

Public Safety Committee Meeting

Date: May 19, 2016

Attendance: Toby Nixon, Penny Sweet (via phone), Dave Asher (via phone), Marilynne Beard, Kurt Triplett, Bill Hamilton, Cherie Harris, Mike Ursino, Rob Saloum, Joe Sanford, Mike Remington, Helen Ahrens-Byington, Pattijean Hooper, Lorrie McKay

Agenda Item:	Action Items:
<p>1. Topic: Police Strategic Plan Update</p> <p>Notes: Marilynne Beard provided an update on the process and progress to date on the Police Strategic Plan (Attachment 1). The consultant has prepared a baseline assessment report (Attachment 2) that was reviewed and discussed by the Steering Team (composed of members from all Police Department work groups and command staff). The report was also distributed to the Department and to the Public Safety Committee.</p> <p>There were many positive findings including the Department's relationship with the community, there relationships with other City departments and regional reputation. Opportunities areas include internal communications, staff development and department cohesiveness, corrections operations and better use of technology.</p> <p>The consultant is in the process of completing a staffing study for sworn staff and an evaluation of the records work group. A second steering team meeting will be held in mid-June to begin working toward the strategic planning portion of the project. It is anticipated that a draft report with recommendations will be presented to the City Council at the second meeting in August.</p> <p>Councilmember Asher asked for an independent review of jail operations take place after all of the programs and policies are in place and before the City rents beds to other agencies. Staff noted that evaluation of</p>	

Agenda Item:	Action Items:
<p>corrections can be part of the accreditation process.</p>	
<p>2. Topic: Animal Services Contract Update and Urban Coyote Update Notes: Lorrie McKay provided an update on follow-up conducted to respond to resident complaints about an aggressive coyote in the Houghton neighborhood. Staff contacted the US Department of Agriculture Wildlife Services Division for assistance. Based on the animals described behaviors, the USDA determined that the coyote was a threat to human safety and recommended that it be removed. The coyote was lethally eliminated and neighbors were notified. They were also provided information about how to avoid attracting wildlife into residential areas.</p> <p>Lorrie McKay recapped the timeline and process for contract negotiations between Regional Animal Control of King County and contracting cities. The County has asked for a letter of intent from cities by December 31, 2016 as to whether they intend to continue contracting with the County for animal control services. Councilmember Asher suggested that we develop a list of criteria for conditions that would encourage Kirkland to stay in the RASKC system and then compare that to the preliminary contract provisions that will be developed later this year. The current contract expires December 31, 2017 and so the City will need to consider an appropriation for animal services in the 2017-2018 budget regardless of whether we stay in RASKC or being animal services in house.</p> <p>Chief Harris and Captain Ursino provided updated background materials on the feasibility and cost of bringing the service in-house. Councilmember Nixon suggested that staff</p>	<ul style="list-style-type: none"> • Staff to study the feasibility of contracting with veterinarians for temporary kenneling if the City proposes to take animal services in house. • Staff to develop a list of conditions under which Kirkland would consider staying in RASKC and use that to develop the new proposed contract.

Agenda Item:	Action Items:
<p>investigate the potential for contracting with local 24-hour veterinarians for temporary kenneling services rather than having kennels at the Kirkland Justice Center. Councilmember Asher suggested that the staff analysis include a clear statement about how services might change (or not change) under City administration of animal services.</p> <p>Staff will do a similar presentation for the Finance Committee.</p>	
<p>3. Fire Department Dashboard Notes: Chief Sanford presented a revised version of the Fire Dashboard (Attachment 5). Kurt Triplett suggested that firefighter overtime (currently shown on the Finance Dashboard) be added to the Fire Dashboard. The Dashboard should be posted on the Department website and presented to the full Council.</p> <p>The Police Department Dashboard will be presented at the next Public Safety Committee. Once the format for both are finalized, regularly-scheduled quarterly updates will be made available.</p>	<ul style="list-style-type: none"> • Add fire overtime to dashboard. • Post Dashboard to Department website.
<p>4. Upcoming Topics Notes: June will include a debrief of the Cascadia Rising exercise, a presentation of the Police Department Dashboard, and further information on research regarding the use of drones and privacy policies.</p>	
<p>Future Agenda Topics:</p> <ul style="list-style-type: none"> • Residential Fire Sprinkler Process (referred to full Council) • 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)? 	

Agenda Item:	Action Items:
<ul style="list-style-type: none">• Continuity of Government and Operations plans• Regional Fire Authority feasibility• Dashboard review• Road barrier removal/replacement on Finn Hill (1/16)• Policy on drones	



KIRKLAND POLICE DEPARTMENT STRATEGIC PLAN

Steering Committee Meeting #2 April 19, 2016

Meeting Summary (**Draft 4/20/16**)

Participants

Steering Committee

Marilynne Beard, Deputy City Manager

Cherie Harris, Chief of Police

William Hamilton, Captain

Mike Ursino, Administrative Captain

Michel St. Jean, Lieutenant - Training & Cadres

Nathan Rich, Sergeant - Traffic/Guild President

Tiffany Trombley, Training Officer

Shawn Stredwick, Sergeant - Corrections

Eric Karp, Corporal - Operations

Randi Crocker, Corporal - Investigations

Brandon Hardesty, School Resource Officer

Julia Valencia, Traffic Officer

Kyle Sheler, Corrections Officer

Kimberly McLynne, Records Lead

Kristina Shull, Crime Analyst

Consultant Team

Brian Murphy

Melanie Mayock

Kristin Maitt

Karen Daniels

Tag Gleason

Virginia Gleason

Not in Attendance

Rick Krebs, Professional Standards Captain

John Haslip, Lieutenant - Operations

Clayton Slominski, Detective

Jessica Dreyer, Administrative Assistant

INTRODUCTION AND REPORT FINDINGS

The consulting team gave an update on the Strategic Plan process and summarized next steps and findings in the Assessment report.

SMALL GROUP DISCUSSIONS

Small groups of Steering Committee members discussed three topics in detail facilitated by members of the consulting team.

Resource Levels and Staffing

What are we not doing that we'd like to do?

- Proactive policing for any type of crime (property, traffic, drug, etc.) based on top community concerns.
 - Pros and cons to different approaches (integrate in current work, create special unit, participate in regional effort). Need to explore and better define terms.
 - Would require additional staff, training, and analytical support. An additional crime analyst would provide resources for patrol (id problem, help guide response), connect with regional staff. Would also like additional analytical tools for end users.
- Online reporting (ability of residents to report crimes online). KPD will be testing a new tool, CopLogic, for online reporting.
- Educating the public.
- Better website, social media (new social media plan coming).
- Partnerships.
- Marine patrol.

What could we do less of?

- Crisis calls. We need to determine KPD's right role here.
- Response to cold motor vehicle prowls and cold hit-and-run. But residents want it.
- Response to dogs off leash.
- Write fewer tickets. What is the police role in traffic? Community concern is about speeding and safety. City primarily hears from public about speeding in school zones, bike and pedestrian safety. What is the role of swing and graveyard shifts, when speeding less of an issue?

What are potential opportunities for greater efficiency?

- Eliminate paperwork redundancy. Look for opportunities for efficiency through process mapping.
- Reports: online reporting, mail-out report, appointment-based desk officer to take reports in the field.
- Public Disclosure Requests:
 - Need better online tools, like automatic redaction software, add-ons for records management.

- Opportunity to have more PDRs go through the City Clerk?
- Need more legal expertise, help.
- Community Service Officer (CSO).
- Evidence: system is inefficient and opportunities for more civilian role in evidence processing.
- Storefront police facility downtown, perhaps at Kirkland Urban. Calls for service will go up in the downtown with new development, and the KJC is farther away.

Recruitment of New Personnel

- New strategies in place for both laterals and new hires.
 - Focus on target audience – millennials.
 - Tactics include media campaign, compensation analysis, and more.
- A challenge for laterals is cost of living.
- Another challenge is the State Academy is reducing capacity.

New 4/10 Schedule

- Positive response in terms of employee health.
- Call load is heavy for Mon-Thurs day shift.
- Relief factor has changed and is a significant concern.
- Thursday overlap day – used for trainings. Some people take the day off when there are no mandatory trainings.

Organization and Culture

- Personnel are dedicated and skilled. A strong theme that ran through the conversation was their desire for more opportunities (in terms of learning, department improvement (including use of emerging technologies), and career advancement and autonomy).
- Improvements are needed in role definitions, advancement opportunities, and performance evaluations:
 - A desire for new and different performance expectations with input across the agency.
 - More definition of roles from supervisors to non-comm, and explicit expectations of those in the positions (it's a two-way street). Clarification of roles.
 - Consider “baseball cards” with stats for Administrative personnel. Letting newcomers know who does what.
 - Hiring and Retaining officers is 60% pay and 30% appreciation and available opportunities. To build on available opportunities, the military does an individualized training plan (1-3 years and 5-10 years), and individualized development plans every year as part of the evaluation process.
 - Consider establishing dedicated officers to do recruitment.
 - Training matrix and personal development plans are needed – both long- and short-term plans.
 - Negotiated new longer anchor positions, but now officers feel there are less opportunities, could create a mix, some are longer anchor positions, and others rotate more frequently.

- Are there any special projects the Chief could identify to use special skills across the force, without creating new units?
- Opportunities to strengthen culture:
 - Morale, Wellness, and Recreation Officers – to foster closeness.
 - Could have a BBQ for employee appreciation and other fun events.
 - In terms of opportunity, don't need more official positions as much as more autonomy.
- Opportunities to improve internal and external communications:
 - More direct communication – instead of emails (from the top). Important changes should be communicated in person. Face to face communication helps build morale and helps officers remember the information better.
 - Could use SharePoint for directives. So all incremental changes could be stored in one place.
 - Full time PIO or a PIO workgroup. Can handle internal and external information dissemination. Better external media relations could also help attract laterals.

Corrections

- Assessment to date has identified specific areas to strengthen. Recommendations and strategies will focus on a prioritized and sequential series of efforts, including:
 - Developing a validated classification system for the Kirkland jail population.
 - Implementing a staffing and scheduling study.
 - Evaluating opportunities to use technology or alternatives to incarceration such as work release and electronic home monitoring, to increase resource efficiency.
 - Strengthening KPD's Management Information System, including the ability to create standard reports on a regular basis.
 - Updating plans and policies.
 - Establishing a communications plan for sharing information on a regular basis within and outside the division, including connections to council, city administration, police administration, and exposure for new hires.
 - Establishing training plans (for new hires and ongoing training) and a system of individualized development plans.
 - Evaluating benefits and costs of PREA compliance, considering both full and partial compliance.
 - Evaluating contracting opportunities once the above foundation is strengthened.
- The use of Modified Duty Assignments to enable existing staff to contribute to this development phase will be explored.
- Qualitative consideration will be given to opportunities to more efficiently use civilian and uniform personnel to fulfill different functions.

MEETING CLOSE: ROUNDTABLE

Steering Committee members were asked to share their thoughts at the close of the meeting. Comments included:

- I appreciate the open and honest conversation.
- Would like to hear about other departments that do things well (like Proac, PIO), then tell us our options. Looking for best practices information.
- On the Corrections conversation, this process has opened the lines of communication. Now we need a game plan of where to go.
- Good, honest conversation in a safe place.
- Consider a training officer for Corrections.
- Online reporting.
- Want a road map for Corrections – how do we get where we want to go?
- Need a staffing study for all divisions.

KIRKLAND POLICE DEPARTMENT STRATEGIC PLAN

NOTES ON THIS DOCUMENT

This Baseline Assessment Report contains the consulting team’s analysis to date of KPD’s current situation. The report will be discussed at the **April 19** meeting of the Strategic Planning Committee, focusing particularly on the topics of Organization and Culture, Resource Levels and Staffing, and Corrections. This meeting and the third Committee meeting (to be scheduled for May/June) will overlap data gathering/analysis and strategy development. Material presented on the following pages will be added to and amended throughout this timeline.

	Now	Coming	
Meetings	#2: April 19	#3: May/June TBD	#4: June/July TBD
Work Between Meetings	↓	↗	↘
	Additional analysis & small group meetings	Additional analysis & small group meetings	Final Report and Recommendations
Focus	Baseline Assessment: data gathering and analysis that describes current and trending conditions.		
		Recommendations and strategy development	

This document is:

- A broad baseline assessment of current and trending conditions.
- A starting point for identifying and prioritizing topics that would benefit from more analysis.
- A conversation starter for topics to be explored on April 19, particularly in regard to:
 - Resource levels and staffing
 - Organization and culture
 - Corrections

This document is not a final analysis on the topics covered, a full staffing analysis, or our recommendations.

In the next phase of this project we will:

- Conduct additional analysis on key topics, including:
 - Resource levels and staffing.
 - Public records/disclosure.
 - Emerging technologies.
- Make recommendations and develop strategies, in conjunction with KPD.

BASELINE ASSESSMENT REPORT | APRIL 25, 2016

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1.0 INTRODUCTION

1.1 Purpose and Organization of this Report

The primary purpose of this report is to share the consulting team's analysis to date of Kirkland PD's current situation. This is the focus of **Section 3.0** in particular.

- **Section 2.0** presents a brief history of the Department, as well as current community perceptions of KPD.
- **Section 3.0** reviews existing conditions based chiefly on data analysis, consultant observations, and employee input. Topics explored include:
 - Organization, Management, and Culture.
 - Resource Levels, Deployment, and Performance.
 - Corrections Division Operational Analysis.

As described in the Notes on this Document on page 1, there will be further opportunity to refine the analysis before this working draft document is finalized.

- **Section 4.0** 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.

This section closes with a consideration of anticipated future demand for law enforcement services which will be a focus of further exploration in upcoming meetings as we devise strategies to strengthen the Department today and prepare for future opportunities and challenges.

1.2 Summary of Inputs and Process to Date

This document draws on the following inputs:

- Discussion during the first meeting of the Strategic Plan Steering Committee (3/1/2016).
- Interviews with City of Kirkland Councilmembers, city administration, and department directors.
- A community panel with representatives from the Kirkland community, including residents, business owners, the faith community, and the social service community.
- Employee engagement, including nine shift meetings and one command meeting with staff from across the organization.
- Review of the City's Comprehensive Plan and analysis of readily available data.

Additional information on the process used for stakeholder and employee engagement may be found in the **Appendices**.

2.0 PLANNING CONTEXT

2.1 History 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 **Section 4.1**, 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 33,000 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 begins to consider 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.

2.2 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 1** summarizes the document's Goals and Objectives and provides a brief status update. The next phase of this project will include more exploration of how the last Strategic Plan was implemented.

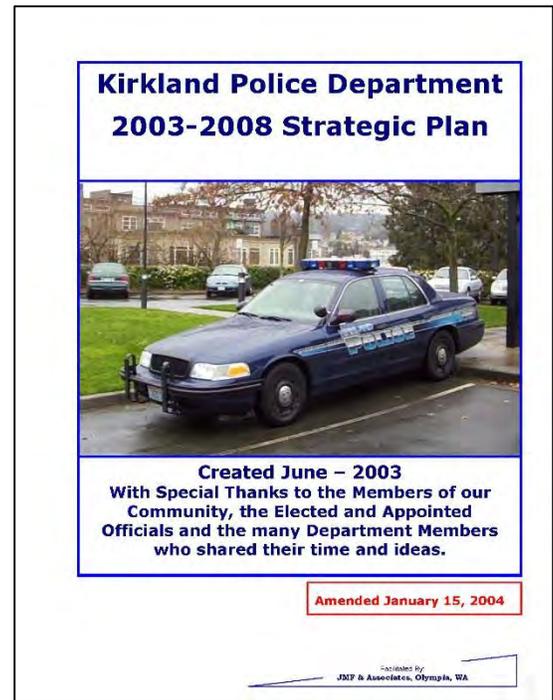


Exhibit 1. Status of 2003 Strategic Plan Goals and Objectives

Goals and Objectives	Notes
1. Adequately staff KPD to meet the needs, expectations, and priorities of our community.	
<ul style="list-style-type: none"> • Create staffing model. 	<ul style="list-style-type: none"> • Became Annexation Staffing model.
<ul style="list-style-type: none"> • Develop budget plan to support staffing needs. 	<ul style="list-style-type: none"> • Completed.
<ul style="list-style-type: none"> • Create an “Annexation” staffing model. 	<ul style="list-style-type: none"> • Completed.
<ul style="list-style-type: none"> • Create Pro-active unit to focus on identified problem areas. 	<ul style="list-style-type: none"> • Created and then shut down during the Recession.
2. Construct and occupy a new public safety facility.	<ul style="list-style-type: none"> • Done: move in was June 2014.
3. Provide best training possible for our employees to ensure their success.	
<ul style="list-style-type: none"> • Redefine training officer/coordinator position. 	<ul style="list-style-type: none"> • Completed.
<ul style="list-style-type: none"> • Refine current training matrix. 	<ul style="list-style-type: none"> • Completed and revisited in 2012.
4. Provide useful and meaningful information to employees and community on continual basis.	

Goals and Objectives	Notes
<ul style="list-style-type: none"> Develop plan to educate and involve community and enlist their support for staff and facility needs. 	<ul style="list-style-type: none"> This did not seem to occur in a “formal” program. Related efforts include: <ul style="list-style-type: none"> Crimemapping.com, Participation in community events National Night Out Against Crime Citizens Academy Neighborhood Resource Officer In addition, the City supported KPD’s facility needs through construction of the Kirkland Justice Center.
<ul style="list-style-type: none"> Identify a method to disseminate Civilian Crime Information Bulletin to the community. 	<ul style="list-style-type: none"> Other than CrimeMapping.com, this was not completed.
<ul style="list-style-type: none"> Invite on-duty supervisors and sergeants to weekly staff meetings. 	<ul style="list-style-type: none"> Completed and still a current practice.
<ul style="list-style-type: none"> Establish a monthly one-on-one between the Chief and the Guild President 	<ul style="list-style-type: none"> Was done inconsistently during the 2003-2008 Strategic Plan period. Now is a consistent practice.
<p>5. Encourage and support high morale throughout the department through open communication and respect for all employees.</p>	
<ul style="list-style-type: none"> Command, Supervisors, and all employees should identify and discuss reasons for low morale and implement ways to improve it. 	<ul style="list-style-type: none"> More detail needed on what was done.
<ul style="list-style-type: none"> Foster and maintain employee recognition for “job well done.” 	<ul style="list-style-type: none"> 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.
<p>6. Successfully accomplish the re-accreditation of the KPD.</p>	<ul style="list-style-type: none"> Done in 2012. Reaccreditation will be required again in 2016.

2.4 Community Perceptions of Kirkland Police

2.4.1. National Community Dynamics Impacting Law Enforcement

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, and Freddie Gray in Baltimore in 2015.

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.

2.4.2. Biennial Community Survey

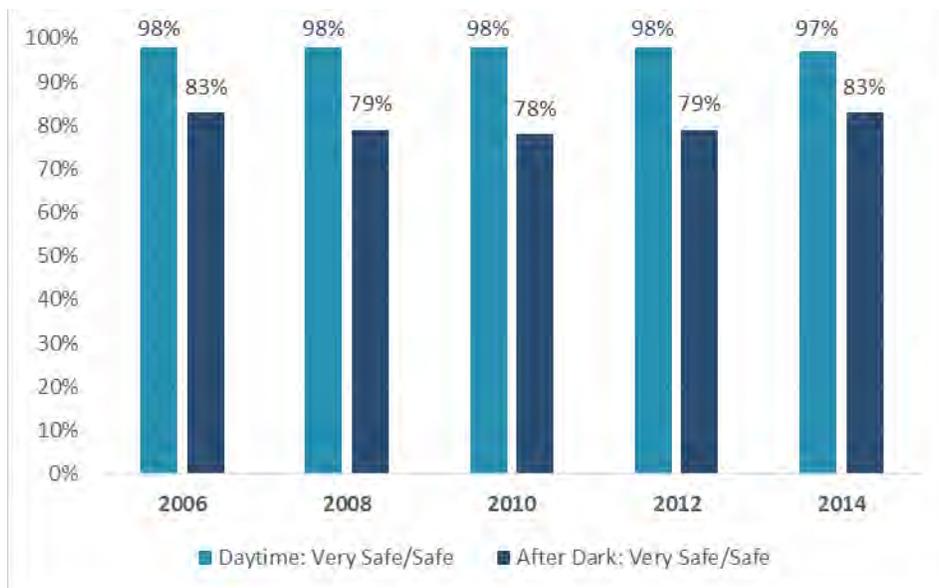
Since 2006, the City of Kirkland has surveyed its residents every two years to assess attitudes and opinions about quality of life, priorities for the future, and satisfaction with city government and services. These telephone surveys are conducted by a polling firm of a random sample of Kirkland registered 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 2**. Concerns mentioned by respondents who felt unsafe included lack of streetlights and general concerns about crime.

Exhibit 2. Proportion of Kirkland Residents Who Feel Very Safe or Safe, 2006-2014

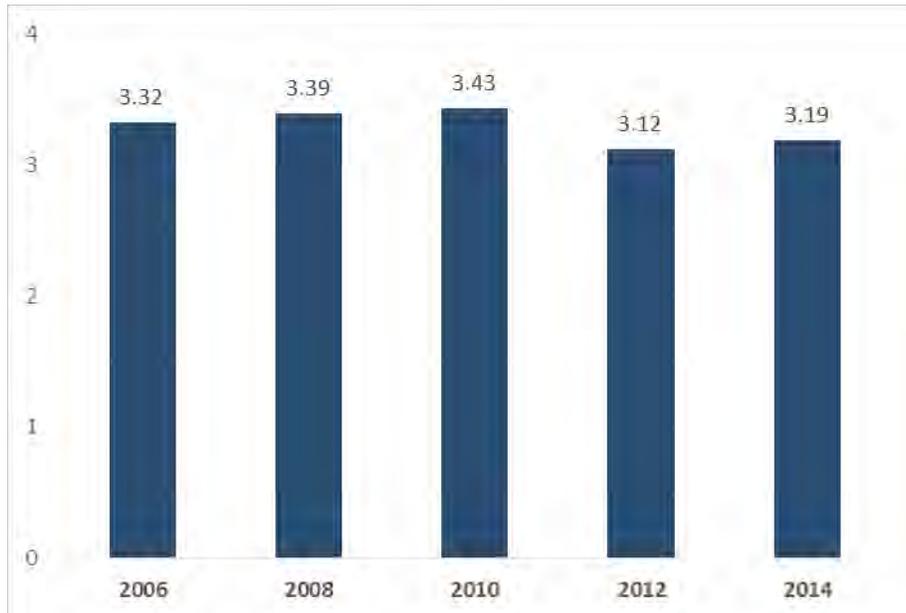


Source: (City of Kirkland, 2006-2014)

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 3**. After falling in 2012, the rating rose modestly in 2014, the last year surveyed.

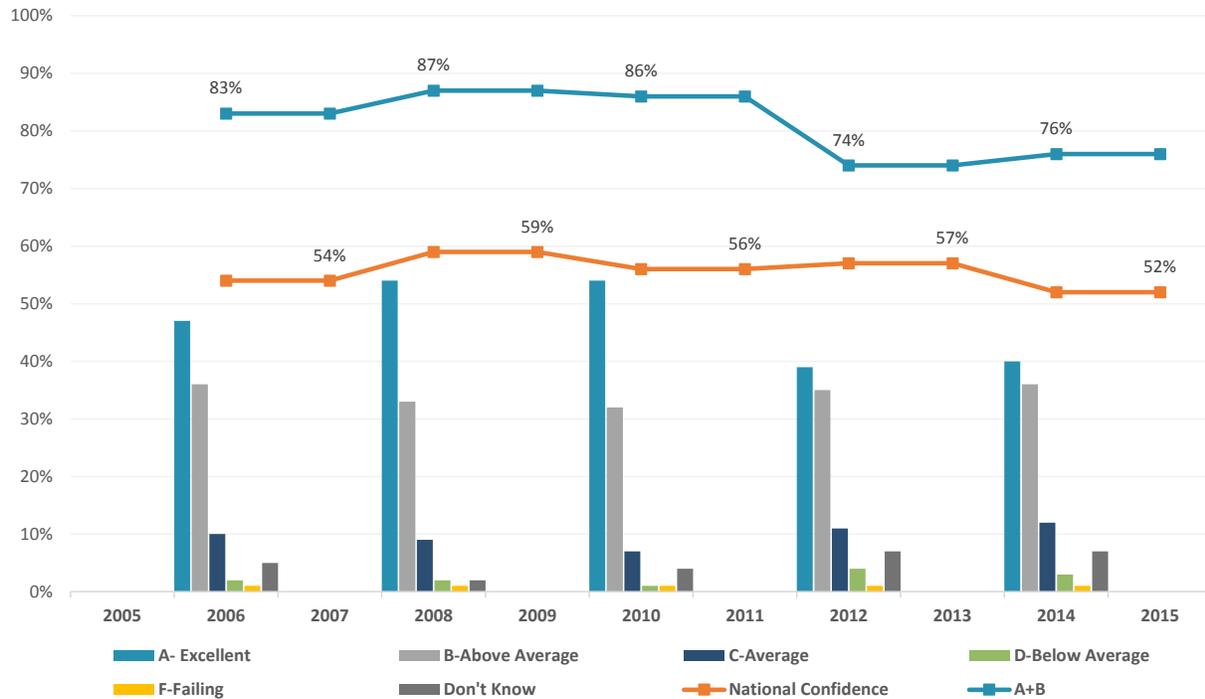
Exhibit 3. Average KPD Performance Ratings, 2006-2014



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 4**. The C grade, D Grade, and “Don’t Know” responses all rose in 2012, as did the B grade.

Exhibit 4. 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.

2.4.3. 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.).

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.

2.4.4. Input from Stakeholder Conversations

The consulting team interviewed a group of 15 community leaders to get input on the perceptions of the KPD. This included representatives of faith communities, youth, seniors, businesses, human services, and neighborhoods. In addition, five Kirkland City Councilmembers were interviewed. From these conversations, several themes emerged:

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" 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.

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.

Desire for More Communication

Community members and Councilmembers articulated a desire for more communication from KPD.

Desired communication improvements include:

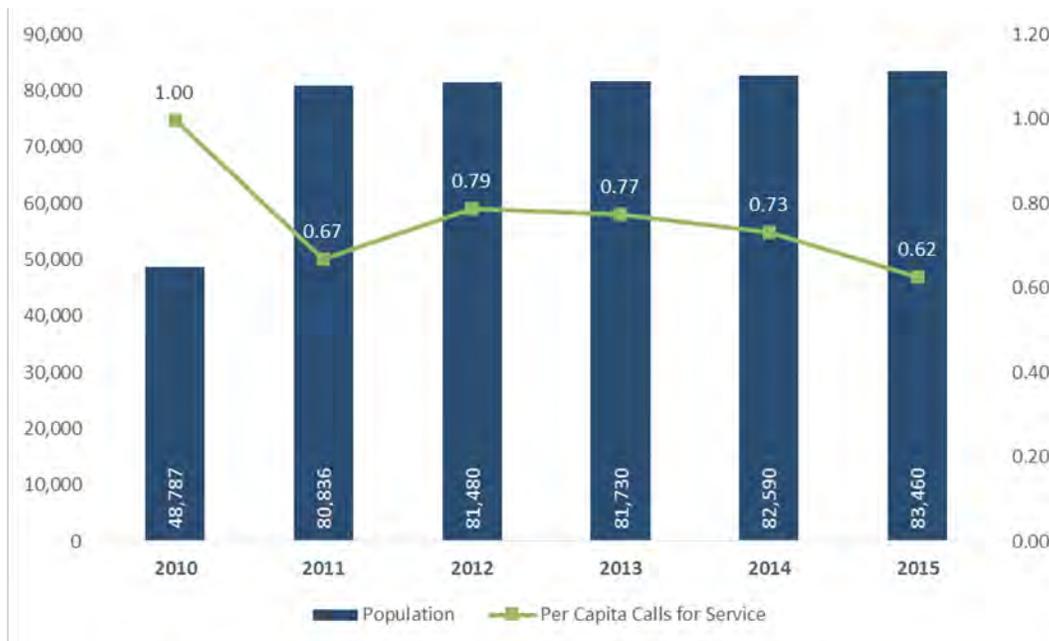
- Increased use of social media to push timely information to residents and business owners. Real-time information during incidents is desired to help reduce speculation and misinformation.
- More educational information for residents, including steps to prevent crime, and how to report non-emergencies.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

2.5 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 5**, Kirkland’s per capita calls for service greatly decreased after the annexation in 2011. Prior to annexation, there was approximately one call for service for every member of the population. After annexation, this number fell to 0.67 and increased to 0.79 in 2012. Since 2012, per capita calls for service have decreased each year.

Exhibit 5: Per Capita Calls for Service



Source: (Kirkland PD, 2010 - 2015)

Crime Statistics

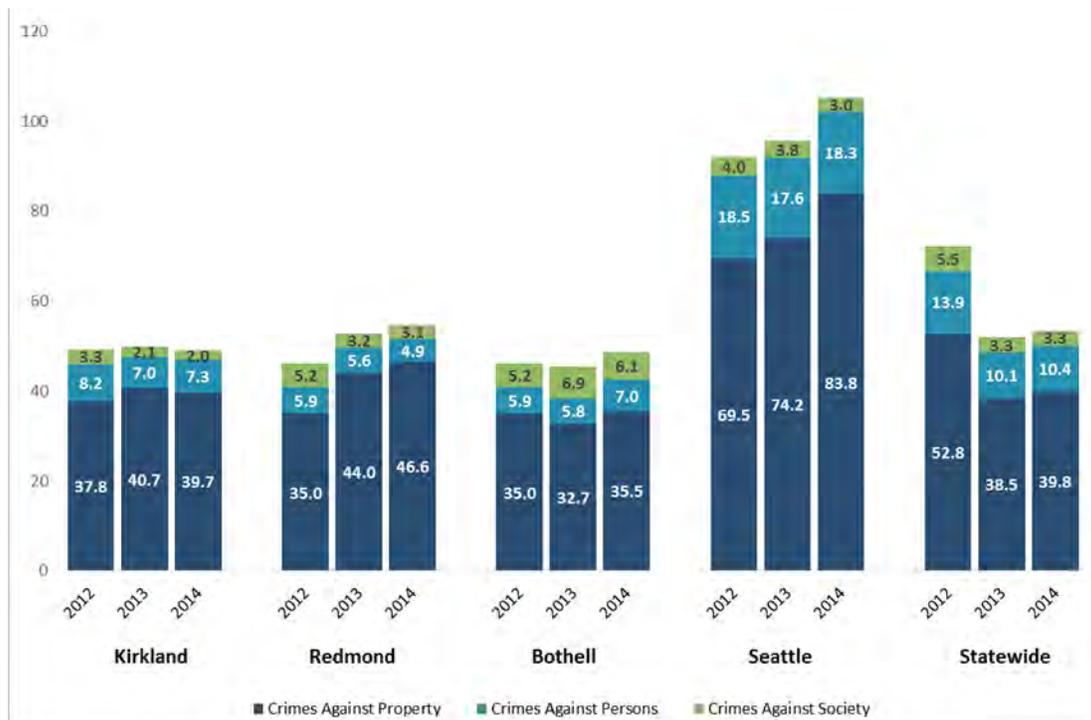
Crime data for Kirkland, Redmond, Bothell, and Seattle discussed below is from the Washington Association of Sheriffs and Police Chiefs (WASPC). Data shown is for the period from 2012 through 2014; during this time, each city used the National Incident-Based Reporting System (NIBRS). National crime data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

Overall Crime Rate

Exhibit 6 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 member of their respective population.

Exhibit 6: Crime Rates Per 1,000 People, By Type, 2012 – 2014



Source: (WASPC, 2012-2014)

Crimes Against Persons

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

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.

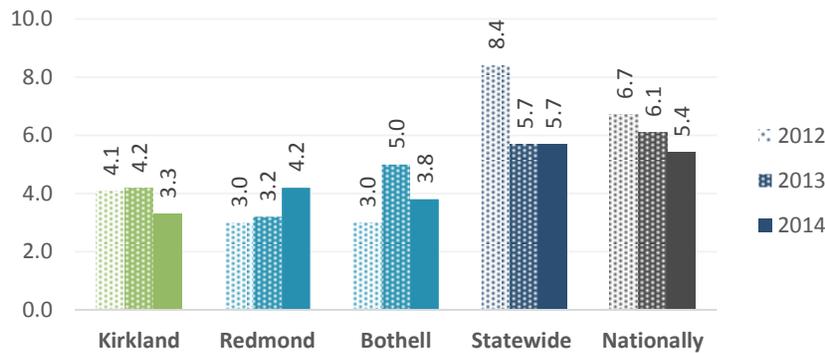
Crimes Against Property

Crimes against property make up the largest share of crime locally, statewide, and nationally. As seen in **Exhibit 6**, 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

Matching nationwide trends, Kirkland’s rate of burglary decreased from 2012 to 2014, as shown in **Exhibit 7**. Over the same period, neighboring Bothell and Redmond experienced increases in burglary rates.

Exhibit 7: Burglary Crime Rate, per 1,000

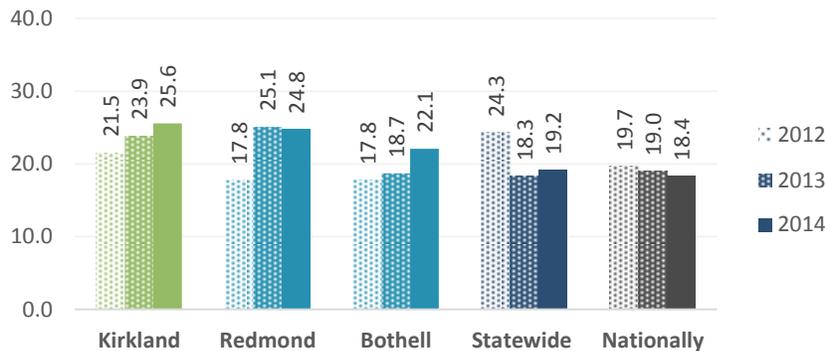


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Larceny Theft

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 8**. Neighboring Redmond and Bothell experienced increases in larceny to an even greater extent, with annual average growth of 18% and 11.4% respectively.

Exhibit 8: Larceny Theft Crime, per 1,000

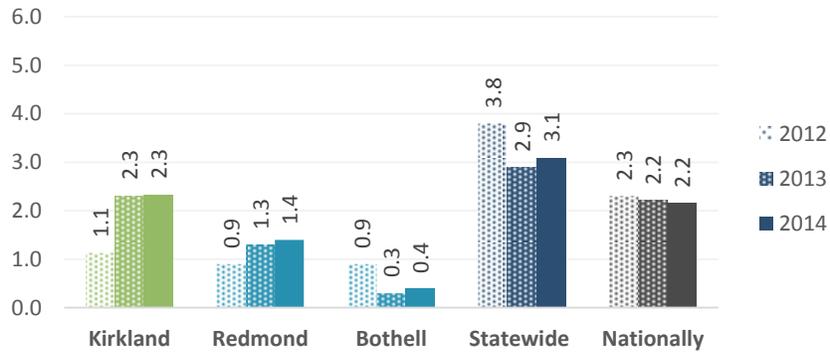


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

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 9**. 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 9: Motor Vehicle Theft Crime Rate, per 1,000

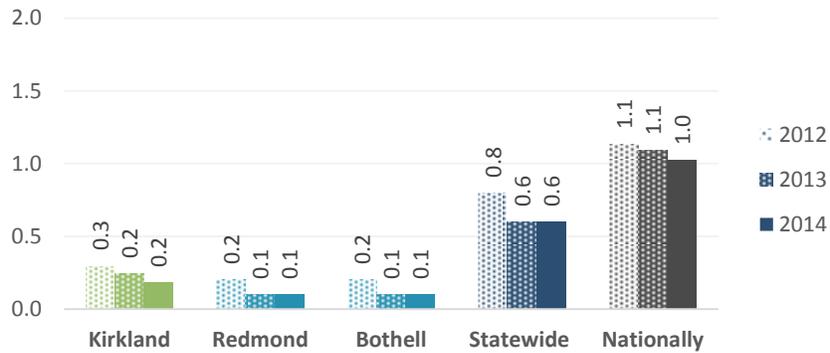


Source: (WASPC, 2012-2014), (FBI Uniform Crime Reports, 2014)

Robbery

Exhibit 10 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 10: Robbery Crime Rate, per 1,000



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

3.0 REVIEW OF EXISTING CONDITIONS

This section summarizes the consulting team's observations of existing conditions and opportunities for improvement. More in-depth work may be needed in particular topic areas as we establish recommendations to strengthen the Department and help it prepare for emerging opportunities and challenges.

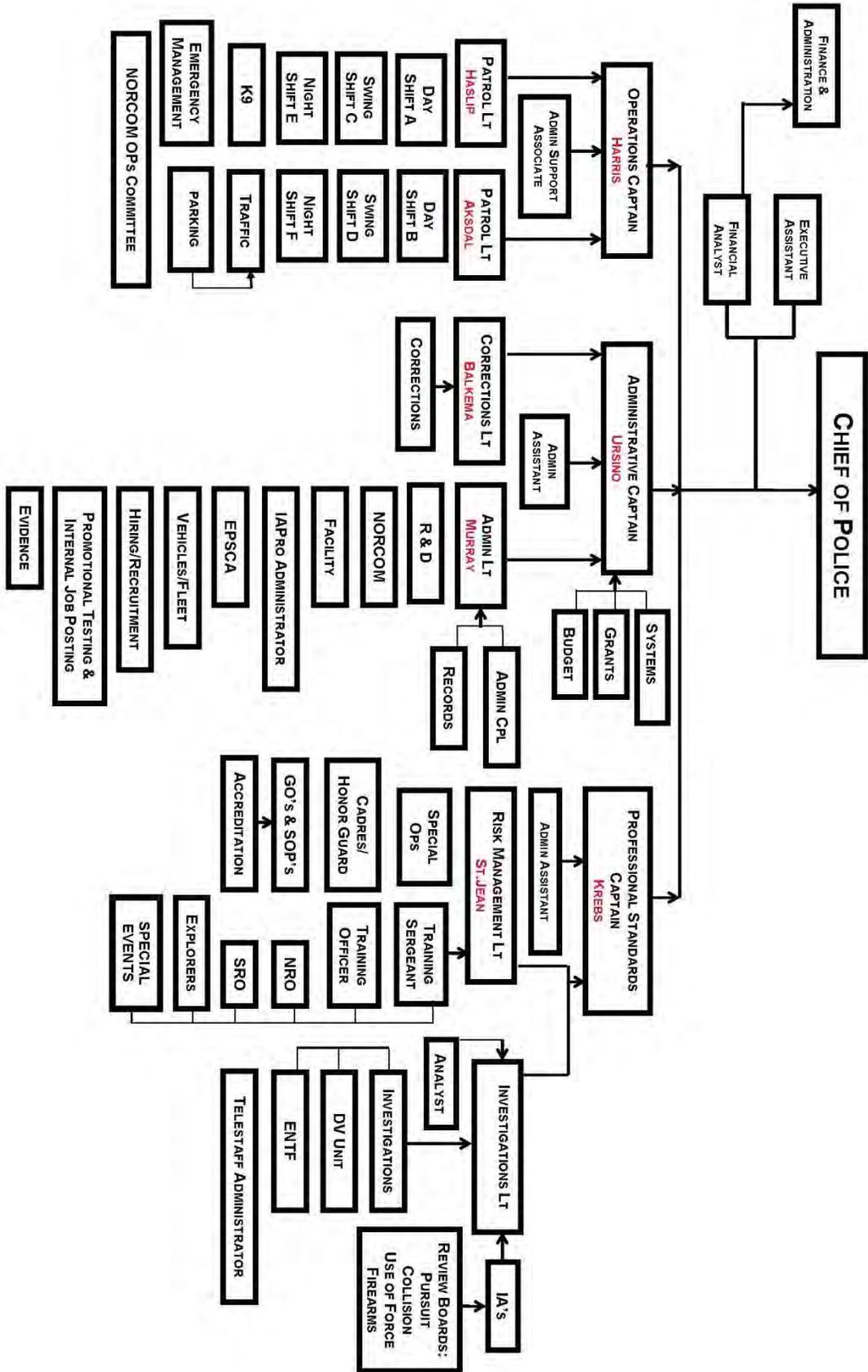
3.1 Organization, Management, and Culture

3.1.1. Organizational Structure

The organizational structure of the Department, represented in **Exhibit 11**, is well within industry standards, structured around a Patrol Division, an Investigations Division, and several special units, including:

- A Domestic Violence Unit.
- A Community Resources Unit that focus on crime prevention education and school resource support.
- A Corrections Unit that manages the jail.
- A Records Unit responsible for phone and counter customer service in addition to records management.

Exhibit 11: Organizational Structure, February 2016



3.1.2. Relationship to the City of Kirkland

A Positive Relationship with City of Kirkland Administration and Other City Departments

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's Strategic Plan is developed, 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.

3.1.3. 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.

3.1.4. 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.

3.1.5. 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 3.1.7**.

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 3.2**.

3.1.6. 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 “siloeed,” 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.

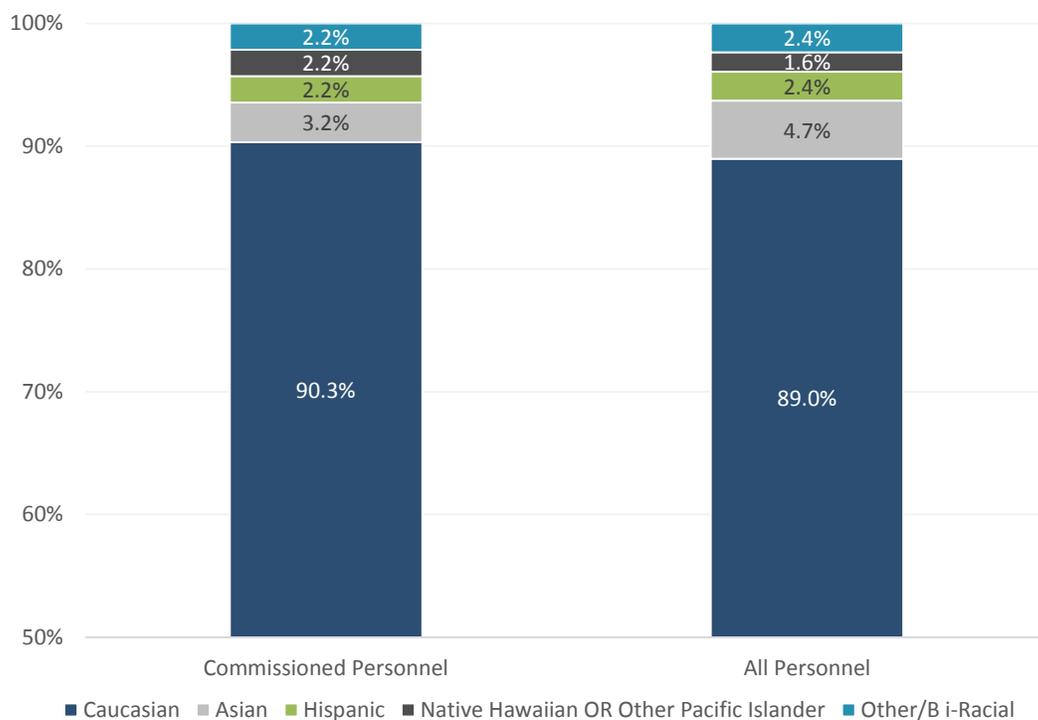
3.1.7. Workforce Demographics, Turnover, Recruitment and Succession Planning

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 4.1.2** 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%).

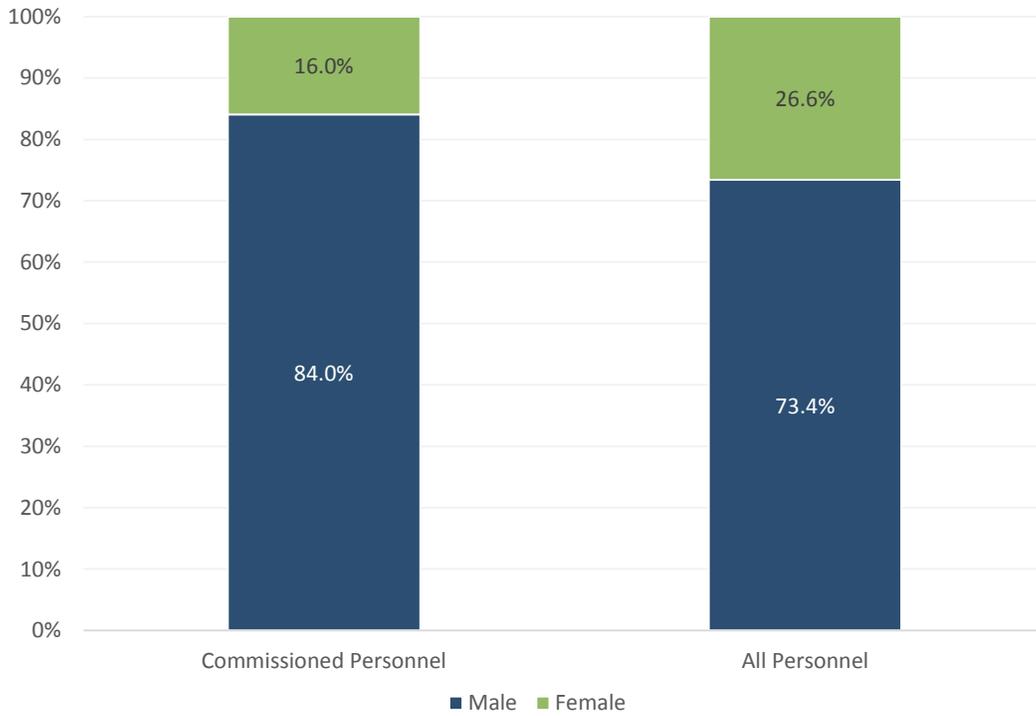
Exhibit 12: Race/Ethnicity of KPD Personnel, 2015



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 13: Gender of KPD Personnel, 2015



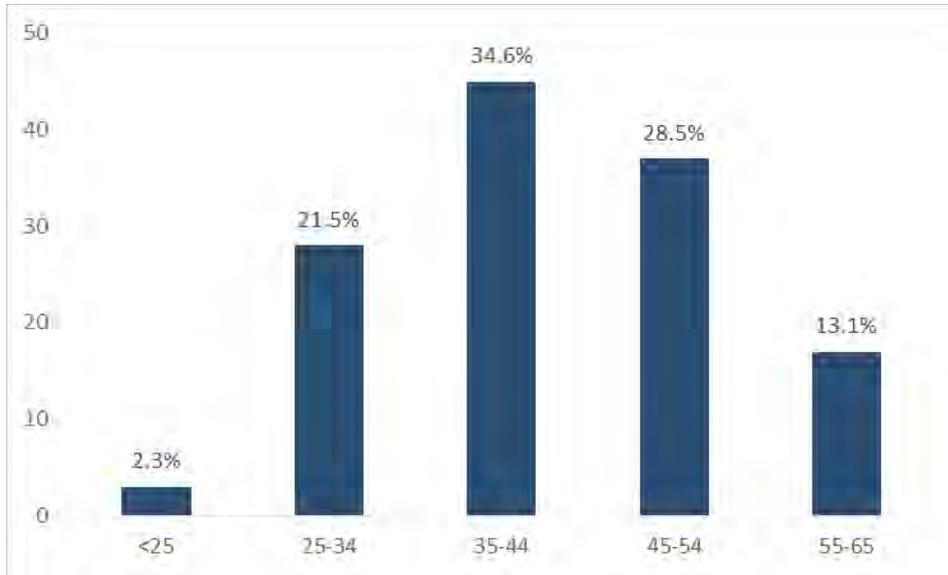
Source: (KPD, 2015)

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 14: Age Distribution of KPD Personnel



Source: (Kirkland, Longevity & Age , 2015)

Retirements

[Retirement to be addressed in next phase.]

Employee Turnover

As shown in **Exhibit 15**, 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 15: 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 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 is 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 their desired workforce.

3.2 Performance, Resource Levels, and Deployment

3.2.1 Performance: Response Times and Case Clearance Rates

Response Times

Exhibit 16 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 their 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 16. 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

[To be addressed in next phase.]

3.2.2. Staffing Levels

Rather than basing staffing levels on a simple ratio of officers to 1,000 population, 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 data presented in **Section 2.4.2** provide generally positive feedback about Department performance, indicating that the Department is meeting the community’s service expectations.

Additional work will assess current staffing levels and explore future staffing needs relative to continued development and population growth as described in **Section 4.1**.

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.

Staffing levels related 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.

3.2.3. Shift Schedule and Overtime Use

Benefits to new patrol schedule – and an opportunity to improve.

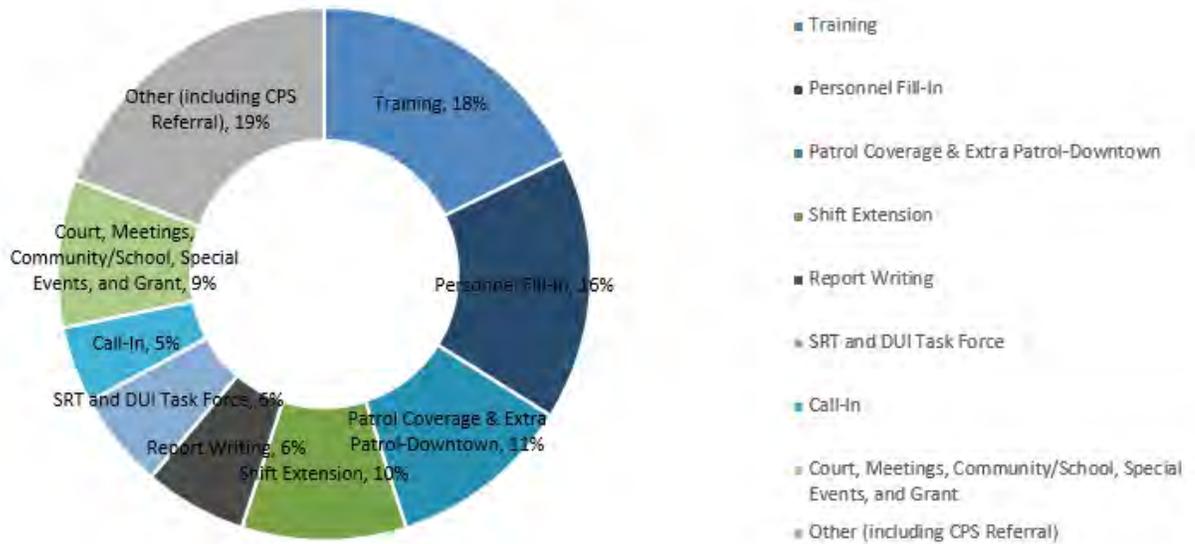
The Department recently moved to a new 4-10 patrol schedule, which has been well received by officers and supervisors and is seen as preferable to the former 12-hour rotating shift. The new schedule allows for more free time for personal activities on work days, and less fatigue at the end of a week 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 17** includes CPS referrals.

Exhibit 17: Overtime Hours by Type, 2015

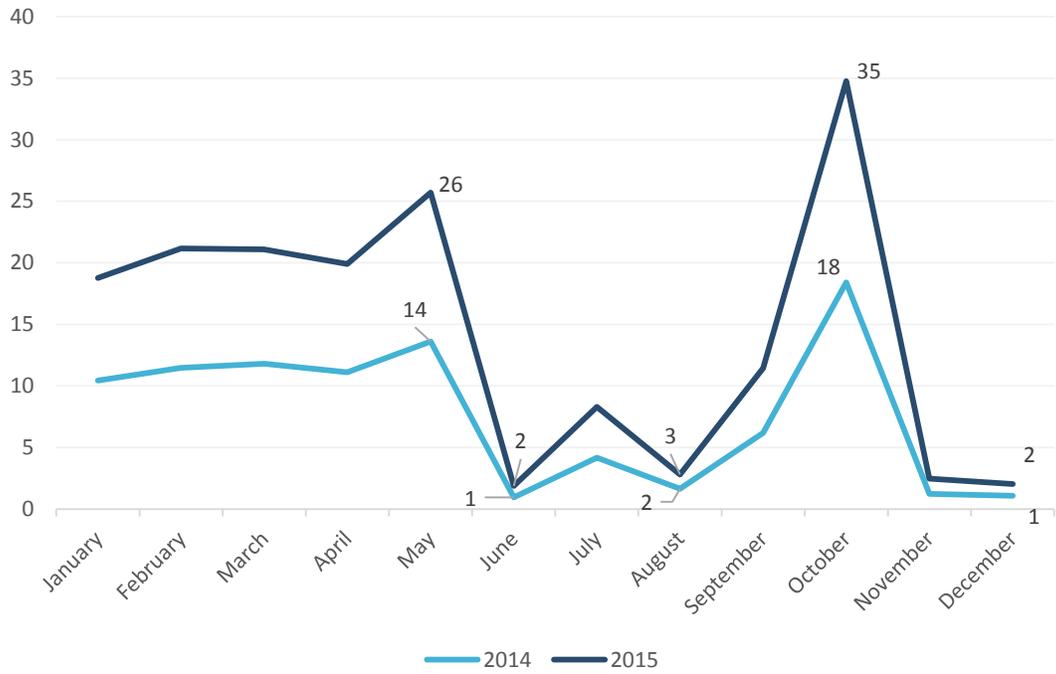


Source: (Kirkland, Logged Overtime Hours, 2014 - 2015)

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 18** 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.

More analysis on overtime use will be included in the next phase of this project.

Exhibit 18: Overtime hours per FTE by Month, 2014 and 2015



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

3.2.4. 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.

3.2.5. 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. This topic is explored below, while consideration of currently evolving technologies, such as body worn video, is taken up in **Section 4.4**. 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. This will be further explored in the next phase of work.
- **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.

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.

3.2.6. 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.

This will be a focused area of exploration in the next phase of this project.

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.

3.3 Corrections Division

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 Alternatives.
- Employee Recruitment, Retention, and Morale.
- Inmate Programs.

For each topic, major findings are listed first, followed by assessment of additional strengths, challenges, and opportunities. This section concludes with a brief consideration of the opportunity to contract out bed space, which may be the subject of further consideration in the next phase of this project.

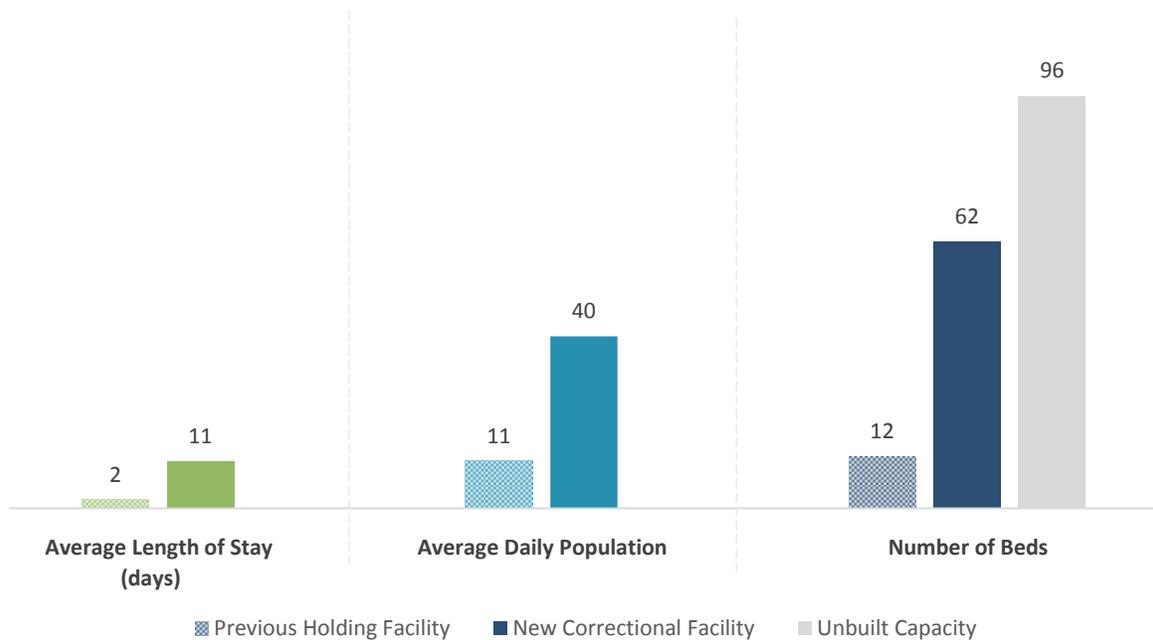
3.3.1. Background

The Corrections Division 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 Division has transitioned and begun operating a full-service Correctional Facility with 62 beds¹, 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.**

¹ The Design Capacity of the jail (62 beds) is much higher than Operational Capacity (53 beds).

Exhibit 19: 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 Division 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.

3.3.2. 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.

3.3.3. 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.

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.]

3.3.4. 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.

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.

3.3.5. 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 will be addressed in the “time and motion” study portion of the NIC Staffing Analysis process.

- Creating a civilian position to develop and administer inmate programs.

3.3.6. 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 is 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.

3.3.7. 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. 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.

3.3.8. Conclusion

Just under two years after a significant expansion and transformation, **Corrections has substantial work to do to strengthen basic systems, processes, and programs.** A subsequent phase of this study will explore the potential benefits, challenges, and risks associated with contracting currently vacant jail capacity to other municipalities. Before taking on this role, KPD must at a minimum develop and implement the following management improvements:

- An objective Jail Classification System that has been validated on the KPD inmate population.
- An Inmate Management Information System to collect data and provide timely reports for analysis.
- Policies and Procedures in compliance with American Corrections Association Core Jail Standards.
- In-Service Training Plan for officers.

Consideration of Contracting Options

If and when KPD desires a full assessment of its ability to market its excess jail capacity, an in-depth analysis will be required, including at least the following elements:

- **Market Research and Competitive Analysis.** KPD would determine population profile of inmates from other municipalities, such as Bellevue, Woodinville, Redmond, Medina, Clyde Hill, as well as the length of stay of felony arrests. KPD should also identify inmate risk, needs, profile, length of stay, behavior, special needs, and transport required to other facilities. A competitive analysis would evaluate KPD's ability to provide quality jail services at or better than market rate. SCORE, currently provides contract beds at \$105.00 per day for all types of inmates, including those who are violent or medically fragile, or with mental and behavioral health concerns.
- **Staffing Analysis.** This should be based on population projections with additional contract beds.
- **Jail Capacity considerations.** The Design Capacity of the jail (62) is much higher than Operational Capacity (53) which is normally 85% of Design Capacity. This is a dynamic number influenced by the changing profile of the population and need for separation for females, work release, intake, detox, administrative segregation, suicide watch, etc.
- **Business and System Considerations.** Providing contract bed capacity would require KPD to develop the ability to bill clients, provide up-to-date reporting to external audiences, and other needs.
- **Explore PREA Certification.** This involves Administration making a decision about whether to become PREA Certified. If the answer is yes, significant staff resources will be required to support policy and procedure development, staff training, and possible facility modifications. Compliance with PREA Standards is important because future opportunities to contract out beds may be impacted if the facility is not PREA Certified.

4.0 LOOKING FORWARD

This section begins a look forward to identify future opportunities and challenges that Kirkland PD must prepare for. **Section 4.1** summarizes historic and projected changes in the makeup of the Kirkland community. **Sections 4.2** and **4.4** summarize emergent regulatory and technological changes, respectively.

Section 4.6 summarizes at a high level the anticipated future demand for law enforcement services. This will be more of a focus in the next phase of work.

4.1 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 more dense and urban. More mixed-use development of residential, office, and commercial space is expected (and underway) in the Downtown and Totem Lake areas.

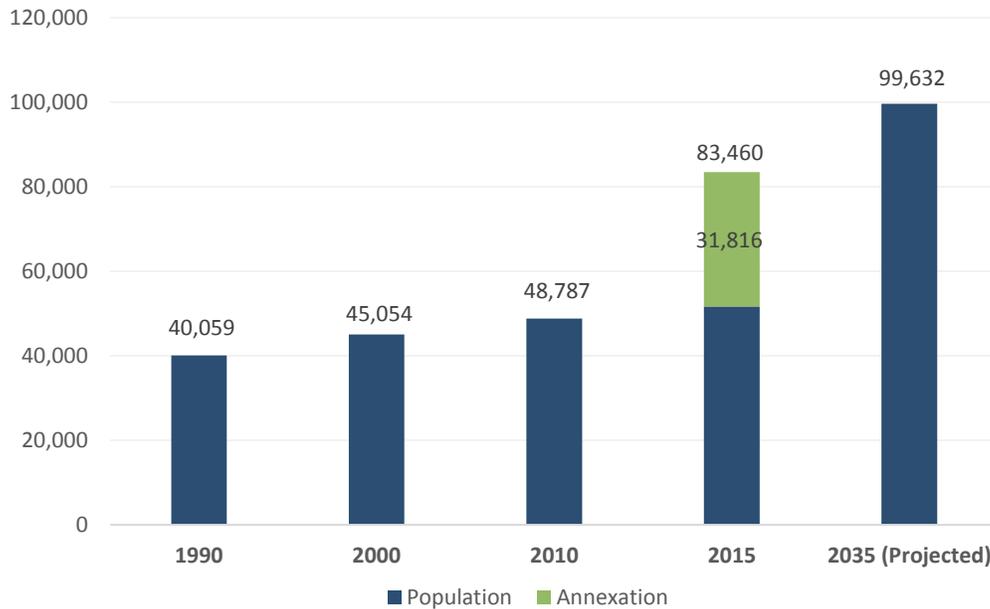
4.1.1. Population Growth

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 20 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 20. Kirkland Population Growth, 1990-2015 and 2035 Projection



Source: (City of Kirkland, 2015)

4.1.2. 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.

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

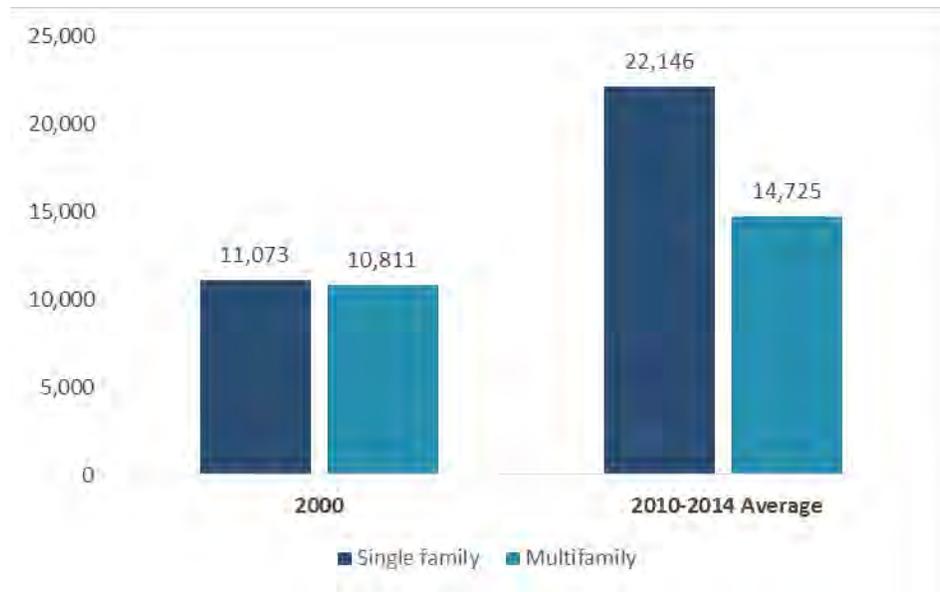
While there is no data available for individual cities, the number of unsheltered homeless people in east King County grew between 2015 and 2016. The “One Night Count” organized by the Seattle King County Coalition on Homelessness found 134 unsheltered homeless in east King County in 2015, and 245 in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

4.1.3. 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 21**.

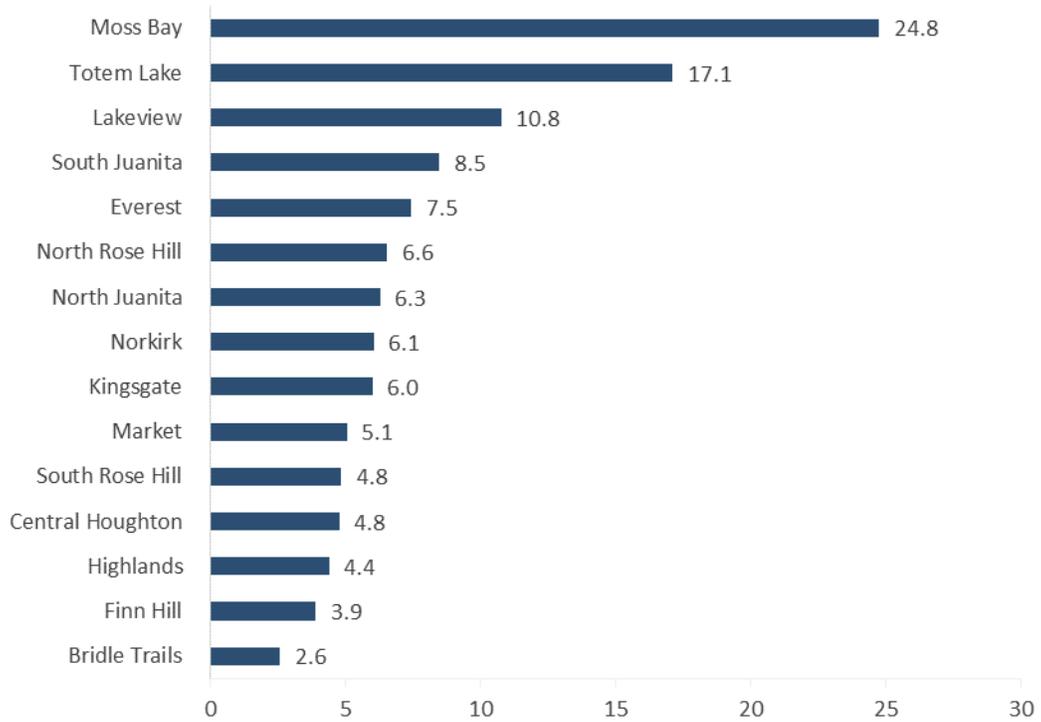
Exhibit 21. Kirkland Housing Units by Type, 2000 and 2010-2014



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

Kirkland’s residential density varies significantly by neighborhood, as shown in **Exhibit 22**, with Moss Bay (which includes downtown) and Totem Lake the densest.

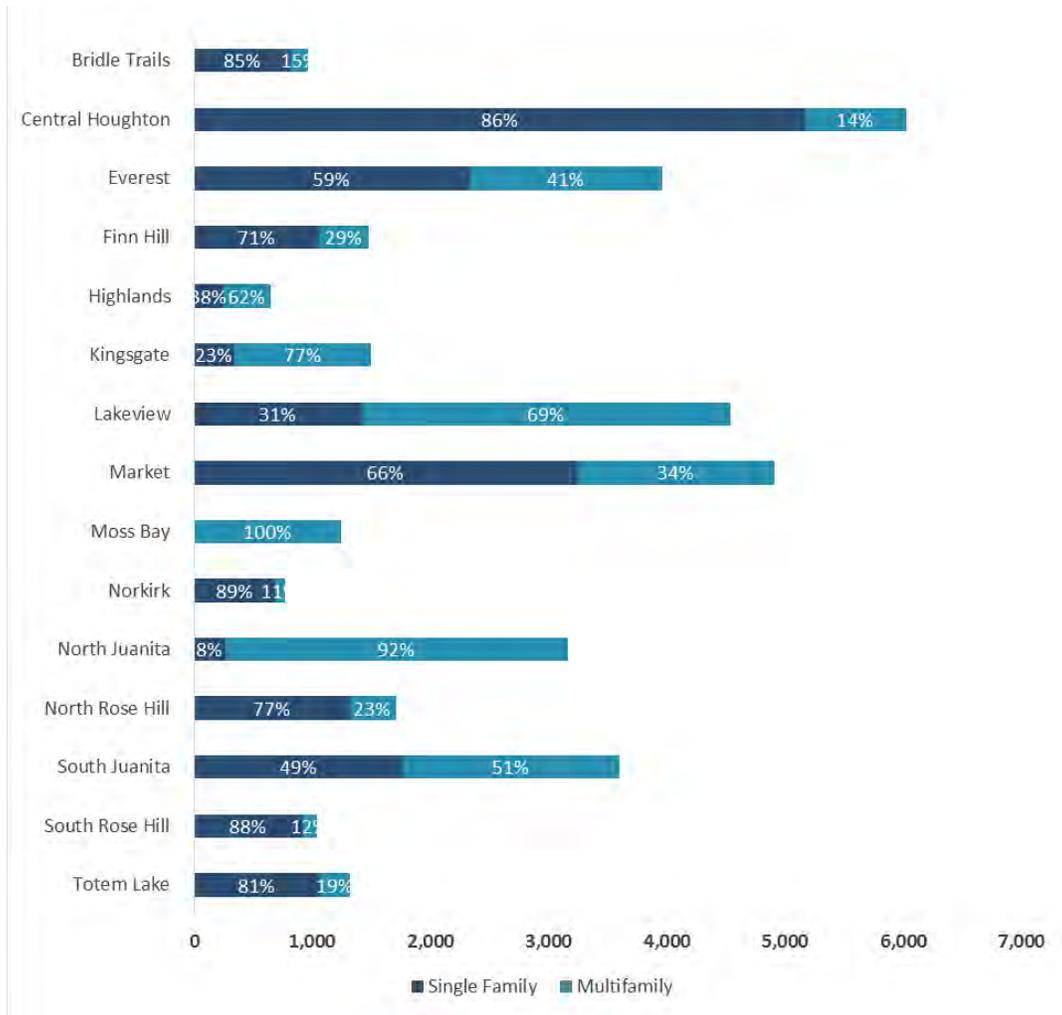
Exhibit 22. Residential Density by Neighborhood, 2013 (Units per Residential Acre)



Source: (City of Kirkland, 2015)

Similarly, the amount of single family and multifamily housing varies significantly by neighborhood, as shown in **Exhibit 23**.

Exhibit 23. Housing Units by Neighborhood, 2013

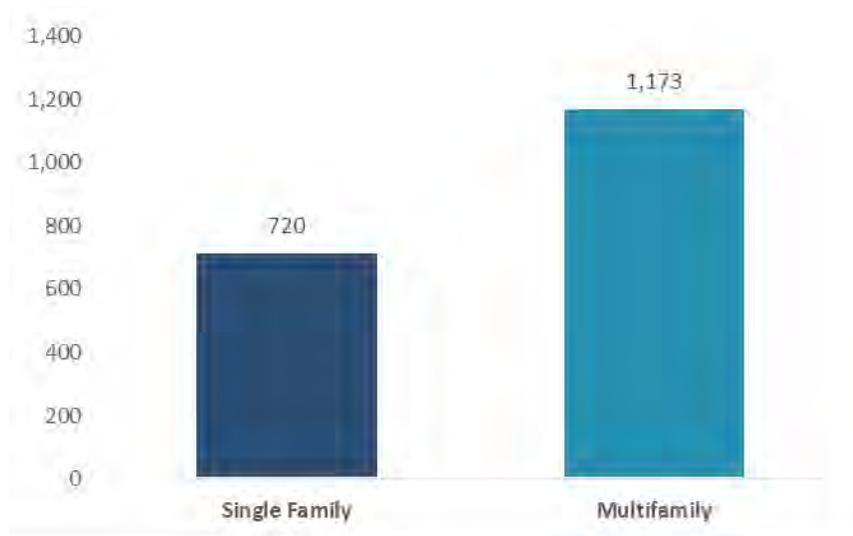


Source: (City of Kirkland, 2015, p. 80)

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 24**. The vast majority of net new multifamily units (1,042) were in structures with 50 or more units.

Exhibit 24. Net New Housing Units Permitted, by Type, 2006-2013



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

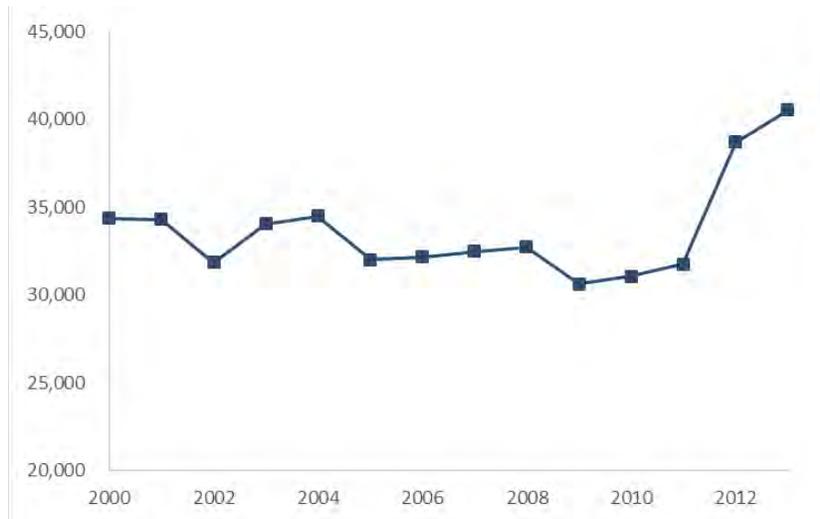
Over three-quarters of Kirkland’s expected housing growth through 2035 is expected to be in multifamily housing units, with about one-quarter in single-family dwellings. (City of Kirkland, 2015) This projection is based on the fact that the land parcels with development capacity are largely located in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

4.1.4. 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 25**. 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.

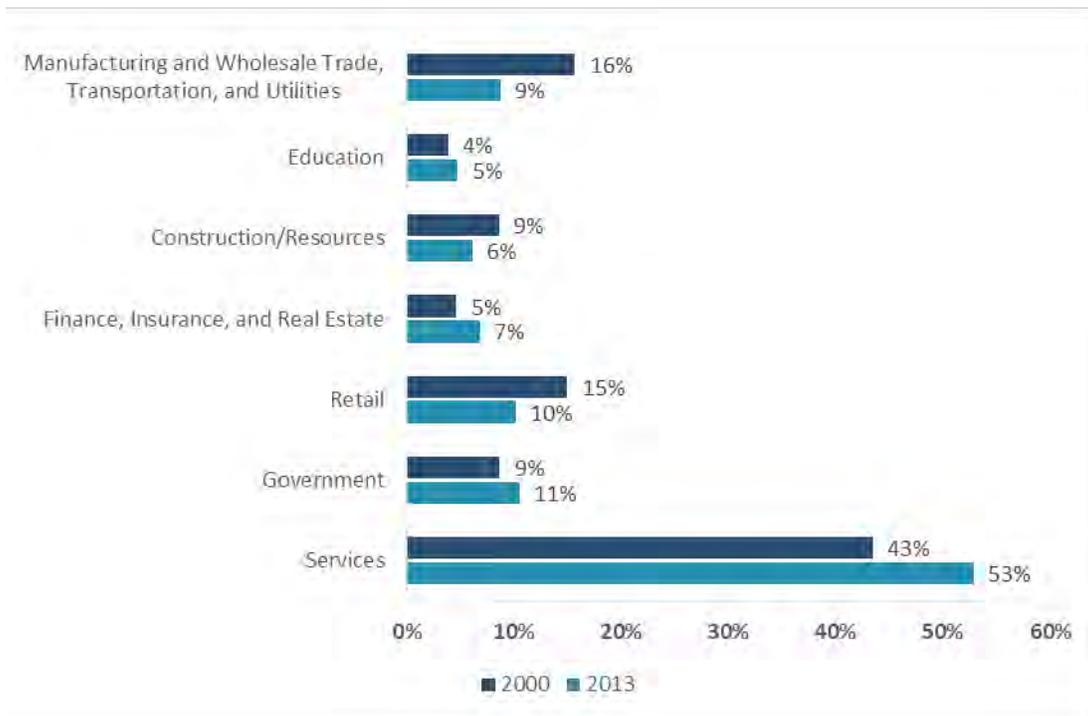
Exhibit 25. Covered Employment in Kirkland, 2000-2013



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 26**.

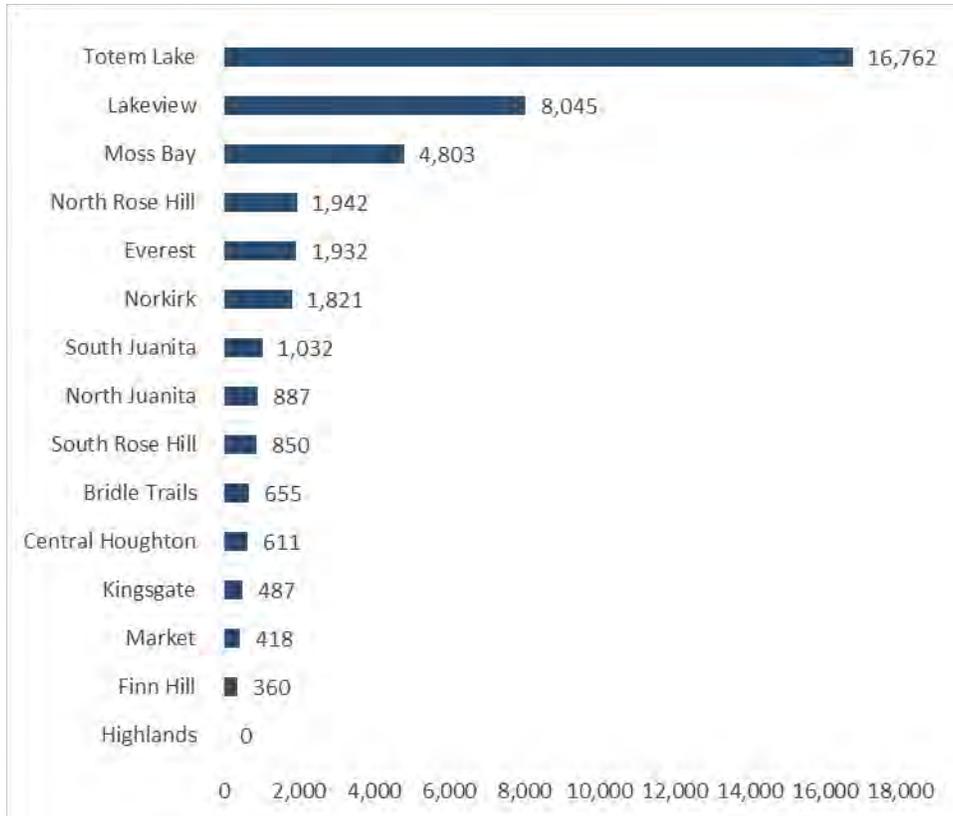
Exhibit 26. Kirkland Employment by Sector as Proportion of Total Employment, 2000 and 2013



Source: (Puget Sound Regional Council, 2013)

Kirkland’s employment is geographically concentrated in the Totem Lake and Downtown areas, as shown in **Exhibit 27**.

Exhibit 27. Estimated Employees by Neighborhood, 2013



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

4.1.5. Development Projects that Could Impact Demand for Police Service

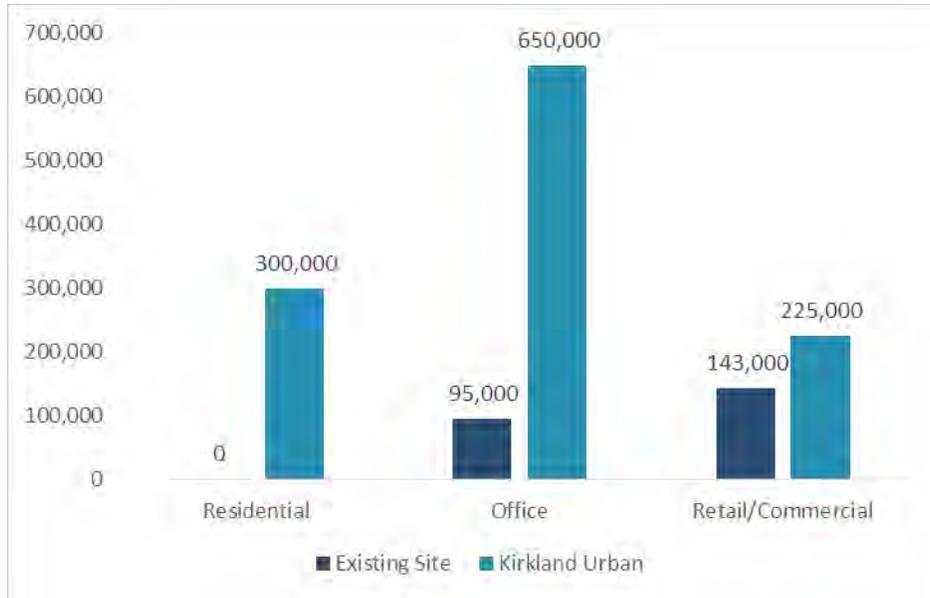
This section contains an initial look at two major development sites in Kirkland; the next phase of this project will include additional analysis on development trends and future demand for police service.

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 28**.

Exhibit 28. Development Uses, Existing and Proposed, at Kirkland Urban, in Square Feet



Source: (City of Kirkland, 2015)

The new development could add 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.² 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 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.

² 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.

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 29**. If the trail is open at night, KPD will need to determine how to patrol it.

Exhibit 29. Cross Kirkland Corridor



4.2 Traffic Control

Based on the expected increase in Kirkland's population and job growth in the next few years, additional traffic control will be needed. Additional resources may also be needed if the City plans to increase the hours the Cross Kirkland Connector is open for use.

In addition, further discussion is necessary to assess the functioning of the Traffic Unit:

- How does traffic enforcement affect the relationship between the community and the Department?
- How does traffic enforcement achieve, or not achieve, City goals related to safety and congestion?
- Are performance measures correctly aligned with these goals?

4.3 Recent and Potential Regulatory Changes

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

Changes to 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.

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.

Public records/disclosure.

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 very narrow statutory exemptions. Monetary penalties for wrongfully withholding or delaying production of records can be significant. There are conflicting and unclear rules that apply to law enforcement records. Due to the potential liability related to disclosure errors and the complicated web of rules related to law enforcement records, police departments devote sizeable resources to managing the public records process. Departments consider public disclosure risks and consequences when evaluating new technologies and law enforcement tools.

Further detail on public records will be included the next phase of this project.

Cybercrime.

Crimes committed via computer continue to increase and outpace the resources of many local law enforcement agencies. These crimes include computer hacking, identity theft, financial crimes, cyber stalking, revenge porn, and crimes against children. Investigation of these crimes takes significant technical expertise and specialized tools. Local law enforcement agencies are generally ill-equipped to respond to these crimes and jurisdictional issues are complicated and ill-defined. Cybercrime is an area ripe for partnerships with financial institutions and local technology resources.

Privacy concerns.

With enhanced ability 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.

Disparate impact of the criminal justice system.

Policy makers at all levels of government are concerned about the overrepresentation of minorities in arrests, convictions, and sentences. Even facially neutral policies result in racially disparate effects. Police departments are being asked to collect more demographic data to help study these issues. Collecting this data can be time consuming and may require new policies, forms, and data aggregation tools.

4.4 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.

4.5 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 3.2.5**, 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.

More 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.

Mobile device capability.

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.

Body-worn video.

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.

Note: We will further consider body-worn video in the next phase of this project.

Automated license plate readers.

Automated license plate readers can assist officers with identifying and recovering stolen vehicles, locate wanted vehicles, and provide information for various types of investigations.

4.6 Anticipated Future Demand for Law Enforcement Services

The next phase of this project will focus on strategy development. Some strategies will focus on areas of current need, seeking to address current challenges identified in this report. Other strategies will seek to anticipate future demand for law enforcement services given:

- Expectations for community outreach and engagement expressed by members of the Kirkland community noted in **Section 2.4.4**.
- Demographic and development shifts projected to occur in Kirkland and the surrounding region as described in **Section 4.1**.
- Trends and changes in the regulatory environment as noted in **Section 4.2**.
- Social trends noted in **Section 4.4**.
- Emerging technologies described in **Section 4.5**.

APPENDICES

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Stakeholder Engagement Process

The consulting team interviewed stakeholders as part of the Assessment Report 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 department. Themes from these interviews are discussed in Section 2.4 of this report. A group of 15 community leaders was interviewed, including representatives of faith communities, youth, seniors, businesses, human services, and neighborhoods. Themes are described in Section 2.4 of this report.

Department directors interviewed include: City Attorney's Office, Human Resources, Information Technology, Planning and Community Development, Finance and Administration, Neighborhood Outreach Coordinator, Fire, Parks, Public Works. Information from these interviews is woven throughout the report.

Employee Engagement Process

The consulting team met with KPD employees 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 employees (March 3rd), a meeting with command staff (March 24th), and four meetings with corrections employees (March 17th and March 21st). Discussion centered on KPD's strengths and areas for improvement. Employees 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 employee meetings is woven throughout the report.


CITY OF KIRKLAND
Police Department

 11750 NE 118th Street, Kirkland, WA 98034-7114 425.587.3400

www.kirklandwa.gov

MEMORANDUM

To: Kurt Triplett, City Manager

From: Cherie Harris, Chief of Police
 Michael Ursino, Administrative Captain
 Lorrie McKay, Intergovernmental Relations Manager

Date: May 18, 2016

Subject: Considerations for Providing Animal Services Locally - Effective 2018

The current extended contract with Regional Animal Services of King County (RASKC) expires on December 31, 2017. Monthly successor contract negotiations have begun and are expected to continue for the next year, concluding with an executed successor ILA "no later than" June 1, 2017.

Although there is more than a year and a half left on the current contract, staff was directed to evaluate if animal services can be provided locally effectively and efficiently prior to the RASKC successor contract execution date of June 1, 2017.

On its face, participation in the regional program is currently cost neutral for the City of Kirkland. Over the duration of the 2013 ILA and its extension, the City's net out-of-pocket expenses toward the RASKC program have been zero (\$0). In fact, program revenues have exceeded program costs by \$46,000 since 2013. This can be attributed, in part to the City and County's focus on pet license sales and in particular, annual efforts to canvass neighborhoods about pet licensing. Kirkland's canvassing program is managed and operated by RASKC, but has been funded from 35% of the City's revenues raised beyond its overall costs.

Staff is confident that operating and providing animal services locally can be achieved effectively and efficiently should Council choose not to enter into the 2018 contract with RASKC.

CONSIDERATION FOR KIRKLAND PROVISION OF ANIMAL SERVICES

In 2011, staff reaching out to the animal services program managers at cities that are providing animal services on their own, in order to learn from their experiences. Specifically, staff contacted the cities of Bothell, Federal Way, Des Moines, Renton and Burien to understand how these cities were providing animal services and what lessons they could share. Some issues were identified.

- Have in place an animal sheltering option
- Expect that Animal Control and Animal Shelter usage would increase based on proximity and availability of local enforcement (approximately 25%)

Staff explored options for all three of the animal services that are currently provided by the King County ILA, and also modeled an increase in use of service. Staff also included a comprehensive look at the benefits and drawbacks to operating an animal control unit. Areas explored included:

- Animal Control
- Animal Sheltering
- Pet Licensing
- Marketing & Education
- Increase in service
- Benefits and Drawback

Animal Control

The below chart will show estimated costs of employing an Animal Control Officer. Kirkland's Finance Department and Police Department determined that an Animal Control Officer could be employed by the City January 1, 2018 at an annual cost of \$122,202 (includes wages, benefits, vehicle rental and replacement, etc.) plus an estimated \$350 in NORCOM dispatch costs. Additionally, there would be an estimated \$10,900 in expenses for marketing, education and license renewal efforts. Importantly, there is a one-time City program start-up expenses of an estimated \$103,991 in the first year for the purchase of a vehicle and equipment. In addition, another \$26,777 is required for three months of salary, benefits and training, for an Animal Control Officer to be hired, trained and ready to deploy by January 1, 2018.

City of Kirkland 2017 Start-Up Cost Model

Kirkland Control Beginning 2018	2017 Equipment Costs	2017 FTE October Hire Costs	2017 Total Start Up Costs
One time start up	\$103,991		\$130,768
On-going		\$26,777	

One officer cannot cover the entire city all of the time, therefore, staff has reached out to the Bothell Police Department who have operated their Animal Control unit from the patrol division of their department since 2011. Bothell administration is open to discussing mutual aid issues. The areas thought to be of benefit to both cities include:

- Training
- Overlapping coverage
- Other mutual aid issues
- Temporary kenneling

Animal Sheltering

This month, staff reached out to both the Progressive Animal Welfare Society (PAWS) and the Everett Animal Shelter to determine if these animal shelter organizations have the capacity to serve the City of Kirkland, as well as confirm their interest in contracting shelter service to the City. Both organizations have indicated that they have the capacity and interest to work with Kirkland. The chart below shows the costs associated with sheltering at both of these alternatives in comparison to the King County Shelter.

2015 Comparison of Cost per Shelter Intake

Animal Shelter Use Data	King County RAS Cost Per Intake	Everett Animal Shelter Cost Per Intake	PAWS Cost Per Intake
1 Animal Intake	\$1,010	\$185	\$175
2015 Total = 102	\$103,020	\$19,055	\$17,850

While sheltering is a more permanent solution to housing animals, temporary kenneling is necessary. Holding an animal temporarily until an owner can respond to the facility to pick up the animal is a local service the city does not currently have. Temporary holding pens were included in the 'Start-up' costs for animals that don't have to be sheltered, but simply held. This was addressed in the 2011 conversation with Bothell and have recently been broached as well. If interest in providing animal services locally remains, staff will continue conversations with Bothell about potential partnerships continue in the months ahead. The importance of local kenneling cannot be overstated, especially with the traffic issues that plague roads in the Puget Sound region. Clearly, driving to Totem Lake versus the County's shelter in Kent, is a benefit to Kirkland pet owners.

Pet Licensing

In 2011 and 2014, staff explored the potential of contracting pet license processing services with PetData, a private company that provides this service by contract to other cities in Washington and in other states across the country. In 2014, PetData charged \$4.10 per license processed on a multiyear contract. Staff needs to update this fee to present day costs. PetData maintains the data on pet-owners. The company sends out two renewal notices to licensed pet owners annually. They would also provide a list of delinquent owners to the City for follow up contact. This process, combined with a marketing plan and pet license public education efforts should be able to generate a consistent number of licenses purchased each year. PetData's service eliminates the need for any additional FTE's to manage the licensing portion of a local program.

2015 Comparison of Cost for Administration of Pet Licensing

Pet License Cost	King County RAS	PetData
	Cost Per License	Cost Per License
Cost per License Sold	\$6.26	\$4.10
2015 Total = 10,035	\$62,820	\$41,144

Since 2013, pet licensing in Kirkland has increased by about 14.5%. This is due, in part to the City's implementation of its pet license marketing plan and King County's canvassing efforts in the City's neighborhoods, which they have done with temporary seasonal hires.

Included in the City's cost model is \$10,900 for on-going funding to insure that marketing and public education continue so that license sales remain strong.

- Printed Materials
- Paid Advertising
- Special Event Information Booth
- Special Mailings
- Web/Electronic/Telephone Communication
- Media Relations
- Pet license public education canvassing efforts

Overall Program Cost Comparison

It is assumed that because of the availability of a local Animal Control Officer and the community contacts that are made, control calls, along with intakes, will increase. Based on information received from other agencies (best estimates), the estimates used show an increase of 25%, while the licenses sold show no increase. As the City has historically experienced, after the 2011 annexation, requests by the public for services increased (spiked), and then receded to a new normal level of service. Activating a local Animal Control unit should elicit the same response from the public, as an increase in service and then recede to a new normal, which staff will then be able to accurately measure after a year or two of data collection.

However, to compare like data, the first chart below shows actual numbers for 2015. The chart assumes Kirkland was providing the same service for the areas of support from King County. The chart also includes a hypothetical increase of 25%.

Overall Comparison of Program Costs (Regional vs Local)

2015 Service Description Actuals	King County 2015		Service Increase Est.		What if Kirkland 2015 Based on 2015 plus service increase	
Control Call (309)	@ \$277	\$85,502	+25%	387	@ \$289	\$111,843
Animal sheltering (102)	@ \$1076	\$103,106	+25%	128	@ \$185	\$23,680
Pet License Sold (10,035)	@\$7.63	\$62,869	N/A		@\$4.10	\$41,144
Total Cost of Service		\$251,477				\$176,667

To show combined service/costs of the local model, the chart below shows estimates for services including all of the equipment necessary to field an Animal Control Unit. The first chart shows the one-time start-up costs paid up front without amortization. The second chart shows amortization over a three year period for the initial equipment outlay of \$103,991.

Estimated Costs for Services
Based on 2015 Actual Use and City Staffing/Equipment Estimates
 (Start-up costs paid in 2017)

Service Description Use and Cost	2017 (est)	2018 (est)
Kirkland Control 1FTE – Starts Oct 1 2017	\$26,777	\$111,302
Everett Animal Shelter 128 @ \$185	<i>RASKC ILA</i>	\$23,680
PetData Lic. sales 10,035 @ \$4.10*	<i>RASKC ILA</i>	\$41,144
Marketing/Admin	<i>RASKC ILA</i>	\$10,900
NORCOM Priority 1= 10 @ \$35		\$350
One-time Start-up Costs	\$103,991	
Program Costs Totals =	\$130,768	\$187,376
Pet Lic. Sales Revenue 10,035 @ \$28.7 average	<i>RASKC ILA</i>	\$288,005
Net (Deficit)/Surplus =	(\$130,768)	\$100,629

Estimated Costs for Services
Based on 2015 Actual Use and City Staffing/Equipment Estimates
 (Start-up costs Amortized over 3 years)

Service Description Costs	2017 (est)	2018 (est)
Kirkland Control 1FTE – Starts Oct 1 2017	\$26,777	\$111,302
Everett Animal Shelter 128 @ \$185	<i>RASKC ILA</i>	\$23,680
PetData Lic. sales 10,035 @ \$4.10	<i>RASKC ILA</i>	\$41,144
Marketing/Admin	<i>RASKC ILA</i>	\$10,900
NORCOM Priority 1 = 10 @ \$35	<i>RASKC ILA</i>	\$350
Amortized One-time Start-up Costs /3 years	\$34,664	34,664
Program Costs Totals =	\$61,441	\$222,040
Pet Lic. Sales Revenue 10,035 @ \$28.7 average	<i>RASKC ILA</i>	\$288,004
Net (Deficit)/Surplus =	(\$61,441)	\$65,964

Benefits and Drawbacks.

<p align="center">Benefits of Kirkland Providing Animal Services</p>	<p align="center">Drawbacks of Kirkland Providing Animal Services</p>
<ul style="list-style-type: none"> • With historically low service use, net costs of a local animal services program are less expensive and more manageable over time • Continued pet license sales efforts could fully recover costs. • Allows City to determine appropriate local level of service and regulatory approach • Provides for humane animal care. • City staff would have discretion and judgment of service prioritization and dispatch decisions • City staff would have immediate access to service report information • City Animal Control Officer could provide consistent local service and resident familiarity • Subcontracting shelter services to a private non-profit keeps the City out of the shelter business • Subcontracting shelter services to a non-profit shelter organization decreases the per animal cost significantly, freeing up resources for other animal control services (increased presence in parks, etc.) • Non-profit shelter organizations provide a low-cost spay and neuter program for qualifying low income customers • City use of volunteers and partnerships with private animal welfare groups increases humane animal treatment with minimal public cost • Provides a local single access point for residents searching for a lost pet or seeking animal control help and citizen complaints • Subcontracting pet license process enables City Finance Department to continue focusing on current work load (No New FTE) • Subcontracting pet license sales through PetData is simple for the public to access and understand 	<ul style="list-style-type: none"> • City would be starting a new line a business • City would have to create a new Full Time Employee position in the Police Department for an Animal Control Officer • In 2017, there are one-time start-up costs to the City of \$103,991 • Technology - City would need to develop reporting systems & formats for the three services in order to monitor the program and find areas for improvement (New World) • Local residents may be confused during the transition about which agency provides animal services • City would have to identify a temporary animal holding pen for animals brought in during hours when the non-profit shelter is closed • City would be fully responsible for developing marketing and public education efforts to encourage licensing and to promote license sales • City would have to develop relationships with various animal rescue groups, veterinary hospitals and other businesses to manage unusual events involving animals that require specialized staff, such as: horse cruelty, animal hoarding, loose livestock, dog-fighting, animal necropsies and quarantine, holding of animals as evidence in criminal cases and retrieval of dead animals • City would have to develop relationships with surrounding agencies for assistance (could also be a benefit)

Summary

Prior to operating a fulltime Animal Control Unit, there are some challenges that need to be addressed. Staff is confident that these hurdles are not insurmountable and can be navigated with the proper partnerships in place.

The following is a draft timeline that highlights what needs to be in place to assume local delivery of animal services on January 1, 2018.

Timeline Draft

4th Qtr. 2016

- Council review of draft 2018 ILA Contract (by December 31, 2016)
- Service package submitted for FTE and Equipment
- Approval of service package

1st Qtr. 2017

- Council decision to provide animal services locally
- City notice to RASKC of intent to leave regional system (by February 15, 2017)
- Specs for vehicle completed and vehicle ordered for delivery in May, 2017.
- Hiring process approved and ready to go

2nd. Qtr. 2017

- ACO work space completed
- ACO Vehicle received
- Submit and approve job description for ACO
- Determine testing process for ACO
- Submit requisition for ACO and equipment
- Begin discussions with Bothell PD for mutual aid / ILA
- Continued discussion for sheltering contracts
- Continued discussion for licensing contracts
- Test for ACO

3rd. Qtr. 2017

- I.T. equipment installed in ACO office

4th Qtr. 2017

- Trained ACO(s) to assume duties as assigned
- ACO to train with Bothell (Assuming ILA in place)
- All contracts in place
- All procedures in place

January 1, 2018

- City of Kirkland assumes local provision of Animal Services


CITY OF KIRKLAND
Police Department

 11750 NE 118th Street, Kirkland, WA 98034-7114 425.587.3400

www.kirklandwa.gov

MEMORANDUM

To: Public Safety Committee
From: Cherie Harris, Chief of Police
 Michael Ursino, Administrative Captain
 Lorrie McKay, Intergovernmental Relations Manager
Date: May 18, 2016
Subject: Regional Animal Control Services (RASKC) Successor Contract Negotiations

This memo is to update the Public Safety Committee on the status of the Regional Animal Services successor contract and negotiations timeline. The Public Safety Committee was last briefed at its February 4, 2016 meeting.

Monthly Negotiating Meetings

Beginning in February, the Joint City County Collaboration Committee (JC4) began meeting monthly in order to negotiate a successor contract. As of yesterday, four meetings have been held (February 9; March 16; April 20; and May 18). Kirkland PD and CMO staff have participated at each. Meetings will continue monthly, leading to critical milestones noted below.

February & March Meetings:

The meetings in February and March were primarily focused on developing and agreeing to an approach/principles to the negotiations. These meetings also served to develop an outline of negotiation process milestones for developing the 2018 ILA and identify common goals for the successor contract.

April Meeting:

At the April meeting, the group finalized the approach and milestones. Based on the goal of simplifying the next contract, RASKC staff focused the April meeting on discussing current billing and cost allocation. Following a review of the current structure, participants requested additional information and clarity, and offered suggestions to consider for potential change.

Finally, the group briefly discussed additional contract categories of interest: Contract Duration; Field Services; Overall Costs; License Services; and Shelter Services.

Summarized Timeline - Critical Milestones for 2018 Contract Negotiations

September 1, 2016 - Agreement in principle by all parties
 December 31, 2016 – Contract draft for parties CEO's to review/approve
 February 15, 2017 – Formal notification of intent to contract
 May 1, 2017 – Confirmation of intent to contract

May Meeting:

RASKC's focus (and goals) for the May 18 meeting are:

1. Reach agreement on the categorization of Contract Sections for establishing an Agreement in Principle.
2. Reach agreement on draft language for the contract duration - Section 4 (Term)
3. Reach agreement on Field/Control District boundaries (Kirkland is in the North District 200, along with Carnation, Duvall, Kenmore, Lake Forest Park, Redmond, Sammamish, Shoreline and Woodinville.)
4. Continue discussions about Billing and Cost Allocation

1. Categorization of Contract Sections for establishing an Agreement in Principle:

The County is proposing four sections of the contract be the core focus of the Agreement in Principle (AIP) - **to be agreed upon no later than September 1, 2016.**

The four core AIP sections are:

- Section 4. Term
- Section 5. Compensation
- Section 6. Reconciliation
- Section 7. Regional Revenue and Licensing Revenue Support

The County proposes that the following three contract sections, which support the core AIP, **be agreed up upon by the September 1, 2016.**

- Section 2. Service Description
- Section 3. City Obligations; code adoption Authorization, Cooperation/Licensing Support
- Section 15. Terms to Implement Agreement

Finally, the County recommends completing the remaining sections (section 1, 8-14 and 16) after completion of the core AIP sections, which could be **after the September 1, 2016 milestone.**

2. Proposed language Section 4. Term (duration) of 2018 ILA: (see attachment 1)

Proposed - **5-year term with an additional five year automatic extension** (opt-out).

Summary of proposed Section 4. Term

The term for providing service under the Agreement is proposed to be five years (January 1, 2018-December 31, 2022). The Agreement cannot be terminated for convenience. There is a proposed 5-year automatic extension. The County may sign agreements with latecomers, provided the addition of the latter agreement does not cause a negative fiscal impact to the city parties. A limited re-opener is included.

Termination and Notice of Termination: ... party provides written notice to the other party no later than 18 months prior to the expiration of the term then running (no later than June 30, 2021 or June 20, 2016 under extension)

3. Field/Control District Boundaries: (see attachment 2)

4. Billing and Cost Allocation: (see attachments 3)

Fourth Quarter 2015 Fire Dashboard

May 16, 2016

This report reflects first quarter results for the Kirkland Fire Department. The dashboard is split into three key areas: **call volume**, which shows trends for workload and types of call; **response time**, a critical factor in containing fires and providing effective emergency response; and, **other policy issues**, focusing on areas of recent action by Council and the Department. Call volume and response time are further broken down by each station.

1. Call Volume

- In the first quarter of 2016 Kirkland units were called out 2,096 times. Of these, 1,877 were to addresses inside Kirkland, and 219 were to calls outside of Kirkland. This is an increase of 181 when compared to the first quarter of 2015, and is 151 calls above the average for the past five years.
- The first quarter of 2016 had 113 more EMS calls than during the same period last year. Calls were higher inside and outside Kirkland. The increase in calls was mostly in the generic category "Aid – Emergency", and calls were slightly down on 2015 in other areas.
- There was also an increase in first quarter fire calls, compared to 2015. Most of these calls are emergencies requiring an engine, rather than confirmed fires. In the past five years, the largest growth in fire calls has been for motor vehicle accident related calls, which have risen from 80 in the first quarter of 2013 to 116 in the first quarter of 2016.
- Station 27 remains the busiest station, with Aid Unit 27 the busiest single unit in the City. Station 26 had the largest percentage increase in calls between the first quarters of 2015 and 2016.

2. Response Time

- Response time is broken down into three areas; dispatch time, turnout time, travel time. Turnout time targets are different for EMS and Fire calls. As EMS calls do not require firefighters to put on bunker gear prior to entering the vehicle, turnout targets are 60 seconds, rather than the 80 second target for Fire.
- Dispatch time is the responsibility of Norcom. In the first quarter of the past three years calls dispatched to the Kirkland Fire Department have been within the target time of 1 minute, 87 percent of the time.
- For EMS calls, 30.8 percent of units left the station within 60 seconds, a slight increase from the same period last year. Despite a low percentage of calls that meet the 60 second target, over half of turnout times are lower than 80 seconds, with the average turnout time ranging from 01:13 for Aid Unit 29, to 01:23 for Aid Unit 25.
- For Fire calls, 31.1 percent of units turnout within the 80 second target. This number has improved significantly over the past few years at some stations. For example, Engine 22 has reduced the average turnout time to 01:25, from 01:34 in the past two years.

3. Other Policy Issues

- Beginning in August 2013 the Fire Department began placing a fourth firefighter at Fire Station 25 to enable concurrent EMS response from the Station. Therefore the first quarter of 2014 was the first time a second aid unit could respond from station 25. Since that time there have been 91 calls in the first quarter of 2014, 2015, and 2016 that have been responded to using the second aid unit. Previously these calls would have required response from another station.

Department Wide Call Volume and Response

Units Dispatched (includes outside Kirkland)	1st Quarter 2016			1st Quarter 2015			2012-2016 Average		
	Inside Kirkland	Outside Kirkland	Total	Inside Kirkland	Outside Kirkland	Total	Inside Kirkland	Outside Kirkland	Total
KIRKLAND EMS UNITS	1,374	92	1,466	1,284	69	1,353	1,291	91	1,382
KIRKLAND FIRE UNITS*	503	127	630	454	108	562	438	124	562
TOTAL KIRKLAND UNITS	1,877	219	2,096	1,738	177	1,915	1,729	215	1,945
NON-KIRKLAND EMS UNITS		N/A	-		N/A	-		N/A	-
NON-KIRKLAND FIRE UNITS*		N/A	-		N/A	-		N/A	-
NON-KIRKLAND MEDIC UNITS	381	N/A	381	349	N/A	349	371	N/A	371
TOTALNON-KIRKLAND UNITS	381	-	381	349	-	349	371	-	371

* Fire call = any call NORCOM dispatches an engine to.

First Quarter 2016			
Jurisdictions Kirkland Responds to		Jurisdictions Responding into Kirkland	
83	Bellevue		
81	Redmond		
29	Bothell		
17	Woodinville		
4	Northshore		
2	Eastside		
2	Shoreline		
1	Outside Zone		

Percentage of Time Reaching Goal	1st Quarter 2014	1st Quarter 2015	1st Quarter 2016	Status
Dispatch Time*	87.2%	87.4%	87.2%	Yellow
EMS Turnout Time	30.4%	29.6%	30.8%	Red
Fire Turnout Time	28.0%	26.1%	31.1%	Red
EMS Travel Time	78.6%	78.0%	75.4%	Yellow
Fire Travel Time	69.4%	69.4%	67.3%	Red

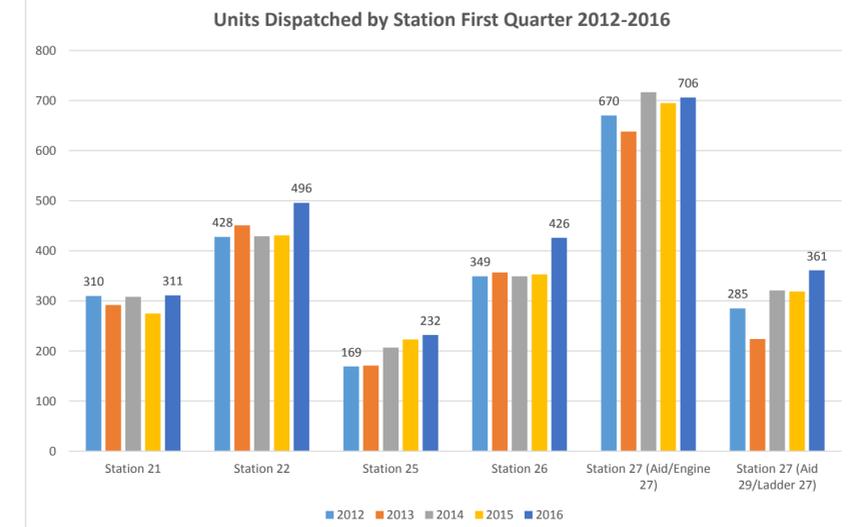
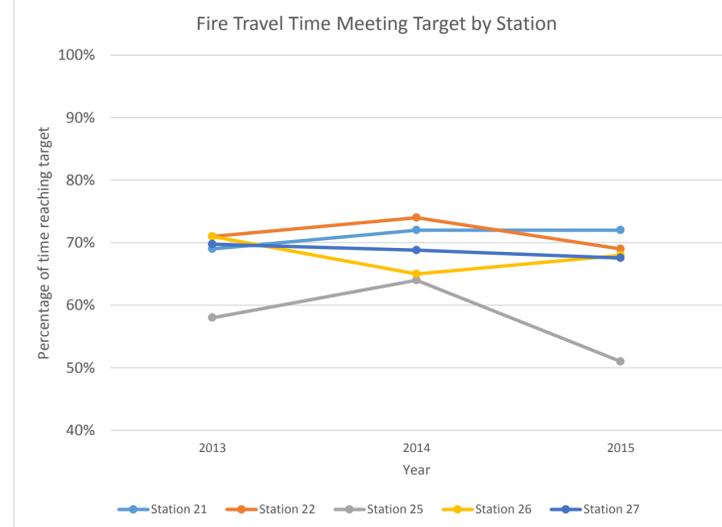
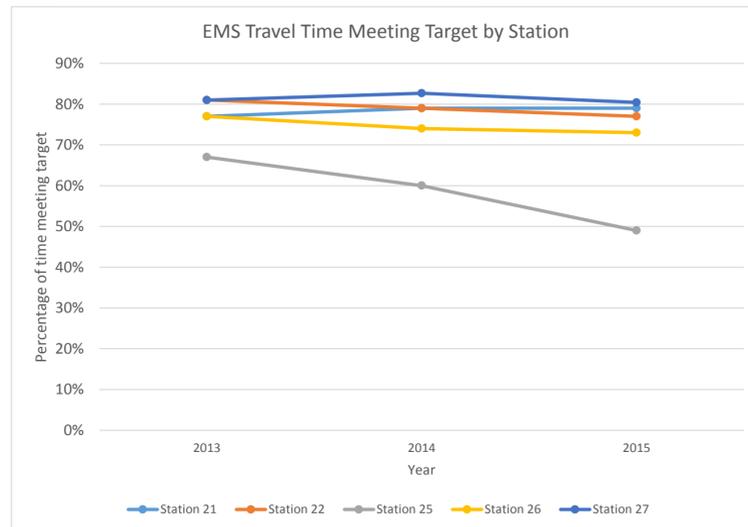
= target being reached less than 70% of the time
 = target being reached between 70% and 90% of the time
 = target being reached over 90% or more of the time

*Controlled by Norcom

Percentage of First Quarter Turnout Times Under			
Type	<1 min	<1:20	<2:00
EMS	30.8%	52.6%	82.1%
Fire	15.8%	31.1%	72.4%

= within target

Call Volume and Response by Station



Other Policy Issues

First quarter call volume from Station 25 before and after 4th Firefighter was added

Unit	2013	2014	2015	2016
Aid Unit 25 CALLS	132	140	149	151
Engine 25 CALLS	39	39	48	44
Second Aid Unit CALLS	0	28	26	37
TOTAL CALLS	171	207	223	232

E25A and 4th Firefighter began operating in August 2013