



**MONROE CITY COUNCIL  
Public Safety  
Committee Meeting**

Tuesday, October 1, 2019, 6 P.M.  
Monroe City Hall, Passport Table

**2019 Committee**  
Councilmembers  
Patsy Cudaback  
Ed Davis  
Kevin Hanford

# **AGENDA**

**I. Call to Order**

**II. Special Orders of the Day**

A. Selection of 2019 Chairperson

B. 2019 Work Plan [\[Page 2\]](#)

**III. Approval Minutes** (none)

**IV. Unfinished Business**

**V. New Business**

A. Police Department Assessment (Police) [\[Page 3\]](#)

B. Municipal Court Assessment (Court) [\[Page 116\]](#)

**VI. Other**

**VII. Next Committee Meeting** (December 3, 2019)

Agenda Items: LEMAP Update; SODA Regulations; Underage Drinking Regulations (Police); and Municipal Court Assessment (Court)

**VIII. Adjournment**



**MONROE CITY COUNCIL**

**Public Safety Committee**

**2019 Committee**

Councilmembers

Patsy Cudaback

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**2019 WORK PLAN\***

Month	Lead	Agenda Item
June	CANCELLED	
July	CANCELLED	
August	CANCELLED	
September	CANCELLED	
October	Police	Final Police Department Assessment Report
	Court/Admin	Municipal Court Assessment Discussion
November	CANCELLED	
December	Police	LEMAP Update; SODA Regulations; Underage Drinking Regulations
	Court	Municipal Court Assessment

*\*The work plan items are subject to change as needed; and Regular Meetings held the fourth Tuesday of each month at 6 p.m.; unless otherwise noted.*

# Monroe Police Department Organizational and Staffing Study

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MONROE, WASHINGTON

**FINAL**



September 19, 2019

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# 1 Introduction and Executive Summary

The following chapter provides an introduction and executive summary to our report.

## 1 | Introduction

The following sections provides an overview of this study and its approach.

### (1) Introduction and Study Background

The Matrix Consulting Group was retained by the City of Monroe to conduct a police department organizational and staffing study. The intention of the study was to address the following key study objectives:

- To evaluate the department's existing staffing, organization structure and processes.
- Identify staff and operational best practices to determine optimal organization including staffing, assignments and effective use of civilian and sworn staff.
- To identify appropriate key procedures to facilitate most cost-effective, high quality police services to the community in a sustainable, long-term manner.

The findings and conclusions that have been made as a result of the analysis answer the types of issues and questions asked for individual functional areas of the agency include, but are not limited to:

- Are sufficient staff allocated to patrol functions, given its responsibilities and service level objectives? What do current patrol workload levels look like?
- Does the data support effective patrol service delivery to the community?
- What factors are impacting the efficiency and effectiveness of patrol and investigative operations and other MPD service delivery approaches?
- Are MPD supporting services staffed and deployed effectively?
- Are there opportunities for further civilianization and/or bolstering civilian staff?
- In the near and longer term future, are there different work approaches that would maintain/enhance service delivery sustainability?

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

- A thorough review of police business practices performed by MPD to include key operations such as patrol, investigations, specialized services and various administrative supporting efforts.
- An evaluation of staffing needs consistent with both analytical outcomes and framed by best practice approaches.
- Guidance on the most appropriate levels of service and service delivery in the City for key operations.
- Identification of major organizational changes in current practice. Such changes could include different service delivery approaches than presently provided.

The scope of work was designed to provide a framework for operations, now and in the future.

## **(2) Work Approach**

The Matrix Consulting Group project team engaged in the following activities:

- Interviewed MPD management and supervision of all functional units within the department, as well as many other personnel with unique responsibilities in the organization. This included 22 total interviews from line staff to executive management.
- Collected detailed data describing operations, workload, deployment, scheduling, use of leave, etc.
- Developed a descriptive profile of MPD describing current operations, service levels, staffing, deployment, etc. This was reviewed by MPD management and supervision to ensure its accuracy, was corrected, and framed the project team's analytical effort.
- Provided a 'Preliminary Analysis and Assessment' report to discuss with management operational issues, identify potential shortcomings, and frame the draft report preparation. This feedback was invaluable to provide additional guidance to the project team.

Collectively, these steps were intended to provide the project team with an understanding of the current methods of service delivery by MPD. The approach was further intended to

ensure that key participants have had relevant input into the study process over the course of the engagement.

## 2 | Executive Summary

This includes information in both narrative and matrix format.

### (1) Key Findings, Conclusions and Recommendations

In the course of a police department review and study, the focus tends to be on the areas within the organization where opportunities exist or where change is needed. However, there are a number of positive attributes of the MPD operations that are acknowledged throughout this report. The City and Police Department desired a full assessment of MPD's staffing and operations and the impact on resources. Consequently, a variety of analyses was undertaken with respect to improvement opportunities. This should not overshadow many of the significant accomplishments of MPD.

- The Community Outreach program with the Social Worker is all self-initiated and accounts for hundreds of contacts, referral of services, illegal camping and trespassing issues. The reason for this unit's inception is a recognition from the community demand for results regarding homelessness.
- Officers make 5 proactive contacts a day, addressing nuisance issues, utilizing trespassing to address vagrants, and engaging the community through community oriented policing such as business checks and foot patrols.
- MPD has the highest overall rate of clearing cases in Snohomish County. This is one of many benchmarks utilized to determine success.
- An MPD officer recently received the Snohomish County DUI task force Officer of the Year award for his efforts and arrests for DUIs. This demonstrates the proactive approach to policing undertaken by MPD.
- Patrol service response times to the scene are exceptional. This is reflective of high service levels to the community.
- MPD has a diversified assignment approach to enhance recruitment and retention as well as appropriately uses civilian and sworn staff.

In sum, there are many efforts undertaken by the MPD for which it should be proud.

## (2) Summary of Recommendations

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

Recommendations	Priority	Timing
<b>Patrol Operations</b>		
<b><i>Problem Statement Recommendations Address:</i></b> Deliver an appropriate patrol staffing contingent, with adequate supervision, to facilitate effective community service, officer safety, and opportunities for personnel that facilitate recruitment and retention.		
A total of 16 patrol officers are recommended for patrol; this is consistent with current authorized positions.	High	1 <sup>st</sup> Quarter 2020
Maintain existing patrol sergeant support of four (4) positions, one on each shift. In order to facilitate effective supervision, and based on operational modifications, attempt to minimize the sergeant's role as a primary call for service responder.	High	Immediate
Use of senior officers as "Acting Sergeants" when needed in a patrol supervisory capacity should continue as it is consistent with best-practice.	High	Immediate
Maintain existing K9 Officer support services consisting of two (2) Patrol positions.	Medium	Immediate
Maintain the existing Motor Officer deployment of two (2) officers on Day Shift. Expect increased citation production of a minimum 12 total citations per day, as well as better balanced citation performance between the two officers.	Medium	Immediate
<b><i>Problem Statement Recommendations Address:</i></b> Revise patrol operational approaches to enhance service delivery and provide appropriate proactive time to conduct community-oriented and problem-oriented policing services.		
Modify the approach to patrol minimum staffing as described in this report to include revising minimum staffing levels on Day Shift to 3 officers and 1 sergeant, excluding Motor Officers, and improving the scheduled leave approach to time-off. Maintain 2 officer and 1 sergeant minimum staffing on Night Shift.	High	1 <sup>st</sup> Quarter 2020

Recommendations	Priority	Timing
<p>Authorize sufficient overtime funds, for approximately 2,000 hours annually, to maintain new minimum staffing level standards. In the event MPD chooses to include Motors in minimum staffing, this could be reduced to 750 hours. Such funding should be a part of the new overtime budget management approach discussed in this report.</p>	High	1 <sup>st</sup> Quarter 2020
<p>Eliminate felony investigative efforts from Patrol Officer responsibilities, thereby freeing time to conduct other important proactive efforts.</p>	Medium	1 <sup>st</sup> Quarter 2020
<p>Modify the approach to patrol field investigations whereby officers are only assigned misdemeanor crimes as approved by their Patrol Sergeant. Shift other investigative responsibilities to detectives.</p>	High	1 <sup>st</sup> Quarter 2020
<p>Continue to improve capturing self-initiated proactive time efforts in CAD consistent with the MPD philosophy of 5 proactive contacts per officer per day.</p>	Low	End 2020
<p>As feasible, modify the Motor Officers schedule to a 4/10 shift as described in this report. On Night Shift, dedicate one 'Traffic Car' that should emphasize traffic enforcement and DUI enforcement, provide patrol back-up and be utilized as a secondary call for service responder.</p>	Medium	1 <sup>st</sup> Quarter 2020
<p><b>Problem Statement Recommendations Address:</b> Devise Department administrative protocols that are consistent with common or best-practices.</p>		
<p>Continue to manage MPD overtime effectively, but include an overtime budget and related expenditures as a separate line item in the annual budget. The overtime budget should be based on historical precedent and modified, as necessary, based on immediate needs such as unexpected turnover.</p>	Low	End 2020
<p>Continue the MPD vehicle take-home program. As fiscally practical, fully adopt this program for all patrol officers requiring an initial capital investment of eight (8) patrol units at an estimated \$480,000. Devise a comprehensive policy to include user "charge-back" for out-of-city users.</p>	Low	End 2020

Recommendations	Priority	Timing
<b>Investigations</b>		
<b>Problem Statement Recommendations Address:</b> Provide adequate staffing and associated expertise to deliver high-quality investigative efforts to the community.		
Reduce authorized detective staffing levels from three (3) positions to two (2) positions; this reflects the current staffing contingent. Maintain the Administrative Assistant position.	High	Immediate
Transfer all solvable felonious cases to detectives, alleviating Patrol and ProAct officers from such workloads. Misdemeanor cases, unless very high profile, can be retained in Patrol.	High	1 <sup>st</sup> Quarter 2020
Train the two (2) detectives to be Crime Scene Investigators, and add this responsibility to their investigative service responsibilities.	Medium	Mid-2020
<b>Problem Statement Recommendations Address:</b> Ensure procedures are in place to facilitate effective investigative case management consistent with best-practice.		
Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.	Medium	Mid-2020
Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.	Medium	Mid-2020
Ensure a formal supplemental report is written every 45-days for each case investigated for increased case management accountability.	Medium	1 <sup>st</sup> Quarter 2020
<b>Problem Statement Recommendations Address:</b> Re-organize staff roles and responsibilities, balancing workloads among all personnel while providing distinct chains of command for effective accountability.		
Re-classify the Detective Sergeant position to a Support Services Sergeant. This position should perform key support duties such as training, FTO program, Citizens Academy, etc. as listed in this report and essentially replaces the Administrative Sergeant position.	High	1 <sup>st</sup> Quarter 2020

Recommendations	Priority	Timing
Transfer the Community Outreach Officer, the Community Services Officer, and the Embedded Social Worker from the ProAct Sergeant to the Support Services Sergeant.	High	1 <sup>st</sup> Quarter 2020
Maintain one (1) School Resource Officer in MPD reporting to the new Support Services Sergeant position.	High	Immediate
<b>ProAct Operations</b>		
<b>Problem Statement Recommendations Address:</b> Devise policies, programs, procedures and appropriate specialized units and/or staff positions to consistently and effectively implement proactive community-oriented policing efforts.		
Maintain two (2) officer positions in the ProAct Unit. With the transfer of two detectives to this operation, reactive investigative casework and proactive investigative assignments can be performed in a centralized fashion.	High	Immediate
Transfer the two (2) detectives and Administrative Assistant to the ProAct Unit. Re-evaluate the Administrative Assistant's workload, duties and responsibilities in support of this reformulated ProAct Unit.	High	1 <sup>st</sup> Quarter 2020
Periodically assign, based on need, the ProAct contingent of up to four sworn staff plus one sergeant on various proactive "SARA" assignments.	Medium	As needed
Formal problem-oriented policing approaches should frame staffing plans in the future for the specialized ProAct Unit. Adopt a formal problem-oriented policing approach and develop SARA plans and reporting protocols as outlined by the Department of Justice's Office of Justice Programs abstract as described in this report.	Low	Mid-2020
Reporting to the new Support Services Sergeant, add an additional Community Service Officer position resulting in an authorized staffing of two (2) positions.	Medium	Mid-2020

Recommendations	Priority	Timing
Dedicate one CSO to Parking and Code Enforcement and one CSO dedicated to Animal Control and Community Outreach efforts.	Medium	Mid-2020
Devise detailed policies and procedures for the conduct of the duties and responsibilities assigned the CSO.	Medium	End 2020
Continue the progressive Community Outreach Team with the existing Community Outreach Officer and Embedded Social Worker staff to perform program efforts. Transfer these staff to the Support Services Sergeant.	High	Immediate
<b>Administrative Bureau</b>		
<b><i>Problem Statement Recommendations Address:</i></b> Provide sufficient civilian staffing and resources to accommodate in a timely manner the Department's internal customers and the City's citizens.		
Maintain the existing Administrative Bureau Director and Administrative Manager positions. Both of these positions should remain civilianized.	High	Immediate
Maintain one (1) Data / Armory Specialist position.	Medium	Immediate
Immediately fill the currently vacant Police Administrative Assistant position and maintain the authorized staffing level of three (3) Police Administrative Assistant positions.	High	1 <sup>st</sup> Quarter 2020
Increase the one (1) part-time clerk to full-time and, as practical, re-classify to a Police Administrative Assistant position to better facilitate cross-training flexibility.	Medium	Mid-2020
Maintain one (1) Property and Evidence Technician position.	High	Immediate
Maintain one (1) Executive Assistant position.	High	Immediate
As practical, have the Executive Assistant position also support the new Support Services Sergeant. Work capacity will be created by transferring Records-related "back-up" duties to newly hired Records staff.	Medium	Mid-2020

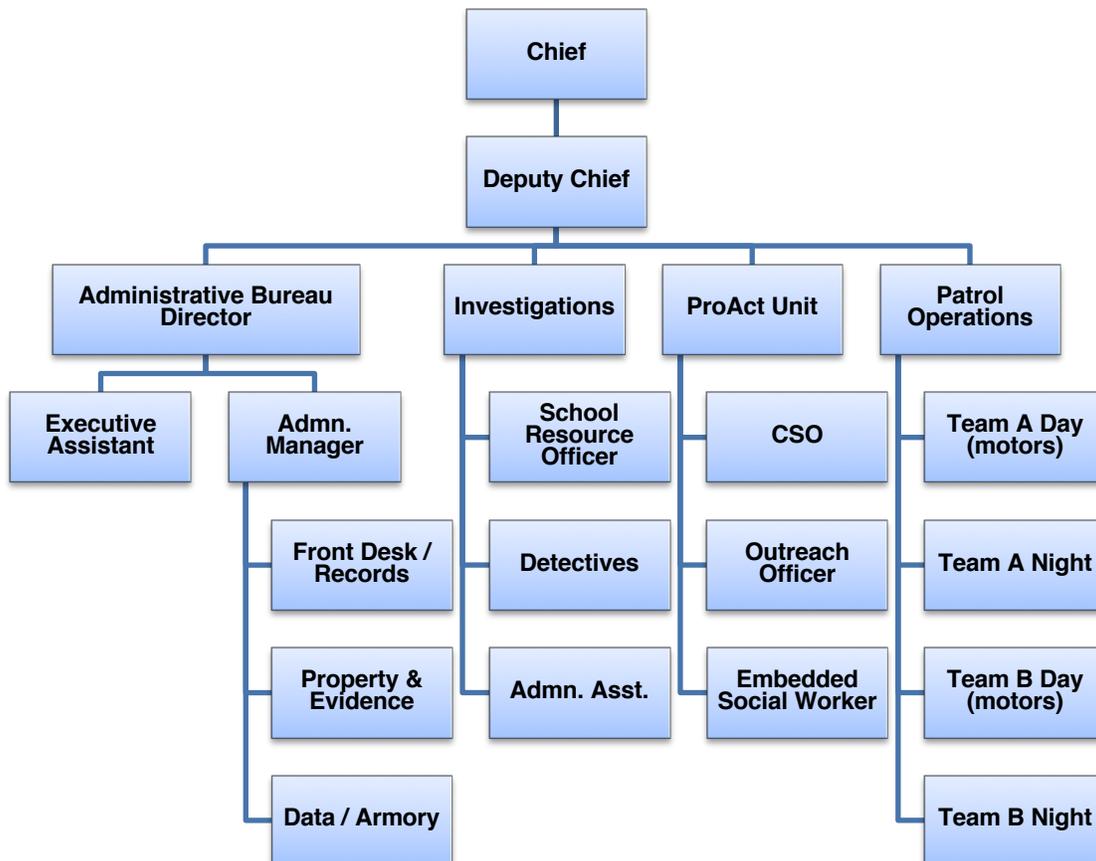
Recommendations	Priority	Timing
Develop a comprehensive Volunteers in Police Services (VIPS) Program with development and oversight undertaken by the Administrative Manager.	Medium	Mid-2021
<b>Organizational Structure</b>		
<b>Problem Statement Recommendations Address:</b> Re-organize staff roles and responsibilities, balancing workloads among all personnel while providing distinct chains of command for effective accountability.		
Retain the management staffing structure of one (1) Chief and one (1) Deputy Chief for sworn command support for the MPD organization.	High	Immediate
Ensure management, supervisory and distinct administrative roles and responsibilities are allocated and clearly defined for the Chief, Deputy Chief, Administrative Bureau Director and Support Services Sergeant positions.	Medium	1 <sup>st</sup> Quarter 2020
Eliminate the Administrative Sergeant position. This has been reformed as a Support Services Sergeant with an existing supervisory position.	High	1 <sup>st</sup> Quarter 2020
Re-organize supervision of ProAct, Detectives and specialized support services positions as described in this report.	High	1 <sup>st</sup> Quarter 2020

A more detailed description, and the analysis behind each recommendation, can be found in the body of the report.

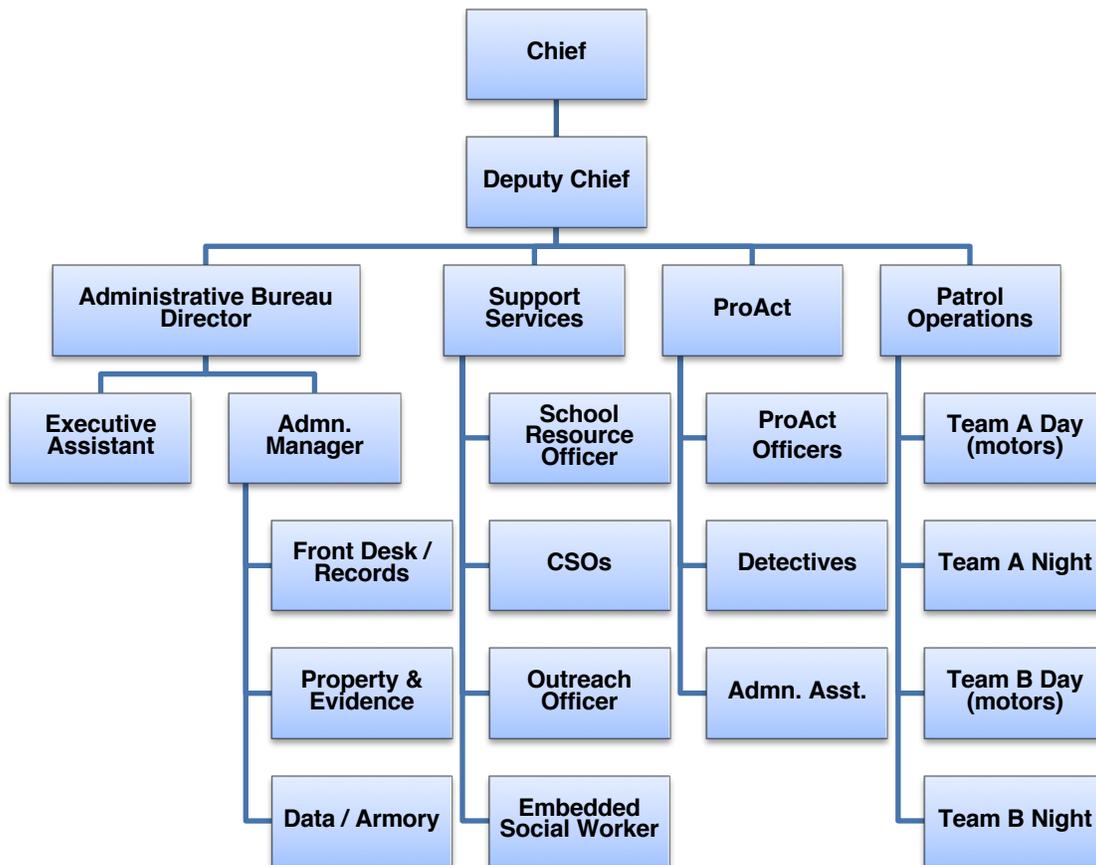
**(3) Organization Modifications**

Based on the recommendations, the following organization charts reflect new roles, responsibilities and reporting relationships.

**Current Monroe Police Department Organizational Chart**



### Revised Monroe Police Department Organizational Chart



## 2 Overview of the Monroe Police Department

First and foremost, the Monroe Police Department (MPD) is a progressive law enforcement agency, particularly for its size. This is, in part, first illustrated by an annual listing of accomplishments and future goals and objectives for MPD as provided in the City's published Annual Budget. These are replicated below.

### 2018 MPD Accomplishments

- **Enforcement** – Significant increase in DUI arrests, second year of reduced number of property crimes – vehicle prowls, burglaries and vehicle theft, arrest after a two year investigation into retail theft and pawn shops by the ProAct team, School Resource Officer changed to a five day week work schedule.
- **Personnel** – Retirements of the Chief, Deputy Chief, Evidence Technician and Executive Assistant in the department and subsequent Interim Chiefs along with a promotion and new hire, graduation of five officers from the academy, four are or will be on their own by the end of the year.
- **Community Outreach** - Completion of Community Outreach Team pilot program, first ever week long Youth Academy, Walk/Bike patrols around downtown businesses, Citizen's Academy, Active Shooter Response Training for Community.
- **Community Events** - Coffee with a Cop, National Night Out Against Crime, Monroe Police Officer Association sponsored - Quarterly Take the Next Step Dinners and Shop With A Cop, Walk Your Kids to School, Goin' Fishin' – in support of Behind the Badge Foundation kids who have lost family in the line of duty, Tip A Cop and Wings and Wheels events benefitting Special Olympics.
- **Administration** - Transition of public records tracking to Next Request, conducted full inventory of the evidence room, replaced bulletproof protective helmets and shields, acquired a smart board for the training room, research and planning for new less lethal weapon program, replacing eight patrol vehicles.

### **2019 MPD Major Goals and Objective**

- Department wide assessment using ICMA, LEMAP, or other accreditation process.
- Continuation of the Community Outreach Team service.
- Expand training and ongoing certification opportunities for all department personnel.
- Continue all Community Outreach programs and Community Events.
- Fully deploy Less Lethal Weapons program.
- Relocate the Evidence Room and implement evidence impound area created as part of the 2018 Public Works Campus construction project.
- Explore the need and use of volunteer programs within the Police Department.

Importantly, MPD has formalized a Strategic Plan for the Department on which the above is founded. Consistent with effective plans, the Strategic Plan links Mission, Vision and Values to desired Goals and Objectives. It frames the approach to police service delivery with four key Goals: Combating Crime; Promoting Community Involvement; Professional and Growth; and Openness and Transparency. Moreover, MPD has prepared Annual Reports profiling their accomplishments (last 2017).

Many police departments, especially smaller ones, provide services without a formal commitment to the community. Monroe is different. In recent years, the Department has taken steps to ensure that services are effective and efficient. A few of the notable steps discussed throughout this report include:

- The strategic plan which links service to combatting crime, promoting community involvement, professional growth and transparency.
- A robust Community Outreach program partnering with the County to address homeless problems, whereby statistics are prominently displayed on the City's website.
- A requirement of officers to make several proactive daily contacts with the community.

- The deployment of a specialized ProAct Unit which is an effective way to enhance proactivity further.
- The commitment to schools through a dedicated School Resource Officer.
- A level of civilianization that is exceptional for a law enforcement department of this size.

In sum, the Strategic Plan and MPD operational approach provide the underpinnings for an agency dedicated to proactive enforcement efforts that is consistent with both community and problem-oriented policing. Moreover, the MPD's present organizational structure well reflects this progressive effort. There are some key operational themes, however, that deserve highlighting, and serve as primary areas for consideration.

## 1 | Management of Proactive Time

At the current and recommended staffing level of 16 patrol officers, proactive time (or "free time" available after calls for service) is calculated at 62%. This level of proactive time provides more than sufficient capacity to perform community-oriented policing work. While the data suggest MPD has in place methods to manage this proactive time, there are opportunities to modify efforts that will enhance service to the community.

- Further capturing proactive work in Computer-Aided Dispatch records to better manage such efforts.
- Addressing the minimum staffing issue, which significantly impacts proactive time on those days in which such resources are deployed, through better scheduling and revised minimum staffing levels.
- Re-allocating felonious and other high profile crimes currently investigated by patrol officers to detectives, thereby freeing additional time for field officers to perform community-oriented efforts.

These proactive efforts also involve better utilization of Motor Officers and use of Field Sergeants in a consistent supervisory capacity.

These modifications will serve to improve the already well-used community-oriented and proactive efforts undertaken by MPD.

## 2 | Management of Investigations

Generally, patrol services and investigative services are considered the linchpins of law

enforcement service delivery. Whereas MPD investigations has resulted in high clearance rates of key Part I crimes, there is several opportunities to re-align the Department's approach to investigative services which include, but are not limited to:

- Having detectives be responsible for more investigative efforts and managing caseloads consistent with best practice.
- Re-organizing detectives with the ProAct Unit thereby allowing reactive and proactive investigative services to be supervised under one structure and also providing staffing flexibility to conduct problem-oriented policing efforts due to immediate accessibility to additional staff resources under one supervisor.

These modifications will enhance overall service delivery to the community consistent with the Department strategic goals and objectives.

### 3 | Management of Supporting Services

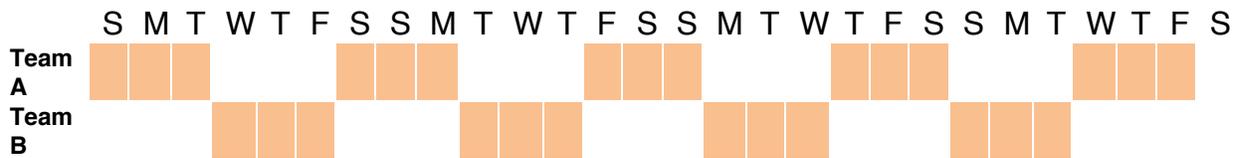
Beyond patrol and investigative services there is a wide variety of duties and responsibilities performed by civilian and other commissioned staff that support both the internal customer and external customers (Council, Mayor, citizens, etc.) through critical services. Similar to other functions in the Department, there are numerous things accomplished well by those providing MPD supporting services. There are opportunities, however, to augment performance through operational and staffing modifications.

- Re-organizing some first-line supervision through the creation of a Support Services Sergeant will enhance key support services provided by the Department (e.g. centralization of all training functions).
- Filling authorized civilian positions lost during the recession will help facilitate more timely completion of tasks and allow the undertaking of additional duties and responsibilities that have been delayed and/or forgone.
- Modestly augmenting staff will also lead to improved services, particularly community-oriented proactive efforts such as animal control, parking enforcement, abandoned vehicle enforcement, timely data provision to enhance decision-making, etc.

In conclusion, MPD operates as a very effective police department of smaller size. The themes noted and recommendations herein are designed to further enhance services to the community at generally minimal cost.

### 3 Patrol Operations

Patrol Operations is primarily responsible for responding to calls for services and providing patrol services in the community. Patrol work 12-hours shifts with alternating three consecutive days worked followed by three days off. Patrol officers are assigned to one of four squads; patrol shifts are **0500-1700** or **0700–1900** hours for Days and **1700-0500** or **1500-0300** for Nights. An illustrative shift schedule is shown below:



A total of 2 patrol beats exist. Minimum staffing levels are 2 officers and 1 sergeant and MPD currently deploys 16 patrol officers, 4 sergeants and 2 motor officers.

The K9 officers on Patrol are considered a primary call for service responders and part of minimum staffing levels.

#### 1 Analysis of Patrol Workload

The following sections provide analysis of patrol workload and other issues relating to the Patrol Operations.

The project team’s comprehensive staffing approach and our disregard for “officers-per thousand” ratios is supported by the *International Association of Chiefs of Police (IACP)* that views officer per thousand ratios as “totally inappropriate as a basis for staffing decisions.”<sup>1</sup> For these numerous reasons, the project team does not use “per capita” or “per 1,000 residents” ratios as a way for our clients to measure effectiveness in providing law enforcement services, or as a determinant in developing staffing needs. The following subsections describe our analytical process in calculating staffing requirements.

<sup>1</sup> International Association of Chiefs of Police, Patrol Staffing and Deployment Study, 2004, document 7218.

## (1) Analysis of Patrol Workload

The following sections provide analysis of patrol workload and related issues for MPD Patrol.

### (1.1) CAD Analysis Methodology – Calls for Service

Our project team has calculated the community-generated workload of the MPD by analyzing incident records in the Computer Aided Dispatch (CAD) database, covering the entire calendar year 2018.

For incidents to be identified as community-generated calls for service (CFS) and included in our analysis of patrol, each of the following conditions, at minimum, needed to be met:

- The incident must have been unique.
- The incident must have first been first created in calendar year 2018.
- The incident must have involved at least one officer assigned to patrol or patrol-related operations, as identified by various unit/personnel codes of each response to the call. For purposes of the model, it does not include special calls for service such as those assigned to the SRO at the schools, but does include Motors, K9s, Sergeants, ProAct and field officers.
- Typically, the incident must have been originally initiated by the community, as identified using the following methods:
  - The time between the unit being dispatched and the unit arriving on scene must have been greater than zero.
  - The incident must have had a time stamp for the point at which the unit was dispatched.
  - Additionally, the type of incident must have sufficiently reasonable correspondence to a community-generated event. Call types that could be identified with a high level of certainty as being self-initiated (e.g., traffic stops) are excluded as a community generated call for service.
  - Duplicative calls for service are removed. That is, if five reporting parties call in separately on a traffic accident, it is counted as one call for service.

Calls that were generated in other unique fashions were included in the CFS

dataset; this includes front-counter calls where an officer came to meet with the reporting party (296 CFS in 2018).

As a result of discussion with MPD management surrounding our Preliminary Analysis deliverable, we abstracted 786 follow-up incidents originally classified as a call for service. This is workload, unrelated to an originating CFS, is captured in another fashion as discussed later in this report.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by MPD patrol units in 2018. We have high confidence that this model accurately captures CFS within 99%-101% of actual experience.

### **(1.2) Calls for Service by Hour and Day**

The following table displays the total number of community-generated calls for service (CFS) handled by patrol units by each hour and day of the week:

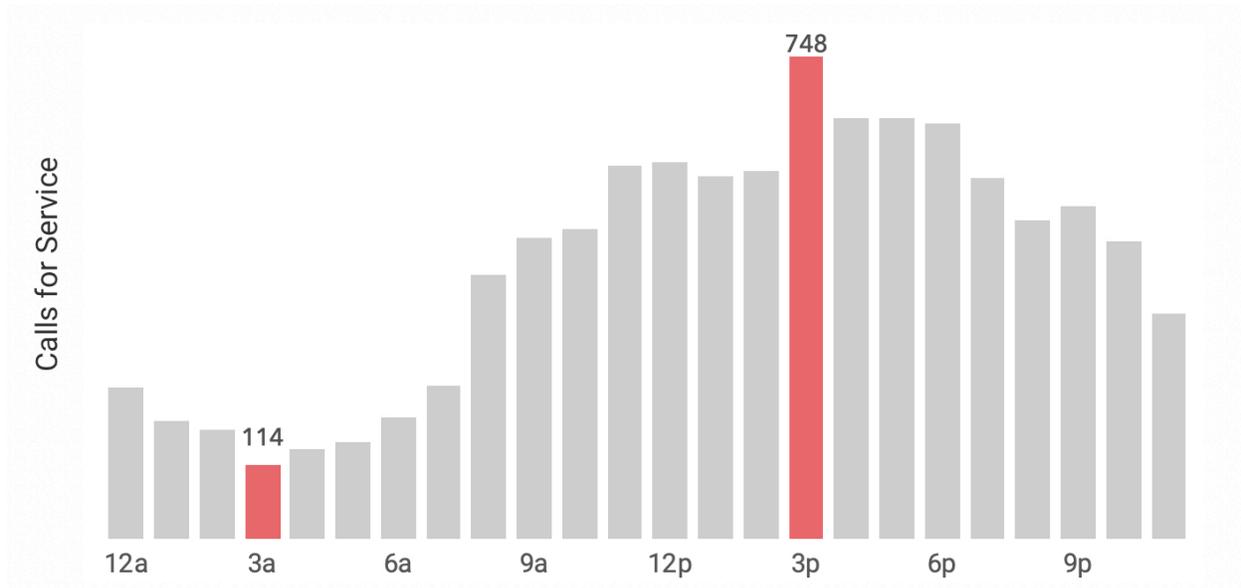
**Calls for Service by Hour and Weekday (2018)**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
<b>12am</b>	40	36	18	25	34	36	46	<b>235</b>
1am	46	29	23	17	21	16	30	<b>182</b>
2am	32	26	19	25	23	17	26	<b>168</b>
3am	14	23	15	13	15	17	17	<b>114</b>
<b>4am</b>	20	15	24	30	13	18	18	<b>138</b>
5am	17	18	23	30	22	28	13	<b>151</b>
6am	23	31	26	28	31	28	22	<b>189</b>
7am	14	30	34	38	40	57	25	<b>238</b>
<b>8am</b>	41	66	63	49	74	54	63	<b>410</b>
9am	46	73	66	80	66	84	53	<b>468</b>
10am	58	64	54	77	88	73	67	<b>481</b>
11am	83	76	102	83	86	74	76	<b>580</b>
<b>12pm</b>	70	95	85	86	79	88	82	<b>585</b>
1pm	71	89	80	84	69	100	69	<b>562</b>
2pm	65	86	94	80	86	95	66	<b>572</b>
3pm	74	131	118	107	113	114	91	<b>748</b>
<b>4pm</b>	63	114	99	99	85	112	81	<b>653</b>
5pm	80	87	108	97	95	95	91	<b>653</b>
6pm	82	92	97	93	85	103	92	<b>644</b>
7pm	63	77	96	78	77	81	89	<b>561</b>
<b>8pm</b>	68	71	75	64	68	85	64	<b>495</b>
9pm	72	55	98	65	65	87	75	<b>517</b>
10pm	48	55	76	61	60	85	77	<b>462</b>
11pm	47	38	38	45	50	60	72	<b>350</b>
Total	1,237	1,477	1,531	1,454	1,445	1,607	1,405	10,156

In total, MPD patrol responded to 10,156 community-generated calls for service in 2018, with workloads varying by time of day and day of week. The call for service volume pattern over a twenty-four hour period is typical with many other police agencies, with low volumes in early morning hours and steadily increasing throughout the morning and

peaking in afternoon or early evening. The following table presents the calls for service by hour:

### Calls for Service by Hour - 2018

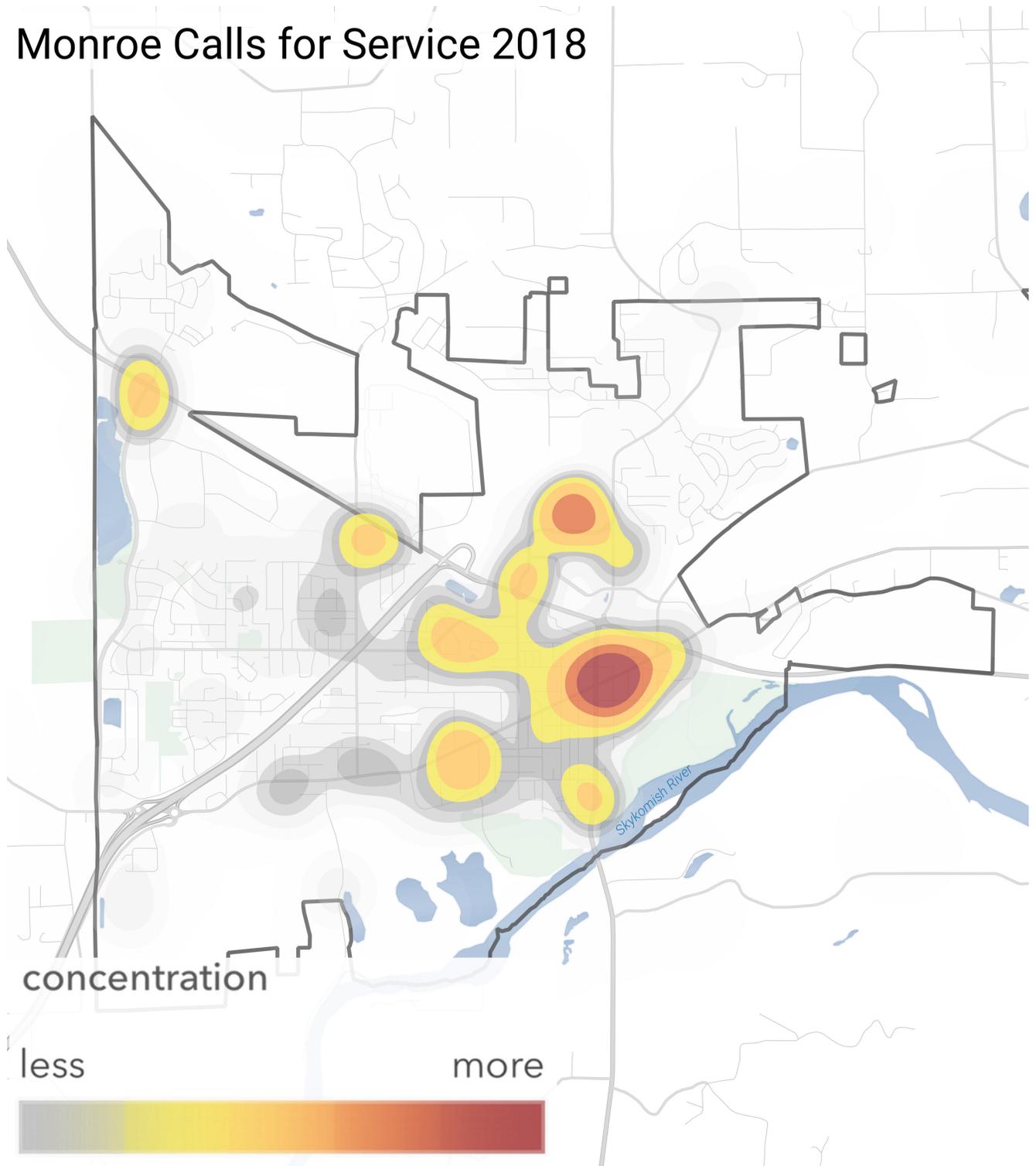


Clearly the highest calls for service occur between 2 and 7 p.m., with the lowest calls for service occurring between midnight and 7 a.m. At the peak of 3 p.m. there are an average of two calls in that hour.

### (1.3) Calls for Service by Location

The location of calls is informative with respect to deployment of Department resources and what is occurring in the Monroe community. The following heat-map shows the concentration of calls within the city limits.

# Monroe Calls for Service 2018



As shown by the above, calls are generally concentrated in the center of the community with the following locales of particular relevance:

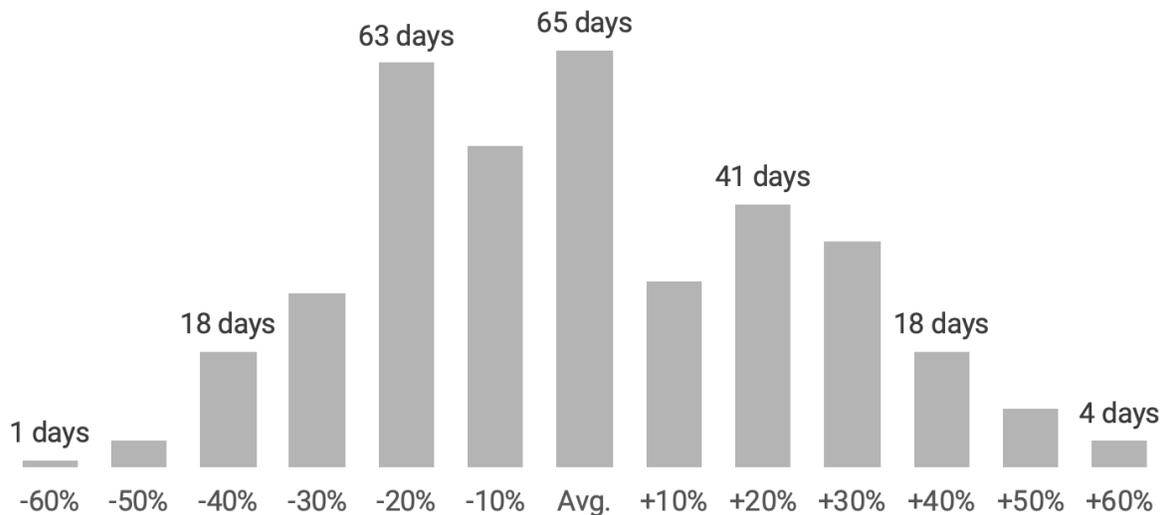
- The Walmart shopping center, with frequent thefts (shoplifting).
- The Police Department, with regular walk-in traffic that needs attendance from both civilian front-counter personnel and ultimately a sworn response.
- The hospital which has common calls such as Disturbance, Nuisance, Assault, and (PD) Assist.
- The “Downtown Area” of Monroe.

Based on information provided, MPD is familiar with these hotspot areas and as such this helps facilitate their exceptional response time.

**(2) Calls for Service Characteristics**

With respect to Calls for Service fluctuations on a daily basis, data can be shown in the following bar chart with regard to how CFS ebb and flow over the course of a year.

**Number of Days Above or Below Average Daily CFS Workload**



- There are 65 days in a year where the average CFS per day is established at 28 calls daily.<sup>2</sup>
- There are nearly six-months in the year where CFS are +20% through -20% compared to the daily average.

<sup>2</sup> 10,156 CFS/365 days.

- Particularly interesting, there are approximately eight-weeks in the year where CFS fluctuate widely compared to the average: plus/minus 40% or more when juxtaposed against the 28 calls-per-day average.

For smaller agencies, these kinds of CFS fluctuations provide particular challenges, especially for “busy days” where workloads, and the attendant risks associated with concurrent calls, (and few available baseline personnel resources) can be problematic.

### (3) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of community generated calls for service handled by patrol units in 2018, as well as the average call handling time (HT)<sup>3</sup> for each. Shaded areas show the call type’s frequency during different times of the day, with darker areas indicating the most frequent occurrence and lighter areas showing fewer call types occurring during the period.

Incident Types								
Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
<b>SUSPICIOUS</b>	1,134	19.3						
<b>911</b>	644	6.2						
<b>NUISANCE</b>	637	19.3						
<b>ALARM AUDIBLE</b>	591	11.1						
<b>DISTURBANCE</b>	530	23.4						
<b>ASSIST PUBLIC</b>	402	24.6						
<b>CIVIL</b>	377	29.9						
<b>COLLISION</b>	345	35.8						
<b>SUSP PRIORITY</b>	329	21.2						
<b>DUI</b>	294	22.9						
All Other Types	4,873	34.2						
<b>Total</b>	<b>10,156</b>	<b>26.7</b>						

<sup>3</sup> Handling time (HT) is defined as the total time in which a patrol unit was assigned to an incident, as identified by its dispatch and clear time stamps recorded in the CAD data.

A review of the top 10 call types—which represent **52% of all calls for service** that occurred — indicate a variety of incident types. The most numerous were related to suspicious events, nuisance resolutions, 911 “hang-up” call response, and importantly Driving Under the Influence response.

Notably, the average handling time for calls reflects an effort with victims, witnesses, etc., marginally below many other law enforcement agencies. The average handling time for the ten call-types of 26.7 minutes is marginally lower than the project team generally sees for similar agencies it has recently worked with of 30-40 minutes per call. While calls such as 911 “hang-up” can be quickly resolved, other calls may deserve additional field efforts to ensure resolution (e.g. suspicious activities where by only 19-21 minutes were spent).

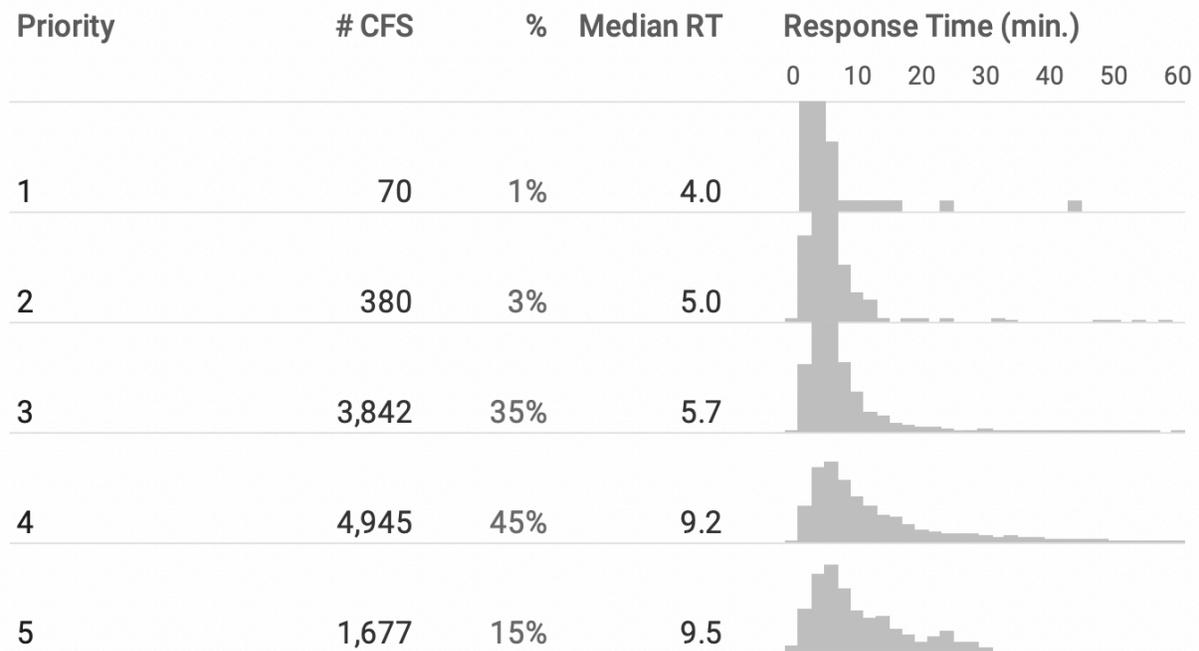
The level of service provided impacts proactive time levels—increasing or decreasing proactive time based on how much CFS-related work is spent in the field. This ultimately influences the staffing requirements in patrol services as discussed later in this report.

#### **(4) Analysis of Patrol Response Times**

Response time to CFS reflect a service-delivery metric that is also linked to staff availability (and consequently total staff resources required). Rapid response times can either illustrate sufficient staffing levels, a small geographic service area, or both. Lengthy response times can be indicative of limited staffing and/or large geographic areas which must be covered. Monroe has a relatively small geographic footprint—6.09 square miles.

The following table provides information regarding response time (time a call is received in Dispatch to the first patrol unit on-scene) for MPD. Priority reflects the seriousness of the call, with lower numbers reflecting higher priority incidents.

**Response Time Distribution by Priority Level**



The data suggest the following:

- There are very few high priority 1 calls in Monroe, generally reflective of a very safe community.
- MPD response times for all priority calls types are exceptional. Lower priority calls for many law enforcement agencies (e.g. Priority 4-5) are often targeted at approximately 30 minutes or more as a reasonable response benchmark.
- Based on response time characteristics, no patrol staffing issues appear evident based on current deployment practices—service levels to the community with respect to timeliness is very high.

In sum, these figures reflect some of the best overall response times this project team has observed.

**2 | Analysis of Patrol Proactivity and Patrol Resource Needs**

Analysis of the community-generated workload is the crux of analyzing field staffing needs; it is not an “antiquated” approach, but universally serves as the cornerstone of police service delivery. In the absence of a police officer responding effectively to a community’s calls, every other effort becomes secondary.

Developing an understanding of where, when, and the types of calls received provides a framework for the community's service delivery requirements. Determining the amount of time associated with the community generated workload helps drive staffing requirements calculations.

To provide a high level of service, is not enough for patrol officers to function only as call takers and responders. Instead, officers must have sufficient time outside of the community generated workload to proactively address community issues, conduct problem-oriented and community-oriented policing, and perform other self-initiated activities in the municipality. As a result, patrol staffing needs are calculated not only to meet the current workload need, but the ability to provide additional proactive policing services to the Monroe community.

Incorporating these patrol philosophies, the following section examines the process used by the project team to help determine the patrol resources needs of the MPD based on current workloads, staff availability, and service level objectives.

### **(1) Overview of the Patrol Resource Needs Analysis**

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

- i.* The number of community-generated workload hours based primarily on CFS.
- ii.* The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
- iii.* The remaining amount of time that patrol has to be proactive, also referred to as "uncommitted" time.

This study defines the result of this process as, patrol proactivity, or the percentage of patrol officers' time in which they are *available and on-duty* that is *not* spent responding to community-generated calls for service. This calculation can also be expressed visually as an equation:

Patrol proactivity is calculated by comparing the total call-driven workload handled by patrol against the resources available to handle it. This is done by subtracting the total net available hours, discussed subsequently, that patrol officers spend on duty against

total workload hours, which can be represented in the form of an equation, as follows:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \% \text{ Proactivity}$$

**The result of this equation is the overall level of proactivity in patrol**, which in turn provides a model for the ability of patrol officers to be proactive given current resources and community-generated workloads. There are some qualifications to this, which include the following:

- Optimal proactivity levels are a generalized target, and a single percentage should not be applied to every agency, particularly smaller agencies where the presence or absence of a single officer can have a notable impact on proactivity. The actual needs of an individual department vary based on a number of factors, including:
  - Other resources the department has to proactively engage with the community and address issues, such as a dedicated proactive unit (e.g. ProAct) or other specialty officers.
  - Community expectations and ability to support a certain level of service.
  - Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.
- Sufficient proactivity at an overall level does not guarantee that resources are sufficient throughout all times of the day and week. This is also influenced based on daily and seasonal workload patterns and deployment schedules and policies.

All police departments should have clearly defined uses for proactive or what is alternatively referred to as uncommitted time. Officers should know what they are expected to do with time between calls for service. MPD has done a good job of identifying expectations with regard to use of proactive time. MPD requests officers to make five (5) proactive contacts a day, address nuisance issues, utilize trespassing to address vagrants, and engage the community through community-oriented policing efforts such as business checks and foot patrol.

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

*Police agencies should consciously choose a policing style, recognizing that modifications have direct effect on staffing requirements. Agencies*

*coping with budget constraints can choose to reduce uncommitted, prevention-focused time, thus expanding the time committed to response to calls. This strategy reduces patrol staffing requirements, which may risk public safety. Alternatively, agencies can choose to be more proactive, allocating, for example, 40%, 45%, or 50% to of each officer's time to crime prevention, problem solving, community relations, and other proactive activities. This strategy intensifies (increases) manpower requirements. The IACP management survey staff prefers this more proactive approach to policing.<sup>4</sup>*

Typically, **less than 30% net proactive time available to patrol staff results in inefficient bundling of available time** – i.e., uncommitted time comes in intervals too short to be effectively used by field personnel. Often field personnel will run from call-to-call and low proactive time can impact overall response time to the community. **Proactive time of more than 50% generally results in less than efficient use of community resources**, as it is difficult to effectively manage field patrol personnel with this level of uncommitted time. This latter proactive target, however, is also influenced by two other key considerations:

- Smaller departments, such as Monroe, despite proactive time targets, must also have sufficient resources available in the field to address officer safety concerns and the occurrence of concurrent calls.
- Departments that have few resources for a large geographic coverage area must have notable proactive time such that units are available to traverse a large area in order to facilitate response time. This is often the case for larger rural counties covered by Sheriff deputies. This does not influence MPD where the service area is only 6 square miles.

The Monroe Police Department uses a combination of patrol and other staff dedicated to proactive and specialty functions, to address workloads. By example, officers assigned to ProAct are intended to primarily address specific concerns (e.g. homelessness).

In sum, proactivity will be calculated for MPD and placed in the context of other service level goals and approaches previously described.

### **(1.1) Overview of Call for Service Workload Factors**

Previous sections of the report examined various trends in patrol workloads, including variations by time of day and of week, common incident types, as well as a number of

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<sup>4</sup> IACP Patrol Staffing and Deployment Study.

other methods. The following section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel. Each call for service represents a certain amount of workload, much of which is not captured within the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the department, while others must be estimated due to limitations in their measurability.

The following table outlines the factors that must be considered in order to capture the full scope of community-generated workload, providing an explanation of the process used to calculate each factor:

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### **Factors Used to Calculate Total Patrol Workload**

#### **Number of Community-Generated Calls for Service**

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

The calculation process used to develop this number has been summarized in previous sections.

*Calculated from MPD data: **10,156 community-generated calls for service***

#### **Primary Unit Handling Time**

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

In the experience of the project team, the average handling time is typically between 30 and 40 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps.

At 26.7 minutes per call, MPD's average handling time is slightly lower than the typical amount. With respect to prior information, Civil Disturbances and Collision response equal or exceed 30 minutes, but other calls within the "top 10" drive the overall average downward (e.g. 911 "hang-up" response).

*Calculated from MPD data: **26.7 minutes of handling time per call for service***

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## Number of Backup Unit Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as other operational factors.

This number can also be expressed as the *rate* of backup unit responses to calls for service and is inclusive of any additional backup units beyond the first. By example, a rate of 0.50 reflects 1.5 total patrol units, on average responded to a call.

*Calculated from MPD data: 0.6 backup units per call for service*

## Backup Unit Handling Time

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call. The backup time average is an aggregate of all units who responded to the call. The backup unit handling time averages 21.8 minutes, indicating that when back up unit(s) respond, the total time on-scene reflects 81% of the primary unit. For decades, the project team has used a “75% benchmark” as a reasonable back-up effort—MPD falls well within a reasonable range of this benchmark.

*Calculated from MPD data: 21.8 minutes of handling time per backup unit*

## Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units. Whether or not these reports are periodically written before clearing a call (and thus would be included within the aforementioned 26.7 minute average), the time associated with writing a report *is always* considered a distinct and separate time unit, thereby ensuring the amount of time to handle all aspects of a call are conservatively captured.

In this case, the number has been calculated from MPD data as 21% of CFS undertaken in calendar 2018, reflecting the total number of incident and accident reports written by staff assigned to patrol.

*Calculated from MPD data: 0.21 reports written per call for service*

## Report Writing Time

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Since report writing time is not reported in the CAD system, the project team averaged the responses received in the employee survey related to the amount of time required for report writing. An average of 45 minutes was determined, which is similar to other agencies of similar size in the project team’s experience.

*Calculated from benchmark data: 45 minutes per written report*

## Total Workload Per Call for Service

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, reporting writing time, etc., as previously described.

*Calculated from previously listed factors: **49.1 total minutes of workload average per call for service***

Each of the factors summarized in this section contribute to the overall picture of patrol workload: the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and associated factors.

### Summary of Patrol Workload Factors

	Value	%
<b>Total Number of Calls for Service</b>	<b>10,156</b>	
Avg. Primary Unit Handling Time (min.)	26.7	54%
<b>Backup Units Per CFS</b>	<b>0.60</b>	
Avg. Backup Unit Handling Time (min.)	21.8	27%
<b>Reports Written Per CFS</b>	<b>0.21</b>	
Time Per Report (min.)	45.0	19%
Avg. Workload Per Call (min.)	49.1	
<b>Total Workload Hours</b>	<b>8,311</b>	

In summary:

- Average primary unit handling time per calls for service was 26.7 minutes and represents 54% of the total time spent on Calls for Service.
- 60% of calls for service, on average, had more than one unit respond. A backup rate of 0.60 units per call for service. Back-up workload reflects 27% of the patrol time dedicated to CFS.
- One in five calls for service results in an incident report being generated (21%). The average time per report was based on our experience with average report writing time based on different report complexities.

In total, each call for service represents an average combined workload of 49.1 minutes, including all time spent by the deployed resources. Overall, a total of 8,311 hours of workload were required to meet the calculated 2018 community generated calls for service workload.

## (1.2) Patrol Net Availability

Out of the 2,190 hours per year that officers are scheduled to work in a year (excluding overtime), a large percentage of these hours are not actually spent on-duty, and moreover with staff having time to be available in the field.

It is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, sick, military, or any other type of leave – as well as any hours dedicated to on-duty court or various training time, and all time spent on administrative tasks such as attending shift briefing. The impact of each of these factors is determined through a combination of calculations made from MPD data and/or reasonable estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position.

The result represents the total **net available hours** of patrol officers, or the time in which they are both on-duty and available to complete workloads and other activities in the field. The following table summarizes this calculation process, displaying how each individual net factor contributes to the overall net availability of patrol officers.

The table below outlines this process in detail, outlining how each contributing factor is calculated:

### Factors Used to Calculate Patrol Net Availability

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#### Work Hours Per Year

The total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted.

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

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**Total Leave Hours** (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. This category excludes on-duty training, administrative time, and on-duty court time.

*Calculated from MPD data: 309 hours of leave per year*

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

The total number of hours that each officer spends per year attending court while on duty, including transit time. Court attendance when deployed on overtime is not included in the figure. Without any data recording court time for patrol officers, the number of hours is estimated based on the experience of the project team.

*Estimated: 20 hours of on-duty court time per year*

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

The total number of hours spent per year in training that are completed while on-duty and not on overtime. This includes time dedicated for providing instruction, as well as a student. It is an overall average whereby some officers will have on-going specialized training monthly (e.g. SWAT or K9) while others will not.

*Calculated from MPD data: 91 hours of on-duty training time per year*

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

The total number of hours spent per year dedicated to an hourly work-out per shift. This is uncommon though considered best-practice as it mandates and/or encourages staff to stay fit in this high risk profession. Hour calculated are based on the average number of shifts a staff member is on-duty per year.

*Calculated from MPD data: 157 hours of on-duty workout time per year*

**Administrative Time** (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

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

*Estimated: 235 hours of administrative time per year*

## Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training and court time, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

*Calculated by subtracting the previously listed factors from the base number:*

**1,378 net available hours per officer**

The following table summarizes this calculation process noted above, displaying how each net factor contributes to the overall net availability of patrol officers:

### Calculation of Patrol Officer Net Hours and Overall Resource Availability

<b>Base Annual Work Hours</b>		<b>2,190</b>
Total Leave Hours	–	309
On-Duty Training Hours	–	91
On-Duty Workouts	–	157
On-Duty Court Time Hours	–	20
Administrative Hours	–	235
<b>Net Available Hours Per Officer</b>	<b>=</b>	<b>1,378</b>
<i>Number of Officer Positions</i>	<i>x</i>	<i>16</i>
<b>Total Net Available Hours</b>	<b>=</b>	<b>22,041</b>

With respect to comparisons, the 1,378 net available hours per officer is one of the lower net availability figures we have seen. Generally, a benchmark of 1,500-1,600 hours is expected; however, as noted previously, the on-duty workout hours are the predominant reason for MPD falling below the benchmark expectation.

The project team utilized a total of 16 officers (excluding Motors) authorized and assigned primarily to Patrol in 2018; while vacancies would result in a modestly smaller actual number, the model is designed to show proactivity based on desired strengths that are at or near actual staffing levels.

Overall, officers combine for a total of 22,041 net available hours per year; this represents the total time in which they are on duty and able to respond to community-generated calls for service and be available for proactive activities during uncommitted time.

## (2) Calculation of Overall Patrol Officer Proactivity

Using the results of the analysis of both calls for service workloads and staff availability, it is now possible to determine the remaining time in which officer patrol units can function proactively. The result can then function as a barometer from which to gauge the capacity of current officer resources to handle call workload demands, and shows the amount of uncommitted or proactive time that would be available to officers in the absence of other supporting patrol resources (e.g. Motors).

The following table is offered for proactive time.

<b>Overall Patrol Proactivity</b>		
Total Patrol Net Available Hours		22,041
Total Patrol CFS Workload Hours	–	8,311
<b>Resulting # of Uncommitted Hours</b>	<b>=</b>	<b>13,730</b>
<i>Divided by total net available hours</i>	<i>÷</i>	22,041
<b>Overall Proactivity Level</b>	<b>=</b>	<b>62.3%</b>

Proactive time for smaller law enforcement agencies is targeted to be at least 40%-50%. Given the overall **62% proactive time** in MPD, the amount of proactive time available for officers is more than sufficient at existing authorized staffing levels of 16 patrol officers. This availability has the potential to represent a high level of service to Monroe.

It is important to analyze proactive time at different times of the day. As seen previously in this analysis, the calls for service volume fluctuates throughout the day along with the minimum number of patrol officers deployed. The following chart presents the proactive level in four hour time blocks based on the data previously presented.

**Proactivity by Hour and Weekday 16 Officers (Days 4/Nights 4)**

<b>Time</b>	<b>S</b>	<b>M</b>	<b>T</b>	<b>W</b>	<b>Th</b>	<b>F</b>	<b>Sa</b>	<b>Overall</b>
2am–6am	87%	87%	88%	86%	91%	87%	85%	<b>87%</b>
6am–10am	75%	74%	66%	67%	72%	64%	79%	<b>71%</b>
10am–2pm	57%	52%	50%	46%	50%	51%	50%	<b>51%</b>
2pm–6pm	52%	34%	37%	46%	42%	36%	52%	<b>43%</b>
6pm–10pm	56%	57%	50%	55%	55%	36%	38%	<b>50%</b>
10pm–2am	62%	76%	73%	77%	75%	73%	72%	<b>73%</b>
<b>Overall</b>	<b>65%</b>	<b>63%</b>	<b>61%</b>	<b>63%</b>	<b>64%</b>	<b>58%</b>	<b>63%</b>	<b>62%</b>

As to be expected, the proactive time varies greatly by the time of day. Staffing levels are normally more than adequate to meet the calls for service level irrespective of time of day and day of week, though during the busiest times of the day from 2pm to 10pm proactive time is at the lower level desirable.

At issue, however, is the previously noted fluctuations in the average of 28 calls per day which can have a notable impact on proactive time during any specific day during the year, particularly summertime. Proactivity levels in the early morning hours are always a reflection of slower CFS times.

**(3) Minimum Staffing Level Impact on Patrol Operations**

MPD faces various challenges with respect to how they field a patrol contingent, irrespective of the above proactive calculation. The following table shows the frequency in which MPD has deployed the **minimum staffing level of 1 sergeant and 2 officers**. Very importantly, in this instance the 2 Motor Officers are also counted as eligible for minimum staffing coverage purposes.

**Frequency of Minimum Staffing**

<b>Shift</b>	<b>2018</b>	<b>6 mo. 2019</b>
Day Shift	36.4%	22.6%
Night Shift	45.7%	45.3%
<b>Average:</b>	<b>41.1%</b>	<b>34.0%</b>

Minimum staffing level deployments are a consequence of numerous factors including:

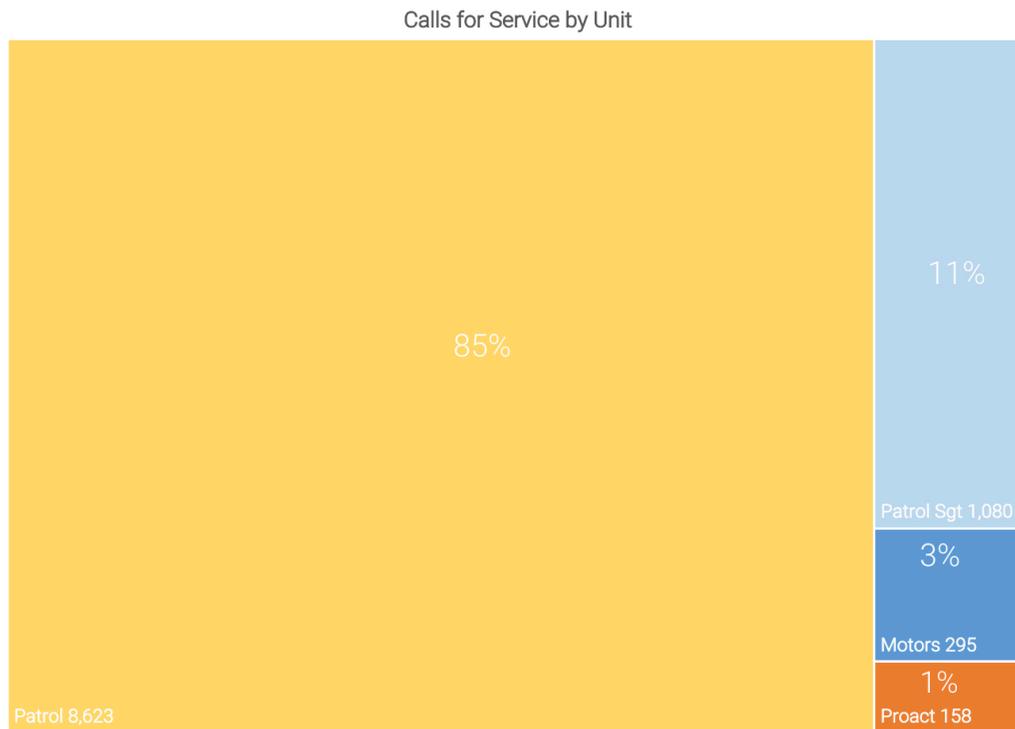
- A staffing contingent during the period shown less than 16 patrol personnel until “new hires” were fully processed.
- Some new officers deployed with a Field Training Officer (FTO) and not counted towards minimums as they are training.
- Some staff were on Long-term Disability (LTD) and had lengthy absences.

Long-standing past practice at MPD has allowed more than one officer scheduled leave until reaching minimum staffing levels in patrol. For a small staff contingent, this precedence of concurrent scheduled leave is problematic.

### **(3.1) Minimum Staffing Levels Impact Who Responds to the Calls**

In order to further understand patrol-related operational impacts on MPD, such as the frequency of minimum staffing, it is important to analyze the calls for service workload and who is actually responding. Patrol officers are primarily responsible for responding to community generated calls for service, but they may not always be the primary call taker—the first unit on-scene—for a variety of reasons, most notably the frequency in which MPD deploys minimum staffing

In practicality, it is rare that patrol officers are always available to handle 100% of calls. Busy times, when concurrent CFS occur, often require the support of other resources, and as such various other unit types will respond. The following “tree map” illustrates the primary unit type responding to each Call for Service; primary being defined as the type of unit longest at-scene.



This distribution of call responders shows a notable percentage of calls not fielded by assigned Patrol Officers. Interestingly, patrol sergeants were classified as “primary” in nearly 1-in-9 calls; this is likely linked to the frequency of deploying minimum staffing levels (1 sergeant; 2 officers) thereby requiring such response patterns.

**(3.2) Minimum Staffing Impacts the Ability to Serve the Community**

A review of 2019 January-December data for scheduled leave (training, vacation, etc.) shows that in **39%** of the shifts over the course of a year, more than 1 officer had a **scheduled absence** approved.

Multiple personnel on scheduled leave for a small staff contingent can create operational difficulties. In fact, the deployment of only two officers will result in the overall poor proactive time calculated and shown in the table below.

### Proactive Time Calculation Based on Minimum Staffing Levels

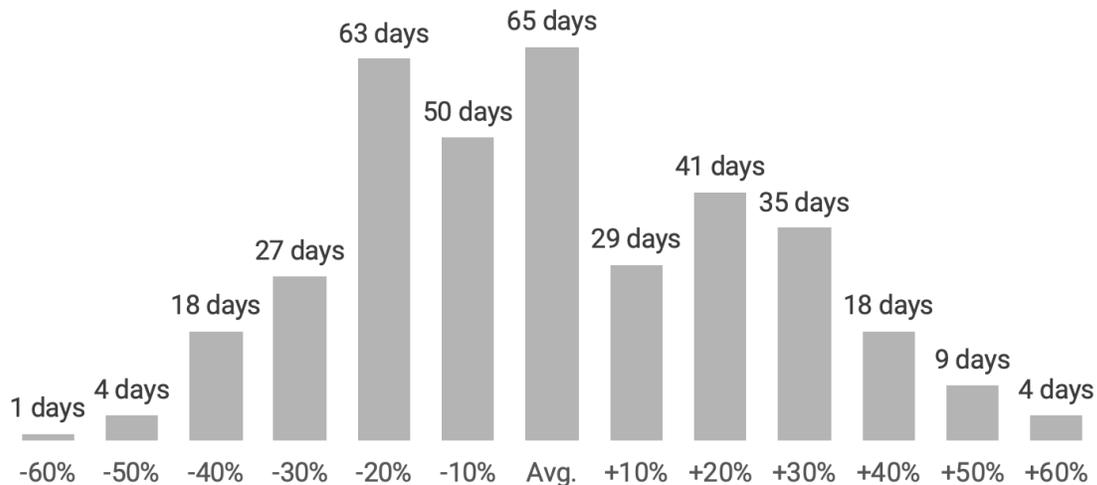
Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	2.0	81%	81%	83%	80%	87%	81%	78%	82%
6am–10am	2.0	64%	63%	51%	52%	60%	48%	70%	58%
10am–2pm	2.0	37%	30%	27%	22%	28%	28%	27%	29%
2pm–6pm	2.0	30%	4%	9%	22%	16%	7%	30%	17%
6pm–10pm	2.0	36%	38%	27%	35%	35%	7%	10%	27%
10pm–2am	2.0	45%	66%	61%	67%	64%	60%	60%	60%
Overall	2.0	49%	47%	43%	46%	48%	39%	46%	45%

As noted in this table, this is a problematic level of proactive effort; consequently, deploying at minimum staffing levels with some regularity should be avoided.

#### (4) Conclusions Regarding 16 Officer Deployment

In sum, based on our analysis of the entirety of MPD patrol operations, the project team concludes a 16 officer authorized patrol contingent is the most viable for the following reasons:

- In consideration of turnover, retirements, promotions, FTO programs (where the trainee does not appropriately count in staffing), etc., it will be difficult to consistently maintain a patrol officer contingent of 16 officers. Vacancies can have a particularly important impact on law enforcement agencies of smaller size. Where large metropolitan police departments can more easily accommodate some level of vacancy due to the overall large staffing continent that can be fielded, short-staffing can become problematic in smaller operations. Even at an authorized strength of 16, it is unlikely MPD will always have access to this level of staff resource.
- As noted earlier, there is widely fluctuating workload at MPD throughout the year as replicated below:



The proactive charts shown previously show proactivity for the “average week.” As illustrated above, there will be many weeks in which officers will be busy well above the average week, even at a staffing contingent of 16, thereby negatively impacting overall proactivity for busier times.

- Reduced proactivity associated with lower staffing levels will impact the ability of to perform community-policing activities as reflected in the Department’s mission and vision. Having a target of 5 proactive activities per day per officer is progressive, and should continue. The existing authorized patrol staffing level better allows this.
- A larger staff contingent provides for improved officer safety. Given the locale of Monroe, mutual aid from other law enforcement agencies, while available (e.g. Sheriff) would typically not be rapid.
- A larger staff contingent provides flexibility in offering leave and training, which enhances morale.
- A larger staff contingent will facilitate a continuation of the excellent police response times experienced in Monroe.
- The minimum staffing issue can be partially mitigated by maintaining the 16 authorized patrol staffing contingent, but other approaches are also warranted as recommended subsequently in the operations section of this chapter.

In summary, despite proactive time averages of 62%, no patrol staffing change is recommended – staffing and deployment is more a function of the need to adequately cover shifts, including back up for officer safety. As a result, the use of proactive time as opposed to the actual proportion of proactive time available, is of much greater

importance in determining staffing levels.

**(5) Use of Proactive Time**

With respect to the use of proactive time, police departments differ in their philosophy as well as recording practices associated with officer-initiated events during proactive work.

**Self-Initiated Incident Types**

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
<b>TRAFFIC STOP</b>	2,076	7.9						
<b>LOCATION CHECK</b>	1,403	9.8						
<b>SUBJECT CONTACT</b>	603	8.7						
<b>SUSPICIOUS PRIORITY</b>	451	8.3						
<b>RSO</b>	408	8.0						
<b>COMM ORIENTED POLICING</b>	164	24.8						
<b>SUSPICIOUS</b>	147	10.2						
<b>ASSIST PUBLIC</b>	132	13.7						
<b>TRAFFIC HAZARD</b>	94	7.9						
<b>PAPER</b>	77	21.8						
All Other Types	693	56.9						
<b>Total</b>	<b>6,248</b>	<b>14.7</b>						

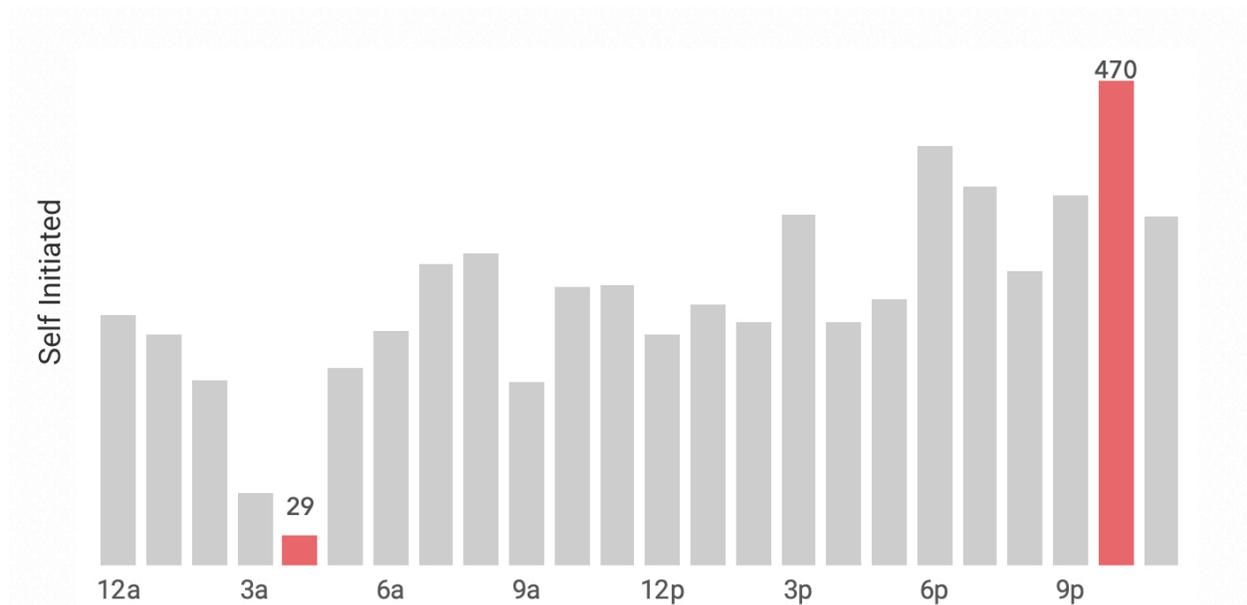
The distribution of “Top 10” self-initiated activities shows that traffic stops and location checks (e.g. business building) reflect over one-half of such activities. As noted earlier, officers are also conducting investigative follow-up as a call for service, as well as a self-initiated activity and is independently evaluated. The overall investigative follow-up by patrol officers is an effort further discussed below.

As with CFS, annual self-initiated activity can be distributed by time of day and day of week as follows.

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
<b>12am</b>	37	22	40	28	29	46	41	<b>243</b>
1am	38	24	30	37	24	33	37	<b>223</b>
2am	19	15	29	38	17	36	25	<b>179</b>
3am	4	8	10	13	15	14	6	<b>70</b>
<b>4am</b>	5	3	2	5	4	6	4	<b>29</b>
5am	23	28	27	29	32	19	34	<b>192</b>
6am	22	28	31	44	27	38	38	<b>228</b>
7am	34	43	42	47	41	33	52	<b>292</b>
<b>8am</b>	28	48	50	55	22	53	47	<b>303</b>
9am	35	20	18	29	19	18	38	<b>177</b>
10am	33	44	41	30	40	46	36	<b>270</b>
11am	37	30	29	46	46	49	34	<b>271</b>
<b>12pm</b>	29	28	34	31	21	51	29	<b>223</b>
1pm	29	48	33	33	21	57	31	<b>252</b>
2pm	22	45	37	28	30	43	30	<b>235</b>
3pm	52	44	27	55	37	71	54	<b>340</b>
<b>4pm</b>	29	50	24	32	23	46	32	<b>236</b>
5pm	41	47	32	21	36	40	41	<b>258</b>
6pm	65	48	44	56	50	61	83	<b>407</b>
7pm	50	55	39	60	53	77	34	<b>368</b>
<b>8pm</b>	49	47	29	46	40	36	38	<b>285</b>
9pm	51	50	54	65	47	43	48	<b>358</b>
10pm	45	62	70	86	60	74	73	<b>470</b>
11pm	37	45	40	55	38	61	63	<b>339</b>
<b>Total</b>	814	882	812	969	772	1,051	948	6,248

These incidents can be graphically displayed below:

### Self-Initiated Activity by Hour - 2018



This distribution pattern is relatively “even” except in the early morning hours. Reasonably balanced self-initiated activity suggests sufficient proactive time for such work throughout all time periods. For example, 6pm has some of the highest self-initiated activity. Interestingly, and as shown earlier, it is also one of the time periods in which CFS is the greatest.

The current types of proactive activities conducted, their distribution throughout the day, and the frequency of efforts demonstrates that the existing staffing contingent of 16 personnel are effectively using their available time to conduct community-oriented policing activities. As discussed later, there are opportunities to better capture this information consistent with the Department’s directives.

#### (6) Analysis of Patrol Sergeant Staffing Needs

Currently, a total of 4 sergeants are assigned to Patrol, with one sergeant assigned to each Shift squad.

As discussed in the previous section, ideally Sergeant response as a primary call taker should be reduced to the minimum level practical as they should focus on providing administrative and supervisory oversight, providing specialized services consistent with

their supervisory level, and serving infrequently in a backup capacity. Sergeants are responding to calls for a variety of reasons, not the least of which is related to the minimum staffing level deployment approach noted previously.

Based on a staffing level of 16 patrol officers, this will maintain an overall span of control for sergeants to officers at 1: 4. Traditional span of control ranges between 1 to 6 and 1 to 12 staff in medium-sized to larger organizations. This is not practical in a smaller police department. Moreover, the potential to add a “coverage sergeant” for absenteeism is only practical in larger police agencies who can better accommodate best-practice supervision-to-staff ratios, more robust supervisor budgets etc.

According to a recent publication by *George Mason University*, the *Police Foundation* and others:

*Your role, as the first line supervisor, is without question the most important assignment in any law enforcement agency. If any policing strategy is going to be successful, it will likely be due, in large part, to the effectiveness of the first line supervisor. You are expected to be an effective leader, coach, mentor, and supervisor of others, being responsible for both the performance of other people and for the outcome of events. Successfully performing this role and these responsibilities may not always be easy, but the rewards can be lasting and most gratifying.<sup>5</sup>*

The Matrix Consulting Group has long been proponents of effective levels of first-line supervision in public safety. It is the fulcrum between the directives of upper management and the performance of field staff. As such, the availability of sergeants (or their equivalents) is extremely important in maintaining an effective police organization. Consequently, the availability of timely first-line supervision is a core or best practice of any law enforcement agency irrespective of size.

MPD facilitates first line supervision in the absence of patrol sergeants through “Acting Sergeants.” These are generally senior officers who have sufficient experience to accomplish these efforts. In 2018, 234 shifts required coverage using an Acting Sergeant. This was accomplished by several officers but 55% of these shifts were covered by three senior Field Training Officers.

In conclusion, sufficient resources are available, both senior officers, Day time supervisor counterparts, etc. such that four dedicated patrol sergeants—one to each shift/team—is

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<sup>5</sup> *Evidence-based Policing Leadership Training for First and Second Line Supervisors*, George Mason University, et. al., January 2014, pg. iii.

satisfactory.

**(7) Analysis of K9 Operations**

There are two (2) K9 Units deployed in Monroe Two positions serve on the Night Shifts as primary call for service responders as well as specialized backup, as needed and as available.

The following table shows the distribution of top ten call types responded to by the K9 Units. As reflected by the number of CFS, it is clearly evident the K9 is predominantly a call for service responder as opposed to a specialized back-up unit.

**Incident Types – K9 Units**

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
<b>SUSPICIOUS</b>	89	23.1						
<b>NUISANCE</b>	69	21.7						
<b>ALARM AUDIBLE</b>	60	12.5						
<b>DISTURBANCE</b>	57	21.7						
<b>911</b>	55	4.2						
<b>ASSIST PUBLIC</b>	46	30.8						
<b>COLLISION</b>	32	32.5						
<b>DUI</b>	31	8.7						
<b>SUSP PRIORITY</b>	30	17.3						
<b>TRAFFIC</b>	27	7.0						
All Other Types	435	39.3						
<b>Total</b>	<b>931</b>	<b>28.3</b>						

The profile above is very similar to all MPD patrol units' call for service response patterns, also indicative of a unit primarily used as a responder as opposed to specialized support.

The size of the K9 Unit is generally consistent with small law enforcement agencies, particularly those with somewhat limited access to such resources as they are distant from other local law enforcement agencies. The number of K9 assignments can vary throughout the nation dependent upon resources and need – Monroe Police Department’s deployment of K9 resources as a primary call taker reflects an operational protocol appropriate for smaller and mid-sized policing agencies.

## **(8) Analysis of Traffic (Motor) Operations**

MPD currently has 2 Motor Officers assigned to the Day Shifts. Responsibilities of these staff include accident investigation, traffic complaint follow-up and traffic enforcement activities. As noted, they are part of minimum staffing levels as periodically convert to primary call for service responders. As shown previously, they were first-responders on 295 calls in 2018. Fundamentally, a Traffic Unit should be dedicated to traffic safety efforts as reflected by the generation of moving citations and warnings.

Our project team is a strong proponent of a 2003 Report by the *International Association of Chiefs of Police Highway Safety Committee* report which stated, in part, “Law enforcement agencies can become preoccupied with general law enforcement measures at the expense and neglect of traffic safety programs. Traffic safety is a viable and important element of law enforcement and so, both programs and related employees should receive the executive’s full support and attention.”<sup>6</sup> Moreover, key Actions, Benefits, and Other Considerations are duplicated from that report in the following insert, demonstrating the important role of traffic safety efforts.<sup>7</sup>

### **Actions**

- Make traffic safety a core value.
- Integrate traffic safety throughout all operations of the department. When feasible, a traffic safety unit should be established.
- Provide necessary training, equipment, and staff to properly fulfill the responsibility of providing traffic safety to the public.
- Emphasize the importance of traffic safety during training and presentations to all personnel.
- Include traffic-related items in all promotional processes.
- Seek agreement with labor on the importance of traffic safety to the organization’s mission and goals.

### **Benefits**

- Improves morale and motivation.
- Inclusion of traffic items in the promotional process will advance traffic safety priority within the agency.
- Provides important focus and support for traffic safety.

<sup>6</sup> IACP Highway Safety Committee “Traffic Safety Strategies for Law Enforcement,” August 2003, pg. 31.

<sup>7</sup> Ibid, pg. 32

- Reduces vehicle collisions/ incidents and their related costs.
- Reduces vehicle collision injuries and fatalities and their related costs.
- Reduces criminal activity where active traffic enforcement takes place.
- Increases the efficiency of traffic systems.

#### **Other Considerations**

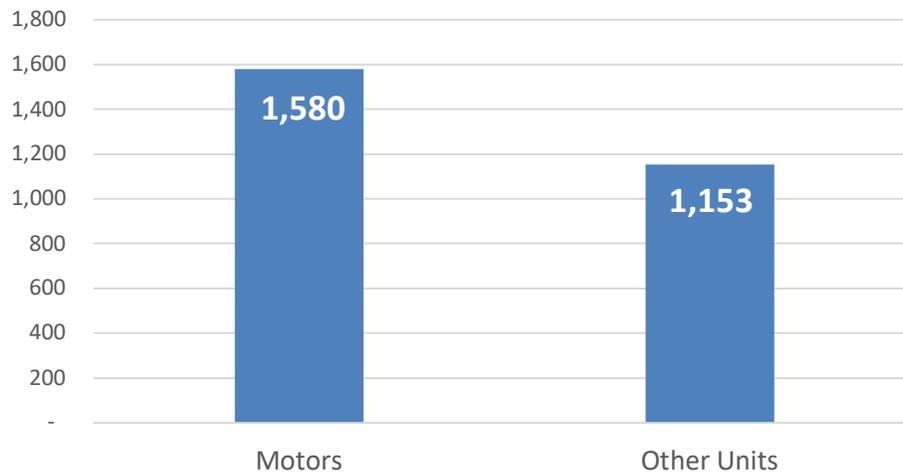
- Establishment of traffic safety units requires personnel resources, additional training and funding.
- Management support is essential.
- Specialized traffic units do not alleviate traffic responsibilities in other units.
- Traffic safety is sometimes relegated to a lesser priority, (or no priority), compared to other current issues, even though it is still an area in which law enforcement can make significant positive strides.
- Law enforcement personnel occasionally view traffic enforcement as a secondary assignment or one of a lesser stature, when in fact, it should remain or be elevated to a high priority.
- The interrelationship of traffic enforcement, traffic safety, and crime prevention or crime resolution, is often overlooked.

The overarching and primary mission of any traffic enforcement effort is reducing the occurrence of death and injury related to vehicular accidents. Minimizing both fatal and injury accidents should be a core business responsibility of any law enforcement agency intent on preserving life and property. Typically, law enforcement agencies will dedicate specific resources to this important public safety effort.

Ultimately the degree to which Monroe wishes to enforce traffic laws, thereby influencing accident frequency as well as a wide variety of other benefits, will help dictate the level of dedicated Traffic Officer staffing resources which should be deployed, and the expected performance. This is both a fiscal and service-level decision predicated on policy directive. There is no one right answer with respect to traffic enforcement in the absence of specific community input and wishes of the elected body.

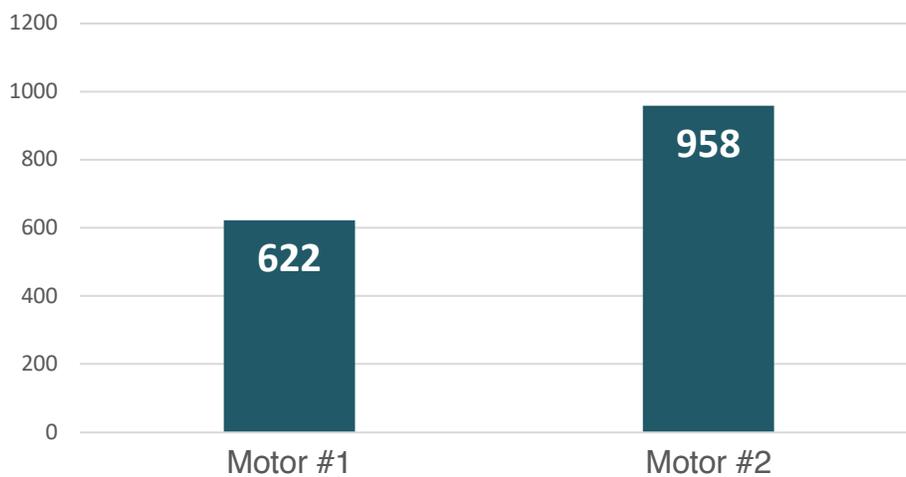
With respect to that performance, comparative metrics, relative to core traffic enforcement, are shown below.

### MPD 2018 Traffic Citation Performance



As shown above dedicated traffic operations produced nearly 1,600 traffic citations whereas their other field services counterparts produced 1,153. The following graph shows the Traffic Operations citation performance by Officer.

### Motor Traffic Citation Performance by Officer



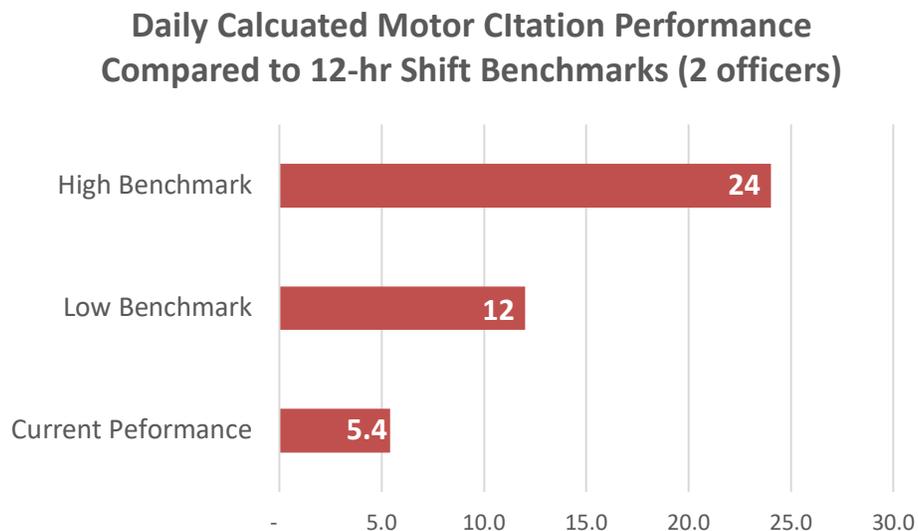
There is a notable difference in citation performance between the two Motor Officers for various reasons (dedicated to CFS assignments, field training, etc.<sup>8</sup>). This, however,

<sup>8</sup> By example, the one officer had 28 shifts in the year as a Field Training Officer, thereby impacting citation production.

should be closely managed and monitored to reflect better balanced performance between the two staff assigned.

A general litmus test is a dedicated and productive traffic unit, dependent upon work emphasis, should produce from 0.5 to 1 tickets or warnings per hour--- the latter being the target if traffic enforcement is the objective, the former being the target if the Motors are largely busy with numerous calls for service related to traffic collisions, etc.

Based on average annual net availability of Motor Officers, and the number of shifts estimated as a dedicated call for service responder<sup>9</sup>, the following chart shows the calculated citation performance of the two MPD Motor Officers compared to the above benchmarks.



As shown above, there is opportunity to improve the citation performance of the Motor Officers based upon one of their core responsibilities. Moreover, further consideration should be given to enhance traffic enforcement activities as described later.

### 3 | Patrol Operations Assessment

Our review of patrol operations indicates numerous things done well by MPD. This foundationally includes a Strategic Plan articulating Mission, Vision, Values and Objectives. Moreover, as it specifically relates to Patrol:

- MPD delivers exceptional response times.

<sup>9</sup> Estimated 293 total shifts available for the year for the two motor officers.

- MPD appropriately deploys on the 12-hour shift with overlap periods designed to provide additional resources for peak workloads.
- Back-up rates and time-on-scene are consistent with appropriate practice.
- MPD effectively balances self-initiated activities with calls-for-service, irrespective of time of day with busier call loads.
- Officers are asked to make 5 proactive contacts a day, address nuisance issues, utilize trespassing to address vagrants, and engage the community through community oriented policing such as business checks and foot patrol. Much of this is appropriately captured in CAD records.
- Officers are involved in investigative efforts, enhancing their skills sets, though to a degree that can be modified.

Beyond these illustrative positive attributes, there are some key operational approaches that should be considered for modification.

### **(1) Modify the Approach to Minimum Staffing**

Perhaps the greatest patrol operational impediment to MPD is the frequency in which minimum staffing levels are deployed. While this is in part a function of total staffing resources, it is also a function of policy, predominant leave practices, and scheduling. Having two or more officers previously scheduled for leave 39% of the time in a 4-5 officer staff contingent does not facilitate effective proactive time—and related service levels—on many days of the year. Whereas unscheduled leave and the attendant staffing issues cannot be avoided, scheduled leave is far more manageable.

In order to help resolve this issue, the following modifications should be considered:

- MPD must provide scheduled leave and various training to the patrol officers. Based on that scheduled leave average, and a patrol staffing contingent of 16, there are 442 shifts worth of scheduled leave time that must be accommodated.<sup>10</sup> There are 730 12-hour shifts in a year. Clearly there is more than sufficient capacity to offer scheduled leave to everyone such that only one officer *is usually scheduled* for such leave at a time. MPD should make strong efforts to revise its leave/training scheduling practices to help minimize the need for deploying minimum staffing levels.
- Revise minimum staffing levels to 3 officers in Day Shift and 2 officers at Night Shift. Maintain minimums of 1 sergeant.

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<sup>10</sup> 331 scheduled leave training hour x 16 personnel = 5,300 hours / 12 hour shifts = 442 shifts.

- Remove the Motor Officers from counting toward the minimum staffing contingent.
- To achieve minimum staffing levels, as necessary, utilize voluntary or mandatory overtime.
- As practical, avoid concurrent scheduled days off for officers.

Based on data provided by MPD in consultation over the new minimum staffing level discussion, there is potential for annual overtime as a result of modifications in minimum staffing. MPD analysis was accomplished over the year on fielding the new Day Shift minimum staffing, taking into consideration the training, bereavement leave, light duty, sick leave etc., that would be filled to accommodate such minimum staffing levels.

### **Estimated Annual Overtime Expenditures for New Day Shift Minimum Staffing**

<b>24-day Cycle</b>	<b># of 12 Hour Shifts</b>
January	11
Jan-Feb	20
Feb-Mar	21
Mar-Apr	21
Apr-May	23
May	22
May-Jun	17
Jun-Jul	11
Jul-Aug	5
August	9
Aug-Sep	1
Sep-Oct	11
Oct-Nov	1
Nov-Dec	6
December	5
<b>TOTAL OT SHIFTS:</b>	<b>184</b>
<b>TOTAL OT HOURS: 2,208</b>	

As shown above, 2,208 hours overtime coverage would be necessary on Day Shift to accommodate the new 3 officer / 1 Sergeant minimum staffing (excluding Motors), allowing for one officer on vacation and accommodating the other leave types. This might be reduced through more refined scheduling of Training leave, but this might not be practical in many instances. In the event, Motor Officers were re-included in minimum staffing, it is projected 744 overtime hours would be needed for staffing coverage. It is recommended that such overtime be authorized on first a voluntary programmatic basis (ensuring equal opportunity to all officers) then mandated, as necessary.

## **(2) Modify the Approach to Patrol's Field Investigations**

As part of our data collection efforts it was duly noted that MPD patrol officers conduct follow-up investigations during their available time. Law enforcement's approach to crime

investigation spans a broad spectrum, ranging from officers very involved in many crime cases for calls for service they respond to, to completely turning over all crimes to Investigators after an initial report. This can even include transitioning the call of any major crime to a Detective Team that responds to the field to take-over for patrol personnel.

With regard to MPD patrol officers, they conduct many crime investigations. Indeed, in our experience, they are one of only a select few agencies that will follow-up on both felonious property and person crimes. With regard to the latter, this is particularly unusual except in the very smallest agencies which must handle everything or, more likely, turn the issue over to a larger law enforcement counterpart.

An illustration of this is during an interview one officer indicated their active caseload included:

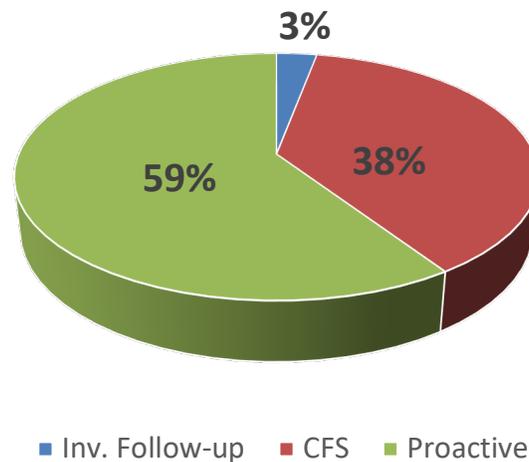
- A burglary.
- A prison assault.
- A school assault.

These cases are relatively higher profile crime types that are in numerous law enforcement agencies assigned to detectives.

The following pie chart shows the amount of time dedicated to the various key workload

efforts of calls for service response, proactive time activities, and case follow-up.

### Average Use of Time by Patrol



Importantly, based on our experience and interviews, it is likely the proportion of Investigative Follow-up at 3% is well under-reported. This would cut into the current amount of proactive time available if the investigation “slice” were expanded. Regardless, even at 3% this represents an amount of time equivalent to one-half a patrol officer.

While engaging Patrol Officers in investigative follow-up is progressive, utilizing them as lead investigators on high profile crime types when there is a dedicated detective unit is not consistent with best practice. The current investigative approach should be revised such that patrol officers are investigating:

- Only misdemeanor crimes.
- Only crimes with moderate to high solvability based on effective case screening.

Cases with limited to no solvability should be suspended. These investigative assignments should be based on patrol sergeant review and approval in consideration of patrol workloads and other factors. All felonious crimes should default to detectives, as described later in this report.

### (3) Better Capture Use of Proactive Time

In 2018 MPD captured 6,248 self-initiated incidents in CAD averaging 14.7 minutes. Given approximately 13,000 hours are available for proactive time per year (excluding follow-up), there is opportunity for improvement in capturing workload related to self-

initiated activities. Moreover, this would be consistent with the MPD's objective of 5 proactive contacts a day. This objective would result in over 12,500 on duty shifts for the current staff contingent, which results in patrol staff capturing approximately half of their proactive workload.

#### **(4) Consider Modifications to Traffic Enforcement**

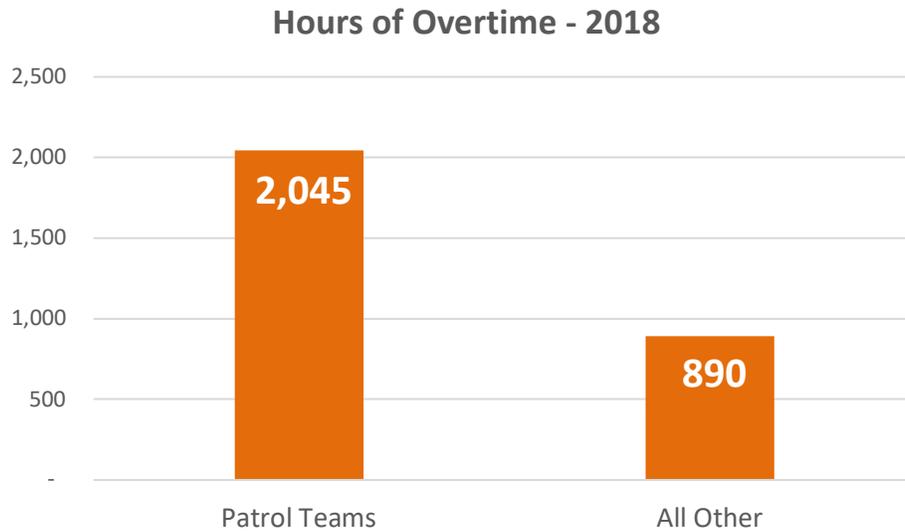
It is impractical for Traffic Officers to be on motorcycles for 12-hour shifts given the fatiguing nature of these shifts combined with this assignment type. As such, if feasible, they should be deployed on a 10-hour shift. Overlap Wednesdays should be used to focus in a "saturation fashion" on potentially reported traffic issues. Consideration should be given to deploying the Traffic Unit during these time frames.

- Day Shift – 0700 – 1700 hours (4/10 shift plan)
- Power Shift – 1000 – 2000 hours (4/10 shift plan)

In addition, and consistent with MPD's proactive philosophy, sufficient resources will often be available on Night Shift to dedicate one patrol car as a dedicated Traffic Unit. This Unit should emphasize traffic enforcement and DUI enforcement, provide patrol back-up and be utilized as a secondary call for service responder.

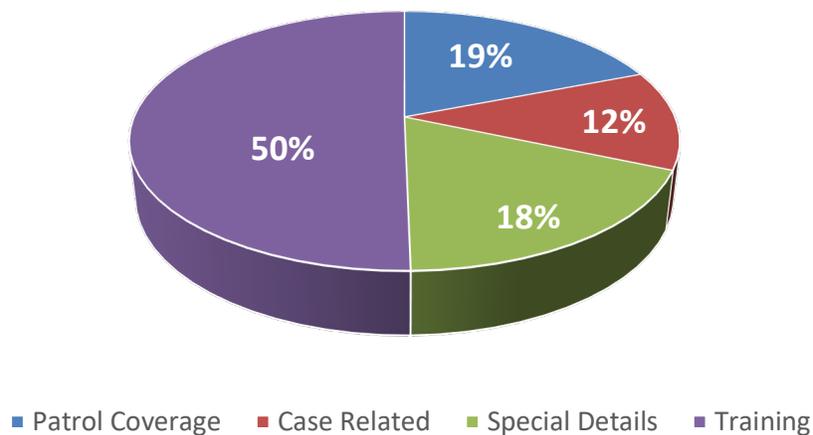
#### **(5) Implement Better Budgetary Approaches to Overtime**

MPD used over 2,900 hours of overtime in 2019 distributed among Department staff as follows:



The proportion used by Patrol officers and sergeants is further sub-divided by major categories as reflected in the following chart:

### Patrol Team's Overtime by Type - 2018



The proportion of Patrol Coverage overtime is generally lower than many other law enforcement agencies as this category is typically the largest proportion; in many agencies staff are called-in to meet minimum staffing requirements. This, in part, demonstrates that in MPD that Patrol staffing is generally adequate to meet current

minimum standards. Alternately, however, Case-related overtime, whereby Officers are investigating cases, is proportionally higher.

The proportion and level of overtime Training reflects less than 40 hours per officer per year. The on-duty and off-duty (overtime) training acquired is consistent with MPD's 2019 Budgetary Major Goals and Objectives of 'Expand training and on-going certification opportunities for all Department personnel.'

The total amount of overtime hours and the related expenses are not uncommon in law enforcement. The estimated expenses for Patrol Team overtime are 6-7% of the budgeted salaries. Generally, overtime is not a concern unless it exceeds 10% of such expenditures.

At issue is that the City's budget process does not distinguish between overtime and regular salary expenses, creating difficulties in tracking this important budgetary item.

The below is a duplication from the 2019 City of Monroe Police Department budget. As shown in line item 'Salaries (10)' there is no sub-section abstracting from the amount overtime Budget, Projected, and Actual. An overtime budgetary line item sub-set for all public safety departments is considered best budgetary practice given the often significant expenses associated overtime. It allows this expenditure to be tracked, monitored over time, and better predicted year-over-year.

#### 2019 MPD City Budget by Line Item

004 - Police						
	Actual <u>2015</u>	Actual <u>2016</u>	Actual <u>2017</u>	Budget <u>2018</u>	Projected <u>2018</u>	Approved <u>2019</u>
Salaries (10)	\$ 3,891,587	\$ 4,123,618	\$ 4,223,319	\$ 4,589,833	\$ 4,407,320	\$ 4,622,563
Benefits (20)	1,443,573	1,500,231	1,567,816	1,751,006	1,625,399	1,810,070
Supplies (30)	67,416	58,462	74,665	74,221	118,891	99,405
Professional Svcs (40)	865,473	1,038,085	1,080,277	1,122,828	1,255,124	1,318,928
Intergovernmental (50)	21,623	22,070	15,361	24,276	22,175	23,179
Capital (60)	1,955	4,558	43,213	55,598	67,568	-
Debt Service (70-80)	-	-	-	-	-	-
Other (90)	-	-	-	-	-	-
<b>Total</b>	<b>\$ 6,291,627</b>	<b>\$ 6,747,024</b>	<b>\$ 7,004,650</b>	<b>\$ 7,617,762</b>	<b>\$ 7,496,476</b>	<b>\$ 7,874,145</b>

In sum, the ability to monitor and track overtime is a best-practice budgetary approach, and as such should be adopted by Monroe.

## **(6) Continue the Take-home Vehicle Program**

The MPD vehicle take-home program consists of numerous staff with a personal vehicle. This includes:

- Chief and Deputy Chief.
- Administrative Bureau Director.
- All sergeants.
- Administrative Bureau Director.
- Detectives, ProAct, SRO and K9 Officers.

Patrol officers are allowed to take home their vehicle during on-shift assignment periods, then turn over their vehicle to their opposite shift counterpart.

With respect to the above bulleted positions, take home vehicles for executives, detectives and specialized units is relatively common. With regard to patrol officers and patrol sergeants, law enforcement agencies throughout the nation have adopted different approaches.

Despite the initial capital investment for patrol vehicles in a take-home program, numerous studies over the last decade by several leading professional organizations including ICMA, IACP, and Mercury (fleet) Consultants have generally concluded the following:

Each of these national studies indicates that not only are maintenance and operating costs lower with a take-home vehicle program versus a shared vehicle program but there are also many other benefits. There are more police vehicles in neighborhoods...there is increased visibility...officers will take better care of personal assigned vehicles and (officer) morale increases. It also makes it easier for management to hold individual officers accountable for misuse or neglect of the vehicle. There is quicker response and better preparedness to emergency or critical situations, and officers tend to have fewer accidents. The studies also considered the disadvantages to a take home/assigned vehicle program and concluded

that the benefits significantly outweighed the few disadvantages that were found; one of the obvious and most cited disadvantage is the initial startup costs of outfitting with a fully equipped vehicle.<sup>11</sup>

In summary, some of the key quantitative and qualitative advantages include:

- Increased life-cycle of the vehicle. Example: 60 months versus 23 months.
- Overall operating costs (maintenance, fuel, accidents, replacement) up to 30% less over life.
- Reduced vehicle-related administrative time for officers.
- Higher community visibility.
- Increased morale and recruitment/retention-related benefits.
- Ability for rapid and saturation deployment in event of natural or man-made disaster (e.g. earthquake).

In summary, unless extenuating circumstances exist, there is no quantitative or qualitative disadvantage in the medium and long-term to adopting a vehicle take-home program with reasonable policies and procedures.

### **Recommendations:**

**A total of 16 patrol officers are recommended for patrol; this is consistent with current authorized positions.**

**Maintain existing patrol sergeant support of four (4) positions, one on each shift. In order to facilitate effective supervision, and based on operational modifications, attempt to minimize the sergeant's role as a primary call for service responder.**

**Use of senior officers as "Acting Sergeants" when needed in a patrol supervisory capacity should continue as it is consistent with best-practice.**

**Maintain existing K9 Officer support services consisting of two (2) Patrol positions.**

**Maintain the existing Motor Officer deployment of two (2) officers on Day Shift. Expect increased citation production of a minimum 12 total citations per day, as well as better balanced citation performance between the two officers.**

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<sup>11</sup> The Take Home Car Advantage, February 6, 2016, p.7-8.

**Modify the approach to patrol minimum staffing as described in this report to include revising minimum staffing levels on Day Shift to 3 officers and 1 sergeant, excluding Motor Officers, and improving the scheduled leave approach to time-off. Maintain 2 officer and 1 sergeant minimum staffing on Night Shift.**

**Authorize sufficient overtime funds, for approximately 2,000 hours annually, to maintain new minimum staffing level standards. In the event MPD chooses to include Motors in minimum staffing, this could be reduced to 750 hours. Such funding should be a part of the new overtime budget management approach discussed in this report.**

**Eliminate felony investigative efforts from Patrol Officer responsibilities, thereby freeing time to conduct other important proactive efforts.**

**Modify the approach to patrol field investigations whereby officers are only assigned misdemeanor crimes as approved by their Patrol Sergeant. Shift other investigative responsibilities to detectives.**

**Continue to improve capturing self-initiated proactive time efforts in CAD consistent with the MPD philosophy of 5 proactive contacts per officer per day.**

**As feasible, modify the Motor Officers schedule to a 4/10 shift as described in this report. On Night Shift, dedicate one 'Traffic Car' that should emphasize traffic enforcement and DUI enforcement, provide patrol back-up and be utilized as a secondary call for service responder.**

**Continue to manage MPD overtime effectively, but include an overtime budget and related expenditures as a separate line item in the annual budget. The overtime budget should be based on historical precedent and modified, as necessary, based on immediate needs such as unexpected turnover.**

**Continue the MPD vehicle take-home program. As fiscally practical, fully adopt this program for all patrol officers requiring an initial capital investment of eight (8) patrol units at an estimated \$480,000. Devise a comprehensive policy to include user "charge-back" for out-of-city users.**

## 4 Investigations

Investigations is responsible for the investigation of major criminal activity within the City of Monroe. Detectives work a 4-10 (7am to 5pm) schedule with coverage Monday through Friday. There are currently 2 detectives, 1 sergeant and 1 administrative support staff member assigned.

### 1 Analysis of Investigations Workload

A variety of factors impacting the investigative workloads must be considered when evaluating staffing requirements, related operational strength and opportunities for improvement. The workload and related information utilized in this chapter was obtained from one-on-one interviews with supervisory and detective staff, as well as independent data collection of caseloads and case assignments and approaches.

#### (1) The Approach to Investigations Evaluations

The evaluation of staffing levels required by criminal investigations is more difficult than evaluating patrol staffing levels because, unlike patrol-related services, subjective and qualitative determinants of workload and work practices are more important. Patrol services have the benefit of several quantitative measures, such as calls for service, response time and proactive time, to assist in the evaluation of staffing requirements. Investigative services, given the nature of this work, have fewer such reliable measures. Factors making investigative analyses difficult include:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level crime cases to detectives varies. Importantly, agencies screen cases assigned to detectives differently; one agency may assign a case perceived as “solvable” while another agency may not investigate such cases if there is perceived limited solvability and arrest potential.
- The extent to which patrol performs preliminary investigation varies widely and impacts detective caseloads.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, and the time devoted to clerical tasks.
- The nature of the caseload is also a critical factor to consider when examining

quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, and other available information. The way information in a single case combines with information on other cases (e.g. a case belonging to a crime series or crime pattern) also impacts investigative actions.

- The nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.
- Finally, additional duties and responsibilities performed by detectives and their supervisors beyond caseload work are impactful to staffing and operations. Such activities may include being a specialized trainer, assignment to support teams (e.g. SWAT) or various other administrative duties detracting from casework.

Collectively, these factors portray a different type of workload compared to patrol workload. Unlike patrol, investigative workload cannot consistently be converted into quantitative methodologies to arrive at required staffing levels. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues and operational philosophies that all have a notable impact on investigative-related staffing needs.

## **(2) Detective Operations**

MPD detectives are responsible for investigative efforts as well secondary and tertiary activities. Detectives emphasize the solving of key Part I crimes though are assigned others. The Part I crime history for Monroe is shown below.

	2013	2014	2015	2016	2017	
<b>Violent Crime</b>	<b>67</b>	<b>62</b>	<b>68</b>	<b>60</b>	<b>69</b>	
Criminal Homicide	1	0	1	0	0	
Rape	11	4	8	10	16	
Robbery	7	11	16	6	6	
Aggravated Assault	48	47	43	44	47	
<b>Property crime</b>	<b>617</b>	<b>698</b>	<b>752</b>	<b>636</b>	<b>421</b>	
Burglary	92	64	55	73	33	
Larceny-Theft	446	563	615	516	339	
Motor Vehicle Theft	79	71	82	47	49	
Arson	2	6	0	2	2	
Part I Crimes Per 1,000	26.3					
<b>5YR Violent Crime</b>						<b>▲ 3%</b>
<b>5YR Property Crime</b>						<b>▼ -32%</b>

Monroe does not suffer significant violent or property crime. Indeed, overall crime rate is declining. Thefts are the most prevalent Part I crime and average approximately one per day, while violent crimes average one event every five days. These data influence the workload of patrol officers and detectives, as these crime are typically those that receive the most emphasis.

**(2.1) Detective Workloads**

The table below shows 2018 caseload information for Investigations. An examination of 2019 data to-date shows this pattern is generally consistent.

**2018 Investigations Caseload Metrics**

2018	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Active Cases	27	23	24	24	12	16	14	11	18	13	13	20	215
New Cases	9	6	5	10	2	6	4	8	11	9	6	9	85
Closed Cases	9	7	9	9	14	1	8	13	5	15	7	0	97

With respect to the three case categories noted above, they are briefly defined as follows:

- Active cases are those identified as the total cases with remaining work. Generally, best practice suggests the majority of cases should move from new “active” cases to suspended or closed cases within 30 days. Only the most complex (homicide, sophisticated robbery, etc.) should typically be active beyond 30-days.
- New cases are those assigned within the month. Based on the above 30-day metric, active cases should only exceed new cases by a modest margin.
- Closed cases are those cases that have resulted in arrest, closed via exceptional means (victim refuses cooperation) exhausted all identified leads, or in some law enforcement agencies have been temporarily suspended pending other outcomes (warrants, laboratory outcomes, etc.).

These caseload metrics in the table above can be compared to various workload benchmarks as described below. Investigative workload can employ a series of indicators to determine the extent to which core investigative staffing is adequate and general workload is appropriate. Performance against these metrics can ultimately influence resulting staffing requirements for detectives. Various research by our firm and others has been done with respect to efficiency and effectiveness metrics for investigative services.

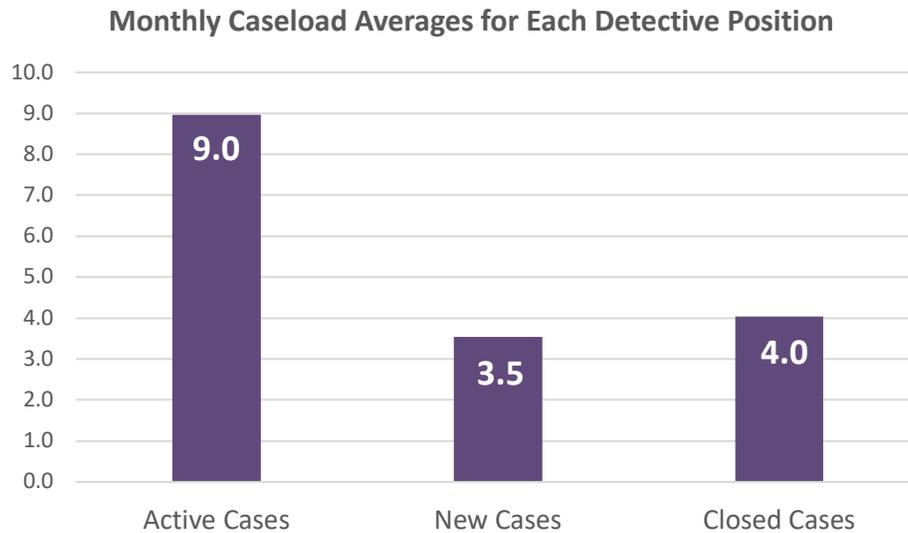
With respect to developed metrics, comparative measures used to help determine investigative staffing, efficiency and effectiveness are summarized in the following table:

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<b>Active cases assigned to “generalist” crimes Detectives.</b>	12 to 15 <b>active</b> cases per month based on the Matrix survey. With the advent of more complex evidence collection (e.g. DNA) and the time required to facilitate processing and review results, some agencies prefer, a lower caseload which can result in 9-12 cases per month.
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The following graph provides monthly caseload information on MPD detectives based on data provided.



Comparing the benchmark data to monthly MPD detective caseload averages reveals the following interesting points:

- Active cases of 9 per detective reflect caseloads at the lowest end of the benchmark range<sup>12</sup>.
- New cases assigned monthly at 3.5, in conjunction with the average number of closed cases at 4, demonstrates an effective case turnaround time with one critical exception.
- The active monthly caseload in comparison to new cases assigned (and closed cases) shows that active cases are languishing long-term. Indeed, 60% of active cases can be defined as “aged” in comparison to case management best practices.

The average current “active cases” per month in 2018 for the Detective Unit was 18; this is the equivalent of 9 per detective. Comparing this to the table above, as well as in the context of the active caseload issue noted, suggests there is currently assigned workload above the needs of one detective position but below the needs for two detectives, particularly when considering that the active caseload is, on average, aged more than twice the “30-day turnaround” goal.

<sup>12</sup> 215 Cases / 12 months = 17.9. 17.9 Cases per mo. / 2 detectives = 8.96

## (2.2) Caseload Desk Audit

During the course of our site visit we had discussion with representative detective staff regarding their frequently worked cases. Our interview with 1 of 2 available detectives identified the following caseload which was being worked thoroughly.

- 1 Child Pornography case.
- 2 Child Protective Services cases (molestation, inappropriate contact)
- 1 Sexual Assault case (adult)
- 1 on-going Sexual Assault case (child)

This illustrates a caseload of 5 cases which is below both the documented Active Cases table above as well as below the benchmark case range for generalist crime detectives. Interestingly however, for a person crime detective exclusively (of which all cases above fall within that category), the 5 cases falls at the lower end of the expected caseload range for person crime investigators.

## (2.3) Caseload Hour Requirements

In order to provide further benchmarks for unit workload, the project team expanded the above framework and also uses hourly performance measures to estimate the number of new cases that can be effectively investigated by the typical detective in a month. These caseloads are derived from a combination of studies and our experience in conducting staffing and workload assessments for detective units in hundreds of departments throughout the United States. Because we work with a variety of clients we provide a case range. This is done to account for differences in resources available to detectives, e.g., dedicated crime scene response, forensic assistance and investigative case management techniques.

We have used broad categories – Person Crimes (Assault, Robbery, etc.), Person Crimes (Sex Assault and Sex Abuse), Person Crimes (Child Sex Assault, ICAC), Property Crimes, Financial Crimes, Traffic Crash Investigations, Domestic Violence, and Homicide because they have consistently shown to effectively differentiate investigative requirements that comprise the vast majority of detective workloads.

Each case type is broken down into a number of subtasks, each with their own average time estimate. These estimates operate under the assumption that they are for *solvable* cases. Cases with low solvability, which are assumed to be screened out and not fully

investigated as previously described, may not have as much case work associated with them (e.g., lack of DNA or other evidence, fewer interviews to conduct).

However, not all of the subtasks in each case type are performed in each investigation. As a result, a separate figure, the “% of Time Completed”, estimates the proportion of cases that include this action. The average time estimate of each subtask is multiplied by the % of time they are completed, with the products added together into a single average time figure. In other words, the analysis is not using the case time if every possible action is performed in each case, but the composite of what the average case looks like.

*As an example, the following subtasks in an investigation (**not actual figures** – the table is shown for illustrative purposes):*

Common Evidence/ Interviews	Approximate Time	% of Time Completed
DNA	<b>4 hours</b>	50%
Interviews	<b>2 hour</b>	100%
Cell Phones	<b>2 hours</b>	50%

Given that the DNA subtask is completed 50% of the time, the 4 hours it takes to complete the task only represents an average of 2 hours for the overall average case. In total, the three subtasks would combine for a total of **5 hours** of average case time as opposed to 8 hours if these three efforts were conducted 100% of the time. A collection of subtask result in an average hourly workload requirement for each case type as shown subsequently.

The following model is constructed by crime type and associated hours, juxtaposed with the number of active criminal investigations in 2018 in Monroe using:

- The 215 cases that detectives have classified as active noted earlier in this chapter.
- Using 2017 Part I data to distribute cases by type. This is sufficient for modeling purposes as it would change annually to some degree.

- Assuming that on 20% of property crimes will have sufficient evidence for investigation. This is a benchmark typical of most law enforcement agencies.
- Assuming that remaining case types after Part I crimes fall under the “general” calculation category,
- Assuming that on 20% of property crimes will have sufficient evidence for investigation. This is a benchmark typical of most law enforcement agencies.

### **Caseload Time Commitment Calculations – Hours Per Case**

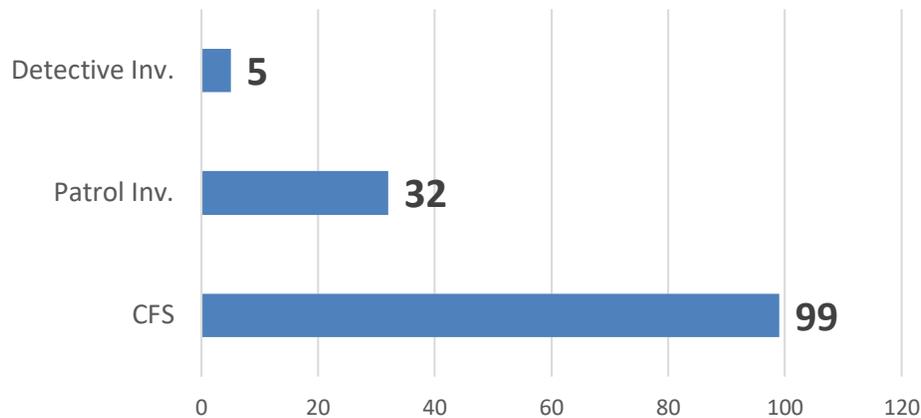
<b>Crime Type</b>	<b>Hours</b>	<b># Cases</b>	<b>Total Hrs.</b>
Persons: Assault Robbery	21	53	1,113
Persons: Sex Assault/Abuse	23.5	16	376
Homicide	214	0	0
Property	14.3	84	1,204
Financial Crimes	24	see below	-
Domestic Violence	11	see below	-
General	11	62	680
<b>TOTAL</b>	-	<b>215</b>	<b>3,373</b>

As shown by the modeling above, broad workload estimates indicate potentially 3,373 hours of detective workload—less than two full-time equivalent staff positions. Moreover, and importantly, if our analysis were only based on new cases assigned to the two detectives that year (85), the overall hourly calculation result would be significantly lower.

#### **(2.4) Prison Case Work**

Prison case work and related calls for service as a modest impact on MPD and very minimal impact on detectives. The following graphic shows prison-related information for 2018.

### Prison-related Call and Investigative Case Workload - 2018



As shown, detectives only handled 5 prison cases in the year, while Patrol handled 32 cases.

In effect the different data collection and data modeling demonstrates the following key points:

- Desk audit information points to lower detective caseloads.
- Using data modeling techniques, investigative staffing requirements are below the need for two full-time detectives under current operating protocols.
- The modeling indicates that there is sufficient staffing in detectives to off-load all Part I felony cases from Patrol, irrespective of solvability. Similarly, prison cases should also be transferred to Detectives. Patrol should only be assigned, upon Patrol Sergeant review and approval, misdemeanor cases. Furthermore, there still remains capacity for two detective positions to perform other workloads beyond solvable felony cases.
- The modeling further indicates that there is sufficient capacity in detectives to off-load investigative property or person crimes workload presently performed by ProAct. ProAct has its own mission beyond this reactive investigative support to the Department; as such, these investigative services now performed by ProAct should be centralized with detectives.

In sum, two (2) detective staff should be assigned to investigations, with dedicated support service duties related specifically to investigative efforts also part of the detectives' duties and responsibilities.

The evidence collection activity should be performed by the two detectives, who must formally trained, as part of their overall investigative services rendered. It is not uncommon for sworn personnel to perform crime scene investigation in lieu of civilian staff dedicated to this effort. Utilizing MPD detectives in this capacity will augment their investigative capabilities and provide opportunities for full utilization of these staff.

### **Recommendations:**

**Reduce authorized detective staffing levels from three (3) positions to two (2) positions; this reflects the current staffing contingent. Maintain the Administrative Assistant position.**

**Transfer all solvable felonious cases to detectives, alleviating Patrol and ProAct officers from such workloads. Misdemeanor cases, unless very high profile, can be retained in Patrol.**

**Train the two (2) detectives to be Crime Scene Investigators, and add this responsibility to their investigative service responsibilities.**

## **2 | Case Management Techniques**

Our interviews and data collection efforts indicated a significant lack of formality with respect to detective case management techniques. This impacts overall operational efficiency and effectiveness. By example, there is no formalized approach to tracking cases to ensure the accuracy of active, open and closed; there is no formal requirement for supplemental reports; there is no consistent formality with respect to assignment between detectives and patrol officers; and there is no form requirement to deactivate cases. The following case management approaches are provided for consideration.

### **(1) MPD Should Adopt Formalized Investigative Case Management Practices to Improve Investigative Services,**

The current approach by which MPD manages detective cases can be improved. There are presently no formal guidelines with respect to what should be investigated and what cases should be screened. There are far too many active cases languishing beyond expected closure rates. There are opportunities for operational case management changes that can better facilitate case management and justify existing and future staffing levels.

### **(2) The Department Should Formalize the Case Screening Process Using**

## **Solvability Factor and Priority Status Methodologies.**

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

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

### **(2.1) The Solvability Factor Methodology**

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

- 1) Witnesses to the crime;
- 2) Knowledge of the suspect's name;
- 3) Knowledge of where the suspect can be located;
- 4) Reasonable description of suspect;
- 5) Identification of suspect possible;
- 6) Property with traceable, identifiable characteristics, marks or numbers;
- 7) Existence of a significant modus operandi;
- 8) Presence of significant physical evidence;
- 9) Reasonable description of the suspect's vehicle;
- 10) Positive results from a crime scene evidence search;
- 11) Belief that crime may be solved with publicity and/or reasonable additional

investigative effort; and

- 12) Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

These solvability factors should be incorporated into a formal case screening process whereby the above list, or some derivative, is used as a “cover sheet” on all cases to determine whether it is an assignable case to a Detective or Patrol Officer for investigative follow-up. For those cases requiring follow-up, the suggested prioritization, as discussed subsequently, should be noted thereby allowing the bulk of investigative resources to be dedicated to solvable cases and time to focused on solving and clearing important crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by MPD.

## **(2.2) The Prioritization Methodology**

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating. Prioritization of workload has clearly been widely adopted in patrol services throughout the nation through call priority classifications, but is used in a lesser capacity in other law enforcement arenas. The project team believes case prioritization is an effective management tool to augment case screening. The seven-priority rating includes:

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

This priority system can be modified to meet the unique needs of MPD, particularly given the probable low number of solvable Part I felony crimes; however, the concept should

be used as a framework for prioritizing workload, thereby focusing detective resources on the most important cases.

### **(2.3) The Department Should Require Formal 45-day Supplemental Reports.**

Without a formalized feedback mechanism to determine case progress, it is nearly impossible to fully understand the true workloads associated with each detective. As noted in the data above, desk audit information does not effectively match other caseload information. This is exacerbated with a less than formal case management approach.

Currently MPD is not requiring detective staff to provide formal supplemental reports on a consistent basis. This should be resolved, with formal 45-day supplemental reports mandated for each case assigned, with 45-day follow-ups until the case is closed. This write-up does not necessarily need to be extensive, just summarizing investigative efforts conducted and why the case remains open (or is recommended for closure). These supplemental should be memorialized electronically and should be reviewed by supervision to determine case progress and potential case suspension.

#### **Recommendations:**

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

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

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

## **3 | Support Services Transition**

Given the totality of MPD operations, there are opportunities to re-organize how work is overseen and supervised that better align supervisory and support service responsibilities.

### **(1) Supporting Services – School Resource Officer**

The efforts conducted by the MPD School Resource Officer, given the profile of the school district, suggests no real issues relative to operations or staffing. The School Resource

Officer (SRO) program is a cooperative effort between MPD and the School District.

The *National Crime Prevention Council* is clear with respect to the crime prevention benefits of an SRO position:

*“Security or police presence at schools helps to reduce (prevent) opportunities for unwitnessed crimes. The presence of school resource police or security officers reduces fear of crime and violence among students, faculty, and staff.”<sup>13</sup>*

Despite these publicized benefits, according to the *National Association of School Resource Officers* (NASRO) survey, 81% of the officers surveyed indicated that there is no ratio or formula used by their agency for assigning a specific number of SROs to a school based upon the number of students in the school district. In effect, deployment of SRO staff is largely a policy and fiscal decision and should be based on the community’s perceived need and the ability to fund such positions. Currently, MPD is adequately staffed with SRO resources.

## (2) Detective Supervision Transition

In addition to current detective and SRO supervision, the Detective Sergeant is responsible for the department-wide training efforts, while many counterpart sergeants have other ancillary duties listed below.

### Ancillary Duties Assigned to MPD Sergeants

Citizens Academy
Evaluate Sgt. FTO Program
Less Lethal Program
Defensive Tactics
Firearms
SRO Program(s)
Training Coordinator
Honor Guard
Tip A Cop
County Fair Coordinator
Polar Plunge (S/O)
Awards Committee

<sup>13</sup> <http://www.ncpc.org/topics/school-safety/strategies/strategy-school-resource-officers>

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K9 Program

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Uniform Committee

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Youth Academy

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Shop w/a Cop

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FTO Program

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Seizure & Forfeiture

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Retail Theft Group

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Senior Volunteers

Based on the totality of information presented, our examination of workloads of the various staff, and our analysis, the project team recommends the development of a Support Services Sergeant to not only provide direct supervision of particular staff, but provide management and oversight of the numerous programs undertaken by the MPD. This essentially replaces the Administrative Sergeant position as discussed in the last chapter of this report.

In effect, the Detective Sergeant should be converted to the Support Services Sergeant to take on many of the duties and responsibilities as practical listed above. Moreover, reporting relationships should be re-organized in the following fashion to better align resources with responsibilities and ensure adequate supervision of programs and personnel.

- Create the Support Services Sergeant in lieu of the Detective Sergeant.
- Transfer the Community Outreach Officer, the Community Services Officer, and the Embedded Social Worker from the ProAct Sergeant to the Support Services Sergeant. The SRO should report to the Support Services Sergeant.
- As discussed subsequently, transfer the two (2) detectives and Administrative Assistant to the ProAct Sergeant.

This structure provides better balanced supervision by types of service while also dedicating a single-point sergeant to be responsible for numerous support services now performed by other sergeant MPD personnel. This will help free time for these other sergeants to focus on key patrol and proactive tasks, while centralizing important support services under one authority.

### **Recommendations:**

**Re-classify the Detective Sergeant position to a Support Services Sergeant. This position should perform key support duties such as training, FTO program,**

**Citizens Academy, etc. as listed in this report and essentially replaces the Administrative Sergeant position.**

**Transfer the Community Outreach Officer, the Community Services Officer, and the Embedded Social Worker to the Support Services Sergeant from the ProAct Sergeant.**

**Maintain one (1) School Resource Officer in MPD reporting to the new Support Services Sergeant position.**

## 5 ProAct Operation

The ProAct Operation consists of a variety of specialized supporting staff reporting to a Sergeant.

### 1 ProAct Unit

Unit conducts proactive law enforcement activities, retail theft and burglary investigations, and homeless outreach. The team consists of 1 sergeant and 2 officers. The team works a 4-10 schedule with adjusted start times depending on community needs.

The ProAct Unit's formation is consistent with the MPD's Strategic Plan which indicates,

*"We are committed to combating crime to increase the safety of all individuals, especially those who might be the victims of violent crimes. We will emphasize the development of proactive strategies to suppress crime, apprehend criminals, conduct thorough investigations of crimes against persons and property, and develop crime prevention programs."*

Moreover, these objectives fell under community quality of life goals that are consistent with the resolution of homelessness issues.

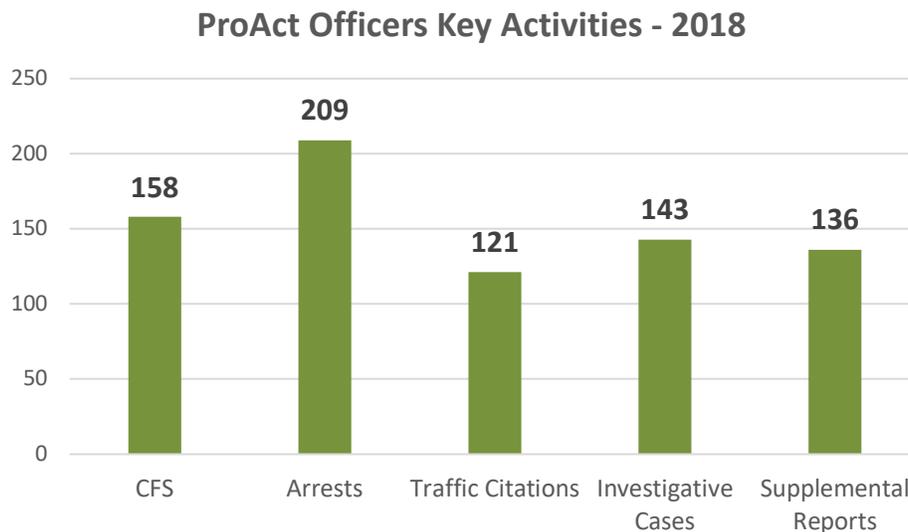
#### (1) ProAct Unit Review

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

The dedicated ProAct Unit is composed of two officers with an overseeing sergeant having numerous responsibilities. This unit currently focuses on the following service examples:

- The officers conduct follow up for detectives on property crimes and other cases.
- Investigate drug house and drug dealing complaints.
- Conduct surveillance of problem locations.
- Investigate organized retail theft cases.

Key performance indicators for the two officers assigned to ProAct are shown in the graphic below:



The ProAct Unit has had some measurable success whereby in 2018 they conducted 209 arrests of the 922 total for the year (23%). The other data portrayed reflects reactive work such as call for service response and investigative follow-ups (in lieu of detectives). Arrests are only one important metric for proactive units. Proactive efforts require significant advances planning and data effectively captured to determine results. One example of results was highlighted in the ***MPD 2017 Annual Report*** with the following summary:

*The ProAct officers developed information of a male that was selling heroin and firearms which led them to a storage shed in Everett. On August 25th they arrested (8/25) the male on an outstanding warrant and obtained a search warrant for the storage unit and his vehicle. The officers located 12 firearms of which seven were confirmed as stolen. Also located 10 grams of heroin and drug paraphernalia.*

Given the general absence of proactive activities' outcome data, the size of such a unit is

largely a policy decision until other workload metrics can be developed to help with informed decision-making. To help determine this size, directed activities consistently developed around key goals and objectives linked to desired outcomes. The specialized efforts of the MPD should be more formalized in the context of broader problem-oriented policing, with sufficient resources dedicated to these efforts. The problem-oriented programmatic philosophy is summarized in the following abstract by the Department of Justice.<sup>14</sup>

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

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

**Scan.** Identify problems and prioritize them incorporating community input.

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

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

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

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

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

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

Problem-oriented policing activities require important due diligence efforts as well as appropriate staffing levels. Reiterating, there is no formula to evaluate the level of staff resources a community should allocate to these problem-oriented enforcement efforts; it is definitively a strategic effort on the part of the MPD to determine what staff resources should be devoted to these efforts and how they should be applied. Nevertheless, based

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<sup>14</sup> Community and Problem-oriented Policing Abstract, USDOJ, October 2010, pg. 4-5.

on various practices of other law enforcement partners throughout the nation, and the present dedicated efforts regarding proactive enforcement at MPD, the dedication of two (2) officers by MPD to such efforts is not uncommon for a Department of this size, particularly in one that wishes to provide career development opportunities for staff and facilitate job retention. Moreover, there are further opportunities to consolidate, providing access to additional resources.

Two-member teams can have difficulty performing proactive investigations in a consistently effective manner as administrative efforts, leave, and a variety of other interruptions often impact the pairing of two officers. Moreover, surveillance and other field actions often require a team of four personnel for safety and other enforcement reasons.

The two detectives should be placed under the ProAct sergeant. Beyond the caseload investigative efforts to be undertaken, this allows the potential use of up to four personnel (two detectives and two officers) to perform a variety of proactive enforcement and investigative efforts in an environment that reduces risk and provides flexibility given four dedicated staff (plus the sergeant) can now be assigned on special details.

Using the SARA framework defined in the DOJ abstract above, as well as other efforts, management should revisit the ProAct Unit staffing plan annually through an evaluation of how problems are targeted in the community and staff being held accountable for results. Problem-oriented policing initiatives require close scrutiny given the unique objectives that can change as community needs and expectations fluctuate. So too can staffing levels change associated with these dynamics.

### **Recommendations:**

**Maintain two (2) officer positions in the ProAct Unit. With the transfer of two detectives to this operation, reactive investigative casework and proactive investigative assignments can be performed in a centralized fashion.**

**Transfer the two (2) detectives and Administrative Assistant to the ProAct Unit. Re-evaluate the Administrative Assistant's workload, duties and responsibilities in support of this reformulated ProAct Unit.**

**Periodically assign, based on need, the ProAct contingent of up to four sworn staff plus one sergeant on various proactive "SARA" assignments.**

**Formal problem-oriented policing approaches should frame staffing plans in the future for the specialized ProAct Unit. Adopt a formal problem-oriented policing approach and develop SARA plans and reporting protocols as outlined by the**

**Department of Justice's Office of Justice Programs abstract as described in this report.**

## **2 | Special ProAct Support Operations**

These staff are composed of a Community Service Officer, Community Outreach Officer, and Embedded Social Worker, all reporting currently to the ProAct Sergeant.

### **(1) Community Service Officer Review**

The Community Services Officer, who also reports to the ProAct sergeant, performs numerous important efforts summarized as follows:

#### Community Service Officer

- Provides code enforcement efforts to include nuisance abatement on private land.
- Performs parking and abandoned vehicle enforcement to include towing of vehicles.
- Conducts animal control functions including stray pick-up, complaint-based calls for service, dog bite follow-up, off-leash program, etc.
- Conducts community outreach activities and other functions, as assigned.

Available proactive performance metrics, however, are somewhat sparse for the CSO position with 80 citations recorded by the CSO in 2018. This does not nearly reflect the relatively extensive and multi-faceted workload performed by this position. By example, the following reflects the reactive call for service workload of the position for 2018.

### Incident Types – CSO

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
<b>ANIMAL</b>	101	36.5						
<b>ABANDONED VEH</b>	73	29.5						
<b>PARKING</b>	49	26.0						
<b>ASSIST PUBLIC</b>	25	19.9						
<b>TRAFFIC HAZARD</b>	13	13.5						
<b>NOISE</b>	12	22.4						
<b>PROPERTY</b>	11	26.2						
<b>SUSPICIOUS</b>	10	17.7						
<b>ORDINANCE VIOL</b>	9	63.4						
<b>NUISANCE</b>	7	22.9						
All Other Types	22	31.1						
<b>Total</b>	<b>332</b>	<b>29.9</b>						

This above data shows the number of calls, by type, dispatched to the CSO and does not include any proactive efforts often common for CSO positions. Indeed, the CSO’s job duties and responsibilities reflected by the Animal, Abandoned Vehicle, Parking and Ordinance Violation calls are most often held by multiple positions throughout a municipality (in fact, a portion of code enforcement is located elsewhere in the City).

Importantly, this position used to have two dedicated staff resources dividing these tasks accordingly. In sum, it is not possible to perform at high levels of service when too many core responsibilities divide available time, resulting in the “putting out fires” approach to service provision as opposed to consistent proactive efforts to address scoff-law activities.

Given the CSO operation was down-sized in prior years due to the recession, now is an appropriate time to re-institute two Community Service Officers—one dedicated to

Parking and Code Enforcement and one dedicated to Animal Control and Community Outreach efforts.

### **Recommendations:**

**Reporting to the new Support Services Sergeant, add an additional Community Service Officer position resulting in an authorized staffing of two (2) positions.**

**Dedicate one CSO to Parking and Code Enforcement and one CSO dedicated to Animal Control and Community Outreach efforts.**

**Devise detailed policies and procedures for the conduct of the duties and responsibilities assigned the CSO.**

### **(2) Community Outreach Review**

The Community Outreach staff, who also reports to the ProAct sergeant, performs numerous important efforts summarized as follows:

Community Outreach Officer	<ul style="list-style-type: none"> <li>• Works with embedded social worker 2 days a week.</li> <li>• Provides assistance to local homeless population through various diversion programs.</li> <li>• Attempts contacts through a variety of approaches (shelters, street, parks, public lands).</li> <li>• Monitors clientele progress through database.</li> <li>• Assists ProAct sergeants / officers.</li> </ul>
Embedded Social Worker (part-time)	<ul style="list-style-type: none"> <li>• Provides assistance to local homeless population through various diversion programs.</li> <li>• Attempts contacts through a variety of approaches (shelters, street, parks, public lands).</li> <li>• Monitors clientele progress through database.</li> </ul>

This program is consistent with the 2019 Budgetary Goal of ‘Continuation of the Community Outreach Team Service’ and was started two years ago. The goal of the program is to consistently contact and engage people to address short and long term needs. Often this is accomplished by substance abuse treatment and clean and sober housing. This team regularly responds to complaints and goes into City parks and other areas where encampments may be.

The Community Outreach Officer is a newly commissioned and assigned position that has transferred important workload and support initially provided by the ProAct Sergeant overseeing the Embedded Social Worker. Other important duties and responsibilities of the supervising sergeant makes such a transition a critical step in effectively addressing this important community issue.

The Embedded Social Worker provides services to Monroe's homeless who largely suffer from addiction and mental health issues. These staff work in partnership to address various homelessness issues with the intent to provide various social services to mitigate community harm and enhance quality of life to these indigent. Workload facilitated by this position is shown below:

### **Community Outreach Team Workload Metrics – 2019 (6 months)**

<b>Contact Types</b>	<b>Through June</b>
Number of Contacts	316
New Clients / Re-engaged Clients	37
Diversion Center Intakes	4
Diversion Center Absconded	2
Detox Scheduled	11
Detox Intake	3
Detox Completed	3
Substance Use Disorder Assessments Scheduled	29
Substance Use Disorder Assessments Completed	12
Substance Use Disorder Assessments No-Show	12
Inpatient Treatment Scheduled	14
Inpatient Treatment Intake Appointments	1
Inpatient Treatment Admissions	10
Inpatient Treatment Graduations	5
Housed	7
Started Intensive Outpatient Treatment	2
Scheduled Mental Health Assessment	1
Completed Mental Health Assessment	1
Treatment Abandoned	2

The Community Outreach program is all self-initiated and accounts for hundreds of contacts, referral of services, illegal camping and trespassing issues. Their entire workload is not counted in community generated calls but is considered proactive, and is a consequence of the community's demand for results. Dedicated homeless

support units are becoming best-practice in a variety of policing agencies suffering from these types of community issues, and as a result such efforts should be considered progressive and continue.

**Recommendation:**

**Continue the progressive Community Outreach Team with the existing Community Outreach Officer and Embedded Social Worker staff to perform program efforts. Transfer these staff to the Support Services Sergeant.**

## 6 Administrative Bureau

The Administrative Bureau, overseen by the Director, is primarily responsible for a variety of support services provided to the Police Department and community. This includes operation of the Department's front desk, Records functions to include case management, and public records, property and evidence functions (including crime scene response), database management and armory functions as well as administrative and clerical support to the executive team members.

### 1 Administrative Support Review

The Administrative Support staff performs numerous important Records-related efforts. Staff are described in the following two sub-sections.

#### (1) Administrative Support - Records

Key duties and responsibilities performed by these 3.5 staff are summarized as follows:

Police Administrative Assistant (Customer Service Specialist)

- Conducts various customer service and Records-related functions. Processes CPLS for Chief's signature.
- Positions are cross-trained. Alternately, staffs front counter, answers Department phone, conducts administrative and arrest fingerprinting, prepares daily blotter for review.
- Performs public records request response routine up to assisting with the most complex; prepares misdemeanor cases for prosecutor and municipal court; performs NIBRS correction / entry; updates impounds, stolen vehicles, missing persons; stay-away orders.
- Performs case management of all misdemeanor and informational cases; ensuring all documents are included, contacts Supervisor or officers with errors for correction and merges the case into LERMS.
- Participates in special projects and Department special events, as assigned.

Data / Armory Specialist

- Performs various data entry and records-related functions.
- Conducts scanning, filing and destruction.
- Reviews body-cam videos and assigns retention, creates CPS referrals, records trespass notices, manages false alarm program, enters/scans parking ticket information, interfaces with tow companies.

Clerk

- Manages ammunition, maintains weapons inventory, inspects, cleans and repairs firearms and maintains related records.
- Supports Police Admn. Assistants and records functions, as needed.
- Part-time clerk performs various clerical support duties.
- Updates key Lexipol policies.
- Maintains statistics.
- Provides support to other Records personnel.

**(1.1) Administrative-related Records Review**

Records-related workload can be captured in a variety of fashions dependent upon the law enforcement agency. Some agencies are adept at capturing such information, other agencies lack the capability to quantify such information. MPD does have some data related to a variety of administrative functions it undertakes as summarized in the following table:

**Records-related Workloads – 2018 versus 2019**

Administrative Efforts	2018	2019 YTD (thru Apr)	2019 Annualized
Records Requests	1,038	366	1,572
Case Reports Process	2,252	965	2,895
Evidence Pieces	2,340	766	2,298
Evidence Cases	752	217	651
Fingerprints	675	223	669
Admin Bookings	325	86	258
CPL Licenses	328	103	309
Animal Licenses	382	179	537
Phone Calls	6,381	2,201	6,603
Walk-ins	4,242	1,615	4,845
Interpretation needed	150	61	183
<b>TOTAL:</b>	<b>18,865</b>	<b>6,782</b>	<b>20,820</b>

The tasks above are shared among various Administrative Bureau staff including 1 Administrative Manager, 2 Police Administrative Assistants, 1 Property & Evidence Technician, 1 Data/Armory Specialist, 1 Executive Assistant and 1 P/T clerk. In most

instances, it is the 3.5 “Records” staff noted above.

Workload is increasing. As shown by the graphic below, the profile of work constantly evolves, but the overall workload levels are predicated to increase by 10% in 2019 compared to 2018.

As an example, records request data captured indicates approximately one hour per request. This workload alone would occupy 0.5 Full-time Equivalents. Moreover, the above does not reflect all duties and responsibilities undertaken. The data does, however, illustrate some of the thousands of tasks performed by 6.5 civilian administrative support staff.

It can be assumed, based on the 2018-19 data shown above, that Records-related

workload will continue to increase annually:

- Population in Monroe is increasing annually with an overall average growth of nearly 6% over the last 5-year period. There is a nexus between population growth and Records workload for tasks related to serving the community.
- It is expected phone calls, walk-ins, and Public Records Requests will continue to increase. With the recommended addition to the CSO staffing who can focus further efforts on Animal Control, licensing services may dramatically increase as well.

In addition to expected workload growth on tasks accomplished, there remains important outstanding duties that could be performed with additional resources. These include but are not limited to:

- **Statistics** – Monthly reports for Council and the Department, quarterly reports for Command staff, and the year-end report and ad hoc reports are done when the part-time staff is available to work. Some of these reports have deadlines such as council reports is often difficult to meet. Monthly reports come later in the month which is not timely information for Supervisors.
- **Policy Updates** – Lexipol updates have not been done in a year except for a handful of critical updates which have been done by the part-time staff when time allowed.
- **Contracts** – In the last year the Department has missed contract renewals and updates as a consequence of insufficient time to do accurate tracking.
- **Cellular Phone Management** – The part-time member manages the smart phones carried by all officers and some civilians. This is done through the MAS 360. When problems occur, resolution is delayed until the part-time staff return.
- **Asset Audit** – Delayed due to other workload and accomplished, as time is available, by the part-time position.
- **Accreditation** – Files should be maintained throughout the year; this has not been done due to staffing. Accreditation has been too time consuming for existing staffing levels but remains a Department goal for 2020.

- **Website Maintenance** – Website is out of date and in need of a complete overhaul.
- **Training Records** – Are awaiting processing to an electronic form.
- **Records Retention** – Behind schedule when compared to best records management practices.

Augmenting staffing will allow the completion of the above workload as well as allow efforts related to rudimentary crime analysis surrounding statistics capturing, ad-hoc report development, etc. Such information will have value for future accreditation.

Currently, one authorized Police Administrative Assistant is vacant. Moreover, there is a half-time clerk performing varied duties and responsibilities that could be best served by full-time support given workloads noted.

#### **Recommendations:**

**Maintain the existing Administrative Bureau Director and Administrative Manager positions. Both of these positions should remain civilianized.**

**Maintain one (1) Data / Armory Specialist position.**

**Immediately fill the currently vacant Police Administrative Assistant position and maintain the authorized staffing level of three (3) Police Administrative Assistant positions.**

**Increase the one (1) part-time clerk to full-time and, as practical, re-classify to a Police Administrative Assistant position to better facilitate cross-training flexibility.**

#### **(2) Property and Evidence Technician Review**

The Property & Evidence Technician performs multiple key duties and responsibilities summarized as follows:

Property & Evidence Technician

- Serves as property & evidence room and crime scene technician.
- Manages property/evidence intake and warehouse oversight to include intake, disposal, LEADS online, etc.

- Supports crime scene investigator's efforts to include receipt, packaging and documenting evidence from detectives at major crime scenes.
- Supports prosecutorial data collection and other related including body-cam video review, 911 records pulls, etc.
- Undertakes police department TAC, tracking ACCESS certifications, and training. Enters wanted information into WACIC/NCIC.
- Supports Police Administrative Assistants and Records functions, as needed.

Similar to the Community Service Officer position, the Property & Evidence Technician is responsible for more than one critical, highly trained, and high profile duty. The Property and Evidence Technician is a multi-skilled position with a very unusual collection of skill sets compared to many law enforcement counterparts to include responsibilities for Property and Evidence and field evidence collection receipt. This is generally not consistent with best practice as splitting key workloads impacts the overall productivity in important service areas.

As noted, the role of crime scene investigation and related evidence collection should be transferred to the two detective positions.

### **Recommendations:**

#### **Maintain one (1) Property and Evidence Technician position.**

#### **(3) Executive Assistant Review**

The Executive Assistant's roles and responsibilities are summarized as follows:

##### Executive Assistant

- Performs administrative and clerical duties in support of Executive Team.
- Manages training/travel requests, processes invoices and purchase orders, screens phones and emails, posts and translates police blotter.
- Supports the preparation and day to day monitoring of the police budget.
- Prepares Agenda Bills and related paperwork for Council meetings.
- Prepares correspondence, manages records retention destruction, performs Spanish translations.
- Supports Police Administrative Assistants and Records functions, as needed.

The Executive Assistant position directly supports the three Department executives to include the Police Chief, Deputy Chief, and Administrative Bureau Director. Moreover, with recommended re-organization, there may be further opportunity to provide assistance to the Support Services Sergeant given this position's enhanced administrative roles and responsibilities. Workload efforts supporting Records can be re-allocated to the Sergeant given the suggested staffing increases in Records.

### **Recommendations:**

#### **Maintain one (1) Executive Assistant position.**

**As practical, have the Executive Assistant position also support the new Support Services Sergeant. Work capacity will be created by transferring Records-related "back-up" duties to newly hired Records staff.**

#### **(4) Volunteers**

The use of volunteers to support law enforcement services, particularly records-related and customer service functions, is becoming more widespread throughout the nation, and should continue to do so as the population ages. This is often referred to as Volunteers in Police Services (VIPS). The VIPS perform various duties that include, but are not limited to:

- Front counter and telephone greeting and assistance.
- Vacation patrol checks and welfare checks in a specialty "marked vehicle."
- Augmenting Department staff during large events to provide traffic and crowd control.
- Drafting and sending warrant and security letters.
- Assist in retrieving property in Property and Evidence.
- Filing and other records-related functions.

The support provided by volunteers and the positive community relations that are developed between the PD, volunteers, and community is a great asset to all individuals involved. Typically, VIPS is an ancillary duty coordinated by a sergeant or records

managers. It is recommended that Monroe PD look to develop a robust VIPS program, assigning this new duty and responsibility to the Administrative Manager assuming other recommended records positions are added.

**Recommendation:**

**Develop a comprehensive Volunteers in Police Services (VIPS) Program with development and oversight undertaken by the Administrative Manager.**

## 7 Organizational Structure

As a consequence of our analysis, there are various organizational structure changes that should be adopted.

### (1) **Retain the Chief and Deputy Chief Position as Sworn Executive Management of the Police Department**

In 2010-11 MPD also had an Operations Bureau Commander position functioning over all sworn services. This position and the Administrative Bureau Director position reported to the Deputy Chief.

In a smaller police organization such as Monroe PD, the existence of a Deputy Chief position is generally predicated on a strong distinction between the duties and responsibilities of the Chief and the subordinate executive staff. An examination of the Profile Section at the end of the report demonstrate unique duties and responsibilities between the Chief and Deputy. Moreover, in a relatively lean managerial structure currently in place at MPD (no lieutenants, only sergeant positions), it is important to have a distinct “next in command” during the Chief’s absence.

The purpose of an organizational structure is not only to provide the traditional command and control of the Department, but also to help define job duties and responsibilities, ensure efficient and effective workflow, establish a reporting hierarchy, and ultimately determine appropriate lines of authority and accountability. To accomplish this, the design of an organizational structure and placement of employees within the organization should be established on key principles that provide the organizational cohesion necessary to accomplish the primary mission of the Department. These principles include:

- **Accountability and responsibility are clearly identified:** The organizational structure must be consistent with the concept that clear lines of authority and decision making are essential for any organization to achieve excellence. Areas of responsibility are clearly delineated and points of accountability are readily identifiable.
- **Span of control or communication is optimal:** Effective organizations are structured so that lines of communication are identifiable and where there are

multiple reporting relationships, responsibility for communication and control are clearly identified and understood.

- **Structure is based on task requirements and work flow as opposed to specialized skills of individual members:** There is a tendency in some organizations to organize work patterns around the specific passions or skills of individual members. This results in high friction levels for most work processes and the relationships between group members and groups.
- **Similarly titled positions have similar responsibilities and levels of accountability:** The organization should be structured such that decision making authority and the ability of decisions to impact the organization in a strategic way are all found at similar levels of the hierarchy.
- **Support functions are logically grouped and do not create additional layers of oversight:** Organizational structures should group support functions together, separated from operations, only when the scale and scope of the operation requires it.

There is no “right answer” with respect to the need for a Deputy Chief executive position, as opposed to dual captain or lieutenant positions, in moderately or smaller sized law enforcement agencies. Some organizational structures include in their “pyramid structure” Captains, Commanders, and/or Deputy Chief rank(s) to perform numerous managerial duties and responsibilities based on the totality of workload. As such, these kinds of positions should undergo regular review with respect to the duties, responsibilities and functionality of such ranks to help ensure they provide the greatest value relative to their high-level position.

The Chief, Deputy Chief, and Commander organization structure of previous years created a sworn reporting relationship of one-over-one-over-one and not consistent with many of the organizational best practices noted above designed to definitively streamline roles, responsibilities, accountability and communication. In effect, such a sworn structure is too narrow, particularly for a Department of this size, with too many unique ranks of single type. Given our recommendations retain the Chief, Deputy Chief, Administrative Bureau Director and provide a Support Services Sergeant, this is adequate for command support for the MPD organization.

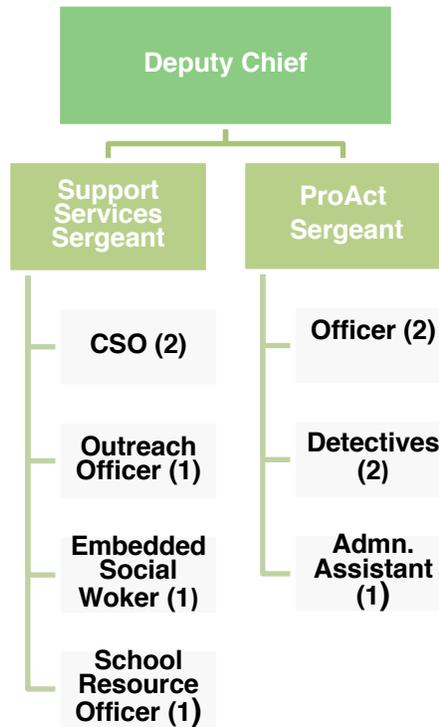
## (2) Eliminate the Administrative Sergeant Position

This position is presently vacant, with the personnel slot being occupied by the Deputy Chief. Based on information in this report, this position has been reconstituted as a

Support Services Sergeant based on a pre-existing supervisor position. As such, this position can be eliminated.

**(3) Re-organize Various Proactive, Reactive, and Field Support Services**

For reference, the following provides the revised organizational, staffing, and key assignment structure based on the varied changes discussed in this report.



ProAct Sergeant	Support Services Sergeant
Oversees uniformed and undercover proactive Community-oriented Policing enforcement activities	Oversees multiple critical department programs including Training, FTO program, Citizens Academy, and others.
Oversees reactive investigative services and caseload management performed by detectives	Oversees School Resource Officer and related programs.
Oversees Administrative Assistant providing clerical / technical support to unit.	Oversees Community Service Officer programs involving code enforcement, animal control, and parking/vehicle abandonment.
Plans, performs in, as necessary, and oversees dedicated proactive (SARA) investigative activities performed by detectives and/or officers.	Oversees Community Outreach Program and related staff.

**Recommendations:**

**Retain the management staffing structure of one (1) Chief and one (1) Deputy Chief for sworn command support for the MPD organization.**

**Ensure management, supervisory and distinct administrative roles and responsibilities are allocated and clearly defined for the Chief, Deputy Chief, Administrative Bureau Director and Support Services Sergeant positions.**

**Eliminate the Administrative Sergeant position. This has been reformed as a Support Services Sergeant with an existing supervisory position.**

**Re-organize supervision of ProAct, Detectives and specialized support services positions as described in this report.**

## APPENDIX - PROFILE

### 1. Introduction

This document provides a description or “profile” of the organization of the Monroe Police Department (MPD) and the major tasks and responsibilities of the various work groups within the Department. This profile is descriptive only, it does not contain analysis of operations or recommendations (these are provided in the ‘ draft and final report’).

Data contained in the profile were developed based on the work conducted by the project team to date, including:

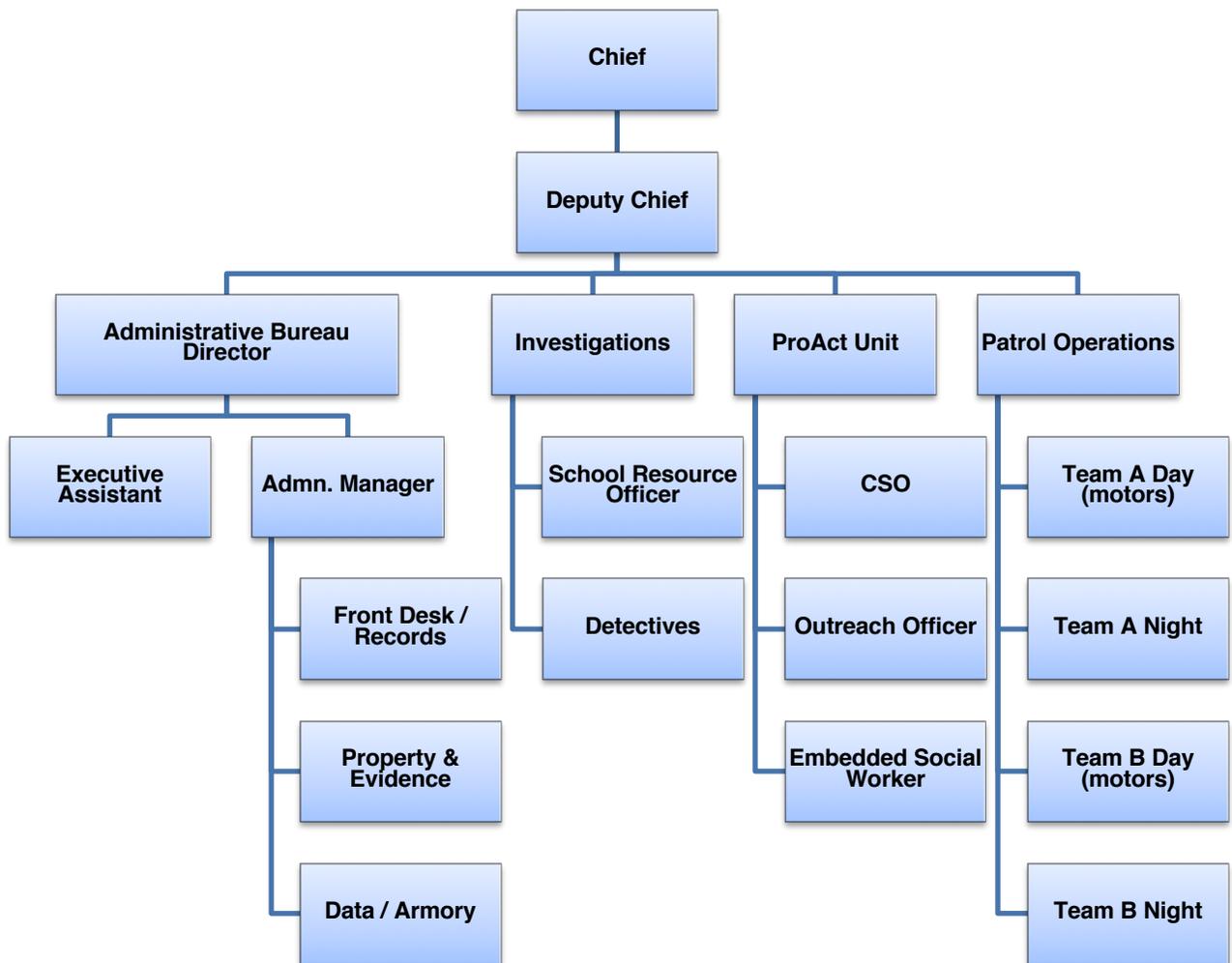
- Interviews with management, supervisory and line staff in the Police Department.
- Collection of various data describing organization and staffing patterns, workloads and service levels, etc. Our data collection efforts continue.
- Review of various documents and reports which the MPD has forwarded to the project team.

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

- Generalized services provided for key MPD functional areas.
- Authorized staffing levels by functional area, along with current staffing levels.
- Functional organizational charts showing organizational structure.

This profile will be reviewed for accuracy and completeness by MPD command staff. Once finalized, it will serve as a factual basis for the project team’s understanding of the MPD organization, staffing, and operations and be the baseline for subsequent analyses. The following is an organizational chart of the MPD by major function, more detailed organizational charts will be provided in individual sections.

**Monroe Police Department Organizational Chart**



## 2. Chief's Office

The Chief's Office provides overall direction, guidance and leadership for the Department. The Chief has responsibility for every area of the organization and ensures that all employees perform their jobs in accordance with the overall mission of the Department and in accordance to the established values. The Chief's Office is comprised of the Chief and Deputy Chief, with the Administrative Bureau Director reflecting a three-person Executive Team.

The following table provides the major tasks completed by the Chief and Deputy Chief.

Unit/Division	Curr.	Auth.	Position	Unit Description
<b>Chief's Office</b>	1	1	Chief	<ul style="list-style-type: none"> <li>• Provides the overall leadership, management, and administration of the Department.</li> <li>• Reviews and updates goals and objectives.</li> <li>• Interfaces regularly with executive staff, community, Council and city management leadership.</li> <li>• Attends community events on behalf of the Department and City.</li> </ul>

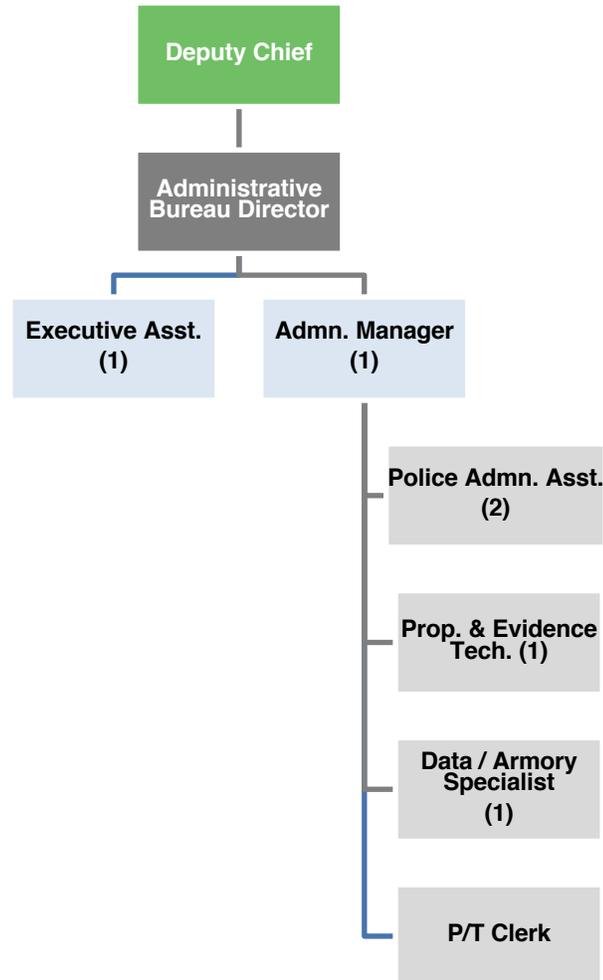
Unit/Division	Curr.	Auth.	Position	Unit Description
	1	1	Deputy Chief (Interim)	<ul style="list-style-type: none"> <li>• Acts in capacity of Chief in his absence.</li> <li>• Provides day-to-day oversight of the Department, interfacing regularly with Chief.</li> <li>• Reviews policies and procedures and oversees professional standards.</li> <li>• Conducts more complex internal affairs investigations and manages others by sergeants.</li> <li>• Performs special projects and other assignments such as fleet, officer equipment, etc.</li> <li>• Writes patrol schedule; approves all personal leave and OT; approves timesheets.</li> <li>• Manages some grants and forfeiture program.</li> <li>• Is the liaison to the multi-agency dispatch center.</li> <li>• Assumes Command at large incidents and/or events; is responsible for all command calls during day, after hours and on weekends.</li> <li>• Labor negotiator with Guild and Union for collective bargaining agreements and MOUs</li> </ul>
	0	1	Administrative Sergeant	This position is presently vacant.

### 3. Administrative Bureau

The Administrative Bureau, overseen by the Director, is primarily responsible for a variety of support services provided to the Police Department and community. This includes operation of the Department's front desk, Records functions to include case management, and public records, property and evidence functions (including crime scene response), database management and armory functions as well as administrative and clerical support to the executive team members.

**(1) Organization**

The following chart outlines the organization and actual staffing of the Administrative Bureau.



Unit/Division	Curr.	Auth.	Position	Unit Description
<b>Administrative Bureau</b>	1	1	Director	<ul style="list-style-type: none"> <li>• Provides the overall leadership, management, and administration of the Administrative Bureau.</li> <li>• Provides day-to-day oversight of most civilian positions within Bureau. Directly supervises EA and Admn. Manager.</li> <li>• Interfaces regularly with executive team, bureau staff, department staff, city personnel, and community.</li> <li>• Performs numerous professional and administrative duties in support of Bureau and Department including acting as PIO and social media manager.</li> <li>• Manages the hiring, promotional and specialty position processes.</li> <li>• Oversees the Professional Standards processes, logging and creating documents and monitoring timeframes according to CBA.</li> <li>• Prepares and monitors department's budget.</li> <li>• Performs special projects, as assigned.</li> </ul>
	1	1	Administrative Manager	<ul style="list-style-type: none"> <li>• Oversees staff and functions of critical customer service functions.</li> <li>• Manages Records, P&amp;E, data support, front counter, public records requests, misdemeanor case management, immigration processing, volunteer coordination, and state prison interface.</li> <li>• Manages various Department databases including SMARSH email system, New World, NEXT request, and others.</li> <li>• Performs special projects, as assigned.</li> </ul>
	2	3	Police Admn. Assistant (Customer Service Specialist)	<ul style="list-style-type: none"> <li>• Conducts various customer service and Records-related functions. Processes CPLS for Chief's signature.</li> <li>• Positions are cross-trained. Alternately, staffs front counter, answers Department phone, conducts administrative and arrest</li> </ul>

Unit/Division	Curr.	Auth.	Position	Unit Description
				<p>fingerprinting, prepares daily blotter for review.</p> <ul style="list-style-type: none"> <li>• Performs public records request response routine up to assisting with the most complex; prepares misdemeanor cases for prosecutor and municipal court; performs NIBRS correction / entry; updates impounds, stolen vehicles, missing persons; stay-away orders.</li> <li>• Performs case management of all misdemeanor and informational cases; ensuring all documents are included, contacts Supervisor or officers with errors for correction and merges the case into LERMS.</li> <li>• Participates in special projects and Department special events, as assigned.</li> </ul>
	1	1	Data / Armory Specialist	<ul style="list-style-type: none"> <li>• Performs various data entry and records-related functions.</li> <li>• Conducts scanning, filing and destruction.</li> <li>• Reviews body-cam videos and assigns retention, creates CPS referrals, records trespass notices, manages false alarm program, enters/scans parking ticket information, interfaces with tow companies.</li> <li>• Manages ammunition, maintains weapons inventory, inspects, cleans and repairs firearms and maintains related records.</li> <li>• Supports Police Admn. Assistants and records functions, as needed.</li> </ul>
	1	1	Property & Evidence Technician	<ul style="list-style-type: none"> <li>• Serves as property &amp; evidence room and crime scene technician.</li> <li>• Approximately 60% of time manages property/evidence intake and warehouse oversight to include intake, disposal, LEADS online, etc.</li> <li>• Approximately 5% of time crime scene investigative efforts to include receives and documents evidence from detectives at crime scene.</li> </ul>

Unit/Division	Curr.	Auth.	Position	Unit Description
				<ul style="list-style-type: none"> <li>• Approximately 25% of support prosecutorial data collection and other related including body-cam video review, 911 records pulls, etc.</li> <li>• Police department TAC, tracking ACCESS certifications, and training. Enters wanted information into WACIC/NCIC.</li> <li>• Supports Police Admin. Assistants and records functions, as needed.</li> </ul>
	1	1	Executive Assistant	<ul style="list-style-type: none"> <li>• Performs administrative and clerical duties in support of Executive Team.</li> <li>• Manages training/travel requests, processes invoices and purchase orders, screens phones and emails, posts and translates police blotter.</li> <li>• Supports the preparation and day to day monitoring of the police budget.</li> <li>• Prepares Agenda Bills and related paperwork for Council meetings.</li> <li>• Prepares correspondence, manages records retention destruction, performs Spanish translations.</li> <li>• Supports Police Admn. Assistants and records functions, as needed.</li> </ul>
	P/T	P/T	Clerk	<ul style="list-style-type: none"> <li>• Part-time clerk performs various clerical support duties.</li> <li>• Updates key Lexipol policies.</li> <li>• Maintains statistics.</li> <li>• Provides support to other Records personnel.</li> </ul>

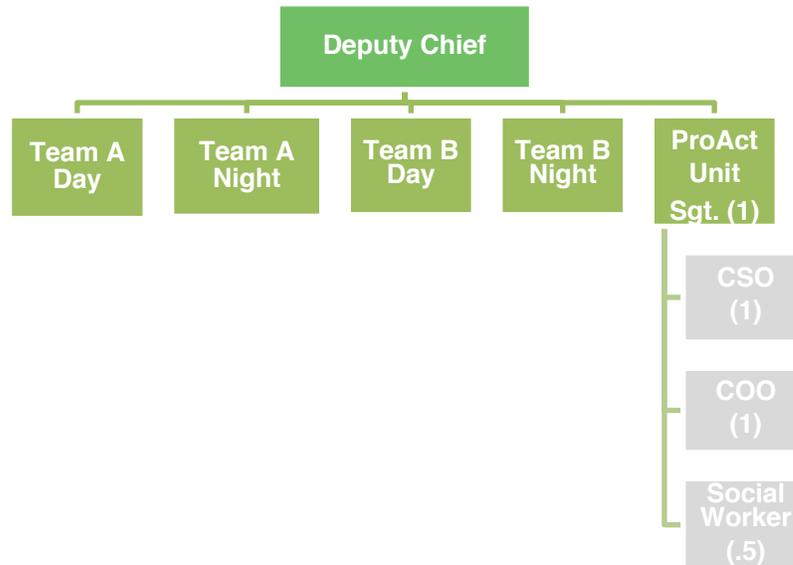
#### 4. Patrol Operations

Patrol Operations is primarily responsible for responding to calls for services and providing patrol services in the community. Patrol Operations is comprised of four patrol teams, two squads assigned to day and night shifts respectively. Patrol work 12-hours shifts with alternating three consecutive days worked followed by three days off. Patrol

staff are supported within by Motors and also a specialized ProAct Unit. Patrol is overseen by the Deputy Chief, the team / unit is led by a sergeant.

**(1) Organization**

The following chart outlines the organization of the Patrol Operations.



**(2) Staffing and Unit Descriptions**

The following table provides current filled and authorized staffing positions for Patrol Operations.

Unit/Division	Curr.	Auth.	Position	Unit Description
<b>Team A Day</b>	1	1	Sergeant	<ul style="list-style-type: none"> <li>Sergeant serves as first line supervisor for each shift primarily splitting time between field supervision and performing administrative task. Provide direction and priorities for use of proactive time in the field.</li> </ul>
	4	4	Officer	
	1	1	Motor Officer	
<b>Team A Night</b>	1	1	Sergeant	<ul style="list-style-type: none"> <li>Night Sergeants operate on a 3pm to 3am powershift schedule. All staff have numerous ancillary duties.</li> <li>Officers, 12-hour three-on/three-off shifts, are primarily responsible for responding to community generated calls for service and completing reports as needed. Officers conduct</li> </ul>
	4	4	Officer	
<b>Team B Day</b>	1	1	Sergeant	

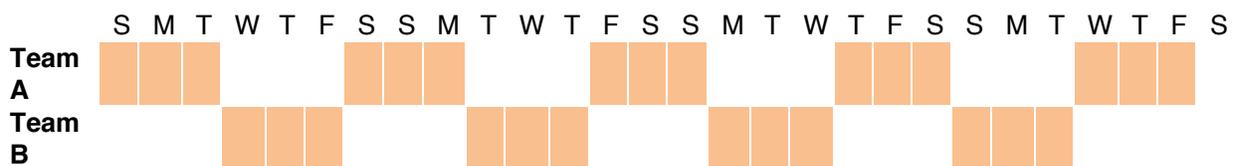
Unit/Division	Curr.	Auth.	Position	Unit Description
	4	4	Officer	proactive services such as traffic stops, building checks, citizen assistance, and Preventive Policing and engagement activities.
	1	1	Motor Officer	
<b>Team B Night</b>	1	1	Sergeant	<ul style="list-style-type: none"> <li>• Officers, 12-hour three-on/three-off shifts, are primarily responsible for responding to community generated calls for service and completing reports as needed. Officers conduct proactive services such as traffic stops, building checks, citizen assistance, and Preventive Policing and engagement activities.</li> <li>• Officers also conduct a variety of investigations to include property and persons crimes.</li> <li>• Two officers are classified as Motor Officers and are assigned to each day squad respectively. Respond to traffic collisions and traffic complaints. Part of minimum staffing levels.</li> <li>• Two night officer are K9 officers, part of minimum staffing levels and responding to Calls for Service.</li> </ul>
	4	4	Officer	

Unit/Division	Curr.	Auth.	Position	Unit Description
<b>ProAct Unit</b>	1	1	Sergeant	<ul style="list-style-type: none"> <li>• The Proact team conducts proactive law enforcement activities and homeless outreach. The team consists of 1 sergeant and 2 officers. The team works a 4-10 schedule with adjusted start times depending on community needs.</li> <li>• The Proact Sergeant is in charge of daily activities and coordinates team activities.</li> <li>• The officers conduct follow up for detectives on property crimes and other cases.</li> <li>• Investigate drug house and drug dealing complaints.</li> <li>• Conduct surveillance of problem locations.</li> <li>• Investigate organized retail theft cases.</li> <li>• The Sergeant oversee the Community Outreach Program.</li> <li>• The Sergeant is also the FTO sergeant and tracks and oversees all criminal civil forfeitures.</li> </ul>
	2	2	Officers	
	1	1	Community Outreach Officer	<ul style="list-style-type: none"> <li>• Works with embedded social worker 2 days a week.</li> <li>• Provides assistance to local homeless population through various diversion programs.</li> <li>• Attempts contacts through a variety of approaches (shelters, street, parks, public lands).</li> <li>• Monitors clientele progress through database.</li> <li>• Assists ProAct sergeants / officers.</li> </ul>

Unit/Division	Curr.	Auth.	Position	Unit Description
	1	1	Community Service Officer	<ul style="list-style-type: none"> <li>• Reports to ProAct sergeant.</li> <li>• Provides code enforcement efforts to include nuisance abatement on private land.</li> <li>• Performs parking and abandoned vehicle enforcement to include towing of vehicles.</li> <li>• Conducts animal control functions including stray pick-up, complaint-based calls for service, dog bite follow-up, off-leash program, etc.</li> <li>• Conducts community outreach activities and other functions, as assigned.</li> </ul>
	.5	.5	Embedded Social Worker (part-time)	<ul style="list-style-type: none"> <li>• Reports to ProAct Sergeant</li> <li>• Provides assistance to local homeless population through various diversion programs.</li> <li>• Attempts contacts through a variety of approaches (shelters, street, parks, public lands).</li> <li>• Monitors clientele progress through database.</li> </ul>

**(3) Patrol Shift Schedule**

Patrol officers are assigned to one of four squads. All squads work 12-hour shifts with three days on followed by three days off. Patrol shifts are 0500-1700 or 0700–1900 hours for Days and 1700-0500 or 1500-0300 for Nights.



A total of 2 patrol beats exist. Minimum staffing levels are 2 officers and 1 sergeant. Motor officers handle collisions and traffic related calls for service and back

patrol when needed or as a regular patrol first responder when part of minimum staffing levels.

Shifts include “Power Shifts” if practical based on staffing. Some days patrol officers work 0700-1900, night sergeants and some night patrol officers work 1500-0300.

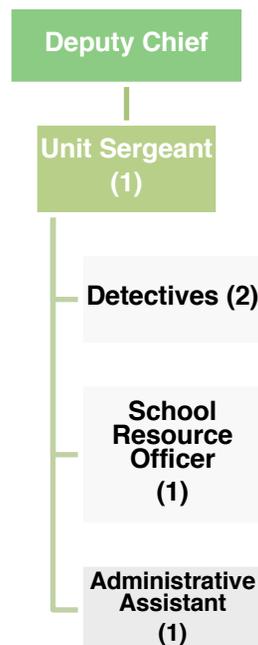
The total shift schedules include:

- 0500 -1700 hours.
- 0700 -1900 hours.
- 1500 -0300 hours.
- 1700 -0500 hours.

## 5. Investigations

Investigations is responsible for the investigation of major criminal activity within the City of Monroe. Operations also includes supervision of the School Resource Officer.

The following chart outlines the overall organization of Investigations at actual staffing.



**(1) Staffing and Unit Descriptions**

The following table provides the personnel and major tasks of Investigations.

Unit/Division	Curr.	Auth.	Position	Unit Description
<b>Investigations</b>	1	1	Sergeant	<ul style="list-style-type: none"> <li>• Detectives work a 4-10 (7am to 5pm) schedule with coverage Monday through Friday.</li> <li>• The Detective Sergeant supervises the unit and provides daily guidance.</li> <li>• The Detective Sergeant assigns cases, reviews cases and approves case updates or closures.</li> <li>• The Detective Sergeant is also in charge of department wide training coordination and has other collateral duties.</li> <li>• The Detective(s) are assigned cases, interview witnesses, suspects and victims.</li> <li>• The Detective(s) write warrants, subpoenas and coordinate cases with the District Attorney. 1 Detective processes cell phone downloads.</li> <li>• Detectives have collateral duties.</li> <li>• Monroe PD detectives are part of a regional multi-jurisdictional Officer Involved Shooting response team to assist with investigations.</li> <li>• The detective sergeant is in charge of department training, firearms and use of force training.</li> <li>• The Administrative Assistant prepares cases for submission to the DA's office, assists with Spanish translation during interviews.</li> <li>• The Administrative Assistant prepares reports and maintains databases.</li> </ul>
	2	3	Detectives	
	1	1	Administrative Assistant	

Unit/Division	Curr.	Auth.	Position	Unit Description
<b>School Resource Officer</b>	1	1	Officer	<ul style="list-style-type: none"> <li>• Serves as the School Resource Officer for the city's public schools and private schools. This includes service outside city limits but within school district. Primarily serves the middle and high school campuses.</li> <li>• Responds to calls for services and incidents at schools. Performs counselling, investigations, and conducts threat assessments.</li> <li>• Provides health course training to middle school.</li> <li>• Primarily works M-F 0700-1500 hours. Backfills in patrol and ProAct during summer.</li> </ul>



**MONROE CITY COUNCIL  
Public Safety  
Committee Meeting**

**2019 Committee  
Councilmembers  
Patsy Cudaback  
Kurt Scarboro**

Tuesday, October 1, 2019, 6 P.M.  
Monroe City Hall

<b>SUBJECT:</b>	<b><i>Municipal Court Assessment</i></b>
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<b>DATE:</b>	<b>DEPT:</b>	<b>CONTACT:</b>	<b>PRESENTER:</b>	<b>ITEM:</b>
10/01/2019	Municipal Court	Pam Haley	Pam Haley/ Ben Warthan	<b>New Business B.</b>

**Discussion:** 10/01/2019

- Attachments:**
1. Code City Municipal Courts (Excerpt from *Code City Handbook*)
  2. Municipal Court Budget 2013-2019
  3. Municipal Court case summary 2017 and 2018

**REQUESTED ACTION:** Discuss the scope of work alternatives for a court assessment and strategic plan. Direct Mayor Thomas and city staff to bring a contract for services to the full city council for action.

**POLICY CONSIDERATIONS**

*The City Council has authority to establish a municipal court, evaluate court functions, and determine the method of delivering justice services. The judge's salary, salaries of court employees and the cost of all dockets, forms, books of record, furnishings, and a suitable place for holding court are paid entirely out of the city's General Fund as approved by the City Council.*

*The City Council's 2019 strategic plan includes a place holder for a "Monroe Court Strategic Plan". This agenda bill describes the purpose of the Court Strategic Plan and scope of work alternatives. A court strategic plan begins with an assessment of court functions. Mayor Thomas and city staff are seeking input from the committee on the proposed scope of work for the court assessment and strategic plan.*

**DESCRIPTION/BACKGROUND**

The City of Monroe Municipal Court was established in 2014. Court personnel include a Municipal Court Judge, retained under an employment contract and working approximately 24 hours per week; a full-time court administrator, a full-time court clerk, and a part time security officer. The city contracts for prosecution and public defense services. The city does not have a separate probation officer. Probation reviews are handled by the court administrator and Judge.

Monroe Municipal Court is a court of limited jurisdiction. The Municipal Court judge is authorized by Washington State statute to preside over criminal misdemeanors, gross misdemeanors, traffic infractions and other City of Monroe Code violations. The Court has a monthly schedule as follows:

- First and Third Tuesday:** Motions in limine and special set hearings.
- Second and Fourth Tuesday:** Mitigation hearings and contested hearings.
- Wednesdays:** Pre trial hearings, arraignments, review hearings and motions. Contested hearings with counsel and in custody video court.
- Second and Fourth Friday:** Jury trials.
- Fridays:** In custody calendar

Since its establishment, the Court has experienced a steady increase in the number and types of cases. In recognition of the changes and requests from the Court for increased staffing, the City Council's 2019 strategic plan includes a place holder for a "Monroe Court Strategic Plan". The purpose of the strategic plan is to evaluate:

- The city's criminal justice approach and strategies the city wishes to pursue through the criminal justice system – e.g. punishment vs. "restorative justice". This may include analysis of specialized courts such as community court, drug court, and mental health court.
- How do police services, prosecution, public defense, and detention work together to achieve community goals.
- Court services and operations. The assessment would identify current best practices and implementation strategies to manage court caseloads.
- Court facilities including space, technology, security, governance, and training that can reduce operating costs and/or improve efficiency.
- Strategies and funding to achieve desired policing and justice outcomes for the community that align with the city's efforts to reduce criminal activity associated with homelessness, addiction, and behavioral health issues.
- Other goals and how those goals could be incorporated into the city council's six-year strategic plan.

In September 2019, Judge Rozzano announced she was the finalist for the position of municipal court judge with the City of Bothell. With Judge Rozzano's anticipated resignation, some city councilmembers have expressed interest in evaluating the cost/benefit of continuing with a municipal court versus other service models such as contracting with another jurisdiction or returning to the Snohomish County District Court system. In addition to evaluating court functions and desired justice outcomes as listed above, the assessment could evaluate the quality and outcomes of justice services; customer service; overall criminal justice costs; and local control under different service models.

The city has also received notice of interest from Lake Stevens and Sultan about contracting with the City of Monroe for court services. The court assessment could evaluate fixed and variables costs, advantages/disadvantages of scale, facility needs, and contracting alternatives if the city were to provide court services to other communities.

The City of Bothell recently completed an analysis of alternative ways to provide court services. The City of Sequim funded a similar study in 2018. Both cities contracted with an outside consultant to evaluate court functions and make recommendations.

City and court staff have identified two service providers: Anne Pflug, The Other Company out of Ellensburg, and the National Center for State Courts. City and court staff have contacted both organizations regarding the proposed work. The purpose of this agenda bill is to get input on the scope of work for the court assessment and strategic plan.

## **RECOMMENDATIONS**

Discuss the scope of work alternatives for a court assessment and strategic plan. Identify desired deliverables from a six-year court strategic plan.

## **REQUESTED ACTION**

Direct Mayor Thomas and city staff to bring a contract for services to the full city council for action.

## Chapter IX

# Municipal Courts

### I. Establishment of Court Systems

#### A. Independent Municipal Court (Ch. 3.50 RCW)

A code city with a population of less than 400,000 may operate an independent municipal court under Ch. 3.50 RCW.<sup>247</sup> Under this type of system, a city has total control over the operation of its court,<sup>248</sup> is responsible for paying the operating costs of the court, and receives the appropriate fine revenues.

#### B. Municipal Department as Part of a County District Court (Ch. 3.46 RCW)

Under Ch. 3.46 RCW, a code city with a population of less than 400,000 may continue to operate a court as a municipal department in the county district court in the county within which the city is located, if the department was in existence prior to July 1, 2008.<sup>249</sup> Although the city pays virtually all of the costs of operating the municipal department, this type of court is not an independent court like one established under Ch. 3.50 RCW.

#### C. Municipal Court Operated Pursuant to an Interlocal Agreement (Ch. 39.34 RCW)

A third municipal court alternative for a code city is to contract with another city which operates a municipal court, or with the county which operates the county district court. The authority for such contracts is found in the provisions of Ch. 39.34 RCW, the Interlocal Cooperation Act. Under an interlocal agreement, cities and towns are responsible for all costs involving misdemeanor and gross misdemeanor offenses for adults referred from law enforcement agencies in their jurisdiction.<sup>250</sup>

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<sup>247</sup>RCW 3.50.007. Note that cities with a population in excess of 400,000 operate their courts under Ch. 35.20 RCW. No other municipal court system is authorized.

<sup>248</sup>See AGO 1991, No. 13 at 3.

<sup>249</sup>RCW 3.50.007.

<sup>250</sup>RCW 39.34.180.

## II. Operation of an Independent Municipal Court under Ch. 3.50 RCW

A municipal court is governed by Ch. 3.50 RCW, which establishes the following procedures.

### A. Establishment of Court (RCW 3.50.060)

Any city or town that establishes a municipal court under this statute must do so by December 1st so that the court can begin operation on January 1st of the following year. The court must be established by ordinance.

### B. Selection of Judicial Officers

#### 1. Qualifications<sup>251</sup>

A municipal judge must be a citizen of the United States and of the State of Washington and be admitted to practice law before the courts of record of this state. In cities with a population of less than 5,000,<sup>252</sup> a person other than an attorney may be appointed judge, if he or she has taken and passed a qualifying exam by January 1, 2003. A municipal court judge need not be a resident of the city in which the court is created, but must be a resident of the county in which the city is located.<sup>253</sup>

#### 2. Appointment or Election

Judicial positions and full-time equivalent municipal court judgeships must filled by election. RCW 3.50.055 eliminates the option cities once had to appoint municipal judges for any full-time equivalent position or for any additional judicial position that constitutes more than half of a full-time equivalent position.<sup>254</sup>

In appointing a person to fill a part-time municipal court judgeship, the appointment by the mayor or chief administrative officer is subject to council confirmation if the council has been given the general power of confirmation over mayoral appointments.<sup>255</sup>

Before entering into the duties of office, a judge is required to take an oath set out by RCW 3.50.097.

The judicial term commences on January 1, 1986, and on January 1st of every fourth year thereafter.<sup>256</sup>

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<sup>251</sup>RCW 3.50.040.

<sup>252</sup>*Ibid.*

<sup>253</sup>RCW 3.50.057.

<sup>254</sup>As defined in RCW 3.50.055, a full-time equivalent judicial position is 35 or more hours per week of compensated time.

<sup>255</sup>RCW 3.50.040.

<sup>256</sup>*Ibid.*

### 3. **Salary and Other Expenses**<sup>257</sup>

The salary of a municipal judge is fixed by ordinance. The judge's salary, salaries of court employees and the cost of all dockets, forms, books of record, furnishings, and a suitable place for holding court are paid entirely out of city funds.

### 4. **Judges Pro Tempore**

The presiding municipal court judge may appoint a judge pro tempore to act in the event of the absence or disability of the regular judge. The qualifications of a judge pro tempore must be the same as for judges as provided under RCW 3.50.040 except that a judge pro tempore is not required to be a resident of the city or county in which the municipal court is located. Judges pro tempore have all of the powers of an appointed or elected judge. Before entering on his or her duties, each judge pro tempore must take, subscribe, and file an oath as is taken by a duly appointed or elected judge. Such pro tempore judges receive such compensation as fixed by ordinance. RCW 3.50.090.

### 5. **Court Vacancies**

Vacancies due to death, disability, or resignation of a municipal court judge are filled by the mayor for the remainder of the unexpired term. See RCW 3.50.093.

### 6. **Removal from Office**

A municipal court judge may be removed from office only upon conviction of misconduct or malfeasance in office, or because of physical or mental disability rendering the judge incapable of performing the duties of the office. See RCW 3.50.095.

## C. **Jurisdiction of Court**<sup>258</sup>

A municipal court has *exclusive* original jurisdiction over traffic infractions and criminal violations arising under city ordinances. It also has original jurisdiction of all other actions brought to enforce or recover license penalties or forfeitures prescribed by city ordinance or state statute. A court may forfeit cash bail or bail bonds and hear and determine all causes, civil and criminal, arising under city ordinance. A person convicted of violating a criminal provision may be punished by a fine not to exceed \$5,000 or by a jail term not to exceed one year, or by both a fine and jail term.<sup>259</sup> Upon conviction, the court has jurisdiction to place a defendant on probation, or suspend or defer his or her sentence. See RCW 3.50.320-.340.

## D. **Right to Jury Trial**<sup>260</sup>

Jury trials are allowed in all criminal cases, unless waived by the defendant, but are not

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<sup>257</sup>RCW 3.50.080.

<sup>258</sup>RCW 3.50.020.

<sup>259</sup>RCW 3.50.440.

<sup>260</sup>RCW 3.50.135.

available for traffic infractions. In a *civil* action, either the plaintiff or the defendant may demand a jury.

### **E. Pleadings, Practice and Procedure**

Generally, the pleadings, practice and procedures for municipal courts are set out in RCW 3.50.135 through 3.50.440. Cases not governed by statutes or rules specifically applicable to municipal court are governed "insofar as applicable" by the statutes and rules applicable to district courts.<sup>261</sup>

### **F. Termination of Court Services or Repeal of Criminal Ordinances**

Cities are no longer able to terminate their municipal courts or repeal their criminal codes without first entering into an agreement for payment of criminal justice costs with the county in which they are located. Cities must agree to pay for the increased costs associated with the county's assumption of cases previously handled by a city. This also applies to termination of a municipal court by a city that has entered into agreements with other cities that have terminated their municipal courts.<sup>262</sup>

### **G. Waiting Period for Establishing a New Municipal Court**

Any city that terminates a municipal court established under Ch.3.50 RCW may not establish a new court under Ch. 3.50 RCW until at least 10 years have elapsed from the date of termination.<sup>263</sup>

### **H. Dispute Resolution Centers**

Cities are authorized to create "dispute resolution centers," allowing persons a forum in which they can resolve disputes in an informal setting.<sup>264</sup>

## **III. Operation of a Municipal Department under Ch. 3.46 RCW**

As an alternative to creating an independent municipal court under Ch.3.50 RCW, any class of city may *continue to operate* a municipal department as part of a county district court under the procedures outlined in Ch. 3.46 RCW, if it was operating a municipal department prior to July 1, 2008. These municipal departments hear cases arising under city ordinances, but they are a part of the larger district court system established in each county.<sup>265</sup> Such municipal departments operate according to the statutes in existence before the adoption of chapter 227, Laws of 2008.

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<sup>261</sup>RCW 3.50.450.

<sup>262</sup>RCW 39.34.180, RCW 3.50.800-.805 and RCW 35A.11.200; see also *Whatcom County v. Bellingham*, 128 Wn.2d 537 (1996), in which the court stated that a "repeal in its entirety" of a city criminal code could reasonably be interpreted to mean a deliberate shift of criminal justice costs to the county.

<sup>263</sup>RCW 3.50.810.

<sup>264</sup>Ch. 7.75 RCW.

<sup>265</sup>RCW 3.46.030; AGO 1991, No. 13 at 2.

	C	D	E	F	G	H	I	J	K	L	M
1	<b>Municipal Court 2019 Budget Worksheet</b>										
2	<b>2015 Actuals</b>	<b>2016 Actuals</b>	<b>2017 Actual</b>	<b>2018 Actual</b>	<b>2019 Budget</b>	<b>2019 YTD</b>	<b>2019 Projected</b>	<b>Account Number</b>	<b>Description</b>	<b>2020 Requested</b>	
3											
4	\$145,885.07	\$158,052.12	\$171,140.71	\$185,319.95	\$195,467.00	\$97,735.27	\$195,470.54	001-000-009-512-50-10-01	Muni Court Salaries	\$284,809.00	
5											
6	\$8,825.71	\$9,535.78	\$10,235.80	\$11,207.76	\$84,445.00	\$5,967.19	\$22,439.17	001-000-009-512-50-21-01	Muni Court Social Security	\$119,702	
7	\$2,064.12	\$2,230.15	\$2,393.86	\$2,621.11	\$0.00	\$1,395.53	\$2,834.32	001-000-009-512-50-22-01	Muni Court Medicare		
8	\$13,876.85	\$16,212.62	\$18,793.09	\$21,569.71	\$0.00	\$11,538.02	\$23,191.42	001-000-009-512-50-23-01	Muni Court Retirement		
9	\$1,121.71	\$1,061.50	\$1,057.45	\$965.62	\$0.00	\$494.35	\$993.64	001-000-009-512-50-24-01	Muni Court L&I		
10	\$34,260.55	\$35,338.62	\$35,017.92	\$35,108.18	\$0.00	\$18,050.52	\$36,281.55	001-000-009-512-50-25-01	Muni Court Insurance		
11	\$0.00	\$2,546.28	\$2,918.52	\$3,126.24	\$0.00	\$1,666.44	\$3,349.54	001-000-009-512-50-26-01	Muni Court Def Comp/Plan 401A		
12	\$1,615.74	\$1,647.51	\$1,841.20	\$1,888.54	\$0.00	\$962.52	\$1,934.67	001-000-009-512-50-27-02	Muni Court RHS		
13	\$953.33	\$1,143.96	\$1,291.29	\$1,515.88	\$0.00	\$780.00	\$1,560.00	001-000-009-512-50-27-04	Muni Court Pension Trust		
14											
15	\$1,200.95	\$1,689.34	\$1,163.00	\$1,520.27	\$1,900.00	\$1,182.01	\$2,500.00	001-000-009-512-50-31-01	Muni Court Supplies	\$2,500.00	
16	\$1,095.09	\$1,589.35	\$0.00	\$197.35	\$800.00	\$0.00	\$0.00	001-000-009-512-50-35-01	Muni Court Small Tools & Equip	\$500.00	
17											
18	\$4,561.89	\$6,446.26	\$7,701.19	\$7,367.70	\$13,300.00	\$4,250.64	\$10,500.00	001-000-009-512-50-41-01	Muni Court Prof Services	\$14,300.00	
19	\$47,275.00	\$52,550.00	\$56,500.00	\$63,360.00	\$70,000.00	\$34,848.00	\$69,696.00	001-000-009-512-50-41-02	Muni Court Judge Salary	\$0.00	
20	\$950.00	\$1,050.00	\$2,300.00	\$1,250.00	\$2,000.00	\$2,750.00	\$5,750.00	001-000-009-512-50-41-03	Munic Court Pro Tem Judge	\$4,000.00	
21	\$131.03	\$54.79	\$0.00	\$0.00	\$500.00	\$0.00	\$0.00	001-000-009-512-50-41-04	Muni Court Security	\$500.00	
22	\$0.00	\$0.00	\$0.00	\$0.00	\$2,600.00	\$0.00	\$0.00	001-000-009-512-50-41-05	Muni Court Extra Help	\$2,600.00	
23	\$0.00	\$502.04	\$379.28	\$0.00	\$1,200.00	\$0.00	\$500.00	001-000-009-512-50-41-06	Muni Court Jury Expenses	\$1,200.00	
24	\$11,621.40	\$8,391.96	\$7,594.92	\$8,493.96	\$8,555.00	\$4,277.54	\$8,555.08	001-000-009-512-50-41-96	Info Tech IS Fee	\$10,746.00	
25	\$12,541.68	\$17,646.00	\$16,861.92	\$14,812.92	\$25,066.00	\$12,533.02	\$25,066.04	001-000-009-512-50-41-98	Facilities IS Fee	\$27,006.00	
26	\$2,396.55	\$2,462.27	\$1,613.36	\$2,312.78	\$2,400.00	\$931.95	\$2,100.00	001-000-009-512-50-42-00	Muni Court Postage	\$2,400.00	
27	\$1,090.90	\$1,142.50	\$1,110.54	\$1,214.52	\$1,250.00	\$506.75	\$1,225.00	001-000-009-512-50-42-01	Muni Court Communications	\$1,250.00	
28	\$996.68	\$325.56	\$664.26	\$689.45	\$1,000.00	\$0.00	\$700.00	001-000-009-512-50-43-09	Muni Court Travel	\$1,200.00	
29	\$1,979.75	\$2,175.38	\$2,237.30	\$1,196.49	\$2,500.00	\$12.00	\$1,500.00	001-000-009-512-50-49-01	Muni Court Misc Expenses	\$0.00	
30	\$435.00	\$489.97	\$100.00	\$560.00	\$400.00	\$150.00	\$400.00	001-000-009-512-50-49-02	Muni Court Tuition & Registrat	\$400.00	
31	\$337.00	\$337.00	\$400.00	\$400.00	\$400.00	\$400.00	\$400.00	001-000-009-512-50-49-06	Muni Court Organization Dues	\$500.00	
32	\$1,121.56	\$1,379.56	\$178.47	\$800.76	\$1,000.00	\$546.23	\$1,200.00	001-000-009-512-50-49-07	Muni Court Printing & Binding	\$1,200.00	
33	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	001-000-009-512-50-49-09	Muni Court Publications	\$0.00	
34											
35	\$13,004.54	\$0.00	\$0.00					001-000-009-512-50-65-00	Municipal Court Capital Equip.		
36	\$309,342.10	\$326,000.52	\$343,494.08	\$367,499.19	\$414,783.00	\$200,977.98	\$418,146.97		Total Expenditures	\$474,813.00	
37											
38											
39											
40	\$145,885.07	\$158,052.12	\$171,140.71	\$185,319.95	\$195,467.00	\$97,735.27	\$195,470.54		Salaries (10)	\$284,809.00	59.98%
41	\$62,718.01	\$69,716.42	\$73,549.13	\$78,003.04	\$84,445.00	\$40,854.57	\$92,584.31		Benefits (20)	\$119,702.00	25.21%
42	\$2,296.04	\$3,278.69	\$1,163.00	\$1,717.62	\$2,700.00	\$1,182.01	\$2,500.00		Supplies (30)	\$3,000.00	0.63%
43	\$85,438.44	\$94,953.29	\$97,641.24	\$102,458.58	\$132,171.00	\$61,206.13	\$127,592.12		Professional Svcs (40)	\$67,302.00	14.17%
44	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00		Intergovernmental (50)	\$0.00	0.00%
45	\$13,004.54	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00		Capital (60)	\$0.00	0.00%

# Monroe Municipal Court

## Review of 2017

- In addition to handling the cases filed by the Police Department (see attachment) the court also processed the following during 2017:
  - » 47 search warrants
  - » 12 pretrial/post conviction domestic violence protection orders
  - » Monitored 300 + cases for post sentence compliance
  - » Held 2 jury trials

### **Beyond the numbers:**

- Granted a temporary extreme risk protection order that was filed by the Monroe Police Department. Case was transferred to Snohomish County Superior Court and was the first permanent order of this kind to be signed in Snohomish County.
- Created local court rule MMCLR11 – Anti-Harassment Protection Order. This rule gives Monroe Municipal Court the authority to issue an anti harassment order. Prior to this rule an order had to be obtained through District or Superior Court.
- Judge Rozzano spoke at a Rotary Luncheon, participated in swearing in ceremonies, and helped facilitate a class at the Citizens Academy.
- Court Clerk, Shelene Rosenbach, attended the DMCMA 2017 fall regional training on leadership.
- Court Administrator, Pam Haley, telephonically attended the DMCMA Board Meetings throughout the year.

# Looking Forward into 2018

- Completion of a strategic plan
  - What are our primary and secondary goals and how might we achieve them? Areas to address; space, technology, security, governance, and training.
  - Make decision to work with an outside consultant or create internally with staff.
- Explore the concept of a community court
  - Create a team consisting of internal and external stakeholders to review information and options
- Additional calendars
  - Expand in custody calendars to twice a week
- Continue to offer alternatives to jail
  - Community service
  - Electronic home detention
  - Utilize Sunnyside Corrections

# Caseloads of the Courts of Washington

## Cases Filed - January 2017 through November 2017

	-----Infractions-----		-----Misdemeanors-----			Civil Protection Orders (1)	Civil (3)	Small Claims	Felony Complaints	Parking (2)	Total		
	Traffic	Non Traffic	DUI/ Phy Control	Other Traffic	Non Traffic								
.Monroe M	2,658	24	23	88	318	0	0	0	0	108	3,219		

## Charges Disposed - January 2017 through November 2017

	-----Infractions-----		-----Misdemeanors-----			Civil Protection Orders (1)	Civil	Small Claims	Felony Complaints	Parking (2)	Total		
	Traffic	Non Traffic	DUI/ Phy Control	Other Traffic	Non Traffic								
.Monroe M	2,717	8	17	78	352	0	0	0	0	105	3,277		

## Traffic Infractions - January 2017 through November 2017

	Filings	Charges	-----Violations Disposed-----					-----Proceedings-----						
			Committed	FTR/ FTA	Paid	Not Committed	Dismissed	Deferred Finding	Contested Hearing	Mitigation Hearing	Show Cause Hearing	Other Hearing		
.Monroe M	2,658	2,849	614	714	919	53	417	110	418	620	0	5		

## DUI/Physical Control Misdemeanors - January 2017 through November 2017

	Filings	Charges	-----Violations Disposed----- (1)					-----Proceedings-----					Cases Appld	
			Guilty	Bail Forfeit (3)	Not Guilty	Dismissed (2)	Reduced Amended	Jury	Non Jury	Stip to Rec	Arraignme nt	Other Hearing		Defer Pros.
.Monroe M	23	24	5	0	0	1	11	0	0	0	22	33	4	0

## Other Traffic Misdemeanors - January 2017 through November 2017

	Filings	Charges	-----Violations Disposed----- (1)					-----Proceedings-----					Cases Appld
			Guilty	Bail Forfeit (3)	Not Guilty	Dismissed (2)	Jury	Non Jury	Stip to Rec	Arraignme nt	Other Hearing	Defer Pros.	
.Monroe M	88	107	45	0	0	33	0	0	0	73	77	6	0

**Non-Traffic Misdemeanors - January 2017 through November 2017**

	Filings	Charges	-----Violations Disposed----- (1)				-----Proceedings-----						
			Guilty	Bail Forfeit (3)	Not Guilty	Dismissed (2)	Jury	Non Jury	Stip to Rec	Arraignme nt	Other Hearing	Defer Pros.	Cases Appld
.Monroe M	318	384	205	0	1	146	2	0	0	302	402	9	0

**Non-Traffic Infractions - January 2017 through November 2017**

	Filings	Charges	-----Violations Disposed-----					-----Proceedings-----				
			Committed	FTR/ FTA	Paid	Not Committed	Dismissed	Total Disposed	Contested Hearing	Mitigation Hearing	Show Cause Hearing	Other Hearing
.Monroe M	24	24	4	0	4	0	0	8	2	1	0	0

**Parking Infractions - January 2017 through November 2017**

	Filings	Charges	-----Violations Disposed-----					-----Proceedings-----				
			Committed	FTR/ FTA	Paid	Not Committed	Dismissed	Total Disposed	Contested Hearing	Mitigation Hearing	Show Cause Hearing	Other Hearing
.Monroe M	108	111	60	0	44	1	0	105	1	3	0	0

**Jury Trials Set And Held - January 2017 through November 2017**

	-----Misdemeanors-----											
	DUI/Physical Control		Other Traffic		Non-Traffic		All Misdemeanors		Civil (1)		All Jury Trials	
	Set	Held	Set	Held	Set	Held	Set	Held	Set	Held	Set	Held
.Monroe M	91	0	175	0	618	2	884	2	0	0	884	2



**Monroe Municipal Court Update to City Council  
January 2019 Update**

**2018 Filings:**

Traffic/Non Traffic Infractions	2030
Criminal Traffic	183
Criminal Non Traffic	451
Parking	74

The above filings resulted in 106 days of court being in session. On average the weekly schedule for court consists of the following hearings:

Infraction hearings	30 infractions per calendar twice or three times a month.
Arraignments	12 arraignments per week.
Pre trials	30 pre trials per week.
In Custody hearings	7 cases per week
Compliance Reviews	5 per week.

In addition to having court hearings Municipal Court monitors up to 300 open case per year for compliance with the conditions imposed at sentencing.

Judge Rozzano signed 111 search warrants for the Monroe Police Department.

Judge Rozzano authorized the issuance of 491 bench warrants for failure to appear.

Although no jury trials were held in 2018- 700 juror summons were prepared, mailed, and screened for potential jurors.

**Looking forward into 2019:**

What is Community Court?

“Community courts are neighborhood-focused courts that attempt to harness the power of the justice system to address local problems. They strive to engage outside stakeholders such as residents, merchants, churches, and schools in new ways in an effort to bolster public trust in justice. And they test new approaches to reduce both crime and incarceration” – Center for Court Innovation