



POLICE DEPARTMENT
COMPREHENSIVE MANAGEMENT
STUDY

CITY OF LAWRENCE, KS

MAY 20, 2021



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EXECUTIVE SUMMARY

The City of Lawrence (City) retained Citygate Associates, LLC (Citygate) to conduct a comprehensive management study for the Lawrence Police Department (Department). The City’s purpose for this study was to produce a report to aid development of a Departmental strategic plan and transformation of the Department in response to changing operational needs, community expectations, and the national discussion around policing and race relations.

Citygate’s assessment includes a detailed analysis of every service delivered by the Department, covering its internal support services, community relations, and community oversight. Citygate performed a data-driven review of the existing deployment system, scheduling, and staffing. Citygate reviewed response time, crime, and call data that drive Patrol staffing recommendations.

Besides extensive document review and interview sessions with Department staff and City leadership, Citygate conducted 24 formal listening sessions with approximately 100 diverse community stakeholders, including the Community Police Review Board (CPRB), the faith-based community, civic organizations, students, elected officials, and law enforcement, as well as the elderly, LGBTQ (lesbian, gay, bisexual, transgender, and queer), African American, and Native American communities. Citygate also received 44 input emails, some with attachments, in the email account dedicated to this project. Finally, we tracked community comment postings about the draft CPRB redesign.

Overall, there are 60 key findings and 75 specific action item recommendations. These findings and recommendations are presented throughout the body of this report and there is also a complete and sequential list of all findings and recommendations in Section 11. It must be understood that this is a deep technical review of a large agency and as such, the quantity of findings does *not note severity*, but rather “best practices tune-up advice” for many of the topics addressed.

POLICY CHOICES FRAMEWORK

As the City Commission understands, there are no mandatory federal or state regulations directing the level of police field service staffing, response times, or outcomes. The International Association of Chiefs of Police recommends methods for determining appropriate staffing levels based on local priorities. The National Emergency Number Association provides standards for 9-1-1 call answering, and the Association of Public-Safety Communications Officials International and the International Academies of Emergency Dispatching provide best practices that illuminate staffing needs for the Douglas County Emergency Communications Center which provides dispatch services for both the Police and Fire Departments.

Using a data-driven framework as advocated in this report, the City can engage the community on adapting police services to use alternative and focused strategies in addressing social issues, while still protecting the community from crime and violence.

Most of the alternative response strategies will take fiscal and operational partnerships with the appropriate County agencies, health care providers, and nonprofits. While partnerships currently exist, they are more informal, without comprehensive strategic, funding, and governance plans or written agreements. Some of the actions that are needed are not in the regulatory purview of the City. The City's fiscal capabilities must be considered when weighing these recommendations. Since there are no law enforcement national standards, the City is well advised to use the advice and counsel of City management and the next Chief of Police for guidance in implementing the recommendations of this study.

CITYGATE'S ASSESSMENT OVERVIEW

Policing in America underwent significant change in the closing decades of the last century. During the first two decades of the 21st century, continued changes in mission and methods of policing occurred at an increasingly accelerated rate. Keeping communities safe, while controlling costs, has moved from purely a law enforcement approach to a more holistic approach that engages all aspects of government with an ambitious and enterprising community engagement focus. Accessible, reliable, and real-time data availability are keys to success in meeting 21st century policing expectations.

Citygate finds the Department understands best practices for community-centric policing, although it is not fully engaged in implementing these practices. This exhibits progressive thinking, but little action. Based on available information, the Department is generally organized to meet the *traditional aspects of Lawrence policing*, but lacks data collection and analysis to drive services. The Department needs to increase supervision in Patrol services, increase quality oversight, and increase tracking of complaints. The Department needs to become *much more* transparent to criticism and become transparent with a community review process of complaints or other issues.

Police are the most visible and interactive element of local government. Providing 21st century police services is a much more complex undertaking than in prior decades. Radically changing social and community norms and expectations have expanded the skills, knowledge, and critical thinking requisites for police officers. Going well beyond the requirements of enforcing the law, police officers have been required to be civil and criminal dispute negotiators, counselors, facilitators, and public speakers.

In listening to Department members of all positions, they are universally proud, want to serve Lawrence, and want to continue to improve. They do care about their community but are not as engaged with the community as much as contemporary policing necessitates. As the listening and interview summary in this study will report, the Department is very disconnected with many racial and ethnic groups. There is also the tension over the CPRB and how to provide effective community oversight.

Currently, the Department does not report data other than in its annual report and most of that data is the “counting of items” like calls for service—which are outputs, not *outcomes*. There are no goals for response time, case load, case clearance, and similar metrics. There are no reported measures as part of the City’s budget documents as adopted by the City Commission. There are no measures tied to the City Commission Strategies.

With the Department not being closely aligned with the City Commission Strategic Plan nor having reported budget measures associated with outcomes, the Department is not connected to the City through its goals and objectives. Without this connection, new hires and promoted and journey-level members cannot be trained and held accountable by oversight and annual performance reports to conduct operations to City Commission and community expectations.

No organization is perfect, and many of the findings and recommendations in this report are items the Department is aware of and is already taking steps to implement—to the credit of both Interim Police Chiefs.

The Department must have a strategic plan, with annual goals, objectives, and data-driven performance measures closely reflective of and aligned to the City’s Strategic Plan and budget. Revised Departmental goals must be published as part of recruitment efforts, new employee training, promotion testing, and individual employee annual performance reviews.

Despite the rapidly changing requirements of police officers, several basic measurements remain constant. Among the most visible and most often reported is response time. Response time is considered important in calls for service for true, time-sensitive emergencies (which are few). Generally, these calls involve cases of threats to life, crimes in progress, or boating, aircraft, or traffic incidents with no details. Total response time is comprised of the following three elements: (1) the time required to answer the initial 9-1-1 call and dispatch the call (call handling); (2) the time the Patrol officer spends getting to their vehicle from the point they are notified (turnout); and (3) the total time between when an officer arrives at their vehicle and arrives at the location of the call for service (travel).

Our study shows that the Department’s response times to high priority incidents are good, at least for travel time. The most significant response time issue is the Douglas County Communications Center’s slow call handling times, which must be addressed. Patrol time is not yet so saturated that the Department is unable to provide community-oriented policing proactive time without adding Patrol officers in the near term.

The Department’s internal support and special service functions are performing well enough that only minor tune-ups are needed, as opposed to complete overhaul. Some exhibit best practices, while others are slightly understaffed or need modest reorganization.

While the Department subscribes to a national operating and procedures policy formation service, not all policies are necessarily tuned to Lawrence’s community expectations. The Department must

strengthen several methods to tie policy to practice with accountability. The Department must ensure any outside training is used meet the community's expectations of policing and not only satisfy the Department's expectations and regulatory requirements.

The Department members are newer in tenure across most ranks and a focused effort on front-line supervision for accountability and succession training must occur. The best training in the world only works when the personnel are held accountable. As the saying goes, "*What gets measured, gets done.*" Measuring requires multiple steps, from front-line supervision to annual employee evaluations, to the requirements on promotional exams, to transparency using public oversight. Quality and consistency come from a systems approach, *not any single element.*

FOUR CORE CHALLENGES

Following is a summary of Citygate's police services findings and recommendations across four critical challenge areas: (1) community engagement; (2) officer conduct and the CPRB; (3) alternative response systems; and (4) training and succession planning. This is a long, detailed study and the specific findings and recommendations deserve to be addressed in the context of the analysis in each section of the study. Citygate suggests users of this study keep these four challenges in mind since some recommendations touch all four. A comprehensive list of all specific findings and actionable recommendations is provided in Section 11.

Community Engagement

Listening session participants shared various experiences they have had with the Department. Most shared stories of prompt arrival, professional service, and polite communication. However, others shared very different experiences. The quality and nature of these experiences seemed to vary based on race, ethnicity, and gender. While most white residents said their experiences had been positive, every African American, except for one female, said their experience had not been positive.

White and African American participants expressed concern about the Department's lack of diversity and its ability to adequately serve the needs of all residents. African Americans shared stories of unwarranted traffic stops, unprovoked harsh behavior, and unjustified arrests. A few participants even posit that, of all racial and ethnic groups, African American females have the worst interactions with the police. Similarly, Native American participants shared interactions that highlighted limited knowledge of their culture in general and stressed the importance of cultural competency.

These themes occurred in almost *every interview*. While our listening sessions were conducted with a small sample of the entire community, this feedback is almost the opposite of the Department's internal feedback. Our interviews and SWOT (Strengths, Weaknesses, Opportunities, Threats) surveys revealed that Department members believe they are engaged with

the community and that modest public affairs and social media outreach is currently sufficient for community engagement. Citygate finds the Department does not deeply enough embrace best practices in community policing, engagement, and partnerships. Doing so will require education, training, and new methods of policing *with—not to—the community*.

Overall, Citygate recommends the following regarding community engagement:

1. Create and prioritize opportunities for officers to meet with local residents, students, business owners, and other community members outside of normal enforcement contacts. This reflects *community policing*.
2. Train Department personnel and key community leaders in the principles of legitimacy and procedural justice.
3. Expand and modify recruitment to attract a more diverse applicant pool.
4. Increase cultural competency and implicit bias training and consider using content expert non-police trainers.
5. Institutionalize the training concepts in general orders, performance evaluations, and promotional processes.
6. Recruit local residents, business owners, and representatives of local support service providers to serve as role players in police training scenarios and on internal hiring and promotional panels.
7. Encourage officers to follow up with crime victims.
8. Periodically invite residents to visit and tour the Police Department facilities.
9. Participate in or host more community events, such as National Night Out or Neighborhood Watch meetings.
10. Create more opportunities for officers to work with youth and to engage in foot and bicycle patrol.

Officer Conduct and the Community Police Review Board

The internal affairs process currently has a significant weakness caused by the lack of formal systems to capture and document complaints against Department members. Administration of the Department believes many potential complaints are dealt with informally by on-duty supervisors who either speak over the telephone or in-person with complainants. There is currently no documentation of these conversations or what the sentiments or level of satisfaction are regarding any of these contacts.

To its credit, the Department recently embraced and is implementing IA PRO/BlueTeam software systems in the spring of 2021. These two linked products create a system that logs internal affairs complaints and tracks discipline, sick time use, and details of use-of-force incidents that also create early warning indicators for Department staff if they cross certain parameters of the IA PRO/BlueTeam system.

To aid this effort, the Department must establish much clearer, robust, and multi-faceted methods for filing a complaint and completing an online complaint form. The complaint process must be separated from the *compliment* process that currently starts on the same web page.

In the research phase of this study, it became evident that a significant level of mistrust is present between the CPRB and the Department. This lack of direct connection with the CPRB, and level of mistrust of the CPRB by Department employees, has stymied a pathway of community engagement for the Department with the Lawrence community.

In Citygate’s listening sessions with members of the community, we learned that of those who had negative encounters with the Department, no one filed a complaint with the Department. Many told us they lacked confidence in the Department to investigate its own officers, and others maintain their stories would not have been believed given their race, ethnicity, sexual orientation, or gender identity.

As a result of these community beliefs, the CPRB has drafted a new ordinance, which would give the CPRB greater power and broader authority to review all complaints and completed investigations beyond those alleging racial or other types of bias.

The National Association of Civilian Oversight of Law Enforcement has stated, “There is currently no consensus on how to measure organizational performance in the field of civilian oversight.”¹ There are only 200-plus such active oversight bodies in the entire United States. Lawrence is at the leading edge of a CPRB process and is to be commended for trying. The community should not be worried about a renewed conversation to evolve the CPRB process for a better fit.

While Citygate is not opposed to all elements in the proposed new CPRB ordinance, we are concerned that its adoption at this time, given the lack of trust in the relationship between some members of the Department and the CPRB, would be problematic and would likely lead to more frustration.

Citygate is concerned enough after listening to multiple perspectives that we recommend both sides stop unilaterally creating new versions. Citygate finds it more beneficial to stop the current

¹ Joseph De Angelis, Richard Rosenthal, and Brian Buchner, “Civilian Oversight of Law Enforcement: Assessing the Evidence” (Washington, D.C.: US Department of Justice, Office of Justice Programs, 2016), https://d3n8a8pro7vhmx.cloudfront.net/nacole/pages/161/attachments/original/1481727974/NACOLE_AssessingtheEvidence_Final.pdf.

pattern of one-way communication and use joint diplomacy and leadership to re-establish a partnership that drives community participation in transparency and oversight on behalf of the City Commission and, through them, the public.

Citygate recommends immediately convening a Working Group of key stakeholders who have an interest in the outcomes of any new CPRB ordinance. At a minimum, this should be an 11-person team coordinated by the Assistant City Manager, consisting of the CPRB members, the Chief of Police, a Police Officers' Association representative, the City Attorney, and at least three diverse residents of Lawrence. The Working Group should use an interest-based approach to jointly design a best practices-based system. This group can then work through the current and anticipated points of conflict and develop common goals to improve communication and transparency while building trust. The result will be the reconstitution of a CPRB with expanded public engagement.

Simultaneously, we recommend the Department meet with the CPRB and Working Group to clearly explain its current complaint process—from intake to final review by the Chief of Police.

Alternative Response Systems

Law enforcement agencies have been tasked, absent other community resources, with responding to and intervening with people experiencing mental health issues. Historically the only police solution has led to arrest versus alternative treatments and ongoing support.

The Lawrence community is affected by poverty, housing costs, homelessness, a high medically uninsured population, and people experiencing mental health crises. City first responder objectives and goals should align with these issues.

The Board of Douglas County Commissioners established the Criminal Justice Coordinating Council (CJCC) to support communication and collaboration among key stakeholders to promote public health, public safety, and a fair and efficient criminal justice system. The CJCC has several workgroups, including the Crisis Intervention Team Council and Mobile Crisis Response Team. CJCC Strategic Plan goals include reducing the rate of incarceration, addressing disproportionate minority contact, improving criminal justice data collection and analysis, improving crime prevention, improving CJCC communication with the community, and reforming the juvenile justice system.

A desire not to increase jail capacity while expanding service alternatives led to the development of a Countywide Crisis Center, Drug Court, Behavioral Court, and a pilot Lawrence Police Department Mental Health Co-Responder Team. Bert Nash Community Mental Health Center (Bert Nash) is the County designated mental health center. Bert Nash has four break-out themes: child and family, adult, medication, and urgent care – crisis services.

To their credit, the Department and Bert Nash created a pilot alternative response project. However, it was too limited, was not operated at peak-need times, and lacked identified objectives

that supported an identified strategic plan. Measurements are challenging to utilize when attempting to identify goals and outcomes, and they have been minimized based on this pilot program. The Department Mental Health Co-Responder Team has not operated at full potential, nor gathered adequate data from which to drive 9-1-1 incident response system changes.

To date, while there is some Countywide committee-level collaboration and planning, there is no strategic plan in place for law enforcement and allied emergency health providers that addresses multi-partner operations with a fiscal strategy moving forward. The next Chief of Police must provide clarity and focus for law enforcement's evolving role to deescalate and provide for patient and bystander safety, rather than arrest. Training and education will be vital to integrate with Douglas County's priority focus areas, promote integration, and improve access strategies.

The City Commission does not have the purview or fiscal capacity to, in and of itself, stand up a robust alternative response system even with fire/EMS. Designing the street-level response is the easy part. The persons and patients in need must *go somewhere for the appropriate treatment or supportive services*. The destination solution requires regional solutions and financing. The Department wants to offer non-9-1-1 response but cannot do so by itself.

The Department should be engaged and educated in building all the pathway processes, including but not limited to CJCC workgroups, the Integrated Crisis Team, Assertive Community Treatment models, and the Douglas County Behavioral Leadership Coalition.

In brief, the City and Department must:

- ◆ Expand the Department's mental health co-responder partnership with the Bert Nash Community Mental Health Center and County Mental Health community of partners. Doing so will require investment in a Mobile Crisis Program and a strategic plan for sustainable funding and operations.
- ◆ Provide officers with a firm knowledge of local social service providers so they can make informed referrals without defaulting to arrest.
- ◆ Identify a qualified person or agency to train all Department staff, especially sworn personnel and public safety dispatchers, on trauma-informed policing practices.

In summary, alternative 9-1-1 response will require existing multi-agency partners to cement a sustainable, regional, persons-in-crisis strategic plan that aligns City and County goals, objectives, programming, and funding sources into a care pathway that increases patient success, organizational efficiency, and decreased adverse community impacts.

Training and Succession Planning

Another consistent theme from the sworn members was concern about the youth of the Department, specifically the relative inexperience of many of its supervisors, trainers, and officers.

Inexperience at the supervisory level often manifests itself in accountability issues, and that was another consistent theme among the sworn members. The Lawrence Police Officers Association, in particular, cited significant variability in standards of performance expectations from front-line supervisors as well as a lack of skill in coaching, training, and mentoring inexperienced officers.

Pivoting more to community policing and non-9-1-1 response activities also requires more education, training, and data measures for accountability. However, the Department Training Unit already has a very heavy workload due to a high volume of recruiting, hiring, conducting background investigations, training academy recruits, and providing solid annual in-service training consistent with the Kansas Commission on Peace Officers Standards and Training for existing peace officer licensure requirements.

The five-year-old Police Training Officer (PTO) program needs serious attention. This program is the “on-the-job” portion of the training process after police academy graduation or being a lateral hire from another police department. The PTO program is handled by PTOs (experienced Department officers) whose job is to take academy curriculum, policy, law, and on-the-job experiences and put new recruit officers through a 14–16-week process of meeting developmental benchmarks that lead to being approved for independent work as a police officer for the City.

While a best practices based program, the PTO implementation was top-down without buy-in from many of the people who were implementing the model. This, in combination with a short train-the-trainer process, resulted in the theory and practice of the model not being fully understood. The result was that the PTO program did not meet all its objectives and needs to be reworked according to staff. Doing so has to also include the community engagement and problem-solving aspects, which are key elements of the program.

To recalibrate training, Citygate recommends reassigning the background investigations process to an outside vendor contract or the Investigations staff, to reduce the workload of Training Unit staff. Also, the addition of a PTO Training Sergeant is needed whose primary duties involve coordinating the program within Patrol operations and communicating with the Training Unit. A refresher training program for key stakeholders in the PTO program is being developed.

The Department also lacks a formal career development program and succession plan framework. The current retirements and turnover are not surprising. Most police departments can predict to a significant degree the need for upward movement and provide the education, training, and mentoring framework for successful promotions to mid and upper management.

SUMMARY OF OTHER OPERATIONAL OBJECTIVES AND RECOMMENDED ADDED PERSONNEL

The Department is a strong, traditional department with proud, capable personnel. There are training, leadership, and support programs. These strengths are internally diminished by many

small points of operational friction or disparity. Externally, the Department is not engaged enough with the community, nor does it have a depth of positive relationships with its diverse community.

If the stated themes are taken as a whole, Citygate stresses the overarching need that drives improvement will be to strengthen training and leadership at the lower ranks, combined with quality, data-driven internal and public oversight. Again, *what gets measured, gets done!*

In brief, Citygate recommends the following concerning additional changes:

- ◆ Consider re-establishing a Traffic Enforcement Unit.
- ◆ Work with the County to decrease 9-1-1 call processing time.
- ◆ Fix the issues in Animal Control Services requiring two stops to retrieve a pet from the shelter.
- ◆ Improve or replace the records management system so that it is aligned with Department needs and with anticipated statutory requirements.
- ◆ Make the following near term personnel changes:
 - Reassign or add at least two Lieutenants for 24/7/365 Patrol supervision.
 - Add an additional Special Victim's Advocate.
 - Add a Sergeant to the Patrol Training Officer program.
 - Add a Departmental Business/Data Analyst.
 - Ensure the duties of Records and Information Technology are based on function rather than on individual skills and add a records specialist manager with city clerk and police records skill levels.

NEXT STEPS

The purpose of this assessment is to compare the Department's current performance against the local populations and physical assets to be protected within nationally recognized best practices. This analysis of performance forms the basis from which recommendations for changes, if any, in police operations, equipment, and staffing may be made. Recommendations take time and fiscal capacity, more so as the impacts of COVID-19 continue to unfold on local and state economies. Citygate suggests the following steps moving forward:

- ◆ Review the content, findings, and recommendations of this report.
- ◆ Adopt incident response performance goals as recommended.

- ◆ Direct staff to return with a multiple-year, prioritized, deployment field and support services plan within 90 days and, as needed, modify an upcoming budget to implement the first phase.
- ◆ When the new Police Chief is hired in the fall of 2021, the Department's implementation plan can be reviewed for further insight and direction by the permanent chief. Citygate does not advise waiting until then to implement changes as there are many recommendations the Department is capable of—or has already begun—implementing under the direction of the Interim Chief(s).

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SECTION 1—INTRODUCTION TO REPORT, CITY OVERVIEW, AND EXISTING DEPARTMENT GOALS

Citygate is pleased to present this comprehensive management study of the City of Lawrence Police Department. The City’s scope of work asked for third party review of the Department’s operations, policies, procedures, staffing needs, organizational and leadership structures, community relations, and community oversight. This study’s results will aid in the development of a Department strategic plan and transformation of the Department in response to changing operational needs, community expectations, and the national conversation around policing.

This introductory section provides an overview of the report’s organization followed by an overview of the City and review of existing City and Department goals and objectives.

1.1 REPORT ORGANIZATION

This report is organized into the following sections.

- Executive Summary** A summary of the overall assessment and Citygate’s findings and recommendations across four critical challenge areas. A discussion of next steps is also provided.
- Section 1** Introduction to Report, City Overview, and Existing Department Goals: An overview of the report’s organization, an overview of the City and the risk to be protected, and an overview of City and Department strategies and goals.
- Section 2** Community Perceptions of the Department: A summary of Citygate’s community listening sessions based on the four questions that framed each listening session.
- Section 3** Community Engagement: A review of existing community engagement practices and discussion of what is needed.
- Section 4** Pending Legislation and National Issues: A review of the impact of pending legislation on the Department and the national conversations about policing in America.
- Section 5** Department Perceptions and Organizational Structure: A review of Citygate’s internal SWOT (Strengths, Weaknesses, Opportunities, and Threats) assessment and discussion of the current and proposed organizational design.

- Section 6** Assessment of Operations Bureau: A review of the Patrol Division (including a data-driven review of demands for service and response times) and the Investigations Division.
- Section 7** Assessment of Support Bureau and Other Functions: A review of recruitment and hiring, training, the promotion and rewards system, the Special Weapons and Tactics Team, the Mobile Field Force Team, and Information Services.
- Section 8** Alternative Response – Community Mental Health / Homelessness: A review of law enforcement response needs to people experiencing mental health issues and a discussion of Department strategies and the Department’s Mental Health team pilot project.
- Section 9** Professional Standards and Complaint and Appreciation Process: A review of the Office of Professional Accountability and internal affairs.
- Section 10** Community Police Review Board: A review of the City’s Community Police Review Board, a new proposed ordinance, and essential goals of a revised system.
- Section 11** Next Steps and List of Findings and Recommendations: A list of next steps and comprehensive list of all findings and recommendations that appear in this report, organized by section or topic.

1.2 RISKS TO BE PROTECTED – CITY OVERVIEW²

Lawrence, Kansas is a diverse and multifaceted city, with a resident population of approximately 102,980 people. Located in northeast Kansas, Lawrence is just 30 minutes west of Kansas City. The City of Lawrence was chartered in 1854 and currently is governed by a Commission-Manager form of government in which five Commissioners are elected at large who select a mayor annually. The City is the sixth largest in Kansas. As such, Lawrence provides many of the amenities of a large metropolitan area, while still maintaining a strong sense of community. Lawrence is the County seat for Douglas County.

Lawrence boasts one of the most vibrant downtown shopping, dining, and entertainment districts in the Midwest. Massachusetts Street, referred to as “Mass” by residents, has been noted as one of the most beautiful main streets in America. Lawrence is also home to two historic universities: the University of Kansas (KU) and Haskell Indian Nations University. Approximately 28,000 students attend KU, which is ranked as one of the nation’s most beautiful campuses. Haskell Indian Nations

² Source: City of Lawrence documents.

University is the nation’s only inter-tribal university for Native Americans, representing more than 150 tribes from across the country. The University of Kansas and Lawrence Public Schools are the largest employers in Douglas County.

Lawrence has a land area of 34.9 square miles, a water area of 0.70 square miles, and an elevation of 866 feet. The City residents’ median household income is \$55,646. Approximately 57 percent of residents over the age of 25 have a bachelor’s degree or higher. The median age of the City’s residents is 27.5 and the pre-COVID-19 unemployment rate was 3.1 percent. As of 2019, according to the United States Census, the City’s resident population was comprised of approximately 79 percent white, 6.9 percent Hispanic or Latino, 6.5 percent Asian, 4.9 percent African American, and 2.7 percent American Indian.

Lawrence is known for the hills and valleys of the area. Lawrence is bordered by the Kansas River on the north which separates North Lawrence from the rest of Lawrence to the south. On the southern border is the Wakarusa River which is fed by Clinton Lake. Lawrence has 3,953 acres of parks, of which 155 acres are undeveloped and 153 acres are preservation land. Lawrence has 84 miles of hiking and biking trails; Douglas County has 151 miles of trails.

1.3 CITY AND POLICE DEPARTMENT STRATEGIES AND GOALS

The City Commission has regularly used strategic planning to connect desired community service outcomes to the budget process and resultant spending plan. The currently adopted plan contains five outcome areas:

1. Unmistakable identity
2. Strong, welcoming neighborhoods
3. Safe and secure
4. Prosperity and economic security
5. Connected city

Additionally, the City Commission Strategic Plan contains six commitment areas:

1. Community engagement
2. Efficient and effective processes
3. Equity and inclusion
4. Sound fiscal stewardship
5. Engaged and empowered teams
6. Environmental sustainability

The City’s planning and budget process, including community engagement, is very well done and is at best practice levels. It remains, however, each department’s responsibility to connect their operational delivery to the outcome and commitment areas.

The Lawrence Police Department does **not** have a strategic plan. A review of the current Department for strategies, goals, and objectives finds the following:

The goal of the Lawrence Police Department is to be the number one police organization

The Lawrence Police Department will strive to provide the citizens of Lawrence with the most community focused, efficient, and effective police service available within the confines of existing resources.

The Lawrence Police Department will attain its goal by the following objectives:

We will: Have innovative, honest, responsive leadership. The staff should never be satisfied with the status quo, but always seek ways to improve all the department’s operations. The staff will set the tone of professionalism, integrity, hard work and receptivity to change. Perfection will be expected.

- ◆ Provide realistic departmental guidelines and policies
- ◆ Recruit and retain the best possible police officers
- ◆ Provide quality training for every entry level of the organization
- ◆ Promote police conduct that is responsive and sensitive to the needs of the community
- ◆ Require aggressive crime fighting to improve the utilization of patrol and investigative resources in the identification, arrest, and conviction of individuals committing criminal activity within our jurisdiction
- ◆ Require a professional work ethic and professional work product by officers engaged in routine police duties, and preliminary and follow-up investigations
- ◆ Enhance the role of department personnel in the planning and development process
- ◆ Recognize exceptional work by police employees
- ◆ Stress the responsibility of all employees to be accountable to the department and the community for all of his/her actions

Another way to align a police department with the community’s needs, as expressed by the City Commission and the budget process, is to have and report data-driven performance measures to the City Commission and the community regarding whether the police department results were achieved, considering the taxpayer funding provided.

Currently, the Department does not report data other than in its annual report and most of that data is the “counting of items” like calls for service. There are no goals related to response time, case load, case clearance, or other similar metrics. There are no reported measures as part of the City’s budget documents as adopted by the City Commission. There are no measures tied to the City Commission Strategies.

The Department does report some data to a multi-city Coalition Benchmark City Survey. However, most of these measures are again the count of items. There is a priority response time measure reported, but it is an average time, not a percent of goal measure (as discussed in Section 6.1.6—Response Time Analysis), nor is it tied to the City Commission Strategic Plan, outcomes, and commitments. There is no budget measure or dialog as to the expected return on community safety for the investment made by each facet of the Department.

Finding #1: The Department’s goals and objectives do not reflect the City Commission Strategic Plan. There are no budget performance measures to align investment in police programs with desired community outcomes for public safety and quality of life.

Finding #2: Without the Department being closely aligned with the City Commission Strategic Plan and having reported budget measures associated with outcomes, the Department is not connected to the City through its goals and objectives. Without this connection, new hires and promoted and journey-level members cannot be trained and held accountable by oversight and annual performance reports to conduct operations to the City Commission and community expectations.

Recommendation #1: The Department must have a strategic plan with annual goals, objectives, and data-driven performance measures *closely reflective of and aligned* to the City’s Strategic Plan and budget. Revised Department goals must be published as part of recruitment, new employee training, promotion testing, and annual performance reporting.

SECTION 2—COMMUNITY PERCEPTIONS OF THE DEPARTMENT

2.1 COMMUNITY LISTENING SUMMARY

Citygate conducted listening sessions as part of the comprehensive investigation into the Department. Qualitative data is another way for stakeholders to provide input on the needs of Lawrence as well as provide a narrative for the quantitative findings. Between January 1, 2021, and March 31, 2021, Citygate conducted 24 formal listening sessions with approximately 100 diverse community stakeholders, including the faith-based community, civic organizations, students, elected officials, law enforcement, as well as the elderly, LGBTQ (lesbian, gay, bisexual, transgender, and queer), African American, and Native American communities. In most conversations, Citygate asked participants if there were other individuals or organizations with whom we should speak. Speaking with many of those community referrals helped expand the scope of the diversity of participating stakeholders.

Citygate also received 44 input emails, some with attachments, in this project’s dedicated email account. Finally, we tracked community comment postings about the draft Community Police Review Board (CPRB) redesign.

Given the relatively small number of participants, the findings are not statistically significant to the entire City’s resident, employment, and student populations. However, since there was almost universal overlap and very common themes shared across the discussions, Citygate is confident the report reflects the views of a significant and diverse portion of the Lawrence community.

2.1.1 The Four Questions

During the scheduled listening sessions, participants were asked to provide input regarding the following police services topics:

1. Service experiences you may have had with Lawrence Police.
2. Services you believe are essential for Lawrence Police to provide.
3. Services and future programs that need to be added to Lawrence Police or shifted to and done in cooperation with other community-based groups.
4. Aspirations for the future of policing in Lawrence to guide the Department’s continuous improvement and responsiveness to community expectations.

Information obtained during the sessions is summarized and organized by themes as follows.

2.2 LISTENING SESSION COMMON THEMES

Service experiences you may have had with Lawrence Police

Listening session participants shared various experiences they have had with the Department. Most shared stories of prompt arrival, professional service, and polite communication. However, others shared very different experiences. The quality and nature of these experiences seemed to vary based on race, ethnicity, and gender. While most white residents said their experiences had been positive, every African American, except for one female, said their experience had not been positive. White and African American participants expressed concern about the Department's lack of diversity and its ability to adequately serve the needs of all residents. African Americans shared stories of unwarranted traffic stops, unprovoked harsh behavior, and unjustified arrests. A few participants even posit that, of all racial and ethnic groups, African American females have the worst interactions with the Department.

Similarly, Native American participants shared interactions that highlighted limited knowledge of their culture in general and stressed the importance of cultural competency.

Public and Allied Agency Partner Member Suggested Recommendations

- ◆ Create and prioritize opportunities for officers to meet with local residents, students, business owners, and other community members outside of normal enforcement contacts. This reflects *community policing*.
- ◆ Expand and modify recruitment to attract a more diverse applicant pool.
- ◆ Increase cultural competency and implicit bias training and consider using content expert non-police trainers.
- ◆ Look for more ways to share information about police matters important to the public by:
 - Meeting with residents.
 - Sharing more on social media.
 - Participating in and hosting more community events.
 - Hosting community events in neighborhoods where trust for the police is lacking.

Services you believe are essential for Lawrence Police to provide

There was consensus among Lawrence residents that the Department should provide protection from crime and violence. While the Department provides a wide range of services, it should narrow its scope to focus on those matters officers are trained and best equipped to provide. Many,

including those who reported favorable and unfavorable interactions with the Department, claim police officers have been asked to do too much. They often noted police officer response to mental health crises and homelessness as two examples. Identification of other essential services seemed to vary depending on the need of the resident. For example, individuals who owned businesses downtown thought that traffic enforcement and crowd control were essential. Others thought more non-enforcement-related interaction with residents was essential and believed that community policing deters crime and builds trust.

Enhanced Services Community Member Suggested Recommendations

- ◆ Expand the Department’s mental health co-responder partnership with the Bert Nash Community Mental Health Center and County Mental Health community of partners. Doing so will require investment in a Mobile Crisis Program and a strategic plan for sustainable funding and operations.
- ◆ Create more opportunities for officers to work with youth and to engage in foot and bicycle patrol.
- ◆ Educate officers so they possess firm knowledge of local social service providers so they can make informed referrals without defaulting to arrest.
- ◆ Add more citizen academy classes and consider creating one for youth.
- ◆ Expand opportunities for residents to participate in some police decision-making: hiring panels, promotional panels, training scenarios, etc.

Services and future programs that need to be added to Lawrence Police or shifted to and done in cooperation with other community-based groups

All participants expressed concern about how to best address the needs of the homeless and individuals experiencing mental illness crises. All participants acknowledge that police officers do not receive enough training to address mental and behavioral health issues and therefore are not equipped to handle them. Some participants suggested officers should receive trauma-informed training, while others suggested the need for partnerships with local social service providers such as mental health and homeless professionals to minimize the role of police officers as first responders to every social problem. Participants also thought that individuals with trauma-informed training could accompany officers on some calls involving domestic violence, mental illness crisis, and the homeless.

Alternative Services Community Member Suggested Recommendations

- ◆ Identify a qualified agency to train all Department staff, especially sworn personnel and public safety dispatchers, on trauma-informed policing practices.

- ◆ Identify social work departments and chapters to explore assistance with non-violent service calls.

Aspirations for the future of policing in Lawrence to guide the Department's continuous improvement and responsiveness to community expectations

Participants shared optimistic visions for the future of policing in Lawrence that stressed transparency, accountability, and community engagement. Creating a direct line of communication with the Department would support discussions of neighborhood issues. Residents want more focus on community engagement and less on creation of a militaristic police force. Residents also want to be informed of personnel policies and practices and have a voice in the future of the Department. Since it is difficult to self-monitor, it was suggested residents serve on a community advisory board to advise the Chief of Police on salient community matters.

Aspirational Services Community Member Suggested Recommendation

- ◆ The Chief of Police should develop a diverse advisory board to serve as a resource for the Chief in the formation of strategies, development of community policing concepts, increasing public awareness, furthering engagement and transparency efforts, and identifying best practices.

SECTION 3—COMMUNITY ENGAGEMENT

3.1 EXISTING COMMUNITY ENGAGEMENT PRACTICES

The main theme of community engagement from the Department’s point of view as exhibited during interviews and described in the SWOT (Strengths, Weaknesses, Opportunities, Threats) surveys is that the Department is doing well, but members believe better messaging about the Police Department’s relationship with and role in the community is needed. The Department relies heavily on social media, speaking engagements, and special event attendance as its primary means of engaging the public, which is common among police departments, but more so with traditional departments that are not embracing community policing and partnerships.

The Department is presently experiencing challenges keeping up with both social media and speaking engagements due to personnel reassignment and is working on improving both. Members of the Department acknowledge, however, that traditional methods of engagement may not reach important sections of the Department’s service population. This is especially true when change conversations regarding policing in America are occurring. A positive development in 2020 was when Interim Chief Brixius spoke directly to the community about his understanding of their demands, his own experience with the issues of social justice, and his explanation of how the Department was addressing their concerns. Both external and internal listening suggested that most officers people encounter daily do not have the full and necessary skillset to address social justice and equitable policing. Combined with limited and traditional social media methods, the Department had no social “capital” through which it could draw upon individual or group relationships to foster two-way conversations.

Finding #3: While the Department is involved with extensive traditional forms of engagement and volunteer work and is commended for that type of commitment, it does not deeply enough embrace best practices in community policing, engagement founded in individual interactions, and partnerships with stakeholders. Doing so will require education, training, and new methods of policing *with—not to—the community*.

3.2 WHAT IS NEEDED

Because the effectiveness of police operations often depends at least in part on the public’s willingness to provide information to and otherwise help the police department, police leaders

increasingly see *legitimacy* and *procedural justice* as necessary conditions of success, and as worthy goals.³

Further, success in policing is enhanced when the police can gain and maintain support from the public. In individual encounters with residents, research has shown that the police benefit when people are willing to accept and defer to the appropriate use of police authority, rather than starting the encounter with feelings of hostility and resistance. If people have a high degree of respect for their local police and the law, they are more likely to obey the law, including relatively minor traffic laws.⁴

According to Professor Tom Tyler in *Procedural Justice and Police Legitimacy: Using Training as a Foundation for Strengthening Community-Police Relationships*, procedural justice can be viewed as a way of attaining legitimacy and can be defined in terms of four issues.

1. People want to have a chance to explain their situation or tell their side of the story to a police officer. This opportunity to make arguments and present evidence should (when possible) occur before the police make decisions about what to do.
2. People react to evidence that authorities with whom they are dealing are neutral. This involves officers making decisions based upon consistently applied legal principles and the facts of an incident, not an officer's personal opinions and biases.
3. People are sensitive to whether they are treated with dignity and politeness, and to whether their rights are respected. The issue of interpersonal treatment consistently emerges as a key factor in reactions to dealings with legal authorities. People believe they are entitled to treatment with respect and react very negatively to dismissive or demeaning interpersonal treatment.
4. People focus on cues that communicate information about the intentions and character of the legal authorities with whom they are dealing (their trustworthiness). People react favorably when they believe the authorities with whom they are interacting are benevolent and caring and are sincerely trying to do what is best for the people with whom they are dealing. Authorities communicate this type of

³ Craig Fischer, ed., "Legitimacy and Procedural Justice: A New Element of Police Leadership" (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance, 2014), p. 2, https://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf.

⁴ Fischer, "Legitimacy and Procedural Justice," p. 8.

concern when they listen to people’s accounts and explain or justify their actions in ways that show an awareness of and a sensitivity to people’s needs and concerns.⁵

In *Legitimacy and Procedural Justice: A New Element of Police Leadership*, Tom Tyler argues there is an additional benchmark for evaluating police practices: the impact of a policy and practice upon perceived police legitimacy within the community.⁶

Therefore, legitimacy is not simply a police program, an initiative, or a set of policies. The concept applies to all police departments regardless of whether a department has leaders who have read about and tried to incorporate the concept of legitimacy throughout the department. Every department can be said to have a certain degree of legitimacy in the eyes of its residents, and that level of legitimacy can be measured, for example, by conducting public surveys.⁷

In view of what Citygate has learned from internal interviews with members of the Police Department, including their responses to the SWOT surveys, and what we learned in our numerous community listening sessions, we offer the following recommendations to aid the Department in its ongoing community engagement efforts:

Recommendation #2: Train Department personnel and key community leaders in the principles of legitimacy and procedural justice. Place emphasis on education and training to address race and cultural divides and build trust with communities of color. The Chicago Police Department has developed a robust curriculum which has been adopted and customized by other departments, including the Salinas, Stockton, and Oakland, California, Police Departments. The components of the Chicago Police Department’s eight-hour curriculum accomplish the following:

- ◆ Define police legitimacy and procedural justice.
- ◆ Explain how these relate.
- ◆ Help officers understand how these concepts benefit them and support good police work.

⁵ Daniela Gilbert, Vaughn Crandall, and Stewart Wakeling, “Procedural Justice and Police Legitimacy: Using Training as a Foundation for Strengthening Community-Police Relationships” (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance, 2015), p. 18, <https://bja.ojp.gov/sites/g/files/xyckuh186/files/bwc/pdfs/procedural-justice-and-police-legitimacy-paper-cpsc-feb-2015.pdf>.

⁶ Fischer, “Legitimacy and Procedural Justice,” p. 8.

⁷ Fischer, “Legitimacy and Procedural Justice,” p. 14.

- ◆ Show that the relationship police have with communities they serve is important and that meeting shared expectations requires working together.
- ◆ Explore the impact of officer cynicism on their interactions with the public.
- ◆ Explain how community members' assessment of police is influenced by how they are treated, regardless of the end result.
- ◆ Discuss police treatment of minorities in the United States and abroad, highlighting the enduring impact of policing under Jim Crow laws and during the Civil Rights movement.
- ◆ Employ the concept of a “community bank account” in which every interaction is either a deposit or a withdrawal.⁸

Recommendation #3: Institutionalize the legitimacy and procedural justice training concepts in general orders, performance evaluations, and promotional processes.

Recommendation #4: Maintain support for Department personnel to continue strong volunteerism locally.

Recommendation #5: Recruit local residents, business owners, and representatives of local support service providers to serve as role players, if they agree to be properly trained, for police training scenarios and on internal hiring and promotional panels.

⁸ Gilbert, et al, “Procedural Justice and Police Legitimacy.”

- Recommendation #6:** Encourage officers to follow up with crime victims. For example, when officers return from their days off in Patrol, they can be instructed to visit or call recent crime victims, especially seniors who live alone or victims still living in fear because the involved suspects are still outstanding.
- Recommendation #7:** Periodically invite residents to visit and tour the Police Department facilities.
- Recommendation #8:** Participate in or host more community events, such as National Night Out or Neighborhood Watch meetings.
- Recommendation #9:** Offer Crime Prevention Through Environmental Design (CPTED) reviews to local residents and business owners. CPTED is a multi-disciplinary approach of crime prevention that uses urban and architectural design and the management of built and natural environments. CPTED strategies aim to reduce victimization, deter offender decisions that precede criminal acts, and build a sense of community among inhabitants so they can gain territorial control of areas, reduce crime, and minimize fear of crime.⁹

⁹ Source: <https://www.cpted.net>.

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SECTION 4—PENDING LEGISLATION AND NATIONAL ISSUES

4.1 UPCOMING FEDERAL AND STATE LEGISLATION IMPACTS

As part of the existing regulatory and best practices review conducted by Citygate, the study team was also aware of and considered pending legislation and the national conversations about policing in America.

4.1.1 House Resolution 1280

On March 3, 2021, the United States House of Representatives passed House Resolution (H.R.) 1280, otherwise known as the George Floyd Justice in Policing Act of 2021. While this bill remains in the Senate, the scope of this project strongly suggested that it would be appropriate to analyze what may become law as it relates to the current policies, procedures, and practices of the Department. It should be understood in this analysis that what is signed into law may differ in major or minor ways from H.R. 1280. With one exception, Citygate omits sections of the bill that are applicable only to federal law enforcement officers and that are not applicable to states through grant funding requirements:

Data Collection on Excessive Use of Force: The specific nature of data and the manner of its collection will rest with the attorney general of any given state, so there is no way to assess what compliance measure would be necessary for the Department.

Independent Investigation of Deadly Force: H.R. 1280 does not mandate nor recommend independent investigations of police uses of deadly force, but to be eligible for federal grants under associated sections of the bill, states must have an independent investigation of law enforcement statute.

Finding #4: Conducting independent investigations of police use of deadly force is a national best practice, which is reflected in Department policy. The Department should be commended for being a leader in the development of a regional officer-involved shooting Investigative Team designed to provide independent investigations for member departments.

Accreditation Standards: H.R. 1280 does not mandate law enforcement accreditation, but it does charge the United States Attorney General with reviewing current national accreditation standards and recommending additional areas for development.

Finding #5: The Department has already made the commitment to achieve accreditation by the Commission on Accreditation for Law Enforcement Agencies.

Data Collection on Law Enforcement Practices: For states to receive certain federal and Department of Justice funding, they must satisfy H.R. 1280’s data collection and reporting requirements as they relate to involuntary citizen contacts and uses of force. This data must include race, ethnicity, age, and gender of both the contacting officer(s) and the citizen(s) contacted. All this data is available in some manner to the Department but not within a single source. Consequently, meeting future data reporting requirements the state may adopt could prove challenging.

National Police Misconduct Registry: States receiving Edward Byrne Memorial Justice Assistance Grant Program (Byrne grant) funding, which Kansas currently does, must submit certain information regarding officer misconduct. These submissions will likely be the responsibility of the Kansas Commission on Peace Officers Standards and Training (C-POST), but the primary source records will come from individual agencies like the Department. The Department should review this section’s data reporting requirements to determine how easily they can be met.

Use of Force Reporting: States receiving Byrne grant funding must submit an annual use-of-force audit that reports data regarding certain uses of force both by a law enforcement officer and against a law enforcement officer, in-custody deaths, and uses of force in arrests and booking. The primary source of such data will be individual state and local agencies.

Finding #6: Use-of-force tracking software recently deployed by the Department should meet the data requirements listed in House Resolution 1280, and Citygate encourages the Department to review this section of the bill for its own determination.

Racial Profiling: The State of Kansas currently meets many of H.R. 1280’s requirements for eliminating racial profiling, but the bill also requires every state receiving certain grants to mandate data collection on all “routine and spontaneous investigatory activities” of law enforcement. Kansas does not require this data collection. Some of the data required by the bill is not collected by the Department, and other data may not be easily coded for entry into the Department’s records management system, meaning retrieval and submission may also present a challenge. Requirements of this section and of the entire bill should be considered as the Department explores a new records management system.

Racial Profiling, Implicit Bias, and Procedural Justice Training: Training covering these topics will be required for all law enforcement officers. The Department meets the state mandate of annual racial profiling training, and it requires all officers to attend implicit bias and procedural justice training semi-annually. Additional findings are included in Section 7.2—Training.

Duty to Intervene: As with other H.R. 1280 requirements, some federal grant funding may be withheld if state or local departments do not have policies and training covering the duty of department officers to intervene during instances of excessive force by other officers.

Finding #7: The Department has a policy requiring the duty to intervene, and the policy is a part of annual in-service use-of-force training. This training will be strengthened by incorporating it into the Department’s reality-based training program.

Ban on No-Knock Warrants in Drug Cases: Such a ban is also required of local agencies receiving either Byrne grants or Community-Oriented Policing Services grants.

Finding #8: Department policy does not ban no-knock search warrants in drug cases. As House Resolution 1280 does not provide a specific definition of what a “drug case” is, the Department and community need to tailor this policy to Lawrence.

Banning Chokeholds and Carotid Holds: H.R. 1280 appears to completely ban use of holds around the throat or neck that restrict the flow of oxygen or blood. There is no current exemption in instances for which deadly force is justified which would stand in contradiction to current Supreme Court caselaw.¹⁰

Finding #9: Department policy prohibits “choke holds” except in instances of deadly force and is silent on carotid holds, as it is not a Department-trained technique. If House Resolution 1280 or other legislation in Kansas is signed into law, or if the community conversation warrants, the Department should update its policy.

Limitations on Justification Defense for Federal Law Enforcement Officers: While this section specifically applies to federal law enforcement officers, we note it because it reflects a growing national best practice requiring officer actions leading up to a reasonable use of force to

¹⁰ *Graham v. Connor*, (US Supreme Court 1989).

also be reasonable.¹¹ We encourage the Department and community to begin discussions of this issue within State of Kansas requirements, at a minimum.

Acquisition of Department of Defense Equipment: This section requires public notification and local governing body approval when agencies acquire certain Department of Defense “surplus” equipment, as well as specific accounting procedures. The Department has no equivalent policies or procedures. While it is likely much direction will come from the State of Kansas in time, the Department can begin discussions with its community given the controversial nature of the topic.

4.1.2 Eight Can’t Wait

As communities before and after the George Floyd tragedy work on firm steps to limit police use of force, a new movement, Campaign Zero, arose out of the Ferguson, Missouri tragedy. The movement came up with eight changes that proponents say cost nothing and can be implemented immediately as policy changes. These are changes are known collectively as “Eight Can’t Wait.” Citygate cautions that as to “cost,” any *effective* policy change requires training, compliance measurement, and oversight. All require staff time, as appropriate, and at some point, training and supervisory staff must be added, as this study will recommend for the City of Lawrence. Thus, there is a cost, but it is not unreasonable.

The eight changes contained within Eight Can’t Wait include the following:

1. Ban chokeholds and strangleholds
2. Require de-escalation
3. Require warning before shooting
4. Require exhausting all alternatives before shooting
5. Duty to intervene
6. Ban shooting at moving vehicles
7. Require use of force continuum
8. Require comprehensive reporting

These eight recommendations overlap now with the proposed federal legislation cited above. Lawrence’s Police Department policies are consistent with many of the elements of the Eight Can’t Wait movement except for three. First, shooting at moving vehicles is not strictly prohibited by the Department. Citygate agrees that, as a best practice, it is an option to be avoided, but it cannot

¹¹ “Guiding Principles on Use of Force” (Washington, D.C.: Police Executive Research Forum, 2016).

be categorically ruled out as unreasonable in every circumstance. We believe this is an issue for discussion between the Department and the Lawrence community.

Second, Department policy does not absolutely mandate that a verbal warning be given prior to the use of deadly force. Rather, it requires one when it can be done without endangering the life of an officer or of another person. This complies with current Supreme Court caselaw regarding police use of deadly force and, going forward, the Department and the community must discuss this issue within the context of state and federal law, applicable Supreme Court decisions, and the safety of peace officers.¹²

Third, Department officers are not required to exhaust all other means prior to using deadly force. This too, is in keeping with current caselaw, and Citygate sees no feasible way that such a blanket requirement can work in 100 percent of the cases.¹³ We do believe that the sanctity of preserving life should be the foundation of any police agency's use of force policy,¹⁴ and there should be effective training that emphasizes the development of critical thinking skills during all force encounters. Police agencies and their communities must work together so that an encounter between the police and public does not end in anyone's death.

4.1.3 Study of Traffic Stops in Douglas County

There is a current traffic stop study being conducted by the Department in association with researchers from American University and Northwestern University. The data needed cannot be exported from the Department's electronic files because some of the critical traffic stop outcomes information was not tracked there. Each traffic stop for the Countywide study is reported on a written document and entered into a database. As such, Citygate does not have access to the not-yet-completed study, or its outcomes. We chose not to perform our own study with incomplete Lawrence historical data.

¹² *Tennessee v. Garner*, (US Supreme Court 1985).

¹³ *Plakas v. Drinski*, (US Court of Appeals for the Seventh Circuit March 21, 1994); *Roelle v. Hamilton County Board of Commissioners*, (US Court of Appeals for the Sixth Circuit September 5, 2017).

¹⁴ "Guiding Principles on Use of Force" (Washington, D.C.: Police Executive Research Forum, 2016).

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SECTION 5—DEPARTMENT PERCEPTIONS AND ORGANIZATIONAL STRUCTURE

5.1 INTERNAL LISTENING SWOT

Listening to a broad, cross-section of the Department was just as important as listening to the community, and Citygate heard consistent themes from the inside of the Department just as we did from the community. Citygate interviewed every member of the Command Staff individually, including the Interim Chief of Police and the Department’s six Captains. We also interviewed all six Lieutenants, the Department’s two non-sworn supervisors, one of the Department’s Sergeants, and its media specialist individually. Citygate conducted a group interview with the Lawrence Police Officers’ Association’s (LPOA) elected board members, and finally we issued online SWOT (Strengths, Weaknesses, Opportunities, and Threats) questionnaires to every sworn member of the Department at the rank of Sergeant and below, and to every non-sworn member. Citygate understood that the Department was proud of its tradition of continuous improvement, and it was in this spirit of continuous improvement that the Citygate team encouraged recipients to complete this survey in the most honest, candid, and thorough way possible. Responses were kept confidential, and no individually identifying information was shared with the Department.

The Department has 182 authorized personnel (155 sworn), and a total of 55 SWOT responses were received: 47 from sworn members and eight from non-sworn members. If the Department were fully staffed, this would represent a 30 percent response rate.¹⁵

The most consistent theme across all methods of Department listening was pride. Members are proud of the Department, of its contribution to the community, and of the work they do individually in helping the Department to be successful. This feeling of pride was just as strong with the non-sworn members as it was with the sworn. Another consistent theme from the sworn members was concern about the youth of the Department, specifically the relative inexperience of many of its supervisors, trainers, and officers. More than once Citygate heard this concern expressed as “limited experienced officers training new personnel.” Inexperience at the supervisory level often manifests itself in accountability issues, and that was another consistent theme among the sworn members. The LPOA cited significant variability in standards of performance expectations from front-line supervisors, as well as a lack of skill in coaching, training, and mentoring inexperienced officers. For their part, the Command Staff felt that most of the accountability issues could be handled through continued institutionalization of the Department’s Lexipol third party policies, implementation of use-of-force and complaint-tracking software, and the introduction of a new

¹⁵ SWOT surveys were completed over approximately one month; not all positions were filled during this time, but exactly how many is unknown.

organizational structure designed to clarify chains of command, consolidate functions more appropriately, and align spans of control more logically.

Two other themes were found in listening to the sworn members. First, is the “Lawrence way.” This is a reference to the Department’s perceptions that community expectations are unique to Lawrence, and in direct response, require a unique way of policing in Lawrence. Second, is a consensus that the Department is appropriately engaged with the community. There was an understanding that improvement was possible, of course, particularly in how the Department promotes itself and highlights the positive activities its members perform for the community. Much stronger sentiments came from the Command Staff. Most believed that criticisms of its community engagement efforts are being driven by only the most vocal or visible members of the community. Criticism was not being ignored by the Command Staff, to be certain, but there was a sense of resignation that the Department cannot change the way its detractors feel. Instead, Command Staff believed the issue should be approached by improving how Department officers are held accountable for the performance the community expects.

Citygate’s listening also identified themes specific to respondent groups. The Command Staff accept that the Department needs to change in the post-George Floyd era, particularly in responding to mental health calls. Throughout this study, the Interim Chief and all six Captains were very responsive to Citygate’s questions and honest in their answers in dealing with the difficult topics policing presents.

There is not a cultural recognition of how community engagement is comprised of everyday officer interactions and proactive community policing, not just the use of social media. The Command Staff are ready to move forward in the direction suggested by the findings of this study, but they also expect that direction to shift with the next high-profile event, or the next local election. It is a pattern they have seen before.

Citygate spent significant time talking to the LPOA about Department expectations, and their responses strongly suggested a Department culture of “best effort” and of “taking care of your calls.” This is typical of traditional police departments that see the essence of the uniformed patrol function as handling individual calls for service from the public as professionally as possible as traditionally done in Lawrence. Such an observation is not a criticism of the Department. Rather, it is an acknowledgement that the Department is like most other police departments in this regard. Since responding to calls for service is viewed as the mission, having enough police officers to handle such a mission is paramount, and the LPOA was adamant that the Department does not have enough police officers. This theme was also the strongest one expressed from the SWOT surveys Citygate received from sworn members, but it stands in contradiction to Department patrol availability time data that will be discussed in Section 6.1—Patrol Division.

The LPOA identified one specific driver of growing accountability issues within Patrol. In 2018, the Department changed its Patrol deployment scheduling. Officers went from working with the

same team every day, including the same supervisor, to working with a certain number of different officers and supervisors, depending upon the day of the work week. In policing terms, the Department moved from a team-based deployment to a shift-based deployment. Neither is more prevalent in policing, and each has its strengths and weaknesses. In the case of the LPOA members, they felt the team approach produced greater accountability, consistency of expectations, officer development, and cohesion of the work unit. Citygate learned that one member of the LPOA received an annual evaluation from a supervisor with whom the officer had only worked one day the entire evaluation period. This is an extreme example of the common issues with shift-based deployment, and the Command Staff expressed a desire to return to team-based deployment when the Department reaches what they perceive to be adequate staffing levels.

Finally, Citygate heard several themes from non-sworn Department members. There was some concern expressed about communication between divisions and from Command Staff. This is not uncommon among non-sworn members of policing agencies, as is a general sense of underappreciation. The latter was not the case, however, with the Department. Non-sworn members generally feel appreciated and feel they are making a positive contribution to helping the Department achieve its mission. The strongest theme to emerge from the non-sworn members was a concern about competing time demands from multiple projects that were distracting them from their primary duties. Citygate found some evidence of this which will be discussed in Section 7—Assessment of Support Bureau and Other Functions. Somewhat surprisingly, we did not find a consistent theme regarding non-sworn staffing as we did with sworn staffing.

5.2 ORGANIZATIONAL DESIGN

The current organizational structure has been in place for some time except for six Lieutenants that were added in the summer of 2020 when that rank was established for the first time with City approval.

A current organization chart for the Department follows:¹⁶

Figure 1—Current Department Organization Chart



The lack of more middle management had long been an accountability issue according to the Command Staff, and the purpose of adding the Lieutenant position was to relieve the Sergeants, the front-line supervisors, of administrative duties that were inhibiting their ability to supervise officers directly in the field. These changes still left two important issues unresolved. First, the Interim Chief’s focus has been on engaging City government and community stakeholders, just as the permanent Chief’s focus will be. This is to be expected. Agencies of the Department’s size tend to account for this condition with a Deputy or Assistant Chief whose primary duty is to oversee day-to-day operations of the Department, and whose secondary duties may include assisting the Chief in preparing budget proposals and approving expenditures. Such duties at the Department are currently divided among six Captains of equal rank but not necessarily equal responsibilities. In addition, the Department’s Special Projects Division has only two Captains and no personnel, so it is frequently called upon to control resources of multiple other divisions, which can blur chains of command and contribute to miscommunication. The Chief and Command Staff expressed a concern that continuing with the current organizational design would impede the Department’s ability to effectively institute this study’s recommendations and accomplish the

¹⁶ While the overall structure of this organization chart is current, some staff have changed positions since the time this organization chart was published in late 2020.

Department’s role in supporting the City’s Strategic Plan. In response to these potential challenges, the Command Staff proposed a new organizational structure, shown in the following chart.

Figure 2—Proposed Department Organization Chart



The Command Staff’s objective for dividing Department functions under two Bureaus is to group like functions more closely, with each Deputy Chief commanding one of two major Department functions. Moving forward, responsibility for major Department projects necessary to implement study recommendations approved by the City will rest with the most appropriate Bureau, and the work will primarily be carried out by members within that Bureau. The design is also intended to be fiscally responsible by eliminating three Captain positions and reducing the total Command Staff by one position.

With the proposed organizational design, the Command Staff would also like to increase accountability within the Patrol Division by ensuring a more consistent presence of supervisory personnel, particularly of the rank of Lieutenant. It is a best practice for police departments of this size to always have at least one front-line supervisor on duty and to always have a mid-level manager on duty. This is not currently the case with the Department. Such a practice enables more effective supervision of officers in the field while ensuring that the more administrative demands of the Patrol Division can be handled in a timely manner, particularly as it relates to providing customer service. There are multiple ways to accomplish this, depending upon Department priorities, but in Citygate’s estimation, it will require at least two additional Patrol Lieutenants regardless of the number of shifts/teams to which the Department commits. Further, this can be accomplished in such a way that it does not increase the total number of supervisory staff, but again, exactly how will depend upon Department priorities.

Finding #10: Current Department organizational design does not follow command structure best practices for a department of its size.

Finding #11: There are no clear Patrol supervisory staffing minimums.

Recommendation #10: Implement the proposed command structure organizational design.

Recommendation #11: Create realistic supervisory staffing minimums and determine priorities necessary to fulfill them.

5.2.1 Special Projects

The Special Projects Division is comprised of two Captains with no direct reports. Their primary duties have been overseeing the transition to the new facility, developing policy, coordinating with Citygate on this project, and beginning the preliminary phases of projects involving accreditation and research of a new records management system. The functions of this Division regularly cross boundaries with other divisions and frequently require the co-opting of resources within other chains of command. The Command Staff recognizes the inherent inefficiencies of this Division, and their proposed reorganization of the Department would eliminate it, placing its responsibilities within Professional Standards or Information Services. Citygate agrees with this course of action.

This Division is inefficient in its assignment of personnel and given that the building design effort is completed, the Department can eliminate the Special Projects Division as outlined by the proposed Command Staff organizational design.

5.2.2 Data Analyst

In our overall review of the Department's organizational design, we felt it appropriate to discuss the Department's current data analysis capabilities and need for increased data analyst support organization-wide for all types of policing efforts data analysis.

The Department's existing analysis capability for patrol incidents uses dispatch data, date, and time records for events. Understanding the true nature of response times requires the ability to ascertain call handling time while identifying Communications Center response time and officer travel time. There is currently a lack of robust data in the Department which creates difficulties in identifying total committed time, as discussed in Section 6.1—Patrol Division.

The Department should consider an internal Business/Data Analyst reporting to the Deputy Chief of Operations, to provide extensive data trend and reporting capabilities for the Department. Such

analysis/data support requires an analyst with the following essential skills: direct database querying, the ability to guide comprehensive and evolving computer-aided dispatch and records management system procedures, data governance, and efficiency in the reduction of analytical burden within the organization.

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SECTION 6—ASSESSMENT OF OPERATIONS BUREAU

6.1 PATROL DIVISION

Uniformed police officers represent the most visible aspect of municipal government authority. The Patrol Division is the largest division of the Department. As in most police departments, it is the foundational division of the organization from which the core service of public safety and emergency first response are provided. The uniformed police officers on patrol are the visible agents of the City and the Police Department, and they interact with the community daily. The primary mission of the Patrol Division is to respond to calls for service, enforce state and local laws, enforce traffic laws and investigate traffic collisions, investigate criminal activity, prevent crime, and assist with other special assignments, as necessary. Twenty-first century policing should require constant evaluation of the mission, vision, and values, recognizing the need for alternative service delivery mechanisms and community engagement, and should place emphasis and value on non-enforcement contacts between police officers and residents.

6.1.1 Organization, Staffing, and Scheduling

The Department's Patrol Division is commanded by a Captain who reports directly to the Chief of Police and is assisted by two Lieutenants. The Division is organized into multiple teams based on scheduling and days of the week. The teams are further divided into patrol zones covered by four shifts (Dayshift, Early Swings, Late Swings, and Midnights), each 10.5 hours in length, providing patrol service 24 hours a day, seven days a week. Currently, the two Lieutenants split hours, with one covering Dayshift and Early Swings, and the other covering Late Swings and Midnights. This does not provide seven-day-a-week coverage for mid-managers. Citygate assesses that two more patrol Lieutenants would benefit the City. This would increase minimum staffing levels at the supervisory and management level while enhancing oversight and accountability through better week-long coverage at optimum times.

6.1.2 Supervision, Operations, Training, and Policy Compliance

The supervision of Patrol operations is one of the most critical functions within any public safety organization. The Department, like every other law enforcement agency, assigns newly hired police officers to Patrol for training and orientation to the Department's policies and procedures. Once officers attain a sufficient level of proficiency and experience within the organization, they become qualified for specialized assignments such as Juvenile Investigator, Training Unit Officer, or School Resource Officer. Therefore, the experience level of the Patrol Division tends to be lower than other divisions. Fifty-four percent of the officers assigned to Patrol in March 2021 had fewer than five years of experience. This makes Patrol supervision and management functions that much more critical.

The Patrol teams are supervised by police Sergeants, which are typically highly experienced police officers who have been promoted to Sergeant. Their ability to be physically out in the field supervising police officers on 9-1-1 calls (public-generated calls for service) is extremely important. While they cannot respond to every call, Patrol Sergeants should be situationally aware of critical calls and be able to provide direct supervision when necessary. On occasion, Patrol Sergeants respond to calls for service as either the primary or secondary unit assigned. Based on this, Citygate included Patrol Sergeants in analysis described later in this report. In March 2020, Department Patrol Sergeants averaged 1.2 years in their assignments and the Lieutenants were promoted in August of 2020.

As is common with every law enforcement organization, Department Patrol Sergeants and Lieutenants are sometimes tasked with additional administrative duties and ancillary assignments that keep them in the office and not in the field directly supervising police officers. It stands to reason that violations of policy and the potential inappropriate use-of-force incidents are greatly reduced when a supervisor is present.

Finding #12: There are no identified minimum staffing levels for front-line supervision and mid-level management.

Finding #13: Citygate assesses that Patrol supervision is a critical area of the organization, and that additional efforts can be made to ensure Patrol Sergeants remain out of the office and in the field providing direct supervision for critical 9-1-1 calls and other officer activities.

Recommendation #12: Establish minimum staffing levels for front-line supervision and mid-level management.

Recommendation #13: Increase mid-level Patrol management, which enhances oversight while providing Sergeants increased field supervision opportunities.

6.1.3 Demands for Service

In most circumstances, the first point of contact the public has with the Police Department is through the Communications Center (dispatch) and the 9-1-1 operator. When a call comes into dispatch, depending on the nature of the call, a call for service is generated and a police officer is dispatched to the call. When this occurs, the dispatcher enters the call data into a County-wide computer-aided dispatch (CAD) information system. Citygate used the data stored in CAD for the

period of January 2017 through October 2020 to assess the City's demand for police services, which provided a sufficient representative sample.

The Department relies on the Douglas County Emergency Communications Center. Available data comes from the Lawrence Police Department as well as the Douglas County Emergency Communications Center.

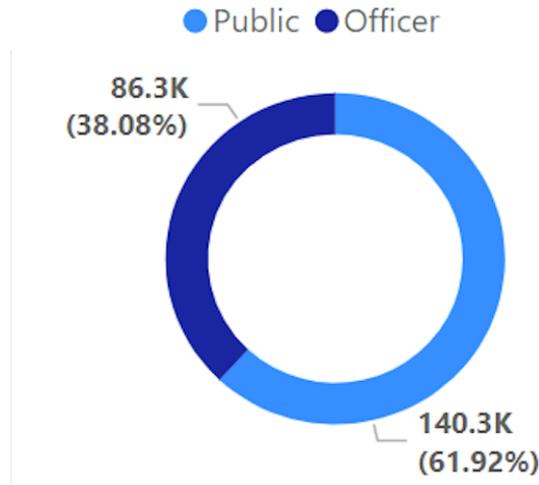
In assessing the demands for service of the Police Department's Patrol Division, Citygate assessed three categories of activity that consume the Patrol officer's time: *public-generated calls for service*, *officer-initiated activity*, and *administrative activities*. Each category is briefly defined as follows:

- ◆ *Public-Generated Calls for Service* are incidents where members of the public contact the Communications Center (dispatch) and ask for assistance. The most common example of this is a 9-1-1 call which is tracked in CAD.
- ◆ *Officer-Initiated Activity* is any activity that a Patrol officer initiates and is sometimes referred to as pro-activity. The most common example of this is a traffic enforcement stop. This activity is also tracked in CAD.
- ◆ *Administrative Activity* is any activity a Patrol officer attends to other than a call for service or officer-initiated activity, such as appearing in court, report writing, attending roll-call briefings, and attending a Department meeting where the officer is on duty, but out of service and unavailable to handle calls. This activity is mostly not tracked in CAD and therefore requires Citygate's estimation based on Department policy and Citygate's experience with other agencies.

Calls for Service Analysis

The Patrol Division handled 226,632 activities from January 1, 2017, through October 31, 2020. These activities included public-generated calls for service and officer-initiated activities handled by Patrol officers and Patrol Sergeants. Public-generated calls for service were 140,340 and officer-initiated activity was 86,292. The following figure shows both public-generated calls for service and officer-initiated activity from 2017 through October 31, 2020.

Figure 3—Calls for Service – 2017–October 2020



The following tables shows calls for service broken down by year and the year over year comparisons. The COVID-19 pandemic must be considered when reviewing 2020 data. According to the CAD data received, overall incidents for public-generated calls for service are trending down. COVID-19 pandemic patrol response protocols were modified to reduce exposure to the City’s first responders (police), and this accounts for some of the reduction. Data for 2020 is only reflected through October 31, although a projection is provided in parenthesis for the full 2020 year. Projected values are based on a 12/10ths ratio of actual 2020 volume.

Table 1—All Calls for Service by Year Comparison – 2017–October 2020

Metrics	2017	2018	2019	2020*
Distinct CAD Incidents	63,977	62,498	58,325	41,832 (50,198*)
<i>Year over Year Change</i>		-2.3%	-6.7%	-28.3% (-13.9%*)

* Data in 2020 column is through October 2020 unless inside parenthesis (which is projected for the full 2020 year)

Table 2—Public-Generated and Officer-Initiated Calls for Service by Year Comparison – 2017–October 2020

Metrics	2017	2018	2019	2020*
Distinct Calls for Service	37,216	36,512	36,024	30,588 (36,706*)
<i>Year over Year Change</i>		-1.9%	-1.30%	-15.1% (1.9%*)
Officer-Initiated	26,761	25,986	22,301	11,244 (13,493*)
<i>Year over Year Change</i>		-2.9%	-14.2%	-49.6% (-39.5%*)

* Data in 2020 column is through October 2020 unless inside parenthesis (which is projected for the full 2020 year)

Nature Code Analysis

Citygate worked with the Department to identify high priority call types. Citygate defines high priority call types as requiring an emergent or urgent patrol response. This list was refined from 36 key nature codes and later consolidated into 15 categories in conjunction with the Department to represent an urgent or emergent call type. Both response time and changes in demand for these call types are critical for the Department to assess regularly.

When analyzing high priority response time, each incident presents a possible sliding scale of community risk that can change rapidly depending on the situation. Citygate is recommending that the City identify and work toward proactive approaches in reducing high priority calls for service. The ten most frequent high priority calls for service appear in the following table:

Table 3—High Priority Call Volumes – 2017–October 2020

Nature Code	2020*
Domestic Disturbance	1,245 (1,494*)
Domestic Battery	643 (772*)
Motor Vehicle Accident	220 (264*)
Overdose	146 (175*)
Disturbance with Weapons	130 (156*)
Suspicious with a Weapon	40 (48*)
Domestic Disturbance with Weapons	36 (43*)
Armed Robbery	26 (31*)
Suicide	25 (30*)
Sex Crime	14 (17*)

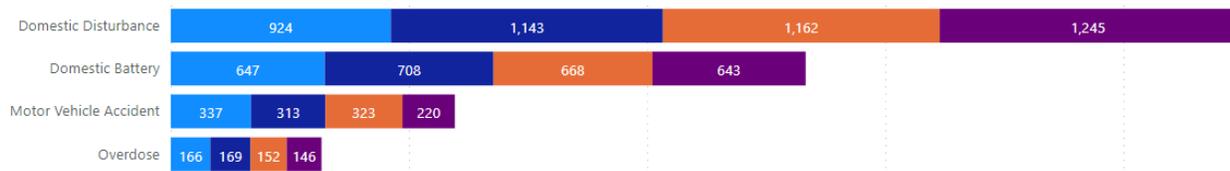
* Data in 2020 column is through October 2020 unless inside parenthesis (which is projected for the full 2020 year)

Domestic disturbances, domestic battery, motor vehicle accidents, and overdoses are the top four high priority calls between January 2017 and October 31, 2020. It should not go unnoticed that three of the four largest call types are social issues.

Figure 4—Domestic Calls by Category and Year

Distinct Calls by Category and Year

Year ● 2017 ● 2018 ● 2019 ● 2020



The following chart shows the 2019 and 2020 call volumes for each high priority call type as well as year-over-year growth based on actuals through October 2020 as well as projected full 2020 call volumes.

Of note are the highest volume and largest change call types. For example, domestic disturbance is the largest volume category among the high priority calls, with significant growth year over year both on an actuals (through October) and projected (through December) basis. Though smaller in volume, disturbance with weapons has an enormous growth rate, but approximately 10 percent the number of calls as domestic disturbance. Unsurprisingly, motor vehicle accidents declined due to the COVID-19 pandemic.

Figure 5—High Priority Calls, Year over Year Growth and 2020 Projected Growth

Category	2019	2020 (Thru Oct)	Y/Y Growth	2020 Projected	Y/Y Projected Growth
Domestic Disturbance	1,162	1,245	7.1%	1,494	28.6%
Domestic Battery	668	643	-3.7%	772	15.5%
Motor Vehicle Accident	323	220	-31.9%	264	-18.3%
Overdose	152	146	-3.9%	175	15.3%
Disturbance with Weapons	98	130	32.7%	156	59.2%
Suspicious with a Weapon	37	40	8.1%	48	29.7%
Domestic Disturbance with Weapons	38	36	-5.3%	43	13.7%
Armed Robbery	19	26	36.8%	31	64.2%
Suicide	21	25	19.0%	30	42.9%
Sex Crime	12	14	16.7%	17	40.0%
Shooting	10	7	-30.0%	8	-16.0%
Fight with Weapons	6	6	0.0%	7	20.0%
Stabbing	14	6	-57.1%	7	-48.6%
Bomb		2		2	
Kidnapping		2		2	
Total	2,560	2,548	-0.5%	3,058	19.4%

Recognizing what these needs are and establishing proactive methods to reduce victimization will be crucial for the Department. Internal processes, policy and procedure, response

mechanisms, community engagement, and alternative service delivery mechanisms can all play a part in better outcomes for the Department and the community.

Data can facilitate resource allocation, community engagement efforts, public education campaigns, and social partnerships in the effort to fully address community needs. Particularly where there are larger volumes and higher growth rates in this group of high priority calls, the Department should place extra focus on both response time and community engagement.

Finding #14: Domestic and drug calls are growing significantly year over year and need holistic attention and engagement from the Department.

Recommendation #14: Review proactive policing methods and engage with the community and social welfare partners to address community needs regarding domestic violence and drugs.

Committed Hours by Year and Activity

Committed time is commonly broken down to public-generated calls for service, officer-initiated activity, and administrative time. Administrative time, when properly logged, can explain important components of policing not directly tied to CAD incidents. For example, if a department logs court time, report writing time, and other administrative time uses, this can help to explain the utilization rate for these key activities as part of the total time worked.

Committed hours represent a portion of worked hours, or utilization rate. Tracking committed time helps show where officers are spending their time, and how much available time is available for community engagement. Police departments, including Lawrence's, would find tracking all time during the day to be tedious and time-consuming; however, there should be an effort to track major components of an officer's day.

Key administrative categories should include logging court time, training time, report writing time, and others the Department would find valuable. Citygate notes that there is at least some report writing time being captured in CAD today. The point of tracking some of this data is not to burden officers, but to frame answers to questions such as:

- ◆ How much time are officers spending on the following activities?
 - In court
 - At training

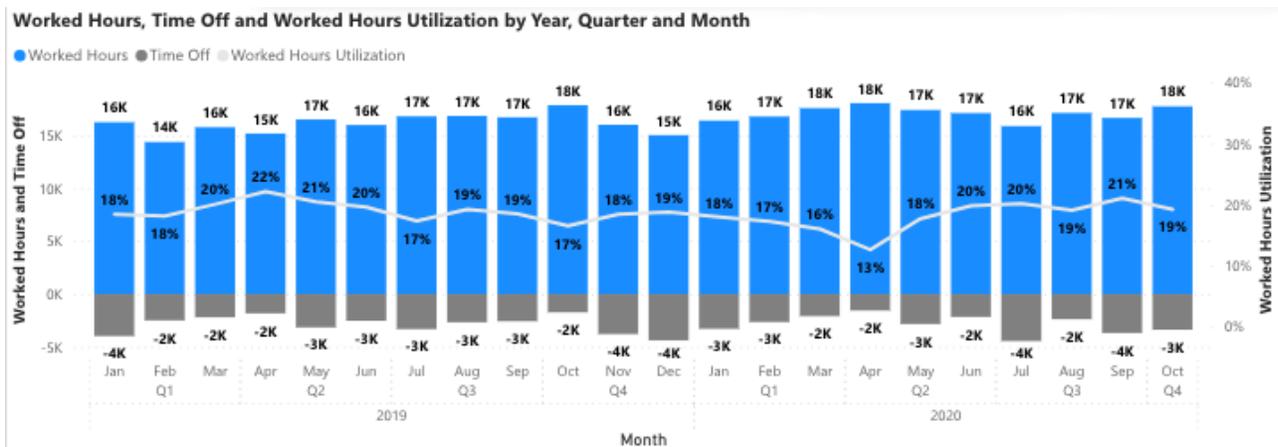
- Report writing
- ◆ How frequently do officers need to go to court or training?

The City provided Citygate with worked and leave hours for 2019 and 2020. CAD data was used to find the sum of all hours committed to activities in CAD (excluding logged lunches), and from this, a utilization rate was found for each month. This is shown in the following figure. For comparison, leave hours are also shown as a negative grey bar.

On average, logged committed time (calls for service, officer-initiated activity, and administrative time) accounts for approximately 19 percent of all worked hours. Citygate acknowledges that not all committed time is logged into CAD. For example, it is very common for Patrol officers to remain available while parked and writing a report. Using this scenario as an example, the officer is available to take calls, but not logging any administrative time, and therefore this would show as uncommitted time. Citygate’s advice is to log the report writing time and remain in service; that is to say, being in service and report writing do not need to be mutually exclusive activities.

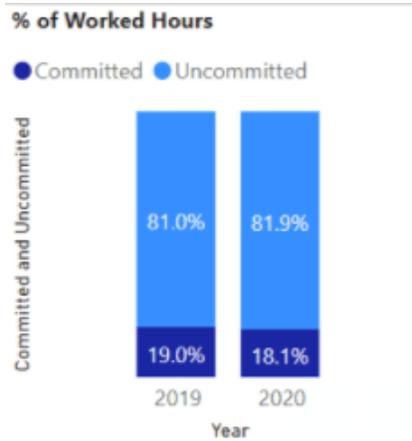
It would be virtually impossible for any municipality to classify all time officers use throughout their day, but tracking key activities is crucial. As currently tracked, the utilization of available hours is low relative to other municipalities Citygate has studied. In Citygate’s experience, the percentage of time committed to administrative tasks while on duty is estimated to be between 20 to 35 percent of a police officer’s available on-duty time but is nonetheless only partially measurable from the data available today. Citygate identified six percent of committed time is associated to administrative time for both 2019 and 2020, which is largely captured by logged report writing. Also, total overtime consumed relative to total worked hours is approximately 6 percent on average. The following chart characterizes the monthly utilization rate versus worked hours.

Figure 6—Committed Hours by Month and Activity – 2019–October 2020



The following chart shows committed and uncommitted time worked, aggregated per year.

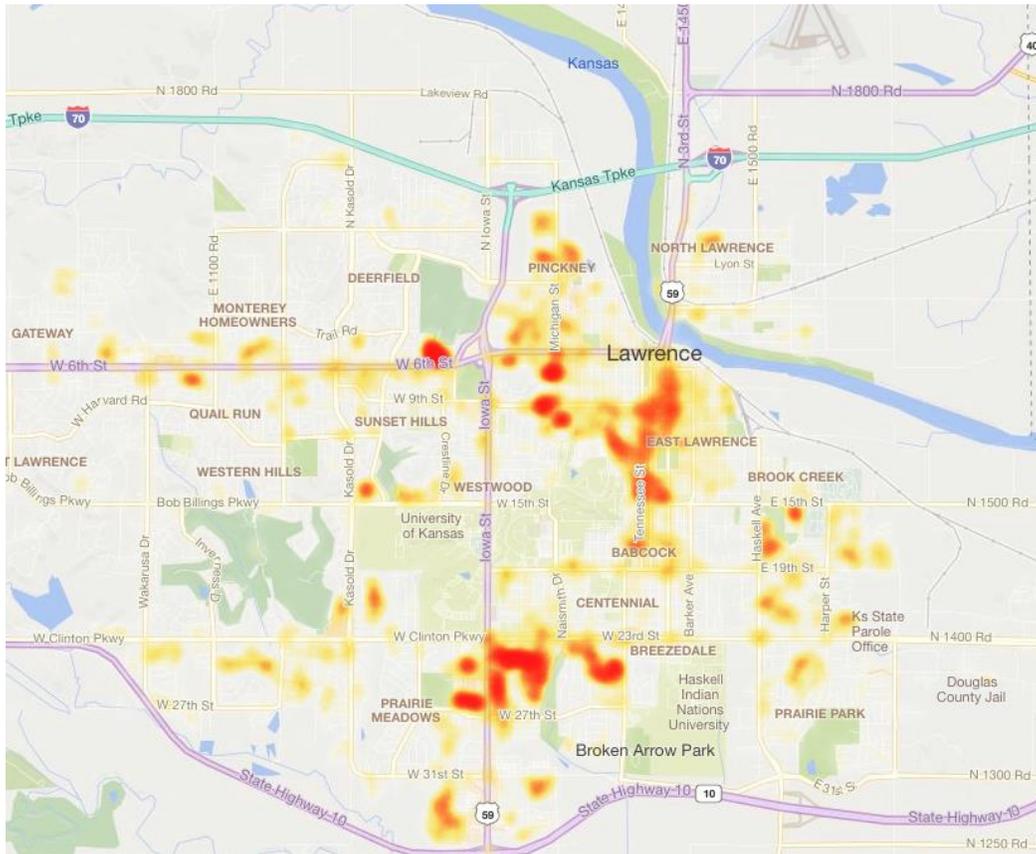
Figure 7—Committed Hours Year to Year Summary – 2019–October 2020



6.1.4 High Density Incident Locations

The following map graphically depicts high priority incident locations. These locations can be viewed within each of the zones the Department has established. The area with the largest number of high priority calls include downtown and the business district, followed by the area just east of US 59 and Clinton Parkway.

Figure 8—Map of High Priority Incidents – 2017–October 2020



Temporal Charting Introduction

Temporal charts or heat maps are used to analyze data and provide understanding of the frequency of CAD incidents at different times of the day and week. The redder the color, the higher the number of incidents. These charts provide context to help determine when shift deployments make sense.

Table 4—All Public-Generated Calls for Service – 2017–2020

Distinct Calls by Day and Hour								
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00	1,261	1,264	1,228	1,490	1,689	2,119	2,099	11,150
01	1,009	1,102	1,038	1,224	1,442	1,923	1,967	9,705
02	792	799	817	960	1,067	1,407	1,582	7,424
03	515	554	532	569	637	733	830	4,370
04	376	375	359	442	433	513	568	3,066
05	299	334	308	360	341	397	371	2,410
06	405	377	373	457	438	417	379	2,846
07	843	834	919	908	831	671	575	5,581
08	1,059	1,032	1,079	1,104	1,001	849	718	6,842
09	1,127	1,106	1,161	1,106	1,119	1,067	856	7,542
10	1,295	1,171	1,234	1,144	1,210	1,215	983	8,252
11	1,621	1,620	1,582	1,444	1,563	1,625	1,319	10,774
12	1,538	1,525	1,519	1,458	1,575	1,600	1,307	10,522
13	1,575	1,527	1,591	1,450	1,649	1,541	1,282	10,615
14	1,593	1,697	1,701	1,478	1,704	1,507	1,336	11,016
15	1,704	1,734	1,745	1,610	1,809	1,553	1,352	11,507
16	1,731	1,668	1,695	1,622	1,696	1,483	1,294	11,189
17	1,865	1,850	1,910	1,791	1,900	1,644	1,473	12,433
18	1,705	1,595	1,789	1,668	1,713	1,612	1,439	11,521
19	1,530	1,424	1,550	1,572	1,682	1,584	1,437	10,779
20	1,394	1,348	1,512	1,365	1,577	1,500	1,318	10,014
21	1,618	1,585	1,805	1,789	2,031	1,984	1,531	12,343
22	1,595	1,631	1,924	1,861	2,232	2,207	1,514	12,964
23	1,438	1,386	1,694	1,798	2,055	2,203	1,406	11,980
Total	29,888	29,538	31,065	30,670	33,394	33,354	28,936	216,845

With a population of approximately 100,000 people, Lawrence follows similar service patterns to other small- to medium-sized cities. Public-generated calls for service are most dense in the hours between 9:00 pm and 2:00 am Friday and Saturday, followed by 3:00 pm to 7:00 pm Monday through Friday.

6.1.5 Demands for Service Staffing Analysis

To conduct an analysis of the Department’s patrol hour utilization rate, Citygate sought answers to the following questions:

- ◆ When are units committed most?

- ◆ How many units are committed during the day?

To answer these questions, for each hour of the day and day of the week in 2019,¹⁷ Citygate performed the following analysis:

- ◆ Citygate found the total number of distinct units actually committed to calls and divided by 52 to get the **average distinct units responding** for each hour and day.
- ◆ Citygate found the total number of committed hours and divided by 52 to get the **average committed hours** for each hour and day across all units.
- ◆ Citygate divided **average committed hours** by **average distinct units responding** to obtain the **average committed time per officer per hour per day**.

Citygate purposely did not use logged administrative activities for this analysis. For analysis of this nature, high utilization rates above 50 percent are marked with a yellow triangle and utilization rates above 60 percent are marked with a red diamond. When both officer-initiated and public generated calls for service are included, utilization is below 50 percent in all cases, and not higher than 45 percent. That is to say, even with officer-initiated activity included, utilization rates are well below 50 percent. Thus, the following figure does not contain triangle or diamond marks.

This data, along with the workload analysis in this report, can be used to realign shift deployments and identify future staffing needs.

¹⁷ Citygate used 2019 for this analysis to discount anomalies associated with COVID-19.

Figure 9—Full Staffing vs. Committed Time for Officer-Initiated Activity and Calls for Service

2019 Committed Hrs. /52									Average 2019 Staffing								% of Hour Committed							
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total	Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
00	2.4	2.7	2.6	2.5	4.0	4.6	4.0	22.7	00	11	11	11	11	11	11	11	00	23%	26%	24%	24%	37%	43%	37%
01	1.8	2.4	2.1	2.5	3.6	4.4	3.4	20.3	01	10	10	10	10	10	10	10	01	18%	24%	21%	25%	36%	44%	34%
02	1.6	1.9	2.3	1.8	3.1	3.2	4.4	18.3	02	11	11	11	11	11	11	11	02	15%	17%	20%	16%	28%	29%	40%
03	1.4	1.4	1.1	1.0	1.5	2.2	1.7	10.2	03	5	5	5	5	5	5	5	03	27%	27%	22%	20%	30%	43%	33%
04	0.6	0.9	2.1	1.1	1.2	1.0	1.2	8.2	04	4	4	4	4	4	4	4	04	14%	19%	48%	26%	26%	24%	28%
05	1.0	0.8	0.7	0.6	0.8	0.7	1.3	5.9	05	5	5	5	5	5	5	5	05	21%	15%	14%	12%	15%	14%	25%
06	0.8	1.1	1.6	0.9	0.8	1.4	0.7	7.2	06	6	6	6	6	6	6	6	06	13%	17%	26%	14%	13%	22%	11%
07	2.0	1.6	2.5	2.2	2.2	1.0	1.4	12.9	07	6	6	6	6	6	6	6	07	36%	28%	45%	39%	39%	19%	25%
08	2.5	3.5	2.9	3.0	2.3	2.3	1.2	17.6	08	7	7	7	7	7	7	7	08	35%	50%	41%	44%	34%	33%	17%
09	2.3	2.3	2.1	3.0	2.5	1.6	1.8	15.7	09	8	8	8	8	8	8	8	09	29%	30%	28%	39%	33%	21%	23%
10	3.5	3.0	3.3	2.9	3.2	2.6	2.6	21.2	10	9	9	9	9	9	9	9	10	40%	34%	37%	33%	36%	30%	30%
11	3.5	3.9	5.1	3.5	3.1	3.2	3.5	25.8	11	11	11	11	11	11	11	11	11	30%	34%	45%	31%	27%	28%	30%
12	3.2	3.5	3.1	3.8	3.5	3.2	3.1	23.4	12	12	12	12	12	12	12	12	12	28%	30%	27%	33%	30%	28%	27%
13	3.5	3.7	3.8	3.3	3.5	2.6	2.8	23.3	13	12	12	12	12	12	12	12	13	29%	31%	32%	28%	29%	22%	23%
14	4.0	4.2	3.5	2.8	4.2	3.6	2.8	25.0	14	12	12	12	12	12	12	12	14	33%	35%	29%	23%	35%	20%	23%
15	3.7	3.5	3.6	3.5	4.2	2.9	2.9	24.3	15	13	13	13	13	13	13	13	15	29%	27%	28%	28%	33%	23%	23%
16	3.6	4.0	3.5	3.1	3.8	3.0	3.3	24.4	16	13	13	13	13	13	13	13	16	27%	30%	26%	24%	29%	23%	25%
17	4.6	3.9	3.8	3.9	4.9	2.9	3.4	27.4	17	11	11	11	11	11	11	11	17	41%	35%	33%	35%	43%	26%	30%
18	4.2	3.1	3.5	3.6	4.5	4.2	3.4	26.5	18	11	11	11	11	11	11	11	18	38%	28%	31%	33%	41%	39%	31%
19	4.0	3.3	3.2	3.5	3.2	3.4	3.6	24.2	19	11	11	11	11	11	11	11	19	37%	30%	29%	32%	29%	31%	33%
20	2.6	2.7	3.1	2.7	2.7	3.1	2.6	19.5	20	12	12	12	12	12	12	12	20	22%	23%	26%	23%	23%	27%	22%
21	3.0	4.0	3.8	4.4	3.9	3.1	3.6	25.7	21	12	12	12	12	12	12	12	21	25%	34%	32%	37%	33%	26%	30%
22	3.4	3.0	3.5	3.6	4.6	4.2	3.2	25.3	22	12	12	12	12	12	12	12	22	29%	25%	30%	31%	39%	36%	27%
23	2.6	3.4	3.1	4.0	4.1	5.1	2.9	25.1	23	11	11	11	11	11	11	11	23	23%	30%	28%	35%	36%	45%	25%
Total	65.8	67.4	69.9	67.4	75.3	69.6	64.6	480.0																

Note: this chart is based on distinct Patrol officers and Patrol Sergeant identifiers.

The following chart shows a hypothesized minimum staffing level of four units per shift applied to public-generated calls for service. That is, Citygate assumed a staffing level of four patrol units per shift for this analysis. In addition, officer-initiated activity was removed from the committed time analysis. This was done to highlight areas where public demands for service are highest and take the most time.

In analyzing the staffing to committed hours data, Citygate applied two thresholds for illustration purposes. As just described, when committed hours (calls for service) reach 50 percent of available time, a yellow triangle appears. If committed hours reach 60 percent of available time, a red diamond appears.

Citygate assesses that in this staffing configuration, committed time reaches between 50 percent and 60 percent at peak hours of the day which are 8:00 am to 10:00 am, as outlined in red in the far-right portion of the following chart.

Figure 10—Minimum Staffing vs. Committed Time for Public-Generated Calls for Service

2019 Committed Hrs. /52									Minimum Staffing (4)							% of Hour Committed								
Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total	Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun
00	1.3	1.5	1.8	1.8	2.2	2.2	1.9	12.7	00	8	8	8	8	8	8	8	00	16.5%	18.8%	22.3%	22.3%	28.1%	27.2%	23.5%
01	1.0	1.3	1.4	1.5	1.9	2.0	1.6	10.7	01	8	8	8	8	8	8	8	01	12.1%	16.3%	17.2%	19.3%	23.8%	25.6%	20.0%
02	1.0	1.2	1.6	1.1	1.8	1.8	3.1	11.4	02	8	8	8	8	8	8	8	02	12.2%	14.5%	19.9%	13.2%	21.9%	21.9%	38.7%
03	1.1	0.9	0.9	0.7	1.2	1.6	1.3	7.7	03	4	4	4	4	4	4	4	03	27.4%	23.4%	21.3%	17.7%	28.8%	40.6%	33.5%
04	0.5	0.7	0.7	0.9	0.9	0.9	1.0	5.6	04	4	4	4	4	4	4	4	04	13.1%	17.0%	18.5%	21.3%	22.4%	22.6%	25.0%
05	0.6	0.6	0.7	0.5	0.7	0.6	1.2	4.8	05	4	4	4	4	4	4	4	05	15.3%	14.2%	16.4%	12.5%	17.1%	14.1%	29.4%
06	0.8	0.7	1.6	0.8	0.6	1.2	0.6	6.2	06	8	8	8	8	8	8	8	06	9.9%	8.8%	19.6%	10.3%	7.6%	14.6%	7.1%
07	1.9	1.3	1.8	1.4	1.3	0.8	0.9	9.2	07	4	4	4	4	4	4	4	07	46.5%	32.7%	43.9%	34.0%	32.1%	19.7%	21.7%
08	1.7	2.1	2.3	2.7	1.8	1.4	1.0	13.0	08	4	4	4	4	4	4	4	08	43.6%	52.4%	58.1%	68.0%	44.1%	34.0%	25.7%
09	1.8	2.0	1.7	2.6	2.0	1.4	1.6	13.0	09	4	4	4	4	4	4	4	09	45.6%	48.8%	41.8%	65.9%	49.2%	35.4%	39.7%
10	3.0	2.0	2.7	2.2	2.4	2.2	2.4	16.9	10	8	8	8	8	8	8	8	10	37.7%	24.4%	34.2%	27.9%	29.5%	27.3%	30.4%
11	2.7	2.7	4.0	2.7	2.2	2.3	2.1	18.8	11	8	8	8	8	8	8	8	11	33.8%	33.7%	50.0%	33.6%	27.7%	29.1%	26.6%
12	2.5	2.4	2.5	2.9	2.6	2.5	2.4	17.8	12	8	8	8	8	8	8	8	12	31.3%	29.7%	31.4%	35.8%	32.6%	31.8%	30.1%
13	2.6	2.9	2.9	2.5	2.7	2.2	2.2	18.0	13	8	8	8	8	8	8	8	13	32.2%	36.4%	36.8%	31.2%	34.0%	27.1%	28.0%
14	2.6	3.4	2.6	2.1	3.1	3.0	2.2	19.0	14	8	8	8	8	8	8	8	14	32.6%	42.1%	33.0%	25.7%	39.1%	37.6%	27.6%
15	3.1	2.8	2.8	2.5	3.5	2.5	2.3	19.5	15	8	8	8	8	8	8	8	15	39.3%	35.0%	34.7%	31.6%	43.8%	30.6%	28.5%
16	3.0	3.2	2.9	2.6	3.0	2.3	2.8	19.9	16	12	12	12	12	12	12	12	16	25.3%	27.1%	24.3%	21.5%	25.3%	19.6%	23.1%
17	3.5	3.2	3.0	3.2	3.3	2.2	2.8	21.3	17	8	8	8	8	8	8	8	17	43.8%	40.1%	37.8%	39.8%	41.4%	27.8%	35.0%
18	3.6	2.5	2.8	2.4	3.4	3.1	2.9	20.7	18	8	8	8	8	8	8	8	18	45.1%	31.2%	35.3%	29.4%	42.8%	38.7%	36.4%
19	3.0	2.7	2.6	2.7	2.6	2.5	3.0	19.1	19	8	8	8	8	8	8	8	19	38.0%	33.8%	32.1%	34.2%	32.1%	31.2%	37.8%
20	1.9	2.3	2.7	2.0	2.2	2.4	2.2	15.7	20	12	12	12	12	12	12	12	20	16.2%	19.1%	22.4%	17.0%	18.5%	20.2%	17.9%
21	1.8	2.7	2.4	2.8	2.7	2.1	2.3	16.7	21	8	8	8	8	8	8	8	21	22.8%	33.5%	29.7%	35.1%	33.2%	25.9%	28.3%
22	2.3	1.8	2.7	2.3	3.0	2.2	2.1	16.5	22	8	8	8	8	8	8	8	22	28.9%	22.9%	33.1%	29.3%	37.6%	27.7%	26.1%
23	1.7	2.4	1.9	2.3	2.2	3.0	2.1	15.6	23	8	8	8	8	8	8	8	23	20.8%	29.7%	24.3%	28.3%	27.7%	37.8%	25.9%
Total	49.2	49.1	52.9	49.2	53.2	48.4	47.9	349.9																

As seen in this minimum staffing chart, there are overlap periods of the day (shown in green in the middle portion of the chart). These occur when overlap exists among the four shifts. The reason Citygate utilized four as its number is because it is equivalent to the smallest number of **average distinct units responding** from the previous analysis across all hours and days of the week.

Citygate is not endorsing a minimum staffing level of four officers and acknowledges that many factors impact the staffing levels on a day-to-day basis outside of calls for service. These factors affect the level of service provided to the Lawrence community and employee safety and wellness. The chart helps to explain the capacity the Department can handle based on known data.

Comparing this chart to the previous Figure 9 also demonstrates some at-risk periods when only four units are deployed in the field. Highest among them are weekdays between 8 am and 10 am. It appears that there is value to minimizing officer-initiated activity between 8 am and 10 am on Tuesdays, Wednesdays, and Thursdays.

While working with the Department, Citygate identified that current data inputs and collection should be updated across the organization to accurately measure committed time so that staff can be deployed when the resources are most needed.

Citygate’s original analysis (Phase 1) included committed time and worked hours provided by the Department between 2019 and October 2020. After our mid-project presentation, Citygate performed two additional phases of analysis by request, after receiving Department data for reported in-service and out-of-service times.

Upon analysis, the City has significant deficiencies in capturing in-service and out-of-service time data for Patrol officers. In multiple cases, some radio identifiers showed less than 10 percent of

dates had in-service codes posted. This appears to be due to a combination of system and process issues. On the system side, there appears to be a defect in how this data is coded by Douglas County dispatch depending on how officers log in to the system, either by calling in on the radio or logging in on the mobile data computer. This system issue needs to be understood and addressed before any procedural changes can be made.

Officers should log in-service when available to respond to calls, and the system needs to log it. Similarly, officers should log out-of-service when going to training, court, or other activities when they are unavailable to take calls, and the system similarly needs to log it.

For Phase 2 analysis, utilization rates were defined as the difference between the last completed time stamp and the first reported time stamp for each radio identifier by date. This approach positively identifies that a unit was actually taking calls on a particular date. The caveat to this approach is that it does not account for time when a unit may be unavailable for patrol for reasons such as training, court appearances, and other related activities.

For Phase 3 analysis, the Department identified 17 unique radio identifiers that were originally provided for workload analysis within Patrol, but recently identified as not assigned to patrol during the two-year span between 2019 and October 2020. These identifiers were removed from both the CAD data as well as the worked-hours table provided through Executime.

The Department should also seek to develop additional CAD codes for training, court, and other critical activities that are known to take large portions of an officer’s day.

The utilization rate for each phase is shown in the following table.

Table 5—Utilization Rates for Different Phases of Committed Time Analysis

Analysis Phase	Utilization Rate	
	2019	2020
Phase 1—Original Analysis	19.0%	18.1%
Phase 2—Known Worked Hours Analysis	21.8%	20.8%
Phase 3—Original Analysis Excluding 17 Radio IDs	19.9%	18.4%

The second and third phase results are only nominally different from the original analysis. Consistent results among methods show year-to-year utilization rates between 18 and 22 percent, which accounted for approximately one-fifth of all worked hours currently tracked inside CAD across the various Citygate approaches based on organizational input.

This does not mean Patrol officers are not busy. If the Department enhances its time-tracking ability, a better reflection and categorization of committed time could be captured. Updated time-tracking processes and codes in the CAD system are needed moving forward to determine the

nature of other activities patrol units are performing as part of their daily workload, consistent with other associated recommendations in this study.

Finding #15: The Department has difficulty tracking in-service and out-of-service times, and logging time for court, report writing, training, and other key administrative activities. In addition, Patrol radio identifiers do not remain with Patrol as officers take on new assignments, creating Patrol measurement challenges for the Department.

Finding #16: A review of available computer-aided dispatch incident data shows that current minimum and full staffing levels are sufficient to handle public-generated calls for service. However, there are opportunities for the Department to better classify and measure work.

Recommendation #15: Mandate in-service and out-of-service policies, review time-keeping category and coding processes, and review and enhance computer-aided dispatch coding. Identify and update Patrol radio identifiers as officers pursue assignments in new roles.

Recommendation #16: Use the computer-aided dispatch incident staffing analysis in this report to ensure shift schedules are aligned properly, while enhancing data collection around key activities not being measured today such as court, training, and other related activities.

6.1.6 Response Time Analysis

In reviewing the Police Department's response time, it is important to understand that there are no legal mandates or national standards that establish what the Department's response time should be. Every community has its own unique set of geographical circumstances and therefore response time goals should be established by the City Commission based on the City's unique situation.

Fractile Versus Average Response Time Measurement

Police response times have historically been presented as averages, which is measured by adding the total response times of a given set of incidents and dividing that total by the number of

incidents. The shortcoming of the average response time measurement is that it only identifies a single point on a continuum and cannot show how widely the data is spread across that continuum.

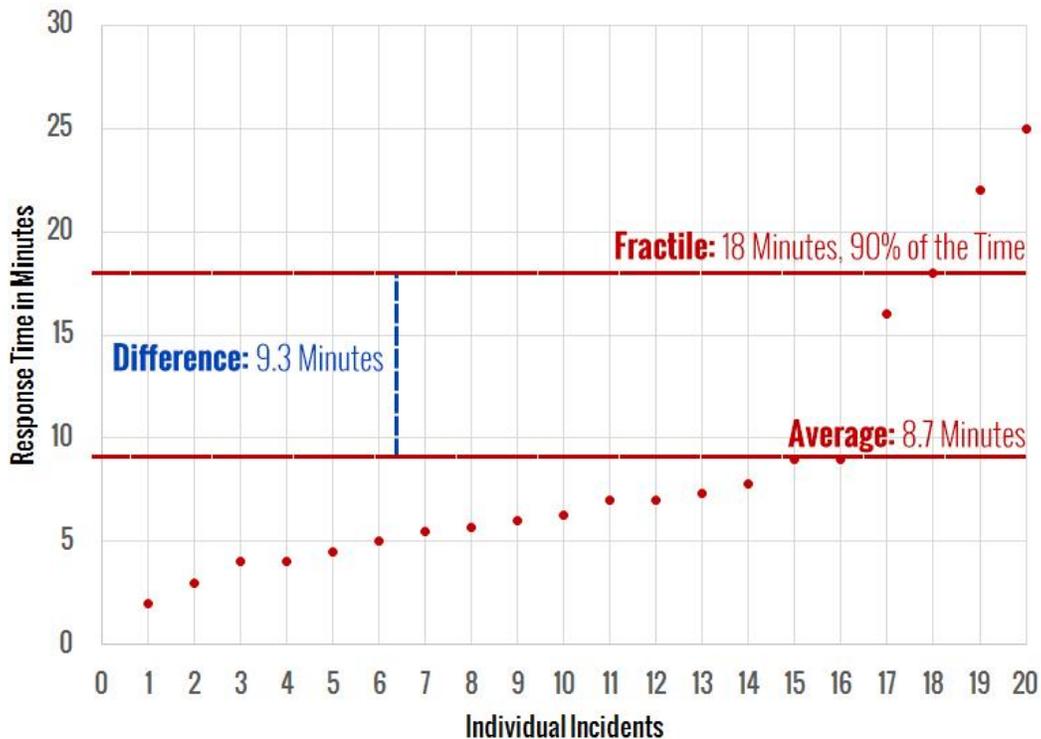
The current best practice, nationally, is to transition to measuring the percent completion of a specified response goal. Citygate uses 90 percent as the standard. The best way to illustrate this concept is the following two statements: “the community can expect a response of X minutes or less, 90 percent of the time,” or “nine times out of ten, the public can expect a response in X minutes or less.” Mathematically this is referred to as a “fractile” measure.¹⁸

To illustrate the difference between the fractile and the average response time measurement, the following figure shows the response time for a fictitious police department in the United States. This department is small and received 20 legitimate calls for service during the period reviewed. Each response time for the calls for service has been plotted on the graph, in order from the shortest to the longest response time.

The figure shows the average response time is 8.7 minutes. However, the average response time does not properly account for four calls with response times far exceeding threshold in which positive outcomes could be expected. As the figure shows, 20 percent of responses from this department could be considered too slow and the average time measurement would not reveal that. The fractile measurement would. Citygate believes the fractile measurement is a more accurate reflection of the service delivery situation of this department.

¹⁸ A fractile is that point below which a stated fraction of values lie. The fraction is often given in percent; the term percentile may then be used.

Figure 11—Fractile Versus Average Response Time Measurements



Elements of Response Time

Response times are calculated by three measures including *call handling time*, *officer travel time*, and *total response time*. Each element is further defined as follows:

- ◆ *Call handling time* is the time it takes for the dispatcher to receive a 9-1-1 call, assess the nature and priority of the call, and dispatch units (police officers) to the scene.
- ◆ *Officer travel time* is the time it takes from when the call is dispatched until the time the first unit arrives on the scene.
- ◆ *Total response time* is the total time it takes from when the 9-1-1 call is answered in the Communications Center until the first or second unit arrives on the scene.

Because these are independent measures there will be cases where the sum of the parts will not equate to the whole. The composition of incidents for each measure is different in nearly all cases.

Response Time Methodology

In calculating response times for the Department, Citygate acknowledges that not all calls for service require an emergency response. For example, the response to a report of a minor crime

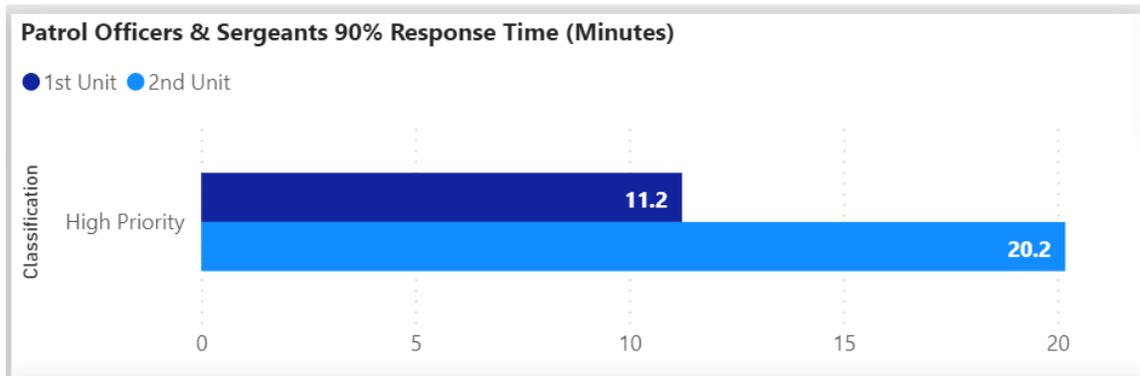
such as vandalism or simple larceny (theft) when no suspects are present will be entirely different than the response to an armed robbery in progress. Thus, Citygate focused the response time analysis of this study to those calls considered high priority and most likely to warrant an emergency response.

Response Time—90 Percent for All Calls

Call handling time and officer travel time for the first and second arriving units appear in the following figure. This measure is an aggregate across all high priority nature codes. The measure shows:

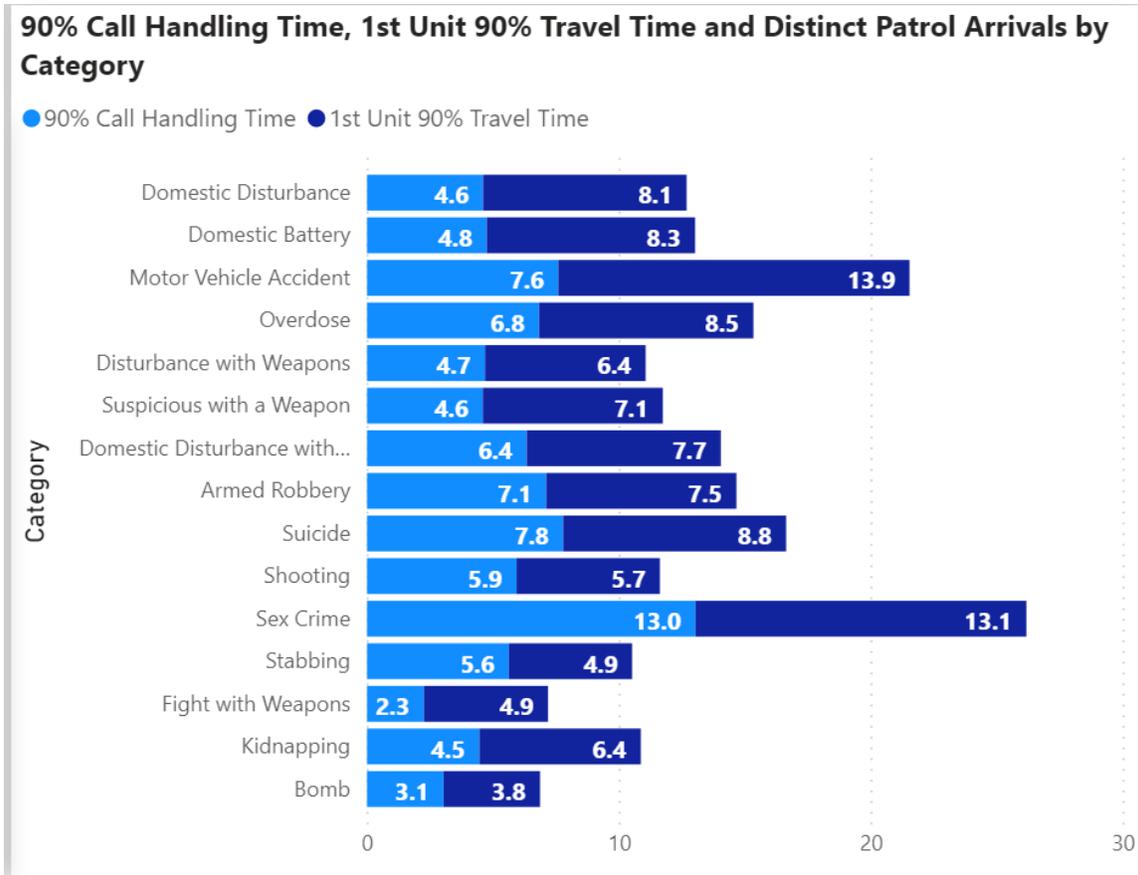
- ◆ First unit response time is 11.2 minutes or less 90 percent of the time.
- ◆ Second unit response time is 20.2 minutes or less 90 percent of the time.

Figure 12—90 Percent Response Time for First and Second Units – 2017–2020



As mentioned, Citygate measured response times for those nature codes that were most likely to require an emergency response and were identified as high priority incidents. Response time 90 percent performance for those nature codes appears in the following figure.

Figure 13—90 Percent Call Handling Time and First Unit Travel Time for High Priority Incidents – 2017–2020



Response Time Summary

Citygate assesses that given Lawrence’s geographically small nature, there are gains to be made in terms of 90 percent first and second unit response times. Citygate assesses that call handling times are too long in the Douglas County Communications Center. Lawrence Police Department travel time is generally excellent once calls are dispatched. Improvements may come in several forms to enhance call taking time. Only six percent of dispatch calls are generated through 9-1-1. A public education campaign about what a 9-1-1 call looks like is warranted. Douglas County Emergency Communications should adjust procedures and assume calls are emergent until better information is obtained. Douglas County did identify a need during this study to increase minimum staffing levels and seek additional staffing in the upcoming budget cycle.

Establishing response time goals along with periodic measurement should improve response times.

Finding #17: Call handling time at Douglas County Emergency Communications is higher than expected. Citygate finds that while Department Command Staff monitor response times through infrequent periodic checks of priority calls, no response time goals have been established for the Department by the City Commission from which to drive oversight while working with Douglas County Emergency Communications.

Recommendation #17: In coordination with the City Commission and Douglas County Emergency Communications, diagnose and resolve excessive call handling times.

6.1.7 Patrol Response Protocols

When the COVID-19 pandemic emerged in the early part of 2020, law enforcement agencies across the country were forced to examine current response protocols and implement measures to mitigate exposure of their officers to COVID-19. The Department was no exception. Implemented protocols designed to reduce exposure should be reviewed for consideration for possible permanent policy revisions.

6.1.8 Traffic

The Department no longer deploys a dedicated Traffic Unit, a typical facet of contemporary policing and patrol operations in jurisdictions of this size in many states. Based on nature code data, motor vehicle accidents with and without injury are a high-frequency call for service in Lawrence. Also, addressing traffic safety is traditionally an expectation that communities have for their police department. However, the Department previously prompted the disbanding of the dedicated Traffic Enforcement Unit due to Patrol staffing shortages occurring at that time.

Motor vehicle accidents have decreased in 2020, which seems consistent with the COVID-19 pandemic and people working from home while also traveling less. However, in Lawrence, motor vehicle accidents with injury remain the third highest distinct response in the City.

Positive police-community relationships are essential to maintaining public safety and order. These relationships help reduce fear and biases while building mutual understanding and trust between the police and the community. The importance of police-community relations in modern policing is widely accepted as the foundation for professional policing.

Traffic safety efforts can reinforce these principles while accomplishing high congestion traffic control, accident reduction enforcement, special event traffic control, aggressive driving response, impaired driving enforcement, expert testimony, and applying expertise to traffic collision reconstruction and significant accident investigations.

High visibility traffic enforcement supports the other critical traffic safety efforts of engineering, education, and enforcement, while creating opportunities to engage with drivers and passengers as well as pedestrians. These exchanges between the police department and members of the community provide a foundation to reduce the risk of death or injury, and they can strengthen police legitimacy if conducted in a procedurally just fashion.

There are many issues facing law enforcement today regarding traffic stops, but the vital role of traffic enforcement should not be forgotten. Thousands of people are killed every year in traffic collisions. The United States Department of Justice, Federal Bureau of Investigation, Criminal Justice Information Services Division reported 16,425 estimated murders in 2019, an estimated increase from 2018.¹⁹

The United States Department of Transportation National Highway Traffic Safety Administration (NHTSA) reported 36,835 fatalities in 2018 and 36,096 fatalities in 2019.²⁰

In an associated study, the NHTSA collected data regarding the presence or absence of specific identified drugs from trauma centers and medical examiners serving five metropolitan areas. Since the study carried into the COVID-19 pandemic, a convenience sample was used consisting of more than 3,000 participants. The participants included drivers, passengers, bicyclists, pedestrians, motorcyclists, electric scooter and moped riders, and all-terrain vehicle operators. Participants entered the study based on serious injury or death. COVID-19 has changed driving patterns. The study reflected that for all road users (described participants) before COVID-19, 51 percent of participants had at least one of the identified drug categories in their system. During COVID-19 (identified as March 16, 2020 forward), 63.6 percent of participants had at least one of the identified drug categories present. This study shows that drugs and alcohol are related to injury and fatalities.²¹

In addition to impacting injury and fatality collisions, an emphasis on traffic safety may fill a variety of other necessary roles. These roles may include but are not limited to quality reporting assurance for insurance claims, providing citizens with due process hearings, abandoned vehicle processes related to quality-of-life issues, and ensuring compliant tow contracting.

¹⁹ “Murder,” Criminal Justice Information Services Division, 2019 Crime in the United States (FBI, September 13, 2019), <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/murder>.

²⁰ “2019 Fatality Data Show Continued Annual Decline in Traffic Deaths,” (NHTSA, October 1, 2020), <https://www.nhtsa.gov/press-releases/2019-fatality-data-show-continued-annual-decline-traffic-deaths>.

²¹ “2019 Fatality Data,” (2020).

The Department should consider a formal traffic safety program that funds time and emphasis on education, engineering, and enforcement solutions. This may require one or more dedicated persons, particularly when it comes to coordinating with the City's Municipal Services and Operations Department. The Department could also consider civilian support positions for traffic safety and the needs for specific Driving Under the Influence enhancements based on organizational and community expectations.

Finding #18: The Department does not have a formal traffic safety program. Traffic accidents are frequent calls for service to which Patrol officers respond. In addition to traffic accident response, traffic safety programs based on historical data provide a variety of positive resources that benefit a community.

Recommendation #18: The Department should consider re-establishing a Traffic Safety Team to ensure focus on engineering and education, along with enforcement.

6.1.9 Teleserve

The Department has two civilian Teleserve positions. Teleserve staff currently handle non-9-1-1 telephone requests for service. The Department is considering moving one Teleserve officer to a public function, responsible for certain calls for service in the field. Civilian Community Service Officers can assist with responding to lower priority incidents allowing police officers to maintain availability for higher priority incidents, self-initiated activity, and community engagement. In various organizations, Community Service Officers are used for non-suspect related incidents including but not limited to burglaries, theft, vandalism, vehicle theft, non-injury collisions, missing persons, road hazards, traffic control, abandoned vehicles, and crime scene investigation assistance. The Department should review and implement any necessary changes in policy and in the current job classification.

Finding #19: The Department is considering placing Teleserve officers in the field.

Recommendation #19: Expand Teleserve officers to the field to increase efficiency and reduce potential points of conflict.

6.1.10 Animal Control Services

In August of 2020, with the Lieutenant rank addition, the Department transitioned Animal Control Services to a Patrol support function. A Patrol Lieutenant manages the team and a Sergeant supervises the team. The Department recently had a team member resign, so the team is currently comprised of two Animal Control Officers and one vacancy.

The Animal Control Officers work split eight-hour shifts. One has Wednesday and Thursday off, and the other is off on Saturday and Sunday. The officers rotate on call for after-hours emergencies. Animal Control reports are handwritten and forwarded to the Records Unit. The Records Unit completes the handwritten forms during the process. The Department should consider a paperless system. Outside of CAD data, the Department does not maintain any ongoing internal workload measurement mechanisms.

Residents who need to retrieve their animals are required to go to the Law Enforcement Center, pay a pick-up fee, and provide proof of Rabies Vaccination. The Department provides a release form for residents to take to the Humane Society. Once they pay the Humane Society fees, the animal is released. Dependent on the nature of the incident, an Animal Control Officer may respond to the Law Enforcement Center and contact a resident before their release is issued. An example may be a repeat offender requiring additional Department actions. Residents have complained about the two-part process, and residents may go to the Humane Society first, which increases the amount of time and travel involved. The location of the new Law Enforcement Center has also increased the travel distance from the Humane Society.

The Department has worked with the City Attorney and the Humane Society Executive Director to improve process efficiency. The Department and the Humane Society both recognize the need to enhance service delivery mechanisms. Several issues identified in attempting to streamline the process have included City Attorney's Office workflow, oversight for the collection of fees, and the potential loss of the ability to address specific incidents with an Animal Control Officer. These issues have affected the implementation of efficient processes.

Finding #20: The current system for Animal Control Services processes and retrieval is not efficient.

Recommendation #20: Establish an efficient program that allows the Humane Society to collect fees that are reimbursable to the City. Update electronic reporting processes, maintain quarantine processes, and work with the City Attorney to establish more efficient and effective mail-in citation processes.

6.2 INVESTIGATIONS DIVISION

The Department's Investigations Division is comprised of highly competent personnel pursuing many national best practices. Like the Patrol Division, Investigations has new supervisors, or at least they are new to criminal investigations, which was noted as a concern in some SWOTs. These supervisors are at the forefront of a common philosophical challenge in policing that needs resolution, which may involve significant change in the operations of the Department.

The Division includes five supervisors, 16 Detectives, five Patrol officers on temporary assignment, and eight non-sworn support staff. The Division is responsible for investigating all major violent crimes, property crimes and fraud involving significant loss, and chronic offenders typically involved in illegal narcotics. Overall, the number of assigned personnel is typical for departments of this size. The number of Detectives assigned to criminal investigations is generally ten percent of the total sworn members of a department. The Department is authorized 155 sworn officers, so their 16 Detectives are just over 10 percent. This does not include the five Patrol officers assigned on a temporary basis for the purpose of gaining investigative experience they can take with them when transferred back to their Patrol assignments, a very sound practice for which the Department should be commended, as it is much less common than one might expect. The non-sworn support staff primarily consists of crime and criminal intelligence analysts, crime scene investigators, and technical support personnel. While these totals are also typical, Citygate received some feedback that indicated a need for more analytical staff. Finally, the Division also has an imbedded community-based domestic violence advocate who is employed by the local domestic advocacy center. This is a grant-funded position, and as such, requires an annual application for renewal and is always subject to the availability of funding.

Interviews with Division supervisors and SWOT responses revealed a strong commitment to duty and a belief in the goal of high-quality investigations to hold offenders accountable. To that end, there are currently no unsolved homicide cases, and the Digital Forensics Team has an outstanding reputation as evidenced by the placement of members in the regional Federal Bureau of Investigation forensics lab and their experience in training personnel across the country. Analysts are also highly competent, and they are frequently called upon to fulfill data requests for other sections of the Department. Such requests typically involved statistical data only rather than

analysis which is more commonly handled by a police department's records section. This condition is likely a major source of the belief that more analytical personnel are needed.

During some of the community listening sessions, Citygate heard concerns about the Department's clearance rate. It is true that the clearance rate falls in the lower half of the police departments in a multi-city 2019 benchmark survey in which the Department participates, but this is not necessarily a cause for concern.²² A criminal case can either be cleared by an arrest or by "exceptional" means in cases of a deceased offender, a victim who does not wish to pursue charges against the offender, or in circumstances where the prosecutor declines to file charges. A key factor in an exceptional clearance is that there must be probable cause to arrest the offender, and something is prohibiting the arrest. Many criminal cases involve offenders who are known, but that alone is not enough to clear a case, and this is often a source of confusion with the public. In addition, it is not uncommon for police departments to inflate their clearance rates through exceptional means. Citygate's examination of the Department's Investigations Division did not reveal any cause for concern regarding its clearance rate.

Citygate noted several strong, progressive practices within the Investigations Division. During the study, the Division was reorganized into four teams. One team is the Special Victims Unit which handles sex offenses and domestic violence. The second team is the Directed Investigations Unit which handles chronic offenders. Its members were formerly part of a County-wide drug task force. While the unit may use drug investigative techniques to target chronic offenders, its goal is to identify and incapacitate the six percent of offenders responsible for 60 percent of the crime in Lawrence.²³ This approach is called focused deterrence, and it is an evidence-based practice. The third team is the General Investigations Unit which handles most every other type of criminal investigation. Finally, the fourth team supports the other three with digital forensic and crime scene investigations.

Formation of a Special Victims Unit will allow the assigned Detectives to develop greater subject matter expertise, and the inclusion of the imbedded domestic violence advocate will help survivors find local resources to help in the recovery process. In fact, it is not uncommon for police departments focusing on special victims to hire their own systems-based advocate. This differs from the imbedded community-based advocate. A systems-based advocate is typically employed by a law enforcement department and helps survivors navigate their way through the criminal justice system as a partner with the Detective investigating the case. Being unfamiliar with the process is often an additional source of trauma for a survivor, and a systems-based advocate can help. Trauma, and specifically the need for more trauma-informed communication, was also a theme of our community listening. Trauma-informed communication is a means of interacting

²² "Benchmark City Survey – 2019 Data" (Overland Park, KS: Overland Park Police Department, 2020), <https://cdn.lawrenceks.org/wp-content/uploads/2020/09/2019-Benchmark-City-Survey.pdf>.

²³ Jerry H. Ratcliffe, *Intelligence-Led Policing* (Cullompton: Willan, 2008).

with a victim in recognition of the neuro-biological effects of a traumatic event, and it is a national best practice for Special Victims Units to receive training in this type of communication. This is a practice being pursued by the Department's Investigations Division through an investment in training for the unit's members.

Finding #21: The Investigations Division appears appropriately staffed, but a certain level of inexperience exists in both the supervisory staff and the Detectives, and some retirements within the Division may be forthcoming.

Finding #22: The Investigations Division has highly trained and highly skilled forensic and crime scene investigators, several of whom are also eligible for retirement.

Finding #23: The Department's more focused approach to investigations involving special victims aligns with national best practices, including the emphasis on trauma-informed communication and the embedding of a domestic violence systems-based advocate.

Finding #24: Investigations Division analysts are being asked to fulfill data requests that detract from their primary duties.

Finding #25: The Directed Investigations Unit will often rely on drug investigative techniques in targeting chronic offenders, and there is an inherent risk of focusing too much on the investigation of narcotics alone.

Recommendation #21: Create a well-defined succession plan for forensics investigators, who have a very specific skillset that requires a high level of investment in time and training.

Recommendation #22: Increase mentoring of new personnel and provide them with more training opportunities to reduce the institutional learning curve, especially for new supervisors.

Recommendation #23: Strong consideration should be given to employing a systems-based advocate who can devote 100 percent of their time supporting adult and child victims of sexual assault or domestic violence cases being investigated by the Special Victims Unit.

Recommendation #24: The Department should consider taking its response to special victims a step further by developing a new sexual assault investigation policy, such as a model called You Have Options, that gives control over investigations to victims.²⁴

Recommendation #25: Undertake a task/time assessment of civilian analysts to assess time allocation as part of a wider Department effort to determine what data should be produced by whom.

- ◆ Monitor the level of outcomes generated by the Directed Investigations Unit compared to the number of outputs. The inherent risk in using drug investigative techniques is that the outputs tend to be drug search warrants and drug arrests.

6.2.1 The “Division” with Patrol

Traditionally in policing, there is a difference of opinion between Patrol officers and Detectives regarding expectations of the role of each in criminal investigations. Each believes the other is not investigating enough cases, and each tends to question the quality of the other’s work. A lack of communication is often a major source in this conflict. The Department is no different in this regard. Prior to moving to the new Law Enforcement Center, the Patrol and Investigations Divisions were housed in different physical locations, and the naturally resulting reduction in communication meant that the information exchange between the two groups regarding ongoing investigations, crime trends, and criminal intelligence suffered. Citygate found that being housed together has improved communication between Patrol and Investigations, and we commend the Department for having this in mind in designing the facility.

An additional source of friction between Patrol and Investigations involves the Department’s “generalist officer” philosophy. In short, this philosophy is characterized by Patrol officers investigating to their conclusion most of the criminal cases they file. Absent a violent felony or a significant loss of property, Patrol officers investigate their cases from beginning to end. In other

²⁴ Source: <https://www.reportingoptions.org>.

police departments, Patrol officers merely complete the initial report, and all follow-up investigations are completed by Detectives. There is no dominant trend in policing for either approach. Rather, there is simply a recognition of the conditions that must exist for either to be effective. Generalist officers must have the time to complete their investigations, so the Department must exercise a greater management of the service demands from the public. Patrol officers must also have at least minimal training in conducting criminal investigations. Finally, there must be greater accountability measures on the part of Patrol supervisors in tracking the progress of officers' investigations. Agencies whose officers merely provide the initial report for a criminal investigation will need more than the average number of Detectives, and they will also need procedures for determining which cases to investigate and which to inactivate. No police department can afford the number of Detectives necessary to investigate every case.

During this study, the Department initiated several changes that may impact Citygate's findings and recommendations. First, the Patrol Division is testing an alternative to the generalist officer approach by assigning Patrol "Investigators" within the Division. These are officers with great skill in conducting criminal investigations who will investigate the more involved cases that stay assigned to the Patrol Division. As part of this approach, new accountability measures are in place to manage the progress of Patrol investigations. Finally, solvability matrices are now being used by both Patrol and Investigations. Using a solvability matrix is an evidence-based approach designed to more objectively understand which criminal cases can be solved with a reasonable amount of effort and which ones can only be solved by an unreasonable amount of effort, if they can be solved at all. This is particularly important considering the feedback Citygate received about the growing amount of time necessary to conduct criminal investigations given the proliferation of video and social media evidence.

Finding #26: The traditional communication issues between the Patrol and Investigations Divisions have improved with both being housed in the same facility, and both Divisions see a need for more personnel to ensure the quality of criminal investigations.

Finding #27: The Department is trying to determine whether to maintain its generalist officer approach or to seek more effective, alternative approaches.

Recommendation #26: Develop detailed time-use analysis for Detectives to help monitor and evaluate their comparative performance and determine appropriate staffing levels in the future.

Recommendation #27: Create formalized systems and processes to pass information between Patrol and Investigations.

Recommendation #28: Establish goals and objectives for the new Patrol Investigator approach and develop a means to qualitatively evaluate the results.

Recommendation #29: Ensure policy clearly defines the level of preliminary investigation completed by Patrol officers and the types of cases that will remain in Patrol for follow-up investigations. Policy should also outline Patrol case management processes similar to those used in Investigations, to include the role supervisors have in accountability.

SECTION 7—ASSESSMENT OF SUPPORT BUREAU AND OTHER FUNCTIONS

While the public may think of Patrol officers and Detectives when considering the topic of policing, the mission of any policing agency could not be accomplished without the employees who hire and train every department member, the employees who field the phone calls that determine the most appropriate service to provide, the employees who manage the information flow, the employees who help make sense of crime and disorder, and the employees who maintain the increasingly complex technology necessary for a 21st century police department. There are other important procedural functions within a police department that help shape its culture that must be scrutinized if the culture needs to change.

7.1 RECRUITMENT AND HIRING

The success of any organization is dependent upon recruiting qualified applicants who can not only perform the essential job functions of a position, but who can do so in the context of advancing the organization’s mission, vision, and values. The success of the Lawrence Police Department is dependent upon this, and like every other police department in the country, it must recruit and hire such applicants in what is perhaps the most challenging time in the profession’s history.

The Training Unit is part of the Department’s Professional Standards Division and is responsible for coordinating the recruitment and hiring process. The Department recruiting practices are traditional within the policing profession and consist of employment website postings and recruitment events, though in-person event attendance has been practically non-existent during the pandemic. When asked about the Department’s focus for recruiting, Training personnel responded that their focus was on what has been successful in the past, though it was freely acknowledged that the only data available was anecdotal.

The Training Unit is making specific plans to begin targeting events involving local colleges (including Haskell Indian Nations University), especially those with strong criminal justice programs like Washburn University, and military installations. Unit members have two concerns about college recruitment in the current policing environment; they do not know if they will face verbal or physical opposition to their presence on college campuses, and they do not know whether perspective applicants will want to be seen engaging with police recruiters. The Training Unit did not know how the Department compared to the available workforce demographics in Lawrence, and Citygate was never able to obtain an Equal Employment Opportunity Plan from the City to help in drawing conclusions. We know there are no plans to increase the number of applicants for any demographic, and the reason given for this was the current challenge of finding qualified applicants period, regardless of the demographic.

During our interviews, Training Unit personnel expressed a desire to be more actively engaged in recruitment, but they indicated that the number of responsibilities assigned to the Training Unit would not permit them to do more. Citygate has no way of evaluating this, as we were not presented with any data to support such a conclusion. Citygate does acknowledge the placement of recruitment and hiring with Training staff is not a common practice in the policing profession for agencies of the Department's size, but clearly it must be the responsibility of some work unit within the Department. Given the importance that recruiting a diverse work force is to both the City and the community, a different approach seems necessary.

The hiring process itself starts with the scheduling and administration of written tests and physical agility testing for all police officer applicants who are not certified peace officers. These are the common first steps of any hiring process because they evaluate an applicant's ability to meet the business necessities of policing. Applicants who pass both are considered candidates who then undergo an interview process designed to elicit responses that reflect their ability to meet the essential job functions. The final step in the process, after a conditional offer of employment, is a background investigation. This is the most time-intensive part of the process, and it involves an extensive examination of a candidate's school, work, criminal background, and residential histories to determine patterns of past behaviors that may manifest in positive or negative ways as a police officer. It also includes a polygraph test and psychological testing to determine truthfulness and mental fitness for policing. A comprehensive background investigation can take several months, and the entire hiring process can last up to six months. There is discussion about creating efficiencies by following the growing trend of offering written testing immediately to applicants at recruitment events, and in the case of events at military installations, reviewing the applicant's latest physical testing rating.

The Department has a different process for police officer applicants who are certified as peace officers, whether in Kansas or in another state, who are interested in being hired by the Department. Essentially, they are considered candidates when they submit an application and are interviewed by a modified board and by the Captain of Professional Standards who determine their suitability. Candidates recommended for hire immediately move to the background investigation phase.

Finding #28: There is no strategic approach to recruitment, particularly as it relates to the Department's workforce being representative of the community's workforce.

Finding #29: There are no measures of success for recruitment, and there are no other performance measures in place that could help determine whether the function of both recruitment and hiring is appropriately placed within the Training Unit.

Finding #30: There is an absence of recruitment being perceived as every member's responsibility within the Department culture.

Finding #31: Department hiring processes differ depending upon a candidate's experience, modestly risking expediency over rigor.

Recommendation #30: Make recruitment an important part of the Department's strategic planning, including an emphasis on targeting local recruitment efforts to support the City's Equal Employment Opportunity Plan.

Recommendation #31: Establish metrics for measuring progress toward achieving goals and objectives, and for assessing the need for additional or different resources to support recruitment.

Recommendation #32: Consider alternatives to the Training Unit conducting background investigations. Contract with retired law enforcement officers (a growing trend in the profession) or assign to Detectives in the Investigations Division.

Recommendation #33: Use the same hiring process regardless of a candidate's experience to ensure a comprehensive assessment of their fit for the Department.

7.2 TRAINING

The initial training of an employee within any organization is critical in establishing behaviors that collectively become the culture of the organization, and for police officers, it helps form every future interaction with the community. The Training Unit of the Department fulfills the key responsibility of providing initial training for officers in the classroom and for supervising their training in the field. Additionally, the Training Unit plays a primary role for existing officers in the introduction of new practices, maintenance and improvement of skills, and for maintaining their certification as sworn Kansas peace officers.

In examining the Training Unit, interviews were conducted with Department administrative staff, Training Unit staff, and other sworn officers of the Department, along with a review of Department policy and Kansas peace officer certification standards. The results indicated both best practices

for which the Department should be commended and disparities between Department training and best practices that present challenges to meeting the needs of the Department and the community it serves.

7.2.1 Composition of Training Unit

The Training Unit is part of the Professional Standards Division and is comprised of a Lieutenant, three police officers, and an Administrative Assistant. The Sergeant position that had been the unit's supervisor was eliminated in the summer of 2020 as part of a Department-wide effort to remove the rank from administrative duties and to only assign Sergeants to Patrol operations or Investigations functions. The Lieutenant position was added at the time as was one additional officer. To help establish unit continuity, police officers assigned to training are on a three-year rotation that is staggered so that only one officer position is lost every year to rotation.

7.2.2 Training of New Recruits with No Previous Law Enforcement Experience

The Department operates its own training academy for new officer candidates with no previous law enforcement experience. The academy's 24-week course of instruction is certified by the Kansas Commission for Peace Officer Standards and Training (C-POST), and academy instructors require approval by C-POST based upon their training and experience just as the full-time instructors do at the Kansas Law Enforcement Training Center (KLETC) in Hutchinson. While KLETC provides the statutorily mandated 580 hours of recruit training, the Department provides approximately 1,000 hours. Historically, the Department ran an academy every 18 months; however, due to attrition in recent years, the Department is running back-to-back academies year-round which is taxing the time of the Training Unit's full-time staff and adjunct instructors who are brought in from other areas of the Department to teach elements of academy curriculum.

In addition to training all new Department recruits, the academy trains all Douglas County Sheriff's Office new Deputies. The usual academy size is 12 recruits, typically comprised of Department recruits and enough Douglas County Sheriff's Office recruits necessary to fulfill that size. This has been a long-standing practice by the Department in conjunction with the Douglas County Sheriff's Office. The only costs to Douglas County are for the use of the facility and the cost of their employee salary and benefits while attending the Department recruit academy. All staffing and programming costs are borne by the Department, though the state does provide compensation for Douglas County recruits. The Department and the Douglas County Sheriff's Office have found this arrangement to be mutually beneficial.

The Training Unit is currently working on a comprehensive evaluation of all parts of academy training, and this should be commended as a deliberate effort to challenge what Citygate's analysis has suggested is a "because this is the way we have always done it" culture. The goal is to have a more methodological approach to academy performance through a phased approach for teaching each new skill level/competency and then testing recruits on them. At the end of each phase of

academy training, the goal is to have three to five days of scenarios that serve as the testing process to assess if people acquired the skills taught during that phase. To enhance their training curriculum, the Training Unit is bringing in training consultant Ken Murray to introduce concepts for realistic training scenarios to certify eight to ten of the Department's instructors in his method of reality-based training, which has been the standard for reality-based training over the past 20 years.

7.2.3 Police Training Officer Program

This “on-the-job” portion of the training process is handled by Police Training Officers (PTOs) whose job is to take academy curriculum, policy, law, and on-the-job experiences and put the officers through a 16-week experience of meeting developmental benchmarks that leads to being approved for independent work as a police officer for the City of Lawrence. The PTO Program is an evidence-based recruit officer training program that the United States Department of Justice's Community Oriented Policing Service office developed in the late 1990s to teach police officers to be community problem solvers. It is the only training program named in “Final Report of the President's Task Force on 21st Century Policing,” and the Department adopted the program four years ago.²⁵ Because it is so different than traditional police recruit training, only a significantly small fraction of police departments across the country have adopted the PTO program, and the Department deserves recognition for being one of them.

The PTO program is not without its problems, however, beginning with implementation that appears to have been top-down without buy-in from many of the people who were supposed to implement it. Citygate's assessment indicates that this, combined with a short train-the-trainer process, leave the theory and practice of the model not fully understood or realized. Consequently, the program is not meeting all its objectives and needs, including the community engagement and problem-solving aspects, which are key elements of the program. In addition, interviews with Department personnel also indicated it suffers from blurred lines of “ownership” between the Patrol Division and the Training Unit. Recruit officers have assignments in Patrol, but they are supervised by the Training Unit. Issues of responsibility and accountability are inherent in this design, which the national PTO model anticipated with the Patrol Training Supervisor (PTS) function. The PTS is usually a Sergeant assigned to a police department's Patrol Division who provides daily supervision and coaching to the PTO/Recruit Officer Team and ensures the needs of that learning team are met. In the case of the Department, the PTS would also communicate the team's progress to both the Patrol chain of command and the Training Unit and would coordinate the PTO program's formal evaluation structure.

²⁵ “Final Report of the President's Task Force on 21st Century Policing” (Washington, D.C.: Office of Community Oriented Policing Services, 2015).

Like the hiring process, the new officer training process differs for candidates with peace officer certification. In lieu of a formal academy, an inventory is completed by the Training Unit to determine the level of pre-service training needed for the recruit. Candidates previously certified are typically able to accelerate quickly through the PTO program. Those candidates who are certified through another state are also required to take a short reciprocity course at the Kansas Law Enforcement Training Center. The standard of PTO is to train experienced officers that are new to a police department in the same manner as inexperienced officers; the curriculum is weighted heavily toward problem-solving and emotional intelligence as much as it is toward the technical skills of the job. We encourage the Department to emphasize mastery of these competencies with lateral hires.

7.2.4 Annual In-Service Training

The Training Unit’s most important continual function is to provide a minimum of 40 hours of in-service training to every sworn officer in the Department as mandated by statute. There is no state-mandated in-service training program for non-sworn employees. The Department delivers training associated with Citywide mandated subjects and that of the requirements around protecting criminal history information.

The current model of in-service training is in what is referred to as a 40-hour “mini-academy” format where officers are scheduled to train an entire work week once during the state’s training year of July 1 to June 30. This model is popular with staff and is economical because all objectives are covered in a planned format in a dedicated timeframe. The Training Unit coordinates with the adjunct staff in the spring of each year to develop and present this curriculum, which includes Kansas C-POST requirements for firearms qualification and for bias-based policing training. To the latter, the Department adds implicit bias training on a semi-annual basis, conducted by Department personnel certified in what is called fair and impartial policing. In this sense, the Department exceeds the national standard related to training in equipment. In another sense, however, the training falls short in that it is not part of a larger strategic plan to institutionalize the concepts of equitable policing and to increase cultural competency. There is an opportunity for much progress, because in the City’s Strategic Plan, the first three commitments to how its employees will carry out their jobs embody the principles behind equitable policing.

Finding #32: The Training Unit is making deliberate efforts to increase the Department’s openness to more effective police officer training.

Finding #33: The Police Training Officer program is a national best practice, but implementation issues are interfering with its effectiveness.

Finding #34: Certified officers move more quickly through the Police Training Officer program and may not receive the benefit of its foundational teaching in problem-solving and emotional intelligence.

Finding #35: There is no formal in-service training mandate for non-sworn employees.

Finding #36: Department commitment to exceeding state requirements to address racial disparities inherent in policing is not being fully leveraged.

Recommendation #34: Include lateral hires in the Police Training Officer program, including integration week, but with options for focused themes needed in Lawrence.

Recommendation #35: Refresh training for key stakeholders in the Police Training Officer program contracted through certified Problem-Based Learning instructors associated with the Police Society for Problem-Based Learning.

Recommendation #36: Create a Patrol Training Supervisor position whose primary duties involve coordination of the Police Training Officer program within Patrol and communication with the Training Unit.

Recommendation #37: Assess the current state of the Police Training Officer program and solve any problems using the very process it teaches to new recruits.

Recommendation #38: Require annual training for all Department employees in areas related to public engagement equitable policing: implicit bias, procedural justice, and culture competency.

Recommendation #39: Where appropriate, use annual training to institutionalize adopted recommendations from this study.

7.3 PROMOTION AND REWARD SYSTEMS

7.3.1 Promotions

The overall theme of the Department’s promotional procedures is one of what “may” be done during a promotion process rather than what “shall” be done. While the former has the advantage of conferring discretion upon the decision makers, permitting them to consider the totality of any candidate’s circumstances, the latter has the advantage of greater clarity at the outset of the process for potential participants. In general, national best practices tend to lean toward “shall.” More importantly, in the Department, the promotion process is seen as a process primarily at the time a promotion is needed and not as part of the Department’s strategic plan to develop personnel for promotion.

Eligibility requirements for years of service in each supervisory grade are typical of those found in agencies of the Department’s size, as are the requirements regarding education, past evaluations, and disciplinary record. The Chief may waive years of service requirements, however, with the approval of the City Manager. The promotion process itself may include any combination of elements and considerations as determined by the Chief and the Command Staff, though when a promotional process is announced, potential participants are informed of the specific elements the process will include. According to policy, candidates are evaluated on at least 44 separate criteria, but policy does not specify from what sources evaluators will draw their conclusions. Annual Department evaluations certainly do not include such an exhaustive list. Once promoted, employees serve a six-month probationary period, but policy does not mandate training within the probationary period for employees receiving their first promotion. It is the step from employee to supervisor, sworn or non-sworn, that is the most important one because the employee’s true ability to manage other people is not known. It is frequently the case, for example, that exceptional police officers are assumed to have the ability to be effective supervisors, but that is often not the case. A full year of probation coupled with quality management training permits a police department to better determine an employee’s capacity to manage.

Finally, Department policy does not offer a suggested pathway for employees seeking promotion. Guiding the training and experience of employees who express an interest in promotion and who display an aptitude for management is a critical element of succession planning. Too often in policing, a department’s succession planning is implied by who is promoted, leaving employees to discern on their own what a department values in its leaders. High-performing departments are explicit about succession planning: expectations of employees who desire to promote are clear, leadership actively recruits employees who demonstrate leadership potential, and professional development is a regular part of annual training.

Finding #37: The promotion process allows for significant discretion by the Chief and the Command Staff.

Finding #38: Evaluation criteria in the promotion process are so extensive they are impractical to measure in a meaningful and consistent manner.

Finding #39: There is no guidance for Department members seeking a path to promotion, and no management training is required during a probationary period that is shorter than industry standards.

Finding #40: Succession planning is not an element of the Department's culture.

Recommendation #40: Clearly define in policy the processes that will be used for promotion at each rank and the relative weight of each element.

Recommendation #41: Consider eliminating the Chief's waiver of service requirements, or as an alternative to ensure transparency and constancy, specify under what conditions it may be employed and what benefit it provides to the Department.

Recommendation #42: Ensure that all criteria for candidate evaluation can be evidenced in some way through documentation such as performance evaluations, awards, community recognition, training accomplishments, and self-assessments.

Recommendation #43: Extend the probationary period to 12 months and provide management training during this time for employees receiving their first promotion.

Recommendation #44: Outline training or assignments employees should seek to prepare them for promotion and include succession planning as part of the Department's strategic planning.

7.3.2 Annual Performance Evaluations

The evaluations used by the Department are a semi-tailored version of the standard evaluation instrument used by all City departments, but they do not appear designed to measure employee progress toward contributing to specific goals and objectives of the Department. The forms also use five rating categories which enable raters to be more non-committal about an employee's performance. In addition, evaluations for Patrol officers are not consistent with the core competencies used to evaluate recruit officers in the PTO program, which might suggest to officers that those competencies are no longer important once they are released from the program to solo Patrol officer status. Finally, Citygate's interviews indicated that in practice, evaluations are not currently up to date, and in some instances, supervisors engage with employees about the evaluation process only at the time the employee receives the evaluation. It is not a continual process geared toward improving employee performance.

Finding #41: Evaluations are not tailored to positions or reflective of the training police officers receive as recruits. In practice, the evaluation process serves more as the fulfillment of a policy requirement than as a tool to coach, train, mentor, and shape the culture of the Department.

Recommendation #45: Tailor evaluations to the demands and expectations of each position and include the community-oriented commitments of the City's Strategic Plan.

Recommendation #46: Consider reducing rating categories to three, or alternatively, use a rubric approach to better clarify performance expectations.

Recommendation #47: Model Patrol evaluations after the core competencies used during the Police Training Officer program.

Recommendation #48: Provide training to help supervisors use the evaluation process as a continual means of coaching employee performance.

7.3.3 Rewards Systems

Formal rewards for Department members are outlined in policy, and they are typical of those found within most policing agencies for "recognizing commendable or meritorious acts of members of

the Lawrence Police Department and individuals from the community.” The most tangible rewards for Department members are associated with police officers as outlined in the Memorandum of Understanding (MOU) between the City and the Lawrence Police Officers’ Association. The MOU specifies that officers who achieve specific competencies may be rewarded two and a half percent of their base pay, up to six competencies. These competencies include such things as Emergency Medical Technician (EMT) certification, crime scene investigation, and accident investigation. Education hours and conferred degrees are also considered competencies.

Philosophically, tangible rewards for self-improvement that benefit the Department are commendable, but interviews with Department personnel suggested that annual assessments of the maintenance of many competencies are often not stringent, which defeats the purpose of rewarding for these competencies. In addition, none of the competencies are related to the community-oriented commitments listed in the City Commission Strategic Plan: community engagement, efficient and effective processes, and equity and inclusion.

Finding #42: Similar to evaluations, the rewards systems are not designed to promote strategic objectives or the desired organizational culture.

Finding #43: Officer competencies are not measured to the standards of their intended purpose.

Recommendation #49: Add awards and competencies that recognize employees for achieving performance in support of the strategic plans of both the Department and the City.

Recommendation #50: Ensure that the annual assessment of all competencies provides relevant proof of their maintenance. Such proof should be clearly outlined in the Memorandum of Understanding.

7.4 CRISIS RESPONSE TEAM

The Police Department Crisis Response Team²⁶ (CRT) is a collateral assignment, and the team is comprised of Department officers and Douglas County Sheriff’s Office Deputies. The team is managed by the Department Operations Captain, supported by a Lieutenant, and comprised of

²⁶ In terms commonly familiar to the public, this is referred to as the Special Weapons and Tactics (SWAT) Team

entry team members, sniper team members, Crisis Negotiators, and Tactical Medics. The team falls under the purview of the Department. However, on any incident, the Douglas County Sheriff has jurisdiction and authority throughout Douglas County.

Managing and supervision within a CRT should not be based on positional assignments in the organization. They should be based on training and experience associated with the requisite responsibilities. Multiple CRT operators should be trained in the various disciplines that are required. Since the CRT is comprised of collateral duty staff who train in certain skillsets, if the proper equipment is readily available, more efficient deployment may occur when a crisis happens.

There is not a mandated state CRT school for new team members. The Department has established a one-week Basic CRT School. Entry team and sniper team members have a full training day every three weeks. Negotiators train quarterly.

Historically, when the Police Department has had a CRT vacancy leading to a team opening, testing included a variety of specific processes. All these processes are important and should continue. Assignment to the CRT, as with any specialty unit or collateral assignment in the organization, should include input from direct supervisors and all Command and Executive Staff members. Part of the review process should consist of training records, annual evaluations, and disciplinary-related review. Staff requesting to test for positions should receive supervisory and management approval based on their qualifications.

The Department should continually review the current team, future resignations, retirements, and operator longevity. If staff leave the CRT, consideration needs to be given to how that expertise is replaced. The Department should consider a CRT development program that starts to prepare potential CRT operators in a phased transition period over an extended time.

The Department should constantly evaluate and consider enhanced life-saving equipment for the community and Department staff. One example would be the procurement of exterior ballistic body armor and Kevlar helmets for all sworn staff. The Department should consider the purchase of an up-to-date Command Post Vehicle that can support 21st century policing and technology.

Finding #44: The Department does not have certain advanced life-saving equipment and technology that could be incorporated to address 21st century policing needs.

Recommendation #51: The Department should review current equipment, establish priorities for procurement and training of equipment that meets 21st century standards, and incorporate 21st century equipment and technology within the organization as a best practice while educating the community on the importance of this equipment and training.

7.5 MOBILE FIELD FORCE TEAM (PUBLIC ORDER)

In the past several years, law enforcement agencies across the country have dealt with increased civil and political unrest. Mobile Field Force responsibilities include crowd control, crowd management, and force protection operations. The Department does not have a Mobile Field Force Team. The Douglas County Sheriff's Department does not have a Mobile Field Force Team. A collateral team separate from the Crisis Response and the Crisis Negotiations Teams should be formulated for mobile field force duties. Supervisors and managers assigned to the Mobile Field Force Team should receive training in Incident Command Systems and Emergency Operations Center functions and responsibilities. A Mobile Field Force Team should receive specialized and enhanced training while all sworn staff should continue to receive crowd control training on an annual and ongoing basis.

Currently the Department issues expandable batons. The Department has some long batons, crowd control helmets, and gas masks. Outside of CRT operators, these items are not issued to every sworn member of the Department. They are stored and issued based on an incident or training. Consideration should be given to supplying all sworn personnel with long batons, short batons, helmets, and gas masks for potential crowd control deployment. This should include documented annual training. The Department should transition to Kevlar helmets, which only CRT operators currently have, as they are an essential tool outside of crowd control responsibilities. Ballistic protection is currently identified in Department Personal Protective Policy 705.6 Head and Body Protection.

The Department should identify specific equipment related to Mobile Field Force including but not limited to munitions, less-lethal impact weapons, kinetic energy devices, long batons, short batons, personal protective gear (Policy 705.6), storage devices, vehicles, trailers, and gas masks. Mobile Field Force personnel should be trained on all equipment and demonstrate proficiency prior to deployment. All training should be documented and audited. Equipment should be inventoried and audited on an ongoing basis.

The Department should consider establishing a Hazmat Coordinator position that can ensure current policy compliance. Currently, only CRT response members receive annual fit-testing.

Once identified, selected, and trained, a Hazmat Coordinator can be utilized to conduct annual fit-testing and inventorying specific to gas masks, as well as other necessary training in 21st century policing. In addition to potential crowd control responsibilities, this would provide employees with the necessary equipment and training for potential force protection operations.

The Department should consistently review First Amendment Assembly and Control Device policies associated with Civil Disobedience practices and procedures.

Finding #45: The Department does not have a Mobile Field Force Team.

Recommendation #52: Twenty-first century policing should require the establishment of a Mobile Field Force Team, budget allocations, procurement of necessary equipment, and regular training locally and regionally. All sworn staff in addition to an identified team should receive annual crowd control training in compliance with state and Department standards.

7.6 INFORMATION SERVICES

The Information Services Division is commanded by a Captain and is comprised of three sections, each with its own supervisor: Records, Information Technology (IT), and Public Affairs. While these functions may not be the first a person thinks of when considering the performance of a police department, their responsibilities are critically important in this age of demand for instant and accurate information and data. Citygate’s analysis suggests significant gaps between the demand and the Department’s ability to meet it in an efficient and effective manner.

7.6.1 Records

The Records section includes a non-sworn supervisor and five clerks. Their primary duties involve responding to records requests, particularly those associated with the Kansas Open Records Act. Clerks also assist local prosecutors with the discovery process to ensure that both the prosecution and the defense have all the Department records associated with a criminal case. They assist citizens over the phone and in-person, but they do not enter calls for service; phone calls are transferred to the Communications Center, and walk-ins are directed to either a Teleserve officer (see Section 6.1—Patrol Division) or if one is not on duty, to a nearby phone that is a direct line to the Communications Center. Essentially, Records is a central routing point for paperwork leaving the facility and for people calling or walking into the facility. According to both interviews

and SWOT responses, Records personnel are often pulled away from their primary duties to assist with various projects that originate both within Information Services and in other divisions. This is neither unusual within policing agencies, nor do Department Records personnel feel it is outside the scope of their duties. They did express a concern, however, with what they perceive as a frequent lack of foreknowledge, which they associate with a general breakdown in communication rather than because of their status as non-sworn.

Part of the scope of this study was to assess the staffing levels of non-sworn personnel. Citygate indicated earlier that the SWOT responses of non-sworn personnel did not establish a strong theme about this. As there are no performance measures in place for Records or for IT personnel, Citygate was provided no qualitative data from which to judge appropriate levels of staffing. Interviews with personnel within Information Services and in other divisions, however, did suggest certain themes related to staffing.

As noted earlier, there is a growing demand in policing for timely and accurate information which requires a high level of technical competency in working with a department's records management system (RMS). Citygate's interviews indicate this is not a strength with the Department, and there appears to be two resulting consequences of particular significance. First, management of the RMS rests with the IT supervisor, as the only one possessing the skillset. While this is entirely appropriate as it relates to the RMS interface with the Department's data network, subject matter expertise about what the RMS is used for, along with the assurance of data integrity, typically comes from within Records. An RMS supervisor or technician would typically be counted upon to provide efficient data support for the organization. Data support requires an analyst with the following essential skills: direct database querying, the ability to guide comprehensive and evolving CAD and RMS procedures, data governance, and efficiency in the reduction of analytical burden within the organization.

Second, requests for statistical data fall to either the IT supervisor or to crime analysts within the Investigations Division, thereby diverting them from their primary duties. There is a distinct difference between the ability to retrieve accurate data from an RMS and the ability to conduct an analysis of the data to inform decision-makers. It is not uncommon for an RMS manager or supervisor to be responsible for fulfilling data requests originating outside of the department or for requests for statistical data only from inside the department. Interpretation of the data and what actions a department should take as a result are duties of an analyst.

Data Management

Admittedly, the IT supervisor's role in managing Records may be a result of the Department's RMS itself, which is supplied by Spillman Technologies. Citygate team members are very familiar with Spillman's RMS and can appreciate the difficulties associated with retrieving information that is consistent with multiple query methods and that can be easily manipulated for quick analysis. Compounding the problem is that since Spillman Technologies was purchased by

Motorola several years ago, its customer service has been diminishing, of which Citygate team members are also aware. This represents a real future risk to maintaining the stability and integrity of the RMS, and it must be weighed against Citygate's experience that Spillman can function as intended as long as accurate information is input and expertise about how to query the system to produce the desired results is available.

In short, we assess that for current needs, the RMS is capable but cumbersome. This was illustrated by the resolution during this project of a long-standing conflict between how the Douglas County Sheriff's Office maintained Department arrest booking data versus how the Department updated the same data. The solution can be partially attributed to Spillman software and partially attributed to IT innovation. Citygate adds one additional cautionary note acknowledging that future Department needs, particularly those associated with some of the data requirements outlined in H.R. 1280 described earlier, may prove daunting for Spillman.

7.6.2 Information Technology

The IT section includes one non-sworn supervisor and three direct reports. As commonly expected, IT is responsible for all stationary and mobile computing hardware and software, associated contracts and maintenance agreements, and the Department's network. The section is also responsible for coordinating with a local vendor for the installation of all equipment within the Department's vehicles, which is not common for police records/IT divisions. Rather, a function like this is frequently the responsibility of a police department's fleet manager, but the Department has no such position. This is another indicator that Department management and organizational structure see this unit as Information Technology, *not the management of records and how records and reporting* help the Department deliver the expected services.

At one point, a sworn officer was assigned to IT for the purpose of assisting with this coordination and providing a front-end user perspective to help IT better understand and respond to the needs of the Department's Patrol officers. This position was ultimately transferred to Patrol due to staffing shortages. One of the most significant consequences is lost time for Patrol officers, as current policy does not permit non-sworn Department members to drive marked vehicles to the local vendor and back for equipment installation, maintenance, and removal.

There are several other sources of lost time that impact IT personnel. The IT supervisor estimates that 30 percent of his time is spent dealing with invoices. There are also issues with the process for requesting IT services. According to both interviews and SWOTs, it is not unusual for a sworn supervisor or officer to make a request directly for IT assistance with hardware or software problems rather than making such a request through the chain of command. These requests are rarely refused because IT personnel feel it is their job to provide such services, and because as non-sworn personnel, they find it difficult to say no to a sworn Department member of any rank. Finally, the IT supervisor is not always part of the decision-making process when it comes to formal or informal projects that directly impact IT. This is another example of support personnel,

sworn or non-sworn, not being given a regular voice in decisions that impact broad sections of the Department. Since the number of non-sworn staff is likely to grow due to the development of alternative responses to public calls for service, input from non-sworn members of the Department will have to be sought and acknowledged as much as input from sworn members.

It was suggested to Citygate by Information Services supervisors that some of the issues within the Division could be alleviated by hiring an analyst who could assume responsibility for the growing budgetary demands of IT, assist the Division Commanders with long-range planning that has a strong IT component, and with managing projects that either originate with or that directly impact Information Services. The idea of an analyst was also suggested by other members of the Command Staff. Citygate addressed this need in a broader Departmental context in Section 5.2—Organizational Design.

Finding #46: The Department needs to ensure that the duties of the Information Technology and Records sections are appropriately based on unit function rather than on individual skills. One unit is the technology provider and the other unit is the maintainer/custodian of critical records.

Finding #47: The Department's Spillman records management system is a capable yet cumbersome system with decreasing customer service. This requires a premium to be placed on timely and accurate data entry and retrieval and dedicated data supervision and expertise, which are not strengths of the Department.

Recommendation #53: The Records Team needs a manager, who is trained in the provision of police records, internally and externally, within legal requirements, as well as with the management skills to design workload measures, customer service procedures, and to hold the team accountable to support the Department's services. One place to recruit such a person could be from skilled city, county, or special district clerks who have records as a primary function, supporting elected bodies.

- Recommendation #54:** Establish productivity and performance measures for Records personnel to determine appropriate staffing levels.
- Recommendation #55:** Establish clear responsibilities for fulfilling data requests, ideally according to function rather than individual competence.
- Recommendation #56:** Adhere to a reasonable process for requesting Information Technology resources.
- Recommendation #57:** Assess the need for a Business/Data Analyst to relieve invoicing and contract management from Information Technology and determine if the position can be combined with other needs like accreditation or budget analysis.
- Recommendation #58:** Conduct a thorough cost/benefit analysis of acquiring and implementing a new records management system.

Online Reporting

The Department does not have an on-line reporting system. Moving forward this is an alternative service delivery mechanism that may enhance organizational efficiency, while also providing the residents of Lawrence with an efficient system to meet community needs. Online reporting opportunities should identify specific reporting circumstances while the Department identifies what should be included in online reporting platforms and public education platforms. These reports require follow up by Records staff, including distribution to sworn personnel and Investigations. The format should not allow submission until all information is appropriately completed. Lack of information on a report, based on software platforms, creates additional follow-up for Records staff. If the Department moves toward an online reporting system, policies and procedures will need to be updated. Consistent reviews and potential updates to online reporting processes should occur to ensure enhanced workload efficiency, effectiveness, and efficient use of community resources.

Finding #48: The Department does not have an online reporting system.

Recommendation #59: Access online reporting options to enhance organizational efficiency and provide an alternative service delivery mechanism to Lawrence residents if found to be cost-effective.

7.6.3 Public Affairs

The Public Affairs section includes a sworn supervisor and a non-sworn Public Relations Specialist, and it is responsible for coordinating the release of information to the media and to the public directly, speaking engagements and special event organization and attendance, and communications from the Chief. The Public Relations Specialist fulfills the duties typically associated with a Public Information Officer, but he does not always serve as the primary spokesperson for the Department, especially in those instances requiring subject matter expertise. Instead, the preference is for any media or public inquiry to be handled by the Department member in the best position to provide the most accurate information in a professional manner.

As for public speaking engagement requests, these usually involve policing topics and are handled by the supervisor or by a small number of subject matter experts. The Public Affairs supervisor also serves as the liaison to the Community Police Review Board (CPRB). This role was formerly a function of Professional Standards when this supervisor was assigned to that Division, and it remained with him when he was transferred to Public Affairs because the Department felt that Public Affairs was in a better position to speak with the CPRB about all matters relating to policing.

According to Citygate interviews, the Public Affairs section has been busier than ever given the community interest locally and nationally on changes to policing. In addition, national scrutiny of the police by both the media and the public has led to more inquiries than ever. While it stands to reason that both perceptions are true, Citygate was provided no data to support any conclusions. Public Affairs personnel also indicated that they cannot respond in a timely fashion to social media, both direct queries to the Department and third-party posts about the Department, but again, Citygate has no data from which to draw conclusions. There has been discussion within the Department about training select officers in the use of social media so that the Department can be more responsive when Public Affairs personnel are otherwise occupied or are off duty. The concern has been with finding officers with the appropriate aptitude for social media. Multiple interviews indicated that the Department's use of social media has decreased significantly because the employee who brought the Department's Twitter account to national prominence transferred

to the Patrol Division, and no one since has been able to match that officer's social media abilities.²⁷

The interim Chief also approved the formation of a community-engagement team drawn from all areas of the Department. The goals of this effort are to improve customer service, to increase the number of Department personnel involved in formal engagement efforts with the public, and to institutionalize the idea that public engagement is a role for every member of the Department. Please see Section 3—Community Engagement for additional information. The risk here is the same risk with any specialized position or group. During the rise of community policing 30 years ago, police departments often designated community policing officers to engage with the community. The consequence was that other police officers felt they did not have to “do community policing” because their police department had designated specific people to perform the function rather than embracing the concept that every officer was a community policing officer. Successful community engagement cannot be the function of one group only, no matter how representative that group is of the department as a whole.

Agency personnel indicated there are two other issues impacting the Department's use of social media. First, the Department's ability to control and change content on its website is limited due to the City's requirement that all Departments use the same style guide on a web platform that was designed to be fairly static. Second, they perceive there has been growing public criticism of the Department promoting itself through social media in the current community discussions of police reform. One non-sworn employee outside of Public Affairs posited the idea that the Department ask the community about effective forms of public engagement. This would be an evidence-based approach which would support police legitimacy.

Finding #49: The Department misunderstands public affairs outreach as comprising **all** of community engagement, instead of only the mechanical aspects of public affairs outreach. Public affairs outreach is but one of many strategies and methods for all Departmental services to engage and build relationships with the community.

²⁷ Craig Hlavaty, “The Lawrence, Kansas Police Department Twitter Account Is on Fire,” *Houston Chronicle*, August 11, 2017, <https://www.chron.com/news/strange-weird/article/Lawrence-Kansas-Police-Department-Twitter-Account-11750859.php>.

Recommendation #60: The Department, as part of a new strategic plan, must have a strategy, goals, and objectives for public affairs, and as needed, a formal Public Information Officer response.

Recommendation #61: Provide the Department with greater control over its website, or as an alternative, permit the development of a new website using a more responsive platform.

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SECTION 8—ALTERNATIVE RESPONSE – COMMUNITY MENTAL HEALTH / HOMELESSNESS

8.1 COMMUNITY MENTAL HEALTH

Law enforcement agencies have been tasked, absent other community resources, with responding to and intervening with people experiencing mental health issues. Historically, the only police solution tool has led to arrest versus alternative treatments and ongoing support.

The Substance Abuse and Mental Health Services Administration indicated in a study that 63 to 76 percent of adult individuals that have been incarcerated, along with 50 to 70 percent of juveniles within the justice system, met the criteria for a mental disorder. These individuals are often first encountered by police and fire and emergency medical services first responders. The International Association of Chiefs of Police, in partnership with others, has been attempting to address these issues. Areas of improvement include but are not limited to legislation, mental health program expansion, first responder actions, collaboration across systems, and re-entry programs. There is a need for continuous police officer updating to understand the predictive behavior of persons in health and mental health crisis.²⁸

The Board of Douglas County Commissioners established the Criminal Justice Coordinating Council (CJCC) to support communication and collaboration among key stakeholders to promote public health, public safety, and a fair and efficient criminal justice system. The CJCC has several workgroups, including the Crisis Intervention Team Council and Mobile Crisis Response Team. CJCC Strategic Plan goals include reducing the rate of incarceration, addressing disproportionate minority contact, improving criminal justice data collection and analysis, improving crime prevention, improving CJCC communication with the community, and reforming the juvenile justice system.

The Lawrence community is affected by poverty, housing costs, homelessness, a high medically uninsured population, and people experiencing mental health crises. City first responder objectives and goals should align with these issues. A desire not to increase jail capacity while expanding service alternatives led to the development of a County-wide Crisis Center, Drug Court, Behavioral Court, and a pilot Lawrence Police Department Mental Health Co-Responder Team. The Bert Nash Community Mental Health Center (Bert Nash) is the County-designated mental health center. Bert Nash has four break-out service themes: child and family services, adult services, medication services, and urgent care – crisis services. They have some transitional housing units, work with

²⁸ “Improving Police Response to Persons Affected by Mental Illness” (International Association of Chiefs of Police, 2016), <https://www.theiacp.org/sites/default/files/2018-08/ImprovingPoliceResponsetoPersonswithMentalIllnessSymposiumReport.pdf>.

substance abuse, and would like to enhance coordination with Douglas County Citizen’s Committee on Alcoholism and Heartland Community Health Center.

Behavioral health in Douglas County includes the prevention and treatment of mental illness, suicide, and addiction. Douglas County has a high percentage of uninsured clients. Mental health encompasses emotional, psychological, and social well-being. Behavioral health addresses mental health and mental illness, which includes substance disorder and addiction issues. Approximately half of Douglas County residents who need behavioral health support turn to the hospital’s emergency department.²⁹

Douglas County’s behavioral health information suggests that Douglas County residents face significant challenges related to mental illness, suicide, and substance abuse. Douglas County Health Department risk factors showed an increase in elementary-age students from 2014 through 2020. The increased risk factors are related to decreased protective factors and include but are not limited to enhanced marijuana and alcohol use among adolescents, adolescent perceptions of drug and alcohol abuse, early age depression, and a decreased commitment to education. Suicide and depression are directly related.³⁰

Douglas County is the lead local government agency for Mental Health Services.

To date, while there is some committee-level collaboration and planning, there is no strategic plan in place for law enforcement and allied emergency health providers that addresses multi-partner operations with a fiscal strategy moving forward. The new Chief of Police must provide clarity and focus for law enforcement’s evolving role to deescalate incidents and provide for patient and bystander safety, rather than arrest. Training and education will be vital to integrate with Douglas County’s priority focus areas, promote integration, and improve access strategies. The Lawrence Police Department should be engaged and educated in all processes including but not limited to CJCC workgroups, the Integrated Crisis Team, Assertive Community Treatment models, and the Douglas County Behavioral Leadership Coalition. Organizational and workgroup charts should be updated to reflect key personnel.

Identification of clients in high frequency need of services can lead to positive outcomes and case reductions to the 9-1-1 police and emergency medical services system. For example, in 2017, 122 individuals led to 700 emergency department visits. From January through December 2017, over 2,700 people via private or ambulance transport went to the emergency department with behavioral issues that could not be addressed by other resources, and most of these clients were middle-aged white males.³¹

²⁹ “Understanding Health in Douglas County, Kansas” (Lawrence-Douglas County Health Department, 2018).

³⁰ A. Khu, and D. Vernberg, “Advancing Health for All, Kansas Communities That Care (KCTC) Student Survey,” (Lawrence Douglas County Public Health, 2020).

³¹ “Understanding Health,” (2018).

8.2 DEPARTMENT PILOT PROJECT

The Lawrence Police Department Mental Health Co-Responder Team began in 2017 with two sworn police officers and a Master Social Worker. The Master Social Worker is employed by Bert Nash and is compensated by the City of Lawrence. The Department stated it reviewed calls for service to establish the team's hours of operation. Due to personnel issues, the team has struggled to fill the role and is currently reduced to one sworn officer. The Department identified a goal of actively responding to calls in the field while not solely working follow-up cases.

Homeless outreach is not the Mental Health Team's main priority, but the team addresses homelessness and associated issues based on incident responses. The current team hours, 10:00 am to 7:00 pm, do not match the highest service needs identified by Bert Nash and hospital emergency departments, which are the hours between 4:00 pm and midnight. The Behavioral Health Leadership Coalition recap report for the Mobile Crisis Response Team identifies that most crisis calls occur between 3:00 pm and midnight with the highest volumes on Monday, Friday, Saturday, and Sunday. The Lawrence Police Department Mental Health Co-Responder Team and a future countywide partnership Mobile Crisis Team should be deployed during the most vulnerable hours indicated by data while being integrated with available client services.

The Department pilot project and external Bert Nash outcome measurements lack identified objectives that support an identified strategic plan. Measurements, which have been minimized based on this pilot program, are challenging to utilize when attempting to identify goals and outcomes. The Mental Health Co-Responder Team has not operated at full potential, nor gathered adequate data from which to drive response system changes.

The Mental Health Co-Responder Team as a partner with others is vital for the success of a Mobile Crisis program. Outcomes seen in other communities have included decreased emergency department visits, decreased jail bookings, reduction of repeat clients, long-term services, organization-wide commitment and education, enhanced training and skillsets across the first responders, knowledge of available and desired services, addiction clinician skill availability, and flexibility within available responses for mental health, mobile crisis, and homelessness.

Currently, individuals in crisis placed on hold are transported to the emergency department. The Douglas County Behavioral Health Crisis Center plans to open in February 2022. As a future Mobile Crisis Team is developed, the Lawrence Police Department should be fully engaged in how the crisis continuum relates to Department responsibilities, objectives, missions, values, and goals. It is also critical for the Department to collaborate with the Douglas County Communications Center and all key stakeholders. The Mobile Crisis Team can provide triage, assessment, and intervention at critical behavioral health crisis points. This can support City and County alternative service delivery objectives while enhancing police service delivery mechanisms and efficiency.

The City of Lawrence should collaborate with the County and nonprofit partners to identify and implement future processes locally across municipalities while also collaborating on data input and connectivity. It is essential for outcomes to be related to service connections. Internally, the Department needs to identify staff who are engaged and capable of filling these roles, requiring Department-wide support.

The One Mind Campaign addresses the need for interaction between law enforcement personnel and people in crisis. This initiative is about unity of focus between public safety, communities, and mental health organizations. Individual agency commitment includes clearly defined and sustainable partnerships, model policies, and organization-wide mental health training requirements. The Riley County Police Department took this pledge in the latter part of 2019.³²

The City of Lawrence needs to identify internal funding capacity and opportunities as well as external grant opportunities. Local and regional partnerships may enhance these opportunities. Future funding and sustainability will need to rely on a collaborative strategic plan that addresses identified service needs across related issues, outcome objectives and goals, a coordinated care system, transformation and improvement, capacity building, and partnerships.

Finding #50: There are current service gaps in the criminal justice and mental health care pathways.

Finding #51: Lawrence-Douglas County Public Health is building a new data repository named My Resource Connection (accessed online at douglas.myresourceconnection.org) and will be available through County Public Health.

Recommendation #62: Work with existing multi-agency partners to develop a regional, persons-in-crisis strategic plan that aligns City and County goals, objectives, programming, and funding sources in a care pathway that increases patient success, organizational efficiency, and decreases adverse community impacts.

³² “One Mind Campaign,” International Association of Chiefs of Police, <https://www.theiacp.org/projects/one-mind-campaign>.

SECTION 9—PROFESSIONAL STANDARDS AND COMPLAINT AND APPRECIATION PROCESS

9.1 INTRODUCTION

Public trust is essential to the proper functioning of a law enforcement agency within a community. The Department must provide pathways for the community to engage about officer conduct. Consistent and responsive processes must be in place to ensure the community has reliable methods to communicate about issues of conduct and transparent methods to hold Department members accountable.

The Office of Professional Accountability (OPA) is a section managed under the Captain of Professional Standards Division of the Department. The responsibilities currently assigned to the OPA include managing and conducting the internal affairs investigations process, providing data to the Community Police Review Board (CPRB), and budget management for the Department.

9.2 COMPOSITION OF OFFICE OF PROFESSIONAL ACCOUNTABILITY

The OPA is comprised of one Lieutenant and one Budget Analyst. The rank of Sergeant was eliminated as the administrative rank in the unit in the summer of 2020 as part of a Department-wide effort to remove the Sergeant rank from administrative duties; instead, moving all Sergeants to Patrol operations or Investigations functions. The Lieutenant position was added to the OPA as the administrative rank in the summer of 2020. During this period of reorganization, the Budget Analyst position was placed under the supervision of the new Lieutenant of the OPA to give the budget process a higher-profile position in the organization.

9.3 INTERNAL AFFAIRS PROCESS

The Lieutenant is responsible for managing the intake of both internally generated and external (community) complaints about Department staff. If upon review, a complaint is deemed to warrant a formal internal affairs investigation, it is the OPA Lieutenant's responsibility to open the formal complaint and complete the investigation as the principal investigator.

Following is the current workflow of the internal affairs complaint process, which does *not include* the reporting to the CPRB, which is discussed in Section 10—Community Police Review Board.

9.3.1 Complaint Process Workflow

Internal affairs complaints are communicated to the OPA by the following methods:

- ◆ Internal affairs telephone voicemail (return contact to the complainant is done by the OPA).

- ◆ Written communication to the Department/OPA.
- ◆ Telephone call to the OPA.
- ◆ In-person conversation with the OPA.
- ◆ In-person or telephone conversation with any member of the Department. Subsequently, a supervisor is notified per policy to address the complaint and facilitate its reporting to the OPA.

In all cases, the OPA will ask that a formal written complaint form be filed about the complainant if they wish to formalize their complaint with the Department. A complaint form “hard copy” will be provided to the complainant or can be obtained online from the Department website.

A complaint will be formally considered when a formal complaint has been signed and submitted to the Department by a complainant. Without the formal complaint, it is unlikely that further review will be considered unless specific circumstances or determinations are made by the Lieutenant of the OPA. The OPA Lieutenant may also confer on these cases with the Captain of Professional Standards, and by extension through the chain of command, the Chief of Police.

Anonymous complaints are not automatically dismissed. The Captain of Professional Standards reviews anonymous complaints and makes recommendations to the Chief of Police regarding feasibility of further investigation. When a determination to continue the investigation is made, the OPA Lieutenant opens the internal investigation process.

Following are the potential outcomes when a formal written complaint is submitted:

1. If a written complaint form is received and it is determined by the OPA that the complaint does not violate policy or law and therefore does not meet the threshold of an actual complaint to be investigated, the complaint does not prompt an official internal affairs investigation. The complainant is then notified of the status.
2. If a written complaint form is received and a determination is made by the OPA that it is a community member who is concerned about a particular matter, but no violation of law or policy occurred, no further follow-up ensues and it does not become a formal internal affairs investigation. The complainant is then notified of the status.
3. If a written complaint form is received and it is determined that the complaint does rise to the level of a potential violation of law or policy, it becomes an official the OPA internal affairs investigation. Then the following occurs:
 - i. The OPA opens an investigation.

- ii. The OPA sends the complaint to the immediate supervisor of the officer being investigated for supervisor review/investigation.
- iii. Findings from the supervisor come back to the OPA.
- iv. The OPA then performs an interview with the subject(s) of the investigation.
- v. All facts are reviewed by the OPA and final disposition of the investigation is made by the OPA for review by the Chief of Police.
- vi. Final disposition and/or discipline is determined by the Chief of Police. Final dispositions are classified into the following categories:
 1. Sustained – The complaint is determined to be factual.
 2. Exonerated – The officer(s) did not commit the offense as stated.
 3. Unfounded – The allegation is false or not factual.
 4. Not sustained – Not enough evidence to prove or disprove the allegations was found.
 5. Dismissed – The complainant withdrew the complaint or failed to cooperate with the investigation.
- vii. After final disposition, a notification is sent to the complainant about the findings/disposition of their complaint.

9.3.2 Number of Internal Affairs Complaints

The OPA completes an average of six public-generated internal affairs complaints per year according to annual Department accountability reports for the last five years. In 2020, there were four complaints investigated. These *documented, formal* numbers are lower than what would typically be expected in a jurisdiction of this size. Necessary data to draw conclusions, however, is non-existent or incomplete. These numbers also do not reflect *internally*-generated Department investigations. The Department states that historically it identifies and works on individual officer or policy issues when indicated.

The internal affairs process currently has a substantial weakness caused by the lack of formal systems to capture and document external and internal complaints against Department members. Administration of the Department also knows less serious potential complaints are dealt with informally by on-duty supervisors who either speak over the telephone or in person with complainants. There is currently no documentation of these conversations or what the sentiments or level of satisfaction are regarding any of these contacts. There is no tracking as to when an officer or policy is failing due to multiple, informal complaints.

To increase data capture on complaints and officer conduct, the Department is implementing IA PRO/BlueTeam software systems in the spring of 2021. These two linked products create a system that logs internal affairs complaints and tracks discipline, sick time use, and details of use-of-force incidents that also create early warning indicators for Department staff if they cross certain parameters of the IA PRO/BlueTeam system.

IA PRO/BlueTeam will be managed by the OPA and administration believes it is likely that with better tracking systems, more initiated internal affairs complaints will occur. If there are increases in documented incidents within internal affairs, it should not automatically be viewed as an indication of increased misconduct problems within the Department. Rather it should be viewed in its totality as an increase in documentation levels and then evaluated to find reasons for the increase, lack of change, or decrease in actual misconduct.

9.4 COMPLIMENTS

The Department website has a tab marked “Compliments and Complaints” and once on the landing page, the reader will find a section that provides several ways to provide a compliment to the Department. A phone number to the OPA is listed; however, no links are available to email a compliment.

Finding #52: The Department website has “Compliments and Complaints” information on the same landing page, and it is very easy to not see the difference between the two.

Finding #53: There is no email address on the website for contacting the Department regarding compliments or complaints.

Finding #54: A significant section of the “Compliment and Complaints” website landing page is dedicated to explaining the process of filing racial or other bias-based policing complaints. This section includes a hyperlink to the Community Police Review Board website and the state Attorney General’s website.

Recommendation #63: Establish easy-to-find email addresses to contact the Department about compliments **or** complaints.

Recommendation #64: Retain the detailed explanation of filing bias-based policing complaints as well as the links to the Community Police Review Board and Attorney General websites.

Recommendation #65: Establish a method for completing an e-signature on the online Office of Professional Accountability complaint form to increase accessibility by making a valid “online only” process for filing a formal complaint.

9.5 BUDGET/ACCOUNTING

A responsibility attached to the OPA in mid-2020 was budget analysis. One civilian employee serves as the Budget Analyst for the Department. This position has the following responsibilities:

- ◆ Constructing the budget with the Department administration.
- ◆ Running financial reports.
- ◆ Constructing purchase orders.
- ◆ Bill paying.

Budget analysis and the budgeting process have not historically had an elevated profile nor a strategic role within the Department. As a result, administrators only saw a snapshot of what occurred in Department finances and lacked a larger strategic picture of Department finances.

In 2020, the Department made a significant change to the profile and importance of budget analysis by placing it within a higher administrative location in the organization. Many changes have occurred and the role is poised to continue to evolve. Currently, the OPA Lieutenant and Budget Analyst are working to make sure the following processes occur as part of the operations of the Department:

- ◆ Real-time tracking of finances.
- ◆ Quarterly reporting.
- ◆ Strategic budget planning.
- ◆ Having division Captains manage/responsible for their own budgets.
- ◆ Increasing the working relationship of the Budget Analyst with City finance.
- ◆ Aligning all purchase orders and encumbrances with Department strategic goals.
- ◆ Supporting the City of Lawrence’s new financial process/system that will be fully implemented in the next 18–24 months.

Finding #55: The Department is correcting long-term budget analysis passivity by engaging in active budget planning around strategic goals and more frequent reporting.

9.6 COMMUNITY POLICE REVIEW BOARD CONNECTION

The relationship between the CPRB and the OPA is indirect due to the CPRB’s advisory capacity with the City of Lawrence. The OPA provides requested data to the CPRB; however, regular CPRB interaction with the Department happens with the Captain and Lieutenant of the Information Systems Division.

In the research phase of this study, it became evident that a significant level of mistrust is present between the CPRB and the Department. This lack of direct connection with the CPRB, and level of mistrust of the CPRB by Department employees, has stymied a pathway of community engagement for the Department with elements of the Lawrence community. This will be more fully addressed in Section 10—Community Police Review Board.

Finding #56: The Department has as a low number of investigated internal affairs complaints for a department of its size.

Finding #57: There is evidence of self-policing by the Department due to internal complaints being initiated about Department employees.

Finding #58: There is a current lack of formal internal systems for data capture of complaints against officers.

Finding #59: There is a lack of connection to and trust between the Department and the Community Police Review Board.

Recommendation #66: Support the implementation of IA PRO/BlueTeam.

Recommendation #67: Be cognizant of the potential of false positives created by increased complaints being captured with the use of IA PRO/BlueTeam software.

Recommendation #68: Evaluate and contextualize the totality of future internal affairs data sets that may indicate increases in misconduct when evaluated as isolated variables.

Recommendation #69: Support the innovations in budget analysis and planning and continue to encourage connectivity to the updating of systems and expertise offered by the City of Lawrence Finance Department.

Recommendation #70: The Administrative Team of the Department needs to work with the Community Police Review Board to bridge the current trust gap and lack of relationship.

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SECTION 10—COMMUNITY POLICE REVIEW BOARD

10.1 EXISTING COMMUNITY POLICE REVIEW BOARD ORDINANCE

City of Lawrence Ordinance No. 9668 outlines the specific duties of the Community Police Review Board (CPRB). These duties are numerous and include reviewing Department policies regarding racial or other bias-based policing, reviewing the Department’s annual training on racial or other bias-based policing, and assisting the Department with community outreach opportunities involving racial or other bias-based policing prevention, among several others.

10.2 NEW PROPOSED ORDINANCE

A draft new proposed ordinance by the CPRB members goes further and clarifies that the purpose of the CPRB “is first to advise and assist the City and the Department in policy development, education, community outreach, and communications to reduce the number of law enforcement actions that lead to community member complaints.” Second, the draft new ordinance proposes that the CPRB may provide an independent, accessible, and efficient means through which a community member may submit a complaint in a confidential manner. Third, the draft new ordinance proposes that the CPRB shall review all community member complaints and dissatisfaction along with all completed investigations of community member complaints conducted by the Department. Finally, the new draft ordinance proposes that the CPRB shall perform such other related tasks or duties that may from time to time be requested by the governing body.

10.3 LISTENING TO COMMUNITY POLICE REVIEW BOARD MEMBERS

In a listening session with members of the CPRB, some members expressed frustration with the Department and the City. For example, they explained that they have received no complaint appeals since the CPRB’s inception, and some even questioned the need for a board, given a perceived lack of involvement and cooperation from the Department. Many CPRB members told Citygate that the Department has not been transparent and that the Chief of Police has only appeared at Board meetings when “he has an agenda.” As a result, the CPRB has drafted a new ordinance, which would give the CPRB greater power and broader authority to review all complaints and completed investigations beyond those alleging racial or other types of bias.

10.4 COMMUNITY LISTENING

In our listening sessions with members of the community, Citygate learned that of those who had negative encounters with the Department, no one filed a complaint with the Department. Many told us they lacked confidence in the Department to investigate its own officers, and others

maintain their stories would not have been believed given their race, ethnicity, sexual orientation, or gender identity.

10.5 SWOT SURVEY RESPONSES FROM POLICE STAFF

Many members of the Department indicated that they lack trust and confidence in the CPRB and its current scope of duties.

10.6 REVIEW BOARD NATIONAL PERSPECTIVES

The National Association of Civilian Oversight of Law Enforcement has stated, “There is currently no consensus on how to measure organizational performance in the field of civilian oversight.”³³ The Department of Justice has estimated that around 18,000 law enforcement agencies are currently operating in the United States, which makes the 200-plus active oversight bodies a small amount.

Other publications on review boards note that oversight boards in a review model approach do not generally investigate misconduct complaints or audit Department policies. Instead, these entities evaluate completed internal affairs investigations, hear appeals, hold public forums, and make recommendations for further investigation. Consistent with *Citizen Review of Police: Approaches and Implementation*, and the Citygate team’s experience, there are generally four types of citizen oversight systems:³⁴

- ◆ Type 1 – Citizens investigate allegations of police misconduct and recommend findings to the Chief or Sheriff.
- ◆ Type 2 – Police officers investigate allegations and develop findings, and citizens review and recommend that the Chief or Sheriff approve or reject the findings.
- ◆ Type 3 – Complainants may appeal findings established by the police or sheriff’s department to citizens, who review them and then recommend their own findings to the Chief or Sheriff.
- ◆ Type 4 – An auditor investigates the process by which the police or sheriff’s department accepts and investigates complaints and reports on the thoroughness and fairness of the process to the department and the public.

Each type of system has its advantages and drawbacks. In Type 1 models, professional investigators must be hired to conduct the investigations since lay citizens do not have the expertise

³³ Joseph De Angelis, et al, “Civilian Oversight.”

³⁴ Peter Finn, “Citizen Review of Police: Approaches and Implementation” (Washington, D.C.: National Institute of Justice, 2001), p. viii, <https://ojp.gov/pdffiles1/nij/184430.pdf>.

nor the time. Consequently, Type 1 models can be more expensive. Type 2 and 3 systems tend to be inexpensive because volunteers typically conduct the reviews.³⁵ Many oversight systems are not pure examples of any one type.

As Peter Finn notes in *Citizen Review of Police: Approaches and Implementation*, complainants have reported that they feel “validated” when the oversight body agrees with their allegations, or when they have an opportunity to be heard by an independent overseer regardless of the outcome. They also report satisfaction at being able to express their concerns in person to the officer. Finally, some complainants also feel they are contributing to holding the department accountable for officers’ behavior.³⁶

Some police administrators have reported that citizen oversight has improved their relationship and image with the community, has strengthened the quality of the department’s internal investigations of alleged officer misconduct, has reassured the public that the process is thorough and fair, and has made valuable policy and procedure recommendations.³⁷

In developing a new system of civilian review oversight, Finn describes the decisions oversight planners need to make. These decisions include:

- ◆ Identifying the key actors.
- ◆ Establishing a formal planning committee.
- ◆ Identifying sources of technical assistance.
- ◆ Planning for monitoring and evaluation.
- ◆ Developing a monitoring plan.
- ◆ Designing an evaluation plan.³⁸

One reason for controversy in many jurisdictions has been the lack of advance planning for an oversight system. “The main problem with many citizen review procedures ... is that they have not had a clear vision of their role and mission ... This has usually been the result of a failure of civic leadership. Both community activists and government officials have not taken the trouble to study what other jurisdictions are doing, to borrow the best practices and to learn from their mistakes.”³⁹

³⁵ Finn, “Citizen Review,” (2001), p. viii.

³⁶ Finn, “Citizen Review,” (2001), p. x.

³⁷ Finn, “Citizen Review,” (2001), p. xi.

³⁸ Finn, “Citizen Review,” (2001), p. xiii.

³⁹ Finn, “Citizen Review,” (2001), p. 3.

Finn adds, “Citizen oversight systems need to be a part of a larger structure of internal and external police accountability; by itself, citizen oversight cannot ensure that police will act responsibly.”⁴⁰

10.7 ESSENTIAL GOALS OF A REVISED SYSTEM

The overarching purpose of a CPRB is to be the forum for two-way community communication and transparency on police practices, policy updates, and complaints. A best practice civilian review system includes but is not limited to:

- ◆ Providing a place for community members and complainants to voice broader concerns about policing in their community.
- ◆ Providing a forum in which the community can provide input into the police internal affairs process.
- ◆ Helping improve the quality of a department’s internal investigations of alleged misconduct after meeting with internal affairs staff to review internal affairs investigations and case trends.
- ◆ Helping improve community relations by fostering communication regarding the department’s approach to community members.
- ◆ Helping increase the public’s understanding of law enforcement policies and procedures.
- ◆ Providing input on draft department policies, procedures, and training. The Review Board’s policy and training recommendations can prevent issues by identifying areas of concern and subsequently offering options to improve policing.
- ◆ The department and Review Board offering mediation services to the public and police staff can help complainants feel satisfied through being able to express their concerns specifically in a neutral environment managed by a mediator. Mediation can also help police officers better understand how their words, behaviors, and attitudes can unknowingly affect public perceptions.
- ◆ Reviewing police use-of-force data.
- ◆ Providing another broadly available and accessible means for the public to engage their police department.
- ◆ Serving as a first step appellate body for community members dissatisfied with results of police internal affairs investigations.

⁴⁰ Finn, “Citizen Review,” (2001), p. 12.

- ◆ Serving as an advisory body to the City Commission and City Manager on issues delegated to it.

10.7.1 Police Internal Affairs Oversight

Regarding internal affairs oversight in a police department, best practices to be included are:

- ◆ Ensuring the complaint process will not discourage, dishearten, intimidate, or give cause for fear.
- ◆ Ensuring that all complaints made by members of the public and internal complaints are investigated to the degree indicated by City policy and the law.
- ◆ Tracking every complaint through to final disposition.
- ◆ Conducting regular audits of complaints and their outcomes and recommending prompt policy adjustments when necessary.
- ◆ The final step in the review and disposition of police internal affairs investigations should rest with the City Manager and City Commission, as the employer.

10.8 COMMUNITY POLICE REVIEW BOARD CONCLUSION

While Citygate is not opposed to all elements in the proposed new ordinance, we are concerned that its adoption at this time, given the lack of trust in the relationship between some in the Police Department and the CPRB, would be problematic and would likely lead to more frustration. This friction has existed since the CPRB was first created and over the initial operating period has worsened to the point where the CPRB has singularly drafted and begun community conversations on an expanded operating ordinance. Citygate is concerned enough after listening to multiple perspectives that we recommend both sides stop unilaterally creating new versions. As Finn makes clear, “The talent, fairness, dedication, and flexibility of the key participants—in particular, the oversight system’s director, chief elected official, police chief, and union president—are *more important* [emphasis added] to the procedure’s success than is the system’s structure.”⁴¹

Citygate finds it more beneficial to stop the current pattern of one-way communication and use joint diplomacy and leadership to re-establish a partnership that drives community participation in transparency and oversight on behalf of the City Commission and, through them, the public.

The Department and the CPRB cannot and should not wait to engage in the hard work of building trust and confidence in the Department internal affairs function while participating in the Working Group to review and address concerns with the new proposed ordinance.

⁴¹ Finn, “Citizen Review,” (2001), p. xi.

Citygate believes this approach is consistent with the mission of the CPRB and would help to build the relationship necessary to ensure an ongoing and productive relationship with the Department, which is essential if both are to work together to ensure the Lawrence community has faith in the Department and its ability to hold its members accountable to statutes, civic intent, Departmental policy, and best practices for fair treatment to all individuals, absent policy.

Finding #60: A friction exists between the Department and the Community Police Review Board that was not helped when the Community Police Review Board recently proposed an expanded operating ordinance.

Recommendation #71: Immediately convene a Working Group of key stakeholders who will have an interest in the outcomes of any new Community Police Review Board ordinance. Build, at a minimum, an 11-person team that will use an interest-based approach to jointly design a best practices-based system. The team will be coordinated by the Assistant City Manager, consisting of the Community Police Review Board members, the Chief of Police, a Police Officers' Association representative, the City Attorney, and at least three minority residents of Lawrence.

The result will be the reconstitution of a Community Police Review Board with an expanded scope of public engagement duties.

10.8.1 A Possible Way Forward

The Working Group of key stakeholders will have an interest in the outcomes of a new CPRB ordinance. This group can then work through the current and anticipated points of conflict and develop common goals to improve communication and transparency while building trust.

Recommendation #72: The Department should meet with the Community Police Review Board and Working Group to explain an updated complaint intake process—and how the new tracking software will improve accountability and aggregate reporting.

Following are questions the Department should answer for the Working Group:

- ◆ Who can receive a complaint?
- ◆ What qualifies as a complaint?
- ◆ Are members of the Department required to file a complaint reporting misconduct when they observe it?
- ◆ What are complainants told when an investigation is concluded?
- ◆ How can the public be assured the complaint process is not biased in favor of officers when colleagues of the accused are the assigned as the investigators?

Recommendation #73: The Department should discuss and share its relevant policies and training on misconduct and its complaint reporting requirements by members of the Department.

Recommendation #74: The Department must seriously consider the recommendations of the Community Police Review Board and report back on the actions needed to implement necessary new processes.

Recommendation #75: The Department should research and adopt the best practices currently exercised in internal affairs, which might result (initially) in an increase in internal affairs complaints.

Best practices to adopt for internal affairs should minimally include:

1. The widest possible net should be cast at intake to receive all complaints from all possible sources. While the procedures for investigation and resolution of these complaints may differ depending upon their nature, it is a recommended practice to take in all complaints. Moreover, complaints provide the Department with insight about how it is perceived by the public. Law enforcement is not doing its job if the

public, as a whole or in part, believes the police officers are not effective, ethical, or respectful.

2. To the extent permitted by law, a complaint should be received whether presented orally, in writing, or in some other reasonably intelligible form. The point is to make it as simple as reasonably possible for anyone, including an arrestee, to present a complaint without unnecessary burden. The public has a reasonable expectation that a department presented with a complaint will act in good faith to accept it.
3. A public complaint form or another means to file a complaint should be available upon request at all units and patrol stations ordinarily accessible to the public. Information about how to file a complaint should be available at municipal offices and other appropriate identified locations. An easy-to-identify electronic version of the complaint form, as well as instructions, should be on the Department's website, capable of being filled out and transmitted electronically.
4. The public complaint process should not discourage, dishearten, or intimidate complainants or give them cause for fear. Unless required by law, a complainant need not be under oath or penalty of perjury. Unless required by law, no threats or warnings of prosecution or potential prosecution for filing a false complaint should be made orally or in writing to a complainant or potential complainant. Practices such as running warrant or immigration checks on complainants at intake should not be tolerated.
5. Every complaint should be tracked through final disposition. The tracking system should be automated, where feasible, and capable of capturing information in separate data fields regarding the complaint, as this is important for case tracking.
6. A written acknowledgment of a complaint or a receipt should be provided to the complainant in person or by mail or e-mail promptly and should be documented in a retrievable manner. It should include a reference number, a complete synopsis of the complaint, the identity of the investigator or other responsible person, and their contact information.
7. As a routine matter, the Department should conduct regular audits to verify complaints are being taken properly and to ensure all employees are adhering to Department rules and standards.
8. All complaints made by members of the public and all internal complaints of a serious nature, as determined by the Department, must be investigated. The extensiveness of the investigation may vary from complaint to complaint commensurate with the seriousness and complexity of the case. A small number

may be capable of resolution after a cursory or truncated investigation. No complaint investigation should be closed or otherwise terminated without the concurrence of the commander of internal affairs, at a minimum. Internal affairs should be the guarantor that every investigation undertaken by its own personnel in the Department fulfills its investigative mission. All reasonable steps should be taken to assure every investigation is free from conflict of interest, bias, prejudice, or self-interest. Accordingly, investigations should, when reasonable and feasible, be conducted by an internal affairs unit that reports directly to the Chief of Police or their designated immediate subordinate deputy or assistant. The Department should have a policy to address any instance where internal affairs confronts a conflict of interest or believes it cannot conduct an objective and unbiased investigation, such as when the Department head or internal affairs commander is the subject of the complaint.

9. Internal affairs should conduct all serious administrative investigations including but not limited to officer-involved shootings, in-custody deaths, alleged constitutional violations, allegations of racial profiling or discriminatory policing or racial prejudice, dishonesty, drug use, sexual misconduct, cases handled for other jurisdictions, interagency cases, and cases referred directly by the Chief of Police or Command Staff. Internal affairs should also conduct all administrative investigations of allegations of misconduct that are likely to result in litigation against the Department or its members.
10. Documentation of investigations must be thorough, complete, and as comprehensive as reasonably possible. Using standardized forms or formats aids in quality control, evaluating comprehensiveness and sufficiency of content, consistency, and record keeping.⁴²

⁴² “Standards and Guidelines for Internal Affairs: Recommendations from a Community of Practice” (Los Angeles, CA: Office of Community Oriented Policing Services, n.d.), <https://cops.usdoj.gov/RIC/Publications/cops-p164-pub.pdf>.

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SECTION 11—NEXT STEPS AND LIST OF FINDINGS AND RECOMMENDATIONS

11.1 NEXT STEPS

The purpose of this assessment is to compare the Department’s current performance against the local populations and physical assets to be protected within nationally recognized best practices. This analysis of performance forms the basis from which recommendations for changes, if any, in police operations, equipment, and staffing may be made. Recommendations take time and fiscal capacity, more so as the impacts of COVID-19 continue to unfold on local and state economies. Citygate suggests the following steps moving forward:

- ◆ Review the content, findings, and recommendations of this report.
- ◆ Adopt incident response performance goals as recommended.
- ◆ Direct staff to return with a multiple year, prioritized, deployment field and support services plan within 90 days and, as needed, modify an upcoming budget to implement the first phase.
- ◆ When the new Police Chief is hired in the fall of 2021, the Department’s implementation plan can be reviewed for further insight and direction by the permanent chief. Citygate does not advise waiting until then to implement changes as there are many recommendations the Department is capable of—or has already begun—implementing under the direction of the Interim Chief(s).

11.2 LIST OF FINDINGS AND RECOMMENDATIONS

The following is a list of all findings and recommendations that occur throughout the report, identified by section or topic.

11.2.1 Findings

City and Police Department Strategies and Goals

Finding #1: The Department’s goals and objectives do not reflect the City Commission Strategic Plan. There are no budget performance measures to align investment in police programs with desired community outcomes for public safety and quality of life.

Finding #2: Without the Department being closely aligned with the City Commission Strategic Plan and having reported budget measures associated with outcomes, the Department is not connected to the City through its goals and objectives. Without

this connection, new hires and promoted and journey-level members cannot be trained and held accountable by oversight and annual performance reports to conduct operations to the City Commission and community expectations.

Community Engagement

Finding #3: While the Department is involved with extensive traditional forms of engagement and volunteer work and is commended for that type of commitment, it does not deeply enough embrace best practices in community policing, engagement founded in individual interactions, and partnerships with stakeholders. Doing so will require education, training, and new methods of policing *with—not to—the community*.

Federal and State Legislation Impacts

Finding #4: Conducting independent investigations of police use of deadly force is a national best practice, which is reflected in Department policy. The Department should be commended for being a leader in the development of a regional officer-involved shooting Investigative Team designed to provide independent investigations for member departments.

Finding #5: The Department has already made the commitment to achieve accreditation by the Commission on Accreditation for Law Enforcement Agencies.

Finding #6: Use-of-force tracking software recently deployed by the Department should meet the data requirements listed in House Resolution 1280, and Citygate encourages the Department to review this section of the bill for its own determination.

Finding #7: The Department has a policy requiring the duty to intervene, and the policy is a part of annual in-service use-of-force training. This training will be strengthened by incorporating it into the Department’s reality-based training program.

Finding #8: Department policy does not ban no-knock search warrants in drug cases. As House Resolution 1280 does not provide a specific definition of what a “drug case” is, the Department and community need to tailor this policy to Lawrence.

Finding #9: Department policy prohibits “choke holds” except in instances of deadly force and is silent on carotid holds, as it is not a Department-trained technique. If House Resolution 1280 or other legislation in Kansas is signed into law, or if the community conversation warrants, the Department should update its policy.

Organizational Design

Finding #10: Current Department organizational design does not follow command structure best practices for a department of its size.

Finding #11: There are no clear Patrol supervisory staffing minimums.

Patrol Division

Finding #12: There are no identified minimum staffing levels for front-line supervision and mid-level management.

Finding #13: Citygate assesses that Patrol supervision is a critical area of the organization, and that additional efforts can be made to ensure Patrol Sergeants remain out of the office and in the field providing direct supervision for critical 9 1 1 calls and other officer activities.

Finding #14: Domestic and drug calls are growing significantly year over year and need holistic attention and engagement from the Department.

Finding #15: The Department has difficulty tracking in-service and out-of-service times, and logging time for court, report writing, training, and other key administrative activities. In addition, Patrol radio identifiers do not remain with Patrol as officers take on new assignments, creating Patrol measurement challenges for the Department.

Finding #16: A review of available computer-aided dispatch incident data shows that current minimum and full staffing levels are sufficient to handle public-generated calls for service. However, there are opportunities for the Department to better classify and measure work.

Finding #17: Call handling time at Douglas County Emergency Communications is higher than expected. Citygate finds that while Department Command Staff monitor response times through infrequent periodic checks of priority calls, no response time goals have been established for the Department by the City Commission from which to drive oversight while working with Douglas County Emergency Communications.

Finding #18: The Department does not have a formal traffic safety program. Traffic accidents are frequent calls for service to which Patrol officers respond. In addition to traffic accident response, traffic safety programs based on historical data provide a variety of positive resources that benefit a community.

Finding #19: The Department is considering placing Teleserve officers in the field.

Finding #20: The current system for Animal Control Services processes and retrieval is not efficient.

Investigations Division

Finding #21: The Investigations Division appears appropriately staffed, but a certain level of inexperience exists in both the supervisory staff and the Detectives, and some retirements within the Division may be forthcoming.

Finding #22: The Investigations Division has highly trained and highly skilled forensic and crime scene investigators, several of whom are also eligible for retirement.

Finding #23: The Department's more focused approach to investigations involving special victims aligns with national best practices, including the emphasis on trauma-informed communication and the embedding of a domestic violence systems-based advocate.

Finding #24: Investigations Division analysts are being asked to fulfill data requests that detract from their primary duties.

Finding #25: The Directed Investigations Unit will often rely on drug investigative techniques in targeting chronic offenders, and there is an inherent risk of focusing too much on the investigation of narcotics alone.

Finding #26: The traditional communication issues between the Patrol and Investigations Divisions have improved with both being housed in the same facility, and both Divisions see a need for more personnel to ensure the quality of criminal investigations.

Finding #27: The Department is trying to determine whether to maintain its generalist officer approach or to seek more effective, alternative approaches.

Recruitment and Hiring

Finding #28: There is no strategic approach to recruitment, particularly as it relates to the Department's workforce being representative of the community's workforce.

Finding #29: There are no measures of success for recruitment, and there are no other performance measures in place that could help determine whether the function of both recruitment and hiring is appropriately placed within the Training Unit.

Finding #30: There is an absence of recruitment being perceived as every member's responsibility within the Department culture.

Finding #31: Department hiring processes differ depending upon a candidate's experience, modestly risking expediency over rigor.

Training

Finding #32: The Training Unit is making deliberate efforts to increase the Department's openness to more effective police officer training.

Finding #33: The Police Training Officer program is a national best practice, but implementation issues are interfering with its effectiveness.

Finding #34: Certified officers move more quickly through the Police Training Officer program and may not receive the benefit of its foundational teaching in problem-solving and emotional intelligence.

Finding #35: There is no formal in-service training mandate for non-sworn employees.

Finding #36: Department commitment to exceeding state requirements to address racial disparities inherent in policing is not being fully leveraged.

Promotion and Reward Systems

Finding #37: The promotion process allows for significant discretion by the Chief and the Command Staff.

Finding #38: Evaluation criteria in the promotion process are so extensive they are impractical to measure in a meaningful and consistent manner.

Finding #39: There is no guidance for Department members seeking a path to promotion, and no management training is required during a probationary period that is shorter than industry standards.

Finding #40: Succession planning is not an element of the Department's culture.

Finding #41: Evaluations are not tailored to positions or reflective of the training police officers receive as recruits. In practice, the evaluation process serves more as the fulfillment of a policy requirement than as a tool to coach, train, mentor, and shape the culture of the Department.

Finding #42: Similar to evaluations, the rewards systems are not designed to promote strategic objectives or the desired organizational culture.

Finding #43: Officer competencies are not measured to the standards of their intended purpose.

Special Weapons and Tactics

Finding #44: The Department does not have certain advanced life-saving equipment and technology that could be incorporated to address 21st century policing needs.

Mobile Field Force Team

Finding #45: The Department does not have a Mobile Field Force Team.

Information Services

Finding #46: The Department needs to ensure that the duties of the Information Technology and Records sections are appropriately based on unit function rather than on individual skills. One unit is the technology provider and the other unit is the maintainer/custodian of critical records.

Finding #47: The Department's Spillman records management system is a capable yet cumbersome system with decreasing customer service. This requires a premium to be placed on timely and accurate data entry and retrieval and dedicated data supervision and expertise, which are not strengths of the Department.

Finding #48: The Department does not have an online reporting system.

Finding #49: The Department misunderstands public affairs outreach as comprising **all** of community engagement, instead of only the mechanical aspects of public affairs outreach. Public affairs outreach is but one of many strategies and methods for all Departmental services to engage and build relationships with the community.

Community Mental Health / Homelessness

Finding #50: There are current service gaps in the criminal justice and mental health care pathways.

Finding #51: Lawrence-Douglas County Public Health is building a new data repository named My Resource Connection (accessed online at douglas.myresourceconnection.org) and will be available through County Public Health.

Professional Standards and Complaint and Appreciation Process

- Finding #52:** The Department website has “Compliments and Complaints” information on the same landing page, and it is very easy to not see the difference between the two.
- Finding #53:** There is no email address on the website for contacting the Department regarding compliments or complaints.
- Finding #54:** A significant section of the “Compliment and Complaints” website landing page is dedicated to explaining the process of filing racial or other bias-based policing complaints. This section includes a hyperlink to the Community Police Review Board website and the state Attorney General’s website.
- Finding #55:** The Department is correcting long-term budget analysis passivity by engaging in active budget planning around strategic goals and more frequent reporting.
- Finding #56:** The Department has as a low number of investigated internal affairs complaints for a department of its size.
- Finding #57:** There is evidence of self-policing by the Department due to internal complaints being initiated about Department employees.
- Finding #58:** There is a current lack of formal internal systems for data capture of complaints against officers.
- Finding #59:** There is a lack of connection to and trust between the Department and the Community Police Review Board.

Community Police Review Board

- Finding #60:** A friction exists between the Department and the Community Police Review Board that was not helped when the Community Police Review Board recently proposed an expanded operating ordinance.

11.2.2 Recommendations

City and Police Department Strategies and Goals

- Recommendation #1:** The Department must have a strategic plan with annual goals, objectives, and data-driven performance measures *closely reflective of and aligned* to the City’s Strategic Plan and budget. Revised Department goals must be published as part of recruitment, new

employee training, promotion testing, and annual performance reporting.

Community Engagement

Recommendation #2: Train Department personnel and key community leaders in the principles of legitimacy and procedural justice. Place emphasis on education and training to address race and cultural divides and build trust with communities of color. The Chicago Police Department has developed a robust curriculum which has been adopted and customized by other departments, including the Salinas, Stockton, and Oakland, California, Police Departments. The components of the Chicago Police Department’s eight-hour curriculum accomplish the following:

- ◆ Define police legitimacy and procedural justice.
- ◆ Explain how these relate.
- ◆ Help officers understand how these concepts benefit them and support good police work.
- ◆ Show that the relationship police have with communities they serve is important and that meeting shared expectations requires working together.
- ◆ Explore the impact of officer cynicism on their interactions with the public.
- ◆ Explain how community members’ assessment of police is influenced by how they are treated, regardless of the end result.
- ◆ Discuss police treatment of minorities in the United States and abroad, highlighting the enduring impact of policing under Jim Crow laws and during the Civil Rights movement.
- ◆ Employ the concept of a “community bank account” in which every interaction is either a deposit or a withdrawal.⁴³

Recommendation #3: Institutionalize the legitimacy and procedural justice training concepts in general orders, performance evaluations, and promotional processes.

⁴³ Gilbert, et al, “Procedural Justice and Police Legitimacy.”

- Recommendation #4:** Maintain support for Department personnel to continue strong volunteerism locally.
- Recommendation #5:** Recruit local residents, business owners, and representatives of local support service providers to serve as role players, if they agree to be properly trained, for police training scenarios and on internal hiring and promotional panels.
- Recommendation #6:** Encourage officers to follow up with crime victims. For example, when officers return from their days off in Patrol, they can be instructed to visit or call recent crime victims, especially seniors who live alone or victims still living in fear because the involved suspects are still outstanding.
- Recommendation #7:** Periodically invite residents to visit and tour the Police Department facilities.
- Recommendation #8:** Participate in or host more community events, such as National Night Out or Neighborhood Watch meetings.
- Recommendation #9:** Offer Crime Prevention Through Environmental Design (CPTED) reviews to local residents and business owners. CPTED is a multi-disciplinary approach of crime prevention that uses urban and architectural design and the management of built and natural environments. CPTED strategies aim to reduce victimization, deter offender decisions that precede criminal acts, and build a sense of community among inhabitants so they can gain territorial control of areas, reduce crime, and minimize fear of crime.⁴⁴

Organizational Design

- Recommendation #10:** Implement the proposed command structure organizational design.
- Recommendation #11:** Create realistic supervisory staffing minimums and determine priorities necessary to fulfill them.

⁴⁴ See <https://www.cpted.net>.

Patrol Division

- Recommendation #12:** Establish minimum staffing levels for front-line supervision and mid-level management.
- Recommendation #13:** Increase mid-level Patrol management, which enhances oversight while providing Sergeants increased field supervision opportunities.
- Recommendation #14:** Review proactive policing methods and engage with the community and social welfare partners to address community needs regarding domestic violence and drugs.
- Recommendation #15:** Mandate in-service and out-of-service policies, review time-keeping category and coding processes, and review and enhance computer-aided dispatch coding. Identify and update Patrol radio identifiers as officers pursue assignments in new roles.
- Recommendation #16:** Use the computer-aided dispatch incident staffing analysis in this report to ensure shift schedules are aligned properly, while enhancing data collection around key activities not being measured today such as court, training, and other related activities.
- Recommendation #17:** In coordination with the City Commission and Douglas County Emergency Communications, diagnose and resolve excessive call handling times.
- Recommendation #18:** The Department should consider re-establishing a Traffic Safety Team to ensure focus on engineering and education, along with enforcement.
- Recommendation #19:** Expand Teleserve officers to the field to increase efficiency and reduce potential points of conflict.
- Recommendation #20:** Establish an efficient program that allows the Humane Society to collect fees that are reimbursable to the City. Update electronic reporting processes, maintain quarantine processes, and work with the City Attorney to establish more efficient and effective mail-in citation processes.

Investigations Division

- Recommendation #21:** Create a well-defined succession plan for forensics investigators, who have a very specific skillset that requires a high level of investment in time and training.
- Recommendation #22:** Increase mentoring of new personnel and provide them with more training opportunities to reduce the institutional learning curve, especially for new supervisors.
- Recommendation #23:** Strong consideration should be given to employing a systems-based advocate who can devote 100 percent of their time supporting adult and child victims of sexual assault or domestic violence cases being investigated by the Special Victims Unit.
- Recommendation #24:** The Department should consider taking its response to special victims a step further by developing a new sexual assault investigation policy, such as a model called You Have Options, that gives control over investigations to victims.
- Recommendation #25:** Undertake a task/time assessment of civilian analysts to assess time allocation as part of a wider Department effort to determine what data should be produced by whom.
- ◆ Monitor the level of outcomes generated by the Directed Investigations Unit compared to the number of outputs. The inherent risk in using drug investigative techniques is that the outputs tend to be drug search warrants and drug arrests.
- Recommendation #26:** Develop detailed time-use analysis for Detectives to help monitor and evaluate their comparative performance and determine appropriate staffing levels in the future.
- Recommendation #27:** Create formalized systems and processes to pass information between Patrol and Investigations.
- Recommendation #28:** Establish goals and objectives for the new Patrol Investigator approach and develop a means to qualitatively evaluate the results.
- Recommendation #29:** Ensure policy clearly defines the level of preliminary investigation completed by Patrol officers and the types of cases that will remain in Patrol for follow-up investigations. Policy should also outline Patrol

case management processes similar to those used in Investigations, to include the role supervisors have in accountability.

Recruitment and Hiring

Recommendation #30: Make recruitment an important part of the Department’s strategic planning, including an emphasis on targeting local recruitment efforts to support the City’s Equal Employment Opportunity Plan.

Recommendation #31: Establish metrics for measuring progress toward achieving goals and objectives, and for assessing the need for additional or different resources to support recruitment.

Recommendation #32: Consider alternatives to the Training Unit conducting background investigations. Contract with retired law enforcement officers (a growing trend in the profession) or assign to Detectives in the Investigations Division.

Recommendation #33: Use the same hiring process regardless of a candidate’s experience to ensure a comprehensive assessment of their fit for the Department.

Training

Recommendation #34: Include lateral hires in the Police Training Officer program, including integration week, but with options for focused themes needed in Lawrence.

Recommendation #35: Refresh training for key stakeholders in the Police Training Officer program contracted through certified Problem-Based Learning instructors associated with the Police Society for Problem-Based Learning.

Recommendation #36: Create a Patrol Training Supervisor position whose primary duties involve coordination of the Police Training Officer program within Patrol and communication with the Training Unit.

Recommendation #37: Assess the current state of the Police Training Officer program and solve any problems using the very process it teaches to new recruits.

Recommendation #38: Require annual training for all Department employees in areas related to public engagement equitable policing: implicit bias, procedural justice, and culture competency.

Recommendation #39: Where appropriate, use annual training to institutionalize adopted recommendations from this study.

Promotion and Reward Systems

Recommendation #40: Clearly define in policy the processes that will be used for promotion at each rank and the relative weight of each element.

Recommendation #41: Consider eliminating the Chief's waiver of service requirements, or as an alternative to ensure transparency and constancy, specify under what conditions it may be employed and what benefit it provides to the Department.

Recommendation #42: Ensure that all criteria for candidate evaluation can be evidenced in some way through documentation such as performance evaluations, awards, community recognition, training accomplishments, and self-assessments.

Recommendation #43: Extend the probationary period to 12 months and provide management training during this time for employees receiving their first promotion.

Recommendation #44: Outline training or assignments employees should seek to prepare them for promotion and include succession planning as part of the Department's strategic planning.

Recommendation #45: Tailor evaluations to the demands and expectations of each position and include the community-oriented commitments of the City's Strategic Plan.

Recommendation #46: Consider reducing rating categories to three, or alternatively, use a rubric approach to better clarify performance expectations.

Recommendation #47: Model Patrol evaluations after the core competencies used during the Police Training Officer program.

Recommendation #48: Provide training to help supervisors use the evaluation process as a continual means of coaching employee performance.

Recommendation #49: Add awards and competencies that recognize employees for achieving performance in support of the strategic plans of both the Department and the City.

Recommendation #50: Ensure that the annual assessment of all competencies provides relevant proof of their maintenance. Such proof should be clearly outlined in the Memorandum of Understanding.

Special Weapons and Tactics

Recommendation #51: The Department should review current equipment, establish priorities for procurement and training of equipment that meets 21st century standards, and incorporate 21st century equipment and technology within the organization as a best practice while educating the community on the importance of this equipment and training.

Mobile Field Force Team

Recommendation #52: Twenty-first century policing should require the establishment of a Mobile Field Force Team, budget allocations, procurement of necessary equipment, and regular training locally and regionally. All sworn staff in addition to an identified team should receive annual crowd control training in compliance with state and Department standards.

Information Services

Recommendation #53: The Records Team needs a manager, who is trained in the provision of police records, internally and externally, within legal requirements, as well as with the management skills to design workload measures, customer service procedures, and to hold the team accountable to support the Department's services. One place to recruit such a person could be from skilled city, county, or special district clerks who have records as a primary function, supporting elected bodies.

Recommendation #54: Establish productivity and performance measures for Records personnel to determine appropriate staffing levels.

Recommendation #55: Establish clear responsibilities for fulfilling data requests, ideally according to function rather than individual competence.

Recommendation #56: Adhere to a reasonable process for requesting Information Technology resources.

Recommendation #57: Assess the need for a Business/Data Analyst to relieve invoicing and contract management from Information Technology and determine if

the position can be combined with other needs like accreditation or budget analysis.

Recommendation #58: Conduct a thorough cost/benefit analysis of acquiring and implementing a new records management system.

Recommendation #59: Access online reporting options to enhance organizational efficiency and provide an alternative service delivery mechanism to Lawrence residents if found to be cost-effective.

Recommendation #60: The Department, as part of a new strategic plan, must have a strategy, goals, and objectives for public affairs, and as needed, a formal Public Information Officer response.

Recommendation #61: Provide the Department with greater control over its website, or as an alternative, permit the development of a new website using a more responsive platform.

Community Mental Health / Homelessness

Recommendation #62: Work with existing multi-agency partners to develop a regional, persons-in-crisis strategic plan that aligns City and County goals, objectives, programming, and funding sources in a care pathway that increases patient success, organizational efficiency, and decreases adverse community impacts.

Professional Standards and Complaint and Appreciation Process

Recommendation #63: Establish easy-to-find email addresses to contact the Department about compliments or complaints.

Recommendation #64: Retain the detailed explanation of filing bias-based policing complaints as well as the links to the Community Police Review Board and Attorney General websites.

Recommendation #65: Establish a method for completing an e-signature on the online Office of Professional Accountability complaint form to increase accessibility by making a valid “online only” process for filing a formal complaint.

Recommendation #66: Support the implementation of IA PRO/BlueTeam.

Recommendation #67: Be cognizant of the potential of false positives created by increased complaints being captured with the use of IA PRO/BlueTeam software.

Recommendation #68: Evaluate and contextualize the totality of future internal affairs data sets that may indicate increases in misconduct when evaluated as isolated variables.

Recommendation #69: Support the innovations in budget analysis and planning and continue to encourage connectivity to the updating of systems and expertise offered by the City of Lawrence Finance Department.

Recommendation #70: The Administrative Team of the Department needs to work with the Community Police Review Board to bridge the current trust gap and lack of relationship.

Community Police Review Board

Recommendation #71: Immediately convene a Working Group of key stakeholders who will have an interest in the outcomes of any new Community Police Review Board ordinance. Build, at a minimum, an 11-person team that will use an interest-based approach to jointly design a best practices-based system. The team will be coordinated by the Assistant City Manager, consisting of the Community Police Review Board members, the Chief of Police, a Police Officers' Association representative, the City Attorney, and at least three minority residents of Lawrence.

The result will be the reconstitution of a Community Police Review Board with an expanded scope of public engagement duties.

Recommendation #72: The Department should meet with the Community Police Review Board and Working Group to explain an updated complaint intake process—and how the new tracking software will improve accountability and aggregate reporting.

Recommendation #73: The Department should discuss and share its relevant policies and training on misconduct and its complaint reporting requirements by members of the Department.

Recommendation #74: The Department must seriously consider the recommendations of the Community Police Review Board and report back on the actions needed to implement necessary new processes.

Recommendation #75: The Department should research and adopt the best practices currently exercised in internal affairs, which might result (initially) in an increase in internal affairs complaints.