

1. INTRODUCTION AND PLANNING PROCESS

1.1 Purpose and Organization of this Report

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

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

This document and accompanying appendices are organized as follows:

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

1.2 Planning Process

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

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

Stakeholder Engagement

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

From these conversations, three themes emerged:

1) Praise for KPD’s Community Outreach and Responsiveness

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

KPD Strategic Planning Steering Committee

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

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

2) A Strong Desire for Stronger Community-Police Relationships

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

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

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

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

3) A Desire for More Communication

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

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

Staff Engagement

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

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

Department Strengths

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

Areas for Improvement

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

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

Community Perceptions of Kirkland Police

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

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

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

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

1.3 History and Structure of the Department

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

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

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



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

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

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

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

Relationship to the City of Kirkland

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

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

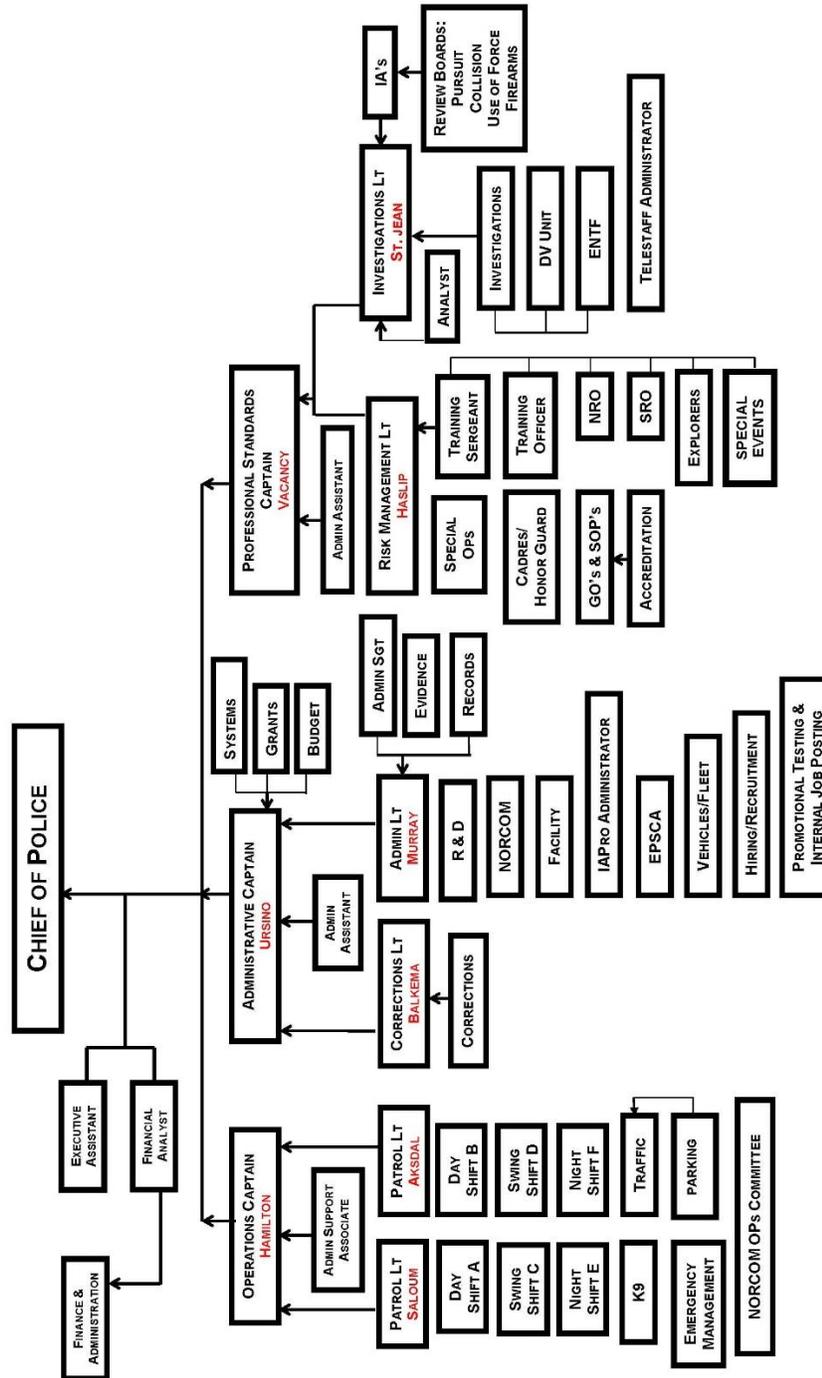
Mutual respect is evident between the Police Department and City Administration. Police leaders seem well informed and supportive of the City's priorities. As the Department develops its Strategic Plan, it will be important to keep this context in mind, building a plan that is aligned with City priorities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

Organizational Structure

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

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

Exhibit 1. Organizational Structure, February 2016



1.4 KPD’s Previous Strategic Plan

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

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

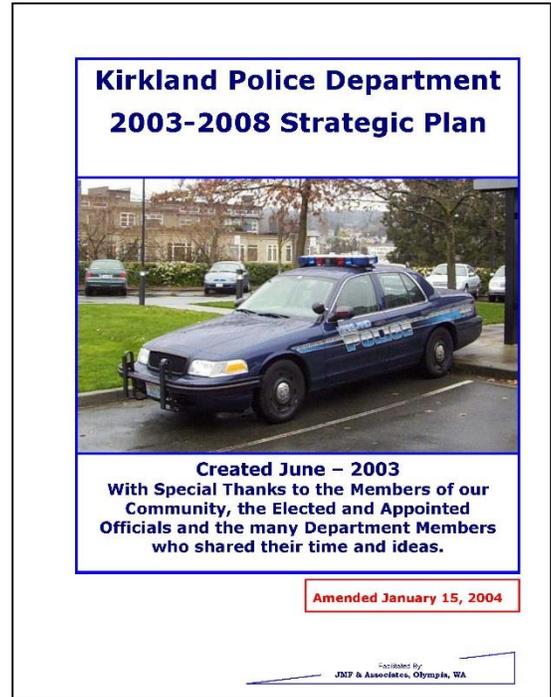


Exhibit 2. Status of 2003 Strategic Plan Goals and Objectives

Goals and Objectives	Notes
1. Adequately staff KPD to meet the needs, expectations, and priorities of our community.	
<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.

Goals and Objectives	Notes
4. Provide useful and meaningful information to employees and community on continual basis.	
<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.
5. Encourage and support high morale throughout the department through open communication and respect for all employees.	
<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.
6. Successfully accomplish the re-accreditation of the KPD.	
	<ul style="list-style-type: none"> Done in 2012. Onsite Accreditation Assessment completed June 2016.

1.5 Kirkland Crime Trends

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

1.6 Community Profile

Population and Demographics

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

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

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

Housing

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

Employment

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

Future

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

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

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

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