2. OPERATIONAL ANALYSIS AND RECOMMENDATIONS

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

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

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

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

Recommendations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2.2 Crime Prevention and Response

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

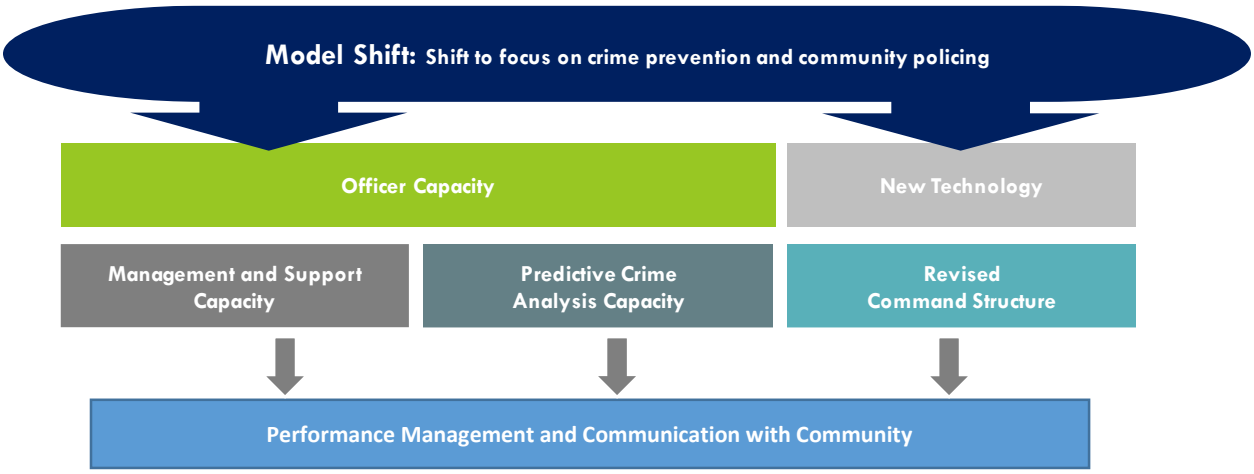
The Kirkland Police Department enjoys a positive public image and relationship with the City, and the Kirkland City Council Goals reflect community desires for a community-based approach to crime prevention. Public stakeholders report appreciation for the Department and a desire for more police involvement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

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

Community Policing

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

Exhibit 3. Component Pieces of Model Shift



Staffing Levels

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

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

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

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

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

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

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

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

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

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

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

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

Recommendations

The following recommendations emphasize a shift towards a more proactive force focused on increased crime prevention and community policing. As noted in Recommendation 4, additional patrol officers are required to make this shift. A workload based assessment conducted for this study estimated a specific number of positions, but the reality is that the Department will add these positions over time, seeking the greatest possible gain from existing and added resources. The implementation of other recommendations contained in this report may cause the precise number of additional positions to shift up or down as visually depicted below:

Impact	Factor	Related Recommendations
Upwards Pressure ↑	Prioritization of traffic enforcement	Recommendation 9
	Continued growth and development of the Kirkland community	Recommendation 11
	Number of positions identified in workload-based staffing analysis	**Recommendation 4**
↓ *Downwards Pressure*	Efficiencies gained through lean process improvements and the use of technology	Recommendations 4b., 4d.
	The use of non- or limited commissioned personnel for selected functions	Recommendations 5a., 5b.
	De-prioritization of traffic enforcement	Recommendation 9

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

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

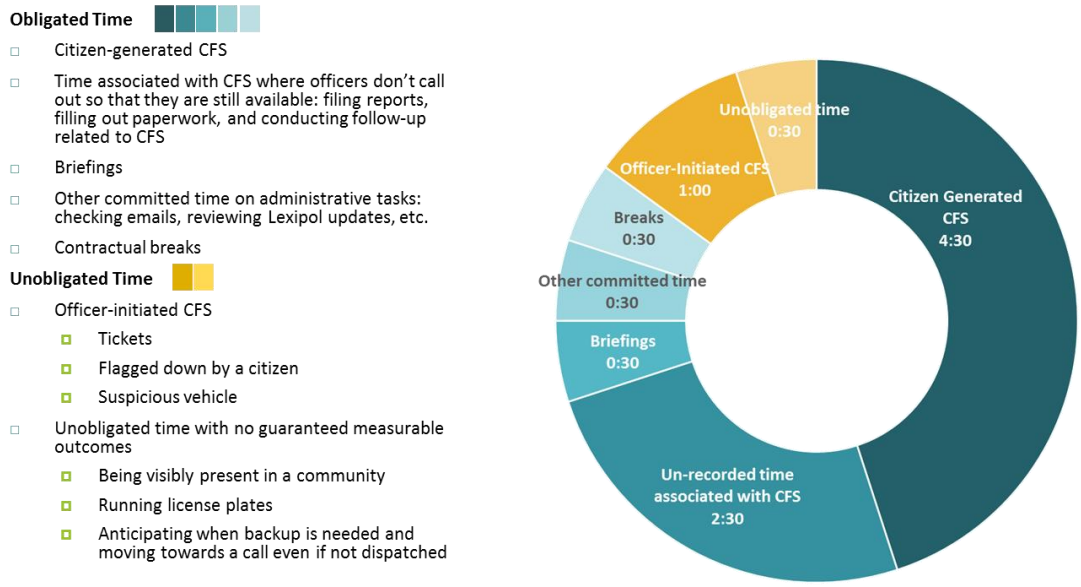
Community policing uses trust-building and collaboration between a city and its police department to effectively address the underlying issues causing crime. This shift to community policing would include building community partnerships and using proactive problem solving to prevent crime. Increased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

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

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

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

Exhibit 4. Typical Day on Patrol, February 2016



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

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

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

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

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

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

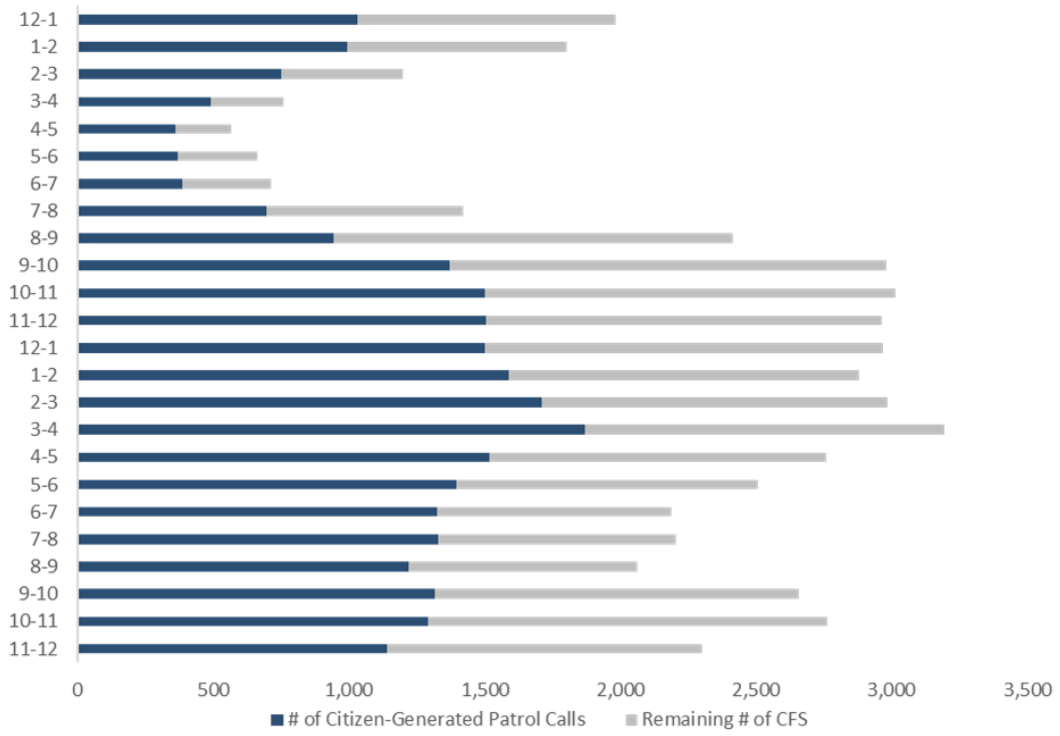
b. Make lean process or technology improvements to reduce officer paperwork, approvals, and internal communications to enhance service and increase time for directed patrol.

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

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

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

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



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

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

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

Exhibit 6: Civilian Opportunity Call Types

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

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

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

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

Exhibit 7: Online Reporting Opportunity Call Types

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Recommendation 9. Assess community traffic enforcement priorities.

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

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

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

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

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

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

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

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

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

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

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

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

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

2.3 Records Unit

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

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

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

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

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

Recommendations

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

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

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

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

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

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

2.4 Corrections Unit

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

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

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

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

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

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

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

Corrections Goals

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

Needed Systems Development

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

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

Recommendations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

b. ***Develop Emergency/Critical Incident Response Plan***

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

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

Recommendation 15. Implement standards-driven operations.

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

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

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

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

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

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

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

g. ***Develop and implement scheduled operational reviews.***

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

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

being paid an officer's wage for this work. The best use of resources would move this work from corrections officers to records clerks.

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

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

c. Identify key data elements for decision making.

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

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

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

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

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

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

Recommendation 17. Employ efficient and effective staff.

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

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

a. Conduct Staffing Analysis (NIC model).

b. Develop a training plan.

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

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

An **Evidence Based Inmate Population Plan** begins with establishing the goals and purpose of in custody inmate programs based on the Vision, Mission and Values of the Agency. Components of an Inmate Population Plan include: A Housing Plan that ensures inmates will be housed in a safe and secure environment; development of in custody programs based on the needs of the population, available resources, and solid evidence based practices; establishment of correctional options programs based on the inmate's risk to reoffend. All correctional options programs must be developed in collaboration with the law and justice stakeholders to ensure success.

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

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

c. Recruit and train volunteers to oversee inmate programs.

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

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

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

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

h. Identify bed capacity and housing of current population.

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

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

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

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

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

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

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

When current population is safely and appropriately housed with low risk offenders transitioned to non-bed correctional options programs, the resulting vacant bed capacity may be utilized to generate revenue by contracting with other local agencies. This option should only be explored once Corrections has completed the above recommendations related needed to strengthen its core functions and serve as a fully-functional Correctional Facility.

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

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

c. Develop a timeline for implementation of contracts.

2.5 Community Relationships

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

Recommendations

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

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

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

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

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

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

b. Increase the Department's overall cultural competency:

Trust and intimate relationships between police and diverse communities and individuals may take time. Relationship building cannot be rushed. The Department should acknowledge that this will be a process, there is no inoculation that can make everything better with one shot. The Chief may want to be the face of the Department in reaching out to these diverse communities and individuals as her demonstrated interest will be appreciated and valued.

Other potential strategies include:

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

Recommendation 22. Increase electronic public access to departmental information.

a. Make improvements to the Department website.

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

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

b. Improve use of social media.

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

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

Several local jurisdictions use social media very effectively. Issaquah, Kent, and Mercer Island focus on sharing positive images of the department engaging with community members:

- Issaquah's Facebook account highlights the department's relationship with the community, including posts showing a School Resource Officer ready for the first day of school, annual cookie deliveries from the local Girl Scout Troop, thanks for officers that are retiring, and congratulatory posts for new corrections officers.
- Kent highlights the department's participation in neighborhood family festivals with photos of their Neighborhood Response Team interacting with residents.
- The Mercer Island Police highlight their Citizens Academies and volunteer activities through posts with photos of officers interacting with the public.

Lynnwood provides more real-time updates on police activity by maintaining a Twitter account that alerts residents to high-priority police incidents, like stabbings and successful high-profile arrests.

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

2.6 Performance Measurement

Performance measurement is critical to an organization. Performance measures inform a department's policing priorities and form the standards that a department delivers against. They are also complex, easy to get wrong, and can demand disproportionate resources to implement. Many common measures are flawed or insufficient, and many departments remain focused on outdated indicators. Like other police departments, Kirkland emphasizes indicators such as enforcement productivity (e.g. arrests, tickets), response times, and clearance rates. Though productivity and response times show effort, they don't reveal if the department or individual police officers are engaging in smart policing or if they are positively impacting the community. The Department should be moving toward a "balanced scorecard" approach for law enforcement, initially proposed by Kaplan and Norton in 1996. By broadening the focus of the police mission, Mark Moore suggests in *Recognizing Value in Policing* the focus should be framed around the following dimensions.

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

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

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

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

Source: (RAND , 2012)

Recommendations

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

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

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

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

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

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

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

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

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

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

Neighborhood Policing Plans allow departments to engage with neighborhoods and define performance measures specific to those communities. The process builds trust and partnerships to fight crime collaboratively and produce public safety collectively. Another benefit of neighborhood-specific goals and measures are that they allow the Department to have varied metrics across neighborhoods based on their specific public safety needs. The Seattle Police Department's "micro community policing plans" provide a local example, though Kirkland may approach this work at a less "micro" level, engaging fewer, larger neighborhoods.