

Memorandum  
City of Lawrence  
Police Department

**To: David L. Corliss, City Manager**  
**From: Tarik Khatib, Chief of Police**  
**Cc: Diane Stoddard, Assistant City Manager**  
**Cynthia Wagner, Assistant City Manager**  
**Date: March 29, 2011**  
**Re: Civilianization Opportunities**

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**BACKGROUND**

The Lawrence Police Department currently has an authorized fulltime commissioned strength of 143 officers and 34 civilians. Civilian personnel are just as critical to the proper functioning of the Department as sworn personnel, however, the importance of civilians is often overlooked when examinations of needs are undertaken. The most common way this manifests itself is when a department grows in size, its scope of operations increases, or technology is implemented without a corresponding increase in civilian support staff. Within the Department, this has led to numerous instances in which commissioned officer positions are being utilized to fill roles that should be performed by civilians. This less than ideal result is not best expenditure of personnel and salary of the specifically trained commissioned officers, but has occurred over time in response to filling critical support role needs and community expectations. Ultimately, this further undercuts the desire to maintain full patrol staffing.

Civilianization should not be thought of as a substitute for additional commissioned personnel, for which there is a need and it has been the subject of other previous analysis. However, an examination of current civilianization within the Department and what functions are being performed by commissioned personnel may provide insight into how commissioned personnel are being utilized and whether there are better utilization of targeted strategies if additional civilian resources are allocated.

## CURRENT UTILIZATION

Civilians serve in the following capacity:

DIVISION	EMPLOYEES
<b>Information Services - LEC</b>	
<i>Administrative Clerk - Records</i>	8
<i>Records Manager</i>	1
<i>Information Technology</i>	2
<i>Network Manager</i>	1
<i>Administrative Clerk - Evidence</i>	1
<i>Animal and Parking Control</i>	9
<i>Animal and Parking Control Manager</i>	1
<i>Crime Analyst – Crime Analysis Unit (CAU)</i>	1
<i>Administrative Clerk (CAU)</i>	1
DIVISION	EMPLOYEES
<b>Investigations - ITC</b>	
<i>Evidence Technician</i>	1
<i>Administrative Clerk</i>	1
<b>Community Services - ITC</b>	
<i>Administrative Clerk</i>	1
<i>Management Analyst</i>	1
<b>Patrol Division - LEC</b>	
<i>Teleserve Officer</i>	3
<b>Chief's Office - ITC</b>	
<i>Administrative Clerk</i>	1
<i>Management Analyst</i>	1
<b>TOTAL</b>	<b>34</b>

Within the Department, commissioned personnel are utilized for the following functions which may be candidates for civilianization and additional staffing:

DIVISION
<b>Information Services - LEC</b>
<i>Information technology – MDC and In-Car Video, vehicle maintenance Evidence</i>
<b>Investigations - ITC</b>
<i>ITC Information Technology tasks Department cellular phone maintenance ACISS (case Management) data entry/Crime Analyst functions Grant writing and maintenance Crime scene processing</i>
<b>Community Services - ITC</b>
<i>Department cellular phones Website and social media maintenance</i>
<b>Patrol Division - LEC</b>
<i>Vehicle maintenance – service, transport, equipment replacements Animal control functions Private property accidents Private tows Parking violations Motorist Assists</i>

## DATA

Information Services – Over the span of the last five years, the equipment and technology installed in the Department's marked police vehicles has significantly increased. There are thirty-eight (38) mobile data computers (MDCs) and thirty-eight (38) in-car video systems installed. This represents a capital investment of approximately \$400,000. As the equipment was introduced, the Information Technology Division became responsible for its upkeep, maintenance, and troubleshooting. This additional workload was not able to be out-sourced or absorbed and it was necessary to commit a commissioned officer position to those duties.

The officer assigned to Information Technology performs vehicle MDC and In-Car Video equipment related tasks such as installation, maintenance, upgrades, dissemination, evidence management, and equipment related training to the Department regarding the systems. The officer is usually able to troubleshoot most equipment failures, but is often left with no alternative except to send the affected equipment back to the manufacturers for warranty/billable repairs. Other technological equipment installed in Department vehicles requires routine maintenance as well. Electronic ticketing tools, radios, portable breathalyzer units, Automated External Defibrillator (AED) units, and radar units fall into the same category; what can be repaired in-house is, but most of this equipment requires factory-only service.

For 2010 the officer spent the following approximate amounts of time working on equipment:

1. 27 Digital Video Recorders (DVRs) worked on, then removed, sent out, and reinstalled – 10 hours/week.
  - Average 4 hours of troubleshooting.
  - Average 2 hours to remove system from vehicle.
  - Average 1 hour to request, receive and ship DVR.
  - Average 3 hours to re-install and program once returned.
2. Two repaired on site for every one sent in – 4 hours/week.
  - 54 DVRs repaired on site averaging 4 hours of troubleshooting and repair.
  - Repair of wireless microphone packs.
3. Digital Storage Modules ("blades") repaired on site – 5 hours/week.
  - Average 30 minutes each.

4. In-Car Video (handling video, dissemination, assisting officers, Records Division, supervisors) – 4 hours/week.
5. Mobile Data Computers – 6 hours/week.
  - Repair of MDCs on site.
6. Mobile printers – 2.5 hours/week
  - Installation, programming and power supply (battery) issues.
7. Miscellaneous other duties – 1 to 5 hours/week.
  - Assisting Records Division, officers with passwords, supervisors with technical issues, and writing proposals for replacement of previously mentioned equipment.

The approximate total for these activities was 32 to 35 hours per week. Remaining time was spent on other fleet maintenance requirements such as prisoner transport enclosures (cages), refilling first aid kits and crime scene kits, replacing Stinger Systems (spike strips), overseeing re-charging of fire extinguishers, and training of personnel on equipment upgrades. The officer's compensation to accomplish these tasks in 2010 was \$69,629 plus benefits.

Evidence – The number of items entered, stored, and processed through evidence continues to grow significantly. For the past 15 years, the evidence room has been staffed by one commissioned officer and a civilian Administrative Clerk. Due the workload and the fact evidence storage is reaching capacity, a second officer was assigned to assist with case disposal and evidence destruction in December, 2010. There are approximately 118,000 items in inventory. Roughly 1,000 items are entered each month, and in 2010, 8,869 items were disposed of.

Investigations – The following are identified tasks and job assignments within the Investigations Division that should be civilianized allowing for commissioned personnel to be refocused on actual investigations.

1. ITC Information Technology Tasks: ACISS (case management) programming and troubleshooting, database formatting, BOSS (special projects) server management, software training, Microsoft Outlook server maintenance.
  - Information Technology Tasks: *Regular Duty Time* – records kept for one quarter and then extrapolated for a year. A Detective spent approximately 526 hours in the year 2010 (extrapolated) on IT related

duties. This resulted in about \$19,940 in regular hour costs for the year (the Detective's hourly rate was \$38).

- Information Technology Tasks: *Overtime – Records* kept for 2010. Approximately 227 hours of overtime was expended on these same kinds of tasks resulting in about \$12,937 in overtime costs.
  - In total, approximately \$32,877 of the Detective's wages in 2010 was spent on IT related tasks.
2. Department Cellular Telephones: facilitate and maintain all department cell phones, troubleshoot function problems, monitor billing statements, liaison with service providers.
    - A Detective spent an average of two hours a week on these duties at \$36/hour. The cost to have the detective conduct these duties were estimated at about \$3,753 annually. Another officer spent three hours a week at \$33/hour. Yearly costs for this officer were estimated at \$5,148. Total cost for both individuals is approximately \$8,901.
  3. ACISS data entry and crime analysis: ACISS is the case management system for the Investigations Division and was originally funded and purchased through a grant. To properly utilize ACISS, investigators "build" core entities into the system for each person contacted during an investigation. This is accomplished by entering personal information into the database prior to the writing of any reports. Once the information is loaded, the investigator does not have to re-type the information again. Associated reports relating to that core entity are automatically populated from the original data entry.

In 2010, the ACISS system had 1,978 core entities built into the system by twenty-four (24) commissioned investigators (detectives and officers). This figure does not include entities entered by non-sworn personnel or by automatic entry. On average, it takes approximately five minutes to enter a person as a core entity. In 2010, commissioned personnel spent approximately 165 hours on data entry tasks just related to this issue. At an average rate of \$38/hour, this equates to an annual cost of \$5,928.

4. Administrative duties: In 1988, the Investigative Division's Administrative Clerk was responsible for supporting a staff of eight (including supervision). In 2011, the same Administrative Clerk is responsible for supporting a staff of 24 (including supervision). Many administrative functions have been absorbed by investigators. In 2007, the Investigative Division conducted a study to capture the time spent on various activities detectives engage in to provide some insight into the actual time available for case investigation. Detectives reported they spent 4,066

hours on administrative duties. This represents almost two full-time positions in terms of hours.

5. Grant writing and maintenance: A detective spends approximately 146 hours a year applying for and managing grants used to pay for equipment and training. At a rate of \$38/hour, this equates to approximately \$5,535 a year in wages spent on grants rather than investigations.
6. Civilian Crime Scene Technicians: The Department has one civilian Crime Scene Technician who works alongside detectives with crime scene expertise. If additional civilians were hired for additional crime scene processing, those detectives currently assigned crime scene work could be assigned other investigative assignments on cases. The Detectives assigned to crime scene work are at the pay rate of \$38/hour (topped out). The civilian Crime Scene Technician currently makes \$18/hour and is capable of working even the most complex of scenes. Top of range for a civilian Crime Scene Technician is approximately \$25/hour. Per hour, a civilian crime scene technician earns approximately \$13/hour less than a commissioned Detective working the same scenes.

Community Services – Six months ago, the Department embarked on an aggressive project to institute changes in the way it communicates with the public and how information is provided. One of the components of this strategy is the reassignment of a supervisor to Public Affairs duties. A second component has been the assignment of an officer and Information Technology resources to assist with web development and upkeep of the website. These initiatives continue to need support to ensure timely dissemination of information and updates for employees and citizens to the website, *Facebook*, and in the future, *Twitter*. This engagement strategy is seen as a “must do”, and the choice is simply whether to continue to redirect existing resources or hire a civilian to accomplish much of this work.

Patrol Division – Examining the services provided by the Lawrence Police Department shows several duties carried out by officers that could be performed by civilian personnel:

1. Responding to accidents that have occurred on private property, parking complaints and issuing citations for illegally parked vehicles, responding to and assisting property owners with private property tows, and responding to and assisting motorists who are stranded. Below is a table of total calls for service and time spent per Motorist Assist, Parking Violations, Private Property Accidents and Private Tows. The table demonstrates the calls by Calls For Service (CFS), self-initiated and total calls. It also demonstrates the time spent on the calls by CFS, self-initiated, and total time.

**2010 Totals**

Call	CFS	SI	Total	CFS Time (HH:MM)	SI Time (HH:MM)	Total Time (HH:MM)
Motorist Assist	707	841	1548	242:48	211:10	453:58
Parking Violations	2699	3657	6356	724:03	318:23	1042:26
Private Property Accidents			370			616:46
Private Tow	935	45	980	304:40	4:28	309:08
<b>Totals</b>	<b>*4711</b>	<b>4543</b>	<b>*9254</b>	<b>*1888:17</b>	<b>582:49</b>	<b>*2422:18</b>

\*Number includes Private Property Accident Totals

2. Responding to complaints concerning traffic signals not performing to expectations and traffic control.
  - Computer Aided Dispatch (CAD) 2.5 month period (1/1/2011 – 3/14/11): 73 hours. Extrapolated yearly estimate of approximately 292 hours.
  
3. Transporting police vehicles to and from vehicle service and the associated time spent securing and returning the associated equipment while the car is being serviced.
  - Computer Aided Dispatch (CAD) 2.5 month period (1/1/2011 – 3/14/11): 50 hours. Extrapolated yearly estimate of approximately 200 hours.
  
4. Responding to animal control related calls: Currently there are three animal control officers. Together, they handled 4,061 animal calls in 2010, an average of over 1,353 calls per officer. The Animal Control Officers provide coverage for approximately 73 hours per week now. Patrol officers handle animal calls during the remainder of the week, covering 95 hours. Patrol officers do not have the equipment or vehicles to properly respond to those calls. In 2010, patrol officers responded to 595 animal calls. Many times, patrol supervisors have to call Animal Control Officer out on overtime to assist with the calls. With regularity, officers transport animals to the shelter on their police units. The trip to the shelter includes picking up the animal wherever it is, obtaining the keys at the Law Enforcement Center, taking the animal to the shelter and placing it there, filling out paperwork at the shelter, calling a telephone number to register the information with Animal Control, and then returning the keys to the Law Enforcement Center. The process takes an average of about an hour, depending upon the location and situation. This procedure still requires an Animal Control Officer to go to the shelter the next day to formally check the animal into the shelter. Officers have asked citizens

who are holding animals found to be at large if they are willing to hold the animal until the next morning. Many times citizens are willing to do so. Those animals are picked up by an Animal Control Officer the next morning. The current system causes much duplication of effort and citizens are asked to hold animals overnight in their homes, garage, or with other arrangements.

The addition of an animal control position could facilitate the staffing of staff two shifts and provide coverage from 7:00 AM to 11:00 PM seven days a week and increase their weekly coverage to 112 hrs, leaving only 56 hours a week for patrol officers to cover. During 2010, 255 animal calls were dispatched between 11:00 PM and 7:00 AM as compared to 4,401 that were dispatched during the remainder of time. The cost of wages and benefits for an entry level Animal Control Officer is approximately \$40,000. In 2010 \$3,336 was expended on overtime for Animal Control Officers. Most of that would be eliminated if animal control covered two shifts. There would not be a need for a 4<sup>th</sup> animal control vehicle and one of the current three vehicles could be phased out of the fleet with officers sharing two vehicles. The addition of an animal control position would annually save patrol officers several hundred hours of responding to calls, send properly trained and equipped officers to handle animal situations, reduce duplication of tasks, and provide better service to the community in the form of the timely and proper handling of animal issues.

## **DISCUSSION**

Community quality of life is a primary factor in both community livability and economic growth. Crime rate is a significant element in determining a community's livability and the community's growth potential. Lowering a community's crime rate can be accomplished by three direct means: reduction of available victims, reduction of perpetrators, and application of increased resources to the existing pool of victims and perpetrators. When considering resources, it is important to consider what types of resources are currently in use and whether or not the utilization of these existing resources fully matches their capabilities and cost to maintain.

A high preponderance of the work product demand for Lawrence Police officers is service oriented. Examination of the services for which Lawrence police officers are utilized daily indicates there are many services that do not require the level of specific police training and experience of the individuals assigned. Other law enforcement service agencies recognize this phenomenon and utilize strategies that introduce efficiency into the decision of which personnel resource is chosen to perform a specific task.

One strategy is employing lower compensated civilian employees to handle tasks which do not effectively require the level of training, experience, and cost born by sworn law enforcement officers. Many agencies have introduced civilian

personnel for the purpose of adding resources at a much lower cost in order to handle support or lower risk service tasks. This would have the effect of providing for more time of the higher cost personnel to be redirected toward tasks which do require police specific training and experience or present risks not suitable for the civilian applications.

## **POLICY**

The majority of a law enforcement officer's salary expense, equipment and training costs are directed toward ensuring a capability to perform tasks suited for lowering the community crime rate. Utilizing sworn officers for tasks outside of this purpose can be wasteful when the task could be performed by non-commissioned personnel. When officers are used for such duties they are not available to address the tasks for which their expense is truly justified. Examination of the presented data supports further discussion in regards to the addition of the following civilian resources for the purpose of shifting tasks which do not require an officer:

1. Vehicle Maintenance/Technology position.
  - MDCs, in-car video, vehicle maintenance and equipment issues.
2. Evidence Custodian/Administrative Clerk.
3. Information Technology position for the Investigations and Training Center.
  - Could also manage cell phone and pager systems.
4. Additional Administrative Clerk for detectives.
  - General support, ACISS data entry, back entry of patrol information.
5. Civilian Crime Scene Technician.
6. Web and social media position.
7. Two (2) patrol assist/civilian courtesy officers.
  - Motorist assists, parking violations, private property accidents, and private tows, vehicle maintenance and transport.
8. Additional Animal Control Officer.

There may be special circumstances that need to be considered. The first is that when engaging in activities such as motorist assists, parking violations, private

property accidents, and private property tows, the employee may encounter a situation in which having police experience would be helpful or even necessary from a safety perspective. This may be a position best filled through the utilization of retired law enforcement personnel (maintaining certification) working on a contractual basis or in exchange for some benefit through the City, such as health care coverage, for example.

The second consideration is that the supervisor of Animal and Parking Control is already heavily engaged. This supervisor also manages the school crossing guard program, six parking control officers, a meter maintenance worker, and all things related to parking meters and parking enforcement. The supervisor composes numerous reports for the police department, municipal court, and the City Manager. The supervisor often has to personally cover school crossings and meter collections due to sickness or injury to employees. The supervisor has to insure all school crossings (23 locations) are cleared every time it snows and physically does most of the work. Additional personnel and extended hours of operation may not be possible without additional supervisory support or other workload leveling strategies.

### **BUDGET EFFECT**

Certainly adding positions has a significant budget effect. However, it would be less than if one were to add commissioned positions to engage in similar activities. If one were to add officers to the total number currently available in order to increase the amount of law enforcement resource applied to the existing pool of crime victims and criminal perpetrators, it is immediately apparent that the addition of these sworn officer resources (without any change to the existing work task assignment process) may be consumed exactly as existing resources are. It is therefore imperative to examine and separate out those tasks currently performed by officers which could be performed by some other type of employee.

### **FUNDING SOURCES**

There are no identified funding sources for personnel increases at this time.

### **RECOMMENDATION**

It is recommended that as we examine growth in the future, additional civilian personnel are a component of the strategy. This would ensure and maximize proper utilization of resources and should reduce the number of additional commissioned positions needed.