Public Safety Committee Meeting Date: August 24, 2016	
Attendance: Toby Nixon, Penny Sweet, Dave Asher (by phone), Marilynne Beard, Kurt Triplett, Cherie Harris, Mike Ursino, Bill Hamilton, George Dugdale, Lorrie McKay, Brian Murphy (BERK)	
Agenda Item:	**Action Items:**
1. Topic: Police Strategic Plan Notes: Marilynne Beard distributed copies of the draft Police Strategic Plan and provided a verbal overview of the report's findings and recommendations. The City Council will receive a full briefing at their September 6 Council Study Session. The department will prepare a response and draft implementation work plan following Council adoption of the report. The committee asked staff to send a copy of the draft report to the full Council prior to the packet so that adequate review time is allowed. (Attachment A is the version that will be included in the packet.)	• Send advance copy to full Council prior to Council packet. • Further study is needed to determine how to provide resources to the department for mentally ill/substance abuse contacts. • Study how the Public Records Act impacts Police records requests.
2. Topic: Animal Services Notes: Lorrie McKay provided an update on the animal services contract discussions taking place with King County (RASKC). She distributed a term sheet prepared by Kirkland and presented to RASKC that included RASKC's response (Attachment B). The Council will receive a briefing at the September 20 Council meeting. Staff also noted that they had a very positive meeting with the City of Bothell about their animal services program and opportunities for partnerships.	
Future Agenda Topics: • Fire and Police use of Narcane for overdoses • Fire Public Education (5/16) • King County CMT Program Report • What policies and training do Police officers have to deal with cultural and language differences (post-Alabama)? • Continuity of Government and Operations plans • Dashboard review • Road barrier removal/replacement on Finn Hill (1/16)	•

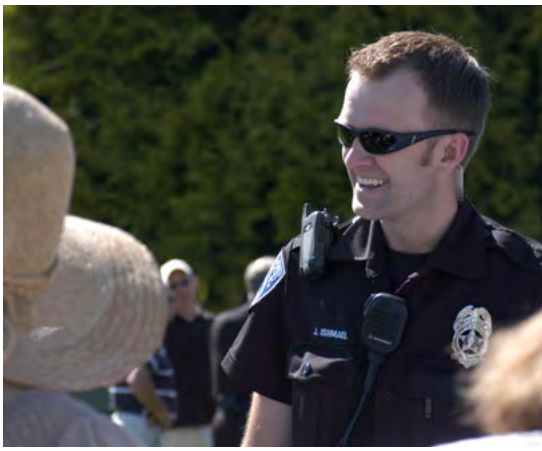
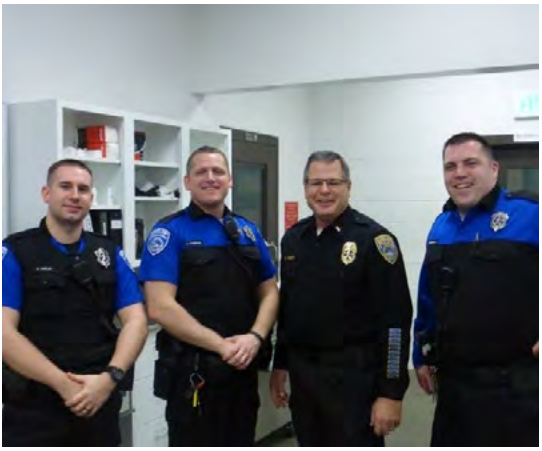
ATTACHMENT A

KIRKLAND POLICE DEPARTMENT

Strategic Planning:

CONSULTANT REPORT

REVIEW DRAFT - August 25, 2016

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Appendices

The following Appendices provide additional information and analysis as context for the recommendations contained in this report:

1. **Kirkland Crime Trends**
2. **Community Perceptions of Kirkland Police**
3. **Community Profile**
4. **Review of Existing Conditions**
5. **Assessment of the Corrections Unit**
6. **References**

EXECUTIVE SUMMARY

The Kirkland Police Department has a long history of being an effective, responsive, and professional agency. Through its recent growth, it has stayed a nimble organization with strong leadership, people, and infrastructure. Importantly, the Department has maintained its positive relationships with its community members and City of Kirkland partners. The Department aspires for excellence and is dedicated to critical self-review, ongoing improvement, and, if necessary, substantial change to be the best law enforcement agency possible for the Kirkland community it serves.

This Consultant Report makes recommendations to further strengthen the organization by addressing key observations of the assessment process, including service and staffing capacity, technology, professional development, communication, and the community's desire for even stronger community-police relationships.

The recommendations in this report seek to build upon the foundation the Department has created and further strengthen it by providing the means to:

- Articulate what is most important to the community and to the Department through the Department Philosophy, Mission, Vision, and Values.
- Execute a significant, fundamental shift in operations, moving from a relatively reactive model to a more proactive model focused on community policing and crime prevention. This change has implications for staff capacity, data systems and the capacity to analyze and use data, strengthened community relations, and enhanced officer training.
- Further professionalize the Corrections function as the Unit continues to evolve from a holding facility to a full-fledged correctional facility.
- Strengthen internal communications, performance evaluations, and other internal processes, tools, and procedures.

While this report contains many important recommendations, the following deserve prioritization in the short-term:

- Finalize the Department's Philosophy, Vision, Mission, and Values.
- Engage the community in establishing policing priorities.
- Establish a detailed workplan and timeline for system and process improvements identified in this report.

1. INTRODUCTION AND PLANNING PROCESS

1.1 Purpose and Organization of this Report

This report is the result of a seven-month assessment and planning process that involved a team of consultants, a diverse planning committee representing the Kirkland Police Department and the City of Kirkland, and numerous engagements with KPD staff, Council Members, and community stakeholders.

This document and the accompanying volume of appendices compile the findings and recommendations of the consultant team as discussed and vetted by the Planning Committee. Together with the issuance of this report, KPD will engage City leadership in a dialogue around implementation of some or all of the recommendations contained in these pages. The Department will develop a work plan to implement the final direction as established in subsequent conversations with the City Manager and City Council.

This document and accompanying appendices are organized as follows:

- **The remainder of Section 1** provides additional context by summarizing the planning process and presenting a brief history of the Department. An overview of crime trends and a community profile are provided for additional critical context.
- **Section 2** reviews existing conditions based chiefly on data analysis, consultant observations, and employee input. Topics explored include:
  - Overarching Direction: Departmental Philosophy, Vision, Mission, and Values.
  - Resource Levels, Deployment, and Performance.
  - Corrections Unit Operational Analysis.
- **Section 3** begins to look forward, considering the following:
  - Changes occurring in the Kirkland community and surrounding region.
  - Regulatory changes affecting policing in general.
  - Opportunities to use current and emerging data tools and other technologies.
- **Section 4** provides a situation assessment of the internal functions of the Department and offers strategies to strengthen the organization through:
  - Communication, connection, and collaborative leadership.
  - Performance evaluation and professional development protocols.
  - Retention, succession management and recruitment plans.
  - Community Relationships.
  - Performance Measurement.
- **Section 5** concludes the report with brief summary comments and suggestions for next steps.

1.2 Planning Process

This strategic planning process centered on the four meetings of the Strategic Planning Committee, which included membership from across KPD, as well as representation from City Administration. The Committee met four times during the seven-month planning process, reviewing, commenting on, and helping to revise the work done by the consultant team. Five Committee members also served on a Core Planning Team that provided guidance on draft materials prior to each Committee meeting and served to steward the overall planning process.

To inform and complement the input of Committee members, additional engagement efforts focused on key stakeholders and Department staff. The consultant team also reviewed Kirkland's Biennial Community Survey and log of citizen complaints to better understand community perceptions of the Department. These inputs are summarized below.

KPD Strategic Planning Steering Committee

- Marilynne Beard, Deputy City Manager*
- Cherie Harris, Police Chief*
- William Hamilton, Operations Captain*
- Michel St. Jean, Lieutenant – Training and Cadres*
- Nathan Rich, Sergeant – Traffic and Guild President*
- Randi Crocker, Corporal – Investigations
- Jessica Dreher, Administrative Assistant
- Brandon Hardesty, School Resource Officer
- John Haslip, Lieutenant – Operations
- Eric Karp, Corporal – Operations
- Kimberly McLynne, Records Lead
- Kyle Sheler, Corrections Officer
- Kristina Shull, Crime Analyst
- Clayton Slominski, Detective
- Shawn Stredwick, Sergeant – Corrections
- Tiffany Trombley, Training Officer
- Mike Ursino, Administrative Captain
- Julia Valencia, Traffic Officer

* member of Core Planning Team

Stakeholder Engagement

The consulting team interviewed stakeholders as part of the assessment process, including community members, City Councilmembers, and City of Kirkland department directors. Two meetings were held with a total of five City Councilmembers, who were asked about strengths and challenges of the Police Department. A group of 15 community leaders was interviewed, including representatives of faith communities, youth, seniors, businesses, human services, and neighborhoods.

From these conversations, three themes emerged:

1) Praise for KPD's Community Outreach and Responsiveness

- Both community leaders and Councilmembers gave high marks to **KPD's outreach to the community**, including presence and participation at neighborhood meetings. Several Councilmembers stated that this presence helps the community feel more secure.
- Several community members praised KPD's relationship with **vulnerable populations**, including homeless persons and individuals with mental illness, and with churches hosting homeless encampments.
- Both community members and Councilmembers praised KPD's **responsiveness**. The Department is seen to respond quickly to incidents, such as late-night issues at bars, or in follow-up to crimes. The Department also received praise for clear explanations of process and call priority.

- Several Councilmembers expressed strong support for the **"guardian" culture** of respecting everyone, as opposed to an "enforcer" or "warrior" culture. They believe the guardian culture has helped with public interactions, and that it should be maintained and emphasized more, in part through hiring the right people.
- Councilmembers do occasionally hear **complaints** about KPD. Some hear complaints about overly aggressive traffic enforcement in newly annexed areas, but this has declined since annexation. In addition, one Councilmember stated they heard frustrations about inadequate response to property crimes.

2) A Strong Desire for Stronger Community-Police Relationships

Both community members and Councilmembers voiced concerns that **national tensions** between communities and police departments related to officer-involved shootings could spill over in to Kirkland. Community members and Councilmembers expressed a strong desire for more proactive community engagement to maintain or enhance the good relationship that exists now between the Kirkland community and its police force. This will be increasingly critical as the city experiences denser land use, increasing population, demographic shifts, and a more "urban" policing context. Some Councilmembers also expressed concern that the national atmosphere could harm officer recruiting efforts.

Two community members reported that they or family members have had negative experiences with KPD officers, described as racial profiling.

Community members and Councilmembers voiced a desire for KPD to take more steps to proactively reach out to the community and build stronger relationships. This could include:

- Outreach to immigrants, ethnic and language minorities, and faith groups. Building personal connections and relationships can strengthen trust and is seen by Councilmembers as a necessary step to prevent a Ferguson-like situation. In addition, community members felt this would support the Department's efforts to recruit more diverse candidates for officer positions.
- Better integration of officers in the community, through participation in events, general friendliness, officers getting out of their cars, and perhaps more officers residing in Kirkland.
- A more proactive role in social services and emergency preparedness.
- More diversity and cultural training for officers.

3) A Desire for More Communication

Community members and Councilmembers articulated a desire for more communication from KPD. Desired communication improvements include:

- Increased use of social media to push timely information to residents and business owners. Real-time information during incidents is desired to help reduce speculation and misinformation.
- More educational information for residents, including steps to prevent crime, and how to report non-emergencies.
- Information about policing priorities, including how property crimes are prioritized relative to other demands.

Staff Engagement

The consulting team met with KPD staff members in a series of meetings. These included four meetings with Patrol during shift briefings (on March 3rd and March 24th), a meeting with non-commissioned personnel (March 3rd), a meeting with command staff (March 24th), and four meetings with Corrections professionals (March 17th and March 21st). Discussion centered on KPD's strengths and areas for improvement. Participants were provided a handout with discussion topics and a link to an online survey. One response to the online survey was received; it included similar themes to the in-person meetings.

Information from these employee meetings is considered throughout the report. The major themes heard during these meetings include:

Department Strengths

- People
- Professionalism
- Public image and a strong relationship with the community (that needs to be protected)

Areas for Improvement

- Service and staffing capacity, particularly with regard to proactive policing
- Technology for digital evidence storage, records system, and online reporting
- Performance evaluations
- Professional development, training, and promotional opportunities
- Communications within the Department and with the community
- Performance measurement

Later in the planning process, KPD staff were asked to provide input on Vision, Mission, and Values statements. This input was incorporated in Steering Committee discussion of this topic and is reflected in consideration of these governing statements in **Section 2.1**.

Community Perceptions of Kirkland Police

Nationwide issues affecting community-police relations may impact local perceptions of the Kirkland Police Department. In the past few years, several videotaped and publicized cases of police use of force with African-Americans have drawn protests and increased scrutiny of police departments. Incidents include the deaths of Michael Brown in Ferguson, Missouri in 2014, Eric Garner in New York City in 2014, Freddie Gray in Baltimore in 2015, and Alton Sterling in Baton Rouge, Louisiana this year.

National polling about confidence in police has shown a decline in confidence in the past few years, with Gallup reporting that the proportion of Americans who have "a great deal" or "quite a lot" of confidence in police dropped from 57% in 2012-13 to 52% in 2014-15. (Gallup, 2015) The new figure is the lowest level of confidence reported in this survey since 1993.

The Kirkland community's relationship with its police department is in noted contrast to the national scene. As reflected in the stakeholder input summarized above and the Biennial Community Survey, residents in Kirkland by and large feel safe and have a positive association with the Department. Significant Planning Committee discussion focused on the importance of retaining this trusted position and many of the recommendations contained in this report focus on strengthening the relationship and communication between KPD and the community it serves.

Appendix 2 provides more details on the Biennial Community Survey and citizen complaints.

1.3 History and Structure of the Department

Kirkland was incorporated in 1905 with a population of 400. Shortly thereafter, Charles H. Daniels was named the first Town Marshal beginning the legacy of what is now the Kirkland Police Department. Since that time, the community, the city, and the Department, as well as the nature of policing, has changed fundamentally.

As shown in **Appendix 3**, the Kirkland population has increased greatly, both through natural population growth and annexation. Through 11 annexations, city boundaries are about 12 times as large as they were at founding (Wikipedia). The most recent annexation, in June 2011, added approximately 30,000 residents to the City's population, bringing in the neighborhoods of Finn Hill, Juanita, and Kingsgate. These neighborhoods were previously served by King County Sherriff's Office and as they transitioned to city policing, the Department needed to expand its staffing, budget, and physical space.

The City purchased a former Costco Home property in 2010 and issued $35 million in bonds to convert it into the new Kirkland Justice Center. The move occurred in June 2014.

The Kirkland Police Department is now a larger department, attempting to address the needs and demands of the population it serves, including:

- A larger geographic service area.
- A larger, growing, and increasingly diverse population.
- Increasing community expectations.
- Increasing expectations for data-driven policing – and the associated technology to support it.

This is being done within the context of a larger police force and a new facility.

These recent changes are important to consider as the remainder of this report describes KPD's current strengths and challenges and considers future opportunities and challenges. KPD's evolution from a quiet suburban department to a larger organization serving a more complex community is very much a work in progress.

Relationship to the City of Kirkland

The Kirkland Police Department is a City of Kirkland department. As such, the Police Chief is responsible to the City Manager, who is hired by the City Council. The Council's Public Safety Committee focuses on police issues, as well as fire and EMS, municipal court, emergency management, and code enforcement.

It is important that a police department have a productive relationship with the City Council, City Manager, and other City departments. In Kirkland's case, this appears to be working very well, as the Department appears to enjoy a highly professional and productive relationship with the City of Kirkland administration and other City departments. This view was supported by input from the Steering Committee, which described these relationships as a "strength" and by interviews conducted for this study with the City Manager and individual department directors.

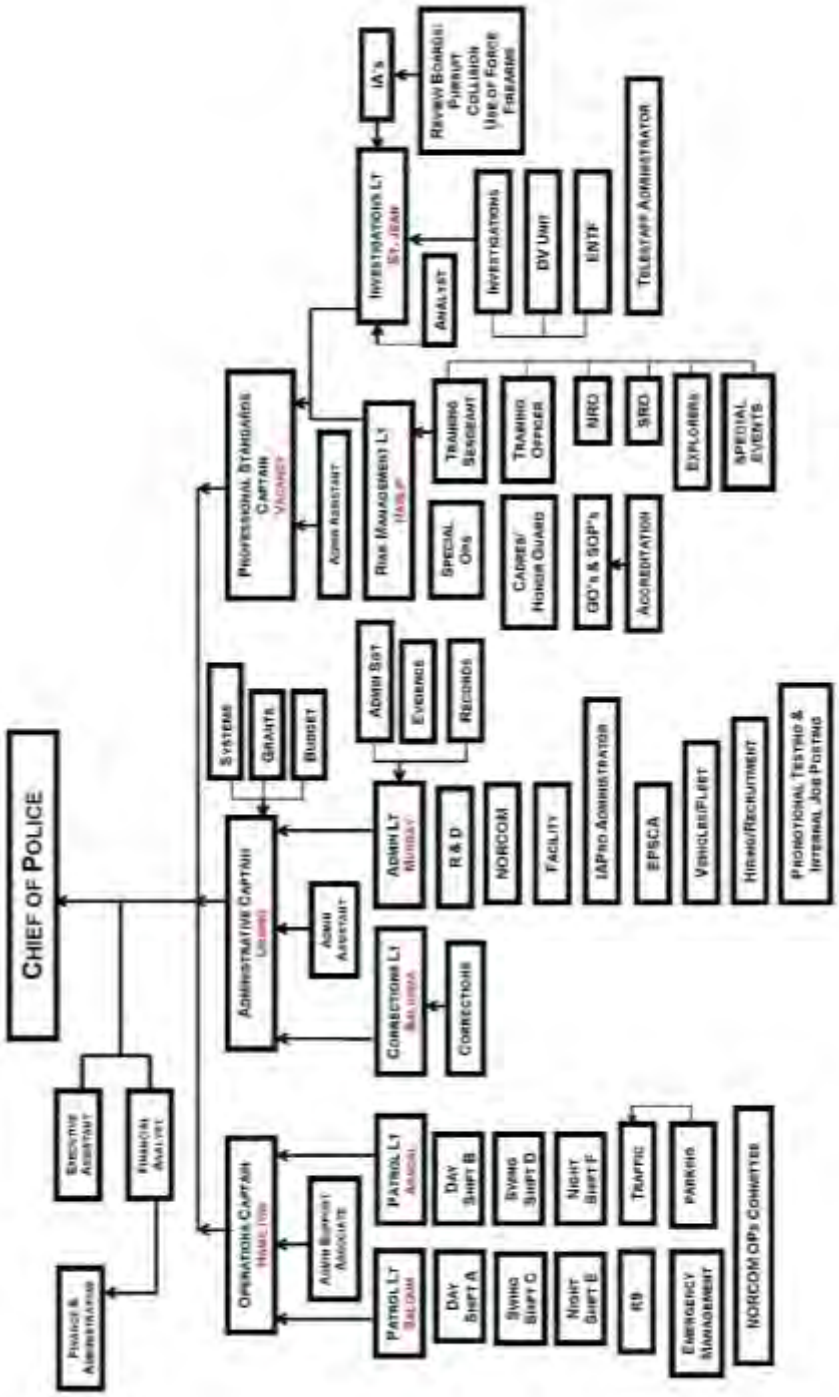
Mutual respect is evident between the Police Department and City Administration. Police leaders seem well informed and supportive of the City's priorities. As the Department develops its Strategic Plan, it will be important to keep this context in mind, building a plan that is aligned with City priorities and cognizant of the Department's part of this larger whole.

Organizational Structure

The current organizational structure of the Department, represented in **Exhibit 1,** is well within industry standards, structured around a Patrol Division, an Investigations Division, and several special units, including:

- A Corrections Unit that manages the Kirkland Jail.
- A Domestic Violence Unit.
- A Records Unit responsible for phone and counter customer service in addition to records management.
- A Traffic Unit that is primarily responsible for traffic enforcement, traffic collision investigation, and all other traffic related incidents.

Exhibit 1. Organizational Structure, February 2016



1.4 KPD's Previous Strategic Plan

The Department last developed a strategic plan in the early 2000s, which resulted in the *Kirkland Police Department 2003-2008 Strategic Plan*.

Exhibit 2 summarizes the document's Goals and Objectives and provides a brief status update.

Exhibit 2. Status of 2003 Strategic Plan Goals and Objectives

Goals and Objectives	Notes
1. Adequately staff KPD to meet the needs, expectations, and priorities of our community.	
• Create staffing model.	• Became Annexation Staffing model.
• Develop budget plan to support staffing needs.	• Completed.
• Create an "Annexation" staffing model.	• Completed.
• Create Pro-active unit to focus on identified problem areas.	• Created and then shut down during the Recession.
2. Construct and occupy a new public safety facility.	
	• Done: move in was June 2014.
3. Provide best training possible for our employees to ensure their success.	
• Redefine training officer/coordinator position.	• Completed.
• Refine current training matrix.	• Completed and revisited in 2012.

Goals and Objectives	Notes
4. Provide useful and meaningful information to employees and community on continual basis.	
• Develop plan to educate and involve community and enlist their support for staff and facility needs.	• This did not seem to occur in a "formal" program. • Related efforts include: o Crimemapping.com, o Participation in community events o National Night Out Against Crime o Citizens Academy o Neighborhood Resource Officer • In addition, the City supported KPD's facility needs through construction of the Kirkland Justice Center.
• Identify a method to disseminate Civilian Crime Information Bulletin to the community.	• Other than CrimeMapping.com, this was not completed.
• Invite on-duty supervisors and sergeants to weekly staff meetings.	• Completed and still a current practice.
• Establish a monthly one-on-one between the Chief and the Guild President.	• Was done inconsistently during the 2003-2008 Strategic Plan period. • Now is a consistent practice.
5. Encourage and support high morale throughout the department through open communication and respect for all employees.	
• Command, Supervisors, and all employees should identify and discuss reasons for low morale and implement ways to improve it.	• More detail needed on what was done.
• Foster and maintain employee recognition for "job well done."	• Created a system for anyone at any level of the department to nominate other KPD employees for awards listed in SOP. • Created "Lunch with the Chief" program: employees are nominated for good work, taken out to lunch by the Chief, and given a Chief's coin.
6. Successfully accomplish the re-accreditation of the KPD.	
	• Done in 2012. Onsite Accreditation Assessment completed June 2016.

1.5 Kirkland Crime Trends

Kirkland has relatively similar rate of crime (49.4 crimes per 1,000 members of the population) as the neighboring jurisdictions of Redmond (51.2) and Bothell (46.7), with lower crime rates than the state overall (59.2). Despite similar overall crime rates, Kirkland experiences higher rates of motor vehicle theft and larceny than Redmond and Bothell. The community experienced increases in these crimes from 2012 to 2014 while the same crime rates were decreasing in Washington State and across the nation. More details on Kirkland's crime trends are available in **Appendix 1.**

1.6 Community Profile

Population and Demographics

Kirkland's 2015 population was estimated to be 83,460 by the Washington State Office of Financial Management. This reflects a growth of 71% over the 2010 population. As noted in **Section 1.3**, this growth was primarily due to the 2011 annexation of North Juanita, Finn Hill, and Kingsgate, which added approximately 30,000 people to Kirkland.

Along with this increase in population, the city is experiencing growing diversity, with the population of white residents decreasing 13.5 percentage points between 1990 and 2010. During the same period, the population of Asian and Pacific Islanders increased from 4.5% to 11.5% and there were notable increases in those identifying as Hispanic (City of Kirkland, 2015).

Kirkland has experienced a gradual aging of its population since 1990, and now has a median age of 37. The city is also relatively wealthy, but with increasing levels of poverty. The median income for all households in Kirkland was $94,332 in 2014, which is significantly higher than the median income for all households in King County ($75,834). Despite this indicator of wealth, in 2010 5.6% of all households were living in poverty, similar to other communities in the region. More information on Kirkland's demographic makeup is available in **Appendix 3.**

Housing

The 2011 annexation of relatively low-density neighborhoods with primarily single family homes decreased the overall citywide density. It also increased the community's share of single-family housing stock to 60% in the 2010 to 2014 time period, from 50% in 2000 (City of Kirkland, 2013; U.S. Census Bureau, 2000). Even though the annexation increased the share of single-family homes in Kirkland, most development over the past decade has been multifamily construction. Of the city's net gain of almost 2,000 housing units between 2006 and 2013, 62% (1,173) were multifamily. More information on Kirkland's housing is available in **Appendix 3.**

Employment

In 2013, the City of Kirkland had an estimated 40,514 jobs. Employment in the city ebbs and flows, declining in 2005 and again in 2009, before rising dramatically in 2012.

Future

Kirkland updated its Comprehensive Plan in 2015 to comply with the Growth Management Act; this plan accommodates expected housing and employment growth through the year 2035. Kirkland is planning for the addition of over 17,000 new residents between 2013 and 2035, for a total 2035 population of

approximately 99,632, and the addition of over 22,000 new jobs. Over 75% of Kirkland's expected housing growth through 2035 is anticipated to be in multifamily housing units (City of Kirkland, 2015).

In addition to increased multifamily housing, ongoing development projects could impact demand for police services, including:

- Kirkland Urban is anticipated to net approximately 2,200 new office employees, 160 new retail employees, and 500 new residents in downtown. (City of Kirkland, 2015)
- On the east side of Interstate 405, the Totem Lake Mall Redevelopment includes new buildings, parking structures, and a redesigned public plaza. In addition to the typical retail uses, the site may include office and residential spaces.
- The Cross Kirkland Corridor is a 5.75-mile segment of the Eastside Rail Corridor. If the trail is opened at night, KPD will need to determine how to patrol it.

2. OPERATIONAL ANALYSIS AND RECOMMENDATIONS

2.1 Overarching Direction: Departmental Philosophy, Vision, Mission, and Values

Nationwide, effective policing strategies are increasingly guided by four variables:

1. Successful crime control depends on a close relationship between the police and the community being policed.
2. Fear in the community is a problem itself regardless of the traditional measures of crime and arrest rates. Police are being asked to reduce this fear and the means used to reduce fear may not be the same traditionally used to address crime.
3. Community members increasingly want to use the police for services other than crime control, often to address disorder, unsettling behavior in their neighborhoods, or to access other service providers.
4. What police see as disparate incidents are often indicators of a continuing, fundamental problem that demands more than an initial police response to resolve.

The Community Policing Style continues to be a popular approach because of its focus on (1) community partnerships, (2) organizational transformation, and (3) problem solving. It also reflects a way of providing police service that does not rely on patrolling in cars to reduce crime, detective work to solve crimes, or quick response times to calls-for-service to reduce crime. It does promote closer community relationships, the systematic assessment of problems, and an organizational approach to solving problems, focusing on addressing crime, the fear of crime, and disorder. Further, it encourages the development of critical thinking; strategic planning; communications skills; organizational skills; and initiative, all desired skills in employees and good for encouraging teamwork and building morale among employees.

Recommendations

Recommendation 1. Finalize the articulation of the Department's Philosophy, Vision, Mission, and Values as begun during this planning process

The Kirkland Police Department operates under the overarching direction established by the City of Kirkland, including its Vision, Guiding Principles, Operating Values, and City Council Public Safety Goals. In setting strategic direction for the Department and in making operational decisions, KPD leadership should be informed by these governing statements.

In parallel fashion, the various divisions and units that make up the Kirkland Police Department should be seen as operating under the umbrella of the Department's Vision, Mission, and Values. It is important, therefore, that these statements are broad enough and inclusive enough to appropriately guide all the work done by all the members of the Department. As noted in **Recommendation 15**, this report recommends establishing a Purpose Statement and set of Guiding Principles specific to the Corrections Unit. These division-level governing statements operate under the overarching departmental guidance described below.

> ***Kirkland City Council Public Safety Goal***
>
> *Provide for public safety through a community-based approach that focuses on prevention of problems and a timely response.*

a. Establish a clear and meaningful description of KPD's guiding philosophy.

The following key ideas were discussed multiple times over the course of the planning process and found to be accurate descriptions of how KPD approaches its work:

- **Kirkland Police exists to serve Kirkland's residents, business, and visitors.** Our top priority is to build a trusting, collaborative relationship with our community and to respond to what is important to community members. Our approach to our work is informed by and focused by what is important to our community, as we ask ourselves: is this what the community wants?
- **Kirkland Police embraces the 21st Century policing model.** We seek to serve ethically, effectively, and efficiently. We believe in procedural justice and must have strong policies and procedures in place to guide our work.
- **Kirkland Police is a progressive department.** We are open to innovative policing models and the appropriate use of technology to strengthen the effectiveness and efficiency of our work. We are a learning organization, seeking to continually improve and adapt to a dynamic operating environment. We seek creative ways to provide efficient and effective service, collaborating with others in the region where appropriate.
- **Kirkland Police practices collaborative leadership.** Our people are empowered to make decisions consistent with our Vision, Mission, Values, and department directives. Clear direction, a collaborative approach to leadership, strong communication, and opportunities to excel support individual and collective success.

The final articulation of this philosophy should be stated in "plain English," without use of buzz words or reliance on national frameworks; it should speak directly and clearly to external audiences as well as those employed in the police profession.

As with the Department's Vision, Mission, and Values, this Philosophy should be true to the Kirkland community's desires for its police department, and it should be informed by members of KPD itself. Ultimately, however, it is the responsibility of the Police Chief to provide leadership to guide the organization toward its Vision.

b. Establish strong Vision, Mission, and Values statements that distinctly represent Kirkland and the Kirkland Police Department.

The Department's **Vision Statement** should be an aspirational and inspiring statement describing the organization that KPD seeks to be. Potential concepts for consideration include:

- *A leading or model department.*
- *A department recognized for excellence.*
- *Other ideas noted in the Department Philosophy section, above.*

The Department's **Mission Statement** should describe the organization's purpose, focusing on what the Department does and its role in the community. Some suggested words or clauses include:

- *Promote community safety; uphold the law; preserve the peace; protect rights.*
- *Principled service; provided with honor.*
- *Working in partnership with the Kirkland community to uphold the law with fairness, preserve the peace, and provide quality service.*

The Mission Statement is an important place to reflect the breadth of the Department's work, inclusive of crime prevention, crime response, corrections, and records. The consultant team recommends a Mission Statement that describes the full extent of the Department's role and functions, such as:

- *We work in partnership with the Kirkland community to prevent crime, respond effectively when incidents occur, and rehabilitate convicted offenders.*
- *We provide for a safe and just community through crime prevention, responsive policing, and the rehabilitation of inmates.*

Organization Values describe the spirit by which the Department approaches its work. Committee discussion emphasized the importance of these in distinguishing what defines the Department, perhaps distinguishing it from other police departments. To avoid dilution, the Department should limit itself to a small number of Values, perhaps three or four, focusing on what matters most. Values may be accompanied by a brief description of how they will be applied to KPD's context or manifested by staff in their day-to-day work.

Appendix 4.1 summarizes the ideas generated by the Planning Committee in its third meeting and the number of votes each option received from staff.

The consultant team recommends the following potential Values as reflective of the type of Department KPD is and seeks to be:

- ***Progressive.***
- ***Compassionate.***
- ***Courageous.***

While there are many other relevant words that could be referenced, including service, professional, respect, etc., they are generally true of well-managed police departments and speak less directly to the spirit of policing embraced by the Kirkland Police Department.

Recommendation 2. Animate these governing statements by promoting them and using them.

Unless the Department puts the above governing statements to work, they are nothing more than words. The statements and what is intended by them must be actively promoted with current and new team members. They must be actively used and referred to whenever the appropriate opportunity arises in making budget requests, in work planning, and in making personnel decisions, including hiring, evaluations, promotions, and terminations. Organizational Values in particular are well-suited to inform personnel decisions; it is most important that they be used to attract and screen for new employees who are well suited to serve the Kirkland community.

2.2 Crime Prevention and Response

This section considers the many interlinked components related to KPD's capacity for preventing and responding to crime. The Records and Corrections Units that are directly related to this effort are considered in the sections that follow.

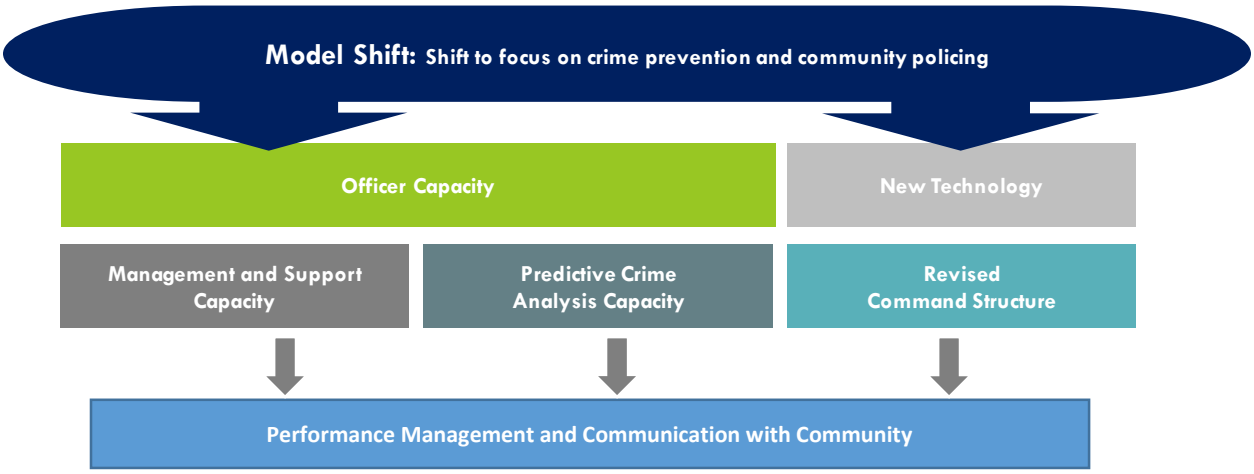
The Kirkland Police Department enjoys a positive public image and relationship with the City, and the Kirkland City Council Goals reflect community desires for a community-based approach to crime prevention. Public stakeholders report appreciation for the Department and a desire for more police involvement in community development and social support functions, both of which require more consistent, dedicated resources. At the same time, personnel across the Department report feeling over-extended and would like to be less reactive in their work. Quantitative analysis of Patrol described on the following pages confirms this self-reported perception that officers go from call to call, with little opportunity for proactive community engagement and preventative policing.

Increasing such activities through a model shift that focuses on crime prevention and community policing will have ripple effects throughout the rest of the Department with implications on technology, support functions, crime analysis, command structure, and investigations. To support community partnerships and problem solving, an organizational transformation is needed to align all parts of the KPD organization – management, technology, and personnel – around this purpose as illustrated in **Exhibit 3**. This organizational change will also require leadership to demonstrate the value of this shift through their actions as well as by investing in resources that align with this model.

Community Policing

Community policing typically focuses on community involvement, consultation, and problem solving. Because community policing is focused on close collaboration with the community and addressing community problems, it has often been seen as an effective way to simultaneously increase citizen satisfaction, enhance the legitimacy of the police, and reduce crime. The President's Task Force on 21st Century policing recommended using strategies that "reinforce the importance of community engagement in managing public safety" and "working with neighborhood residents to co-produce public safety" through problem solving efforts.

Exhibit 3. Component Pieces of Model Shift



Staffing Levels

Rather than basing staffing levels on a simple ratio of officers per 1,000 residents, police staffing is increasingly determined based on performance relative to community expectations. To evaluate the adequacy of the current staffing levels, the Department needs to engage the City leadership and community in a discussion about service expectations, and then determine whether the current staffing can meet those expectations. The City's Biennial Community Survey provided generally positive feedback about Department performance, indicating that the Department is meeting the community's service expectations.

The following sections describe how staffing levels for Patrol and Investigations can be determined by response and clearance rates, while staffing levels related to community engagement are determined by community-specific expectations.

Staffing Levels Related to Response and Clearance Rates for Patrol and Investigations

There are many factors to consider in determining appropriate staffing levels and several approaches. Some departments use the **"per capita" approach** that looks at the number of officers and the population of a jurisdiction and compares the officer number with similarly sized cities. This approach is simple, but does not take into account community conditions, community expectations, or quality of service provided.

Another method is to set a **minimum staffing level** for the jurisdiction at different times of day. There are no objective standards for setting a minimum staffing level. Departments can consider call load, crime rate, and other variables such as whether there are other police resources performing duties who can be deployed (e.g. administrative officers, or other specially assigned officers) to accommodate fluctuating workload.

The most comprehensive approach is to engage stakeholders in a detailed conversation about performance expectations based on workload in a **"performance-based" staffing study**. This workload approach analyzes staffing needs based on workload demand while accounting for the specific community characteristics and service expectations. Most accredited agencies regularly conduct workload assessments that can be used to assist in this analysis. There is not a universally accepted standard for this assessment; the work relies instead on the specific characteristics of each jurisdiction such as type of crime, geography, travel times, and desired time for community policing activities.

The Department of Justice Office of Community Oriented Policing Services issued a comprehensive report: ***A Performance-Based Approach to Police Staffing and Allocation*** by Jeremy M. Wilson and Alexander Weiss, 2012. This report describes a step-by-step approach for conducting a workload-based assessment that includes:

1. Examining the distribution of calls for service by hour of day, day of week and month.
2. Examining the nature of the calls for service.
3. Estimating time consumed on calls for service.
4. Calculating an agency shift-relief factor.
5. Establishing performance objectives.
6. Providing staffing estimates.

BERK conducted a modified performance-based staffing study of the Patrol Unit using the methods described in ***A Performance-Based Approach to Police Staffing and Allocation.*** The full results of this study can be found in **Appendix 4.6**.

The last step prior to providing the staffing estimates is to establish and apply a "performance objective." A performance objective determines what portion of an officer's time should be dedicated to calls for

service, and therefore, how much time is available for other activities such as cultivating positive relationships with the community and engaging in proactive, data-driven policing. To determine the appropriate performance objective for our analysis, we took direction from multiple sources, all of which described a more proactive model, with capacity to engage in preventative policing and community engagement. These sources included the City Council Public Safety Goal which emphasizes a community-based approaches to policing and the prevention of problems (see page 13), stakeholder input which stressed a desire for stronger community-police relationships and a desire for more communication (see page 3), and input from Department leadership and line staff.

Based on these inputs and the many well-recognized benefits associated with this model as described in **Recommendation 3**, we used a performance objective established by the International Association of Police Chiefs which dedicates one-third of an officer's time to citizen-generated calls for service. This is a less reactive model than the current one, in which patrol officers spend about 45% of their time responding to calls for service.

Recommendations

Recommendation 3. Align the Patrol policing model with an increased focus on crime prevention and community policing.

This foundational recommendation entails aligning the Department's policing style to match community desires as reflected in the overarching Department Philosophy and the City Council Public Safety Goal (see text in **Recommendation 1**). This shift would focus the Department on community-based policing and proactive crime prevention.

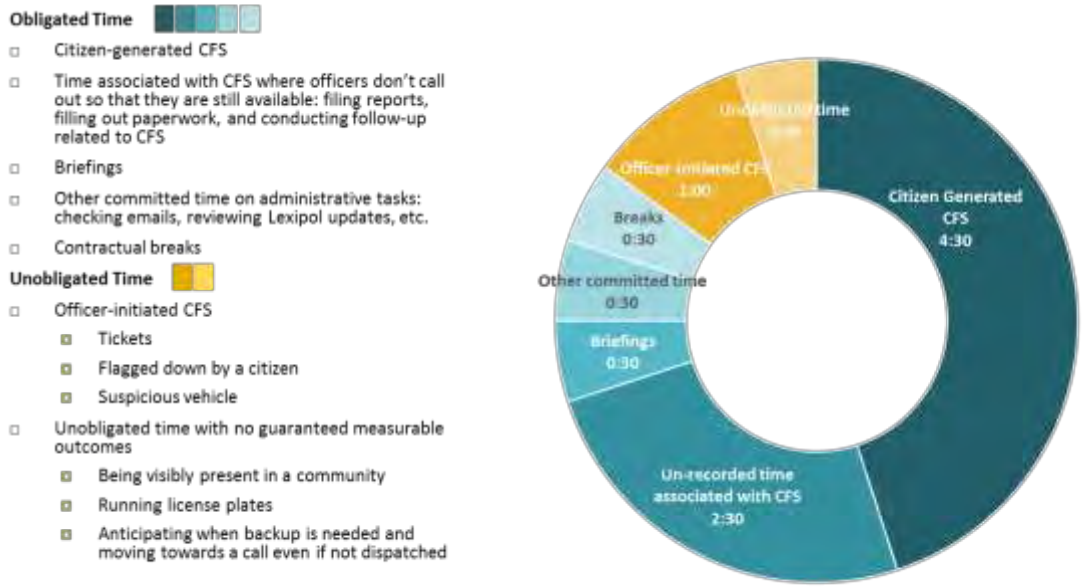
Community policing uses trust-building and collaboration between a city and its police department to effectively address the underlying issues causing crime. This shift to community policing would include building community partnerships and using proactive problem solving to prevent crime. Increased community partnerships can lead to creative problem solving and also serve to bolster community trust in police, which is always important and critical in this time of tense community/police relations elsewhere in the country. Problem solving entails proactively examining identified problems, using the best available data, and developing effective strategies to address them. (COPS, U.S. Department of Justice, 2014)

Recommendation 4. Increase Patrol capacity to create time for preventive, data-driven policing and directed patrol.

A workload-based assessment of the Patrol Division found that additional capacity, equal to 11 additional full-time officers, over current authorized levels (60 officers), would be required to create time for community policing, including community relationship building and proactive crime prevention through directed patrol. The model driving these conclusions is fully explained in **Appendix 4.6**.

Our analysis of the Patrol Unit's typical day found that much of it (~45%) is currently spent being reactive, as shown in **Exhibit 4**. This data analysis was reflected in engagement with patrol officers who described their day as largely running from call to call and handling the paperwork that accompanies those calls. This status quo model, with 45% of time spent on responding to calls for service is substantially more than the 33% recommended by the International Association of Police Chiefs (IACP), one standard that can be used to define a patrol unit's performance objective.

Exhibit 4. Typical Day on Patrol, February 2016



To be effective in community policing, police must have time to have positive interactions, unrelated to criminal activity, with residents on the street. In addition to having time to build positive relationships, the Department must also be able to use data to be proactive in policing. Not just responding to crime reactively, after it occurs, but determining where crimes are occurring and having the time and resources to dedicate officers to those areas. This type of directed patrol, based in sound data analysis, coupled with strong community relationships is demonstrated to lead to systematically reducing recurring crimes, such as motor vehicle prowls or stolen vehicles.

Increasing patrol staffing is only one way to increase capacity and patrol operations could benefit from a lean process improvement exercise, efficient and effective use of new shift schedules, and increased use of non- or limited-commission personnel where appropriate.

a. Seek to add the equivalent of approximately 11 additional patrol officers over current authorized levels (60 officers).

Additional patrol officer capacity is required if the Department wants to become less reactive and create time for community-focused preventive policing. The Department should explore the ways to deploy this additional capacity, including the following three options:

- **Option 1**. Add 11 full-time sworn officers to the Patrol Unit to create increased time for directed patrol initiatives that could focus on crime prevention, relying on increased crime analysis capabilities.
- **Option 2.** Reestablish a free standing proactive unit ("proact unit"), which would require a minimum of five FTEs, including three full-time sworn officers, one full-time sworn supervisor, and a civilian. This option emphasizes crime prevention and decreases the amount of time that Patrol could spend building community relationships and using data to drive directed patrols. If a standalone proactive unit is desired in addition to the extra capacity of patrol to focus on community policing, the number of full-time officers required for the unit would need to be in addition to the 11 full-time officers needed to make time for community policing.

- **Option 3.** A third option is to create a hybrid model and form a small emphasis team of patrol officers to focus on analyzing and organizing directed patrol operations focused on specific current issues or community topics. This special team would deploy officers on special duty assignments as part of their regular shifts, and could be much smaller than a full-fledged proactive unit, leveraging the extra capacity created in the Patrol Unit for directed patrols.

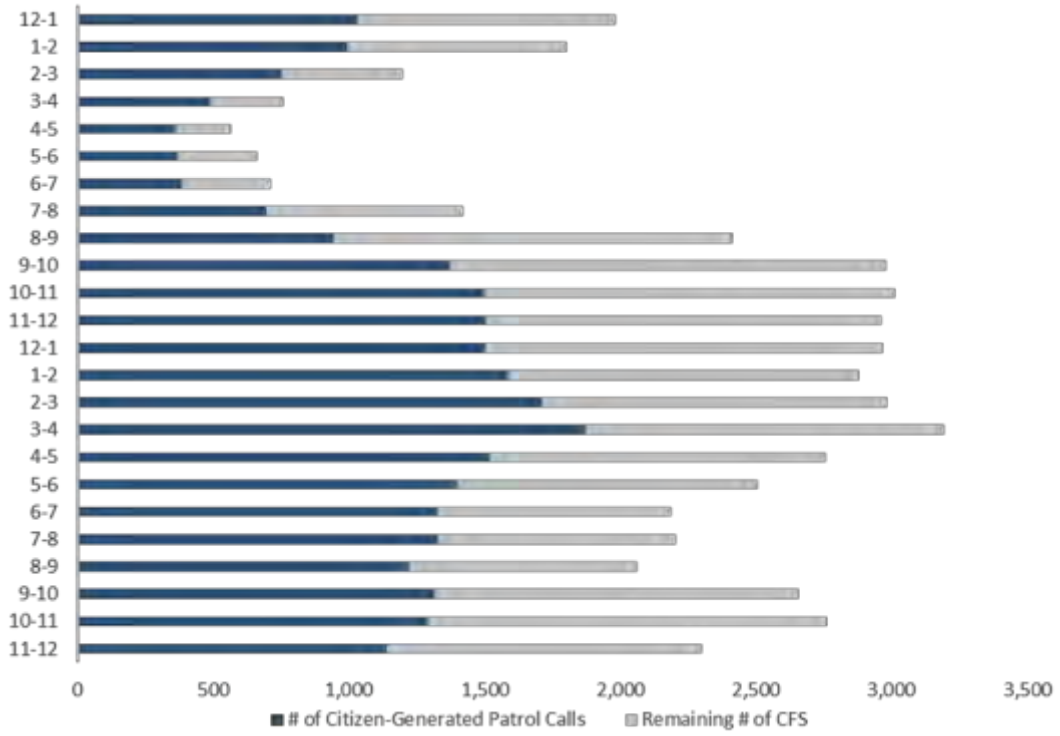
b. Make lean process or technology improvements to reduce officer paperwork, approvals, and internal communications to enhance service and increase time for directed patrol

Similar to the process suggested for Records in **Recommendation 11**, Patrol should undergo a lean process improvement exercise to evaluate inefficiencies in officer paperwork, approvals, and internal communications. Police agencies can often gain efficiencies in these areas through effective lean analysis. By nature, the process would also touch other departmental functions including traffic, investigations, and special teams. The result of implementing this process would be enhanced service and increased time for directed patrol once identified inefficiencies were addressed.

c. Monitor the shift schedule in relation to calls for service to adapt to changes in production.

To efficiently address peak demand times, the shift schedule should be continually evaluated in relation to call volume. This will eliminate staffing inefficiencies and make best use of shift overlap days, times of day for training, directed patrol, and community outreach. **Exhibit 5** demonstrates the call volume for the year (April 1, 2015 to March 31, 2016) and when high volume is generated by residents. In the late spring/early summer of 2016, the Department adjusted their swing shift to start an hour earlier, at 3 pm, to better cover peak demand times during the same hour. This type of examination and adjustment should continue to be made on at least an annual basis.

Exhibit 5: Annual Call-for-service Volume by Time of Day with Shift Overlap (April 1, 2015 – March 31, 2016)



d. Consider the use of non- or limited-commission personnel.

Non- or limited-commission personnel are a less resource intensive way to add capacity for specific roles. Many law enforcement agencies in the Puget Sound employ civilian staff or limited-commission personnel as Community Service Officers or Crime Prevention Officers. Non- or limited-commissioned personnel may also direct traffic, complete paperwork at the crime scene, conduct jail transfers, package evidence, and perform other functions that do not require a commissioned officer. Additional information is provided in **Appendix 4**, under **Section 4.4: Personnel**.

Through a department-wide survey, call types that could be handled by a civilian were identified. The call types with more than 80% agreement are listed in Exhibit 6. Call descriptions are provided by NORCOM.

Exhibit 6: Civilian Opportunity Call Types

NORCOM Call Types	Call Description
Lost Property	Lost property such as wallets, purses, etc.
Civil	Neighbor complaints and other non-criminal calls between two parties
Illegal Dumping	When someone has dumped something in a spot other than where it should have gone
Traffic Abandon	When citizens are reporting vehicles parked in odd/unauthorized places
Animal	Any animal-related call that does not represent an immediate threat to people
Found Property	Found property such as wallets, purses, etc.
Mail Out Report	Very specific crime types with no suspect information such as stolen phones.

Recommendation 5. Implement technologies to alleviate burdens on Patrol and increase capacity for crime prevention and community policing.

a. Begin use of online reporting paired with ongoing evaluation.

Online reporting is easy for the victim, eliminates some duplicate data entry, and can free up officer time to respond to other calls. Personnel across the organization indicated numerous calls for service where the online reporting system "CopLogic" could be used for citizen reports of crime and scheduled patrol responses. The calls with the most opportunity are identified in **Exhibit 7**. While online reporting produces some efficiency, it also lessens contact between officers and the public. Each incremental change from in-person to electronic contact needs to be evaluated as to how it changes the relationship between the Department and the public.

Exhibit 7: Online Reporting Opportunity Call Types

NORCOM Call Types	Call Description
Civil	Used for neighbor complaints and other non-criminal calls between two parties
Lost Property	Used for lost property such as wallets, purses, etc.
Illegal Dumping	Used when someone has dumped something in a spot other than where it should have gone
Motor Vehicle Prowl	Used when a vehicle is broken into and items are taken
Malicious Mischief	Used for events such as graffiti, broken windows, etc. where no burglary/prowling is involved
Traffic Abandon	Used when citizens are reporting vehicles parked in odd/unauthorized places
Noise Complaint	Used when citizens have called in to report noise above a level they deem appropriate
Animal	Used for any animal-related call that does not represent an immediate threat to people
Found Property	For found property such as wallets, purses, etc.

b. Once community use of CopLogic has stabilized, evaluate the impact online reporting of some crime types affects staffing needs.

Recommendation 6. Increase data-informed policing with support from crime analysis.

Crime analysis is a critical function of law enforcement. Effective crime analysis can reduce crime using strategies that direct limited patrol resources efficiently. In addition to providing reports such as weekly crime summaries and year over year comparisons, crime analysis can also be used operationally to identify hot-spots and commonalities in crimes to reveal serial cases. At the command-level crime analysis can be used strategically for long-term planning and to optimize the workforce. (VERA Institute of Justice, 2014)

a. Add capacity in the form of an additional Crime Analyst.

The Investigations Lieutenant monitors and prioritizes crime analysis requests, but despite a managed workload, current capacity of the crime analysis unit is low due to frequent unplanned data requests and urgent crimes requiring large analytic lifts. The insufficient resources in the unit lead to long wait times for anything other than urgent requests. Up-to-date and geographically specific crime information will be needed to support the shift to more proactive patrol approaches and community-oriented problem-solving strategies. Additional capacity, in the form of a second crime analyst, should be added to absorb current workload and add capacity for urgent requests. This new capacity will free up existing resources to use data proactively, for both operations and strategy.

b. Use local resources that can help support crime analysts in small departments.

Many smaller departments have constrained crime analysis resources and there are organizations that offer support. The Bureau of Justice Assistance (BJA), one of the Office of Justice Programs run

by the U.S. Department of Justice, funds training and technical assistance directly to local agencies to enhance crime analysis capability. The "Crime Analysis on Demand" training and technical assistance connects departments to products and services that address analytical gaps. The BJA also offer symposiums and workshops to help increase and build analytical capacity. In addition to these resources, there is also a local peer working group for the Northwest that KPD should join. Working regionally and sharing information can help identify larger trends that span jurisdictional borders and address regional issues. Aside from the BJA, resources can be found through the Washington Association of Police Chiefs (WASPC) and the King County Chiefs.

c. Provide internships to local university students such as students or graduates of the Seattle University crime analysis certificate program.

The Criminal Justice programs have many students that are eager to gain experience and have the benefit of bringing new tactics and knowledge that could help create efficiencies in crime analysis within the department.

Recommendation 7. Shift KPD's command structure to better align with new shift schedule and strengthened focus on crime prevention and community engagement.

KPD's current command structure is reasonable, with appropriate span of command. However, with the addition of a third patrol shift and changes in peer department command structures, KPD should consider adjusting its command structure to better align with new the new shift schedule and provide parity with neighboring agencies.

a. Align command structure with new 10-hour shifts to ensure appropriate span of control.

Reorganize the existing lieutenant structure or create a third lieutenant position so that each 10-hour shift has a lieutenant.

b. Clarify the line of command in the Chief's absence and consider alternative command titles, such as Deputy Chief to better align with peer agencies organizational structures.

The current command structure and titles serve to channel communication through the Police Chief. In the Chief's absence, it is unclear who neighboring agencies and others should contact. Further, the current Captain rank is not parallel with Deputy Chiefs in neighboring jurisdictions, meaning that external communications that would preferably be directed to the next tier in the command structure is more likely to be directed back to the Police Chief. This creates inefficiencies and overburdens the Chief with tasks and communications that are in the Captains' purview.

c. Consider the merits of a permanent non-commissioned administrative manager position that can work closely with commissioned personnel while increasing the Department's expertise and oversight capacity in administration.

This additional consistent and highly trained administrative command and management capacity with skills related to budget, technology, records and other non-patrol functions is warranted given the increasing demands on crime analysis and technology reflected in many of the recommendations in this section.

Recommendation 8. Continue to monitor workload of Investigations and other units with shift to new policing model

The current staffing in Investigations is reasonable. However, making the best use of the detectives' skills requires thought about support services - e.g. is there adequate crime analyst and clerical support, are the detectives getting adequate training and mentoring etc. With additional demands on Patrol related to preventive policing, the current level of felony-case investigation could change and increase demand for additional investigative support or additional detectives. Investigative workloads are directly tied to which cases are filed and prosecuted.

a. Communicate regularly with the City prosecutors and City policy makers to maintain a shared understanding of the prosecution priorities and filing standards for the City.

City policy makers and the City Attorney's office set misdemeanor filing standards and priorities for the community. These filing standards and enforcement priorities affect police department deployment and resource utilization. KPD should regularly provide policy makers with current data to help inform these decisions.

The City may adjust its prioritization of civility or low level property crimes, or choose to implement deferral programs. Any policy direction of enforcement priorities will have an impact on deployment and support resource levels. For example, some cities choose not to prosecute or have a very high threshold for certain types of crimes such as car prowls, prostitution, or civility-related crimes. Cities with a high threshold have determined that they will not file a case unless the suspect has a specified number of previous arrests or convictions. This filing standard reduces the workload of investigations, by removing the need to file the case for use in a criminal proceeding. Alternatively, having a lower threshold for certain types of crimes would require additional police resources for those cases in order to investigate the crimes and prepare the file to the level required to prosecute the crime.

Recommendation 9. Assess community traffic enforcement priorities.

More community discussion is needed to evaluate and update how the Department approaches traffic. Carefully focused traffic enforcement (ticketing) can address community safety concerns but does little to address *congestion*, which may in fact be the primary concern of the community.

Currently, KPD's Traffic Unit is primarily focused on accident investigations and not ticketing. Using a simple workload-based assessment of the Traffic Unit, there appears to be adequate staffing for the current role and workload, with some additional capacity that could be allocated to other units where needed.

a. Engage community members to better understand their traffic-related concerns.

b. Based on this understanding, set appropriate objectives and staffing. Consider how the Traffic Unit and other resources are best used to address traffic issues relative to other community priorities.

- What is the appropriate traffic enforcement role for patrol officers?
- What is the capacity of the Traffic Unit to do tasks other than accident investigations?

c. Determine the importance of addressing school zone speeding relative to other potential uses of department resources.

Stakeholder and staff input did not describe speeding in school zones as a top priority in discussions with the consultant team. To better understand the relative priority of school zone speeding, the Department should work with the School District to gather data on how much speeding currently

occurs in the school zones, especially when children are present. This information should then be used to make an informed policy decision in collaboration with the City Council. In the end, the City must weigh this use of resources with others based on community priorities.

If reducing speeds in school zones is determined to be a priority issue, cameras can be an aid to calming traffic with a relatively less intensive use of officer resources. While each ticket generated by the camera system must have video footage reviewed by a commissioned officer before a ticket can be issued this takes less time than assigning an officer to this location during school hours.

Residents are often skeptical of camera-generated tickets, believing they are primarily a revenue source and not a meaningful safety tool. Evidence describing the magnitude of the safety issue gathered in collaboration with the school district should be used to communicate the public safety intent behind use of the cameras. Subsequent reduction in speeding should also be communicated to demonstrate success of the effort and the enhanced safety secured for school children.

Recommendation 10. Reevaluate staffing needs regularly to adapt to City development and population growth, with a focus now on current redevelopment occurring in Kirkland Urban and Totem Lake.

By the year 2035, the City of Kirkland is anticipated to grow its population by 13% to 99,632 residents. If call volume continues its current relationship with population, the Department can expect a 14% increase in patrol officer need over current recommended capacity in **Recommendation 4a**, requiring 81 officers by 2035. This is only one measure of future demand, and a variance analysis anticipating a 5 or 10% increase over current 2035 estimates could increase the officers needed to respond to demand up to 90 officers.

Changes in policing and new commercial development (such as the Village at Totem Lake and Kirkland Urban) and greater residential density may change demand and should be monitored. To better understand the potential impact of current redevelopment in Kirkland Urban and the Totem Lake, the Department's crime analyst should anticipate crime and appropriate service response by assessing the experiences of neighboring communities. Analysts from Bellevue, Bothell, Redmond, and Woodinville would be able to share changes in crime stats related to developments of comparable size, density, volume of public transit, and other factors.

2.3 Records Unit

The Records Unit is a core operation of the Department that requires special attention due to the current backlog and its effect on other functions. The workload of the Records Unit is impacted by its large volume of work in archiving and in Public Disclosure Requests (and associated redactions). This workload is currently challenging Records to be able to support the Department as well as desired.

Public Disclosure Requests. Public records requests for law enforcement records are often more complicated because of conflicting statutes and rapidly evolving case law. The number of Kirkland's requests increased approximately 36% from 2013 to 2015 (based on WEBQA). In addition to the increased number, each request can include a number of reports to generate (as many as 200) and time-consuming redactions.

Year	Number of Requests
2013	1,918
2014	2,504
2015	2,609

Archive Backlog. There is a large backlog of records that need to be archived and also records that have been kept past their retention date. Keeping records past their required retention makes them subject to public disclosure and complicates the search process when responding to public records requests.

Succession Planning. Turnover is anticipated in the Records Unit, with the supervisor and PDR specialist both expected to retire in the next year.

Recommendations

Recommendation 11. Take a phased approach to strengthening the Records function, seeking efficiencies before adding capacity.

With some effort, efficiencies may be gained that will offset the need for additional capacity in the Records function. Note that the recommended new Administrative Manager described in **Recommendation 7** will add management capacity and oversight to this function.

a. Seek to address workload issues through increasing operational efficiencies.

- ***Fund a special duty assignment or temporary position to clean up the archive backlog.***
- ***Increase presence of City's Public Disclosure Analyst.*** Many of the Department's public disclosure requests require specialized review from the City's Public Disclosure Analyst. The Department would benefit from additional regularly scheduled time dedicated to KPD.
- ***Monitor the impact of CopLogic on the record unit workload.*** New online reporting through CopLogic, which is currently being tested, could lead to more crimes being reported, and therefore a higher workload for Records.
- ***Conduct a lean analysis of Records, archiving, evidence and others to identify opportunities to create more efficient processes.***
- ***If necessary, do a detailed workload analysis*** coinciding with the lean process.

b. Add staffing if the above efficiencies do not alleviate concerns.

c. Create a staff succession plan to account for known retirements.

2.4 Corrections Unit

Kirkland Police Department's Corrections Unit experienced significant changes with their inmate population, facility design, operations and staff levels over the last two years as seen in **Exhibit 8**. While their increased staffing levels and deployment schedules may be adequate for day to day maintenance of normal operations, it does not support the development of systems and programs necessary to comply with best practices, national standards and mitigate risk associated with the operations of a municipal correctional facility. The bed capacity increased from a 12 bed Holding Facility to a 62 bed Correctional Facility; the average daily population increased from 11 male inmates to 40 male and female inmates; the average length of stay of inmates increased from 2 to 11 days. These changes collectively have had a tremendous impact on staffing levels, training needs, available resources and the achievement of desired goals.

Exhibit 8: Change in the Operations, Responsibility, and Liability of KPD Corrections

	Prior to 2014	Post-2014
Bed Capacity	12	62
Average Daily Population	11	40
Length of Stay (days)	2	11
Defined as	Holding Facility (<30 days)	Correctional Facility (< 365 days)

In spite of these critical changes in the scope of responsibility, the KPD Corrections Unit developed and implemented a two-week orientation and training of all staff to prepare for the transition to the new facility; adopted the Lexipol policy manual management system which provides content and a consistent format of all policies; successfully contracted with South Correctional Entity Regional Jail (SCORE) for Special Needs Inmates including high risk inmates with medical, mental health, assaultive and behavioral issues; and provided all staff with new state of the art equipment and uniforms. These achievements are noteworthy and demonstrate the intent of the Kirkland Police Department and Corrections Unit Administration to establish and support sound correctional practices.

The findings from the initial assessment of current jail operations indicate that overall the jail may not be managed in the most efficient and effective manner. Discussions with line staff, supervisors and administration revealed the desire and need to establish management systems; operating and supporting processes for sound decision making; data collection and analysis; process, outcome and key performance measures; vertical and horizontal communications strategies; employee performance measures; comprehensive policies and procedures; best practices inmate programs; and population management initiatives.

The below stated **Goals** were voiced indirectly by line and supervisory staff, city, police and corrections administrators as critically important. In order to accomplish these goals over the next two to three years, various strategies, processes and initiatives are recommended. These include audits, assessments, reviews, research, policy and procedure development and most importantly, development and implementation of management systems. All strategies, processes and initiatives should be plotted out in an Action Plan format in order to prioritize, assign responsibility, designate resources and establish a time line. Support from the City and KPD administration is critical to the successful implementation of these initiatives. By providing the necessary resources to seek technical assistance grants where available;

backfilling skilled staff to accomplish specific tasks; or contract when necessary -- these goals can be met within the next two to three years.

Corrections Goals

1. Safe, Secure and Sanitary Facility
2. Standards Driven Operations
3. Research Based/Data Driven Management Information System
4. Efficient and Effective Staff
5. Evidence Based Inmate Population Management Plan
6. Open, Transparent, Relative and Frequent Communications

Needed Systems Development

To attain these Goals, various management **systems** should be developed that will provide a solid foundation for jail operations and programs.

- Validated and Objective Inmate Classification System
- Comprehensive Management Information System
- Policies and Procedures compliant with American Corrections Association (ACA) Core Jail Standards
- Staffing Plan
- Training Plan
- Communications Plan

Recommendations

Recommendation 12. Articulate a clear and compelling direction for KPD Corrections Unit

As articulated by staff, the **Mission** of KPD's Corrections Unit is to protect the public by holding inmates accountable and providing opportunities for positive change. The **Vision** for the Unit is that inmates who are detained at KPD Jail go on to lead productive and crime free lives. In order to accomplish this Mission and establish a plan to realize the Vision of the KPD Corrections Unit, KPD and City Officials must be crystal clear on prioritizing their goals and provide the necessary resources and funding.

KPD is more than just a police department. KPD has an opportunity to improve public safety, change behavior and positively impact offenders' lives. A work environment can be created so staff can see the importance of their work and connect their daily work assignments to the Mission, Vision and Goals of the Agency. Further, that the establishment of a Corrections Unit Work Plan in collaboration with KPD and City Administration will ensure collaboration and communication while the Unit moves from a baseline of supervising inmates to a safe, secure and effective corrections operation supported by evidence based practices.

The Development of a Work Plan is the most pressing and critical initiative to organize and prioritize strategies and activities, designate responsibility, identify funding and resources, assign tasks, establish timelines, monitor and evaluate progress and readjust as needed. The above listed **systems** in need of development will become the basis for reaching the goals indicated above which ultimately support the Mission and Vision. These strategies and systems and can be attained by the development of a supported Strategic Plan.

a. Engage Corrections staff to establish a compelling Purpose Statement and Guiding Principles for Corrections.

b. Establish an action plan to guide systems development and the continued maturation of the Corrections Unit.

Recommendation 13. Establish a validated and objective inmate classification system.

Implementation of an **Objective Inmate Classification System** is recommended as the first and most important initiative as it provides the foundation to all operations. To operate safe, secure, and productive correctional operations, we must know what the inmate population is really comprised of as related to risk to the public, risk to other inmates and staff, and risk to themselves. Inmate needs are also important in terms of establishing relevant medical and mental health services; educational, vocational and reentry programs; drug and alcohol treatment services; and cognitive and/or behavioral treatment programs.

An Objective Inmate Classification System that is normed to the local jurisdiction reflects true risk; is reliable; non-discriminatory; efficient and easy to understand for staff and inmates alike. It ensures appropriate housing and program assignments; identifies least restrictive housing based on inmate's risk; involves prisoners in the process; and establishes a clear definition of operational goals and objectives. Advantages also include improved safety and security; reduced escapes, suicides, and assaults; supports cost savings; ensures consistent decision making; provides a structure for fair and equitable processing and programming of inmates; effectively and cost efficiently deploys personnel; identifies eligibility of low risk population for least restrictive, correctional options programs; and improves overall safety for staff and inmates.

Technical Assistance Grants are available through the National Institute of Corrections to conduct a Classification Review. Reportedly, there are still funds available for Inmate Classification, however all other travel and training technical assistance grants are frozen until January 2017. A National Institute of Corrections (NIC) Classification Review may be sufficient to determine if the risk instruments and scoring weights are normed for the KPD inmate population, however a complete Validation study may be in order.

a. Request Review and/or Validation Study of current Classification Process (NIC).

Recommendation 14. Ensure a safe, secure, and sanitary facility.

A Safe, Secure, and Sanitary Facility can be attained by initiating a Security Audit or Jail Vulnerability Assessment. This process can provide the roadmap to facility and security practices that may compromise inmate and staff safety. Existing policies, procedures and post orders will be reviewed and recommendations made. Often times, these recommendations result in reducing duplication, simplifying procedures, and identifying critical differences in duties related to various posts or types of inmates being managed. The National Institute of Corrections or our Washington State Sheriffs and Police Chiefs Association (WASPC) may provide the resources necessary.

A security audit is a "process of evaluation and analysis of security systems, policy, procedures, standards, and practice combined for a safe and secure environment." Its goal is to identify and correct security deficiencies. The three components of this process are to: 1. Determine if the physical plant supports the mission, vision, goals and objective; 2. Establish outcome and key performance measures as related to programs and services; and 3. Determine the performance levels and effectiveness of the staff. For example, a good staff can often manage safely and effectively even if a jail has a poorly designed physical plant. Similarly, a facility that ensures that inmates are continually involved in productive programs, can offset design flaws.

a. Conduct a security audit or jail vulnerability assessment (NIC, WASPC)).

b. Develop Emergency/Critical Incident Response Plan

c. Develop, fund and implement Equipment Repair and Replacement Plan

d. Develop and implement random and unannounced Safety, Security and Sanitation Inspections conducted by Administration

Recommendation 15. Implement standards-driven operations.

To ensure all KPD Corrections Unit operations are supported by nationally recognized correction's standards as well as standing court decisions, all existing and future policies, procedures and post orders must be reviewed for compliance. Successful litigation and court decisions are sometimes seen as a moving target so policy makers should stay current on legal issues through publications and training offered by national organizations such as the American Corrections Association (ACA), American Jail Association (AJA), National Prison Rape Elimination Act (PREA) Resource Center, National Institute of Corrections (NIC), and National Sheriff's Association (NSA). The most litigated corrections issues continue to be isolation/in cell times, mail, visiting, program opportunity, PREA compliance, and LGBTQI (Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex) parity issues.

a. Compare existing policies, procedure, post orders and practices with National and State Standards – identify gaps.

b. Attend Legal Issues for Jails Training (AJA).

c. Review current litigation and court decisions regarding Administrative Segregation, Discipline Lockdown, Protective Custody housing (AJA Legal Issues).

d. Review NIC Policy, Review and Development Guide LGBTQI in Custodial Settings (NIC Library).

e. Develop and Implement an Inmate Discipline, Grievance and Appeal Process that will comply with recent court decisions (NIC).

f. Request initial PREA Pre-Audit Review to determine steps to PREA Certification.

g. Develop and implement scheduled operational reviews.

Recommendation 16. Establish a research-based/data-driven inmate management information system.

KPD does not currently have a **Comprehensive Inmate Management Information System** or data collection and reporting strategy which could positively impact decisions of managing day to day jail operations and support research based planning for the future. In order to enhance the current jail information system, initial research utilizing jail information experts such as Looking Glass Analytics or King County Jail information staff to provide training and examples of the benefits of accurate and timely information would be a good starting point. A request should be made to Tyler Technologies/New World Information System to determine the capacity of their enhanced Odyssey Product Suite specifically the Integrated Jail Management System. A comparison of what their software is capable of providing (data, reports, formats, frequency, interpretation, analysis services) along with associated costs of other models could be used to determine the most cost effective means to implement a solid corrections Management Information System. In addition, corrections officers are currently performing clerical records work and being paid an officer's wage for this work. The best use of resources would move this work from corrections officers to records clerks.

a. Explore utilizing computer and electronic technology for efficiency, accuracy, and cost containment.

b. Review "How to Collect and Analyze Data: A Manual for Sheriffs and Jail Administrators" (NIC).

c. Identify key data elements for decision making.

d. Obtain a list of available information data bytes from Tyler Technologies/New World Jail Information System.

e. Consult with Looking Glass Analytics to provide demonstration of service.

f. Consult with King County Detention research and information staff for examples of their data and reports.

g. Collaborate with NORCOM and Tyler Technologies/New World JIS to develop daily, monthly and annual inmate data reports.

h. Assign staff resources to ensure timely, accurate, relative reports generated.

i. Move warrants and records clerical responsibilities from corrections officers to records clerks.

Recommendation 17. Employ efficient and effective staff.

To reach the aspiration of ensuring that KPD Corrections has the most **Efficient and Effective Staff** several strategies must occur. The KPD Corrections Unit has developed and implemented a staffing schedule for current operations. However, once a Validated Classification System and Management Information System are implemented the current schedule and deployment of staff should be analyzed using the National Institute of Corrections' Model. Staff costs can make up 70-80 percent of the annual budget so attention to managing, deploying and allocating staff is critical to controlling costs and effective management of a jail. The National Institute of Corrections (NIC) Staffing Analysis Workbook for Jails provides a model to help improve jail operations by improving jail staffing practices. It is helpful to "review and evaluate an existing staffing plan in response to changes at the facility or in policy." Technical Assistance Grants may be available in January, 2017 from NIC to assist with this process.

Similarly, the creation of a comprehensive **Staff Training Plan** that supports the onboarding of new staff as well as in-service annual training for all staff is an important component to developing the skills required for an effective staff. A Training Plan should be clear, concise, realistic, and measurable. A comprehensive Staff Training Plan will: identify goals of the agency; assess the training needs of the current staff; establish training objectives for newly hired staff as well as current staff; identify funding and training resources (including subject matter experts and on-line training resources); solicit feedback; evaluate and revise as necessary.

a. Conduct Staffing Analysis (NIC model).

b. Develop a training plan.

c. Review recruiting, background, hiring and retention processes.

Recommendation 18. Develop an evidence-based inmate population management plan.

An **Evidence Based Inmate Population Plan** begins with establishing the goals and purpose of in custody inmate programs based on the Vision, Mission and Values of the Agency. Components of an Inmate Population Plan include: A Housing Plan that ensures inmates will be housed in a safe and secure environment; development of in custody programs based on the needs of the population, available

resources, and solid evidence based practices; establishment of correctional options programs based on the inmate's risk to reoffend. All correctional options programs must be developed in collaboration with the law and justice stakeholders to ensure success.

a. ***Develop a housing plan with housing assignments based on inmate risk, needs and facility resources.***

b. ***Initiate an inmate behavior management program (NIC – train the trainer funding request).***

c. ***Recruit and train volunteers to oversee inmate programs.***

d. ***Review agencies with similar size and operational scope re: budget, resources, content, frequency, success measures, schedules and implementation of successful inmate programs.***

e. ***Develop and implement selected in-custody inmate programs.***

f. ***Establish a Correctional Options Advisory Board comprised of stakeholders (see Law and Justice Council statutory membership for examples).***

g. ***Develop correctional options programs to ensure least restrictive alternative without compromising safety.***

h. ***Identify bed capacity and housing of current population.***

Recommendation 19. Communicate in an open, transparent, and frequent manner.

A Communications Plan for the Corrections Unit can be developed that will ensure **Open, Transparent, Relevant, and Frequent Communications.** The development of this plan can begin with a simple needs assessment or survey of corrections stakeholders including city and police administration, law and justice partners, volunteers and community partners, police and corrections staff. The survey should solicit what information they require or are interested in receiving. Frequency, format and recipients of the information should be identified and mapped out in the plan to determine daily, monthly, annual or as requested reports on corrections related data and general information.

a. ***Engage stakeholders to determine what Corrections-related information they would like to receive, how often, and in what format.***

   Stakeholders should represent City functions (Council, City Manager, budget, human relations) and Police functions (Police Chief, Patrol, administration, corrections union officers, Corrections Unit line staff, supervisory and civilian staff), and related stakeholders (courts, prosecutor, public defender, clerk, court security).

b. ***Identify agenda items, frequency, participants for regularly scheduled meetings.***

c. ***Identify content, frequency, audience, contributors, author, and support staff for written communication and report.***

Recommendation 20. When developmental improvements are complete, evaluate options for contracting out excess capacity.

When current population is safely and appropriately housed with low risk offenders transitioned to non-bed correctional options programs, the resulting vacant bed capacity may be utilized to generate revenue by contracting with other local agencies. This option should only be explored once Corrections has

completed the above recommendations related needed to strengthen its core functions and serve as a fully-functional Correctional Facility.

a. Conduct a cost benefit analysis for contracting out vacant bed capacity to other agencies.

b. Review with assigned Civil Prosecutor any contractual or potential liability concerns.

c. Develop a timeline for implementation of contracts.

2.5 Community Relationships

As described in **Section 1.2**, the Kirkland community appreciates its relationship with its police department and would like: more engagement and more non-enforcement interactions. The proposed model shift introduced in **Recommendation 3** increases capacity for crime prevention and community policing, creating additional ability to engage community members in non-enforcement interactions. This investment seeks to preserve the goodwill that currently exists between community and department, and will also pay dividends in building effective crime prevention and crime response as described below.

Recommendations

Recommendation 21. Increase the frequency and depth of non-enforcement interactions with community members, building a stronger partnership with the community.

Dedicated effort will be necessary to maintain/improve positive relations with specific populations. In general, as the Eastside continues to diversify, the Department will benefit from more community engagement, greater diversity of its workforce, greater language abilities, and greater cultural competency.

a. Build organizational capacity to develop community relationships, including training for all officers on community policing techniques.

The Department may want to form community advisory groups representing interests whose perspective and input to the Department could enhance department operations. Typically, such advisory groups are assembled in collaboration with already identified leaders among the members of the groups. The groups may represent various interests: neighborhoods, social services, businesses, religious denominations, racial or ethnic groups, sexual identity groups, or ad hoc groups arising from topical issues of interest to the community and department.

Because studies demonstrate close police-community relationships are often the reason crimes are solved, the Department will want to have established trusting relationships with whatever individuals and groups might be of help in solving or preventing crimes. These relationships can be slow to develop, must be nurtured over time, and are fragile. Reaching out to these individuals and groups can be done in several ways: visits by department employees, invitations to attend informational meetings facilitated by department employees, and use of various electronic media.

Note that some dedicated community engagement functions can be fulfilled by limited commission personnel, training in effective community policing will be critical for all officers.

b. Increase the Department's overall cultural competency:

Trust and intimate relationships between police and diverse communities and individuals may take time. Relationship building cannot be rushed. The Department should acknowledge that this will be a

process, there is no inoculation that can make everything better with one shot. The Chief may want to be the face of the Department in reaching out to these diverse communities and individuals as her demonstrated interest will be appreciated and valued.

Other potential strategies include:

- The Department may want to use its present training cadre to develop a resource list of readings, websites, presentations, and other available learning resources to be used by department employees to gain knowledge about current events, history, and issues.
- The Department training cadre may want to arrange a speaker's forum where members of the community are invited to interact with department employees on topical issues of race and ethnicity- or similarly sensitive matters.
- Create a welcoming environment by hosting social events at police facilities where diverse community members can interact with department employees in a loosely structured way, perhaps over ethnic meals subsidized by local businesses.

Recommendation 22. Increase electronic public access to departmental information.

a. Make improvements to the Department website.

Provide content on the website that adds value to the public's interaction with the Department and continue to update it regularly. Most law enforcement job applicants find information about Police Departments via the internet, and specifically on the Department's website. KPD's website is not especially visually appealing, interactive, or updated regularly. Adding visual appeal and more information to the website could assist with both recruitment and community outreach.

Include information relative to the Corrections Unit operations that would inform the public and law and justice stakeholders such as summary inmate data (ADP, ALOS, percent pre-trial status, percent of sentenced, racial breakdown, number and percent of male and female population); specific inmate information for public viewing by inmate families, friends, victims (who is in custody, status, court dates, booking and release dates. All of this is public information.

b. Improve use of social media.

KPD should expand its use of popular social media platforms, to continue its positive image and good relationship with the community. Continued proactive use of the Department's Twitter account and possession of the existing Kirkland Police Department Facebook account, as well as new Instagram or Snapchat accounts could provide an opportunity for the Department to promote the good work it does in the community.

Importantly, the Department should strive to create opportunities for social media *interactions* (two-way communication) with the community.

The State of Washington, King County, and the Kirkland City Council have social media guidelines and/or policies that the Kirkland Police Department can leverage.

2.6 Performance Measurement

Performance measurement is critical to an organization. Performance measures inform a department's policing priorities and form the standards that a department delivers against. They are also complex, easy to get wrong, and can demand disproportionate resources to implement. Many common measures are

flawed or insufficient, and many departments remain focused on outdated indicators. Like other police departments, Kirkland emphasizes indicators such as enforcement productivity (e.g. arrests, tickets), response times, and clearance rates. Though productivity and response times show effort, they don't reveal if the department or individual police officers are engaging in smart policing or if they are positively impacting the community. The Department should be moving toward a "balanced scorecard" approach for law enforcement, initially proposed by Kaplan and Norton in 1996. By broadening the focus of the police mission, Mark Moore suggests in *Recognizing Value in Policing* the focus should be framed around the following dimensions.

1. Reducing criminal victimization
2. Calling offenders to account
3. Reducing fear and enhancing personal security, guaranteeing safety in public spaces
4. Using financial resources fairly, efficiently, and effectively
5. Using force and authority fairly, efficiently, and effectively to achieve legitimacy with those policed

The Northern Ireland Policing Board is one example of using a balanced scorecard approach to measuring law enforcement performance, with a focus on service excellence, serious harm, and local policing. Their annual report contains a scorecard that indicates police performance on measures outlined under each identified goal. They follow strict protocols on how and when each metric is recorded. An example of this scorecard is shown in **Exhibit 9**. The Policing Board that oversees this process also conducts a survey of the community twice annually, in addition to surveys sent specifically to victims of crime in the past year. These surveys are used to determine the community's satisfaction with police response times, treatment, and follow-up. (RAND , 2012)

Exhibit 9. **An Example from Northern Ireland's Annual Report Scorecard**

Target	Performance	Target Achieved
1.1.1. To achieve a victim satisfaction rate of 75% for 2005–2006	PSNI/Northern Ireland Policing Board Victims Survey, quarters 1–3, 2005/2006: 80%	Achieved
1.2.1. To increase the percentage of people who think that the police do a good job by 5 percentage points	Omnibus survey: April 2005: 63% September 2005: 60% Average: 62%	Partially achieved
1.3.1. To increase the percentage of people who think that the police treat everyone equally by 5 percentage points	Omnibus survey: April 2005: 66% September 2005: 64%	Not achieved
1.4.1. To work toward establishing a baseline for measuring police response times to emergency calls, reporting to the Northern Ireland Policing Board quarterly	Within 5 minutes: 34.9% 5–9 minutes: 26.9% 10–14 minutes: 15.2% 15–19 minutes: 7.8% 20–24 minutes: 4.5% 25–29 minutes: 2.9% 30+ minutes: 7.9%	Achieved

Source: (RAND , 2012)

Recommendations

Recommendation 23. Measure organizational success based on indicators the community cares about. Organizational performance measures should drive individual performance measures.

a. Conduct annual Community Satisfaction Surveys in addition to the bi-annual city-wide Citizen Satisfaction Survey.

Use Community Satisfaction Surveys to create indicators based in community desires, such as citizen willingness to report crime, citizen fearfulness, and citizens' perceived crime and disorder issues. Indicators should be chosen carefully, thinking about the ripple effects through the Department and any perverse incentives they could create. For example, if officers are given targets for traffic tickets, they may devote free time and resources to meeting that target, instead of addressing other emerging crimes or being visible in the community. The Community Surveys create an important feedback loop, informing priorities of Kirkland citizens and measuring departmental performance.

Questions for residents that can help lead to meaningful indicators include:

1. What do you think the current priorities are of the Kirkland Police Department?
2. What do you think the current priorities of the Department should be?
3. Have you had an encounter with the police? If yes, was the Department empathetic? If yes, was your issue resolved satisfactorily?
4. Do you feel informed about crime trends and safety issues in your community?
5. Have you accessed the KPD website? If so, did it answer your questions or provide the information requested?

b. Create quality metrics to accompany department-wide quantity metrics.

Quantity metrics are the most familiar and easiest to identify and measure, but quantity measures for the Department should be accompanied by quality metrics. Those quality metrics should be rooted in the Organization's Mission, Vision, and Values (see **Section 2.1**) and, based on the type of work, measure dimensions such as: significance, professionalism, accuracy, timeliness, cost-efficiency, or client satisfaction.

c. Use performance measurement as a means to drive improvement and shape organizational culture.

Performance measurement shouldn't be a single point in time measure of department success. It should be rooted in the larger organizational culture. Moving toward this model will require investment and support of those in every position - from those in leadership positions to officers and civilian personnel. Making results of performance measures broadly available, both internally and externally, can encourage this continuous support of the program.

Recommendation 24. Consider the development of Neighborhood Policing Plans with neighborhood - specific goals and measures.

Neighborhood Policing Plans allow departments to engage with neighborhoods and define performance measures specific to those communities. The process builds trust and partnerships to fight crime collaboratively and produce public safety collectively. Another benefit of neighborhood-specific goals and measures are that they allow the Department to have varied metrics across neighborhoods based on their

specific public safety needs. The Seattle Police Department's "micro community policing plans" provide a local example, though Kirkland may approach this work at a less "micro" level, engaging fewer, larger neighborhoods.

3. ADAPTING TO A CHANGING ENVIRONMENT

3.1 Management of Data and Technology

Technology plays an increasingly important role in the daily work of law enforcement officers in the field, equipping them with enforcement and investigative tools that have the potential to make them safer, better informed, and more effective and efficient.

The City of Kirkland has a centralized IT Department that provides services to the Police Department. The IT Director has a well-developed understanding of the unique issues related to criminal justice information management. The new Justice Center facility was built with future technology in mind. The Police Department is in a good position to move forward with new technology, and the officers have indicated a desire to embrace new technologies to create efficiencies and enhance their service.

Important considerations:

- For all technology improvements or enhancements, the Department needs to consider the impacts on the records unit as well as privacy concerns of the public.
- Many of the current KPD officers and the upcoming generation of potential recruits have high technology expectations. Keeping current and progressive with technology tools may draw in new employees, as well as retain current employees.
- There are some tools that often grab attention but may not offer value to KPD at this time. These tools include facial recognition software (other than used with booking photos), gunshot detection systems, or drones.

Recommendations

The Department should be progressive, but not overly aggressive with regard to technology. It should find ways to engage staff, community members, and community partners in new and emerging technologies. Technology leadership will uphold the expectations of a tech-savvy community and aid in staff retention and recruitment.

Recommendation 25. Increase the Department's ability to manage technology in a strategic manner.

a. Establish a "Technology Champion" role.

To increase capacity for addressing technology in a thoughtful and well-managed way, the Department should create dedicated capacity and consistent support for IT. This internal "Technology Champion" may be a full-time position, or dedicated capacity within an existing FTE. This individual should be tasked with:

- Maintaining currency with technology advances in public safety.
- Collaborating directly with the City's IT Director, serving as a consistent liaison between the Department and the City.
- Monitoring current tools and evaluating future tools to avoid gathering disparate technology systems that cannot communicate with one another.

- Reviewing technical and budgetary impacts of new technology, using the International Association of Chiefs of Police (IACP) Technology Policy Framework and City policymakers to discuss the appropriate use and management of the tools.

b. Engage local technology firms and community members as technology partners.

Many technology companies enthusiastically partner with law enforcement agencies as a development opportunity for their own employees as well as a public service. Several sophisticated technology companies have offices in Kirkland: Google, Microsoft, INRIX, Acumatica all have large offices in the City and could be valued partners in learning about technology tools, sharing resources and enhancing KPD's technology toolkit. Tableau trains police departments how to enhance visualization of their crime data for internal use in streamlining police processes in crime mapping and other crime analysis, and for external use, as a way to share data with the public.

In addition, the public meeting room space in the Justice Center can be used to host technology demonstrations, hackathons, or other technology events sponsored by KPD and involving community partners.

3.2 Emerging Data Analysis Tools and Other Technologies

Contemporary policing is being affected by rapidly emerging new technologies. KPD's current and potential use of some existing tools is explored in **Section 3.1**, while this section focuses on emergent technologies. Technology is becoming an increasingly important means by which law enforcement agencies accomplish their missions and meet the evolving expectations of their communities:

> Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy.
>
> *President's Task Force on 21st Century Policing. 2015. Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services.*

Recommendations

The recommendations that follow are listed in sequential order reflecting the relative immediacy of uptake suggested by the consultant team. This reflects the relative maturity of the technologies in question and the relative benefits they can provide KPD. Note that speeding cameras were discussed earlier in the document, under **Recommendation 9**.

Recommendation 26. Increase use of real time crime data.

Law enforcement data systems are being developed to gather large amounts of data from multiple sources, analyze the data, and use it to make rapid deployment and response decisions. This information can also be used for predictive and intelligence-led policing strategies for more efficient deployment of resources and increased apprehension rates. The Department's staff capacity to take advantage of these advances is addressed in **Recommendation 5**, which speaks to the need for an additional Crime Analyst position.

a. Evaluate current use of New World system and functionality. Determine if the system could be enhanced by creating additional modules in the current Records Management System.

b. Explore emerging analytic tools that can be used with the existing crime information generated through the New World records system.

c. Evaluate new forensic tools that become available.

For example, new truth detection systems are becoming available that can be used to in lieu of polygraphs. It may provide value to the detectives in lieu of using a polygraph in some circumstances. It is inexpensive and easy to learn.

d. Invest time with the Automated Fingerprint Identification System technicians to learn the latest tools that can be used with their system.

This task would be ideally suited to either the detectives or evidence technicians.

Recommendation 27. Purchase tools with mobile device capability.

Kirkland officers have mobile data terminals in their vehicles but do not have hand-held mobile devices such as tablets or smart phones. The vehicle-based mobile data terminals are limited in their functionality due to their interconnectedness with the dispatch system, NORCOM, and cannot access the internet or the internal City network. Many applications are being developed to push information out to officers on mobile devices (tablets and phones). These tools can aid in confirming identity of witnesses and/or suspects, gathering evidence, filling out contact forms, and officers in the field receiving a wider range of timely information. Emerging law enforcement technology innovations and applications will require putting additional mobile tools in the hands of officers.

Any acquisition of a new tool should be carefully evaluated by the Technology Champion and the City's IT Department to make sure that it is compatible with other equipment and that data gathered by that tool will not have to be reentered into another system.

Recommendation 28. Examine results of local two-year body-worn video pilots.

Many agencies are evaluating whether to deploy body-worn video cameras to gather evidence in cases, and for police accountability related to their interactions with the public. Although body-worn cameras can offer benefits, they also raise serious questions about how technology is changing the relationship between police and the community. A two-year pilot window recently passed and our recommendation is to closely monitor the results of other jurisdictions that chose to participate in these pilots and evaluate the functionality of this technology for the Kirkland Police Department. During evaluation, community desires as well as the total cost of operating body worn cameras should be considered, including camera upgrades and other equipment as well as ongoing records management (indexing, redacting, storing, uploading, reviewing, retrieving and matching video with case records, and transmitting video to prosecutors and courts).

Recommendation 29. Invest in automated license plate readers for patrol vehicles.

Automated license plate readers can assist officers with identifying and recovering stolen vehicles, locate wanted vehicles, and provide information for various types of investigations. The parking enforcement vehicle has this technology, but the functionality should be available to officers beyond the Traffic Unit to aid in proactive crime prevention.

3.3 Adapting to Regulatory Changes

The following recent and potential future changes in state and federal laws and regulations could impact KPD's future operations:

- **Sentencing requirements.** The trend in Washington State is toward less jail time, and more diversion or referral to treatment services or community service, especially for those involved in low level drug or property crimes. The level of supervision of individuals who commit such crimes and who are no longer being incarcerated is minimal and especially if they are doing low level property crime (bike theft, car prowls, burglaries, shoplifting, etc.) to support a drug habit or due to other untreated conditions, the criminal behavior is more likely to continue.
- **Marijuana legalization.** After the legalization of recreational marijuana, Washington law enforcement agencies are still working out the practical aspects of their relationship and involvement with marijuana possession, consumption, and distribution crimes. The State Legislature continues to modify roles and responsibilities between local law enforcement and the State's Liquor and Cannabis board, especially as it relates to medical marijuana dispensaries and personal growing operations.
- **Washington State Public Records Act.** Washington's Public Records Act requires that all records maintained by state and local agencies be made available to all members of the public with only narrow statutory exemptions. Due to the potential liability related to disclosure errors and the complicated web of rules related to law enforcement records, police departments, including Kirkland, devote sizeable resources to managing the public records process, taking resources away from other priorities.
- **Disparate impact of criminal justice system.** Policy makers at all levels of government are concerned about the overrepresentation of minorities in arrests, convictions, and sentences. Police departments are being asked to collect more demographic data to help study these issues, which can be time consuming and may require new policies, forms, and data aggregation tools. KPD will need to monitor this change as reflected in **Recommendation 30**, below.

Recommendations

Recommendation 30. Determine the demographic data that KPD will collect to monitor the impact of the City's criminal justice system on minorities.

The President's Task Force on 21st Century Policing recommends the following:

> *To embrace a culture of transparency, law enforcement agencies should make all department policies available for public review and regularly post on the department's website information about stops, summonses, arrests, reported crime, and other law enforcement data aggregated by demographics.* [emphasis added]

As noted previously in this report, KPD overall enjoys a positive relationship with the community it serves. This relationship should be protected as the agency's greatest asset, particularly in the current national context of strained police/community relations. Stakeholder input gathered in this process did surface some concerns of racial bias on the part of KPD (see page 4). To better understand this issue, we recommend that the Department gather, analyze, and share data on the relationship between law enforcement interactions and race.

KPD should engage City policymakers in determining what level of detail and how much data they want to collect, analyze, and report. Only data that will be used should be gathered. This will require modifying forms and records templates to gather additional data, and demand time from officers, as well as the Records and the Crime Analysis units. Each data point collected will add time to each police encounter to collect and input the information, and new forms will likely create large amounts of data that will need to be analyzed, stored, and managed.

3.4 Evolving Social Challenges

Broad social conditions will continue to create challenges for the City of Kirkland and other communities in Washington State:

- **Mental health and substance abuse.** Washington State does not have enough services for individuals experiencing mental illness or substance abuse crises. Consequently, police are called upon when these untreated or unhoused individuals commit crimes, cause disorder, or endanger others. Law enforcement contacts with individuals in crisis continues to grow. Officers find inadequate options available to assist with these encounters. Even individuals who desire treatment (either emergency medical detox, or longer term treatment) find that the treatment centers have no capacity.

  Opioid abuse is widespread throughout our region, and often contributes to three types of crime: use-related crime by individuals who take drugs that affect their behavior, economic-related crime to fund a drug habit, and system-related crime that result from the structure of the drug manufacture and delivery of drugs.

- **Homelessness.** The entire Puget Sound region is experiencing a large increase in individuals and families experiencing homelessness, some of whom sleep or camp in unauthorized areas or live in their vehicles. Police often are the first service provider called to respond to citizen complaints about these individuals. Kirkland's Parks and Community Services Department and Police Department collaborate to make referrals to appropriate services or take law enforcement action when necessary. Some individuals are experiencing mental health or substance abuse issues, or are engaging in low-level property and drug crimes. In many cases police have a legal basis to arrest and/or book a person for these crimes, but there is a trend toward diversion or referral to services instead of arrest, booking or charging.

  It is likely that the number of homeless individuals on the Eastside will increase and programs, training, and collaborative efforts to address this population will need to expand.

- **Privacy concerns.** With the enhanced ability of police departments and other public agencies to gather and store large quantities of data and connect regional data systems, civil rights organizations and some citizens are concerned about privacy. There are calls to limit the amount of information that is gathered, especially in the context of law enforcement activities. Tools such as video surveillance, body-worn or in-car video, automatic license plate readers, and facial recognition software are becoming a focus of privacy concerns, especially in the context of Washington's Public Records Act.

Recommendations

Recommendation 31. Increase Department capacity and expertise for handling increasing behavioral and mental health challenges.

Currently KPD partners with an outside social services agency for behavioral health events. Every indication is that the frequency with which the Department interacts with individuals with mental and behavioral health complications will increase. We recommend exploring other partnerships and potentially increasing in-house capacity and expertise, either through another City department or via KPD staff, though there are good reasons to have the function fulfilled by staff outside the Police Department.

This issue may be fruitful to pursue in collaboration with neighboring communities or via a regional partnership, the subject of the next section.

3.5 Partnerships

Effective partnerships can provide the benefit of a large amount of expertise for emergencies with a reasonable amount of officer resource commitment. These partnerships also give officers an opportunity to develop professional relationships and skills. Kirkland Police currently participates in the FBI Cybercrimes Task Force, the Washington State Internet Crimes Against Children Taskforce, North Sound Metro SWAT and, until June 2016, the East Side Narcotics Taskforce.

> ***City of Kirkland Operating Value Related to Regional Partnerships***
>
> *Kirkland encourages and participates in regional approaches to service delivery to the extent that a regional model produces efficiencies and cost savings, improves customer service and furthers Kirkland's interests beyond our boundaries.*

Recommendations

Recommendation 32. Partner with other public safety agencies in the region.

Explore partnership opportunities to address issues that are more efficiently or more effectively addressed in collaboration with others. With its new firing range, Kirkland can offer access to an increasingly scarce resource and so should leverage this asset in exploring partnerships.

Regional collaboration may make most sense related to:

- Water and bike patrols.
- Tactical Emergency Medical Support (EMS). Tactical EMS provides emergency medical care during high-risk special operations, such as active-shooter scenarios. Having tactical EMS experience can save officer and citizen lives.
- Community engagement. This may take the form of coordinating outreach by City of Kirkland entities (Police, Fire, Emergency Management, Parks, etc.) to align messages, leverage outreach efforts to carry multiple messages, and sharing effective tools, techniques, and partners. The increasing complexity of culturally- and linguistically-tailored outreach also means that it may be effective to share resources with neighboring Eastside agencies facing the same challenges of serving an increasingly diverse population.
- Narcotics, Car Thefts, and Gangs.
- Internal Investigations and Use of Force reviews.

- Regional Crime Analysis.
- Special Events.
- Legal Advising.

Recommendations from other sections also relate to partnerships, including:

- **Recommendation 25** encourages partnerships with technology companies.
- **Recommendation 31** notes that regional collaboration may be an effective way to address human services issues.

4. STRENGTHENING THE ORGANIZATION

4.1 Overall Situation Assessment

The Kirkland Police Department has undergone significant change, including the recent appointment of a new Police Chief. The recent changes, including an annexation expanding the geographic jurisdiction of the department, an increase in the number of department personnel, a new facility, and new work shifts, while presenting challenges, also offer an opportunity for the new Police Chief to inspire a course for transformational progress.

Organizational culture can be defined as the way the Department operates and the interactions among its members. It encompasses the work atmosphere; bonds among employees; how the Department learns; and the norms and values of the department. It is the deep identity of the organization and can enhance the Department or damage it.

4.2 Communication, Connection, and Collaborative Leadership

The functioning of any organization is as dependent on internal communications and culture as it is on having the proper people, training, equipment, and procedures. The assessment work found that there are opportunities to improve vertical and horizontal communication flow. Staff described cultural challenges created by the new facility that physically separates functions and decreases informal communication. This has led the Department rely more on e-mail and phone contact rather than face-to-face conversation.

The assessment also found that in addition to physical communication issues, there is a divided culture that has grown out of an historically strong hierarchy that limits innovation and organizational learning and improvement. This has led to limited delegation of tasks that can lead to decreased efficiencies.

Recommendations

Recommendation 33. Implement proactive change management and strengthen internal vertical communication flow.

The residual effects of recent significant changes (annexation, staffing expansion, new facility, new patrol work shifts, and the anticipation of additional change resulting from the recent selection of a new Police Chief) continue to ripple through the Department, creating concurrent feelings of loss and hopefulness among employees. There is a need for a proactive change management approach to address these issues head on, communicating the Department's strategy internally before making public announcements of changes. Department staff should hear of changes first, before hearing on the news or rumor mill.

Communication systems should support the effective dissemination of command direction, organizational, and individual performance expectations, and revisions in departmental policies and procedures. In addition, vertical communication improvements are required for identifying and clarifying decision-making processes and promoting constructive feedback and input from employees.

a. Strengthen leadership's communication of issues of importance.

Focus on decreasing emails to convey important shifts in policy or procedure and increase in-person communications.

b. Focus on improving communication at the sergeant level.

Sergeants are the main connector between command and officers and strong leadership in this position can improve vertical communication for commissioned personnel.

Recommendation 34. Strive to create a strong department-wide culture that unites diverse work groups under the Kirkland Police banner.

KPD is a relatively large and relatively diverse organization. While individuals naturally feel most connected to their individual work group, it is critical for the success of the organization to maintain a strong Department-wide identity that embraces all work units and both civilian and commissioned personnel.

a. Promote a department-wide identity through communications, celebrations, personnel recognition, and other opportunities.

b. Break down silos in horizontal communication.

Staff reported horizontal communication is "siloed," i.e., intra-unit information may flow well but inter-unit information flows poorly, creating information voids or confusion that generate inaccurate speculation, rumor, and ill will.

Internal newsletters or other communication devices can be used to share information of unit's work. For example, few people knew about CopLogic, the social media plan, new recruitment strategies, and other meaningful, positive changes occurring in the department. Keeping people notified helps limit rumors or misunderstandings about what is happening.

Recommendation 35. Continue to preach and practice collaborative leadership in which personal initiative and suggestions for improvement are welcomed so long as they are well-intentioned, professionally delivered, and aligned with KPD's Philosophy, Vision, Mission, and Values.

KPD's Philosophy encourages independent decision making and leadership when it is informed by, aligned with, and accountable to community and departmental values.

"Collaborative Leadership," the systematic development of all formal and informal leadership throughout the Department at all levels, including commissioned and non-commissioned personnel, is a way to enhance the flexibility and responsiveness of the organization to anticipate and respond to evolving environments and associated service expectations. It acknowledges that neither the chief nor any centralized authority can make all the decisions necessary to ensure the efficient and effective functioning of such a complex organization. Collaborative Leadership has five characteristics:

1. A shared understanding of what leadership means in the department.
2. A commitment to shared goals and values by leaders at all levels of the department.
3. A recognition that leaders at different levels in the Department have varying responsibilities and therefore must be trained according to their needs.
4. Formal training to develop leader knowledge and skills at all levels.
5. A means to assess where leaders are in the Department and their evolution as leaders.

Collaborative Leadership has many benefits, including:

- Creating a more intelligent and adaptive agency.
- Cultivating future leaders (succession planning).
- Creating a positive workplace environment in which employees feel valued, respected, and that they have opportunities for growth (retention and attraction).

a. Create opportunities to match individual interest and talents with organizational needs.

Department staff bring a variety of strengths and interests to the workplace, not all of which may be actively utilized. Professional development plans (see **Recommendation 37**) can be used to link individual talents to departmental initiatives, encouraging staff members to contribute in a well-managed way where they have interest/strengths. These contributions and special duty assignments simultaneously strengthen the department, provide professional development and succession planning opportunities (see **Recommendation 38**), and enhance engagement and job satisfaction, leading to retention.

4.3 Performance Evaluations and Professional Development

As an accredited agency, KPD is required to do yearly performance evaluations. KPD Administration states that all employees received an evaluation in 2015, and that a new patrol evaluation was just completed.

In speaking with department employees, we found widespread dissatisfaction with the present performance evaluation process. Moreover, several employees stated they had not been evaluated in some time. Comments about the evaluation form included:

- It lacks meaningful performance standards.
- It is not tailored to the specific positions being evaluated.
- It does not promote constructive discussion between the evaluator and the person being evaluated.
- It fails to contribute to a Personal Performance Plan for the individual being evaluated.
- It is administered infrequently and in a subjective manner.

There is a strong desire for a more meaningful evaluation and professional development processes for both commissioned and non-commissioned employees.

Recommendations

Recommendation 36. Revamp the current evaluation process and supporting tools.

There is a widespread and deep desire for processes that capture not only simple quantitative-based performance but also recognize the qualitative performance, especially in light of how patrol officers function as both first responders and as detectives conducting follow-up investigations. Staff further believe performance should be evaluated for how the individual supports the Mission, Vision, and Core Values of the Department.

a. Revise the evaluation process.

Staff currently evaluate their superiors just prior to being evaluated themselves, a sequence which, warranted or not, creates a fear of reprisal. This practice creates strong disincentives for honest

feedback. The Department should create a process for subordinates to evaluate superiors in a way that promotes a productive critique, ensures the anonymity of the subordinate, and protects them from retaliation. This should include separating supervisor evaluations from evaluations of subordinates.

It may be advantageous to have input gathered by a lieutenant, analyzed for themes, and presented in productive fashion.

The employee whose performance is being evaluated and the supervisor conducting the performance evaluation should collaborate to draft a Professional Development Plan for the employee to develop the knowledge and skills helpful for the employee to assume a higher responsibility or desired position. The plan may consist of readings, discussions via mentoring, training classes, or experiences.

b. Establish clear and transparent expectations defining what individuals will be evaluated for by position.

The framework for evaluation should be based on clear position descriptions and identified desired competencies. Revisit and update position descriptions throughout the Department to gain a clear understanding of roles and responsibilities across the agency and how they tie to the overall Department's overarching philosophy.

In addition to capturing simple quantitative-based performance measures, it is important to recognize qualitative performance, especially in light of how patrol officers function as both first responders and as detectives conducting follow-up investigations. A performance evaluation should also consider how the individual supports the Mission, Vision, and Core Values of the Department.

The evaluation process should likely incorporate self-reflection and evaluation.

Recommendation 37. Strengthen professional development planning, establishing a longer-term view and linking to Departmental succession management efforts.

An organization's commitment to the ongoing professional development of its employees is directly correlated to staff retention, succession management, and even recruitment.

a. Establish a long-term focus in professional development planning.

The current focus in professional development conversations is very short-term (the current year), resulting in goals that are too modest as staff are incentivized to show attainment of stated goals. Instead, this process should have a long-term focus, looking out 5 or even 10 years.

Long-term goals should align with the organizational needs of the Department (a part of succession management discussed in **Recommendation 38)** and should be used to directly inform training goals and budgets and the departmental level.

b. Support and evaluate staff in leadership positions for their ability to grow their staff through collaborative leadership, evaluations, and professional development.

Supervisors should be mentors and advocates, helping people achieve their long-term goals. If someone aspires to an unreasonable goal given his/her abilities, it is the responsibility of the supervisor to have an honest conversation, or to give them the opportunity to succeed or fail. Supervisors may need training and skill development to perform this function well. It is a core duty for a sergeant.

With the new shift bidding process, people will get a new supervisor, with a new look at their goals, each year.

4.4 Retention, Succession Management, and Recruitment

The Kirkland Police Department pays close attention to the composition of its workforce as it relates to age, seniority, and retirement. The Department enjoys a good reputation in the area with good pay and benefits. That said, as with other public agencies in the region, the Department is facing a pending wave of retirements creating concerns about retention, leadership succession, and recruitment. In the next nine years, almost 40% of Kirkland's staff will become eligible for retirement. Though all eligible staff will not choose to retire due to health benefits the Department affords as well as increases in pay that come with seniority, the number of staff with eligible retirements remains a risk for the Department. Approximately 15% of the KPD staff are currently eligible for retirement, all of them commissioned officers. See **Appendix 4.** for more information.

Recommendations

Recommendations related to retention, succession management and recruitment are made here, but many other sections of the plan make recommendations related to making KPD a great place to work (including improved communications – **Section 4.2**, personal development – **Section 4.3**, etc.), which will contribute to the retention of existing employees.

Recommendation 38. Establish a succession management program.

a. Establish a succession management approach. Establish a deliberate and systematic effort to encourage individual advancement and ensure continuity in key positions, including management, technical and professional specialist roles.

b. Analyze the data. Understand where the Department will need to take a more proactive role in cultivating future leaders.

c. Hire for future leaders. Include consideration of quality and character – key ingredients for future leaders – when hiring at all levels and for all positions.

d. Be transparent about expectations and competencies for leadership, establishing a career development guide and specifics for each rank/level of responsibility.

There is a large body of research surrounding the leadership competencies for law enforcement employees at all ranks and levels of responsibility within an organization. There are studies from the International Association of Chiefs of Police (IACP), Police Executive Research Forum (PERF), Federal Law Enforcement Training Centers (FLETC), Royal Canadian Mounted Police (RCMP), U.S. Army, and others that list these competencies for various supervisory and leadership positions. Although there are variations of these lists, most set out similar competencies that can be grouped together in the following categories:

- Ethics/integrity

Succession Management

Succession management proactively identifies, trains, and develops internal staff to fill leadership positions, expanding the availability of experienced and capable employees when retirements occur.

Successful succession management can shape an organization's leadership culture and build a leadership pipeline by concentrating resources on talent development.

- Vision and goals
- Getting results - completing tasks/making decisions/solving problems
- Communication
- Coaching/training/mentoring
- Technical improvement/self-improvement

Working within each category, it is possible to list more details specific to a particular rank or position. Therefore, more detailed lists can be assembled for desired ranks/levels of responsibility.

e. ***Cultivate individuals.*** Identify those with the aptitude and desire to advance; provide critical development experiences and mentoring that actively guides them through career development.

Recommendation 39. Continue to strengthen recruitment efforts to get the best qualified applicants aligned with KPD's values.

The Department should create a formal recruitment plan that prioritizes desired competencies aligning with the Departmental Philosophy, Vision, Mission, and Values.

a. Modernize hiring standards

Throughout the organization hiring standards are cited as a point of pride for staff, but they have also posed a challenge for recruitment. We recommend that the Department review all of its oral board testing, background screening, and minimum qualifications criteria to evaluate whether these standards are still relevant to their desired workforce.

b. Use limited commission positions as hiring pool for fully commissioned officers

Positions like limited commission Community Service Officers can provide opportunities to test recruits before investing in trainings required for full commissioning.

c. Continue a strong marketing campaign that highlights the new Justice Center Facility

Continue current marketing efforts and increased media presence. Use public events as a forum for promoting the Department as a superior workplace. Continue to host trainings at the new Justice Center and use those trainings as recruitment opportunities while promoting the Department's modern facilities.

d. Increase diversity in hiring

Work with Civil Service to develop incentives in the hiring process to increase diversity. For example, additional points could be given during the hiring process for language proficiency in languages that are relevant to the Kirkland population. Other examples of incentives are a 5% dual language premium provided by King County Sheriff's Office.

As noted by community stakeholders during interviews, partnerships with local organizations and community-based organizations could be used to raise KPD's profile and reputation with members of diverse communities.

In addition to increased racial and ethnic diversity, the Department should prioritize the hiring of women.

5. CONCLUSION

Kirkland Police began this strategic planning process in a strong position, with a robust positive relationship with community members, a healthy and respectful affiliation with other partners in the City of Kirkland organization, and strong leadership, people, and infrastructure. Perhaps most important, the Department has confidence and aspirations for excellence that are well-founded based on its long history of being an effective and professional agency.

The BERK team strongly believes that the recommendations contained in this report will further strengthen the organization by:

- Articulating what is most important to the community and to the Department.
- Executing a significant shift in operations, from a more reactive model to a more proactive model focused on community policing and crime prevention, relying on strong data systems, strengthened community relations, and enhanced officer training.
- Further professionalizing the Corrections function.
- Strengthening internal communications, performance evaluations, and other important tools.

As the Department begins to implement these recommendations, bargain changes with the guild, and make other improvements in the Department, we suggest that the following actions deserve prioritization:

- Finalize the Department's Philosophy, Vision, Mission, and Values.
- Engage the community in establishing policing priorities.
- Establish a detailed workplan and timeline for system and process improvements identified in this report.

The result of this hard and important work should be stronger community connections and demonstrable performance improvements. Further, the Department will be well prepared for ongoing and upcoming changes in its operating environment, including new technologies and new regulations, as well as ongoing population growth and increasing commercial and residential density in the City of Kirkland.

ATTACHMENT A

KIRKLAND POLICE DEPARTMENT

Consultant Report: TECHNICAL APPENDICES

REVIEW DRAFT - August 25, 2016

BERK

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"Helping Communities and Organizations Create Their Best Futures"

Founded in 1988, we are an interdisciplinary strategy and analysis firm providing integrated, creative and analytically rigorous approaches to complex policy and planning decisions. Our team of strategic planners, policy and financial analysts, economists, cartographers, information designers and facilitators work together to bring new ideas, clarity, and robust frameworks to the development of analytically-based and action-oriented plans.

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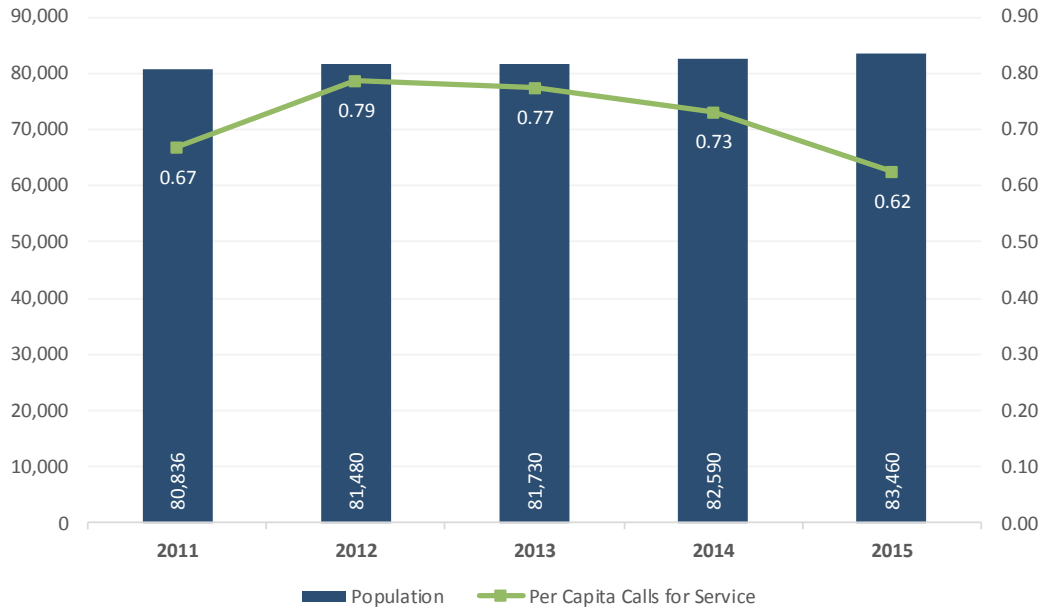
1. KIRKLAND CRIME TRENDS

Kirkland experiences relatively similar crime levels as neighboring Redmond and Bothell, with lower crime rates than the state overall. Despite an overall similar crime profile to neighboring jurisdictions, Kirkland has a higher rate of motor vehicle theft and larceny than Redmond and Bothell, and experienced increases in these crimes from 2012 to 2014 while these crimes were decreasing statewide and nationwide.

As seen in **Exhibit 1**, Kirkland's per capita calls for service have been fairly steady since annexation in 2011. After the annexation there were 0.67 per capita calls for service for 2011. That number increased to 0.79 in 2012. Since 2012, per capita calls for service have decreased each year. On average, over the last five years, there have been 0.72 calls for service per resident.

Exhibit 1: Per Capita Calls for Service



Source: (Kirkland PD, 2010 - 2015)

Crime Statistics

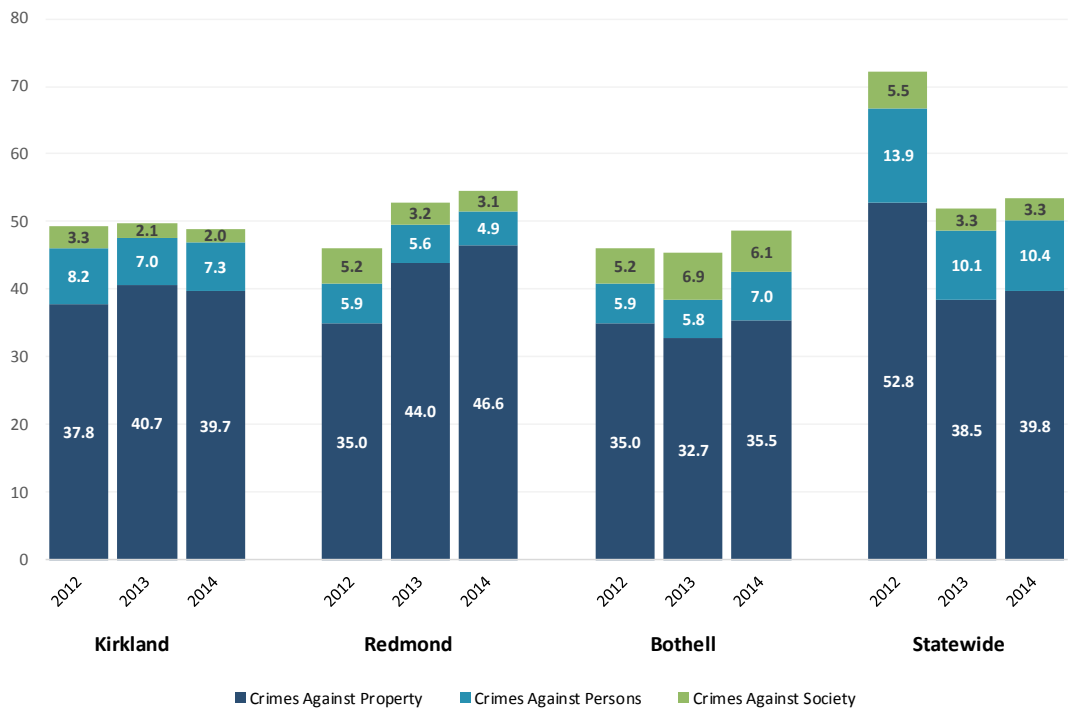
Crime data for Kirkland, Redmond, and Bothell, discussed below, is from the Washington Association of Sheriffs and Police Chiefs (WASPC). Redmond and Bothell are neighboring jurisdictions that report crime data similarly to Kirkland. Data shown is for the period from 2012 through 2014; during this time, each city used the National Incident-Based Reporting System (NIBRS). National crime data is from the FBI's Uniform Crime Reporting webpage.

Overall Crime Rate

Exhibit 2 shows Kirkland's overall crime rate remained steady from 2012 to 2014. During this time, Kirkland had an average rate of 49.4 crimes per 1,000 members of the population and an average annual growth in crime of -0.4%. These rates are similar to rates in Redmond and Bothell.

Bothell shows a slightly lower average rate during this same time period of 46.7 crimes per 1,000 members of their population and an average annual growth in crime of 2.7%. Redmond experienced a greater increase in crime than both Bothell and Kirkland from 2012 to 2014, with an average annual growth in crime of 8.8% and an average rate of 51.2 per 1,000 members of their respective populations.

Exhibit 2: Crime Rates Per 1,000 People, By Type, 2012 – 2014



Source: (WASPC, 2012-2014)

Crimes Against Persons

Crimes against persons include crimes such as murder, rape, and assault and the victims are always individuals. Kirkland's crimes against persons were slightly higher during the 2012 to 2014 period than both Redmond and Bothell, with an average crime rate of 7.5 compared to Redmond's 5.5 and Bothell's 6.2.

Crimes Against Society

Crimes against society include activities that society has prohibited such as gambling, prostitution, and drug violations. These crimes are typically victimless crimes and property is not involved. The rate of crimes against society in Kirkland was lower than Redmond and Bothell during this period, with an average rate of 2.5 crimes per 1,000 compared to 2.8 in Redmond and 6.1 in Bothell.

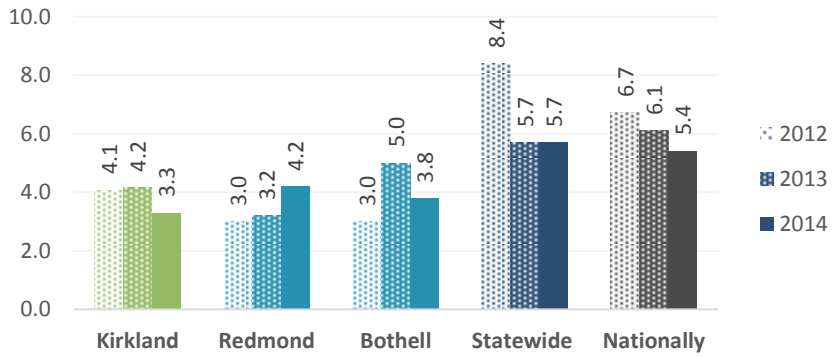
Crimes Against Property

Crimes against property include robbery, bribery, and burglary and are typically focused around obtaining money or property. Crimes against property make up the largest share of crime locally, statewide, and nationally. As seen in **Exhibit 2**, Kirkland experienced a relatively steady rate of property crime from 2012 to 2014, with an average crime rate of 39.4 and an average annual growth in crime over that period of 2.4%.

Burglary

Burglary is the unlawful entry of a structure to commit a felony or theft, such as breaking into someone's house to steal a television. Matching nationwide trends, Kirkland's rate of burglary decreased from 2012 to 2014, as shown in **Exhibit 3**. Over the same period, neighboring Bothell and Redmond experienced increases in burglary rates.

Exhibit 3: Burglary Crime Rate, per 1,000

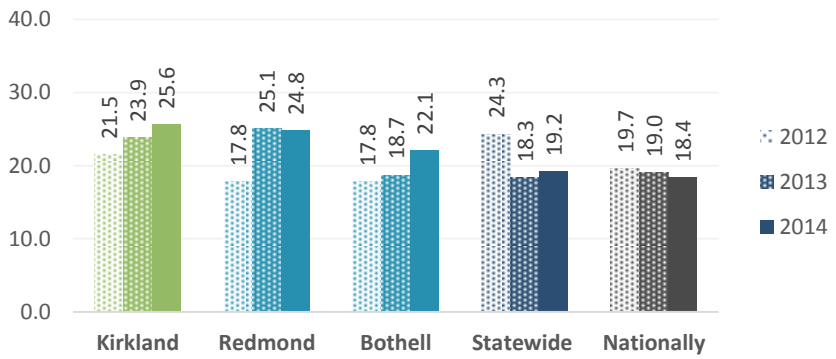


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Larceny Theft

The FBI defines larceny theft is the unlawful taking of property from the possession of another, such as bicycle theft or pocket-picking. Kirkland's rate of larceny steadily increased from 2012 to 2014 despite decreases in larceny theft nationally, with an average annual growth of 9.1%, as shown in **Exhibit 4**. Neighboring Redmond and Bothell experienced increases in larceny to an even greater extent, with annual average growth of 18% and 11.4% respectively.

Exhibit 4: Larceny Theft Crime, per 1,000

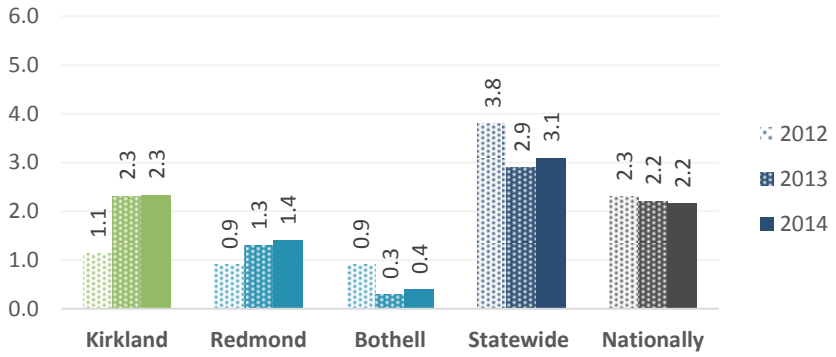


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Motor Vehicle Theft

Kirkland experienced increased motor vehicle theft from 2012 to 2014, with an annual average growth of 44.6%, as shown in **Exhibit 5**. Redmond experienced an increase to a lesser extent over the same period with an average annual growth of 24.7%, while Bothell's motor vehicle theft decreased in line with statewide and national trends.

Exhibit 5: Motor Vehicle Theft Crime Rate, per 1,000

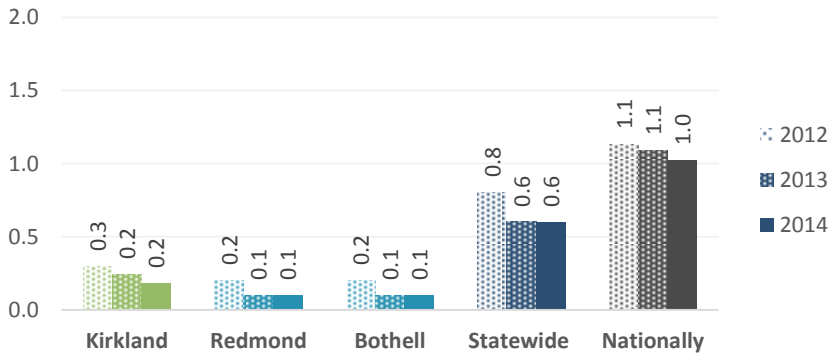


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Robbery

Robbery is defined as the taking or attempting to take anything of value from the custody of a person by force or threat of force. **Exhibit 6** shows Kirkland's low robbery rates, with an average crime rate of 0.2 during this period, decreasing from 2012 to 2014. These low rates of robbery are similar to Redmond (0.1) and Bothell (0.1). All three neighboring jurisdictions experience lower robbery rates than the statewide average (0.7) and national average (1.1).

Exhibit 6: Robbery Crime Rate, per 1,000



Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

2. COMMUNITY PERCEPTIONS OF KIRKLAND POLICE

2.1 Biennial Community Survey

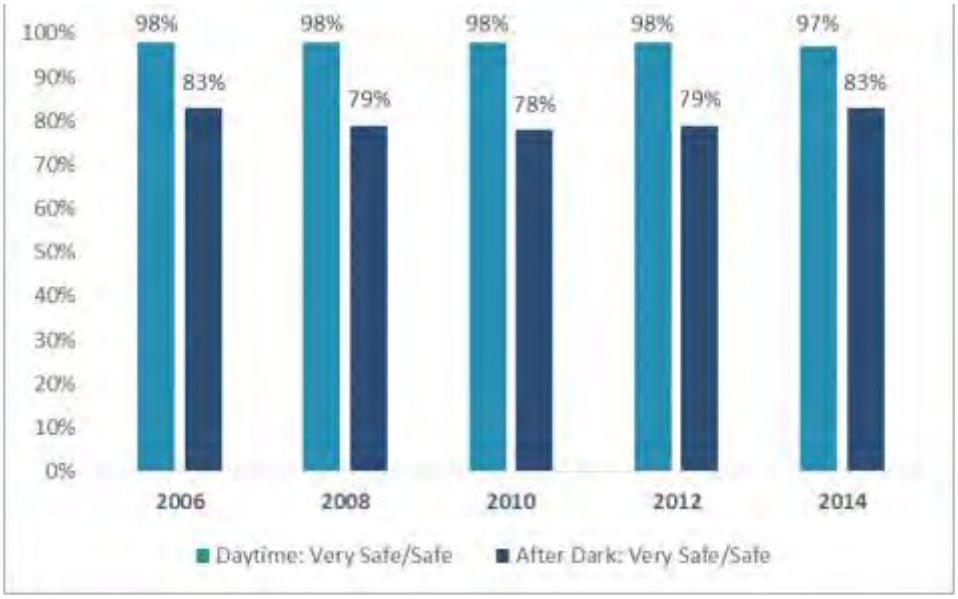
Since 2006, the City of Kirkland has surveyed its residents every two years to assess attitudes and opinions about quality of life, priorities for the future, and satisfaction with city government and services. These telephone surveys are conducted by a polling firm of a random sample of Kirkland registered voters.

Questions relevant to the Police Department include feelings of safety, concerns about the way things are going in Kirkland, and performance of each city agency.

Feelings of safety

The proportion of Kirkland residents who feel safe during the day has remained very high, at 97% to 98%, since 2006, while the proportion who feel safe at night declined after 2006 then rose again in 2014, as shown in **Exhibit 7**. Concerns mentioned by respondents who felt unsafe included lack of streetlights and general concerns about crime.

Exhibit 7. Proportion of Kirkland Residents Who Feel Very Safe or Safe, 2006-2014

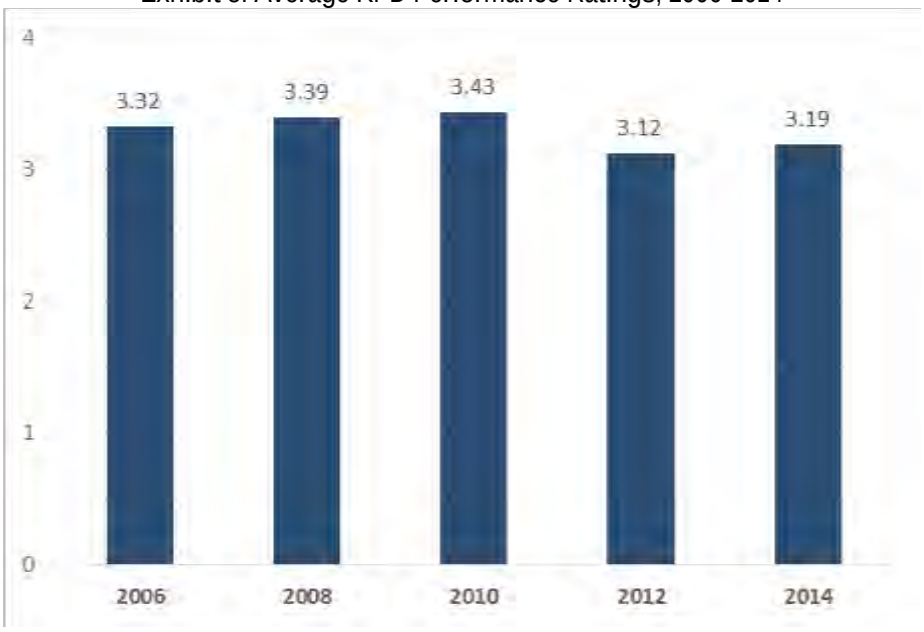


Source: (City of Kirkland, 2006-2014)

Performance

The Community Survey asks residents how well they think the City is doing in a variety of functions. Residents are asked to grade each function, including Police Services, on a scale of A (Excellent) through F (Failing). The Police Department's average rating gradually rose from 2006 through 2010, as shown in **Exhibit 8.** After falling in 2012, the rating rose modestly in 2014, the last year surveyed.

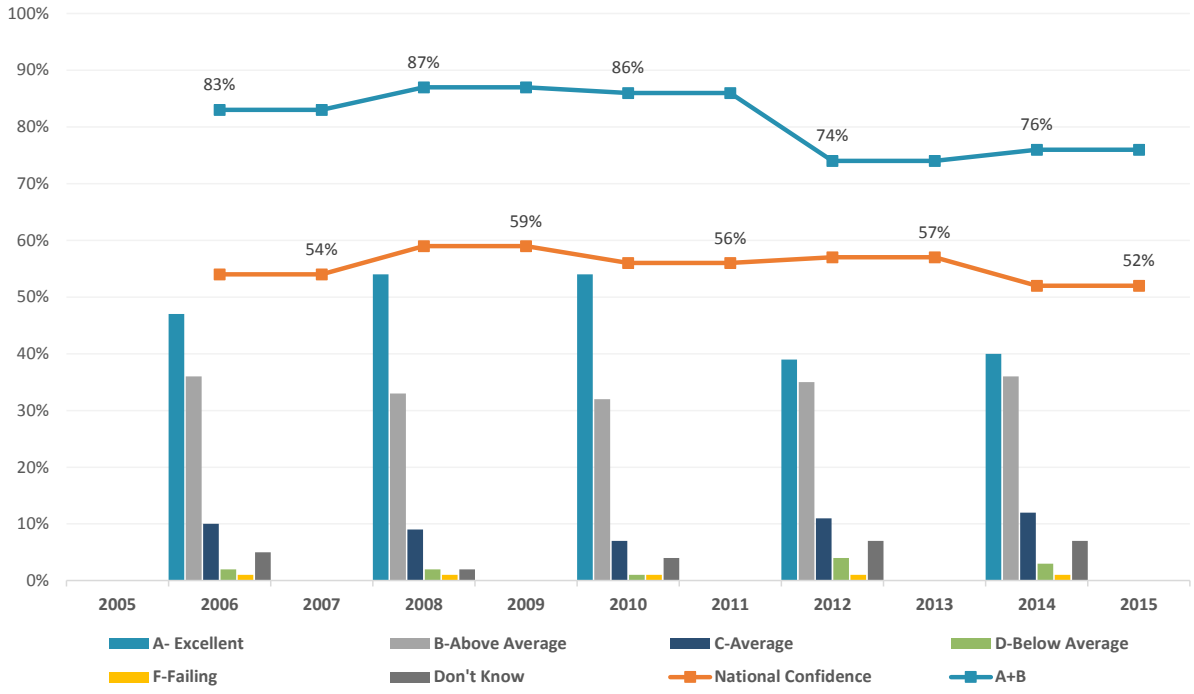
Exhibit 8. Average KPD Performance Ratings, 2006-2014



Source: (City of Kirkland, 2006-2014)

Looking at the actual grades given to the Police Department, we see that the "A" grade fell from a high of 54% in 2010 to 39% in 2012 and 40% in 2014, as shown in **Exhibit 9**. The C grade, D Grade, and "Don't Know" responses all rose in 2012, as did the B grade.

Exhibit 9. KPD Performance Ratings, 2006-2014



Note: National Confidence reflects proportion of Americans who have "a great deal" or "quite a lot" of confidence in police according to Gallup's national polling. A+B reflects proportion of Kirkland residents who grade Police Services an "A-Excellent" or "B-Above Average" according to community surveys.

Source: (City of Kirkland, 2006-2014), (Gallup, 2015)

One possible reason for the drop in performance ratings in 2012 is the 2011 annexation of neighborhoods that had previously been served by the King County Sheriff's Office. According to anecdotal reports from stakeholders, some residents of newly annexed areas were uncomfortable with the increased level of traffic enforcement during the period immediately following annexation. This adaptation to more rigorous policing by the community is frequently seen following annexation.

Concerns about "the way things are going"

The Community Survey asks if residents have any concerns about "the way things are going" in Kirkland. Residents are asked to name those concerns in an open-ended response. Each year the top answers have been growth or land use issues, traffic or parking, or "nothing". However, a few responses have mentioned police: 1.5% of respondents in 2006, 2% in 2008 and 2010, and 5% in 2012 and 2014.

The higher level of concerns in 2012 and 2014 track with the performance ratings for the Police Department, which declined in 2012. This could be related to residents in newly annexed areas or national attention on law enforcement issues.

2.2 Citizen Complaints

In 2014, the KPD received 20 citizen complaints and a handful of internal complaints; 2015 data is still being finalized by the Department.

While this is relatively low number of complaints for a department of Kirkland's size and complexity, it is difficult to benchmark this volume to other departments. There is a wide variation of what complaints are accepted among departments (e.g. some departments don't accept anonymous or third party complaints, some don't include complaints over a certain number of months old, etc.). The most common of Kirkland's 20 citizen complaints in 2014 were reports of officers being disrespectful or rude. Other complaints included not operating their vehicle safely, and failure to investigate.

It is worth noting, however, that in reviewing the Kirkland website, it is difficult to understand how an individual would file a complaint. Information on how to file a complaint should be easily available. Contact information for supervisors should also be updated to reflect current staffing.

3. COMMUNITY PROFILE

3.1 Change in the Kirkland Community

Kirkland's population and employment has grown rapidly over the past fifteen years. The 2011 annexation expanded the population by approximately 60%, largely adding single-family residential neighborhoods. Meanwhile, new residential construction is primarily multifamily housing, and that is expected to continue as the city becomes denser and more urban. More mixed-use development of residential, office, and commercial space is expected (and underway) in the Downtown and Totem Lake areas.

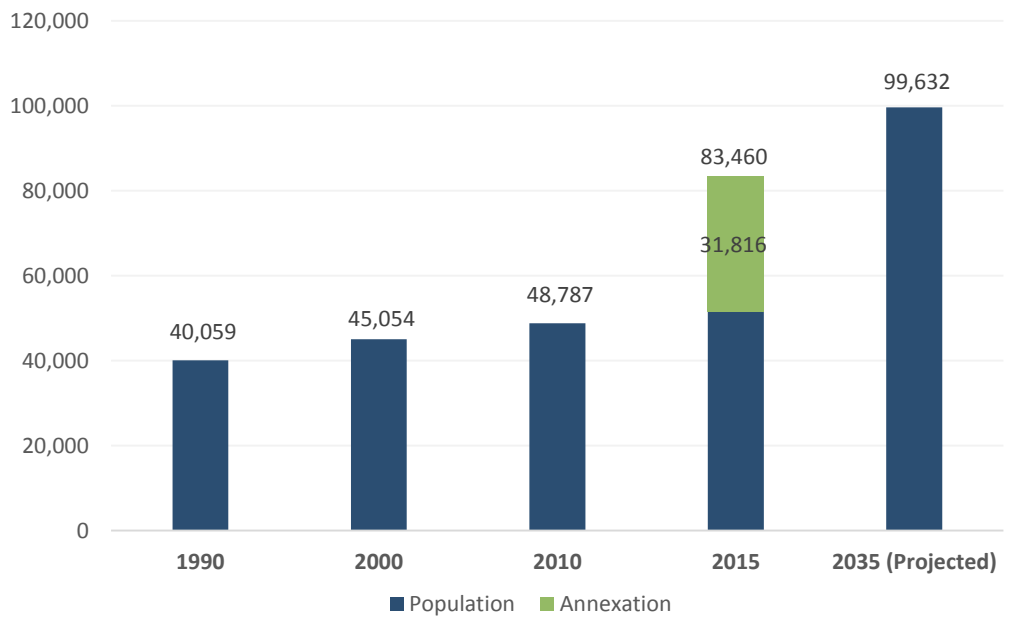
3.2 Population Growth

Kirkland's population was estimated at 83,460 in 2015 (Office of Financial Management, 2015). This reflects a growth of 71% over the 2010 population, primarily due to the 2011 annexation of North Juanita, Finn Hill, and Kingsgate, which added approximately 30,000 people to Kirkland.

Kirkland updated its Comprehensive Plan in 2015 to comply with the Growth Management Act; this plan accommodates expected housing and employment growth through the year 2035. Kirkland is planning for the addition of over 17,000 new residents between 2013 and 2035, for a total 2035 population of approximately 99,632, and the addition of over 22,000 new jobs.

Exhibit 10 shows Kirkland's population growth since 1990 and projected population in 2035. In 2015, 31,816 residents, shown in green, are attributed to the 2011 annexation.

Exhibit 10. Kirkland Population Growth, 1990-2015 and 2035 Projection



Source: (City of Kirkland, 2015)

3.3 Demographics: Race and Ethnicity, Age, and Income

Increasing racial and ethnic diversity

In 2013, Kirkland's population was 77.4% White, 13.8% Asian or Pacific Islander, 1.4% Black, 1.7% Some other race, and 5.1% Two or more races. In addition, 7.3% of residents identified themselves as being of Hispanic or Latino origin (U.S. Census Bureau, 2015).

Between 1990 and 2010 Kirkland's racial and ethnic composition changed significantly:

- The population of White residents decreased from 92.8% to 79.3%.
- Asian and Pacific Islanders increased from 4.3% to 11.5%.
- Those identifying as Hispanic increased from 2.4% to 6.3%.
- Neither Blacks nor American Indians saw significant increases.

These numbers follow similar trends to those seen in King County as a whole (City of Kirkland, 2015).

An aging population

The median age in Kirkland is just over 37 years. Although the changes have been gradual, there has been an increase in older residents and a decrease in younger and workforce aged residents since 1990 (City of Kirkland, 2015).

A relatively **wealthy community**...

The median household income for all households in Kirkland was $94,332 in 2014. This is significantly higher than median household income for all households in King County ($75,834) and Seattle ($70,975), and just below Bellevue ($95,146).

...**with slowly increasing poverty levels.**

In 2010, 1,262 households (or 5.6% of all households) were living in poverty in Kirkland. This percentage was comparable to similar communities in the region, and significantly less than in Seattle (12.5%). The City of Kirkland, however, experienced a less pronounced increase in the number of households living in poverty between 2000 and 2010 than similar communities, the City of Seattle, and King County overall.

Homelessness

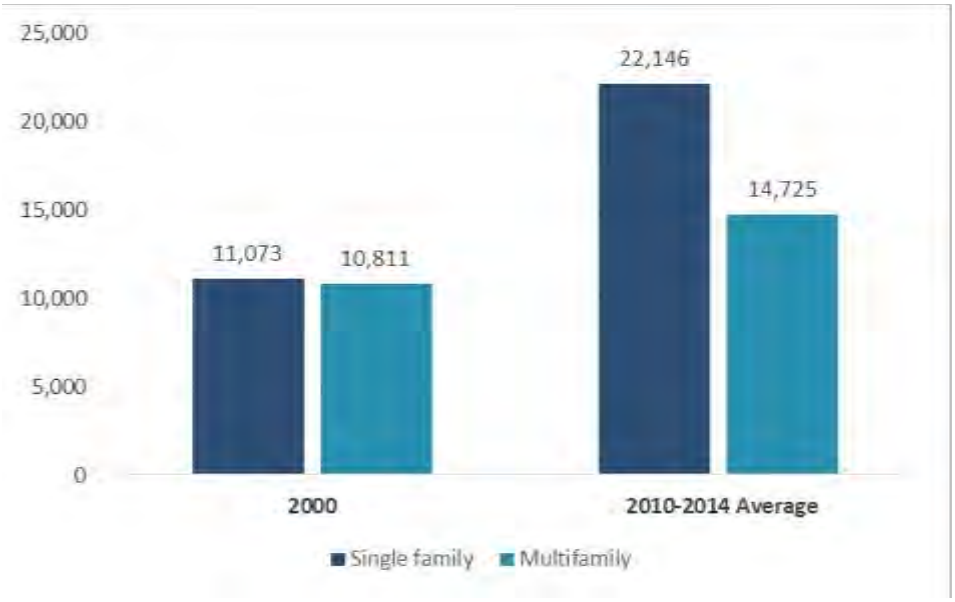
While there is no data available for individual cities, the number of unsheltered homeless people in east King County grew between 2015 and 2016. The "One Night Count" organized by the Seattle King County Coalition on Homelessness found 134 unsheltered homeless in east King County in 2015, and 245 in 2016 (Seattle/King County Coalition on Homelessness, 2016).

3.4 Housing

The 2011 annexation of primarily low-density residential land changed the citywide density and housing composition in Kirkland. The 2013 average citywide residential density was an estimated 3.1 units per acre, a decrease from the 2010 residential density of 3.4 units per acre (City of Kirkland Community Profile, 2013; U.S. Census, DP-1, 2010).

Kirkland's citywide housing stock became more single family after annexation, going from 50% of the housing stock in 2000 to 60% in the 2010-2014 time period, as shown in **Exhibit 11**.

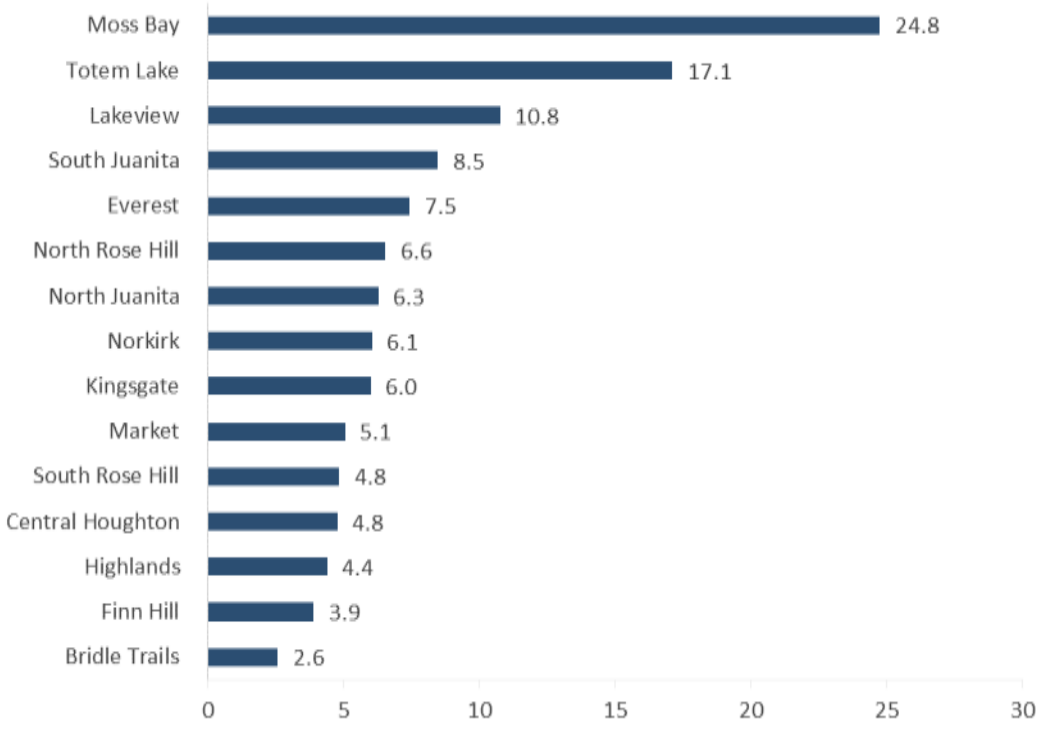
Exhibit 11. Kirkland Housing Units by Type, 2000 and 2010-2014



Source: (U.S. Census Bureau, 2000), (American Community Survey 2010-2014)

Kirkland's residential density varies significantly by neighborhood, as shown in **Exhibit 12**, with Moss Bay (which includes downtown) and Totem Lake the densest.

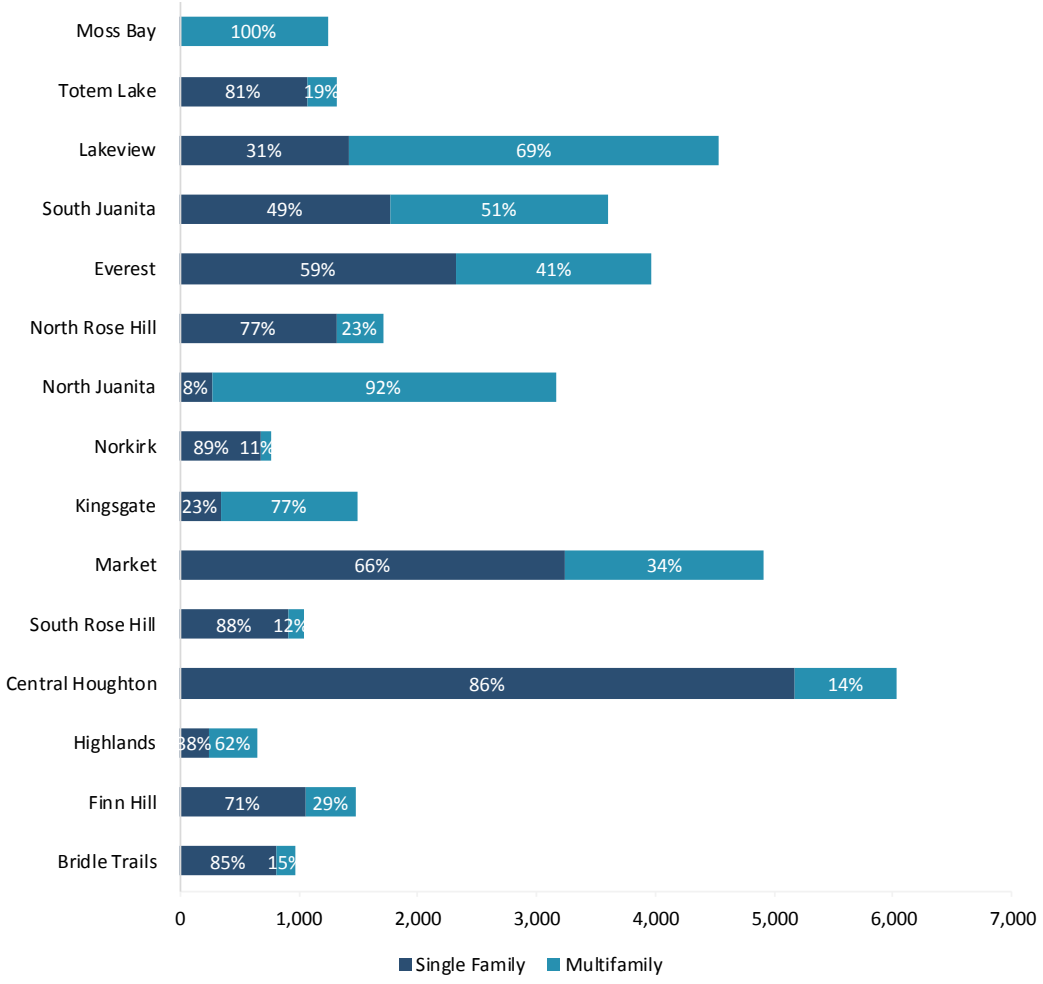
Exhibit 12. Residential Density by Neighborhood, 2013 (Units per Residential Acre)



Source: (City of Kirkland, 2015)

Similarly, the amount of single family and multifamily housing varies significantly by neighborhood, as shown in **Exhibit 13**.

Exhibit 13. Housing Units by Neighborhood, 2013

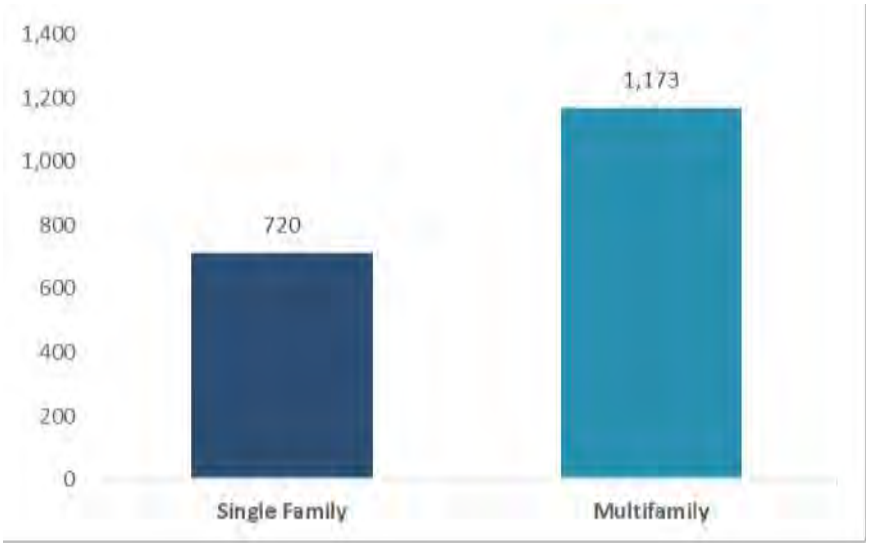


Source: (City of Kirkland, 2015, p. 80)

Housing Density and Form

An analysis of building permits shows that new residential construction in Kirkland over the past decade is primarily multifamily. Between 2006 and 2013, 2,373 new residential units were completed and 480 residential units were lost, creating a net gain of 1,893 housing units (Puget Sound Regional Council, 2006-2013). Of these net new units, 62% (1,173) were multifamily and 38% (720) were single family, as shown in **Exhibit 14**. The vast majority of net new multifamily units (1,042) were in structures with 50 or more units.

Exhibit 14. Net New Housing Units Permitted, by Type, 2006-2013



Source: (Puget Sound Regional Council, 2006-2013)

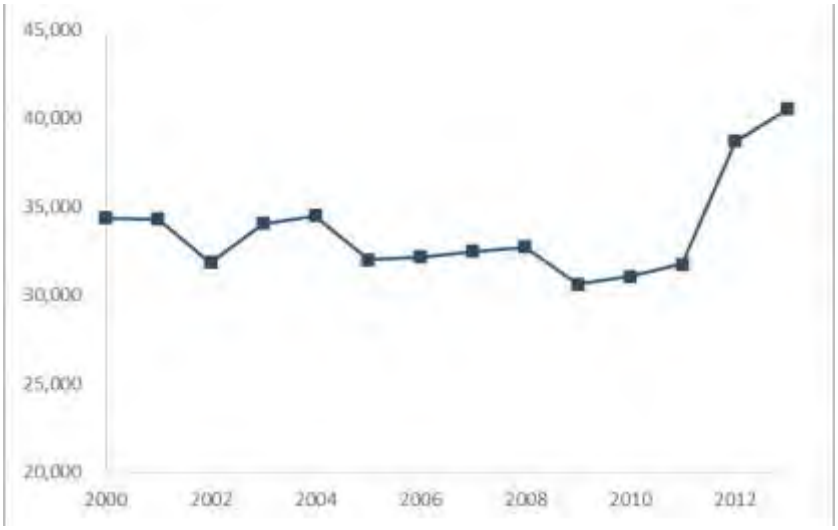
Over three-quarters of Kirkland's expected housing growth through 2035 is expected to be in multifamily housing units, with about one-quarter in single-family dwellings (City of Kirkland, 2015). This projection is based on the fact that the land parcels with development capacity are largely located in multifamily areas.

3.5 Employment

In 2013, the City of Kirkland had an estimated 40,514 "covered" jobs (Puget Sound Regional Council, 2013). Covered employment refers to positions covered by the Washington State Unemployment Insurance Act, which exempts self-employed persons, making total employment likely to be higher.

Employment in Kirkland has ebbed and flowed over the past 13 years, declining in 2005 and again in 2009, then rising dramatically in 2012, as shown in **Exhibit 15**. The sharp increase of jobs in 2011 and 2012 is likely due in part to a continuation of the national recovery from the recent recession, as well as the 2011 annexation of the Kingsgate, North Juanita, and Finn Hill neighborhoods, which contain several small commercial areas and employment centers.

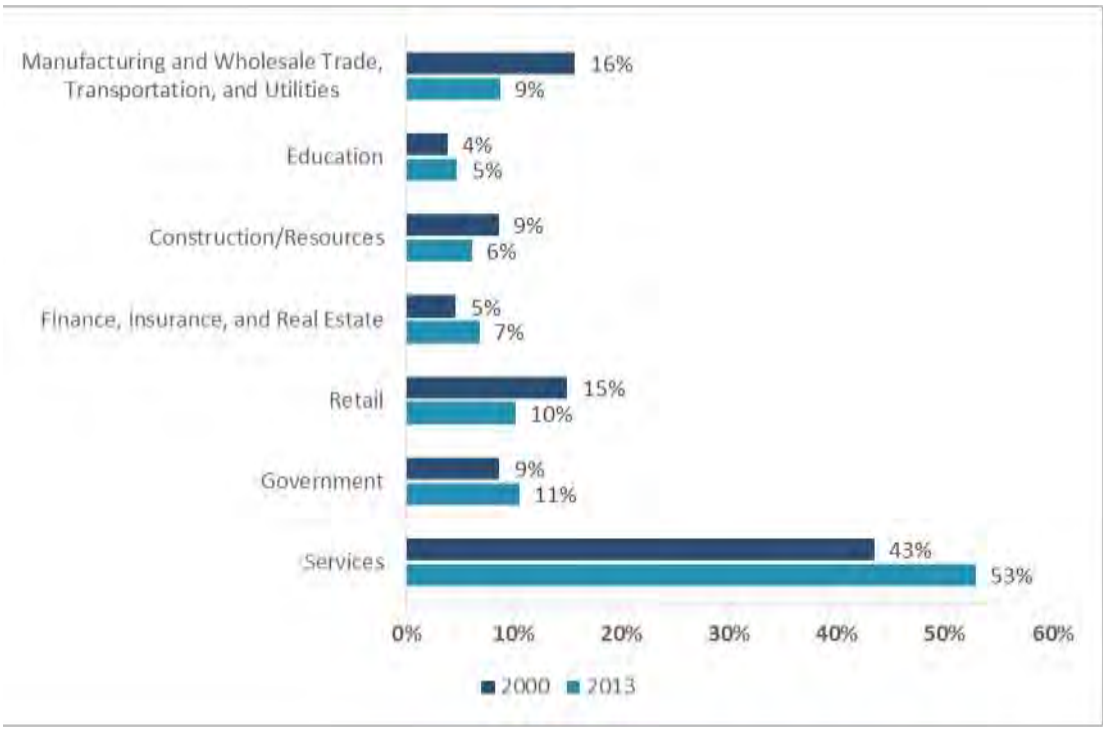
Exhibit 15. Covered Employment in Kirkland, 2000-2013



Source: (Puget Sound Regional Council, 2013)

Kirkland's economy and job base have also changed over time. The proportion of the Kirkland workforce employed in industrial and retail sectors has declined, while the proportion employed in services has increased, as shown in **Exhibit 16**.

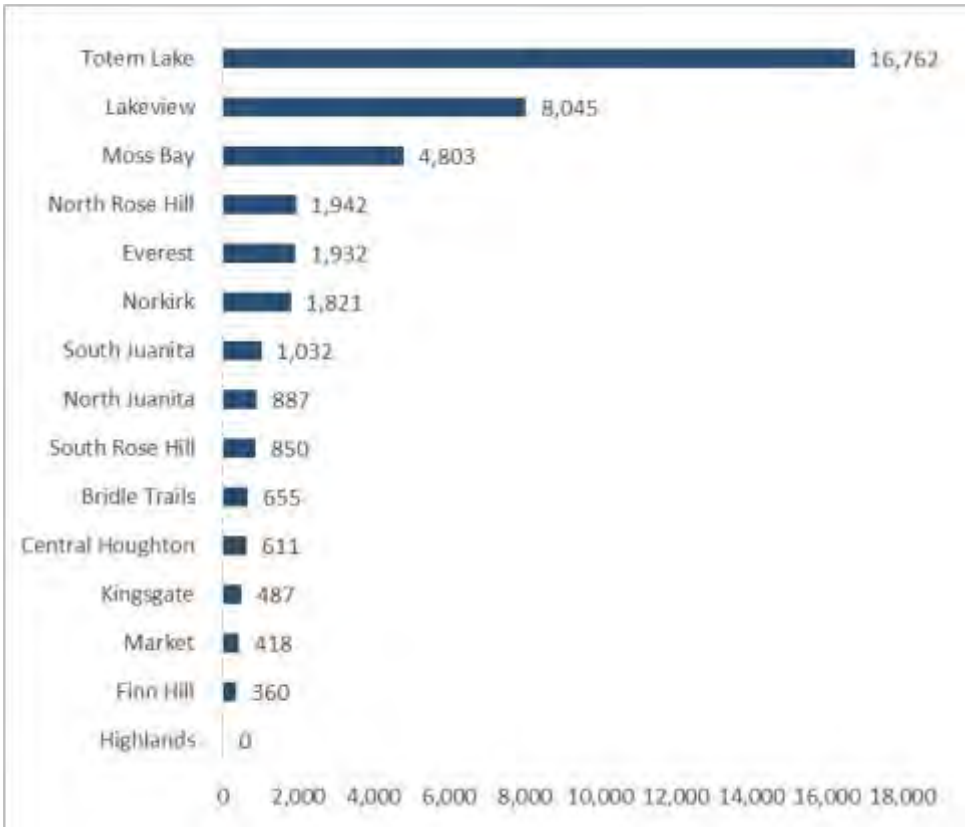
Exhibit 16. Kirkland Employment by Sector as Proportion of Total Employment, 2000 and 2013



Source: (Puget Sound Regional Council, 2013)

Kirkland's employment is geographically concentrated in the Totem Lake and Downtown areas, as shown in **Exhibit 17**.

Exhibit 17. Estimated Employees by Neighborhood, 2013



Source: (City of Kirkland, 2015, p. 81)

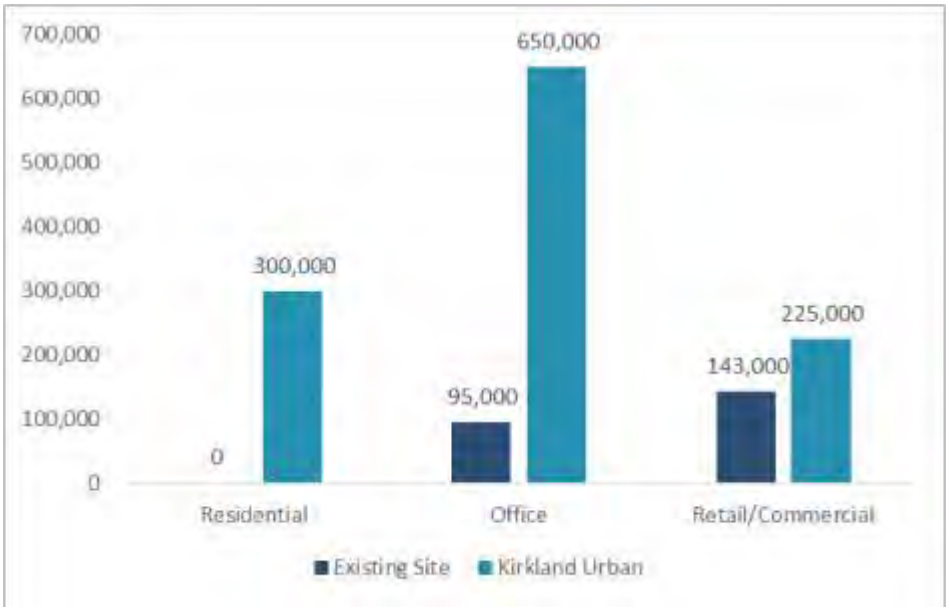
3.6 Development Projects that Could Impact Demand for Police Service

Kirkland is planning for the addition of over 22,000 new jobs by 2035, with the majority located in Totem Lake and Downtown (City of Kirkland, 2015).

Kirkland Urban

Kirkland Urban is a development under construction at 457 Central Way in downtown Kirkland. The site has served as a shopping center and office complex and is being redeveloped with approximately 300,000 square feet of residential, 650,000 square feet of office, and 225,000 square feet of retail/commercial space, as shown in **Exhibit 18**.

Exhibit 18. Development Uses, Existing and Proposed, at Kirkland Urban, in Square Feet



Source: (City of Kirkland, 2015)

The new development could net approximately 2,200 new office employees, 160 new retail employees, and 500 new residents (City of Kirkland, 2015).

Studies of Kirkland Urban and earlier development proposals at the site found the following potential impacts on law enforcement:

- Growth in retail and commercial establishments may result in increased shoplifting and fraud crimes at a rate similar to other retail businesses in Kirkland.
- Increases in vehicular and pedestrian traffic may result in a need for additional traffic enforcement. Total afternoon peak-hour trips generated by Kirkland Urban were estimated at 1,680.
- The new employees and residents at the site were estimated to generate between 235 and 701 new calls for service.[1] At one officer per 1,500 calls, this would require an additional 0.16 to 0.47 new police officers (City of Kirkland, 2015, pp. 35-36).

Totem Lake Mall Redevelopment

Totem Lake Mall is located on a 26-acre site within the Totem Lake Urban Center. The Totem Lake Mall Conceptual Master Plan envisions new buildings and parking structures, a redesigned public plaza, and changes to street connections. In addition to typical retail uses, office and residential use are

[1] Estimated calls for service is based on two methodologies used in earlier Parkplace studies: the Total Population method and Representative Development method. Under Total Population, a ratio of calls for police service per capita is developed based on Kirkland's total served population (residents and employees). Under that method, Kirkland Urban would generate an estimated 701 new calls for service. Under the Representative Development method, a ratio of calls per type of population is developed, including calls per office employee (.0125/year), calls per resident (.165/year), and calls per retail employee (.75/year). Under that method, Kirkland Urban would generate an estimated 235 new calls.

contemplated, and the completed Mall is expected to include up to 1,000,000 square feet. The project applicant is currently in the design review process.

Cross Kirkland Corridor

The Cross Kirkland Corridor is a 5.75-mile segment of the Eastside Rail Corridor, purchased by the City from the Port of Seattle in 2012. It traverses Kirkland from the South Kirkland Park and Ride to the city's northern boundary in the Totem Lake Business District as shown in **Exhibit 19**. If the trail is open at night, KPD will need to determine how to patrol it.

Exhibit 19. Cross Kirkland Corridor

4. REVIEW OF EXISTING CONDITIONS

4.1 Organization Mission and Values

During the third meeting of the Steering Committee, ideas for the Department's Mission and Values were generated by members through a facilitated process. Using these ideas, the entire Department then had the opportunity to weigh in on this content through a Department-wide survey.

Strong themes for the Mission emerged through that process, including:

- Protecting the community.
- Providing a safe community, both real and perceived.
- Preventing crime.
- Serving to the community.
- Protecting individual rights.
- Providing access to resources.

In addition to the Mission, staff were asked about to list and rank values that are actionable by Department personnel on a day-to-day basis and can be used to guide behavior and frame how individuals in the Department are evaluated. The results of that survey are shown in **Exhibit 20**.

Exhibit 20: Survey Results – Value Rankings

Ranking by Number of Mentions (added by open-ended responses)		Ranking by Weighted Score		Ranking with "Bonus Points"	
Professionalism	41	Integrity	4.56	Honor	4.31
Service	38	Honor	4.50	Accountability	4.25
Integrity	37	Accountability	4.40	Integrity	4.24
Honor	26	Courage	4.21	Courage	4.16
Accountability	24	Professionalism	4.18	Dedication	4.11
Respect	23	Dedication	4.14	Respect	4.09
Compassion	21	Respect	4.13	Professionalism	4.07
Connected to Community	21	Trust	4.06	Trust	4.05
Trust	20	Service	3.88	Service	3.95
Work ethic	19	Commitment	3.80	Commitment	3.82
Courage	19	Compassion	3.60	Compassion	3.71
Dedication	18	Worth ethic	3.38	Work ethic	3.47
Commitment	17				
Progressive	12				
Proactive	9				

Note: Similar words are combined into one concept (e.g. "Professionalism" and "High Standards; "Integrity" and "Honesty")

"Bonus points" added when Steering Committee suggestions were called out in open-ended question

4.2 Supervisory Structure, Performance Management and Accountability

Supervisory Structure and Span of Control

The Police Chief is supported by three Captains with oversight of Operations, Administration, and Professional Standards. Six Lieutenants oversee the following:

- Patrol (2).
- Corrections.
- Administration.
- Risk Management.
- Investigations.

The current supervisory span of control appears adequate. Neither supervisors nor subordinates indicated that the number of direct reports was the root cause of any issues.

Employee performance management systems and accountability

As an accredited agency, KPD is required to do yearly performance evaluations. In speaking with Department employees, we found widespread dissatisfaction with the present performance evaluation process. Moreover, several employees stated they had not been evaluated in some time. Comments about the evaluation form included:

- It lacks meaningful performance standards.
- It is not tailored to the specific positions being evaluated.
- It does not promote constructive discussion between the evaluator and the person being evaluated.
- It fails to contribute to a Personal Performance Plan for the individual being evaluated.
- It is administered infrequently and in a subjective manner.

There is a strong desire for a more meaningful evaluation processes for both commissioned and non-commissioned employees.

KPD Administration states that all employees received an evaluation in 2015, and that a new patrol evaluation was just completed.

Performance evaluation is clearly an opportunity for improvement that will be addressed in subsequent work on this project. It will be important to consider appropriate measures, as well as the performance evaluation process itself:

- There is a widespread and deep desire for processes that capture not only simple quantitative-based performance but also recognize the qualitative performance, especially in light of how patrol officers function as both first responders and as detectives conducting follow-up investigations. Employees further believe performance should be evaluated for how the individual supports the Mission, Vision, and Core Values of the Department.
- A regular and objective process and supporting tools must be developed.
- The Department should create a process for subordinates to evaluate superiors in a way that promotes a productive critique, ensures the anonymity of the subordinate, and protects them from retaliation. This should include separating supervisor evaluations from evaluations of subordinates.

4.3 Labor/Management Relations

Comments from command staff and the guild suggest that the communication and relationships between labor and management over approximately the past 14 months have noticeably improved, as reflected in

only two grievances having been filed during this time. A change in the leadership of the bargaining unit representing officers and first line supervisors is noted as a likely reason for this improvement.

The current relationship between labor and management appears to be collaborative and professional. Most issues are worked out informally without grievances or unfair labor practice complaints.

4.4 Personnel

The "quality and professionalism" of the Department's personnel are consistently noted as the foundation for the positive public image and relationships the Department enjoys within the community and among neighboring police organizations.

Issues related to the demographic makeup of the Department, staff retention, and recruitment are addressed in **Section 0**.

Due to Kirkland's recent and projected growth, the kinds and levels of service provided by the Department need to be established and will necessitate evaluating the capacity of the organization to meet community performance expectations. This is further discussed in **Section 4.7.**

Opportunities for Civilianization

Potential Benefits. Assigning civilians to functions within the department has several benefits including reduced costs and the ability to hire individuals with a specific area of expertise that will not be lost upon promotion or change in assignment.

The following possible positions may be well suited for civilians:

1. **Administrative Manager (potential new position)**

   Role: Overseeing technology, hiring, recruiting, records, fleet, facility, relationship with NORCOM. Most of the assignments the Administrative Captain has could be handled by a civilian, except for the Corrections function.

   Benefits: Less turnover in supervision, ability to hire an employee with a skills and abilities for this role, less time away from position for generalized law enforcement training.

2. **Technology Champion (potential new position or dedicated role for existing KPD employee)**

   Role: An internal KPD employee who can help supplement and best use the resources from the central Kirkland IT Department. This person would be a super user and trainer for KPD technology systems and could help the KPD command and Kirkland IT Department evaluate new technology for the department.

   Benefits: Internal subject matter expert who can work with City IT to prioritize KPD technology needs, research new technology tools, communicate with other law enforcement agencies to learn about technology tools to add efficiency and value to KPD.

3. **Additional Crime Analyst**

   Benefits: Additional support for patrol, detectives, and public crime information.

4. **Community Service Officers/Crime Prevention Officers**

   Role: Civilian or limited commissioned personnel can assist with duties that do not require a fully commissioned officer, such as transports, community meetings, gathering evidence, assisting with traffic direction.

Benefits: Civilian or limited commissioned personnel provide officers additional time to respond to calls and work cases. These positions generally are less expensive, require less equipment, less up-front and continuing training and can be a significant benefit to the department at a lower cost than a fully commissioned officer. These positions can call be a recruiting pool for potential law enforcement hires.

Examples: The following communities have civilian Community Service Officers or Crime Prevention Officers:

SeaTac, Shoreline, and Burien Departments and King Co. Sheriff's Office have Community Service Officers (CSO) who drive marked Community Service Officer vans. Community Service Officers are civilian employees who provide a variety of field and education services to the community and support services to police officers. Some of their duties include:

- Provide agency referral for substance abusers, indigents, juveniles, and victims of crime.
- Assist patrol with investigations of juvenile problems and child abuse and neglect.
- Take incident reports and provide information on laws and ordinances. Attempt to resolve problems or refer complaints to appropriate agencies.
- Direct traffic in emergency and accident situations.
- Conduct crime prevention activities.
- Act as a department liaison with various community organizations.
- Mediate conflict in family, neighbor, and landlord/tenant disputes.
- Provide updated information to officers and the public, including referrals for social services.

Lacey Police Department: Community Service Officers (CSOs) perform duties related to law enforcement requiring a limited commission, but do not carry firearms.

- Transports misdemeanor and felony prisoners from the field to the Lacey Police Department for processing.
- Transports Lacey prisoners from contracted city and county jails to court and back; transports to Olympia, Thurston County, and Juvenile Detention where the CSO is responsible for pre-booking process.
- Responsible for standing by with prisoners who have been transported to the hospital emergency from the field.
- Transports evidence to the Washington State Patrol Crime Lab.
- Marks and tags abandoned vehicles.
- Responsible for completing impound reports
- Will be dispatched to blocking and non-blocking disabled vehicles, for various found property and lost property calls
- Responsible for writing appropriate reports.
- Responds to traffic accidents with Patrol Officers for the purpose of traffic control, may assist with gathering various information at the scene.
- Responsible for pick-up and delivery of warrants and teletypes, victim and suspect statements, department equipment and/or vehicles
- Sets up speed radar board at various locations;
- Delivers City Council packets; conducts house checks for citizens on vacation; and assists with crime prevention programs by distributing literature and answering questions.

- Assists front office staff with phones, walk-ins, responding to inquiries, and filing and sorting, and other duties as assigned.

City of Mukilteo:

The Mukilteo Police Department has three Community Service Officers: an Animal Control Officer and Two Park Rangers. These positions are limited commissioned civilian employees reporting to the Police Commander. A Community Service Officer has three major responsibilities:

- Animal Control
- Parking Enforcement
- Assist in Support Services

City of Seattle Crime Prevention Coordinators

- Applies the principles and methods of crime prevention, communications, public relations, public information dissemination, public education, community organizing, and citizen motivation to effectively interact with citizens.
- Works with the community to decrease crime by developing, implementing, and coordinating a variety of police programs in the area of crime prevention.
- Make professional public presentations (e.g. Neighborhood Watch meetings and community safety programs) throughout the City to citizens, businesses, community leaders, and the media.
- Gather data and statistics about specific programs in order to disseminate crime statistics to residents and businesses.
- Develops brochures, posters, slides and other informational material, including layout and design.
- Organizes special Seattle Police Department functions such as Night Out, Community Clean Up, and help organize and participate in Precinct Picnics.
- Attends community block watch meetings, community crime prevention meetings, and selected city council meetings.

Opportunities for Limited Commissioned Positions

Potential Benefits. Limited commissioned officers do not need to attend a full Basic Law Enforcement or Corrections Academy. Accordingly, the initial training costs are significantly less. Continuing training is generally less time consuming and expensive – but the specifics will depend on what duties are assigned to the limited commissioned personnel. Some may have gone through citizen's academy or reserve academy.

Limited commissioned personnel can be a potential hiring pool for law enforcement or corrections officers.

Role. Limited Commissioned personnel can:

- Direct traffic.
- Complete paperwork at the scene.
- Serve as CSOs doing community engagement.
- Conduct jail transfers.
- Package evidence.

Examples: The following communities use limited commission positions:

- King County Sheriff's Office Marshals – King County Marshals hold a special law enforcement commission that allows them to perform law enforcement duties while on duty. The Marshals do weapons screening and provide law enforcement at Courthouses. Many of the marshals are former reserve officers or retired law enforcement.

- Redmond Police Department Police Support Officers - The department's five Police Support Officers receive a limited commission from the Chief of Police which gives them the authority to detain suspects in-custody, write parking citations, and issue infractions to drivers involved in a collision. Their primary functions are transporting prisoners, handling parking complaints and investigating minor collisions. Police Support Officers are able to assist officers with booking prisoners in the holding facility. Police Support Officers assist sworn personnel at collision and crimes scenes by helping with traffic control, transports, and logging information.

- State of Washington Park Rangers: (unarmed)

  Duties:
  - Limited Commissioned Park rangers are responsible for protecting, state parks, and ensuring the safety and welfare of park visitors.
  - They issue non-traffic civil infraction notices such as Discover Pass violations, boat launch violations and overnight parking violations.
  - May assist with investigations.
  - Educates the public on park rules and directs traffic. Prepares written reports. This position does not carry a firearm as part of his/her duties.
  - Gives presentations to groups of various sizes, answering questions and giving directions. Informs the local community of park changes.
  - Registers park visitors and assigns them to appropriate areas; collects and accounts for fees; answers questions and explains park policies and regulations.
  - Updates manuals; records traffic counter readings; completes law enforcement reports, vehicle and equipment usage reports, attendance reports, incident reports, cash receipt transmittals, purchasing requisitions, employee timesheets, and other reports as assigned or needed; and performs expenditure reconciliations.

4.5 Internal Communications and Culture

The functioning of any organization is as dependent on internal communications and culture as it is on having the proper people, training, equipment, and procedures. The findings related to internal communication and culture represent significant challenges for KPD that must be addressed for it to achieve its full potential.

Poor vertical and horizontal communication flow

Internal communication was frequently flagged as an area in need of improvement, including both vertical and horizontal information flow:

- Vertical communication flow should be improved to support the effective dissemination of command direction, organizational and individual performance expectations, and revisions in departmental policies and procedures. In addition, vertical communication improvements are required for

identifying and clarifying decision-making processes and promoting constructive feedback and input from employees.

- Horizontal communication flow is described as being "siloed," i.e., *intra*-unit information may flow well but *inter*-unit information flows poorly, creating information voids or confusion that generate inaccurate speculation, rumor, and ill will.

Cultural challenges created by the new facility

The new facility is greatly appreciated and generally perceived as functional and spacious. However, it also is viewed as having disrupted formal and informal communication flows by spreading out the workforce and compartmentalizing units, both of which result in more reliance on e-mail and phone contact rather than face-to-face conversation. It also creates physical barriers to co-workers easily encountering one another. Notably, this is in comparison to the coerced closeness of the previous facility where space was much more limited.

Many comments about KPD culture conveyed a melancholy mood engendered by a feeling of "loss." Related comments described a loss of "the KPD family" or "KPD teamwork." While, clearly, employees appreciate the new facility, it also appears that its size and layout have adversely affected what previously had been a stronger feeling of unity and comradery among employees. Comments suggest the additional space discourages employees from socializing and seeing one another, accentuates role or power distinctions among employees, and contributes to a sense of exclusion that discourages meaningful interactions.

In addition, walls not reaching ceiling height and the absence or insufficiency of noise-reducing materials interferes with communication and makes private conversations more difficult.

Significant challenges to employee morale and retention, and to KPD's ability to be a high performing and learning organization

A divided culture and strong hierarchy limits innovation and organizational learning and improvement. Operations are overly influenced by cliques within the organization. These cliques can be described as representing different perspectives between those who were in the KPD before the annexation (those who are older or more experienced) and those who arrived as a result of the increased hiring resulting from the annexation (those who are younger or less experienced) and are more comfortable with technology and "new ways of doing business."

We found a widespread feeling among rank and file that the KPD suffers from a "vacuum of innovation," with senior leadership holding to an "old-school mindset" where there is limited delegation of tasks. Decision-making is described as too hierarchical, restricting employee initiative and job satisfaction.

There is an expressed eagerness among many to "modernize" the Department, to evolve beyond "how we have always done things," and to employ newer technology. There is also a desire for less top-down oriented management and a more collaborative and inclusive approach, especially given the "quality and professionalism" of Department personnel (this is the perspective employees have of themselves).

Morale could likely be enhanced by greater inclusiveness of employees in overall Department operations. Employees express a strong desire to actively participate in generating new and improved ways of doing business; enhancing their performance through personal development and challenging expectations; and receiving appreciation for their skills, competence, enthusiasm, and teamwork.

Proactive change management is needed. The residual effects of recent significant changes (annexation, staffing expansion, new facility, new patrol work shifts, and the anticipation of additional change resulting from the imminent selection of a new Chief of Police) continue to ripple through the Department, creating

concurrent feelings of loss and hopefulness among employees. There is a need for a proactive change management approach to address these issues head on.

Challenges for Non-Commissioned Employees

Several themes about internal communications and culture emerged from a meeting with Non-Commissioned employees. The input below represents what was heard at that meeting.

While non-Commissioned employees love their jobs, there is also a feeling of not being valued, known, or communicated with.

Employees feel they are treated differently than commissioned officers. They aren't asked their opinion on decisions that impact them, and they don't receive information via email that goes only to commissioned officers. This makes them feel uninformed and undervalued.

There is a feeling that supervisors do not interact with the non-commissioned employees enough, and don't understand what they do. It's a structural problem - supervisors have too much on their plate, but there is a desire to feel heard and for their concerns to be acknowledged.

Employees feel that their skills aren't recognized or acknowledged, and they aren't being used to their potential. It was stated that most non-commissioned employees do not have promotional opportunities.

Evaluation process isn't useful when supervisors don't understand an employee's role or job duties. The lack of promotional opportunities also reduces the importance of evaluations.

The impact of the new building has been particularly strong on non-commissioned employees. The layout, with small groups separated and behind locked doors, isolates employees from the patrol officers and from each other. Statements included "The sense of family is gone" and "We're grateful for the new building, but it's destroyed the comradery." This has hurt morale.

Employees feel that there is a lack of transparency for decision making on requests, such as for new equipment. Decisions take a long time, they don't know who makes the decision, the requests "get lost," and it's difficult to find out what's happening.

There is a feeling that the Department as a whole is not innovative enough, and there is a resistance to change. They would love to have leaders who are not afraid to shake things up.

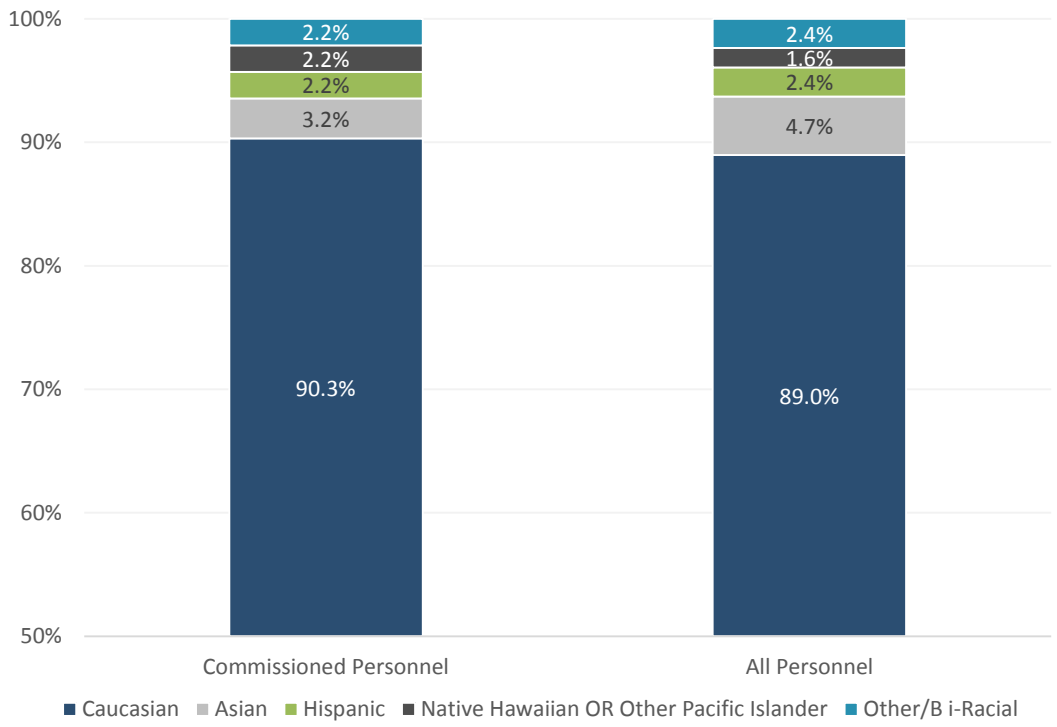
4.6 Workforce Demographics, Turnover, Recruitment, and Succession Planning

Workforce Demographics

Diversity

In 2015, the Kirkland Police Department on the whole was 89% White, 5% Asian, 2% Native Hawaiian or Other Pacific Islander residents, 2% Hispanic, and 2% Other/Bi-Racial (KPD, 2015). The racial makeup of the Department is significantly less diverse than the residents of the City of Kirkland. As discussed in **Section 3.3** in 2013, the City's population was 77.4% White, 13.8% Asian or Pacific Islander residents, 1.4% Black, 1.7% some other race, and 5.1% two or more races. In addition, 7.3% of residents identified themselves as being of Hispanic or Latino origin (U.S. Census Bureau, 2015). When isolating commissioned personnel, the percentage of Asian employees decreases 1.5 percentage points (3.2%) and the percentage of Caucasian employees increases by 1.3 percentage points (90.3%).

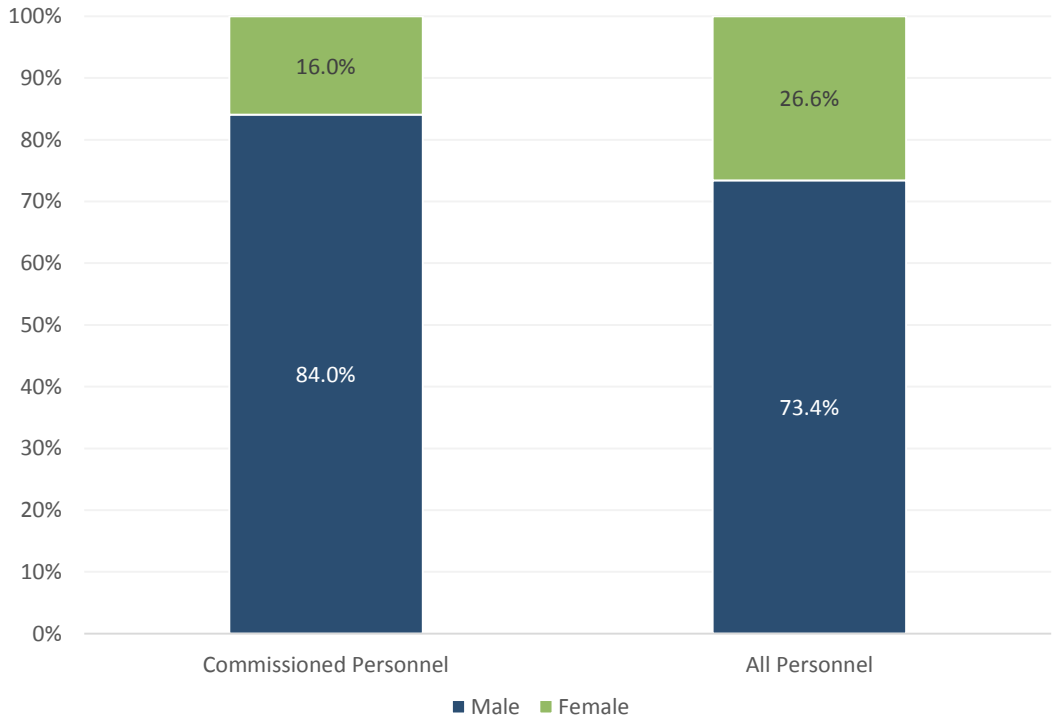
Exhibit 21: Race/Ethnicity of KPD Personnel, 2015



Source: (KPD, 2015)

In 2015, just over a quarter of Kirkland Police Department was female and 73.4% was male. When isolating commissioned personnel, the percentage of female employees decreases by 10.6 percentage points (16%).

Exhibit 22: Gender of KPD Personnel, 2015



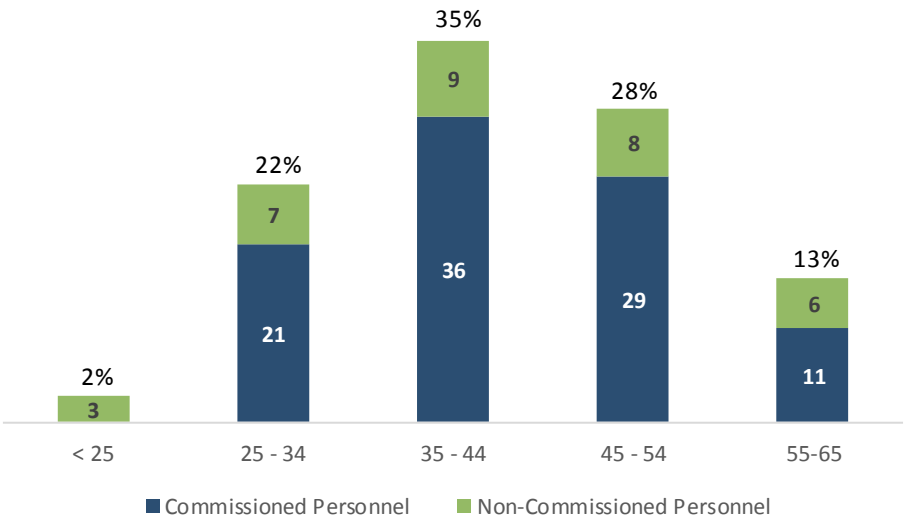
Source: (KPD, 2015)

Age, Retirements, and Employee Turnover

Age

In 2015, over 41% of the Kirkland Police Department was over the age of 45. A breakout of age by division was not available for this assessment, but since retirement eligibility for commissioned personnel starts at age 50, depending on years of service, a large proportion of the Department is anticipated to either already be eligible to retire or to become eligible to retire in the next five years.

Exhibit 23: Age Distribution of KPD Personnel

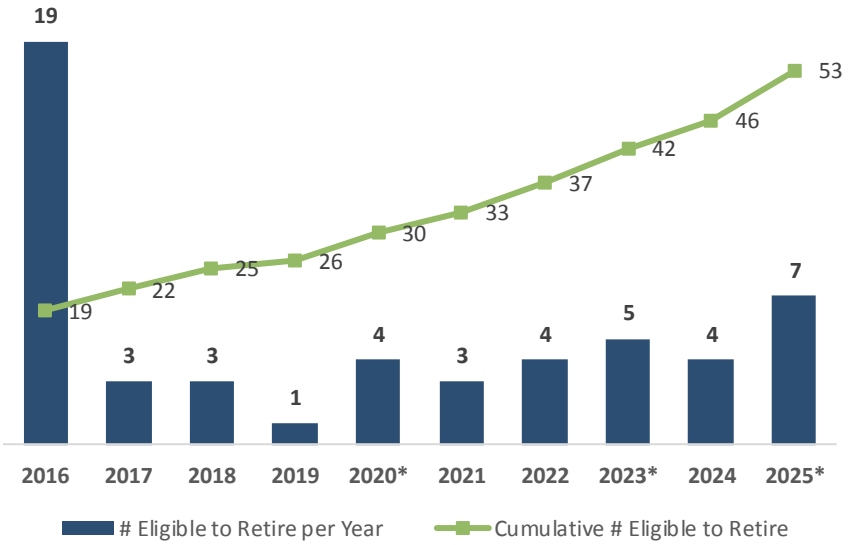


Source: (Kirkland, Longevity & Age , 2015)

Retirements

Exhibit 24 shows anticipated retirement based on years of service and age, representing commissioned personnel in the Department eligible to retire with 50 years of age and 20 years of service, 53 years of age and five years of service, or 65 years of age regardless of years of service, as well as non-commissioned personnel that will reach 65 years of age. With this basic definition, about 40% of the Kirkland Police Department will be eligible to retire within the next nine years, with an average of 5.3 employees per year, including 2016.

Exhibit 24: Personnel Eligible to Retire by Year

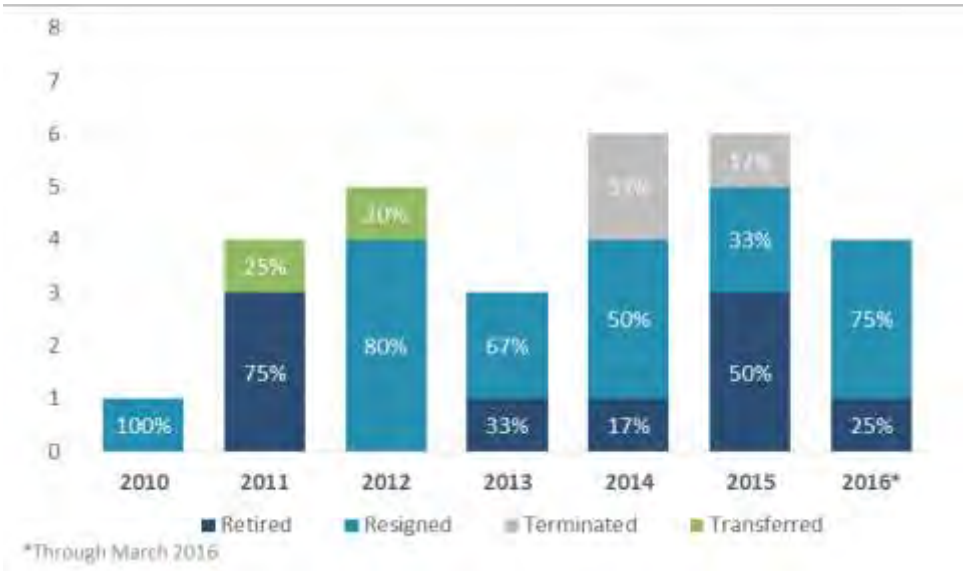


Note: Number eligible to retire calculated as commissioned staff who have either: 20 years of service *and* have reached 50 years of age, 5 years of service *and* have reached 53 years of age, *or* have reached 65 years of age regardless of years of service.
*Years that include one to two non-commissioned personnel that have reached 65 years of age.
Source: (Kirkland, Longevity & Age , 2015)

Employee Turnover

As shown in **Exhibit 25**, Kirkland Police Department had turnover ranging from one in 2010 to six in 2014 and 2015. Over this time Kirkland averaged a four-employee turnover per year. In almost every year, the most prevalent reason for turnover is resignations, with an average of two per year.

Exhibit 25: Employee Turnover 2010 – 2016



Source: (Kirkland, 2010 - 2016 Turnover, 2016)

Succession Planning and Recruitment

KPD pays close attention to the composition of its workforce as it relates to age, seniority, and retirement eligibility. This information is used in budget and hiring projections, and was part of a recent presentation to the Kirkland Civil Service Boards supporting a change in hiring requirements to encourage more lateral recruitment.

Additional resources could be spent on individual development plans, and a framework for all employees to be aware of the competencies required for each rank and specialty position.

Recruitment and Hiring

The Department should create a plan for recruiting and reporting hiring focused on desired competencies, and look for ways to attract more women and minorities. The City and Police Department have many positive attributes that could influence potential recruits. The Police Department facility and equipment are state of the art, salary and benefits are competitive, the financial management of the city is stable, the Department enjoys widespread support from peer agencies, the community, and the City administration, and the physical and cultural environment of the city is very appealing. The Department could increase its media presence, promoting the Department as a superior workplace at public events, and hosting trainings and other events at the new Justice Center facility.

The Department has recently announced a new recruitment plan to attract more officers and fill vacancies through lateral and new hires. The proposed strategy includes radio, mass transit advertising, attending career fairs, and updated brochures and business card handouts.

As noted by community stakeholders, partnerships with local organizations and community-based organizations could be used to raise KPD's profile and reputation with members of diverse communities.

The Department should also review all of its oral board testing, background screening, and minimum qualifications criteria to evaluate whether these standards are still relevant to its desired workforce.

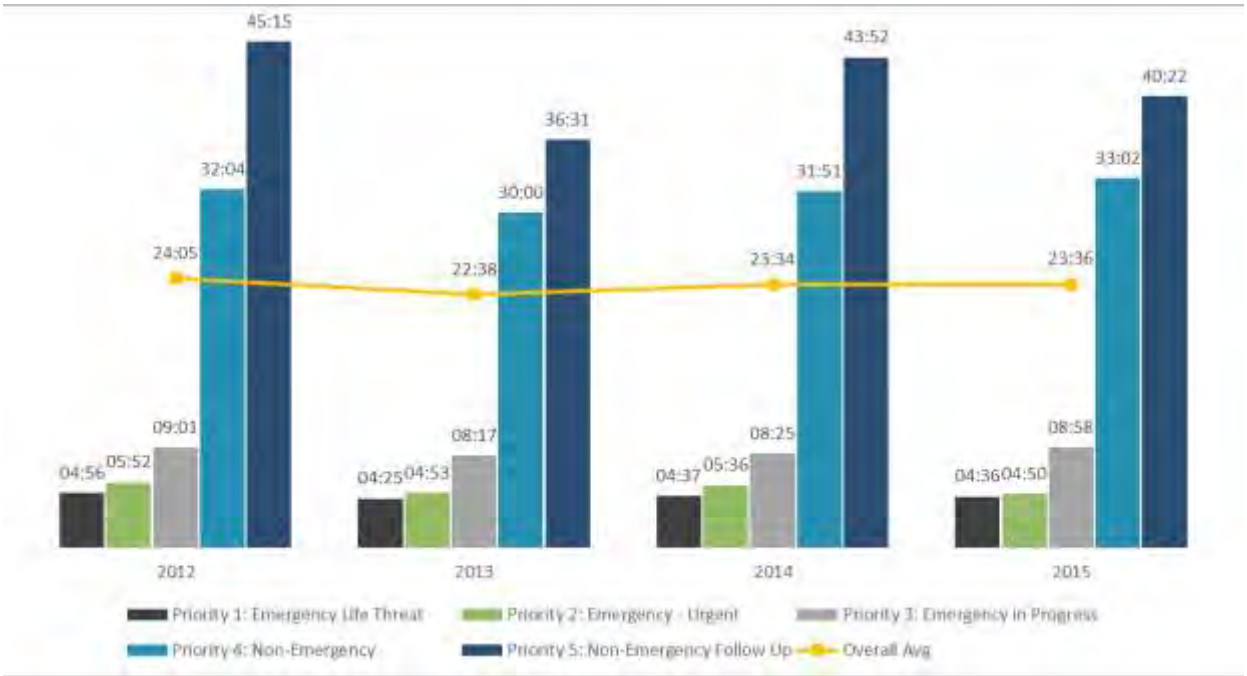
4.7 Performance, Resource Levels, and Deployment

Performance: Response Times and Case Clearance Rates

Response Times

Exhibit 26 shows Kirkland's average response times by type of call for 2012 to 2015. These response times represent the time between when an initial call is created and the arrival time of the first unit on the scene. Since response times are calculated several different ways and priority rankings vary by department, there isn't an accepted standard for response times. The best gauge of appropriate response time is citizen satisfaction. The community scores Kirkland received are very high on response times for serious crimes, where Kirkland has an average response time of 4 minutes and 28 seconds for Priority 1 calls, which include immediate threats to life and an average response time of 5 minutes and 18 seconds for Priority 2 calls, which include imminent threats to life. In 2015, Kirkland was able to decrease both its Priority 1 and Priority 2 response times. Public concerns about response time are most frequently related to low-level crimes. Kirkland's Priority 4 calls, which include non-emergency calls, have increased over the last four years, with an average response time of 31 minutes and 41 seconds. Kirkland's non-emergency follow-up response times vary from year to year, but average 41 minutes and ten seconds over the 2012 to 2015 period.

Exhibit 26. Response Times, 2012 - 2015



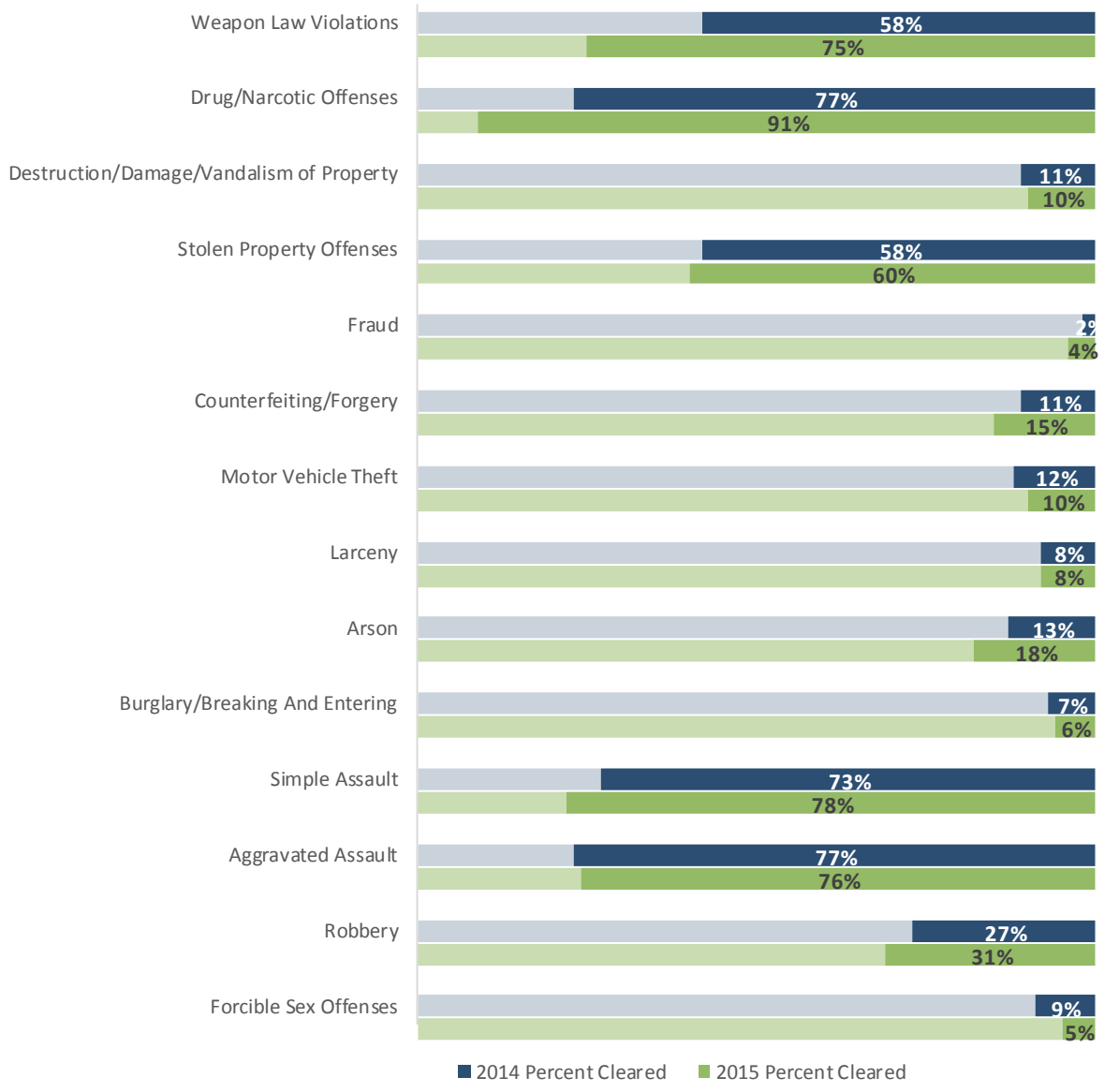
Note: The average response times were provided by KPD and have the following caveats: "Priority 1 and Priority 2 response time averages were calculated using 95% of available data. Priority 3, 4, & 5 response time averages are calculated using 98% of available data". Response times are calculated from the time of initial call creation to the time of the arrival of the first unit on scene.

Source: (Kirkland, Response Times by Type of Call (Average), 2015)

Clearance Rates

Clearance rates are the relationship between number of crimes cleared compared to the number of crimes recorded. In general, clearance rates increased in 2015, with the most progress being found in clearance of drug and narcotic offenses as well as weapon law violations. Decrease in clearance rates were found in the crimes destruction of property, motor vehicle theft, breaking and entering, and forcible sex offenses.

Exhibit 27: 2014 and 2015 Clearance Rates by Crime Category



Source: (Kirkland, Calls for Service - Crime Stats - Clearance Rate, 2014 - 2015)

Staffing levels related to community outreach

Interviews with City of Kirkland staff noted that officer involvement in internal City meetings (for example related to special events planning and collaborating with other departments on addressing the city's growing homeless population) was valuable. Similarly, community stakeholders reported an appreciation – and desire for more – police involvement in community development and social support functions. An expansion of these roles may require more consistent, dedicated resources.

Performance-based Staffing Study of Patrol

BERK conducted a performance-based staffing study to understand the current workload of Patrol and the demand for service in Kirkland. Patrol was selected for this quantitative analysis because it represents

the largest share of personnel in the Department and patrol's capacity is directly linked with other departmental groups, and in turn those groups' capacity affects Patrol. In addition to determining Patrol's current capacity, BERK assessed the resources required to create time to meet the Council goal to "provide for public safety through a community-based approach that focuses on prevention of problems and a timely response."

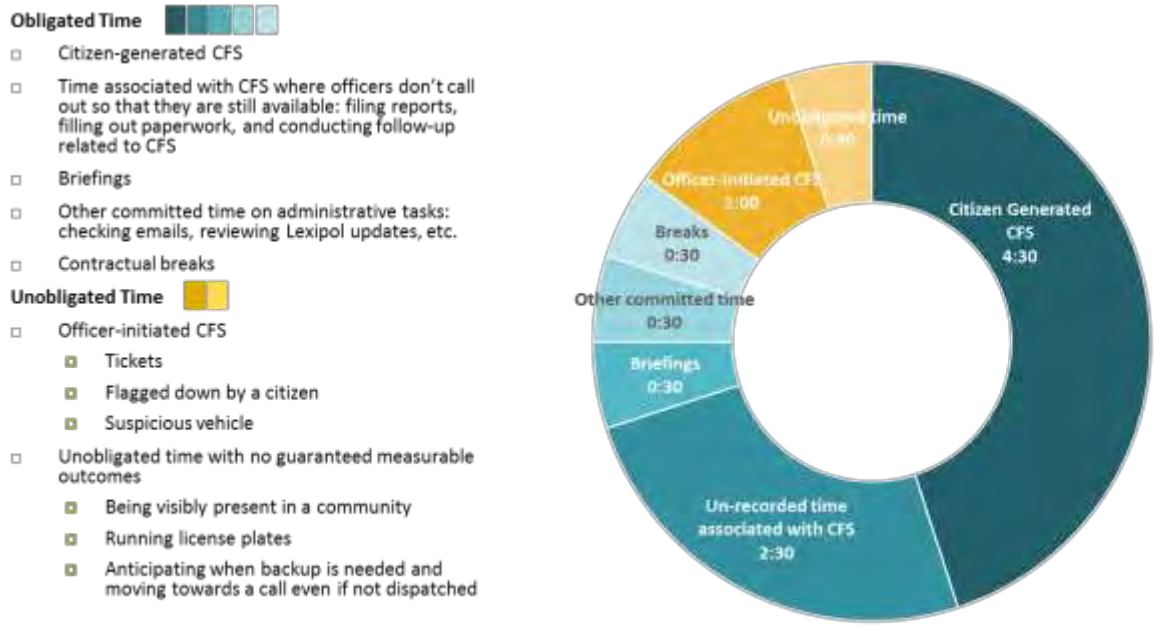
A departmental shift to community policing and a less reactive focus on crime prevention requires the involvement of many different work groups, not just patrol officers.

Typical day on Patrol – February 2016.

To understand a typical patrol shift we analyzed data for the month of February after the implementation of the new 10-hour shifts (February 4, 2016 – February 29, 2016). By matching calls for service with actual hours worked for that month, referencing the contract to determine break lengths, and interviewing patrol to understand time not spent "called-out" we saw the typical day start to take shape. The results of this analysis can be found in **Exhibit 28**.

The results show that 45% of an officer's time is spent responding to citizen-generated calls for service. The most common types of these calls include responding to alarms, responding to calls of questionable activity, motor vehicle prowls, and traffic calls – such as accidents or items in the roadway. This percent represents a reactive model of policing, with officers running from call to call. Paired with their additional duties, such as paperwork and report-writing tied to calls-for-service, which most officers said took just as much time as the calls themselves, there is no time left in an officer's day for proactive or directed patrol that is dedicated to preventing crimes before they start. Proactive patrol includes activities such as being present in a high car prowl area during the times that car prowls typically take place.

Exhibit 28: Typical Day on Patrol, February 2016



Source: (NORCOM, Calls-for-service data, 2015 – 2016) (Kirkland, Agreement By and Between City of Kirkland and Kirkland Police Guild Commissioned Staff, 2014 – 2016) and Interviews with Patrol

Workload-based assessment of Patrol

A current model of KPD's policing was built using the methods described in ***A Performance-Based Approach to Police Staffing and Allocation*** by Jeremy M. Wilson and Alexander Weiss, 2012. Using those same methods, a complementary model was created to determine what additional capacity, if any, would be required to shift the current policing style toward the community-based preventive policing that the community and Council desire. The process is outlined in **Exhibit 29** and walked through in detail below.

Exhibit 29: Workload-based Assessment Steps

Step 1: Determine Annual Citizen/Other generated CFS

- Considerations: How many units respond to each CFS

Step 2: Determine hours spent on Citizen/other-generated CFS

- Considerations: How much time does an assisting officer spend on a CFS

Step 3: Determine minimum number of officers required if working 10 hours/day, 365 days/year

Step 4: Determine & apply the Shift Relief Factor

- Considerations: How many hours per year is an officer available to work?

Step 5: Determine & Apply what percent of shift an officer spends responding to citizen/other-generated CFS

Step 1. Annual citizen-generated calls for service and officers required to answer calls for service.

The goal of this step is to determine demand for service, by isolating calls created outside of the control of individual officers. This forms the workload demand base for the analysis. Typical call-for-service production was determined using data provided by NORCOM for the year dated April 1, 2015 – March 31, 2016. The number of reactive calls, those outside the control of the Department – typically created by citizen's or other agencies, were found to represent just over 56% of all calls. These reactive calls were identified using assumptions provided by NORCOM identifying the percentage of each call type that is typically initiated by an officer versus generated outside of the Department by a citizen or other agency. Since we are specifically analyzing the patrol unit, and not the traffic or investigations unit, we also had to isolate calls that according to protocol should be handled by patrol. These assumptions were provided by KPD leadership.

Using both assumptions, we were able to determine that the citizen-generated demand on patrol service is about 27,600 calls per year.

We also found that many calls for service require a multi-officer response, such as alarm and domestic violence calls, meaning that more than one officer responds to a call. The computer aided dispatch system (CAD) reported that on average, there were 1.57 officers responding to a citizen-initiated patrol call for service. To determine the officers required to answer each call for service, we multiplied the annual citizen-initiated calls for service by the number officers responding to find that total modified calls for service to be 43,300 annual calls for service.

Step 2. Time spent on calls for service.

This step turns the number of calls for service in to the time spent by officers. The average time spent on a citizen-generated call for service is the time between when a call is dispatched to when a call is closed. In February 2016 the average time spent on a citizen-initiated call for service was 56 minutes and the average time spent on a citizen-generated call for service over the year was 54 minutes. These times are recorded in CAD and were provided by NORCOM by incident. Because calls have multiple responding units, and not all responding units spend the same amount of time on a call, through interviews with patrol and discussion with the steering committee, it was assumed that backup spends 75% of the time of the primary responder on each call requiring a multiple officer response.

Using the annual assumptions, including those for backup responses, patrol officers spend 37,000 hours on calls for service each year.

Step 3. Minimum officers required.

If an officer was available to work 10 hours a day, 365 days a year, the department would need 10.4 officers to respond to the current demand in calls for service.

Step 4. Shift Relief Factor.

Officers are not able to work every day and there are constraints on when they are available due to regular schedules (4 days on, 3 days off), vacation time, sick time, training, and regular leave such as bereavement, jury duty, military duty, etc. To take this into consideration the Agency Shift Relief Factor (SRF) was determined. The SRF represents the number of officers that need to be assigned to a shift to make sure that one is working any given shift.

Agency Shift Relief Factor

$$\frac{\text{365 days a year x 10-hour long shifts}}{\text{(365 x 10 – Total hours off)}}$$

3650 / (3650 – 2,067)

2.31

2.31 officers need to be assigned to a shift in order for one to be present to work that shift. This is due to allowances for regular days off and other time off (vacation, sick time, military leave, etc.).

Step 5. Performance Objective.

A performance objective is a framework for how the Department wants to police and it should be informed by community desires and the Department's Philosophy, Mission, Vision, and Values. In the staffing model, the performance objective assigns an officer's time to different policing activities. If more time is assigned to community policing and crime prevention, then less time would be spent by an individual officer on each call for service. But when call for service response time is fixed, additional capacity is needed to decrease this ratio.

When modeling the current workload, we found that officers spend approximately 45% of their time on citizen-generated calls for service, to determine what capacity would be required if more time were dedicated to community policing and crime prevention we applied one standard, developed by the International Association of Chiefs of Police (IACP) over three decades ago, which assumes that 33% of time should be devoted to calls for service.

As seen in **Exhibit 30**, the analysis displays the actual number of police officers working in February under the current reactive model of policing. In February this number was 54 although the authorized level was 60 officers. Then, applying the IACP standard to the annual averages, the capacity required to make time for proactive directed patrol increases to 71 officers, which is 11 officers more than currently authorized.

Exhibit 30: Workload Based Assessment Assumptions and Results

	Average Time Spent on CFS	Average # of units responding to a call	% of Primary's Time that Backup spends on CFS	Time an officer is available to handle calls for service if working 10 hours/day, 365 days/year	Shift Relief Factor	Peformance Objective
February	0.96	1.57	75%	3,650	2.31	45%
Annual	0.94	1.57	75%	3,650	2.39	33%

	Annual Citizen-generated patrol CFS w/ Backup assumption (calls)	Time Spent on Annual Citizen-generated CFS w/ backup assumptions (hours)	Min. Officers required if available 10 hours/day, 365 days/year (officers)	Min. Officers required with Shift Relief Factor (Officers)	Minimum Officers Required to meet Performance Objective (Officers)
February	43,300	37,800	10.4	23.9	**54**
Future	43,300	37,000	10.1	23.4	**71**

Note: In February the Department was authorized for 60 officers, with 54 officers working.

Conclusions

To meet desire for community-based preventive policing, additional capacity will be required within Patrol and other supporting departments. Population and development growth will increase the need for Patrol resources over time. There are currently 0.31 citizen-generated calls per capita, projected out to 2035 population estimates from the City's comprehensive plan, Kirkland Police Department can expect an increase of 26% over today's estimate of 71 officers to meet the IACP performance objective.

The 33% performance objective is only one standard to use for policing and future goals should be focused on community desires.

Shift Schedule and Overtime Use

Benefits to new patrol schedule – and an opportunity to improve

The Department recently moved to a new 4-10 patrol schedule, which has been well received by officers and supervisors and is seen as preferable to the former 12-hour rotating shift. The new schedule allows for more free time for personal activities on work days, and less fatigue at the end of a week of long shifts.

Adjustments and planning are needed to get the maximum benefit from the overlap day. On the overlap day there are fewer cars available than officers working. The overlap day also provides an opportunity to provide training or other development programs when the Department is more fully staffed.

Overtime use

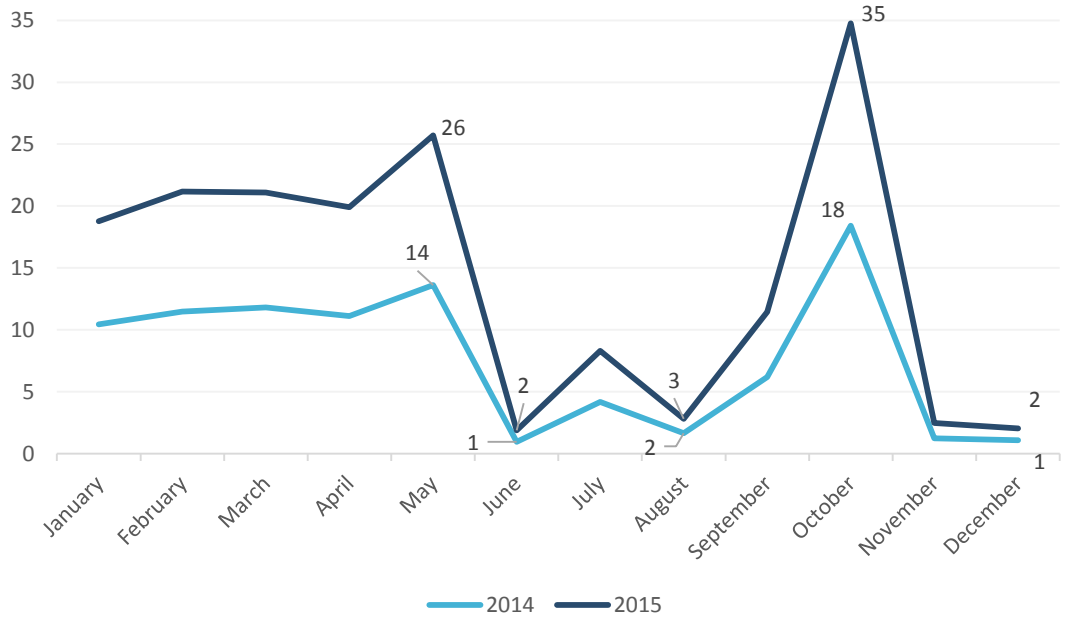
Slightly over 50% of overtime use in 2015 was spent on Training, Personnel Fill-in and "Other," which in **Exhibit 31** includes CPS referrals.

Exhibit 31: Overtime Hours by Type, 2015

Source: (Kirkland, Logged Overtime Hours, 2014 - 2015)

Excessive overtime use can be an indicator of burnout, and overtime use in Kirkland peaks in May and October of each year, with 2015 overtime hours reaching close to a typical 40-hour work week. **Exhibit 32** shows similar trends in overtime use over the year when comparing 2014 and 2015, but 2015 experienced an increase in overtime use over 2014, sometimes in excess of 15 hours per month.

Exhibit 32: Overtime hours per FTE by Month, 2014 and 2015



Source: (Kirkland, Logged Overtime Hours, 2014 - 2015)

Officer Training

Employees are satisfied with the quality of training overall but would like greater input into what topics are presented. There is a desire for individual development plans, i.e., training tailored to the employee's career aspirations, and leadership training, consistent with the needs of the organization. This strategy would strengthen succession planning as well as support employee growth and retention.

Some employees stated they would like to be more involved in the development and presentation of training, believing that KPD does not fully recognize or utilize the talent of its employees. It is suggested that an appraisal be made of who possesses what particular talents in order to create an inventory of potential training and trainers.

Current Use of Data and Technology

Technology plays an increasingly important role in the daily work of law enforcement officers in the field, equipping them with enforcement and investigative tools that have the potential to make them safer, better informed, and more effective and efficient.

The City of Kirkland has a centralized IT Department that provides services to the Police Department. The IT Director has a well-developed understanding of the unique issues related to criminal justice information management. The new Justice Center facility was built with future technology in mind. The Police Department is in a good position to move forward with new technology, and the officers have indicated a desire to embrace new technologies to create efficiencies and enhance their service.

The Department makes modest use of its technology but could benefit from working closely with the IT department to create a future technology vision. Developing a technology vision takes time, and requires a deliberate process to jointly plan with IT to budget and evaluate secondary consequences of new technologies such as storage, retention, and public records disclosure management, especially as it relates to implementing new video tools. The Department does not currently have a designated internal technology subject matter expert or internal champion who has the resources or time to partner with the IT Department to explore future technology tools. In addition to considering the technical and budgetary impacts of new technology, new tools should be reviewed using the IACP Technology Policy Framework with City policymakers to discuss the appropriate use and management of the tools.

KPD has made some use of established technologies to quickly analyze, communicate, and leverage crime data for informing a strategic response. Kirkland officers have mobile data terminals in their vehicles but do not have hand-held mobile devices such as tablets or smart phones. Moving towards emerging law enforcement technology innovation and applications will likely require putting additional mobile tools in the hands of officers.

Opportunities to use real-time data to inform response and deployment and to communicate with City decision makers

- Better use of existing tools or the use of new analytical techniques and mapping tools may require additional staff support.
- **Analytical tools.** There are large amounts of information available and sifting through this data is time consuming. There are analytical tools to help sort through the information and make it usable for officers, detectives, and administrators. Predictive analytics may help agencies manage the flood of raw data and transform it into information that can help guide actions and plan deployments.
- **Mapping tools.** Increased use of GIS technology can provide geographic tools for crime prevention, investigation, and illustration.

Opportunities to better communicate with the public

- **Department website.** The City's IT Department administers the city department websites, but the Police Department has control over the content on its website. Although the site has basic information, it is not updated regularly.
- **Social media.** Tools such as Twitter and Facebook help to push out important information to the community and can be helpful communication tools. Information can be quickly disseminated to those following the Department's news feeds, which would likely include neighborhood blogs or other sites that could push the information out to a wider audience. These sites can also be valuable for reporting out awards, notable arrests, and case closures, and are helpful in recruiting new employees.

Opportunities for online crime reporting

As of the writing of this report, the Kirkland Police Department does not have online reporting that allows crime victims to report certain types of crime online, without having to wait for an officer to respond. Often, concerns about police response time are related to low-level crimes that are a low priority because they only involve collection of victim information. Online reporting is easy for the victim, eliminates some duplicate data entry, and can free up officer time to respond to other calls.

While online reporting produces some efficiency, it also lessens contact between officers and the public. Each incremental change from in-person to electronic contact needs to be evaluated as to how it changes the relationship between the Department and the public.

The Department recently announced it will be testing online reporting of crimes through CopLogic. This will allow residents to report specific property crimes and choose between a police response or an electronic report. The new system provides residents with a fast and efficient method for reporting low-level crimes and also helps KPD improve efficiencies in use of personnel.

Staffing Alternatives and Regional Partnerships

Opportunities for different staffing models in some positions

As the Department discusses methods of service delivery and service levels, it should consider which tasks require commissioned law enforcement officers, and which can be done with non-sworn staff. These discussions should include the appropriate labor representatives.

Specialty services and regional partnerships

The Department participates in some regional partnerships which provide the benefit of a large amount of expertise for emergencies with a reasonable amount of officer resource commitment. These partnerships also give officers an opportunity to develop relationships and learn other skills. Kirkland Police participate in the FBI Cybercrimes Task Force, the Washington State Internet Crimes Against Children Taskforce, North Sound Metro SWAT and until June 2016, are part of the East Side Narcotics Taskforce. More partnerships should be explored, especially related to training and firearms now that the Department has such a well-built and well-located facility.

5. ASSESSMENT OF THE CORRECTIONS UNIT

This section begins with background on the Kirkland Jail and then analyzes current operations in comparison to industry standards on the following topics:

- Management Systems
- Facility, Equipment, and Technology
- Training
- Staffing, Shift Schedules, Overtime, and Potential Staffing Alternative
- Employee Recruitment, Retention, and Morale
- Inmate Programs

5.1 Background

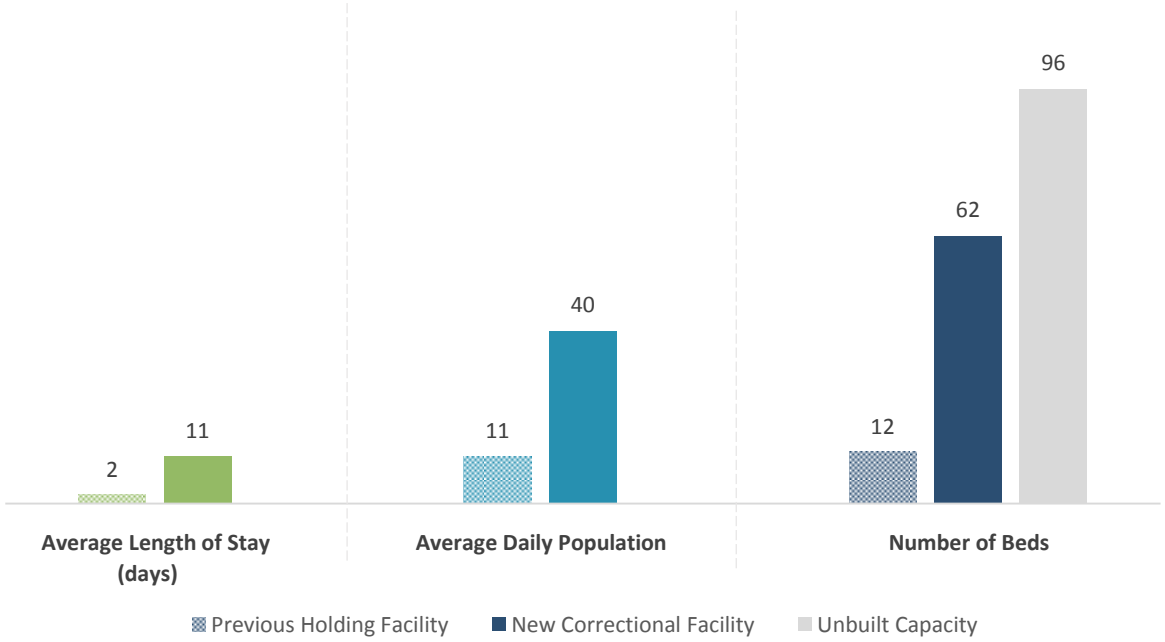
The Corrections Unit of the Kirkland Police Department manages the Kirkland Jail, Electronic Home Detention Program, Work Release Program, and inmate transport services.

When the Kirkland Justice Center opened in August of 2014 after an extensive remodel of a vacant Costco Home store, the new facility had significant impact on Corrections. The prior jail facility had 12 beds and an average daily population (ADP) of 11 males, with an average length of stay (ALOS) of two days. It was defined under RCW 70.48 City and County Jails Act as a "Holding Facility" for the temporary housing of inmates, not to exceed 30 days. With the move to the Justice Center, KPD Corrections Unit has transitioned and begun operating a full-service Correctional Facility with 62 beds[2], an ADP of 40 male or female inmates, and an ALOS of 11 days. **This is a significant change in operations and responsibility, with far greater impact than simply moving existing operations to a new facility.**

Staffing levels increased to accommodate basic operations in the new jail and the supervision of the additional inmate population. However, administrative resources to develop and implement the systems and programs necessary to operate a safe, secure and effective corrections system were not designated nor were funds allocated. These administrative functions should be identified and funded if the Corrections Unit is to be successful in reaching its goals.

[2] The Design Capacity of the jail (62 beds) is much higher than Operational Capacity (53 beds).

Exhibit 33: Jail Characteristics in Previous Holding Facility and New Correctional Facility



The National Institute of Corrections offers a 40-hour training for agencies moving to a new facility, but there is no training for a "startup" operation such as what Kirkland Corrections Unit has undertaken. A holding facility or transport services operation that evolves into a full-service jail facility must establish:

- New policies and procedures
- Training curriculum and protocols
- Inmate housing decisions
- Options for medical and mental health services, as well as other programs
- An inmate classification system
- A staff deployment plan
- A robust management information system

The initial 13 months of occupancy in the new jail were fraught with significant operational problems caused by a faulty electronics system. After a collaborative effort supported by the Kirkland City Attorney to insist the manufacturer make repairs, the electronic issues were addressed. Kirkland Jail Administration has made significant progress in developing foundational systems required to operate a safe and secure correctional facility.

KPD has two major advantages in its jail management:

- A commitment by the City, Police Department, and Corrections Administration to implement research-based, data-driven "best practices" programs for staff and inmates.
- The availability of contract beds at SCORE for special-needs inmates with behavioral, medical, or mental health problems. SCORE provides a ready option to reduce liability and risk to the City. SCORE is seen regionally as a cost-effective and dependable alternative to municipal jails.

5.2 Management Systems

Major Findings

Kirkland Corrections lacks current and ready access to baseline information that is typically used to inform standard management decisions.

- Data collected at intake are not available in a formal and scheduled daily, monthly, or annual report to evaluate the implications of the changing inmate profile on budget development, operations, housing, programs and staff deployment.
- No population reports are generated regularly from New World since dispatch moved to NORCOM.
- While information relative to mental health or behavioral issues of inmates may be recorded in the inmate's file in the New World System, it is not readily available for cumulative reports to analyze budget, staffing, or resource needs, nor do staff perceive that information relative to safety or security concerns is easily accessible.

These issues are important because data-driven and research-based jail management ensures the most efficient and effective corrections operation.

In addition, the jail lacks several basic management systems which are supported in the American Corrections Association Core Jail Standards:

- There is no responsive **Management Information System** which would provide Administration with standardized and routine reports and allow ad hoc queries of specific data to develop reports on an as needed basis.
- There is no **Classification System** for separating inmates based on community and institutional risk or need for services. While Corrections Administration is working on adopting SCORE's classification system, it is not validated for the KPD population and may over-classify the population. A validated classification system is important because it provides the structure for objective decision making for housing and program assignments; establishes the custody level of inmates; determines the security level of housing units; identifies special needs of inmates; reduces liability for the agency; reduces escapes, suicides, inmate on inmate assaults; allows for staff discretion; and is simple, efficient, and easy to understand.
- The jail does not have a comprehensive set of **Policies and Procedures**, although an Action Plan was developed with assignments and timelines. This is important because policies and procedures establish a solid foundation for security and efficiency of operations, ensure inmate and staff safety, guard against potential litigation, and support consistency and impartial treatment as well as access to services and programming for the inmate population.
- There is no current **Staffing Analysis** to determine the most efficient deployment of staff. This analysis should be undertaken prior to selection of a final shift schedule. The National Institute of Corrections' process for conducting a comprehensive Staffing Analysis identifies the right number of staff with the right skills, in the right place, at the right time, doing the right thing.

5.3 Facility, Equipment, and Technology

Significant Concerns

There is no outside recreation area for inmates. This may be a potential problem because use of outdoor areas for exercise is preferred in the ACA Core Jail Standards.

Radio, camera, and computer systems are problematic. The quality of radio communications is reportedly insufficient with many dead spots that interfere with communications. Administration reports

that repairs were made two months ago and this is no longer an issue. Camera quality is also a concern. The repair rate should be analyzed for number and frequency of repairs. These systems create a liability that may put personnel and the City at risk. Officers also voiced major concerns about the New World information system and computer hardware. These concerns relate to a vast amount of inmate specific information that is inputted by officers but not readily available relative to their safety and security concerns.

Additional Findings

Strengths

- Officers report that the facility operates in a safe manner. As one staff member noted, "Officers run it: it's theirs and a good place to work."
- Officers and supervisors are pleased with quality of equipment on their duty belt.

Challenges

- Staff expressed the opinion that facility maintenance requests that impact staff safety are not responded to in a timely way and are not a priority. Staff believe there is a delay in transmitting requests to facility staff; the facility staff are seen as responsive when they receive the requests. Cited examples of maintenance issues include lights, raising intake counters, a request for a window in the kitchen, exposed wires, open drains which could be used to hide contraband, the need for a lock on the kitchen door, and the need for steps for inmates to get to top bunks.
- There is a concern that inmate supplies are not a priority. When delays occur, officers are responsible for responding to complaints and disgruntled inmates.
- Lack of lighting outside the building results in safety concerns for staff travelling to or from work, or going on transports in the dark. [The Justice Center has a secure employee parking lot with lighting, but Corrections employees feel it is not in a convenient location for them.]

5.4 Training

Significant Concerns

KPD lacks an overall training plan and several important types of specific training that protect officer and inmate safety and help protect KPD against liability.

- There were two weeks of training in 2014, none in 2015 (due to staffing shortages), and a Lateral Vascular Neck Restraint training in 2016. This level of training is insufficient for a facility of Kirkland's size and complexity. Training should prioritize safety and security issues, such as inmate transport, vehicle engagement, cell response, response to court incidents, mentally ill inmate management, and defensive tactics.
- The jail has no Training Plan. A Training Plan should describe the key elements of training for newly hired officers as well as in service/core annual training for all staff. Annual training is crucial to ensure safety, officer development, and protect against lawsuits. Administration has reported that 20 hours of Core Training is scheduled for October, 2016, however, specific curriculum has not been determined.
- Specific additional training requested by officers includes:
  - Officer training for medication administration and for monitoring inmates held in the Restraint Chair.
  - Firearms instruction, not just annual qualifications.
  - In-Service Annual Training in areas specific to jail operations.

- Officers have also voiced the need for law enforcement staff to undergo additional training on response to corrections incidents. A perception exists that patrol police officers are not adequately trained to provide backup to the corrections unit in situations such as large scale assaults, riots, escapes, hostage scenarios that mandate timely response with external resources. Additional training and time spent in the corrections facility by patrol officers building relationships and learning correctional procedures and processes would be well spent.

Additional Findings

Strengths

- An excellent two-week training was held in 2014 in preparation for the move to new facility.
- The new hire Corrections Officer training program is comprehensive.

5.5 Shift Schedules, Staffing Levels, and Use of Overtime

An overview of the current schedule found an opportunity to improve staff coverage and increase efficiency.

Significant Concerns

The current 4/10 schedule is inefficient, causing overlaps of officers 6 hours per day. In addition, staffing levels are uneven, with five to eight officers on duty for 33 hours each week, and only two officers on duty for 49 hours each week. The level of supervision is also uneven: there is no supervisor on duty for 35 hours each week, but there are three supervisors on duty for 15 hours each week. Felons booked in and kept overnight and over weekends results in a higher level of potential violence, when no supervisors are on duty.

Staff expressed concerns with the minimum staffing level of two officers given difficulty obtaining outside backup and response to incidents. Two-officer staffing also means there are no staff available for incident response or for outside transport requests.

There are evening shifts with no female corrections officers on duty. The Core Jail Standards state, "When a female inmate is housed in a facility, at least one female staff member is on duty at all times (1-CORE-2A-05 (Ref. 4-ALDF-2A-08).

An in-depth Staffing Analysis using the National Institute of Corrections model is needed to determine the most efficient deployment of staff. An alternative schedule has been developed with input by staff that will improve coverage, however the findings from a formal Staffing Analysis should be reviewed prior to adopting a permanent schedule change.

Additional Findings

- Requests from probation officers, law enforcement, and judges for external transports have increased, impacting minimum staffing levels. A formal Staffing Analysis will provide information to determine staffing necessary for external transports.
- Among the total staff of 20, 4 of 14 corrections officer positions are vacant, equating to a 29% vacancy rate. The majority of overtime results from backfilling for vacant positions.
- Court transports are assigned during day shift when staffing levels are higher. Appropriate staff resources may be determined by careful documentation of the frequency and numbers of transports required.

Opportunities

- Alternative shift schedules which provide the most coverage (8 and 12 hour shifts in process).

- Corrections Officers are entering approximately 150 warrants a week. It may be more cost effective to move records and clerical responsibilities to a civilian position. This question could be addressed in the "time and motion" study portion of the NIC Staffing Analysis process.
- Create a civilian position to oversee a staffing analysis process and develop in collaboration with the union a staff deployment plan; create a budget and timeline for a three-year in-service staff training plan; and coordinate the development of a robust management information system.

5.6 Employee Recruitment, Retention, and Morale

Major Findings

Staff seem to work well together. There is reportedly strong teamwork and camaraderie, as well as a desire to get the job done. This appears to be true among line officers and newly appointed supervisors. Staff report that they work well together, that everyone pulls their own weight and pitches in to cover shifts when needed.

Many comments focused on the relationship between Corrections Officers and Administration:

- Corrections Officers perceive Administration priorities as centered on clerical and administrative duties such as entering warrants, rather than supporting safety and security in daily operations.
- Officers perceive a lack of support, interest, and empowerment from Administration.
- Officers perceive communication with Administration to be one-way: when officers report an issue or make a request, there is no response about a decision.
- Staff have requested regularly scheduled meetings with Administration.
- Officers request Corrections Administration (Lieutenant, Captain) participate occasionally in pass-down, shift information exchange; conduct unannounced walk-throughs of the facility (PREA, Core Jail Standards); increase visibility; and improve communication.
- There is a perception that Administration emphasizes police and law enforcement issues ahead of jail and corrections issues. This was less of a concern when the jail was just a "hold and transport" operation.
- Jail Administration is seen as responsive when there are staff issues with performance.
- The Interim Police Chief was viewed as interested and supportive of corrections operations.

Additional Findings

Strengths

- Officers like working for the City of Kirkland, which has a good reputation in the area.
- Officers are very positive about level of pay and benefits package. They see lots of potential, feel KPD is a great place to work, with good pay and benefits, including vacation and retirement. Officers would like the City to consider additional benefits, including an education incentive to reimburse for tuition costs and a fitness bonus.
- The hiring process is seen as working well, with good staff hired.

Challenges

- There is a low percentage (15%) of people of color in the Corrections workforce.
- Officers perceive that decisions are made without consideration of their input or recommendations.

5.7 Inmate Programs

Major Findings

Lack of Inmate Engagement Programs

The jail currently has no inmate engagement programs, such as education, commissary, religious services, or substance abuse programs. Staff are anxious to implement programs as they perceive the absence of programs contributes to idle inmates and increased safety concerns for officers.

Administration is working to develop and implement in-custody programs to engage inmates, reduce violence, improve safety, and support successful reentry of inmates back to community. Programs in various stages of development include religious services; education; commissary; haircuts; Alcoholics Anonymous, Narcotics Anonymous, and substance abuse; parenting; and mental health liaison. Administration is also planning to initiate a volunteer recruitment and training initiative to augment inmate programs.

The delay in program implementation has caused frustration among corrections officers, particularly the lack of a commissary, haircuts, law library, and religious programs. Staff seem frustrated that programs are a known best practice that are not yet implemented.

Medication Administration

Lack of coverage and consistent medication administration by contract medical services is a major concern. This is important because medication distribution by corrections officers is a liability risk if the wrong medication or dosage is provided to the inmate. Administration reported a recent problem with a contract nurse has been addressed. An increased amount and frequency of training is required to ensure that officers are confident in their delivery of medication when medical staff are not available. The detox process also requires medical oversight and consistent protocols and procedures, which are currently lacking. This is important because research identifies the first 24 hours of confinement as the most critical period for potential death of inmates as a result of drug overdose. It may be advantageous to implement tele-med capabilities for appropriate cases.

Additional Opportunities

- Jail Administration is interested in the potential to enhance and expand Electronic Home Detention (EHD). It was reported that 30% of the inmate population are held on Driving with License Suspended which may justify expansion of the EHD program.
- Cost benefit analysis of a work release program to determine the profile of the eligible population, Average Daily Population, and consideration for consolidating with EHD program
- Additional correctional options such as day jail and day reporting for eligible inmates to provide alternative sanctions and step down transition programs.
- Video Court, so hearings could be held with other jurisdictions when an inmate is in King County or other facilities to avoid travel costs and reduce security concerns.
- Assign the development and implementation of in custody inmate and correctional options programs to a civilian administrative position.

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ATTACHMENT B

Term Sheet for City of Kirkland to Continue Participating in Regional Animal Services of King County

The City of Kirkland ("Kirkland") presents this Term Sheet to Regional Animal Services of King County ("RASKC") for the City of Kirkland's continued participation in the King County Regional Animal Services System beyond 2017. This Term Sheet is intended to provide a starting point for negotiation between the City and RASKC. All terms and documents are subject to final approval by the Kirkland City Council and King County Council.

RASKC's – Discussion of Alternative Terms

Goal: Address the key interests from the Kirkland proposal within the framework of the agreement that is being developed with all of the RASKC cities. KC is providing the concepts below to respond to Kirkland's proposal. These concepts would need to be discussed with the other cities.

- Term of the contract is 5 years, with mutually agreeable termination provisions.
  - *RASKC recognizes this term to be consistent with and included in the draft AIP terms.*

- Kirkland agrees that RASKC will license its resident's pets, canvass its neighborhoods and keep all animal control and animal licensing revenue generated within the city.
  - *RASKC recognizes this term to be consistent with and included in the draft AIP terms.*

- Except for animal control and animal licensing revenue identified above, Kirkland will not be charged any program costs over the term of the contract.

  RASKC Concept 1 (avoid pay-outs by the city):
  - *Allow a city that is generating more license revenue than is needed to cover costs to bank the revenue. The banked revenue would be available to cover costs in future years if revenue is less than the cost of service. Would need to further discuss if the revenue is banked for all of the years or if there are ways the city could use it for additional services and what happens to the funds at the end of the contract period.*

- RASKC will consider sheltering Kirkland's animals with PAWS, in an effort to reduce system costs.

  RASKC Concept 2 (consider sheltering at PAWS)
  - *RASKC will evaluate options for sheltering additional animals at PAWS, including Kirkland's animals.*

- There shall be no animal intake locations at the Petco in Kirkland or any other location in Kirkland.
  - *RASKC recognizes this term to be consistent with and included in the draft AIP terms.*

- RASKC will provide level of animal services in Kirkland that is equivalent to services provided to the other cities in its Control District (200), consistent with Exhibit A of the 2018 successor contract and ILA.
  - *RASKC recognizes this term to be consistent with and included in the draft AIP terms.*

- If Kirkland determines that RASKC is providing an unacceptable level of service (below the minimum stated in Exhibit A), then the City of Kirkland has the right to terminate the contract with 180 days written notice.

  RASKC Concept 3 (term)
  - *KC, and other cities participating in the discussions, have expressed a preference for a 5 year term. If the term is a deal breaker for Kirkland, propose to all cities to modify the term to 3+2 with similar provisions as the AIP has (allowing an out at 3 years and rolling into the second 2 year term if the cost impact is no greater than 10% to any party).*

DISCUSSION