Police Department Comprehensive Workload Study

KAUAI COUNTY, HAWAII

matrix consulting group

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1. INTRODUCTION AND EXECUTIVE SUMMARY

In October, 2016 the Matrix Consulting Group began the project to conduct a Police Department Comprehensive Workload Study for Kauai County. This document is the final report of the project team's work that includes an analysis of department staffing and organizational structure and key operational elements that notably impact staffing levels.

The Matrix Consulting Group is a management consulting group established in 2002 that focuses entirely on public sector analytical services and specializes in public safety services. These services include staffing studies, organizational structure evaluations, operational efficiency and effectiveness reviews, patrol deployment alternatives and organizational culture evaluations. The Matrix Consulting Group has provided analytical services to public safety agencies for over 30 years and has conducted over 250 individual studies of law enforcement services.

1. INTRODUCTION TO METHODOLOGY USED IN THE STUDY

The Police Department desired a staffing analysis to serve as the foundation for police services in Kauai County. However, the efficiency and effectiveness of Police Department operations was also evaluated, identifying many improvement opportunities relating to service delivery, organization and staffing as summarized in the following specific study objectives:

- Understand, document and analyze all workloads and service levels as well as the resources needed to handle these workloads in every function.

- Compare current and alternative approaches to staffing, deployment and utilization of personnel.

- Ensure that community expectations are addressed and met by obtaining their input during this process.

- Develop a defensible fact based analysis of resource needs.

- Evaluate the choices that the Department has in meeting resource commitments.

- Provide the tools necessary for Department and County personnel to evaluate needs as conditions change.

The County and the Police Department undertook this important step to identify resource requirements, operational efficiencies, management and customer services goals are met.

2.   STUDY METHODOLOGY.

In this law enforcement staffing and operations study, the Matrix Consulting Group project team utilized a wide variety of data collection and analytical techniques.   The project team conducted the following analytical activities:

- **Internal Interviews** – At the outset of the staffing study, the project team interviewed the Police Chief and management team. Then, members of the project team individually interviewed numerous executive, management, and supervisory staff as part of this study.

- **Anonymous Employee Survey** – Interview information was supplemented by an anonymous on line survey to further elicit views within the scope of this study. 156 employees in the Department took the opportunity to participate through this input device.

- **Data Collection** – the project team collected a wide variety of external and internal data documenting the structure, operations and organization, including:

    – Department staffing and scheduling
    – Documentation reflecting operations
    – Numerous output data reflecting service provided
    – Various performance information

Throughout this process the project team reviewed facts, findings, and conclusions

through these interim deliverables with the Department.

2.   SUMMARY OF RECOMMENDATIONS

Throughout this report the project team provides evaluation and analysis of the staffing, organization and services provided by the KPD and, where appropriate, makes suggestions for improvements. The table below provides a summary list of all the recommendations in this report. A more detailed description for each recommendation can be found in the body of the report.

Recommendations

Patrol Services Bureau

Maintain current staffing levels in the three patrol districts.

Convert the 0.5 FTE Administrative Clerk position assigned to the Lihue district to a full-time (1.0 FTE) role.

Add an additional four (4) Public Safety Worker positions to Cell Block.

Transition Cell Block personnel to either an 8 or 12-hour shift configuration in order to improve coverage and the ability of the unit to meet minimum staffing requirements.

Augment Cell Block staffing to during prisoner transfer times to a total of three by calling a patrol officer in from the Lihue District, ensuring that no fewer than two are on on-duty at the detention facility.

Add two Dispatcher I/II positions to the Communications Section. Assign one of the new positions to the first platoon and the other to the second platoon.

Continue exploring the feasibility of creating and staffing the Traffic Safety Monitor position as a means to consistently provide the crossing guard function and support traffic enforcement activities.

Investigative Services Bureau

Better manage callouts of staff to reduce the number of times they are called for 'patrol advisory services' as well as for relatively minor property crimes.

Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.

Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.

Ensure a formal supplemental report is written every 30-days for each case investigated for increased case management accountability.

As the new records management system is implemented ensure that the case management module meets the needs of the Investigative Services Bureau and that Lieutenants are using the module to manage cases.

Maintain the number of assigned detectives in General Crimes detective units.

Reduce the number of non-person crimes assigned to General Crimes detectives while on callout.

Cross-train another staff position in handling domestic violence cases. This position could be the Juvenile Counselor.

Workloads, the number of callouts and isolation justify expansion of DNA capabilities make the $100,000 investment in the necessary equipment and add an additional staff position to provide at least Saturday coverage.

Callouts could be further impacted by staggering work hours to get at least early weekday evenings and at least one weekend day or evening (Saturday).

Authorize another detective position to handle property crime cases, including those currently handled by person crime detectives.

Only authorize the new position in the context of more formalized approaches to case management.

Consider the feasibility of locating property crime detectives to police district facilities.

Re-authorize the Juvenile Officer position to assist with community programming, particularly directed at youth.

Re-evaluate the effectiveness of current classroom efforts and alternative strategies.

Assign Community Programs to Patrol and balance out investigative spans of control by reassigning the Crime Scene Unit to the Special Focus Section.

Initiate a strategic planning process for Vice to determine enforcement needs and desired outcomes.

For now, retain the focus and enforcement level of this seven person unit (5 narcotics and vice officers and 2 canine officers).

Administrative and Technical Services Bureau

Provide clerical and administrative support for the Research and Development Section by adding one clerical support position.

Evaluate the feasibility and potential value of providing a bonus program to attract new officer candidates.

Develop and implement a Cadet program for the Department to provide a long term recruitment tool and also assistance with various Department work tasks.

Add one civilian position to provide maintenance and support for the Department's technology infrastructure.

Continue to provide annual in-service training for sworn staff and target 40 hours of training annually.

Conduct a training needs analysis and develop a multi-year training plan.

Conduct a training needs assessment process and develop a 1-3 year training plan that can be used as a guide to develop and maintain needed skills of employees. This process should be used to develop a budget to fund the needed training.

Develop a 'succession' or workforce plan for the Department.

Create the position of Clerk to assist with Training records maintenance. 20 hours per week are assigned to training and 20 hours may be assigned to the Background Investigations Unit.

Eliminate separate position classifications in the Records Unit and transition to one Records Clerk classification and cross train Records Clerk staff in all functions.

Explore the possibility of expanding the Department's website to provide access to additional Department forms, traffic accident reports, minor crime reports and crime data information.

Begin to track significant work tasks performed such as the number of items received in the Evidence and Property Unit annually, the number of items purged and the total number of items in storage.

Office of the Chief

Maintain current staffing level in the Professional Standards Unit.

Continue usage of an Internal Affairs Case Management Software program to track and monitor complaint investigations and the early warning system to track Officer conduct.

Regularly review statistical information regarding the types of complaints and allegations to develop historical data and determine any trends that may occur for review by managers and supervisors.

The Criminal Intelligence Unit should track major tasks performed and some productivity metrics such as arrests, investigations and special projects

Again, a more detailed description for each recommendation can be found in the body of the report.

2.   PATROL SERVICES BUREAU

1.   ANALYSIS OF PATROL WORKLOAD

The following sections provide analysis of patrol workload, as well as other issues relating to the effectiveness of field services.

(1)   CAD Analysis Methodology

Our project team has calculated the community-generated workload of the department by analyzing incident records in the computer aided dispatch (CAD) database, covering a period of approximately 11 months. As the CAD data received by the project team did not include records for the full month of December due to the transition to a new CAD system, call workloads for that month have been estimated using a model based on other months, allowing for the data in this report to be presented in annualized form. *All numbers, including call totals and backup unit response totals, have been scaled proportionally to represent a yearlong period.*

For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions needed to be met:

- The incident must have been unique.

- Likewise, a unit's response to each incident must have been unique. If two entries for an individual unit code are listed for a single CAD incident (based on the event number), then only the first is counted.

- The incident must have first been first created in the first 11 months of calendar year 2016.

- The incident must have involved at least one patrol unit. Limitations in the data prevented sergeants from being excluded, although given the expansive service

area covered by the department, it is inevitable that first-line supervisors are the primary responders to some calls for service.[1]

• To this point, in order to separate KPD responses from other agencies, as well as calls that were not responded to, the incident must have had at least one unit responding with a three-digit unit code (e.g., 457). For each entry corresponding to calls for service, this requirement had to be met for both primary and backup units.

• The incident must have been originally initiated by the community, as identified using the following methods:

– The source of the call must have been listed as either 911, wire, phone, callbox, walk-in, on-view, or null.

– The time between the unit being dispatched and the unit arriving on scene must have been greater than zero.

– The incident must have had a time stamp for the point at which the unit was dispatched.

– Additionally, the incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being self-initiated (e.g., car stops) have not been counted as community-generated calls for service.

• There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no time stamp for the call closure.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by KPD patrol units.

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[1] The analysis of patrol staffing needs, however, does not consider sergeants to be resources to handle those calls – all community-generated workloads are credited against the time of patrol officers.

**(2)   Calls for Service by Hour and Weekday**

The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	131	97	104	95	96	106	144	**773**
1am	107	69	72	82	81	97	109	**617**
2am	88	61	66	57	63	61	94	**490**
3am	80	40	62	45	56	73	67	**423**
4am	60	44	36	40	39	52	52	**323**
5am	55	51	51	37	33	48	36	**311**
6am	57	90	96	79	82	82	60	**546**
7am	87	158	139	141	176	145	111	**957**
8am	126	205	240	215	215	222	146	**1,369**
9am	134	258	283	281	198	191	169	**1,514**
10am	167	256	270	222	244	244	175	**1,578**
11am	177	211	212	245	225	214	181	**1,465**
12pm	144	227	231	263	226	231	189	**1,511**
1pm	178	226	213	228	245	251	192	**1,533**
2pm	172	236	258	265	220	217	203	**1,571**
3pm	167	246	217	286	246	257	176	**1,595**
4pm	168	223	251	259	210	225	162	**1,498**
5pm	172	241	189	269	219	208	182	**1,480**
6pm	152	210	184	196	213	219	175	**1,349**
7pm	186	176	191	167	203	172	182	**1,277**
8pm	131	200	158	151	157	181	191	**1,169**
9pm	140	153	152	128	156	155	184	**1,068**
10pm	163	149	164	150	151	158	161	**1,096**
11pm	116	120	118	130	122	167	151	**924**
Total	**3,158**	**3,947**	**3,957**	**4,031**	**3,876**	**3,976**	**3,492**	**26,437**

Several key observations can be made from the chart:

- Call activity drops significantly over the weekend, with Saturday and Sunday displaying much lower call volumes than the rest of the week.

- Evenings feature lower levels of activity than many jurisdictions, with call volume falling rapidly at 7:00PM.

This can also be shown visually as a column chart, showing overall call volumes by hour:

Calls for Service by Hour
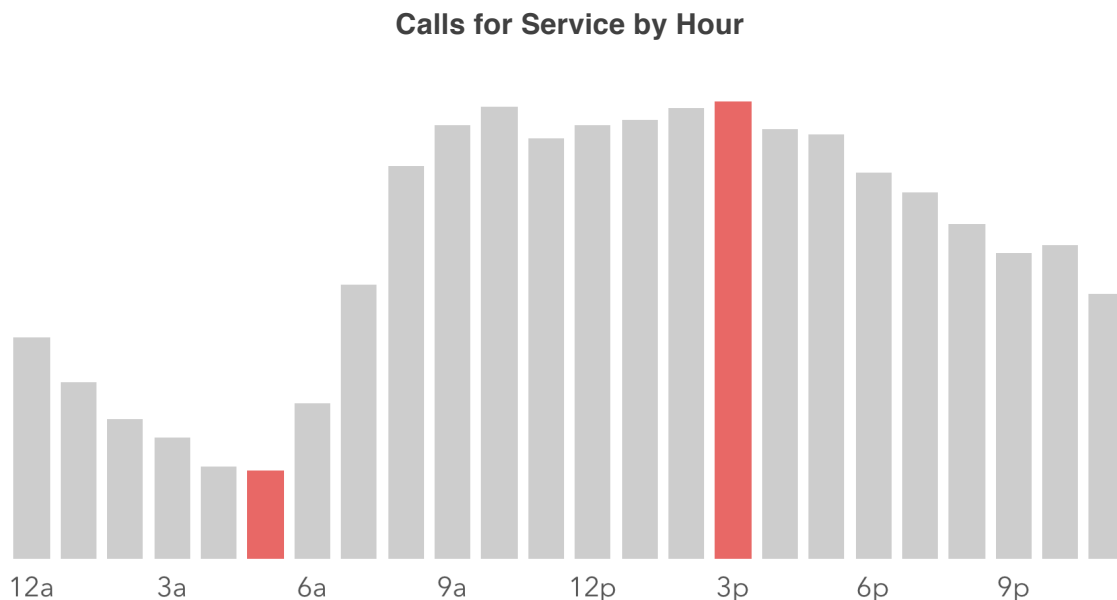
An advantage of representing the data this way emphasizes the relative differences in call volumes by time of day – over five times the number of calls for service occur at 3:00PM compared with 5:00AM.

(3)   Calls for Service by Month

The following table displays calls for service totals by month, showing seasonal variation as a percentage difference from the quarterly average:

Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	2,167	
Feb	2,021	-1.9%
Mar	2,297	
Apr	2,225	
May	2,111	-2.8%
Jun	2,087	
Jul	2,223	
Aug	2,282	+1.8%
Sep	2,223	
Oct	2,393	
Nov	2,169	+2.9%
Dec[2]	2,239	
Total	**26,437**	

Call volumes vary by a negligible amount from season to season, which is highly uncommon. The lack of variation reflects the fact that the climate in Kauai in relatively stable throughout the entire year.

(4)   Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time (HT)[3] for each. To the right, blue shading indicates the times at which they most frequently occur.

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[2] December statistics have been estimated, as the CAD data received did not include records for the entire month.

[3] Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

Occurrence Trends for Common CFS Categories

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p
MIS PUB OTH	7,814	38.6						
TRAF CAS	1,794	49.4						
MIS PUB DOM	1,563	34.9						
ALARM BLDG	1,242	17.2						
DIS CONDUCT	1,236	31.7						
THEFT	1,083	46.2						
NON TRAF CAS	980	38.4						
DRUG OFFENSE	775	23.6						
CPD	633	44.3						
LOST PROP	623	37.9						
All Other Types	8,694	51.3						
Total	**26,437**	**41.9**						

A number of findings can be made from analyzing the times at which certain incidents are most likely to occur:

- While many of the most incident types occur within a defined range from about 8:00AM to 5:00PM – similar to call volumes overall – several types occur almost entirely outside of those times.

- Traffic accidents are more likely to occur around rush hour and mid-to-late afternoon than the morning commute.

- It is also clear from the table that "MIS PUB DOM" is a broad category that necessarily lumps many different types of calls together.

Given this issue, efforts should be taken to develop more detailed call categories, enabling more extensive analytics to be conducted by the department on patterns in call and crime generation at more localized levels.

(5) Calls for Service by Priority Level

The following table displays calls for service statistics by final priority level, including the average travel and handling times at each level:

Calls for Service by Priority Level

Priority	# of CFS	% of Total	Avg. TT[4]	Avg. HT
1	2,684	10.2%	9.2	55.7
2	9,070	34.3%	12.2	45.1
3	4,093	15.5%	14.0	37.9
4	10,590	40.1%	12.8	37.2
Total	26,437	100.0%	12.3	41.9

Travel times are relatively high, although this can be expected form the large service area patrolled by KPD patrol units. As few of the island's roads have more one lane in either direction, the ability to 'run code,' or travel with lights and sirens, does not allow for units to respond as quickly. Combined with the service area and windy layout of the island's road network due to geography, travel times are on average somewhat high.

(6) Geography of Call for Service Workloads

Limitations in the CAD data prevented all calls for service from being matched with the beat they occurred in. Calls included a beat designation in their recorded fields call

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[4] **TT** = Travel time, representing difference between the timestamp when the first unit arrives on scene to the time that unit was dispatched.

records were matched to their corresponding district, as were those that listed a one-letter designation for a district.

The breakdown of calls by patrol district is shown in the following table, with the category labeled "**Unkn.**" referring to those that could not be matched to a district:

Calls for Service by Patrol District

District	# CFS	%	Avg. HT
Kawaihau[5]	9,972	43.4%	44.8
Lihue	7,463	29.7%	39.2
Waimea	6,613	26.9%	42.8
Unkn.	2,389	–	35.3
Total	**26,437**	**100.0%**	**41.9**

Call volumes range significantly among the three districts, with Kawaihau generating almost half of the island's incidents. Average handling times, by contrast, do not vary extensively by region.

2. ANALYSIS OF PATROL RESOURCE NEEDS

Analysis of the community-generated workload handled by patrol units in the field forms the core of field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs of the community, and by measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

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[5] It is not possible to accurately separate calls occurring in the Kapaa and Hanalei regions – labeled jointly in the table as Kawaihau – as many incidents recorded in the CAD database are labeled as occurring in either A, B, or C (i.e., Kawaihau, Lihue, or Waimea).

To provide a high level of service, it is not enough for patrol units to function as call responders – officers must have sufficient time outside of community-driven workload to proactively address community issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the community. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

With this focus in mind, the following sections examine process used by the project team to determine the patrol resource needs based on current workloads, staff availability, and service level goals.

(1)   Overview of the Resource Needs Analysis

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

i.   The number of community-generated workload hours handled by patrol.

ii.   The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).

iii.   The remaining amount of time that patrol has to be proactive, which can also be referred to as "uncommitted" time.

This study defines the result of this process as, **patrol proactivity**, or the percentage of patrol officers' time in which they are *available and on-duty* that is *not* spent responding to community-generated calls for service. This calculation can also be expressed visually as an equation:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \% \text{ Proactivity}$$

The result of this equation is the overall level of proactivity in patrol, which in turn provides a model for the ability of patrol units to be proactive given current resources and community-generated workloads.

There are some qualifications to this, which include the following:

- Optimal proactivity levels are a target, and a single percentage cannot be equally applied to all agencies. Needs very based on:

    – Other resources the department has to proactively engage with the community and address issues, such as a dedicated proactive unit.

    – Community expectations and ability to support a certain level of service.

    – Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.

- Sufficient proactivity at an overall level does not guarantee, based on workload patterns, and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, departments should target at least 35-45% as a minimum level of proactivity for effective patrol coverage. This does not, however, take into account issues associated with geography that require higher levels of staff in order to maintain adequate response times.

(2) Patrol Unit Net Availability and Deployment

Before determining availability and staffing needs, it is important to first review the current patrol staffing levels and deployment schedules.

(2.1) Shift Schedule

Patrol personnel follow a 9-hour shift schedule, typically working five days per week. Workdays are staggered among both officers and sergeants, with each rotation lasting for a period of 8 days. As a result, it is not a fixed schedule – the specific days worked by personnel rotate forward by one day each calendar week.

The following diagram depicts two cycles of this rotation, with each row corresponding to a different full-time position:

Patrol Workday Rotation Schedule

It should be noted that the workday cycle shown does not factor in cancelled days off (overtime) or shifts worked in Cell Block, should patrol personnel continue to be rotated into the assignment as needed. Officers are also able to sign up for and work consecutive 9-hour shifts.

The hours worked for each shift type are as follows:

Patrol Shift Times

Shift Team	Start	End
First Watch	2200	0700
Second Platoon	0600	1500
Third Platoon	1400	2300

Given that only one supervisor (acting or permanent) is assigned to each team, one officer per team is designated as the officer in charge (OIC), functioning as the supervisor in the absence of a sergeant.

(2.1) Patrol Unit Net Availability

While this information provides the scheduled staffing levels, it does not reflect the numbers that are actually on-duty and available to work on at any given time. Out of the 2,080 hours per year that officers are scheduled to work in a year (excluding overtime), a large percentage of are not actually spent on-duty and available in the field.

As such, it is critical for this analysis to understand the amount of time that officers are on leave – including vacation, sick, injury, sick, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefing. The impact of each of these factors is determined through a combination of calculations made from KPD data and estimations based on the experience of project team, and are then subtracted from the base number of annual work hours for personnel. The result represents the total **net available hours** of patrol officers, or the time in which they are both on-duty and available to complete workloads and other activities in the field.

The table below outlines this process in detail, outlining how each contributing factor is calculated:

Factors Used to Calculate Patrol Availability

Work Hours Per Year

Total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This forms the base number from which other availability factors are subtracted from.

Base number: **2,080 scheduled work hours per year**

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

Calculated from KPD data: **292 hours of leave per year**

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each officer spends per year while on-duty attending court, including transit time.

Without any data recording on-duty hours spent in court, the number of hours is estimated based on the experience of the project team.

Estimated: **20 hours of on-duty court time per year**

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that are completed while on-duty and not on overtime.

Without any data recording on-duty training time for patrol officers specifically, the number of hours is estimated based on the experience of the project team.

Estimated: **70 hours of on-duty training time per year**

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying a base number of 90 minutes of time per shift times the number of shifts actually worked by officers in a year, after factoring out the shifts that are not worked as a result of leave being taken. **An additional 20 minutes per shift are added in order to account for the additional officer workloads resulting from duties related to body cameras and the management of footage data files, resulting in a total of 110 minutes per shift.**

Estimated: **364 hours of administrative time per year**

Net Availability

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training and court time, and administrative time.

Based on these calculations, each KPD patrol officer accounts for approximately 1,3344 hours of net availability per year. This number can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base amount:
1,334 net available hours per officer

The following table summarizes this calculation process, displaying how each net factor contributes to the overall net availability of patrol officers:

Overview of Patrol Unit Net Availability

Calculation Factor		Value
Total Scheduled Work Hours		**2,080**
Total Leave Hours	–	292
On-Duty Training Hours	–	70
On-Duty Court Time Hours	–	20
Administrative Hours	–	298
Net Available Hours Per Officer	=	**1,334**
Number of Officer Positions	x	80
Total Net Available Hours	=	**106,695**

Overall, officers combine for 106,695 net available hours per year, which represents the total time in which they are on duty and able to respond to community-generated incidents and be proactive in the field.

(3)   Overview of Call for Service Workload Factors

The previous chapter of the report examined various trends in patrol workloads, including variations by time of day and of week, common incident types, as well as a number of other methods. The following section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

Each call for service represents a certain amount of workload, much of which is not captured within just the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the department, while others must be estimated due to limitations in their measurability.

The following table outlines the factors that must be considered in order to capture the full scope of community-generated workload, providing an explanation of the process used to calculate each factor:

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

Calculated from KPD data: **26,437 community-generated call for service**

Primary Unit Handling Time (multiplied by the rate)

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps.

Calculated from KPD data: **41.9 minutes of handling time per call for service**

Number of Backup Unit Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

This number can also be expressed as the *rate* of backup unit responses to calls for service, and is inclusive of any additional backup units beyond the first.

Estimated: **0.86 backup units per call for service**

Backup Unit Handling Time (multiplied by the rate)

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

When CAD data lists unique time stamps for each unit on a call (rather than only for the first unit or overall for the call), the handling time calculated individually. In this case, the CAD data only displayed time stamps for the first unit, and as a result, handling time for backup units was estimated at a rate of 75% of the primary unit's handling time – normative estimate based on the experience of the project team.

Because calls featuring backup unit responses tend to be more severe, and consequently often require higher workloads for personnel on-scene, the average backup unit handling time is actually somewhat higher than the overall average for primary units, resulting in an overall average of 45 minutes per backup unit response.

Calculated/estimated from KPD data: **43.5 minutes of handling time per backup unit**

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

In this case, the number has been determined by taking the number of community-generated calls for service in which reports were written. At 11,148 reports, this equates to approximately 0.42 reports per call for service.

Estimated/calculated from KPD data: **0.42 reports written per call for service**

Report Writing Time (multiplied by the report writing rate)

Based on the number of community-generated calls for service, this number constitutes an important factor of the total workload handled by patrol units in responding to calls for service. It is often the case that units are cleared from a call in the CAD system before they complete any assignments or other tasks relating to a call. As a result, the workload involved in this process must be estimated based on the experience of the project team. We assume that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments.

Estimated: **45 minutes per written report**

Number of Jail Transports/Bookings

The number of arrests made that involve transport to and booking at a jail, assuming that this time is not captured within the call handling time. At 2,488 jail transports/bookings, this represents a rate of about 0.09 bookings per call for service.

Calculated from KPD data: **0.09 jail transports/bookings per call for service**

Time Per Jail Transport and Booking (multiplied by the jail transport/booking rate)

Given that data systems do not always capture the time that officers spend in the process of completing jail transports and bookings before they become available and in-service again, an estimate is used based on the experience of the project team. This number is adjusted the number as needed based on local factors, such as jail proximity and processing time.

Given the significant geography needed to cover for many units transporting a prisoner, as well as the time needed to process and book the prisoner upon reaching the facility, an estimate of 150 minutes is used – significantly higher than the normal amount.

Estimated: **150 minutes per jail transport and booking**

Total Workload Per Call for Service

By combining the factors that have been calculated for primary and backup unit handling time, reporting writing time, and jail transport/booking time, the resulting number represents the average number of minutes of workload each call for service generates.

The product of multiplying this value by the calls for service total at each hour and day of the week reflects the number of hours of community-generated workload handled by patrol units, at approximately 49,603 total hours over the entire year of annualized CAD data. Overall, this equates to an average rate of 112.6 minutes of workload per call.

Calculated from previously listed factors: **112.6 total minutes of workload per call for service**

Each of these factors contributes to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time.

These workload factors are summarized in the following table:

Summary of CFS Workload Factors

Category	Value	%
Total Number of Calls for Service	**26,437**	37%
Avg. Primary Unit Handling Time (min.)	41.9	
Backup Units Per CFS	**0.86**	33%
Avg. Backup Unit Handling Time (min.)	43.5	
Reports Written Per CFS	**0.42**	17%
Time Per Report (min.)	45.0	
Jail Transports/Bookings Per CFS	**0.09**	13%
Time Per Jail Transport/Booking	150.0	
Avg. Workload Per Call (min.)	112.6	
Total Workload Hours	**49,603**	

With high primary and backup unit handling times, backup and reporting writing rates, and significant time needed to transport and book a prisoner, this figure is extensively higher than the typical norm for agencies. The total number of workload hours can then be deducted from total available hours to produce the level of uncommitted time available to patrol officers.

(4)   Calculation of Overall Patrol Proactivity

Using the results of the analysis of both patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can function proactively. The result can then function as a barometer from which to gauge the capacity of current resources to handle demands, given objectives for meeting a certain service level.

The following table details the calculation process used by the project team to determine overall proactivity levels – the proportion of time that patrol officers have available outside of handling community-generated workloads:

Overall Patrol Proactivity

Calculation Factor		Value
Total Patrol Net Available Hours		106,695
Total Patrol Workload Hours	–	49,603
Resulting # of Uncommitted Hours	**=**	**57,091**
(Divided by total net available hours: 106,695)		
Overall Proactivity Level	**=**	**53.5%**

At 53.5% overall, the Kauai Police Department retains an exceptionally high level of patrol proactivity. This indicates that from a standpoint of the resources available to handled community-generated workloads, patrol is currently staffed at a level that is able to meet those needs, and to be proactive in addressing issues in the community. However, given that this analysis uses actual staffing, it does not answer the question of determining the resources that should be allocated to *consistently* provide those levels of proactivity.

**(5)	Patrol Staffing Levels Required to Meet Service Level Objectives**

To determine staffing needs, it is also important to consider the number of vacancies that currently exist, as well as the rate of turnover. An agency will never be fully staffed, as there will always be vacancies occurring as a result of retirement, termination, and other factors. When these occur, it takes a significant amount of time to recruit a new position, complete the hiring process, academy, and the FTO program before the

individual becomes an on-duty officer. Given this consideration, agencies must always hire above the number needed to provide a targeted level of service.

The amount of 'buffer' that an agency requires must be based on the historical rate of attrition within patrol. Attrition can take many forms – if it is assumed that the majority of vacancies are carried in patrol staffing, a vacancy at the officer level in any other area of the organization would consequently remove one officer from regular patrol duties. Likewise, promotion would do the same, as well as every other factor creating a vacancy, including resignations and terminations. The one exception to this are officer positions that become vacant during academy or FTO, as they are not counted in our analysis as being part of 'actual' patrol staffing.

The project team has examined three years of turnover data, and found that an average of 7.5% of the patrol force was either reassigned, promoted or lost to attrition.

Given these considerations, an additional 7.5% *authorized* (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order to maintain the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it only represents an intermediary step in the calculation process.

These calculations are shown in the following table:

Patrol Unit Staffing Needs

Category	Value
Net Available Work Hours Per Officer	1,400
Total Workload Hours	49,603
Proactivity Target	50.0%
Turnover	7.5%
Patrol Units Needed	**80**

Assuming a targeted proactivity level of 50% –above the typical 35-45% range for effective levels of proactivity – 80 patrol positions are required. This represents the number of officer positions than are currently allocated and funded in patrol, including those that have been created as a result of grant funding. It is also important to note that these calculations do not consider the impact of rotations in cell block, as the analysis of cell block staffing provides a plan for eliminating that issue.

(6)   Effectiveness of Current Deployment Schedules

The current deployment schedule, results in the following average proactivity levels by hour and day of week as a result of variations in average workload and staffing levels:

Proactivity by Hour and Weekday

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	11.0	77%	83%	82%	86%	79%	79%	78%	**81%**
6am–10am	13.7	69%	43%	45%	47%	55%	50%	58%	**59%**
10am–2pm	11.0	45%	29%	28%	29%	21%	27%	42%	**32%**
2pm–6pm	13.3	53%	32%	35%	27%	37%	38%	42%	**43%**
6pm–10pm	10.6	46%	33%	38%	46%	41%	37%	37%	**40%**
10pm–2am	13.6	63%	68%	67%	72%	68%	62%	54%	**66%**
Overall	**12.2**	**61%**	**51%**	**52%**	**54%**	**53%**	**51%**	**54%**	**54%**

Proactivity remains at adequate levels throughout the day and week, reaching below 35% in just 8 of 42 time blocks. When it does drop below that level, it never reaches below 25%, indicating that there are no periods where patrol is severely understaffed and unable to handle call demands.

(7)   Staffing for Response Capabilities

The geography of the department's service area presents unique issues for patrol, however. Many of the areas that frequently generate calls are far away from one another, with backup units often far away from the location of a call.

(7.1)   Geography of Call for Service Workloads

The following map illustrates this issue, highlighting areas where high numbers of calls are generated within close proximity of one another, with orange and red shading indicating the most significant call concentrations:

Heat Map of Call for Service Concentrations
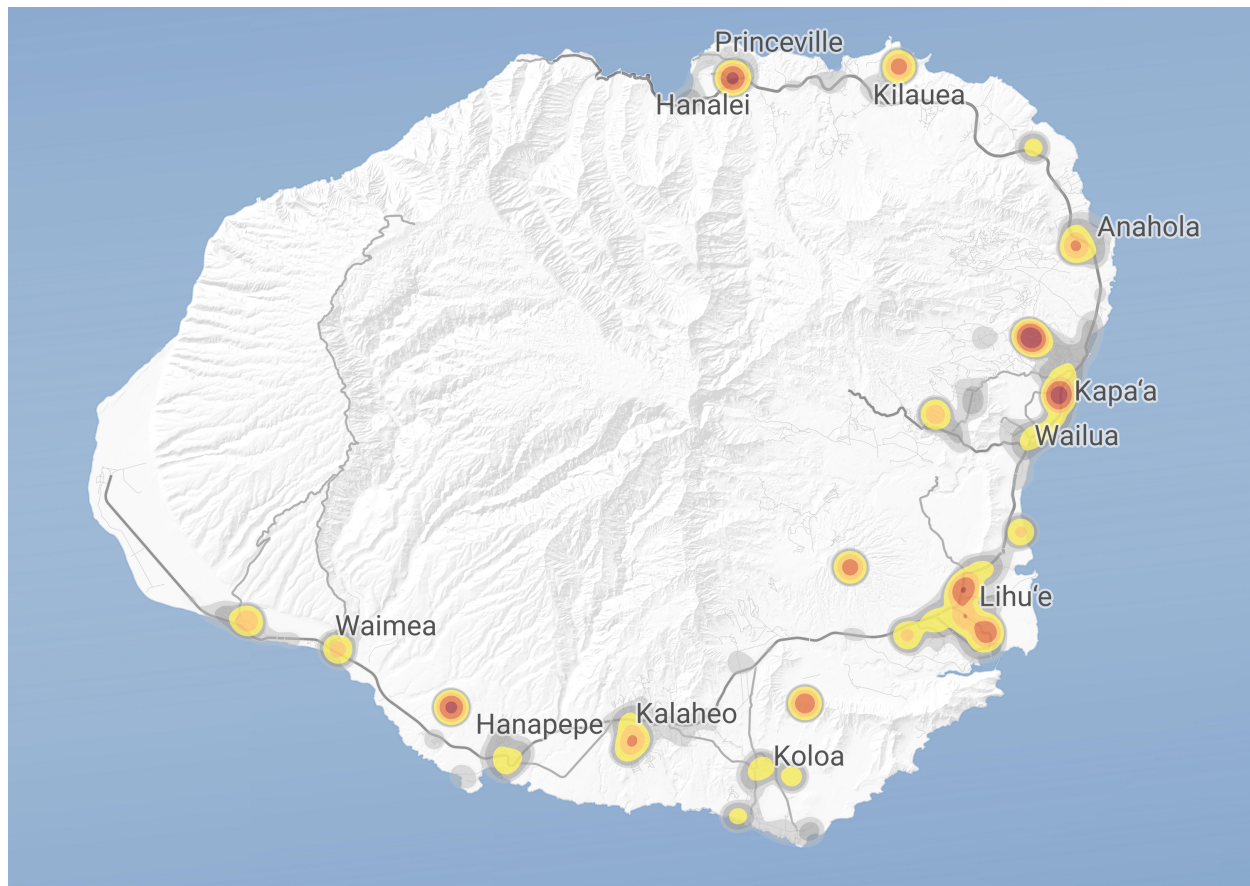
Hotspot maps in Kauai look vastly different from the typical jurisdiction. Kauai lacks large urbanized areas and high density environments for expansive hotspot zones to exist. This is reflected in the map, as hotspots are primarily localized areas – showing up as only a small or medium-sized dot in the threshold analysis. It is also important to note that these hotspots are relatively far apart from one another, highlighting the issue of response times as a key focus in determining patrol coverage requirements.

(7.2)   Expected Response Times Between Population Centers

To examine this issue further, we examined typical travel times between many of the hotspots features in the previous map. In the estimates, normal travel speed (i.e., not

while 'running code') is assumed in light to medium traffic, such as around 3:00PM on a weekday.

This analysis produces the following travel times between each point, with each segment beginning and ending at the approximate location of gray dots:

Expected Travel Times[6] Between Selected Locations
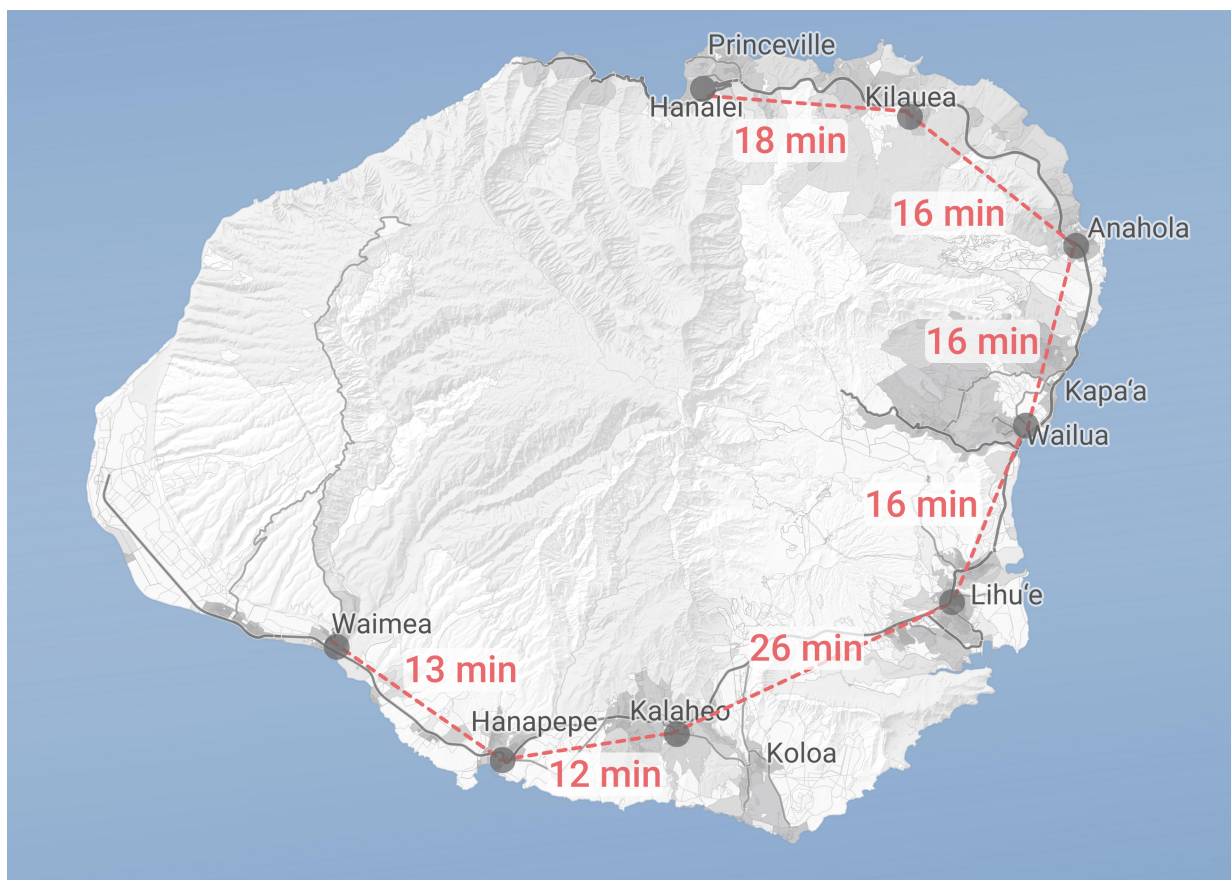
The results of this analysis stress the importance of having multiple points of deployment, as well as the need to staff a sufficient number of beats to create adequate response time performance. While this applies especially to emergency calls for service,

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[6] Assumes that regular traffic rules are followed (i.e., response without lights and sirens) in light to medium traffic, modeled after typical traffic flows around 3:00PM to 4:00PM on weekdays.

it also presents significant impacts on service levels experienced by the community on lower and medium priority incidents. Given these considerations, each district can be considered its own 'department' in terms of assessing minimum coverage needs, as backup is not readily available from one district to another.

To examine this issue, the following table provides the average on-duty staffing levels after net availability has been factored in:

Average On-Duty Patrol Staffing Levels

Time	Per District[7]	Total
0200 - 0600	3.7	11.0
0600 - 1000	4.6	13.7
1000 - 1400	3.7	11.0
1400 - 1800	4.4	13.3
1800 - 2200	3.5	10.6
2200 - 0200	4.5	13.6
Overall	**4.1**	**12.2**

The table omits sergeants, who would also be on duty and contribute toward available resources when considering officer safety. Examining officers alone, however, shows that an average of 12.2 patrol units would be on-duty at any time[8]. Nonetheless, the results of the net availability analysis demonstrate that current staffing levels are sufficient to be able to fill every beat on a consistent basis without significant overtime usage. Referring back to the previous map, which displays expected travel times between

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[7] Assumes equal staffing, which is not currently the case, as the Waimea District has two more officers than the other districts.
[8] Does not factor in shifts worked in Cell Block on a rotating basis.

various locations, an average of four officers on-duty per district allows for patrol units are able to be within 12-14 minutes away to the vast majority of calls that occur.

(7)   Patrol Workload and Proactivity Levels by District

Earlier sections examined the number of calls for service by patrol district, as well as average primary unit handling times. When examining workload as a whole, including time spent on reports, backup unit responses, and jail transports, the differences are equally as great:

Patrol Workload Factors by District

	Primary Unit Hours	Backup Unit Hours	Report Hours	Jail Trans. Hours	Total Workload
Kawaihau	7,446	6,676	3,154	2,346	**19,622**
Lihue	4,876	4,438	2,360	1,756	**13,430**
Waimea	4,715	3,808	2,091	1,556	**12,171**
Unkn.	1,406	1,661	756	562	**4,384**
Total	**18,477**	**16,549**	**8,361**	**6,220**	**49,606**

The calls for service that could not be matched with the district they occurred in can then be divided among the three districts proportionally based on the share of workload they represent:

Total Patrol Workload by District

	Workload Hours	Share	Adj. Workload
Kawaihau	19,622	43.4%	**21,524**
Lihue	13,430	29.7%	**14,732**
Waimea	12,171	26.9%	**13,351**
Unkn.	4,384	–	–
Total	**49,606**	**100.0%**	**49,606**

Using the same process of calculating patrol proactivity that was completed on an overall basis, each district's level can be determined based on the number of actual (filled) officer positions they currently have:

Patrol Proactivity by District

	# Ofc.	NA Hours	Wkld. Hrs.	% Proac.
Kawaihau	26	34,676	21,524	37.9%
Lihue	26	34,676	14,732	57.5%
Waimea	28	37,343	13,351	64.3%
Total	**80**	**106,695**	**49,606**	**53.5%**

Staffing is relatively equal across the three districts, but given that workload levels are much higher in some, proactivity consequently varies significantly, as the level of patrol proactivity in Kawaihau is about 38%, while levels in Lihue and Waimea are near 58% and 64%, respectively. It is not recommended that staff be redistributed in order to balance workload levels across all districts, as Kawaihau has sufficient staffing resources to be able to handle community-generated workloads and be proactive.

Recommendation:

Maintain current staffing levels in the three patrol districts.

(8) Administrative Support

Currently, districts are supported by a single Administrative Clerk position, with the Lihue District retaining an additional 0.5 FTE position in order to manage off-duty employment, funded separately and fulfilling duties separately from the other position. However, because there is no 'central' Patrol Bureau administrative position, the clerk assigned to the Lihue District is often tasked with workload that is not necessarily related

to that district, whether originating from walk-in visits from citizens or KPD personnel. The additional workload results in less administrative support to the Lihue District compared to the other two districts, as the clerk is tasked with markedly higher levels of workload. In order to remedy this issue, the half-time clerk position that currently focuses on duties relating to off-duty employment should be converted to a full-time position, that is able to augment administrative support specifically to the Lihue District.

Recommendation: Convert the 0.5 FTE Administrative Clerk position assigned to the Lihue district to a full-time (1.0 FTE) role.

3.   ANALYSIS OF CELL BLOCK (INTAKE/DETENTION FACILITY)

Cell Block is responsible for detaining prisoners prior to their arraignment and subsequent transfer to jail, as well as for temporarily holding prisoners prior to their extradition. Located at the main KPD building, the detention facility includes six cell areas, typically holding anywhere from 2 to 10 prisoners at a time, sometimes reaching as high as 16.

The unit is overseen by a sergeant position, reporting to the lieutenant over the Communications Center. Staffing is currently set at four Public Safety Worker (PSW) positions and one officer. Currently, a temporary light-duty officer is also assigned to the unit in an administrative role. Cell Block is a 24-hour operation, with a minimum staffing level of 2 at all times. With the six full-time positons currently assigned to the unit, staff must be rotated in from patrol in order to meet that level. There are also an additional 3 officers that are regularly assigned to patrol, but work 3-4 shifts per week within the unit.

Personnel assigned to the unit work nine-hour shifts following the same schedule as patrol, with three platoons starting at 2200, 0600, and 1400 hours. This helps facilitate

rotation of personnel into the unit from other areas, whether those rotations are regular or not. Prior to the recent assignment of 3 officers to regularly rotate in 3-4 shifts per week, all of the shifts that needed to be covered – beyond those staffed by permanent positions – were filled from within the entire pool of KPD patrol officers. As a result, many of the officers staffing Cell Block on a day-to-day basis had not been performed in the role before, or had not done so in a significant period of time. This led to an increase in the number of errors in documentation and cell block processes, particularly when both of the positions on duty were filled by temporarily assigned staff. To correct these issues, the program of mainly using regularly rotated in staff was established, although as analysis of Cell Block staffing analysis confirms, it does not eliminate the need to rotate additional other officers to work these shifts.

Cell Block staffing requirements can be determined by taking the number of shift that must be covered annually, versus the number of shifts that each officer or PSW position is able to cover in a year. In contrast with an area such as patrol, the analysis is targeting a certain coverage level, or the number of fixed posts to staff, rather than a a specific service level objective. The requirements for staffing at a minimum level of two positions at all times are summarized in the following table:

Cell Block Staffing Requirements

Fixed Posts	2
Shift Length	9 hrs
Shifts to Cover Per Day	6
Shifts Per Year	**2,190**

Overall, 2,190 shifts must be covered per year. After determining the number shifts that can be covered by personnel that are permanently assigned to the unit, the remainder represents the total number of shifts that must be covered by non-regular rotating staff. Officers and PSWs both work 2,080 hours per year, and after deducting for 292 hours of leave (the same as patrol), and dividing for the length of the shift (9), the resulting number provides an estimate of the average shifts that a single positon works in a year – 199.

Assuming that the regular part-time officers each work 3 shifts per week (156 per year), and the rest work 199 shifts per year, the following table displays the shifts needed.

Shifts Needed to Cover Minimum Staffing Requirements
(Current Staffing)

	FTEs	Shifts
Officer (Full-Time)	2	398
PSW (Full-Time)	4	796
Officer (Part-Time)[9]	3	468
Total Covered by Staff		**1,662**
# Cov. By Rotating Officers		528
# Per Week		*10.1*

At present, the current arrangement requires about 10 additional shifts to be worked per week either on overtime or rotated in from patrol. Clearly, current resources in Cell Block are inadequate to staff the unit at minimum levels.

There are multiple components to this issue, however. While part of the issue stems from a basic lack of staff to cover the needed number of shifts, the shift schedule worked is also relatively inefficient for achieving maximum coverage. As 9-hour shifts

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[9] Assumes that each officer who regularly rotates in from patrol works 3 shifts in Cell Block per week, or 156 per year.

schedule have built-in overlaps under a 24-hour schedule, the 'extra' work hours do not contribute toward fulfilling the minimum staffing requirements. By contrast, in 8 and 12-hour shift schedules, all of the hours worked contribute toward achieving minimum staffing levels.

In both 8 and 9-hour schedules, six shifts must be filled per day given a minimum staffing level of two at all times. While positions under a 9-hour schedule can work 199 shifts per year after factoring in leave, those under an 8-hour schedule can work 223.

This is illustrated in the following table, which compares staffing requirements by shift schedule type:

Comparison of Shift Schedules to Meet Minimum Staffing

	Schedule Type		
	12-Hour	**9-Hour**	**8-Hour**
Fixed Posts	2	2	2
Shift Length	12 hrs	9 hrs	8 hrs
Shifts to Cover Per Day	4	6	6
Shifts Per Year	**1,460**	**2,190**	**2,190**
Shifts Worked Per FTE	149	199	223

Although the same number of shifts need to be covered in a 9-hour configuration versus an 8-hour schedule, fewer positions are needed to cover those shifts in an 8-hour schedule. 12-hour shifts, which only require four shifts in a 24-hour period, are consequently as efficient as 8-hour ones.

Given the issues associated with rotated staff, in terms of familiarity with booking processes and experience in the role, the department should move toward a model of staffing the unit with fixed assignments, or at least to the point where rotated shifts are

less common. The following table examines the effects of staffing the unit with an additional four PSW positions:

Cell Block Staffing Requirements (+4 PSW Positions)

	12-Hour	9-Hour	8-Hour
# of Ofc./Sgt.	2	2	2
Shifts Covered	298	398	446
# of PSWs	8	8	8
Shifts Covered	1,192	1,592	1,784
Total Shifts Covered by Staff	**1,490**	**1,990**	**2,230**
Shifts Needed for Minimums	1,460	2,190	2,190
# Short of Requirement	–	200	–
# Rotated Shifts Per Week	0.0	3.8	0.0
Rotated Hours Per Week	0	35	0

Even with four additional PSW positions allocated to the unit, rotated staff would still be required to achieve a minimum level of two positions on duty at all times. By contrast, 8 and 12-hour systems would sufficiently cover the staffing requirements for Cell Block without needing to rotate staff in from patrol or other areas of the organization. Because no rotational staff would be built into the schedule, there would not be an inherent advantage in tying the Cell Block schedule to the patrol schedule, as it is mirrored currently. As a result of this analysis, it is clear that both changes are necessary – additional resources, as well as a change in the deployment of the unit's resources.

During the times that transfers occur – generally taking place twice per day, five days per week, and lasting for 30 to 40 minutes – staffing levels within the facility are left below the minimum of two. To alleviate these issues, a patrol officer from the Lihue District should be called in to support Cell Block as needed. The alternative would be to increase

minimum staffing levels to three during the day shift; however, given the significant

proactivity levels in patrol, it is possible to temporarily call patrol units in without severely

impacting the level of service.

Recommendations:

Add an additional four (4) Public Safety Worker positions to Cell Block.

Transition Cell Block personnel to either an 8 or 12-hour shift configuration in order to improve coverage and the ability of the unit to meet minimum staffing requirements.

Augment Cell Block staffing to during prisoner transfer times to a total of three by calling a patrol officer in from the Lihue District, ensuring that no fewer than two are on on-duty at the detention facility.

4. COMMUNICATIONS CENTER

The 911 communications function is formally organized under the Administrative

and Technical Bureau, and is headed by a civilian manager position that is currently

vacant. However, as the civilian manager position has been vacant for a significant period

of time, the position reports on a day-to-day basis under a Patrol Services Bureau

lieutenant, although that is not the formal arrangement of the unit.

There are 8 dispatchers assigned to the unit, working on one of three shift platoons.

Each platoon works an 8-hour day, rotating in a schedule of 4 days on, 2 days off, 4 days

on, 1 day off.

The following chart displays the rotation of this schedule, with each row of colored

cells representing one dispatcher position:

Dispatcher I/II Work Schedule

Platoon	Start	End	Week 1	Week 2	Week 3	Week 4
			S M T W T F S	S M T W T F S	S M T W T F S	S M T W T F S
First	0600	1400				

Second	1400	2200				

Third	2200	0700				

Minimum staffing levels are set at 4 dispatcher positions in the first (day) and second (swing) platoons, and 3 dispatchers in the third (graveyard) platoon. With 6 dispatchers assigned to each shift team, only two can be off at a time to meet these requirements. Dispatcher net availability can be considered in a similar manner to patrol officers, with some differences:

- Beginning with a base number of 2,080 annual work hours, the same number of hours are subtracted for leave (298).

- From there, 30 minutes per shift (down from 90 minutes for patrol officers) are added for administrative time, totaling 112 hours per year.

- No time is subtracted for on-duty court time, while 20 hours are subtracted for training (down from 70 hours for patrol officers).

- In total, these calculations estimate the net availability of dispatchers at **1,641 hours per year**.

Using the staffing and schedule assignments shown in the previous chart, the analysis results in the following averages of on-duty and available dispatchers by time of day:

Avg. On-Duty Dispatcher Staffing
(No Leads Included)

Time	# On-Duty
0200 - 0600	3.38
0600 - 1000	3.38
1000 - 1400	3.38
1400 - 1800	3.38
1800 - 2200	3.38
2200 - 0200	3.38

Given the minimum staffing level of 4 for the first and second platoons, it is clear that these requirements cannot be met with dispatchers alone. If the leads assigned to each team (3 in total) are added to the available resources, the following averages are attained for on-duty staff:

Avg. On-Duty Dispatcher Staffing
(Including 3 Lead FTEs)

Time	# On-Duty
0200 - 0600	3.95
0600 - 1000	3.95
1000 - 1400	3.95
1400 - 1800	3.95
1800 - 2200	3.95
2200 - 0200	3.95

While the average on-duty staffing levels are very close to the minimum staffing goal of 4 for the first and second platoons, they fall short – even after adding in the lead positions. At these levels, it is far more difficult for dispatchers to be able to take time off,

and overtime increases as a result of any non-planned absences, or if vacancies occur at a higher than normal rate. This impacts morale significantly – a key factor in mitigating the typically high turnover rates experiences in dispatch agencies – beyond the additional overtime costs.

To address these issues, additional positions are required. By allocating two more dispatchers to the first and second platoons, average on-duty staffing levels improve to above minimum levels, as shown in the following table:

Avg. On-Duty Dispatcher Staffing
(With Leads +2 Additional Dispatchers)

Time	# On-Duty
0200 - 0600	3.95
0600 - 1000	4.51
1000 - 1400	4.51
1400 - 1800	4.51
1800 - 2200	4.51
2200 - 0200	3.95

As a result of these considerations, the department should prioritize adding two additional Dispatcher I/II positions in order to more consistently be able to minimum staffing levels without using overtime or prohibiting dispatchers from taking leave.

Recommendation:

Add two Dispatcher I/II positions to the Communications Section. Assign one of the new positions to the first platoon and the other to the second platoon.

5.   TRAFFIC SAFETY SECTION

The Traffic Safety Section is responsible for investigating injury accidents, conducting traffic enforcement throughout the island, and organizing educational outreach and public assistance on issues such as child safety seats.

The unit reports to the captain over the Patrol Services Bureau, and is staffed with1 lieutenant, 1 sergeant, 5 officers, and 2 administrative clerks. Additionally, the unit is responsible for overseeing the JPO (junior police officer) program, also referred to as the explorer program.

Due to the high amount of initial training needed to function effectively in the role, assignments to the unit last for five years, with one-year extensions able to be granted after that. However, it is typical for the unit to not retain officers for the maximum assignment period, as they frequently promote out of the unit.

Each officer carries a caseload of accident investigations, completing all follow-up and work related to the case. All Traffic Safety Section officers are also certified DREs (drug recognition experts), a program that requires extensive initial and recertification training. Officers are also trained in accident reconstruction, the use of forensic mapping software, case law and EVOC (emergency vehicle operations course) instruction.

Traffic Safety Section Enforcement Metrics

	2012	2013	2014	2015	2016	
OVUII	232	259	253	261	172	
Mobile Electronic Device	870	999	1,323	828	692	
Truck Equipment	153	146	396	152	129	
Seat Belt	864	1,011	1,561	917	726	
Child Restraints	72	47	65	41	62	
Speeding	1,910	2,472	3,112	2,055	2,343	
Other Moving Violations	6,279	7,258	7,921	6,665	6,077	

Relatively recent changes to state case law regarding OVUII arrest and testing procedures may have been responsible for the decline, although most OVUII arrests are completed by patrol officers. Other enforcement statistics, including both speeding tickets and various categories of moving violations, have remained relatively constant over the past five years, aside from a sharp uptick in 2014.

There are also 8 filled crossing guard positions (15 authorized) that report to the Traffic Safety Section operationally on a day-to-day basis, although they are not formally employees of the Kauai Police Department. The department is currently determining whether to establish a new classification that would largely replace these roles. The new position, Traffic Safety Monitor, would work full-time and be able to provide traffic enforcement outside of school crossing hours. Given the issues experienced by the department in filling and retaining these positions on a consistent basis, this initiative should continue to be pursued. As the five officers assigned to the unit each carry

caseloads, the extra resources would allow for a more stable enforcement presence as

investigative workloads fluctuate.

Recommendation:

Continue exploring the feasibility of creating and staffing the Traffic Safety Monitor position as a means to consistently provide the crossing guard function and support traffic enforcement activities.

3.   INVESTIGATIVE SERVICES BUREAU

This chapter is focused on the various functions of the Kauai County Police Department's (KPD) Investigative Services Bureau (ISB). The ISB performs a variety of follow up investigative and support duties for citizens, businesses and visitors to the Island and internally within the Kauai Police Department. An Assistant Chief oversees three organizational units each headed by a Lieutenant. These sections are:

• **General Crimes Section** – principally investigating person crimes but also including the Crime Scenes Unit.

• **Special Section** – principally investigating property crimes but also including the School Resources Officers and community programming.

• **Vice Section** – principally focusing on proactive narcotics investigations.

These areas are further sub-divided into various specialized services. The next section describes how we evaluate investigative services.

1.   INVESTIGATIVE EFFECTIVENESS IS EVALUATED DIFFERENTLY THAN PATROL SERVICES.

The evaluation of staffing levels required by criminal investigations and supporting functions is more difficult than evaluating patrol staffing levels because, unlike field services, subjective and qualitative determinants of workload and work practices are more important. Patrol services have the benefit of several quantitative measures, such as calls for service, response time and proactive time, to assist in the evaluation of staffing requirements. Investigative services, given the nature of this work, have fewer such reliable measures.   Factors making investigative analyses difficult include:

• Approaches used to screen, assign, and monitor cases are different among law enforcement agencies.

• What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level crime cases to detectives varies. Importantly, agencies screen cases assigned to detectives differently; one agency may assign a case perceived as "solvable" while another agency may not investigate such cases if there is perceived limited solvability and arrest potential.

• The extent to which patrol performs preliminary investigation varies widely and impacts detective caseloads.

• The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, and other available information. The way information in a single case combines with information on other cases (e.g. a case belonging to a crime series or crime pattern) also impacts investigative actions. How agencies handle after hour callouts also impacts caseloads because cases can be worked outside of an detective's assigned area.

• The nature of the community itself is a factor in evaluating investigative workload and staffing needs. Public expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted. For Kauai, a tourist destination, the Island's reputation for safety can have a significant impact on visitors' interests in vacationing there.

• Finally, additional duties and responsibilities performed by detectives beyond caseload work are impactful to staffing and operations.

Collectively, these factors portray a different type of workload compared to patrol workload. As a result, unlike patrol, investigative workloads cannot consistently be converted into quantitative methodologies to arrive at required staffing levels. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues and operational philosophies that have an impact on staffing needs.

2.   THE APPROACH TO EVALUATING INVESTIGATIVE SERVICES.

Investigative workload and resulting staffing requirements can employ a series of indicators to determine the extent to which core investigative staffing and workloads are appropriate. The Matrix Consulting Group has devised an approach where conclusions

are drawn in the context of how investigative resources are used in a law enforcement

agency. These measures are used to help determine staffing, efficiency and effectiveness

are summarized in the following table:

Measures for Investigative Staffing

Comparative Measures	Comparative Industry Patterns
Case Clearance for Part I Crimes.	The Uniform Crime Report provides data on average case clearance by major crime type. Case clearance is recognized as one element of effectiveness with respect to case investigations; however it has shortcomings as subsequently described.
Active cases assigned to "property" crimes detectives (e.g., burglary/theft).	15 to 20 active cases for burglary and theft detectives based on our previous work with hundreds of law enforcement agencies performed over many years. Financial crimes (e.g., fraud) have a lower caseload standard due to their greater complexity, from 10 to 15 active cases unless they are particularly difficult (e.g. embezzlement or high value) in which case the range is 8-12 cases.
Active cases assigned to "person" crimes detectives.	8 to 10 active cases per month based on our previous work with hundreds of law enforcement agencies performed over many years for person crimes like robbery and aggravated assault. Homicide caseloads are lower – 3 to 5 active cases for these complex cases. Because of the sophisticated and sensitive nature of sex crimes, these specialized person crime cases are also lower – 5-7 cases. Domestic Violence cases vary widely depending on State mandates, but for a mix of more complex felony as well as misdemeanor cases the range is usually 10 – 20 cases per detective.
Average hours dedicated to crime investigations by type of crime.	Different studies over the past 30 years (Prummell; Gribble and the Police Executive Research Forum) have attempted to estimate an average number of hours for each investigative crime type. These include: • Burglary: 6-12 hours. (PERF 0.5-40) • Robbery: 9-30 hours. (PERF: 1-60) • Aggravated Assault/Battery: 4-25 hours. • Homicide: 147 hours (PERF: 2-220)

The project team performed the following steps in the analysis of the Investigative

Services Bureau to determine resource requirements:

- Reviewed case management practices through interviews with Section Lieutenants.

- Obtained available caseload data for each detective for 2016. These data provided insights into such important elements as total cases assigned to detectives, total cases cleared, and cases remaining open at the end of a month.

- The project team conducted ' desk audits' with many of the detectives assigned to the Investigative Services Bureau. The desk audit is an important approach to investigative analysis – it allows for a practical review of case management practices; it provides for demonstrated evidence of cases which are active in the sense that some activity was generated on each case in a reasonable period (e.g., 30 – 40 days prior to the desk audit).

- Examined how the ISB is organized from a functional perspective.

These different metrics were used in the analytical efforts performed by the project

team and are described in the following sections.

3. CASE MANAGEMENT ISSUES

The efficiency of staff assigned to the Investigative Services Bureau needs to be

addressed before staffing levels. High caseloads are often the result of ineffective

methods to review / screen, assign and monitor caseloads of detectives. The caseload

targets utilized by the Matrix Consulting Group and utilized in this report assume effective

case management practices. These issues and the characteristics of more effective

methods are described in the following sections.

(1) Case Management Issues.

The project team's interviews and data collection efforts have identified several

issues relating to case management which need to be discussed and resolved before an

assessment of appropriate staffing levels can be determined. These issues include the

following:

- The case review process is duplicative – the Captain is involved in initial case reviews and Lieutenants also review cases prior to detective assignment.

- The system used to track cases is not very effective – it is essentially a list. This leads Section Lieutenants to do 'work-arounds', manually tracking cases or not be completely informed of case status without discussing cases with detectives. A major goal in the replacement of TriTech has to be a common functional case management system.

- "Solvability factors" not formally utilized in part because of the characteristics of TriTech.

- The call out system results in detectives handling cases outside of their specialty areas in their call out rotation based on a 'you catch it you clean it' philosophy.

- Case call outs – it is the practice of Patrol shift supervisors after hours calling the duty detective to resolve issues in the field (e.g., arrest / no arrest decisions).

- Training is not always provided to detectives on initial assignment and is not always provided immediately on assignment. This impacts the proficiency of detectives and leads to an informal mentoring system which impacts the effectiveness of all detectives.

- The Investigative Services Bureau does not have a dedicated crime analyst be for purposes of research, following up on certain leads online to enhance case follow-up.

- Many reports are delayed from patrol leaving the victim without contact and support after the crime has been committed and initially responded to.

While not a case management issue, per se, the Bureau has been plagued by a large number of vacancies in the past year. This has resulted in larger caseloads for other staff, detectives working cases outside of their experience and training, delays in reviewing cases and working cases.

These issues need to be address and resolved alongside the question of appropriate staffing levels. These issues are explored further in the next sections.

(2)   Formalized Investigative Case Management.

There are opportunities for operational changes that can better facilitate case management and ultimately impact staffing levels.

(2.1) The Department Should Formalize the Case Screening Process Using Solvability Factor and Priority Status Methodologies.

The method for case screening is based on the judgment of Section Managers (i.e., Lieutenants). Present case screening practices have no formal way to help prioritize workloads. In order to ensure consistency and help prioritize work for investigative follow-up, a formal case screening checklist with relevant solvability factors should be adopted. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2).

Based on the project team's review of various case screening processes in use in varied law enforcement settings, we believe that the following 12-point check-list, in conjunction with a Priority Status methodology, should be considered for adoption.

(2.2)   The Solvability Factor Methodology

The use of solvability factors is consistent with CALEA's Section 42.1.2 which states, "The agency uses a case-screening system and specifies the criteria for continuing and/or suspending an investigative effort." This screening can take several forms. In the course of our research, the project team believes the following twelve point process is most practical. If a crime report <u>has any one</u> of the solvability factors noted, it should be assigned for investigative follow-up. The twelve points are:

•   Witnesses to the crime;

•   Knowledge of the suspect's name;

- Knowledge of where the suspect can be located;

- Reasonable description of suspect;

- Identification of suspect possible;

- Property with traceable, identifiable characteristics, marks or numbers;

- Existence of a significant modus operandi;

- Presence of significant physical evidence;

- Reasonable description of the suspect's vehicle;

- Positive results from a crime scene evidence search;

- Belief that crime may be solved with publicity and/or reasonable additional investigative effort; and

- Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

These solvability factors should be incorporated into a formal case screening process whereby the above list, or a variation, is used as a "cover sheet" on all cases to determine whether it is an assignable case to a detective for investigative follow-up.

Effective case screening allows for the bulk of investigative resources to be dedicated to solvable cases, thereby allowing time to focus on solving and clearing major crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by KPD.

(2.3) Case Prioritization

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating. Prioritization of workload

has clearly been widely adopted in field services through call priority classifications, but is used in a lesser capacity in other law enforcement functions. The project team believes case prioritization is an effective management tool to augment case screening. The following points support one approach to case prioritization:

- **Priority 1** – Felony Crime with In-custody suspect or excellent chance of arrest.

- **Priority 2** – Misdemeanor Crime with In-custody suspect or excellent chance of arrest.

- **Priority 3** – Felony Crime with reasonable chance of arrest.

- **Priority 4** – Felony Crime with limited chance of arrest.

- **Priority 5** – Misdemeanor Crime with reasonable chance of arrest.

- **Priority 6** – Misdemeanor Crime with limited chance of arrest.

- **Priority 7** – Courtesy phone call based on no solvability factors.

This priority system can be modified to meet the unique needs of KPD. However, the concept provides a framework for prioritizing workload, focusing detective resources on the most important cases.

(2.4) 30-day Supplemental Reports Ensure That Cases Progress.

Without a formalized feedback mechanism to determine case progress, it is not easy for a Lieutenant to fully understand the workloads associated with each detective. Currently KPD is not requiring detectives to provide formal supplemental reports on a consistent basis. This could be resolved with 30-day supplemental reports requirement for assigned cases. This write-up does not necessarily need to be extensive, just summarizing investigative efforts conducted and why the case remains open (or is recommended for closure).

Recommendations:

Better manage callouts of staff to reduce the number of times they are called for 'patrol advisory services' as well as for relatively minor property crimes.

Formalize the case screening process using a documented solvability factor methodology that includes a 12-point criteria checklist on all assigned detective cases.

Formalize a detective caseload prioritization system as part of the case screening process using a 7-priority system as a framework.

Ensure a formal supplemental report is written every 30-days for each case investigated for increased case management accountability.

As the new records management system is implemented ensure that the case management module meets the needs of the Investigative Services Bureau and that Lieutenants are using the module to manage cases.

4.   GENERAL CRIMES SECTION ANALYSIS.

The Investigative Services Bureau General Crimes Section is comprised of Units

which handle person crime cases and Bureau and Departmental support (e.g., Forensics,

School Resources Officers, etc.).

(1)   General Crimes Detective Units

The General Crimes Section of the Investigative Services Bureau is comprised of

three detective units, including:

• **Major Crimes** – Three (3) Detectives provide follow up on homicides, suspicious deaths, major assaults, and robberies.

• **Sex Assaults** – Three (3) Detectives provide follow up on all sex assaults involving adults and children and coordinate with other State and local health and welfare agencies.

• **Internet Crimes Against Children** – One (1) Detective takes the lead in cases involving child pornography, mostly from complaints. The position also assists on other cases in the Bureau involving computer and internet crime.

The project team collected data from the ISB case management system (CMS) to understand case flows and case volumes. These data are presented in the table below.

Key points include:

- According to the CMS, General Crimes detectives (i.e., detectives primarily handling violent / person crimes had an average of 19 open cases in 2016. This compares to research guidelines which are variously between 5 – 12 cases, depending on case specialty.

- Clearance rates are low, averaging 19% of assigned cases. This compares to national person crime clearance rates which generally are in the 40% – 50% range each year.

Month	Carryover	Assigned Cases	Total Cases	# Cleared	% Cleared	Carryover
January	97	31	128	3	2	86
February	132	52	184	12	7	88
March	88	57	145	13	9	82
April	83	52	135	13	10	84
May	84	44	128	19	15	63
June	63	61	124	23	19	65
July	54	61	115	36	31	43
August	22	52	74	32	43	20
September	20	57	77	33	43	38
October	38	44	82	6	7	32
November	32	50	82	16	20	31
Average	**64.8**	**51.0**	**115.8**	**18.7**	**18.7%**	**57.5**
Avg / Det.	**10.8**	**8.5**	**19.3**	**3.1**		**9.6**

- As the graph below shows, the cases were 'backing up' earlier in 2016 and were slowly being worked off throughout the year to a point by the end of the year in which assigned cases were roughly equal to carryover cases.
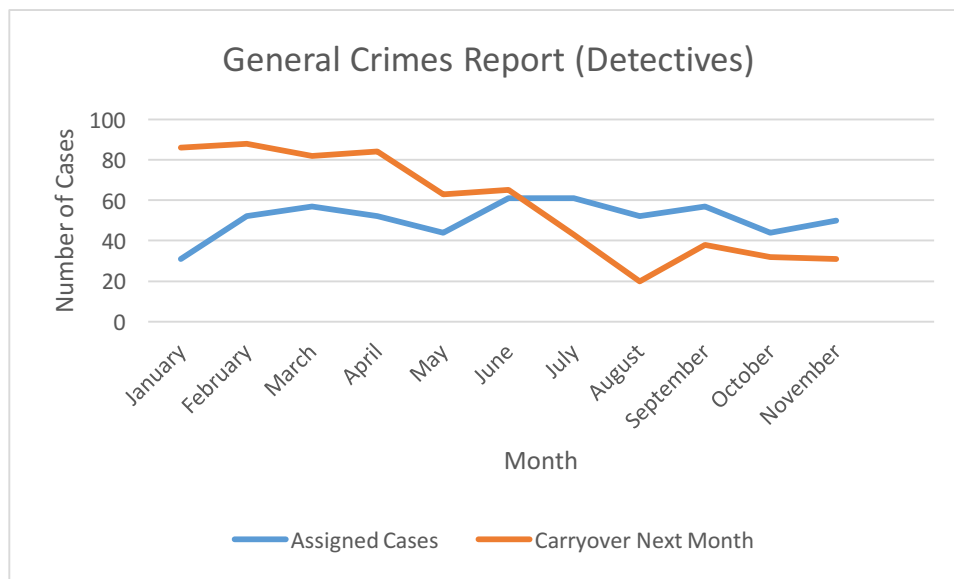
The project team conducted 'desk audits' of four (4) detectives assigned to the General Crimes Section. Desk audits are a useful technique in investigative analysis – they allow for a deeper review of the characteristics of the cases being handled, including case management techniques, the types of cases handled and the investigative activities associated with them. Critically, desk audits allow an analyst to make a distinction between CMS 'open' cases (i.e., cases which have not been 'closed' or 'inactivated') and those which are actively being worked in the sense that some activity has been generated on a case in a recent period, such as the past month.

The results of the desk audits of these four detectives are shown below:[10]

Detective	CMS Open Cases	Desk Audit Open Cases	% Open	% Core Area
1	20	8	40%	13%
2	18	7	39%	43%
3	27	9	33%	89%
Average	22	8	36%	48%

---

[10] One detective had just returned from an extended vacation – he had cleared out all cases prior to his vacation and had been assigned three (3) cases in the week of the desk audit but none of these had been reviewed yet.

The results of the desk audits of person crimes detectives, including major crimes,

sex assault and ICAC detectives are:

- The number of open and active cases averages 8 among person / violent crime detectives. This is more in line with the caseload targets in prior research efforts by our firm and other organizations. Moreover, there is not a wide variation on caseloads for these detectives.

- Conversely, the number of open and inactive cases is quite low for person crime detectives – averaging just 38%. The variation on this aspect of cases is not wide.

- The issue for staff in these units is the number of cases not in their assigned areas. Only 48% of the open cases assigned are person crimes cases. These cases arise from the following sources:

  - The result of detective callouts. With the philosophy of keeping cases called out for sometimes a person crimes detective works property crimes cases even though one from each Section is on call during a rotation. On an annual basis almost 13% of cases handled by 'person crime' detectives in 2016 were property crimes (256 of 2003 assigned cases)

  - The result of detective turnover and the reassignment of cases which have not been closed from the departing detective. For two of the detectives in Major Crimes there were a significant number of property crime cases inherited in this way.

  - The result of unattended death cases. While most agencies assigned unattended death cases to person crimes detectives, in Kauai these represent a large number of cases with higher than usual case demands, including being present at autopsies.

  - The internet crimes against persons detective was principally working sex assault cases and only one ICAC case.

This assessment shows that the number of detectives in General Crimes

investigative functions is consistent with the actual caseloads. However, several

recommendations flow from this assessment that relate to how cases are managed and

handled by the Department.

Recommendations:

Maintain the number of assigned detectives in General Crimes detective units.

Reduce the number of non-person crimes assigned to General Crimes detectives while on callout.

(2)   Domestic Violence

The Kauai Police Department has dedicated a civilian position, a Program Specialist, to handling domestic violence cases. Her roles include the following:

- Assists patrol on the follow up on misdemeanor domestic violence cases.

- Follows up on some felony level domestic violence cases.

- Provides support to victims on resources, the justice process, restraining orders, etc.

- Interfaces with other local agencies and not for profit groups as well as a County Task Force.

As an 8 year employee of the Department assigned to this function, this is a valuable position for the community in the follow-up on these crimes. The fact that she is a civilian is also positive and represents a growing trend around the country, though she is the only civilian assigned to a domestic violence in the State of Hawaii. This facilitates strong ties to victims as well as to programs and resources in the community.

The table and chart, below, demonstrates that the Domestic Violence coordinator position is highly utilized within the Department for case follow-up, for working with other agencies and for working with victims in a number of ways, including obtaining and enforcing restraining orders.

Month	Total Reports	# Cleared	% Cleared	Child Welfare	Restraining Orders
January	60	28	47	26	21
February	97	69	71	30	21
March	110	69	63	36	14
April	96	69	72	46	17
May	79	54	68	32	14
June	72	61	85	22	24
July	86	59	69	30	24
August	72	47	65	34	21
September	87	67	77	34	27
October	77	54	70	24	23
November	70	57	81	34	26
Average	**82.4**	**57.6**	**69.8**	**31.6**	**21.1**

General Crimes Report (Domestic Violence)
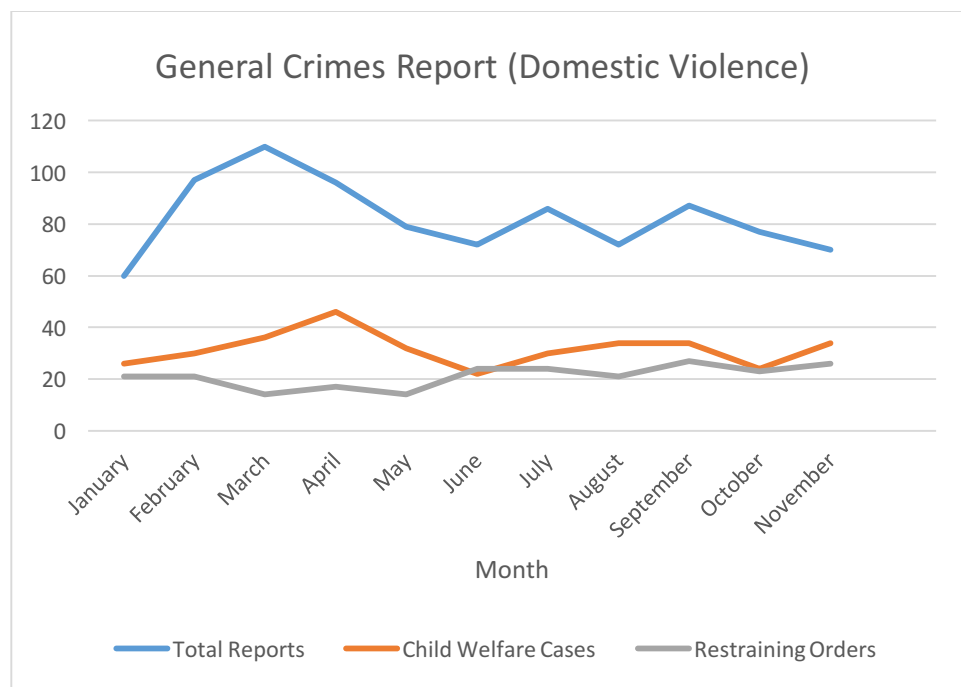
A significant issue for the Department and the community is that fact that the Program Specialist alone handles these assignments. As a result, for a vacation or other extended leave these cases get backed up and victims are not receiving support from the Police Department.

Recommendation:

Cross-train another staff position in handling domestic violence cases. This position could be the Juvenile Counselor.

(3)   Crime Scene Unit

In addition to the core and specialized investigative functions of the Investigative Services Bureau is the Crime Scene Unit. Civilian crime scene staff is a relatively new concept for the Kauai Police Department, only having been created three years ago. This unit includes only two (2) staff positions – a Crime Scene Specialist I and II. Their roles are:

- Handle crime scenes – photography, prints, blood presumptive evidence and drug presumptive evidence.

- Some lab work on evidence relating to photos, prints and general crime scenes. Recently, developed a presumptive DNA capability.

- Limited computer forensics capability.

- Provides advice to patrol staff.

- Each on a rotating two week callout.

The two staff positions are generalists, though one does specialize in DNA, the other in prints. The presumptive DNA capabilities are new for the Department, only within the past few months.

While patrol has some evidence gathering capabilities, their cameras are poor and print kits are not in all units. As a result, even though there are only two staff in the Crime Scene Unit they are called out regularly for after hours major crime reports. Callouts have averaged about 3 per week over the past year.

The table and graph, below, portray several key indicators for crime scene staff.

These indicators are discussed following the table and graph.

Month	Total Latents	Total Hits	Total Evidence Produced	DNA Tests	DNA Intel	DNA Hits	Firearm Tests
January	90	1	9	0	0	0	0
February	43	0	13	0	32	0	0
March	46	1	3	0	3	0	2
April	45	0	7	0	0	0	18
May	69	0	4	0	7	0	0
June	52	0	7	0	2	0	2
July	56	0	0	0	6	0	0
August	74	0	2	3	7	1	0
September	59	3	6	0	0	0	0
October	98	0	7	0	12	1	1
November	64	4	3	3	4	3	0
Average	**63.3**						

General Crimes Report(Crime Scene)
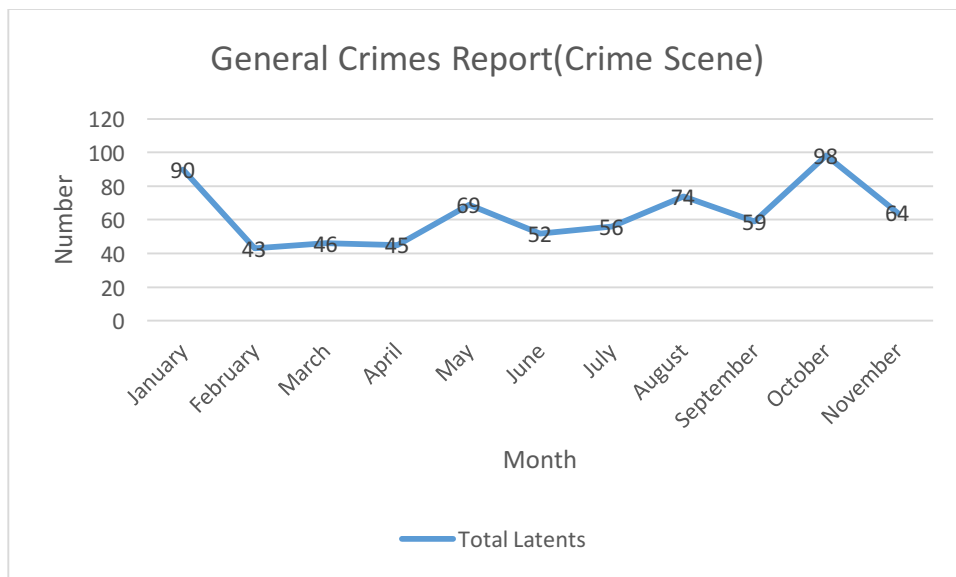
- Latent prints are the major workload component for staff, over 60 latents processed per month.

- Other lab tests, including DNA (recently added capability) and firearms are relatively infrequent.

- Over the past year the autumn and winter months have had the highest workload levels.

The number of after hour callouts do not justify additional staff at this time for the evening hours with the existing scope of work. However, with two staff positions relief for vacations and sick leave is a significant issue. Staggering staff hours to some extent for early evening hours of coverage would provide some additional relief from callouts – one staff person could come in later, 10:00 A.M. for example. However, funding of approximately $100,000 to purchase equipment to expand DNA testing (at the presumptive level or the full diagnostic level) provides justification for additional hours to include weekends, at least Saturdays.

Recommendations:

Workloads, the number of callouts and isolation justify expansion of DNA capabilities to make the $100,000 investment in the necessary equipment and add an additional staff position to provide at least Saturday coverage.

Callouts could be further impacted by staggering work hours to get at least early weekday evenings and at least one weekend day or evening (Saturday).

5.   SPECIAL FOCUS SECTION ANALYSIS

The Investigative Services Bureau Special Focus Section is comprised of Units which handle property crime cases and community support (through School Resources Officers and community programs such as the Police Activities League).

(1)   Special Focus Detective Units

Special Focus Section of the Investigative Services Bureau is comprised of two detective units, including:

•   **Property Crimes** – Five (5) Detectives provide follow up on all   thefts   and burglaries on the Island; each detective is assigned to a patrol district but are centrally located.

•   **White Collar / Internet Crimes** – One (1) Detective provides follow up on forgeries and frauds on the Island. He also coordinates with other State and Federal agencies, as necessary.

The project team collected data from the ISB case management system (CMS) to understand case flows and case volumes. These data are presented in the table below.

Key points include:

- According to the CMS, Special Focus detectives (i.e., detectives primarily property crimes) had an average of 85 open cases in 2016. This compares to research guidelines which are variously between 15 – 20 cases.

- Clearance rates are low, averaging 5% of assigned cases. This compares to national person crime clearance rates which generally are in the 10% – 20% range each year.

Month	Carryover	Assigned Cases	Total Cases	# Cleared	% Cleared	Carryover
January	240	144	384	6	2	293
February	232	142	374	32	9	212
March	218	167	385	21	5	293
April	293	146	433	56	13	307
May	294	126	405	11	3	264
September	800	240	1040	51	5	690
October	447	134	591	48	8	350
November	352	110	462	31	7	315
Average	**359.5**	**151.125**	**509.25**	**32**	**6.5%**	**340.5**
Avg. / Det.	**59.9**	**25.2**	**84.9**	**5.3**		**56.8**

- As the graph below shows, the cases spiked in the middle of 2016 and were though for most of the year assigned cases were roughly equal to carryover cases.

SPECIAL FOCUS REPORT (DETECTIVES)
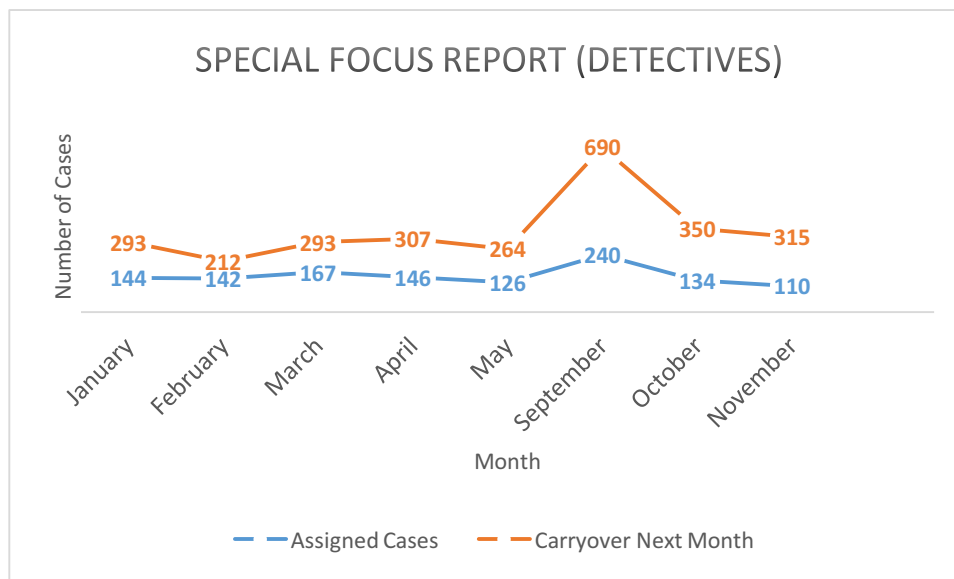
The project team conducted 'desk audits' of three (3) detectives assigned to the Special Focus Section. Desk audits are a useful technique in investigative analysis – they allow for a deeper review of the characteristics of the cases being handled, including case management techniques, the types of cases handled and the investigative activities associated with them. Critically, desk audits allow an analyst to make a distinction between CMS 'open' cases (i.e., cases which have not been 'closed' or 'inactivated') and those which are actively being worked in the sense that some activity has been generated on a case in a recent period, such as the past month.

The results of the desk audits of these four detectives are shown below:

Detective	CMS Open Cases	Desk Audit Open Cases	% Open	% Core Area
1	29	15	52%	100%
2	86	24	28%	100%
3	122	46	38%	100%
Average	79	28	35%	100%

- While the number of ostensibly open cases for property crime detectives averages 79, the number of open *and* active cases is 28, about 35% of the 'open' cases'.

- The desk audit showed that all of the assigned cases were for property crimes. A

review of annual case logs show that almost all assigned cases to Special Focus detectives were for property crimes.

- Case load averages have been impacted by vacant positions, some for extended periods. These vacancies increased the caseloads of remaining detectives.

The number of property crime cases is moderately above caseload standards. However, some of this was the result of vacant positions. In spite of this, the Section should be authorized another detective position to handle property crimes on an overflow basis and to assume responsibility for property crime callout cases currently handled by person crime detectives in Major Crimes.

Recommendations:

Authorize another detective position to handle property crime cases, including those currently handled by person crime detectives.

Only authorize the new position in the context of more formalized approaches to case management.

Consider the feasibility of locating property crime detectives to police district facilities.

(2)   School Resources and Community Affairs

Apart from case handling detectives the Special Focus Section also has organized various community functions – School Resources Officers and community, mostly youth, programs. These functions include:

- SROs are located at each of the three Island High Schools (one each).

- SROs handle crimes in the high schools, truancy, runaways, assaults, bullying / harassment complaints.

- SROs deliver programs / classes in the schools (e.g., DARE).

- One officer also supports other youth programs such as KPAL (activities league).

- The Sergeant supervises the unit and takes the lead in various community relations efforts, for example, presentations to community groups.

Currently a vacant position was also designed to coordinate and support various youth programs.

A review of the activities of the School Resources Officers shows them to be highly involved in enforcement activities in addition to their programmatic ones. These are shown in the table and graph below:

- On average, SROs are following up on 30 cases, more than most detectives. Most of these cases lead to a disposition through arrest.

- While primarily simpler cases in which offenders are known, clearance rates on cases are very high at over 75%.

- Traffic enforcement, on the other hand, is not a significant portion of SRO's activity.

- As is expected, summer months have the least activity from SROs.

Month	# Cases	# Dispositions	# Arrest Cases	% Arrests Cleared	Traffic Cites
January	87	81	29	36	0
February	120	120	114	95	3
March	150	147	140	93	4
April	52	44	32	62	0
May	69	69	65	94	1
September	68	61	59	88	0
October	38	36	29	76	2
November	143	141	86	60	0
Average	**90.9**	**87.4**	**69.3**	**75.5**	**1.3**
Avg. / SRO	**30.3**	**29.1**	**23.1**		**0.4**

School Resources Officers
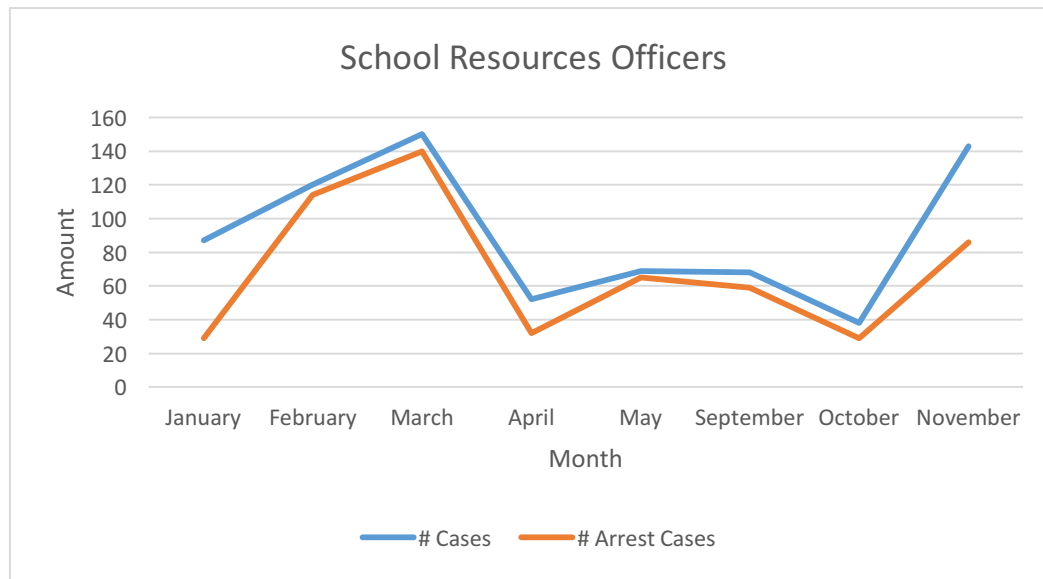
The following table shows the other workloads of staff in School Resources and Community Affairs. The program indicators shown are mostly for events. As the table shows, most of the programming relates to community speaking, the Sergeant's responsibility. These results show that community programming is reactive which much of the community outreach the responsibility of the Sergeant.

Month	DARE	K-Pal	Community Activities	Public Speaking
January	0	5	2	7
February	1	5	3	10
March	2	5	3	19
April	2	5	8	13
May	2	5	0	8
September	3	5	10	7
October	3	5	9	12
November	3	5	6	13
Avg. / Mo.	2.0	5.0	5.1	11.1

This conclusion is supported further by the number of missing person cases handled in Special Focus as shown in the table, below:

Month	Missing Persons Cases
January	82
February	81
March	82
April	85
May	83
September	171
October	80
November	82
Average	**93.25**

In conclusion, community programming is reactive and is at relatively low levels on Kauai. This conclusion leads to a strategy with a high likelihood of success with the resident and business communities:

- The Department should re-authorize the Juvenile Counselor position to take the lead in youth oriented programs and services. This position could also take the lead in assessment service needs on the Island and in community presentations. This position by its nature balances an enforcement emphasis with a programmatic one.

- The Department should re-evaluate its focus on DARE as opposed to other programs. The effectiveness of DARE has been in question nationally in the past few years. Other programs which have focused on, for example, physical and internet bullying have been more effective.

- Organizationally, these functions do not fit in the Investigative Services Bureau whose focus is on enforcement and investigations. These staff and their programs could be re-organized into the Administrative Services Section of the Patrol Services Bureau. To balance the span of control for the Lieutenants, the Crime Scene Unit could be reassigned from the General Crimes Section to the Special Focus Section.

Each of these topical areas leads to a recommendation.

Recommendations:

Re-authorize the Juvenile Officer position to assist with community programming, particularly directed at youth.

Re-evaluate the effectiveness of current classroom efforts and alternative

strategies.

Assign Community Programs to Patrol and balance out investigative spans of control by reassigning the Crime Scene Unit to the Special Focus Section.

6.   VICE SECTION

The Vice Section principally provides proactive enforcement of narcotics on the Island and also follow up on complaints about drug manufacture, distribution and use (on Kauai mainly, meth, heroin, cocaine and marijuana) at all levels. They also, as time allows, follow up in Vice activities and complaints on the Island (e.g., illegal gambling, prostitution).   The unit is comprised mostly of police officers and includes K9 units (2 officers and dogs). Staff work extensively with State and Federal agencies on the Island. A sergeant (currently vacant) manages the asset seizure accounts on behalf of the County as well as various enforcement grants.

One squad of 5 police officers is currently vacant. This has particularly affected the Unit's ability to follow on Vice activities on the Island.

The following table and graph portray the proactive caseloads of the Vice Section. As the table and graph show cases peaked in the late spring and early summer. Otherwise, incoming and outgoing cases were roughly in balance.

Month	Carryover	Assigned Cases	Total Cases	Carryover
January	2	18	20	5
February	5	25	30	9
March	9	25	34	12
April	12	43	55	11
May	11	16	27	12
June	12	71	83	18
July	18	20	38	14
August	14	10	24	12
September	12	7	19	9

		Average	10.6	26.1	36.7	11.3

Vice Reports (Detectives)
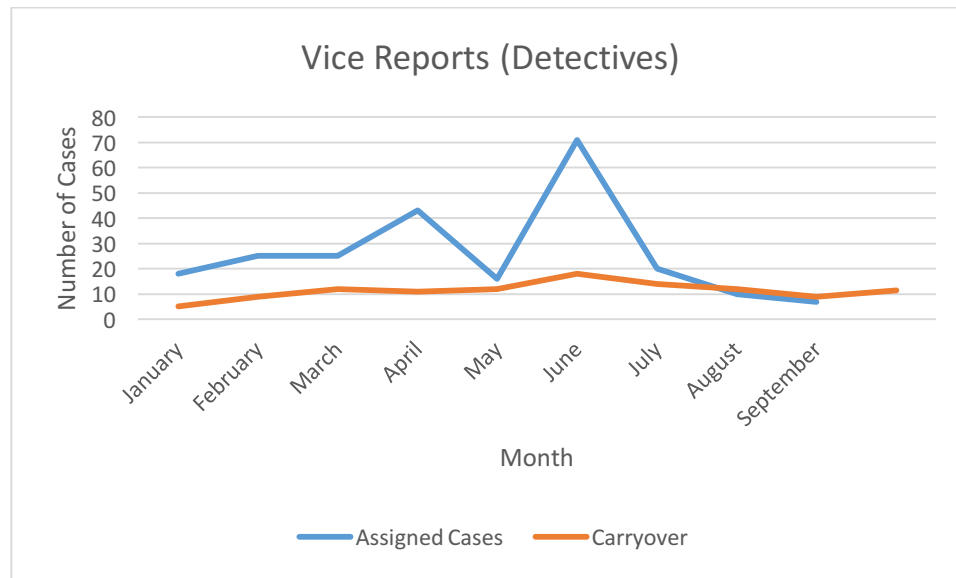
Asset seizure accounting are also responsibilities within the Section, though these are currently handled by the Unit Lieutenant. The Lieutenant works with the County Prosecutor, the Attorney General and Federal agencies on division of assets from criminal activities in managing the process for County interests – appropriate allocation of assets depending on the case and level of effort.

Two (2) Canine Units are also assigned to the Vice Section.

Month	Search Warrants	Interdictions	Assist Patrol	Assist Detectives
January	5	13	1	0
February	1	27	0	0
March	1	6	3	0
April	12	23	12	0
May	4	6	2	0
June	5	8	3	0
July	4	8	2	0
August	1	13	3	0
September	3	3	3	0
Average	**4.0**	**11.9**	**3.2**	**0.0**

There are several issues with respect to the Vice Unit which were identified and evaluated by the project team. These include the following:

- Proactive investigation requires a strategic process of determining problems and appropriate solutions. The Vice Section does not currently have a defining mission to guide its efforts.

- Opportunities for collaborative efforts will remain limited. This is a severely limiting factor for Vice. In the absence of multi-agency task forces the County needs to determine the balance of local resources dedicated to this and the outcomes desired – through the Strategic Planning process described above.

- As a result, interdiction will continue to be a primary focus of the Section.

- Accountability and oversight are required both for planning and performance involving not only Department management but also the Police Commission.

- There is a disconnect between criminal intelligence, in the Chief's Office, and the Vice Section, a major beneficiary of derived analysis and intelligence.

The determination of need cannot be dictated by the consultant. The re-authorization of a second five (5) person team needs to be determined in the context of what high value targets are not being addressed on the Island and which of these are suppressible through additional staffing. A proactive enforcement effort such as Vice and Narcotics needs to be guided by the level of enforcement desired by the community and the desired outcomes.

Recommendations:

Initiate a strategic planning process for Vice to determine enforcement needs and desired outcomes.

For now, retain the focus and enforcement level of this seven person unit (5 narcotics and vice officers and 2 canine officers).

The essential elements of the strategic planning process are described in the following section.

(2) **Enhanced Accountability Tracking Should Occur in Specialized Investigative Units to Facilitate Developing Staff Resource Needs.**

Specialized investigative units should adopt various practices to help ensure further operational accountability. The efforts can extend to any operational unit designed to focus on proactive efforts. Proactive investigative functions such as Vice and Narcotics are more difficult to evaluate than a 'reactive' case handling investigations unit such as Assaults. The allocation of staff resources to these types of functions is generally a policy decision driven by law enforcement executives and County officials based on perceived community need. There is no formula to evaluate the level of staff resources a community should allocate to these enforcement efforts because:

• Proactive investigations are, by their very nature, discretionary. These investigations relate to a community's values to address a wide variety of problems.

• Dedicated proactive investigative units are found in agencies which have the resources for such specialized full-time activities and which are committed to addressing important quality of life issues.

• The caseloads of proactive investigative units are typically different from the kinds of caseloads handled by core investigative units. Caseloads for proactive investigative units are long-term oriented, rely on specific problem identification and varied targeting techniques. Results, then, need to be measured differently than for traditional case handling detectives – clearance rates and active cases are not a useful measure for proactive investigations.

As a result of these factors, the effectiveness of proactive investigative units needs to focus more on the process of targeting problems in the community and making assigned staff accountable for results. Proactive investigative units require close oversight given their unique roles and they must have established performance expectations. In order to better facilitate accountability proactive investigative units should consider the following performance factors or 'best practices':

Best Management Practices Performance Review for Vice and Narcotics Efforts

Performance Target	Reporting Criteria
Are decisions made at the appropriate level?	Major initiatives are documented and approved by the Lieutenants and command staff in Strategic and Tactical Plans.
Clearly defined mission that focuses on both street level as well as large-scale interdiction.	Vice and narcotics efforts have been developed with specific missions; this information is noted in the respective Strategic and Tactical Plans.
Internal systems and performance measures have been designed to provide for internal accountability.	The Section provides quarterly performance reports relative to output metrics that foster accountability.
Interaction with local, state, federal and international agencies is performed.	Multi-jurisdictional enforcement and investigative opportunities have been limited in the past, though potentially not in the future. These should always be explored.
Asset seizure funds are regularly audited by an external entity.	Audit trails are in place to ensure the appropriate use of asset seizure funds.

While KPD has adopted some of these practices, there are opportunities for further improvement related to planning and performance monitoring.

As is the case with most performance reporting in any law enforcement agency, proactive enforcement units often report on performance outputs that includes number of arrests, weapons and drugs confiscated, monies seized, warrants served, etc. It is difficult, however, to objectively link such outputs to performance outcomes – specifically the suppression of vice and narcotics activities in Kauai County. Vice and narcotics enforcement activities should be tied to mitigating "community harm" as a result of these efforts. To that end, the Vice Section should adopt a problem solving model in which outcomes from the problem solving can be reported on. One approach would be to employ a model that encompasses the four stages of a problem solving process defined as "scanning, analysis, response and assessment" (SARA). This problem solving

approach can be detailed in formal Strategic and Tactical Plans. The following is an overview of the process:

- **Scanning** – The initial stage of scanning involves looking for and identifying problems. Who are the victims, who are harmed by what type of behaviors, who are the probable offenders, and the nature of the events.

- **Analysis** – Develop a thorough understanding of a problem and conduct research using varied resources such as intelligence files, Crime Analysis, Patrol input, etc. If the problem has been addressed previously, assess the effectiveness of past responses as a base line.

- **Response** – This is a three stage objective. Develop a list of possible responses to the problem and the resources necessary to address the issue that is consistent with information analyzed; select the response most likely to succeed based on information available; and implement the chosen response.

- **Assessment** – Obtain on-going feedback on how well the response is working and <u>report</u> upon performance outputs and outcomes related to the response. Based on the "de-briefing" of the response, make adjustments that can change the type of response, that will improve future analysis of the problem, or that may redefine the nature of the problem.

For example, a brief SARA document and associated Strategic Plan can be prepared by the Vice Section to justify why it is pursuing one suspect versus another (given there are limited resources to deploy). It is important that reporting via the SARA model occurs as this should result in outcomes, not just outputs, which can be reviewed and measured. Development of periodic SARA-based Strategic and Tactical Plans should be adopted in addition to the reporting of performance outputs as in the provided examples. These reports should assist in justifying activities performed by the Vice Section and as the source documentation for determining staffing level requirements in these specialty teams.

Recommendations:

Implement SARA problem solving and reporting to help define the Vice Section's successes and ultimately determine desired staffing levels in these units.

Implement Output-based reporting on a quarterly basis and include highlights in the Department's Annual Report.

7.   MANAGEMENT AND SUPERVISORY ROLES NEED TO BE CLARIFIED.

Duties and responsibilities of management staff need to be adjusted to improve the efficiency of the organization. Currently, there is duplication in the management of the Investigative Services Bureau with the Assistant Chief, Captain and Section Lieutenants all involved in initial case reviews as well as case monitoring after assignment. Each rank level in a police organization should have progressively more general organizational responsibilities. However, each rank level should have unique responsibilities – the Assistant Chief with overall management of the Bureau, the Captain with day to day management of the Bureau and Section Lieutenants with direct supervision of cases and Detectives.

The following matrix provides suggestions for the responsibilities and tasks for Assistant Chief, Captain and Lieutenants.

Position	Job Responsibilities and Tasks
Assistant Chief	• Provides overall responsibility for the Investigative Services Bureau. • Supervises, mentors and develops the Captain. • Perform administrative functions in the management of the Bureau. • Works closely with the Captain to coordinate operations. • Develops and oversees the PDs succession planning and mentoring program. • Works with the Police Chief and Deputy Chief to develop the annual Bureau goals. • Oversees budget development. • Reviews policies and procedures, goals and objectives. • Develops and maintains good working relationships with peers in the State and Federal law enforcement communities.
Captain	• Reports to the Assistant Chief. • Supervises / mentors the three Lieutenants. • Oversees the development of Lieutenants and provides appropriate coaching. • Works closely with the Assistant Chief and assists on tasks and projects. • Monitors performance/productivity standards of ISB Sections to ensure compliance with service targets. Responsible for the Bureau training program, ensuring that training goals are met and Detectives receive mandated and desired training. • Keeps the Assistant Chief informed of significant or newsworthy cases.
Lieutenants	• Reports to the Bureau Captain. • Oversees the operations of each Section. • Performs initial reviews of incoming cases; utilizes solvability factors to assign. • Supervises Detectives and manages their workload. • Works closely with the Captain and assists on tasks and projects as needed. • Develops the Detective schedule, including call out schedule. • Reviews written work and reports of Detectives for completeness and quality. • Works on other special projects as assigned.

The above matrix provides a reasonable allocation of duties, assuming implementation of the recommended organizational changes. It is intended to distribute the major organizational functions, responsibilities and tasks, and should be considered a first draft that is subject to modification as needed. Once the job tasks are determined, it may be necessary to revise the formal position classifications to reflect the current responsibilities and specific tasks for each position.

Recommendation:

The Bureau should align the roles and responsibilities of the Deputy Chief, Captain and Lieutenants to correspond to the appropriate levels in the organizational hierarchy.

4. ANALYSIS OF THE ADMINISTRATIVE AND TECHNICAL SERVICES BUREAU

This chapter of the report provides the project team's assessment and analysis of the operational and staffing needs in the Administrative and Technical Services Bureau. The Bureau is managed by an Assistant Chief and a Captain and is comprised of both sworn and civilian employees. There are four Sections that provide various support functions for the Department as well as direct services to the community. These Sections are:

- Research and Development Section

- Training Section

- Fiscal Section

- Records Section

Each of these four Sections is managed by a Lieutenant or a civilian manager.

1. EVALUATION OF THE RESEARCH AND DEVELOPMENT SECTION

This Section is commanded by a Lieutenant who has the primary responsibility for recruiting, testing and hiring new Officers and civilian personnel. He supervises the background investigations function, fleet maintenance, abandoned/derelict vehicle program and the two person special projects work group. The following sections evaluate each of these work units.

(1) **Recruiting and Hiring Processes Require a Significant Level of Effort to Attract and Hire a Sufficient Number of Officers.**

The Lieutenant is responsible for the oversight and supervision of this work group, which includes the Lieutenant, Background Investigations Sergeant and the part time Background Investigators.

The #1 task of this work group is to recruit and hire new Officers to replace those separating from the Department. Overall, the attrition rate at KPD is not excessive but fairly typical of most law enforcement organizations. The following table shows historical attrition rates over the last 10 years (July 1 – June 30).

Police Department Attrition 2007 – 2016

Year	Retire	Resign	Other	Total	Sworn Staff	Attrition Rate
2007-08	2	5	1	8	143	5.6%
2008-09	3	2	2	7	143	4.9%
2009-10	6	2	--	8	143	5.6%
2010-11	6	--	1	7	143	4.9%
2011-12	6	2	--	8	143	5.6%
2012-13	2	4	1	7	148	4.7%
Sub-Total – 7 Years	**25**	**15**	**5**	**45**	**142**	**5.3%**
2013-14	5	2	2	9	148	6.1%
2014-15	5	4	2	11	150	7.3%
2015-16	2	5	2	9	150	6.0%
Sub-Total – 3 Years	**12**	**11**	**6**	**29**	**147**	**6.6%**
Total – 10 Years	**37**	**26**	**11**	**74**	**146**	**5.6%**

In this table the sworn staffing level used is seven positions below the authorized staffing level, this is because seven positions below the authorized level is the typical 'actual' staffing level in the Department. The average annual attrition rate has increased from 5.3% (2007-2013) to 6.6% for the last three years. This attrition rate is in the range of the 5% to 8% attrition commonly seen by the project team in other law enforcement studies throughout the United States. This table shows that KPD needs to recruit, hire

and train approximately 10 new Officers annually to maintain a full staffing level. However, in the last year the number of sworn employees separating from KPD has increased and if this trend continues the number of new officers that KPD needs to hire will obviously increase.

Kauai PD is currently spending significant resources to recruit and hire qualified candidates for entry level Officer positions. KPD, like many other law enforcement agencies has experienced difficulty over the last several years in recruiting new Officers and has found it necessary to increase the time and resources dedicated to the new employee hiring process. Due to the lower number of people interested in becoming police officers, additional efforts are necessary to attract and hire good candidates to replace sworn staff that are retiring or separating from the PD for other reasons. The KPD efforts include regular advertising, attending job fairs and also recruiting on the mainland to increase the applicant pool.

A recent recruitment process had 127 applications for the Officer position but on the day of the written test only 34 of the applicants showed up for the beginning of the testing process. At best, only 10 – 20% of a typical applicant pool will make it to the end of the process and receive a job offer. A small percentage of recruits will not pass the basic academy and some more during the field training and evaluation program (FTO). From this group of 34 it is likely that only 2 - 5 will graduate from the FTO Program and become a solo Officer.

This Unit is continually making efforts to attract qualified candidates to apply at KPD and making improvements to the hiring process to shorten it and also require fewer

trips to Kauai to complete the necessary steps (an important factor for candidates from the mainland). The project team believes reasonable efforts are being made to recruit and hire Officers without lowering appropriate standards for becoming a police officer.

The project team does have one recommendation and one item for consideration. First, a bonus program should receive consideration for possible implementation. Due to the difficulty in attracting high quality candidates some agencies have instituted a bonus and bonus referral program – a bonus (as high as $15,000 for lateral officers in Modesto, California) is paid to the officer at various stages in the process (e.g. acceptance of job offer, completion of basic academy, completion of probation, etc.). The project team believes that a bonus of up to $5,000 would provide sufficient motivation for candidates already seriously considering a law enforcement career. The second part of the bonus program is that the referring PD employee receives a bonus of $500 or more after the person successfully completes probation. The value of bonus programs may likely have some value in certain situations but there is not consistent information, anecdotal or statistical, that shows a bonus program provides a consistent increase in attracting more high quality candidates who become long term employees.

The project team does recommend that KPD develop a longer term recruitment tool in the form of a cadet program for 18-21 year old residents and students. The goal of the program is to provide training to potential Officer candidates and expose them to the Department and law enforcement culture. Cadets are uniformed positions (different than Officer uniforms) and would be hired and work part time for two – three years. As part of a training program they would be assigned to different work units for 4-6 months

at a time. This would include Records public counter and paperwork processing functions, investigations and Patrol where they could handle various low risk and low priority calls for service (e.g. graffiti, abandoned vehicles, property damage accidents, traffic control). Although these employees will provide additional resources for the Department the primary purpose of the program should be as a training program to develop future Officer candidates, not primarily to accomplish general work tasks. After several years, this type of a program has the strong potential to provide "home grown" Officer candidates that are familiar with KPD and KPD is familiar with them. The project team believes a Cadet program would provide a long term benefit for the organization and recommends it be implemented.

The Lieutenant is assisted by a Sergeant who supervises the testing process (agility test, pre-psych test) and coordinates the background investigation process for applicants. A significant part of the hiring process involves a background investigation of each candidate that are assigned to one of several Background Investigators. This investigative process is thorough and must be completed in two – three weeks. The Sergeant reads all of the investigations, scans the documents, contacts all applicants for scheduling of subsequent meetings and phases in the hiring process.

In addition to primary duties of the hiring process the Sergeant is also responsible for ordering equipment for the PD, supervising contractors that may be on site and a variety of one time issues and needs.

Neither the Captain, Lieutenant or Sergeant has clerical or administrative support staff. The addition of a clerical/administrative support staff would relieve the Lieutenant

and Background Investigations Sergeant of data entry and clerical tasks that take a significant amount of time that do not require and should not be performed by a sworn staff member.   The project team recommends that a full time clerical support position be added to the Research and Development Section to provide necessary support tasks.

(2)   Evaluation of Fleet Maintenance and the Derelict Vehicle Abatement Program

The Department has one person, the Police Equipment and Maintenance Coordinator, that maintains the Departments fleet of approximately 155 vehicles plus additional trailers. He coordinates all vehicle maintenance, repairs, installs emergency equipment on the subsidized vehicles and personally performs some minor maintenance on vehicles. The project team was provided with a list of the fleet that included the unit number, license number, year, type and model and the vehicle function but did not have the mileage. The Maintenance Coordinator has the mileage for each vehicle it is just not included on the fleet list. As a result, the average mileage of the fleet which is the primary metric used to determine replacement year cannot be calculated.   However, average annual mileage for patrol cars is known to be 10,000 – 14,000 miles for cars assigned to the Kawaihau and Waimea districts and 8,000 – 9,000 miles for cars assigned to the Lihue district. Using mileage as the sole factor (other factors should also be considered) this indicates an approximate 8 year replacement schedule for patrol vehicles (the vehicles in the Kawaihau and Waimea districts should be rotated with vehicles from the Lihue district during their lifetime to balance mileage accumulation).

This position is also responsible for working with the Evidence Custodians to maintain the storage yard of vehicles impounded as evidence. He is also responsible for

the maintenance of the facilities, including the security doors, electric gates and EOC generator. All of these tasks require a significant amount of time and keep one person, and sometimes two people busy (e.g. shuttling cars to the repair shop requires two people).

The Maintenance Coordinator also supervises the Derelict and Abandoned Vehicle Coordinator. There is one person in this position for the initiation of the program in March 2016. The Abandoned Vehicle Coordinator often works alone in following up on abandoned vehicles and writing reports to have them towed. The statistical information for 2016 is shown below.

Abandoned Vehicle Data for 2016

Month	Complaints Received	Reports Written	Vehicles Towed
Jan - March 15		121	38
March 16 – 31		30	13
April		111	45
May		87	38
June		82	38
July		107	49
August		98	46
September		78	39
October		152	84
November		32	18
December		41	20
Total	**1,021**	**939**	**428**

As program is in its beginning stages since March the statistical items tracked and logged was developed to include the number of reports written (one is required for each vehicle before it can be towed) and the number of vehicles towed. The number of complaints received monthly is not known, only the total number for the year. These

statistics indicate that there is a clear need for abandoned vehicle abatement on the island and that the program should be continued.

(3)   Special Projects and Technology Needs Should be Transitioned from Sworn Staff to a New Civilian Staff Position.

In August 2013, the Department assigned two Officers to a special project to maintain and fix the current "Tri-Tech" Records Management System (RMS) that was "falling apart" – the system was frequently shutting down and reports were being lost. Assigning PD staff was necessary as the County did not have sufficient resources to provide the needed technology support services to keep the system operational, evaluate the current system and determine whether or not it should be replaced.   After initial emergency "fixes" for the system an evaluation was completed that showed a new RMS was needed. The two Officers conducted extensive research into available systems and eventually the Department decided to replace the RMS with a new Spillman Technologies system. The Department obtained funding and the new system went live in December 2016.

In addition to the RMS project the PD had other technology related projects that needed research, planning and implementation – Body Worn Cameras (BWCs) for field Officers, maintenance of the Tasers and improving the Mobile Data Terminals (MDTs) in the patrol vehicles.   The BWCs were researched, purchased and implemented in December 2015. Taser maintenance program has been implemented and the Officers are continuing to work on the MDT improvement project.

All of these projects have been necessary for the Department to maintain a good infrastructure and improve systems. The use of sworn staff to accomplish this is not optimal and should be provided by the County IT services. There is no indication that the County will be able to provide these services to the Department in the near future.

As law enforcement agencies continue to utilize more technology, it is important to have dedicated technology staff to handle these needs. The two Officers currently assigned to these tasks have been there 3 ½ years and there is a continuing need for the work they are doing. Due to the constantly evolving technological component of law enforcement responsibilities these specialized staff provide invaluable services to the Department. The Police Department should continue to staff this function to provide support for law enforcement related equipment and technology (the CAD and RMS system, body cameras, mobile and in car technology, radio equipment, security camera systems at PD facilities, card key system, etc.).

However, these functions should be transitioned to civilian staff and the Officers returned to regular duties. The Chief should request funding for one civilian technology position to maintain the Department's technology systems. In addition to providing support for the CAD/RMS systems this individual should provide support in other technical areas as needed. In addition to supporting the Police Department in the New World implementation, this position should coordinate with the County IT Department on future technology projects. This position would not completely eliminate the need for some support from sworn staff to assist on new projects research and implementation of projects such as the improving the MDTs but it will provide an ongoing dedicated resource

for the Department to maintain existing technology related systems and coordination of

all future projects.

Recommendations:

Provide clerical and administrative support for the Research and Development Section by adding one clerical support position.

Evaluate the feasibility and potential value of providing a bonus program to attract new officer candidates.

Develop and implement a Cadet program for the Department to provide a long term recruitment tool and also assistance with various Department work tasks.

Add one civilian position to provide maintenance and support for the Department's technology infrastructure.

2. ASSESSMENT OF THE TRAINING UNIT

In the fall of 2016 the Training Unit is staffed with a Lieutenant and a Sergeant but

in December 2016 an additional two Sergeants were authorized to provide sufficient

staffing for the basic academy and in-service training. The addition of these two

Sergeants eliminates the need to pay OT for instructors – KPD officers who have other

primary work assignments and teach as an ancillary assignment.

The Training Unit is responsible for coordinating and staffing the basic police

academy, the annual in-service or "recall" training for sworn staff and all other training

opportunities for the Department. Tasks include scheduling and teaching most of the

classes at the basic academy and recall training courses and coordinating the logistics

for locations and equipment (e.g. driver training at the Pacific Missile Range Facility).

(1) The Training Unit Teaches the Basic Police Academy and has Implemented an Annual "Recall" Training Program.

The State of Hawaii does not have State mandated peace officer certification standards or training requirements. However, the Kauai County Police Department has established their own standard curriculum and schedule for the basic academy. It is approximately seven months long (1,005 hours) and is followed by a four month Field Training Program (FTO). When an academy is in session the Sergeant functions as the "Tac Officer" for the recruit class (typically about 10 recruits). The Sergeant teaches many of the classes but also heavily relies on other KPD instructors that are assigned to various other work units in the Department. These instructors are either be released from their normal assignment to teach or paid OT to teach on their day off.

Annual "recall" training was first implemented by KPD three years ago, prior to that sworn staff only received training when they went to a special school or when they requalified with their firearm. The topics intended to be taught in the recall training classes include 1st aid / CPR, driver training, Taser and firearms requalification. Other special classes such as patrol rifle could be accomplished in this training format.

In 2015 the recall training courses were developed and taught in three phases:

- Phase 1 – 16 hours for active shooter class and firearms requalification

- Phase 2 – 8 hours for physical fitness testing, Taser requalification, use of force review class

- Phase 3 – 16 hours for an officer self-defense class and firearms requalification

The training is accomplished by scheduling each Phase multiple times – approximately 15-18 Officers attend each session.

Only two of the three phases were accomplished in 2015 as the training staff was busy with coordinating a basic academy. The Phase 3 class was in process of being

taught to staff in October 2016. The project team supports the KPD effort to implement an annual training program for all sworn staff. Targeting 40 hours annually is reasonable to provide time for required recertification for 1st Aid/CPR, the Taser and firearms while allowing time for other important additional classes such as legal updates, CAD/RMS system training, traffic accident investigation, policy updates, illegal narcotics investigation, use of force, low speed and pursuit driving, and defensive tactics, etc. The project team supports regular annual training of 40 hours for each Officer to maintain perishable skills and the opportunity to present needed training topics.

The training staff is well able to provide this training; however, clerical and administrative support is needed (discussed below).

(2)   A Formal Training Needs Assessment Should be Completed

Although various training courses are provided during the year the agency has not developed a formal training plan that guide the type of training and the amount of training that is most needed in the Department. The project team recommends that law enforcement agencies regularly (every 2 years) conduct a training needs assessment that evaluates training priorities and develops a written plan to accomplish the necessary annual "perishable skills" training and also courses to improve/increase skill levels of managers, supervisors and line level employees. The needs assessment process results in a written training plan that provides direction and guidance for what training will be provided over the next 1 – 3 years. The resources needed to implement the plan should be requested in the budgeting process. Most of the training classes will be in Honolulu or on the mainland which increases funding needs.

Training of 1st line supervisors is a regular need and should be given high priority in the training plan. When a person is promoted to Sergeant there should be specific steps to be accomplished during the first year after promotion – this should include formal training and informal training or coaching. Well trained and confident supervisors are critical to good service delivery 24/7 as it ensures line staff are properly supervised and productive during their work hours.

A formal training plan for managers should also be identified and funded. Courses available through the International Association for Chiefs of Police (IACP), Northwestern Center for Public Safety, the FBI and several private vendors have appropriate management courses available.   These courses are beneficial to managers to increase their skills in effectively running a law enforcement organization.

(3)   A 'Succession' or Workforce Plan Should be Developed.

Workforce planning allows organizations to identify and manage changes in the workforce. The age of the workforce and growing retirement eligibility are concerns in many organizations. This is often a particular concern, especially in the Police Department where most specialty positions are filled through rotational policy (3 years with the possibility of 3 one year extensions), the need to develop and identify qualified individuals to provide services is critical.

Implementing workforce planning allows management to project retirements (and required rotation) by functional area to prepare for replacement of lost competencies and skills. Additionally, succession planning ensures that internal competencies are being developed in key skill areas to provide continuity of service throughout the organization. While employees' skills are considered when filling positions by rotation there is not a

comprehensive assessment of a work unit's skill base, needed skills or projection of skills that may be lost in the coming years due to loss of personnel (retirement or forced rotation). Additionally, a better understanding of the future staffing needs (relative to skill-sets) can assist the Department in developing a plan to replace personnel, particularly those in specialty positions, supervision and management.

Workforce planning is generally defined as obtaining the right number of people with the right skills, experience, and competencies in the right jobs at the right time. In order to do workforce planning, data must be available, and systems must be available to manage data. While this effort is important for any organization, it is especially critical in an organization such as KPD where the rotation policy limits most specialty positions to one 3 year term and a maximum of 6 years. Data requirements include workforce demographics, trends in personnel transactions, data on the skills of the existing staff and future skills needed.

The steps involved in workforce planning include the following:

- **Supply Analysis:** Identify organizational competencies; analyze staff demographics; identify employment trends.

- **Demand Analysis:** Identify future workload and activities; analyze competency sets needed in future workforce.

- **Gap Analysis:** Compare information from the supply analysis and demand analysis to identify the gaps between current and future workforce needs.

- **Solution Analysis:** Develop strategies for closing gaps in competencies and reducing surplus competencies (i.e., planned recruiting, training, retraining, transfers, succession planning, etc.). This evaluation is especially critical for specialty units where loss of significant percentages of trained staff may occur.

- **Evaluation:** A periodic and systematic review of the workforce plan, reviewing

mission and objectives to assure validity.

Development of a workforce plan for KPD should be completed within the next eighteen to twenty-four months. This plan should focus on identifying the skills and competencies needed within the positions for success. The Chief's Office should be expected to be a major contributor to this effort by defining key positions and providing the organizational priority for this effort.

(4)   A Clerical Position Should be Added to the Training Unit

As previously mentioned, the Training Unit is currently staffed with a Lieutenant and a Sergeant. These two staff members are tasked with multiple duties that include developing, scheduling and instructing classes, coordinating all training classes and also clerical tasks such as scheduling, communication and training records maintenance for all Officers. These tasks and related activities requires a great deal of administrative work and coordination between the unit and other unit supervisors.

As a means to help alleviate some of the administrative duties, the training unit should incorporate a clerk to perform some of these type tasks. Providing clerical / administrative support assistance is needed for this unit which will allow the Lieutenant and Sergeant to be more effective in their training roles. The clerk would be responsible for maintain training records, coordinating travel arrangements for staff, securing training space, logistics, etc. The project team believes these tasks would require approximately 20 hours per week. While this civilian position may be a part time employee, other units also have clerical support needs and therefore the project team recommends a full time position be shared with the Background Investigation Unit.

Recommendations:

Continue to provide annual in-service training for sworn staff and target 40 hours of training annually.

Conduct a training needs analysis and develop a multi-year training plan

Conduct a training needs assessment process and develop a 1-3 year training plan that can be used as a guide to develop and maintain needed skills of employees. This process should be used to develop a budget to fund the needed training.

Develop a 'succession' or workforce plan for the Department.

Create the position of Clerk to assist with Training records maintenance. 20 hours per week are assigned to training and 20 hours may be assigned to the Background Investigations Unit.

3.   EVALUATION OF THE FISCAL SECTION

This Section is commanded by the Fiscal Officer who oversees a staff of four employees – a Department Personnel Assistant, a Pre-Audit Clerk, and Account Clerk and an Account Trainee. This Section provides important administrative and support functions for the entire Department. The major functions provided are developing and monitoring the approximately $30 million budget, payroll and benefits functions, purchasing and administering grants and other funds.

The Fiscal Officer is involved in all aspects and tasks of this group but spends the majority of her time developing and administering the budget for the Department. This includes any mid-year budget changes or movement of funds. The budget development process begins in October by obtaining input from all Bureaus, working with the Chief and Assistant Chiefs to develop the budget request, which must be in the County system by January. Review meetings with County officials and the Council follow and the budget is

normally approved in May. The County's electronic budgeting system is used by the Department to input the annual budget requests and changes.

The Personnel Assistant's main tasks relate to pay and benefits – ensuring employees payroll records are accurate, answering questions and making requested changes to employee benefits, resolving collective bargaining issues, addressing and processing FMLA leaves. A significant amount of time is required to receive, verify and correct regular and OT cards for all PD employees. Any issues related to pay increases, specialty pay or any benefits questions and issues are handled by this position. She also processes outside requests for employment and income verification. These tasks often involve working with County HR to resolve them. It is necessary and appropriate for an agency the size of KPD to have one person dedicated to these functions.

Most of the payroll processing tasks are the responsibility of the Pre-Audit Clerk. Employees' timecards must be entered into the system as well as all overtime pay (separate OT cards for each day). This position is also responsible for tracking and verifying fuel usage for the subsidized vehicles. She is assisted by the Account Clerk and Account Trainee on a regular basis. The Accountant Trainee position is assigned the primary responsibility for receiving, processing and issuing permits for intrusion alarms in the County, required since 2012. Additionally, she is responsible to monitor false alarm responses by Officers and mail warning letters and fine notices for the 3rd false alarm is responded to by the PD.

This unit also manages all purchasing of the fleet, equipment and supplies for the Department which involves managing purchasing contracts. The purchasing / requisition

paperwork and accounts payable tasks involve a significant amount of time from all staff.

All of the purchases made by the PD (approximately $15,000 weekly for about 50 transactions) are processed through the Fiscal Office. The Department has 14 grants (8 that are with the Hawaii Department of Transportation), an asset seizure fund and County E-911 funds which all require quarterly or monthly reports, most of which are manual reporting processes.

This Section is well organized and managed to handle all of these tasks and the staffing level is appropriate when all five positions are filled.

4.   EVALUATION OF THE RECORDS SECTION

This Section includes the normal police agency Records functions and also the Evidence and Property functions. The Section is supervised by a Records Unit Supervisor and there are 7 other staff: 1 Police Records Analyst, 1 Identification Technician, 1 Police Reports Reviewer, 1 Police Warrants Clerk, 1 Weapons Registration Clerk and 2 Police Records Clerks and There are also 2 Evidence Custodians that perform these tasks. All positions were filled as of March 2016.

The primary tasks for this work group include:

•   Receive, distribute and store reports after completion by Officers

•   Quality control reports and enter crime report information for the Uniform Crime Report system; provide monthly UCR reports

•   Maintain all PD files – scan and index all reports into the Records Management System (RMS); enter stolen property, vehicles, firearms into NCIC

•   Staff the front counter, answer in-person and phone inquiries, release records to the public, provide reports

- Firearms registration process – application processing, fingerprints, background check, issuing permit, documentation

- When an arrest is made prepare reports, evidence and other documents for the Prosecutor's Office

- Register sex offenders, maintain file system

- Examine and store latent fingerprint cards

- Enter warrants, temporary restraining and other court orders into the computer system

- Records management, maintenance, and destruction functions

- Receive, document and store all evidence and property, including vehicles; testify in court as necessary.

- Maintains employee's certifications to access confidential information such as criminal history files and the NCIC system.

- Assists in the CALEA certification process

- Maintain storage facilities; process and purge items no longer needed

The tasks performed by Records staff and the evidence and property functions are critical to the mission of the Police Department. The staffing levels in this Section are appropriate but the employees working in Records should, where possible, have the same job classification and be cross trained in all functions (excluding Evidence and Property tasks) performed by this unit. The Records Supervisor's goal is to cross train all staff as time allows and most of the cross training has been accomplished – the project team supports this goal.

The Unit has several individual employee classifications of one or two positions and having this situation in the Records creates work "silos" and leads to inefficiency as

employees in separate classifications can take the "it's not my job" approach when it comes to providing assistance for other Records tasks. However, having a general "Records Clerk" classification eliminates actual or potential "silos" and is a best practice. The project team recommends that the staff positions in Records except the Records Unit Supervisor, Identification Technician (trained in fingerprint identification and responsible for the AFIS system), Police Records Analyst and the Evidence Custodians should be the same employee classification.

(1)   The Records Section Documents Some of the Work Tasks Performed

Records tracks many of the routine tasks performed and provided this data for calendar years 2014 – 2016 to the project team. The table below lists the task item which is either a computer system entry, update or deletion or another process task involving a public service.

Records Work Tasks 2014 – 2016

Task Performed	2014	2015	2016	2 Yr. Change
Warrant	2,060	2,247	2,250	9.2%
Subpoena	1,111	1,275	1,011	-9.0%
Complaint / Summons	14	23	1	-92.9%
Temporary Restraining Orders	393	338	330	-16.0%
Other Orders	78	68	66	-15.4%
Firearms Registered	3,809	3,361	4,539	19.2%
Handgun Applications	727	708	823	13.2%
Long Gun Applications	971	893	1,048	7.9%
Fingerprints Rolled	272	375	441	62.1%
Firearms Prints/Photo	393	355	515	31.0%
Legal Service (public counter only)	310	29	201	-35.2%
Info Request	2,274	1,388	1,431	-37.1%
Pepper Spray Permits	56	38	63	12.5%
Clearance Letters	165	19	118	-28.5%
Public Access	324	313	227	-29.9%
Records Request	831	736	741	-10.8%

The three year history of these work tasks show that most tasks have decreased except for firearms related processes.

One of the significant workload items that is not tracked is the number of reports written by Officers – the project team believes this statistic is important and should be tracked, and may be able to be tracked electronically.

(2)   Some Records and Documents Should be Available and Accessible to the Public Through and Online Portal

The Department makes available requests for reports, other documents and applications available to people coming to the front counter. The KPD website also provides some documents to the public (abandoned vehicle report, business self-assessment, employee commendation and complaint forms) that can be downloaded and completed. As a means to provide better customer service and provide 24-hour access to some records, the Department should explore the possibility of expanding the Department's website to include access to additional documents such as traffic accident reports, minor crime reports and firearms registration applications. Additionally, crime data information and incidents could also be provided to provide more information to the community and indicate a greater transparency of the Department to the community.

Providing public access online can potentially reduce cost as well as reducing the number of phone calls and in-person visits. Additional documents online would result in a reduction of in-person requests and a reduction in residents' time spent completing a process (e.g. firearms application and fingerprints). Overall, it would not result in a reduction of workload only a more efficient process for Kauai residents.

(3)   Evaluation of the Evidence and Property Functions

The Department assigns two staff to these functions – both are classified as Evidence Custodian positions and report directly to the Records Manager.

The evidence and property functions of law enforcement agencies are very important functions that support the whole organization, especially criminal investigative functions. Integrity in the processing and custody of evidence are critical functions to all investigators, prosecutors and the criminal process.

Kauai PD uses modern law enforcement processes in the intake, processing and storage of items. Officers book evidence into a secure property storage locker and complete documentation on a Property & Evidence Report. The Property & Evidence Report is attached to the property or evidence package and secured in the locker. Only an Evidence Custodian is authorized to remove booked items from the lockers, process the items and store them in the Property Room. A barcoding system is used to process, tag and store the item(s) – the use of a barcoding system is a best practice. The Property Room has appropriate secure storage areas for guns, drugs, refrigerated and frozen items; it also has the needed equipment for processing and drying bloody, wet, biohazard and other types of unique evidence items.

In Kauai, the Evidence Custodians are also responsible for tracking all vehicles towed to the tow lot at the KPD complex.   This lot is outdoors and almost full. There are a limited number of secure indoor vehicle spaces for evidence storage. Staff needs to determine if any vehicles in the lot are able to be released or purged to reduce the inventory or obtain additional storage space in the near future.

One additional process that occurs in Kauai is the transportation of evidence to the Property Room at Headquarters from the Sub Stations. The best process for evidence transportation would be for an Evidence Custodian to personally pick up all evidence from the Sub Stations. However, due to the limited staff and the distance of the Sub Stations it is not practical for Evidence Custodians to make daily trips to the Sub Stations. A viable alternative, implemented by KPD is for Officers to transport evidence to Headquarters. Officers from these stations regularly bring evidence/property to Headquarters that has been booked by other Officers into the lockers at the Sub Stations. The Officers transporting evidence follow Department procedures for chain of custody documentation.

Additionally, an Evidence Custodian should routinely (monthly) visit the Sub Station facilities to examine the evidence lockers and ensure the processes are in conformance with policy and current practices. The project team recommends that an Evidence Custodian visit each Sub Station monthly for these purposes.

The Evidence & Property Unit has a regular evidence/property purging program where they attempt to regularly review items in storage and determine if they are still needed or if they can be released, returned to the owner or destroyed. It is very important for staff to regularly have time to conduct the purging process to maintain sufficient space in the Property Room and storage facilities. Overtime hours should be used for this if necessary.

Recommendations:

Eliminate separate position classifications in the Records Unit where possible and transition to one Records Clerk classification, cross training Records Clerk staff in all functions.

Explore the possibility of expanding the Department's website to provide access to additional Department forms, traffic accident reports, minor crime reports and crime data information.

Begin to track significant work tasks performed such as the number of items received in the Evidence and Property Unit annually, the number of items purged and the total number of items in storage.

5. OFFICE OF THE CHIEF

The Chief provides overall leadership and management of the Department. He is assisted by three Assistant Chiefs assigned to the Patrol Services, Investigative Services and Administrative & Technical Services Bureaus. This section evaluates the Professional Standards Unit and the Criminal Intelligence Unit.

1. EVALUATION OF PROFESSIONAL STANDARDS UNIT

Internal Affairs is comprised of one Lieutenant and three Sergeants – one of the Sergeants works full time to maintain CALEA compliance. Clerical support is provided by staff in the Office of the Chief. The Lieutenant, appropriately, is a direct report to the Chief.

The main responsibilities of this unit are:

- To conduct investigations of reported Officer misconduct at the direction of the Chief

- Review use of force incidents, vehicle pursuits, on duty vehicle accidents

- Monitor "early warning" incidents using the IA Pro software program (these items include pursuits, complaints, traffic collisions, sick leave usage); a written response by the Lieutenant is required

- Maintain the security camera system for headquarters and other PD facilities; maintain the card key system used to open doors and gates

- Assist CIU with dignitary protection as assigned

- Auditing of Department functions, including narcotics, evidence & property room, weapons, officer equipment, vehicles.

- Maintain compliance with the CALEA accreditation requirements and maintenance tasks during evaluation year and other years.

- Oversight, administrative review and auditing of the Body Worn Cameras – this process requires 20 or more hours weekly.
- Administrative review and investigation of officer involved shootings, serious injuries resulting from vehicle pursuits and incidents resulting in serious injuries and death.

When a complaint from a member of the public is received at the PD it is evaluated and then classified. A complaint classified as a Level I complaint are those of a serious nature and the Level II classification is for minor complaints such as rudeness or a poor attitude.

The Chief or Assistant Chief will typically assign minor complaints to the employee's supervisor to be investigated and all other complaints will be investigated by the Professional Standards Unit.   The assignment of the Officer's supervisor is appropriate as it applies directly to effective supervision and community engagement as it gives the Sergeant an opportunity to work directly with the community to resolve minor concerns quickly, as well as provide oversight and training to Officers in community contacts. The first line supervisor monitors the behavior and actions of police officers, but also provides proper assistance and resources so the beat officer may engage the community in an effective manner that enhances the department-community partnership. Without the first line supervisor's support and oversight, police officers would not be as effective at community policing.

The in the IA process follow reasonable and appropriate steps that conform to best practices. These include: receiving all complaints (including anonymous complaints), initial review by the Chief or his designee, notification letter to the reporting party the

complaint was received and being investigated, notice to the subject Officer and notifications to the same parties at the conclusion of the investigation.

After the investigation is completed, the next step is an Administrative Review Board hearing (composed of two Assistant Chiefs and a Captain) that reviews the report, listens to the subject Officer and then makes disciplinary recommendations to the Chief. The Chief is the only person who makes the "findings" for each allegation in the complaint. This is appropriate and a best practice.

If a case is sustained by the Chief the subject Officer has an appeals process to County Human Resources and after that to an arbitrator. The employee's union representatives are also involved in this process.

In Kauai, personnel complaints may also be made to the Kauai Police Commission, a board appointed by the Mayor. The KPC has the power to investigate complaints and recommend disciplinary action to the Chief (as well as to hire/fire the Police Chief). If the KPC chooses to conduct an investigation it can ask, but not require, subject Officers to give a statement. These are appropriate citizen oversight measures for a law enforcement agency while still providing that the Chief makes the final disciplinary decision. It is a best practice for the Police Chief to have this important disciplinary decision making function to be able to effectively run a police organization.

KPD guidelines allow 90 days from initiation of the investigation to completion of the report, whether it was investigated by the Officer's supervisor or the Professional Standards Unit. This is a reasonable amount of time to conduct the investigation and report the findings for all but a few exceptional cases.

Kauai PD was not able to provide the number of complaints made or investigations completed for the last several years. This type of information should be collected, documented and summarized annually in the KPD annual report. The Department was able to provide (from the IA Pro software) the number and findings of all of the allegations made in the complaints for calendar years 2014 – 2016. Each of the alleged specific misconduct allegations in a complaint are investigated and a "finding" is made by the Chief of Police. The type of allegation made and the findings for each allegation type for these years is provided in the following table. It is important to remember that it is not uncommon for there to be 3 - 4 allegations being investigated out of one complaint.

Complaint Investigation "Findings" for 2014 - 2016

Allegation	Exon-orated	Not Sustained	Sustained	Unfound-ed	Record Only
Use of Drugs	0	1	1	0	0
Knowledge of Laws / Regs	25	45	24	2	2
Obedience to Laws / Regs	17	39	12	2	4
Performance	8	18	8	1	1
Mental & Physical Competence	1	0	0	0	0
Conduct	14	28	9	1	0
Falsification of Records	1	4	5	2	0
Truthfulness	8	4	3	4	1
Conduct Toward Employees	0	3	2	0	0
Malicious Use of Force	4	3	0	1	1
Mistreatment of Prisoner	4	1	0	0	2
Security of PD Business	0	1	0	0	0
Dept. Investigation-Testifying	0	0	2	0	0
Commission of Criminal Act	3	6	5	1	1
Impartial Attitude	1	2	0	0	1
Use of Force	4	5	0	2	2
Overbearing Conduct	7	9	0	0	2
Reports	0	2	2	0	1
Firearms	0	2	0	0	0
Traffic Regulations	0	0	1	0	0
Conduct Toward the Public	7	13	0	0	2
Reporting for Duty	1	0	0	0	0
Equipment & Property	0	3	3	0	1

Allegation	Exon-orated	Not Sustained	Sustained	Unfound-ed	Record Only
Reporting Accidents	0	0	0	0	1
Sleeping	0	0	1	0	0
Directives	19	39	19	4	4
Total	**124**	**228**	**97**	**20**	**26**

There was a total of 495 allegations investigated arising from citizens' and internal complaints made to the Department, averaging 165 allegations annually for the three years of 2014-2016.   All of the "findings" were made by the Chief after completion of the investigation and reading the report. The "Record Only" dispositions are for documenting some very minor incidents (e.g. not returning a phone call).

As mentioned earlier the project team was not able to obtain the number of complaint investigations received/investigated or the total number investigated by the IA staff. Without specific case investigation metrics, the project team cannot make a definite estimate of the staff needed to handle the workload but can use the 165 average annual allegations to estimate workload. The number of allegations "resolved" provide some indication of workload – indicating there are likely 55 - 82 case investigations annually (assuming an average of 2 to 3 allegations per complaint investigation). Not all of these cases were investigated by the Internal Affairs Unit and it is likely that a majority of these cases were minor complaints investigated by the Officer's supervisor.

The project team believes the staffing level of one Lieutenant and two Sergeants is reasonable to provide sufficient staff to conduct investigations and also for the other tasks and responsibilities assigned. One auditing work task that will likely grow is the review of video from Officer's actions in the field, whether it is related to a complaint investigation or regular auditing functions.

Recommendations:

Maintain current staffing level in the Professional Standards Unit.

Continue usage of an Internal Affairs Case Management Software program to track and monitor complaint investigations and the early warning system to track Officer conduct.

Regularly review statistical information regarding the types of complaints and allegations to develop historical data and determine any trends that may occur for review by managers and supervisors.

2. EVALUATION OF CRIMINAL INTELLIGENCE UNIT

The Police Department staffs the Criminal Intelligence Unit (CIU) with one Lieutenant, one Sergeant and two Officers (one position is vacant). The primary duties of this Unit are to conduct intelligence operations related to organized crime and habitual criminals and conduct proactive criminal investigations as necessary. This work unit provides support as needed for crime investigations – both proactive and follow-up investigations. Many of the cases they are involved in are related to drug trafficking and gambling crimes. CIU works closely with the Vice Section and other investigative units to assist them in these investigations.

CIU also obtains information on persons released from jail and prison and monitors them as needed to try and ensure they maintain the conditions of their probation/parole and not become involved again in criminal activity. They are also the KPD representative on the FBIs Joint Terrorism Task Force (JTTF) and regularly attend these meetings in Honolulu. CIU creates and distributes a Department intelligence bulletin with appropriate criminal intelligence information on crimes occurred, wanted suspects and officer safety information. Special projects also are assigned to this unit by the Chief and can take a

significant amount of time for several weeks throughout the year. Other tasks involve coordinating an arrest warrant service project for the PD, researching and purchasing the unit's equipment and coordinating the subsidized vehicle program for authorized staff.

The functions and tasks performed by this group do not allow a traditional or simple classification of this unit as a street crimes unit, intelligence unit or special projects unit as they are tasked with elements of all of the tasks assigned to these types of work units. This is a flexible unit that maintains covert capabilities to support a wide variety of investigative functions, proactive criminal investigations, administrative and special projects. It performs valuable functions for KPD and the project team believes it is staffed appropriately. However, this unit should begin to track some metrics of the major work tasks performed during the year such as arrests, investigations conducted and special projects assigned.

Recommendation:

The Criminal Intelligence Unit should track major tasks performed and some productivity metrics such as arrests, investigations and special projects.

ATTACHMENT A – DESCRIPTIVE PROFILE OF THE KAUAI COUNTY POLICE DEPARTMENT

This document provides a description or "profile" of the organization of the Kauai County Police Department and the major tasks and responsibilities of the various work groups within the Department. This profile is descriptive only, it does not contain analysis of operations or recommendations (this will be provided in the draft 'final report').

Data contained in the profile were developed based on the work conducted by the project team to date, including:

•   Interviews with management and other supervisory and line staff in the KPD.

•   Collection of various data describing organization and staffing patterns, workloads and service levels, etc. Our data collection efforts continue.

•   Review of various documents and reports which the KPD forwarded to the project team.

This descriptive profile does not attempt to recapitulate all organizational and operational facets of the Department. For example, duties and responsibilities and tasks performed are not at the job description level.   Rather, the profile reflects a summary of our understanding of the organization, which is foundational for issues identification and analysis as part of the study.

This profile was reviewed for accuracy and completeness by KPD management staff and it serves as a factual basis for the project team's understanding of the KPD organization, staffing and operations.

1. Office of the Chief

1. Administration

The Office of the Chief provides overall direction, guidance and leadership for the Department. The Chief has responsibility for every area of the organization and ensures that all employees perform their jobs in accordance with the overall mission of the Department and according to the established values.

There are three work units that are direct reports to the Chief – Department Administration, Professional Standards and Criminal Intelligence.

(1)   Organization, Staffing and Unit Descriptions

The following table provides the personnel and major tasks of the work units.

Unit/Division	Curr.	Auth.	Position	Unit Description
Administration	1	1	• Chief	• Provides the overall leadership, management and administration of the Department.
	1	1	• Deputy Chief	
	3	3	• Assistant Chief	• Manages and coordinates police services in the County to meet objectives set by the Police Commission and Mayor.
	1	1	• Public Safety Services Secretary	• Supervises the Deputy Chiefs.
	1	1	• Secretary	• Reviews policies and procedures, goals and objectives.
	1	1	• Police Clerical Assistant	• Determines outcomes in internal affairs investigations
				• Develops and maintains good working relationships with peers in the regional and state law enforcement community; with local business leaders, community leaders and school officials.
				• Performs routine administrative functions in the day to day management of the Department.

2. Professional Standards

The Professional Standards Unit is staffed with a Lieutenant and three Sergeants. Clerical assistance is shared with executive staff's administrative assistants. The major functions of this unit is to conduct internal affairs investigations as assigned by the chief, monitor all disciplinary investigations, monitor the Department's early warning system and evaluate use of force incidents and vehicle pursuits. One Sergeant is assigned as the "CALEA Sergeant" to ensure the Department maintains CALEA (Commission on Accreditation of Law Enforcement Agencies) certification.

(1) **Organization, Staffing and Unit Descriptions**

The following table provides the personnel and major tasks of this work unit.

Unit/Division	Curr.	Auth.	Position	Unit Description
Professional Standards	1 3	1 3	• Lieutenant • Sergeant	• Investigates misconduct complaints against employees as assigned by the Chief. • Monitors all disciplinary investigations to ensure timely completion; monitors the early warning system. • Reviews use of force incidents. • Reviews vehicle pursuits and on duty officer involved accidents. • Maintains security cameras at facilities and card key access for employees. • Body Worn Camera system – reviews incidents, maintains system to ensure proper retention of records, makes copies of incidents for review, audits for proper use of cameras and policy compliance. • Assists with dignitary security. • Maintain compliance with CALEA standards and certification. • Special projects as assigned by the Chief.

3. Criminal Intelligence

This unit also reports directly to the Chief and is responsible for a wide range of tasks, including organized crime investigations, narcotics and vice crimes, surveillance, assisting detectives with cases, assisting other work units with their criminal investigations, liaison/coordination with other law enforcement agencies on homeland security, providing appropriate criminal intelligence information to other department members and working on special projects from the chief.

The following table provides the personnel and major tasks of this work unit.

Unit/Division	#	Auth.	Position	Unit Description
Criminal Intelligence	1	1	• Lieutenant	• Primary tasks are to investigate drug trafficking and gambling crimes.
	1	1	• Sergeant	• Provide assistance to detectives in their case investigations to identify suspects.
	2	1	• Officer	• Assist in service of search warrants and arrest warrants.
				• Conduct surveillance, maintain liaison with other state and federal agencies.
				• Work with local businesses and schools on safety/security issues.
				• Provides officer safety and intelligence information to other staff.
				• Special project such as assisting in coordination of state conference, dignitary protection.

2.   Patrol Services Bureau

The Patrol Services Bureau comprises four distinct functional areas:

·   Patrol (Field Operations Section)

·   Intake/detention (Cell Block)

·   Traffic enforcement and accident investigation

·   911 Communications

A majority of KPD sworn personnel operate out of the bureau, with patrol representing the single largest section of the department. In total, the division includes 102 sworn and 31 civilian positions (excluding the crossing guards), with a total of 13 vacancies, including the bureau's captain.

(1)   Organization

The following chart outlines the organization of the Patrol Services Bureau:

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                        ┌─────────────────────────────┐
                        │   Patrol Services Bureau    │
                        └─────────────────────────────┘
          ┌───────────────────────┼───────────────────────┐
 ┌──────────────────┐   ┌─────────────────────┐   ┌──────────────────────┐
 │ Field Operations │   │  Intake/Detention   │   │   Administrative     │
 │     Section      │   │      Facility       │   │      Section         │
 └──────────────────┘   └─────────────────────┘   └──────────────────────┘
          │                                                   │
     ┌────────────────┐                          ┌──────────────────────────┐
     │ Lihue District │                          │  Communications Section  │
     └────────────────┘                          └──────────────────────────┘
          │                                                   │
     ┌─────────────────┐                         ┌──────────────────────────┐
     │ Waimea District │                         │  Traffic Safety Section  │
     └─────────────────┘                         └──────────────────────────┘
          │
     ┌──────────────────┐
     │ Hanalei District │
     └──────────────────┘
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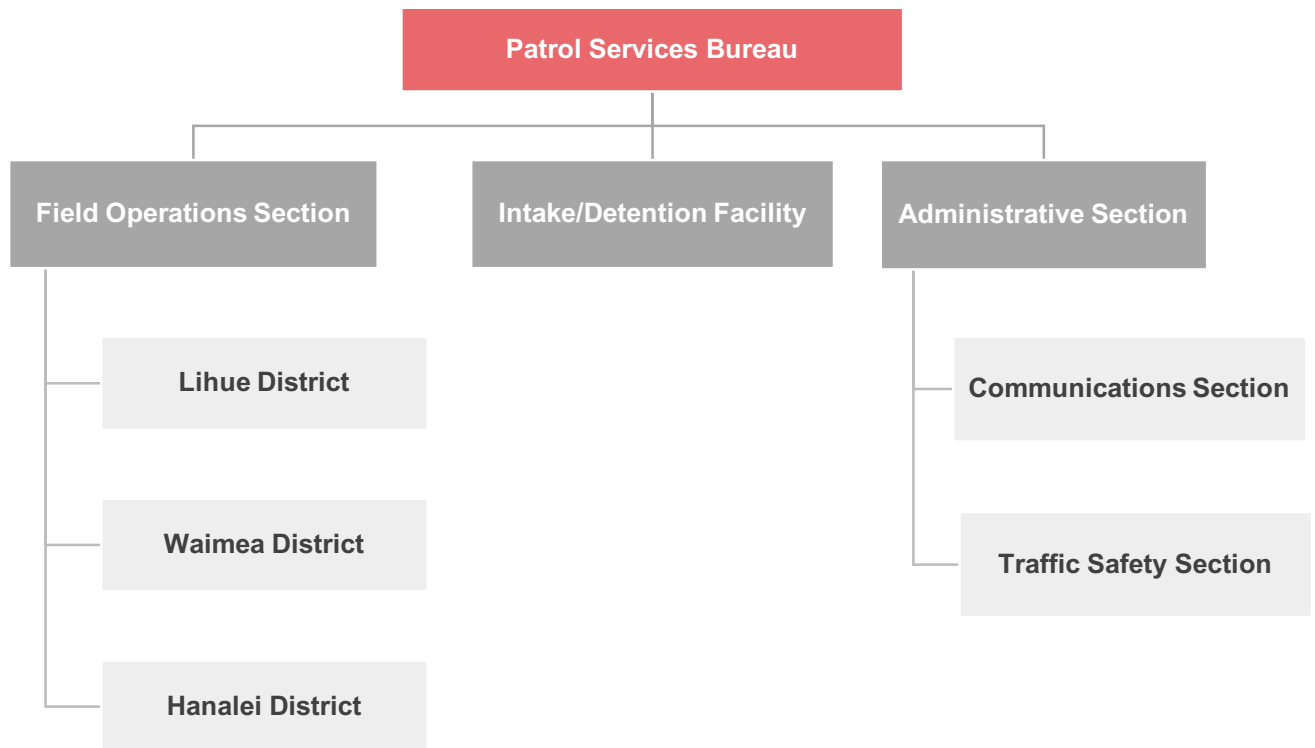
(2)   Staffing

The total current and authorized (budgeted) positions by classification and unit are provided in the following table:

Unit/Division	Curr.	Auth.	Position	Unit Description
Bureau Admin.	1	1	Assistant Chief	• Provides management and oversight of all field operations, communications, detention, and traffic enforcement functions.
	0	1	Captain	
	1	1	Program Support Technician II	• Roles and responsibilities are split between the captain, with the assistant chief position functioning in a more administrative role, interfacing with the rest of the department.
				• The captain position is currently filled in an acting capacity by a lieutenant.
Field Operations Section				
Lihue District	1	1	Lieutenant	• Includes the central Lihue area, the port, and the surrounding area and towns up to Kapaa.
	2	3	Sergeant	• Based out of the KPD headquarters in Lihue.
	23	27	Officer	

| Unit/Division	Curr.	Auth.	Position	Unit Description
	1.5	1.5	Administrative Clerk	• The airport is technically covered by the sheriff, though KPD often responds to calls there. • The vacant sergeant position is currently filled by an officer in an acting capacity. • One officer is currently assigned as an acting sergeant.
Waimea District	1	1	Lieutenant	• Patrols an area that contains four beats, including Kaliheo, Hanapepe, Waimea, and Koloa. The eastern/northern boundary for the district is the Knudsen Gap. • Located in the area of Waimea on the southwestern side of the island. • The vacant sergeant position is currently filled by an officer in an acting capacity. • One officer is currently assigned as an acting sergeant.
	2	3	Sergeant	
	24	24	Officer	
	1	1	Administrative Clerk	
Kawaihau District	1	1	Lieutenant	• Based out of the KPD substation in Kapaa. • Patrol service area includes all areas north of the Wailua Bridge up to the end of the road at Ke'e Beach on the northwestern side of the island. • Maintains an additional substation in the Princeville area, although the facility is mainly used for report writing. • Two officers are currently assigned as acting sergeants.
	1	3	Sergeant	
	26	27	Officer	
Administrative Section				
Section Admin.	1	1	Lieutenant	• Manages both the communications center and the intake/detention facility. • The role includes more of a focus on the communications center, which has no manager or sworn supervisor other than the lieutenant. • The lieutenant also functions as the records custodian for the department. • Manages the training for Communications Center staff, and handles all personnel matters.

Unit/Division	Curr.	Auth.	Position	Unit Description
Communications Center	3	3	ES Dispatcher III	• ES Dispatcher IIIs work as shift supervisors
	10	12	ES Dispatcher II	• Dispatchers work in 3 platoons, starting at 0600, 1400, and 2200 hours.
	6	7	ES Dispatcher I	• Minimum of 3 staff on-duty for the 1st shift, and 4 staff for the 2nd and 3rd shifts.
				• Workdays follow a 4 on – 2 off – 4 on – 1 off fixed rotation schedule
				• 4 ES Dispatcher I positions are funded through a state grant.
Intake/Detention Facility	1	1	Sergeant	• Books, transports, and detains prisoners.
	1	1	Officer	• 2 staff are on duty at all times.
	4	4	Public Safety Worker (PSW)	• As only five line-level staff are assigned to the unit, the remaining shifts are filled by patrol personnel.
				• The impact that this has on the availability of personnel that rotate into the role will be factored into our analysis of patrol services
Traffic Safety Section				
Section Admin.	1	1	Lieutenant	• Lieutenant position manages the unit and performs most administrative roles, including applying for grants.
	1	1	Sergeant	• Sergeant position supervises the officer/investigators in the unit and provides direct operations management.
	2	2	Administrative Clerk	• Supervisors complete operation plans for major initiatives, events, and enforcement activities. Upon their completion, these are reviewed and debriefed with unit personnel.
				• The two civilian positions complete a wide array of administrative duties, including all records functions relating to traffic citations, collisions, and the transfer of any documents to the courts as needed.
Traffic Safety	5	5	Officer (Investigator)	• Completes targeted speed, traffic law, vehicle code, and OVI (intoxicated driving) enforcement throughout the island.

Unit/Division	Curr.	Auth.	Position	Unit Description
				• Each officer carries a caseload of accident investigations, completing all follow-up and detective work related to the case.
				• All on-call rotation system is used, with 2 officers and 1 supervisor (either the lieutenant or sergeant) being available on-call at any time.
				• Coordinates and participates in a variety of community programs related to traffic and vehicle safety, such as performing free car seat checks.
				• Provides safety and traffic direction for community events that impact normal traffic flow, such as the Kauai Marathon or firework celebrations on July 4th.
				• All officers are trained and certified drug recognition experts (DREs).
				• A formal 10-year rotation policy is practiced, with a base assignment duration of five years and up to five consecutive one-year extensions.
				• Manages and deploys the speed cameras throughout the island as needed, both on request from citizens and as part of the process of identifying potential areas for enforcement.
School Crossing Guard	(8)	(15)	School Crossing Guard	• Not formally employees of the Kauai Police Department, though they report to the Traffic Safety Section on a day-to-day basis operationally.
				• Crossing guards are part-time positions that staff the intersections near schools during opening and closing times.
				• The department is currently determining whether to establish a new classification that would largely replace these roles. The new position, Traffic Safety Monitor, would work full-time and be able to provide traffic enforcement outside of school crossing hours.

(3)   Patrol Scheduling

Patrol follows a 9-hour shift schedule, typically working five days per week. Workdays are staggered for officers and sergeants, with each rotation lasting for a period of 8 days. As a result, it is not a fixed schedule – the specific days worked by personnel rotate forward by one day each calendar week. The following diagram depicts two cycles of this rotation, with each row corresponding to a different full-time position:

Patrol Workday Rotation Schedule
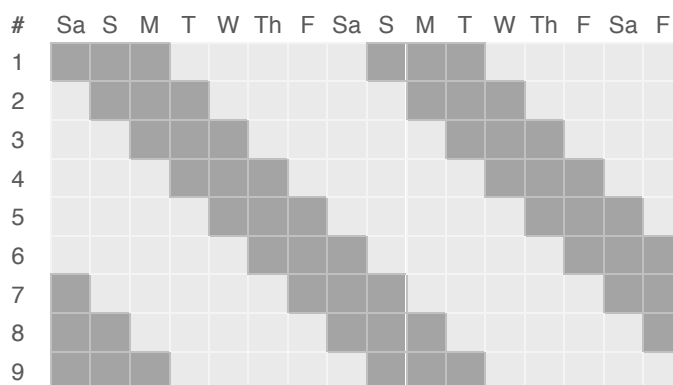
This does not factor in any cancelled days off (overtime) or shifts on cell blocks. Officers are also able to sign up for and work consecutive 9-hour shifts.

Hours worked for each shift are as follows:

Patrol Shift Times

Shift Team	Start	End
First Watch	2200	0700
Second Platoon	0600	1500
Third Platoon	1400	2300

Given that only one supervisor (acting or permanent) is assigned to each team, one officer per team is designated as the officer in charge (OIC), functioning as the supervisor in the absence of a sergeant.

3. Investigative Services Bureau

1. Investigative Services Bureau

The Investigative Services Bureau performs a variety of services related to investigative functions for the Police Department that includes criminal case follow-up (General Crimes Section and Special Focus Section) and proactive investigations (Vice Section). Also organized in the Bureau are crime scene investigations and school resources officers. The Bureau is overseen by an Assistant Chief and a Captain with Lieutenants in charge of three sections. The following sections describe this Bureau's functionality and staffing levels

The following chart outlines the overall organization of the Bureau of Investigations:

```
                    ┌─────────────────────────┐
                    │ Investigative Services  │
                    │        Bureau           │
                    │   Assistant Chief       │
                    └────────────┬────────────┘
                                 │
                    ┌────────────┴────────────┐
                    │        Captain          │
                    └────────────┬────────────┘
         ┌───────────────────────┼───────────────────────┐
┌────────┴────────┐    ┌─────────┴──────────┐   ┌─────────┴─────────┐
│  Vice Section   │    │ General Crimes Sect.│   │Special Focus Sect.│
└────────┬────────┘    └─────────┬──────────┘   └─────────┬─────────┘
```

Vice Section	General Crimes Section	Special Focus Section
Vice and Narcotics Investigators	Major Crimes Unit	White Collar / Internet Crimes
Asset Forfeiture	Sex Assaults Unit	Property Crimes Unit
	Domestic Violence Unit	School Resources Unit
	Crime Scenes Unit	

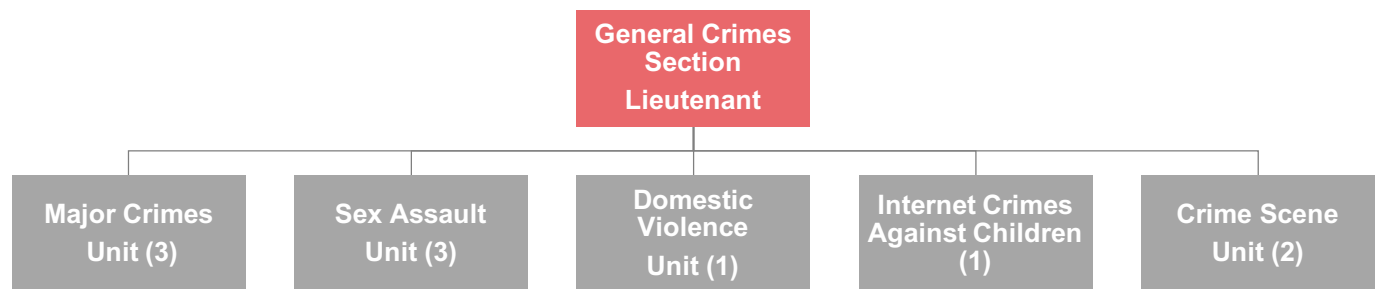| Unit/Division	Curr.	Auth.	Position	Unit Description
Command Staffing				
Investigative Services Bureau	1	1	Assistant Chief (Acting)	• Provides overall management of the Bureau. • Directly supervises the Captain; provides oversight to the Bureau. • Coordinates with other agencies. • Part of the Chief's command staff.
	1	1	Captain	• Directly supervises the three Section Lieutenants; functions as the Bureau Ops commander. • Provides a general review of incoming cases; ensures that cases meet prosecution criteria. • Oversees grants for the Bureau. • Fields external questions and complaints for Investigations.

Unit/Division	Curr.	Auth.	Position	Unit Description
	2	2	Police Investigative Support Clerk	• Provides administrative support to the Assistant Chief and the Captain. • Provides some administrative support to the Lieutenants. • One leads in support of adult and narcotics; the other on juvenile and missing persons. • Provides reception to the Bureau offices.

2. General Crimes Section

The General Crimes Section is responsible for case follow up and investigations for major violent crimes (e.g., homicides, robberies), sex assaults (in a separate unit) against adults and juveniles as well as domestic violence cases. Recently, internet crimes against children were assigned to this Section; and property crimes were organized out of this Section and into the Special Focus Section. The Section also is responsible for crimes scene response and follow up and investigation of evidence.

(1) Organization

The following chart outlines the organization of the General Crimes Section of the Investigative Services Bureau:

(2)   Staffing and Unit Descriptions

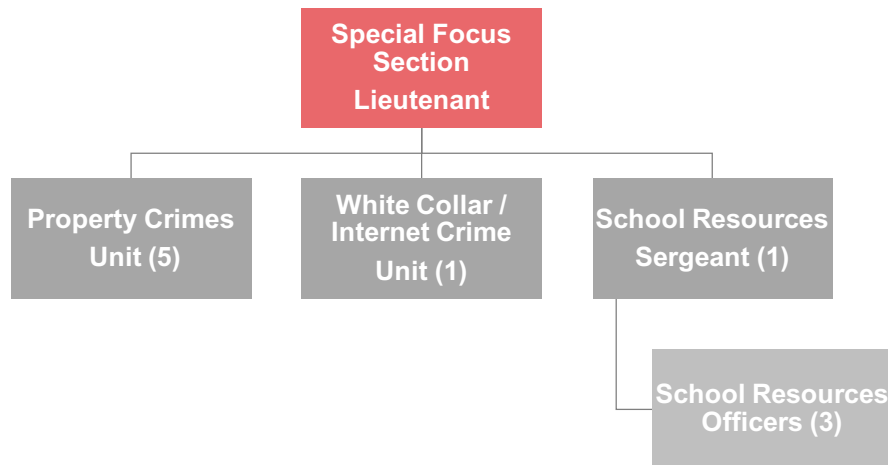| Unit/Division	Curr.	Auth.	Position	Unit Description
General Crimes Section				
Section Management	1	1	Lieutenant	• Reviews cases coming in from Patrol for completeness and solvability; assigns to a detective. • Tracks caseloads of detectives and reviews status with detectives weekly. • Closes cases with clearance or additional follow up not possible.
Major Crimes Unit	3	3	Detectives	• Provides follow up on homicides, suspicious deaths, major assaults, and robberies. • On rotating callout and patrol advisories.
Sex Assault Unit	3	3	Detectives	• Provides follow up on all sex assaults involving adults and children. • Coordinates with other State and local health and welfare agencies. • On rotating callout and patrol advisories.
Internet Crimes Against Children	1	1		• Takes the lead in cases involving child pornography, mostly from complaints. • Assists on other cases in the Bureau involving computer and internet crime. • Works with other agencies on cases. • On rotating callout and patrol advisories.

Unit/Division	Curr.	Auth.	Position	Unit Description
Domestic Violence Unit	1	1	Program Specialist	• Assists patrol on the follow up on misdemeanor domestic violence cases. • Follows up on some felony level domestic violence cases. • Provides support to victims on resources, the justice process, restraining orders, etc. • Interfaces with other local agencies and not for profit groups as well as a County Task Force.
Crimes Scene Unit	1 1	1 1	Crime Scene Specialist II Crime Scene Specialist I	• Handle crime scenes – photography, prints, blood presumptive evidence and drug presumptive evidence. • Some lab work on evidence relating to photos, prints and general crime scenes. Recently, developed a presumptive DNA capability. • Limited computer forensics capability. • Provides advice to patrol staff. • Each on a rotating two week callout.

3. Special Focus Section

The Special Focus Section provides follow up on property crimes (e.g., commercial and residential burglaries as well as thefts); one detective provides follow up on major frauds and 'white collar crimes' as well as crimes involving the use of a computer to defraud people. Finally, school resources officers are organized in this Section together with various programmatic efforts such as K-Pal and community relations.

(1)   Organization

The following chart outlines the organization of the Special Focus Section of the Investigative Services Bureau:

(2)   Staffing and Unit Descriptions

Unit/Division	Curr.	Auth.	Position	Unit Description
Special Focus Section				
Section Management	1	1	Lieutenant	• Reviews cases coming in from Patrol for completeness and solvability; assigns to a detective. • Tracks caseloads of detectives and reviews status with detectives weekly. • Closes cases with clearance or additional follow up not possible. • Supports the CrimeStoppers program and forwards leads generated. • Assists with grants management.
Property Crimes Unit	5	5	Detectives	• Provide follow up on all thefts and burglaries on the Island; each detective is assigned to a patrol district but are centrally located. • On rotating callout and patrol advisories.
White Collar / Internet Crimes Unit	1	1	Detectives	• Provides follow up on forgeries and frauds on the Island. • Coordinates with other State and Federal agencies, as necessary. • On rotating callout and patrol advisories.

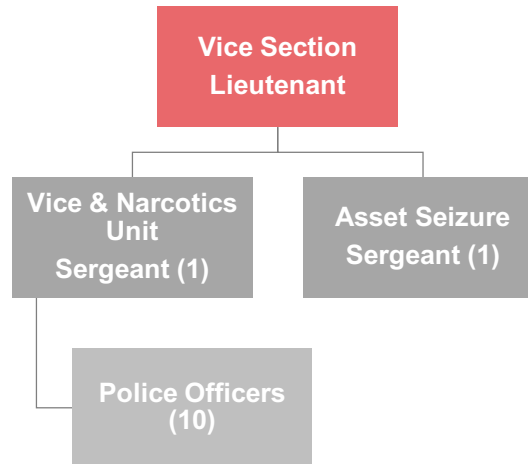| Unit/Division	Curr.	Auth.	Position	Unit Description
School Resources	1 3 1	1 3 1	Sergeant Police Officers (SROs) Police Officer (KPAL)	• The Sergeant supervises the unit and takes the lead in various community relations efforts. • SROs are located at each of the three Island High Schools. • SROs handle crimes in the high schools, truancy, runaways, assaults, bullying / harassment complaints. • SROs deliver programs / classes in the schools (e.g., DARE). • One officer supports other youth programs such as KPAL (activities league).
Juvenile	0	1	Juvenile Counselor	• Currently vacant position designed to coordinate and support various youth programs.

3. Vice Section

The Vice Section principally provides proactive enforcement of narcotics on the Island and also follow up on complaints about drug manufacture, distribution and use (on Kauai mainly, meth, heroin, cocaine and marijuana) at all levels. They also, as time allows, follow up in Vice activities and complaints on the Island (e.g., illegal gambling, prostitution). The unit is comprised mostly of police officers and includes K9 units (2 officers and dogs). Staff work extensively with State and Federal agencies on the Island. A sergeant (currently vacant) manages the asset seizure accounts on behalf of the County as well as various enforcement grants.

One squad of 5 police officers is currently vacant. This has particularly affected the Unit's ability to follow upon Vice activities on the Island.

(1)   Organization

The following chart outlines the organization of the Vice Section of the Investigative Services Bureau:

(2)   Staffing and Unit Descriptions

Unit/Division	Curr.	Auth.	Position	Unit Description
Vice Section				
Section Management	1	1	Lieutenant	• Prioritizes the efforts of staff in buys, interdiction at the airport and port, delivery services. • Manages narcotics enforcement grants from State and Federal agencies (e.g. HAIDA). • Develops relationships and cooperative efforts with State and Federal agencies on various task forces and enforcement efforts (e.g., Green Harvest). Note that there is no permanent Federal presence on Kauai. • Develops quarterly and annual reports on vice and narcotics enforcement. • While the Asset Seizure Sergeant position is vacant handles these responsibilities too, including

Unit/Division	Curr.	Auth.	Position	Unit Description
Vice and Narcotics	1 10 2	1 5 2	Sergeant Police Officers Police Officers (K9 Units)	• Work individually or as teams in buys, working with confidential informants, and interdiction efforts. • Work vice as time and time size allows on a complaint basis or proactively. • K9s are drug-trained only.
Asset Seizures	0	1	Sergeant	• These responsibilities are currently handled by the Unit Lieutenant. • Works with the County Prosecutor, the Attorney General and Federal agencies on division of assets from criminal activities. • Manages the process for County interests – appropriate allocation of assets depending on the case and level of effort, attends hearings of person whose assets are seized, monitors for auctions, accounting.

5. Administrative & Technical Services Bureau

1. Administrative & Technical Services Bureau

This Bureau is comprised of units that provide support services for the Department and has four major work units that are a part of this study:

· Research & Development Section

· Training Section

· Fiscal Section

· Records Section

The Bureau is managed by an Assistant Chief and Captain and each of the major work units is managed either by a Lieutenant or civilian manager. The individual work units are supervised by a Sergeant or civilian supervisor. There is also a unit of two Officers that have been assigned to a special project since August 2013 relating to the Department's Records Management System (RMS). The purpose of this project was to fix and evaluate the current RMS system to ensure it was operating properly. This led to the decision to purchase a new RMS that will go live in December 2016. This unit has also had the lead in researching and implementing body worn cameras, Taser maintenance and improving the current MDTs in vehicles.

Other major functions include recruiting, hiring and training new officers, budget development and budget monitoring throughout the year, processing/maintaining

Department records and firearms permits, maintaining the fleet, and operating the evidence/property room.

(1)   Organization

The following chart outlines the organization of the Administrative and Technical Services Bureau.

(2)   Staffing and Unit Descriptions

Unit / Division	#	Auth.	Position	Unit Description
Administrative & Technical Services Bureau				
Bureau Administration	1 1	1 1	• Assistant Chief • Captain	• Administrative oversight and leadership. • Supervise Lieutenants and civilian managers. • Responsible for researching, negotiating, writing, executing all major contracts. • E-911 committee member, responsible to create and manage strategic budget of approximately $950,000.00 a year (over $3,000,000 in FY 2016. • Manage ATB budget • Project manager on the public safety software close out (TriTech) and implementation (Spillman).
Research & Development	1	1	• Lieutenant	• Administrative oversight, leadership of the work unit. • Supervise Sergeant and Maintenance Coordinator. • Primary duty is to recruit, test and hire officers and civilian personnel. • Coordinator for the Crisis Negotiator Team, Communications Support Team and Chaplaincy Program. • Other responsibilities include maintaining the Dept. website, 411 tip line, social media, uniform/equip. committee, annual physicals, drug testing and maintaining mobile and portable radios.
Background Investigations	1 1.5	1 1.5	• Sergeant • Background Investigators (3 Part Time civilian)	• Assist in the hiring testing process for new officers. • Supervise all aspects of the background investigation for officer candidates and civilian employees. • Orders equipment for PD. • The contract investigators conduct background investigations.

Unit / Division	#	Auth.	Position	Unit Description
Fleet Maintenance	1	1	• Police Equip. Maintenance Coord.	• Maintains fleet of approximately 168 units; coordinates all vehicle repairs, registration and safety inspections of cars.
	1	1	• Derelict and Abandoned Vehicle Coordinator	• Installs equipment (lights, siren, radio) in subsidized vehicles. • Maintenance of facilities – security doors, lights, EOC generator, electric gates. • Performs some minor repairs of vehicles and to facilities. • Maintains storage yard of vehicles impounded for evidence. • Responsible to mark, tag and tow abandoned vehicles on the island. This program just started in March 2016.
Special Projects – Technology	2	2	• Officer (temporary assignment)	• Fix and evaluate the current RMS system to ensure proper operation; began in August 2013. • Research, develop a plan and implement body worn cameras for officers; implemented December 2015. • Tasked with developing a plan for Taser maintenance and improving the current MDTs in vehicles. • A new RMS system was researched and purchased – it will go live December 2016. • Working with County Civil Defense to implement a new radio system.
Training Section	1	1	• Lieutenant	• Responsible for running Basic Police Academy (7 months) for new officers. One Sergeant functions as Tac Officer.
	3	3	• Sergeant	• Coordinate instructors used for Academy classes and also teach Academy courses. • Coordinate and put on in-service training, "recall training" of 24 hours annually. • Coordinate firearms qualifications. • A retired officer is a primary firearms instructor and armorer.

Unit / Division	#	Auth.	Position	Unit Description
Fiscal Section	1	1	• Fiscal Officer I	• The Fiscal Officer manages and supervises all employees in this unit.
	1	1	• Department Personnel Assistant II	• Tasks listed are for all employees in this work group: budget development, and monitoring throughout the year; data entry of timecards for PD payroll; manages all purchasing, requisitions and accounts payable; reporting and accounting for PD grants and E-911 funds.
	1	1	• Pre Audit Clerk	
	1	1	• Account Clerk	
	1	1	• Account Trainee	• Specific Personnel Assistant tasks: works closely with County HR regards employees' pay and benefits; timecard and OT pay; scheduling; questions/issues from employees.

Unit / Division	#	Auth.	Position	Unit Description
Records Section	1	1	• Records Unit Supervisor	• The Supervisor manages all functions of the Records Unit and Evidence/Property room. This includes ensuring unit staffing, vacation schedule, timecards; also check & approve firearms applications, update & process NCIC, CJIS, Prodcics access, accept & process subpoenas as custodian of Records.
	1	1	• Police Records Analyst	
	1	1	• Identification Technician I	• Each of the Records personnel have separate job titles and functions but, when possible, are being cross trained to conduct other tasks.
	1	1	• Weapons Registration Clerk	• Records Analyst tasks: reads reports for quality control and accurate coding of crimes, maintains the UCR reporting database and makes the required monthly reports; enters arrest data; makes NCIC entries for firearms, missing persons and wanted persons; assists Records Supervisor as necessary.
	1	1	• Police Reports Reviewer II	
	1	1	• Police Warrants Clerk	
	1	2	• Police Records Clerk	• Identification Technician tasks: maintains offender based tracking system, firearms purchases prints/photos, sex offender registry, process 1st time arrests, process expungements of arrest records; is in training to classify and match fingerprints
	2	2	• Evidence Custodian	• Weapons Registration Clerk tasks: enter firearms permits and firearms registered through the PD, conduct firearms checks for investigation, courts & other agencies.
				• Reports Reviewer tasks: process all misdemeanor reports and reports where a person has been arrested and process to the prosecutor's office. Put together all necessary paperwork for the court process.
				• Warrants Clerk tasks: enter warrants, temporary restraining orders and subpoenas into the RMS system.
				• Records Clerk tasks: make copies of reports for members of the public and insurance companies; assist with preparation of court folders.
				• Evidence Custodian tasks: process all incoming evidence and property booked by officers; log and store all items; store and track all vehicles towed by the PD; purge unnecessary items from storage. Ship evidence out for testing; bring evidence to court & testify in court as necessary.

ATTACHMENT B – POLICE DEPARTMENT EMPLOYEE SURVEY SUMMARY

The County of Kauai engaged the Matrix Consulting Group to conduct a Police Department Comprehensive Workload Study for the Kauai Police Department (KPD). A survey was distributed to all Department staff to gauge their opinion on a number of topics related to services, staffing, workload, operations, training, career development, and management.

1.   INTRODUCTION TO THE STRUCTURE OF THE SURVEY

The survey was divided into four sections as described in the following points:

•   In the first section, respondents provided demographic information regarding their tenure, rank or classification, and assignment.

•   The second section asked all respondents to indicate their level of agreement to statements about the Department as a whole and to describe their workload.

•   In the third section, respondents assigned to the following areas were asked to indicate their level of agreement to statements regarding their work:

–   Office of the Chief
–   Patrol Services Bureau
–   Investigative Services Bureau
–   Administrative and Technical Bureau

•   The fourth and final section allowed employees to provide any additional thoughts, in narrative form, on any of the topics covered in preceding sections.

A total of 156 responses were received after being emailed to 201 KPD employees in November 2016. A response rate of 79% is excellent for an employee survey, speaks to employees' general interest in the study, and allows for results to be a fair representation of the Department.

2.   RESPONDENT DEMOGRAPHICS

The table below display the responses of survey participants to the first section of the survey on respondent demographics.

YEARS OF SERVICE		
Years	**% Response**	**Responses**
0-5	36%	57
6-10	21%	33
11-15	18%	28
16-20	12%	19
20+	13%	21
TOTAL		**158**
RANK OR CLASSIFICATION TYPE		
Type	**% Response**	**Responses**
Lieutenant or higher	11%	18
Sergeant or Detective	17%	26
Officer	46%	73
Civilian supervisor or manager	5%	8
Civilian staff	21%	33
TOTAL		**158**
SWORN PERSONNEL ASSIGNMENTS		
Assignment	**% Response**	**Responses**
Office of the Chief	8%	9
Patrol Services Bureau	63%	74
Investigative Services Bureau	23%	27
Administrative and Technical Bureau	6%	7
TOTAL		**117**
CIVILIAN PERSONNEL ASSIGNMENTS		
Assignment	**% Response**	**Responses**
Administrative and Technical Bureau or Office of the Chief	45%	19
Other	55%	23
TOTAL		**42**

3.   VIEWS TOWARD OVERALL SERVICE IS EXCELLENT WHILE DEPARTMENT STAFFING LEVELS ARE IDENTIFIED AS AN ISSUE.

In the second section, all respondents from the Department were asked to indicate their level of agreement to statements about the Department as a whole and to describe their workload and staffing levels.

(1)   In General, Overall Service to the Community Is Excellent.

The statements in the following table address overall service to the community of

Kauai Island.

OVERALL SERVICE TO THE COMMUNITY					
Statement	**SA**	**A**	**D**	**SD**	**NA**
The KPD provides high levels of law enforcement service to the island.	11%	58%	16%	8%	6%
The Department improves the quality of life on Kauai.	10%	66%	8%	4%	12%
We have the support of the community in our work.	3%	56%	21%	2%	18%
Our approach to providing 'community policing' is effective for Kauai.	2%	39%	27%	12%	19%
Our Department has positive relationships with island residents.	6%	62%	16%	2%	14%
Our Department has positive interactions with island visitors.	9%	68%	6%	2%	15%

The following points summarize the information provided in the preceding table:

•   Levels of law enforcement service are considered to be very high by most respondents (69% positive).

•   Most employees agree the Department improves the quality of life on Kauai – 76% positive.

•   Most feel that their work is supported by the community – 59% were positive.

•   However, views on the effectiveness of the Department's community policing approach were mixed – almost equally divided (41% positive and 39% negative).

•   Interactions with visitors and relationships with residents were viewed to be very positive – 69% positive for residents and 77% for visitors.

Employees generally see the Department's overall service to the community as

excellent with some reservations about its approaches to community policing.

(2)   The Coordination of Services are Generally Positive.

The statements in the following table address the coordination of Department

services.

COORDINATION OF SERVICES					
Statement	SA	A	D	SD	NA
We are effective at coordinating services within the Department.	2%	45%	29%	10%	14%
We effectively coordinate our services.	2%	49%	24%	11%	14%

Responses on the coordination of services are mixed but mostly positive. Internal coordination is considered to be effective by 47% but not for 39%. Employees are generally positive opinions about service coordination; 51% positive and 35% negative.

(3)   Most Think Staffing Levels Are Not Keeping Up with Kauai's Needs.

The statement in the following table addresses the staffing levels of KPD.

STAFFING					
Statement	SA	A	D	SD	NA
In general, staffing levels have kept up with needs of Kauai.	1%	12%	29%	54%	5%

The majority of respondents believe staffing levels have not kept up with Kauai's needs – 54% strongly disagree and 29% disagree for a total disagreement of 83%. Levels of disagreement increase with rank.

(4)   Most Respondents Viewed the Department's Training Program Positively.

The statement in the following table addresses the Department's training program.

TRAINING					
Statement	SA	A	D	SD	NA
Our training program prepares me for my job.	5%	51%	27%	9%	8%

The Department's training program has prepared 56% of respondents for their job, while 36% disagreed.

(5)   Views About Managers and Supervisors Are Generally Positive.

The statements in the following table addresses the Department's overall management, including how they support the mission and goals of the Department.

MANAGEMENT					
Statement	SA	A	D	SD	NA
The direction provided by top management in the Department follows our mission statement.	6%	44%	21%	13%	16%
My immediate supervisor follows our mission statement.	21%	68%	4%	0%	7%
My immediate supervisor is effective at setting expectations of my performance.	18%	65%	12%	1%	5%

The key information from the preceding table are addressed by the following points:

•   50%, agree that top management's direction aligns with the mission statement of the Department.

•   However, 89% of respondents agree their immediate supervisor follows the Department's mission statement.

•   Immediate supervisors set performance expectations effectively for 81% of all respondents. Sworn employees' positive opinions about performance expectations tend to decrease moderately as rank increases – 86% of officers, 81% of sergeants, and 65% of staff ranked as a lieutenant or higher agree to this statement.

In summary, there were positive responses about management and supervision in the Department.

(6)   Staff in Many Parts of the Organization Feel That Their Workloads Are Often or Always Excessive.

Respondents were asked to select which statement amongst four choices best described their workload – on a scale of always busy, sometimes busy and rarely busy. The following table displays responses to this question from all employees, employees segmented by assignment area, and rank or classification.

VIEWS TOWARD WORKLOAD				
Response	I am always busy and can never catch up.	I am often busy, but can usually keep up.	I have the right balance of work & time available.	I am often not very busy.
Employee Type	% Responses			
All Employees	46%	49%	5%	0%
Office of the Chief	56%	33%	11%	0%
Patrol Services	38%	58%	4%	0%
Investigative Services	81%	18%	0%	0%
Administrative & Technical	57%	29%	14%	0%
Lieutenant or higher	83%	17%	0%	0%
Sergeant or Detective	69%	27%	4%	0%
Officer	35%	59%	6%	0%
Civilian Supervisor	42%	57%	0%	0%
Civilian staff	31%	63%	6%	0%

The following points summarize the information in the preceding table:

- It is useful to look at workload responses by aggregating responses which include the range of rarely too busy to sometimes busy. This shows that:

  – Overall, most employees have a manageable workload, 54%.

  – Office of the Chief was 44%.

  – Patrol was 62%.

  – Investigations was only 19% with 81% heavy workloads.

  – Administrative Services was 43%.

  – By rank level, negative views toward workload increase with rank level.

- Most civilian staff and civilian supervisors have manageable workloads.

In summary, views toward workload vary widely with civilian staff and police officers stating that they are generally manageable. Investigative staff have workloads which are viewed to be very excessive.

4.   PATROL STAFF RESPONSES REGARDING SERVICE DELIVERY ARE MIXED.

In the third section, respondents from the Patrol Services Bureau were asked to indicate their level of agreement to statements regarding their assignment area.

(1)   The Majority of Patrol Respondents Feel Proactive Time is Lacking Though Response Times Are Good.

The statements in the following table address the service of the Patrol Services Bureau.

LEVEL OF PATROL SERVICES					
Statement	SA	A	D	SD	NA
I have adequate proactive time to address problems on the island.	3%	26%	25%	33%	14%
Our response times to low and medium priority calls are appropriate.	10%	59%	19%	7%	5%
Our response times to high priority calls are appropriate.	15%	54%	17%	8%	6%
There is appropriate attention to traffic risks on the Island.	3%	42%	25%	18%	12%

The following points summarize the information in the preceding table about field services:

•   Patrol staff do not feel that proactive time is sufficient to address the island's problems (58% are negative in total).

•   However, response times to calls for service are appropriate. Opinions about response times tended to grow negative going up the chain of command.

–   Response times to low and medium priority calls are considered to be appropriate by 69% overall and by 77% of officers, 33% of sergeants, and 29% of those ranked as a lieutenant or higher.

–   The trend holds for high priority calls – 69% overall and by 76% of officers, 67% of sergeants, and only 14% of those ranked as a lieutenant or higher agree response times are appropriate.

Views toward management of traffic risks is perceived to be mixed – 45% are positive and 43% disagree.

(2)   Most Are Not Satisfied with Resources and the Distribution of Workloads and Staffing Levels.

The statements in the following table address staffing and operations at the Patrol Services Bureau.

PATROL STAFFING AND OPERATIONS					
Statement	SA	A	D	SD	NA
Patrol staff resources are adequate to meet the needs of the island.	0%	11%	29%	52%	8%
The allocation of staff among Patrol districts is appropriate.	1%	10%	37%	42%	10%
Patrol beats have relatively the same levels of workload.	1%	8%	26%	58%	7%
Patrol services are coordinated across each of the three districts.	8%	59%	5%	12%	15%
Back-up is timely, when needed.	13%	38%	29%	17%	4%

- Patrol staff resources, according to 81% of the respondents, are not sufficient in meeting the island's needs.

- Generally, workload levels are viewed to be unevenly distributed throughout beats and districts – 84% and 79% are negative, respectively.

- However, patrol services are viewed to be well coordinated among the three Districts – by 67%.

- 51% of staff agree that back-up is timely when needed, while 46% disagree. This statement received negative responses from all high-ranking employees, 50% of sergeants, and 39% of officers.

Staffing levels in Patrol are not viewed to be adequate as are various indicators of service and staffing levels.

(3)   Patrol Employees Feel Detectives Do Not Keep Them Informed of Investigations.

The statements in the following table address Investigative coordination with Patrol.

COORDINATION OF SERVICES FORCED-CHOICE RESPONSES					
Statement	SA	A	D	SD	NA
Detectives keep Patrol appropriately informed of investigations.	0%	8%	37%	36%	19%
The crime analysis information provided to me is useful.	4%	30%	12%	21%	33%

Only 8%, six officers, agreed that detectives keep Patrol informed on investigations.

Crime analysis information is useful to 34% of respondents but does not provide value to 33% (another third had no opinion).

5. INVESTIGATIONS STAFF HAVE MANY CONCERNS.

In the third section, respondents assigned to the Investigative Services Bureau were asked to indicate their level of agreement to statements regarding their assignment area.

(1) Respondent Have Mixed Views About Investigations.

The statements in the following table address criminal and proactive investigations.

INVESTIGATION SERVICES FORCED-CHOICE RESPONSES					
Statement	SA	A	D	SD	NA
Our approaches to investigating crimes is effective in addressing the major problems on the island.	4%	48%	26%	11%	11%
We are effective in proactive investigations (i.e., Vice/Narcotics).	19%	37%	22%	7%	15%

Respondents, however, had mixed but generally positive opinions about follow-up investigations – 52% positive and 37% negative.

Proactive investigations (i.e., narcotics and vice) are regarded to be effective by most Investigations staff (56%), but some disagree (29%).

(2) Many Staff in Investigations Consider the Allocation of Detectives in Investigative Units and Case Management Practices to Be Inadequate.

The statements in the following table address caseloads and staffing at the Investigative Services Bureau.

INVESTIGATIVE WORKLOAD AND STAFFING					
Statement	**SA**	**A**	**D**	**SD**	**NA**
Our approach to case management is effective in prioritizing our caseloads.	0%	22%	37%	15%	26%
Assignments are long enough in investigations to allow us to be proficient in our work.	0%	46%	31%	15%	8%
The allocation of detective staff among investigative units is appropriate.	0%	7%	41%	48%	4%
I work a caseload which is reasonable given the type of investigations I handle.	0%	30%	37%	26%	7%

The following points summarize the information provided in the preceding table.

- The allocation of detectives among investigative units is inadequate according to an 89% majority of staff.

- The Bureau's approach to case management is considered to be effective by only 22% of employees and ineffective by 42%.

- 30% believe that they have a reasonable caseload, while 63% disagree.

- Equal numbers agree and disagree that the length of investigative assignments is adequately long to gain the expertise needed.

Investigative services issues about staffing and workload management are the most negative of any area in the Department.

(3) Coordination is Effective Among Investigative Units but Some Respondents Believe Coordination with Patrol Could Improve.

The statements in the following table address coordination among investigative units, with field services, and crime analysis.

INVESTIGATIVE COORDINATION					
Statement	**SA**	**A**	**D**	**SD**	**NA**
Coordination among investigative units is effective.	11%	67%	11%	4%	7%
Coordination of investigations and field services is effective.	4%	44%	33%	11%	7%
Crime analysis information is useful to our work.	33%	56%	0%	4%	7%

The following points outline the information in the preceding table:

- Coordination among investigative units is perceived to be effective by a 78% majority.

- However, views are mixed regarding coordination with Patrol – 48% agree and 44% of employees disagree that coordination of investigations and field services is effective.

- Crime analysis information is useful for 89% of Investigations employees. In contrast, only 34% of Patrol respondents agreed that the crime analysis provided to them was of value.

Investigations respondents have positive sentiments about coordination among their bureau's units and the information provided by crime analysis. Respondents also have more positive views than Patrol respondents on the coordination between the two bureaus but still indicate sizeable room to improve.

(4) Most Investigators Believe They Need Better Initial and Ongoing Training to be Effective.

The statements in the table below address the initial and ongoing training of investigators.

INVESTIGATOR TRAINING					
Statement	SA	A	D	SD	NA
When I was promoted to investigator I received the training I needed to be effective.	4%	33%	19%	30%	15%
I receive the annual training I need to be an effective investigator.	7%	37%	33%	22%	0%

A respective 49% and 55% of respondents disagree that they received the initial and ongoing training necessary to be effective investigators.

6. ADMINISTRATIVE STAFF PROVIDE A HIGH LEVEL OF SUPPORT WHILE SUPPORT FUNCTIONS ARE PERCEIVED TO BE UNDERSTAFFED.

Similar work process and staffing questions were asked of administrative and support staff in the Department. The following sections summarize these responses.

(1) **Respondents Were Positive About the Support Provided to Staff Relating to Recruitment and Training.**

The statements in the following table address the level of support the Administrative and Technical Bureau and the Office of the Chief provide to the Department.

ADMINISTRATIVE SERVICES					
Statement	SA	A	D	SD	NA
We provide a high level of administrative support to employees in the KPD.	11%	60%	17%	6%	6%
We do a good job finding qualified candidates for employment in the KPD.	25%	58%	11%	0%	6%
We provide high quality training to sworn and civilian personnel.	6%	56%	25%	6%	8%
Sworn and civilian staff work well together.	14%	71%	11%	0%	3%

The following points recap the information provided in the preceding table:

• 71% of respondents agree that they provide a high level of administrative support to Department employees.

• An 83% majority of staff agree they find qualified candidates for employment.

• 62% of Administrative respondents agree that the Department provides high quality training to sworn and civilian staff.

• Sworn and civilian staff work well together. This is noteworthy because it is often not the case in many police department employee surveys.

In summary, most employees are satisfied with the support they provide to the Department.

(2) **Most Respondents Disagree That Support Functions Are Sufficiently Staffed.**

The statements in the following table address staffing and operations at Administrative and Technical Bureau and the Office of the Chief

STAFFING AND OPERATIONS					
Statement	SA	A	D	SD	NA
We have the right employee classifications in support roles.	8%	39%	31%	8%	14%
We have the right number of employees in support functions in the Department.	0%	14%	56%	31%	0%
Administrative support functions are appropriately organized.	8%	47%	28%	8%	8%

The following points summarize the information in the table above:

• Most employees (55%) feel that administrative functions are appropriately organized in the Department.

• However, respondents do not believe the Department has the right number of employees in support functions (87% were negative).

• Support staff classifications, however, are generally viewed to be satisfactory (47% positive and 39% negative).

The results of this section show a substantial number of respondents have positive views about civilian and sworn staff working together but negative views about the number of employees in support functions.

(3)   Administrative Systems Are Adequate for Most Support Staff

The statement in the table below addresses the effectiveness of internal and external systems.

INTERNAL AND EXTERNAL SYSTEMS FORCED-CHOICE RESPONSES					
Statement	SA	A	D	SD	NA
Our information systems are effective.	3%	36%	31%	8%	22%
The system of County counterparts providing HR and IT serve the Department well.	6%	50%	36%	3%	6%

56% of Administrative and Technical Bureau and Office of the Chief respondents agree that HR and IT systems serve the Department well.

However, views were mixed (roughly thirds positive, negative and no opinion) regarding the specific effectiveness of information systems.

(4) **Civilian Employees Believe Their Advancement Opportunities Are Not Adequate.**

The statements in the table below address civilian career advancement and the training provided to Administrative and Technical Bureau and the Office of the Chief employees.

CAREER DEVELOPMENT FORCED-CHOICE RESPONSES					
Statement	SA	A	D	SD	NA
Civilian staff have adequate opportunity for career advancement in the KPD.	3%	31%	39%	17%	11%

Career advancement opportunities are seen as inadequate by 56% of civilian staff. Sworn employees and civilian supervisors and managers were positive, however.

7. **NARRATIVE RESPONSES**

The last section of the survey asked respondents to provide any additional thoughts on any of the topics covered in the survey in their words. A summary of responses is provided below.

The generalized themes in the following table were the most prominent throughout responses.

ADDITIONAL INPUT THEMES	
Response	% Response
County Administration	10%
Management	18%
Scheduling and planning	24%
Staffing	64%
Training	16%
Workload	16%

The narrative responses reinforced the most notable points in the earlier multiple choice sections but introduced a couple of related topics – management and Kauai County Administration.

- **Police Department Management:** Communication, the prioritization of administrative functions, and a reliance on existing practices were mentioned in 18% of responses.

- **Kauai County Administration:** Some respondents mentioned the impact budget cuts have had on staffing, workloads, and technology and equipment.

Additionally, the responses in this section provided valuable insight to findings in

previous sections.

- **Staffing:** In alignment with results from the forced-choice sections, many respondents feel the Department's staffing has not kept up with Kauai's changing needs and growing population.

  – Several responses mentioned recruitment issues such as long vacancies and a need for "more qualified officers".

  – Employee retention was mentioned by several respondents.

- **Deployment:** Consistent with results from Patrol's section, respondents think patrol beats should be updated.

- **Workload:** Responses typically ascribed heavy workloads to the perceived staffing shortage and deployment concerns. Some respondents mentioned an adverse effect on morale and employee retention.

- **Training:** Training, in general, and ongoing training was mentioned in 16% of responses. General officer safety and patrol tactics, individuals with mental disabilities, OVUII cases, firearms, active shooters, and tracking stolen phones were mentioned with respect to ongoing training.

In summary, narrative responses have confirmed staffing, deployment, workload,

and training as their primary interests related to this study.