Memorandum
City of Lawrence
Police Department

TO: Diane Stoddard, Interim City Manager
FROM: Tarik Khatib, Chief of Police
CC: Casey Toomay, Assistant City Manager
          Brandon McGuire, Assistant to the City Manager
DATE: July 16, 2015
RE: Department Update and Strategic Plan

Background

Beginning in late 2010, the Lawrence Police Department began a process to determine how well prepared it was to meet the expectations of the community. The department's goal is to be the number one police organization. While there is no way to quantify the department's place versus all organizations, the department can and has conducted continuous self-examination, sought out community feedback, and made changes to continue to strive toward this goal. One of our objectives is to not be satisfied with the status quo, but always seek ways to improve all of the department's operations. Although not formally memorialized into a single strategic plan format, many of the aspects examined would constitute such planning. Areas identified for inspection included:

- Transparency and Information
- Public Interaction
- Resources
- Hiring and Personnel
- Equipment
- Structural Changes
- Training and Development
- Policy
- Culture

- Facilities

This process is ongoing. The purpose of this memorandum is to provide an update as to the progress made in each area as well as identifying additional improvements and any challenges associated moving forward. This memorandum is not all-inclusive and there are many more activities undertaken by the department that I surely will have failed to list.

Transparency and Information

For the public, access to information about their police department is of high concern. In 2010, the department formed a public engagement committee to examine how improvements could be made in this area. In the past we have relied too heavily on the media as the vehicle to communicate. The official public point of contact within the department was the Public Information Officer (PIO). This model was relatively reactive and the PIO had other assigned duties which impacted their availability. This effected relations with the media as well because sometimes we were not able to be as responsive as the media expected us to be. Over several years, we have increased the level of information and interaction between the police department and the community focusing on refining the way we communicate with the public. Specific steps we have undertaken:

1. Reassigned additional duties away from the PIO and changed the role into one that is more proactively communicating rather than simply waiting for an inquiry. We moved this position into close proximity to the office of the Chief of Police to better coordinate efforts. We even changed the name to reflect this new role: Public Affairs Officer (PAO). This has significantly improved the department's relationship with the media. This was accomplished without additional personnel resources by reassigning the sergeant position that supervised School Recourse Officers (SROs) to the Training Unit Sergeant's duties.

2. Restructure of the department website to be able to provide more timely and interactive information. Included are:

   - Crime mapping to provide citizens with information about crime in Lawrence.
   - Crime statistics.
   - 48-hours of police calls.
   - Access to crime and accident reports.
   - Videos and information about the department, its functions, and personnel.
   - News releases, a "how to" section on accessing services, information about the complaint process, and crime prevention information.
   - Department resource needs and related memos posted.

3. Participation in the *Benchmark City Survey* and posting of the results comparing Lawrence Police Department statistics against 30 other survey participants.

4. Publication of a year-end Office of Professional Accountability (OPA) summary of complaints report.

5. Publication of a Department Annual Report.

6. Publication of an annual *Taser* Report.

7. Publication of an annual Citation Accountability Report.

8. The Department Policies and Procedures have been reformatted and made more accessible on-line.

9. The Department is now on Facebook and the site is maintained.

In the summer of 2014, a long needed and difficult process commenced; the implementation of a new Computer Aided Dispatch (CAD) and Records Management System (RMS). As anticipated, but necessary for progress, the new software caused previous locally coded programs to no longer function. This included crime mapping, 48-hours of calls, and access to criminal reports. The department intends to bring these resources back though the purchase of *RAIDS (Regional Analysis and Information Data Sharing) Online* (possible due to increased equipment and technology funding), an interactive crime mapping tool that has both internal and external (public) components. As with many Information Technology projects, this is in queue pending final CAD and RMS implementation. Additional communication avenues being explored include the utilization of Twitter. Identifying personnel to be responsible for this in addition to their current duties remains a challenge.

A transparency and information topic of discussion has been law enforcement race data from vehicle stops. Prior to the new CAD and RMS systems, this would have been a daunting data mining effort most likely requiring the hand-searching of electronic or paper material. With the new system, this is more possible, but there are some advisory points to consider before the department simply queries the system for whatever data is available. The department has studied the work of Dr. Lorie Fridell (mentioned later in this memorandum), a nationally known and respected researcher on the topic of racially biased policing and analyzing race data from vehicle stops. Her work is recognized by the Police Executive Research Forum (PERF), an independent research organization that focuses on critical issues in policing. The research shows and advises that before any analysis of race data takes place, departments need to consider things such as:

1. When benchmarking, the census minority population percentage is not what should be used. The demographics of who is driving – and when – at the location of the car stops is what is needed. This requires additional research and data collection.

2. Analysis should consider whether the stop was part of a particular police initiative. This can influence data as some police activity in different locations of a city may result in a higher or lower percentage of minority stops.

3. To produce an accurate measure of actual bias, departments may need to consider culling out data from car stops in which the officer did not or could not know what the race of the driver was before the stop.

4. Stops for traffic violations, upon reasonable suspicion, or for investigatory purposes should be handled differently.

5. Data collection may need to include an additional form that the officer and driver each fill out.

6. There needs to be significant engagement of the officers to ensure their understanding of the goals and objectives as to not alienate them.

7. A trial period is recommend in which the electronic data is examined and compared to the forms to ensure a proper statistical certainly that the officers are correctly documenting the information.

8. After the trial period, it is recommended that a year of data be collected before any analysis occurs.

These were just a few of the suggestions. When done properly, race data from car stops can be used as a tool to ultimately ensure that a department is conducting itself in a fair and impartial manner. The department believes a project of this nature could be undertaken, but strongly suggests (as Dr. Fridell does) that a social scientist experienced and skilled in this area be engaged to assist with any effort as well as any funding and the appropriate amount of personnel be provided to complete the project.

In addition to car stop data, there has been interest in arrest race data. It is possible to provide some of this data utilizing the new CAD and RMS system. The below table (page 6) provides data from the period of January 1, 2015 to May 12, 2015. Data prior to this time period during the CAD and RMS transition may not be reliable. As in analyzing race data from car stops, comparing the arrest percentages to the census population percentage would not be the proper method to determine whether the department's arrest

statistics reflect any particular bias. More analysis needs to be undertaken, but the statistics are offered in what can be considered a draft or "snap shot" format. The arrests are categorized:

1. Custodial – the individual was transported jail.

2. NTAs/Summons – the individual was cited (ticketed) for a criminal offense. Some may be duplicates. For example, if an officer arrests and transports an individual to jail on a municipal charge, the officer would also issue a citation which would have the court date for the individual's appearance on it.

3. Bench Warrant – the individual was arrested per the issuance of a warrant by the court.

4. "CFS" and "SI" represent Call For Service (publically initiated; citizen called police) and Self-Initiated (officer observed action).

5. Key for Race/Gender:

   - A/F – Asian Female
   - A/M – Asian Male
   - B/F – Black Female
   - B/M – Black Male
   - I/F – Indian Female
   - I/M – Indian Male
   - W/F – White Female
   - W/M – White Male

Arrests by Race/ Gender
January 1 through May 12, 2015
Juvenile Arrests Are NOT Included

CUSTODIAL ARRESTS			Call Type		Age of Offender											
Race/ Gender	Total Arrests	Percent	CFS	SI	18-20	21-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-65	66-70	71-75
A/F	5	0.68%	3	2	0	1	1	0	0	1	0	0	2	0	0	0
A/M	9	1.23%	4	5	0	2	1	2	1	0	2	1	0	0	0	0
B/F	29	3.96%	22	7	9	7	6	1	2	2	0	2	0	0	0	0
B/M	109	14.89%	53*	53*	13	27	32	19	4	3	5	5	1	0	0	0
I/F	23	3.14%	15	8	1	7	3	6	1	4	1	0	0	0	0	0
I/M	36	4.92%	22	14	5	9	6	4	2	7	2	0	1	0	0	0
W/F	143	19.54%	75~	66~	13	42	20	16	15	17	12	4	3	0	1	0
W/M	378	51.64%	184^	190^	50	104	71	44	46	21	21	11	4	3	3	0
TOTALS	732		378	345	91	199	140	92	71	55	43	23	11	3	4	0
			51.64%	47.13%												

*B/M = Call Type missing three arrests because officer did not indicate the Incident Number so unable to look it up
~W/F = Call Type missing two arrests because officer did not indicate the Incident Number so unable to look it up
^W/M = Call Type missing four arrests because officer did not indicate the Incident Number so unable to look it up

NTAs/ SUMMONS			Call Type		Age of Offender											
Race/ Gender	Total Arrests	Percent	CFS	SI	18-20	21-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-65	66-70	71-75
A/F	1	0.27%	0	1	1	0	0	0	0	0	0	0	0	0	0	0
A/M	0		0	0	0	0	0	0	0	0	0	0	0	0	0	0
B/F	14	3.80%	13	1	5	5	1	1	0	1	0	1	0	0	0	0
B/M	26	7.07%	14	12	4	3	6	5	3	1	1	1	1	1	0	0
I/F	12	3.26%	8	4	7	4	0	1	0	0	0	0	0	0	0	0
I/M	27	7.34%	12	15	9	5	3	1	1	1	2	0	4	1	0	0
W/F	91	24.73%	53	38	31	12	12	9	7	7	4	5	1	1	2	0
W/M	197	53.53%	82	115	59	67	16	12	8	12	6	10	2	4	1	0
TOTALS	368		182	186	116	96	38	29	19	22	13	17	8	7	3	0
			49.46%	50.54%												

BENCH WARRANT ARRESTS			Call Type		Age of Offender											
Race/ Gender	Total Arrests	Percent	CFS	SI	18-20	21-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-65	66-70	71-75
A/F	0		0	0	0	0	0	0	0	0	0	0	0	0	0	0
A/M	2	0.69%	1	1	0	0	0	2	0	0	0	0	0	0	0	0
B/F	8	2.75%	2	6	0	6	1	0	0	1	0	0	0	0	0	0
B/M	48	16.49%	11	37	3	20	11	11	2	1	0	0	0	0	0	0
I/F	10	3.44%	1	9	2	2	1	2	1	1	1	0	0	0	0	0
I/M	13	4.47%	6	7	1	3	1	3	2	2	0	0	0	0	0	1
W/F	59	20.27%	20	39	3	14	14	7	7	4	5	3	1	0	1	0
W/M	151	51.89%	43	108	11	32	21	24	18	21	12	6	4	2	0	0
TOTALS	291		84	207	20	77	49	49	30	30	18	9	5	2	1	1
			28.87%	71.13%												

TOTAL ARRESTS			Call Type		Age of Offender											
Race/ Gender	Total Arrests	Percent	CFS	SI	18-20	21-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-65	66-70	71-75
A/F	6	0.43%	3	3	1	1	1	0	0	1	0	0	2	0	0	0
A/M	11	0.79%	5	6	0	2	1	4	1	0	2	1	0	0	0	0
B/F	51	3.67%	37	14	14	18	8	2	2	4	0	3	0	0	0	0
B/M	183	13.16%	78	102	20	50	49	35	9	5	6	6	2	1	0	0
I/F	45	3.24%	24	21	10	13	4	9	2	5	2	0	0	0	0	0
I/M	76	5.46%	40	36	15	17	10	8	5	10	4	0	5	1	0	1
W/F	293	21.06%	148	143	47	68	46	32	29	28	21	12	5	1	4	0
W/M	726	52.19%	309	413	120	203	108	80	72	54	39	27	10	9	4	0
TOTALS	1391		644	738	227	372	227	170	120	107	74	49	24	12	8	1
Perc. Of total			46.30%	53.06%	16.32%	26.74%	16.32%	12.22%	8.63%	7.69%	5.32%	3.52%	1.73%	0.86%	0.58%	0.07%

*Call Type missing nine arrests because officer did not indicate the Incident Number so unable to look it up

Public Interaction

Police Department employees seeing themselves as members of the community in addition to their work roles was identified as a crucial component of the police-citizen relationship. Police officers recognizing their leadership role and opportunity to be role models is equally important. The over-arching theme is to strengthen the relationship with community members outside of the oftentimes confrontational interactions (citizen as a suspect, angry victim, or traffic citation situations) police officers are placed in. The following list includes some of the ways department members have been interactive in our community:

1.   Expansion of employee participation in activities such as:

- Battle for Blood – Community Blood Center
- Birthday Beat – Kiwanis
- Bike Safety Fair – KU
- Bowl-A-Thon – Junior Achievement
- Citizens' Academy (21 so far) – department sponsored
- Douglas County Crisis Intervention Training (CIT) Council
- Drug Take Back – Sheriff & DEA
- Festival of Trees – Shelter, Inc.
- Flag Football (police vs fire) – Boys & Girls Club
- Hawks, Cops, & Kids – KU Athletics
- Law Enforcement Torch Run – Special Olympics
- Lawrence Blue Santa (4th Season) – department charity
- Leadership Lawrence
- Police Camp – department sponsored
- Police Camp – for Boys & Girls Club
- Shop with a Cop – Ballard Center
- Spurling Scramble – charity event
- Valor Golf Tournament
- Trunk or Treat

2.   Participation on various boards of directors and external organizations has also been encouraged:

- Big Brothers and Sisters of Douglas County
- Boys and Girls Club
- Cadre Lawrence
- Concealed carry handgun instruction
- Douglas County 4-H – rifle and pistol instructors
- Douglas County Child Abuse Task Force
- Douglas County Hunter's Education
- Habitat for Humanity
- Homeless Issues Advisory Committee
- Just Foods
- Justice Involved Youth and Adult Committee – Governors' Mental Health Taskforce
- Kansas Angler Education
- Kansas Special Olympics
- Lawrence area Boy Scouts
- Lawrence Citizen Advisory Board on Fair and Impartial Policing
- Lawrence/Douglas County Housing Authority
- Lawrence Habitat for Humanity
- Lawrence Theatre
- Leadership Lawrence
- Martin Luther King Jr. Steering Committee
- Meals on Wheels
- Midwest Boxer Rescue Group
- Outside For A Better Inside
- Safe Winter Walkways
- Salvation Army Advisory Board
- Site Council(s) for various schools in Lawrence/Douglas County
- The Shelter, Inc.
- United Way of Douglas County
- VFW 6654
- Willow Domestic Violence Center

- Youth groups and sports
- N.E. Kansas Homeland Security Council

3.   The department has partnered with the Lawrence, Douglas County Valor First Responder Awards program to recognize exceptional performance by first responders. This is a community led program that allows citizens to more easily see and appreciate the efforts made by first responders who serve the community.

4.   The department assisted with the formation of the Lawrence Police Foundation (LPF). This organization is an outgrowth of the Citizen's Academy program and has resulted in a group of citizens who seek to publically support the department's goals and objectives.

5.   Additional training regarding officers' leadership roles and the high level of expectations the community has for their behavior, both on and off-duty.

6.   Department personnel attend a variety of community meetings to engage in listening, discussion, and educational opportunities.

7.   The department has added citizen awards and recognition to the annual awards program as a way to recognize individuals who have assisted their community and law enforcement through their exceptional actions.

Resources

Department Staff examined the state of existing personnel, equipment, and facility resources and the needs in those areas to be able to continue to provide the high level of service expected by the community. Several comprehensive memoranda and studies have been prepared and presented. These include:

1.   Memorandum, *Priorities, Goals, and Issues*, March 29, 2011 – An overall "state of the department" in terms of resources.

2.   Memorandum, *Civilianization Opportunities*, March 29, 2011 – A discussion on potential savings and efficiencies to be realized by hiring additional civilian personnel to perform some work currently being performed by commissioned personnel.

3.   Memorandum, *Resource Options*, May 9, 2011 – Costs associated with various personnel hiring options for the 2012 budget year.

4.   City Commission Study Session, June 14, 2011 – Department presentation to City Commission in regards to personnel, equipment, and facility needs.

5.   Needs Assessment, *Police Facility Needs Assessment Study*, May 1, 2012 – Formal study by Wilson Estes Police Architects and Treanor Architects concerning department facility needs.

6.   Memorandum, *Equipment Expenditure Priorities,* June 11, 2012 – Outlining critical equipment needs and necessary funding increases.

7.   Memorandum, *Resource Needs Outline and Strategy*, May 14, 2012 – An update of the March 29, 2011 memorandum in response to City Commission inquiry about the total costs for personnel, equipment, and facility needs. Presented personnel additions in modules with expected outcomes if funded and consequences if funding was not provided.

8.   Memorandum, *Model for Funding Multi-year Plan for Police Resources*, June 14, 2012 – City Management presentation in reference to how the personnel, equipment, and facility needs could potentially be funded.

9.   City Commission Study Session, June 19, 2012 – Funding of police department resources needs was discussed including a multi-year plan.

10.   Memorandum, *2015 Budget – Additional Personnel*, April 7, 2014 – Specific request for personnel for the 2015 budget year.

11.   Memorandum, *Police Department Service Deficiencies*, May 2, 2014 – Outlining potential service provision changes impacted by funding.

12.   Memorandum, *Additional Investigative Personnel*, March 9, 2015 – Request for additional investigator to handle unmet investigative caseload, staffing of an evening shift investigative component, and increasing the department's proactive capabilities in regards to career criminals.

13.   City Commission Study Session, April 21, 2015 – Department presentation to City Commission in regards to personnel, equipment, and facility needs.

A link to the memorandums is: http://www.lawrenceks.org/assets/agendas/cc/2015/05-26-15/cc_workplan.html

Hiring and Personnel
Maintaining authorized staffing strength had been a challenge for the department. The length of time to recruit and train new officers was not keeping pace with the attrition rate. In late 2009, the department had 15 vacancies at the patrol officer level. This represented almost an entire patrol shift. Since then, the department has implemented better strategies and has been able to increase the authorized strength through some additional funding as authorized by the City Commission. The Department has also focused on increasing diversity within the ranks. Highlights are:

1.   The Department hiring process was streamlined and adjusted to fit a predictable schedule with the recruit academy beginning in June of each year.

2.   A need for an over-hire strategy was articulated to overcome the attrition rate. This coupled with the streamlined and regular academy schedule has allowed the department to better forecast to potential recruits when the department will be hiring as many applicants apply with multiple agencies. Departments with more consistent hiring processes may have an advantage in recruiting the best candidates. In the long run it is better to be able to hire the best candidate in an over-hire capacity rather than allow the person to move on to another department.

3.   In certain circumstances, the department has hired experienced officers utilizing a truncated training regimen to reduce the length of time between initial hiring and the officer operating on their own.

4.   The following positions have been added to the department:

- 2011 – One detective position (later changed to a sergeant position out of necessity).
- 2012 – Four officer positions.
- 2013 – Three officer positions.
- 2014 – City share of four dispatcher positions.
- 2015 – One sergeant position.

5.   The department was able to restructure some Information Technology positions to increase competiveness and retention.

6.   The department was able to reclassify a civilian position to gain addition crime analysis capabilities.

7.   City Management was able to address sergeant pay and compression by incrementally increasing the base (starting) rate of pay over several years. Additional funding is provided in the 2016 budget. This will continue to encourage and attract the best candidates for leadership positions within the department.

8.   The department subscribed to a language line which provides officers immediate access to translators supporting approximately 200 languages. It can take as little as 30 seconds to 2 minutes to get an interpreter. The department recognizes the changing demographics of the community and is attempting to be better prepared to serve the diverse population.

9.   In 2015, the department offered a sign-on bonus for successful police recruits possessing fluency in Spanish.

10.   The department has increased efforts to recruit minorities to better reflect our community demographics and to gain the benefits that diversity brings to any organization. From a statistical standpoint, we appear to moving in a positive direction with the recruitment of women, African American men, and at the supervisory level. Challenges remain in the recruitment of officers from a Hispanic background. The table (page 13) below provides the department's demographics for the past six years:

Department Totals

Year	Sworn Strength		Female W/F	%	Male/Female African American	%	Hispanic	%	Asian	%	Other	%	Totals	%
2015	162	*	20	12.3%	9	5.6%	3	1.9%	2	1.2%	4	2.5%	18	11.1%
2014	151		17	11.3%	8	5.3%	3	2.0%	2	1.3%	4	2.6%	17	11.3%
2013	151		16	10.6%	8	5.3%	4	2.6%	3	2.0%	4	2.6%	19	12.6%
2012	147		13	8.8%	7	4.8%	4	2.7%	3	2.0%	4	2.7%	18	12.2%
2011	143		10	7.0%	5	3.5%	6	4.2%	3	2.1%	4	2.8%	18	12.6%
2010	142		9	6.3%	4	2.8%	6	4.2%	2	1.4%	3	2.1%	15	10.6%

* Sworn Strength number represents 10 recruits in upcoming academy

Staff Members

Year	Total Staff	Female W/F	%	Male/Female African American	%	Hispanic	%	Asian	%	Other	%	Totals	%
2015	28	4	14.3%	2	7.1%	0	0.0%	0	0.0%	1	3.6%	3	10.7%
2014	27	4	14.8%	2	7.4%	0	0.0%	0	0.0%	1	3.7%	3	11.1%
2013	27	3	11.1%	2	7.4%	0	0.0%	0	0.0%	1	3.7%	3	11.1%
2012	25	2	8.0%	2	8.0%	0	0.0%	0	0.0%	1	4.0%	3	12.0%
2011	25	2	8.0%	1	4.0%	0	0.0%	0	0.0%	1	4.0%	2	8.0%
2010	24	3	12.5%	1	4.2%	0	0.0%	0	0.0%	1	4.2%	2	8.3%

Minority Demographics of Lawrence, KS
2013 Estimates from US Census Bureau

African American	4.7%
American Indian	3.1%
Asian	4.5%
Hispanic/Latino	5.7%

Equipment

First responders have become very dependent on an enormous amount of technology and computer systems. In order to be able to continue to provide a high level of service, additional equipment has been needed. The department has been successful at articulating the needs and introducing equipment necessary to ensure department preparedness:

1. Working with the Douglas County Emergency Communications Center and utilizing E-911 funds, a new countywide Computer Aided Dispatch (CAD) was put into place in 2014. This system replaced 17 year-old technology that did not have the statistical tracking and analytical capabilities needed. The new CAD system will be much more capable of providing data for department and community use.

2. At the same time the new CAD system was acquired, the department also put into place a new Records Management System (RMS). In conjunction with the CAD system, this will allow the department to perform additional informational analysis. This, in turn, will allow for increased information and transparency to the public.

3. A new countywide radio infrastructure project was completed. This replaced equipment that was past its useful life span.

4. Along with the radio infrastructure project, the City undertook the replacement of all mobile (vehicle) and portable (handheld) radios to ensure emergency and public safety personnel could continue to have radio communications due to federal bandwidth and technology changes.

5. Additional equipment funding ($335,000 a year through a mill levy increase) was provided to the department to address items such as:

   - Replacement of the in-car video system, mic packs, and on-going upkeep.
   - New Mobile Data Computers (MDCs) for police vehicles and on-going upkeep.
   - Replacement of computers and servers and ongoing upkeep.
   - Replacement of protective body armor vests for officers.
   - Replacing outdated tactical equipment and vehicles.
   - Replacement of outdated *Taser* units.
   - Installation of additional needed prisoner enclosures in patrol vehicles.
   - Addition of Cellular communication technology in the patrol vehicles.

- Upgraded emergency lighting equipment in department vehicles.

6.   The department and Central Maintenance Garage tested and evaluated police fleet vehicle options due to the Ford Crown Victoria sedan going out of production. The Ford Police Utility SUV was selected and provides a significant leap forward in safety, capability (all-wheel drive), and comfort – space for all the electronic equipment and the occupant(s).

7.   Fundraising efforts by the Lawrence Police Foundation (LPF) resulted in a life-saving Automated External Defibrillator for each of the patrol fleet vehicles.

8.   Body cameras – Police body cameras can be of benefit for best evidence gathering, accountability (officer and public), and transparency.   The Memorandum, *Police Body Cameras* (dated February 2, 2015) provides a detailed examination of the issue as it relates to the department proceeding forward at some point with this technology.

Structural Changes

Additional personnel needs notwithstanding, the department has made changes to structure and staffing to better serve the community with efficiency and to be more effective at addressing crime:

1.   A statistical examination was conducted to determine when police service was most requested. It was observed that a large portion of the calls took place within the sixteen-hour time period between 11:00 AM to 3:00 AM. On December 30, 2012, the Patrol Division was restructured to deploy the most possible personnel resources during this time. What began as an experiment has since been adopted and the department currently operates four overlapping 10-hour patrol shifts to maintain a greater staffing level during the identified high call volume time periods.

- To bolster patrol staffing and to make this restructure possible without significant additional personnel resources, six officers from the Traffic Safety Unit (TSU) and two School Resource Officers (SRO) were reassigned to the Patrol Division. As a result, the Department no longer has a full-time TSU and the number of officers in the schools has been reduced to four from the original six.

2.   Similarly, in 2013, the department studied the statistics of when violent crime was occurring. For the four year average (2010 – 2013), 69% of violent crime was found to occur during the ten-hour period between 6:00 PM and 4:00 AM. However, not all crime is reported when it occurs, and the department attempted to account for this. Data collection methods limited

ascertaining   whether the crimes were immediately reported, but it was able to be determined that reporting took place on the same day 79% of the time. The data and anecdotal observation by staff suggested a need for some level of investigative presence during the evening hours to more efficiently be able to respond to and begin the investigative process. Within the last five years, the department has attempted to staff an evening investigative shift component:

- 2010 – The Department initiated a program in November and December of 2010 to test the feasibility/need for an evening shift investigative component. Benefits seen were increased productivity, solvability, and better management of personnel (smaller team with an involved supervisor). It was observed that almost 50% of the cases that are eventually assigned to investigations originate on the Evening Shift. Long-term this was not sustainable with given personnel numbers, but the test identified a true benefit to having investigative personnel on duty during the evening hours. It was recommended that four to six detectives and a supervisor would be needed to staff this area with regularity and with enough resources to make an impact on the cases.

- 2013 – A second evening shift trial period began in January of 2013.   This was reduced in April of 2014 and was eliminated altogether in October, 2014. Even though personnel have exhausted themselves in the attempt to conduct a second and lengthier trial, experience has shown that the splitting of Investigative Division resources to staff two shifts was not sustainable with the current number of investigators or supervision. A second issue was the amount of workload being experienced by the Division.   Having the ability to hold briefings on large cases became problematic due to not having all of the investigators working the same days or times. On occasion, it would be three days before a briefing could be held wherein everyone who was working on the same case could attend unless one shift was called to duty on their day off. Since it was not possible to wait three days to brief on a homicide investigation, the evening shift was pulled back to working day shift on multiple occasions. The increased burden to the supervision was manifested in not being able to take time off. If time off was allowed, other supervisors were required to work even more hours in addition to the extra hours they were already spending on cases.   Having another supervisor would be paramount for any type of split-shift work in the Investigative Division.

3.   The department has adopted team-based policing at the patrol level. Officers are assigned to a team led by the same supervisor for a period of six months. This allows for a more concise vision as to what goals (including crime reduction initiatives) are to be accomplished by the same group of people and correlates to how the new generation of police officers works most effectively. The addition of two sergeant positions made this possible.

4. The department has adopted a six-month patrol schedule which replaced one that changed every four months. The new schedule is also more fixed in terms of staffing levels and days off which provides officers and the department with greater work schedule stability and predictability. The longer outlook also enables the department to better staff for training, athletic, and community events.

5. The department has implemented Data Driven Approaches to Crime and Traffic Safety (DDACTS) concepts. The department's capability in this area will significantly improve once the aforementioned *Raids Online* crime analysis software is put into place. Utilizing DDACTS, the department charts "hot" zones for crime and traffic accidents and when possible assigns resources in those areas. This is an example of "intelligence led" or "predictive policing". A sample map (page 18) appears as such:
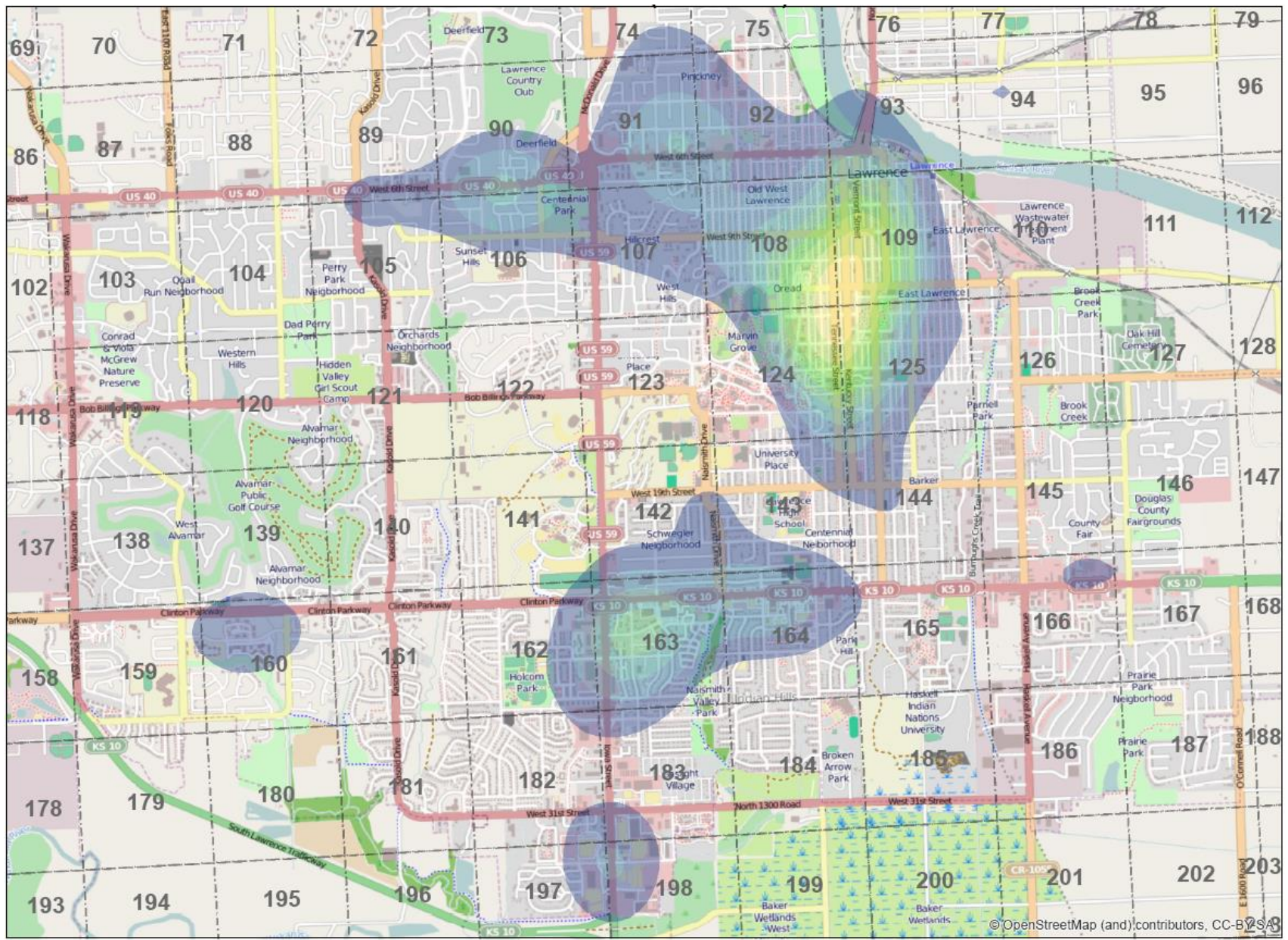
6. Utilization of crime mapping and managing personnel resources towards problem solving may be a contributing factor in a decreasing crime rate (crimes per 1000 population) for the City over the course of six years:

Year	2014	2013	2012	2011	2010	2009
Total Crime Rate	33.8	43.6	46.7	42.6	47.4	55.2
Violent Crime Rate	3.08	3.5	4.2	4.2	3.6	5.0

The numbers of crimes occurring are still higher than what the department would like them to be, however, the department believes we are being reasonably efficient and effective within our given resources.

7. The department began a criminal interdiction program utilizing two officers. This was accomplished within existing personnel resources. This initiative seeks to identify career and traveling criminals to further reduce crime in the City.

8. The department implemented a Patrol Service Dog (PSD) program utilizing two officers. This was accomplished within existing personnel resources. The PSD program will be a great asset for the community and officer safety.

9. Implementation of case review department-wide to ensure follow up was being completed.

Training and Development

The importance of employee training and development cannot be over-emphasized as it relates to officer preparedness and the quality of the interactions officers have with the community and within the department. Although regular budgetary funding for training has been a challenge (in 2016, additional funding has been allocated), the department has prioritized the use of law enforcement trust funds to be able to provide enhanced training opportunities for personnel.

1. In cooperation with Bert Nash, all department employees have received the 8-hour Mental Health First Aid course.

2. The department has recognized the need for Crisis Intervention Training (CIT). A group of department leaders and employees has worked to identify the best training curriculum and this has culminated in the creation of the Douglas County CIT Council. The Council consists of 23 members from the Lawrence Police Department, Douglas County Sheriff's Office, Baldwin Police

Department, Eudora Police Department, Douglas County Emergency Communications, Lawrence Douglas County Fire and Medical (LDCFM), University of Kansas Public Safety Office, University of Kansas School of Social Welfare, Douglas County District Attorney's Office, Lawrence Municipal Court, The Shelter Inc., Bert Nash, Headquarters, DCCCA, National Alliance on Mental Illness-Douglas County (NAMI-DG). Within those agencies, there are 19 LKPD Officers trained, 3 BPD Officers trained and 3 DGSO Deputies trained. Members from the Council have been involved in a CIT Leadership group and the Governor's Mental Health Task Force Sub-Committee work groups that discuss issues involving mental health across the state. The Council has met monthly to examine our local systems and to identify or address gaps in services in order to better serve the needs of the community. The group is working to streamline the screening process in order to return law enforcement to their duties faster, as well as the lines of communication to allow the consumer better access to care. Douglas County CIT is also looking to create a mental health diversion program at the municipal level. There are potential state statute changes in 2016 that would allow law enforcement to take an individual to a local 24-hour crisis center, and therefore reduce the number of involuntary committals and travel time to Osawatomie State Hospital. Douglas County CIT will host their first 40-hour CIT class September 28 through October 2, 2015. The department plans to have all officers trained in CIT.

3.   The department has utilized the strategy of hosting training events and conferences to maximize the number of officers that can attend such trainings.

4.   The department has greatly enhanced leadership training for supervisors and those expressing an interest in supervision. The following are examples of nationally recognized leadership instructors that the department has hosted in recent years:

- Randy Means – presented on two occasions: advanced supervision and management; and internal affairs, police discipline, and hiring.
- Jack Enter – Challenging the organizational culture and walking the narrow road of leadership.
- Harry Dolan – Leadership, supervision, and officer discipline.
- Gordon Graham – Risk management for executives in law enforcement.

5.   The department has increased leadership participation in the following programs:

- Central States Law Enforcement Executive Development Seminar (CSLEEDS) – department hosted for many years and we have increased the number of spots we have in the program to two per year.

- Leadership Lawrence – increased to two participants when possible.
- Federal Bureau of Investigation National Academy (FBINA) – 10 weeks of training.

6. The department has added participation in these leadership programs:

- The Emerging Leaders program though the KU Public Management Center.
- Kansas Law Enforcement Leadership Academy sponsored by the KU Public Management Center and Kansas Law Enforcement Training Center (KLETC).
- Kansas Law Enforcement Command School sponsored by the KU Public Management Center and Kansas Law Enforcement Training Center (KLETC) – proposed to begin participation in.

7. The department has been able to recently send two captains to the Federal Bureau of Investigation's National Academy program. This 10-week program is very prestigious and is highly sought after by law enforcement executives. The department will have the ability to send a captain to the program in 2017 and another in 2019. By 2019, the department will have four graduates of this program in upper management ranks.

8. Recognizing the very difficult and emotionally draining aspects of the law enforcement career, the department partnered with the Douglas County Sheriff's Office to host a day-long training provided by Dr. Kevin Gilmartin. The topic was emotional survival for law enforcement and provided strategies for coping with the stress the career brings with it. All officers attended the training. Dr. Gilmartin's book, *Emotional Survival For Law Enforcement*, was is also provided to all police officers. In addition to the training officers received, Dr. Gilmartin provided evening training sessions for the family members of law enforcement.

9. The office of the Chief of Police maintains a reading list and on occasion certain materials are shared with staff and/or officers and made required reading. Recent examples include:

- *Emotional Survival For Law Enforcement,* Dr. Kevin Gilmartin.
- *The Law of Policing – Federal Constitutional Principles,* Randy Means.
- *Challenging the Law Enforcement Organization,* Jack Enter.
- *The 4 Disciplines of Execution,* McChesney, Covey, and Huling.
- *Racially biased Policing, A Principled Response,* Fredell, Lunney, Diamond, and Hubu.

- *By The Numbers – A Guide For Analyzing Race Data From Vehicle Stops,* Lorie A. Fridell.
- *Understanding Race Data From Vehicle Stops: A Stakeholder's Guide,* Lorie A Fridell.
- *Investigation of the Ferguson Police Department,* Department of Justice.

10. Coupled with the increased recruitment of women, the department has sought to address the specific challenges women face in the law enforcement profession through several training initiatives:

- The department invited and hosted former Lenexa and Kansas City, Kansas Police Chief Ellen Hanson to provide a training segment to the department's female officers. As one of only two female police officers in Johnson County when she joined the Lenexa Police Department and Johnson County's first female police chief, Chief Hanson was able to provide a unique perspective to the department's female officers.

- The department has made it a priority to send female officers to the International Association of Chiefs of Police (IACP) Women's Leadership Institute. Five officers have attended the week-long training and four more are scheduled to attend the training later this summer (2015).

11. The department has developed a 56-page *Leadership Toolbox* manual that is distributed to supervision to memorialize the leadership concepts and expectations discussed.

12. The department has sought out best practices training for the Crisis Response Team (CRT) and is now better prepared to handle crisis situations in the way the community would expect. Included is a new Tactical Medic program established in cooperation with Lawrence/Douglas County Fire and Medical. This allows for trained medical professionals to be present during certain police operations. This increases the availability of immediate medical attention for police officers and citizens if an injury is sustained during these operations.

13. Staff participated in a "360-degree" feedback evaluation process in which employees were asked to evaluate department leadership.

14. The department and the Douglas County Sheriff's Office have partnered to facilitate officers and deputies attending the same basic recruit academy administered by the department. This will further strengthen our interagency relationship as well as ensure more consistent law enforcement practices within the community.

15. During the recruit academy, the department provides diversity training. This includes:

   - Ethics and Discretion in Law Enforcement – seven hours.
   - Cultural Awareness – four hours.
   - Hate Bias Crimes – two hours.
   - Fair and Impartial Policing – five hours.
   - Racial Profiling – one hour
   - Community Oriented Policing – four hours.
   - Mental Health First Aid – eight hours.
   - Crisis Intervention Training (CIT) – 40 hours – coming this year (2015).

16. Additional diversity training provided includes:

   - All commissioned personnel were required to take the online course, *Racial or Other Biased-Based Policing – Course 1*, through the Kansas Law Enforcement Training Center (KLETC). The online course work was completed by June 30, 2015. Course 2 will be required in 2016.
   - All department personnel have taken the Mental Health First Aid Course provided by Bert Nash.
   - All department personnel are required to attend annual Diversity Training provided by the City.
   - The City of Lawrence Statement of Individual Respect is reviewed twice a year by all employees, once during diversity training and once during their annual evaluations.

17. Fair and Impartial Policing (FIP) – The department has adopted the Fair and Impartial policing training concepts as learned by the personnel who attended the following training:

   - *Racial Profiling & Biased-Based Policing, Train the Trainer – proper instruction two hour class on SB-77, Racial Profiling Act*; four hour class, 2011.
   - *Fair and Impartial Policing (FIP) – Best practices in training and policy for FIP*; two day seminar, 2013
   - *Fair and Impartial Policing – Train-the-trainer, keeping biases out of policing*; three day training conference, 2014

- *Fair and Impartial Policing Community Advisory Board Training Academy;* two day training seminar, 2014

Department trainers designed and administered a five hour block of Fair and Impartial Policing (FIP) training to all department employees in March and April of 2015. FIP expands upon traditional racially bias policing training to include prohibitions against age, ancestry, sexual orientation, disability, ethnicity, national origin, gender, gender identity, religion, and socio-economic status discrimination in addition to race. FIP training also introduces attendees to the concepts of implicit bias and the blink response. The overarching theme of the training was how important it is for police officers to police in a fair and impartial manner regardless of who they are interacting with and what is at stake if they do not – community trust and our legitimacy.

18. In 2005, the Lawrence Citizen Advisory Board was established to advise and assist the City and department in policy development, education, community outreach, and communications related to racial profiling. In the past several years, the department has more actively engaged this group to become better partners. The Board has also been provided with training to increase their knowledge and capability as an advisory group to the department. The three training sessions were provided by Judge Kathryn Carter (Ret.) of the Kansas Attorney General's Office and took place in August and November of 2013 as well as another session in March of 2014. Topics included:

- Applicable laws and changes in State Law in regards to racially biased policing.
- An introduction to Fair and Impartial Policing based on Dr. Lorie Fridell's work.
- Discussion on recruitment and hiring practices based on Dr. Lorie Fridell's work.

The Board has embraced the Fair and Impartial Policing concepts and successfully petitioned the City Commission to change the name of the Board to the Citizen Advisory Board for Fair and Impartial Policing to more accurately reflect what they believe is their mission. Department personnel discussed with the board the desire to further engage the community by providing the community an opportunity to experience the training provided to police officers on FIP. This would also allow community members to provide feedback as to what additional training and initiatives the department could undertake. A series of events hosted by the Board is envisioned. Although the details are not complete, the first such event is scheduled for September 12, 2015.

Additional work remains in regards to training and development. Additional items for future discussion include increasing training and awareness around employee wellness and physical fitness as well as more specific communications and public relations training for officers.

Policy

Over the past several years, the department (along with our staff attorney) has undertaken a review of policies and procedures to ensure best practices are followed. It is not possible to review all the policies at once, however, personnel have identified policies which should be reviewed and updated first. The department is currently implementing *PowerDMS* which is a document management software. This will add to our ability to track policy changes and provide additional accountability for the review of policy. Some of the policy work completed or under way includes:

1. Critical Incident Response policy – response to officer involved shootings or injuries and other high profile, stressful situations.

2. Use of Force Policy – Includes a new provision to track and for a committee to review use of force incidents.

3. Pregnancy Policy – provides guidance to the department in regards to work related accommodations for pregnant or nursing officers and employees.

4. Standard Operating Procedure for the Crisis Response Team (CRT).

5. Office of Professional Accountability – complaints process and internal investigations.

6. Mobile Device Use – securing the large amount of technological equipment possessed by the department.

7. Peer Support policy – providing peer to peer support during and after critical incidents or when a tragedy occurs in an employee's life or family.

8. Police Service Dog (PSD) policy – put in place with the new program.

9. Vehicle Pursuit policy – under way.

10. Domestic Violence policy – to reflect changes in the law.

11. Private Tow policy

12.   Municipal Citation Accountability policy – increasing oversight in regards to citation dismissal.

13.   Fair and Impartial Policing policy

An inquiry was made as to the potential for the department to seek formal accreditation. The memorandum, *Accreditation* (dated May 14, 2015) provides an overview of the process, benefits, costs, and challenges.

Culture

Over the past several years the department has engaged in an internal discussion regarding police culture. Forward thinking departments are moving away from the closed secretive organizations of the past to more open and collaborative organizations that maximize public and employee input.   Some of the changes that have occurred at the department include:

1.   Increased information and transparency to the public.

2.   Increased Community Policing emphasis:

   - Increased positive public interactions and employee participation in the community as previously outlined.
   - Recognition that community policing is what all officers should do every day and not confined to a particular set of "community policing" officers or a separate division.
   - Emphasis on problem solving and working with citizens and neighborhood groups.
   - Willingness to meet and engage diverse groups of citizens to discuss perceptions and issues.

3.   The department introduced specific tools for officers to cope with stress and reduce the likelihood that the stress will manifest in negative consequences for the officer, their family, or community members:

   - Peer support program to recognize the need of employees in distress and encourage talking about our emotions and what we are experiencing. This is in addition to the City's Employee Assistance Program.
   - In conjunction with the Douglas County Sheriff's Office, expanded the Law Enforcement Chaplain program to offer support to employees and citizens in times of intense emotion or during critical incidents.

- Emotional Survival (Gilmartin) Training.

4. Department staff, peer support personnel, chaplains, and mental health professionals have engaged in debriefings with employees after critical incidents or traumatic events.

5. Staff has increased the time spent with employees communicating expectations, vision, and how the department will accomplish its goals for the community.

6. Staff training and discussion about meeting the next generation of officers at their level as leaders – changing leadership style from authoritarian and paramilitary to a more collaborative, inclusive, and team-oriented approach.

7. Increased recognition of employees' good work and awards for exceptional service.

8. Increased level of accountability.

9. Shifting focus to proactive policing instead of waiting for citizens to call.

10. Increasing usage of the various committees to work on projects which encourages collaboration and employee buy-in.

Facilities

The facility needs discussions are on-going and a vast amount of information is available beyond the scope of this memorandum. Worth mentioning, however, is that staff believes the need has been and is critical and the state of the departments' facilities impacts all the aforementioned topics.

Perception of Racial Profiling

I have received some feedback that there is the perception among some community members that officers of the department engage in racial profiling. To think in a department of 152 officers that nothing of the sort is possible would be unreasonable. Officers are human and as our FIP training has taught us, everyone has biases. Some are explicit, but most are implicit and they govern our attitudes and understanding of others. Police officer biases carry a greater social consequence than those of a private citizen due to

the power and authority commissioned in the officers. Determining whether there exists a problem within the department is difficult. I believe the Lawrence Police Department is an excellent organization that is striving to improve every day.

In examining the number of racial profiling complaints as well as reviewing the complete and thorough investigations of these complaints, I conclude that the department does not have a general reputation for racial profiling – I am not discounting individuals' experiences. I have met with and exchanged correspondence with several groups (the voter education forum meeting, the NAACP, a church group, and private citizens) in regards to this issue.

Unfortunately when asked to describe some of the racial profiling incidents, much of the information provided was third-hand and specific details of what occurred were not known to the individual voicing their concern. Some of the individuals had a perception based on interactions they have had with police officers 20 years ago. It is understandable how personal and invasive racial profiling can be to people and how they can carry the resentment and perception for many years. In some instances, staff was able to provide an explanation as to why police took the action they did.   In discussions, we asked individuals with information about racial profiling complaints to encourage those who claimed to be the target of it to come forward. Fear of retaliation for making the complaint and lack of trust in the department's internal process were cited as reasons not to make a complaint. There are several ways to lodge a complaint against the police department in regards to racial profiling:

- Reporting the matter to any department member in any format – in person, mail, email, or phone.
- Reporting the matter to the City Manager's Office.
- Directly communicating the matter to a City Commissioner.
- Reporting the matter to the Attorney General's Office which has its own investigative division. One such complaint has been investigated by the AG's Office.
- Anyone the person trusts to relay the information to function as a liaison.

The department can do a better job articulating and presenting these options to the community as avenues for lodging a complaint. Perhaps, individuals think that the only venue for the complaint is with the department. Eventually examining race data from car stops and police contacts may be a proactive way to determine bias without the necessity to have individuals come forward. There are limitations as to what can be currently accomplished and cautions to be heeded before proceeding with this initiative. I have also previously articulated the need for additional personnel to implement an auditing or customer service component within the department. This would include random follow-up with citizens who have had contact with us to survey police service, checking to

see if promised action and investigation occurred, and reviewing in-car video footage. All these would require additional supervisory and personnel resources.

Concrete steps that we continue to take includes work on our relationship with the community and the robust training we are providing to officers. We also expend considerable efforts during the hiring process to delve into the background of police officer candidates in an effort to expose biases and other things that would make an individual unsuitable for the job. Some of the perceptions could simply be due to a poor relationship or understanding of each other's viewpoints and how police officers perform their duties. The scheduled training and discussions can assist in strengthening the relationship between the department and the community and can form a base to build upon.

<u>Strategic Plan</u>

The department does not have a formalized strategic plan in the sense of a bound and printed document. As can be demonstrated through this memorandum, the department essentially has a plan, albeit in the form of many less formal memorandum and initiatives undertaken without memorializing all that has been done in one comprehensive document. Much of this has been the result of limited staff time mostly devoted to daily operations. That which can be done, we have just proceeded with it without reducing it to paper. Much of what the department has put in written form has been in relation to resources as those are things that must be approved and funded by City Management and the Commission. Much of the department's plan and direction has been given by me in person to each member of the department face to face in formal training sessions and small group meetings. The personal touch of discussing the future of the department in person allowed for an interaction to take place with the employee group and allowed me the opportunity to answer any questions primarily regarding my vision for the future of our department.

In 2005, a Resource Plan for the Lawrence Police Department was developed by Campbell Delong Resources, Inc., in partnership with Joseph Brann and Associates, LLC. The study contacted the following groups during the study:

- Staff and supervision of the Lawrence Police Department;
- Members of City Management, Legal Services, Human Relations, and Human Resources;
- Members of the Lawrence Association of Neighborhoods;
- Graduates of the Department's Citizens' Academy;
- University of Kansas Chancellor's Office;
- University of Kansas Chief of Police;
- Haskell Indian University Chancellor's Office;

- USD 497 Superintendant and staff;
- Douglas County Administrator, Sheriff, EOC Director;
- Douglas County District Attorney and staff;
- Ecumenical Christian/Campus Ministries staff;
- Lawrence Chamber of Commerce Director and staff;
- Kansas Civil Rights Commission members.

Based upon the input of these groups, seven community public safety goals were identified, received, and reviewed by the City Commission:

- Crime and emergency response.
- Reduction of chronic call locations.
- Reduction of traffic safety problems.
- Alcohol related problems.
- Order maintenance and event management.
- Public involvement and support.
- Emergency preparedness and homeland security.

Outcomes within each category were defined based upon resource allocation (no additional, limited additional, or significant additional) within those areas. Many of identified goals are still relevant today and the department keeps them in perspective.

A strategic plan with a 15-20 year planning horizon would be beneficial for the department and community. This would allow for proper long-term planning, funding, and implementation of identified goals. This is something the department does not currently have. To ensure for a comprehensive plan, the process could be lengthy as obtaining feedback and input from stakeholders would be important. The building of a financial and resource plan would also likely take some time and may also require some outside expertise and assistance. The facility discussion and related decisions are not necessarily linked to the strategic plan for the department. Regardless of what the strategic plan would look like, there is a current critical need for facilities.