BerryDunn

City of Washougal, WA

Operational Review

Submitted by:

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Introduction and Summary

The need for police agencies to deliver high-quality professional police services is at an all-time high. Communities and government officials have significant, but reasonable, expectations related to the efficient and effective use of the resources they have committed to the public safety mission. In turn, police officials have a responsibility to monitor and examine operational processes to ensure they are optimally configured, and that they are consistent with contemporary police standards and industry best practices.

In the spring of 2023, BerryDunn began working with the City of Washougal (City) to conduct a Staffing Review of the Washougal Police Department (WPD). This project included the following elements:

› A workload-based analysis on staffing levels for patrol

› A workload-based analysis on staffing levels for investigations

› A review of other sworn and non-sworn positions and staffing needs

› Future staffing projections

› A review of targeted operational aspects of the department, assessed independently for the agency and in comparison, to prior police agencies studied and industry best practices:

» Personnel allocations by rank and unit

» Staff diversity

» Hiring, recruiting, and attrition rates

» Serious crimes and crime clearance rates

» 21st Century Policing benchmarks

» Examination of the patrol work schedule in relation to service needs and demands

This report outlines the process and methodology BerryDunn used to conduct this study. The analysis provided by BerryDunn is balanced, and fairly represents the conditions, expectations, and desired outcomes studied, and the factors that prompted and drove this assessment. Where external data was used for comparison purposes, references have been provided.

Studies of this nature are predisposed toward the identification of areas requiring improvement, and accordingly, they have a propensity to present what needs work, without fully acknowledging and highlighting positive aspects of an organization. This report follows a similar progression. Although this report contains several areas for improvement, and the WPD has faced some challenges in recent years, particularly related to staffing, BerryDunn made many positive observations of the WPD, and staff conveyed many positive aspects of the WPD.

Positive Comments

BerryDunn had an opportunity to interview several staff members of the WPD from various ranks and assignments. As part of that process, BerryDunn asked staff to identify positive aspects of the organization, as well as areas requiring some attention. Staff provided BerryDunn with many positive comments. Those mentioned multiple times included:

- The quality of police services provided to the community by the department is very good.

- Members of the department feel they can voice concerns and that they are heard. Supervisors (including the chief) are open to suggestions.

- The department provides substantial training opportunities for staff.

Generally, when police staff are asked to identify positive or negative aspects of their jobs, the length of the negative items typically exceeds the positive ones, and often substantially. For the WPD, the opposite occurred. Although staff provided some information on areas that could use some improvement, most were minor, and all staff had more positive comments than suggestions for improvements. Although there are opportunities for improvement within the WPD, and this report will highlight several of them, BerryDunn is encouraged by the positive comments from those interviewed, and notes that this is a somewhat unusual—but encouraging—pattern within the department.

This assessment examined several primary areas of department operation (distributed throughout the sections of this report), as well as several sub-areas and specialized positions. BerryDunn's analysis determined that several areas within the police department require adjustment to assist the WPD in meeting service demands, improving operational efficiency, and meeting staffing demands. Overall, this study provides 10 formal recommendations.

This report has been organized into five sections, each of which corresponds to a section of police organizational and/or operational function. Although each section is distinct, there is some repetition of information due to the overlapping nature of police operations and the value in refreshing certain data for the reader. This report has been written for three different but important audiences: government officials, police officials and staff, and community members. Accordingly, BerryDunn has worked to provide sufficient details so that anyone reading this report can readily understand each aspect. This report contains numerous acronyms. BerryDunn will introduce each acronym in the body of this report, and a full list of acronyms used is also available in Appendix B.

In conducting this assessment, BerryDunn utilized several varied strategies, including collection of historical data (e.g., computer records, dispatch, and crime data), creation of new data through surveys and worksheets, and on-site interviews. Following the collection of this information, BerryDunn engaged a thorough and comprehensive analysis of the data, which resulted in various recommendations for the WPD. These recommendations, and this report, were subjected to significant review by subject matter experts, the study team, and BerryDunn

staff, with an emphasis on working to ensure a quality product that provided recommendations that conform to industry standards and best practices. Once BerryDunn completed its review, the draft report was reviewed by the client to help ensure accuracy and relevance, and that all aspects of the project scope were addressed.

Within this final report and its appendices, BerryDunn has provided various tables and figures as visual aids and as a means to validate and substantiate the observations of the team, as well as the associated recommendations.

The formal recommendations from this project can be found in three locations:

- First, a summary of the principal findings and recommendations is provided below. This is intended to provide consumers with a quick reference list of the formal recommendations made in this assessment.

- Second, recommendations are included at the end of each section to which they apply. Each recommendation is the result of the topical analysis from that section, and each includes a summary of the basis for the recommendation.

- Third, for ease of review, each of the full recommendations is included sequentially within Appendix A.

BerryDunn has separated formal recommendations into three prioritized categories in rank order. The seriousness of the conditions or problems that individual recommendations are designed to correct, their relationship to the major priorities of the community and the department, the probability of successful implementation, and the estimated cost of implementation are the principal criteria used to prioritize recommendations. Table 0.1 provides a description of the priority levels used for the recommendations.

Table 0.1: Priority Descriptions

Overall Priorities for Findings and Recommendations	
	Critical/Priority – These recommendations are very important and/or critical and the agency should prioritize these for action.
	High/Primary – These recommendations are less critical, but they are important and should be prioritized for implementation.
	Medium/Non-Urgent – These recommendations are important and less urgent, but they represent areas of improvement for the agency.

BerryDunn has provided a summary of the full recommendations and findings in the Principal Findings and Recommendations section of this report. The format of this information is provided in Table 0.2.

Table 0.2: Short Recommendation Format

No.	Finding	Recommendation
[Section and Title]		
1-1	**Brief Finding Statement**	**Succinct Recommendation Statement**

This format provides readers with a quick review of the findings and recommendations. The format for the full recommendations is included in Table 0.3. Each finding and recommendation includes a description of the details supporting the recommendation, as well as details regarding areas for agency consideration. Again, BerryDunn has provided each of the full recommendations in the body of the report and in Appendix A.

Table 0.3: Full Recommendation Format

No.	Issue and Opportunity Description	Overall Priority
[Section and Title]		
Section and Subsection:		
1-1	**Finding Area: (Finding Statement).** Supporting information regarding the finding.	
	Recommendation: (Succinct Recommendation Statement). Additional details concerning the recommendation, including items for consideration.	

BerryDunn stands behind the core finding statements and purposes of the recommendations provided; however, the WPD might implement those recommendations in several ways. Although BerryDunn has provided guidance and prompts within many of the recommendations, the WPD should select an implementation approach that works best for its culture and environment. BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City of Washougal and the WPD on this important project.[1]

Department Involvement

The WPD provided BerryDunn unfettered access to staff and all data at its disposal, without reservation or hesitation. Based on BerryDunn's interactions with the command staff at the WPD throughout this project, it was evident that they want what is best for the agency and the

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[1] Portions of this report and the data within it have been reproduced from publicly available documents.

community and are willing to take the necessary steps to help ensure positive and appropriate change takes place. BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City and the WPD on this important project.

Project Limitations

The scope of this project was limited to the areas identified above. In essence, this project involved a staffing study along with a review of certain operational elements, most notably, those that affect staffing and operational efficiencies. During the project, BerryDunn made numerous observations related to operational conditions, and where relevant, those observations have been included within this report. This project, however, did not study the entirety of the WPD's operations, and accordingly, there are some operational areas that BerryDunn did not review.

Changing Conditions

The WPD is a dynamic and ever-changing organization. BerryDunn recognizes that changes might have taken place since the start of this review in February 2023. Understandably, it has been necessary to freeze conditions in order to prepare the report. The most current information on the conditions of the organization resides with the command staff of the police department, including information on actions that constitute consideration and implementation of the recommendations included in this report.

Principal Findings and Recommendations

Critical/Priority Findings and Recommendations

BerryDunn has no Critical/Priority findings and recommendations to report.

High/Primary Findings and Recommendations

Section 2: Patrol Services		
No.	**Finding**	**Recommendation**
2-2	The patrol work schedule for the WPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.	The WPD should consider revising the patrol work schedule to maximize efficiency and distribution of personnel.

Section 2: Patrol Services		
No.	Finding	Recommendation
2-3	The WPD does not currently formally engage the use of solvability factors as an element of conducting a preliminary criminal investigation.	The WPD should require the use of solvability factors by all staff who conduct preliminary criminal investigations and complete the associated reports.

Section 3: Investigations Services		
No.	Finding	Recommendation
3-1	The current schedule for investigators is not optimized and does not provide for persistent investigator coverage during normal business hours.	The WPD should revise its schedule for investigators so that an investigator is routinely scheduled during normal business hours.

Section 3: Investigations Services		
No.	Finding	Recommendation
3-2	Currently WPD has two detectives and a detective sergeant assigned to the Investigations Division. One of the detective positions is vacant and the detective sergeant only carries a partial caseload. The WPD would benefit from additional capacity within the Investigations Division, and the assignment of the sergeant to this unit does not optimize the use of a supervisor resource.	The WPD should fill the vacant investigator position in order to have two investigators carrying full caseloads. The WPD should reallocate the sergeant position from investigations to an administrative/patrol position.

Medium/Non-Urgent Findings and Recommendations

Section 1: The Policing Environment		
No.	Finding	Recommendation
1-1	Although the WPD strives to exemplify the characteristics outlined in the 21st Century Policing Task Force Report, there are several sections within the six main topic areas or 'pillars' that may benefit from focused attention from the WPD.	The WPD should affirm its commitment to 21st Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.

Section 2: Patrol Services		
No.	**Finding**	**Recommendation**
2-1	The person assigned as the Investigations Division supervisor is a K-9 handler whose dog is still active. K-9s are primarily a patrol tool, and the assignment of this resource to a non-patrol staff member, reduces the effectiveness of the K-9 within the department.	When the current K-9 retires, or when the K-9 handler is reassigned, the WPD should reallocate the K-9 position to a person assigned to patrol responsibilities.

Section 3: Investigations Services		
No.	**Finding**	**Recommendation**
3-3	The RMS of the WPD is able to track and monitor case assignments and progress for investigations. The WPD is not maximizing the use of its RMS to monitor case assignments, and there is a lack of formal case review and tracking of reviews.	The WPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Periodic case reviews for all open cases should be conducted and documented, consistent with department standards on case updates and expected closure dates.

Section 4: Personnel and Hiring		
No.	**Finding**	**Recommendation**
4-1	WPD does not currently have an active recruiting program. Job openings are posted on government websites and standard job posting sites.	The WPD should develop a comprehensive recruiting plan that will help them reach their diversity goals while filling the WPD ranks with the most qualified candidates.

Section 4: Personnel and Hiring		
No.	**Finding**	**Recommendation**
4-2	The WPD has taken some steps to address their recent elevated attrition rates including a retention bonus. WPD has not developed a formal retention plan to work toward reduced attrition.	WPD should develop a formal retention plan that leverages the talent and experience of the personnel within WPD.

Section 4: Personnel and Hiring		
No.	**Finding**	**Recommendation**
5-1	Authorized hiring levels at the WPD do not account for attrition rates.	To maintain optimal staffing levels, hiring should always occur at the rate of allocated personnel *plus* the anticipated attrition rate.

Section 1: The Policing Environment

This section includes an overview of the police setting, the service community, the structure of the government and police agency, personnel data, and crime and service data.

Examination of the policing environment is an essential prerequisite to informed judgment regarding policing culture, practice, policy, operations, and resource requirements. The geography, service population, economic conditions, levels and composition of crime and disorder, workload, and resources in the City are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. These factors are examined in this section.

The main purpose of any police agency is to ensure public safety within the community. This objective is accomplished primarily through the function of those in the Patrol Division, who have the responsibility to maintain order, respond to calls for service (CFS), conduct traffic enforcement, maintain high visibility to deter criminal activity, and to have positive interactions with those in the community. These public contacts are essential to help establish good rapport, build relationships, and to bolster and help ensure ongoing community trust. Additional patrol officer responsibilities include conducting preliminary investigations; identifying, pursuing, and arresting suspects; rendering aid to victims, including psychological, emotional, and physical care; preparing cases for court, including testimony; and writing reports that document accurate accounts of events.

For 2023, the WPD has authorization for 22 sworn positions and five non-sworn positions, for a total of 27 authorized positions. In pursuing its public safety mission, the WPD allocates personnel to various positions and roles. There is one SRO assigned to Washougal's schools (this position is currently vacant), there are two officers and one sergeant assigned as detectives (one of the detective positions is vacant), and there are 16 officers assigned to patrol. Within this total, 12 officers are assigned the primary responsibility of responding to CFS (one officer position is vacant), with four sergeants also assigned to patrol, who are also designated CFS takers. The chief and a captain comprise the sworn administrative staff and three non-sworn employees round out the administration.

When examining staffing levels and allocations, and other organizational metrics and measures, it can be helpful to compare one organization against another to help illustrate any significant variances between them. As these types of references will be used throughout this report, it will be helpful to explain the origins of these comparative numbers. For this assessment, BerryDunn has used comparative data from a variety of sources, including the Federal Bureau of Investigation (FBI) Uniform Crime Reports (UCR) and National Incident-Based Reporting System (NIBRS), the Bureau of Justice Statistics (BJS), and prior staffing and organizational studies and assessments conducted by BerryDunn and the International Association of Chiefs of Police (IACP). In the following sections, this report will reference *example* cities, or *study* cities. These data emanate from prior operations and management studies conducted by our

project manager, which are publicly available, and are considered to be relevant comparative data for this assessment.

Another important resource that BerryDunn references often in this report is the survey of *benchmark* cities. Several police chiefs created this annual survey in 1997 as a means to establish comparative statistics. As of 2018, 30 agencies are currently contributing data to this survey, and BerryDunn finds the site valuable and informative. Despite the value in looking at benchmarks and metrics from other communities, it is worth mentioning that these comparisons have limitations; accordingly, BerryDunn's analysis of various organizational and operational factors relies more heavily on data specific to the agency being studied or assessed. Still, benchmark data and data from other studies help to establish context and the level of agency conformance with other organizations within the industry. Accordingly, because of their strong comparative value, these sources will be referenced at various points within this report.

I. Service Population

The City of Washougal is in southern Washington, approximately 18 miles east of Vancouver on the Columbia River. Figure 1.1 depicts a map of the City.

Figure 1.1: Community Map
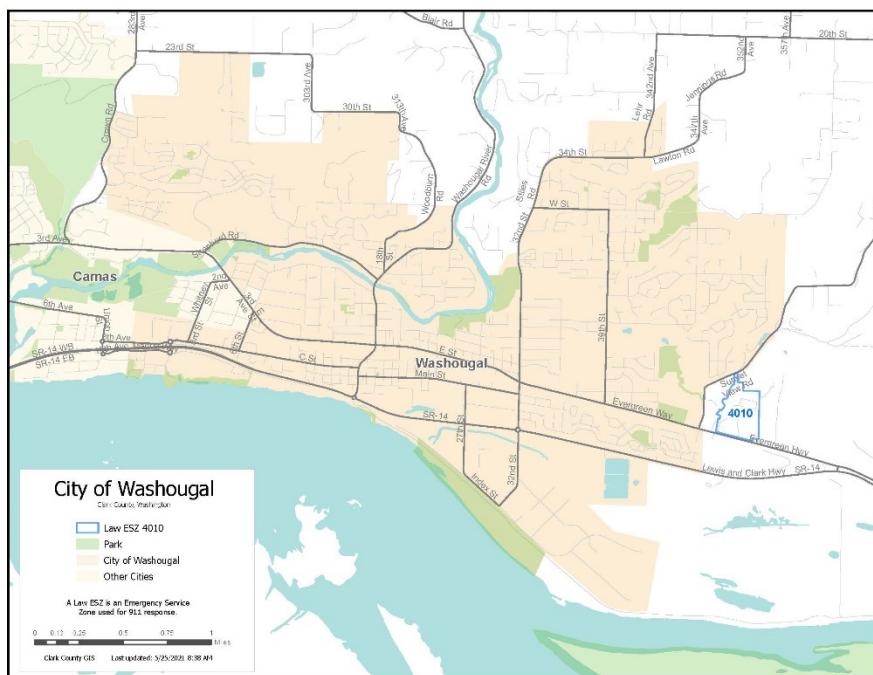
Source: Agency Provided

The City is located in Clark County and is approximately 6.83 square miles in size. As shown in Table 1.1, the population of the City has nearly doubled since 2000, in 2022 the US census estimated Washougal's population at 16,926. Washougal is projected to continue its growth with a population of 23,297 projected in 2030. Although population growth itself does not directly

create the need for additional police staff or resources, workloads that result from population increases can have this effect.

Table 1.1: Population Trends

Population	2000 Census	2010 Census	2020 Census	2021 ACS Est.	2030 Projected*
Population	8,509	14,095	15,927	16,664	23,297
Increase		5,586	1,832	737	7,370
% Change		65.65%	13.00%	4.63%	46.27%

Source: U.S. Census Bureau

Based on projected growth, BerryDunn performed a series of calculations to determine the effect of the community growth on operational workloads for the WPD. The result of that analysis was that although workloads will undoubtedly increase with community growth, staffing levels within the WPD are sufficient to absorb that growth, and BerryDunn predicts that will not change prior to 2030, unless there is a significant adjustment to projected growth.

Table 1.2 shows the demographic breakdown of the City based on the 2020 census. This table shows that the population of Washougal is predominantly white, with those of multiple races making up the largest non-white segment of the population, at 7.17%.

Table 1.2: Community Demographics

Community Demographics (2020)	Total	Percent
White	13,684	87.63%
African American	188	1.20%
American Indian and Alaska Native	111	0.71%
Asian	380	2.43%
Native Hawaiian or Pacific Islander	54	0.35%
Other	79	0.51%
Multiple Races	1,120	7.17%
Total	**15,616**	

Hispanic or Latino	1,423	9.11%
Not Hispanic or Latino	15,616	100.00%

Source: U.S. Census Bureau

Those of Asian descent comprise the next largest demographic, at 2.43%. African Americans make up 1.20% of the overall population. Table 1.2 also shows the breakdown of the American

Indian or Alaskan Native and the Native Hawaiian or Pacific Islander population in Washougal. These groups make up .71% and .35% respectively of the population in Washougal. Although not considered a separate race, Table 1.2 also shows the breakdown of the Hispanic or Latino population in Washougal. Those who identify as Hispanic or Latino make up a 9.11% of the diversity of the population within Washougal.

II. Police Department Staffing and Organization

This next section reflects the organizational structure and staffing levels of the police department, including historical staffing levels and current personnel allocations. Figure 1.2 reflects the structure of the police department at the time this project began, which is split into three main divisions: Patrol, Investigations, and Administration.

Figure 1.2: Organizational Chart

Washougal Police Organizational Chart - 5/1/2023
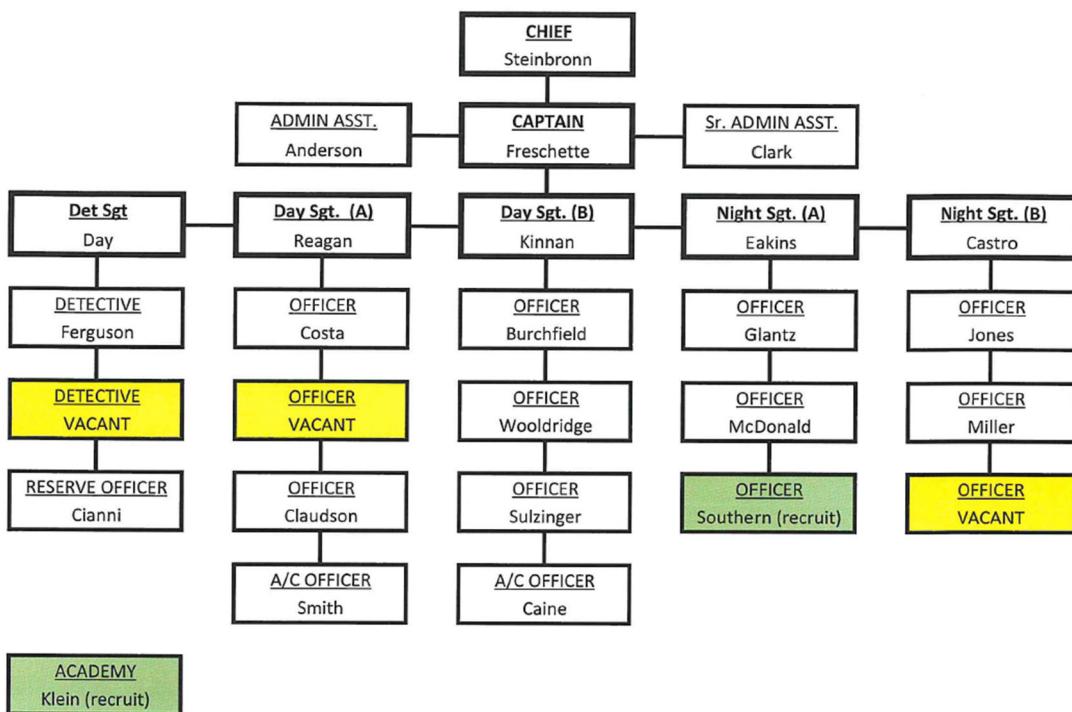
Source: Agency Provided

Based on BerryDunn's review, the current organizational structure provides a functional distribution and grouping of duties and responsibilities for the divisions. Overall spans of control are appropriate; however, the WPD would benefit from moving a sergeant to an administrative role within WPD. At present, one sergeant is assigned to each overnight team; however, given the hours they are assigned, there is no supervisor working from 3 – 6 a.m. Making changes to the patrol schedule, specifically the hours worked by the supervisors, could allow for 24-hour

supervisory coverage for nearly all the patrol shifts. Based on the recommendations in this report, the chief has indicated the organizational structure would be slightly changed. BerryDunn has included a copy of the new structure in Appendix D.

The historical staffing levels of the police department for the past five years are presented in Table 1.3. This table reflects actual staffing levels at the time the WPD reported this data to the FBI UCR for each of those years (2018-2022). BerryDunn elaborates further on the patrol staffing numbers in Section 3 of this report. The data in Table 1.4 presents an important distinction because it helps to illustrate the allocated staffing levels of the police department over these periods, not the number of actual positions filled. This is important because optimal workload models are predicated on ensuring full staffing to maximize operational efficiency. Personnel fluctuations work against operational efficiency, and it is necessary to minimize these fluctuations to achieve the best results.

Table 1.3: Historical Staffing Levels

Year	Population	# of Sworn	# of Non-Sworn
2018	15,949	21	5
2019	16,305	20	3
2020	16,334	20	4
2021	16,317	21	3
2022	16,902	21	4

Source: FBI Uniform Crime Reports

Table 1.4 shows the current number of allocated sworn positions for the WPD for 2023, broken out by major unit of assignment. Note that the data in Table 1.4 reflect staffing allocations, not current staffing.

Table 1.4: Staffing Level Allocations by Unit

Section	Sworn Personnel		Non-Sworn Personnel	
	Supervisor	Officer	Supervisor	Employee
Administration	2			3
Operations/Patrol	4	12		
Investigations	1	2		
Animal Control				2
SRO		1		
*Sub-Totals	7	15	0	5
Totals	22		5	

*Includes Vacancies
Source: Agency Provided Data

Table 1.5 shows the current number of allocated sworn positions for the WPD for 2023, broken out by rank. Similar to Table 1.4, Table 1.5 provides staffing allocations, not necessarily the number of positions filled.

Table 1.5: Sworn Personnel Allocations

Section	*Total Number
Executive (Chief, Assistant/Deputy Chief)	1
Mid-Rank (Below Chief – Above Sergeant)	1
Sergeants (All – Regardless of Assignment)	5
Patrol Officers (Excludes Supervisors Above)	12
Investigations (Excludes Supervisors Above)	2
Other Sworn Personnel	
School Resource Officers	1
*Totals	**22**

*Includes Vacancies
Source: Agency Provided Data

Table 1.6 shows the percentage of personnel allocated within the organizational structure for the benchmark cities and several prior study cities, and the comparison to the personnel allocations within the WPD.

Table 1.6: Personnel Allocation Comparisons

	Population	Authorized Officers	Executive	Mid-Level Supervisors	First-Line Supervisors	All Officers
Benchmark Averages	172,795	236	3.19%	3.49%	11.75%	81.57%
Prior Studies - 100+ Officers	234,009	330	2.76%	5.01%	11.67%	80.56%
Prior Studies - Under 100 Officers	23,431	42	2.37%	6.51%	15.38%	75.74%
Washougal	16,664	22	1	1	5	15
Percentages			4.55%	4.55%	22.73%	68.18%

*Table includes data from prior studies conducted by the IACP.
Note: Executive includes the Chief of Police and two steps below.
Mid-Level includes three steps below the Chief, to one step above line-level supervisor

Although there is no definitive standard, a general rule regarding span of control is 1 supervisor for every 5 followers (those supervised by someone else), although some have suggested this

ratio could be higher, at 1 supervisor for every 8 to 10 followers.[2] To a certain extent, the span of control number is fluid, based on the personnel being supervised, their relative capabilities, and the deployment of personnel. Based on the data provided in Table 1.6, the overall span of control for patrol staff is one to three. The sworn ratio seems low; however, it is reasonable when considered against the organizational structure, shift disbursements, and the expressed desire to maintain continuity of supervision across the patrol schedule. As indicated, BerryDunn is recommending the WPD examine the current patrol schedule and consider shifting the hours of patrol supervisors to provide for 24/7 supervisory coverage, or as close to this as is practical. Again, although the span of control for the WPD, BerryDunn supports access to and on-duty supervisor on a more consistent basis.

In Table 1.7, BerryDunn has provided comparisons regarding the distribution of personnel to patrol and investigations. The WPD currently allocates 72.73% of its sworn officers to the Patrol Division, and 13.64% are allocated to the Investigations Division.

Table 1.7: Patrol and Investigations Comparisons

Cities	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Benchmark City Averages	236	132	55.93%	30	12.71%
Prior Studies - Under 100 Officers	124	64	51.61%	17	13.71%
Prior Studies - 100+ Officers	3270	1657	50.67%	642	11.11%
Washougal	22	16	72.73%	3	13.64%

*Table includes data from prior studies conducted by the IACP.
Note: Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenants) and above. Investigations includes intelligence, task forces, narcotics, and general investigations.

The patrol personnel distribution for patrol is higher than the benchmark averages and the average of the other studies; that is a good thing. Having a high percentage of officers allocated to patrol suggests an appropriate focus on primary CFS response, and the high percentage reflected for the WPD indicates a commitment to this. The allocation of investigators at the WPD is consistent with the comparisons, and as BerryDunn will point out later in this report, the number of personnel assigned for criminal investigations is reasonable and could actually be reduced.

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[2] http://highered.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html

III. Non–Sworn Personnel

Records

The purpose of the Records Division is to process all police reports, perform data entry, update case dispositions, and to provide customer service to the public. At WPD records needs are handled by the non-sworn administrative staff. They manage records, evidence, public disclosures, and records requests, as well as managing digital evidence. They act as the primary point of contact for the prosecutor's office and are the initial point of contact for walk-in customers who visit the police department. Records also take and route phone calls.

The Records Division is currently staffed with one senior administrative assistant position, who acts as a lead for the unit, one administrative assistant and one support specialist. The support specialist position is currently vacant. The two current staff members provide office coverage 8 a.m. – 5 p.m. BerryDunn interviewed records staff and inquired about the workload, staffing needs, and any other department needs. Staff told BerryDunn that staffing within records will be sufficient when the vacant position is filled.

IV. Operations

Animal Control

The City has allocated two non-sworn positions to Animal Control, which falls under WPD and more specifically the captain. The two animal control officer (ACO) positions are shared with the City of Camas, which borders Washougal on the western side of the city. The ACO's have a limited scope of duties and can only issue citations for animal control related offenses; they do not have arrest powers.

V. Crime Rates

Within the policing industry, the UCR categories established by the FBI have been the standard for decades. Under those standards, crimes were separated into two categories: Part one crimes (more serious) and Part two crimes (all others). The crimes classified as Part one crimes under UCR included: murder, rape, robbery, aggravated assault, burglary, theft, motor vehicle theft, and arson. In recent years, the FBI has adopted NIBRS, a new standard for crime reporting by police agencies. The NIBRS standard includes several sub-categories and allows for more comprehensive evaluation of certain crime data, particularly on a national scale. For the purpose of this study, BerryDunn is maintaining the UCR standard, and is representing crime data as Part 1 data and Part 2 data. To accomplish this, BerryDunn mapped each of the applicable NIBRS categories back to the traditional UCR Part one categories, and the remaining crime categories to a set of Part 2 categories. In doing so, BerryDunn collapsed 53 NIBRS categories down to eight Part 1 crimes, and 15 Part 2 crimes. Although it provides improved reporting, NIBRS does not capture all crime data. Certain minor crimes (e.g., city ordinance

violations) are not collected. However, the NIBRS crime categories mapped to Part 2 crimes reflect a large portion of the crime that does not fit into a Part 1 category.

In looking at Table 1.8, BerryDunn notes that the overall number of Part 1 crimes has fluctuated over the three-year period examined. BerryDunn notes that sexual assaults, aggravated assaults, auto thefts, larcenies, and arsons all experienced increases during this period. In contrast, robberies and homicides have remained nearly constant. The overall Part 1 crime volume for the WPD has increased by 22.04% between 2019 and 2021 (the most current data available).

Table 1.8: Part 1 Crimes

Part 1 Offenses	2019	2020	2021	3 Yr. % Change
Homicide Offenses	1	1	1	0%
Sex Offenses (Rape)	18	23	22	22%
Robbery	4	3	4	0%
Aggravated Assault	10	16	23	130%
Burglary	35	36	35	0%
Larceny	217	291	242	11.5%
Auto Theft	18	25	39	116.7%
Arson	1	0	5	400%
Total	**304**	**395**	**371**	**22.04%**

Source: UCR/NIBRS data

As mentioned previously, BerryDunn also examined Part 2 crimes reported and recorded; these are provided in Table 1.9. With two exceptions, BerryDunn notes that the Part 2 crime rates are very consistent across the three-year period examined. The number of simple assaults has increased sharply, and the 2021 number is nearly double the reported number in 2019. In contrast, 2021 drug/narcotics violations are less than one sixth of what they were in 2019. This is due to a Washington Supreme Court decision, State V. Blake, which struck down Washington State's drug possession laws as unconstitutional.

Table 1.9: Part 2 Crimes

Part 2 Offenses	2019	2020	2021	3 Yr. % Change
Simple Assault/Intimidation	85	157	147	72.94%
Human Trafficking/Commercial Sex Acts	0	0	0	N/A
Kidnapping/Abduction	1	5	4	300%
Bribery	0	1	0	N/A
Counterfeiting/Forgery	5	9	7	40%
Damage/Vandalism of Property	68	104	115	69.12%
Fraud/Embezzlement	34	69	37	8.82%
Computer Hacking	0	0	0	N/A
Stolen Property Offenses	10	23	21	110%
Animal Cruelty	1	2	2	100%
Drugs/Narcotics	148	170	24	-83.78%
Gambling	0	0	0	N/A
Pornography/Obscene	0	0	0	N/A
Prostitution	0	2	0	N/A
Weapons Violations	9	6	12	33.33%
Grand Total	**361**	**548**	**369**	**2.22%**

Source: UCR/NIBRS data

The WPD provided BerryDunn with a dataset from the RMS that included multiple department responses and activities, including Part 1 and Part 2 crimes, as well as other non-criminal activity. BerryDunn separated the non-criminal data from the dataset, collapsed the reported categories, and produced Table 1.10. As Table 1.10 reflects, like many other police agencies, the WPD is primarily a service-driven organization, with most of its CFS volume associated with non-criminal activity.

Table 1.10: Call for Service Totals

Washougal Calls for Service Totals	2022
Contact – Welfare Check	364
Contact – Assist	315
Suspicious – Circumstances	291
Suspicious – Person	270
Alarm – Audible	219
Message	206
Contact – Other	191
Unwanted	175
Suspicious – Auto	147
Traffic – Hazard	122
Animal Problem – Control Problem	119
Civil – Problem	109
Vehicle – Abandoned	108
Traffic – Other	103
Mental Subject	99
Traffic – Reckless	83
Traffic – Drunk Driver	67
Suicidal Subject – Threats (564) 888-2260	65
Neighbor Problem	64
Property – Found	56
Police Other – Assist Ems	53
Traffic Accident – Non Injury	51
All Others*	562
Grand Total	**3839**

*All Others includes CFS < 50 events
Source: Agency Provided Data

VI. Contemporary Policing Practices

In 2015, the U.S. Government convened a task force to determine the best and most contemporary industry standards and practices and "*ways of fostering strong, collaborative*

relationships between local law enforcement and the communities they protect."[3] The report produced provided six pillars for 21st Century Policing. As part of this project, BerryDunn asked command staff at the WPD to complete a 21st Century Policing survey, which provides a mechanism for assessing the operational alignment of the agency against the six primary pillars the task force identified. The survey BerryDunn provided consisted of 60 questions, separated within the six pillar areas. For each question, command staff were asked to independently assess whether the department regularly engages in practices that are consistent with the task force recommendation area, or whether the department inconsistently does so, or not at all. The results from the survey are provided in Table 1.11.

Table 1.11: 21st Century Policing

Area	Max. Possible	Average Score	Pct. of Max.
Building Trust and Legitimacy	18	14.00	77.78%
Policy and Oversight	30	17.00	56.67%
Technology and Social Media	10	7.00	70.00%
Community Policing and Crime Reduction	36	9.00	25.00%
Training and Education	18	15.00	83.33%
Officer Wellness and Safety	12	5.00	41.67%
Totals	**124**	**67**	**54.03%**

*Source: 21st Century Policing Survey

Within the context of this survey, it is important to understand that not all the task force recommendations apply equally to each agency. Further, the surveys for this study were completed independently by command staff based on their interpretation of the task force recommendation and their subjective assessment of the operational aspects of the agency in relation to each topical area (which for some, may be limited). Lastly, there is no specific standard or expected score for any of the pillar areas, or the overall rating. Instead, BerryDunn provides this survey as one mechanism for examining and assessing various aspects of the agency, with the intent of encouraging additional discussion and consideration in any areas in which command staff scored the agency low. Accordingly, BerryDunn suggests that the WPD engage a conversation about the 21st Century Policing report, recommendations, and the assessment above to determine any appropriate actions to engage efforts that correspond to any of those areas.

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[3] Final Report of The President's Task Force on 21st Century Policing – http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Summary

The City of Washougal is a suburban community located in southwestern Washington, roughly 18 miles east of Vancouver. The City is about 6.30 square miles in size and has a population of approximately 16,926 according to the 2022 census estimate.

For 2023, the WPD has authorization for 22 sworn positions and five non-sworn positions, for a total of 27 authorized positions. In pursuing its public safety mission, the WPD allocates personnel to various positions and roles. There are two detectives and one sergeant assigned as investigators (the second detective position is currently vacant). The WPD also has one school resource officer (SRO) who would be supervised by the investigation's sergeant however, this position is currently vacant. There are 16 officers assigned to patrol. Within this total, 12 officers are assigned the primary responsibility of responding to CFS, with four sergeants also assigned to patrol, and assuming primary CFS duties as needed. The chief and a captain comprise the sworn administrative staff and three non-sworn employees round out the administration.

Of the five non-sworn personnel for the WPD, three are part of the Records Division. This includes one supervisor. Based on a review of assignments, and in discussions with records personnel, the Records Division is appropriately staffed and is managing work demands. The other non-sworn staff members are two ACO's who are assigned to the Patrol Division and shared with the neighboring city of Camas.

Command staff from the WPD completed a questionnaire on contemporary policing practices, as outlined in the 21st Century Policing Task Force Report. Based on the responses from the command staff, there is an opportunity for the WPD to explore additional efforts toward incorporating 21st Century policing standards into its operational practices.

Recommendations

This section provides the single formal recommendation from this section. The recommendation table below includes the section and sub-section, recommendation number, and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 1.12: Section 1 Recommendations

The Policing Environment		
No.	**21st Century Policing**	**Overall Priority**
Section I, Subsection VI: Contemporary Policing Practices		
1-1	**Finding Area:** Although the WPD strives to exemplify the characteristics outlined in the 21st Century Policing Task Force Report, there are several sections within the six main topic areas or 'pillars' that may benefit from focused attention from the WPD.	

The Policing Environment	
Recommendation: The WPD should affirm its commitment to 21st Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.	

Section 2: Patrol Services

This section includes an analysis of patrol staffing, patrol work schedule and personnel deployments, and response to calls for service.

The purpose of the Patrol Division is to identify and hold criminals accountable, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the community members of Washougal. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. The Patrol Division responds to emergency and nonemergency CFS. When not responding to these calls, officers in this section use non-obligated time to actively patrol the City. This section of the report provides substantive details concerning the structure of the Patrol Division, along with data and analysis regarding workloads and personnel deployments.

I.   Patrol Personnel and Deployment

The authorized staffing levels for the Patrol Division are provided in Table 2.1. BerryDunn notes that the workload and staffing model for patrol relies upon calculating the actual time available for those officers who routinely respond to CFS. For the WPD, this includes the sergeants, and patrol officers. This translates into 16 officers who are assigned to primary CFS response. However, from a practical standpoint, the 12 patrol officers share the bulk of primary CFS responsibilities and sergeants only step in at times of increased call volume. Despite this, the sergeants are considered primary CFS takers, and the staffing calculations within this report take this into account.

Table 2.1: Patrol Staffing and Distribution of Personnel

Section	Total Number
Captain	1
Patrol Sergeants	4
Patrol Officers	12
Other Units Assigned to Patrol	
**K-9	[1]
*School Resource Officers	1
Totals (excludes K-9)	**18**

*Includes Vacancies
** Assigned to Investigations
Source: Agency Provided Data

Staffing levels within police departments are always in flux, as are position assignments and unit allocations. BerryDunn recognizes that some of the numbers in Table 2.1 reflect *authorized* staffing levels, not *actual* staffing levels, so actual staffing numbers might be slightly out of alignment with respect to the current conditions within the report. The workload calculations BerryDunn uses in this report rely on full staffing of the allocated positions. If one or more positions were vacant, these workload obligation calculations would increase in ratio to the number of vacant positions. Staffing needs are discussed later in this section, but it is BerryDunn's assessment that the Patrol Division for the WPD is adequately and appropriately staffed. Additionally, although Table 2.1 reflects a K-9 assigned to patrol, the handler for this K-9 is assigned to investigations. This does not maximize the use of the K-9, and the WPD should reallocate this assignment to patrol upon retirement of this dog, or upon reassignment (or retirement) of the handling officer (detective sergeant).

The geography of the City can be an important factor in understanding staffing demands and personnel allocations. The land area of Washougal is roughly 6.30 square miles. The WPD does not separate the city into designated patrol areas. For the purposes of Clark County law enforcement agencies Washougal is considered patrol zone 400. which is depicted in Figure 2.1.

Figure 2.1: Grid Map
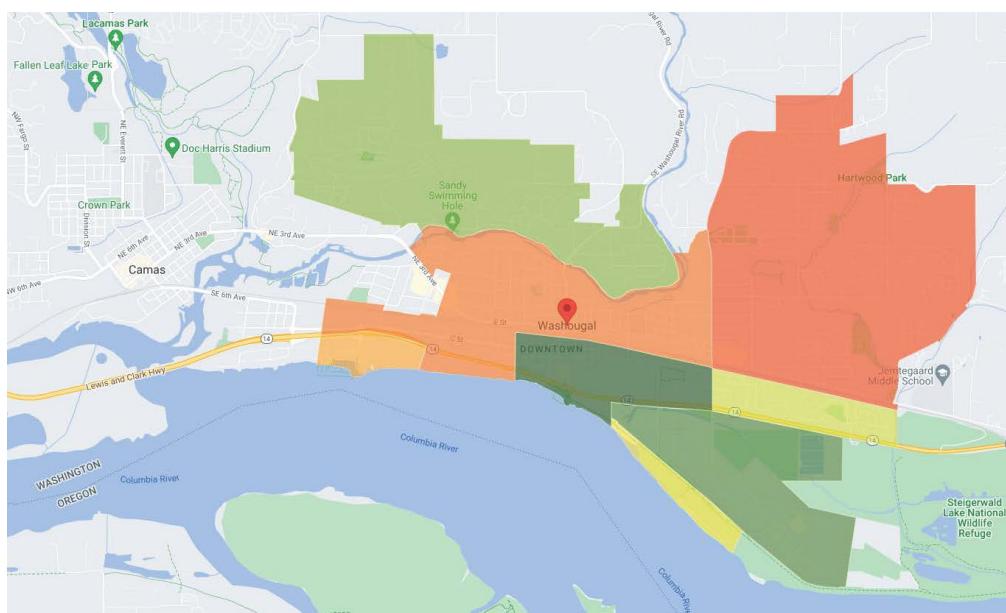
Source: Agency Provided Data

II.   Patrol Call Load and Distribution of Calls for Service

BerryDunn examines workload data in several places throughout this report, most notably those that relate to patrol/field staffing requirements and follow-up investigations demand. BerryDunn uses CFS as a primary means to calculate obligated workload within the Patrol Division. CFS

data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. For analysis purposes, BerryDunn provides numerous tables and figures that outline various aspects related to CFS. Table 2.2 shows a list of allocated work captured by CAD for calendar year 2022.

Table 2.2: Patrol and Supplemental Patrol Unit Hours

Unit	2022 Hours on Call		
Patrol	**Community**	**Officer**	**Total**
Patrol (including sergeants)	**3823:42:48**	**996:10:50**	**4819:53:38**
Supplemental Patrol	**Community**	**Officer**	**Total**
Command Staff	1:40:45	1:52:22	3:33:07
Detective	18:16:32	13:41:59	31:58:31
Other	2:02:50	0:55:42	2:58:32
School Resource Officer	22:58:02	23:42:25	46:40:27
Traffic		0:32:41	0:32:41
N/A	0:00:06		0:00:06
Unknown	25:14:56	0:00:00	25:14:56
Subtotal	**70:13:11**	**40:45:09**	**110:58:20**
Non-Patrol	**Community**	**Officer**	**Total**
Animal Control	84:40:16	126:31:02	211:11:18
Washougal PD Total	**3978:36:15**	**1163:27:01**	**5142:03:16**
Other Departments/Supplanting	**Community**	**Officer**	**Total**
BGPD	3:06:21	2:43:08	5:49:29
CCSO	207:34:56	77:51:20	285:26:16
CPD	99:27:44	38:18:42	137:46:26
CTP		0:00:31	0:00:31
LCPD	4:35:19	2:51:57	7:27:16
RPD	0:00:00		0:00:00
VPD	97:52:31	137:04:07	234:56:38
Subtotal	**412:36:51**	**258:49:45**	**671:26:36**
Grand Total	**4391:13:06**	**1422:16:46**	**5813:29:52**

Source: Agency Provided Data

There are two important aspects of Table 2.2 to point out. First, BerryDunn has separated the workload provided in this table into categories that indicate patrol, supplemental patrol, and non-patrol, and it is important to understand the distinction between the different categories shown. Patrol refers to those officers who routinely are responsible for handling CFS. Supplemental patrol refers to those officers who support the patrol function and who might occasionally answer CFS, but for whom CFS response is not a primary responsibility. Non-patrol relates to workload volume captured by CAD for non-sworn employees for the WPD, but which is not CFS related, in this case, Animal Control.

The second point to understand is that the totals in Table 2.2 include both community- and officer-initiated activity. This is noteworthy because the BerryDunn workload model categorically separates these CFS and relies on obligated workload that emanates primarily from community-initiated calls. Community-initiated work effort by patrol represents approximately 3824 hours of the obligated workload shown in Table 2.2. Although other units support the patrol officers and engage in a certain amount of community-initiated CFS it is evident that patrol officers and sergeants are responsible for the bulk of the obligated time associated with community-initiated CFS.

As part of this assessment, BerryDunn asked the WPD patrol officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (BerryDunn did not identify which shifts to record). Table 2.3 provides one section of data from that survey.

Table 2.3: Officer Workload Survey – Reports

Title	Washougal	*Prior Studies
Number of Responses	13	128
Number of Written Reports	20	301
Average Reports per Shift	1.54	2
Average Minutes per Report	37	34

*Table includes data from prior studies conducted by the IACP.
Source: Patrol Workforce Survey

Based on the self-reported survey provided, patrol officers reported an average of 1.54 narrative reports per shift, with the average duration of approximately 37 minutes. Note that the time per report is in addition to the on-scene time for each CFS. This self-reported data is highly consistent with prior study data and corroborates other findings from BerryDunn's analysis of the CAD data.

Within the same survey referenced for Table 2.3, officers reported data related to their workload and type of activity. The results, shown in Table 2.4, indicate that in total, officers handled 76 CFS, with an average of 5.85 CFS per shift, each averaging 30.03 minutes. This self-reported data does not include report-writing time, but only the on-scene time associated with handling the CFS, including backup responses.

Table 2.4: Officer Workload Survey – Calls for Service

Title	Washougal	*Prior Studies Avg.
Number of Responses	13	132
Number of CFS Reported	76	1058
Average CFS Responses per Shift	5.85	9
Average Minutes per CFS	30.03	42

*Table includes data from prior studies conducted by the IACP.
Source: Patrol Workforce Survey

BerryDunn notes that based on several prior studies, the average self-reported number of CFS handled per shift was nine, with an average CFS duration of 42 minutes. The amount of time per CFS for the WPD is lower than the prior study averages. This is common in smaller departments, because the availability of backup is lower, and cumulative on-scene totals are reduced when the number of backup units is also reduced. The data totals in this table also suggest an efficient approach to each CFS from a time-use perspective.

Methodology

The BerryDunn project team obtained a comprehensive CAD dataset from the WPD for the calendar years 2022. The dataset contained nearly 18,000 line entries. The CAD data related to 12,988 incidents, reflecting 5,800 hours of work effort. This total number of hours reflected the actual workload hours recorded within CAD, but there were three primary issues inflating these numbers, specifically as they related to obligated patrol workload. First, numerous data did not appear to represent primary response to CFS within patrol. These data belonged to various units with the department, including animal control, for example. As part of the analysis process, BerryDunn separated and removed these data.

The second issue involved officer-initiated, as opposed to community-initiated, activity. As noted above, the BerryDunn workload model relies upon a separation of these activities, and accordingly, it was necessary to split these data as part of the analysis. The total number of obligated community-initiated workload hours in the patrol category was approximately 3,823. The number of officer-initiated workload hours for patrol was approximately 996. Again, these data were split apart from the obligated workload total for patrol.

The third issue relates to the data within CAD that is not part of the obligated workload for the patrol officers. These data include both community- and officer-initiated data, which is reflected in Table 2.2 in the supplemental patrol and non-patrol unit categories. As part of the analysis process, BerryDunn separates these data so that only the obligated workload data remains, and this number is used for calculating patrol staffing needs.

As is typical in these types of studies, there were challenges and limitations within the CAD dataset that the WPD provided to BerryDunn. There were empty cells within the dataset, including missing times associated with unit response, and in some cases, response data was

inverted, meaning the arrival time preceded the dispatch time. This condition is explainable but required the exclusion of these CFS when calculating unit response times.

Although there were challenges within the dataset, BerryDunn processed the dataset and accounted for these difficulties as part of the overall analysis of the CAD data. In some cases, this meant that some parts of the dataset were excluded from certain calculations. For example, cases of inverted CFS response times were removed so they did not unduly skew response averages. In these instances, the data represented were used to determine averages and percentages of occurrences. So, despite the removal of certain data, it is highly likely that the averages and percentages would be consistent, even if all the data were represented.

To be clear, BerryDunn is confident that the workload data and calculations presented provide a reasonable representation of the volume of obligated work that the Patrol Division must manage. Additionally, it is common for CAD datasets to contain these types of challenges and variations in the data. BerryDunn also has significant experience in accounting for these variances and in cleaning the CAD database so the data can be used for the required calculations. BerryDunn exercised this experience and applied a proven methodology to prepare the data for final analysis.

III. Calls for Service Analysis

In this section, BerryDunn examines the data related to the response to CFS by the WPD, both community- and officer-initiated, and provides a detailed analysis of this information. CFS response represents the core function of policing, and responding to community complaints and concerns is one of the key measures of effective policing in every community. Leaders can also use data related to CFS to measure the confidence and reliance the public has on their police department. In many places around the globe, the public is reluctant to call the police when they have a problem, whether big or small. However, in America, despite the current challenges facing the profession of law enforcement, those in need of help will call the police (generally), regardless of how serious or simple the incident might be; this is a fact that distinguishes American policing from many other countries. Figure 2.2 includes a graphical depiction of community- and officer-initiated activity within the City for 2022, separated by category.

Figure 2.2: Community- vs. Officer-Initiated CFS
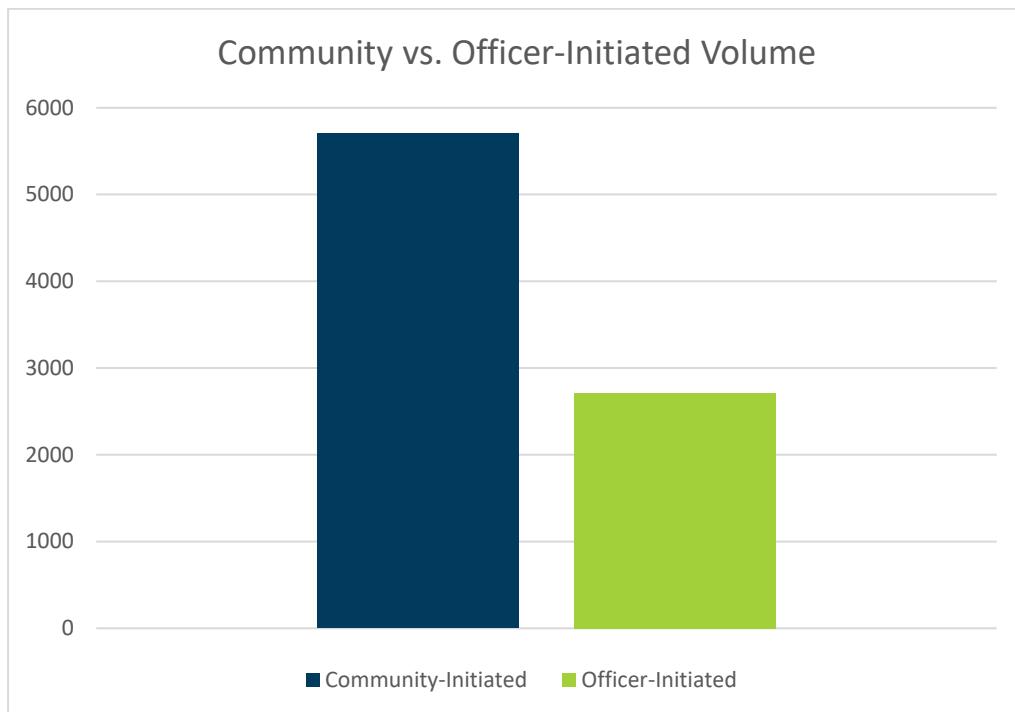
Source: Agency Provided Data

The data in Figure 2.2 reflects activity only for patrol (including sergeants), and it excludes activity from all other WPD units. The total volume of activity shown in Figure 2.2 is 8,411 incidents. Based on the data in Figure 2.2, 67.78% of patrol officer volume relates to community-initiated activity. Based on data from prior studies, the percentage of community-initiated activity can vary greatly. In seven recent studies, the range of community-initiated volume was from 40.77% to 89.45%. Based on the data from Figure 2.2, the WPD is in the average range of this. There can be various explanations as to why the ratio of community- to officer-initiated activity varies so significantly. For the WPD, however, this ratio does not appear to be related to workload volumes.

In Table 2.5, BerryDunn examines the percentage of distribution of CFS between crime, service, and traffic-related volume. The percentages include the percentage of total CFS, and the percentage of time spent in each CFS category. Additionally, Table 2.5 provides data on the average cumulative time associated with each CFS in each category.

Table 2.5: Time per Call for Service – Comparisons

Washougal PD			
Category	% of Total Calls	% of Call Time	Minutes/CFS
Crime	34.93%	42.70%	51.76
Service	58.69%	51.74%	31.87
Traffic	6.38%	5.56%	30.94

*Prior Study Averages			
Category	% of Total Calls	% of Total Call Time	Minutes per CFS
Crime	38.74%	45.62%	61.14
Service	48.66%	42.34%	45.17
Traffic	12.60%	12.04%	49.61

*Table includes data from prior studies conducted by the IACP.
Source: Agency Provided CAD Data

In reviewing Table 2.5, WPD's data is very consistent with prior studies, across all categories. Additionally, the time per CFS is consistent with the self-reported data collected by the WPD during the point in time workload data collection.

In Table 2.6, an analysis is provided regarding the total number of CFS handled on average by WPD officers based on CFS and staffing totals. In looking at the totals for the benchmark cities, the data suggests that each patrol officer handles an average of 547 CFS per year. When looking at the numbers for the WPD, the average number of CFS per year, per officer is 356. It is important to understand that for Washougal, the overnight CFS volume is low. So, even though the average CFS per officer per year is low, these numbers vary greatly between the different shifts in Washougal.

Table 2.6: Call for Service – Comparison Data

Benchmark City	Population	Total Calls for Service	*First Responders	CFS Per First Responder
Overland Park Study				
Average Totals (29 Cities)	172,795	76,406	140	547
**Prior Study Cities				
Prior Studies - Under 100 Officers	24,674	14,845	25	684
Prior Studies - 100+ Officers	221,162	78,126	154	507
Washougal	**16,970**	**5,701**	**16**	**356**

Note: Includes all officers below rank of first-line supervisor, assigned to the following duties:
Community Oriented Policing, Emergency Response, K-9, Patrol, SRO, or Traffic
*Includes patrol officer allocations, not actual numbers of officers working.
**Table includes data from prior studies conducted by the IACP.
Source: Agency Provided Data

Table 2.7 provides the top five types of community-initiated activities handled by the WPD patrol staff, based on time spent and separated by incident type. The data in Table 2.7 uses the same data as Table 2.5, although service CFS and motor vehicle crashes are reflected separately in Table 2.7.

Table 2.7: Most Frequent Agency Activity by Time Spent and Category

Community Initiated	Hours on CFS	Pct. of Total
Crime		
Disturbance – Minor	248	16.04%
Assault - Just Occurred	143	9.24%
Disturbance – Physical	85	5.53%
Theft – Cold	68	4.42%
Restraining Order - In Progress	66	4.29%
Crime - Total Annual Hours	**1,543**	**39.53%**
Service		
Contact - Welfare Check	201	12.07%
Contact – Assist	139	8.35%
Suspicious – Circumstances	133	8.01%
Unwanted	125	7.53%
Suspicious – Person	110	6.58%
Service - Total Annual Hours	**1,666**	**42.54%**
Traffic (Motor Vehicles Crashes Only)		
Traffic Accident – Unknown	74	36.09%
Traffic Accident – Non-Injury	47	22.85%
Traffic Accident - Hit And Run Just Occurred	43	20.87%
Traffic Accident – Injury	23	11.04%
Traffic Accident - Hit And Run Cold	19	9.14%
Traffic Subtotal - Total Annual Hours (M/V Crashes Only)	**204**	**100%**
Traffic (No Motor Vehicle Crashes)		
Traffic – Hazard	64	31.72%
Traffic - Drunk Driver	52	25.64%
Traffic – Other	45	22.55%

Community Initiated	Hours on CFS	Pct. of Total
Traffic – Reckless	27	13.39%
Traffic - Drunk Driver Followed	11	5.51%
Traffic Subtotal - Total Annual Hours (No M/V Crashes)	**202**	**99%**
Traffic - Total Annual Hours	**406**	**100%**
Community Initiated Total Hours	3,615	**100%**

*Excludes Back-up Time
Source: Agency Provided Data

Table 2.8 provides the 25 most frequent activities based on volume of incidents. As the data in 2.8 shows, service-related volume dominates the WPD's workload, with nine of the most frequent top ten CFS types being service related.

Table 2.8: Most Frequent Activity by Volume

*Description	Event Type	2022 Event Count	Percent
Contact - Welfare Check	Service	364	6.38%
Contact – Assist	Service	315	5.53%
Suspicious – Circumstances	Service	291	5.10%
Suspicious – Person	Service	270	4.74%
Disturbance – Minor	Crime	250	4.39%
Alarm – Audible	Service	219	3.84%
Message	Service	206	3.61%
Contact – Other	Service	191	3.35%
Unwanted	Service	175	3.07%
Suspicious – Auto	Service	147	2.58%
Traffic – Hazard	Traffic	122	2.14%
Animal Problem - Control Problem	Service	119	2.09%
Theft – Cold	Crime	117	2.05%
Civil – Problem	Service	109	1.91%
Vehicle – Abandoned	Service	108	1.89%
Traffic – Other	Traffic	103	1.81%
Mental Subject	Service	99	1.74%
Traffic – Reckless	Traffic	83	1.46%
Juvenile - In Progress	Crime	75	1.32%
Fraud – Cold	Crime	70	1.23%
Threats	Crime	69	1.21%
Traffic - Drunk Driver	Traffic	67	1.18%
Assault - Just Occurred	Crime	66	1.16%
Suicidal Subject - Threats (564) 888-2260	Service	65	1.14%
Neighbor Problem	Service	64	1.12%
Disturbance – Physical	Crime	59	1.03%
Harassment – Cold	Crime	59	1.03%
Grand Total		**5701**	**100.00%**

*Top events by frequency with a minimum of 1% of the overall volume.
Source: Agency Provided Data

To analyze the cyclical patterns of obligated work volumes, BerryDunn also split CFS data by month, and Figure 2.3 reflects this data. As expected, CFS activity is generally higher through the summer months, when more people are out enjoying the resources of the City. The cyclical pattern of CFS during the time of year is an important consideration, similar to examining CFS patterns by day of the week and hour of the day. When CFS volumes and patterns vary significantly, it can be helpful to modify personnel deployments to account for those variations. Although Figure 2.3 shows a shift in CFS volumes across the months, with December being the low point and August reflecting the high point, these variations average about eight CFS per day and are not substantive enough to warrant varied scheduling to accommodate them.

Figure 2.3: Call Volume by Month and Type
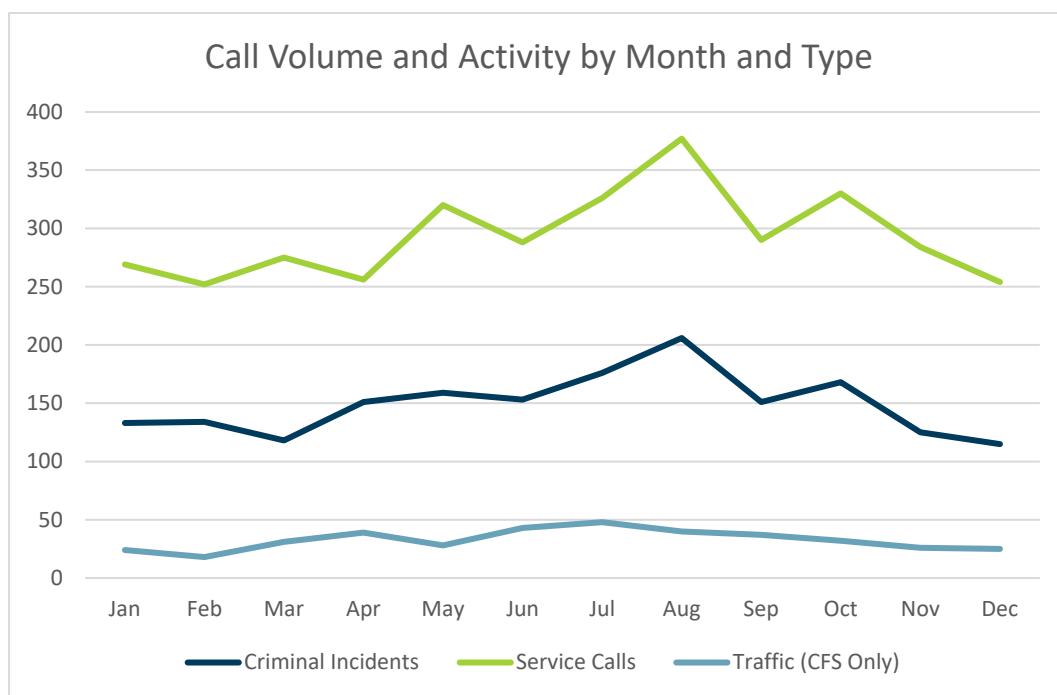
Source: Agency Provided Data

Figure 2.4 shows community-initiated call volume by day of the week. As shown Monday, Wednesday, and Friday consistently see the highest volume of CFS. The variation is not significant enough to warrant a re-allocation of resources.

Figure 2.4: Call Volume by Day

Community Initiated Calls
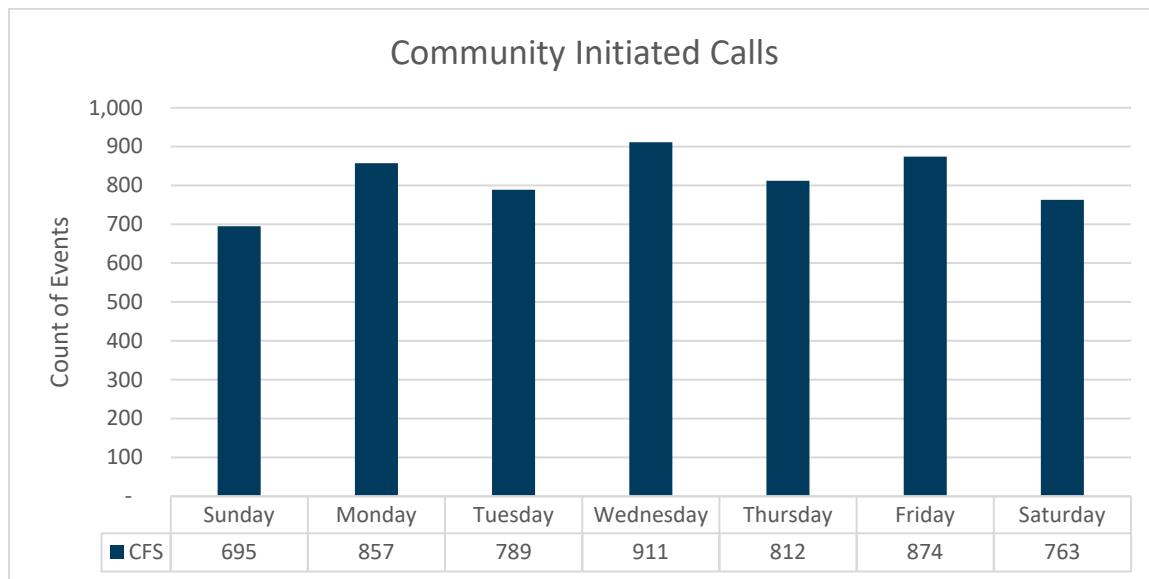
Day	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	**Total**
Percent	12%	15%	14%	16%	14%	15%	13%	100%

Source: Agency Provided Data

In addition to looking at the distribution of CFS, BerryDunn also examined response times to CFS by the WPD. Table 2.9 provides the breakdown of CFS by priority, as assigned by the CAD system and dispatchers. There are six priority codes (1 – 6) with one as the highest priority and six as the lowest. Although there are six priority codes reflected in Table 2.9, nearly all of the CFS for the WPD fall into categories 2 – 4.

Table 2.9: Response Times by Dispatch Priority

Call Priority	Community-Initiated CFS	Hours	Average of response time minutes
1	6	0:29:16	4.88
2	317	48:55:19	9.26
3	1890	346:43:23	11.01
4	761	208:09:14	16.41
5	143	27:34:20	11.57
6	1	0:08:55	8.92
Grand Total	**3,118**	**632:00:27**	**12.16**

Source: Agency Provided CAD Data

In Table 2.10, BerryDunn has provided average response times from prior studies of agencies with less than 100 officer and agencies with more than 100 officers. WPD's Priority 1 response times are in line with national standards and the comparisons provided. The WPD's Priority 2 response times are consistent with overall response averages from the comparisons, as is their total average response time. Notably, the information provided in Tables 2.9 and 2.10 reflect the time from when an officer was dispatched to an incident by emergency communications.

Table 2.10: Response Time Comparisons

Comparisons	Priority 1	Priority 2	All Priorities
Prior Studies - Under 100 Officers	0:04:34	0:05:29	0:07:59
Prior Studies - 100 + Officers	0:06:09	0:10:30	0:13:58
Washougal Police Department	0:04:53	0:09:16	0:12:10
Total Average	0:05:48	0:09:26	0:12:41

Source: Agency Provided Data

Cover Cars

Part of the data analysis BerryDunn conducted included looking at the amount of time spent on calls by the primary unit and the cumulative amount of time spent on the call by additional units. This data has been presented in Table 2.11 in two sections. The top portion of the table provides data for primary responding patrol units. The bottom portion of the table provides the data for secondary responding patrol units. It is important to note that Table 2.11 identifies the number of incidents and the number of back-up units, but it cannot identify how many backup units responded to each CFS.

Looking only at the response data in Table 2.11, there were 5,701 distinct CFS. Within the total number of CFS, there were 3,845 back-up responses. Based on these numbers, 62.06% of the data in CAD related to primary officers, and 37.94% was for back-up response. If back-up were distributed equally across the CFS, these numbers would indicate that on average, a back-up unit responds to 61.12% of all CFS. However, as mentioned previously, these numbers do not indicate how many units responded per CFS, and backup is not distributed equally across all CFS.

Table 2.11: Backup Response

Call Origin and Unit	Count of Events	% of Events
Primary Units		
Crime	1789	19.48%
Service	171	1.86%
Traffic (MV crashes only)	3350	36.47%
Traffic (No MV Crashes)	391	4.26%
Sub-Total	**5,701**	**62.06%**
Back-Up		
Crime	1420	15.46%
Service	154	1.68%
Traffic (MV crashes only)	1716	18.68%
Traffic (No MV Crashes)	195	2.12%
Sub-Total	**3,485**	**37.94%**
Totals	**9,186**	**100.00%**

Source: Agency Provided Data

BerryDunn also examined the percentage of backup units by the WPD against prior studies. This data is represented in Table 2.12. The range of the percentage of primary response to CFS from the comparison studies is from 46% to 72%, and the range of backup response is from 28% to 54%. The average from these studies is 56% primary response to 44% backup. At 62.06%, the WPD is on the higher end of the range for primary response, which places them on the lower range for back-up, at 37.94%.

Table 2.12: Backup Response - Comparisons

Prior Studies	Community-Initiated Primary Response	Community-Initiated Back-Up
Averages	56%	44%
Range	72% to 46%	28% to 54%

Washougal	62.06%	37.94%

*Table includes data from prior studies conducted by the IACP.
Source: Agency Provided Data

In some agencies, the number of backup units on CFS suggests some over-response by patrol units. This is not a noted pattern for the WPD. The higher percentage of primary CFS events suggests a reasonable ratio of primary versus backup units responding to CFS.

IV. Patrol Staffing Calculations

As noted previously, BerryDunn patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons, including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. To assist in these calculations, BerryDunn obtained detailed patrol leave data from the WPD.

Patrol Availability

Table 2.13 demonstrates the amount of time patrol officers have available for shift work. This table starts with the assumption that officers work a 40-hour work week. This computation is 52 weeks x 40 hours = 2,080 hours per year. To have a more accurate picture of how many hours per year the average officer is available to work, various leave categories must first be deducted from this total. Table 2.13 shows that after subtracting leave categories from the total, the average patrol officer is actually available to work 1,614 hours per year (rounded down), not 2,080 hours as is often thought (understanding that this represents the cumulative average— and individual officer availability can vary greatly).

The data in Table 2.13 also reflects average leave times by category from several prior studies. The overall totals for the WPD are roughly 47 hours higher than the comparisons leaving WPD with 47 hours less of availability.

Understanding the actual amount of work time available for officers is central to building a work schedule and for ensuring that adequate shift coverage is attained in relation to CFS needs. It is also a critical component in calculating staffing demands based on an examination of workload against worker capacity. In addition to understanding how much time officers have available to them for scheduling purposes, it is also important to understand when they are not available, because peaks and valleys in the use of leave time can complicate the process of maintaining coverage within the work schedule.

Table 2.13: Patrol Availability

Annual Paid Hours	2080	*Study Averages
Leave Category		
Floating Holiday/Vacation	131	147
Sick Leave	81	54
COMP Time Used	23	43
*Holiday Time Off	4	89
FMLA Leave	3	
Military Leave	21	14
Leave Without Pay*	20	18
Injury Leave**	23	
Bereavement Leave	3	
Training	157	67
Sub-Total (minus)	466	
Average Annual Availability (Hours)	1,614	1,661

Source: Agency Provided Data

In Figure 2.5 below, the patterns of annual leave for patrol officers are broken down by month.

Figure 2.5: Annual Leave Hours By Month– Patrol
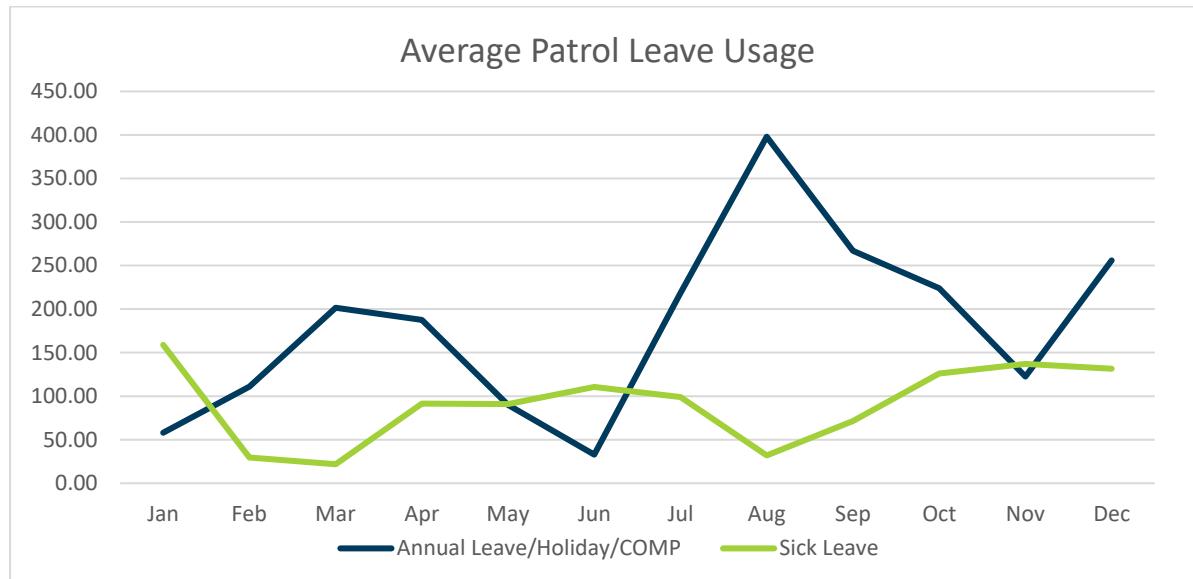
Source: Agency Provided Data

This figure shows that the months of July through October, and the month of December, have higher annual leave time totals than the other months. Moreover, the totals are significantly higher for these months in comparison to January and June. Due to these variations, the work schedule should have the flexibility to be adjusted to these patterns so that staffing resources are used efficiently.

As part of this evaluation, BerryDunn asked the WPD to provide data on average annual training hours for patrol and investigations. A list of the annual required in-service training is provided in Table 2.14. This table also shows the average total training hours for patrol and investigations. The average total for patrol is 157.2, and this number has been used as part of Table 2.13.

Table 2.14: Required Training Hours

Required In-Service Training	Hours	Frequency
Use of Force	5.5	4x Annually
Firearms	5.5	3-4x Annually
Emergency Driving	2	Every 2 years
First Aid	4	Every 2 years
Mental Health/Crisis Intervention	2	Annually
Patrol Tactics	40	Every 3 years
Slow speed driving	1	Annually
Arrest Powers	1	Annually
Domestic Violence	2	Annually
Ethnic and Cultural Diversity	2	Annually
Fire Extinguishers	1	Annually
Hearing Conservation	1	Annually
Respirator Training	1	Annually
BAC	8	Every 3 years
ACCESS	2	Every 3 years
Officer Wellness	2	3-4x Annually
Building Searches	4	Every 2 years
Vehicle Stops	4	Every 2 years
TCCC	4	Every 2 years
Hazmat	2	Annually
Avg. Patrol Training Hours	**157.2**	**Annual**
Avg. Investigations Training Hours	**220**	**Annual**

Source: Agency Provided Data

Shift Relief Factor

Another mechanism for understanding the number of officers required to staff a schedule is through determining the *shift relief factor.* The shift relief factor is the number of officers required to staff one shift position every day of the year. To calculate the shift relief factor, the average availability for each officer, as displayed in Table 2.13, is used. For the WPD, one position requires 4,015 hours per year to staff (11 hours x 365 days = 4,015 hours). Therefore, the shift relief factor is calculated to be 2.49 (4,015/1,614 = 2.49). To determine the shift relief factor for a 24-hour period, this number is multiplied by the number of expected shifts.

Table 2.15: Patrol Watch Shift Hours

Shift	Begin	End	# of Hours	Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	Corporal or Sergeant Y or N	Other Supervisor Y or N
Dayshift	600	1700	11	2	2	Y	N
Late Day Shift	800	1900	11	1	0	N	N
Mid Shift	1100	2200	11	1	0	N	N
Breaker	1600	300	11	1	0	Y	N
Graveyard	1900	600	11	2	2	N	N

Source: Agency Provided Data

Table 2.15 above shows the start and finish times for the various patrol shifts in use by the WPD. This table also shows the minimum staffing levels and personnel allocations for each shift and includes data on supervisor staffing. WPD patrol staffing is separated into four squads, A Squad Days and A Squad Nights, B Squad Days and B Squad Nights. In general, patrol squads work four days on, four days off, 11-hour shifts. One day each month, individual squads participate in a five-and-a-half-hour training day. This training day immediately precedes the start of their work week. Table 2.15 shows that at minimum staffing there is a gap in police coverage between 5 and 7 p.m. The WPD's schedule does not allow for this lapse in coverage and these gaps are covered by overtime, shift extensions, or shift manipulation.

BerryDunn also asked the WPD to manually calculate the actual work shifts for each month for 2021 and 2022, and average of these data are reflected in Figure 2.6. This figure includes staffing of all positions in patrol, including supervisors. Based on the data in Table 2.15, desired/maximum daily staffing for patrol should be five shifts, and the desired/maximum daily staffing for supervisors is two shifts. Although the total number of daily patrol shifts filled fluctuates from month to month, the total average across the year was approximately 3.5 per day. Similarly, the desired supervisor shifts are set at two, but averages across the calendar year fall below that mark. The data in Figure 2.6 are important because they help to illustrate actual staffing, as opposed to officer allocations. Based on these data, the WPD has not

operated at optimal staffing levels. Instead, the WPD is often operating at or below desired staffing levels.

Figure 2.6: Actual vs. Desired Shifts
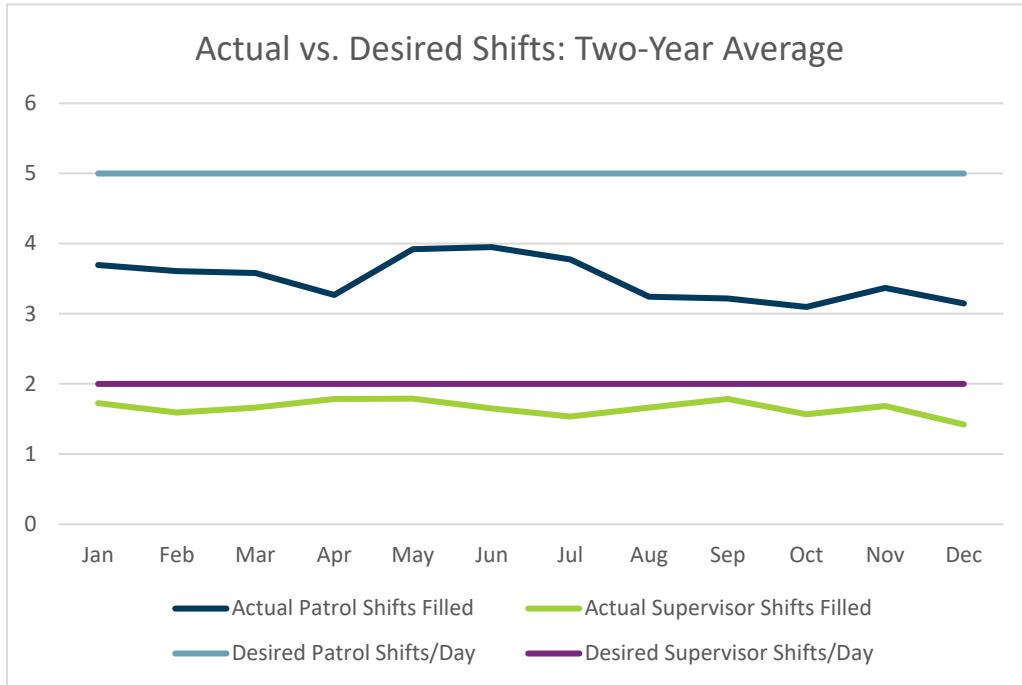
Source: Agency Provided Data

In Table 2.16, BerryDunn reflects the number of personnel needed to staff the current stated daily shift minimums (four shifts, highlighted in light green). However, as BerryDunn will demonstrate later in this section, the optimal daily shift requirement for the WPD should be six shifts, and based on the shift relief factor, this would require 15 officers.

Table 2.16: Shift Relief Factor Calculations

Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Shifts	Officers Required to Staff Minimums
11	4015	2.49	4	10
10	3650	2.26	4	9

EXAMPLES

10.5	3832.5	2.37	4	9
12	4380	2.71	4	11

Proposed

11	4015	2.49	6	15

Source: Calculations from Agency Provided Data

Although the stated number of personnel in Table 2.16 is 15, the current allocation of personnel to patrol CFS response for the WPD is 16. Given scheduling demands, and staffing complications associated with a smaller deployment of personnel, BerryDunn supports the current number of 16 officers assigned to patrol.

Workload Model and Analysis

As mentioned previously in this report, BerryDunn relies heavily on understanding the patrol workload as a means to understand staffing needs. Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements, and BerryDunn uses a specific model for doing this. The primary standards employed for the WPD assessment include:

- Operational labor
- Administrative labor
- Uncommitted time

In the workload model used by BerryDunn, 30% is allocated to each of the labor areas, with a 10% buffer available to allow for daily variances.

Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer CFS generated by the public and to address on-view situations discovered and encountered by officers. It is the total of criminal, non-criminal, traffic, and back-up activity initiated by a call from the public or an incident an officer comes upon (obligated workload). When expressed as a percentage of the total labor in an officer's workday, operational labor of first response patrol officers should not continuously exceed 30%. As previously indicated, to quantify the amount of

workload volume, the BerryDunn team conducted a thorough examination of CAD data provided by the WPD. Table 2.17 reflects the aggregate data for patrol in the CAD dataset provided to BerryDunn (this is a more detailed version of Table 2.2).

As noted previously, BerryDunn took the original CAD dataset and separated the data into categories for different work assignments (e.g., patrol, supplemental patrol, and investigations). The data was also separated to reflect community- and officer-initiated activity. After making these adjustments, the obligated workload for patrol was determined to be 3,615 hours. Through this analysis BerryDunn determined that staffing across the 24-hour period, should be sufficient to meet obligated workload totals. This statement presumes an efficient deployment of personnel, and a patrol schedule that maximizes personnel distribution across each shift, and in accordance with peak CFS volumes.

Table 2.17: Obligated Workload

Patrol Workload Calculation	Count of Incidents	Time per Incident	Hours
Primary CFS (Patrol Only)			
Crime	1789	31.78	947.59
Service	171	37.55	107.01
Traffic (MV crashes only)	3350	22.26	1,242.74
Traffic (No MV Crashes)	391	21.75	141.73
Primary CFS Totals	**5,701**	**25.67**	**2,439.06**
Back-Up (Patrol Only)			
Crime	1420	25.17	595.72
Service	154	37.93	97.36
Traffic (MV crashes only)	1716	14.79	422.98
Traffic (No MV Crashes)	195	18.44	59.92
Back-Up Totals	**3,485**	**20.25**	**1,175.98**
Patrol Workload Total	**9,186**	**23.61**	**3,615.05**

Source: Calculations from Agency Provided Data

Table T-26 outlines the daily workload volume for the WPD. From a purely numeric perspective, this data suggests that three daily shifts can manage the workload volume. Although Table 2.18 suggests that the workload volume can be managed using three daily shifts, this presumes an equal distribution of CFS throughout the day. Additionally, this does not account for backup or double coverage across each shift on a 24/7 basis.

Table 2.18: Daily Shift Needs

Daily Shift Needs					
Year	Primary Min/Day	Back-Up Min/Day	Total Min/Day	Officer Available Min/Day	Daily Officers Required
2022	401	193	594	198	3

Source: Calculations from Agency Provided CAD Data

Figure 2.7 reflects that the hourly CFS distribution for the WPD is not equal. The distribution of CFS for the WPD is consistent with every other study BerryDunn has conducted. The low point of volume occurs at around 3 a.m., and the peak volume occurs around 4 p.m. As BerryDunn will show later in this section, the peak volume, and the need to provide double coverage across all hours, requires staffing that exceeds strict numeric calculations.

Figure 2.7: CFS by Hour of the Day
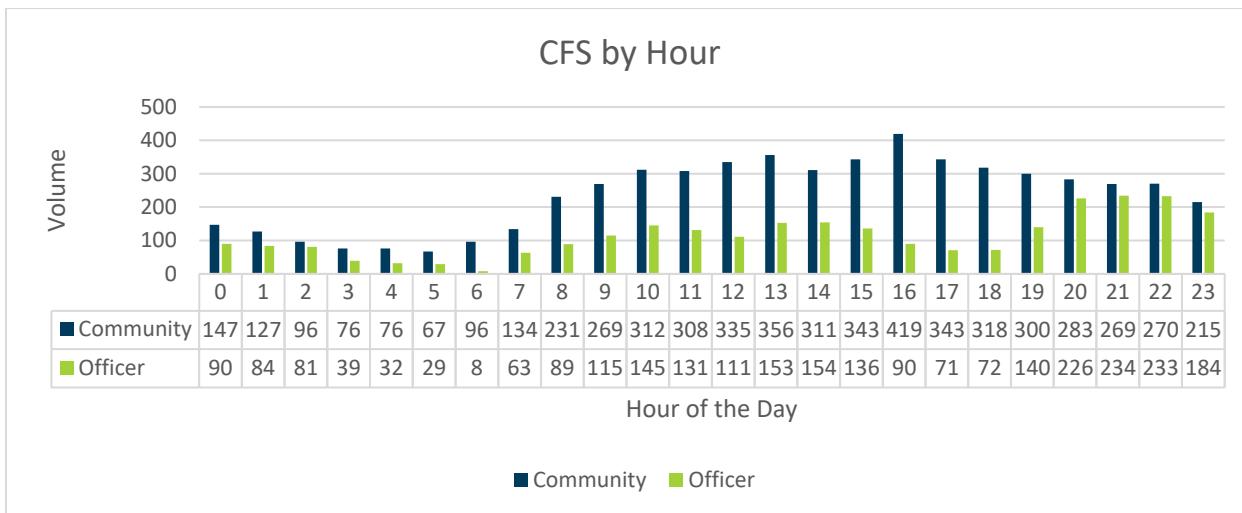
Source: Agency Provided CAD Data

In Table 2.19, the data from Figure 2.7 is displayed, based on the percentage of overall CFS volume by hour of the day. The CFS data in Table 21 has been separated into three segments (and color-coded), which cover the hours of 0600 – 1700, 1000 – 2100, and from 1900 – 0600. These timeframes were used because they most closely resemble the shift hours used by police departments and the WPD.

Table 2.19: CFS by Hour – Shift Configuration

Hour	Citizen CFS Total	Percent		Officer Activity	Percent			
0600	96	1.68%		8	0.30%		0700-1500	39.57%
0700	134	2.35%		63	2.32%		1500-2300	44.64%
0800	231	4.05%		89	3.28%		2300-0700	14.10%
0900	269	4.72%		115	4.24%			
1000	312	5.47%		145	5.35%			
1100	308	5.40%	54.62%	131	4.83%	44.10%		
1200	335	5.88%		111	4.10%			
1300	356	6.24%		153	5.65%			
1400	311	5.46%		154	5.68%			
1500	343	6.02%		136	5.02%			
1600	419	7.35%		90	3.32%			
1700	343	6.02%		71	2.62%			
1800	318	5.58%		72	2.66%			
1900	300	5.26%	63.64%	140	5.17%	62.47%		
2000	283	4.96%		226	8.34%			
2100	269	4.72%		234	8.63%			
2200	270	4.74%		233	8.60%			
2300	215	3.77%		184	6.79%			
0000	147	2.58%		90	3.32%			
0100	127	2.23%	33.78%	84	3.10%	50.63%		
0200	96	1.68%		81	2.99%			
0300	76	1.33%		39	1.44%			
0400	76	1.33%		32	1.18%			
0500	67	1.18%		29	1.07%			
Total	5701	98.32%		2710	100.00%			

Source: Agency Provided CAD Data

The data in Table 2.19 is very important, because it provides a clear picture of CFS distribution based on different sections of the day, which also track with shift and personnel allocations. As shown in this table, the bulk of community-initiated CFS, more than 63%, occurs between 10

a.m. and 9 p.m. (1000 – 2100). In addition, the data in Table 2.19 shows 54.62% of CFS volume occurring between 8 a.m. and 5 p.m. (0800-1700), and only 14.10% of the CFS activity occurring between 11 p.m. and 7 a.m. (2300-0700). Again, this is a very typical distribution of CFS activity.

One of the reasons for analyzing CFS volumes by month, day of the week, or hour of the day is to look for patterns that the department can use to analyze personnel allocations and staffing, in hopes of more efficiently deploying personnel during the times when the most activity is occurring. Although BerryDunn favors this type of analysis and acknowledges it is a significant aspect of work schedule design, the volume of activity is not the sole factor to be considered in terms of scheduling personnel. Based strictly on the percentage of CFS reflected in Table 2.19, one might consider scheduling only 19% of the patrol staff from 11 p.m. to 7 a.m. However, CFS that occur at night often involve some of the most dangerous activities that the police must deal with, and most of these incidents require multiple personnel. In addition, this type of personnel allocation would not sufficiently support the City's public safety needs.

In Table 2.20, BerryDunn provides the average number of CFS WPD officers should be managing daily. Because the WPD's time per CFS is lower than other studies, this increases the number of CFS they can reasonably manage.

Table 2.20: CFS Capacity by Shift Length

Shift Length	Total Minutes	Total CFS Time	WPD Number of CFS/Shift	Prior Studies Number of CFS/Shift
11	660	198	5.20	3.81
10.5	630	189	4.97	3.64
10	600	180	4.73	3.47
8	480	144	3.78	2.77
WPD Total Minutes per CFS				38.05
Prior Studies Minutes per CFS				51.91

Source: Calculations from Agency Provided CAD Data

In the top portion of Table 2.21, BerryDunn outlines staffing needs for the WPD based on a 12-hour shift structure (even though the WPD works an 11-hour shift). Again, this data seems to suggest that three officers per day would be sufficient to manage workload demands.

Table 2.21: Officers Required by Shift

Current Daily Events	0600-1800	1800-0600	Total	Shift Relief Factor	Total Officers
Total Annual Hours	2108.63	1506.41			
Minutes/Day	346.62	247.63			
Officers	1.75	1.25			
Officers Required	**2**	**1**	**3**	**2.49**	**7.47**

Current Daily Events	0600-1000	1000-2200	2200-0600	Total	Shift Relief Factor	Total Officers
Total Annual Hours	475.58	2360.66	778.81			
Minutes/Day	78.18	388.05	128.02			
Officers	0.39	1.96	0.65			
Officers Required	**1**	**2**	**1**	**4**	**2.49**	**9.96**
***Recommended**	**2**	**2**	**2**	**6**	**2.49**	**14.94**

*Shifts could be configured to provide a minimum of 3 officers on duty between 1000 – 2200
Source: calculations from data provided

In the bottom section of Table 2.21, BerryDunn has split the data from Table 2.20 into smaller segments that respond to peak CFS volumes. Based on this layout, the number of personnel required changes. The section highlighted in light blue reflects a requirement for four daily shifts, requiring 10 officers. However, that configuration would leave a single officer working during much of the day and overnight, neither of which are appropriate, given the workloads and service demands within the City. When additional personnel are added to the totals to provide dual officer coverage 24/7, the new total is six shifts per day, requiring a total of 15 officers (rounded). As noted previously, the WPD has 16 officers (including sergeants) allocated to CFS response. It is BerryDunn's position that this is the appropriate number of personnel and that no additional staffing is needed to support patrol operations.

Administrative Labor

Precise information is typically not available in CAD for many administrative activities due to variances in the way agencies and officers record these activities. The interviews and field observations by BerryDunn suggest that administrative time for the WPD appears to be at the norm. Industrywide, administrative time generally accounts for approximately 25% – 30% of an officer's average day, which appears to be the case at the WPD. This percentage can seem high to those not acquainted with the patrol function. However, a review of typical patrol activities supports this average.

- Report-writing and case follow-up (variable)

- Patrol briefings (15 minutes)

- Administrative preparation/report checkout (30 minutes)

- Meal and personal care breaks (30 minutes)

- Court attendance (day shift)

- On-duty training, not otherwise captured (variable)

- Vehicle maintenance and fueling (15 minutes)

- Meetings with supervisors (variable)

- Special administrative assignments (variable)

- Personnel/payroll activities (health fairs, paperwork review, and paperwork)

- Field Training Officer (FTO) time for both trainee and trainer (variable)

- Equipment maintenance (computer, weapons, radio) (variable)

To attempt to illustrate allocations of administrative time that are unaccounted for in CAD, BerryDunn asked the patrol officers to complete a worksheet and survey during two of their patrol shifts. Officers were asked to record time spent on certain activities and to report this back via an online survey. Figure 2.8 below provides the breakdown of the information received from the shift responses.

Figure 2.8: Self-Reported Supplemental Workload
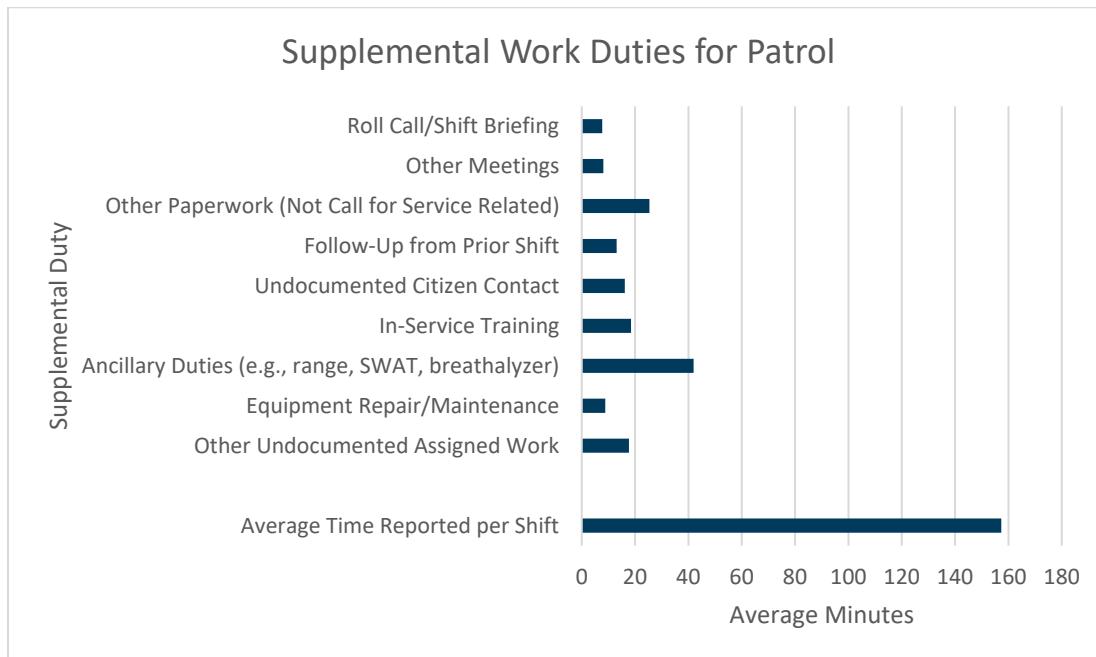
The average time reported for supplemental work by each officer for each shift was approximately 157 minutes. This does not include reports associated with CFS. It is also noteworthy that this survey spanned two of the officers' normal shifts (BerryDunn did not identify which shifts to use). While representative of the supplemental workload, it is possible that a longer period of analysis might provide varied results. Regardless, the numbers below help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered.

Uncommitted Time

The cumulative operational and administrative labor that officers must engage in should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem-solving efforts. A proportion of the workday must be uncommitted to any other type of labor. Uncommitted time allows officers to do the following:

- To have and initiate public-service contacts
- To participate in elective activities selected by the agency, such as community policing and problem-solving
- To make pedestrian and business contacts
- To conduct field interviews
- To engage proactive traffic stops and proactive patrol efforts

Uncommitted time is the time left over after officers complete the work associated with both obligated/committed time and administrative time.

Patrol Staffing Summary

Based on the data provided and the overall analysis, it is BerryDunn's assessment that staffing within the Patrol Division is adequate to manage obligated workload volumes and to accommodate the appropriate geographic distribution of personnel. This would leave the allocation of personnel for patrol at 12 officers, plus four sergeants. As mentioned previously, this number will be sufficient to maintain appropriate staffing of the patrol division. BerryDunn also recommends adjusting the patrol schedule to allow for 24/7 supervisory coverage.

Importantly, BerryDunn's recommendation of maintaining staffing at 16 officers reflects the optimal number of officers required to operate and to respond to CFS effectively and efficiently. This number is considered the *operational minimum*, and it is the baseline for staffing, not the maximum. Equally as important is understanding that the department occasionally has personnel who are non-operational, meaning that due to the Family Medical Leave Act (FMLA), military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to ensure staffing at the *operational minimum* level. Currently the Patrol Division has one vacancy. Notably, the SRO (currently vacant) is not a primary CFS taker nor is the K-9 officer who is currently assigned to investigations.

To maintain minimum operational staffing levels, some agencies discuss using *over-hires* in order to cover the lag time associated with hiring and training personnel. Rather than discussing over-hires, BerryDunn suggests that agencies should establish a *minimum operational level*, which help ensure maximum operational efficiency, and then setting a new *authorized staffing level*, which offsets agency attrition levels and the vacancies that occur because of non-operational personnel.

V. Patrol Work Schedule

Many law enforcement agencies struggle with designing work schedules that efficiently and optimally deploy available patrol resources. As an element of this project, BerryDunn evaluated the layout, structure, effectiveness, and efficiency of the patrol schedule for the WPD against best practices standards and against available workload data. Based on the scope of our work, our evaluation was expected to produce one of three possible findings:

- The patrol schedule is generally meeting operational objectives
- Making adjustments to certain schedule components within the current structure could contribute to greater effectiveness and efficiency
- Several areas of patrol schedule effectiveness or efficiency are not being met, and it is likely that a full redesign of the schedule will be necessary to optimize effectiveness

As part of this project, BerryDunn asked the WPD to complete a self-assessment of its patrol work schedule against a set of prescribed standards. The instructions for completing the self-assessment tool are provided below.

Instructions and Instrument Scoring

25 – 22:   If the patrol schedule scored in this range, it is likely relatively efficient and generally meeting operational objectives. However, if there are any components within Section 1 that were scored as a 1 or 0, adjustments may be required.

21 – 18:   If the patrol schedule scored in this range, it is likely that adjusting the components of the schedule would improve its effectiveness and efficiency. Priority consideration should be given to any component in Section 1 that was scored as a 1 or 0.

17 or below: If the patrol schedule scored in this range, there are several areas of effectiveness or efficiency that are not being met by the current design. It is likely that a full schedule redesign will be necessary to optimize effectiveness.

Based on the self-assessment outlined in Table 2.22, the WPD scored 19 on this instrument. This suggests that some modifications to the schedule might be appropriate. It is noteworthy that all the reduced point values occurred in Section 1 of the evaluation tool. These areas relate to operational efficiency and flexibility.

Table 2.22: Patrol Schedule Analysis

Schedule Components	Rating
SECTION 1	
Maximized shift coverage during the periods of greatest need for services (assessed by hour, day, month, and/or season).	1
Providing overlaps in coverage across all shift changes.	1
Flexibility to accommodate vacations, individual training, holidays, and predictable sick leave.	2
Minimized use of overtime to manage predictable leave (e.g., vacation, training).	1
Reduction of significant peaks and valleys in daily personnel allocations that occur due to leave patterns.	2
Ensuring appropriate staffing levels in all patrol beats/zones.	2
Availability of supplemental staff to manage multiple and priority CFS in patrol beats/zones.	1
An allocation or allowance of time for in-service training and internal meetings.	1
Integration of first-line supervisors into the overall schedule in a manner that includes consistent supervision of personnel groups or teams.	1
Sub-Total Section 1 (maximum of 18)	**12**
SECTION 2	
Using a single shift duration.	1
Substantial consistency and continuity of shift rotations.	1
Limiting scheduled work hours to no more than 2,080, inclusive of leave time or holiday time (unless budgets or labor practices provide otherwise).	1
Reducing available scheduled work time for each patrol officer, based on holiday hours allocated as leave time (reducing work time from 2,080 hours).	1
Conformity with labor contracts, or Fair Labor Standards Act (FLSA) allowances for public safety employees, which prescribe the maximum hours allowed within a work cycle or year.	1
A plan for easy and consistent inclusion of additional work shifts as the workforce grows on a temporary or a permanent basis (e.g., school resource officers who are available during summer months).	1
A mechanism for adjusting patrol personnel deployments, without significant service disruption, following a temporary or permanent reduction in force.	1
Sub-Total Section 2 (maximum of 7)	**7**

Schedule Components	Rating
OVERALL TOTAL SCORE (maximum score – 25)	**19**

As indicated in Table 2.15, the WPD has a single supervisor position allocated to each overnight team; however, due to the assigned hours, WPD has no supervisor coverage 3 – 6 a.m. This means that every day the overnight shift is unsupervised for at least three hours. Given the commitment of the WPD to staff supervisor positions during all other operational times, BerryDunn recommends that the WPD consider adjusting supervisors' hours to provide consistent supervision for the entirety of the shift.

BerryDunn assesses that although the patrol schedule is generally meeting operational objectives some modifications to the work schedule could improve overall efficiency and effectiveness. This determination was made early in the project, and the WPD has engaged BerryDunn to perform additional analysis on patrol schedule. That work is being conducted independent of this report. However, the section below provides an overview of the current condition.

The path to developing an efficient work schedule that optimizes the effective deployment of patrol personnel requires thoughtful consideration of several overarching goals:

- Reducing or eliminating predictable overtime

- Eliminating peaks and valleys in staffing due to scheduled leave

- Providing sufficient staff to manage multiple and priority calls

- Satisfying both operational and staff needs, including helping to ensure a proper work/life balance and equitable workloads for patrol staff

- Ensuring appropriate supervision on all shifts

Designing a schedule that accomplishes these goals requires an intentional approach that is customized to each agency's characteristics (e.g., staffing levels, geographic factors, crime rates, zone/beat design, contract/labor rules), and there are several key components that bear consideration in that process. Again, BerryDunn is currently working with the WPD to evaluation possible schedule options.

The sergeants, and officers assigned to patrol, work 11-hour shifts and follow a four day on - four day off, rotation with one five and a half hour training day each month. Table 2.23 depicts the number of officers working in patrol, based on the hour of the day. Table 2.23 assumes full staffing across the shift.

Table 2.23: Patrol Allocations by Hour

Hour	Day Shift	Day Shift 2	Middle Shift	Breaker	Total
0600	2				2
0700	2				2
0800	2	1			3
0900	2	1			3
1000	2	1			3
1100	2	1	1		4
1200	2	1	1		4
1300	2	1	1		4
1400	2	1	1		4
1500	2	1	1		4
1600	2	1	1	2	6
1700		1	1	2	4

Hour	Day Shift 2	Middle Shift	Breaker	Night Shift	Total
1800	1	1	2		4
1900		1	2	2	5
2000		1	2	2	5
2100		1	2	2	5
2200			2	2	4
2300			2	2	4
0000			2	2	4
0100			2	2	4
0200			2	2	4
0300				2	2
0400				2	2
0500				2	2

Source: Agency Provided Data

The hourly allocations in Table 2.23 provide the maximum staffing levels outlined in Table 2.15. Generally speaking, the coverage layout provided in Table 2.23 responds well to peak CFS volumes. However, the WPD has had difficulty maintaining full staffing, and there are inefficiencies in the current patrol schedule, and these factors have resulted in the WPD regularly operating at shift minimums.

Field Technology Assessment

As part of this assessment, BerryDunn asked the WPD to complete a technology survey. This instrument is designed to capture the field-reporting capacity of the law enforcement agency. The results of the WPD survey are included in Table 2.24.

Table 2.24: Technology Scorecard

Description	Main Score	Bonus	Total
Field Technology: Primary Score	90		
Bonus Score:		0	
Agency Totals:			90

Source: Agency Provided Data

The maximum score for this instrument is 100, or 115 when all possible bonus points are included. The WPD scored 90, which is higher than many other departments. However, there are opportunities to improve the use of technology within the agency, particularly in the field. Based on the survey, there are a few technology improvement areas worth mentioning:

- Patrol vehicles do not have in car video cameras. These cameras are an essential piece of equipment and can assist in documenting crimes and officer interactions with the community.

- The software installed does not have the capability to track user-defined/ customized activity of patrol personnel (e.g., community policing, report writing, evidence processing, vehicle maintenance).

- Only some vehicles have the capability to print search warrants, motor vehicle crash information exchange forms, vehicle tow/ impound forms and other agency defined custom forms.

VI. Patrol Operations

Solvability Factors

The WPD should review and revise how criminal cases are reviewed and assigned for follow-up. The case review and assignment process currently utilized by WPD is inefficient. One critical element of case review and assignment involves the use of solvability factors. Although the WPD trains officers to follow-up tangible leads on misdemeanor cases and to forward leads to detectives for felony cases, the WPD does not formally or consistently engage the use of solvability factors as an assessment tool in determining which cases should be activated for additional investigation. This means that patrol and investigations supervisors spend a great deal of time reviewing reports which are never going to actually be assigned for follow-up investigation.

The reality of modern policing is that many CFS that include crimes reported to the police do not have actionable leads or those that would make investigation likely to produce a suspect. A great deal of research has been performed on what leads or evidence make a case likely to produce results and when the absence of such leads makes follow-up likely to be unproductive. These conditions are generally called solvability factors, and a weighted algorithmic scale of these factors can provide guidance on the anticipated effectiveness or efficiency of investigative follow-up.

There are numerous variations of this assessment model, but most emanate from the foundational work done by the Rochester, NY, Police Department in the late 1970s. In that study, researchers isolated the common elements present in cases reported to the police that were successfully investigated. From that research, a series of common factors (solvability

factors) were identified.[4] By considering whether one or more of these factors is present on any given case, police departments can focus their efforts on cases that have a reasonable opportunity for a successful resolution, and they can close those that are unlikely to be solved even with reasonable investigative effort.

Forwarding a case to investigations consumes time and energy from both patrol and investigations personnel who each must review and dispose of the case. Automated solvability factors deployed within RMS utilize software to make this process more efficient. The reporting officer documents the known factors about the incident, and the RMS automatically classifies and routes the case without investigations personnel having to spend time and energy to receive, review, assess, and dispose of the case.

Solvability factors include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors comprises the baseline of a thorough preliminary investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete.

By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. BerryDunn is unclear whether the RMS in use by the WPD has the capability to collect solvability factors. Regardless of how it occurs, BerryDunn recommends the WPD revise the report writing and approval process and include solvability factors as a required element within that process for all personnel generating criminal reports.

Data Collection

Best practices for impartial policing suggest that police agencies should collect specific contact data to support ongoing monitoring of equitable policing practices. BerryDunn has learned the WPD does collect and record subject and incident data in its RMS on all police-related contacts (including calls for service), which is an industry best practice. This data is searchable, it supports monitoring of police-subject contacts in furtherance of impartial policing practices, it also supports intelligence-led-policing (ILP) or criminal investigation efforts, and it assists in compliance with Freedom of Information Act (FOIA) requests.

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[4] Managing Criminal Investigations in Rochester, New York – A Case Study
https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=92744

Summary

Having four sergeants in the Patrol Division allows for near 24-hour supervisory coverage. However, the current patrol schedule does not allow for the desired coverage. Having a supervisor on duty 24/7 is preferred by the WPD, to help ensure appropriate access to supervisor decision-making, and oversight, when appropriate.

The patrol work schedule for the WPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department. Further review of the schedule and possible options are ongoing.

The WPD does not currently use solvability factors to determine whether a reported crime should be activated for investigation. The lack of use of solvability factors creates inefficiency, resulting in unnecessary time spent by patrol and investigative personnel reviewing reports that do not require follow-up.

Having the sole K-9 Handler assigned to the Investigations Division is not an efficient allocation of resources. BerryDunn recommends reallocating the K-9 to patrol upon the retirement of the current K-9, or reassignment of the handler.

Recommendations

This section provides the two formal recommendations from this section, presented chronologically as they appear within the section. Each recommendation table below includes the section sub-section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 2.25: Section 2 Recommendations

	Patrol Services	
No.	**K-9 Assignment**	**Overall Priority**
	Section 2, Subsection I: Personnel and Deployment	
2-1	**Finding Area:** The person assigned as the Investigations Division supervisor is a K-9 handler whose dog is still active. K-9s are primarily a patrol tool, and the assignment of this resource to a non-patrol staff member, reduces the effectiveness of the K-9 within the department.	⏱
	Recommendation: When the current K-9 retires, or when the K-9 handler is reassigned, the WPD should reallocate the K-9 position to a person assigned to patrol responsibilities.	

Patrol Services		
No.	**Patrol Schedule Analysis**	**Overall Priority**
	Section 2, Subsection V: Patrol Work Schedule	
2-2	**Finding:** The patrol work schedule for the WPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department. The patrol schedule lacks flexibility and consistency, it does not minimize the use of overtime, and it does not adjust to peaks and valleys for CFS or leave time. **Recommendation:** The WPD should consider revising the patrol work schedule to maximize efficiency and distribution of personnel. Based on the numerous data provided, it is evident that the current work schedule in use by the WPD is not maximizing the use of personnel. This is due in part to staffing shortages. However, even with full staffing, the schedule lacks the flexibility to adjust to staff leave, it does not minimize overtime, and it is not aligned to CFS demands and variations. BerryDunn understands the complexities in adjusting the patrol work schedule. Patrol staff are significantly affected by these changes, and those adjustments can impact the lives of staff in a variety of ways. Although BerryDunn recognizes and understands these apprehensions, the current work schedule is not optimally serving the agency or the community. BerryDunn recommends that the WPD engage a committee to review the work schedule, in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs. BerryDunn notes that this recommendation includes an expectation for the WPD to consider supervisor scheduling, with a goal of optimizing persistent on-shift supervisor coverage for patrol. (The work of reviewing the patrol schedule is currently ongoing).	

Patrol Services		
No.	**Solvability Factors**	**Overall Priority**
	Section 2, Subsection VI: Patrol Operations	
2-3	**Finding:** The WPD does not currently formally engage the use of solvability factors as an element of conducting a preliminary criminal investigation. The use of solvability factors helps increase the quality of preliminary investigations and can assist decision-makers in determining which cases should receive additional investigation.	

Patrol Services
Recommendation: The WPD should require the use of solvability factors by all staff who conduct preliminary criminal investigations and complete the associated reports. Solvability factors should be reviewed by patrol supervisors as a part of the incident report approval process and used to assist with the case activation and assignment process. Solvability factors should include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors comprises the baseline of a thorough preliminary investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete. By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. It is possible, but unclear, whether the RMS at WPD has the capability to collect solvability factors. Regardless of that capability, BerryDunn recommends their collection as part of the preliminary investigation process. Additionally, BerryDunn recommends the WPD revise the report-writing and approval process and include solvability factors as a required element within that process for all personnel generating criminal reports.

Section 3: Investigations Services

This section includes an overview of the Investigations Division, examining staffing, case assignments, closure, routing, and supervision.

Second only perhaps to patrol, the investigative function of any police organization is vitally important to operational and organizational success. The purpose of the Investigations Division is to investigate major crimes, narcotics cases, and to keep schools safe through SRO programs. The Investigations Division is tasked with investigating sexual assaults, white collar crime, felony property crime, child abuse, child pornography, aggravated and felony assaults, and death incidents. At WPD the investigations division works with adult and child protective services as well as managing the predatory offender program and doing monthly home checks.

I.   Investigations Staffing

This section provides BerryDunn's assessment of the staffing needs for the investigations function within the WPD. The details of this assessment are outlined in this Section.

Understanding appropriate staffing levels for investigations units is difficult, because there are no set standards for determining such staffing levels. Each agency is different, and the myriad variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case. Time spent on cases is not consistent among investigators; in some cases, multiple investigators work on the same case, some supervisors are more attentive and close cases that are not progressing more quickly, different types of cases take longer to investigate, and various factors contribute to differences in determining which cases should be investigated and which should be suspended or inactivated.

The WPD uses a general investigations format, meaning that those assigned as investigators are expected to investigate all crime types. The current organizational structure for the WPD includes one sergeant over investigations who carries a partial caseload, two general investigators (one position is vacant), an SRO (vacant) and a reserve officer (see Table 3.1). The reserve officer is a volunteer, and the program is being phased out as legislative changes have made such programs prohibitive.

Table 3.1: Investigations Division Staffing

Investigations Unit	Lieutenant	Sergeant	Det.	Totals
Investigations Unit	0	1	2	2
*Total	0	1	2	2

*Includes Vacancies
Source: Agency Provided Data

The Detective Sergeant works four 10-hour shifts Monday through Thursday. The detective works nine-hour shifts Monday through Thursday and every other Friday. The Detective Sergeant is also a K-9 handler and is assigned to a U.S. Marshals Task Force.

The design of the schedule for investigations is not optimized. Essentially, there is no detective working on alternating Fridays. There are many conditions that require immediate response by an on-duty investigator during normal business hours, and the WPD lacks continuity of allocation of its investigators due to the current schedule configuration. The WPD should adjust the investigations schedule such that a detective is persistently scheduled during normal business hours.

II.   Workloads and Caseloads

Based on a normal work schedule, investigators are scheduled to work 2,080 hours per year. However, like patrol officers, negotiated leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off mean that investigators are only available to conduct work assignments for about 1,431 hours per year. This is a significant discrepancy between total hours charged to the department and the actual availability for investigators to conduct investigations; see Table 3.2.

Table 3.2: Investigations Availability

Annual Paid Hours	2080	Study Averages
Leave Category	**Hours**	**Hours**
Annual Leave/Vacation	290.75	152
Sick Leave	85	36
COMP Time Off	1.75	22
*Holiday Time Off (Holiday 4/ Floating Holiday)	51.5	46
Military Leave	0	4
Injury Leave (WC)	0	14
FMLA Leave	0	72
Funeral	0	22
Training	220.00	72
Sub-Total (minus)	649.00	
Average Annual Availability (Hours)	**1431.00**	1,725

Source: Agency Provided Data

The number of hours available for the investigators for the WPD is comparatively low based on data from other organizations, and this variation appears to be primarily isolated to the number

of annual training hours. The training hours reflected in Table 3.2 are likely elevated due to supplemental duty assignments for the detective sergeant. The average available investigator hours from recent studies was 1,725, while the time available for WPD investigators is 1,431. As noted, regarding patrol workloads, the number of actual hours available for investigators is an important consideration in determining staffing needs.

Table 3.3 identifies the average number of cases assigned to investigations for 2021 and 2022. The number of annual case assignments is low, based on typical case allocations, and would be typical of a single investigator position.

Table 3.3: Cases Assigned by Type and Year

Assignments by Unit*	2021	2022	Two-Year Avg.	% Change
Investigations Unit	60	50	55	-16.67%
Totals	60	50	55	-16.67%

Source: Agency Provided Data

III. Investigations Staffing Discussion

Based on experience, observations, and interviews with investigators and supervisory personnel, BerryDunn knows that other duties and responsibilities consume a substantial amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, BerryDunn provided an internet-based survey to the investigators. Within the survey, investigators were asked to quantify the percentage of time they spend conducting various activities.

Table 3.4 shows the results of the workload questions from the survey. In addition to providing the data in Table 3.4 from the self-reported survey that relates to the WPD, BerryDunn has provided supplemental data from additional sources. Self-reported data from several recent studies have been averaged and included in the table below. The data in Table 3.4 also includes data from a national survey of police investigators, conducted by the IACP, using the same survey completed by the WPD investigators. More than 900 investigators, including nearly 350 supervisors, completed the survey, and this data has been included.

The comparative data in this table are very useful, particularly because there is a lack of standardized data relating to investigations units. When examining the WPD data against the comparisons, BerryDunn notes that some of the totals vary, whether compared to the prior study averages or the nationwide survey averages. One category in Table 3.4 stands out in particular. WPD supervisors report spending 30% of their time handling investigations. Based on the structure of the unit and the duties and responsibilities of the sergeant and the investigator, this self-reported number is likely accurate. However, it is more than double the comparisons. This is likely because WPD has one supervisor and one investigator in the investigations division and the supervisor carries a partial caseload. Also, with only one

investigator to supervise WPD's supervisor reports spending about 5% of their time on supervisory duties while the national survey average is 15%.

Table 3.4: Investigations Workload Survey

Category Options	Washougal		Prior Study	National Survey Averages		
	Detectives	Supervisors	Averages*	Det.'s	Supervisors	Total
Administrative/Other	0.00	5.00	8.85	5	8	7
Arrest	0.00	5.00	2.60	3	3	3
Community Contact	5.00	2.00	2.81	3	3	3
Crime Lab	0.00	0.00	0.96	3	1	1
Crime Scene Processing	5.00	1.00	1.63	4	4	3
Court/Trial Prep	0.00	0.00	1.80	2	2	2
District Attorney Follow-Up	0.00	0.00	3.00	2	1	1
Evidence Views/Disposition	0.00	2.00	1.90	2	1	1
Interviews	10.00	10.00	6.60	9	8	8
Investigations	20.00	30.00	23.11	21	14	14
Legal (e.g., Search/Arrest Warrant)	10.00	5.00	5.60	3	3	3
Meetings	10.00	5.00	4.36	4	4	5
Phone Calls/Emails	10.00	10.00	8.91	8	8	7
Report Writing	20.00	5.00	14.03	22	16	16
Supervisory Duties	0.00	5.00	3.58	0	14	15
Surveillance	0.00	5.00	2.77	4	4	4
Teaching	0.00	0.00	1.01	1	1	1
Threat Assessment	0.00	0.00	1.10	1	1	1
Training	5.00	5.00	1.96	2	2	2
Travel/Driving	5.00	5.00	3.31	3	2	3
Total	**100.00**	**100.00**	**99.91**	**102**	**100**	**100**

Source: Investigations Workforce Survey

BerryDunn observes that the WPD reports 25% of its time is spent doing actual investigations, and this is consistent with the comparative data. This is important, because even though there are variances within the other categories reflected in Table 3.4, the self-reported time spent doing investigative work is consistent with the national survey and other studies.

Although they have comparative value, the numbers in Table 3.4 are somewhat subjective and limited, based on how investigators understood the question categories and how they reported their time within the categories. Still, from a productivity standpoint, there is value in looking at these numbers to consider where investigators are placing their efforts and whether there are opportunities to add efficiencies to those processes.

Using the data from Table 3.4, BerryDunn calculates that the sections highlighted in grey account for 20% of the time of investigators and 20% of the time of supervisors. Assuming that none of this time contributes to investigations work, this would reduce their availability by an additional 286.2 hours. These self-reported supplemental duty figures (non-investigative duties) from the WPD are consistent with prior studies, which range from 20% to 25%, and the national survey, which suggests investigators across the United States spend about 18% of their time on the same activities.

The WPD Investigations Division consists of two full-time investigators (one is vacant) and one sergeant who carries a partial case load. This equates to about 1.5 investigators. Based on the data in Table 3.5 and looking strictly at averages, if the Investigations Division was fully staffed with two investigators who carried a full caseload each investigator would average approximately three cases per month and would have about 47.70 hours of available investigation time per case. However, the current structure of WPD with one investigator carrying a full caseload and one sergeant carry a partial caseload, investigators have 35.78 hours a month per case.

Table 3.5: Investigations Capacity per Detective

Investigative Capacity	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
Investigations Unit (2 detectives)	60	2	30	3	1431.00	119.25	47.70
Investigations Unit (1.5 detectives)	60	1.5	40	3	1431.00	119.25	35.78

*Current year data.
**Reflects personnel assigned who carry a full caseload.
Source: Agency Provided Data, Investigations Workforce Survey

There are two assumptions in Table 3.5 that are worth noting. First, this table assumes full and ongoing staffing of the Investigations Division. If there are any shortages, the averages would be affected. Second, this table assumes that each case is disposed of monthly. Because that does not typically occur, the monthly average of three is the number added each month, not the number the investigator might have open or be investigating. This is one reason it is important

for supervisors to monitor case progress and to work toward clearing cases as promptly as possible.

In analyzing this data BerryDunn recommends making changes to the structure of the Investigations Division. BerryDunn recommends filling the vacant detective position. This will provide a second investigator carrying a full caseload and increase the capacity of the Investigations Division allowing them to take more Investigations from the Patrol Division. BerryDunn further recommends that the sergeant position be moved out of the Investigations Division and into an administrative/patrol supervisor role. Making this adjustment would provide the WPD additional flexibility to cover the gap in patrol supervisor coverage, and it would expand the capacity of assigning administrative functions within the WPD. Once the administrative/patrol sergeant is in place, the WPD should evaluate the duties and responsibilities of the captain and the administrative/patrol sergeant and adjust duties and responsibilities as necessary (under this model one of these two position could supervise the Investigations Division).

The last item of significance in reference to Table 3.5 concerns the amount of time it takes to investigate certain cases. Based on the data available, WPD investigators currently have roughly 35.78 hours available to dedicate to each case investigation. To illustrate how this compares to other agencies from prior studies, BerryDunn has provided Table 3.6. Although some cases require substantially more time to investigate (e.g., homicide, robbery), many cases are resolved with 20 – 30 hours (or less) of investigative effort.

Based on a review of current and historic caseloads, the Investigations Division would have significant capacity to manage additional criminal cases, if staffed with two full-time investigators. Allocating two full-time positions will help ensure continuity of staffing and allow for current criminal investigative workloads to be shifted from patrol to investigations. In turn, this will improve capacity within patrol, and contribute to greater availability for patrol officers to engage in self-directed activity and community policing efforts.

Table 3.6: Investigations Capacity per Detective

Investigation Unit	Agency Hours	*Average Study Hours
Persons Crimes/Major Crimes		
Crime Against Children		35.13
Child Crimes and Vulnerable Adults		43.27
Crimes Against Persons		25.63
Domestic Violence		9.21
Homicide		549.23
Major Crimes		244.12
Robbery		82.43
Sexual Offenses		39.08
Special Victims		47.20
Violent Crime		23.48
Average Hours		**90.37**
Property Crimes		
Auto Theft		27.10
**District/General Investigations	**35.78**	**25.52**
Fraud/Financial Crimes		20.63
Homeland Security/Intelligence		32.56
Property		24.32
Average Hours		**19.81**
Narcotics		
Narcotics and Organized Crime		125.85
Average Hours		**125.85**

*Table includes data from prior studies conducted by the IACP.
**Washougal PD does not separate data by investigation units.
Source: Calculations from Agency Provided Data

In the same survey in which investigators were asked to quantify and self-report their non-investigative time, BerryDunn also asked them to provide data related to their current and preferred caseloads; their responses are reflected in Table 3.7. Because the WPD uses a general investigations format, the comparison categories from other studies and surveys in Table 3.7 does not neatly align with the WPD. However, it is notable that, based on

investigators' self-categorization, the WPD caseloads and preferred caseloads are substantially lower than the comparisons provided. It is worth mentioning that these preferences may be skewed by the increased administrative workload WPD investigators self-reported.

Table 3.7: Self-Reported Current and Preferred Caseloads

Investigations Caseload	Washougal Current	*Prior Studies Current Avg.	National Current Avg.	Washougal Preferred	Prior Studies Preferred Avg.	National Preferred Avg.
Fraud/Financial Crimes		13	18		11	11
Homicide/Violent Crime		13	15		8	9
Other Crimes Against Persons		16	18		9	12
Property Crimes		20	18		11	11
General Investigations		11	14		7	9
Other Specialized Unit		12	13		8	9
Task Force		22	10		7	7
Vice/Narcotics		17	11		16	7
Washougal Case Data	6			5		

*Table includes data from prior studies conducted by the IACP.
Source: Investigations Workforce Survey

Table 3.8 provides additional survey data from the WPD, prior studies, and the national survey of investigators. The top portion of Table 3.8 reflects responses investigators gave when asked to identify what they felt the expected case closure timeline was within their agency, based on the listed categories. The bottom portion of Table 3.8 reflects responses investigators gave when asked to identify what they felt would be an optimal timeline for case closures in the same categories.

The WPD does not have a policy that guides case closure expectations. Case assignment and case management are done ad hoc through office conversations. As a result, any responses by WPD staff are either based on subjective thoughts and beliefs or, perhaps, based on anecdotal discussions with supervisors. Also, the WPD has only one investigator and one sergeant currently in investigations and because of this, moving one or two responses into another column would have a substantial effect on the results. With these caveats, BerryDunn notes that the responses from the WPD are generally higher than those reported in other studies and in the national survey.

Table 3.8: Self-Reported Case Closure Expectations in Days Active

Current and Reported Case Closure Timelines	WPD 0-30	WPD Pct.	Prior Cities 0-30	Natl. Pct.	WPD 31-60	WPD Pct.	Prior Cities 31-60	Natl. Pct.
Serious Persons Crimes	1	50.00%	42.36%	54.95%	1	50.00%	20.75%	17.77%
Other Persons Crimes	1	50.00%	34.02%	38.16%	1	50.00%	38.49%	40.32%
Property Crimes	1	50.00%	41.99%	30.04%	0	0.00%	27.05%	35.72%
Fraud/Financial Crimes	1	50.00%	25.31%	17.98%	0	0.00%	26.53%	25.17%

Current and Reported Case Closure Timelines	WPD 61-90	WPD Pct.	Prior Cities 61-90	Natl. Pct	WPD Over 90	WPD Pct.	Prior Cities Over 90	Natl. Pct.
Serious Persons Crimes	0	0.00%	15.27%	11.68%	0	0.00%	21.61%	15.61%
Other Persons Crimes	0	0.00%	18.56%	14.61%	0	0.00%	8.93%	6.90%
Property Crimes	1	50.00%	18.86%	19.76%	0	0.00%	12.10%	14.48%
Fraud/Financial Crimes	1	50.00%	21.22%	27.39%	0	0.00%	26.94%	29.46%

Optimal Case Closure Timeline	WPD 0-30	WPD Pct.	Prior Cities 0-30	Natl. Pct.	WPD 31-60	WPD Pct.	Prior Cities 31-60	Natl. Pct.
Serious Persons	2	100.00%	47.88%	52.02%	0	0.00%	33.87%	21.41%
Other Persons	2	100.00%	44.74%	37.78%	0	0.00%	49.23%	39.52%
Property Crimes	1	50.00%	41.24%	28.08%	1	50.00%	50.80%	40.00%
Fraud/Financial	1	50.00%	31.03%	17.16%	1	50.00%	38.34%	31.35%

Optimal Case Closure Timeline	WPD 61-90	WPD Pct.	Prior Cities 61-90	Natl. Pct	WPD Over 90	WPD Pct.	Prior Cities Over 90	Natl. Pct.
Serious Persons	0	0.00%	22.01%	12.47%	0	0.00%	17.12%	14.11%
Other Persons	0	0.00%	18.27%	15.35%	0	0.00%	7.54%	7.34%
Property Crimes	0	0.00%	25.85%	21.32%	0	0.00%	10.79%	10.60%
Fraud/Financial	0	0.00%	35.15%	27.84%	0	0.00%	22.69%	23.65%

*Table includes data from prior studies conducted by the IACP.
Source: Investigations Workforce Survey

Investigations Staffing Summary

One element of this project involved an assessment of staffing within the investigation's unit. The sergeant in the Investigations Division has several responsibilities, including, managing the predatory offender program, being a member of the US Marshals Task Force, being a K-9 handler, supervising the SRO, and conducting case investigations. Given this scope of responsibility, it is not surprising that WPD investigators only have about 35.78 hours to dedicate to each case each month. Further, since the investigations division has only been staffed by about 1.5 investigators, in all likelihood, there are cases being managed by patrol that would benefit from being assigned to investigations. However, this has been a capacity issue, particularly with only 1.5 staff member conducting general investigations.

BerryDunn recommends making changes to the structure of the Investigations Division. BerryDunn recommends filling the vacant detective position. This will provide a second investigator carrying a full caseload and increase the capacity of the Investigations Division allowing them to take more investigations from the Patrol Division. BerryDunn further recommends that the sergeant position be moved out of the Investigations Division and into an administrative/patrol supervisor role. This adjustment will assist with patrol supervisor coverage and allow for a redistribution of work between the administrative staff (including the captain and chief).

IV. Investigations Operations

During discussions with WPD staff, BerryDunn learned the RMS of the WPD has the ability to track and monitor case assignments and progress for investigations, however, this feature is not being consistently used. Interviews with investigators and supervisors indicate an informal method of case monitoring, which does not clearly track case assignments, status, and updates. Not using the RMS consistently for this purpose, creates a condition where workloads, work effort, and case statuses are not clear, and the possibility of cases growing stale and/or never being updated or closed. BerryDunn recommends the WPD review its use of the RMS for tracking investigations and establish practices to consistently use it to document case assignments and reviews, and for identifying active vs. suspended cases.

Summary

The WPD Investigations Division is allocated two general investigators and one detective sergeant resulting in three assigned FTEs; however, one of the general investigators positions is currently vacant. The sergeant carries what is described as a partial caseload. The sergeant assigned has multiple collateral duties that take away from time spent investigating cases. Despite these collateral duties, the detective and detective sergeant are able to manage the current caseload. It is reported and likely that some cases that should or could be assigned to the investigations division are not, based on the lack of capacity. It would benefit the WPD to increase case assignments to investigations, as this would reduce the reliance on patrol staff to conduct secondary investigations, freeing them up to perform other functions.

Recommendations

This section provides the three formal recommendations from this section, presented chronologically as they appear within the section. Each recommendation table below includes the section and subsection, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 3.9: Section 3 Recommendations

	Investigations Services	
No.	**Investigations Schedule**	**Overall Priority**
	Section 3, Subsection I: Investigations Staffing	
3-1	**Finding Area:** The current schedule for investigators is not optimized and does not provide for persistent investigator coverage during normal business hours.	
	Recommendation: The WPD should revise its schedule for investigators so that an investigator is routinely scheduled during normal business hours.	

	Investigations Services	
No.	**Staffing Allocations**	**Overall Priority**
	Section 3, Subsection III: Investigations Staffing	
3-2	**Finding Area:** Currently WPD has two detectives and a detective sergeant assigned to the Investigations Division. One of the detective positions is vacant and the detective sergeant only carries a partial caseload. The WPD would benefit from additional capacity within the Investigations Division, and the assignment of the sergeant to this unit does not optimize the use of a supervisor resource.	
	Recommendation: The WPD should fill the vacant investigator position in order to have two investigators carrying full caseloads. The WPD should reallocate the sergeant position from investigations to an administrative/patrol position.	

	Investigations Services	
No.	**Case Management**	**Overall Priority**
	Section 3, Subsection IV: Investigations Operations	
3-3	**Finding Area:** The RMS of the WPD is able to track and monitor case assignments and progress for investigations. The WPD is not maximizing the use	

Investigations Services	
of its RMS to monitor case assignments, and there is a lack of formal case review and tracking of reviews.	
Recommendation: The WPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Periodic case reviews for all open cases should be conducted and documented, consistent with department standards on case updates and expected closure dates.	

Section 4: Personnel and Hiring

This section includes a review of agency practices related to recruiting, hiring, and retention of personnel.

As the law enforcement profession currently faces great challenges, one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers who are representative of the communities they serve. Law enforcement departments across the United States have struggled with these issues traditionally, but there is mounting evidence that departments are facing even greater difficulty in their hiring practices today. As the 21st Century Policing Task Force Report noted:

> *To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external relations but also to increasing understanding within the agency. Agencies should look for character traits that support fairness, compassion, and cultural sensitivity.[5]*

The importance of attracting and hiring quality personnel is critical in today's law enforcement climate. Many police agencies contribute significant resources to their recruiting and hiring processes. This section outlines the processes in use by the WPD, and BerryDunn offers insights and recommendations from some of the more recent study work done on this subject.

As a part of this study, BerryDunn asked staff at the WPD to complete a recruiting survey designed to capture relevant data regarding recruiting, retention, selection, and hiring strategies. The survey, developed by the IACP, has been used to collect data from other agencies studied and from several agencies around the country that are demonstrating best practices in hiring. Throughout this section, BerryDunn references data from this survey, and, how this data relates to the practices of the WPD.

I. Personnel Allocations and Diversity

In Table 4.1, the breakdown of the racial diversity within the WPD is provided, with these data also separated by rank. The sworn staff at the WPD are predominately white at 73.68%. The WPD has two African American officers, one Asian-American sergeant and one officer who identifies as Hispanic/Latino.

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[5] Final Report of The President's Task Force on 21st Century Policing –
http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Table 4.1: Diversity Profile – Washougal Police Department

Section	Race					
	Asian	**African American**	***Hispanic**	**Other**	**Native American**	**White**
Executive (Chief, Assistant/Deputy Chief)	0	0	0	0	0	1
Mid-Rank (Below Chief – Above Sergeant)	0	0	0	0	0	1
Sergeants (All – Regardless of Assignment)	1	0	0	0	0	4
Patrol Officers (Excludes Supervisors Above)	0	2	1	1	0	7
Investigations (Excludes Supervisors Above)	0	0	0	0	0	1
Other Sworn Personnel						
School Resource Officers	0	0	0	0	0	0
Transit Unit	0	0	0	0	0	0
Services Coordination Team (Mental Health Team)	0	0	0	0	0	0
Totals	**1**	**2**	**1**	**1**	**0**	**14**
Percentages	**5.26%**	**10.53%**	**5.26%**	**5.26%**	**0.00%**	**73.68%**

*Hispanic is not a race; Included here for diversity comparison purposes
Source: Agency Provided Data

The population in the City of Washougal is primarily white, at 87.63%. The largest non-white population in Washougal are those of multiple races, which comprise 7.17% of the community. As indicated above, building a diverse workforce is an important aspect of contemporary policing. Based on discussions with staff and in examining data for the WPD, there is a need and desire to continue to build diversity within the department. BerryDunn is aware that the WPD has been working on this issue and applauds those efforts.

BerryDunn has examined the diversity issue extensively, and Table 4.2 below provides aggregate data from seven prior studies. Within the same table, BerryDunn has included national data, based on police departments that provide services to communities with a population between 100,000 and 249,999 people. Although national data involves communities that are much larger than Washougal, this data provides some context regarding diversity percentages across a large portion of the policing industry.

Table 4.2: Diversity Profile – Prior Study Comparisons

Position	Asian	African American	Hispanic	Other	Native American	White
Command/Executive	2.25%	19.10%	0.00%	0.00%	0.00%	78.65%
Mid-Rank (Lt. & Below)	1.62%	14.17%	3.24%	0.00%	0.40%	80.57%
Police Officer*	1.24%	15.43%	5.49%	0.30%	0.21%	77.33%
Totals All Ranks	1.34%	15.33%	4.94%	0.24%	0.24%	77.91%
**Prior Study Pct. Totals	2.50%	12.30%	10.70%	0.30%	0.30%	73.90%

*Includes all officers below Sergeant, which includes Detectives, Corporals, and Trainees.

National Percentages	**2.50%**	**12.30%**	**10.70%**	**0.30%**	**0.30%**	**73.90%**
***Benchmark Cities Averages**	**2.51%**	**5.50%**	**0.00%**	**1.86%**	**0.00%**	**90.49%**

**Table includes data from prior studies conducted by the IACP.
***Hispanic is not a race and was separated from the Benchmark totals; row will not total to 100%
Source: Prior Study Data

The percentages of diversity for the WPD are varied in comparison to Table 4.2. In some instances, they are higher, and in others, they are lower. Organizations should reflect the diversity makeup of the community they serve, and community demographics can vary greatly. Additionally, BerryDunn notes that although it is valuable for departments to reflect the communities they serve, staff diversity is not simply about hitting a mark or checking a box regarding a percentage. Achieving diversity is about building a workforce that understands the differences of people within the community, whether racial, ethnic, or cultural, and applying that understanding in practice.

Table 4.3 displays the gender profile of the WPD. It is common within the police industry for males to dominate the workforce, and at 89.47%, the percentage of males employed with the WPD is similar what BerryDunn has experienced in other studies. Still, it is important to recognize that the percentages reflected for the WPD involve small numbers, and even small changes could significantly affect the percentage totals. For example, if the WPD replaced one sworn position with a female officer, the percentage of female officers would shift from 7.41% to 15.79%. If two women were added, the percentage would jump to 21.10%.

Table 4.3: Gender Profile – Washougal Police Department

		Gender	
Section		**Male**	**Female**
Executive (Chief, Assistant/Deputy Chief)		0	1
Mid-Rank (Below Chief – Above Sergeant)		1	0
Sergeants (All – Regardless of Assignment)		5	0
Patrol Officers (Excludes Supervisors Above)		10	1
Investigations (Excludes Supervisors Above)		1	0
Other Sworn Personnel			
School Resource Officers		0	0
Transit Unit		0	0
Services Coordination Team (Mental Health Team)		0	0
	0	0	0
Totals		**17**	**2**
Percentages		**89.47%**	**10.53%**

Source: Agency Provided Data

Table 4.4 provides the gender breakdown by rank from several recent studies. Based on the data in Table 4.4 from several prior studies, the average number of males is 88.45%, while the number of women is 10.53%. Data from the benchmark cities studies is slightly more varied, with males at 87.51% and women at 12.49%.

Table 4.4: Gender Profile – Prior Study Comparisons

Position	Male	Female
Command/Executive	88.64%	11.36%
Mid Rank	90.40%	9.60%
Police Officer*	88.01%	11.99%
Percentage	**88.45%**	**11.55%**
Benchmark Cities Avg.	**87.51%**	**12.49%**

*Includes all officers below Sergeant, which includes Detectives, Corporals, and Trainees.
**Table includes data from prior studies conducted by the IACP.
Source: Prior Study Data

To provide additional context to the gender numbers provided in Table 4.4, in a 2016 study that examined best practices in recruiting and hiring, the top 10 agencies identified had an average of 80.78% male officers and 19.22% women. These numbers represent some of the best

percentages in the law enforcement industry, yet even these top agencies have not achieved gender balance. So, as indicated, a small change for the WPD would place the department very close to the comparisons and some of the most gender-balanced departments in the industry.

Given the fact that the WPD only has two female officers within its ranks, it is impressive that one of them is the chief executive. The WPD has four people of color in the department (Asian-American, Hispanic/Latino, and African American), one is in a supervisory role. Again, the low numbers of people of color within the agency are likely a contributing factor. As indicated throughout this section, the WPD needs to continue to work on targeted recruiting, with a focus on building racial, ethnic, and gender equity throughout the agency.

It is also worth noting that BerryDunn did not study potential barriers to the hiring or advancement of minorities or women within the WPD ranks. However, the numbers reflected in this section suggest the need for the WPD to examine what issues might be contributing to the relatively low representation of women and minorities within the department.

It is important to add here that BerryDunn favors the hiring and promotion of quality candidates, regardless of gender, ethnicity, or other status. Traditionally, various groups of individuals have been underrepresented within the law enforcement industry, and there is significant evidence to show that improving organizational diversity benefits the department and the community. There is also evidence to suggest that when organizations focus their efforts on improving organizational diversity, they get results. Accordingly, the WPD should continue to focus on building diversity within the department and within the supervisory ranks.

II. Recruitment

Unlike many police organizations across the country, the WPD has not experienced a drop in applications over the last several years. In fact, WPD reports that applications have remained consistent. WPD currently engages in passive recruiting. Job openings are posted to sites such as, Public Safety Test – Qualifications, City of Washougal – Government Jobs, Indeed, and LinkedIn. WPD does not currently engage in active recruiting. Despite applications remaining consistent and considering the current vacancies WPD is experiencing; WPD should develop an intentional recruitment program and engage in active recruiting efforts.

III. Selection

In addition to reviewing the recruitment efforts of the WPD, BerryDunn also examined the hiring process for the department. At BerryDunn's request, the WPD completed a survey related to several hiring aspects. The following list summarizes the applicable points:

- 52% of applicants pass the written exam

- 69.2% of applicants pass the oral board process

- 20% – 25% pass the background process

- WPD does not use a pre-polygraph questionnaire

- Since 2019 not a single applicant has failed the polygraph examination

In instances where a concern is raised during the background process that doesn't rise to the level of an automatic disqualifier WPD will conduct additional interviews and obtain relevant materials such as police reports or additional references. They also direct the polygrapher and the psychologist to scrutinize these areas during their respective exams.

The written test and physical agility test are weighted at 20%. The oral board process consists of five interviews. The Interviews are scored and the average of these scores makes up 80% of the final score.

IV. Retention

For many United States police departments, and for the WPD, attrition presents an ongoing challenge in terms of maintaining adequate staffing. Based purely on statistics, the average separation rate for officers should be about 3.33%, assuming departments only lose people through retirement. However, as a practical matter, BerryDunn recognizes that the distribution of hiring is often not equal; not everyone stays for 30 years in the profession (or in one place), and some areas are more conducive to lateral transfers among officers. Accordingly, in most agencies, annual retirements usually fall below the average calculation rate. Of course, BerryDunn also knows that some officers in the department will leave for other reasons, which invariably increases the overall separation rate.

Determining what is a high separation rate is difficult, as myriad factors could affect officers leaving. However, data can be compared from other sources to assess the level of attrition in different agencies. In Table 4.5, the attrition rates from 10 recent studies are shown. These rates include all separations combined, including voluntary resignation, retirement, and discharge.

The overall range of attrition for these agencies was between 6.32% and 7.91%; the average rate was 7.04%. Table 4.5 also includes attrition data for the WPD. The average percentage of separations for the WPD is 9.70%. The rate of attrition for the WPD has fluctuated in recent years, going from 15.00% in 2019 to 0.0% in 2020 to 9.52% in 2021, and to 14.29% in 2022.

In looking at the attrition rates in Table 4.5, BerryDunn notes that the five-year voluntary resignation rate for the WPD is 3.57%. This number (3.57%) is about .33% lower than the comparisons. However, the 2022 voluntary attrition rate for WPD was 9.52%, which is roughly double the comparisons. This number is potentially deceiving, however, because of the small number of officers within the WPD. For the WPD, a 9.52% attrition rate equates to two separations, and while departments strive to retain personnel, it is an unavoidable aspect of doing business. So, while the percentages may appear significant, in context, they are less concerning. Even though some attrition will occur, departments can reduce the likelihood of

attrition by having an active strategy and plan. BerryDunn recommends that the WPD consider developing a formal retention plan in collaboration with City leaders.

Table 4.5: Annual Separations and Comparison Data

Reason	Year 1	Year 3	Year 4	Year 5	Average
Voluntary Resignation	3.19%	3.82%	4.39%	4.22%	3.90%
Retirement	2.22%	2.03%	2.53%	2.20%	2.24%
Discharged	0.91%	0.77%	0.99%	0.92%	0.90%
Grand Total Percentages*	**6.32%**	**6.62%**	**7.91%**	**7.33%**	**7.04%**

Washougal PD	2019	2020	2021	2022	Average
Voluntary Resignation	0.00%	0.00%	4.76%	9.52%	3.57%
Retirement	10.00%	0.00%	4.76%	4.76%	4.88%
Discharged	5.00%	0.00%	0.00%	0.00%	1.25%
Grand Total Percentages	**15.00%**	**0.00%**	**9.52%**	**14.29%**	**9.70%**

*Separation rates shown as a percentage of the current sworn workforce. Totals reflect all sworn separations, including recruits. Discharged includes medical (death) and forced separations.
Source: Agency Provided Data

Summary

Unlike many US police departments WPD has not seen a decrease in applications from qualified candidates. However, given the current vacancies within WPD it is important they engage in active recruiting. A robust active recruiting program will assist WPD in realizing their goals of increasing diversity within their ranks and provide them the most qualified candidates.

It is important that the WPD focus significant effort on retention, as attrition is very costly both operationally and from a fiscal perspective, especially in a smaller agency like the WPD. WPD has already taken some steps to aide in their retention efforts. Of note, in 2022 WPD added a retention bonus of $2,500.00 a year for three years, WPD has added a wellness program that includes one hour a day to work out on duty and WPD has an educational stipend starting at the associate degree and increasing with higher education, WPD also has a tuition reimbursement program.

Arguably, some attrition will always occur. However, if the WPD could positively affect the attrition rate, this could represent a substantial savings to the city, and reduce operational challenges that occur from losing personnel. For those reasons, BerryDunn notes that it is in the best interest of the WPD to have a firm understanding of what is causing the voluntary separations so that the WPD and the City can take additional steps to reduce these rates. To accomplish this, BerryDunn recommends that the WPD monitor any voluntary departures from

the department, including any possible reasons cited. The city's HR director, who was hired in 2022 has begun to conduct exit interviews with WPD staff. WPD should also conduct stay interviews with their staff. Stay interviews can provide WPD executives with an understanding of factors impacting officers and improve communication at all levels of the department. Exit interviews can provide insight into an employee's decision to leave the organization. Understanding these issues may serve as a platform for the WPD to make changes to reduce future attrition.

Recommendations

This section provides the two formal recommendations from this section, presented chronologically as they appear within the section. Each recommendation table below includes the section and sub-section, recommendation number and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 4.6: Section 4 Recommendations

PERSONNEL AND HIRING		
No.	**Recruiting Plan**	**Overall Priority**
	Section and Subsection:	
4-1	**Finding Area:** WPD does not currently have an active recruiting program. Job openings are posted on government websites and standard job posting sites.	
	Recommendation: The WPD should develop a comprehensive recruiting plan that will help them reach their diversity goals while filling the WPD ranks with the most qualified candidates. BerryDunn has provided additional recruiting strategies in Appendix C.	

PERSONNEL AND HIRING		
No.	**Retention Plan**	**Overall Priority**
	Section and Subsection:	
4-2	**Finding Area:** The WPD has taken some steps to address their recent elevated attrition rates including a retention bonus. WPD has not developed a formal retention plan to work toward reduced attrition.	
	Recommendation: WPD should develop a formal retention plan that leverages the talent and experience of the personnel within WPD. This program should include not only exit interviews but also stay interviews. Stay interviews are a valuable tool for supervisors and executives in determining the goals of employees while providing insights into the morale and general welfare of	

PERSONNEL AND HIRING
employees. Stay interviews also provide employees an opportunity to provide input on factors impacting the organization. BerryDunn has provided additional retention strategies in Appendix C.

Section 5: Conclusions and Recommendations

I. Overall Summary

BerryDunn's analysis of the WPD suggests that leaders are consciously engaged in running the department in a progressive and positive manner, and that those within the organization, from command to line staff, take great pride in providing service to the public. Irrespective of the recommendations provided, BerryDunn found the WPD to be a full-service, community-oriented police agency that has worked hard to respond to increasing service demands, despite staffing challenges.

As BerryDunn expressed early in this report the WPD is engaging in many best practices and Chief Steinbronn and the administrative team should be commended for their leadership and the professionalism of the organization.

Despite the positive aspects of the work environment observed at the WPD, there are opportunities for improvement, as the recommendations in this report suggest. The four most notable categories of recommendations involve:

- Staffing

- Patrol Schedule

- Technology

- Investigations, Case Management

Each of the 10 recommendations in this report fall into one or more of these primary categories. BerryDunn notes that these categories are typical of such projects, and the number of formal recommendations in this report are one of the fewest BerryDunn has encountered.

One pressing need identified involves retaining personnel after they are hired. With a sworn staff of just 22 the vacancies in the detective position, the SRO position and one patrol officer position reduce efficiency and increase workloads.

As indicated in the beginning of this report, it was necessary for BerryDunn to freeze certain conditions to conduct this assessment. However, this does not mean that the WPD has been constrained from making various changes during this process. In fact, BerryDunn worked with the WPD during this project to inform key leaders on areas requiring more immediate attention. WPD staff have responded positively in this regard, operating in a process of continuous improvement during the time of this study. Accordingly, some of the recommendations made by BerryDunn have already been acted upon by the WPD, and some others are in queue.

It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance, and that this report is viewed as a valuable resource, not only for the WPD, but also for the government officials for the City of Washougal, who work together on behalf of the public to provide policing excellence for the community.

III.   Staffing Summary

Based on the overall review of WPD staffing, BerryDunn concluded the following:

- The Records Division has sufficient allocated staff. They will benefit from filling the third, currently vacant position

- The Patrol Division is allocated sufficient staff. The WPD will benefit from filling the current vacant position

- The Patrol Division would benefit from adjusting the current schedule to provide overnight supervisory coverage 24/7

- BerryDunn recommends converting the Detective Sergeant position into an administrative Sergeant position.

- The Investigations Division will be sufficiently staffed with two investigators carrying a full caseload.

- The WPD will benefit from filling the vacant SRO position

- BerryDunn is not recommending the addition of any staff to WPD

Table 5.1: Authorized Sworn Hiring Level

Description	Totals
Current Authorized Staffing Level	22
Additional Sworn Staffing	0
Minimum Operational Level	22
*Estimated Attrition Rate	1
Authorized Hiring Level	23

*Estimated numbers

The numbers in Table 5.1 assume an attrition rate that is consistent with historical and typical industry rates the WPD has experienced. As the WPD approaches the suggested operational level, it will be important to monitor attrition rates and to adjust the authorized hiring level to match operational needs and to help ensure the minimum operational level of 22 officers is consistently maintained.

The proposed personnel deployment adjustments outlined in this report should result in optimized operations for the WPD. Still, it is up to the WPD and the City, including government officials, to make these determinations and to set staffing priorities. Accordingly, it is possible that after further discussion, the City and the WPD might suggest modifications to what BerryDunn has proposed. As noted early in this report, BerryDunn feels strongly that final decisions of this nature should be made at the local level, in consideration of the

recommendations provided, and BerryDunn encourages the WPD and the City to discuss these decisions together.

BerryDunn once again thanks the WPD for its partnership and participation in this operational assessment. It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance to the City and Police Department in advancing the delivery of public safety services for the community.

Recommendations

This section provides the single formal recommendation from this section. The recommendation table below includes the section and sub-section, recommendation number, and priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Table 5.2: Section 5 Recommendations

Conclusions and Recommendations		
No.	**Optimal Staffing and Authorized Hiring Levels**	**Overall Priority**
Section 5, Subsection III: Staffing Summary		
5-1	**Finding:** Authorized hiring levels at the WPD do not account for attrition rates. Hiring for officers at the WPD occurs when there are vacancies, and despite a recent increase in attrition, annual voluntary separations are generally knowable and predictable. Because of the lag time associated with hiring and providing initial training for officers, the WPD is constantly working without its full complement of personnel.	
	Recommendation: To maintain optimal staffing levels, hiring should always occur at the rate of allocated personnel *plus* the anticipated attrition rate. In collaboration with City management, the WPD should establish a minimum operational level *and* a new authorized hiring level (consistent with the findings of this report) that helps ensure continuity of staffing.	

Appendix A: Findings and Recommendations

	The Policing Environment	
No.	**21st Century Policing**	**Overall Priority**
	Section I, Subsection VI: Contemporary Policing Practices	
1-1	**Finding Area:** Although the WPD strives to exemplify the characteristics outlined in the 21st Century Policing Task Force Report, there are several sections within the six main topic areas or 'pillars' that may benefit from focused attention from the WPD.	
	Recommendation: The WPD should affirm its commitment to 21st Century Policing and develop a process for pursuing, maintaining, and monitoring the department's actions in pursuit of that goal.	

	Patrol Services	
No.	**K-9 Assignment**	**Overall Priority**
	Section 2, Subsection I: Personnel and Deployment	
2-1	**Finding Area:** The person assigned as the Investigations Division supervisor is a K-9 handler whose dog is still active. K-9s are primarily a patrol tool, and the assignment of this resource to a non-patrol staff member, reduces the effectiveness of the K-9 within the department.	
	Recommendation: When the current K-9 retires, or when the K-9 handler is reassigned, the WPD should reallocate the K-9 position to a person assigned to patrol responsibilities.	

	Patrol Services	
No.	**Patrol Schedule Analysis**	**Overall Priority**
	Section 2, Subsection V: Patrol Work Schedule	
2-2	**Finding:** The patrol work schedule for the WPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department. The patrol schedule lacks flexibility and consistency, it does not minimize the use of overtime, and it does not adjust to peaks and valleys for CFS or leave time.	
	Recommendation: The WPD should consider revising the patrol work schedule to maximize efficiency and distribution of personnel.	

Patrol Services		
No.	**Patrol Schedule Analysis**	**Overall Priority**
	Based on the numerous data provided, it is evident that the current work schedule in use by the WPD is not maximizing the use of personnel. This is due in part to staffing shortages. However, even with full staffing, the schedule lacks the flexibility to adjust to staff leave, it does not minimize overtime, and it is not aligned to CFS demands and variations.	
	BerryDunn understands the complexities in adjusting the patrol work schedule. Patrol staff are significantly affected by these changes, and those adjustments can impact the lives of staff in a variety of ways. Although BerryDunn recognizes and understands these apprehensions, the current work schedule is not optimally serving the agency or the community.	
	BerryDunn recommends that the WPD engage a committee to review the work schedule, in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs.	
	BerryDunn notes that this recommendation includes an expectation for the WPD to consider supervisor scheduling, with a goal of optimizing persistent on-shift supervisor coverage for patrol.	
	(The work of reviewing the patrol schedule is currently ongoing).	

Patrol Services		
No.	**Solvability Factors**	**Overall Priority**
	Section 2, Subsection VI: Patrol Operations	
2-3	**Finding:** The WPD does not currently formally engage the use of solvability factors as an element of conducting a preliminary criminal investigation. The use of solvability factors helps increase the quality of preliminary investigations and can assist decision-makers in determining which cases should receive additional investigation.	
	Recommendation: The WPD should require the use of solvability factors by all staff who conduct preliminary criminal investigations and complete the associated reports. Solvability factors should be reviewed by patrol supervisors as a part of the incident report approval process and used to assist with the case activation and assignment process.	
	Solvability factors should include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors	

Patrol Services
comprises the baseline of a thorough preliminary investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete. By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. It is possible, but unclear, whether the RMS at WPD has the capability to collect solvability factors. Regardless of that capability, BerryDunn recommends their collection as part of the preliminary investigation process. Additionally, BerryDunn recommends the WPD revise the report-writing and approval process and include solvability factors as a required element within that process for all personnel generating criminal reports.	

Investigations Services		
No.	**Investigations Schedule**	**Overall Priority**
Section 3, Subsection I: Investigations Staffing		
3-1	**Finding Area:** The current schedule for investigators is not optimized and does not provide for persistent investigator coverage during normal business hours.	
	Recommendation: The WPD should revise its schedule for investigators so that an investigator is routinely scheduled during normal business hours.	

Investigations Services		
No.	**Staffing Allocations**	**Overall Priority**
Section 3, Subsection III: Investigations Staffing		
3-2	**Finding Area:** Currently WPD has two detectives and a detective sergeant assigned to the Investigations Division. One of the detective positions is vacant and the detective sergeant only carries a partial caseload. The WPD would benefit from additional capacity within the Investigations Division, and the assignment of the sergeant to this unit does not optimize the use of a supervisor resource.	
	Recommendation: The WPD should fill the vacant investigator position in order to have two investigators carrying full caseloads. The WPD should reallocate the sergeant position from investigations to an administrative/patrol position.	

	Investigations Services	
No.	**Case Management**	**Overall Priority**
	Section 3, Subsection IV: Investigations Operations	
3-3	**Finding Area:** The RMS of the WPD is able to track and monitor case assignments and progress for investigations. The WPD is not maximizing the use of its RMS to monitor case assignments, and there is a lack of formal case review and tracking of reviews. **Recommendation:** The WPD should take steps to more appropriately use the RMS to track and monitor case assignments and progress by investigators. Periodic case reviews for all open cases should be conducted and documented, consistent with department standards on case updates and expected closure dates.	

	PERSONNEL AND HIRING	
No.	**Recruiting Plan**	**Overall Priority**
	Section and Subsection:	
4-1	**Finding Area:** WPD does not currently have an active recruiting program. Job openings are posted on government websites and standard job posting sites. **Recommendation:** The WPD should develop a comprehensive recruiting plan that will help them reach their diversity goals while filling the WPD ranks with the most qualified candidates. BerryDunn has provided additional recruiting strategies in Appendix C.	

	PERSONNEL AND HIRING	
No.	**Retention Plan**	**Overall Priority**
	Section and Subsection:	
4-2	**Finding Area:** The WPD has taken some steps to address their recent elevated attrition rates including a retention bonus. WPD has not developed a formal retention plan to work toward reduced attrition. **Recommendation:** WPD should develop a formal retention plan that leverages the talent and experience of the personnel within WPD. This program should include not only exit interviews but also stay interviews. Stay interviews are a valuable tool for supervisors and executives in determining the goals of employees while providing insights into the morale and general welfare of	

PERSONNEL AND HIRING	
employees. Stay interviews also provide employees an opportunity to provide input on factors impacting the organization. BerryDunn has provided additional retention strategies in Appendix C.	

Conclusions and Recommendations		
No.	**Optimal Staffing and Authorized Hiring Levels**	**Overall Priority**
	Section 5, Subsection III: Staffing Summary	
5-1	**Finding:** Authorized hiring levels at the WPD do not account for attrition rates. Hiring for officers at the WPD occurs when there are vacancies, and despite a recent increase in attrition, annual voluntary separations are generally knowable and predictable. Because of the lag time associated with hiring and providing initial training for officers, the WPD is constantly working without its full complement of personnel. **Recommendation:** To maintain optimal staffing levels, hiring should always occur at the rate of allocated personnel *plus* the anticipated attrition rate. In collaboration with City management, the WPD should establish a minimum operational level *and* a new authorized hiring level (consistent with the findings of this report) that helps ensure continuity of staffing.	

Appendix B: List of Acronyms

Appendix Table B.1: Acronyms

Full Name	Acronym
American Community Survey	ACS
Bureau of Justice Statistics	BJS
Call for Service	CFS
City of Washougal	City
Community Service Officer	CSO
Computer Aided Dispatch	CAD
Federal Bureau of Investigations	FBI
Fair Labor Standards Act	FLSA
Intelligence Led Policing	ILP
International Association of Chiefs of Police	IACP
Master Name Index	MNI
Washougal Police Department	WPD
National Incident-Based Reporting System	NIBRS
Records Management System	RMS
School Resource Officer	SRO
Uniform Crime Reports	UCR

Appendix C: Recruiting and Retention

Recruiting Strategies

The following information outlines several recommended practices that law enforcement agencies can engage to improve the effectiveness of their recruiting and hiring practices. For this information to have the best value, departments should evaluate their current practices against those listed here, in consideration of the need for possible adjustments.

Institute a continuous hiring program, or alternatively, a more frequent process that reduces lag-time for applicants

In today's competitive environment, having open hiring processes only 1 or 2 times per year may not be sufficient. Qualified applicants who are eager to enter the profession may not be willing to wait for the next opening, and they may take their talents elsewhere. To guard against this, departments need to reduce the lag-time between hiring processes. This could occur either through a continuous process, or through adding additional hiring cycles, if they are currently limited to a small number annually. Most modern hiring systems have the capability to accept applications on a continuous or more frequent basis, and this is preferred over hiring processes that occur sporadically.

While moving to an ongoing hiring process, or increasing the frequency of the hiring process may be difficult from a logistics standpoint, the establishment of a more rapid or frequent process is essential to expanding the pool of quality applicants available to the department. In addition, once these candidates are identified, the department needs to act swiftly to secure their employment, in advance of other opportunities they may have available.

Along with receiving continuous applications, law enforcement agencies should institute a written exam schedule that makes it more convenient for applicants, for example, on weekends or in the evening. This scheduling will provide candidates more flexibility and improve the numbers of candidates appearing for this part of the process.

Implement a mentor program for new officer candidates

Law enforcement candidates want to feel they are important and that the department values their application. The overall process can be daunting for many candidates, and they often have a sense of uncertainty throughout. Tending to their needs and answering their questions can provide applicants with a sense of care and belonging early in the process, which will reduce the likelihood that they will continue seeking employment elsewhere.

To meet these needs for candidates, departments should develop a cadre of carefully selected, highly motivated, and trained mentors, to guide new recruits through the application process, and ultimately, their transition into law enforcement for the department. These mentors need to be selected based on their ability to train, guide, and empathize with new recruits. They should be assigned to priority candidates immediately after they are identified within the hiring process, to help ensure that the candidate stays in the process and ultimately is hired.

Establish an early hire program

One method to overcome the negative impact that time has on the hiring process is to establish an early hire program. Once a candidate is fully qualified (successfully clears all the steps), the department should consider hiring him or her immediately, particularly if the start of the academy is not imminent. Today's candidates have oftentimes applied to multiple agencies, and although they may have a preference of which agency they want, they tend to go with the first job offer. By hiring candidates early, departments will keep quality candidates and not lose them to other agencies who may have faster processes. The early hire candidate can be brought on at a full or reduced salary rate and assigned to assistance-type work in non-sworn areas. While similar to a cadet program, these positions involve vacant officer slots, rather than new positions, so they are effectively budget neutral or budget positive (depending upon the rate paid during the early hire period). Hiring these candidates early rather than waiting until sufficient numbers of applicants are hired to fill an academy class, will ensure a higher percentage of hires of quality applicants.

Provide a career fit tool, or day in the life training for applicants, to clarify work conditions and expectations

In some cases, officer candidates have an unclear picture of what law enforcement work involves, and this can lead to lackluster performance, or candidates who choose to resign as they gain more understanding of what the job involves. To reduce this possibility, the department should include some type of unscored career fit tool at a very early stage of the process, describing real working conditions and tasks often performed. This could include things such as: a drunk person vomits in patrol car, trying to talk with an uncooperative witness, picking up the same person repeatedly for nuisance crimes. The candidates can then be asked about their willingness to do this kind of work. This would not be a scored tool, but it might help some applicants self-select out, as opposed to doing so after they are hired.

One way to orient candidates to the nature of the job is to create a video, similar to the IACPs Virtual Ride Along, which can be found on the Discover Policing website.[6] Again, the intent here is to help candidates understand the nature of the job as it truly exists within the department, as opposed to what they think it involves, based on information they might obtain from various sources.

Develop a brand that reflects the department commitment to the community, and its desire to protect and serve

Having a strong brand can help create organizational pride, industry recognition, and enthusiasm for potential applicants. The brand should be concise, emotive, and simple, such as

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[6] http://discoverpolicing.org/whats_like/?fa=virtual-ride-along

the longstanding slogan of the Marines; *The Few, The Proud*, or Verizon's, *Can you hear me now?* The brand should address community expectations and perceptions as well the reasons officers have identified for choosing a career with department. Additionally, it should set the department apart from other law enforcement agencies.

Multiple tools are available to use in developing a brand, such as a mission statement, organizational values, and community expectations and perceptions. To assist with developing these tools, the department may wish to conduct a community survey to determine what the community expects from its law enforcement department and what qualities it desires in its officers. This survey can also be used to measure community perceptions. In addition, surveying first line supervisors can be an effective way to identify what qualities the best officers of the department possess, and this can help inform the branding process.

Conduct an internal assessment of employee benefits and job conditions, to ensure a competitive hiring environment

The department should conduct an internal assessment of the benefits of working for the agency. Law enforcement leaders should ask themselves, and a core focus group of employees, what the department possesses that will attract the best possible officers. Effectively, the question to be answered is, "Why would I want to work for this department?" Conducting this inventory of benefits is a necessary first step in assessing what strategies will best succeed in attracting candidates. This inventory can also provide valuable tools to assist recruiters as well as potentially positively influencing turnover.

Establish a department philosophy that everyone is a recruiter

Having a department-wide philosophy that emphasizes a recruitment potential in all public interactions can help overcome negative or unrealistic impressions of what law enforcement work entails and contribute to a larger strategic recruitment plan. Recruiting must become a part of everyday interactions between officers and the public. Establishing this mindset within the department to support recruitment can enhance community outreach efforts by making recruitment an overall philosophy for all, rather than a task to be performed solely by a specialized unit.

Create an inviting atmosphere within the department for potential applicants

Outreach to potential applicants must be meaningful, genuine, and reflect a departmental desire to build true relationships with them. Making these contacts real requires going beyond traditional public appearances, and might require imaginative or creative techniques, such as citizen academies, open houses, facility tours, and ride-alongs. To enhance the personal touch, the department should routinely schedule open houses at their various facilities. Additionally, every officer should be equipped with a business card that on the back, has the department's brand, as well as specific information on who to call to schedule a ride-along. This personal touch and referral will go a long way in opening the department to new applicants, and it will solidify the commitment of the department to a proactive and ongoing recruitment strategy.

It is also important to note that when prospective candidates inquire about a ride along, the department should ensure that the officer assigned to the task is genuinely interested in serving the best interests of the agency through this process. This means that the department should seek volunteers for these assignments and equip those officers with the information they need to help aspiring officers navigate their way through the hiring process.

Utilize youth outreach programs to enhance the department image and recruiting efforts

The department should consider using youth outreach programs to enhance its recruiting and image among the youth of the community. These programs can range from a paid cadet/internship programs, to other less costly programs, such as an explorer program, and/or partnership/mentor programs with local colleges and high schools. Because many high school students are already thinking about and starting preparation for future careers, high school age students should be a primary focus for long term results. A series of youth leadership academies offered during the summer months, emphasizing self-discipline and core values, such as service to the community, can build a strong cadre of potential recruits and advocates in the community.

Use community liaisons for increased contact with underrepresented communities

The department should use their community liaisons to spread the word about recruiting efforts. Recruiting notices should be placed in community-specific newspapers, to include specific community and/or neighborhood newsletters. Department recruiting information and links should be on the web pages of professional, academic, and fraternal organizations throughout the city. The chief law enforcement executive and other members of the command staff should make direct appeals to community organizations for help in recruiting, especially from diverse communities.

A complaint that is often heard nationwide is that recruiting information is not getting to members of minority communities. By having a direct solicitation from members of the department command staff, the likelihood for better community communications increases significantly. The department should partner with community leaders and organizations to garner their support in referring applicants to the department. This partnership should include seeking a presence on the website of these organizations, as well as direct referrals to the department's recruiting website. The department should also consider holding separate recruiting meetings for members of specialty groups, including providing assistance and support in understanding the application and testing processes.

Develop a strategy to maximize opportunities with second-career applicants

For many agencies, second-career applicants are a largely untapped market, and today's volatile economic situation has many people seeking career changes later in life. With the economic downturn of the late 2000s, many departments noted an increase in applicants seeking a second career in policing, coming from fields as diverse as automobile manufacturing, construction, marketing, and business administration. Second-career applicants present

opportunities for departments to expand their workforce to include individuals with prior experience in diverse careers.

Career military personnel are also a logical source of second-career applicants. The department should establish partnerships with the local military installations to provide presentations to service members who are within two years of retirement. Many service members retire at a young enough age that law enforcement is a viable choice as a second career. To maximize the potential for gaining the interest of these applicants, the department should make these connections and establish regular dialogue with military command personnel.

Expand personnel assigned to career days/job fairs, develop a recruiting speech

In many law enforcement agencies, shortfalls in staff resources often affect critical areas, such as backgrounds, attendance at recruiting events, recruit testing, and other functions. While career fairs do not typically produce numerous applicants, they are an effective marketing tool for the department by providing the opportunity to boost departmental visibility and recruit targeting. To expand the recruiting pool of personnel, the department should assign selected patrol officers or selected staff from other units to attend these events**.** With a department-wide *everyone is a recruiter* philosophy; more events can be targeted. The department also needs to develop a specific recruitment information packet, or *recruiting speech,* that all personnel are familiar with and can use.

Establish an employee referral incentive program

Employee referrals provide applicants with realistic and trustworthy answers to their questions, as well as a realistic portrayal of how a law enforcement career affects family life. Employee referral strategies will both increase applicant pools and provide balance to other recruitment strategies, such as online processes, that lack human interaction. To boost referrals, the department should establish an organization-wide recruitment/referral incentive program offering an incentive (monetary compensation or some other type of incentive, such as annual leave) for critical positions such as law enforcement officer. Human resources, along with appropriate government leadership, should identify critical positions where vacancies have a severe negative impact on services. Employees who recruit a qualified applicant would receive an incentive when the applicant is hired.

Develop a new more customer-friendly web page, and an enhanced social media presence for recruiting

The department should examine and update their recruiting webpage, to emphasize ease of use and to provide more information, focusing on why a person should become an officer for the agency. Certainly, benefits, job security, and job challenges are important factors, but to have a successful strategy, the department must develop a brand for itself. Social media, such as Facebook and Twitter, should incorporate those changes as well as the new brand.

The new website should also incorporate various materials and information concerning the hiring and testing processes. If appropriate, this should include any areas or materials

applicants should study to prepare themselves for the written exam. Ideally, those seeking information should be connected with a hiring mentor within the department, to maximize the information provided to the candidate, and to develop an early relationship between the applicant and the department.

Develop a recruitment video

With the prevalence and popularity of online videos, such as on YouTube and other sites, effective recruiting videos are a requirement. Recruiting videos can be widely distributed and used by all members of the department to assist in recruiting and community engagement. Care should be taken to incorporate realistic information about job requirements, without over- or under-emphasizing the negative aspects of law enforcement work. There is little to be gained by attracting applicants who might have the necessary abilities and skills to become an officer but lack the interest or will to do all of the duties the job requires. Accordingly, the recruitment video should highlight the positive aspects of law enforcement work, without ignoring those elements that might be detractors, for some people.

Establish an effective and measurable yearly recruiting plan

Just as with any law enforcement operation, successful planning is key to success. The department should develop and implement an effective and measurable yearly recruiting plan. This plan should identify specific goals/benchmarks, task assignments, and tools to use to achieve the goals. The plan should include accountability measures, and a senior commander should be responsible for implementation and plan success.

Prioritize top applicants, based on agency criteria

In many departments, candidates are moved through the hiring process indiscriminately, without regard to their potential for successfully making it through the hiring process. In this sense, those who are highly-qualified candidates are treated the same as those who are clearly less qualified. Because of the competitive hiring market, this can lead to losing good candidates to other departments that act more swiftly, or who provide a greater level of focused attention to those candidates who are most likely to be hired.

The department should consider identifying a point within the hiring process at which they are able to distinguish those candidates the department would be most interested in hiring. Once this occurs, the department should assign them a mentor. In addition, the department should prioritize the background and other hiring processes for these applicants, to help ensure they remain highly engaged in the hiring process with the agency. This is not to say that the department should ignore or discard the other candidates. The idea here is to maximize the resources of the department with those who are the most likely to succeed. Focused attention should be afforded to as many applicants as the department can manage.

Re-evaluate the disqualification factors (both singular and combination) to more holistically evaluate the attributes they and their community value

It is important to note that while standards comprise an important part of a hiring process, certain steps, such as background investigations that impose unrealistic standards, can have a significantly negative effect on hiring the right people. Criteria that consider all criminal activity the same, regardless of type of offense or how recent the occurrence, or processes that screen out those who make voluntary admissions of drug use or other crimes (without any conviction), may impede an agency from hiring the diverse officers it needs for 21st century policing. The department should be cognizant of the potential for extenuating factors and re-evaluate their disqualification factors (both singular and combination) to more holistically evaluate the attributes they and their community want in their officers. This assessment should include evaluating the applicant's overall life experience and skills in a broader context.

As part of this process, the department should evaluate all discretionary disqualification factors in use, to determine whether they represent the standards the department and community prefer. This exercise is not about reducing standards, but instead, it is about clarifying which standards the department and community want to prioritize and maintain.

Establish a review committee, to review questionable background information on candidates, which are non-disqualifying in nature

Some applicants have items in their history, which may not immediately disqualify them as candidates, but which from a subjective view, may reflect poorly on the candidate overall. In the past, many departments have dismissed these applicants without further review or consideration. This can lead to the elimination of candidates who may have been a positive addition to the agency. The department should establish a secondary review committee to evaluate the details of any non-mandatory disqualification factors that may arise from the background investigation. This process could even involve an additional interview with the candidate. These processes often provide additional insight for the department about the candidate, and they can also provide an opportunity to provide feedback to the applicant.

Caution does need to be used to ensure that privacy laws are followed, and with regard to the committee makeup, especially if non-department members are used. To ensure compliance with these areas, the department should involve its labor attorney and human resources personnel at the outset of the development of this process, to establish a very clear and definitive policy on which cases will get a secondary review.

It is also important to note that it is likely impractical and counterproductive to offer to use this secondary review in every case. As a result, the department may wish to consider establishing specific standards for using secondary review. For example, secondary review might be restricted to cases that involve singular disqualification factors, as opposed to those that involve combination factors.

Retention Strategies

The following information outlines several recommended practices that law enforcement agencies can engage to improve the effectiveness of their retention practices. For this information to have the best value, departments should evaluate their current practices against those listed here, in consideration of the need for possible adjustments.

Consider providing subsidies for city utilities for staff who live within the city

Most cities provide utility services to residents, including electric, water, sewer, garbage, or other non-traditional services such as Internet and cable. To incentivize staff to live within the community, and to create a retention incentive, the city could offer a monthly reduction on city utility expenses (e.g., $100 per month).

Provide down payment assistance for purchasing a home

For many new officers, purchasing a home can be a financial burden. One way to encourage new officers to live and stay within the community is to provide down payment assistance toward purchasing a new home. This can come in the form of a forgivable loan (e.g., $10,000). As an example, the money is loaned to the officer, interest and payment free, and for each year of service, 10% of the loan is forgiven. At the end of the ten-year period, the debt is eliminated. If the officer separates employment during that period, the remaining balance is owed to the city.

Consider tax incentives for staff who live within the city

To incentivize staff to live within the community, and to create a retention incentive, the city could offer a level of tax exemption or rebate, for staff who live in the community. This incentive could be established permanently, for a limited term, or on a declining scale over a specified period.

Create or expand educational incentives and tuition reimbursement plans

Many cities have tuition reimbursement programs, however, most do not cover the full cost of education programs. The city could partner with area colleges and negotiate specialized rates, and establish full tuition reimbursement for certain degree tracks. In addition, the city could revise their compensation plans to include additional monthly salaries to staff, based on educational levels (e.g., Associate, Bachelor, or Master's degree).

Establish longevity pay at prescribed intervals

For most cities, there is a prescribed pay scale for each position that has a specific cap. Once that cap is reached, staff can only expect cost of living adjustments. In addition, once staff reach the salary cap, pay among peers is equal, regardless of whether one person has six years of experience and another has twenty. Adding longevity pay at specific intervals, (e.g., three to five-year intervals following achieving the salary cap) recognizes the tenure of staff and helps them feel valued as their years of experience grow.

Adopt longevity-based prioritization for certain operational decisions

Experienced officers want to feel that their tenure is recognized by the city and the department, and that it is valued in various decisions affecting them. The city should consider revising is practices to capture longevity as a factor in different operational decisions. Those areas could include the following:

- Overtime details

- Leave requests

- Shift selection, or beat assignments

- Vehicle assignments

- Voluntary training requests

- Promotions

- Specialty assignments

This list is not all-inclusive, but provides a framework for understanding which areas might be added to longevity-based decision making.

Assign a permanent/long-term mentor to all new officers

New officers have a desire to fit in, and they tend to have lots of questions. Many times, officers are reluctant to ask questions of their supervisors, or even their field training officer, because they do not want to be viewed negatively. Mentors provide a safe haven for new officers to ask questions, and to develop a sense of comfort with their new surroundings. The right mentor can help a new officer understand the organizational culture, and make them feel welcome and valued. These sentiments can contribute to an officer's job satisfaction, and their retention.

Appendix D: Supplemental Tables and Figures

Appendix Table D.1: Proposed Organization

Washougal Police Organizational Chart - 11/13/2023