

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussing 2021-2023 City Council Goal 5, Action Step 5 Regarding RADAR, Alternatives to Police Services, and Other Possible Criminal Justice Reforms		
DEPARTMENT:	City Manager's Office Police Department		
PRESENTED BY:	Christina Arcidy, Management Analyst Shawn Ledford, Police Chief		
ACTION:	<input type="checkbox"/> Ordinance	<input type="checkbox"/> Resolution	<input type="checkbox"/> Motion
	<input checked="" type="checkbox"/> Discussion	<input type="checkbox"/> Public Hearing	

PROBLEM/ISSUE STATEMENT:

At the 2021 City Council Strategic Planning Workshop, City Council created a new Action Step for Council Goal 5, which directed staff to "Support the effective and efficient delivery of public safety services by maximizing the North Sound RADAR (Response Awareness, De-escalation and Referral) service delivery model; explore opportunities using an alternative-responder model similar to CAHOOTS (Crisis Assistance Helping Out on the Streets) through the North Sound cities partnership; and collaborate with King County District Court and other criminal justice service partners to address the inequitable treatment of low-income misdemeanor defendants through options such as a warrant release program, a relicensing program, and other efforts to lower Court Failure to Appear rates."

Tonight, Council will hear updates on this Action Step, which will include an opportunity for Council to hear from the North Sound RADAR Program regarding program updates and have an opportunity to ask questions of Brook Buettner, RADAR Navigator Program Manager, and Shawn Ledford, Shoreline Police Chief, about the RADAR Program status and future plans. Council will also hear an update regarding types and possible options for alternative-responses to Police calls for service and opportunities to work with other criminal justice partners to implement reforms.

RESOURCE/FINANCIAL IMPACT:

Staff is not proposing any program recommendations at this time, therefore there are currently no financial impacts except for staff time to complete the workplan.

RECOMMENDATION

No action is required at this time. Staff recommends that Council ask questions of RADAR staff on current challenges and future expansion; provide feedback on what police services/types of calls the City should prioritize to explore providing or handling differently based off of the preliminary research provided; and give feedback on the proposed next steps and workplan.

Approved by: City Manager ***DT*** City Attorney ***MK***

BACKGROUND

Maintaining a safe community for all is of paramount importance to City leadership. Recent events, both locally and nationally, have prompted a significant degree of interest in how public safety services are delivered and if there are alternatives to law enforcement officers delivering any of those services. The provision of police services is one aspect of Shoreline's public safety landscape and the current focus of Council and staff. Council discussed the provision of police services at their 2021 City Council Strategic Planning workshop. Council was provided a staff-generated memo to support the Police Services Discussion (Attachment A).

At the conclusion of the Strategic Planning Workshop discussion, Council created a new Action Step for Council Goal 5, which directed staff to "Support the effective and efficient delivery of public safety services by maximizing the North Sound RADAR (Response Awareness, De-escalation and Referral) service delivery model; explore opportunities using an alternative-responder model similar to CAHOOTS (Crisis Assistance Helping Out on the Streets) through the North Sound cities partnership; and collaborate with King County District Court and other criminal justice service partners to address the inequitable treatment of low-income misdemeanor defendants through options such as a warrant release program, a relicensing program, and other efforts to lower Court Failure to Appear rates." This Action Step builds on previous work of the City, which is outlined in this section.

Response Awareness De-escalation and Referral (RADAR)

In 2016, the Shoreline Police Department started a pilot program called RADAR, after being one of seven successful applicants out of over 100 to receive a United States Department of Justice grant for projects under their Smart Policing Initiative (SPI) in October 2015. The goal of SPI was to identify the development of programs and strategies that are effective, efficient, and economical ways to reduce crime, ensure higher case closure rates, and increase agency efficiency and improve community collaboration and relations. Shoreline collaborated with the King County Sheriff's Office (KCSO) and potential research partners from George Mason University and the Police Foundation to develop a competitive application for RADAR. Further information on the RADAR pilot funded by the Department of Justice grant can be found here: [Approval of the Grant Agreement Between the United States Department of Justice and the City of Shoreline for the Risk Awareness, De-escalation, and Referral \(RADAR\) Program and Approval for the City Manager to Enter into Agreements to Implement the Program.](#)

When the program was first envisioned, the overall goal of RADAR was to enhance community and first responder safety through relationship-based policing, community care-taking, and procedural justice. The RADAR program was designed as follows:

1. Identify, assess, and establish cooperative relationships with individuals at risk of violence due to mental health issues, cognitive deficits, or substance abuse.
2. Engage in a cooperative alliance with these individuals and the "circle of support" (family members and friends).

3. Establish safety protocols, de-escalation techniques, and voluntary strategies to remove weapons prior to crisis events.
4. Share accurate and updated de-escalation information with first responders to ensure a safe and consistent response.
5. Evaluate the effectiveness of RADAR using a rigorous program evaluation process.

RADAR provides police officers with response plans designed to assist in the field with de-escalation and crisis intervention response. It also provides resources for officers to follow up with a Mental Health Professional (MHP) Navigator for at-risk individuals in the community. While all officers may make a referral to RADAR, between five to seven Shoreline deputies and one sergeant currently work in the RADAR program, co-responding with a MHP Navigator. Deputies self-select to work with RADAR based on their interest in supporting people with behavioral and mental health needs. Once selected, the deputies shadow an experienced RADAR co-responder team (a deputy and MHP Navigator) before going out into the field on calls. The goals of the RADAR program are to strengthen community/police partnerships, to increase the connection of at-risk individuals with effective behavioral health services and treatments, to enhance community and first responder safety by reducing the potential for police use of physical force, and to reduce repeat calls for service.

In 2018, Shoreline began discussions with other North King County cities to expand the RADAR program. Shoreline began partnering with the cities of Lake Forest Park, Kenmore, Bothell, and Kirkland on this program expansion. The North Sound RADAR cities requested funding for a consultant to help establish the expanded program, a project manager to oversee the MHP Navigators and coordinate efforts between the cities, and four part-time MHP Navigators to work in the field to support law enforcement in the member cities to follow-up with individuals in crisis. The King County Council subsequently approved using Mental Illness and Drug Dependency (MIDD) Behavioral Health Sales Tax funds to support the North Sound RADAR program for 2019 and 2020.

The Center for Evidence-Based Crime Policy (CEBCP) in the Department of Criminology, Law and Society at George Mason University released the [final evaluation report on RADAR](#) in 2019. This process and outcome evaluation found that RADAR was successfully implemented and was well-received by deputies. By 2019 all Shoreline deputies who responded to the evaluation survey had heard of RADAR. A majority checked for response plans before responding to calls, viewed RADAR favorably, and believed the program contributed to their job satisfaction and effectiveness. RADAR Deputies surveyed after RADAR implementation were also significantly more likely than those surveyed during the planning phase to feel empathy for people with behavioral health and/or developmental disabilities (BH/DD) and significantly less likely to have used force against them.

The evaluation did not find significant effects on rates of mental health-related calls for service or incidents. Consistent with the survey, the researchers found that use of force

was lower after RADAR was implemented, but this was not statistically significant. However, due to the small number of calls and incidents, especially those involving force, the researchers concluded that it was likely that they would not have been able to detect significant effects in this study even if they existed. Nonetheless, they concluded that RADAR has clearly had a positive influence on the Shoreline Police Department's culture in terms of changing attitudes and responses to people with BH/DD. The researchers noted that it is likely that the translation of this cultural shift into robust effects on calls and incidents could take many years, but that the trend points in the right direction.

The report concludes with a number of recommendations for sustaining and expanding RADAR, particularly the navigator portion, in order to realize any potential long-term benefits of the program. These include:

- continuing to expand the existing regional collaboration, particularly in terms of streamlining technology and information-sharing systems;
- institutionalizing the navigator position as a formal social work career path through intentional, structured hiring, onboarding, and training; and
- identifying additional resources and sources of support in the community to continue implementing the program at relatively low cost.

While RADAR's goals have remained the same, the program has expanded to include the ability for limited co-response – meaning Police and MHP Navigators respond to an incident together – to persons in mental health crisis during a RADAR shift and for follow-up response by RADAR Deputies and MHPs for willing individuals. RADAR MHP Navigators currently spend roughly 20% of their time responding to in-progress calls with Police across the five cities. This will likely increase as staffing improves and when Navigators can be deployed without an officer.

Alternative-Responder Models

The Shoreline community currently benefits from three alternative-responder programs. The first is the City's Code Enforcement and Customer Response Team (CECRT). This team assists police with several responses the police department would otherwise be charged with if CECRT did not exist. For example, CECRT help both police and fire with traffic control during major incidents. This support occurs 24/7, with staff sometimes being called in after hours to provide this service. CECRT staff also start the unauthorized vehicle in the right-of-way process, which is one of the most requested services of CECRT. CECRT staff will conduct the intake, visit the vehicle to assess whether it may be in violation of the City's Model Traffic Ordinance, and place the first notice on the vehicle, if necessary, directing the vehicle owner to move the vehicle. After the vehicle has been noticed, they will revisit the vehicle before alerting police that the vehicle is in violation of the MTO and is being forwarded to them for next steps in the process. Only sworn peace officers may impound an unauthorized vehicle in the City's right-of-way.

The second is Shoreline Police's Community Service Officer (CSO), which is a 1.0 FTE position within the Shoreline Police Department that helps with work and support tasks

that can be done by someone other than a sworn officer and is not armed. The CSO is assigned to assist domestic violence victims, transport children, and support patrol with found property, taking witness statements, and other non-violent calls. In Shoreline, this officer has supported programs such as the Nurturing Trust Program, a parent education program delivered in English and Spanish that sets the basis for the prevention of becoming a victim or perpetrator of domestic violence, drug use, child abuse and suicide, to name a few. The CSO is seen as a valuable position in building relationships within the community and assisting victims of crimes. When recruiting for the position, the KCSO often looks for someone with a background in social work or similar work as well as someone who is multi-lingual.

The third alternative-responder program is the North King County Mobile Integrated Health unit operated by the Shoreline Fire Department. It's predecessor, the North King County Community Medicine Team (CMT), was launched in October 2015 as a pilot program of King County EMS to explore a method for providing an alternative response to low-acuity or non-emergent medical calls. Today it is known as North King County Mobile Integrated Health (MIH) and serves Shoreline, Northshore, Bothell, and Woodinville Fire Departments. MIH is a patient-centered, innovative delivery model offering on-demand, needs-based care, and preventative services. The team is comprised of one firefighter and one social worker. This two-person team provides the fire departments with additional resources to address the increasingly complicated medical and psychosocial situations faced in the community in a referral model. Firefighters across the four agencies have the ability to refer a patient to the MIH team and request additional help for individuals struggling at home. Interventions in 2019 included coordinated medical care, mental health support, fall prevention referrals, coordination with case management, substance abuse intervention, and more. This program has allowed fire departments to provide meaningful intervention and impact a patient's wellbeing outside of the 911 emergency system. MIH received the following referrals (by year) for Shoreline patients: 137 (2017), 173 (2018), and 198 (2019).

Address the Inequitable Treatment of Low-Income Misdemeanant Defendants

The City has generally worked to address the underlying causes of individuals who commit misdemeanor offences and divert sentenced misdemeanor defendants from jail when it is safe to do so. For example, in 2019 the City partnered with King County District Court to expand their Community Court pilot. Community Court is an alternative problem-solving court that differs from traditional court in that it seeks to identify and address the underlying challenges of court participants that may contribute to further criminal activity. Individuals receive wrap around services and complete community service hours over several weeks to several months and check in with the Court weekly on their progress. While there may be set-backs with an individual's progress, the goal is to provide them with enough support that they can "graduate" from Community Court and have their criminal charges dropped. This helps them maintain stable housing, keep their job, and, sometimes, be reunited with family.

The City also has a history of providing alternatives to sentencing, such as work release and at-home detention, both of which show positive outcomes for misdemeanor

populations. The King County Jail ended the work release program in 2020 and will not be reinstating it after the pandemic. The vendor for the City's at-home detention recently closed. The City is interested in continuing these programs with new vendors, if possible, in the future.

Listening Sessions & Community Conversations

While not part of Council Goal 5, Action Step 5, staff and Equity and Social Justice Community Consultants have been co-creating a series of listening sessions and subsequent community conversations to hear directly from residents about their experiences, expectations, and desired outcomes in regard to local policing; establishing benchmarks to measure progress in achieving those expectations and outcomes; and identifying desired changes in policies and/or practices and implementing processes to effect those changes. These sessions came out of [Council Resolution No. 467](#) declaring the City's commitment to building an anti-racist community. Work related to these conversations is on-going and has by design yet to influence Council Goal 5, Action Step 5, though that is the intent.

DISCUSSION

Maximizing the North Sound RADAR Service Delivery Model

During the 2021 City Council Strategic Planning Workshop, Council expressed their interest in seeing the RADAR program fully staffed and operational as part of their interest in alternative police services models. Tonight, Council will hear from Brook Buettner, RADAR Navigator Program Manager, and Shawn Ledford, Shoreline Police Chief, about the RADAR Program's current status and future plans. The accompanying slides for this update can be found as Attachment B.

Staffing Challenges and Opportunities: RADAR continues to be funded by the [King County Mental Illness Drug Dependency \(MIDD\) Behavioral Health Sales Tax Fund](#). RADAR's difficulty recruiting and retaining qualified Mental Health Professional (MPH) Navigators is the primary barrier to maximizing the program at this time. RADAR MPH Navigators must pass a more stringent criminal background check than typical mental health professionals due to their access to sensitive information in a police department setting. Additionally, the MPH Navigator positions have only been parttime (0.5 FTE) contractor positions with a requirement to have their own liability insurance. The lack of hours, employer paid benefits, and requirement to provide their own insurance have been major barriers to filling the positions. To address this, RADAR is working on transitioning the MIDD funding to have three 1.0 FTE's instead of six 0.5 FTE's, hiring them as benefitted staff of one of the member cities (Bothell), and will not be requiring the MPH Navigators to provide their own additional liability insurance at this time, relying instead on the coverage provided by the Washington Cities Insurance Agency (WCIA) to extend WCIA's policy coverage for these positions. This transition is still underway and therefore the positions have not yet been posted. MPH Navigators are currently working under the parttime contractor model.

The MPH Navigator is generally considered a new position in the field and is therefore not a typical career track for mental health professionals. A lack of awareness and pre-career/mid-career training are likely keeping professionals from applying for these relatively new positions. In response to this and due to the success of RADAR locally, Shoreline Community College now offers the [Criminal Justice Advocacy Certificate](#). The 15 credit, 60 hour certificate was developed and is taught, by [Anura Shah LICSW, MHA](#), a forensic social worker who also teaches crisis intervention training to law enforcement officers. The certificate bridges the gap between criminal justice and sociology, law and psychology, and could support social workers who want to work alongside police to help mentally ill and marginalized populations. The hope is that the Shoreline Community College program will result in a more robust partnership between mental health professionals and law enforcement locally. This certificate is the first of its kind in the country.

Program Model: RADAR is currently primarily operating as a referral model, in that police officers make referrals to the RADAR program and the MPH Navigators follow up on these referrals outside of police calls for service. This entails RADAR Deputies and MPH Navigators making contacts to RADAR referrals, though there are times when a Navigator is available to respond to a scene that includes someone in a mental or behavioral health crisis more immediately. The MPH Navigators do not have their own police radios or vehicles, which is a barrier to being able to co-respond to an issue in progress with a police officer.

RADAR is looking ahead to make program advancements that would expand the services offered to member cities. Moving from a referral model to a hybrid referral/response model is the next overall program improvement RADAR is planning. Instead of only following up on a referral from a police officer, Navigators would be able to respond with a police officer in real time. To do so, RADAR would need an increase in MHP staffing to a minimum of 7.0 FTEs to provide for seven day a week coverage across the five member cities during peak hours of need (determined by clearing codes), two MHP Navigator vehicles, along with improved communication with incoming 911 calls. RADAR is currently working with the 911 dispatch services (NORCOM and KCSO 911 Dispatch Center) on information sharing that is setting a foundation for a change in the future.

RADAR is also seeking additional funding to target a weak point in the current treatment system, which is the transition from law enforcement contact and crisis to ongoing treatment services. In this transition, many people fall through the cracks and continue down the path of addiction and criminal activity. The City, the [Center for Human Services](#), and RADAR have applied for a Department of Justice's Bureau of Justice Assistance [Law Enforcement Behavior Health Responses grant](#) to provide additional co-responder capacity in the RADAR Program (0.5 FTE covered by existing funding sources and 0.5 FTE under the grant) and a full-time Mental Health Professional Treatment Navigator at the Center for Human Services, as well as covering some of the time of co-responding officers to begin to bridge an existing gap in services for RADAR participants.

A longer term goal of RADAR is to serve as both a co-responder and alternative responder program. When acting as an alternative responder, RADAR navigators would be directly dispatched by the 911 dispatch service without a police officer. This would require the creation of a 'decision tree', new dispatch protocols, potentially different staff training, and the use of RADAR-specific vehicles. The proposed expansion plan for RADAR is included as an attachment to this staff report (Attachment C).

Need for Regional Crisis Triage Facility: The Substance Abuse and Mental Health Services Administration (SAMHSA) has provided a best-practice toolkit for behavioral health crisis care. The toolkit explains the three essential elements that are needed to provide effective, modern and comprehensive crisis care to anyone, anywhere, anytime including 1) regional or statewide crisis call centers coordinating with one another in real time; 2) centrally deployed, 24/7 mobile crisis; and 3) crisis receiving and stabilization facilities. King County notably lacks a comprehensive walk-in crisis clinic or crisis center. Instead, Washington State offers several telephone crisis hotlines, which is not a substitute for a brick-and-mortar one-stop shop where, for example, first responders can take individuals, 24/7, who agree to speak with a professional about substance use treatment; where a high school junior having a terrible day can walk in after school and receive a nutritious snack as well as developmentally-appropriate counseling services; and where a new mother can seek the companionship and support of a group of peers who can offer her words of wisdom and comfort. Most crisis triage facilities are nonprofit, and many utilize trained volunteers as well as mental health professionals to provide 24/7 services, free of charge. These centers also connect callers to providers in their community that can support their needs. There are only 17 state-funded crisis triage beds in all of King County (located in Kent), and only ten of these beds have been available during the COVID-19 pandemic. While the Kent facility has a good history of working with those in need, it is far less than what is needed, especially if the number of MHP Navigators increases and makes more contacts with those who would benefit from a crisis triage facility.

Staff interviewed a number of professionals locally in the last 12 months about what is needed to successfully meet the needs of those in crisis, and all point to the urgent and immediate need for there to be a 24/7 crisis clinic within reasonable proximity to where a person in crisis lives that regularly has beds available for both first responders and community walk-ins. In response to this growing call for a crisis center, City Managers from the RADAR partner cities are working to draft a letter requesting support from the State Legislature to fund such a clinic in North King County, based partially on the success of the RADAR Program to date.

Next Step Recommendation: Staff recommends that the City Council sign onto a joint letter in support of a Crisis Triage Facility and support next step efforts with other elected officials for the successful funding and placement of this voluntary crisis facility in North King County. Next steps likely include seeking grants, making a request for funding from King County or the State Legislature, and establishing a RADAR member cities Crisis Triage Facility Task Force to determine siting and funding model.

Exploring an Alternative-Responder Model

Staff has completed some initial research on alternative-responder models that could be considered for shifting work historically completed by Shoreline Police to other staff or service providers.

Crisis Responses: There are no best practice models for crisis related alternative-responder models nationally, as this is still a new and evolving field (best practice defined here as “widely accepted as being correct or most effective”). That said, there are currently three models in use: Referral, Response, or Hybrid.

Referral-based models rely on police officers to assess, track, and convey community members’ needs to community responders. Generally, this is based on agreed-upon criteria, developed collaboratively among community responders and police leadership (i.e., a Memorandum of Understanding). The police officers will then provide a referral list to the community responders at the end of each shift. The responders subsequently schedule follow-up visits with the community members in need and provide the appropriate services. Often, the crisis has passed or lessened by the time the responder makes contact, however it is not unusual for the community responders to request police presence during the follow-up period. As noted above, the RADAR program is an example of a referral-based model.

Response-based models can be implemented in two distinct ways or combined: ride-alongs and/or via real-time requests. Ride-alongs are the most visible example of “co-responder” programs nationwide. A [crisis intervention trained](#)-certified police officer and a crisis responder are paired in the police officer’s marked vehicle for the duration of the shift to respond to calls for service. Other response-based models do not involve ride-alongs but are still considered co-response programs, such as police officers call a community responder to arrive on scene to assist during a crisis call.

Many programs throughout the nation are now beginning to realize the benefit of a hybrid referral-response model, whereby community responders can independently follow-up with identified community members in need but remain available for ride-alongs and for real-time requests.

Based on research done on responder models on behalf of the City of Kirkland, there is no community response program in the nation that responds to individuals in crisis with no involvement of law enforcement. All programs nationwide from Rochester, NY, to Denver, CO, work with police officers in some capacity. The programs that do not formally partner a community responder with a police officer still call upon police for presence and/or intervention, whether emergently or proactively, in instances where staff or bystander safety is of concern. If Shoreline were to develop an alternative-responder model, it will require partnership KCSO/Shoreline Police to ensure that police can and will support its implementation.

Before choosing a model, it would be necessary to understand more about the need in Shoreline or the region for an alternative-responder model. This would include a more

thorough understanding the types of calls being received, such as the days and times of days the calls come in, who the highest 911 users are and why they call, and the types of services that exist or where there are gaps in service that people need to no longer need to call 911. It is unknown whether or not KCSO is clearing calls in such a way that would help analyze this data or if that would need to be in place prior to analysis.

It would also be important to understand how the proposed RADAR expansion and the North King County Mobile Integrated Health (MIH) Program operated by Shoreline Fire would complement an alternative-responder model. RADAR's proposed expansion would allow mental health professional navigators to operate as co- and alternative-responders depending on the nature of the call. Navigators would be operating in a hybrid model, meaning they could both take referrals to follow up with after an incident or in response to a concern and respond in real time. This may satisfy a significant number of types of calls that an alternative-responder program would fulfil.

Non-Crisis Responses: There may be alternative service delivery methods that the Council would like to explore for other non-crisis calls for service. Staff previously collected feedback from Shoreline Police about calls for service that they believe could be explored for alternative- or non-responses. Based on the initial list, staff began to analyze the frequency of calls (where known) and develop a list of preliminary possible alternatives for response. The probability of success and consequences of shifting responsibility for these types of calls has not yet been analyzed. More work would also need to be done on what a sworn officer needs to address versus a non-commissioned officer or other type of alternative responder. It should be noted that a shift in funding from police or the addition of new funding would be necessary to shift work to an alternative responder.

Call for Service Type	# (%) of Calls in 2019	Preliminary Possible Alternative(s)
Welfare checks	1,015 (6.45%)	Request Shoreline Fire to respond
Trespassing, non-criminal (parks & businesses) ¹	UNK (less than 1,000 per year)	No response
Alarm	1,020 (6.48%)	CECRT responds (1-2 hour delay after hours)
Alarm – Commercial	417 (2.65%)	
Alarm – Residential	603 (3.83%)	
Noise complaint	628 (3.99%)	CECRT responds (1-2 hour delay after hours)
Mental health calls	600 (3.81%)	Future expansion of RADAR or partnership with future crisis clinic
Family issue – parental discipline/child not obeying the parent	395 (2.51%)	No response unless possible crime in progress or has occurred; Dispatch the Community Service Officer for follow up

Call for Service Type	# (%) of Calls in 2019	Preliminary Possible Alternative(s)
Service calls (tree down, debris in the roadway) ²	UNK (less than 175 per year)	No response until CECRT arrives within 1-2 hours
Unauthorized/ Abandoned vehicle	172 (1.11%)	Alternative already in place – CECRT starts process regardless of who (Police or City) receives initial call
Found property	140 (0.89%)	Alternative already in place – CSO responds; other alternatives could include found property brought to Police Station by reporting party or CECRT responds
Drunkenness	116 (0.73%)	No response unless a crime is in progress or has occurred
Search and rescue	97 (0.62%)	Rely on Shoreline Fire or civilian search and rescue teams
Medical calls	79 (0.50%)	Request Shoreline Fire to respond
Mail theft	67 (0.43%)	Refer callers to Postal Inspection Service with United States Postal Service (USPS)
Neighbor dispute	63 (0.40%)	CECRT responds during business hours
Animal complaint	57 (0.36%)	Animal Control only responds
Civil standby	37 (0.24%)	No response
Suicidal subject	31 (0.20%)	Request Shoreline Fire to respond
Metro calls	26 (0.16%)	Request KCSO Metro Police Unit to respond
Overdose	16 (0.10%)	Request Shoreline Fire to respond
Panhandling	5 (0.03%)	No response unless crime in progress or doing a child welfare check when children are present
Park closures ³	Occurs daily	Adding a City-funded position with an evening shift to lock parks at night
Vehicle lockouts	0 (0.00%)	CECRT responds during business hours only

¹ Criminal and non-criminal trespassing are coded the same, therefore more analysis would need to be completed before knowing how many calls would be recommended for an alternative response.

² Service calls such as these are assigned to the call type “Hazards,” which also includes cave-ins, found dynamite, down wires, etc. therefore more analysis would need to be done to determine how many calls would be recommended for an alternative response.

³ Police lock Shoreline park gates every evening according to when dusk happens.

Next Step Recommendation: Staff recommends that future research focus on the top five types of calls that could be diverted to alternative-responders in Shoreline, if an alternative-responder model would reduce calls to police, and what funding is available or could be re-purposed to sustain this model. The top five call types include welfare checks, trespassing (non-criminal), alarms, noise complaints, and mental health calls. Additionally, staff recommends that the North King County Mobile Integrated Health unit of Shoreline Fire present at a future Council meeting on their program model, future plans, and funding sustainability. This would help develop a more holistic picture for

Council of the program delivery landscape within Shoreline and increase understanding of the gaps another alternative-responder program in Shoreline would be filling.

Address the Inequitable Treatment of Low-Income Misdemeanant Defendants and Lower the Failure to Appear (FTA) Rate

Minimal work has been done on this aspect of Council Goal 5, Action Step 5 to date, primarily due to the efforts needed to attend to the criminal case backlog in King County District Court due to the COVID-19 pandemic. That said, staff have begun to analyze the jail population for trends that have not yet been focused on (recidivism, housing type needed, charges) to help guide this response, as well as focus on implementing effective jail alternatives and improving court to defendant communication regarding mandatory court appearances in an attempt to reduce the FTA rate.

Staff are currently preparing a Request for Proposal process to choose a new at-home detention provider after the City's former vendor went out of business. While many defendants are made to pay for this service themselves, the City intends to work with the King County District Court judges so that the City can pay for this service on behalf of defendants due to the benefits it has for the City, community, and defendants.

Draft Workplan

Staff developed a multi-year workplan to achieve Goal 5, Action Step 5. Key tasks and due dates are proposed as follows:

Task	Due Date
Establish Goals, Assign Goals, Determine Q2 Meeting Deliverable	Q1 2021 <i>Complete</i>
Provide workplan update, initial findings to City Council	Q3 2021 <i>Tonight</i>
Provide Council Update and update workplan based on Council feedback	Q1/Q2 2022
Provide Council Update and potential budget consideration	Q4 2022

While there are aspects of the workplan that are out of the City's control, the intent of the workplan is to be able to give Council a substantial update and recommendation in time for the 2023-24 budget process, which begins in June 2022.

COUNCIL GOAL(S) ADDRESSED

This work addresses Council Goal 5, Action Step 5 from the Council's adopted [2021-2023 Council Goals and Work Plan](#):

Goal 5: *Promote and enhance the City's safe community and neighborhood programs and initiatives*

Action Step 5: *Support the effective and efficient delivery of public safety services by maximizing the North Sound RADAR (Response Awareness, De-escalation and Referral) service delivery model; explore opportunities using an alternative-responder model similar to CAHOOTS (Crisis Assistance Helping Out on the Streets) through the North Sound cities partnership; and collaborate with King County District Court and other criminal justice service partners to address the inequitable treatment of low-income misdemeanor defendants through options such as a warrant release program, a relicensing program, and other efforts to lower Court Failure to Appear rates.*

RESOURCE/FINANCIAL IMPACT

Staff is not proposing any program recommendations at this time, therefore there are currently no financial impacts except for staff time to complete the workplan.

RECOMMENDATION

No action is required at this time. Staff recommends that Council ask questions of RADAR staff on current challenges and future expansion; provide feedback on what police services/types of calls the City should prioritize to explore providing or handling differently based off of the preliminary research provided; and give feedback on the proposed next steps and workplan.

ATTACHMENTS

Attachment A: 2021 City Council Strategic Goal Setting Workshop Memo Supporting Police Services Discussion

Attachment B: RADAR Update for Shoreline City Council – Slide Deck

Attachment C: RADAR Proposed Pathway to Expansion (April 2021)



Memorandum

DATE: February 24, 2021

TO: Mayor and Councilmembers

FROM: Christina Arcidy, CMO Management Analyst
Shawn Ledford, Chief of Police

RE: Police Services Discussion

CC: Debbie Tarry, City Manager
John Norris, Assistant City Manager

Policy Question

After a review of police services provided in Shoreline, does the City Council want to provide staff with further direction on exploring alternative non-criminal police service delivery models or other opportunities for criminal justice reform?

Background

Maintaining a safe community for all is of paramount importance to City leadership. Recent events, both locally and nationally, have prompted a significant degree of interest in how public safety services are delivered and if there are alternatives to law enforcement officers delivering any of those services. The provision of police services is one aspect of Shoreline's public safety landscape and the current focus of Council and staff. Staff has previously committed to engaging the Shoreline community in listening sessions to hear directly from residents about their experiences, expectations, and desired outcomes in regard to local policing; establishing benchmarks to measure progress in achieving those expectations and outcomes; and identifying desired changes in policies and/or practices and implementing processes to effect those changes. The City Council recently adopted Resolution No. 467 that supports the commitment to facilitate community listening sessions to hear directly from Shoreline community members – centering the voices of those who identify as Black, Indigenous, Hispanic, Asian, and other People of Color.

The City contracts with the King County Sheriff's Office (KCSO) for law enforcement services. The overall law enforcement framework within which the Shoreline Police Department operates was discussed by Council during their July 27, 2020, Council meeting and additional information supporting that discussion can be found here: [Discussion of Law Enforcement Structure](#).

Police services are the only services staffed 24 hours per day, seven days a week by the City of Shoreline. As such, Shoreline Police receive several types of calls when someone in the community needs assistance outside of the traditional "9 to 5" business hours. Absent another service provider, Police are often called to address quality of life issues, such as loitering, enforcing the City's Park Code, or welfare checks.

To understand what services could be provided by other professionals, it is first important to understand what police services are provided by whom and what types of calls for police services the City receives.

Shoreline's Police Services

KCSO Contract Background

Since the City of Shoreline incorporated in 1995, Shoreline has contracted for law enforcement services from the King County Sheriff's Office (KCSO). The mission of the Shoreline Police Department is "to be a trusted partner in fighting crime and improving the quality of life for our residents and guests."

KCSO provides contract services to ten cities (Burien, Carnation, Covington, Kenmore, Maple Valley, Newcastle, Sammamish, SeaTac, Shoreline, and Woodinville), two towns (Beaux Arts Village and the Town of Skykomish), two transit agencies (King County Metro and Sound Transit), the Muckleshoot Indian Tribe, and the King County International Airport. In addition to day-to-day operations, KCSO provides officer vehicles and equipment, umbrella liability coverage, and access to specialized units such as major accident investigation, helicopter air support, and a marine and dive unit.

The KCSO contract allows contract cities, such as Shoreline, to interview and select their police chief from a list of qualified candidates and to maintain control over policing priorities, including the degree of emphasis given to community engagement efforts. The uniforms and vehicles of the department can have unique insignia reflecting the city. As a result of this contract partnership, the Shoreline Police Department's internal communications, culture, and systems for performance management and accountability are a blend of KCSO and City of Shoreline influences.

The contract for police services is embodied in an interlocal agreement between the municipality and King County. The agreement sets forth specific details regarding chief selection, financial details (including contract cost adjustments and invoicing), services offered, processes for requesting additional services, contract oversight, dispute resolution, and

contract termination. The agreement outlines the authority that may be exercised solely by the Chief, issues that require input and approval from KCSO, and issues that must be consistent between KCSO and the City. An Oversight Committee consisting of City Executives from the contract agencies, the Sheriff, a County Executive designee, and the Chair of the King County Law and Justice Committee, meets quarterly to administer the agreement. The contract may be amended by mutual agreement of the City and County, subject to approval by the Oversight Committee. The contract renews automatically from year to year. Either the city or the County can terminate the agreement by giving notice of intent to terminate. After the 45-day notice period, the contract terminates 18 months later.

The City can tailor the services provided in Shoreline, such as the types of “calls for service” police respond to as long as they are within the KCSO policies. Shoreline has not elected to do this, and this option will be discussed in further detail in the “Other Service Delivery Options” section.

Shoreline Police Organizational Structure

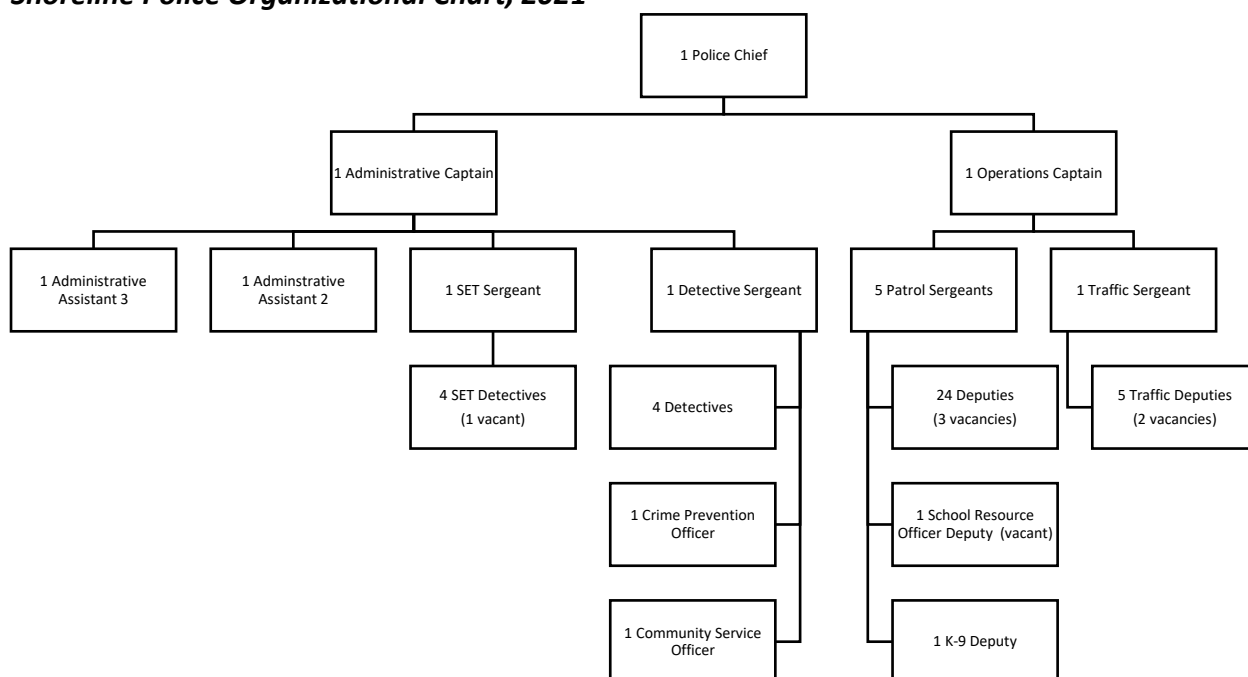
The organizational structure of the Shoreline Police Department is depicted in the organizational chart below. The Department uses a major-model, meaning that the police chief is a rank of major within the KCSO organization and reports to the City Manager and Patrol Operations Division Chief within the King County Sheriff’s Office. The rank of a police chief in a KCSO contract city is determined by city population. Cities with populations less than 20,000 can have a police chief with a rank of sergeant; cities with a population greater than 20,000 have a police chief ranking as a captain or higher; and cities with a population greater than 50,000 may select a major as their police chief. The City of Shoreline is the only KCSO-contracted city that operates as a stand-alone police department, meaning it operates as if the City was providing its own police services. All supervision and staffing is assigned to the Shoreline Precinct, with Shoreline officers only being dispatched within Shoreline and other KCSO staff not being dispatched to Shoreline, with the exception of support on major events.

The Shoreline Police Department has two administrative assistants, whose primary responsibility is to act as the face of the Department in City Hall by staffing the front desk and responding to walk-in inquiries. In addition to the police chief and administrative assistants, the current authorized staffing for the Shoreline Police Department is two (2) Captains, eight (8) Sergeants, eight (8) Detectives, one (1) Crime Prevention Officer, one (1) Community Resource Officer, and 31 Deputies (with 24 Patrol Deputies available for 24/7 coverage). The patrol staffing model is based on having a minimum of four (4) officers on duty at a time during peak times, and a minimum of three (3) officers during non-peak times (more information on shift model follows in the next section). In 2020, there were 0.96 commissioned officers per 1,000 residents in Shoreline. KCSO uses a city’s crime rate, calls for service, response times, and other factors to determine the proper staffing.

Currently seven (7) of the authorized sworn positions are vacant due to overall vacancies within KCSO. Five of those vacancies are considered Shoreline’s “fair share” amongst all contract agencies. The need for Shoreline to carry some of the Department-wide vacancies has been an

issue for the last 24 months as KCSO has not been able to hire officers and in many cases have them complete academy and training at the pace of those leaving the profession or to meet the requests of new officers by contract agencies. Although the KCSO has been working to improve hiring rates, and the State academy has received additional funding to increase the number of sessions offered, it is anticipated that it will take time for KCSO to have enough personnel to meet all demands. Currently, KCSO has stated that the “fare-share” vacancies should be fully addressed in 2021. Given the vacancy rates, maintaining minimum staffing levels currently means assigning existing officers overtime. This may include bringing in officers from the larger KCSO personnel pool.

Shoreline Police Organizational Chart, 2021



Shoreline Police Roles, Responsibilities, and Shifts

The following outlines the different roles and responsibilities within the Shoreline Police Department.

Police Chief

As noted above, the Shoreline Police Chief is the rank of Major in KCSO and reports to the KCSO Division Chief, while working at the direction of the Shoreline City Manager. Within the City of Shoreline organizational structure, the Police Chief is considered a department head and is expected to represent the City’s considerations and needs in carrying out their official duties. The Police Chief is also responsible for representing the Shoreline Police Department at both community events as well as official meetings and functions. Some of the key responsibilities of the Police Chief include maintaining communications and agreements between the City and KCSO; directing overall police operations, including developing plans and managing resources; preparing a budget for the police department in coordination with KCSO; establishing goals and

objectives for police services, as well as identifying and reviewing performance indicators; and establishing standards of performance for officers and conducting performance reviews.

Captains

Shoreline employs two Captains, one supervising the operations division and one supervising the administration division. Captains supervise the rank of Sergeant and are subordinate to the rank of Major. Captains are responsible for representing the Shoreline Police Department in internal City workgroups, KCSO workgroups, and at community events. Some of the key responsibilities of the Captains include managing patrol operations and detectives, such as search warrants and other policy and legal issues; providing direction on major events and critical incidents; ensuring complaints for the Internal Investigation Unit are prepared according to policy; overseeing the professional staff; ensuring the precinct protocols and equipment are within the KCSO and State policy requirements; and serving on the teams coordinating efforts between Shoreline Municipal Court, SCORE Jail, and other City Departments.

Sergeants

Shoreline employs six operations Sergeants and two detective/administration Sergeants. Sergeants are commissioned employees appointed by the King County Sheriff. They supervise the rank of Deputy and Detective and are subordinate to the rank of Captain. In operations, the Patrol Sergeants supervise the Patrol Deputies, School Resource Officer, and K-9 Deputy, while the Traffic Sergeant supervises the Traffic Deputies. In detective/administration, the Special Emphasis Team (SET) Sergeant supervises the SET Deputies, while the Detective Sergeants supervises the detectives, Crime Prevention Officer, and Community Service Officer. In addition to their supervision responsibilities, other key responsibilities include ensuring shifts are properly staffed and training scheduled; monitoring activity to ensure deputies are within policy; investigating use of force and other complaints; screening arrests and help determine when deputies will enter a location under exigent circumstances, obtain a search warrant, or walk away; and coordinating response efforts to high risk calls and helping determine if a call will hold, be cancelled, or if Major Crimes, Major Accident Response and Reconstruction (MARR), SWAT, or other specialty units are needed.

Deputies

The primary function of a Deputy depends on the position they fill. Shoreline's Deputies fill one of the following roles with its complimentary primary function:

- SET Detective – Serve as undercover and/or plain clothes detective, investigate crimes primarily related to narcotics.
- Crime Prevention Officer – Conduct community outreach, crime prevention meetings, home security checks, and problem solving with community members and businesses.
- Community Service Officer – Assists domestic violence victims, transports children, and supports patrol with found property and other non-violent calls.
- Precinct Detective – Investigate and follow-up on felony cases, domestic violence, auto theft, burglary, fraud, and other serious crimes.
- Patrol Deputy – Drive marked patrol cars while responding to 911 calls and initiating on-view contacts.

- School Resource Officer – Work with students, teachers, and school staff to build relationships to address safety concerns; available 24/7 to assist with investigations of a school threat.
- Traffic Enforcement Deputy – Perform accident investigations and traffic enforcement in neighborhoods, high collision locations, high speed locations (speed differential map), school zones, and in response to traffic complaints.
- K-9 Deputy – Conduct evidence searches, building searches, and track suspects that run from a felony or serious crime.

Shifts

To cover the 24/7 service delivery, there are generally three shifts in a 24-hour period, with most officers working a rotating 4-day per week, 10 hour per day shift. This also allows for increased staffing coverage during typical periods of higher volume calls.

Call Center and Other Specialty Service Delivery Systems

The City of Shoreline has access to the King County Sheriff's Office 911 Center and other additional specialty police services through its KCSO contract. The cost of shared services each year are based on a three-year average of workload, which can be defined using actual incidents, hours, or other metrics, depending on the service. A three-year average is used to account for swings from year to year, and because many of these services are used inconsistently and on an as-needed basis. A list of specialty services follows:

- | | |
|---|---|
| • 911 Center | • Hostage Negotiations Unit |
| • Air Support | • Major Accident Response and Reconstruction (MARR) |
| • Bomb Disposal | • Major Crimes Unit |
| • Canine Unit | • Marine Rescue Dive Unit (MRDU) |
| • Fire and Arson Investigation | • Sheriff's Training Unit |
| • Hazardous Devices and Materials Team (HDMT) | • Tactical Teams |

Police Activity in Shoreline

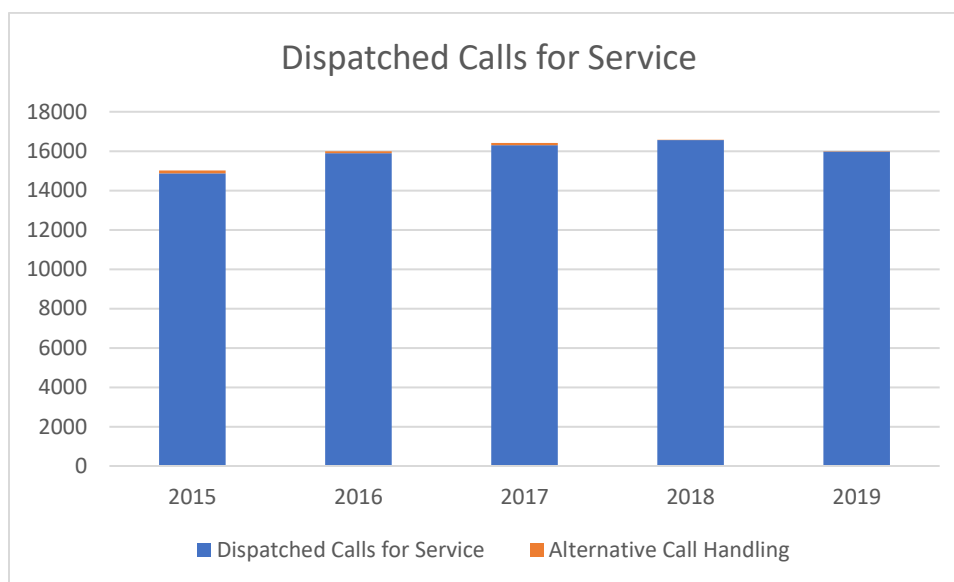
Calls for Service

The public receives police assistance in a variety of ways. Residents can call the Emergency 911 Communications Center to have one or more officers dispatched to the field, called a "dispatched call for service." For some incidents, such as reporting stolen property or vandalism, residents can also file a report over the phone, called "alternate call handling."

When calls for police assistance are received by the Emergency 911 Communications Center, they are entered into the Computer Aided Dispatch (CAD) system and given a "priority" based on the criteria described below. If the call receiver is in doubt as to the appropriate priority, the call is assigned the higher of the two priority designators in question. The four priority criteria are as follows:

- “Priority X” designates critical dispatches. These are incidents that pose an obvious danger to the life of an officer or member of the public. It is used for felony crimes in-progress where the possibility of confrontation between a victim and suspect exists. Examples include shootings, stabbings, robberies, or burglaries.
- “Priority 1” designates immediate dispatches. These are calls that require immediate police action. Examples include silent alarms, injury traffic accidents, in-progress crimes, or crimes so recent that the suspect may still be in the immediate area.
- “Priority 2” designates prompt dispatches. These are calls that could escalate to a more serious degree if not policed quickly. Examples include verbal disturbances and blocking traffic accidents.
- “Priority 3” designates routine dispatches in which time is not the critical factor in handing the call. Examples are burglaries or larcenies that are not in progress or audible commercial and residential alarms.

The following are the numbers of dispatched calls for service and alternative call handling incidents reported from 2015-2019, the most recently available data.



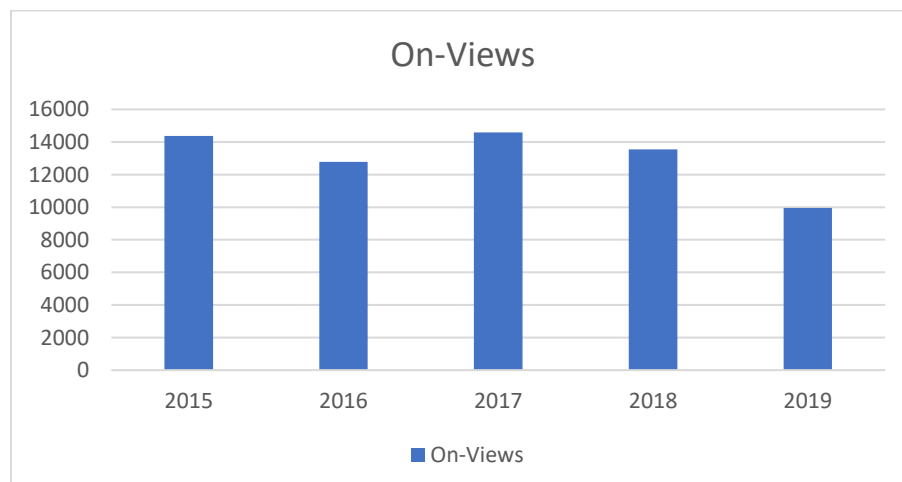
In reviewing the data more in depth, the top 10 calls for service consistently make up about half of all calls for service. There are 240 call types, and about 120 of those call types generate five or less calls per year. Types of dispatched calls for service are generally remaining stable, with the same 11 call types being in the top ten dispatched calls for service in the last three years (see table below). The 25 calls that make up 1% or more of dispatched calls for service have also remained stable.

Dispatched Calls for Service: 2017-2019

2017			2018			2019		
Types of calls	# of calls	% of calls	Types of calls	# of calls	% of calls	Types of calls	# of calls	% of calls
Area Check	1,244	7.71%	Area Check	1,278	7.80%	Suspicious Circumstances	1,465	9.31%
Trespass	1,052	6.52%	Suspicious Circumstances	1,251	7.64%	Area Check	1,237	7.86%
Suspicious Circumstances	992	6.15%	Trespass	1,226	7.49%	Trespass	1,064	6.76%
Welfare Status	888	5.50%	Welfare Status	1,007	6.15%	Welfare Status	1,015	6.45%
Alarm, Residential	705	4.37%	Disturbance (Noise, loud party, etc.)	684	4.18%	Disturbance (Noise, loud party, etc.)	628	3.99%
Disturbance (Noise, loud party, etc.)	657	4.07%	Alarm, Residential	682	4.16%	Hang-up Calls	621	3.95%
Assist, Other Agency	602	3.73%	Assist, Other Agency	557	3.40%	Alarm, Residential	603	3.83%
Accident, Non-injury	590	3.66%	Accident, Non-injury	527	3.22%	Mental Complaints	600	3.81%
Civil Problem	562	3.48%	Civil Problem	521	3.18%	Civil Problem	505	3.21%
Mental Complaints	494	3.06%	Hang-up Calls	516	3.15%	Assist, Other Agency	500	3.18%
TOP 10 TOTALS	7,786	48.24%	TOP 10 TOTALS	8,249	50.38%	TOP 10 TOTALS	8,238	52.37%
All other calls	8,355	51.76%	All other calls	8,126	49.62%	All other calls	7,491	47.63%
GRAND TOTAL	16,141	100%	GRAND TOTAL	16,375	100%	GRAND TOTAL	15,729	100%

Police-Initiated Responses

Police also self-initiate responses to an incident they observe, rather than responding to calls taken by the dispatch center, and these are called “on-views.” Examples of on-views include business checks, welfare checks, parking violations, and vandalism. The following are the numbers of on-views reported from 2015-2019, which is the most recently available data.



On-views began to decline in 2019 and this trend is expected to continue. The current climate towards law enforcement and criticism of law enforcement activity has decreased officer's willingness to engage in self-initiated activity, especially if they believe there is a risk of false accusations from those with whom they engage.

Six out of the top ten on-views are traffic related (other moving violation, defective equipment, speeding, etc.). There are 225 types of on-views, and about 135 of those call types generate five or less calls per year. Officer discretion drives on-views, yet there is still relative stability in the types of on-views officers are initiating. Of the on-views that make up 1% or more of on-views, most have trended down as the number of on-views have gone down. That said, the following types of on-views have trended upwards: suspicious circumstances, business contact (misc.), parking violation, abandoned vehicle, escort (prisoner), assist (other agency).

On-Views: 2017-2019

2017			2018			2019		
Types of on-views	# of on-views	% of on-views	Types of on-views	# of on-views	% of on-views	Types of on-views	# of on-views	% of on-views
Area Check	1,754	15.48%	Area Check	1,649	17.06%	Area Check	2,045	20.51%
Other Moving Violation	1,158	10.22%	Other Moving Violation	1,186	12.27%	Other Moving Violation	1,004	10.07%
Defective Equipment	751	6.63%	Vehicle License Violations	687	7.11%	Suspicious Circumstances	697	6.99%
Vehicle License Violations	748	6.60%	Defective Equipment	558	5.77%	Vehicle License Violations	500	5.02%
Speeding (Radar)	516	4.55%	Speeding (Radar)	541	5.60%	Business Contact, Misc.	480	4.81%
Traffic Complaint Investigation	506	4.47%	Traffic Complaint Investigation	387	4.00%	Defective Equipment	470	4.71%
Suspicious Vehicle	352	3.11%	Parking Violation	382	3.95%	Case-Related Tasks (Report Writing, Evidence, Etc.)	452	4.53%
Pedestrian/Bicycle Violation	322	2.84%	Suspicious Circumstances	346	3.58%	Parking Violation	371	3.72%
Business Contact, Misc.	286	2.52%	Business Contact, Misc.	250	2.59%	Traffic Complaint Investigation	334	3.35%
Other Non-Moving Violation	275	2.43%	Driving While License Revoked/Suspended	249	2.58%	Abandoned Vehicle	277	2.78%
TOP 10 TOTALS	6,668	58.86%	TOP 10 TOTALS	6,235	64.50%	TOP 10 TOTALS	6,630	66.51%
All other calls	4,661	41.14%	All other calls	3,432	35.50%	All other calls	3,339	33.49%
GRAND TOTAL	11,329	100%	GRAND TOTAL	9,667	100%	GRAND TOTAL	9,969	100%

Community Feedback on Police Services

The most consistent source of community feedback on police services comes from the City's biennial Resident Satisfaction Survey. The City conducted the last survey in 2020 and asked 10 questions regarding police services. Questions focused on the feeling of safety, satisfaction with the quality of local police protection, respect shown to residents, and the City's response to crime. The City can track resident responses over time since the survey has been done many times. Overall, people continue to feel safe in Shoreline, and there is still a high level of satisfaction with police services. Still, the percentage of individuals giving the highest satisfaction ratings for quality of police protection dropped by approximately 8% since 2018 and the level of trust for officers to do the right thing fell by approximately 12%.

The City received responses broken down by demographics, including by number of years lived in Shoreline, income level, gender, and race/ethnicity. Themes from the demographic breakdown are summarized here, along with possible reasons or questions to further explore. Gender was not a predictor of satisfaction with police services and is not included in this summary. See Appendix A for a complete list of the survey questions and how respondents answered by demographics.

Years Lived in Shoreline

People who reported living in Shoreline longer reported higher satisfaction with police services. Those who have lived here for 6-10 years consistently reported the least satisfaction with police services. Possible reasons could include if expectations are shaped from previous city/town residencies; changes in service delivery over time; familiarity with Shoreline's police services; and/or direct or secondhand experience with Shoreline's police services or those of a previous residence.

Income

People reporting incomes of \$100K+ reported less satisfaction with police services when compared to people reporting incomes of \$99,999 or less, whereas those reporting incomes of less than \$25K reported very high levels (90-100% of respondents) of satisfaction. Possible reasons may include expectations for service delivery (response time, crime rate, how calls for service are handled/resolved); direct or secondhand experience with Shoreline's police services; and/or perceived or actual alternatives to police service for different income groups.

Race/Ethnicity

Race/ethnicity was a predictor of satisfaction with police services. All race/ethnicity groups (91.9% of respondents) reported satisfaction with police services. However, when asked about specific elements of police services or safety, there were differences between the racial groups. Those who identify as Hispanic/Latino generally had a lower rating of police services, while those who identify as Asian generally had the highest rating of police services. Those who identify as African American/Black had mixed ratings, with the lower satisfaction ratings centering on the City's efforts to fight crime, response to drug activity, and property crime.

Additional Feedback

The Office of Law Enforcement Accountability (OLEO) has some information on complaints and investigations completed regarding officer conduct, which includes use of force complaints. This information was shared with Council during the July 27, 2020, Council meeting and additional information can be found here (complaints are discussed on page 9): [Discussion of Law Enforcement Structure](#).

Alternative Service Delivery Options

Staff researched service delivery models used in other communities that could be possible alternatives to how the City currently provides some of its current police services. The alternatives fall into four categories, which are described in further detail in the following sections.

Co-Responder Model

In a co-responder model, police work with other professionals to respond to certain types of calls, typically those related to people in mental health crisis or with mental health needs. Normally a call to 911 to report a problem, such as an individual shouting and acting erratically in public, would bring police officers to the scene. If the party refused to cooperate with the officers, and people with behavioral issues often find it difficult to comply with instructions, the interaction could escalate. Instead of sending armed officers to respond to that call, the City could dispatch a co-responder team to diffuse the situation and connect the individual with services, which may prevent the interaction from escalating into violence and diverting people from jail and into care or treatment. It also frees up police resources to focus on more serious violent crime. In a joint report from the National League of Cities and Policy Research, Inc., [the co-responder model framework](#) is described as, “Featur(ing) a specially trained team that includes at least one law enforcement officer and one mental health or substance abuse professional responding jointly to situations in which a behavioral health crisis is likely to be involved, often in the same vehicle, or arriving on scene at generally the same time.”

When implemented well, the co-responder model has the potential to decrease expensive arrests and jail admissions for individuals in behavioral health crisis; reduce the strain on the judicial system; improve ties to community services; provide more immediate responses to crisis situations; and strengthen post-crisis follow up by working with family members and caregivers to reduce the likelihood of a new crisis situation arising. By establishing trust and follow up with frequent users of 911, co-responder teams can reduce the number of repeat calls from those individuals. The [North Sound RADAR \(Response Awareness, De-escalation and Referral\) Navigator](#) program, of which Shoreline is a member, is an example of the co-responder model. Other local examples of the co-responder model include the Port Angeles [REdisCOVERY program](#), Spokane County [Community Diversion Unit](#), Yakima Designated Crisis Responders, [Skagit County](#), and the Vancouver [Enhanced Mobile Crisis Response Team](#).

Alternative Responder Models

The alternative responder model uses a partner agency to respond to calls that are not criminal in nature, and the calls may or may not have been historically responded to by police. The most

widely known example is of [CAHOOTS](#), a partner agency to law enforcement in Eugene, OR. that provides mobile crisis intervention 24/7 in the Eugene-Springfield Metro Area. CAHOOTS is dispatched through the 911 and non-emergency line systems. Each responding team consists of a medic (either a nurse or an EMT) and a crisis worker who has at least several years of experience in the mental health field.

CAHOOTS provides immediate stabilization in case of urgent medical need or psychological crisis, assessment, information, referral, advocacy and (in some cases) transportation to the next step in treatment. Any person who reports a crime in progress, violence, or a life-threatening emergency may receive a response from the police or emergency medical services instead of or in addition to CAHOOTS. CAHOOTS offers a broad range of services, including but not limited to crisis counseling; suicide prevention, assessment, and intervention; conflict resolution and mediation; grief and loss; substance abuse; housing crisis; first aid and non-emergency medical care; resource connection and referrals; and transportation to services.

A similar smaller scale program was launched in June 2020 in Denver. Denver's Support Team Assistance Response (STAR) pilot program created a third track for directing emergency calls to a two-person team: a medic and a clinician, staffed in a van from 10 a.m. to 6 p.m. on weekdays. Over the first six months of the pilot, Denver received more than 2,500 emergency calls that fell into the STAR program's purview, and the STAR team was able to respond to 748 calls. No calls required the assistance of police, and no one was arrested.

Unarmed Civilian Response Teams

Unarmed but trained people patrolling their neighborhoods or responding to incidents is another model that could be employed instead of sending police officers. There are a variety of possibilities of what this model looks like depending on the safety goal of the community. In Chicago, interrupting gang-related violence resulted in the group Cure Violence. People intimately involved in or impacted by gang-related violence work to curb violence right where it starts. Sometimes the men and women acting as interrupters get in the way of knives or guns when necessary showing that police are not the only ones willing to interrupt the violence and that change can come from within the community.

Examples relevant to the crimes and calls for service in Shoreline include mediation and intervention teams or unarmed traffic safety teams. Mediation and intervention teams could intervene in disputes over noise levels, trespassing, misbehaving pets, or rowdiness, or in disputes between spouses, family members, roommates, or neighbors. Another example is creating specialized traffic patrols. These patrols drive around in distinct vehicles and can write citations but are both unarmed and lack arrest power. This model is similar to other public safety roles, such as the restaurant and food inspectors from King County Public Health. Some cities are beginning to take steps in this direction, largely because armed police officers are a uniquely expensive way to handle traffic patrol. In 2017, New Orleans endorsed NOPD hiring third-party report-takers for accidents in which there is no injury and no concern about a driver under the influence. Further research would be needed to determine what types of traffic

enforcement could be done by a civilian response team or if the State Legislature would need to take action for this to be a possibility in Washington State.

Police Service Reduction

The City has the opportunity to tailor the services provided in Shoreline, such as the types of calls for service police respond to as long as they are within the KCSO policies. Shoreline has not done this previously, and instead Shoreline Police have responded to calls that would typically be outside their scope but are those they describe as “quality of life” calls. The City could choose to stop responding to certain types of calls for service or work to decriminalize certain crimes.

Shoreline Police Feedback

Staff collected feedback from Shoreline Police about calls for service that they believe could be successfully transferred to other agencies or no longer responded to at all. These suggestions include the following:

- Welfare checks
- Family issue - parental discipline/child not obeying the parent
- Mental health calls
- Panhandling
- Trespassing, non-criminal (parks & businesses)
- Metro Calls
- Service calls (tree down, debris in the roadway)
- Mail theft
- Animal complaint
- Noise complaint
- Abandoned vehicle
- Search and Rescue
- Vehicle Lockouts
- Medical Calls
- Overdose
- Drunkenness
- Neighbor Dispute
- Found Property
- Suicidal subject
- Park closures
- Residential alarm
- Commercial alarm
- Civil Standby

As noted in the section regarding Police Service in Shoreline, calls for service regarding audible residential alarms, assisting citizens or agencies (regarding family issues, mental health calls, etc.), non-injury accidents, vehicle thefts, trespassing, and residential burglaries have all decreased. If Council is interested in looking into this possibility, it may be helpful to also look at call types that take the most police resources, reviewing all Priority 2 and Priority 3 calls for potential alternative or non-response, and reviewing potential positive or negative consequences (savings in the jail budget, decreased transport to SCORE jail) these changes would have for the City.

Criminal Justice Reform Opportunities

Police services are not only just one part of the larger community safety picture, they are also just one piece of the larger criminal justice system. Council may want to consider studying other criminal justice reform options that the City could influence or implement that could reduce recidivism, lowering costs, reduce police use of force, and improve outcomes for all people of color, including those identifying as Black, Indigenous, and Hispanic. Staff interviewed various stakeholders within Shoreline’s criminal justice system, including from the court, jail, and contracted attorneys, regarding opportunities for improvements or reforms. What follows are

ideas Council could direct staff to further research for possible implementation in Shoreline. It should be noted that Council may not have authority to enact such reforms and would instead need to coordinate efforts with our partner agencies. Reform costs would also need to be further understood and have not yet been determined.

Expanding Warrant Release Program

Warrant release programs are for individuals with outstanding arrest warrants for failure to appear (FTA) in court for traffic offenses and certain other non-violent offenses. Individuals who participate in the program avoid arrest on the warrant and instead their case proceeds to disposition (for example, the individual pays the underlying fine or participates in a diversion program). Individuals must apply for the program by appearing at the court within a specified period of time. Shoreline currently has a program in place for driving with a suspended license – 3rd degree (DWLS3), and this could be expanded to other offenses, such as theft warrants (shoplifting), criminal trespass, and other non-violent misdemeanors. It would likely result in fewer people in jail, which both lowers the City's costs and keeps police officers within Shoreline instead of transporting people to SCORE Jail in Des Moines.

Out of Custody Supports

People who commit crimes of poverty, are low income, and/or lack stable housing/are unhoused typically need more support to navigate the criminal justice system and the expectations of a defendant. There are a number of strategies that may be worth exploring to support these defendants successfully exiting the system, such as texting/emailing reminders regarding court hearings; extending probation check-in's past 5:00 p.m. to accommodate individuals who work; and help them navigate the services they qualify for if they are indigent. These supports may lower the FTA rates and subsequent bench warrants issued or help the individual receive the help they need to meet court conditions. Currently bench warrants result in people spending more time in jail awaiting a hearing.

Another possible opportunity may be no longer contracting with King County District Court (KCDC) for probation services. Over the past several years KCDC has reduced the probation services the City may receive, and there may be an opportunity to provide probation services differently to have a more robust set of probation services that meets the needs of our community. Currently, Probation Officers are only supervising post-conviction defendants who are ordered to obtain chemical dependency treatment. In January 2021, the City was informed that King County Probation would no longer supervise any pre-trial agreements. The City Prosecutor regularly utilizes pre-trial agreements with treatment components on first time offender cases, which is referred to as Stipulated Orders of Continuance (SOC). These pre-trial agreements allow the defendant to avoid jail time and seek treatment to address the underlying issues that contributed to their criminal conduct. The City Prosecutor has previously used this sentencing alternative as a rehabilitative approach to traditional sentencing.

Jail Alternatives

Currently there are no City-supported jail alternatives. The work crew existed pre-pandemic, but it was located in Downtown Seattle (which was very difficult for persons who did not have

transportation), and it has been closed during the pandemic. A possible solution could be a City-sponsored work crew program in harmony with the parks department or grounds crew program or contracting with other cities who already have a work crew program.

Another option could be electronic home detention (EHM), which Shoreline defendants had access to in the past and was paid for by the City. Some cities have an in-house EHM program, which is usually run by the police or probation department. Currently, if EHM is ordered in Shoreline Court, a defendant must seek a private vendor, transport themselves to the agency, and pay for the service. EHM is often cost prohibitive to indigent defendants but vastly less expensive for the City than incarceration. EHM devices track the defendants' whereabouts, monitor for alcohol consumption, and provide GPS tracking to ensure distance from domestic violence victims. The City Council could encourage the use of EHM over jail when appropriate, and staff could develop an in-house or contracted EHM program for low-cost/no cost EHM for indigent offenders.

Alternatives to Prosecution

The existing Shoreline Community Court is a good example of an alternative to prosecution. The defendant is incentivized to obtain treatment, counseling, or other services to avoid conviction, and incarceration, and may lower recidivism. A significant issue that misdemeanor defendants face is "criminal records" preventing employment or housing opportunities critical to staying out of the criminal justice system, which an alternative to prosecution program addresses.

While Community Court address low level offenses such as shoplifting and trespass, there is a gap with other charges like domestic violence. Implementing a "DV Court" that allows monitoring of DV cases in a specialized manner could be an option. While there are many serious domestic violence offenders that should not be considered, there could be as many as 75% of DV offenders in Shoreline that may be good cases for an alternative to prosecution. Many domestic violence cases in Shoreline are first offenses with less serious injuries, sometimes involving parent and their adult child (or vice versa), siblings, or roommates. For first offenders, there could be an alternative to prosecution to allow the defendant to seek counseling, have their case monitored, and get a dismissal after successful compliance.

Domestic Violence Moral Reconciliation Therapy (DVMRT) Counseling

The Washington State Department of Corrections did a study on Domestic Violence Batterers Therapy (DVBT) to consider its efficacy since thousands of DV offenders were sentenced to this expensive (\$3,000-\$5,000) privately-offered counseling. The study revealed DVBT's ineffectiveness, which caused many jurisdictions to reconsider counseling mandates for DV offenders. The main alternative that has arisen is DVMRT. This program is currently offered in-house by several local Courts including, Bellevue, Bothell, Edmonds, Kirkland and Tukwila. The program is much less expensive for the offender (usually between free to \$150 total) and early indicators point to it being effective.

Relicensing Program

Many of Shoreline's indigent misdemeanor population have suspended licenses. If a Shoreline defendant wants to pull a ticket from collection, the defendant needs to visit either the Burien or Downtown Seattle court location to make the request, which is a complicated system to navigate. A possible opportunity to ease this process would be to add a relicensing program at the Shoreline Court, thereby improving access to the relicensing program for those in North King County.

Alternative Supports for People with Mental Health Needs and Addictions

Individuals with unaddressed mental health issues, including alcoholism and drug dependency, regularly cycle through the criminal justice system and have a variety of complex needs that the criminal justice system is not designed to address. Expanding access to chemical dependency treatment beds is one such strategy to move people who decide they are ready directly into treatment or to safe housing while they await a treatment bed before they reconsider treatment. Other programs, sometimes offered by a City, pay active alcoholics in beer for weeding garden beds or picking up litter off city streets. By treating those experiencing alcoholism with dignity and giving them a productive place in the community, they start to see their way away from criminal behavior and sometimes even towards reduced alcohol consumption.

Next Steps

Given that staff is just starting on the community conversation/listening sessions about policing in Shoreline, Council may want to delay taking any next steps on police service delivery options until staff hears from the community and includes that perspective in a recommendation to Council. Staff anticipates that this process may take several months.

Council may want to give staff direction to further explore the feasibility and impacts to Shoreline of one or more of the alternatives to police services and opportunities for criminal justice reform shared in this paper or another option of the Council's choosing. If Council has a specific area that they would like researched, it would be helpful for Council to identify priority areas. Staff would recommend that time be given to do a full analysis, which would include reviewing existing programs elsewhere (should they exist), a cost benefit analysis, and program or reform sustainability. These could be brought to Council during regular 2021-2022 Council meetings.

In looking at the topics explored by staff on the alternative police service delivery and the broader criminal justice system, staff's initial thoughts would be to focus on continuing to refine the RADAR program; collaborating with regional partners on supports for people with mental illness and addiction in North King County; researching the feasibility of a mini-alternative responder model; and addressing inequitable treatment of low-income misdemeanor defendants through a warrant release program, a relicensing program, and other efforts to lower the FTA rates. Staff also recommends that Council familiarize themselves with the Washington Association of Sheriffs and Police Chief's Law Enforcement Reform Recommendations 2020-2021, attached as Appendix B, as additional context for this discussion.

Shoreline's participation in the RADAR co-responder model has been a positive step in addressing the rights and needs of individuals with behavioral health issues and/or developmental disabilities. While established initially to keep officers safe when responding to known individuals who were likely to respond violently to officers, it has evolved over time and goals now include reducing police "Use of Force" incidents and misunderstandings; connecting people most in need to available services; and reducing repeat 911 calls and partner MHP's with police to solve problems. Continued refinements to RADAR are being discussed with City Managers and Police Chiefs from the five participating cities at the end of March 2021. Staff recommends Shoreline continues to be an active participant in refining RADAR with regular reporting on metrics to evaluate its effectiveness. See Appendix C for RADAR's 2020 Annual Report, which outlines the programs most recent accomplishments.

The unique inter-jurisdictional nature of the RADAR program recognizes that people often move throughout the region and capitalizes on economies of scale in staffing and administration. Staff recommends using a similar approach to addressing supports for people with mental illness and addiction in North King County. For example, addressing the needs in North King County for a Crisis Diversion Center could be done more effectively as a region rather than Shoreline providing its own. The primary goal of Diversion Centers that accept referrals from first responders is to divert individuals impacted by mental illness and substance abuse from jails and hospitals. It provides rapid stabilization, treatment, care planning, and referrals to community services. King County's [Crisis Solutions Center](#) serves up to 46 people at a time, and has been shown to lower costs by reducing jail and emergency department utilization.

A second regional approach staff recommends includes researching what an alternative responder model like the CAHOOTES program or STAR pilot could look like in North King County. A multi-jurisdictional analysis could be conducted on whether a similar model could have a positive impact on reducing calls for service to police and improving problem solving within the community, as well as how such a program could be sustainably funded. This recommendation is dependent on securing partner agencies and identifying common areas of response interest amongst the partners. Staff anticipates that this would be a longer-term effort.

Lastly, staff recommends addressing inequitable treatment of low-income misdemeanor defendants. If someone who is low-income or unhoused is charged with a misdemeanor crime in Shoreline, they have a greater likelihood of not receiving a court summons, failing to appear to their court hearing, being arrested for failing to appear, being unable to bail out of jail (typically \$50 for a \$500 bail), and spending more time in jail pre-conviction than they would if they are convicted. There is more to be done to keep people out of jail, at work, and without criminal justice system related fees and charges.

Appendix A: Police Services & Public Safety Resident Satisfaction Survey Questions

Cross Tabular Data

The 2020 Resident Satisfaction Survey included ten questions related to police services and public safety. The cross tabular data tables present the results of the entire group of respondents as well as results from demographic sub-groups. This data was used to examine relationships with the data that may not have been readily apparent when analyzing the total survey responses. The sub-groups included in the 2020 Resident Satisfaction Survey included years lived in Shoreline, income, gender, and race/ethnicity. The following cross tabular data tables show the satisfaction levels by these four sub-groups for each of the ten police services and public safety questions.

Overall Satisfaction with Police Services

<i>Years in Shoreline</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	13.10%	41.00%	36.60%	3.80%	5.50%
<i>6-10</i>	14.70%	48.00%	23.50%	9.80%	3.90%
<i>11-15</i>	28.40%	39.20%	25.50%	3.90%	2.90%
<i>16-20</i>	24.00%	41.30%	26.00%	5.80%	2.90%
<i>21-30</i>	17.10%	50.70%	25.30%	6.20%	0.70%
<i>31+</i>	28.50%	46.90%	19.30%	4.80%	0.50%
<i>Total</i>	20.80%	44.80%	26.30%	5.50%	2.60%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	31.60%	47.40%	13.20%	7.90%	0.00%
<i>\$25K to \$49,999</i>	16.50%	49.60%	27.80%	3.50%	2.60%
<i>\$50K to \$74,999</i>	29.60%	44.80%	18.40%	5.60%	1.60%
<i>\$75K to \$99,999</i>	20.70%	49.50%	27.00%	1.80%	0.90%
<i>\$100K+</i>	16.30%	43.60%	28.50%	7.40%	4.20%
<i>Total</i>	20.80%	44.80%	26.30%	5.50%	2.60%

Gender	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	20.30%	44.90%	26.50%	6.00%	2.40%
<i>Female</i>	22.00%	44.40%	26.60%	4.80%	2.20%

Race/ethnicity	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	23.40%	31.90%	34.00%	6.40%	4.30%
<i>White/Caucasian</i>	21.50%	45.20%	25.20%	5.60%	2.50%
<i>Asian</i>	16.80%	45.00%	31.30%	3.10%	3.80%
<i>Hispanic/Latino</i>	15.40%	46.20%	26.90%	11.50%	0.00%
<i>Other</i>	23.10%	46.20%	23.10%	7.70%	0.00%
<i>Total</i>	20.80%	44.80%	26.30%	5.50%	2.60%

Overall Quality of Local Police Protection

Years in Shoreline	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	12.90%	45.30%	31.80%	4.70%	5.30%
<i>6-10</i>	12.90%	48.50%	28.70%	6.90%	3.00%
<i>11-15</i>	20.00%	54.00%	19.00%	4.00%	3.00%
<i>16-20</i>	21.40%	49.50%	22.30%	5.80%	1.00%
<i>21-30</i>	12.20%	61.50%	20.90%	4.70%	0.70%
<i>31+</i>	25.40%	49.80%	20.00%	3.90%	1.00%
<i>Total</i>	17.80%	51.40%	23.60%	4.90%	2.30%

Income	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	42.10%	44.70%	13.20%	0.00%	0.00%
<i>\$25K to \$49,999</i>	13.80%	57.80%	22.40%	5.20%	0.90%
<i>\$50K to \$74,999</i>	20.80%	53.60%	18.40%	4.80%	2.40%
<i>\$75K to \$99,999</i>	15.60%	50.50%	28.40%	4.60%	0.90%
<i>\$100K+</i>	15.30%	49.70%	24.50%	6.10%	4.30%
<i>Total</i>	17.80%	51.40%	23.60%	4.90%	2.30%

Gender	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	19.40%	51.00%	22.50%	4.50%	2.60%
<i>Female</i>	16.30%	52.10%	25.30%	5.00%	1.30%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	18.80%	50.00%	20.80%	8.30%	2.10%
<i>White/Caucasian</i>	17.80%	51.10%	24.00%	4.90%	2.20%
<i>Asian</i>	15.60%	52.60%	26.70%	2.20%	3.00%
<i>Hispanic/Latino</i>	21.70%	39.10%	21.70%	17.40%	0.00%
<i>Other</i>	16.70%	66.70%	8.30%	0.00%	8.30%
<i>Total</i>	17.80%	51.40%	23.60%	4.90%	2.30%

City's Efforts to Reduce Crime

<i>Years in Shoreline</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	9.30%	34.80%	41.60%	8.70%	5.60%
<i>6-10</i>	10.90%	40.20%	29.30%	13.00%	6.50%
<i>11-15</i>	13.20%	45.10%	24.20%	13.20%	4.40%
<i>16-20</i>	7.10%	46.50%	34.30%	11.10%	1.00%
<i>21-30</i>	5.20%	53.70%	30.60%	8.20%	2.20%
<i>31+</i>	14.70%	43.70%	29.50%	11.10%	1.10%
<i>Total</i>	10.30%	43.60%	32.20%	10.60%	3.20%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	31.60%	39.50%	28.90%	0.00%	0.00%
<i>\$25K to \$49,999</i>	10.70%	43.80%	30.40%	12.50%	2.70%
<i>\$50K to \$74,999</i>	12.70%	47.50%	27.10%	8.50%	4.20%
<i>\$75K to \$99,999</i>	8.20%	42.90%	37.80%	10.20%	1.00%
<i>\$100K+</i>	6.40%	45.80%	32.40%	10.70%	4.70%
<i>Total</i>	10.30%	43.60%	32.20%	10.60%	3.20%

<i>Gender</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	12.40%	45.60%	27.20%	10.90%	3.90%
<i>Female</i>	8.30%	41.70%	37.90%	10.20%	1.90%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	8.00%	38.00%	30.00%	22.00%	2.00%
<i>White/Caucasian</i>	9.40%	43.50%	33.90%	10.50%	2.60%
<i>Asian</i>	12.50%	50.00%	28.10%	3.90%	5.50%
<i>Hispanic/Latino</i>	13.00%	39.10%	26.10%	17.40%	4.30%
<i>Other</i>	16.70%	50.00%	25.00%	0.00%	8.30%
<i>Total</i>	10.30%	43.60%	32.20%	10.60%	3.20%

Enforcement of Local Traffic Laws

<i>Years in Shoreline</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	11.80%	33.10%	39.30%	9.60%	6.20%
<i>6-10</i>	6.00%	43.00%	33.00%	14.00%	4.00%
<i>11-15</i>	11.10%	47.50%	28.30%	6.10%	7.10%
<i>16-20</i>	5.80%	43.70%	43.70%	6.80%	0.00%
<i>21-30</i>	6.90%	51.70%	30.30%	6.90%	4.10%
<i>31+</i>	12.20%	43.90%	31.60%	9.70%	2.60%
<i>Total</i>	9.40%	43.40%	34.30%	8.80%	4.00%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	30.80%	35.90%	20.50%	7.70%	5.10%
<i>\$25K to \$49,999</i>	10.40%	42.60%	31.30%	13.00%	2.60%
<i>\$50K to \$74,999</i>	11.40%	41.50%	38.20%	5.70%	3.30%
<i>\$75K to \$99,999</i>	2.80%	48.60%	38.30%	7.50%	2.80%
<i>\$100K+</i>	7.00%	44.10%	34.00%	9.40%	5.50%
<i>Total</i>	9.40%	43.40%	34.30%	8.80%	4.00%

<i>Gender</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	9.80%	41.70%	34.10%	9.80%	4.60%
<i>Female</i>	8.70%	45.50%	35.60%	7.50%	2.70%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	3.80%	43.40%	35.80%	11.30%	5.70%
<i>White/Caucasian</i>	8.70%	43.20%	34.50%	9.60%	4.10%
<i>Asian</i>	11.50%	46.60%	33.60%	5.30%	3.10%
<i>Hispanic/Latino</i>	12.00%	44.00%	36.00%	8.00%	0.00%
<i>Other</i>	16.70%	41.70%	16.70%	8.30%	16.70%
<i>Total</i>	9.40%	43.40%	34.30%	8.80%	4.00%

Response to Drug Activity

<i>Years in Shoreline</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	5.80%	22.50%	45.00%	15.00%	11.70%
<i>6-10</i>	5.50%	21.90%	38.40%	20.50%	13.70%
<i>11-15</i>	6.30%	31.60%	29.10%	19.00%	13.90%
<i>16-20</i>	7.50%	27.50%	43.80%	16.30%	5.00%
<i>21-30</i>	1.10%	21.10%	45.30%	23.20%	9.50%
<i>31+</i>	9.20%	26.00%	36.60%	16.80%	11.50%
<i>Total</i>	6.00%	25.10%	39.90%	18.10%	10.80%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	32.30%	25.80%	32.30%	6.50%	3.20%
<i>\$25K to \$49,999</i>	7.10%	25.00%	41.70%	16.70%	9.50%
<i>\$50K to \$74,999</i>	6.60%	28.60%	41.80%	15.40%	7.70%
<i>\$75K to \$99,999</i>	0.00%	32.90%	42.10%	18.40%	6.60%
<i>\$100K+</i>	4.30%	22.40%	39.20%	21.10%	12.90%
<i>Total</i>	6.00%	25.10%	39.90%	18.10%	10.80%

<i>Gender</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	6.50%	28.00%	37.90%	15.00%	12.60%
<i>Female</i>	5.50%	23.10%	42.50%	21.20%	7.70%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	0.00%	17.10%	37.10%	28.60%	17.10%
<i>White/Caucasian</i>	5.50%	25.90%	41.50%	17.40%	9.70%
<i>Asian</i>	7.60%	27.60%	37.10%	16.20%	11.40%
<i>Hispanic/Latino</i>	16.70%	22.20%	33.30%	16.70%	11.10%
<i>Other</i>	14.30%	14.30%	28.60%	14.30%	28.60%
<i>Total</i>	6.00%	25.10%	39.90%	18.10%	10.80%

Response to Prostitution Activity

<i>Years in Shoreline</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	7.80%	18.10%	50.00%	15.50%	8.60%
<i>6-10</i>	7.90%	17.50%	42.90%	17.50%	14.30%
<i>11-15</i>	7.00%	26.80%	40.80%	11.30%	14.10%
<i>16-20</i>	1.30%	29.30%	54.70%	9.30%	5.30%
<i>21-30</i>	4.50%	23.90%	45.50%	18.20%	8.00%
<i>31+</i>	8.70%	26.10%	40.90%	10.40%	13.90%
<i>Total</i>	6.60%	23.50%	46.00%	13.50%	10.50%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	25.00%	21.40%	42.90%	10.70%	0.00%
<i>\$25K to \$49,999</i>	7.80%	32.50%	36.40%	13.00%	10.40%
<i>\$50K to \$74,999</i>	8.40%	24.10%	39.80%	16.90%	10.80%
<i>\$75K to \$99,999</i>	1.50%	19.10%	55.90%	11.80%	11.80%
<i>\$100K+</i>	5.30%	21.10%	50.70%	12.40%	10.50%
<i>Total</i>	6.60%	23.50%	46.00%	13.50%	10.50%

<i>Gender</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	8.60%	26.60%	43.90%	9.70%	11.20%
<i>Female</i>	4.10%	20.20%	48.30%	18.20%	9.10%

Race/ethnicity	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	6.30%	25.00%	46.90%	9.40%	12.50%
<i>White/Caucasian</i>	6.00%	22.40%	47.50%	14.20%	9.80%
<i>Asian</i>	6.10%	28.30%	43.40%	13.10%	9.10%
<i>Hispanic/Latino</i>	23.50%	5.90%	29.40%	17.60%	23.50%
<i>Other</i>	20.00%	20.00%	40.00%	0.00%	20.00%
<i>Total</i>	6.60%	23.50%	46.00%	13.50%	10.50%

Response to Property Crime (e.g. burglary, mail theft, car prowl)

Years in Shoreline	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	6.70%	25.50%	38.90%	18.80%	10.10%
<i>6-10</i>	4.40%	25.60%	36.70%	25.60%	7.80%
<i>11-15</i>	9.00%	33.70%	28.10%	16.90%	12.40%
<i>16-20</i>	6.30%	35.40%	35.40%	15.60%	7.30%
<i>21-30</i>	3.30%	29.20%	41.70%	20.80%	5.00%
<i>31+</i>	7.00%	32.10%	36.90%	16.00%	8.00%
<i>Total</i>	6.10%	30.00%	36.80%	18.90%	8.30%

Income	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	25.00%	33.30%	30.60%	8.30%	2.80%
<i>\$25K to \$49,999</i>	9.50%	25.70%	37.10%	19.00%	8.60%
<i>\$50K to \$74,999</i>	8.30%	37.00%	31.50%	15.70%	7.40%
<i>\$75K to \$99,999</i>	0.00%	29.60%	44.90%	19.40%	6.10%
<i>\$100K+</i>	4.20%	28.70%	38.10%	20.30%	8.70%
<i>Total</i>	6.10%	30.00%	36.80%	18.90%	8.30%

Gender	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	7.40%	29.20%	36.50%	18.30%	8.70%
<i>Female</i>	4.80%	31.50%	37.20%	19.20%	7.30%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	4.10%	22.40%	30.60%	30.60%	12.20%
<i>White/Caucasian</i>	5.30%	31.00%	38.60%	17.30%	7.80%
<i>Asian</i>	7.90%	29.90%	38.60%	15.00%	8.70%
<i>Hispanic/Latino</i>	11.10%	16.70%	27.80%	38.90%	5.60%
<i>Other</i>	22.20%	44.40%	11.10%	11.10%	11.10%
<i>Total</i>	6.10%	30.00%	36.80%	18.90%	8.30%

Level of respect Shoreline Police Officers show residents regardless of race, gender, age, or other factors

<i>Years in Shoreline</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	21.40%	26.20%	32.50%	11.10%	8.70%
<i>6-10</i>	20.30%	35.10%	25.70%	13.50%	5.40%
<i>11-15</i>	21.60%	36.40%	33.00%	3.40%	5.70%
<i>16-20</i>	16.50%	47.10%	28.20%	5.90%	2.40%
<i>21-30</i>	18.90%	41.40%	31.50%	6.30%	1.80%
<i>31+</i>	32.50%	36.20%	22.70%	4.30%	4.30%
<i>Total</i>	23.00%	36.40%	28.60%	7.20%	4.80%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	41.70%	33.30%	16.70%	5.60%	2.80%
<i>\$25K to \$49,999</i>	23.50%	36.70%	30.60%	6.10%	3.10%
<i>\$50K to \$74,999</i>	25.80%	43.30%	21.60%	5.20%	4.10%
<i>\$75K to \$99,999</i>	22.50%	36.00%	30.30%	7.90%	3.40%
<i>\$100K+</i>	18.30%	34.20%	31.30%	8.80%	7.50%
<i>Total</i>	23.00%	36.40%	28.60%	7.20%	4.80%

<i>Gender</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	23.80%	36.20%	27.50%	9.30%	3.20%
<i>Female</i>	22.00%	37.50%	30.20%	4.80%	5.50%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	29.70%	35.10%	21.60%	8.10%	5.40%
<i>White/Caucasian</i>	23.30%	34.50%	29.80%	7.40%	5.00%
<i>Asian</i>	16.20%	46.20%	26.50%	6.80%	4.30%
<i>Hispanic/Latino</i>	22.70%	18.20%	50.00%	4.50%	4.50%
<i>Other</i>	9.10%	72.70%	0.00%	9.10%	9.10%
<i>Total</i>	23.00%	36.40%	28.60%	7.20%	4.80%

Your level of trust in officers to do the right thing

<i>Years</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	15.00%	30.60%	35.00%	10.60%	8.90%
<i>6-10</i>	15.40%	33.70%	31.70%	10.60%	8.70%
<i>11-15</i>	26.00%	40.00%	24.00%	8.00%	2.00%
<i>16-20</i>	15.00%	48.60%	26.20%	7.50%	2.80%
<i>21-30</i>	16.70%	46.00%	33.30%	2.70%	1.30%
<i>31+</i>	28.20%	45.50%	21.80%	3.00%	1.50%
<i>Total</i>	19.90%	40.60%	28.60%	6.60%	4.20%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	39.50%	34.20%	21.10%	2.60%	2.60%
<i>\$25K to \$49,999</i>	19.10%	49.60%	20.90%	7.00%	3.50%
<i>\$50K to \$74,999</i>	24.20%	44.40%	23.40%	4.00%	4.00%
<i>\$75K to \$99,999</i>	18.00%	39.60%	32.40%	7.20%	2.70%
<i>\$100K+</i>	15.50%	38.70%	31.70%	8.20%	5.90%
<i>Total</i>	19.90%	40.60%	28.60%	6.60%	4.20%

<i>Gender</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	22.10%	39.30%	27.80%	6.60%	4.20%
<i>Female</i>	17.60%	42.20%	30.20%	6.60%	3.40%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	22.40%	34.70%	30.60%	6.10%	6.10%
<i>White/Caucasian</i>	19.50%	41.10%	28.10%	7.60%	3.60%
<i>Asian</i>	16.40%	46.30%	29.10%	4.50%	3.70%
<i>Hispanic/Latino</i>	19.20%	15.40%	50.00%	3.80%	11.50%
<i>Other</i>	33.30%	50.00%	0.00%	0.00%	16.70%
<i>Total</i>	19.90%	40.60%	28.60%	6.60%	4.20%

Shoreline's Police Department's response to situations involving individuals with cognitive or mental challenges

<i>Years in Shoreline</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>0-5</i>	16.80%	18.80%	44.60%	8.90%	10.90%
<i>6-10</i>	16.70%	23.30%	45.00%	6.70%	8.30%
<i>11-15</i>	20.60%	27.00%	36.50%	7.90%	7.90%
<i>16-20</i>	5.90%	30.90%	50.00%	8.80%	4.40%
<i>21-30</i>	14.50%	28.90%	48.20%	7.20%	1.20%
<i>31+</i>	16.80%	29.40%	40.30%	9.20%	4.20%
<i>Total</i>	15.30%	26.20%	43.90%	8.50%	6.20%

<i>Income</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Under \$25K</i>	35.70%	25.00%	25.00%	14.30%	0.00%
<i>\$25K to \$49,999</i>	16.90%	31.00%	38.00%	8.50%	5.60%
<i>\$50K to \$74,999</i>	16.90%	33.80%	40.30%	1.30%	7.80%
<i>\$75K to \$99,999</i>	9.20%	27.70%	52.30%	7.70%	3.10%
<i>\$100K+</i>	12.20%	24.30%	45.00%	11.10%	7.40%
<i>Total</i>	15.30%	26.20%	43.90%	8.50%	6.20%

<i>Gender</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>Male</i>	16.60%	25.10%	44.50%	8.10%	5.70%
<i>Female</i>	13.40%	28.20%	43.70%	9.20%	5.50%

<i>Race/ethnicity</i>	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
<i>African American/Black</i>	18.80%	21.90%	34.40%	15.60%	9.40%
<i>White/Caucasian</i>	14.20%	26.10%	46.10%	7.90%	5.80%
<i>Asian</i>	12.90%	32.30%	46.20%	4.30%	4.30%
<i>Hispanic/Latino</i>	14.30%	19.00%	33.30%	19.00%	14.30%
<i>Other</i>	20.00%	20.00%	0.00%	40.00%	20.00%
<i>Total</i>	15.30%	26.20%	43.90%	8.50%	6.20%

Appendix B: WASPC Supported Reforms

Washington Association of Sheriffs & Chiefs Law Enforcement Reform Recommendations 2020-2021

Washington's law enforcement leaders acknowledge the hurt, trauma, and anger caused by a history in which our profession has often failed to live up to our own ethical ideals, particularly in our relationships with communities of color, and we recognize our responsibility to address racial inequality.

We are committed to work with policy makers, community groups, and other stakeholders to improve the public service of law enforcement in our state. Change is necessary and we support meaningful reform and a conversation about law enforcement that focuses on transparency and accountability, reduces barriers to discipline and termination, and ensures a fair and more equitable criminal justice system. We do not present these recommendations as the only credible options for reform, rather as our contribution to the larger conversation.*

Use of Force:

- Standardize the use of force policies and training centered on the cornerstone principle of the sanctity of human life.
- Require all law enforcement officers to intervene and report to their agency whenever another law enforcement officer uses excessive force.

Transparency and Accountability:

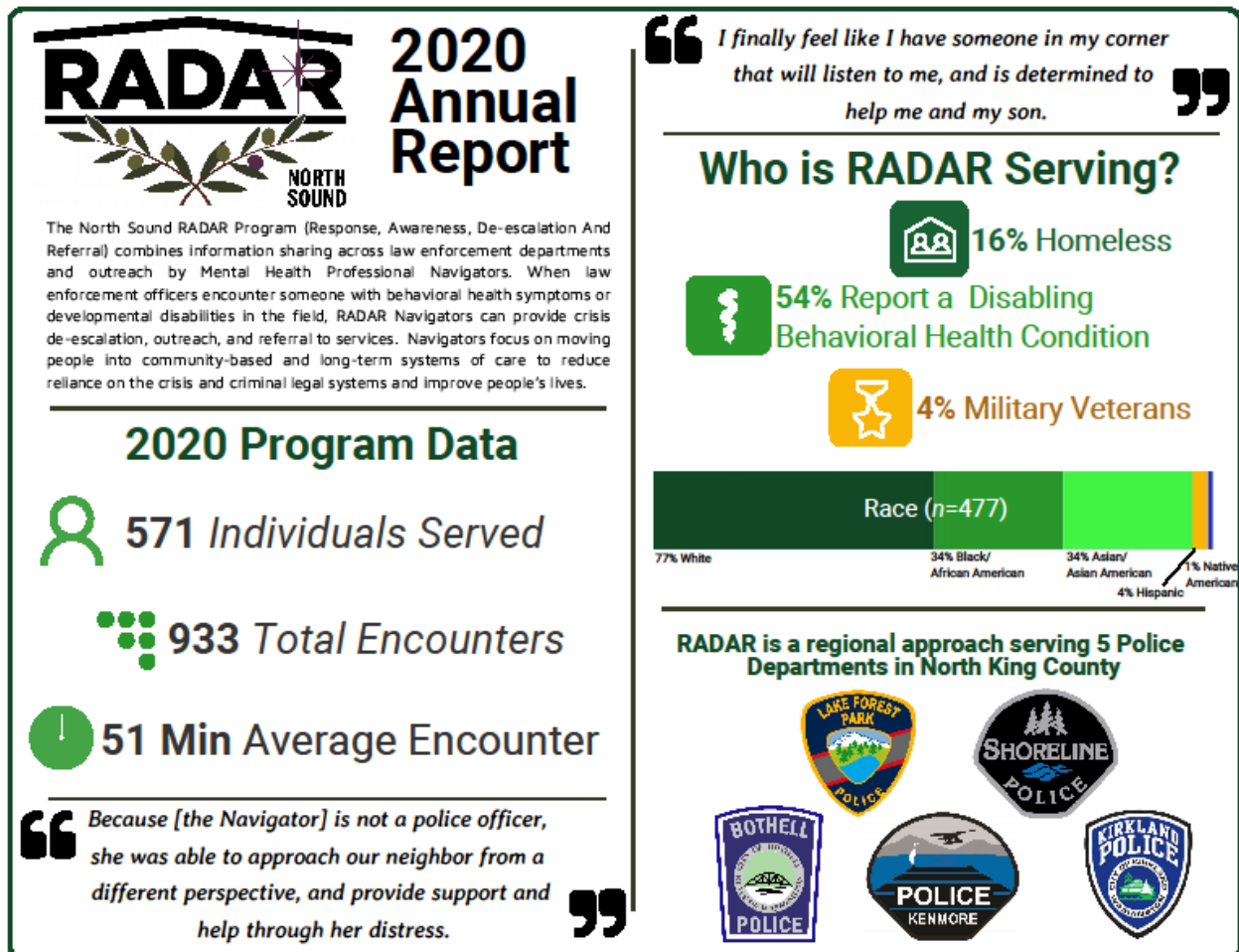
- Expand wellness, resiliency and mental health support for law enforcement and corrections officers.
- Support accreditation (best practice audits) for law enforcement and corrections agencies.
- Support civil service reforms to increase diversity and flexibility to hire and promote deputies and officers.
- Establish interventions for troubling patterns and behaviors among law enforcement officers.
- Explore models for an independent statewide deadly force investigative agency.
- Facilitate the implementation and use of body cameras.
- Provide greater authority for Chiefs and Sheriffs to dismiss officers who betray the public's trust.
- Enable de-certification of officers who use excessive force and other serious breaches of the public's trust.
- Require all Washington law enforcement agencies to submit data on the use of deadly force.

Defining the role of law enforcement:

- Establish state and local programs to build relationships and trust between law enforcement and the community.
- Establish clear expectations for state investment in programs to address mental illness, substance use, and other adverse events that are shown to increase the likelihood of future criminal justice involvement.

** These recommendations are abbreviated summaries of the official recommendations adopted by WASPC. The full text of each recommendation, along with recommended legislation to accomplish each, are available at www.waspc.org/reforms*

Appendix C: RADAR 2020 Annual Report



Annual Report Detail

	Number Served	% Change	Total Encounters	% Change	% Homeless	% BH Disability	% Veteran
Full Program 2019	456	UNK	446	UNK	17%	43%	12%
Full Program 2020	571	125%	933	209%	16%	54%	4%
Shoreline 2019	129	UNK	160	UNK	15%	53%	10%
Shoreline 2020	124	96%	259	162%	16%	54%	7%

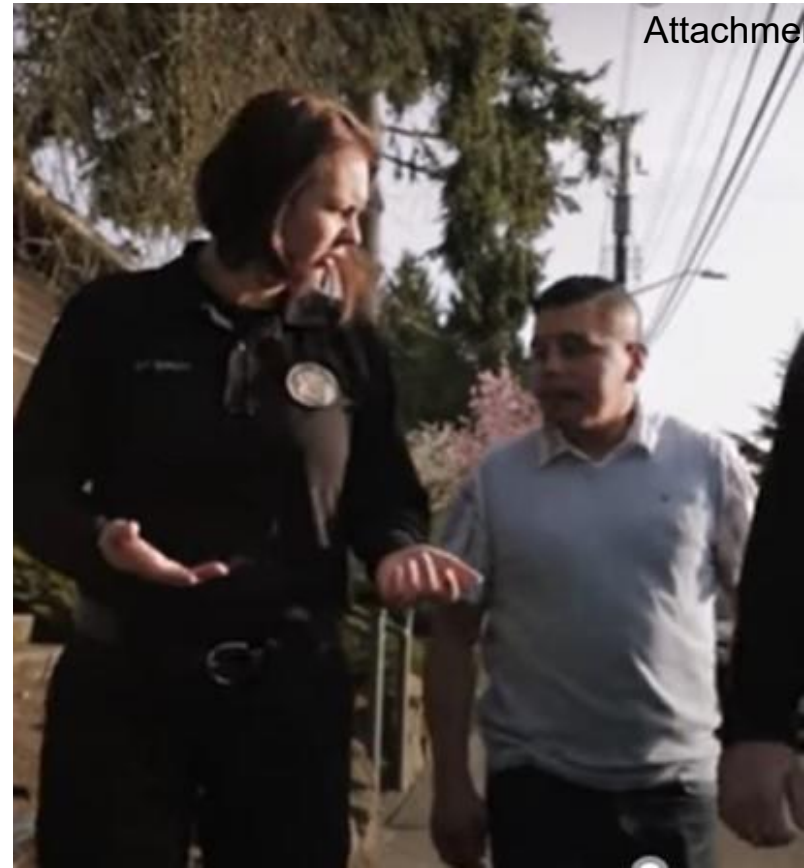


North Sound RADAR Navigator Program Overview

Presented for Shoreline City Council, September 20, 2021

About the Program

- Five Cities
- Interjurisdictional
- Shared infrastructure



About the Program

- Response Plans
- Mental Health Professional Navigators



8b-47

Attachment B

Response Awareness De-escalation and Refer

Subject Name: _____ Case # _____

Address: _____

(Add communications/dispatch summary here) (Add associated vehicles)

SAFETY WARNINGS / HAZARDS: (aggressive toward police, guns in house, e.g.)

DE-ESCALATION Suggestions

TRIGGERS TO AVOID: (father, sibling, e.g.) (Could be called does and don'ts)

HOUSING: (lives with mom, lives alone, e.g.)

USEFUL CONTACTS: (Counselor, parents, e.g.)

Name:	Contact Info

MOST RECENT CONTACTS / FOLLOW-UP: (This will auto populate for New World on Mobile and could be removed)

NAVIGATOR RECOMMENDATIONS:

Navigator Signature: _____

Requesting Officer Name: _____

CIT Coordinator Signature: _____

☐ Data Entry completed

☐ Purged Plan to Non-Active

Date: _____

Signature: _____

Program Goals

- Develop and share individualized de-escalation strategies to reduce police use-of-force incidents during encounters with people with BH/DD.
- Collaborate with a mental health professional (RADAR Navigator) to connect individuals with BH/DD to ongoing services and treatment.
- Reduce repeat encounters with first responders and increase the effectiveness of police responses.
- Create cost effective community-policing strategies and promote increased collaboration between deputies, persons with BH/DD, caregivers, and families.

Funding

Initially funded by

- KC Sheriff's Office
- US Department of Justice

Current funding

- King County MIDD Tax Levy
- Washington Association of Sheriffs and Police Chiefs (WASPC)/Trueblood



Full Program Numbers (Five Cities)

2019

- 336 Individuals Served
- 446 Total Encounters
- 16% Homeless

2020

- 571 Individuals Served
- 933 Total Encounters
- 16% Homeless



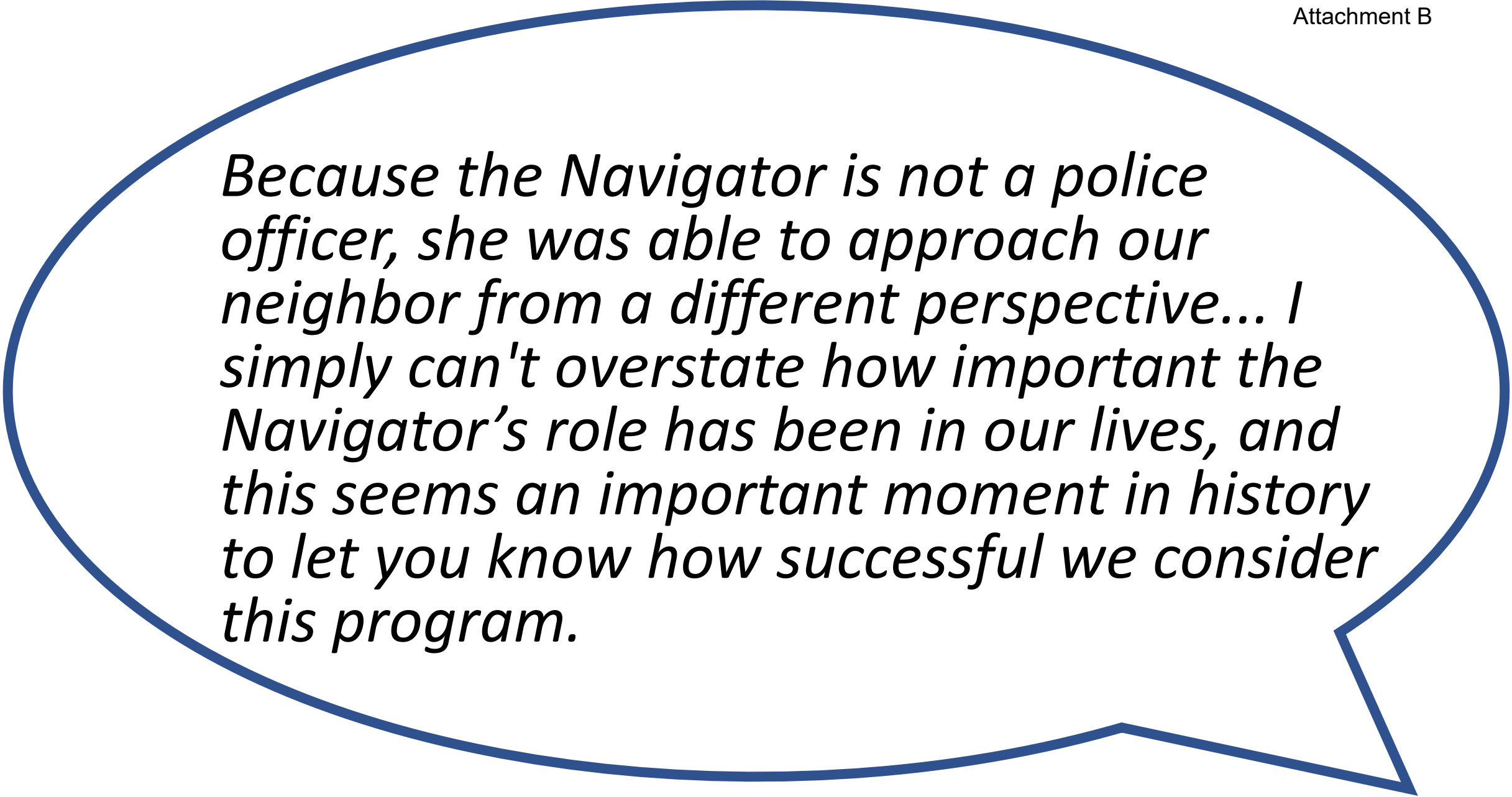
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2020 Shoreline Numbers

- 124 Individuals Served
- 254 Total Encounters
- 16% Homeless
- 54% Reported a disabling behavioral health condition
- 7% Military Veterans





Because the Navigator is not a police officer, she was able to approach our neighbor from a different perspective... I simply can't overstate how important the Navigator's role has been in our lives, and this seems an important moment in history to let you know how successful we consider this program.

January-July 2021 (Five Cities)

City	Individuals served Q1	Individuals served Q2	Individuals served YTD	Race breakdown where available
Bothell	50	37	87	59% White, 41% BIPOC ($n=22$)
Kenmore	4	8	12	60% White, 40% BIPOC ($n=5$)
Kirkland	31	23	54	66% White, 34% BIPOC ($n=53$)
LFP	7	7	14	<i>Not enough data</i>
Shoreline	63	40	103	81% White, 19% BIPOC ($n= 59$)

Current state: Response and Outreach

- 4-6 part-time contracted Navigators respond to in-progress calls and follow up on officer referrals
- 20%-25% of Navigator time is spent on direct response
- Coverage is limited due to staffing.



Next step: Immediate Response

- Recruiting for three new full-time Navigator positions
- Expand coverage for immediate Navigator response across five cities
- Prioritize high-volume hours

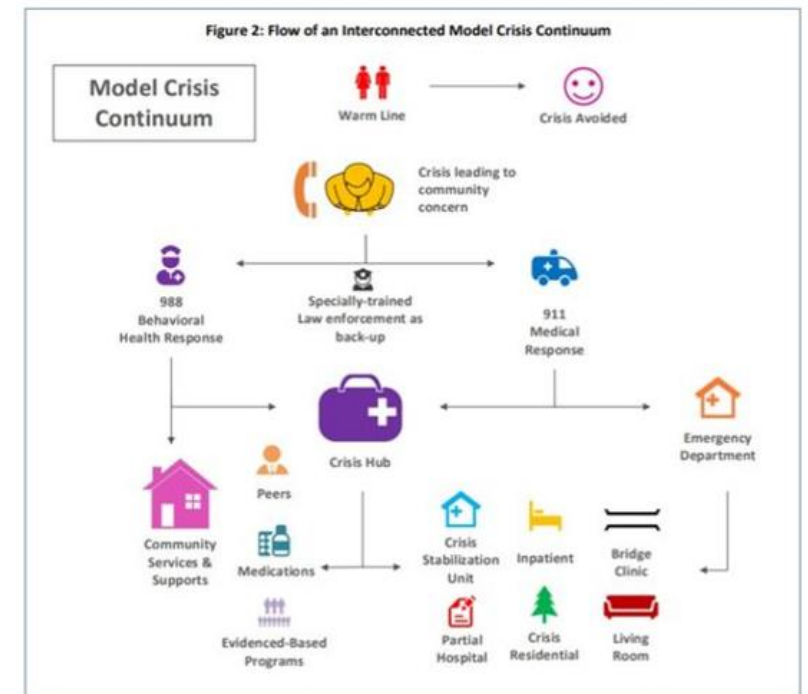
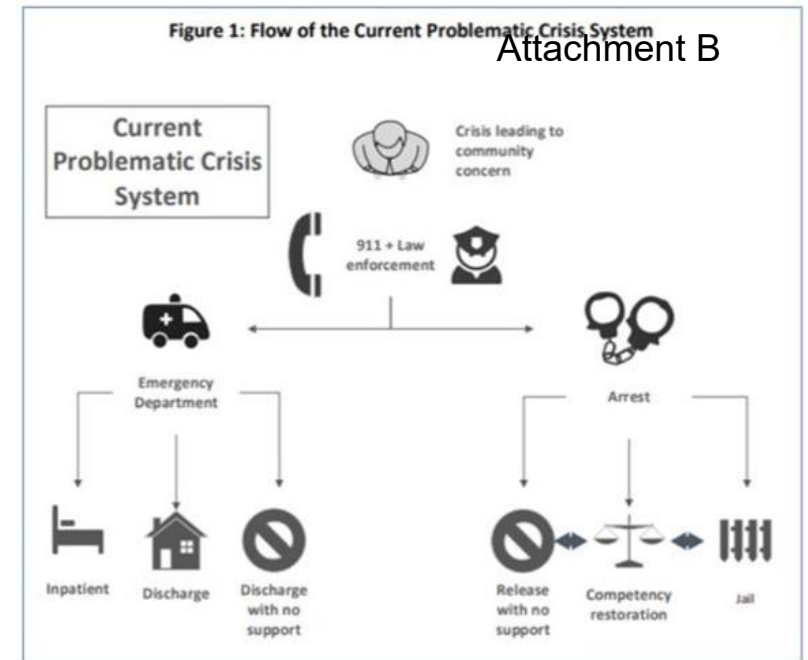
Co-Response Social Work

- Emerging field
- More agencies and cities exploring alternatives
- Co-response, community response, hybrid approaches
- Information sharing



RADAR's Ultimate Goal: Direct Dispatch

- Similar to the “CAHOOTS Model”
- 911 system or 988 dispatch center triage and assign appropriate calls
- Will require vehicles and additional Navigator capacity



Critical Need Crisis Triage Facility

- Only 17 crisis beds in King County
- Need for a “Navigate to” option in North County
- Crisis Triage Facilities provide immediate stabilization and linkage to services
- Critical part of a crisis response infrastructure

Attachment B
Figure 1: Flow of the Current Problematic Crisis System

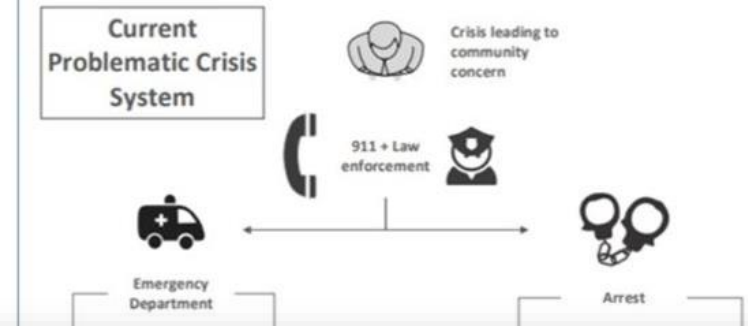


Figure 2: Flow of an Interconnected Model Crisis Continuum



Questions?

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Brook.Buettner@bothellwa.gov

RADARNavigatorProgram.org

RADAR Embedded Social Worker Program

Proposed Pathway to Expansion

2016-2020 Building the Foundations

Though the idea arose in 2013, planning in earnest began in 2016 and implementation started in 2017. During this period the focus was on creating partnerships between jurisdictions to leverage shared infrastructure, developing policies and procedures, creating a data sharing tool and building buy-in with law enforcement partners.



Early development funded by DOJ, KCSO Risk Management, King County MIDD

2017-2021 Outreach Driven by Referrals

Current state: 4-6 part-time contracted navigators respond primarily to officer referrals. In some cases, Navigators respond to in-progress calls, though most outreaches take place as follow-up on the next shift. Hiring and staffing present an ongoing challenge. Database currently being beta tested.



Current funding: King County MIDD and WASPC/ Trueblood

2021-2022 Immediate Response

With increased staffing, Navigators will be available to immediately respond when an officer in any RADAR city identifies a behavioral health need on a call. Primary barrier to this is the challenge of recruiting and hiring. Stronger protocols needed for inter-agency deployment.



This stage of expansion will require additional funding

Direct Dispatch for Appropriate Calls

The potential benefit of this model is demonstrated by the "CAHOOTS" team in Oregon, a co-response program that diverts up to 17% of 911 calls to social services. This stage will be heavily reliant on the ability of the PSAP dispatch centers to triage and assign calls. Significant development needed here.

With adjustments to current funding agreements and direction from elected officials, alternative pathways to expansion could include pivoting to a more immediate focus on direct dispatch via the PSAPs, and hiring Navigators as full-time employees with benefits to improve our ability to recruit.