

STATE OF KANSAS)
WYANDOTTE COUNTY)) SS
CITY OF KANSAS CITY, KS)

SPECIAL SESSION, THURSDAY, MARCH 2, 2017

The Unified Government Commission of Wyandotte County/Kansas City, Kansas, met in Special Session, Thursday, March 2, 2017, with ten members present: Bynum, Commissioner At-Large First District; Walker, Commissioner At-Large Second District; Townsend, Commissioner First District; McKiernan, Commissioner Second District; Johnson, Commissioner Fourth District; Kane, Commissioner Fifth District; Markley, Commissioner Sixth District; Walters, Commissioner Seventh District; Philbrook, Commissioner Eighth District; and Holland, Mayor/CEO, presiding. Murguia, Commissioner Third District; was absent. The following officials were also in attendance: Doug Bach, County Administrator; Ken Moore, Chief Legal Counsel; Casey Meyer; Attorney; Joe Connor and Melissa Mundt, Assistant County Administrators; Bridgette Cobbins, Unified Government Clerk; Emerick Cross, Commission Liaison; Mark Wiebe, Asst. to Mayor; Chief Zeigler, Police Department; Deputy Chief's Tyrone Garner and Mike York, Police Department; and Doug Bailey, Sergeant-at-Arms.

MAYOR HOLLAND called the meeting to order.

ROLL CALL: Bynum, Walker, Townsend, McKiernan, Johnson, Kane, Markley, Walters, Philbrook, Holland.

NOTICE OF SPECIAL MEETING of the Unified Government of Wyandotte County/Kansas City, Kansas, to be held Thursday, March 2, 2017, at 5:00 p.m. in the 5th floor conference room of the Municipal Office Building, for a presentation on the Law Enforcement Study.

CONSENT TO MEETING of the governing body of Wyandotte County/Kansas City, Kansas, accepting service of the foregoing notice, waiving all and any irregularities in such service and in such notice, and consent and agree that we, the governing body, shall meet at the time and place therein specified and for the purpose therein stated.

Mayor Holland said we have been working hard on studies of Public Safety and this completes the three. We have finished our Police Study, our Jail Study and now we have the Police and Sheriff's Report. Before we get started I just want to thank Administrator Bach and his team. They have put in an enormous number of hours to move all three of these down the road consecutively. It has taken a lot of staff time, a lot of department time; but really I appreciate your office, Mr. Bach, and I appreciate all of the Police Department, Fire Department and Sheriff's Department all making themselves available as we've completed these studies. Tonight is the first presentation of the Sheriff's Office and Police Department Study.

Doug Bach, County Administrator, said I will second the fact that this was somewhat of an undertaking to move through all these different ones. The Law Enforcement Study that's being presented tonight was one that we scheduled this into the 2016 calendar year to initiate this study and that's when it started taking place so it could come forward and have the results in 2017. The scope of this study is one where you look at—it's the overview efficiency and operation of what is done between the Police Department and then also looking at the Sheriff's Department, not so much in the detention area which we already had that study which was specifically done about this, but areas where they do field service and areas that can crossover from that perspective. We wanted to get a good feel for what are the standard operating procedures that we have and how those kind of counterbalance on a national level or with other comparable agencies and then look if there are better procedures we could look at or recommendations we could look at ways to change. Then just kind of scalable things to see where we may know we need to do a little bit better but what are the best practices in those areas.

I would like to present Byron Pipkin. He is with the Matrix Consulting Group who has led the charge on this study and he has a presentation for us this evening that he will go through and I think he will be open to ask and work with questions the commissioners have. This is a big undertaking to go through this so we've allowed plenty of time for this session.

Sheriff's Office and Police Department Study

Wyandotte County, Kansas



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Byron Pipkin, Matrix Consulting Group, said I appreciate the opportunity to come before you at the end of the study. We got started on this in August. There was a team of six people that were involved in interviewing and talking with a lot of different people in both the Sheriff's Office and the Police Department and probably conducted somewhere around 80 or 90 interviews individually of people as well as review meetings and other formal—like the review that we had last month on the draft report and things like that.

My objective tonight is first of all to go through this PowerPoint presentation and it was somewhat difficult as it always is in summarizing 250 or so pages of information and data into a shorter version that hits the highlights of the items that we did and the recommendations that we made. That's the first objective is just to provide that explanation and secondly is to answer every question that you have about this report or about what we're talking about tonight, law enforcement services or things like that. I want to make sure we hit both of those so if you have questions as we go through this PowerPoint presentation that are specifically related to that, feel free to ask. I will try to move through to the end of that to get to any other questions that you have and leave a majority of the time for your questions to deal with specific topics. Feel free to challenge me, question; that's okay and that's why I'm here is to let you know what we did and why we did it and all the factors that were involved.

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I do want to thank people from the Police Department and Sheriff's Office. We've got three of them right behind me here and their staff that were very cooperative in this process and very helpful and provided the information that we needed. I appreciated the opportunity to work with them.

Study Objectives

- ◆ To evaluate if the needs of citizens are being met at appropriate levels of service.
- ◆ To evaluate staffing, deployments and scheduling in each Police Department and Sheriff's Office law enforcement functions.
- ◆ To compare Police Department and Sheriff's Office staffing and operations to 'best practices' in law enforcement.
- ◆ To ensure that operations management contributes to the effective and efficient use of Police Department and Sheriff's Office personnel.
- ◆ To understand how data is used to effectively utilize staff and provide service to the community.
- ◆ To determine if there are duplications in service which should be addressed and/or better coordinated.



These are the Study Objectives. First of all to evaluate if the needs of citizens are being met with appropriate levels of service in both the Police Department and the Sheriff's Office. To look at the staffing, the current staffing level, compare authorized staffing level with actual staffing level, how the people are deployed and scheduled in both agencies in each of their functions. To look at the staffing and compare operations and practices to best practices in law enforcement and also norms of other agencies throughout the United States, to ensure that the management of operations and the use of personnel and the practices are efficient and effective in accomplishing objectives for the community. Also, to understand how the data is used to look at staffing deployments, movements, and services to the community and to look if there are duplication in services which should be addressed, consolidated or reviewed or modified.

At the beginning of the study and in the Executive Summary one of the items that I did highlight is that the overlapping of jurisdiction with the Sheriff's Department and the Police Department has resulted in—and they have a very cooperative working relationship with each

other in provision of services and out in the field is where most of the contacts and connections with the officers and deputies happen.

The other item I do want to highlight, and it is very significant for this county, is that I've got over 30 years of law enforcement experience myself and about 10 years as a consultant now and in this area of Community Policing many agencies and many organizations talk about Community Policing and that they practice Community Policing. I can tell you that the Police Department here in Wyandotte County is at the top of the list from my observations and experiences with the programs that you have in place in connecting with the community and the Advisory Committees that the Chief has and that are in each patrol area; those are excellent measures and agencies throughout the country should emulate that of what you've done here and those have been going on for several decades is my understanding of that so I do want to compliment you on that and that effective connections with the community. It doesn't mean there are no areas for improvement, but it does mean that you are doing excellent work and the departments are doing excellent work in that.

Project Methodology

- ◆ Conducted interviews with managers, supervisors and line staff to obtain an understanding of operations, organization and management.
- ◆ Collected comprehensive data for each agency function while interviews were being conducted. This data was summarized in a descriptive profile early in the project.
- ◆ Conducted an assessment of best management practices.
- ◆ Meetings with steering committees to review findings & reports.
- ◆ Analyzed each agency function for service objectives, performance, workload and supervision.
- ◆ Assessed the fleet and all of the facilities used by each agency.



The methodology that we used—one of the things that we have to do in every agency is to learn how that agency operates. Although I have prior law enforcement experience I didn't know

exactly how Kansas City and the Sheriff Office operated until I came here and met with them and so those are the reasons for the interviews with managers and supervisors and line level employees in every work unit in both agencies. Obviously, as you mentioned, we did not cover the detention area in the Sheriff's Office but all the other functions that they operate and perform.

We collected data from every agency and the work units of what was available and that includes a years' worth of the Computer-Aided Dispatch data from the Communication Center on all the calls for service and response times that both the Police Department and the Sheriff's Office responded to that occurred for the 12 month period. We used that obviously in looking at response times and did our workload analysis from that for patrol. Early on we produced what was called a profile. It's essentially a snapshot of the organization and that was reviewed with both of the departments to make sure that we had a correct understanding of the number of people they have, the vacancies and the main work task that each of the work units did and that provided the foundation for going on to our analysis phase and then to the draft report phase, the best manager practices review as well.

Right after the profile we did an assessment of best management practices that is included as appendices in your report that you have. That involved a meeting with both agencies to review that and to discuss those areas again to make sure that we understood correctly what their current practices were. We had several review meetings on the draft report last month to make sure that we're all in alignment and even if we did not agree at least that we were dealing with the same facts and have the same information and understood the reason of why it was made in the report.

We looked at the functions for meeting the service objectives, what the performance was and workload and supervision. In some of these areas it's obviously easier to evaluate the workload performance say of patrol operations than it is of a Community Policing Unit or a proactive violent crime taskforce or things like that. Obviously, most of the resources in an organization for a municipal Police Department are in patrol. The Sheriff's Office has a significant number of resources in the courts and detention and some of the data that we have is more focused on patrol and field operations and so you can draw clearer conclusions based on that and in those areas where data should be collected or it might approve ability to evaluate. We made recommendations throughout the report on those areas.

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We also looked at the fleet and facilities and those are included as appendices in your report as well and we will go over some of the highlights.

Key Recommendations - Sheriff's Office

- ◆ Field Patrol – the WCSO handles about 5% (4,782) of the total number of community generated calls for service; also initiated 16,735 incidents (legal papers, traffic stops, warrants, evictions).
- ◆ The WCSO should eliminate regular response to calls for service, the Police Department should handle response to all calls.
- ◆ The Sheriff should continue to staff field services with two shifts (2 Sergeants, 10 Deputies) to handle service of legal papers and evictions (a reduction of 1 Captain and 6 Deputy positions).
- ◆ 6 Deputy positions are needed in other work units to meet current needs and reduce OT:
 - ✚ 3 Deputies in the Transport Unit
 - ✚ 1 Deputy in the Tag Enforcement Unit
 - ✚ 2 Deputies in the Offender Reporting Unit



We're going to jump right into the Sheriff's Office. On the report the first part is with regard to the Sheriff's Office and then the second part is with the Police Department.

The total calls for service, and we're specifically looking now at the field patrol unit, the Sheriff's Office handles about 5% of the total number of calls and the Police Department handles the other 95% and so it's just under 5,000 calls for service. Just for clarification, we looked at the 12 month period from April, 2015 through March, 2016 and so that was the 12 months of data and that's on the old system. The Police Department has since converted to a new system.

In addition to those community generated calls for service, and you're going to hear me use that term, I wanted to clearly define it in that this is a response to a call initiated by a member of the community. In person rarely, 99.something percent of the time they are calling 911 or they're going to the Dispatch Center and its being requested. It could be requested from anything from shots fired to abandoned vehicle to domestic violence, any type of call and so that is what I'm referring to when we talk about community generated calls for service. We separate

that work because deputies and officers also initiate activities when they make traffic stops, they stop and talk to people, they get out of their car, they go to meetings, they walk through the parks and those types of things. We call that officer initiated or self-initiated activity and so that is the reason for the breakdown there. For the deputies most of those incidents are the service of their papers that they have. The Protection Orders, they do evictions, arrest warrants that they serve, all sorts of legal divorce papers and things like that that they serve and that is their primary role for the people that are working out in the field, a significant role.

One of the main recommendations and probably the most significant recommendation in this report that we made based upon the current operating procedures is that the Sheriff's Office not provide those call response field services. They still need to provide deputies in the field to handle essentially all the self-initiated activity that they do which is about triple the response to the calls for service, but they can do that with a reduced staff and for the Police Department to be the primary agency that responds to community generated calls for service. There are several reasons for that. One of them is that it's a simpler system in that this is the only study I've been involved in and the only agency I'm aware of where there are overlapping jurisdictions in the county. Essentially if you call 911, sometimes you could get a deputy to come to the call and most of the time you would get a police officer to come to the call. It provides some additional complications for developing a staffing model for how many people you need to handle the workload for the City of Kansas City and the County. Also, in reporting crimes and following up on crimes and for citizens most of the times they would go to the Police Department for follow-up, sometimes they would need to go to the Sheriff's Office for the same type of incident. For these reasons and others that are listed in the report that is one of the recommendations is to develop, it doesn't need to occur overnight, it shouldn't occur overnight, but the recommendation is to develop a process for making that transition.

Commissioner Walker asked is it better if we just let him do the report or can we ask questions? **Mayor Holland** said he's just going to go through the executive summary. **Commissioner Walker** asked is this an economic driven decision in terms of—the bottom line is this designed to save money. **Mr. Pipkin** said it may save money, but that's not the necessary driver for the recommendation. It's an efficiency and an organizational effectiveness recommendation primarily. **Commissioner Walker** said I'm just going to say one of the things that we hear is

that we never have enough police on the street. Having deputies working shifts puts additional cars. The things that you outlined sounds like to me they're more a matter of the Chief and the Sheriff sitting down and saying here are our resources, how do we best use these as opposed to—well, the best way to do it is to have only one set. I've been in numerous places where County Deputies, Cook County for example, I'm there on family related matters on occasion; Cook County has deputies patrolling everywhere and they are right along beside the Chicago City Police. Essentially we will be taking people off the street that are out there and—**Mayor Holland** said I think if you wait for three more slides, he's going to put those people right back on the street in a different budget. **Commissioner Walker** said that's why I asked if we should ask questions or let him finish his presentation which at this rate we won't get much time to ask questions. **Mayor Holland** said we have two hours.

Mr. Pipkin said just a real quick answer so the recommendation would be to reduce deputies by six and to take and add six to the Police Department to handle these calls for service so the net is zero. Another recommendation right after that is that the Sheriff should continue to do the field services with reduced staff, two sergeants and ten deputies for the two shifts and this is a net reduction of one Captain and six deputies. Those six deputies are needed elsewhere within the organization and they are recommended to be moved to the Transport Unit. Right now there is a significant amount of overtime that is paid every day and these are the deputies that are working in the courts and moving prisoners. They have to respond to requests which are actually orders from judges for unique situations and unique additional requests and one deputy in the Tag Enforcement Unit, an additional one for a couple of years for the purpose of collecting additional taxes that may be delinquent from vehicle registrations and then two deputies in the Offender Reporting Unit to handle additional workload that is anticipated.

Key Recommendations - Sheriff's Office

- ♦ Renovation / relocation of the Juvenile Intake and Assessment Center – currently the Sheriff and County Officials are discussing how to meet this need.
- ♦ A training needs assessment should be completed, including advanced supervision and management classes.
- ♦ Other staffing recommendations:
 - Civilian clerical / administrative position in the Training Unit
 - Add 2 Records clerk positions to provide a relief factor; cross train staff to provide greater flexibility
- ♦ Reserve Deputies provide valuable services and increased when good candidates volunteer.
- ♦ The 70 vehicles in the fleet average 113,000 miles – funding needed over the next 5 years is approximately \$2.4 million



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Continuing with the Sheriff's Office, I know that there is a significant issue that is under discussion with renovation and relocation of the Juvenile Intake and Assessment Center that is an ongoing process. There are additional needs in that area for efficiency of operations.

For training for deputies in the Sheriff's Office, it's a similar recommendation in the PD, to look out a year to two years and plan for training. They are doing training now so it's not a matter of doing something they're not doing, just recommending they look further out in doing a needs assessment and what additional funding may be needed to make sure that officers and deputies are adequately trained for all the demands that they have on their calls that they respond to. This includes supervision and management courses and in most law enforcements—in every law enforcement organization the field supervisors are the critical component in providing that transition training so that they effectively manage and supervise the officers out in the field that's important.

Two other recommendations for a clerical civilian position in the Training Unit to maintain records; it's not only important to train deputies and officers, but it's extremely important to maintain adequate records and detailed records of what they're trained on. If something does go wrong and the lawsuit does come, that is usually the first thing that any attorney is going to be asking for is the training record of the staff that were involved. In the Records Unit to provide a relief factor for the people that are working there as well as the Reserve Deputies that provide valuable services. If they are volunteers it's an opportunity to

increase the number then it is going to be a benefit to the County to do that. The vehicles, this is just a snapshot of the fleet. There are 70 vehicles in the Sheriff's Office fleet; the average mileage is 113,000 miles. There are some vehicles with over 150,000-160,000 miles on them and so, again, it's in the appendix in the report that the cost to gradually bring down the average mileage over the next five years is approximately \$2.4M.

Summary of Staffing Recommendations - Sheriff's Office

Unit	Captain	Sergeant	Deputy	Civilian
Patrol	-1		-6	
Transport Unit		1	3	
Tag Enforcement			1	
Offender Reporting		1	2	
Juvenile Intake				1
Training				1
Records				2
Totals	-1	2	0	4



Here is a summary of the staffing recommendations. For minus one Captain for Patrol there still would be one Captain in Patrol, the six deputies that we already discussed and those are the numbers in the Transport Unit. There is a need for additional supervision in the Transport Unit. Right now one sergeant has approximately 17 deputies, way beyond the normal span or appropriate span and same for the Offender Reporting Unit is that there is a need for a supervisor there.

Police Department – Patrol Staffing

- ♦ The PD has assigned 167 sworn employees (135 Officers) to Patrol Services in 4 Patrol Areas – each Patrol Area is assigned 40 - 46 sworn staff.
- ♦ Officer net availability of 81% or 1,685 hours provide an average of 26 Officers on duty hourly (not including Supervisors).
- ♦ The Police Department responded to 93,636 community generated calls for service in 2015-16; Patrol Officers handled 89,876 of these calls.
- ♦ Patrol Officers also initiated 19,010 incidents during the year (e.g., traffic stops, pedestrian stops).



In Patrol—the department has 167 employees and these are authorized positions and of those 135 are officers and they are assigned to the four patrol areas in the city. Each area has about 40-46 staff. One of the things that we looked at is first of all officers and deputies work 2,080 hours in a year but they take leave, they take vacation and they go to training so the net work is about 1,685 hours and this is slightly better than the average that we see in other law enforcement agencies. It is typically in the 78-80% net availability and this is an important factor when we look at overall workload is to determine how many hours of the year are deputies and officers actually here in uniform and working. It equates to approximately 26 hours on duty hourly throughout the city.

The department responded to 93,000 calls for service during the year and these again the community generated calls for service and this is for all the people in the department which includes Traffic Officers, Community Policing Officers and Detectives. Just for Patrol they handled almost 90,000 of that so almost all of them are patrol calls. In addition to that Patrol Officers initiated 19,000 incidents during the year and most of these are traffic stops. Just by way of note, typically we see higher officer initiated activity and this normally averages kind of a standard is about 50% or more of the calls for service so I would typically expect to see 40,000-50,000 officer initiated activity. One of the indicators of this is that you obviously have to have time to initiate activity and to do other things other than to responding to calls for service and I believe that is probably one of the factors. Another factor could be the management at the field

level, supervision at the field level, for sergeants to ensure that officers are appropriately active when they have time available during their shift.

Police Department Workload

- ♦ The call for service workload varied by Patrol Area:

Area	Calls	%
East	29,875	31.9%
West	20,062	21.4%
South	21,508	23.0%
Midtown	18,431	19.7%

- ♦ The East Patrol Area handles approximately 67% more calls than the average number of call handles by other Patrol Areas.
- ♦ Workload volume should be evaluated annually and Officer resources should be moved to balance the workload when possible.



One of the areas where there was some variation was in the four different patrol areas. These are the four listed and those are the calls for service that they handled in those different areas. The significant variation is between the East Patrol area and the other three patrol areas in town and it handles about 67% more calls than the average number of calls handled by other patrol areas. What this requires is that the times when they are busy in the East Patrol area, if it's appropriate, a supervisor or a Captain can have other officers from other patrol areas come in and handle the calls or else they're called stacked and wait until an officer is available. This is a fairly significant workload variation and in the report we made a recommendation to continue to look at this, but also to move additional officers specifically from the West Patrol area into the East Patrol area to balance the workload more appropriately so an officer in the East is doing about the same level of work as in the other areas.

Call for Service Handling

- ♦ Response time to Priority 1 and Priority 2 incidents:

Priority	Call Processing	Queue Time	Travel Time	Response Time
1	.61	2.9	5.9	9.5
2	.65	3.7	6.2	10.6

- ♦ The Police Department responded to the highest priority calls in an average of 8.8 minutes (9.5 minutes from the time the 911 call was received in Dispatch).
- ♦ The primary Patrol Officer spent 38.2 minutes average handling a call, a total of over 57,000 hours annually. Other Officers spent an additional 56,000 hours assisting the primary Officer.
- ♦ Preliminary data (Aug-Oct 2016) for two Officer car deployment showed an increase of 3.5 minutes to Priority 1 call response.



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We will now look at the response time to Priority 1 and 2 incidents and Priority 1 incidents are the most important, the most serious significance that officers respond to. Again, this is the average for the entire year. For Priority 1 incidents when the 911 calls received in Dispatch it takes an average of a little over half a minute for them to process the call and then the queue time, and we've had several discussions earlier today and in past meetings with the department, averages three minutes. The queue time essentially is when the call is ready to be dispatched but an officer is not available to dispatch the call to so it's waiting for a unit to become available and that is a significant amount of time for a high priority call. My gut feeling on this is that there is something wrong with the data. The normal process that the Police Department follows is that when an important, serious call comes in, even in the Dispatch Unit they are going to be alerting the other dispatchers who are going to be sending officers to the call right away so even that half minute call processing time is a good time. Under a minute is a good time but still they're getting a heads up alert prior to that and they are going to be getting on the radio—

Commissioner Kane asked can you go back to that slide where you had west and all that. So you want to move the people from the west, the officers from the west to the east? **Mr. Pipkin** said that is a recommendation, yes. **Commissioner Kane** said okay, so then you want to expose the people out in the west to more danger because what you're going to do is when you move them, you leave us exposed. That's unacceptable. **Mr. Pipkin** said okay. The recommendation is based on workload. **Commissioner Kane** said I get that. Maybe we need to hire more police

officers to cover the east side of town. **Mr. Pipkin** said that's another option, is to add additional staff. **Commissioner Kane** said I've only been here for a couple of years, but when we say we want to take the officers out west, which we don't have enough as it is now, and want to reduce them even more; it doesn't work for me and it shouldn't work for the Commission. There is no way I would ever buy into that and I wouldn't expect any other commissioner to buy into it either because if you were the folks out west like Jim and I, you want as much coverage equal to or the same as what the east side of town has. **Mr. Pipkin** said that's a good point with all these recommendations on the report, and I appreciate your question, this is exactly the type—interrupt me and to ask these type of questions. We are looking at and making recommendations on this area based on workload and so that is an appropriate role for policymaker, for County Administrator, for Police Chief and Sheriff is to look at the report and say does this make sense for our community. Is it appropriate to move people from one area to another or is it the best solution to add more people for a net increase. There is two different ways of handling it.

Back to Response Time and Priority Calls, for this queue time as I was saying, my gut level of instinct is that when, and in talking with the Chief and the Deputy Chief right prior to the meeting and in the review meetings as well, is that if an officer is available to handle a Priority 1 incident in town, they're going to go. They say there are times that there is a blackout where everybody is tied up and the call just has to wait because everybody is tied up doing something else. That is not an extreme amount of incidents or an extreme number of months during the year and the busier months is the summer that may occur. This is what the data shows, the calculations are accurate. My question is, is there something wrong with how the timestamps are being done or delays and I know the Police Department is going to be looking into this, but again, bear in mind this is the old system, you've gone to a new system but it is just something to look at.

Travel time of six minutes, it's within a reasonable range of what we see across the country anywhere in the five to eight minute range is a good travel time and that is from the time the officer receives the call until they arrive at the scene is what is classified as travel time. The overall response time of 9.5 minutes takes in the time the call is received in the dispatch center until the first officer arrives at the scene and that is the amount of time that most people in the

community are interested in, from the time I call until I can expect somebody to get there, how much time is it going to be.

The same criteria is applied to Priority 2's which is—there is a total of four priority types in the department and Priority 3 and 4 obviously are the lower priority calls. The statistics there show that an average of 8. minutes for response time for the Police Department once they get the call and then after the officer gets to the scene they spend an average of 38 minutes which equates to about 57,000 hours annually for the primary officer. Secondary officers could be one, two, three or four officers at a scene and so those backup officers spend an additional 56,000 hours and this is obviously used in the workload analysis.

During the early part of the study—we began the study in August and that was just during the transition to two officers cars so we delayed the study over a month to obtain kind of a minimal amount of data from the new two-car deployment so we used the months of August, September and October. The initial evaluation showed an increase of about 3.5 minutes to Priority 1 calls so one of the things that I do need to point out is that this is very preliminary data. The number of calls that were included in the sample was about 20% lower than the workload I would expect. There was only about I think 16,000 calls and that's less than the 93,000 for the year so that causes me to suspect something that is not complete and it's not thorough and granted it wasn't able to be any better than this just because of the transition that was going on.

Commissioner Bynum said when we ask like this last bullet point with the increase of 3.5 minutes; these are officers on patrol, two per car. **Mr. Pipkin** said correct. (Someone was speaking but was inaudible). **Commissioner Bynum** said the last bullet point says for the two officer deployment so I'm just wondering if you have notions of why it added 3.5 minutes if they're already in the car on patrol. **Mr. Pipkin** said prior to the other data was one officer per car so in each patrol area there were five cars with one officer in them and so they've transitioned to three cars with two officers.

Proactive Time and Committed Time

- ♦ The average time required to handle the community generated calls and related work is approximately 55% of total work hours.
- ♦ This results in an overall average proactive time level of 45%.

Hours of the Day	Average Committed Time	Average Proactive Time
0000 - 0400	50.3%	49.7%
0400 - 0800	29.1%	70.9%
0800 - 1200	53.9%	46.1%
1200 - 1600	60.2%	39.8%
1600 - 2000	71.1%	28.9%
2000 - 2400	63.2%	36.8%



Now we're looking at proactive time and committed time and this is the area that my recommendation, and then hopefully I can provide a glimpse, because this is what I believe policymakers need to focus on for looking at services to a community. Essentially you are the group that decides what type of police services that we want to provide to the community. The question comes in, how do you do that? How do you make a decision about what level of service we're going to provide? Obviously, if you have 100 more cops, then you hope there is going to be a higher level of service so we break this down in order to answer that question and provide guidance to committed time and proactive time. Let me just take a second to define that.

The committed time is everything that we've talked about up to this point. It is specifically response to community generated calls for service, it's the reports that are required to be written, the time that it takes to book the prisoners that are involved in those incidents and so that encompasses the community generated time, essentially the time the work that your community is requesting the Police Department and the Sheriff's Department to do. That equated to 55% of their total time and that was the reason obviously we're getting that work hours or of the time that they have available what time is spent on responding to community generated calls for service and related workload. That's a very important number for you. The question is what does that mean? What's the context for that, is that high, is that low; and the corresponding number obviously is the next bullet point is that the proactive time is 45% and let me clarify that this does not mean that this is time that they have completely free that they're not

doing anything else, this is essentially what is left over after the committed time. It includes all the traffic stops that they make, it includes going back to gas the car, to get the car washed, to meet with the supervisor, to go to community meetings; all of those things that need to be accomplished during a shift. That is the overall time for that 12 month period of time for the entire department. It's only reasonable, and it gives you a better look to break it down by hour of the day, and that's what I've done there because it can be a little bit deceptive to say they've got 45% time available. Well on average, but if you look at the people working from 4:00 a.m. to 8:00 a.m., about 70% of their time is available and that's just because there aren't that many calls that occur during those hours. The number of officers cannot be reduced during those hours, it's questionable just take some of those officers and put them on day shift. You have to have a minimal level, as this gentleman was pointing out here, in all areas of the city and county to be able to handle emergency incidents that come up and to be able to provide a reasonable level of protection to the community in all the areas. That is the breakdown and you can see between 6:00 p.m. which is 1600 to 8:00 p.m. average proactive time is about 29%.

Proactive Time and Committed Time (2)

- ♦ Higher proactive time during night hours is due to the low number of calls and the minimum staff needed for Officer safety.
- ♦ An understanding of the methodology and concepts of committed time and proactive time targets provides policy makers a tool to determine the level of police services desired.
- ♦ A desirable range of proactive time for many police agencies is an average of 40% - 50%.
 - A targeted 50% proactive time level provides significant time for regular Patrol Officers to address crime and quality of life concerns.
 - A targeted 40% proactive time level will provide a significant level of proactive time for Patrol Officers working nights but Officers working during the busy hours of the day will frequently be busy handling calls and have less time to address other needs.



There is another appendix in the report that provides a fairly detailed explanation of targeted levels. Let me talk about a 40% targeted level and a 50% targeted level and this is where policymaker decision comes in as do you want a high level policing services, then you're going

to say we want to get to a 50% proactive time level or do we want a lower level which is 40% might be okay.

I also want to include and note in here that this is obviously taken from CAD data and it is the first time of my awareness that it has been done in a long time and so there are errors in the CAD data. CAD does not capture everything that a patrol officer does. They have to go on the air, the dispatcher has to log the incident, it has to be correctly timestamped and so there are some errors. We're talking maybe plus and minus 5%, maybe plus and minus 10% when you factor in the CAD data but this is the best information that we have to work with.

A police service, the Police Department, the Sheriff's Department, at a 40% level I would call this kind of the minimum level that you want to have an active police force where they are going to have an amount of time in significant chunks, not a minute here, two minutes there; but in chunks of time of one-half hour or 45 minutes where they can, one or two officers, can address an issue on their beat whether it's an apartment complex, whether it's graffiti in a neighborhood, whether they need to get out and walk through the park to meet with people and to provide that visible presence, to engage with the community. One officer on patrol somebody was explaining to me he carries a basketball in his car with him so he can pop the trunk if he sees some kids get out and meet youth in the neighborhood and develop a relationship. You have to have a half hour or so to do that. If you only have chunks of time in one or two minutes, you're not going to be able to do that on a regular basis and so that's your decision here with this group with the type of policing you want. I would say 40% would be a minimum level of timing that you could target and still reasonably expect that they might be able to do that some of the time.

You're at a 45% level now which I think is a good level and that is my recommendation in the report to target that and maintain that and that provides a little bit more time to do things like that to go to community meetings in the evening of not just the Community Policing Officers, but the regular beat cops to be able to stop by to have time to do that and 50% you just get a little bit more of that. These are not robust excessive figures. 45% is a reasonable figure you could target. We don't recommend anything over 50% because sometimes that becomes a supervisory challenge of keeping officers busy of having a right balance and workload.

I already mentioned the higher proactive time is due to low calls for service and the minimum staff needed for safety.

Determining Patrol Staffing Level

- ♦ During “proactive” time it is important for supervisors manage Officers to address crime and quality of life needs in Districts, parks patrol, and engaging with the community.
- ♦ The KCKPD current proactive time level results in Officers having a reasonable amount of time during their shift to address crime problems and quality of life issues in their District.
- ♦ The 45% proactive time level requires 132 Officers at the current workload level and 138 Officers (3 more than current staffing) if the PD is going to handle all responses to calls for service.



We talked about proactive policing and the policy tool that it is. I also mentioned the 40-50% proactive time. During the proactive time, and I know this is one of the issues that the Chief has talked about with us during our interviews is that it is important for the supervisors to manage officers time to be effective.

At the 45% proactive time level requires 132 officers at the current workload level if the recommendation for the Sheriff's Office calls to be handled by the Police Department, they would need an additional six, 138 officers which is currently just three more than they are currently authorized.

Other Divisions in the Police Department (1)

- ♦ **Community Support Division** – coordinates crime prevention efforts and problem solving throughout the City and developing community partnerships.
- ♦ **Advisory Committees** (Chief's and in each Patrol Area) – an excellent example of community partnerships and the Police Department seeking input.
- ♦ **Animal Services** – additional staff and improvements are needed to adequately and efficiently handle the workload.
- ♦ **Training** – Similar to the Sheriff's Office a needs assessment should be completed; budget developed for necessary training.
- ♦ **Crime Scene Investigators** – transition to civilian staff.
- ♦ **Property / Evidence Room** – transition to civilian staff.



Other divisions, I already talked about the Community Support Division in coordinating crime prevention efforts and problem solving, doing a very good job with that. I'm sure you're aware, one officer assigned to each district. I've already mentioned the Advisory Committees, Animal Services needing several additional staff to address problems and most importantly a better facility. I've already talked about the training. It's a similar issue. The last two there for recommending transitioning, the currently sworn crime scene investigators and evidence and property from people to civilian staff over the next several years to develop the transition plan.

Other Divisions in the Police Department (2)

- ♦ The KCKPD clearance rates for all Part I crimes range from 2% to 27% below the national average for cities the size of Kansas City. Improve clearance rates to at least the national average.
- ♦ The TeleServe Unit provides valuable alternative call handling for the PD – approximately 9.5% of calls are diverted to these telephone report takers. Increase this to 15% of calls for service.
- ♦ The 316 vehicles in the fleet average 89,000 miles; funding needed over the next 5 years is approximately \$10.2 million



In the report there is also information about the Police Department clearance rates for Part 1 crimes. Part 1 crimes defined by the FBI are murder, rape, robbery, burglary, aggravated assault and arson. The issue came up, and it's a little bit complicated to explain, is that the statistics that the Police Chief specifically has in talking with the County Administrator today showing a clearance rate that is higher than the national average around the 80% range. One of the unique things that I just found out about Kansas is that the statistics are collected by the KBI both for the Police Department and the Sheriff's Office reports and this is one of the complicating factors in having two agencies both handling crimes and investigating crimes. Merging those two sets of information and that the KBI apparently is not following the FBI UCR guidelines in what is counted as a clearance. The clearances that you see here and the clearances that you will see in the report are less or fewer than what the UCR guidelines are and the specific category is the KBI, which is Kansas Bureau of Investigation which is a State agency that collects all this does not include cases cleared exceptionally. In the UCR guidelines, Uniform Crime Reports, that is a criteria that every other state and every other law enforcement agency uses and what the Chief is using in reporting his statistics. I just wanted to note that.

Commissioner Philbrook asked so the KBI is leaving out what. **Mr. Pipkin** said they are leaving out the category of exceptional clearances and it could be that the person who committed the crime has died, they are incarcerated in another jurisdiction, not going to be tried, they

committed multiple crimes and they're only going to be tried on one. Also, the victim hasn't been able—not available for prosecution so it's essentially we know who did it, but the person is not going to be arrested or be prosecuted.

You have a TeleServe Unit in the Police Department which provides alternative call handling taking calls over the phone. We encourage that this be expanded and look for ways to increase the number of calls that can be handled over the phone.

For the fleet for the Police Department, average mileage is somewhat less than the Sheriff's Office but they have significantly more vehicles and significantly additional dollars would be needed for that.

Summary of Staffing Recommendations

Unit	Captain	Sergeant	Officer	Civ. Supv	Civilian
Patrol			5		4
Logistics		-1	-3	1	4
CSI	-1		-10	2	10
Canine			1		
Training					1
TeleServe					2
Communications		-2		2	5
Totals	-1	-3	-7	5	26



This is the last slide, just a summary of the staffing recommendations for the department. You can see the numbers there; a transition from some sworn personnel units to civilian units is the main changes there.

Commissioner Philbrook said I know that we've replaced a bunch of units for the Police. Does this report include that or did you—this has information gathering stop before we had replaced a lot of those units? Where does that fall? I know you're always in the middle of changing things. **Mr. Pipkin** said this is from the August to September timeframe. **Commissioner Philbrook** said okay, so the answer is no, it didn't include it.

Commissioner Johnson said just to clarify, based on this study and the hours and things of that nature, does this determine if we are adequately staffed in our Police Department and Sheriff Department? **Mr. Pipkin** said yes, and you are with the number currently authorized.

Commissioner Markley said, Doug, can you speak to the extent you want to in public session about how our union contracts might play into this idea of transitioning to civilian employees and whether there are complications in that seen? **Mr. Bach** said there will be some things we will have to go through with them. I do not though believe that our union contract specifies that we have to have a certain number of sworn positions let's say in the CSI Unit which is probably the biggest example here. If we make a decision that we want to civilianize three or four of those people, that's a management decision and both our Police and Sheriff's contracts really are personnel related. They're not management driven contracts that dictate how we run the operations.

Commissioner Townsend said since this is the last slide I would like to go back to a question that I had as well. Commissioner Walker raised it earlier. My concern initially when I read the summary was the recommendation, as Commissioner Walker pointed out, to have the Sheriff's Office no longer respond to generated calls and somewhere I saw that was about roughly 5,000 people. I know in the last couple of years I was one of those 5,000 where I had to call and on one occasion police officers showed up and on another occasion the Sheriff's office showed up so I heard either you or the Mayor say that later in the slide you would see—my concern is what happens to those 5,000 or so citizens who call in, how would they be served if the Sheriff's Office is no longer available to do that task? I know it was a tradeoff, so where—**Mr. Pipkin** said the calls would be responded to by a police officer rather than a sheriff deputy so it would be the same level of service, no change in the level of service, it would just be one agency that responds to 100% of the community generated calls for service. **Mayor Holland** said I think that shows up on additional officers for Police which is this slide. It shows the additional five patrol officers on the Police side at the top. Patrol Officers, it shows five additional and if you go to page 3 the slide shows six fewer deputies so it's taken off of one side and added to the other. I've heard this frustration from some citizens that if there is a call depending on who answers the call is what office they follow-up with and that's very confusing because if it's a

police officer call, then you go to headquarters. If it's a deputy that responds to the call, then the police says we don't have that call, you need to call the Sheriff's Office and follow-up with the Sheriff's Office and then you have a duplication of services in terms of detectives and people looking into things. Streamlining that under one department is what I've heard as the recommendation but to offset the staffing and there is no reduction in staffing on either side. He is recommending more—**Mr. Pipkin** said, Mayor, I'm sorry; it's a net increase of six because one of the desk officers is moved to patrol so it's six fewer deputies, six additional patrol officers. **Mayor Holland** said that's right.

Commissioner Townsend said as I'm looking at this slide, are we combining police and sheriff numbers on here? **Mayor Holland** said not on this slide. Its page 3 of the—is the Sheriff's side and on that you see patrol, deputies minus six, on the top line of page 3 for the Sheriff's patrol. If you're on the right graph, it's the top line that says patrol minus six and then on the Police it shows patrol plus five. On this slide it's on the screen. **Commissioner Townsend** said so that difference of six will take care of those 5,000 people. **Mayor Holland** said that's right. **Commissioner Townsend** said and that's not being done now because—**Mr. Pipkin** said it's your model that you've inherited. It's just the way it's been. **Commissioner Townsend** said that was my concern that those 5,000 or so not be left in the lurch. **Mr. Pipkin** said it's important that the service level remain the same or improve.

Commissioner Townsend said the next issue, and Commissioner Kane addressed this, on page 4, the service workload. I think Commissioner Johnson just asked the question, so your evaluation is that we're appropriately staffed but it's an allocation issue. **Mr. Pipkin** said correct. **Commissioner Townsend** said and I'll tell Commissioner Kane I would love to tradeoff the numbers, the need for the people, I would gladly give you the need for the people but I envision and I get what you're saying that you don't want to have people who may have, what was the term you used, more proactive time let's say when in another part of the city you need immediate response to call. Could you tell me again what the level one and level two types of calls are? **Mr. Pipkin** said Priority 1 and 2? For example a Priority 1 call would include where officers respond with red lights and sirens, a shooting, a robbery in progress and they are—I'm just looking for the page in the report where it clearly defines and gives examples for those. It's in the patrol section and later on I will get you that page number. Priority 2 would be maybe a

domestic violence type call, a fight in the street, those types of things. **Commissioner Townsend** said and this is for the benefit of people watching.

Commissioner Bynum said big report which we didn't get into here at all, the analysis of the facilities, a couple of comments; thank you for recognizing and reaffirming that we've got to do something with the Animal Services facility. Did you at any time come to a conclusion that other than our headquarters' building there might be a need for yet another patrol building in the northeast? Did that come up at all? **Mr. Pipkin** said I would have to look at the report. I know that one of the facilities is in process of being replaced. The Midtown is new and the south is being replaced, west is not in great shape nor is the main headquarters. **Commissioner Bynum** said I also did want to thank you for recognizing that the Traffic Unit is also in desperate need of replacement or movement. It just strikes me that we use headquarters as east patrol and it just strikes me that we have a fairly large geographic area in the northeast really without a police patrol division, just a comment.

My next couple of questions are kind of community-based because the top objective of the study was to make sure that we're meeting the needs of the citizens and I don't want to misunderstand the point of the study because I know it's about how resources are deployed but for purposes of the study, did we ever talk to the community, did we ever do any surveying of whether they think their needs are being met? **Mr. Pipkin** said no, that was not included in the scope. **Commissioner Bynum** asked was there any conversation with other service providers that partner regularly with our Police Department and I'm thinking of Rainbow Services and our crisis folks, was that part of the study? **Mr. Pipkin** said we met with people; we met with Code Enforcement, met with the woman who kind of runs the Liveable Neighborhoods program, discussion about how those services are coordinated and work together. **Commissioner Bynum** said I don't want to misconstrue. I understand that the study is kind of nuts and bolts for internal workings but I was just curious if there was community input into the work you did.

Commissioner Kane said let's go back to the east, west, south and Midtown. You did a really good job. Not one person called and complained about what you were doing and who you talked to, which was really good, and that didn't happen in the other studies. We know we're underserved out west with a fire station and you know we really don't have four or five police

officers driving around there and I wouldn't want to take away our coverage that we pay a tremendous amount of taxes so before we reduce anything or move somebody out of the area I would think we would rather add people or hire somebody because I don't think it's fair to those of us out west to be underserved as we are now.

Commissioner Walker said I'm debating to even bring it up. Obviously, I have not read this entire thing. In fact I've gone through the summary. I got mine today. I failed to pick it up yesterday when I was here meeting with the Administrator. I have a hard time reading it on a computer screen of this kind of stuff. I have been a proponent of advancing our technological capabilities. I don't note anything here. I read a great deal about Police Department's effectively using drone technology for all kinds of purposes, pursuits interface with code to dispatch, troubles brewing in areas you know you have a problem in. I don't think we're taking it seriously enough. It's the future whether we want to admit it here today or tomorrow or ten years from now. It has a value in—for \$5,000 I can buy a drone that can effectively go up and down a neighborhood street and identify and take photographs of every house and identify those that need code enforcement work sitting at a desk many miles away. Have you addressed anything about improving technology except to the extent we track our time and try to come up with averages of how long it takes us to respond so we can fit within some national model? I think that's important, but I think it's over used. I think there is other technology that we are not, to my knowledge, no; we bought a drone but since we bought the drone I haven't heard one word about its use or where or how it's being done. Do you have any take on drone technology from your capacity as a consultant in looking at other departments? **Mr. Pipkin** said it's very controversial right now particularly in the state and in the area where I live in California. The Sheriff's Department bought a drone and was planning to implement and there was a significant level of outcry in the community about regulations, about privacy, about government intervention in all of those areas. With regard to law enforcement usage I think you are correct. I think there are appropriate uses for that. Exactly what those uses are and the types of circumstances where they could be beneficial are in the early stages of discussion and development and working through and so most agencies are not using them because of community concerns.

Commissioner Walker said you know in a world where every phone call you make, every email you make, everything you do, every transaction is in some record or database. The idea that a drone is flying over your house somehow invading your privacy doesn't really seem that real other than you know if I have a swimming pool and you're skinny-dipping in your backyard and the police officer flies the drone over, I say police officer, I'm assuming there would be a fight with the union over whether it had to be police officers or civilians that flew the drones. Okay, I've got ten months left and if it comes up again I'm not going to drop the idea, but I swear to you that the day will come when we will have a fleet of drones because they can do the work of ten men in less time. We could surveille a drug house 24/7. Where are you going to get three shifts of men—why would we put three shifts of men on a drug house sitting down the street putting themselves at risk when we could put a drone 3,000 feet in the air and watch everybody that comes and goes? We live in a world where privacy that is almost a thing of the past and we're kidding ourselves, diluting ourselves if we think we have any. Living off the grid is virtually impossible. Having a drone, I don't mean 24/7 over every neighborhood, but okay, I'm wearing it out and I know you all are tired of it, but it won't bother me to fly the drone over my house at night knowing that if there was somebody in my backyard they would see that and ask the question who is this guy, let's take a closer look.

Mayor Holland said, Mr. Bach, I would like to ask you what your next steps are. **Mr. Bach** said I guess as we go through these reports that's always the next critical question. He's come through with some good recommendations, a thorough report that's looked into a lot of different areas for our operations. The report doesn't mean, and I think you've seen with the others, it doesn't mean we have automatic implementation of everything that they've brought forward. What it means from this step is that management will be sitting down and meeting with the Chief and the Sheriff. We will talk to them about what's in this one. As you all know from having a copy of the report there is a lot in this report, there is more information that I need to spend more time with myself to get into and understand some of the recommendations. I believe and I think there are things that the Chief has already looked at and I know that are maybe more of the low-hanging fruit that you can come in and start to implement a few of the things that they put forth that we would feel like are good ideas. Others are ones that we would need to sit down and talk through and evaluate is this a good direction for us to go. Several of them, like the ones on the

page still in front of us that clearly has budget implications, that's a net increase up there of total employees that come into the Unified Government. That would be a financial impact to come back and look at and those would be in future budget sessions.

I think this report puts forth several things we would look at and say planned implementation over time or evaluation over time and so the next step is our sit down session with command and we go through and work on that and then we start to work about ideas that we think are good from this and want to move forward and put in place or we need to study a little bit more.

Commissioner Philbrook said I'm going to go back to the car thing because we have replaced a bunch of them for the Police. Since we have two police officers in cars now we would already have enough cars and not have to buy more cars because we've replaced under a different model, in other words if we had six more police? **Mr. Bach** said if we stay in the two car model which I believe the Chief is feeling pretty good about the way it's working right now and how it goes, that does change the number of cars that are required in each patrol unit and the patrol units are our target. When you put up the number of how many cars are in it there is a clear distinction between those first responder cars that are out in those units that are running 24/7 seven days a week and those are the cars we put a higher emphasis on in keeping them in better condition, newer cars running through it and so that does have an impact on the model and how many we have to replace per district.

Commissioner Philbrook said Animal Control, I also thank you for mentioning that we need more help in Animal Control but I'm going to stand firmly on the concept that we really need 20 people in Animal Control and I know we're not going to get that overnight, but that's going to be about the only way we're going to be able to handle all those little critters that are running around out there nipping at peoples ankles. I just want to throw that out there for everybody to remember that it is important that we handle those wild dogs out there that don't like us too much.

This is underrating what we need but thank you anyway for nudging us in that direction.

Mayor Holland said I do note you know you listed we had 316 vehicles for the Police Department. We have 367 employees and so it's remarkable the number of vehicles we have, the number of patrol vehicles as I think Mr. Bach said is about a third of those. **Mr. Pipkin** said just note this is not always—this includes non-motorized vehicles too, it could include trailers and vehicles and things like that. **Mayor Holland** said drones. Does it include drones? **Commissioner Walker** said get ready, Mayor, laugh at me. **Mayor Holland** said I'm laughing with you. It is the future. We're seeing it all over the place. **Commissioner Walker** said it may be controversial but I guarantee you they're faster and more effective in locating and pursuing a vehicle that's fleeing a police officer than risking lives of people assuming we have people that are capable of flying them.

Mayor Holland said I think this concludes our presentation. I will tell you something about the roll out. Once we present this to anybody its public so we like to roll it out all on the same day so everyone sees it at the same time. It is going to take, I saw this for the first time a couple hours ago, and so I have not had a chance to read the 289 page report which is impressive tone. There is an executive summary, a 10-page executive summary, I would encourage everyone to read that thoroughly and then to peruse the rest of the document. This is on the website. **Mr. Bach** said not yet. **Melissa Mundt, Assistant County Administrator**, said tomorrow. **Mayor Holland** said we will post this on the website tomorrow for the public so everyone will be able to see it and it will be available—I'm sure all of our police officers will want to read it and sheriff deputies so we're rolling it all out today and this is not the last time we will talk about it. As we have time to digest this and Mr. Bach, the Chief and the Sheriff have time to come together with recommendations, policy decisions, I appreciate you highlighting the key policy areas which is the amount of active time versus the amount of—I forget the two words you used—**Mr. Pipkin** said committed and proactive. **Mayor Holland** said committed and proactive time and to look at some standards for how we can balance those particularly as we look at the four districts and look at the times of day in terms of how we staff our department to make sure every call is answered on time and that is our goal and that is where our staffing should be. Thank you for this report and we will continue to move forward on these recommendations.

**MAYOR HOLLAND ADJOURNED
THE MEETING AT 6:15 p.m.**

dt

Bridgette D. Cobbins
Unified Government Clerk

March 2, 2017