

**WASHINGTON ASSOCIATION OF  
SHERIFFS & POLICE CHIEFS**



**LEMAP**

**Loaned Executive Management Assistance Program**

**Review of the  
Yakima Police Department**

## INTRODUCTION

The purpose of the Washington Association of Sheriffs and Police Chiefs (WASPC) Loaned Executive Management Assistance Program (LEMAP) is to provide management consulting and technical assistance to Association members. LEMAP is an opportunity for administrators to receive a professional review of their organization's operations and management systems.

The goal of this LEMAP review is to provide the Yakima Police Department with a critical look at the organization through the eyes of peer professionals. The resulting report should serve as a guide to identify areas that need strengthening and highlight positive and innovative programs and practices. It is hopeful the Yakima Police Department may use the information provided from this review to motivate the organization, improve internal and external services, and gain additional community support.

The LEMAP team consisted of the following members:

**Kevin Milosevich** began his career in law enforcement as an officer with the Kelso Police Department in 1982. In 1985, he was hired as a police officer by the Renton Police Department.

Chief Milosevich worked a variety of assignments including patrol and narcotics prior to being promoted to a sergeant in 1992. As a Sergeant, Chief Milosevich was assigned to Patrol Operations and to the Investigation Division.

In 1996, he was promoted to Commander and was assigned to the Investigations Division. Over the years, Chief Milosevich also served as the Commander of Patrol Services, and later Administrative Services. In 2003 he was promoted to Deputy Chief, and in 2006, he was appointed the Chief of Police.

Chief Milosevich received his Bachelor of Arts Degree from Seattle University in 1982, and is a graduate of the FBI National Academy. He is a member of the King County Police Chief's Association, the Washington Association of Sheriff's and Police Chief's, and the International Association of Chief's of Police.

**Jeannie Johnson-Jacobs** began her career with the Everett Police Department in 1980, giving her 24 years "hands on" experience in the Support Services arena of law enforcement. During her tenure, Jeanne has overseen the operations of records, public disclosure, served as her agencies liaison during joined collaborative efforts in a regional evidence environment, responsible for sensitive personnel related public disclosures, including internal investigations, works closely with Office of Professional Standards, Director of Labor Relations, Chief and his command staff, Legal Department, Risk Management, and serves as her agencies trainer in "Coaching, Counseling and Leadership". Jeanne is a charter member of LEIRA, served as LEIRA's 1<sup>st</sup> Vice President in 2000 and 2001, and LEIRA President in 2002 and 2003. Currently, Jeanne

serves as LEIRA's Past President. Additionally, Jeanne has served as LEIRA's Legislative Chair since 1997 and is a member of the Washington Association of Sheriffs and Police Chiefs Legislative Committee.

**Garry Anderson** is the Management Services Coordinator with the Washington Association of Sheriffs and Police Chiefs. Garry retired from the Renton Police Department in 2006, after 28 years of service, 8 as the chief of police. Prior to his service with Renton, Garry served with the Issaquah Police Department for approximately 7 years.

Garry was on the Executive Board of the Washington Association of Sheriffs and Police Chiefs and co-chaired the Loaned Executive Management Assistance Program for many years, participating in a number of LEMAP reviews of law enforcement agencies and communication centers. Garry has A.S and A.A. degrees in Criminal Justice, a B.A. degree in Criminal Justice, is a graduate of the Federal Bureau of Investigation's National Academy, and has attained executive level certification through the Washington State Criminal Justice Training Commission.

**Ed Holmes** is the Police Chief for the City of Mercer Island. Chief Holmes is co-chair of the LEMAP committee for the Washington Association of Sheriffs and Police Chiefs and has served on several LEMAP reviews.

**Todd Ramsay** has worked for the Bellingham Police Department since 1987. Todd currently serves as the Deputy Chief. His career began in Bellingham after graduating from Washington State University. Todd has served in the patrol division, drug unit, school resource, SWAT, as a sergeant and lieutenant. In 1997, Ramsay was announced as the fourth Community Policing Fellow for the US Department of Treasury. Ramsay was assigned to the Federal Law Enforcement Training Center where he was one of the core coordinators for the development of the national Community Policing Curriculum, sponsored through the COPS Office. Since his fellowship, Ramsay has been involved in the delivery of community policing / leadership training throughout the United States, British Columbia and Central America.

Deputy Chief Ramsay is a Leadership Cadre assessor for the Western Regional Institute for Community Oriented Public Safety, a satellite instructor for the Washington State Criminal Justice Training Commission, the US Department of Treasury and contracts privately as a law enforcement consultant with an emphasis on strategic planning and organizational assessment.

Deputy Chief Ramsay is a graduate of the Northwestern University School of Police Staff and Command and Harvard University's Kennedy School for Senior Executives in State and Local Government program.

**Gary Kuntz** has been Crime Analyst for the Spokane Police Department since 1989. Kuntz was instrumental in designing and implementing crime analysis throughout the Spokane Police Department. Kuntz received college degrees from Southern Oregon State

University and Eastern Washington University in Business, Accounting, Education and Computer Science. Kuntz also received a Masters Degree in Criminal Justice from Washington State University. Mr. Kuntz was awarded "*The Best Crime Bulletin*" at the 2002 International Association of Crime Analyst (IACA) Conference.

#### **GENERAL OBSERVATIONS:**

Early in 2007, Chief Granato contacted the Washington Association of Sheriffs and Police Chiefs (WASPC) to inquire about the Loaned Executive Management Assistance Program (LEMAP). On February 8th, 2007 WASPC's Management Services Coordinator Garry Anderson met with Chief Granato to discuss the LEMAP product and further understand the Yakima Police Department's desire in relation to an organizational top-to-bottom review. During this meeting it was agreed that an additional component of Crime Analysis would be added to the LEMAP format for Yakima PD. Additionally, it appeared that foundational "systems" may not be in place at YPD and that the LEMAP review may be able to assist in strategic planning, emphasizing the implementation of important systems including goals and objectives, performance evaluations, rules and regulations update, records management and crime analysis.

On April 4<sup>th</sup> 2007, Garry Anderson addressed the Public Safety Committee of the Yakima City Council, along with the Yakima City Manager Dick Zais, Chief Sam Granato, and other police Department staff explaining the mission of WASPC's LEMAP program. The Yakima Police Department LEMAP review was originally scheduled for July 9, 10 and 11. Unfortunately, medical emergencies prevented the LEMAP team from conducting the review, which was rescheduled for September 10, 11, and 12.

Upon arrival at the Yakima Police Department, the team made several observations that were discussed amongst the team members and ultimately shared with Chief Granato and City Manager Dick Zais. These team observations and perceptions may not be accurate, but are provided under General Observations of this report in hopes that the members of the Yakima can appraise for future organizational development.

It appeared that Department membership was unaware that the LEMAP team would be on-site for three days or the team's purpose. The team conducted a command staff meeting to introduce ourselves, our mission, and become familiar with Department leaders. Senior command staff members (excluding Chief Granato) did not appear to have a positive response towards the LEMAP purpose. Shortly after this meeting and for the next two days, the LEMAP team membership perceived some of the senior command staff to be purposefully not available to team members.

The team learned that a recent election for increased public safety funding (levy lid lift, Proposition 1) had not passed. This levy would have added twenty-six police officers to the Yakima Police Department. Although the LEMAP team experienced a general positive feeling of high community support for the police Department, some Department member's conveyed disappointment with the community vote, while others voiced

agreement with the end result; that the proposition failed and that the Yakima Police Officers Association was “split” over supporting or not supporting the proposition.

This general observation of divisiveness seems to have permeated the organization. There appears to be a lack of unity in the Yakima Police Officer’s Association. There appears to be a lack of unity amongst the Department’s leadership team, specifically at the captain level. Furthermore, there appears to be an inappropriate, disloyal style of management from some senior command staff members that has had, and is having, a negative impact on the rank and file of the Yakima Police Department.

Whatever the past situation, Department leaders need to “take the high road” and begin leading in a professional manner and require a higher level of accountability amongst themselves – as compared to their subordinates. Department membership should not be put into the position of having to “pick sides,” nor should senior command fail to make the transition from the rank and file, or being “one of the guys” to a leadership position. The future of the Yakima Police Department and the Department’s ability to provide excellent services to the community is at stake. It is the LEMAP team’s belief that the Department can start a new chapter by beginning to implement some of the recommendations provided in this report and that the Department’s command staff exemplify leadership in concert, and not in conflict with one another and with the mission of the Yakima Police Department as a guiding principle.

Based on these perceptions, the LEMAP team made specific recommendations to the City Manager regarding the consideration of an Assistant Chief’s position (recommending that the assignment should not come from the current Captain ranks) to augment the organizational structure of the Yakima Police Department. It is necessary for this position to be a loyal and passionate about the vision, mission and goals of the Department and the well being of the Department’s membership, whose duty it is to carry out the vision and mission.

Team members oftentimes heard the statement, “we are too busy and need to hire more people” from Department members. The team recognizes that the Yakima Police Department and its membership are busy, deal with a fairly high crime rate, a diverse community, and have limited resources. Nevertheless, this is more common than not in the policing industry, and not an anomaly in Yakima. Adding more personnel to the organization, without implementing organizational change, leadership effectiveness, and system technologies and efficiencies, will only result in “more of the same.”

It is the team’s perception that the members of the Yakima Police Department are hungry to provide quality service; afford dignity and respect to all persons they contact *including themselves and their fellow Department members, supervisors leaders - commissioned and non-commissioned staff alike*) and are over-due in creating Department partnerships so they can successfully create community partnerships – that promote safe, secure neighborhoods.

**ADMINISTRATIVE STANDARDS****CHAPTER 1—Goals and Objectives, Role and Authority, Use of Force****Findings:**

A review of the Yakima's Progress Report on City Council Strategic Priorities shows the first priority listed as being "Community Safety." This priority is described as ensuring that "necessary resources are available in order to preserve and enhance community safety by providing high-quality, effective law enforcement, fire protection, court service, and emergency response capabilities." The report indicates that progress is being made for the police Department, as evidenced by the approval of a plan that will provide \$700,000 to fund seven additional police officers and several other support positions, along with additional equipment. This report also indicates that the City's overall crime rate has been declining, and success has been realized in the area of emphasis patrols, the Gang Unit, drug-dog narcotic detection, graffiti cleanup, and fireworks education.

The Department's Mission Statement can be easily found in the Department's Annual Report and reads as follows: "We, the members of the Yakima Police Department, are committed to providing quality service in response to community concerns. Recognizing our responsibility to maintain order while affording dignity and respect to every individual, it is our objective to improve the quality of life of the citizens we serve, through a community partnership which promotes safe, secure neighborhoods." Mission Statements can be very useful in setting the overall direction of an organization by connecting the Statement to strategic plans, performance measures, performance evaluations, and budgetary decision making processes. While this Mission Statement offers a good high-level overview of the Department's purpose and objective, it is not currently institutionalized into all of their systems.

Over the past several years, the Department has focused a considerable amount of energy on the request for twenty-two additional officers. The request to fund the additional officers was ultimately voted down by the citizens, which was due in part by a lack of unified support from the Department and the Police Union. The City has since looked at alternative ways to fund seven additional officers. Securing additional police officers continues to be the main focus of the Department. When asked what the goals / strategic plans are for the Department, the typical response was that everyone is focused on adding officers. Some members of the Department believe that they cannot focus on strategic planning because they are too under-staffed, and therefore do not have time to focus on anything other than finding ways to secure more officers. The general focus of the Department has been on staffing levels, which has resulted in putting most other planning on hold. There is no real clear sense of direction among the staff, as performance measures and strategic plans are not written and disseminated throughout the organization. Some staff indicated that certain managers may have their own goals, but they are not communicated to other members within the Department.

The Department's Use of Force policy is 21 pages long, and covers use of the baton, chemical agents, neck holds, firearms, less-lethal impact devices, and Tasers. Only one short paragraph addresses the use of the baton, while much more is written regarding the other use of force options. The policy referring to batons states that the use of the baton shall be restricted to those who are authorized to use them, and that they shall be employed "in a manner consistent with Department training and directives." Other policy directives regarding the other use of force options are much more descriptive, to include the details of firing range procedures.

The policy dictates that all applications of force that are capable of causing injury will result in a written report, however there is not a specific Use of Force report form for all applications of force. If an officer uses the Taser or applies a neck hold, they are to fill out a specific Use of Force form. However, other applications of force are simply reported in the text of the case report.

**Recommendations:**

- 1.1 The Department's Mission Statement should be re-visited and updated with input from a cross section of members at all levels of the Department.
- 1.2 Other "systems" within the Department should be linked to the updated Mission Statement, such as performance measures, performance evaluations, strategic plans, and budgetary decision processes. When all systems are linked to the Mission Statement, the overall purpose and direction of the Department becomes clear and more easily understood.
- 1.3 Absent a clearly written strategic plan and clear performance measures, it can be very difficult for an organization to know when they are being successful. The Department should continue to focus on additional staffing, but also assign managers the responsibility of drafting a strategic plan (and related performance measures) for the other areas of the Department. While it is clear that the efforts to secure additional police officers are important, drafting and communicating the plans and goals of the other areas of the Department are also important and should not be ignored.
- 1.4 The Department should condense or reorganize the Use of Force policy in a manner that will allow officers to more easily locate policy intent.
- 1.5 The Department should incorporate the complete policy on the use of the baton into the Policies and Procedures manual, rather than simply referencing the Department's training and directives. This would allow for consistency within the manual on all Use of Force options.
- 1.6 The Department should develop a Use of Force report form for all applications of force. The report should include the required information currently specified in the Use of Force policy found in the Policies and Procedures manual.

**CHAPTER 2—MANAGEMENT, STAFFING, ORGANIZATION AND UTILIZATION OF PERSONNEL****Findings:**

The Department's organizational chart is designed by function with a date of 2006. The organization of the Department is a fairly traditional format that includes the Police Chief, three Captains, five Lieutenants, fifteen commissioned Sergeants, and seven non-commissioned Sergeants/Supervisors.

The Patrol Division's supervisory span of control is low and results in a well-supervised division.

A formal system of notifications in the absence of the Chief of Police is not outlined by policy or directive. Typically, when the Chief is expected to be out of town, a formal email is sent Department-wide placing the most senior Captain in charge.

This same seniority process is used to determine who is in charge in the event of a large-scale police event.

A formal job description and classification system for all civil service positions is in place. The Yakima Civil Service Commission maintains this system.

The Department's Police Manual is dated 2003, and has had three revisions since 2003. These revisions occurred in 2005.

The Department also uses a series of Directives to guide the day-to-day activities. Directives are originally distributed to all personnel and a copy is can be found in the Directives book by the front counter. These Directives date back to the 1980's.

There is no defined system in place to identify authority and responsibility to issue directives, update or purge directives, or review and approve directives.

A formal process or document that outlines the Yakima Police Department's goals is not in place.

Article seven of the Collective Bargaining Agreement between the City of Yakima and the Yakima Patrolman's Association describes the grievance policy. A person designated to track the grievances is not identified in this document.

**Recommendations**

- 2.1 The Department's organizational chart should be updated to include the number of FTE's in each division.

- 2.2 The Department should consider reorganization that may include discussions regarding:
- Creating the position of Deputy Chief to provide consistency in the Chief's absence. The commissioned divisions could be divided in half and supervised by a total of two Captains.
  - Creating a non-commissioned Manager to oversee Support Services and the Jail. This position would be a direct report to the Chief.
  - Utilizing the Lieutenant's position that was replaced by a non-commissioned Manager to manage the Investigation's Division
- 2.3 A formal written directive should be created to establish who is in charge in the absence of the Chief, both during planned absences and unanticipated emergencies. This directive could rotate this responsibility throughout the command staff. (Command Duty Officer)
- 2.4 The current policy manual must be updated. This can be accomplished internally or with the assistance of other law enforcement agencies or related services such as LEXIPOL, IACP, CALEA, WASPC, or outside accredited agencies.
- 2.5 Identify a position in the organization responsible for policy development, reviewing, approving, and purging of outdated policy. (i.e. Professional Standards Lieutenant)
- 2.6 If the Directives manual remains in use, develop a process to update these manuals and purge outdated documents. This manual should be a searchable document and if possible available Department wide via a computer network or shared drive.
- 2.7 The short and long-term goals of the Yakima Police Department must be identified and communicated to all members of the organization.
- 2.8 Monthly supervisor meetings should be scheduled. The Command Staff meets weekly, but there is no process for including Department supervisors. This will be critical if the desire of the Yakima Police Department is to migrate to a COMPSTAT style of policing.
- 2.9 Identify a command staff member in the organization responsible for tracking grievances to ensure compliance with timelines.

### CHAPTER 3—POLICIES AND PROCEDURES

#### **Findings:**

Each new employee is given a Policies and Procedures manual. They must sign a form acknowledging receipt of the manual, and are given a 30-question test on selected

policies and procedures. This manual covers many of the essential policies. However, the Written Directives binder also contains policies. The delineation between policies located in the Policies and Procedures manual and those located in the binder of Written Directives is not clear. For example, the Use of Force policy was located in the Policy and Procedures manual, while the State's mandatory Officer Involved Domestic Violence Policy was located in the binder of Written Directives.

The Written Directives binder contains both policies and directives, and is apparently intended to augment the Policies and Procedures manual. When a new directive is needed, a supervisor will write up the directive, and with the Chief's approval, it becomes part of the binder.

There is no clear index or cross-referencing mechanism in place between the Policies and Procedures manual and the Written Directives binder. Officers were not clear on exactly what was all contained in the Written Directives binder, as some Written Directives did not apply to their respective areas of responsibility.

Training and testing is conducted when new policies are issued. Officers are not tested on an ongoing basis on existing policies or Written Directives.

### **Recommendations:**

- 3.1 Incorporate the policies found in the Written Directives binder into the Department's Policies and Procedures manual. Following this process, the manual should be updated and consolidated into a more streamlined system.
- 3.2 Develop a process for systematic review of all policies. The process should be scheduled as a periodic course of action.
- 3.3 Institute a program for training and testing on all policies, with an initial focus on the "low frequency, high risk" policies. Proof of such training should be maintained in permanent files.
- 3.4 Consider becoming an accredited agency, thus ensuring that policies and procedures are contemporary and mirror industry best practices.
- 3.5 Consider contracting for a new Policies and Procedures manual. Lexipol is a company that offers a contemporary policy manual for Washington State police agencies. The manual includes policy updates as needed. Daily training bulletins are also offered as a means to keep officers up to date on the Department's policies.

**CHAPTER 4—RECORDS MANAGEMENT****Findings:**

The Yakima Police Department Records Unit provides support services to both internal and external customers. Hours of operation are 0800 – 0000 for internal customers, and for its external customers (public) 0800-2100. Up until approximately 3 years ago, the front counter was open and available to citizens 24 hours a day. Due to staffing levels and increased demands, the records unit closed the front counter at midnight.

The Records Unit is part of the Yakima Police Department's Services Division. The Lieutenant of Services oversees its operation, in addition to the property & evidence unit and the correctional facility. All three operations are housed in the police station located at 200 South Third Street.

All police services specialists participate in a pre-hire background inclusive of polygraph and drug screening. Police services specialists do not undergo psychological testing during their pre-hire process. All police services specialists are AFSCME members, while the supervisors are part of the citywide management association / union.

The records personnel are the first contact for customers, both via telephone and walk in traffic. The front counter has three individual walk up windows (similar to bank teller) all staffed with police services specialists.

An extensive criminal history tracking system is in place. Each arrestee is given a unique number to be used during all bookings in the jail. Female and felony arrestees are taken to the Yakima County jail and are exempt from this process. These records are kept separate from police incident reports in case jackets in numeric order. These records are maintained by a specialist assigned to the "arrest desk" who advises that they process approximately 500 – 600 bookings per month.

The City of Yakima employs a representative who serves as media relations as does the police Department's patrol command staff.

Juveniles arrested by the Yakima Police Department are booked into the Juvenile Detention Center. Juvenile fingerprints and photos are maintained by the detection center. As such, these records are maintained separately from adult arrests.

Police Services Specialists are part of the Departments Telephone Reporting Unit (TRU) who takes telephone reports after verifying it is determined physical police response is not necessary to respond to incident. Other participants of the TRU are temporary assignments, light duty officers, etc. Any questions that may arise during the process are to be directed to the Police Services supervisor on duty or the Services sergeant.

Simple assaults, mistrust/stolen autos, car prowls, vandalisms, civil disputes, thefts,

malicious mischief, suspicious circumstances, additional information to existing cases, reports for insurance, abandoned/illegally parked vehicles, lost property, threats, suspicious circumstances, cold burglaries (for insurance purposes), telephone harassment and annoying telephone calls can be processed by the Telephone Reporting Unit.

At the beginning of 2007, a sergeant was assigned as the unit's first line supervisor, with the sergeant reporting directly to the Lieutenant of Services. Supervisors state that while the sergeant is within their chain of command, he primarily focuses on other responsibilities geared towards operations such as SWAT and firearm responsibilities. Staff may report to him or respond directly to the Lieutenant.

The police records and front counter operations are secured from the public. Any employee within the Department (and communications center) has unrestricted access to the unit. All computer terminals are sufficiently protected from public view. The front counter area is protected with bullet resistance window.

The Support Services specialists who are assigned to the front counter are divided into two squads. One squad works 0800 – 1600, and the second works 1600 – midnight. A total of eleven police services specialists are assigned to these two squads. Currently, there are three vacant positions for this assignment. While there is a city wide hiring freeze on personnel, needs are being reviewed on a "case by case" basis and it is hoped these three positions will be filled. When the second squad secures at midnight, the telephones are transferred to the communications center that answers the calls until the first squad arrives on shift transferring the calls back to police services. Additionally, after the second squad secures, communications employees are responsible for traveling to the records unit to pull hard copy files to confirm stolen vehicles, property, domestic violence and anti-harassment orders, etc.

Police Services supervisors were unsure if communications employees were actually coming down into the records unit after hours to confirm these hits, or if they were simply relying on RMS entries. The assessor confirmed with communications employees that in fact they physically come into the records unit to pull the hard file for confirmations.

All Police Services specialists, supervisors and temporary employees have current ACCESS Certification status. A specialist with the unit serves as the Terminal Agency Coordinator and ensures training and certifications are maintained.

At the time of the on site review, the records unit is not maintaining the archival of records or their retention or destruction due to reported staffing shortfalls.

One supervisor has no direct reports (with exception of temporary employees at times) and is responsible for all public disclosure (except personnel issues), reconciling all monies collected at front counter and via public disclosure, conducts audit in preparation for property and evidence supervisor to process UCR report, and must "batch" names and incidents together in records management system, i.e., master names and current arrest

index, etc. Receipts are printed from a computer-generated system identified as services payment entry. Once the entry is committed the cash drawer (located in the front counter area) automatically opens for entry of deposit, making change, etc. Staff reported that if an employee simply hits a key without an actual transaction being tendered, the cash drawer will automatically open as well, allowing access to the cash and checks in the drawer.

The supervisor advises that she schedules her vacation time, to ensure the statutory obligations of the five-day response time is met, and if she is on vacation and in the area, so comes into work to ensure disclosure remains current.

The supervisor responsible for the “batching” function states that there are over 200 names and incidents that needed to be batched before the data could be down loaded /committed to the records management system and available via records check. Essentially, until the supervisor conducts the “batching” these entries have no value to the patrol officers, investigations, or other follow-up activities. While at the time of the on site review, all data entry was current. However, until this process was completed these records would not reflect entry. The current RMS system has been in place since 1988 with an updated version in 1997.

One supervisor is responsible for specialists and the records function while one supervisor is responsible for personnel and operations of the squads assigned to the front counter.

No one interviewed recalled the state audit of traffic citations, nor was anyone aware how to obtain its findings, including the Lieutenant of Services. A Support Services specialist prepares both criminal citations and infractions for the municipal court and files the Department copy, conducts RMS entry, and forwards the original to the court. While it is rare, if an officer has not turned in a booking citation, he/she is called at home to submit, or risk the chance of the suspect being released from jail before arraignment.

One Police Services specialist is assigned to the “arrest desk.” This position also serves as the terminal agency coordinator and ensures all ACCESS Certification is completed and maintained, responsible for CJIS letters to be signed and on file for all employees, and establishes individual case jackets on sex offenders within the city limits, and serves as a notary.

Many tasks were being addressed with overtime. Staff reported that all overtime has been eliminated for back logs. Many employees have steadily worked overtime for the last two years.

The most recent ACCESS audit “on site” was conducted June 7, 2006 by the Washington State Patrol and encompasses ACCESS/WACIC/NCIC functions. During the audit, violations/errors identified included (1) incorrect codes used for criminal history checks for gun transfers during training of a new employee (the trainer used her son’s name for an example when running a NCIC III for the new employee), (2) procedures regarding

criminal history dissemination to CPS and Guardian Ad Litem, (3) eight protection orders revealed entry was incorrect, (4) incorrect purpose code used for ride along applicants, and (5) specific requestor name not being recorded on NCIC III inquires, i.e., listing purpose instead of the name of the requestor.

A response letter was sent to the Washington State Patrol on July 28, 2006, to advise the audit team corrections had been made in procedures, entries corrected and training and procedure manuals being updated bringing them up to compliance on violations.

The Police Services Specialists have a high volume of fingerprint cards from citizens. The specialists are still rolling prints with ink, and do not have a live scan machine. The Department charges fingerprint applicants \$5.00 for the first card and \$2.00 for each additional card. The Yakima Police Department charges a nominal fee for its service, while other neighboring agencies charge up to \$20.00 for fingerprint services.

A common theme is the belief amongst Police Services employees that neither the sergeant nor the lieutenant is particularly interested in managing the records and front counter operations and staff assigned. As such, police services employees perceive their issues and concerns are minimized.

Several attempts were made to contact the lieutenant assigned to Services during the time the LEMAP team was on-site, with no success. On the last day of the on site, the lieutenant was located and the conversation revolved around the lieutenant's displeasure of being assigned to Services and his knowledge, skills and abilities more suited for an operational assignment.

The records operations are assigned four full time employees and four temporary employees. Part time employees traditionally work four-hour days providing assistance to the records operations with entry levels tasks such as filing, filing and copying reports.

Two of the four full time employees do not have responsibility for receiving public contact or providing assistance with incoming calls. One employee is assigned domestic violence and anti-harassment order processing, while one employee is assigned all firearms related tasks. These two positions work business hours, Monday through Friday.

It does not appear that unit supervisors/managers are trained for actual records management, but address day-to-day operations. Effective record retention, destruction and timely archiving practices are not followed. Employee perception is that their operation is somewhat crippled without the attention that the overtime scheduling was providing.

### **Recommendations:**

- 4.1 The agency should explore records management systems and alternatives not requiring "batch" data.

- 4.2 The agency should consider re-assignment of the UCR to a police specialist or supervisor within the records unit.
- 4.3 The agency should follow the law enforcement records retention manual to eliminate unnecessary risk and exposure. The retention manual may be downloaded from <http://www.secstate.wa.gov/archives/>
- 4.4 Personnel responsible and accountable for agency records should attend LEIRA training.
- 4.5 The agency should consider the assignment of an experienced **civilian** records manager.
- 4.6 Department personnel should commit to improving communications and relationship between specialists, communications staff, jail employees, and Department leadership.
- 4.7 Police Services Supervisors should participate in Department discussions and decisions that impact their operations.
- 4.8 The Department should conduct a job/task analysis of the duties and responsibilities/tasks of Service and Records unit specialists to determine assignment and cost effectiveness.

## CHAPTER 5—UNUSUAL OCCURRENCES: HEALTH AND SAFETY

### **Findings:**

By City policy, the Fire Chief is the director of Emergency Management for the City of Yakima.

Department members receive a substantial amount of training in all areas specifically those areas associated with Patrol. In interviews with Department personnel, the Yakima Police Department has trained all personnel in the basic NIMS related courses with some members having attended ICS 300 and 400 level classes.

The Department has a series of Directives dated in 1984 regarding responding to unusual occurrences. However, the Department is an active participant with Yakima County in developing a regional terrorism response plan.

This terrorism response plan reviewed was a draft copy dated in 2006. According to Department interviews this plan has not been formally adopted.

There has been a series of training exercises that have been conducted jointly with Yakima County in an effort to test the response plan. In 2006 alone, there were five EOC citywide training exercises.

The City of Yakima's EOC is located on the 2<sup>nd</sup> floor of the Police Department in the Training room

The City of Yakima has several Memorandums of Understanding (MOU'S) and Inter-local Agreements with neighboring jurisdictions. There does not appear to be an agreement for the combined SWAT team with members from Union Gap and Yakima County. This combined team works under mutual aid.

Bloodborne and airborne pathogens are a constant concern to law enforcement. Department members are aware of this hazard and generally know what to do. A copy of the Departments exposure guidelines is located in the patrol sergeant's office.

The Department requires officers to wear soft body armor while in uniform positions and where there is an anticipation of an arrest situation.

### **Recommendations**

- 5.1 Adopt the Yakima Terrorism Response Plan. Train and distribute the plan to all Department members.
- 5.2 Purge existing directives dating back to 1984 in regards to unusual occurrences.
- 5.3 Develop an Inter-local agreement with the City of Union Gap and the Yakima County Sheriff's Office in regards to the combined SWAT function. This agreement should outline the roles and responsibilities of the three agencies and how claims against the three agencies will be handled.
- 5.4 Distribute copies of the bloodborne exposure plan to all supervisors and place a copy in a general resource area.

## **CHAPTER 6—FISCAL MANAGEMENT**

### **Findings:**

The Yakima Police Department's proposed 2008 budget is \$21,123,742, with 80.4% of that budget comprised of salaries and wages (\$16,981,691). This represents about 36.5% of the City's General Governmental Fund budget. In 2007, the City negotiated a "0" percent wage freeze for bargaining groups in an effort to maintain services and balance their budget. This exemplifies the significant, economic challenges facing the City of Yakima.

The LEMAP team learned there was a significant “disconnect” between management level personnel in the police Department and the City’s financial plan and budgetary processes. In fact, the Finance Department reported that contrary to police management’s report that the financial plan and budget process is a very unstructured process, “the City has a very structured process – that has been in place for many, many years; therefore it is concerning that anyone in the management level that has been with the City for any length of time could think otherwise.”

The City has previously involved a “Budget Strategy Team” to prepare and present budget recommendations. Department information was received and reviewed by the BST. The process would engage throughout the summer and fall, with budget recommendations then made to the Council by the City Manager and Department administration.

During the first quarter of 2007, the Yakima City Council reviewed the City’s Vision, Mission and Strategic Direction. Community safety was again identified as the number 1 priority and had been the Council’s number 1 priority for several years. In 2006, Police Department staff submitted crime reduction plans that included an assessment of Department needs.

After numerous meetings including the community and city staff, the Yakima City Council approved more than \$700,000 in additional funding. The purpose of the additional funding was to provide seven additional police officers, a crime analyst, a crime free rental housing clerk, and additional criminal justice enhancements.

While Department leaders and elected officials anticipate the future financial responsibilities, the State of Washington has mandated significant increases in retirement plan contributions that are exacerbated by the additional thirty-six FTE’s added to city staff in 2002 and twelve FTE’s added to police and courts in 2005. In an effort to address the \$2.4 million dollar increase in expenditures that Yakima estimates in 2008, about \$800 thousand dollars of previously planned funding is being cut. In addition, the City will have to dip into its reserved to balance the budget. Overtime, training and travel are some of the areas that all Departments, including the Police Department, were asked to manage more efficiently.

The Police Department established a “Gang Unit” in 2004. Additional funding was provided in 2006 for emphasis patrols. Federal grant funding has been requested to continue emphasis patrols.

The purpose of addressing the above information is to articulate that the City has been immersed in financial process and policy for several years. Budget reviews and discussions have occurred in every Department in the City. The City has systematically institutionalized a plan to address the complicated financial issues that includes Police Department staff. And, during the recent years when money has been the tightest, the police Department has fared well due to the Council’s number 1 priority of community

safety. The City of Yakima spends 5.6% more than comparable cities between 30,000 and 85,000 population in Washington State on criminal justice

Nevertheless, Police Department command staff interviewed relayed that the financial plan and budget process is an “unstructured process.” It was explained that the City’s Finance Department would send the Police Department an expenditure report from the previous year. The Department would then be asked to make projections on what they anticipate spending in the coming year. The projected budget is returned to the Finance Department. The City Manager reviews and decides what expenditures are appropriate.

According to command staff interviewed, input from Police Department staff seemed to be minimal. Monthly expenditure reports used to be printed and disseminated but that practice has stopped according to staff. Although Department staff report that if they want an expenditure report, it must be requested from the Finance Department. The LEMAP team learned that such reports can be easily accessed on the City’s information system by assigned computers.

There is one petty cash fund that is distributed from the Administrative Assistants office. All expenditures under \$100 can be reconciled through this system. Expenditures over \$100 and under \$2500 can be made from various businesses that have established a billing system with the City. Expenditures over \$2500 must be made through the City’s Finance Department. Processing and obtaining quotes is the responsibility of individual Departments and the Finance Department.

Although staff reported that the Department does not utilize a purchasing card system, Finance Department personnel confirmed that such a system is in place and has been used by police Department membership many times. In addition, Department staff reported that Visa cards are available for training and travel. According to staff, there have been instances of the account being frozen for non-payment. Employees have been “stuck” in California because of this problem.

Overtime documentation is three-part and seems overly redundant. A daily timecard must be completed by the employee working the overtime. The card is then turned in to the sergeant or supervisor. The sergeant or supervisor then documents the information on an Excel Spreadsheet. The employee also fills out a Supplemental Overtime Report that also is passed up the chain of command.

At the end of the month the Timekeeping clerk reviews approximately 1000 timecards and checks the accuracy with the Excel spreadsheet.

A committee is reviewing this procedure and investigating the potential change to an automated system.

**Recommendations:**

- 6.1 The City has an accounting system that includes provisions for monthly status reports showing initial appropriation for each account, balances at the commencement of the monthly period, expenditures and encumbrances made during the period, and the unencumbered balance. Police Department staff should utilize the system to its potential.
- 6.2 Police Department command staff should participate and actively engage in budget training that is coordinated by the Finance Department at the beginning of the annual budget process each and every year.
- 6.3 Monthly reports tracking expenditures, including overtime are provided for city staff. Police Department managers should use these reports to stay abreast of the current budget status for the Department. Additionally, Department managers should be held accountable for the financial health of their assigned divisions/units.
- 6.4 Personnel should take advantage of the Finance Department accountant that is assigned to the Police Department. If it is determined that additional support staff is needed to better manage and administer the Department's budget, such additional support should be considered.

**CHAPTER 7—RECRUITMENT AND SELECTION****Findings:**

The Yakima Civil Service Commission approves all job descriptions and classifications for the Police Department. The Oath of Office for commissioned officers is maintained by the City Clerk.

The Department uses PublicSafetyTesting.com for recruiting and initial testing of applicants. Posted on this website are the minimum requirements as well as automatic disqualifiers, to include conviction of any crime under a domestic violence statute.

Passing scores from PublicSafetyTesting.com are forwarded to the Department, and subsequent Oral Board interviews are conducted. Names and scores of the successful candidates are then forwarded to the Civil Service Commission for certification. Once certified, a Captain receives and maintains the list.

The Captain forwards the names of eligible candidates to the Training Officer who conducts thorough background investigations on the candidates. A checklist is used to capture all of the required elements the background investigation. The Training Officer will travel out of town when necessary to conduct the investigation. Once the background investigations are complete, the Training Officer forwards his findings to the Captain(s) who makes a hiring recommendation to the Chief. The Chief does not

personally interview the candidates, but rather takes the recommendation of the Command staff under consideration and makes his hiring decision. The selected candidates are then given a conditional job offer, and sent in for polygraphs, psychological tests, and medical exams. Upon successful completion of these final steps, the candidates are hired. The hiring / background process for non-commissioned positions is very similar to the process used for the commissioned positions.

Once hired, new police officers are sent to the Basic Law Enforcement Academy. They are then assigned to a Police Training Officer. They are on probationary status for one year after they complete the Academy

### **Recommendations:**

- 7.1 Incorporate the hiring / background process into the Department's Policy Manual.
- 7.2 Include a face-to-face Chief's interview as part of the hiring process. The Chief should have a chance to personally meet and interview each candidate before a hiring decision is made.

## **CHAPTER 8—POLICE RESERVES/VOLUNTEER PROGRAMS**

### **Findings:**

The Yakima Police Department has a vibrant and robust youth Police Athletic League. One sergeant and two officers are assigned to the unit that also includes Community Service (Block Watch, Community Events and Fairs, etc)

The Unit utilizes community volunteers to assist with the implementation of the various youth programs. Volunteers are subjected to a rigorous background check.

The PAL program assists and provides positive recreational, tutorial and emotional support to over 600 kids a year.

The Yakima Police Department has a reserve program that is currently situated in the patrol division. The patrol captain oversees the operation of the unit. There are approximately fifteen reserves, six of which are active.

There are different levels of Reserve Officer Status. Reserve officers are allowed to work patrol on their own when they achieve "Commissioned Reserve Officer" status. It is unclear how reserve officer attain higher levels of status. Department staff reported that Reserves had to obtain a certain amount of training hours and "other things". These "other things" could not be articulated.

Policies and/or procedures that related to the Reserve Officer Program were not located or observed. Department staff reported that there aren't any Department policies or procedures.

More than one sergeant expressed concern about the quality of the reserve police officers. The sergeants stated that standards were vague and the quality of their capabilities is in question.

**Recommendations:**

- 8.1 The agency must document standards and hiring criteria for part-time/reserve officers.
- 8.2 Basic training requirements for reserve officers must comply with state law.
- 8.3 Establish consistent and on-going training program for reserves.
- 8.4 Training requirements for use of force and firearms proficiency for reserve officers shall be identical as full time officers.
- 8.5 Create a tracking or system of documentation that is accurate and up to date.

**CHAPTER 9—TRAINING**

**Findings:**

All new employees receive the necessary forms and information for new employee integration into the organization. They sign an acknowledgment form indicating that they have received the information. Included in this process is a copy of the Department's Policies and Procedures manual, to include a subsequent 30-question test on selected policies and procedures.

Upon completion of the Basic Law Enforcement Academy, new officers are assigned to a Police Training Officer (PTO). This initial training program incorporates the Reno training model, and is taught by training officers who are certified to teach the PTO program. As part of the PTO training program, new officers are assigned to conduct a community outreach initiative. They are taught the importance of establishing community outreach programs, however once the PTO program is completed, the officers are not required to continue active participation in their outreach program.

The PTO manuals and journals are maintained by the PTO Lieutenant who works out of the Patrol section. Some challenges exist at times with communication between the PTO training officers and the Lieutenant, as the Lieutenant works rotating patrol shifts which can be different than those worked by the PTO.

Non-commissioned employees also receive orientation training, to include training and testing on the Policy and Procedures manual. Much of the training they receive is "on the job" training provided by their supervisor. While outside training opportunities are fewer

than for the commissioned officers, training for the non-commissioned personnel is documented and their training files are kept up to date.

The Department offers employees both off-site training opportunities as well as in-service training. Training topics are mapped out several months in advance. In-service training is conducted every other Friday (approximately 10 hours each class) when the two patrol shifts overlap, and includes mandatory training components such as blood borne pathogens, defensive tactics, firearms, and harassment. Those personnel working in other assignments are also able to attend some of this training. All officers attend the mandatory training modules regardless of their assignment. Training is conducted by in-house personnel, community members, and outside consultants. Records are kept relating to the training topic, lesson plans, and a list of attendees. Training records are kept in the training officer's office, and appeared to be complete and up to date.

The Department has been hosting regional training, bringing in subject-matter experts from out of town to conduct the classes. In exchange for hosting the regional training, members of the Department are able to attend at a substantial discount. This has proven to be mutually beneficial for all the stakeholders.

Off-site discretionary training that falls outside of the in-service training modules is typically processed through the chain of command as follows; the Training Officer notifies a member of an upcoming class. The member requests permission from their Sergeant to attend. If the Sergeant supports the training, the Sergeant notifies the Training Officer of their approval. The training officer then performs an analysis of the financial impacts of the training on the Department. The training request along with the financial analysis is then forwarded to the member's Lieutenant. If the Lieutenant approves the training, the request is then forwarded to the division Captain for approval. If the Captain approves the request, and if the training exceeds a specific dollar amount, the request is then forwarded to the Chief and to the City Manager for approval. Provided everyone approves the request, the Training Officer is then notified. The Training Officer can then notify the officer of the outcome, and submit the appropriate registration forms. Discretionary has been somewhat limited recently due to overtime funding constraints.

### **Recommendations:**

- 9.1 A policy should be instituted that requires all written lesson plan to be reviewed by a supervisor or the training officer prior to the training. The supervisor or training officer should review the curriculum, ensuring consistency and relevancy.
- 9.2 The training approval process could be streamlined. Rather than requiring each training request to go to every level of the chain of command for approval, develop a process wherein the Training Officer works with fewer layers of supervision to process training requests.

- 9.3 Guidelines and expectations should be developed for the Department's training program. Once established, the guidelines can serve as general parameters in which the Training Officer can make decisions that do not require approval from every level of supervision within the Department.

## CHAPTER 10—PERFORMANCE EVALUATION SYSTEM

### Findings:

Policy and procedure governing the Department's performance appraisal system was dated 2-20-86. Current policy and procedure regarding personnel evaluations are found in Directive # PERS86—002/revised July 20, 1999. A general comment from staff regarding the implementation of an up-to-date, state of the art, evaluation system was that there "wasn't enough time or energy" to undertake the task.

The Yakima Police Department has a performance review system in place, but is not managing or mandating it. Evaluations are to be completed by supervisory personnel on the anniversary date of the employee. The Administrative Assistant sends supervisory staff the evaluation form and specific information about the employee's absenteeism record. Supervisory/command staff personnel are supposed to monitor the completion and accuracy of the completed evaluations, but are not doing so on a consistent basis.

Three evaluations forms are used for (1) commissioned staff, (2) non-commissioned staff and (3) supervisory staff.

### Recommendations:

- 10.1 The Yakima Police Department's performance appraisal system needs review and update. Linking evaluations to Department goals, objectives, values, and mission, when established, would be appropriate. Identifying individual performance challenges and establishing individual performance expectations should be implemented.
- 10.2 Supervisory personnel should be evaluated on their ability to accurately evaluate subordinate personnel including establishing individual performance improvement plans.
- 10.3 Raters should be trained to ensure objective, consistent appraisals are provided and basic rater errors (i.e. horns/halo effect) are minimized.
- 10.4 Evaluation rating criteria is documented by Directive - PERS 86-002. This Directive was implemented in 1986 and last revised in 1999. Up-dated evaluation criteria should be established after Department vision, mission, goals, objectives, values, etc. are established.

- 10.5 The Performance Evaluation Form could be modernized and become more specific to the Yakima Police Department's mission, priorities, and specific assignment (patrol, traffic, investigations, gang detail, pro-act).

## **CHAPTER 11—COMPLAINT PROCESS, INTERNAL AFFAIRS AND DISCIPLINE**

### **Findings:**

Rules of conduct were found in Department policies and procedures that were re-published in February of 2003. Rules and regulations were also found in Department directives, in two books that are identified as "Before 1990" and "After 1990".

Chapter 7 of the 2003 Policy and Procedure manual identify rules of conduct. Chapter 7 includes policy on unbiased policing.

Chapter 8 of the 2003 Policy and Procedure manual covers discipline and complaint issues. Procedures for processing complaints exist in this chapter. The Department does articulate the difference between a citizen's complaint and a citizen's disagreement with an officer's actions.

Article 11 of The Collective Bargaining Agreement between the City of Yakima and the Yakima Police Patrolman's Association addresses discipline, discharge and investigations of misconduct.

There is no system for adding, revising or purging codes of conduct, rules and regulations, or other directives intended to govern employee conduct. The lack of a system in this dimension has resulted in issues for the Department when the organization was unable to prove that an employee(s) had been aware of performance expectations.

Complaint forms, including procedures for filing complaints, are available in the reception area for citizens choosing to file written complaints. The Department intention is to investigate all allegations of serious misconduct or criminal behavior.

The lieutenant assigned to the Personal Standards Division generally assigns internal investigations to the employee's supervisor.

The Department has computer software to assist in the internal affairs function – I/A Pro. Supervisory staff have not been trained in the use of this software and the Lieutenant assigned to Personal Standards appears to be the only Department member using the resource.

Supervisory staff assigned to investigate complaints do not make "findings" or disciplinary recommendations.

Records of complaints and dispositions occurring before 2006 are stored in the police chief's office. Records after 2006 are filed in the Lieutenant of Personal Standard's office.

**Recommendations:**

- 11.1 The size of the Yakima Police Department makes a practice of informally tracking potential problem employees a challenge. The Department should consider employing a formal early warning system to identify employees using excessive time off, receiving frequent citizen complaints, utilizing higher than average uses of force, etc. Early warning systems provide a management tool to detect problem behavior, intervene, and correct performance. The goal of such programs is intervention before discipline.
- 11.2 An internal audit that oversees the complaint and disciplinary process should occur. The audit should ensure the I/A Pro software is appropriately tracking use of force, injuries to prisoners, arrests for resisting and obstructing when force is used, firearm discharges, complaints, criminal and civil claims, vehicle pursuits, disciplinary action imposed, automobile accidents and attendance/absenteeism.
- 11.3 Legal counsel of the City should promptly notify the Department whenever civil claims are filed arising from alleged misconduct and the Department should investigate every significant claim.
- 11.4 The Department defines "complaints" and intends to investigate all complaints. Allegations of serious misconduct or criminal conduct are complaints. Inquiries regarding minor demeanor issues or disagreement about receiving a citation, etc. are inquiries and do not necessarily fall into the category of "complaints." Nevertheless, inquiries and demeanor issues should be handled and recorded at the supervisory level and documented in performance appraisals. Supervisors should be provided with a list of subordinates who have been the subject of personnel complaints and their resolve. This information should be used in performance evaluations. Command officers should evaluate supervisory personnel based on their ability to control and correct unacceptable behavior.
- 11.5 Complaint processing should be consistent throughout the organization and supervisors should not have the authority to alter the consistency of complaint classification and assignment.
- 11.6 Supervisory personnel assigned internal investigations should receive training focused on the internal investigative practices that include organizational requirements such as labor agreements and updated policy and procedure.
- 11.7 Investigative files should be completed, organized, and filed in a consistent manner, such as:

- Complaint
  - Allegation Summary
  - Findings of Fact
  - Statements
  - Reports
  - Correspondence
  - Disposition/Penalty Recommendations
  - Classification Summary (i.e. Allegation #1 – sustained, Allegation #2 – not sustained, etc.)
- 11.8 All interviews should be recorded (as stipulated in the collective bargaining agreement) and certain investigative practices should not be allowed, such as group interviews of officers and pre-interviews, before recorded statements are taken.
- 11.9 Following sustained complaints, the Department should take affirmative action to ensure the officer modifies their behavior. Along with discipline, training and counseling should be considered.
- 11.10 Punishment up to and including demotion in rank should be levied against supervisors who fail to carry out supervisory responsibilities. In many cases, it is more appropriate to relieve officers of the managerial tasks (demotion) than to remove or suspend.
- 11.11 Officers who violate Department rules and regulations by failing to truthfully report known instances of misconduct should be punished severely. Attention should be focused on officers who corroborate the story of another during investigations where allegations of misconduct are eventually sustained.
- 11.12 The Department’s code of conduct must be reviewed, updated, organized, and exist in one place for all members to be held accountable for the same standards and expectations.
- 11.13 A written directive should be included in the new, updated policy and procedure manual that addresses potentially exculpatory information (“Brady” material) that might be contained in personnel files – that are co-located in the Chief’s office and in the Lieutenant’s office in charge of Personal Standards.

## **CHAPTER 12—PATROL FUNCTION**

### **Findings:**

The patrol division is staffed as follows: 1 Captain, 2 Lieutenants, 8 Sergeants and approximately 70 officers. Patrol works a 10 hour 40 minute shift. They are scheduled in 4 shifts on two teams. The Department has a history of maintaining an officer/1000 ratio of 1.8. Currently, the Department is 14 officers short of this ratio.

Calls for service in 2007 are trending down, at mid-year 4%. FTE vacancies within the Department are all absorbed in the patrol ranks.

The Department has experienced a decrease in proactive enforcement. The City was able to add 10 FTEs in 2006-07. Seven of those positions are dedicated to establish the Pro-Act Team.

The Department has a reporting system that utilizes non-commissioned personnel. This system handles approximately 30% of all calls for service to the Yakima Police Department.

The patrol division appears to be very response oriented (reactive). Patrol discussions revolved around the perception of being overwhelmed by the “call to call” syndrome. Evidence supporting the call-to-call perception was not found that would exemplify a significant difference between Yakima patrol officers and patrol officers from other similar sized agencies.

There was a lack of statistical analysis with regards to calls for service and crime trends.

The patrol division is split in two locations. Two shifts work out of the main police building. Two patrol shifts work out of the substation at the airport. A feeling of separation was definitely evident. The patrol division is already split in half under the setup of the 10/40 shift schedule. Splitting the teams a second time appears to have had an undesired separation effect where the officers do not feel connected to one another.

Overtime restrictions are in place on patrol. Officers are not allowed overtime extensions to their shifts unless they are working a Class A Felony case or they have a subject in custody. All other situations/reports will be dealt with on the following work period.

#### **Additional Observations:**

- The formation of the Gang Unit was a very positive decision.
- The creation of the Pro-Act unit is also a very positive decision.
- In general, Patrol has very good equipment and receives substantial amount of training.
- The Chief is responsive when it comes to equipment and firearms requests.
- The Chief cares about the Department, and has made the place better.
- Very few officers leave Yakima PD.
- The Chief does not review Department training lesson plans.
- The Chief does not conduct a formal “Chief’s Interview” with new hires; he bases his opinion on the background process.
- The Department teaches the “Reno” PTO model for their new officers. However this problem based learning is “thrown out the window” once the new officer is on his/her own. They state there is no time to identify the problems associated

with the activity to develop a solution as they are taught as student officers. Rather they spend their time going call to call.

**Recommendations:**

- 12.1 Initiate a crime analysis function within patrol division.
- 12.2 Study the effect and or consequences of working the 10/40 schedule. Are the desired outcomes of personnel positioning actually coming to fruition?
- 12.3 Improved statistical analysis of patrol teams/officers activities may facilitate improved efficiency and effectiveness. The same may be said of the use of available crime analysis products by patrol teams/officers.
- 12.4 Study the feasibility of bringing patrol back together in one building
- 12.5 Training in the area of problem solving and directed patrols may benefit the officers with respect to the handling of repeat offenders and/or problem situations

**CHAPTER 13—TRAFFIC FUNCTION****Findings:**

The Traffic Unit consists of one sergeant, five investigators and one transit officer. The unit is primarily responsible for the investigation of all collisions and the enforcement of the traffic laws in the City of Yakima. They perform their duties primarily during daylight hours and on weekdays.

The officers appear to be well trained.

The Department does not utilize parking enforcement officers. Patrol officers are required to perform parking enforcement duties.

The use of volunteers is limited to senior volunteers performing disabled parking enforcement.

Abandon vehicles are handled by the traffic sergeant.

The Department has a very well defined pursuit policy. Every pursuit is reviewed by the chain of command.

**Recommendations:**

- 13.1 The Department could benefit from clerical support that could handle many of the non-emergency functions currently being handled by the sergeant.

- 13.2 The Department should consider implementing a non-commissioned parking enforcement program.
- 13.3 The Department should remove abandoned vehicle responsibility from the Traffic Sergeant and reassign to parking enforcement officers.

## CHAPTER 14—INVESTIGATIVE FUNCTION

### Findings:

The Investigations Division is led by a Captain and four Sergeants. The division is divided into four core functions, each supervised by a sergeant. The four core areas are Person's Crimes, Property Crimes, Special Assault, and Narcotics.

The Narcotic's group is part of a local DEA Task Force that has been in operation for almost twenty years.

This Division does not have a set of standard operating procedures and relies on the Department Policy Manual and the book of Directives.

There is no policy on the rotation of personnel in and out of the division. Typically, members are assigned to the division for 3-5 years at a time.

The Captain is responsible for the assignment of cases for additional follow-up. The Division does not have a case assignment policy or criteria that identify solvability factors. Once assigned, cases are forwarded to the assigned investigator via his/her supervisor.

Case assignments and clearances are computerized and supervisors can track cases through the investigative process.

The Yakima Police Department has a very unique relationship with the local Child Protective Services Office (CPS). CPS has assigned two caseworkers to the Department to assist in the investigation of crimes against children. This relationship reduces duplication and increases efficiency for both agencies.

The Division does not have written directives regarding the investigation of child abuse, elder abuse, or identity theft. Currently, a county-wide protocol on the investigation of child abuse cases is in the early formative stage.

The Division has access to a limited amount of buy funds to further investigations. The captain audits these funds on occasion.

The Yakima City-County Narcotics Unit has a very thorough informant policy. The Board of Directors, which consists of the Chief's and Sheriff meet three times a year to review the operations and fiscal procedures.

Communications between Investigations personnel and Patrol Officers is limited and at times strained. The reduction is authorized overtime to be called-out to major crimes aids in this frustration.

**Recommendations:**

- 14.1 The Department should consider assigning division command to the position of Lieutenant and not Captain.
- 14.2 Investigation Division management should require case assignments managed by the first line supervisor.
- 14.3 The rotation policy should be standardized. The Department should consider designating a limited number of high performing Detectives exempt from rotation positions. This will increase the experience level within the Division.
- 14.4 Standard Operating Procedures should be developed for the division, including:
  - One-Party Consent
  - 1989 Omnibus Drug Bill
  - WAC 271, Sections 202 and 204
  - Missing Person Policy
  - Search Warrant Operations – to include a risk analysis, briefing protocols and required equipment
  - Proper use of the Photo Montage
  - Major Crime Scene response
  - Investigative fund protocols
  - Investigation protocols for identity theft, child abuse and elder abuse
- 14.5 Assign Detectives on a rotating schedule to routinely attend patrol briefings to exchange information.

**CHAPTER 15—EVIDENCE/PROPERTY CONTROL SYSTEM**

**Findings:**

The Yakima Police Department serves as the property and evidence custodians for the Yakima Police Department and the City-County Narcotics Unit referred to as the “CCNU”. The “CCNU” operation includes coordinated efforts by the Yakima Police Department, Yakima County Sheriff’s Office, and the Union Gap Police Department. The Yakima Police Department’s / CCNU’s Property and Evidence Unit is housed within headquarters at the Yakima Police Department located at 200 S 3<sup>rd</sup> St, Yakima, WA 98901. Additionally, the Yakima Police Department Property & Evidence Unit utilizes space across the street in an annex owned by the City of Yakima. This offsite storage is utilized to store inactive homicide evidence, large pieces of evidence, flammable

materials, felony-warrant evidence and bicycles.

The Yakima Police Department Property & Evidence Unit is open to the public, Monday through Friday. Citizens may need to schedule an appointment to retrieve property due to staffing levels in the Unit. The Property & Evidence Unit has one supervisor and one police services specialist assigned. The current police services specialist is a former police officer who retired and is now working as a civilian in the Property & Evidence Unit. Occasionally, a part time employee may be rotated into the unit to assist with entry levels tasks. The Property & Evidence Supervisor reports directly to the Lieutenant of Services and the police services specialists and part time employee report directly to the Property & Evidence Supervisor.

It appears that the police services specialists who transfer into the Property and Evidence Unit from another support services assignment may quickly become “burnt out” and request to be transferred out to be re-assigned to another support services area due to the heavy work loads, inadequate staffing levels, and the feeling of never making any progress. It appears difficult for assigned staff to find time to purge (which may include extensive research) items for destruction or auction, etc., or to make operations more effective and to free up much needed space. Staff advised there is barely enough time, staffing, and resources to keep the operation running on a day-to-day basis.

The Yakima Police Department Property and Evidence Unit has been in its current location since 1996. Prior to the move, an inventory and merge/purge was *not* conducted. As such, any pre 1996 property and evidence remained in Yakima’s old property and evidence operation across the street. Essentially, in 1996 the Yakima Police Department closed one operation and started fresh in their new facility at headquarters. Staff advised that of May 2007, they have successfully closed out the old operation and are now utilizing just one property and evidence operation located at headquarters.

The Yakima Police Department has four support services supervisors within the same job classification. One support services supervisor is assigned to the Property & Evidence Unit, with the other three being assigned to the Records Unit. While the other three support services supervisors do not have keys to the Property & Evidence Unit, they do have access to the Unit by way of an access code. The access code allows entry inside the office area. The other three supervisors are authorized to enter the Property & Evidence Unit only in the absence of the Property and Evidence Unit Supervisor. The current Property & Evidence Unit Supervisor has previously served as a Records Unit Supervisor. When she transferred to her new assignment she took the responsibility of the Uniform Crime Reporting (UCR) statistical reporting obligations with her, as no other employees have/are trained to process the UCR.

There are two physical hard keys to the Property & Evidence Unit. One key is assigned to the Property & Evidence Unit supervisor and the second to the lieutenant of Support Services.

Any visitor (auditor, employee, assessor, etc) allowed access into the actual property and

evidence storage facility must sign in with the date, time, and purpose of visit, and be escorted.

Both Yakima Police Department and CCNU officers have access to temporary evidence lockers located outside of the Property & Evidence Unit. A key system is in place, (i.e. key for each temporary evidence locker opens on one side for officers to place evidence into locker) and one key for each temporary evidence locker is located on the inside of the Unit for the property and evidence unit personnel to retrieve and book. Inside the officer's area is a small work area for officers to bag, tag, and secure their property before placing in temporary storage lockers. In this area are lockers utilized for drying items that may contain blood and/or other wet substances that must dry properly before packaging to preserve evidentiary values. These lockers are properly identified with a bright colored "bio-hazard" sticker.

During the assessor's tour of the temporary evidence area, the Property & Evidence Unit Supervisor opened locker #5 to show the assessor the inside of this locker as an example (designated for drying items) and a stream of dried blood was observed inside. Absent from the locker was any evidence.

The Property & Evidence Unit is not alarmed. However, there is a camera monitoring system inside the Unit. The camera is stationary and focuses on one small area only, never rotating for differing views. The camera / monitoring system is apparently supposed to be monitored by the Yakima City Jail.

Upon further inspection, jail personnel indicated that they do not monitor alarms for the Property and Evidence function. Nevertheless, jail personnel do access a video feed that allows monitoring of property and evidence.

The Property and Evidence Unit serves as storage for large items such as backpacks upon an individual being booked into the Yakima City Jail, as the jail has no storage for such large items.

The Property & Evidence Unit uses a two-part property tag for its internal tracking. One part of the tag stays with the property; one part of the tag is filed in a small file cabinet and entered into their records management system. All property and evidence is retrieved by a tag numbering system. Tags are numbered with an alpha character followed by five numbers (i.e. YPD Property Tag K29401).

If staff have the tag # (from police report), staff may access the hard file and obtain the second portion of the tag. The first portion of the tag was placed with property & evidence when originally booked. If staff doesn't have the tag number, they access the records management system and conduct an inquiry to obtain tag number. Staff then accesses the second portion of the tag system to retrieve the property.

The two-portion tag system seems to be labor intensive and time consuming. Staff advises that a bar-coding system is scheduled for demonstration.

Seven Yakima Police Department police reports were used to conduct an on site audit. All items were located and included cash, drugs, and homicide investigation evidence.

A drug disposal process hasn't occurred in a number of years. Currently, the Department burns drug evidence on private property and obtains a burning permit to carry out the assignment.

The property & evidence unit manager showed the assessor a standard operating procedure manual, which is described as a "work in progress".

The property room has three household refrigerators with upper freezer compartments attached. These freezers are used to store evidentiary items such as blood, tissue samples, urine, etc. Additionally, the freezers are utilized to store 35-millimeter film. The refrigerator/freezers contained very few items. While the property & evidence unit's electrical source is tied to the Department's generator, no back up power supply is in place dedicated to the refrigerators in the property room.

The Property & Evidence Unit supervisor is unsure when the last internal audit was conducted by the Yakima Police Department.

Locked closets house store cash and drugs. The key to access the locked closets is stored in A "mock" dictionary, located on a file cabinet, in the main property room. Cash was stored in an unlocked file cabinet. Staff indicated that it had been approximately four or five years since cash was appropriately deposited, per Department procedure. No additional alarms or monitoring capabilities were utilized for safeguarding sensitive property/evidence.

Officers perform marijuana testing as part of their booking process for marijuana. These officers are subpoenaed for court, not property & evidence personnel.

### **Recommendations:**

- 15.1 The Property & Evidence unit, including the drug and money closets should be secured with an alarm system.
- 15.2 Unit staffing levels should be reviewed in conjunction with unit responsibilities and workload including the potential reassignment of Uniform Crime Reporting.
- 15.3 The agency should review the practice of allowing access to the property/evidence facility to people that are not assigned to the unit.
- 15.4 Management staff should be held accountable to complete the Property & Evidence Unit's standard operating procedure manual.
- 15.5 An area should be designated to house large items such as backpacks during the

- inmate's incarceration.
- 15.6 The agency should continue to evaluate more efficient property management systems, such as the bar-coding system.
  - 15.7 The agency should consider a different security practice for key location to access sensitive property/evidence.
  - 15.8 Agency personnel should follow procedure for depositing money in a timely manner.
  - 15.9 The agency should consider alternative drug disposal methods. The agency should review the Department of Ecology's website <http://www.ecy.wa.gov/org.html> to obtain guidance in the proper disposal of drugs. Additionally, the web site [www.ecy.wa.gov/biblio/0504007.html](http://www.ecy.wa.gov/biblio/0504007.html) can be accessed for information regarding "The Designation, Management and Disposal of Police Evidence Dangerous Waste.
  - 15.10 Property and Evidence personnel should routinely attend LEIRA bi-annual training conferences. Employees who are not members of LEIRA could be allowed to join as associate members. LEIRA training conferences dedicate an entire training track to property & evidence. Scholarships are available for Departments/members that may have training budget shortfalls. The agency can consider contacting LEIRA's Property & Evidence Committee Chair, Kelly Donnelly at [Kelly.Donnelly@mercergov.org](mailto:Kelly.Donnelly@mercergov.org). Ms. Donnelly has created a large e-mail networking group who share questions, concerns, training, etc. with all across the state on a daily basis.
  - 15.11 Assigned personnel should review the Washington State Patrol Crime Lab - best practices regarding storage of rape kits. The crime lab suggests these be kept frozen ([www.wsp.wa.gov/reports/reports.htm](http://www.wsp.wa.gov/reports/reports.htm) provides procedures that may be downloaded).
  - 15.12 A back up power source for refrigerators housing evidentiary material should be installed.
  - 15.13 Sensitive property/evidence (drugs and money) closet areas should not be open during normal operations. These areas should be alarmed and locked at all times.

## CHAPTER 16—COMMUNICATIONS AND DISPATCHING

### Findings:

The Yakima Police Department has its own dispatching center staffed with City of Yakima personnel.

The dispatch center employs three exempt employees, one communications manager, one administrative assistant, and one supervisor. There are twenty-six full time communications employees (AFSCME employees). Twelve are assigned as call-takers and fourteen are assigned as dispatchers (including four “working leads”).

At the time of the LEMAP on site visit the communications center was down five out of the twelve call taker positions and four out of fourteen dispatcher positions.

The overtime budget for 2007 is as follows:

- **Dispatchers:** \$25,000.00
- **Expended to date:** \$40,000.00
- **Call Takers:** \$20,000.00
- **Expended to date:** \$35,000.00

The communications center is located on the second floor of the Yakima Police Department. Entry is detached from the public and secured. The door is opened with an access code. The code is issued to all communications personnel, sergeants and above.

The Communications Manager reports directly to Yakima’s Fire and Police Chief’s. The communication center's funding source is separate from the City of Yakima's general fund and is funded as an enterprise business with monies collected from utility taxes on land line telephones, cellular bills/use within the City of Yakima, EMS levy's, .310 % of criminal justice monies, etc.

All employees participate in an extensive pre-hiring screening process that includes polygraph, psychological, and drug testing. The communications center has a standard operating procedure manual that is current and up to date.

All employees are current in their ACCESS Certification. Yakima Police Department's Terminal Agency Coordinator is assigned to its Records Unit and ensures all certifications remain current and / or schedules necessary training.

The dispatch center serves as the 911 center for the City of Yakima, Union Gap Police Department, fire districts within the city and county. The center dispatches Yakima and Union Gap Police Departments and fire districts. The center does not dispatch for the Yakima County Sheriff’s Office. Upon receiving a call determined to be in the county’s jurisdiction, the call taker transfers the call to the Sheriff’s Office, which in turn dispatches the actual 911 call to its deputies. The Yakima County Sheriff's Office provides funding for call takers for this service.

The communications center operates with a battery back up system at all times with a seamless change-over. The communications center's recordings / archival is real time.

These recordings are maintained on a hard drive supported by a stand-alone server networked and supported by the City of Yakima's Information Technology Division. These recordings are maintained for thirty days. The dispatchers are trained in handling misdirected and hang up telephone calls. Assessors presented a mock call scenario and it was answered following proper protocol.

The administrative assistant is responsible for processing, receipting, logging, destruction, retention all public disclosure requests the center receives. The assistant is familiar with disclosure laws and seeks legal guidance when necessary. Currently the center has hard copies of all disclosure requests from 1996 to current.

Dispatchers are responsible for verifying all warrant, property, vehicle, and domestic violence /anti-harassment orders, etc., after hours. The dispatcher must go downstairs to the records unit to verify all hits with the exception of warrants. Warrants for the City of Yakima and Union Gap are entered into their records management system, and WACIC/NCIC by communications personnel.

Noteworthy areas of potential concern in and around the City of Yakima are the Hanford Nuclear site and the SECP in Oregon which borders Yakima's region and presents exposure to nerve gas. The communications manager advises specialty training and procedures are of utmost importance as it relates to these potential threats.

The Yakima Police Department's Communication Center employees and its manager were positive and reflected genuine interest in the LEMAP review

### **Recommendations:**

- 16.1 The Communications Center should follow the law enforcement records retention schedule published by the Washington State Secretary of State by destroying public disclosure records and logs that no longer need to be maintained. While the agency may keep records indifferently if they choose, these records are all subject to public disclosure and potential litigation if maintained. The manual can be downloaded from <http://www.secstate.wa.gov/archives/>
- 16.2 Communication Center employees assigned to records management functions should participate in LEIRA annual training.
- 16.3 The Communications Center should consider options for confirming hits (except warrants housed in the center) after hours that does not include physically leaving the facility.

**CHAPTER 17—PRISONER SECURITY****Findings:**

The Yakima Police Department manages an in-house jail. Policies governing the Yakima Detention Facility were revised in 1997. The purpose of this LEMAP review is not to evaluate Yakima jail procedures but to evaluate how the Department manages the responsibility of prisoner security from arrest to booking.

The agency maintains “soft” and “hard” interview rooms. Hard interview rooms are used as temporary holding cells according to agency personnel. The rooms are hard-wired for video recording capabilities.

After placement in holding, officers monitor the video from the officer’s report writing room. Officers are trained that whenever someone is placed in holding, video recording must be activated and the individual must be monitored at all times. The Department requires a physical inspection of the detainee every 15 minutes. Although all interviewed were aware of the requirement, policy and procedure governing this mandate was not located.

Two of the interview rooms (hard rooms) were constructed with “grab bars”. Subjects, including juveniles, can be handcuffed to the bar when placed in the hard rooms.

First aid and SCBA equipment is available in close proximity to the 4 interview/temporary holding rooms.

Facility inspections (including interview rooms) are conducted by members of the City’s Maintenance Division.

**Recommendations:**

- 17.1 The Department should refer to the U.S. Department of Justice – Office of Juvenile Justice and Delinquency Prevention – Guidance Manual for Monitoring Facilities under the Juvenile Justice and Delinquency Prevention Act of 2002 – to ensure they are using hard interview rooms in an appropriate manner.
- 17.2 Policies and procedures governing officer accountability for the detainee should be revised and institutionalized.
- 17.3 Legal review of the requirement for male/female/juvenile – separation (site and sound) should occur along with a facility inspection to ensure the requirements can be met.

- 17.4 Updated policy and procedure should be designed to address the removal and security of detainee property and security of officer's weapons (firearm, taser, oc spray, etc) when temporary detention is in occurrence.

## CHAPTER 18—CRIME ANALYSIS AND POLICING MODELS

### Findings:

As the City of Yakima confronts budget and operational challenges the Yakima Police Department must find new and innovative ways to re-focus its resources in order to continue meeting the need for public safety and security. As more responsibilities are placed on the police Department, (such as partnering with the cities of Selah and Union Gap for the purpose of grant funding for fiber-optic connectivity to Yakima's public safety network), the need for efficiencies increases. The U.S. Department of Homeland Security grant should allow the Selah, Union Gap, and Yakima Police Departments to effectively share data. The project is expected to be completed by fall 2007.) It is appropriate that a transition to an *information-led* and *problem oriented* practice of policing be implemented in order to identify problems and focus tactical resources on both immediate crises and long-term problems. Real crime analysis is a significant ingredient for this transition. Crime analysis as a systematic, analytical process does not currently exist at the Yakima Police Department.

Full-time crime analysis can begin to dictate the day-to-day allocation of resources. A crime analyst reviewing daily calls for service will identify patterns and trends that indicate the type of crime levels by date, time and place. By reviewing the information submitted through the Department's records management and communication systems, the analysis can pin point patterns and trends.

The following efforts by the Yakima Police Department in the arena of crime analysis were noted:

1. Crime Analysis is addressed only on an informal basis.
2. The Department does collect appropriate information for real-time crime analysis.
3. Crime analysis information, specific to calls for service, is available from computer aided dispatch (CAD) files.
4. A crime analysis module(s) is available in the current Spillman records management system, through System Builder (programming interface).
5. Currently, less than 10% of CAD information is transferred into the Department's records management system.
6. When a CAD incident is to become a report, an entry is made in CAD, and that incident is transferred to the records management system to be auto populated from CAD data.
7. A data entry specialist identifies the incident, by number, and completes the information for a final report, making any corrections to the original entry.
8. Field Interview information is entered into the system.
9. Access to the Spillman records management system is available through menus.

10. A number of System Builder reports are accessible by an on-staff computer system programmer.
11. A computer programmer resides in the police Department and is attached to city MIS Department with a major responsibility for creating reports from RMS Incidents.
12. Many computer reports are available; some are used more frequently than others while some are unknown to the Department. Reports are run weekly, monthly and yearly. Some of the programs are ad-hock, ready to run on demand. The ability exists to create new programs to meet demand.
13. Reports exist for crime types such as felonies, burglaries, car prowls, stolen vehicles, assaults, domestic violence, sex offenses, robbery, vandalism, guns, vehicle accidents, property reports and gang activity.
14. Report menus also address the jail, arrests, and citations.
15. Uniform Crime Reporting data is produced.
16. Several audit programs are run to maintain record management system credibility.

The Yakima Police Department does not have current policy, procedure, direction, or mission/vision to lead a future crime analysis unit. Crime analysis documentation was found in the computer-programmer files that were related to tactical, strategic and administrative requests. There was no distribution list(s) for crime analysis report delivery.

A Patrol Sergeant is currently responsible for the Department's effort towards crime analysis. Because of this reporting relationship, the patrol division receives the majority of benefit from the crime analysis information that is obtained and uses this information in scheduling and deploying directed patrols. The sergeant is quite knowledgeable about crime-analysis need and function.

The software program CrimeView is used to obtain and create crime analysis information for the Department. The assigned sergeant and the MIS supervisor located off-site in Yakima City Hall are the only employees with the CrimeView application knowledge. These employees are familiar with this off-the shelf program's strengths and weaknesses.

To access crimes, a programmer's skills will be needed to replace CrimeView and enhance the reports that now pull data from the Spillman RMS system. Creating ODBC connections to existing CAD and RMS systems will allow the Crime Analyst to access available crime data (Microsoft EXCEL and ACCESS).

Crime analysis is not concerned with statistics, but with trends that statistics present. Currently, there is a misconception with regard to correct crime totals. CrimeView is unreliable for correct stats. Two important crime databases CAD and RMS give different statistical outcomes; one deals with calls for service and the other with reports. Calls for service shows the demand for police services – The records management system/reports shows the paper trail created by the response to calls for service.

An opportunity exists to have policy, procedure, and/or standard operating procedures in place before hiring of a crime analyst. The Department's leadership team can use this opportunity to establish crime analysis mission, policy, service parameters, request for service protocols, products expected, and identify types of crime to be analyzed.

The primary customer and audience for crime analysis products and service is the police Department. External requestors, such as the press, the public, elected officials and other agencies should be directed through appropriate police channels. The retrieval of information is a valid crime analysis function and mere retrieval should be secondary and in support of actual analytical needs that add value to the information for better analytical decisions.

### **Policing Models Functioning with Quality Crime Analysis:**

#### **Information Led Policing (ILP):**

The objective for ILP is to provide the capacity for critical information in support of both tactical operations and strategic planning (i.e., pin maps, daily crime bulletins, wanted people, call for service reports).

ILP will gather the resources necessary to identify the nature and extent of criminal activity and emerging trends. The Department will have the benefit of both a broad and long-range view of crime and its social and economic and political implications.

This model of policing can be used as a beginning strategy, while moving the organization into a Compstat model and institutionalizing the problem oriented policing philosophy.

#### **Problem Oriented Policing (POP):**

The Yakima Police Department appears to be proactive in orientation, decentralized in field operations (i.e., patrol areas), and problem analytic in outlook.

Using a problem oriented policing framework, information about problems, events, and situations will form the basis for the provision of public safety services. Strategic and tactical decisions, (under an information led policing model), are typically based on limited analysis of calls for service and crime reports. A problem oriented policing approach requires greater use of information and broader analysis of problem issues.

The Problem Oriented Policing model relies on six basic information needs:

1. Community involvement  
(Working closely with the community in addressing crime and disorder issues, reflecting the belief that genuine partnerships should be created and individual citizens and community groups should play a substantial role in maintaining

- public safety. YPD does release statistics to block watch, and it is recommended that that bond be strengthened).
2. External information sharing
  3. Internal information needs
  4. Support of problem solving
  5. Geographic accountability
  6. Strategic management

### **Appraisal of Current Crime Analysis Programs - CrimeView:**

- CrimeView produces crime reports, bulletins, and maps.
- CrimeView is easy to use and allows someone with little experience to use the program.
- CrimeView is not being used on a regular basis. However, the program is still functional and usable.
- CrimeView is outdated and needs to be upgraded to produce accurate information (Output does not reflect all the crime because of updates and changes to data fields in CAD and RMS).
- Some reports are not accurate.
- Mapping does not always show all crimes.
- More fields need to be implemented in the program.
- CrimeView uses ARCVIEW 3.2 for mapping tasks – The city's GIS uses ARCMAP 9.2, which is a completely upgraded (new) program.
- The software's maintenance contract was in force and does not appear to cover upgrade costs.
- CrimeView 2.2 is unable to operate under the ARCMAP 9.2. platform.
- Two licenses exist for CrimeView, one in the Department and the other in City Hall (MIS).

### **Recommendations**

- 18.1 The Department should transition from part-time, reactive crime analysis, to a focused, proactive crime analysis/information-led policing philosophy and model.
- 18.2 The crime analysis function should be moved from patrol and stand alone as a unit.
- 18.3 Current employee(s) with crime analysis responsibilities and understanding should be used to staff the new unit or train new unit employees. Crime analysts do not necessarily need to be commissioned police officers.
- 18.4 Should a non-commissioned crime analyst expert be employed, the commissioned patrol sergeant could be returned to the patrol division.
- 18.5 Department administrators will need to become familiar with the type of crime analysis desired for the Yakima Police Department. Crime analysts should then

- be directed by management/administration regarding expectations and Department need. Several agencies in Washington State can provide experience and expertise in this dimension.
- 18.6 Accurate and timely information is crucial for: tactical analysis-identifying emergent crime patterns and series; strategic analysis-identifying long-term public safety activity; operational/administrative analysis-providing informational analysis such as response times; and problem solving analysis-for the purpose of intervention and reduction efforts. Unrestricted access to information, including calls for service, crime reports, arrests, field interviews, citations, known offender files, etc. is necessary for those assigned to crime analysis.
- 18.7 The location of the Crime Analysis Unit within the Department and how it is attached with what unit/division is vitally important. Crime Analysis will be influenced by who requests information and what information is requested. Easy access to crime analysis and the information the unit provides should be considered by Department leadership as this function is formed.

#### **Training Recommendations:**

- 18.8 Crime analysis requires a commitment to ongoing training, especially during start-up. The discipline of crime analysis is dynamic with constant change in technology and procedures. Training assistance is available on-line; the following are a sample of venues: CMAP, [www.crimeanalyst.net](http://www.crimeanalyst.net) or IACA, the International Association of Crime Analysis, and NORCAN, the Northwest Regional Crime Analysis Network.
- 18.9 Information sharing, training and networking with other agency crime analysis units (i.e. Washington State Patrol, Tri-Cities, etc.) is encouraged and recommended.
- 18.10 Alpha Group Center for Crime and Intelligence Analysis has crime analysis classes that should be attended by assigned staff and supervision.
- 18.11 Whenever possible the MIS/System Information staff should help in the training of crime analysts. As the crime analyst's knowledge level increases as to the IT structure, the analyst will become less dangerous to the data.
- 18.12 Programming to allow access to system (CAD/RMS) data should be an ongoing partnership.
- 18.13 The LEMAP team has concerns with the software program CrimeView. The program appears to be outdated. The Department, with assistance from IS/IT/GIS departments should consider options available for the crime analysis function. The current CrimeView program can be used as a starting point to create fast maps, bulletins, and crime reports for a new analyst. Additionally, the program

- can be used as a training aid to show the new crime analyst products and reports that can be produced. During start-up, it is not necessary for the new crime analyst to see all incidents in the beginning of analysis. Enough incidents need to be found to identify a pattern or a trend. When such pattern or trend is identified, closer examination of the problem can then be undertaken.
- 18.14 If a maintenance contract exists, careful review should occur to decide if it would be best to cancel such contract(s).
  - 18.15 With the help of the City GIS Department, files used in mapping could be made available.
  - 18.16 The Department/unit should create weekly crime analysis products, such as crime maps, crime reports, and crime bulletins.
  - 18.17 The Department/unit should create a weekly flyer that reports arrests, warrants, officer safety, suspicious people, requests for prowl checks, etc. and can later determine if daily reports are warranted.
  - 18.18 The Department and the City's MIS staff should research the costs associated with purchasing new CrimeView software. Other agencies have found it cost-effective to export items from the record management system into Microsoft Excel and if mapping is needed the file is converted to Database and then mapped with ARCMAP 9.2 (Coeur d'Alene, Idaho Police Department).
  - 18.19 Yakima's MIS Department staff is a knowledgeable GIS programmer supervisor who has experience with CrimeView and supports ERSI ARCMAP 9.2 (ARCVIEW). This staff member should be invited to participate in the crime analysis selection processes to decipher GIS related questions.
  - 18.20 GIS (Mapping) should be an important part of crime analysis. It is not the holy grail of analysis, but is a tool that visibly displays crimes, trends, and patterns. Other photos, if available, can be a valuable tool in surveillance, detective investigations, and the prosecution of court cases (i.e., showing drug buys within 1000 feet of schools or school bus stops).
  - 18.21 Field interview information should be entered by one person or at least reviewed on a daily basis by one person so this vital information does not get buried. Crime analysis needs field interview information for accurate identification of suspects.
  - 18.22 Field interview information needs to be screened. Pre-screening by the gang unit, crime analysis, or other person/unit insures information vital to investigations not be jeopardized, i.e. a drug Field Interview card with a confidential informant's name mentioned.

- 18.23 Some type of review system needs to be developed so important field interview information is forwarded in a timely manner to the interested unit(s) or detective.
- 18.24 Although some crime information is available to Community Services, including the PAL center and Block Watch, more information could be available to the public.
- 18.25 Regular crime reports or crime maps could be developed and placed on the Department/city web site so the community can see hot spots or weekly crime statistics that will better inform of the activity level in their neighborhood.

### **Additional Observations and Recommendations from the Crime Analyst Perspective:**

Computers should be configured to have a maximum RAM (3-8 GB minimum, large fine pitch monitor (19-20)" (two are beneficial), a strong Graphic Controller, a large hard drive (80 GB minimum and more favorable), CD + CDR (recordable drive), and Network ready.

### **Software Recommendations:**

- Microsoft Office (Professional) – Excel, Access, Word, PowerPoint, Outlook, Picture Manager, etc.
- ARCMAP 9.2
- Buy or piggyback on City GIS ARCMAP 9.2 License. This recommendation is made because Yakima City GIS Department uses the software that would allow GIS to share their data sets and knowledge with Crime Analysis.
- If ARCMAP 9.2 is outside of budget restraints, it maybe possible to use a copy of ARCVIEW 3.2 which would not violate licensing agreements.
- ARCVIEW 3.2 is the same mapping software used in CRIMEVIEW 2.2
- When ARCMAP 9.2 (includes ARCVIEW 9.2) was released, ARCVIEW 3.2 was no longer supported and that allows ARCVIEW to be used, a possible stop gap measure.

### **CrimeView Software – Observations:**

#### **Option: Upgrade**

#### Benefits

- Better program than current.
- Ability to create a public on-line interactive YPD mapping solution.
- More choices in reports and tasks.
- The current and the upgrade makes doing Crime Analysis simpler and quicker.
- No previous mapping knowledge needed to run program.
- A new crime analyst would benefit from the upgrade.

## Negatives

- High Cost
- Maintenance contract
- Vendor product – loss of control
- Minimum Computer System Needed to operate new program
- Operating System - Microsoft Windows XP
- ESRI ArcView 9.0 or higher
- ESRI Spatial Analyst 1.0 or higher (optional, but spatial clustering routine will not function)
- Processor - Pentium IV
- Memory - 1 GB
- Hard Drive - 80 GB
- CD Drive – CDRW
- Monitor - 19" Fine Pitch

**Option: Use Current Program and Microsoft Office Professional:**

Create bulletins using Microsoft Word

Create crime reports using Microsoft EXCEL and Microsoft ACCESS

Create crime maps through ESRI ARCVIEW 3.2

- ARCVIEW 3.2 (used for CrimeView 2.2) should be available to use, license is available and it is free.
- With the help of City GIS Department, files used in mapping could be made available and the creation of crime maps through ESRI ARCMAP 9.2. is recommended. It may be advantageous to piggyback on license from City MIS to reduce cost.

A major objective of a good Crime Analysis Unit is to create a well-defined line of responsibility. The major component is feedback. When information is passed along, results of that report, map, or bulletin need to find a way back to the crime analysis unit. If crime analysis does not receive tempered accolades or criticisms, it can rapidly lose its way.

If a “Compstat” model is followed, the line of responsibility is paramount.

The information to perform the functions of crime analysis is available and is ongoing through regular police work. The person currently assigned to the crime analysis function for the Yakima Police Department is a patrol sergeant. Although competent to perform crime analysis duties, the employee does not have the time necessary to do analysis of crime on a day-to-day basis. A full time, crime analyst dedicated to the function should be identified to take over the duties of crime analysis.

Part of the crime information used for strategic crime analysis is linked to UCR data. Although important, the information is not timely and in some cases can be misleading because of the requirements/rules of such data. By concentrating on daily, weekly, and monthly calls for service, a better picture of police resources can be viewed. A Crime

Analysis Unit should develop standardized reports and bulletins that provide useful information for the public and Yakima Police Department.

Various types of products should be developed that will have different audiences and purposes. These products will be used by the Department to initiate POP projects, develop investigative leads, inform the public through block or neighborhood watch meetings, inform patrol during roll call and briefings, and inform command staff and administration.

Additionally, the Department should develop tactical crime analysis that identifies patterns, trends, and finally series or sprees. To achieve this, the Department should track certain key types of crime by area. The data should be extracted from CFS and RMS and supplemented with a qualitative assessment of the report. If the data needs to be enhanced then the use of volunteers could be implemented.