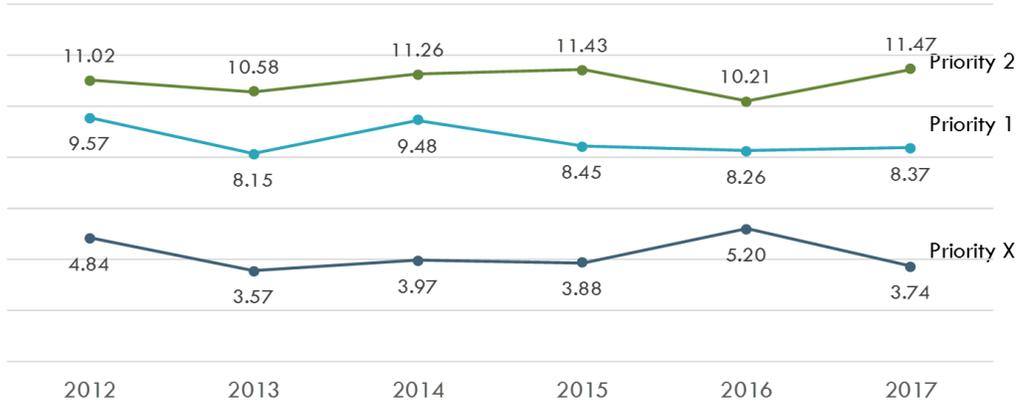
Exhibit 33. Peer Comparison of Incidents per Commissioned Officer, 2016



Source: WASPC Summary Reporting, 2016; BERK, 2018.

Response times for priority calls have been consistent since 2012, including Priority 1, 2, and X calls, shown in Exhibit 34. A “Priority X” designation is a critical dispatch, which includes a life-threatening situation such as a possible confrontation, a shooting/stabbing, and other crimes. A “Priority 1” designation is an immediate dispatch that require police action, such as silent alarms, injury traffic accidents, and other crimes.

Exhibit 34. Sammamish Response Times in Minutes for Priority X, 1, 2 Calls, 2012-2017



Source: City of Sammamish Summary Stats, KCSO 2012-2017; BERK, 2018.

C. FUNCTIONAL CAPACITY

As shown in Section A, Sammamish investments in law enforcement are relatively less than in peer communities. As shown in Section B, this level of investment is commensurate with the level of crime present in Sammamish. In this, Section C, we examine whether staffing levels allow the Sammamish Police Department to provide the level, quality, and dependability of service appropriate to City and community desires. The ideas touched on in this section will be pursued in more detail in our next phase of work.

Key Questions and Findings

Does the current model provide adequate or desired...

- ***...coverage to efficiently maintain the desired level of service for Sammamish residents and the City's comfort with risk?***
 - Coverage constraints in the current model reduce the department's capacity to respond to stresses on the system, particularly when the system is stressed by staff on leave or engaged in activities that make them unavailable for responding to new calls. This may affect quality of service provided or expose the City to the risk of responding to calls with fewer than desired resources.
 - Clearance rates are relatively low compared to peer jurisdictions, with 16% of cases being cleared (see Exhibit 35)
- ***... supervisory oversight?***
 - Deputies work on a rotating 4-10 schedule and sergeants are on a fixed 4-10 schedule, resulting in variable supervision from Sammamish Police Department sergeants or limited supervision from KCSO precinct sergeants. More analysis of this issue will come in Phase II.
- ***...presence in the community?***
 - The minimum staffing approach currently used in Sammamish does not allow setting performance objectives for community policing activities in addition to responding to calls or following up on self-initiated activities. More analysis of this issue will come in Phase II.

Coverage Constraints Can Affect Quality of Response and Create Risks

Currently the City of Sammamish staffs 24/7 patrol coverage with one officer available in each of the three patrol districts. These districts are based on volume of calls for service and geography. In addition to the three officers available for 24/7 coverage, the number of commissioned officers covering the City of Sammamish can vary by time of day, day of week, and activities taking place in the City at any given time.

At one end of the spectrum, there may be up to thirteen officers on duty, including a traffic enforcement officer (who counts toward staffing minimums), two SROs, the police chief, the administrative sergeant, a patrol sergeant, the detective sergeant, and detectives. These other positions have other duties and responsibilities that keep them from actively patrolling the City, but in an emergency, they can be available to respond to calls. At other times, there may be three patrol officers and a night shift sergeant, or a KCSO precinct sergeant overseeing patrol.

A routine police activity such as a response to a domestic violence call or a defendant transport may put demands on existing resources, leaving the City with minimal coverage to address additional calls.

- A defendant transport requires one patrol officer to leave city limits to transport defendants between the Issaquah Jail and King County Courthouse, leaving two officers available for calls.
- A domestic violence call requires a two-officer response, leaving one officer available for any other calls that occur throughout the City.

Scenarios with overlapping need for multiple officers can leave the City one officer short of its minimum staffing. This could include:

- A domestic violence call at the same time as a defendant transport.
- A two-car blocking accident overlapping with a domestic violence incident.

In such cases, the City of Sammamish calls upon KCSO precinct staff to respond to other calls that occur. In other words, KCSO does not assign an additional officer to patrol Sammamish, but dispatches a nearby officer if a call occurs that requires an immediate response. Coverage by KCSO means the responding officer is less familiar with the Sammamish community, the City's priorities and law enforcement philosophy, and resident expectations. This may result in interactions that don't meet the level of quality Sammamish Police Department and the City of Sammamish seeks to provide.

In cases where KCSO staff are already busy or stretched thin, such as during a holiday, severe weather or event, or national holiday, the City of Sammamish may not be able to draw on KCSO resources because other communities are dealing with the same regional issue and there are none available. This can leave the Sammamish community exposed to risks associated with responding to additional calls for service with fewer resources than desired or – because this can happen with supervisory staff as well as patrol officers – with less supervisory oversight than desired.

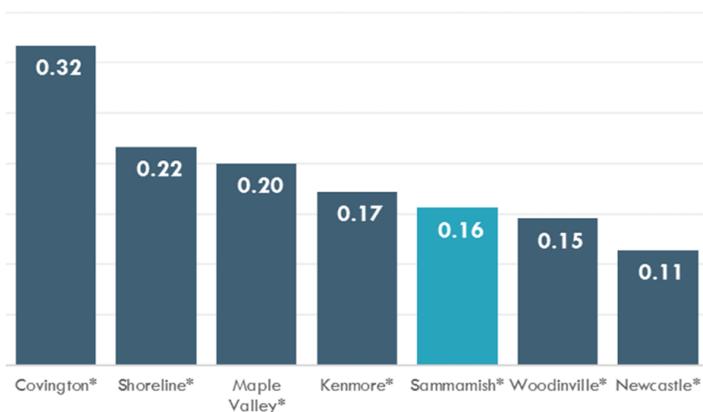
The KCSO Precinct 2 headquarters is located in Sammamish City Hall. This likely contributes to a sense of police presence in Sammamish, as KCSO staff assigned to the precinct make frequent trips into or through the city, contributing to the number of law enforcement vehicles on the street. The location of the precinct office also makes it relatively easier for KCSO to provide supplemental resources in instances of departmental staffing shortages.

Clearance Rates

One measure used to estimate the number of crimes solved by the police are clearance rates. These rates

typically include an investigation closed by arrest, and do not include cases for which investigations could not continue due to uncooperative or unavailable witnesses or victims. Clearance rates for Sammamish are at the low end of peer contract cities. In 2016, the most recent year of data available only 16% of offenses were cleared, as shown in Exhibit 35.

Exhibit 35. Peer Comparison of Clearance Rates, 2016



Source: WASPC Summary Reporting, 2016; BERK, 2018.

Supervision

The King County Sheriff's Office and in turn the Sammamish Police Department have an organizational structure based on rank and command, with deputies subordinate to sergeants and sergeants subordinate to the police chief (a captain rank in the case of Sammamish). While the majority of an officer's work is done outside immediate oversight of a supervisor and each officer is accountable for the duties and responsibilities he or she carries out, supervision is a critical issue in policing and can affect organizational results and work environment. According to the KCSO General Orders manual, supervisors are responsible for having a working knowledge of rules and performance standards; to be available to communicate the rules, policies, and procedures to their subordinates; and to be held accountable for their subordinate employee's actions. These responsibilities become difficult when supervision is variable.

The Sammamish Police Department has a minimum staffing requirement for the number of patrol deputies available on a 24/7 basis, but there is not a similar staffing requirement for sergeant supervisors or the police chief. Deputies work on a rotating 4-10 schedule and sergeants are on a fixed 4-10 schedule, resulting in variable supervision from Sammamish Police Department sergeants or limited supervision from KCSO precinct sergeants.

When Sammamish supervision is not available, the City relies on KCSO Precinct sergeants, who are located in a separate office at Sammamish City Hall, to supervise officer activity. This ability to use KCSO resources is a benefit of the contract that allows the City to not staff to cover all shifts with their own supervisor. A potential downside of this arrangement, however, is that KCSO sergeants may not be as invested in the City of Sammamish. This can manifest in several ways such as not advancing administrative duties in the same way a Sammamish-assigned sergeant may or not being as in-tune with the community's law enforcement philosophy, values, and desired level of service.

Presence in the Community

As noted in Exhibit 9 of the Virtual Town Hall Survey Results, the Sammamish community appreciates the visibility of its police officers, including public event attendance. There is a desire for more police connection with the community and increased presence at night, on the weekends, and in specific neighborhoods, as well as a concern for the future growth in population and density and its effects on the demand for police services. Internal stakeholders similarly expressed an interest in increasing the connection police have to the community through an increased presence separate from enforcement activities.

This community desire is reflective of a broader movement nationwide to strengthen community policing and increase the trust between law enforcement officers and the communities they serve. Sammamish is already doing many of the things that the [President's 21st Century Policing Task Force](#) recommends, including building trust in the community, communicating and increasing transparency via social media, and engaging the community in identifying problems and solutions as is happening through the Healthy Communities Coalition.

The minimum staffing approach currently used in Sammamish considers what is estimated to be a sufficient number of patrol officers that need to be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. As noted above, it does not allow the Department to flexibly deploy officers based on changing workload demands. The current model also does not allow for setting performance objectives for community policing activities in addition to responding to calls or following up on self-initiated activities.

VI. Future Service Demand

This section explores the future demand for law enforcement services in Sammamish. It provides context around future growth in the City of Sammamish and its possible effects on providing police services. It outlines current police coverage, population projections, anticipated location of population growth, other developments that may impact police service provision, and anticipated change in calls for service.

Current Staffing

Police staffing is influenced not only by the time an officer is available to work and his or her workload (including citizen-generated calls for service), but also by community expectations, response time standards, and aversion to risk. Each of these factors can be influenced by others. For example, response times are influenced not only by the officers available at any given time, but also by geography and travel times.

In 2017, Sammamish had just over 6,000 citizen-generated calls for service and spent just over 7,250 hours responding to those calls⁵. Using the 4-10 shift schedule and vacation and sick time available to officers, a shift relief factor (SRF) of 2.2 was calculated. The SRF represents the average number of officers needed to cover one post. Using a common expectation that an officer will spend a third of their time responding to calls for service and two-thirds of their time on administrative work, proactive policing, and community policing, the City of Sammamish would require 21 patrol officers to respond to calls for service. Currently the City of Sammamish has 18 patrol officers and two motorcycle units that can be staffed to meet patrol district minimums. Due to the additional capacity available from the motorcycle units and backfill available through the King County Sheriff's Office (KCSO) contract, the City of Sammamish was able to respond to workload.

In addition to workload, geographic area of the city and the organization of the patrol districts need to be considered when staffing police in the city. As shown in Exhibit 36, the city spans 18.5 square miles and the city has split the area into three patrol districts. To adequately staff the department's existing shift schedule and to ensure three-person minimum coverage with allowance for the shift relief factor, the department would need to almost double the existing patrol staff to 40 patrol officers, not accounting for detectives and command staff. Currently the additional officers needed for the shift relief factor are provided through denied trainings, as well as overtime and backfill available through the KCSO contract.

⁵ 7,250 hours represents a primary responding officer spending 53 minutes per call. This is based on the 2017 average time an officer spent per call. It also assumes that half of all citizen-generated calls for service require a two-officer response and that the second officer spends 75% of the primary officer's time on the call.

Exhibit 36. KCSO Contract City Staffing Peer Comparison

	2017 Calls for Service	Provide House Checks?	Population	Geography (square miles)	Patrol Districts	Commissioned FTE	Command Model
Newcastle	1,825	No	11,280	4.5	1	10	Sergeant Police Chief
Woodinville	3,561	Yes	11,660	5.6	5	15	Captain Police Chief
Maple Valley	4,157	No	24,900	5.9	1	20	Captain Police Chief
Kenmore	4,253	No	22,580	6.3	5	16	Captain Police Chief
Covington	5,493	Yes	19,850	6.0	1	18	Captain Police Chief
Sammamish	6,029	Yes	62,240	18.5	3	30*	Captain Police Chief
SeaTac	13,170	No	28,850	10.2	4	46*	Major Police Chief with 1 Captain
Shoreline	16,308	No	55,060	11.7	6	52	Major Police Chief with 2 Captains
Burien	20,648	No	50,680	13.2	6	52	Major Police Chief with 1 Captain

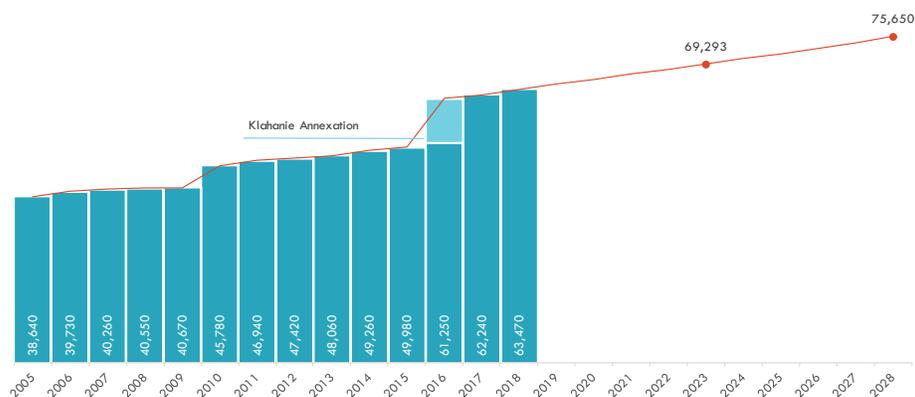
Source: KCSO Contracts, KCSO Contract City Police Department websites, US Census Bureau American Community Survey, and WASPC officer data.

Future Demand

Future demands on the police department are influenced by increases in population, calls for service, geographic and transportation constraints, and other planned development that may bring more people into the city of Sammamish and generate more calls for service.

Population Projections

The City of Sammamish has annexed several areas since incorporation in 1999. The most recent annexation of the Klahanie Urban Growth Area in January 2016 increased the Sammamish population by an estimated 10,385 residents, bringing the total population of Sammamish to 61,250. In the six years prior to the annexation, Sammamish grew at an average annual rate of 1.8%, which is similar to the growth experienced since annexation between the years of 2016 and 2018. The City of Sammamish Community Development Department felt that the recent growth rate was a reasonable assumption for how the population will grow in the future, as shown in Exhibit 37, which assumes continued growth at 1.8% per year.

Exhibit 37. Historic and Projected Sammamish Population

Note: Projection based on 1.8% growth rate.

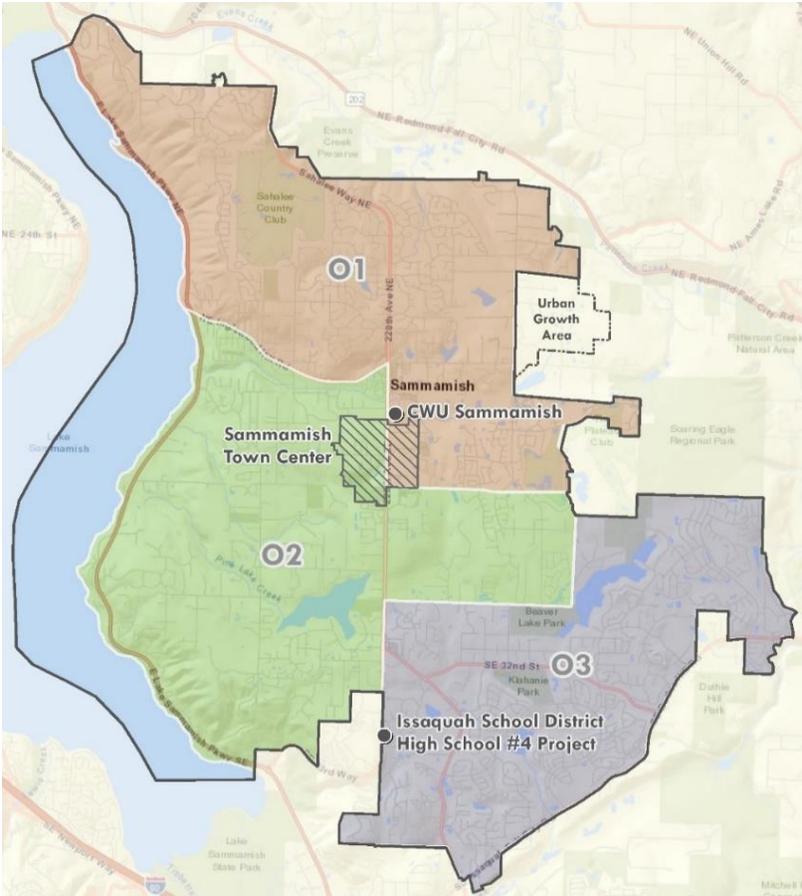
Source: OFM 2018 April 1 Estimates; Sammamish Comprehensive Plan; BERK 2018.

The city of Sammamish anticipates that future growth will be split between two locations: the Town Center and a potential annexation area in the northeast of the city as shown in Exhibit 38. Population growth is anticipated in the Town Center first, followed by the annexation area. Prior to annexation, development in the 244th Ave S Urban Growth Area (UGA) is anticipated to occur under the King County permitting process and will likely increase demands on the Sammamish Police Department along 244th Ave, since it is the main arterial used to access the area of increased development.

Other Demand Drivers

In addition to population growth, there are other areas that could increase demands on the Sammamish Police Department through increased daytime populations and traffic enforcement, including:

- A planned Issaquah School District High School located on the border of Issaquah and Sammamish along 228th Ave.
- Potential growth at the Central Washington University (CWU) Campus.
- A potential Lake Washington School District expansion to accommodate existing facility constraints. Some of this building may occur in or near Sammamish at an undetermined location.

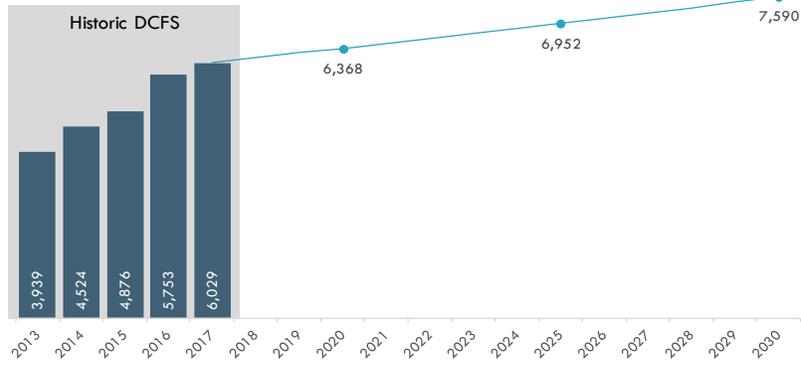
Exhibit 38. Anticipated Locations of Increased Service Demand in Sammamish

Note: Issaquah School District High School Project is in Issaquah but would have impacts on Sammamish.
Source: BERK 2018

Anticipated Change in Citizen-generated Calls for Service

In Exhibit 39, future dispatched calls for service (DCFS) were projected using current call volumes and anticipated population growth. Increases in calls for service could be greater if new developments drive a higher rate of calls for service than seen historically. Growth in citizen-generated calls for service will impact the number of officers required as described in the current staffing section. Based on the current duration of calls, it is estimated that officers will spend 9,800 hours responding to calls by 2020, which would require a minimum of 21 officers, based on the previously calculated shift relief factor and the assumption that officers will spend a third of their time on duty responding to calls for service.

Exhibit 39. Historic and Projected Dispatched Calls for Service



Source: KCSO 2018, BERK 2018.

Due to the anticipated increase in calls for service in 2018, vacancies typically carried from year to year, and the length of time it takes to hire additional officers (typically 18 months), the city likely needs to increase staffing to meet future demands.

VII. Alternative Service Delivery Options

We were asked to consider – at a high level – alternative service delivery options of law enforcement services within the City of Sammamish. The table below compares the current model, in which the City contracts with KCSO, with the development of an independent municipal police department.

A third option – partnering with a neighboring city or cities – is not fully considered here. Other cities in the region have adopted such a model, including North Bend/Snoqualmie and Carnation/Duvall, as well as cities in South King County. As the eastside region continues to grow in population and density over the coming decade or so, a regional approach to police services may make sense.

Exhibit 40. Comparison of Service Delivery Options: KCSO Contract vs Municipal Police Department.

	KCSO Contract = <i>Baseline</i>	Municipal Police Department = <i>Potential Change</i>
Dedicated Police Services		
<ul style="list-style-type: none"> ▪ Chief ▪ Sergeants/ Supervision ▪ Investigations ▪ Patrol ▪ Traffic emphasis ▪ School Resource Officers ▪ Others, TBD <p><i>Both options allow flexibility in staffing: commissioned officers + limited- or non-commissioned officers for appropriate positions, including City staff for admin position</i></p>	<p>Resources Required</p> <ul style="list-style-type: none"> ▪ 30 FTE + KCSO backfill ▪ \$4.5M 	<p>Resources Required</p> <ul style="list-style-type: none"> ▪ ~50 FTE⁶ ▪ \$5.75M - \$7.2M⁷ <p>Pros</p> <ul style="list-style-type: none"> ▪ Possible increased connection to community ▪ Likely reduction in turnover; though replacing staff who leave will take more effort and time. <p>Cons</p> <ul style="list-style-type: none"> ▪ City must accept liability for employee conduct ▪ City must bring hiring and personnel processes in house ▪ Additional costs associated with increased staff count and higher cost/position for commissioned officer (though less for non-commissioned) ▪ Must create system for post-Academy Field Training and other required in-service training.

⁶ Assumes continuation of 4-10 shift schedule; a Shift Relief Factor of 2.2, which is based on the current labor agreement for patrol deputies, allowing 10 holidays, 2 personal holidays, 20 vacation days, and 96 hours/year of sick time. This does not take into consideration average PTO used or bereavement, family care leave, military leave, or maternity/paternity leave; and existing levels of supervision, detectives, and School Resource Officers.

⁷ Assumes a low end of average pay of \$80,000 and benefits of \$35,000 applied to 50 FTE. Places like Mercer Island, Snoqualmie, Issaquah, and Kirkland pay based on longevity and other specific qualifications, ranging from \$60k - \$95k. The high end assumes an average pay of \$143,062 (the current average pay + benefits in Sammamish).

KCSO Contract
= *Baseline*

Municipal Police Department
= *Potential Change*

Additional Police Services		
Shared precinct services	<p>Resources Required</p> <ul style="list-style-type: none"> ▪ \$150k 	<p>Resources Required</p> <ul style="list-style-type: none"> ▪ N/A (see above) <p>Pros</p> <ul style="list-style-type: none"> ▪ In house capacity may provide customized service at all times of day to the community. <p>Cons</p> <ul style="list-style-type: none"> ▪ Additional capacity must be brought in house.
Dispatch	<p>Resources Required</p> <p>Contract includes dispatch through KCSO Communications Center</p> <ul style="list-style-type: none"> ▪ \$331k 	<p>Resources Required</p> <p>Contract with regional dispatch provider (KCSO, NORCOM, Issaquah)</p> <ul style="list-style-type: none"> ▪ \$500-700k⁸ <p>Pros</p> <ul style="list-style-type: none"> ▪ Other dispatch centers may have greater knowledge of Sammamish community <p>Cons</p> <ul style="list-style-type: none"> ▪ City would have to set up agreements with NORCOM or another dispatch provider.
Shared special operations units, including: <ul style="list-style-type: none"> ▪ MARR ▪ Marine ▪ Major Crimes ▪ SWAT 	<p>Resources Required</p> <p>Pay based on actual usage.</p>	<p>Resources Required</p> <p>Provide some in-house or participate in regional partnerships on a contract basis</p> <p>Pros</p> <ul style="list-style-type: none"> ▪ Sammamish-dedicated resources if provided in-house ▪ Retention of officers with expanded opportunities <p>Cons</p> <ul style="list-style-type: none"> ▪ Lose economies of scale from sharing with KCSO and other contract cities ▪ Large start-up costs and training costs to maintain proficiency in seldom-used areas. K9 units and SWAT teams have expensive equipment and training

⁸ **North Bend** (population: 6,825) contracts with Issaquah for dispatch and records at a cost of \$495,000. **Mercer Island** (population 24,270) contracts with NORCOM for dispatch at a cost of \$632,000.

	KCSO Contract = <i>Baseline</i>	Municipal Police Department = <i>Potential Change</i>
		<p>requirements. Would likely incur stand-by costs (often set at 50% of the active rate) to keep internal resources available during off hours.</p> <ul style="list-style-type: none"> Outsourcing specialty services with no opportunity for Sammamish police to participate could be bad for department morale and retention.
Support and Administrative Services		
<ul style="list-style-type: none"> Human Resources Labor Relations Internal investigations Payroll and budget Legal/risk pool Information Technology Crime analysis and crime lab Property and evidence Records and Public Disclosure Training 	<p>Resources Required</p> <ul style="list-style-type: none"> \$945k in overhead \$554k for vehicles and equipment 	<p>Resources Required</p> <ul style="list-style-type: none"> + FTE + \$ <p>Pros</p> <ul style="list-style-type: none"> More control over officers hired and ability to hire officers who want to be in Sammamish. Direct access to crime data and analysis. <p>Cons</p> <ul style="list-style-type: none"> Increased workload for City resources (e.g. HR, IT) for hiring, background, promotional and grievance procedures. These functions are different for police than other municipal services and would require developing expertise. City will need to bargain new labor contracts with one or more police labor unions depending on proposed rank structure. Need to provide specialized legal resources to answer questions about police procedure and respond to subpoenas and other police legal matters. Increased staffing will be required for internal investigations and other internal control functions. City would be required to create a Civil Service Board. City will need to provide staffing to respond to and manage records and record requests. Sammamish would need to take over the risk/liability for automobile accidents, officer conduct, L & I, etc. City will need to manage training upon graduation from the Academy, through probation, and for yearly in-service training (24 hours per officer). City will need secure facility for firearms qualifications and to develop armorer expertise.

Capital Needs		
<ul style="list-style-type: none"> ▪ Fleet ▪ Facility ▪ Equipment 	<p>Resources Required</p> <ul style="list-style-type: none"> ▪ Vehicles cost \$400k/year⁹ 	<p>Resources Required</p> <ul style="list-style-type: none"> ▪ ~\$630k¹⁰ initial investment costs + annual maintenance, fuel, and replacement fund costs. Could be a savings, depending on fleet replacement policies.
		<p>Pros</p> <ul style="list-style-type: none"> ▪ Could eliminate cost of take-home vehicle privileges now extended to all KCSO deputies <p>Cons</p> <ul style="list-style-type: none"> ▪ City would have to purchase and outfit (or contract to obtain), maintain, and replace vehicles. ▪ City would provide fuel and parking for both the police vehicles and the officer's personal vehicles if the cars are not take-home vehicles. ▪ City would incur liability for police vehicle accidents. ▪ City will need to build out area for evidence storage, including storage for hazardous items and vehicles that are in evidence. ▪ City would need to provide uniform, cell phones, 800 MHZ radio, supplies, and other equipment. Likely no cost savings vs. contract.

⁹ Per 2018 Exhibit A.

¹⁰ Assumes \$45,000/vehicle. Six vehicles to cover overlapping shifts for 3 patrol districts, plus one car for each supervisor (sergeant, chief) and detectives for a total of 14 vehicles.

Attachment 1

Virtual Town Hall Survey Results

Sammamish Police Services Study

DRAFT Funding Options | November 2018

Funding Options

As demand for police services increases and the City desires more services, additional resources will be needed. We were asked to outline funding options available for police services, specifically around funding additional staff resources rather than capital expenditures. We were also asked to explore the suitability of funding these investments by generating revenues from new growth and development.

While new construction and development will bring new incremental tax base and one-time revenues to the City, based on historical lean funding levels, it is very likely that additional investment in law enforcement is needed beyond the incremental increase associated with new construction and development. This can be achieved through several methods, but general revenues such as property tax are the most feasible, suitable, and capable of addressing potential funding needs. Many funding sources are described below, followed by a description of their feasibility, suitability, and magnitude for funding police services. The summary of our analysis is that the following three suggestions are most feasible and best suited to funding increased police staffing:

- Levying **traditional municipal funding sources** such as a utility tax or using banked property tax capacity.
- Creating a [Sammamish Police Foundation](#) to fund special services and build community support.
- Considering **fees for some services** such as house checks, or house checks beyond a certain number per year.

[A summary on the last page of this document encapsulates key takeaways from the more detailed description of each option, below.](#)

General Revenues

- **Property tax.** Cities are dependent on property tax as a major source of revenue to the general fund. In Washington, annual property tax increases are limited to 1% of the prior year's collections plus any new construction. Sammamish has not used their allowable 1% increase for the past several years, and their "banked" capacity is available to use in future years without voter approval, authorized by [Chapter 84.55.092 RCW](#).

Because property tax revenues are unrestricted, have potential to generate large revenues, and do not require voter approval, property tax is the most feasible, suitable, and capable method of providing additional resources for police services in Sammamish.

- **Utility tax.** Any city can impose a utility tax on cable, electricity, gas, sewer/stormwater, solid waste,

steam, telephone, or water without voter approval. There is a 6% limit on electricity, gas, steam, and telephone utilities, while there is no limit on the others. The 6% limit can be increased with voter approval. Utility tax revenues are unrestricted, and most cities use them for general fund purposes.

Sammamish currently has no utility tax. Implementing a utility tax would diversify the City's revenues and create a new revenue source on existing utility purchases.

Public Safety Specific Revenues and Fees

- **Public Safety Sales Tax** is a public safety specific tool available to cities and counties authorized by [Chapter 82.14.450 RCW](#). The tax requires voter approval from a simple majority of voters and allows the City to impose a sales tax of up to 0.1% for public safety. There is also a county option that allows a 0.3% rate, the proceeds of which are split between the county and cities.

Taxable retail sales in Sammamish in 2017 were \$659 million, and if implemented at the time, a public safety sales tax would have generated an estimated \$659,000 that year.

- **Police Service Fees.** Generally, cities can levy fees and charges to cover the costs of providing services and programs. These fees must be set at a level that recovers direct and indirect costs associated with the activity, including administrative overhead, but cannot recover more than the costs. If recovering more than costs, then the city needs statutory authority to levy a tax.

Sammamish could use fees like these to recover costs of providing non-essential services such as house checks or event staffing. The use of such fees must be calibrated not to undercut resident or business owner support for more general City funding mechanisms or law enforcement-specific efforts such as a police foundation.

- **Traffic and Parking Fines.** Although traffic infraction fines are set by the State, cities share in the revenues for infractions committed within their boundaries. While not politically feasible and not likely to provide the magnitude of funds needed for police services, it is a suitable revenue method for police services.

Cities have control over fines for violation of their parking ordinances, but this source is likely not suitable for Sammamish and would not generate the appropriate magnitude of funds needed because of the existing design and use of Sammamish city streets.

- **Police Foundation.** Police foundations are typically created to allow community members to engage in and fund community policing. They can play an important role in supplementing funding needs for programs, such as community police academies and explorer programs.

This type of tool seems feasible and suitable for the Sammamish community and in line with the residents' and Police Chief's interest in community policing.

Development-Specific Revenues

- **Property tax generated on development.** When new construction is built, the City adds that assessed value to its tax rolls and collects revenues on it. Assessed value from new construction is the only way for a jurisdiction to increase its property tax revenues beyond the 1% per year cap.
- **Sales tax on development.** Sales tax is generated from the taxable sales of goods occurring within the City's boundaries. Sales tax impacts from potential site development are generated in two ways:

the initial construction of development will generate sales tax for the full cost of supplies, material, and labor used in construction; and retail development will generate ongoing sales tax revenues.

- **Impact Fees.** Impact fees are a tool available to cities that are required to or choose to plan under the Growth Management Act and are outlined in [Chapter 82.02.050 RCW](#). They are designed to have new growth and development pay a proportionate share of the cost of new **public capital facilities** needed to serve new growth and development. In addition, these facilities must be contained in a capital facilities plan, be reasonably related to new development, and benefit the new development. In Washington, impact fees can be used for: public streets and roads; publicly owned parks, open space, and recreation facilities; school facilities; and fire protection facilities.

Impact fees cannot be charged for police services in Washington.

- **Community Facility Districts.** These allow jurisdictions to finance infrastructure improvements through a special assessment district for improvements to water, sewer, roads, storm drainage, sidewalks, and other forms of infrastructure. The formation of a district requires 100% of property owners within the district to sign a petition to form the district.

A community facility district could be formed to pay for infrastructure but is not appropriate for funding police services in Sammamish.

- **Development Agreements.** Cities and property owners can enter into voluntary contracts to set standards and conditions for development of a property. These agreements can protect developers from changes in zoning law through the course of their project, but can also benefit a city, by ensuring a developer provides parks and open space, infrastructure improvements, or other “in lieu” fees in exchange for certainty of their project.

These agreements typically take place at the beginning of a large master planned project and typically do not address coverage for services that a city must provide. But they can be used to ensure a development provides space for a police store front. The Redmond Town Center developer provided this benefit to Redmond as part of their developer agreement, but the police storefront was ultimately unsuccessful and closed in 2012.

- **Local Improvement Districts.** Cities have the authority to create special assessment districts to assist the benefitting properties in financing needed capital improvements. This authority is given in [Chapter 35.43 through 35.56 RCW](#). The benefit of LIDs is that they allow improvements to be financed and paid for over a period of time through assessments on benefitting properties.

In addition to not being appropriate to pay for police services, LIDs also have a reputation of being time consuming and difficult to administer.

- **Business Improvement Area.** Business improvement areas are authorized by [Chapter 35.87A RCW](#). Local business owners or a city’s legislative authority can establish a special assessment district through a process of petition, resolution, hearing, and ordinance. Funds raised by the assessment can be used to provide management, services, facilities, and programs.

Although a business improvement area can pay for security, it cannot pay for basic police services.

Summary Funding Source Evaluation

Each of the potential funding sources for police services, specifically increasing staffing resources (not capital investments), is screened for these criteria:

- **Feasibility.** How realistic each funding option is and any unique features of eligibility, such as political feasibility and required voter approval.
- **Suitability.** The extent to which each funding source would generate funding that meets needs, including any restrictions. Sources that cannot be used for police staffing are not suitable.
- **Order of Magnitude.** Estimates the magnitude of these funding options relative to anticipated need.

Funding Source	Feasibility	Suitability	Order of Magnitude
General Revenues			
Property Tax	●	●	●
Utility Tax	●	●	●
Public Safety Specific Revenues and Fees			
Public Safety Sales Tax	●	●	●
Police Services Fees	●	●	●
Traffic and Parking Fines	●	●	●
Police Foundation	●	●	●
Development-Specific Revenues			
<i>Property tax and sales on development are included under General Revenues, above</i>			
Impact Fees	●	●	●
Community Facility District	●	●	●
Development Agreement	●	●	●
Local Improvement District	●	●	●
Business Improvement Area	●	●	●

Legend



High



Medium



Low or None

City of Sammamish Police Services Study

Public Safety Committee Meeting

Brian Murphy and Kristin Maitt

November 21, 2018

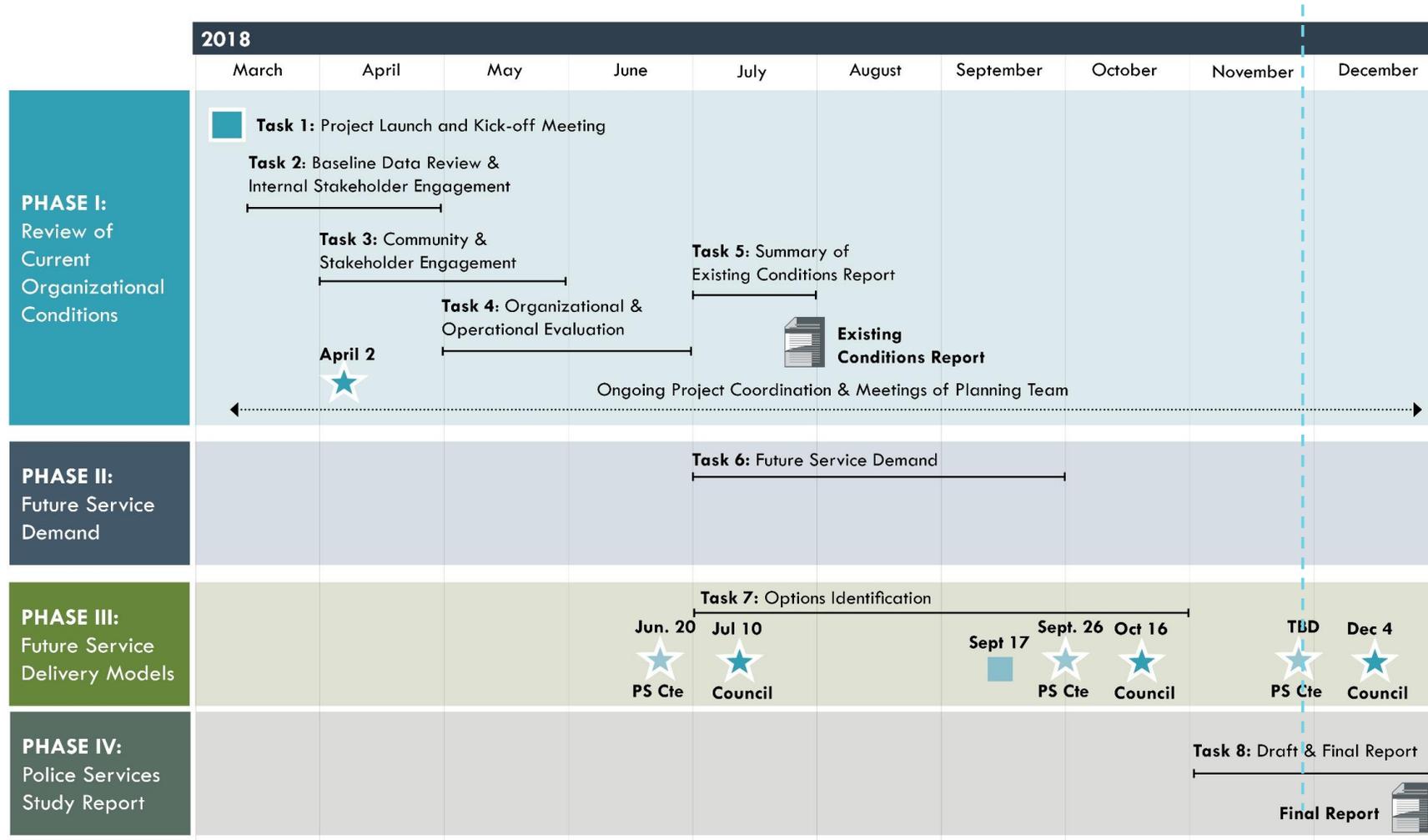


Today's Briefing

- I. Project Update
- II. Review of Identified Values, Options, and Consultant Recommendations
- III. Considerations for Council Briefing, December 4

I. Project Update

Project Schedule



Last updated 11/13/18

■ = Staff Workshop

★ = City Council & Public Safety Committee Briefings



II. Review of Identified Values, Options, and Consultant Recommendations

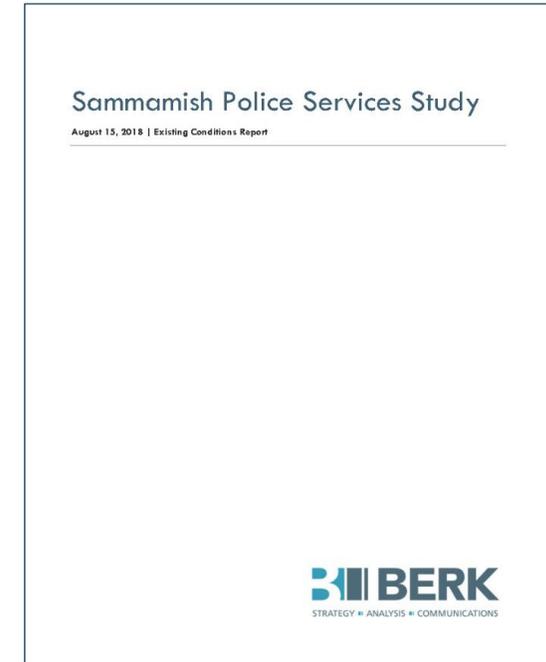


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**Consultant
recommendation**

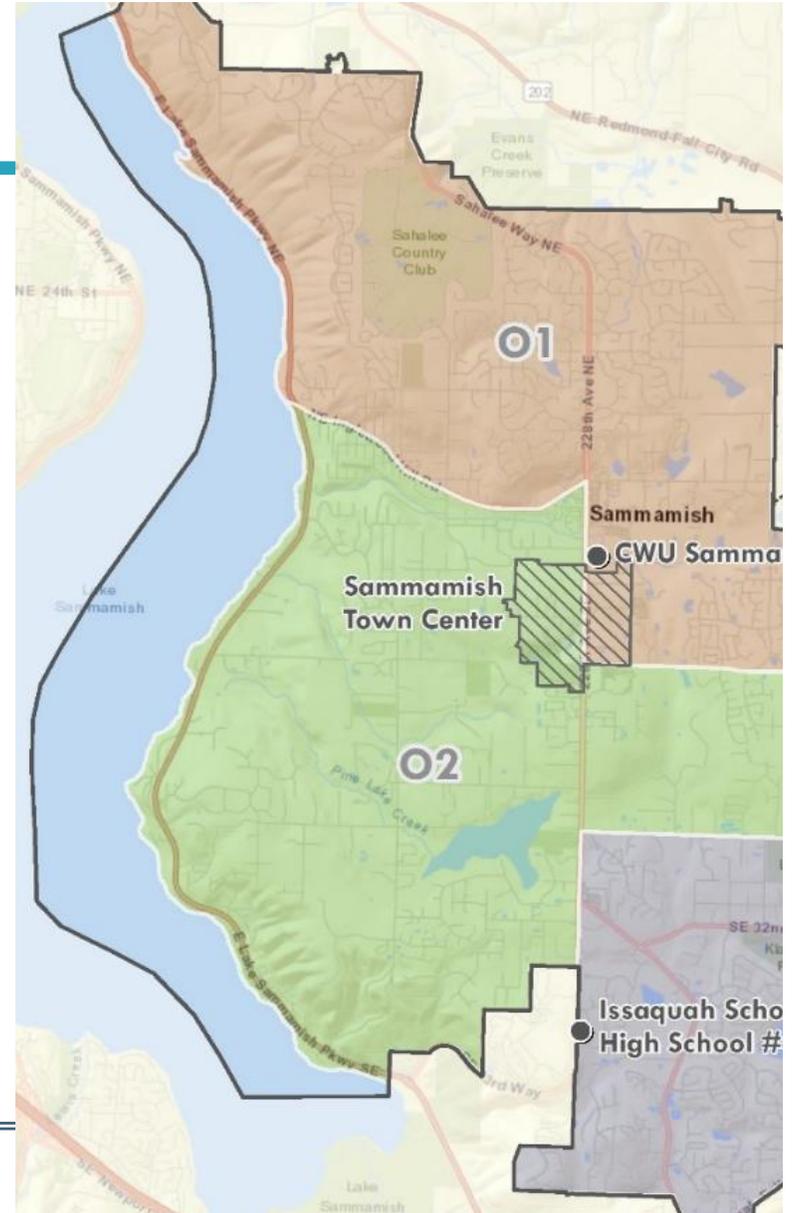
Summary of Existing Conditions

- The Sammamish PD is well-managed and performing well.
- Residents feel safe and supported by their police department.
 - ❑ It is important to maintain this strong position through preventive investment. It would be costly and time consuming to catch up if either rating slips.
- Residents would like increased community policing presence.
- The City is largely happy with services provided through the KCSO contract.
- Compared to peers, Sammamish:
 - ❑ Pays less per capita for police services
 - ❑ Has a lower number of commissioned police officers per 1,000 residents
 - ❑ Has a lower crime rate than peer KCSO contract cities
 - ❑ Has a higher officer turnover rate
- The city has a lower number of commissioned police officers per capita than peers with interrelated pressures for additional capacity, including:
 - ❑ Limitations of the current staffing model.
 - ❑ Pressures on staff in some positions.
 - ❑ Pending population growth and increasing demand for service.
 - ❑ Community desires.



Baseline Assumptions

- Two baseline assumptions inform our report and recommendations:
 1. Sammamish should continue to contract with the King County Sheriff's Office for law enforcement services. ★
 2. The city would like to strengthen its ability to provide quality law enforcement services to its residents.



Identified Community Values & Options for Strengthening Police Services

Based on input from community and Council members, identified community values and options to improve police services are listed below.

Options for Strengthening Police Services	Sammamish Community Values					
	Resident safety and quality of life	High level of service	Managing City risk exposure	Positive relationship with the community	Efficient use of resources	Professional law enforcement officers
1. Command capacity	✓	✓	✓	✓		✓
2. Administrative capacity			✓			
3. Commissioned officer capacity	✓	✓	✓			✓
4. Tiered policing				✓	✓	
5. Community policing and community partnerships	✓	✓	✓	✓	✓	✓
6. Department culture and staff retention				✓		✓
7. Use of technology	✓				✓	

1. Command Capacity

- **Current Situation**

- Sammamish has very limited command capacity as some duties cannot be delegated to sergeants.
- Sammamish relies on KCSO precinct staff to provide supervision when the Chief is off duty.

- **Triggers**

- Function of **demand** (not just calls for service, but also community expectations) and **span of control**.

- **Potential Investments**

- **Option 1a.** Move to a Major/Captain model. Incremental cost \$250,000.
- **Option 1b.** Add additional sergeants to cover all shifts. Cost of \$220,000 per sergeant = more than \$660,000 to provide consistent coverage by Sammamish sergeants.

- **Potential Benefits**

- Relief for the Police Chief, which would support the retention of current and future individuals holding the position.
- Succession management, particularly with Option 1a, which would establish a captain with experience and relationships in the City as a potential replacement for the major.
- Increased capacity for strengthening the department, participating in community events and community policing, special projects, administrative functions, and supervision of and professional development planning for officers.

2. Administrative Capacity

- **Current Situation**

- Current administrative support position is a City employee.
- Time is split between administrative support for Chief and front desk/community interface.

- **Potential Investments**

- **Option 2a.** Hire another City position to support Department leadership.
City administrative position = \$72,400 salary + \$21,400 benefits = \$93,800 (in 2018 dollars) ★
- **Option 2b.** Develop a volunteer cadre who can be trained and assist with administrative duties.

- **Potential Benefits**

- Ensuring administrative functions are performed properly, mitigating risk.
- Expanding the capacity of the Police Chief by freeing her of some duties.
- Strengthening the department's capacity community policing.

3. Commissioned Officer Capacity

Current Situation

- The Department staffs to minimums: 3 officers on 3 shifts.
- With no shift relief factor, the City relies on KCSO backfill for vacation, sick, or trainings. This carries some risk and potential for lower level of service.
- To staff three patrol districts 24/7 with Sammamish deputies, the city would need to almost double the number of deputies.
- Based on current workload and calls for service it is anticipated that Sammamish will have a need for 21 patrol officers in 2020, which is 2 officers more than current staffing levels.
- There is a lag of up to 18 months to get a new officer into uniform.

Triggers

- **Early indicators of patrol staffing need**
 - Annual dispatched calls for service increase beyond 11,000.
 - A significant increase in overtime costs related to staffing levels (i.e. backfill, training, court, and call outs).
 - Insufficient permanent staffing for routine coverage or special community events.
- **Other indicators of patrol staffing need**
 - Crime is increasing. Although crime is anticipated to increase with population, an unusual spike in crime could indicate an insufficient police presence in the community.
 - Complaints about police are increasing.
 - Response times are not acceptable to the community.
 - KCSO is not able to provide backup resources when requested.
- **Indicators of detective and traffic enforcement staffing needs**
 - Case follow-up is difficult or delayed due to volume.
 - Cases rejected by the prosecutor for inadequate investigation.
 - Increased criminal traffic activity and/or traffic accidents.
 - Increased vehicle accidents with bicycles and pedestrians.

3. Commissioned Officer Capacity

- **Potential Investments**

- **Option 3a. Add two additional deputies.**

- Projected calls for service indicate that two additional officers are needed by 2020. The added capacity would better meet anticipated increases in demand for police services. The 2018 cost of two additional officers, including equipment, is \$395,000.

- **Option 3b. As an alternative, the department could add a fourth officer to shifts that experience higher demands.**

- Currently, Sammamish staffs a swing shift that helps mitigate the increase in calls for service in the afternoon and evening when residents get home from school and work. This option would require adding three or four officers. The 2018 cost of three to four additional officers, including equipment, is \$590,000 - \$790,000.

- **Option 3c. Add a fourth patrol district, increasing minimum staffing to four on-duty officers.**

- The city should consider adding a fourth patrol district that either redistributes calls for service evenly across the four, or by adding a fourth patrol district that focuses on the urban core of Sammamish, including the Town Center. This would require an addition of at least six additional officers. The 2018 cost of six additional officers, including equipment, is \$1.2 million.

4. Tiered Policing Model

- **Current Situation**

- Fully commissioned officers are the most expensive option for delivering public safety services. Some needs may not require fully-commissioned law enforcement officers.
- “Tiered Policing” is a system of providing tiers of police services with varying capabilities in skills and authority.

- **Potential Strategy**

- City staff or limited- or non-commissioned police employees who are specially trained in public safety could perform functions such as:



- Vacation house checks.
- Parking enforcement.
- Taking reports for lower-level crimes such as graffiti, car break-ins, mail theft, fireworks, and vandalism.
- Follow-up with residents who have contacted the police to share case status and/or take report.
- Meetings with neighborhood groups, supported by uniformed officers when appropriate.
- Opening and closing parks.
- Crime analysis.
- Representing the Police Department at City meetings.

Approximate Cost Comparison

Commissioned	Limited-Commission	Non-Commissioned
\$1	\$0.75	\$0.50

5. Community Policing and Community Partnerships

- **Current Situation**

- Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.
- Community policing is requested by the Sammamish community and would support tiered policing and staff retention options.

- **Potential Investments**

- *Build Department Capacity* ★
 - Establish dedicated Community Resource Officer or Community Policing Coordinator position
 - Build community policing capacity into patrol officer duties and staffing levels
 - Establish the City of Sammamish as a community policing destination that attracts and retains KCSO employees interested in learning and practicing these skills
- *Focus on Schools in Particular*
 - Establishing a Community Resource Officer (CRO) position
 - Establish additional SRO(s)
 - Develop school-specific community policing plans
 - Partner with local schools on safety issues

5. Community Policing and Community Partnerships

- **Potential Investments, continued**
 - *Partnering*
 - Coordinate with neighborhoods and other groups to craft specific community policing plans
 - Provide CPTED (Crime Prevention Through Environmental Design) information
 - Explore collaborating with private security providers
 - *Leveraging Community Resources and Volunteers*
 - Create a Sammamish Police Department Foundation
 - Recruit community volunteers
 - Recruit student volunteers
 - Recruit college students and professors
 - Use reserve officers
 - Create a Police Cadet
 - Augment KCSCO-provided crime analysis capacity

6. Department Culture and Staff Retention

- **Current Situation**

- Sammamish competes with other contract cities to attract and retain KCSO deputies, who have some discretion to move to positions of their preference. With some looking for more challenging policing conditions and a more stimulating urban environment, Sammamish is challenged to attract and retain officers, with tenure in Sammamish tending to be brief.
- Current staff expressed a feeling of disconnect from the city, a lack of adequate facilities, and a lack of time and resources to attend trainings.

- **Potential Investments**

- Request that the Police Chief create a 5-year strategic plan with the department. ★
- Focus on the training and professional development of officers to strengthen their connection and commitment to the Sammamish community and to aid in officer attraction and retention
 - Establishing a dedicated training budget that will be protected from being used to cover backfill
 - Create individualized career and aligned training plans for officers, encouraging staff development that aligns with the interests and needs of the Sammamish community

7. Use of Technology

- **Current Situation**
 - ❑ Many of Sammamish Police Department's technologies are met through its contract with KCSO
 - ❑ The City also has the ability to implement additional technologies as discussed below, either independently or perhaps in partnership with KCSO.
- **Potential Investments to Leverage Technology for**
 - ❑ *Resource efficiency* 
 - Continue to work with the Issaquah Municipal Court to provide video court services
 - Encourage online reporting.
 - ❑ *Enhancing public safety response* 
 - Automated License Plate Readers
 - Video camera registry
 - ❑ Information sharing and community interaction
 - Community engagement
 - Create crime analysis capacity
 - Partner with technology volunteers from the community



Summary of Consultant Recommendations

Recommendation	Short-term, with costs noted	Future, with triggers noted
Retain the City's existing service delivery model.	Continue contracting for police services through King County Sheriff's Office to maintain existing quality of service and benefit from economies of scale.	Consider a regional approach to providing law enforcement services as the eastside region continues to grow.
Augment command and administrative capacity.	<p>Hire an additional City administrative position. By increasing administrative capacity to 2 FTE, additional support will be provided to the Chief, diminishing to some degree the need for additional command capacity, and additional support for community policing will be generated.</p> <p>Cost: \$93,800, including salary and benefits.</p>	Switch to Major Police Chief model as demands on the Police Chief increase to the point that additional command capacity is required.
Focus on commissioned officer capacity, tiered policing, and community policing.	<p>Establish a formal community policing model that relies on tiered policing to maximize efficiencies. As part of this focus, add a non-commissioned Community Resource Officer or Community Policing Coordinator position.</p> <p>Retain existing patrol districts.</p> <p>Cost: \$93,800, including salary and benefits.</p>	<p>Increase commissioned officer capacity to respond to increased demands for service over time and provide more capacity in the shift schedule to allow for training and community policing opportunities.</p> <p>Consider adding a new patrol district, focused on the urban core.</p> <p>Expand the ability of the department to leverage volunteers, reserve officers, or cadets.</p>

Summary of Consultant Recommendations

Recommendation	Short-term, with costs noted	Future, with triggers noted
Strengthen department culture and staff retention.	Request that the Police Chief develop a strategic plan that articulates the department's philosophy and establishes strategies related to operations, culture, training, and retention.	Increase capacity and budget for training in ways that link the City's interest and officer skill and career development.
Leverage technology to enhance efficiency and public safety.	Continue to work with the Issaquah Municipal Court to provide video court services and encourage online reporting. Use community policy capacity to enhance communication with residents. Explore feasibility of using Automated License Plate Readers and creating a video camera registry.	Expand the ability of the department to leverage crime analysis, perhaps with the support of volunteers or regional technology firms.
Enhance funding options to support public safety aims.	Establish a Sammamish Police Foundation to support the department.	Leverage the City's increasing tax base to fund additional capacity associated with growth of the community.

Summary of Funding Options

- **Feasibility.** How realistic each funding option is and any unique features of eligibility, such as political feasibility and required voter approval.
- **Suitability.** The extent to which each funding source would generate funding that meets needs, including any restrictions. Sources that cannot be used for police staffing are not suitable.
- **Order of Magnitude.** Estimates the magnitude of these funding options relative to anticipated need.

Funding Source	Feasibility	Suitability	Order of Magnitude
General Revenues			
Property Tax	●	●	●
Utility Tax	●	●	●
Public Safety Specific Revenues and Fees			
Public Safety Sales Tax	●	●	●
Police Services Fees	●	●	●
Traffic and Parking Fines	●	●	●
Police Foundation	●	●	●
Development-Specific Revenues			
<i>Property tax and sales on development are included under General Revenues, above</i>			
Impact Fees	●	●	●
Community Facility District	●	●	●
Development Agreement	●	●	●
Local Improvement District	●	●	●
Business Improvement Area	●	●	●

III. Considerations for Council Briefing

Closing questions or suggestions?

- Next steps
 - Council briefing December 4
 - Finalize report