City of Lawrence Police Department 2011 Study Session

June 14, 2011

City *of* Lawrence
POLICE

Principles

"We are committed to providing excellent city services that enhance the quality of life for the Lawrence community"

City *of* Lawrence
POLICE

Principles – What Is the Function of a Police Department?

Sir Robert Peel, the “Father of Modern Policing” developed what later became know as the Peelian Principles; two of which state:

- “The basic mission for which the police exist is to prevent crime and disorder.”
- “The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it”.
- “Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the interests of community welfare and existence.”

Previously Identified City Commission Goals

Economic Development
Planned Growth
Community Building
Environment Issues
Neighborhood Quality
Transportation
Downtown Development
Service Delivery

Police services impact all these areas

Police Resources

- How do you know how to fund a police department to meet goals?
- What are the instruments of measurement and how do you gauge efficiency?
  - Community service expectations?
  - Staffing and workload?
  - Population ratios?
  - Crime rates?
  - Comparisons to other communities?
  - Surveys?
  - Historical information?

2005 Resource Plan – Goals

Identified seven community public safety goals:

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

2005 Lawrence Police Department Resource Plan

The 2005 Resource Plan for the Lawrence Kansas Police Department developed by *Campbell DeLong Resources, Inc.*

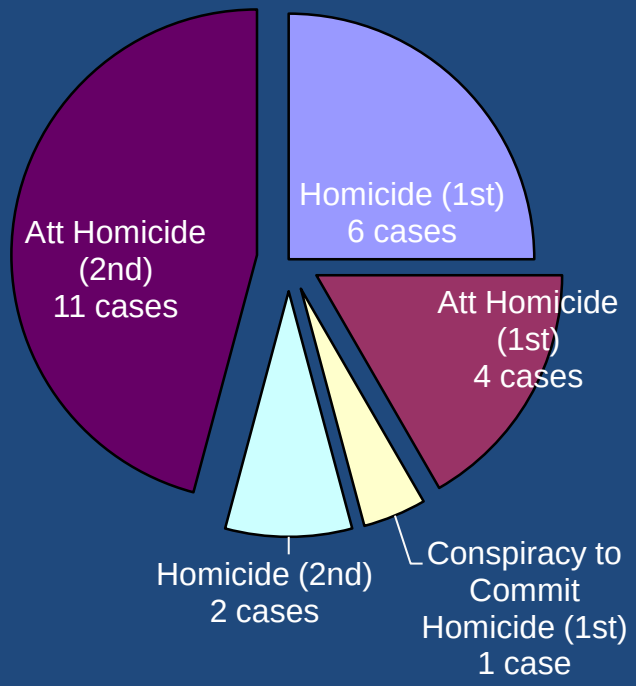
- Stated the focus should not be on the number of officers per population, but rather, “what will it take for us, in this community, to achieve our public service goals ?”
- Identified funding levels and expected outcomes with each goal.

Police Resources – Community Expectations

What does the community expect?

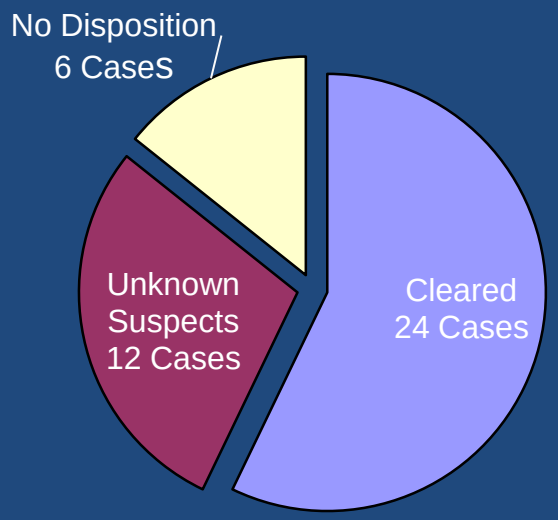
- Professionalism, education, competence, and ability to solve cases.
  - Concentration of investigative efforts and resources in this area.
  - Often are complex and involved multiple suspect cases with reluctant witnesses.
  - Increasing technological aspects: computer and video forensics.

2005 through 2010 Homicide Cases
Total of 24 Cases
100% Clearance Rate

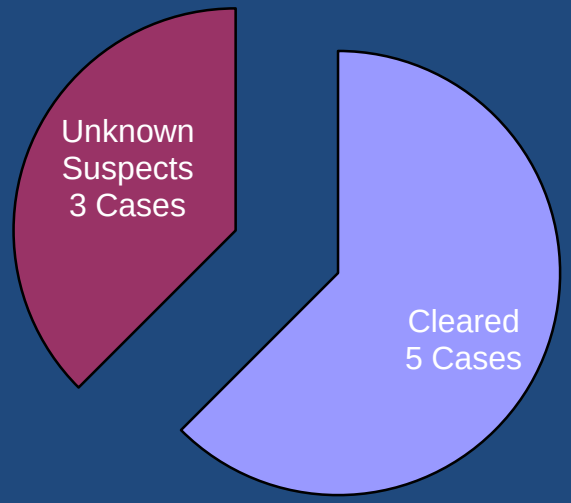


Police Resources – Community Expectations

2005 through 2010 Shooting Dispositions
Total of 42 Cases
57% Clearance Rate



2005 through 2010 Bar Related Shootings
Total of 8 Cases
63% Clearance Rate



Police Resources – Community Expectations

- Response and access to officers.
  - Reduced call holding times and expectations that an officer will respond if requested.
- Minor incident response
  - Top five Calls for Service (CFS) are requests to speak to officers, traffic collisions, alarms, medicals, and animal related.
  - Represents approximately 30% of public initiated CFS.
- Community policing philosophy.
  - Taking the time to interact and solve problems.
  - Access to information and transparency.
- Social service and intervention role.
  - Police officers helping families and individuals with needs and facilitating access to further specific services.

Police Resources – Community Expectations

- Experts in certain specialization fields; technology.
  - Key to solving complex cases.
  - Requires more time and training.
  - Examples include forensic computer, video, and crime scene capabilities.
  - Trickles down to the officer level as officers are increasingly being challenged to capture video, computer, cellular phone, and other data even in routine investigations – pervasiveness of information and technology coupled with expectations of thoroughness.
- Event management (athletic, parades, cultural).
  - Over 65 events in 2010; more than one a week.
  - Coupled with mandatory minimum certification training (40 hours per year/officer) and other public safety preparedness training, this has lead to event-based staffing; not crime reduction.

Police Resources

- Communities may be different in terms of what the demands are of their law enforcement.
- How does this impact the resources needed to provide police services in Lawrence as opposed to somewhere else?
- Demographic of population and “victimology”.
- Workload.
- Crime statistics.
- Community and judicial expectations in thoroughness.
  - Even in minor cases such as vandalism and graffiti – a recent downtown case involved over 1300 pages of investigative documentation for crimes perpetrated by the same group of individuals.
- Increased crime and case complexity.
- Legislative initiatives impacting allocation of resources.

Statistical Data

City *of* Lawrence
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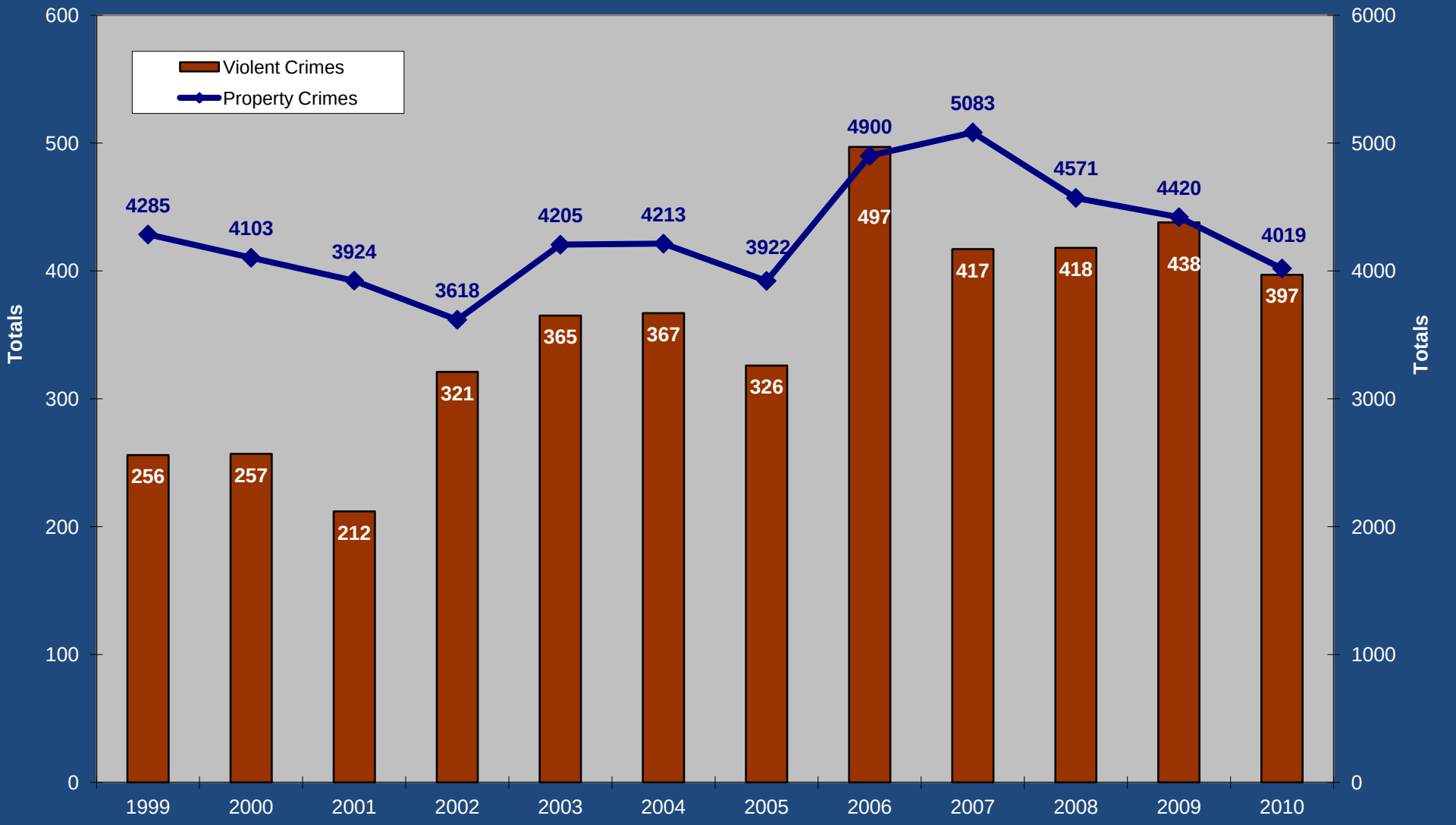
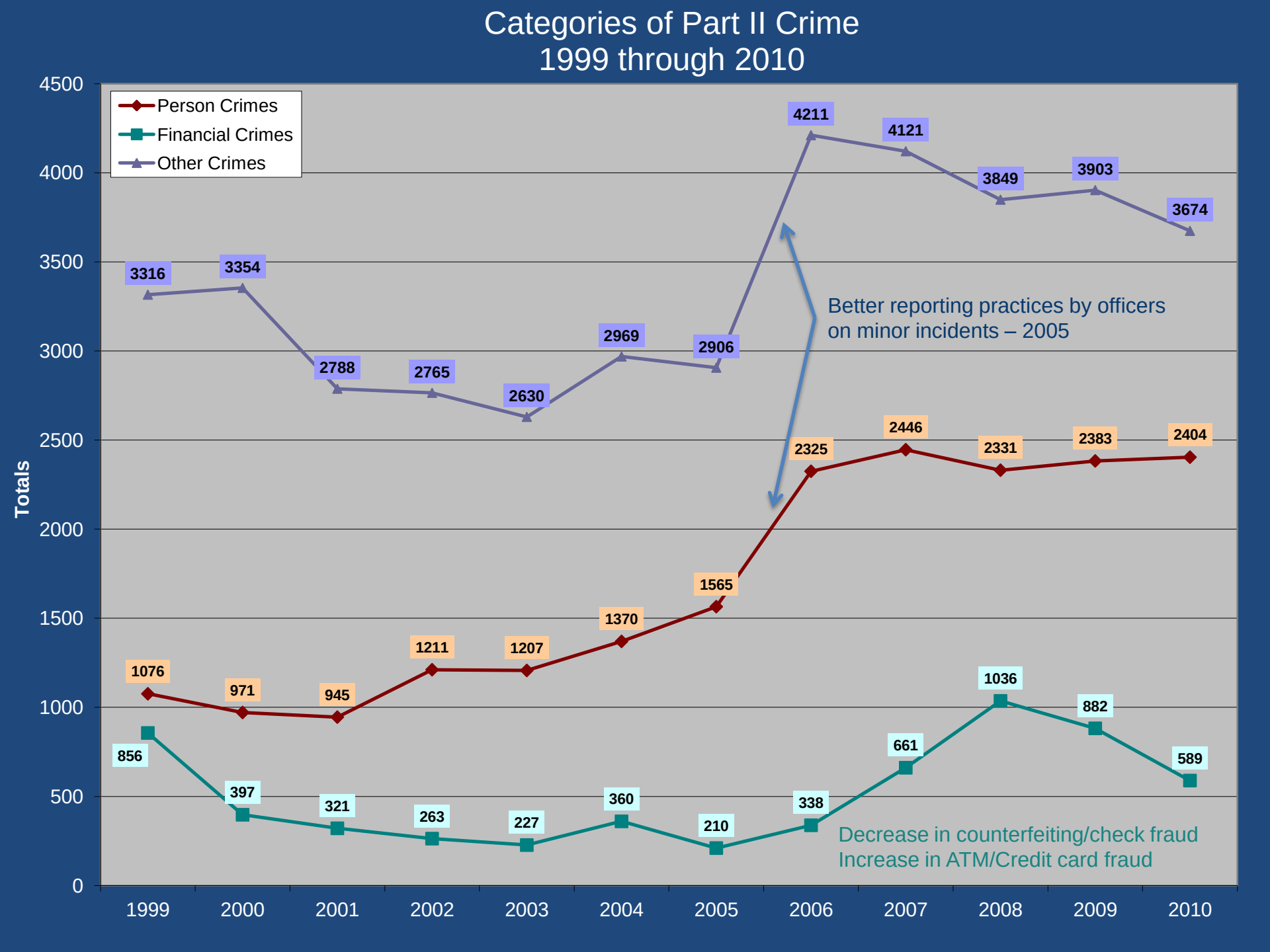
Total UCR Crimes
1999 through 2010

Violent crime defined as: Aggravated Assault/Battery, Murder, Rape, and Robbery.
Property crime defined as: Arson, Burglary, Motor Vehicle Theft, and Theft.

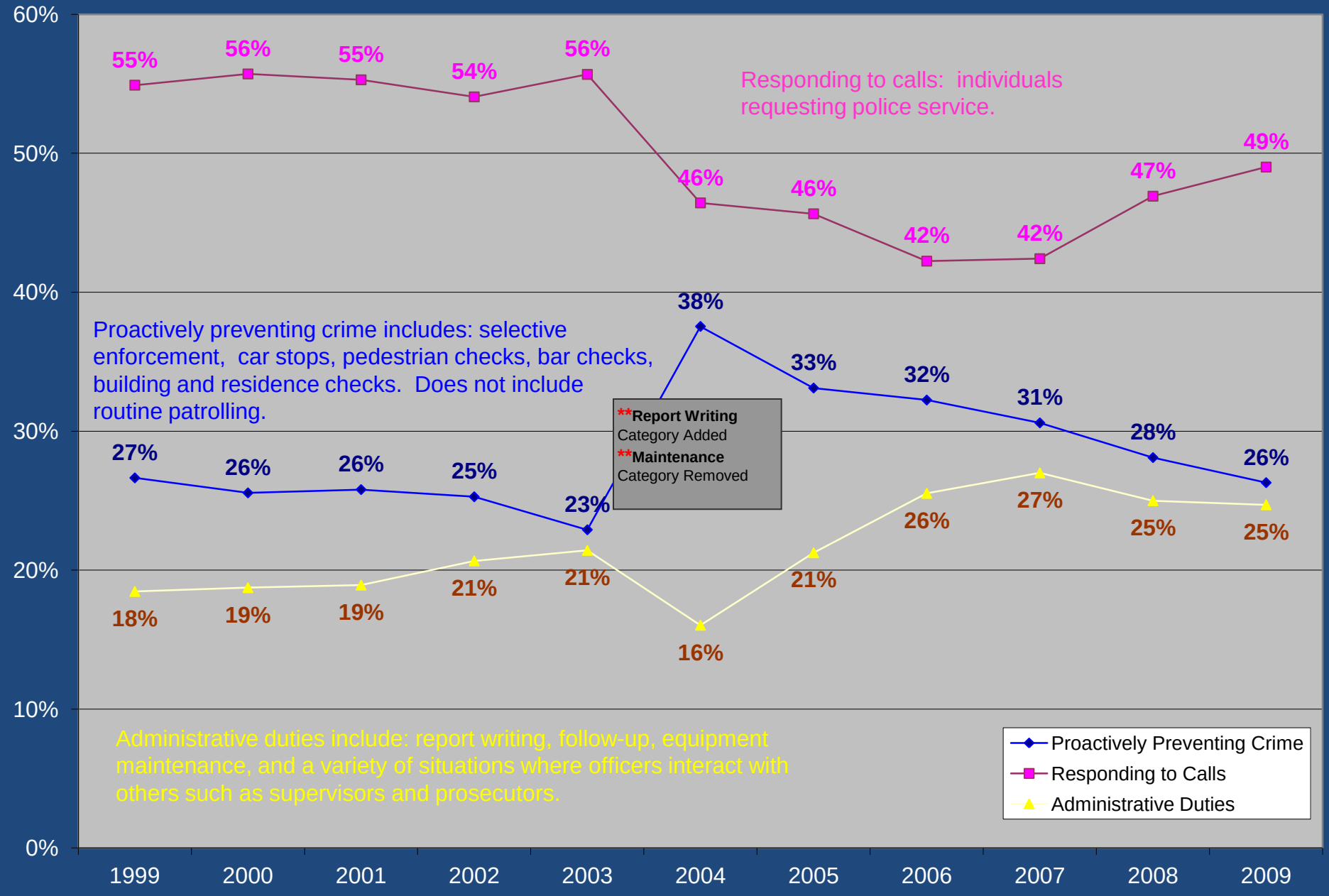


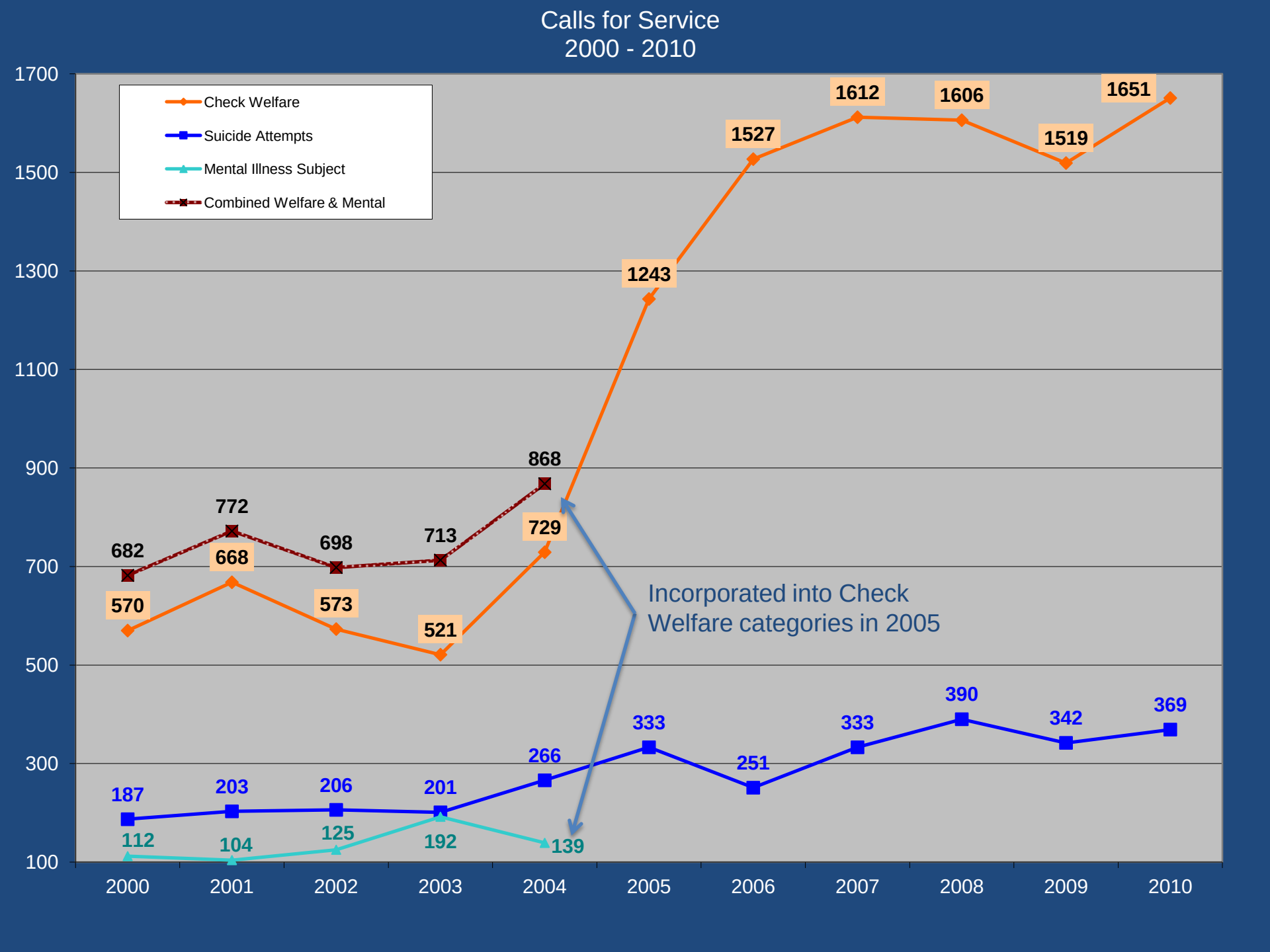
Crime (Index) Rate/ 1000 population
1999 through 2010
Crime Rate
70.0
65.0
60.0
55.0
50.0
45.0
40.0
56.7
54.4
51.1
48.7
55.8
55.5
51.5
65.5
61.1
54.8
53.3
50.4
1999
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010

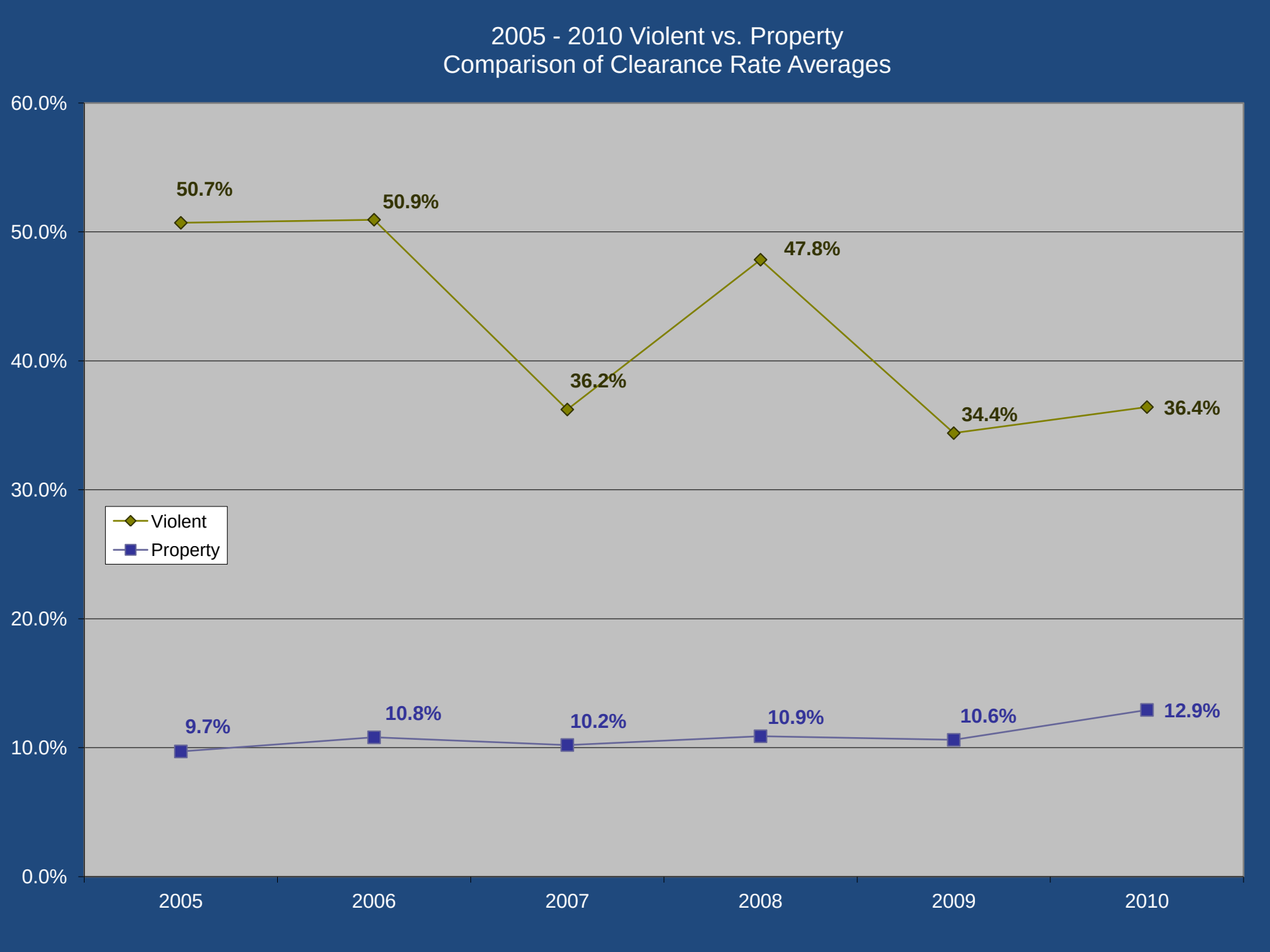

Categories of Part II Crime
1999 through 2010
Person Crimes
Financial Crimes
Other Crimes
Totals
4500
4000
3500
3000
2500
2000
1500
1000
500
0
1999
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
3316
3354
2788
2765
2630
2969
2906
4211
4121
3849
3903
3674
1076
971
945
1211
1207
1370
1565
2325
2446
2331
2383
2404
856
397
321
263
227
360
210
338
661
1036
882
589
Better reporting practices by officers
on minor incidents – 2005
Decrease in counterfeiting/check fraud
Increase in ATM/Credit card fraud

Officer Workload by Percentages

Reported time – 1999 through 2009




Calls for Service
2000 - 2010
Check Welfare
Suicide Attempts
Mental Illness Subject
Combined Welfare & Mental
1700
1500
1300
1100
900
700
500
300
100
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
682
772
698
713
868
570
668
573
521
729
1243
1527
1612
1606
1519
1651
187
203
206
201
266
333
251
333
390
342
369
112
104
125
192
139
Incorporated into Check Welfare categories in 2005


2005 - 2010 Violent vs. Property
Comparison of Clearance Rate Averages
60.0%
50.0%
40.0%
30.0%
20.0%
10.0%
0.0%
50.7%
50.9%
36.2%
47.8%
34.4%
36.4%
9.7%
10.8%
10.2%
10.9%
10.6%
12.9%
Violent
Property
2005
2006
2007
2008
2009
2010

Total Personnel Resource Additions and Allocation of non-supervisory positions

Year	Commissioned officers	Patrol	Detectives	Juvenile Investigators	Drug Unit Officers	Special Investigation Unit	School Resource Officers	Traffic Unit	Neighborhood Resource Officers	Other Admin. duties
1999	119	80	8	2	2	1	0	0	0	6
2000	124 (+5)	85	8	2	2	1	0	0	0	6
2001	124	85	8	2	2	1	0	0	0	6
2002	135 (grants for 11)	88	8	2	2	1	4 (COPS grant)	6 (KDOT grant)	0	4
2003	140 (+5 detectives)	88	13	2	2	1	4	6	0	4
2004	140	82	17	2	2	1	6	6	0	4
2005	140	83	17	2	2	0	6	6	0	4
2006	140	83	17	2	2	0	6	6	0	4
2007	142 (+2 sergeants)	82	17	2	2	0	6	6	2	3
2008	142	82	17	2	2	0	6	6	2	3
2009	142	80	17	3	2	0	6	6	2	4
2010	142	79	17	3	2	0	6	6	2	5
2011	143 (VAWA grant)	79	18	3	2	0	6	6	2	5

Patrol Division Staffing

YEAR	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Average	Positions Available	Staffing Level
2005	73	72	72	72	72	72	72	72	72	72	77	77	73	83	-12%
2006	77	77	75	75	75	75	74	74	74	74	71	71	74	83	-11%
2007	71	71	64	64	64	64	71	71	71	71	70	70	68	82	-17%
2008	70	70	70	67	67	67	67	68	68	68	68	65	67	82	-18%
2009	65	65	61	61	61	61	61	71	71	71	71	62	65	80	-19%
2010	66	66	66	70	70	70	70	70	70	67	67	67	68	79	-14%
2011	71	71	71	70	70	75								79	

- During the past seven years, the closest patrol has been to fully staffed is 77 officers out of a potential 83, or 6 positions short (-7%).
- During the past seven years, the furthest patrol has been to fully staffed is 61 officers out of a potential 80 (2009), or 19 positions short (-24%).
- Numbers do not reflect personnel on long-term leave for family needs, illness, injuries, or military leave.

Staffing Attrition

Year	Officers Leaving
1999	12
2000	10
2001	9
2002	5
2003	10
2004	6
2005	8
2006	5
2007	5
2008	11
2009	10
2010	9
12-year Ave.	9
2011	4-10

- As of 5/2/2011, the Department was 4 positions below authorized strength (from 143).
- One - two anticipated retirements on horizon.
- Three performing long-term military service.
- One serious injury leave.
- Inflow does not keep pace with the outflow.
- Data suggests over hire (by 8-9 officers) strategies should be utilized to bridge gap between annual hiring processes.

Patrol Division Staffing

- Uniformed officer staffing on any given day averages approximately 12.
  - Is this adequate to accomplish service expectations in an active community of approximately 90,000 residents and non-residents who travel to Lawrence as a destination?

Comparisons

City *of* Lawrence
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Combined Crime Index (UCR crimes per 1000 population) 2008 – 2009 KBI Statistics from highest to lowest

2008

Rank	City	Crime Rate
1	Topeka	65.1
2	Wichita	64.9
3	Lawrence	54.8
4	Kansas City, KS	47.8
5	Columbia, MO	43
6	Boulder, CO	40.3
7	Norman, OK	32.8
8	Lenexa	29.2
9	Olathe	26.1
10	Overland Park	26.0
11	Shawnee	22.1

2009

Rank	City	Crime Rate
1	Wichita	63.3
2	Kansas City, KS	62.6
3	Topeka	60.7
4	Lawrence	53.3
5	Lenexa	24.8
6	Olathe	23.7
7	Shawnee	21.4
8	Overland Park	13.5

Some similarly sized college towns added for 2008 comparison.

Violent Crime Index (UCR crimes per 1000 population) 2008 – 2009 KBI Statistics, from highest to lowest

2008

Rank	Agency	Violent Crimes
1	Wichita	8.6
2	Topeka	5.0
3	Lawrence, KS	4.6
4	Kansas City	4.6
5	Columbia, MO	3.9
6	Olathe	2.9
7	Boulder, CO	1.9
8	Lenexa	1.8
9	Overland Park	1.8
10	Norman, OK	1.7
11	Shawnee	1.6

2009

Rank	Agency	Violent Crimes
1	Wichita	9
2	Kansas City, KS	6.7
3	Topeka	5.8
4	Lawrence	4.8
5	Olathe	2.2
6	Lenexa	2.0
7	Overland Park	1.8
8	Shawnee	1.7

Some similarly sized college towns added for 2008 comparison.

Property Crime Index (UCR crimes per 1000 population) 2008 - 2009 KBI Statistics, from highest to lowest

2008

Rank	Agency	Property crime
1	Topeka	60
2	Wichita	55.7
3	Lawrence, KS	49.9
4	Kansas City	43.2
5	Columbia, MO	39.1
6	Norman, OK	33.6
7	Boulder, CO	28.5
8	Lenexa	27.2
9	Overland Park	23.9
10	Olathe	23
11	Shawnee	20.1

2009

Rank	Agency	Property crime
1	Kansas City	55.8
2	Topeka	54.9
3	Wichita	54.3
4	Lawrence	48.3
5	Lenexa	22.7
6	Olathe	21.5
7	Shawnee	19.7
8	Overland Park	11.7

Some similarly sized college towns added for 2008 comparison.

Workload – 2008

Public – initiated calls for service per officer, from most to least

Rank	Agency	Commissioned officers	CFS – defined as a public initiated call for police Service/total	Calls per officer
1	Kansas City, KS	386	258,548	669
2	Topeka	283	137,046*	484
3	Boulder, CO	171	78,204	457
4	Columbia, MO	156	69,665	446
5	Lawrence	141	57,151	405
6	Wichita	629	234,580*	372
7	Norman, OK	160	59,282	370
8	Shawnee	88	27,710	314
9	Olathe	164	47,430	289
10	Overland Park	257	64,968	252
11	Lenexa	95	22,469	236

*Wichita and Topeka figures are for total CFS; not able to differentiate officer-initiated calls from public-initiated

Workload - 2008

Total calls for service per officer, from most to least

Rank	Agency	Commissioned officers	CFS – defined as a public initiated call for police Service/total	Calls per officer
1	Columbia, MO	156	152,092	947
2	Lawrence	141	120,308	853
3	Kansas City, KS	386	291,114	754
4	Boulder, CO	171	108,204**	633
5	Lenexa	95	48,247	507
6	Topeka	283	137,046	484
7	Shawnee	88	42,620	484
8	Wichita	629	234,580	372
9	Norman, OK	160	59,282*	370
10	Olathe	164	47,430*	289
11	Overland Park	257	64,968*	252

*Overland Park , Olathe, and Norman (OK) are for public-initiated calls only.
Statistics on officer- initiated calls not available.
**Boulder, estimated 30,000 self-initiated.

Workload 2008

by number of cases per officer, from most to least

Rank	Agency	Commissioned officers	Total reports	Reports per commissioned position
1	Wichita	629	130,178	206
2	Lawrence	141	19,998	141
3	Kansas City, KS	386	50,336	130
4	Norman, OK	158	20,133	127
5	Columbia, MO	156	18,861	120
6	Boulder, CO	171	20,642	120
7	Topeka	283	33,339	117
8	Overland Park	257	25,447	99
9	Shawnee	88	7762	88
10	Lenexa	86	4735	55
11	Olathe	164	6,591	40

POPULATION RATIOS 2008 (2010)

Rank	Agency	Population	Commission officers	Officers per 1000 population
1	Kansas City, KS (2007)	143,800	386	2.7
2	Topeka, KS	122,554	283	2.3
3	Lenexa, KS	46,392	86	1.9
4	Boulder, CO	94,171	171	1.8
5	Wichita, KS	362,602	629	1.7
6	Columbia, MO	100,733	156	1.6
7	Lawrence, KS	91,089 (88,000)	141 (142)	1.5 (1.6)
8	Norman, OK	108,016	160 (165)*	1.5*
9	Overland Park, KS	171,909	257	1.5
10	Shawnee, KS	61,553	88	1.4
11	Olathe, KS	121,472	171	1.4

*Increasing by year due to Public Safety Sales Tax (PSST) passed in 2008 to add new facility and 41 police officer positions

Structure – Personnel (2010 authorized)

	Lawrence	Olathe	Shawnee	Lenexa	Overland Park	Kansas City	Topeka	Wichita	Norman	Columbia	Boulder
Commissioned Positions	142	171	85	95	260	367	300	668	160	156	171
Chief	1	1	1	1	1	1	1	1	1	1	1
Deputy Chiefs	0	1	1	0	0	3	2	3	0	1	2
Colonels	0	0	0	0	3	0	0	0	0	0	0
Majors	0	0	0	0	6	10	4	0	3	0	0
Captains	6	6	3	3	11	22	6	12	7	3	0
Lieutenants	0	4	4	4	4	0	10	38	16	6	5
Sergeants	15	20	13	13	26	41	41	58	0	22	21
Corporals	0	0	0	10	0	0	24	0	0	0	0
Detectives	17	18	9	11	39	47	34	104	27	14	19
Master Officers	0	0	28	22	0	0	0	0	68	6	0
Officers	103	122	27	31	171	241	178	452	38	103	123
Non staff/ supervisor ratio	5.5 to 1	3.8 to 1	2.9 to 1	2 to 1 3.5 to 1*	4.1 to 1	3.7 to 1	2.4 to 1 3.7 to 1*	5 to 1	4.9 to 1	3.7 to 1	5.9 to 1
Civilian Support	34	29	22	42	56	161	80	190	57	34	92
Total Personnel	176	200	107	137	316	528	380	858	215	190	263

*excluding corporals as supervisory

Supervisory Rank Structure

- Relatively flat organizational structure that is not as hierarchal as other organizations.
- Low supervisor to employee ratio as compared to other police organizations.
- In 1986, the Department's authorized strength was approximately eighty (80) commissioned positions. Twenty-one (21) were supervisory: chief of police, assistant chief of police, lieutenant (7), sergeant (8), and corporal (4). Today, the Department has 22 supervisory positions including the chief of police. The scope and complexity of supervisory responsibilities, as well as the responsibilities of those they supervise, have grown substantially.

Summary of Data

- High expectations for police service in a wide range of areas.
  - From solving the high-profile cases to event management.
  - Losing the “middle ground”: property cases, financial cases, and nuisance crimes; low clearance rates.
- Relatively high workload.
- Relatively high crime rate.
  - More violent, interpersonal crimes.
  - More complex and involved cases.
- More reactive than proactive; self-initiated activity is decreasing.
- Stagnant or eliminated offender-based or career-criminal assignments.
- Decreased patrol staffing.
- Low supervisor to employee ratio.

Comparisons

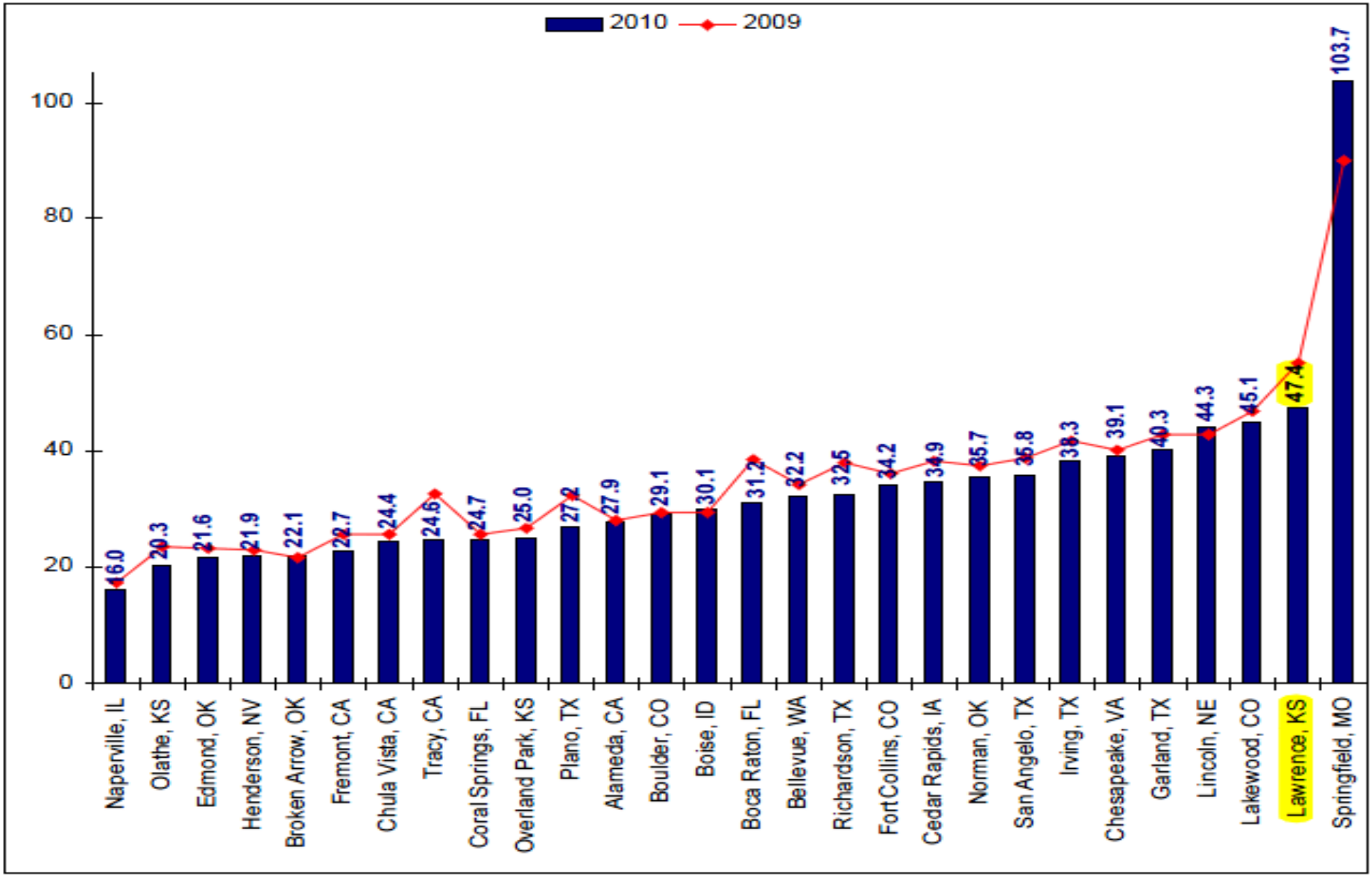
Benchmark City Survey

City *of* Lawrence
POLICE

Benchmark City Survey - 2010 Data

Part I Crimes (Total) per 1,000 Citizens, 2-Year Comparison

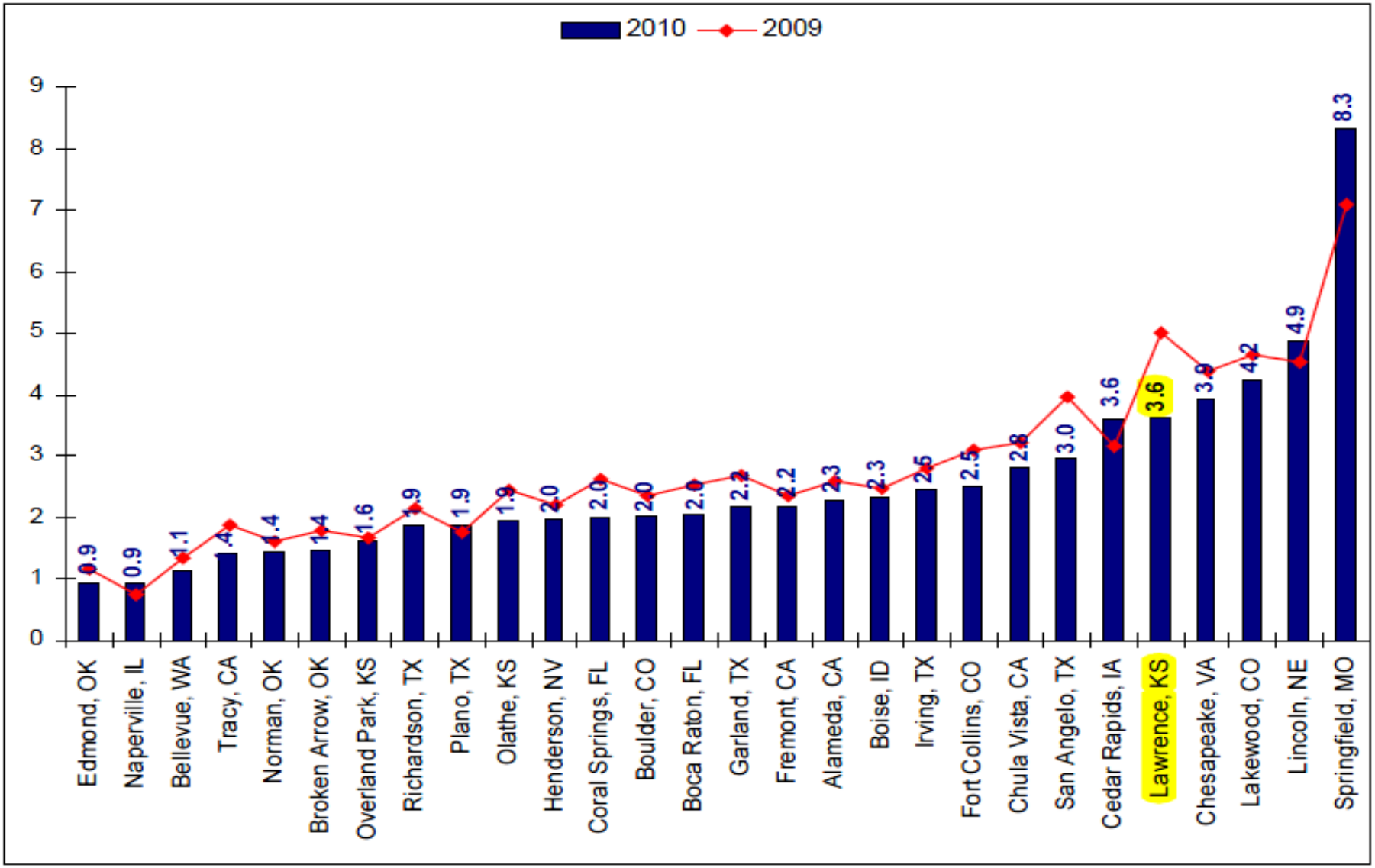
2010 Average Part I Crimes (Total) per 1,000 Citizens is 33.6



Benchmark City Survey - 2010 Data

Part I Violent Crimes per 1,000 Citizens, 2-Year Comparison

2010 Average Part I Crimes (Violent) per 1,000 Citizens is 2.7

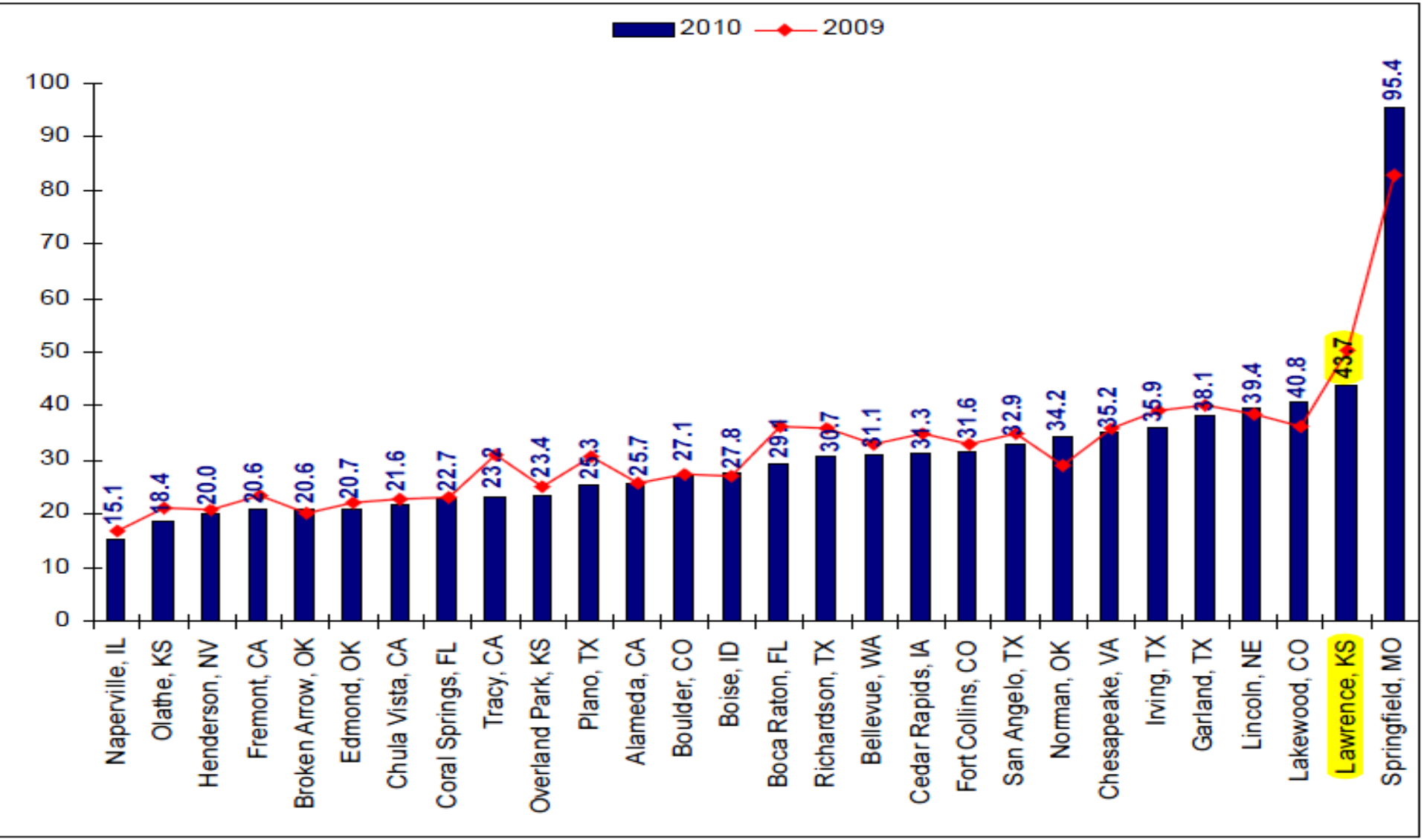


Part I Violent Crimes include: Aggravated Assault/Battery, Homicide, Rape, and Robbery

Benchmark City Survey - 2010 Data

Part I Property Crimes per 1,000 Citizens, 2-Year Comparison

2010 Average Part I Property Crimes per 1,000 Citizens is 31.0

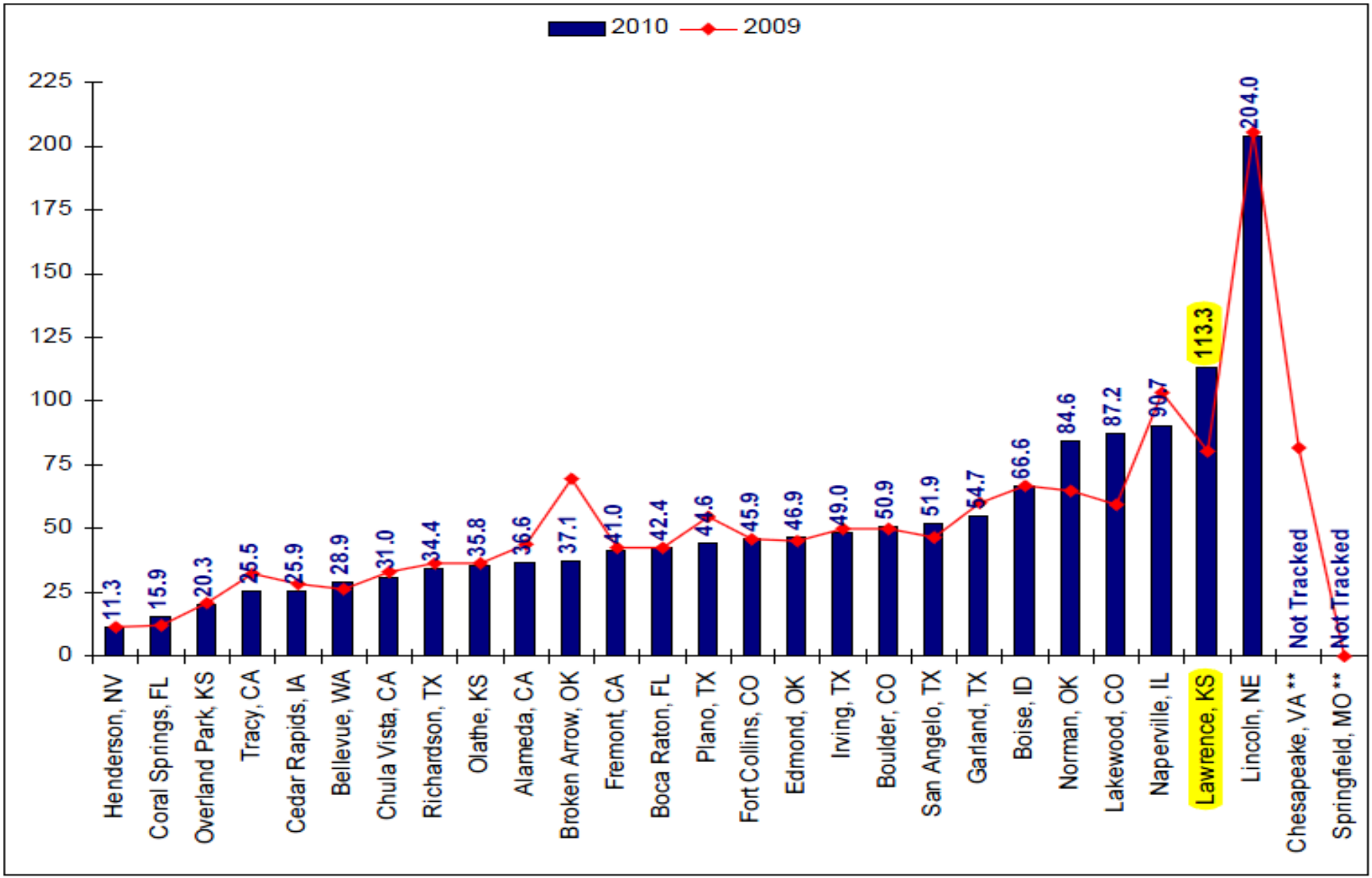


Part I Property Crimes include: Arson, Auto Theft, Burglary, and Theft/Larceny

Benchmark City Survey - 2010 Data

Part II Crimes (Total) per 1,000 Citizens, 2-Year Comparison

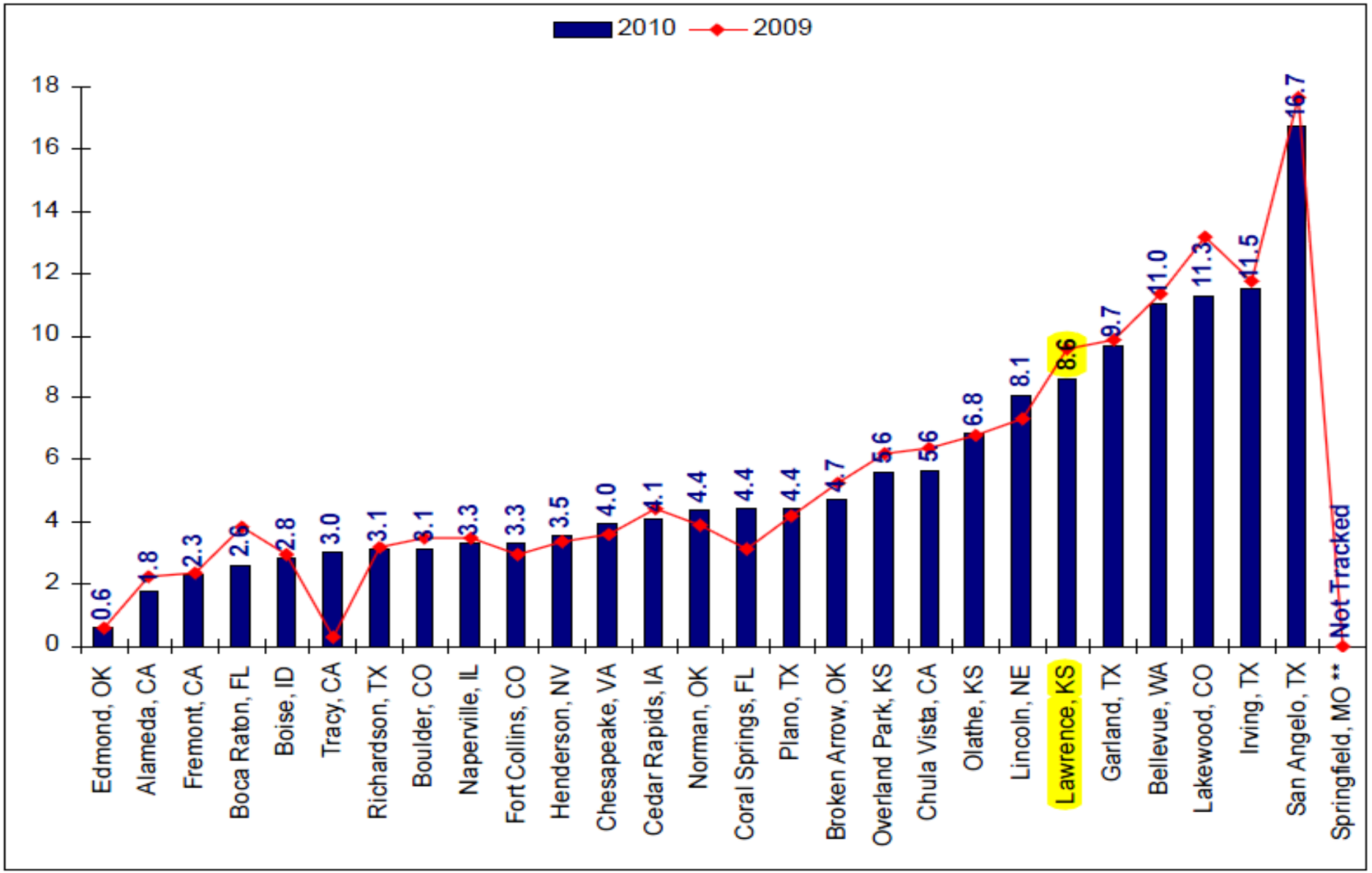
2010 Average Part II Crimes (Total) per 1,000 Citizens is 55.6



Benchmark City Survey - 2010 Data

Domestic Violence Offenses per 1,000 Citizens, 2-Year Comparison

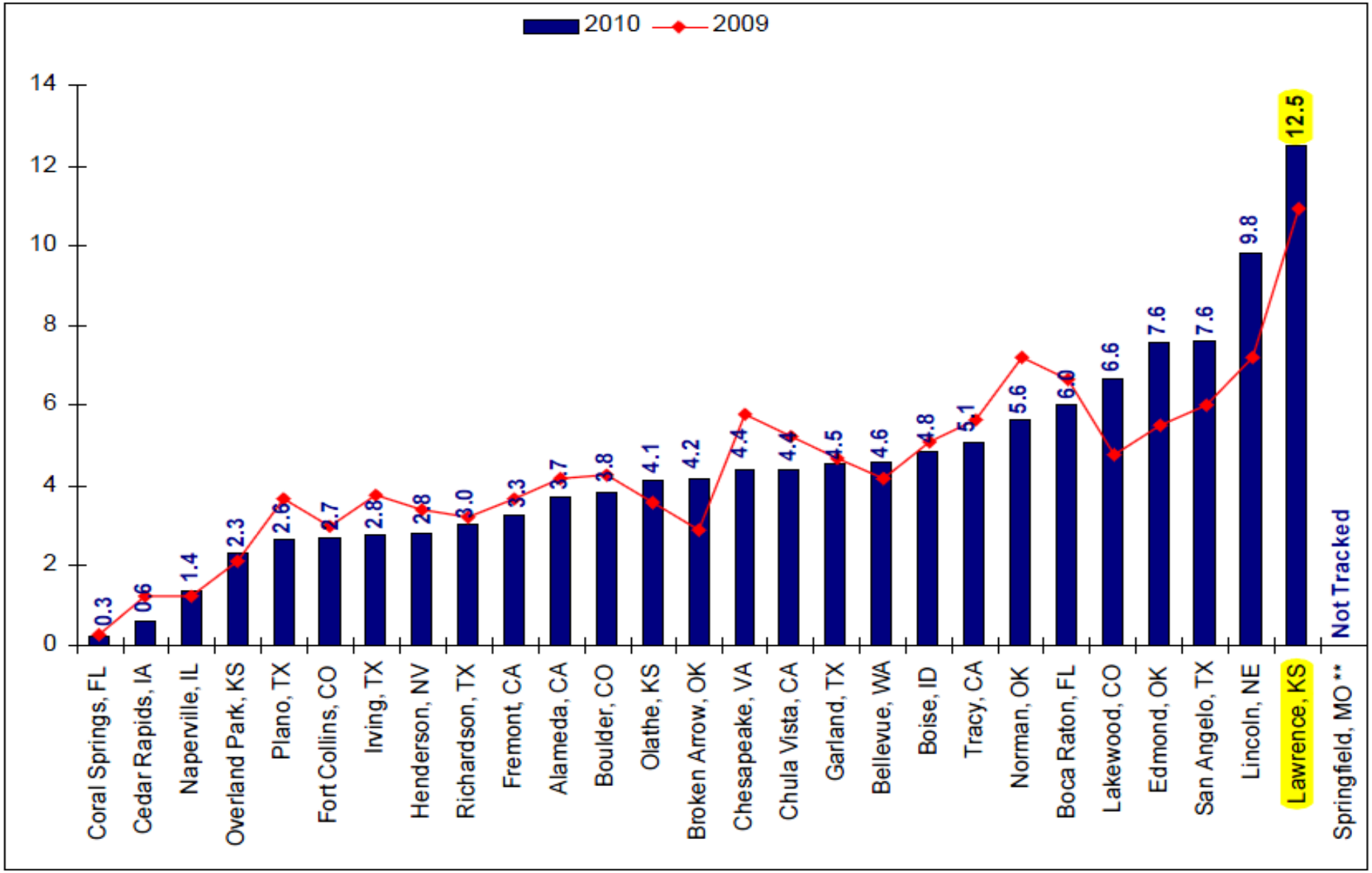
2010 Average Domestic Violence Offense per 1,000 Citizens is 5.7



Benchmark City Survey - 2010 Data

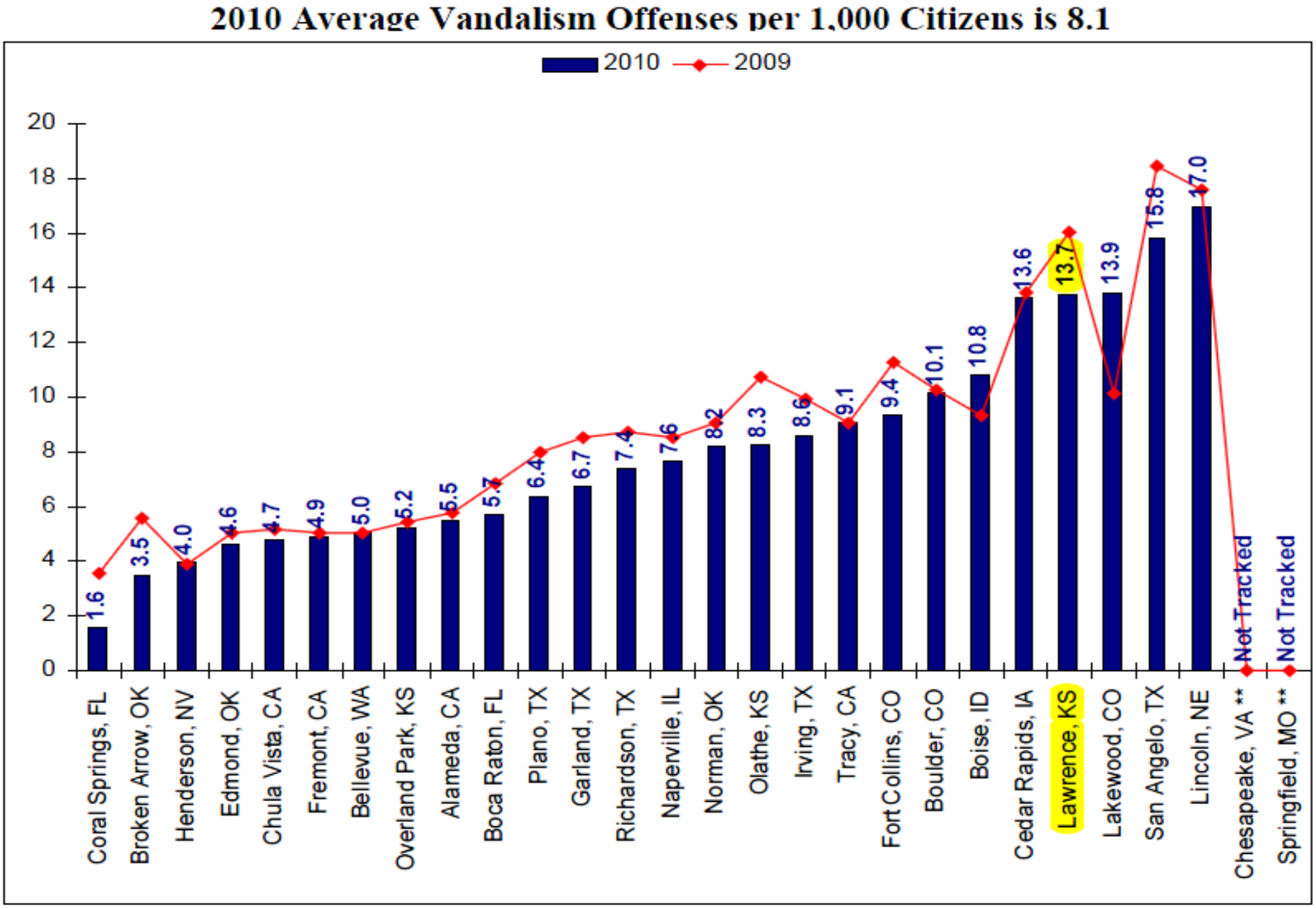
Fraud & Forgery Offenses per 1,000 Citizens, 2-Year Comparison

2010 Average Fraud & Forgery Offenses per 1,000 Citizens is 4.3



Benchmark City Survey - 2010 Data

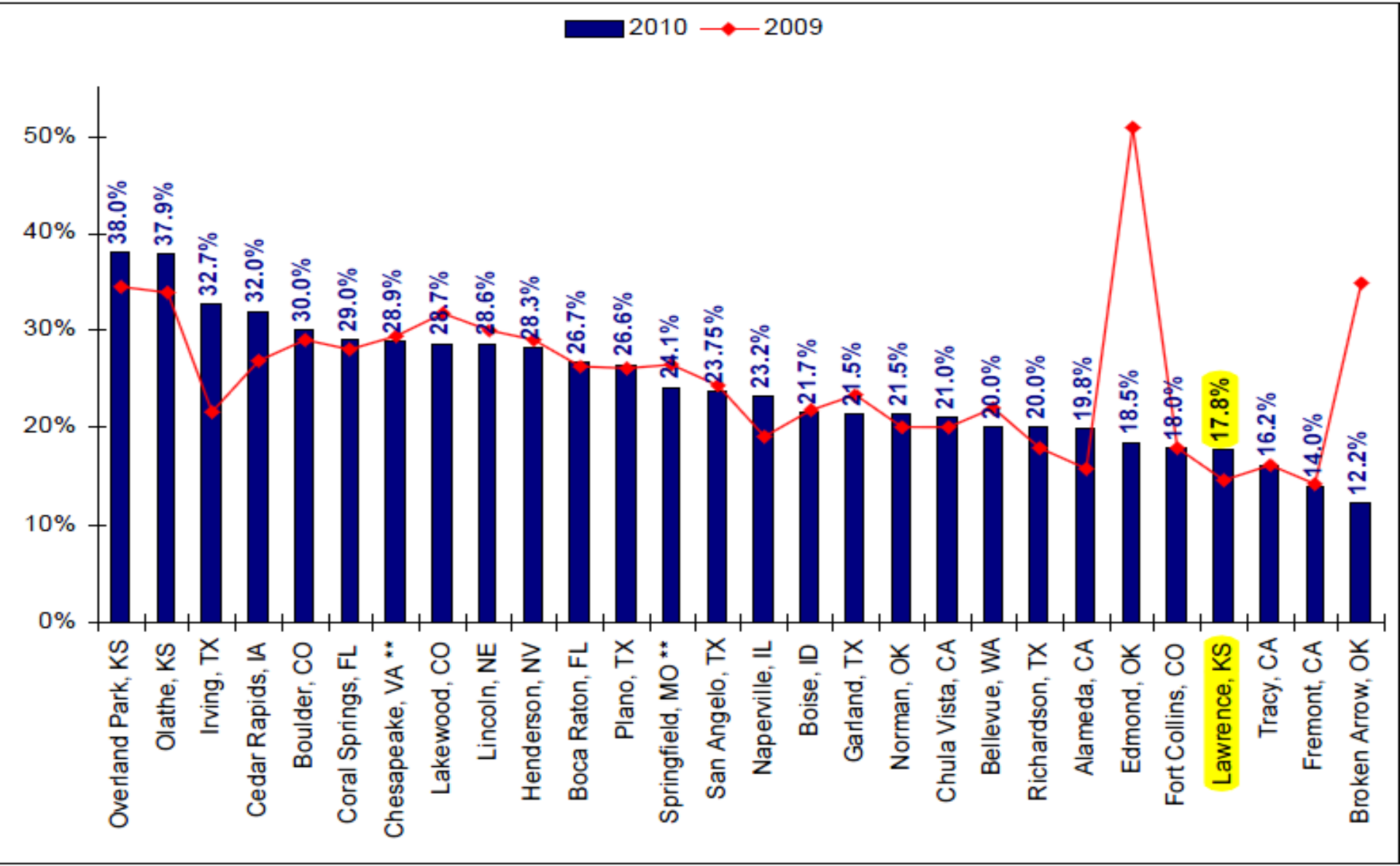
Vandalism Offenses per 1,000 Citizens, 2-Year Comparison



Benchmark City Survey - 2010 Data

Part I (Total) Crimes Cleared, 2-Year Comparison

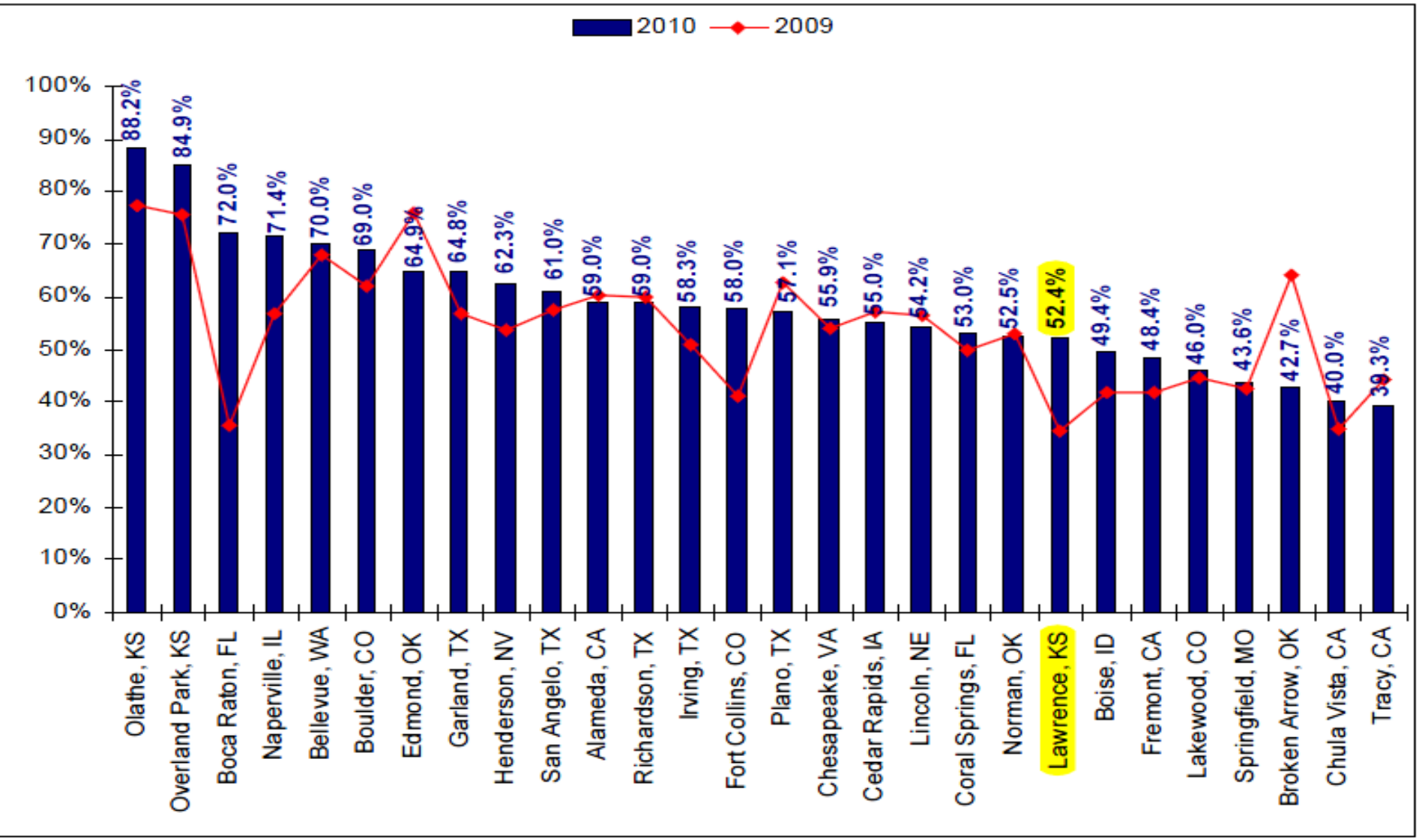
2010 Average Part I (Total) Crimes Clearance Rate is 24.3%



Benchmark City Survey - 2010 Data

Part I (Violent) Crimes Cleared, 2-Year Comparison

2010 Average Part I Violent Crimes Clearance Rate is 58.3%

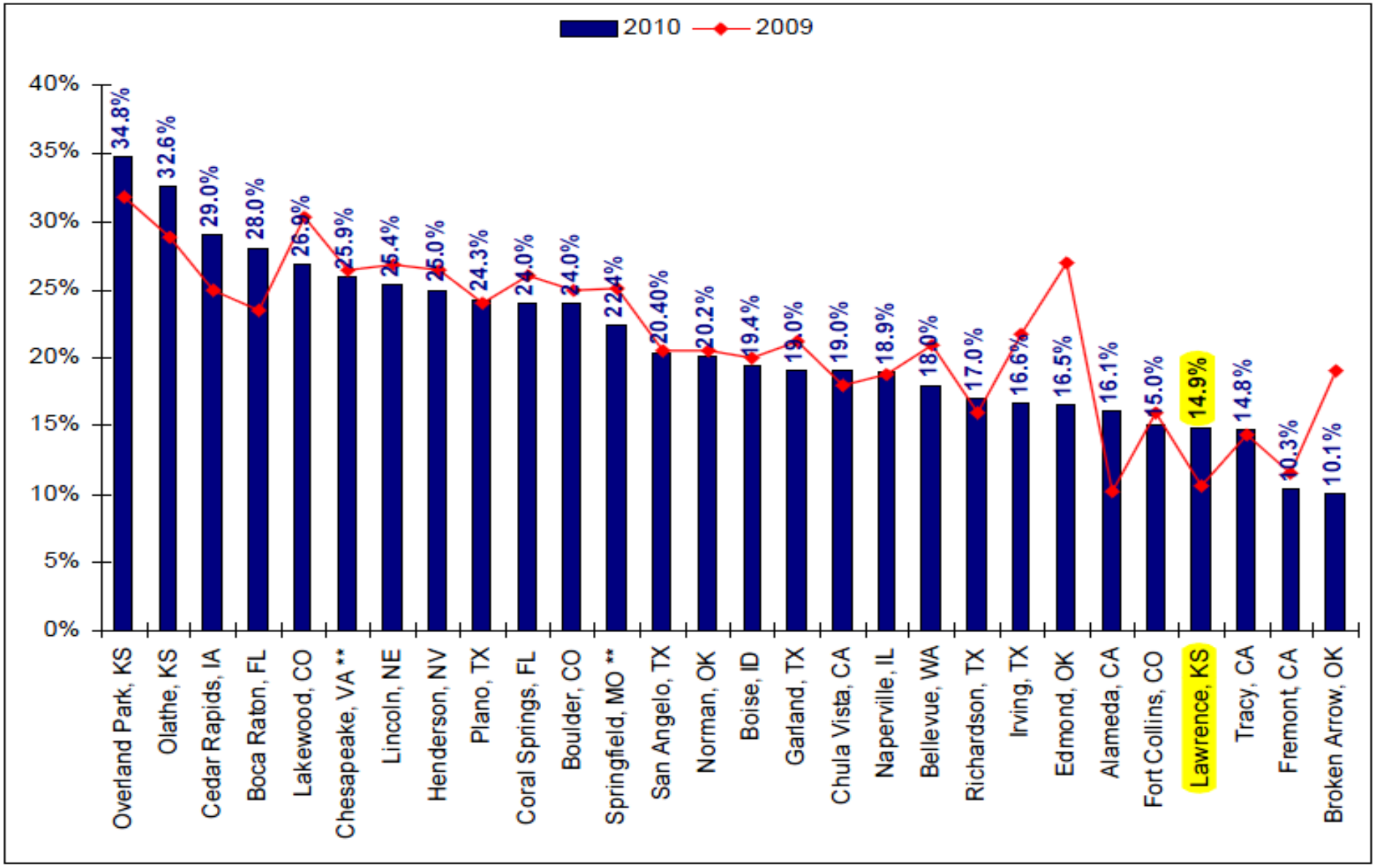


Part I Violent Crimes include: Aggravated Assault/Battery, Homicide, Rape, and Robbery

Benchmark City Survey - 2010 Data

Part I (Property) Crimes Cleared, 2-Year Comparison

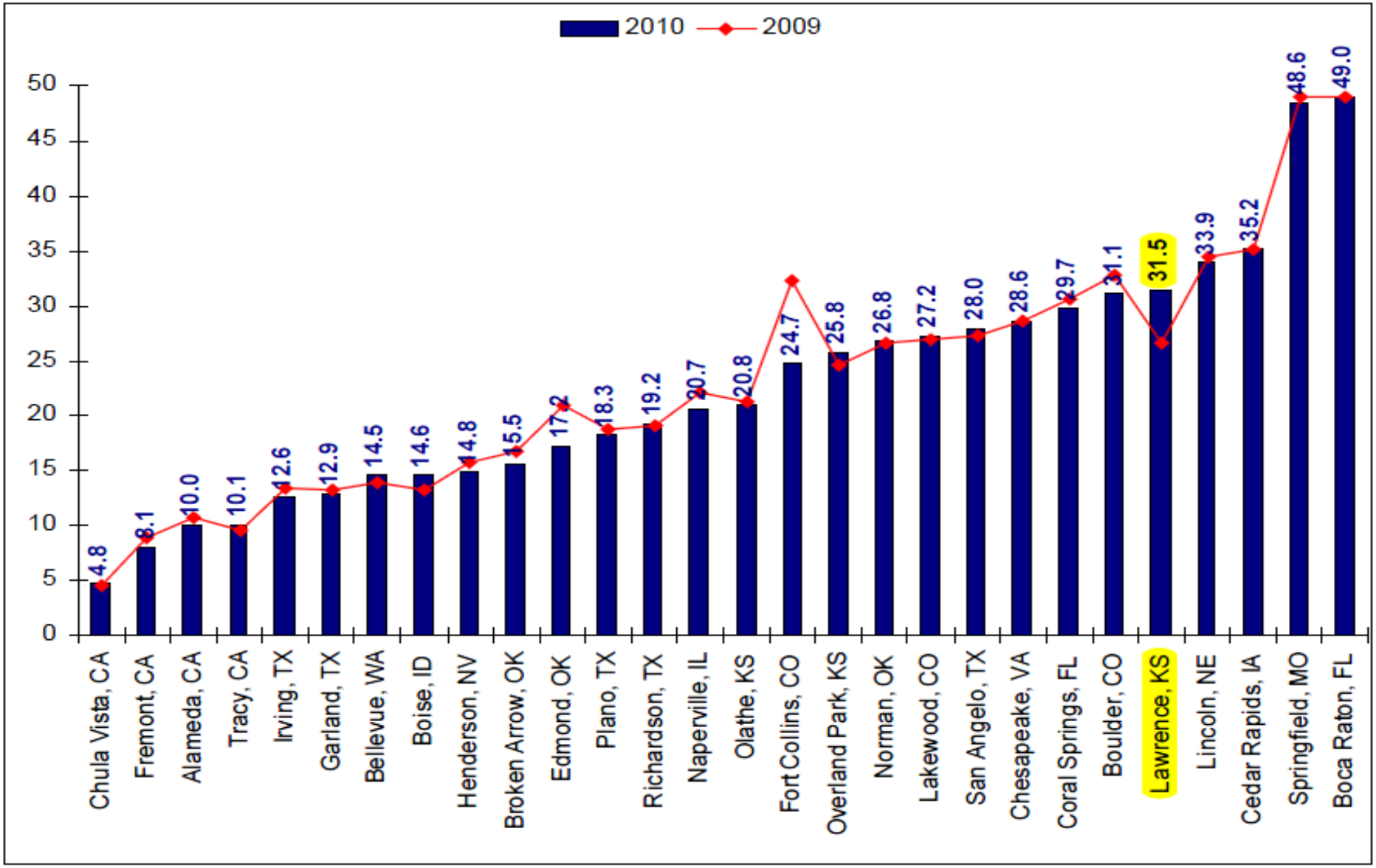
2010 Average Part I (Property) Clearance Rate is 21.0%



Benchmark City Survey - 2010 Data

Traffic Crashes (Total) per 1,000 Citizens, 2-Year Comparison

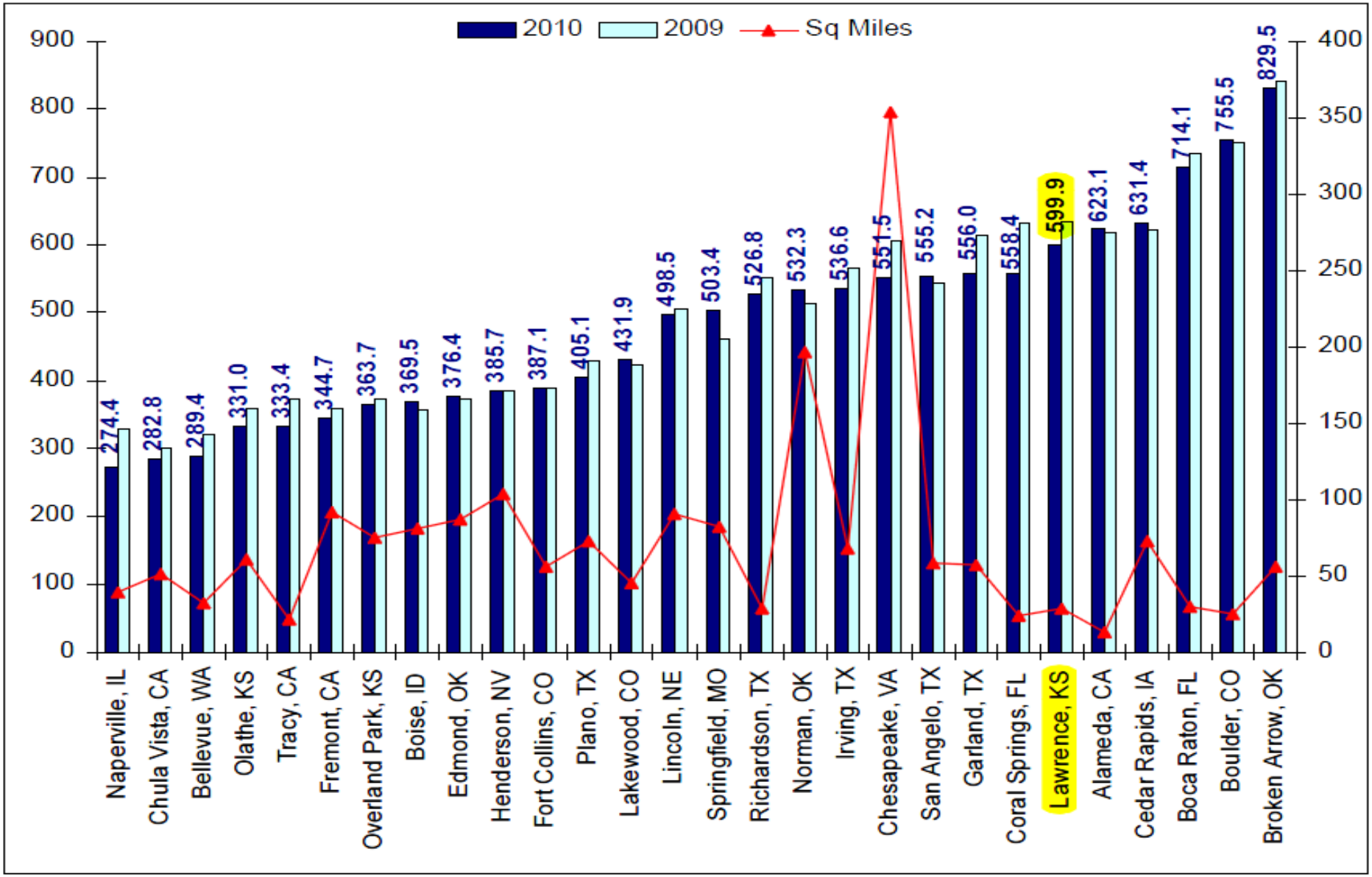
2010 Average Traffic Crashes per 1,000 Citizens is 21.6



Benchmark City Survey - 2010 Data

Calls For Service Per 1,000 Citizens, 2-Year Comparison

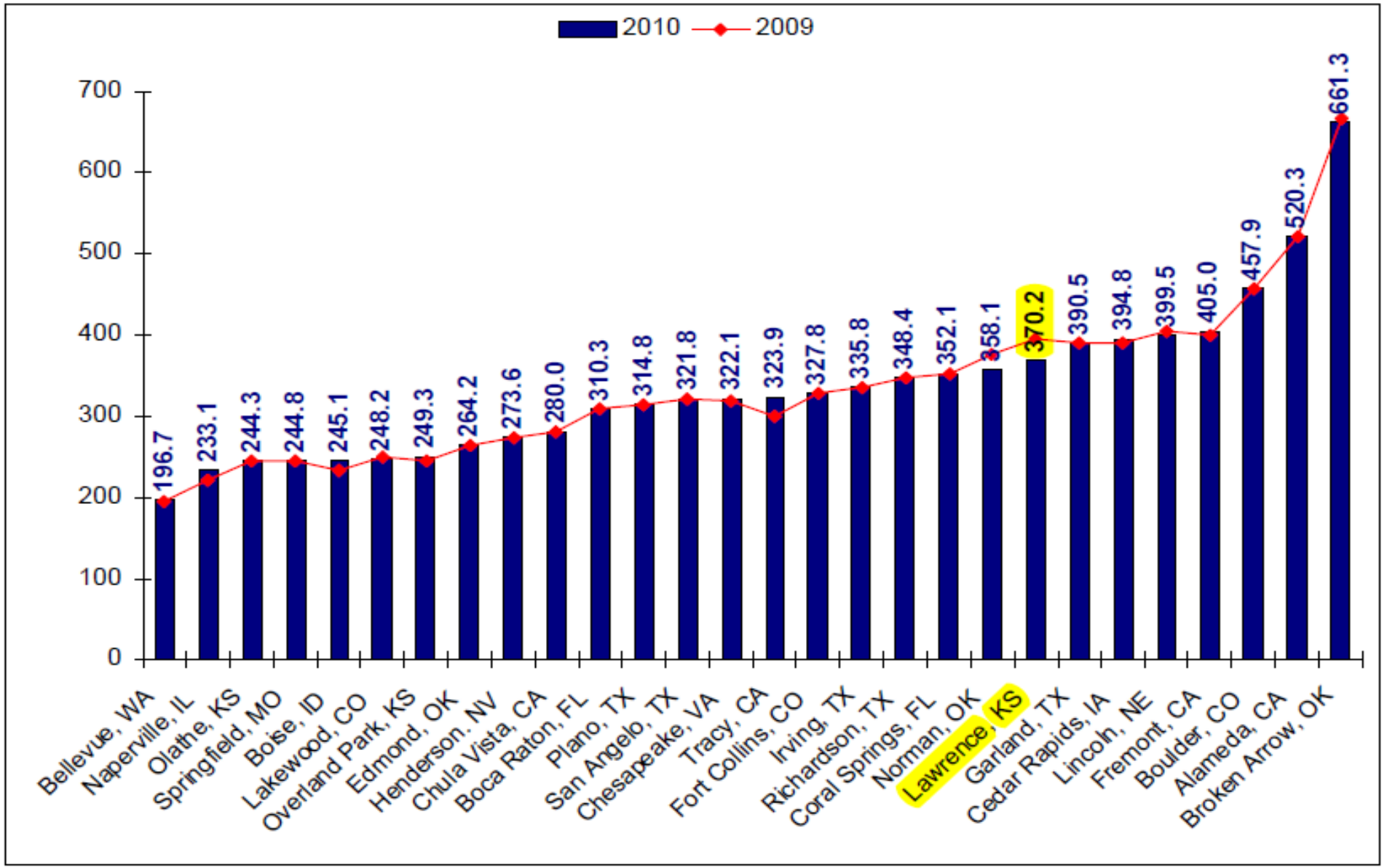
2010 Average Calls For Service Per 1,000 Citizens is 462.3



Benchmark City Survey - 2010 Data

Calls For Service Per Officer, 2-Year Comparison

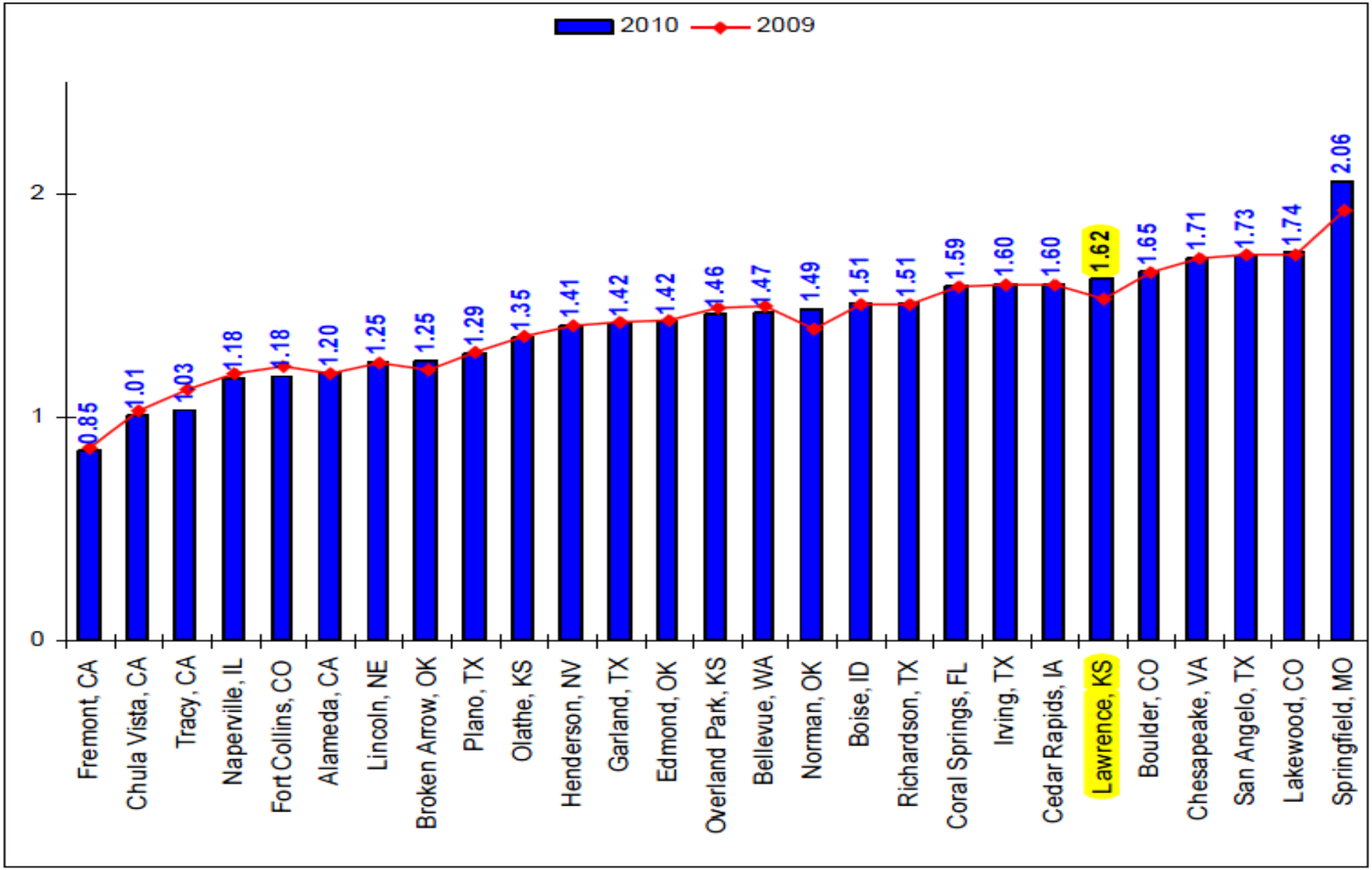
2010 Average Calls For Service Per Officer is 323.9



Benchmark City Survey - 2010 Data

Number of Officers Per 1,000 Citizens, 2-Year Comparison

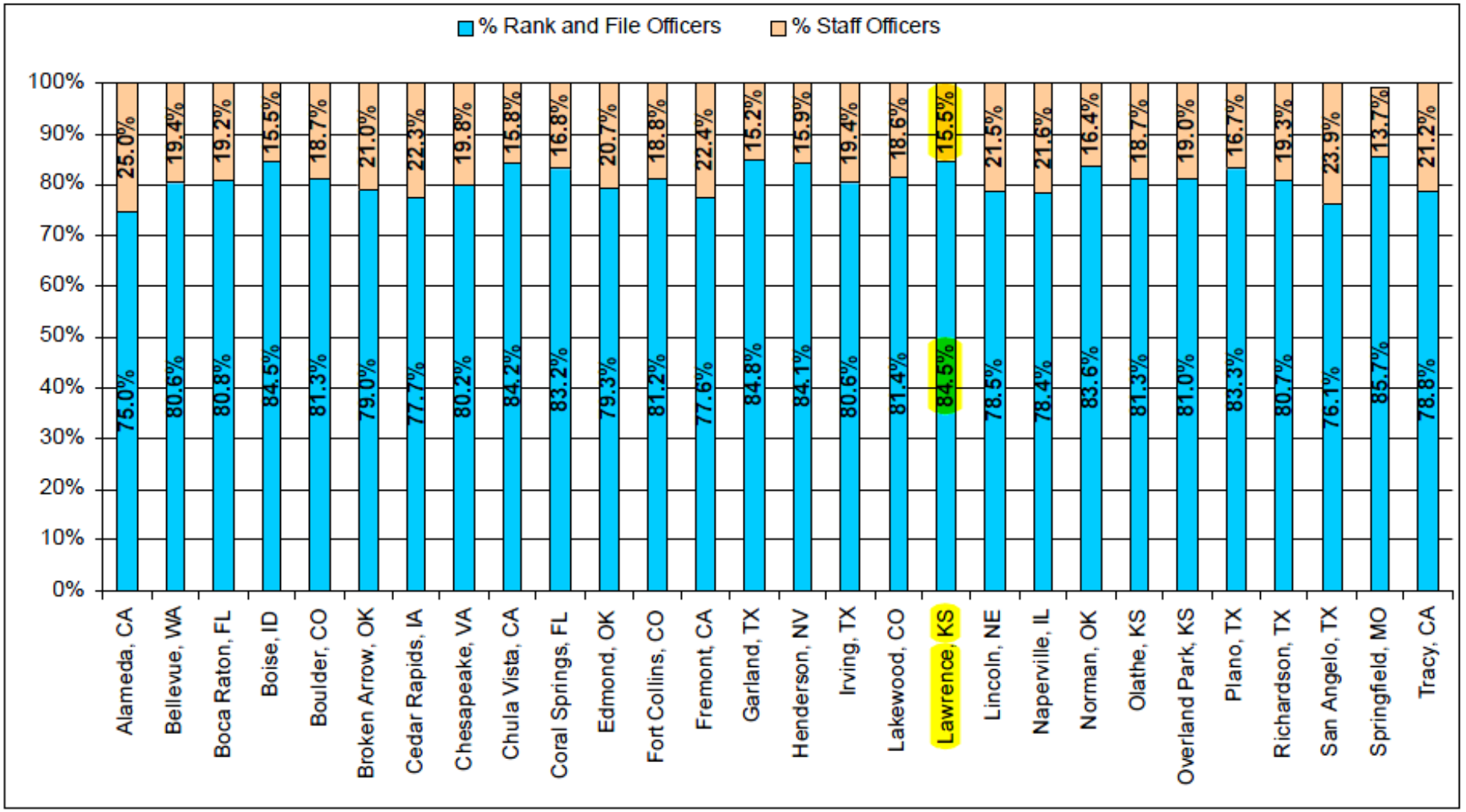
2010 Average is 1.43 Officers per 1,000 Citizens



Benchmark City Survey - 2010 Data

Rank and File Officers and Staff Officers as a % of All Officers

2010 Average is 81.5% (Rank & File Officers) and 18.5% (Staff Officers)
2010 Average Ratio of Staff Officers to Rank & File Officers is 1 to 4.42



Rank and File Officers are defined as any Officer below the rank of First Line Supervisor.
Staff Officers are defined as any Officer in the rank of First Line Supervisor or above.

Strategies

City *of* Lawrence
POLICE

Strategies

1. Maintenance of authorized staffing levels
   - Stabilizing patrol staffing to gain some “breathing” room.
2. Additional resources and how the resources are put to use (longer-term outlook).
   - Getting at the crime problem and service expectations.
3. Choices

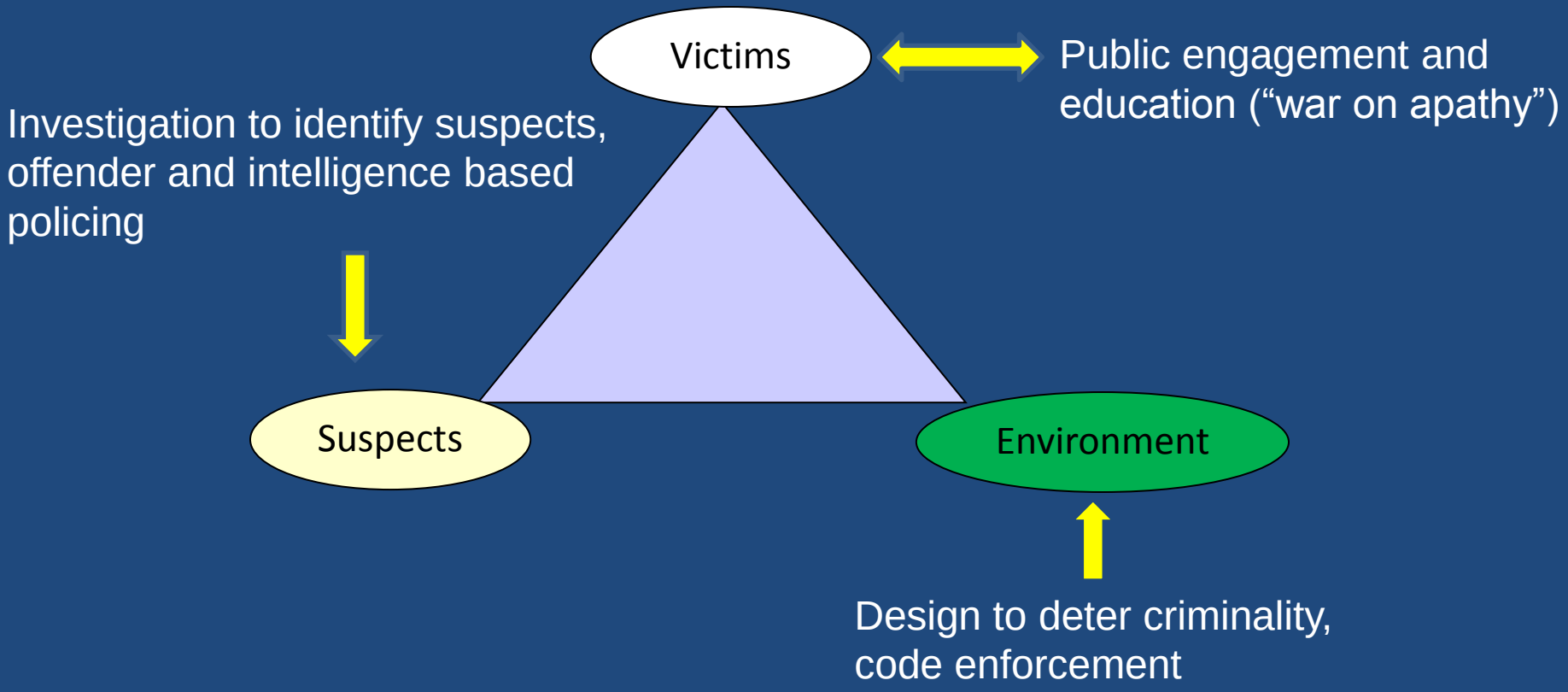
Reducing Crime

Extensive research has been conducted on the subject, but some common thoughts as to how/why crime rates go down:

- Incarceration rates
  - Dramatic increase starting about 1980 through 2005/06.
  - Has leveled off. Lower rates forecast for the future; possibly a budget pressure response.
  - "incapacitation" effect – a crime cannot be committed against the general population if the criminals are off the streets.
- Culture
  - Access to information concerning crime and prevention strategies.
  - People more engaged concerning their own safety.
- Police efforts
  - Predictive, "hot spot" or intelligence-lead policing.
  - Targeted.
  - Proactive methods rather than reactive.

Additional Resources

“Triangle of Trouble”



Additional Resources

Patrol

- Ultimately, up to 17 Officer Positions
  - To maintain a recommended average of 16 officers (four per neighborhood deployment district) on patrol during any given shift would require a patrol deployment of 96 officers. This is an additional 17 authorized positions.
  - Would allow full team staffing of neighborhood (quadrant) deployment districts with designated supervisory responsibility for outcomes.
  - Targeted deployment.
  - Community engagement
  - Greater flexibility for other services/duties.
- 3 patrol sergeants.
- Patrol administrative support.
- Additional crime analysis support.

Additional Resources

- Other personnel resources
  - Investigations – evening hours
  - Property crimes/financial crimes unit
  - Larger more proactive traffic unit with a supervisor
    - Focus on accident prevention (inattentive driving, texting, failing to yield the right of way, etc.)
    - Impaired driver enforcement.
  - Additional positions in drug unit and special investigations – career criminals utilizing drug trade to fund their activities.
  - Civilian support – additions as well as relieving officers performing duties that could be replaced with a civilian.
- Equipment needs.
- Facility needs.
- Development of a strategic plan for resources and services.

Discussion

- The Lawrence Police Department will continue to provide the highest level of service possible within available resources. Service level expectations need to be matched with resources that are efficiently utilized to meet desired outcomes.