

## **SHERIFF'S BLUE RIBBON PANEL**

### **Agenda: Meeting 1**

*Wednesday, March 8, 2006, 6:00 – 9:00 pm*

Washington State Hospital Association  
300 Elliott Avenue West, Suite 300, Seattle  
Columbia Conference Room

<b>Topic</b>	<b>Lead Presenter</b>	<b><i>Estimated Time</i></b>
• Panel introductions	Randy Revelle	6:00-6:15 pm
• Review panel charge	Panel sponsors (Executive, Council, Prosecutor, Sheriff)	6:15-6:45 pm
• Review and approve operating guidelines	Marty Wine	6:45-7:00 pm
• Review and approve preliminary work program and schedule	Marty Wine	7:00-7:20 pm
• Meeting materials and information flow	Morgan Shook	7:20-7:30 pm
<i>Break</i>		7:30-7:40 pm
• Overview and introduction to Sheriff's Office services and work force	Virginia Kirk and Marty Wine	7:40-8:15 pm
• Current misconduct and disciplinary procedures of the Sheriff's Office	Virginia Kirk and Marty Wine	8:15-8:50 pm
• Summary and next steps	Randy Revelle	8:50-9:00 pm

#### **Panel Members**

- Randy Revelle, Chair
- Faith Ireland, Vice Chair
- Tony Anderson
- Dave Boerner
- Michael O'Mahony
- Wilson Edward Reed
- Jennifer Shaw
- Richard K. Smith
- Pat Stell
- D. Gene Wilson

#### **Panel Staff**

- Berk & Associates (Marty Wine and Morgan Shook)
- Virginia Kirk, King County Sheriff's Office

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## SHERIFF'S BLUE RIBBON PANEL Panel Charge and Staff Support

### **Panel Charge**

The King County Sheriff seeks the advice of an expert panel to research internal management systems, suggest well-functioning internal review processes, and identify and recommend areas of needed improvements. The panel's efforts complement other Sheriff's Office reforms. Specifically, the panel is charged with:

- Reviewing internal management systems for addressing employee misconduct and discipline;
- Gaining an understanding of leading management practices in other departments and their applicability to a department with characteristics like the Sheriff's Office;
- Making recommendations to the Sheriff for improvements to the accountability system for misconduct and discipline; and
- Delivering a final report and written recommendations to the Sheriff by no later than August 31, 2006.

The panel will establish a written work program and schedule of meetings to review the current system, develop consensus about potential changes to current practices, and present findings and recommendations. The panel is expected to meet every two or three weeks for five to six months.

### **Staff Support**

The panel will be supported by a policy consulting firm, Berk & Associates, who will provide:

- Meeting facilitation, including the development of meeting agendas and summaries, research summaries, and materials for discussion;
- Assistance in decision making by identifying relevant questions, presenting research findings, and focusing the panel on findings and recommendations;
- Independent, neutral research and information, prepared for presentation to the panel;
- A concise and clear final report on behalf of the panel; and
- Facilitation and involvement of the public and media as appropriate.

Additional expertise and support will be provided by the Sheriff's Office, with Virginia Kirk, Human Resources Manager, as the day-to-day lead contact and coordinator of information and resources available from the office. Others within and outside the office may be consulted who have expertise in police operations and best practices in personnel systems.

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## SHERIFF'S BLUE RIBBON PANEL Operating Guidelines

### **A. Responsibilities of Panel Chair**

1. Chair all meetings of the panel
2. Work with Berk & Associates to facilitate consensus on panel issues
3. Act as spokesperson for the panel
4. Work with Berk & Associates to prepare meeting agendas and facilitate debate

### **B. Meetings and Attendance**

1. Panel meetings will start and end on time.
2. Only appointed panel members will participate on the panel; no alternates allowed.
3. The time and place for panel meetings will be set by the chair in coordination with Berk & Associates, who will make public all panel meeting notices and agendas.
4. Meetings will be open to the public. The panel may choose when and how to receive public comment, structured presentations, and comments provided to Berk & Associates. Members of the public wishing to present materials to the panel should arrange to do so by contacting Berk & Associates.
5. Berk & Associates will produce summary proceedings of meetings.
6. Panel members will communicate planned absences at least one day in advance of a meeting by notifying Berk & Associates via email.
7. Agendas will be distributed in advance to panel members and interested parties, with a goal to provide agendas and meeting materials to panel members at least 48 hours in advance of panel meetings.
8. Panel members may offer changes or additions to the agenda at the start of each meeting. If two panel members object to a change, a majority of the members present will decide whether to change the agenda.

### **C. Panel Discussions and Decisions**

1. The panel will have candid, efficient, effective, and open discussions:
  - a. All panel members should attend and participate in meeting discussions.
  - b. Only one person should speak at a time.
  - c. Points should be made concisely and clearly.
  - d. All members' interests and positions will be respected and considered.
2. The chair and Berk & Associates will work toward panel consensus. Consensus is defined as a collective opinion reached by a group of people that resolves or advances issues at hand. Consensus is best met when the following conditions exist:
  - a. Each panel member feels s/he has had a fair chance to speak and be heard.
  - b. Sufficient time is given to thoroughly discuss the issue and for everyone to gain an understanding of the panel's decision.
  - c. Each member understands the decision or solution on the table.

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- d. Substantial differences of opinion are represented in the final report to reflect the divergence of views, if any. Where panel members disagree, the majority will seek to assure that final recommendations will be constructed to achieve the broadest support by the panel.
3. Decisions should be made only when a quorum is present, defined as a majority of members.
4. The panel may opt to create subcommittees, and the chair may appoint subcommittee chairs and members for the study of specific issues.

## **D. Communications**

1. Panel members should communicate questions, issues, and suggestions to Berk & Associates who will coordinate actions and responses among the panel chair, subcommittee chairs, and members.
2. Panel members will be copied on communications sent to Berk & Associates. Supplemental materials a member or third party may want to provide to other members should be coordinated through Berk & Associates.
3. Email communications to panel members by individual members will preferably be copied to Berk & Associates in order to coordinate information sharing and responses among members.
4. Berk & Associates will create an email address where comments and questions can be directed and relayed to the panel and will forward all comments and questions from all sources to the panel at each meeting.
5. Berk & Associates and panel members will forward all media inquiries directly to the chair for response.
6. To the extent practicable, one or two interim briefings with the King County Council will be scheduled to keep council members and the public informed about the work of the panel.

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**SHERIFF'S BLUE RIBBON PANEL**  
***Preliminary Panel Work Program***

<b>Tentative Day/Date</b>	<b>Meeting/Agenda</b>
Through <b>March 8</b>	<ul style="list-style-type: none"> <li>• Appoint, announce, and convene the Sheriff's Blue Ribbon Panel. Develop a roster of contact information</li> <li>• Develop draft work programs, agendas, and operating principles (Berk)</li> <li>• Meet with the Sheriff's staff to plan and organize logistics (Berk)</li> <li>• Initial research into the current process and comparable agencies (Berk/Sheriff's Office)</li> </ul>
Wednesday <b>March 8</b>	<p><b>Panel Meeting 1 – Organization and Overview</b></p> <ul style="list-style-type: none"> <li>• <b><u>Part 1: Organizational Elements</u></b> <ul style="list-style-type: none"> <li>✓ Panel introductions</li> <li>✓ Review the panel's charge (Sheriff, Executive, Councilmembers, and Prosecutor)</li> <li>✓ Review and approve the operating guidelines</li> <li>✓ Review and approve the panel's preliminary work program</li> <li>✓ Review the flow of information and meeting materials (binders and background information)</li> </ul> </li> <li>• <b><u>Part 2: Disciplinary Process</u></b> <ul style="list-style-type: none"> <li>✓ Overview of Sheriff's Office services and work force</li> <li>✓ Overview of current misconduct and disciplinary procedures</li> </ul> </li> </ul>
Wednesday <b>March 22</b>	<p><b>Panel Meeting 2 – Problem Identification</b></p> <ul style="list-style-type: none"> <li>• Continue discussion of current procedures, including case studies</li> <li>• Employment Law 101: effect of current collective bargaining agreements</li> <li>• Problem identification</li> <li>• Identify comparable agencies and leading practices</li> <li>• Initial impressions and future directions for research</li> </ul>
Wednesday <b>April 12</b>	<p><b>Panel Meeting 3 – Development of Alternatives</b></p> <ul style="list-style-type: none"> <li>• Initial findings: leading practices</li> <li>• Discussion: How to incorporate leading practices into recommendations</li> <li>• Discussion: What constitutes a "good" disciplinary process and internal management system?</li> <li>• Discussion: What are relevant improvements the Sheriff's Office could make?</li> </ul>
Wednesday <b>April 26</b>	<p><b>Panel Meeting 4 – Development of Alternatives</b></p> <ul style="list-style-type: none"> <li>• Additional findings: leading practices</li> <li>• Discussion: preliminary recommendations</li> </ul>

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<b>Tentative Day/Date</b>	<b>Meeting/Agenda</b>
Wednesday <i>May 17</i>	<b>Panel Meeting 5 – Development of Alternatives</b> <ul style="list-style-type: none"> <li>• Additional findings: leading practices</li> <li>• Discussion: preliminary recommendations</li> <li>• Discussion: format for recommendations</li> </ul>
Week of <i>May 30</i>	<b>Brief the King County Council</b>
Week of <i>May 30</i>	<b>Panel Meeting 6 – Public Hearing</b> <ul style="list-style-type: none"> <li>• Presentation of preliminary findings/recommendations</li> <li>• Public hearing on preliminary findings/recommendations</li> </ul>
Wednesday <i>June 7</i>	<b>Panel Meeting 7 – Findings/Recommendations</b> <ul style="list-style-type: none"> <li>• Redraft and discuss preliminary findings/recommendations</li> <li>• Develop report structure and outline</li> </ul>
Wednesday <i>June 21</i>	<b>Panel Meeting 8 – Findings/Recommendations</b> <ul style="list-style-type: none"> <li>• Continue developing recommendations</li> <li>• Approve report outline</li> </ul>
Wednesday <i>July 5</i>	<b>Panel Meeting 9 – Panel Report</b> <ul style="list-style-type: none"> <li>• Adopt recommendations</li> <li>• Review and discuss draft report</li> </ul>
Week of <i>July 10</i>	<b>Report Preparation</b> <ul style="list-style-type: none"> <li>• Distribute draft report to panel for final review</li> <li>• Panel member edits and revisions by email</li> </ul>
Wednesday <i>July 19</i>	<b>Deliver the Final Report</b> to the King County Sheriff, the King County Executive, the King County Council, and the King County Prosecutor.

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# **Sheriff's Blue Ribbon Panel: Overview of the King County Sheriff's Office**

King County Sheriff's Office  
and Berk & Associates  
March 8, 2006

# Presentation Purpose

- Overview of Sheriff's Office today
- Context to review internal management systems for addressing misconduct and discipline
- Launch point for research and discussion questions

- KCSO Operational Master Plan (OMP) Phase 1, and Business Plan
  - Comprehensive plan for current and future agency operations, and response to changed conditions
- Proposed Council Ordinance 2006-0037
  - Proposes changes to systems for Sheriff's Office Oversight (staff report 3/2/2006)
- King County 2006 Proposed and Adopted Budgets

# Authority and Role

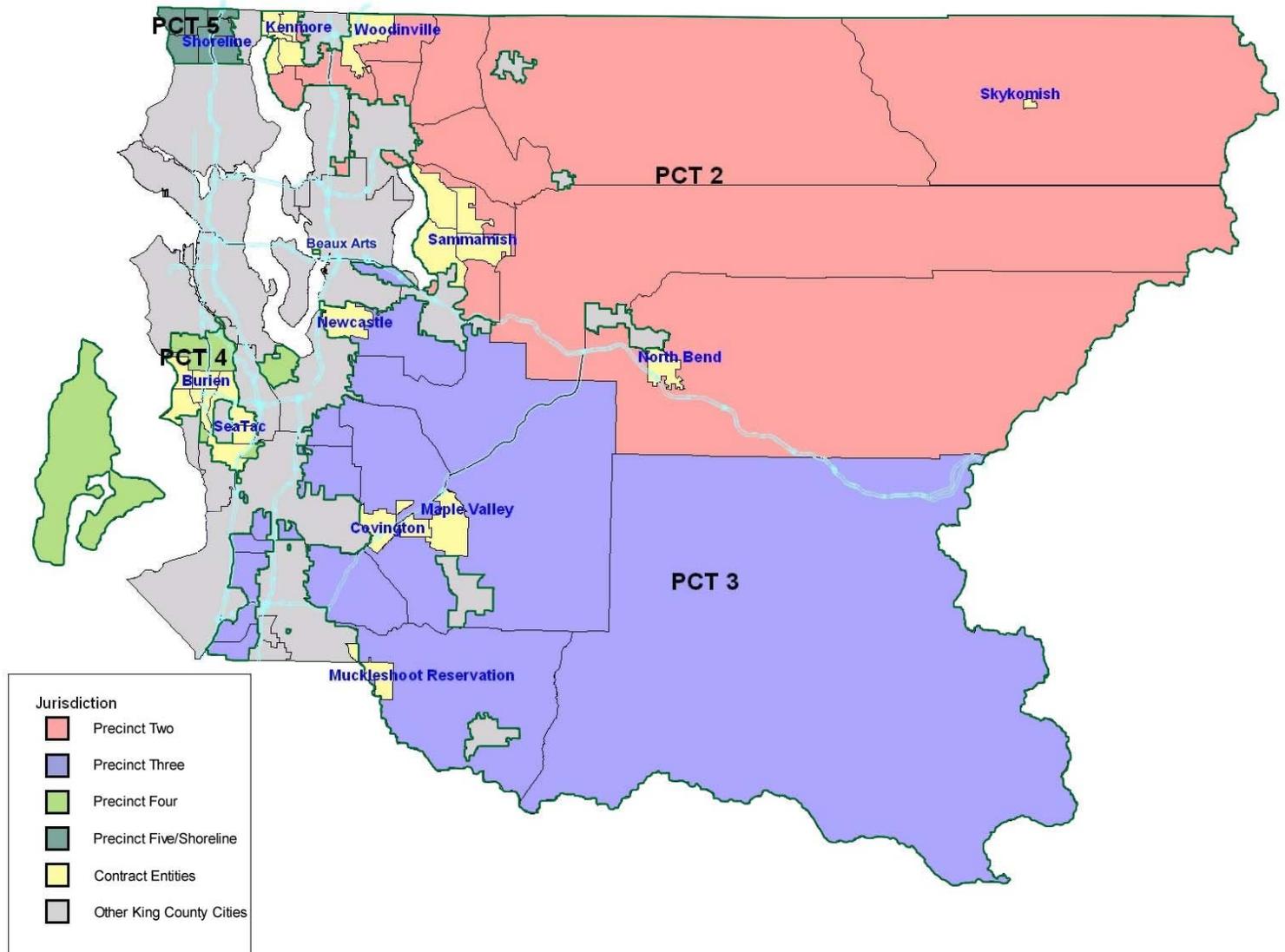
- State law (RCW 36.28.010) and County Charter establish the Sheriff's Office.
- The King County Sheriff's Office (KCSO) is the primary law enforcement agency in King County.
  - Law enforcement agency for over 350,000 people in unincorporated areas, and over 200,000 people in 12 contract cities (Beaux Arts, Burien, Covington, Kenmore, Maple Valley, Newcastle, North Bend, Sammamish, SeaTac, Shoreline, Skykomish, Woodinville)
  - Responsibility to provide regional, local unincorporated, and contract services
  - Contracts: Muckleshoot Indian Tribe, Metro Transit, King County International Airport, housing authorities, school districts, marine units
- King County Charter establishes the office as an elected position.
- Voters chose to transition back to elected Sheriff in 1997, after 30 years operating as Department of Public Safety (executive department).

# Population Served

<b>Precinct</b>	<b>Unincorporated Urban Populations within a "Top Ten" PAA</b>	<b>Unincorporated Urban Populations outside a "Top Ten" PAA</b>	<b>Unincorporated Rural Areas</b>	<b>Cities</b>	<b>Total</b>
Precinct Two	43,900	9,962	66,150	70,515	190,527
Precinct Three	108,000	8,937	61,476	40,145	218,558
Precinct Four	46,700	0	10,375	56,260	113,335
Precinct Five	0	0	0	52,740	52,740
<b>Total</b>	<b>198,600</b>	<b>18,899</b>	<b>138,001</b>	<b>219,660</b>	<b>575,160</b>

- King County has identified the “top ten” areas for annexation (PAAs), and is negotiating with the region’s cities to have these areas annexed in advance of 2012 (original GMA goal).
- Source: 2004 OFM and King OMB/Annual Growth Report data

# Population Served - 2



# Agency Direction

## **Vision**

- Our vision is to improve public safety by leading and promoting collaboration and professionalism in the criminal justice system.

## **Mission**

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

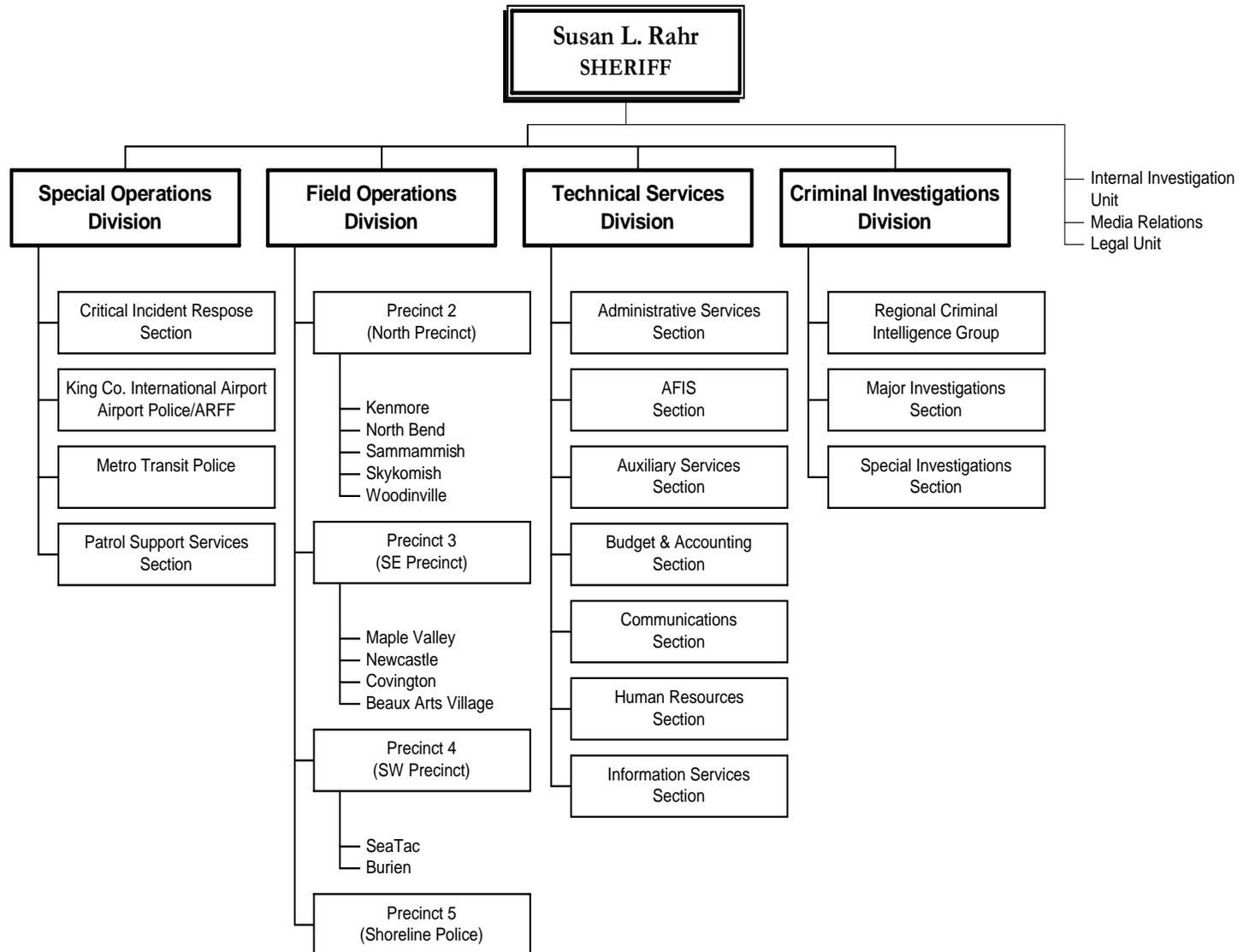
## **Goals**

1. Build trust and support within the community groups, government, and the profession that we serve.
2. Maintain safe and healthy communities by reducing crime and the fear of crime; effectively responding to critical incidents; and improving traffic safety.
3. Provide accountable and cost-effective law enforcement services.
4. Promote a highly skilled workforce.

## **Core Values**

- Leadership
- Integrity
- Service
- Teamwork

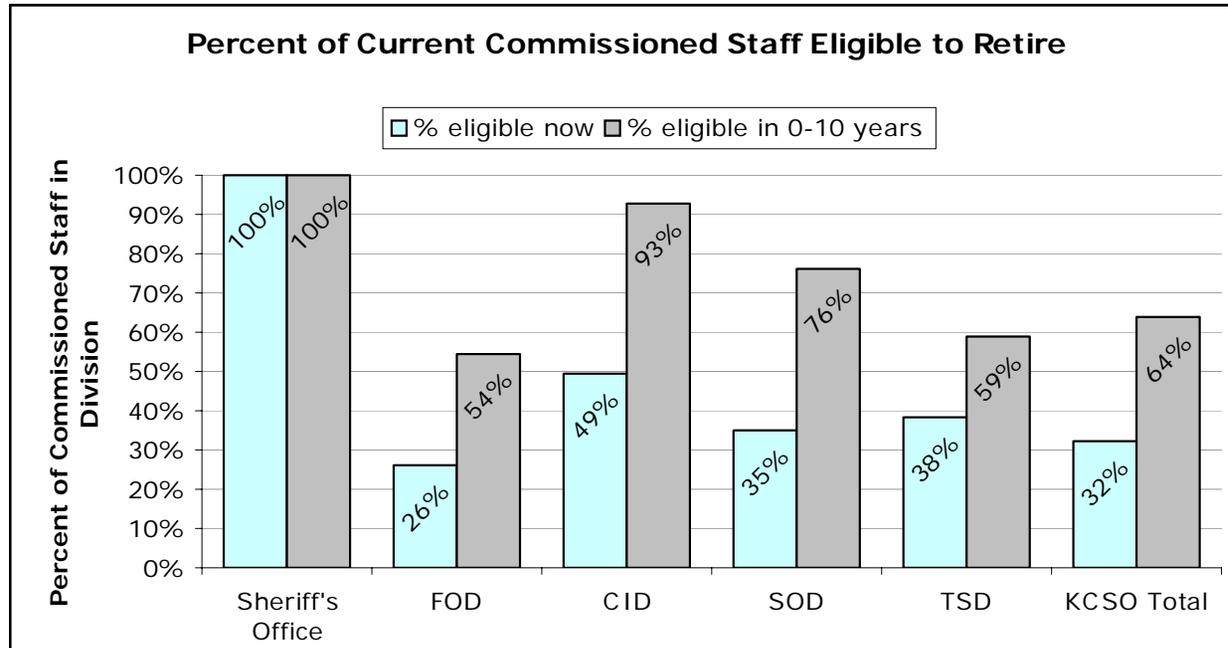
# Organization



# Workforce

- Total employment: 1,001 authorized FTEs
- 1,052 persons are on payroll (February 2006):
  - 732 commissioned
  - 320 non-commissioned
- Internal Investigations Unit reports directly to the Sheriff.

# Workforce



- Attrition of commissioned staff will be a major factor in planning over the next decade, with over two-thirds of current commissioned staff eligible for retirement. Many are in leadership or specialized positions.
- Combined with a typical 5% attrition rate, the agency has a need for recruiting, training, and succession planning.

# Budget

- Over 70% of the County's \$573 million Current Expense Fund is devoted to Law, Safety and Justice services.
- Sheriff's budget makes up about a third of Law, Safety and Justice resources.
- Sheriff's 2006 General Fund Adopted Budget: \$115.5 million and 1,001 FTEs
- Primary departmental funding sources: Current Expense (CX or general) fund and contract revenues
- City contracts are intergovernmental revenues that reimburse the general fund on an equivalent basis for appropriation needed to provide the service.
- The Regional Automated Fingerprint Identification System (AFIS) is fully funded by a countywide levy specifically for that program. A new AFIS levy will be presented to voters in 2006.

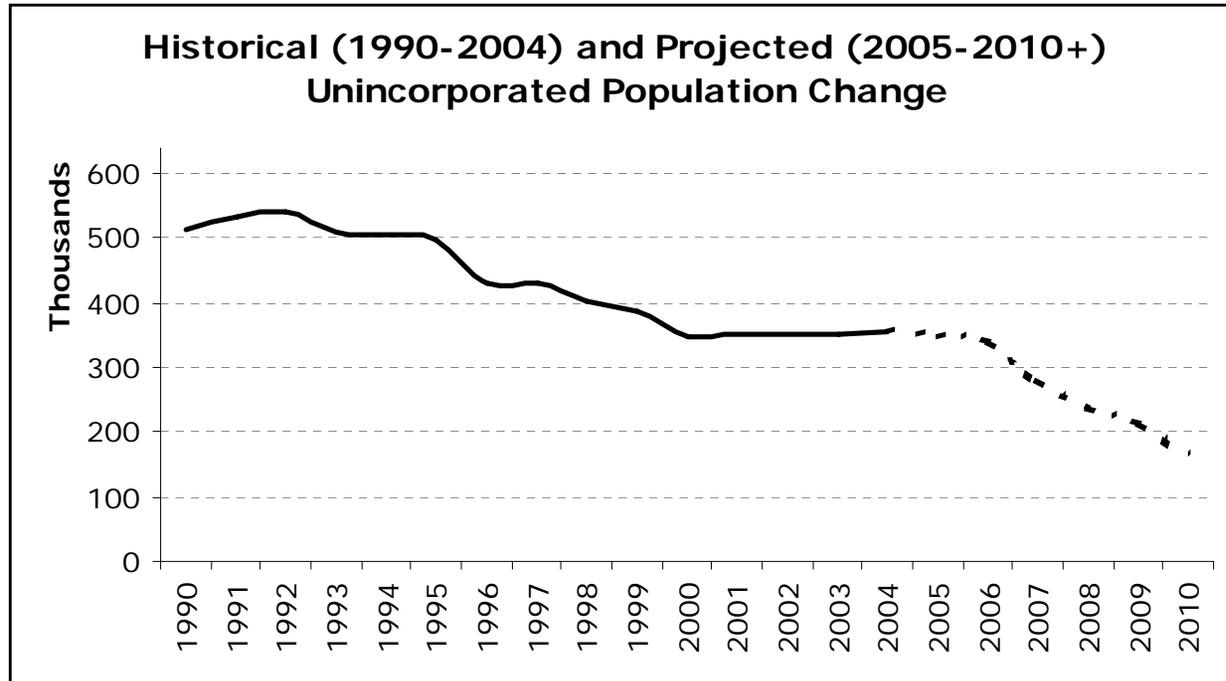
# Labor Organizations

- Deputy positions are currently open continuously, and professional positions open regularly. KCSO must abide by civil service rules and labor agreements negotiated by King County Human Resources.
- King County Human Resources (HRD) supports the Sheriff's Office Personnel Unit by providing civil service oversight and testing. Labor organizations include:
  - King County Police Officers Guild (deputies and sergeants)
    - Agreement in effect through December 31, 2007
  - SEIU Local 519 (separate contracts for captains, communication specialists, and other professional staff)
    - Captains: contracts signed through December 31, 2008
    - Communication Specialists: contracts signed through December 31, 2008
    - Other Professionals: in effect through December 31, 2005
  - King County Court Protection Guild (security assistants)
    - In effect through December 31, 2005

# Change Dynamics

- **Annexations** will create a loss of service area, population, and workload; each is measured individually.
- Even with annexations, the Sheriff's Office will continue to serve about 165,000 people in unincorporated King County (assuming some growth in these areas). Those residents report satisfaction with current service levels.
- **Contracts** will represent a growing portion of workload and funding. Opportunities for growth exist but are limited.
- **Crime** is fairly stable throughout the service area.
- **Partnerships** between law enforcement agencies will become increasingly important as crime crosses jurisdictions and agencies face limited revenue streams.
- Expected staff attrition focuses attention on the need for **succession planning and training**. Roughly 2/3 of sworn staff will become eligible for retirement in the next ten years.

# Governance Trends

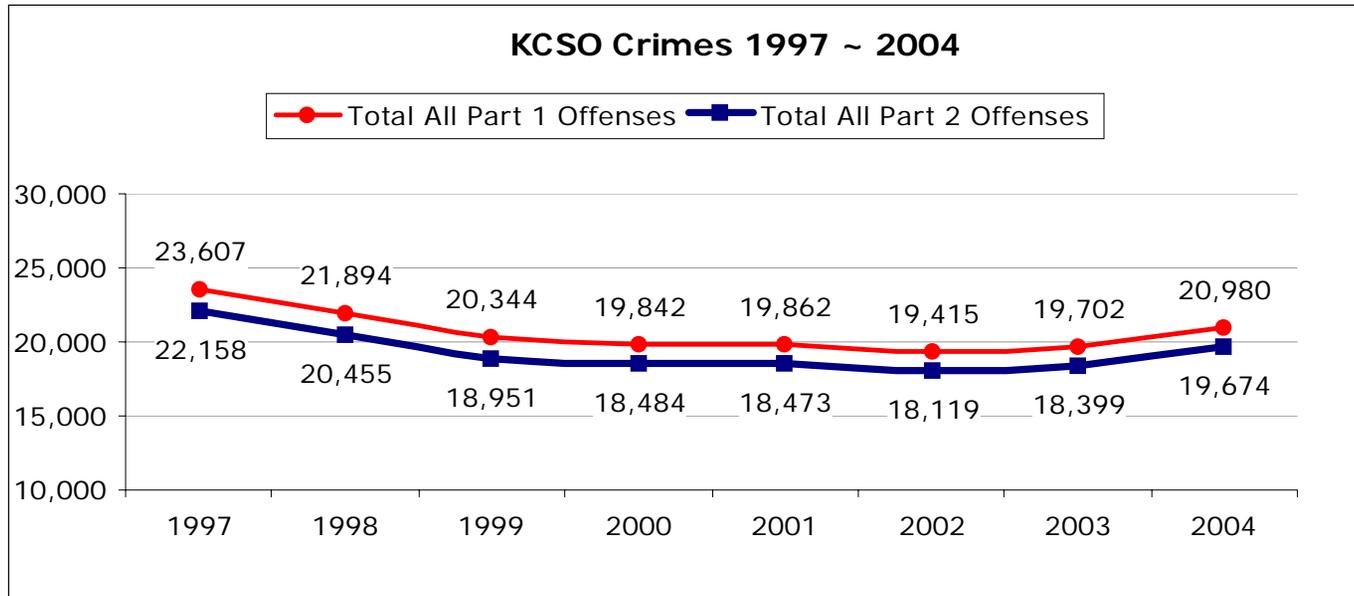


- KCSO expects to lose areas that will annex to cities and not contract for police services.
- The unincorporated population will remain at an estimated 165,000 people who live in a variety of places, from pockets adjacent to urban areas (and sometimes across the street from large developments) to farmland in rural southeast King County.

# Contract Program

- Has evolved from “one size fits all” to partnership model: philosophy is to work as partners to achieve optimum balance between local control and cost effective services to meet the needs of the community.
  - King County accepts all liability for police actions and contract outlines identical discipline system for cities as KCSO.
  - King County manages all personnel, standards of performance, discipline, and all other aspects of performance.
  - King County handles all contract negotiations, recruiting, hiring, and mandated training.
    - Cities may still choose the officers serving them.
  - The cost model is designed to achieve full cost recovery.

# Crime Trends



- Little change: violent crime has been flat or on a slight downward trend and property crime trends are flat or declining. The last 3 years show increasing numbers in these types of crime.
- Much of the burglary, larceny, auto theft, fraud and identity theft crime has some level of 'meth'-related involvement. Drug addiction and alcohol abuse are significant 'drivers' for these crimes.

# Training Mandates

- Supervisory staff training of up to 80 hours per person (King County)
- All peace officers to attend 24 hours of in-service training per calendar year (WAC 139-05-300)
- Three levels of career-level certification, including core and minimum 72 hours of applicable elective training (WAC 139-25-110)
- Specialized training for successful investigation and prosecution
- OSHA, WISHA safety training
- Department of Homeland Security incident command training

# 100-Day Plan

- The Sheriff has set out a "100-Day Plan" to provide clear direction to the organization early in her term.
- Division chiefs are to map out a strategy for the following six initiatives in 2006:
  - Focus on Our Core Mission: Community Safety
  - Decentralize Budget and Cost Management
  - Develop Performance Standards, Measurements and a Performance Evaluation System.
  - Improve Operational Performance
  - Create a Career Development Plan
  - Broaden Organizational Communications

# Management Initiatives

- KCSO received a \$250,000 grant from the federal COPS office to implement *Hiring in the Spirit of Service*. The KCSO plan proposes changes to the deputy recruiting and selection process in an effort to hire public-spirited and service-oriented deputies.
- A 2006 budget initiative included hiring a consulting firm to advise on national best practices and conducting a peer agency survey for benchmarking, to create agency performance measures.
- KCSO has already implemented the KCSO community satisfaction survey as a benchmarking tool to gather performance information from customers.
- KCSO developed performance measures at the program level for OMP Phase 1 based on established measures, management feedback, and industry best practices. More development will follow in Phase 2.

# Peer Agencies

County	State	Contract Cities	Total Population	Unincorporated Population	Contract City Population	Total Population Served	Total Sheriff FTEs
King	WA	12	1,737,034	349,769	213,374	563,143	653
Pierce	WA	2	700,820	339,477	39,022	378,499	340
St. Louis	MO	6	1,016,315	312,887	45,856	358,743	691
Ventura	CA	5	753,197	97,745	227,002	324,747	796
Oakland	MI	15	1,194,156		271,756	271,756	954
Santa Clara	CA	4	1,682,585	104,280	91,774	196,054	445
Alameda	CA	1	1,443,741	134,843	29,973	164,816	909
Pinellas	FL	10	921,482	284,932	106,820	391,752	860
Sacramento	CA	2	1,223,499	616,700	85,071	701,771	1,373
San Bernardino	CA	13	1,709,434	290,000	546,696	836,696	1,421
Orange	CA	12	2,846,289	208,000	470,873	678,873	1,772
Broward	FL	14	1,623,018	62,329	412,780	475,109	1,311

Survey is underway to benchmark service and staffing. Peers:

- Serve a mix of urban and rural areas;
- Have contracts; and
- Staff at a level that is within a range of KCSO staffing.

# Future OMP Strategies

In 2006-2007, OMP Phase 2 Strategies will focus on selected strategies relevant to Panel review:

- Implement an accountability model that improves achievement of results and improves effectiveness and efficiency of the organization;
- Provide on-going training for all department staff;
- Create a career development program;
- Develop an individual accountability model; and
- Develop a long-term recruiting and hiring plan.

# Summary

Panel's work could focus on questions relevant to reviewing discipline and internal management systems which may be affected by:

- Workforce and training
- Labor relations
- Current management initiatives
- Capacity for data tracking and technology development
- “Model” or leading practices in peer agencies

Panel: Initial questions and areas of interest?

# King County Sheriff's Office Personnel Misconduct Investigation Process

