

**King County Sheriff's Office  
Business Plan  
2004 Update**

October 29, 2003

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**SHERIFF**  
**KING COUNTY**  
DAVID G. REICHERT, SHERIFF

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# VISION FOR THE FUTURE OF PUBLIC SAFETY

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## SHERIFF DAVID G. REICHERT

The citizens of King County—and the entire region—are facing a critical moment. Homeland security, terrorism threats, and the changing face of crime have placed new demands on law enforcement organizations, yet law enforcement resources continue to face cuts. As a community, we must acknowledge that public safety is the number one priority of local and county government. If we cannot keep our schools safe, if we are not able to walk our streets in peace, if businesses do not feel secure, we will have failed as a community and a government. The only right choice is to prioritize our resources and fully fund public safety locally and regionally.

History shows us two visions of public safety. One proposes that through increased funding of social service programs and a decrease in funding for law enforcement, our communities will become safer by attacking the root causes of crime. This philosophy was dominant in the 1970s and early 80s, and we saw an explosion in crime rates as a result. This vision is back in vogue today. The second vision is more realistic and is based on proven successes over the last ten years. It accepts that individuals are responsible for crimes, and the individual must be held accountable. The more the criminal justice system can punish all criminals for their actions, the more we will have a culture governed by the rule of law and imbued with our shared values.

The King County Sheriff's Office is the leading law enforcement agency in the region and we have exceptional capabilities, expertise, and training. We have built a strong department through intelligent investments and the efficient use of resources, but we are approaching budget levels that could significantly compromise our ability to protect the public. By working from a regional perspective, we have been able to deliver more service for less cost. It is ever more important that the citizens of King County be assured that they have the best possible police services available.

Since the first priority of every level of government is to keep our citizens safe from crime, we cannot continue to force cuts on the department. Criminal justice agencies throughout the county deserve a stable funding mechanism. It is time for new thinking and strong leadership to keep our resources focused on these high-priority services.

# EXECUTIVE SUMMARY

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In 1997, the King County Sheriff's Office (KCSO) documented its first five-year strategic business plan. Since then, we have reviewed our plan annually, added information, and updated our strategy to achieve our goals and mission.

## ORGANIZATION

The first section of this report explains the KCSO's organization. We employ over 1,000 people who provide law enforcement services to citizens of King County. These staff members work in four divisions and the Sheriff's Administrative Office. In 2001, the KCSO added a task force to examine the Green River homicides. Eighty-nine percent of our employees are customer service providers.

## OPERATING ENVIRONMENT

The next three sections of this report address our operating environment: (1) the changes in crime, (2) the requirements of our customers, legislation, and other factors; and (3) the resources needed to meet the challenges described in the previous two sections.

### CHANGES IN CRIME:

- Part I and II crimes have decreased slightly in recent years, but recent events may indicate an upward trend. King County's crime rate is similar to that of other suburban counties in the country, which have not, in general, experienced the national decline in crime.
- Crime in King County continues to become more complex, as criminals use increasingly sophisticated tools and governments enact new laws.
- Drugs, fraud, homeland security, and even quality of life crimes require certain human and financial resources to combat them.

### SERVICE REQUIREMENTS:

- We serve 32 percent of King County citizens in unincorporated areas and contract cities. Other customers include Metro Transit, the King County International Airport, the Muckleshoot Tribe, and area schools
- Our service population has remained steady over time, although some changes may come about from potential annexations over the next five to ten years.
- The KCSO supports annexations that are in the best interests of citizens, do not exacerbate the Current Expense (CX) fund crisis, and do not leave "islands" of unincorporated areas.
- Legislation that creates unfunded mandates continues to be a challenge for the KCSO.
- Officer safety is an ongoing concern that is closely linked to budget challenges and changes in our geographic service area.
- Proper training reduces our financial and life safety risks, but it is costly and time consuming.
- Countywide services are likely our best hope for realizing operational and cost efficiencies, as well as for addressing crimes that cross jurisdictional boundaries. The "natural service provider" – be it local agencies, countywide partnerships, a sole provider, or some combination thereof – should be identified for each service, and all jurisdictions should work together to align services.

## **RESOURCES:**

- Revenue generated by our contracts returns 44 percent of the money appropriated from the CX fund.
- The KCSO also is active in obtaining federal grant funding for programs such as school resource officers, technology, DNA testing, and homeland security.
- Budget reductions limit our ability to adequately enforce all laws, maintain appropriate staffing, utilize “less lethal” weapons, and provide training.
- The KCSO will continue to use efficiencies to realize cost savings and seek to avoid staff reductions.
- Recruiting and hiring successful candidates is a challenge that the KCSO is addressing through a grant for improved processes and materials.

## **STRATEGIC BUSINESS DIRECTION**

The final two sections of this report provide the KCSO’s strategic business direction: the statements that guide our provision of law enforcement. The goals are measured, but these measurements are retrospective; for example, our efforts have contributed to decreases in Part I and II crimes, but that decrease is not predictive of future downward trends.

### **VISION**

The KCSO's vision is to be the provider of police services in Metropolitan King County.

### **MISSION STATEMENT**

The mission of the King County Sheriff's Office is to provide quality, professional, regional law enforcement services tailored to the needs of individual communities to improve public safety.

### **CORE VALUES**

The KCSO has established our core values as leadership, integrity, service, and teamwork.

### **GOALS AND OUTCOME MEASURES**

The KCSO has established three goals, with three to four outcome measures. These measures show that in 2002 we experienced slight decreases in the crime rate, dispatched calls for service, charges/arrests, and dispatched calls for service per deputy. Our surveys indicate that citizens continue to feel safe in their neighborhoods, but crime is still a concern. The following are our goals and the outcome measures we use to determine if our actions are helping us to achieve each goal.

#### **GOAL 1: TO REDUCE CRIME AND THE FEAR OF CRIME**

- Percent change in crime rate
- Percent change in response activity: dispatched calls for service, self-initiated police activity, and alternative call handling
- Percent change in citizens' reported feelings of safety (pending ability to conduct surveys)

#### **GOAL 2: TO PROVIDE HIGH-QUALITY, COST-EFFECTIVE, AND ACCOUNTABLE SERVICES TO THE CITIZENS OF UNINCORPORATED KING COUNTY AND TO OUR CONTRACT CITIES.**

- Cost per capita (total actual police budget per capita)
- Commissioned officers per 1,000 residents

- DCFS per patrol deputy

**GOAL 3: TO COMMIT TO COMMUNITY POLICING AT ALL LEVELS OF THE KING COUNTY SHERIFF'S OFFICE TO POSITIVELY AFFECT POLICE RESPONSE TIMES AND OTHER IMPORTANT POLICING SERVICES.**

- Measured by contract cities in annual Service Efforts and Accomplishments reports.

**CORE BUSINESS MEASURES**

Core Business	Purpose
<b>Crime Response, Investigation, and Prevention</b>	Provide complete response services (i.e., initial response, follow-up, investigation, and court appearance as needed) and crime prevention to residents of King County and our contracts in order to preserve public safety, reduce crime and its effects, and meet our legal obligation to enforce the laws.
<b>Contract Service Provision</b>	Offer law enforcement and other services through contracts and other agreements so that our customers benefit from economies of scale, a variety of services, and experienced law enforcement professionals.
<b>Technological Development</b>	Use and develop technology for investigating crimes, tracking crime information, and improving business systems so that we better utilize information for addressing crime and serving citizens.
<b>Employee and Citizen Services</b>	Use and develop services to improve employee performance and satisfaction, and provide services to citizens in a timely and professional manner.
<b>Resource and Facility Management</b>	To appropriately manage and optimize our financial and physical resources so that they best support our efforts to enforce laws and meet the stated needs and desires of the citizens we serve.



# **SECTION ONE: OVERVIEW OF THE KING COUNTY SHERIFF'S OFFICE**

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The King County Sheriff's Office (KCSO) employs 1,077 people who provide law enforcement services to citizens of King County. State law is the primary driver of our services, although contracts, resources, and business priorities also direct service delivery. Sheriff's Office services are provided countywide, to unincorporated areas, and to contract cities.

## **ORGANIZATION**

To provide such services, we organize our personnel and services into four divisions (Field Operations, Criminal Investigations, Technical Services and Special Operations). In addition, the Office of the Sheriff comprises the sheriff, his aides, a media relations officer, the Internal Investigations Unit, the Green River Homicides Investigation Team, and the Legal Unit. This organization is shown in Figure 1 (page 3).

### **FIELD OPERATIONS DIVISION**

This division manages the core functions of patrol, precinct-based detectives, crime prevention, storefronts, and reserve deputies. The division has 480 FTEs. The subdivision into four precincts allows for better community-based responses because the precinct commanders can use local data to direct law enforcement services.

Day-to-day management of contract city police and school resource officers are the responsibility of this division, as depicted in the organizational chart. Most cities choose a police chief who holds primary responsibility for the operations and acts as a liaison between the KCSO and the contract entity.

### **CRIMINAL INVESTIGATIONS DIVISION (CID)**

This division includes 143 FTEs. These individuals work in three areas: the Major Crimes Section, the Special Investigations Section, and the King County Regional Criminal Intelligence Group. The division serves citizens with follow-up investigative, warrant, and intelligence-gathering services. Specifically, it investigates crimes including homicide, domestic violence, computer fraud, forgery, custodial interference, and sexual assault. CID also addresses child support enforcement issues and manages court security.

### **TECHNICAL SERVICES DIVISION**

Technical Services, with 319.5 FTEs, provides the bulk of support services that are vital to efficient operations. Often, the employees in this division provide direct services to citizens as well as support services to the other divisions. The division is composed of six sections: Budget and Accounting; Administrative Services;

Communications; Contracts and Records Services; Information Services; and the Automated Fingerprint Identification System (AFIS). The services provided by the division personnel include emergency 911 call receiving and dispatching, technology development, records, contracting, civil process, gun permits, personnel, payroll, purchasing, training, photography, application and administration of grants, planning, and all aspects of fingerprint identification.

## SPECIAL OPERATIONS DIVISION

The Special Operations Division, consisting of 104 FTEs, provides support services to other divisions, regional services to local agencies, and contract police service to the King County Metro Transit Division, King County Department of Transportation (Roads), and the King County International Airport. Services provided by this division include: a K-9 unit with search, drug detection, and explosive detection capabilities; air support; marine patrol; bomb/hazardous devices disposal; tactical training in firearms, less-lethal weapons, and defensive tactics; motorcycle traffic enforcement; DUI enforcement; Tac-30 (SWAT); hostage negotiations; dignitary protection; tow coordination and appeal hearings; search and rescue; coordination of the demonstration management team; instruction in and equipment for Haz-Mat; and special event planning and coordination. The division has also taken the lead in planning for homeland security concerns.

## SERVING CUSTOMERS

The KCSO can classify its employees into two categories: customer service and customer service support providers. Customer service providers are employees who provide service directly to our customers (e.g., citizens, contract holders, and other government agencies). These employees include deputies, records clerks, detectives, communications specialists, civil unit, crime analysts, and others. Customer service support positions provide essential services and operational support to our customer service providers. The functions include training, recruiting and hiring, internal investigations, budget, finance, evidence and property management, and more. Many of the people who fulfill these functions have shared responsibility as customer service providers.

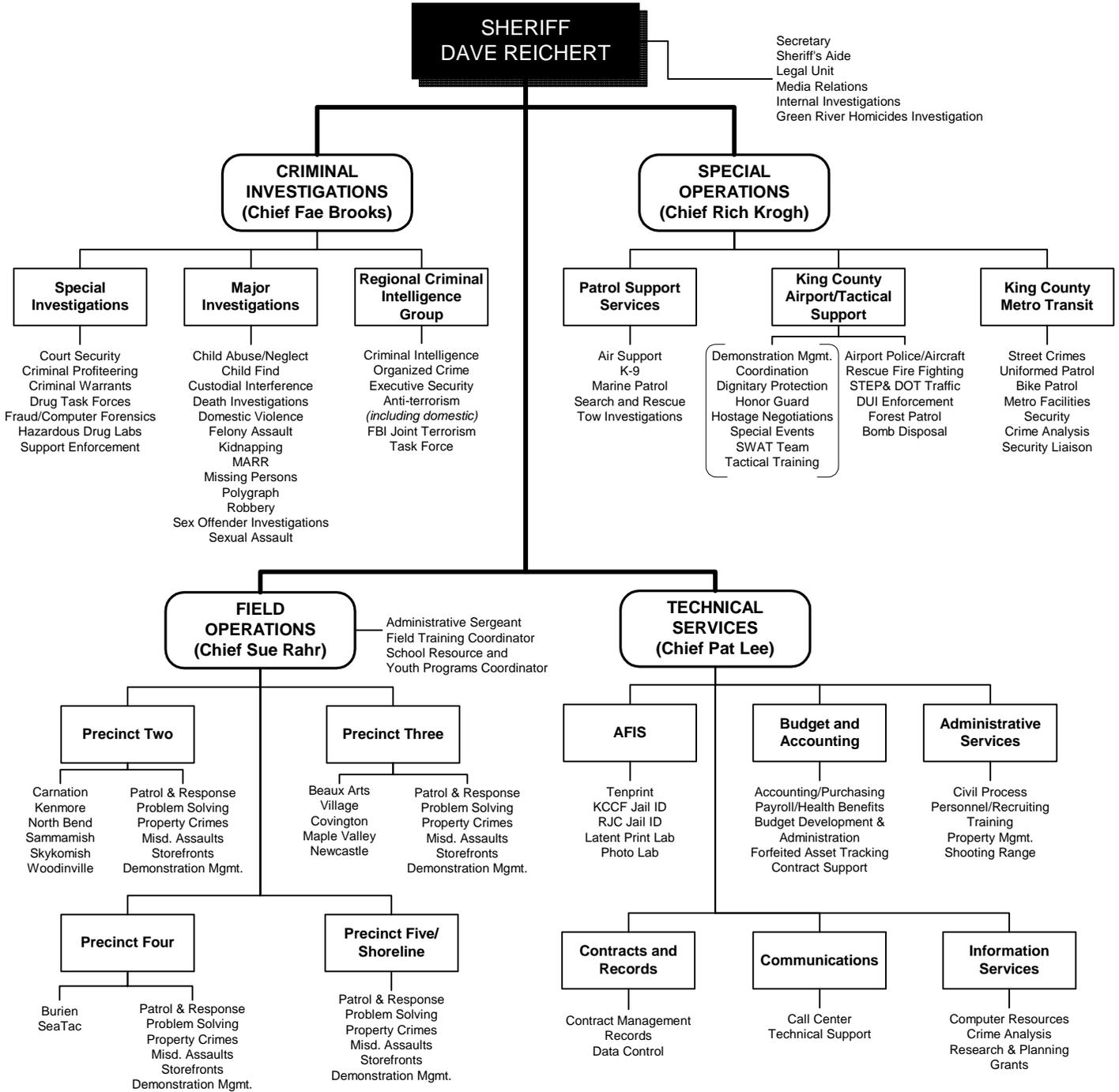
As shown in the chart, most KCSO employees directly serve our customers. More than 40 percent of our general fund employees are paid for through revenue generated by contracts and/or grants.

Table 1: Customer Service and Customer Service Support Providers

KCSO Division	Customer Service Providers -- 89%		Customer Service Support -- 11%	
	Professional	Sworn	Professional	Sworn
Sheriff	0.00	18.00	12.00	1.00
Technical Services*	130.50	24.00	61.00	12.00
Criminal Investigations	34.00	99.00	10.00	0.00
Field Operations	16.00	453.00	10.00	1.00
Special Operations	0.00	102.00	2.00	0.00
<b>Total (985.5)*</b>	180.50	696.00	95.00	14.00
<b>Percent of Total FTEs</b>	18%	71%	10%	1%

\* Excludes positions funded by the AFIS Levy.

Figure 1: KCSO Organizational Chart



# SECTION TWO: CRIME TRENDS

This section notes the demands placed on law enforcement by changes in the crime rates, types, and complexity.

## RECENT CHANGES IN CRIME

There are numerous factors that indicate a recent upward shift in crime trends, including age demographics, early release of prisoners, shift of law enforcement resources toward homeland security, increased methamphetamine production and trafficking, and resurgence of gang activity.

Although Part One and Two crimes have been decreasing, the KCSO noticed a spike in many Part One crimes during the last quarter of 2002 and the first quarter of 2003, as compared to the same period in 2001 to 2002. (Areas of increase are shown in bold type in Table 3.)

Table 2: King County Crime Comparison

	10/1/01 - 3/31/02	10/1/02 - 3/31/03
Total Part One Crimes	9,834	<b>10,220</b>
<i>Criminal Homicide</i>	6	<b>11</b>
<i>Forcible Rape</i>	75	<b>98</b>
<i>Robbery</i>	213	170
<i>Aggravated Assault</i>	365	309
<i>Burglary, Commercial</i>	545	<b>575</b>
<i>Burglary, Residential</i>	1,334	<b>1,365</b>
<i>Larceny, Over \$250</i>	2,360	<b>2,456</b>
<i>Larceny, Under \$250</i>	3,186	2,966
<i>Vehicle Theft</i>	1,638	<b>2,156</b>
<i>Arson</i>	112	<b>114</b>
Total Part Two Crimes	9,569	<b>9,895</b>

This spike may be indicative of a trend toward increasing crime levels. Nationally, the Draft FBI Uniform Crime Report (UCR) for 2002 shows the following:

- While the national crime index decreased slightly (- 0.2 percent), the number of murders, rapes, burglaries, and auto thefts rose – just as they did in King County.
- The national crime index for robbery, aggravated assault, larceny, and arson decreased.
  - With the exception of arson, King County had the same experience.
- The crime index rose in suburban and rural counties.
- The West experienced a 2.9 percent increase in the crime index – the only region of the country to experience an increase.

Table 3: 2002 FBI Crime Index Comparisons

Population Group/Area	% Change in Crime Index
Total	-0.2
Suburban Counties	+1.8
Rural Counties	+0.4
West Region	+2.9

## CRIMINAL MISTREATMENT OF CHILDREN

Crimes also increase when actions are criminalized by new legislation. In 2002, the legislature passed a law that added a fourth degree of criminal mistreatment. The legislation was intended to improve the capacity of the Department of Social and Health Services and public safety agencies to respond to situations where the basic necessities of life are withheld. This new misdemeanor law makes it illegal to (1) create an imminent and substantial risk of bodily injury to a child or dependent person by withholding basic necessities of life or (2) with criminal negligence cause bodily injury or extreme emotional distress to a child by withholding basic necessities of life. This statute allows officers to intervene before the mistreatment rises to the level of

imminent and substantial risk of substantial bodily harm. The KCSO has worked with the Prosecutor's Office to determine the effect of the new law and develop guidelines for investigations.

## **FRAUD CRIMES, INCREASING COMPLEXITY**

Fraud crimes are considered the fastest growing crime not only in King County but also across the United States. In fact, in 1987 the Sheriff's Office investigated 1,393 fraud complaints; by comparison, in 2002 we investigated 3,643 complaints. The KCSO Fraud Unit projects that in 2003, over \$51 million will be lost to fraud in King County. These losses come from businesses and individuals and have a crushing effect on the economy.

In the past fraud generally involved swindling or other simple schemes. While these types of crimes haven't disappeared, most fraud crimes have become extremely sophisticated and are being committed by individuals with extensive criminal backgrounds, and their activities are not limited to fraud. Associated crimes committed by these individuals include murder, rape, assault, theft, drug violations, weapons violations, kidnapping, and extortion. Fraud is becoming a more violent type of crime in which the suspects have the potential for extreme violence. Further, fraud can be as traumatic for victims as a more violent crime, and the ongoing repercussions of fraud exacerbate the problem.

Persons become enticed to commit frauds because it is a lucrative crime, jurisdiction issues can be a barrier to investigations, and the crime is not included in three strikes legislation. Fraud crime suspects operate on a regional basis, without regard for jurisdictional borders. This type of crime is fluid and moves rapidly from area to area. Traditionally, and unfortunately in many cases still, the response of law enforcement is keyed only to a specific jurisdiction. Suspects know this and exploit it.

## **TRENDS**

The nature of fraud crimes is evolving at an alarming rate. In the past two years we have seen a rise in the connection of methamphetamine (meth) to counterfeiting. KCSO detectives have noted that if a meth suspect is found, he or she is likely to be counterfeiting. This has fueled the sharp rise in identity thefts as the suspects use victims' personal information on the counterfeit checks. This trend has dramatically and permanently changed the face of fraud and how the crime is investigated; essentially the two crimes have mixed to become one. Over eighty percent of the forgery/counterfeiting cases that the KCSO investigates can be directly linked to methamphetamine users and producers.

Organized groups and street gangs are moving into check and credit card forgery at an alarming pace. This is a trend that will continue and grow. With this will come a marked increase in violence. Further, because these groups are more organized, their frauds will result in a higher dollar loss to the citizens and communities we serve.

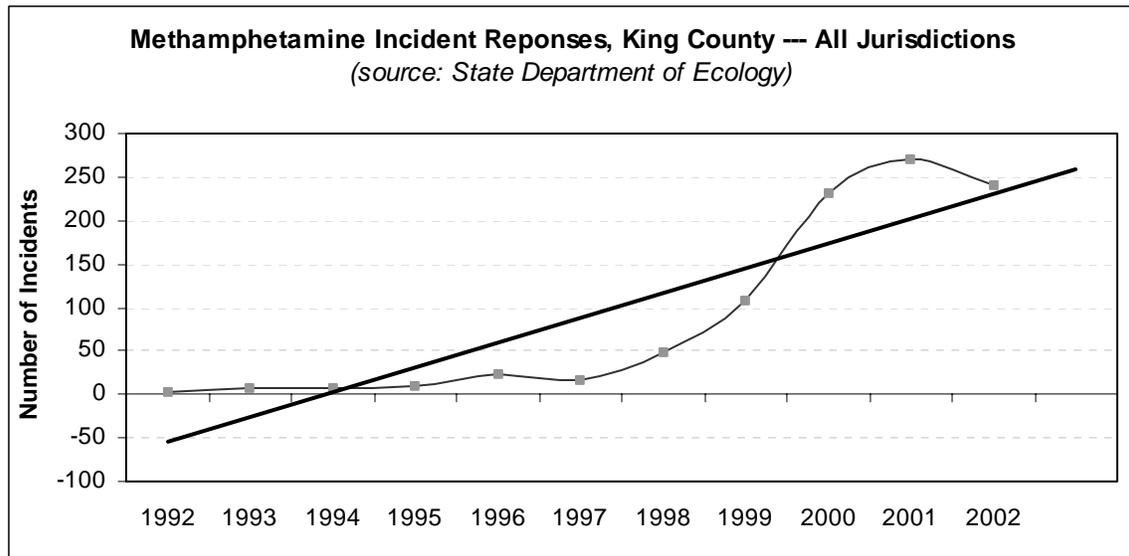
Computers will continue to be the chief means of facilitation. Suspects will use more and better systems to produce counterfeit identification, checks, documents, and currency. Computer systems provide suspects with an even greater degree of sophistication to commit their crimes. Many smaller, and even some larger,

agencies will be hard pressed to investigate crimes that used a computer, given the time and cost of this type of investigation.

## METHAMPHETAMINE (METH)

Illegal meth is made by “cooks” who collect materials, chemicals, and other paraphernalia to build a clandestine lab. There are two types of illegal meth labs: small, homemade labs and large, sophisticated labs. Over 98 percent of the labs found in King County are small labs, and a growing number are “mobile labs” that are created in stolen vehicles. The ingredients for meth are easily available, but create a highly toxic environment when used to create methamphetamine. In fact, investigators in King and Snohomish Counties have found scenes at which the “cooks” had made their own ammonia. The State Department of Ecology recently issued a statewide warning that more citizens are at risk from exposure because meth by-products are being dumped in public areas. As of June 2003, the DOE had been called to clean up 818 meth labs and dump sites statewide. King County had the second highest number of sites in the state.

Figure 2: Methamphetamine Incidents



The King County Sheriff’s Office has one of five meth lab response teams in Washington State. The others are the Seattle Police Department, Tacoma Police Department, Pierce County Sheriff’s Office, and Washington State Patrol. Each of these teams is responsible for its respective jurisdiction (WSP responds throughout the state). The Department of Ecology is the primary clean-up agency for lab scene waste, and responds to any request for services, including lab scenes that are not investigated by police. The King County Sheriff’s Office, Washington State Patrol, and Department of Ecology classify a scene as a meth lab call if chemicals or paraphernalia are found that are associated with the manufacturing of methamphetamine.

Processing an average methamphetamine lab is time and labor intensive. The first steps in processing a lab are to assess the scene and determine contamination dangers to those present and to those who will be conducting crime scene processing. Then, investigators establish a safety zone around the scene, and decide what resources and equipment will be needed to process the scene. Processing the scene involves collecting physical evidence

(e.g., photographs, fingerprints, chemicals, and paraphernalia) and documenting and sampling the unknown chemical mixtures for laboratory analysis by the crime lab. Third, investigators coordinate the cleanup of the scene by contacting the Department of Ecology and Public Health. Processing a lab scene takes an average of two to four hours, and requires between two and twelve detectives, depending on factors like size, number of lab scenes, and whether or not the suspects are present.

State law mandates that officers who are allowed to process a meth lab crime scene take a minimum of 40 hours of training and 8 hours of field training with yearly additional training (WAC 296-62-3040). Detectives who have to handle chemicals must also have specialized equipment at their disposal for safety.

## **DRUG ENDANGERED CHILDREN**

Children can absorb the deadly ingredients used to manufacture meth in many ways – even just by walking barefoot across the floor of a contaminated lab. When lab operators cook, children inhale the methamphetamine fumes. Many babies born to meth-addicted women can't tolerate stimuli such as human touch or regular light. They can have tremors and coordination problems. When they become school-aged, they are more likely to be hyperactive or have attention deficit disorder, learning disabilities and unprovoked fits of anger.

The KCSO has seen an increase in the number of children present at meth labs. In 2001, we found three children at three labs; in 2002, the number rose to 27 children at 14 labs.

In 2002, the legislature passed a law that declares that a person is guilty of the crime of endangerment with a controlled substance if the person knowingly or intentionally permits a dependent child or dependent adult to be exposed to, ingest, inhale, or have contact with methamphetamine or ephedrine, pseudoephedrine, or anhydrous ammonia, that are being used in the manufacture of methamphetamine. In the past, having a child present during the production of meth generally resulted in a two-year enhancement to the sentence; now, having the child present also adds a felony charge. As a result, the KCSO now has detectives from the Special Assault Unit (SAU) respond to meth incidents where children are found. The meth team handles the evidence gathering for the drug charges, while SAU gathers evidence regarding the child endangerment and works with Child Protective Services to place the child in a safe environment.

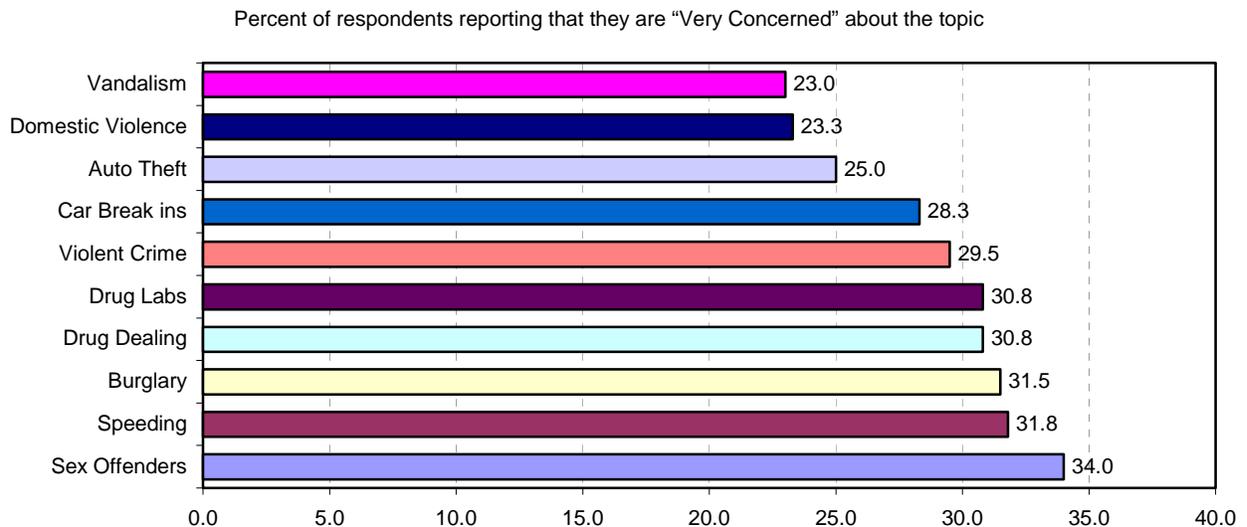
## **QUALITY OF LIFE CRIMES**

The residents of King County enjoyed a relatively good quality of life during the 1990s due to the prosperity of the economy and the environment of the region. Despite the recent economic downturn, the public continues to expect a relatively "crime-free" lifestyle and demands higher levels of service and interaction from their law enforcement agencies. Maintaining this lifestyle within the confines of an economic downturn and an emphasis on reduced government spending is a challenge for both King County and our contract cities.

The combination of lower crime rates and increasing urbanization has led public expectations to shift toward issues of crime prevention and non-violent (quality of life) crimes. Nevertheless, our most current survey data show that citizens are still concerned about major crime (see Figure 5). Therefore, we need to keep violent crimes

at a minimum, be able to quickly solve crimes that do occur, and effectively address quality of life issues in the communities.

**Figure 6: Top Ten Crime Concerns, 2001 Citizen Survey**



Addressing the quality of life issues poses another challenge as well: a “one-size-fits-all” approach will not work. Each community has unique concerns and priorities; to be effective, the agency must understand and respond to all. The KCSO is seeing increased interest in key issues such as domestic violence, underage drinking, and juvenile delinquency.

## HOMELAND SECURITY

Homeland security and international or domestic terrorism are concerns for King County. Washington State is home to a number of groups that are known to take terrorist action to accomplish their goals, and many of those groups have located in Western Washington. Washington State also is susceptible to infiltration by international terrorists through its extensive international border with Canada and its major international air terminals and seaports. Remote border crossings in Okanogan, Ferry, Stevens, and Pend Oreille counties remain relatively open to clandestine operations. Container ships arriving in the Port of Seattle often transport refugees and other foreign nationals to Washington State.

The majority of targets critical to Washington State’s population, infrastructure, and economy are located in Western Washington. King County’s location makes it vulnerable to terrorist activity or attacks. International borders are nearby, and Seattle is a hub for domestic and international travelers. Highly visible and accessible targets in King County include the freeway system, Washington Convention Center, Safeco Field, Seahawks’ Football Stadium, Key Arena, Port of Seattle, SeaTac International Airport, Washington State Ferry terminals and ferries, King County International Airport, Boeing manufacturing plants, Microsoft facilities, and the federal courthouse. In addition, there are many targets in unincorporated areas such as watersheds, commercial shopping venues, and the White River Amphitheater. The county is also the site of many special events such as

SeaFair, New Year's Eve celebrations, the Apple Cup, WTO Ministerial meetings, and major sporting events (e.g., baseball's All-Star Game).

The federal government relies heavily on local agencies to provide prevention and first response resources. Nevertheless, some FBI reports have shown that the Puget Sound area is woefully understaffed and lacks sufficient resources to handle large-scale terrorism.

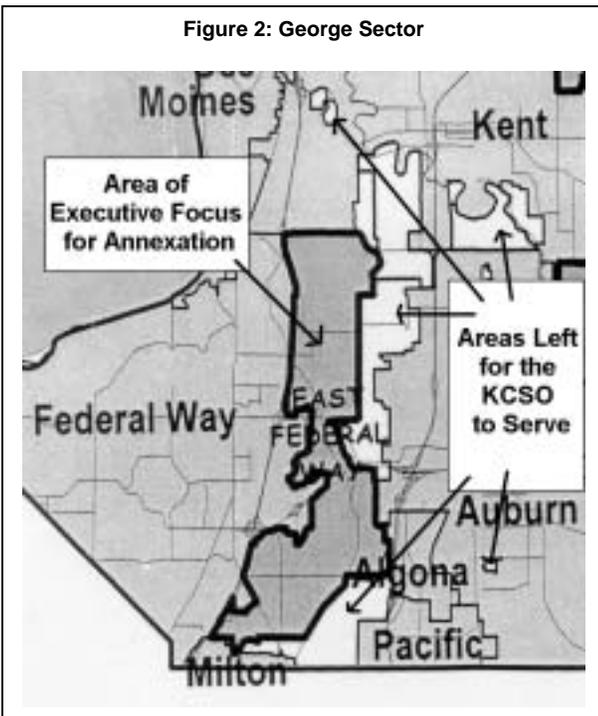
# SECTION THREE: SERVICE REQUIREMENTS

## FRAGMENTATION OF THE SERVICE AREA

The Growth Management Act is now a decade old, and has had both positive and negative effects on the KCSO. While it has afforded us the opportunity to modernize our ways of doing business (e.g., contracting), it also has resulted in an increasingly fractured service area. Since 1990, our served population has declined by six percent; it has declined twelve percent from its high in 1993. In 2002, it seemed that the pace of annexations might be slowed by a Washington State Supreme Court decision that deemed the petition method of annexation to be unconstitutional. However, the 2003 legislative session brought a spate of bills aimed at providing alternative annexation processes. House Bill 1755, for example, could greatly increase the pace at which annexations take place by providing a process that involves only agreements between the city and county. This approach removes citizens from the process, except for their ability to negate an annexation via referendum, so the legality of the law and the extent to which it will be used remains unclear.

Currently, there are discussions to expedite the annexation of the “top ten” potential annexation areas between 2003 and 2010. Under the estimates, all of the potential annexations involve non-contract cities, so they represent a potential KCSO service population decrease of over 170,000 people. If these annexations occur, the decrease could gradually shift the balance of our service population such that contracts make up a greater percentage of our customer base than unincorporated areas.

Figure 2: George Sector



It is important for the KCSO to be aware of annexation efforts because of their effect on our ability to serve citizens. Annexing these large areas would make service delivery more difficult because many of them would leave small- to medium-sized unincorporated “islands” that the KCSO still must serve (an “island” is an area that is completely or primarily surrounded by incorporated area). Long-term planning will be imperative; reduction of service areas may not result in commensurate cost reductions because of the difficulty in serving the remaining areas.

An example is shown in Figure 2, which depicts the “G” sector of the KCSO service area. Federal Way plans to annex about half of this sector, leaving the other half for the KCSO to serve. The remaining areas are geographically isolated, which significantly affects life safety, liability risks, and staffing.

Annexations to non-contract cities also eliminate our ability to serve the “islands” through cross dispatching, having a deputy from one area back up a deputy in another area on priority matters that require two officers for life safety reasons. Mutual aid, which is governed by state law, is provided only in emergency situations based on officer availability. From a safety and liability viewpoint, the KCSO cannot rely on mutual aid for priority backups from incorporated jurisdictions. Nor can the County expect cities to provide regular responses to calls in unincorporated areas, as this would constitute a considerable urban subsidy of service. Cross dispatching with our contracting partners allows the KCSO and our contract partner to mutually staff adjacent service areas at a lower level and rely on each other for priority backup calls.

## **LEGISLATIVE FACTORS**

Legislative changes take many forms, thus affecting the KCSO in many ways. For example, statutes may mandate that services be performed by the KCSO or reduce revenues available. Every new piece of legislation poses a challenge to the agency. The KCSO can be directly affected by legislation arising from the actions of several distinct legislative bodies: the federal government, the State of Washington, the King County Council, the Port of Seattle and contract city councils. Employment laws also affect the KCSO; in the past year, the KCSO has needed to add or reclassify staff to ensure our compliance with federal and state laws regarding issues such as pay and medical leaves.

### **2003 LEGISLATIVE SESSION: TRANSFERRING COSTS TO LOCAL AGENCIES**

A cursory review of 2003 law and justice legislation demonstrates that funding considerations were the primary driver of policy matters pertaining to law and justice. As a consequence, there were fewer laws passed (compared to prior years) that create additional burdens on law enforcement. Two new laws, however, will affect the sheriff directly: HB 1712 will create more requirements to register for sex or kidnapping offenders, and SB 5990 allows for the early release of prisoners.

#### **HB 1712**

The additional requirements were necessary to continue receiving full federal Byrne funds, which are distributed to local jurisdictions for activities such as drug courts, undercover narcotics work, and domestic violence advocacy. The burden of the additional registration work, however, falls exclusively on the sheriff.

#### **SB 5990**

Senate Bill 5990 law is expected to save the state about \$40 million in the next two years by eliminating supervision for certain nonviolent offenders after they're released, and letting others out of prison early by increasing time off for good behavior. The first group of releases took place in early July 2003 when 283 individuals were released. Of those, 15 percent (42) went to King County and its cities.

Early release could result in additional work for the KCSO and other local law enforcement agencies. In fact, the Bureau of Justice Statistics reports that two studies (1983 and 1994) provide an estimate of “U.S.” recidivism rates. The rearrest rate for property offenders, drug offenders, and public-order offenders released from prison increased significantly from 1983 to 1994.

**Table 3: Bureau of Justice Statistics Rearrest Rates**

<b>Offender Type</b>	<b>1983 Rearrest Rate</b>	<b>1994 Rearrest Rate</b>
Property Offenders	68.1%	73.8%
Drug Offenders	50.4%	66.7%
Public-Order Offenders	54.6%	62.2%
Violent Offenders	59.6%	61.7%

Released prisoners with the highest rearrest rates were robbers (70.2%), burglars (74.0%), larcenists (74.6%), motor vehicle thieves (78.8%), those in prison for possessing or selling stolen property (77.4%), and those in prison for possessing, using, or selling illegal weapons (70.2%). These are the types of offenders that will be released under the state’s plan.

Further, the 1994 recidivism study estimated that within 3 years, 51.8% of prisoners released during the year were back in prison either because of a new crime for which they received another prison sentence, or because of a technical violation of their parole.

This law may save money in the short term for the state Department of Corrections, but the net effect will likely be that the costs will be shifted from state prisons to local law enforcement and other criminal justice agencies due to recidivism.

## **UNFUNDED MANDATES**

Each year numerous new laws impact the operation of the Sheriff’s Office, but few provide money or clear direction for implementation. Often, however, the KCSO will incur liability or other consequences if we fail to carry out a new law or mandate.

In 2002, for example, a new law required us to obtain a DNA sample from every convicted felon who does not serve jail or prison time after sentencing. This new mandate took effect on July 1, 2002, and provided no funding for implementation (DNA kits, employee training, tracking systems, etc.). Although the KCSO does not disagree with the intent of the law, it is unclear how we should fund implementation. Obstacles to implementation include our lack of contact with offenders at sentencing, a lack of people trained to obtain DNA, a lack of kits to obtain the DNA, and a need to properly address employee concerns about safety and biohazards. Exhibit B lists other unfunded mandates from the 2002 legislative session.

## **PROACTIVE APPROACH**

The KCSO sees many ways in which current laws or policies could be changed to improve the delivery of law enforcement. To that end, we have proposed and/or supported several pieces of legislation, and worked hard to educate policymakers about the increasing and changing demands on law enforcement. These efforts should continue in the future at federal, municipal, county, and state levels. The KCSO also will continue to work with other law enforcement and criminal justice agencies via active partnerships in legislative coalitions, such as the Washington State Sheriff’s Association, the Washington Association of Sheriffs and

Police Chiefs, Washington Counties, and other active lobby groups that have similar issues and interests related to public safety.

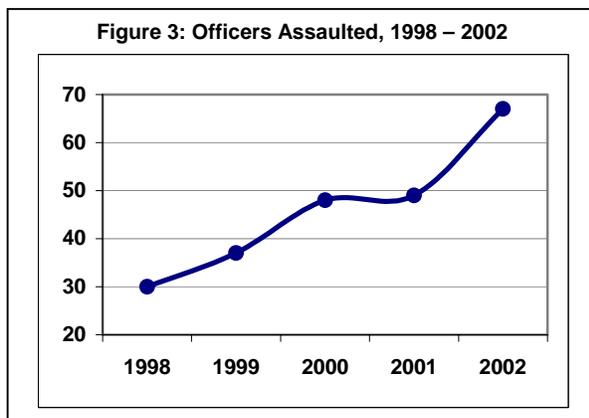
Additionally, the KCSO is very active with King County's federal legislators, which has resulted in a significant increase in federal resources available to the Sheriff's Office. It will be critical for the Sheriff to remain active in this arena in the future as the federal government pushes responsibility and resources for issues such as domestic security down to the local level.

## OTHER FACTORS

As may be expected, the priorities of the community and/or government are reflected in the KCSO's services. Recently, societal influences have demanded improved investigation and prevention of domestic violence, increased homeland security, unpaid child support, sex offender registration, and transparent policies and procedures regarding bias-based policing. These requirements – from either public pressure or mandates – often require us to retrain staff and develop new programs. In 2002, we conducted a sweeping security review of our facilities, which brought to light deficiencies that were corrected in 2003.

## LESS LETHAL WEAPONS

Another issue that has affected the KCSO is the use of less lethal weapons. The KCSO has approved the M26 Tasers, and began using them in 2002. Budget reductions have precluded us from issuing a Taser as standard



equipment for all deputies, but these items have been distributed on a limited basis among some unincorporated deputies. Several of our contract cities also have purchased Tasers for their dedicated staff as optional equipment.

## OFFICER SAFETY

As our service area shrinks, officer safety issues will increase – fragmented service areas equate to longer delays for backup. This is a significant concern to the KCSO since assaults on officers have increased steadily

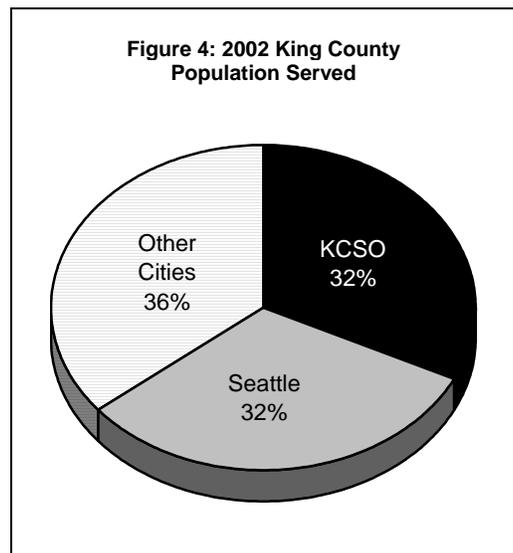
in recent years. In fact, the number has more than doubled since 1998. This figure emphasizes the need for sufficient staffing to have ready backup assistance for our deputies in all areas.

## CONTRACTING AND CUSTOMER SERVICE

Contracts have had a dramatic effect on the KCSO, such that almost all employees spend at least some of their time supporting or serving the contracts. In addition, contracts have increased service complexity and record-keeping requirements, and hastened our cultural shift to an organization focused on partnership and customer service.

### CUSTOMER BASE

The KCSO's customer base has steadied as the rate of incorporations has slowed. The KCSO provides law enforcement to citizens of unincorporated King County, to thirteen cities, King County Metro Transit, the King County International Airport, the Muckleshoot Indian Tribe, 72 schools, and many other agencies and jurisdictions through contracts. We assist other citizens through regional services. According to 2003 population estimates, 32 percent of King County residents live in unincorporated areas and the cities served by the KCSO.



### UNINCORPORATED KING COUNTY

Washington State law designates the Sheriff's Office as the chief law enforcement provider in the county. Therefore, the KCSO is the sole provider of police services to the 351,675 citizens who live in unincorporated areas of the county. Since 1990, the population of unincorporated King County has decreased 31 percent, while the overall population of the county has increased 15 percent.

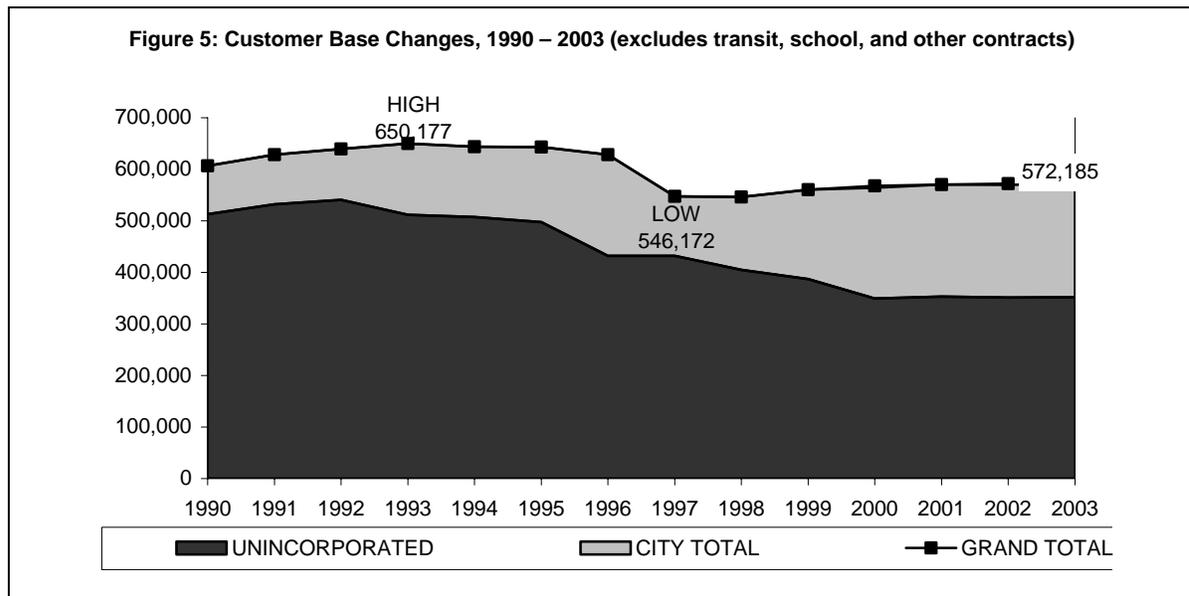
### CITY CONTRACTS

The KCSO began offering its services through contracts in 1973, but the bulk of our contracts have been established since 1990. As of June 2003, the KCSO maintained contracts with thirteen cities, which range in population from 210 to 52,730. The fastest growing cities since the 2000 Census have been Maple Valley, Covington, and Sammamish. The city of Kenmore is approaching the 20,000-population threshold that would allow, but not compel, the city to have a captain serve as its city chief. Precinct Four, which serves Burien and SeaTac as well as the unincorporated areas, began to operate with a new service model in July 2003. Under the model, SeaTac city hall serves as the primary precinct facility, with the Burien facility operating as a substation that also houses the Burien police department. The development of this new approach is a model for future adjustments necessitated by the cities' changing needs and the potential annexations of unincorporated areas.

The contract cities approved a two-year contract extension in December 2002, although two cities are currently exploring the option of converting to other service providers. If they proceed, the first contract termination would take effect in September 2004. The KCSO is working with the cities and the contract Oversight Committee to address the concerns of these two cities and retain the contracts if possible. If retention plans fail, however, the KCSO has committed to the Oversight Committee that we will work with them to mitigate the cost impacts, pursuant to the contract terms.

**Table 4: Contract City Population Growth, 2000- 2003**  
 (Note: Updated from previous business plans based on information from the State Office of Financial Management)

	2000 (Census)	2001 (OFM)	Percent Change (00-01)	2002 (OFM)	Percent Change (01-02)	2003 (OFM)	Percent Change (02-03)	Cumulative Percent Change (00-03)
<b>UNINCORPORATED</b>	349,234	353,040	1.1%	351,136	-0.5%	351,843	0.2%	0.7%
<b>Beaux Arts</b>	307	310	1.0%	295	-4.8%	302	2.4%	-1.6%
<b>Burien</b>	31,881	31,830	-0.2%	31,810	-0.1%	31,480	-1.0%	-1.3%
<b>Carnation</b>	1,893	1,920	1.4%	1,905	-0.8%	1,905	0.0%	0.6%
<b>Covington</b>	13,783	13,840	0.4%	14,395	4.0%	14,850	3.2%	7.7%
<b>Kenmore</b>	18,678	18,790	0.6%	19,180	2.1%	19,200	0.1%	2.8%
<b>Maple Valley</b>	14,209	14,590	2.7%	15,040	3.1%	15,730	4.6%	10.7%
<b>Newcastle</b>	7,737	7,815	1.0%	8,205	5.0%	8,320	1.4%	7.5%
<b>North Bend</b>	4,746	4,755	0.2%	4,735	-0.4%	4,680	-1.2%	-1.4%
<b>Sammamish</b>	34,104	34,560	1.3%	34,660	0.3%	35,930	3.7%	5.4%
<b>SeaTac</b>	25,496	25,380	-0.5%	25,320	-0.2%	25,100	-0.9%	-1.6%
<b>Shoreline</b>	53,296	53,421	0.2%	53,250	-0.3%	52,730	-1.0%	-1.1%
<b>Skykomish</b>	214	215	0.5%	215	0.0%	210	-2.3%	-1.9%
<b>Woodinville</b>	9,809	9,825	0.2%	9,830	0.1%	9,905	0.8%	1.0%
<b>CITY TOTAL</b>	215,267	217,251	0.9%	218,840	0.7%	220,342	0.7%	2.4%
<b>GRAND TOTAL</b>	568,031	570,291	0.4%	569,976	-0.1%	572,185	0.4%	0.7%



**TRANSIT CONTRACT**

The KCSO maintains a transit police force for King County Metro Transit through the Special Operations Division. The operations and contract administration of the division function in a manner similar to contract cities. In 2003, we will complete a more comprehensive memorandum of understanding, including more information about their unit costs. This document will be vital to our ability to scale the operation to meet King County Metro’s growing needs through their Sound Transit partnerships. The KCSO considers King County Metro to be one of its most promising contract partnerships for the future.

Learning the differences between transit and traditional police work is a challenge that the KCSO continues to meet. These differences include the varied customer base for transit (e.g., operators and riders), the speed required for response and resolution, and the fact that transit will pass through other agencies' jurisdictions. King County Metro estimates that its annual ridership is 93 million.

### **SCHOOL CONTRACTS**

As part of the Community Oriented Policing focus, the School Resource Officer program was created and designed to build partnerships between students, teachers, administration, parents and police. The King County Sheriff's Office SRO program focuses on three primary service areas: mentoring, campus security, and classroom instruction.

Although the School Resource Officers report through their precinct chain of command, an SRO Coordinator oversees the program itself, with contract support from the Contracts Unit.

The SRO Coordinator primarily works with multiple police administrators, school administrators, contract cities, county administrators, school boards, city councils, the business community, parents, neighborhoods, and the officers assigned to the program. Because a large portion of the program is currently grant funded, the coordinator is responsible for managing as well as researching new grant opportunities. Centralized training for SROs and updating course curriculum also falls within these roles and responsibilities. SRO certification, travel, purchasing of equipment, and training material unique to the program are the coordinator's responsibility. Lastly, the most important role and responsibility of the SRO Coordinator is accountability of the program. Before this position was created, there was neither uniformity in contracts nor coordinated effort within the many SRO programs operating throughout the county.

### **KING COUNTY AIRPORT POLICE AND FIREFIGHTERS**

The King County International Airport Police (KCIA)/Aircraft Rescue Fire Fighting unit is managed by the King County Sheriff's Office and performs three critical functions necessary to maintain FAA Airport Certification. These three functions are Aircraft Rescue Fire Fighting (ARFF), Law Enforcement and Airport Safety/Inspections.

Aircraft Rescue Fire Fighting involves the function of responding to aircraft emergencies including fuel spills and providing life safety fire fighting services. This duty requires specialized equipment and significant on-going fire rescue training for all personnel.

The Airport Police function is the responsibility for all law enforcement activities on airport property. To carry out this duty, all Police/ARFF members have attended the Washington State Criminal Justice Academy and have limited police commissions through the King County Sheriff's Office. In addition to providing general airport security and ensuring that only authorized persons have access to restricted areas, the unit also performs typical arrests on and around the airport for criminal traffic, DUI, narcotics possession, trespass, vandalism, and vehicle theft.

The Airport Safety/Inspection Program performed by the Police/ARFF Unit is regulated by Part 139 of FAA regulations. This function involves a variety of activities that entail daily inspections and documentation. Examples include multiple daily inspections of all taxiway and runway areas for damage or irregularities. The unit makes regular checks for foreign object debris, inappropriate or hazardous aircraft parking, inoperable lighting or signage, and wildlife.

Currently the Airport Police/ARFF unit is situated in the Special Operations Division of the King County Sheriff's Office, and is staffed with 17 deputies and .7 of a captain as the contract chief. In 2002, the deputy positions became fully commissioned (they had held limited commissions) and joined the King County Police Officers Guild. As part of the transition, the deputies will complete the KCSO Field Training program. Since September 11, 2001, we have provided an increased level of security at Boeing Field. To continue the enhanced security level, it is anticipated that additional KCIA Police/ARFF staffing will be added in 2004. The positions will be open to all KCSO commissioned officers, and will require the same minimum entry-level and in-service training. Further, the airport is considering converting the captain position to full-time in 2004 based on the complexity of the job and increasing workload. The KCSO considers the KCIA contract to be a model partnership for non-municipal contracts.

#### **MUCKLESHOOT ENHANCED SERVICES CONTRACT**

In 2003, the Muckleshoot Indian Tribe added four deputies and a sergeant to their existing contract, bringing their staffing complement to a size comparable to the city of Newcastle. The reservation is part of King County's jurisdiction, but the Tribe is enhancing the existing service by having the dedicated staff provide additional patrol, problem solving, proactive work, and school-based programs. The contract does not cover security at the new White River Amphitheater. The KCSO views the expansion of the contract as a very exciting change, and an opportunity to increase our understanding and abilities in the realm of tribal policing.

#### **MARKET OPPORTUNITIES**

The trend of incorporations has essentially ended, and the areas left in King County may or may not annex in the next three to five years. Market opportunities for the KCSO are now in schools and regional partnerships, although some smaller cities may consider contracts if the economy continues its decline. As a result, the KCSO must focus on developing and maintaining a strong customer satisfaction focus. Quality, value-added services, cost savings, and respect for local control and identity will be key factors.

In addition, the KCSO will assess our options for partnerships for specialty and other services. We are examining the practices of other counties in the western United States to learn different approaches to providing law enforcement. When we find promising strategies, the KCSO intends to work closely with other jurisdictions to determine if those methods will be effective in our area. The goal will be to continue providing necessary public services, with the appropriate levels of staffing and training, but at a reduced cost and/or increased efficiency. For example, new legislation in 2003 requires law enforcement agencies to write policies regarding vehicle pursuits. This situation may present opportunities for the KCSO to partner with other agencies for the use of our Air Support Unit. Helicopters significantly reduce the risk to officers and citizens during pursuits, without limiting our ability to apprehend offenders.

## **CONTRACT HOLDERS**

As our contract holders develop a history with the KCSO and build their understanding of police operations, the demand is increasing for information, support on key issues, continual reviews of costing methodologies, and two-way communication. The KCSO and the cities have modeled the contract as a partnership, and input from all parties is expected for major decisions that affect costs or service. Ensuring that we have appropriate staff and processes to manage the demands, while not significantly increasing costs, is and will be a challenge for the department.

## **INFORMATION-BASED OPERATIONS**

The challenge for the KCSO is to develop a service delivery model that uses technology to make deputies more efficient and effective so that they have time to interact with the community and solve problems. This philosophy is known as community oriented policing and is reflected in our mission to provide service tailored to individual communities. One way to do this is through the use of wireless modems in patrol vehicles; this technology allows field deputies to check license plates quickly and identify stolen vehicles. Without the modems, deputies must call the Communications Center for each plate – a more time-consuming and less effective approach. Many of the KCSO's contract partners have adopted this technology, and the KCSO is looking for ways to provide it in unincorporated areas.

## **DEMANDS FOR DATA AND ANALYSIS**

The increasing demand for accurate data and analysis has become one of the largest market forces for the KCSO, and also represents a strong service growth area. The demand stems from contracting entities that want to better understand their needs, the Prosecutor's Office, reporting requirements, grant applications, and the KCSO's own need to use information to improve the effectiveness of services. Cities consider data to be a critical asset for community education that will help engage citizens in public safety issues and also provide a sense of security.

Investments in technology also will help the KCSO meet future demands. The ability to quickly gather data and information will assist in long-range planning, identifying problems, and finding solutions. Information could also help the KCSO secure grant funding for future efforts.

## **INTEGRATION**

Deputies and detectives need comprehensive and timely information for making critical “street-level” decisions. The KCSO will meet this need by actively pursuing a technology plan that integrates information and systems at all levels of government and law enforcement.

To date, the KCSO has had tremendous success in partnering with other agencies to share information and technology resources, especially through the King County Police Chiefs Association. In November 2002, the KCSO launched the Regional Automated Information Network (RAIN) pilot with the Bellevue and Renton police departments. RAIN enables authorized agencies to share their incident and investigative information with each other, making it possible for users to run cross-jurisdictional queries on people, vehicles, and narratives. It is a secure Internet pathway or bridge to law enforcement information within the various

agencies. In this model, agencies retain both custody and control over their information. Advantages of this model include low maintenance, local control, low support requirements, consistency among agencies, compatibility with existing systems, and low cost. The KCSO looks forward to expanding this pilot and developing similar partnerships with other agencies.

Another integration effort has been mandated by SHB 1271, which creates the State Interoperability Executive Committee within the Department of Information Services. The committee, including representatives from city and county governments, is required to develop policies and recommendations for wireless radio communication technical standards to the Information Services Board. Among its other duties, the committee is required to take inventory of state and local government owned public safety communications systems. Unfortunately, this worthwhile effort is unfunded, so local governments have no resources to enable their participation.

## **ONGOING CHALLENGES**

Clearly, providing the long-term funding necessary for a successful technology program is a daunting challenge, especially in light of ever-reduced funding. Although we have reached the point at which most employees have a computer, some of the equipment is now outdated and needs to be replaced.

Since contracts pay for services rendered, they are sensitive to the increasing costs associated with improved or updated technology. There are disparities in technology used by officers because some cities can afford to supply their officers with more or better equipment. Further, contract language stipulates that computers be replaced or updated in the cities every four years, and funding is set aside to do this.

In addition, the KCSO has insufficient resources to provide the training and analysis required by our internal systems and our contract customers. Resources in this instance include time, people, and money. Our greatest opportunity will be to provide technology training to as many staff members as possible and to prioritize the requests for data analysis and information.

## **TRAINING**

The need for training is increasing, and mandates for commissioned staff training are changing the way in which we do business. Since 2000, all police recruits have attended 720 hours of academy training, thereby extending the amount of time needed to fill patrol vacancies. In addition, both the state and the county have introduced supervisory staff training requirements, which require 80 to 120 hours of training per person to achieve certification. The KCSO also has significant technology training needs.

Although we need to train both commissioned and professional staff, current budget constraints severely limit the KCSO's ability to provide training to professional staff, except under specific circumstances or through King County OHRM.

## **NEW TRAINING APPROACH**

The Washington Cities Insurance Authority (a 100-member municipal insurance pool of Washington cities) and the Association of Washington Cities (a municipal insurance pool of 75 smaller Washington cities) list minimum law enforcement training standards as 40 hours of annual training in the following topics:

- Firearms Training/Qualification (tactical day/night conditions)
- EVOG (pursuit policy/decision making/defensive driving)
- Use of Force (deadly and less lethal force)
- Racial Profiling or Biased Policing (command staff and line officers)
- Workplace Harassment
- Defensive Tactics
- Warrants and Civil Liability updates.

The KCSO has been providing a 32-hour in-service training to deliver a minimum level of professional law enforcement training to help our staff maintain required skills. Facing unprecedented budget reductions, KCSO reduced our in-service training in 2002 to 32 hours every other year. To balance the reduced formal in-service training, KCSO is working to enhance and expand our roll call training program, which relies on decentralized trainers. The major challenges are continuity, quality, and documentation of training delivered through roll calls.

## **RISK MANAGEMENT**

Risk management is a key factor in training for both safety and liability reasons. The KCSO must continue our efforts to properly train all employees in employment laws (e.g., sexual harassment) and facility regulations (e.g., OSHA). Risk analysis and minimization should continue to be factors in determining the types of training that the KCSO will provide.

## **BUILDING STRONG CASES**

Each unit within the Field Operations and Criminal Investigations Divisions also requests and needs specialized training for its staff so that our investigations and cases are solid for prosecution. Since laws, processes, and techniques change frequently, providing such training is vital if the KCSO is to be effective in reducing crime.

## **HOMELAND SECURITY**

The tragic events of September 11, 2001 brought to light the need for local agency readiness in combating terrorism. The Puget Sound region has been identified by the FBI as a vulnerable target due to highly recognizable landmarks, proximity to the Canadian border and Pacific Ocean, and the relatively low level of police staffing. The KCSO, involved in anti-terrorism efforts since 1992, reiterated our need to prepare for, prevent and protect against terrorist acts by developing a Homeland Security Plan. We began by assessing our strengths and weaknesses, our relationships and coordination agreements with other agencies, and our readiness and ability to respond. We identified the need to enhance our intelligence and investigative abilities, and began participating in several state and federal task forces. We also enlisted the support of several local agencies to form the King County Regional Criminal Intelligence Group. We obtained federal grant funding to purchase a back-up server for our records and information system. We worked with other

state and county agencies to obtain grant funding for personal protective equipment for the majority of our patrol first responders, and then provided the initial training. The continued implementation of this plan, however, will require several things. First, additional equipment and on-going training must be provided to first responders and support personnel to attain a level of proficiency. Second, command level courses in Emergency Management using state and federally mandated curricula must be provided, and practical exercises conducted on an on-going basis. And finally, enhancing our ability to identify potential threat elements and prevent acts from occurring must remain a primary goal.

## **COUNTYWIDE SERVICES**

The KCSO's commitment to providing regional law enforcement means that services such as SWAT, Air Support, Homicide Investigations, Marine Patrol, K-9, and Hostage Negotiations are available to King County's 1.6 million residents. The KCSO is reimbursed for these services through per-call charges, contracts, and mutual aid agreements.

Other regional law enforcement activities that the KCSO is leading include a regional information sharing project, school mapping program, incident command/response preparedness, King County Meth Action Team, and the Firearms Crime Enforcement Coalition of King County. Additionally, the KCSO is working collaboratively with federal, state, and local law enforcement in the ongoing and emerging policy development for domestic security.

### **“MGT” STUDY**

During 2001, a study of law enforcement agencies in counties and cities with populations greater than 150,000 was conducted to determine how specialty law enforcement services could be offered. The study was conducted by the consulting firm MGT of America, Inc. through the Washington Association of Sheriffs and Police Chiefs.

#### **HIGHLIGHTS OF STUDY FINDINGS**

The study found that although a large number of law enforcement agencies indicated that they had officers trained in specialties, only the larger jurisdictions had specialty units. Further, they found that agencies have either self-contained units with full-time specialty staff or units that draw from officers who have other principle assignments; the KCSO uses both methods. The study also suggested that problems with financing the specialty units should lead us to consider opportunities to regionalize specialty service delivery. The potential for regional services in King County is impeded by the requirement that the KCSO charge non-contract cities for specialty services. The study recommended that the KCSO and other jurisdictions consider regional resource sharing agreements as a way to address the issue of charging for services. Regional services should also be governed by formal interlocal agreements. Finally, the study recommended roles for the Washington Association of Sheriffs and Police Chiefs with regard to brokering agreements, setting standards for costs, and establishing training guidelines for specialty services.

### **LAW ENFORCEMENT SERVICES TASK FORCE**

The King County Sheriff is co-chairing a Law Enforcement Services Task Force commissioned by Governor Locke and requested by the Washington Sheriff's Association. The purpose of this group is to analyze law

enforcement service delivery from all agencies (state, county, local, and specialty). The committee will discuss priorities and protocols for services and make recommendations to the governor on how efficiencies may be realized through more clearly defined roles and responsibilities among the various agencies.

In 2003, the Task Force conducted a follow-up study that assessed partnerships among law enforcement agencies in Washington. The agencies involved represented a larger group than the one studied by MGT, but the study was less formal. The following is a summary of the most significant partnership opportunities identified by the study:

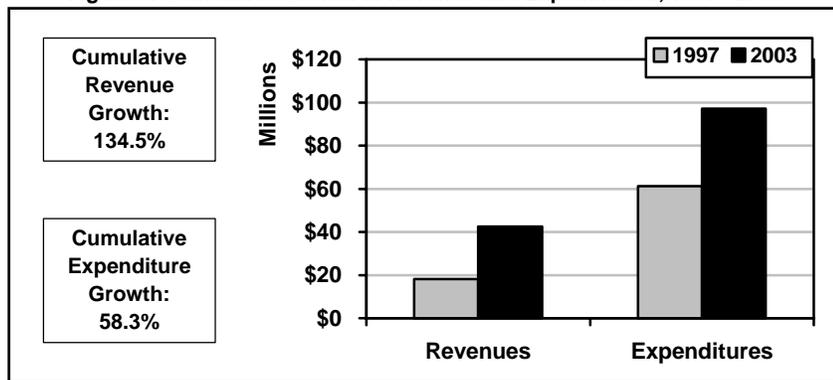
- Training poses significant opportunities for partnership. Several agencies reported that they have existing agreements to share resources. These agreements include shared trainers, satellite programs, and cooperation with the WSCJTC. Further, many agencies indicated that they would like to see shared training on the local/regional and state levels.
- Tactical/SWAT teams also are favored for partnerships, and several agencies already have cooperative teams. This survey and the MGT survey conducted in 2001 found that Tactical/SWAT and other specialty services are primary opportunities for local/regional partnerships because they require significant costs, training, and equipment, but are not used frequently enough for agencies to staff individual teams.
- Finally, information and records sharing are favored options for future partnerships; this finding also was echoed in the MGT study. Respondents noted in both surveys that their ability to share other services was closely linked to their ability to have readily available information. Respondents recommended finding local/regional and state level solutions.

# SECTION FOUR: RESOURCES

## RESOURCES AND OPERATIONS

The King County Sheriff's Office uses only 11.2 percent of the King County General Fund (CX) budget (accounting for contract revenue), and continues to execute strategies to maintain costs and preserve basic services. Our effectiveness is demonstrated in Figure 6, which shows that our revenue growth has outpaced our expenditure growth. We remain concerned that budget reductions may erode the police protection for citizens in unincorporated King County, and could threaten the efficiency and long-term viability of our partnerships for law enforcement.

Figure 6: Cumulative Growth in Revenue and Expenditures, 1997 - 2003



## BUDGET CONSIDERATIONS

The KCSO's total budget represents about 3.7 percent of the total county budget. In 2003, the KCSO received a total appropriation of \$106 million from these county sources:

- The CX Fund: \$96.5 million, of which \$44 million is backed by revenues,
- Three "special" (non-CX) funds:
  - \$2.4 million from the Criminal Justice (CJ) Fund
  - \$11.4 million from the Automated Fingerprint Identification System (AFIS) levy.
  - \$647,000 in drug forfeitures.

The KCSO receives nearly \$3.6 million from federal and state grants and earmark funds. These funds are dedicated to specific programs such as School Resource Officers and community policing. It is important to note that we have obtained, or are in the process of obtaining, \$28 million in grants for personnel, training, hiring, equipment, and more since 1997.

The KCSO spends about 85 percent of its budget on salaries and benefits. The next largest expenditure (13 percent) is "internal rates" – the charges that the KCSO must pay to other county departments for vehicles, radios, technology support, and building maintenance. The KCSO and the Department of Executive Services are challenged to mitigate increases in these areas of the budget. As expenditures rise in areas where the

department has no control, further cuts will have to come from critical services that are not mandated or do not receive revenue. The remainder of the budget (two percent) is spent on services such as printing, office supplies, computers, gas, leases, rent, maintenance, and other services.

The KCSO is aware of the gap between King County revenues and expenditures, and understands that every county agency must work toward solutions. To that end, the KCSO is committed to providing police services in the most cost-effective manner while also ensuring that mandated and critical public safety services receive sufficient funding. Over the last several years, the KCSO has implemented numerous cost-saving strategies, absorbed significant new expenses within existing appropriations, and secured millions of dollars in new grants. Homeland security, technology, and changing crime trends have strained our resources to the breaking point.

## **EFFICIENCIES AND COST REDUCTIONS**

Our resources are decreasing while the need for our services is increasing. The KCSO has had to balance these demands by cutting or reducing lower-priority services so that higher-priority services can be provided at an acceptable level. To date, our service cuts or reductions have included Block Watch, DARE, the gang unit, pawnshop investigations, specialized auto theft investigations, minor accident investigation, bad checks, ID theft, vice, gambling, criminal warrants, building security, local DUI enforcement, and more. These cuts affect not only unincorporated King County, but also our ability to contract. For example, services such as Block Watch are valued by municipalities, so they are forced to purchase them as “dedicated” services rather than realizing the potential economies of scale. Our reductions illustrate the consequences of county budget decisions that are not based on established priorities.

At the same time we are making cuts, the KCSO also is finding efficiencies. In 2002 and 2003, deputies began to purchase gas at County facilities whenever possible. Usage of county facilities shot from four percent to 50 percent very quickly. Further, the KCSO opted to replace some vehicles with less expensive models. The KCSO is promoting an ongoing review of services provided to citizens by all law enforcement agencies in an effort to find the most efficient and cost effective delivery method. The “natural service provider” – be it local agencies, countywide partnerships, a sole provider, or some combination thereof – should be identified for each service, and all jurisdictions should work together to align services.

## **CONTRACT AND FEE REVENUE**

City and other contracts pay only for services received, and the KCSO can charge only the amount it costs to provide the service (i.e., the KCSO cannot make a profit). The KCSO is reviewing our fees for a variety of services to ensure that our fee structure truly captures the cost of services to citizens. In 1998, the KCSO participated in a study that assessed our contract structure and verified that our model truly achieves full cost recovery. Twice each year, the cost books and financial exhibits are reviewed and updated to ensure that all costs are captured and shared equitably between the county, cities, and other contracting entities.

Reimbursement for most support services (e.g., records, research and planning, and personnel) are built into the overhead cost for the officers the city purchases, so each city receives the support services in proportion to their level of patrol. This cost allocation method ensures that the cities pay for the service they receive. Others

(e.g., communications and clerical support) are a direct charge based on formulas. The KCSO must consider the financial impact to cities when it makes decisions about service offerings.

Ensuring cost effective services and a limited rate of growth in costs is equally important to our contract partners, which also are experiencing tighter budgets. While the KCSO reviews our methodologies to ensure full cost recovery, the contract holders review the methods for full expenditure recovery – they are responsible to their citizens to show that they are receiving the maximum services for the dollars they spend. In 2002, the KCSO began a cost containment exercise with the cities that contract for law enforcement services. Together with the city finance directors, we established a methodology that identifies what percent of the annual cost increase can be attributed to unit costs, workload, city changes, and county operational changes. At the cities’ request, we analyzed data back to 1998 to determine an average annual percent change. The exercise was repeated in 2003, and the cities reported high satisfaction with the findings. The KCSO will continue to provide this information on an ongoing basis.

**Table 2: Average Annual Percent Change**

Time Period	Total Change	Components of Total Change			
		Unit Cost	Workload	City Changes	County Changes
1998 – 2003	5.44%	3.81%	1.19%	1.02%	-0.39%
1998 – 2002	9.23%	4.99%	3.78%	1.37%	-0.51%

In 2003, we anticipate that 44 percent of the money appropriated from the CX fund will be repaid to King County from our contracts (roughly \$42.5 million). Between 1997 and 2003, the KCSO’s active contracting program led to a 134.5 percent cumulative growth in revenues. By comparison, expenditures increased by 58.3 percent in that same time frame.

## **RECRUITING AND HIRING**

Like law enforcement agencies across the country, the KCSO is challenged to find qualified applicants to fill vacant positions. Commissioned staff positions are especially difficult to fill, and the KCSO actively recruits potential candidates with a variety of backgrounds.

The KCSO manages our vacancy rate so that our contract customers experience the highest possible level of continuous staffing. We are currently developing data tracking that we hope will help us correlate testing results with successful candidates. The data will allow us to identify which parts of the testing process are the most effective in identifying applicants with the best attributes that would be successful law enforcement service providers. The results will give us valuable information that will help us further refine our testing system.

As part of this effort to refine our testing system, the KCSO successfully obtained a grant that will assist us in improving our recruiting and hiring systems. The grant program started with a focus group process to identify the traits that deputies need to be successful; the focus groups included community members, jail staff, the King County Prosecutor’s Office, the Office of Public Defense, and others. Based on that information, the KCSO identified the core competencies of deputies. The final components of the grant program will be a redesigned web site to recruit individuals with the desired competencies and an improved hiring process that should identify the

candidates whose characteristics align with the deputy profile. This award was the result of the KCSO proposing a concept paper that was developed into a federal grant program. In 2003, we will design the new tools, and expect to put them into full use during 2004. We are also applying for additional funds to enhance our training and evaluation programs.

### **MILITARY LEAVE**

KCSO and King County have always supported active military reservists. As U.S. military actions continue, we expect that our staff may continue to be called up for military duty, thereby adding to the staffing challenges created by shrinking budgets and staff. We currently have 86 department members who are eligible to be called up for military service. Twenty-eight are active reservists, and 4 of those individuals are currently serving in the military on extended duty assignments. Those on active duty continue to receive benefits, and their positions are not back-filled, which causes us to cover those vacancies with overtime when necessary.

# **SECTION FIVE: GUIDING PRINCIPLES**

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Under Sheriff Reichert's leadership, the KCSO established our vision, mission, goals, and other statements to strategically guide the provision of law enforcement. This section identifies and describes those statements; section six provides the tools we use to measure our goals.

## **VISION**

The KCSO's vision is to be the provider of police services in Metropolitan King County.

## **MISSION STATEMENT**

The mission of the King County Sheriff's Office is to provide quality, professional, regional law enforcement services tailored to the needs of individual communities to improve public safety.

## **GOALS**

The King County Sheriff's Office established a set of comprehensive goals to guide strategic planning at the operational level:

- To reduce crime and the fear of crime.
- To provide high-quality, cost-effective, and accountable services to the citizens of unincorporated King County and to our contract cities.
- To commit to community policing at all levels of the King County Sheriff's Office to positively affect police response times and other important policing services.

## **CONTRACTING ENTITY GOALS**

Our contract cities have developed their own goals and objectives, which are aligned with the KCSO's but more specific to the cities' unique situations. More information about these goals and objectives, as well as each city's accomplishments, can be found in the Service Efforts and Accomplishments reports.

## **CORE BUSINESS FUNCTIONS**

The KCSO also has established the following as our core business functions.

- Crime Response, Investigation, and Prevention
- Contract Service Provision
- Technological Development
- Employee and Citizen Services
- Resource and Facility Management

## CORE VALUES

These statements guide our strategy, policy decisions, and actions.

### LEADERSHIP

We are the best. We are leaders in law enforcement in this region. We create and employ the most advanced skills and methods of providing law enforcement services. We maintain the highest professional standards possible.

### INTEGRITY

We do the right thing. We do what we know to be “the right thing,” adhering to both the spirit and the letter of the law. We act in ways that bring honor to the profession and build trust, confidence, and respect with the communities and people we serve.

### SERVICE

We listen and respond. The public is our customer. We serve our customer by responding in a professional, courteous, and efficient manner. Proactively, we work in partnership with community members, organizations, and other agencies to solve problems and create safe and healthy neighborhoods.

### TEAMWORK

We work together. We work as a team, respecting and supporting each other’s roles and responsibilities. We encourage and recognize creativity and initiative that furthers the goals of the King County Sheriff’s Office. We share success.

The KCSO's five core business functions represent groups of programs that have a common purpose and lead to a common outcome. Due to the nature of our business, there is necessary crossover between programs and core businesses. For example, the law enforcement services provided to our contract cities include programs that support the first two core businesses shown below. Technological development programs support all other core businesses.

In short, the KCSO has developed a system in which our goals, core businesses, and programs are intertwined. Such relationships clearly benefit the organization by providing a more effective means of realizing our mission. The relationships can also be a detriment in that major changes to any program will affect our ability to conduct other programs and functions.

Core Business Function	Meets		
	Goal 1	Goal 2	Goal 3
Crime Response, Investigation, and Prevention	X	X	X
Contract Service Provision	X	X	X
Technological Development	X	X	X
Employee and Citizen Services		X	
Resource and Facility Management		X	

## PROGRAMS AND SERVICES

As requested in the business plan instructions, the KCSO has listed our services as groups/programs within our core business functions. In addition, we have classified the “programs” into the categories of regional, local unincorporated, local city, and contracts. Not all services within a program fall within the categories noted for the program. For example, the KCSO provides homicide investigations on a countywide basis as requested, but most investigations are provided only to unincorporated areas and to contract holders.

Core Business Function	Programs	Countywide	Urban Unincorp.	Rural Unincorp.	Local City	Contracts
Crime Response, Investigation, and Prevention	Response	X	X	X		X
	Investigations	X	X	X		X
	Crime Prevention					X
Contract Service Provision	Contract Law Enforcement					X
	ARFF					X
	Court Protection	X				X
	King County Metro Transit Police	X				X
	Muckleshoot Indian Tribe					X
	School Resource Officers		X			X
Technological Development	Information Services	X	X			X
	AFIS	X				
	Computer Resources		X	X		X
Employee and Citizen Services	Internal Investigations		X	X		X
	Personnel/Employee Services		X	X		X
	Training		X	X		X
	Citizen Services (non-crime)	X	X	X		X
Resource and Facility Management	Administration		X	X		X
	Resource Management		X	X		X

## CORE BUSINESS: CRIME RESPONSE, INVESTIGATION, AND PREVENTION

The purpose of this core business is to provide complete response services (e.g., initial response, follow-up, investigation, and court appearance as needed) and crime prevention to residents of King County and our contracts in order to preserve public safety, reduce crime and its effects, and meet our legal obligation to enforce the laws.

<b>Program: Response</b>	
Purpose:	To provide effective and timely response to crime incidents in unincorporated King County, our contract cities, and other jurisdictions that request our assistance.
Services:	<ul style="list-style-type: none"> <li>• Air Support</li> <li>• Bomb Disposal</li> <li>• K-9 Unit</li> <li>• Communications Section</li> <li>• Evidence and Supply</li> <li>• General Traffic/ Motorcycle</li> <li>• Hostage Negotiation</li> <li>• Marine Unit</li> <li>• Patrol</li> <li>• Prisoner Transport (per RCW)</li> <li>• Tactical</li> </ul>
<b>Program: Investigations</b>	
Purpose:	To provide thorough investigation and follow-up of crime incidents and information to unincorporated King County, our contract cities, and other jurisdictions that request our assistance.
Services:	<ul style="list-style-type: none"> <li>• Computer Forensics Investigations</li> <li>• King County Regional Criminal Intelligence Group</li> <li>• Criminal Warrants</li> <li>• Asset Forfeiture</li> <li>• Child Find</li> <li>• DVIU</li> <li>• Fraud Investigations</li> <li>• Major Crimes Investigations</li> <li>• MARR</li> <li>• Missing Persons</li> <li>• Photo Lab</li> <li>• Polygraph</li> <li>• Precinct Detectives</li> <li>• Regional Homicide investigations</li> <li>• Register Kidnappers and Sexual Offenders</li> <li>• Special Assault Investigations</li> <li>• Special Support and Enforcement</li> <li>• Neighborhood Drug Enforcement</li> <li>• Green River Homicides Investigation</li> </ul>
<b>Program: Crime Prevention</b>	
Purpose:	To provide crime prevention advice and programs to citizens of unincorporated King County and our contract cities so that they feel safer and so that crime is reduced.
Services:	<ul style="list-style-type: none"> <li>• Residential and commercial security checks.</li> <li>• Block Watch and Business Watch efforts.</li> <li>• Crime Free Multi-Unit Housing educational programs.</li> <li>• Community Service Officers</li> <li>• Storefronts and storefront deputies (requested in budget proviso).</li> <li>• Community Crime Prevention Units/Crime prevention publications and educational materials.</li> <li>• Community notification meetings regarding Level III sex offenders.</li> </ul>

## CORE BUSINESS: CONTRACT SERVICE PROVISION

The purpose of this core business is to offer law enforcement and other services through contracts and other agreements so that our customers benefit from economies of scale, a variety of services, and experienced law enforcement professionals.

<b>Program: Contract Law Enforcement</b>	
Purpose:	To manage law enforcement contracts with cities and other agencies/jurisdictions so that all citizens can benefit from comprehensive enforcement.
Services:	<ul style="list-style-type: none"> <li>• Daily operations</li> <li>• Contract oversight</li> <li>• Budget/Billing</li> </ul>
<b>Program: Airport Rescue and Fire Fighters (ARFF)</b>	
Purpose:	To provide comprehensive police and firefighting services to the KCIA.
Services:	<ul style="list-style-type: none"> <li>• Daily operations</li> <li>• Contract oversight</li> <li>• Budget/Billing</li> </ul>
<b>Program: Court Protection</b>	
Purpose:	To ensure the safety of citizens and employees while they conduct business at the district courts.
Services:	<ul style="list-style-type: none"> <li>• Daily operations</li> <li>• Budget/Billing</li> </ul>
<b>Program: King County Metro Transit Police</b>	
Purpose:	To oversee ongoing actions to ensure passenger and employee security and safety for King County Metro.
Services:	<ul style="list-style-type: none"> <li>• Daily operations</li> <li>• Contract Oversight</li> <li>• Budget/Billing</li> </ul>
<b>Program: Muckleshoot Indian Tribe</b>	
Purpose:	To provide enhanced police services to Tribal Members and visitors to promote a high quality of life on the Muckleshoot Indian Tribe reservation.
Services:	<ul style="list-style-type: none"> <li>• Daily operations</li> <li>• Contract Oversight</li> <li>• Budget/Billing</li> </ul>
<b>Program: School Resource Officers</b>	
Purpose:	To build partnerships between students, teachers, parents and police by providing a uniformed deputy on school campus, thereby allowing schools to focus on education
Services:	<ul style="list-style-type: none"> <li>• Daily operations</li> <li>• Contract oversight</li> <li>• Budget/Billing</li> </ul>

## CORE BUSINESS: TECHNOLOGICAL DEVELOPMENT

The purpose of this core business is to develop and use technology for investigating crimes, tracking crime information, and improving business systems so that we better utilize information for addressing crime and serving citizens.

<b>Program: Information Services</b>	
Purpose:	To use crime-related and other information to improve our response and investigation, track our work, proactively address crime, and fulfill requests for data.
Services:	<ul style="list-style-type: none"> <li>• Centralized crime analysis</li> <li>• Precinct crime analysis</li> <li>• Records</li> <li>• Regional information sharing</li> <li>• Statistical reporting</li> </ul>
<b>Program: AFIS</b>	
Purpose:	<p>To provide regional fingerprinting services to the citizens of King County in order to identify individuals who may be connected to crime.</p> <p>To provide photography services to KCSO staff in order to record crime information and enhance publicity (e.g., recruiting) efforts.</p>
Services:	<ul style="list-style-type: none"> <li>• Ten-print</li> <li>• Jail identification</li> <li>• Latent prints</li> <li>• Photography (see above)</li> </ul>
<b>Program: Computer Resources</b>	
Purpose:	To provide computer tools and support to KCSO employees so that they can perform their work efficiently and effectively.
Services:	<ul style="list-style-type: none"> <li>• IRIS</li> <li>• Computer Installation and maintenance</li> <li>• Countywide partnerships with other agencies</li> </ul>

## CORE BUSINESS: EMPLOYEE AND CITIZEN SERVICES

The purpose of this core business is to develop and use systems to improve employee performance and satisfaction and provide service in a timely and professional manner.

<b>Program: Internal Investigations</b>	
Purpose:	To conduct investigations of and provide direction to employees regarding appropriate conduct so that we can deliver professional services to citizens and continually improve our work.
Services:	<ul style="list-style-type: none"> <li>• General Orders Manual</li> <li>• High-risk activity review boards</li> <li>• Internal investigations</li> </ul>
<b>Program: Personnel/Employee Services</b>	
Purpose:	To provide the systems that support employees from recruiting to separation so that the KCSO maintains a highly-skilled and professional staff.
Services:	<ul style="list-style-type: none"> <li>• Recruiting and Hiring</li> <li>• Evaluation tracking</li> <li>• Chaplain</li> <li>• Promotional process</li> </ul>
<b>Program: Training</b>	
Purpose:	To ensure that employees are appropriately trained and meet required certifications that the KCSO provides the highest-quality service to citizens.
Services:	<ul style="list-style-type: none"> <li>• In-service training</li> <li>• Specialized training</li> <li>• State certification</li> </ul>
<b>Program: Citizen Services (Non-crime related)</b>	
Purpose:	To ensure that citizens receive the services required by law or by precedent in a professional and courteous manner.
Services:	<ul style="list-style-type: none"> <li>• Concealed weapons permits (RCW 9.41.050)</li> <li>• Responding to information requests</li> <li>• Search and rescue (RCW 38.52.400)</li> <li>• Emergency management (KCC 2.16.060 B.3)</li> <li>• Citizen satisfaction surveys</li> <li>• Civil process (KCC 2.16.060 C.2)</li> </ul>

## CORE BUSINESS: RESOURCE AND FACILITY MANAGEMENT

The purpose of this core business is to appropriately manage and optimize our financial and physical resources so that they best support our efforts to enforce laws and meet the stated needs and desires of the citizens we serve.

<b>Program: Administration</b>	
Purpose:	To provide clear direction to employees and the public about the KCSO's priorities so that the services are aligned and cost-effective.
Services:	<ul style="list-style-type: none"> <li>• Media Relations</li> <li>• Legal Advisor</li> <li>• Sheriff's Aide</li> </ul>
<b>Program: Resource Management</b>	
Purpose:	To manage resources so that citizens receive the best law enforcement service value.
Services:	<ul style="list-style-type: none"> <li>• Budget and Accounting</li> <li>• Property Management/Supplies</li> <li>• Grant applications/administration</li> <li>• Facilities and Maintenance</li> <li>• Communication</li> <li>• Performance Measures</li> </ul>

# SECTION SIX: MEASUREMENT OF GOALS

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Many of the KCSO's measurements are based on those provided to the contract cities in their Service Efforts and Accomplishments reports. The trends have been established back to 2000, which is the date of the last census. Workload and crime data are unavailable for 2003.

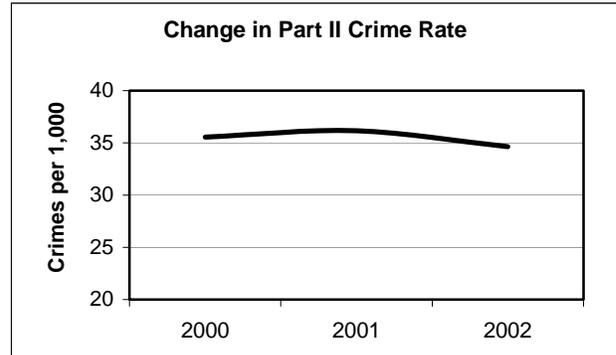
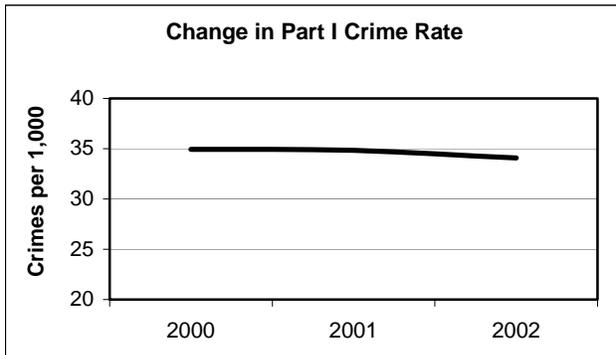
## GOAL: TO REDUCE CRIME AND THE FEAR OF CRIME

The King County Sheriff's Office has established four outcome measures to support our goal of reducing crime and the fear of crime.

### PERCENT CHANGE IN CRIME RATE

The crime rate is calculated on the basis of 1,000 people. It is interesting to note that although the overall Part One Crime Rate has experienced a slight decline, the trend is not consistent within the category.

	2000	2001	% Change (2000-01)	2002	% Change (2001-02)
Part I Crimes	34.93	34.85	-0.2%	34.07	-2.2%
Part II Crimes	35.54	36.17	1.8%	34.62	-4.3%



### PERCENT CHANGE IN RESPONSE ACTIVITY

#### DISPATCHED CALLS FOR SERVICE

Dispatched calls for service (DCFS) are calls to which the KCSO's Communications Center sends at least one deputy. DCFS do not include on-views (self-initiated field activity) or reports taken by Communications Center staff (Alternative Call Handling). The Communications Center received 680,547 total calls in 2002.

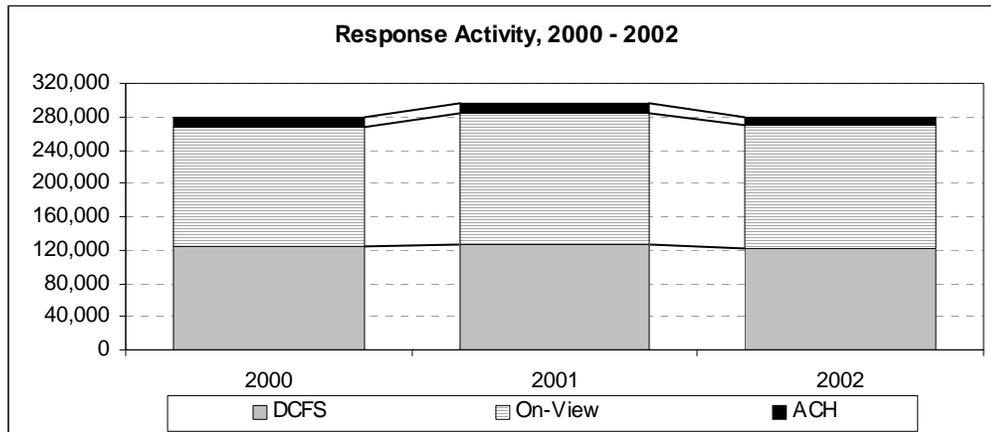
**ON-VIEW ACTIVITY**

Self-initiated police activity is action taken by a deputy that is not initiated by a citizen’s request for service. Many of the top categories are traffic-related, including driving under the influence of alcohol or drugs (DUI), moving violations, defective equipment, speeding, vehicle license violations, parking violations, etc. Other “on-view” activity includes business checks, assisting other agencies, prisoner transports, King County Metro-related activity, criminal warrant activity, accidents, recovering stolen vehicles, (1) narcotics enforcement, suspicious person(s) or vehicle(s), abandoned vehicle(s), citizen assist(s), prostitution enforcement, and area checks.

**ALTERNATIVE CALL HANDLING**

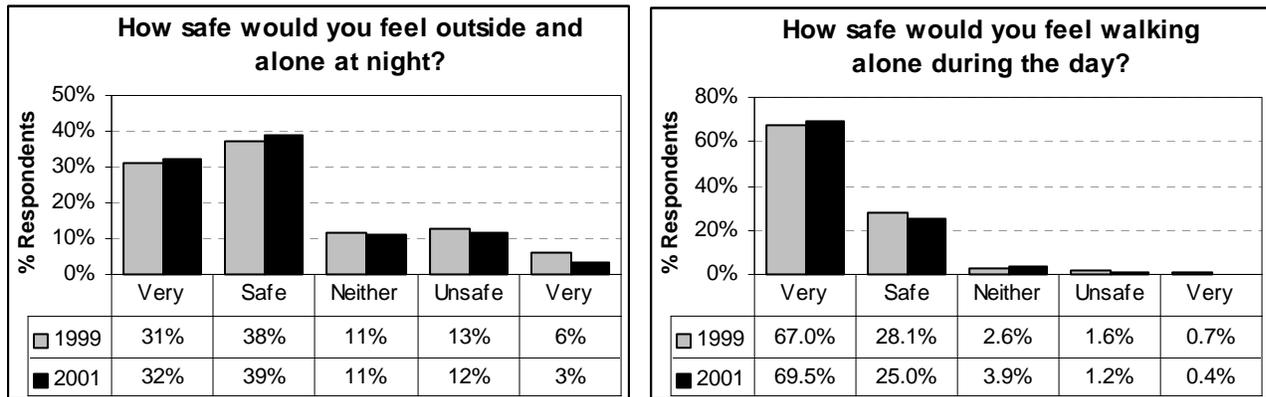
Alternative Call Handling is a program through which Communications Center call receivers handle certain calls for service by phone. Residents receive a faster response, and deputies have more time for field response and community policing.

	2000	2001	% Change (00-01)	2002	% Change (01-02)
Dispatched Calls for Service	124,844	126,730	1.5%	122,651	-3.2%
On-View Activity	143,331	157,935	10.2%	148,046	-6.3%
Alternative Call Handling	10,984	10,728	-2.3%	9,196	-14.3%



## PERCENT CHANGE IN CITIZENS' REPORTED FEELINGS OF SAFETY

In 1999, and again in 2001, the KCSO conducted citizen satisfaction surveys. The survey may be repeated in the fall of 2003. The telephone survey is statistically valid, and uses a stratified sample. These are just two of the questions asked of citizens.



## GOAL: TO PROVIDE HIGH-QUALITY, COST-EFFECTIVE, AND ACCOUNTABLE SERVICES TO THE CITIZENS OF UNINCORPORATED KING COUNTY AND TO OUR CONTRACT CITIES.

The King County Sheriff's Office has established several outcome measures to support our goal of providing high-quality, cost-effective, and accountable services to the citizens of unincorporated King County and to our contract cities.

### COST PER CAPITA (TOTAL ACTUAL POLICE BUDGET PER CAPITA)

The "actual police budget" figure is drawn from the Adopted Cost Book for each year. This is an average figure for our cities and unincorporated area. The 5.9% increase in from 2001 to 2002 was the result of implementing several major labor contracts that expired in 2000 and were settled in 2002.

	2000	2001	% Change	2002	% Change	2003	% Change
Cost per capita	\$162	\$163	.62%	\$173	5.9%	\$174	0.58%

### COMMISSIONED OFFICERS PER 1,000 RESIDENTS

These figures represent authorized, not actual, staffing. "Commissioned officers" includes commissioned personnel of all ranks and assignments.

	2000	2001	2002	2003
Officers/1,000 Unincorp.	.91	.91	.90	0.88
Officers/1,000 City	1.01	1.00	1.01	1.00

## DCFS PER PATROL DEPUTY

These figures represent authorized, not actual, positions. The KCSO carries several vacancies throughout the year, and recruit deputies do not function as full deputies (i.e., alone in a patrol car) for almost a year after they are hired; they are assigned almost exclusively to unincorporated areas. A decrease may indicate greater use of Alternative Call Handling practices, and therefore, more time for on-view, crime prevention, and community policing activities.

	2000	2001	% Change	2002	% Change
DCFS per Patrol Deputy, Unincorp.	410	400	-2.4%	385	-3.9%
DCFS per Patrol Officer, City	494	503	1.8%	487	-3.1%

## **GOAL: TO COMMIT TO COMMUNITY POLICING AT ALL LEVELS OF THE KING COUNTY SHERIFF'S OFFICE TO POSITIVELY AFFECT POLICE RESPONSE TIMES AND OTHER IMPORTANT POLICING SERVICES.**

The King County Sheriff's Office is committed to community policing, but our efforts have been significantly reduced in unincorporated areas by budget cuts. The cities that contract with the KCSO for service have maintained these efforts, and they are reported in the annual Service Efforts and Accomplishments reports prepared for the cities.

# SUMMARY

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The King County Sheriff's Office is continuing to achieve its long-term goals by annually documenting our operating environment and challenges, as well as the strategic business objectives. These plans have changed annually, and should continue to develop with the organization. Over time, more data will be available to the KCSO. This data will become a driving factor behind organizational decision-making.

The King County Sheriff's Office will continue to emphasize the following service priorities:

- Law enforcement for all citizens in unincorporated King County and our contracts
- Ongoing quality improvement for our contract services
- Cost and operational efficiencies through partnerships and information sharing
- School-based programs such as the School Resource Officers
- Appropriate staffing, policies, and practices that ensure citizen and officer safety

Our aim is to secure adequate funding to fully realize the plans documented herein. These plans reflect our desire to provide the best law enforcement possible, and our vision to be the provider of police services in King County.

# **EXHIBIT A: REVIEW OF 2003 LEGISLATIVE SESSION**

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The KCSO has made a cursory review of 2003 law and justice legislation. As with other topics considered by the Legislature this session, policy matters pertaining to law and justice were driven largely by funding considerations. As a consequence, there were fewer laws passed than in prior years creating additional burdens on law enforcement. The following are highlights of some bills of interest to law enforcement whether or not they create an unfounded mandate.

## **SSB 5165 – VEHICULAR PURSUITS**

SSB 5165 requires the state criminal justice training commission, the state patrol and the Washington Association of Sheriffs and Police Chiefs to develop a written model policy on vehicular pursuits. By June 30, 2006, every new full-time law enforcement officer employed, after July 27, 2003, must be trained on vehicular pursuits. [C 37 L 03, Effective July 27, 2003]

## **SB 5990 – REDUCING SENTENCES FOR CERTAIN OFFENDERS**

SB 5990 allows offenders to earn more early release time; potentially reducing costs of incarceration but likely to cause an increase in crime and costs of investigation and prosecution. Under current law, offenders convicted of a serious violent offense or a sex offense that is class A felony are eligible for a maximum of 15 percent earned release time. All other offenders are eligible for a maximum of 33 percent earned release time. ESSB 5990 allows offenders convicted of serious violent offense or sex offenses that are class A felonies committed after July 1, 2003 to earn a maximum of 10 percent release time. Offenders convicted of offenses that are not subject to supervision in the community and offenders convicted of drug offenses may earn a maximum of 50 percent earned release time. [C 379 L 03; Effective July 1, 2003]

## **HB 1712/SB5870 – MORE REQUIREMENTS TO REGISTER FOR SEX OR KIDNAPPING OFFENDERS**

HB 1712 adds two conditions under which a sex or kidnapping offender must register with the county sheriff. Those are when a person is employed or terminated by an institution of higher education, or terminates student enrollment. The change was necessary to continue receiving full federal Byrne funds. Byrne funds of approximately \$10 million per year are currently distributed to local jurisdictions various activities such as drug courts, undercover narcotics work, and domestic violence advocacy. [C 215 L 03; Effective July 27, 2003]

## **SHB 5473 – REQUIRING TRAINING ON INTERACTING WITH DEVELOPMENTALLY DISABLED AND MENTALLY ILL INDIVIDUALS**

SHB 5473 requires the Criminal Justice Training Commission to offer training on interacting with persons with developmental disabilities or mental illness. [C 270 L 03, Effective July 27, 2003]

### **SB 5001 – CLARIFYING ASSAULT AS A PREDICATE OFFENSE FOR FELONY MURDER**

SB 5001 reasserts the legislative intent that any felony, including assault, can be a predicate offense for felony murder. This legislation was in response to a recent state Supreme Court case that interpreted the former law to preclude considering assault as a predicate felony. [C 03 L 03; Effective February 12, 2003]

### **SB 5570 – EXPANDING THE CRIME OF COMMUNICATION WITH A MINOR FOR IMMORAL PURPOSES**

SB 5570 expands the definition of communication with a minor for immoral purposes to include communication with someone the offender believes to be a minor. The bill will allow law enforcement officers to pose as a child on the Internet to capture sexual predators. [C 26 L 03; Effective July 27, 2003]

### **SHB 1619 – INCREASING PENALTIES FOR DUI WITH CHILDREN IN THE VEHICLE**

SHB 1619 requires the court to impose a minimum of 60 days of ignition interlock use, or an additional 60 days to an already mandated use, if a person commits a DUI while there is a passenger under the age of 16 in the vehicle. [C 103 L 03; Effective Date July 27, 2003]

### **ESSB 6023 – INCREASING FEES FOR TRAFFIC INFRACTIONS**

ESSB 6023 was passed to help balance the budget by providing new revenue to support the “Becca” laws relating to truancy. An additional penalty of \$10 is assessed on all traffic infractions. Of the increase, \$8.50 is distributed entirely to the state Public Safety and Education Account (PSEA). The remaining amount is distributed 68 percent to local governments and 32 percent to the state PSEA. According to fiscal estimates, this is expected to raise \$2,161,500 for local governments. [C 380 L 03; Effective July 27, 2003]

### **HB 1727 – SEX OFFENDER DEATH CERTIFICATES MUST BE SUPPLIED TO LAW ENFORCEMENT AGENCIES FREE OF CHARGE**

HB 1727 requires the Washington Department of Health to provide law enforcement agencies with certified copies of death certificates of registered sex offenders at no cost. [C 272 L 03; Effective July 27, 2003]

### **ESHB 1001 – EXPANDING THE CRIME OF VOYEURISM**

ESHB 1001 amends the crime of voyeurism to include viewing, photographing or filming the portion of a person’s body or undergarments that is covered by clothing and intended to be protected from public view. This law was passed in response to a recent state Supreme Court case that held voyeurism statute did not cover voyeuristic acts in a public place. [C 213 L 03; Effective July 27, 2003]

### **HB 1088/SSB 5213 – ALLOWING IMMEDIATE REMOVAL OF ILLEGALLY PARKED VEHICLES**

HB 1088 authorizes immediate removal of a vehicle that is illegally occupying certain parking, loading, or other similar zones where parking is limited to designated classes of vehicles or is prohibited, and where the vehicle is interfering with the proper and intended use of the zone. [C 178 L 03; Effective July 27, 2003]

### **ESHB 1218/SB 5269 – REQUIRING ALL GOVERNMENT BUILDINGS TO BE MAPPED**

ESHB 1218 requires the Washington Association of Sheriffs and Police Chiefs to create and operate a statewide first responder building mapping information system. All state and local government owned buildings must be mapped, contingent on funding being made available. Once compiled, this information will be made available, as necessary to respond to emergencies, to all federal, state, local and tribal law authorities. [C 102 L 03; Effective July 27, 2003]

### **HB 1609/SB 5588 – STUDYING PILOT REGIONAL CORRECTIONAL FACILITIES**

HB 1609 requires the Sentencing Guidelines Commission (SGC) to present a plan for establishing regional pilot correctional facilities to the legislature by December 1, 2003. It is intended to increase bed availability in local jails and the most efficient use of total confinement beds. Regional facilities are expected to generate cost savings by allowing localities, in conjunction with the state, to negotiate large contracts for doctors, nurses, and other medical staff. [C 98 L 03; Effective July 27, 2003]

### **SHB 1232 – BASING JAIL BOOKING FEES ON ACTUAL COSTS**

SHB 1232 allows cities and counties to charge a booking fee based on actual booking costs or \$100, whichever is less. [C 99 L 03, Effective date July 27, 2003]

### **SHB 1271/SB 5975 – CREATING A STATE BOARD TO MANAGE RADIO INTEROPERABILITY**

SHB 1271 creates the State Interoperability Executive Committee within the Department of Information Services. The committee, including representatives from city and county governments, is required to develop policies and recommendations for wireless radio communication technical standards to the Information Services Board. Among its other duties, the committee is required to take inventory of state and local government owned public safety communications systems. [C 18 L 03; Effective July 1, 2003]

### **SHB 1605/SB 5648 – CREATING A STATEWIDE JUSTICE INFORMATION NETWORK**

SHB 1605 creates a statewide justice information network under chapter 10.98 RCW to enable the sharing and integrated delivery of criminal justice information in independent systems. [C 104 L 03, Effective July 27, 2003]

### **HB 1108 – PROHIBITING INJURY TO POLICE HORSES**

HB 1108 amends RCW 9A.76.200 by adding a prohibition against harming a police horse to existing prohibitions against harming a police dog or accelerant detection dog.

[C 269 L 03; Effective July 27, 2003]

### **ESHB 1009 – MAKING IT UNLAWFUL TO SELL VIOLENT VIDEO GAMES TO MINORS DEPICTING VIOLENCE AGAINST LAW ENFORCEMENT OFFICERS.**

ESHB 1009 makes it unlawful to sell or rent any video or computer games to minors if the video or game contains realistic or photographic-like depictions of aggressive conflict in which the player kills, injures, or otherwise causes physical harm to a person depicted in the video or game as a law enforcement officer. A lawsuit challenging the constitutionality of this law has been filed. [C 365 L 03; Effective July 27, 2003]

# **EXHIBIT B: UNFUNDED MANDATES FROM THE 2002 LEGISLATIVE SESSION**

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The KCSO made a cursory review of the 2002 Legislative enactments and has identified the following new mandates from the state. This does not include the bulk of amended crimes. We have included those new crimes and amended old crimes that appear to have an investigative impact greater than normal.

## **RACIAL PROFILING: (C 14 L 02)**

Although this bill does not mandate data collection, it does mandate collection within financial constraints. Given King County's budget crisis, it appears we will not have available funds. The bill does require us to implement training programs to prevent occurrences of racial profiling and to institute a citizen complaint review process to address the instances of racial profiling and to provide appropriate disciplinary procedures. We are also to work with minority groups within the community.

## **SERVICE FEES: (C 117 L 02)**

The service of process fees are waived for anti-harassment order petitioners if he or she is seeking an order against someone who has stalked him or her, engaged in conduct that would constitute a sex offense, or a family or household member who has engaged in conduct that constitutes domestic violence. Presumably, the Court will order the waiver of the service fees in appropriate cases. However, the King County Court Administration is recommending waiving the fees in all harassment cases to ease the workload of determining which cases are appropriate for waiver. Therefore, we may, by Local Court Rule, be serving all Harassment orders for free.

## **PROTECTING PERSONAL INFORMATION: (C 90 L 02)**

We have to take reasonable steps to destroy personal financial and health information and government issued identification numbers in our records when disposing of records we no longer retain. This does not apply to records sent to Archives. There is a new civil action created for failure to abide by this mandate.

## **ABANDONED AND DERELICT WATERBORNE VESSELS: (C 286, L 02)**

We have the discretionary authority to remove and destroy a marine vessel that has become abandoned or derelict. If we destroy the vessel, notices must be posted, mailed, and published in a newspaper. We must attempt to derive some value from the vessel whole or scrap.

**IMPOUNDING VEHICLES: (C 279, L 02)**

We are required to adopt the WSP's standard procedures for impounding vehicles. We are required to use the state impound form. If a vehicle is impounded and not redeemed by the registered owner, we have to send certified letters and take other acts to identify, investigate and aid in prosecution of the misdemeanor of failing to redeem (now called "Littering Abandoned Vehicle")

**SEX OFFENDER WEB SITE: (C 118, L 02)**

Last year, the legislature mandated us to have a web site listing level 2 and 3 sex offenders. Now, we have to make sure WASPC has access to our web site.

**CONVICTED OFFENDER DNA DATABASE: (C 289 L 02)**

Last year, the legislature mandated us to maintain any potential DNA evidence in Property Management. This created a major strain on PMU—much more evidence must be retained past the statute of limitations. This year, the Legislature mandates that the Sheriff's Office or local police department is responsible for collecting DNA samples from individuals who do not serve any confinement. Although a fee is authorized for collection of the samples, all the proceeds go to the State DNA fund under the control of WSP.

**CRIMINAL MISTREATMENT: (C 219 L 02, C 229 L 02)**

These laws criminalize what previously were awful, but not criminal, actions. This will result in additional calls, investigations, and prosecutions. We are mandated to notify DSHS and CPS when an arrest is made.

**GAMBLING CHEATING: (C 253, L 02)**

This is included because our Gambling investigative resources are so limited. Cheating is divided into two degrees, a class C felony and a gross misdemeanor.