

PROPOSAL FOR

# POLICING SYSTEM AND OPERATIONAL REVIEW STUDY

Shoreline, Washington



## CPSM<sup>®</sup>

CENTER FOR PUBLIC SAFETY MANAGEMENT, LLC  
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### ICMA

Exclusive Provider of Public Safety Technical Services for  
International City/County Management Association



Center for Public Safety Management, LLC

March 19, 2023

Bristol S. Ellington  
City Manager  
City of Shoreline  
17500 Midvale Avenue N  
Shoreline, WA 98133

Dear Mr. Ellington:

The *Center for Public Safety Management, LLC, (CPSM)* as the exclusive provider of public safety technical assistance for the International City/County Management Association, is pleased to submit this proposal to the City of Shoreline, Washington for a Policing System and Operational Review Study. The CPSM approach is unique and more comprehensive than ordinary accreditation or competitor studies.

We normally would begin our studies with a comprehensive, forensic analysis of data to determine the "as-is" conditions in the department. However, for this study, that will not be needed as the focus will be on review and third party validation.

The city specifications outline having a Third-Party Accountability Study conducted for its Police Department. The intent of this study is to ensure public trust and safety and to improve the relationship between the police and the community they serve. The study should examine the internal control within the police to determine if effective internal control mechanisms are in place, both from a preventive and reactive perspective. Such mechanisms have the following three components:

- Professional and integrity standards – are there comprehensive professional standards (codes of conduct), providing clear guidance on the exercise of policing duties and powers in practice.
- Ongoing supervision and monitoring – are there compliance of day-to-day policing practices with the law, policies, and integrity standards; and detect unlawful and/or unethical behavior.
- Internal reporting and disciplinary mechanisms – are there mechanisms in place to handle both internal reports of wrongdoing and public complaints against the police in an impartial, timely and thorough manner.
- The study should evaluate existing control mechanisms compared to national standards, best practices, and by comparison to other departments. It should focus on the structure of control mechanisms, not audit, or evaluate individual cases or results.

CPSM will look at all functions of the department to determine whether there are adequate monitoring and control provisions in place and, if not, recommendations for establishing such provisions.

In addition to evaluating the control mechanisms within Shoreline Police and KCSO, the study will evaluate whether the Shoreline City Manager has adequate control and/or input into police operations, staffing, and discipline decisions as compared to other jurisdictions, specifically given the contract between KCSO and Shoreline. Further, the study will evaluate whether the Shoreline City Council has adequate policy oversight compared to other jurisdictions given the contract between KCSO and Shoreline.

CPSM has built upon nearly 40 years of research by ICMA and other academic researchers to develop the processes we use in developing analysis. For this project, a subject matter team will look at the operational structure of the department as well as conduct interviews and charrettes to identify any instances of unlawful or unethical behavior against national standards. Members of CPSM are currently serving on a number of national committees that are working to identify criteria that can be used across the country. The CPSM Director represents ICMA in an ongoing study with the American Psychological Association Chief Executive Officer to utilize psychology to make a constructive impact on the critical societal issue of police use of force against Black people in the United States. That group is also looking at further expansion to other minorities in an effort to rebuild trust and accountability. Chief Jarrod Burguan, who will be team lead, has extensive experience with police accountability reviews.

The City of Shoreline is a fast-growing first-tier suburb located just north of the City of Seattle, in King County, Washington. Shoreline is part of the Seattle Metropolitan area, the 14<sup>th</sup> largest metropolitan area in the United States and home to an estimated 3.8 million people. According to the U.S. Census Bureau, Shoreline's population is approximately 60,288. The racial and ethnic makeup of Shoreline is 67.95% White, 15.49% Asian, 6.42% Black or African American, 6.15% Two or more races, 2.99% Other race, 0.5% Native Hawaiian or Pacific Islander, and 0.49% Native American.

Police services are provided through a contractual agreement with the King County Sheriff's Office (KCSO). There is a total of 53 positions in the Police Department comprising of:

- 1 Police Chief
- 2 Captains
- 8 Sergeants
- 9 Detectives
- 30 Deputies (25 Patrol & 5 Traffic)
- 3 Administrative Staff (including 1 Non-Commissioned Community Services Officer)

CPSM is very familiar with the King County Policing model, having studied and written about the system beginning with the administration of Sheriff Susan L. Rahr. Sheriff Rahr will not be on the team for this project but will be available to assist our SME's with background information and any Washington State specific issues.

This proposal is specifically designed to provide the local government with a thorough and unbiased analysis of emergency services in your community. We have developed a unique approach by combining the experience of dozens of emergency services subject matter experts. The team assigned to the project will have hundreds of years of practical experience

managing emergency service agencies, a record of research, academic, teaching and training, and professional publications, and extensive consulting experience from hundreds of projects completed for municipalities nationwide. The team we assemble for you will be true "subject matter experts" with hands-on emergency services experience, not research assistants or interns.

ICMA has provided direct services to local governments worldwide for almost 100 years, which has helped to improve the quality of life for millions of residents in the United States and abroad. My colleagues at CPSM and I greatly appreciate this opportunity and would be pleased to address any comments you may have. I can be reached at 616-813-3782 or via email at [twieczorek@cpsm.us](mailto:twieczorek@cpsm.us).

Sincerely,

A handwritten signature in blue ink, appearing to read "Thomas J. Wieczorek". The signature is fluid and cursive, with the first name being the most prominent.

Thomas J. Wieczorek  
Director  
Center for Public Safety Management, LLC

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# THE ASSOCIATION & THE COMPANY

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## International City/County Management Association (ICMA)

The [International City/County Management Association \(ICMA\)](#) is a 109-year-old, non-profit professional association of local government administrators and managers, with approximately 13,000 members located in 32 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments and their managers in providing services to their citizens in an efficient and effective manner. ICMA advances the knowledge of local government best practices with its [website](#), [www.icma.org](http://www.icma.org), publications, research, professional development, and membership.

## Center for Public Safety Management (CPSM)

The ICMA [Center for Public Safety Management \(ICMA/CPSM\)](#) was launched by ICMA to provide support to local governments in the areas of police, fire, and Emergency Medical Services.

The Center also represents local governments at the federal level and has been involved in numerous projects with the Department of Justice and the Department of Homeland Security. In 2014 as part of a restructuring at ICMA, the Center for Public Safety Management (CPSM) spun out as a separate company and is now the exclusive provider of public safety technical assistance for ICMA. CPSM provides training and research for the Association's members and represents ICMA in its dealings with the federal government and other public safety professional associations such as CALEA, PERF, IACP, IFCA, IPMA-HR, DOJ, BJA, COPS, NFPA, etc.

The Center for Public Safety Management, LLC maintains the same team of individuals performing the same level of service that it had for ICMA. CPSM's local government technical assistance experience includes workload and deployment analysis, using our unique methodology and subject matter experts to examine department organizational structure and culture, identify workload and staffing needs as well as industry best practices.

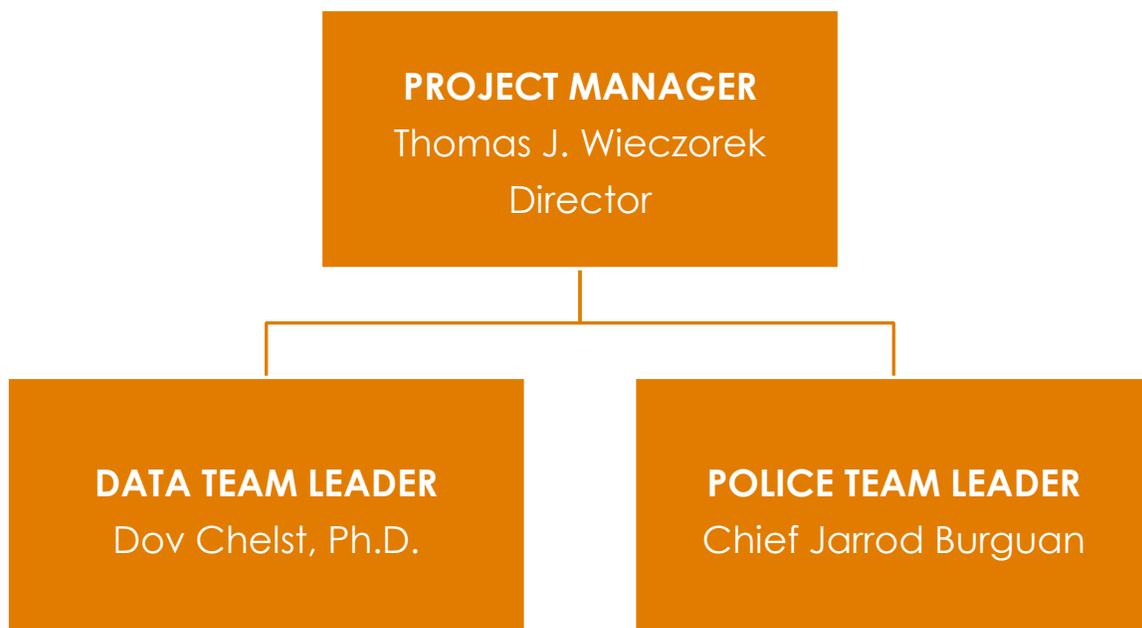
We have conducted over 400 such studies in 46 states and provinces and more than 275 communities ranging in population size 3,300 (Lewes, DE) to 800,000 (Indianapolis, IN).

# MEET YOUR TEAM -- POLICE

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For this project CPSM will assemble a premier team of experts from a variety of disciplines and from across the United States. The goal is to develop recommendations that will enable it to produce the outcomes necessary to provide critical emergency services consistent with the community's financial capabilities. The team will consist of a project manager, one Operations Leader and several senior public safety experts selected from our staff to meet the specific needs of the municipality.

**The management organizational chart for the project includes the following key team members**



# CORPORATE COMPLIANCE POLICE UNIT

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## PROJECT MANAGER

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### THOMAS WIECZOREK

Director, Center for Public Safety Management; retired City Manager Ionia, MI; former Executive Director Center for Public Safety Excellence



#### BACKGROUND

Thomas Wieczorek is an expert in fire and emergency medical services operations. He has served as a police officer, fire chief, director of public safety and city manager and is former Executive Director of the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International, Inc.).

He has taught numerous programs for the International City-County Management Association, Grand Valley State University, the National Highway Traffic Safety Administration (NHTSA), State of Michigan's Transportation Asset Management Council, and Grand Rapids Community College. He often testified for the Michigan Municipal League before the legislature and in several courts as an expert in the field of accident reconstruction and fire department management. He is the past president of the Michigan Local Government Manager's Association (MLGMA, now MME); served as the vice-chairperson of the Commission on Fire Officer Designation; served as ICMA's representative on the International Accreditation Service (IAS), a wholly owned subsidiary of the International Code Council (ICC); and currently serves on the NFPA 1710 and 1730 committee.

He worked with the National League of Cities and the Department of Homeland Security to create and deliver a program on emergency management for local officials titled, "Crisis Leadership for Local Government Officials." It has been presented in 43 states and has been assigned a course number by the DHS. He represents ICMA on the Emergency Management Assistance Compact (EMAC) Board and other fire service participation areas. In 2022 he worked with ICMA to create a FEMA program on economic recovery from disasters for local government managers. It has been delivered via webinar and in person across the United States.

He received the Mark E. Keane "Award for Excellence" in 2000 from the ICMA, the Association's highest award and was honored as City Manager of the Year (1999) and Person of the Year (2003) by the Rural Water Association of Michigan, and distinguished service by the Michigan Municipal League in 2005.

## MANAGING PARTNER

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### LEONARD A. MATARESE, MPA, ICMA-CM, IPMA-CP

Director of Research and Project Development, Center for Public Safety Management



#### BACKGROUND

Mr. Matarese is a specialist in public sector administration with expertise in public safety issues. He has 44 years' experience as a law enforcement officer, police chief, public safety director, city manager and major city Human Resources Commissioner. He was one of the original advisory board members and trainer for the first NIJ/ICMA Community Oriented Policing Project which has subsequently trained thousands of municipal practitioners on the techniques of the community policing philosophy over the past 18 years. He has managed several hundred studies of emergency services agencies with attention to matching staffing issues with calls for service workload.

Recognized as an innovator by his law enforcement colleagues, he served as the Chairman of the SE Quadrant, Florida, Blue Lighting Strike Force, a 71 agency, U.S. Customs Service anti-terrorist and narcotics task force and as president of the Miami-Dade County Police Chief's Association – one of America's largest regional police associations. He represents ICMA on national projects involving the United States Department of Homeland Security, The Department of Justice, Office of Community Policing and the Department of Justice, Office Bureau of Justice Assistance. He has also served as a project reviewer for the National Institute of Justice and is the subject matter expert on several ICMA / USAID police projects in Central America. As a public safety director, he has managed fire / EMS systems including ALS transport. He was an early proponent of public access and police response with AEDs.

Mr. Matarese has presented before most major public administration organizations annual conferences on numerous occasions and was a keynote speaker at the 2011 annual PERF conference. He was a plenary speaker at the 2011 TAMSEC Homeland security conference in Linköping, Sweden and at the 2010 UN Habitat PPUD Conference in Barcelona, Spain.

He has a master's degree in Public Administration and a bachelor's degree in Political Science. He is a member of two national honor societies and has served as an adjunct faculty member for several universities. He holds the ICMA Credentialed Manager designation, as well as Certified Professional designation from the International Public Management Association-Human Resources. He also has extensive experience in labor management issues, particularly in police and fire departments. Mr. Matarese is a life member of the International Association of Chiefs of Police and of ICMA.

# FORENSIC DATA ANALYSIS TEAM

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## DATA ASSESSMENT TEAM – PROJECT LEADER

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DOV CHELST, PH.D.

Director of Quantitative Analysis



### BACKGROUND

Dr. Chelst is an expert in analyzing public safety department's workload and deployment. He manages the analysis of all public safety data for the Center. He is involved in all phases of The Center's studies from initial data collection, on-site review, large-scale dataset processing, statistical analysis, and designing data reports. To date, he has managed over 140 data analysis projects for city and county agencies ranging in population size from 8,000 to 800,000.

Dr. Chelst has a Ph.D. Mathematics from Rutgers University and a B.A. Magna Cum Laude in Mathematics and Physics from Yeshiva University. He has taught mathematics, physics and statistics, at the university level for 9 years. He has conducted research in complex analysis, mathematical physics, and wireless communication networks and has presented his academic research at local, national and international conferences, and participated in workshops across the country.

## SENIOR PUBLIC SAFETY SUBJECT MATTER EXPERT -- GIS

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DAVID MARTIN, PH.D.

Senior Researcher in the Center for Urban Studies, Wayne State University



### BACKGROUND

Dr. Martin specializes in public policy analysis and program evaluation. He has worked with several police departments to develop crime mapping and statistical analysis tools. In these projects, he has developed automated crime analysis tools and real-time, dashboard-style performance indicator systems for police executive and command staff. Dr. Martin teaches statistics at Wayne State University. He is also the program evaluator for four Department of Justice Weed and Seed sites. He is an expert in the use of mapping technology to analyze calls for service workload and deployments.

## PUBLIC SAFETY DATA ANALYST

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SHAN ZHOU, PH.D.



### BACKGROUND

Dr. Shan Zhou specializes in the analysis of police data. Shan brings extensive experience in scientific and clinical data analysis. Prior to CPSM, she worked as an associate scientist at Yale School of Medicine. Shan has a MS in Business Analytics and Project Management from University of Connecticut and a PhD in Cell biology, Genetics and Development from University of Minnesota.

# OPERATIONS ASSESSMENT TEAM

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## POLICE PROJECT MANAGER

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### CHIEF JARROD BURGUAN, B.S., M.A.

Chief of Police, San Bernardino Police Department



#### BACKGROUND

Chief Burguan served 29 years in local law enforcement, with 10 years of that experience in senior management positions. He retired as the Chief of Police for the San Bernardino (Ca) Police Department in 2019.

During his career, Chief Burguan worked a variety of assignments in the patrol, traffic, investigative and administrative divisions of the department. He has the unique experience of managing a police department through a municipal bankruptcy while maintaining day to day operational effectiveness. He has been an invited speaker at conferences and training events throughout the country and internationally on police response to active shooter events following both an elementary school active shooter in 2016 and the 2015 terrorist attack in San Bernardino.

Since retiring from the department in 2019, Chief Burguan has continued to work as a consultant for municipal government and media organizations and has served as an advisor for the Department of Justice – ICITAP program. He holds a bachelor's degree in business and a Master's Degree in Management from the University of Redlands. He is also a graduate of the California Command College, the FBI's Law Enforcement Executive Development program and the Senior Management Institute for Police through the PERF.

## SENIOR ASSOCIATE

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### CHIEF ROBERT HANDY, M.S.

Chief of Police, Huntington Beach Police Department, San Bernardino Police Department



#### BACKGROUND

Chief Robert Handy is 30-year law enforcement professional having served in a wide variety of assignments from Patrol Officer to Police Chief. Handy served in three separate jurisdictions: Huntington Beach, California; San Bernardino, California; and Phoenix, Arizona.

Chief Handy worked a wide variety of assignments from officer/detective through leadership positions in all divisions of a police agency and has been involved in training and teaching for decades. His broad base of experience includes firearms instructor, arrest tactics/use of force instructor, academy instructor, in-service instructor, and veteran university teacher. Chief Handy has obtained a bachelor's and master's degree in Public Administration and is a graduate of the FBI National Academy.

Chief Handy has taught and developed police officers and police leaders from agencies across the Country. His diverse experiences from three jurisdictions, combined with years of academic research and teaching, has provided Handy with vast knowledge and expertise in police practices, training, and every other aspect of contemporary policing.

## SENIOR ASSOCIATE

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### CHIEF CRAIG JUNGINGER (RET), BS, MPA

Retired Chief of Police, Gresham, Oregon, former Huntington Beach Police Captain



#### BACKGROUND

Chief Junginger had over 38 years' experience as a law enforcement professional. He served as the Chief of the Gresham, Oregon Police since December 2008 until his retirement in June 2016. Gresham is a community with a population of 110,000 just to the east of Portland. He led a department of 130 sworn officers and 47 civilian employees, with a budget of \$31 million. He also served on the board of the Oregon Police Chief's Association.

Chief Junginger began his career at the Bell-Cudahy Police department in 1979. He worked as a K-9 Officer, Detective, and Patrol Officer. In 1985 he transferred to the Huntington Beach Police

Department where he remained until his retirement in November 2008. While at Huntington Beach, he was a Patrol Officer, Beach Detail Officer, Field Training Officer, SWAT Officer, Traffic Motor Officers, Community Policing Officer, and Narcotics Detective. In 1999 he promoted to Sergeant where he worked Patrol, Downtown Foot Beat, Support Services, Vice and Intelligence and Internal Affairs. He promoted to Lieutenant in 2003 and worked as the Community Policing Commander responsible for all major event planning, Watch Commander and as the Chief's Executive Officer. In 2007 he promoted to the rank of Captain and was assigned to Administrative Operations consisting of Communications, Budget, Personnel, and Property and Evidence.

He holds a master's degree from California State University, Long Beach, a bachelor's degree from University of La Verne and an associate degree from Rio Hondo Community College.

He attended the FBI National Academy Class 224 in Quantico Virginia, California Post Command College, West Point Leadership Program, POST Executive Development Program and the POST Supervisory Leadership Institute. While in Command College he was published for his article "How will we train police recruits of the millennial generation in the year 2012," and as the Chief of Gresham he was published for an article he authored on leadership.

He was awarded the Medal of Valor in 1989 for his encounter with an armed bank robber.

## SENIOR ASSOCIATE

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### CHIEF JOHN E. PEREZ, B.S., M.S., PH.D.

Chief of Police, City of Pasadena Police Department

#### BACKGROUND

John E. Perez has served as the Chief of Police for the City of Pasadena (CA) since 2018 and has been with the Department since 1985. His 35 years of public safety experience includes an array of specialized assignments in enforcement, special tactics, administration, and community initiatives. He served as the Counter-Terrorism Intelligence Officer immediately after the 9/11 terrorist attack in developing security/safety measures for Pasadena's Tournament of Roses



Parade, Rose Bowl, and special events. After serving as the Special Enforcement Section Sergeant and developing policing initiatives in lowering gang violence while improving community trust and confidence, he was appointed by California's Commission on Peace Officer Standards and Training to provide best practices on developing statewide initiatives.

He is the recipient of Mayor's Special Service Award for his work in developing community initiatives and has been twice awarded with the Police Chief's Excellence in Policing merit award. Chief Perez has served in the various ranks of the Department to include Deputy Chief of Police from 2016-2018.

Chief Perez led the development of several internal initiatives that decreased the use of force by 50% through immersive training and self-improvement from use of Body-Worn Camera (BWC), as well other initiatives to increase community awareness of policing challenges through programs such as "Policing 101" and "Community Conversations" – each intended to develop and educate community members, youth, and the media on policing topics as well as learning from the community.

Chief Perez serves on the Pasadena Educational Foundation, Patron Saints Foundation, and is a graduate of the California Peace Officers and Standards Executive Management School as well as holding a POST executive certificate. Chief Perez possesses a bachelor's degree in Criminal Justice, a master's degree in Behavior Science, and a PhD in Public Administration. He serves on the board of the California Police Chiefs Association and the National Police Foundation.

## SENIOR ASSOCIATE

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### DEPUTY CHIEF WAYNE HILTZ (RET)

Former Interim Chief of Police at Pasadena and Irwindale Police Departments

#### BACKGROUND



Wayne has 33 years of experience in municipal law enforcement. This includes a broad range of experience in nearly every facet of policing from patrol, gang enforcement, and undercover narcotics to internal affairs investigations and community relations. The last 13 years were spent at command and executive levels. In his capacity as Deputy Police Chief, he served as the chief operating officer of the Pasadena Police Department, responsible for all day-to-day operations including internal audits and inspections. As well, he was responsible for operations related to the Tournament of Roses Parade and Rose Bowl events to include World Cup Soccer and BCS Championship games. For a period of nearly two years, he served in the capacity of Interim Chief of Police at both the Pasadena and

Irwindale Police Departments.

He has extensive experience in managing budgets and has served as a budget instructor for the California Commission on Peace Officer Standards and Training. He was selected by the Los Angeles County Police Chiefs Association to represent the 45 member agencies in negotiations for Homeland Security Grants for a three-year period. He also served as President of the San Gabriel Peace Officers Association. He has served on the boards of community-based organizations with focus on addressing homeless issues, substance abuse, and juvenile violence. Wayne holds a Bachelor of Science degree in Police Science and Administration from California

State University at Los Angeles. Executive training includes the FBI Southwest Command College and the Senior Management Institute for Police.

## SENIOR ASSOCIATE

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### SHERIFF SUSAN L. RAHR, B.A.

Sheriff (retired), King County Sheriff's Office; Executive Director (retired), Washington State Criminal Justice Training Commission



#### BACKGROUND

Sue Rahr began her 42-year law enforcement career as a deputy with the King County Sheriff's Office in 1979 and worked her way up through the ranks until she was elected Sheriff in 2005.

She served as Sheriff for another seven years, retiring in 2012. She was responsible for over 1,000 employees, a \$150 million budget, and contract police services in 12 cities and transit policing for the Seattle/Puget Sound region.

She led KCSO to CALEA National Accreditation in 2010 and was awarded "2010 Elected Official of the Year" by the Municipal League. In 2012 she was appointed Executive Director of the Washington State Criminal Justice Training Commission where she served for nine years and was responsible for training all city and county law enforcement and corrections officers in the state, as well as many other criminal justice professionals.

She served as a member of the "Executive Session on Policing" at the Harvard Kennedy School from 2011-2014; served on the "President's Task Force on 21 st Century Policing" in 2015; is a consultant with the NYU Law School Policing Project to Reimagine Policing; is the Co-Founder of the Center on Police Culture; serves as an advisor to many national police reform programs and organizations including the Council on Criminal Justice, Law Enforcement Action Partnership, Law Enforcement Leaders to Reduce Crime and Incarceration, and the Innovative Policing Program at Georgetown University with ABLE (Active Bystandership for Law Enforcement) and Police for Tomorrow.

She has served on many non-profit community and professional boards and held the following offices:

- President – Washington Association of Sheriffs and Police Chiefs
- Commissioner – Washington State Criminal Justice Training Commission
- Executive Board – National Sheriffs Association
- Board of Directors for the National Police Foundation

She graduated Cum Laude with a BA in Criminal Justice from Washington State University and is a graduate of the National Sheriff's Institute and the FBI National Executive Institute. She co-authored the seminal academic paper about transforming the training culture at the WA State Criminal Justice Training Commission – published in 2015 by the Harvard Kennedy School and the National Institute of Justice – introducing the national dialogue on shifting police culture from warriors to guardians. She is married to a retired high school teacher, has two adult sons and two grandchildren.

## SENIOR ASSOCIATE

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### VICTOR LAURIA

Retired Assistant Police Chief, Novi Police Department



#### BACKGROUND

Victor Lauria retired as an Assistant Chief of Police with the Novi Police Department after serving the community for nearly 28 years. Over the course of his career, he has served in a wide variety of positions which include police officer, K-9 handler, detective, undercover narcotics detective, crisis negotiator and numerous supervisory positions. In 2009, the City of Novi combined their police and fire administrations into a Public Safety Administration. Victor was responsible for various supervisory roles within the Police and Fire Departments.

Victor earned a Bachelor of Science degree from Northern Michigan University, a Master of Science, with a concentration in Emergency Management, from Eastern Michigan University and he holds a graduate certificate from the University of Virginia. He also attended the 250<sup>th</sup> Session of the Federal Bureau of Investigations National Academy in Quantico, Virginia. He is also certified as Firefighter I and Firefighter II by the State of Michigan.

Mr. Lauria is currently employed as a faculty member at Madonna University. He is the Interim Chairperson of the Criminal Justice Department and the Program Director for the Emergency Management, Fire Science and Occupational Safety and Health programs. He instructs a wide variety of undergraduate and graduate courses. He is a regular guest lecturer at Eastern Michigan University's Police Staff and Command Executive Leadership Program.

## SENIOR ASSOCIATE

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### DEPUTY CHIEF MARTIN BAEZA, B.A., M.A.

Retired Deputy Chief, Los Angeles Police Department



#### BACKGROUND

Deputy Chief Baeza served with the Los Angeles Police Department for thirty-two years and spent the last fourteen years in senior management positions. His depth of experience includes a variety of assignments in Patrol Operations, Detective, Specialized Divisions and Administrative Offices.

He retired from the Los Angeles Police Department as the Commanding Officer of the Personnel and Training Bureau overseeing Human Resources and training for all sworn and non-sworn employees of the Department.

He led various Operational Commands and the Police Academy. He restructured crime reduction strategies, implemented smart policing concepts and community engagement programs. He was recognized for his creative community policing incentives and was a two-time recipient of the Excellence in Leadership Award for Community Policing.

Chief Baeza was invited to participate as a Los Angeles Police Department International Delegate in Abu Dhabi, United Arab Emirates. He presented on best practices in community

engagement and training development. Deputy Chief Baeza held a variety of leadership positions throughout the Department and has been involved in training police officers at all levels. He served as the Los Angeles Police Academy Director and oversaw the successful re-certification. His experience includes instructing in the Field Training Officer Program, Police Leadership, Supervisor, and the Executive Command Development Courses. He has been an invited speaker on various topics in leadership.

Deputy Chief Baeza led recruitment, hiring and the deployment of all human resources of the organization which encompassed 13,000 employees. He established a Traffic Group to oversee traffic commands and evaluate traffic policies and procedures. Additionally, his responsibilities included oversight of fleet, information technology and Behavioral Science Services. He was a standing member of the categorical use of force board and was integral in the assessment of policy, use of force tactics, procedural justice, and best practices.

Deputy Chief Baeza possesses a Bachelor of Science degree in Applied Business and Management and a Master of Arts in Organizational Management from Azusa Pacific University. He is also a graduate of the West Point Leadership Program, Senior Management Institute for Policing and the University of Southern California, Sol Price School of Public Policy, Executive Leadership Program.

## SENIOR ASSOCIATE

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### CHIEF JEFFREY M. HADLEY, M.S.

Chief of Police, Chatham County Police Department



#### BACKGROUND

Chief Hadley has 27 years of experience in law enforcement and public safety with 14 of those years in senior level management. During his tenure at the Kalamazoo Department of Public Safety Chief Hadley refocused the organization on building relationships with the community and developing trust as a cornerstone to improved Public Safety.

Chief Hadley took on the formidable task of building a 21st century law enforcement agency from scratch when he became the first chief of the newly re-organized Chatham County Police Department in December 2017.

Building the department included hiring more than 150 employees, developing policies and procedures, and upgrading facilities. During the first year in operation, the department undertook strong community policing efforts while answering more than 35,000 citizen calls for service.

Chief Hadley holds a Master of Science Degree in Management from Indiana Wesleyan University. He is a graduate of the 220th session of the FBI National Academy and a graduate of the 48th session of the DEA Drug Unit Commanders Academy.

## SENIOR ASSOCIATE

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### CHIEF DAVID SWING

Chief of Police, Pleasanton

#### BACKGROUND

Chief David Swing is a 28-year law enforcement professional having served in a wide variety of assignments from Reserve Officer to Police Chief. Swing served most of his professional career in Morgan Hill, California starting as a Reserve Officer and rising to the rank of Chief for nine years. Swing is currently serving as the Chief of Police in Pleasanton, California.

Chief Swing is active in the law enforcement profession as a Past President and current board member of the California Police Chiefs Association. Swing developed an understanding of stop data demographics while representing California Police Chiefs for nearly four years on the Racial and Identity Profiling Act board including the Stop Data and Evidence Based Practices sub-committee.

Chief Swing worked a wide variety of assignments to include FTO and SWAT Operator, Detective Sergeant through all leadership positions of a small police agency. Chief Swing is passionate about enhancing the organization's response to domestic violence and has been involved in the topic for decades. His broad base of experience also includes Police Management instructor for budgeting and strategic and succession planning. Chief Swing earned a bachelor's degree in Public Relations and Master's degree in Public Administration and is a graduate of POST Command College.

Swing brings a strategic focus to his work having developed multiple strategic plans aligning the work and budget of the Department to community expectations and Council goals.

## SENIOR ASSOCIATE

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### CHIEF GENE ELLIS

Chief of Police, Belton, TX

#### BACKGROUND

A native of Houston, Texas, Chief Gene Ellis started his law enforcement career in the Houston area where he worked for the second largest city in Southeast Texas, Pasadena.

Chief Ellis has served as a Police Chief for over 20 years, including several years in the State of Iowa before returning to Texas in 2009 when he was appointed Chief of Police in Belton. Chief Ellis is a graduate of the University of Houston and St. Ambrose University.

He holds both Bachelor of Science and Master of Science Degrees in Criminal Justice. He is a graduate of the FBI National Academy, a law enforcement management program. He is a graduate of the Certified Public Manager Program through Texas State University. Chief Ellis is a member of the board of officers of the Texas Police Chiefs Association where he serves as a past president and liaison to the Texas Municipal League Board of Directors. Chief Ellis is a Past President of the Iowa Police Chiefs Association. He is a Life Member of the International Association of Chiefs of Police (IACP).

Gene Ellis also serves as Belton's Assistant City Manager, which is a dual role with his police chief duties. In this role he is responsible for other City departments including Code Compliance, Public (Communications) Information, Information Technology, and the Library in addition to the Police Department. Gene leads the City of Belton's Excellence in Customer Service initiative and was instrumental in the creation of "Belton 101," an orientation program for new employees.

Gene enjoys travelling, cheering for the Houston Astros and the Green Bay Packers as a shareholder in the team, and spending time with family.

## SENIOR ASSOCIATE

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### DEPUTY CHIEF JASON CLAWSON, M.S.

Retired Deputy Chief, Pasadena

Jason is a veteran of the U.S. Navy and has 31 years of experience in municipal law enforcement operations, serving the citizens of Pasadena, California.

Jason has worked in many ranks across various divisions to include Patrol Operations, a gang suppression team, Vice/Narcotics, S.W.A.T. and Detectives. Jason is an expert handling neighborhood quality of life issues by focusing on premise liability, prevention, intervention and enforcement methods. He led a Safe Streets Task Force while assigned as a Task Force Supervisor with the Federal Bureau of Investigation, focusing on the transnational gang problem stemming from Central America.

He has coordinated jurisdictional Mutual Aid, Critical Incident Response Team operations, and focused on problem locations through Community Policing efforts in high crime zones. Jason has served as the Press Information Officer where he directed and coordinated the activities within the Office of the Police Chief; audits and inspections; and the on-going review of policy and procedures. He served as the Project Director of a \$2.5 million dollar grant from the Bureau of State and Community Corrections focusing on reintegration efforts of previously incarcerated community members.

Jason has participated in the development of goals, objectives, and key performance indicators for assigned divisional functions as well developing and administering divisional budgets, to include developing a Homeless Initiative to combat Mental Health and Homelessness.

For the last 8 months of 2022, Jason served as the Interim Police Chief for the City of Pasadena where he drafted and presented the department's \$97,000,000 budget, conducted Administrative Reviews, worked out salary resolutions, oversaw the implementation of a new Computer Aided Dispatch / Records Management System, and navigated the installment of a police oversight commission and independent police auditor, until his retirement from service in January 2023.

Jason received his master's degree in Organizational Leadership from Union Institute & University in Los Angeles, California. He was also the recipient of the Police Chief's Special Award for Excellence in 2006, the Freemason's United States Constitutional Observance Award in 2010, and was the Pasadena Police Foundation's Officer of the year in 2021. He is a lifetime member of the California Narcotic Officer's Association and sits on the executive board of the Flintridge Center's Vision 20/20 Advisory Council.

# STRATEGIC PLANNING AND RESEARCH TEAM

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## FIRE PROJECT MANAGER

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### RANDA MATUSIAK, Ph.D.

Currently the Special Projects Coordinator for the Department of Public Protection in Volusia County, Florida. In this role, Dr. Matusiak manages data related projects and is responsible for and specializes in data analysis for divisions such as the Volusia County Division of Corrections, Volusia County Emergency Medical Services, and Volusia County Fire Rescue. Data analysis projects encompass current performance measurement, operational resource assignment and management, and service level planning.

### BACKGROUND

Dr. Matusiak holds a B.A. in Psychology from the University of Texas at Austin, an M.A. in Criminal Justice and Criminology from Sam Houston State University (Huntsville, TX), and a Ph.D. in Criminal Justice from Sam Houston State University. After completing her Ph.D., Dr. Matusiak held the position of Assistant Professor at the University of Central Missouri (UCM). While at UCM, she also served as Graduate Program Coordinator for several years. Additionally, Dr. Matusiak served as an Adjunct Instructor for the Department of Criminal Justice at the University of Central Florida.

Dr. Matusiak has been engaged in working with practitioners in a variety of fields since her time at the Texas Regional Center for Policing Innovation (TRCPI) at Sam Houston State University. At TRCPI she was involved with organizing, facilitating, and/or reporting on a number of trainings to include topics ranging from community engagement and community policing to intensive human trafficking task force training. Dr. Matusiak's original research has been published in peer-reviewed scholarly journals such as *The Prison Journal*, *Women in Criminal Justice*, and *Policing: An International Journal of Police Strategies & Management*

## POLICE PROJECT MANAGER

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### MATTHEW C. MATUSIAK, PH.D.

### CHIEF JACKIE GOMEZ-WHITELEY (RET.), B.A., M.A.O.L.

Currently the undergraduate program director for the Department of Criminal Justice at University of Central Florida, serves as an associate professor for the Department of Criminal Justice at the University of Central Florida and a consultant for CPSM, retired Orange County, California Police Department, Program Director for California Police Chiefs Executive Leadership Institute; Master of Organizational Leadership

### BACKGROUND

Dr. Matthew Matusiak holds a B.S. in Criminal Justice from Trine University in Angola, Indiana; an M.S. in Criminal Justice from the University of Central Florida in Orlando, and a Doctor of Philosophy (Ph.D.) in Criminal Justice from Sam Houston State University in Huntsville, Texas. After completing his Ph.D., he has been an Assistant, Association and Director of Criminal Justice Programs at the University of Central Florida.

Dr. Matthew Mutasiak has been a participant in several peer-reviewed journal articles on policing, command, and management. He has contributed to a number of books on policing and presented frequently on policing issues.

He teaches several classes at the University of Central Florida and Sam Houston State University related to Criminal Justice. He also is a committee member for three individuals completing their dissertation and thesis.

# PROJECT SCHEDULE

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## **Milestone 1 – Full execution of the agreement**

Agreement will identify Project Launch date.

## **Milestone 2 – Project Launch**

We will conduct an interactive telephone conference with local government contacts. Our project leads will launch the project by clarifying and confirming expectations, detailing study parameters, identifying agency point of contacts and commencing information gathering.

## **Milestone 3 – Information Gathering and Data Extraction – 30 Days**

Immediately following project launch, the operations leads will deliver an information request to the department. This is an extensive request which provides us with a detailed understanding of the department's operations. Our experience is that it typically takes an agency several weeks to accumulate and digitize the information. We will provide instructions concerning uploading materials to our website. When necessary, the lead will hold a telephone conference to discuss items contained in the request. The team lead will review this material prior to an on-site visit.

## **Milestone 4 – Conduct On-Site Visit – 30 days**

Subject matter experts will perform a site visit within 30 days of the delivery of the draft data report.

## **Milestone 5 – Draft Operations Report – 30 days**

Within 30 days of the last on-site visit, the operations team will provide a draft operations report to the department point of contact. Again, the department will have 10 days to review and comment.

## **Milestone 6 – Final Report 15 days**

Once the department's comments and concerns are received by CPSM the combined final report will be delivered to the city within 15 days.

**TOTAL ELAPSED TIME: 60-105 days**

# THE CPSM APPROACH

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The CPSM team developed a standardized approach to conducting analyses of police departments by combining the experience sets of dozens of subject matter experts.

We would normally begin projects with a request for data, documents, and worksheets. **For this project, we will not be performing a forensic data analysis.** We will, however, need a number of documents and other information which we will ask the department to upload to our secure server FTP site.

**For Shoreline**, we will begin the project with an on-site operational review. Here the performance indicators serve as the basis for the operational reviews. Prior to any on-site review, agencies are asked to compile several key operational documents (i.e., policies and procedures, assets lists, etc.). Most on-site reviews consist of interviews with management and supervisors, as well as rank and file officers; attendance at roll calls and ride-alongs with officers. We review case files with investigators and observe dispatch operations to assess compliance with the provided written documentation.

As a result of on-site visits and data assessments, our subject matter experts produce a SWOT analysis (strengths, weaknesses, opportunities, and threats) of the department. We have found that this standardized approach ensures that we measure and observe all the critical components of agencies.

Additionally, this methodology can be integrated with ongoing support customized to the unique needs of your community. Strategic planning, risk assessment, and training services are also available to assist with the implementation of CPSM recommendations and developing new processes and programs that may arise as implementation evolves.

The following information describes the CPSM approach to studying, understanding, evaluating, and reporting on police departments around the country. Although no two police departments are the same, a standardized approach to department evaluation ensures a rigorous and methodological process that permits benchmarking, comparing, and assessing within the context of the best practices of American law enforcement. However, each locality has unique characteristics that present policing challenges. Integrating a standardized approach within the context of local variability permits an accurate assessment of the organization in its political environment, and further permits CPSM to offer recommendations that comport with the best practices in policing, yet customized for the client community.

## **Data....why data?**

CPSM has found that there are tremendous amounts of data collected on a daily, even hourly basis on many departments. The challenge is how to access that data; how to clean that data; how to quantify that data; and how to present the product so that everyone understands.

CPSM does not use hypotheticals. We don't use "national averages" upon which to base our client team's individual recommendations and findings. We begin analyzing your data to establish your performance and paint a complete picture of how you are deploying with the accompanying results.

It is critical to have data and one of the biggest challenges for departments because rarely do they have the depth of our analytical team and its decades of research and trademarked processes. If we are going to recommend change and if our client team is going to make change – they need data to measure how it impacted their outcomes. It's not good enough to say, "this is what happens wherever." We need to provide you with the tools and launch point so that you can measure and report to your stakeholders – citizens, elected officials, appointed officials, and staff – how those changes affected the outcome.

Armed with information, our Operations Team will work with the client team to evaluate the following major areas of operations:

### I. Benchmark the Community

It is essential to understand the service levels, protection needs, community dynamics, and overall environment within which the police department operates.

The CPSM study may involve interviews directed at stakeholders in the community, which could include elected officials and employee labor representatives who would be contacted to solicit their opinions about the department, the public safety needs of their constituency, and the perceived gaps in service levels currently provided. CPSM may work with the agency to identify community members that can provide this important information. Additionally, the department will be compared to organizations of similar size with respect to crime, demographics, and cost-efficiency.



CPSM reviews Census Information that may flag key demographics to be studied further: are there minority populations and are there disparities in service? In actions? In communication?

### II. Patrol Operations

Police agencies routinely speak about "recommended officers per 1,000 population" or a "National Standard" for staffing or comparisons to other municipalities.

**There are no such standards**, nor are there "recommended numbers of "officer per thousand". The International Association of Chiefs of Police (IACP) states; "Ready-made, universally applicable patrol staffing standards do not exist. Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions."

Staffing decisions, particularly in patrol, must be made based upon actual workload and very few police agencies have the capability of conducting that analysis. Once an analysis of the actual workload is made, then a determination can be made as to the amount of discretionary patrol time that should exist, consistent with the local government's ability to fund.

**CPSM can expand the project to include a data analysis to determine patrol staffing and make recommendations using the 60% rule we helped establish. This is not included in the pricing at this time but can be added, should the City desire.**

The CPSM team will begin by validating areas of the department contained in a Request for Proposal. We will work with the department to identify potential improvement areas and recommend measures and process based on national best practices.

CPSM's team of doctoral level experts in Operations Research in Public Safety have created **The CPSM Patrol Workload & Deployment Analysis System®** with the ability to produce detailed information on workload even in those agencies without sophisticated management information systems.

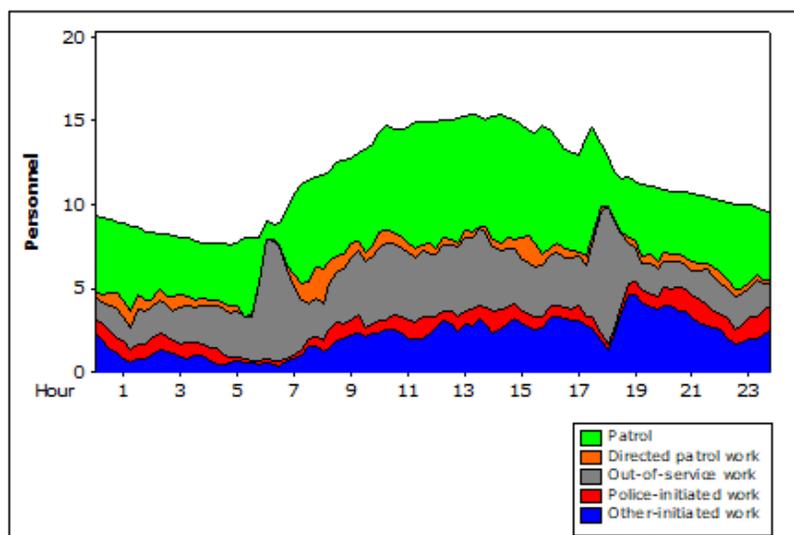
Using the raw data extracted from the police department's CAD system our team converts calls for service into police services workload and then effectively graphs workload reflecting seasonally, weekday / weekend and time of day variables. Using this information, the police department can contrast actual workload with deployment and identify the amount of discretionary patrol time available (as well as time commitments to other police activities.

Police service workload differentiates from calls for service in that calls for service are a number reflecting the incidents recorded. Workload is a time measurement recording the actual amount of police time required to handle calls for service from inception to completion. Various types of police service calls require differing amounts of time (and thus affect staffing requirements). As such, call volume (number of calls) as a percentage of total number of calls could be significantly different than workload in a specific area as a percentage of total workload. The graph below demonstrates this difference in units.

CPSM has found that the most effective way to manage operations, including policing, is to make decisions based upon the interpretation and analysis of data and information.

To achieve this, a data analysis of police department workload, staffing and deployment will be conducted. By objectively looking at the availability of deployed hours and comparing those to the hours necessary to conduct operations, staffing expansion and/or reductions can be determined and projected. Additionally, the time necessary to conduct proactive police activities (such as team-led enforcement, directed patrol, community policing and selected traffic enforcement) will be reviewed to provide the city with a meaningful methodology to determine appropriate costing allocation models.

**Figure 7: Deployment and Main Workload, Weekdays, Summer**



**Workload vs. deployment analysis sample**

This is one of the ways we show the amount of available, non-committed patrol time compared to workload. As you can see, we break out the various activities, convert them to time and then compare to available manpower. The deployment is based upon actual hours worked.

So, in this example, at noon there are

approximately 9 hours of work (including citizen-initiated and officer-initiated calls for services, including traffic) and administrative activities (meals, vehicle, reports, etc.). There are approximately 15 man-hours of available resources meaning that at that hour, on average, of the 15 officers on duty 9 are busy on activities.

The area shown in green and brown is uncommitted time. This is the area where staffing decisions impact – it becomes a policy issue as to how much uncommitted time a city wants and is willing to pay for.

**CPSM White Paper on Staffing**

CPSM and ICMA conducted research on staffing for police departments that led to a white paper released in 2013. More than 50 departments' data was analyzed for staffing, workload, and patrol trends across 24/7 and 365 days a year.

The subsequent white paper has been regularly used and quoted by the International Chiefs of Police, the Commission Accreditation of Law Enforcement Agencies, the Police Executive Research Forum and most consultants.

The white paper found that a best practice for evaluating departments would position 60 percent of the sworn resources into patrol activities. In addition, no more than 60% of their total available time would be encumbered with calls for service.

The research showed that when the 60% encumbered level was exceeded, officers moved from proactive into reactive mode. In other words, officers expected additional calls for service, understood there were no free resources, and thus disengaged and awaited dispatch to the next call in the queue at dispatch.

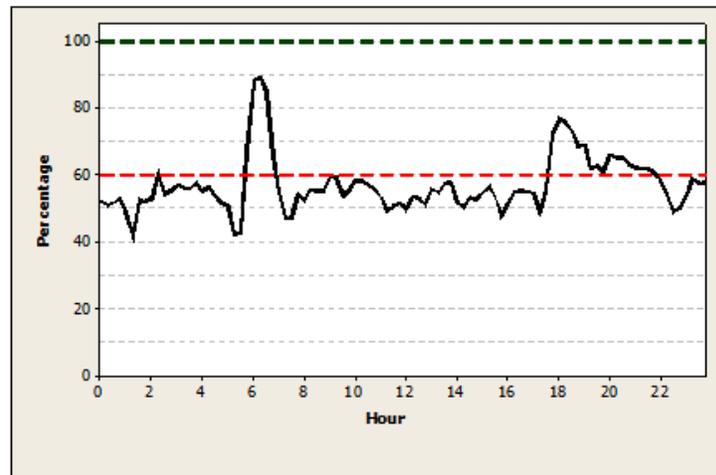
CPSM assembles the information on how much "time" is available, what various demands require against that time, and calculates a Saturation Index along with when the 60% is exceeded.

Using this data-driven approach, communities can determine how much un-encumbered time they desire and where they would like that time dedicated. It also allows communities to determine if additional staffing is needed, when, and how much.

The CPSM study will result in the calculation of service demands placed on the department, workload levels, service times for calls for service, and response times. The product of this analysis is the variance between service demands and available personnel, and appropriate recommendations made for staffing levels and an optimal deployment schedule to meet these service demands. This permits exploration of the following questions:

- What are the service demands made by the public as measured through the CAD system?
- Based on workload is the alignment of Districts and Divisions appropriate?
- Based on the workload is the shift schedule aligned appropriately and what alternatives to the current shift plan are most efficient?
- How many police officers and supervisors are needed to staff the patrol function in order to meet the workload demands placed on the agency?
- How long does it take to respond to calls for service (both response time and total time) and what ways are there to reduce these times?
- How many officers are assigned to each call and what are the ways to minimize these assignments?
- What categories of call, and in what frequency, does the agency handle and what measures can be adopted to minimize unnecessary responses?
- How much time is spent on administrative duties?
- How much time is spent on directed patrol activities and specialized enforcement?

**Figure 8: Workload Percentage by Hour, Weekdays, Summer**

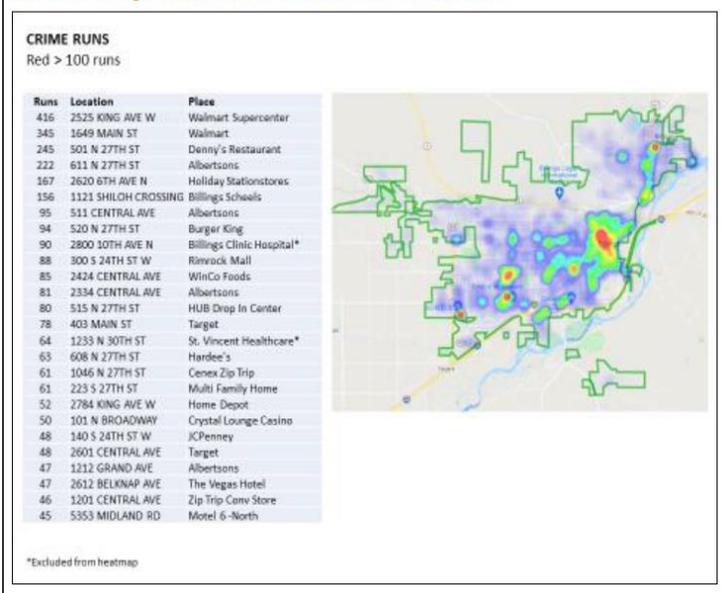


**Workload vs. Deployment – Weekdays, Summer**

Avg. Workload:	6.5 officers per hour
Avg. % Deployed (SI):	57 percent
Peak SI:	89 percent
Peak SI Time:	6:15 a.m.

In addition to the analysis of patrol operations from the CAD system and workload, the CPSM study will focus on the qualitative aspects of patrol. The study will observe officers on patrol through ride-alongs, interviews, and general observations. We will amass all available documents, plans, and data available to understand the patrol approach in the department. We will observe the special operations teams, the problem/nuisance unit, etc. to evaluate their role within the overall mission of the department and patrol operations. We will evaluate the performance of the units, identify improvement opportunities, and justify and recommend appropriate staffing levels

FIGURE 4-3: High-volume Locations for Crime Calls, 2019



Our GIS team will use the analyzed data sets to identify high crime

locations, high accident locations, and “repeat calls for service” locations.

The CPSM study will also evaluate the implementation of technology on patrol, weapons available, and equipment used with opportunities for improvement.

CPSM advocates community policing as its operational philosophy. The CPSM study would evaluate the implementation of community policing, in quantifiable and anecdotal terms, and identify improvement opportunities where appropriate.

Similarly, the CPSM study would evaluate the relationship of patrol operations with the rest of the department. To what extent does this bureau work, coordinate, and communicate with the other operational and support functions of the department? How should it? What are the strategic, management, and planning functions of the department with regards to the patrol function and how does patrol operations respond to the mission of the organization? How are crime, traffic, disorder, and quality of life problems handled?

### III. Investigations

The CPSM study will assess investigations – both reactive and proactive. The CPSM team will explore the following questions:

- Staffing – Are there enough investigators available to handle the workload?
- Workload – What is the workload; how many cases do investigators handle; is the specialization appropriate?
- Case management – Is there an effective case management system in place?
- Effectiveness & Efficiency – How much time does it take to investigate cases? Are victims kept informed? Are cases cleared and offenders held accountable? How much overtime is spent?
- Intelligence – How is intelligence gathered and disseminated (inside and outside the department)? Does the investigations' function make use of intelligence?
- Civilianization opportunities – What are the potential areas for civilianization?
- Technological opportunities – Is technology being leveraged to improve investigations?
- Crime scene – Are crime scenes being processed efficiently, and are appropriate follow-up investigations being conducted?

- Proactive Investigations – the same approach and inquires found in sections above are applied to each specialized investigative unit in the department.
  - Narcotics
  - Violent Offenders
  - Warrants and Fugitives
  - Bombings and Arson
  - Fraud/Cyber crimes
  - All other specialized investigations units

CPSM will essentially evaluate each investigative unit operating in the agency. This evaluation will assess the performance of the unit, how the unit operates within the overall mission of the department, compare operations to best practices in law enforcement, identify improvement opportunities, and identify appropriate staffing levels.

#### IV. Administration and Support

Once again, CPSM will evaluate every administrative and support unit in the police department. This evaluation will involve:

- Staffing.
- Workload.
- Civilianization possibilities.
- Cost saving opportunities.
- Outsourcing opportunities;
- Best practice comparisons and opportunities for improvement.

Position	Proposed Authorized	Proposed Added Positions
<b>Sworn</b>		
Captain	1	
Lieutenant	3	
Sergeant	13	1*
Patrol Officer	78	
K9	4**	
Billings Clinic	2	
STEP – Traffic (No K9s)	4***	
DBA	2	
Parks	1	
<b>Total Sworn</b>	<b>108</b>	<b>1</b>
<b>Civilian</b>		
Police Service Officer***	6	6
<b>Total Civilian</b>	<b>6</b>	
<b>Total Authorized Personnel</b>	<b>114</b>	<b>7</b>

Departments across the country are struggling with recruitment, retention, and attracting candidates for sworn positions. We will look at opportunities that the department can use non-sworn personnel for non-criminal activities and keep sworn officers available for calls for service requiring certified officers.

The CPSM team has subject matter experts in police management and administration and will explore administration and support activities in the area of professional standards (Internal investigations, hiring and recruitment, disciplinary system,

promotional system), training (both academy and in-service), records management, evaluating the critical, frequent, and high liability policies, facility, fleet, equipment, information technology, property management system, laboratory, planning and research, sick-time management, overtime, communications and dispatch, etc.

In general, we look at every unit identified as a discrete operational/support entity for the following:

- Describe the functions of the unit.
- Evaluate the performance of the unit. In most cases this is a quantitative evaluation, but in units not appropriate for quantification, a qualitative evaluation is provided
- Identification of improvement opportunities

- An evaluation and justification, and recommendation for appropriate staffing levels.

## V. Operation of Evidence and Property

CPSM will conduct a review of the evidence room and evidential processes of the department. We will determine if there is adequate staffing and a technology system for managing property and evidence.

CPSM starts by looking at the intake process: When officers seize property or evidence what occurs next? How are items transported to the evidence facility and what are the next steps?

We will look to create totals for the workload of not only the evidence and property but other component functions of the department.

This data should be a performance benchmark, as it reflects an effective operation.

### Evidence & Property Inventory, Intake, and Release, 2019

	Number of Items
Items in inventory	69,448
Items received	18,202
Items released/disposed	19,807
Items awaiting disposition	647

## VI. Duty to Intercede and Report, De-escalation Provisions

In recent years, law enforcement agencies nationwide have begun to include duty to intercede and report provisions in their use of force policies. Duty to intercede requires an officer to intercede if they witness a department member using force that is clearly beyond that which is necessary, as determined by an

objectively reasonable officer under the circumstances. A duty to report policy requires any officer who observes a law enforcement officer or an employee use force that potentially exceeds what the officer reasonably believes to be necessary to report such observation to a supervisor.

Sample Duty to Intercede and Report policy from Lexipol states:

*Any officer present and observing another law enforcement officer or an employee using force that is clearly beyond that which is necessary, as determined by an objectively reasonable officer under the circumstances, shall, when in a position to do so, intercede to prevent the use of unreasonable force. Any officer who observes a law enforcement officer or an employee use force that potentially exceeds what the officer reasonably believes to be necessary shall promptly report these observations to a supervisor as soon as feasible.*

In addition, de-escalation requirements have been incorporated into use of force policies. This policy requires officers to utilize de-escalation techniques, crisis intervention tactics, and other alternatives to force when feasible. "Feasible" has been defined for policy purposes in some jurisdictions as, "Reasonably capable of being done or carried out under the circumstances to successfully achieve the arrest or lawful objective without increasing risk to the officer or another person."

### Review of Use of Force Incidents

CPSM will review policies that authorize deadly force when an officer is justified and what actions were taken in monitoring, documenting, and investigating police use of force.

## Use of Force Incidents, 2017–2019

Year	Incidents	Policy Violations
2017	78	0
2018	90	1
2019	131	2
<b>Total</b>	<b>299</b>	<b>3</b>

### VII. Organizational Culture

During the operational evaluation described above, organizational “themes” emerge. What does the department “think” about providing police service to the community and how does this thinking align with the stated mission and department policies? How does the department interact with the community and internally with its own members? In general, what is the culture of the organization?

The culture of a police organization reflects its members and the community it serves. Through focus groups, interviews, and observations, the CPSM team will evaluate operational readiness and need. This part of the CPSM study is critical to the overall success of the project as it provides a better understanding of the police department and how the workload, staffing, and community dynamics shape the mission, goals, operations, and needs of the organization. In addition, as an option, every member of the department can be given the opportunity to participate in an anonymous survey. This survey is designed to understand the culture of the department, assess internal and external communications, and determine what it “thinks” about various elements of organizational life.

### VIII. Health and Safety

Officer health and mental health are extremely important. In 2022, more officers died from suicide than in other line-of-duty incidents.

CPSM will review what programs the department has in place and during interviews, charrettes, and focus groups will seek to determine how those programs are being received.

### IX. Performance Management

The overarching philosophy of the CPSM approach is to evaluate the police department in terms of performance management. Identifying workload, staffing, and best practices is just the beginning. It is also important to assess the organization's ability to carry out its mission. Essentially, does the police department know its goals, and how does it know they are being met. It is very difficult for an organization to succeed at any given level of staffing unless it has a clear picture of success. How does the department “think” about its mission, how does it identify and measure what's important to the community, how does it communicate internally and externally, how does it hold managers accountable, and how does it know the job is getting done? The CPSM team will evaluate the department and make recommendations to assist with improving capacity in this area, if necessary. In addition, CPSM can offer performance management training and mentoring services to support organizational success.

We will use this engagement to provide a report to Shoreline covering these areas:

**WORRIED ABOUT YOUR FELLOW OFFICER?**

Are they performing or acting differently?  
Do they seem down?  
Are you concerned for their well-being?

According to the American Association of Suicidology, below are some **WARNING SIGNS** of acute suicide risk\*

**KNOW THE WARNING SIGNS**

- Threatening to hurt or kill themselves** (Or talking of wanting to hurt or kill themselves)
- Looking for ways to kill themselves** (Access to firearms, available medication, etc.)
- Talking or writing about death, dying, or suicide** (When these actions are out of the ordinary)

**Other behaviors that may be an indication:**

- Increased substance or alcohol use
- Experiencing no reason for being, no sense of purpose in life
- Withdrawing from friends, family, or society
- Giving away personal possessions or making long-term care of pets
- Acting reckless or engaging in risky activities seemingly without thinking about outcomes and consequences
- Changing behavior as a result of an upsetting or scary incident, separation, or divorce

**Other needs/emotions that may be an indication:**

- Anxiety, agitation
- Unable to sleep or sleeping all of the time
- Feeling trapped, like there is no way out
- Hopelessness
- Drastic mood changes
- Rage/uncontrolled anger
- Seeking revenge

**RECOGNIZE WARNING SIGNS? SAVE A LIFE. REACH OUT AND ASK.**

**GET THE CONVERSATION STARTED**

Use these questions to break the ice and help your friend or fellow officer

**Peer-to-Peer:**

1. Hey, I noticed you aren't acting like yourself. Is everything alright? Do you have a couple of minutes to talk?
2. How do you feel about writing, and I'm concerned about you. Can we talk?
3. Listen, I know you've been through a lot recently and there seem to be some broader calls, and I know the stress that can come with it. I want to know how you are doing.

**Direct-Line Supervisor:**

1. Let's talk a few minutes about your behavior. Notice this morning's behavior or others that you feel were a bit off? Do you have a couple of minutes to talk?
2. Listen, I can see that you're struggling. You might feel like you can't trust talking to anyone, but I want you to know that we have confidential resources you can share with you. We can do this together. What can I do to help you?

**YOU TALKED AND IDENTIFIED AN ISSUE... NOW WHAT?**

**Offer Resources:**

- National Suicide Prevention Lifeline (800) 273-8255
- Crisis Text Line Text HOME to 741741
- Employee Assistance Program (EAP) Information

**Still Worried?**

- If you feel the officer is still at risk of suicide, immediate intervention or other actions with your supervisor about the officer's behavior are needed. Contact your supervisor for peer support team.
- If you feel the officer is in immediate danger of harming themselves, **DO NOT LEAVE THE OFFICER ALONE** and keep talking to them. If possible, Contact 9-1-1 to bring the officer to the emergency room immediately.
- Always follow your department's policies.

\*https://suicidology.org/ For more resources on suicide prevention and awareness, visit suidology.org.

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- Professional and integrity standards – are there comprehensive professional standards (codes of conduct), providing clear guidance on the exercise of policing duties and powers in practice.
- Ongoing supervision and monitoring – are there compliance of day-to-day policing practices with the law, policies, and integrity standards; and detect unlawful and/or unethical behavior.
- Internal reporting and disciplinary mechanisms – are there mechanisms in place to handle both internal reports of wrongdoing and public complaints against the police in an impartial, timely and thorough manner.
- The study should evaluate existing control mechanisms compared to national standards, best practices, and by comparison to other departments. It should focus on the structure of control mechanisms, not audit, or evaluate individual cases or results.

In addition to evaluating the control mechanisms within Shoreline Police and KCSO, the study will evaluate whether the Shoreline City Manager has adequate control and/or input into police operations, staffing, and discipline decisions as compared to other jurisdictions, specifically given the contract between KCSO and Shoreline. Further, the study will evaluate whether the Shoreline City Council has adequate policy oversight compared to other jurisdictions given the contract between KCSO and Shoreline.

# PROPOSED FEES

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The quotation of fees and compensation shall remain firm for a period of 90 days from this proposal submission.

CPSM will conduct the analysis of the police department for \$50,857 exclusive of travel. The project would be billed in three installments: 40% upon contract signing; 40% with delivery of the draft police data analysis; and the remaining 20% with delivery of the draft final report. Following delivery of the draft reports, the city will have 30 days to provide comments as to accuracy, and a final report will be delivered within 30 days of the comment period.

Because of the possibility of Covid restrictions, CPSM will bill travel expenses at actual cost with no overhead or administrative fees applied. Should travel be restricted, CPSM has found work can be done using web-based platforms if necessary, but that charrettes and focus groups lose some of the robust participation developed through in-person interaction.

## **Deliverables**

Draft reports will be provided for department review in electronic format.

To be ecologically friendly, CPSM will deliver the final report in computer readable material either by email, CD or both. The final reports will incorporate the operational findings as well as data analysis. Should the municipality desire additional copies of the report, CPSM will produce and deliver whatever number of copies is requested, which will be invoiced at cost.

Should the local government desire additional support or in-person presentation of findings, CPSM will assign staff for such meetings at a cost of \$2,500 per day/per person plus travel expenses.

# CONCLUSION

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Part of ICMA's mission is to assist local governments in achieving excellence through information and assistance. Following this mission, Center for Public Safety Management, LLC acts as a trusted advisor, assisting local governments in an objective manner. CPSM's experience in dealing with public safety issues combined with its background in performance measurement, achievement of efficiencies, and genuine community engagement, makes CPSM a unique and beneficial partner in dealing with issues such as those being presented in this proposal. We look forward to working with you further.

# PAST & CURRENT ENGAGEMENTS

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LOCALITY	ST	PROJECT DESCRIPTION
Edmonton	AB	Comprehensive Analysis of Fire Services.
Leduc	AB	Fire Consolidation Plan
Leduc	AB	Comprehensive Analysis of Fire Services.
Kenai	AK	Comprehensive Analysis of Fire Services
Anniston	AL	Comprehensive Analysis of Police Services
Auburn	AL	Comprehensive Analysis of Fire Services
Auburn	AL	Comprehensive Analysis of Police Services
Dothan	AL	Comprehensive Analysis of Police Services
Casa Grande	AZ	Comprehensive Analysis of Police Services
Florence	AZ	Comprehensive Analysis of Police Services
Lake Havasu City	AZ	Comprehensive Analysis of Police Services
Lake Havasu City	AZ	Comprehensive Analysis of Fire Services
Florence	AZ	Comprehensive Analysis of Police Services
Pinal County	AZ	Comprehensive Analysis of Sheriff's Office
Prescott	AZ	Comprehensive Analysis of Fire Services
Prescott	AZ	Comprehensive Analysis of Police Services
Queen Creek	AZ	Police Strategic Plan
Queen Creek	AZ	Comprehensive Analysis of Fire services
Scottsdale	AZ	Comprehensive Analysis of Police Services
Tucson	AZ	Comprehensive Analysis of Police Services
Youngtown	AZ	Comprehensive Analysis of Police Services
Alameda	CA	Comprehensive Analysis of Fire Services
Alameda	CA	Comprehensive Analysis of Police Services
Burbank	CA	Analysis of Investigations Workload / Staffing
Carlsbad	CA	Comprehensive Analysis of Police Services
El Centro	CA	Comprehensive Analysis of Police Services
Fairfield	CA	Comprehensive Analysis of Police Services
Greenfield	CA	Comprehensive Analysis of Police Services
Hermosa Beach	CA	Comprehensive Analysis of Fire services
Hermosa Beach	CA	Comprehensive Analysis of Police Services
Laguna Woods	CA	Review of Sheriff's Office Service
Milpitas	CA	Comprehensive Analysis of Police Services
Morgan Hill	CA	Comprehensive Analysis of Police Services
Morgan Hill	CA	Comprehensive Analysis of Fire Services
Palm Desert	CA	Comprehensive Analysis of Fire Services
Palo Alto	CA	Comprehensive Analysis of Fire Services
Placentia	CA	Comprehensive Analysis of Police Services
Rohnert Park	CA	Comprehensive Analysis of Police Services
San Diego County	CA	EMS Study

San Jose	CA	Fire Study Review
San Jose	CA	Police Study Review
San Mateo	CA	Dispatch Operations Review
Santa Ana	CA	Comprehensive Analysis of Police Services
Santa Clara	CA	Comprehensive Analysis of Police Services
Santa Cruz	CA	Comprehensive Analysis of Police Services
Santa Monica	CA	Police Chief Selection
Santa Rosa	CA	Performance Measurement Analysis
Stockton	CA	Comprehensive Analysis of Police Services
Stockton	CA	Comprehensive Analysis of Fire Services
Union City	CA	Comprehensive Analysis of Fire Services
Whittier	CA	Comprehensive Analysis of Police Services
Woodlands	CA	Police Chief Selection
Yuba City	CA	Comprehensive Analysis of Fire Services
Yuba City	CA	Comprehensive Analysis of Police Services
Federal Heights	CO	Comprehensive analysis of Police Services
Federal Heights	CO	Comprehensive analysis of Fire Services
Littleton	CO	Comprehensive Analysis of Fire Services
Steamboat Springs	CO	Comprehensive Analysis of Fire Services
Cheshire	CT	Police Management Review
Southington	CT	Comprehensive Analysis of Fire Services
Dover	DE	Comprehensive Analysis of Police Department
Dover	DE	Comprehensive Analysis of Fire Services
Alachua	FL	Expert Witness Law Enforcement Issues
Tamarac	FL	Analysis of Sheriff's Contract Services
Inverness	FL	Comprehensive Analysis of Fire Services
Delray Beach	FL	Comprehensive Analysis of Police Services
Delray Beach	FL	Comprehensive Analysis of Fire Services
Dunedin	FL	Police Consolidation Review
Hollywood	FL	Police Internal Affairs Review
Indian River Shores	FL	Public Safety Staffing Analysis
Indian River Shores	FL	Public Safety Study
Jacksonville Bch	FL	Police Chief Selection
Jupiter	FL	Police and Fire
Hobe Sound	FL	Public Safety Consolidation
Kenneth City	FL	Comprehensive Analysis of Police Services
Miami Beach	FL	Comprehensive analysis of Fire Services
Naples	FL	Presentation
North Port	FL	Comprehensive Analysis of Police Services
Orlando	FL	Expert Witness Law Enforcement Issues
Land O' Lakes	FL	Comprehensive analysis of Fire Services
New Port Richey	FL	Sheriff Budget Analysis
Pompano Beach	FL	Comprehensive Analysis of Police Services
Venice	FL	Comprehensive Analysis of Fire Services
Kingsland	GA	Comprehensive Analysis of Fire Services

Kingsland	GA	Fire Consolidation St Marys
Woodbine	GA	Police Consolidation Study
Garden City	GA	Preliminary Analysis Public Safety Merger
Johns Creek	GA	Analysis of Fire Services
Kingsland	GA	Fire Consolidation Study
Sandy Springs	GA	Comprehensive Analysis of Police Department
St. Marys	GA	Fire Consolidation Study
Boone	IA	Public Safety Consolidation
Boone	IA	Performance Measurement of Municipal
Hayden	ID	Comprehensive Analysis of Police Services
Jerome	ID	Analysis of Police Services
Algonquin	IL	Performance Measurement Analysis
Glenview	IL	Comprehensive Analysis of Police & Fire Services
Glenview	IL	Comprehensive Analysis of Police Services
Glenview	IL	Dispatch Operations Review
Highland	IL	Comprehensive Analysis of Fire Services
Highland Park	IL	Comprehensive Analysis of Fire Consolidation
Highwood	IL	Comprehensive Analysis of Fire Consolidation
Lake Bluff	IL	Analysis of Fire Consolidation
Lake Bluff	IL	Fire Data Review
Lake Forest	IL	Analysis of Fire Consolidation
Lake Zurich	IL	Comprehensive Analysis of fire services
Naperville	IL	Workload, Staffing & Schedule Design
Roseville	IL	Comprehensive Analysis of Police Services
Skokie	IL	Police Study
Western Springs	IL	Comprehensive Analysis of Police Services
Indianapolis	IN	Police Workload & Deployment Services
Plainfield	IN	Comprehensive Analysis of Police Services
Topeka	KS	Preliminary review of Fire Department
Northborough	MA	Comprehensive Analysis of Police Services
Northborough	MA	Comprehensive Analysis of Fire Services
Cambridge	MD	Performance Measurement Study
Annapolis	MD	Comprehensive Analysis of Police Services
Ocean City	MD	Dispatch Operations Review
Ann Arbor	MI	Comprehensive Analysis of Fire Services
Auburn Hills	MI	Comprehensive Analysis of Fire Services
Auburn Hills	MI	Comprehensive Analysis of Police Services
Benton Harbor	MI	Public Safety Consolidation
Chesterfield	MI	Comprehensive Analysis of Police Services
Lansing	MI	Comprehensive Analysis of Police Services
Lansing	MI	Comprehensive Analysis of Fire Services
Detroit	MI	Police Department Review
Douglas	MI	Comprehensive Analysis of Police Services
Flint	MI	Comprehensive Analysis of Fire Services
Flint	MI	Comprehensive Analysis of Police Services

Grand Rapids	MI	Comprehensive Analysis of Police Services
Grand Rapids	MI	Comprehensive Analysis of Fire Services
Kingsley	MI	Comprehensive Analysis of Fire Services
Interlochen	MI	Comprehensive Analysis of Fire Services
Grosse Pointe	MI	Public Safety Consolidation
Grosse Pointe	MI	Public Safety Consolidation
Hamtramck	MI	Police Study
Grand Rapids	MI	Comprehensive Analysis of Police & Fire Services
Grand Rapids	MI	Analysis of Police Services Consolidation
Kentwood	MI	Analysis of Fire Services Consolidation
Flint	MI	Comprehensive Analysis of Police Services
Flint	MI	Comprehensive analysis of Fire Services
Novi	MI	Comprehensive Analysis of Police Services
Novi	MI	Comprehensive analysis of Fire Services
Kalamazoo	MI	Police Workload / Contract for Services Analysis
Petoskey	MI	Public Safety Consolidation
Plymouth	MI	Fire Services Consolidation
Plymouth	MI	Fire Service Analysis
Royal Oak	MI	Comprehensive Analysis of Police Services
Royal Oak	MI	Comprehensive Analysis of Fire Services
Saginaw	MI	Comprehensive Analysis of Police Services
Saginaw	MI	Comprehensive Analysis of Fire Services
Vicksburg	MI	Financial Analysis of Fire Authority
Saint Joseph	MI	Public Safety Consolidation
Sturgis	MI	Public Safety Analysis
Troy	MI	Comprehensive Analysis of Police Services
Troy	MI	Review of Fire Administration and Inspections
Wyoming	MI	Comprehensive Analysis of Police Services 2012
Wyoming	MI	Comprehensive Analysis of Fire Services 2012
Wyoming	MI	Comprehensive Analysis of Police Services 2009
Wyoming	MI	Comprehensive Analysis of Fire Services 2009
Mankato	MN	Public Safety Study
Moorhead	MN	Comprehensive Analysis of Fire Services
Saint Cloud	MN	Police Strategic Planning Review
Saint Cloud	MN	Comprehensive Analysis of Police Services
Brentwood	MO	Comprehensive Analysis of Police Services
Saint Louis	MO	Comprehensive Analysis of Fire Services
Saint Louis	MO	Comprehensive Analysis of Police Services
Saint Louis	MO	Standard of Response / risk assessment
Bozeman	MT	Fire Protection Master Plan
Bald Head Island	NC	Public Safety Staffing Review
Bald Head Island	NC	Public Safety Consolidation
Chapel Hill	NC	Comprehensive Analysis of police services
Cornelius	NC	Fire Consolidation Study
Davidson	NC	Fire Consolidation Study

Greenville	NC	Comprehensive Analysis of Fire Services
Oxford	NC	Comprehensive Analysis of Fire Services
Oxford	NC	Comprehensive Analysis of Police Services
Rocky Mount	NC	AED Grant assistance
Rocky Mount	NC	Comprehensive Analysis of Police Services
Grand Island	NE	Comprehensive Analysis of Police Services
Grand Island	NE	Comprehensive Analysis of Fire Services
South Sioux City	NE	Fire Services Strategic Plan
East Brunswick	NJ	EMS Study
Oradell	NJ	Comprehensive Analysis of Police Services
Paterson	NJ	Comprehensive Analysis of Police Services
South Orange	NJ	Comprehensive Analysis of Police Services
Westwood	NJ	Comprehensive Analysis of Police Services
Bernalillo	NM	Comprehensive Analysis of Fire Services
Las Cruces	NM	Comprehensive Analysis of Fire Services
Las Cruces	NM	Comprehensive Analysis of Police Services
Ruidoso	NM	Comprehensive Analysis of Police Services
Boulder City	NV	Police Organizational Study
Henderson	NV	Comprehensive Analysis of Police Services
Las Vegas	NV	Comprehensive Analysis of Fire Services
North Las Vegas	NV	Fire Workload Analysis
Bria Cliff Manor	NY	Analysis of police consolidation
Garden City	NY	Comprehensive Analysis of Fire Services
Long Beach	NY	Comprehensive Analysis of Fire and EMS services
Armonk	NY	Comprehensive Analysis of Police Services
Oneonta	NY	Comprehensive Analysis of Fire and EMS services
Oneonta	NY	Fire Apparatus Review
Orchard Park	NY	Comprehensive Analysis of Police Services
Ossining	NY	Analysis of police consolidation
Ossining	NY	Analysis of police consolidation
Rye	NY	Police Chief Selection
Watertown	NY	Comprehensive Analysis of Fire Services
Cincinnati	OH	Police Dispatch Review
Dayton	OH	Police Internal Affairs Review
Huron	OH	Comprehensive Analysis of Police Services
Huron	OH	Comprehensive Analysis of Fire Services
Independence	OH	Comprehensive Analysis of Police Services
Independence	OH	Comprehensive Analysis of Fire Services
Sandusky	OH	Fire Study
Sandusky	OH	Police Study
Broken Arrow	OK	Comprehensive Analysis of Police Services
Broken Arrow	OK	Comprehensive Analysis of Fire Services
Edmond	OK	Comprehensive Analysis of Police Services
Jenks	OK	Comprehensive Analysis of Police Services
Jenks	OK	Comprehensive Analysis of Fire Services

Muskogee	OK	Comprehensive Analysis of Police Services
Tulsa	OK	Comprehensive Analysis of Fire Services
Bend	OR	Comprehensive Analysis of Police Services
Grants Pass	OR	Comprehensive Analysis of Fire Services
Grants Pass	OR	Comprehensive Analysis of Police Services
Grants Pass	OR	Public Safety Strategic Plan Development
Ontario	OR	Comprehensive Analysis of Police Services
Ontario	OR	Comprehensive Analysis of Fire Services
Mohnton	PA	Comprehensive Analysis of Police Services
Mohnton	PA	Police Chief Selection
Ephrata	PA	Comprehensive Analysis of Police Services
Farrell	PA	Comprehensive Analysis of Police Services
Jamestown	PA	Comprehensive Analysis of Police Services
Wrightsville	PA	Comprehensive Analysis of Police Services
Lancaster	PA	Police Study
Berwyn	PA	Comprehensive Analysis of Police Services
East Providence	RI	Comprehensive Analysis of Fire Services
East Providence	RI	Expert Witness Fire Issues
Beaufort	SC	Review of Fire Service Contract
Beaufort	SC	Comprehensive Analysis of Police Services
Beaufort	SC	Comprehensive Analysis of Fire Services
Walterboro	SC	Comprehensive Analysis of Public Safety Dept.
Rapid City	SD	Comprehensive Analysis of Fire Services
Germantown	TN	Comprehensive Analysis of Fire Services
Johnson City	TN	Comprehensive Analysis of Fire Services
Johnson City	TN	Comprehensive Analysis of Police Services
Smyrna	TN	Comprehensive Analysis of Police Services
Smyrna	TN	Comprehensive Analysis of Fire Services
Addison	TX	Comprehensive Analysis of Fire Services
Addison	TX	Comprehensive Analysis of Police Services
Baytown	TX	EMS Study
Belton	TX	Comprehensive Analysis of Police Services
Belton	TX	Comprehensive Analysis of Fire Services
Belton	TX	Police Chief Selection
Belton	TX	Fire Chief Selection
Buda	TX	Comprehensive Analysis of Police Services
Cedar Park	TX	Comprehensive Analysis of Police Services
Conroe	TX	Fire Services Analysis and Standard of Response
Frisco	TX	Comprehensive Analysis of Fire Services
Highland Village	TX	Fire Review
Hutto	TX	Comprehensive Analysis of Fire Services
Lucas	TX	Fire and EMS Analysis
New Braunfels	TX	Fire Study
New Braunfels	TX	Police Study
Prosper	TX	Comprehensive Analysis of Police Services

Round Rock	TX	Comprehensive Analysis of Fire Services
Sugarland	TX	Fire Department Overtime Analysis
Sugarland	TX	Comprehensive Analysis of Fire Services
Victoria	TX	Comprehensive Analysis of Police Services
Washington City	UT	Comprehensive Public Safety Analysis
Hampton	VA	Police Chief Selection
Leesburg	VA	Comprehensive Analysis of Sheriff Services
Leesburg	VA	Comprehensive Analysis of Fire Services
Bonney Lake	WA	Comprehensive Analysis of Police Services
Lacey	WA	Comprehensive Analysis of Fire Services
Snoqualmie	WA	Police Workload & Deployment Analysis
Spokane Valley	WA	Comprehensive Analysis of Police Services
Vancouver	WA	Comprehensive Analysis of Police Services
Vancouver	WA	Police Chief Selection
Menomonie	WI	Sheriff Office Study
Wauwatosa	WI	Comprehensive Analysis of Fire Services
Wauwatosa	WI	Comprehensive Analysis of Police Services
Jackson	WY	Police Consolidation Review
Laramie	WY	Comprehensive Analysis of Police Services
Jackson	WY	Police Consolidation Review