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January 22, 2009

Mayor Kurt Anagnostou  
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Ken Botero  
Don Jensen  
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Dear Mayor and Council Members,

It is my pleasure to present to you the Police Executive Research Forum's (PERF) report entitled, *The Longview Police Department: Organizing, Staffing and Managing to Reduce Crime*.

I want to thank you for your support in allowing LPD to hire PERF to conduct this most important study. The recommendations from this comprehensive report clearly lay out what LPD needs to do to further advance its effectiveness in achieving the City Council's goal of crime reduction.

As you are aware, when it comes to reducing crime, LPD has not been waiting for additional personnel or other enhancements. Thanks to the efforts and productivity of the men and women of LPD, serious crime (Part I) between 2003 and 2008 has been reduced by a significant 48%. In this same "can do" spirit, LPD will strive to implement as many of the PERF recommendations as budgeting and other concerns allow. In other words, LPD will work hard to identify improvements that can be made now.

At our next workshop in April, I will have a recommended implementation timetable and total cost breakdown.

Sincerely,  
  
**ALEX PEREZ**  
Chief of Police

CC: City Manager, Bob Gregory  
Asst. City Manager, David Campbell  
City Attorney, Marilyn Haan

# THE LONGVIEW POLICE DEPARTMENT: Organizing, Staffing and Managing to Reduce Crime

Final Report January 2009



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Assessment of the Longview Police Department  
Final Report: January 2009

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## I. INTRODUCTION

The City of Longview entered into a contract with the Police Executive Research Forum (PERF) to conduct a comprehensive management review of the police department. The purpose of this independent review of the department is to provide information to develop an effective master plan for current and future crime environments with the specific objective of **reducing the Longview crime rate to below the State average.**

PERF gathered information for this study through interviews with city officials, members of the Longview Police Department representing all levels and jobs, and community members through city-wide meetings and focus groups. The department provided a wide array of documents and data for PERF staff to review and analyze. This report details PERF's findings and recommendations.

The City of Longview is located in Southwest Washington and is separated from the State of Oregon by the Columbia River. The leading industries are education, health and social services (22.4 percent), manufacturing (16.4 percent), and retail trade (13.0 percent).

The Longview Police Department has 69 employees (56 authorized sworn, 13 civilian support staff) and serves a community of about 36,000 residents. The police department operates within a biannual budget of approximately \$17.8 million dollars. The department relies on the following mission and organizational values to drive the delivery of police services for the community.

**Longview Police Department Mission Statement:**  
*"A safe community through excellence in law enforcement."*

**Department Values include:**

- Integrity
- Commitment
- Partnership
- Professionalism
- Innovation
- Respect

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The Longview Police Department is a full service organization and is currently structured into two divisions, Patrol Division & Investigations Division, each headed by a captain. A third captain's position was recently created to coordinate and liaison with the study team for this report. Other duties include administering the department's "Lexipol" policy manual project and commanding the regional Narcotics Task Force.

## II. THE CRIME PROBLEM IN LONGVIEW

In February 2007, the Longview City Council determined at their council retreat that crime reduction would be the City's number one priority. The council set as a specific goal that crime in Longview should be reduced to below the Washington State average.

In September 2007, the Longview Police Department (LPD) presented a Crime Reduction Plan to the City Council which included a request for a national law enforcement agency to conduct a study of the Longview Police Department and to assist in the development of a Strategic Plan for the department.

The City of Longview contracted with the Police Executive Research Forum to examine the operations and management of the Longview Police Department to assess current operations and make recommendations as to how the department can be better organized, staffed and managed to reduce crime in the City.

Success in crime reduction requires developing an understanding of the crime problems in a given jurisdiction. To determine how Longview compares to the state average, PERF used 2007 Uniform Crime Report (UCR) Part 1<sup>1</sup> data collected by cities, sent to their state collection agency and then forwarded to the Federal Bureau of Investigation. The crime rate for the entire state includes a diversity of jurisdictions that report crime. It includes the heavily urbanized Seattle area, small communities, suburban cities and very rural areas. Although the state average may be a readily available benchmark, a more appropriate standard may be similar sized Washington cities. Therefore, Longview was compared not only to the overall averages for the State of Washington, but also to a group of similar sized (population 30,000 – 40,000) Washington cities. The comparable cities were chosen for crime and demographic review and do not necessarily match those the city uses for wage and benefit comparisons. Those used in this study are:

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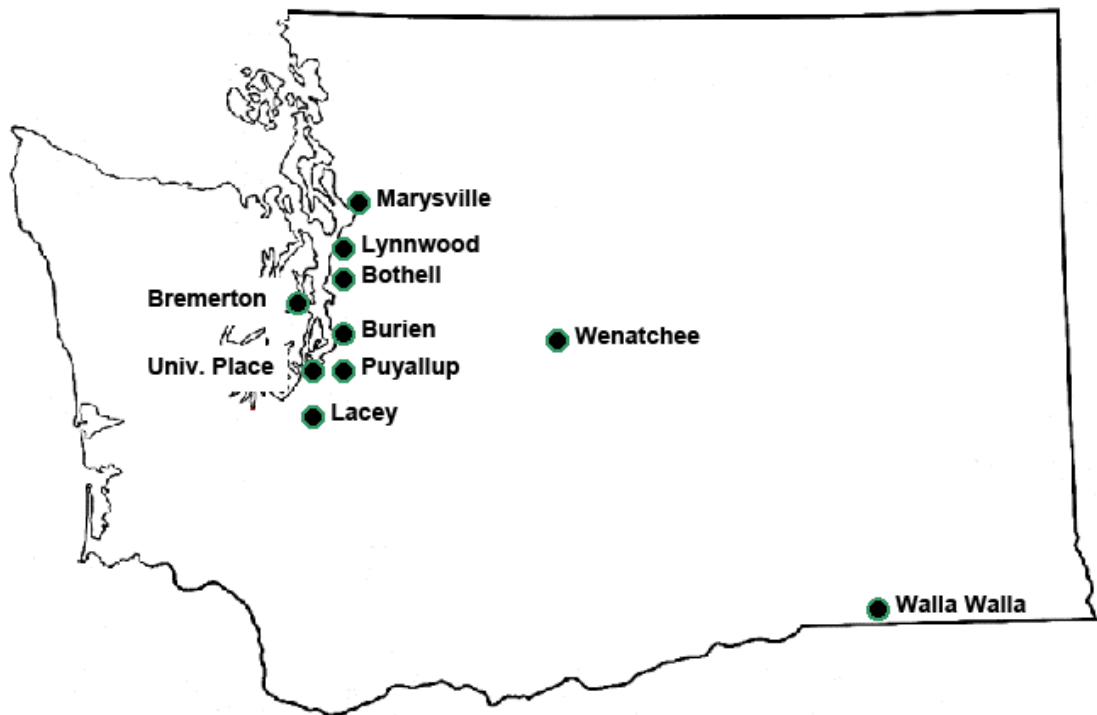
<sup>1</sup> UCR Part 1 crime are composed of homicide, forcible rape, robbery, aggravated assaults (Violent Crimes) and burglary, larceny theft, motor vehicle theft and arson (Property Crimes). These are considered to be the most serious crimes that occur nationally in sufficient frequency that year to year trends can be tracked.

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Wenatchee	30,270
Walla Walla	30,900
University Place	31,300
Burien	31,410
Bothell	32,400
Lynnwood	35,490
<b>Longview</b>	<b>35,710</b>
Bremerton	35,810
Lacey	35,870
Marysville	36,210
Puyallup	36,790

State of Washington Comparable Cities



The table below shows Longview compared to both the state 2007 UCR crime rates and the comparable cities group.

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2007 UCR Crime Rates, State of Washington, Longview and Comparable Cities

2007 UCR Crime per 1,000 Population	Statewide	Longview	Comparable City Average
<b>Violent crime per 1,000</b>	3.32	<b>3.75</b>	3.80
Homicide per 1,000	0.03	<b>0.08</b>	0.05
Forcible rape per 1,000	0.41	<b>1.26</b>	0.60
Robbery per 1,000	0.93	<b>1.09</b>	1.17
Aggravated Assault per 1,000	1.96	<b>1.32</b>	2.01
<b>Property crime per 1,000</b>	40.23	<b>65.86</b>	52.49
Burglary per 1,000	8.13	<b>13.44</b>	8.72
Larceny-theft per 1,000	26.29	<b>46.54</b>	36.98
Motor vehicle theft per 1,000	5.80	<b>5.57</b>	6.76
Arson per 1,000	Unavailable	<b>0.31</b>	0.33
<b>Total UCR per 1,000</b>	43.30	<b>69.62</b>	56.29

Longview had a higher violent crime rate than the state, but was below the average for the comparable cities group. Longview had higher crime rates for homicide and rape than did either the state or the group of comparable cities. Longview was higher than the state rate but lower than the comparable cities for robbery and was lower in 2007 than state and comparable cities for aggravated assault.

Longview's property crime rate, overall, was higher than either the state or comparable cities group although lower than either comparison for arson and motor vehicle theft. The number of burglaries and larceny thefts pushes the property crime rate higher.

Despite the high comparative rankings, in general, serious crime has been decreasing in Longview. As the table below shows, with the exception of rape, UCR Part 1 crimes in Longview decreased from 2006 to 2007.

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UCR Part 1 Crime in Longview, 2006 versus 2007

<b>Crime</b>	<b>2007 Count</b>	<b>Change from 2006</b>
Homicide	3	No Change
Forcible Rape	45	+12.5%
Aggravated Assault	47	-26.56%
Robbery	39	No Change
Burglary	480	-19.06%
Larceny	1662	-18.73%
Motor Vehicle Theft	199	-25.75%
Arson	11	-50.0%

Overall, from 2006 to 2007, Longview has an 8.2 per cent decrease in crimes against persons (violent crime—homicide, forcible rape, robbery and aggravated assault) and a 19.1 per cent decrease in property crimes (burglary, larceny, motor vehicle theft, and arson). The table below shows similar data for the comparable cities and for the state.

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Change in UCR Part 1 Crimes 2006 – 2007

<b>City</b>	<b>% change, 2006-2007 Crimes Against Persons</b>	<b>% change 2006 – 2007 Crimes Against Property</b>
Wenatchee	-3.2%	-0.1%
Walla Walla	-15.2%	10.2%
University Place	-25.0%	-20.3%
Burien	6.7%	-10.0%
Bothell	-47.5%	-21.1%
Lynnwood	45.6%	-5.5%
Longview	-8.2%	-19.1%
Bremerton	-2.9%	-2.1%
Lacey	-1.1%	8.7%
Marysville	40.0%	15.5%
Puyallup	33.3%	5.2%
Statewide	-2.6%	-9.0%

Longview's crime decrease is better for both persons and property crime compared to the state as a whole. Of the comparable cities, five (Longview, Wenatchee, University Place, Bothell, and Bremerton) had reductions in both violent and property crime. Only University Place and Bothell had greater reductions in both crime types than Longview's reductions.

Two cities had increases in both crime categories – Marysville and Puyallup. The remaining four cities – Walla Walla, Burien, Lynnwood and Lacey – had mixed results. It should be noted that small changes in violent crimes, given the relatively low numbers in the comparable cities, may show as seemingly alarming changes in percent. For example, an increase in homicides from one to two is a 100% increase but does not necessarily equate to a crime emergency in that jurisdiction. The more important factor is looking at the trends in crime; are they decreasing or increasing over a five year period?

In Longview, the general downward trend continued for the first nine months in 2008. These figures are shown in the next table.

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Change in UCR Part 1 Crimes in Longview  
January 1, 2007 through September 30, 2007 compared to  
January 1, 2008 through September 30, 2008

<b>Crime</b>	<b>Change YTD: Jan thru Sept 2007 versus 2008</b>
Homicide	-100.00%
Forcible Rape	-28.57%
Aggravated Assault	+63.89%
Robbery	-6.45%
Burglary	-30.52%
Larceny	-11.10%
Motor Vehicle Theft	-15.19%
Arson	+100.00%

This data shows that aggravated assault and arson have increased – aggravated assault from 36 to 49 and arson from 9 to 18 – but there have been decreases in each of the other crime categories. Although statistically the number of arsons has doubled from 2007 to 2008, the objects of the offenses have most often been trash receptacles rather than residential dwelling or businesses.

For 2007, the city of Longview only slightly exceeded the statewide violent crime rate (3.75 for Longview versus 3.32 for the state). Longview’s violent crime rate was just below that for the comparable cities (3.75 for Longview versus 3.80 for the comparable cities). The differences were more pronounced when comparing Longview to both the state and comparable cities on property crime rates (Longview = 65.86, state = 40.23, comparable cities = 52.49).

In Longview, violent crimes are of relatively low volume. In 2007 there were three homicides, 45 forcible rapes, 47 aggravated assaults and 39 robberies. Homicides, forcible rape and aggravated assault may be often a result of an individual’s lack of impulse control and exacerbated by the influence of drugs and/or alcohol. Violent crime rates may also be influenced by the ready availability of weapons, especially firearms. Such crimes may be difficult for the police to prevent directly, but positive benefits may result by a focus on reducing weapon availability and illegal consumption of drugs and alcohol.

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Robbery is classified as a crime against persons because valuables/money are/is taken through a direct confrontation between the victim and the perpetrator; the offender's object is to gain a direct financial benefit. Similarly, financial gain is often the motive behind burglary, larceny theft and motor vehicle theft. Although these crimes may be perceived to be a result of economic necessity (no money for food, rent, etc.) they are often committed to get money to buy illegal drugs and/or alcohol.

In a further attempt to shed light on crime in Longview, 2007 dispatch data was examined to determine when arrests were resulting from calls responded to by the LPD. The top ten arrests from calls are shown in the next table.

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TOP TEN ARRESTS FROM CALLS FOR SERVICE

Type	Number
Warrant Service	352
In progress domestic violence incidents	197
Shoplift / suspect in custody / no problems	129
Investigative Domestic Incidents	62
Physical assault, non-domestic in-progress	49
DUI Arrest	45
Drug activity in progress (not including task force details)	35
Assault, non-domestic, recent / report	34
Liquor violations	30
Accident hit and run	28

Domestic violence, assaults, drugs, liquor and thefts dominate the calls that most often result in an arrest.

A further source of Longview crime information was a snapshot (6/25/08) of outstanding warrants. Of the 698 warrants in the sample, common charges included:

- Driving with Suspended License – 201
- Domestic Violence Assault – 121
- DUI – 115
- Theft – 66
- No Valid License – 59
- Assault – 34

Driver's licenses are frequently suspended for driving under the influence (DUI) convictions and "no valid license" may also result from this type of conviction.

A final set of data that may have a bearing on crime issues in Longview compares the city to the other Washington cities with populations from 30,000 to 40,000 on socioeconomic/demographic issues. Census data<sup>2</sup> was used for the comparison although it is somewhat dated. Locally

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<sup>2</sup> Two sources of census data were used to compare Washington cities. Data from the 2000, although dated provided standard comparisons across all cities. Additional standardized comparable data came from the 2007 Census Bureau City County Data Book (which uses 2005 data).

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available data may vary from the census figures, but census information was the best source to ensure standard collection time frames. The full comparisons are found in Appendix 1. Of the 11 comparison cities,

- Longview had the third lowest of the percentage of males at 48.2% and the highest percentage of White residents at 89.3%.
- Longview had the same percentage of owner occupied homes as University Place. At 57.8%, it ranks as the fourth highest among the comparable cities.
- The median household income in Longview was \$35,171, which is higher than three, and lower than seven, of the 11 cities.
- Of the comparable cities, using 2005 data, Longview has the second highest unemployment rate at 6.6%. (By November of 2008, preliminary Washington State data showed that Cowlitz County the third highest unemployment rate in the state at 9.5% and that the Longview Metropolitan Statistical Area had the highest unemployment rate (also 9.5%) of any of the state's comparable areas.)
- Longview had the same percentage of 0-19 year olds as University Place. It ranks the fifth highest at 28.7%. The city had the fourth lowest percentage of residents ages 20-24, at 6.2%. Longview has 27.1% of 25-44 year olds, which is the lowest among the comparable cities. At 18.8%, the percentage of those ages 45-59 is the fourth highest in Longview, while those aged 60 and over is the highest at 19.2%.

In summary, according to comparisons based on U.S. Census data, Longview generally has a lower minority population, a higher female population, is higher in owner occupied residences, has a lower median income, a higher unemployment rate and is generally older.

PERF examined the relationship between demographic measures in the sample of comparable cities and crime. Because the data is limited and the sample is small, any conclusions are merely suggestive, not definitive. In general, the comparable cities with higher male populations, more diverse populations, higher rates of owner occupied housing, lower median income and more residents in the 20-24 years old age group tend to have more crimes against persons. Higher unemployment rates also seem to be associated with higher violent crime rates. The only discernable factors that seem to have some impact on higher levels of crimes against property are lower rates of owner occupied housing and lower median income.

Comparing Longview to these demographic "risk factors" shows a mixed picture. Of the six areas that seem to suggest more violent crime, Longview fits the profile with regard to three of them – a higher rate of owner occupied housing, lower median income and higher

unemployment rates. Of the two factors associated with higher property crime Longview has only one – lower median income.

For the set of comparable Washington cities, the association between demographic factors and crime is only a “loose” relationship. For this group of cities, socio-economic differences do not seem to be “hardened” crime correlates. Consequently, efforts to reduce crime in Longview should not be targeted to making changes in the socio-economic make-up of the city. Instead, they can be focused on the city’s specific crime problems.

Longview crime problems seem to be based on domestic violence and assault, theft, and drug and alcohol violations. “The Cowlitz County 2006 Community Report” issued by Pathways 2020 echoes some of these issues. Some areas that received low grades (C- or worse) included suicide rates (C-), sexually transmitted diseases (F), domestic violence (D), child abuse and neglect (C-) and drug related deaths (F). These indicators suggest that a portion of the city’s population is struggling and under some distress. Such factors need to be taken into account when addressing the city’s crime problems.

Methamphetamine and other drug addictions are suspected for some of the crime problems. To combat this contributing crime factor, the department was awarded a \$450,000 Methamphetamine Initiative grant by the United States Department of Justice, Office of Community Oriented Policing Services. The two-year grant is intended to create a collaborative coalition to study Longview’s local methamphetamine problem and then develop intervention strategies to be implemented in the second year.

### The Highlands

The city and the police department have identified the area known as the Highlands as accounting for a disproportionate amount of police activity. This area is bordered by Oregon Way on the east, Beech Street/30<sup>th</sup> Avenue on the north, Industrial Way on the south and Washington Way on the west. Departmental information indicates that the area is “generally composed of lower income households and lower property values with a significant number of rental properties owned by absentee-owners.”

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The LPD's satellite office is located in the Highlands and houses both department personnel and programs but also H.A.R.P. (Highland Area Renewal Project) and space for the Department of Corrections to monitor Highland residents who are currently on active D.O.C. supervision.

- **Recommendation:** The city and the department have been considering a number of initiatives to foster improvements in the Highlands. Consideration has been given to a "senior lead officer" program, neighborhood mediation, enhanced nuisance abatement, expansion of the block watch programs, and determining the service and satisfaction levels within the Highlands. Later in this study, PERF recommends the formation of a Community Services Unit (CSU) composed of a Community Services sergeant, a youth services officer, the traffic officers, and school resources officers. This unit should take the lead in developing community policing services in the Highlands. The CSU should work closely with the recently funded city program that will provide a community coach for the Highlands.

Consideration should be given to locating the offices of the Community Services Unit as part of the Satellite Office. This will require seeking alternative space or a substantial expansion of the Satellite Office but could become an important component of the city's and LPD's community outreach efforts.

The city and the police department are making progress on some of these crime issues. Burglary and larceny were both down significantly from 2006 to 2007, by about 19% each. For the first nine months of 2008, burglary declined an additional 30% and larceny by 11% over comparable 2007 periods. Domestic violence reported crime decreased by almost 9% from 2006 to 2007 and by an additional 8% for the first nine months of 2008 compared to 2007.

Yet, given the relatively high volumes of these crime categories (480 burglaries, 1,662 larcenies and 477 domestic violence reports in 2007) the department must further reduce the incidence of these crimes to achieve the city's goal. Such property crimes are often fueled by the need for money to buy illegal drugs. Abuse of alcohol and illegal drugs are often part of domestic violence.

These conditions suggest that police efforts focused on drug and alcohol law enforcement may pay off. In addition, since property crimes are often solved through tracing and tracking stolen property, the sources (such as pawn shops, metal recyclers, precious metal dealers and other

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sellers of second hand goods) through which stolen property can be converted to cash should be subject to regulation and close monitoring.

### **III. THE COMMUNITY VIEW**

#### **Introduction**

After initial meetings with City officials and the Chief of Police, PERF was requested to add a community component to the study of the Longview Police Department. To accomplish this, two public forums and three focus group meetings were conducted to provide the community the opportunity to participate in the study and assist PERF in gaining a keen understanding of public perceptions of the department. PERF facilitated the meeting while city staff assisted in the scribe role of documenting the views and opinions expressed at the meetings. The public forums were publicized by the local cable television bulletin board, the local newspaper along with word of mouth from police and city staff.

The Public Forum sessions were held at the Cowlitz PUD Auditorium from 6:00 p.m. to 8:00 p.m. on a Monday, September 8, 2008 and 7:00 p.m. to 9:00 p.m. on a Wednesday, September 10, 2008 and attended by over thirty members of the community. The focus group meetings were intended to provide an environment for probing conversation about the police department with a group of community members representing three groups: faith-based organizations, the business community and service providers. Faith-based organizations met on September 9, 2008 and consisted of the two LPD chaplains and other members of the clergy. On September 10, 2008, PERF conducted separate focus group meetings with eight representatives of the business community and twelve members of public and non-profit service organizations.

#### **General Community Members: Part One**

The first session held on September 8, 2008, consisted of only six community members, probably as a result of the meeting not being published in the local paper. Although a small group, the participants were actively engaged in what quickly became a round-table discussion. With the exception of one attendee, the group was not overly critical of the police, but clearly wished to see change.

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Although a number of issues surfaced during the session, in general, group members couched their complaints with the understanding that the police department is understaffed. Their comments included too few officers working the known problem areas (and known problem people) and poor or no follow-up to calls that result in a report. Many stated they see blatantly questionable or illegal behavior on a day-to-day basis that is not being addressed by the police. Among the most obvious were reports of persons pushing shopping carts of metal scrap that they believe is stolen material. Problems associated with the lake area are apparently also quite visible, yet they do not see officers assertively working the area.

Those who had experienced police officers responding and taking reports stated they rarely receive follow-up information about their case and perceive that little is done to solve these crimes. The group agreed that many do not report crimes to the police because of the belief that nothing will be done about it. A discussion was held regarding various methods of differential police response the police could use including using the Internet to self report certain crimes and especially as a means of determining the status and progress of cases being investigated. The community members stated they would welcome such a tool.

There was a general concern that police/community relations needs significant improvement and that mounted officers are excellent tools to encourage face-to-face encounters with police. Others raised the issue of greater interaction with police and young people via police dogs, bike patrol and greater participation in the schools. It was stated that the only time children see the police is when the police drive by in police cars.

This group overall was very supportive of the police and empathic to the officers who are working hard to address levels of crime that exceed resources. The group supported alternative reporting strategies including online access to generate reports and to track the progress of investigations.

**General Community Members: Part Two**

The second community session took place on September 10, 2008 and was attended by 25 people. This session was published in the local paper and on cable television. The larger group

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was more assertive than the first and appeared to be more divided on how well the police department is performing. One issue that appeared to have consensus is that the department places too much emphasis on traffic enforcement instead of crime control and does so as a means of generating revenue. Increases in crime and longer response times are said to be a result of this philosophy. Despite these assertions, others felt that speeding traffic and red-light violators are a serious problem in the community and the police need to do more traffic enforcement, including adopting the use of red-light camera technology.

There was general consensus that the police department lacks resources and needs more officers. One police success that most agreed with is the tangible reduction of gang activity and tagging. Crime at the lake was mentioned by several persons and included complaints of syringes lying on the grounds, homeless encampments and the need for undercover officers to arrest blatant violators.

Several persons brought forth personal stories about dissatisfaction with the police department. The commonalities include a lack of responsiveness, little or no follow-up by detectives (including not returning phone calls) and the apparent apathy of the police who allegedly openly state there is nothing they can do to resolve problems like drug sales in the community.

There were many in the group that acknowledged the police were doing the best they can with limited resources and a few reported great service from the department, but the majority expressed dissatisfaction. There was a desire for proactive, aggressive and visible enforcement especially in areas where average citizens are seeing what appears to be obvious criminal activity that is ignored by the police.

### **Business Community**

The meeting with stakeholders from the business community was held on September 10<sup>th</sup> and consisted of eight people. The business persons were a small, but well informed group that expressed considerable frustration with the police over the lack of follow-up investigations. They perceived that little positive work is done by the small staff of detectives and that a sense of apathy exists at both the patrol officer and detective levels regarding “small stuff” that nevertheless causes considerable dollar loss. Reportedly, patrol officers respond that criminals “will just be let out tomorrow” and they are reluctant to make arrests or investigate day-to-day

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crime. The group, however, felt the attitude was not the fault of the police officers, but rather the reality of inadequate staffing and resources. Many of the owners stated their calls to detectives are not returned and several claimed they have begun to underreport or not report minor crimes.

Many of the owners have resorted to hiring private security, which they state is now a significant cost of doing business. It is their understanding that only four patrol officers are typically on-duty at a time and more needs to be done to “match staffing with the crime picture.” They are supportive of alternatives, including a greater use of civilian personnel and volunteers to take away some tasks currently assigned to officers so that officers have greater time for proactive and investigatory work. Considerable frustration was expressed over not being able to get information from the police department regarding the status of cases. They stated calls are not returned or they are told the involved officer is away on three days off and no one can provide the information. All were supportive of an Internet based system where they could get updated information using their case number and not having to bother staff with routine requests.

The group also holds the perception that the community is fed up with crime in Longview, but most no longer see the value in reporting it because it does little good to do so. They spent considerable time discussing the downtown area, stating they believe the city, police and business owners have resigned this area to failure. Other factors contributing to crime are said to be the welfare system that attracts certain persons to the area, the release of sex offenders into the area by other agencies and the courts that are too lenient with criminals. They also pointed out that one of the worst buildings in the city is next door to the police department and is a home to drug users, prostitutes, derelicts and the homeless. They state the proximity reflects poorly on the police and takes away from their credibility. If the police can’t address the problem next door, the group wonders how the police can address problems citywide.

The business persons are in strong agreement that a business/police partnership would be a good thing for Longview and feel the police department could train the business community to harden targets, curtail identify theft, etc. They suggest a crime survey be sent to business owners to determine actual losses due to crime and to garner support for the partnership and training concept. Developing on-going meetings with the Chief and police captains is seen as a positive approach to identifying problems, setting priorities and developing strategies.

The business community perceives that crime is rising—in their view mostly property crime—that needs to be controlled to maintain the Longview lifestyle. Businesses are incurring increased costs as a result of crime in the form of direct losses, the need to hire private security, and the loss of business; the latter is most noticeable in the downtown. They desire increased participation with the police department and want to improve the responsiveness of the department's efforts especially in the area of investigatory follow-up to curb recidivism.

### **Faith Based Community**

Representatives of the faith based communities met on September 9th. The group was comprised of members that describe themselves as having a working relationship with the police department along with others that provide spiritual service to the community but have no official affiliation with the police department. The ministers feel underutilized and underappreciated for their work in the community. They feel they hold the potential to make real change in the community if provided the opportunity.

Members of the faith based communities felt the city should improve partnerships with them. They discussed how each of their respective religious groups is actively involved in enhancing the community without receiving any financial assistance from the city. Although they do not expect direct financial assistance, many were frustrated by the city's unwillingness to be flexible when it comes to permits and fees for community events. These fees make it difficult to perform community service and events.

The group felt more formal partnerships with the city and faith-based organizations need to be developed so the city can control permits and fees that limit outside groups with different objectives (they understand the need to regulate activities) while allowing for positive community-based programs that directly benefit the city. They also see value in meeting on an on-going basis with police management and/or city officials to develop a comprehensive strategy to identify community issues and opportunities to share responses. They support the idea of more formalized and visible ties to the police chaplain program so that the community begins to see the police in a more personable way; not solely as crime fighters, but rather as a resource for the community.

Participants expressed support and empathy for local police officers stating they are doing a good job with limited resources. They believe many officers are frustrated by the inadequacies of the criminal justice system that seems to return offenders to the street too quickly. They are familiar with reporting crime process as many of their churches have been victimized. Although they agree that the initial police response is positive, they echo the citizen group's comment that follow-up investigation appears to be extremely limited.

The group is actively involved in many of the most challenging issues facing the community and is quite literally walking the beat in some of the most crime ridden neighborhoods. They feel strongly that they possess great potential to assist the city and police department by forming partnerships to develop mutual goals and strategies. They are supportive of the department and welcome greater opportunities to work together.

### **Support Services Community**

The support services group was composed of 12 persons representing public and non-profit organizations, and they met on September 10<sup>th</sup>. A positive sentiment expressed was that the police department strongly supports the schools and students. The School Resource Officers are seen as important resources to address drug and truancy programs. They felt that if the police department was to be actively involved with the school district in truancy enforcement, school absenteeism would be reduced.

It was suggested that officers become more involved in direct contact with students, or at a minimum, via school assemblies or similar programs. It was acknowledged that the police hold an open house, but the consensus was that this is not enough to reach those that need it the most. The group agreed that officers need to get out of their cars more and interact with students and the overall community. They suggested that the SRO program be expanded to include elementary schools and that a non-sworn community services officer would be as effective as a sworn officer in opening up lines of communication and as a role model for youth.

The group is supportive of greater communication and collaboration with the police to resolve local issues. They cite the Pathways 2020 as a program used in Longview as a model for greater involvement between support services and the police department. Other programs exist, but are not being maintained. For example, it was stated that the police used to be actively involved in a

mental health group that dealt with critical community mental health issues, but the police have stopped attending (for 6-8 months now). Some wondered why the drop-out had occurred given that police had been trained to deal with the mentally disturbed, which resulted in a significant reduction in the number of negative contacts between the police and the mental health population. The group is pleased with the police department's involvement with the school threat assessment program that results in the rapid detention and assessment of persons threatening schools or the community.

Some in the group feel that despite the police being responsive to victims and schools, the police still require a greater awareness of community resources that are available to victims and persons in need. A resource directory is seen as being a value for police officers. They state that officers should also be more involved in programs that bring them in contact with youth in positive ways since most police activity viewed by children involves a negative connotation (i.e. family disturbances).

Lastly, the group feels they lack general information about who to contact within the police department for specific issues and they would like to see greater follow-up. They share a general reluctance to bother police dispatchers over matters that they recognize are not emergency, but nevertheless needs to be reported or discussed. A discussion was held regarding the concept of an area commander or other designated person within the department that would be known as the first point of contact for their needs either based on geography or by stakeholder classification. The group is supportive of this idea and believes it would enhance communication, information sharing and reduce the time it takes to get things done. They are equally supportive of a website that would allow them to directly input or query data.

The support services community is generally pleased with the police department and understands their performance is limited by existing staff and resources. They would like to see the police continue to partner with them, restore prior relationships and expand opportunities to work together to improve the community.

### **Summary**

The consensus of these meetings is that the community in Longview overall is generally satisfied with the performance and leadership of the police department, but mainly because of a pervasive

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sense that the police are doing the best they can with what they have. There are clearly areas where the public believes the police could do better, especially with the issue of visible crime and disorder which the community sees and wonders why the police fail to act.

A common concern is that the police are not properly prioritizing their work. Examples include: the Click it or Ticket program, which is seen as an inappropriate use of police resources (even if funded by an outside agency); the failure of the police to aggressively investigate persons hauling loads of likely stolen scrap metal through town; the dilapidated building near the police department that is said to be rife with the homeless, dope dealers and prostitutes; and the tendency of the police to send too many resources to calls not requiring an extra officer(s). So while it can safely be said that the community is sympathetic to the workload of the police, they feel police resources can be better managed until or if additional officers can be obtained.

There is a general consensus that follow-up and investigatory work by the police is so limited that it is very difficult to get information from the police regarding the status of their case. Most expressed support for an online system or alternative methods to get this information without having to place additional burdens on the department. Greater communication between detectives and crime victims appears to be greatly desired.

Many members of the community are unaware that a significant number of the programs they recommend the police adopt are already in place in Longview. The police department would benefit from greater communication with the public beyond current methods in use (i.e. the Open House and Citizen Academy) to capitalize on the positive efforts that are being done as well as considering the expansion of such programs that encourage direct contact between police officers and the community.

The community overall is also supportive of the individual officers of the Longview police department and empathize with the demands and challenges associated with being a police officer. Generally, members of the Longview community that attended the meetings are supportive of the police department and they are *willing to work with the police* to solve problems. They are optimistic that with additional support, a more strategic management of existing resources to better address blatant crime and disorder and with *a greater collaboration with community residents and stakeholder groups*, the Chief and his officers can successfully

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curb rising crime in Longview.

## **IV. PATROL**

### ***A. Calls for Service Response***

Currently the LPD Patrol Division consists of one captain, four sergeants, who serve as line level supervisors, and 26 officers (although 30 positions are authorized, four are vacant). In addition, two patrol officers are assigned to traffic enforcement duties (motor officers). Patrol protection for the City is currently accomplished by utilizing a 5/9 patrol deployment (5 nine hour days on, 3 days off) which schedules three equal numbered patrol shifts for any 24 hour period. In addition to patrol officers, the patrol division also utilizes three civilian Community Service Officers (CSO). One CSO is assigned to the Satellite Office and is not generally available for patrol calls.

PERF analyzed a year's worth of dispatching records, from June 1, 2007 – May 31, 2008 to assess patrol workload. The resulting database was composed of 30,246 records.

At the basic level, the police officers respond to calls from the public for police service. Requests for patrol officer service may be made through a call to 911, or a non-emergency line, in person by flagging an officer down in the field, or by walking into a police facility. In Longview, most telephone requests for service are answered by the Cowlitz County Communications Center, a county agency that dispatches for six law enforcement agencies, nine fire/EMS agencies and one private ambulance company. Police calls are sorted geographically by police agency by the address of the calling party or by the address of the incident called about. The Communications Center then dispatches, by radio, available units to the incident, separating those that are emergencies that merit an immediate rapid response from those that require a less urgent response. Of the 24,672 dispatch events identified as calls for service, only 7% were deemed to require an immediate urgent emergency dispatch. Approximately 23 per cent of the calls were at the second priority level, 35 per cent were deemed to be priority three and the remaining 35 per cent received a low priority call designation.

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Officers reacting to these “calls for service” (CFS) will strive to deal with the problem, writing a report about the incident if necessary (usually when the circumstances indicate that a crime has been committed), or when circumstances warrant making an arrest. About 26 per cent of the calls for service in Longview resulted in a full report, including 8 per cent of the total calls which resulted in an arrest.

Patrol officers not only react to public calls for service, but also engage in proactive self-initiated (SI) activities. In Longview, self-initiated tasks occur when individual officers, on their own initiative, check on suspicious persons, make traffic stops (based on traffic violations, license violations, or suspicious circumstances), interview citizens, or otherwise initiate an encounter with a member of the public.

Generally, self-initiated work is composed of episodes the officer starts. But some self-initiated activities may include tasks that officers perform to meet departmental directives—although the exact timing and/or location is left to officers to determine. At the start of the shift, officers may be directed to check on certain specific locations during their shift, i.e., pass by to check that everything is secure. These “vigil” locations may be places requested by residents or may be potential trouble spots that the police have identified. Usually, it is up to officers to decide when during their shift they will check on these locations.

Some of patrol officers’ time is consumed by administrative activities (ADM). In Longview, officer activities that were categorized as administrative are labeled as: information, lost property, assisting other agencies, civil paper service, and welfare checks.

The following table shows the average amount of time consumed by day of the week and hour of the day by patrol officers responding to calls for service.

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Hours Spent on Calls for Service by Patrol Officers  
June 1, 2007 – May 31, 2008

Hour	SUN	MON	TUE	WED	THU	FRI	SAT
0000	2.9	1.9	2.7	2.0	2.4	2.2	3.0
0100	3.3	1.7	2.5	1.8	2.0	2.0	3.0
0200	3.1	1.6	2.4	1.6	2.0	2.0	3.0
0300	3.0	1.6	2.2	1.5	2.0	1.8	2.7
0400	2.7	1.5	2.1	1.5	1.9	1.8	2.5
0500	2.7	1.5	2.1	1.5	1.8	1.6	2.4
0600	2.4	1.6	2.1	1.4	1.8	1.6	2.5
0700	2.6	1.9	2.3	1.7	2.0	2.0	2.7
0800	2.7	2.1	2.5	2.0	2.2	2.4	2.8
0900	2.8	2.4	2.8	2.4	2.6	2.8	2.9
1000	3.0	2.6	2.9	2.5	2.9	2.8	3.2
1100	3.3	3.1	3.2	2.5	3.1	3.2	3.3
1200	3.3	3.4	3.2	2.7	3.2	3.3	3.6
1300	3.3	3.5	3.3	2.9	2.9	3.5	3.7
1400	3.0	3.4	3.5	3.3	2.8	3.6	3.7
1500	2.9	3.5	3.9	3.8	3.4	4.6	4.0
1600	2.8	3.9	4.0	3.5	3.7	4.5	3.7
1700	3.1	3.8	4.0	3.4	3.5	4.2	3.6
1800	3.3	3.9	3.8	3.5	3.4	3.8	3.8
1900	3.1	3.6	3.6	3.9	3.5	3.7	3.7
2000	2.9	3.6	3.0	3.5	3.5	3.8	3.6
2100	2.7	3.6	3.0	2.9	3.1	3.7	3.9
2200	2.7	3.6	2.8	2.9	3.0	3.6	4.0
2300	2.3	3.1	2.2	2.7	2.6	3.2	3.7

Shaded areas indicated the busier CFS time periods, those that, on the average, consume 3.5 hours or more. As is typical in similar cities busy periods start in early afternoon through early evenings on weekdays and on Saturdays. The hours after midnight on Friday and Saturday are busier than other days of the week.

The fifteen most frequent call types, which account for about 50 per cent of all calls, are shown in the chart below.

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Top 15 Calls for Service: June 1, 2007 – May 31, 2008

Suspicious Subject/Circumstances	1167
Welfare Check	928
Alarm / Residential / Vehicle / Trouble	890
911 Hangup	771
Civil Complainants/Civil Standby	681
Theft, Recent	621
Verbal Dispute	607
Harassment Not In Progress / Including By Phone / Violation Of Anti-Harassment Order / Report	505
Juvenile Problems	505
In Progress Domestic Violence Incidents	481
Malicious Mischief, Recent	468
Unwanted Subject	378
Warrant Service	377
Accident Non-Injury, Non Blocking	368
Vehicle Prowl Report	359

Six of these call types are a result of some form of interpersonal dispute – Civil Complainants/ Civil Standby; Verbal Dispute; Harassment Not In Progress / Including By Phone/ Violation Of Anti-Harassment Order/ Report; Juvenile Problems; In Progress Domestic Violence Incidents; and Unwanted Subject. These categories total almost 18 per cent of all call for service responses.

The LPD currently has 26 of its 30 patrol officer positions allocated to calls for service response filled. These officers work a 5/9 patrol deployment (5 nine hour days on, 3 days off) which assigns three equally staffed patrol shifts for any 24 hour period and results in approximately the same number of officers working each day of the week.

The department is divided into four “beats,” each patrolled by a single officer. The most frequent level of patrol staffing is four patrol officers, one assigned to each beat. The four beat configuration fits the city, but officers often must respond to calls outside their assigned beats. The back up car for a call in one beat must come from the adjacent beat. If a call then comes from the beat of the back up car, the call is assigned to an officer from a third beat. During busy

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periods, it is difficult for officers to work consistently in the beats they were assigned to at the start of the shift.

PERF analyzed a sample of patrol rosters to develop a matrix that shows the average number of patrol hours available by day of the week and hour of the day for the same time period as the calls for service data. This information is displayed in the table below.

Average Patrol Officer Staffing by Hour of the Day, Day of the Week in Hours

Patrol Officers by Hour and Day							
HOURL	SUN	MON	TUE	WED	THU	FRI	SAT
0000	4.8	4.8	4.7	4.7	4.1	4.4	4.3
0100	4.8	4.8	4.7	4.7	4.1	4.4	4.3
0200	4.8	4.8	4.7	4.7	4.1	4.4	4.3
0300	4.8	4.8	4.7	4.7	4.1	4.4	4.3
0400	4.8	4.8	4.7	4.7	4.1	4.4	4.3
0500	4.8	4.8	4.7	4.7	4.1	4.4	4.3
0600	4.2	4.4	4.3	4.3	4.3	4.3	4.2
0700	4.2	4.4	4.3	4.3	4.3	4.3	4.2
0800	4.2	4.4	4.3	4.3	4.3	4.3	4.2
0900	4.2	4.4	4.3	4.3	4.3	4.3	4.2
1000	4.2	4.4	4.3	4.3	4.3	4.3	4.2
1100	4.2	4.4	4.3	4.3	4.3	4.3	4.2
1200	4.2	4.4	4.3	4.3	4.3	4.3	4.2
1300	8.4	8.7	8.8	8.4	8.6	9.0	8.6
1400	8.4	8.7	8.8	8.4	8.6	9.0	8.6
1500	4.3	4.3	4.6	4.1	4.3	4.7	4.4
1600	4.3	4.3	4.6	4.1	4.3	4.7	4.4
1700	4.3	4.3	4.6	4.1	4.3	4.7	4.4
1800	4.3	4.3	4.6	4.1	4.3	4.7	4.4
1900	4.3	4.3	4.6	4.1	4.3	4.7	4.4
2000	4.3	4.3	4.6	4.1	4.3	4.7	4.4
2100	9.0	8.9	9.3	8.2	8.7	9.0	8.9
2200	4.8	4.7	4.7	4.1	4.4	4.3	4.5
2300	4.8	4.7	4.7	4.1	4.4	4.3	4.5

With officers working nine hour shifts each day, the department has 27 hours of coverage daily. The times where shifts overlap are shown in shaded areas in the table above.

The table above shows the average number of officers that “show-up” to work in patrol response. Absences are due to vacation, illness, training, and other forms of leave. Overall the average

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show-up rate is 71% of those scheduled each day. PERF's work in prior studies has shown that the show-up rate typically ranges from 65% to 75% so that Longview is in the normal range.

To determine the patrol workload, the average number of officers available was compared to the average calls for service work to assess what percent of the available officer time is consumed by calls for service. The result of this comparison is shown in the next table.

Percent of Average Patrol Officer Time Consumed by Calls for Service

AVERAGE TIME CONSUMED Calls for Service							
HOUR	SUN	MON	TUE	WED	THU	FRI	SAT
0000	61.4%	40.7%	57.5%	42.9%	59.6%	50.2%	68.1%
0100	69.1%	35.8%	53.9%	37.5%	49.0%	45.7%	69.2%
0200	65.3%	34.0%	50.4%	33.2%	48.6%	44.9%	69.2%
0300	62.5%	33.3%	46.8%	31.8%	48.6%	41.1%	62.7%
0400	57.5%	31.9%	45.4%	31.8%	45.7%	40.0%	57.7%
0500	55.8%	31.2%	45.4%	31.1%	44.5%	36.2%	55.0%
0600	58.4%	35.8%	48.2%	33.1%	42.3%	36.9%	58.8%
0700	63.2%	43.4%	52.9%	38.1%	46.5%	46.5%	63.6%
0800	64.4%	47.9%	59.6%	45.4%	50.4%	55.0%	67.2%
0900	67.6%	53.6%	64.7%	55.0%	59.2%	64.6%	70.4%
1000	72.0%	58.5%	67.5%	56.9%	66.2%	63.8%	76.8%
1100	78.0%	70.6%	74.5%	58.1%	71.2%	74.6%	78.8%
1200	78.0%	77.4%	75.7%	61.5%	73.5%	75.0%	87.2%
1300	39.6%	40.8%	36.8%	34.7%	33.4%	38.3%	43.5%
1400	35.0%	39.0%	39.4%	38.8%	33.0%	39.6%	42.5%
1500	67.5%	83.1%	85.1%	93.9%	80.4%	97.5%	89.4%
1600	66.3%	90.6%	86.9%	85.3%	87.8%	96.1%	82.6%
1700	71.8%	90.2%	86.2%	82.9%	82.7%	90.4%	81.1%
1800	77.6%	90.6%	81.8%	85.3%	78.8%	80.7%	86.4%
1900	71.8%	84.7%	79.3%	94.7%	81.6%	78.6%	82.6%
2000	67.5%	84.3%	66.2%	84.9%	81.6%	80.7%	82.3%
2100	29.6%	40.0%	31.9%	35.9%	36.0%	41.5%	43.7%
2200	57.2%	77.1%	60.7%	71.8%	67.5%	83.1%	88.1%
2300	47.7%	66.1%	47.9%	66.9%	58.1%	73.1%	81.9%

Overall, Longview averages 60.9 per cent of patrol officer time consumed by calls for service. Lightly shaded time blocks in the table represent instances when the time consumed exceeds 60 per cent of the available time. Darker shading indicates that over 80 percent of the available time is consumed by calls for service. The time consumed varies substantially from a low of 29.6 percent on Sunday from 2200 – 2300 hours during the shift overlap to a peak of 97.5 percent on Friday from 1500 – 1600 hours.

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There are no universally accepted standards for how much patrol time should be consumed by calls for service. Some departments set an informal target for the amount of patrol officer time that is consumed by calls for service at 30 to 40 percent. Other departments may set targets at 50 or 60 percent. A common rule of thumb, established before community policing became prevalent, was that one-third of an officer's time should be spent on calls for service, one-third on self-initiated activity, and one-third on uncommitted patrol time.

Few jurisdictions track closely how patrol officer time is used, or set formal targets. PERF's staff work in other cities has shown variation in target utilizations for patrol officer calls for service time. Kansas City MO has a standard of 35 percent. Chandler AZ (a rapidly growing Phoenix suburb) set a standard of 40 percent. In San Francisco, the time consumed varied in each of the city's ten police districts from a low of 30 per cent to a high of just over 50 per cent. Tallahassee FL, with an actual figure of 67 percent, set a target to reduce call-for-service time to 50 percent. West Palm Beach FL set a target at 45 percent.

The target for patrol staffing should balance the work that needs to be performed against the resources a jurisdiction has available for patrol services. A target of 35 per cent for CFS time may be desirable, but more officers will be required than if the target is 50 per cent.

How a city wants its patrol officer time used is an important policy decision. Local demographics, crime and disorder problems, and policing style all have an impact on the demands on patrol officer time. Police and city leaders in one jurisdiction may regard the patrol function as primarily composed of response to citizen calls for service, self-initiated activities to deter and discover criminal activities (through traffic stops, pedestrian checks, and building checks), and a certain amount of administrative activity. Another jurisdiction may want its patrol officers to be heavily involved in community policing and problem-solving activities, such as getting to know the people and conditions in the patrol area, attending community meetings to listen to neighborhood concerns, conducting analysis to develop plans to address community crime and disorder problems, and leveraging local government services to improve the quality of life in the city's neighborhoods.

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Increasingly, cities want patrol officers to have time to address crime and disorder problems discovered through the CompStat<sup>3</sup> process. Intelligence-led, or information-driven, policing approaches mean that prompt analysis of crime and disorder problems takes place and the problems are quickly addressed. Although special units may play a role in these efforts, patrol officer self-initiated time may also be directed to CompStat-identified “hot spots.”

Some cities have their patrol officers spend some portion of their time conducting follow-up investigations of reported crimes. In this approach, patrol officers carry an investigative caseload. Thus, not all crime reports are sent to detectives for follow-up investigation.

In Longview, patrol officers are, on average, quite busy with calls for service response. Although the department encourages its patrol officers to conduct some follow-up investigations, these episodes are limited because of the time needed for calls for service response. This observation is supported by the community who view the department as constrained by resource limitations. And, it should be noted, other LPD units assist patrol with calls for service response. The next chart shows, for the 12 months from June 1, 2007 through May 31, 2008 the number of calls and which units responded.

Call Response by Unit

Days	5761	23%
Swings	8834	36%
Graveyard	4208	17%
<b>Total Patrol</b>	<b>18803</b>	<b>76%</b>
Patrol Sergeants	1189	5%
Canine	1128	5%
Traffic	1615	7%
CSO	1204	5%
Street Crimes	449	2%
Parking	133	1%
SRO	69	0%
Other	82	0%
<b>TOTAL</b>	<b>24,672</b>	

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<sup>3</sup> CompStat is a process first developed in New York City designed to quickly gather and analyze crime and other data to discover areas that need focused police attention. By early and rapid response to crime and disorder problems the police can reduce the harm and damage caused if such problem are allowed to persist.

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The call activity recorded by patrol sergeants, canine, and street crimes may be as a backup for patrol unit. This will occur especially during high activity periods when no patrol unit can be freed from an existing call to support another unit on a new call.

The high level of patrol calls for service response limits the time that LPD patrol officers have available to conduct proactive self-initiated activities such as car checks and pedestrian checks which can help to disrupt potential criminal activity related to burglary, larceny theft and illegal drugs. A lack of time can also limit opportunities for patrol officers to check for drunken driving and alcohol law violations. Further, time available for positive contact with community members is in short supply.

Only about 5% of patrol officers' time was consumed by self-initiated (and administrative) activity. Seven activity types accounted for almost 50% of these 2,824 episodes. They included:

- Driving while [license] suspended or revoked (516),
- Warrant service (375),
- Traffic – miscellaneous (127),
- Suspicious subject / circumstances (123),
- Miscellaneous (95),
- DUI arrest (92), and
- Drug activity in progress (not including task force details) (72).

These are examples of proactive police work. Many of these activities likely stem from car stops, including driving with a suspended/revoked license, warrant service (checking the record of a stopped driver), traffic, DUI arrests and drug activity. More time devoted to traffic enforcement activities may pay off not only in altering driver behavior and reducing collisions but also in reductions in more serious crime.

When the police effectively address seemingly minor illegal behaviors such as traffic and vehicle licensing violations, there can be an impact on more serious crime problems. Once a stop for a traffic violation has occurred, police officers are constitutionally permitted to conduct further investigation if they have a probable cause that another, more serious, crime is involved.

There is also research that suggests that people that are not held accountable for what seem to be minor violations often feel they can commit more serious crimes with impunity. In addition, drivers who are driving under the influence of drugs or alcohol may be involved in disputes and

interpersonal violence when they arrive at their destination under the influence of drugs or alcohol. Many domestic violence episodes are triggered or exacerbated by such behavior.

Self-initiated activity is, to a large extent, discretionary. Officers can initiate encounters when they have time to do so, and when there are suitable targets of opportunity. Much of this activity can be deferred to times when calls-for-service workload is lighter. However, self-initiated activity does depend on legitimate opportunities being available, and such times often coincide with high calls-for-service times. Car stops and checks of suspicious activities frequently occur during peak times of human movement and interaction.

Self-initiated activity is important if a department wants to work to solve the crime and disorder problems that are of greatest concern to its community and neighborhoods. In this scenario, self-initiated police work should not only involve car stops and pedestrian checks. Officers should be given time for community policing, working with residents and businesses to solve the problems underlying crime, violence, and disorder. When this self-initiated time is appropriately directed, a result can be a reduction in calls for service, as the conditions causing the problems that residents call about are improved.

- **Recommendation:** In order to provide more time for self initiated proactive police work and for community engagement six positions should be added to patrol. One position should be added to the graveyard shift, two to day shift and three to swing shift. These six positions should result in a decrease of the average time consumed from 61 per cent to 50 per cent.

These additional personnel should also enable the department to maintain a focus on both crime fighting and traffic enforcement. Many at the community meetings were concerned about crime fighting, but a substantial segment was also concerned about traffic problems. Even with the Traffic Unit positions filled, patrol officers should be expected to increase their number of traffic stops for traffic violations. Such increased activity can be expected to improve driving behavior over time and allow officers to check traffic violators for outstanding warrants, driver license violations and driving under the influence.

- **Recommendation:** The increase in patrol officers should generate an increase in self-initiated activity which should be reflected in increase warnings, citations, and arrests. The department should fully brief its other criminal justice system partners on these expectations since workload will increase for the city attorney, the prosecutor and courts, and the jail.

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- **Recommendation:** The department should maintain the four beat configuration with one car assigned to each beat. Additional cars, past four, should be assigned as cover cars. They should be the back up for a beat officers responding to a call in his/her beat. If another call comes in from that same beat, the second cover car (if one is working) should be assigned as the primary unit rather than pulling an officer assigned to an adjacent beat. The purpose of the cover cars is to seek to maximize the time that an officer assigned to a beat stays in his/her beat. Officers assigned to beats should strive to conduct their self initiated work and community contacts in their beats.
  
- **Recommendation:** Three patrol officer positions should be converted to corporal positions. Each patrol shift should have a corporal to assist in the supervision of personnel and work, primarily when a sergeant is not on-duty. The patrol corporal position should also lead the shift's effort in community policing and problem solving, although they will still have responsibility for calls for service response. These positions should be filled through an open and transparent process. The positions will provide career development opportunities during stagnant promotional times and prepare members of the department for positions of increasing responsibility.

Corporals should work the same shifts as other patrol officers but should be scheduled so that they are working when the shift sergeant is scheduled to be off. When a relief sergeant is available, they should focus more on community policing and problem solving.

The impact of the six additional positions on the percent of time consumed by calls for service is shown in the chart below. (The time available took into account the show-up rate so that rather than add a full hour, .71 hours were added when staff was added.) It is important that the department and patrol supervisors closely monitor the show-up rate. Increased personnel should be translated into increased street presence, not increased leave usage.

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AVERAGE TIME CONSUMED Calls for Service with Six Additional Patrol Positions							
HOUR	SUN	MON	TUE	WED	THU	FRI	SAT
0000	53.4%	40.7%	57.5%	37.2%	50.8%	43.2%	58.5%
0100	60.1%	35.8%	53.9%	32.5%	41.7%	39.3%	59.5%
0200	56.8%	34.0%	50.4%	28.8%	41.4%	38.7%	59.5%
0300	54.3%	33.3%	46.8%	27.6%	41.4%	35.4%	53.9%
0400	50.1%	31.9%	45.4%	27.6%	38.9%	34.5%	49.6%
0500	48.5%	31.2%	45.4%	27.0%	37.9%	31.2%	47.3%
0600	49.9%	35.8%	48.2%	28.4%	36.4%	31.7%	50.2%
0700	54.0%	37.4%	45.4%	32.7%	35.1%	35.1%	47.4%
0800	55.0%	41.3%	51.1%	39.0%	37.9%	41.4%	50.1%
0900	57.8%	46.2%	55.4%	47.3%	44.6%	48.7%	52.5%
1000	61.5%	50.4%	57.8%	48.9%	49.8%	48.1%	57.3%
1100	66.6%	60.8%	63.8%	49.9%	53.6%	56.2%	58.8%
1200	66.6%	66.6%	64.9%	52.9%	55.3%	56.5%	65.0%
1300	33.9%	32.7%	29.6%	27.7%	23.6%	27.5%	32.7%
1400	30.0%	31.3%	31.8%	31.0%	23.4%	28.4%	32.0%
1500	57.8%	62.3%	65.0%	69.7%	60.3%	74.8%	67.7%
1600	56.8%	67.9%	66.4%	63.3%	65.8%	73.7%	62.5%
1700	61.5%	67.6%	65.8%	61.5%	62.0%	69.3%	61.4%
1800	66.5%	67.9%	62.5%	63.3%	59.1%	61.9%	65.4%
1900	61.5%	63.5%	60.5%	70.3%	61.1%	60.2%	62.5%
2000	57.8%	63.2%	50.5%	63.0%	61.1%	61.9%	62.3%
2100	25.6%	34.5%	27.6%	30.6%	27.1%	31.5%	35.3%
2200	57.2%	77.1%	52.7%	61.2%	58.2%	71.4%	76.1%
2300	47.7%	66.1%	41.5%	57.0%	50.1%	62.8%	70.7%

The additional personnel would eliminate all the average calls for service time consumed at 80 per cent or higher. They would reduce those time consumed blocks above 60 per cent by almost 40 per cent.

While there will still be busy periods, the increased time is a key component in the crime reduction strategy proposed for Longview. Not only will self-initiated activity and community engagement increase, more time can be devoted to improving the quality of initial crime reports. More thorough reports can include neighborhood canvass results and lead to an increase in investigator productivity.

#### Alternative Patrol Schedules

An option that PERF explored in regard to patrol staffing was an alternative schedule to the current 5/9. Schedules for patrol response officers should combine matching personnel to

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workload and consider officers' lives off duty. A further consideration is to remain within the standards of the federal Fair Labor Standards Act which specifies that police officers can work no more than 171 hours in a 28-day period without being paid for overtime.<sup>4</sup>

There are a variety of police patrol schedules. Most are based on shift lengths of 8, 10 or 12 hours. Eight-hour shifts require either staggered reporting times or overlap shifts to provide coverage at shift change and typically provide only two straight days off. Twelve-hour shifts usually do not match workload consistently over the course of the shift and may increase officer fatigue, but they usually provide officers with the most scheduled non-work days. Ten-hour shifts provide 30 hours of coverage for 24 hours in the day, providing six hours of overlap time for busy periods. Depending on the design, ten-hour shifts usually provide more off days than an eight hour shift, and less than twelve-hour shifts. Most agencies strive to place officers on fixed shifts, that is, officers work the same hours for three months or more to avoid the long-term health problems discovered by medical research on shifts that rotate frequently from day to midnight to evening, etc. In this analysis, 12 hour shifts were not considered because they do not match workload well and lead to high levels of officer fatigue, especially in a busy city like Longview.

In Longview, patrol officers work five, nine hour, shifts followed by three off days. Officers are assigned to different days off sequences so that approximately the same number of officers is scheduled each day. By using an eight day sequence, each officer periodically will have a three day weekend off. The nine hours per day provides 27 hours of coverage for the 24 hour day, allowing for shift overlaps. However, because the schedule requires each officer to be assigned to a different one of the eight days off cycles, it cannot take into account daily workload spikes, for example on Friday or Saturday nights.

Replacing the current 5/9 schedule with a schedule composed of four ten hour days followed by three fixed days off would allow a better match of schedule to peak work days. However, it would result in fewer officers working each day, thus reducing the number of officers working some shifts to levels that generate officer safety concerns. In departments the size of Longview

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<sup>4</sup> The 2006-2008 Longview Guild contract specifies for patrol an FLSA work cycle of 24 days with a minimum of 135 hours to be worked under the 5/9 schedule and for Specialty Units working a 4/10 schedule a minimum of 160 hours worked.

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it is important that, especially in the early morning hours, sufficient numbers of officers are working since prompt back-up from resources other than those of the shift are less likely to be available. The four-ten shift would generate 30 hours of coverage for the 24 hours per day and six hours of overlap. But, the Longview call for service workload does not have sustained workload peaks that make the trade-off of fewer officers on some shifts for more hours of coverage per day a worthwhile trade-off. Additionally, officers would have fixed days off for long periods, eliminating the occasional three day weekends that the current schedule produces.

Some larger departments schedule a four ten with two squads per shift that work opposing schedules (one squad might have Thursday, Friday, Saturday off with the other squad having Sunday, Monday, Tuesday off with both squads scheduled to work on Wednesday. The overlap day may then be used for training without incurring overtime cost. Such a schedule in the Longview context would result in too few officers showing up per shift given the “show-up” rate.

Another option would be to work a schedule based on five, eight hour, days with two days off each week. This schedule provides the highest level of staffing each day. However, with eight hour shifts there is no overlap between shifts (unless an overlap shift is created) and officers have only two days off in a row. Many hold the view that only two days off does not allow patrol officers to sufficiently decompress from the stress of police work, can have a negative impact on morale, put the department at a recruiting disadvantage compared to agencies with compressed work schedules and increase attrition as officers leave for better working conditions.

The following chart shows the impact of the three shift patterns for an eight day cycle for 10, 11 and 12 patrol officers.

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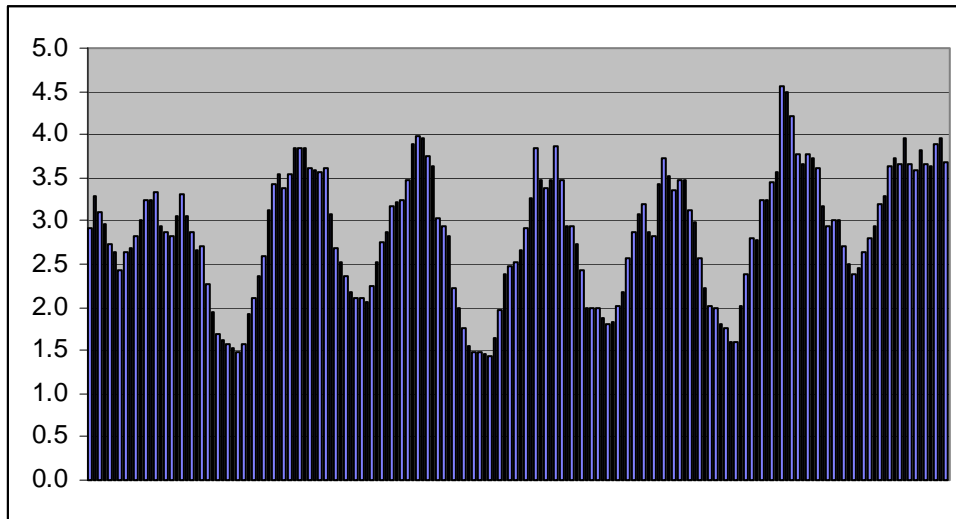
Comparison of Four-Ten, Five-Nine and Five-Eight Schedules for Eight Day Cycle

10 officers per shift									
four ten	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	6	6	6	6	6	5	5	6	5.8
Show-up	4.3	4.3	4.3	4.3	4.3	3.6	3.6	4.3	4.1
five nine	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	7.0	7.0	6.0	6.0	6.0	6.0	6.0	6.0	6.3
Show-up	5.0	5.0	4.3	4.3	4.3	4.3	4.3	4.3	4.4
five eight	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	7.0	8.0	8.0	8.0	7.0	6.0	6.0	7.0	7.1
Show-up	5.0	5.7	5.7	5.7	5.0	4.3	4.3	5.0	5.1
11 officers per shift									
four ten	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	5.0	6.0	7.0	8.0	7.0	6.0	5.0	5.0	6.1
Show-up	3.6	4.3	5.0	5.7	5.0	4.3	3.6	3.6	4.3
five nine	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	6.0	7.0	8.0	8.0	8.0	7.0	6.0	5.0	6.9
Show-up	4.3	5.0	5.7	5.7	5.7	5.0	4.3	3.6	4.9
five eight	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	7.0	7.0	8.0	9.0	9.0	8.0	7.0	7.0	7.8
Show-up	5.0	5.0	5.7	6.4	6.4	5.7	5.0	5.0	5.5
12 officers per shift									
four ten	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	6.0	6.0	7.0	8.0	8.0	7.0	6.0	6.0	6.8
Show-up	4.3	4.3	5.0	5.7	5.7	5.0	4.3	4.3	4.8
five nine	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	6.0	7.0	8.0	9.0	9.0	8.0	7.0	6.0	7.5
Show-up	4.3	5.0	5.7	6.4	6.4	5.7	5.0	4.3	5.3
five eight	Day 1	Day 2	Day 3	Day 4	Day 5	Day 6	Day 7	Day 8	Average
Scheduled	8.0	8.0	8.0	9.0	10.0	9.0	8.0	8.0	8.5
Show-up	5.7	5.7	5.7	6.4	7.1	6.4	5.7	5.7	6.0

In each instance, the five-eight schedule provides the most personnel, and the four ten the least. Because both the five eight and the four-ten work on seven day cycles, a schedule can be constructed to have more people working on the busier days.

The chart below depicts the form of Longview's calls for service workload.

Calls for Service Workload – Day of the Week Averages  
(With week beginning on Sunday)



Although there is variation by day of the week, the more pronounced variation occurs among the shifts each day.

- **Recommendation:** The patrol schedule should continue to be based on a five nine schedule. This compromise, with the additional staff recommended above, will provide adequate coverage for workload and sufficient days off to meet officers' needs. However, as recommended above, the number of officers per shift should vary. One additional officer should be added to the grave yard (midnight shift), two to the day shift and three to the swing shift, where the workload is highest, to bring the number of officers assigned to patrol response to 32 filled positions. (Providing equivalent coverage through a four-ten schedule would require 36 filled positions.)

### ***B. The Community Services Unit***

Within the current organizational structure, in Patrol, the Traffic Unit has no immediate supervisor and the administrative sergeant has responsibility for the Reserve Program. A senior lead officer position reports to the relief sergeant. An integral part of community policing is that the department responds to community needs through initiatives other than calls response and enforcement. Creating a Community Services Unit in Patrol will allow the department to focus some of its efforts in this area.

- **Recommendation:** The department should create a Community Service Unit (CSU) as part of Patrol. The Community Services Sergeant would take on some of the community policing functions envisioned for the senior lead officer position which would be eliminated. The CSU sergeant should be charged with close coordination with the patrol corporals, who should also take on specific community policing and problem solving tasks. In addition, the CSU sergeant should supervise the traffic officers, school resource officers, the patrol CSO's and the new youth services officer recommended below.
- **Recommendation:** The CSU should take the lead in developing and implementing a comprehensive community policing crime reduction strategy in the Highlands. As described above, addressing the crime and disorder problems in the Highlands will require forming partnerships among the police, other city agencies and programs and the people that live there.
- **Recommendation:** The department should create a new position of Youth Services Officer. Both community members and other stakeholders interviewed expressed concern about a lack of positive alternatives for youth in Longview. Some thought that negative behavior, including drug and alcohol problems, stemmed from this absence. Many community members expressed an interest in finding ways to partner with the police department to expand community policing initiatives. This position should coordinate the development and oversight of new activities such as a Youth Activities (beyond just athletics) League, an Explorer Post and a Cadet Program. These efforts will discover and develop good local candidates that may become the next generation of Longview officers.
- **Recommendation:** As part of the operations of Community Services Unit, the department should create a Burglary Prevention Program. A new CSO position should be designated as the "Burglary Prevention Specialist." The program should include frequent and rigorous monitoring of all possible "fenced" goods outlets. With some of the additional time resulting from the recommended patrol staffing all burglary crime scenes should be carefully assessed for possible evidence. The CSO should canvass neighborhoods with frequent burglaries and offer burglary prevention information. The approach should be to adopt the notion, "if you can't help us solve a burglary, let us help prevent you from becoming a burglary victim."

### ***C. The Relief Sergeant***

Currently, the relief sergeant only has the vacant senior lead officer position shown as a direct report. The relief sergeant fills in for the patrol sergeants when they are off.

- **Recommendation:** With the addition of corporals for each shift, the relief sergeant position can be eliminated.

***D. Captains' Clerk/Secretary***

- **Recommendation:** The Police Captains should have their own secretary. This will provide support necessary for the police managers to fulfill their responsibilities, including a major initiative of rewriting departmental policies and procedures. The position will enable a continued review and edit of policies while freeing up the Chief's Confidential Secretary to perform the duties of the Office of the Chief. The clerk/secretary can also provide additional coverage in the front counter and records as necessary to enhance public service. This position should also assist in the preparations for the CompStat meeting described below.

## **V. INVESTIGATIONS**

The Investigations Captain currently oversees the Criminal Investigations and Street Crimes Units, School Resource Officers, the Methamphetamine Project along with the Business Manager and reporting functions.

### ***A. Criminal Investigations Unit***

The Criminal Investigations Unit (CIU) falls under the authority of the Investigations Captain and consists of a supervising sergeant, four detectives and one civilian investigator. Members of the unit work a day shift 4-10 schedule with assigned days off of either Friday/Saturday/Sunday or Saturday/Sunday/Monday. It was reported that the staffing level of the unit has remained consistent with six members for over 30 years.

Members of the Criminal Investigations Unit work from an office that is situated somewhat in the center of the first floor of the police facility. The location of the unit provides easy access for other members of the department to contact detectives and interact, but does not provide the privacy and seclusion sometimes needed to conduct sensitive investigations. All usable work space is filled to capacity and there is no room for expansion.

The CIU is responsible for the follow-up investigation on all reported incidents of hate crime, most felonies; crimes with substantial leads; offenses that may jeopardize the safety of the community; or those that are in the public's interest to investigate. They also perform crime scene investigation duties. Most misdemeanor cases with leads are returned to patrol for follow-up investigation.

Some community members expressed a lack of confidence in the department's ability to investigate and solve criminal offenses. Some said they no longer report low level crimes because they felt that nothing would be done about them. Others were concerned about the difficulty of determining progress on their case or getting any follow-up from investigators. A crime victim whose case has not yet been investigated by the unit is advised investigations are prioritized based on the seriousness and solvability of the incident, which may lead to a delay in investigating their case. These types of issues are common among police investigative units and

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not unique to the Longview Police Department. However, they can be improved upon with increased efficiency and the effective management of cases.

In the first five months of 2008, 153 cases were assigned for investigation, an average of 30.6 new cases per month. The unit reported an average of 117.2 open cases per month during that same five month period. Individual detectives working during that time carried an average monthly caseload ranging from 65.6 cases, to 13.2. It should be noted that some types of cases are more difficult to solve than others and a range of cases can be expected. However, a range this wide is usually not present with a primarily generalist approach to assigning cases. Though the sergeant's primary responsibility is to oversee the operation and personnel of the unit, he will, on occasion, assign himself cases for follow-up investigation. Clearance rates are informally tracked but not emphasized,

- **Recommendation:** One of the primary responsibilities of a Criminal Investigative Unit's supervisor is to monitor the investigations of individual detectives as well as the unit. Based upon the reorganization of investigations recommended by PERF, the Longview Police Department's investigative sergeant must take a more active role in tracking the clearance rates of detectives as well as of each of the newly aligned sections. This is one of the key factors in determining the effectiveness of the department's investigative function and an indicator of the individual detectives' skill base.

Although a generalist approach is used in the unit for assigning cases, individual detectives have gained an expertise in some crime types such as fraud, sexual offenses and domestic violence. The civilian investigator specializes in child sexual assaults but also handles other types of offenses. The Washington State Patrol is available to provide limited technical assistance on complex investigations if requested.

At the beginning of shift, the CIU sergeant reviews the criminal reports submitted from patrol to determine what cases will be assigned to a member of the unit. This determination as to whether a case will receive follow-up investigation is based primarily upon the following solvability factors:

- The suspect can or has been named.
- The suspect can be identified (surveillance camera, photo montage ...).
- The address of the suspect is known.
- The suspect's vehicle license plate used in the crime is known.
- The suspect's vehicle can be located.

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- There is traceable property (serial numbers, VIN's, owner applied numbers...).
- Identifiable latent prints are found at the crime scene.
- The suspect used a specific M.O.
- A limited opportunity to commit the crime confines potential suspects.
- Public assistance could lead to a solution.
- There is reason to believe that further investigation would lead to solving the incident.

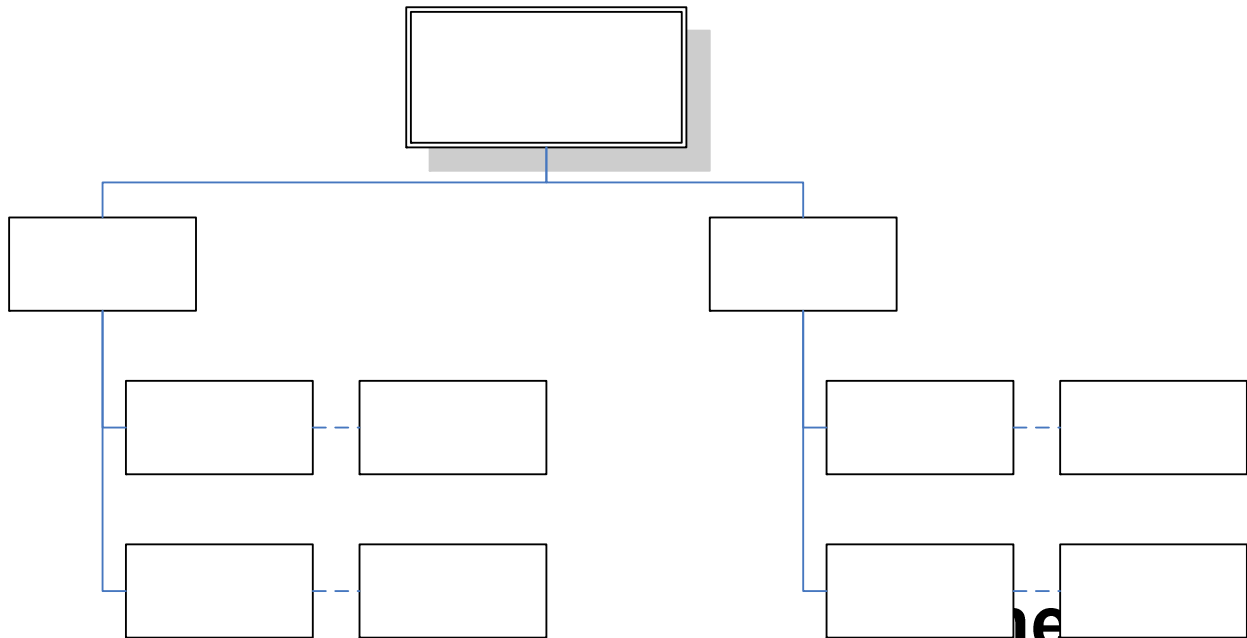
In cases not predicated on the necessity for specialized expertise, the sergeant assigns cases based upon a detective's workload, strengths and personality.

Currently one new detective is rotated into the Investigations Division each year and serves a four year term unless they are either promoted or granted a transfer out of the detail. This staggered rotational practice provides a consistent balance of maintaining experience in the division and providing job enrichment opportunities throughout the department. The CIU sergeant serves at the pleasure of the Chief of Police. The Chief also selects personnel to fill detective vacancies, as they occur. When a new detective is transferred into the CIU, a senior member of the unit is partnered up with them and assigned as the primary trainer. Attendance at investigative training, along with interview and interrogation seminars, is provided as funds are available. The unit does not have codified policies and procedures to guide detectives' actions.

Clerical support for the Criminal Investigations Unit is provided by .5 full-time equivalency (FTE) clerk. Responsibilities include transcription, copying reports, logging cases, maintaining information for the unit's monthly report, conducting background information for detectives, preparing case files and data entry. At the time of the August 2008 PERF site visit, a backlog of ten transcriptions existed.

- **Recommendation:** Staffing in the Criminal Investigations Unit should be increased by one corporal and one civilian investigator for a total compliment of eight personnel: one sergeant, one corporal, four detectives and two civilian investigators. The corporal should carry a caseload and provide supervisory assistance for the unit sergeant. This corporal and sergeant should not share the same days off in order to provide a supervisory presence during all CIU regular duty hours.
- **Recommendation:** The Criminal Investigations Unit should be reorganized into a hybrid specialists and generalist function. This new strategy should improve the effectiveness of the unit and result in apprehending more offenders thereby decreasing crime. Due to the size of the CIU, the complete specialization of operations is not practical.

The unit should be configured and staffed as indicated in the below organizational chart. A Crimes Against Property Section consisting of three detectives and one civilian investigator are responsible for two broad crime types: Property Crimes, such as burglary, thefts and vandalism and Economic Crimes, including such offenses as fraud, identity theft and white collar crimes. The Crimes Against Person Section made up of two detectives and one civilian investigator are also responsible for two general categories: Special Victims, to include sexual assaults, child abuse and domestic violence offenses and Felonious Assaults, such as homicide, robbery, assaults and hate crimes. Members of the unit should develop an expertise in specific crimes to be the primary detective/investigator while assisting on other cases as necessary.



- **Recommendation:** The CIU should be relocated to the second floor of the department for the space necessary to accommodate additional personnel. This will also provide the CIU closer proximity to the department’s crime analyst to develop a stronger working relationship.

- **Recommendation:** The Criminal Investigations Unit Sergeant should utilize a case management system to monitor the flow of investigations and performance of personnel. Case clearances should also be captured and scrutinized with the knowledge that different crime types will have a greater clearance rates than others due to the nature of the offenses. Commercial investigative case management software packages are plentiful. The same management may be achieved through the use of a spreadsheet. Consistency in logging and monitoring cases is more important than the tool used to do so.

- **Recommendation:** The Criminal Investigations Unit should improve its responsiveness to crime victims and work to develop the community's confidence in the department's ability to solve crime. The unit should establish as a priority re-contacting all crime victims either in person, by phone or mail, advising them of the status of their investigation and a telephone number to report any additional information. The additional civilian investigator may play a valuable role in accomplishing this important task. It has been PERF's experience that re-contacting victims is a positive investment in time leading to an improved relationship with the community and attaining information on the investigative offense, as well as other neighborhood activities, that would otherwise not be obtained.
- **Recommendation:** Responsibility for School Resource Officers should be transferred from Investigations to the Community Services Unit within Patrol.
- **Recommendation:** The department should assign responsibility for all hate crime to the CIU sergeant for immediate oversight and follow-up. The City of Longview has experienced hate crime offenses that have a chilling effect in the community. It is important to quickly and professionally handle such crimes. The police department should also develop a network of stakeholders such as representatives from law enforcement, city leaders, community organizations, the Cowlitz County Prosecutor's Office, the Washington Attorney General's Office and others to facilitate the sharing of current hate crime issues and networking with others.
- **Recommendation:** One of the sworn positions in the CIU should specialize in domestic violence, one of the city's greatest crime challenges. This position would be primarily responsible for felony and misdemeanor DV cases. In addition to investigative responsibilities the detective should work to bring long-term resolution to this complex issue by representing the department with DV advocate groups and other private, public and non-profit entities working to break the "cycle of violence" associated with domestic violence.
- **Recommendation:** One additional Civilian Investigator should be added to the Criminal Investigations Unit. The use of an additional civilian will provide a career path for non-sworn members of the department and achieve cost saving for the city. This position should handle misdemeanor cases the unit is currently unable to address. This will provide improved service to the community while contributing to the goal of crime reduction by holding misdemeanor offenders accountable for their actions.

### ***B. The Street Crimes Unit***

When fully staffed, the Street Crimes Unit (SCU) has been an effective team in arresting offenders and providing additional enforcement activities in areas of the city most in need of police presence. The unit has the flexibility in work hours, days and deployment strategies (uniform and plain clothes), which is an asset to LPD's crime rate goal. This unit should also be

charged with responsibility for serving arrest warrants, thereby removing known criminals from the neighborhoods.

In 2007, the three members of the unit (a sergeant and two officers) accounted for 251 arrests including 85 felony drug arrests, 54 misdemeanor drug arrests, 19 other felony arrests and 57 other misdemeanor arrests. Through periods of 2008, the unit was not fully staffed because members of the unit were reassigned to fill patrol response vacancies. As a result, unit productivity declined during the first nine months of 2008 compared to the same period in 2007. The number of both felony and misdemeanor drug arrests are significantly down although arrests for other felonies and misdemeanors have increased slightly.

- **Recommendation:** The Street Crimes Unit should be fully staffed with four personnel – which will require full patrol response staffing – and the current vacancy in the unit should be filled by a corporal. With this modification, the staffing of the SCU should be one sergeant, one corporal and two detectives. The corporal positions will add resources to help accomplish the additional responsibility of proactively searching for individuals with warrants, and will assist with supervision when the sergeant is off. It also provides for an even number of staff in the unit, which enables personnel to be teamed up for enforcement activities. Supervision of a proactive unit like this is important so that members of the unit continually consider constitutional and legal requirements, and the need to generate local support through their daily interactions with community members. The corporal position will also provide career development opportunities and prepare members for increased responsibility.
- **Recommendation:** Due to the nature of duties, the Street Crimes Unit should be the primary intelligence collectors for the department. Intelligence information in this context is information provided by members of the community or other law enforcement agencies related to activity occurring in Longview. It is not intended to be information defined and regulated under 28 CFR, Part 23, Section 23.3c. It is important that this information is not only obtained but disseminated to the crime analyst, investigative and patrol personnel to act on as appropriate.

### ***C. Methamphetamine Project***

The Longview Police Department was awarded a \$450,000 Methamphetamine Initiative grant by the United States Department of Justice, Office of Community Oriented Policing Services. The two-year grant funds a civilian project manager, a clerk and a community service officer along with overtime for officers to participate in drug court intervention. The goal of the grant's first year is to create a collaborative coalition to study Longview's local methamphetamine problem and then develop intervention strategies to be implemented in the second year. Partnerships

initiated by department and Meth Grant Project Manager have developed 26 programs designed to decrease recidivism.

***D. Narcotics Task Force***

An additional Longview Police Detective is assigned to the Cowlitz-Wahkiakum Narcotics Task Force, an interagency narcotic enforcement team.

- **Recommendation:** Responsibility for supervision of the LPD detective assigned to the Cowlitz-Wahkiakum Narcotics Task Force and liaison between the department and task force should be realigned to the Investigations Captain.

## VI. PROPOSED ORGANIZATIONAL STRUCTURE

PERF has recommended several structural changes to the Longview Police Department. Some units are simply realigned within the agency, while others represent completely new functions. The alignment of units and personnel within the police department has been constructed to achieve an increase in the efficiency of the department, thereby decreasing crime and disorder by: increasing the department's crime analysis, community policing and problem-solving capabilities; improving the effectiveness of Investigations; more evenly distributing work among command staff; providing for further civilianization where applicable; and enhancing the relationship between the department and community. Discussions of most of the specific changes, rational and responsibilities have been provided in the Patrol and Investigations sections above.

- **Recommendation:** The Administrative Sergeant's role should be enhanced and the position should report directly to the Chief of Police. This position should rotate from 12 to 18 months so that each sergeant that aspires to higher rank gets an opportunity to serve in this position. In this manner the position can become an important training ground for management. Additional duties should include preliminary internal investigations, seeking and applying for grants and other external funding opportunities, identifying specifications for new equipment procurement and other administrative functions as identified by the chief and captains. In addition, because this position reports directly to the Chief of Police, the position should be the department's liaison with federal and state agencies for homeland security intelligence.

The administrative sergeant should also administer the reserve and volunteer programs. Some departments, including Longview, have used reserve programs as a recruitment vehicle while also building improved links to the community. The current labor contract tends to restrict the use of reserves thereby limiting the department's ability to attract reserve officers and gain the ancillary benefits of a dynamic reserve corps.

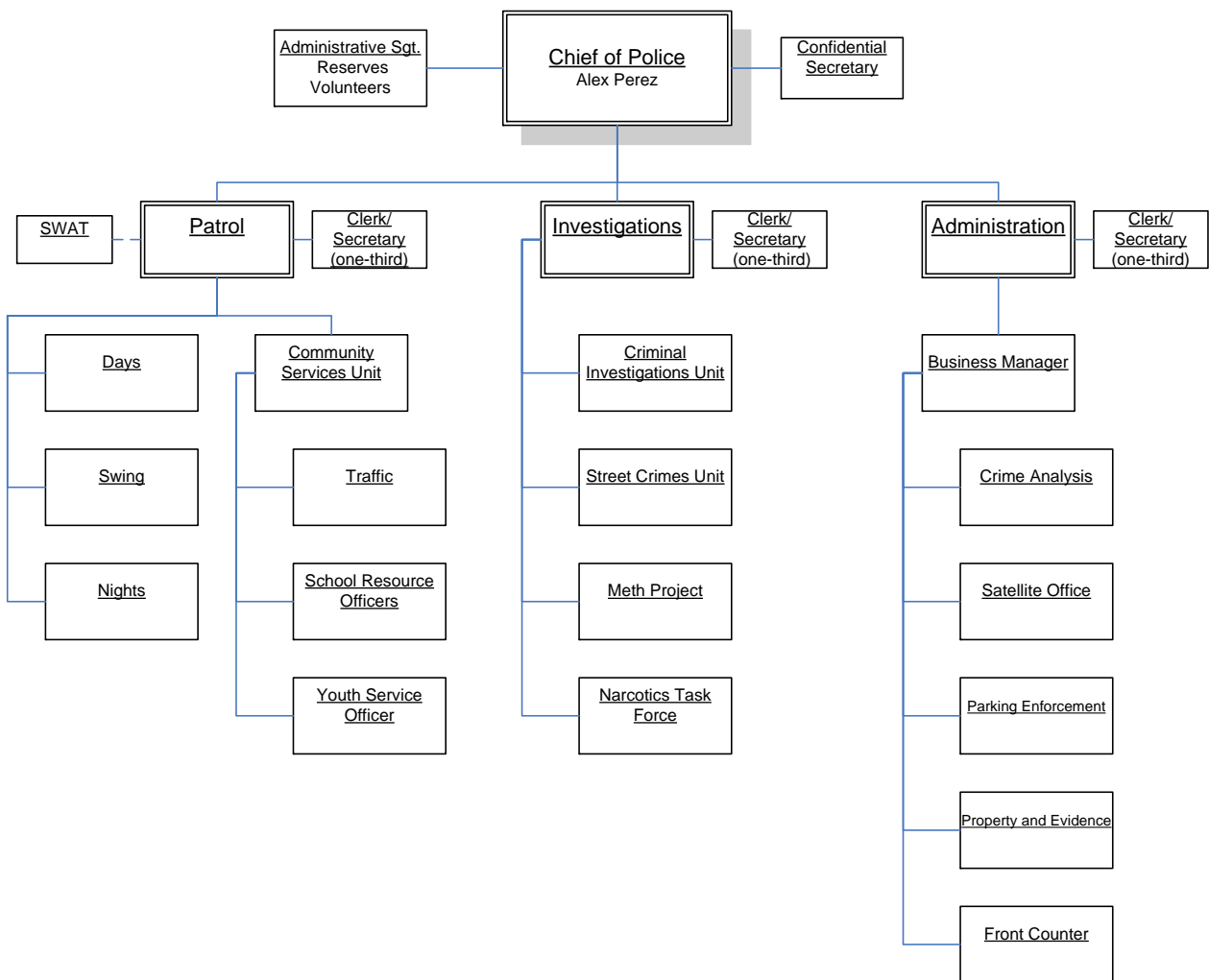
- The Business Manager and those units reporting to this position should be moved to report directly to the Strategic Plan/Policy Manual captain. This group should be renamed "Administration," which will enable the Investigations captain to focus entirely on leading the department's criminal investigations. In addition, when the Strategic Plan/Policy Manual captain's position becomes vacant, the business manager can take over the Administration group. Once the new policy manual has been completed, a sworn manager will no longer be needed to head the Administration group.

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The below chart incorporates PERF's recommended structural modifications for the Longview Police Department.

**PERF Proposed  
Organization Structure of the  
Longview Police Department**



## VII. COMMUNITY POLICING / PROBLEM SOLVING

Providing police services within a community policing and problem-solving philosophy has proven to be an effective strategy for law enforcement throughout the United States and abroad. Appendix 2 of this report displays the community policing and problem solving approaches used in the Washington cities that are comparable to Longview. When members of police departments actively work in partnership with the community to identify and resolve issues—think in terms of a “problems” rather than “incidents”—and routinely use a systematic approach such as the SARA Model (Scanning, Analysis, Response, Assessment), a decrease in calls for service and crime may be expected. By identifying and addressing the underlying conditions and core causes that lead to crime and disorder, the police may hold offenders accountable for their illegal activity. The reoccurrence of crime is preventable by proactively arresting criminals, changing environmental factors contributing to crime and educating the community on how to “crime harden” themselves and their property.

As the police gain experience and effectively use community policing and problem-solving strategies, crime may be reduced. Ancillary efforts may also occur: the number of repeat calls for service decreases, which benefits the community in a number of ways; community members live and work in a safer environment; officers are able to spend more time working with the community to further solve crime and disorder problems; communication as well as the relationship between the police and community is improved through a shared responsibility for public safety; officers and the public gain a familiarity with one other; and members of the community and police department may link each other to resources for their mutual benefit.

- **Recommendation:** Command staff and supervisors should hold all members of the department accountable for utilizing community policing and problem-solving strategies in delivering service to the community. Such a philosophical approach may be institutionalized through incorporating community policing and problem-solving skills and knowledge into performance evaluations, selection of specialized assignments and the promotional process.
  - As part of its effort to reinforce community policing, the department should implement a CompStat approach. CompStat, first developed in the New York Police Department, is a centralized accountability mechanism that enables a police department to hold itself accountable for its crime, disorder and violence reduction efforts. By using accurate and timely information, the department can

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pinpoint crime and disorder patterns and address them promptly. Although originally an adversarial process pitting district commanders against a department's top executives, many agencies use it to discuss crime problems, crime reduction plans that involve not only the police but also community members, and assess the results. Longview should begin such meetings on a bi-weekly basis and include the chief, captains and sergeants. Discussions should include who is responsible for which crime reduction efforts and provide a forum for reporting back the results of anti-crime efforts. CompStat meetings should be supported by analysis of crime and calls for service "hot spots."

- **Recommendation:** The department should continue to enhance crime analysis capabilities. Information should be reliable and provided in a timely manner and accessible for use by members throughout the agency.
  - Part of implementing this recommendation will require altering the department's crime analysis position to a full-time focus on crime and problem analysis. Currently the incumbent's duties include IT hardware support for the police department's technology equipment including PCs, laptops, and the mobile computers in patrol vehicles. The department should negotiate with the city's IT department to have an individual assigned on a priority basis to provide hardware support.
- **Recommendation:** The department should enhance collaboration with the community and other public, private and non-profit partners to prevent and control crime and disorder and develop effective problem solving strategies.
- **Recommendation:** The department should develop problem solving assessment strategies and report back to the appropriate community.
- **Recommendation:** Improve department communication vertically and horizontally regarding crime and disorder problems and community concerns.
- **Recommendation:** Incorporate community problem solving skills and knowledge into performance evaluation and the promotional process.

## VIII. TECHNOLOGY

Technology has become an increasingly important tool for law enforcement to provide service and maximize the use of limited resources. It may also improve accountability to the public.

The Longview Police Department has made an investment in technology through their current acquisition of an electronic ticketing system. This will enable citations to be written and submitted with greater efficiency and provide time savings to perform other activities. Red light and speed cameras may be valuable tools for enforcement, but require significant capital. The strong cooperation between the Longview Police Department and its law enforcement neighbors may provide an opportunity for police agencies to consolidate resources to procure such equipment to benefit all communities without one agency sustaining financial hardship.

- **Recommendation:** The department should explore the use of red light and speeding technology on a regional basis. LPD may also investigate the feasibility of a business plan whereby the department would attain and administer such equipment, which may be used to enter into contracts for service with other jurisdictions. It should be noted that proposed state legislation, which if passed, would regulate the allocation of fines and dictate whether the use of such equipment is feasible.

During the community component of this study, it was the consensus of those in attendance that a differential police response to low level crimes would be acceptable to the community. Prior to the implementation of such programs as phone or self-reporting, it is important to have an educational campaign explaining the reasoning for such policy changes and the advantages to the community.

- **Recommendation:** The department should develop a web-based crime reporting system where citizens could self report minor criminal offenses through the use of the internet. This will relieve field officers from responding to calls for service, providing additional time in the field for enforcement and community activities.

Other technology that may be considered for use by the department includes:

In-Car Video Systems – Such equipment has been used by police departments across the nation to improve accountability to the public, and as a supervisory tool and training aid. Camera's recording the activities of officers may be used to demonstrate adherence or non-compliance to policy and procedures when there is conflicting statements by members of the department and community. A supervisory review of an officer's activities, especially trainees, may lead to

valuable training opportunities and demonstrate procedural and officer safety practices. Storing the recordings and developing a strong policy are issues that must be addressed prior to the implementation of a system.

Surveillance Cameras – Surveillance cameras have proven effective as a deterrent and investigative aid in some jurisdictions. A key to effective use is identifying the best location for deployment of the equipment either on a permanent or temporary basis. Factors to consider include storage of images, monitoring of the equipment and engaging the community in supporting the concept of enhanced public police surveillance.

- **Recommendation:** The department should explore the feasibility and cost of an interface between the dispatch system software and its records management system. Such interfaces can relieve officers from having to re-key information in reports that already exist in a digital format. Avoiding redundant data entry may improve the quality of reports by making it easier to incorporate all information necessary for follow-up investigations. An interface will make dispatch data more accessible for departmental analysis and help to identify repeat call types and geographic “hot spots”.

## **IX. HIRING, RECRUITMENT AND RETENTION**

### ***A. Authority to Over Hire***

Staffing of Patrol for the Longview Police Department is based upon a finite number of beat assignments combined with adequate supervision. For this reason, vacancies have a particularly adverse impact on staffing and, therefore, the delivery of services to the community. When a vacancy occurs in Patrol, often personnel from other segments of the department are temporarily reassigned to Patrol to fill those assignments. This has an adverse impact on the department's ability to conduct business and proactively deter crime and disorder.

Over the last four years the department has had an attrition rate of about 10%. The department has been successful in replacing those that leave, but has not been able to increase staffing to the full authorized strength. For example:

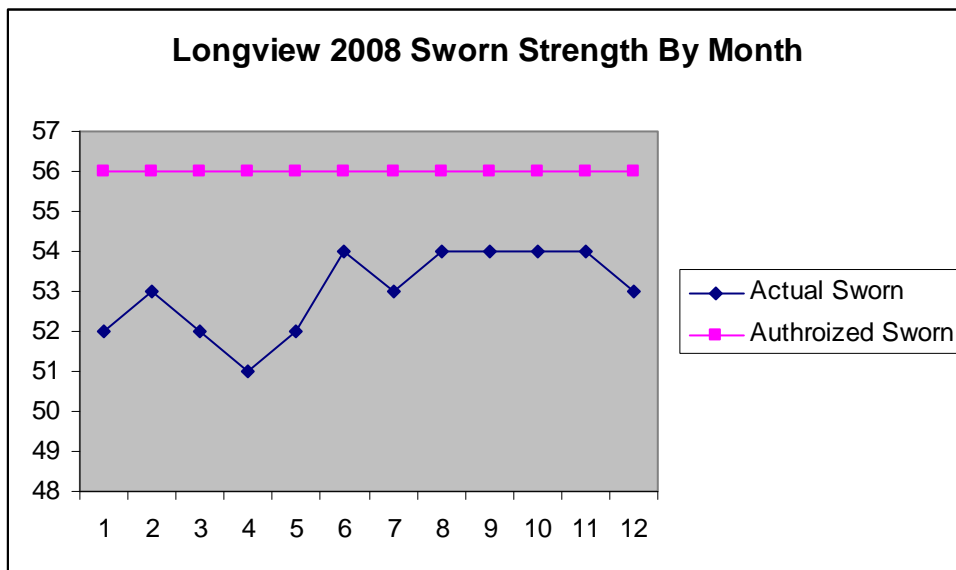
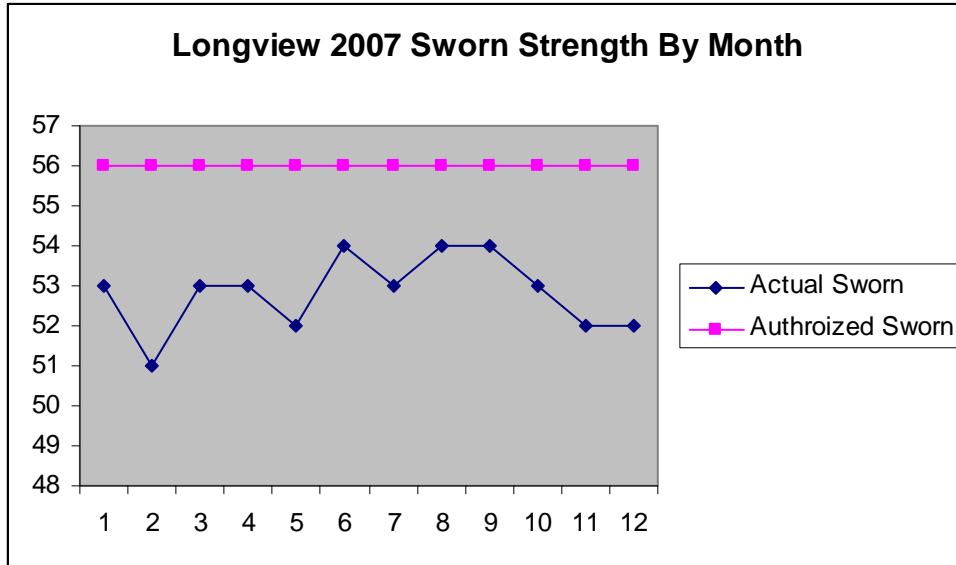
- In 2005, two officers retired and five were separated from the department, but seven new officers were hired.
- In 2006, one officer retired and three officers were hired.
- In 2007, six officers were separated and six new officers were hired.
- In 2008, five officers were separated, one was called to active military duty and five new officers were hired.

This cycle of attrition and replacement has resulted in 21 new officers being added in the last four years. This means about 40% of the officers on the department have less than four years of service. Also the department averages just under two officers on limited duty at any given time, further decreasing available personnel. Part of the reason that the department has been able to fill the vacancies created each year is because it has averaged about three recruits either in an academy or field training status.

Beginning in 2007, the department's authorized staffing was increased from 53 sworn positions to 56. The following two charts show the month to month variation for 2007 and 2008 for the LPD's actual staffing compared to the authorized staffing levels.

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An additional staffing factor that needs to be considered is upcoming retirement eligibility. Four sworn members of the department became eligible for retirement in 2008, one will be eligible in 2009, another in 2010, two in 2012 and one more in 2013. Only three of the 19 officers leaving the department since 2005 were retirees. Consequently, the number of potential retirees coupled with non-retiree separations may result in even further losses.

In the following section, recommendations are provided to enhance the department's recruitment efforts. In this report PERF recommends that the department have an authorized strength of 59

sworn officers. The department needs to add an additional three positions to achieve this level of staffing. In departments the size of Longview full staffing is a vital condition to successfully address the city's crime and disorder problems.

- **Recommendation:** The City should provide the department with the ability to hire more officers than the budgeted authorization based on the department's attrition history and projected salary savings. The department should be authorized to fill three positions more than the recommended authorized level of 59. This may be accomplished by increasing the number of officers in an academy/FTO status with the provision that those who complete training can be hired even if no immediate vacancies exist. This number can be adjusted if attrition slows for an extended period of time. This will enable the department to maintain the staffing level needed to address crime and disorder in Longview. It will lessen the impact of vacancies, especially in light of the relatively long time that is required to fill police officer vacancies.

## ***B. Recruitment***

Police departments across the country are struggling with hiring the best candidates possible to be new police officers. In a department the size of Longview each vacancy has a significant impact on the ability of the department to deal with the problems of crime and disorder and meet the community's expectations. It is essential, therefore, that the department should continue to develop recruitment plans that enable it to quickly fill vacancies with high caliber candidates.

- **Recommendation:** The LPD should maintain a Recruitment Strategy that is frequently examined and updated. Departments the size of Longview need to be especially proactive to ensure that they can hire the best candidates. The strategy should include the following components.
  - Recruitment goals should include the number and diversity of recruits desired and the projected time frame when they will be needed. This should be based on the department's attrition history and expectations about near term pending retirements. These goals need to take into account the changing diversity of the area. State estimates show a 40% increase in Cowlitz County's Hispanic population from 2000 through 2008. The department should enhance its efforts to recruit women as well.
  - The department should establish a recruitment "team" representing LPD's diversity which is fully versed in the benefits of working for the Longview Police Department. They should be conversant in why someone would want to work in the LPD versus other agencies with which LPD typically competes.
  - LPD should try to develop a list on local residents who are currently in the military. When they are ready to leave the service, the department should make a

presentation about working for the LPD. Given the circumstances of overseas military service today, the department will need to take appropriate cautions in recruiting from this population.

- The department's strategy should include consideration of all possible sources to get its message to potential employees. The Internet, various other advertising media and word-of-mouth contacts should all be factored into the strategy.
- As the department develops new youth outreach strategies as discussed above, it should work to cultivate and mentor young people that could establish policing as a career.
- As part of its recruitment strategy the department needs to consider its selection process. The process needs to proceed as expeditiously as possible so that applicants are not lost to competitors. Each applicant should be kept informed about where they are in the process and the expected time frames. The selection process for lateral entry candidates should be streamline, yet still carefully conducted to avoid compromising quality of hires

### ***C. Retention***

An important element in successfully reducing crime is the knowledge and talent of department members. It is especially important that the city and the police department develop an approach that provides suitable incentives for retaining LPD employees.

- **Recommendation:** The City of Longview and the LPD should develop and maintain an approach to retention that considers a variety of incentives. These include maintaining a comparable compensation and benefit package, professional development and advanced training opportunities, a rotation policy and diversity in assignments, and promotional opportunities. Establishing the corporal's positions and rotational positions in Investigations, as recommended in this report, should enhance the desire of LPD employees to stay with the agency for their entire careers.

## **X. FACILITY NEEDS**

The Longview Police Department is currently working from an approximately 34,000 square foot facility that was converted from an existing bank building. With the exception of the Community Service Officer operating from a satellite office, police headquarters house all members of the police department and their equipment. Three members of the City Attorney's Office (two attorneys and one assistant) also work from within the facility, prosecuting offenders in partnership with the police. The existing configuration provides close quarter working conditions for most employees with limited space for growth. The property room, investigations office, City Attorney suite, locker room and front desk operations are examples of employees having to work in restrictive areas that are not conducive to maximizing productivity. In some cases, spaces lack the privacy needed for sensitive matters.

Based on current authorized staffing, on-site parking barely meets the existing needs of the department. The two-level, secured parking garage has 32 available parking spaces in the covered street level and 40 spaces on the second story open parking level. LPD has 39 vehicles in its fleet. To accommodate parking on the street level, seven department vehicles must be parked on the second level, leaving 33 available spaces for employee parking. These spaces are occupied by civilian staff, sworn officers and sergeants, and members of the City Attorney's Office. At shift change all spaces are used and during special circumstances such as a SWAT call-out or training days, overflow parking is a common occurrence. Any increase in staffing may result in an inadequate secure parking plan for the department.

The headquarters building is in need of major renovation. As an example, the room currently housing the Investigations Division does not have space for the two additional staff members recommended by PERF. The second floor may be converted for use but space will have to be modified. In several places throughout the department, "duct tape" is holding carpet together. This creates not only a potential hazard for employees but is an internal "visible sign of disorder." Workers' organizational pride and visitors' confidence in the department may be diminished by such an environment.

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- **Recommendation:** The city should begin planning now for a police facility that will meet the current and future needs of the department and community. The options available are to renovate the existing building; relocate to a different facility with tailored modifications; or construction of a new facility. In selecting the best alternative, consideration must be given to all costs associated with each option. If the current building is to be renovated, related overhead including bringing the building up to current code and relocation of operations for several months must be incorporated into the budget. Many times, these ancillary expenses offset cost savings projected in a renovation project.

Some jurisdictions have used a strategy of developing partnerships for constructing a multi-purpose development in order to share costs and attain a greater facility than one entity or department may singularly fund. In this approach, it is important to identify public service needs for the future and then incorporate these into a building or complex structure which fulfills long-term public demands. As an example, Longview may work with other city agencies to develop a Criminal Justice Center that houses not only a new police facility, but a courthouse as well. A Longview Public Safety Complex may host the police department, fire department, a senior center and other facilities to meet the community's needs.

Two timely issues are important for any consideration on developing facilities. The first is sustainable or "green building" design and construction. This provides an opportunity to use resources more efficiently, while creating healthier and more energy-efficient structures. Building green will allow the city to model behavior for residents and business and is planet friendly, more cost effective to operate, and may afford an opportunity for financial assistance or consideration.

The second issue is the prospect for infrastructure improvement offered by the incoming Administration in 2009. President-elect Obama has outlined an aggressive plan to revitalize domestic infrastructure. A massive government spending program has been proposed to lift the country out of economic recession and will include a renewed effort to make public buildings energy-efficient, rebuild the nation's highways, renovate aging schools and install computers in classrooms, extend high-speed Internet to underserved areas and modernize hospitals by giving them access to electronic medical records. This may be an opportunity for Longview to participate in this national cause and partially fund a new facility or fund other infrastructure projects to allow the diversion of funds to construction.

## XI. FLEET

The Longview Police Department has a working fleet of 39 vehicles. This total includes one motorcycle (Vehicle # 10-101) and a radar trailer (Vehicle # 10-902) that is in the process of being decommissioned.

- **Recommendation:** The department should look for opportunities to acquire Flex-Fuel and alternative energy vehicles when adding or replacing to the fleet.

### Marked Police Units

The patrol fleet is made up of 19 Ford Crown Victoria's ranging in year models from 2003 to 2008. As of December of 2008, mileage varies from a high of over 78,500 to only five miles in a 2008 vehicle that was just added to the fleet. Five units have an excess of 70,000 miles.

Vehicles are currently turned over at a four year replacement cycle. The department has made the decision to remark its patrol vehicles to black and white units rather than the current all white vehicles.

**Longview Police Department Patrol Fleet**

2003	FORD	CROWN VICTORIA	77,434
2003	FORD	CROWN VICTORIA	78,548
2004	FORD	CROWN VICTORIA	73,925
2004	FORD	CROWN VICTORIA	58,242
2004	FORD	CROWN VICTORIA	20,134
2005	FORD	CROWN VICTORIA	77,911
2005	FORD	CROWN VICTORIA	59,610
2005	FORD	CROWN VICTORIA	70,775
2006	FORD	CROWN VICTORIA	63,374
2007	FORD	CROWN VICTORIA	52,396
2007	FORD	CROWN VICTORIA	17,154
2007	FORD	CROWN VICTORIA	60,728
2007	FORD	CROWN VICTORIA	35,719
2007	FORD	CROWN VICTORIA	31,098
2007	FORD	CROWN VICTORIA	31,753
2007	FORD	CROWN VICTORIA	7,419
2007	FORD	CROWN VICTORIA	30,628
2008	FORD	CROWN VICTORIA	203
2008	FORD	CROWN VICTORIA	5

- **Recommendation:** The department should consider issuing take home vehicles for those officers that reside within the city. National policing studies have shown such a program results in enhanced accountability and personal care of vehicles leading to cars remaining in the fleet for a longer period of time while requiring less repairs. When enforced responsibly, it also creates increased coverage in the city from those members of the department driving to and from work. It also has the ancillary advantage of decreasing the number of on-site parking spaces needed for employee's personal cars.

A take home car program would require a significant initial capital investment to increase the size of the fleet. Since all units within the fleet are no longer available for 24/7 deployment, additional vehicles are necessary for both patrol coverage and spare vehicles. The volatile cost of fuel makes determining the fiscal impact of such a policy difficult to anticipate and will be dependant on the policy limitations of when an officer may use the vehicle during non-regular duty hours.

- **Recommendation:** If funds are not available to convert all the current marked fleet to black and white units, future vehicles ordered should reflect the new color scheme. If funds are limited for remarking existing vehicles, the latest models should be painted to have a uniform fleet as soon as possible.
- **Recommendation:** The department should create a system to continuously track the availability of its marked patrol units. It should establish a "show-up" rate for patrol cars similar to that for patrol officers. This will enable the department to determine how many patrol vehicles should be in its marked fleet taking into account such factors as routine maintenance, major mechanical repairs and crash damage. The fleet size will need to grow as the department adds patrol officers. For each three new officers positions added two additional patrol cars should be added in order that officers do not have to wait for a vehicle during shift overlaps.

### Unmarked Police Vehicles

The police department currently has an unmarked fleet consisting of 17 vehicles of various makes and models. These cars are assigned and used by command staff, detectives, school resource officers as well as pool cars available to all department personnel. The vehicles were acquired through either purchase (new or used) or asset forfeiture. Over one-third of the fleet, including those purchased and seized cars highlighted below, are not on a replacement schedule. Those that have a replacement schedule are turned over after twelve years of service. This is an extended period of time to keep a vehicle in the fleet. Seven of the cars have over 60,000 miles, none of which are scheduled to be replaced in the near future.

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The number of unmarked vehicles in the fleet is adequate for the increase of personnel in the Investigations Division recommended by PERF. However a replacement strategy should be initiated to maintain the quality and reliability of the department's unmarked vehicles.

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**Longview Police Department Unmarked Vehicles**

1998	FORD	TAURUS	46,791
1999	FORD	TAURUS	69,865
2000	FORD	TAURUS	67,572
2005	FORD	TAURUS	27,621
2005	FORD	TAURUS	32,502
2007	FORD	TAURUS	33,192
2007	FORD	TAURUS	32,279
2007	FORD	TAURUS	31,771
2000	CHEVROLET	LUMINA	56,150
2000	CHEVROLET	LUMINA	63,533
2001	CHEVROLET	MALIBU	43,337
2004	CHEVROLET	IMPALA	48,027
1996	FORD	AEROSTAR	74,261
1997	FORD	F150	64,774
2008	FORD	ESCAPE	4,570
1999	TOYOTA	SOLARA	66,838
2002	KIA	SEDONA	82,138

- **Recommendation:** The department should develop a strategy for replacing all plain vehicles needed by the department. Such a plan may incorporate a monthly fee to be put into a replacement savings fund in order to pay for maintenance and replace the vehicle when the time comes; a lease vehicle program may be implemented; or a combination of both programs may be developed.
- **Recommendation:** Cost savings for the replacement of plain cars may be attained through purchasing reliable vehicles from alternative sources such as car rental companies. Late model vehicles with a reliable maintenance history provide an opportunity to replace the fleet with high quality vehicles at cost savings to the city.

### Specialized Vehicles

The department has three types of specialized vehicles: a motorcycle, a SWAT vehicle and crime scene vehicle that was converted from an old ambulance. While the motorcycle is in good condition one additional motor is needed for the compliment of two motor officers that represent the full staffing of the traffic unit recommended. It is not practical for a single piece of equipment to be shared due to overlapping schedules during peak traffic enforcement times.

The SWAT and CSI vehicles are old conversions with repair and safety concerns. They do not add to the professional image of the department and have outlasted continued use. Should the department determine that this type vehicles are necessary to deliver service to the community, they should be replaced.

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**Longview Police Department Specialized Vehicles**

2002	KAWASAKI	KZ1000	Traffic Enforcement	13,124
1980	GMC	3500	SWAT	44,093
1985	CHEVROLET	AMBULANCE	CSI	33,145

- **Recommendation:** Should the department implement PERF's traffic staffing recommendation, one additional motorcycle is needed.
- **Recommendation:** Federal assistance through the Department of Homeland Security and other agencies should be researched to determine if funds are available for a first responder vehicle to replace the existing SWAT vehicle.

Other Vehicles

Longview Police Department has use of two vehicles used by the department for police business. The first is a parking control vehicle used for parking enforcement downtown. The other is a Ford Crown Victoria purchased through a grant whose use is restricted for grant activities. Both these vehicles are in good condition.

**Outside Vehicles Used by LPD**

2001	GO-4	BT57	16,251
2008	FORD	CROWN VICTORIA	750

## **XII. THE IMPACT OF RECOMMENDATIONS ON LONGVIEW'S CRIME STRATEGY**

After completing a comprehensive organizational review of the Longview Police Department, the Police Executive Research Forum has formulated a number of recommendations that the department may implement to achieve its ultimate goal of creating a safer community.

Recommendations may be generally categorized as structural, staffing, human resources, policy and technology. It is PERF's belief that the strategic implementation of a master plan incorporating the below components will result in the Longview Police Department providing high quality service to the community in achieving its mission of, "*A safe community through excellence in law enforcement*" by lowering crime.

In order to provide the community the best opportunity for success in decreasing crime and disorder, PERF has recommended staffing increases in Patrol. This is with the clear understanding that **more officers alone will not guarantee success**. Equally as important as having sufficient personnel is the quality of work; how officers fulfill their duties and responsibilities. PERF recognizes the need for supervision, directing the work of field personnel, conducting thorough preliminary investigations and quality reporting.

Although the City of Longview has not had any dramatic recent population changes – growth has been slow but consistent – the city should consider the impact of annexation, new industry or other factors that may generate higher or quicker population growth. There are no reliable measures that dictate when more police officers are needed although the type of growth does have an impact. Annexation of large areas with low population density may stretch current response times thus generating a need for more patrol officers. Growth in single family homes on large lots usually will generate fewer new calls for service than will new high-density multi-family residences. An increase in retail properties may result in more police activity than will offices and commercial growth. A key method by which some communities have lessened the potential impact of growth on crime has been Crime Prevention Through Environmental Design (CPRED) which is a significant type of community policing.

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The Community Service Unit should initially focus its efforts on the Highlands as well as the department's other community policing efforts. It should act as a resource for all members of the department to organize neighborhoods, foster new relationships and develop strong collaborations. It is NOT intended to be the only unit in the department responsible for community policing and problem-solving interventions. The addition of a Youth Service Officer recognizes the special needs and importance of this segment of the community and the need to invest in the future of Longview. An effective Community Services Unit may also position the department for new opportunities for federal grants given increased federal support for local law enforcement by the new administration.

The volunteer programs implemented by the Longview Police Department are a policing "best practice" identified by PERF. The department has innovative and effective partnerships that use the valuable resources of its community and with minimal impact on the budget. Every year Longview's dedicated citizens donate scores of hours to improve the safety and security of their city. By providing additional support and concerted effort, PERF believes the department may expand upon these programs and develop new initiatives to engage the community by furthering the reserve corps and other volunteers programs. This has been a key aspect of the relief sergeant's job.

Support personnel are important to maximize the time and productivity of command staff. By having a shared clerk/secretary position, the captains will have the time and resources to be more visible internally as well as in the community. They will also have additional time to support the chief in leading organizational change in the months to come.

The department has established the goal of decreasing crime in Longview below the state's average. While this is an ambitious goal it does not necessarily correlate with the quality of service delivered, the community's confidence in the department or the perception of safety and security in neighborhoods. As services improve and the community gains trust in the ability of the police to respond to calls for service in a timely and effective manner, there will be an increase in calls for service and reports of crime, as many jurisdictions have seen. People are more willing to report crime to the police because they are more confident that the police are able to do something about it. Some members of the business community focus group indicated

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that they no longer bother to report minor crimes because they feel the department lacks the resources to do anything about those crimes. More confidence in the police could result in an increase in crime reports although actual crime may not be increasing. It is important to recognize that this may occur in Longview.

PERF has recommending re-engineering Investigation to improve the department's ability to fully investigate cases through identifying and arresting offenders. A more specialist structure in the Criminal Investigations Unit will provide the opportunity for a higher degree of expertise by detectives and civilian investigators. However, with this expertise comes a greater accountability and expectation for a higher rate of clearances. Adding a corporal to the Street Crimes Unit should increase the productivity of an already accomplished unit while enabling more consistent oversight.

Enhancing technology provides the opportunity to support the department's community policing and problem-solving strategies by having timely and accurate data. This has proven invaluable to police departments across the nation in strategic deployment and making the best use of resources. In Longview, it may also provide the opportunity to develop business opportunities for the City in shared resources with other jurisdictions throughout the county.

PERF has made a number of recommendations for the Longview Police Department. Some may be quickly implemented while others will require strategic planning. Staffing increases made by PERF are with the full understanding of the difficult economic times facing municipalities throughout the nation. Transforming the Longview Police Department can be accomplished with the strong leadership of the Chief of Police and his command staff, the professionalism of the men and women of the police department, and support and participation of the City, elected officials and community.

As the effectiveness of the Longview Police Department increases and crime fighting strategies take effect, other systems in Cowlitz County and the City of Longview can expect to be affected. In the time period of 2005 thru 2007, the Longview Police Department has booked more arrestees into the Cowlitz County Jail than any other law enforcement agency. According to the county booking figures, during this three year period LPD were responsible for 2,471 booking,

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followed by Kelso Police Department with 888 and the Cowlitz County Sheriff's Office with 875.

As the department improves its analysis abilities and problem-solving skills and crime fighting proficiency, more arrests may be anticipated. This has the potential to affect the bed availability of the jail as well as have a financial impact on Longview. At the time of the PERF site visit, Cowlitz County charged \$49.51 for booking fees and \$64.24 per day for each prisoner; and this does not account for medical charges for misdemeanor prisoners. Additional arrests will result in the need to budget ample monies for booking fees and daily prisoner charges. It should be noted that while this has an economic impact on Longview, the police department's ability to arrest and book offenders has a direct and positive impact on the departments ability to provide safety and security for those living and working in the city.

The Cowlitz County Prosecutors Officer can also be affected by increased enforcement activity of the LPD. The CCPO has 17 attorneys to prosecute all criminal cases for the entire county. There is an obvious correlation between the number of offenders arrested and identified by the Longview police and the Prosecutors Office's ability to maintain the effective, filing and prosecution of cases. The Cowlitz County Prosecutors Office does not have an investigative function to assist local police agencies. This puts additional emphasis on the local police departments to conduct and document thorough and well documented investigations for the successful prosecution of offenders.

A third county agency that may be influenced by increased activity of the Longview Police Department is county communications. As throughout the nation, Cowlitz County is challenged to maintain staffing of its communications. Responsible for all 911 incoming calls, police, fire and emergency medical dispatch as well as answering police service calls during non-regular business hours, the county had 16 dispatchers and was carrying 6 vacancies at the time of the PERF site visit. With a 27 percent vacancy factor, over 700 hours of overtime was needed to maintain minimum staffing in the first six months of 2008. It was reported that Longview accounts for the highest number of police calls for service in the county. LPD's activity therefore has a direct influence on the center. Any changes in strategies, staffing, policy and practices may impact the workload of the county's communication center.

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Two Longview City Prosecutors and one clerk are assigned to the police department and actually work out of the police department. The City prosecutors' staff is responsible for filing all misdemeanor and gross misdemeanor cases of which there has been a 101 percent increase from 1,971 in 2005 to 3,976 in 2007. The Deputy City Prosecutors assigned to the department also assist the police with roll call training and providing "mock" court testimony for new officers, publish "Legal Briefs" as an informational and training tool for officers, offer legal advice to the chief, and represent the department and city on civil and other legal matters. An increase in productivity and arrests by members of the department as well as the development of new strategies such as civil abatement, will likely increase the workload of the Longview City Prosecutors Office.

### XIII. APPENDIX 1 – COMPARABLE CITIES DEMOGRAPHICS

City	Population	Per cent Male	Per cent White	Per cent Owner Occupied	Median Household Income ('99)
Wenatchee	30,270	48.9	80.9	57.7	34,897
Walla Walla	30,900	52.0	83.8	59.1	31,855
University Place	31,300	47.7	75.9	57.8	50,287
Burien	31,410	49.1	75.7	56.4	41,577
Bothell	32,400	49.0	87.3	68.0	59,264
Lynnwood	35,490	48.7	74.3	53.0	42,814
<b>Longview</b>	<b>35,710</b>	<b>48.2</b>	<b>89.3</b>	<b>57.8</b>	<b>35,171</b>
Bremerton	35,810	50.9	75.0	41.4	30,950
Lacey	35,870	47.8	78.2	55.5	43,848
Marysville	36,210	48.8	88.2	63.4	47,088
Puyallup	36,790	48.3	87.9	54.9	47,269
City	% Age 0-19	% Age 20-24	% Age 25-44	% Age 45-59	% Age 60 and Over
Wenatchee	30.3	7.0	28.3	16.2	18.1
Walla Walla	27.8	10.2	27.5	16.5	18.1
University Place	28.7	6.4	28.6	21.0	15.2
Burien	25.3	5.5	30.7	20.7	17.7
Bothell	27.9	5.5	33.2	20.8	12.8
Lynnwood	27.6	7.3	32.1	17.5	15.5
<b>Longview</b>	<b>28.7</b>	<b>6.2</b>	<b>27.1</b>	<b>18.8</b>	<b>19.2</b>
Bremerton	28.2	11.9	30.4	14.5	15.2
Lacey	29.2	6.8	30.6	17.1	16.2
Marysville	32.4	5.6	32.9	15.0	13.9
Puyallup	30.2	7.2	30.9	17.7	14.1

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City	Population per square mile (2005)	05-07 Population percent change	Labor Force - Percent Change 00-05	Unemployment rate 2005	Total general revenue (\$1,000) 2001-2002	General revenue taxes	Percent general expenditure: police protection
Wenatchee	4,269.5	3.05%	9.2	5.8	24,709	13,083	15.4
Walla Walla	2,864.0	-0.29%	3.1	5.7	31,723	9,907	11.6
University Place	3,626.3	2.88%	4.4	4.8	17,245	8,686	23.4
Burien	4,131.3	2.19%	-1.8	5.4	15,718	10,063	34.3
Bothell	2,565.6	4.80%	2.0	4.6	39,320	23,518	24.9
Lynnwood	4,385.3	5.93%	-0.6	5.5	51,491	25,264	16.2
<b>Longview</b>	<b>2,637.7</b>	<b>-1.18%</b>	<b>0.9</b>	<b>6.6</b>	<b>37,907</b>	<b>18,448</b>	<b>16.6</b>
Bremerton	1,669.4	-5.33%	7.2	6.9	45,483	18,832	13.3
Lacey	2,092.0	7.50%	10.7	5.1	34,115	16,508	15.4
Marysville	3,116.7	21.15%	14.9	5.3	27,221	12,489	11.1
Puyallup	2,954.0	2.59%	9.9	5.1	44,740	27,660	14.7

## XIV. APPENDIX 2: COMPARABLE CITIES COMMUNITY POLICING AND PROBLEM SOLVING:

City	How Community Oriented Policing is Used by Police Departments
Wenatchee	Many officers annually participate in “Walk to School,” “Tip a Cop” (for Special Olympics), “Bowl-A-Thon” (for CASA and the YMCA), National Night Out and Concerns of Police Survivor events. Others serve on local boards, service groups, or take the time to coach or mentor children in structured settings. Special Services Division Officers reach out to the community through a combination of educational programs and speaking engagements to educate the public on how to avoid becoming a victim of crime. Bike Patrol is one of the sections in this Division.
Walla Walla	Many of the activities Patrol performs are related to Community Oriented Policing. Proactive traffic enforcement makes roadways safer, reduces crime and improves the quality of life in neighborhoods. Additionally, officers participate in educating the public about traffic safety issues through such programs as "Every 15 Minutes," a DUI awareness program, the DUI Victim's Panel and bicycle safety fairs.
University Place	The Community Academy is an annual, 13-week, educational course for residents, designed to enhance the Police-Citizen partnership. There is also a COPS (Community Oriented Public Safety) Committee, which consists of five At Large Representatives of the community and one representative from each of the following: Police, Fire, Business, Multi-family Housing, School District, and Youth. The group advises the City Council on various public safety issues, and serves as a clearinghouse and forum through which businesses, groups, block watches, apartment complexes, and citizens voice their public safety concerns and ideas.
Burien	Hosted by the Burien and SeaTac Police Services, the Citizens Academy is a 13-week catered session provided twice a year in the spring and fall. Graduates of the Citizens Police Academy come away with a much better understanding of the criminal justice system and an appreciation for the many challenges facing law enforcement in today’s society. This understanding helps citizens better assist officers and increase the safety in their neighborhoods and community.
Bothell	Bike patrol is a great resource for the City and the Department. Officers have the ability and are encouraged to patrol on bicycles whenever possible. Neighborhood Traffic Officers work in targeted areas to promote the safety of motorists, bicyclists, and pedestrians who use City streets. Members of the Neighborhood Traffic Section also give safety presentations to groups and schools, arrange for towing of abandoned vehicles from city streets, set-up and monitor speed watch trailers, and enforce parking regulations.

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Lynnwood	The Community Services Division is composed of two sections, Crime Prevention and Youth Services (DARE and SRO). The mission of the Crime Prevention Section is to provide education and information to businesses, schools, and residential communities in Lynnwood, with the goal of reducing crime. Crime prevention specialists act as liaisons between the City and the public on crime-related problems. In addition, there are two main citizen volunteer groups serving the Police Department; Volunteers in Public Safety (VIPS) and Citizens Patrol (CP). The mission of the Youth Services Section is to equip youth with the educational and life skills necessary to resist negative peer pressure and make responsible decisions.
Bremerton	In an effort to provide better service the City of Bremerton has been divided into five geographical patrol areas consisting of individual neighborhoods located throughout the city. Officers from each shift are assigned a specific area, which allows them to get to know the area, its residents, businesses and any problems unique to that area. Officers respond to radio calls for service and are encouraged to gain knowledge of trends and developments in each neighborhood in their district. The Bremerton Police Departments Bike Unit is a proactive unit whose mission is to identify and solve neighborhood and community crime problems.
Lacey	The Crime Prevention Unit focuses on presenting organized measures to the citizens through programs such as: Neighborhood Watch, National Night Out, Multi-Housing Crime Reduction Program, Burglary, Fraud, and Bank Robbery Prevention, Woman's Personal Safety classes, Shoplift Reduction programs, and safety presentations for children. LPD Crime Prevention Officer assists neighborhoods to organize neighborhood watch groups and provides training in the area of identity theft, personal safety, crime prevention through environmental design (CPTED), and emergency preparedness to various citizen groups. Community policing is also referenced in the department's "Professional Policing Philosophy."
Marysville	Not Available
Puyallup	For many years the PPD has placed great emphasis on "Community Oriented Policing" (C.O.P.). In addition to the C.O.P. approach the department has begun to place a great emphasis on proactive policing through the principles of "Problem Oriented Policing." The Puyallup Police Department's Problem Oriented Policing Unit (POP Unit) was formed to provide a proactive approach to fighting crime within our city. The unit seeks to establish partnerships within the community in an effort to identify and provide creative and innovative solutions to community concerns. The Puyallup Police Citizens' Academy is an 8-week program designed to provide interested citizens who either work or reside in the City of Puyallup an opportunity to learn first-hand about the PPD. Crime Control Round Tables are held quarterly for business owners, managers, and security providers to be educated on current crime trends and law enforcement issues in the area.

## XV. APPENDIX 3: STAFFING RECOMMENDATIONS SUMMARY

<b>Chief's Office Staffing</b>				
Rank	2009 Authorized	Existing	PERF Changes	Total Recommended
Chief	1	1		1
Sergeant	0	0	+1 <sup>1</sup>	1 <sup>2</sup>
Civilian	1	1 <sup>3</sup>		1 <sup>4</sup>
Total Sworn	1	1		2
Total Civilian	1	1		1
<b>Patrol Staffing</b>				
Rank	Current Staffing	Existing	PERF Changes	Total Recommended
Captain	1	1		1
Sergeant	4	4 <sup>5</sup>	-1 + 1 = 0	4 <sup>6</sup>
Corporal	0	0	+3	3 <sup>7</sup>
Officers	37	32 <sup>8</sup>	+6 – 1 – 3 + 1 = +3	35 <sup>9</sup>
Civilians	4	4 <sup>10</sup>	+1	5 <sup>11</sup>
Total Sworn	42	37		43
Total Civilian	4	4		5

<sup>1</sup> Move current Administrative Sergeant from Administration to Chief's Office. No net increase in staffing.

<sup>2</sup> Administrative Sergeant

<sup>3</sup> Administrative Secretary

<sup>4</sup> Administrative Secretary

<sup>5</sup> 3 Patrol Shift Sergeants + 1 Relief Sergeant

<sup>6</sup> 3 Patrol Shirt Sergeants – 1 Relief Sergeant + 1 Community Services Sergeant. No net increase in staffing.

<sup>7</sup> Add 3 corporal positions from existing patrol officer staffing

<sup>8</sup> At the time of the study, patrol was not at full staffing. At that time, PERF looked at existing staffing of 26 patrol officers + 2 School Resource Officers + 2 Traffic Officers + 1 K9 + 1 Senior Lead Officer

<sup>9</sup> Add 6 new officers – Senior Lead Officer (work would be performed by the Community Services Sergeant) – 3 officers to be promoted to Corporal + 1 new Youth Services Officer.

<sup>10</sup> 3 Community Service Officers + 1 Parking Enforcement Officer

<sup>11</sup> Add 1 new Burglary Prevention Community Services Officer

<b>Investigations Staffing</b>				
Rank	Current Staffing	Existing	PERF Changes	Total Recommended
Captain	1	1		1
Sergeant	2	2		2
Corporal	0	0	+2	2 <sup>12</sup>
Officers	8	8 <sup>13</sup>	+1 - 2	7 <sup>14</sup>
Civilians	2	2 <sup>15</sup>	+2	4 <sup>16</sup>
Total Sworn	11	11		12
Total Civilian	2	2		4
<b>Administration</b>				
Rank	Current Staffing	Existing	PERF Changes	Total Recommended
Captain	1	1		1
Sergeant	1	1	-1	0 <sup>17</sup>
Officers	0	0		0
Civilians	9	9 <sup>18</sup>		9
Total Sworn	2	2		1
Total Civilian	9	9		9
<b>Permanent Full-Time Staff</b>				
Total Sworn	56	51	+9	59 / 63 <sup>19</sup>
Total Civilian	16	16	+3	19
Total Recommended				79

<sup>12</sup> Promote 1 Officer from SCU to Corporal and 1 Officer from Criminal Investigations to Corporal

<sup>13</sup> 3 Street Crimes Officers + 4 Criminal Investigations Detectives + 1 Narcotics Task Force Detective

<sup>14</sup> Add 1 Detective to Criminal Investigations Unit – 1 Officer from SCU to be promoted to Corporal and 1 Officer from Criminal Investigations to be promoted to Corporal

<sup>15</sup> Includes 1 Civilian Investigator + 1 Clerk who supports both the Criminal Investigations Unit and Street Crimes Unit

<sup>16</sup> Add 1 Captains' Secretary + 1 Civilian Investigator to Criminal Investigations Unit

<sup>17</sup> Move current Administrative Sergeant from Administration to Chief's Office. No net increase in staffing.

<sup>18</sup> Includes 1 Business Manager + 3 Clerks + 1 Crime Analyst + 1 Evidence Technician + 1 Meth Grant Project Coordinator + 1 Meth Grant Clerk + 1 Meth Grant Community Service Officer

<sup>19</sup> Recommended to overhire by 3 officers to keep all divisions up and running. This would bring the total commissioned to 63.