

# TUMWATER POLICE



A REPORT TO THE COMMUNITY

A Summary of Policing in Tumwater and Recommendations for Improvement

January 2021

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## LIST OF ACRONYMS

ABLE	Active Bystandership for Law Enforcement
APS	Adult Protective Services
CPS	Child Protective Services
COVID	Corona Virus
DNA	Deoxyribonucleic acid
DWLS	Driving While License Suspended
EVOC/PIT	Emergency Vehicle Operators Course/Pursuit Intervention Technique
FBI	U.S. Federal Bureau of Investigations
I-940/LETCSA	Initiative 940, codified as the Law Enforcement Training and Community Safety Act
IACP	International Association of Chiefs of Police
ICE	U.S. Immigration and Customs Enforcement
IDEA	Inclusion, Diversity, Equity, Accessibility (City initiative for diversifying its workforce)
K-9	Specially trained police dog
LEIRA	Law Enforcement Information and Records Association
LERMS	Law Enforcement Records Management System
LGBTQ+	Lesbian, Gay, Bisexual, Transgender, Queer or Questioning
NASRO	National Association of School Resource Officers
NCIC	National Crime Information Center
NVOL	No Valid Operator's License
OC Spray	Oleoresin Capsicum Spray (pepper spray)
PFAN	Police Force Analysis Network
PFAS	Police Force Analysis System
PST	Public Safety Testing
RCW	Revised Code of Washington (laws passed by the legislature)
RMS	Records Management System
SRO	School Resource Officer
SWAT	Special Weapons and Tactics
TASER	Brand name of an electronic control device
TPD	City of Tumwater Police Department
TRPC	Thurston Regional Planning Council
TYP	Tumwater Youth Program
VNR	Vascular Neck Restraint
WCIA	Washington Cities Insurance Agency

## EXECUTIVE SUMMARY

The Tumwater City Council Public Health and Safety Committee undertook a comprehensive study of the policing practices used by the Tumwater Police Department (TPD) in light of concerns raised nation-wide following tragic police events involving uses of force by officers in other cities. In addition to reviewing the areas that have proved most problematic for other agencies, the Committee reviewed the fundamental building blocks of how a police force builds its culture: hiring, training, performance review, and discipline. The Committee also received briefings about how the Department engages with its community and noted recommendations for improvements. This Executive Summary highlights the information provided to the Committee about the topics at the forefront of national discussions.

### MENTAL HEALTH RESPONSE

The Tumwater Police Department frequently responds to calls involving people who are experiencing a mental health or narcotics related crisis. The community has only limited access to mental health workers and thus the Department is the primary responder for people in crisis. Tumwater officers receive 40 hours of Crisis Intervention Training as new recruits and have additional refresher training each year. Further, training in uses of force and crisis intervention emphasize and teach de-escalation techniques so that using force can be avoided whenever possible.

### NO-KNOCK WARRANTS

The Tumwater Police Department has not served a no-knock warrant for at least 2 decades. The use of no-knock warrant requires the approval of the Chief of Police, review by the Thurston County Prosecutor, and review and issuance by a judge. Such a warrant would only be approved in the most serious of circumstances, to protect life and would be served by the Thurston County SWAT team.

### CHOKEHOLDS

A chokehold is a technique designed to control an individual by temporarily restricting air flow through the application of pressure to the front of the neck. Due to the potential for serious injury, the Tumwater Police Department does not train in this technique. Therefore, the use of a chokehold is prohibited except for those situations where deadly force is authorized (when a life is endangered) and only within the parameters of Washington State law.

### DUTY TO INTERVENE

By policy and by practice, members of the Tumwater Police Department have a duty to intervene to prevent the use of excessive force, without exception.

### USE OF FORCE

The Department has a robust program for tracking and evaluating uses of force by its officers. The TPD was an early adopter of reporting all uses of force, not just those that can cause bodily harm. All uses of force have three levels of review: Division Lieutenant, Commander, and Chief. Each review is to ensure an officer's actions met policy and is consistent with Department training. Additionally, the TPD has subscribed to Police Strategies LLC, a company whose principals are academic researchers and attorneys. Police Strategies analyzes patterns in uses of force both within the Department and in

comparison with 90+ agencies nationally. In 2019, officers used force a total of 73 times, out of 31,254 interactions. This equates to officers having to use force during 0.2% of the interactions. No serious injuries occurred during any of the uses of force.

### **CITIZEN COMPLAINTS**

The TPD accepts complaints in any form in which they are submitted. They are handled by the Division Lieutenant or Manager and reported to the Department Commander. The Commander makes recommendations for any discipline to the Chief, who makes a final decision. The complainant is contacted regarding the outcome of the investigation once it is completed.

### **POLICE HIRING**

The TPD uses a company named Public Safety Testing (PST) to recruit and test entry-level police officer candidates. PST has significantly increased its recruiting outreach to involve communities who are often under-represented in policing. They have also added measures of intercultural sensitivity to their testing process. TPD demographics match those of the City of Tumwater in many areas. Additionally, the TPD has increased the number of female officers from one officer to five female officers in the last 3 years.

### **POLICE TRAINING**

The staff of the TPD receives 60 hours of internal training each year as well as additional external training. Internal training is scenario-based whenever possible. It is multi-dimensional, incorporating both soft and hard skills, and requires the use of de-escalation and crisis intervention techniques. With the passage of I-940 (now known as LETCSA), officers will receive an additional 40 hours of training in these areas every 3 years.

### **SCHOOL RESOURCE OFFICERS**

A subject of national concern has been the presence of School Resource Officers (SROs) resulting in youth, especially from minority and disadvantaged background, being arrested and jailed. The TPD SROs are not involved in school discipline. SROs follow the National Association of School Resource Officers (NASRO) best practice – the “triad model”. In this model, SROs are Educators, Mentor/Informal Counselors, and Law Enforcement Officers. They practice Restorative Justice, which involves solving problems using school consequences and not criminal punitive measures. SROs teach students to recognize their mistakes, counsel them about how their actions affect others, and mentor them about what they can do different to prevent the same behavior.

# Tumwater Police – A Report to the Community

## INTRODUCTION

Policing, by its very nature, is dynamic and ever-changing. Whether addressing the overall culture of the profession or the tactics on a single type of call, there will never be one right answer. The communities we serve are constantly changing and the circumstances officers face at any given moment are rarely the same as ones previously encountered. The majority of police interactions are proactive and intended to detect or prevent crime, many are reactive and require diverse skills, and some are immediately life threatening and require split second judgment and response. Each resolution a department achieves, and each call an officer manages, is inevitably followed by another problem to be solved. To thrive, law enforcement agencies must be nimble and always strive to be better.

Recent national events have emphasized the need for police agencies to listen to the voices within our communities and be introspective. Law enforcement must reflect on the way they are delivering their services juxtaposed with the values held by the people they police. As a result of national and regional events, and feedback from our community, over the last several months the Mayor and City Council's Public Health and Safety Committee have been doing a "deep dive" into the Tumwater Police Department (TPD) to learn how it operates and where the challenges are. This report summarizes the results of that effort. It provides facts, figures, and descriptions of current TPD methods. It also contains recommendations for future enhancements that, if adopted, will increase the TPD's ability to adapt and improve.

We believe the Tumwater Police Department currently has the trust and confidence of our community. We also understand that it only takes one event to lose that trust. Striving to be better has been part of the TPD culture for many years. While other agencies require drastic changes to address the national dialogue, the TPD has already implemented many of the practices being called for, but there is always room for improvement. The TPD remains committed to improving what it does through training, data analysis and its interactions with the community. The Mayor and Council are also committed to providing the TPD with the support they need to be successful.

The Mayor, Council, City and police leadership are proud to offer this report to the community as a springboard for a conversation about how to continue to provide the best possible police services to the people of Tumwater.

## Tumwater Police Department's Philosophy & Mission

The Police Department Mission and Core Values are derived from Sir Robert Peel's Nine Principles of Policing. The Principles were written in 1828 and have served as the foundation of modern policing. Tumwater Officers attest to uphold the values of the Department and to achieve its mission.

### SIR ROBERT PEEL'S NINE PRINCIPLES OF POLICING

1. The basic mission for which the police exist is to prevent crime and disorder.
2. The ability of the police to perform their duties is dependent upon the public approval of police actions.
3. Police must secure the willing co-operation of the public in voluntary observation of the Law to be able to secure and maintain the respect of the public.
4. The degree of co-operation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.
5. Police seek and preserve public favor not by catering to public opinion, but by constantly demonstrating absolute impartial service to the law.
6. Police use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insufficient.
7. Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the interests of community welfare and existence.
8. Police should always direct their action strictly towards their functions, and never appear to usurp the powers of the judiciary.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.

### TUMWATER POLICE DEPARTMENT MISSION

The Tumwater Police Department is dedicated to providing professional police services and engaging with members of our community to ensure we are providing a safe environment to live, work and/or raise a family.

### TUMWATER POLICE DEPARTMENT CORE VALUES

We respect our community...

Serving our community is the reason we exist.

We revere the truth...

We accept nothing less than truth, honesty and integrity in our profession.

We enforce the law...

We recognize that our basic responsibility is to enforce and resolve problems through the law, not to judge or punish.



We seek community partnerships...

We view the people of our community as partners who deserve our concern, care and attention.

We honor our police powers...

Maintaining the trust of the public we serve is paramount and will be achieved through conscientious use of our police authority.

We conduct ourselves with dignity...

We recognize that our personal conduct, both on and off duty, is inseparable from the professional reputation of both the officer and the department.

### TUMWATER POLICE POLICIES

The effectiveness of the Tumwater Police Department in providing services to the community depends on all Police Department Officers and staff to recognize problems, devise strategies for resolving them and maintaining ownership in the peace and safety of the community. In concert with the services provided by Police Department staff is the need for sound and responsible administrative support to all of the Department members. The Policy Manual serves that purpose.

Like many police departments around the United States, Tumwater subscribes to an industry source called Lexipol for developing and maintaining its policing policies, based on best practices. Lexipol policies incorporate the areas of legal review, case law and risk management to provide a foundation for departments to customize each policy to meet the needs of their community. Each policy is vetted by command staff, reviewed by department subject matter experts and then tailored to adhere to Tumwater's values. Additionally, the Tumwater Police Officers Guild is provided an opportunity for input and to address mandatory subjects of bargaining before implementing any policy. Appendix A provides a copy of the table of contents for this manual.

### CITY OF TUMWATER DIVERSITY POLICY STATEMENT

In addition to the values held by the Department, the TPD also embraces the mission and values of the City of Tumwater. Chief among the policies that the TPD adheres to is the City's Diversity Policy.

*The City of Tumwater is a national leader in affirming the civil rights and innate dignity of all citizens, and encourages the free expression of all cultural traditions and personal talents for the social enrichment and betterment of the community.*

*The City fosters its value for diversity throughout the community by creating an equitable, hospitable, appreciative, safe, and inclusive organizational culture for its employees, volunteers, programs, and services because diversity:*

- *Strengthens workforce competence and performance*
- *Celebrates and values individual differences*
- *Serves an increasingly heterogeneous society*
- *Ensures the relevance of the City's Mission, programs and services*
- *Is crucial to the City's ability to serve every citizen*

**Recommendation: Post the Tumwater Police Department's Mission Statement and Philosophy on the TPD website so that the public is more aware of the Department's guiding principles.**

## Police Department Organization & Responsibilities

The Tumwater Police Department is directed by a Police Chief and Commander who provide strategic direction to the Department. They ensure staff uphold the values of the Department, providing support for the organization and its members. The Chief is responsible for the executive functions of the Department while the Commander provides day-to-day leadership for the Department's operations. Both participate in Community outreach activities.

The Department is organized into four divisions (see figure 1):

- Patrol
- Investigations
- Training
- Administration

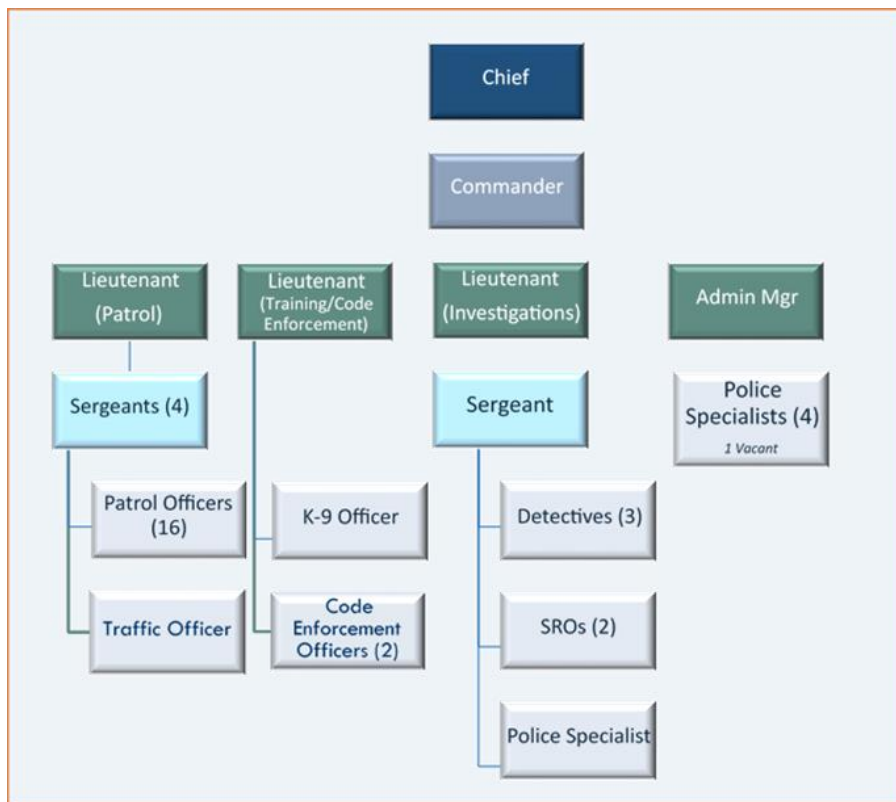


Figure 1 - Tumwater Police Department Organization

Each Division has specific duties, as outlined below in Table 1.

Patrol	Investigations	Training/Code Enforcement	Administration
<ul style="list-style-type: none"> <li>• 911 and non - emergency call response</li> <li>• Mental health response</li> <li>• Collision investigations</li> <li>• Traffic enforcement</li> <li>• Panic/ Security alarm response</li> <li>• Community events &amp; visits</li> <li>• Business checks</li> <li>• Area checks</li> <li>• Misdemeanor crime investigations</li> <li>• Protection Order service</li> <li>• First aid &amp; overdose response</li> <li>• Welfare checks</li> </ul>	<ul style="list-style-type: none"> <li>• Major crime investigations</li> <li>• Community safety education</li> <li>• Background Investigations</li> <li>• Independent Investigation Team</li> <li>• investigations</li> <li>• Department Public Information social media</li> <li>• School Resource Officer program</li> <li>• Student/ staff safety</li> <li>• Student education</li> <li>• Student interaction</li> <li>• Evidence processing</li> <li>• Evidence room management/ auditing</li> </ul>	<ul style="list-style-type: none"> <li>• Department training planning</li> <li>• In- service training management</li> <li>• External training scheduling</li> <li>• Training instructor supervision</li> <li>• Certification oversight</li> <li>• Officer on-boarding</li> <li>• Basic Law Enforcement</li> <li>• Academy preparation</li> <li>• Field Training Officer program management</li> <li>• Inventory of equipment</li> <li>• Code Enforcement response</li> <li>• Transport of arrestees to jail and court</li> <li>• K9 program</li> </ul>	<ul style="list-style-type: none"> <li>• Customer service &amp; reception</li> <li>• Records dissemination to:</li> <li>• Prosecutors</li> <li>• CPS/APS</li> <li>• Other criminal justice agencies</li> <li>• Public disclosure requests</li> <li>• NCIC entry for Protection</li> <li>• Orders, Warrants, Stolen Property</li> <li>• Firearms transfer background checks</li> <li>• Concealed Weapons Permit processing</li> <li>• Crime statistics</li> </ul>

Table 1 - Tumwater Police Department Division Responsibilities

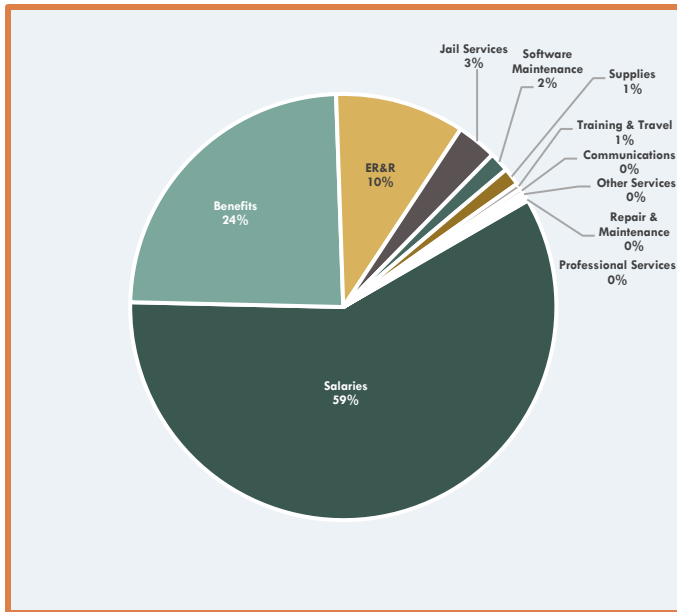


Figure 2 - 2019 Tumwater Police Department Budget

## Police Department Budget and Staffing

The Tumwater Police Department Operating Budget for 2020 is \$8,045,550. The primary funding source for the Police Department is from general tax revenue, primarily property tax, sales tax and business taxes and fees. In 2009, Tumwater voters approved a special public safety property tax levy that pays a portion of the Department’s operating expenses. About \$30,000 in grants are received from the State and Federal governments each year. The City also receives about \$140,000 each year from the Tumwater School District to pay for a portion of the School Resource Officer Program.

replacements (ERR), jail services, software, and fuel and equipment. The breakdown of Department expenses is shown in Figure 2.

The majority of the budget is for salaries and benefits for staff. Other major expenses include vehicle and equipment rental and

In addition to the operating budget, the 2011 special levy also is being used to retire a loan for an expansion of the police station that was completed in 2013. That debt will be paid off in 2022.

The Tumwater Police Department currently has 33 commissioned officers, which includes two command staff. At a population of 24,840 this equates to 1.33 commissioned officers per thousand population. A long-standing national standard for officers per thousand population has been 2.00. While this ratio is still cited as a standard, figure 3 shows the actual ratios achieved by Thurston County law enforcement agencies for the past forty years. As shown in this figure, Tumwater’s staffing is consistent with Lacey and Olympia. It is also consistent with other cities throughout Washington State, where the average ratio is 1.30 commissioned officers per thousand population.

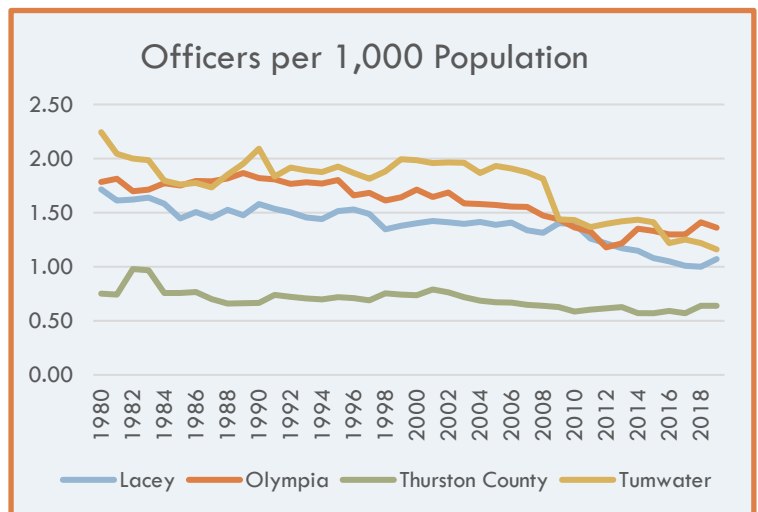


Figure 3 – Officers Per 1,000 Population

## Police Officer Hiring Process

Tumwater strives to hire officers of the highest moral character, aptitude, abilities, and diversity. The hiring of Police Officers is governed by RCW 41.12. This statute requires cities like Tumwater to establish a Civil Service Commission to oversee the hiring process for police officers to ensure it is fair and impartial, and results in qualified candidates competing for positions.

Under State Law, people applying to be a Police Officer must be a citizen of the United States of America or a lawful permanent resident who can read and write the English language. Tumwater Civil Service rules further require that candidates must have the equivalent of a high school education, be 21 years of age, have no felony or domestic violence convictions, and possess a valid Washington driver's license at the time of appointment. Experienced officers applying for a transfer to Tumwater must have two years of policing experience.

### Attributes Tested in the Police Exam

Cognitive Ability  
 Personality  
 Biodata  
 Integrity  
 Situational Judgement  
 Intercultural Sensitivity

Each candidate must take a written, oral, and physical test. The City contracts with Public Safety Testing (PST) to conduct the written and physical testing. The written test proctored by PST is multi-faceted and responsive to the current issues of diversity, equity and inclusion. The test scores are certified by a Civil Service Commission consisting of three residents of Tumwater appointed by the Mayor to oversee, among other things, the recruitment, testing and appointment of Police and Fire Department candidates. All candidates must pass a rigorous background check, polygraph exam, psychological exam, and medical screening process. The entire hiring process takes 4-6 months, from application to date of hire.

In recent years, the Tumwater Police Department has made a concerted effort to diversify its commissioned officers.

Currently, the overall Department workforce is 75% male and 25% female. Commissioned officers are 85% male and 15% female. The racial composition of the Department is illustrated in Table 2.

	Tumwater Population (1)	All Police Employees	Commissioned Officers
<b>White</b>	79%	87.19%	85%
<b>Hispanic</b>	6.7%	9.96%	12%
<b>Asian</b>	4.0%		
<b>African American</b>	1.7%	2.85%	3%
<b>Hawaiian/Pacific Islander</b>	1.0%		
<b>Native American</b>	0.5%		
<b>Two or more races &amp; Other</b>	7.1%	(1) TPRC 2019 "The Profile"	

Table 2 – TPD Demographics

Successful applicants that are new officers must also complete a 720 hour (18 week) training curriculum at the State of Washington's Basic Law Enforcement Academy in Burien, Washington.

Experienced officers that are applying for a transfer to Tumwater must have completed the Academy or equivalent training if out of State. All new and experienced candidates must then complete a 14 week field-training program within the Department where they are paired with an experienced officer to learn Tumwater's procedures, geography, and policies.

While more rigorous than many Police Departments, this process has resulted in the hiring of highly qualified, highly performing Police Officers that we believe our community can trust to enforce the laws in a fair and impartial manner.

**Recommendation: The Tumwater Police Department should continue to look for opportunities to incorporate the recommendations similar to the Tumwater Fire Department IDEA (Inclusion, Diversity, Equity, Accessibility) Team into its hiring process to expand opportunities for diverse candidates.**

## Police Officer Training

As noted in the previous section, newly hired Police Officers must complete the 18 week training curriculum at the Basic Law Enforcement Academy in Burien, Washington (or equivalent if out of State). This training is mandated by Washington State for all city and county entry-level Police Officers. Curriculum consists of coursework such as the Guardian mindset, how to conduct criminal investigations and a review of criminal law, lawful search and arrest procedures, crisis intervention and de-escalation methods, patrol and traffic enforcement, control and defensive tactics, and firearms instruction. Anti-bias policing is also a key component of the Academy training. The Academy follows the Listen and Explain with Equity and Dignity (LEED) model which incorporates academic research-based concepts of procedural justice that can be boiled down to these four "pillars": 1) a voice in the process, 2) transparency in the decision-making process, 3) neutrality in the decision-making process, and 4) respect for the person's rights and dignity. Additionally, the Academy curriculum includes courses in crisis intervention techniques (CIT), de-escalation, and intercultural sensitivity. Candidates who successfully complete the Basic Law Enforcement Academy are certified by the State as peace officers.

To maintain their core skills, our officers complete 60 hours of internal training each year. The police department utilizes reality-based scenarios during training. The scenarios are designed to hone officers' de-escalation skills as a means to avoid progressing to the use of force. De-escalation skills entail applying crisis intervention strategies, understanding and respecting cultural differences, recognizing implicit bias, and communicating effectively in a stressful environment. Additionally, as part of the annual evaluation process, officers and supervisors identify career development goals. To meet these goals, officers, over their careers, will attend a variety of external training courses. Learning and investing in people are core values for the City and results in a quality police force. Table 3 shows the external training courses attended by TPD personnel in 2019.

Training is time intensive and can take time away from assigned duties. To the extent possible, training is scheduled during an officer’s working hours. When necessary, training occurs on overtime, which can be a significant expense that is closely monitored. One of the goals of advanced police officer training is to develop instructors within the Department, so that training can be accomplished internally. Officers who achieve instructor certification receive premium pay for this responsibility.

Core Skills	Instructor Certification	Career Development	Professional Conferences
<ul style="list-style-type: none"> <li>• Basic Law Enforcement Academy</li> <li>• 1st Level Supervision</li> <li>• Collision Investigation</li> <li>• DV Strangulation Prevention</li> <li>• Homicide Investigations</li> <li>• Assisting Individuals in Crisis</li> <li>• Group Crisis Intervention</li> <li>• Basic Vascular Neck Restraint</li> <li>• DNA Analysis</li> <li>• Workplace Civility</li> <li>• SWAT Training</li> <li>• TASER</li> </ul>	<ul style="list-style-type: none"> <li>• WRAP Restraint</li> <li>• High Risk Vehicle Stop Instructor</li> <li>• Field Training Academy</li> <li>• EVOG/ PIT Instructor</li> <li>• Glock Armorer</li> <li>• Pepper ball Instructor</li> </ul>	<ul style="list-style-type: none"> <li>• FBI National Academy</li> <li>• NW Leadership Conference</li> <li>• Walking the Narrow Road of Leadership</li> <li>• Ultimate Training Officer</li> </ul>	<ul style="list-style-type: none"> <li>• School Resource Officer (SRO) Conference</li> <li>• K9 Conference</li> <li>• International Association of Chiefs of Police (IACP) Conference</li> <li>• Washington Cities Insurance Association (WCIA) Police Chief</li> <li>• Forums</li> <li>• Law Enforcement Information and Records (LEIRA) Conference</li> <li>• Records Management</li> <li>• Conference</li> </ul>

Table 3 - External Training Courses Attended by TPD Personnel in 2019. NOTE: These are examples, not a complete list of training.

**ACTIVE BYSTANDERSHIP for LAW ENFORCEMENT (ABLE Project)**

Coming to the forefront of the national dialogue about policing is the public demand for police intervention during excessive use of force. Intervention is part of most law enforcement policy, but nationally, training in the actual implementation of intervention has been nearly non-existent.

The ABLE project is a program based out of Georgetown Law and stands for Active Bystandership for Law Enforcement. The goal of the program is to prepare officers to successfully intervene to prevent harm and create a culture that supports peer intervention. In summary, it gives police officers tools to better protect themselves, the organization and the communities that they serve. It also provides training to allow for intervention at all levels before a situation becomes critical. The program is based on the extensive training concept from Dr. Ervin Staub and successful implementation by the New Orleans Police Department, under the title of EPIC.

To enter the program, an agency is required to agree to 10 identified standards, the second of which is “Meaningful Training”. This is defined as 8 hours of initial training and 2 hours of annual refresher training for each officer within the department. We would additionally recommend extending the training to all non-commissioned staff, as well, to better establish the cultural changes throughout the organization.

The TPD believes the ABE project is a crucial area of improvement for law enforcement and we would like to be on the leading edge in Washington. This project is gaining national attention, with the Washington State Criminal Justice Training Commission having been recently accepted into the project.

With 40 departmental members, the initial training would be an additional 320 hours, the majority of which will require overtime in order to maintain staffing levels. The estimated cost would be approximately \$16,000.

#### ABLE Program Standards

1. Community Support
2. Meaningful Training
3. Dedicated Coordination
4. Program Awareness
5. Accountability
6. Officer Wellness
7. Reporting
8. Measuring Officer Perceptions
9. Follow-Through
10. Paying It Forward

#### Recommendations:

**The City should commit to the standards of the ABE Project including the requirements for training at a cost of \$16,000**

**Extend ABE training to all department personnel to better establish cultural changes throughout the Department.**

### Washington State Initiative 940 (LETCSA)

In 2018, the voters of Washington State approved Initiative 940 (I-940), currently known as the Law Enforcement Training and Community Safety Act (LETCSA). The measure mandates first aid training and requires the state Criminal Justice Training Commission to consider the following when developing police training curriculum:

- Patrol and interpersonal communication tactics that use time, distance, cover, and concealment to avoid escalating situations that lead to violence;
- Alternatives to jail booking, arrest, or citation in situations where appropriate;
- Implicit and explicit bias, cultural competency, and the intersection of race and policing;
- Skills to interact with people with disabilities or behavioral health issues;
- Shoot or don't shoot training;
- Alternatives to using deadly force;
- Policing and mental health bias and stigma; and
- Using public service to provide positive interaction between officers and communities to build trust and reduce conflicts.



The initiative specifies that officers must receive a minimum of 40 hours of training every three years. Once the standards are set and the courses have been established, the training must be completed by 2028. This is an unfunded mandate with no consideration given for the annual skills training already required as outlined above. Given the current environment surrounding law enforcement, Tumwater’s goal is to have every officer complete this training by the end of 2021. This means the majority of the LETCSA training will require overtime to complete, approximately \$90,000. Some of the costs could be mitigated if a portion of the training is developed in an on-line format.

In addition to the training requirements, LETCSA requires a completely independent investigation where the use of deadly force by a police officer results in death, substantial bodily harm, or great bodily harm. The law also requires the presence of community representatives to ensure investigation transparency. Tumwater has joined with Lacey, Olympia, and Yelm to create an independent investigation team. Next steps include the selection of community representatives by each jurisdiction. These community members will participate in the selection of team investigators, observe the investigation, review media releases prior to any release and be present during briefings of the Chief of Police of the involved agency.

**Recommendations:**  
**With the new requirements under LETCSA, and the need for intervention training, additional budget should be provided to enable officers to complete all required training in a timely manner at a cost of \$91,200**

## Police Department Data Collection & Statistics

The Tumwater Police Department collects a wide array of data on its operations. The Department uses the data to direct resources and monitor performance. See Table 4 and Figures 4 - 7 for a sample of the types of data collected.

The TPD collects the majority of its data through the regional law enforcement Records Management System (RMS). Tumwater partners with the cities of Lacey, Olympia, Tenino, and Yelm to share information across city boundaries and the costs of the extensive system. The Law Enforcement Records Management Consortium (“LERMS”) was established in 2005 and Tumwater has chaired the management board for most of that time. The current RMS was implemented in 2013. Since that time the company has been sold

FAST FACTS	
Calls for Service .....	18,096
Arrests .....	1,203
Detective Investigations .....	284
K9 Deployments .....	36
Traffic Stops .....	3,161
Community Contacts .....	5,791
Hours of Training .....	8,044
Pursuits .....	10
Ride-alongs .....	62

Table 4 - TPD 2019 Workload Data

multiple times and the current vendor no longer supports it. LERMS is currently investigating a replacement for this critical software.

### DEMOGRAPHIC DATA

The national conversation has centered on the intersection between race and policing. Data analysis allows the Department to review many of its datasets in coordination with demographics. Figures 4, 5, 6, and 7 break down 2019 Arrests, Traffic Infractions, Field Interviews, and Crime Victims by race. The Department reviews this data annually. While this racial breakdown differs somewhat from the racial breakdown of Tumwater residents, it is important to recognize that resident population statistics are not necessarily representative of people in our community on any given day. Tumwater's population nearly doubles during the day due to the influx of workers and our large retailers draw people from many miles away.

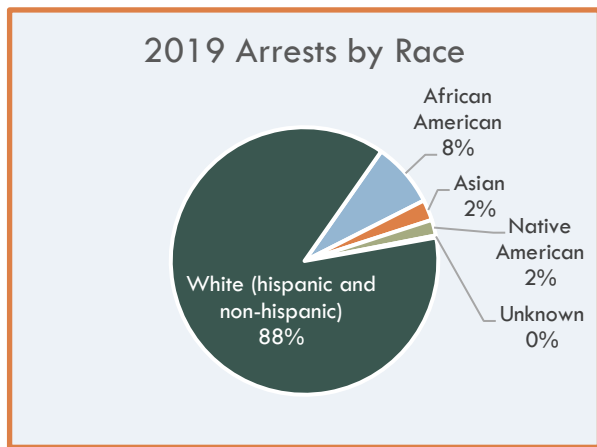


Figure 4 – 2019 Arrests by Race

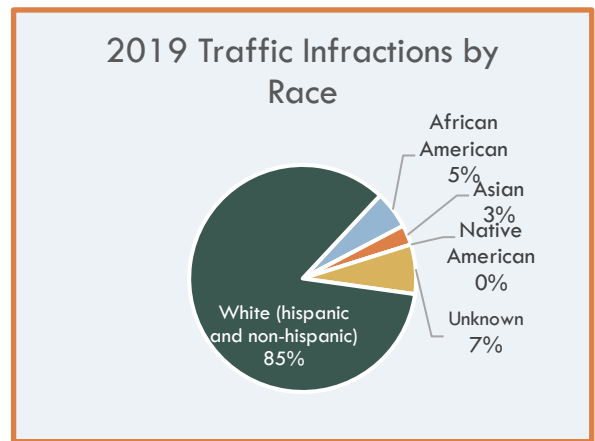


Figure 5 – 2019 Traffic Infractions by Race

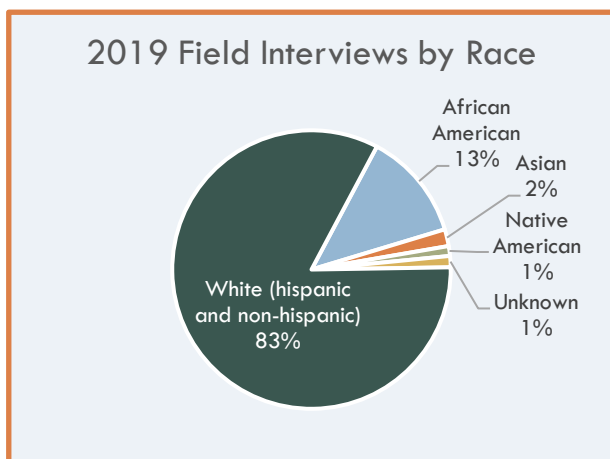


Figure 6 – 2019 Field Interviews by Race

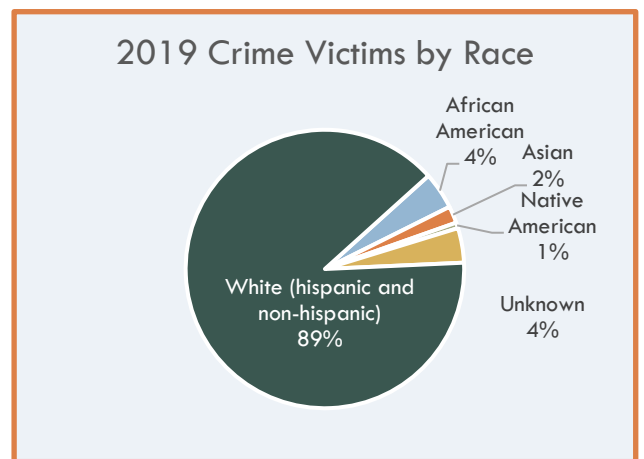


Figure 7 – 2019 Crime Victims by Race

A powerful tool in pursuit of the Department's mission is data analysis. The Department does not currently have staffing with the expertise or capacity to perform this function to the extent it is needed in modern policing. Having a specialist that mines data from the regional records management system (RMS) and other databases would help the TPD identify crime trends and develop suspect profiles. For example, the Department was recently asked to provide data about where arrestees are from. While the information requested is contained within the RMS, it is not readily retrievable without specialized data-mining skills. The position would work closely with the command staff to recommend, develop, and assist in the implementation of data-driven strategies, tactics, policies, programs, and organizational and operational changes. The information extracted by this specialist is also vital to helping us tell its story to the community. This has been a long-range goal for the department for the past two-budget cycles and continues to be listed in the 2021-2022 Council strategic priorities. This position would also be actively involved in the TPD obtaining and then maintaining accreditation.

**Recommendations:**

**Annual presentation of Police data to the City Council Public Health & Safety committee.**

**Approval of a Police Management Analyst position as soon as revenues permit.**

## Community Engagement

In Tumwater, Community Policing is simply “policing”. It is embedded in the TPD culture. Community is the lens through which members view their jobs and their profession. The TPD partners with the people who live, work, and/or raise families in Tumwater to create a safe community.

While many law enforcement organizations have a specific program or department labeled, “Community Policing”, the Tumwater Police Department incorporates the concept of Community Policing in all of its activities. One of the primary values of the Department is Sir Robert Peel's seventh Principle of Policing:

*Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the interests of community welfare and existence.*

## PERSONAL CONNECTIONS

Tumwater officers interact with the community in both formal and informal ways, through scheduled events and everyday interactions. Most visibly, the Department engages the city's neighborhoods, businesses, and organizations through activities such as crime prevention training and homeowner association meetings. Police personnel also engage in most of the City's Special Events.

*Between 2015-2019,  
officers made an average  
of 1,521 informal contacts  
per year*

On a more subtle, and arguably more impactful level, officers connect with the public while going about their regular business. In some instances, that means simply stopping on the street and talking to someone walking by. Other times, officers may pick up a basketball game with neighborhood kids. While on patrol, officers routinely stop in at local businesses to see how they are doing. They visit the City's parks, often getting out of their cars, meeting people who are there, and introducing themselves to the children. The Department also serves as a hub for community support for those in need: various organizations donate hygiene products, gas cards, grocery cards, and other essential goods that are then managed and distributed by the

Department.

Below are some of the activities where Tumwater Police interact with the community. While these have been impacted by COVID and many have been cancelled, the Department is doing what it can to continue these social engagements and plans to continue them once COVID restrictions are lifted:

- **Police Citizens Academy** — This is a free classroom-based course designed to provide residents with a broad understanding of local police services and the criminal justice system and for officers to meet and hear from the community. Commissioned police officers, detectives and other agency representatives participate as instructors, providing a behind-the-scenes look at the police department and hands-on learning experiences over several evenings spread out over a month. In 2020, the Academy was held with social distancing and masks.
- **Community Events** – Tumwater Police Officers participate in numerous community events, providing security and opportunities for positive interactions with the public. This includes for example, the 4th of July Parade and Artesian festival, Brewfest, Easter Egg Hunt, high school football games and Christmas Tree lighting.
- **National Night Out** —National Night Out is an annual opportunity for residents to meet each other in safe neighborhood gatherings throughout the City. Police and City officials strive to visit as many events as possible (about 15 each year) to interact with community members.
- **Officer Education and Outreach** – Businesses, Community groups, home owner associations, apartment complexes and neighborhoods can request a Tumwater police officer and volunteers to discuss crime prevention, personal safety, fraud, and neighborhood safety tips.
- **Police Ride Along** – members of our community are provided an opportunity to learn about Police work first-hand by riding in a patrol vehicles for a few hours with a Tumwater Police officer.
- **Prescription Drop Box** – Offered in partnership with the Thurston County Health Department, a secure drop box is provided at the Police Department for residents to discard unused prescription medicines. Intended to prevent accidental poisonings and intentional misuse of prescription medicines, it has the added benefit of keeping these drugs out of residents' waste and sewage, protecting our groundwater and surface waters.
- **Shop with a Cop** – Shop with a Cop is a program sponsored by Walmart where police officers take youth shopping during the Christmas holiday season.

- School Resource Officers — Tumwater has two school resource officers who support three high schools and two middle schools. Their work focuses on building positive relationships with students, as well as teachers and school administration, to provide a safe learning environment (see the next Section for more information).
- Social Contacts and Field Interviews — Patrol staff engage with members of our community who are outside their houses and apartments, visiting the parks or on a walk.
- Tumwater Community Cares — In this program Police Command staff engage with human service organizations and the faith community to create community connections with law enforcement and gather resources to help community members in need.
- Tumwater SAFE – Started in 2019 in partnership with State agencies in Tumwater, Tumwater SAFE provides safe refuge for anyone who feels threatened, harassed or in-danger. Although the program was originally intended for the LGBTQ+ community, Tumwater wants everyone to feel safe and works with State agencies to post signs and provide procedures to offer refuge to those feeling threatened. It currently includes most City facilities, the Library, and Starbucks. The plan is to expand it to other businesses and the schools in the future.
- Tumwater Youth Program — Tumwater Youth Program (TYP) is a program sponsored by the City's Parks and Recreation Department, providing a safe environment for elementary and middle school students to have fun, socialize with friends, and interact positively with adults. Offered on Friday evenings throughout the school year, Police Officers participate by interacting with students throughout the evening, providing security but also building relationships.
- Walk and Roll – Walk and roll is a program sponsored by Intercity Transit where students from selected elementary schools are encouraged to meet up approximately ½ mile from school and walk or ride their bike to school. It provides an opportunity for students to learn safe practices for walking or biking on and crossing City streets. Officers participate in these events, providing traffic control, and interacting with students, parents and teachers.

### **VOLUNTEER PROGRAM**

The Department has been interested in growing its volunteer program for several years. Right now, the program has one volunteer who does outreach to the HOAs and the business community. Expanding the program could allow the Department to provide services such as victim advocacy or augment capacity throughout the Department.

### **COMMUNITY COMMUNICATION**

Currently, the TPD has a Facebook page that is very popular. However, Facebook is used primarily for emergency communications and community assistance. To interact at the level the community both desires and expects, the Department needs to significantly increase its social media presence. Social media has become the primary communication tool between local governments and their communities. Filling the vacant Front Office position will give the Department capacity to expand its social media presence.

**Recommendations:**

**Tumwater Police Officers should continue to look for opportunities to positively interact with residents and businesses in our community to build trust and relationships.**

**The Department should increase its social media presence to improve communication with the community. Filling the frozen front office position would enhance this ability.**

**The Department should expand its Volunteer Program.**

### School Resource Officer Program

Tumwater has two school resource officers who work collaboratively with the Tumwater School District to provide a safe learning environment for students and staff in the District's schools. They work primarily at Black Hills High School, Tumwater High School, New Market Skills Center, Cascadia High School, Tumwater Middle School and Bush Middle School, with occasional visits to the six elementary schools. The SRO Program is funded by a 2011 City voter-approved public safety levy lid lift, and the Tumwater School District, who expanded the program to two officers in 2017 through a voter-approved school levy.



The Tumwater SRO program follows the National Association of School Resource Officer Triad model. The primary goal of the program is to promote positive interactions between students, staff, and parents with the police to help promote a healthy learning environment and to assist students in graduating. The SROs work to build positive relationships with students to develop a school culture that avoids high-risk behaviors and increases the ability to learn about and intervene in threatening and dangerous situations. SROs work both as an educator and counselor to build self-esteem and self-confidence in students and instill mutual respect despite differences. SROs follow the school district schedule. During school breaks, the SROs work on assignments within the Investigation Division.

The SRO program utilizes a restorative justice program focusing on student accountability, relationship building, and constructive engagement as opposed to handling issues criminally. The District requires consensus of the program by all participants with the primary goal of helping students recognize their mistakes, acknowledging how their actions affected others, and actions they can take to avoid

“The importance of the SRO program is the preventative relationship building. Our SRO’s know kids by name and their families. They have been so helpful in accessing community resources and garnering mental health support for our kids. In working with three districts within several different counties, I have been so impressed with the ‘teaching mindset’ of our TPD SRO’s. They are teacher with a badge. They are here to educate and support our kids. They further our educational program and create a safer school environment.”

*Jeff Broome, Principal, Tumwater High School*

repeating the offense. The goal of the restorative justice program is to handle incidents within the school to avoid punitive actions or restitution. SROs are not involved in school discipline.

When a serious crime occurs in a school, SROs conduct the investigation. These investigations are complex in nature and require the specialized training (e.g. interviewing children) that a detective receives. Arrests occur rarely, with an average of nine arrests per school year throughout the district over the last 3 years. All of these arrests were white students with one Hispanic student. Crimes for which students have been arrested include sex offenses, bomb threats, robbery, burglary, harassment and possession of illegal substances. More than 90% of incidents were able to be resolved without an arrest.

Tumwater’s SROs work closely with TOGETHER’s Community Schools team, connecting struggling students and their families with services to help them succeed. Through a school-based coordinator, this program brings local resources into the school where they are accessible, coordinated and aimed towards the whole student. These human service coordinators are the primary resource to connecting students with other resources in the district and community.

Tumwater’s SRO program is a very effective program that has received local and national recognition for its success. Below are comments received from parents, students, and school staff regarding the value they find with the program:

*...“I have never seen an interaction with a student that was not respectful, caring, and coming from the perspective of adult guidance. Besides the fact his presence is comforting to the vast majority of our students and parents, the relationships he builds carries over into the community.”...*

*Shawn Guthrie, Principal, Bush Middle School*

*... “I have never in my life seen and heard anyone talk so calm, and kind, and bring nothing but compassion and dignity to a person in absolute chaos and crisis...*

*...That kind of care, compassion and patience with a human is a unique balancing act and talent that you cannot teach. His dynamic sense of the situation was so professional the entire time. I felt so grateful that we had had Officer Rollman today...*

*...His skills today were life changing for that girl and also for me. This was an example for all the community members who witnessed the situation on a different kind of policing.”*

*Grace Burkhart, Substance Abuse Counselor, Black Hills High School*

*“Driving is a huge, and serious responsibility to have, and I could be in jail right now if it wasn’t for Mrs. Beattie and Officer Rollman.*

...Having two great people influence your life the way mine did, that's rare. They gave me a choice to do two things: one, get myself together and own up, or two they will take me to court and make me own up there...

...Growing up I always resented cops, knowing if they knew my biological father or knew what kind of family I was related to then they would think the same of me...

Being a cop, damn I never thought I would say that. I want to give everyone I ever meet a second chance like I was given. I want someone to look at me in 20 years and say, damn she gave me a second chance. I knew I had to prove to Officer Rollman that I could do it. He has so much faith in me and every other student he has worked with in making them better and to help them..."

*Student, Tumwater High School*

...“Reasons why removing SRO’s from Bush Middle School would be a mistake:

1. Detective Boling is an amazing addition to Tumwater who treats the children with respect, just like they are his own.
2. While I was a student at Bush, Mr. Boling took care of so many issues including, but not restricted from, drugs, alcohol, disrespectful students, harmful threats, and many more.
3. Mr. Boling is a disciplinary authoritative figure when needed be, but he still gets to know the students and has fun with them as well.” ...

*Student, Bush Middle School*

..... “Crime and school threats are becoming more frequent. I received many emails and voice messages stating a threat had been made on the school. If the SRO’s are removed, I will seriously consider enrolling my child full time home school where I know she will not be in danger. Having Officer Boling at the school gave me peace of mind and my daughter security.”

*Amy Cozier, Parent, Bush Middle School*

“Detective Boling has promoted positive behavior and has made serious efforts in being a calming presence in our hallways and common spaces. He has worked as an intermediary between various channels of community organizations and institutions and the school, and his own personal experience in work and life adds a layer of mentorship for students and staff at times....

...What I have heard is that parents appreciate that a uniformed officer can have conversations with their students to echo messages that are being shared at home and at school to help students learn and grow from their mistakes...”

*Nick Reykdal, Vice Principal, Tumwater Middle School*

**Recommendations:**

**Add an agenda item to the annual Tumwater School Board/City Council meeting to evaluate the efficacy of the SRO program.**

**Because of the value of having access to human services to assist students and families, the City should continue to support TOGETHER! or other providers in making those services available and in partnership with the SROs.**



## Code Enforcement

The City of Tumwater has adopted a municipal code to protect the health, safety and welfare of our community. We often receive complaints concerning public health and safety issues such as abandoned buildings creating attractive nuisances, excessive trash, overgrown vegetation, and inoperable vehicles. These complaints were traditionally investigated and responses coordinated by planners in the Community Development Department. In 2016, the City Council authorized transfer of the responsibility for coordinating code enforcement to the Police Department, who took responsibility for the program in late 2017. The police department was selected because of their expertise in conducting investigations, case management, courtroom testimony, and administrative support. Code violations are now investigated by two half-time police specialists, plus one-half of a position dedicated for administrative support. The TPD’s primary goal is to gain voluntary compliance with the Tumwater Municipal Code (TMC) and to build

TOP 10 CODE ENFORCEMENT COMPLAINTS	
Garbage .....	40
Vegetation .....	40
Feather & Signs .....	34
Vehicles .....	30
RV/Trailer/Boat .....	21
Animals/Rodents .....	19
Buildings/Graffiti .....	10
Trees .....	8
Business Operations .....	7
Fences/Sheds .....	6

Table 5 – Top 10 Code Enforcement Complaints



Code Enforcement Case

community relations.

Enforcement action is the last option. While the primary responsibility rests within the police department, the success of the program is achieved through on-going partnerships with other City departments (Community Development, Transportation & Engineering, Water Resources & Sustainability, Fire, and Legal.) Table 5 provides a summary of code compliance complaints since the responsibility was transferred to the department.

When trying to achieve compliance, violators are provided several opportunities to correct a situation (see Figure 8). If the property remains out of compliance, fines and civil court action are additional remedies the City has to remedy the situation.

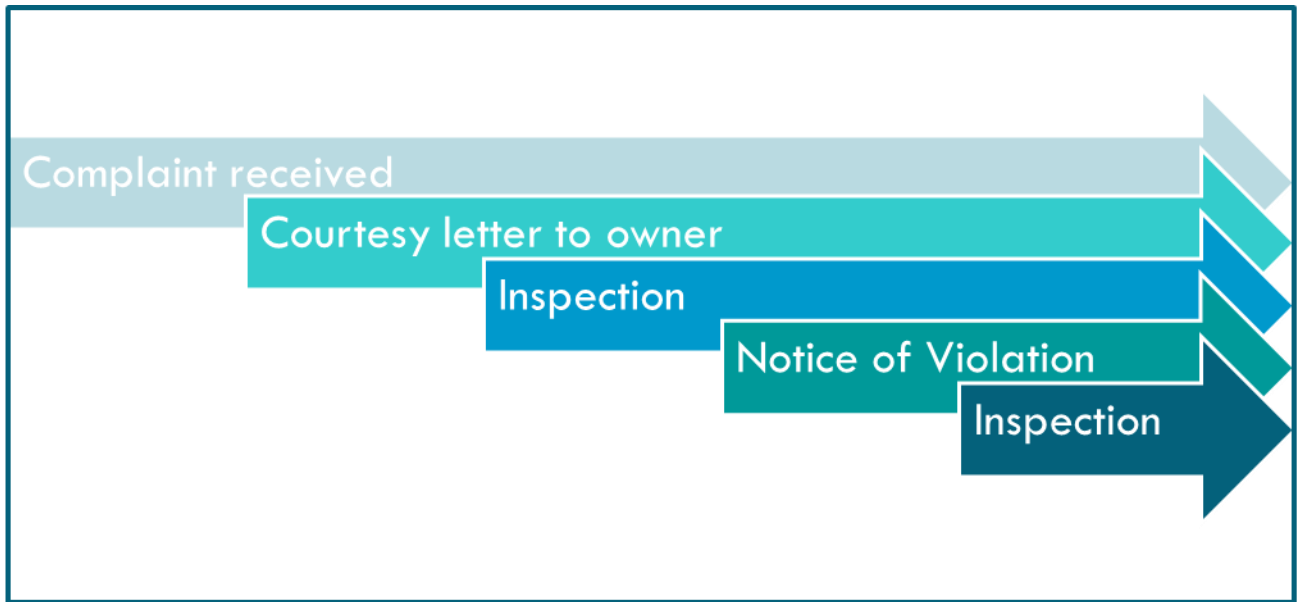


Figure 8 - Code Enforcement Process

The three most involved cases to date are a residential property on 54<sup>th</sup> Avenue SW (excessive trash, abandoned vehicles and drug activity), residential property on Troser Road (illegal buildings, sewage issues, excessive garbage) and the Brewery (break-ins, vandalism, stolen property, fires). At the 54<sup>th</sup> Avenue property, the City hired a contractor to remove accumulated debris. A lien was placed on the property in order to recover the City’s expenditures when the property sells. (The property recently sold and the City has been contacted regarding payment of the lien.) Slow progress is being made with the Troser Road property and code enforcement continues to work with the owner to secure a voluntary correction agreement. We continue to work with the brewery owner who has signed a voluntary correction agreement to maintain the property, but to date not all issues have been remedied.

**Recommendations:**

**The Department should provide an annual update to the Public Health and Safety Committee about Code Enforcement.**

**Update the City webpage to clarify options for reporting code violations.**

## Complaints

The Tumwater Police Department takes seriously all complaints regarding the service provided by the Department and the conduct of its members. The public can initiate a complaint in person, by phone, or via email. While some come to the department, complainants are encouraged, but not required, to complete a form to ensure we have sufficient information. The forms are available at the department, upon request, and on the City’s website. The Department accepts and addresses all complaints of misconduct, including those submitted anonymously. It is the policy of the department to ensure that the community can report misconduct without concern for reprisal or retaliation.

Complaints are investigated according to department Policy 332 and in consideration of any applicable federal, state and local laws, municipal and county rules, the requirements of the collective bargaining agreement, and any subsequent memorandum of understanding.

When a complaint is received, the supervisor taking the complaint discusses with the reporting party about how he/she/they would like to see the issue resolved. The complainant is provided the opportunity to choose whether the matter is handled informally or by a formal investigation, as summarized in Figure 9. (However, based on the nature of the complaint a formal investigation may be required). If the supervisor is unable to contact the complainant an investigation could still occur based on the information available. In general, the officer’s supervisor investigates the complaint, followed by a review by the Police Commander who recommends any discipline. The Police Chief makes a final decision on appropriate disciplinary action. The complainant is re-contacted at the conclusion of the investigation and provided with the outcome of the investigation.

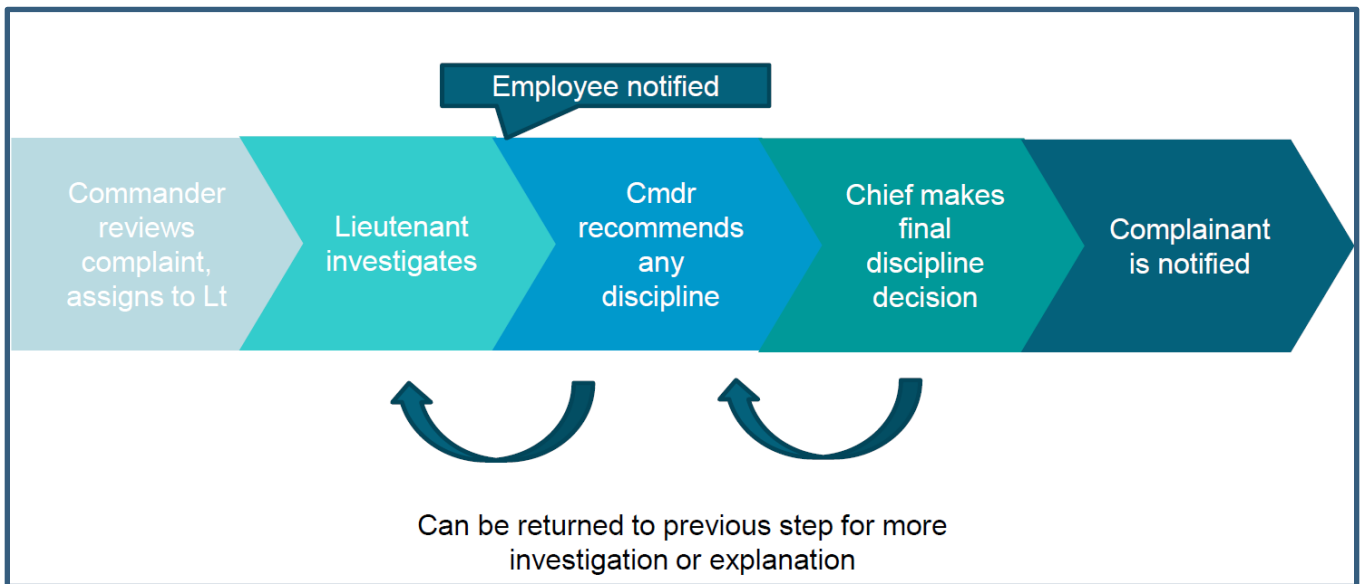


Figure 9 - Complaint review process

There are four potential outcomes of a complaint investigation:

- Unfounded:** The investigation discloses that the alleged acts did not occur or did not involve department members. Complaints that are determined to be frivolous will fall within the classification of unfounded.
- Exonerated:** The investigation discloses that the alleged act occurred but that the act was justified, lawful and/ or proper.
- Not Sustained:** The investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the member.
- Sustained:** The investigation discloses sufficient evidence to establish that the act occurred and that it constituted misconduct.

Table 6 summarizes the complaints received in the last five years (from 2016 through August, 2020). As can be seen from this table, the department receives an average of less than 5 complaints a year, with about half of them originating internally. Internal reports typically are initiated by supervisors that report a potential violation of department policy or procedures. This is a remarkably low level of complaints given that in a typical year there can be 20,000 to 30,000 contacts between officers and persons in Tumwater.

<b>Officer Complaints by Source</b>					
	2016	2017	2018	2019	2020
Internal	4	2	1	1	1
Public	2	4	2	6	0
<b>Investigation Outcomes</b>					
	Total Number	Exonerated	Unfounded	Not Sustained	Founded
Internal	9	0	0	0	9
Public	14	9	5	0	0

*Table 6 - Source & Outcomes of Officer Complaint Investigations*

If a complaint is sustained, the employee may be subject to disciplinary action. There are a range of possible actions, from least serious to most serious:

- Verbal Counseling
- Written Reprimand
- Suspension without Pay
- Reduction in Rank
- Disciplinary Reassignment (resulting in reduction in pay)
- Termination

Discipline must be progressive in nature and proportional (minor violations equal minor discipline; major violations result in higher discipline). Prior offenses must be considered when determining what discipline is appropriate.

Officers subject to potential discipline have certain rights: by collective bargaining agreement, they must be given 48 hours' notice prior to an interview; interviews must be scheduled at a reasonable hour; the employee can seek representation by the Police Officers' Guild and a lawyer; interviews must be civil, with no promises or threats; the officer must be provided reasonable intermissions during the interview; and, the office must be told of the outcome of the investigation, any discipline, and provided a copy of the investigative file. These processes are typical across police agencies.

If the outcome of the investigation is discipline, the officer has the right to appeal the decision either through the Civil Service Commission or an Arbitrator. Decisions by the Civil Service Commission can be appealed to the court. A decision by an Arbitrator is final and cannot be appealed.

**Why 48 hours?**

*During Administrative investigations, officers are compelled to provide a statement, unlike citizens who have the constitutional right to remain silent. Science has consistently shown that when an officer has experienced a traumatic event, their ability to recall improves when some time is allowed.*

**Recommendations:**

**The Mayor should annually review all complaints and disposition of those complaints and report this information to the City Council's Public Health and Safety Committee for review.**

**Update website to make complaint reporting more apparent.**

**Police Equipment**

Police vehicles are essentially mobile offices where officers spend most of their day and they need access to a wide array of equipment: computers, crime scene equipment, traffic control, medical, etc. to be prepared for a range of potential responses. Additionally, their vehicles are used to secure and transport offenders. SUVs are currently the best vehicles for doing this providing enough room for equipment and transport, while maintaining a comfortable environment during a long shift.



Officers carry a number of items on their personal attire. This includes communications equipment, defensive devices and protective gear. Protective vests are worn for protection but also to help distribute the weight of the other equipment they carry on their person.

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Tumwater patrol vehicles are equipped with video cameras and have been for the past 20 years. These cameras are activated any time the emergency lights are turned on. These cameras capture both video and sound. They have been found to be an effective method of recording vehicle stops and, by pointing the vehicle at activity, many other officer interactions. Camera video is managed by the administrative branch of the department. The current cameras have been in use beyond their functional life. They are failing and need to be replaced.



Body cameras have received a great deal of attention nationally due to a number of recent incidents. Tumwater experimented with body cameras several years ago with the motorcycle patrol (no longer active), but the technology at the time was ineffective. Since using them, a number of issues regarding policies on the use of body cameras and management of the massive amounts of data they generate have come to the forefront on a statewide and national basis. The 2021-22 budget directs that the City conduct a study on the efficacy of both vehicle and body cameras.

The Federal Defense Logistics Agency Law Enforcement Support Office (LESO) transfers excess Department of Defense property to federal, state, and local law enforcement agencies within the United States and its Territories. Tumwater Police accesses this resource exclusively for non-weapon items, including rescue/medical equipment (tourniquets), rain gear, binoculars, night vision equipment, fitness equipment, and clothing. The Department has only received storage boxes and tool kits through this program.

### **Recommendations:**

**Affirm that the Department will not obtain any weapons, vehicles or surveillance equipment from the military.**

**Conduct a study and report back to the Council in 2021 on the effectiveness, issues, and costs associated with vehicle and body cameras.**

## **Use of Force**

Officers use a variety of techniques to de-escalate people they encounter who are in crisis. By doing so, they are able to avoid using force in most situations.

Police use of force is governed by the landmark Supreme Court case of *Graham v. Connor*, a Supreme Court ruling issued in 1989 involving police use of excessive force. The court ruled that police use of force complaints are to be analyzed under the Fourth Amendment objective reasonable standard. The Fourth Amendment prohibits unreasonable searches and seizures of citizens. Police use of force is considered a seizure by the courts. All police use of force complaints are tested against that standard, which includes providing a verbal warning whenever feasible before the use of deadly force.

The reasonableness of police use of force must be judged by the perspective of an officer on the scene and must take into account the severity of the crime, the immediate threat posed by a suspect, whether the suspect is resisting arrest, and whether

the suspect is evading arrest. The findings are known today as the Graham Factors and all Tumwater police officers must consider these factors when responding to an incident. The court also found that police use of force cannot be viewed through 20-20 hindsight and only the facts known to the officer at the time may be considered.

### Examples of Uses of Force

- *Pain compliance: control points, counter-joint techniques or hair holds.*
- *Oleoresin capsicum (OC) spray (pepper spray)*
- *Use of a Taser*
- *Impact measures: stunning strikes, punches, or kicks*
- *Impact weapons: baton or flashlight*
- *Kinetic energy projectiles (less-lethal munitions)*
- *Deployment of Police Canine*
- *Use of tear gas or other chemical agents*
- *Vascular Neck Restraint (VNR)*

All Tumwater police officers are trained at the Basic Law Enforcement Academy and receive many hours of de-escalation and use of force training. Following completion of the Academy, officers enter the officer field training program. Additional internal training is provided on de-escalation and use of force. Officers receive annual training on use of force, current case law, trends, policies, and methods for improvements. The department employs scenario-based training where officers

are placed in situations and instructed to solve the situation. If force is used in the scenario, officers must justify those actions and the legal reasoning for use. Scenario-based training is intense and affords officers an opportunity to experience these types of incidents within a controlled training environment.

Police use of force is not defined by any national standard. Rather, each agency determines the definition of use of force under its guidelines and how it is reported and reviewed. In 2012, the department updated standards for both transparency and accountability by reporting all incidents. At the TPD, "Force" is defined as "The application of physical techniques or tactics, chemical agents, or weapons to another person. It is not a use of force when a person allows him/herself to be searched, escorted, handcuffed or restrained (Policy 404.)" Further, "Deadly Force" is defined as "Force reasonably anticipated and intended to create a substantial likelihood of causing death or a very serious injury (Policy 404.)"

### Chokeholds

*Of specific national concern at present is the use of chokeholds as a technique for subduing someone or for gaining compliance. Due to the potential for serious injury, the Tumwater Police Department does not train in this technique. Therefore, the use of a choke hold is prohibited except for those situations where deadly force is authorized and only within the parameters of Washington State law.*

The use of a police dog or K-9 to apprehend a suspect is another type of use of force. TPD began a K-9 program in 2006 and has had only one specially trained handler and two dogs since its inception. The officer has achieved certification as a "master handler" and his second dog joined the department in 2016. This team trains, works, and

## Tumwater Police

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lives together for the entire career of the dog. Police K-9s in Tumwater are used to track missing persons, locate potential evidence, detect narcotics, search buildings, be a deterrent for people fleeing on foot, and to track and apprehend suspects. TPD's K-9 team is certified each year in detection of certain narcotics and tracking. The K-9 is always kept within the officer's vehicle while on patrol and when deployed must be on a leash. The only exception is on a direct take, where the suspect is refusing to stop fleeing and is within vision of the handler and K-9.



TPD Policy 506 describes in detail circumstances where the K-9 may be used. In general, these are dangerous situations where a suspect is posing a threat to the safety of officers or the public, or it is necessary to track or search in an area that is difficult or dangerous for the officer to access (heavy brush, unsecured building). The K-9 must always be under the direct control of the handler and must order the dog to release or remove the K-9 from the bite as soon as the suspect no longer reasonably appears to present a threat. If the K-9 bites someone, the officer must offer to render first aid and document the area bitten. Any bite is considered a Level II use of force and is reviewed by the Use of Force Review Board. All deployments, regardless of the outcome, of the TPD K-9 are reported and tracked.

The Department conducts an internal review of each use of force incident. The Commander conducts an administrative review to ensure the action aligns with policy and procedures. If the use of force involves any action beyond restraint holds and takedowns, a Review Board is convened by the Commander. The Review Board is composed of the Police Commander, Patrol Lieutenant, a representative from the Police Guild, and subject matter experts (certified instructors.) All Board recommendations are sent to the Chief for final approval.

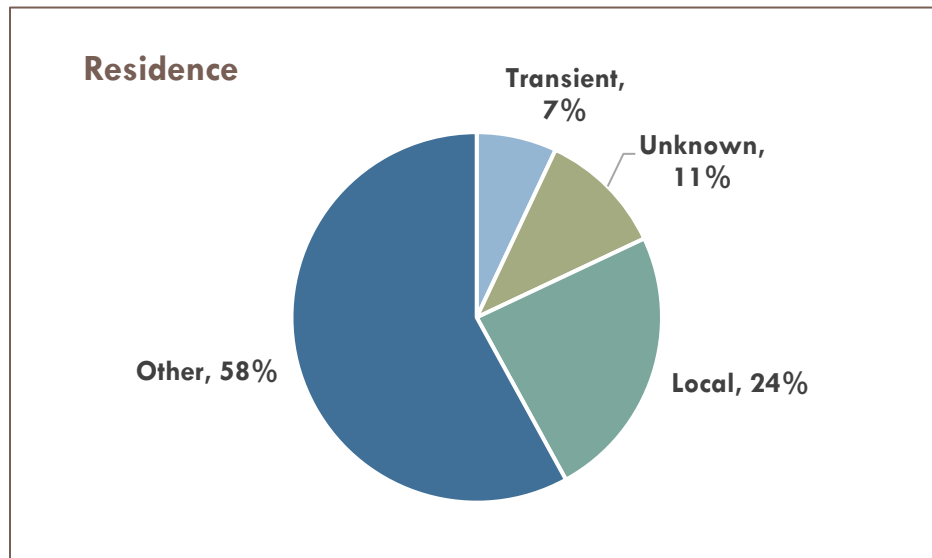
In 2017, the Department began contracting with Police Strategies, a subscription service company to assist in analyzing use of force incidents. The primary data systems include the Police Force Analysis System (PFAS) and Police Force Analysis Network (PFAN). PFAS is a relational database that contains 150 fields of information extracted from law enforcement agencies' existing incident reports and officer narratives. PFAS uses data visualization software to display the information on dynamic dashboards, which can be used by police management to identify trends and patterns in use of force practices and detect high risk behavior of individual officers. Tumwater is the only agency in Thurston County currently using this database.

Once the system was acquired, the department provided use of force reports reaching back to 2014. Subsequently, raw data is submitted to Police Strategies at the end of each year, where incident descriptions are translated into numeric data points with the data received by the department the following April.

Between 2014 through 2019, the company has processed 296 incidents involving use(s) of force. The data received assists the department in understanding how use of force has been deployed. It also enables the department to determine where problems are occurring in the community. The summary report, which is reviewed annually by the Police Chief and Commander, is reviewed for appropriateness of the level of force used within the department and by individual officers. A small sample of facts from the summary report in 2019: the department used force most often in the months of February and September; the day of the week with the most incidents was Tuesday; nearly half of



the force incidents occurred on the street; and, 65% of the incidents involved non-Tumwater residents (see Figure 10). The system enables the department to compare Tumwater’s statistics with some 90+ other agencies located throughout the country.



*Figure 10 - Chart from Police Strategies*

However, statistics and graphs do not provide context for the data. For example, one chart shows that Tumwater police use force at a higher rate than other agencies who subscribe to this service. (Currently, a small percentage of law enforcement agencies in Washington, as well as the nation, subscribe.) This data point also does not capture the differences in reporting practices about uses of force. As noted above, Tumwater reports all use of force incidents while other agencies do not. While it appears Tumwater uses force at a higher rate, the context behind the statistic is that while Tumwater is quicker to use force, the force used is at a lower level. The result is fewer injuries to subjects as well as officers.

The Police Force Analysis System is a comprehensive view of the Department’s uses of force over time necessary for trend analysis. However, the public’s interest in use of force is more immediate and specific. In order to meet the community’s expectation of transparency, the Department needs to communicate about use of force regularly and in an easy-to-understand format. The Management Analyst position outlined earlier in this report, would give the Department the expertise and capacity to fill this need.

**Recent Actions:**

**Implemented use of Police Force Analysis System to add independent external review of the TPD uses of force and to provide in-depth trend analysis.**

**Updated Policy 404 to move Vascular Neck Restraints to a deadly force encounter.**

**Updated Policy 404 regarding the duty to intervene requirement when members observe an officer using excessive force.**

**Recommendation:**

**Update Policy 404 to specifically address chokeholds.**

**Upon completion of the annual review by the Police Chief and Commander of use of force, this information should be presented to the Council's Public Health and Safety Committee for review.**

## **Mental Health Response**

Tumwater Police are frequently called to respond to situations where a person is undergoing a mental health crisis. Tumwater Police do not have consistent access to a mental health professional to help them with such incidents. Often they work to connect the individual with their counselor or family to help them through the crisis. This can be very time consuming, removing the officer from the ability to respond to other calls, sometimes for hours. Depending on the situation, delays may endanger the individual, officer, or the public.

If no other help is available, the only other alternative is for the officer to take the person to St. Peter's Hospital for evaluation and treatment. However, the hospital is not able to provide long term treatment and often releases the person after diagnosis and administering of treatment (typically prescription medicine). People without a support system to counsel them and remind them to take their medication will often experience a relapse, requiring yet another response by the police, starting the cycle over again.

There are two facilities in Tumwater operated by Behavioral Health Resources for treatment of people with mental health issues. However, these facilities are not available for use by the Tumwater Police Department and are often a source of calls for service themselves.

A few jurisdictions have access to mental health counselors that can respond to non-violent situations. For example, Olympia has a team of individuals that works with their police department to respond to situations not requiring a uniformed response. Their service area has expanded outside of downtown Olympia where they started to now serve the entire City. They are not available 24 hours/day. Other models of direct human service response are being explored in the Fire and Emergency Medical

Service in Thurston County. Nationally, several different models have been developed. It is unlikely that Tumwater would have the demand or the resources available to support a full-time program. The City could consider introducing a regional approach to mental health response.

**Recommendation: Explore regional model for alternative response to mental health and human service calls.**

## No Knock Warrants

A “no-knock” warrant is an order issued by a judge under a very specific set of circumstances allowing entry into a residence without pre-entry notification to occupants. These are rarely issued in Washington State and would only be requested for the recovery of critical evidence or preservation of life, such as in a hostage rescue or in the recovery of an abducted person. In addition to review by a District or Superior Court judge, the Thurston County Prosecutor’s Office must approve the warrant application before it is presented to the judge.

While service of such warrants is technically allowed under Police department policy, no no-knock warrants have been served by Tumwater Police in the last 25 years. On the very rare occasions a no-knock warrant would be issued, the serving agency will almost always be the Thurston County Sheriff’s Office who would utilize the county SWAT team.

**Recommendations:**

**Update policy to reflect that the application for, and use of, a no-knock warrant may only be done with the approval of Police Chief.**

**Update policy to reflect that officers must be in uniform & clearly identify themselves as law enforcement officers when serving a no knock warrant.**

## Immigration & ICE (U.S. Immigration & Customs Enforcement)

The Department updated its Policy 570 to reflect the community’s standards that our members shall not:

- Collect information about someone's immigration status.
- Detain someone solely for immigration purposes.
- Provide information to federal immigration authorities for civil immigration enforcement.
- Allow immigration officials to interview people who are in custody regarding immigration matters.

Additionally, School Resource Officers shall not:

- Inquire or collect information about an individual's immigration or citizenship status, or place of birth.
- Provide information pursuant to notification requests from federal immigration officials for the purposes of civil immigration enforcement, except as required by law.

The City Council also adopted a resolution in 2017 affirming Tumwater is a welcoming city for people from all backgrounds.

## Crowd Control

The Tumwater Police Department protects the rights of people to peaceably assemble under the Constitution's First Amendment. It is Department policy to not unreasonably interfere with, harass, intimidate or discriminate against persons engaged in the lawful exercise of their rights, while also preserving the peace, protecting life and preventing the destruction of property. ([Policy 495.2](#))

Crowd dynamics is one of the more complex issues that police officers can encounter. Although the goal is to gain compliance through positive interactions, prior to and during an event, it is recognized that is not always achievable. When property damage and/or violence towards others occurs it is the duty of the Tumwater Police Department to intervene. This intervention can take many forms, including the use of less lethal tools when necessary.

Tear gas or other aerosols may be used for crowd control and crowd dispersal based on the circumstances. Only the Chief of Police, Commander or Incident Commander may authorize the delivery and use of tear gas (or other aerosols), and only after evaluating all conditions known at the time and determining that such force reasonably appears justified and necessary. ([Policy 418.6](#)).

Prior to deploying any chemical munitions, a clear standardized announcement should be made to the crowd that the event is an unlawful assembly, and should order the dispersal of the participants. The announcement should be amplified, made from multiple locations in the affected area and documented by audio and video. The announcement should provide information about what law enforcement actions will take place if illegal behavior continues and should identify routes for participants that want to egress. A reasonable time to disperse should be allowed following a dispersal order. (Policy 495.6)

## DWLS3

In response to changes in the criminal justice system, the police department understands that some Driving While License Suspended in the 3<sup>rd</sup> Degree (DWLS3) drivers have been suspended due to financial constraints and are not a risk to the public. In 2018, the Mayor, after consultation with the City Council, instructed the police department to use the following parameters when encountering a DWLS3 driver:

1. The defendant has five (5) or more prior criminal convictions or committed findings for the following DWLS-type crimes: DWLS 1st, DWLS 2nd, DWLS 3rd, and/or NVOL without ID; or
2. The defendant has any prior convictions for Vehicular Homicide, Vehicular Assault, Attempting to Elude a Pursuing Police Vehicle (Eluding), or Hit & Run Injury or Death; or

## Tumwater Police

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3. The defendant has a prior conviction for Driving Under the Influence, Physical Control, Reckless Driving, or Hit & Run Attended within the previous five (5) years; or
4. The defendant demonstrates blatant disrespect or disregard for the laws of the State of Washington and/or those who enforce the laws of the State of Washington.

The Mayor, understanding these cannot be applied to every situation in terms of preserving community safety, has authorized officers to operate outside of these parameters in special circumstances where the driver poses an articulable risk to the public.

**Recommendation: Include DWLS3 arrest data in annual report to the Public Health & Safety Committee.**

## Appendix 1

# Summary of Recommendations

### Section 1 Police Department Philosophy & Mission

**Recommendation:** Post the Police Department's Mission Statement and Philosophy on its website so that the public is more aware of the Department's guiding principles.

### Section 4 Police Officer Hiring Process

**Recommendation:** The Tumwater Police Department should continue to look for opportunities to incorporate the recommendations similar to the Tumwater Fire Department IDEA (Inclusion, Diversity, Equity, Accessibility) Team into its hiring process to expand opportunities for diverse candidates.

### Section 5 Police Officer Training

**Recommendations:**

The City should commit to the standards of the ABE Project including the requirements for training at a cost of \$16,000.

Extend ABE training to all department personnel to better establish cultural changes throughout the Department.

### Section 6 Washington State Initiative 940 (LETCSA)

**Recommendation:** With the new requirements under LETCSA, and the need for intervention training, additional budget should be provided to enable officers to complete all required training in a timely manner at a cost of \$91,200

## Section 7 Police Department Data Collection & Statistics

**Recommendations:**

**Annual presentation of Police data to the City Council Public Health & Safety committee.**

**Approval of a Police Management Analyst position as soon as revenues permit.**

## Section 8 Community Engagement

**Recommendations:**

**Tumwater Police Officers should continue to look for opportunities to positively interact with residents and businesses in our community to build trust and relationships.**

**The Department should increase its social media presence to improve communication with the community. Filling the frozen front office position would enhance this ability.**

**The Department should expand its Volunteer Program.**

## Section 9 School Resource Officer Program

**Recommendations:**

**Add an agenda item to the annual Tumwater School Board/City Council meeting to evaluate the efficacy of the SRO program.**

**Because of the value of having access to human services to assist students and families, the City should continue to support TOGETHER! or other providers in making those services available and in partnership with the SROs.**

## Section 10 Code Enforcement

**Recommendations:**

The Department should provide an annual update to the Public Health and Safety Committee about Code Enforcement.

Update the City webpage to clarify options for reporting code violations.

## Section 11 Complaints

**Recommendations:**

The Mayor should annually review all complaints and disposition of those complaints and report this information to the City Council's Public Health and Safety Committee for review.

Update website to make complaint reporting more apparent.

## Section 12 Police Equipment

**Recommendations:**

Affirm that the Department will not obtain any weapons, vehicles or surveillance equipment from the military.

Conduct a study and report back to the Council in 2021 on the effectiveness, issues, and costs associated with vehicle and body cameras.

## Section 13 Use of Force

**Recent Actions:**

Implemented use of Police Force Analysis System to add independent external review of the TPD uses of force and to provide in-depth trend analysis.

Updated Policy 404 regarding VNR applications – moved to deadly force encounters.

Updated Policy 404 regarding the duty to intervene requirement when members observe an officer using excessive force.



**Recommendations:**

**Update Policy 404 to specifically address chokeholds.**

**Upon completion of the annual review by the Police Chief and Commander of use of force, this information should be presented to the Council's Public Health and Safety Committee for review.**

## Section 14 Mental Health Response

**Recommendation: Explore regional model for alternative response to mental health and human service calls.**

## Section 15 No-Knock Warrants

**Recommendations:**

**Update policy to reflect that the application for, and use of, a no-knock warrant may only be done with the approval of Police Chief.**

**Update policy to reflect that officers must be in uniform & clearly identify themselves as law enforcement officers when serving a no knock warrant.**

## Section 16 – DWLS3

**Recommendation: Include DWLS3 arrest data in annual report to the Public Health & Safety Committee.**

## Appendix 2

### POLICE POLICY MANUAL

# Tumwater Police Department

## Policy Manual

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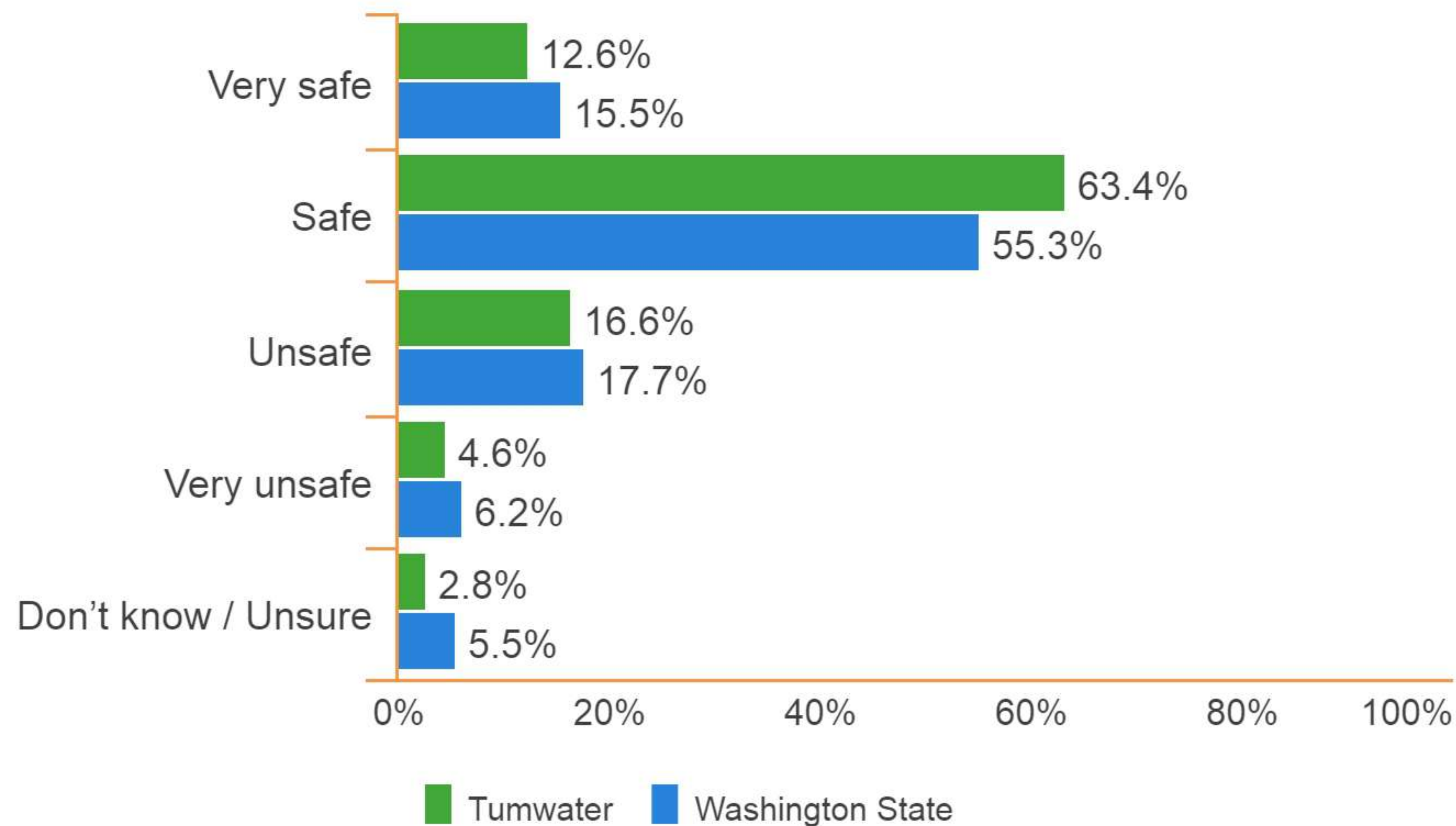
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# Majority of Respondents Feel "Safe" in their Town/City

More than three-quarters of Tumwater respondents, 76.0%, indicated they either feel "very safe" (12.6%) or "safe" (63.4%) in Tumwater (compared to 70.8% Washington State benchmark). Of those who reported not feeling safe, the top reason was "high crime/corruption/violence" (37.3% Tumwater and 49.6% Washington State benchmark), followed by those who "expressed multiple reasons" (16.9% Tumwater and 6.3% Washington State benchmark) and "less police presence/defunding police/laws not enforced" (11.6% Tumwater and 8.3% Washington State benchmark).

**Q** In general, how safe do you feel in your town/city?

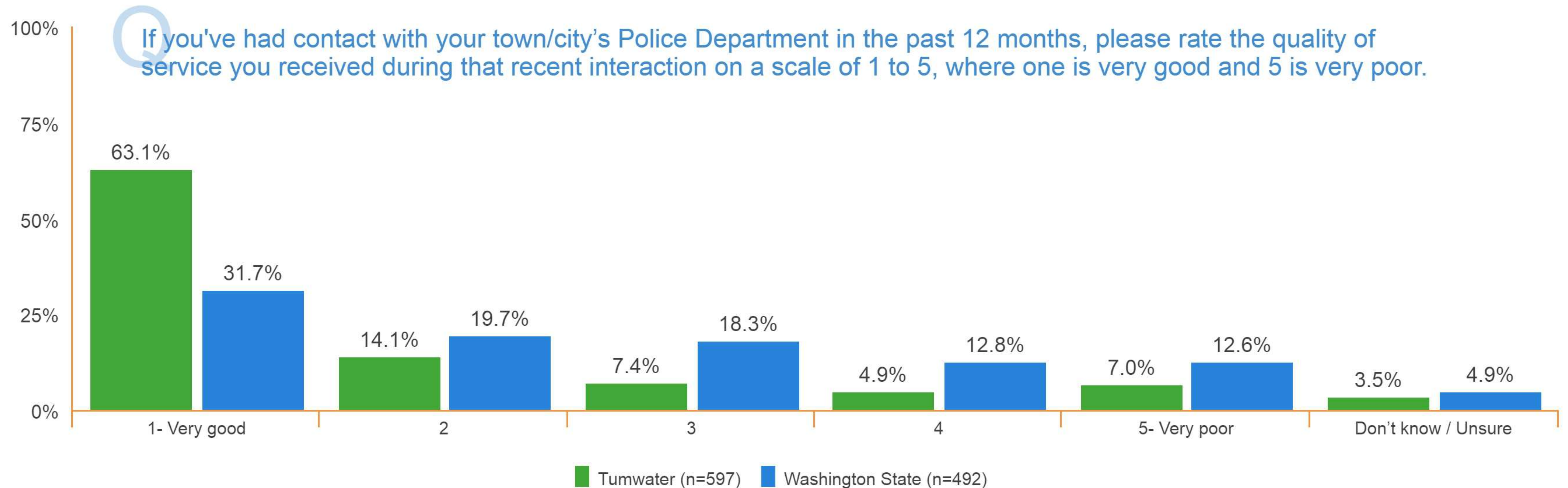


**Q** Why do you feel unsafe in your town/city? (Top-10 Shown)

	Tumwater	Washington State
High crime / corruption / violence	37.3%	49.6%
Expressed multiple reasons	16.9%	6.3%
Less police presence / defunding police / laws not enforced	13.0%	10.4%
Homeless population increasing	11.6%	8.3%
The people / my surroundings	7.7%	8.8%
Poor police department (not trustworthy, etc.)	3.2%	1.3%
Other	3.2%	2.9%
Lack of gun restrictions	1.4%	0.4%
Not safe especially at night	1.4%	5.8%
No longer a safe community / changing	1.1%	0.0%

# Tumwater Respondents Rate Police Interactions More Favorably than Benchmark

Of survey respondents who indicated they have had contact with their town/city's Police Department in the past 12 months, 63.1% of Tumwater residents indicated the quality of service they received was "very good" (compared to 31.7% of Washington State benchmark respondents). Also notable, 7.0% of Tumwater residents rated the quality of the interaction as "very poor" (compared to 12.6% of benchmark respondents).



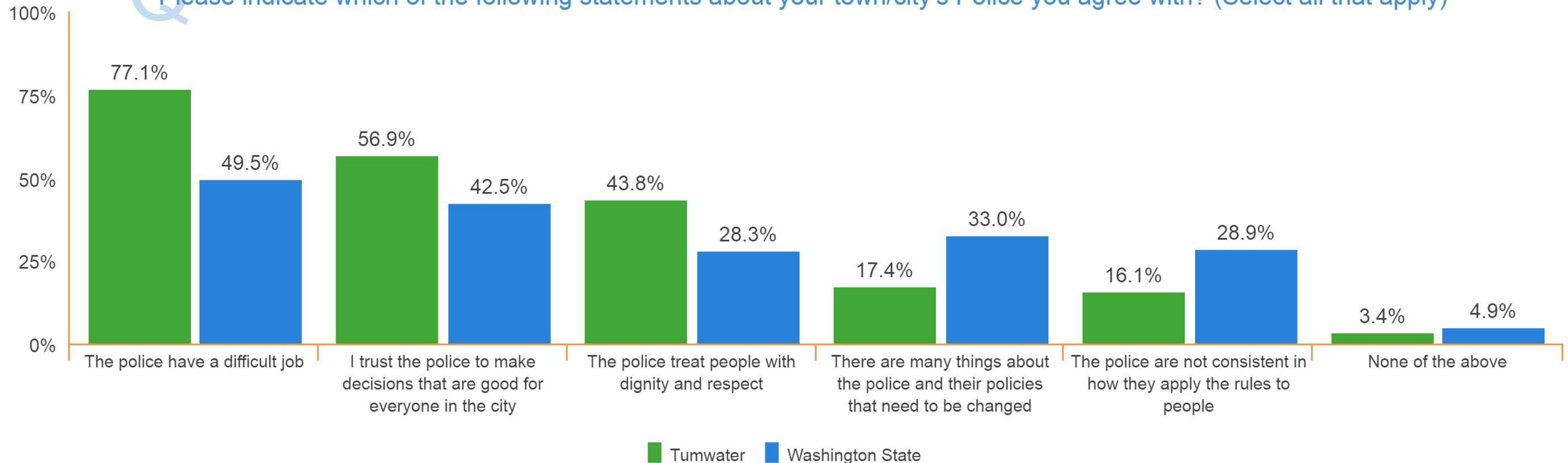


# Majority of Respondents Feel "Safe" in their Town/City

Respondents most frequently agreed “the police have a difficult job” (77.1% Tumwater and 49.5% Washington State benchmark) and “I trust the police to make decisions that are good for everyone in the city” (56.9% Tumwater and 49.5% Washington State benchmark). Lowest levels of agreement were recorded for “there are many things about the police and their policies that need to be changed” (17.4% Tumwater and 33.0% Washington State benchmark) and “the police are not consistent in how they apply the rules to people” (16.1% Tumwater and 28.9% Washington State benchmark).

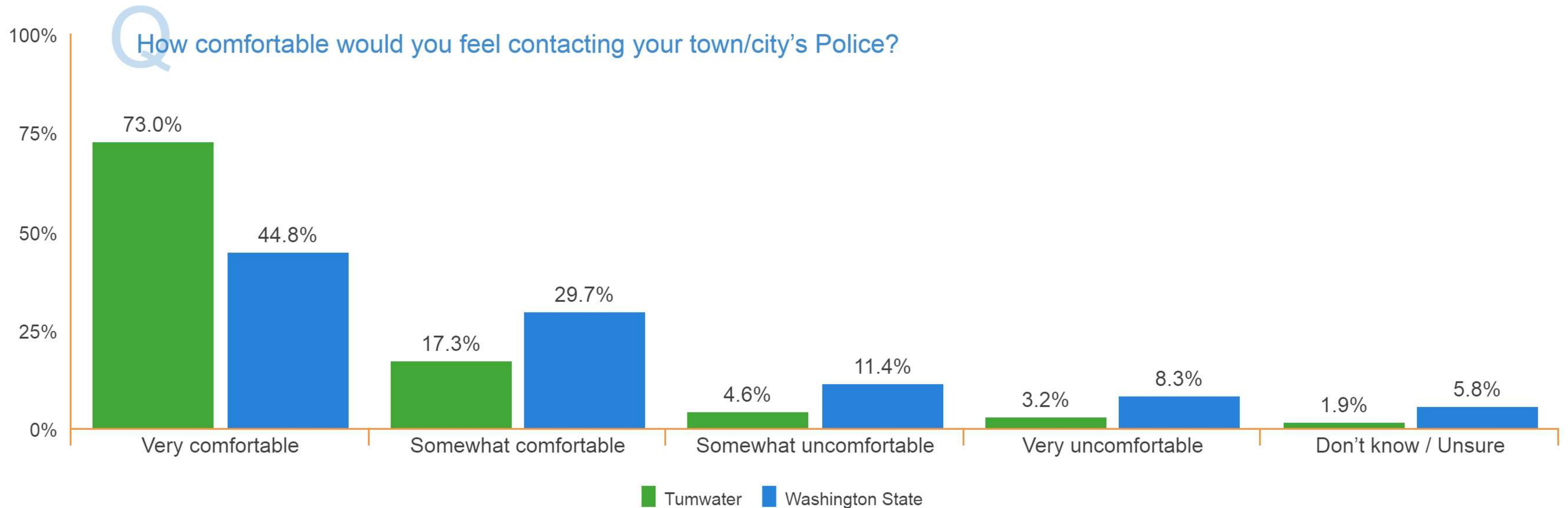


Please indicate which of the following statements about your town/city's Police you agree with? (Select all that apply)



# Strong Majority of Tumwater Respondents are Comfortable Contacting the Police

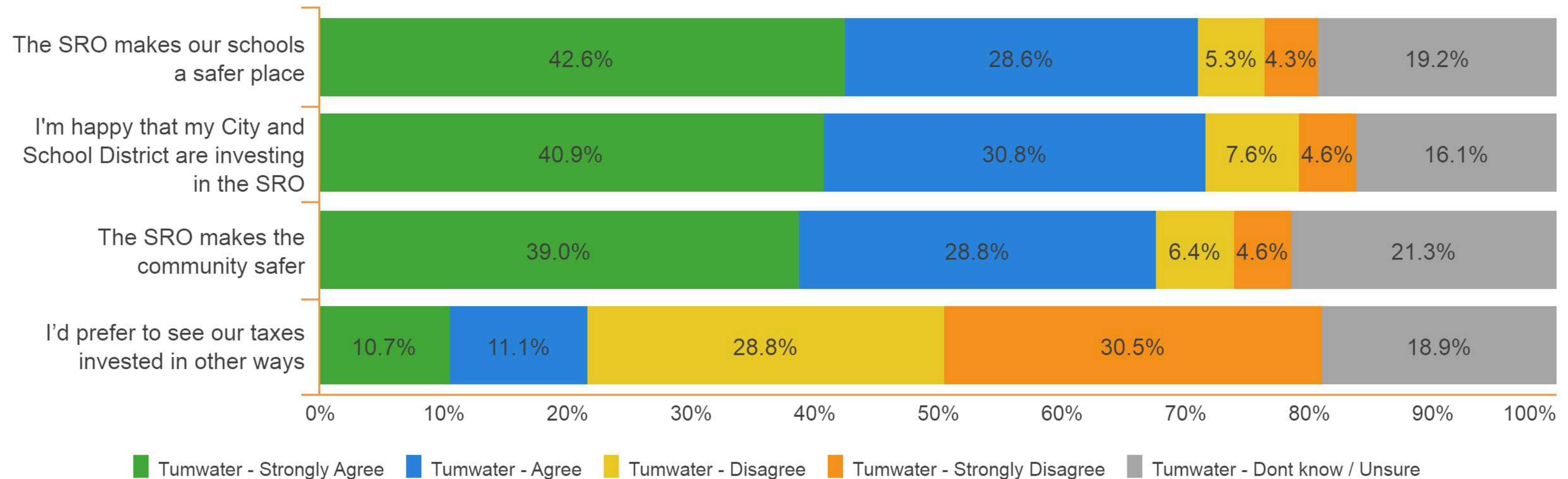
Nine-out-of-ten respondents from Tumwater (90.3%) indicated they are either “very comfortable” (73.0%) or “somewhat comfortable” “contacting their town/city's police” after (17.3%). This metric is 15.8 percentage points higher than the 74.5% of Washington State benchmark respondents who reported the same.



# Strong Ratings for SROs Impact to the Community

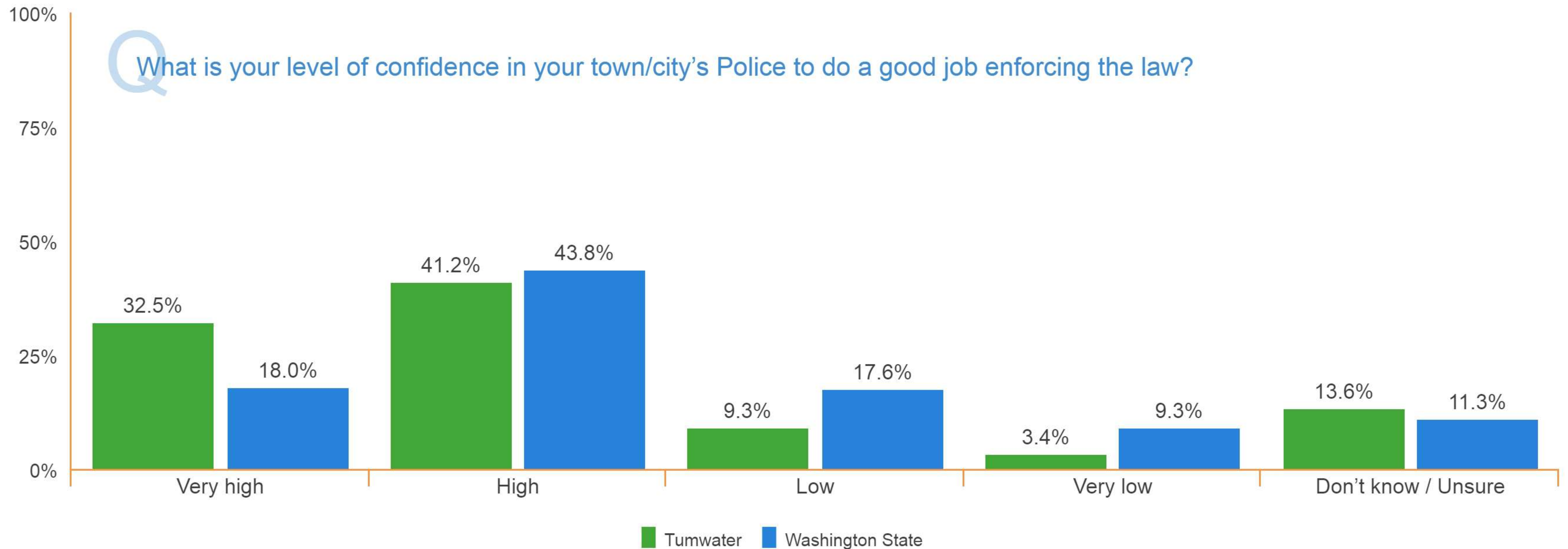
Tumwater respondents reported high levels of agreement for various characteristics related to school resource officers (SROs). Survey participants most frequently indicated they “strongly agree” “the SRO makes our schools a safer place” (42.6%), followed by “I’m happy that my City and School District are investing in the SRO” (40.9%) and “the SRO makes the community safer” (39.0%). Just 10.7% of Tumwater respondents indicated they would “prefer to see our taxes invested in other ways.”

For several years, the Tumwater Police Department and the Tumwater School District have partnered to have school resource officers (SROs) present in our middle and high schools to improve safety. Please indicate how much you agree with these statements:



# Elevated Confidence in Tumwater Police

Nearly three-quarters of Tumwater respondents (73.7%) indicated their confidence that the Police do a good job enforcing the law is either “very high” (32.5%) or “high” (41.2%). Readers should note that 12.7% of Tumwater respondents reported their confidence was “low” (9.3%) or “very low” (3.4%), in comparison to 26.9% of Washington State benchmark respondents.

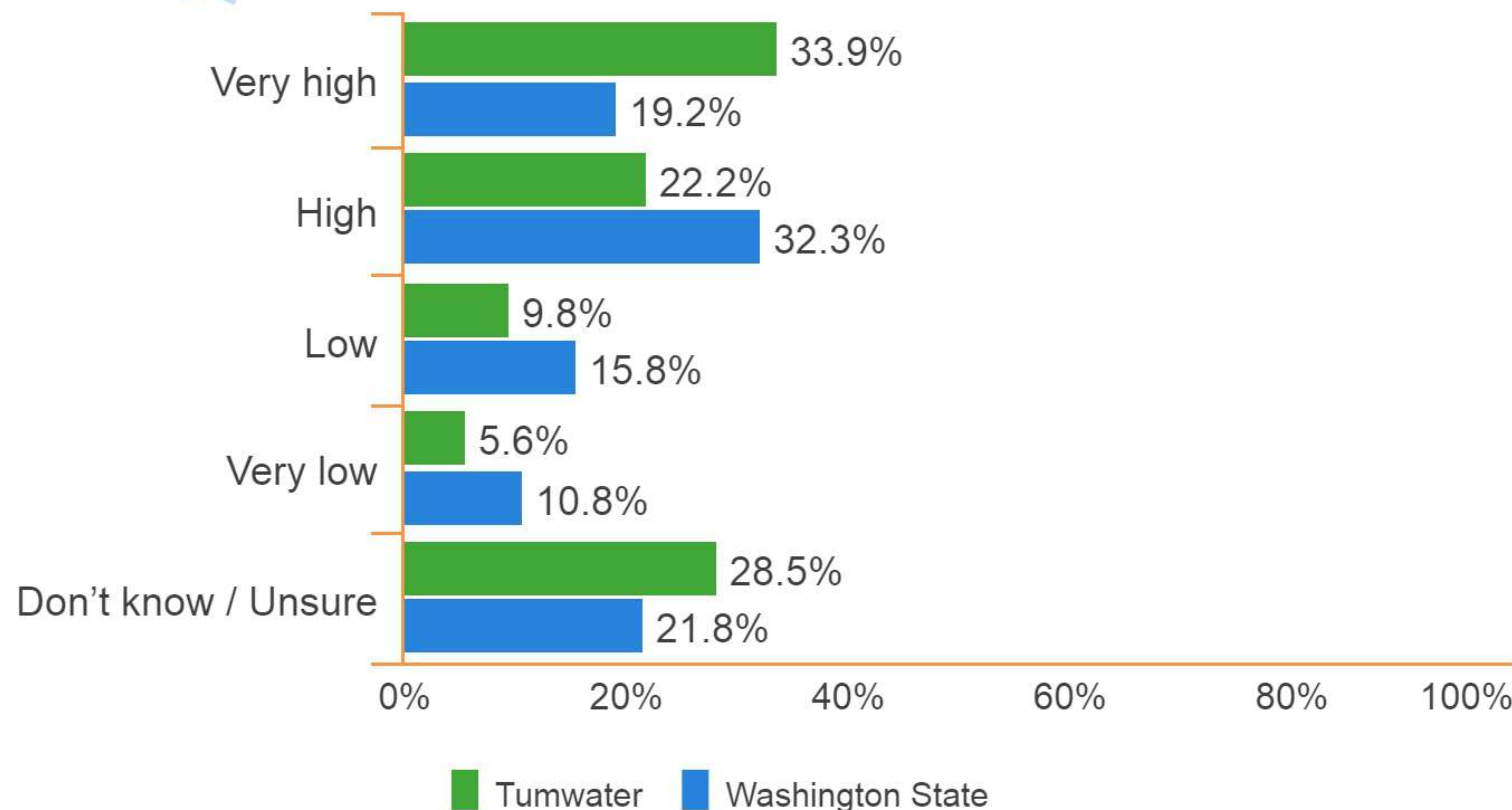


# Majority Confident in Equitable Treatment by Police

Over one-half of survey participants from Tumwater, 56.1%, reported their confidence that Tumwater Police treat people of color and white people equally is “very high” (33.9%) or “high” (22.2%). The frequency of those who indicated “very high” was 11.7 percentage points higher than the Washington State benchmark data of 19.2%.

Of note, in Tumwater, more respondents who did not identify as “White/Caucasian” (42.5%) indicated their confidence in equal treatment by the police is “very high” in comparison to “White/Caucasian” respondents (28.3%).

Q What is your confidence that your town/city’s Police officers treat people of color and white people equally?



	Tumwater		Washington State	
	White/Caucasian	Identified as Another Ethnicity	White/Caucasian	Identified as Another Ethnicity
Very high	28.3%	42.5%	20.0%	15.4%
High	23.7%	15.9%	33.0%	28.1%
Low	11.4%	10.3%	15.2%	20.2%
Very low	5.3%	9.9%	10.2%	15.8%
Don't know / Unsure	31.3%	21.5%	21.7%	20.6%

# GROWTH

## Communication

Inform

Increase flow of education and information to the public, such as safety tips and data

Interact

Use social media to get to know the officers and the department better

## Connections

Events

Increasing attendance at community events for more than just crime control

Businesses

Proactively engaging with new and established businesses to create symbiotic relationships

## Partnership

Volunteers

Build volunteer programs to help address victim support, community education, and other roles

Outreach

Building relationships with the community and other partners to create effective strategies

## Data-driven

Efficiency

Using data to make effective use of department resources

Direction

Implementing data-driven and evidence-based practices to help guide department growth

# OFFICERS

## Visibility

Vehicles

The high visibility of patrol vehicles across the city

Out of Vehicles

Officers rarely seen patrolling outside of their vehicles

## Accountability

Training

Confidence in current training standards and support for even more training

Transparency

Increased communication regarding departmental complaints and processes

## Engagement

Non-crime-related

More non-enforcement engagement with police officers on a daily basis

Professionalism

TPD officers continue to treat people with courtesy and respect, in a calm and attentive manner

## Humans

Welfare

The well-being of officers is addressed and the department provides appropriate supportive resources

Mindset

Continuing to hire and train officers that see themselves as part of the community, not "us vs. them"

# SAFETY

## Community

Neighborhood

Most engagement with neighbors and community members is done via online platforms and not in person

Police Engagement

Social events with the community so that they can get to know the officers

## Trust

Update

Consistently updating the community on department processes, information, and data can help build trust

Fostering Relationships

More proactive engagement which will improve relationships and trust with community partners

Responsiveness

Educating the community about how the department prioritizes and responds to calls

## Environment

Places

The types of locations in which community members expressed lesser feelings of safety, such as dark spaces, parking lots, etc.

People

The perceived lack of safety brought on by the presence of people in crisis

## Societal

Law Enforcement

Recent changes to police powers and authorized tactics as part of policing reforms

Media

The ways in which news outlets can affect feelings of safety in the community



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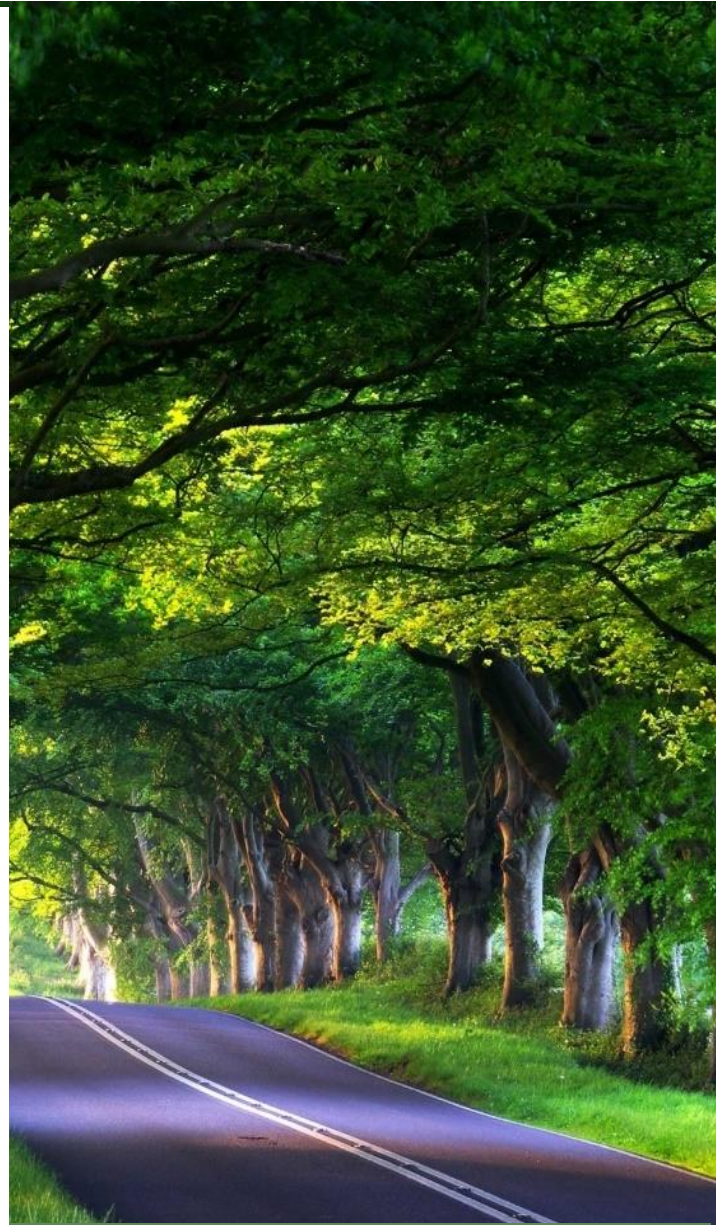
# STRATEGIC STAFFING

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MAY 2022

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TUMWATER POLICE DEPARTMENT



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# TUMWATER POLICE STAFFING

## A STRATEGIC PLAN: 2023 - 2028

A well-functioning organization should strive to review core functions periodically in order to evaluate their effectiveness. This report will address one of the most basic components of TPD: staffing. Staffing is critical to providing service to our community as well as preparing the organization for future success.

***“Great vision without great people is irrelevant.”***  
***– Jim Collins, Good to Great***

### STAFFING METHODOLOGY

Extant research has demonstrated that there is no singular or standardized benchmark to assess appropriate levels of staffing for police departments and levels are typically determined at the local level based on qualitative assessments, performance objectives, and practical considerations (Wilson & Weiss, 2012). The Department of Justice’s Office of Community Oriented Policing Services (COPS) recognizes four distinct evidence-based approaches to staffing models; the per capita approach, the minimum staffing approach, the authorized level approach, and the workload approach. By examining these four staffing models and assessing the performance objectives of the department it is possible to build a comprehensive staffing model that accurately reflects the needs of both the community and the department, as well as maintaining and potentially exceeding national and local minimum standards for staffing ratios. The practice of community policing is a critical issue for staffing and is the prototypical example of how a more dynamic police environment influences personnel planning.

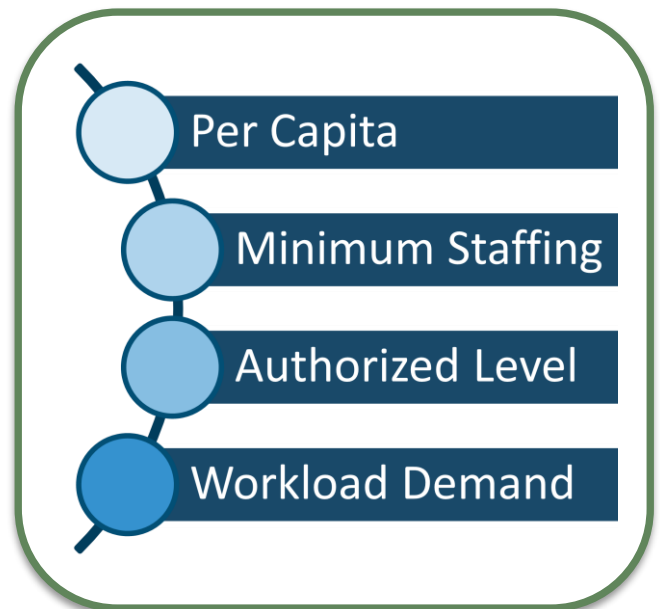
The per capita approach to staffing models is methodologically simple and easy to interpret but is a biased determination of need as it does not accurately consider population fluidity or long-term growth. Population fluidity is a significant factor in Tumwater with the daytime employment population and nighttime residential population affecting overall population data and growth. In addition, per the current staffing levels and upcoming department retirements it is prudent to factor in the long-term growth of the city and how the police department staffing needs must grow with it in order to maintain

safety and effectiveness. Therefore, pre-emptively addressing staffing needs and anticipated growth can potentially mitigate future staffing shortfalls. However, this approach alone does not take into account the specific needs of the community, including the unique makeup of the city.

National trends show that the average officer to population ratio for cities with a population over 25,000 is 1.8 officers per 1000 residents. While Tumwater’s staffing ratio is similar to Lacey and Olympia, it typically reflects a minimum number and not the most efficient or effective staffing approach. In 2021 the official population of Tumwater was 26,050 and the department has authorized 33 commissioned officers, resulting in a ratio of 1.26 but on any given day the active and available number of officers drops as low as 28 due to leave, training, or other factors, resulting in a ratio of 1.07. Coupled with the daytime employment population and annual population growth, the officer to population ratio is below recommended levels and any increases should be commensurate with minimum operating standards and expected growth.

The minimum staffing approach is one of the most common approaches to police department staffing but as the name implies is solely focused on staffing the minimum number of officers to ensure public

safety. While there are no objective standards for setting a minimum staffing level departments typically utilize population data, calls for service data, and crime rates as factors to establish the staffing baseline. It is important to note that minimum staffing levels can often be perceived as optimal staffing levels but that is wholly inaccurate when it comes to community policing. When operating under the minimum staffing approach the flexibility of the department is minimized which typically results in more overtime being used. As previously mentioned, management have to actively monitor and counter factors such as vacations, sick leave, and training in order to maintain effectiveness and reduce risk, while ensuring officer safety and appropriate levels of supervision. This approach also requires departments to rely heavily on mutual aid responses from neighboring agencies for high priority calls or large scale events. In recent years TPD has seen both the willingness and the capacity for assistance from neighboring agencies greatly reduced, due to factors including staffing challenges increased risk, and agency risk management. As TPD is focused on public and officer safety, having enough officers available to provide support during interactions is paramount and minimum staffing approaches do not typically allow for the type of coverage that community policing requires.



*Staffing Assessment Models*

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The authorized level approach is typically driven by resource availability and city-management, reflected by an incremental budgeting process. The authorized level is an artificial benchmark which many departments actually drop below due to fluctuations in recruitment, selection, training, and attrition, meaning that ideally departments should staff above the authorized level in order to maintain appropriate staffing, however this is often constrained by budgetary restrictions. Tumwater PD currently has an authorized level of 33 commissioned officers but is operating with 28, and with the impending city growth, officer attrition due to retirement, and both hiring and operational factors, it is recommended that the authorized level be increased at a rate commensurate with relevant factors and as part of a long-term strategic plan.

With only incremental increases in staffing as well as the ‘plus two’ allowance, TPD are consistently operating below authorized level. In order to maintain authorized level allowances must be made to allow for leave, training, and duty requirements, as well as unexpected attrition or increased needs.

The workload approach is a more comprehensive approach to staffing models and is based on demand for service and systematic analyses which account for service-style and agency characteristics. This approach involves complex modelling and a thorough mixed-methodological exploration of the various factors within the appropriate models.

## **CURRENT TPD STAFFING EVALUATION**

The International Association of Chiefs of Police (IACP) helped develop a formula for staffing modeling but various components within that formula were based on national averages or assumed figures. The following model is built on the basis of that formula but has been rebuilt using more appropriate data points and using data gathered within TPD, as well as qualitative assessments and triangulation of that data.

Due to the differences in calls for service during the COVID-19 pandemic, historical data (2013-2021) was used as a benchmark and 2022 data (January, February, March) was used to approximate the current trends.

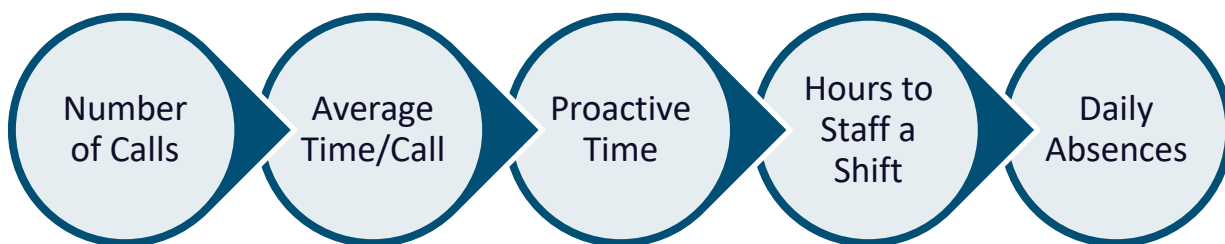
The first step was to determine the number of calls responded to by TPD within the specified period, utilizing calls for service data.

The second step multiplies the total number of calls by the average time for an officer to be involved with that call. There is a “generally accepted” assumption that the average time for an officer to be involved in a call is 45 minutes, but that standard is inherently problematic based on several key factors: The first is that in most metropolitan police departments the majority of officers are not involved in the investigative components of calls and therefore their time spent on calls is substantially lesser. At TPD

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the officers are fully engaged in both the call and the subsequent investigation process resulting in a longer duration at the scene and a more substantive report-writing process afterwards. The second issue present is that data for call duration is only monitored from when the call is received to when it is closed and therefore does not include factors such as report-writing, evidence processes, transport, or logistical issues. To counter this issue, data was collected within TPD and triangulated qualitatively through officers and supervisors to determine an accurate depiction of average time spent on calls, however as the data below illustrates these figures are an average but have been rounded down to establish a core average time as a baseline only. The third issue is that officer coverage when engaging with potential suspects is not factored into the time spent on a specific call; for example if one officer spends an hour at the scene of a shoplifting but has a second officer present with them the entire time then the time spent on that call is therefore two hours as both officers were fully engaged on that call for that time. With each additional officer present, the amount of time spent on that specific call is increased as those officers were present and engaged for public and officer safety under department policy.

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*Workload Approach to Staffing*

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The average call duration, including report time and external factors, ranges from about 15 minutes for a simple phone call with no follow-up, to multiple officers engaged for multiple hours on a single call. To demonstrate this, a simple shoplifting incident which involved the arrest of a single suspect and the presence of only two officers involved a total of 5.5 hours of officer time. The more complex and serious incidents yield increasingly substantive numbers of officers involved and hours devoted. 32% of calls for service involve at least two officers present (ranging from one additional officer to eight additional officers) which acts as a multiplier for time spent on the respective calls. Report writing can range from twenty minutes to several hours depending on the nature of the incident and the complexities of the process, and under specific circumstances each officer involved must write a report.

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Therefore, at the lowest end of the average call duration (68% of calls) if we assume that all of those calls were the same minimum times with no report follow up and call that number X and the other 32% of calls were two officer calls with minimal report writing and complications and we call that Y, then X+Y divided by the total number of calls for service.

Consequently, if we give 68% of all calls for service the minimum possible call duration (such as if they were all phone calls with no report follow up) which based on TPD data is 28 minutes we would apply that value to 68% of the calls for service and assign that value as X. Then if we give the remaining 32% of all calls an average duration based on a lower level incident that involves a single suspect, two officers, simple reports and no complications, and apply that value to 32% of the calls for service and then assign that value as Y. Then add X to Y and divide by the total number of calls for service to determine the average call duration. Based on this formula, the minimum average call duration for 2022 is 80.4 minutes.

The third step involves the application of the 66% proactive time buffer, as previously referenced as being the ideal time ratio for community policing models.

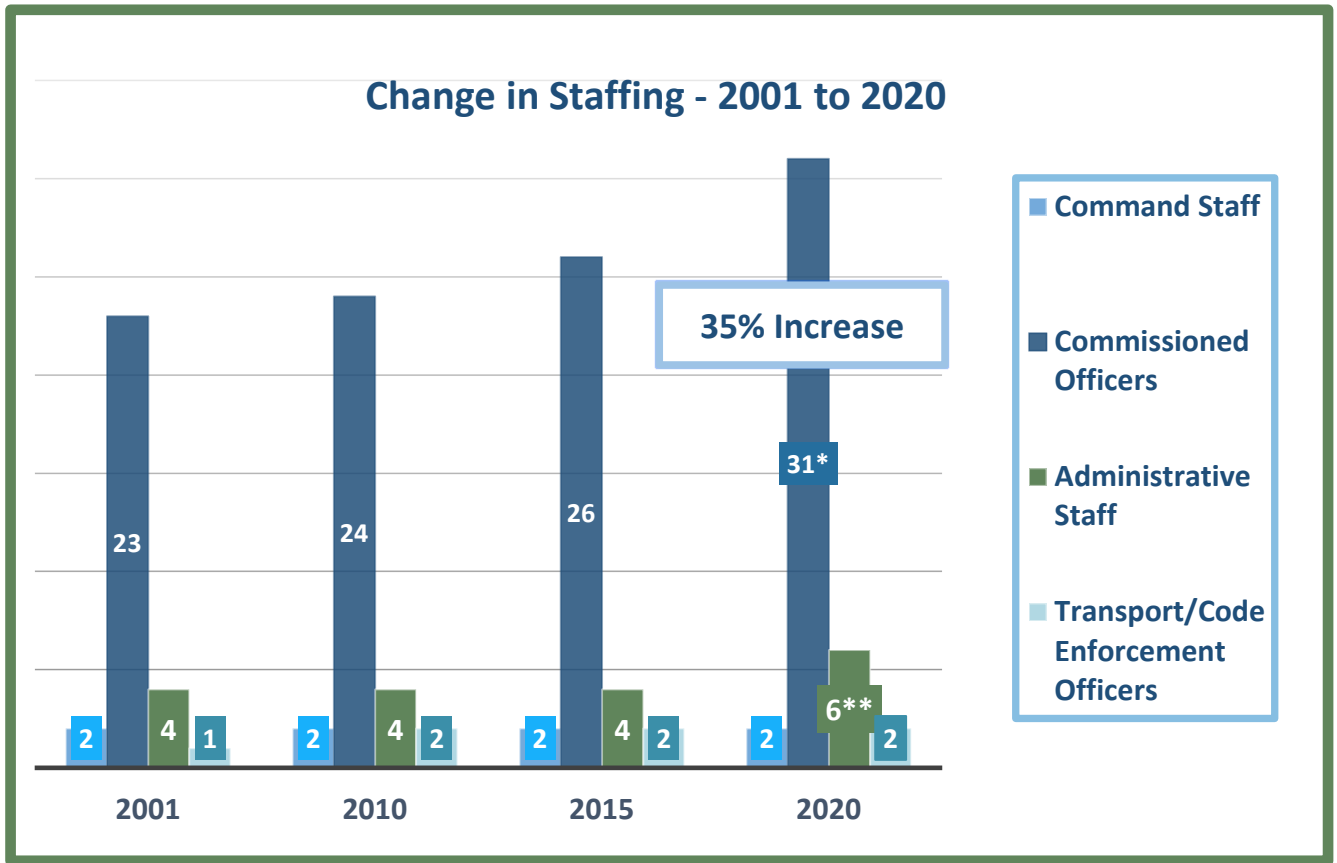
The fourth step is the number of hours necessary to staff one basic officer patrol unit per year, which with a ten hour shift is ten hours multiplied by 365 (days) resulting in 3650 total hours.

The fifth step adjusts the fourth step in order to account for time off, based on department benefits, vacations, leave, and training. The result of this step is a determination of how many officers are required to staff one patrol element, which in this case is 2.2 officers.

The result of this formula is that based on current workload and with a goal of 66% discretionary time for proactive policing, 40.75 officers are needed in the City of Tumwater. However, these averages are based upon the concept that all single officer calls for service were the shortest duration calls and all multiple officer calls for service involved only two officers and minimal engagement and report writing time. This process yields a minimum potential call duration for the department and in actuality the call duration average is substantially higher, which in turn necessitates an even higher number of officers. Additionally, the formula is based on the ideal discretionary time ratio of 66% and currently TPD strives for 60% so this approach is focused on the strategic goal of attaining that ideal 66%.

## **TRENDS IMPACTING STAFFING**

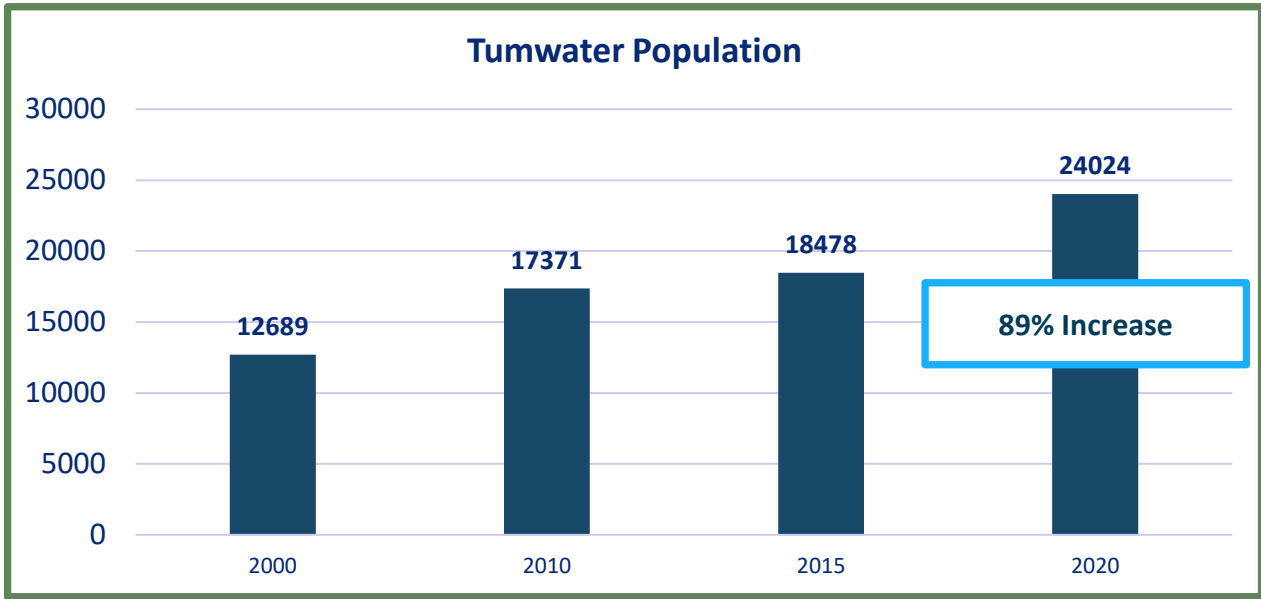
Between 2001 and 2020 TPD staffing levels experienced a 35% increase. During this 20 year time span officers were added due to a large annexation in 2016, as well as the addition of an SRO, paid for by the Tumwater School District. Additionally, TPD became responsible for the Code Enforcement program in 2018, with the addition of a .5 PSS FTE.



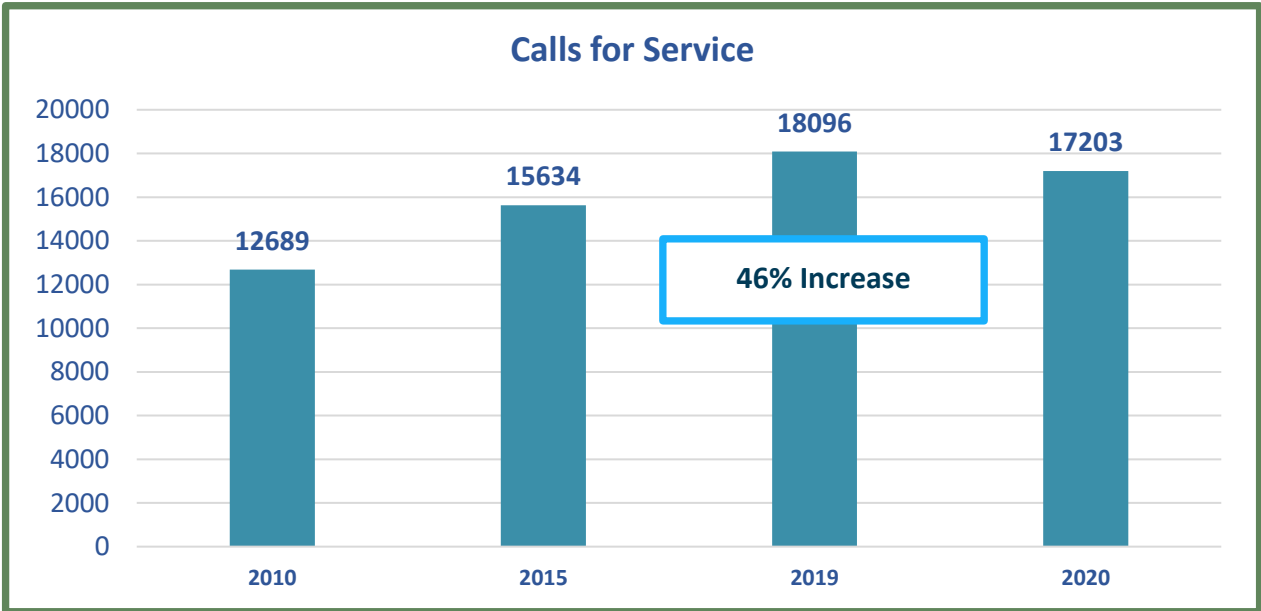
*\*Includes 5 officers for the 2016 annexation and 1 officer for the TSD SRO contract*

*\*\*Includes 1 evidence officer and 1 vacant/frozen PSS1 position.*

Over the same time period, the population of Tumwater increased by nearly 90%. Part of the increase was due to a large annexation in 2016, but the remainder has been growth within the City limits. This does not take into account the significant increase in the retail corridor along Tyee Drive or the influx of Washington State government buildings/employees, both of which draw thousands of visitors to the city each day.



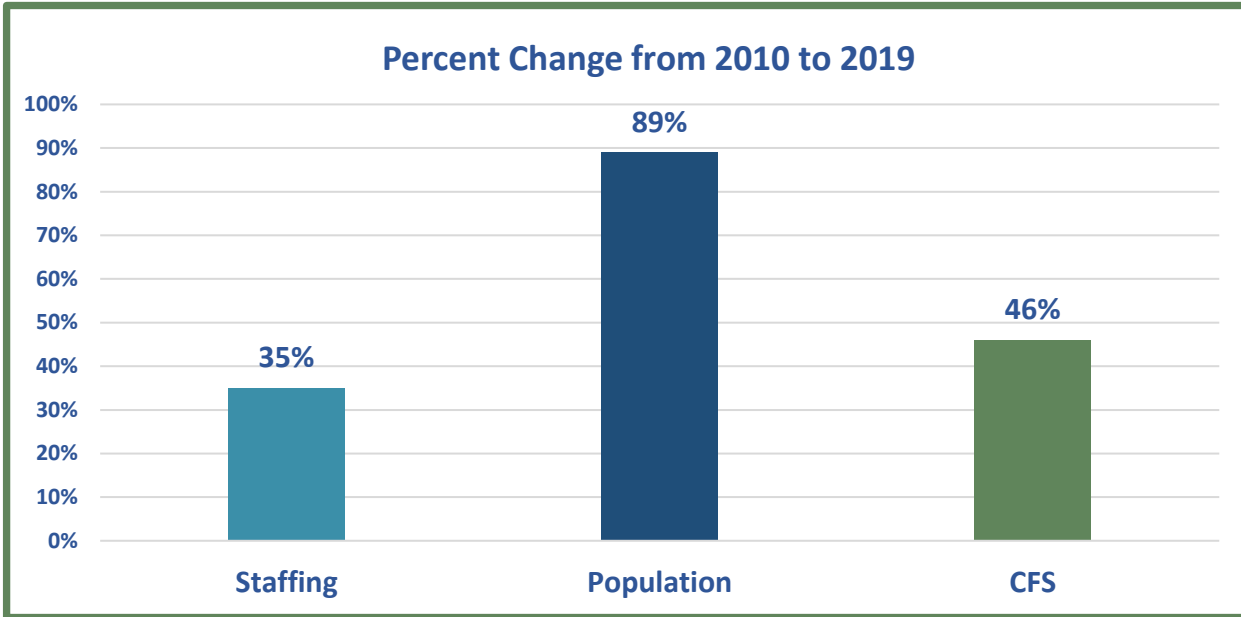
TPD Calls for Service increased 46% over the last 10 years, and current 2022 data reflects this increasing trend.



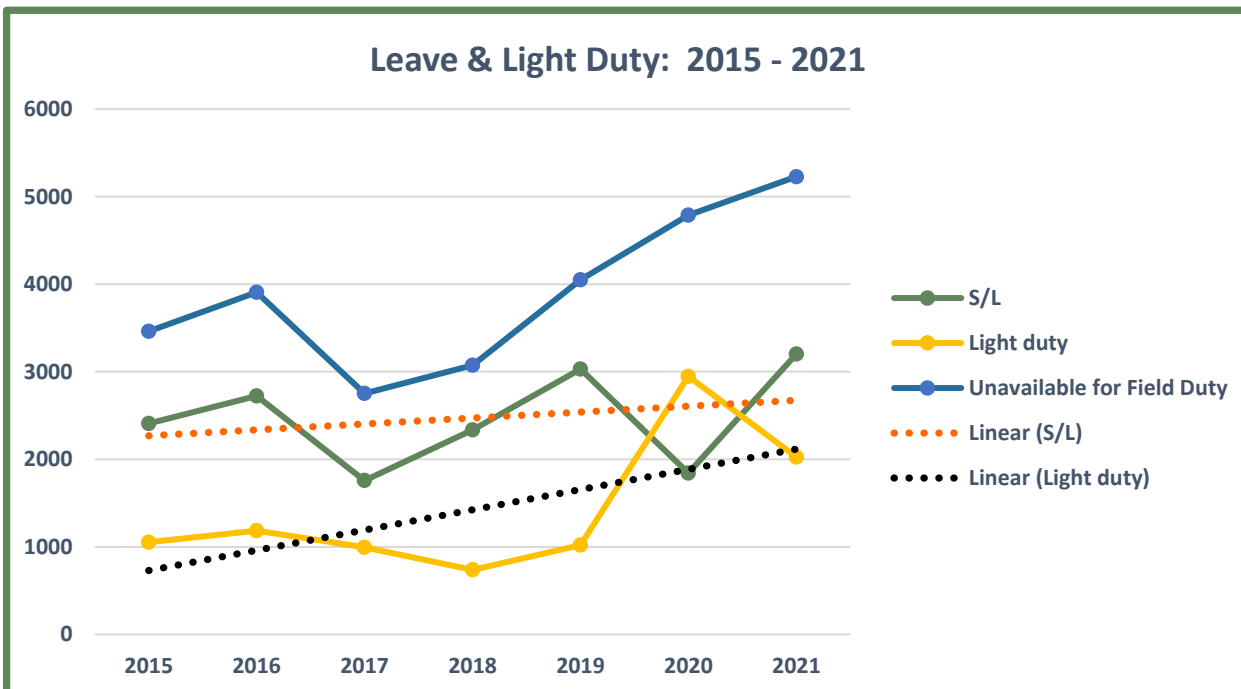
*Calls for Service in 2020 were impacted by the COVID-19 lock-down; 2019 data is more representative.*



As the chart below illustrates, TPD staffing increases are not commensurate with increases in both local population and annual calls for service.



In addition to staffing falling behind growth in population and in calls for service, typical daily absences due to sick leave, annual leave, training, and light duty further erode the number of officers available to staff shifts on any given day.



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Finally, hiring complexities, upcoming retirements, and supervisory considerations compound the current staffing situation. Many senior officers are in key positions within the department and we have seen an increase in time lost due to injury. This significantly impacts our daily operations because of the need to shift junior officers into those roles. We operate more often at minimum staffing when this occurs, reducing the number of officers in the field and straining the available resources needed to provide public and officer safety.

## **LOOKING FORWARD**

This analysis is focused on long-term strategic planning and as such there are several key considerations and recommendations.

The analyses within this report demonstrate that TPD is operating below ideal capacity and that based on current data the department would need a minimum of forty commissioned officers in order to maintain full operational capacity. However, hiring enough suitable candidates to reach that ideal staffing number is both unfeasible and unnecessary in the short term as TPD is currently able to operate with relative effectiveness. The goal is to strive to increase staffing capacity incrementally, inclusive of factors such as the current staffing crisis and competition with other agencies surrounding ideal candidates, as well as the time it takes to hire and train officers and the attrition rate within the department.

The drive to increase officer discretionary time is based on a recommendations from the Office of Community Oriented Policing Services (COPS) which recognizes that the minimum discretionary (proactive) time for officers is 50% but the ideal is 66%. Within TPD, current qualitative estimates place the average discretionary time for officers at around 44%, however the data collection for this estimate cannot account for undocumented time. Further analysis of officer time demands is required to generate a more accurate account of discretionary time. Under the current staffing situation at TPD, the discretionary time goal is 60%, but with a staffing increase in line with the analyses in this report it would be feasible to surpass that 60% goal and reach the ideal percentage of 66%, which would provide the most service to the community through proactive policing practices as opposed to primarily reactive policing.

The success rates of candidates throughout the hiring process (per the impeccable standards that TPD maintains for officers), coupled with officer attrition due to retirement, and the increasing demand for service as well as the increasing city size and population served by the department, result in the necessity to plan appropriately for long-term strategic growth in order to bring the department up to full operational capacity and maintain the high standards of community policing that the department bestows upon the city. This is especially important when considering department retirements; within the next three years TPD is expected to have ten commissioned officers qualify to

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retire, with a further three officers qualifying in the subsequent two years. The extensive process required to get new hires onto the streets as active members of the department further strains the staffing model since the complexities of the hiring process, from initial interviews to field training, have high levels of failure and attrition. As such, an evaluation is currently being conducted within TPD on the overall hiring process to determine factors which could help streamline the hiring of suitable candidates.

Historically we have seen value in bringing on new-hire officers, but we also recognize the considerable time invested in the on-boarding process. The time at which a new hire becomes a functional patrol officer is around the two-year mark and during that two-year training time frame, the new officers are not adding to daily staffing levels.



TPD relies on its first-line patrol supervisors, the sergeants, to fill gaps in minimum staffing. This is a pragmatic practice that makes sense for infrequent, unexpected absences. However, when overall staffing is not sufficient to consistently fill regular shifts, sergeants may be pulled away from their supervision duties at an unacceptable rate.

Supervision, particularly of patrol officers, is a paramount need. TPD has many new, inexperienced officers since the wave of retirements several years ago. At the same time, the recent plethora of legislation regarding police reform has substantially changed the landscape of modern policing. Supervisors not only provide the guidance needed by officers in the field as they navigate the new waters, but are the front-line defense against the risk associated with any failure to follow best practices and regulations in the field. Supervision is important under the best of circumstances to ensure staff have the guidance they need and are performing at the high level the community expects. Staffing levels must be high enough to allow supervisors to actively supervise consistently. These issues combine to create a compounding factor with significant impact on department staffing levels. Senior leadership that is moving towards retirement combined with a two-year onboarding process, demonstrates the need to maintain staffing levels high enough to compensate for fluctuations in the number of officers available to be working in the field. Without the buffer of officers in training or newly trained, the ability for TPD to provide the high quality 24/7 service our community deserves.

An increase in staffing would allow for the three dimensions of community policing to be fully realized as officers would have more discretionary time to allow them to work collaboratively with the community, proactively and systematically identify and solve problems which evaluating responses, and aligning the entire department under the remit of community policing. Practically, this

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would involve more officer coverage for public and officer safety, as well as accountability, and for the department to be appropriately staffed regardless of leave or training factors, maximizing resource usage while ensuring that officers are appropriately supported and that the department is fully prepared for any circumstances. Ultimately, more commissioned officers result in more community policing through a higher percentage of discretionary time and more officers to act as cover during interactions resulting in higher levels of safety for the community and the officers.

Tumwater is a growing city, due to both annexation and population expansion, and therefore it is imperative that the police department staffing is focused on long-term strategic growth not short-term supply and demand as this does not allow for the impact of attrition or hiring processes or daily attendance. In order for TPD officers to effectively operate with appropriate supervision and with the necessitated ratio of discretionary time that allows them to engage in community policing practices, it is crucial that staffing levels increase to account for both the immediate needs and the future goals of the department.

## **STRATEGIC STAFFING**

The Tumwater Police Department has been serving the Tumwater community since 1948. Over that time it has grown from being staffed by a single individual to our current staffing of 41 dedicated people serving our community, 33 commissioned officers and 8 non-commissioned staff. In order to continue the high level of service our community has grown to expect, we must continue to have both the correct complement of staff and the high quality employees we insist upon. With the addition of our Management Analyst in 2022, Dr. Oliver Bowers, we have been able to identify and quantitatively support a staffing model to best serve the Tumwater community. This staffing model allows for high performance and adaptability with an eye towards future community growth and demands for service. Additionally, with Dr. Bowers on staff we have the ability to regularly monitor our staffing and performance and report back to stake holders on outcomes.

TPD has maintained its service to the community over the last 5 years despite considerable growth and increases in the complexity of calls. This model, however, is not sustainable and leaves little room for any variance in staffing levels. Although we have been able to adapt to light duty requests, FMLA needs, leave and training, we are at capacity and would have difficulty adjusting to any future losses.

The staffing plan takes into consideration our current staffing needs, our future staffing, and the constraints we face with hiring and training new officers. In 2017, we were faced with 13 openings for officers due to a large annexation and a flood of retirement. Filling those positions took five years in a less challenging hiring environment than we are currently facing. We learned valuable lessons about the constraints involved when hiring such a large number of positions that we are putting to

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use in our staffing strategy. TPD has notable strengths that we will use to enhance our ability to hire. At the same time, we recognize there will be significant challenges. Maximizing the former will allow us to overcome the latter.

## STRENGTHS

- **A strong culture and service philosophy.** In the recent community survey conducted by the City of Tumwater, the police department received high marks overall including 76% of residents reporting feeling safe in the community and 73.7% reporting overall confidence in TPD.
- **A stable, diverse work force.** We have seen little turn over in the past three years and our command staff is stable, skilled and established.
- **A long-held Department value of investing in employees.** For the past 30+ years, TPD has maintained a core value of developing employees through training, mentorship, and professional development. The value is at the heart of our robust training program and our annual evaluation process. Our field training officer (FTO) program is well established and the officers completing it are performing at high levels early within their careers. We have identified succession planning as one of our department priorities: every supervisor and manager is tasked with developing staff who can replace them.
- **Enhanced supervision model.** In order to quickly and effectively implement the new police reform legislation, we identified a supervisory/leadership model that added supervision which is already paying dividends – our less experienced officers have consistent guidance and the City has a lower level of risk.

## CHALLENGES

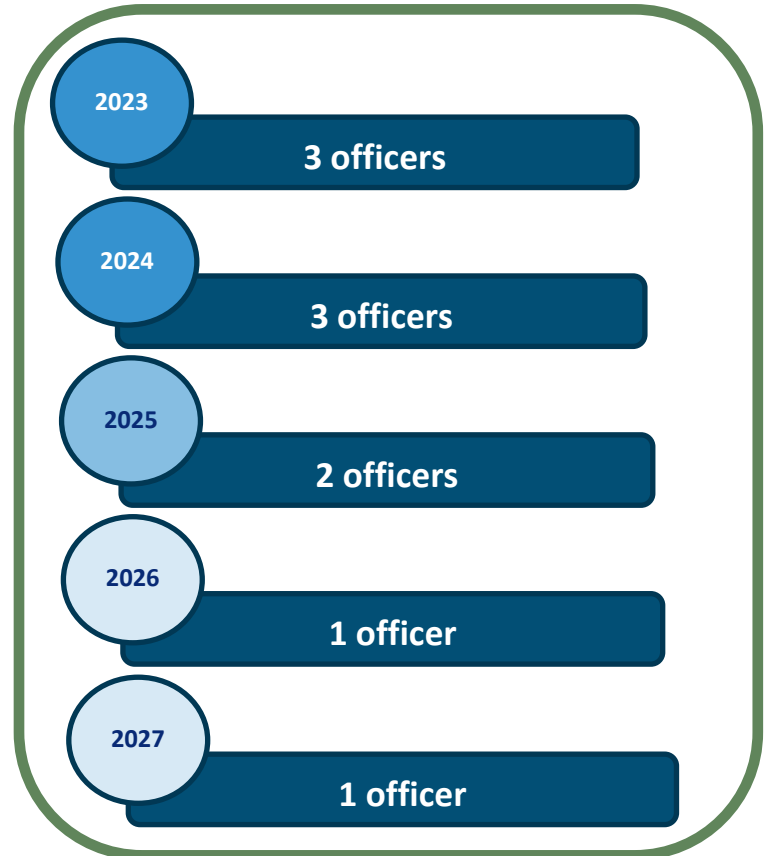
- **Retirement of eligible officers.** 30% of our officers (10 officers) are eligible to retire in the next 3 years and by 2027, 43% (13 officers) of our commissioned staff will be retirement eligible. Replacing officers will coincide with the need to grow our overall complement.
- **Reduced candidate pools.** TPD, along with virtually every other law enforcement agency within Washington State, is facing reduced candidate pools, while position vacancies are climbing due to people leaving the law enforcement field and to retirement. Agencies are experiencing attrition at a rate of 30-40%, yet fewer qualified candidates want to enter law enforcement due to perceptions about policing, the difficulty of the jobs, and issues such as schedules and pay.
- **Long hiring and training periods.** Law enforcement has a longer hiring and training process than most professions. From written test to an officer being able to function at a basic independent level on the road is an 18-24 month process. The Basic Law Enforcement Academy (BLEA), the only officer-training institution in Washington, does not have adequate capacity to meet the increasing need for new officers. Once in training, the fail rate is

significant due to the complexities of policing. Additionally, the inability to hire an individual until a vacancy occurs puts us at a significant and constant disadvantage in maintaining and growing our Department.

## STAFFING PLAN

TPD Command Staff have carefully considered the staffing analysis prepared by our Management Analyst along with the challenges we face in meeting the projected need. We propose a five year plan for increasing our staff complement by 10 officer positions. We will use the first two years of the plan to front-load our upcoming needs and add fewer officers per year in years 3-5.

Adding the majority of the positions in the first two years will give TPD the staffing to weather the hiring process for anticipated retirements and other long-term absences or terminations, while growing the Department's complement to achieve the workload outcomes identified in this analysis.



# POLICE STRATEGIC GROWTH PLAN: FACILITY PLAN

## CURRENT SPACE CAPACITY

The Tumwater Police station is at capacity. For several years, TPD has been finding creative ways to use our existing space. We have rented a storage unit to store equipment; we have permanently closed our lobby and have built a sergeant's office in the space; we remodeled a former file room into a new office, as well. Officers waiting to attend BLEA are often stationed in our conference room or at desks of personnel who are out of the office. At the same time, the rest of City Hall has also run out of space for the other City Departments housed at City Hall. It is not feasible for TPD to expand into other City Hall space

## INTERIM SPACE SOLUTION

The Police Strategic Growth Plan anticipates growth in staffing and programs, all of which will require space we do not currently have. To accommodate planned growth, we will lease additional office space in a separate building. Police facilities have specific space needs that are not found in the average office building, such as evidence processing areas, holding cells, and armories. In order to lease existing office space, we evaluated which programs could operate in a typical office environment. We also determined which positions strongly needed to be co-located. We determined that the Investigations Division (with the exception of Evidence), Training, the Volunteer program, and half of the Administrative staff could be successfully housed in a standard office space with relatively minor alterations to the building.

Having multiple locations is not ideal. It is more challenging to maintain the strong team bonds that are a core value for TPD. To offset this risk, TPD will be intentional in creating opportunities for staff from both locations to interact. The off-site office space will contain our training room so that our staff are brought together for training at one facility, while our current training room becomes space for officers to work on cases. Our exercise room will also transfer to the new space which will allow us to expand from the current small space and accommodate multiple members working out at the same time. As new staff are hired, they will be assigned at different times to the station and to the sub-station so that they meet the entire Department and are comfortable in both locations.

Additional office space will potentially give us an opportunity to provide community meeting space, as well. We envision HOAs holding meetings in a large conference room at the sub-station. TPD will also be able to host safety events for the community. With the Volunteer Program located at the sub-station, we will have resources to help manage public access and events.

## LONG TERM SPACE SOLUTION

The City is analyzing the space needs for all of the City departments and their functions. The expansion of facilities has begun with the planning for the new Operations and Maintenance Center and a recreation center. As future facility space is considered, TPD will advocate for a unified station, whether at the current City Hall location or at another site. The PSGP will be updated as City facility plans come to fruition.

# POLICE STRATEGIC GROWTH PLAN: TECHNOLOGY PLAN

Technology is a key component to the Plan. Over the last two decades, the scope of technology in policing has grown exponentially. From computers to cameras, to gadgets and software packages, as well as radios, phones, and social media, a modern police department must openly engage with technology to be successful in its mission.

In years past, government agencies, including police departments, had an analog view of technological tools: they were one-time purchases that would last for a long time without significant upgrading, replacement, or additions. As we move further into the digital age, it is essential that we change our perspective. Technology rapidly evolves. Our community expects that we will adopt technologies that provide us with new and better ways to maintain public safety, communicate with our community, and provide transparency about our work.

To achieve this result, we must be diligent in scanning the technology environment and agile in implementing technological tools. We also need to be aware of the potential for these tools to create new, secondary workloads. The chart below covers the known technology needs for the next five years in terms of software and hardware. Additional staff will be needed to support our technology and to absorb the impact of new workloads. Those additional positions are included in *Appendix D – Staffing Plan*. New technologies will certainly emerge over the next five years. The Technology Plan will be continuously updated to reflect additions and changes to the items below.

YEAR 1		
Technology	Purpose	Action
Flock camera system	Locate specific vehicles within the City related to crimes or missing persons.	Add cameras to targeted intersections and implement software. Partner with HOAs and businesses who also implement Flock.
Regional Records Management System (RMS)	Software for writing reports and managing policing data for all law enforcement agencies in Thurston County. Allows criminal justice information to be shared more effectively between law enforcement agencies and more efficiently with our criminal justice partners, such as the courts and prosecutors.	Prepare new software for implementation and standardize data collection among LE agencies.
YEAR 2		
Technology	Purpose	Action
Regional Records Management System (RMS)	See Year 1	Go live with new regional RMS.



Body-worn cameras (BWCs)	Aid the accountability process. Aid the investigative process.	Procure a camera system.
YEAR 3		
<b>Technology</b>	<b>Purpose</b>	<b>Action</b>
Body-worn cameras (BWCs)	Aid the accountability process. Aid the investigative process.	Go live with BWCs.
YEARS 4&5		
<i>No additional technology tools needed in Years 4&amp;5</i>		