

Memorandum

City of Lawrence

Police Department

TO: David L. Corliss, City Manager
FROM: Tarik Khatib, Chief of Police
CC: Diane Stoddard, Assistant City Manager
Casey Toomay, Assistant City Manager
DATE: March 9, 2015
RE: Additional Investigations Personnel

Background

In the March 29, 2011 memorandum, "Priorities, Goals, and Issues", the Department identified a need for significant additional personnel to be able to continue to meet the service expectations of the community. A follow-up memorandum, "Resource Needs Outline and Strategy", dated May 14, 2012, detailed a multiyear plan on how to add those positions and in what areas. The submitted plans called for the addition of up to 27 officers, four to six detectives, five sergeants, and 10 civilian support staff. In the past four years, the Department has added nine FTE positions:

- 2011 – One detective position.
- 2012 – Four officer positions.
- 2013 – Three officer positions.
- 2015 – One sergeant position.

These have been much needed and appreciated, however, over the longer term outlook of the past ten years the number of positions added has been twelve. This is just over an average of one position a year which has been insufficient to keep pace with needs. Out of necessity, the Department has reclassified two positions vacated as a result of retirements in recent years. Both positions (a detective and an administrative support clerk) were reclassified as sergeant positions. This required additional funding, but did not result in an increase in FTEs. Additionally, six officers from the Traffic Safety Unit (TSU) and two School Resource Officers (SRO) were reassigned to the Patrol Division. As a result, the Department no longer has a full-time TSU and the number of officers in the schools has been reduced to four from the original six. This has consequences, but the priority has been to fully staff the Patrol Division as much as possible.

In summary, 15 patrol officer positions have been added to the Patrol Division. Seven as a result of an increase in FTEs, and eight positions diverted from other areas of the Department. Three sergeant positions have also been added to the Patrol Division; one funded as an FTE and two as a result of the reclassification of vacated positions (no increase in FTEs).

Although there continues to be a need for additional patrol officers, the Patrol Division has been stabilized for the time being by the addition of some personnel and the reassignment of others. The next priority is to address the Department’s Investigative Division needs.

General Investigative Division Workflow

The Investigative Division is responsible for major crimes investigation as well as other complex crimes requiring specialized training and approaches. Cases get assigned to a detective for a number of reasons. Most prevalent is the severity of the case such as all homicides and death investigations of a suspicious nature. The vast majority of home invasion robberies, shootings, stabbings, strong arm robberies, and rapes get assigned to a detective for the basic reason that the Patrol Division does not have the ability to take officers out of front-line response positions to conduct lengthy follow-up investigations. Other factors that are taken into account for a detective assignment is the expertise that may be required to investigate the case such as computer forensics or a case requiring extensive experience with difficult interviews. If a case involves out of town travel and the patrol officer is not able to continue on beyond his/her shift assignment to follow-up, then the case may get assigned to a detective that has a schedule more conducive to out of town travel. Cases may also be assigned to a detective if the case involves a high profile person or event and the public expectation is that a detective should be assigned. The following table lists the approximate number of cases assigned to detectives in the past 10 years:

Year	Case Assignments	Comments
2005	460	
2006	477	
2007	594	
2008	423	
2009	165	Incomplete statistics due to Records Management System RMS change.
2010	442	
2011	939	Increased assignment of domestic violence cases; added detective.
2012	965	
2013	772	Tapering off of domestic violence cases; loss of a detective.
2014	370	Incomplete statistics due to RMS change, 6 homicides – lessened assignment of other cases with Patrol Division being responsible for additional investigations.

In general, the number of cases assigned has been increasing. What statistics do not capture is the increased case complexity. This can heavily influence the number of cases that are able to be assigned in any particular year. Today, each case may involve a forensic computer or digital media (phone) examination aspect, forensic video processing, or a complex crime scene. With the advent of social media and technological advancements, not only do detectives have to conduct interviews of all involved, but all forms of digital communication have to be obtained, viewed and understood to help solve a case. Additionally, video is pervasive and has to be collected and viewed as well to see if any information is contained therein. Often these digital files are not accessible to law enforcement without a search warrant or subpoena and this adds to the time needed for each case. Examination of all this material leads to having a better understanding of what occurred, but does require more detective time per case.

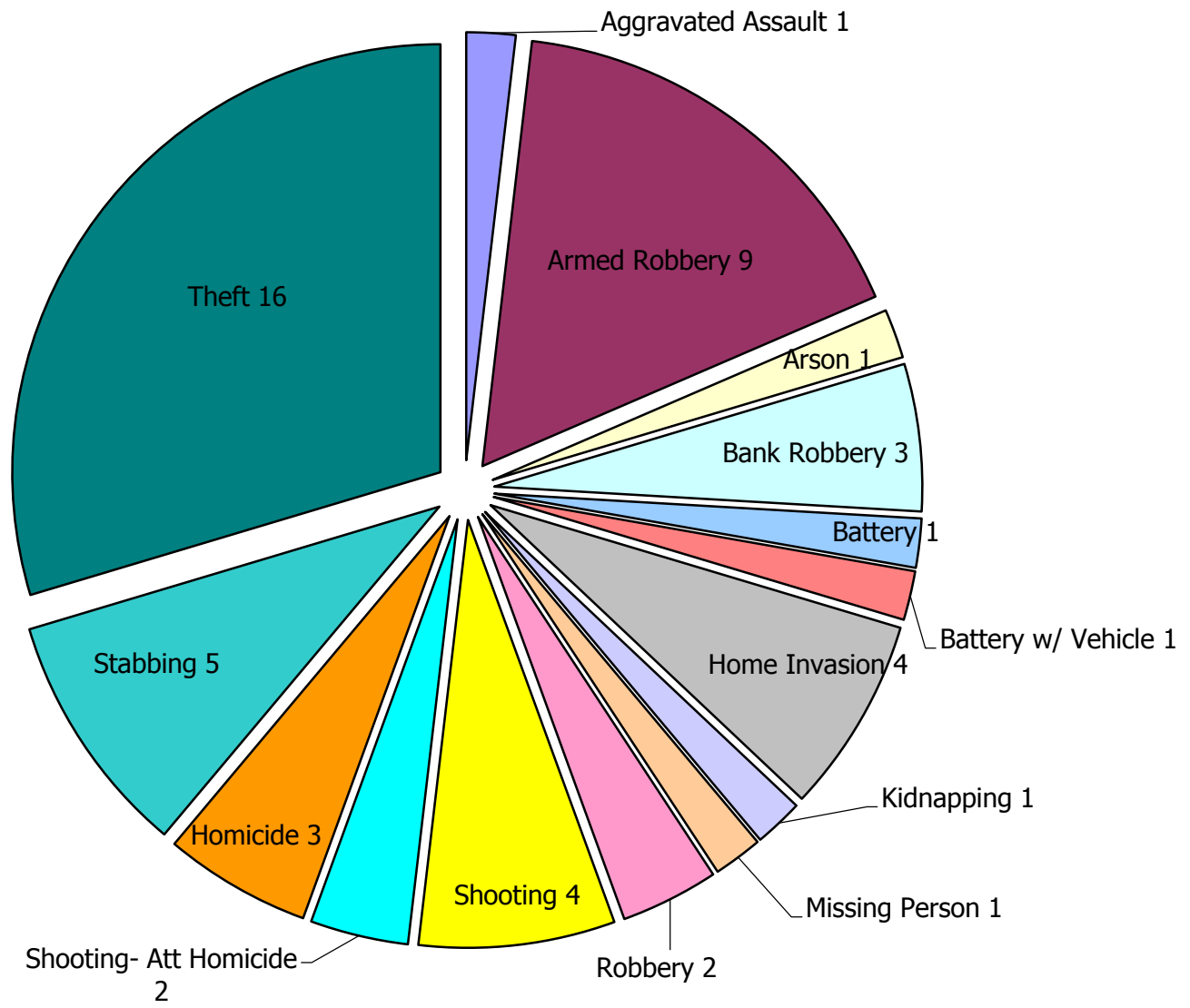
Other factors increasing case complexity and the amount of work that has to be accomplished with each investigation are:

- Increased law enforcement professional standards and higher public expectations for investigative thoroughness.
- Overcoming the public "CSI" effect requires additional work and explanation.
- Additional reports need to be compiled and presented to the prosecutor/court to adequately convey the case information in an understandable format. One case represented as a single statistic may have hundreds of pages of investigative reports associated with it.
- Increased detective time spent on data entry and technological challenges in regards to how information is retrieved and processed has led to less time in the field to conduct investigations.

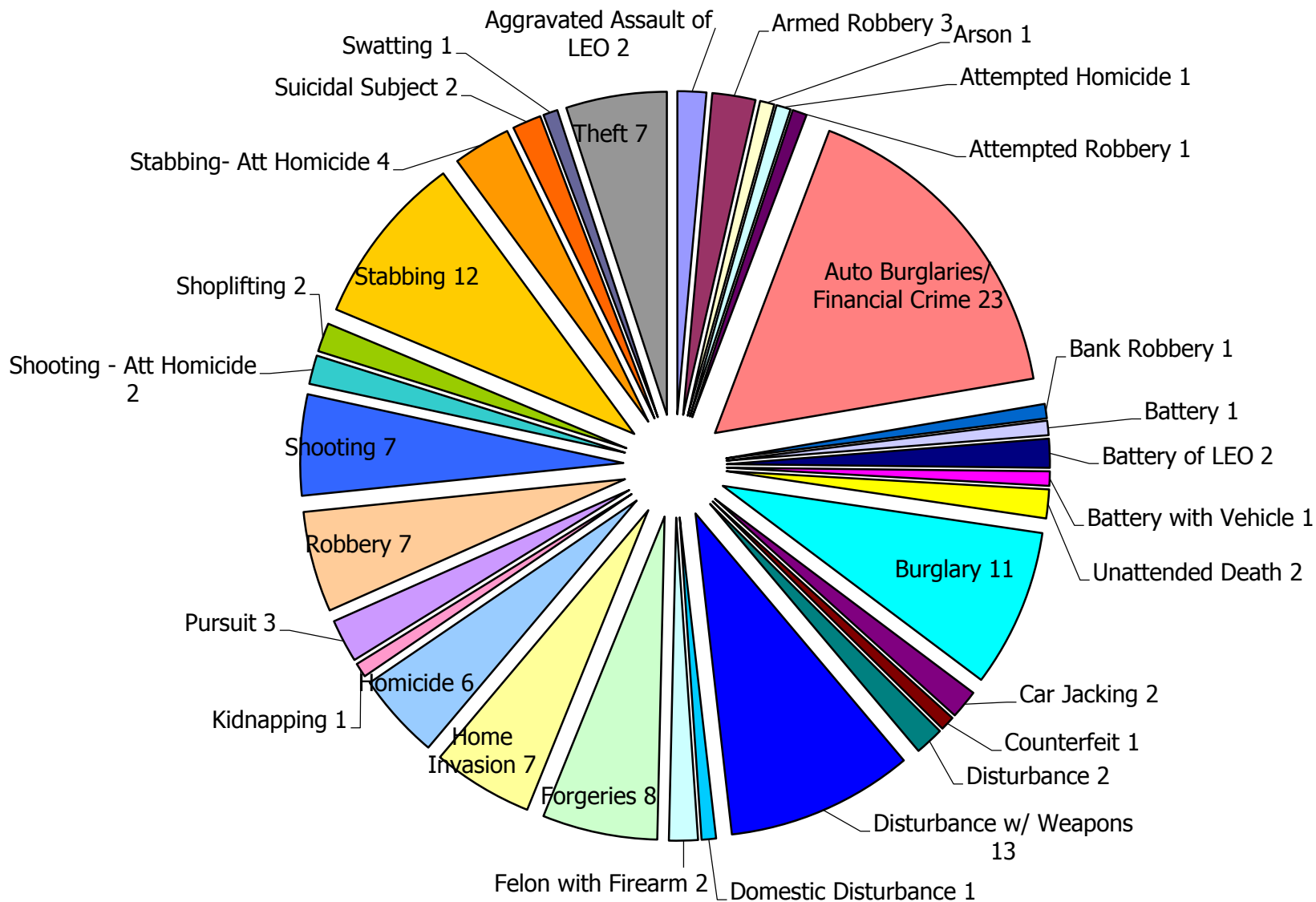
Current Investigative Climate

The current workload in the Investigative Division is the most that the Commander of the Division has seen in his 25 years of Law Enforcement, most of which has been associated with investigations. In addition to the normally complex cases worked by detectives, the City has experienced nine homicides in the past two years. Homicide investigations are by far the most resource consuming type of investigations and a higher amount of them in such a short period cannot be recalled. There have already been two attempted homicides in 2015. On the next two pages are charts representing some of the major cases of the last two years. Although not complete lists, they illustrate the breadth and complexity of cases needing Investigative Division involvement. Especially concerning are the number of attempted homicides, shootings, stabbings, robberies, and other violent crimes that can each require just as much time to work on as a homicide depending on the circumstances.

2013 Major Crime Cases
Total Crimes Documented 54 - 77.7% Clearance Rate



2014 Major Crime Cases
Total Crimes Documented 139 - 77.8% Clearance Rate



Investigative Division Structure

In 2012, the Department examined service call volumes as they relate to the time of day. It was observed that a large portion of the calls took place within the sixteen-hour time period between 11:00 AM to 3:00 AM. On December 30, 2012, the Patrol Division was restructured to place the most possible personnel resources to be available during this time. What began as an experiment has since been adopted and the Department currently operates with overlapping patrol shifts to maintain a greater staffing level during the identified high call volume time periods.

Similarly, in 2013, the Department studied the statistics of when violent crime was occurring. For the four year average (2010 – 2013), 69% of violent crime was found to occur during the ten-hour period between 6:00 PM and 4:00 AM. Not all crime is reported when it occurs, and the Department attempted to account for this. Data collection methods limited ascertaining whether the crimes were immediately reported, but it was able to be determined that reporting took place on the same day 79% of the time. The data and anecdotal observation by staff suggested a need for some level of investigative presence during the evening hours to more efficiently be able to respond to and begin the investigative process. Within the last five years, the Department has attempted to staff an evening shift component:

- 2010 – The Department initiated a program in November and December of 2010 to test the feasibility/need for an evening shift investigative component. Benefits seen were increased productivity, solvability, and better management of personnel (smaller team with an involved supervisor). It was observed that almost 50% of the cases that are eventually assigned to investigations originate on the Evening Shift. Long-term this was not sustainable with given personnel, but the test identified a need area. It was recommended that four to six detectives and a supervisor would be needed to staff this area with regularity and with enough resources to make an impact on the cases.
- 2013 – A second evening shift trial period began in January of 2013. This was reduced in April of 2014 and will be eliminated altogether this October. Even though personnel have exhausted themselves in the attempt to conduct a second and lengthier trial, experience has shown that the splitting of Investigative Division resources to staff two shifts was not sustainable with the current number of investigators or supervision. A second issue was the amount of workload being experienced by the Division. Having the ability to hold briefings on large cases became problematic due to not having all of the investigators working the same days or times. On occasion, it would be three days before a briefing could be held wherein everyone who was working on the same case could attend unless one shift was called to duty on their day off. Since it was not possible to wait three days to brief on a homicide investigation, the evening shift was pulled back to working day shift on multiple occasions. The increased burden to the supervision was manifested in not being able to take time off. If time off was allowed, other supervisors were required to work even more hours in addition to the extra hours they were already spending on cases. Having another supervisor would be paramount for any type of split-shift work in the Investigative Division.

Investigative Division Staffing

Only one detective position has been added to the Department in the past ten years. This occurred in 2011. Due to necessity, the detective position was converted to a patrol sergeant position in 2013. From a practical standpoint, it is reasonable to say there have not been any appreciable detective position increases in ten years. This is problematic when considering the vast increase in case complexity and public/judicial expectations that has occurred during this time period.

The Administrative Support position within the Investigative Division plays a crucial role. Duties include organization of case files, record keeping, generating and maintaining multiple (Spillman and ACISS) electronic case records, organization of leads in major cases, records dissemination, case research, assisting and supporting commissioned personnel assigned to the Division, and internal and external customer service (phone, messaging, emails, etc.). Currently these duties are performed by a single individual. She was assigned to the Investigative Division in 1988. At that time, the Division was comprised of nine personnel: one lieutenant, one sergeant, six detectives, and one officer. Currently, the Division has 24 personnel: one captain, two sergeants, 17 detectives, one civilian crime scene technician, and three officers. The number of supported personnel has increased almost 200% with no increase in the number of administrative support positions. The complexity of the support function has also exponentially increased due to changes in technology and amount of information captured and processed with each case. There is an already existing need for an additional administrative support position, and the addition of personnel to the Division would require it.

The Drug Enforcement Unit (DEU) is a cooperative group between the Lawrence Police Department and the Douglas County Sheriff's Office. The DEU is a sub-group within the Lawrence Police Department's Investigative Division which provides general oversight. The DEU is tasked with investigating narcotics related violations. Many crimes have an illegal drug nexus and the identification and investigation of illegal drug dealers can have a positive influence on crime. Current trends (statistics and informant debriefings) show methamphetamine and heroin availability and use to be on a sharp rise. Officers have also reported increased aggression and combativeness of those individuals under the influence of methamphetamine. This is a safety issue for the public and the officers. Historically, the number of resources formally assigned to drug enforcement has been static. In 1989 the DEU was assigned five personnel. This number is the same today.

Personnel Costs

The following are anticipated 2016 personnel costs per position discussed in this document:

Police Officer - \$73,429

- Base salary (step 1): \$43,178
- Add assumed benefits (22.99%): \$9,927
- Add health care benefit (employee + spouse benefit): \$12,324
- Add cost of outfitting officer: \$8,000
- Total cost: \$73,429 per position

Detective - \$119,077

- Base salary (top of officer scale plus 5% upon promotion): \$76,150
- Add assumed benefits (22.99%): \$17,507
- Add health care benefit (employee + family benefit): \$17,420
- Add cost of outfitting detective: \$8,000
- Total cost: \$119,077 per position

Police Sergeant - \$132,092

- Base salary: \$86,732
- Add assumed benefits (22.99%): \$19,940
- Add health care benefit (employee + family benefit): \$17,420
- Add cost of outfitting officer: \$8,000
- Total cost: \$132,092 per position

Admin 3 (mid-level) - \$58,737

- Base salary: \$39,280
- Add assumed benefits (18.16%): \$7,133
- Add health care benefit (employee + spouse benefit): \$12,324
- Total cost: \$58,737 per position

Detective Vehicle - \$33,700

- Base vehicle - \$26,700
- Radio equipment: \$5000
- Emergency lights/siren: \$2000

Discussion

As identified four years ago, there continues to be a significant personnel resource need within the Lawrence Police Department. Understandably, the needs cannot be met in any one year and the Department has prioritized the staffing of the Patrol Division. Currently, the Department is finding itself on the cusp of not being able to reconcile the demands of the investigative workload with the number of personnel available to address it. Some investigations that should be assigned to a detective are not as case assignment is becoming more a function of managing the volume of work rather than by the ideal of what should or should not be assigned. The time required for large and complex cases is also not allowing for investigators to recoup or recharge in preparation for the next case. It is not anticipated that the environment of increased case complexity and workload will change. At all levels, the Investigative Division is overworked and exhausted. Additionally, the Department is not taking advantage of staffing units (such as the DEU) that by nature (not call driven) can be more proactive in an attempt to get ahead of the "crime curve" by identification and investigation of career and other violent offenders.

Adding personnel resources to staff an evening shift investigative component would greatly increase the Department's ability to continue to work complex cases and to do so more effectively during the hours that many occur in. Additionally, the evening shift detective component could begin to work in conjunction with the DEU to take on proactive investigations of known violent crime offenders in an effort to reduce or prevent violent crimes from occurring. As has been realized in the past, a lack of formal investigative presence during the evening hours can result in patrol resources being over-tasked and the potential for victims of serious crimes to not being given the best service from an investigative and follow-up standpoint.

The minimum recommended staffing for an evening investigative component would be eight investigators, one sergeant, and an administrative support position. This is based on the Department's experience during two attempts to staff an evening shift investigative component. Of the eight investigators, six can be detective positions and two officer positions. As the Department currently operates, having officers on a temporary and rotating basis in some investigative positions is an excellent way to increase their capacity and capabilities. This benefits the public when they return to patrol duties.

Recommendations

1. It is recommended that for the 2016 budget, strong consideration be given to adding one sergeant position, six detective positions, two officer positions, one administrative (III) support position, and five detective vehicles. The costs are as follows:

Position	Cost	Number	Total
Police Sergeant	\$132,092	1	\$132,092
Detective	\$119,077	6	\$714,462
Police Officer	\$73,429	2	\$146,858
Admin (III) support	\$58,737	1	\$58,737
Vehicles	\$33,700	5	\$168,500
TOTAL COST			\$1,220,649

In addition to this base cost estimate for first year implementation, historic trends indicate the amount of funds needed to maintain these personnel would increase by approximately three to five percent a year for salary and other benefits. This is a substantial amount of funding, however I do not believe we can incrementally add to an evening shift investigative component. It has to be staffed adequately from the onset to be effective and accomplish its intended purpose.

2. Consideration should be given to adding these positions sooner because I believe we are at a critical juncture with this need. The Department risks physical and emotional breaks of our personnel as well as the potential of not being able to continue to solve cases as expected. If the personnel increases were approved for 2016, it would be June of 2017 before the personnel would be available:

- June, 2016 – Hiring.
- November, 2016 – Recruit graduation.
- March, 2017 – Recruits finish Field Training and numbers officially added to Department.
- April, 2017 – Promotional process for detectives.
- June, 2017 – Formation of evening shift investigations unit.

The Department is currently in the hiring process with an anticipated recruit academy start date in June, 2015. If additional officer positions were funded for the six month period (June – December, 2015), then one full year could be cut from the implementation timeline. This would be very important and would send the message to personnel that “help is on the way”. It is my understanding that the field of police officer candidates this year is a strong one and could support the Department’s normal hiring numbers as well as the additional positions being recommended. This has not always been the case and there is no guarantee this would be the case in 2016 either.

An additional factor are the number of retirements the Department may experience during the 2015 – 2017 time period. Of the large class of police officers hired in 1991, 17 will soon be retirement eligible. This is in addition to the normal amount of officers and the approximately 10 members of staff that could retire during the same time period. Although a mass

retirement is not anticipated, there certainly could be a much higher number per year. Any risk in adding additional personnel now without knowing for sure if the positions would be funded in 2016 would carry the mitigating factor that there will be a higher attrition rate in the near future. This would allow Department staffing to more quickly normalize from an overstaffed position without having to cut personnel.